

Regular Town Council Meeting

September 15, 2025

6:00 PM

Town Council Chambers

Chair: Arne Jorgensen

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

I. 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.

To join, click link or copy it to your browser: <https://us02web.zoom.us/j/81915501108?pwd=B77DauVutcmnvSfE5by8yvb22gopyo.1>

Or join at zoom.com with Webinar ID: **819 1550 1108** and Password: **83001** or by phone: **+1 253 205 0468**

II. OPENING

- A. Call to Order and Roll Call
- B. Pledge of Allegiance
- C. Land Acknowledgement
- D. Announcements/Proclamations
 - 1. Hispanic Heritage Month
 - 2. Hunger Action Month
 - 3. National Public Lands Day

III. PUBLIC COMMENT

This section is reserved for public comment about items not included in this agenda. Public comment is limited to 3 minutes. As a general practice, Council does not discuss, debate, or act on issues raised under public comment. Council may or may not discuss an issue raised under Public Comment later in the meeting during Matters from Mayor and Council at their discretion. If you would like to communicate with Council during the meeting about an item on the agenda, please wait until public comment has been called for that item. Public comment may also be submitted to Council at any time by emailing electedofficials@jacksonwy.gov.

IV. CONSENT CALENDAR

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

- A. Disbursements
- B. Contracts
 - 1. Amendment and Restatement Special Restriction for 105 Mercill Unit 204
- C. August Municipal Court Report

V. PUBLIC HEARINGS, DISCUSSION AND/OR POSSIBLE ACTION ITEMS

- A. Administration
 - 1. Jackson Hole Fire/EMS Funding Alternatives (Tyler Sinclair)

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.

2. Sustainable Destination Management Plan (Tyler Sinclair)
3. Justice Center - Hansen Court House (Tyler Sinclair)
- B. Internal Services
 1. Conflicts of Interest Ordinance (Roxanne Robinson)
- C. Police
 1. Police Department Force Response Policy (Michelle Weber)

VI. ORDINANCES

- A. Ordinance B: An Ordinance Amending Title 15 Regarding International Residential Code (Lea Colasuonno, First Reading)
- B. Ordinance C: An Ordinance Amending Title 15 Regarding Contractor Licensing and Certification (Lea Colasuonno, First Reading)

VII. MATTERS FROM MAYOR AND COUNCIL

- A. Board and Commission Reports

VIII. MATTERS FROM THE TOWN MANAGER

- A. Town Manager's Report

IX. 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.

Pledge of Allegiance

I pledge allegiance to the flag of the United States of America, and to the Republic for which it stands,
one Nation under God, indivisible, with liberty and justice for all.

Land Acknowledgement

We recognize that the land we are gathering on is the ancestral homeland of the Mountain Shoshone People who stewarded it for thousands of years and that many other tribes also lived upon and cared for this area including the Bannock, Blackfoot, Crow, Eastern Shoshone, Gros Ventre, Nez Perce, Northern Arapaho tribes, and others. With gratitude, we honor Indigenous Peoples, past and present. We also acknowledge the sovereignty of the Native nations closest to Jackson whose land was taken through broken treaties that resulted in the creation of the Wind River and Fort Hall Indian Reservations. We recognize this acknowledgement is simply a first step. The Town of Jackson is committed to continued and informed action to connect with indigenous people.

HISPANIC HERITAGE MONTH PROCLAMATION

WHEREAS, National Hispanic Heritage Month is observed each year from September 15 to October 15 to celebrate the histories, cultures, and contributions of people in America whose ancestors came from Spain, Mexico, the Caribbean, and Central and South America; and

WHEREAS, the month includes the independence days of several Latin American countries, including Belize, Chile, Costa Rica, El Salvador, Guatemala, Honduras, Mexico, and Nicaragua; and

WHEREAS, President Lyndon Johnson established a celebration of a Hispanic Heritage Week in 1968, and President Ronald Reagan expanded the celebration to a month in 1988; and

WHEREAS, the Hispanic and/or Latino community is exceptionally varied and includes indigenous people from throughout the Americas; and

WHEREAS, the Latino community comprises the largest ethnic and racial group in the United States and represents over 20 percent of the Town of Jacksons' population; and

WHEREAS, members of the Latino community have made countless contributions to the United States' economy and culture, serving in all branches of the Armed Forces, as dedicated public servants, and as leaders in education, healthcare, business and entrepreneurship, and every other profession; and

WHEREAS, the heritage celebration provides a wonderful opportunity to highlight the variety of the Hispanic community and its many and rich contributions to the United States, to Wyoming and to our Town; and

NOW, THEREFORE, BE IT RESOLVED that the Town of Jackson hereby commits to observe National Hispanic Heritage Month and highlight the rich pluralism of peoples and histories within the Hispanic and Latino segment of our community.

DATED THIS 15th DAY OF SEPTEMBER, 2025.

Town of Jackson

By: _____
Arne O. Jorgensen, Mayor

ATTEST: _____
Riley Hovorka, Town Clerk

HUNGER ACTION MONTH
Recognizing September 2025 as Hunger Action Month

WHEREAS, over 47 million Americans are suffering from hunger or food insecurity; and

WHEREAS, according to Feeding America, around 90,000 Wyoming residents face food insecurity, of which over 27,000 are children; and

WHEREAS, more than 11% of individuals in Teton County rely on food provided by the members of Food Bank of Wyoming annually; and

WHEREAS, the Town of Jackson is committed to working with Food Bank of Wyoming, a member of the Feeding America® nationwide network of food banks, in educating people about the role and importance of food banks in addressing hunger and raising awareness of the need to devote more resources and attention to hunger issues; and

WHEREAS, the members of Food Bank of Wyoming distributed more than 10 million meals to more than 55 thousand Wyoming families in 2024 through its network of food pantries, soup kitchens, shelters, and other community organizations; and

WHEREAS, the month of September has been designated “Hunger Action Month” in order to bring attention to food insecurity in our communities and to enlist the public in the movement to end hunger by taking action; including volunteer shifts, social media shares, and donations; to ensure every community, and everybody in it, has the food they need to thrive.

NOW, THEREFORE, I, Arne Jorgensen, Mayor of the Town of Jackson, Wyoming do hereby proclaim September 2025 as Hunger Action Month and encourage all citizens to increase their understanding and awareness of food insecurity and how it impacts our nation, state, county, town, and community.

DATED THIS 15th DAY of SEPTEMBER 2025.

TOWN OF JACKSON

ATTEST:

Arne O. Jorgensen, Mayor

Riley Hovorka, Town Clerk

PROCLAMATION RECOGNIZING NATIONAL PUBLIC LANDS DAY

WHEREAS, America’s public lands—including our national parks, forests, wildlife refuges, monuments, and state, county, and Town parks— are irreplaceable and home to so many of the natural wonders that represent the heart and soul of our Nation; and

WHEREAS, They are managed by public agencies but provide endless opportunities for adventure, education, and respite for everyone. So, on National Public Lands Day, we give thanks for the precious public lands that are the birthright of every American and at the heart of our national pride; and

WHEREAS, Public lands are a singular American achievement as they remain open for everyone to enjoy. They unite, inspire, and sustain us from generation to generation; and

WHEREAS, On National Public Lands Day, everyone is welcomed to celebrate the splendor of our Nation’s lands and waters. And as we honor the power and promise of the natural world, we must also recommit to conserving our lands and waters; and

WHEREAS, When we conserve our public lands, we are protecting their beauty, safeguarding the air we breathe and the water we drink, defending the livelihoods of people who depend on these lands and waters for their way of life, like Indigenous and rural communities, ranchers, farmers, outfitters, and guides; and

WHEREAS, Public lands are the ancestral homelands of Tribal Nations and Indigenous peoples—sacred sites with rich heritage. We honor these lands that Tribal Nations have stewarded since time immemorial, which make our country, community, and Town more resilient; and

WHEREAS, Public lands sustain outdoor recreation and tourism, strengthening our economy. They protect biodiversity, help mitigate climate change, and make communities more resilient to extreme weather events and natural disasters.

WHEREAS, Again, on this day, we acknowledge our responsibility to continue to make our public lands accessible to everyone and recommit ourselves to conserving them for future generations; and

WHEREAS, from Yellowstone to Grand Teton National Park and all the surrounding forest lands in our Town and County, I encourage everyone to take time to explore and honor the beauty of our public lands and abundant natural resources; and

NOW, THEREFORE, BE IT RESOLVED, that I, Arne Jorgensen, Mayor of the Town of Jackson, on behalf of Jackson’s Town Council, recognize Saturday, September 27 as National Public Lands Day.

By: _____
Arne O. Jorgensen, Mayor

ATTEST: _____
Riley Hovorka, Town Clerk

Report Criteria:

Detail report.
Invoices with totals above \$0 included.
Paid and unpaid invoices included.

Vendor	Vendor Name	Invoice Number	Description	Invoice Date	Net Invoice Amount	Amount Paid	Date Paid
7523	A43 ARCHITECTURE	2507-0825	DESIGN WORK	09/02/2025	1,625.00	.00	
7523	A43 ARCHITECTURE	2509-0825	DESIGN	09/02/2025	1,662.50	.00	
Total 7523:					3,287.50	.00	
6912	ABEL, BRUCE	08292025	CONFERENCE TRAVEL	08/29/2025	146.00	.00	
Total 6912:					146.00	.00	
51	ACE HARDWARE	918299	BATTERY	08/22/2025	19.99	.00	
51	ACE HARDWARE	91850	SAFETY PAINT	08/27/2025	148.56	.00	
51	ACE HARDWARE	918600	TAPE FLAGGING	08/26/2025	13.98	.00	
51	ACE HARDWARE	918693	ANCHOR WEDGE	08/26/2025	4.50	.00	
51	ACE HARDWARE	918716	TAPE FLAGGING	08/26/2025	55.46	.00	
51	ACE HARDWARE	918775	SAFETY PAINT	08/27/2025	37.14	.00	
51	ACE HARDWARE	918778	ANCHOR WEDGE	08/27/2025	15.00	.00	
51	ACE HARDWARE	918779	50 PARTS	08/27/2025	79.92	.00	
51	ACE HARDWARE	918902	CLAMP	08/28/2025	8.98	.00	
51	ACE HARDWARE	918904	TAPE	08/28/2025	8.99	.00	
51	ACE HARDWARE	919029	KEYLESS ENTRY PAD	08/29/2025	49.99	.00	
51	ACE HARDWARE	919058	ENGRAVER	08/29/2025	34.99	.00	
51	ACE HARDWARE	919197	DRAIN SUPPLIES	09/01/2025	22.98	.00	
51	ACE HARDWARE	919208	ELECTRICAL TAPE	09/01/2025	61.94	.00	
51	ACE HARDWARE	919325	CAULK & PL500	09/02/2025	38.97	.00	
51	ACE HARDWARE	919373	PAINT & SUPPLIES	09/03/2025	49.45	.00	
Total 51:					650.84	.00	
5726	AMAZON	143P-NM94-6N	TONER	09/04/2025	229.51	.00	
5726	AMAZON	1DT3-T3V7-71	TABLECLOTHS	09/04/2025	9.49	.00	
5726	AMAZON	1KF3-V1Y6-CD	CLOTH NAPKINS	09/05/2025	183.08	.00	
5726	AMAZON	1KJK-HJ7N-9Y	CABLES	09/02/2025	54.40	.00	
5726	AMAZON	1KMH-P9MP-P	CLOCK	08/19/2025	26.59	.00	
5726	AMAZON	1TDQ-3FWY-L	NOTEBOOKS & BINDERS	08/19/2025	234.67	.00	
5726	AMAZON	1YNY-NT6X-V	BOOKS	08/30/2025	118.65	.00	
Total 5726:					856.39	.00	
7654	AMERICAN PUMP AND DRILLIN	109724	PVC CASING & LABOR	08/21/2025	1,990.72	.00	
Total 7654:					1,990.72	.00	
1783	AT&T	287279795460	TABLETS	08/11/2025	315.55	.00	
Total 1783:					315.55	.00	
3500	BISON LUMBER	2508-883765	WOOD	08/07/2025	342.37	.00	
3500	BISON LUMBER	2508-885256	STUMP REMOVER	08/25/2025	7.53	.00	
3500	BISON LUMBER	2509-886037	2X8'S	09/03/2025	5,046.58	.00	
3500	BISON LUMBER	2509-886038	ANNUAL BOARDWALK WORK	09/03/2025	4,582.44	.00	
Total 3500:					9,978.92	.00	

Vendor	Vendor Name	Invoice Number	Description	Invoice Date	Net Invoice Amount	Amount Paid	Date Paid
1560	BLUE SPRUCE CLEANERS,INC	09012025	CLEANING	09/01/2025	373.08	.00	
	Total 1560:				373.08	.00	
7394	BOLAND, ANITA	100125	350 N Millward - September Rent	10/01/2025	2,263.80	.00	
	Total 7394:				2,263.80	.00	
7077	BURKHOLDER, SHAWN	100125	130 E Kelly ♦ September Rent	10/01/2025	2,141.61	.00	
	Total 7077:				2,141.61	.00	
10	CASH	09012025	petty CASH	09/01/2025	5.83	.00	
10	CASH	09012025	petty CASH	09/01/2025	183.00	.00	
	Total 10:				188.83	.00	
7667	COLEMAN, TATE	09022025	CONFERENCE TRAVEL	09/02/2025	219.00	.00	
	Total 7667:				219.00	.00	
4887	CONTROL SYSTEM TECHNOLO	11640	FIX SPRING GULCH REPORT IS	08/18/2025	1,200.00	.00	
	Total 4887:				1,200.00	.00	
7500	CONWAY, LARS	100125	145 Moose - September Rent	10/01/2025	2,500.00	.00	
	Total 7500:				2,500.00	.00	
6883	DIVISION OF CHILD SUPPORT	09052025	DCSE CASE #0005405448	09/05/2025	509.23	509.23	09/05/2025
	Total 6883:				509.23	509.23	
3408	E.R. OFFICE EXPRESS	23479	SELF INKING STAMP	08/26/2025	107.97	.00	
	Total 3408:				107.97	.00	
1134	ENERGY LABORATORIES INC.	731720	PHOSPHORUS & NITROGEN	08/28/2025	800.00	.00	
1134	ENERGY LABORATORIES INC.	732380	OIL & GREASE	09/02/2025	172.00	.00	
	Total 1134:				972.00	.00	
6552	ETNA TRADE PARK LLC	100125	Star Valley Bus Storage - Septem	10/01/2025	4,062.00	.00	
	Total 6552:				4,062.00	.00	
81	EVANS CONSTRUCTION INC	258957	CONCRETE	08/12/2025	557.63	.00	
81	EVANS CONSTRUCTION INC	259315	CONCRETE	08/20/2025	557.63	.00	
	Total 81:				1,115.26	.00	
7462	EVOLUTION CONSTRUCTION, L	1174	ASPHALT	08/21/2025	16,791.00	.00	
	Total 7462:				16,791.00	.00	
3195	FERGUSON ENTERPRISES, IN	3976944	WOG THRD	08/28/2025	20.10	.00	

Vendor	Vendor Name	Invoice Number	Description	Invoice Date	Net Invoice Amount	Amount Paid	Date Paid
Total 3195:					20.10	.00	
7497	GRIFFITH PARTNERSHIP LLC	100125	126 Aspen Dr - September Rent	10/01/2025	1,600.00	.00	
Total 7497:					1,600.00	.00	
4988	HD FOWLER COMPANY	I7096982	MUD PLUGS	08/13/2025	352.00	.00	
4988	HD FOWLER COMPANY	I7098461	PIPES, NUTS, COUPLING, PIPE	08/14/2025	3,676.13	.00	
4988	HD FOWLER COMPANY	I7103952	MIP	08/21/2025	740.56	.00	
4988	HD FOWLER COMPANY	I7109617	COPPER	08/26/2025	312.08	.00	
4988	HD FOWLER COMPANY	I7109618	PIPE	08/26/2025	122.64	.00	
Total 4988:					5,203.41	.00	
7588	HEBDON EXCAVATION LLC	1542	DISPOSAL	09/02/2025	600.00	.00	
Total 7588:					600.00	.00	
96	HIGH COUNTRY LINEN	0524686	LAUNDRY	08/25/2025	86.44	.00	
96	HIGH COUNTRY LINEN	0524770	MATS	08/25/2025	11.17	.00	
96	HIGH COUNTRY LINEN	0525424	MATS	08/27/2025	308.79	.00	
96	HIGH COUNTRY LINEN	0526214	MATS	09/01/2025	23.45	.00	
96	HIGH COUNTRY LINEN	S0524018	BLEACH & FLOOR CLEANER	08/20/2025	95.80	.00	
Total 96:					525.65	.00	
6954	IVY OUTDOOR SERVICES LLC	0000161	BUS ROUTE TRASH	09/01/2025	2,182.57	.00	
6954	IVY OUTDOOR SERVICES LLC	0000162	TRASH BINS	09/01/2025	22,027.05	.00	
Total 6954:					24,209.62	.00	
131	JACKSON HOLE NEWS & GUID	379522	N&G	07/23/2025	657.00	.00	
131	JACKSON HOLE NEWS & GUID	380490	SURVEY	08/20/2025	369.60	.00	
131	JACKSON HOLE NEWS & GUID	380603	TRANSIT OPERATOR	08/20/2025	456.00	.00	
131	JACKSON HOLE NEWS & GUID	380689	WATER RESTRICTION	08/27/2025	657.00	.00	
131	JACKSON HOLE NEWS & GUID	380735	SURVEY	08/27/2025	369.60	.00	
131	JACKSON HOLE NEWS & GUID	380906	WATER RESTRICTION	08/31/2025	340.90	.00	
131	JACKSON HOLE NEWS & GUID	380907	JHD	08/31/2025	340.90	.00	
131	JACKSON HOLE NEWS & GUID	380908	JHD	08/31/2025	1,022.70	.00	
131	JACKSON HOLE NEWS & GUID	380909	WATER RESTRICTION	08/31/2025	2,386.30	.00	
131	JACKSON HOLE NEWS & GUID	380988	SURVEY	08/31/2025	1,181.70	.00	
131	JACKSON HOLE NEWS & GUID	381127	N&G	09/03/2025	657.00	.00	
131	JACKSON HOLE NEWS & GUID	381195	OLD BILLS	09/03/2025	125.00	.00	
131	JACKSON HOLE NEWS & GUID	381258	KENNEL TECH	09/03/2025	456.00	.00	
Total 131:					9,019.70	.00	
7442	JOE JOHNSON EQUIPMENT	P03180	HOSES	09/02/2025	605.95	.00	
Total 7442:					605.95	.00	
139	JORGENSEN ASSOCIATES, PC	56338	PRELIMINARY DESIGN	09/01/2025	1,452.50	.00	
Total 139:					1,452.50	.00	
5537	KEENAN, PETER	100125	Virginian 55-4 - September Rent	10/01/2025	2,357.50	.00	

Vendor	Vendor Name	Invoice Number	Description	Invoice Date	Net Invoice Amount	Amount Paid	Date Paid
Total 5537:					2,357.50	.00	
7112	KJ'S SERVICES INVESTMENTS	100125	Alpine - September Rent	10/01/2025	2,940.00	.00	
7112	KJ'S SERVICES INVESTMENTS	100125	Alpine - September Internet	10/01/2025	35.00	.00	
Total 7112:					2,975.00	.00	
7201	LOPEZ, CHRYSTAL	09012025	TESTING CONFERENCE	09/01/2025	35.00	.00	
Total 7201:					35.00	.00	
156	LOWER VALLEY ENERGY INC	100125	355 W Deloney E5 - September R	10/01/2025	3,000.00	.00	
156	LOWER VALLEY ENERGY INC	92050-002 08-	3150 S ADAMS CANYON DR, JA	08/29/2025	223.47	223.47	09/08/2025
156	LOWER VALLEY ENERGY INC	92050-003 08-	SPRUCE DR PUMP HOUSE, JA	08/29/2025	375.63	375.63	09/08/2025
156	LOWER VALLEY ENERGY INC	92050-008 08-	CEMETERY, JACKSON, WY 20	08/29/2025	23.17	23.17	09/08/2025
156	LOWER VALLEY ENERGY INC	92050-010 08-	ELY SPRINGS RD WELL 6,7,8, J	08/29/2025	2,949.71	2,949.71	09/08/2025
156	LOWER VALLEY ENERGY INC	92050-014 08-	135 E BROADWAY AVE HEAT TA	08/29/2025	20.17	20.17	09/08/2025
156	LOWER VALLEY ENERGY INC	92050-017 08-	WASTE WATER TRTMT INTERM	08/29/2025	76.87	76.87	09/08/2025
156	LOWER VALLEY ENERGY INC	92050-019 08-	RANGEVIEW DR LIFT PUMP CO	08/29/2025	67.09	67.09	09/08/2025
156	LOWER VALLEY ENERGY INC	92050-021 08-	150 E PEARL AVE, JACKSON, W	08/29/2025	1,109.03	1,109.03	09/08/2025
156	LOWER VALLEY ENERGY INC	92050-024 08-	1605 BERGER LN SEWER LIFT	08/29/2025	20.95	20.95	09/08/2025
156	LOWER VALLEY ENERGY INC	92050-025 08-	450 W SNOW KING AVE NEW S	08/29/2025	440.86	440.86	09/08/2025
156	LOWER VALLEY ENERGY INC	92050-026 08-	450 W SNOW KING AVE SHOP, J	08/29/2025	117.18	117.18	09/08/2025
156	LOWER VALLEY ENERGY INC	92050-044 08-	610 SNOW KING DR ESTATES B	08/29/2025	261.81	261.81	09/08/2025
156	LOWER VALLEY ENERGY INC	92050-047 08-	WASTE WATER TRTMT UV BLD	08/29/2025	38.00	38.00	09/08/2025
156	LOWER VALLEY ENERGY INC	92050-049 08-	WASTE WATER TRTMT PTB 545	08/29/2025	16,580.39	16,580.39	09/08/2025
156	LOWER VALLEY ENERGY INC	92050-050 08-	2 MG TANK, JACKSON, WY 200	08/29/2025	19.74	19.74	09/08/2025
156	LOWER VALLEY ENERGY INC	92050-051 08-	WELL #5 KARNS MEADOW DR,	08/29/2025	2,773.57	2,773.57	09/08/2025
156	LOWER VALLEY ENERGY INC	92050-052 08-	675 E BROADWAY AVE WELL #1	08/29/2025	1,747.36	1,747.36	09/08/2025
156	LOWER VALLEY ENERGY INC	92050-053 08-	WELLS #2 & #3, JACKSON, WY	08/29/2025	5,298.41	5,298.41	09/08/2025
156	LOWER VALLEY ENERGY INC	92050-054 08-	CITY WELL ELK REF 1, JACKSO	08/29/2025	7.76	7.76	09/08/2025
156	LOWER VALLEY ENERGY INC	92050-055 08-	CITY WELL ELK REF 2, JACKSO	08/29/2025	6.34	6.34	09/08/2025
156	LOWER VALLEY ENERGY INC	92050-056 08-	CITY WELL ELK REF 3, JACKSO	08/29/2025	6.34	6.34	09/08/2025
156	LOWER VALLEY ENERGY INC	92050-059 08-	440 W SNOW KING AVE POLICE	08/29/2025	6.34	6.34	09/08/2025
156	LOWER VALLEY ENERGY INC	92050-060 08-	400 W SNOW KING AVE S GAR,	08/29/2025	36.18	36.18	09/08/2025
156	LOWER VALLEY ENERGY INC	92050-061 08-	400 W SNOW KING AVE PUBLIC	08/29/2025	104.39	104.39	09/08/2025
156	LOWER VALLEY ENERGY INC	92050-074 08-	CRABTREE LN THAW WELL #2,	08/29/2025	27.27	27.27	09/08/2025
156	LOWER VALLEY ENERGY INC	92050-075 08-	HIGH SCHOOL RD THAW WELL	08/29/2025	25.71	25.71	09/08/2025
156	LOWER VALLEY ENERGY INC	92050-077 08-	685 E HANSEN AVE, JACKSON,	08/29/2025	75.11	75.11	09/08/2025
156	LOWER VALLEY ENERGY INC	92050-078 08-	145 W HANSEN AVE FRONT, JA	08/29/2025	91.68	91.68	09/08/2025
156	LOWER VALLEY ENERGY INC	92050-079 08-	145 W HANSEN AVE BACK, JAC	08/29/2025	81.24	81.24	09/08/2025
156	LOWER VALLEY ENERGY INC	92050-082 08-	400 W SNOW KING AVE E STOR	08/29/2025	31.92	31.92	09/08/2025
156	LOWER VALLEY ENERGY INC	92050-089 08-	685 E HANSEN AVE, JACKSON,	08/29/2025	24.82	24.82	09/08/2025
156	LOWER VALLEY ENERGY INC	92050-090 08-	955 MAPLE WAY, JACKSON, WY	08/29/2025	67.98	67.98	09/08/2025
156	LOWER VALLEY ENERGY INC	92050-092 08-	3150 S ADAMS CANYON DR ANI	08/29/2025	41.25	41.25	09/08/2025
156	LOWER VALLEY ENERGY INC	92050-102 08-	145 W HANSEN AVE FRONT, JA	08/29/2025	6.34	6.34	09/08/2025
156	LOWER VALLEY ENERGY INC	92050-105-382	MULTIPLE STREET LIGHTS	08/29/2025	2,784.91	2,784.91	09/08/2025
156	LOWER VALLEY ENERGY INC	92050-106 08-	940 SIMON LN, JACKSON, WY	08/29/2025	55.69	55.69	09/08/2025
156	LOWER VALLEY ENERGY INC	92050-114 08-2	210 N CACHE ST HOME RANCH	08/29/2025	328.34	328.34	09/08/2025
156	LOWER VALLEY ENERGY INC	92050-126 08-	SPRING WATER LN LIFT STATIO	08/29/2025	35.43	35.43	09/08/2025
156	LOWER VALLEY ENERGY INC	92050-127 08-	3337 S CODY CREEK DR LIFT S	08/29/2025	193.80	193.80	09/08/2025
156	LOWER VALLEY ENERGY INC	92050-131 08-	195 E DELONEY AVE RESTROO	08/29/2025	192.60	192.60	09/08/2025
156	LOWER VALLEY ENERGY INC	92050-132 08-	160 S MILLWARD ST PARKING	08/29/2025	1,774.87	1,774.87	09/08/2025
156	LOWER VALLEY ENERGY INC	92050-134 08-	160 S MILLWARD ST PARKING	08/29/2025	6.34	6.34	09/08/2025
156	LOWER VALLEY ENERGY INC	92050-334 08-	JOSEPHINE LOOP LOT 15 LIFT	08/29/2025	70.68	70.68	09/08/2025
156	LOWER VALLEY ENERGY INC	92050-341 08-	210 N CACHE ST HOME RANCH	08/29/2025	34.76	34.76	09/08/2025
156	LOWER VALLEY ENERGY INC	92050-345 08-	930 SIMON LN, JACKSON, WY	08/29/2025	64.90	64.90	09/08/2025

Vendor	Vendor Name	Invoice Number	Description	Invoice Date	Net Invoice Amount	Amount Paid	Date Paid
156	LOWER VALLEY ENERGY INC	92050-356 08-	55 KARNS MEADOW DR START	08/29/2025	817.73	817.73	09/08/2025
156	LOWER VALLEY ENERGY INC	92050-357 08-	55 KARNS MEADOW DR START	08/29/2025	1,083.03	1,083.03	09/08/2025
156	LOWER VALLEY ENERGY INC	92050-359 08-	MILLER PARK PARKING LOT CH	08/29/2025	313.40	313.40	09/08/2025
156	LOWER VALLEY ENERGY INC	92050-361 08-	625 W BROADWAY AVE NEW P	08/29/2025	182.74	182.74	09/08/2025
156	LOWER VALLEY ENERGY INC	92050-363 08-	455 VINE ST UTIL, JACKSON, W	08/29/2025	44.51	44.51	09/08/2025
156	LOWER VALLEY ENERGY INC	92050-364 08-	65 VIRGINIAN LN #5, JACKSON,	08/29/2025	37.28	37.28	09/08/2025
156	LOWER VALLEY ENERGY INC	92050-365 08-	65 VIRGINIAN LN #7, JACKSON,	08/29/2025	57.64	57.64	09/08/2025
156	LOWER VALLEY ENERGY INC	92050-367 08-	455 VINE ST APT #3, JACKSON,	08/29/2025	64.87	64.87	09/08/2025
156	LOWER VALLEY ENERGY INC	92050-368 08-	455 VINE ST APT #4, JACKSON,	08/29/2025	72.45	72.45	09/08/2025
156	LOWER VALLEY ENERGY INC	92050-370 08-	2022 WILDFLOWER CT, JACKS	08/29/2025	6.34	6.34	09/08/2025
156	LOWER VALLEY ENERGY INC	92050-371 08-	2022 WILDFLOWER CT, JACKS	08/29/2025	30.93	30.93	09/08/2025
156	LOWER VALLEY ENERGY INC	92050-374 08-	455 VINE ST APT #1, JACKSON,	08/29/2025	32.09	32.09	09/08/2025
156	LOWER VALLEY ENERGY INC	92050-375 08-	155 E PEARL AVE, JACKSON, W	08/29/2025	23.69	23.69	09/08/2025
156	LOWER VALLEY ENERGY INC	92050-376 08-	149 E PEARL AVE, JACKSON, W	08/29/2025	36.54	36.54	09/08/2025
156	LOWER VALLEY ENERGY INC	92050-378 08-	145 E PEARL AVE #A EAST, JAC	08/29/2025	34.78	34.78	09/08/2025
156	LOWER VALLEY ENERGY INC	92050-383 08-	SNOW KING DR WATER TANK C	08/29/2025	19.65	19.65	09/08/2025
156	LOWER VALLEY ENERGY INC	92050-385 08-	85 N SPRING GULCH RD SPRIN	08/29/2025	150.43	150.43	09/08/2025
156	LOWER VALLEY ENERGY INC	92050-388 08-	121 SHERWOOD CT BLDG 2 BU	08/29/2025	32.66	32.66	09/08/2025
156	LOWER VALLEY ENERGY INC	92050-389 08-	1640 MARTIN LN LIFT STATION,	08/29/2025	23.56	23.56	09/08/2025
156	LOWER VALLEY ENERGY INC	92050-390 08-	400 W SNOW KING AVE HOUSI	08/29/2025	203.86	203.86	09/08/2025
156	LOWER VALLEY ENERGY INC	92050-391 08-	400 W SNOW KING AVE PARK M	08/29/2025	48.97	48.97	09/08/2025
156	LOWER VALLEY ENERGY INC	92050-392 08-	400 W SNOW KING AVE ADMIN,	08/29/2025	344.00	344.00	09/08/2025
156	LOWER VALLEY ENERGY INC	92050-393 08-	400 W SNOW KING AVE EMPLO	08/29/2025	419.71	419.71	09/08/2025
156	LOWER VALLEY ENERGY INC	92050-395 08-	145 E PEARL AVE #C LOFT, JAC	08/29/2025	88.88	88.88	09/08/2025
156	LOWER VALLEY ENERGY INC	92050-396 08-	145 E PEARL AVE HSE/CMN, JA	08/29/2025	85.20	85.20	09/08/2025
156	LOWER VALLEY ENERGY INC	92050-397 08-	145 E PEARL AVE #B WEST, JA	08/29/2025	32.44	32.44	09/08/2025
156	LOWER VALLEY ENERGY INC	92050-398 08-	155 E PEARL AVE, JACKSON, W	08/29/2025	53.58	53.58	09/08/2025
156	LOWER VALLEY ENERGY INC	92050-399 08-	155 E PEARL AVE, JACKSON, W	08/29/2025	47.15	47.15	09/08/2025
156	LOWER VALLEY ENERGY INC	92050-401 08-	455 VINE ST APT #2, JACKSON,	08/29/2025	26.72	26.72	09/08/2025
156	LOWER VALLEY ENERGY INC	92050-405 08-	3585 S CANADIAN DR, JACKSO	08/29/2025	140.06	140.06	09/08/2025
156	LOWER VALLEY ENERGY INC	92050-406 08-	3585 S CANADIAN DR, JACKSO	08/29/2025	6.25	6.25	09/08/2025
156	LOWER VALLEY ENERGY INC	92050-407 08-	130 E KELLY AVE #23, JACKSO	08/29/2025	44.13	44.13	09/08/2025
156	LOWER VALLEY ENERGY INC	92050-411 08-2	1540 MARTIN LN H-FRAME MET	08/29/2025	22.84	22.84	09/08/2025
156	LOWER VALLEY ENERGY INC	92050-416 08-	350 N MILLWARD ST #5, JACKS	08/29/2025	32.09	32.09	09/08/2025
156	LOWER VALLEY ENERGY INC	92050-418 08-	355 W DELONEY AVE E-5, JACK	08/29/2025	40.64	40.64	09/08/2025
156	LOWER VALLEY ENERGY INC	92050-419 08-	55 VIRGINIAN LN #4, JACKSON,	08/29/2025	67.77	67.77	09/08/2025
156	LOWER VALLEY ENERGY INC	92050-420 08-	355 W DELONEY AVE A-5, JACK	08/29/2025	35.09	35.09	09/08/2025
156	LOWER VALLEY ENERGY INC	92050-422 08-	126 ASPEN DR, JACKSON, WY	08/29/2025	41.60	41.60	09/08/2025
156	LOWER VALLEY ENERGY INC	92050-423 08-	120 ASPEN DR, JACKSON, WY	08/29/2025	9.64	9.64	09/08/2025
156	LOWER VALLEY ENERGY INC	92050-424 08-	69 VIRGINIAN LN #7, JACKSON,	08/29/2025	39.96	39.96	09/08/2025
Total 156:					46,221.30	43,221.30	
7543	MASTERCARE CLEANING JH, L	2170	WINDOW SERVICE & PRESSUR	08/31/2025	1,202.00	.00	
Total 7543:					1,202.00	.00	
7359	MCCLURE, ANN	09022025	CONFERENCE TRAVEL	09/02/2025	146.00	.00	
Total 7359:					146.00	.00	
258	MENTAL HEALTH & RECOVERY	070725	MENTAL HEALTH SERVICES	07/07/2025	15,083.33	.00	
258	MENTAL HEALTH & RECOVERY	070725	MENTAL HEALTH SERVICES	07/07/2025	15,083.34	.00	
258	MENTAL HEALTH & RECOVERY	070725	MENTAL HEALTH SERVICES	07/07/2025	15,083.33	.00	
Total 258:					45,250.00	.00	
6188	MINUTEMAN SECURITY TECHN	159066	REMOTE SUPPORT	08/08/2025	4,785.00	.00	

Vendor	Vendor Name	Invoice Number	Description	Invoice Date	Net Invoice Amount	Amount Paid	Date Paid
Total 6188:					4,785.00	.00	
257	NAPA AUTO PARTS INC.	333640	WHEEL CHECK	08/27/2025	32.76	.00	
257	NAPA AUTO PARTS INC.	334046	STABILIZER BAR LINK KIT	08/28/2025	145.88	.00	
257	NAPA AUTO PARTS INC.	334375	OIL	08/29/2025	59.41	.00	
Total 257:					238.05	.00	
7703	OUTBACK LANDSCAPE OF WY	54026	MOWING	08/31/2025	354.00	.00	
Total 7703:					354.00	.00	
7052	PITTS, JASON	09022025	CONFERENCE TRAVEL	09/02/2025	146.00	.00	
Total 7052:					146.00	.00	
7723	PREMIER CLEANING SERVICES	24664	CLEANING	07/31/2025	3,092.50	.00	
7723	PREMIER CLEANING SERVICES	24664	CLEANING	07/31/2025	946.50	.00	
7723	PREMIER CLEANING SERVICES	24781	CLEANING	08/31/2025	304.00	.00	
7723	PREMIER CLEANING SERVICES	24781	CLEANING	08/31/2025	1,820.00	.00	
Total 7723:					6,163.00	.00	
6483	PREMIER TRUCK- SALT LAKE C	775743311	CORE DEPOSIT	08/25/2025	8,480.46	.00	
Total 6483:					8,480.46	.00	
7066	R & A SAFETY LLC	47188	DRUG SCREEN	08/05/2025	90.50	.00	
7066	R & A SAFETY LLC	47196	DRUG SCREEN	08/07/2025	90.50	.00	
7066	R & A SAFETY LLC	47223	DRUG SCREEN	08/12/2025	90.50	.00	
7066	R & A SAFETY LLC	47248	DRUG SCREEN	08/15/2025	90.50	.00	
7066	R & A SAFETY LLC	47275	DRUG SCREEN	08/20/2025	90.50	.00	
7066	R & A SAFETY LLC	47322	DRUG SCREEN	08/26/2025	90.50	.00	
7066	R & A SAFETY LLC	47338	DRUG SCREEN	08/27/2025	90.50	.00	
7066	R & A SAFETY LLC	47360	DRUG SCREEN	08/29/2025	90.50	.00	
Total 7066:					724.00	.00	
6732	R & D Sweeping and Asphalt mai	09022025	PATHWAY SEALING	09/02/2025	60,055.87	.00	
Total 6732:					60,055.87	.00	
7460	RAMANATHAN, BRINDA	100125	355 W Deloney A5 - September R	10/01/2025	2,500.00	.00	
Total 7460:					2,500.00	.00	
4720	SILVERSTAR	SEPT25-54639	VOICE & CIRCUIT SERVICES	09/01/2025	2,737.08	.00	
4720	SILVERSTAR	SEPT25-65479	INTERNET	09/01/2025	1,264.11	.00	
Total 4720:					4,001.19	.00	
7050	SOSA'S JANITORIAL SERVICE	0000186	CLEANING	08/01/2025	5,580.00	.00	
7050	SOSA'S JANITORIAL SERVICE	0000187	CLEANING	08/02/2025	540.00	.00	
Total 7050:					6,120.00	.00	
7546	SPACE EXPLORATION TECHNO	INV-USA-5189	ROAM	09/01/2025	660.00	.00	

Vendor	Vendor Name	Invoice Number	Description	Invoice Date	Net Invoice Amount	Amount Paid	Date Paid
Total 7546:					660.00	.00	
6838	SPSC POA - South Park Services	09012025	WATER & LOT FEE	09/01/2025	303.82	.00	
Total 6838:					303.82	.00	
7088	STONE, KIRK	100125	3585 Canadian ♦ September Rent	10/01/2025	3,241.35	.00	
Total 7088:					3,241.35	.00	
581	TETON COUNTY INTEGRATED	11244	E WASTE DISPOSAL	08/18/2025	42.50	.00	
581	TETON COUNTY INTEGRATED	744521	YARD WASTE	08/25/2025	10.00	.00	
Total 581:					52.50	.00	
2362	TETON COUNTY PUBLIC HEALT	26-0105	water testing	08/25/2025	200.00	.00	
Total 2362:					200.00	.00	
7722	TETON EVERGREENS LLC	662	ASPEN TREES	09/04/2025	10,500.00	.00	
Total 7722:					10,500.00	.00	
5366	THE RADAR SHOP	RS-13487	WORK ON TUNING FORKS	08/22/2025	201.00	.00	
Total 5366:					201.00	.00	
6591	T-MOBILE	09192025	INTERNET	09/01/2025	31.55	.00	
Total 6591:					31.55	.00	
7678	TORONTO, MICHAEL	08292025	CONFERENCE TRAVEL	08/29/2025	146.00	.00	
7678	TORONTO, MICHAEL	09052025	MOVING EXPENSES	09/05/2025	1,772.83	.00	
Total 7678:					1,918.83	.00	
7550	WBC PROPERTIES	100125	Virginian 69-7 - September Rent	10/01/2025	2,150.00	.00	
Total 7550:					2,150.00	.00	
472	WHITE GLOVE CLEANING, INC.	13175	CLEANING	08/31/2025	400.00	.00	
472	WHITE GLOVE CLEANING, INC.	13198	CLEANING	08/31/2025	400.00	.00	
472	WHITE GLOVE CLEANING, INC.	13200	CLEANING	08/31/2025	800.00	.00	
472	WHITE GLOVE CLEANING, INC.	13201-2	CLEANING	08/31/2025	250.00	.00	
472	WHITE GLOVE CLEANING, INC.	13202	CLEANING	08/31/2025	125.00	.00	
Total 472:					1,975.00	.00	
6117	WILSON, JOHN	100125	Wildflower Court - September Ren	10/01/2025	2,200.00	.00	
Total 6117:					2,200.00	.00	
5788	WYOMING GARAGE DOOR, LLC	4054	FIX GARAGE DOOR	08/21/2025	125.00	.00	
Total 5788:					125.00	.00	
1764	WYOMING.COM INC	2295129	DOMAIN HOSTING	09/05/2025	5.00	.00	

Vendor	Vendor Name	Invoice Number	Description	Invoice Date	Net Invoice Amount	Amount Paid	Date Paid
Total 1764:					5.00	.00	
2842	YELLOW IRON WASTE, LLC	248	TRASH	08/31/2025	546.00	.00	
2842	YELLOW IRON WASTE, LLC	250828293195	TRASH	08/31/2025	45.00	.00	
2842	YELLOW IRON WASTE, LLC	250828293232	TRASH	08/31/2025	45.00	.00	
2842	YELLOW IRON WASTE, LLC	250828293402	TRASH	08/31/2025	595.00	.00	
2842	YELLOW IRON WASTE, LLC	250828293410	TRASH	08/31/2025	168.00	.00	
2842	YELLOW IRON WASTE, LLC	250828293463	TRASH	08/31/2025	546.00	.00	
2842	YELLOW IRON WASTE, LLC	250828293486	TRASH	08/31/2025	220.00	.00	
2842	YELLOW IRON WASTE, LLC	250828293531	TRASH	08/31/2025	220.00	.00	
2842	YELLOW IRON WASTE, LLC	250828293539	TRASH	08/31/2025	388.00	.00	
2842	YELLOW IRON WASTE, LLC	250828293540	TRASH	08/31/2025	220.00	.00	
Total 2842:					2,993.00	.00	
6719	ZOOM VIDEO COMMUNICATION	INV319528083	ANNUAL CONTRACT	08/29/2025	218.09	.00	
Total 6719:					218.09	.00	
Grand Totals:					311,436.14	43,730.53	

Dated: _____

Mayor: _____

City Council: _____

City Recorder: _____

City Treasurer: _____

Report Criteria:

Detail report.

Invoices with totals above \$0 included.

Paid and unpaid invoices included.

STAFF REPORT



Meeting Date:	September 15, 2025	Meeting Title:	Regular
Submitting Department:	Legal	Presenter:	Lea Colasuonno
Agenda Item:	Standard Contract Consideration for Approval	Public Comment:	Yes

Purpose & Policy Considerations.

The purpose of this item is for the Council to review and consider contracts to which the Town of Jackson would be a party.

Requested Action.

Staff request that the Council review and consider the contracts included with the staff report.

Recommendations.

Staff recommend that the Council approve the contracts included with this staff report.

Background, Analysis, and Key Policy Questions.

1. Amendment and Restatement Special Restriction for 105 Mercill Unit 204 (Mercill Condos)

- *Purpose:* Council will consider an Amended and Restated Special Restriction for 105 Mercill Unit 204. The home is selling and requires a new restriction. This Restriction uses the template restriction approved by Council in February 2023.
- *Term:* The deed restriction is perpetual.
- *Cost and Payment Terms:* \$0.00
- *Department & Budget Detail:* This item is for the Housing Department and is included in the Departmental budget for the recording fee line item.

The key policy question with respect to each contract listed above is whether the Town Council approves of the agreement as presented by staff.

Possible Alternatives.

For each contract included with the staff report the Council has the option to:

- A. Direct staff to negotiate different terms or conditions with the contracting party.
- B. Not to enter the contract.

Comprehensive Plan & Priority Alignment.

Section 8.1 and 8.2: Timely, efficiently, and safely deliver quality services and facilities in a fiscally responsible and coordinated manner.

Fiscal Impact.

The fiscal impact for each contract is set forth above.

Staff Impact.

The primary impact on staff for contracts falls in the Legal Department, and averages 3 hours for each contract. Secondary impacts on staff for contracts are felt in each department to which the contract is relevant, and averages two hours for each contract.

Attachments or Links.

The contracts in the order listed above are attached to the staff report as follows:

1. Amendment and Restatement Special Restriction for 105 Mercill Unit 204 (Mercill Condos).

Suggested Motion.

1. I move to approve the Amendment and Restatement Special Restriction for 105 Mercill Unit 204 (Mercill Condos).

**Amendment and Restatement Deed Restriction for Property
Located at 105 Mercill Avenue Unit 204: Mercill Avenue Condominium Addition to the Town of Jackson
Workforce Ownership**

This Deed Restriction ("Restriction") is made and entered into this ____ day of _____, 2025, by the undersigned owner of the property ("Declarant") and Choose an item., Wyoming.

RECITALS:

WHEREAS, Declarant holds fee ownership interest in that certain real property, located in Choose an item., Wyoming, and more specifically described as follows:

Unit 204 of the Mercill Avenue Condominiums Addition to the Town of Jackson, Wyoming, according to that Plat recorded in the Office of the Teton County clerk on March 28th, 2023 as Plat No. 1450 and as further defined and described in that Declaration of Condominium for Mercill Avenue Condominiums recorded in the Office of the Teton County Clerk on March 28th, 2023 as Document Number 1056241, and any amendments and supplements thereto recorded in the Office of the Teton County Clerk of Teton County, Wyoming from time to time.

PIDN: 22-41-16-28-4-35-008 ("Residential Unit")

WHEREAS, as a condition of its approval for Building Permit #B20-0512 and the Condo Plat Approval P22-298 (collectively, "FDP Approval") Owner was required to dedicate thirty (30) Workforce units whose owners or tenants will occupy the units as their sole primary residences and to place a Workforce Program restriction on said housing in accordance with the Jackson/Teton County Housing Department Rules and Regulations (Rules and Regulations"). Declarant is amending and restating the restrictions for the following Residential Unit with these restrictions:

- Unit 204, with 2 bedrooms. ("Residential Unit").

WHEREAS, this Restriction amends, restates, supersedes, and replaces in its entirety the Special Restrictions for Workforce Ownership Housing Located at 105 Mercill Avenue recorded on March 28, 2023, as Document Number 1056244 in the Teton County Clerk's Office;

WHEREAS, the Jackson Town Council and Teton County Board of County Commissioners resolved to form the Jackson/Teton County Housing Authority, a duly constituted housing authority pursuant to Wyo. Stat. §15-10-116, as amended, and its successors or assigns, known as the Jackson/Teton County Housing Authority ("JTCHA");

WHEREAS, the Jackson Town Council and Teton County Board of County Commissioners further resolved to create the Jackson/Teton County Affordable Housing Department ("Housing Department") who are employees of Teton County and agents acting on behalf of the JTCHA, empowered to enforce this Restriction;

WHEREAS, the Jackson Town Council and Teton County Board of County Commissioners have duly enacted the Jackson/Teton County Housing Department Rules and Regulations (“Rules and Regulations”) and this Restriction is subject to such Rules and Regulations as they are amended from time to time;

WHEREAS, in furtherance of the goals, objectives, requirements, and conditions of the FDP Approval and with the Town of Jackson’s goal of providing decent, safe, and sanitary housing to qualified employees working in Teton County, Wyoming, that is affordable, Declarant agrees to restrict the use and occupancy of the Residential Unit as set forth herein;

WHEREAS, Declarant desires to record this Restriction and declare that the Residential Unit shall be held, sold, and conveyed in perpetuity subject to this Restriction and the Rules and Regulations, as they may be amended from time to time, which Restriction shall be in addition to all other covenants, conditions, or restrictions of record affecting the Residential Unit, and shall be enforceable by JTCHA and the Town of Jackson, Wyoming. Furthermore, Declarant hereby declares that where the term “Declarant” is used in this Restriction it includes and means each and every subsequent owner, unless otherwise specifically clarified.

NOW, THEREFORE, in satisfaction of the conditions in and consideration of the Approval, Declarant hereby declares, covenants, and agrees for itself and each and every person acquiring ownership of the Land and/or Residential Unit, that they shall be held, used, occupied, developed, transferred, and conveyed subject to this Restriction in perpetuity.

ARTICLE I

OWNERSHIP

1.1 Qualified Household. The ownership of the Residential Unit shall be limited to natural persons who meet the definition of a Qualified Household, as set forth herein and as further defined in the Rules and Regulations (“Qualified Household”).

1.1.1 Employment. At time of purchase and in perpetuity during ownership, at least one member of the Qualified Household must work a minimum of 1,560 hours per year for a Local Business, as that term is defined in the Rules and Regulations.

1.1.2 Income Limit. At time of purchase and in perpetuity during ownership, the Qualified Household must earn, at minimum, 75% of its income from a Local Business, as that term is defined in the Rules and Regulations. .

1.1.3 Residential Real Estate. At time of purchase and in perpetuity during ownership, no member of the Qualified Household may own (whether individually, in trust, or through an entity including without limitation a partnership, limited partnership, limited liability company, corporation, association, or the like) real estate except as set forth in the Rules and Regulations.

1.1 Qualification Determination by the Housing Department. The Housing Department shall determine, in its sole discretion, whether a prospective buyer is a Qualified Household. The Department shall use written applications, representations, and information to make the determination, which shall include the verification of those materials as necessary and appropriate to establish and substantiate eligibility.

- 1.2 Ownership by Housing Department. Notwithstanding the foregoing, JTCHA may purchase and own the Residential Unit.

ARTICLE II OCCUPANCY, IMPROVEMENT, AND USE

- 2.1 Rules and Regulations Applicability. All applicable limitations on occupancy, improvement, and use set forth in the Rules and Regulations, apply to the Residential Unit.
- 2.2 Business Activity. No business activities shall be carried out in a Residential Unit, except to the extent allowed in the Rules and Regulations.
- 2.3 Guests. No persons other than those comprising the Qualified Household, as set forth in the Rules and Regulations, may occupy the Residential Unit.
- 2.4 Maintenance. Declarant shall be responsible for the cost and expense to keep and maintain the interior of the Residential Unit, and all other aspects of the Residential Unit not otherwise maintained by a homeowner's association in a safe, decent, and sanitary condition pursuant to the Rules and Regulations. In the event Declarant fails to maintain the Residential Unit in a safe, decent, and sanitary condition, the Housing Department may take action, and be reimbursed for costs thereof, all as set forth in the Rules and Regulations.
- 2.5 Capital Improvements. Declarant may only undertake capital improvements to the Residential Unit, and only get reimbursed for such, to the extent set forth in the Rules and Regulations.
- 2.6 Insurance. Declarant shall keep the Residential Unit continuously insured as set forth in the Rules and Regulations. Declarant shall, as often as necessary to prove compliance herewith at all times, furnish and deposit with the Housing Department certificates of such insurance policy to be maintained by Declarant with evidence of payment of the premiums thereon.
- 2.7 Compliance with Laws and CC&Rs. The Residential Unit shall be occupied in full compliance with this Restriction; the Rules and Regulations; all laws, statutes, codes, rules, regulations of state, local, and federal law; Covenants, Conditions & Restrictions; and all supplements and amendments thereto.
- 2.8 Inspection. Upon reasonable notice to Declarant, the Housing Department shall have the right to inspect the Residential Unit from time to time as set forth in the Rules and Regulations.
- 2.9 Records. Declarant shall maintain records of service, rental, repair, and maintenance for a period of 2 years after their issuance. The Housing Department shall have the right to review the written records required to be maintained by Declarant.

*CHOOSE ONE OF THE BELOW AND DELETE THE OTHER (AND THIS INTRODUCTION) DEPENDING ON
WHETHER RENTAL OR NOT*

2.10 <u>Renting.</u> The Residential Unit may be rented to the extent allowed in the Rules and Regulations. In addition to that set forth in the Rules and Regulations, the Residential Unit may only be rented for a minimum period of 31 days.

2.11 <u>Periodic Reporting.</u> To confirm compliance with this Restriction, the Rules and Regulations, and other covenants, regulations, ordinances, or rules governing the ownership, occupancy, use, improvement, or transfer of the Residential Unit, Declarant shall timely comply with information requests, application material submission, and all supplemental requests as set forth in the Rules and Regulations.

2.12 Occupancy. The Residential Unit must be occupied as the Qualified Household's sole and exclusive primary residence, and they must physically reside therein on a full-time basis pursuant to the Rules and Regulations.

ARTICLE III SALE

- 3.1 Initial Sale of Residential Unit. At the time of sale from Declarant to a new owner ("Initial Sale"), the Residential Unit may only be sold to a Qualified Household at a purchase price as Declarant and prospective buyer may determine and subject to this Restriction. After Declarant and a prospective buyer enter into an agreement for the purchase and sale of the Unit, and at least 30 days prior to purported closing of the purchase and sale, the prospective buyer shall provide such information as may be required by the Housing Department for it to determine if the prospective buyer is a Qualified Household. If the prospective buyer does not qualify as a Qualified Household, such buyer may not purchase the Unit. All subsequent sales shall be executed in accordance with Article 3.2.
- 3.2 Resale. The seller of a Residential Unit shall give written notice to the Housing Department of their intention to sell ("Notice to Sell"), and after receipt of such notice, the Housing Department shall determine the Maximum Resale Price, as provided in Article 3.2. Upon the Housing Department's determination of the Maximum Resale Price, the sale of the Residential Unit shall be facilitated by the Housing Department and shall be completed in accordance with the Rules and Regulations, as they may be amended from time to time. Every conveyance of a Residential Unit shall be subject to this Restriction and the Rules and Regulations, as they may be amended from time to time. Notwithstanding the foregoing, upon receipt of a Notice to Sell, the Housing Department may purchase such Residential Unit.
- 3.3 Maximum Sale Price. A Residential Unit may not be sold for a purchase price in excess of the "Maximum Sale Price." The Maximum Sale Price is the Maximum Sale Price as calculated by the Housing Department in accordance with the Rules and Regulations, as they may be amended from time to time. The Maximum Sale Price for a prospective purchaser is the current owner's purchase price plus an increase in price of the Denver-Aurora-Lakewood CPI (if such ceases to exist then a comparable CPI Index as determined in the sole discretion of the Housing Department) or 3%, whichever is lower per year of ownership compounded annually, plus the depreciated cost of pre-approved or government-required capital improvements, plus any other costs allowed by the Housing Department, less any required maintenance and/or repair adjustment, all as more fully described in the Rules and Regulations. Notwithstanding the determination of the Maximum Sale Price, the actual sales proceeds delivered to a seller may be reduced to account for restoration or repair of a Residential Unit (including without limitation, replacement of carpets, painting, roof repair, siding maintenance/replacement, etc.) determined necessary in the Housing Department's sole discretion. To ensure that the sales price of any Residential Unit is limited to the Maximum Sale Price, no purchaser of a Residential Unit shall assume any obligation of a seller, nor shall such purchaser pay or provide to a seller any other form of consideration in connection with the sale of the Residential Unit. The calculation of the Maximum Sale Price, as made by the Housing Department, shall be final and binding on all parties. Nothing herein shall be construed to constitute a representation or guaranty that upon the sale of a residential unit, a seller shall obtain the entire maximum sale price.

ARTICLE IV

TERMINATION, AMENDMENT, CORRECTION

- 4.1 Termination by the Town of Jackson Wyoming. This Restriction may be terminated after a determination by the Town of Jackson, Wyoming that this Restriction is no longer consistent with the goal of providing affordable housing.
- 4.2 Termination Resulting from Foreclosure by a Qualified Mortgagee. This Restriction as applied to a Residential Unit may be terminated by a Qualified Mortgagee in the event of a lawful foreclosure of the Residential Unit by such Qualified Mortgagee, as follows:
- 4.2.1 The Qualified Mortgagee provided to the Housing Department copies of all notices of intent to foreclose and all other notices related to the foreclosure contemporaneously with its service of such notices upon Declarant.
- 4.2.2 JTCHA did not exercise its rights as provided in Article IV Qualified Mortgage.
- 4.2.3 Termination may occur only after expiration of all applicable redemption periods and subsequent recordation of a Sheriff's Deed (or other transfer document as approved by the JTCHA in its sole and absolute discretion) conveying title to a purchaser, who is not (i) Declarant, (ii) a member of the Qualified Household, (iii) a person affiliated with or related to a Declarant or any member of the Qualified Household, or (iv) JTCHA.
- 4.2.4 In the event of a foreclosure hereunder, the Qualified Mortgagee shall pay to the Housing Department all proceeds remaining, if any, after payment of the Qualified Mortgage loan amount, interest, penalties, and fees, which proceeds would have been payable to Declarant of the foreclosed Residential Unit.
- 4.2.5 Notwithstanding the notice requirements to the Housing Department in this Section, if a Qualified Mortgagee has failed to provide the Housing Department copies of all notices of intent to foreclose and all notices related to the foreclosure contemporaneously with its service on Declarant, such Qualified Mortgagee, prior to foreclosing on the Residential Unit, shall provide the Housing Department with notice of its intent to foreclose ("Mortgagee Notice"). The Mortgagee Notice shall include all information relevant to Declarant's default and the actions necessary to cure such default. JTCHA shall have 45 days from the date of the Mortgagee Notice to exercise its rights under Article IV, Qualified Mortgage. If JTCHA fails to exercise its rights within such 45-day period, the Qualified Mortgagee may foreclose on the Residential Unit as provided herein.
- 4.2.6 Nothing herein shall limit or restrict Declarant's right of statutory redemption, in which event this Restriction shall remain in full force and effect.
- 4.3 Amendment. This Restriction may be amended by a signed, written amendment executed by both the Town of Jackson, Wyoming and Declarant and recorded in the Teton County Clerk's Office against title to the Residential Unit.
- 4.4 Correction. JTCHA may unilaterally correct this Restriction to address scrivener's errors, erroneous legal descriptions, or typographical errors.

ARTICLE V QUALIFIED MORTGAGE

- 5.1 Qualified Mortgage. Only a mortgage which is a "Qualified Mortgage" shall be permitted to encumber a Residential Unit. A "Qualified Mortgage" is a mortgage that:

- 5.1.1 Is the primary construction financing loan and mortgage for initial construction of the Residential Unit and related project, or any refinancing of such loan and mortgage, as long as such mortgage has a maximum loan to value ratio of 100%; and
- 5.1.2 Is a mortgage solely for the purchase or refinance of the loan for the purchase (specifically excluding loans taken out for any other purpose, unless otherwise approved by the Housing Department) as long as the principal amount of such mortgage at purchase does not exceed 96.5% of the purchase price, and thereafter the principal amount of such mortgage, any refinanced mortgage and/or additional mortgages combined does not exceed 95% of the then current Maximum Resale Price as the same is determined by the Housing Department at the time or times any such mortgage purports to encumber the Residential Unit; and
- 5.1.3 runs in favor of a "Qualified Mortgage," defined as:
- 5.1.3.1 An "institutional lender" such as, but not limited to, a federal, state, or local housing finance agency, a bank (including savings and loan association or insured credit union), an insurance company, or any combination of the foregoing, the policies and procedures of which institutional lender are subject to direct governmental supervision; or
- 5.1.3.2 A "community loan fund", or similar non-profit lender to housing projects for income-eligible persons (e.g., is not given to or acquired by any individual person); or
- 5.1.3.3 A non-affiliated, legitimate, "finance company." In no event may such finance company be an individual or any company that is affiliated with or has any affiliation with Declarant or any family member of Declarant; or
- 5.1.3.4 JTCHA or Housing Department for any monies advanced by JHTCA or Housing Department in connection with a mortgage or other debt with respect to Residential Unit; or
- 5.1.3.5 the provider of a loan as described in Article 4.1.
- 5.2 Any mortgage, lien, or other encumbrance executed or recorded against a Residential Unit that is not a Qualified Mortgage shall:
- 5.2.1 be deemed unsecured; and
- 5.2.2 only be a personal obligation of a Declarant and shall not affect or burden, and shall not be enforceable against, such Residential Unit.
- 5.2.3 Additionally, the execution or recordation of such mortgage, lien or other encumbrance shall be deemed a Breach hereunder and JTCHA and/or the Housing Department may exercise any and all of its remedies hereunder or otherwise, including without limitation the right to exercise its Purchase Option and Forced Sale.
- 5.3 In the event an Declarant fails to make timely payment owed or otherwise breaches any of the covenants or agreements made in connection with any mortgage (Qualified or otherwise), lien, or other encumbrance purporting to affect the Residential Unit, or fails to timely make any other payment required in connection with the Residential Unit (including without limitation homeowner's association dues and fees, assessments, payments to contractors, materialmen, or other vendors for work undertaken for which a lien could be filed against the Residential Unit), the Housing Department shall have (in addition to the any other remedies) the right to:
- 5.3.1 Cure such default and assume the payments and other obligations of Declarant. In such event, Declarant shall be in Breach of this Restriction, and the JTCHA may exercise any and all of its remedies hereunder or otherwise, including without limitation the right to exercise its Purchase Option and Forced Sale. In addition to such remedies, Declarant shall also be liable to the Housing Department for any amounts of money advanced.

5.3.2 Acquire the loan from the lender by paying the balance due together with reasonable accrued interest and costs, and the JTCHA shall thereafter have the right to foreclose upon the Residential Unit in accordance with the mortgage and other loan documents or take such other action as the JTCHA t shall determine.

5.3.3 Purchase the Residential Unit at any foreclosure sale, and in such event, notwithstanding anything to the contrary herein, the Residential Unit shall remain subject to this Restriction.

ANY LENDER BY ENTERING INTO A LOAN TRANSACTION WITH DECLARANT OF A RESIDENTIAL UNIT HEREBY CONSENTS TO THE FOREGOING AND ACKNOWLEDGES THAT ANY INTEREST ACQUIRED BY VIRTUE OF ITS LIEN OR MORTGAGE SHALL BE SUBJECT AND SUBORDINATE TO THIS RESTRICTION.

ARTICLE VI TRANSFER

6.1 Transfer. The Residential Unit may only be sold in accordance with Articles 3.2 and 3.3, and only or transferred as follows:

6.1.1 Divorce. The provisions contained in this Article 3.1.1 apply only after the Initial Sale of the Residential Unit. In the event of the divorce of Declarant, the Housing Department may consent to the transfer of the Residential Unit to the spouse, which spouse may not otherwise qualify as a Qualified Household, only upon receipt of an order issued by a Court of competent jurisdiction ordering such transfer.

6.1.2 Death. The provisions contained in this Article 3.1.2 apply only after the Initial Sale of the Residential Unit. In the event of the death of Declarant, the Housing Department may consent to the transfer of the Residential Unit to an heir or devisee of the deceased, which heir or devisee may not otherwise qualify as a Qualified Household, only upon receipt of an order issued by a Court of competent jurisdiction ordering such transfer.

6.1.3 Nonqualified Transferee. If title to the Residential Unit vests in a Nonqualified Transferee, as defined in the Rules and Regulations, the Residential Unit shall immediately be listed for sale in accordance with the Sale Provisions of this Restriction and in compliance with the Rules and Regulations, or in the alternative, the Housing Department may exercise its option herein to purchase the Residential Unit. The following shall apply when the Housing Department determines there is a Nonqualified Transferee:

6.1.3.1 The Housing Department shall provide the Nonqualified Transferee a reasonable period within which to qualify as a Qualified Household.

6.1.3.2 If the Nonqualified Transferee does not qualify as a Qualified Household within such reasonable period, they shall cooperate with the Housing Department to effect the sale, conveyance, or transfer of the Residential Unit to a Qualified Household and shall execute any and all documents necessary to such sale, conveyance, or transfer.

6.1.3.3 A Nonqualified Transferee shall comply with this Restriction, the Rules and Regulations, the Covenants, Conditions & Restrictions, zoning, and all laws governing the ownership, occupancy, use, development, improvement, and transfer of the Residential Unit.

6.1.3.4 A Nonqualified Transferee may only occupy the Residential Unit with the prior written consent of the Housing Department.

ARTICLE VII GENERAL PROVISIONS

7.1 Breach.

7.1.1 Breach Defined. Each of the following shall be considered a breach hereof ("Breach").

7.1.1.1 A violation of this Restriction, the Rules and Regulations, the Declaration of Covenants, Conditions & Restrictions, or any rule or law a violation of which could result in a lien recorded against a Residential Unit.

7.1.1.2 Failure to pay any financial obligation due or failure to perform a non-monetary obligation with respect to the Residential Unit which failure to pay or perform could result in a lien recorded against a Residential Unit. This includes, without limitation, homeowner dues, property taxes, contractor and servicer bills, and payment required by a promissory note secured by a mortgage recorded against a Residential Unit. Declarant shall notify the Housing Department in writing of any notification received from any party of past due payments or failure to perform within ten (10) calendar days of the date on the first notice of any such failure to pay or perform.

7.1.1.3 The Residential Unit is taken by execution or by other process of law, or Declarant is judicially declared insolvent, or Declarant assigns or attempts to assign the property for the benefit of creditors, a receiver, trustee, or other similar officer being appointed to take charge of any substantial part of the Residential Unit or Declarant's property by a court of competent jurisdiction.

7.1.1.4 Fraud or material misrepresentation by Declarant or an occupant in the provision of information or documents included in an application, or additional submissions of requested documentation by the Housing Department, and related to the mission, goals, objectives, requirements, and conditions of JTCHA and its programs.

7.1.2 Administrative Process. Upon any alleged Breach, the parties must proceed in accordance with the default process set forth in the Rules and Regulations, as they may be amended from time to time.

7.1.3 Court Enforcement. After exhausting the administrative process required by Article 5.2 any order of the Housing Authority Board may be appealed via a court of competent jurisdiction.

7.1.4 Breach Remedies. In addition to any other remedies the JTCHA may have at law or equity, in the event of Breach, the JTCHA's remedies shall include, without limitation, the following:

7.1.4.1 Purchase Option. JTCHA shall have the option to purchase the Residential Unit for the lesser of the Maximum Resale Price or the appraised value, subject to the restrictions of this Article ("Option") and Article III.

7.1.4.1.1 If the Option is exercised and a loan described in Article 4.1.1.1 is outstanding, the purchase price for the Option shall be the outstanding principal, accrued interest, and reasonable costs of such loan, regardless of any other provision of this Restriction ("Purchase Price").

7.1.4.1.2 If Declarant has not completed the Initial Sale of all Residential Units and the Housing Department exercises the Option against those Residential Units which have not had an Initial Sale, the Purchase Price shall be prorated. In such event, the formula for establishing JTCHA's Purchase Price shall be Purchase Price multiplied by [# of units to which Option is exercised / (total built - # of Initial Sales)]. By way of example only, if 16 Residential Units are built and 4 have Initial Sales and the Housing Department exercises the Option on 6 units, the formula would be: Purchase Price x [6/(16-4)]...Purchase Price x .50.

- 7.1.4.1.3 In exercising its Option, JTCHA shall provide written notice of such to Declarant. Such notice shall include the Purchase Price and the timing for the closing of the purchase. The Option must be exercised within 90 days from receipt of a notification of a borrower Breach or the property foreclosure.
- 7.1.4.2 Forced Sale. JTCHA may require Declarant to sell the Residential Unit in accordance with the resale procedures set forth in Article III and the Rules and Regulations. Such sale shall be subject to this Restriction.
- 7.1.4.3 Whether JTCHA elects to exercise its Option or requires a Forced Sale, all proceeds, unless otherwise required by statute, will be applied in the following order:
FIRST, to the payment of any unpaid taxes;
SECOND, to the payment of any Qualified Mortgage;
THIRD, to assessments, claims and liens on the Residential Unit (not including any mortgage or lien purportedly affecting the Residential Unit which is not a Qualified Mortgage);
FOURTH, to the payment of the closing costs and fees;
FIFTH, to the 2% facilitation fee to JTCHA;
SIXTH, to the payment of any penalties assessed against Declarant by JTCHA;
SEVENTH, to the repayment to JTCHA of any monies advanced by it in connection with a mortgage or other debt with respect to a Residential Unit, or any other payment made in Declarant's behalf;
EIGHTH, to any repairs needed for the Residential Unit; and
NINTH, any remaining proceeds shall be paid to Declarant.
If there are insufficient proceeds to satisfy the foregoing, Declarant shall remain personally liable for such deficiency.
- 7.1.4.4 Appointment of Housing Manager as Attorney-in-Fact. In the event JTCHA exercises its Option or requires a Forced Sale, Declarant hereby irrevocably appoints the Housing Manager as their attorney-in-fact to effect any such purchase or sale on their behalf (including without limitation the right to cause an inspection of the Residential Unit and make such repairs to the Residential Unit as JTCHA, or its designee, may reasonably deem necessary), and to execute any and all deeds of conveyance or other instruments necessary to fully effect such purchase or sale and conveyance.
- 7.1.5 Limitation on Appreciation at Resale. JTCHA may fix the Maximum Resale Price of a breaching owner's Residential Unit to the Maximum Resale Price for the Residential Unit as of the date of an owner's Breach (or as of such date after the Breach as JTCHA may determine), and in such event, the Maximum Resale Price shall cease thereafter to increase.
- 7.1.6 Remedies. JTCHA may, at its discretion, invoke any additional remedies available to it and seek any such relief, at law or equity, as may be appropriate, including but not limited to, specific performance of this Restriction and the Rules and Regulations; temporary, permanent, or preliminary injunctive relief (including prohibiting a proposed sale or transfer); a declaration that a sale or transfer is void; a forced sale; and monetary damages. Any equitable relief may be sought singly or in combination with such other remedies the JTCHA may be entitled to, either pursuant to this Restriction, the Rules and Regulations, the applicable Land Development Regulations, or under the local, state, or federal law.
- 7.1.7 Hold Harmless. In the event of a Breach, Declarant hereby holds the Town of Jackson Wyoming, JTCHA, and the Housing Department, their officials, employees, and agents harmless against any and all claims, suits, or actions of every name, kind, and description and any other loss or cost, including but not limited to that caused by the concurrent active or passive negligence of

the Town of Jackson, Wyoming, JTCHA, and the Housing Department, their officials, employees, and agents.

7.1.8 Reimbursement. In the event of a Breach, Declarant hereby agrees to reimburse the actual expenses, attorney's fees, and costs for any action the JTCHA and/or Housing Department expends to enforce this Restriction.

7.2 Jackson/Teton County Housing Department Housing Rules and Regulations. The term "Rules and Regulations" is defined as the Jackson/Teton County Housing Department Rules and Regulations, as the same may be amended from time to time and which are codified in the Municipal Code of the Town of Jackson, and enacted by resolution of Teton County, Wyoming pursuant to the Wyoming Administration Procedures Act. If there are no such written policies, procedures, or guidelines (or a written policy, procedure, or guideline with respect to a specific matter) then the reference shall be to the current applied policy or policies of the Housing Department or its successor. Procedural and administrative matters not otherwise addressed in this Restriction shall be as set forth in the Rules and Regulations, as the same may be amended from time to time. In the case of a conflict between this Restriction and the Rules and Regulations, this Restriction shall apply.

7.3 No Legal Action. Neither the Declarant, nor any prospective purchaser, tenant, renter, occupant, or other party shall have the right to sue or bring other legal process against the Town of Jackson, Wyoming or the Housing Department, or any person affiliated with the Town of Jackson, Teton County, Wyoming, or the Housing Department arising out of this Restriction. Neither the Town of Jackson, Teton County, Wyoming, nor the Housing Department shall have any liability to any person aggrieved by the decision of the Town of Jackson, Teton County, Wyoming, or the Housing Department regarding eligibility of a Qualified Household or any other matter relating to this Restriction.

7.4 Restriction as a Covenant. This Restriction shall constitute covenants running with the Land and the Residential Unit, as a burden thereon, and shall be binding on all parties having any right, title, or interest in the Land, the Residential Unit, or any part thereof, their heirs, devisees, successors and assigns, and shall inure to the benefit of and shall be enforceable by JTCHA, the Housing Department, and the Town of Jackson, Wyoming.

7.5 Notices. All notices required to be served upon Declarant and the Town of Jackson, Wyoming and shall be transmitted by one of the following methods: prepaid overnight courier; or by postage paid certified mail, return receipt requested, at the address set forth below for said party. Notice shall be effective 1 day after being deposited with an overnight courier, or 5 business days after being placed in the mail.

To JTCHA / Housing Department:
Jackson/Teton County Affordable Housing Department
P.O. Box 714
Jackson, WY 83001

With a Copy to:
Town of Jackson, Wyoming.
Attn: Clerk
P.O. Box Insert 1687
Jackson, WY 83001.

Declarant
To the Address on file with the Teton County Clerk's Office

7.6 Attorney's Fees. In the event any party shall be required to retain counsel and file suit for the purpose of enforcing the terms and conditions of this Restriction, the prevailing party shall be entitled to

recover, in addition to any other relief recovered, a reasonable sum as determined by the court for attorney's fees and costs of litigation.

- 7.7 Incorporation of Recitals. All of the recitals hereof are incorporated by this reference and are made a part hereof as though set forth at length herein.
- 7.8 Choice of Law, Forum. This Restriction and each and every related document, are to be governed by and construed in accordance with the laws of the State of Wyoming. The parties agree that the appropriate court in Teton County, Wyoming and/or the Ninth Judicial District for the State of Wyoming shall have sole and exclusive jurisdiction over any dispute, claim, or controversy which may arise involving this Restriction or its subject matter. Declarant by accepting a deed for the Residential Unit hereby submits to the personal jurisdiction of any such court in any action or proceeding arising out of or relating to this Restriction.
- 7.9 Severability. Each provision of this Restriction and any other related document shall be interpreted in such a manner as to be valid under applicable law; but, if any provision, or any portion thereof, of any of the foregoing shall be invalid or prohibited under said applicable law, such provision shall be deemed modified to the extent necessary and possible to render it valid and enforceable, or if such modification is not possible, such provision shall be ineffective to the extent of such invalidity or prohibition without invalidating the remaining provision(s) of such document.
- 7.10 Section Headings. Paragraph or section headings within this Restriction are inserted solely for convenience or reference, and are not intended to, and shall not govern, limit or aid in the construction of any terms or provisions contained herein.
- 7.11 Waiver. No claim of waiver, consent or acquiescence with respect to any provision of this Restriction shall be valid against any party hereto except on the basis of a written instrument executed by the parties to this Restriction. However, the party for whose benefit a condition is inserted herein shall have the unilateral right to waive such condition.
- 7.12 Indemnification. Declarant shall indemnify, defend, and hold JTCHA, the Housing Department, and the Town of Jackson, Wyoming, and each entity's directors, officers, agents and employees harmless against any and all loss, liability, claim, or cost (including reasonable attorneys' fees and expenses) for damage or injury to persons or property from any cause whatsoever on or about the Residential Unit, or for Declarant's breach of any provision of this Restriction. Declarant waives any and all such claims against JTCHA, the Housing Department and the Town of Jackson, Wyoming.
- 7.13 Successors and Assigns. This Restriction shall be binding upon, and inure to the benefit of, the parties hereto and their respective successors, heirs, devisees, administrators, and assigns.
- 7.14 Governmental Immunity. Neither the Town of Jackson, Wyoming nor the JTCHA or Housing Department waives governmental immunity by executing this Restriction and each specifically retain immunity and all defenses available to either of them as government pursuant to Wyo. Stat. Ann. § 1-39-104(a) and any other applicable law.

IN WITNESS WHEREOF, Declarant has executed this instrument on the _____ day of _____, 2025 (the "Effective Date").

OWNER:

STATE OF WYOMING)
) ss.
COUNTY OF TETON)

On the _____ day of _____ 2025, the foregoing Restriction was acknowledged before me by
_____ as owners of 105 Mercill Avenue #204

Witness my hand and official seal.

(Seal)

Notary Public

TOWN OF JACKSON

Arne Jorgensen, Mayor

STATE OF WYOMING)
) ss.
COUNTY OF TETON)

On the _____ day of _____ 2025, the foregoing Restriction was acknowledged before me by Arne Jorgensen as Mayor of the Town of Jackson.

Witness my hand and official seal.

(Seal)

Notary Public

ATTEST:

Riley Taylor, Town Clerk

JACKSON/TETON COUNTY AFFORDABLE HOUSING DEPARTMENT

Stacy A. Stoker, Housing Manager

STATE OF WYOMING)
) ss.
COUNTY OF TETON)

On the _____ day of _____ 2025, the foregoing Restriction was acknowledged before me by Stacy A. Stoker as Housing Manager for the Jackson/Teton County Affordable Housing Department.

Witness my hand and official seal.

(Seal)

Notary Public

MUNICIPAL COURT, TOWN OF JACKSON – TETON COUNTY, WYOMING



Monthly Finance Report- August 2025

- During the month of August, the Court received \$43,169 in fines, costs, and fees.
- 360 cases were closed. 54 (31 parking violations) of those cases were dismissed.
- 472 new cases were filed: 390 Parking Violations, 82 Traffic/Ordinance/Criminal summons.

The abbreviations used below can be defined as: BF= Bond Forfeiture (includes \$10.00 court cost and fees), GP=Guilty Plea and Fine, NC= No Contest Plea and Fine, G=Found Guilty at Trial, DA=Deferred Adjudication, D=Dismissed, D-TS= Dismissed with Traffic School

CASES CLOSED in August (Parking offenses not listed):

<u>CITATION</u>	<u>OFFENSE</u>	<u>DISPOSITION</u>	<u>\$</u>
186007810AC	Careless Driving	BF	240
186007432AC	Expired temporary permit/improper registration	BF	140
186007843AC	Failure to display valid license plate, tabs, permits	BF	90
186007899AC	Failure to Obey Traffic Control Device	BF	140
186007846AC	Failure to Obey Traffic Control Device	BF	140
186007824AC	Failure to Obey Traffic Control Device	BF	140
186007968AC	Failure to yield ROW	BF	90
186007867AC	Following too Close	BF	90
186006921AC	Improper Display of Tabs-registration	BF	45
186007897AC	Improper Display of Tabs-registration	BF	90
186007818AC	Interference with Police Department	BF	250
186007616AC	Public intoxication	BF	175
186007735AC	Public intoxication	BF	175
186007913AC	Public intoxication	BF	175
186007743AC	Public intoxication	BF	175
186007721AC	Public intoxication	BF	175
186007610AC	Public intoxication	BF	175
186007909AC	Public intoxication	BF	175
186007817AC	Public intoxication	BF	175
186007933AC	Public intoxication	BF	175
186007839AC	Public intoxication	BF	175
186007797AC	Public intoxication	BF	175
186007816AC	Public intoxication	BF	175
186007931AC	Public intoxication	BF	175

98145N	Required position & method of turning at intersections	BF	90
186007942AC	Speeding 34/25	BF	103
186007960AC	Speeding 39/25	BF	130
186007911AC	Speeding 42/25	BF	155
186007860AC	Speeding 43/25	BF	150
186007825AC	Speeding 44/25	BF	155
186007935AC	Speeding 45/25	BF	160
186007537AC	Speeding 45/30	BF	135
186007701AC	Speeding 49/30	BF	155
186007842AC	Speeding 49/30	BF	155
186007852AC	Speeding 52/35	BF	145
186007914AC	Speeding 59/40	BF	165
186007792AC	Speeding urban - 44/30 mph zone	BF	188
186007855AC	Speeding urban - 45/30 mph zone	BF	195
186007901AC	Speeding urban - 45/30 mph zone	BF	195
186007858AC	Speeding urban - 46/30 mph zone	BF	202
186007902AC	Speeding urban - 46/30 mph zone	BF	202
186007539AC	Speeding urban - 46/30 mph zone	BF	202
186007486AC	Speeding urban - 46/30 mph zone	BF	202
186007748AC	Speeding urban - 47/30 mph zone	BF	209
186007856AC	Speeding urban - 47/30 mph zone	BF	209
186007418AC	Speeding urban - 47/30 mph zone	BF	209
186007907AC	Speeding urban - 48/30 mph zone	BF	216
186007922AC	Speeding urban - 49/30 mph zone	BF	223
186007822AC	Speeding urban - 49/30 mph zone	BF	223
186007800AC	Speeding urban - 50/30 mph zone	BF	240
186007762AC	Speeding urban - 51/30 mph zone	BF	267
186007683AC	Speeding urban - 52/30 mph zone	BF	274
186007741AC	Speeding urban - 57/30 mph zone	BF	309
186007760AC	Speeding urban - 57/30 mph zone	BF	309
186007798AC	Speeding urban - 60/30 mph zone	BF	330
186007462AC	Speeding urban -54/30 mph zone	BF	288
186007844AC	Stop Sign Violation	BF	140
186007900AC	Stop Sign Violation	BF	150
186007848AC	Stop Sign Violation	BF	140
186007923AC	Stop Sign Violation	BF	140
186007932AC	Throwing stones or missiles	BF	100
18295P	Use of hand-held electronic device while driving	BF	75

186007934AC	Yield to pedestrian within crosswalk	BF	90
186007803AC	1-Way Traffic Signal Violation	D- Per Town's Motion	0
186007472AC	Careless Driving	D- Per Town's Motion	0
186007620AC	Compulsory Auto Insurance	D- Per Town's Motion	0
186007747AC	Damage to attended vehicle or property	D- Per Town's Motion	0
19451P	Drive/control veh under infl alcohol concentration 0.08% or more	D- Per Town's Motion	0
186007590AC	Failure to Maintain Lane	D- Per Town's Motion	0
186007782AC	Failure to Obey Traffic Control Device	D- Per Town's Motion	0
186007866AC	Following too Close	D- Per Town's Motion	0
186007805AC	Proceed with caution on flashing yellow signal	D- Per Town's Motion	0
186007896AC	Public intoxication	D- Per Town's Motion	0
186007370AC	Public intoxication	D- Per Town's Motion	0
186007708AC	Unsafe Turning Movement	D- Per Town's Motion	0
98143N	Failure to yield ROW	D- TS	0
186007898AC	Following too Close	D- TS	0
186007607AC	Required to stop on flashing red signal	D- TS	0
186007757AC	Speeding 37/25	D- TS	0
186007819AC	Speeding 47/25	D- TS	0
186007806AC	Speeding urban - 43/30 mph zone	D- TS	0
186007809AC	Speeding urban - 47/30 mph zone	D- TS	0
186007619AC	Speeding urban - 48/30 mph zone	D- TS	0
186007313AC	Turning left at intersection	D- TS	0
98120N	Drive/control veh under infl alcohol concentration 0.08% or more	DA- In accordance with WS 7-13-301 Deferred adjudication	0
11274J	Drive/control veh under infl alcohol concentration 0.08% or more	DA- In accordance with WS 7-13-301 Deferred adjudication	0
186006444AC	Battery	GP	260

STAFF REPORT



Meeting Date:	September 15, 2025	Meeting Title:	Town Council Meeting
Submitting Department:	Administration	Presenter:	Tyler Sinclair
Agenda Item:	Jackson Hole Fire/EMS Funding Alternatives	Public Comment:	Yes

Purpose & Policy Considerations.

The purpose of this item is to review the Joint Powers Funding Assessment report prepared by Emergency Services Consulting International (ESCI) and determine the Town's desired approach to fund the Joint Fire/EMS Department moving forward.

Requested Action.

Staff requests that Council determine a desired approach to fund the Joint Fire/EMS Department.

Recommendation.

Staff recommends utilizing a combined weighted factor to fund the Joint Fire/EMS Department moving forward as described in this report.

Background.

At the [August 4, 2025 Joint Meeting](#) (meeting video link), the Town Council (Council) and Board of County Commissioners (BCC) were presented the Joint Powers Funding Assessment report prepared by Emergency Services Consulting International (ESCI). This was an informational item with no action required. The purpose of that item was to provide an overview of the report and allow the Boards to ask the consultant questions prior to each board individually discussing how best to move forward.

On [August 25, 2025, Board of County Commissioners \(BCC\)](#), (meeting video link), met to discuss this item and approved the recommendation from the County Administrator to consider a combined weighted factor to fund the Joint Fire/EMS Department moving forward as follows:

- Incident Count 35%
- Population Served 35%
- Staffing 15%
- Fleet Costs 15%

Analysis.

The Joint Powers Funding Assessment report provided 6 factors by which the Town and County could consider funding the Joint Fire/EMS Department moving forward as follows:

- 1) Call volume
- 2) Assessed valuation
- 3) Response area
- 4) Facility/fleet budgets
- 5) Staffing
- 6) Population served

In addition to the detailed description and analysis of each factor provided in the attached report staff have provided a summary of the advantages and drawbacks of utilizing each factor as follows:

1. Call Volume

Advantages

- Reflects actual work completed
- Factual data of where incidents are located
- Commonly utilized data point. Rolling averages balances out variabilities

Drawbacks

- Variability of effort
- Does not reflect prevention and administrative functions
- Can underrepresent effort during longer duration incidents, i.e., transfers, multiple day fires and investigations

2. Assessed valuation

Advantages

- Factual calculation.
- Demonstrates protection comparative to values at risk, like insurance coverage
- Higher value residences generate a higher percentage of residential fire false alarms

Drawbacks

- Applies only to fire protection. Does not directly correlate with EMS, HazMat, rescue, etc. risk
- Higher property values do not directly result in higher fire or medical call volume
- Lower socioeconomic areas often result in more reliance upon emergency services

3. Response Area

Advantages

- Clear boundaries and ease of incident tracking
- Large areas require more stations, resulting in additional operational & facilities expenses

Drawbacks

- Much of Teton County has limited accessibility with rural areas less densely populated and generating few incidents

4. Facility/Fleet Budgets

Advantages

- Clear assignments by specific stations
- Vehicle life expectancy method provides a clear method for allocation

Drawbacks

- All apparatus are shared resources and critical to service provision in both jurisdictions

5. Staffing

Advantages

- Clear assignment to specific stations
- Staffing is the largest expense
- Areas with career staffing reflect higher expense and higher level of service

Drawbacks

- Both career and volunteer personnel are shared resources and critical to service provision across jurisdictions
- Staff are shifted between stations based upon operational needs, i.e., emergency calls, special events
- Volunteer station staffing is often dependent on the ability to attract and retain volunteers in each area and may not reflect actual personnel needs

6. Population Served

Advantages

- Reflects incident potential and generally corresponds with call volumes
- Provides factual data
- Census data is updated regularly

Drawbacks

- Does not reflect visitation or seasonal populations
 - 2nd homeowners impacts

Next, the report also suggests that a **combination of the above factors** may be utilized to determine the appropriate funding split when the 2 jurisdictions have different characteristics and values. Finally, the report suggests that a different **weight (%) may be assigned to the combination of factors** selected to best represent the characteristics and values important to each jurisdiction.

The consultant and Town and County staff recommend that the following four (4) factors be utilized in a combined weighted formula to determine the future funding split for the Fire/EMS department.

- Incident Count
- Population Served
- Staffing
- Fleet Costs

All concur that these four (4) factors best represent the unique characteristics of the Town and County. Please see the report from ESCI for further discussion.

Key Questions #1: Does the Council concur with utilizing the combined factors of Incident Count, Population Served, Staffing and Fleet Costs in a weighted approach to determine the future funding split for the department?

Town Considerations

When considering what is important to the Town in this discussion, and how this might affect the Town's approach to the weighting of factors, staff have identified a rising level of service, and associated increases in staffing and fleet in the County as a consideration for the Town. As seen currently, the County has a much higher demand for fleet at 66% compared to the Town 34%, with the potential for this to continue to grow. In addition, Town staff see staffing levels as the primary expense of the department and the most significant indicator of a change in level of service. Town staff find that an increase in the County level of service through increased staffing, fleet, and additional stations has the potential to impact the Town disproportionately moving forward. To address future County increases in level of service, Town staff recommend a weighted factor approach equally splitting the four identified factors, 25% each, to determine the appropriate division of funding. By increasing the percentage that staffing and fleet make up in the formula, the Town and its residents will not be asked to pay such a large portion for future increased levels of service in the County should it occur. Town staff propose the following weighed factors for consideration with the County:

- Incident Count 25%
- Population Served 25%
- Staffing 25%
- Fleet Costs 25%

Key Question #2: Does Council agree to propose to the County equally splitting the identified factors by four, 25% each, to determine the appropriate division of funding for the Joint Fire/EMS Department going forward?

An additional factor considered was **assessed valuation**, with the County representing 77.5% and Town 22.5%. Town staff see this factor as an indication of the ability of each jurisdiction to fund Joint Departments and Services overall, but less applicable to how to approach funding the Joint Fire/EMS department specifically. The Town and County may want

to have a general discussion about the ability to pay as a lead into discussions about funding individual joint departments and services.

Key Question #3: Does Council want to propose to the discuss with the County the overall ability to pay by each jurisdiction prior to discussing individual joint department and service funding?

As it relates to Joint Departments, staff have determined that the Town and County approach to building maintenance and indirect expenses such as IT, training, housing, etc. has not been consistent. Staff recommend that as part of this effort staff will develop consistent methodologies to determine building maintenance and indirect expenses for all joint departments going forward.

Key Question #4: Does Council concur that as part of this effort, staff will determine consistent methodologies to determine building maintenance and indirect expenses for all joint departments?

Possible Alternatives.

The provided report, describes many different alternatives to funding that Council may considered.

Comprehensive Plan & Priority Alignment.

The review and update of this joint agreement is consistent with Section 8: Quality Community Service Provision goal for: *Timely, efficiently and safely deliver quality services and facilities in a fiscally responsible and coordinated manner.* In addition, Section 8: Quality Community Service Provision provides policy direction on this topic as follows:

Policy 8.1.e: Budget for service delivery Budgeting allows for an annual commitment to service delivery objectives. Each year, the Town and County will evaluate service delivery objectives during the budgeting process, make appropriate modifications to the delivery approach, and affirm the desired service level with the appropriate amount of funding. Without adequate funding, even the most thoughtful and strategic approach will fall short of its objectives, so a careful budgeting process is essential.

Fiscal Impact.

As discussed in the report, the recommendation of the consultant was to first consider the factors that best represented our community characteristics prior to considering the fiscal impact.

Staff Impact.

Staff have spent approximately 40 hours reviewing the consultants work, and preparing staff reports and analysis for Council on this topic.

Attachments or Links.

2025 Jackson Hole Fire & EMS Joint Powers Funding Assessment

Suggested Motion.

I move to direct staff to advise Teton County of the following desired Town approach to funding the joint Fire & EMS department and related areas of discussion for consideration at the November 2, 2025, Joint Meeting:

- Utilize the combined factors of Incident Count, Population Served, Staffing, and Fleet Costs in a weighted approach to determine the future funding split for the joint department.
- Equally split the four identified factors, 25% each, to determine the appropriate funding for the joint department.
- Propose to the County discussion of overall ability to pay by each jurisdiction before addressing individual joint department and service funding.
- For staff to determine consistent methodologies for building maintenance and indirect expenses to be applied to all joint departments.



2025 JACKSON HOLE FIRE & EMS JOINT POWERS FUNDING ASSESSMENT

Jackson, WY

Teton County, WY

 1-800-757-3724

 info@esci.us

 www.esci.us



Emergency Services Consulting International
Helping Change the World, One Community at a Time



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Background & Process

In 2024, Teton County and the Town of Jackson agreed to revisit the funding elements of their Joint Powers Agreement, which provides for a shared fire department between the two entities. The original agreement states that funding for the department (through a separate accounting fund) will consist of contribution percentages based on the most recent census data of the two communities. (If both communities had equal populations, their funding contributions would be equal.) The current funding split is 54% County and 46% Town.

However, the updated funding commitments lay out a three-year transition to sharing percentages consisting of:

- 57% County/43% Town (as of July 1, 2025)
- 60% County/40% Town (as of July 1, 2026)
- 62% County/38% Town (as of July 1, 2027)

These temporary numbers were agreed upon until a permanent funding allocation could be established by January 1, 2031. If no agreement is reached by that date, the funding formulas will revert to the population-based agreement on July 1, 2031, as stated in the original language.

Teton County and the Town of Jackson retained Emergency Services Consulting International (ESCI) to produce a report outlining cost-sharing options for the Jackson Hole Fire and EMS agency. The project involved uploading data and documents from both this project and the previous year's Jackson Hole Fire and EMS (JHFEMS) Strategic Planning project. Information was collected from the prior project, along with additional information not previously provided, such as property valuations.

ESCI is an international firm offering specialized, high-quality consulting services in fire, EMS, police, and communications to organizations across the United States. As the trusted consulting arm of the International Association of Fire Chiefs (IAFC), ESCI has been meeting the needs of emergency service providers since 1976. ESCI consistently offers innovative and sustainable recommendations that are easy for the public to understand and valuable to elected officials in formulating sound public safety policies. Utilizing consultants nationwide who are leaders in their fields, ESCI provides consulting services to municipalities, districts, and non-profit organizations, as well as serving industrial and commercial sectors.

ESCI's broader Cooperative Services Feasibility Study, which encompasses a larger scope than this project, thoroughly evaluates the administrative, operational, and support elements of study participants. This study includes governance, organizational structures, staffing, programs and processes, service delivery, infrastructures, finances, contractual relationships, community risk, and response performance, after which it offers various strategies for jointly enhancing community services.



Executive Summary

The Jackson Hole Fire & EMS Department (JHFEMS) provides comprehensive emergency services to the communities of Teton County and the Town of Jackson. This report, prepared by Emergency Services Consulting International (ESCI), evaluates the funding mechanisms for the Joint Powers Agreement (JPA) that governs the shared fire department between these two entities.

The report outlines eight cost-sharing strategies to ensure an equitable distribution of funding between the County and the Town. These strategies consider factors such as call volume, assessed valuations, response area, fleet budgets, staffing, and the population served. The current funding split is transitioning from 54% County/46% Town to 62% County/38% Town by July 1, 2027. If no permanent agreement is reached by January 1, 2031, the funding formulas will revert to the original population-based contract in July of that year.

ESCI recommends using a weighted combined formula to determine funding contributions. This approach considers the dominant factors of incident count and population served, along with staffing and capital costs, to ensure a fair and sustainable funding model. By updating these factors annually and using rolling averages for projections, JHFEMS can maintain financial stability while continuing to deliver high-quality emergency services funded by both organizations.

The collaborative nature of the JPA highlights the importance of cooperation and shared responsibility in achieving the best outcomes for the community. The report emphasizes the need for a balanced approach to funding, considering the unique characteristics and needs of both the County and the Town.



Acknowledgments

Teton County

Jodie Pond
Board of County Commissioners'
Administrator

Mark Newcomb
Chairman

Wes Gardner
Vice-Chairman

Len Carlman
Commissioner

Natalia D. Macker
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Jonathan Schechter
Council Member

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ESCI would also like to thank the following individuals for their contributions to the report:

- * **Mike Moyer**, Jackson Hole Fire/EMS Fire Chief
- * **Melissa Shinkle**, Teton County Assessor



Community Overview

Service Area Population & Demographics

Teton County, Wyoming (referred to “County” in this report), spans approximately 4,216 square miles, making up 3,995 square miles of land and 221 square miles of water. Nestled in the northwest corner of Wyoming, the county is renowned for its stunning natural landscapes, including the majestic Teton Range and significant portions of Grand Teton and Yellowstone National Parks. As of the 2020 census, Teton County had a population of 23,331 citizens. The population density is sparse, averaging about 5.5 people per square mile. However, the distribution varies significantly across the county, with higher concentrations of people in Jackson and its surrounding areas, while more remote regions remain less populated. Seasonal populations also fluctuate, with estimates ranging from 43,000 to 58,000 people in the winter and summer, respectively. The community is diverse in age, with 18.5% of residents aged 65 years or older and 16.8% under the age of 18.

Income levels in Teton County are high, with a median household income of \$112,681 and a per capita income of \$75,541. The median value of owner-occupied housing units is also elevated, reflecting the town's desirability and the demand for property in the area. Despite these high-income levels, about 6.1% of the population lives below the poverty line. The county's appeal lies in its unique blend of natural beauty, recreational opportunities, and strong sense of community. The area is a haven for outdoor enthusiasts, with national parks and protected areas ensuring that the natural environment remains pristine and accessible. Additionally, the community is known for its commitment to sustainability and conservation.

The county seat, Jackson (referred to “Town” in this report), is the largest town in Teton County and serves as a hub for both residents and visitors, offering a mix of small-town charm and access to outdoor adventures. Jackson covers an area of approximately three square miles, or less than 1/10 of 1% of the entire county. Nestled in Jackson Hole Valley, the town, as of the 2020 census, had a population of 10,760, accounting for 46% of the county's population. The business community in Jackson is diverse and vibrant, featuring a mix of local shops, art galleries, cafes, and restaurants. The town is also home to several high-end boutiques and outdoor gear stores, catering to the needs of both locals and visitors. The local economy is heavily influenced by tourism, with many businesses thriving on the year-round influx of visitors. Housing in Jackson consists of a mix of single-family homes, duplexes, and apartment complexes. Despite high property values, the town maintains a balance of owner-occupied and rental properties.

Future Growth

Teton County has substantial growth potential, driven by its unique combination of natural beauty, recreational opportunities, and sense of community. The county's location within the Greater Yellowstone Ecosystem, along with its proximity to Grand Teton and Yellowstone National Parks, positions it as a prime destination for tourism, which continues to boost the local economy.



The Jackson/Teton County Comprehensive Plan, updated in 2020, incorporates innovative zoning tools and housing programs designed to balance development with conservation, promoting growth in complete neighborhoods with existing infrastructure. Growth in areas lacking infrastructure will be limited.

Despite the challenges posed by high real estate prices and limited private land availability, Teton County's commitment to affordable housing initiatives and workforce housing development is paving the way for future growth. The county's planning departments collaborate closely with the Affordable Housing Department to create zoning incentives for higher-density developments in town, ensuring that new growth is concentrated in areas with adequate infrastructure and amenities.

Finally, the plan anticipates an annual growth rate of approximately 1.5%, with a provision to reassess its strategy once a total growth reaches 7%. Since the plan's inception in 2020, the county has had time to monitor development and consider potential funding needs.



Organizational Overview

Governance And Lines of Authority

The Jackson Hole Fire/EMS Department (JHFEMS) is jointly managed and funded by two separate governmental organizations, Teton County and the City of Jackson. For administrative purposes, the department is considered a division of the Teton County government. Department members are either employees or volunteers of the county, and all department finances are handled through the county's finance processes. The fire department's finances are managed through a separate special governmental fund.

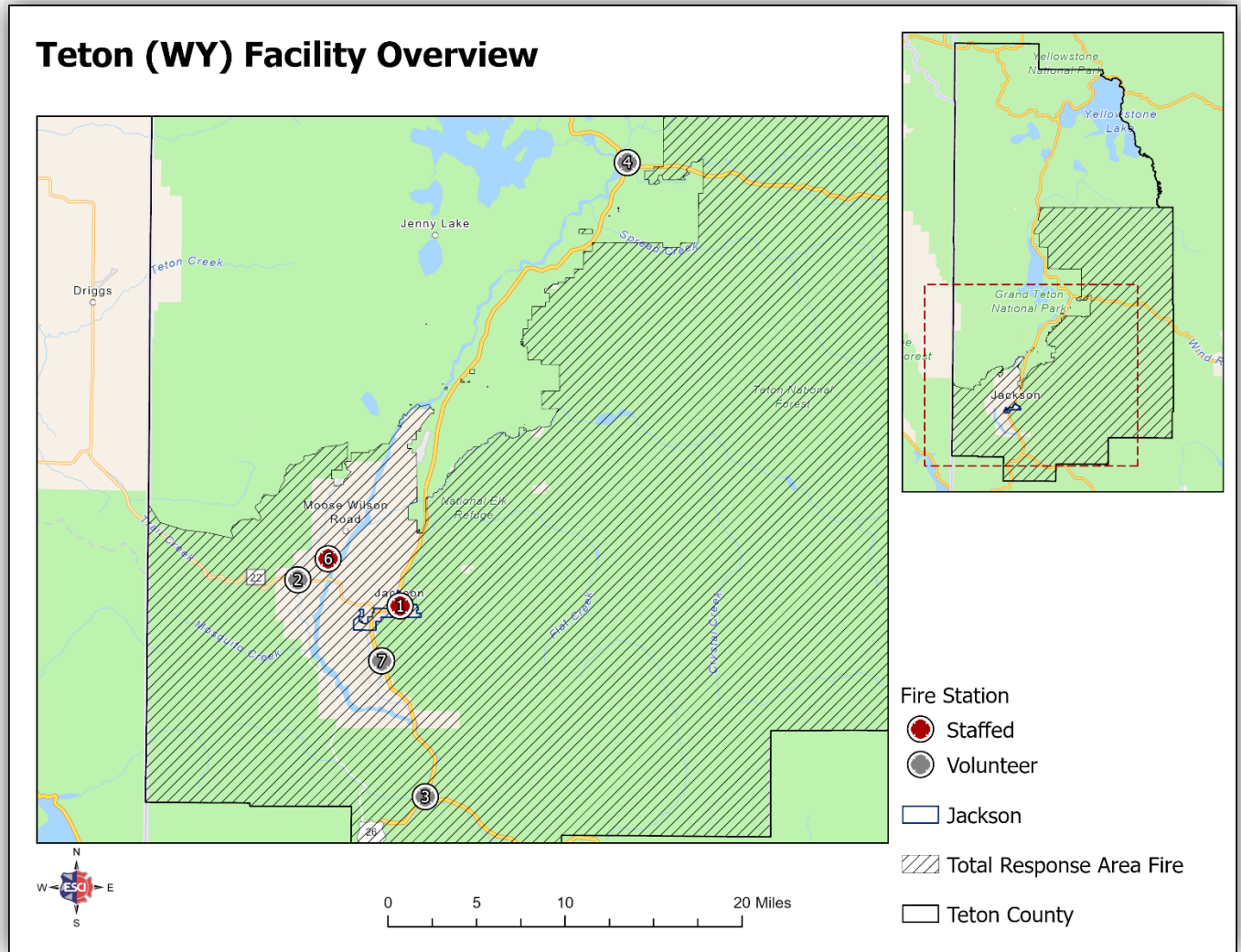
The formal joint governance of the organization is detailed in a Joint Power Agreement (JPA), now renewed through June 2028. The agreement states that the fire chief "shall have the power to manage the day-to-day affairs of the Department." It is overseen by the County Commissioners' Administrator in consultation with the Town Manager. The agreement also specifies that the County and the Town must both be involved in decisions, and approval is required from both parties for capital expenditures and land acquisitions. The JPA does not establish a joint oversight board or commission specifically for the fire department but requires both organizations to approve major decisions in a manner each considers appropriate. As a result, the entire Board of County Commissioners and the Jackson Town Council oversee the organization.

Response Area

The department is responsible for handling all emergencies across approximately one-half of the county, including the Teton National Forest and the National Wildlife Refuge area. It spans an area of roughly 1,935 square miles. Excluding federal properties, the department covers approximately ninety-one square miles of county and municipal lands. Most calls and stations are in the southwestern part of the county, near the highest population areas. The department does have conventional standard response times for these areas. However, the department does cover very remote areas, sometimes having response times that exceed one hour.

Below is a map of the fire station locations:

Figure 1: Jackson Hole Fire & EMS Stations





Organizational Design

The Jackson Hole Fire & EMS Department is a combination department consisting of 46 employees and 64 volunteers. The department operates out of six fire stations, with two staffed by full-time employees and the other four staffed by volunteers. The two staffed stations with full-time employees are:

- Station 1 – 60 E Pearl Ave (Jackson)
- Station 6 – 2505 N Moose Wilson Rd (Moose-Wilson Rd area)

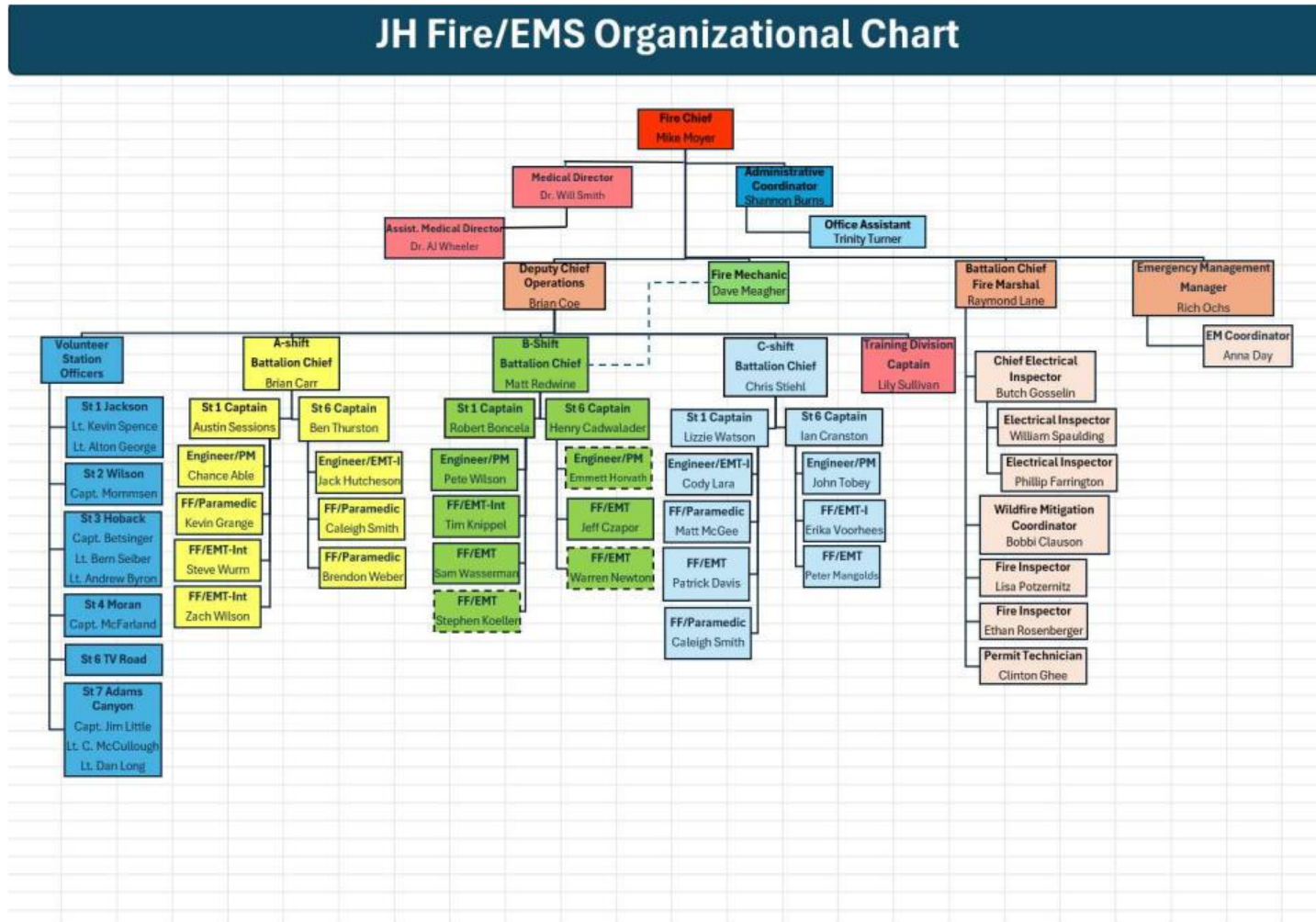
The stations staffed with volunteers are:

- Station 2 – 1315 N West St (Wilson area)
- Station 3 – 10995 S Hwy 89 (Hoback Junction area)
- Station 4 – 4 Moran Town Rd (Moran and Buffalo Valley areas)
- Station 7 – 3230 Adams Canyon Rd (South Park and Hwy 89 areas)

The fire department is led by the fire chief, with a deputy chief leading all operational elements, including both career and volunteer companies. In addition to the deputy chief, the chief oversees the fire marshal, who oversees fire prevention and public education, and the county's emergency manager. Rounding out the JHFEMS organization is the administrative staff and EMS medical directors, who provide oversight and accountability to the department's EMS services. Below is the current JHFEMS organizational chart.



Figure 2: JHFEMS Organizational Chart





Services Provided and Delivery Model

The fire department is an all-hazards department, which effectively means they respond to fire, EMS, rescues, hazardous materials, wildland responses, and all forms of community hazards. In addition, the department provides code enforcement, fire prevention services, and public education for all of Teton County, except Yellowstone National Park. Lastly, the department employs two emergency managers, who provide guidance on large-scale or unusual incidents that affect the communities.

The department operates from six fire stations across the county. Two of these stations, 1 and 6, are staffed with career firefighters, while the remaining four stations, 2, 3, 4, and 7, are staffed with volunteers who either respond on an as-needed basis or provide complementary staffing to the career stations. Various call types and locations can result in either a career station response without volunteers or a department-wide response involving both career and volunteer members.

Non-emergency services are provided by administrative and fire prevention staff who all operate out of Station 1 in Jackson.

The department also responds to aircraft emergencies, ranging from emergency situations such as simple standbys to a confirmed crash. This department partners with the Jackson Hole Airport Fire Department, located approximately ten miles north of Jackson.

Staffing

The two staffed stations have a daily complement of seven personnel, with four assigned to Station 1 and three to Station 6. The department has responses that include one or more vehicles, depending on the nature of the incident and the staffing (paid) of the appropriate station. If staffing allows, two vehicles will respond in tandem from a single station; otherwise, calls are handled by multiple stations if more than one vehicle is required.

The following is the staffing distribution across the six stations and the administration.

Figure 3: JHFEMS Staffing Distribution

	Paid	Volunteer
Station 1	15	18
Station 2	0	9
Station 3	0	6
Station 4	0	7
Station 6	12	6
Station 7	0	18
Administration	19	0



Facilities

JHFEMS operates out of six fire stations, a separate administration, and an EOC (Emergency Operations Center). Below is a graphic that identifies the general characteristics of each fire station and its current condition, as reported by JHFEMS staff.

Figure 4: JHFEMS Facilities

	Size (ft ²)	Bays	#Vehs	Condition	Built/Improvement
Station 1	18,200	4 (BI)	8	Very Good	2021
Station 2	2,800	2 (BI)	4	Poor	1965
Station 3	2,500	2 (BI)	4	Poor	1975
Station 4	2,100	2 (BI)	3	Fair	1975 /1985
Station 6	8,000	2 (BI)	5	Good	1994/2006
Station 7	9,800	4 (BI)	4	Good	1994
Administration	5,000	*		Good	1992
EOC	5,000	*		Good	1995/2010

Planned capital improvements for the facilities include the following:

- Station 4 roof replacement (2026)
- Station 6 renovations (2029)
- Station 6 alerting system (2026)
- Station 7 apparatus bay renovations (2027,2028)
- Station 7 exhaust extraction (2026)

Stations 2 and 3 were rated in 'Poor' condition, with the department receiving \$15,000,000 in SPET (Special Purpose Excise Tax) funds allocated for the replacement of both stations. There are no capital plans for either station. The 2026 capital plans refer to project funds for Stations 2 and 3, as well as future Stations 8 and 9; however, no funding has been identified yet for Stations 8 and 9.



Fleet

JHFEMS has a sizable fleet to cover the large response area, with a fleet replacement plan that projects out over the next five years.

The fleet consists of the following:

- 7 front-line engines/ 1 reserve
- 1 ladder truck
- 5 medic units
- 6 water tenders
- 4 wildland units
- 17 admin, support, and specialized vehicles

Over the next five years, the department plans to replace the ladder truck (2030), two ambulances (2027 and 2029), and three command vehicles (2026, 2028, and 2030). Estimated replacement costs are included in the 2026 CIP plan.



Finances

Current Funding

Joint contributions of Teton County and the Town of Jackson fund JHFEMS. Funding mechanisms are outlined in the terms of a Joint Powers Agreement, which sets funding percentages through June 30, 2025, and then transitions them to temporary funding formulas, the last of which will occur in July 2027. These formulas are temporary because the organizations would like to have a long-term funding formula agreed upon by January 1, 2031.

The agreement stipulates that if no alternative funding formulas can be agreed upon by January 1, 2031, the funding formulas will revert to one based solely on 2030 US Census numbers, divided by population percentages. As of June 30, 2025, the funding allocation between the two organizations was set at 46% for the Town and 54% for the County. Beginning July 1, 2025, the formulas will change as follows:

- 43% Town/57% County (eff: July 1, 2025)
- 40% Town/60% County (eff: July 1, 2026)
- 38% Town/62% County (eff: July 1, 2027)

Procedurally, the JHFEMS budget is approved as a part of the county's budgeting processes. However, both the County and the Town must approve the department's budget. Budgeted funds from both entities are transferred into the county's Fire/EMS fund, where all fire department finances, including capital expenditures, are managed. As recently as 2021, the fund had a healthy ending-year balance; however, over the last three years, including the current budget year, it has shown diminishing or near-zero fund balances.



Below is a review of the fire department's operations budget for the past five years.

Figure 5: JHFEMS Budget (2021-2025)

	2021	2022	2023	2024	2025 (Adopt)
REVENUES					
Intergovern	0	1,525	303	0	0
Serv Charges	1,943,917	2,308,230	1,932,724	4,258,348	4,591,486
Contrib	74,319	250	0	0	0
Miscellaneous	18,139	8,024	547,913	165,172	236,144
TOTAL	2,036,375	2,318,029	2,480,940	4,423,520	4,827,630
EXPENSES					
Wages/Benefits	3,919,973	3,597,929	4,541,783	6,129,870	6,689,647
Operations	819,118	1,157,161	1,380,069	1,228,085	2,250,144
Capital	5,834	51,945	557,359	191,351	1,441,332
TOTAL	4,744,925	4,807,035	6,479,211	7,549,306	10,381,123
FUNDING					
General Fund	4,544,269	2,491,406	2,707,097	3,625,626	6,496,610
Lodging Tax	150,000	150,000	150,000	150,000	150,000
Transfers Out	0	(1,546,795)	(851,279)	(429,298)	(1,160,114)
TOTAL	4,694,269	1,094,611	2,005,818	3,346,328	5,486,496
Beg Fund Balance	1,401,128	3,386,847	1,992,452	0	66,997
End Fund Balance	3,386,847	1,992,452	1	220,542	0
Fund Bal Change	1,985,719	(1,394,395)	(1,992,453)	220,542	(66,997)



Funding Strategies

In general, establishing funding mechanisms for a Joint Powers Agreement (JPA) involving multiple government agencies can be complex. JPAs do not have taxing ability, as they exist as a sub-organization of the participating agencies. Consequently, shared cost allocation strategies are confined to budget percentages funded by the participating agencies. It is up to each agency's elected officials to determine the source of revenue for their agency's contribution, and each board of elected officials must approve their contribution.

All agencies that participate in a JPA recognize the benefits of collaborative operations, including reduced costs due to the elimination of redundancy, increased efficiencies, and potential volume purchasing discounts. Determining what each participating agency's contribution should be involves agreeing on how each participating community receives services and contributing the appropriate proportion that is equitable to the services they receive.

Determining a fair cost-sharing formula can be contentious, as agencies may have varying levels of resources and differing views on how costs should be allocated, as well as different funding philosophies. Factors such as the population served, usage rates, and geographic considerations must be considered, which can complicate negotiations. Additionally, agencies may be concerned about the transparency and accountability of the funding process, requiring robust mechanisms for monitoring and reporting.

Political and administrative hurdles can also impede the establishment of funding mechanisms for a JPA. Agencies may have different governance structures, decision-making processes, and political agendas, which can lead to conflicts and challenges to collaboration.

Since 2004, JHFEMS has been one of several collaborations between Teton County and the Town of Jackson. This has demonstrated that collaboration between the two entities, not just with the fire department, but also with other elements of government, has been successful, as these two communities interact with each other extensively.

Given the above potential challenges to determining equitable funding, many organizations negotiate an arbitrary amount that is agreeable to all parties. This simplifies the negotiation process, as the process does not have to factor in the differences between the participating organizations. However, it works only until one party begins to feel that the equity is being lost.

When arbitrary amounts no longer fit, the other form of determining equity is to base it on characteristics of the jointly funded organization, specifically those characteristics that may have a financial contribution. For example, a participating jurisdiction that receives more calls than a jurisdiction with fewer calls can be seen as utilizing more of the organization's finances and therefore should contribute more to its budget. To accommodate these characteristics, funding formulas are used that represent the various characteristics.



Some of those characteristics include:

- Incident counts within each jurisdiction (Total, Fire, EMS, or other)
- Area served, usually in square miles
- Population served
- Assessed value of each jurisdiction
- Staffing levels within each jurisdiction
- Capital requirements of each jurisdiction

Funding formulas can be based on any of the characteristics, all of them, or a combination of them. The simplest formulas use one characteristic but may not accurately reflect how the organization utilizes finances. The more complicated formulas take into consideration all the factors but can yield disagreement as to which percentage of a particular characteristic has a greater fiscal impact. The remaining part of this report will provide explanations and examples of all of them.

Shared Cost Allocations

The funding of this relationship is spelled out in the agreement. It is usually a formula that combines percentages of elements within the organization, such as population and/or area served, call volume, staffing numbers, assessment value, and/or any other factors the agencies believe should be factored into the formula. A weighting factor may also be introduced, when it is agreed upon that one formula factor should carry more weight than the others. The determination of how to allocate costs to individual communities is called cost allocation.

For a simple example, in a joint organization of two agencies where one organization has twice the call volume of the other, the busier organization may contribute two-thirds of the total cost of the agreement if call volume is the agreed-upon factor.

The following are eight different strategies for determining potential cost allocations. They include costs based on:

- 1) call volume
- 2) assessed valuation
- 3) response area
- 4) facility/fleet budgets
- 5) staffing
- 6) population served
- 7) combinations of factors
- 8) weighted combinations of factors

The strategies outlined below, and the numbers generated, are based on the most recent data provided by the two participating agencies. Since call volume data and population were determined



for 2024, JHFEMS's 2024 budget number (\$7,549,306) is the amount used to split between the two jurisdictions throughout the examples. Since the department's capital budget is included in this fund, no distinction is made between operational and capital expenditures.



Cost Sharing Strategy 'A': Call Volume

The first cost-sharing strategy involves basing costs on the volume of calls in specific areas. The department's call volumes would be split between calls that were within the Town boundaries and all other calls (County). Calls for mutual/automatic aid, which are calls outside both communities' boundaries, would be excluded from the count. Below is the distribution of calls between the two entities for the 2024 calendar year. In this strategy, the Town contributes 50.2% of the department's budget, and the county contributes 49.8%.

Figure 6: Cost Sharing Strategy (Call Volume)¹

Locale	2024
TOTAL CALL VOLUME	2,282
JACKSON	1,146
Percentage of Call Volume	50.22%
TETON COUNTY (No Jackson)	1,136
Percentage of Call Volume	49.78%
2024 JHFEMS BUDGET	\$7,549,306
Jackson Contribution	\$3,791,261
Teton County Contribution	\$3,758,045

¹JHFEMS and ESCI employed two different methodologies to determine the percentages of calls in and outside of Jackson, resulting in different call volumes. The purpose of the report is to show the funding methodology options and not focus on the accuracy of the figures, even though ESCI strived to be as precise as possible. The JHFEMS chief has stated that he will resolve the discrepancy and determine the algorithm for best accuracy.



Cost Sharing Strategy 'B': Assessed Valuations

The following cost-sharing strategy is based on assessed valuations of the communities. Assessed values are used rather than market values, as market values can fluctuate throughout the year, while assessed values are typically updated no less than annually.

Using assessed valuations comes from the perspective that service delivery costs are based on the value of the properties being served. This greater value may be in certain occupancy types, like business versus residential, or it could be one occupancy type where one agency has a greater quantity of properties. The higher the protected value, the higher the protection should cost, as more resources are required to protect areas or buildings of higher value. Below are the assessed valuations for both the Town and the County (without the Town) as of 4/30/2025². In this strategy, the Town contributes 22.49% of the department's budget, and the county contributes 77.51%.

Figure 7: Cost Sharing Strategy (Assessed Valuation)

Locale	2025
TOTAL ASSESSED VALUATION³	\$3,878,284,610
JACKSON	\$872,388,798
Percentage of Assessed Value	22.49%
TETON COUNTY (No Jackson)	\$3,005,895,812
Percentage of Assessed Value	77.51%
2024 JHFEMS BUDGET	\$7,549,306
Jackson Contribution	\$1,697,839
Teton County Contribution	\$5,851,467

To demonstrate consistent measurement differences based on a single budget amount, the 2025 assessment value was compared to the 2024 budget.

³ Figures provided by the Teton County Assessor's Office are the valuations as of 4/30/2025.



Cost Sharing Strategy 'C': Response Area

The next cost-sharing strategy is to base costs on coverage. Communities with larger areas may have a greater impact on fleet services and, consequently, higher costs. A variation of this would be where there is a high-coverage area with low accessibility and associated low call volumes; road miles could be used. For example, Teton County (excluding national lands) has an area nearly thirty times that of the Town, but much of it is national forest with minimal call volumes.

The two examples below are based on total response coverage area in square miles, independent of any call volumes, and total existing road miles (according to ESRI data), in the two jurisdictions. In this strategy, the Town contributes 3.29% of the department's budget, and the county contributes 96.71%. Using street miles, the Town contributes 13.46% of the department's budget, and the County contributes 86.54%.

Figure 8: Cost Sharing Strategy (Response Area/Road Miles)

Locale	2024		Locale	2024
TOTAL RESPONSE AREA	91.17 mi²		TOTAL ROAD MILES⁴	329.45
JACKSON	3.00 mi ²		JACKSON	44.36
Percentage of Response Area	3.29%		Percentage of Road Miles	13.46%
TETON COUNTY (No Jackson)	88.17 mi ²		TETON COUNTY (No Jackson)	285.09
Percentage of Response Area	96.71%		Percentage of Road Miles	86.54%
2024 JHFEMS BUDGET	\$7,549,306		2024 JHFEMS BUDGET	\$7,549,306
Jackson Contribution	\$248,372		Jackson Contribution	\$1,016,136
Teton County Contribution	\$7,300,934		Teton County Contribution	\$6,533,169

⁴ Excluding roads in federal lands



Cost Sharing Strategy 'D': Facility/Fleet budgets

The next cost-sharing strategy is based on the square footage of buildings and/or the number of apparatus housed in each station. These parameters would likely not be used in isolation, but, rather, as one of the factors in a combination formula or a weighted combination formula.

Currently, the department does not separate its operational costs by facility, but it should not be difficult to break out facility expenditures by facility. Facilities that support both organizations, such as the Administration and EOC, would have their costs split. Creating this formula would use all non-personnel expenditures. (Personnel expenditures will be handled in a staffing strategy outlined later in the report.)

A similar comparison can be made with the fleet where fleet costs are used as a parameter based on where a vehicle is permanently assigned. Some might suggest that fleet is an unfair parameter since units respond into the other's area and therefore costs for that unit may be distorted in one organization's favor. There are two responses to this situation. The first response is that the organizations could go to that level of detail and determine what percentage of response each unit made into the other's jurisdiction. This would involve analyzing response times for each unit over a year, a task that the department's CAD or RMS system may be able to provide. The second response is that it can be assumed that units that respond into the Town from the County, and vice-versa, are approximately equal or that the differences would be nominal.

To accommodate a fleet parameter, it is best to use annual allocations towards a fleet "lease" type of funding arrangement, where funds are set aside each year for vehicle replacement. This is typically achieved through a calculation that divides the calculated future purchase price of a vehicle by its expected lifespan in years. Life expectancy for frontline vehicles uses the standard recommended in NFPA 1910⁵; however, actual historical life expectancies for the JHFEMS fleet should be used.

The chart below displays the fleet type listing of the JHFEMS apparatus, along with a calculation based on an approximate 2025 purchase price for that vehicle type and its corresponding annual funding allocation. In practice, the purchase price to be used should be the anticipated future purchase price in the year of purchase.

⁵ NFPA 1910: Standard for the Inspection, Maintenance, Refurbishment, Testing, and Retirement of In-Service Emergency Vehicles and Marine Firefighting Vessels

**Figure 9: Current Vehicle Cost Allocation**

Veh Type	Purchase Price	Veh Life Expectancy	Annual allocation per vehicle
Engine	\$1,200,000	20 years	\$60,000
Truck	\$2,000,000	25 years	\$80,000
Medics	\$325,000	5 years	\$65,000
Rescues	\$300,000	15 years	\$20,000
Wildland	\$350,000	20 years	\$17,500
Tenders (Pumpers)	\$900,000	20 years	\$45,000
Misc Vehs	\$50,000	10 years	\$5,000

Below is a summary list of each station, including the total cost of the fleet within that station, categorized by vehicle type. The pricing used is estimated for 2025 purchases. The Cost column is the amount that would be set aside each year to fund the future purchase of that vehicle type.

**Figure 10: Cost Sharing Strategy (Fleet Size/Allocations)**

	Town	Cost	County	Cost
Station 1	Engines (2)	\$120,000		
	Truck (1)	\$80,000		
	Medics (2)	\$130,000		
	Tenders (1)	\$45,000		
	Misc (10)	\$25,000		
Station 2			Engines (1)	\$60,000
			Tender (1)	\$45,000
			Wildland (1)	\$17,500
Station 3			Engine (1)	\$60,000
			Rescue (1)	
			Tender (1)	\$45,000
			Wildland (1)	\$17,500
Station 4			Engine (1)	\$60,000
			Rescue (1)	
			Tender (1)	\$45,000
Station 6			Engine (1)	\$60,000
			Tender (1)	\$45,000
			Medic (2)	\$130,000
			Wildland (1)	\$17,500
Station 7			Engine (1)	\$60,000
			Rescue (1)	\$20,000
			Tender (1)	\$45,000
			Medic (1)	\$65,000
			Wildland (1)	\$17,500
Admin	Misc (5)	\$25,000	Misc (5)	\$25,000
TOTAL		\$425,000		\$835,000



Once the annual allocations are calculated, percentages are calculated, just like the other factors. Here, the total annual allocation for the fleet is \$1,260,000, such that the Town covers 33.73% of the cost and the County covers 66.27%. Below is how this translates to financial contributions.

Figure 11: Cost Sharing Strategy (Fleet Costs)

Locale	2025
TOTAL ANNUAL FLEET ALLOCATION	\$1,260,000
JACKSON	\$425,000
Percentage of Assessed Value	33.73%
TETON COUNTY (No Jackson)	\$835,000
Percentage of Assessed Value	66.27%
2024 JHFEMS BUDGET	\$7,549,306
Jackson Contribution	\$2,546,381
Teton County Contribution	\$5,002,925



Cost Sharing Strategy 'E': Staffing

The next cost-sharing strategy is based on staffing. The application is that a greater number of staff require greater financial commitment. While the staff interact with each other throughout the jurisdiction, for the purposes of calculations, personnel assigned to each station are technically primary responders to that station's area. Non-responding personnel, such as administration and fire prevention, are split evenly between the Town and the County. In addition, to measure personnel equivalence between career and volunteer personnel, a widely accepted ratio is to count three volunteer firefighters for every one career firefighter. This means the Town would count as 30.5 personnel (Station 1 and one-half administration), and the remaining stations and one-half administration would count as 36.8 members. The number below is based on these numbers.



The total allocation in the staffing factor for 67.3 equivalent personnel is 45.30% for the Town and 54.70% for the County.

Figure 12: Cost Sharing Strategy (Staffing)

Locale			2024
TOTAL PERSONNEL			110
-Career			46
-Volunteers			64
TOTAL EQUIVALENT PERSONNEL			67.33
	Career	Volunteer	Equivalents
Station 1	15	18	21
Station 2	0	9	3
Station 3	0	6	2
Station 4	0	7	2.33
Station 6	12	6	14
Station 7	0	18	6
Admin/Supp	9.5	9.5	19
JACKSON (Station 1/Admin-Career)			30.5
Percentage of Staff			45.30%
TETON COUNTY (No Jackson)			36.83
Percentage of Staff			54.70%
2024 JHFEMS BUDGET			\$7,549,306
Jackson Contribution			\$3,419,836
Teton County Contribution			\$4,129,470



Cost-Sharing Strategy 'F': Population Served

The next cost-sharing strategy is based on the population served. The application is that higher populations translate to higher call volumes, or demands, for service. Given that the Jackson/Teton County area experiences seasonal fluctuations, an average year-round population number can be developed based on census data for permanent residents and local estimates of visiting populations. For this example, population estimates from the 2023 American Community Survey, conducted by the US Census Bureau, are utilized.

In this example, the Town would be responsible for 46.01% and the County, 53.99%.

Figure 13: Cost Sharing Strategy (Population Served)

Locale	2024
TOTAL POPULATION SERVED	23,358
JACKSON	10,746
Percentage of Population	46.01%
TETON COUNTY (No Jackson)	12,612
Percentage of Population	53.99%
2024 JHFEMS BUDGET	\$7,549,306
Jackson Contribution	\$3,473,436
Teton County Contribution	\$4,075,870



Cost Sharing Strategy 'G': Combined Factors

The next cost-sharing strategy acknowledges that there may not be a single factor that can uniquely represent how finances are best allocated. The size of the community, whether geographically or demographically, as well as call volume and property values, all contribute to financing distinctions. If the participating organizations believe that all the factors contribute to the finances but from different perspectives, combining their contributions and splitting the costs between the parameters can be utilized. For example, if Jackson and Teton County agree that population, incident count, and assessed value all have a contributing value, then all three factors may be included.

This involves dividing the total budget by the number of factors to be included, in this example, three. Once this is complete, the individual factor splits (or percentages) with the previously outlined calculations are then used to arrive at the number that makes up that factor. Lastly, the factors are then added up to recommend a total contribution for each organization.

The example below cites this. Using the three factors of assessed value, incident count, and population served, Jackson would contribute 47.17% and Teton County would contribute 52.83%.

Figure 14: Cost Sharing Strategy (Combined Factors)

Budget Info	Budget Split 1	Budget Split 2	Budget Split 3	
JHFEMS Budget	\$7,549,306			
# of Factors Used	3			
Budget Split	\$2,516,435	\$2,516,435	\$2,516,435	
Locale	Staffing	Incident Count	Population Served	TOTAL
Jackson	30.5	1,146	10,746	
	45.30%	50.22%	46.01%	
Outside of Jackson	36.83	1,136	12,612	
	54.70%	49.78%	53.99%	
TOTAL	67.33	2,282	23,358	

Jackson Contribution	\$1,139,945	\$1,263,753	\$1,157,812	\$3,561,510 (47.17%)
Teton County Contribution	\$1,376,490	\$1,252,681	\$1,358,623	\$3,987,794 (52.83%)



Cost Sharing Strategy 'H': Weighted Combined Factors

The last cost-sharing strategy involves assigning different weights to combined factors. Besides an agreement that may include multiple elements affecting the organization's finances, there might be a belief that certain factors should carry more emphasis than others. This stems from understanding that a specific factor within the organization, community, or operation has a greater impact on finances than others. Weighting can also serve as a compromise method when agreement on the value of any factor cannot be reached.

Building on the previous example, if there is a belief that call volume should carry greater weight in calculations than staffing or population served, then a weighting factor can be applied. When using weight factors, the factors must sum to 100% to cover the entire budget. For example in Figure 15, the incident count might account for 50% of the calculation, while staffing and the population served each account for 25%. ($50\% + 25\% + 25\% = 100\%$). To do this, the total budget is divided by the percentages allocated to each factor. After that, the individual percentages from each factor are applied. The calculation below divides the total budget according to the assigned weights. The individual factor calculations are then allocated to the relevant categories. Using 'staffing' and 'population served', 25% of the department's total budget amounts to \$1,887,326 for each category, and 50% for 'incident count' is \$3,774,653. Using the 45.30% percentage for staffing results in a Jackson contribution of \$854,959 and a county contribution of \$1,032,368 for that part of the budget. The same approach is used for the other two factors, 'incident count' and 'population served'. Each jurisdiction's contributions for all factors are then summed to determine the final jurisdictional contribution. In this case, Jackson's contribution would be \$3,618,949 and Teton County's would be \$3,930,358.



Figure 15: Cost Sharing Strategy (Weighted Combined Factors)

	Budget Split 1 w/Pct	Budget Split 2 w/Pct	Budget Split 3 w/Pct	
JHFEMS Budget	7,549,306	7,549,306	7,549,306	
WEIGHTING FACTOR	25.0%	50.0%	25.0%	
Budget Split	1,887,327	3,774,653	1,887,327	
Locale	Staffing	Incident Count	Population Served	2024
Jackson	30.5	1,146	10,746	
	45.30%	50.22%	46.01%	
Outside of Jackson	36.83	1,136	12,612	
	54.70%	49.78%	53.99%	
TOTAL	67.33	2,282	23,358	
Jackson Contribution	\$854,959	\$1,895,631	\$868,359	\$3,618,949 (47.94%)
Teton County Contribution	\$1,032,368	\$1,879,022	\$1,018,968	\$3,930,358 (52.06%)



Strategy Summary

The following summarizes all the different strategies based on the latest numbers the organizations have provided and have been used in the examples. These strategies utilized the 2024 JHFEMS total budget of \$7,549,306.

Figure 16: Strategy Summaries

Strategy	Jackson Pct	Teton County	Jackson Contribution	Teton County Contribution
Call Volume	50.22%	49.78%	\$3,791,261	\$3,758,045
Assessed Valuations	22.49%	77.51%	\$1,697,837	\$5,851,467
Response Area	3.29%	96.71%	\$248,372	\$7,300,394
Resp Area (Road Miles)	13.46%			\$6,533,169
Fleet Budgets	33.73%	66.27%	\$2,546,381	\$5,002,925
Staffing	45.30%	54.70%	\$3,473,436	\$4,075,870
Population Served	46.01%	53.99%	\$3,473,436	\$4,075,870
Combined Factors	Call Vol/Staffing/Population		\$3,561,510	\$3,987,794
Weighted Factors (25/50/25)	Call Vol/Staffing/Population		\$3,618,949	\$3,930,358



Recommendations

When developing a particular formula, it is vital to attempt to establish the formula based on principles BEFORE looking at dollar amounts. If done the other way, where a funding amount or percentage is already in someone's mind, then the negotiations just become an exercise in trying to justify a particular amount that is desired. It is advised to negotiate based on principle first.

When recommending a particular strategy, using a formula with a single factor is effective if the organizations contributing to the cost are remarkably similar across all aspects. For example, two towns that have similar staffing, response models, populations, community demographics, and fleet distributions would work well with a model that only uses incident count as its funding factor.

The Town and the County are not like this. There are several characteristics that both communities share; consequently, a formula that combines factors and assigns weights seems appropriate. Given the vast differences between the communities and the potential for negotiating various factors, ESCI recommends using a weighted combined formula.



The dominant factors used most often in these formulas are the incident count and population served. These factors typically best reflect the services that the community uses.

In addition, assessed valuations and capital costs do contribute to the requirements, but as lesser indicators. ESCI recommends that these four factors be used in a weighted capacity as illustrated below using the 2024 budget number. The factors and weights used below are:

- Incident Count 35%
- Population Served 35%
- Staffing 15%
- Fleet Costs 15%

ESCI recommends that these factors and numbers serve as *starting points* for negotiations between the two communities.

Figure 17: ESCI Recommended Strategy (Weighted Combined Factors)

	Budget Split 1 w/Pct	Budget Split 2 w/Pct	Budget Split 3 w/Pct	Budget Split 4 w/Pct
JHFEMS Budget	\$7,549,306	\$7,549,306	\$7,549,306	\$7,549,306
WEIGHTING FACTOR	35%	35%	15%	15%
Budget Split	\$2,642,257	\$2,642,257	\$1,132,396	\$1,132,396
Locale	Incident Count	Population Served	Staffing	Fleet Costs
Jackson	1,146	10,746	30.5	\$425,000
	50.22%	46.01%	45.30%	33.73%
Outside of Jackson	1,136	12,612	36.83	\$835,000
	49.78%	53.99%	54.70%	66.27%
TOTAL	2,282	23,358	67.33	\$1,260,000
Jackson Contribution	\$1,326,941	\$1,215,702	\$512,975	\$381,957
Teton County Contribution	\$1,315,316	\$1,426,555	\$619,421	\$750,439
TOTAL JACKSON CONTRIBUTION	\$3,437,575	45.53%		
TOTAL TETON COUNTY CONTRIBUTION	\$4,111,731	54.47%		



While the above factor reflects the current year, most JPAs cover several years, which means that each of these factors, in combination, should be updated annually or projected out for several years.

- Incident Count can be projected based on past trends. Rather than calculating the average of the past five years, incident counts, which is most often used for trending, ESCI recommends a 3-year rolling average of the past five years. This rolling average tends to reduce the number of annual fluctuations, especially since early in the previous years, departments were still addressing the impact of COVID.
- The Population Served can be updated using the American Community Survey⁶, an element of the US Census Bureau. While the Census Bureau conducts an “in-person” decennial census survey, the ACS section provides annual calculated estimates that can offer a bit more accuracy.
- Staffing is a number that can be updated annually, and it can be decided whether it includes staffing levels at the end of a year or for the entire term of the JPA. It can also be discussed whether staff who are on the books but do not participate significantly (i.e., do not meet the accepted participation thresholds) should be included.
- Updated fleet costs can be calculated annually by adjusting the anticipated purchase price every year in a fleet replacement schedule spreadsheet. Most fleet replacement schedules only use an anticipated inflation index to project future costs. However, recently, costs have increased faster than inflation due to several issues. This means the base price of a vehicle must be adjusted to account for a possible higher inflation rate.

All these factors can be incorporated into a spreadsheet that is updated annually or as needed.

⁶ <https://www.census.gov/programs-surveys/acs/>



Conclusion

Jackson Hole Fire & EMS Department (JHFEMS) provides comprehensive emergency services to the communities of Teton County and the Town of Jackson. The collaborative efforts between these two entities, facilitated by the Joint Powers Agreement (JPA), have yielded well-coordinated and efficient fire and EMS services. The various cost-sharing strategies outlined in this report provide a detailed analysis of how funding can be equitably distributed between the County and the Town, considering factors such as call volume, assessed valuations, response area, fleet budgets, staffing, and the population served.

Moving forward, it is recommended that a weighted combined formula be used to determine the funding contributions of each entity. This approach considers the primary factors of incident count and population served, along with assessed valuations and capital costs, to ensure a fair and sustainable funding model. By updating these factors annually and using a rolling average for projections, the JHFEMS can continue to provide high-quality emergency services while maintaining financial stability.



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JACKSON HOLE FIRE & EMS

Joint Powers Funding Assessment





Jackson Hole Fire and EMS Department

Presentation Agenda



About ESCI/Project Nature

Community Overview/Organizational
Structure

Joint Organizational Cost-Sharing/Funding

Contributing Elements to Strategy
Development

Joint Funding Strategies

Recommendations for Funding Model





Jackson Hole Fire and EMS Department

Project Outline



**Emergency Services
Consulting International**

About ESCI

ESCI has been in existence since 1976 started by a west coast retired fire chief. It is the consulting arm of the International Association of Fire Chiefs. Most consultants are past fire chiefs or chief officers.

Project Objective/Methodology

The objective of the project was to provide options on how to jointly fund the Jackson Hole Fire and EMS Department. Current data was provided by both city and county staff along with data provided on a previous strategic plan project.





Jackson Hole Fire and EMS Department

Community Demographics



Geographic Size and Landscape

Non-federal Teton County spans 1,936 square miles of which, featuring majestic mountains and national parks like Grand Teton and Yellowstone. Majority is federal lands. The Town of Jackson occupies 3 square miles.

Population and Density

As of 2024, the county has a sparse population of 23,358 with density around 5.5 people per square mile, concentrated mainly in Jackson. Jackson has a population of 12,612. Community planning assumes a 1 ½% percent growth rate in the future.

Economic and Housing Profile

High median household income and property values reflect the area's desirability despite some poverty among residents. Jackson offers diverse housing types with balanced owner-occupied and rental properties amid high property values.

Community and Tourism

Jackson is a vibrant hub with diverse businesses, thriving on tourism and outdoor recreational opportunities year-round.

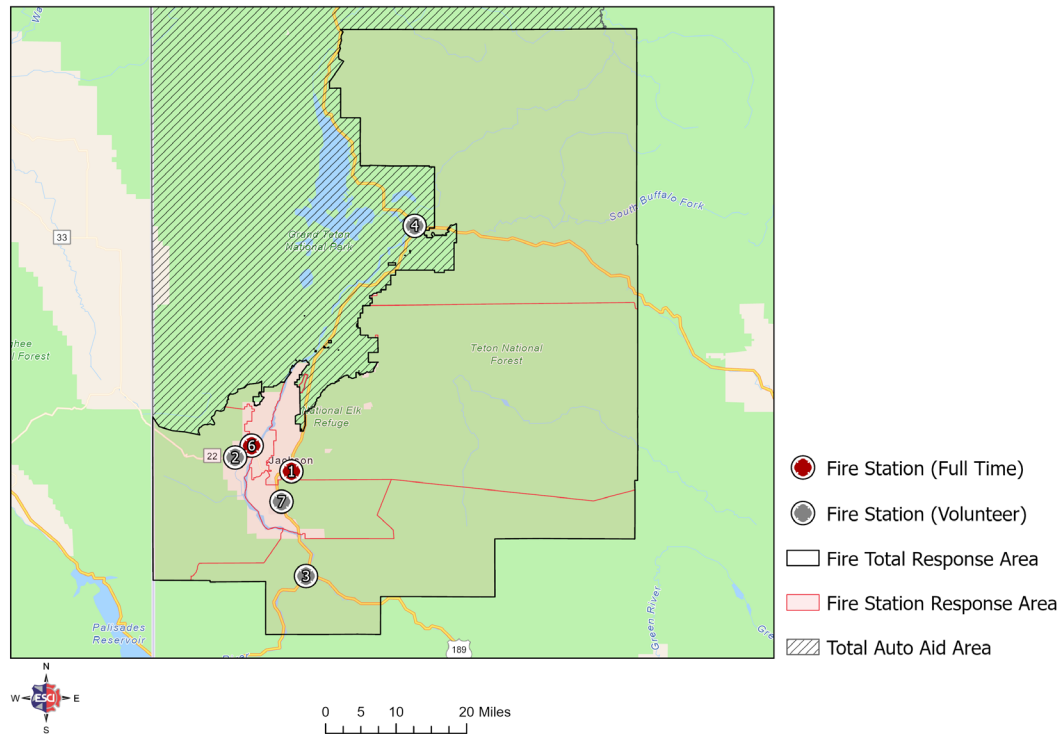




Jackson Hole Fire and EMS Department

Organizational Demographics

Fire Response Area



Fire Station Distribution

- 6 Fire Stations –
- 2 staffed w/career (Stations 1/6)
- 4 staffed w/volunteers (Stations 2, 3, 4, and 7)
- Condition
 - Very good condition – 1
 - Good condition – 2
 - Fair condition – 1
 - Poor Condition - 2

Staffing

- 46 career personnel between operations and administration
- 64 volunteers

Fleet

- 7 front-line engines/ 1 reserve
- 1 ladder truck
- 5 medic units
- 6 water tenders
- 4 wildland units (brush trucks)
- 17 administration, support, and specialized vehicles





Jackson Hole Fire and EMS Department

Governance and JHFEMS Demographics



Joint Governance Structure

JHFEMS is jointly managed by Teton County and the City of Jackson under a Joint Power Agreement valid through 2028, but is administratively a division of the county government.

Administrative Oversight

The fire chief manages day-to-day operations under oversight from County Commissioners and the Town Manager of Jackson.

Financial Management

Teton County handles department finances with a separate special fund for fire operations. 2025 adopted budget was for \$10,381,123 and a fund balance of \$0. Non-capital expenditures were 21.5% over the prior year.

Emergency Response Area

JHFEMS covers approximately 1,935 square miles, including automatic aid and remote areas, with some response times exceeding one hour.





Jackson Hole Fire and EMS Department

Current Funding Mechanisms



Joint Funding Contributions

Teton County and Town of Jackson jointly fund JHFEMS under a Joint Powers Agreement with defined percentages.

Transition of Funding Formulas

Funding percentages transition from 46% Town/54% County to 38% Town/62% County by 2027.

Budget Approval Process

Both County and Town approve the JHFEMS budget, which is managed within the county's Fire/EMS fund.

Financial Health Trends

The fund showed healthy balances in 2021 but has experienced decline over the past three years.





Jackson Hole Fire and EMS Department

Five-year JHFEMS Budget Review

	2021	2022	2023	2024	2025 (Adopt)
REVENUES					
Intergovern	0	1,525	303	0	0
Serv Charges	1,943,917	2,308,230	1,932,724	4,258,348	4,591,486
Contrib	74,319	250	0	0	0
Miscellaneous	18,139	8,024	547,913	165,172	236,144
TOTAL	2,036,375	2,318,029	2,480,940	4,423,520	4,827,630
EXPENSES					
Wages/Benefits	3,919,973	3,597,929	4,541,783	6,129,870	6,689,647
Operations	819,118	1,157,161	1,380,069	1,228,085	2,250,144
Capital	5,834	51,945	557,359	191,351	1,441,332
TOTAL	4,744,925	4,807,035	6,479,211	7,549,306	10,381,123
FUNDING					
General Fund	4,544,269	2,491,406	2,707,097	3,625,626	6,496,610
Lodging Tax	150,000	150,000	150,000	150,000	150,000
Transfers Out	0	(1,546,795)	(851,279)	(429,298)	(1,160,114)
TOTAL	4,694,269	1,094,611	2,005,818	3,346,328	5,486,496
Beg Fund Balance	1,401,128	3,386,847	1,992,452	0	66,997
End Fund Balance	3,386,847	1,992,452	1	220,542	0
Fund Bal Change	1,985,719	(1,394,395)	(1,992,453)	220,542	(66,997)

Revenue Trends

Revenues grew steadily from 2021 to 2025, driven by service charges and miscellaneous income.

Expense Increases

Expenses increased significantly, especially wages, operations, and capital costs from 2021 to 2025.

Funding Sources

General fund contributed most funding, with lodging taxes constant and transfers fluctuating over years.

Fund Balance Changes

Beginning and ending fund balances fluctuated, showing changes in financial health over the five years.





Jackson Hole Fire and EMS Department

Considerations in JPA Funding Mechanisms



Complexity of JPA Funding

Funding JPAs is complex due to lack of taxing authority and reliance on budget percentages from agencies.

Equitable Cost Allocation

Fair cost-sharing depends on service reception, population, usage rates, and geographic factors.

Political and Administrative Challenges

Different governance and agendas can cause conflicts and impede funding collaboration.

Negotiation Approaches

Arbitrary amounts simplify negotiations but may lose equitability; formulas based on usage improve fairness.





Jackson Hole Fire and EMS Department

Key Characteristics for Cost Allocation Formulas



Cost Allocation Characteristics

Key factors include incident counts, area served, population, assessed value, staffing, and capital needs.

Simple vs Complex Formulas

Simple formulas use one factor but may misrepresent costs; complex ones combine multiple factors for accuracy.

Strategies for Cost Allocation

Eight formulas and strategies include call volume, assessed valuation, response area, facility budgets, staffing, population, and weighted combinations.

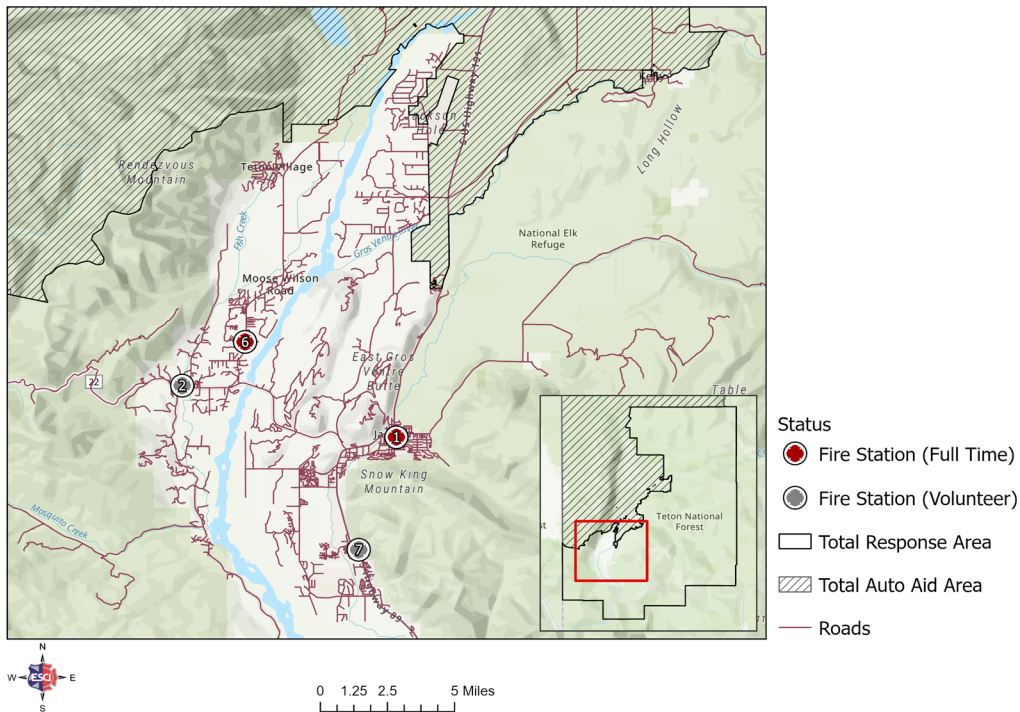




Jackson Hole Fire and EMS Department

Overview of eight cost-sharing strategies

Topographic & Road Density Challenges



- 1) Call Volume
- 2) Assessed Valuations
- 3) Response Area
- 4) Facility/Fleet expenses
- 5) Staffing
- 6) Population Served
- 7) Combined Factors
- 8) Combined/Weighted Factors

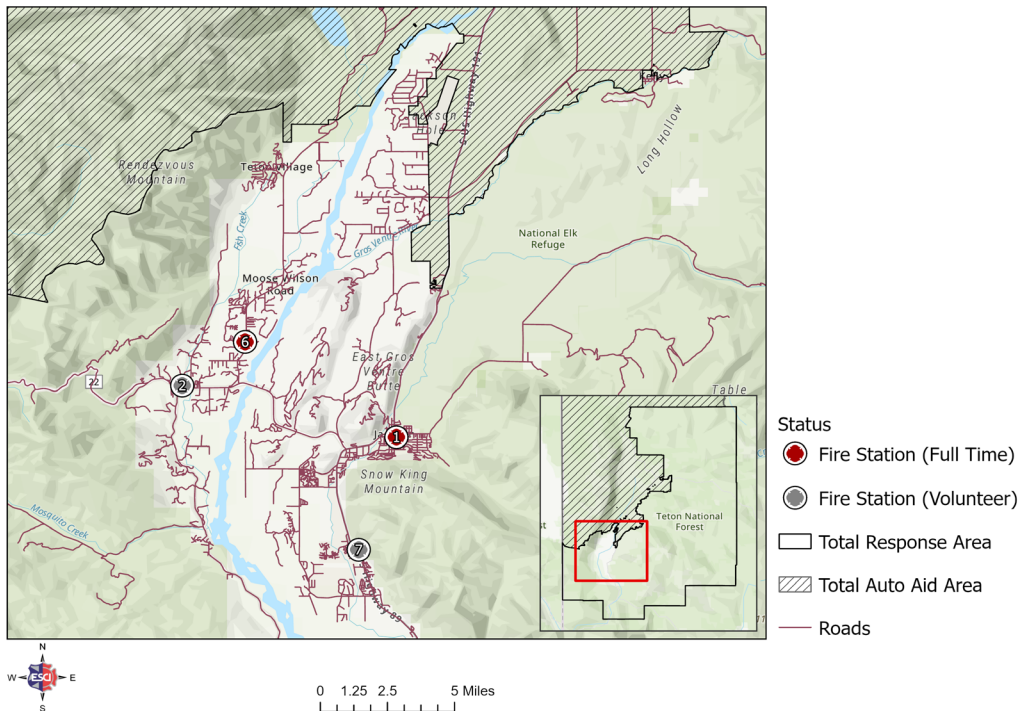




Jackson Hole Fire and EMS Department

Strategy Option #1: Call Volume

Topographic & Road Density Challenges



	Town of Silver Creek	Frontier County	Total Calls	Silver Creek Percent	Frontier Percent
2024	1,000	2,000	3,000	33.33%	66.67%
2023	500	2,000	2,500	20.00%	80.00%
Rolling Avg				26.65%	73.35%

- Straightforward factual calculation of where incident is located
- Based on costs are tied to usage
- Rolling averages can be used to avoid annual fluctuations

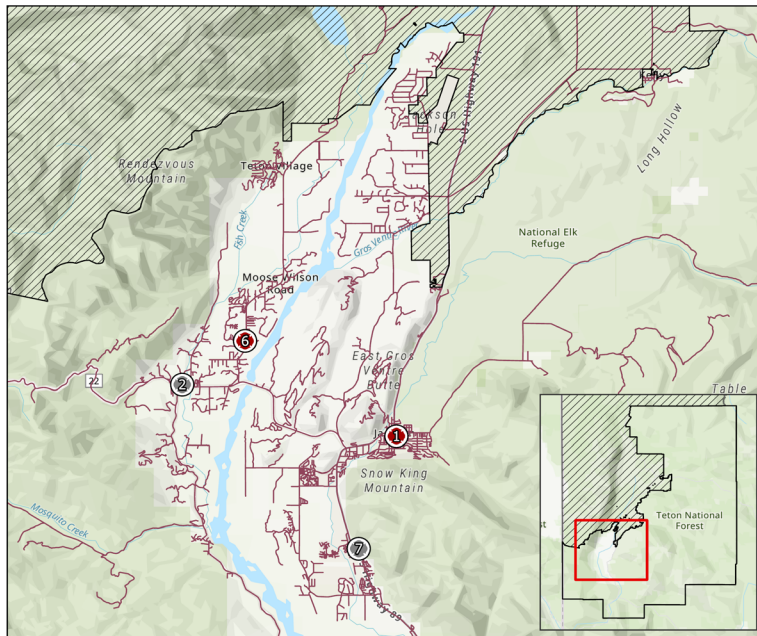




Jackson Hole Fire and EMS Department

Strategy Option #2: Assessed Value

Topographic & Road Density Challenges



	Town of Silver Creek	Frontier County	Total Valuation	Silver Creek Percent	Frontier Percent
2024	100M	300M	400M	20%	80%
2023	90M	270M	360M	25%	75%
Rolling Avg				22.5%	77.5%

- Straightforward factual calculation
- Based on belief that it costs more to protect higher value items
- Rolling averages can be used to avoid annual fluctuations

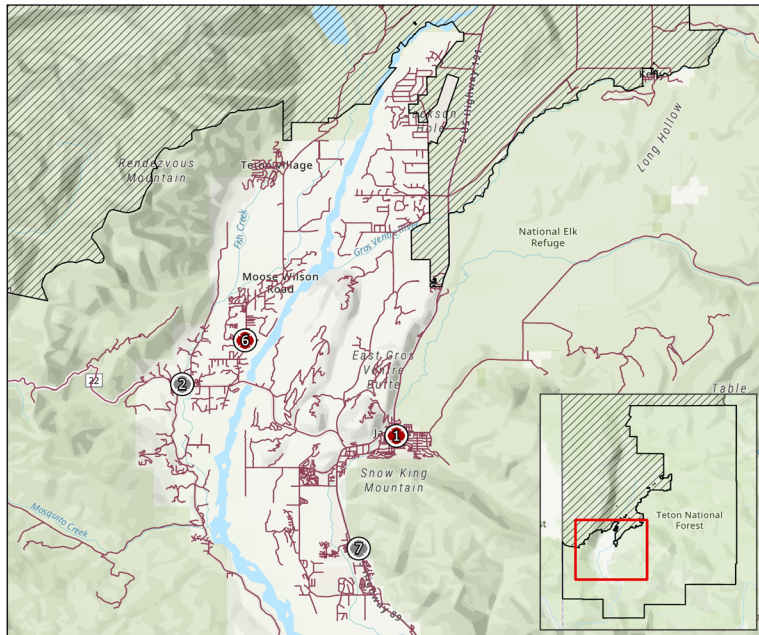




Jackson Hole Fire and EMS Department

Strategy Option #3: Response Area

Topographic & Road Density Challenges



	Town of Silver Creek	Frontier County	Total Area	Silver Creek Percent	Frontier Percent
2024	10 mi ²	50 mi ²	60 mi ²	16.67%	83.33%

- Straightforward factual calculation
- Based on determination of cost per square unit of area covered

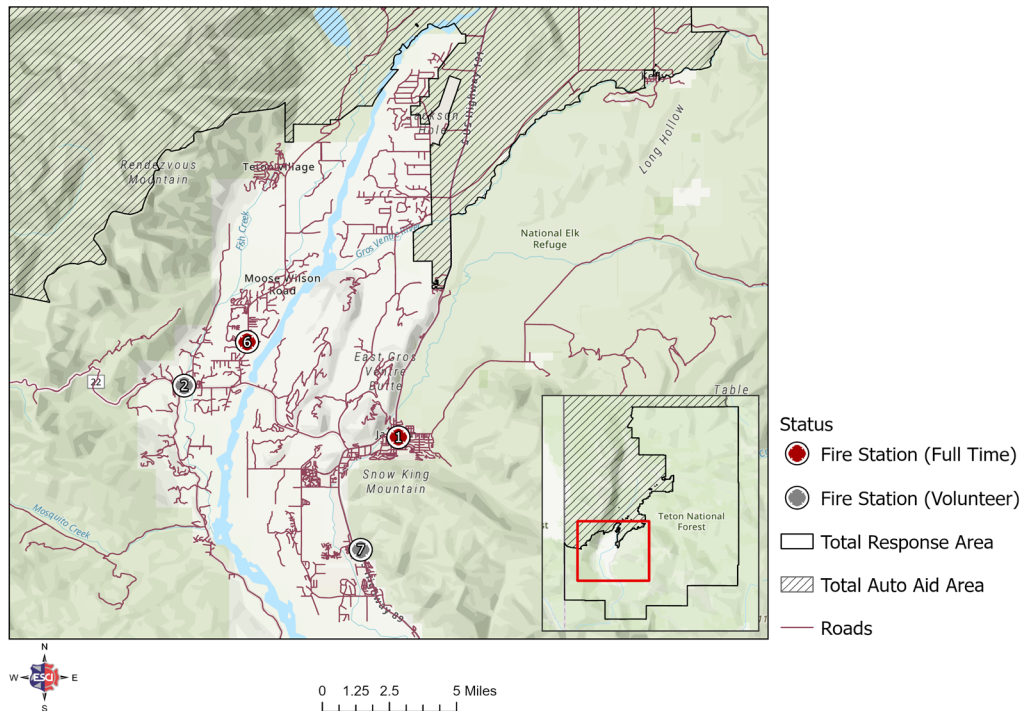




Jackson Hole Fire and EMS Department

Strategy Option #4: Facility/Fleet Expenses

Topographic & Road Density Challenges



	Town of Silver Creek	Frontier County	Total Calls	Silver Creek Percent	Frontier Percent
2024	1,000	2,000	3,000	33.33%	66.67%
2023	500	2,000	2,500	20.00%	80.00%
Rolling Avg				26.65%	73.35%

- Straightforward factual calculation of where facilities and fleets are located
- Based on costs are tied actual costs of service and that most incidents are handled by units in that area
- Rolling averages can be used to avoid annual fluctuations.
- Can be part of multi-factor calculation

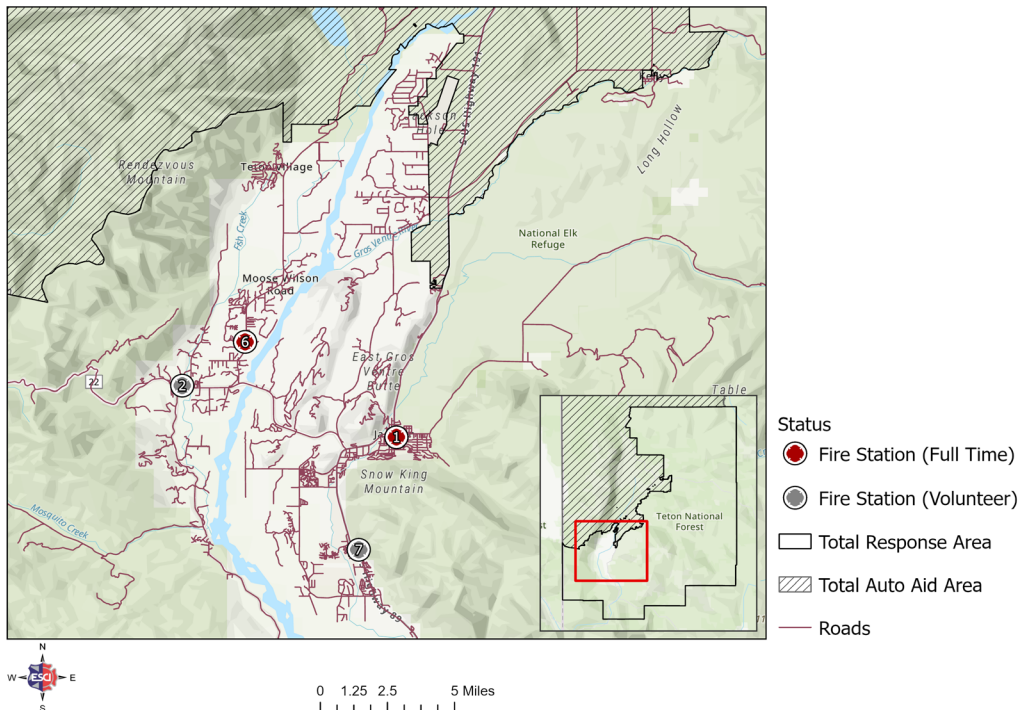




Jackson Hole Fire and EMS Department

Strategy Option #5: Staffing

Topographic & Road Density Challenges



	Town of Silver Creek	Frontier County	Total Staff	Silver Creek Percent	Frontier Percent
2024	28	14	42	66.67%	33.33%

- Straightforward factual calculation of where staff is located. Administration is split.
- Based on costs are tied actual costs of staff that service an area.
- Can be part of multi-factor calculation

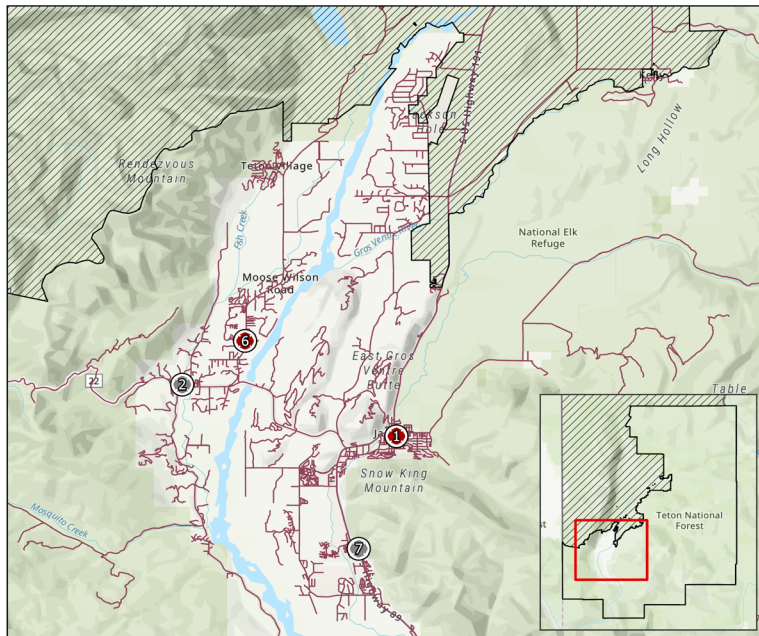




Jackson Hole Fire and EMS Department

Strategy Option #6: Population Served

Topographic & Road Density Challenges



	Town of Silver Creek	Frontier County	Total Population	Silver Creek Percent	Frontier Percent
2024	5,000	7,500	12,500	40.00%	60.00%
2023	4,000	7,000	11,000	36.36%	63.64%
Rolling Avg				38.18%	61.82%

- Straightforward factual calculation of populations of two jurisdictions
- Based on costs tied to the number of people protecting
- Rolling averages can be used to avoid annual fluctuations.





Jackson Hole Fire and EMS Department

Strategy Option #7: Combined Factors

Total Budget: \$6 million									
	Budget Percent (3 factors)		Town of Silver Creek	Frontie r County	Total	Silver Creek Percent	Frontier Percent	Silver Creek Percent	Frontier Percent
33.33%	\$2M	STAFFING	24	14	42	66.67%	33.33%	\$1,333,400	\$666,600
33.33%	\$2M	INC COUNT	1,000	2,000	3,000	33.33%	66.67%	\$666,600	\$1,333,400
33.34%	\$2M	POP SERVED	5,000	7,500	12,500	40.00%	60.00%	\$800,000	\$1,200,000
100%	\$6 M						TOTAL	\$2,800,000	\$3,200,000

- Factual calculation using negotiated multiple factors
- Total budget is split by number of factors to be used
- Percentages are calculated on the split portion of the budget





Jackson Hole Fire and EMS Department

Strategy Option #8: Combined Factors w/Weighting

Total Budget: \$6 million									
Weight	Budget (3 factors)		Town of Silver Creek	Frontier County	Total	Silver Creek Percent	Frontier County Percent	Silver Creek Percent	Frontier County Percent
20%	\$1.2M	STAFFING	24	14	42	66.67%	33.33%	\$800,040	\$399,960
50%	\$3M	INC COUNT	1,000	2,000	3,000	33.33%	66.67%	\$999,900	\$2,000,100
30%	\$1.8M	POP SERVED	5,000	7,500	12,500	40.00%	60.00%	\$720,000	\$1,080,000
100%	\$6 M						TOTAL	\$2,519,940	\$3,480,060

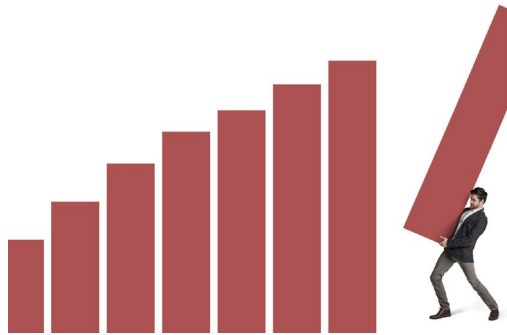
- Factual calculation using NEGOTIATED multiple factors with each having a NEGOTIATED assigned weight
- Total budget is split by weight percentages
- Percentages are calculated on the split portion of the weighted budget





Jackson Hole Fire and EMS Department

Cost Sharing Options Summary



Call Volume

Funding allocated based on the volume of emergency calls within town and county boundaries, excluding mutual aid calls.

Assessed Value

Funding allocated based on assessed values of each jurisdiction with Teton County's Assessed Value being exclusive of Jackson's Assessed Value.

Response Area

Funding allocated based on coverage area or road miles.

Fleet/Facilities Cost

Funding allocated based on expenses associated with fleet and facilities both current and future (capital expenses).

Staffing

Funding allocated based on how staff is distributed across its coverage area. Administration is split.

Population

Funding allocated based on populations of two jurisdictions with Teton County's population being exclusive of Jackson's population.

Combination Factors

Funding allocated based on a combination of the previous factors.

Weighted Combination Factors

Funding allocated based on a weighted percentage of a combination of the previous factors.





Jackson Hole Fire and EMS Department

Cost-Sharing Strategy Principles



- There is no right/wrong formula for cost-sharing, only one that everyone can agree upon.
- Determine cost-sharing principles BEFORE looking at actual numbers
- If using formulas, expect that some of the formula factors may be objective and some may be subjective to be negotiated.
- If possible, use rolling averages as they remove annual fluctuations.
- Agree on sources of information.
- Establish a periodic timeframe in which the contribution factors/ amounts will be updated and/or reviewed.





Jackson Hole Fire and EMS Department

Conclusion

Funding Complexities

Funding JHFEMS involves complexities due to joint powers agreements and diverse stakeholder interests.

Equitable Cost-Sharing

Applying fair cost-sharing formulas ensures sustainable financial support for emergency services.

Sustainable Emergency Services

Effective funding supports long-term, reliable emergency services benefiting the entire community.

Recommendation

Weighted Combined Factors





Jackson Hole Fire and EMS Department

Conclusion

Questions?



STAFF REPORT



Meeting Date:	September 15, 2025	Meeting Title:	Regular Meeting
Submitting Department:	Administration	Presenter:	Tyler Sinclair
Agenda Item:	Sustainable Destination Management Plan	Public Comment:	Yes

Purpose & Policy Considerations.

The purpose of this item is for Council to consider endorsement of the Travel & Tourism Board's Sustainable Destination Management Plan (SDMP).

Requested Action.

Staff requests that Council have any necessary dialogue about the Sustainable Destination Management Plan, ask related questions, and consider endorsement of the plan.

Recommendations.

Staff recommends endorsement of the SDMP.

Background.

The central questions the Jackson Hole Travel & Tourism Board (JHTTB) sought to answer through the Sustainable Destination Management Plan (SDMP) process are: How will Jackson Hole ensure that the power of travel and tourism contributes to the health and well-being of our community and our environment without degrading it? Travel and tourism is responsible for more than 50% of Jackson Hole's economic activity. It is an economic force.

The SDMP kicked off in fall of 2021 with the establishment of an 18-member steering committee consisting of representatives from key community stakeholder groups. The committee was tasked with guiding the plan development process. The Situation Analysis Report consolidated data, information, and insights from a wide range of sources and key stakeholder groups, including local and state governments, public land managers, elected officials, the business community, residents, immigrant communities, and the civic sector. The SDMP serves as the most comprehensive baseline assessment of tourism in Teton County to date and is the foundation for this plan.

The timing of the SDMP combined with the acute need for a strategy was the impetus behind unprecedented interest in and participation from the Jackson Hole community. Led by George Washington University & Confluence Sustainability, and supported locally by the JHTTB and an 18-member steering committee representing a diverse array of community stakeholder groups, our community embarked on a year-long project that included 8 focus groups with more than 150 tourism leaders, 12 working sessions with 50 community stakeholders, and 4,777 resident respondents to a tourism sentiment survey, the largest resident survey in Teton County's history.

The SDMP is a comprehensive strategic analysis of the opportunity we have before us and a future-facing framework to achieve the balance and prosperity the Jackson Hole community seeks. It is a road map with clear directions, milestones, actions, assignments, and success metrics designed to guide the continued evolution and health of Teton County's largest economic engine.

A survey of 'Resident Sentiment Towards Tourism' was deployed in spring 2022 and provided a snapshot in time of our community's feelings about tourism. A total of 4,777 residents completed the survey, which provided a baseline to compare future resident sentiment. Eleven percent of these respondents (525) own a local business. Of respondents who work in Teton County, 40% (1,911) indicated that they work in the tourism industry.

On August 18, 2025, at the Council workshop, Council was provided with an overview of the SDMP. Today, Town Council is being asked to review and consider endorsement of the SDMP to further solidify the Travel & Tourism Board's work on sustainable management.

Analysis.

The timing of the SDMP process was fortuitous, as the summer 2021 made clear what the future would bring without a proactive, inclusive strategy to manage visitation to the greatest benefit of our economy, our residents, and our surrounding environment. The community starkly felt the impacts that unmitigated visitation can inflict on the human and natural resources that are the pillars of Jackson Hole's destination economy, with second-order effects diminishing the visitor experience and, ultimately, the quality of life for the community at large.

The core purpose of the SDMP is to recognize and realize the full value of tourism by ensuring that tourism is a positive force for people, nature, and the economy. The ultimate aim is to create lasting, net-positive impacts. It is designed as a framework that will evolve over time to provide strategies and measure success to guide tourism management and its impacts on our community. However, the stewardship of all lands requires an all-hands approach. The JHTTB is committed to utilizing the SDMP as a strategic framework from which to guide the actions and decision-making surrounding tourism marketing and management into the future. A destination stewardship council was formed in 2023 to continue the momentum behind SDMP implementation. The JHTTB may be able to fund projects, events, or initiatives that fall within the Wyoming Statutes, which determine what can and cannot be funded through the Lodging Tax. However, full implementation and full funding of initiatives will require cross-sectional and collaborative approaches and leadership spearheaded by many of the partners suggested in the framework of the SDMP. The JHTTB believes that our community can balance the needs and aspirations of locals, businesses, and visitors while both protecting and celebrating its natural and cultural riches.

The item today requests that Council consider endorsing the SDMP. For purposes of this item staff have defined an endorsement of the SDMP as follows:

The act of giving Town Council's general support of the SDMP but not approving and agreeing to act on all specific policies and strategies.

Possible Alternatives.

Council could also consider alternatives to 'Adopt' or 'Accept' the SDMP defined as follows for purpose of this item.

- Adopt – The act of Town Council approving and agreeing to act on all specific policies and strategies of the SDMP in its entirety.
- Accept – The act of Town Council consenting to receive the SDMP only.
- No Action – The act of Town Council not acting on the SDMP in any manner.
- Other

Comprehensive Plan & Priority Alignment.

The Comp Plan's vision to preserve and protect the area's ecosystem to ensure a healthy environment, community, and economy for current and future generations is entirely intertwined with destination management. The SDMP can help ensure the health of native species, maintain water quality, and limit contributions to climate change while also coordinating to support our community to reach its transportation goals.

Fiscal Impact.

None at this time.

Staff Impact.

The TTB's board and staff along with volunteer steering committees does the work to implement the SDMP.

Attachments or Links.

- SDMP Highlights
- Teton County Sustainable Destination Management Plan (SDMP)

Suggested Motions.

I move to endorse the Travel and Tourism Board's Sustainable Destination Management Plan.

JACKSON HOLE SUSTAINABLE DESTINATION MANAGEMENT PLAN SNAPSHOT





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04 INTRODUCTION

05 WHAT TO EXPECT

06 PROCESS AND METHODOLOGY

07 SDMP PROGRESS TIMELINE

08 VISION AND PILLARS

09 OUR NATURAL ENVIRONMENT, QUALITY OF THE ECONOMY AND WORK

10 QUALITY OF LIFE, QUALITY OF VISITOR EXPERIENCE

11 FOUNDATIONS OF SUCCESS: YOUR PLAN

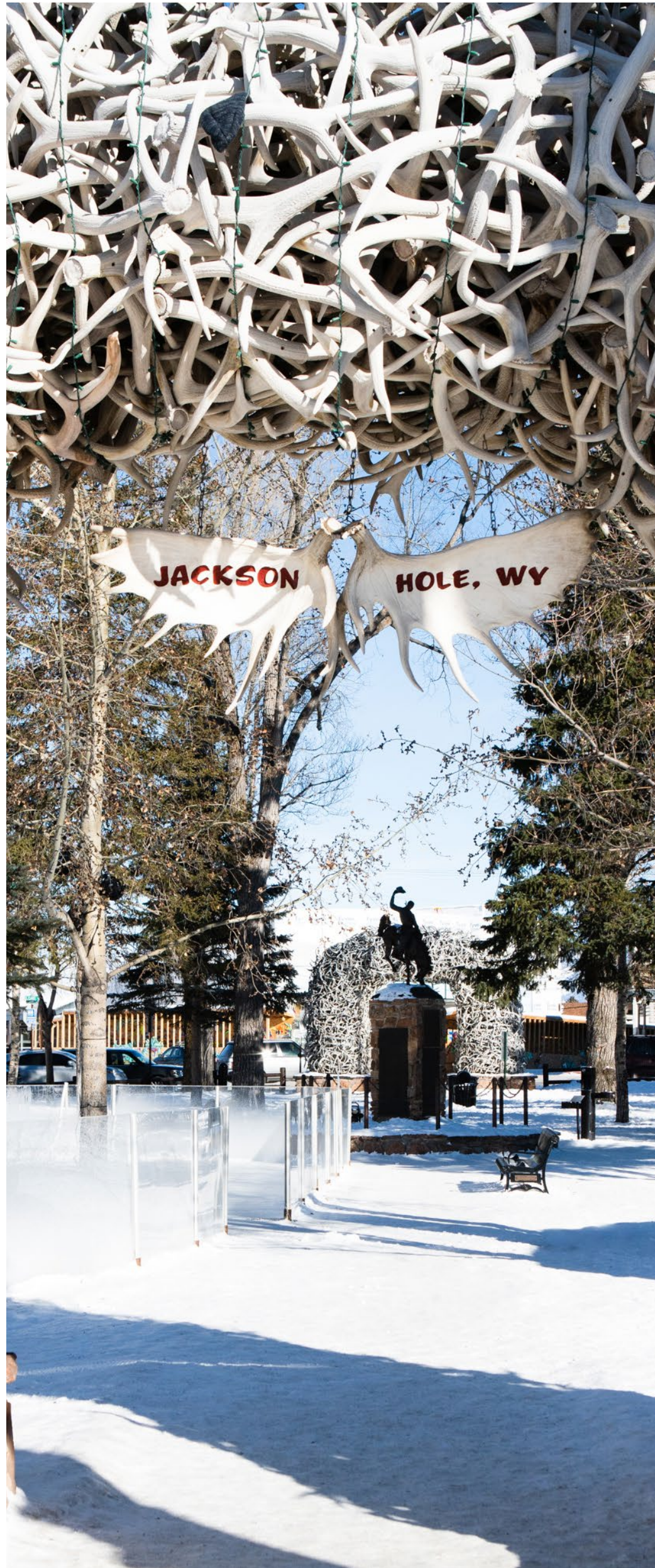
12 SDMP COMMUNITY VALUES

13 STEWARDSHIP GOALS

14 SUPPORTING INITIATIVES

15 IMPLEMENTATION AND SHARED RESPONSIBILITY





INTRODUCTION

Travel and tourism is responsible for more than 50% of Jackson Hole’s economic activity. It is an economic force. How will Jackson Hole ensure that the power of travel and tourism contributes to the health and well-being of our community and our environment without degrading it?

That was the central question the Jackson Hole Travel & Tourism Board (JHTTB) sought to answer through the Sustainable Destination Management Plan (SDMP) process.

The timing of the SDMP process was fortuitous, as the events of summer of 2021 made clear what the future would bring without a proactive, inclusive strategy to manage visitation to the greatest benefit of our economy, our residents, and our surrounding environment.

In all-too-real terms, the community felt the impacts that unmitigated visitation can inflict on the human and natural resources that are the pillars of Jackson Hole’s destination economy, with second-order effects diminishing the visitor experience and, ultimately, the quality of life for the community at large.

The timing of the SDMP combined with the obvious acute need for a strategy was the impetus behind the unprecedented interest in and participation from the Jackson Hole community. Led by George Washington University and Confluence Sustainability, and supported locally by the JHTTB and an 18-member steering committee representing a diverse array of community stakeholder groups, our community embarked on a year-long project that included 8 focus groups with more than 150 tourism leaders, 12 working sessions with 50 community stakeholders, and 4,777 resident respondents to a tourism sentiment survey, the largest resident survey in Teton County’s history.

The 75-page SDMP should be approached and viewed as a comprehensive strategic analysis of the opportunity we have before us and as a future-facing framework to achieve the balance and prosperity the Jackson Hole community seeks. It is a road map with clear directions, milestones, actions, assignments, and success metrics designed to guide the continued evolution and health of Teton County’s largest economic engine.

The following 11-page summary captures the key elements of the plan for easy accessibility and understanding. This framework allows us, as a community, to build out and act on goals, strategies, and metrics to better anticipate and respond to the dynamic nature of the tourism industry, capturing the greatest benefits for our businesses, our community, and our environment.

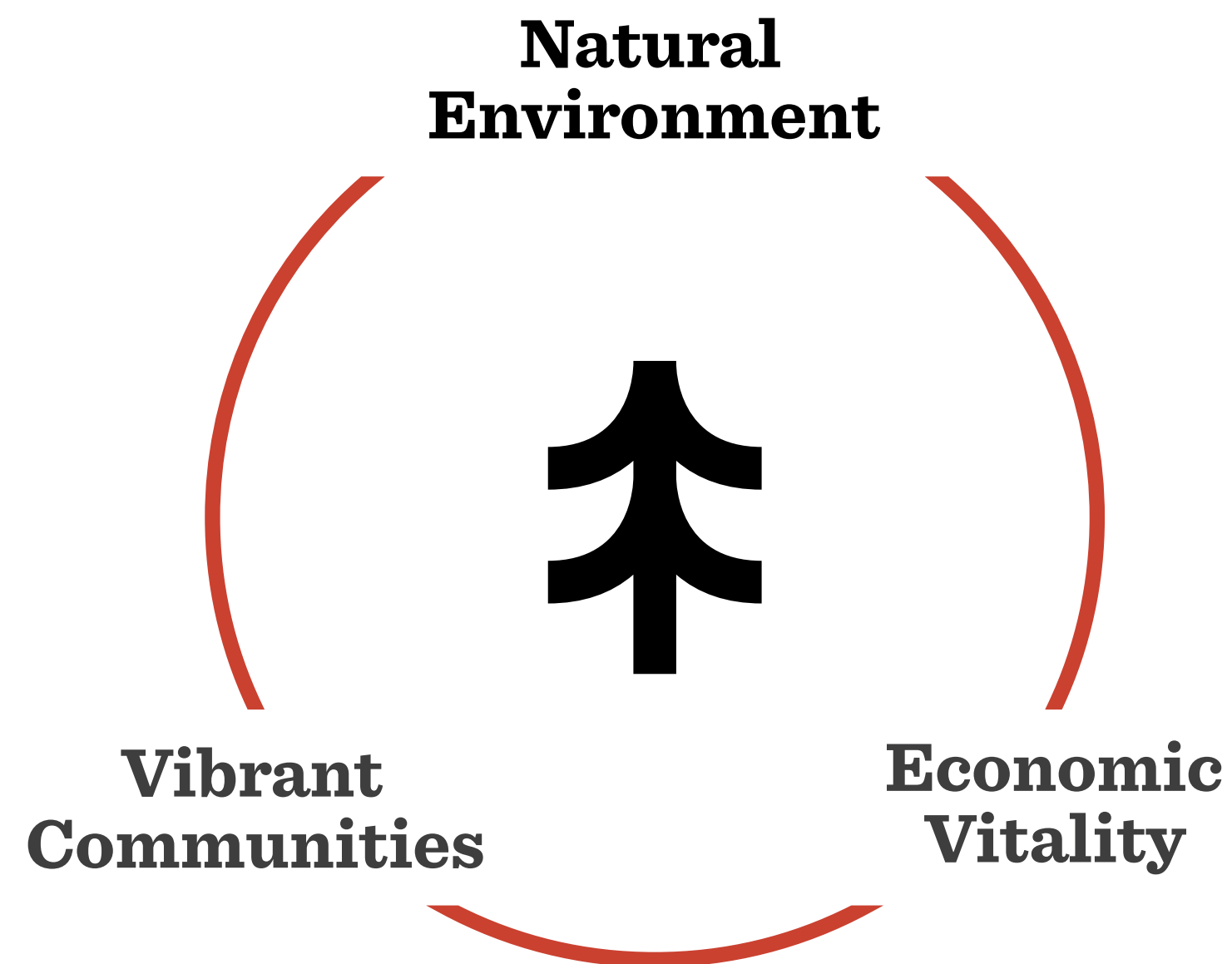
The JHTTB is proud to present the Sustainable Destination Management Plan, and we are grateful for the efforts and contributions of the Jackson Hole community. We thank George Washington University, Confluence Sustainability, the steering committee members, our partners, and the many individuals in our community who lent their time, their resources, and their thoughts to this process.

WHAT TO EXPECT

The SDMP is a five-year road map guiding Teton County toward a sustainable future. For Teton County, sustainability means balancing the aspirations and needs of community members, businesses, and visitors with the protection of the public lands that are core to the county's

heritage, culture, and economy. The purpose of the SDMP is to ensure that tourism is a positive force for people, nature, and the economy. The SDMP is the result of a year-long participatory planning process spearheaded by the JHTTB and guided by an 18-member steering committee.

To achieve true sustainability, all three sectors—environmental, economic, and social—must live in harmony with each other.



The SDMP is a 75-page framework divided into five sections: Introduction, Current Situation, Strategy, Action Plan, and Governance and Implementation Plan.

The Introduction lays the groundwork for understanding the purpose of the plan, the process and methodology that was practiced, and the levels and types of community involvement that took place. It outlines the data collection methods and how a baseline was established. This baseline was an important part of the process because, although many assumptions could have been made about tourism in Teton County, these situational analysis reports and surveys validated and deepened our understanding.

The Current Situation provides an overview of tourism in Teton County. You can read the full Situation Analysis Report by visiting visitjacksonhole.com/sdmp to better understand the foundation that the SDMP was built on.

The Strategy paints a picture of the collective vision, values, and guiding principles that shaped the SDMP. These principles were developed

based on feedback from community members during the community engagement sessions. These are your words. This is your voice.

The Action Plan is the meat of the SDMP. Here are the specific goals and implementation frameworks that have been identified for Jackson Hole. Within each of the eight goals are initiatives, objectives, priority actions, and a suggested timeline. This is our road map for how to get from where we are to where we want to be.

The Governance and Implementation Plan is where the rubber meets the road. It provides recommendations for how to turn this vision into reality.

You can read the full SDMP plus all supporting documents and reports at visitjacksonhole.com/sdmp.

PROCESS AND METHODOLOGY

The SDMP kicked off in fall of 2021 with the establishment of an 18-member steering committee consisting of representatives from key community stakeholder groups. The committee was tasked with guiding the plan development process.

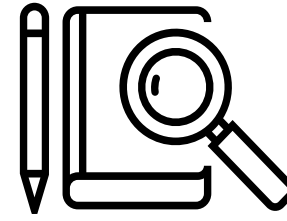
The Situation Analysis Report consolidated data, information, and insights from a wide range of sources and key stakeholder groups, including local and state governments, public land managers, elected officials, the business community, residents, immigrant communities, and the civic sector. It serves as the most comprehensive baseline assessment of tourism in Teton County to date, and is the foundation for this plan.

A Resident Sentiment Towards Tourism Survey was deployed in spring 2022 and provided a snapshot in time of our community's feelings on tourism. A total of 4,777 residents completed the survey, which provided a baseline to compare future resident sentiment. This level of response is similar to voter turnout on election day in November 2022 (4,944). Eleven percent of these respondents (525) own a local business. Of respondents who work in Teton County, 40% (1,911) indicated that they work in the tourism industry.

To view the full Situation Analysis Report and Resident Sentiment Towards Tourism Survey report, visit **visitjacksonhole.com/sdmp**.



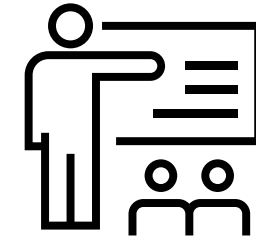
SDMP PROGRESS TIMELINE



Winter 2021

PHASE 1: INVENTORY OF EXISTING CONDITIONS

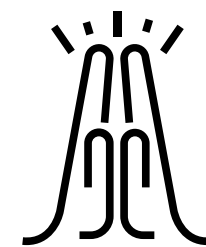
Launch Steering Committee
Develop Stakeholder Engagement Plan and Communications Strategy
Create Resident Tourism Sentiment Survey
Review Comprehensive Analysis of Existing Destination Data, Including Prior Visitor Input
Draft Situation Analysis Report



Spring 2022

PHASE 2: ON-SITE ASSESSMENT

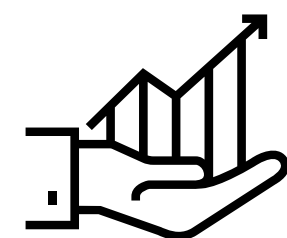
Launch Resident Tourism Sentiment Survey
Lead Community Meetings for Process Introduction and Initial Feedback Collection
Host 1:1 Interviews and Focus Groups With Elected Officials, Land Managers, Business and Civic Leaders
Validate Situation Analysis Report



Summer 2022

PHASE 3: PARTICIPATORY VISIONING AND PLANNING

Lead In-Person Community Visioning and Planning Workshops
Host Stakeholder Focus Groups
Share Workshop Outcomes Report
Develop SDMP Initiatives With Stakeholder Groups



Fall-Winter 2022

PHASE 4: PLAN DEVELOPMENT AND VALIDATION

Draft SDMP
Publication of the Resident Survey Research
Present Key Stakeholder Findings
Share Final SDMP and Other Research Outcomes
Confirm Research and Implementation Toolkit



Winter-Spring 2023

PHASE 5: PLAN LAUNCH

Launch the SDMP to Shape the Future of Tourism

VISION AND PILLARS

The community identified five pillars as the most significant in terms of building and maintaining a happy community and healthy economy. As the community begins adopting the framework and implementing the goals outlined, we may discover additional KPIs, partners, or outcomes that should be added. The SDMP is a living document that we can continue to add to and amend as Jackson Hole evolves. Engagement and feedback were key to the SDMP's design and will continue to drive future goals.

Community Vision

Teton County, Wyoming, is a leader in balancing the needs and aspirations of community members, businesses, and visitors by actively integrating the viability of the tourism economy with the regeneration of the Greater Yellowstone ecosystem and enhancement of quality of life.

01 Our Natural Environment

02 Quality of the Economy and Work

03 Quality of Life

04 Quality of Visitor Experience

05 Foundations of Success

01 OUR NATURAL ENVIRONMENT

Outcome 1

The wildlife, waters, wildlands, and ecological processes integral to what makes the Greater Yellowstone ecosystem globally significant are protected and continue to thrive. Climate change risk factors are monitored and reduced. Waste reduction, water quality, and other key environmental indicators and commitments are fully resourced.

Key Performance Indicators

- Establishment of a formal carbon-neutrality goal in Teton County and carbon emission reduction targets aligned with the Town of Jackson and neighboring public land agencies.
- Measurement scope 1, 2, and 3 emissions for the tourism industry and reduction in carbon emissions to meet short-term targets and carbon-neutrality goals.
- A working group within the Teton Climate Action Partnership consisting of tourism-climate stakeholders that meets regularly and secures funds for tourism-climate projects.
- Teton County zero-waste diversion goal by 2030.
- Preservation and enhancement of surface water and groundwater quality.
- Collaboration among all public, private, and civic stakeholders across jurisdictional boundaries to advance the shared goal of preserving and restoring the habitats, species, and ecological processes of the Greater Yellowstone ecosystem.

02 QUALITY OF THE ECONOMY AND WORK

Outcome 2

Responsible and sustainable growth management in tourism results in long-term prosperity for tourism and other local industries. Tourism businesses support a stable, diverse, and thriving workforce.

Key Performance Indicators

- Number of businesses that participate in sustainability/triple-bottom-line programs and pursue third-party certification.
- Percentage of tourism businesses experiencing service interruptions and other operational disruptions year over year.
- Employment statistics for the tourism industry.
- Employee retention rates.
- Employee turnover rates.
- Average wages for key occupations in the tourism industry.
- Number of sustainable workforce programs that support the needs of the tourism workforce.

03 QUALITY OF LIFE

Outcome 3

More mobility hubs, transit options, and pathways have led to reduced single occupancy vehicle traffic and congestion. Quality year-round jobs are readily available. Affordable and attainable workforce housing is available within Teton County to reduce commuting. Equitable access to health and human services. Harmony has increased among historically adversarial groups.

Key Performance Indicators

- Improvement in community sentiment toward tourism per resident and tourism stakeholder surveys.
- Improvement in community stakeholders with the balance of resident needs and visitor expectations.
- Minimum of 65% of workforce is able to live in Teton County.
- Per capita reduction in vehicle miles traveled in Jackson Hole: 525 million by 2024, ≤560 million by 2035.
- Increased START transit ridership: >1.8 million by 2024, ≥3.6 million by 2035.
- Increased active transportation mode share (e.g., bikes and boots): ≥18% by 2024, ≥20% by 2035.

04 QUALITY OF VISITOR EXPERIENCE

Outcome 2

Education campaigns encourage residents to lead by example and visitors to be more responsible and respectful. Destination management, collaboration, seasonal visitor dispersal, and product diversification ease strains and resulted in a warmer welcome for diverse visitors.

Key Performance Indicators

- Development and implementation of a collaborative visitor management strategy (focused beyond public lands).
- Mitigation of negative visitor impacts on local quality of life, quality of work, and quality of environment.
- Highly positive visitor satisfaction trends and addressing of persistent issues related to cost of destination and value for money.
- Seamless mobility and management of visitor flows through all jurisdictions of Teton County.

05 FOUNDATIONS OF SUCCESS

Outcome 3

A permanent tourism governance structure facilitates ongoing collaboration among greater Teton area stakeholders across all communities and lands, and it continuously relies on data to monitor tourism’s effects as well as publicly reports findings. Confidence and trust in participatory planning makes it possible to integrate all community voices and contributions in the collaborative management of tourism and stewardship of all Teton County lands.

Key Performance Indicators

- Increased volume of educational communication impressions that reach the community (residents and tourism stakeholders).
- Certification as a globally recognized sustainable destination.
- Improved coordination and collaboration across all jurisdictions (public lands, Jackson, Teton County) and all communities (private sector, public sector, civic sector, and the wider community).
- Regular communication by the destination management structures communicate regularly with the private sector, public sector, civic sector, and the wider community to manage change and expectations about destination management outcomes.
- High level of buy-in for the SDMP from the private sector, public sector, civic sector, and the wider community.



SDMP COMMUNITY VALUES

These values were shaped by the Jackson Hole community and validated by your peers during community workshops throughout 2022. They are integral to the plan and its implementation, and are embedded in all elements of the SDMP.



01

Environmental and Economic Stewardship

We recognize that our economic future depends on the protection of our natural environment—wildlife, waters, wildlands, and ecological processes—and believe that environmental and economic sustainability go hand-in-hand.

02

Managed Growth

We understand that seasonal visitation management is a key to sustainability and quality of life of our communities.

03

Quality of Life for All

We know that for Teton County to be sustainable, it must address community infrastructure, housing, and transportation challenges.

04

Education and Engagement

We know that communication of our history, challenges, values, and goals is critical to shaping visitor and resident attitudes and behaviors.

05

Accessibility and Inclusion

We welcome everyone who shares our respect and admiration for Teton County.

06

Collaboration and Harmony

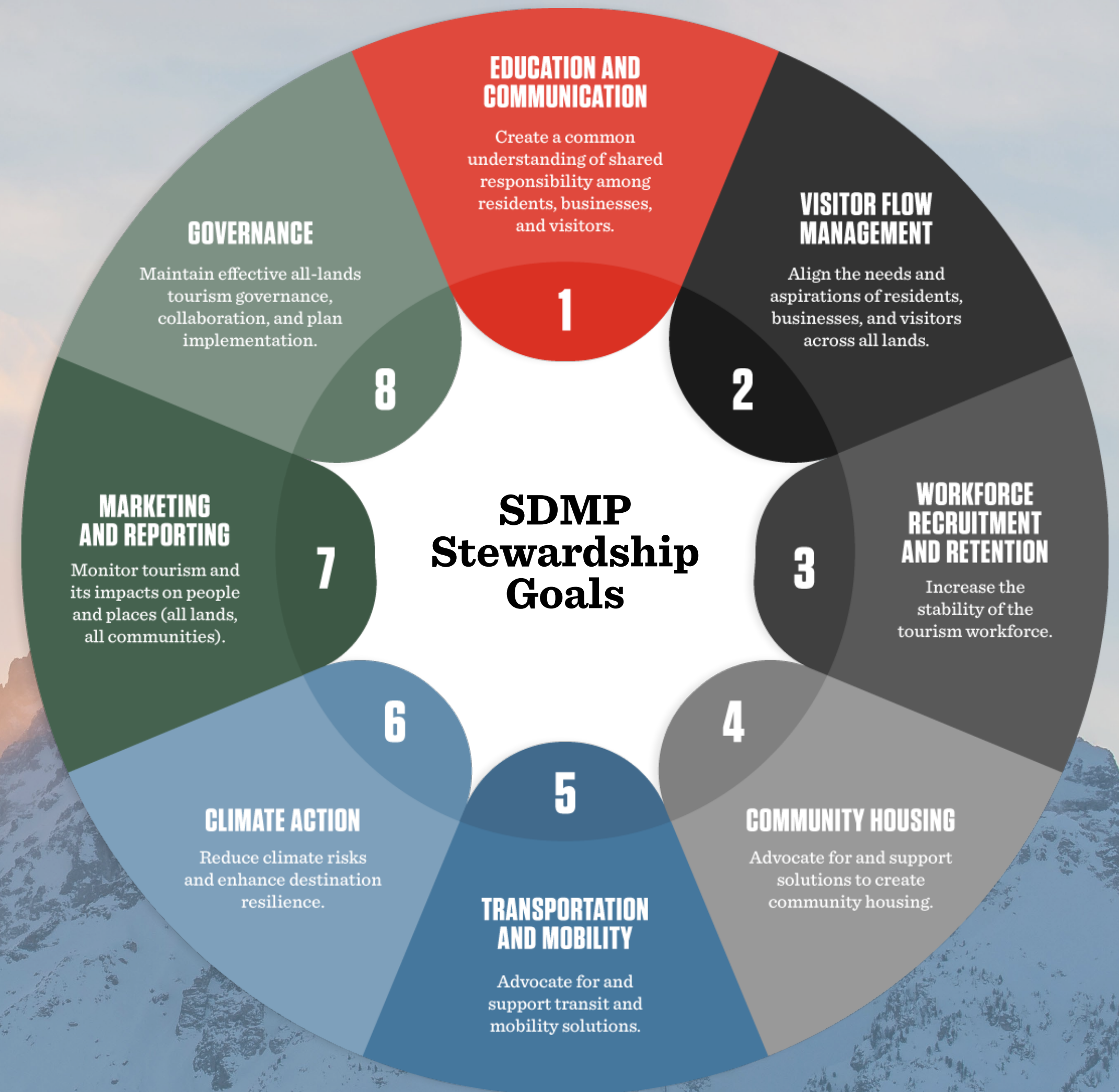
We understand that sustainability begins with community agreement on a plan for the future.

STEWARDSHIP GOALS

The SDMP is a community plan, and its successful implementation requires involvement and leadership by all stakeholder groups—the public sector (town, county, state), businesses, public land managers, the civic sector, and community members.

Together, Teton County stakeholders have the opportunity to rethink how the visitor economy works and to deliver social, cultural, economic, and environmental benefits through tourism while providing exceptional visitor experiences.

The SDMP framework includes a five-year implementation schedule for strategic initiatives and a more detailed work plan of priority actions. Collective action is the backbone of the SDMP, and a phased approach to implementation is outlined beginning on page 60 of the plan.



SUPPORTING INITIATIVES



1: Education and Communication



Create a common understanding of shared responsibility among residents, businesses, and visitors.

- Maintain community programs in tourism.
- Expand existing programs that promote sustainable operating practices.
- Devise a visitor education strategy that influences responsible behavior at the destination.

2: Visitor Flow Management



Align the needs and aspirations of residents, businesses, and visitors across all lands.

- Establish a visitor management action team.
- Establish community-defined acceptable thresholds for change.
- Develop a collaborative visitor management strategy to manage spaces and mitigate impact across all lands.

3: Workforce Recruitment and Retention



Increase the stability of the tourism workforce.

- Build a robust and diverse tourism workforce pipeline.
- Improve recruitment and retention of the workforce.
- Prioritize workforce development.

4: Community Housing



Advocate for and support solutions to create community housing.

- Advocate for funds to develop workforce housing.
- Advocate for and expand incentives and resources to allocate land and repurpose infrastructure for housing.
- Incentivize employers to provide seasonal and year-round housing.

5: Transportation and Mobility



Advocate for and support transit and mobility solutions.

- Support expansion of affordable public transit around mobility hubs.
- Support development of transit planning applications (mobility app) and broader integration with advanced trip planning.
- Support evaluation and potential resourcing of public transit to the airport, Grand Teton National Park, and key attractions.

6: Climate Action



Reduce climate risks and enhance destination resilience.

- Demonstrate Teton County's leadership in reducing tourism's carbon footprint.
- Establish science-based reduction targets for the tourism economy aligned with net-zero climate goals.
- Educate visitors and residents about carbon emissions and create actionable opportunities to collectively reduce their carbon footprint.
- Guide, support, and incentivize tourism businesses to reduce their carbon footprint.

7: Marketing and Reporting



Monitor tourism and its impacts on people and places (all lands, all communities).

- Establish an accessible and regularly updated destination data bank.
- Publish an annual indicator report.

8: Governance



Maintain effective all-lands tourism governance, collaboration, and plan implementation.

- Establish an interim destination stewardship council to guide SDMP implementation in the near term.
- Establish a permanent governance structure for destination management and SDMP implementation.
- Raise awareness and understanding of the plan among all key stakeholder groups.



IMPLEMENTATION AND SHARED RESPONSIBILITY

The core purpose of the SDMP is to recognize and realize the full value of tourism by ensuring that tourism is a positive force for people, nature, and the economy. The ultimate aim is to create lasting, net-positive impacts. It is designed as a framework that will evolve over time to provide strategies and measure success to guide tourism management and its impacts on our community.

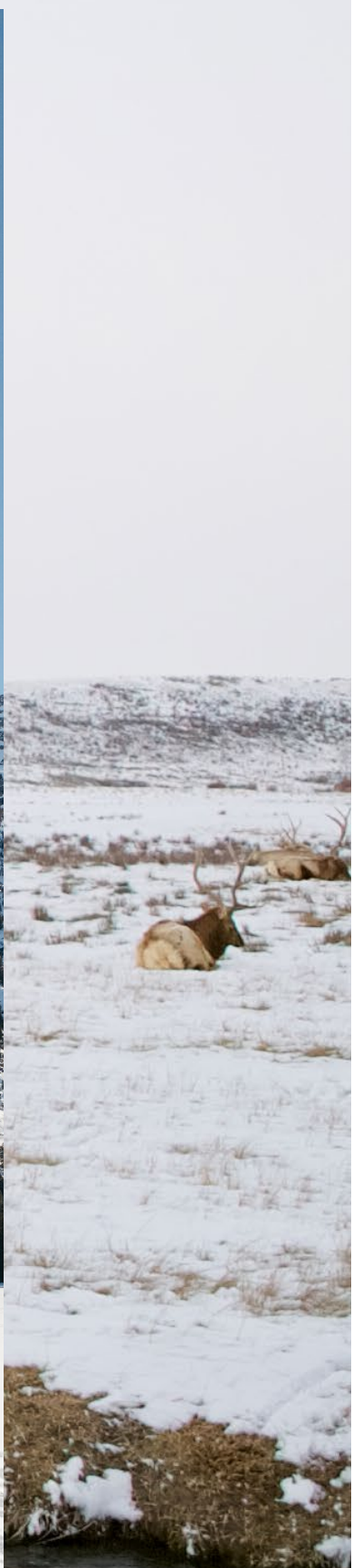
However, the stewardship of all lands requires an all-hands approach. Page 61 of the SDMP outlines 18 implementation priorities alongside the key implementation organization for year 1. Appendix A, beginning on page 64, presents year 2 and year 3 priority actions.

The JHTTB is committed to utilizing the SDMP as a strategic framework from which to guide the actions and decision-making surrounding tourism marketing and management into the

future. A destination stewardship council will be formed by the end of Q1 2023 to continue the momentum behind SDMP implementation.

The JHTTB may be in a position to fund projects, events, or initiatives that fall within the Wyoming Statutes, which determine what can and cannot be funded through the lodging tax. However, full implementation and full funding of initiatives will require cross-sectional and collaborative approaches and leadership spearheaded by many of the partners suggested in the framework of the SDMP.

The JHTTB believes that Teton County, WY can balance the needs and aspirations of its community members, businesses, and visitors while both protecting and celebrating its natural and cultural riches.



FOR MORE DETAILS

View the full SDMP at visitjacksonhole.com/sdmp.

DISCOVER MORE



**JACKSON
HOLE** Travel
& Tourism
Board

TETON COUNTY
Sustainable Destination
Management Plan
2022-2027

PREPARED BY

International Institute
of Tourism Studies

THE GEORGE WASHINGTON UNIVERSITY

confluence
SUSTAINABILITY



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Foreward

We gratefully acknowledge the Native peoples—including the Shoshone-Bannock, Blackfeet, Crow, Confederated Salish and Kootenai, Gros Ventre, and Nez Perce nations—on whose ancestral homelands Teton County was created, and the diverse communities who make their home near Teton County today.

Welcome to the Sustainable Tourism Management Plan for Jackson Hole and Teton County, among the best-loved places to live in the United States and the best-loved travel destinations in the world.

We are so proud to call this place home. Teton County offers everything—not just incomparable beauty but also a strong economy, a vibrant culture, recreation, education, adventure, and creativity. Our public lands are among our nation's most significant natural treasures. The global popularity of Teton County's public lands keeps our economy humming. Our historic dedication to conservation protects our ecosystem. Our diverse and involved citizenry helps our community thrive.

Impacts that have accompanied our vast popularity and opportunity have made some residents question the value of tourism, even as they acknowledge that it is the lifeblood of Teton County's economy.

We have listened carefully to those resident concerns and the concerns of all stakeholder groups, and have responded with an all-lands, all-communities plan for sustainability.

In late 2021 we began looking at past and present circumstances to understand and determine the best steps forward as a united community. Since then, we have methodically completed every aspect of successful sustainable destination management planning, and that planning has been participatory at every step.

Thank you to the thousands who engaged in the plan's development: residents, elected and appointed officials, business owners, land managers, and nonprofit leaders. We listened and identified what mattered the most to each of you, and we were able to map out your perspectives and identify where strengths and concerns aligned and resonated.

The Jackson Hole Sustainable Destination Management Plan has taken time, thought, discussion, patience, and commitment from many parties working together across all lands and all communities, accumulating trust, dedicating resources, and sharing responsibility for the plan's development. Now we must bring that same dedication to carrying out the plan and monitoring the results.

The foundation is laid. The construction of Teton County's proud future begins now. Please stay involved.

The Jackson Hole Travel and Tourism Board



Acknowledgments

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Adoption
 December 2022



Executive Summary

The Sustainable Destination Management Plan (SDMP) is a five-year roadmap guiding Teton County toward a sustainable future. For Teton County, sustainability means balancing the aspirations and needs of community members, businesses, and visitors with protection of the public lands that are core to the county's heritage, culture, and economy. The purpose of the SDMP is not to grow visitation numbers but rather to ensure that tourism is a positive force for people, for nature, and for the economy.

The SDMP is the result of a year-long participatory planning process spearheaded by the Jackson Hole Travel and Tourism Board (JHTTB) and guided by an 18-member Steering Committee. The process involved thousands of residents, community leaders, and tourism leaders in developing a shared vision for the future of tourism in the Tetons. The robust community engagement process has ensured that the values and vision of local communities are strongly represented in the SDMP.

COMMUNITY VISION

Teton County, Wyoming is a leader in balancing the needs and aspirations of community members, businesses, and visitors by actively integrating the viability of the tourism economy with the regeneration of the Greater Yellowstone Ecosystem and enhancement of community quality of life.



The SDMP supports the following community values:

Environmental and Economic Stewardship:

We recognize that our economic future depends on the protection of our natural environment—wildlife, waters, wildlands, and ecological processes—and believe that environmental and economic sustainability go hand-in-hand.

Managed Growth:

We understand that seasonal visitation management is a key to sustainability and quality of life of our communities.

Quality of Life for All:

We know that for Teton County to be sustainable it must address community infrastructure, housing, and transportation challenges.

Education & Engagement:

We know that communication of our history, challenges, values, and goals is critical to shaping visitor and resident attitudes and behaviors.

Accessibility and Inclusion:

We welcome everyone who shares our respect and admiration for Teton County.

Collaboration and Harmony:

We understand that sustainability begins with community agreement on a plan for the future.

These SDMP values are aligned with the pillars of the long-range vision in the Teton County Comprehensive Plan, which focus on ecosystem stewardship, growth management, and quality of life.

Teton County enjoys a well-deserved reputation as a world-class tourism destination, but its success has created challenges for local community members, infrastructure and services, governments, businesses, and even the natural resources and wildlife at the center of its tourism industry. The destination has been dealing with fluctuating visitation in recent years, a high cost of living driven mainly by limited affordable and attainable housing, and persistent workforce shortages. These interrelated challenges are discussed in depth in the SDMP Situation Analysis Report (presented separately), which is the foundation upon which this plan is built.

The complexity of these challenges requires coordinated management of all aspects of the destination. Operationally, this means a collaborative all-lands, all-communities approach to management. This is the best path toward a sustainable tourism industry. Without a collaborative management approach, strains can undermine the ecological integrity of public lands, the quality of life for residents, and the overall visitor experience.

The SDMP guides Teton County on a journey toward sustainable tourism by focusing collaborative efforts around eight stewardship goals and 25 strategic initiatives to fulfill each goal. The stewardship goals are outlined on the following page.



The stewardship goals and strategic initiatives were developed over several months through a series of community engagement sessions including focus groups, workshops, work sessions, and one-on-one interviews.

The SDMP is a community plan, and its successful implementation will require involvement and leadership by all stakeholder groups—the public sector (town, county, state), businesses, public land managers, the civic sector, and community members. The plan outlines options and key considerations for an interim destination stewardship council and long-term tourism governance structure needed to support a collaborative all-lands, all-communities approach to management. Together, Teton County stakeholders have the opportunity to rethink how the visitor economy works and to deliver social, cultural, economic, and environmental benefits through tourism while providing exceptional visitor experiences.

The SDMP framework includes a five-year implementation schedule for strategic initiatives and a more detailed work plan of priority actions for the first three years.

Recommendations for year one include establishing a destination stewardship council that will serve as an interim structure for SDMP implementation. The destination stewardship council will sustain momentum and serve as a bridge to a permanent destination management and marketing organization. The destination stewardship council will tackle a few quick win priority actions during year one guided by the specific recommendations outlined in this framework.

The framework proposes key performance indicators (KPIs) to measure the success of the SDMP across all stewardship goals. Public progress reports on SDMP implementation will be critical to build and maintain trust among stakeholders.

Priority actions for year one are outlined below.

Priority Actions		Q1	Q2	Q3	Q4
	8.1.1 Design network structure and scope of work for the destination stewardship council which will serve as an interim structure for SDMP implementation.				
	8.1.2 Form a destination stewardship council that builds on the existing SDMP Steering Committee.				
	8.3.2 Present SDMP to County Commissioners and Town Council Members and seek formal adoption of SDMP from County Commissioners and Town Council.				
	8.3.1 Implement a comprehensive SDMP launch campaign that engages tourism businesses, public-sector agencies, the NGO community, and the wider community.				
	8.1.3 Destination stewardship council defines year one SDMP quick-wins and guides implementation of priority actions. Action teams will need to be formed to oversee implementation of quick-win projects. Some quick-win projects could include:				
	1.3.3 Develop a “How to JH” guide that outlines “know before you go” trip planning, principles of responsible recreation and environmental stewardship, respectful interactions with the community including frontline workers, and general local etiquette and tips.				
	3.1.1 Create industry-level workforce pipeline development programs.				
	3.1.3 Advocate for immigration reform that enables the recruitment of immigrant and international workers.				
	5.2.1 Support the first generation of a transit application being developed by START.				
	5.3.1 Tourism representatives (representation from the JHCC and/or the destination stewardship council) monitor and participate as appropriate in the transit feasibility study commencing in late 2022 with JH Airport, Teton County, START, Grand Teton National Park, Wyoming Department of Transportation, and others.				
	2.1.1 Establish visitor management action team. First step will involve determining which sectors, organizations, and community stakeholders need to be represented on the action team and identify at least one representative from each group to participate in regularly scheduled meetings.				
	2.1.2 Coordinate initial meeting(s) to define the scope of the action team and collective agreements (e.g., governance, process agreement, and public engagement protocols) to sustainably manage visitor movement across all lands and on behalf of all communities.				
	6.1.2 Support the development and implementation of the Jackson/Teton Climate Action Roadmap.				
	1.1.3 Maintain the recently launched community engagement platform on tourism via Engage Teton County, developing this site as a hub for information releases.				
	1.3.1 Establish a Responsible Visitor Education Taskforce of tourism stakeholders that will meet quarterly to oversee education programs and outreach campaigns and ensure education is integrated into destination marketing efforts targeting the community as well as tourists.				
	1.3.2 Develop content distribution strategies to ensure consistency and continuity of responsible visitor messaging and campaigns among frontline stakeholder groups, and use platforms that reach visitors throughout their experience (at the planning stage, pre-arrival, and while in the destination).				
	8.2.2 Build capability and capacity of the JHTTB to oversee the change management process, including the interim and permanent governance structures.				
	8.2.1 Design and implement a comprehensive change management process to establish a permanent destination management and marketing organization.				

Few destinations are better positioned to address the strain of sustained tourism growth than Teton County. The county's many strengths and the significant public lands that form part of the Greater Yellowstone Ecosystem and fall within its boundaries provide ample leverage against key weaknesses and current and future threats. This is not to say that all of the weaknesses will be easily overcome or that the threats are not serious, but a sustainable future is within Teton

County's grasp. There is one catch: The leadership stakeholders of Teton County have to see sustainable destination management as an understanding of the big picture that includes everyone with a stake in the outcomes. Teton County leadership stakeholders have to commit to working together and to respecting the perceptions and needs of all of the other stakeholders—businesses, community members, workers, land managers, governments, NGOs, and visitors.



1. Introduction

This section of the SDMP describes the purpose of the plan, the overarching sustainable destination management approach, our process and methodology, and the plan framework.



Purpose of the Plan

Teton County enjoys a well-deserved reputation as a world-class tourism destination, but its success has created challenges for local residents, infrastructure and services, governments, businesses, and even the natural resources and wildlife at the center of its tourism industry. The destination is dealing with a wide range of interrelated challenges: fluctuating visitation in recent years, a high cost of living driven mainly by limited affordable and attainable housing, and persistent workforce shortages, among others.

The SDMP is a plan for sustainable tourism. This plan examines all the ways tourism is affecting the area—positively and negatively—and uses intentional design to support benefits and reduce or eliminate negative impacts. The SDMP responds to the most significant tourism-related challenges ahead for Teton County with holistic priority actions.

The core purpose of this plan is to recognize and realize the full value of tourism by ensuring that tourism is a positive force for people, for nature, and for the economy. The ultimate aim is to create lasting, net-positive impact.

The SDMP has found agreement in shared goals and strategic initiatives that lead to a well-managed, sustainable, prosperous destination. It is designed as a framework that will evolve over time to guide the community in their stewardship of all lands.

Sustainable Destination Management Approach

Community feedback appears to favor a new approach to tourism in Teton County. Most respondents of the 2022 resident sentiment toward tourism survey said that tourism development is occurring too fast (85%), that they feel unheard (84%), and that they support planning and controls (90%). The business community also supports a greater focus on sustainable and responsible tourism and destination management. A 2021 JHTTB poll of Jackson Hole Chamber of Commerce (JHCC) members found that two-thirds wanted the Jackson Hole Travel and Tourism Board to focus on sustainable destination management: 54% of respondents preferred that the JHTTB focus 80% on sustainable destination management and 20% on driving demand through tourism promotion, and 12% of respondents preferred a 60/40 destination management and tourism promotion split. A similar shift in paradigm is occurring in iconic destinations around the world.

The SDMP is therefore built upon the foundations of destination management. The United Nations World Tourism Organization (UNWTO) states that destination management “consists of the coordinated management of all the elements that make up a tourism destination. Destination management takes a strategic approach to link-up these sometimes very separate elements for the better management of the destination.”¹

Destination management focuses on the place as it is shaped by the people that live there and as it evolves over time. This approach recognizes that great destinations are great places to live, work, and visit, and strives to balance the needs and expectations of visitors with those of local residents, businesses, and the environment. Destination management includes the planning, development, marketing, and monitoring of a destination as well as how it is managed physically, operationally, and financially. It requires cooperation and coordination among tourism and community organizations working toward a shared vision and goals. Destination management ensures the long-term sustainability and competitiveness of a destination.

While there has been some management of public lands and growth management at the county level, as outlined in the Jackson/Teton County Comprehensive Plan, the complexity of tourism-related challenges requires a collaborative approach to planning and management. The SDMP embraces an all-lands, all-stakeholders approach.

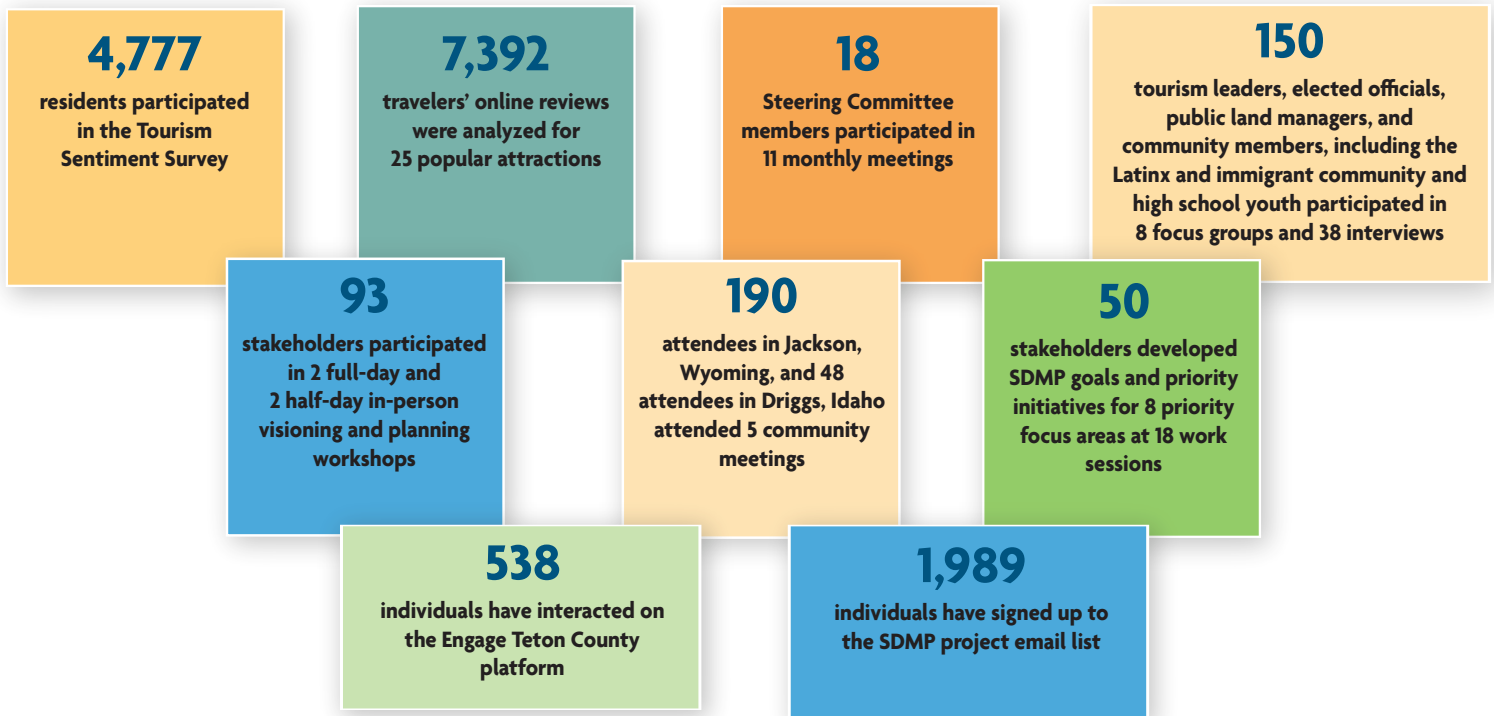
WHOLE-OF-DESTINATION ALL LANDS, ALL STAKEHOLDERS APPROACH



Community Involvement

This plan was created for and with the community. Thousands of people gave generously of their time.

How the Community Shaped the Plan:



Process and Methodology

The SDMP project kicked off in fall of 2021 with the establishment of an 18-member Steering Committee consisting of representatives from all key stakeholder groups and tasked with guiding the plan development process.

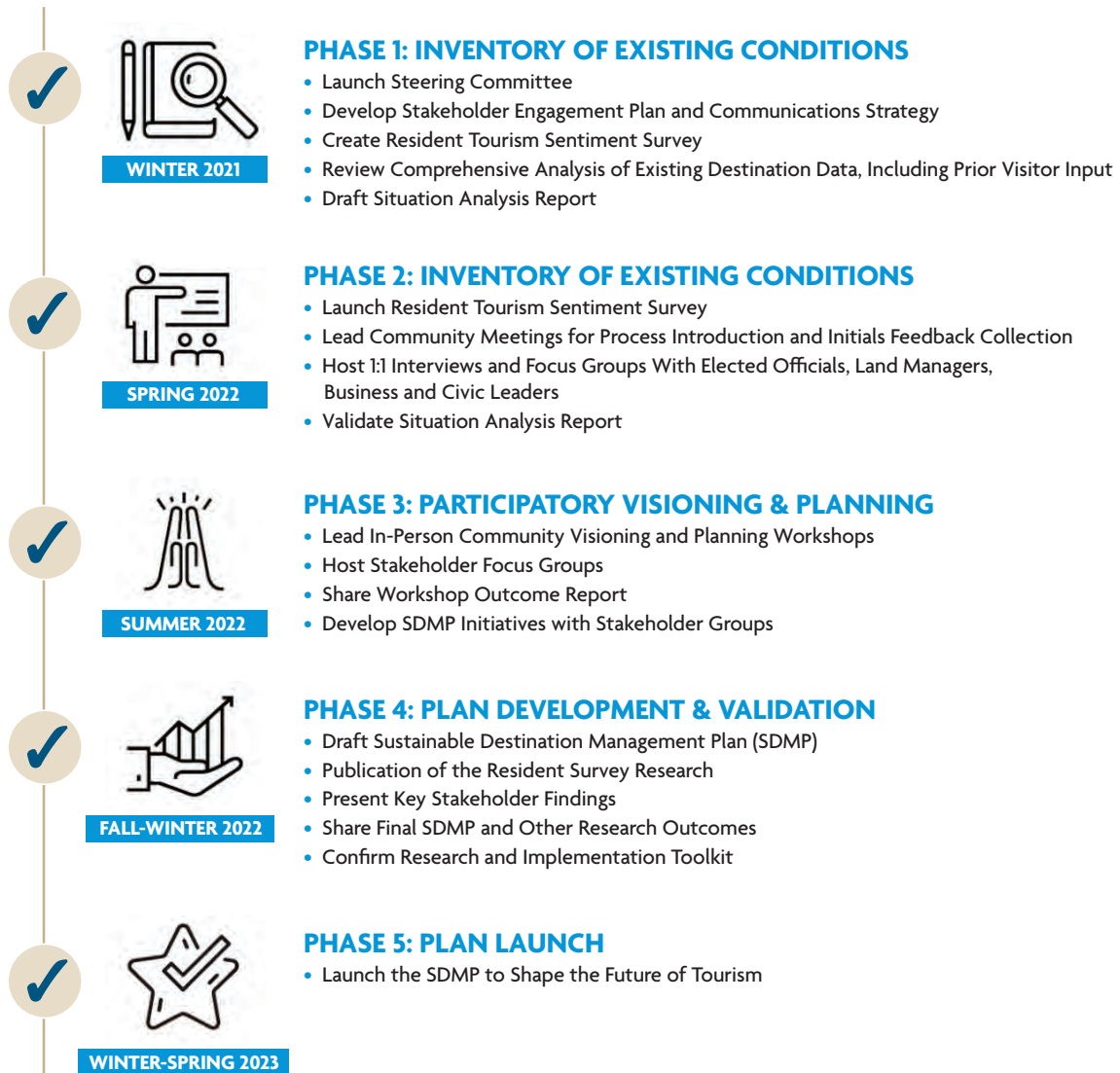
A comprehensive review of the current situation was the first step in composing a whole picture of how tourism interacts with Teton County and the people who live there. The economic, social, and environmental impacts of tourism were assessed to shed light on key pillars of sustainable tourism. The areas of assessment are described below.

- **Quality of economy and work:** tourism demand trends, economic contributions of tourism, implications of sustained tourism demand
- **Quality of life:** resident sentiment toward tourism
- **Quality of visitor experience:** inventory of tourism products and providers, visitor satisfaction
- **Natural environment:** impacts of tourism on public lands, impacts of a changing climate on public lands and the destination and natural resource protection and conservation
- **Enabling environment for sustainable tourism:** tourism governance, existing sustainability efforts, institutional capacity of tourism stakeholders for collaborative stewardship of the destination

The Situation Analysis Report (SAR) consolidates data, information, and insights from a wide range of sources and key stakeholder groups—local and state government, public land managers, elected officials, business community, residents, immigrant communities, and the civic sector. It serves as the most comprehensive baseline assessment to date of tourism in Teton County. It's also a useful reference document for research and can be used to inform decision-making. Visit visitjacksonhole.com/sdmp to access this report.

A total of 110 tourism stakeholders, residents, and elected officials helped to validate the main findings of the Situation Analysis in March 2022. The SDMP Steering Committee also reviewed the draft SAR and provided comprehensive feedback.

A survey designed to gauge resident sentiment toward tourism was deployed in Spring 2022. A total of 4,777 residents completed the survey. This level of response is similar to the voter turnout on election day in November 2022 (4,944).² Eleven percent of these respondents (396) own a local business. Of respondents who work in Teton County, 40% (942) indicated that they work in the tourism industry. The resident survey findings report is available at visitjacksonhole.com/sdmp.



To understand visitor feedback and sentiment about tourism attractions, 7,392 Tripadvisor online reviews were analyzed for 25 popular attractions located at least partially within Teton County, Wyoming. Destination managers can use analyses of online travel reviews to inform decision-making about improvements of attractions, amenities, and experiences to meet visitor needs and expectations. The full report is available at visitjacksonhole.com/sdmp.

The additional research helped to fill gaps in available information and present a snapshot of the county's current situation. Taken together, the SAR, the analysis of resident sentiment, and the analysis of visitor feedback create a holistic perspective that is essential for future planning.

The insights distilled in the SAR and research projects were then used to map the issue areas that matter the most to each stakeholder

group—tourism stakeholders, residents, and visitors. The aim of this step was to find common ground among stakeholders and to ensure that every stakeholder group had an equal opportunity to shape the scope of the SDMP. The SDMP aims to deliberately build a sustainable Teton County that balances all stakeholder concerns.

Eight main focus areas were identified as most important to address in the SDMP. These focus areas were presented to and discussed with 225 tourism stakeholders and residents during vision and planning workshops, focus groups, and community meetings held in June 2022. At these meetings, the community validated the main issue areas and brainstormed initial solutions for addressing them.

The SAR, resident survey, analysis of online travel reviews, and outcomes of stakeholder consultations serve as the foundation of the SDMP.

Plan Framework

The SDMP provides a strategic medium-term community vision and framework for the future of tourism in the Tetons. The main components of the strategic framework are described below.

VISION STATEMENT | PAGE 18

The aspirational vision for tourism in the Tetons for 2027 was crafted with input from the resident sentiment survey and representatives of all stakeholder groups that attended workshops, focus groups, and community meetings.

VALUES | PAGE 18

Values provide the moral and ethical anchor for the SDMP. They represent community-defined convictions and priorities that guide SDMP goals and activities.

GUIDING PRINCIPLES | PAGE 18

Principles guide decision-making associated with the implementation of the strategy. Principles help keep the strategy alive and agile. Stakeholders will need shared commitments to the values and guiding principles.

FOCUS AREAS | PAGE 19

The plan identifies eight interrelated focus areas representing the tourism-related challenges identified as most important by tourism stakeholders from the public sector, private sector, and civic sector as well as residents and visitors. Understanding the linkages among the focus areas will result in more effective decision-making about plan implementation. Each focus area has a corresponding stewardship goal.

STEWARDSHIP GOALS | PAGE 19-20

Stewardship goals define the broad objectives or targets that stakeholders will need to plan and commit to achieving. Several stewardship goals are focused on the intersection of tourism with broader challenges such as workforce housing.

EXPECTED OUTCOMES | PAGE 21

Outcomes statements make the goals more concrete.

STRATEGIC INITIATIVES | PAGES 25-57

A collection of 25 short- and medium-term projects were carefully defined and designed with stakeholders. Strategic initiatives will close the gap between the current and future state and achieve the SDMP goals and vision.

PRIORITY ACTIONS | PAGES 25-57

Priority actions identify the main areas of work for each strategic initiative.

KEY PERFORMANCE INDICATORS | PAGES 25-57

KPIs are indicators that define what success looks like for each strategic initiative and measure the results of each strategic initiative.

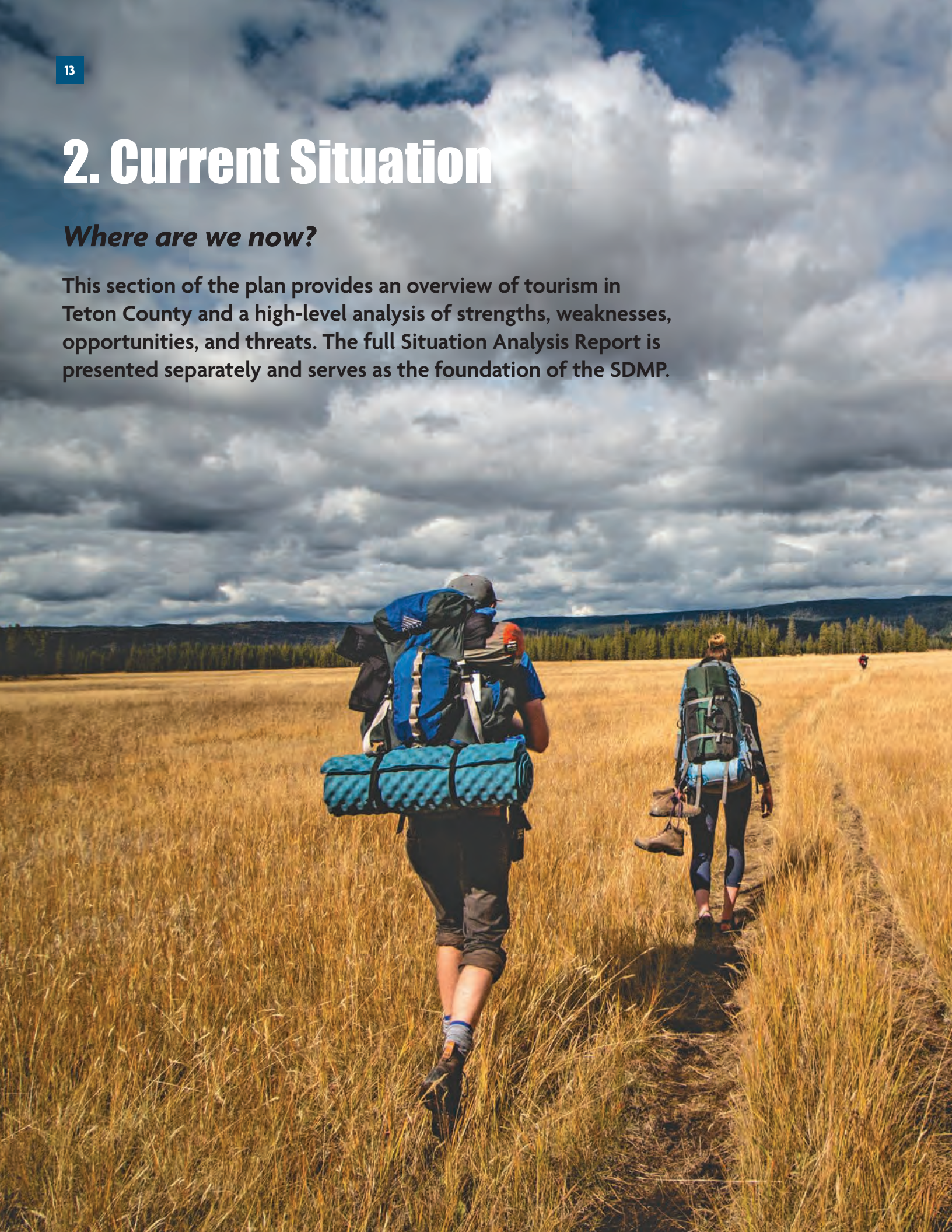
GOVERNANCE AND IMPLEMENTATION | PAGE 58-63

The governance and implementation recommendations create a foundation for SDMP success. As a community plan, the SDMP is a framework that will need to adapt and evolve to the ever-changing landscape.

2. Current Situation

Where are we now?

This section of the plan provides an overview of tourism in Teton County and a high-level analysis of strengths, weaknesses, opportunities, and threats. The full Situation Analysis Report is presented separately and serves as the foundation of the SDMP.



Background

Jackson Hole³ is an iconic destination within the Greater Yellowstone Ecosystem, the largest intact ecosystem in the lower 48 states of the U.S., and serves as the gateway to Grand Teton National Park (GRTE) and Yellowstone (YELL), two of the most popular national parks in the country. The county is also home to three ski resorts, two national forests, a wildlife refuge, and one charismatic town named Jackson.

The vast majority (97.15%) of Teton County's 2.7 million acres are public lands. The remaining 2.85% of the county is equally divided between developed land, undeveloped land, and conservation easements.⁴ Teton County's public lands have attracted residents and visitors who cherish the wildlife, natural beauty, and year-round world-class outdoor recreation. Residents and visitors benefit from having access to millions of acres of exceptional public lands, which are managed and protected through federal and philanthropic funding. Visitor survey data confirms that the GRTE is the number one reason people visit Teton County in the summer; skiing at resorts in the Bridger-Teton and Caribou-Targhee National Forests is the number one reason for visiting in the winter. These national treasures are the core of Teton County's heritage, culture, and economy.

Teton County's world-famous attractions and natural beauty bring in millions of visitors every year. Pre-pandemic overnight stays in Teton County increased steadily by 2% per year, with growth predominantly

driven by increased visitation during shoulder seasons. More than 2.6 million people visit Teton County every year.⁵ This figure includes overnight and day visitors. In 2019, there were nearly 1.9 million estimated overnight visitors.⁶

The COVID-19 pandemic affected visitation in 2020 and 2021. It caused a dip in tourism activity in 2020; however, while the estimated number of overnight visitors in 2021 was still below 2019 numbers,⁷ other tourism indicators broke records. For example, occupancy rates for hotels, lodges, campsites, and short-term rentals have always been high during the midsummer peak season, but occupancy rates in 2021 were high as early as May, moving up the start of the summer season. Cell phone data use in Jackson in midsummer 2021 was the highest ever recorded. The data revealed a peak of 60,000 visitors in early July—far greater than any other time in the last five years.⁸ The Jackson Hole Airport also set a new record for enplanements in 2021, at 508,838.⁹ Yellowstone National Park reported that visitation levels in 2021 were comparable to 2019, with increased re-entry and about 20% fewer overnight stays due to reduced availability of campsites and hotel rooms.¹⁰ GRTE announced that it had surpassed record visitation for the calendar year in September 2021, reaching 3.9 million visits. The number of ski days at Jackson Hole Mountain Resort, the largest ski area, increased by 31% during the five years pre-pandemic.

During the first eight months of 2022, recreational visits in GRTE dropped by 23% compared to 2021 and decreased 15% compared to the same period in 2019. During the first seven months of 2022, recreational visits to YELL dropped by 30% compared to the same period in 2021 and 19% compared to 2019.¹¹ In July 2022 the hotel occupancy rate was 81.8%, down 12.4% from 2021 levels and down 2% compared to 2019.¹²

Tourism is the lifeblood of Teton County. It drives the local economy and supports hundreds of accommodation providers, restaurants, tour operators, and other businesses. Domestic and international travelers spent a total of \$1.43 billion and generated \$96.5 million in state and local tax revenue in 2021.¹³ These amounts were the highest in the last five years.¹⁴ Sales tax from visitors made up 56.3% of all sales tax collections in the county in 2019.¹⁵ Without the tax generated from visitors, the average household in Teton County would have had to pay \$10,034 more in taxes for existing public services in 2021.¹⁶

A significant reinvestment of lodging tax revenues enhances community infrastructure and programs, including but not limited to emergency services, transportation infrastructure such as the START bus system, the Historical Society and Museum, and the Parks and Recreation Department. Tourism also helps support the county's rich and vibrant local culture through sponsorship of year-round events and world-class amenities and attractions not usually found in a small town. In 2021, the number of direct tourism jobs increased to an estimated 7,740—about 23% of total private industry employment in the county.¹⁷ Combined with the indirect jobs generated by the sector, this makes tourism the largest job generator in the county. Teton County ranks in the top ten of all American counties in its proportion of tourism-related jobs.



Strengths, Weaknesses, Opportunities, and Threats

A thorough review of the current situation reveals several **key strengths**:

- Public lands in Teton County are celebrated national and global treasures that are the core of Teton County's heritage, culture, and economy and have inspired the conservation and preservation of wild lands around the world.
- The community remains focused on stewardship and protection; stewardship is a shared community value.
- Tourism is the lifeblood of the economy and residents recognize that it creates jobs and keeps unemployment very low.
- Momentum is building in the business community for sustainable tourism operating practices.
- Visitor demand has remained strong for the past decade, despite a pandemic.
- Visitor online ratings for accommodations, restaurants, attractions, and sites are overwhelmingly positive.
- Public-private management of facilities and visitors on public lands is extraordinary.
- Accommodations, restaurants, and tour operations offer a wide variety of high-quality options.
- Tourism tax dollars are positively impacting residents by providing tax savings, public services, and community infrastructure.
- Community philanthropy on a per capita basis is among the highest in the U.S.
- Public-private collaboration around destination marketing and promotion is robust.



These strengths leave Teton County well positioned to manage the consequences of long-term tourism growth; however, tourism in the Tetons faces diverse **weaknesses and threats** that can undermine long-term sustainability:

- Visitors are concentrated in, and strain the resources of, particular seasons and locations.
- Some visitors are noticing crowding at certain attractions and sites.
- Record visitation numbers in public lands are straining staff, infrastructure, maintenance operations, and search and rescue capacity.
- There are persistent visitor complaints about the high cost or poor value of accommodations; limited options for budget and economy accommodations may be increasing day-trip visitors and thus road traffic, particularly in the summer season.
- There are no coordinated all-lands visitor management strategies in Teton County; instead, efforts by national parks and forests treat localized impacts of increased visitation in isolation. The town and county have no active management strategies.
- Minimal data collection and lack of coordinated analysis across all lands makes it difficult to understand, predict, or manage tourism impacts, visitor impressions, or resident sentiments.
- There is no governance structure for destination management, although the business community wants greater focus in this area.
- There is a need for expanded incentives and public transportation options for visitors, residents, and commuters to reduce traffic congestion.
- Increased traffic has a negative impact on both resident quality of life and visitor quality of experience, sometimes doubling drive times along commuter corridors.
- Affordable and attainable housing is limited.
- Workforce shortages create negative impacts on both visitor quality of experience and resident quality of life; labor shortages are amplified by the high cost of living and lack of affordable housing.
- The tourism workforce includes a high percentage of workers who belong to marginalized groups, and Diversity, Equity, and Inclusion efforts are scattered.
- Teton County's cost of living is the highest in Wyoming, mainly due to high housing costs. Second homes and short-term rentals add pressure to housing inventory and impact prices.
- Teton County is the wealthiest county in the United States on a per capita basis yet has the greatest income disparity; most of the county's wealth is held by a few people and generated by workers outside the county.
- Residents say short-term rentals and second-home tourism are negatively affecting their quality of life.
- Resident impressions of tourism are increasingly negative; high visitation is blamed for traffic problems, overcrowding, and environmental damage as well as reduced quality of life.
- Residents believe tourism development is happening too fast; they feel unheard and there are calls for more controls.
- The cascading effects of tourism development growth in Teton County are causing strains in neighboring counties; strategic coordination is needed.
- Climate change is causing negative impacts on the quality of the environment, including loss of snowpack, more frequent and intense wildfires, and more frequent flooding.
- Media exposure and commodification have contributed to growth.

A Way Forward

Together, the SAR and the outcomes of resident survey, analysis of online travel reviews and stakeholder consultations serve as the foundation of the SDMP. The SAR serves as the most comprehensive baseline assessment to date of tourism in Teton County. It serves as a valuable reference document for research and to inform decision-making. To access the SAR, visit visitjacksonhole.com/sdmp.

All parties—residents, the business community, the public sector, and the civil sector—will need to keep these findings in mind as they work to build on industry strengths, address weaknesses, and capitalize on opportunities. If all parties work together in an all-lands, all-communities approach to reduce or eliminate the main issue areas covered in the SDMP, Teton County will be unstoppable. Disharmony is the greatest risk that can hold the community back.

With its natural and cultural riches and its committed leadership, Teton County can protect the Greater Yellowstone Ecosystem and be a world leader in sustainable tourism, balancing the needs and aspirations of its community members, businesses, and visitors.

This is a really difficult problem and I won't pretend to be an expert. Jackson has also become really hostile to outsiders — as a result of the pressure placed on the community by tourism stress — and this is not a culture I'd want to foster by limiting tourism. We are near a national park — we should serve the general public, not be the exclusive playground of the ultra-wealthy. I think we need to make more efforts to support the community that provides services to tourists in the form of housing, childcare.... We should ensure that our affordable housing regulations are resulting in the kind of development that we need.

-Resident Survey Respondent



3. Strategy

Where do we want to go from here?

This section of the plan presents the five-year strategic framework for sustainable tourism in Teton County. It outlines the vision, expected outcomes, values, guiding principles, goals, strategic initiatives, and metrics that will be used to measure expected outcomes.



The SDMP begins with a collaborative vision for the future determined by the stakeholders' core values and guiding principles. These in turn determine the SDMP's goals, strategies, and expected outcomes.

Vision

Teton County, Wyoming is a leader in balancing the needs and aspirations of community members, businesses, and visitors by actively integrating the viability of the tourism economy with the regeneration of the Greater Yellowstone Ecosystem and enhancement of community quality of life.

This plan responds to the most significant tourism-related challenges with holistic priority actions. The changes we expect to see over five years are organized around five main pillars.

PILLAR 1: Our Natural Environment

The wildlife, waters, wildlands, and ecological processes integral to what makes the Greater Yellowstone Ecosystem globally significant are protected and continue to thrive. Climate change risk factors are monitored and reduced. Waste reduction, water quality, and other key environmental community goals and commitments are fully resourced.

PILLAR 2: Quality of the Economy and Work

Responsible and sustainable growth management results in long-term prosperity for tourism and other local industries. Tourism businesses support a diverse, stable, and thriving workforce.

PILLAR 3: Quality of Life

Community quality of life—including housing, healthcare, access to recreation, mobility, traffic mitigation, and inclusive communication—are addressed. Harmony has increased among historically adversarial groups.

PILLAR 4: Quality of the Visitor Experience

Education campaigns have encouraged residents to lead by example and visitors to be more responsible and respectful. Destination management, collaboration, seasonal visitor dispersal, and product diversification have eased strains and resulted in a warmer welcome for diverse visitors.

PILLAR 5: Foundations for Success

A permanent tourism governance structure facilitates collaboration among Greater Teton Area stakeholders across all communities and all lands and it continuously relies on data to monitor tourism's effects, and publicly reports findings. Confidence and trust in participatory planning makes it possible to hear all community voices and accept increasing contributions toward collaborative management of tourism and stewardship of all Teton County lands.

Values and Guiding Principles

Core values and guiding principles are a set of agreed-upon approaches and practices and behaviors integral to the SDMP and its implementation. These values and principles are shaped by Greater Teton Area community members and leaders and are embedded in all key elements of the SDMP.

CORE VALUES	GUIDING PRINCIPLES
*Environmental and Economic Stewardship We recognize that our economic future depends on the protection of our natural environment—wildlife, waters, wildlands, and ecological processes—and believe that environmental and economic sustainability go hand-in-hand.	We protect and support regeneration in the Greater Yellowstone Ecosystem.
*Managed Growth We understand that seasonal visitation management is a key to the sustainability and quality of life of our communities.	We support consistent, sustainable visitor and community policy. We strive to minimize visitation peaks and valleys while meeting visitors' and community members' expectations of quality and capacity.
*Quality of Life for All We know that for the Greater Teton Area to be sustainable, it must address infrastructure, housing, and transportation challenges.	We support quality infrastructure, affordable and attainable housing, quality year-round employment, equitable access to health and human services, and a seamless transportation system.
Education We know that communication of our history, challenges, values, and goals is critical to shaping visitor and resident attitudes and behaviors.	We effectively communicate our high community standards and expectations in order to influence visitor and resident behavior and impacts.
Accessibility and Inclusion We welcome everyone who shares our respect and admiration for the Greater Teton Area.	We are an inclusive and visitor friendly destination, fostering a tourist economy accessible to everyone, including workers and visitors from diverse socio-economic groups.
Collaboration and Harmony We understand that sustainability begins with community agreement on a plan for the future	We collaborate with all stakeholders to build understanding and respect for a sustainable future for each of us and all of us.

* Aligned with the Common Values from the Jackson/Teton County Comprehensive Plan

Focus Areas & Stewardship Goals



Strategic Initiatives

STEWARDSHIP GOALS	STRATEGIC INITIATIVES
 GOAL 1: Create a common understanding of shared responsibility among residents, businesses, and visitors.	1.1 Maintain community engagement in tourism. 1.2 Expand existing programs that promote sustainable operating practices. 1.3 Devise a visitor education strategy that influences responsible behavior in the destination. 1.4 Implement a tourism marketing and communications strategy that informs visitors and community members about their shared responsibilities.
 GOAL 2: Align the needs and aspirations of residents, businesses, and visitors across all lands.	2.1 Establish a visitor management action team. 2.2 Establish community-defined acceptable thresholds for change. 2.3 Develop a collaborative visitor management strategy to manage spaces and mitigate impact across all lands.
 GOAL 3: Increase the stability of the tourism workforce.	3.1 Build a robust and diverse tourism workforce pipeline. 3.2 Improve recruitment and retention of workforce. 3.3 Prioritize workforce development.
 GOAL 4: Advocate for and support solutions to create community housing.	4.1 Advocate for funds to develop workforce housing. 4.2 Advocate for and expand incentives and resources to allocate land and repurpose infrastructure for housing. 4.3 Incentivize employers to provide seasonal and year-round housing.
 GOAL 5: Advocate for and support destination transit & mobility solutions.	5.1 Support expansion of affordable public transit around mobility hubs. 5.2 Support development of transit planning applications (mobility app) and broader integration with advanced trip planning. 5.3 Support evaluation and potential resourcing of public transit to the airport, Grand Teton National Park, and key attractions.
 GOAL 6: Reduce climate risks and enhance destination resilience.	6.1 Demonstrate Teton County's leadership in reducing tourism's carbon footprint. 6.2 Establish science-based reduction targets for the tourism economy aligned with net-zero climate goals. 6.3 Educate visitors and residents about carbon emissions and create actionable opportunities to collectively reduce their carbon footprint. 6.4 Guide, support, and incentivize tourism businesses to reduce their carbon footprint.
 GOAL 7: Monitor tourism and its impacts on people and place (all lands, all communities).	7.1 Establish an accessible and regularly updated destination data bank. 7.2 Publish an annual indicator report.
 GOAL 8: Maintain effective all-lands governance, collaboration, and plan implementation.	8.1 Establish an interim destination stewardship council to guide SDMP implementation in the near term. 8.2 Establish a permanent governance structure for destination management and SDMP implementation. 8.3 Raise awareness and understanding of the plan among all key stakeholder groups.

Desired Outcomes and Metrics

This list of proposed key performance indicators (KPIs) will be reviewed and a final framework of indicators and performance measures will be agreed upon during year one activities.

Our Natural Environment

OUTCOME 1: The wildlife, waters, wildlands, and ecological processes integral to what makes the Greater Yellowstone Ecosystem globally significant are protected and continue to thrive. Climate change risk factors are monitored and reduced. Waste reduction, water quality, and other key environmental indicators and commitments are fully resourced.

KEY PERFORMANCE INDICATORS:

- Teton County establishes a formal carbon-neutrality goal and carbon emission reduction targets aligned with the Town of Jackson and neighboring public land agencies
- Scope 1, 2, and 3 emissions for the tourism industry are measured and carbon emissions are reduced to meet short-term targets and carbon-neutrality goals
- An established working group within the Teton Climate Action Partnership consisting of tourism-climate stakeholders meets regularly and secures funds for tourism-climate projects
- Teton County Zero Waste Goal of 60% diversion by 2030
- Preserve and Enhance Surface Water and Groundwater Quality – Principle 1.2/2020 Jackson/Teton County Comprehensive Plan
- All public, private, and civic stakeholders work collaboratively across jurisdictional boundaries to advance the shared goal of preserving and restoring the habitats, species, and ecological processes of the Greater Yellowstone Ecosystem

Quality of the Economy and Work

OUTCOME 2: Responsible and sustainable growth management in tourism results in long-term prosperity for tourism and other local industries. Tourism businesses support a stable, diverse, and thriving workforce.

KEY PERFORMANCE INDICATORS:

- Number of businesses who participate in sustainability/triple bottom line programs and pursue third-party certification
- Percentage of tourism business experiencing service interruptions and other operational disruptions over the last year
- Employment statistics for tourism industry
- Employee retention rate
- Rate of employee turnover
- Average wages for key occupations in tourism industry
- Number of sustainable workforce programs that are supporting the needs of tourism workforce

Quality of Life

OUTCOME 3: More mobility hubs, transit options, and pathways have led to reduced single occupancy vehicle traffic and congestion. Quality year-round jobs are readily available. Affordable and attainable workforce housing is available within Teton County to reduce commuting. Equitable access to health and human services. Harmony has increased among historically adversarial groups.

KEY PERFORMANCE INDICATORS:

- Community sentiment toward tourism is improving per resident and tourism stakeholder surveys
- Community stakeholders are satisfied with the balance of resident needs and visitor expectations
- Minimum of 65% of workforce is able to live in Teton County, WY
- Reduction per capita of Vehicles Miles of Travel in Jackson Hole Goal: 525,000,000 in 2024/≤ 560 million target 2035 Goal
- Increased START transit ridership: ≥ 1,800,000 by 2024/≥ 3,600,000 target 2035
- Active Transportation Mode Share (e.g., more bikes and boots) – Goal: ≥ 18% by 2024 & ≥ 20% by 2035

Quality of Visitor Experience

OUTCOME 4: Education campaigns have encouraged residents to lead by example and visitors to be more responsible and respectful. Destination management, collaboration, seasonal visitor dispersal, and product diversification have eased strains and resulted in a warmer welcome for diverse visitors.

KEY PERFORMANCE INDICATORS:

- A collaborative visitor management strategy (focus beyond public lands) is developed and implemented
- Negative visitor impacts on local quality of life, quality of work, and quality of environment are mitigated
- Visitor satisfaction trends remain highly positive and persistent issues related to cost of destination and value for money are addressed over time
- Seamless mobility and management of visitor flows throughout all jurisdictions of Teton County

Foundations for Success

OUTCOME 5: A permanent tourism governance structure facilitates ongoing collaboration among Greater Teton Area stakeholders across all communities and all lands, and it continuously relies on data to monitor tourism's effects as well as publicly report findings. Confidence and trust in participatory planning makes it possible to hear all community voices and accept increasing contributions toward collaborative management of tourism and stewardship of all Teton County lands.

KEY PERFORMANCE INDICATORS:

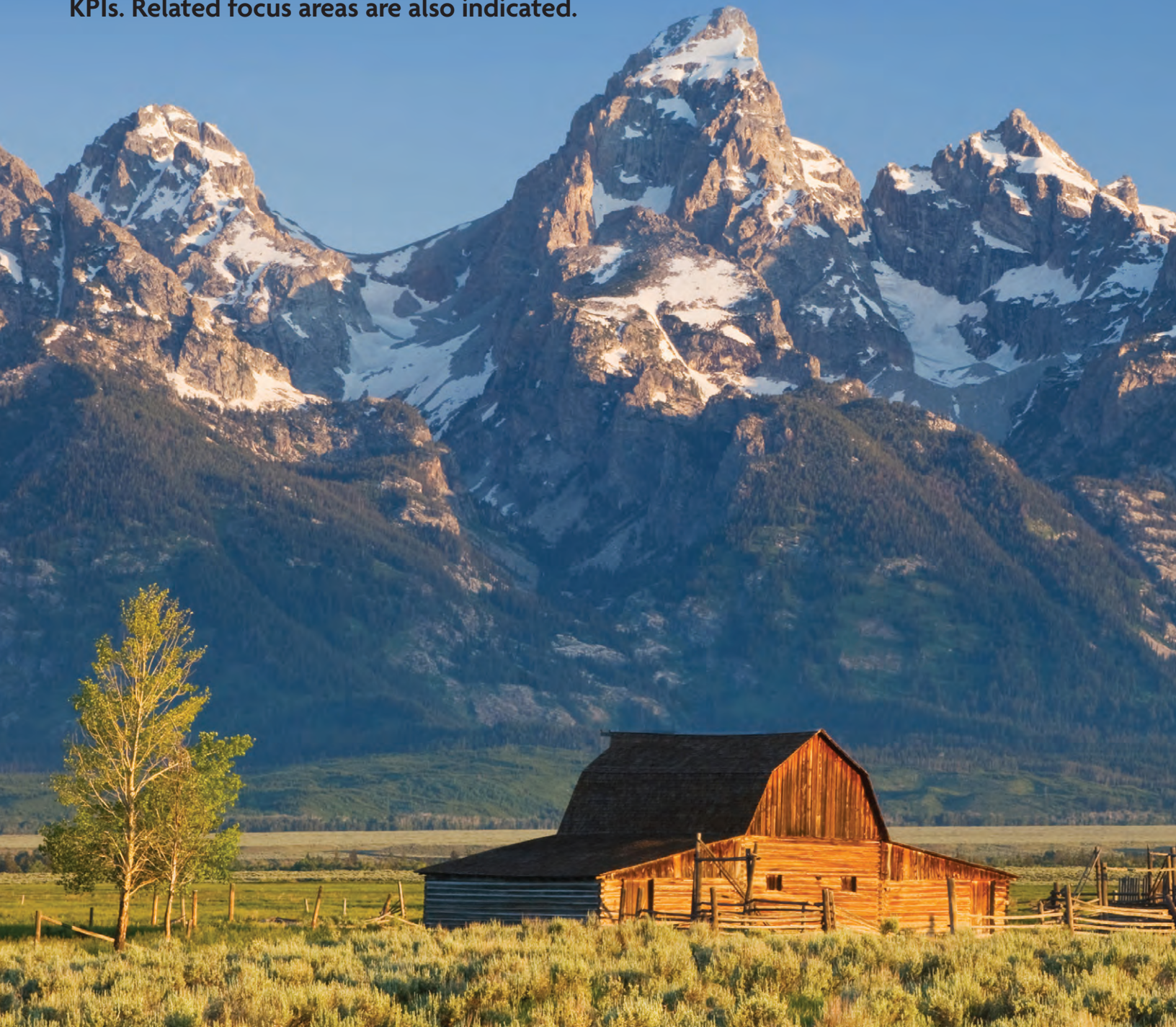
- An increased volume of educational communication impressions that reach the community (residents and tourism stakeholders)
- Globally recognized sustainable destination certification has been achieved
- Improved coordination and collaboration across all jurisdictions (public lands, Jackson, Teton County) and all communities (private sector, public sector, civic sector, and the wider community)
- Destination management structures communicate regularly with the private sector, public sector, civic sector, and the wider community to manage change and expectations about destination management outcomes
- High level of buy-in for the SDMP in the private sector, public sector, civic sector, and the wider community



4. Action Plan

How do we get there?

This section of the plan outlines 25 recommended strategic initiatives across the eight goals of the SDMP. Action plan details are presented for each proposed initiative, including objectives, priority action descriptions, potential resources, partner organizations, an implementation timeline, and KPIs. Related focus areas are also indicated.





GOAL 1:

Create a common understanding of shared responsibility among residents, businesses, and visitors

Harmony around tourism—and especially between visitors, residents, and tourism stakeholders—can be achieved if each group understands their role in respecting the land and communities of Teton County and the Greater Yellowstone Ecosystem, which can be supported through a robust shift away from destination promotion to educational communications, and focus on quality and not quantity of visitors. Recognition of the need to transition marketing resources to support a broader visitor education and community engagement effort has been evident during multiple community meetings and feedback sessions, and this shift by the JHTTB will help support a harmonious balance and wider knowledge around tourism.

JHTTB's marketing efforts to date have been campaign-based and have not followed an overarching marketing and communications plan. Ushering in a new vision for tourism in the area provides a good moment to create a plan that is aligned with the SDMP and supports its goals around tourism management.

Visitor education is the best action to influence visitor behavior, and there is a strong need to provide messaging around responsible visitation that can be utilized by multiple frontline tourism stakeholders.

The development of the SDMP provided a platform for many community members to have a voice in tourism planning for the first time and helped them to understand the impacts and value of tourism. Developing this important feedback loop with locals, with periodic monitoring of resident and tourism stakeholder sentiment, is critical to achieving the SDMP goals. Transparency and trust can be cultivated through ongoing updates and information-sharing, and by giving residents a role and a voice of consideration in the process of future tourism planning.

Businesses have an opportunity to participate as well. There is a primary role to further promote existing sustainable good practice programs and encourage more businesses to participate in the programs to ensure that a critical mass of tourism businesses are supporting the local community by reducing their operational footprint on the environment, and educating visitors on how they can visit respectfully and minimize their impact. This can also be supported by other stakeholder groups including elected officials and the state tourism office.

Measuring Success

Key measures of success are outlined below.

1. Marketing resources shift from prioritizing destination promotion to a focus on visitor education and community engagement.
2. The community demonstrates true partnership behavior through ongoing engagement in tourism management conversations. This will be measured by the volume of participation in key touch points such as community tourism meetings, the number of resident sentiment and tourism stakeholder surveys completed annually, results on the surveys which indicate an increase in tourism stakeholder and resident sentiment toward tourism has improved, and total impressions on engagetetoncounty.com.
3. Visitors behave responsibly and respectfully, as shown by reduced negative environmental impacts such as a reduction in human–wildlife conflicts.
4. More local tourism businesses are adopting sustainable practices, as measured by increases in the number of tourism businesses operating in Teton County that participate in the Sustainable Business Leaders and BEST programs, and achieve BEST certification.
5. Globally recognized sustainable destination certification has been achieved.





Initiative 1.1: Maintain community engagement in tourism

The community engagement process in developing the SDMP over the last 12 months set the foundation for an unprecedented community engagement process—a “listening and informing strategy”—allowing residents of Teton County to learn about the broader context of tourism and its importance to the local economy and quality of life. Ongoing community engagement within Teton County, as well as neighboring overflow communities, is critical to ensuring that residents remain partners in tourism.

INITIATIVE 1.1: Maintain community engagement in tourism

Implementation Timeline: Years 1–5

OBJECTIVES:

1. Maintain a data-driven feedback loop for community engagement on tourism to build confidence in the tourism industry, while providing the community suitable platforms to have a voice.
2. Continue to provide opportunities for feedback, periodic education, and reports on tourism to the community (residents, businesses, and all tourism stakeholders).

PRIORITY ACTIONS:

- 1.1.1 Create a community engagement manager role within the JHTTB (or permanent destination management and marketing organization) that can manage and implement continued outreach and education programming and act as a community liaison.
- 1.1.2 Conduct bi-annual (every two years) resident sentiment and tourism stakeholder surveys to maintain input and measure the benchmark of sentiment.
- 1.1.3 Maintain the recently launched community engagement platform on tourism via Engage Teton County, developing this site as a hub for information releases such as data and research updates, impact and progress reports, and surveys.
- 1.1.4 Host an annual state of Teton County tourism community town hall event to present data monitoring and tourism performance indicators, solicit feedback and engagement from community attendees on tourism performance, and build trust in the community.
- 1.1.5 Improve community knowledge about the broader value of tourism and the visitor economy. Develop communication tools for tourism stakeholders to amplify information dissemination and ensure wider educational opportunities.

PARTNER ORGANIZATIONS:

JHTTB, Teton County (host agency of the engagetetoncountywy.com web platform), JHCC

POTENTIAL RESOURCES:

- JHTTB Lodging tax funding and staff time to coordinate efforts of surveys development, distribution, analysis, coordination of community town hall meetings, and any marketing efforts to promote all engagement initiatives
- Teton County's engagetetoncountywy.com as a communications platform

KPIS:

- Recruitment of a contracted or full-time equivalent community engagement manager, serving as part of the permanent destination management and marketing organization
- Number of resident and tourism stakeholder surveys completed annually
- Number of participants offering feedback on Engage Teton County
- Number of attendees at community tourism town hall meetings
- Increased number of satisfied residents and overall increase in resident sentiment survey scores

RELATED FOCUS AREAS:

Education & Communications, Visitor Flow Management, Climate Action, Monitoring & Reporting, Governance



Initiative 1.2: Expand existing programs that promote sustainable operating practices

This initiative is designed to amplify participation in some of the world-class sustainability efforts that have grown in Teton County's business community through public-private partnerships, and at the same time generate awareness among visitors of these efforts.

INITIATIVE 1.2: Expand existing programs that promote sustainable operating practices

Implementation Timeline: Years 2–5

OBJECTIVES:

1. Increase local business participation in sustainability good practices including local and international certification programming, guide certification, and training programs.
2. Increase visitor awareness of tourism members of the Sustainable Business Leaders (SBL) that have received Business Emerald Sustainability Tier (BEST) certification to help inform choices to support sustainable businesses in Teton County.

PRIORITY ACTIONS:

- 1.2.1 Promote tourism sector businesses that are BEST certified to visitors. Provide information via visitjacksonhole.com and other content platforms. Develop visitor-facing communication that highlights sustainability success stories and can be incorporated into a JH Guide, social media, the website, and other platforms to inform visitors who want to support BEST certified businesses.
- 1.2.2 Promote certification opportunities for a wider variety of business types including and beyond BEST, such as the University of Wyoming outdoor guide certification program.
- 1.2.3 Incorporate BEST-certified business identification icons on visitor information guides such as trail maps, including icons to indicate sustainability practices.
- 1.2.4 Re-engage with a globally recognized sustainable tourism destination certification program.

PARTNER ORGANIZATIONS:

Riverwind Foundation, Teton Conservation District, Teton County Integrated Solid Waste and Recycling, JHCC, Community Foundation of Jackson Hole, Mountain IDEAL and EarthCheck, Global Sustainable Tourism Council

POTENTIAL RESOURCES:

- BEST Certification program staffing, budget, materials, and branding
- Time, effort, and budget of other certification programs
- JHTTB and/or destination management and marketing organization budget

KPIS:

- Increased participation by businesses in the Sustainable Business Leaders, BEST, and other certification programs
- Increased impressions of BEST and certification program communication materials
- Participation in a globally recognized sustainable tourism destination certification program

RELATED FOCUS AREAS:

Education & Communications, Climate Action, Monitoring & Reporting, Governance



Initiative 1.3: Devise a visitor education strategy that influences responsible behavior at the destination

This initiative introduces a new approach to responsible visitor education, convening frontline tourism stakeholders who are currently working in education and communications into a task force to oversee the development of consistent, streamlined messaging and communication within the overall marketing strategy. This taskforce will be formed as part of the destination stewardship council which is the proposed interim governance structure for SDMP implementation (see Goal 8). Newly developed data collection will enable visitor education to be responsive to particular need areas, especially around issues such as closures or seasonal impacts.

INITIATIVE 1.3: Devise a visitor education strategy that influences responsible behavior in the destination

Implementation Timeline: Years 1–2

OBJECTIVES:

1. Implement a consistent visitor education campaign that promotes a unified message developed through collaboration among tourism stakeholders.

PRIORITY ACTIONS:

- 1.3.1 Establish a Responsible Visitor Education Taskforce of tourism stakeholders that will meet quarterly to oversee education programs and outreach campaigns and ensure education is integrated into destination marketing efforts targeting the community as well as tourists.
 - This taskforce should utilize the main outputs from Initiatives 2.2 and 2.3 which are focused on establishing community-defined thresholds for change and developing a visitor management strategy. This body of work should serve as a baseline to inform decision-making, improve understanding of visitor behavior across all lands (not just parks) and inform all visitor education campaigns.
 - Taskforce members should represent organizations including GRTE, YELL, Bridger-Teton National Forest, Jackson AIR, Jackson Hole Mountain Resort, and should be considered broader than the destination stewardship council action teams.
- 1.3.2 Develop content distribution strategies to ensure consistency and continuity of responsible visitor messaging and campaigns among frontline stakeholder groups, and use platforms that reach visitors throughout their experience (at the planning stage, pre-arrival, and while in the destination).
 - Consider touch points such as video content in the airport, digital marketing and social media, in-town touch points in stores and restaurants, and materials in lodgings and rental homes. Materials can be supported by a map that identifies key times when visitors access information to plan and implement trips so that relevant visitor education supports trip planning.
- 1.3.3 Develop a “How to JH” guide that outlines “know before you go” trip planning, principles of responsible recreation and environmental stewardship, respectful interactions with the community including frontline workers, and general local etiquette and tips. Some of the guide content can be targeted to niche activities such as backcountry recreation or wildlife interactions.
- 1.3.4 Provide local businesses with training and a toolkit for disseminating responsible visitor education and messaging among their employees, including frontline workers and guide services. Include local businesses and frontline workers in tourism ambassador program opportunities.
- 1.3.5 Develop visitor-contribution and voluntourism opportunities for the public to give back to the community, such as resilience, sustainability, and regeneration initiatives, and climate offset donations to local organizations. Develop communications to promote these opportunities. Develop a visitor (and resident) contribution fund (opt-out or opt-in) for supporting local sustainability and destination management actions.

PARTNER ORGANIZATIONS:

JHTTB; GRTE; YELL; Bridger-Teton National Forest; JHCC; Jackson Hole Airport Board; Jackson Hole Conservation Alliance; Teton Backcountry Alliance; Riverwind Foundation; Teton Conservation District; Leave No Trace; Recreate Responsibly Coalition, Jackson Hole Nordic Alliance; local tour operators and travel agencies that offer voluntourism opportunities Foundation of Jackson Hole, Mountain IDEAL and EarthCheck, Global Sustainable Tourism Council

POTENTIAL RESOURCES:

- Tourism stakeholders to participate in the task force
- JHTTB Marketing budget for development and production of any collateral such as guides, collateral (posters, window decals, webpages) from JHTTB
- Lodging tax funds to support the development of training program outline and materials

KPIS:

- Establishment of the Responsible Visitor Education Taskforce within the proposed destination stewardship council (i.e. proposed interim governance structure for SDMP implementation)
- Number of frontline workers trained
- Number of businesses engaged in visitor education
- Number of visitor guides distributed
- Results of resident, tourism stakeholder, and visitor surveys

RELATED FOCUS AREAS:

Education & Communications, Climate Action, Monitoring & Reporting, Governance



Initiative 1.4: Implement a tourism marketing and communications strategy that informs visitors and community members about their shared responsibilities

Destination marketing and communications should align to support all SDMP goals and educate the community on the new approach to tourism. A new integrated destination marketing and communications strategy should be developed, spearheaded by the JHTTB with oversight from the destination stewardship council to guide SDMP implementation in the near term. This strategy should encourage residents to lead by example and visitors to be more responsible and respectful.

INITIATIVE 1.4: Implement a tourism marketing and communications strategy that informs visitors and community members about their shared responsibilities

Implementation Timeline: Years 2–3

OBJECTIVES:

1. Promote the shared responsibilities of visitors and community members (residents and tourism businesses) around tourism.
2. Shift marketing resources away from destination promotion and toward educational communications.
3. Align marketing efforts with the SDMP and the values of the Teton County community.

PRIORITY ACTIONS:

- 1.4.1 Conduct ongoing monitoring of marketing and promotion to understand the impact of destination marketing on visitor demand generation. This should be conducted using a marketing research vendor such as Nielson, for a comprehensive analysis of JHTTB and other brand sales and marketing efforts. This should also include a compilation of a destination marketing inventory of all tourism industry and partner campaigns and reach.
- 1.4.2 Develop an integrated marketing and communications strategy that prioritizes visitor and resident education and communication. Draw on other national and international models leveraging resources such as Leave No Trace. The strategy should enable JHTTB to reach and engage with the following audience segments using unique and targeted messaging around shared and unique tourism stewardship responsibilities:
 - Residents, segmented to identify specific resident groups and demographics within the community with different perspectives, e.g., second homeowners, temporary residents, outdoor recreationists, immigrant workforce
 - Tourism stakeholders including the business community
 - Visitors
- 1.4.3 Ensure that the new integrated marketing and communications strategy is aligned with efforts of the visitor education taskforce that can provide oversight on messaging, and support campaign dissemination.
- 1.4.4 Ensure the existing JHTTB marketing committee represents all community interests, including residents and tourism stakeholders and potential outreach partners including realtors, lodging and accommodation sectors.
- 1.4.5 Draft a policy that makes recommendations for any investment in marketing to prioritize visitor and resident educational communications.

PARTNER ORGANIZATIONS:

JHTTB (in particular the proposed community engagement manager); newly created visitor education taskforce (which can include representation from the destination stewardship council); JHTTB marketing vendors and contractors that provide services for social media, website development, content creation, media planning, public relations, and media outreach.

POTENTIAL RESOURCES:

- JHTTB marketing budget (existing)
- Data collection from research around marketing impacts on demand generation

KPIS:

- Number of educational communication impressions that reach the community (residents and tourism stakeholders)
- Number of marketing impressions that promote responsible visitor education messaging and campaigns

RELATED FOCUS AREAS:

Education & Communications, Visitor Flow Management, Workforce Recruitment & Retention, Workforce Housing, Transportation & Mobility, Climate Action, Monitoring & Reporting, Governance



GOAL 2:

Balance the needs and aspirations of residents, businesses, and visitors across all lands

Public lands—parks, forests, grasslands, and marine sanctuaries—are vital assets that attract visitors from all over the world to gateway communities. Travel and tourism drive the local economy, but the volume of visitors and unmanaged impacts can strain community resources (infrastructure, public services, environmental systems) and lead to a poor visitor experience and diminished quality of life for residents.

Goal 2 takes into consideration that the national parks, forests, and wildlife refuges in Teton County are a global asset managed by federal mandates. These public lands belong to all Americans, and all visitors are important allies and stewards of these cherished areas. Federal public lands recognize anyone (resident or tourist) who enters a national park or forest as a visitor, whether they live one mile or one thousand miles away. And while local residents may be considered visitors when they enter national parks and forests, they live in the surrounding municipalities which are heavily-used transition areas for accessing public lands. Local community members are essential allies in the stewardship of Teton County's public lands, and being sensitive to their needs guarantees their engagement. These SDMP initiatives

include actions that are within local control and are aimed at finding and maintaining a sustainable volume of visitors throughout all the lands of the destination.

The initiatives are grounded in collaborative planning to mitigate visitation impacts, protect local quality of life, equitable work, and the environment, and ensure the sustainability of the destination while providing a world-class experience for every visitor to Teton County and its iconic public lands.

Measuring Success

Key measures of success are outlined below.

1. Seamless mobility and management of visitor flows throughout all jurisdictions of Teton County.
2. Community stakeholders feel their voices have been heard and their concerns have been addressed.
3. A collaborative, destination-wide visitor dispersion plan is developed and implemented.
4. Community stakeholders are satisfied with the balance of resident needs and visitor expectations.
5. Negative visitor impacts on local quality of life, quality of work, and quality of environment are mitigated, and destination visitation is sustainable.





Initiative 2.1: Establish a visitor management action team

Many businesses, organizations, and federal agencies are actively managing for a high quality visitor experience, in part, by managing visitor volumes. This ranges from actively managing transportation systems to the number of lift tickets sold at ski resorts or the number of tables available in a restaurant.. The objective of this initiative is to convene a diverse group of community stakeholders to establish an action team for discussion on how to best collaborate on the education, movement, spatial and temporal distribution, and volume of visitors across all lands and communities of Teton County.

INITIATIVE 2.1: Establish a visitor management action team

Implementation Timeline: Years 1–2

OBJECTIVE:

1. To convene local stakeholders (public, private, and civic sectors as well as representatives of local residents) across all lands and all communities to better coordinate initiatives related to visitor education, movement, spatial and temporal distribution, and volume.

PRIORITY ACTIONS:

- 2.1.1 Determine which sectors, organizations, and community stakeholders need to be represented on the action team and identify at least one representative from each group to participate in regularly scheduled meetings.
- 2.1.2 Coordinate initial meeting(s) to define the scope of the action team and collective agreements (e.g., governance, process agreement, and public engagement protocols) to sustainably manage visitor movement across all lands and on behalf of all communities.
- 2.1.3 Determine immediate steps to coordinate with other destination stakeholders on applicable areas of influence such as destination monitoring, education and communications, and transportation.
- 2.1.4 The action team will organize steps needed to proceed with a participatory planning process through which the community will define acceptable thresholds for change (commonly referred to as *limits of acceptable change*) and develop a visitor management strategy.

Reference Resources:

- Interagency Visitor Use Management Framework
- National Visitor Use Monitoring Program (USFS)
- Grand Teton National Park Management Plan
- Yellowstone National Park Management Plan
- Bridger-Teton National Forest Management Plan
- 2020 Jackson/Teton Comprehensive Plan

PARTNER ORGANIZATIONS:

JHTTB; JHCC; Town of Jackson; Teton County; Wyoming Office of Tourism; GRTE; YELL; Bridger-Teton National Forest; National Elk Refuge; Bureau of Land Management Pinedale Field Office; Wyoming Fish and Game Commission; Greater Yellowstone Coalition; JH AIR; Wind River Reservation

POTENTIAL RESOURCES:

- Local, state, or federal funding
- Time and effort of all visitor management forum participants

KPIS:

- Number of working group meetings held
- Percentage and frequency of partners who participate in the working group
- Number of projects adopted and implemented by the working group

RELATED FOCUS AREAS:

Education & Communications, Visitor Flow Management, Workforce Recruitment & Retention, Workforce Housing, Transportation & Mobility, Climate Action, Monitoring & Reporting, Governance



Initiative 2.2: Establish community-defined acceptable thresholds for change

At its core, visitor use management is about managing characteristics of the visitor experience. This includes measuring how many visitors there are and what kind of impacts they are having. Once a holistic group of community stakeholders have established the scope of the action team, the next step is to conduct a study to more carefully assess visitation to all lands of Teton County and account for impacts to visitor experience, resident quality of life, quality of economy, and the Greater Yellowstone Ecosystem quality of environment. The objective of this initiative is to document agreements on the sustainable levels of visitor volume and visitation impacts that are acceptable and align with community goals and values.

INITIATIVE 2.2: Establish community-defined acceptable thresholds for change

Implementation Timeline: Years 2–3

OBJECTIVES:

1. Define acceptable levels of visitation impacts and demonstrate how community-defined thresholds of impacts will be actively monitored and addressed where needed.

STRATEGIC INITIATIVES AND PRIORITY ACTIONS:

2.2.1 Commission a destination-wide study of visitor use and visitation impacts using recognized methodologies such as Limits of Acceptable Change to assess tourism flows more carefully, identify community-defined limits of acceptable change, and determine management actions to support activities within desired thresholds.

At minimum, the study should include the following:

- A comprehensive resident and visitor survey to improve understanding of recreation trends and visitor expectations within Teton County.
- Identification of critical impacts related to visitation based on amount of use, type of use, timing of use, location of use, and behaviors of users.
- Results of engagement with the community (public, private, and civic sectors as well as representatives of local residents) and visitors to capture inputs on desired conditions and thresholds of acceptable visitor use and visitation impacts.
- Definitions of the spectrum of visitor experiences within Teton County, such as:
 - Inventory of assets, attractions, and pain point areas
 - Costs (low/no cost to expensive)
 - Activity level (easy to difficult)
 - Accessibility (accessible by any user to highly specialized users only)
 - Variety (e.g., cultural, natural)
 - Use based on geolocation data (highly congested, seasonally congested)
- Definitions of the capacity expectations of assets within Teton County (e.g., higher capacities of visitors are expected within town limits than in the backcountry of a national park).
- Identification of key capacity indicators that can effectively measure visitation and associated impacts and effectively inform management decisions within local control.
- Established baseline, desired conditions, and threshold of acceptable change for each key capacity indicator and a clear understanding of how visitor use influences conditions. These thresholds will be community-defined through consensus to best ensure acceptance from public, private, and civic partners.
- Defined management actions (within the operating control of local stakeholders) that would be triggered if/when key capacity indicators are exceeded. For example, indicators related to behavior, type of use, timing of use, and/or location of use; to modify user expectations; modify spatial distribution of users; modify site's ability to handle use; increase supply and/or reduce use. Determine accountability protocols for executing management actions.
- Evaluate all existing efforts and previous reports to identify gaps. Align with monitoring and reporting initiatives (Goal 7, Initiatives 7.1 and 7.2).

Refer to the Interagency Visitor Use Management Framework and the National Visitor Use Monitoring Program (USFS) for guidance.

PARTNER ORGANIZATIONS:

JHTTB; JHCC; Town of Jackson; Teton County; Wyoming Office of Tourism; GRTE; YELL; Bridger-Teton National Forest; National Elk Refuge; Bureau of Land Management Pinedale Field Office; Wyoming Fish and Game Commission Greater Yellowstone Coalition; JH AIR

POTENTIAL RESOURCES:

- Time and effort of organizations that participate in the visitor management forum
- Lodging tax funds
- Grant funding
- Support from universities
- Support from consultants

KPIs:

- Number of assets identified
- Number of indicators established
- Number of management actions defined

RELATED FOCUS AREAS:

Education & Communications, Visitor Flow Management, Workforce Housing, Transportation & Mobility, Climate Action, Monitoring & Reporting, Governance



Initiative 2.3: Develop a collaborative visitor management strategy to manage spaces and mitigate impacts across all lands

The SDMP is a collection of initiatives, many of which are directly related to visitation management issues such as destination monitoring, visitor education, and transportation. As these initiatives move forward, it will be the responsibility of the forum to integrate those findings into the group's conversations along with the community-defined levels of acceptable change and management actions that have been established. The output should be a comprehensive visitor management plan to help manage spaces and reduce pressure through education, engineering, enforcement, and evaluation across all lands.

INITIATIVE 2.3: Develop a collaborative visitor management strategy to manage spaces and mitigate impacts across all lands

Implementation Timeline: Years 4–5

OBJECTIVE:

1. Implement a visitor management strategy developed through the collaborative action team that informs all applicable managers of the wide array of actions being taken to seamlessly move and manage visitors (and residents) through all jurisdictions of Teton County.

PRIORITY ACTIONS:

- 2.3.1 Integrate the following SDMP Strategic Initiatives and Priority Actions that are relevant to visitor use management:
 - Destination monitoring (see Initiatives 7.1, 7.2)
 - Visitor education and communications (see Initiative 1.3)
 - Destination mobility solutions (see Initiatives 5.1, 5.2, 5.3)
 - Climate action (see Initiative 6.3)
- 2.3.2 Integrate the findings from the participatory planning process through which community-defined conditions, thresholds, and management actions will be established.
- 2.3.3 Conduct additional site-specific evaluation of key assets as needed to identify critical impacts and define management actions for mitigation and/or rehabilitation.
 - Compile a comprehensive summer and winter map based on currently available information on the diversity of visitor experiences, along with desired conditions and indicators that would track change and identify a prioritized list of stewardship challenges and opportunities to improve the visitor experience in alignment with SDMP vision and goals.
 - Define management actions based on education, engineering, enforcement, and/or evaluation (e.g., signage, trail and river ambassadors, reservation/permit system, product diversification, parking and shuttle systems, mobile apps, dispersal).
- 2.3.4 Develop education and communication materials to be used by tourism businesses, public land managers, and government entities to educate visitors and residents about visitor flow challenges and solutions.
 - Create educational materials for each site/asset with known impacts such as congestion, safety, lack of facilities, or wildlife sensitivities to share with visitors and community stakeholders (e.g., local businesses).
 - Share the plan and report progress with all applicable community stakeholder groups to ensure priority challenges are being addressed and monitored.
 - Communicate the work being done to address visitor flow challenges to the wider community, and share the results.

PARTNER ORGANIZATIONS:

JHTTB; JHCC; Town of Jackson; Teton County; Wyoming Office of Tourism; GRTE; YELL; Bridger-Teton National Forest; National Elk Refuge, Bureau of Land Management Pinedale Field Office; Wyoming Fish and Game Commission; Greater Yellowstone Coalition; JH AIR

POTENTIAL RESOURCES:

- | | | |
|---|---|--|
| <ul style="list-style-type: none"> • Visitor Education Strategy • Town of Jackson and Teton County Integrated Transportation Plan | <ul style="list-style-type: none"> • GTNP and YNP Park Management Plans • BTNF Management Plan • Time and effort of organizations that participate in the visitor management forum | <ul style="list-style-type: none"> • Lodging tax funds • Grant funding |
|---|---|--|

KPIS:

- Number of stakeholders who provided inputs to the plan
- Number of management actions defined
- Number of management actions implemented

RELATED FOCUS AREAS:

Education & Communications, Visitor Flow Management, Transportation & Mobility, Climate Action, Monitoring & Reporting, Governance



GOAL 3:

Increase the stability of the tourism workforce

Workforce shortages continue to trouble the tourism industry in Teton County. Tourism businesses cannot hire the workers they need to properly serve their customers, ultimately resulting in subpar service, service interruptions, employee dissatisfaction, and other operational disruptions. While the problem is partly due to the national labor shortfall caused by the COVID-19 pandemic, there are other causes within Teton County's sphere of influence. There is a general lack of affordable housing in Teton County, and tourism industry wages remain too low to cover rising costs of living in the county. Combined, these factors make it very difficult to attract and retain year-round and seasonal workers. Furthermore, the difficulty of obtaining H-2B and J1 visas is reducing the number of international workers available to fill staffing gaps in the busy summer and winter seasons.

There are opportunities to build the dynamic and diverse workforce that is critical to the long-term sustainability of the tourism industry in Teton County. Tourism businesses can work collaboratively with academic, nonprofit, and public sector partners to create industry-level workforce programs that engage, recruit, and retain a diverse workforce. They can also advocate for and actively support building affordable workforce housing (see Goal 4), health care, and childcare.

Employment motivators such as stability, work/life balance, and attractive wages are highly valued by workers. The industry-level workforce programs will therefore need to support wage growth, accessibility to opportunities for upward mobility, diverse work environments and experiences, flexible schedules, and a welcoming and inclusive environment. Identifying and supplying needed workforce skills and training workers to be more productive will benefit individuals, employers, and the community.

The tourism industry will also need to continue advocating at the state and national levels for further increases in visas and improved visa processing in order to recruit the international workers necessary for the industry and economy to grow.

The following strategic initiatives present a path forward for increasing the stability of the tourism workforce.

Measuring Success

Key measures of success are outlined below.

1. Greater stability in the regional workforce, especially filling areas of need during the times of the year that experience the greatest shortages.
2. Decreased tourism business service interruptions and other operational disruptions.
3. A growing and thriving workforce that is diverse, upwardly mobile, healthy, has career growth opportunities, and is continuously improving skills and knowledge through training and upskilling.
4. Increase in employee satisfaction in their work and workplace experience.
5. Reduction in tensions created by businesses competing against each other.
6. Increasing number of sustainable industry-level workforce programs implemented through creative partnerships.





Initiative 3.1: Build a robust and diverse tourism workforce pipeline

Private businesses, educational institutions, and state and local governments need to work together to strengthen Teton County's employment ecosystem. Private businesses have the opportunity to pool resources and use industry-level shared services to implement workforce development programs that can more effectively and efficiently address the scale of the problem. The destination needs a diverse and skilled workforce for the tourism industry, which will require new pathways into employment for workers from all backgrounds. Diversity strengthens private businesses by bringing new ideas and perspectives and better representing the nation's diverse population.

The destination must invest time and resources in work-based learning experiences at the high school and university levels (job shadowing, mock interviews, paid internships). Work-based learning is a proven way to grow the talent pipeline and attract youth from throughout Teton County and neighboring counties as well as nearby Tribal Nations. Students in these programs learn about tourism careers and their education and training requirements. They can also use these experiences to identify career interests and aptitudes and develop and demonstrate work-ready skills.

INITIATIVE 3.1: Build a robust and diverse tourism workforce pipeline

Implementation Timeline: Years 1–3

OBJECTIVE:

1. Pool resources and create strategic partnerships for an industry-level workforce development program.
2. Increase the number of prospective and qualified workers—in particular, youth, Native Americans, retirees, immigrants, and international workers.

PRIORITY ACTIONS:

- 3.1.1 Create industry-level workforce pipeline development programs.
 - Tourism businesses pool resources at the association level to design and implement industry-level tourism workforce initiatives such as creating a searchable data bank of jobs, making it easier for potential employees to find information on housing and services.
 - Expand recruitment pipeline through active outreach and partnerships with strategic organizations such as the U.S. Chamber of Commerce.
- 3.1.2 Ensure greater inclusion of youth, Native American, retiree, and immigrant communities to ensure the workforce better represents the region's diverse population.
 - Engage with local tribes to create a pipeline of interested and engaged tourism talent.
 - Attract a growing number of retirees that are stepping in as auxiliary workers in the travel industry in response to inflation rises and employers increase wages to attract workers.
 - Support expansion of the partnership between the Wyoming Department of Workforce Services in Jackson and area schools that offer student partnerships in tourism occupations.
 - Establish programs with high schools and colleges that provide training, mentorship, internships, and placement. An example is the partnership between Wind River Reservation's mobile culinary skills food lab and Central Wyoming College.
- 3.1.3 Advocate for immigration reform that enables the recruitment of immigrant and international workers.
 - Identify advocacy priorities and work together to influence policies and introduce new programs that address gaps/risks; advocate for quicker arrival of J1/H-2B workers, especially returning employees.
 - Maintain representation within state and national organizations, such as chambers of commerce and tourism and travel associations, and keep up efforts at federal level.

PARTNER ORGANIZATIONS:

JHCC; other key trade associations; high schools; Voices Jackson Hole; the main local employers; immigration law professionals; Wyoming Department of Workforce Services in Jackson; Idaho Department of Workforce Services; Wyoming Office of Tourism; and universities such as the University of Wyoming, Central Wyoming College, and Brigham Young University–Idaho (formerly Ricks College).

POTENTIAL RESOURCES:

- Tourism businesses supporting an industry-level program
- State- and federal-level grants
- Tools and approaches being developed by potential strategic partners, such as the U.S. Travel Association, that are developing resources for the industry to build an inclusive workforce

KPIS:

- Percentage of tourism business experiencing service interruptions and other operational disruptions over the last year
- Rate of employee turnover
- Average wages for key occupations in tourism industry
- Results of sustainable industry-wide workforce programs

RELATED FOCUS AREAS:

Education & Communications, Workforce Recruitment & Retention, Workforce Housing, Governance



Initiative 3.2: Improve recruitment and retention of workers

The turnover rate for the tourism and hospitality industry (84.9% in 2021) has persistently remained higher than the national average (47.2%). The scarcity of affordable housing is a persistent challenge to workforce attraction and retention. There is an urgent need to improve recruitment and retention to build a stable workforce.

INITIATIVE 3.2: Improve recruitment and retention of workforce

Implementation Timeline: Years 2–5

OBJECTIVE:

1. Increase total number of jobs filled in tourism and hospitality through recruitment efforts outside the Greater Teton Area
2. Reduce workforce turnover

PRIORITY ACTIONS:

3.2.1 Establish ongoing industry-level workforce recruitment programs.

- Expand workforce recruitment efforts through a large-scale, industry-level program (see Initiative 3.1) that targets and addresses the different needs of seasonal and full time employees.
- Make housing for the tourism workforce a top priority of the industry-level program. Look to public-private partnership opportunities for housing (See Goal 4: Advocate for and support solutions to create workforce housing).
- Document and disseminate good practices for workforce recruitment and retention from within the business community; promote widespread adoption of good practices; celebrate the success of nonresident workers and show the community the value they provide.

3.2.2 Create a more inclusive community that is responsive to workforce needs, in particular housing and wages.

- Create programs that incentivize retention, guarantee immigrant and employee rights and prevent exploitation of vulnerable workers. Pool resources and offer industry-level programs that expand:
 - Housing options
 - Public transportation
 - Access to childcare, medical care, and mental health services
 - Local resources for immigration assistance
- Support job sharing and flexible workforce practices such as schedule sharing between employers, both short term (daily) and long term (seasonally); advocate for transportation planning to allow for shift work

PARTNER ORGANIZATIONS:

JHCC; JHTTB; Chambers of Commerce in Star Valley, Wyoming, and Teton Valley, Idaho; high schools; Voices Jackson Hole; local and state economic development organizations; local employers; and universities such as the University of Wyoming, Central Wyoming College, and Brigham Young University–Idaho.

POTENTIAL RESOURCES:

- Tourism businesses pay into industry-level program
- State- and federal-level grants
- Tools and approaches being developed by potential strategic partners such as the U.S. Travel Association, which is developing resources for the industry to build an inclusive workforce

KPIS:

- Percentage of tourism business experiencing service interruptions and other operational disruptions over the previous year
- Employment statistics for tourism industry
- Employee retention rate for year-round and seasonal employees
- Employee turnover rate for year-round and seasonal employees
- Average wages for key occupations in the tourism industry
- Number of sustainable workforce programs that are supporting the needs of the tourism workforce

RELATED FOCUS AREAS:

Education & Communications, Workforce Recruitment & Retention, Workforce Housing, Governance



Initiative 3.3: Prioritize workforce development

At the national level, the skills gaps among tourism workers and their managers and supervisors are much higher than for other industries. To support upward mobility and improve retention, workers need ongoing opportunities for training and employers need to cultivate a culture of learning. By embracing a culture of continuous learning, the tourism industry in Teton County can benefit from a workforce that feels valued and nurtured. Investing in a well-trained and well-educated workforce will help the industry maintain long-term viability and profitability.

INITIATIVE 3.3: Prioritize workforce development

Implementation Timeline: Years 3–5

OBJECTIVE:

1. Foster a culture of continuous learning
2. Reduce workforce turnover

PRIORITY ACTIONS:

- 3.3.1 Provide training and professional education opportunities to the tourism workforce.
 - Prioritize technical skills and general competencies needed for quality service delivery and management.
 - Make leadership development a key component of the program to encourage employees to establish career paths within the tourism industry.

PARTNER ORGANIZATIONS:

JHCC; other key trade associations; local employers; Voices Jackson Hole; high schools; and universities including but not limited to the new University of Wyoming Haub School of the Environment and Natural Resources' Wyoming Outdoor Recreation, Tourism and Hospitality (WORTH) program, Brigham Young University–Idaho's recreation management program, and Central Wyoming College's culinary arts and hotel and restaurant management programs.

POTENTIAL RESOURCES:

- Tourism businesses supporting an industry-level program
- State- and federal-level grants
- Tools and approaches being developed by potential strategic partners such as the U.S. Travel Association, which is developing industry resources to build and retain an inclusive workforce

KPIS:

- Employee retention rate for year-round and seasonal employees
- Employee turnover rate for year-round and seasonal employees
- Career growth opportunities widely available to tourism workforce

RELATED FOCUS AREAS:

Education & Communications, Workforce Recruitment & Retention, Workforce Housing, Governance



GOAL 4:

Advocate for and support solutions to create community housing

Insufficient affordable, attainable workforce housing is a challenge shared nationally, especially within flourishing rural tourism destinations. Many western and mountain communities have sustained record population growth over the past decade. This population growth was accelerated by the COVID-19 pandemic, as part-time residents began spending more time in their second homes and remote workers relocated from urban centers. These changes increased demand for extended short-term rentals and real estate purchases, driving up housing prices within Teton County, Wyoming, and in neighboring communities such as Teton County, Idaho.¹⁸ As indicated in a 2020 Short Term Rental Study, these conditions have strained already limited and expensive housing options for residents in Teton County and adjacent communities.¹⁹ This challenge is further documented in the Sustainable Destination Management Plan – Situational Analysis Report, in Section 5.2.

Teton County recognized the growing need for more affordable and attainable housing nearly 30 years ago, and has focused diverse resources on the challenge for decades. Nonprofit organizations and public agencies dedicated to housing have built dynamic programs aimed at helping critical members of the community (teachers, emergency responders, health care workers, public sector employees, tourism workers) establish more permanent housing. This focus is also shared by large private and public sector employers (e.g., St. John's Health, Grand Teton and Yellowstone National Parks, and Wyoming Fish & Game).

To maximize impacts, the SDMP development process has focused on identifying existing community plans and programs and potential resource gaps while supporting established goals and targets.

Specifically, SDMP housing priorities align with the 2020 Jackson/Teton County Comprehensive Plan and other housing plans and programs. Of note, it does not elevate all priorities in these plans and programs. Additional priorities within these plans should be considered as work within the SDMP evolves.

An important consideration in resourcing priorities is the acknowledgment of housing supply as a fundamental challenge in workforce recruitment and retention. The following initiatives frame initial priorities to address greater engagement by the private sector and tourism industry stakeholders in advocacy and funding for workforce housing.

Measuring Success

Key measures of success are outlined below.

1. Progress toward the KPIs per initiative (e.g., minimum 65% of workforce lives in Teton County, Wyoming) is measurable and key tourism stakeholders are visibly and consistently engaged in workforce housing advocacy.
2. Specific actions have been identified and pursued to earmark diversified and consistent funding sources (e.g., sales or lodging tax) for housing development, including statewide engagement to pass a real estate transfer tax.
3. There is greater consistent engagement from representatives of the tourism industry on housing boards and commissions.
4. A diverse and vibrant workforce reflective of the changing needs and demographics of the community is established and able to secure permanent homes within Teton County, Wyoming, which also supports easier access to multimodal, lower impact transit and mobility options.





Initiative 4.1: Advocate for funds to develop community housing

Teton County cannot buy its way out of the workforce housing shortage, but consistent funding and additional resources and collaboration can help close the gap. Key private and public sector tourism, recreation, and natural resource management stakeholders are significantly impacted by a lack of affordable and attainable housing, which makes it difficult to recruit and retain employees.

The first initiative prioritizes greater engagement from private sector tourism and hospitality representatives—resort operators, hoteliers, tour operators, and restaurateurs—in advocating for the generation of development funds for community workforce housing, including passage of a statewide real estate transfer tax. These efforts supplement the work by state and federal agencies and land managers and large employers who are working to expand housing supply for their employees.

INITIATIVE 4.1: Advocate for funds to develop community housing

Implementation Timeline: Years 2–5

OBJECTIVES:

1. Increase amount and breadth of tourism stakeholder engagement and advocacy for workforce housing.
2. Identify and obtain consistent funding sources for quality, resource efficient workforce housing that supports easy access to multimodal mobility options.
3. Develop a tourism-industry-led strategy and advocacy campaign to catalyze the community including realtors and developers, legislators, and statewide advocates to support passage of a real estate transfer tax.

PRIORITY ACTIONS:

- 4.1.1 Work with Teton County, housing NGOs, and federal and state agencies to inventory existing projects, funding mechanisms, and opportunities for additional housing sources.

See Appendix B: SDMP Alignment to Existing Teton County Plans and Programs for alignment to existing Teton County plans, programs, and reports.

- 4.1.2 Engage with state legislators and others currently leading lobbying for the passage of a statewide real estate transfer tax to establish collaborative opportunities to advance efforts.
- 4.1.3 Identify and convene additional local and state advocates/influencers to support passage of statewide real estate transfer tax.
- 4.1.4 Evaluate opportunities for private sector tourism advocacy to build public awareness and engagement around diversified funding and the benefits of a real estate transfer tax to support development of workforce housing.

PARTNER ORGANIZATIONS:

JHCC; JHTTB; WY Office of Tourism; Teton County elected officials; Town of Jackson elected officials; JH Community Foundation and partner organizations; Tourism and hospitality businesses; Teton Board of Realtors; Teton County residents; GRTE; and Wyoming Department of Transportation.

POTENTIAL RESOURCES:

- Leadership by state legislators and local elected officials
- 2020 Jackson/Teton County Comprehensive Plan – Principles 5.1 & 5.4
- Teton County Housing Authority Staff, Assessments, Plans, and Programs
- JHCC, committees, and membership base

KPIS:

- Minimum 65% of workforce lives in Teton County, WY (2020 Jackson/Teton County Comprehensive Plan)—currently ~59%
- Community campaign is launched to meet Principle 5.4 – Strategy 5.4.S.5 in 2020 Jackson/Teton County Comprehensive Plan and support passage of statewide real estate transfer tax
- Completion of workforce housing strategies within Principle 5.4 of the 2020 Jackson/Teton County Comprehensive Plan by 2027
- Minimum of one representative from a tourism or hospitality business participates consistently on all voluntary boards and commissions dedicated to housing

RELATED FOCUS AREAS:

Workforce Recruitment & Retention, Mobility Solutions, Governance



Initiative 4.2: Advocate for and expand incentives and resources to allocate land and repurpose infrastructure for housing

2020 Jackson/Teton County Comprehensive Plan Principles 5.1 through 5.4 outline specific priorities to break down zoning barriers and promote creative reuse of land and community infrastructure to expand the development of affordable and attainable housing.

These commitments are currently supported and resourced by the Jackson/Teton Housing Authority and community NGOs and their related housing plans and programs. More and broader involvement from private sector tourism stakeholders is needed. In the short term, these parties should advocate for the adoption and utilization of existing incentives to allocate land and repurpose infrastructure for housing. Longer term, tourism stakeholders should expand incentives and networks to identify additional housing solutions.

INITIATIVE 4.2: Advocate for and expand incentives and resources to allocate land and repurpose infrastructure for housing

Implementation Timeline: Years 2–5

OBJECTIVES:

1. Advocate for and educate private sector tourism and other stakeholders to counteract NIMBY attitudes for workforce housing development in established neighborhoods.
2. Promote existing zoning and incentivize/resource current properties to add employee housing on their properties. Advocate for zoning expansion as needed.

PRIORITY ACTIONS:

- 4.2.1 Create a complementary education and outreach campaign leveraging existing efforts to promote the importance of workforce housing.
- 4.2.2 Educate the community about housing challenges and solutions and promote zoning and regulations to support tiny homes and other creative reuse of infrastructure.
- 4.2.3 Support housing programs tied to property tax reduction (including review of current deed restrictions).
- 4.2.4 Identify opportunities to integrate mitigation requirements into new development approvals and permitting.
- 4.2.5 Advocate for incentives for current homeowners who may be retiring and/or leaving the community to sell homes to the local workforce.

See Appendix B: SDMP Alignment to Existing Teton County Plans and Programs for alignment to existing Teton County plans, programs, and reports.

PARTNER ORGANIZATIONS:

JHCC; JHTTB; Jackson Hole Community Housing Trust; Teton County Housing Authority; Teton Habitat for Humanity; Town of Jackson and Teton County program administrators and elected officials; Community Foundation of Jackson Hole and other applicable partner organizations; neighboring communities.

POTENTIAL RESOURCES:

- Teton County Housing Authority Administration, Assessments, Plans, and Programs
- Teton Habitat for Humanity
- Teton County Specific Purpose Excise Tax (SPET)
- JH Chamber Membership Campaigns
- JHTTB funding
- Other community housing models (e.g., Truckee/Lake Tahoe)

KPIS:

- Minimum 65% of workforce lives in Teton County, WY (2020 Jackson/Teton County Comprehensive Plan)—currently ~59%
- Actions have supported the completion of related strategies within the 2020 Jackson/Teton County Comprehensive Plan
- Private-sector employers with over 100 employees secure and make available housing for 10% of their employees by 2024 and 20% by 2028
- A tax incentive fund is developed for private sector to convert underutilized infrastructure for employee housing (e.g., hotels)

RELATED FOCUS AREAS:

Education & Communications, Workforce Recruitment & Retention, Mobility, Governance



Initiative 4.3: Incentivize employers to provide seasonal and year-round housing

There are several feasible approaches and mechanisms identified in the 2020 Jackson/Teton County Comprehensive Plan, specifically Principles 5.1–5.4, to advance creative approaches to the development of workforce housing. As discussed, several of the supporting strategies will be slow to achieve without greater community engagement, especially within the private sector and specifically tourism-related businesses. Stakeholders identified the need for more incentives for businesses to provide greater leadership in securing and developing workforce housing. This initiative frames objectives and actions that align strongly with identified priorities and provides another mechanism to support the community in achieving these commitments.

INITIATIVE 4.3: Incentivize employers to provide seasonal and year-round housing

Implementation Timeline: Years 3–5

OBJECTIVES:

1. Incentivize flexible options to repurpose infrastructure, e.g., seasonal campgrounds (permanent sites) and older hotels and historic structures.
2. Establish incentives and financing options to improve current or potential rental properties with a “reasonable remodel” or adaptive reuse fund.

PRIORITY ACTIONS:

- 4.3.1 Create tax benefits for individuals and businesses to establish housing allocations within existing and new/planned developments.
 - To support this effort, modify deed restrictions in all areas of Teton County (including West Bank) to support diversity of unit and housing types.
 - 4.3.2 Create incentives to repurpose older hotels for workforce housing.
 - 4.3.3 Identify opportunities to support 2020 Comprehensive Plan – 5.4.S.9: Actively enforce short-term rental prohibition in the county.
- See Appendix B: SDMP Alignment to Existing Teton County Plans and Programs for alignment to existing Teton County plans, programs, and reports.*

PARTNER ORGANIZATIONS:

JHTTB; JHCC; Town of Jackson and Teton County program administrators and elected officials; Community Foundation of Jackson Hole.

POTENTIAL RESOURCES:

- Teton County Housing Authority (Administration and Programs)
- Housing Preservation Program
- Teton Habitat for Humanity
- Teton County Specific Purpose Excise Tax (SPET)
- JH Chamber Membership Campaigns
- JHTTB funding

See Appendix B: SDMP Alignment to Existing Teton County Plans and Programs for alignment to existing Teton County plans, programs, and reports.

KPIS:

- Actions support completion of related strategies within the 2020 Jackson/Teton County Comprehensive Plan
- Minimum 65% of workforce lives in Teton County, WY (2020 Jackson/Teton County Comprehensive Plan)—currently ~59%
- Private-sector employers with over 100 employees secure and make available housing for 10% of their employees by 2024 and 20% by 2028

RELATED FOCUS AREAS:

Workforce Recruitment & Retention, Transportation & Mobility, Governance



GOAL 5:

Advocate for and support destination mobility solutions

In other world-class destinations—small and large, rural and urban—cultural and recreational offerings are complemented by easy and efficient transit access from airports and points of entry throughout the destination.

Throughout the SDMP process, residents and visitors have mentioned traffic challenges and raised the need for improved mobility and transportation networks. Specific references were captured in the resident sentiment survey responses and online visitor reviews, and reinforced through stakeholder meetings and consultations.

As discussed in the SDMP Situation Analysis Report, the average commuter from Teton County, Idaho, to Teton County, Wyoming, drives about 10,750 per year and pays roughly \$6,300 per year in transportation costs. The commute from North Lincoln County costs more, averaging 17,500 miles and \$10,260 per person per year. Excessive commutes impact residents' quality of life by taking time away from family, friends, and recreation and relaxation. Other critical environmental, resource, and health and safety impacts are considerable—vehicle emissions, risk to area wildlife, and road hazards throughout the year. Although the 2020 Jackson/Teton County Comprehensive Plan calls for fewer greenhouse gas emissions than the community produced in 2012, emissions have trended upward for the past eight years.²⁰

For visitors, especially during the summer season, slow downs through central corridors, congestion, and lack of parking at key attractions can compromise the overall visitor experience.

The SDMP development process identified initial priorities to support increased tourism industry involvement in addressing destination transportation and traffic congestion issues.

An overarching objective is to identify and frame tourism advocacy and stable funding sources for transportation infrastructure and public transit expansion—local and regional. To maximize outcomes, initiatives align to existing and planned transportation and traffic congestion mitigation initiatives in the 2020 Jackson/Teton County Comprehensive Plan, the Town of Jackson and Teton County Integrated Transportation Plan, and Southern Teton Area Rapid Transit (START) Bus strategic plans.

Measuring Success

Successful implementation of these initiatives can be identified by monitoring the following KPIs drawn directly from the 2020 Jackson/Teton County Comprehensive Plan and the Town of Jackson and Teton County Integrated Transportation Plan and other key indicators raised through the SDMP development process:

1. Reduction per capita of Vehicles Miles of Travel in Jackson Hole - Goal: 525,000,000 in 2024/≤ 560 million target 2035 (2020 Jackson/Teton Comprehensive Plan and the Town of Jackson and Teton County Integrated Transportation Plan)^{20, 21}
2. Increased START transit ridership per capita: ≥ 1,800,000 by 2024/≥ 3,600,000 target 2035 (2020 Jackson/Teton County Comprehensive Plan and the Town of Jackson and Teton Integrated Transportation Plan)^{21, 22}
3. Active Transportation Mode Share per capita (e.g., more bikes and boots) – Goal: ≥ 18% by 2024 & ≥ 20% by 2035 (2020 Jackson/Teton Comprehensive Plan)^{20, 21}
4. Reduced commuter times and visual impacts of vehicle traffic with further verification through ongoing surveying of resident sentiment regarding traffic congestion and mobility options.





Initiative 5.1: Support expansion of affordable public transit around mobility hubs

Together, the priority initiatives build a dynamic network of solutions to mobility and traffic challenges in Teton County. The community can draw on the operations of the existing Stilson Lot (Village Road Transit Center) and planned improvements to inform the development of additional transit centers/mobility hubs. The greatest challenge in advancing this initiative will be coordinating efforts to secure critical central locations for future mobility hubs. In parallel to the three priority initiatives, community stakeholders listed several other initiatives to support existing plans and programs. In particular, community leaders hope that a more formal process is facilitated for the advocacy, development, testing, and management of core pedestrian-only areas (Deloney & Center Streets). Objectives include keeping cars out of the downtown area, enhancing the pedestrian experience and character of downtown, and reducing the environmental impacts of vehicle traffic.

INITIATIVE 5.1: Support expansion of affordable public transit around mobility hubs

Implementation Timeline: Years 2–5

OBJECTIVES:

1. Expanded transit around “mobility hubs.”

PRIORITY ACTIONS:

- 5.1.1 Identify the value of transit services to support the tourism and hospitality industry workforce, visitor services, and community special events.
- 5.1.2 Identify and prioritize opportunities for greater tourism and hospitality industry involvement in transportation planning and funding. Include pricing structures to encourage transit use by the workforce.
- 5.1.3 Support improvements to and operations of Stilson Transit Center. Construction by early 2026 and funding for ongoing Operations and Maintenance.
 - Build transit expansion around an additional 1–2 mobility hubs modeled after the Stilson Lot (Village Road Transit Center).
 - Considerations/locations for 1–2 more mobility hubs beyond the Stilson Lot:
 - Home Ranch
 - Near the Y – Wells Fargo area (addresses Idaho commuters as well)
 - Miller Park
 - Micro Park and Ride Centers

See Appendix B: SDMP Alignment to Existing Teton County Plans and Programs for alignment to existing Teton County plans, programs, and reports.

PARTNER ORGANIZATIONS:

START Bus; Teton County Regional Transportation Planning Administrator; JHCC; neighboring counties/communities; and Wyoming and Idaho Departments of Transportation.

POTENTIAL RESOURCES:

- JHTTB special projects funding (allocation from lodging tax revenues)
- JHCC organizational funding and member resources
- Teton County Specific Purpose Excise Tax (SPET)
- Regional Transportation Authority Property Tax (future option)
- Additional lodging, property, and sales taxes
- Federal and state transportation grants
- Wyoming Office of Tourism
- Newly formed Regional Transportation Task Force & collaborative funding request(s)

KPIS:

- Reduction per capita of Vehicles Miles of Travel in Jackson Hole - Goal: 525,000,000 in 2024/≤ 560 million target 2035 (2020 Jackson/Teton Comprehensive Plan and the Town of Jackson and Teton County Integrated Transportation Plan)^{20, 21}
- Increased START transit ridership per capita: ≥ 1,800,000 by 2024/≥ 3,600,000 target 2035 (2020 Jackson/Teton County Comprehensive Plan and the Town of Jackson and Teton Integrated Transportation Plan)^{20, 21}
- Active Transportation Mode Share per capita (e.g., more bikes and boots) – Goal: ≥ 18% by 2024 & ≥ 20% by 2035 (2020 Jackson/Teton Comprehensive Plan)^{20, 21}
- Increased purchase of Employer Transit Passes for employees
- Number of events that rely on START Bus services to deliver attendees
- Number of events that require Town resources for street closures
- Number of events using Pathways for all or part of event

RELATED FOCUS AREAS:

Education & Communications, Visitor Flow Management, Climate Action, Monitoring & Reporting, Governance



Initiative 5.2: Support development of transit planning applications and broader integration with advanced trip planning

This priority initiative supports the creation of the transit planning application (mobility app) that START Bus is developing. Stakeholders framed the initiative to look at opportunities to build off of the initial START Bus app to add in features for more extensive trip planning to target a reduction in single occupancy vehicle use by residents and rental car usage by visitors. A consideration within this priority is the inclusion of diversification of and promotion of visitor activities that do not require a vehicle. Key success metrics are a visible reduction in single occupancy vehicles on key county access roads and in vehicle miles traveled—priorities established in the 2020 Jackson/Teton County Comprehensive Plan, the Town of Jackson and Teton County Integrated Transportation Plan and START Bus strategic initiatives.

INITIATIVE 5.2: Support development of transit planning applications and broader integration with advanced trip planning.	Implementation Timeline: Years 1–5
OBJECTIVES: 1. Support resident and commuter utilization 2. Reduced visitor SOVs and car-free visitor itineraries PRIORITY ACTIONS: 5.2.1 Support the first generation of a transit application being developed by START with education and outreach (e.g., JHCC, JHTTB, central reservations, tourism entities' booking systems). 5.2.2 Support and participate in a process (e.g., task force/working group) to expand app(s) for advanced trip planning building on START bus application.. 5.2.3 Tourism industry (JHTTB, JHCC, Grand Teton National Park, and proposed permanent destination management and marketing organization) to coordinate with START and Teton County Regional Transportation Planning Administrator to develop wayfinding and educational materials. PARTNER ORGANIZATIONS: START Transit; Teton County Regional Transportation Planning Administrator; JHTTB; JHCC plus engagement of members; and, Jackson Hole Airport POTENTIAL RESOURCES: • START Bus Transit Application, first generation • JHTTB special projects funding (allocation from lodging tax revenues) • JH Chamber organizational funding and member resources • Teton County Specific Purpose Excise Tax (SPET) • Employer Transit Pass Program • State and Federal Transportation Grants • Wyoming Office of Tourism KPIS: • Reduction per capita of Vehicles Miles of Travel in Jackson Hole – Goal: 525,000,000 in 2024/≤ 560 million target 2035 (2020 Jackson/Teton Comprehensive Plan and the Town of Jackson and Teton County Integrated Transportation Plan)^{20, 21} • Increased START transit ridership per capita: ≥ 1,800,000 by 2024/≥ 3,600,000 target 2035 (2020 Jackson/Teton County Comprehensive Plan and the Town of Jackson and Teton Integrated Transportation Plan)^{20, 21} • Active Transportation Mode Share per capita (e.g., more bikes and boots) – Goal: ≥ 18% by 2024 & ≥ 20% by 2035 (2020 Jackson/Teton Comprehensive Plan)^{20, 21} RELATED FOCUS AREAS: Education & Communications, Visitor Flow Management, Climate Action, Monitoring & Reporting, Governance	



Initiative 5.3: Support evaluation and potential resourcing of public transit to the airport, Grand Teton National Park, and key attractions

The SDMP process further verified the destination's long-established gap in public transit to the airport, GRTE, and key attractions such as trail heads, Town Square, and outlying locations with limited transit schedules and access. Leading sustainable destinations complement world-class attractions and amenities with comprehensive and efficient public transit solutions to create a more seamless visitor experience. This initiative is designed to create a better experience for both residents and visitors: streamlined access, fewer cars on the road, reduced congestion, and reduction of direct and indirect environmental impacts.

INITIATIVE 5.3: Support evaluation and potential resourcing of public transit to the airport, Grand Teton National Park, and key attractions

Implementation Timeline: Years 1–5

OBJECTIVES:

1. Support evaluation and potential resourcing of public transit to the airport, GRTE, and key attractions.
2. Reduce traffic congestion in and around key attractions, reduce single occupancy vehicles (SOVs) in and around Jackson, reduce greenhouse gas emissions, reduce parking challenges, and improve resident and visitor experience.

PRIORITY ACTIONS:

- 5.3.1 Tourism representatives (representation from the JHCC and/or the destination stewardship council) monitor and participate as appropriate in the transit feasibility study commencing in late 2022 with JH Airport, Teton County, START, GRTE, Wyoming Department of Transportation, and others.

See Appendix B: SDMP Alignment to Existing Teton County Plans and Programs for alignment to existing Teton County plans, programs, and reports.

- 5.3.2 Convene community and tourism stakeholders as needed to review solutions and support advocacy efforts.
- JHTTB-designated representative ensures community tourism stakeholders are kept abreast of the study's progress and have appropriate opportunities to advocate for solutions and funding.

PARTNER ORGANIZATIONS:

Teton County Teton County Regional Transportation Planning Administrator and other department leads; START; JH Airport Staff; Grand Teton National Park; JHCC; JHTTB; and Wyoming Department of Transportation

POTENTIAL RESOURCES:

- START Bus Transit Application (first generation) funding by Teton County
- JHTTB special projects funding (allocation from lodging tax revenues)
- JHCC organizational funding and member resources
- Teton County Specific Purpose Excise Tax (SPET)
- Regional Transportation Authority Property Tax (future option)
- Additional lodging, property, and sales taxes
- Federal and state transportation grants
- Wyoming Office of Tourism

KPIS:

- Reduction per capita of Vehicles Miles of Travel in Jackson Hole - Goal: 525,000,000 in 2024/≤ 560 million target 2035 Goal (2020 Jackson/Teton Comprehensive Plan and the Town of Jackson and Teton County Integrated Transportation Plan)^{20 21}
- Increased START transit ridership per capita: ≥ 1,800,000 by 2024/≥ 3,600,000 target 2035 (2020 Jackson/Teton County Comprehensive Plan and the Town of Jackson and Teton Integrated Transportation Plan)^{20 21}
- Public transit times are increasingly more time-efficient than SOV travel
- Reduction in carbon emissions and mitigation goals identified in the Climate Action Roadmap and related plans and programs
- Reduction in human-vehicle-wildlife impacts and collisions

RELATED FOCUS AREAS:

Education & Communications, Visitor Flow Management, Transportation & Mobility, Climate Action, Monitoring & Reporting, Governance



GOAL 6:

Reduce climate risks and enhance destination resilience

Teton County is highly vulnerable to the threats of climate change. The 2021 Greater Yellowstone Climate Assessment warns of rising temperatures that will influence the hydrologic cycle and result in loss of snowpack,²³ limiting critical freshwater resources for communities and natural ecosystems. Climate change has detrimental effects on the sustainability of the natural environment and increases the risk of disasters such as droughts, flooding, avalanches, and wildfires.²⁴ The impacts of climate change on tourism in Teton County are already being felt, reducing the length and quality of the winter sport season and negatively altering water habitats and fisheries which impact nature viewing, water sports, and angling. The increasing risks and impacts of unmanageable wildfires and flooding in the popular summer months pose a significant threat to resident and visitor safety, and drive unpredictable short-term cancellations, hurting the tourism economy.

The tourism industry is not just a victim of climate change; tourism is also responsible for an estimated 8% of the world's greenhouse gas (GHG) emissions, contributing to accelerated global warming.²⁵ Teton County, local communities, and the tourism industry must increase climate action to reduce climate risks and enhance the resilience of Teton County and the Greater Yellowstone Ecosystem.

Numerous organizations across public, private, and nonprofit sectors in Teton County have made advancements in climate action. The Town of Jackson established a goal to be carbon neutral by 2030. The Jackson Hole Climate Action Collective is advancing a draft county-wide Climate Action Roadmap, and organizations throughout the County and beyond are working closely together across private, public, and nonprofit sectors to reduce carbon emissions and build resilience.

However, there is currently no formal carbon reduction goal at the county level and there is no tourism-focused collaborative climate

action strategy to monitor and address tourism's contribution to GHG emissions and climate change impacts, as well as educate and engage residents and visitors. Teton County is uniquely positioned to become a global leader in climate action, and now is the time to launch the effort.

The following strategic initiatives present a path forward for collaborative climate action for tourism in Teton County and the Greater Yellowstone Ecosystem. The four strategic initiatives provide a comprehensive approach to guide climate leaders and the tourism industry to establish Teton County as a leader in destination climate action. Alignment of these initiatives with goals and priorities from existing plans and programs (e.g., the Jackson/Teton Comprehensive Plan) are presented in Appendix B.

Measuring Success

Key measures of success are outlined below.

1. A reduction of GHG emissions in Teton County to reach carbon neutrality by 2030
2. Active partnerships that consistently advance climate action projects that are well-funded and aligned with county-wide plans and strategies
3. A science-based GHG emission monitoring and reporting program for tourism in Teton County that reports progress frequently and guides project decision-making
4. Active participation in global and regional climate action networks, exchanging knowledge and planning support with destinations around the world
5. A well-educated, active visitor base and resident community that contributes to emission reduction efforts and inspires others to take climate actions, preserve precious resources, and protect the natural environment
6. A majority of tourism businesses committed to understanding and reducing their carbon footprint, with recognition and celebration within and outside of Teton County





Initiative 6.1: Demonstrate Teton County's leadership in reducing tourism's carbon footprint

The organizations, businesses, public agencies, and communities of Teton County are well positioned collectively to become a global leader in reducing tourism's carbon footprint, building on the progress made throughout the county through an increase in renewable energy use and waste reduction programs. Human and financial resources are critical to the advancement of tourism climate projects. Given the magnitude of the challenge and necessity for collective action across a diverse range of stakeholders, the priority actions for initiative 6.1 focus on foundational needs—partnerships, funding, and alignment with existing plans—to ensure consistent and long-term effort is made to reduce tourism's carbon footprint.

INITIATIVE 6.1: Demonstrate Teton County's leadership in reducing tourism's carbon footprint

Implementation Timeline: Years 1–5

OBJECTIVES:

1. Advocate for Teton County to establish a formal carbon neutrality goal aligned with the Town of Jackson's resolution to be net zero by 2030.
2. Advance tourism climate projects and partnerships to help Teton County reach a carbon neutrality goal by 2030.
3. Participate in tourism climate networks to promote and inspire collective climate action globally.

PRIORITY ACTIONS:

- 6.1.1 Create a tourism climate action working group of diverse representatives to advance climate projects and partnerships.
 - Re-engage the tourism working group within the Teton Climate Action Partnership.
 - Create a Memorandum of Understanding for partners (town, county, public land, private sector, and nonprofit organizations) to sign confirming their commitment to implementing SDMP climate action initiatives.
 - Identify quick-win priority projects to implement in year two to gain momentum.
- 6.1.2 Support the development and implementation of the Jackson/Teton Climate Action Roadmap.
 - Advocate for Teton County to establish a formal carbon neutrality goal and support the finalization and implementation of the Climate Action Roadmap.
 - Lead on tourism-specific alignment of priorities, strategies, and projects between the Climate Action Roadmap and the SDMP.
 - Measure the success of alignment between the Climate Action Roadmap and the SDMP annually.
 - Identify and incorporate steps to maintain and create a resilient ecosystem and resilient infrastructure in the face of a changing climate.
- 6.1.3 Become an active member of tourism climate support networks to exchange knowledge and good practices.
 - Reconnect with the Travel Foundation and learn about engagement opportunities with the Glasgow Declaration global network.
 - Increase engagement with Mountain Towns 2030; explore leadership opportunities, including a potential subgroup of destinations that have sustainable management and/or climate action plans.
- 6.1.4 Identify and secure sustainable funding for tourism-related climate projects.
 - Assess all potential funding mechanisms and funders.
 - Create a short-list of the most viable funding options for identified projects.
 - Collaborate on proposals to secure funding.

PARTNER ORGANIZATIONS:

Town of Jackson; Teton County; JH Climate Action Collective; Teton Climate Action Partnership (facilitated by LegacyWorks Group); Yellowstone-Teton Clean Cities; Greater Yellowstone Coordinating Committee; Lower Valley Energy; Teton Conservation District; Riverwind Foundation; Energy Conservation Works; JHTTB; Voices JH; Sunrise Movement Jackson Hole; Vista 360; Jackson Hole Airport; Hole Food Rescue; Straw Free Jackson Hole; Wyoming Outdoor Council; JHCC; Public Land Management Organizations; tourism businesses—Sustainability Leaders and BEST program; and community experts

POTENTIAL RESOURCES:

- Staff time from partner organizations
- Specific Purpose Excise Tax (SPET)
- Lodging Tax (events and education campaigns)
- Federal and state grants
- Foundation grants (e.g., Patagonia, Community Foundation of Jackson Hole)
- Private-sector impact investing
- Public-sector financing

KPIs:

- Carbon neutrality goals formally established by Teton County
- Number and frequency of meetings of the tourism climate action working group
- Percentage and frequency of partners who participate in the working group
- Number of projects adopted and implemented by the working group
- Number of potential funding resources identified for climate projects
- Amount of funding secured for tourism climate projects
- Percentage and frequency of participation in meetings and events with global and regional climate support networks

RELATED FOCUS AREAS:

Education & Communications, Climate Action, Monitoring & Reporting, Governance



Initiative 6.2: Establish science-based reduction targets for the tourism economy aligned with net-zero climate goals

Initiative 6.2 presents priority actions that measure and disclose all travel and tourism-related emissions in Teton County. Destinations around the world are finding innovative ways to measure their carbon footprint and take science-based actions to reach global goals to reach net-zero as soon as possible before 2050.²⁶ Teton County is uniquely positioned to lead in tourism carbon emission measurement and reporting: sustainability commitments have already been made and advanced by numerous sophisticated organizations, agencies, and tourism businesses and support for climate action within the community is strong.

The actions described below outline steps that can be taken within the first year of plan implementation to advance tourism climate measuring and reporting. This will hold partners accountable to their climate action commitments and contribute to global understanding of emission reduction within the tourism industry.

INITIATIVE 6.2: Establish science-based reduction targets for the tourism economy aligned with net-zero climate goals

Implementation Timeline: Years 2–5

OBJECTIVES:

1. Create a science-based GHG emission monitoring and reporting program for tourism in Teton County that reports progress frequently and guides project decision-making.

PRIORITY ACTIONS:

- 6.2.1 Create a framework to assess tourism's carbon emissions across the destination and set reduction targets.
 - Identify all existing data and gaps for tourism's carbon emissions and create agreements with organizations and agencies to contribute information regularly.
 - Assess Teton County's unique tourism industry value chain carbon (scope 1, 2, and 3 emissions) emissions across the destination with all tourism businesses including air travel, ground transportation, accommodations, attractions, tours, restaurants, and service facilities.
 - Determine realistic, science-based reduction targets for the local tourism economy to achieve with initial targets established for 2030 and 2050.
 - Establish a schedule to review the metrics and methods used for analysis and make necessary adjustments.
- 6.2.2 Create a tourism climate impact dashboard that reports carbon emissions, impacts, and progress toward reduction targets.
 - Support the Teton Climate Action Partnership (facilitated by LegacyWorks Group) to leverage their climate dashboard to present tourism-specific data.
 - Coordinate reporting with the overall SDMP data monitoring framework.
- 6.2.3 Establish participation in climate accountability networks to provide regular reports on reduction progress.
 - Identify potential climate networks dedicated to holding communities accountable to reporting on and reaching climate goals (e.g., ICLEI, Carbon Disclosure Project).
 - Join a climate network and implement consistent reporting processes.

PARTNER ORGANIZATIONS:

Teton Climate Action Partnership (facilitated by LegacyWorks Group); Town of Jackson; Teton County; Jackson Hole Airport; Yellowstone-Teton Clean Cities; Energy Conservation Works; Teton Conservation District; JH Climate Action Collective; Greater Yellowstone Coordinating Committee; Lower Valley Energy, Wyoming Department of Transportation; Riverwind Foundation; JHTTB; Voices JH; Sunrise Movement Jackson Hole; Vista 360; Hole Food Rescue; Straw Free Jackson Hole; Wyoming Outdoor Council; JHCC; Public Land Management organizations; tourism businesses (Sustainability Leaders and BEST program); and community experts.

POTENTIAL RESOURCES:

- Staff time from partner organizations
- Foundation grants (e.g., Patagonia, Community Foundation of Jackson Hole)
- Specific Purpose Excise Tax (SPET)
- Private-sector impact investing
- Federal and state grants
- Public-sector financing

KPIs:

- Measurable progress toward science-based carbon reduction targets
- Frequency of reporting tourism GHG emissions on local dashboard
- Frequency of reporting to and participating in climate accountability networks

RELATED FOCUS AREAS:

Education & Communications, Monitoring & Reporting, Governance



Initiative 6.3: Educate visitors and residents about carbon emissions and create actionable opportunities to collectively reduce their carbon footprint

Increasingly, visitors are interested in traveling to sustainability-minded destinations and want to help protect the places they visit. Equally, residents recognize the need for collective climate action but may have a hard time understanding where to start. The priority actions for initiative 6.3 present opportunities to educate visitors and residents about tourism's role in climate change and provide easy and inspiring ways for visitors and residents to act on climate and protect the Greater Yellowstone Ecosystem.

INITIATIVE 6.3: Educate visitors and residents about carbon emissions and create actionable opportunities to collectively reduce their carbon footprint

Implementation Timeline: Years 2–5

OBJECTIVES:

1. Create education and action campaigns and itineraries that enable and incentivize visitors to easily learn about and help reduce their carbon footprint.
2. Educate and engage Teton County residents, particularly short-term rental owners and part-time homeowners, to understand and reduce their carbon footprint and provide input on destination climate projects.
3. Increase donations to local organizations effectively that are reducing or absorbing carbon emissions.

PRIORITY ACTIONS:

- 6.3.1 Develop education and action campaigns that inspire and effectively enable visitors to reduce carbon emissions. Review current campaigns by JHTTB, JHCC, Jackson Hole Airport and tourism businesses about how visitors can help reduce their carbon footprint (carbon offsets, resource use, waste management, low-emission experiences, transportation behavior, etc.).
 - Identify all activities that visitors can participate in or contribute to that reduce carbon emissions and support local programs.
 - Create education and action campaigns and materials that inspire and incentivize visitors to act on climate and promote Teton County as a sustainable destination.
- 6.3.2 Expand opportunities for visitors to give carbon offset donations to local organizations that are effectively reducing emissions, conserving resources, or protecting the environment.
 - Catalog all existing and potential options for visitors to give carbon offset donations to local organizations (e.g., Good Traveler Program and YTCC), identifying gaps and opportunities.
 - Create more opportunities for visitors to give carbon offset donations easily through technology, partnerships, and booking processes.
- 6.3.4 Utilize existing community resources to educate short-term rental owners and part-time resident homeowners on how to reduce carbon emissions year-round.
 - Distribute the Mountain Neighbor Handbook and related materials with short-term rental owners and part-time resident homeowners.
 - Create and distribute a short guide about home and landscape management improvements for short-term rental owners and part-time homeowners.
 - Organize in-person and virtual sessions to educate new homeowners.
- 6.3.5 Create a communications framework that provides transparent updates and elicits resident input.
 - Provide regular updates to residents about tourism climate action efforts.
 - Establish avenues for resident input/feedback (e.g., Engage Teton County).

PARTNER ORGANIZATIONS:

JHTTB; JHCC; Jackson Hole Airport; Vista 360; Public Land Management Organizations; Tourism Businesses; Riverwind Foundation; Teton Climate Action Partnership; Yellowstone-Teton Clean Cities; Energy Conservation Works; Teton Conservation District; JH Climate Action Collective; Town of Jackson; Teton County; Greater Yellowstone Coordinating Committee; Voices JH; START Bus; Teton County Housing Authority; Teton Habitat for Humanity; Community Foundation of Jackson Hole and, neighboring communities

POTENTIAL RESOURCES:

- Staff time from partner organizations
- Specific Purpose Excise Tax (SPET)
- Lodging Tax (events and education campaigns)
- Federal and state grants
- Foundation grants (e.g., Patagonia, Community Foundation of Jackson Hole)
- Good Traveler Program (hosted by the Jackson Hole Airport)

KPIs:

- Number of campaigns that educate and inspire visitors to act on climate
- Number of and amounts for carbon offset donations by visitors to local organizations
- Number of low/no-carbon itineraries, promotional metrics, and the number of visitors who participated in them
- Number of short-term rental owners and part-time resident owners who receive education materials
- Number of short-term rental and part-time resident owners who participate in informational events and report on changes they are making
- Engagement numbers on Engage Teton County website

RELATED FOCUS AREAS:

Education & Communications, Visitor Flow Management, Transportation & Mobility, Climate Action, Monitoring & Reporting, Governance



Initiative 6.4: Guide, support, and incentivize tourism businesses to reduce their carbon footprint

The private sector plays a critical role in reducing GHG emissions. They are the main interface with visitors and are responsible for all amenities and services for a quality visitor experience. From fueling air and ground transportation to providing accessible accommodations and hosting entertainment through tours, events, shopping, and culinary experiences, a tourism business's carbon footprint can grow quickly. Initiative 6.4 outlines steps that tourism businesses and support organizations/agencies can take to understand the private sector's carbon footprint and take practical actions to reach sustainability goals. Coordination across the destination and with associated industries, particularly transportation and agriculture, will be critical for successful initiative implementation.

INITIATIVE 6.4: Guide, support, and incentivize tourism businesses to reduce their carbon footprint

Implementation Timeline: Years 2–5

OBJECTIVES:

1. Increase the number of tourism businesses participating in sustainability programs and reducing their carbon emissions.
2. Measure and celebrate tourism private sector progress in reducing carbon emissions.

PRIORITY ACTIONS:

- 6.4.1 Help tourism businesses calculate their carbon footprint, establish reduction targets and create realistic action plans.
 - Identify resources, guidelines, and toolkits for businesses to calculate their carbon footprint, establish reduction targets, and create realistic action plans.
 - Fund and coordinate climate change experts to mentor tourism businesses in calculating their carbon footprint and reducing it with creative solutions.
- 6.4.2 Encourage tourism businesses to participate in the Sustainable Business Leaders and BEST programs.
 - Identify tourism businesses who have not participated or who have not remained active in the programs and target promotional efforts to them.
 - Celebrate participating businesses more widely.
- 6.4.3 Motivate tourism businesses to participate in waste reduction/diversion programs from the Road to Zero Waste movement.
 - Coordinate with Teton County Integrated Solid Waste and Recycling to promote and engage in the movement through food waste composting, zero-waste events, and green purchasing initiatives.
 - Identify and celebrate successful agritourism collaborations (farm-to-table and sustainably-sourced culinary experiences); increase local food sourcing through strategic partnerships and knowledge sharing.
- 6.4.4 Create regional partnerships to decarbonize the tourism supply chain through coordinated sustainable procurement.
 - Using GHG emission data, conduct an assessment to identify opportunities for large tourism businesses (ski resorts, accommodations, tour operators, and restaurants) to coordinate procurement.
 - Establish multi-business partnership agreements to coordinate sustainable procurement processes.
- 6.4.5 Educate and enable tourism businesses and services that use vehicles to switch to fully-electric fleets (electric cars, sleds, maintenance trucks)
 - Analyze the current use of electric/hybrid vehicles for all tourism-related businesses in Teton County and categorize businesses by their level of readiness to switch to being fully electric.
 - Identify all current leaders in electric/hybrid vehicle use and celebrate their progress and share their methods with other businesses seeking to shift.
 - Work with partner organizations to educate and incentivize tourism businesses to create a plan and increase their electric vehicle use.

PARTNER ORGANIZATIONS:

Riverwind Foundation; JHCC; Teton County Integrated Solid Waste and Recycling; Public Land Management Organizations; Tourism Businesses; Town of Jackson; Teton County; JH Climate Action Collective; Teton Climate Action Partnership; Yellowstone-Teton Clean Cities; Greater Yellowstone Coordinating Committee; Teton Conservation District; Energy Conservation Works; JHTTB; Voices JH; Jackson Hole Airport; Hole Food Rescue; Straw Free Jackson Hole; Wyoming Department of Transportation.

POTENTIAL RESOURCES:

- Staff time from partner organizations
- Specific Purpose Excise Tax (SPET)
- Lodging Tax (events and education campaigns)
- Federal and state grants
- Foundation grants (e.g., Patagonia, Community Foundation of Jackson Hole)
- Private-sector impact investing
- Public-sector financing

KPIs:

- Number of tourism businesses that calculate their carbon footprint, set reduction targets, and create action plans
- Number of tourism businesses that participate in the Sustainable Business Leaders and BEST programs
- Number of tourism business that participate in the Road to Zero Waste movement and their specific metrics on reduction/diversion efforts
- Number of tourism businesses participating in coordinated procurement processes and the GHG emission reduction metrics
- Number of businesses that have switched from gas/diesel vehicles to electric/hybrid and associated emission reduction metrics
- Number of agritourism and locally-sourced culinary experiences

RELATED FOCUS AREAS:

Education & Communications, Transportation & Mobility, Climate Action, Monitoring & Reporting, Governance

GOAL 7:

Monitor tourism and its impacts on people and place (all lands, all communities)

Impact monitoring is an essential part of sustainable destination management. The SAR revealed that there is a lack of holistic monitoring of tourism-related impacts across all lands and all communities. For example, the Jackson Hole Comprehensive Plan Indicator Report measures several tourism indicators related to managing growth, but it doesn't reflect on how tourism growth could affect quality of life or quality of environment.

The following initiatives do not aim to supplant any current monitoring efforts, but rather to build upon them by adding tourism-oriented indicators, monitoring the trends identified in the SAR, and reporting specifically on the identified issues areas.

Ultimately, the intended outcome of the comprehensive monitoring initiative is to provide pertinent, unquestionably valid, and necessary data to support decision-making for the adaptation, regeneration, and sustainability of Teton County, its attractions, its neighboring communities, and the Greater Yellowstone Ecosystem.

Measuring Success

Key measures of success are outlined below.

1. An appropriately resourced working group of highly engaged stakeholders will convene regularly and oversee a wealth of data that can be used to tell a factual yet compelling story that can inform the public and direct evidence-based decision-making. As this monitoring data accumulates, a validated trend report will be published showing improving trends across all identified critical issue areas.
2. The community at large will have confidence that community managers are taking an active role in managing tourism.
3. The results of the monitoring lead to evidence-based decision-making.
4. Long-term trends are improving and backed by validated monitoring.





Initiative 7.1: Establish an accessible and regularly updated destination data bank

Numerous community stakeholders are currently collecting valuable data points about various impacts throughout the destination.

The objective of this initiative is to convene these stakeholders and establish a collaborative, comprehensive, and accessible destination data bank.

INITIATIVE 7.1: Establish an accessible and regularly updated destination data bank

Implementation Timeline: Years 2–5

OBJECTIVE:

1. Establish an accessible destination data bank that is regularly updated with comprehensive and valid data from a diverse group of community stakeholders.

PRIORITY ACTIONS:

7.1.1 Convene an Destination Stewardship Council action team that consists of diverse community organizations (e.g., ecosystem stewardship, community health and safety, public services, private industry) to organize destination data sources and establish protocols.

- Determine which sectors need to be represented in a monitoring action team.
- Identify at least one representative organization for each sector, invite them to participate, and confirm their availability to participate in ongoing meetings.
- **Coordinate an initial meeting to define the scope of the monitoring and reporting, determine the working group oversight, identify indicators and data sources, and define protocols for data collection, validation, interpretation, and reporting.

7.1.2 Identify and catalog all pertinent impact indicators, including data sources and contact information for participating organizations.

- Identify and catalog any additional impact indicators not found in the SAR that are relevant to the SDMP Focus Areas (e.g., workforce housing, climate impacts, public land visitation).
- Identify and catalog intangible community livability indicators (e.g., tourism sentiment, wait time at restaurants, workforce commute time).
 - 2020 Jackson/Teton County Comprehensive Plan Indicator Report
 - Riverwind Foundation Sustainability Report Card
 - Riverwind Foundation Destination Certification Master Database

7.1.3 Engage with contributing organizations through interviews and surveys to better understand the following:

- What issue areas is their organization working on within their sector?
- What data is being collected to monitor those issues?
- What challenges do they have with existing data collection?
- Are they willing to regularly provide data to the destination data bank?
- Are they willing to adhere to destination data bank and reporting protocols?

7.1.4 Determine an appropriate platform for hosting the destination data bank.

- This could be a highly effective and simple worksheet (e.g., Google Sheet) or a more interactive and productive application (e.g., Tableau, AirTable).
- Provide access to an interactive tool for the general public.

PARTNER ORGANIZATIONS:

JHTTB; JHCC; Town of Jackson; Teton County; Wyoming Office of Tourism; GRTE; YELL; Bridger-Teton National Forest; JH AIR; Riverwind Foundation; Teton Conservation District; Teton County Housing Authority; Community Health Assessment; JH Wildlife Foundation; Teton and Star Valley Communities; WY Department of Transportation; Charture Institute

POTENTIAL RESOURCES:

- Staff time from lead partner organizations
- Lodging Tax funds
- Grants

KPIs:

- Number of working group meetings held
- Accuracy and timeliness of data collected and reported
- Percentage and frequency of partners who participate in the working group
- Number of projects adopted and implemented by the working group

RELATED FOCUS AREAS:

Education & Communications, Visitor Flow Management, Workforce Recruitment & Retention, Workforce Housing, Transportation & Mobility, Climate Action, Monitoring & Reporting, Governance



Initiative 7.2: Publish an annual indicator report

Once stakeholders have established a destination data bank, the next step is to interpret the data trends and analyze the potential impacts. The objective of this initiative is to work with an independent facilitator who specializes in data interpretation and can facilitate a discussion around the collected data. The independent facilitator can provide an objective voice, which can build greater confidence within the community that efforts are being made to identify recurring themes and address any significant impacts.

INITIATIVE 7.2: Publish an annual indicator report

Implementation Timeline: Years 3–5

OBJECTIVE:

1. To transparently report on tourism impacts and build confidence that those impacts are being actively addressed.

STRATEGIC INITIATIVES AND PRIORITY ACTIONS:

7.2.1 Interpret data and analyze trends to communicate the complex story of tourism to the general public in a simple way.

- On an annual basis, convene the established action team to ensure all identified data has been collected and validated.
- Hire an independent contractor to facilitate a group discussion on data interpretation and analysis of trends during the past season and previous years..
- Hire an independent contractor to draft an objective report of data findings and group discussion.
- At a minimum, the report should include
 - Updates and trends on impact indicators found in the SAR
 - Updates and trends on how SDMP strategic initiatives are being implemented
 - Updates and trends on how the destination is performing on GSTC-D best practices
 - A compelling story on the complex intersections of community, tourism, and sustainability, told through data, infographics, and narrative.

7.2.2 Publish the report annually through readily accessible media channels.

PARTNER ORGANIZATIONS:

JHTTB; JHCC; Town of Jackson; Teton County; Wyoming Office of Tourism; GRTE; YELL; Bridger-Teton National Forest; JH AIR; Riverwind Foundation; Teton Conservation District; Teton County Housing Authority; Community Health Assessment; JH Wildlife Foundation; Teton and Star Valley communities; WY Department of Transportation; Charture Institute.

POTENTIAL RESOURCES:

- Staff time from lead partner organizations
- Lodging Tax funds
- Grants

KPIs:

- Number of reports published
- Number of visits to report online; number of report downloads
- Number of instances the report is referenced in other publications

RELATED FOCUS AREAS:

Education & Communications, Visitor Flow Management, Workforce Recruitment & Retention, Workforce Housing, Transportation & Mobility, Climate Action, Monitoring & Reporting, Governance



GOAL 8:

Maintain effective all-lands tourism governance, collaboration, and plan implementation

The journey toward sustainable tourism will require long-term coordination across all lands and all communities. The destination management principles guiding this plan are critical to the long-term health and competitiveness of the tourism industry in Teton County.

A solid foundation needs to be laid in order to realize the community vision for tourism in the Tetons: to become a leader in balancing the needs and aspirations of community members, businesses, and visitors by actively integrating the viability of the tourism economy with the regeneration of the Greater Yellowstone Ecosystem and enhancement of community quality of life.

Laying a solid foundation means establishing an effective governance structure for destination management and plan implementation; raising awareness and understanding of the SDMP among tourism businesses, public sector agencies, the NGO community and the wider community; and ensuring alignment and coordination with other local

and regional plans and strategies, such as the Comprehensive Plan and transportation and housing plans, that intersect with the goals outlined in this plan. This foundational work underpins all other goals in the SDMP.

Measuring Success

Key measures of success are outlined below.

1. Effective interim and permanent structures for destination management and SDMP implementation are established.
2. Improved coordination and collaboration across all jurisdictions (public lands, Jackson, Teton County) and all communities (private sector, public sector, civic sector, and the wider community).
3. Destination management structures communicate regularly with the private sector, public sector, civic sector, and the wider community to manage change and expectations about destination management outcomes.
4. High level of buy-in for the SDMP in the private sector, public sector, civic sector, and the wider community.





Initiative 8.1: Establish an interim destination stewardship council to guide SDMP implementation in the near term

Establishing a permanent governance structure for destination management will take time. While that work proceeds, an interim network is needed to maintain the momentum created by the SDMP participatory planning process and to foster ongoing communication and engagement with and between key stakeholder groups. The community will be eager to see changes occur quickly, so the interim network will need to manage expectations as well. A destination stewardship council can serve as an interim governance option to bridge the gap between the current situation and the establishment of a permanent destination management and marketing organization.

The existing 18-member SDMP Steering Committee, which includes representation from all key stakeholder groups, can serve as the starting point for the destination stewardship council. There are advantages to this approach. First, the SDMP Steering Committee members have a good understanding of the issues, which may make it easier for them to agree on actions to be taken and establish implementation methods and boundaries. The SDMP Steering Committee also has a broad spectrum of community-specific expertise.

This interim option offers the JHTTB an opportunity to test what works and what doesn't before creating a longer-term governance structure for destination management. It is important not to get stuck on this interim step, though. The interim network will need to develop a plan to establish the long-term destination management governance structure, and clearly communicate that plan to tourism stakeholders and the wider community.

INITIATIVE 8.1: Establish an interim destination stewardship council to guide SDMP implementation in the near term	Implementation Timeline: Year 1
OBJECTIVE: 1. Establish an interim structure for plan implementation that maintains momentum and a sense of shared responsibility for SDMP implementation. PRIORITY ACTIONS: 8.1.1 Design network structure and scope of work for the destination stewardship council. • Network structure recommendations: JHTTB will convene and chair the network; a subset of network members will serve as a core/executive group to expedite decision-making; a network manager will be contracted to manage the network; network members will be organized into action teams based on agreed upon quick-win priority actions; network members can choose to join one or more action teams; organizations not currently involved in the network can be invited by the JHTTB to join it. • Network scope of work recommendations: The destination stewardship network will guide implementation and monitoring of the SDMP in the near term; support collective action around quick-win priority actions; support ongoing communications with key stakeholder groups about progress; foster trust, knowledge sharing, and learning among network participants; encourage key stakeholders to engage with and participate in the network; and remain accountable for SDMP implementation to tourism stakeholders and the wider community. 8.1.2 Form a destination stewardship council that builds on the existing SDMP Steering Committee. • Build on the current SDMP Steering Committee to form the destination stewardship network. Representatives from missing stakeholder groups will need to be added to the destination stewardship network. • Dedicate funds for a consultant to manage the destination stewardship network. • Finalize the interim structure in tandem with the formal launch of the SDMP. 8.1.3 Define year one SDMP quick wins and guide implementation of priority actions. • The destination stewardship council will select 2–3 quick-win SDMP priority actions for implementation. This approach will help to demonstrate tangible and measurable results within the first year. These quick wins can be instrumental in garnering support for more complex initiatives. • The destination stewardship council will work with the JHTTB to secure funding for year one priority actions. • Destination stewardship council members will be organized into action teams based on agreed quick-win priority actions, and network members will be able to join one or more action teams. • The destination stewardship council should be involved in guiding all priority actions outlined in <i>Strategic Initiative 8.3: Raise awareness and understanding of the plan among all key stakeholder groups</i>.	
PARTNER ORGANIZATIONS: JHTTB; destination stewardship council network organizations; town and county elected officials.	
POTENTIAL RESOURCES: • Time and effort of all key organizations participating in the destination stewardship network • Resources to recruit and contract a destination stewardship network manager • JHTTB's time and effort involved in chairing the network	
KPIs: • Functioning destination stewardship network that has representation from all key stakeholder groups. • Two or three quick-win SDMP priority actions implemented in year one.	
RELATED FOCUS AREAS: Education & Communications, Visitor Flow Management, Workforce Recruitment & Retention, Workforce Housing, Transportation & Mobility, Climate Action, Monitoring & Reporting, Governance	



Initiative 8.2: Establish a permanent governance structure for destination management and SDMP implementation

The establishment of a permanent destination management organization underpins successful implementation of the community vision and stewardship goals outlined in the SDMP. The destination management organization should support the core values and guiding principles of the SDMP. It should also subscribe to good governance practices that prioritize building trust within all communities, ensure inclusion of all key stakeholder groups, demonstrate transparency, and maintain accountability to all communities across all lands.

The destination management organization's mandate will encompass destination management and marketing, since these work hand-in-hand. From a destination management perspective, the SDMP

community vision and stewardship goals will form the foundation of the destination management organization's main responsibilities. The SDMP stewardship goals support destination quality assurance and the improvement of the visitor and resident experience.

From a destination marketing perspective, a determination will need to be made about which activity areas—including but not limited to sales, trade show marketing, events, fulfillment, and FAM trips—will form part of the destination management organization's responsibilities. Recent surveys of tourism stakeholders and residents indicate that the community feels the ideal responsibilities would balance management and marketing.





INITIATIVE 8.2: Establish a permanent governance structure for destination management and SDMP implementation

Implementation Timeline: Year 1–2

OBJECTIVES:

1. Agree on the ideal organizational structure for the destination management and marketing organization.
2. Obtain buy-in for a permanent destination management and marketing organization from all key stakeholder groups.
3. Secure funding for start up and ongoing operation of the destination management and marketing organization.

PRIORITY ACTIONS:

8.2.1 Design and implement a comprehensive change management process to establish a permanent destination management and marketing organization.

- Explore and discuss possible pathways toward building a permanent governance structure and select a preferred option.
- Agree on the preferred pathway and timeline for building a permanent governance structure.

Pathway 1: Establish a new public-sector entity.

- How it works: Existing Joint Powers Agreement for JHTTB would be replaced with a new agreement outlining new scope and terms.
- Advantages: Public-sector entity has stronger convening power; may be perceived as having more authority; may be more easily trusted by the broader community.
- Disadvantages: It will need majority support from Town and County elected officials; it is uncertain what would happen if this is not achieved; this structure could be bureaucratic and not sufficiently agile; procurement processes, hiring staff, may limit access to some funding sources for SDMP actions.
- Considerations: Governance guidelines need to be defined—including the ideal composition of the board, selection process, term limits, and subcommittees.

Pathway 2: Establish a new organization.

- How it works: JHTTB will contract with new private corporation through an RFP process; the Terms of Reference will outline specific terms for the new entity, including programmatic priorities drawn from the SDMP and guidelines for organizational structure and governance; oversight by the JHTTB will include approval of annual work plan and budget as well as periodic and comprehensive annual reporting.
- Advantages: Clear mandate and one agenda (SDMP); allows community to bring in expertise as appropriate; clear picture of leadership skills needed to run the organization successfully; could help with wider community credibility; may be able to access a wide range of funding sources for SDMP actions.
- Disadvantages: Start-up costs and time; this option could encounter political difficulties without adequate guidelines and controls.
- Considerations:
 - What are the specific issues to outline in Terms of Reference for establishment of this new private corporation, including organizational structure preferences (e.g., 501c4 or B-Corp), to permit greatest flexibility in accessing diverse funding; determine the best way to ensure public land managers have a seat at the table (e.g., ex-officio representation or MOU).
 - Prioritize the desired vision of the community to balance management and marketing.
 - Make the Wyoming Office of Tourism part of the process; the Jackson Hole Travel and Tourism Board could serve as the/ a “funding arm” distributing the lodging tax to various organizations working toward the goals of the SDMP.

8.2.2 Build capability and capacity of the JHTTB to oversee the change management process, including the interim and permanent governance structures

- Capacity-building of JHTTB staff on destination stewardship and management; there are many professional certificate programs available on destination stewardship.
- Maintaining dialogue with other destinations, such as Sedona and Breckenridge, that are further along in the process of prioritizing destination management.

8.2.3 Secure funding to implement strategic initiatives.

- Advocate for increase in lodging tax to fund SDMP priority actions.
- Develop fundraising strategy that identifies high-priority funding sources at the local, state, and federal levels and take action to secure them.

PARTNER ORGANIZATIONS:

JHTTB; Town Council; Board of County Commissioners; JHCC; JH AIR; public land managers; Senator Barrasso

POTENTIAL RESOURCES:

- Financial and human resources to fund start up and ongoing operation of a destination management organization that could potentially be provided by the JHTTB

KPIs:

- The JHTTB to publish requests for proposals from groups willing to form a new destination management and marketing organization based on terms outlined in the RFP
- Functioning destination management and marketing organization by year two of SDMP implementation

RELATED FOCUS AREAS:

Education & Communications, Visitor Flow Management, Workforce Recruitment & Retention, Workforce Housing, Transportation & Mobility, Climate Action, Monitoring & Reporting, Governance



Initiative 8.3: Raise awareness and understanding of the plan among all key stakeholder groups

Raising awareness about the SDMP goals and expected outcomes may help to enlist support and buy-in from the wide range of stakeholders needed for plan implementation.

INITIATIVE 8.3: Raise awareness and understanding of the plan among all key stakeholder groups

Implementation Timeline: Year 1

OBJECTIVE:

1. Garner widespread buy-in for the SDMP from the tourism industry and wider community.

PRIORITY ACTIONS:

8.3.1 Implement a comprehensive SDMP launch campaign that engages tourism businesses, public-sector agencies, the NGO community, and the wider community.

- Coordinate launch planning and events through the interim destination stewardship network.

8.3.2 Present the SDMP to Teton County Commissioners and members of the Town Council and seek formal adoption of the plan by elected officials

8.3.3 Publish quarterly SDMP status reports that update key stakeholders and the wider community on goals, initiatives, and progress to date.

- Coordinate quarterly reports through the interim destination stewardship network.
- Establish two-way communications mechanism for tourism stakeholders and all communities.

8.3.4 Coordinate with the main organizations responsible for local, regional, and state-level plans and strategies associated with the SDMP goals.

- Coordinate with entities spearheading plans in the following areas: the Comprehensive Plan, transportation, housing, climate action.

PARTNER ORGANIZATIONS:

JHTTB; elected officials, organizations that form part of the interim destination stewardship council.

POTENTIAL RESOURCES:

- Funding for outreach and education campaigns

KPIs:

- Quarterly public reporting of progress toward SDMP goals
- Increase in funding for permanent destination management organization
- Public-, private-, and civic-sector support for the SDMP and its implementation

RELATED FOCUS AREAS:

Education & Communications, Visitor Flow Management, Workforce Recruitment & Retention, Workforce Housing, Transportation & Mobility, Climate Action, Monitoring & Reporting, Governance

5. Governance & Implementation Plan

Are we getting there?

This section of the report provides an overview of the proposed implementation schedule for priority initiatives. It also provides additional information to guide further community discussions on the possible governance options for sustainable destination management.



Shared Responsibility for Implementation

This SDMP serves as a framework that outlines a common agenda, shared vision, stewardship goals, and strategic initiatives that aim to inspire mutually reinforcing efforts and continuous communication across all communities and jurisdictions.

Destination management is a shared responsibility among all key stakeholder groups—tourism businesses, public sector, civic sector, and the wider community. Collective action and impact is therefore the backbone of the SDMP. The establishment of interim and permanent governance structures for destination management underpins successful SDMP implementation. The following diagram illustrates how the interim and permanent structures can interact and build on each other.



Implementation Schedule

The following implementation schedule provides a recommended timeline for the rollout of the strategic initiatives. A phased approach to implementation is recommended. It is important to note that many strategic initiatives are interrelated and others are linked to other existing and related plans. It is expected that the timelines may be adjusted to better align with implementation schedules of related plans (housing and transportation in particular), as well as the actual launch of an interim destination stewardship network and permanent structure for tourism governance.

This section of the SDMP includes an overarching strategic initiatives implementation schedule and a Year 1 implementation plan detailing priority actions. Please see Appendix A for recommended implementation schedules for Year 2 and Year 3.

Goal	Strategic Initiative	Years
	1.1 Maintain community engagement in tourism	1–5
	1.2 Expand existing programs that promote sustainable operating practices	2–5
	1.3 Devise a visitor education strategy that influences responsible behavior in the destination	1–2
	1.4 Implement a tourism marketing and communications strategy that informs visitors and community members about their shared responsibilities	2–3
	2.1 Establish a visitor management action team	1
	2.2 Establish community-defined acceptable thresholds for change	2–3
	2.3 Develop a collaborative visitor management strategy to manage spaces and mitigate impact across all lands	4–5
	3.1 Build a robust and diverse tourism workforce pipeline	1–3
	3.2 Improve recruitment and retention of workforce	2–5
	3.3 Prioritize workforce development	3–5
	4.1 Advocate for funds to develop community housing	2–5
	4.2 Advocate for and expand incentives and resources to allocate land and repurpose infrastructure for housing	2–5
	4.3 Incentivize employers to provide seasonal and year-round housing	3–5
	5.1 Support expansion of affordable public transit around mobility hubs	2–5
	5.2 Support development of transit planning applications and broader integration with advanced trip planning	1–5
	5.3 Support evaluation and potential resourcing of public transit to the airport, Grand Teton National Park, and other key attractions	1–5
	6.1 Demonstrate Teton County's leadership in reducing tourism's carbon footprint	1–5
	6.2 Establish science-based reduction targets for the tourism economy aligned with the community's net-zero climate goals	2–5
	6.3 Educate visitors and residents about carbon emissions and create opportunities to collectively reduce their carbon footprint	2–5
	6.4 Guide, support, and incentivize tourism businesses to reduce their carbon footprint	2–5
	7.1 Establish an accessible and regularly updated destination data bank	2–5
	7.2 Publish an annual indicator report	3–5
	8.1 Establish an interim destination stewardship council to guide SDMP implementation in the near term	1
	8.2 Establish a permanent governance structure for destination management and SDMP implementation	1–2
	8.3 Raise awareness and understanding of the plan among all key stakeholder groups	1

Year 1 Implementation Priorities

Priority Actions*	Q1	Q2	Q3	Q4	Key Implementation Organizations*
 8.1.1 Design network structure and scope of work for the destination stewardship council.					Jackson Hole Travel and Tourism Board
 8.1.2 Form a destination stewardship council that builds on the existing SDMP Steering Committee.					Jackson Hole Travel and Tourism Board, destination stewardship council organizations
 8.3.2 Present SDMP to County Commissioners and Town Council Members and seek formal adoption of SDMP from County Commissioners and Town Council.					Jackson Hole Travel and Tourism Board, elected officials
 8.3.1 Implement a comprehensive SDMP launch campaign that engages tourism businesses, public-sector agencies, the NGO community, and the wider community.					Jackson Hole Travel and Tourism Board
 8.1.3 Destination stewardship council defines year one SDMP quick wins and guides implementation of priority actions. Action teams will need to be formed to oversee implementation of quick-win projects. Some quick win projects could include:					Destination stewardship council organizations
 1.3.3 Develop a “How to JH” guide that outlines “know before you go” trip planning, principles of responsible recreation and environmental stewardship, respectful interactions with the community including frontline workers, and general local etiquette and tips.					1.3.3: Jackson Hole Travel and Tourism Board
 3.1.1 Create industry-level workforce pipeline development programs.					3.1.1 & 3.1.3: Jackson Hole Chamber of Commerce, other key trade associations, Wyoming Department of Workforce Services in Jackson, universities
3.1.3 Advocate for immigration reform that enables the recruitment of immigrant and international workers.					
 5.2.1 Support the first generation of a transit application being developed by START.					5.2.1 & 5.3.1: Teton County Regional Transportation Planning Administrator START Bus Board of Directors and Program Administrator
5.3.1 Tourism representatives (representation from the JHCC and/or the destination stewardship council) monitor and participate as appropriate in the transit feasibility study commencing in late 2022 with JH Airport, Teton County, START, Grand Teton National Park, Wyoming Department of Transportation, and others.					
 2.1.1 Establish visitor management action team. First step will involve determining which sectors, organizations, and community stakeholders need to be represented on the action team and identify at least one representative from each group to participate in regularly scheduled meetings.					2.1.1 & 2.1.2: Destination stewardship council organizations

Priority Actions*	Q1	Q2	Q3	Q4	Key Implementation Organizations*
 2.1.2 Coordinate initial meeting(s) to define the scope of the action team and collective agreements (e.g., governance, process agreement, and public.  6.1.2 Support the development and implementation of the Jackson/Teton Climate Action Roadmap.					6.1.2: JH Climate Action Collective, Teton Climate Action Partnership
 1.1.3 Maintain the recently launched community engagement platform on tourism via Engage Teton County, developing this site as a hub for information releases.					Jackson Hole Travel and Tourism Board
 1.3.1 Establish a Responsible Visitor Education Taskforce of tourism stakeholders that will meet quarterly to oversee education programs and outreach campaigns and ensure education is integrated into destination marketing efforts targeting the community as well as tourists.					Jackson Hole Travel and Tourism Board, GTNP, YNP, Bridger-Teton National Forest, Jackson AIR, Jackson Hole Mountain Resort
 1.3.2 Develop content distribution strategies to ensure consistency and continuity of responsible visitor messaging and campaigns among frontline stakeholder groups, and use platforms that reach visitors throughout their experience (at the planning stage, pre-arrival, and while in the destination).					Jackson Hole Travel and Tourism Board, Jackson Hole Chamber of Commerce, GTNP, YNP, Bridger-Teton National Forest, Jackson AIR, Jackson Hole Mountain Resort
 8.2.2 Build capability and capacity of the JHTTB to oversee the change management process, including the interim and permanent governance structures.					Jackson Hole Travel and Tourism Board
 8.2.1 Design and implement a comprehensive change management process to establish a permanent destination management and management organization.					Jackson Hole Travel and Tourism Board, elected officials, destination stewardship council organizations

*See Section 4: Action Plan for detailed description of initiatives and full list of implementation organizations

Appendices

Appendix A - Implementation Priorities for Year 2 and Year 3

Appendix B - SDMP Alignment to Existing Teton County Plans and Programs



Appendix A Implementation Priorities for Year 2 and Year 3

Year 2 Priority Actions

Priority Actions*	Q1	Q2	Q3	Q4	Key Implementation Organizations*
 1.1.1 Create a community engagement manager role within the JHTTB (or permanent destination management and marketing organization) that can manage and implement continued outreach and education programming and act as a community liaison.					Jackson Hole Travel and Tourism Board, permanent destination management and marketing organization
 1.1.2 Conduct bi-annual (every two years) resident sentiment and tourism stakeholder surveys to maintain input and measure the benchmark of sentiment.					Jackson Hole Travel and Tourism Board, permanent destination management and marketing organization
 1.1.5 Improve community knowledge about the broader value of tourism and the visitor economy. Develop communication tools for tourism stakeholders to amplify information dissemination and ensure wider educational opportunities.					Jackson Hole Travel and Tourism Board, permanent destination management and marketing organization
 1.4.2 Develop an integrated marketing and communications strategy that prioritizes visitor and resident education and communication.					Jackson Hole Travel and Tourism Board, permanent destination management and marketing organization
 1.4.3 Ensure that the new integrated marketing and communications strategy is aligned with efforts of the visitor education taskforce that can provide oversight on messaging, and support campaign dissemination.					Jackson Hole Travel and Tourism Board, permanent destination management and marketing organization
 1.1.4 Host an annual state of Teton County tourism community town hall event to present data monitoring and tourism performance indicators, solicit feedback and engagement from community attendees on tourism performance, and build trust in the community.					Jackson Hole Travel and Tourism Board, permanent destination management and marketing organization
 1.3.4 Provide local businesses with training and a toolkit for disseminating responsible visitor education and messaging among their employees, including frontline workers and guide services. Include local businesses and frontline workers in tourism ambassador program opportunities.					Jackson Hole Travel and Tourism Board, Jackson Hole Chamber of Commerce
 1.4.5 Draft a policy to formalize a marketing budget that prioritizes ratio which skews toward visitor and resident educational communications versus destination promotion.					Jackson Hole Travel and Tourism Board
 3.1.2 Ensure greater inclusion of youth, Native American, retiree, and immigrant communities to ensure the workforce better represents the region's diverse population.					Jackson Hole Chamber of Commerce, Wyoming Department of Workforce Services in Jackson, Voices JH, universities
 3.2.1 Establish ongoing industry-level workforce recruitment programs.					Jackson Hole Chamber of Commerce, Wyoming Department of Workforce Services in Jackson, Voices JH, universities

Year 2 Implementation

Priority Actions*	Q1	Q2	Q3	Q4	Key Implementation Organizations*
 4.1.1 Work with Teton County, housing NGOs, and federal and state agencies to inventory existing projects, funding mechanisms, and opportunities for additional housing sources.					Teton County Housing Authority, Jackson Hole Travel and Tourism Board, Jackson Hole Chamber of Commerce
 4.1.2 Engage with state legislators and others currently leading lobbying for the passage of a statewide real estate transfer tax to establish collaborative opportunities to advance efforts.					Jackson Hole Chamber of Commerce, Teton County Commissioners, Wyoming state representatives and senators, Jackson Hole Travel and Tourism Board, Teton Board of Realtors
 4.2.1 Create a complementary education and outreach campaign leveraging existing efforts to promote the importance of workforce housing.					Teton County Housing Authority, Jackson Hole Chamber of Commerce, Jackson Hole Travel and Tourism Board, Community Foundation of Jackson Hole
 4.2.2 Educate the community about housing challenges and solutions and promote zoning and regulations to support tiny homes and other creative reuse of infrastructure.					Teton County Housing Authority and Teton County Housing NGOs, Jackson Hole Chamber of Commerce, Jackson Hole Travel and Tourism Board
 5.1.1 Identify the value of transit services to support the tourism and hospitality industry workforce, visitor services, and community special events.					Teton County Regional Transportation Planning Administrator, START Bus Board of Directors and Program Administrator, Jackson Hole Chamber of Commerce
 5.1.2 Identify and prioritize opportunities for greater tourism and hospitality industry involvement in transportation planning and funding. Include pricing structures to encourage transit use by the workforce.					Teton County Regional Transportation Planning Administrator, START Bus Board of Directors and Program Administrator, Jackson Hole Chamber of Commerce
 5.2.2 Support and participate in a process (e.g., task force/working group) to expand app(s) for advanced trip planning building on START bus application.					Teton County Regional Transportation Planning Administrator, START Bus Board of Directors and Program Administrator, Jackson Hole Chamber of Commerce
 5.3.2 Convene community and tourism stakeholders as needed to review solutions and support advocacy efforts.					Teton County Regional Transportation Planning Administrator, START Bus Program Administrator, Jackson Hole Chamber of Commerce
 6.2.1 Create a framework to assess tourism's carbon emissions across the destination and set reduction targets.					Teton Climate Action Partnership, Town of Jackson, Teton County, Energy Conservation Works
 6.2.2 Create a tourism climate impact dashboard that reports carbon emissions, impacts, and progress toward reduction targets.					Teton Climate Action Partnership, Town of Jackson, Teton County, Energy Conservation Works
 6.3.4 Utilize existing community resources to educate short-term rental owners and part-time resident homeowners on how to reduce carbon emissions year-round.					Jackson Hole Travel and Tourism Board, Town of Jackson, Teton County Housing Authority

Year 2 Implementation

Priority Actions*	Q1	Q2	Q3	Q4	Key Implementation Organizations*
 6.4.2 Encourage tourism businesses to participate in the Sustainable Business Leaders and BEST programs.					Riverwind Foundation, Jackson Hole Chamber of Commerce
 6.4.3 Motivate tourism businesses to participate in waste reduction/diversion programs from the Road to Zero Waste movement.					Teton County Integrated Solid Waste and Recycling, Jackson Hole Chamber of Commerce
 7.1.1 Convene an Destination Stewardship Council action team that consists of diverse community organizations to organize destination data sources and establish protocols.					Destination stewardship council organizations
 7.1.2 Identify and catalog all pertinent impact indicators, including data sources and contact information for participating organizations.					Destination stewardship council organizations
 7.2.1 Interpret data and analyze trends to communicate the complex story of tourism to the general public in a simple way.					Destination stewardship council organizations
 8.2.3 Secure funding to implement strategic initiatives.					Jackson Hole Travel and Tourism Board, destination stewardship council
 8.3.3 Publish quarterly SDMP status reports that update key stakeholders and the wider community on goals, initiatives, and progress to date.					Jackson Hole Travel and Tourism Board, destination stewardship council
 8.3.4 Coordinate with the main organizations responsible for local, regional, and state-level plans and strategies associated with the SDMP goals.					Destination stewardship council

Year 3 Priority Actions

Priority Actions*	Q1	Q2	Q3	Q4	Key Implementation Organizations*
 1.2.1 Promote tourism sector businesses that are BEST certified to visitors. Provide information via visitjacksonhole.com and other content platforms. Develop visitor-facing communication that highlights sustainability success stories and can be incorporated into a JH Guide, social media, the website, and other platforms to inform visitors who want to support BEST certified businesses.					Jackson Hole Travel and Tourism Board, Riverwind Foundation, Jackson Hole Chamber of Commerce
 1.2.2 Promote certification opportunities for a wider variety of business types including and beyond BEST, such as the University of Wyoming outdoor guide certification program.					Jackson Hole Travel and Tourism Board, Riverwind Foundation, Jackson Hole Chamber of Commerce
 1.2.3 Incorporate BEST-certified business identification icons on visitor information guides such as trail maps, including icons to indicate sustainability practices.					Jackson Hole Travel and Tourism Board, Riverwind Foundation, Jackson Hole Chamber of Commerce
 1.2.4 Re-engage with a globally recognized sustainable tourism destination certification program.					Jackson Hole Travel and Tourism Board
 1.3.5 Develop visitor-contribution and voluntourism opportunities for the public to give back to the community, such as resilience, sustainability, and regeneration initiatives, and climate offset donations to local organizations. Develop communications to promote these opportunities. Develop a visitor (and resident) contribution fund (opt-out or opt-in) for supporting local sustainability and destination management actions.					Jackson Hole Travel and Tourism Board
 1.4.1 Conduct ongoing monitoring of marketing and promotion to understand the impact of destination marketing on visitor demand generation. This should be conducted using a marketing research vendor such as Nielson, for a comprehensive analysis of JHTTB and other brand sales and marketing efforts. This should also include a compilation of a destination marketing inventory of all tourism industry and partner campaigns and reach.					Jackson Hole Travel and Tourism Board
 1.4.4 Ensure the existing JHTTB marketing committee represents all community interests, including residents and tourism stakeholders and potential outreach partners including realtors, lodging and accommodation sectors.					Jackson Hole Travel and Tourism Board

Year 3 Implementation Priorities

Priority Actions*	Q1	Q2	Q3	Q4	Key Implementation Organizations*
 3.2.2 Create a more inclusive community that is responsive to workforce needs, in particular housing and wages.					Jackson Hole Chamber of Commerce, Wyoming Department of Workforce Services in Jackson, Voices JH, universities
 3.3.1 Provide training and professional education opportunities to the tourism workforce.					Jackson Hole Chamber of Commerce, Voices JH, universities
 4.1.4 Evaluate opportunities for private sector tourism advocacy to build public awareness and engagement around diversified funding and the benefits of a real estate transfer tax to support development of workforce housing.					Jackson Hole Travel and Tourism Board, Jackson Hole Chamber of Commerce, Teton County Board of Realtors, Teton County Commissioners, Town of Jackson Council
 4.3.3 Identify opportunities to support 2020 Comprehensive Plan – 5.4.5.9: Actively enforce short-term rental prohibition in the county.					Jackson Hole Travel and Tourism Board, Jackson Hole Chamber of Commerce, Teton County Board of Realtors
 5.3.2 Convene community and tourism stakeholders as needed to review solutions and support advocacy efforts.					Teton County Regional Transportation Planning Administrator, START Bus Program Administrator, Jackson Hole Travel and Tourism Board, Jackson Hole Chamber of Commerce
 6.3.1 Develop education and action campaigns that inspire and effectively enable visitors to reduce carbon emissions.					Jackson Hole Travel and Tourism Board, Jackson Hole Chamber of Commerce, Jackson Hole Airport, Tourism Businesses
 6.3.2 Expand opportunities for visitors to give carbon offset donations to local organizations that are effectively reducing emissions, conserving resources, or protecting the environment.					Jackson Hole Airport, Yellowstone-Teton Clean Cities, Jackson Hole Travel and Tourism Board, Jackson Hole Chamber of Commerce, Tourism Businesses
 6.4.5 Educate and enable tourism businesses and services that use vehicles to switch to fully-electric fleets (electric cars, sleds, maintenance trucks).					Energy Conservation Works, Jackson Hole Chamber of Commerce, Riverwind Foundation
 7.2.2 Publish the report annually through readily accessible media channels.					Destination stewardship council organizations

*See Section 4: Action Plan for detailed description of initiatives and full list of implementation organizations



Appendix B SDMP Alignment to Existing Teton County Plans and Programs

The following table illustrates alignment of SDMP goals and strategic initiatives with known plans and programs. The intention is to identify further resources to support the implementation of SDMP initiatives and priority actions and reinforce existing destination commitments, goals/targets, monitoring, and reporting efforts.

SDMP STRATEGIC INITIATIVE	Associated Community Goal/Target	2020 Jackson/Teton County Comprehensive Plan	Other Plans, Programs or Policies
 2.2 Establish community-defined acceptable thresholds for change		Section 1: Stewardship of Wildlife, Natural Resources, and Scenery Section 3: Responsible Growth Management	Interagency Visitor Use Management Framework National Visitor Use Monitoring Program (USFS)
 4.1 Advocate for funds to develop workforce housing	65% of workforce lives in Teton County, WY (2020 Jackson/Teton County Comprehensive Plan)—currently ~59%	5.4.S.5: Explore a sales tax, property tax, or other reliable funding sources to allow for the creation of affordable, deed-restricted workforce housing. Continue attempts to institute a real estate transfer tax.	Workforce Housing Action Plan Workforce Housing Indicator Report 2021/22 – Jackson & Teton County Annual Housing Supply Plan 2021/22 – Jackson & Teton County Housing Needs Assessment Housing Authority Annual Work Plan 2022 Employee Generation by Land Use Study (Nexus Study)
 4.2 Advocate for and expand incentives (and resources) to allocate land and repurpose infrastructure for housing.	65% of workforce lives in Teton County, WY (2020 Jackson/Teton County Comprehensive Plan)—currently ~59%	Principle 5.1 – Strategies to house a diverse population locally 5.1.S.2: Seek opportunities to improve the public perception of workforce housing through Principle 5.1 – Strategies to house a diverse population locally 5.1.S.2: Seek opportunities to improve the public perception of workforce housing through education about the value of workforce housing. 5.1.S.3: Evaluate moving from standard deed restriction back to the modifiable template through the annual Rules and Regulations Update. Principle 5.2 – Strategies to predictably locate a variety of housing types. ✓ 5.2.S.1: Identify appropriate areas for the provision of all housing types in the Town and County, with a particular focus on multifamily housing. 5.2.S.2: Evaluate and update guesthouse and accessory residential unit regulations. 5.2.S.3: Make impactful investments in infrastructure and catalyst investments in housing projects located in transitional subareas. 5.2.S.4: Explore allowances for temporary housing and tiny homes.	Workforce Housing Action Plan Workforce Housing Indicator Report 2021/22 – Jackson & Teton County Annual Housing Supply Plan 2021/22 – Jackson & Teton County Housing Needs Assessment Housing Authority Annual Work Plan 2022 Employee Generation by Land Use Study (Nexus Study)

SDMP Alignment to Existing Teton County Plans and Programs

SDMP STRATEGIC INITIATIVE	Associated Community Goal/Target	2020 Jackson/Teton County Comprehensive Plan	Other Plans, Programs or Policies
 4.2 Advocate for and expand incentives (and resources) to allocate land and repurpose infrastructure for housing.	65% of workforce lives in Teton County, WY (2020 Jackson/Teton County Comprehensive Plan)—currently ~59%	Principle 5.4 – Strategies to establish a balanced housing program 5.4.S.3: Evaluate and update land development regulations to remove barriers and provide appropriate exemptions for the provision of workforce housing. ✓5.4.S.4: Evaluate and update existing workforce housing incentives. 5.4.S.5: Explore a sales tax, property tax, or other reliable funding source to allow for the creation of deed-restricted workforce housing. Continue attempts to institute a real estate transfer tax. 5.4.S.7: Increase awareness among the region's employers about opportunities for collaborative approaches to increase the supply of workforce housing. 5.4.S.8: Develop an outreach program for landlords to encourage long-term rentals instead of short-term rentals. 5.4.S.9: Actively enforce short-term rental prohibition in the county. Additional reference: Chapter 7 – Multimodal Transportation Principles	Workforce Housing Action Plan Workforce Housing Indicator Report 2021/22 – Jackson & Teton County Annual Housing Supply Plan 2021/22 – Jackson & Teton County Housing Needs Assessment Housing Authority Annual Work Plan 2022 Employee Generation by Land Use Study (Nexus Study)
 5.1 Support expansion of affordable public transit around mobility hubs	Reduction per capita of Vehicles Miles of Travel in Jackson Hole Goal: 525,000,000 in 2024/≤ 560 million target 2035 (2020 Jackson/Teton County Comprehensive Plan and the Town of Jackson and Teton County Integrated Transportation Plan) Increased START transit ridership per capita: ≥ 1,800,000 by 2024/≥ 3,600,000 target 2035 (2020 Jackson/Teton County Comprehensive Plan and the Town of Jackson and Teton County Integrated Transportation Plan) Active Transportation Mode Share per capita (e.g., more bikes and boots) – Goal: ≥ 18% by 2024 & ≥ 20% by 2035 (2020 Jackson/Teton County Comprehensive Plan)	Principle 7.1 – Meet future transportation demand with walk, bike, carpool, transit, and micro-mobility infrastructure 7.1.a: Increase capacity for walking, biking, carpooling, and riding transit 7.1.c: Interconnect all modes of transportation 7.1.d: Establish a permanent funding source for an alternative transportation system Principle 7.3 – Coordinate transportation planning regionally 7.3.a: Implement the Integrated Transportation Plan 7.3.b: Coordinate transportation network decisions 7.3.c: Establish a regional transportation strategy 7.3.d: Develop a land use pattern based on transportation connectivity	Town of Jackson & Teton County Integrated Transportation Plan and supporting resources START Bus Strategic Plan START 2020–2025 Routing Plan Pathways Master Plan Wilson-Multimodal Transportation Study Wyoming's State Transportation Improvement Program 2023-2028

SDMP Alignment to Existing Teton County Plans and Programs

SDMP STRATEGIC INITIATIVE	Associated Community Goal/Target	2020 Jackson/Teton County Comprehensive Plan	Other Plans, Programs or Policies
 5.2 Support development of transit planning applications (mobility app) and broader integration with advanced trip planning.	Reduction per capita of Vehicles Miles of Travel in Jackson Hole Goal: 525,000,000 in 2024/≤ 560 million target 2035 Goal (2020 Jackson/Teton Comprehensive Plan and the Town of Jackson and Teton County Integrated Transportation Plan) Increased START transit ridership per capita: ≥ 1,800,000 by 2024/≥ 3,600,000 target 2035 (2020 Jackson/Teton County Comprehensive Plan and the Town of Jackson and Teton Integrated Transportation Plan) Active Transportation Mode Share per capita (e.g., more bikes and boots) – Goal: ≥ 18% by 2024 & ≥ 20% by 2035 (2020 Jackson/Teton Comprehensive Plan)	Chapter 7: Multimodal Transportation; several priorities supported through reduced use of single occupancy vehicles (SOVs)	Town of Jackson & Teton County Integrated Transportation Plan and supporting resources START Bus Strategic Plan START 2020–2025 Routing Plan
 5.3 Support evaluation and potential resourcing of public transit to the airport, Grand Teton National Park, and other key attractions	Reduction per capita of Vehicles Miles of Travel in Jackson Hole Goal: 525,000,000 in 2024/≤ 560 million target 2035 Goal (2020 Jackson/Teton Comprehensive Plan and the Town of Jackson and Teton County Integrated Transportation Plan) Increased START transit ridership per capita: ≥ 1,800,000 by 2024/≥ 3,600,000 target 2035 (2020 Jackson/Teton County Comprehensive Plan and the Town of Jackson and Teton Integrated Transportation Plan)	Principle 7.2 – Reduce greenhouse gases from vehicles to below 2012 levels 7.2.b: Discourage use of single occupancy vehicles 7.2.c: Explore and pilot innovative transportation solutions 7.2.d: Reduce wildlife and natural and scenic and resource transportation impacts Principle 7.3 – Coordinate transportation planning regionally 7.3.b: Coordinate transportation network decisions 7.3.c: Establish a regional transportation strategy	Town of Jackson & Teton County Integrated Transportation Plan START 2020–2025 Routing Plan 2022/23 Transit Feasibility Study 2018 Teton County Wildlife Crossing Master Plan

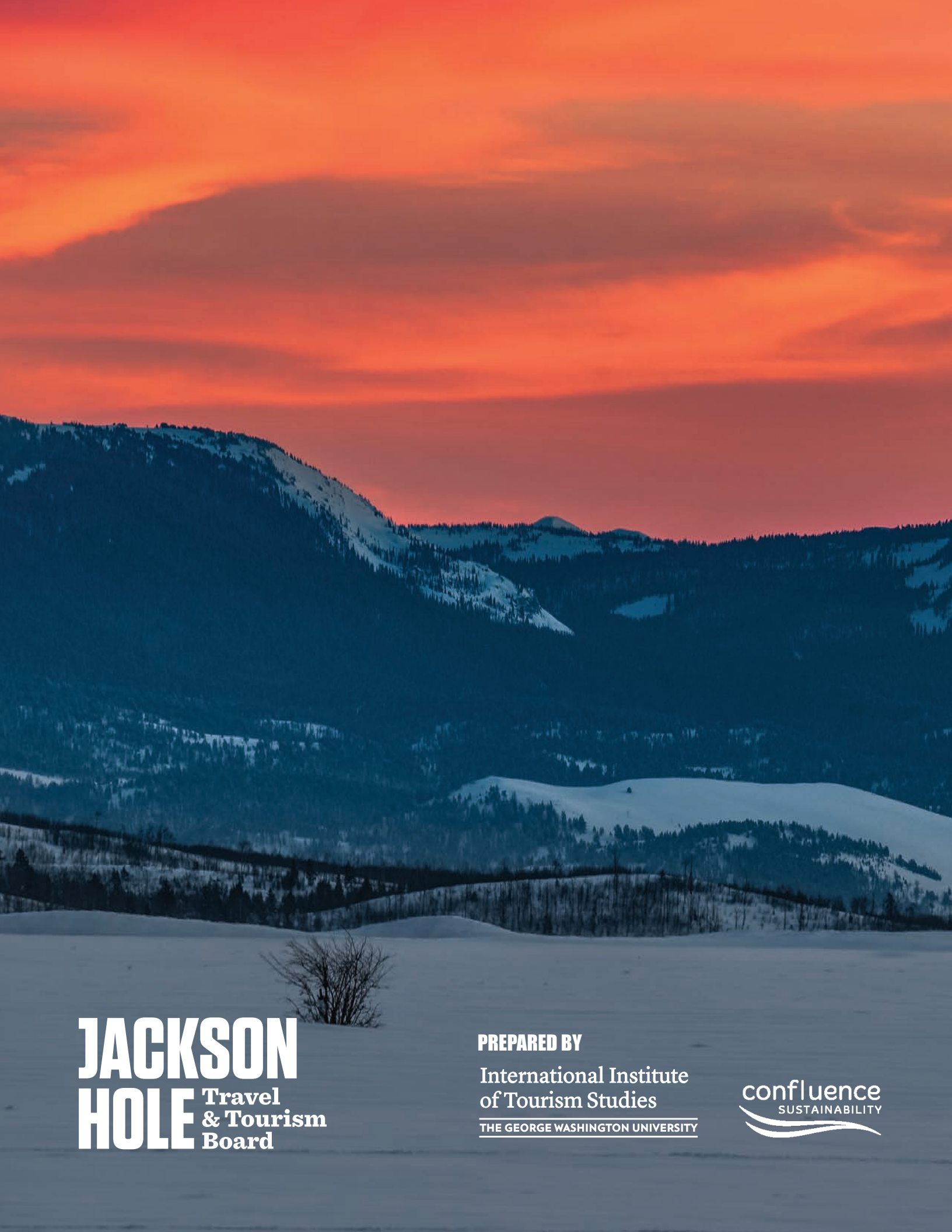
SDMP Alignment to Existing Teton County Plans and Programs

SDMP STRATEGIC INITIATIVE	Associated Community Goal/Target	2020 Jackson/Teton County Comprehensive Plan	Other Plans, Programs or Policies
 6.1 Demonstrate Teton County's leadership in reducing tourism's carbon footprint.	Town of Jackson goal of net-zero by 2030 Teton County Zero Waste Goal of 60% diversion by 2030	Principle 1.1 – Maintain healthy populations of all native species Principle 1.2 – Preserve and enhance surface water and groundwater quality Principle 1.3 – Maintain the scenic resources of the community Principle 1.4 – Protect and steward open space	Climate Action Roadmap (in development) Greater Yellowstone Coordinating Committee Projects Teton Climate Action Partnership working groups Energy Conservation Works Programs Glasgow Declaration Global Network
 6.2 Establish science-based reduction targets for the tourism economy aligned with the community's net-zero climate goals.	Town of Jackson goal of net zero by 2030 Teton County Zero Waste Goal of 60% diversion by 2030	Principle 2.1 – Reduce the consumption of non-renewable energy Principle 2.2 – Reduce greenhouse gas emissions through land use Principle 2.3 – Reduce greenhouse gas emissions through transportation	Teton Climate Action Partnership Dashboard Energy Conservation Works Programs Climate Action Roadmap (in development)
 6.3 Educate visitors and residents about carbon emissions and create actionable opportunities to collectively reduce their carbon footprint.	Town of Jackson goal of net zero by 2030 Teton County Zero Waste Goal of 60% diversion by 2030	Principle 2.1 – Reduce the consumption of non-renewable energy Principle 2.2 – Reduce greenhouse gas emissions through land use Principle 2.3 – Reduce greenhouse gas emissions through transportation Principle 2.4 – Increase energy efficiency in buildings Principle 2.5 – Conserve energy through waste management and water conservation	Energy Conservation Works Programs Climate Action Roadmap (in development) The Good Traveler Program (partnership with JH Airport) The Mountain Neighbor Handbook
 6.4 Guide, support, and incentivize tourism businesses to reduce their carbon footprint.	Town of Jackson goal of net zero by 2030 Teton County Zero Waste Goal of 60% diversion by 2030	Principle 2.1 – Reduce the consumption of non-renewable energy Principle 2.2 – Reduce greenhouse gas emissions through land use Principle 2.3 – Reduce greenhouse gas emissions through transportation Principle 2.4 – Increase energy efficiency in buildings Principle 2.5 – Conserve energy through waste management and water conservation	Energy Conservation Works Programs Climate Action Roadmap (in development) Sustainable Leaders and BEST program administered by the Riverwind Foundation
 7.1 Establish an accessible and regularly updated destination data bank		Principle 9.2 – Monitor indicators annually	
 7.2 Publish an annual indicator report		Principle 9.2 – Monitor indicators annually	



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JACKSON HOLE

**Travel
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International Institute
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STAFF REPORT



Meeting Date:	September 15, 2025	Meeting Title:	Regular Meeting
Submitting Department:	Administration	Presenter:	Tyler Sinclair
Agenda Item:	Justice Center – Clifford P. Hansen Courthouse	Public Comment:	Yes

Purpose & Policy Considerations.

The purpose of this item is for Council to consider providing comments to the Teton County Board of County Commissioners (BCC) on the proposal to consider the demolition of the Clifford P. Hansen Courthouse (Courthouse).

Requested Action.

Staff requests that Council review the proposed comment letter, discuss it, and consider it for approval.

Recommendations.

Staff recommends Council approve the proposed letter.

Background.

At the July 28, 2025, Regular Town Council meeting, Council approved a Sketch Plan for the Justice Center that included the Courthouse remaining as part of the application. The BCC is now considering the demolition of the Courthouse. In addition to the impact this will have on the overall site plan (mainly positive), it will also impact Town Municipal Court which is currently held in the building. Victim Services also currently operates out of this Courthouse.

Analysis.

The proposed demolition will have both short term (2 plus years during construction) and long term (upon completion of the Justice Center) impacts on these two critical community functions. Staff is recommending that Council review and consider sending the BCC comments on the proposed demolition.

Victim Services currently operates out of the Courthouse. Staff recommend that Council request the BCC work with the Town to accommodate this function upon demolition of the Courthouse (short term, 2 plus years) and that the new Justice Center accommodate this critical function long term.

Municipal Court is currently held in the Courthouse, typically 3 times a month, with additional days and times scheduled as needed. Staff recommend that in the short term (2 plus years during construction) the Town accommodates Municipal Court in the Town Hall and Council's Chambers. This temporary accommodation will have impact on the usage of the Chambers for other meetings, along with requiring potential upgrades for security and accommodating the Judge, Staff, and public. At present, staff do not know what it will cost to make necessary physical improvements to the building. Regarding the long-term location of Municipal Court, staff recommend that Council request the BCC work with the Town to accommodate Municipal Court in the Justice Center. Importantly staff notes that all residents of the County use Municipal Court just as they use the District, Circuit, and Federal Courts. Staff recommend working with the County to execute a Memorandum of Understanding (MOU) between the Town and County outlining the expectations and commitments from each party regarding this accommodation. Staff understand that the location and accommodation of Municipal Court in the Justice Center may change over time as needs of the various Courts and uses within the building evolve.

Staff have attached a draft letter outlining these requests to the BCC for Council consideration.

Possible Alternatives.

- Revise the draft comment letter
- Do not send a comment letter
- Other

Comprehensive Plan & Priority Alignment.

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.

To be determined.

Staff Impact.

Town staff have spent approximately 12 hours working on this item to date.

Attachments or Links.

- Draft Town Council Comment Letter
- Teton County Staff Report

Suggested Motions.

I move to approve and authorize the Mayor to execute a comment letter to Teton County regarding the demolition of the Clifford P. Hansen Courthouse as proposed and as amended by Council.



TOWN OF JACKSON

09/15/2025

Dear Teton County Commissioners,

Based on the Commission's consideration of demolition of the Clifford P. Hansen Courthouse during construction of the new Justice Center, Town Council discussed effects on the Town if the Hansen Courthouse is torn down. This would have considerable impacts on both Municipal Court & Victim Services, which hold court proceedings, have offices, and see constituents within the courthouse building.

With respect to both short (during construction) and long term (after completion) considerations, the Town respectfully requests that the County work with Victim Services on a relocation plan and assist with moving equipment, files, and services. In the long term, the Town requests that the County find space to accommodate Victim Services in a permanent place in the Justice Center. In the short term, the Town will adjust its space to accommodate Municipal Court in Town Council's Chambers while the Justice Center is under construction. In the long term, the Town also requests that space for Municipal Court be accommodated in the Justice Center. The Town is also interested to know if the finishing of the third court room is included in the Justice Center.

The Town looks forward to discussing a Memorandum of Understanding (MOU) regarding accommodation of Municipal Court and Victim Services that is flexible and structured enough to provide Council and staff assurance that these services, which are integral to our community, have space for continuity of operations during the short term (during construction) and longer term within the Justice Center. Thank you for considering this request. We look forward to further discussions with the Commission on this topic.

Thank you,

Arne Jorgensen, Mayor

Town of Jackson

ajoregensen@jacksonwy.gov



Board of County Commissioners - Staff Report

Meeting Date: September 16, 2025

Submitting Dept: General Services

Presenter: Mark Erwin

Subject: Approval to Demolish Clifford P. Hansen Courthouse

Statement / Purpose:

To seek Board approval to demolish the Clifford P. Hansen Courthouse.

Background / Description (Pros & Cons):

The Clifford P. Hansen Federal Courthouse was constructed in 1987 and transferred from federal ownership to Teton County in 2015 under the Clifford P. Hansen Federal Courthouse Conveyance Act. Since then, it has served as a supplemental courthouse for federal and county use. The facility was never the central hub of judicial operations, with the primary 1968 courthouse now being replaced through the new Justice Center project, approved by voters in the 2024 SPET election.

On August 25, 2025, staff presented this issue to the Board of County Commissioners (BCC) with an updated site plan from the project architect. Originally, the Hansen Courthouse was to remain, but design and engineering analysis revealed conflicts with sewer infrastructure, safety, and staging requirements once the Justice Center expanded to three courtrooms.

The Board asked staff to continue engaging stakeholders and provide more information before a final decision. Adequate space for jury trials has been added to the modular building plans, and relocation planning is underway for occupants.

Pros

- Improved site plan: Removes an exit crossing the multi-use transportation lane, improving safety and traffic flow.
- Better construction staging: Creates space for equipment and materials and allows Simpson Avenue to serve as the primary construction access route.
- Avoids costly sewer rerouting: Demolition allows utilities to be efficiently rerouted onsite, avoiding an expensive reroute around the block.
- Cost avoidance:
 - Eliminates \$330,000 in snow drift mitigation costs for the new Justice Center roof.
 - Avoids \$310,000 in near-term and long-term renovations to Hansen, including roof, HVAC, and accessibility upgrades.
 - Net cost avoidance after demolition is projected between \$450,000 and \$950,000.
- Operational efficiency: Reduces the need for two separate court security teams by consolidating operations into the new Justice Center.
- Future flexibility: Provides options for long-term public service improvements and an energy-efficient design.
- Eliminates investment in outdated space: Ends spending on an aging, single-purpose facility with limited functionality.

Cons

- Short-term disruption: Temporary or permanent relocation of agencies currently using the building will require resources and coordination.
- Relocation costs: Moving equipment, files, and services will require planning and temporary space, with short-term budget impacts.

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- Loss of contingency space: Demolition removes a flexible space that could otherwise be used for overflow or emergency needs. Public perception: Without clear communication, some community members may perceive demolition as unnecessary.
- Environmental considerations: Demolition will generate waste requiring proper disposal and handling.

Stakeholder Analysis & Involvement:

Staff has coordinated with stakeholders, including:

- Town of Jackson officials, municipal court representatives and Victim/Witness Services.
- Federal Courts, District Court, Circuit Court.
- Judicial partners, Sheriff's Office, and County departments.

Occupant	Party Responsible for Housing Occupant	New Location if Demolished
Federal Courts	Federal Courts Administration	TBD- Federal building or alternate federal space.
District Court & Circuit Court	Teton County Generals Services	Temporary modular buildings
Local Attorneys (mediation/arbitration)	Local Attorneys	Local attorney's offices
Town of Jackson Municipal Court	Town of Jackson	TBD- Tyler Sinclair
Victim/Witness Services	Town of Jackson	TBD- Tyler Sinclair

Occupants have been informed that if the vote passes, relocation must be completed by January 12, 2026. Regular updates will continue throughout the transition.

Relocation Plan:

- Temporary modular buildings planned for district and circuit jury trials and court functions.
- Coordination with each occupant to manage moves, equipment, and file transfers.
- Regular communication to address questions, storage, and sequencing.
- Clear timelines and points of contact established for each occupant to reduce confusion and minimize disruption.

Fiscal Impact:

Demolition and removal are estimated to cost \$250,000 – \$350,000.

- Estimated gross cost avoidance: \$800,000 – \$1.2 million.
- Net cost avoidance after demolition: \$450,000 – \$950,000.

Demolition will:

- Reduce near-term construction costs by eliminating sewer rerouting and snow drift mitigation.
- Streamline staging and construction access.
- Avoid future capital expenditures, such as roof replacement and mechanical system repairs.

If retained, the County must budget for:

- Sewer rerouting around the block.
- Significant upgrades to Hansen for ADA compliance, HVAC, and roof repairs.
- Ongoing operational and maintenance costs.

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Board of County Commissioners - Staff Report

- Final figures will be confirmed through CMAR pre-construction services.

Staff Impact:

Staff has limited resources to manage:

- The Owner's Representative, Architect and CMAR.
- Community and stakeholder communications.

Legal Review:

Mr. Gingery

Staff Input / Recommendation:

Staff recommends approval of demolition of the Hansen Courthouse to:

- Support a more efficient and cost-effective Justice Center site plan.
- Minimize long-term operational costs and deferred maintenance liabilities.
- Provide flexibility for construction staging and future County infrastructure needs.
- Ensure safe and timely relocation of current occupants before construction deadlines.

Attachments:

Briefing Slides presented by the architect on August 25, 2025.

Suggested Motion:

I move to approve the demolition of the Clifford P. Hansen Courthouse as part of the Teton County Justice Center project site plan authorizing staff to proceed with final planning, scheduling, and occupant relocation coordination.

Teton County Justice Center

Hansen Courthouse Demo Discussion
BCC Presentation



AndersonMasonDale

CLB

WEMBER
OWNER'S REPRESENTATIVE

BPM
BERNING PROJECT
MANAGEMENT



August 25, 2025

Hansen Courthouse Demo Considerations

Q/A and Discussion

Next Steps

Provide Direction on the Demolition of Hansen Courthouse based on the information and data presented.

The discussion points and ROM magnitude construction cost savings to be presented are meant to be weighed against the long-term value and Real Estate asset of The Hansen Courthouse.

- 1. Avoids Costly Re-routing of Sewer Line**
- 2. Improves Pedestrian Safety: Omits Access to Willow St.**
- 3. Avoids Cost Required to Mitigate Snow Drifts onto Hansen**
- 4. Saves Cost of short-term & long-term Renovations to Hansen**
- 5. Improves Construction Schedule & Streamlines Staging,
Resulting in Cost Savings and Less Disruption to Neighbors**
- 6. Avoids Operational Costs to maintain (2) Court Security Teams,
One at Hansen and One at the Modular Buildings**

Hansen Courthouse was previously planned to be used in the interim condition to support Jury Trials.

After the completion of the New Justice Center it was being considered and analyzed by County staff for an HVAC replacement and renovation to be used for county officing space at yet to be determined point in the future.

What has changed and Why this Ask now?

However, the modular buildings will have a jury box, jury room, holding area and proper technology - they are able to support a Jury trial.

It is no longer a requirement that The Hansen Courthouse be used for Jury trials in the interim condition.

Concept Site Plan Update

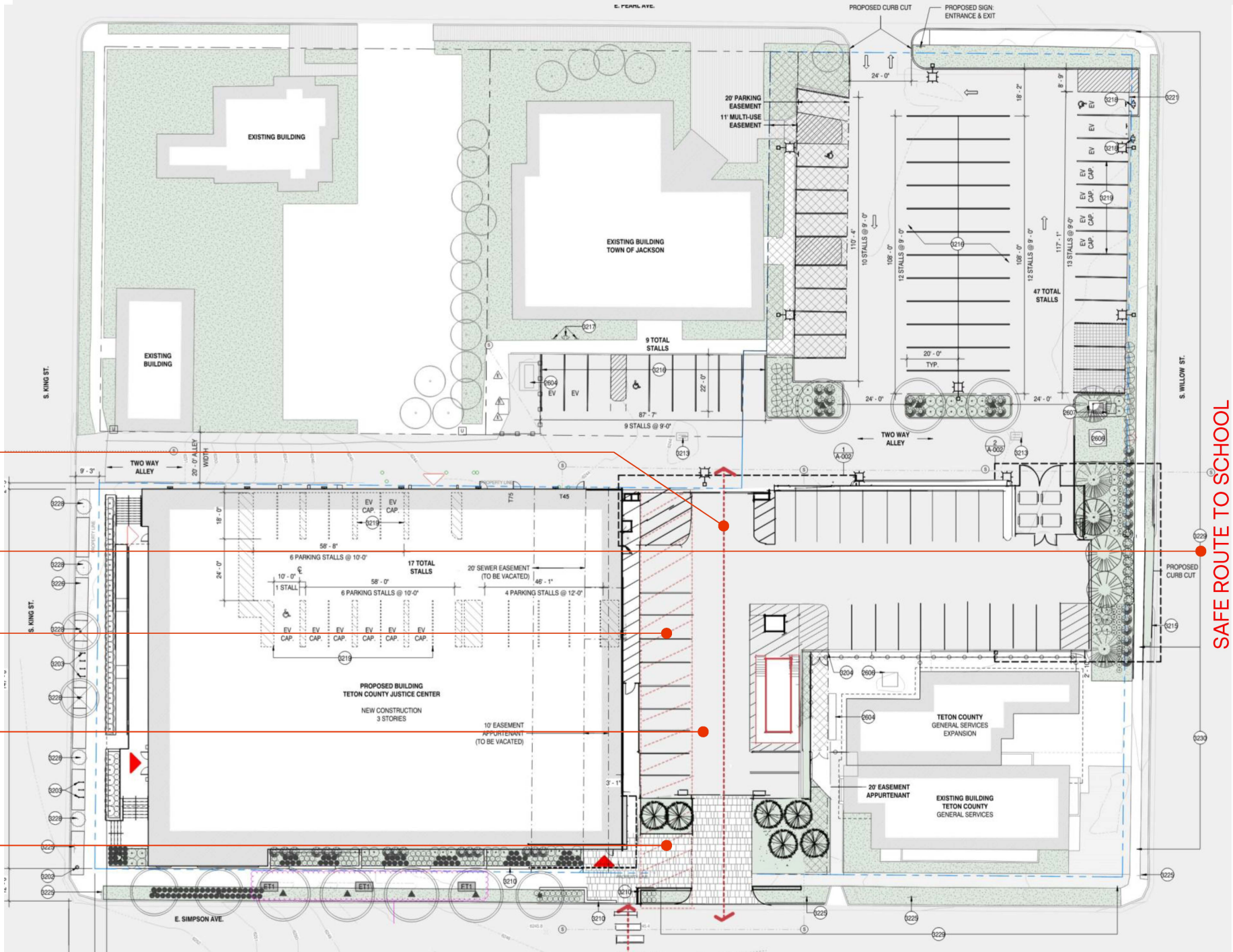
Optimized Access Drives

Protect Pedestrian

New Sewer Easement

Larger Functional Secure Yard

Plaza / Pedestrian Experience

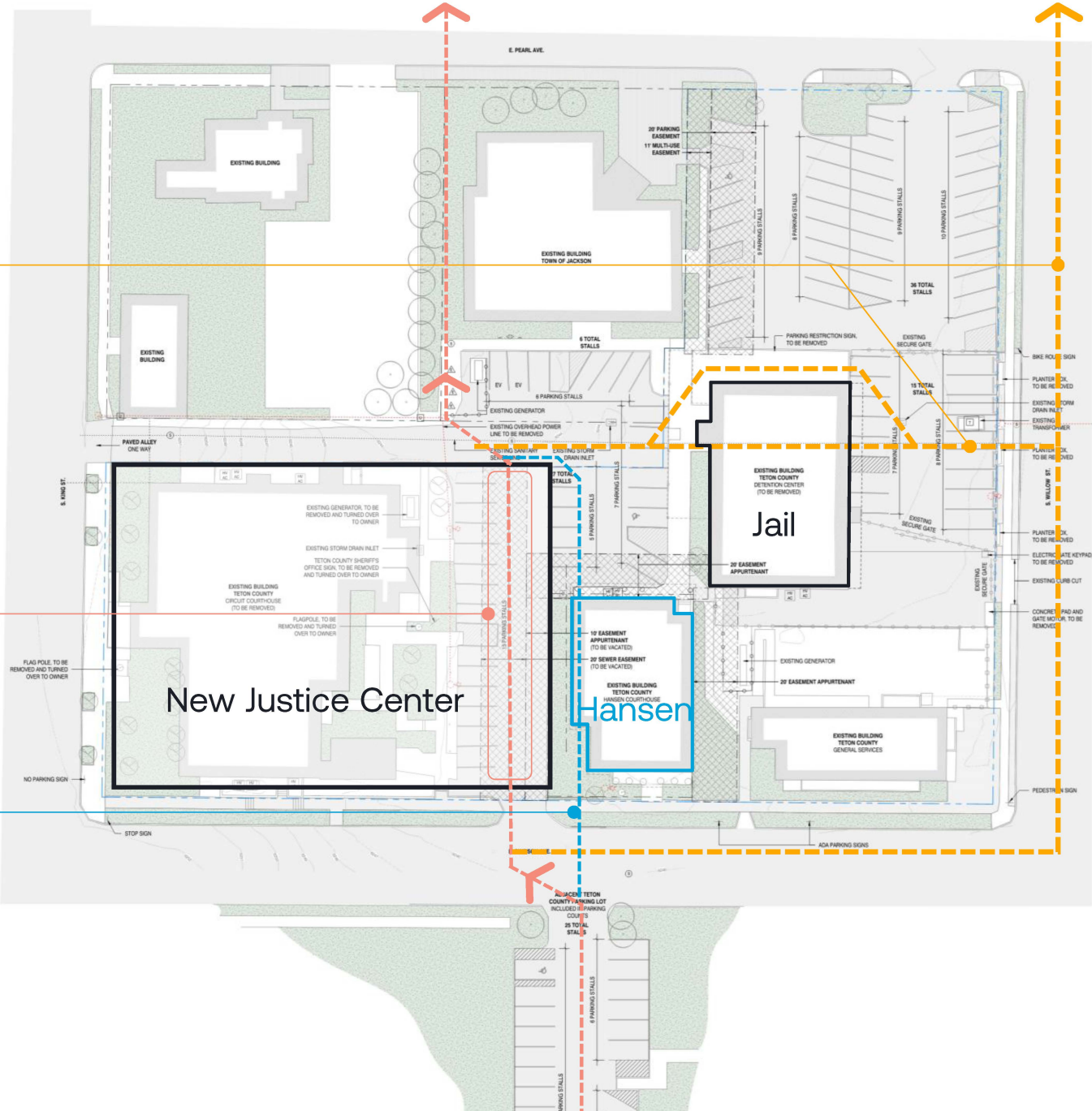


Sewer Re-Routing

Sewer Line Routing Options
if Hansen Remains

Vacation of this portion of
Existing Sewer Line Required for
Site Mobilization

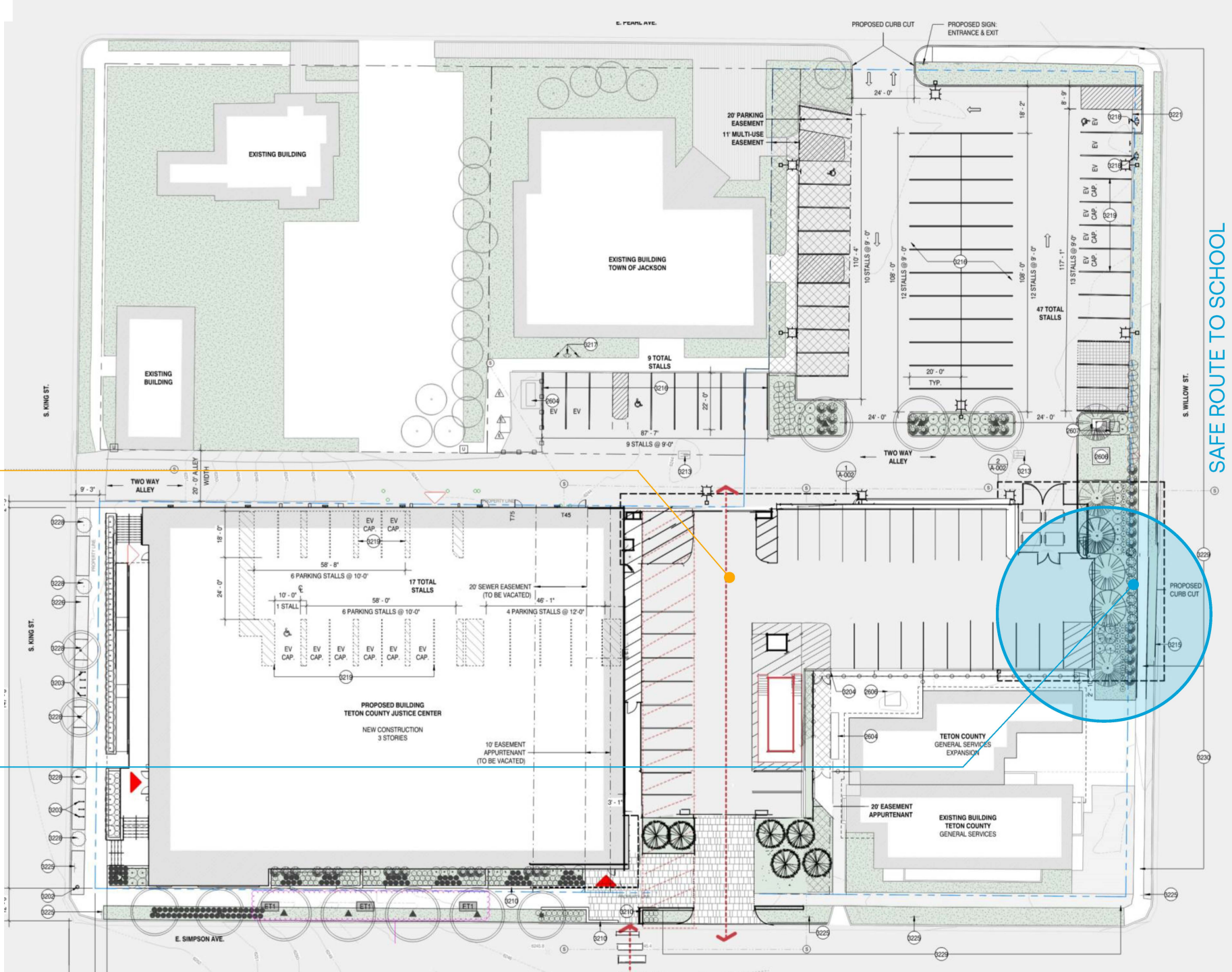
Simplified Sewer Re-Routing if
Hansen is Demo'd



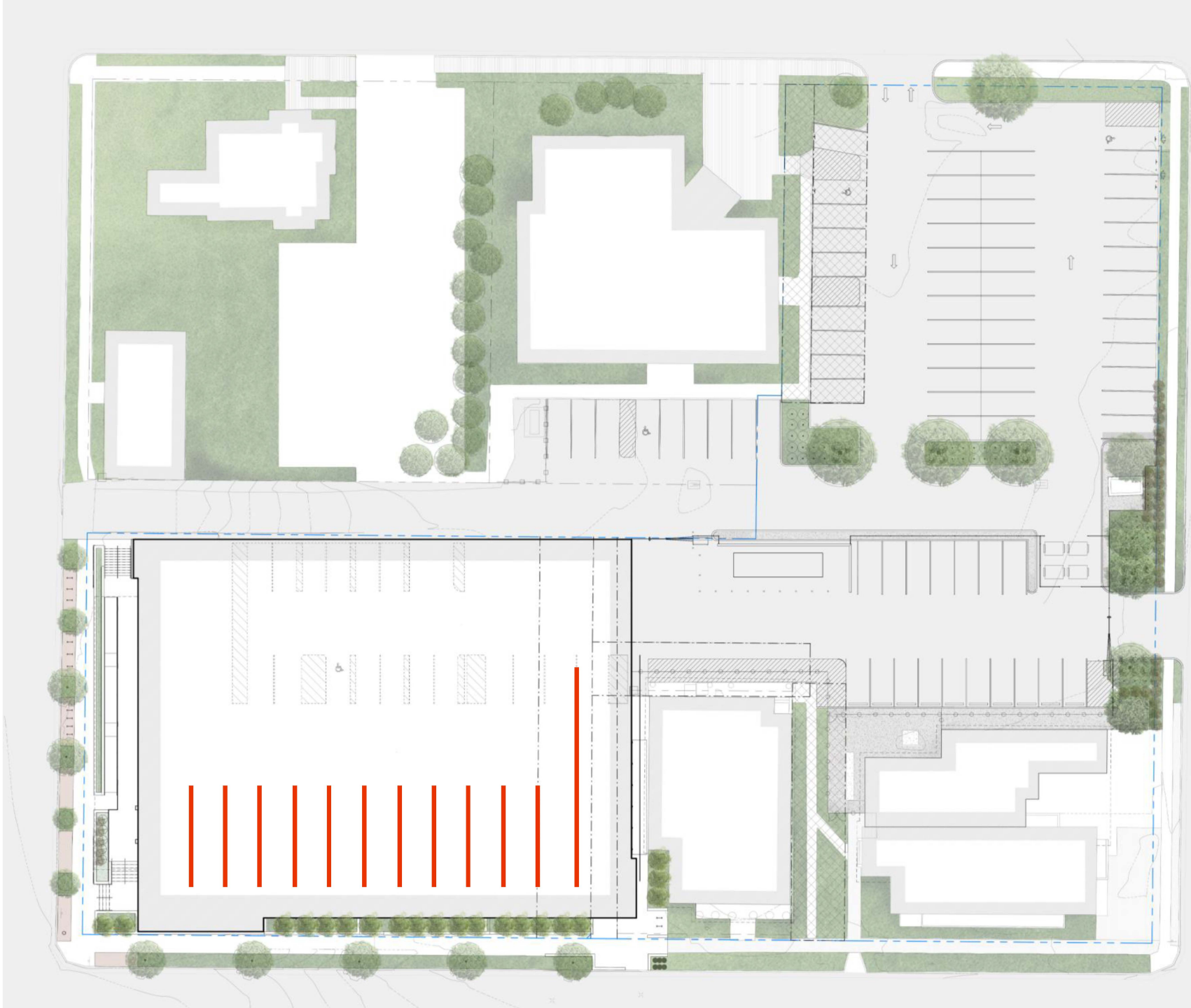
Vehicle access to secure lot from Simpson instead of Willow

Improved Access Drives Isle for a more functional Sheriff's Secure Yard & Additional Parking Spaces

Protect Pedestrians by removing Willow St. Access

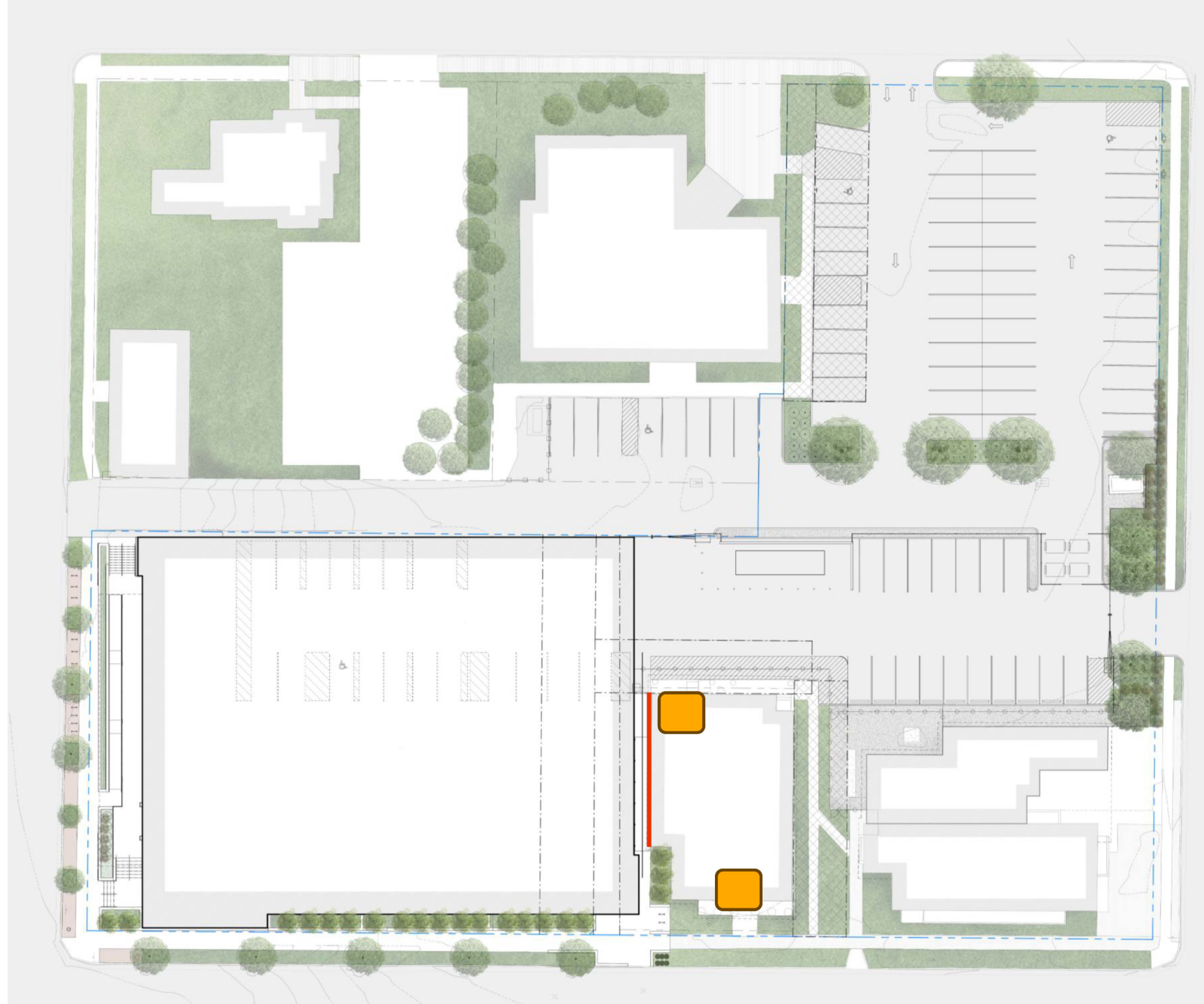


Removal of snow
baffles at Justice
Center Roof



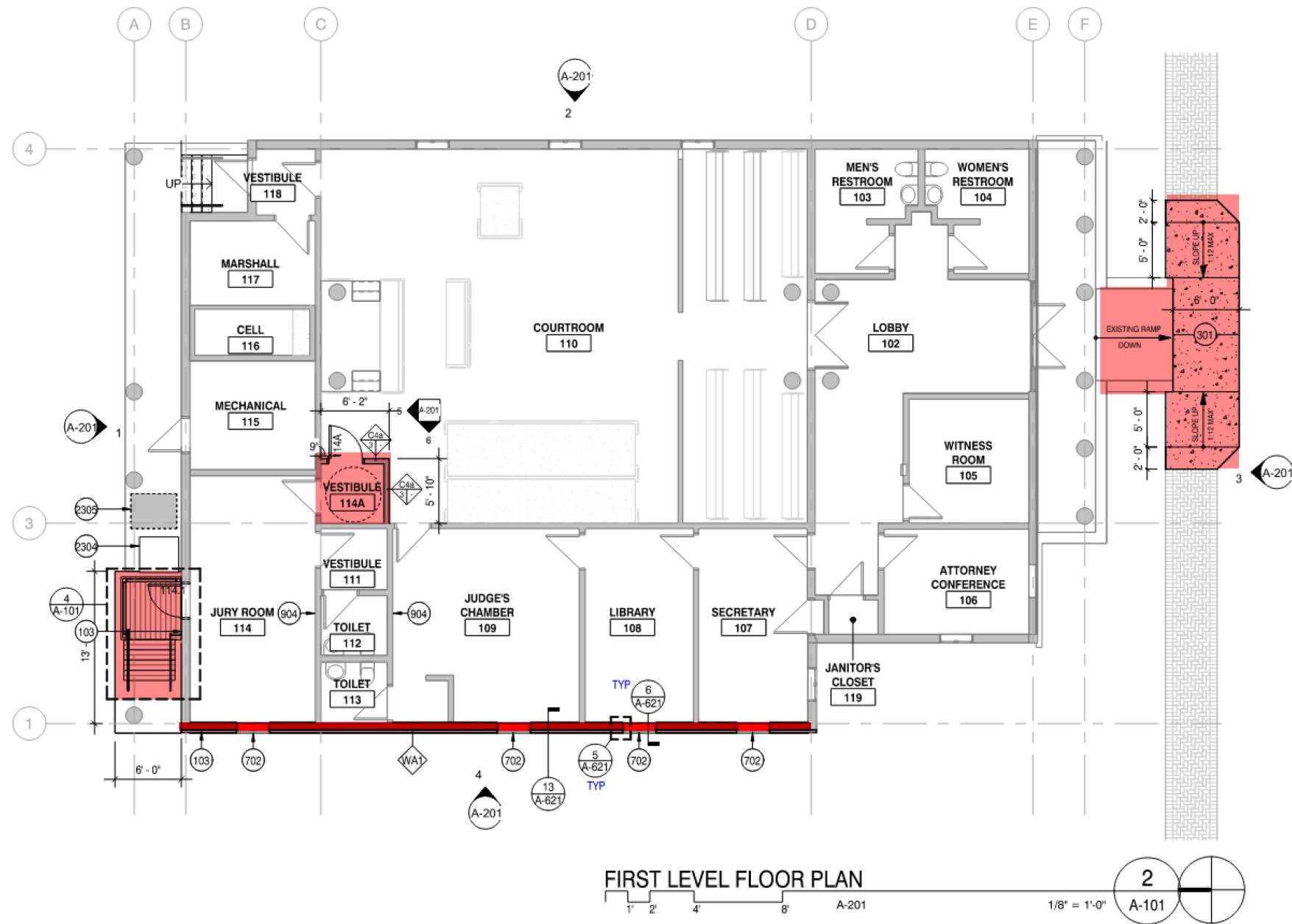
Omit Hansen Modifications

- Improve Acoustics
- Accessibility
- Fire Rated Wall
- Roof Heat-Trace
- HVAC Upgrades

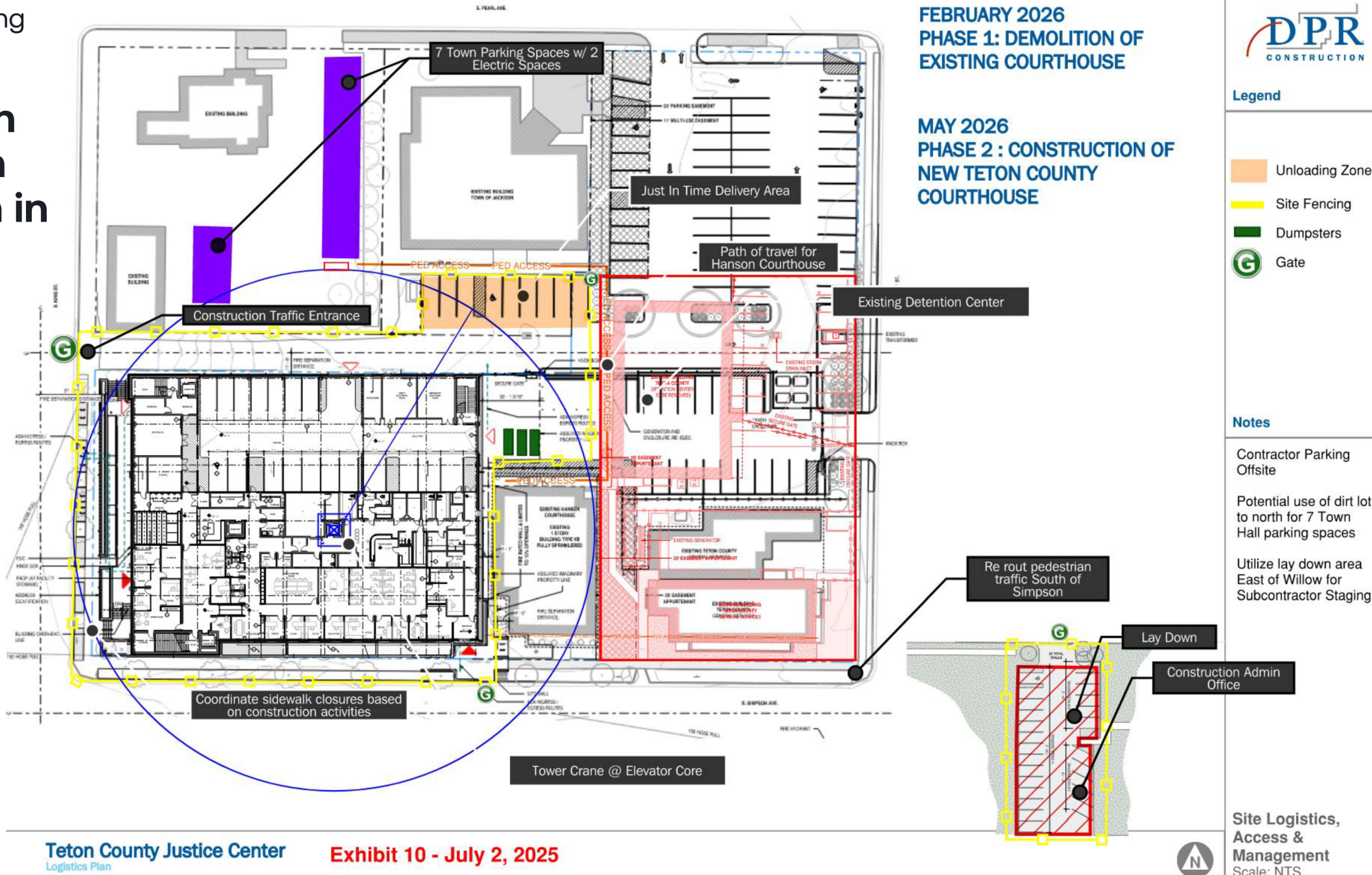


Omit
Hansen
Modifications

- Improve Acoustics
- Accessibility
- Fire Rated Wall
- Roof Heat-Trace
- HVAC Upgrades



Construction Staging Plan with Hansen in Place

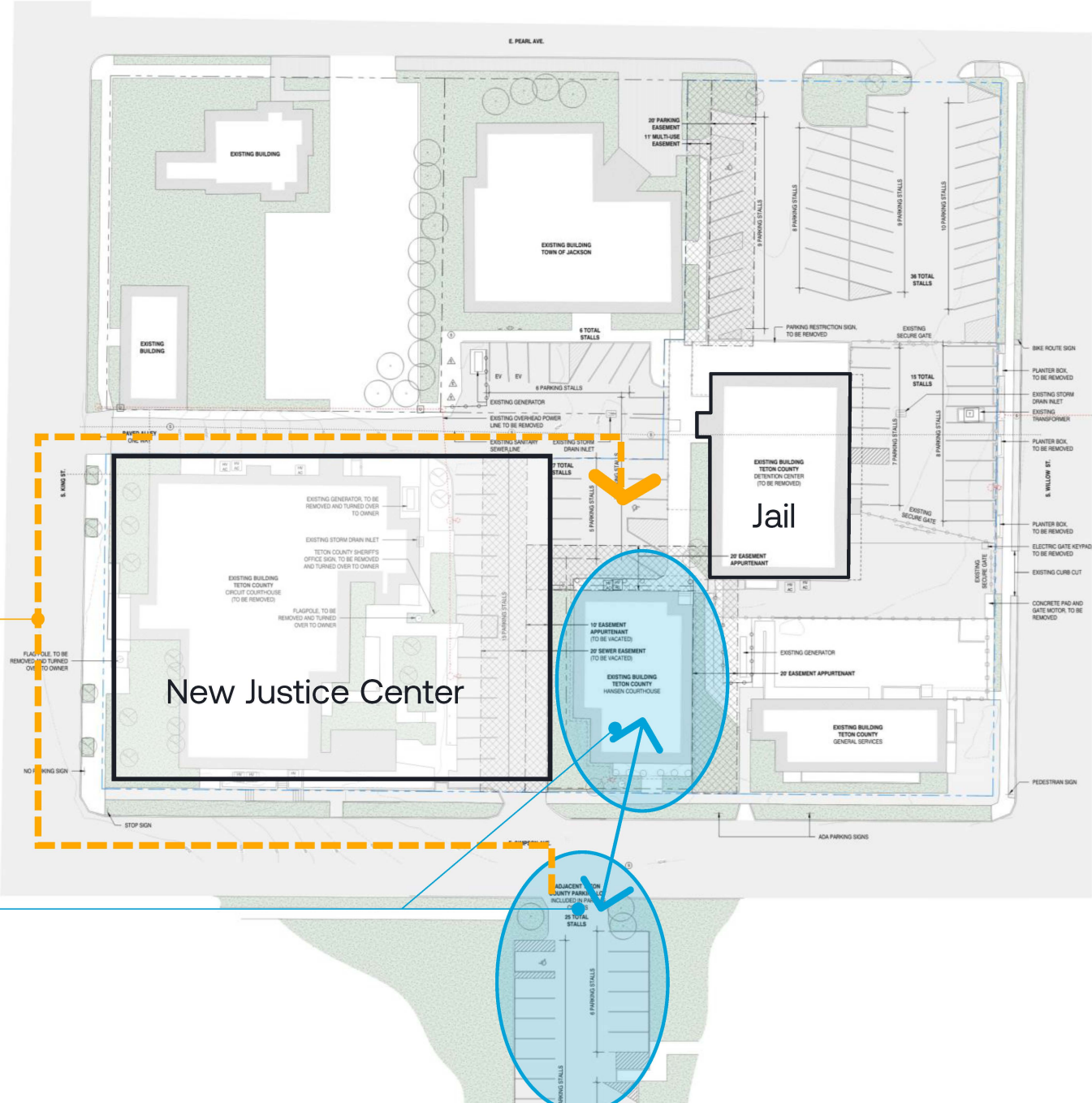


Streamlines Staging
& Improves
Construction
Schedule

Less Disruption to
Neighbors

Secondary Construction
Traffic at Alley

Primary Construction Traffic &
Staging on Simpson Ave.



Demo Hansen Courthouse – ROM Figures

Re-route of sanitary sewer	(\$600,000)
Removal of snow baffles	(\$330,000)
Hansen Modifications	(\$310,000)
East Canopy	(\$50,000)
Construction Schedule	(TBD)
Demolition of Hansen (add)	\$200,000
Site work (add)	\$100,000
Jury in Manufactured (add)	\$50,000
Total ROM Saving Range	\$700K to \$1M

**LICENSE AGREEMENT
BETWEEN
TETON COUNTY, WYOMING, a duly organized county of the State of Wyoming,
AND
THE ADMINISTRATIVE OFFICE OF THE U.S. COURTS,
ON BEHALF OF THE
U.S. DISTRICT COURT FOR THE DISTRICT OF WYOMING
FOR USE OF THE HANSEN COURTHOUSE LOCATED IN
JACKSON, WYOMING**

THIS AGREEMENT is made, effective as of FEBRUARY 16, 2021, by and between the Teton County Board of County Commissioners whose address is 200 S. Willow, P.O. Box 3594, Jackson, Wyoming 83001, Teton County, State of Wyoming, hereinafter called the "Licensor" and, on behalf of the U.S. District Court for the District of Wyoming, the Administrative Office of the U.S. Courts, whose address is Thurgood Marshall Federal Judiciary Building, One Columbus Circle, N.E., Washington, D.C. 20544, hereinafter call the "Licensee."

WHEREAS, the Licensor owns the premises known as the Clifford Hansen Courthouse, located at 145 E. Simpson Ave., Jackson, Wyoming, and

WHEREAS, the Licensor is interested in allowing the Licensee the right to use a courtroom, jury room, and chambers space in the courthouse;

NOW, THEREFORE, in consideration of the mutual promises contained in this agreement, the parties agree as follows:

**SECTION ONE
GRANT OF LICENSE, DESCRIPTION OF PREMISES**

The Licensor hereby grants to the Licensee an exclusive non-assignable license to occupy and use the following described premises located in the Hansen Courthouse at no cost, subject to the terms and conditions of this agreement:

The Hansen Courthouse has one (1) courtroom that includes a jury room and Judge's Chambers. The Licensee may exclusively use the courtroom, jury room, and Judge's chambers two days per month as per the schedule agreed to annually. Parking is available for the Licensee to use in the

county-owned parking lot across the street, but no parking spaces are allocated specifically to the Licensee.

The Licensee shall have nonexclusive rights, together with the Licensors to use all corridors, entry areas, areas for access, ingress and egress, and all other common areas such as rest rooms, and lobbies.

The Licensors agree, as part of the license, to assume the responsibility for all maintenance, upkeep, cleaning, and repairs required for the premises in the courthouse, as well as the payment of utilities (including, but not limited to, heating, air conditioning, water, sewage, and trash) that are covered by this license agreement.

SECTION TWO

LIMITATION TO DESCRIBED PURPOSE

The Licensee shall use the Licensors' premises solely for the purposes of conducting business of the United States District Court for the District of Wyoming, including but not limited to hearings, trials, sentencings, conferences, and other legal proceedings. In order for the Licensee to conduct the business of the United States District Court, the Licensors shall permit federal judicial officers, federal judiciary employees, the United States Marshals Service, and members of the public access to and use of the licensed premises.

The Licensee may exercise its right hereunder two (2) days per month as per the schedule agreed to by the parties annually. Annually, prior to November 1, the Licensee shall submit a proposed schedule of dates throughout the next calendar year that the Licensee would like to use the courthouse. The Licensors shall respond with approval or proposed changes to the schedule prior to December 1, so as to allow the Licensee time to schedule hearings for January. It is specifically understood that the Licensors also license the same courtroom to the Town of Jackson Municipal Court on Wednesdays of every week, thus the schedule for Licensee cannot be on a Wednesday.

The Licensee shall be responsible for arranging for appropriate security when the United States District Court is in session. Neither Teton County nor the Teton County Sheriff provide any security for the Hansen Courthouse.

SECTION THREE

TERM OF LICENSE

The term of this license agreement shall commence on January 1, 2021 and continue in force for a term of five (5) years.

SECTION FOUR INDEMNIFICATION

By the Licensor: The Licensor shall indemnify, protect, and save harmless the Licensee from any and all losses, expenses, and claims by reason of any injury to persons and damage to property arising out of or in connection with Licensor's negligence or other tortious actions.

By the Licensee: Notwithstanding any other term or provision contained in this license agreement, the liability of the Licensee with respect to any claim for personal injury, death, property loss or damage pursuant to this License, is limited by the subject to the procedures and terms of the Federal Tort Claims Act (28 U.S.C. 882671 et seq.), the Anti-Deficiency Act (31 U.S.C. § 1341), and all other applicable federal laws and regulations.

SECTION FIVE REVOCATION/CANCELLATION OF AGREEMENT

The Licensor may revoke this license agreement at any time by providing written notice to the Licensee at the address below. In the event the Licensor provides a notice of revocation to the Licensee, the Licensee shall vacate the premises within one hundred and eighty (180) days following receipt of the notice. Licensee shall surrender the licensed premises in the condition in which it was received, normal wear and tear excepted.

The Licensee may cancel this license agreement upon providing ninety (90) days' written notice to the Licensor at the address below.

Should the above-described licensed premises, or any essential part thereof, be totally or partially destroyed by fire or other casualty, the Licensor shall immediately notify the Licensee. Depending on the nature and extent of the damage, and the anticipated time for repairs and/or reconstruction, the Licensor may offer the Licensee the right to use a different courtroom and chambers space until such time as the licensed premises are determined to be safe to use. If the premises are damaged beyond repair or if the Licensor determines that premises will not be repaired, and there are not alternate spaces available for interim use by the Licensee, the Licensor shall provide written notice to the Licensee that the license is revoked. The Licensee may, at any time following total or partial destruction of the licensed premises, cancel the license agreement by providing ninety (90) days' written notice to the Licensor.

SECTION SIX ENTIRE AGREEMENT

This agreement constitutes the entire agreement between the parties and any prior understanding or representation of any kind preceding the date of this agreement shall not be binding on either party except to the extent incorporated in this agreement.

SECTION SEVEN MODIFICATION OF AGREEMENT

Any modifications of this agreement or additional obligation assumed by the Licensor and the Licensee in connection with this agreement shall be binding only if evidenced in writing signed by each or an authorized representative of each of them.

SECTION EIGHT POINTS OF CONTACT

For the administration of this License Agreement, the parties hereby designate points of contact, as follows:

For Licensor:

Keith Gingery
Deputy County Attorney
P.O. Box 4068 Jackson, WY 83001

kgingery@tetoncountywy.gov

(307) 732-8611

For Licensee:

Sheryl Walter
Administrative Office of the U.S. Court's – General Counsel
Sheryl_walter@ao.uscourts.gov

(202) 502-1158

(202) 615-5692

**SECTION NINE
APPLICABLE LAW**

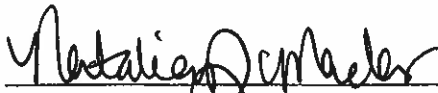
The validity, interpretation, and effect of this license agreement shall be governed by federal laws, and where applicable and determined by a federal court of competent jurisdiction, the laws of the State of Wyoming,

**SECTION TEN
SIGNATURES**

IN WITNESS HEREOF, the parties subscribed their names and expressly warrant that he/she/it is authorized to execute this license agreement.

LICENSOR

TETON COUNTY, WYOMING



Natalia Macker, Chairwoman

Teton County Board of County Commissioners

2-16-2021

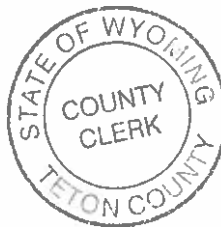
Dated

Attest:

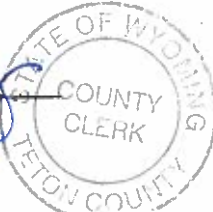


ATTEST:

Maureen Murphy
Teton County Clerk



Maureen E. Murphy
Maureen E. Murphy, Teton County Clerk



2-16-21
Dated LICENSEE

ADMINISTRATIVE OFFICE OF THE U.S. COURTS

By: James C. Duff
Administrative Office of U.S. Courts

1-29-21
Dated

Released	
Indexed	✓
Abstracted	✓
Scanned	✓

GRANTOR: UNITED STATES OF AMERICA
 GRANTEE: TETON COUNTY WYOMING
 Doc 0880036 bk 893 pg 223-229 Filed At 13:05 ON 04/27/15
 Sherry L. Daigle Teton County Clerk fees: 0.00
 By Mary Smith Deputy

QUITCLAIM DEED

STATE OF WYOMING X

KNOW ALL BY THESE PRESENTS:

COUNTY OF TETON X

THIS QUITCLAIM DEED is made this 13 day of April, 2015, by and between the United States of America (herein sometimes referred to as the "Government"), acting by and through the Administrator of General Services Administration (hereinafter referred to as "Grantor"), under and pursuant to authority of Public Law 119-194 and 40 U.S.C. § 541, et. seq., as amended, and rules, orders, and regulations issued pursuant thereto, and Teton County, Wyoming, a duly organized county of the State of Wyoming, P.O. Box 4068, Jackson, Wyoming 83001 (hereinafter referred to as "Grantee"). The terms used to designate any of the parties herein shall include their respective representatives, successors and assigns of said parties.

I. Quitclaim of the Fee Estate

Grantor, for and in consideration of: (i) the sum of Five Hundred Sixty Thousand Six Hundred Twenty Eight Dollars (\$560,628.00), duly paid by the Grantee, the receipt of which is hereby acknowledged, and (ii) the specific agreements hereinafter made by Grantee, for itself, and its successors and assigns, to abide by and take subject to all reservations, restrictions, covenants, exceptions, notifications, conditions and agreements hereinafter set forth in this Quitclaim Deed, does hereby grant, convey, remise, release and forever quitclaim to the Grantee, its successors and assigns, pursuant to the reservations, restrictions, covenants, exceptions, notifications, conditions and agreements hereinafter set forth, fee simple, in and to, that certain real property known as the Former Clifford B. Hansen Courthouse, County of Teton, City of Jackson, Wyoming (hereinafter referred to as the "Property"), and described in detail as follows:

Legal Description

Lot No. 3 in the Cache Creek Third Addition to the Town of Jackson, Teton County, Wyoming, according to that plat filed May 15, 1986 as Plat No. 605.

The above described tract of land hereinafter referred to as the Property.

TO HAVE AND TO HOLD the Property, together with all improvements, hereditaments, appurtenances, therein and all reversions, remainders, issues, profits and other rights belonging or related thereto, and subject all reservations, restrictions, covenants, exceptions, notifications, conditions, and agreements herein set forth in this Quitclaim Deed, either in law or in equity, for the use, benefit, and behalf of the Grantee, its successors and assigns forever.

II. SPECIAL AND GENERAL EXCEPTIONS AFFECTING THE PROPERTY

This Quitclaim Deed covering the Property is expressly made subject to the following matters to the extent and only to the extent the same are valid and subsisting and affect the Property:

A. All existing licenses, permits, servitudes and right-of-way including, but not limited to State highway department driveway permits, easements and rights-of-way for public streets, roads and highways, public utilities, electric power lines, electric transmission facilities, railroads, pipelines, ditches, conduits and canals on, over and across said land, whether or not of record, including, but not limited to the following:

1. Encroachment Agreement made between Teton County and Town of Jackson, Wyoming, dated 18 AUG 2003, recorded 9 DEC 2003, Document No. 612422, Book 534, Pages 919-922. All existing interest(s) reserved to or outstanding in third parties in and to water rights, ditch rights, as well as oil, gas, and/or minerals, whether or not of record.

ii. Encroachment Agreement made between Teton County and Town of Jackson, Wyoming, dated 18 AUG 2003, recorded 9 DEC 2003, Document No. 612422, Book 534, Pages 919-922.

B. All existing interest(s) reserved to or outstanding in third parties in and to water rights, ditch and reservoir rights, as well as oil, gas, and/or minerals, whether or not of record.

C. All other existing interests reserved by any grantor(s) in chain of title unto said grantor(s), their respective successors and assigns, which affect any portion of the Property interest(s) hereinabove described, whether or not of record.

D. Any survey discrepancies, conflicts, or shortages in area or boundary lines, or any encroachments, or protrusions, or any overlapping of improvements which may affect the subject Property.

E. Existing ordinances or resolutions, special purpose district rules and regulations, including soil conservation district rules and regulations and water conservancy district rules and regulations, filed of public record and affecting all or any portion of the subject Property.

III. RESERVATIONS/COVENANTS COVERING THE PARCELS

This Quitclaim Deed covering the Property is expressly made subject to the following reservations in favor of Grantor, and its assigns.

SAVE AND EXCEPT and there is hereby reserved unto Grantor, and its assigns, all rights and interests which have been previously reserved to the United States in any Patent(s) which cover(s) the Property.

IV. CERCLA NOTICES, COVENANTS AND RESERVATIONS

This Quitclaim Deed is expressly made subject to the following CERCLA information and specific reservations, covenants and agreements in favor of Grantor, and its assigns.

A. **Notice of Hazardous Substance Activity.** Pursuant to 40 CFR §373.2 and Section 120(h)(3)(A)(i) of the Comprehensive Environmental Response, Compensation and Liability Act of 1980, as amended (CERCLA)(42 U.S.C. §9620(h)(3)(A)(i)), and based upon a complete search of agency files, the United States of America gives notice that no hazardous substances have been released, or disposed of, or stored for one year or more on the Property.

B. **CERCLA Covenant.** Grantor warrants that all remedial action necessary to protect human health and the environment has been taken before the date of this Quitclaim deed. Grantor warrants that it shall take any additional response action found to be necessary after the date of this Quitclaim deed regarding hazardous substances located on the Property on the date of this quitclaim.

1. This covenant shall not apply:

a. in any case in which Grantee, its successor(s) or assign(s), or any successor in interest to the Property or part thereof is a Potentially Responsible Party (PRP) with respect to the Property immediately prior to the date of this Quitclaim Deed; OR

b. to the extent that such additional response action or part thereof found to be necessary is the result of an act or failure to act of the Grantee, its successor(s) or assign(s), or any party in possession after the date of this Quitclaim Deed that either:

(1) results in a release or threatened release of a hazardous substance that was not located on the Property on the date of this Quitclaim Deed; OR

(2) causes or exacerbates the release or threatened release of a hazardous substance the existence and location of which were known and identified to the applicable regulatory authority as of the date of this Quitclaim Deed; OR

(3) in the case of a hazardous substance(s) previously unknown by Grantor and Grantee as of the date of this conveyance but which is hereafter discovered by Grantee, its successor(s) or assign(s), or any party in possession and where after such discovery, Grantee, its successor(s) or assign(s), or any party in possession thereafter causes or exacerbates a release or threatened release of such hazardous substance(s).

2. In the event Grantee, its heir(s), successor(s) or assign(s), seeks to have Grantor conduct or pay for any additional response action, and, as a condition precedent to Grantor incurring any additional cleanup obligation or related expenses, the Grantee, its heir(s), successor(s) or assign(s), shall provide Grantor at least 45 days written notice of such a claim and provide credible evidence that: (a) the associated contamination existed prior to the date of this Quitclaim Deed; and (b) the need to conduct any additional response action or part thereof was not the result of any act or failure to act by the Grantee, its heir(s), successor(s) or assign(s), or any party in possession.

C. Access. Grantor reserves a right of access to all portions of the Property for environmental investigation, remediation or other corrective action. This reservation includes the right of access to and use of available utilities at reasonable cost to Grantor. These rights shall be exercisable in any case in which a remedial action, response action or corrective action is found to be necessary after the date of this conveyance, or in which access is necessary to carry out a remedial action, response action, or corrective action on adjoining property. Pursuant to this reservation, the United States of America, and its respective officers, agents, employees, contractors and subcontractors shall have the right (upon reasonable advance written notice to the record title owner) to enter upon the Property and conduct investigations and surveys, to include drilling, test-pitting, borings, data and records compilation and other activities related to environmental investigation, and to carry out remedial or removal actions as required or necessary, including but not limited to the installation and operation of monitoring wells, pumping wells, and treatment facilities. Any such entry, including such activities, responses or remedial actions, shall be coordinated with record title owner and shall be performed in a manner that minimizes interruption with activities of authorized occupants.

D. Non-Disturbance Clause. Grantee covenants and agrees for itself, its heirs, successors and assigns and every successor in interest to the Property, or part thereof, that a party occupying any of the Property shall not interfere, hinder or prevent Grantor, the United States Government, and its officers, agents, employees, contractors and subcontractors, in conducting any required remedial investigations, response actions or oversight activities on the Property or adjoining property.

V. OTHER ENVIRONMENTAL NOTICES, COVENANTS AND RESERVATIONS

A. PESTICIDES DISCLOSURE: The Grantee is notified that the Property may contain the presence of pesticides that have been applied in the management of the Property. The United States knows of no use of any registered pesticide in a manner inconsistent with its labeling, and believes that all applications were made in accordance with the Federal Insecticide, Fungicide and Rodenticide Act (FIFRA – 7 U.S.C. Sec. 136, et seq.), its implementing regulations, and according to the labeling provided with such substances. Furthermore, that in accordance with the Comprehensive Environmental Response, Compensation and Liability Act (CERCLA – 42 U.S.C. Sec. 9601, et seq.), the use of such substances is not a “release” (as defined in CERCLA, 42 U.S.C. Sec. 9601 (22)), but instead the use of a consumer product in consumer use (42 U.S.C. Sec. 9601(9)), and the application of a pesticide product registered under FIFRA for which recovery for response costs is not allowed (42 U.S.C. Sec. 9607(i)).

B. PRESENCE OF RADON: The Grantee is notified that the United States has determined that a radon hazard potentially exists in subject building(s) on the Property and from the Property itself. Results of previous studies performed by the United States are available to the Grantee. Radon is a naturally occurring radioactive gas emanating from the ground that, when it has accumulated in a building in sufficient quantities, may present health risks to persons who are exposed to it over time, and which falls within the CERCLA “Limitations on Response” standards at 42 U.S.C. 9604 (a)(3). Additional information regarding radon and radon testing may be obtained from the EPA and county and state health units.

Information provided to the Grantee with respect to the Property is based on the best information available to the U.S. General Services Administration and is believed to be correct, but any error or omission, including but not limited to the omission of any information available to the agency having custody over the property and/or any other Federal agency, will not constitute grounds for liability for damages by the Government for personal injury, illness, disability, or death, to the Grantee, its successors, assigns, employees, invitees, or any other person subject to the Grantee's control or direction.

VI. Federal Use Restriction for Public Use Purposes.

A. Under and pursuant to the powers and authority contained in the provisions of P.L. 119-194 – November 26, 2014, 128 STAT. 2033, the premises herein conveyed are to be used continuously only as and for PUBLIC USE PURPOSES, as described in Section 3.(d), and as hereafter described in Section 3.(b), being the title thereto shall revert to the UNITED STATES OF AMERICA, and upon which reversion of title of the Teton County, Wyoming, thereto shall cease and determine, and the UNITED STATES OF AMERICA shall have the immediate right of possession thereof.

B. Appropriate Public Use purposes include the following: government buildings, schools, streets, highways, hospitals, parks, flood control, slum clearance and redevelopment, public housing, public safety facilities, prisons, jails, and public utilities, as deemed beneficial to the public.

C. During the above period, GRANTEE will not sell, resell, lease, rent, mortgage, encumber, dispose of or otherwise transfer any interest in any part of the property except as GRANTOR may authorize in advance in writing.

D. Requirements of Grantee

- (1) **Reports** As a condition of the conveyance, Teton County shall submit to the Administrator, not later than one year after the date of the conveyance and annually, a report on the Grantee's use and maintenance of the real property conveyed, and any other reports required by the Administrator to evidence the Grantee's continuous use of the property in accordance with Section 5(B)(3)(a-c).
- (2) **Inspections** No later than one year from the date of conveyance, and every five years thereafter, the Administrator shall conduct inspections of the real property conveyed to confirm information provided in the reports submitted under Section 5(B)(3)(d)(1).
- (3) **Noncompliance** In accordance with the use specified in Section 5(B)(3)(a-c) compliance by Teton County will be determined by GSA upon inspection. Grantor will have 30 days to provide a plan to cure noncompliance issues to GSA. In no case shall an accepted plan of cure for noncompliance exceed 360 days to bring the property back into compliance.
- (4) **Failure to Cure** of Teton County to either provide a plan for cure of noncompliance or execute an approved plan for cure of noncompliance shall cause, at the option of the Administrator, action to revert title of the property as provided in Section 5(B)(3).

E. The failure of GRANTOR to insist in any one or more instances upon complete performance of the conditions subsequent, terms, or covenants of this Deed shall not be construed as a waiver of, or a relinquishment of GRANTOR'S right to the future performance of any of those conditions subsequent, terms and covenants and the GRANTEE'S obligations with respect to such future performance shall continue in full force and effect.

F. In the event of a breach of any of the conditions subsequent or in the event of a breach of any other terms and covenants of this Deed, whether caused by the legal or other inability of GRANTEE, its successors and assigns, to perform any of the terms and conditions of this Deed, at the option of the UNITED STATES OF AMERICA, all right, title and interest in and to the Property shall, upon the recording by the UNITED STATES OF AMERICA of a Notice of Entry, revert to and become the property of the UNITED STATES OF AMERICA, which shall have an immediate right to entry thereon, and the GRANTEE, its successors and assigns, shall forfeit all right, title, and interest in and to the Property and in and to any and all of the tenements, hereditaments, and appurtenances thereto.

G. Reversion of title under this Section shall be executed bilaterally by Teton County as a voluntary action through Deed of Reconveyance, or other instrument acceptable to the Administrator.

H. GRANTEE may seek abrogation of Sections 5(B)(3) by:

- a. Obtaining the advance written consent of the GRANTOR; and
- b. Payment to the UNITED STATES OF AMERICA a sum of money equal to the market value of the property to be released from the conditions as of the effective date of the abrogation:
- c. Market value of the real property shall be determined by an independent appraisal considering the highest and best use of the property as of the effective date of the abrogation. The appraisal shall be commissioned by the Administrator and paid for by the Grantee.

I. GRANTEE, by acceptance of this Deed, further covenants and agrees for itself, its successors and assigns, that in the event the Property or any part or interest thereof is at any time from the date of this conveyance sold, leased, mortgaged, encumbered or otherwise disposed of or used for purposes other than those designated in Section 5(B)(3) without the written consent of GRANTOR, all revenues therefrom and the reasonable value, as determined by GRANTOR, of any other benefits to GRANTEE deriving directly or indirectly from such sale, lease, mortgage, encumbrance, disposal or use, shall be considered to have been received and held in trust by GRANTEE for the UNITED STATES OF AMERICA and shall be subject to the

direction and control of GRANTOR; but the provisions of this paragraph shall not impair or affect the rights reserved to GRANTOR under any other provision of this Deed.

J. GRANTEE, by the acceptance of this Deed, further covenants for itself, its successors and assigns, that at all times during the period that title to the Property is vested in GRANTEE subject to of Sections 5(B)(3) of this Deed. GRANTEE shall at its sole cost and expense keep and maintain the Property and the improvements thereon, including all buildings, structures and equipment at any time situate upon the Property, in good order, condition and repair, and free from any waste whatsoever.

K. If the GRANTEE, its successors or assigns, shall cause the Property and/or any improvements thereon to be insured against loss, damage or destruction, or if the GRANTOR requires such insurance while the Property is subject to conditions of Sections 5(B)(3) of this Deed, and any such loss, damage or destruction shall occur during the period GRANTEE holds title to the Property subject to Sections 5(B)(3) of this Deed said insurance and all monies payable to GRANTEE, its successors or assigns, shall be held in trust by the GRANTEE, its successors or assigns, and shall be promptly used by GRANTEE for the purpose of repairing and restoring the Property to its former condition or replacing it with equivalent or more suitable facilities; or, if not so used, shall be paid to the Treasurer of the United States in an amount equal to the unamortized public benefit allowance of the Property multiplied by the current fair market value of the improvements lost, damaged or destroyed. If the Property is located in a floodplain, GRANTEE will, during the period it holds title subject to conditions of Sections 5(B)(3) of this Deed, insure the Property and any machinery, equipment, fixtures, and furnishings contained therein against loss, damage, or destruction from flood, to the maximum limit of coverage made available with respect to the Property under Section 102 of the Flood Disaster Protection Act of 1973 (P L. 93-234). Proceeds of such insurance will be used as set forth above.

L. GRANTEE further covenants to pay damages for any time period held over beyond the time period stated in a demand to quit possession of the Property at the fair market rental value plus reasonable attorney fees and costs of the GRANTOR in securing the return of the Property.

M. GRANTEE, by acceptance of this Deed, agrees for itself, its successors and assigns, that: (i) it will notify GRANTOR immediately in the event any environmental contamination is discovered or additional remedial action is deemed necessary after conveyance; (ii) any expenditures for environmental restoration projects that are not imminent threats to public health and safety will not be considered an off-set for purposes of abrogation unless these expenditures are to remediate contamination occurring prior to the date of conveyance and unless prior concurrence is obtained from GRANTOR.

VII. MISCELLANEOUS NOTICES, TERMS, CONDITIONS, AGREEMENTS, AND COVENANTS

Except as otherwise provided by 42 U.S.C. 9620(h)(3), Grantee covenants for itself, its heirs, assigns and every successor in interest to the Property herein described or any part thereof that it shall abide by each of the following covenants, each of which will be covenants running with the land. In addition, the United States of America shall be deemed a beneficiary of each of the following covenants without regard to whether it remains the owner of any land or interest therein in the locality of the Property hereby conveyed and shall have a right to enforce each of the covenants herein in any court of competent jurisdiction; provided, however, the United States of America shall have no affirmative duty to any successor in title to this conveyance to enforce any of the following covenants herein agreed.

A. Grantee has inspected the described and conveyed Property and has satisfied itself that the property is free of any hazardous substances or petroleum products or their derivatives, calcium hypochlorite, batteries and insecticides, and Grantee, for itself and its heirs, successors and assigns, covenants and agrees to indemnify, protect, defend, save and hold harmless the United States of America, and its employees, officers, representatives, attorneys and agents, from and against any and all debts, duties, obligations, liabilities, suits, claims, demands, causes of action, damages, losses, cost and expenses (including without limitation, attorneys' fees and expenses and court costs) in any way relating to, connected with, and/or arising out of the discovery of any hazardous substance(s) or petroleum product(s) or their derivatives, calcium hypochlorite, batteries and insecticides which may have contaminated the hereinabove and conveyed Property after the date of the delivery of this conveyance, including but not limited to, any environmental response action, corrective action, or removal, monitoring, investigation, sampling, or testing in connection therewith.

B. AS-IS / WHERE IS:

1. GRANTEE AGREES AND ACKNOWLEDGES THAT GRANTOR IS SELLING THE PROPERTY STRICTLY ON AN "AS IS, WHERE IS, WITH ALL FAULTS" BASIS, WITHOUT WARRANTY, EXPRESS OR IMPLIED, WITH ANY AND ALL LATENT AND PATENT DEFECTS. GRANTEE ACKNOWLEDGES THAT GRANTOR HAS MADE THE PROPERTY AVAILABLE FOR INSPECTION BY GRANTEE AND GRANTEE'S REPRESENTATIVES. GRANTEE HAS INSPECTED, OR WILL HAVE INSPECTED PRIOR TO CLOSING, THE PHYSICAL CONDITION OF THE PROPERTY TO THE EXTENT FELT NECESSARY BY GRANTEE, INCLUDING ALL IMPROVEMENTS THEREON, AND ACCEPTS TITLE TO THE SAME "AS IS" IN ITS EXISTING PHYSICAL CONDITION.

GRANTEE ACKNOWLEDGES THAT IT IS NOT RELYING UPON ANY REPRESENTATION, WARRANTY STATEMENT OR OTHER ASSERTION OF THE UNITED STATES OF AMERICA, AS GRANTOR, INCLUDING ITS AGENCIES OR ANY OFFICIAL, AGENT REPRESENTATIVE OR EMPLOYEE OF THE FOREGOING, WITH RESPECT TO THE PROPERTY'S CONDITIONS. EXCEPT AS SET FORTH IN THE CONTRACT, GRANTEE IS RELYING SOLELY AND WHOLLY ON GRANTEE'S OWN EXAMINATION OF THE PROPERTY, IS FULLY SATISFIED WITH THE PROPERTY, AND ACCEPTS ANY LIABILITIES OR COSTS ARISING IN CONNECTION WITH THE CONDITION OF THE PROPERTY, INCLUDING, BUT NOT LIMITED TO ANY COSTS OR LIABILITIES PERTAINING TO ANY ENVIRONMENTAL CONDITION ON THE PROPERTY. EXCEPT AS SET FORTH IN SECTION 3 BELOW, AND QUITCLAIM DEED, THE UNITED STATES OF AMERICA AND ITS AGENCIES DISCLAIM ANY AND ALL EXPRESS OR IMPLIED WARRANTIES AND SPECIFICALLY MAKE NO WARRANTIES OF TITLE, HABITABILITY, MERCHANTABILITY, SUITABILITY, FITNESS FOR ANY PURPOSE, OR ANY OTHER WARRANTY WHATSOEVER. GRANTEE IS PUT ON NOTICE THAT ANY PRIOR GRANT AND/OR ENCUMBRANCE MAY BE OF RECORD AND GRANTEE IS ADVISED TO EXAMINE ALL PUBLIC RECORDS AVAILABLE REGARDING THE PROPERTY.

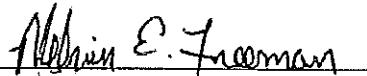
2. NO EMPLOYEE OR AGENT OF GRANTOR IS AUTHORIZED TO MAKE ANY REPRESENTATION OR WARRANTY AS TO THE QUALITY OR CONDITION OF THE PROPERTY, MERCHANTABILITY, SUITABILITY OR FITNESS OF THE PROPERTY FOR ANY USE WHATSOEVER, KNOWN OR UNKNOWN TO GRANTOR, OR COMPLIANCE WITH ANY ENVIRONMENTAL PROTECTION, POLLUTION OR LAND USE LAWS, RULES, REGULATIONS, ORDERS, OR REQUIREMENTS INCLUDING, BUT NOT LIMITED TO, THOSE PERTAINING TO THE HANDLING, GENERATING, TREATING, STORING, OR DISPOSING OF ANY HAZARDOUS WASTE OR SUBSTANCE. IN NO EVENT SHALL GRANTOR BE RESPONSIBLE OR LIABLE FOR LATENT OR PATENT DEFECTS OR FAULTS, IF ANY, IN THE PROPERTY OR FOR REMEDYING OR REPAIRING THE SAME INCLUDING, WITHOUT LIMITATION, DEFECTS RELATED TO ASBESTOS OR ASBESTOS CONTAINING MATERIALS, LEAD, LEAD-BASED PAINT, UNDERGROUND STORAGE TANKS, MOLD, RADON OR HAZARDOUS OR TOXIC MATERIALS, CHEMICALS OR WASTE, OR FOR CONSTRUCTING OR REPAIRING ANY STREETS, UTILITIES OR OTHER IMPROVEMENTS SHOWN ON ANY PLAT OF THE PROPERTY.

3. NOTHING IN THIS "AS IS" PROVISION WILL BE CONSTRUED TO MODIFY OR NEGATE THE GRANTOR'S OBLIGATION UNDER THE CERCLA COVENANT OR ANY OTHER STATUTORY OBLIGATIONS.

IN WITNESS WHEREOF, the United States of America has caused these presents to be executed this 13 day of April, 2015.

UNITED STATES OF AMERICA
Acting by and through the
Administrator of General Services

By:



MELVIN E. FREEMAN

Director

Real Property Utilization & Disposal Division

Greater Southwest Region

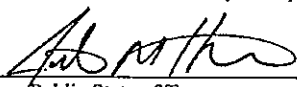
General Services Administration

THE STATE OF TEXAS X

COUNTY OF TARRANT X

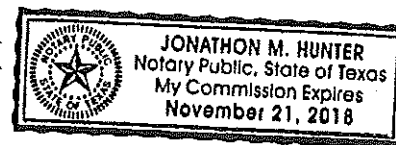
BEFORE ME, a Notary Public in and for the State of Texas, on this day personally appeared MELVIN E. FREEMAN, known to me to be the person whose name is subscribed to the foregoing quitclaim deed, and known to me to be the Director, Real Property Utilization & Disposal Division, Greater Southwest Region, General Services Administration, Fort Worth, Texas, and acknowledged to me that the same was the act and deed of the United States of America and of the Administrator of General Services and that he executed the same as the voluntary act of the United States of America and of the Administrator of General Services for the purposes and consideration therein expressed and in the capacity therein stated.

GIVEN UNDER MY HAND AND SEAL OF OFFICE at Fort Worth, Texas, this 13 day of April, 2015.



Notary Public State of Texas

Notary's Name: _____
My Commission Expires: _____



One Hundred Thirteenth Congress
of the
United States of America

AT THE SECOND SESSION

*Begun and held at the City of Washington on Friday,
the third day of January, two thousand and fourteen*

An Act

To direct the Administrator of General Services to convey the Clifford P. Hansen
Federal Courthouse to Teton County, Wyoming.

*Be it enacted by the Senate and House of Representatives of
the United States of America in Congress assembled,*

SECTION 1. SHORT TITLE.

This Act may be cited as the “Clifford P. Hansen Federal
Courthouse Conveyance Act”.

SEC. 2. DEFINITIONS.

In this Act:

(1) ADMINISTRATOR.—The term “Administrator” means the
Administrator of General Services.

(2) COUNTY.—The term “County” means Teton County,
Wyoming.

(3) COURTHOUSE.—The term “Courthouse” means—

(A) the parcel of land located at 145 East Simpson
Street, Jackson, Wyoming; and

(B) the building located on the land described in
subparagraph (A), which is known as the “Clifford P.
Hansen Federal Courthouse”.

**SEC. 3. CONVEYANCE OF FEDERAL COURTHOUSE TO TETON COUNTY,
WYOMING.**

(a) IN GENERAL.—Notwithstanding any other provision of law,
the Administrator shall offer to convey to the County all right,
title, and interest of the United States in and to the Courthouse.

(b) CONSIDERATION.—In exchange for the conveyance of the
Courthouse to the County under this Act, the Administrator shall
require the County to pay to the Administrator—

(1) nominal consideration for the parcel of land described
in section 2(3)(A); and

(2) subject to subsection (c), consideration in an amount
equal to the fair market value of the building described in
section 2(3)(B), as determined based on an appraisal of the
building that is acceptable to the Administrator.

(c) CREDITS.—In lieu of all or a portion of the amount of
consideration for the building described in section 2(3)(B), the
Administrator may accept as consideration for the conveyance of
the building under subsection (b)(2) any credits or waivers against
lease payments, amounts expended by the County under facility
maintenance agreements, or other charges for the continued occu-
pancy or use by the Federal Government of the building.

S. 1934—2

(d) RESTRICTIONS ON USE.—The deed for the conveyance of the Courthouse to the County under this Act shall include a covenant that provides that the Courthouse will be used for public use purposes.

(e) COSTS OF CONVEYANCE.—The County shall be responsible for paying—

(1) the costs of an appraisal conducted under subsection (b)(2); and

(2) any other costs relating to the conveyance of the Courthouse under this Act.

(f) PROCEEDS.—

(1) DEPOSIT.—Any net proceeds received by the Administrator as a result of the conveyance under this Act, as applicable, shall be paid into the Federal Buildings Fund established under section 592 of title 40, United States Code.

(2) EXPENDITURE.—Amounts paid into the Federal Buildings Fund under paragraph (1) shall be available to the Administrator, in amounts specified in appropriations Acts, for expenditure for any lawful purpose consistent with existing authorities granted to the Administrator.

(g) ADDITIONAL TERMS AND CONDITIONS.—The Administrator may establish such additional terms and conditions with respect to the conveyance under this Act as the Administrator considers to be appropriate to protect the interests of the United States.

Speaker of the House of Representatives.

*Vice President of the United States and
President of the Senate.*



STAFF REPORT



Meeting Date:	September 15, 2025	Meeting Title:	Town Council Regular Mtg
Submitting Department:	Internal Services	Presenter:	Roxanne Robinson
Agenda Item:	An Ordinance Addressing Conflicts of Interest for Town Employees	Public Comment:	Yes

Purpose & Policy Considerations.

The Town Council approves all ordinances. Wyoming Statute 15-1-127(c) mandates that the Town have an ordinance prescribing requirements governing conflicts of interest by any employee and any member of their immediate family and procedures by which any employee and any member of their immediate family may be exempt from those requirements. This ordinance establishes these requirements.

Requested Action.

Staff requests Council direct staff to place the draft ordinance addressing Conflicts of Interest for Town Employees on the October 6, 2025 Town Council meeting for first reading.

Recommendations.

Staff recommends Council direct staff to place the draft ordinance addressing Conflicts of Interest for Town Employees on the October 6, 2025 Town Council meeting for first reading.

Background.

The Town Council approved Policy Manuals for Town employees at the March 17, 2025 regular meeting. The previous Policy Manual contained information in multiple areas relating to use of Town property, political activity, endorsement of products, gifts and favors, but did not contain a specific section regarding conflicts of interest.

During the update process, staff learned that Wyoming Statute 15-1-127(c) mandates that the Town have an ordinance prescribing requirements governing conflicts of interest by any employee and any member of their immediate family and procedures by which any employee and any member of their immediate family may be exempt from those requirements. Staff realized that we did not have such an ordinance in our municipal code. Staff also wanted to address service on appointed Town or Town/County boards, service on boards of organizations receiving funding from the Town, and outside employment.

For background, a conflict of interest as a situation in which a person, such as a public official, an employee, or a professional, has a private or personal interest sufficient to appear to influence the objective exercise of his or her official duties. There are three key elements in the definition including: a conflict between an employee's private or personal interest that could be financial or other that conflicts with their employment; when that private or personal interest interferes with official duties; and when conflicts of interest interfere with objective professional judgement. Some examples of conflicts of interest include self-dealing, accepting benefits from an outside source, influence peddling, using the employer's property for private advantage, using confidential information, and outside employment.

Staff drafted the proposed ordinance utilizing the Ethics and Disclosure Act from Wyoming Statutes Title 9, Chapter 13 as a guide. Staff also reviewed conflicts of interest ordinances from Casper and Cheyenne. Staff received input from Department Directors, discussed the implications and expectations for staff upon adoption, and made edits to the draft ordinance based on feedback. Staff also provided the draft ordinance to all employees, conducted 2 input sessions and recorded a listening session with employees, made the recording available to employees and also invited input through email or in-person meetings. Answers to all questions posed by staff have been provided.

Analysis.

Next Steps:

- This ordinance will be presented for 3 readings and upon final adoption, advertised in the paper and become effective. The ordinance changes will be codified with the next update to the Municipal Code.
- Once effective, Internal Services will conduct education and training sessions for employees and provide information online for employees.
- Internal Services will provide notification to employees on how to disclose outside employment and/or ask for an exemption for documentation, for management to ensure that the outside employment is in compliance with the ordinance as it relates to adverse impacts, and to determine if any exemption is warranted.
- Once effective, Internal Services will provide a deadline for staff to submit any disclosures or requests for exemptions to bring all staff into compliance.

Key Policy Question #1. Does the Town Council support the Conflicts of Interest Ordinance as presented?

Staff welcomes Council questions and input into this ordinance.

Possible Alternatives.

Council could delay adoption until a future date and/or ask for further information on specific areas or requirements.

Comprehensive Plan & Priority Alignment.

The ability of the Town of Jackson to implement and take actions aligned with the Comprehensive Plan depends on the ability to recruit and retain an effective and trusted workforce, and one that the community can rely on to act ethically. Establishing policies for employees that address trust and ethics in our day-to-day work leads to a positive working environment and the provision of quality services and is aligned with Common Value #3, Quality of Life, and directly relates to Section 8, Quality Community Service Provision.

Fiscal Impact.

There is no fiscal impact as a result of establishing policies related to conflicts of interest. There is a fiscal impact for adoption of ordinances as they must be advertised. The cost to advertise an ordinance is dependent upon the length and runs between \$300 - \$800 for shorter ordinances.

Staff Impact.

The staff impact of this ordinance, separate from the Policy Manual update project, is approximately 40 hours and includes time spent by the Director of Internal Services with additional time spent by the Town Manager, Department Directors, the Town Attorney, and employees. Staff impact after adoption is estimated at an additional 20 hours including conducting training with employees, completion of forms for outside employment by staff, and completion of finalization and the codification process.

Attachments or Links.

Draft Ordinance Addressing Conflicts of Interest for Town Employees.

Suggested Motion.

I move to direct staff to place the draft ordinance addressing Conflicts of Interest for Town Employees on the October 6, 2025 Town Council meeting for first reading.

ORDINANCE XXX

AN ORDINANCE ADDING SECTION 2.50, CONFLICTS OF INTEREST, TO TITLE 2, ADMINISTRATION AND PERSONNEL, OF THE MUNIICAL CODE OF THE TOWN OF JACKSON, WYOMING.

BE IT ORDAINED BY THE TOWN COUNCIL OF THE TOWN OF JACKSON, WYOMING:

SECTION I.

Sections 2.50, Conflicts of Interest of Title 2, Administration and Personnel, of the Municipal Code of the Town of Jackson, Wyoming, is hereby added to read as follows:

2.50 CONFLICTS OF INTEREST

2.50.010 – Purpose.

The purpose of this section is to prescribe requirements governing conflicts of interest for Town Employees and their immediate family and procedures by which an Employee or their immediate family may be exempt from those requirements.

(Ord. ____ § 1, 2025)

2.50.020 – Definitions.

A. *Anything of value* means:

1. A pecuniary item, including money or a bank bill or note;
2. A promissory note, bill of exchange, order, draft, warrant, check, or bond given for the payment of money;
3. A contract, agreement, promise, or other obligation for an advance, conveyance, forgiveness of indebtedness, deposit, distribution, loan, payment, gift, pledge or transfer of money;
4. A stock, bond, note, or other investment interest in an entity;
5. A right in action;
6. A gift, tangible good, or chattel or an interest in a gift, tangible good, or chattel;
7. A work of art, antique, or collectible;
8. An automobile, bicycle, electric bicycle, or other means of personal transportation;
9. Real property or an interest in real property, including title to realty, a fee simple or partial interest, present or future, contingent or vested within realty, a leasehold interest or other beneficial interest in realty;
10. An honorarium or compensation for services arising out of the person's service as a Town Employee;
11. The sale or trade of anything of value:
 - i. For reasonable consideration that would ordinarily not be available to a member of the public;or

- ii. With a rebate or at a discount in its price, unless the rebate or discount is made in the ordinary course of business to a member of the public, or any group or category thereof, but without regard to that person's status as a Town Employee.
- 12. A promise or offer of employment;
- 13. Any other thing of value that is pecuniary or compensatory in value to a person.
- B. *Compensation* includes:
 - 1. An advance, conveyance, forgiveness of indebtedness, deposit, distribution, loan, payment, gift, pledge, or transfer of money or anything of value; or
 - 2. A contract, agreement, promise or other obligation for an advance, conveyance, forgiveness of indebtedness, deposit, distribution, loan, payment, gift, pledge or transfer of money or anything of value, for services rendered or to be rendered.
- C. *Compensation* does not include:
 - 1. Reimbursement of expenses if the reimbursement does not exceed the amount actually expended for the expenses, and if the reimbursement is substantiated by an itemization of expenses; or
 - 2. Per-diem payments or mileage allowances paid by the Town in accordance with applicable law.
- D. *Employee* is defined as any person employed by the Town of Jackson in a full-time, part-time, or variable hour capacity.
- E. *Gift* means anything of value to the extent that consideration of equal or greater value is not received, but excludes the following:
 - 1. A gift that:
 - i. Is not used; and
 - ii. No later than thirty (30) days after receipt is returned to the donor or delivered to a charitable organization and is not claimed as a charitable contribution for federal income tax purposes.
 - 2. A certificate, commemorative token or item, or plaque with a value that does not exceed two hundred fifty dollars (\$250.00);
 - 3. Food and beverage;
 - 4. Compensation, per-diem or other payments or benefits which the Employee receives in the performance of services for the Town;
 - 5. Any loan, gift, gratuity, special discount, or hospitality with a value of two hundred fifty dollars (\$250.00) or less; or
 - 6. Travel, registration, and lodging for any conference or meeting while attending in their official capacity as a Town Employee.
- F. *Immediate family* is defined as an Employee's spouse, children, parent, sibling, grandparent, or grandchild; or is a member of the individual's household.

2.50.030 – Use of Title and Prestige of Public Office.

No Employee shall use their office or position for their private benefit. As used in this section, "private benefit" means the receipt by the Employee of a gift which resulted from their holding their position with the Town.

(Ord. ____ § 1, 2025)

2.50.040 – Misuse of Office.

- A. No Employee shall use Town funds, time, personnel, facilities, or equipment for their private benefit or that of another unless the use is authorized by law.
- B. No Employee shall use public funds, time, personnel, facilities, or equipment for political or campaign activity.
- C. No Employee shall use their official authority or influence to interfere with or affect the result of an election including using their official title/position while engaged in political activity or inviting subordinate Employees to political events or otherwise suggest to subordinates that they attend political events or undertake any partisan political activity.
- D. No Employee shall knowingly solicit or discourage the participation in any political activity of anyone who has business pending before the Town.
- E. No Employee shall engage in political activity while on duty. This prohibition includes:
 - a. Wearing political buttons, clothing, hats, or attire of any kind.
 - b. Displaying or distributing campaign materials.
 - c. Performing campaign-related tasks or work.
 - d. Making political contributions.
 - e. Attending any political event in a Town vehicle or bike.
 - f. Posting comments to a public or social media site advocating for or against a partisan political party, candidate for partisan office, or partisan political group.
 - g. Utilizing a Town email account or Town social media site to distribute, send, or forward content that advocates for or against a partisan political party, candidate for partisan political office, or partisan political group.
 - h. Engaging in any activity that violates the Town Employee Policy Manual.
- F. No Town Employee shall disseminate to another person official information which the Employee obtains through or in connection with their employment, unless the information is available to the general public or unless the dissemination is authorized by law.

(Ord. ____ § 1, 2025)

2.50.050 – Outside Employment; Disclosure of Outside Employment.

- A. For purposes of this section, outside employment means any form of employment, business relationship or activity, involving the provision of personal services whether or not for compensation, other than in the discharge of official duties.
- B. No Town Employee shall engage in outside employment that:
 - 1. Adversely impacts the Employee's job performance or attendance with the Town.
 - 2. Adversely impacts the reputation of the Town or any department of the Town.
 - 3. Adversely impacts the Employee's physical or mental capacity to perform their job duties.
 - 4. Adversely impacts the proper functioning of Town offices and departments or inhibits the effective delivery of public services.
 - 5. Is conducted at the same time as work being performed for the Town.

- C. All Employees shall disclose prospective outside employment to their department director prior to commencement of any such employment, and the Town Manager, or their designee, may review the prospective outside work for compliance with this ordinance and any other Town policies.

(Ord. ____ § 1, 2025)

2.50.060 – Participation or Membership in Organizations that Advocate, Incite, or Support Criminal Acts or Subversion of Government.

No Employee shall participate or hold membership in any organization that advocates, incites, or supports criminal acts or subversion of government.

(Ord. ____ § 1, 2025)

2.50.070 – Financial Relationships and Undue Favor.

- A. No Employee shall recommend the Town enter into a financial relationship or be a party to a financial relationship or approve any financial relationship with any member of their immediate family that could provide their immediate family a financial benefit that is only available due to the Employee's employment.
- B. No Employee shall make decisions or influence decisions that could unduly favor relatives, friends, or associates in employment or contractual opportunities with the Town.

(Ord. ____ § 1, 2025)

2.50.080 – Service on Boards.

A. No Employee shall serve on:

1. A Town of Jackson or joint Town of Jackson and Teton County appointed board, committee, or task force; or
2. The board of an organization approved for funding in the current fiscal year or upcoming fiscal year budget unrelated to their employment with the Town.

(Ord. ____ § 1, 2025)

2.50.090 – Coordination with Policy Manual

All Employees shall comply with the Town Employee Policy Manual as it relates to conflicts of interest which includes, but is not limited to, subjects such as social media and external communications, appearance and attire, political participation, confidential information and records, and email.

2.50.100 – Violations.

Any violations of conflicts of interest, as determined by the Town Manager or their designee, shall be addressed in accordance with the Town Employee Policy Manual.

(Ord. ____ § 1, 2025)

2.50.110 – Exemptions and Exemption Procedure.

A. A Police Department Employee is exempt from the prohibition against participation or membership in any organization that advocates, incites, or supports criminal acts or subversion of government if such participation or membership is part of a criminal investigation.

B. An Employee or their immediate family is exempt from the prohibition against a financial relationship if the financial relationship was decided by the Town Council.

C. An Employee is exempt from the prohibition for outside employment conducted at the same time as work being performed by the Town if the outside employment in no way impacts their performance of their duties except for de minimis activities such as very infrequent and brief texts, phone calls, or emails.

D. Requests for exemption shall be submitted in writing by the Employee's department director to the Town Manager for consideration in a timely manner and the Town Manager will either approve or deny the request in writing within five (5) business days of receipt of the request.

(Ord. ____ § 1, 2025)

SECTION II.

All ordinances and parts of ordinances in conflict with the provisions of this ordinance are hereby repealed.

SECTION III.

If any section, subsection, sentence, clause, phrase, or portion of this ordinance is for any reason held invalid or unconstitutional by any court of competent jurisdiction, such portion shall be deemed as a separate, distinct, and independent provision and such holding shall not affect the validity of the remaining portions of the ordinance.

SECTION IV.

This Ordinance shall become effective after its passage, approval, and publication.

PASSED 1ST READING THE ____ DAY OF _____, 2025.

PASSED 2ND READING THE ____ DAY OF _____, 2025.

PASSED AND APPROVED THE ____ DAY OF _____, 2025.

TOWN OF JACKSON

BY: _____

Arne Jorgenson, Mayor

ATTEST:

BY: _____

Riley Hovorka, Town Clerk

ATTESTATION OF TOWN CLERK

STATE OF WYOMING)

) ss.

COUNTY OF TETON)

I hereby certify that the foregoing Ordinance No. was duly published in the Jackson Hole News and Guide, a newspaper of general circulation published in the Town of Jackson, Wyoming, on the ____ day of _____, 2025.

I further certify that the foregoing Ordinance was duly recorded on page ____ of Book ____ of Ordinances of the Town of Jackson, Wyoming.

Riley Hovorka, Town Clerk

STAFF REPORT



Meeting Date:	September 15, 2025	Meeting Title:	Town Council Special Mtg
Submitting Department:	Police Department	Presenter:	Michelle Weber
Agenda Item:	Police Department Force Response Policy Update	Public Comment:	Yes

Purpose & Policy Considerations.

Section 2.32.080 of the Municipal Code addresses policies and procedures of the Police Department and provides that the Chief may recommend rules and they are effective once approved by the Council. The Police Department Policies and Procedures Manual ("Police Manual") was updated and adopted in full in January of 2023, and, in November of 2023, an individual section was added to address License Plate Reader (LPR) technology. Staff is now recommending an update to Section 11, Force Response. The purpose of the Force Response policy is to provide department members with guidelines for the use of force.

Requested Action.

Staff requests the Council approve an update to Section 11 of the Police Manual regarding force response to modify section 11.10.I. Less-lethal munitions to utilize a 40mm less lethal launcher with foam rounds instead of 12-gauge shotguns with bean bag rounds.

Recommendation.

Staff recommends the Council approve an update to Section 11 of the Police Manual regarding force response to change to a less lethal launcher option for bean bags and other less lethal approaches as presented.

Background.

It is the policy of the Police Department to value and preserve human life. With respect to using force, officers may use only the force that is objectively reasonable to effectively gain control of an incident, while protecting the safety of the officer and others, in keeping with the standards set forth by the United States Supreme Court. Officers may use force only when no reasonably effective, safe, and feasible alternative appears to exist and may use only the level of force that a reasonable officer on the scene would use under the same or similar circumstances.

The Town Council adopted the most recent version of the Police Manual at their January 17, 2023, Council meeting. Since then, Council also approved an update to Section 9.29 on LPR technology in November of 2023. The current request and recommendation from staff is for the Council to adopt an updated Section 11 regarding Force Response, related to the transition from 12-gauge shotguns to 40 mm less-lethal launchers to improve accuracy, safety, versatility, and public perception. The 40 mm platform allows officers to engage from a broader range of distances with more consistent accuracy, reduces the risk of serious injury compared to bean bag rounds, which can be deadly and offers expanded capabilities such as chemical agents, smoke, and marking rounds. Agencies nationwide report that officers are more confident and precise when using 40 mm with optics compared to bead-sighted shotguns. This change ensures officers have the most effective and reliable tools available for resolving high-risk situations while prioritizing community safety.

As noted in a recent staff report related to an ordinance change for the Police Manual, staff will begin working on a comprehensive update to the Police Department Policies and Procedures Manual in the coming months and this updated section, along with the updated LPR section, will be included in that comprehensive update.

Analysis.

Provisions in the current Police Manual must comply with the newly updated Town Policy Manual for General Employees, and in areas where there is a conflict, the Town Policy Manual for General Employees takes precedence. Force response is neither covered in the Town Policy Manual for General Employees nor would it be covered in Operational Guidelines approved at a staff level. This policy is unique to the Police Department and is therefore presented for Council consideration. The Department's mission and values aren't changing, nor are its rules of engagement. Use of the less-lethal launcher is strictly governed by federal and state law, policy, and best practices. The Jackson Police Department is transitioning to a safer 40 mm less-lethal launcher, utilizing safer rounds, to ensure the safety of the community and its visitors.

Key Policy Question #1. Does the Town Council support the update to Section 11 of the Police Department Policies and Procedures Manual as presented?

Next Steps:

- Once approved, the Police Department will proceed with the transition to these new launchers.
- This updated section will be included when the comprehensive Police Department Policies and Procedures update is presented to Council.

Possible Alternatives.

Council could request further information on this change and delay adoption.

Comprehensive Plan & Priority Alignment.

The ability of the Town of Jackson to implement and take actions aligned with the Comprehensive Plan and provide for the safety and security of the community depends on the ability to be responsive to changes in best practices related to law enforcement. Establishing policies that support less lethal options for Police Officers to gain compliance and enforce laws is aligned with Common Value #3, Quality of Life, and directly relates to Section 8, Quality Community Service Provision.

Fiscal Impact.

There is no fiscal impact as a result of amending this section of the Police Department Policies and Procedures Manual. The 40mm launchers were purchased using funds from the sale of surplus Tasers, cartridges, and DPMS patrol rifles. It should be noted that we are replacing (30) 12-gauge shotguns with two (2) 40mm launchers.

Staff Impact.

The staff impact of this policy change is approximately 10 hours and includes time spent by the Chief of Police, the Lieutenant, and the Director of Internal Services with additional time spent by the Town Manager and the Town Attorney. Sworn law enforcement officers will complete an initial 16-hours of training, which will count toward their annual POST-mandated perishable skills requirement.

Attachments or Links.

Section 11 of the Police Department Policies and Procedures Manual showing redline changes as well as a clean version of Section 11 being adopted.

Suggested Motion.

I move to approve an update to Section 11 of the Police Department Policies and Procedures Manual regarding force response to change to a 40mm less lethal launcher with foam rounds as opposed to maintaining the 12-gauge shotgun with bean bag rounds.

11.0 FORCE RESPONSE

11.01 PURPOSE

- A. The purpose of this policy is to provide Department members with guidelines for the use of force.

11.02 POLICY

- A. It is the policy of the Department to value and preserve human life.
- B. It is the policy of the Department for members to use force when necessary to protect life and property, affect arrests, overcome resistance, prevent escapes, and in defense of their person.
- C. Members are not required to retreat but neither are they prohibited from doing so. The decision to retreat or delay an arrest until it is safe or tactically sound to act is a discretionary decision based on an individual member's training, experience, expertise, and assessment of immediately available information and situational conditions. Likewise, members are not required to stand their ground and/or advance. The decision to stand one's ground or advance is also based upon the member's training, experience, expertise, and assessment of the situation given the facts known to the member at the time the incident occurred. Whether a member retreats, stands their ground, or advances, in no situation does the member lose the right to defend themselves, or others, from potential injury or death from all aggressors.
- D. Members shall use only the force that is objectively reasonable to effectively bring an incident under control, while protecting the safety of the member and others.
- E. Members shall use force only when there is a lawful objective and shall use only the level of force which a reasonably prudent officer would use under the same or similar circumstances. The decision to use force "requires careful attention to the facts and circumstances of each particular case, including the severity of the crime at issue, whether the suspect poses an immediate threat to the safety of the officer or others, and whether he is actively resisting arrest or attempting to evade arrest by flight." In addition, "the 'reasonableness' of a particular use of force must be judged from the perspective of a reasonable officer on the scene, rather than with the 20/20 vision of hindsight...the question is whether the officers' actions are 'objectively reasonable' in light of the facts and circumstances confronting them," at the moment the force was used.
- F. The evaluation of the force will not be based on any sort of use of force continuum.
- G. This policy is to be reviewed regularly and any questions or concerns should be addressed to the immediate supervisor for clarification.

11.03 DEFINITIONS

- A. **Active Resistance:** The use of non-assaultive physical measures by an unarmed person, including flight, to resist and or prevent an officer from gaining control.
- B. **Choke Hold:** A physical maneuver that restricts an individual's ability to breathe or the circulation of blood to the head for the purposes of incapacitation.
- C. **De-escalation:** Taking action or communicating verbally or non-verbally during a potential force encounter in an attempt to stabilize the situation and reduce the immediacy of the threat so that more time, options, and resources can be called upon to resolve the situation without the use of force or with a reduction in the force necessary. De-escalation may

include the use of such techniques as command presence, advisements, warnings, verbal persuasion, and tactical repositioning.

- D. **Deadly Force:** Any use of force that creates a substantial risk of causing death or serious bodily injury.
- E. **Elevated Risk Population Groups:** Individuals who are potentially at greater risk of injury or death following a use of force, including those who reasonably appear or are known to be elderly, medically infirm, physically disabled, pregnant, users of internal cardiac devices, or who have low body mass, such as small children.
- F. **Exigent Circumstances:** Those circumstances that would cause a reasonable person to believe that action is necessary to prevent physical harm to an individual, the destruction of relevant evidence, the escape of a suspect, or some other consequence improperly frustrating legitimate law enforcement efforts.
- G. **Excited delirium:** A medical disorder generally characterized by observable behaviors including extreme mental and physiological excitement, intense agitation, hyperthermia (elevated body temperature) often resulting in nudity, hostility, exceptional strength, endurance without apparent fatigue, and unusual calmness after restraint accompanied by a risk of sudden death.
- H. **Less-lethal force:** Any use of force other than that which is considered deadly force that involves physical efforts to control, restrain, or overcome the resistance of another.
- I. **Passive Resistance:** A refusal by an unarmed person not reasonably perceived to be an immediate threat or flight risk to comply with an officer's verbal commands or physical control techniques that does not involve the use of physical force, control, or resistance of any kind.
- J. **Objectively Reasonable:** The determination that the necessity for using force and the level of force used is based upon the officer's evaluation of the situation in light of the totality of the circumstances known to the officer at the time the force is used and upon what a reasonably prudent officer would use under the same or similar situations.
- K. **Serious Bodily Injury:** Injury that involves a substantial risk of death, protracted and obvious disfigurement, or extended loss or impairment of the function of a body part or organ.
- L. **Warning Shot:** Discharge of a firearm for compelling compliance from an individual, but not intended to cause physical injury.

11.04 GENERAL PROVISIONS

- A. Use of physical force should be re-evaluated when resistance ceases or when the incident is under control.
- B. Physical force shall not be used against individuals in restraints, except as objectively reasonable, based on the totality of the circumstances, to prevent their escape or prevent imminent bodily injury to the individual, the member, or another person.
- C. Once the scene is safe and as soon as practical, a member shall provide appropriate medical care consistent with his or her training to any individual who has visible injuries, complains of being injured, or requests medical attention. This may include providing first aid, requesting emergency medical services, and/or arranging for transportation to an emergency medical facility.
 - 1. Members and supervisors should generally avoid transporting the suspect(s) in police vehicles to the hospital unless extenuating circumstances warrant otherwise.

- D. Members shall be aware of the general concerns present in regard to known individuals of an elevated risk population group as defined. Members are not prohibited from using force on such persons but shall weigh the benefit and the enhanced risks involved.
- E. A member, regardless of rank, has a duty to intervene to prevent or stop the use of any force being used by another member that would not be legally permissible to use when it is safe and reasonable to do so.
- F. All uses of force shall be documented and investigated pursuant to this agency's policies.

11.05 DE-ESCALATION

- A. A member should use de-escalation techniques and other alternatives to higher levels of force consistent with his or her training whenever feasible.
- B. Whenever feasible and when such delay will not compromise the safety of the member or another, and will not result in the destruction of evidence, escape of a suspect, or commission of a crime, a member shall allow an individual time and opportunity to submit to verbal commands before force is used.

11.06 USE OF LESS LETHAL FORCE

- A. When de-escalation techniques are not effective or feasible, a member may consider the use of less-lethal force to control a non-compliant or actively resistant individual. A member is authorized to use agency-approved, less-lethal force techniques and issued equipment:
 - 1. To protect the member or others from immediate physical harm,
 - 2. To restrain or subdue an individual who is actively resisting or evading arrest, or
 - 3. To bring an unlawful situation safely and effectively under control.

11.07 USE OF DEADLY FORCE

- A. A member is authorized to use deadly force when it is objectively reasonable under the totality of the circumstances. Use of deadly force is justified when one or both of the following apply:
 - 1. To protect the member or others from what is reasonably believed to be an immediate threat of death or serious bodily injury.
 - 2. To prevent the escape of a fleeing subject when the member has probable cause to believe that the person has committed, or intends to commit a felony involving serious bodily injury or death, and the member reasonably believes that there is an imminent risk of serious bodily injury or death to the member or another if the subject is not immediately apprehended.
- B. Where feasible, the member shall identify themselves as a law enforcement officer and warn of his or her intent to use deadly force.
- C. Deadly Force Restrictions
 - 1. Deadly force should not be used against persons whose actions pose only a threat to themselves or property.

11.08 TRAINING

- A. All members shall receive regular training on this agency's use of force policy and related legal updates.
- B. In addition, training shall be provided on a regular basis and designed to:
 - 1. Provide techniques for the use of and reinforce the importance of de-escalation; simulate actual shooting situations and conditions; and enhance officers'

discretion and judgment in using less lethal and deadly force in accordance with this policy.

2. All use-of-force training shall be documented.
- C. No member shall use any use of force technique or equipment without first receiving the appropriate training.

11.09 DEPARTMENTAL APPROVED FORCE RESPONSES

- A. Handcuffs
- B. Leg restraints
- C. Hobbles
- D. Soft-hand techniques
- E. Hard-hand techniques
- F. Chemical agents
- G. Impact tools
- H. Improvised tools
- I. Less-lethal munitions
- J. Knife
- K. Firearms
- L. Vehicles
- M. Approved vehicular stopping devices, such as Stop Sticks
- N. Conducted Energy Weapon (CEW)
- O. BolaWrap100

11.10 PROCEDURES FOR APPROVED FORCE RESPONSES

- A. Handcuffs
 1. Only Department approved handcuffs shall be used.
 2. Handcuffs may be chain and/or hinged, stainless or black in color. Department issued flex-cuffs may also be used when handcuffs are not available or practical.
 3. Generally, all persons are to be handcuffed behind their backs and secured to prevent escape, prevent injury to the prisoner, public or officer and to prevent damage to police equipment or the destruction of evidence.
 - a. The Department recognizes there may be unique circumstances requiring that alternative methods of handcuffing be considered. Sick, injured, previously injured, frail, or disabled arrestees (i.e., those with casts, prosthetic devices, etc.) shall be handcuffed in a manner deemed appropriate by the arresting officer to accommodate the unique circumstance the arrestee may have.
 - b. In these unique circumstances, additional methods of handcuffing may be considered (i.e., handcuffing in the front; no handcuffing of the very elderly if thoroughly searched and appropriate; use of additional pairs of handcuffs to lengthen restraint distances on large-framed subjects, second officer observation in cage). Members are responsible for giving due consideration to the totality of the circumstances when deciding if additional methods of handcuffing are necessary or not in any given situation.
 4. Handcuffs shall be double locked and checked for proper tightness as trained at the time they are placed on a subject or as soon thereafter as it can be safely achieved.

5. The use of belly chains and/or ankle irons are permitted for prolonged transports or for court, medical care, in custody interviews, or other unique circumstances as approved by a supervisor.
6. Members are required to re-evaluate any restraints used for proper fit, as necessary, during prolonged transports or if the arrestee complains of pain from the restraints. Members shall document in their arrest report if restraints are adjusted and the reason for adjusting them. As a standard practice, anytime handcuffs are applied to an arrestee, members shall note in their arrest report that the handcuffs were double locked and checked for proper tightness.

B. Leg Restraints

1. Only Department approved leg restraints are to be used.
2. Leg restraints are any strap, rope, chain, leg cuff, or other device designed for and used to secure the legs or ankles of an arrestee as approved by the Department.
3. Leg restraints may be used at the member's discretion for violent and combative subjects in order to prevent escape, prevent injury to the prisoner or officer and to prevent damage to police equipment.
4. Leg restraints shall be applied in such a way as they do not deliberately restrict blood flow. Members are required to re-evaluate leg restraints used for proper fit, as necessary, during prolonged transports or if the arrestee complains of pain from the restraints. Members shall document in their arrest report if restraints are adjusted and the reason for adjusting them. As a standard practice, anytime leg restraints are applied to an arrestee, members shall note in their arrest report that leg restraints were used and checked for proper tightness.

C. Hobbles

1. Only Department approved hobbles are to be used.
2. Hobbles are defined as any rope, strap, or chain used to bind the legs or a leg restraint to handcuffs attached to a subject's wrists.
3. Hobbles may be used at the member's discretion for violent and combative subjects in order to prevent escape, prevent injury to the prisoner or officer and to prevent damage to police equipment.
4. The separation between the wrist and ankle shall be no less than fourteen (14) inches.
5. At no time should a hobbled subject be left alone.
6. A hobbled subject should be placed upon his/their side as soon as possible to reduce pressure on the chest. No person shall be intentionally placed on their stomach in a prone position during transport.
7. Members should use extreme care when applying a hobble and should have EMS respond to the scene if the subject is displaying behavioral cues indicating potential medical problems that could lead to cardiac or respiratory arrest. If any change in medical condition occurs, such as labored breathing or a period of sudden tranquility, the member shall immediately release the hobble and request EMS services without undue delay.

D. Soft-hand techniques

1. Soft-hand techniques are defined as physical restraint and control holds and include ground and/or fixed surface stabilization. Soft-hand techniques may be used to accomplish a lawful police objective when it is objectively reasonable based on the totality of the circumstances.
 - a. Choke holds are prohibited unless deadly force is legally justified.

2. A member's use of a Department approved physical restraint or control hold to gain compliance or effect an arrest does NOT require a Use of Force report, so long as the suspect does not require medical attention, complains of injury, or the incident is likely to be controversial, (see use of force reporting requirements).
- E. Hard-hand techniques
1. Hard-hand techniques are defined as strikes, kicks, and throws. Hard-hand techniques may be used to accomplish a lawful police objective when it is objectively reasonable based on the totality of the circumstances.
 2. Members shall not intentionally target the throat unless deadly force is legally justified.
 3. Members shall be aware of the general concerns present when using hard-hand techniques on a known member of an elevated risk population group. Members are not prohibited from using hard-hand techniques on such persons when necessary but shall limit use to those exceptional circumstances where the potential benefit reasonably outweighs the enhanced risks involved.
- F. Chemical agents
1. General use
 - a. Only chemical agents issued by the Department will be used.
 - b. Chemical agents shall be used in accordance with current training standards and the directions provided by the manufacturer.
 - c. Chemical agents are irritating to the eyes, nose, and skin. Members using a chemical agent will ensure that persons exposed to such agents receive first aid treatment as soon as practical. When booking subjects exposed to chemical agents, jail personnel will be advised of this fact to prevent contamination of other jail occupants and/or custodial personnel.
 2. Chemical agents shall not be used:
 - a. On individuals who are only passively resisting and/or are not reasonably perceived as an immediate threat or flight risk.
 - b. On individuals in restraints, except as objectively reasonable to prevent their escape or prevent imminent bodily injury to the individual, the member, or another person.
 - c. On a person who is in physical control of any vehicle (to include motorcycles, bicycles, scooters, skateboards, etc.) in motion or about to become in motion except when deadly force would be justified.
 - d. When the member has a reasonable belief that deployment may cause serious injury or death from situational hazards including falling, or because it may be ignited by a close ignition source, except when deadly force would be justified.
- G. Impact tools
1. General use
 - a. Only Department approved impact tools will be used: ASP (Armament Systems and Procedures) baton or straight baton.
 - b. Members shall not intentionally target a suspect's head and neck unless deadly force is authorized.
 2. Impact Weapons shall not be used:
 - a. On individuals who are only passively resist and/or are not reasonably perceived as an immediate threat or flight risk; excepting that it may be used as a leveraging tool or as an instrument for a control hold.

- b. On individuals in restraints, except as objectively reasonable to prevent their escape or prevent imminent bodily injury to the individual, the member, or another person.
- c. When the member has a reasonable belief that deployment may cause serious injury or death from situational hazards including falling, except when deadly force would be justified.

H. Improvised tools

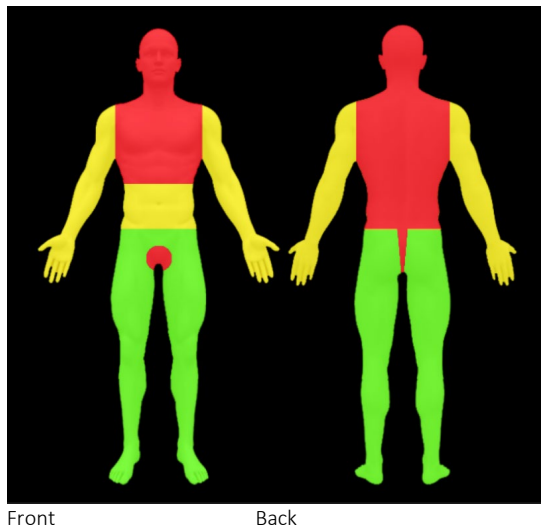
- 1. May be used in sudden defensive encounters and are subject to the same guidelines as other impact tools.
 - a. Citation book
 - b. Flashlight, etc.

I. Less-lethal impact munitions

- 1. Only Department issued, projectile impact munitions shall be used.
- 2. Because projectile impact weapons have the potential to cause serious injury or death, this type of weapon will only be used in the following circumstances:
 - a. Members ~~shall~~should consider whether the potential benefit of using less lethal munitions reasonably outweighs the risks involved.
 - b. At all times the less-lethal operator should have lethal cover from at least one other officer. Less lethal impact munitions should be deployed from a position of cover whenever possible.
 - c. Members ~~shall~~should issue verbal and visual warnings consistent with training prior to deploying less lethal ~~munitions, and impact munitions and~~ allow a reasonable amount of time for the subject to comply unless doing so would increase the risk of injury to officers or the subject involved.
 - d. Members ~~shall~~should notify assisting officers that they intend to deploy the less lethal impact munitions, unless doing so would increase the risk of injury to officers or the subject involved.
 - e. The less lethal operator shall not intentionally target the head, throat, face, ~~arms~~, spine, or groin area of a suspect unless deadly force ~~would be~~is justified.
 - f. The less lethal impact munitions operator should not intentionally target people who are located on elevated surfaces.
 - g. The less lethal impact munitions operator should not intentionally target people who are inside or on a vehicle.
 - e.h. The less lethal impact munitions operator should not intentionally target people who are pregnant.
- 3. The preferred target area and distance considerations for the three authorized 40mm Defense technology rounds ~~Safariland drag-stabilized bean-bags~~ issued to officers are as follows:
 - a. ~~0-20 feet: Less Lethal Munitions are NOT allowed at this distance unless deadly force would be justified.~~
 - b. ~~20 feet or more: Less Lethal Munitions minimum safe distance for use on a subject. ONLY Primary Target Areas, in Green (legs and buttocks), should be intentionally targeted due to the high likelihood of causing serious injury to more sensitive soft tissues due to the close proximity to the subject.~~
 - c. ~~50 feet or more: Less Lethal Munitions are optimal at these ranges due to accuracy of targeting zones and effect of energy delivered upon impact.~~

Secondary Target Areas, in Yellow (arms and front lower abdomen) are viable target areas at these ranges, but the greater potential of causing lacerations or penetration of soft tissue should be taken into consideration during targeting.

- ~~d. 75 feet or more: Less Lethal Munitions maximum effective range. Targeting is more difficult at this range due to the distance and the loss of energy from the Less Lethal Munitions. All engagements are recommended to be within 75 feet.~~
- a. The primary round for use in the 40mm Launcher is the Defense Technology eXact iImpact™ 40 mm Standard Range Sponge Round **(BLUE)**. This round is a point-of-aim, point-of-impact direct-fire round. This lightweight, high-speed projectile consists of a plastic body and sponge nose that is spin stabilized via the incorporated rifling collar and the 40 mm launcher's rifled barrel. The round utilizes smokeless powder as the propellant, and, therefore, has velocities that are extremely consistent. Used for Crowd Control, Patrol, and Tactical Applications. The operational range for this round is 5 feet to 120 feet.
- b. An alternative round is the Defense Technology Direct Impact 40MM Marking Crushable Foam Round **(GREEN)**. The 40mm Direct Impact® munition is a point-of-aim, point-of-impact direct-fire round. This round can be a solution when the need to incapacitate a single subject or control a crowd arises. When loaded with a green marking agent, the Direct Impact can be used to indicate the aggressor in a crowd or riot situation to the team on the ground. This round may also be used to mark vehicles fleeing from a crime scene. The operational range for this round is 5 feet to 120 feet.
- c. An alternative round is the Defense Technology Direct Impact® 40MM Marking Crushable Foam Round **(ORANGE)** loaded with OC (Oleoresin Capsicum). The 40mm Direct Impact® munition is a point-of-aim, point-of-impact direct-fire round. A potential solution whether the need is to incapacitate a single subject or control a crowd. When loaded with OC powder, the Direct Impact combines blunt trauma with the effects of an irritant powder, maximizing the potential for incapacitation. The operational range or the orange round is 5 feet to 120 feet.
- d. The alternative rounds **(GREEN)** AND **(ORANGE)** should require additional justification for the use because they have the inherent probability of causing cross contamination to others nearby, which require decontamination.
- e. The deployment of the **(ORANGE)** OC round should comply with section F (Chemical Agents) of this policy manual.
- f. Operation of all the 40mm direct Impact munitions below 5 feet from the muzzle is only allowed if deadly force is objectively reasonable.
- g. 40mm direct impact munitions may be used on animals only in cases where there is imminent danger of injury or death to people.



4. Targeting areas described in detail (referencing the attached image):
 - a. Green represents the Primary (preferred) targeting areas and are ideal for closer range engagements. This consists of large muscle groups and the least number of vital organs.
 - b. Yellow targeting areas are considered Secondary targets for further distances due to the potential to cause lacerations or fractures. This consists of the waist to just below the ribs, comprised of medium muscle groups (which cover the lower abdominal organs), and the arms. The arms are viable ~~targeting~~target areas but should be carefully considered due to their mobility and the chances of missing desired target, causing unintentional strikes to other areas or misses.
 - c. Red areas are NOT targeting areas due to the high likelihood of causing serious injury. From the front: the head, face, neck, chest, and groin shall NOT be intentionally targeted from the front, unless deadly force would be justified. From the back: the head, spine and kidneys shall not be intentionally targeted unless deadly force ~~would be~~is justified.
 - d. The Department recognizes that under tense, uncertain, and rapidly evolving ~~situations that~~situations determining exact distances may be impossible. Therefore, all targeting ranges shall be based on the Officer's best estimates under the specific circumstances at the time of deployment. It is recognized that subjects also may be actively mobile (i.e., pacing, walking, flailing, etc.), and unintentional strikes to other zones may occur as a result of subject movement.
5. When engaging a target, the deploying member should evaluate the effectiveness of each round during the volley. Compliance and/or incapacitation is the desired goal and alternative target areas should be considered when rounds are not effective (within the guidelines listed above).

6. All ~~persons suspects~~ struck with 40mm-less lethal impact munitions shall be taken to St. John's Medical Center for evaluation and treatment as soon as practical, prior to being taken to the jail.

J. Knives

1. Members are authorized to carry knives while on-duty for utilitarian purposes. They are not to be used as a force option unless deadly force is authorized.
2. Knives shall meet the following requirements:
 - a. Folding Blades: The cutting edge may be straight and/or serrated with a blade length of not more than 4.5 inches.
 - b. Fixed Blades: The cutting edge may be straight and/or serrated with a blade length of not more than 4.5 inches.
3. Member's knives shall be secured in either a scabbard (for fixed blades) or folded and secured by a fastening device so as to ensure officer safety, knife retention, and concealment. The blade and securing device shall be carried in a concealed manner.

K. Firearms

1. Only Department authorized firearms shall be used. (See JPD Policy 26.0 Firearms for guidelines)
2. A member may use a firearm as a deadly force option when it is objectively reasonable based on the totality of the circumstances in self-defense or in defense of another person's life.
3. Warning shots are allowed, but there is no legal obligation to do so. The member shall not fire a warning shot unless:
 - a. There is a defined target.
 - b. The use of deadly force is justified.
 - c. The warning shot will not pose a substantial risk of injury or death to the member or others.
4. Firearms shall not be discharged at a person in a moving vehicle unless:
 - a. A person in the vehicle is threatening the member or another person with deadly force by means other than the vehicle.
 - b. The vehicle is operated in a manner deliberately intended to strike an officer or another person, and all other reasonable means of defense have been exhausted (or are not present or practical), which includes moving out of the path of the vehicle.
5. Firearms shall not be discharged at a moving vehicle for purposes of stopping the vehicle except where deadly force is authorized.
6. Firearms shall not be discharged from a moving vehicle except in exigent circumstances. In these situations, an officer must have an articulable reason for this use of deadly force.
7. A member's deployment of a firearm, whether pointed at a suspect or not, is NOT considered a Use of Force so long as the firearm is not discharged or used as an impact weapon.

L. Vehicles

1. A police vehicle may be used as a force option when deadly force is authorized and other means have been exhausted or are not practical. In these situations, a member must have an articulable reason for this use of deadly force.

M. Approved vehicular stopping devices

1. See JPD Policy 12.14.P for use guidelines.

N. Conducted Energy Weapon (CEW)

1. Only Department issued CEWs will be used.
2. Weapon Readiness
 - a. The CEW shall be carried in an approved holster.
 - (1) As carried on gun belts: on the side of the body opposite the service handgun for weak hand draw.
 - (2) As carried on vests: on the side of the body opposite the service handgun for cross draw or on the same side of the body as the service handgun for weak-hand draw.
 - b. Modifications or repairs to the device shall be performed only by a trained technician and consistent with the manufacturer's guidelines and directions.
3. General considerations for use
 - a. The CEW is authorized to be used
 - (1) To protect the member or others from reasonably perceived immediate threat of physical harm,
 - (2) To restrain or subdue an individual who is actively resisting or evading arrest by flight,
 - b. The CEW shall not be used
 - (1) On individuals who are only passively resisting and/or are not reasonably perceived as an immediate threat or flight risk;
 - (2) When the member has a reasonable belief that deployment may cause serious injury or death from situational hazards including falling, drowning, or igniting a potentially explosive or flammable material or substance, except when deadly force would be justified; or
 - (3) On a person who is in physical control of any vehicle (to include motorcycles, bicycles, scooters, skateboards, etc.) in motion or about to become in motion except when deadly force would be justified.
 - c. Members shall not intentionally activate more than one CEW against a subject at one time.
 - d. Members shall energize a subject no longer than objectively reasonable to overcome resistance and bring the subject under control and shall not be permitted to have more than three (3) successive discharges before considering alternative control techniques. Each justification for a discharge shall stand alone and require the member to have a new justification for the need for an additional discharge.
 - e. Members shall issue verbal and visual warnings consistent with training prior to deploying the CEW, when feasible, and allow a reasonable amount of time for the subject to comply unless doing so would increase the risk of injury to officers or others.
 - f. When practical, members should also notify assisting officers that they intend to deploy the CEW.
4. Primary Deployment
 - a. The CEW is most effective at overcoming resistance and gaining subject control when used in the probe mode. Accordingly, this is the preferred method of deployment.

- b. The CEW shall be aimed at a preferred probe target location, consistent with training and manufacturers' recommendations.
 - c. The CEW shall not be intentionally aimed at a sensitive area, which includes the subject's face, eyes, head, throat, chest area, female breasts, groin, genitals, or known pre-existing injury areas, unless deadly force is authorized.
 - d. Members should consider the totality of circumstances, including suspect movement, limited sighting capability, and their ability to accurately deploy the device, to reduce the risk of accidental probe contact to an unintended body part.
 - e. Due to the potential for independent drive-stuns (drive-stuns not used in conjunction with probe deployment) to cause permanent scarring, members shall consider whether the potential benefit of using a drive stun reasonably outweighs the risks involved and minimize their use.
 - f. The CEW shall be discharged for an initial five-second cycle.
 - g. During and immediately after this cycle, the member should verbally give resistance control instructions to the subject when practical to do so.
 - h. The member should be aware that an energized subject might not be able to respond to commands during or immediately following exposure.
 - i. The member should allow a reasonable amount of time to assess the effectiveness of the cycle, and to give the subject the opportunity to comply with the instructions given.
 - j. The member should evaluate, under the totality of circumstances presented, whether additional cycles are reasonably necessary and whether additional cycles appear reasonably likely to be effective in accomplishing the officer's lawful objectives. The evaluation shall include consideration of the enhanced risks to subjects exposed to multiple and/or prolonged CEW cycles.
 - k. The member should consider deploying a second cartridge if using a two-cartridge CEW, or deliver a follow-up drive-stun, or transitioning to alternative force options if the officer reasonably perceives that the subject has not responded to the CEW in the anticipated manner based on training and experience.
 - l. To reduce the number of cycles and duration of exposure, the subject should be secured as soon as practical while exposed to the CEW cycle or immediately thereafter.
5. Secondary Deployment
- a. All secondary deployment techniques are subject to the same guidelines and restrictions as initial deployments.
 - b. The CEW may also be used in close-range and self-defense in the drive-stun mode with the cartridge removed, or expended cartridge in place. When the device is used in the drive-stun mode it is primarily a coercive control tool, and less effective than when probes are deployed with adequate probe spread.
 - c. A preferred method of close-range secondary deployment with a single-shot CEW involves firing the probes at close range with the cartridge on, then applying the device in drive-stun mode consistent with training to an area of the body away from the probe location. When using a multi-shot

device, the second set of probes can be deployed as a follow-up in a manner that is consistent with training to create an effective “probe spread.”

6. Post-Deployment

- a. If the probes penetrate the flesh, photographs of the contact area shall be taken before and after they are removed when practical.
- b. The member shall remove the probes from the subject as soon as practical after deployment and control, unless a probe has contacted a sensitive area, such as the eyes, face, neck, genitals, or breasts of a female. Members will not remove probes that have contacted a sensitive area.
- c. The probes shall be treated as a biohazard risk.
- d. Members shall request emergency medical response for all deployments.
- e. Subjects will be transported to St. John’s for advanced medical treatment as soon as possible prior to being taken to jail if any of the following occurs:
 - (1) A probe has contacted a sensitive area, such as the eyes, face, neck, genitals, or breasts of a female.
 - (2) There is difficulty removing the probes.
 - (3) The subject does not appear to be recovering in a manner consistent with training and experience.
 - (4) The subject is part of an elevated risk population group.
 - (5) The subject has been exposed to more than three CEW cycles or 15 seconds of discharge.
 - (6) The subject has been simultaneously exposed to the effects of more than one CEW device.
 - (7) The subject has exhibited signs of excited delirium as described in training, prior to or during CEW exposure.
 - (8) The subject reasonably appears to be affected by mental illness or is in medical distress.

7. Auditing

- a. CEWs will be subjected to periodic and random data downloading. Regular downloading that is consistent with the manufacturer’s recommendations will ensure that weapons have up-to-date firmware and a synced time clock. The data obtained will be reconciled with existing use-of-force reports for accountability.

O. Restraint Device (BolaWrap 100)

1. This policy provides guidelines for the issuance and use of the BolaWrap 100 devices in order to minimize the risk of injury to suspects, subjects, and officers.
2. The Department authorizes the use of the BolaWrap 100 device in accordance with this policy and department training. The BolaWrap 100 device is a handheld device intended to immobilize and control resistive/non-compliant persons and persons with known or suspected mental health issues that may affect the person's ability to understand and follow instructions.
3. Issuance and carrying BolaWrap 100 devices
 - a. Only a Department approved BolaWrap 100 device that has been issued by the Department shall be utilized by personnel.
 - b. Only members who have successfully completed Department-approved training may be issued and can carry the BolaWrap 100 device.

- c. All BolaWrap 100 devices shall be clearly distinctly marked to differentiate them from the duty firearm.
 - d. Members who have been issued the BolaWrap 100 device shall ensure the device is securely attached on their person or safely secured in their patrol vehicle.
 - e. Members shall be responsible for ensuring that their issued BolaWrap 100 device is properly maintained and in good working order.
 - f. Members should not hold both a firearm and the BolaWrap 100 device at the same time.
 - g. Members shall ensure that the BolaWrap 100 devices are secured in a manner that will keep the device inaccessible to others.
4. Verbal and visual warnings
- A verbal warning of the intended use of the BolaWrap 100 device should precede its application unless it would otherwise endanger the safety of officers or when it is not practicable due to the circumstances.
- The purpose of the warning is to:
- a. Provide the individual with a reasonable opportunity to voluntarily comply.
 - b. Provide other officers and individuals with a warning that the BolaWrap 100 device may be deployed.
 - c. The aiming laser should never be intentionally directed into the eyes of another as it may permanently impair his/her vision.
 - d. The fact that a verbal warning or other warning was given or the reasons it was not given shall be documented by the officer deploying the BolaWrap 100 device in his or her report.
5. Use of the BolaWrap 100 device
- The BolaWrap 100 has limitations and restrictions requiring consideration before its use. The device should only be used when its operator can safely approach the subject within the operational range of the device. Although the BolaWrap 100 device is generally effective in controlling most individuals, members should be aware that the device may not achieve the intended results and should be prepared to employ other options.
6. Application of the BolaWrap 100 Device
- The BolaWrap 100 device may be used in any of the following circumstances, the circumstances perceived by the member at the time indicate that such application is reasonably necessary to control a person.
- a. The subject is violent or is physically resisting
 - b. The subject has demonstrated by words or actions, an intention to be violent or to physically resist, and reasonably appears to present the potential to harm officers, themselves, or others.
 - c. The subject has demonstrated physical non-compliance with a lawful investigative detention and/or probable cause arrest.
- When deciding whether to use the BolaWrap 100 device, members should carefully balance officer safety concerns with factors that include, but are not limited to:
- a. The circumstances of the crime leading to the arrest or detention.
 - b. The demeanor and behavior of the arrested or detained person.
 - c. The age and health of the person.

- d. Whether the person is known to be pregnant.
- e. Whether the person has any other apparent physical disability.

The BolaWrap 100 device shall not be used to psychologically torment, elicit statements or to punish any individual.

2. Special Deployment Considerations

The use of the BolaWrap 100 device on certain individuals should be avoided unless the totality of the circumstances indicates that other available options would likely be ineffective or would present greater danger to the member, the subject to others, and the member reasonably believes that the need to control the individual outweighs the risk of using the device. These individuals include:

- a. Individuals who are known to be pregnant.
- b. Elderly individuals.
- c. Obvious juveniles.
- d. Individuals detained in a police vehicle.
- e. Individuals in danger of falling or becoming entangled in machinery or heavy equipment, which could result in death or serious bodily injury.
- f. Individuals near any body of water that may present a drowning risk.
- g. Individuals whose position or activity may result in collateral injury (e.g., running, possible fall from high location, operating a motor vehicles or heavy machinery)

3. Target Considerations

Reasonable efforts should be made to target the lower legs (from the ankles to the upper thighs) and area of the mid torso (from the elbows to the wrist), and to avoid the head, neck, and eyes. If the dynamics of a situation or officer safety factors do not permit the member to limit the application of the BolaWrap 100 device to a precise target area, members should monitor the condition of the subject if it strikes the head, neck, and/or eyes until the subject is examined by paramedics or other medical personnel.

4. Multiple Applications to BolaWrap 100 Device should be recommended to increase the Bola Wrap's remote restraint efficacy with the goal of deployment, the neutralization of a suspect's ability to flee or cause further harm or injury to others.

5. Actions Following Deployment

Following the use of the BolaWrap 100 device:

- a. Members should quickly secure the suspect and shall use a more secure and permanent restraint device, such as handcuffs to a suspect who has been wrapped.
- b. Members shall request a supervisor to the scene.
- c. The supervisor or deploying member should determine whether transporting the person to a medical facility is necessary to remove the hooks from the wrapped suspect.
- d. If the hooks become too entangled in the suspect's clothing, the Kevlar line should only be cut with medical sheers or a seat belt cutter. Members shall never use a pocketknife to cut the Kevlar cords off of a suspect.
- d. Once removed the barbs and cord shall be photographed and the photos placed into evidence.

6. Reporting The Use of the BolaWrap 100

- a. Any deployment of the BolaWrap 100 device by a member of this Department shall be considered a force response like a ground stabilization and shall be documented in accordance with this policy.

7. BolaWrap 100 report writing.

Items that shall be included in the member's report after deployment of the BolaWrap 100.

- a. The BolaWrap 100 device and cartridge serial numbers.
- b. Date, time, and location of the incident.
- c. Whether any display or laser deterred a subject and gained compliance.
- d. The number of BolaWrap 100 device activations and the duration between activations.
- e. The approximate range at which the BolaWrap was used.
- f. The location of the BolaWrap restrained.
- g. Whether medical care was provided to the subject.
- h. Whether the subject sustained any injuries.
- i. Whether any officers sustained any injuries.

8. Medical Treatment

Any individual who falls under any of the following categories should be examined by paramedics or other qualified medical personnel as soon as is practicable:

- a. The person may be pregnant.
- b. The person reasonably appears to need medical attention, or requests medical treatment.
- c. The BolaWrap 100 device pellets/barbs are lodged in a sensitive area (e.g., groin, female breast, eyes, head, face, neck).
- d. The BolaWrap 100 pellets/barbs have penetrated the skin and caused bleeding.

If any individual refuses medical attention, such a refusal should be witnessed by another officer and/or medical personnel and shall be fully documented in related reports. If a recording is made of the contact or an interview with the individual, any refusal should be included in the recording if possible.

9. Supervisor Responsibilities

A supervisor should respond to all incidents where the BolaWrap 100 device was activated. A supervisor should review each incident where a person has been exposed to an activation of the BolaWrap 100. Photographs should be taken, including if the skin is penetrated, and witnesses interviewed.

10. Off Duty Considerations

Members are not authorized to carry Department BolaWrap 100 devices while off-duty.

11. Training

Members who are authorized to carry the BolaWrap 100 device shall be permitted to do so only after successfully completing the initial Department approved training. Proficiency training for members who have been issued a BolaWrap 100 device should occur every year. A reassessment of a member's knowledge and/or practical skill may be required at any time if deemed appropriate by the Operations Lieutenant.

All training and proficiency for BolaWrap 100 devices will be documented in the member's training file.

Command staff, supervisors, and investigators should receive BolaWrap 100 device training as appropriate for the investigations they conduct and review. All training and proficiency for BolaWrap 100 devices will be documented in the member's training file.

Members who do not carry a BolaWrap 100 device shall receive training that is sufficient to familiarize them with the device and with working with members who use the device.

The Support Sergeant is responsible for ensuring that all members who carry a BolaWrap 100 device have received initial and proficiency training. Periodic audits shall be used for verification.

Application of BolaWrap 100 devices during training could result in injury to members and should not be mandatory for certification.

The Support Sergeant should ensure that all training includes:

- a. A review of this policy.
- b. A review of the Force Response Policy.
- c. Target area considerations, to include techniques or options to reduce the unintentional application of pellet/barbs near the head, neck, eyes, chest, and groin.
- d. Handcuffing a subject during the application of the BolaWrap 100 device and transitioning to other force options.
- e. De-escalation techniques.
- f. Restraint techniques do not impair respiration following the application of the BolaWrap 100 device.

11.11 SUPERVISOR NOTIFICATION REQUIRED

- A. Members shall notify a supervisor as soon as practical anytime force is applied under the following circumstances:
 1. Anytime any person is injured or killed during an incident (officer or others).
 2. Anytime force is used.
 3. Anytime an arrestee makes a claim of injury.
 4. For any incident which is likely to be viewed as controversial.
- B. Supervisor notification shall be made while still at the scene, assuming it is safe to do so.
- C. Members shall also notify a supervisor under the following circumstances:
 1. A subject is ground stabilized.
 2. A subject claims a handcuffing injury.
 3. There is a non-UOF injury while in contact with the member.
 4. A subject claims injury by members for an injury that was pre-existing.

11.12 OFFICER RESPONSIBILITY, SUPERVISOR RESPONSE, AND DOCUMENTATION REQUIREMENTS

- A. Member Responsibilities
 1. Members shall make every attempt to secure the scene, protect any evidence, and request all witnesses to remain until a supervisor responds to the scene. In situations where this is not practical, members shall request the full names, dates of birth, and contact information of any witness for later follow-up.
 2. Members shall complete a police report documenting the use of force prior to the end of their shift unless otherwise directed by their supervisor.
- B. Member Reporting

1. All reports documenting a use of force shall be comprehensive and provide the degree of specificity necessary to fully document and evaluate the member's force response.
2. Members should ensure that their police report accurately relates what the member knew, observed, or believed at the time of the incident.
3. At a minimum, reports shall include the following information.
 - a. Location, date, and time.
 - b. Information on the subject, including age, sex, race, and ethnicity.
 - c. Reason for initial contact between the subject and member, including any suspected unlawful or criminal activity.
 - d. Whether the member was:
 - (1) Readily identifiable as law enforcement, including whether they were in uniform or plainclothes.
 - (2) Operating a marked or unmarked law enforcement vehicle or on foot patrol.
 - (3) On or off duty.
 - (4) Accompanied by other officers.
 - e. Whether a supervisor or a senior member acting in a supervisory capacity was present or consulted at any point during the incident.
 - f. Whether backup was requested and if so, when it arrived.
 - g. Whether witnesses were present at the time.
 - h. Whether there was any cause to believe the subject was armed or hostile.
 - i. The subject's general demeanor, including any known or apparent impairments.
 - j. Any verbal exchange that transpired.
 - k. The full circumstances that supported a detention or arrest decision, where applicable, to include the severity of the crime or evidence discovered prior to the detention or arrest attempt by officer(s).
 - l. Any threat to the member or another person.
 - m. Type, intensity, and duration of resistance to arrest by the subject to include any threat to others.
 - n. Any de-escalation attempts made.
 - o. Any force options available to the member and the reason for the level of force response employed.
 - p. Specific justification is required for UOF on an elevated risk population group.
 - q. Any subject and officer injury or complaint of injury, medical treatment request/received, or refusal of medical treatment.
 - r. Photographs of subject and officer injuries.
 - s. Video and audio recordings made of the incident, including those made by body-worn cameras.
 - t. If a CEW was deployed, specific justification shall be provided when the device has been used in any of the following manners:
 - (1) It was used in drive-stun mode.
 - (2) The subject was exposed to CEW discharge more than three (3) cycles or longer than 15 seconds.
 - (3) The subject was exposed to more than one simultaneous CEW exposure.

- (4) It was used on an individual in an elevated risk population group.
- u. If a CEW was deployed, the member shall collect the cartridge, wire leads, darts, and some of the anti-felon identification markers (AFIDs), and secure them as evidence,
- v. If a CEW was deployed, the member will make a request to the Department CEW instructor to have the CEW data downloaded and included with the report,
- w. If less-lethal munition was deployed, the member shall collect the less lethal munition projectile(s) and spent shell(s) and secure them as evidence in compliance with the agency's policy. Prior to packaging the member shall determine if the projectile has bio-hazardous material on it and package it accordingly.
- x. If less-lethal munition was deployed, specific justification shall be provided for its use in any of the following manners:
 - (1) The head, throat, face, arms, spine, or groin area of the suspect were intentionally targeted,
 - (2) The less lethal projectile was used on an individual in an elevated risk population group,

C. Supervisor Responsibilities

1. Upon receiving notification of a use of force, a supervisor shall respond as soon as is practical and do the following:
 - a. Verify the scene is secure.
 - b. Ensure that medical assistance for officer(s), suspect(s) and/or other persons has been summoned.
 - c. Contact the involved members and ascertain what occurred,
 - d. Notify the Operations Lieutenant or Chief of Police.
2. A supervisor shall ensure all involved members complete a detailed police report per this policy and that the following items are completed:
 - a. The member's and subject's statements of actions are taken, and injuries sustained, and medical treatment needed or requested is obtained and documented.
 - b. Witnesses are identified and interviewed, as appropriate.
 - c. The scene of the incident is documented, as appropriate.
 - d. Health care providers are interviewed concerning the injuries sustained and that those injuries are consistent with the reported uses of force.
3. A supervisor will ensure the members' police reports are to be completed by the end of shift except under the following circumstances:
 - a. Deadly force encounters.
 - b. Injury to member that prevents them from completing the report,
 - c. Approval of Operations Lieutenant.
4. A supervisor should avoid investigating a use of force if they are directly involved in the application of force used unless their role was minor.

D. Supervisor Reporting

1. The assigned supervisor shall complete a use of force report prior to the end of their shift unless otherwise directed by the Operations Lieutenant.
2. Supervisors shall fully investigate the following to document the incident, ensure compliance with policy and identify training needs. The information will be

reported to the Operations Lieutenant in memo form with any recommendations, (any video/photos shall be included):

- a. A subject is ground stabilized,
 - (1) If a supervisor's investigation reveals a person was injured as the result of ground stabilization, a full use of force investigation shall be conducted,
3. A subject claims a handcuffing injury:
 - a. The supervisor investigation shall ensure adherence to the guidelines in JPD policy 10.3.
 - b. If a supervisor's investigation reveals a person was injured as the result of handcuffs applied in a manner outside of Department policy, a full UOF investigation shall be conducted when:
 - (1) There is a non-use of force injury while in contact with the member, and/or
 - (2) A subject claims injury by members for an injury that was pre-existing.

11.13 POST DEADLY FORCE RESPONSE

- A. Members shall do the following:
 1. Administer appropriate first aid as soon as it is objectively reasonable to do so.
 2. Remove the individual or officer to the hospital if any possibility of life exists.
 3. Notify immediate supervisor, Chief of Police, and Operations Lieutenant.
- B. Supervisors shall do the following:
 1. The Chief of Police and/or the Operations Lieutenant will make a request for the Division of Criminal Investigation (DCI) to investigate.
 2. The Chief of Police and/or the Operations Lieutenant will designate a supervisor to conduct a Use of Force Investigation which will be completed separately from the DCI investigation.
 3. Supervisors are encouraged to use the Patrol Supervisor's Checklist for Officer Involved Shootings to document the initial response.
 4. A supervisor will ensure the scene(s) are secure. The supervisor at the scene, or in cases where there is no supervisor on duty, the senior member at the scene, is immediately responsible for crime scene protection. Every effort should be made to preserve the scene(s) in its original condition. All items of evidence, weapons, patrol vehicles, etc., should be left in place. Crime scene protection shall be maintained until the DCI team can respond.
- C. Involved members shall be separated and removed from the scene as soon as it is practical to do so. Involved members should be assigned a peer support member with orders not to talk to anyone about the incident, except with counsel and to answer questions involving immediate public safety concerns. Involved members will be given a minimum of two (2) sleep cycles before being required to give a statement unless they choose to do so sooner. They shall be given an opportunity to review video of the event prior to giving a statement.
- D. Where possible, the member will maintain possession of their firearm until the arrival of the DCI team. The peer support member shall ensure the involved member maintains their weapon in its condition, making no changes to the weapon, except to insure it's safely secured until relinquished to the appropriate investigator. The peer support member will arrange to provide the involved member a replacement weapon. The supervisor assigned to the member shall note this exchange in their report.

- E. All members at the scene shall proceed at the direction of the DCI team in charge of the criminal investigation.

11.14 USE OF FORCE REVIEWS

- A. All member police reports and supervisor use of force reports will be forwarded to the Operations Lieutenant for review. The Operation's Lieutenant will review the incident to determine if it met legal standards and policy/procedure, and to identify potential training issues. Where further documentation or investigation is warranted, he/they shall assign the appropriate members.
- B. The Operations Lieutenant shall forward all member police reports and supervisor use of force reports to the Chief of Police with their recommendations. The Chief of Police may except or reject those recommendations in whole or in part, with amendments at their discretion. The matter shall be considered closed upon completion of those recommendations.
- C. Any training issues that are noted shall be addressed with the member and documented in an SSR.

11.0 FORCE RESPONSE

11.01 PURPOSE

- A. The purpose of this policy is to provide Department members with guidelines for the use of force.

11.02 POLICY

- A. It is the policy of the Department to value and preserve human life.
- B. It is the policy of the Department for members to use force when necessary to protect life and property, affect arrests, overcome resistance, prevent escapes, and in defense of their person.
- C. Members are not required to retreat but neither are they prohibited from doing so. The decision to retreat or delay an arrest until it is safe or tactically sound to act is a discretionary decision based on an individual member's training, experience, expertise, and assessment of immediately available information and situational conditions. Likewise, members are not required to stand their ground and/or advance. The decision to stand one's ground or advance is also based upon the member's training, experience, expertise, and assessment of the situation given the facts known to the member at the time the incident occurred. Whether a member retreats, stands their ground, or advances, in no situation does the member lose the right to defend themselves, or others, from potential injury or death from all aggressors.
- D. Members shall use only the force that is objectively reasonable to effectively bring an incident under control, while protecting the safety of the member and others.
- E. Members shall use force only when there is a lawful objective and shall use only the level of force which a reasonably prudent officer would use under the same or similar circumstances. The decision to use force "requires careful attention to the facts and circumstances of each particular case, including the severity of the crime at issue, whether the suspect poses an immediate threat to the safety of the officer or others, and whether he is actively resisting arrest or attempting to evade arrest by flight." In addition, "the 'reasonableness' of a particular use of force must be judged from the perspective of a reasonable officer on the scene, rather than with the 20/20 vision of hindsight...the question is whether the officers' actions are 'objectively reasonable' in light of the facts and circumstances confronting them," at the moment the force was used.
- F. The evaluation of the force will not be based on any sort of use of force continuum.
- G. This policy is to be reviewed regularly and any questions or concerns should be addressed to the immediate supervisor for clarification.

11.03 DEFINITIONS

- A. **Active Resistance:** The use of non-assaultive physical measures by an unarmed person, including flight, to resist and or prevent an officer from gaining control.
- B. **Choke Hold:** A physical maneuver that restricts an individual's ability to breathe or the circulation of blood to the head for the purposes of incapacitation.
- C. **De-escalation:** Taking action or communicating verbally or non-verbally during a potential force encounter in an attempt to stabilize the situation and reduce the immediacy of the threat so that more time, options, and resources can be called upon to resolve the situation without the use of force or with a reduction in the force necessary. De-escalation may

include the use of such techniques as command presence, advisements, warnings, verbal persuasion, and tactical repositioning.

- D. **Deadly Force:** Any use of force that creates a substantial risk of causing death or serious bodily injury.
- E. **Elevated Risk Population Groups:** Individuals who are potentially at greater risk of injury or death following a use of force, including those who reasonably appear or are known to be elderly, medically infirm, physically disabled, pregnant, users of internal cardiac devices, or who have low body mass, such as small children.
- F. **Exigent Circumstances:** Those circumstances that would cause a reasonable person to believe that action is necessary to prevent physical harm to an individual, the destruction of relevant evidence, the escape of a suspect, or some other consequence improperly frustrating legitimate law enforcement efforts.
- G. **Excited delirium:** A medical disorder generally characterized by observable behaviors including extreme mental and physiological excitement, intense agitation, hyperthermia (elevated body temperature) often resulting in nudity, hostility, exceptional strength, endurance without apparent fatigue, and unusual calmness after restraint accompanied by a risk of sudden death.
- H. **Less-lethal force:** Any use of force other than that which is considered deadly force that involves physical efforts to control, restrain, or overcome the resistance of another.
- I. **Passive Resistance:** A refusal by an unarmed person not reasonably perceived to be an immediate threat or flight risk to comply with an officer's verbal commands or physical control techniques that does not involve the use of physical force, control, or resistance of any kind.
- J. **Objectively Reasonable:** The determination that the necessity for using force and the level of force used is based upon the officer's evaluation of the situation in light of the totality of the circumstances known to the officer at the time the force is used and upon what a reasonably prudent officer would use under the same or similar situations.
- K. **Serious Bodily Injury:** Injury that involves a substantial risk of death, protracted and obvious disfigurement, or extended loss or impairment of the function of a body part or organ.
- L. **Warning Shot:** Discharge of a firearm for compelling compliance from an individual, but not intended to cause physical injury.

11.04 GENERAL PROVISIONS

- A. Use of physical force should be re-evaluated when resistance ceases or when the incident is under control.
- B. Physical force shall not be used against individuals in restraints, except as objectively reasonable, based on the totality of the circumstances, to prevent their escape or prevent imminent bodily injury to the individual, the member, or another person.
- C. Once the scene is safe and as soon as practical, a member shall provide appropriate medical care consistent with his or her training to any individual who has visible injuries, complains of being injured, or requests medical attention. This may include providing first aid, requesting emergency medical services, and/or arranging for transportation to an emergency medical facility.
 - 1. Members and supervisors should generally avoid transporting the suspect(s) in police vehicles to the hospital unless extenuating circumstances warrant otherwise.

- D. Members shall be aware of the general concerns present in regard to known individuals of an elevated risk population group as defined. Members are not prohibited from using force on such persons but shall weigh the benefit and the enhanced risks involved.
- E. A member, regardless of rank, has a duty to intervene to prevent or stop the use of any force being used by another member that would not be legally permissible to use when it is safe and reasonable to do so.
- F. All uses of force shall be documented and investigated pursuant to this agency's policies.

11.05 DE-ESCALATION

- A. A member should use de-escalation techniques and other alternatives to higher levels of force consistent with his or her training whenever feasible.
- B. Whenever feasible and when such delay will not compromise the safety of the member or another, and will not result in the destruction of evidence, escape of a suspect, or commission of a crime, a member shall allow an individual time and opportunity to submit to verbal commands before force is used.

11.06 USE OF LESS LETHAL FORCE

- A. When de-escalation techniques are not effective or feasible, a member may consider the use of less-lethal force to control a non-compliant or actively resistant individual. A member is authorized to use agency-approved, less-lethal force techniques and issued equipment:
 - 1. To protect the member or others from immediate physical harm,
 - 2. To restrain or subdue an individual who is actively resisting or evading arrest, or
 - 3. To bring an unlawful situation safely and effectively under control.

11.07 USE OF DEADLY FORCE

- A. A member is authorized to use deadly force when it is objectively reasonable under the totality of the circumstances. Use of deadly force is justified when one or both of the following apply:
 - 1. To protect the member or others from what is reasonably believed to be an immediate threat of death or serious bodily injury.
 - 2. To prevent the escape of a fleeing subject when the member has probable cause to believe that the person has committed, or intends to commit a felony involving serious bodily injury or death, and the member reasonably believes that there is an imminent risk of serious bodily injury or death to the member or another if the subject is not immediately apprehended.
- B. Where feasible, the member shall identify themselves as a law enforcement officer and warn of his or her intent to use deadly force.
- C. Deadly Force Restrictions
 - 1. Deadly force should not be used against persons whose actions pose only a threat to themselves or property.

11.08 TRAINING

- A. All members shall receive regular training on this agency's use of force policy and related legal updates.
- B. In addition, training shall be provided on a regular basis and designed to:
 - 1. Provide techniques for the use of and reinforce the importance of de-escalation; simulate actual shooting situations and conditions; and enhance officers'

discretion and judgment in using less lethal and deadly force in accordance with this policy.

2. All use-of-force training shall be documented.
- C. No member shall use any use of force technique or equipment without first receiving the appropriate training.

11.09 DEPARTMENTAL APPROVED FORCE RESPONSES

- A. Handcuffs
- B. Leg restraints
- C. Hobbles
- D. Soft-hand techniques
- E. Hard-hand techniques
- F. Chemical agents
- G. Impact tools
- H. Improvised tools
- I. Less-lethal munitions
- J. Knife
- K. Firearms
- L. Vehicles
- M. Approved vehicular stopping devices, such as Stop Sticks
- N. Conducted Energy Weapon (CEW)
- O. BolaWrap100

11.10 PROCEDURES FOR APPROVED FORCE RESPONSES

- A. Handcuffs
 1. Only Department approved handcuffs shall be used.
 2. Handcuffs may be chain and/or hinged, stainless or black in color. Department issued flex-cuffs may also be used when handcuffs are not available or practical.
 3. Generally, all persons are to be handcuffed behind their backs and secured to prevent escape, prevent injury to the prisoner, public or officer and to prevent damage to police equipment or the destruction of evidence.
 - a. The Department recognizes there may be unique circumstances requiring that alternative methods of handcuffing be considered. Sick, injured, previously injured, frail, or disabled arrestees (i.e., those with casts, prosthetic devices, etc.) shall be handcuffed in a manner deemed appropriate by the arresting officer to accommodate the unique circumstance the arrestee may have.
 - b. In these unique circumstances, additional methods of handcuffing may be considered (i.e., handcuffing in the front; no handcuffing of the very elderly if thoroughly searched and appropriate; use of additional pairs of handcuffs to lengthen restraint distances on large-framed subjects, second officer observation in cage). Members are responsible for giving due consideration to the totality of the circumstances when deciding if additional methods of handcuffing are necessary or not in any given situation.
 4. Handcuffs shall be double locked and checked for proper tightness as trained at the time they are placed on a subject or as soon thereafter as it can be safely achieved.

5. The use of belly chains and/or ankle irons are permitted for prolonged transports or for court, medical care, in custody interviews, or other unique circumstances as approved by a supervisor.
6. Members are required to re-evaluate any restraints used for proper fit, as necessary, during prolonged transports or if the arrestee complains of pain from the restraints. Members shall document in their arrest report if restraints are adjusted and the reason for adjusting them. As a standard practice, anytime handcuffs are applied to an arrestee, members shall note in their arrest report that the handcuffs were double locked and checked for proper tightness.

B. Leg Restraints

1. Only Department approved leg restraints are to be used.
2. Leg restraints are any strap, rope, chain, leg cuff, or other device designed for and used to secure the legs or ankles of an arrestee as approved by the Department.
3. Leg restraints may be used at the member's discretion for violent and combative subjects in order to prevent escape, prevent injury to the prisoner or officer and to prevent damage to police equipment.
4. Leg restraints shall be applied in such a way as they do not deliberately restrict blood flow. Members are required to re-evaluate leg restraints used for proper fit, as necessary, during prolonged transports or if the arrestee complains of pain from the restraints. Members shall document in their arrest report if restraints are adjusted and the reason for adjusting them. As a standard practice, anytime leg restraints are applied to an arrestee, members shall note in their arrest report that leg restraints were used and checked for proper tightness.

C. Hobbles

1. Only Department approved hobbles are to be used.
2. Hobbles are defined as any rope, strap, or chain used to bind the legs or a leg restraint to handcuffs attached to a subject's wrists.
3. Hobbles may be used at the member's discretion for violent and combative subjects in order to prevent escape, prevent injury to the prisoner or officer and to prevent damage to police equipment.
4. The separation between the wrist and ankle shall be no less than fourteen (14) inches.
5. At no time should a hobbled subject be left alone.
6. A hobbled subject should be placed upon his/their side as soon as possible to reduce pressure on the chest. No person shall be intentionally placed on their stomach in a prone position during transport.
7. Members should use extreme care when applying a hobble and should have EMS respond to the scene if the subject is displaying behavioral cues indicating potential medical problems that could lead to cardiac or respiratory arrest. If any change in medical condition occurs, such as labored breathing or a period of sudden tranquility, the member shall immediately release the hobble and request EMS services without undue delay.

D. Soft-hand techniques

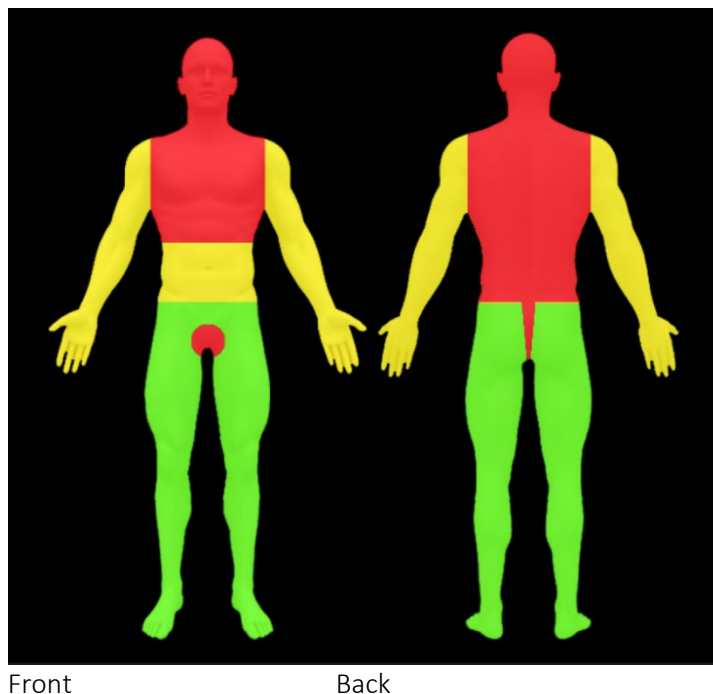
1. Soft-hand techniques are defined as physical restraint and control holds and include ground and/or fixed surface stabilization. Soft-hand techniques may be used to accomplish a lawful police objective when it is objectively reasonable based on the totality of the circumstances.
 - a. Choke holds are prohibited unless deadly force is legally justified.

2. A member's use of a Department approved physical restraint or control hold to gain compliance or effect an arrest does NOT require a Use of Force report, so long as the suspect does not require medical attention, complains of injury, or the incident is likely to be controversial, (see use of force reporting requirements).
- E. Hard-hand techniques
1. Hard-hand techniques are defined as strikes, kicks, and throws. Hard-hand techniques may be used to accomplish a lawful police objective when it is objectively reasonable based on the totality of the circumstances.
 2. Members shall not intentionally target the throat unless deadly force is legally justified.
 3. Members shall be aware of the general concerns present when using hard-hand techniques on a known member of an elevated risk population group. Members are not prohibited from using hard-hand techniques on such persons when necessary but shall limit use to those exceptional circumstances where the potential benefit reasonably outweighs the enhanced risks involved.
- F. Chemical agents
1. General use
 - a. Only chemical agents issued by the Department will be used.
 - b. Chemical agents shall be used in accordance with current training standards and the directions provided by the manufacturer.
 - c. Chemical agents are irritating to the eyes, nose, and skin. Members using a chemical agent will ensure that persons exposed to such agents receive first aid treatment as soon as practical. When booking subjects exposed to chemical agents, jail personnel will be advised of this fact to prevent contamination of other jail occupants and/or custodial personnel.
 2. Chemical agents shall not be used:
 - a. On individuals who are only passively resisting and/or are not reasonably perceived as an immediate threat or flight risk.
 - b. On individuals in restraints, except as objectively reasonable to prevent their escape or prevent imminent bodily injury to the individual, the member, or another person.
 - c. On a person who is in physical control of any vehicle (to include motorcycles, bicycles, scooters, skateboards, etc.) in motion or about to become in motion except when deadly force would be justified.
 - d. When the member has a reasonable belief that deployment may cause serious injury or death from situational hazards including falling, or because it may be ignited by a close ignition source, except when deadly force would be justified.
- G. Impact tools
1. General use
 - a. Only Department approved impact tools will be used: ASP (Armament Systems and Procedures) baton or straight baton.
 - b. Members shall not intentionally target a suspect's head and neck unless deadly force is authorized.
 2. Impact Weapons shall not be used:
 - a. On individuals who are only passively resist and/or are not reasonably perceived as an immediate threat or flight risk; excepting that it may be used as a leveraging tool or as an instrument for a control hold.

- b. On individuals in restraints, except as objectively reasonable to prevent their escape or prevent imminent bodily injury to the individual, the member, or another person.
 - c. When the member has a reasonable belief that deployment may cause serious injury or death from situational hazards including falling, except when deadly force would be justified.
- H. Improvised tools
 - 1. May be used in sudden defensive encounters and are subject to the same guidelines as other impact tools.
 - a. Citation book
 - b. Flashlight, etc.
- I. Less-lethal impact munitions
 - 1. Only Department issued, projectile impact munitions shall be used.
 - 2. Because projectile impact weapons have the potential to cause serious injury or death, this type of weapon will only be used in the following circumstances:
 - a. Members should consider whether the potential benefit of using less lethal munitions reasonably outweighs the risks involved.
 - b. At all times the less-lethal operator should have lethal cover from at least one other officer. Less lethal impact munitions should be deployed from a position of cover whenever possible.
 - c. Members should issue verbal and visual warnings consistent with training prior to deploying less lethal impact munitions and allow a reasonable amount of time for the subject to comply unless doing so would increase the risk of injury to officers or the subject involved.
 - d. Members should notify assisting officers that they intend to deploy the less lethal impact munitions, unless doing so would increase the risk of injury to officers or the subject involved.
 - e. The less lethal operator shall not intentionally target the head, throat, face, , spine, or groin area of a suspect unless deadly force is justified.
 - f. The less lethal impact munitions operator should not intentionally target people who are located on elevated surfaces.
 - g. The less lethal impact munitions operator should not intentionally target people who are inside or on a vehicle.
 - h. The less lethal impact munitions operator should not intentionally target people who are pregnant.
 - 3. The preferred target area and distance considerations for the three authorized 40mm Defense technology rounds issued to officers are as follows:
 - a. The primary round for use in the 40mm Laucher is the Defense Technology eXact iMpact™ 40 mm Standard Range Sponge Round (BLUE). This round is a point-of-aim, point-of-impact direct-fire round. This lightweight, high-speed projectile consists of a plastic body and sponge nose that is spin stabilized via the incorporated rifling collar and the 40 mm launcher's rifled barrel. The round utilizes smokeless powder as the propellant, and, therefore, has velocities that are extremely consistent. Used for Crowd Control, Patrol, and Tactical Applications. The operational range for this round is 5 feet to 120 feet.
 - b. An alternative round is the Defense Technology Direct Impact 40MM Marking Crushable Foam Round (GREEN). The 40mm Direct Impact®

munition is a point-of-aim, point-of-impact direct-fire round. This round can be a solution when the need to incapacitate a single subject or control a crowd arises. When loaded with a green marking agent, the Direct Impact can be used to indicate the aggressor in a crowd or riot situation to the team on the ground. This round may also be used to mark vehicles fleeing from a crime scene. The operational range for this round is 5 feet to 120 feet.

- c. An alternative round is the Defense Technology Direct Impact® 40MM Marking Crushable Foam Round (ORANGE) loaded with OC (Oleoresin Capsicum). The 40mm Direct Impact® munition is a point-of-aim, point-of-impact direct-fire round. A potential solution whether the need is to incapacitate a single subject or control a crowd. When loaded with OC powder, the Direct Impact combines blunt trauma with the effects of an irritant powder, maximizing the potential for incapacitation. The operational range of the orange round is 5 feet to 120 feet.
- d. The alternative rounds (GREEN) AND (ORANGE) should require additional justification for the use because they have the inherent probability of causing cross contamination to others nearby, which require decontamination.
- e. The deployment of the (ORANGE) OC round should comply with section F (Chemical Agents) of this policy manual.
- f. Operation of all the 40mm direct Impact munitions below 5 feet from the muzzle is only allowed if deadly force is objectively reasonable.
- g. 40mm direct impact munitions may be used on animals only in cases where there is imminent danger of injury or death to people.



4. Targeting areas described in detail (referencing the attached image):

- a. Green represents the Primary (preferred) targeting areas and are ideal for closer range engagements. This consists of large muscle groups and the least number of vital organs.
 - b. Yellow targeting areas are considered Secondary targets for further distances due to the potential to cause lacerations or fractures. This consists of the waist to just below the ribs, comprised of medium muscle groups (which cover the lower abdominal organs), and the arms. The arms are viable target areas but should be carefully considered due to their mobility and the chances of missing desired target, causing unintentional strikes to other areas or misses.
 - c. Red areas are NOT targeting areas due to the high likelihood of causing serious injury. From the front: the head, face, neck, chest, and groin shall NOT be intentionally targeted from the front, unless deadly force would be justified. From the back: the head, spine and kidneys shall not be intentionally targeted unless deadly force is justified.
 - d. The Department recognizes that under tense, uncertain, and rapidly evolving situations determining exact distances may be impossible. Therefore, all targeting ranges shall be based on the Officer's best estimates under the specific circumstances at the time of deployment. It is recognized that subjects also may be actively mobile (i.e., pacing, walking, flailing, etc.), and unintentional strikes to other zones may occur as a result of subject movement.
5. When engaging a target, the deploying member should evaluate the effectiveness of each round during the volley. Compliance and/or incapacitation is the desired goal and alternative target areas should be considered when rounds are not effective (within the guidelines listed above).
 6. All persons struck with 40mm less lethal impact munitions shall be taken to St. John's Medical Center for evaluation and treatment as soon as practical, prior to being taken to the jail.

J. Knives

1. Members are authorized to carry knives while on-duty for utilitarian purposes. They are not to be used as a force option unless deadly force is authorized.
2. Knives shall meet the following requirements:
 - a. Folding Blades: The cutting edge may be straight and/or serrated with a blade length of not more than 4.5 inches.
 - b. Fixed Blades: The cutting edge may be straight and/or serrated with a blade length of not more than 4.5 inches.
3. Member's knives shall be secured in either a scabbard (for fixed blades) or folded and secured by a fastening device so as to ensure officer safety, knife retention, and concealment. The blade and securing device shall be carried in a concealed manner.

K. Firearms

1. Only Department authorized firearms shall be used. (See JPD Policy 26.0 Firearms for guidelines)
2. A member may use a firearm as a deadly force option when it is objectively reasonable based on the totality of the circumstances in self-defense or in defense of another person's life.

3. Warning shots are allowed, but there is no legal obligation to do so. The member shall not fire a warning shot unless:
 - a. There is a defined target.
 - b. The use of deadly force is justified.
 - c. The warning shot will not pose a substantial risk of injury or death to the member or others.
 4. Firearms shall not be discharged at a person in a moving vehicle unless:
 - a. A person in the vehicle is threatening the member or another person with deadly force by means other than the vehicle.
 - b. The vehicle is operated in a manner deliberately intended to strike an officer or another person, and all other reasonable means of defense have been exhausted (or are not present or practical), which includes moving out of the path of the vehicle.
 5. Firearms shall not be discharged at a moving vehicle for purposes of stopping the vehicle except where deadly force is authorized.
 6. Firearms shall not be discharged from a moving vehicle except in exigent circumstances. In these situations, an officer must have an articulable reason for this use of deadly force.
 7. A member's deployment of a firearm, whether pointed at a suspect or not, is NOT considered a Use of Force so long as the firearm is not discharged or used as an impact weapon.
- L. Vehicles
1. A police vehicle may be used as a force option when deadly force is authorized and other means have been exhausted or are not practical. In these situations, a member must have an articulable reason for this use of deadly force.
- M. Approved vehicular stopping devices
1. See JPD Policy 12.14.P for use guidelines.
- N. Conducted Energy Weapon (CEW)
1. Only Department issued CEWs will be used.
 2. Weapon Readiness
 - a. The CEW shall be carried in an approved holster.
 - (1) As carried on gun belts: on the side of the body opposite the service handgun for weak hand draw.
 - (2) As carried on vests: on the side of the body opposite the service handgun for cross draw or on the same side of the body as the service handgun for weak-hand draw.
 - b. Modifications or repairs to the device shall be performed only by a trained technician and consistent with the manufacturer's guidelines and directions.
 3. General considerations for use
 - a. The CEW is authorized to be used
 - (1) To protect the member or others from reasonably perceived immediate threat of physical harm,
 - (2) To restrain or subdue an individual who is actively resisting or evading arrest by flight,
 - b. The CEW shall not be used
 - (1) On individuals who are only passively resisting and/or are not reasonably perceived as an immediate threat or flight risk;

- (2) When the member has a reasonable belief that deployment may cause serious injury or death from situational hazards including falling, drowning, or igniting a potentially explosive or flammable material or substance, except when deadly force would be justified; or
 - (3) On a person who is in physical control of any vehicle (to include motorcycles, bicycles, scooters, skateboards, etc.) in motion or about to become in motion except when deadly force would be justified.
 - c. Members shall not intentionally activate more than one CEW against a subject at one time.
 - d. Members shall energize a subject no longer than objectively reasonable to overcome resistance and bring the subject under control and shall not be permitted to have more than three (3) successive discharges before considering alternative control techniques. Each justification for a discharge shall stand alone and require the member to have a new justification for the need for an additional discharge.
 - e. Members shall issue verbal and visual warnings consistent with training prior to deploying the CEW, when feasible, and allow a reasonable amount of time for the subject to comply unless doing so would increase the risk of injury to officers or others.
 - f. When practical, members should also notify assisting officers that they intend to deploy the CEW.
- 4. Primary Deployment
 - a. The CEW is most effective at overcoming resistance and gaining subject control when used in the probe mode. Accordingly, this is the preferred method of deployment.
 - b. The CEW shall be aimed at a preferred probe target location, consistent with training and manufacturers' recommendations.
 - c. The CEW shall not be intentionally aimed at a sensitive area, which includes the subject's face, eyes, head, throat, chest area, female breasts, groin, genitals, or known pre-existing injury areas, unless deadly force is authorized.
 - d. Members should consider the totality of circumstances, including suspect movement, limited sighting capability, and their ability to accurately deploy the device, to reduce the risk of accidental probe contact to an unintended body part.
 - e. Due to the potential for independent drive-stuns (drive-stuns not used in conjunction with probe deployment) to cause permanent scarring, members shall consider whether the potential benefit of using a drive stun reasonably outweighs the risks involved and minimize their use.
 - f. The CEW shall be discharged for an initial five-second cycle.
 - g. During and immediately after this cycle, the member should verbally give resistance control instructions to the subject when practical to do so.
 - h. The member should be aware that an energized subject might not be able to respond to commands during or immediately following exposure.

- i. The member should allow a reasonable amount of time to assess the effectiveness of the cycle, and to give the subject the opportunity to comply with the instructions given.
 - j. The member should evaluate, under the totality of circumstances presented, whether additional cycles are reasonably necessary and whether additional cycles appear reasonably likely to be effective in accomplishing the officer's lawful objectives. The evaluation shall include consideration of the enhanced risks to subjects exposed to multiple and/or prolonged CEW cycles.
 - k. The member should consider deploying a second cartridge if using a two-cartridge CEW, or deliver a follow-up drive-stun, or transitioning to alternative force options if the officer reasonably perceives that the subject has not responded to the CEW in the anticipated manner based on training and experience.
 - l. To reduce the number of cycles and duration of exposure, the subject should be secured as soon as practical while exposed to the CEW cycle or immediately thereafter.
- 5. Secondary Deployment
 - a. All secondary deployment techniques are subject to the same guidelines and restrictions as initial deployments.
 - b. The CEW may also be used in close-range and self-defense in the drive-stun mode with the cartridge removed, or expended cartridge in place. When the device is used in the drive-stun mode it is primarily a coercive control tool, and less effective than when probes are deployed with adequate probe spread.
 - c. A preferred method of close-range secondary deployment with a single-shot CEW involves firing the probes at close range with the cartridge on, then applying the device in drive-stun mode consistent with training to an area of the body away from the probe location. When using a multi-shot device, the second set of probes can be deployed as a follow-up in a manner that is consistent with training to create an effective "probe spread."
- 6. Post-Deployment
 - a. If the probes penetrate the flesh, photographs of the contact area shall be taken before and after they are removed when practical.
 - b. The member shall remove the probes from the subject as soon as practical after deployment and control, unless a probe has contacted a sensitive area, such as the eyes, face, neck, genitals, or breasts of a female. Members will not remove probes that have contacted a sensitive area.
 - c. The probes shall be treated as a biohazard risk.
 - d. Members shall request emergency medical response for all deployments.
 - e. Subjects will be transported to St. John's for advanced medical treatment as soon as possible prior to being taken to jail if any of the following occurs:
 - (1) A probe has contacted a sensitive area, such as the eyes, face, neck, genitals, or breasts of a female.
 - (2) There is difficulty removing the probes.

- (3) The subject does not appear to be recovering in a manner consistent with training and experience.
- (4) The subject is part of an elevated risk population group.
- (5) The subject has been exposed to more than three CEW cycles or 15 seconds of discharge.
- (6) The subject has been simultaneously exposed to the effects of more than one CEW device.
- (7) The subject has exhibited signs of excited delirium as described in training, prior to or during CEW exposure.
- (8) The subject reasonably appears to be affected by mental illness or is in medical distress.

7. Auditing

- a. CEWs will be subjected to periodic and random data downloading. Regular downloading that is consistent with the manufacturer's recommendations will ensure that weapons have up-to-date firmware and a synced time clock. The data obtained will be reconciled with existing use-of-force reports for accountability.

O. Restraint Device (BolaWrap 100)

1. This policy provides guidelines for the issuance and use of the BolaWrap 100 devices in order to minimize the risk of injury to suspects, subjects, and officers.
2. The Department authorizes the use of the BolaWrap 100 device in accordance with this policy and department training. The BolaWrap 100 device is a handheld device intended to immobilize and control resistive/non-compliant persons and persons with known or suspected mental health issues that may affect the person's ability to understand and follow instructions.
3. Issuance and carrying BolaWrap 100 devices
 - a. Only a Department approved BolaWrap 100 device that has been issued by the Department shall be utilized by personnel.
 - b. Only members who have successfully completed Department-approved training may be issued and can carry the BolaWrap 100 device.
 - c. All BolaWrap 100 devices shall be clearly distinctly marked to differentiate them from the duty firearm.
 - d. Members who have been issued the BolaWrap 100 device shall ensure the device is securely attached on their person or safely secured in their patrol vehicle.
 - e. Members shall be responsible for ensuring that their issued BolaWrap 100 device is properly maintained and in good working order.
 - f. Members should not hold both a firearm and the BolaWrap 100 device at the same time.
 - g. Members shall ensure that the BolaWrap 100 devices are secured in a manner that will keep the device inaccessible to others.
4. Verbal and visual warnings

A verbal warning of the intended use of the BolaWrap 100 device should precede its application unless it would otherwise endanger the safety of officers or when it is not practicable due to the circumstances.

The purpose of the warning is to:

 - a. Provide the individual with a reasonable opportunity to voluntarily comply.

- b. Provide other officers and individuals with a warning that the BolaWrap 100 device may be deployed.
- c. The aiming laser should never be intentionally directed into the eyes of another as it may permanently impair his/her vision.
- d. The fact that a verbal warning or other warning was given or the reasons it was not given shall be documented by the officer deploying the BolaWrap 100 device in his or her report.

5. Use of the BolaWrap 100 device

The BolaWrap 100 has limitations and restrictions requiring consideration before its use. The device should only be used when its operator can safely approach the subject within the operational range of the device. Although the BolaWrap 100 device is generally effective in controlling most individuals, members should be aware that the device may not achieve the intended results and should be prepared to employ other options.

6. Application of the BolaWrap 100 Device

The BolaWrap 100 device may be used in any of the following circumstances, the circumstances perceived by the member at the time indicate that such application is reasonably necessary to control a person.

- a. The subject is violent or is physically resisting
- b. The subject has demonstrated by words or actions, an intention to be violent or to physically resist, and reasonably appears to present the potential to harm officers, themselves, or others.
- c. The subject has demonstrated physical non-compliance with a lawful investigative detention and/or probable cause arrest.

When deciding whether to use the BolaWrap 100 device, members should carefully balance officer safety concerns with factors that include, but are not limited to:

- a. The circumstances of the crime leading to the arrest or detention.
- b. The demeanor and behavior of the arrested or detained person.
- c. The age and health of the person.
- d. Whether the person is known to be pregnant.
- e. Whether the person has any other apparent physical disability.

The BolaWrap 100 device shall not be used to psychologically torment, elicit statements or to punish any individual.

2. Special Deployment Considerations

The use of the BolaWrap 100 device on certain individuals should be avoided unless the totality of the circumstances indicates that other available options would likely be ineffective or would present greater danger to the member, the subject to others, and the member reasonably believes that the need to control the individual outweighs the risk of using the device. These individuals include:

- a. Individuals who are known to be pregnant.
- b. Elderly individuals.
- c. Obvious juveniles.
- d. Individuals detained in a police vehicle.
- e. Individuals in danger of falling or becoming entangled in machinery or heavy equipment, which could result in death or serious bodily injury.
- f. Individuals near any body of water that may present a drowning risk.

- g. Individuals whose position or activity may result in collateral injury (e.g., running, possible fall from high location, operating a motor vehicles or heavy machinery)
- 3. Target Considerations
Reasonable efforts should be made to target the lower legs (from the ankles to the upper thighs) and area of the mid torso (from the elbows to the wrist), and to avoid the head, neck, and eyes. If the dynamics of a situation or officer safety factors do not permit the member to limit the application of the BolaWrap 100 device to a precise target area, members should monitor the condition of the subject if it strikes the head, neck, and/or eyes until the subject is examined by paramedics or other medical personnel.
- 4. Multiple Applications to BolaWrap 100 Device should be recommended to increase the Bola Wrap's remote restraint efficacy with the goal of deployment, the neutralization of a suspect's ability to flee or cause further harm or injury to others.
- 5. Actions Following Deployment
Following the use of the BolaWrap 100 device:
 - a. Members should quickly secure the suspect and shall use a more secure and permanent restraint device, such as handcuffs to a suspect who has been wrapped.
 - b. Members shall request a supervisor to the scene.
 - c. The supervisor or deploying member should determine whether transporting the person to a medical facility is necessary to remove the hooks from the wrapped suspect.
 - d. If the hooks become too entangled in the suspect's clothing, the Kevlar line should only be cut with medical sheers or a seat belt cutter. Members shall never use a pocketknife to cut the Kevlar cords off of a suspect.
 - d. Once removed the barbs and cord shall be photographed and the photos placed into evidence.
- 6. Reporting The Use of the BolaWrap 100
 - a. Any deployment of the BolaWrap 100 device by a member of this Department shall be considered a force response like a ground stabilization and shall be documented in accordance with this policy.
- 7. BolaWrap 100 report writing.
Items that shall be included in the member's report after deployment of the BolaWrap 100.
 - a. The BolaWrap 100 device and cartridge serial numbers.
 - b. Date, time, and location of the incident.
 - c. Whether any display or laser deterred a subject and gained compliance.
 - d. The number of BolaWrap 100 device activations and the duration between activations.
 - e. The approximate range at which the BolaWrap was used.
 - f. The location of the BolaWrap restrained.
 - g. Whether medical care was provided to the subject.
 - h. Whether the subject sustained any injuries.
 - i. Whether any officers sustained any injuries.
- 8. Medical Treatment

Any individual who falls under any of the following categories should be examined by paramedics or other qualified medical personnel as soon as is practicable:

- a. The person may be pregnant.
- b. The person reasonably appears to need medical attention, or requests medical treatment.
- c. The BolaWrap 100 device pellets/barbs are lodged in a sensitive area (e.g., groin, female breast, eyes, head, face, neck).
- d. The BolaWrap 100 pellets/barbs have penetrated the skin and caused bleeding.

If any individual refuses medical attention, such a refusal should be witnessed by another officer and/or medical personnel and shall be fully documented in related reports. If a recording is made of the contact or an interview with the individual, any refusal should be included in the recording if possible.

9. Supervisor Responsibilities

A supervisor should respond to all incidents where the BolaWrap 100 device was activated. A supervisor should review each incident where a person has been exposed to an activation of the BolaWrap 100. Photographs should be taken, including if the skin is penetrated, and witnesses interviewed.

10. Off Duty Considerations

Members are not authorized to carry Department BolaWrap 100 devices while off-duty.

11. Training

Members who are authorized to carry the BolaWrap 100 device shall be permitted to do so only after successfully completing the initial Department approved training. Proficiency training for members who have been issued a BolaWrap 100 device should occur every year. A reassessment of a member's knowledge and/or practical skill may be required at any time if deemed appropriate by the Operations Lieutenant.

All training and proficiency for BolaWrap 100 devices will be documented in the member's training file.

Command staff, supervisors, and investigators should receive BolaWrap 100 device training as appropriate for the investigations they conduct and review. All training and proficiency for BolaWrap 100 devices will be documented in the member's training file.

Members who do not carry a BolaWrap 100 device shall receive training that is sufficient to familiarize them with the device and with working with members who use the device.

The Support Sergeant is responsible for ensuring that all members who carry a BolaWrap 100 device have received initial and proficiency training. Periodic audits shall be used for verification.

Application of BolaWrap 100 devices during training could result in injury to members and should not be mandatory for certification.

The Support Sergeant should ensure that all training includes:

- a. A review of this policy.
- b. A review of the Force Response Policy.
- c. Target area considerations, to include techniques or options to reduce the unintentional application of pellet/barbs near the head, neck, eyes, chest, and groin.

- d. Handcuffing a subject during the application of the BolaWrap 100 device and transitioning to other force options.
- e. De-escalation techniques.
- f. Restraint techniques do not impair respiration following the application of the BolaWrap 100 device.

11.11 SUPERVISOR NOTIFICATION REQUIRED

- A. Members shall notify a supervisor as soon as practical anytime force is applied under the following circumstances:
 - 1. Anytime any person is injured or killed during an incident (officer or others).
 - 2. Anytime force is used.
 - 3. Anytime an arrestee makes a claim of injury.
 - 4. For any incident which is likely to be viewed as controversial.
- B. Supervisor notification shall be made while still at the scene, assuming it is safe to do so.
- C. Members shall also notify a supervisor under the following circumstances:
 - 1. A subject is ground stabilized.
 - 2. A subject claims a handcuffing injury.
 - 3. There is a non-UOF injury while in contact with the member.
 - 4. A subject claims injury by members for an injury that was pre-existing.

11.12 OFFICER RESPONSIBILITY, SUPERVISOR RESPONSE, AND DOCUMENTATION REQUIREMENTS

- A. Member Responsibilities
 - 1. Members shall make every attempt to secure the scene, protect any evidence, and request all witnesses to remain until a supervisor responds to the scene. In situations where this is not practical, members shall request the full names, dates of birth, and contact information of any witness for later follow-up.
 - 2. Members shall complete a police report documenting the use of force prior to the end of their shift unless otherwise directed by their supervisor.
- B. Member Reporting
 - 1. All reports documenting a use of force shall be comprehensive and provide the degree of specificity necessary to fully document and evaluate the member's force response.
 - 2. Members should ensure that their police report accurately relates what the member knew, observed, or believed at the time of the incident.
 - 3. At a minimum, reports shall include the following information.
 - a. Location, date, and time.
 - b. Information on the subject, including age, sex, race, and ethnicity.
 - c. Reason for initial contact between the subject and member, including any suspected unlawful or criminal activity.
 - d. Whether the member was:
 - (1) Readily identifiable as law enforcement, including whether they were in uniform or plainclothes.
 - (2) Operating a marked or unmarked law enforcement vehicle or on foot patrol.
 - (3) On or off duty.
 - (4) Accompanied by other officers.
 - e. Whether a supervisor or a senior member acting in a supervisory capacity was present or consulted at any point during the incident.

- f. Whether backup was requested and if so, when it arrived.
- g. Whether witnesses were present at the time.
- h. Whether there was any cause to believe the subject was armed or hostile,
- i. The subject's general demeanor, including any known or apparent impairments.
- j. Any verbal exchange that transpired.
- k. The full circumstances that supported a detention or arrest decision, where applicable, to include the severity of the crime or evidence discovered prior to the detention or arrest attempt by officer(s).
- l. Any threat to the member or another person.
- m. Type, intensity, and duration of resistance to arrest by the subject to include any threat to others.
- n. Any de-escalation attempts made.
- o. Any force options available to the member and the reason for the level of force response employed.
- p. Specific justification is required for UOF on an elevated risk population group.
- q. Any subject and officer injury or complaint of injury, medical treatment request/received, or refusal of medical treatment.
- r. Photographs of subject and officer injuries.
- s. Video and audio recordings made of the incident, including those made by body-worn cameras.
- t. If a CEW was deployed, specific justification shall be provided when the device has been used in any of the following manners:
 - (1) It was used in drive-stun mode.
 - (2) The subject was exposed to CEW discharge more than three (3) cycles or longer than 15 seconds.
 - (3) The subject was exposed to more than one simultaneous CEW exposure.
 - (4) It was used on an individual in an elevated risk population group.
- u. If a CEW was deployed, the member shall collect the cartridge, wire leads, darts, and some of the anti-felon identification markers (AFIDs), and secure them as evidence,
- v. If a CEW was deployed, the member will make a request to the Department CEW instructor to have the CEW data downloaded and included with the report,
- w. If less-lethal munition was deployed, the member shall collect the less lethal munition projectile(s) and spent shell(s) and secure them as evidence in compliance with the agency's policy. Prior to packaging the member shall determine if the projectile has bio-hazardous material on it and package it accordingly.
- x. If less-lethal munition was deployed, specific justification shall be provided for its use in any of the following manners:
 - (1) The head, throat, face, arms, spine, or groin area of the suspect were intentionally targeted,
 - (2) The less lethal projectile was used on an individual in an elevated risk population group,

C. Supervisor Responsibilities

1. Upon receiving notification of a use of force, a supervisor shall respond as soon as is practical and do the following:
 - a. Verify the scene is secure.
 - b. Ensure that medical assistance for officer(s), suspect(s) and/or other persons has been summoned.
 - c. Contact the involved members and ascertain what occurred,
 - d. Notify the Operations Lieutenant or Chief of Police.
 2. A supervisor shall ensure all involved members complete a detailed police report per this policy and that the following items are completed:
 - a. The member's and subject's statements of actions are taken, and injuries sustained, and medical treatment needed or requested is obtained and documented.
 - b. Witnesses are identified and interviewed, as appropriate.
 - c. The scene of the incident is documented, as appropriate.
 - d. Health care providers are interviewed concerning the injuries sustained and that those injuries are consistent with the reported uses of force.
 3. A supervisor will ensure the members' police reports are to be completed by the end of shift except under the following circumstances:
 - a. Deadly force encounters.
 - b. Injury to member that prevents them from completing the report,
 - c. Approval of Operations Lieutenant.
 4. A supervisor should avoid investigating a use of force if they are directly involved in the application of force used unless their role was minor.
- D. Supervisor Reporting
1. The assigned supervisor shall complete a use of force report prior to the end of their shift unless otherwise directed by the Operations Lieutenant.
 2. Supervisors shall fully investigate the following to document the incident, ensure compliance with policy and identify training needs. The information will be reported to the Operations Lieutenant in memo form with any recommendations, (any video/photos shall be included):
 - a. A subject is ground stabilized,
 - (1) If a supervisor's investigation reveals a person was injured as the result of ground stabilization, a full use of force investigation shall be conducted,
 3. A subject claims a handcuffing injury:
 - a. The supervisor investigation shall ensure adherence to the guidelines in JPD policy 10.3.
 - b. If a supervisor's investigation reveals a person was injured as the result of handcuffs applied in a manner outside of Department policy, a full UOF investigation shall be conducted when:
 - (1) There is a non-use of force injury while in contact with the member, and/or
 - (2) A subject claims injury by members for an injury that was pre-existing.

11.13 POST DEADLY FORCE RESPONSE

- A. Members shall do the following:
1. Administer appropriate first aid as soon as it is objectively reasonable to do so.

2. Remove the individual or officer to the hospital if any possibility of life exists.
3. Notify immediate supervisor, Chief of Police, and Operations Lieutenant.
- B. Supervisors shall do the following:
 1. The Chief of Police and/or the Operations Lieutenant will make a request for the Division of Criminal Investigation (DCI) to investigate.
 2. The Chief of Police and/or the Operations Lieutenant will designate a supervisor to conduct a Use of Force Investigation which will be completed separately from the DCI investigation.
 3. Supervisors are encouraged to use the Patrol Supervisor's Checklist for Officer Involved Shootings to document the initial response.
 4. A supervisor will ensure the scene(s) are secure. The supervisor at the scene, or in cases where there is no supervisor on duty, the senior member at the scene, is immediately responsible for crime scene protection. Every effort should be made to preserve the scene(s) in its original condition. All items of evidence, weapons, patrol vehicles, etc., should be left in place. Crime scene protection shall be maintained until the DCI team can respond.
- C. Involved members shall be separated and removed from the scene as soon as it is practical to do so. Involved members should be assigned a peer support member with orders not to talk to anyone about the incident, except with counsel and to answer questions involving immediate public safety concerns. Involved members will be given a minimum of two (2) sleep cycles before being required to give a statement unless they choose to do so sooner. They shall be given an opportunity to review video of the event prior to giving a statement.
- D. Where possible, the member will maintain possession of their firearm until the arrival of the DCI team. The peer support member shall ensure the involved member maintains their weapon in its condition, making no changes to the weapon, except to insure it's safely secured until relinquished to the appropriate investigator. The peer support member will arrange to provide the involved member a replacement weapon. The supervisor assigned to the member shall note this exchange in their report.
- E. All members at the scene shall proceed at the direction of the DCI team in charge of the criminal investigation.

11.14 USE OF FORCE REVIEWS

- A. All member police reports and supervisor use of force reports will be forwarded to the Operations Lieutenant for review. The Operation's Lieutenant will review the incident to determine if it met legal standards and policy/procedure, and to identify potential training issues. Where further documentation or investigation is warranted, he/they shall assign the appropriate members.
- B. The Operations Lieutenant shall forward all member police reports and supervisor use of force reports to the Chief of Police with their recommendations. The Chief of Police may except or reject those recommendations in whole or in part, with amendments at their discretion. The matter shall be considered closed upon completion of those recommendations.
- C. Any training issues that are noted shall be addressed with the member and documented in an SSR.

STAFF REPORT



Meeting Date:	September 15, 2025	Meeting Title:	Town Council Regular Meeting
Submitting Department:	Legal	Presenter:	Lea Colasuonno
Agenda Item:	Jackson Municipal Code Maintenance: Title 15, Buildings and Construction	Public Comment:	Yes

Purpose & Policy Considerations.

The purpose of this item is for the Council to review a few technical updates and one Council-directed policy update to Title 15, Buildings and Construction, of the Jackson Municipal Code Council.

Requested Action.

Staff request the Council review the updates to Title 15 as summarized in the staff report and detailed in the redline draft.

Recommendations.

Staff recommendations are included with each individual item in the Analysis section.

Background.

The Town periodically updates the Municipal Code to ensure its applicability and content match the community's and municipality's needs and are relevant to current times and Title 15 was updated in 2024. Recently, Planning & Building and Legal Department staff noticed a few technical items that were left out of the 2024 update. Second, in August Council considered a policy change with respect to providing a licensing exemption for youth working in the trades and directed staff to provide a redline of such an update for consideration.

The attached ordinances accomplish the staff requested updates and provide a draft for the Council to consider for the exemption for youth for Certificates of Qualification.

Analysis & Key Policy Questions.

Chapter 15.17, International Residential Code

Building staff noticed a necessary update to the chart regarding ground snow loads.

- The Ground Snow load was changed from "93psf" to "Varies, please reference 2024 IRC R301.2.3 and 2024 IBC Section 1608"

The red line of Ordinance B shows this technical change.

Recommendation: Staff recommend this amendment be adopted by the Council.

Chapter 15.36 Contractor Licensing

Building staff noticed two desired changes for this Chapter:

- Adding a line in each chart, respectively, for bond and insurance amounts for contractors.
- Adding an exemption for bonding and licensing for contractors that are employees of the State of Wyoming. While this is not a common occurrence, the State owns residential property in Jackson and has its own state employees exclusively work on those properties.

The red line of Ordinance C shows this technical change.

Recommendation: Staff recommend these amendments be adopted by the Council.

Legal staff noticed two advantageous updates to the section of this Chapter addressing licensure procedure:

- A basis for denial of a license is that the “application does not satisfy the minimum requirements for the License or Certificate sought.”
- The timing of the notice for a license denial be contemporaneous with the denial, and the timing of suspension or revocation be clearly stated in a formal notice of suspension or revocation.

The red line of Ordinance C shows this technical change.

Recommendation: Staff recommend these amendments be adopted by the Council.

On August 18 Council directed staff to prepare an amendment to create an exemption for young people to obtain a Certificate of Qualifications card. Staff have done so, and add the following information for Council’s consideration of this addition to the Code:

- Staff followed up with the Board of Examiners – a group of technical experts that advise the Town on contractor/trades issues – asking for their input on this potential addition. Their comments focused on the fact that, while they like the idea of young people learning how to work in the trades, multiple federal and state child labor laws limit what youths can do – including hazardous work, such as those involving machinery or dangerous tools – and thus limit their scope and effectiveness in the trades. While the State does enable school districts, community colleges, or technical schools and an employer to enter into a student learner agreement for the purposes of providing student learners vocational work and training opportunities, construction is considered a hazardous industry and additional rules and limits may limit the availability of this opportunity for youth.
- Staff drafted this exemption in accordance with the discussion from August 18, including:
 - The exemption not be only for students, but anyone under the age of 18;
 - The requirement for a card is vanquished and (since there is not card requirement) there is no fee required for these individuals.
 - The start date of this exemption will be January 1, 2026.

The red line of Ordinance C shows this additional exemption to the Code for the Council to consider.

Recommendation: Staff do not have a recommendation as to whether this policy be changed, however, if the Council elect to implement the change, staff does recommend it be accomplished as shown in the draft Ordinance C attached to this staff report.

Possible Alternatives.

The Council could direct staff to alter the updates provided in the drafts or not to update Title 15 of the Municipal Code.

Comprehensive Plan & Priority Alignment.

Section 8.1 and 8.2: Timely, efficiently, and safely deliver quality services and facilities in a fiscally responsible and coordinated manner.

Fiscal Impact.

Revenue: There are no revenue impacts resulting from this update of Title 15.

Expense: The expense of this item is solely associated with the cost of the ordinance itself.

- The Town of Jackson contracts with the company MuniCode to host the Jackson Municipal Code and process changes enacted by the Council. The supplement service to codify new ordinances costs \$3,000 annually and does not fluctuate with the number of ordinances enacted by the Council, thus the fiscal impact of this ordinance (and all) codification is minimal.

- The Town is, pursuant to statute, required to publish ordinances in a newspaper of general circulation in the community (which is the News & Guide weekly). The cost of publication varies, depending on ordinance length, and is a minimum of \$200 for short ordinances.

Staff Impact.

The staff impact of this update of the Municipal Code was moderate.

The Legal Department has spent, approximately, 10 hours working on this update and coordinated with the Building and Planning Departments as well, requiring approximately 8 hours of their time.

Attachments or Links.

Ordinance B (International Residential Code)

Ordinance C (Contractor Licensing)

Suggested Motion.

I move to approve Ordinances B and C at first reading.

ORDINANCE B

AN ORDINANCE AMENDING TITLE 15, CHAPTER 15.17, INTERNATIONAL RESIDENTIAL CODE, OF TITLE 15, BUILDINGS AND CONSTRUCTION, OF THE CODE OF THE TOWN OF JACKSON, WYOMING.

BE IT ORDAINED BY THE TOWN COUNCIL OF THE TOWN OF JACKSON, WYOMING:

SECTION I.

Section 15.17.010, International Residential Code—Adoption by reference, of Chapter 15.17, International Residential Code, of Title 15, Building and Construction, of the Code of the Town of Jackson, Wyoming, is hereby amended as follows:

15.17.010- International Residential Code—Adoption by reference.

A. . . . , specifically including Appendix ~~AF~~BE.

B. . . .

7. *Table R301.2(1)* shall read as follows:

Ground snow load	93 psf Varies, please reference 2024 IRC R301.2.3 and 2024 IBC Section 1608
. . .	. . .
. . .	. . .
. . .	. . .
. . .	. . .
. . .	. . .
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. . .	. . .
. . .	. . .
. . .	. . .

SECTION II.

All ordinances and parts of ordinances in conflict with the provisions of this ordinance are hereby repealed.

SECTION III.

If any section, subsection, sentence, clause, phrase, or portion of this ordinance is for any reason held invalid or unconstitutional by any court of competent jurisdiction, such portion shall be deemed as a separate, distinct, and independent provision and such holding shall not affect the validity of the remaining portions of the ordinance.

SECTION IV

The penalty for violating any provision of this Ordinance is up to a maximum of \$750.00 per day, per violation.

SECTION V.

This Ordinance shall become effective after its passage, approval, and publication.

PASSED 1ST READING THE ____ DAY OF _____, 2025.

PASSED 2ND READING THE ____ DAY OF _____, 2025.

PASSED AND APPROVED THE ____ DAY OF _____, 2025.

TOWN OF JACKSON

BY: _____

Arne O. Jorgensen, Mayor

ATTEST:

BY: _____

Riley Hovorka, Town Clerk

ATTESTATION OF TOWN CLERK

STATE OF WYOMING)

) ss.

COUNTY OF TETON)

I hereby certify that the foregoing Ordinance No. ____ was duly published in the Jackson Hole News and Guide, a newspaper of general circulation published in the Town of Jackson, Wyoming, on the ____ day of ____

_____, 2025.

ORDINANCE C

AN ORDINANCE AMENDING TITLE 15, CHAPTER 15.36, CONTRACTOR LICENSING AND CERTIFICATION, OF TITLE 15, BUILDINGS AND CONSTRUCTION, OF THE CODE OF THE TOWN OF JACKSON, WYOMING.

BE IT ORDAINED BY THE TOWN COUNCIL OF THE TOWN OF JACKSON, WYOMING:

SECTION I.

Section 15.36.035, Applications—Initial and renewal, of Chapter 15.36, Contractor Licensing and Certification, of Title 15, Building and Construction, of the Code of the Town of Jackson, Wyoming, is hereby amended as follows:

...

License	Bond amount
General Contractor (Class A)	\$250,000.00
Building Contractor (Class B)	\$250,000.00
Building Contractor—Restricted (Class Br)	\$100,000.00
Residential Contractor (Class C)	\$100,000.00
All Other Contractors	\$20,000.00

...

License	Limit Per Occurrence	Total Aggregate
General Contractor (Class A)	\$1,000,000.00	\$2,000,000.00
Building Contractor (Class B)	\$1,000,000.00	\$2,000,000.00
Building Contractor—Restricted (Class Br)	\$500,000.00	\$1,000,000.00
Residential Contractor (Class C)	\$500,000.00	\$1,000,000.00
All Other Contractors	\$500,000.00	\$1,000,000.00

...

(Ord. ____ § ___, 2025; Ord. 1380 § I, 2024).

SECTION II.

Section 15.36.039, Denial, revocation, and suspension, of Chapter 15.36, Contractor Licensing and Certification, of Title 15, Building and Construction, of the Code of the Town of Jackson, Wyoming, is hereby amended as follows:

15.36.039 – Denial, revocation, and suspension.

A. The Town Manager, or their designee, may deny an application except for an application for reciprocity pursuant to Wyo. Stat. Ann. § 16-6-1101, as amended, and may suspend or revoke an issued License or Certificate of

Qualification, whether initially issued via reciprocity or otherwise, when the applicant/holder commits any one or more of the following acts or omissions:

...

12. The License or Certificate of Qualification application does not satisfy the minimum requirements for the License or Certificate sought.

...

C. When the Town Manager, or their designee, deems that a License or Certificate of Qualification issued hereunder shall be denied, suspended, or revoked, the procedure shall be as follows:

1. ~~The applicant or Licensee or Certificate of Qualification holder shall be notified by the Town Manager, or their designee, in writing, sent via certified mail; such notice shall be sent at least 15 days prior to the action contemplated, setting forth the reasons therefor.~~ The applicant, Licensee, or Certificate of Qualification holder shall be notified by the Town Manager, or their designee, in writing, via certified mail; for a denial, such notice shall be sent contemporaneously with the denial, and for a suspension or revocation, such notice shall be sent at minimum 21 days prior to the effective date of the suspension or revocation and shall state the effective date of the suspension or revocation; and such notices shall include the reasons for the denial, suspension or revocation.

2. ~~Upon receipt of the notice, the applicant or Licensee or Certificate of Qualification holder may request a hearing before the Town Council. Such request shall be in writing and shall be received by the Town Manager, or their designee, within 15 days of the postal date of the suspension or revocation notice; failure on the part of the applicant or Licensee or Certificate of Qualification holder to request a hearing in writing and within the specified time period shall be deemed a waiver of their right to a hearing.~~ Upon receipt of the notice, the applicant, Licensee, or Certificate of Qualification holder may request a hearing before the Town Council. Such request shall be in writing and must be received by the Town Manager, or their designee, within 21 days of the postal date of the denial, suspension, or revocation notice; failure on the part of the applicant, Licensee, or Certificate of Qualification holder to request a hearing in writing and within the specified time period shall be deemed a waiver of their right to a hearing.

3. ~~If a hearing is requested by the applicant or Licensee or Certificate of Qualification holder, the Town Manager, or their designee, shall set the time, date, and location, which shall be not less than 15 days and not more than 45 days of receipt of the notice requesting such. The Town Manager, or their designee, shall notify the applicant or Licensee or Certificate of Qualification holder in writing, sent by certified mail, of the hearing.~~ If a hearing is requested by the applicant, Licensee, or Certificate of Qualification holder, the Town Manager, or their designee, shall set the time, date, and location of the hearing within 45 days of receipt of the notice requesting such. The Town Manager, or their designee, shall notify the applicant, Licensee, or Certificate of Qualification holder in writing, via certified mail, of the hearing, which notice shall also provide that any suspension or revocation of a License or Certificate of Qualification shall be stayed until after the hearing.

4. . . .

5. . . .

D. . . .

(Ord. ____ § ____, 2025; Ord. 1380 § I, 2024).

SECTION III.

15.36.040- Contractor License Section, of Chapter 15.36, Contractor Licensing and Certification, of Title 15, Building and Construction, of the Code of the Town of Jackson, Wyoming, is hereby amended as follows:

15.36.040- Contractor Licenses

A. . . .

B. . . .

C. . . .

~~D. Exemptions. A firm, corporation, or other corporate organization may undertake the types of work regulated by this Chapter within the Town without first obtaining a License only under the following exemptions:~~

~~1. Permits Exempt Building Code Provisions. The owner or tenant of a commercial structure or tenant space may perform their own repairs or maintenance as permitted in the permits-exempt work provisions of each applicable code adopted by the Town.~~

~~2. Proprietary Certificate of Qualification. An individual employed by a Person may perform work requiring a permit without a Contractor's License, provided they have been granted a Proprietary Certificate of Qualification specific to one business and specific to the trade(s) applicable to the work being performed.~~

~~3. Sewer and Water Service Lines. Sewer and water service line installation and repair work from a structure to the public sewer or public watermain shall be exempt from the requirements of this Chapter. However, this shall not exempt the work being performed from the requirements of a permit pursuant to the current edition of the adopted code.~~

SECTION IV.

15.36.060 - Exemptions, of Chapter 15.36, Contractor Licensing and Certification, of Title 15, Building and Construction, of the Code of the Town of Jackson, Wyoming, is hereby added as follows:

15.36.060 - Exemptions

A. *Exemptions.* A person, firm, corporation, or other corporate organization may undertake the types of work regulated by this Chapter within the Town without first obtaining either a License or Certificate of Qualification, or both, as the case may be, only under the following circumstances:

1. *Permits-Exempt Building Code Provisions.* The owner or tenant of a commercial structure or tenant space may perform their own repairs or maintenance as permitted in the permits-exempt work provisions of each applicable code adopted by the Town.

2. *Proprietary Certificate of Qualification.* An individual employed by a Person may perform work requiring a permit without a Contractor's License, provided they have been granted a Proprietary Certificate of Qualification specific to one business and specific to the trade(s) applicable to the work being performed.

3. *Sewer and Water Service Lines.* Sewer and water service line installation and repair work from a structure to the public sewer or public watermain shall be exempt from the requirements of this Chapter. However, this shall not exempt the work being performed from the requirements of a permit pursuant to the current edition of the adopted codes.

4. *State of Wyoming.* An individual employed exclusively by the State of Wyoming may perform work on properties owned by the State of Wyoming without a Contractor's License, a Certificate of Qualification, or bonding.

5. *Individuals Under the Age of 18 Years Old.* Beginning on January 1, 2026, individuals under the age of 18 years old may work in the trades regulated by this Chapter without a Certificate of Qualification. Individuals must apply for and obtain the appropriate Certificate of Qualification card upon turning 18 years old and, after verification of work history, may be given up to 100% credit for the hours worked after January 1, 2026 while under the age of 18 years old.

SECTION V

The penalty for violating any provision of this Ordinance is up to a maximum of \$750.00 per day, per violation.

SECTION VI.

All ordinances and parts of ordinances in conflict with the provisions of this ordinance are hereby repealed.

SECTION VII.

If any section, subsection, sentence, clause, phrase, or portion of this ordinance is for any reason held invalid or unconstitutional by any court of competent jurisdiction, such portion shall be deemed as a separate, distinct, and independent provision and such holding shall not affect the validity of the remaining portions of the ordinance.

SECTION VIII.

This Ordinance shall become effective after its passage, approval, and publication.

PASSED 1ST READING THE ____ DAY OF _____ , 2025.

PASSED 2ND READING THE ____ DAY OF _____ , 2025.

PASSED AND APPROVED THE ____ DAY OF _____ , 2025.

TOWN OF JACKSON

BY: _____

Arne O. Jorgensen, Mayor

ATTEST:

BY: _____

Riley Hovorka, Town Clerk

ATTESTATION OF TOWN CLERK

STATE OF WYOMING)

) ss.

COUNTY OF TETON)

I hereby certify that the foregoing Ordinance No. ____ was duly published in the Jackson Hole News and Guide, a newspaper of general circulation published in the Town of Jackson, Wyoming, on the ____ day of _____, 2025.

STAFF REPORT



Meeting Date:	September 15, 2025	Meeting Title:	Town Council Meeting Regular
Submitting Department:	Legal	Presenter:	Lea Colasuonno
Agenda Item:	Jackson Municipal Code Maintenance: Title 15, Buildings and Construction	Public Comment:	Yes

Purpose & Policy Considerations.

The purpose of this item is for the Council to review a few technical updates and one Council-directed policy update to Title 15, Buildings and Construction, of the Jackson Municipal Code Council.

The comprehensive information and analysis for this Item – Ordinance C – is included in the staff report for Ordinance B.

Requested Action.

See staff report for Ordinance B.

Recommendations.

See staff report for Ordinance B.

Background.

See staff report for Ordinance B.

Analysis & Key Policy Questions.

See staff report for Ordinance B.

Possible Alternatives.

See staff report for Ordinance B.

Comprehensive Plan & Priority Alignment.

See staff report for Ordinance B.

Fiscal Impact.

See staff report for Ordinance B.

Staff Impact.

See staff report for Ordinance B.

Attachments or Links.

See staff report for Ordinance B.

Suggested Motion.

I move to approve Ordinances B and C at first reading.

MEMORANDUM

TO: Mayor and Town Council

FR: Tyler Sinclair, Town Manager

DT: September 15, 2025

RE: Town Manager's Report

Temporary Sign Permits

The Temporary Sign Permit for Council consideration at this meeting is:

- ✓ Wyoming Wildlife Advocates – JH Bear Solutions requests to hang two temporary banners. One at Cottonwood Park and one at Rangeview Park from September 16 – 30, 2025 to advertise safe garbage storage to avoid bear conflicts. (P25-161).

Staff recommends approval of this request and with the approval of the Town Manager's report, staff will issue the Temporary Sign Permit as requested.

Four-Wheel Drive Plow/Sander Dump Truck

The Streets Division in the Public Works Department took ownership of a new plow/sander dump truck. This truck replaced an older dump truck that was 20+ years old. The new truck is four-wheel drive and will be used primarily to plow and sand the steep hills around the Town of Jackson. Plowing the hills around Town can be very challenging in the early morning hours, during times of heavy snowfall when visibility can be extremely limited. The new plow truck will provide a higher standard of safety for the operators and help deliver professional/timely service to our community during the winter season. Public Works would like to thank the Town Manager and the Town Council for making sure the Public Works Department not only has the best tools for the job, but the right tools as well.