

Regular Town Council Workshop

October 20, 2025

1:30 PM

Town Council Chambers

Chair: Arne Jorgensen

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I. ZOOM LINK FOR PUBLIC PARTICIPATION

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

To join, click link or copy it to your browser: <https://us02web.zoom.us/j/81634778866?pwd=9FrDMd3VriTUx9WITuxirJbUEhTaE.1>

Or join at zoom.com with Webinar ID: **816 3477 8866** and Password: **83001** or by phone: **+1 346 248 7799**

II. CALL TO ORDER AND ROLL CALL

III. EMPLOYEE INTRODUCTIONS

- A. Introductions of Pax Shankland, Commuter Driver, and Hazen Smith, Streets & Water Operator

IV. WORKSHOP ITEMS

- A. Water Conservation Ordinance (Tanya Anderson and Johnny Ziem, 60 mins)
- B. Options for Changes to the LDRs and Comprehensive Plan (PM25-009) (Paul Anthony, 60 mins)
- C. Community Engagement Task Force (Susan Scarlata, 60 mins)

V. MATTERS FROM MAYOR AND COUNCIL

- A. Board and Commission Reports

VI. UPCOMING AGENDA UPDATE

- A. Council Priorities

VII. ADJOURN

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

STAFF REPORT



Meeting Date:	October 20, 2025	Meeting Title:	Regular Town Council Workshop
Submitting Department:	Public Works & Administration	Presenter:	Johnny Ziem & Tanya Anderson
Agenda Item:	Water Conservation Ordinance	Public Comment:	Yes

Purpose & Policy Considerations.

The purpose of this item is for the Council to discuss potential water conservation tools which may include directing staff to work on a permanent water conservation ordinance to replace the emergency water restriction ordinance that expires October 31, 2025.

Requested Action.

The requested action is for the Council to give staff direction regarding utilizing potential water conservation tools which may include updating Title 13 of the Town Municipal Code to include a permanent water conservation ordinance.

Recommendations.

The recommendation is for Council to direct staff to work on water conservation tools, which would include a permanent water conservation ordinance, to present to Council for consideration.

Background.

The Council last discussed this item at the July 21, 2025, Regular Town Council Meeting. At the conclusion of the presentation, the Council approved Ordinance 1442, an "Ordinance Temporarily Regulating Lawn Watering Within the Town of Jackson Wyoming and All Parties Outside the Corporate Limits of the Town of Jackson Connected to the Public Water Supply."

The purpose of Ordinance 1442 was to implement temporary irrigation limitations within the corporate limits of the Town and all properties outside the corporate limits of the Town that are connected to the public water supply to protect the health, safety, and welfare of the Town by ensuring sufficient water for domestic use and fire suppression. Irrigation use during the summer of 2025 was significantly higher than in previous years, due to very warm and dry conditions, which categorized the Town and County as being either in Moderate Drought or Severe Drought. During this time, one of the Town's pumps in west Jackson was operating at approximately 60% of capacity. The Water Division has pulled this pump and will be getting both the pump and well inspected to ascertain the problem. Staff expect to get this pump/well issue corrected and placed back into service as soon as possible.

There will be significant water production capital improvements made to the west Jackson water supply zone by spring of 2026. These capital improvements include bringing two recently drilled wells online via a new well house which will be located on High School Road. With the addition of the two new wells (9 and 10), overall water production in the west Jackson supply zone will be greatly improved.

Analysis & Key Policy Questions.

The public water supply in the Town of Jackson is designed to meet three primary functions: domestic use, fire suppression, and irrigation. The key policy discussion is determining how to provide for all three functions and at what level. Ensuring that there is sufficient water for domestic use and fire suppression is critical for

protecting the health, safety, and welfare of the Town and its residents. These needs can be met through a combination of increased infrastructure and/or water conservation. Capital improvements, including bringing two new wells online, are already underway. Water conservation efforts can be implemented concurrently with these infrastructure improvements to reduce the need for additional infrastructure in the future, reducing costs while conserving resources.

Water conservation is important because it reduces the overall use of the water system, including pumps and the energy used to run them. This reduces the overall wear and tear on the system and cost associated with water production. Reducing the amount of water used for irrigation will provide more water for domestic use, and fire suppression use without significant upgrades to the current water supply system. Water conservation also reduces greenhouse gas emissions associated with water production by reducing the amount of energy consumed to pump and treat water.

Reducing excess irrigation protects water quality and supports wildlife. Overwatering leads to excess runoff that enters local waterways, along with excess nitrogen from fertilizers and pet waste. These excess nutrients have a detrimental impact on water quality and the aquatic species that inhabit our rivers and streams. Excess irrigation also depletes the Snake River aquifer. Surface water and groundwater are well connected in the Snake River Watershed, with frequent interchange between the river and the aquifer. Springs that feed the Snake River with groundwater keep river temperatures cool and provide habitat for cold-water fish species like native cutthroat trout. Pumping withdrawals for irrigation contribute to aquifer losses, which lower the water table and reduce the quantity of cold water entering the Snake River from springs. Heavy withdrawal from the aquifer can ultimately lead to land subsidence and sinkhole formation, threatening the stability of important infrastructure.

Pumping water out of the ground at a faster rate than it is replenished leads to many long-term problems for the ecosystem and for infrastructure. A long-term goal should be to balance aquifer depletion and recharge. Drought conditions and groundwater pumping both contribute to groundwater depletion. During periods of increased drought, groundwater pumping typically increases. This summer and fall, the groundwater at the Jackson Hole Airport was at a record low elevation when compared to groundwater elevations at the same time of year between 2010 and 2025, the period of record.

Water use policy can come in many forms. The Council may decide to utilize several of the water conservation tools available, including:

- Education: Water conservation education teaches consumers ways to reduce water consumption, but participation is voluntary. The Town of Jackson has engaged in water conservation education for the past two years through social media, water bill flyers, engaging with residents at public engagement events, and more.
- Water rates: Water rates can incentivize conservation through structured pricing signals, which is a rate structure that encourages conservation and efficient use by increasing the price of water to signal its value and supply, prompting consumers to adjust their behavior. The Town of Jackson already has tiered water rates, in which water becomes more expensive when higher quantities are used (i.e., a lower price for a base amount of water for essential indoor uses like drinking and sanitation and higher prices for additional amounts for discretionary use, such as outdoor landscaping). The Town's water rates could be adjusted to have more robust conservation pricing signal.

- Incentives: Incentives include things like cost-share programs for the purchase of drought-tolerant plants or more efficient irrigation systems, turf-grass buy-back programs, or programs that recognize positive actions such as the Trout Friendly Lawns program.
- Land Development Regulations (LDRs): Currently, Town of Jackson LDRs include landscaping requirements that are designed to create a community character and aesthetic that is abundantly green. Restricting irrigation could change this aesthetic and may require future updates to landscaping requirements within the LDRs. Updates to landscaping requirements in LDRs could be a tool to reduce the irrigation needs in new developments, but would not affect irrigation in existing developments. The Town will need to address the issue of allowing for adequate irrigation to maintain existing landscaping and esthetics in the community on balance with water conservation.
- Restrictions: Water conservation ordinances restrict the amount of irrigation water that can be consumed by restricting the number of days residents can irrigate, the duration of time irrigating can take place, the quantity of water that can be used to irrigate, or some other measure.
- Capital projects: In lieu of restricting water consumption or incentivizing conservation, the Town of Jackson could commit to increased capital projects in the form of digging more wells and water production infrastructure. This option comes at a higher cost to the Town of Jackson and its ratepayers, and does not reduce the ecological impacts of excess irrigation.

Key Policy Question 1: Which water conservation tools does Council want to utilize moving forward and for what purpose?

Key Policy Question 2: Specifically, does the Council want to utilize a water conservation tool that would include a permanent water conservation ordinance which reduces overall water use? If the Council directs staff to utilize this tool, staff will include a target percent reduction goal at a future Council meeting.

As shared in chapter eight of the Strategic Communications Plan, the Town's goal with community engagement is to, "Shrink the distance between people impacted by decisions and those making them." The Town utilizes an 'Engagement Spectrum' to build relationships with and learn from community members as we inform, engage with, and educate about the Town's work. Here are descriptions of the four levels of engagement in the spectrum.

Inform: The most regular and consistent form of engagement is putting information out. Every week (and most days) the Town publishes information through a variety of channels.

Consult: For short-term and smaller projects, the Town consults community members once, gathering input and insight through surveys, focus groups, and workshops.

Involve: For longer-term and larger projects, the Town involves community members numerous times during a given process, gathering insight and perspective and checking back with constituents to let them know how community input informed decisions.

Collaborate: Through Citizen Review Committees, Task Forces, and other groups the Town consistently works and collaborates with community members to gather consistent and continuous input and perspective and help move initiatives forward with a broad variety of perspective and insight.

Staff is recommending utilizing “inform” and “consult” for this initiative, including the following:

- Information to the general public through the Town’s current methods
- Direct outreach to stakeholders, including landscapers, landscape architects, property managers, large water users, Agencies, and Districts, etc.
- Community workshop to obtain input on alternatives
- Town Council workshops and regular meetings

Key Policy Question 3: Does Council concur with the staff recommendation to utilize inform and consult for the approach to public engagement for this effort? What specific ideas or approaches would Council like to see utilized?

Possible Alternatives.

The Council has the option to:

1. Return to the status quo after the emergency water restriction ordinance expires on October 31, 2025, with no water conservation ordinance in place or updates to Title 13 of the Town of Jackson Municipal Code.
2. Return to the status quo after the emergency water restriction ordinance expires on October 31, 2025, and direct staff to return with water conservation initiatives such as education programs, incentives, and voluntary actions, that do not involve an ordinance or changes to the Town of Jackson Municipal Code.
3. Other.

Comprehensive Plan & Priority Alignment.

A water conservation ordinance relates primarily to Quality of Life, Chapter 8: Quality Community Service Provision relating to the Town’s ability to timely, efficiently, and safely deliver quality services and facilities. It also relates to the following principles in Ecosystem Stewardship: Chapter 1, Stewardship of Wildlife, Natural Resources and Scenery, and Chapter 2, Climate Sustainability, and to Chapter 9: Adaptive Management.

Principle 1.2 – Preserve and enhance surface water and groundwater quality.

Clean water is one of the most basic requirements of a healthy ecosystem and community. Protecting the water quality of Jackson and Teton County is essential to the ecosystem and scenic beauty that residents and visitors enjoy. In addition, the public has the right to clean, affordable drinking water. Stewardship of surface water bodies of all sizes, the Snake River Sole Source Aquifer, wetlands, riparian areas, and groundwater, is vital to sustaining healthy populations of native species and for the health and safety of the human community. Preservation of water quality includes water features, from small creeks to large systems, including the Snake River Sole Source Aquifer, due to its importance as the community’s water source. Among other measures, it is integral to minimize pollution from wastewater and stormwater that cause water quality impairment and threaten overall ecosystem health.

Principle 2.5 – Reduce greenhouse gas emissions through waste management and water conservation

The community will reduce the amount of energy required to distribute, clean, and dispose of water and waste through conservation efforts. Our current water consumption and waste management practices will have long-term adverse impacts on the ecosystem and the community’s energy demand if conservation measures are not pursued.

Principle 9.3 – Anticipate future issues and pioneer innovative solutions

Existing implementation tools will not be enough to fully achieve the community's aspirational goals. We have identified many tools that will move the community toward its Vision. We have also purposefully set the Vision out of reach of conventional approaches to challenge ourselves to explore the adjacent possible and reset the leading edge. To find new solutions, we will have to be willing to analyze and perhaps pilot atypical approaches that do not have historical precedent and may not yield tangible progress.

Fiscal Impact.

The fiscal impact for any irrigation reduction will result in less revenue generation due to less water being sold to customers. To balance this reduction in water revenue, water rates may need to be increased to account for any future water conservation measures. If the Council ultimately approves a water conservation measure, staff will need to work with our rate consultant to determine what percent increase would be needed to cover any potential loss of revenue for Council consideration. Currently, staff are working with our rate consultant to provide an update on the Town's current utility rates, which will be presented to the Council in the first quarter of 2026.

Staff Impact.

Staff impact of this item included roughly four hours from both the Interim Public Works Director and Ecosystem Stewardship Administrator, and four hours from both the Town Manager and the Town Attorney. If directed to draft an amendment to Title 13, research, stakeholder meetings, and ordinance drafting will take an estimated 50-80 hours of staff time, primarily from the Administration, Public Works, and Legal Departments. If the ordinance is passed, education efforts will take an estimated 20 hours of staff time from the External Affairs Department. Additional time will be required by the Police Department for enforcement.

Attachments or Links.

- Ordinance 1442, emergency ordinance passed on July 21, 2022

Suggested Motion.

I move to direct staff to draft an amendment to Title 13 of the Jackson Municipal Code to reduce water use for irrigation purposes and present the ordinance for discussion at a future Council meeting.

ORDINANCE 1442

AN ORDINANCE TEMPORARILY REGULATING LAWN WATERING WITHIN THE TOWN OF JACKSON WYOMING AND ALL PARTIES OUTSIDE THE CORPORATE LIMITS OF THE TOWN OF JACKSON CONNECTED TO THE PUBLIC WATER SUPPLY; DECLARING AN EMERGENCY, PROVIDING FOR AN EFFECTIVE DATE AND A TIME FOR TERMINATION.

BE IT ORDAINED BY THE TOWN COUNCIL OF THE TOWN OF JACKSON, WYOMING:

SECTION I.

A set of temporary regulations on Lawn Watering is hereby imposed on all properties within the corporate limits of the Town of Jackson and all properties outside the corporate limits of the Town of Jackson that are connected to the public water supply.

SECTION II.

The purpose of these temporary regulations that limit the frequency and duration of Lawn Watering is for the immediate preservation of the public peace, health, safety, and welfare to ensure adequate water supply for fire suppression/protection within the corporate limits of the Town, and those properties outside the corporate limits of the Town which are connected to the public water supply.

SECTION III.

The temporary regulations on Lawn Watering within the Town of Jackson and those properties outside the corporate limits of the Town which are connected to the public water supply imposed by this ordinance shall be in effect for a period of one hundred and two (102) days, beginning July 21, 2025 and concluding on October 31, 2025 unless sooner repealed.

SECTION IV.

Definitions for purposes of this Ordinances are as follows:

- A. Lawn Watering is the artificial application of water to a lawn and/or natural landscape area by sprinkler to maintain its health and appearance. Lawn Watering does not include the use of drip systems or hand watering. Lawn Watering does not include the application of water to flower beds or pots, nor to food production areas.
- B. Natural Landscape Areas are outdoor spaces that predominantly feature native vegetation and design principles that mimic the wild landscapes of the local environment.

SECTION V.

Pursuant to this Ordinance, the following restrictions on Lawn Watering apply to all properties within the Town of Jackson and to all properties outside the corporate limits of the Town which are connected to the public water supply, and are as follows:

- A. Depending upon the type of Lawn Watering system a property has, Lawn Watering must be reduced by one of the following methods:
 - 1. *Reduction by Date*: Properties addressed with an even number may only Lawn Water on even numbered dates. Properties addressed with an odd number may only Lawn Water on odd numbered dates.
 - 2. *Reduction by Every Other Day*: Properties with a Lawn Watering system that cannot be set by date, may only Lawn Water every other day.
 - 3. *Seasonal Adjustment*: Properties with a Lawn Watering system that allows for seasonal adjustment, shall reduce Lawn Watering by 50%.
- B. The maximum amount of time a property may be Lawn Watered with Reduction by Date or Reduction by Every Other Day system in a 24-hour period shall not exceed the amount of time the property is being watered as of the effective date of this Ordinance.
- C. New or replacement lawns:
 - 1. Lawn Watering may occur on the first day of installation any time of any day of the week.
 - 2. After the first day, Lawn Watering may occur any day for another 29 days, before 10 a.m. and after 6 p.m.
 - 3. After day 30, Lawn Watering must occur pursuant to this Ordinance.

SECTION VI.

Violations of this Ordinance shall be punishable by a fine of up to \$750.00 per day, per violation.

SECTION VII.

If any section, 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 a separate distinct and independent provision and such holding shall not affect the validity of the remaining portions of the Ordinance.

SECTION VIII.

Adoption of this Ordinance shall be by emergency ordinance provisions under suspension of rules and approved by not less than three quarters (3/4) of the qualified members of the governing body as required and set forth in Wyo. Stat. §15-1-115. This Ordinance shall take effect immediately upon its passage and proclamation by the mayor.

SECTION IX.

This Ordinance shall become effective July 21, 2025.

PASSED THE 21st DAY OF JULY, 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 1442 was duly published in the Jackson Hole News and Guide, a newspaper of general circulation published in the Town of Jackson, Wyoming, on the 30th day of July, 2025. I further certify that the foregoing Ordinance was duly recorded on page 146 of Book 10 of Ordinances of the Town of Jackson, Wyoming.


Riley Hovorka, Town Clerk

SCOPING STAFF REPORT



Meeting Date:	October 20, 2025	Meeting Title:	Town Council Workshop
Submitting Department:	Planning	Presenter:	Paul Anthony
Agenda Item:	Options for changes to LDRs and Comprehensive Plan in Planning Department FY26 Work Plan	Public Comment:	Yes

Purpose & Policy Considerations.

On September 15, 2025, Town Council directed Town staff to present potential strategies or options for making additional changes to the LDRs and possibly to the Comprehensive Plan to address development pressures and impacts in the Town.

Requested Action.

For the Council to consider options for modifying the approved Planning Department FY26 Work Plan to make additional changes to the LDRs – and possibly to the Comprehensive Plan – for the purpose of addressing development pressures and impacts in the Town.

Recommendations.

This is a discussion item where staff ask the Council to provide direction on potential next steps to change to the LDRs and update the Comprehensive Plan. Staff have no recommendation at this time.

Background.

The Town has approved more large multi-family and commercial projects (mainly hotels and short-term rentals) in the last five years than it has at any time in its history. In the last year alone, the Council approved the Mogul Hotel Sketch Plan, Teton County Justice Center Sketch Plan, Snow King Resort condominiums, the Hitching Post housing project, and the Browse 'N Buy redevelopment. This is almost 500,000 sf of total development. It has also denied the 67,000sf Dauntless hotel at Sketch Plan. With the Virginian redevelopment (approx. 221 units) and four other large projects likely to come before the Council in the next year, the Council has been under increasing pressure from the community to do more to control or limit the amount of new development. Public concerns include traffic congestion, lack of workforce housing, impacts to surface and groundwater resources, and protection of our small town and western character.

The Council addressed some of these concerns through the 6-month moratorium that ended in November 2024, when the Town adopted new LDRs that focused on reducing the physical size of new buildings. Those changes included a new Big Building Conditional Use Permit (CUP) process and a maximum building size limit of 40,000sf/50,000sf in most zones. However, as was repeatedly acknowledged throughout the moratorium process, the moratorium was not intended to address or solve all of the community's concerns about growth and development. A broader list of potential future projects was developed as part of the moratorium and Council committed to evaluating these items for potential future action as part of the annual Planning Department Work Plan process.

In May 2025, the Council approved the Planning Department FY26 Work Plan after full consideration of the list of LDR issues identified by the Council during the 2024 moratorium and other possible LDR amendments related to issues outside of the moratorium process. The FY26 Work Plan, approved by both the Council and Board of County Commissioners (BCC), includes the following four projects:

Town-only Projects [County-only projects not shown]

1. Update the Town's Natural Resource Overlay (NRO);
2. Update the Town's 2:1 Workforce Housing Bonus Tool;
3. Biennial LDR update; and

Joint Town/County Project

4. Scoping project to update the Joint Comprehensive Plan.
 - Note: This project was approved not as a full update to the Comprehensive Plan but as a public outreach effort to "scope" the level of community support (or not) for the current Comp Plan to better gauge how big of an update might be necessary. Then, based on the public's feedback, an RFP would be released in FY27 to hire a consultant to conduct the actual Comprehensive Plan update. The intent is to start the scoping project in January, 2026, and to take approximately 6 months to complete.

While Town staff and Joint Principal Long-Range Planner, Ryan Hostetter, have already begun working on the Work Plan's NRO update and 2:1 Housing Bonus update, as well as initial work on the Comp Plan scoping update, it appears that the Council may want to consider options for making additional, more immediate changes to the LDRs to address pressing development issues in the Town. Staff further understand that some Council members may want to make these LDR changes without waiting for the significantly slower Comprehensive Plan update process to be finished, which, when combined with the subsequent LDR updates needed to officially change the zoning rules, could take at least 2-3 years to result in new binding regulations.

The purpose of this staff report is to address Council's request to discuss additional LDR amendments beyond those identified in the FY26 Work Plan. This could be done while either keeping or modifying the current approach to the Comprehensive Plan update. It is important for the Council to remember that the FY26 Work Plan was adopted jointly with the BCC. This means that while the Council can unilaterally make changes to the Work Plan items that are Town-only projects (e.g., the three Town-only LDR projects listed above), making changes to the scope or timing of the Joint Comprehensive Plan scoping update should be done with discussion and approval of both boards.

Key Questions

1. What development concerns does the Council feel are currently not being adequately addressed?
2. Does the Council want to add a new LDR project to the current FY26 Work Plan to address the issues raised in Question #1?
3. If yes to Question #2, does the Council want to delay, consolidate, or replace existing projects in the FY26 Work Plan?
4. Does the Council want to reconsider the currently approved Comprehensive Plan Update scoping project as approved in the FY26 Work Plan? If so, what change would it like to make and how does the Council want to discuss this change with the County?

5. Will the Council need to remove any other priority items from its FY26 agendas if additional projects are added to the Planning Department FY26 Work Plan per this discussion?

Analysis

When considering LDR changes, the Council has a variety of options depending on its short- and long-term goals and priorities. Much depends on the type and extent of LDR changes the Council may want to make (see Key Questions above). Pursuant to the state statutes, the Council is free to amend the LDRs without requiring an update to the Comprehensive Plan provided that the changes are in accordance with the existing Comprehensive Plan. In contrast, if changes to the LDRs fundamentally alter the direction of the community, they may not be enacted without updating the Comprehensive Plan.

This distinction is not a bright legal line, but staff is comfortable noting examples such as downzoning the downtown area to significantly reduce development potential, or shrinking the size of the Lodging Overlay, would likely require a Comprehensive Plan amendment while, limited amendments to building heights, allowed uses, the Design Guidelines, or sustainable development standards, would not require a Comprehensive Plan amendment. Staff will monitor and assess the changes and, as needed, provide guidance to the Council on this issue.

To assist the Council in this workshop, staff have provided below a list of potential options for the Council to discuss. These options are not exhaustive but intended to provide a range of alternatives for consideration.

Option #1: Status Quo - Stay With Existing FY26 Work Plan
Continue to work on the three LDR updates and Comp Plan update as approved in FY26 Work Plan.
Pros: Allows staff to continue working on projects as planned, budgeted, and staffed. No need to make potentially significant changes to staffing resources or need for unbudgeted professional services.
Con: Limits Council's ability to respond to more recent calls for changes to mitigate impacts of development. Would need to wait until FY27 Work Plan to make such changes.

Option #2: Keep FY26 Work Plan PLUS Add New LDR Update to Address Development Concerns
Work on all the projects in FY26 Work Plan and add the additional LDR changes the Council desires to address current development issues in the Town.
Pros: Allows Council to respond quickly to community calls for changes to mitigate impacts of development. LDR changes could include: reducing height limits, restricting short-term rentals, updating Design Guidelines, amending basement definition, and further restricting maximum building sizes. Offers opportunity to consolidate some existing Work Plan projects, such as the 2:1 Bonus LDR update, into a larger package of new LDRs.
Con: Could potentially require significant reorder of staff resources and/or need to pay for professional services. Would consume significant additional capacity of Council in terms of time and agendas.

Option #3: Keep FY26 Work Plan PLUS Add a Modified (expanded or accelerated) Comprehensive Plan Update Process

Work on all the projects in FY26 Work Plan and add an expanded or accelerated Comprehensive Plan update to the FY26 Work Plan to respond more quickly to community concerns about the direction of growth in the Town.

Pros: Allows Council to change its approach to the Comprehensive Plan update if it feels that the current scoping process for FY26 is either moving too slow or is no longer the desired project.

- One option for change would be to eliminate the currently approved scoping process and go straight to a full Comprehensive Plan update. This would likely shorten the total timeline for updating the Comprehensive Plan (but still 1- 2 years minimum) and possibly be more responsive to public calls to make policy-level changes to mitigate impacts of development.

Con: Could require significant reorder of staff resources and/or need to pay for professional services. Would consume significant capacity of Council in second half of FY26 in terms of time and agendas.

Option #4: Keep FY26 Work Plan PLUS Add Option #2 and Option #3

Work on all the projects in FY26 Work Plan and add additional LDR changes per Option #2 and additional changes to the Comprehensive Plan update per Option #3.

Pros: This option includes taking more immediate and extensive action, amending LDRs and updating the Comprehensive Plan

Con: Would require significant increase in staff resources and/or need to pay for professional services. Would consume significant capacity of Council in terms of time and agendas.

Fiscal Impact.

The fiscal impact cannot be determined until the Council provides direction to staff on how it wants to proceed with new or additional changes to the LDRs and Comprehensive Plan.

Staff Impact.

The staff impact cannot be determined until the Council provides direction to staff on how it wants to proceed with new or additional changes to the LDRs and Comprehensive Plan.

Attachments or Links.

None.

Suggested Motion.

If the Council is inclined to make an adjustment to the Town-only items on the Planning Department FY26 Workplan, the suggested motion is:

I move to direct staff to modify the Planning Department FY26 Work Plan as follows:

- 1) [insert list of changes]

If the Council is inclined to revisit the Joint Comprehensive Plan scoping update, the suggested motion is:

I move to direct staff request time at a Joint Meeting with the Teton County Board of County Commissioners to discuss the Joint Comprehensive Plan scoping update.

STAFF REPORT



Meeting Date:	October 20, 2025	Meeting Title:	Workshop
Submitting Department:	External Affairs	Presenter:	Susan Scarlata
Agenda Item:	Community Engagement Task Force	Public Comment:	Yes

Purpose & Policy Considerations.

The purpose of this item is for Council to consider directing staff to work to establish a Community Engagement Task Force.

Requested Action.

Staff requests that Council consider options, discuss, answer key questions, and direct staff to take steps to establish a Community Engagement Task Force.

Recommendations.

Staff recommends Council direct staff to work to establish a Community Engagement Task Force.

Background.

While discussing and approving of the Strategic Communications Plan in July of 2025, Council voted for staff to bring back possibilities related to establishing a Community Engagement Task Force. As shared in chapter eight of the Strategic Communications Plan, the Town's goal with community engagement is to, "Shrink the distance between people impacted by decisions and those making them." The Town utilizes an 'Engagement Spectrum' to build relationships with and learn from community members as we inform, engage with, and educate about the Town's work. Here are descriptions of the four levels of engagement in the spectrum.

Inform: The most regular and consistent form of engagement is putting information out. Every week (and most days) the Town publishes information through a variety of channels.

Consult: For short-term and smaller projects, the Town consults community members once, gathering input and insight through surveys, focus groups, and workshops.

Involve: For longer-term and larger projects, the Town involves community members numerous times during a given process, gathering insight and perspective and checking back with constituents to let them know how community input informed decisions.

Collaborate: Through Citizen Review Committees, Task Forces, and other groups the Town consistently works and collaborates with community members to gather consistent and continuous input and perspective and help move initiatives forward with a broad variety of perspective and insight.

As emphasized throughout the Strategic Communications Plan, "People support what they help create." The Town definitively benefits from ongoing engagement with community members. Falling into the 'collaborate' category of the Engagement Spectrum, a potential task force would be the most in-depth and ongoing means for engagement. A Community Engagement Task Force could help educate community members about the Town, increase familiarity with services and policies, and increase capacity by taking on initiatives and acting as ambassadors for Town services and projects. The External Affairs team envisions a Community Engagement Task Force as an ideal way to commit to consistent engagement and develop Town ambassadors that can speak to and share more about the Town's good work across and within various segments of the community. We anticipate utilizing this Task Force as a sounding board for engagement activities and other items, a resource to help educate different segments of the community, a voice at Council meetings and chats, and that each Task Force member will be assigned an area of focus to help implement specific initiatives and projects. A Community Engagement Task Force will help the Town continue to welcome a variety

of people into local government and empower members to be Town ambassadors for different programs, services, and initiatives. Staff does have some ideas for specific initiatives and programs for task force members to be assigned to and focus on. This is a short list that we anticipate will continue to expand and build with input from CETF members and knowledge they gain while engaging and attending Council meetings.

- Sister City relationships with Tlaxcala, Mexico and Lienz, Austria
- Improving Language Access at the Town
- Accessibility Audit of Town Facilities
- 'Open Day' at Town Hall & other Town Facilities

Analysis & Key Questions.

If directed by Council, the Community Engagement Task Force would need to be established through a Resolution, which would outline various details. Below are some of the specifics that staff is envisioning, which would be included in such a Resolution.

Goal: To help educate community members about the Town, increase familiarity with Town services and policies, and build capacity by taking on initiatives and acting as ambassadors for Town initiatives and projects.

Purpose: To act as a sounding board for engagement activities and other Town-specific items, as a resource to help educate different segments of the community, a voice at Council meetings and chats, and for each Task Force member to help implement and spearhead specific initiative and projects as Town Ambassadors.

Membership: The Task Force shall consist of no more than eleven members, all of whom shall reside in Teton County, Wyoming. All members shall be appointed by majority vote of the Jackson Town Council, and any vacancies, whether created by removal, resignation, or otherwise, shall be filled by the same.

Term Length: To establish staggered terms, initial members shall be divided into one group of five members and one group of six members. The group of five members will serve an initial one-year term. The group of six members will serve an initial three-year term. All subsequent terms for all members after initial appointments will be two years.

Member Responsibilities: The Task Force will report to Town Staff. During their term Task Force members shall:

1. Attend and actively participate in every meeting of the Task Force.
2. Attend and participate in Town Council meetings and chats on a rotating basis each month.
3. Work on specific initiatives and projects and provide timely work product as assigned by Town Staff.
4. Read supporting materials, learn about, and share insight and perspective about Town engagement activities and other items, as specified by staff.
5. Act as a Town Ambassadors helping educate about Town services, projects, and initiatives.
6. Serve with integrity and inspire trust and confidence in Town government.
7. Track hours spent serving on the Task Force, providing documentation as requested by Town Staff.

Meetings: Meetings of the Community Engagement Task Force shall be open to the public and conducted in accordance with state statutes. Regular meetings of the Task Force shall be held at least monthly in Town Hall. A majority of Task Force members may call special or emergency meetings.

Meeting Attendance: Members are required to regularly attend all Task Force meetings. If a member must be absent, they must notify Town Staff as soon as possible prior to the meeting. If a member has been absent from 25% of the regular meetings during a calendar year, Town staff may submit a written request to the Town Council for a replacement to fill the unexpired term of the member.

Task Force Duration: The Community Engagement Task Force will commence no later than February 1, 2026, and continue until such time as it is dissolved by Town Council.

Potential Application and Appointment Process: Staff recommends opening an application period for one month shortly after Council approves a related Resolution. Depending on how many applicants there are, staff also recommends utilizing a rubric to cull the list of applicants and appointing members using the Delphi Method. Applicants will be asked to fill out forms answering the following questions.

1. What is your perspective on community engagement and why are you interested in joining the Town's Community Engagement Task Force?
2. What perspectives do you have that can help you advise the Town on engagement strategies or other Town-specific items?
3. Members of this Task Force will act as Town Ambassadors, what do you know about the Town that you would be interested in learning more about and/or helping educate others in the community on?
4. Members of this Task Force will focus on specific areas. Of the following, what interests you most?
 - a. Helping build and support the Town's Sister City relationships with Tlaxcala, Mexico and Lienz, Austria;
 - b. Helping move forward an accessibility audit of Town Facilities;
 - c. Helping spearhead an 'Open Day' at Town Hall & other facilities; or
 - d. Helping improve Language Access at the Town.

Delphi Method: Working with complete applications, the appointment process will employ a rubric to assess applications and the Delphi Method to work toward mutual agreement by conducting a series of selection rounds until consensus is reached. Staff sees this as a valuable way for Town Council to engage in a systematic consensus-building approach to appoint Task Force members. This process will narrow down the applicant list and identify applicants for whom consensus is reached. For this process, each Town Councilor will review applications, make a list of the nine or eleven applicants that rise to the top for them, and share them with staff via email. Once staff has all of Council's responses, we will rank the list of candidates by the number of times each was included to determine the most frequently selected candidates. Applicants selected with some frequency will be compiled in a new list for redistribution and a second selection round by Councilor will be undertaken. If needed, Council may undertake several rounds of listing applicants. After each round, responses will be aggregated anonymously and shared with Council. Again, if needed, Councilors will be able to adjust their choices in subsequent rounds, based on how they interpret the "group response" that has been provided in previous rounds. Through as many rounds as needed the Delphi method will, eventually, help reach consensus about Task Force appointees.

Stipends: Staff suggests that each member of the Community Engagement Task Force be eligible to receive a stipend of up to \$450 per month. Stipends will help attract individuals with varied backgrounds, socioeconomic realities, ages, and personal situations that may not otherwise be able to serve. Financial support will, ideally, bring community members who do not generally participate in government or community processes to the table and will compensate them for their expertise, skills, participation, and varied perspectives. Nationally, it has become more common to provide funding for participation on task forces and committees. Locally, various ambassadors are paid \$55 a day or \$1,500 for three months of engagement, which both align with the \$450 monthly amount. Stipends could help community members who might otherwise take on additional jobs be able to commit to and participate in this task force and engagement with government. If stipends are approved, staff proposes having members opt-in to receive them and track their monthly hours of participation.

Student Members: Some other municipalities in Wyoming have youth councils to advise and give input to Town Council. To take some steps toward a similar concept, the Town could include youth members on the Community Engagement

Task Force as part of the larger group. If Council would like youth members on the CETF, staff recommends they are in addition to nine adult members, making the full membership a group of eleven.

Steps to Establish Task Force: Again, if Council so chooses, various steps will need to occur to establish a Community Engagement Task Force (CETF). Staff's understanding of the related steps are listed below.

1. **October 20** | Town Council decides to establish a Community Engagement Task Force and determines if members will receive payment.
2. **November** | Town Council passes a Resolution establishing a Community Engagement Task Force.
3. **November & December** | A four-week application period opens for people to apply to the CETF.
4. **January** | Council appoints members to CETF.
5. **January/February** | CETF meetings begin, and each member is assigned to a specific project.

Key Questions

Key Question #1: Does Council want to establish and appoint a Community Engagement Task Force?

Key Question #2: Does Council have edits or additions to the purpose and goal provided for this Task Force?

Key Question #3: Does Council approve of paying members of a Community Engagement Task Force and/or Town Ambassadors?

Key Question #4: Does Council want to designate two spaces for youth members of the Community Engagement Task Force and make the total membership eleven?

Possible Alternatives.

Council could choose not to establish a Community Engagement Task Force or discuss alternatives to any of the topics provided in the Analysis section of this Staff Report.

Comprehensive Plan & Priority Alignment.

The Comp Plan's third Common Value is 'Quality of Life,' which highlights that our community takes pride in our local identity and community character. The Comp Plan states, "Residents and visitors have become accustomed to high-quality life safety, transportation, educational, social, cultural, and recreational services." A Community Engagement Task Force is entirely aligned with helping maintain and continue high quality of life focused on social, educational, cultural, and recreational services.

Fiscal Impact.

If Council approves an eleven-member Community Engagement Task Force being paid \$450 per month and each member is paid that full amount, it will total to \$59,400 annually. A nine-member group would total \$48,600 annually. There is \$48,600 budgeted for stipends, which will cover them for the rest of this year whether for a nine- or eleven-member group. If Council decides to move forward with stipends, we will need to budget for that, either for \$48,600 (9-member) or \$59,400 (11 member) in the FY27 budget. We have also budgeted for professional services for support and facilitation to educate Task Force members about civic and community engagement in the amount of \$35,000.

Staff Impact.

The External Affairs Department presented the strategy to have a Community Engagement Task Force in its Strategic Communications Plan and, if directed, would steward this task force. As this department seeks to "Shrink the distance between the people impacted by decisions and those making them," a CETF is an appropriate and effective use of staff

time and resources. This endeavor would help bring a wider variety of voices and perspectives into our Town government and gather broader perspectives to ideally help people “Support what they are helping create.” Staff anticipates spending approximately 100 hours annually of the Director of External Affairs time to establish, facilitate, and support a Community Engagement Task Force. The Public Information Officer would also attend meetings, help facilitate, and provide support and perspective to the Task Force, spending approximately 75 hours annually on this initiative.

Attachments or Links.

NA.

Suggested Motions.

I move to direct staff to work to establish an eleven-member Community Engagement Task Force with:

- The purpose and goals set forth in this staff report;
- Space for two youth members; and
- Payment for each member in their roles as Town Ambassadors in the amount of up to \$450 monthly.

JANUARY	FEBRUARY	MARCH
TOWN MTGS.	TOWN MTGS.	TOWN MTGS.
Affordable Non-Residential Space Scoping Report	Parking Garage Fees	Karns Meadow Monitoring/Advisory Group
Council Appointment Process	Wildlife Feeding & Bear Resistant Trash Annual Update	User Fees from EV Charging
EBike Scoping Report	Policy Manual Update	Cemetery Service Level Standards
Public Art Plan	User Fees from EV Charging	RFP for Greenhouse Gas Inventory
JM	JM	JM
Transportation CIP	90 Virginian Lane Development Agreement	90 Virginian Lane Development Agreement
	Destination Management & Marketing Organization (DMMO)	Joint Powers Agreement Updates
	Fire/EMS JPA Process Schedule	Community Wildfire Mitigation (CWPP)
APRIL	MAY	JUNE
TOWN MTGS.	TOWN MTGS.	TOWN MTGS.
Scoping Related to LDRs (continued)	Scoping Related to LDRs	Stormwater Plan & Establishing Stormwater Utility
Legislature: WAM Update	Equity Task Force	Contract Award for Greenhouse Gas Inventory
JM	JM	JM
90 Virginian Lane	Fire/EMS Standards of Cover/Levels of Service	Safe Streets for All
Indicator Report	Fire/EMS Strategic Planning Including Housing Volunteers	90 Virginian Lane
Safe Streets for All	Housing Supply Plan & Work Plan	
	Joint Long Range Work Plan	
	Transportation Work Plan	
	90 Virginian Lane (Special Meeting)	

JULY	AUGUST	SEPTEMBER
TOWN MTGS.	TOWN MTGS.	TOWN MTGS.
Sustainability Plan Update	Ecosystem Health Indicators	Strategic Budgeting (Special Mtg.)
Strategic Comms Plan & Language Access	Public Art Allocation	Interim Parking Action Plan Update
		Fire/EMS Funding Options
JM	JM	JM
Joint Powers Agreement Timelines	Joint Powers Agreement Updates Fire/EMS & EM	Housing Supply Plan & Preservation Program
Transportation System Monitoring: Traffic Impact Study Update	E-Bike/Pathway Safety	
OCTOBER	NOVEMBER	DECEMBER
TOWN MTGS.	TOWN MTGS.	TOWN MTGS.
Strategic Budgeting	Mobility Hubs	Strategic Budgeting
Develop Sworn Mounted Patrol Unit	Strategic Budgeting	Stormwater Plan & Establishing a Stormwater Utility
	Rodeo Grounds Lease	
JM	JM	JM
	Joint Powers Agreement Updates Fire/EMS & EM	Joint Powers Agreement Updates Parks & Rec
		Fire/EMS Standards of Cover/Levels of Service
		Safe Streets for All

SHIFTS & CHANGES		SPECIAL MEETINGS
Transportation Work Plan moved from April to May—		Process of Updating Comp Plan
Strategic Comms Plan & Language Access moved from June to July		Long-term Strategic Vision/Plan Focused on Housing
E-Bike/Pathway Safety moved from June to August JM		Community Visioning Scoping/Check in
Public Art Allocation Moved from July to August		Create 21st Century Operating System
Adjust Management of Grand Targhee Grant Program removed, Council input not needed		
Interim Parking Action Plan moved from August to September		DURING BUDGETING PROCESS
Housing Supply Plan & Preservation Program moved from August to September		Staff Benefit Package Review
County Water/Wastewater Service Level Connections & Policy moved from May to Oct. to TBD		Grant Management Staff member or consultant
Transportation Impact Study and LDR amendment moved from June to TBD		
Fire/EMS Standards of Cover/Levels of Service moved from July to August JM & added to December		
Rodeo Grounds Lease moved from July to September to November		
5 Year Transit Strategic Development Plan moved from JM to TBD		
Snow King/Maple Way moved to TBD in 2026		
Town Employee Housing Strategy moved to TBD		
Legislative Approach moved from October to December		
Develop Sworn Mounted Patrol Unit moved from Sept. to Oct. to TBD		
Int'l Energy Conservation Building Code Update moved to TBD in '26 (based on ICC publishing date)		
Revaluation of 2:1 Workforce Housing Bonus moved from Oct. to Nov. to TBD		
Reimagining Special Events moved from November to TBD		
Updates to Title 13: Utilities moved from November to TBD		