

Jackson Town Council Retreat

January 28 | Day 1



Sharing Council Perspective & Deep Listening (cont.)

- What are the most important items facing the Town that you would like Council to work on over the next 12 months and why? These can be items we are already working on or new ones.
- What are 1-2 actions the Town should consider to address item(s) you identified in question 1?



Sharing Council Perspective & Deep Listening (cont.)

- What are the most important items facing the Town that you would like Council to work on over the next 12 months and why? These can be items we are already working on or new ones.
- What are 1-2 actions the Town should consider to address item(s) you identified in question 1?





Group Discussion

- Something new you heard
- Something you agreed with
- Something you did not agree with
- Key themes from various conversations

Development of Council Work Plan Calendar



Success in 2025

COUNCIL WORK & PRIORITY ITEMS 2025		
JANUARY	FEBRUARY	MARCH
TOWN MTGS.	TOWN MTGS.	TOWN MTGS.
Affordable Non-Residential Space Scoping Report	Parking Garage Fees	Karns Meadow Monitoring/Advisory Group
Council Appointment Process	Wildlife Feeding & Bear Resistant Trash Annual Update	User Fees from EV Charging
EBike Scoping Report	Policy Manual Update	Cemetery Service Level Standards
Public Art Plan	User Fees from EV Charging	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)	

Success in 2025

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	Strategic Budgeting	Strategic Budgeting
	Rodeo Grounds Lease	Stormwater Plan & Establishing a Stormwater Utility
		Develop Sworn Mounted Patrol Unit
		Legislative Approach
JM	JM	JM
	Joint Powers Agreement Updates Fire/EMS & EM	Fire/EMS Standards of Cover/Levels of Service
		Safe Streets for All

Council Calendar Development 2026

JANUARY	FEBRUARY + BUDGET MEETING	MARCH
TOWN MTGS.	TOWN MTGS.	TOWN MTGS.
Water Efficiency	Parking Update for Summer 2026	Bear Conflict Zone Potential Expansion
Flock	Strategic Budgeting	LDR FY26 Development Impact Updates
LDR Updates	S4 Flats Housing Project	Water Efficiency Ordinance
	Parks and Rec 5 Year CIP	Cemetery Master Plan & Fees
	Town Council Salaries	
JM	JM	JM
Comp Plan Scoping	Joint Powers Agreement Updates Parks & Rec	Joint Powers Agreement Updates Parks & Rec
	90 Virginian Lane	90 Virginian Lane
	Emergency Management Exercise	START Transit Development Plan
APRIL + BUDGET MEETINGS	MAY + BUDGET MEETINGS	JUNE + BUDGET MEETINGS
TOWN MTGS.	TOWN MTGS.	TOWN MTGS.
Community Streets Plan Draft	Legislature: WAM Update	Voluntary Stretch Codes for Building Efficiency
Water Efficiency Strategy Implementation	Town Facilities & Property Master Plan	LDR FY26 Development Impact Updates
Int'l Energy Conservation Building Code Update	Strategic Budgeting	County Water/Wastewater Service Level Connections & Policy
Mounted Patrol Implementation	Cemetery Residency Requirements Policy	Update on Parking Garage
Stormwater Utility Policies	Natural Resource Overlay LDR Update	Traffic Impact Study LDRs
LDR FY26 Development Impact Updates	Town Planning FY27 Work Plan	
	Rodeo Grounds	
JM	JM	JM
Joint Powers Agreement Updates START	Joint Powers Agreement Updates START	Joint Powers Agreement Updates Housing/Transpo/Planning
Transportation Work Plan	Housing Supply Plan & Work Plan	Joint Planning Coordination
Comp Plan Indicator Report		

Council Calendar Development 2026

JULY	AUGUST	SEPTEMBER
TOWN MTGS.	TOWN MTGS.	TOWN MTGS.
Community Streets Plan Adoption	Town Employee Housing Strategy	Title 13: Utilities Update
Sustainability Plan Update	Pollinator Protection	Biennial LDR Update
Stormwater Utility Fees	Ecosystem Indicator Report	Reimagining Special Events
JM	JM	JM
Joint Powers Agreement Updates Housing/Transpo/Planning	JPA Updates Court, Animal Shelter, & Victim Services	JPA Updates Court, Animal Shelter, & Victim Services
Transportation Impact and Maintenance Fees	Housing Rules & Regs	Comp Plan RFP
OCTOBER	NOVEMBER	DECEMBER
TOWN MTGS.	TOWN MTGS.	TOWN MTGS.
Update on Parking at Home Ranch	Staff Benefit Package Review	Drone As First Responder
Reimagining Special Events	Title 8: Health & Safety Update	Legislative Approach
JM	JM	JM
Housing Rules & Regs		

Jackson Town Council Retreat

January 29 | Day 2



Review Council Work Plan Calendar



Town Council Rules & Procedures

GENERAL PROVISIONS

- Section I. | Adoption of Robert's Rules of Order
- Section II. | Suspension of Rules
- Section III. | Precedence of Rules

RULES AND PROCEDURES

- Section I. | Types of Meetings
- Section II. | Notice of Meetings
- Section III. | Quorum
- Section IV. | Conduct of Regular Meetings Held at 6:00PM
- Section V. | Conduct of Other Regular or Special Meetings
- Section VI. | Mayor Pro Tempore & Acting Mayor Pro Tempore
- Section VII. | Rules of Debate
- Section VIII. | Addressing the Town Council
- Section IX. | Rules of Decorum
- Section X. | Motions
- Section XI. | Voting
- Section XII. | Consent Calendar
- Section XIII. | Ordinances
- Section XIV. | Resolutions
- Section XV. | Town Council Minutes
- Section XVI. | Order of Business
- Section XVII. | Agendas and Packets for Meetings
- Section XVIII. | Town Council Board & Committee Liaisons
- Section XIX. | Town Staff Reports
- Section XX. | Town Attorney
- Section XXI. | Research for Members of the Town Council
- Section XXII. | Official Correspondence from the Mayor or Members of the Town Council
- Section XXIII. | Appointments
- Section XXIV. | Swearing In of New Members
- Section XXV. | Censure and Admonition

Rules & Procedures that Vary from WAM &/or Robert's Rules

- Section 1.B | Special Meetings & Informing
- Section 1.B | Special Meetings & Calling
- Section III. | In-Person v. Virtual Meeting Attendance
- Section IV. | Conduct of Regular Meetings
- Section VI. | Mayor Pro Tempore and Acting Mayor Pro Tempore
- Section VII. | Rules of Debate
- Section VII. | Addressing Council
- Section X. | Motions
- Section XI. | Voting
- Section XV. | Minutes
- Section XVI. | Order of Business
- Section XVII. | Agenda and Packets
- Section XX. | Town Attorney

Town Council

Working Agreements

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

▪ Discussion

We agree to:

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

▪ Consensus & Voting

We agree to:

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

▪ Respect

We agree to:

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

▪ Positivity

We agree to:

- ✓ Thank each other.
- ✓ Celebrate successes.

▪ Fairness and Equity

We agree to:

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

▪ The Body Politic

We agree to:

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



Town Council Packets & Information



Deadlines

- **Initial Staff Reports:**
3 weeks prior to final report
 - Bare bones
 - Subject line & suggested motion
- **Complete Staff Reports:**
1 week prior to final report
 - Every section is complete
 - Your best work
- **Final Staff Reports:**
Friday before publishing day
 - Incorporates feedback from reviewers
 - In PDF format with all attachments bookmarked
- **Publishing Day:**
1 week prior to meeting
 - Reports are finalized before start-of-day
 - Clerk pulls everything together

Staff Report Deadlines					
*delayed due to holiday					
Meeting Date	Initial Staff Report Due	Complete Staff Report Due	Final Staff Report Due	Publication	Disbursements
<i>Date of the meeting</i>	<i>12pm Three weeks prior to Friday before publication</i>	<i>12pm One week prior to Friday before publication</i>	<i>12pm Friday before publication</i>	<i>One week prior to the meeting</i>	<i>Due to Finance: two Wednesdays prior to meeting at 5pm</i>
12/1/2025	10/31/2025	11/14/2025	11/21/2025	11/24/2025	11/19/2025
12/15/2025	11/14/2025	12/1/2025*	12/5/2025	12/8/2025	12/3/2025

Staff Report Content

- Purpose & Policy Considerations.
- ~~Requested Action.~~
- Recommendation.
- Background: How we got here. Steps that impact this item now.
- Analysis & Key Questions: Pros/Cons of Recommendation.
MUST HAVE Key Questions, except for items on consent agenda.
- Possible Alternatives.
- Comp Plan Alignment.
- Fiscal Impact.
- Staff Impact.
- Attachments or Links.
- Suggested Motion.





Town Manager Expectations

- Staff reports are one of the most important things the organization does.
- Relatability is top priority. Could someone with no background in your field understand?
- Remove and/or explain jargon or internal shorthand.

Use Plain Language: Straightforward writing that only uses as many words as necessary.

- Use active, not passive, voice.
- Write short, simple sentences and paragraphs.
- Use common, everyday, precise words. Minimize jargon and define it, when needed.

Short, Clear Sentences

- Complexity is the enemy of clear communication.
- Express one idea per sentence.
- Break information up into small, easier-to-process units.

- **EXAMPLE**

THIS: The Town must receive your application by June

INSTEAD OF THIS: The application must be completed by the applicant and received by the financial office by June 1.

- **TLDR for: Too Long; Didn't Read**
Summarize, have key points and questions you need Council to answer.
- **BLUF for Bottom Line up Front**
Start with the main idea. Ask what is the point of this item and what direction is needed?

Strategic Budget & FY27 Budget



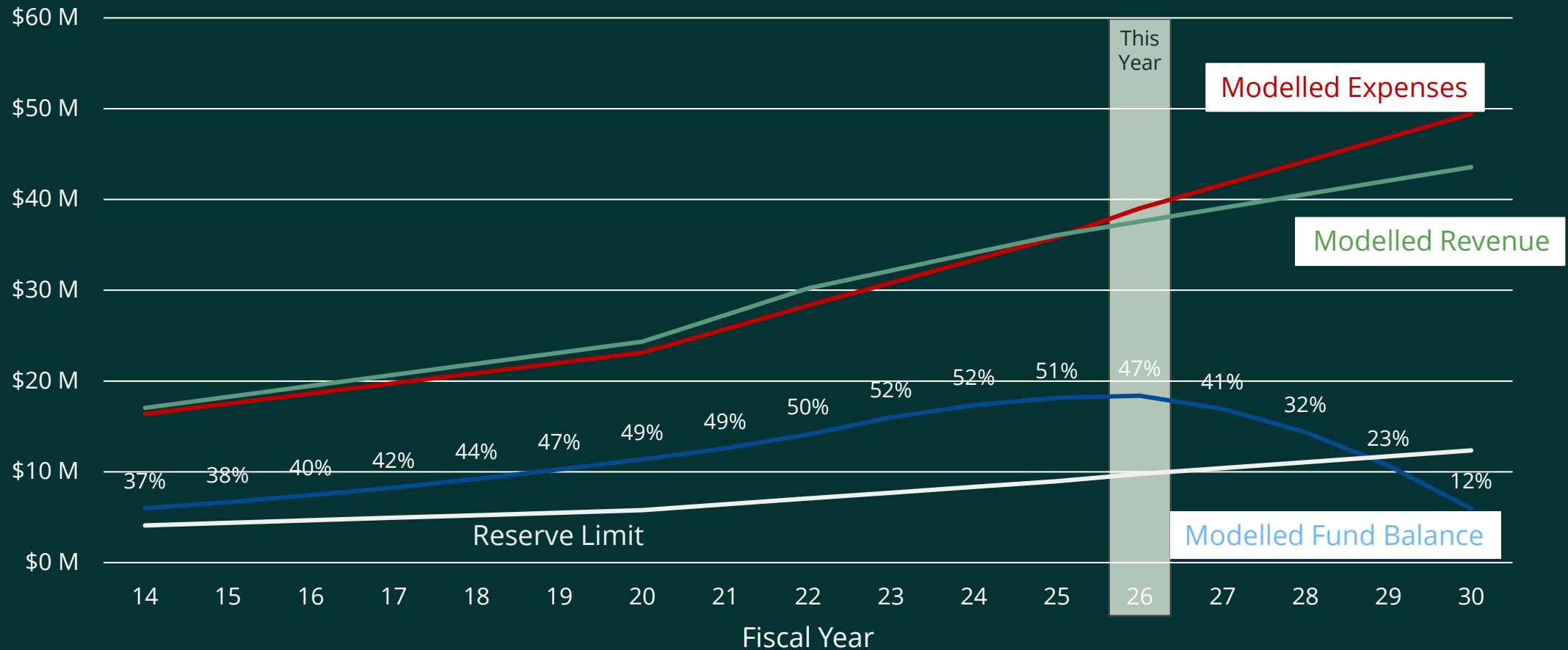
Why Strategic budgeting?

Strategic budgeting
was identified
as an action item
at the 2025 retreat

- The General Fund balance will be below the 25% reserve target in 2-4 years
 - Recurring expenses have been growing faster than recurring revenues the past 3 years
- Opportunity to envision the future and define our goals

The current scenario is a 3-4 year reserve horizon

Modelled General Fund Revenue, Expenses, and Annual Balance



Strategic Budgeting Purpose

- Balance revenue and expenses (short-term)
AND
- Balance recurring revenue and expense growth (long-term)

Strategic Budgeting Objectives

1. Understand budget history and how we got here
2. Envision future scenarios
3. Identify a budget philosophy
4. Make an action plan to implement the philosophy

Strategic Budgeting Process

	Step 0	Step 1	Step 2	Feb Meeting Step 3	Step 4
Council Meeting	Sep 16, 2025	Oct 23, 2025	Dec 16, 2025	TBD	By May 2026
Objective	Process setup	Understand the budget history	Envision future scenarios	Define a budget philosophy	Make an action plan
Outcomes	• Process objectives • Determine public outreach	• ID outstanding questions • ID additional tools • Scope expert input • Finalize budget philosophy Qs	• Vision for where we would like to go in each scenario (Status quo, more, less)	• Prioritize strategic budget approach options • Review draft budget philosophy	• Finalized action plan
Materials	• Proposed process	• Detailed status quo background • List of budget tools • Staff & Council input on philosophy Qs • Historical budget philosophy	• Visioning exercise • Sr. staff (&public?) input on vision	• Approach options	• Public input on options and philosophy • Draft action plan based on vision, philosophy, and tools

Today's Objectives

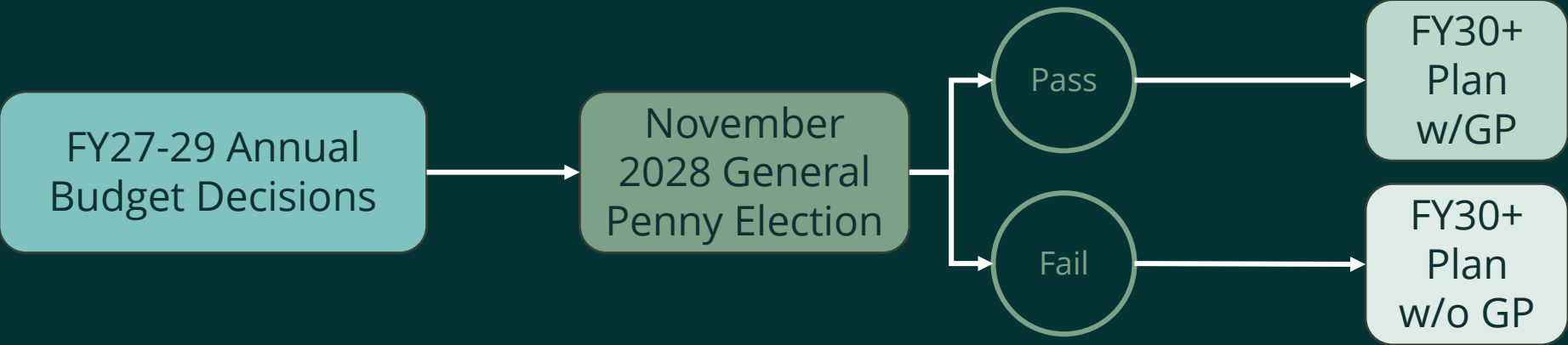
- Preview February Strategic Budget Meeting
- Discuss FY27 Budget Instructions
- Set a date for February Strategic Budget Meeting

February Meeting Preview

- What we heard in December
 - Work toward a General Penny election in November 2028
 - Coordinate with Teton County
 - Determine Increment
 - Prioritize staff: retain COLA and merit increases
 - Keep up with Capital depreciation
 - Avoid unbudgeted, non-emergent funding requests
 - Only use property tax as short-term, budget-balancing tool (not a long-term solution)
 - Other

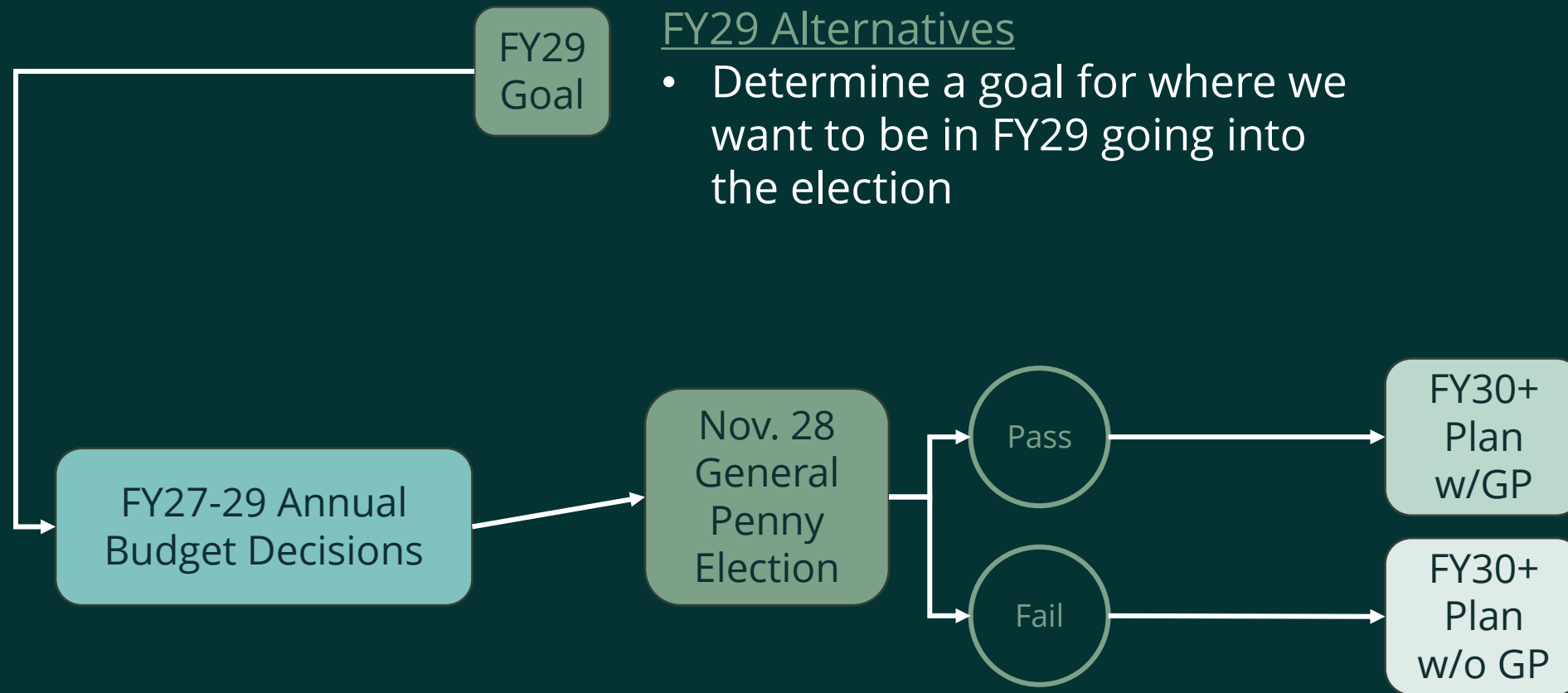
Next Steps based on December Discussion

FY26	FY27	FY28	FY29	FY30+



Why Focus on an FY29 Goal?

FY26	FY27	FY28	FY29	FY30+



FY29 Goal - Alternatives

- **Maintain a 25% General Fund Reserve minimum only**
 - Maintain a minimum General Fund balance reserve
 - Goal will be to spend the balance of the General Fund discretionary fund to maintain current services at their status quo levels of service
- **Maintain a 25% General Fund Reserve minimum; while growing the General Fund discretionary fund**
 - Goal will be to have FY29 revenues equal FY29 expenses
 - Work over three years to balance the annual budget (can include revenue and expense tools)
 - Results in a 40%-50% General Fund balance, that can be used should the General Penny election not be successful
- **Maintain a 25% General Fund Reserve minimum; while growing the General Fund discretionary fund**
 - Balance annual revenue and expense growth by FY29
 - Use revenue and/or expense tools to balance growth rates
 - Results in a +/- 60% GF balance, that can be used should the General Penny election not be successful

Why Focus on an FY29 Goal?

FY26	FY27	FY28	FY29	FY30+

FY29
Goal

FY29 Goal Considerations

- Where do we want to be going into the election?
- What are the implications for FY27-FY29?
 - Strengths of actions needed to meet goal
 - Weaknesses of actions needed to meet goal
 - Opportunities of actions to meet goal
 - Threats of actions to meet goal

FY27-29 Annual
Budget Decisions

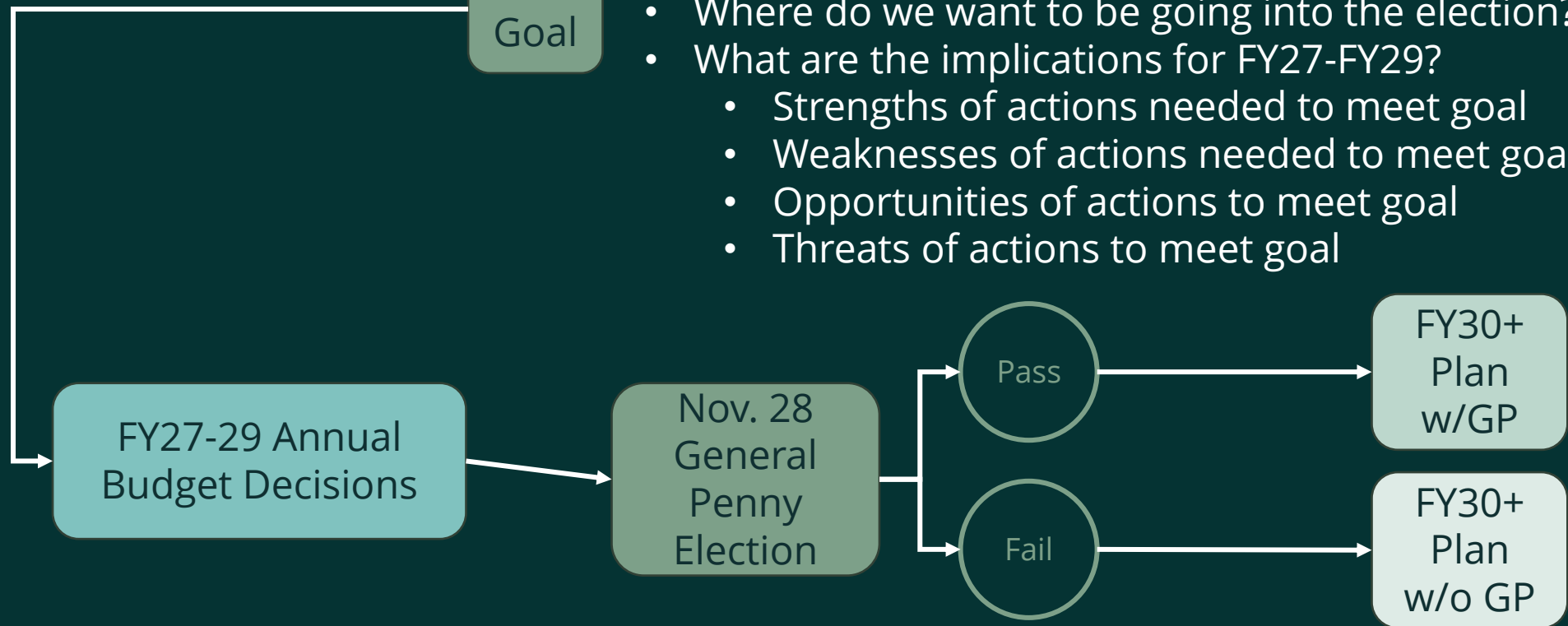
Nov. 28
General
Penny
Election

Pass

Fail

FY30+
Plan
w/GP

FY30+
Plan
w/o GP



FY27-FY29 Actions

FY26	FY27	FY28	FY29
Strategic Budgeting			
FY 29 Goal			
Finalize Plan	Implement Plan		
Nov. 28 GP Election			
	Coordinate with County on ballot & public outreach		Election
FY27-29 Annual Budget Decisions			
	Monitor growth of existing revenue		
	Nov. 26 Lodging Tax?		
Property Tax?	Property Tax?	Property Tax?	
	Continue to monitor the growth of Joint Department expenses and negotiate MOUs		
	Freeze FTE growth?		
	Adjust Capital Transfer amount/percentage?		
	Freeze other expense growth?		

FY27-FY29 Annual Decisions

- Revenue
 - Monitor existing revenue growth
 - 2026 Lodging Tax
 - Property Tax
- Expense
 - Joint Department share
 - New FTEs?
 - Amount of Capital transfer
 - Amount of growth in other expenses

February Strategic Budget Objectives

- Affirm November 2028 General Penny approach
- Set a goal for FY29 budget
- Affirm public engagement plan

FY27 Budget Instructions

- **Directors:** Request what you need to maintain the status quo level of service
- **Town Manager:** Base recommended adjustments on strategic budgeting direction
- Timing of strategic budget work and FY27 work should align
- A gap between requested & approved budget is useful information for future public outreach

Set a Date for Strategic Budget Meeting

-Week of February 23?





Strategic Communications

The Town's Strategic Communications plan, implemented by External Affairs in collaboration with colleagues across the organization, strives to:

- Build trust, reliability, & credibility
 - Effectively communicate about initiatives & policies
 - Improve awareness of services
 - Enhance community engagement
 - Share the Town & community's why
 - Promote transparency
- 



To implement the Comms Plan, on a daily basis we are:

1. Simplifying Complexity
2. Strengthening the Brand to be Instantly Recognizable
3. Creating Brand Assets that show the Town's Value and Connect with People

The Town is Working for YOU Campaign

Showing the Town's Value and
building Awareness of all the
organization does and provides.



80% Educational Content

Offering value through educational, entertaining or informational content.

- How-to videos, posts, or virtual tours
- Detailed info, program demos, in-depth guides, & insights from specialists
- Did you know? Or Ever wonder how?
- Explainers, timely reports, and updates
- Positive, uplifting, or funny content
- Behind-the-scenes peeks, or 'throwbacks' about Town history
- Hacks, tips, and tricks

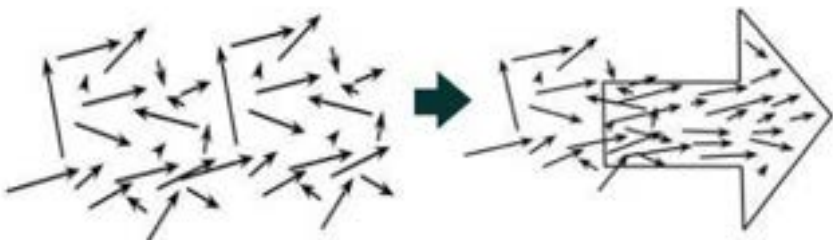
20% Requests

Reminders, compliance requests, & education on ballot initiatives like:

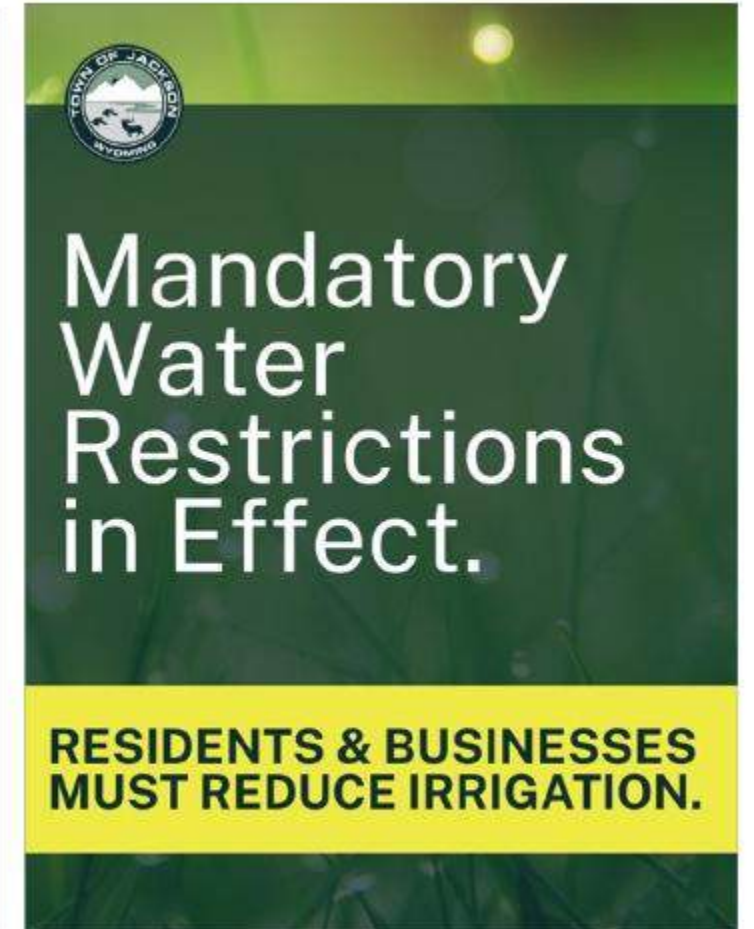
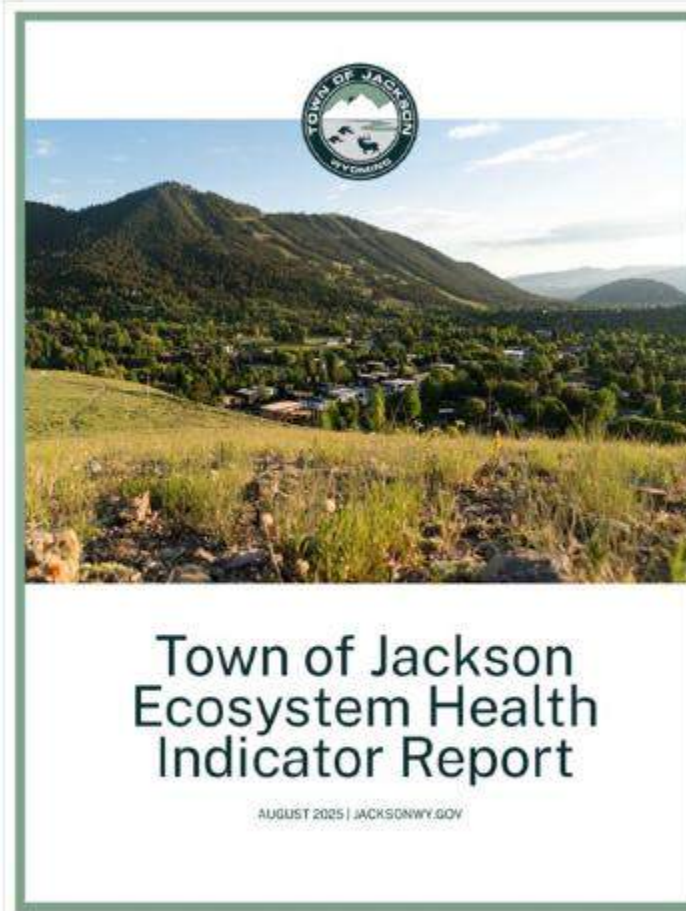
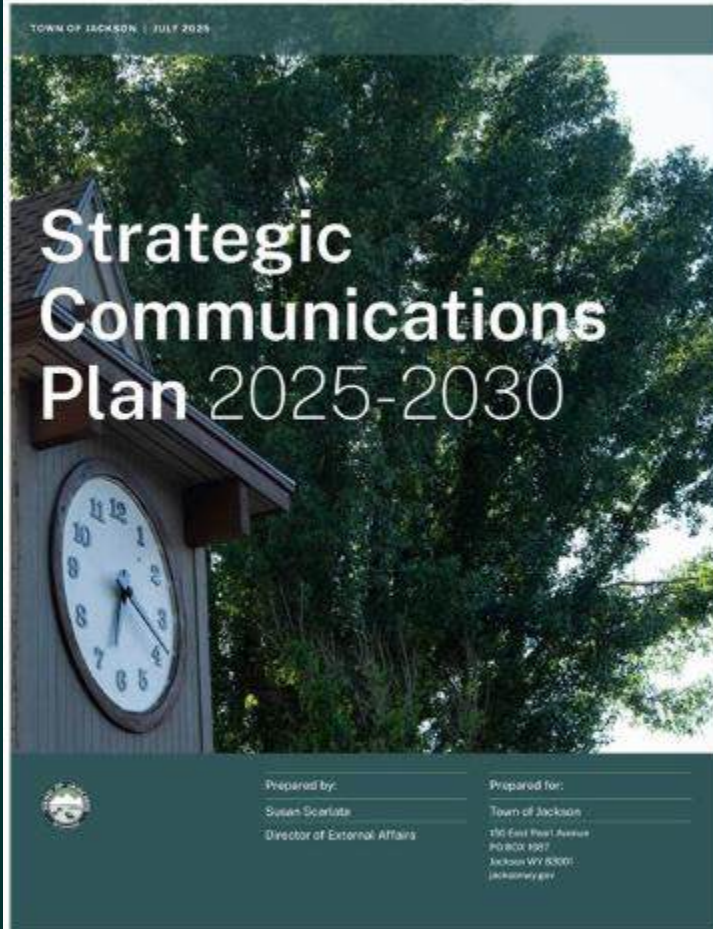
- Explainers or "What's this Policy Mean to Me?"
- Demonstrations & detailed information about rules & regulations
- Calls to Action about compliance &/or rules



Building the Brand



Brand Elements in Use



Brand Elements in Use

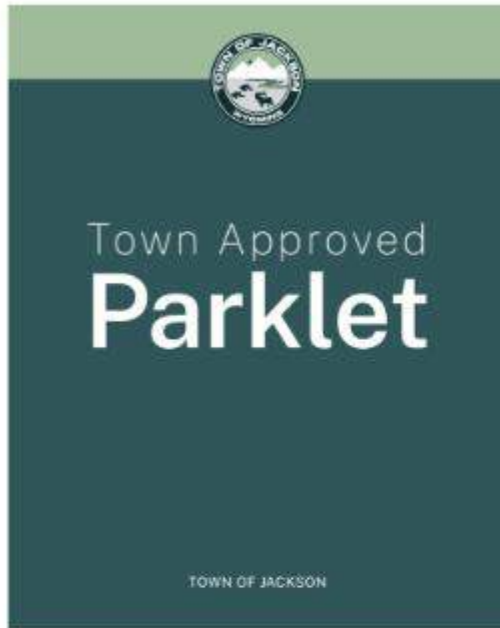
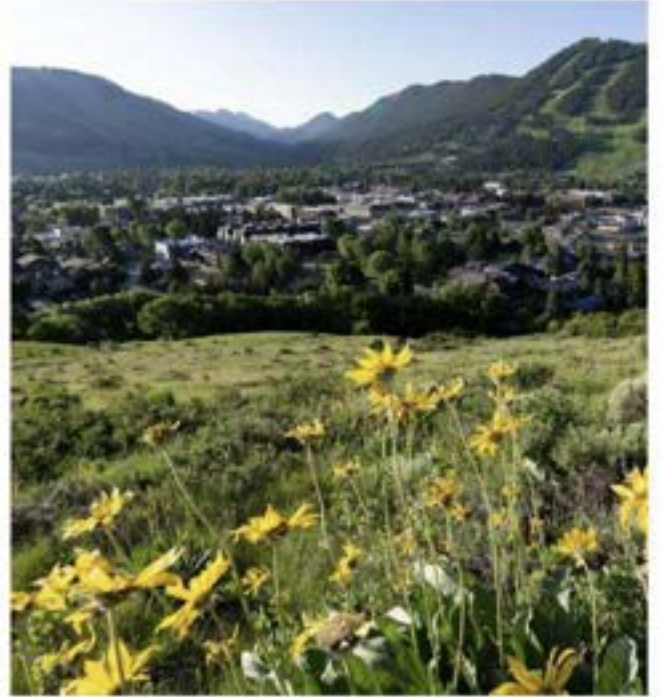


Photo Library





Communications Campaigns in 2026

- The Town is Working for YOU
- Water Efficiency
- Strategic Budgeting

The Town is Working for YOU Campaign

Maintaining the Heart of Jackson.

→ The Town is Working for YOU.



The Town's Public Works' team manages streets, plowing, water, sewage, and critical infrastructure 24 hours a day.



Providing Care Until Adoption.

→ The Town is Working for YOU.



The Jackson and Teton County Animal Shelter provides humane care to lost and abandoned animals, and facilitates their healing and adoption. JACKSONWYGOV



Meet Your New Best Friend.

→ The Town is Working for YOU.



The Jackson and Teton County Animal Shelter provides humane care to lost and abandoned animals, and facilitates their healing and adoption.



POTENTIAL INITIATIVE (PI) LIST			
ITEMS	REQUESTOR	DATE OF REQUEST	
2025			
Updates to Intersections on Broadway (Glenwood/Jackson) for Crosswalk or Blinking Lights	AJ/AS	15-Dec-25	
Reimagine Nelson Drive	DV	1-Dec-25	
Expand Bear Conflict Zone	AJ	1-Dec-25	SCHEDULED
Residential Parking discussion	Council vote after Scoping	15-Sep-25	
Regulation of UTVs and Related Businesses	Council vote after Scoping	18-Aug-25	
Update to Parklet Fees	AJ	7-Jul-25	
Potential Hazard of Leaving Yard Waste Out	DV	7-Jul-25	
Internal Building Standards	Retreat	13-Feb-25	
Dedicated Transportation Revenue, Including Impact	Retreat	13-Feb-25	
Systematizing Capital Improvement Planning (CIP)	Retreat	13-Feb-25	
Accessory Residential Unit (ARU) Program	Retreat	13-Feb-25	
Health and Human Services	AJ	21-Jan-25	
Town Role in Philanthropy	AJ	21-Jan-25	
Affordable Non-Residential Zoning Strategies	Council vote after Scoping	6-Jan-25	
Natural Resource Overlay	Retreat	13-Feb-25	
Improved Regs on Performers/Buskers in Town	AJ	21-Jan-25	

POTENTIAL INITIATIVE (PI) LIST			
ITEMS	REQUESTOR	DATE OF REQUEST	
2024			
Potential Increase to Taxi Fees	Council vote after Scoping	16-Dec-24	
Further Steps to Remove Barriers to Early Childhood Education	Council vote after Scoping	18-Nov-24	
Herbicide & Pesticide Prohibition/Policies in Town	JR/JS/AJ	21-Oct-24	SCHEDULED
Consider Parking Enforcement for Trailers/Other Non-Motorized Vehicles	JS	19-Aug-24	
Consider Airport Shuttle Stops and Overnight Parking	JS	19-Aug-24	
Consider sensitivity training for Council related to speaking with Victim Services/about community members who have experienced trauma	JSC	6-May-24	
Require All New/Significant Remodels to Commercial Buildings to Include Affordable Retail Space at Deeply Discounted Rates v. Market	JS	15-Apr-24	
Require All New/Significant Remodels to Commercial Buildings to Include Affordable Art Space at Deeply Discounted Rates v. Market	JS	15-Apr-24	
Goal to House 100% of Town Staff in 5-10 Years	JS	15-Apr-24	
Dog Off-Leash/Dogs in Parks/Dogs in Certain Parks	HML +JSC/JR/AJ 21-Oct-24	26-Feb-24 & 21-Oct-24	
Workforce Housing Mitigation	Council	Jan '24 Retreat	
Alternate-Side Winter Parking	Council	Jan '24 Retreat	
Re-Evaluation of 2:1 Workforce Bonus	Council	Jan '24 Retreat	
LDR General Update 2024	Council	Jan '24 Retreat	
Comprehensive Update to Town Planning Fees	Council	Jan '24 Retreat	
Hillside LDR Update	Council	Jan '24 Retreat	
Fire/EMS Vol/Staffing Model & Dynamics	Council	Jan '24 Retreat	
Fire/EMS Continued Growth/Demand	Council	Jan '24 Retreat	
Willow & Gill Safe Streets	Council	Jan '24 Retreat	
5-Year CIP & Equity Framework	Council	Jan '24 Retreat	
Title 5: Revenue or Compliance	Council	Jan '24 Retreat	
Future Staffing for Town Departments	Council	Jan '24 Retreat	
Town Employee Housing Strategy	Council	Jan '24 Retreat	SCHEDULED
Snow King Event Center Improvements	Council-	Jan '24 Retreat	

POTENTIAL INITIATIVE (PI) LIST		
ITEMS	REQUESTOR	DATE OF REQUEST
2023		
Comprehensive Parking Review	JR	13-Nov-23
Long-Term Budget Situation & Implications	JSC	13-Nov-23
Indoor Vaping Ordinance	Council vote after Scoping	17-Jul-23
Franchise Request from Toro Blanco Group	AJ	1-May-23
Invest More Time in Relationship w/ County	JR	Feb. '23 Retreat
Information Technology 5-Year Work Plan	JSC	Feb. '23 Retreat
Geographic Information System (GIS)	JSC	Feb. '23 Retreat
Revisit Comp Plan Definitions of 'Healthy Community'	JR	Feb. '23 Retreat
Revisit Comp Plan Definitions of 'Healthy Economy'	JS	Feb. '23 Retreat
Alternative Forms of Government, Expanding # of Council Seats	JSC	Feb. '23 Retreat
Outside Evaluator to Assess Org. Structure & Transformation	JS	Feb. '23 Retreat
Adding Mill of Property Tax	AJ	Feb. '23 Retreat
Town Manager Prioritizing Organizational Transformation	JS	Feb. '23 Retreat
Senior Staff Building in Time to be Strategic & Proactive	JS	Feb. '23 Retreat
Lodging Tax Increase	AJ	Feb. '23 Retreat
County Water Sewer Connections & Staffing	AJ	Feb. '23 Retreat



Rules and Procedures

TOWN COUNCIL Of Town of Jackson, Wyoming

Updated March 18, 2024

Pursuant to W.S. § 15-1-106 the governing body shall determine the rules for the conduct of its proceedings.

Effective March 18, 2024

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CHAPTER ONE

GENERAL PROVISIONS

Section I. Adoption of Robert's Rules of Order.

The Town has adopted "Robert's Rules of Order" as its guideline for parliamentary procedure. The rules of parliamentary procedure should be adhered to whenever possible for the proper and orderly conduct of Town Council meetings. Where there is a conflict in procedure between that set forth in the Wyoming Statutes for Municipal Ordinances and that contained in "Robert's Rules of Order", the procedures established by law take precedence.

Section II. Suspension of Rules.

The Town Council has the right to suspend such rules as it has the power to adopt, including any rules contained in "Robert's Rules of Order." When the Town Council acts in violation of such rules as it has the authority to suspend, the rules are deemed suspended thereby and its actions are not invalidated by failure to comply with such rules.

Section III. Precedence of Rules.

The following is a compilation of both applicable parliamentary laws and those parliamentary rules and procedures that have been adopted by this Town Council. Any rules herein, in conflict with "Robert's Rules of Order," shall take precedence and shall be considered as amendments to said "Robert's Rules of Order."

CHAPTER TWO

RULES AND PROCEDURES

Section I. Types of Meetings.

Town Council meetings shall be conducted in person unless the Mayor or a majority of the Town Council determines the meeting shall be held virtually due to safety or security reasons. A majority of Council may overturn the decision of the Mayor to hold the meeting virtually. Town Council meetings may be of the following kinds:

- A. "Regular meetings" are set by resolution and pursuant to Wyo. Stat. Ann. § 16-4-404(a).
- B. "Special meetings" may be called as provided by ordinance and pursuant to Wyo. Stat. Ann. § 16-4-404(b) and § 15-1-105. Regular meetings that are rescheduled are special meetings. Regular meetings that begin earlier or later than the time set by resolution are special meetings. Special meetings may be called by the Mayor or by a majority of the Town Council.
 - 1. Mayoral Determination. When the Mayor sets a special meeting, the Town Clerk shall inform all members of the Town Council of the details of the meeting and shall proceed with public notification, Town staff notification, and agenda preparation.
 - 2. Majority of the Town Council Determination. When a majority of the Town Council agrees to set a special meeting, the Town Clerk shall proceed with Council notification, public notification, staff notification, and agenda preparation.
 - 3. Town Staff Request. When the Town Manager, or their designee, desires a special meeting, they shall contact the Town Clerk. The Town Clerk shall contact the Mayor to obtain authorization for that meeting. The Town Clerk shall then inform all members of the Town Council of the meeting and shall proceed with public notification, Town staff notification, and agenda preparation.
- C. "Executive sessions" may be called as provided by ordinance and pursuant to Wyo. Stat. Ann. § 16-4-405.
- D. "Emergency meetings" may be called pursuant to Wyo. Stat. Ann. § 16-4-404(d).

Section II. Notice of Meetings.

No notice of regular meetings is required. Action may be taken on matters before the Town Council at a regular meeting regardless of prior listing on the agenda, unless the matter requires advance notice as per the Jackson Municipal Code or Wyoming Statutes. Noticing is required for special meetings as set forth in Wyo. Stat. Ann. § 16-4-404(b). The notice for special meetings shall state the business to be transacted. No other business may be considered at a special meeting.

Section III. Quorum.

A majority of the Town Council is sufficient to conduct business, and motions may be passed 2-1 if only three (3) Councilmembers are present, but ordinances, resolutions granting franchises or licenses and motions concerning the payment of money require at least three (3) affirmative votes. Except for meetings designated as virtual by the Mayor or a majority of the Town Council, Town Council members shall attend meetings in person with the following exceptions:

- A. Town Council members may virtually participate, vote, and be counted for purposes of the quorum for no more than three (3) meetings in a one (1) year period, whether regular, special, or emergency meetings without the approval of the Mayor.
- B. The ability for a Councilmember to virtually participate, vote, and be counted in the quorum of the Council beyond the three (3) occurrences in the (1) year period shall be allowed only with the approval of the Mayor for each individual meeting where such a request is made. The ability for staff members to participate virtually shall be allowed only with the approval of the Town Manager for each individual meeting where such a request is made.

A member who recuses themselves from discussion and action on a particular item shall do so by stepping down from the Council desk, leaving the Council Chambers, or turning off their video during a virtual meeting, and, once they do so, is no longer counted towards a quorum being present.

The following reasons for a Councilmember or Mayoral absence(s) are considered excused, however any excusal shall be determined by a majority of Council pursuant to Wyo. Stat. Ann. § 15-1-107, as amended:

- For the birth and care of the newborn child of a Councilmember or the Mayor, or a family member thereof; or
- For placement with a Councilmember or the Mayor of a child for adoption or foster care; or
- To care for a Councilmember's or the Mayor's family member with a serious health condition; or
- To take medical leave when a Councilmember or the Mayor is unable to participate because of a serious health condition; or
- For a bereavement period related to the death of a family member; or
- The acceptance of a commission to any military office or the enlistment in or induction into the military service of the United States which may require an incumbent in an elective office to exercise military duties within or without the state for any period of time within the term for which such person has been elected or appointed; or
- The attendance, under military orders, at Reserve or National Guard monthly drill sessions or required training camps.

Section IV. Conduct of Regular Meetings Held at 6:00 PM Pursuant to Resolution.

- A. The Mayor, or in the absence of the Mayor, the Mayor Pro Tempore, shall act as chairperson at all meetings. In the absence of the Mayor and the Mayor Pro Tempore, the acting Mayor Pro Tempore shall act as chairperson at all meetings.

- B. The powers and duties of the Mayor include moving, seconding, debating, and voting from the Chair.
- C. The Mayor shall introduce each item on the agenda, ask for a staff presentation (if applicable), ask for applicant presentation (if applicable), ask for a motion on the matter, take public comment (as appropriate), preside over Council discussion, and call for a vote on the item. Below is the schedule for the 6:00PM regular meeting. Such schedule may be altered by the Mayor.
 - 1. Consent Calendar Item
 - a. Mayor reads the title of each item on the consent calendar.
 - b. Mayor asks if any Councilmember would like to withdraw any items from the consent calendar.
 - c. Councilmembers state items to be withdrawn, if any.
 - d. Mayor asks for a motion to approve all items on the consent calendar that were not withdrawn.
 - e. Motion made and seconded to approve all items on the consent calendar that were not withdrawn.
 - f. Mayor asks for public comment on all items on the consent calendar that were not withdrawn.
 - g. Vote on all items on the consent calendar that were not withdrawn.
 - h. Withdrawn items are introduced, discussed, moved, publicly commented on, and voted on one at a time.
 - 2. Public Hearing, Discussion and/or Action Item
 - a. Mayor opens a public hearing on agenda item and/or reads the title thereof.
 - b. Presentation by staff.
 - c. Town Council questions of staff.
 - d. Presentation by applicant.
 - e. Town Council questions of applicant.
 - f. Mayor asks for public comment.
 - g. Motion made and seconded regarding the item.
 - h. Town Council discussion of the item.
 - i. Mayor calls for the vote.
 - 3. Resolution
 - a. Agenda Item is read by Mayor.
 - b. Town Council questions of staff.
 - c. Public comment.
 - d. Motion made and seconded regarding the item.
 - e. Town Council discussion.
 - f. Mayor calls for the vote.
 - 4. Ordinance
 - a. Motion to read all ordinances by short title
 - b. Ordinances read by Town Attorney either individually or all consecutively

- c. Town Council questions of staff
 - d. Public comment
 - e. Motion and Second to Approve
 - f. Town Council discussion
 - g. Mayor calls for the vote
- D. At their discretion, the Mayor may allow additional Town Council questions of staff, Town Council questions of the applicant, and/or public comment at any time they deem appropriate.
- E. The Chief of Police, or their designee, shall serve as Sergeant-at-Arms to preserve order in the Chambers during in-person meetings.

Section V. Conduct of Other Regular or Special Meetings.

The conduct and order of business of regular or special meetings other than those regular meetings held at 6:00 PM shall be determined by the Town Clerk with input from the Mayor, Town Manager, or their designees.

Section VI. Mayor Pro Tempore and acting Mayor Pro Tempore.

The Mayor shall appoint a Mayor Pro Tempore and acting Mayor Pro Tempore pursuant to Section 2.02.024 of the Jackson Municipal Code.

Section VII. Rules of Debate.

- A. In obtaining the floor, every Councilmember shall first address the Mayor, gain recognition by the Mayor, and shall confine themselves to the question under debate.
- B. Staff members, after recognition by the Mayor, shall hold the floor until completion of their remarks or until recognition is withdrawn by the Mayor.
- C. No Councilmember shall speak more than once upon any particular item until every other Councilmember desiring to speak upon the item has spoken. No Councilmember shall speak longer than five (5) minutes the first time, or three (3) minutes the second or subsequent times, on any one particular item, except by majority vote of the Town Council. No Councilmember shall speak more than three (3) times on the item without the express consent of the Mayor.

Section VIII. Addressing the Town Council.

- A. Each person desiring to address the Town Council either under the public comment section or under the public comment period for a particular item shall, whether via a virtual platform or the lectern in-person, state their full name for the record; state the subject they wish to discuss; state whom they represent, if they represent an organization or other person(s); and, unless further time is granted by the Mayor or by majority vote of the Town Council, limit their remarks to three (3) minutes.

- B. Public comment made by phone, video, or any other form of electronic communication, in a non-virtual meeting shall be allowed as approved in advance of the meeting by the Mayor. Applicant or consultant presentations and interviews for advisory or joint powers boards may be virtual as approved in advance of the meeting by the Mayor or Town Manager.
- C. All remarks shall be addressed to the Town Council as a body and not to any individual member thereof.
- D. No question shall be asked of a Councilmember or a member of the staff without the permission of the Mayor. After permission of the Mayor, a question may be asked, but neither staff nor the Councilmember to whom the question is directed shall answer the question during the public comment period.
- E. In order to expedite matters and avoid repetitious presentations, whenever any group of persons wishes to address the Town Council on the same subject matter, it shall be proper for the Mayor to request that a spokesperson be chosen by the group to address the Town Council and, in case additional matters are to be presented by any other member of said group, to limit the number of such persons addressing the Town Council.

Section IX. Rules of Decorum.

- A. Decorum. Town Council proceedings shall be conducted in an orderly manner to ensure the public has a full opportunity to be heard and the deliberative process of the Town Council is always retained. The Mayor shall be responsible for maintaining the order and decorum of proceedings.
- B. Rules of Decorum. While any proceeding of the Town Council is in session, the following rules of order and decorum shall be observed.
 - 1. Councilmembers. Councilmembers must preserve order and decorum. Councilmembers shall not, by conversation or otherwise, delay, disrupt, impede, or interrupt the order of the Town Council proceedings, interrupt any other Councilmember while speaking, or refuse to obey the orders of the Mayor.
 - 2. Staff Members. Staff shall observe the same rules of order and decorum that are applicable to Councilmembers.
 - 3. Persons Addressing Town Council. Persons addressing the Town Council in person or virtually shall not engage in conduct that disrupts or impedes the proceedings of the Town Council.
 - 4. Audience Members. Persons in the audience attending Town Council proceedings in person or virtually shall not engage in conduct that disrupts or impedes the proceedings of the Town Council.

C. Enforcement of Decorum. These rules of decorum set forth above shall be enforced in the following manner:

1. Removal. The Mayor may remove or cause the removal of, the person or persons disrupting or impeding Town Council Proceedings. If such person or persons do not remove themselves, the Mayor may order the law enforcement officer serving as the sergeant-at-arms of the Town Council, or an appropriate Town staff member managing the virtual proceedings, to remove that person or persons from the Town Council proceedings.
2. Warning. Prior to removing a person or persons from Town Council proceedings, the Mayor shall warn the person or persons that their behavior is disrupting or impeding the proceedings and their failure to cease their behavior may result in their removal. If, after receiving the warning, the person or persons persist in disrupting or impeding the meeting, the Mayor may then remove the person or persons from the Town Council proceedings.
3. Sergeant-At-Arms. Any law enforcement officer who is serving as sergeant-at-arms of the Town Council shall carry out all orders and instructions given by the Mayor for the purpose of maintaining order and decorum at Town Council proceedings. Upon instruction from the Mayor it shall be the duty of the sergeant-at-arms to remove from Town Council proceedings any person or persons disrupting the proceedings.

Section X. Motions.

- A. When a motion is made and seconded, it may be stated by the Mayor or the Town Clerk before a vote on said motion is taken. Any Councilmember may ask that a motion be restated or displayed on screen prior to voting. Restatement of the motion may be by the Mayor or delegated to any Councilmember or staff member.
- B. A motion shall not be withdrawn by the mover without the consent of the seconder.
- C. If the question contains two or more divisible propositions, the Mayor may, and upon the request of a Councilmember shall, divide the same.
- D. No motion is before the Town Council until it has been seconded.
- E. When a motion is before the Town Council, no other motion shall be entertained except:
 1. To adjourn.
 2. To fix the hour of adjournment.
 3. To lay on the table (postpone indefinitely).
 4. For the previous question (to vote immediately).
 5. To table to a certain day.
 6. To refer (to a committee or a member of staff for report).

7. To amend or to substitute another motion.
8. To refer to the Town Manager for placement on a future meeting agenda.

These motions have precedence in the order indicated. The first four (4) motions are not debatable, though it is always permissible to raise a point of order on the proper use of any motion and it is also permissible to appeal the point of order. Once an item of business has been disposed of, it is not available for further debate except upon a motion and majority vote to reconsider pursuant to subsection G hereof.

- F. Friendly Amendments. A Councilmember may offer a friendly amendment to a motion that has already been made and seconded. If the motion maker and the second accept the request for the friendly amendment, the motion is thereby deemed amended and, when the Mayor calls for the vote, the vote is on the motion as amended.
- G. Reconsideration. A Councilmember may make a motion to reconsider the vote on a particular item to permit correction of hasty, ill-advised, or erroneous action; or to take into account added information; or to address a changed situation that has developed since the taking of the vote. Because of the investment made by members of the public to attend specific Council meetings to hear entire presentations and debate, to make public comments, and hear the vote on a particular item, motions to reconsider are strongly discouraged.
 1. A motion to reconsider shall occur either at the same meeting where the original vote was taken, or at the next regular or special meeting prior to the approval of the minutes of the meeting during which the original vote was taken.
 2. A motion to reconsider must be made by a Councilmember who voted on the prevailing side.
 3. A motion to reconsider can be acted upon immediately or it can be delayed until a future Town Council meeting.
 4. If the motion to reconsider will be acted on immediately:
 - a. Debate, a motion, and a vote occurs.
 - b. If the motion to reconsider is successful, the item is then before the Council for action pursuant to the original motion. Additional information can then be presented and discussed, amendments to the original motion can be made, and a vote taken.
 5. If the reconsideration will occur at a future meeting:
 - a. The Mayor directs the Town Clerk to place the reconsideration item as the first action item on the next agenda and to place the minutes of the previous meeting as the first item immediately following reconsideration.
 - b. Public notice for the subsequent meeting includes that the Council intends to reconsider the vote on the item in question.
 - c. At the subsequent meeting, debate, a motion, and a vote occurs.
 - d. If the motion to reconsider is successful, the item is then before the Council for action pursuant to the original motion. Additional information can then be presented and discussed, amendments to the original motion can be made, and a vote taken.

- e. The minutes of the previous meeting are then approved as amended to include the reconsideration and outcome.
- f. If the vote to reconsider fails, the minutes of the previous meeting are approved as presented and the meeting continues.

Section XI. Voting.

On the passage of every motion, the vote shall be taken and entered in the record by the Town Clerk.

- A. Every Councilmember should vote unless disqualified by a conflict of interest.
- B. The failure of a Councilmember to voice their vote will be considered as their having cast an affirmative vote on the motion.
- C. Abstention. (To refrain from voting)
 - 1. While it is the duty of every member who has an opinion on the question to express it by their vote, one cannot be compelled to do so. A Councilmember, though it is discouraged, may abstain from voting.
 - 2. An abstention has same the effect as if the member voted on the prevailing side.
- D. Recusal. (To disqualify oneself from participation in debate and voting on grounds such as prejudice or personal involvement)
 - 1. Councilmembers may recuse themselves for cause by publicly stating the reason for their disqualification. When a Councilmember recuses themselves from voting on a particular item, said Councilmember shall not remain in their seat nor, if it is a virtual meeting, appear via the electronic platform during the debate and vote on such item. The Councilmember shall step down and take a seat in the audience, leave the Council Chamber, or turn off their video during a virtual meeting. A Councilmember recusing themselves shall not be counted for purposes of the quorum and shall be considered absent for the purpose of determining the outcome of any vote on such item.
 - 2. If a Councilmember is requested to recuse themselves with respect to an item by another member, a party to the current matter, or anyone else who may be affected by a decision relating to the item, the member must decide whether to recuse themselves. If the Councilmember contends that there is no clearly disqualifying conflict of interest, the matter of disqualification shall be decided by the Town Attorney.

Section XII. Consent Calendar.

The consent calendar shall contain any and all items staff determines are routine and do not require debate or discussion. This includes minutes, disbursements, special event requests, bid awards, contracts for projects previously authorized, and the like. All contracts shall, before presentation to Town Council, have been approved as to form and legality by the Town Attorney. The Mayor or any Town Councilmember may pull an item off of the consent calendar to be considered individually.

Section XIII. Ordinances.

Where the particular ordinance has been prepared in advance.

- A. An ordinance shall be accompanied by a staff report for each reading.
- B. All readings of ordinances may be made by title only. Upon completion of the appropriate reading by the Town Attorney, the Town Council may, by majority vote, make any changes or amendments it desires.
- C. Upon second or third reading, If the ordinance is substantially or materially changed at the time of second or third reading, the reading must be considered a first reading.
- D. Following the third reading, and at least ten (10) days after the first reading, except for emergency ordinances, upon motion made and seconded, the ordinance is adopted if there are at least three (3) affirmative votes.
- E. Ordinances shall become effective pursuant to Title 15 of the Wyoming Statutes.
- F. It is the duty of the Town Clerk to publish ordinances pursuant to Title 15 of the Wyoming Statutes.
- G. Emergency ordinances may be read by short title; require $\frac{3}{4}$ of the qualified members of the governing body or four (4) affirmative votes for passage; require only one reading; and become effective immediately upon adoption. They may be declared void if no true emergency existed. No franchise may be granted by emergency ordinance.
- H. All ordinances shall, before presentation to the Town Council, have been approved as to form and legality by the Town Attorney.

Section XIV. Resolutions.

- A. Where the particular resolution has been prepared in advance, the procedure is:
 - 1. Resolution title is read by the Mayor.
 - 2. Town Council questions of staff.
 - 3. Mayor asks for public comment.
 - 4. Mayor asks for a motion and second.
 - 5. Town Council discussion.
 - 6. Mayor calls for the vote.
- B. It is not necessary to read in full, as long as the resolution is sufficiently identified. However, any Councilmember may demand that it be read in full. All resolutions shall, before presentation to the Town Council, have been approved as to form and legality, by the Town Attorney.

Section XV. Town Council Minutes.

The minutes are the responsibility of the Town Clerk until presented to the Town Council for approval; the Town Council may, at the time of presentation for approval, by motion make such corrections as conform to fact. The minutes shall be published pursuant to Wyoming Statutes.

Minutes of executive sessions are the responsibility of the Town Attorney. If the Town Attorney is not present at an executive session, the Mayor shall take minutes or delegate the task to a Councilmember.

Section XVI. Order of Business.

The order of business for regular meetings held at 6:00 PM on the first and third Monday of each month shall be:

- A. Opening
 - 1. Call to Order.
 - 2. Pledge of Allegiance.
 - 3. Roll call.
 - 4. Announcements and Proclamations.
- B. Public Comment (public comment is reserved for questions and comments from the public on items that are not otherwise included in the agenda)
- C. Consent Calendar
 - 1. Minutes.
 - 2. Disbursements.
 - 3. Additional items deemed appropriate by staff or the Mayor.
- D. Public Hearings, Discussion and/or Possible Action Items
- E. Resolutions
- F. Ordinances
- G. Matters from Mayor and Council
- H. Matters from the Town Manager
- I. Adjournment

The regular order of business may be suspended at any time by the Mayor or by a majority vote of Council present. The order of business for meetings, other than regular meetings, shall be determined by the Town Clerk, with input from the Mayor, Town Manager, or their designees.

Section XVII. Agendas and Packets for Meetings.

- A. Regular Meetings. Agendas and packets for regular meetings shall be prepared by the Town Clerk. Agendas for regular meetings shall be closed at a day and time set by the Town Manager or their designee. The agenda shall be finalized by the Town Clerk with input from the Mayor and Town Manager, or their designees. With the exception of extenuating circumstances approved by the Town Manager or their designee, the packet shall be made available to the Town Council and the public a minimum of seven days prior to the Council meeting.
- B. The Mayor may add or remove items from the upcoming agenda presented by staff for a regular meeting except for:
1. General order of business items in Section XVI.A (ex: call to order, approval of minutes, etc.); or
 2. Statutorily required items or public hearings (ex: required public hearings for liquor licenses); or
 3. Items required by the Municipal Code or Land Development Regulations (ex: Conditional Use Permits, Final Plats, Annexation Public Hearings, Liquor License Public Hearings, etc.); or
 4. Items listed under Matters from Mayor and Council requested by the Mayor or Councilmembers before 12:00pm two Mondays prior to the regular meeting and provided to the Town Clerk.
- C. Items on the agenda of a 6:00 PM regular meeting may include the following:
1. Announcements. Announcements do not need to be accompanied by a staff report. Announcements notify the public of upcoming meetings, schedule changes, new employee introductions, office closings, and the like. Announcements do not require Town Council action and can be recommended for addition to the agenda by the Mayor or any Councilmember or staff member.
 2. Proclamations. Proclamations do not need to be accompanied by a staff report. Proclamations notify the public of community-wide events, such as burn week, or of issues of community significance such as commendations, remembrances, and the like. Proclamations do not require Town Council action and can be recommended for addition to the agenda by the Mayor, a majority of Council, or the Town Manager or their designee.
 3. Public Comment. This item on the agenda is reserved for questions and comments from the public on items that are not already included on the agenda. If prior notification has been given that a citizen intends to speak under Public Comment, their name shall be so listed on the agenda. If documents are provided prior to finalization of the Town Council packet, those items shall be included in the packet.
 4. Consent Calendar. See Section XII.
 5. Public Hearings, Discussion, and/or Possible Action Items. Items in this section shall be accompanied by a staff report. This section of the agenda is for public hearings, administrative items, departmental action items, contracts, public infrastructure project authorizations, and the like.
 6. Resolutions. Resolutions may be accompanied by a staff report. Resolutions are related to policy matters, budget adoption or amendment, elected official commendations, schedule amendments, and the like. Resolutions may amend the Municipal Code if an

ordinance allows amendment by resolution. Resolution numbers are designated by the Town Clerk.

7. Ordinances. See Section XIII.
8. Matters from Mayor and Council. Items listed in this section of the agenda may be presented by the Mayor or any Councilmember and may be accompanied by a staff report. Staff may also present items for Council consideration in this section with the Mayor's authorization. This section of the agenda is utilized for items and actions including, but not limited to:
 - a. Travel authorizations.
 - i. Action for pre-approval of travel authorization and expenditure for Councilmembers to attend specific conferences.
 - ii. Travel authorizations may be accompanied by a staff report.
 - b. Designation of meeting delegates.
 - i. Action for approval of a voting delegate(s) for upcoming meetings/conventions.
 - ii. A staff report is optional for this item.
 - c. Board appointments.
 - i. Action for board member appointments pursuant to applicable legal procedure.
 - ii. Board appointments may be accompanied by a staff report stating, the board at issue, the qualifications for appointment, that the candidates meet the qualifications, the term(s), and the candidates for the appointment.
 - d. Announcements regarding Councilmember out of office plans.
 - i. Action to announce when the Mayor or a Councilmember plans to be unavailable for meetings or communication.
 - ii. No staff report is provided with this item.
 - e. Future meeting date/time setting.
 - i. Action to either announce a selected meeting date/time by general consent or to approve a motion to set a specific meeting date/time.
 - ii. A staff report is optional for this item.
 - f. Items listed or raised by a Councilmember.
 - i. Action to request a scoping staff report on an agenda in the next 60ish days. The motion is made after the requesting Councilmember provides a brief summary about the item (3 minutes).
 - 1) If the motion fails, the item is added to the Potential Initiative List (PI List) for consideration at the next Council retreat.
 - 2) If the motion passes, at that future meeting, staff will present a scoping staff report with information and a recommendation to the Council so that a determination can be made whether to:

- (a) Make it one of the Council's Priorities and add it to a specific Department's Work Plan, and
- (b) Determine what item, in turn, would be removed from the Council's Priority List, and
- (c) Determine what item would be removed or delayed in the Work Plan for the specific Department,
- OR
- (d) To add the item to the PI List for consideration at the next Town Council retreat.

3) No staff report is provided with this item.

- g. Town Council members may announce an item they wish to be added to the PI List for consideration at the next Town Council retreat and provide a brief summary, no more than three (3) minutes, of the item. The item shall then be added to the PI List by staff.

- 9. Matters from the Town Manager. This section of the agenda is for the Town Manager to report to the Council on the various activities of note of Town government operations and to notify the Council of upcoming meetings and scheduling. Items contained in the Town Manager's report may include issues recommended for affirmative Council action and the Mayor may take public comment. Upon presentation of the Town Manager's report, the Council moves to approve the Town Manager's report.

D. Special or Regular Workshop Meetings. Agendas and packets shall be prepared for these meetings by the Town Clerk. Agendas shall be closed on the date so determined by the Town Manager, or their designee. With the exception of extenuating circumstances approved by the Town Manager or their designee, the packet shall be made available to the Town Council and the public a minimum of seven days prior to the Council meeting. Items on these meeting agendas may include the following:

- 1. Discussion and/or Action Items. These matters may require detailed discussion in an informal setting between Town Council and Town Staff, Town Council and other appointed boards, Town Council and citizen groups, or Town Council and individual applicants requesting Town Council action. Matters before the Town Council at a special or regular workshop meeting may be items requiring additional time for review of details or requests, draft ordinances for discussion purposes, complex public infrastructure projects, or items Town Staff is desirous of feedback on prior to placement on a regular meeting agenda for action. Public comment may or may not be taken on these items and is dependent upon statutory or municipal code requirements or whether public comment has already been taken on the item previously or is planned for a date in the future.
- 2. Upcoming Agendas and Review of Council Priorities. This item presents the upcoming draft meeting agendas for informational purposes, and allows time for discussion and review of Council priorities, the status of scoping reports, and a review of the list of potential initiatives not currently prioritized in the Council's workplan.

- E. General. Agendas and packets for meetings shall be produced by the Town Clerk and distributed/posted to members of the Council and the public on a timeline established by the Town Manager or their designee with input from the Mayor, or their designee.

Section XVIII. Town Council Board and Committee Liaisons.

- A. The Council may appoint individual members to liaise with various boards and committees throughout the community.
- B. Each January, or as soon thereafter as the Council deems appropriate, the Council shall review the list of board and committee liaisons and make changes as they deem necessary. The liaison appointments shall be by majority vote the Council and shall remain valid until changed.
- C. Council liaisons primary role is that of facilitator of communications from the relevant board or committee to the Council. As a liaison, Councilmembers should not be an advocate for the board or committee for whom they liaise, give direction, or influence a decision of that board or committee. Rather, as a liaison, Councilmembers:
 - 1. Assist and provide information to the board or committee; and
 - 2. Act as a spokesperson on behalf of the Council when so directed by the Council when seated as a body; and
 - 3. Act as a contact person, if the board or committee, or an individual member thereof, wants such a channel of communication.
- D. A Council liaison role is NOT:
 - 1. To make suggestions, offer input, or give direction into the operations of the Board/Committee;
 - 2. To participate in governing board executive sessions;
 - 3. To independently review and comment or offer feedback on information/issues (stating their personal opinions or desires, what they believe the volunteer board should or should not do, information they should or should not consider, etc.);
 - 4. To represent the Town Council's position on any matter not previously discussed and "resolved" through a Council vote;
 - 5. To assist in operations, direction, or decision making of the Board/Committee; or
 - 6. To advocate for the Board/Committee in question.
- E. A Councilmember who is appointed to sit as a member of a board, commission, or committee is not a liaison.
- F. Attendance is discretionary, however, despite attendance not being required, it is strongly encouraged.

Section XIX. Town Staff Reports.

The Town Manager shall approve all staff reports prior to placement in the packet for any Council meeting as they deem necessary. Town Staff reports shall be prepared in a format deemed appropriate by the Town Manager.

Section XX. Town Attorney.

The Town Attorney is retained to provide legal advice and assistance to the Council, staff, boards, and other bodies deemed appropriate by Council. Individual Councilmembers shall first obtain authorization from the Town Council prior to requesting the Town Attorney undertake research, legal work, or prepare resolutions and ordinances. In matters of extreme urgency, Councilmembers shall first obtain authorization from the Mayor for the same. Staff members shall first obtain authorization from their department director, or, if their department director is unavailable, the Town Manager, prior to requesting the Town Attorney undertake research or legal work.

Section XXI. Research for Members of the Town Council.

Individual Councilmembers shall refrain from requesting opinions or research from staff and shall direct all inquiries and requests through the Town Manager, or their designee.

Section XXII. Official Correspondence from the Mayor or Members of the Town Council

The Mayor shall be designated and authorized to represent the Town Council and author letters on issues supported by a vote of the Town Council. Individual Councilmembers shall refrain from using their position as a Councilmember to send official letters on Town letterhead in support of or in opposition to issues without a vote of approval from the Town Council. The Mayor or any Councilmember may author personal letters of reference to individuals on Town letterhead so long as those letters do not indicate that they are representing the Town Council as a whole.

Section XXIII. Appointments.

- A. Mayoral Appointments. Mayoral appointments shall follow a procedure as determined by the Mayor. This procedure may involve advertising, accepting letters of interest, interviews by the Mayor, interviews by the Council, interviews by staff, or any other procedure the Mayor deems appropriate. For Mayoral appointments that require the advice and/or consent of the Council, a majority of Council may set a procedure for providing their advice and/or consent and that procedure may involve interviews by the Council, interviews by staff, or any other procedure a majority of Council deems appropriate. Any procedure used by the Council for the advice and/or consent may change at any time by majority vote of the Council.
- B. Majority of Town Council Appointments. Appointments that require a majority vote of the Council shall follow a procedure as determined by majority vote of the Council. This procedure may involve advertising, accepting letters of interest, interviews by the Council, and interviews by staff or any other procedure as the Council deems appropriate. Any procedure set forth by majority vote of the Council may change at any time by another majority vote of the Council.

Section XXIV. Swearing In of New Members.

- A. Upon Election. Pursuant to Wyoming Statutes, the term of office for a person elected at the general municipal election commences the first Monday in January following the general election but before entering their duties, they must be administered the Oath of Office. The Town Clerk shall arrange a Swearing In Ceremony to be held on the first Monday in January in the morning, prior to any Town Council meetings being called to order.
- B. Upon Appointment. Upon appointment at a regular or special meeting, the Oath of Office shall be administered.

Section XXV. Censure and Admonition

- A. Purpose. The Council is committed to the ethical practice of government in service of the residents of the community. It is the policy of the Town Council that all of its members conform to certain standards and that failure to do so tends to injure the good name of the Town and undermine the effectiveness of the Town Council as a whole. If a member is accused of failing to meet the standards, they have the right to be informed of the allegation and given time to prepare a defense, to appear and defend themselves, and to be fairly treated. This Section sets out the standards and procedures for the Town Council for admonition and censure.
- B. Violations of the below standards ("Standards") may form the basis for admonition or censure.
 - 1. Sections of these Rules and Procedures. Section VII Rules of Debate; Section IX Rules of Decorum; Section XVIII Town Council Board and Committee Liaisons; Section XX Town Attorney; Section XXI Research for Members of the Town Council; and Section XXII Official Correspondence from the Mayor or Members of the Town Council.
 - 2. Applicable Provisions of the Statutes for Government Ethics and Confidentiality. Wyo. Stat. § 9-13-101 to § 9-13-107 and Wyo. Stat. § 16-4-405(b), as the same may be amended.
 - 3. Policy Role of Town Officials. Councilmembers shall respect and adhere to the Town Manager structure of the Town government. In this structure, Council determines the policies of the Town with the advice, information, and analysis provided by staff, contracted professional services providers, the public, as well as board, taskforce, and commission members resulting in the Town Manager implementing those policies. Councilmembers shall not interfere with the administrative functions of the Town or the professional duties of Town staff nor shall they impair the ability of staff to implement Council decisions.
 - 4. Council Decisions. Expression of individual thoughts, ideas, and points of view is to be respected and encouraged as integral to the Council's decision-making process. Once a decision is made by the Council, each Councilmember shall support the legitimacy and authority of the final determination of the Council, irrespective of their personal position on the issue, and shall not take actions outside the meeting that are aimed at undermining a Council decision.

5. Integrity of Council. Councilmembers shall conform to the highest standards of personal and professional conduct. Councilmembers shall treat members of Council; Town staff; board, taskforce, and commission members; contracted professional services providers; and the public with dignity and respect, and shall refrain from abusive, harassing, or discriminatory conduct against these parties, defamatory personal attacks against them, as well as attacks upon their character or motives.
- C. Admonition. Admonition is a formal letter issued by the Mayor for specified conduct that violates the Standards, reminding a member that a particular type of behavior is in violation. An admonition may be directed to any member of the Town Council, reminding them that a particular type of behavior violates the Standards, and that, if it occurs, persists beyond a single marginal incident, or is found to have occurred to a serious degree, it could subject the member to censure. An admonition may be issued in response to a particular alleged action or actions. An admonition may be issued without a formal investigation or hearing because it is a warning or reminder. An admonition is not Council action.
 - D. Censure. Censure is an official condemnation by Town Council in response to specified conduct by one of its own members. Censure should not follow an occasional error in judgment, which occurs in good faith and is unintentional. Censure is disciplinary in nature and requires the formal adoption of a resolution setting forth the subject Councilmember's alleged violations of the Standards, after a public hearing, and vote by Council. Censure may include an investigation and will protect the due process rights of the subject Councilmember. Censure carries no fine or suspension of the rights of the Councilmember as an elected official.
 - E. Admonition Procedure.
 1. Contents. The Mayor or any Councilmember may file a written admonition complaint concerning an alleged violation of the Standards by another member or the Mayor. The complaint shall include the following:
 - a. Specific statements, including dates of incidence(s) and supporting evidence of specific conduct, alleged to violate the Standards.
 - b. Specific references to sections of the Standards the complainant alleges were violated.
 2. Filing. Admonition complaints shall be stated publicly during Matters from Mayor and Council and the written complaint shall be simultaneously delivered to the Town Manager. Complaints must be filed within thirty (30) calendar days of discovering the alleged violation.
 3. Investigation. The Mayor (or if the Mayor is involved, the Mayor Pro Tempore; or if the Mayor and the Mayor Pro Tempore are involved, the acting Mayor Pro Tempore; or if Mayor, the Mayor Pro Tempore, and the acting Mayor Pro Tempore are involved, the longest serving Councilmember, and if two members have served the same amount of time, the member whose last name is first alphabetically), is not required to, but may,

investigate the facts in an admonition allegation as necessary.

4. Determination. Whether an investigation is undertaken or not, within fifteen (15) calendar days from the date a complaint is filed, the Mayor (or appropriate Councilmember) shall provide one of the following:
 - a. A letter of admonition counseling the subject member about the conduct executed by the Mayor (or appropriate Councilmember). The letter shall be appended to an agenda item under Matters from Mayor and Council.
 - b. A letter summarizing the finding that admonition was not warranted executed by the Mayor (or appropriate Councilmember). The letter shall be appended to an agenda item under Matters from Mayor and Council.
5. No public comment will be taken on an admonition letter.

F. Censure Procedure for Conduct During Council Meetings.

1. With respect to alleged violations of Standards occurring during a Council meeting, there is no need for external testimony since the witnesses are Councilmembers and were present, thus a censure hearing shall proceed without external witnesses.
2. Complaint Procedure.
 - a. Contents. The Mayor or any Councilmember may file a written complaint concerning an alleged violation of the Standards by another member or the Mayor. The complaint shall include the following:
 - i. Specific statements, including dates of incidence(s) and supporting evidence of specific conduct, alleged to violate the Standards.
 - ii. Specific references to sections of the Standards the complainant alleges were violated.
 - b. Filing. Complaints shall be stated publicly during Matters from Mayor and Council and the written complaint shall be simultaneously delivered to the Town Manager. Complaints must be filed within thirty (30) calendar days of discovering the alleged violation.
3. Hearing Motion. A Councilmember may move at the Council meeting in which the complaint is filed, or the meeting immediately following that includes a Matters from Mayor and Council, but no other meeting, to have a censure hearing placed on the next Town Council meeting and noticed on the agenda consistent with these Rules and Procedures. The motion shall direct staff to include a draft censure resolution. The subject Councilmember shall have the right to be heard prior to any decision by Council on the matter.
4. Vote and Resolution.

- a. A vote on a motion to censure a Councilmember requires a simple majority.
- b. A motion for censure must include that Council finds, by a preponderance of the evidence, that the subject Councilmember's conduct violated the Standards and must adopt a Resolution of Censure.
- c. A motion may include repercussions suspending the subject member from one or more of the following privileges for a specified temporary period of time:
 - i. Travel paid for by the Town.
 - ii. Participation in "Chats with Council."
 - iii. Representing Council in a liaison role.
 - iv. Sitting on Council committees or taskforces.
 - v. Attendance at staff functions or meetings.
 - vi. Meeting one-on-one with staff.
 - vii. Presence in non-public areas of Town facilities other than for Council Meetings.
- d. The subject Councilmember may participate in deliberations and vote on the censure resolution.
- e. No public comment will be taken on a censure resolution.

G. Censure Procedure for Conduct Outside Meetings.

1. Contents. The Mayor or any Councilmember may file a written complaint concerning an alleged violation of the Standards by another member or the Mayor for conduct occurring outside a Council meeting. The complaint shall include the following:
 - a. Specific statements, including dates of incidence(s) and supporting evidence of specific conduct, alleged to violate the Standards.
 - b. Specific references to sections of the Standards the complainant alleges were violated.
2. Filing. Censure complaints shall be stated publicly during Matters from Mayor and Council and the written complaint shall be simultaneously delivered to the Town Manager. The Town Manager shall forward the complaint to all Councilmembers. Complaints must be filed within ninety (90) calendar days of discovering the alleged violation.
3. Investigation. The Town Manager, or their designee, shall engage a third-party (person or entity) with the requisite knowledge, skills, and expertise to investigate the complaint and provide a report, including a conclusion as to whether a preponderance of evidence exists to warrant censure to the Town Manager, or their designee.
4. Report. Within thirty (30) calendar days from the date a complaint is filed, the Town

Manager, or their designee, shall disseminate the written report from the third party to all Councilmembers.

- a. If a preponderance of evidence exists to warrant censure, a censure hearing, including the report and a draft censure resolution, shall be placed on a Town Council meeting, noticed on the agenda consistent with these Rules and Procedures, but in no case less than 20 days or more than 45 days after the report was provided to Council.
 - b. If there is not a preponderance of evidence to warrant censure, the complaint shall not proceed to censure, and the report may recommend an admonition be issued to counsel the subject member about the conduct that gave rise to the complaint. If admonition is recommended, the report shall include a draft of the letter of admonition.
5. Hearing. The subject Councilmember shall be afforded the opportunity for a hearing at a Town Council meeting, if the subject member so elects.
 - a. The hearing shall be chaired by the Mayor (or if the Mayor is involved, the Mayor Pro Tempore; or if the Mayor and the Mayor Pro Tempore are involved, the acting Mayor Pro Tempore; or if Mayor, the Mayor Pro Tempore, and the acting Mayor Pro Tempore are involved, the longest serving Councilmember, and if two members have served the same amount of time, the member whose last name is first alphabetically).
 - b. The hearing chair shall introduce the agenda item, including, at a minimum, reading the allegations.
 - c. The hearing chair shall allow the subject Councilmember and the Councilmember that filed the complaint to give an opening statement (if they so elect) of no more than three (3) minutes in length each.
 - d. The hearing chair shall allow the Councilmember that filed the complaint to present testimony, limited to five (5) minutes in length.
 - e. The hearing chair shall allow the subject Councilmember to present testimony, limited to five (5) minutes in length.
 - f. The hearing chair shall allow the subject Councilmember and the Councilmember that filed the complaint to each give a closing statement (if they so elect) of no more than three (3) minutes in length each.
 - g. Either the Councilmember that made the complaint or the subject Councilmember may request to extend the time limits noted above. The hearing chair may extend a time limit if they determine that additional speaking time is necessary to adequately address the allegations.
6. Vote and Resolution.
 - a. A vote on a motion to censure a Councilmember requires a simple majority.

- b. A motion for censure must include that Council finds, by a preponderance of the evidence, that the subject Councilmember's conduct violated the Standards and must adopt a Resolution of Censure.
- c. A motion may include repercussions suspending the subject member from one or more of the following privileges for a specified temporary period of time:
 - i. Travel paid for by the Town.
 - ii. Participation in "Chats with Council."
 - iii. Representing Council in a liaison role.
 - iv. Sitting on Council committees or taskforces.
 - v. Attendance at staff functions or meetings.
 - vi. Meeting one-on-one with staff.
 - vii. Presence in non-public areas of Town facilities other than for Council Meetings.
- d. The subject Councilmember may participate in deliberations and vote on the censure resolution.
- e. No public comment will be taken on a censure resolution.

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STAFF REPORT



Meeting Date:	December 15, 2025	Meeting Title:	Workshop
Submitting Department:	Legal	Presenter:	Lea Colasuonno
Agenda Item:	Review of Council Rules and Procedures	Public Comment:	Yes

Purpose & Policy Considerations.

The purpose of this item is for the Town Council to review and discuss the report identifying Town Council Rules and Procedures ("Rules and Procedures") that vary from language in the Wyoming Association of Municipalities Mayor/Council Handbook ("WAM Handbook").

Requested Action.

Staff request the Town Council review and discuss the information in the attached report.

Recommendations.

Staff have not provided specific recommendations.

Background.

On September 15, 2025 the Town Council directed staff to present a report identifying Rules and Procedures that could be brought into alignment with WAM's Handbook by December 31, 2025. The report, attached to this staff report, identifies such instances.

Analysis & Key Policy Questions.

The report identifies Council Rules and Procedures that vary – to varying degrees – from language in the WAM Handbook and, in places, Robert's Rules of Procedure. As a general matter, the Town Council Rules and Procedures adhere to the WAM Handbook in the broad sense that the Handbook, in accordance with state statute, indicates governing bodies should adopt procedural rules. The Council has established procedural rules that are legally sound, and do not *require* changes.

However, just as the Council has the general authority to adopt procedural rules, it has the authority to tailor individual Rules and Procedures to the Council's preferences. Over the years, the Council has done that and, ultimately, there are instances where the Rules and Procedures vary from the best practices highlighted in the WAM Handbook and Robert's Rules.

Ultimately, this Council is at liberty to adjust the Rules and Procedures as they deem appropriate for this Council.

Possible Alternatives.

In each instance of variation identified in the report, the Council has the following options:

Option 1: Leave the Council Rule and Procedure as is (status quo).

Option 2: Alter/consider altering the Council Rules and Procedures by either: A) directing staff with respect to the changes it would like so staff can present a draft of those changes to Council at a future meeting or B) directing staff to research options for changes on one (or more) specific topic and provide the options at a future meeting.

Option 3: Direct staff to include discussion/communication around the Council Rules and Procedures and Council Working Agreements (e.g., relationships among the Council and how Council is functioning as a group) to the upcoming

2026 Council Retreat, enabling Council to alter/improve practices with or without changing the language of its Rules and Procedures and/or Council Working Agreements.

***Option 3 was voted forward by Council.**

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.

There are no fiscal impacts associated with this item.

Staff Impact.

The staff impact of this item has been focused on the Legal Department, estimated at 50 hours.

Attachments or Links.

Report (PowerPoint format) identifying Council Rules and Procedures that vary from the WAM Handbook and Robert's Rules of Procedure.

Suggested Motions.

Depending on the Council's preference, optional motions include:

Option 1 Retain Status Quo

No motion necessary.

Option 2 Alter/Consider Altering Rules and Procedures

- A. I move to direct staff to alter Section(s) _____, as discussed at today's meeting, and present a draft of those changes to the Council at a future Council meeting.
- B. I move to direct staff to research options for the changes discussed at today's meeting and provide options for the Council at a future meeting.

***Option 3 Add to the Council Retreat**

I move to direct staff to include a facilitated discussion around the Council Rules and Procedures and options for altering/improving practices with and/or without changing the Rules and Procedures and/or Council Working Agreements, at the 2026 Town Council Retreat.

***Option 3 was voted forward by Council.**



Report on Town Council Rules and Procedures

Purpose & Policy Considerations

- The purpose of this item is for the Town Council to review and discuss the report identifying its Rules and that vary from language in the Wyoming Association of Municipalities Mayor/Council Handbook.



Requested Action & Recommendations

Requested Action: Staff request the Town Council to review and discuss the information in the attached report.

Recommendation: Staff have not provided specific recommendations.

Background

On September 15, 2025 the Council directed staff to present a report identifying Rules and Procedures that could be brought into alignment with WAM's Handbook. This report identifies instances where the Rules and Procedures vary from the WAM Handbook.



Analysis

There are instances of Town Rules and Procedures varying from WAM and, in places, Robert's Rules.

As Council works through these instances, note:

- The Rules and Procedures are sound; do not *require* changes.
- Council has the authority to determine its procedural rules, including to tailor them to Council preferences.
- The Council is at liberty retain status quo, as well as reduce or enlarge the variance between the Rules and Procedures and the WAM Handbook / Robert's Rules as this Council deems appropriate.



Analysis

As Council works through these instances, for each Council can:

- Option 1: Leave the Rule and Procedure as is.
- Option 2: Alter/consider altering the Rule and Procedure by either:
 - A) directing staff with respect to the changes it would like so staff can present a draft of those changes to Council at a future meeting or
 - B) directing staff to research options for changes on one (or more) specific topic and provide the options at a future meeting.
- Option 3: Include discussion around the Rules and Procedures & Working Agreements (e.g., relationships among the Council and how Council is functioning as a group) to the upcoming 2026 Council Retreat, *with or without* changing the language of its these two documents. ***Council voted this option forward.**

Note: Options are not exclusive





Report:
Rules and Procedures
that Vary from
WAM & Robert's Rules

Section. 1.B Special Meetings & Informing

Section 1.B

- “When the Mayor sets a special meeting, the Town Clerk shall inform all members of the Town Council . . . and shall proceed with public notification, Town staff notification, and agenda preparation. 2. . . . When a majority of the Town Council agrees to set a special meeting, the Town Clerk shall proceed with Council notification, public notification, staff notification, and agenda preparation.”

WAM Handbook Ch. 5, Pg. 1

- “Special meetings may be called by a majority of the qualified members of the governing body or by the presiding officer (mayor) of that body, by giving notice of the meeting to each member of the governing body and to each newspaper of general circulation, radio or television station requesting such notice.”
(quoting Wyo. Stat. § 16-4-404(b))

Sec. 1.B Special Meetings & Informing

Analysis

- The practices of the Town are partially misaligned because the Clerk is delegated the tactical steps of informing Council, public and staff noticing, and added technical details of meeting preparation.
- The pros of this Rule are the assignment of tactical, administrative steps to the Town staff, rather than a Mayor undertaking those tasks.

Section. 1.B Special Meetings & Calling

Section 1.B

- “B. Special meetings may be called by the Mayor or by a majority of the Town Council.”

Wyo. Stat. §16-4-404(b)

- “Special meetings may be called by the presiding officer of a governing body by giving verbal, electronic or written notice of the meeting to each member of the governing body and to each newspaper of general circulation, radio or television station requesting the notice. The notice shall specify the time and place of the special meeting and the business to be transacted and shall be issued at least eight (8) hours prior to the commencement of the meeting.”

Section. 1.B Special Meetings & Calling

Analysis

- The practices of the Town are aligned with the statute because they allow special meetings to be called by the Mayor. In addition to this permissive power of the mayor, the Rules and Procedures permit a Council majority to call a special meeting.
- The positive element of the Town's Rule is clarifying that the majority of Council also may call a special meeting

Section III. In-Person v. Virtual Meeting Attendance

Section III

- Except virtual meetings, Councilors shall be in-person with the following exceptions:
- “A. ... members may virtually participate, vote, and be counted for purposes of the quorum for no more than three (3) meetings in a one (1) year period, whether regular, special, or emergency meetings without the approval of the Mayor.
- B. The ability for a Councilmember to virtually participate, vote, and be counted in the quorum of the Council beyond the three (3) occurrences in the (1) year period shall be allowed only with the approval of the Mayor for each individual meeting where such a request is made.”

WAM Handbook Ch. 5, Pg. 3

- “Meetings may include the gathering of the members of the Council who are in communication with each other by means of a telephone conference call or web-based service. If minutes of the proceedings are kept, and copies are made available promptly to the public or news media, this should meet the requirements of the act.”

Section III. In-Person v. Virtual Meeting Attendance

Analysis

- Generally, the Town is aligned with WAM: Both recognize virtual attendance counts toward the quorum of a “meeting.”
- However, the Town also provides some added authority to the Mayor. While the Rules and Procedures are established by the body as a whole and the Council has the authority to determine its rules, one of the established rules gives the Mayor the sole power to allow “excessive” virtual attendance.
- The positive aspects of this Rule include i) allowing Councilor’s needs in unexpected situations to be accommodated with timely, efficient communication with the Mayor, and ii) privacy protection in cases where personal affairs cause a necessary absence (v. the entire Council seeking to understand the request before voting on it, for example). The downside is that this authority gives the Mayor significant power over members including, in some instances, establishing a quorum.

Section IV. Conduct of Regular Meetings

Section IV

- “B. The powers and duties of the Mayor include moving, seconding, debating, and voting from the Chair.”

WAM Handbook Ch. 5, Pg. 6-7

- “Mayor presides over meetings; duty to see established order of business is followed, meeting conducted in a dignified and decorous manner; ensures councilors & public opportunity to speak; ensures each “side” on issue have equal opportunity to speak; states motions before discussion and voted on; does not make motions; suggests motions be made; puts motions to vote and announces result; familiar with parliamentary rules to rule on issues of procedure.”

Robert’s Rules 49:29

- “If the presiding officer is a member of the society, he has— as an individual—the same rights in debate as any other member; but the impartiality required of the chair in an assembly precludes [them] exercising these rights while [they are] presiding.”

Section IV. Conduct of Regular Meetings

Analysis

- The practices of the Town are misaligned with WAM. Both highlight the Mayor presides over meetings, however, the Town expands the Mayor's power to include moving, seconding, debating, and voting from the Chair.
- Best practice research indicates it is best for the Mayor/Chair to be impartial and a facilitator.
- Notably, Section 49.21 of Robert's Rules of Order for small boards allows for some limited leeway, stating if "the chair[] is a member, [they] may, without leaving the chair, speak in informal discussions and in debate, and vote on all questions." These strive to balance maintaining fairness, impartiality, and ensuring the facilitator role with activating the chair for decision-making.

Section VI. Mayor Pro Tempore and Acting Mayor Pro Tempore

Section VI

- “The Mayor shall appoint a Mayor Pro Tempore and acting Mayor Pro Tempore pursuant to Section 2.02.024 of the Jackson Municipal Code.”

Wyo . Stat. § 15-3-203

- “The governing body *may* elect from their number a president who, in the absence of the mayor, shall preside at all meetings of the governing body.”

Wyo. Stat. §15-1-108(a)

- “*Unless otherwise provided by statute*, the mayor shall: (i) Preside at all meetings of the governing body, and in his absence a councilman shall be appointed to act as mayor pro tem.”

Section VI. Mayor Pro Tempore and Acting Mayor Pro Tempore

Analysis

- The practices of the Town are aligned with state statute because it is permissive for the majority to elect a president. The Council chose not to do so in 2024. The Council discussed and approved the Mayor having the power to appoint a Pro Tem (versus a majority of Council).

Section VII. Rules of Debate

Section VII

- No Councilmember shall speak: i) more than once re: an item until every other Councilor desiring to do so has; ii) longer than 5 min. the first time, or 3 min. the second or subsequent time re: an item, except by majority vote; iii) more than 3 times on the item without the express consent of the Mayor

WAM Handbook Ch. 5

- “Duties of the Mayor states the Mayor “allows every council member who so desires an opportunity to speak on the matters being considered and permits visitors to participate in the discussion when such is appropriate . . . [and] see to it that both sides have equal opportunities to present their views.”

Robert’s Rules of Order

- These Rules have a variety of rules addressing limits on both a) time of speaking, and b) number of times a member may speak on the same question, and many ways to apply them. However, most notably states in Sec. 43:15 it states that the rule regarding speaking times established in Robert’s Rules “can be made either more restrictive or more liberal for all meetings of a society by adopting a special rule of order by a two-thirds vote after notice, or by a vote of a majority of the entire membership”

Section VII. Rules of Debate

Analysis

- The practices of the Town are partially misaligned with WAM or Robert's Rules.
- While the Rules and Procedures, as recommended, are established by the body and the Council has the authority to set its rules, one of the established rules gives the Mayor the ability to prevent a member from speaking more than three times.

Section VIII. Addressing Council

Section VIII

- “Each person desiring to address the Town Council either under the public comment section or under the public comment period for a particular item shall, whether via a virtual platform or the lectern in-person, state their full name for the record; state the subject they wish to discuss; state whom they represent, if they represent an organization or other person(s); and, unless further time is granted by the Mayor or by majority vote of the Town Council, limit their remarks to three (3) minutes.
- Public comment made by phone, video, or any other form of electronic communication, in a nonvirtual meeting shall be allowed as approved in advance of the meeting by the Mayor.”

Wyo . Stat. § 16-4-403

- “Public must have right to attend and be heard.”

WAM Handbook Ch. 5, Pg. 3

- “Governing body fixes the rules to be followed in the conduct of its proceeding, including speaking limits . .

Section VIII. Addressing Council

Analysis

- The practices of the Town are generally aligned with WAM and Robert's Rules. They are voted on and approved by the Council as a body and the body established 1) when public comment is, 2) whether virtual or in-person that the speaker state their name and, if they represent a party, that party; 3) time limit is 3 minutes; 4) the time limit can be extended by the Mayor or a majority of Council; and 5) for nonvirtual meetings, the Mayor can, in advance, allow comment by phone, video, or any other form of electronic communication.
- However, the Council practice also provides some added authority to the Mayor giving them the authority to allow remote speaking when the Council is only in an in-person meeting.
- Possibly, the positive aspects of this Rule were more discernable before COVID changed Council practices, which now include all meetings being hybrid, and it is worth Council considering the usefulness and necessity of this Rule in its current form and potential alternatives to it.

Section X. Motions

Section X

- “A. When a motion is made and seconded, it may be stated by the Mayor or the Town Clerk before a vote on said motion is taken”

WAM Handbook Ch. 5, Pg. 5

- “It is strongly recommended that the governing bodies of cities and towns review some well-established manual, such as Robert’s Rules of Order, and establish workable rules and follow them, to the extent practicable, in the transaction of its business.”

Robert’s Rules 47:7

- “Duties of the presiding officer of an assembly . . . To state and to put to vote all questions that legitimately come before the assembly as motions or that otherwise arise in the course of . . . , and to announce the result of each vote; or, if a motion that is not in order is made, to rule that it is not in order (although this may be avoided if the chair can suggest an alternative that is in order which the maker agrees to offer instead).”

Section X. Motions

Analysis

- The practices of the Town are misaligned with WAM and its guidance to follow Robert's Rules.
- Both WAM and Robert's Rules indicate the importance of the impartiality and facilitator role of the chair/mayor, neither indicate it is a best practice to allow the chair/mayor to not bring to a vote a properly made motion (Robert's Rules has guidance around *improperly* made motions).
- Additionally, Section X conflicts to some degree with Section IV.C, which is more in line with best practices and states the "Mayor *shall* introduce each item on the agenda, ask for a staff presentation (if applicable), ask for applicant presentation (if applicable), *ask for a motion on the matter*, take public comment (as appropriate), *preside over Council discussion*, and *call for a vote on the item*.

Section XI. Voting

Section XI

“The failure of a Councilmember to voice their vote will be considered as [] having cast an affirmative vote on the motion.

Abstention. (To refrain from voting)

- 1. While it is the duty of every member who has an opinion on the question to express it by their vote, one cannot be compelled to do so. A Councilmember, though it is discouraged, may abstain from voting.
- 2. An abstention has same the effect as if the member voted on the prevailing side.
- Recusal. (To disqualify oneself from participation in debate and voting on grounds such as prejudice or personal involvement) . . .
- When a Councilmember recuses themselves”

WAM Handbook Ch. 5, Pg. 3

- The Council fixes the rules to be followed in the conduct of its proceeding, including speaking limits.

Robert’s Rules

- To abstain means not to vote at all

Section XI. Voting

Analysis

- The practices of the Town are misaligned with Robert's Rules. An abstention is a refusal to vote, it is not counted as "yes" or "no."
- While abstention can *have the effect of* a "no" vote by reducing the total number votes cast, thus causing a motion to fail if a majority isn't met by the "yes" votes, that is different and distinct from being counted as a "no" or "yes" vote.

Section XV. Minutes

Section XV

“Minutes of executive sessions are the responsibility of the Town Attorney. If the Town Attorney is not present at an executive session, the Mayor shall take minutes or delegate the task to a Councilmember.

WAM Ch. 5, Pg. 2

Minutes shall be maintained.
(quoting Wyo. Stat. § 16-4-405)

Section XV. Minutes

Analysis

- The practices of the Town are aligned with WAM and the Wyoming Statutes because minutes are taken and the statute does not speak to *who takes* the minutes.
- The Council practice leans slightly toward the Mayor by clarifying that, in the absence of the attorney, the Mayor takes the minutes or delegates the task.
- It is a best practice for the procedures to be clear about who takes the minutes, and the Council Rules and Procedures do so.

Section XVI. Order of Business

Section XVI.

- “The order of business for regular Town Council meetings is set in the Rules and Procedures and “may be suspended at any time by the Mayor or by a majority vote of Council present. The order of business for meetings, other than regular meetings, shall be determined by the Town Clerk, with input from the Mayor, Town Manager, or their designees.”

WAM Handbook Ch. 5, Pg. 4

- Though not specifically required, a written order of business should be utilized for all meetings and set out in the Rules and Procedures.

WAM Handbook Ch. 5, Pg. 6

- Mayor’s duty to see the established order of business is followed.

Robert’s Rules 41:39

- The chair [them]self cannot depart from the prescribed order of business, which only the assembly can do by at least a two-thirds vote. This is an important protection in cases where some of the members principally involved in a particular question may be unable to be present through an entire meeting. When such a departure from the order of business is justified, however, it is usually easy for the chair to obtain the necessary authorization from the assembly. . .”

Section XVI. Order of Business

Analysis

- The practices of the Town are partially misaligned with WAM because the Mayor is given broad control to suspend the meeting's order of business, while the WAM Handbook focuses on the mayor sticking to the established order, and misaligned with Robert's Rules, which provides a voting procedure for changing the order of business.

Section XVII. Agendas & Packets Subsec. A

Section XVII

- “A. Regular Meetings. Agendas and packets for regular meetings shall be prepared by the Town Clerk. Agendas for regular meetings shall be closed at a day and time set by the Town Manager or their designee. The agenda shall be finalized by the Town Clerk with input from the Mayor and Town Manager, or their designees.”

Wyo. Stat. § 15-1-108

- The mayor presides over meeting of the Council.

WAM Handbook Ch. 5, Pg.4

- The agenda is prepared under the direction of the mayor

Section XVII. Agendas & Packets Subsec. A

Analysis

- The practices of the Town are aligned with WAM because the Town Rules and Procedures authorize mayoral input on agendas.

Section XVII. Agendas & Packets Subsec. B

Section XVII

- “B. The Mayor may add or remove items from the upcoming agenda presented by staff for a regular meeting except for: 1. General order of business items . . . 2. Statutorily required items or public hearings . . . 3. Items required by the Municipal Code or LDRs. . . 4. Items listed under Matters from Mayor and Council requested by the Mayor or Councilmembers before 12:00pm two Mondays prior to the regular meeting and provided to the Town Clerk.”

WAM Handbook Ch. 5, Pg. 4

The agenda is prepared under the direction of the mayor and the usual process is:

1. Department heads and others submit all matters which require action by the Council usually before a fixed deadline;
2. Communications from citizens/groups who wish to address the Council are assembled;
3. Matters to be acted upon by the Council are itemized together with some explanatory material under the proper headings in the order of business;
4. A preliminary draft of the agenda is prepared and checked for accuracy and completeness; and
5. After approval, the final draft is duplicated and distributed to the Council, city or town officials, and perhaps to the news media and other interested parties.

Section XVII. Agendas & Packets Subsec. B

Analysis

- The practices of the Town are partially misaligned with WAM because the Town Council provides the Mayor authority to unilaterally remove some agenda items.

Section XX. Town Attorney

Section XX

- “Individual Councilmembers shall first obtain authorization from the Town Council prior to requesting the Town Attorney undertake research, legal work, or prepare resolutions and ordinances. In matters of extreme urgency, Councilmembers shall first obtain authorization from the Mayor for the same.”

Municipal Code 2.02.030

- The Town Attorney is appointed by a majority of all members of the Council.

WAM Handbook Ch. 5, Pg. 2

- Mayor is charged with the supervision of all officers of the Town
- (quoting Wyo. Stat. §15-1-108)

Section XX. Town Attorney

Analysis

- The practices of the Town are partially misaligned with WAM. The Town Attorney is appointed and undertakes work via a majority vote in the normal course of business; however, in times of urgency mayoral authorization is required.
- The positive aspect of this Rule is that it provides an established, agreed upon process/procedure for urgent work to be undertaken outside a meeting.

Suggested Motion

Option 1 Retain Status Quo

No motion necessary.

Option 2 Alter/Consider Altering Rules and Procedures

- I move to direct staff to alter Section(s) _____, as discussed at today's meeting, and present a draft of those changes to the Council at a future Council meeting.
- I move to direct staff to research options for the changes discussed at today's meeting and provide options for the Council at a future meeting.

*Option 3 Add to the Council Retreat

I move to direct staff to include a facilitated discussion around the Council Rules and Procedures and options for altering/improving practices with and/or without changing the Rules and Procedures and/or Council Working Agreements, at the 2026 Town Council Retreat.

***Option 3 is the what Council voted forward.**