

Regular Joint Meeting

February 2, 2026

1:30 - 5:00 PM

Town Council Chambers

Chair: Arne Jorgensen

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

I. ZOOM LINK FOR PUBLIC PARTICIPATION

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

To join, click link or copy it to your browser: <https://us02web.zoom.us/j/84551223798?pwd=FQDZ8IYQdVty04PxedX8FYKR8kpJis.1>

Or join at zoom.com with Webinar ID: **845 5122 3798** and Password: **83001** or by phone: **+1 253 205 0468**

II. CALL TO ORDER, ROLL CALL, AND ANNOUNCEMENTS

III. PUBLIC COMMENT

This section is reserved for comments on items that are not otherwise included in this agenda. Public comment is limited to 3 minutes. As a general practice, the Electeds will not hold discussion or debate these comments. Nor will they make any decisions presented during this time, but rather refer to staff for follow-up. If you would like to communicate with the Electeds during the meeting, please address them during this open public comment, when public comment is called for on a specific agenda item or send an email to council@jacksonwy.gov and commissioners@tetoncountywy.gov.

IV. CONSENT CALENDAR

A. Meeting Minutes

1. January 5, 2026 Regular Joint Meeting

V. DISCUSSION/ACTION ITEMS

- A. Roles of Elected Officials in Emergency Response - Workshop and Tabletop Exercise (Rich Ochs, 60 mins)
- B. Parks and Recreation Joint Powers Agreement Review (Tyler Florence, Jodie Pond & Tyler Sinclair, 60 mins)

VI. MATTERS FROM COUNCIL, COMMISSIONERS AND STAFF

VII. PROPOSED ITEMS FOR FUTURE JOINT MEETINGS

February & March - Joint Powers Agreement Updates | Parks and Recreation

March - START Transit Development Plan

April & May - Joint Powers Agreement Updates | START/Transportation

June & July - Joint Powers Agreement Updates | Housing, Transportation, Pathways & Planning

August & September - Joint Powers Agreement Updates | Court, Animal Shelter, & Victim Services

VIII. ADJOURN

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

JOINT PROCEEDINGS – UNAPPROVED
TOWN COUNCIL AND BOARD OF COUNTY COMMISSIONERS MEETING

JANUARY 5, 2026

JACKSON, WYOMING

The Jackson Town Council and the Teton County Board of County Commissioners met in a regular joint meeting (JM) at 1:30 p.m. in the Town Council Chambers located at 150 East Pearl Avenue in Jackson. This meeting was held in-person and through the Zoom platform. Upon roll call the following were found to be present:

TOWN COUNCIL: Mayor Arne Jorgensen, Devon Viehman, Kevin Regan, and Alyson Sperry. Jonathan Schechter was absent.

COUNTY COMMISSIONERS: Chair Mark Newcomb, Wes Gardner, Luther Propst, Natalia Macker, and Len Carlman.

STAFF: Tyler Sinclair, David Garcia, Lea Colasuonno, Jodie Pond, Paul Anthony, Chris Neubecker, Johnny Ziem, Russ Russchill, Susan Scarlata, and Riley Hovorka. *Via Zoom*: Charlotte Frei, Roxanne Robinson, Tanya Anderson, Tyler Valentine, and Brian Schilling.

Public Comment. Dale Hoyt made public comment.

Consent Calendar. There was no public comment on the consent calendar. On behalf of the Town, a motion was made by Devon Viehman and seconded by Kevin Regan to approve the consent calendar including item A as presented with the following motion. On behalf of the County, a motion was made by Natalia Macker and seconded by Len Carlman to approve the consent calendar including item A as presented with the following motion.

A. **Meeting Minutes.** To approve meeting minutes from the December 1, 2025 Regular Joint Meeting and December 8, 2025 Special Joint Meeting.

On behalf of the Town, Mayor Jorgensen called for the vote. The vote showed all in favor. The motion carried for the Town.

On behalf of the County, Chair Newcomb called for the vote. The vote showed all in favor. The motion carried for the County.

Comprehensive Plan Scoping – Consultant for Initial Engagement Work. Ryan Hostetter, Tyler Sinclair, Paul Anthony, and Chris Neubecker made staff comment. Council and Commission held discussion with staff. There was no public comment. On behalf of the Town, a motion was made by Devon Viehman and seconded by Kevin Regan to direct staff to prepare and release a Request for Proposals to hire a consultant in FY27 to assist staff with the next Comprehensive Plan Update process, the costs of which would be split according to the Joint Funding MOU between the County and the Town in effect at the same time of the contract. A friendly amendment was made to remove 'and release' from the motion. Devon Viehman and Kevin Regan consented to the friendly amendment. Mayor Jorgensen called for the vote. The vote showed all in favor. The motion carried.

On behalf of the County, a motion was made by Wes Gardner and seconded by Natalia Macker to direct staff to prepare a Request for Proposals to hire a consultant in FY27 to assist staff with the next Comprehensive Plan Update process, the costs of which would be split according to the Joint Funding MOU between the County and the Town in effect at the same time of the contract. Chair Newcomb called for the vote. The vote showed 3-2 with Chair Newcomb, Wes Gardner, and Natalia Macker in favor and Luther Propst and Len Carlman opposed. The motion carried.

Matters from Council, Commissioners and Staff. Council and Commission discussed the Parks & Rec funding agreement that will be presented during the next joint meeting. Council and Commission discussed pedestrian safety. Charlotte Frei and Brian Schilling made staff comment. Council and Commission discussed Safe Streets for All (SS4A) work that is already in progress. A motion was made by Alyson Sperry and seconded by Devon Viehman to direct staff to draft a letter on behalf of the County Commission and Town Council to WYDOT regarding crosswalks and pedestrian safety, and to present the draft letter to the boards prior to February 3. A friendly amendment was made to change the date to January 20. Mayor Jorgensen called for the vote. The vote showed all in favor. The motion carried.

A motion was made by Len Carlman and seconded by Wes Gardner to direct staff to draft a letter on behalf of the County Commission and Town Council to WYDOT regarding crosswalks and pedestrian safety, and to present the draft letter to the boards prior to January 20. Chair Newcomb called for the vote. The vote showed all in favor. The motion carried for the County.

Executive Session. On behalf of the Town, a motion was made by Devon Viehman and seconded by Kevon Regan to recess to executive session to consider appointments to volunteer boards, specifically the appointment of a board member as a public officer, in accordance with Wyoming Statute 16-4-405(a)(ii). Mayor Jorgensen called for the vote. The vote showed all in favor. The motion carried for the Town.

On behalf of the County, a motion was made by Wes Gardner and seconded by Len Carlman to recess to executive session to consider appointments to volunteer boards, specifically the appointment of a board member as a public officer, in accordance with Wyoming Statute 16-4-405(a)(ii). Chair Newcomb called for the vote. The vote showed all in favor. The motion carried for the County.

Council and Commission recessed to executive session at 3:35pm and reconvened at 3:41pm.

On behalf of the Town, a motion was made by Devon Viehman and seconded by Alyson Spery to direct staff to open an application period for the Jackson Hole Airport Board. Mayor Jorgensen called for the vote. The vote showed all in favor. The motion carried for the Town.

On behalf of the County, a motion was made by Wes Gardner and seconded by Natalia Macker to direct staff to open an application period for the Jackson Hole Airport Board. Chair Newcomb called for the vote. The vote showed all in favor. The motion carried for the County.

Adjourn. On behalf of the Town, a motion was made by Alyson Spery and seconded by Kevin Regan to adjourn. Mayor Jorgensen called for the vote. The vote showed all in favor. The motion carried for the Town.

On behalf of the County, a motion was made by Luther Propst and seconded by Len Carlman to adjourn. Chair Newcomb called for the vote. The vote showed all in favor. The motion carried for the County. The meeting adjourned at 3:43p.m.

TOWN OF JACKSON

ATTEST:

Arne O. Jorgensen, Mayor

Riley Hovorka, Town Clerk

TETON COUNTY

ATTEST:

Mark Newcomb, Chair

Maureen Murphy, County Clerk



JOINT MEETING AGENDA DOCUMENTATION

SUBMITTING DEPARTMENT: Emergency Management

PRESENTER: Rich Ochs

MEETING DATE: February 2, 2026

SUBJECT: Roles of Elected Officials in Emergency Response – Workshop and Tabletop Exercise

STATEMENT/PURPOSE

To conduct an interactive 60-minute workshop for elected officials on their roles during emergencies, followed by a short tabletop exercise informed by a pre-workshop hazard survey.

BACKGROUND/ALTERNATIVES

This proposed workshop stems from increased interest among elected officials in better understanding their responsibilities during emergencies.

The training will cover:

- Core responsibilities of elected officials in an emergency per the National Incident Management System (NIMS).
- How to appropriately access and interpret situational information.
- Legal authorities and procedures for local emergency and disaster declarations, based on the 2025 Teton County Emergency Operations Plan (TC-EOP) and the Elected Officials' Guide to Emergency Operations.
- The role of elected officials in relation to Public Information Officers (PIOs) and Joint Information Systems.
- A facilitated tabletop exercise based on a hazard selected in advance by elected officials via survey.

The exercise scenario will be chosen based on survey input from all 10 elected officials regarding priority hazards listed in the 2025–2030 Wyoming Region 8 Hazard Mitigation Plan.

Pros:

- Aligns elected leadership with emergency protocols.
- Enhances preparedness and decision-making during crises.
- Promotes collaboration between Town and County officials in a low-pressure environment.

Cons:

- Workshop length may need to be adjusted based on meeting constraints.

What is a Tabletop Exercise and What to Expect:

A tabletop exercise works by having a group of participants role-play their response to a simulated crisis scenario in a structured, discussion setting. A facilitator presents the scenario, and the group of participants discusses their roles, responsibilities, and actions, walking through the emergency plan to identify gaps and refine procedures before a real event occurs. This allows organizations to test their plans, practice decision-making, and improve coordination without the pressure of an actual emergency.

How a tabletop exercise works

- Facilitation: A facilitator guides the session, presenting the scenario and posing questions to prompt discussion.
- Role-playing: Participants, in this case elected leaders, represent their real-life roles.
- Scenario-based discussion: The facilitator describes a hypothetical crisis, like a cyberattack or natural disaster, and the group discusses how they would respond at each stage, from initial detection to recovery.

- Analysis and refinement: Participants talk through their existing emergency plans, identifying what works well and where there are weaknesses in their strategy, communication, or procedures.
- Outcome: The exercise concludes with a debriefing to capture lessons learned and recommend revisions to improve the organization's preparedness for future actual events

COMPREHENSIVE PLAN ALIGNMENT

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

STAKEHOLDER ANALYSIS

- Target Participants: All five Town Councilors and five County Commissioners, Town Manager, and County Commissioners' Administrator
- Supporting Entities: Jackson Hole Fire/EMS, Jackson Police Department, Teton County Sheriff's Office, Jackson Public Works, Teton County Public Works, Public Information Officers, Town and County Attorneys, and Emergency Management.
- Stakeholder input on exercise design will be collected via pre-meeting survey.

FISCAL IMPACT

Minimal. Staff time to prepare and conduct workshop and exercise is covered under existing Emergency Management duties.

STAFF IMPACT

Moderate. Staff from Emergency Management and supporting entities will coordinate, facilitate, and evaluate the workshop. Planning and follow-up will require approximately 20 staff hours.

LEGAL REVIEW

Gingery & Colasuonno

ATTACHMENTS

Jackson/Teton County Elected Officials' Guide to Emergency Operations

RECOMMENDATION

Staff recommend holding the workshop and tabletop exercise as outlined to enhance leadership readiness and clarify statutory responsibilities during an emergency. It is recommended that this becomes an annual refresher on elected officials' emergency roles and responsibilities.

SUGGESTED MOTION

No formal action required. This item is for informational and training purposes only.

Jackson/Teton County Elected Officials' Guide to Emergency Operations



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Updated December 4, 2024



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Introduction

This manual is a brief overview of concepts found throughout Teton County and the Town of Jackson's emergency planning canon. It was developed by Teton County (WY) Emergency Management for use by the Teton County Board of County Commissioners and the Jackson Town Council to familiarize themselves with disaster response and recovery concepts.

Contact

Teton County Emergency Management
em@tetoncountywy.gov
307-733-9572
3240 S Adams Canyon Dr.
Jackson, WY 83001

Authority

All Town/County emergency plans are available on the Emergency Management website at <http://www.tetoncountywy.gov/326/Emergency-Plans>.

Federal

See the Teton County [Emergency Operations Plan](#), Appendix C for a full list of Federal authorities

State

- 1) [Wyoming Statutes 19-13](#) (Wyoming Homeland Security Act)
- 2) [Emergency Management Assistance Compact](#) (EMAC)
- 3) [Wyoming Inter-County Mutual Aid Agreement](#) (WICMAA)

Local

- 1) [Teton County/Town of Jackson Emergency Operations Plan](#)
- 2) [Wyoming Region 8 2020 Hazard Mitigation Plan](#)
- 3) [Teton County/Town of Jackson All-Hazards Recovery Plan](#)
- 4) [Hazardous Materials Emergency Response Plan](#)
- 5) [National Incident Management System \(NIMS\) Training Plan](#)
- 6) [Multi-Year Training and Exercise Plan](#)
- 7) Mutual Aid Agreement Between Teton County, Idaho and Teton County, Wyoming for Emergency Services Mutual Aid (Sep. 2023)
- 8) Memorandum of Understanding Between the America Red Cross and Teton County, WY / Town of Jackson, WY (Jan. 2016)
- 9) Memorandum of Understanding Between Teton County, Wyoming, the Town of Jackson, and Teton County Voluntary Organizations Active in Disaster (Feb. 2016)
- 10) Memorandum of Understanding Between Teton County, Wyoming and PAWS of Jackson Hole (May 2015)
- 11) "A Resolution regarding Emergency Management in Teton County and the Town of Jackson"
 - a) Teton County Resolution #2015-039; Town of Jackson Resolution #15-24
- 12) National Incident Management System (NIMS) Resolution
 - a) Teton County Resolution #2015-038; Town of Jackson Resolution #15-23

Threats, Hazards, and Vulnerabilities

Hazard Identification Risk Assessment (HIRA)

The Wyoming Region 8 2025 [Hazard Mitigation Plan](#) includes a natural hazard overview called a Hazard Identification Risk Assessment (HIRA). The focus of this plan are natural hazards, so technological and human-caused disasters are not generally considered in this assessment (dam/levee failure essentially results in a flash flood, which is why it was considered). Below are relative risk scores from the Hazard Severity Analysis from the HIRA.

Table 1 Hazard Severity Analysis and Risk Score ([Wyoming Region 8 2025 Hazard Mitigation Plan](#))

Hazard	Geographic Extent	Frequency of Occurrence	Potential Magnitude/Severity	Teton County Overall Significance
Avalanche	Limited	Highly Likely	Limited	Medium
Dam/Levee Incident	Significant	Unlikely	Critical	Medium
Drought	Extensive	Likely	Moderate	Medium
Earthquake	Significant	Occasional	Catastrophic	High
Flood	Limited	Likely	Limited	High
Landslide	Limited	Likely	Critical	Medium
Severe Summer Weather (Hail/Extreme Heat/ Lightning/ Thunderstorms)	Limited	Highly Likely	Limited	Low
Severe Winter Weather (including Extreme Cold)	Extensive	Highly Likely	Limited	Medium
High Winds (including Tornado)	Significant	Likely	Limited	Medium
Wildfire	Extensive	Highly Likely	Critical	High

Threat and Hazard Identification Risk Assessment (THIRA)

Teton County Emergency Management is responsible for facilitating the development of a THIRA with the whole community. This document looks at three hypothetical hazards that are reassessed every 3 years, with annual updates. The most recent version (2024) has the following scenarios:

1. M7.2 Teton Fault Earthquake
2. COVID-19 Pandemic
3. Governmental Ransomware Attack

Using these scenarios, an assessment is created to set our community's capability targets, assess our current capabilities, identify capability gaps, and discover solutions to address gaps. The assessment itself is protected under W.S. 16-4-203(b)(iv)(A), but summaries can be provided to elected officials upon request.

Other Threats and Hazards

Threats and hazards fall into three general categories:

1. **Natural** – Natural disasters such as earthquakes, landslides, floods, wildfires, severe winter storm, etc.
2. **Human-caused** – Acts caused by humans with the intent of harming people, property, the environment, or the economy, such as terrorism, cyberattacks, arson, active assailant, civil unrest, etc.
3. **Technological** – Failure of human-made systems that is not intentionally caused such as dam failure, hazardous materials spills, power outage, etc.

Like other communities in the country, Teton County can experience a range of disasters. It is important to note that our community is not immune from human caused or technological threats.

Emergency Response

Concept of Operations

- 1) Not all emergencies in Teton County warrant activation of the Teton County Emergency Operations Plan (TC-EOP) nor do they all require activation of the Teton County Emergency Operations Center (TC-EOC). Many are handled on a day-to-day basis through individual or combined responses from town, county, state, and federal emergency response agencies using their internal plans, policies, and procedures.
- 2) Teton County Emergency Management (TC-EM) Coordinator, upon assessing an emergency situation, will activate the TC-EOP for emergency response, or the Teton County All Hazards Recovery Plan (AHRP) for disaster recovery, as the situation and plans dictate.
- 3) TC-EM Coordinator will activate the TC-EOC to the appropriate level. Activations can be in-person, virtual, or a hybrid of both:
 - a) Level 4 (Steady State) – No activation, standard daily operations
 - b) Level 3 (Monitoring/Enhanced) – Typically TC-EM staff only or one or two additional EOC support staff.
 - c) Level 2 (Partial Activation) – TC-EM staff plus activated Emergency Support Function (ESF) coordinators and EOC support staff.
 - d) Level 1 (Full Activation) – TC-EM staff plus most if not all ESF coordinators and support staff.
- 4) TC-EM Coordinator, as appropriate, will activate the Teton County Multi-Agency Coordination Group (TC-MAC), which has the following standing members:
 - a) County Commissioners' Administrator
 - b) Town Manager
 - c) Jackson Hole Fire/EMS Chief
 - d) Jackson Police Department Chief
 - e) Teton County Sheriff

Other local leadership can be added by the TCEM Coordinator as needed, such as legal counsel, Health Department, etc. The TC-MAC acts as a council to support disaster response policy guidance and resource allocation within their respective organizational authorities. Issues that cannot be resolved under organizational authorities are brought to the Town Council or County Commission as appropriate. The TC-MAC is facilitated by the TCEM Coordinator and supported by the EOC.

- 5) The following will be the priorities during emergency response and recovery:
 - a) Life Safety
 - b) Incident Stabilization
 - c) Protect Property and the Environment
 - d) Societal Restoration
- 6) The Town Manager/County Commissioners' Administrator (Primary) and Town Mayor/Vice-Mayor and /County Commission Chair/Vice-Chair (Secondary) are on the Emergency Fanout List. This is a notification list of key local personnel to advise them of significant emergency situations. Notification will be received via Everbridge email/text message or phone call from the Emergency Operations Center (EOC) or Teton County Sheriff's Office Dispatch. The Administrator(s) and Mayor/Chairman are to notify other members of the Council/Commission and/or Department Directors of the situation and await further update from Emergency Management.
- 7) The National Incident Management System (NIMS) shall be used as the incident management protocol for emergency response agencies during emergencies/disasters.
- 8) The Board/Council is responsible for drafting a Delegation of Authority and assigning an Incident Commander or Unified Commanders to manage the declared emergency or disaster if the delegation is not already implied through current duties (i.e., the Fire Chief being incident commander for a major urban conflagration or Public Health Director for a pandemic). This will be the person or persons responsible for management of the incident.
- 9) The TCEM Coordinator is responsible for public alert and warning, activation of the Town/County Emergency Operations Plan (EOP), management of the Teton County Emergency Operations Center (EOC), supporting the delegated Incident Command/Unified Command, and providing situation reports to the Town Manager/County Commissioners' Administrator, as appropriate.
- 10) The Town Manager/County Commissioners' Administrator is responsible for keeping the Council/Board apprised of the situation and presenting items to them for approval such as evacuation orders, emergency declarations, resolutions on resource rationing, curfews, etc. in coordination with the Town/County Attorneys.
- 11) Heads of various departments/agencies (public, private and volunteer) are responsible for assigned Emergency Support Functions (ESFs) as outlined in the Town/County EOP.
- 12) Financial authority and the power to obligate monies:

- a) In the event of a disaster/emergency in Teton County, the Emergency Management Coordinator has the authority to spend up to five thousand dollars per incident of Teton County funds for emergency response purposes before seeking approval from the Board of County Commissioners.
- b) In the event of a disaster/emergency in the Town of Jackson, the Emergency Management Coordinator has the authority to spend up to five thousand dollars per incident of Town of Jackson funds for emergency response purposes before seeking approval from the Town Council.
- c) Each department/division may obligate funds towards an incident per internal policy and allocated budget.
- d) The Board and/or Council have the authority to obligate additional monies which can be outlined in their Delegation of Authority to the Incident Commander/Unified Command.

Teton County Emergency Operations Center (TC-EOC)

Location of the primary Teton County Emergency Operations Center (TC-EOC) is 3240 S Adams Canyon Dr. The backup EOC is at the Teton County Health Department. The secondary backup is at St. John's Health. The tertiary backup is at the University of Wyoming Extension Office. If communications are down, the EOC should be the rally point for department heads and elected officials during a disaster.

Teton County is one of the few counties in Wyoming with a dedicated EOC. Ours is a "warm" EOC meaning it has all of the equipment necessary to stand up, but it is not staffed 24/7. The EOC serves as the steady-state offices of TCEM, and also is a classroom and meeting space for emergency services. Elected officials are welcomed and encouraged to visit the TC-EOC for a tour.

During an activation, the TC-EOC is where off-site support for Incident Command and the TC-MAC takes place. Emergency Support Function (ESF) coordinators will work from the TC-EOC to help coordinate disaster response. It is also where the Wyoming Office of Homeland Security (WOHS) and/or FEMA may work during state or federally declared disasters. The main thing to keep in mind is that the TC-EOC **is not** "in charge" of the incident; the EOC serves a support role. The Incident Commander is in charge of the incident, and the TC-MAC is in charge of policy guidance and resource allocation.

Emergency Management Responsibilities

Teton County Board of County Commissioners (BCC)

- 1) The BCC shall recommend a local homeland security coordinator (referred to as the emergency management coordinator) to the Governor for appointment (W.S. 19-13-108)
- 2) Authorizing, staffing, and funding an emergency management program (TCEM) to coordinate with all government, private, and community-based organizations which have responsibilities in a comprehensive emergency management program
- 3) Providing policy and direction of the overall emergency incident, as described in Section 4.1 of the EOP, and for the organization of personnel, resources, and facilities for emergency operations in unincorporated Teton County

- 4) Coordinating with Jackson Town Council (JTC) to provide direction and control for emergencies/disasters impacting both the Town and County
- 5) Following the disaster assistance process as outlined in Section 2.2 of the EOP. With the assistance of TCEM and the Teton County Attorney, declaring a Local Emergency or Local Disaster, requesting the Governor declare a State of Emergency or Disaster, or, if necessary, invoking the emergency powers of government.
- 6) Drafting a Delegation of Authority and assigning an IC or UC to manage the declared emergency or disaster if the delegation is not already implied through current duties
- 7) Approving Mutual Aid Agreements and MOUs
- 8) Monitoring emergency response during disaster situations and providing policy direction where appropriate
- 9) Keeping the public informed through the Joint Information System (JIS)
- 10) Ensuring the continuity of Teton County governance functions through implementation of a Continuity of Government (COG) plan

Jackson Town Council (JTC)

- 1) Recommending a homeland security coordinator (referred to as an emergency management coordinator) to the Governor for appointment or passing through resolution and forwarding to the Governor acceptance of Teton County's emergency management coordinator for the Town of Jackson (W.S. 19-13-108)
- 2) Providing support for an emergency management program (TCEM) to coordinate with all government, private, and community-based organizations which have responsibilities in a comprehensive emergency management program
- 3) Providing policy and direction of the overall emergency incident, as described in Section 4.1 of the EOP, and for the organization of personnel, resources, and facilities for emergency operations within Town of Jackson
- 4) Coordinating with the Teton County Board of County Commissioners (BCC) to provide direction and control for emergencies/disasters impacting both the Town and County
- 5) Following the disaster assistance process as outlined in Section 2.2 of the EOP
- 6) Determining when an incident exceeds the capacity of Town departments and whether informal assistance from TCEM or formal assistance from Teton County is needed through a Disaster Declaration
- 7) With the assistance of TCEM and the Town of Jackson Attorney, declare a Local Emergency or Local Disaster, request the Teton County BCC declare a State of Emergency, or, if necessary, invoke the emergency powers of government
- 8) Drafting a Delegation of Authority and assigning an IC or UC to manage the declared emergency or disaster if the delegation is not already implied through current duties
- 9) Approving mutual aid agreements and MOUs
- 10) Monitoring the emergency response during disaster situations and providing policy direction where appropriate

- 11) Keeping the public informed through the JIS
- 12) Ensuring the continuity of Town of Jackson governance functions through implementation of a COG plan

County Commissioners' Administrator

- 1) Participating in the TC-MAC Group to develop and implement policy direction and allocate resources for emergency operations on behalf of the BCC, as described in Section 4.1 of the EOP
- 2) Serving as the primary contact point and liaison for the BCC with TCEM
- 3) Relaying notifications and appropriate information from TCEM to the BCC in a timely manner
- 4) In coordination with the Teton County Attorney, assisting the BCC with drafting emergency declarations, disaster declarations, and delegations of authority as needed

Town Manager

- 1) Participating in the TC-MAC Group to develop and implement policy direction and allocate resources for emergency operations on behalf of the JTC, as described in Section 4.1 of the EOP
- 2) Serving as the primary contact point and liaison for the JTC with TCEM
- 3) Relaying notifications and appropriate information from TCEM to the JTC in a timely manner
- 4) In coordination with the Town Attorney, assisting the JTC with drafting emergency declarations, disaster declarations, and delegations of authority as needed

Teton County Emergency Management (TCEM)

TCEM is charged with maintaining an emergency management program involving all government, private sector, and community-based organizations with responsibilities within a comprehensive emergency management program for Teton County (Resolution #2015-039) and Town of Jackson (Resolution #15-24). TCEM is responsible for:

- 1) Serving as the local homeland security program for Teton County and the Town of Jackson, pursuant to Wyoming Statute (W.S. 19-13-108)
- 2) Developing, maintaining, and implementing the TC-EOP (referred to as "homeland security plan" in W.S. 19-13-108)
- 3) Issuing public emergency alert, warning, and notifications in coordination with the TCSO Dispatch, TIDC, and local IC/UC
- 4) Activating the TC-EOC, when required
- 5) Managing the TC-EOC, including the development of TC-EOC SOGs and facilitating training and exercises for TC-EOC Support Staff and ESF Agencies
- 6) Facilitating the TC-MAC Group, which will develop and implement policy direction and prioritize resources for emergency operations, as described in Section 4.1
- 7) Serving as the staff advisor to local elected officials on emergency management matters

- 8) Keeping elected officials apprised of Teton County and Town of Jackson preparedness status and emergency management needs
- 9) Coordinating local preparedness activities, including planning, training, and exercises, as outlined in the Teton County/Town of Jackson IPP
- 10) Serving as the liaison to all Whole Community partners with a role in emergency operations, as identified in the TC-EOP
- 11) Requesting assistance from other local governments through Mutual Aid Agreements and MOUs, or from the State of Wyoming when necessary
- 12) Developing and maintaining the Wyoming Region 8 HMP, Teton County/Town of Jackson AHRP, and Teton County/Town of Jackson IPP

Legal Affairs

The Teton County Attorney and Town of Jackson Attorney are responsible for providing legal counsel and guidance to emergency management and the BCC and JTC for incidents impacting Teton County and the Town of Jackson, respectively. Counsel may be asked to provide legal opinions regarding jurisdictional policies, authority by ordinances, and relevant state or federal laws. Additionally, legal counsel will support the development of delegations of authority and local emergency or disaster declarations made by elected officials. TCEM, as a County division, is a client of the Teton County Attorney's Office.

Town/County Departments, Divisions, and Agencies

Local departments and agencies provide support in accordance with national, state, and local authorities and guidance. All Teton County and Town of Jackson departments or divisions designated as an ESF Primary Agency or Supporting Agency are responsible for:

- 1) Assigning at least one (1) staff member to work in the TC-EOC as Support Staff when requested by TCEM to provide coordination and support during emergency operations
- 2) Providing the name and contact information for the assigned staff member serving as a TC-EOC Support Staff who will then participate in training, exercises, and activations
- 3) Serving as an ESF Primary or Supporting Agency and reporting to the TC-EOC, as requested, when the ESF is activated, either virtually or in-person
- 4) Excusing assigned TC-EOC Support Staff and ESF Coordinators from regular duties and/or adjusting their schedules to accommodate emergency support operations work
- 5) Mobilizing departmental equipment, supplies, and other resources to support emergency operations as requested by the TC-EOC
- 6) Developing and maintaining SOGs to effectively carry out their respective ESFs
- 7) Participating in initial and/or ongoing response under their own authorities and funding
- 8) Making personnel, resources, and facilities available for essential emergency use upon request from TCEM

- 9) Developing and maintaining a Continuity of Operations Plan (COOP) to ensure that critical functions and services are maintained during an emergency
- 10) Developing Mutual Aid Agreements and MOUs for activities during emergencies

Emergency Declaration vs. Disaster Declaration

These terms are used interchangeably in various local, state, and federal documents. For the purposes of Teton County and the Town of Jackson, the terms shall be defined as follows:

- **EMERGENCY DECLARATION:** Used to activate the Town/County EOP and activate the Teton County/Town of Jackson Emergency Management Resolution (TOJ #15-24; TC #2015-039). It is anticipated that the situation can be resolved with Town/County resources and limited mutual aid. An Emergency Declaration is a tool to let the public know that it may not be “business as usual” in the jurisdiction until the emergency is resolved. This could apply to curfews, rationing, availability of government services, traffic routing, etc. State Statute W.S. § 19-13-111 and the Town/County Emergency Management Resolution gives Emergency Management the authorization to employ all available resources and personnel of the Town/County during declarations.
- **DISASTER DECLARATION:** Includes everything for an Emergency Declaration with the exception that the jurisdiction does not have adequate local or immediately available mutual aid resources to resolve the situation. A Disaster Declaration includes a request for assistance from the next-higher level of government. For example, the Town of Jackson can make a Disaster Declaration to Teton County asking for specific resources to assist with an emergency. Teton County can make a Disaster Declaration to the State of Wyoming. If a situation is in both the Town and the County, it is recommended that the two bodies make a joint Disaster Declaration to the State.

An Emergency Declaration *does not* need to be made as a pre-requisite to creating a Disaster Declaration. For more information on the declaration process, see Appendix B of the Teton County/Town of Jackson All Hazards Recovery Plan and Section 2.2 of the TC-EOP (<http://www.tetoncountywy.gov/326/Emergency-Plans>).

Emergency Support Functions (ESFs)

The individual/agency that is designated as ESF Coordinator is responsible for coordinating the activities of the function for the county/town. Individuals/agencies that are designated as Supporting Agencies are responsible for assisting the ESF Coordinator in carrying out the activities of the function. These ESFs are assigned through the Town/County EOP. ESF assignments during an incident will shift depending on the jurisdiction of the incident.

ESF # - Name	Coordinator	Primary Agency(ies)
#01 – Transportation	Teton County Regional Transportation Planning Administrator	Teton County Administration
#02 – Communications	Teton County IT Manager	Teton County Information & Technology (IT)
#03 – Public Works and Engineering	Director of Public Works (TC) Public Works Director (ToJ)	Teton County Public Works Town of Jackson Public Works

ESF # - Name	Coordinator	Primary Agency(ies)
#04 – Firefighting	Fire Chief	Jackson Hole Fire/EMS
#05 – Information and Planning	Emergency Management Coordinator	Teton County Emergency Management
#06 – Mass Care Services	Executive Director	One 22 Resource Center
#07 – Resource Support	Emergency Management Coordinator	Teton County Emergency Management
#08 – Public Health and Medical Services	Public Health Response Coordinator	Teton County Health Department
#09 – Search and Rescue	SAR Coordinator	Teton County Sheriff's Office – Search and Rescue
#10 – Hazardous Materials Response	Fire Chief	Jackson Hole Fire/EMS
#11 – Agriculture and Natural Resources	Executive Director	Teton Conservation District
#12 – Energy	CEO	Lower Valley Energy
#13 – Public Safety and Security	Sheriff (TC) Chief of Police (ToJ)	TC Sheriff's Office Jackson Police Department
#14 – Private Sector Support	President	Jackson Hole Chamber of Commerce
#15 – External Affairs	TC Public Information Specialist ToJ Public Information Officer	Teton County General Services Town of Jackson Community Development

Recovery Support Functions (RSFs)

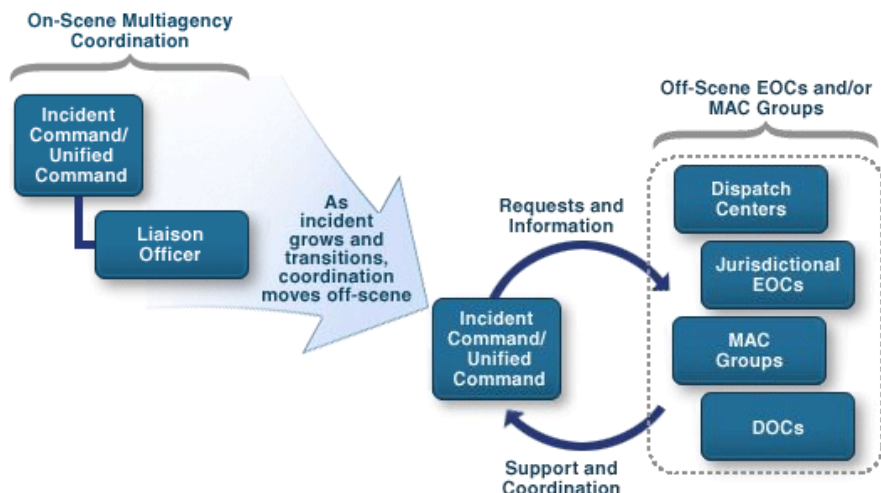
Similar to ESFs, RSFs are a way to organize the community's recovery following a disaster. These RSFs are assigned through Town/County AHRP.

Recovery Support Function	Coordinator(s)
RSF#01 - Community Planning & Capacity Building	<i>TOJ Planning & Building, TC Planning & Building</i>
RSF#02 - Economic	<i>JH Chamber of Commerce, TC Clerk, TOJ Finance</i>

Recovery Support Function	Coordinator(s)
RSF#03 - Health & Social Services	TC Public Health, TC VOAD
RSF#04 - Housing	Jackson/Teton County Affordable Housing Department
RSF#05 - Infrastructure Systems	TC Public Works, TOJ Public Works
RSF#06 - Natural and Cultural Resources	TC Parks & Rec, TC Historic Preservation Board

Control and Coordination

Coordination



Coordination of a large-scale event by the Council/Commission should occur through the TC-MAC. This is also where elected officials should turn for information on the incident. Elected officials maintain their legal authority and responsibility for the response to the incident through a Delegation of Authority (see appendix), which outlines who the Incident Commander (IC)/Unified Commanders (UC) are, what the expectations of the elected officials are, and any financial, political, or other limitations that may need to be taken into account by the IC. Both the Town Manager and County Commissioners' Administrator are vital in facilitating this process and acting as a liaison between the EOC and elected officials.

Line of Authority

The Board of County Commissioners has the primary legal authority and responsibility for policy and direction of all emergency responses within the County, as does the Town Council within the Town of Jackson (although both should work together as a united body during incidents that cross jurisdictional boundaries). The Board/Council does not participate in the emergency response effort and does not directly participate in the functions of the Incident Command System that is managing the on-scene operations. The TCEM Coordinator acts as an advisor to the Board/Council and coordinates between agencies. Each department/agency chief is responsible for the control and coordination of his/her agency or department.

Crisis Management vs. Consequence Management

One way of helping to distinguish between on-scene Command and off-scene Coordination is to think about Crisis Management vs. Consequence Management. Crisis management is taking care of the immediate life safety issues, whereas Consequence Management is dealing with the repercussions of those life safety issue decisions.

Crisis Management – On-Scene Incident Command	Consequence Management – Off-Scene EOC
Incident Commander must evacuate a neighborhood ahead of a wildfire to protect lives	TC-EOC activates ESF #06 Mass Care Services to set up an evacuee reception center and begins planning to set up a shelter
Incident Commander must close major roadway due to hazardous driving conditions to protect life and property	TC-EOC sends public alert of county/town road closure or works with WYDOT to send public alert for state highway closure; activates ESF #14 Private Sector Support to coordinate with grocery stores and gas stations to ensure adequate supplies are available for duration of closure; activates ESF #01 Transportation to work with suppliers to find alternate routes
Incident Commander issues shelter-in-place order due to hazardous materials spill to protect lives	EOC relays order through alert, warning, and notification systems along with shelter-in-place instructions; activates ESF #10 Hazardous Materials Response to get further instructions for the public on the hazard; activates ESF #08 Public Health and Medical Services to determine appropriate decontamination measures for the public;
Incident Commander must shut down governmental network due to cyberattack.	TC-EOC notifies department directors, elected officials, and division managers via internal alternate notification system of network shut down; activates ESF #15 External Affairs to begin crafting public message on loss of governmental services; works with legal counsel and TC-MAC to determine what, if any, information can be released to the public regarding the attack.

APPENDIX A: CHECKLISTS

Board of County Commissioners/Town Council

PHASE I: PREPARE

- 1) Attend briefings by department heads
- 2) Review policies, [Emergency Operations Plan](#), [All-Hazards Recovery Plan](#), and [Hazard Mitigation Plan](#)
- 3) Review assignment of all local government employees
- 4) Make appointments necessary to support the EOP
- 5) Recommend local ordinances/resolutions necessary to mitigate the effects of potential disasters/emergencies and to provide legal authority to persons, departments, and agencies carrying out emergency management functions
- 6) Take suggested trainings in Incident Command System and incident response for elected officials

PHASE II: RESPOND

- 1) Assess situation and needs
- 2) Coordinate public information/announcements through Joint Information System (JIS) and Public Information Officer (PIO)
- 3) Continuously gather information and monitor situation
- 4) Issue Declaration of Emergency/Disaster
- 5) Provide policy and direction through the TC-MAC group (Town Manager/County Commissioners' Administrator)
- 6) Issue Delegation of Authority to an Incident Commander/Unified Command if one is not already implied through position descriptions and authorities
- 7) Request State/Federal assistance, if necessary

PHASE III: RECOVER

- 1) Assign a Local Disaster Recovery Manager (LDRM; this is defaulted to the Town Manager and County Commissioners' Administrator in the All-Hazards Recovery Plan)
- 2) Ensure damage assessment and recovery actions are started
- 3) Request state and/or federal assistance, if necessary
- 4) Assess need for special resolutions, permits, and construction moratoria
- 5) Establish intercommunity, regional, state, and federal liaisons
- 6) Establish monitoring and feedback sources through Joint Information System (JIS) and Public Information Officer (PIO)
- 7) Identify outside investment and aid for public facilities and private investment
- 8) Ensure transition from emergency response coordination (TCEM Coordinator) to disaster recovery coordinator (LDRM)

PHASE IV: MITIGATION

- 1) Encourage hazard mitigation considerations in development
- 2) Take advantage of state and federal hazard mitigation programs
- 3) Adopt recommended building and fire codes to ensure safe construction and prevent disasters from happening

Emergency Management Coordinator

PHASE I: PREPARE

- 1) Coordinate with departments/agencies to review EOP
- 2) Review, update, and test plan periodically
- 3) Ensure development of systems for warning, response, communications, shelters, and evacuation to support emergency management; ensure that the systems are reviewed, updated and tested periodically
- 4) Ensure that key elements of public emergency information are developed, published and distributed
- 5) Coordinate review and update of all emergency procedures
- 6) Prepare EOC for activation

PHASE II: RESPOND

- 1) Alert key staff using Teton County Warning & Disaster Fanout if necessary
- 2) Brief Board of County Commissioners/Town Council and department heads through Town Manager/County Commissioners' Administrator
- 3) Recommend actions
- 4) Activate EOC and EOP as necessary
- 5) Activate ESFs as necessary
- 6) Activate TC-MAC as necessary
- 7) Notify Wyoming Office of Homeland Security (WOHS)
- 8) Brief EOC staff
- 9) Submit required reports to WOHS
- 10) Coordinate with the BCC and JTC for:
 - a) Mutual aid
 - b) Disaster/emergency declaration
 - c) Delegation of authority

PHASE III: RECOVER

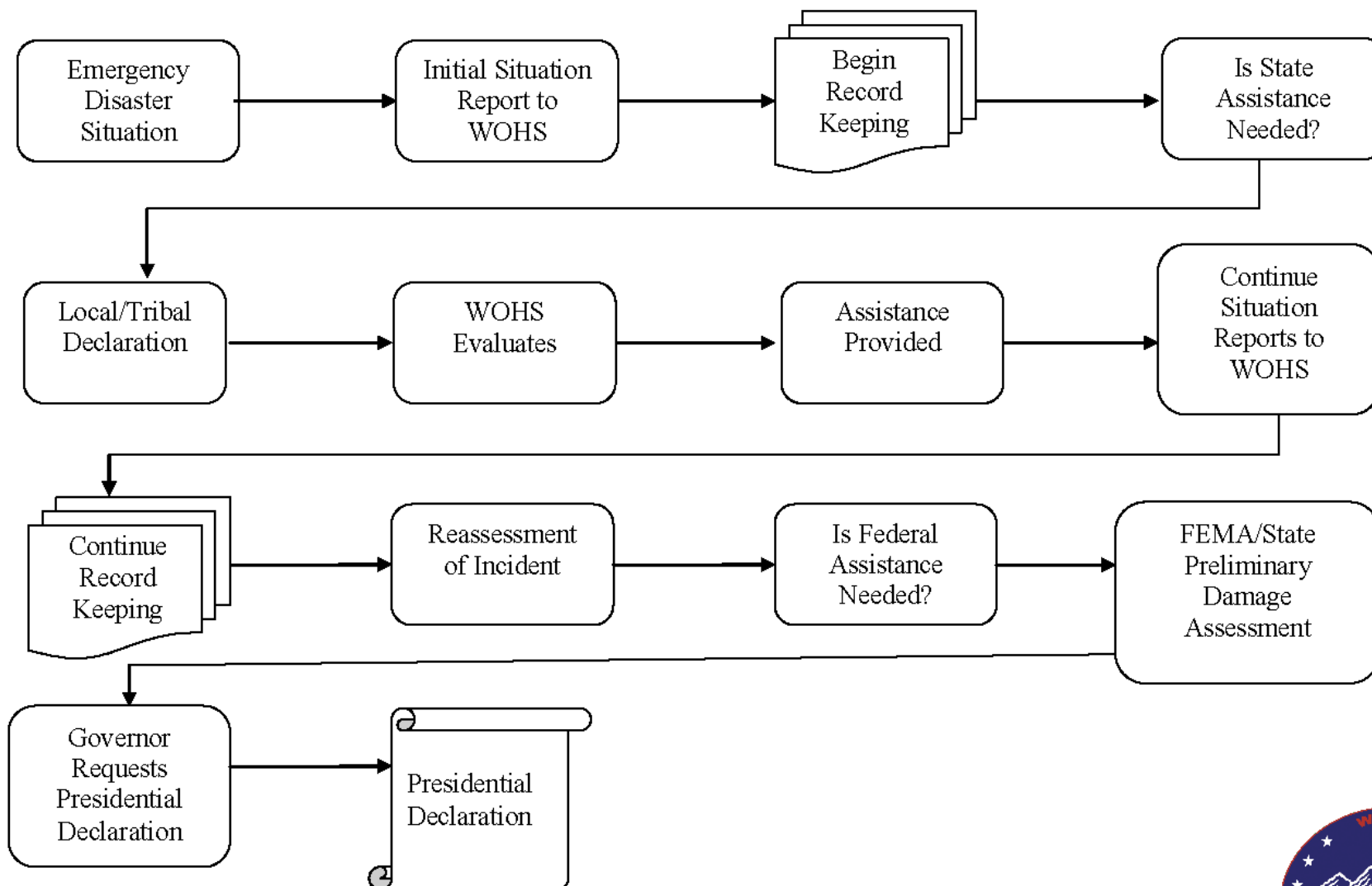
- 1) Activate Town/County AHRP
- 2) Activate Recovery Support Functions (RSFs) as necessary
- 3) Coordinate damage assessment
- 4) Coordinate needed public assistance
- 5) Coordinate the mobilization of resources to expedite disaster relief and restore vital community facilities
- 6) Coordinate requests for state/federal assistance

PHASE IV: MITIGATION

- 1) Keep Wyoming Region 8 Hazard Mitigation Plan (HMP) updated
- 2) Encourage pursuit of HMP projects to increase disaster resilience
- 3) Conduct public outreach and education on disaster preparedness and resilience

APPENDIX B: DISASTER ASSISTANCE PROCESS FLOW CHART

DISASTER ASSISTANCE PROCESS FLOW CHART



APPENDIX C: SAMPLE DISASTER DECLARATION

A Disaster Declaration must be issued prior to requesting state or federal assistance.

The following is a sample of the language that should be retyped onto the jurisdiction's official letterhead before submitting. Language should be changed to accurately describe current incident.

WHEREAS, County (or affected city/town) has suffered from a _____ (i.e., tornado, flood, severe storm, etc.) that occurred on _____ (include date(s) and time).

WHEREAS, extensive damage was caused to public and private property, disruption of utility service, and endangerment of health and safety of the residents of County (or city/town) within the disaster area.

WHEREAS, all locally available public and private resources available to mitigate and alleviate the effects of this disaster have been insufficient to meet the needs of the situation,

Therefore, the Chair of the _____ County Commissioners (or the Mayor of _____) has declared a disaster on behalf of County (or city/town), and will execute for and on behalf of County (or city/town), the expenditure of emergency funds from all available sources, the invoking of mutual aid agreements, and the requesting assistance from the State.

Chair, County Commissioners

(or Mayor of affected jurisdiction

Or appointed authorized representative)

WITNESS my hand and the seal of my office

This day of , 20 .

County (or City/Town) Clerk

Note: Do not include specific dollar amounts in the Resolution. This Resolution does not guarantee that the jurisdiction or any potential applicants will qualify to receive state or federal funding assistance.

APPENDIX D: SAMPLE EMERGENCY DECLARATION

An Emergency Declaration is made to notify the public of changes to services and operations of government.

The following is a sample of the language that should be retyped onto the jurisdiction's official letterhead before publishing. Language should be changed to accurately describe current incident.

WHEREAS, County (or affected city/town) has suffered from a _____ (i.e., tornado, flood, severe storm, etc.) that occurred on _____ (include date(s) and time).

WHEREAS, extensive damage was caused to public and private property, disruption of utility service, and endangerment of health and safety of the residents of County (or city/town) within the emergency area defined as _____;

WHEREAS, all locally available public and private resources available to mitigate and alleviate the effects of this disaster are working to resolve this emergency;

WHEREAS, the following governmental services may be impacted until this emergency is resolved, including _____;

WHEREAS, the County (or affected city/town) requests that the public avoid the emergency area to allow responders to safely resolve the incident;

Therefore, the Chair of the _____ County Commissioners (or the Mayor of _____) has declared an emergency on behalf of County (or city/town), and will execute for and on behalf of County (or city/town), the expenditure of emergency funds from all necessary sources and the invoking of mutual aid agreements.

Chair, County Commissioners

(or Mayor of affected jurisdiction

Or appointed authorized representative)

WITNESS my hand and the seal of my office

This day of, 20.

County (or City/Town) Clerk

Note: Do not include specific dollar amounts in the Resolution. This Resolution does not guarantee that the jurisdiction or any potential applicants will qualify to receive state or federal funding assistance.

APPENDIX E: SAMPLE DELEGATION OF AUTHORITY

As of _____ hrs, _____ 20xx, I have delegated the authority and responsibility for the complete management of the (name of incident) _____ Incident to the Incident Commander/Unified Commanders (insert name or names) _____.

As Incident Commander/Unified Commanders (IC/UC), you are accountable to the Board of County Commissioners/Town Council for the overall management of this incident including control and return to local forces. I expect you to adhere to relevant and applicable laws, policies, and professional standards. You will manage this incident under standard protocols and procedures for the Incident Command System (ICS) and the National Incident Management System (NIMS).

My considerations for management of the incident in order of highest priority to lowest are:

- 1) Provide for responder and public safety.
- 2) Provide incident stability.
- 3) Ensure preservation of property without unnecessary risk to life safety.
- 4) Manage the incident cost-effectively for the values at risk.
- 5) Provide for minimal disruption of access to critical community services and commerce. Access must be consistent with the safety of the public.
- 6) Provide training opportunities for less experienced responders in order to strengthen organizational capabilities of local area personnel.
- 7) Coordinate with _____ and the State for use of their resources, as needed, and incorporate them into the overall incident plan.
- 8) The media will be escorted whenever possible. Media cards will identify members of the media.
- 9) Initial attack on cascading events will be the responsibility of this Incident Management Team within a 10-mile radius of the incident.

(The agency may wish to consider adding stipulations for expenditure of funds, what the spending cap is before the IC/UC must request permission to spend funds, daily situational update requirements from the IC/UC, etc.)

Chair of Commission/Mayor

Date

WITNESS my hand and the seal of my office

This day of , 20 .

County (or City/Town) Clerk

APPENDIX F: TRAINING FOR ELECTED OFFICIALS/ADMINISTRATORS

The following courses have been picked by Teton County Emergency Management due to their applicability to elected officials/administrators in understanding their role in emergency management.

- IS-908 – Emergency Management for Senior Officials
[FEMA - Emergency Management Institute \(EMI\) Course | IS-908: Emergency Management for Senior Officials](#)
- G-402 – Incident Command System Overview for Executives/Senior Officials
(classroom delivery only, can be delivered by Emergency Management)
- MGT-312 – Senior Officials' Workshop for All-Hazards Preparedness
[Senior Officials Workshop for All-Hazards Preparedness | TEEX.ORG](#) *(Classroom delivery only through Texas Engineering Extension Service; arrange for class through Emergency Management)*
- MGT-340 – Crisis Leadership
[Crisis Leadership | TEEX.ORG](#) *(Classroom delivery only through Texas Engineering Extension Service; arrange for class through Emergency Management)*
- Integrated Emergency Management Course (IEMC)
<http://training.fema.gov/emiweb/iemc/>
(Course offered through FEMA's Emergency Management Institute in Emmitsburg, MD. FEMA provides travel, tuition, and lodging at no cost to home agency.)

APPENDIX G: ACRONYMS

AEOC	Alternate Emergency Operations Center
AHRP	All Hazards Recovery Plan
AWN	Alerts, Warnings, and Notifications
BCC	Board of County Commissioners
COG	Continuity of Government
COOP	Continuity of Operations Plan
DHS	U.S. Department of Homeland Security
EAS	Emergency Alert System
EM	Emergency Management
EMA	Emergency Management Agency
EOC	Emergency Operations Center
EOP	Emergency Operations Plan
ESF	Emergency Support Function
FEMA	Federal Emergency Management Agency
HMP	Hazard Mitigation Plan
IC	Incident Commander
ICS	Incident Command System
IPAWS	Integrated Public Alert and Warning System
IPP	Integrated Preparedness Plan
JIC	Joint Information Center
JIS	Joint Information System
JTC	Jackson Town Council
LDRM	Local Disaster Recovery Manager
MACS	Multiagency Coordination System
NGO	Non-Governmental Organization
NIMS	National Incident Management System
NRF	National Response Framework
PIO	Public Information Officer
RSF	Recovery Support Function
TC	Teton County
TOJ	Town of Jackson
UC	Unified Commander
VOAD	Voluntary Organizations Active in Disaster
WEA	Wireless Emergency Alerts
WOHS	Wyoming Office of Homeland Security



JOINT MEETING AGENDA DOCUMENTATION

SUBMITTING DEPARTMENT: Town/County Admin. & Parks & Recreation

PRESENTER: Tyler Florence

MEETING DATE: February 2, 2026

Jodie Pond & Tyler Sinclair

SUBJECT: Parks and Recreation Joint Powers Agreement Review

STATEMENT/PURPOSE

The purpose of this item is to provide the Town Council (Council) and Board of County Commissioners (BCC) with an overview of the current Joint Powers Agreement for Parks and Recreation, a comprehensive cost-of-service analysis for the Parks & Recreation Department and alternatives for joint funding. This report details the current funding methodology and compares it against objective, service-based indicators to facilitate discussion between the elected bodies regarding a potential new funding split and/or governance model for the joint department.

Specifically, at today's meeting staff will provide background information, analysis, alternatives and answer questions from the Joint Boards with no action requested. The purpose of this meeting is to gain a common understanding of the topic and associated alternatives. Subsequently, each jurisdiction will meet separately to discuss their individual positions on how to move forward, then return to a Joint Meeting in March or April to begin negotiation/discussion of the desired future funding and governance of the department.

BACKGROUND/ALTERNATIVES

The Town of Jackson and Teton County have cooperated for many decades to efficiently provide coordinated services, including Parks & Recreation.

The Town of Jackson and Teton County entered into a Joint Powers Agreement in March 2016 for 10 years for the purpose of establishing the Teton County/Jackson Parks and Recreation Department and Teton County/Jackson Parks and Recreation Advisory Board. A summary of the agreement is provided below and the agreement in its entirety is attached to this report.

- 1. Purpose.** The purpose of this agreement is to jointly provide for a system of public parks and recreational facilities within Teton County and the Town of Jackson, which shall be called the Teton County/Jackson Parks and Recreation Department, and which is to be overseen by the Teton County/Jackson Parks and Recreation Advisory Board, (hereinafter referred to as the Board). The Board shall be an advisory board to the parties and is specifically not a joint powers board, and no separate legal entity is created by this agreement.
- 2. Duration.** This agreement shall commence on the date of approval by the Wyoming Attorney General, following the adoption and approval of this agreement by both parties hereto, and shall terminate ten (10) years from said date of adoption and approval, unless sooner terminated or extended as hereinafter provided.
- 3. Name.** This agreement creates the Teton County/Jackson Parks and Recreation Department, which is a cooperative action between the Town of Jackson and Teton County. The Department shall be managed by a Director of the Teton County/Jackson Parks and Recreation Department (hereinafter referred to as "Director").

4. **Advisory Board Composition.** The Board shall consist of seven (7) voting members, all of whom shall be qualified electors of Teton County, Wyoming. All members shall be appointed by joint appointment by the Board of County Commissioners of Teton County, Wyoming, and the Town Council of the Town of Jackson, for three (3) year staggered terms.
5. **Removal.** Any member of the Board may be removed without cause by the joint approval of the Board of County Commissioners and the Town Council of Jackson.
6. **Powers Delegated and Roles of the Parties, the Board and Director.** So as to minimize confusion as to the roles and responsibilities of the Parties hereto, the Board formed hereby and the Director and staff utilized, the Parties identify such roles and responsibilities as follows:
 - (a) The Director shall have the power to manage the day-to-day affairs of the Department.
 - (b) The Board is hereby delegated the authority to create policies, rules, and regulations; engage in both long-term and short-term strategic planning; and establish rates for the use of the parks and recreation facilities; with the direct input of the Director of the Department in all the above listed delegations.
 - (c) Teton County and the Town of Jackson shall jointly approve facility usage rate increases in excess of twenty-five percent (25%). In addition, the power to hire, fire, and discipline the Director of the Department shall be with the Teton County Commissioner's Administrator.
7. **Ownership of Facilities.** The parks or recreational facilities, including leased property, and all of the facilities currently located upon them, as well as equipment currently utilized by the Parks and Recreation Department, shall continue to be the sole property of the respective Party that currently has ownership. Each Party shall be deemed to own a one-half (1/2) undivided interest in certain equipment and facilities that is not specifically owned solely by one party.
8. **Financing and Budget.**
 - (a) General Finance. All expenditure and revenue transactions pertaining to the Department shall be recorded in a separate Special Revenue Fund that will be part of the County of Teton reporting entity. This special fund shall be called the Parks and Recreation Fund (hereinafter referred to as "Fund"). The Town of Jackson and Teton County shall each finance joint and cooperative undertaking by the appropriation by each Party based upon the percentage of the most current census data utilized by the State of Wyoming in making sales tax distributions to the Town of Jackson and Teton County.
 - (b) Budgeting Procedures. The Department is required to comply with both Parties' budgetary procedures, which includes format and timing requirements for appropriation requests. All appropriations and budgeted revenue need approval from both Parties before the budget is considered "approved."
 - (c) Fund Balance (Reserves). The fiscal year ending fund balance, calculated on the modified accrual basis of accounting, of the Fund will be reported by Teton County to the Town of Jackson as soon as the Teton County Audited Financial Statements are published. The desired level of the reserves, or the targeted fund balance, will be proposed by the Teton County Budget Officer, and will be reviewed each year during the annual budget process. Ownership of the reserves of the Fund is shared based upon the most current census data utilized by the State of Wyoming in making sales tax distributions to the Town of Jackson and Teton County.
9. **Auditor Recommendations.** The Parties intend to abide by all recommendations of their auditors. Recommendation of the parties' auditors proposed after the date hereof shall be deemed incorporated herein as they may be made from time to time.
10. **Financing of Operations and Capital Expenditures.** For purposes of timing, Financing Operations, Capital Expenditures and Budgeting, the Board shall be controlled by the more restrictive of the statutory fiscal procedures applicable to the Town and County. The funding of the Department shall be a negotiated process pursued in good faith by the sponsoring entities.
11. **Methods of Operation.** The Parties agree that, in the interest of efficiency and in order to avoid unnecessary redundancies and to take advantage of established fiscal, personnel, insurance and other arrangements, the Parks and Recreation Department shall operate as if it were a department of the County,
12. **Termination or Extension of Agreement.** The Agreement may be terminated by the resolution of either the Board of County Commissioners or the Town Council. However, neither party can terminate the Agreement or their obligations hereunder if the termination would constitute a breach of any contract for

the purpose, lease, use or hiring of any facilities, property or services put in place pursuant to the Agreement.

13. Prior Agreements. The agreement superseded all prior agreements between the parties with respect to Parks and Rec.

Up until January 2025, funding for the department was split by the Town of Jackson and Teton County based upon the percentage of the most current census data utilized by the State of Wyoming in making sales tax distributions to the Town of Jackson and Teton County.

The current funding split for the department is governed by a July 2024 Joint Funding Memorandum of Understanding (MOU) between the Town and County that adjusted the joint funding ratio from a 54/46 split to a 62/38 split with 62% attributed to Teton County and 38% attributed to the Town of Jackson with certain caveats and conditions. The MOU states that:

The change in joint funding for both operations and capital shall be phased in over a 3-year period. Specifically, the joint funding split for both operations and capital shall change from 54/46 to 57/43 with 57% attributed to Teton County and 43% attributed to the Town of Jackson beginning on July 1, 2025, and then an increase from 57/43 to 60/40 with 60% attributed to Teton County and 40% attributed to the Town of Jackson beginning on July 1, 2026. And then an increase from 60/40 to 62/38 with 62% attributed to Teton County and 38% attributed to the Town of Jackson beginning on July 1, 2027.

The MOU further states that:

The Town of Jackson and Teton County will revise the governance of jointly funded governmental functions beginning discussion in January 2025. This could include ideas such as creating independent agencies, fees for services, splitting departments, etc. All revised governance would be effective July 1, 2027, or sooner if the parties can come to agreement. If agreement cannot be made on governance prior to January 1, 2031, then the funding split for joint funding for both operational and capital shall revert on July 1, 2031 to the use of the tax division as directed in Wyoming Statute §39-15-211(a)(i)(B)(I) and (II), specifically (I) to the county in the proportion the population of the county situated outside the corporate limits of its cities and towns bears to the total population of the county; and (II) to the incorporated cities and towns within the county in the proportion the population of each city or town bears to the total population of the county.

The Joint Parks and Recreation department's total budget and divided by operations and capital for the previous 10-year period is shown as follows:

Budget	2017	2018	2019	2020	2021	2022	2023	2024	2025	2026
Operating	4,937,643	5,137,970	5,496,598	6,953,864	5,121,037	5,065,148	6,498,942	6,645,716	8,516,255	8,827,887
Capital	5,331,607	5,656,080	3,569,868	3,003,648	778,749	961,724	20,205,675	20,243,775	3,455,250	1,002,599
Total	10,269,250	10,794,050	9,066,466	9,957,512	5,899,786	6,026,872	26,704,617	26,889,491	11,971,505	9,830,486

Staff notes that the recreation center expansion over the previous 3 years results in significant impacts on the overall budget in terms of revenue, operations and capital.

ANALYSIS

County staff have conducted a review of the cost allocation methodology to ensure fiscal transparency. This analysis focuses on allocating costs by jurisdiction/location of service provision to compare our current split to objective, service-based indicators. Consistent with other joint departments, the Town and County have expressed interest in periodically reviewing whether cost sharing reflects how services are delivered and who benefits from them.

For fiscal year 2026, the net operating cost for the Parks & Recreation department is approximately **\$4.7 million**. The analysis compared three primary funding scenarios:

Funding Model	Town %	Town \$	County %	County \$
Current Split	43%	\$2,009,935	57%	\$2,664,333
Jurisdictional Cost of Service	56%	\$2,619,352	44%	\$2,054,916
Population-based Split	46%	\$2,150,163	54%	\$2,524,104

Jurisdictional cost of service was calculated based on parks service delivery by jurisdiction and recreation services by population allocation (residency data unavailable for recreation users). Staff will provide an overview of their analysis at the meeting, please see the presentation attached as further background.

- **Parks Division Specifics:** Net cost for the Parks Division is **\$2,757,498**. Notable jurisdictional variances exist in service delivery: for example, the Town carries 100% of costs for Sidewalks and Right-of-Ways, while the County carries 100% for Snake River Management. The true net cost for the Parks Division alone reflects a 62% Town and 38% County split.
- **Capital Outlook** The proposed FY27-31 capital budget is approximately **\$19,878,000**. Under the current split, the Town would contribute \$8,547,540 while the County would contribute \$11,330,460. If a jurisdictional infrastructure split combined with a 56/44 Rec Center split is utilized, the Town would contribute \$10,992,160 and the County would contribute \$8,885,840.

It is important to recognize that the fiscal impact of a jurisdictional capital split is highly variable and dependent upon the specific projects the elected bodies choose to prioritize in the Capital Improvement Plan (CIP). Because infrastructure costs are tied to fixed locations, the total funding obligation for each entity will shift annually based on the geographic distribution of that year's active projects.

In addition, and including the analysis and alternatives provided above, staff have provided the following alternative funding scenarios for possible consideration by the Boards as this topic moves forward:

- **Joint Funding MOU:** 62/38: split 62% to Teton County and 38% to the Town of Jackson
- **Census Split:** 54/46: split 54% to Teton County and 46% to the Town of Jackson
- **Jurisdictional Cost of Service:** 44/56: split 44% to Teton County and 56% to the Town of Jackson
- **Other**

Governance: Staff recommend and find that discussion of governance of the joint department between the Town and County be deferred until after a discussion and/or agreement has been determined on how to jointly fund the department. Staff find that the overall governance referred to in the joint funding MOU was related to potential changes to the overall funding and thus should be addressed once joint funding has been addressed. Separately, staff do not recommend that the governance role of the Parks and Recreation Board be discussed at this time. Should the Parks and Recreation Board and/or Town and County choose to pursue this topic it should be addressed at a later date once the Joint Powers Agreement has been resolved.

COMPREHENSIVE PLAN ALIGNMENT

The review and update of this joint agreement is consistent with Section 8: Quality Community Service Provision goal to:

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

In addition, Section 8: Quality Community Service Provision provides policy direction on this topic as follows:

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

STAKEHOLDER ANALYSIS

All residents and visitors to the Town and County are stakeholders in delivery, funding, and governance of government services.

FISCAL IMPACT

To be determined.

STAFF IMPACT

Staff have spent approximately 30 hours conducting a comprehensive cost-allocation review and preparing the resulting analysis for the Council and BCC.

LEGAL REVIEW

Gingery, Colasuonno

ATTACHMENTS

2016 Parks and Recreation Joint Powers Agreement

Memorandum of Understanding Joint Funding Between the Town of Jackson and Teton County

2026 Parks & Recreation Joint Powers Funding Assessment

RECOMMENDATION

While staff is not recommending a specific split ratio, the following parameters are provided to ensure the chosen methodology is administratively manageable:

- **Operating:** Utilize a simple split ratio applied to the total net operating cost rather than splitting individual expenses and revenues.
- **Shared Assets:** Maintain a consistent split ratio for the fund balance, vehicles/equipment, and Recreation Center capital, as the Rec Center remains a shared regional asset.
- **Fixed Infrastructure:** Consider allocating capital infrastructure by jurisdiction to more closely align with the jurisdictional cost of service.
- **Avoid:** Staff advises against splitting Parks or Recreation operating costs by jurisdiction as it is administratively inefficient.

SUGGESTED MOTION

No action required at this time.

**THE TOWN OF JACKSON AND TETON COUNTY JOINT POWER
AGREEMENT FOR PARKS AND RECREATION AND AGREEMENT
ESTABLISHING THE TETON COUNTY/JACKSON PARKS AND
RECREATION DEPARTMENT AND TETON COUNTY/JACKSON PARKS
AND RECREATION ADVISORY BOARD**

This agreement is made and entered into to be effective as of the 14th day of March, 2016, by and between the Town of Jackson, Wyoming, a Municipal Corporation of the State of Wyoming, hereinafter referred to as "Town", and Teton County, Wyoming, a duly organized county of the State of Wyoming, hereinafter referred to as "County."

WITNESSETH:

WHEREAS, Wyoming Statute §16-1-105 Joint Agreements allows for two (2) or more agencies to enter into agreements with each other for joint or cooperative action; and

WHEREAS, this Joint Power Agreement is created pursuant to W.S. §16-1-105 and it is specifically recognized that this agreement does not create a separate legal entity, nor is this agreement created or governed by W.S. §16-1-106 Joint Powers Boards; and

WHEREAS, Teton County and the Town of Jackson (hereinafter referred to as "Parties") have determined that there is a need within Teton County and the Town of Jackson for a system of parks and recreation facilities, which shall be encompassed in a Parks and Recreation Department (hereinafter referred to as the Department); and

WHEREAS said Department shall have an advisory board to oversee the responsibilities of the Department; and

WHEREAS, in furtherance of meeting this need in accordance with statutory authorization, the Town and County are expending funds and assisting in the support of system of parks and recreation; and

WHEREAS, the Town and County formerly operated the Parks and Recreation Department under the *1999 Agreement (Parks and Recreation Department)* and then

the January 28, 2004 Joint Powers Agreement, which included an Amendment #1 entered into June 6, 2011, and an Amendment #2 entered into on December 10, 2012; and

WHEREAS, Joint Powers Agreements need to be updated every 10 years.

NOW THEREFORE, it is hereby resolved by the Town and County in separate meetings duly assembled, and in consideration of the foregoing and of the cooperation to be had between the parties and the performance of the promises contained herein, and the parties hereto agree as follows as follows:

1. **Purpose.** The purpose of this agreement is to jointly provide for a system of public parks and recreational facilities within Teton County and the Town of Jackson, which shall be called the Teton County/Jackson Parks and Recreation Department, and which is to be overseen by the Teton County/Jackson Parks and Recreation Advisory Board, (hereinafter referred to as the Board). The Board shall be an advisory board to the parties and is specifically not a joint powers board, and no separate legal entity is created by this agreement.

2. **Duration.** This agreement shall commence on the date of approval by the Wyoming Attorney General, following the adoption and approval of this agreement by both parties hereto, and shall terminate ten (10) years from said date of adoption and approval, unless sooner terminated or extended as hereinafter provided.

3. **Name.** This agreement creates the Teton County/Jackson Parks and Recreation Department, which is a cooperative action between the Town of Jackson and Teton County. The Department shall be managed by a Director of the Teton County/Jackson Parks and Recreation Department (hereinafter referred to as "Director").

4. **Advisory Board Composition.** The Board shall consist of seven (7) voting members, all of whom shall be qualified electors of Teton County, Wyoming. All members shall be appointed by joint appointment by the Board of County Commissioners of Teton County, Wyoming, and the Town Council of the Town of Jackson, for three (3) year staggered terms. The existing board under the 2004 Joint Powers Agreement shall continue to constitute the Board. The Board shall also include one (1) member of the Board of County Commissioners, one (1) member of the Town of

Jackson Town Council, and one (1) member of the Teton County School District. Such members shall sit ex-officio, and shall not have the right to vote on any matters.

5. **Removal.** Any member of the Board may be removed without cause by the joint approval of the Board of County Commissioners and the Town Council of Jackson.

6. **Powers Delegated and Roles of the Parties, the Board, and Director.**

So as to minimize confusion as to the roles and responsibilities of the Parties hereto, the Board formed hereby and the Director and staff utilized, the Parties identify such roles and responsibilities as follows:

(a) The Director shall have the power to manage the day-to-day affairs of the Department.

(b) The Board is hereby delegated the authority to create policies, rules, and regulations; engage in both long-term and short-term strategic planning; and establish rates for the use of the parks and recreation facilities; with the direct input of the Director of the Department in all of the above listed delegations.

(c) Teton County and the Town of Jackson shall jointly approve facility usage rate increases in excess of twenty-five percent (25%). In addition, the power to hire, fire, and discipline the Director of the Department shall be with the Teton County Commissioner's Administrator. The Director of the Department shall be a direct report to the Teton County Commissioner's Administrator. Through their financing function, the Town and County shall have sole and absolute discretion to appropriate funds for the continued functioning of the Department. Neither the Town nor the County has an obligation to fund the Department.

7. **Ownership of Facilities.** The parks or recreational facilities, including leased property, and all of the facilities currently located upon them, as well as equipment currently utilized by the Parks and Recreation Department, shall continue to be the sole property of the respective Party that currently has ownership. Each Party shall be deemed to own a one-half (1/2) undivided interest in certain equipment and facilities that is not specifically owned solely by one party. Future acquisitions of property must be designated as co-owned or as solely owned by one party at the time

of its acquisition. If property is not designated at its time of acquisition, the default shall be sole ownership by the respective Party.

8. Financing and Budget.

(a) General Finance. All expenditure and revenue transactions pertaining to the Department shall be recorded in a separate Special Revenue Fund that will be part of the County of Teton reporting entity. This special fund shall be called the Parks and Recreation Fund (hereinafter referred to as "Fund"). The Town of Jackson and Teton County shall each finance joint and cooperative undertaking by the appropriation by each Party based upon the percentage of the most current census data utilized by the State of Wyoming in making sales tax distributions to the Town of Jackson and Teton County.

The annual fiscal year contribution shall be calculated in the prior year during the annual budgeting process. The combined contributions from the Parties will be the difference between the projected ending fund balance (on a modified accrual basis) and the agreed-upon targeted fund balance. The estimated fund balance calculation for the fiscal year of the contribution shall be calculated as follows:

Estimated Beginning Fund Balance
Plus (+): All Estimated Program Sources
Minus (-): All Estimated Program Uses
Equals (=): Estimated Fund Ending Balance

Subject to Teton County invoicing, the Town of Jackson will remit one-twelfth (1/12) of the approved annual contribution on a monthly basis throughout the fiscal year. All expenditures and revenue pertaining to the Fund will be paid/received by Teton County and recorded as a debit/credit to the Fund. The Town of Jackson will not accept Department revenue or incur Department expenditures other than through Teton County, except grant proceeds and grant-related expenditures where the Town of Jackson is the grantee.

(b) Budgeting Procedures. The Department is required to comply with both Parties' budgetary procedures, which includes format and timing requirements for appropriation requests. All appropriations and budgeted revenue need approval from both Parties before the budget is considered "approved." The Department will comply with both Parties' supplemental appropriation process. The Department is required to

comply with both Parties' Capital Improvement Plan (CIP) procedures, which include formal and timing requirements for project submittal.

(c) Fund Balance (Reserves). The fiscal year ending fund balance, calculated on the modified accrual basis of accounting, of the Fund will be reported by Teton County to the Town of Jackson as soon as the Teton County Audited Financial Statements are published.

The desired level of the reserves, or the targeted fund balance, will be proposed by the Teton County Budget Officer, and will be reviewed each year during the annual budget process. Ownership of the reserves of the Fund is shared based upon the most current census data utilized by the State of Wyoming in making sales tax distributions to the Town of Jackson and Teton County. Investment of idle funds must be done in compliance with Teton County investment policy and Wyoming Statutes.

9. Auditor Recommendations. The Parties intend to abide by all recommendations of their auditors. Recommendation of the parties' auditors proposed after the date hereof shall be deemed incorporated herein as they may be made from time to time.

10. Financing of Operations and Capital Expenditures. For purposes of timing, Financing Operations, Capital Expenditures and Budgeting, the Board shall be controlled by the more restrictive of the statutory fiscal procedures applicable to the Town and County. The funding of the Department shall be a negotiated process pursued in good faith by the sponsoring entities.

11. Methods of Operation. The Parties agree that, in the interest of efficiency and in order to avoid unnecessary redundancies and to take advantage of established fiscal, personnel, insurance and other arrangements, the Parks and Recreation Department shall operate as if it were a department of the County. This includes, but is not limited to utilizing the following: County personnel policies, County fiscal management and auditing, County retirement and health and medical insurance, and County casualty and personal liability insurance. The finally approved budget of the Department shall be within the County's budget and the County shall be responsible for performing all required audits and reporting to appropriate agencies. All employees of the department shall be employees of Teton County, which shall be responsible for

direct withholding and payment of all compensation, fringe benefits, employment taxes, workers' compensation, or other recompense, but subject to contribution by the Town of Jackson according to the financing split between the parties based upon the most current census data utilized by the State of Wyoming in making sales tax distributions to the Town of Jackson and Teton County. Property which is solely owned by the Town shall be insured by the Town. Any property in which the County has an ownership interest shall be insured by the County. All contracts entered into by the Department shall be approved solely by the Board of County Commissioners of the County of Teton.

12. Termination or Extension of Agreement. This agreement may be terminated by the resolution of either the Board of County Commissioners of Teton County, Wyoming, or the Town Council of the Town of Jackson, Wyoming duly adopted; provided, however, that neither party shall be permitted to terminate this agreement or its obligations hereunder if said termination, or the manner of termination, constitutes a breach of any contract for the purpose, lease, use or hiring of any facilities, property or services pursuant hereto. Upon such termination, all properties belonging to one of the agencies which provided the property as hereinabove designated, shall revert to and be the sole and separate property of that agency. All properties jointly provided or funded by the parties hereto shall be by mutual agreement between the parties.

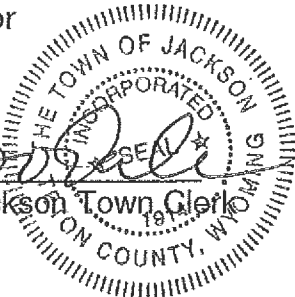
13. Prior Agreements. This agreement shall supersede any and all prior agreements between the parties hereto with respect to the operation and maintenance of the Department of Parks and Recreation and all such related facilities, and any such prior agreements are hereby rescinded and rendered null and void. This agreement contains the entire agreement between the parties concerning the establishment of a separate entity as hereinabove contemplated for the operation and maintenance of the system of parks and recreation hereinabove described.

IN WITNESS WHEREOF, the undersigned have executed this agreement on the day and year indicated, but to be effective as of the day and year above written.

TOWN OF JACKSON, WYOMING

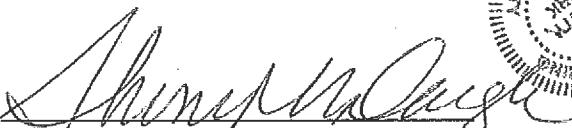
By: 
Sarah Flitner, Mayor

Attest: 
By: Olivia Goodale, Jackson Town Clerk



**BOARD OF COUNTY COMMISSIONERS
OF TETON COUNTY, WYOMING**

By: 
Barbara Allen, Chair 1-19-2016

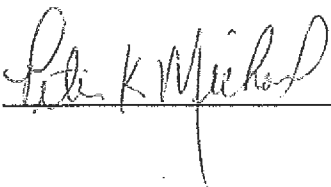
Attest: 
By: Sherry Daigle, County Clerk



**STATE OF WYOMING
OFFICE OF ATTORNEY GENERAL**

I hereby certify that the foregoing agreement establishing Teton County/Jackson Parks and Recreation Department was received by this office and has been reviewed and is approved as to form and with respect to compliance with the Constitution and Law of the State of Wyoming.

ATTORNEY GENERAL

By: 

**MEMORANDUM OF UNDERSTANDING
JOINT FUNDING BETWEEN THE TOWN OF JACKSON AND TETON COUNTY**

COMES NOW on this 15th day of July 2024, the parties, TETON COUNTY, WYOMING, a duly organized county of the State of Wyoming, and the TOWN OF JACKSON, a municipal corporation of the State of Wyoming, agree as follows in regard to joint funding of multiple departments, divisions, and functions between Teton County and the Town of Jackson;

WHEREAS, the Town of Jackson is a statutorily designated first-class city but commonly refers to itself as the Town of Jackson. The use of the word "town" in this document does not denote an official statutory designation as a "town." The use of the word "town" means "city" for purposes of legal statutory designation; and

WHEREAS, both the Town of Jackson and Teton County have determined that it is necessary to submit to the qualified electors of the County a proposition for an additional one percent (1%) Special Excise tax (SPET) to fund the Teton County Justice Center; and

WHEREAS, the Town of Jackson and Teton County need to notify the Teton County Clerk prior to July 17, 2024, of their intention to place the Tax Proposition for specific purposes on the November 5, 2024, special election ballot; and

WHEREAS, the Town of Jackson is the only incorporated municipality in the county of Teton and for many years the Town of Jackson and Teton County have participated in a partnership in multiple governmental functions that includes joint funding of departments, divisions, and functions of government; and

WHEREAS, the Town of Jackson and Teton County currently divides most of the joint funding of joint governmental functions, through the same means that the State of Wyoming uses for splitting sales tax; specifically through the population census of the number of people in the incorporated municipality and the number of people in the unincorporated area of the county. The joint funding split is currently 54% attributed to Teton County and 46% attributed to the Town of Jackson; and

WHEREAS, the Town of Jackson and Teton County desire to adjust the joint funding ratio from a 54/46 split to a 62/38 split with 62% attributed to Teton County and 38% attributed to the Town of Jackson with certain caveats and conditions.

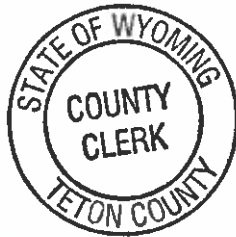
NOW, THEREFORE, in consideration of the mutual promises and covenants contained herein, and for other good and valuable consideration, the receipt and sufficiency of which are hereby acknowledged, the parties hereby agree as follows:

1. The Jackson Town Council will approve and sign prior to July 17, 2024, the *Joint Resolution Approving Proposition for an Additional 1% Specific Purpose Excise Tax in Teton County, State of Wyoming, Said Proposition to be Placed on the Special Election Ballot on November 5, 2024*.
2. Joint funding of the following joint governmental operations shall be changed from a 54/46 split to a 62/38 split with 62% attributed to Teton County and 38% attributed to the Town of Jackson with the conditions as listed below:
 - a. START Bus System
 - b. Fire/EMS
 - c. Parks/Recreation
 - d. Emergency Management
 - e. Victim Services
 - f. Animal Shelter
 - g. Affordable Housing
 - h. Radio Services
 - i. Treatment Court
 - j. Pathways
 - k. Transportation
 - l. Planning
3. Joint funding of the following joint governmental capital shall be changed from 54/46 split to a 62/38 split with 62% attributed to Teton County and 38% attributed to the Town of Jackson with the conditions as listed below:
 - a. START bus system
 - b. Fire/EMS

- c. Parks/Recreation
- d. Emergency Management

4. The change in joint funding for both operations and capital shall be phased in over a 3-year period. Specifically, the joint funding split for both operations and capital shall change from 54/46 to 57/43, with 57% attributed to Teton County and 43% attributed to the Town of Jackson, beginning on July 1, 2025, and then change from 57/43 to 60/40, with 60% attributed to Teton County and 40% attributed to the Town of Jackson, beginning on July 1, 2026, and then change from 60/40 to 62/38, with 62% attributed to Teton County and 38% attributed to the Town of Jackson, beginning on July 1, 2027.
5. The Town of Jackson and Teton County will revise the governance of jointly funded governmental functions, beginning discussion in January 2025. This could include ideas such as creating independent agencies, fees for services, splitting departments, etc. All revised governance would be effective July 1, 2027, or sooner if the parties can come to agreement. If agreement cannot be made on governance prior to January 1, 2031, then the funding split for joint funding for both operational and capital shall revert on July 1, 2031 to the use of the tax division as directed in Wyoming Statute §39-15-211(a)(i)(B)(I) and (II), specifically (I) to the county in the proportion the population of the county situated outside the corporate limits of its cities and towns bears to the total population of the county; and (II) to the incorporated cities and towns within the county in the proportion the population of each city or town bears to the total population of the county.
6. Paragraphs 2 through 5 above are contingent on the Proposition for an additional 1% Special Excise Tax (SPET) being approved by the voters on November 5, 2024.

IN WITNESS WHEREOF, the parties have executed this *Memorandum of Understanding Joint Funding Between the Town of Jackson and Teton County* through their duly authorized representatives as of the date first written above.



BOARD OF COUNTY COMMISSIONERS
OF TETON COUNTY, WYOMING


Luther Propst, Chairman

Attest:


Maureen E. Murphy, Teton County Clerk

TOWN OF JACKSON, WYOMING


Mayor Hailey Morton Levinson

Attest:


Riley Taylor, Clerk

Purpose

-
- Discuss cost-sharing split for Parks & Recreation Department
 - Review cost-of-service analysis
 - Provide direction on potential JPA amendments

Background



- Current funding split governed by Joint Funding MOU
- Review cost allocation methodology

Cost of Service Overview

-
- FY26 net operating cost ~\$4.7M
 - Analysis allocates cost by location of service provision
 - Compares current split to service-based indicators

Cost of Service – Operating

—

Funding Model	Town %	Town \$	County %	County \$
Current Split	43%	\$2,009,935	57%	\$2,664,333
Jurisdictional Cost of Service	56%	\$2,619,352	44%	\$2,054,916
Population-based Split	46%	\$2,150,163	54%	\$2,525,104

Cost of Service – Parks Division

Parks by Jurisdiction	Total	Town %	Town \$	County %	County \$
Net Cost	\$ 2,757,498	62%	\$ 1,718,470	38%	\$ 1,039,028

Parks Expenditures	Total	Town %	Town \$	County %	County \$
Parks & Open Space	\$ 766,142	76%	\$ 581,438	24%	\$ 184,704
Sidewalks	\$ 568,370	100%	\$ 568,370		
Pathways & Trails	\$ 559,343	12%	\$ 64,886	88%	\$ 494,457
Non-Park Facilities	\$ 406,360	56%	\$ 227,528	44%	\$ 178,832
Ice Rinks	\$ 229,321	65%	\$ 149,058	35%	\$ 80,262
Snake River Management	\$ 151,590			100%	\$ 151,590
Right-of-Ways	\$ 58,007	100%	\$ 58,007		
Admin	\$ 274,365	50%	\$ 137,183	50%	\$ 137,183
Expenses Total	\$ 3,013,498	59%	\$ 1,786,470	41%	\$ 1,227,028
Parks Revenue	Total	Town %	Town \$	County %	County \$
Snake River Management	\$ 188,000			100%	\$ 188,000
Field/Court Rentals	\$ 47,000	100%	\$ 47,000		
Shelter Rentals	\$ 21,000	100%	\$ 21,000		
Revenue Total	\$ 256,000	100%	\$ 68,000	0%	\$ 188,000

Cost of Service – Capital

-
- Proposed FY27-31 Capital ~\$19,878,000

Funding Model	Town %	Town \$	County %	County \$
Current Split	43%	\$8,547,540	57%	\$11,330,460
Jurisdictional Split + Rec Center 56/44	Jurisdiction	\$10,992,160	Jurisdiction	\$8,885,840

Recommendations

- Administratively Efficient:
 - Simple split ratio applied to net operating cost
 - Consistent split ratio for fund balance, vehicles/equipment, & Rec Center capital
 - Capital infrastructure by jurisdiction
- Administratively Inefficient:
 - Splitting parks or recreation operating by jurisdiction
 - Splitting expense and revenue
 - Applying different split ratios

Questions?