

**TOWN COUNCIL WORKSHOP**  
**Monday, September 17, 2018**  
**3:00 PM**  
**Town Council Chambers**

**NOTICE:** The video and audio for this meeting are streamed to the public via the internet and mobile devices with views that may encompass all areas, participants, and audience members. *Please silence all electronic devices during the meeting.*

**I. OPENING / ROLL CALL**

**II. RESIDENTIAL RENTAL OMBUDSMAN PROGRAM**

Audrey Cohen-Davis (30 Minutes)

Documents:

[II\\_ResidentialRentalOmbudsman.pdf](#)

**III. PARKS & RECREATION STRATEGIC PLAN**

Steve Ashworth (30 Minutes)

Documents:

[III\\_ParksRecStrategicPlan.pdf](#)

**IV. SIGN CODE**

Lea Colasuonno, 30 Minutes

Documents:

[IV\\_SignCode.pdf](#)

**V. ADJOURN**

*Please note that at any point during the meeting, the Mayor and Council 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.*



# TOWN COUNCIL

## WORKSHOP AGENDA DOCUMENTATION

**PREPARATION DATE:** September 12, 2018  
**MEETING DATE:** September 17, 2018

**SUBMITTING DEPARTMENT:** Legal  
**DEPARTMENT DIRECTOR:** Audrey Cohen-Davis  
**PRESENTER:** Audrey Cohen-Davis

**SUBJECT:** Draft Policies and Procedures for Housing Ombudsman Program and Draft Ordinance Establishing the Office of the Housing Ombudsman in the Town of Jackson

### PURPOSE OF WORKSHOP ITEM

The purpose of this item is to provide Town Council with draft policies and procedures and a draft ordinance establishing the Office of the Housing Ombudsman to assist with residential housing issues.

### DESIRED OUTCOME

To determine Council's policy preferences regarding the structure of housing ombudsman program and the general framework for the Housing Ombudsman position in the Victim Services division of the Jackson Police Department.

### BACKGROUND/ALTERNATIVES

At the June 18, 2018 Town Council workshop, staff was directed to structure the Ombudsman program within the Town of Jackson and to lay out the general framework for the Ombudsman position within the Victim Services Department of the Jackson Police Department.

Prior to the June workshop, at the March 19, 2018 Town Council Workshop, the Town Council voted to create an ombudsman program with the following responsibilities:

1. Generally assist with community education and awareness of the residential rental housing rights and laws, and coordinate with other agencies concerned with such issues.
2. Evaluate the facts of an individual matter and direct citizens to the right avenue of recourse (assist with setting up a mediation or point a citizen to Teton County Access to Justice) and/or the proper venue for recourse (state or federal discrimination matter versus the state circuit or district court).
3. Be granted investigative powers, in order to assist in resolving problems and grievances between a landlord and a tenant.
4. Document, identify issues and problems with residential rentals and landlord-tenant relationships, and recommend needed changes.

The attached draft policies and procedures set forth a structure for the Town of Jackson Housing Ombudsman Program like such programs on the state level and consistent with the directive of the Town Council. Also attached is a draft Ordinance establishing the Office of the Housing Ombudsman at the Town of Jackson.

### ALIGNMENT WITH TOWN COUNCIL'S STRATEGIC INTENT

This item aligns with Town Council's intent to deliver quality services and facilities in a fiscally responsible and coordinated manner and to sustain Jackson's unique character and continue to be the primary location for jobs, housing, shopping, educational and cultural activities by ensuring safe, healthy housing options for residents.

## STAKEHOLDER ANALYSIS

The public at large, renters and rental property owners are the stakeholders.

## FISCAL IMPACT

\$10,000 was adopted into the FY2019 budget for the ombudsman program to cover the additional salary for the Office of the Ombudsman services provided by the Victim Services Division of the Jackson Police Department.

The fiscal impact of passage of an ordinance varies between \$250.00 and \$700.00 depending on the length of the ordinance. (Shorter ordinances average around \$350.00 and short franchise ordinances can reach \$700.00.) They appear in the newspaper the Wednesday following Town Council's action on third reading (two (2) days later). Should Town Council make changes to the ordinance on third reading, the ordinance would need to be re-advertised in its final form.

## STAFF IMPACT

Significant staff time has been spent by the legal department to research ombudsman programs around the state and country, drafting the attached policies and procedures and ordinance, and meeting with the Chief of Police regarding the structure of this program within the Victim Services Division of the Jackson Police Department. The Chief of Police and Victim Services also spent time considering and reviewing the attached and assisting the legal department.

The staff impact of passage of ordinances after second reading is notable in the Town Clerk's office and involves preparing the ordinance for advertising and sending to the newspaper, updating the Jackson Municipal Code online and in hard copy for those receiving hard copy versions of the code. The ordinance is also printed and signed and placed in the permanent record storage book in the vault and indexed and posted on the website. The ordinance is also prepared and sent to the newspaper for advertising

## LEGAL ISSUES

Legal review is ongoing.

## ATTACHMENTS

- 1) Draft Policies and Procedures for the Town of Jackson Housing Ombudsman Program
- 2) Draft Ordinance establishing the Office of Housing Ombudsman

## RECOMMENDATION

Staff has no recommendation at this time.

## SUGGESTED MOTION

I move to direct staff to: \_\_\_\_\_.

---

Synopsis for PowerPoint (120 words max):

Purpose:

The purpose of this item is to provide Town Council with draft policies and procedures and a draft ordinance establishing the Office of the Housing Ombudsman to assist with residential housing issues.

Background:

At the June 18, 2018 Town Council workshop, staff was directed to structure the Ombudsman program within the Town of Jackson and to lay out the general framework for the Ombudsman position within the Victim Services Department of the Jackson Police Department.

Fiscal Impact:

\$10,000 was adopted into the FY2019 budget for the ombudsman program/ contract/services. The fiscal impact of passage of an ordinance varies between \$250 and \$700 depending on the length of the ordinance. (Shorter ordinances average around \$350 and short franchise ordinances can reach \$700.) They appear in the paper the Wednesday following Town Council's action on third reading (two (2) days later).

Town of Jackson  
Housing Ombudsman  
Program  
Policies & Procedures  
Manual

## ***Introduction***

### ***Authority:***

The Town of Jackson Housing Ombudsman Program (TOJHOP) is created by virtue of W.S. 15-1-103(xli) for the health, safety and welfare of citizens seeking housing in the Town of Jackson, Wyoming and by Ordinance \_\_\_\_\_. The Town of Jackson Town Council is the governing body with policy and oversight responsibility for the TOJHOP.

### ***Purpose:***

The purpose of the TOJHOP is to act on behalf of persons who are seeking residential housing, have obtained residential housing, or who offer or provide residential housing to the public within the Town of Jackson, Teton County, Wyoming; to assist with community education and awareness of the residential housing rights and laws, the Town of Jackson non-discrimination ordinance and to coordinate with other agencies concerned with such issues; to evaluate the facts of an individual matter and direct tenants, landlords and persons to the right avenue of recourse and/or the proper venue for recourse for conflicts; assist in resolving problems and grievances between a landlord and a tenant; and to document, identify issues and problems with residential rentals and landlord-tenant relationships and recommend needed changes to laws to the Town of Jackson Town Council.

### ***Applicability:***

These policies and procedures govern the actions of the Town of Jackson Office of the Town of Jackson Housing Ombudsman, designated entities, and others involved in the provision of the TOJHOP.

## ***Definitions***

***Advocacy.*** The ombudsman works on behalf of a person seeking a residential rental unit or a resident or owner or landlord of a residential rental unit in resolving complaints that have been substantiated and need specific strategies developed to alleviate the problem that was identified. Advocacy could take the form of negotiating with a landlord or a tenant in an attempt to resolve a problem or dispute.

***Case.*** One or more complaints brought to, or initiated by, the Housing Ombudsman in which the ombudsman is actively involved and/or which the Housing Ombudsman investigates and works to resolve. The number of cases is equivalent to the number of complainants.

***Client.*** An adult, aged 18 and older seeking assistance regarding residential rental housing in the Town of Jackson, Wyoming.

***Code of Ethics.*** A guiding set of principles, rules of conduct, and moral values under which an Ombudsman performs services for TOJHOP clients.

***Complaint.*** A concern brought to, or initiated by, the Housing Ombudsman for investigation and action on behalf of one or more residents and relating to the health, safety, welfare, or rights of a resident.

***Conflict of Interest.*** Any interest that is, or may be, in conflict with the purpose, interests and concerns of the Client.

***Consultation.*** Providing information and assistance to an individual or a facility. It does not involve investigating or working to resolve complaints.

***Provider Agency.*** An organization that provides services outlined in an approved contract with the Town of Jackson Town Council for the Town of Jackson Housing Ombudsman Program.

***Landlord.*** A person or organization that provides residential housing to tenants within the Town of Jackson.

***Landlord Rights.*** The basic protections that landlords of residential housing within the Town of Jackson are entitled to under local, state of Wyoming or federal laws.

***Person.*** A natural person, joint venture, joint stock company, partnership, association, club, company, corporation, business, trust, organization, or the manager, lessee, agent, servant, officer or employee of any of them.

***Resident.*** A person occupying a Residential Rental for a term of more than one calendar month as defined in section 5.65.020 of the Jackson Municipal Code.

***Resident Representative.*** An individual chosen by the resident to act on their behalf in order to support the resident in decision-making; access information of the resident; or receive notifications.

***Resident rights.*** The basic human rights that residents of housing within the Town of Jackson are entitled to under local, state of Wyoming or federal laws.

***Residential Rental.*** The rental of all or a portion of a residential unit in the Town of Jackson such that occupancy is for a term of more than one calendar month, as defined in section 5.65.020 of the Jackson Municipal Code.

## ***Town of Jackson Residential Housing Ombudsman Program***

### ***Role and Responsibility in Administering the Program***

The Jackson Police Department, Division of Victim Services, shall establish and operate an Office of the Town of Jackson Housing Ombudsman in order to carry out and operate the Town of Jackson Housing Ombudsman Program. The Town Council of the Town of Jackson may also designate or contract with another public agency or private nonprofit organization to establish and operate the Office, or to assist in carrying out the objectives of the Program.

### ***Town of Jackson Residential Housing Ombudsman Responsibilities***

The Town of Jackson Housing Ombudsman responsibilities includes, but are not limited to the following:

- Direct and administer the functions and budget of the Office of the Ombudsman in accordance with the directives of the Town of Jackson Town Council and Town Ordinances applicable;
- Develop and maintain relationships with public and private stakeholders;
- Allocate resources as appropriate and budgeted by the Town Council;
- Educate residents staff, and the general public;
- Train, supervise, and provide programmatic direction and oversight to all Town Housing Ombudsman;
- Each year, the Town Housing Ombudsman coordinator shall develop a systems advocacy agenda, in consultation with the Town Manager and Town Attorney;
- Analyze, comment on and monitor the Federal, State, and local laws, regulations, and other policies and actions that pertain to the health, safety, and welfare of persons seeking or living in residential housing in the Town of Jackson, Wyoming;
- Advocate for increased public awareness;
- Identify, investigate, and attempt to resolve complaints made by or on behalf of residents that relate to action, inaction, or decisions, that may adversely affect the health, safety, welfare, or rights of the residents, tenants or landlords in the Town of Jackson;



- Provide TOJHOP services to protect the health, safety, welfare, and rights of residents in accordance with the provisions of the Federal, State of Wyoming and local laws governing housing;
- Document all activities and case work;
- Make appropriate referrals to agencies or entities that can and will assist persons to meet their needs;
- Represent the interests of residents and landlords and ensure that they have the opportunity to access and pursue administrative, legal, and other remedies to protect the health, safety, welfare, and rights of residents and landlords;
- Ensure that persons have regular, timely access to representatives of the program and timely responses to inquiries;
- Carry out other activities, as deemed appropriate and assigned by the Chief of Police.
- Act as the official spokesperson for the Office of the Town of Jackson Ombudsman Program in accordance with the Federal, State and local laws and statutes, as applicable;
- Apprise the Town of Jackson, Town Council of all current issues relevant to the Office of the Town of Jackson Ombudsman;
- Make policy recommendations that are in the best interest of the Town of Jackson citizens who are in need of the Town of Jackson Housing Ombudsman Program;
- Adhere to the Ombudsman Code of Ethics;
- Maintain the TOJHOP records and data;
- Carry out such other activities as the Chief of Police determines to be appropriate;
- Prepare an annual report of the Town of Jackson Housing Ombudsman Program and, detailing the completed activities, goals, mission, data, and priorities of the Program. This report shall be made available to the following:
  - The public;
  - The Chief of Police;
  - The Town Council;
  - The Town Manager;
  - The Town Attorney's Office; and,
  - The Director of the Town of Jackson/Teton County Housing Department.

#### ***Provider Agency Responsibilities***

- Carry out the duties set forth in the contract with the Town of Jackson for the TOJHOP;
- Shall not have personnel policies or practices which prohibit the Provider Agency from performing functions and responsibilities as set forth in the contract;
- Work alongside the Town of Jackson Housing Ombudsman;
- Prohibit inappropriate access and/or disclosure of the identity of any complainant or resident with respect to TOJHOP actions, details, files, or records;
- Administer the TOJHOP in accordance with all applicable Federal and State laws, regulations, and policies;
- Provide staff support as needed for the operation of the TOJHOP (i.e. mediation services, consultations); and
- Provide professional development opportunities for TOJHOP staff.

### ***Supervision of the Town of Jackson Housing Ombudsman***

The Town of Jackson Housing Ombudsman (Housing Ombudsman) is under the supervision of the Chief of Police. The lead Housing Ombudsman shall supervise associate ombudsman in the TOJHOP. If an issue arises in which there is a conflict between the lead Ombudsman and an associate ombudsman, then the lead Ombudsman shall contact the Chief of Police. If an issue arises in which there is conflict between the lead Ombudsman and the Chief of Police then the Housing Ombudsman shall contact the Town Manager. Often an issue that is programmatic will contain portions that are related to personnel as well, in these instances, the Housing Ombudsman, Chief of Police and Town Manager shall work together in resolving the issue.

### ***Designation of Ombudsman Program***

In carrying out the duties of the Town of Jackson Housing Ombudsman Program, the Town Council of the Town of Jackson shall establish and operate an Office of the Ombudsman; and may designate an entity as a Local Ombudsman service provider.

### ***Designation of Ombudsman Provider Agency***

The Town Council of the Town of Jackson may establish and operate the Office and carry out the program directly, or by contract with a public agency or private nonprofit organization.

#### ***Criteria for Designation as a Provider Agency***

To be eligible for designation by the Town Council or TOJHOP as a provider agency, an entity must:

- Be a public or nonprofit entity;
- Not be an agency or organization responsible for licensing or certifying residential rentals;
- Not be an association or affiliate of an association of providers of residential rentals in the Town of Jackson;
- Have no financial interest in a residential rental;
- Demonstrate the capability to carry out the responsibilities required in the Town of Jackson Ordinances and Town of Jackson Housing Ombudsman Program;
- Have remedied all conflicts of interest; and
- Meet all contractual requirements of the Town of Jackson.

### ***De-designation of Ombudsman Provider Agency***

The Town Council of the Town of Jackson may de-designate an entity as a provider agency.

#### ***Criteria for De-designation***

The Town Council or TOJHOP may refuse to designate or may de-designate an entity as a provider agency based upon one or more of the following:

- Failure to continue to meet the criteria for designation;
- Existence of an un-remedied conflict of interest;
- Deliberate failure to disclose any conflict of interest;

- Violation of Town of Jackson confidentiality requirements by any person employed by, supervised by, or otherwise acting as an agent of the provider agency;
- Failure to provide adequate Housing Ombudsman services;
- Failure to fill a vacant local Ombudsman position within a reasonable time;
- Failure to use funds designated for the Town of Jackson Housing Ombudsman Program as specified in the contract and corresponding attachments;
- Failure to adhere to the terms of the contract for the provision of Ombudsman services;
- Failure to adhere to Federal, State and local laws, regulations, and policies;

*Process for De-designation of a Provider Agency*

The process for de-designation of a provider agency shall be as follows:

- The Town of Jackson shall send written, dated notice of the intent to de-designate the provider agency;
- The written notice shall include reasoning for de-designation;
- The provider agency shall provide continued services during the process;
- The provider agency shall respond in writing to the notice within thirty (30) calendar days, outlining a plan to come into compliance; and
- If, after the thirty (30) day period, the provider agency does not come into compliance with the notice within fifteen (15) days, the Town Council of the Town of Jackson may terminate the portion of the contract between the provider agency and the Town which provides for assistance with Ombudsman services.

## ***Certification of Town of Jackson Housing Ombudsman***

The Chief of Police of the Town of Jackson certifies persons as Town of Jackson Housing Ombudsman to participate in the TOJHOP and to represent the Town of Jackson.

### ***Criteria for Certification as a Town of Jackson Housing Ombudsman***

To be certified as a Town of Jackson Ombudsman, an individual must meet the following minimum qualifications:

- Be 18 years of age or older;
- B.S./B.A. degree in Social work or related field or a minimum of one (1) year of experience working in victim services, human or social services;
- Pass a criminal background check;
- Be free of un-remedied conflicts of interest;
- Have the ability to comply with the Ombudsmen Code of Ethics;
- Comply with all applicable Federal, State of Wyoming laws and local regulations, and policies and procedures; and
- Successfully complete the certification training requirements set forth by the Town of Jackson stated in the Training Manual for New Regional Ombudsmen.

### ***Continuation of Certification as a Town of Jackson Housing Ombudsman***

In order to continue to be a Certified Town of Jackson Housing Ombudsman, an individual must:

- Complete at least twenty (20) hours of related continuing education each calendar year;
- Satisfactorily fulfill the Town of Jackson Housing Ombudsman responsibilities;
- After any absence of one (1) year or more from the TOJHOP the ombudsman must again complete the required certified Ombudsman training.

### ***Decertification or Refusal to Certify a Town of Jackson Housing Ombudsman***

. The Chief of Police shall have sole and final decision of decertification of an ombudsman or the refusal to certify an individual. A Housing Ombudsman shall be decertified or be refused certification for the following reasons, including, but not limited to:

- Leaving the employment of the designated provider agency;
- Failure to remedy a conflict of interest;
- Failure to disclose a conflict of interest;
- Violation of the confidentiality requirements set forth in this manual;
- Falsification of records;
- Failure to follow the direction of the Town of Jackson and provider agency regarding policies and procedures;
- Failure to act in accordance with Federal and State laws, regulations, and policies;
- Violation of the Ombudsman Code of Ethics; or
- Failure to meet the terms of a corrective action plan.
- Failure to meet the requirements of the position initially or on a continuing basis.

## ***Conflict of Interest***

The organizational placement of the TOJHOP and the persons who carry out the duties of the Office must be free from conflicts of interest.

### ***Definition of a 'Conflict of Interest'***

A conflict of interest exists in the TOJHOP when other interests intrude upon, interfere with, or threaten to negate the ability of the Ombudsmen to advocate without compromise on behalf of persons seeking, residing, offering or providing residential housing in the Town of Jackson. Town of Jackson lead and associate ombudsman and/or provider agencies shall have no conflict (unremedied) of interest which would interfere with performing the function of the position, to include:

- Direct prior involvement with a tenant or landlord seeking services of the TOJHOP, including those set forth under organizational conflicts below;
- Ownership or investment interest, represented by equity, debt, or other financial relationships in a residential rental housing facility;
- Employment by, or participation in the management of, a residential housing facility;
- Receiving, or having the right to receive, directly or indirectly, compensation in cash or in-kind under a compensation arrangement with an owner or operator of a residential rental facility.

### ***Organizational Conflicts***

In identifying conflicts of interests, the Town shall consider the organizational conflicts that may impact the effectiveness and credibility of the work of the Office. Organizational conflicts of interest include, but are not limited to, placement of the Office in an organization that:

- Is responsible to, or reports to, any agency that has an ownership or investment interest in a residential rental housing facility;
- Provides personnel for residential rental facilities or the operation of programs;
- Operates programs with responsibilities conflicting with TOJHOP responsibilities;
- Has governing board members with ownership, investment or employment interest in residential rental facilities; and
- Has direct involvement in the licensing or certification of residential rental facility.

Removing or remedying organizational conflicts. The Chief of Police and Town Manager shall identify and remove or remedy conflicts of interest in an agency carrying out the Ombudsman program. Where an internal conflict of interest exists with the Office or otherwise organizationally at the Town, Chief of Police and the Town Manager shall:

- Take reasonable steps to avoid internal conflicts of interests;
- Establish a process for review and identification of internal conflicts;
- Take steps to remove or remedy conflicts;

- Ensure that no individual, or member of the immediate family of an individual involved in the designating, appointing, otherwise selecting or terminating the Housing Ombudsman is subject to a conflict of interest; and
- Assure that the Housing Ombudsman has disclosed such conflicts and described steps taken to remove or remedy conflicts within the annual report submitted to the Town.

### ***Individual Ombudsmen Conflicts***

Conflicts for a Housing Ombudsman may include, but are not limited to, the following:

- Employment of an individual or a member of his/her immediate family by a residential rental operation or facility, within the Town of Jackson;
- Participation in the management of a residential rental facility by an individual or a member of his/her immediate family;
- Ownership or investment interest in an existing or proposed residential rental facility by an individual or a member of his/her immediate family;
- Involvement in the licensing or certification of a residential rental operation or facility by an individual or a member of his/her immediate family;
- Receipt of remuneration under a compensation arrangement with an owner or operator of a residential rental operation or facility by an individual or a member of his/her immediate family;
- Accepting any gifts, gratuities, or tips from residential rental operation or facility, resident, representative, or recipient;
- Accepting money or any other consideration from anyone other than the employer or employing provider agency or entity designated by the Town of Jackson for the performance of an act in the regular course of a Housing Ombudsman duties;
- Serving as guardian, conservator or in another fiduciary for a resident or owner of a residential rental facility in which the Ombudsman or representative of the Office provides services; and
- Serving residents or landlords of a facility in which an immediate family member resides;
- Other conflicts per the discretion of the Town of Jackson employment policies.

### ***Completing a Conflict of Interest Agreement***

To ensure compliance with the stated conflict of interest standards, all Housing Ombudsman for the Town shall complete the Conflict of Interest Agreement form and affirm that he or she is free from any conflicts. This form shall be used by the Town to explain any variances to the conflict of interest standards. Each Housing Ombudsman shall complete this form at the time of hire and annually.

### ***Remedying Organizational Conflicts***

When organizational conflicts have been identified, the following steps shall be taken in order to remedy the stated conflict:

- A written corrective action plan shall be submitted to the Office of the Ombudsman within thirty (30) days of the identification of the conflict;

- The corrective action plan shall identify the conflict and provide an explanation as to how the negative impact of the conflict shall be minimized to the greatest extent possible; and
- The corrective action plan must be agreed upon and signed by both the Town and the provider agency involved.

### ***Remedying Individual Ombudsman Conflicts***

- The Town or Chief of Police shall develop and implement policies and procedures to ensure that no Ombudsman or representatives of the Office are required or permitted to hold positions or perform duties that would constitute a conflict of interest;
- When considering the employment of an individual as the Ombudsman or as a representative of the Office, the Town or other employing shall:
  - Take reasonable steps to avoid employing an individual who has an unremedied conflict of interest or who has a member of the immediate family with an unremedied conflict of interest;
  - Take reasonable steps to avoid assigning an individual to perform duties which would constitute an unremedied conflict of interest;
  - Establish a process for periodic review and identification of conflicts of the Ombudsman and representatives of the Office; and
  - Take steps to remove or remedy conflicts.
- In no circumstances shall an Ombudsman or representative of the Office be employed, who:
  - Has direct involvement in the licensing or certification of a residential rental operation or facility;
  - Has an ownership or investment interest in a residential rental operation or facility;
  - Has been employed by or participated in the management of a residential rental operation or facility within the previous twelve months;
  - Receives, or has the right to receive, directly or indirectly, remuneration under a compensation arrangement with an owner or operator of a residential rental facility.
- In no circumstances shall the Town employ an Ombudsman or representative of the Office who:
  - Has direct involvement in the licensing or certification of a residential facility;
  - Has an ownership or investment interest in a residential rental facility;
  - Receives, or has the right to receive, directly or indirectly, remuneration under a compensation arrangement with an owner or operator or a residential rental facility;
  - Is employed by or participating in the management of a residential rental facility.

### ***When a conflict of interest is identified:***

- A written corrective action plan shall be submitted to the individual Ombudsman involved within thirty (30) days of the identification of the conflict;
- The correction plan shall identify the conflict and provide explanation as to how the negative impact of the conflict shall be minimized to the greatest extent possible; and

- The corrective action plan must be agreed upon and signed by both the Town, the provider agency, and the individual Ombudsman.

### ***Failure to Identify or Remedy a Conflict of Interest***

Failure of the provider agency, to identify or remedy a conflict of interest may be sufficient grounds for de-certification of the provider agency or de-designation of a provider agency.

## ***Housing Ombudsman Program Records***

Records of the TOJHOP shall be confidential and shall be disclosed only in limited circumstances specifically provided by the Town Attorney's Office and/or a court of law.

### ***Confidential Information***

Confidential information regarding owners, landlords or tenants includes the following:

- The name of the owner, landlord or tenant;
- Information about the owner, landlord or tenant's medical condition or medical history;
- Information about the owner, landlord or tenant's social history;
- The tenant's source of income and /or payment;
- Information about a tenant's personal life;
- Conversations between the owner, landlord or tenant and a Housing Ombudsman.

Confidential information regarding complainants, includes the following:

- Names of the complainant;
- Address of property; and
- Relationships of the complainant.

Confidential information regarding residents or complainants does not include the following:

- Facility policies and procedures; or
- Statistical data about Ombudsman activities and cases.

### ***Maintenance of Town of Jackson Housing Ombudsman Program Records***

- All records of the TOJHOP shall be kept in a locked and secure location when not in use.
- TOJHOP mail, e-mail, or faxes that are addressed to any housing ombudsman by name, title, or program shall be date stamped and delivered unopened and unread to the respective housing ombudsman.
- All TOJHOP records are the property of the Office of the Housing Ombudsman.
- The Chief of Police and/or the Lead Ombudsman shall have access to all records at all times.



### ***Disclosure of Town of Jackson Housing Ombudsman Records***

No records created as a result of Housing Ombudsman activities shall be released, disclosed, duplicated, or removed without the written permission of the Town Attorney and/or by court order.

- The Chief of Police and the Town Attorney's Office shall be contacted whenever a request for TOJHOP records is received;
- The Chief of Police and/or the Town Attorney's Office shall require that all requests be made in writing; and
- When the records request is being made by a landlord or tenant that is physically or cognitively unable to put the request in writing, the resident(s) legal representative or an Ombudsman shall make a written request on his/her behalf.

The TOJHOP shall prohibit the disclosure of identifying information of any tenant, landlord or complainant with respect to whom the Ombudsman program maintains files, records, or information, unless

- The tenant or the tenant's representative, or the landlord or landlord's representative communicates informed consent through writing or through the use of auxiliary aids and services;
- The tenant or tenant's representative, or the landlord or landlord's representative communicates informed consent orally, visually, or through the use of auxiliary aids and services and such consent is documented concurrently by a housing ombudsman; or
- The disclosure is required by court order.

Upon receipt of a records request that would impose an undue burden on the TOJHOP and provides very little to no impact on the health, safety, and welfare of the landlord or tenant, the Town may deny the request.

Upon receipt of a records request by a person other than the tenant, landlord or a legal representative, the lead Housing Ombudsman or Chief of Police shall:

- Obtain written consent from the tenant or landlord for the release of information contained in the records;
- Obtain written consent from the tenant or landlord(s) legal representative, if applicable;
- Obtain written consent from the tenant or landlord for the release of complainant information contained in the record(s); and/or
- Document oral consent provided by the tenant or landlord, when written consent for the records release cannot be obtained because the tenant or landlord is physically or cognitively unable to provide consent in writing.

The Chief of Police and Town Attorney shall determine if the release of all or part of the requested record is appropriate, by assessing whether the release:

- Is in conflict with the wishes or interests of the tenant or landlord(s) for whom the release is being requested;
- Is in conflict with the wishes or interests of any other tenant(s) within the facility;

- Is likely to have a favorable outcome for the tenant or landlord;
- Would provide information which could be obtained elsewhere;
- Could be accomplished while protecting the identity of the resident(s), landlord or complainant(s) for whom there is no consent; and/or
- Would impose an undue burden to the TOJHOP and provides little to no impact on the health, safety, and welfare of the resident(s).

When all or part of a records request is granted, the Town Attorney's office shall redact all identifying information for which the resident, landlord and/or complainant consent was not obtained.

Whenever a request for records or for Ombudsman testimony is made in the form of a subpoena, court order, or Open Records Act request, the Chief of Police shall be notified and:

- Consult legal counsel;
- If appropriate, a motion to quash the subpoena or a motion for a protective order may be filed; and
- In response to a court order, the court shall be notified, through proper channels, of the statutory provisions, policies, and regulations concerning disclosure of information and a request may be made for the court to seal the record.

## ***Grievance Procedure***

### ***Grievances Regarding Town of Jackson Housing Ombudsmen***

The grievance procedure to accept and hear complaints regarding an Ombudsman's actions shall be governed by the Jackson Police Department Grievance process and system.

## ***Legal Counsel and Resources***

This section includes information regarding legal counsel for the TOJHOP as well as legal resources for landlords, tenants or recipients of Housing Ombudsman services in the Town of Jackson, Wyoming.

### ***Legal Counsel for the Town of Jackson Housing Ombudsman Program ("TOJHOP") and Housing Ombudsman shall be provided by the Town Attorney's Office, for the following:***

- Legal matters related to the performance of the Housing Ombudsman job duties;
- Rules promulgation;
- Complex advocacy situations;
- Depositions and/or testimony for civil proceedings;
- Subpoenas;
- Public records requests; and
- Legal matters related to provisions of the TOJHOP as a whole.

### ***Legal Counsel for Recipients of Residential Rental Housing Ombudsman Services***

An ombudsman may be tasked with pursuing legal remedies on behalf of recipients. In this instance, the Ombudsmen shall make referrals to Teton County Access to Justice in order to obtain assistance for residents.

### ***Contact from an Attorney***

If a Housing Ombudsman is contacted by an attorney who represents facilities, tenants, landlords, complainants, family members and friends the Housing Ombudsman may provide public, non-confidential information, just as with any other member of the public. If the attorney is requesting confidential information, the Housing Ombudsman shall not acknowledge whether a person has had any contact with the TOJHOP and shall inform the attorney of the need to consult with the Town Attorney's Office. The Town Attorney's Office shall then make contact with the attorney and follow the process of consent and disclosure of records stated within this manual.

## ***Town of Jackson Residential Housing Program Services***

The TOJHOP shall provide services to protect the health, safety, welfare and rights of recipients of landlord's and tenants in the Town of Jackson. These services shall be performed in accordance with the following procedures and standards, as directed by the Office of the Ombudsman. The services include, but are not limited to, the following:

1. Intake, Investigation, and Complaint Processing
2. Maintenance of Records
3. Information and Assistance
4. Advocacy
5. Interagency Coordination
6. Consultation

### ***TOJHOP Intake, Investigation, and Complaint Processing***

Processing complaints made by or on behalf of citizens requesting TOJHOP services in Wyoming is a priority of the Housing Ombudsman. The Housing Ombudsman shall identify, investigate, and attempt to resolve complaints made by or on behalf of citizens. Although the issues and circumstances of the complaints will vary, the following are general guidelines that shall apply to all complaint handling. Whenever questions arise regarding appropriate practice in handling complaints, the Housing Ombudsman may be contacted for guidance. In the provision of handling all complaints, the Ombudsmen shall use auxiliary services, if appropriate, such as interpreters.

#### ***Response to the Complaint***

- When a Housing Ombudsman receives information regarding a complaint, the Housing Ombudsman shall determine:
  - The type of complaint;
  - What outcome the complainant or resident is seeking;

- What attempts have already been made to resolve the complaint;
- Whether the complaint is appropriate for Housing Ombudsman involvement. Examples of complaints which are not appropriate for Housing Ombudsman involvement can include complaints which:
  - Do not directly impact a recipient of residential housing or a landlord offering or providing residential housing in the Town of Jackson;
  - Are outside the scope of the mission or authority of the Housing Ombudsman; or
  - Would place the individual Housing Ombudsman in a position of having an actual or perceived conflict of interest with a resident(s) or recipient(s), at which time a different Housing Ombudsman may need to handle.
- The Housing Ombudsman shall determine the following with the complainant:
  - Alternative options available when working with the Office;
  - The option of the complainant to personally take action, with TOJHOP assistance, if requested; and
  - Communicate the Housing Ombudsman role is to act in accordance with the resident, landlord or complainant's wishes and to maintain the TOJHOP policy of confidentiality.
- Timeliness of responses to complaints:
  - The Housing Ombudsman investigations shall be initiated within three (3) working days of a complainant contacting the Housing Ombudsman. The TOJHOP is not an emergency response system. Emergency situations shall be referred to law enforcement or by calling '911' for an immediate response.
  - The Housing Ombudsman may indicate to the complainant when he/she may expect investigative efforts to begin.
- Housing Ombudsman advocacy is focused on:
  - The resident or landlord of residential housing within the Town of Jackson as TOJHOP client;
  - The Housing Ombudsman shall discuss the complaint with the client to:
    - Determine the client's perception of the complaint;
    - Determine the client's wishes with respect to resolution of the complaint;
    - Advise the client of his/her rights; and
    - Work with the client in developing a plan of action.
      - When client consent is refused or withdrawn at any point during the complaint process and the client expresses that he/she does not want the Housing Ombudsman to take further action on a complaint involving the client, the Housing Ombudsman shall record the refusal or withdrawal of consent in the appropriate sections of the electronic case file.
  - Client unable to provide consent:
    - The Housing Ombudsman shall advocate for a resident's wishes to the extent that the client can express them, even if the client has limited decision-making capacity.

- When a client is unable to provide consent to a Housing Ombudsman to work on a complaint directly involving the resident, the Housing Ombudsman shall:
    - Seek consent from the client's legal representative;
    - If there is no legal representative, the Housing Ombudsman shall do the following:
      - First consult with the Chief of Police;
      - Seek information about a client's previous expressed wishes;
      - Assume, in the absence of client direction, the client wishes his/her health, safety, and welfare to be protected; and
      - Take action to protect those known or assumed wishes.
- When a Housing Ombudsman personally witnesses suspected gross neglect, or exploitation of a client:
  - The Housing Ombudsman shall seek informed consent from the client, in order to disclose identifying information to an appropriate agency or law enforcement.
  - If the client is unable to communicate informed consent and there is no legal representative available, the Housing Ombudsman shall open a case with the Housing Ombudsman as the complainant, follow the complaint resolution procedures, and shall refer the matter and disclose identifying information of the client to the management/ landlord of the housing facility and/or law enforcement.
- In all instances when a Housing Ombudsman must disclose resident identifying information, without the informed consent of that resident or the legal representative, the Housing Ombudsman shall consult with the Chief of Police for approval.

#### Investigation Procedures

- The Housing Ombudsman is not required to verify a complaint in order to seek resolution on behalf of a client. Client perception is a sufficient basis upon which a Housing Ombudsman can seek resolution.
- The Housing Ombudsman investigates a complaint in order to verify the accuracy and validity of the complaint:
  - A complaint is 'verified' when the Housing Ombudsman determines, after completing an investigation, that the circumstances described in the complaint are substantiated or generally accurate.
  - Because a Housing Ombudsman works on behalf of the client, the Housing Ombudsman gives the benefit of any doubt to the client's perspective.
- The Housing Ombudsman shall seek the following information during the investigation of a complaint:
  - What has occurred or is occurring;
  - When it occurred and whether the occurrence is on-going;
  - Where it occurred;
  - What behaviors were observed;
  - Who was involved;

- Who else was present and may have witnessed the occurrence;
- What else was happening at the property in question;
- What was the effect of the occurrence on the client(s); and
- What, if anything, has the person in charge or owning the property in question or other interested parties done in response to the complaint or the occurrence?
- To verify a complaint, the Housing Ombudsman shall take one or more of the following steps, as appropriate, given the nature of the complaint:
  - Research relevant laws, rules, regulations, and policies;
  - Personally observe the evidence;
  - Attempt to interview the resident, landlord and/or complainant;
  - Attempt to interview staff, administration, other residents and/or witnesses;
  - Identify relevant agencies and interview and/or obtain information from their staff; and/or
  - Examine relevant records
- Visit the property in question, provided the Housing Ombudsman identifies him/herself as such and wears a name tag.

#### Plan of Action

- Upon verifying a complaint, the Housing Ombudsman shall determine a plan of action to resolve the complaint.
- The plan of action shall be agreed upon by the client and all involved, where possible, in order to implement the plan of action.
- The Housing Ombudsman shall consider the following factors in developing the plan of action, as appropriate to the nature of the complaint:
  - The scope of the complaint;
  - The history of the property at issue with respect to resolution of other complaints;
  - Available remedies and resources for referral;
  - Who would be best able to resolve the complaint; and/or
  - The likelihood of retaliation against the resident or complainant.
- One or more of the following may be an appropriate plan of action, in resolving complaints:
  - Explanation – i.e. the findings of the investigation do not indicate a need for a change or require Housing Ombudsman intervention. The resident or complainant received an explanation which satisfied the initial problem. The Housing Ombudsman supports the wishes of the client and communicates the client's desires to the appropriate parties;
  - Negotiation – i.e. the Housing Ombudsman advocates on behalf of or with the resident in discussing the complaint with the appropriate staff or other relevant party to develop an agreement that resolves the complaint;
  - Mediation – i.e. as legally appropriate, the Housing Ombudsman acts as an impartial referee between parties of equal status, to assist the parties in developing an agreement that resolves the complaint; or
  - Referring the resident or complainant to appropriate agencies.

- The Housing Ombudsman shall attempt to resolve the dispute directly with the owner or manager of the property at issue or the client unless the Housing Ombudsman and the client determine that another strategy would be more advantageous to the client.

#### Complaint Referrals

- A Housing Ombudsman shall make a referral to another agency when:
  - The client gives consent; and
  - One or more of the following applies:
    - Another agency has a statutory responsibility to support or assist the resident;
    - The action to be taken is outside the Housing Ombudsman's authority;
    - The Housing Ombudsman needs additional assistance in order to achieve resolution of the complaint;
    - The client requests the referral be made;
    - It is determined that additional expertise may benefit the client.
- A Housing Ombudsman may encourage clients or complainants to directly contact the appropriate regulatory agency to file a complaint and offer information and assistance in doing so. When a Housing Ombudsman refers a complaint to another agency, the Housing Ombudsman shall:
  - Submit the complaint to the TOJHOP in writing; or
  - Contact the agency, to whom the referral is being made, by telephone and subsequently document the referral.
- When a client or complainant is requesting or requiring legal advice or representation, the Housing Ombudsman shall refer the client or complainant to the Teton County Access to Justice Program, the Town Attorney's or the Wyoming State Bar.

#### Closing a Case or Complaint

The complaint or case may be closed when any of the following occur:

- The complaint has been resolved to the client's satisfaction;
- The Housing Ombudsman has determined, after investigation, that the complaint:
  - Cannot be verified; or
  - Was not made in good faith.
- Further activity by the Housing Ombudsman is unlikely to produce satisfaction for the client;
- The complaint is not appropriate for the TOJHOP;
- The Housing Ombudsman anticipates no further response regarding the complaint from the agency to which the referral was made; or
- The resident requests that Housing Ombudsman activity end on the complaint.

#### Abuse, Neglect and Exploitation Cases

- The TOJHOP does not take an investigative role for referrals involving abuse, neglect, exploitation, and/or intimidation. Any person or agency, who knows or has reasonable

cause to believe abuse is occurring are required to report the information immediately to law enforcement. The role of the TOJHOP, once a Housing Ombudsman identifies potential abuse and has received consent of the client for a referral to an appropriate agency, is to advocate on behalf of the client to ensure that all necessary parties are actively involved and that the client receives proper treatment, and is protected from further harm or retaliation.

- When consent is initially refused, it is the role of the Housing Ombudsman to educate the client regarding the benefits and protections of reporting the situation to law enforcement or the appropriate agency, while providing assurances of protection against retaliation.

#### Documentation of Cases

- The Housing Ombudsman shall document each complaint using the electronic data retention management system of the Jackson Police Department (“JPD RMS”).
- All TOJHOP cases and activities shall be entered into the electronic data retention management system of the Jackson Police Department, to include the following information:
  - Complainant intake information:
    - Complainant name;
    - Complainant contact information;
    - Detailed description of the problem or incident;
    - Complaint category;
    - Affected tenant or landlord’s name;
    - Facility name; and
    - Name of the Housing Ombudsman taking the complaint.
  - A plan of action for resolution of the complaint;
  - A detailed description of steps taken to investigate, verify, and resolve the complaint and any referrals made; and
  - An explanation of the resolution or other reason for closing the case.
- The Housing Ombudsman shall complete and maintain documentation in the electronic data retention system of the Jackson Police Department in a timely manner. The documentation shall:
  - Be input upon timely completion of the investigation; and
  - Be readily understood by another Housing Ombudsman or the Chief of Police.
- The Lead Housing Ombudsman shall review all of the closed cases on a monthly basis for quality assurance. Any issues shall be discussed with the Chief of Police and documented.

#### Access to Review the Medical, Social, and Other Records Relating to a Complainant

- The Housing Ombudsman shall have access to review landlord’s medical, social, and other records relating to a tenant if:
    - The Housing Ombudsman has the consent of the tenant or the legal guardian/representative of the tenant;
- Consent may be given by the tenant in writing, verbally, visually or through the use of auxiliary aids and services. The TOJHOP shall document consent given and in what form.



*Access to Administrative Records, policies, and documents*

- The TOJHOP shall have access to the administrative records, policies, and documents, to which the tenants have, or the general public has, access for a landlord.

***Maintenance of Records***

*Town of Jackson Police Department Electronic Retention Management System ( "JPD RMS")*

All cases and activities shall be input into the JPD RMS. This data is used to analyze current program metrics and data, and monitor the activity of all Housing Ombudsman.

- Access to the JPD Data System shall be password protected, no person with authorized access to JPD Data System shall share their username and/or password or allow access to any other person.
- The Chief of Police shall manage users within the JPD Data System.
- Upon initial certification as a Housing Ombudsman and annually thereafter, each Housing Ombudsman shall complete the 'Rules of Behavior' document outlining confidentiality and usage responsibilities.
- There shall be a backup administrator for the JPD RMS.

*Retention of Program Files and Records*

A Provider Agency with the TOJHOP shall retain all records relating to the contract with the Town for at least six (6) years. Electronic copies stored within JPD RMS are acceptable for retention. Signed consent forms and other pertinent documentation not held within JPD Data System shall be retained in hard copy form for the stated length of time.

*Maintenance of Paper Records Received*

Paper records received by the TOJHOP may be faxes, incident reports, mail, etc. The Jackson Police Department protocol for paper records that shall be scanned into the JPD Data System. If a record is not scanned into the TOJ RMS, it must be maintained in its paper form for 6 years.

***Interagency Coordination***

The TOJHOP shall coordinate with other agencies or programs who provide resources or services that benefit recipients on residential housing in Wyoming.

***Consultations***

The TOJHOP shall serve as a resource and provide consultations and offer technical assistance, advice, referrals, and ideas for the purpose of assisting landlords, tenants and residents to solve possible issues residential housing and landlord-tenant relations.

## **ORDINANCE XXX**

AN ORDINANCE ADDING CHAPTER 16.50 TO THE MUNICIPAL CODE OF THE TOWN JACKSON ESTABLISHING AN OFFICE OF THE HOUSING OMBUDSMAN; AND PROVIDING FOR AN EFFECTIVE DATE.

NOW, THEREFORE, BE IT ORDAINED BY THE TOWN COUNCIL OF THE TOWN OF JACKSON, WYOMING, IN REGULAR SESSION DULY ASSEMBLED THAT:

### **SECTION I.**

Chapter 16.50 of the Municipal Code of the Town of Jackson is hereby created to read as follows:

### **Chapter 16.50. Office of the Housing Ombudsman**

#### **16.50.001. Legislative Purpose**

It is the intent of the Town Council of the Town of Jackson, Wyoming to establish, in addition to other remedies or rights of appeal of any person under local, state or federal law, an independent, impartial local office readily available to the public and empowered to investigate housing disputes; to direct tenants, landlords and persons to the right avenue of recourse and/or the proper venue for recourse for conflicts; to assist in resolving problems and grievances between a landlord and a tenant; to document and identify issues and problems with residential rental housing and landlord-tenant relationships; and to recommend needed changes to laws to the Town of Jackson Town Council.

#### **16.50.002. Creation of Office**

The Office of Housing Ombudsman is hereby established in the Town of Jackson by virtue of W.S. 15-1-103(xli) for the health, safety and welfare of citizens seeking or who have obtained residential housing, or who offer or provide residential housing in the Town of Jackson, Wyoming.

#### **16.50.003. Appointment**

The Town of Jackson Victim Services Division of the Jackson Police Department shall serve as Housing Ombudsmen. This arrangement helps to guarantee the independence of the Housing Ombudsmen, who are not only providing a direct service to citizens but are performing a role in legislative oversight of the Town of Jackson Housing Ombudsman program by reporting to the Chief of Police and the Town Council.

#### **16.50.004. Qualifications**

- A. The Housing Ombudsman shall be a person of recognized judgment, objectivity and integrity who is well-equipped to analyze problems of law, administration and public policy.
- B. No person while serving as Ombudsman:
  - 1. Shall engage in any other occupation, business, or profession likely to detract from the full-time performance of his or her duties as Ombudsman; or,
  - 2. Shall engage in any other occupation, business or profession likely to result in a conflict of interest or an appearance of impropriety or partiality.

C. The Housing Ombudsman shall follow the policies, rules and procedures adopted by the Town Council for the Office of Housing Ombudsman.

SECTION II.

All ordinances and parts of ordinances in conflict with the provisions of this ordinance are hereby repealed.

SECTION III.

If any section, subsection, sentence, clause, phrase or portion of this ordinance is for any reason held invalid or unconstitutional by any court of competent jurisdiction, such portion shall be deemed as a separate, distinct and independent provision and such holding shall not affect the validity of the remaining portions of the ordinance.

SECTION IV.

This Ordinance shall become effective after its passage, approval and publication.

PASSED 1ST READING THE \_\_\_\_ DAY OF \_\_\_\_\_, 2018.

PASSED 2ND READING THE \_\_\_\_ DAY OF \_\_\_\_\_, 2018.

PASSED AND APPROVED THE \_\_\_\_ DAY OF \_\_\_\_\_, 2018.

TOWN OF JACKSON

BY: \_\_\_\_\_  
Pete Muldoon, Mayor

ATTEST:

BY: \_\_\_\_\_  
Town Clerk

ATTESTATION OF TOWN CLERK

STATE OF WYOMING       )  
  ) ss.  
COUNTY OF TETON       )

I hereby certify that the foregoing Ordinance No. \_\_\_\_ was duly published in the Jackson Hole News and Guide, a newspaper of general circulation published in the Town of Jackson, Wyoming, on the \_\_\_\_ day of \_\_\_\_\_, 2018.

I further certify that the foregoing Ordinance was duly recorded on page \_\_\_\_\_ of Book \_\_\_\_\_ of Ordinances of the Town of Jackson, Wyoming.

\_\_\_\_\_  
Town Clerk



## TOWN COUNCIL WORKSHOP 9-17-2018

### Joint Information Meeting - Staff Report

**Meeting Date:** August 6, 2018

**Presenter:** Steve Ashworth, Shawn Meisl, David Ellerstein

**Submitting Dept:** Parks and Recreation

**Subject:** Parks and Recreation Strategic Plan, Final Draft

---

#### **Statement / Purpose:**

*The purpose of the item is to present the executive summary of the completed Parks and Recreation Department 10-year strategic plan. Staff is looking to provide clarification and understanding of the plan's findings and recommendations and receive comment and feedback from the Boards. Staff will look to bring the strategic plan back to each individual board for adoption by resolution in September. Adoption of the plan does not lock the boards into any specific decision or priority, rather communicates to the department and community a strategic road map for current and future development and programming consideration. The ultimate goal of the plan is to provide the department and elected officials with fact-based analysis and information to assist in decision making for parks and recreation services.*

#### **Background / Description (Pros & Cons):**

*The Department contracted with GreenPlay, LLC to develop the plan. GreenPlay, LLC was founded in 1999 as a consortium of experts to provide management and consulting services for park, recreation, open space, and related quality of life agencies. GreenPlay, LLC has successfully completed over 400 strategic planning projects throughout the country.*

*The planning process began in May of 2017 with extensive community engagement and statistical analysis. Over the course of the last year, GreenPlay and staff have worked together to better understand the overall community's recreational, park and open space needs, and how best to serve and meet these needs. The strategic plan has utilized the Teton County/Jackson Comprehensive Plan as its foundation, and incorporated the guiding principles of the Integrated Transportation and Community Housing Plans.*

*The goal of the plan was to develop a vision and strategy to address the community's parks and recreation needs in the most effective manner. The plan identifies opportunities and challenges that the department faces, and provides recommendations of capital, programming and operational priorities for the next ten years.*

#### **Stakeholder Analysis & Involvement:**

*The Department director, staff, and the Advisory Board led the project team in preparing the Parks and Recreation Strategic Plan, a document available to the public. The intent of this plan is to support the policies within the Jackson/Teton County Comprehensive Plan and it requires approval by the Parks and Recreation Advisory Board, the County Commissioners, and the Town Council. The Parks and Recreation Strategic Plan becomes an element of the current Teton County/Jackson Comprehensive General Plan after approval of the Parks and Recreation Advisory Board, the County Commissioners, and the Town Council.*

*A collaborative effort took place allowing for the incorporation of the consultants' expertise with local and institutional knowledge provided by community members and Town/County project team members.*



### Joint Information Meeting - Staff Report

#### **Project Tasks and Timeline**

Initial Information Gathering	April – May Focus Groups/Staff and
Stakeholder Interviews	May – June Demographics, Trends, and
Community Profile	July
Review of Existing Properties	May
Level of Service Analysis	May – July
Market Analysis	May
Evaluation of Existing Standards	June – July
Facilities, Lands, and Asset Gaps	June – July
Financial Model and Scenarios	July – August
Partners and Alternative Providers	July – August
Findings and Visioning Strategies	August (Findings)
Action Plan	September (Visioning)
	September – October
Recommendations/Action Plan	December
Draft Plan	February 2018
Final Plans and Presentation	April 2018

#### **Other Documents Reviewed for this Plan**

While the planning efforts listed above have the most direct impact and influence on this strategic planning effort, the team also reviewed other documents to evaluate and ensure the alignment and consistency of recommendations and action steps across the Department. Those plans include:

- ☐ Indicator reports
- ☐ Budgets
- ☐ Employee manuals
- ☐ Facility/site master plans
- ☐ Program guides
- ☐ Community surveys
- ☐ Current policies

#### **Demographics and Trends Analysis**

Teton County and the Town of Jackson undoubtedly make up a unique community. Evidence observed while developing this plan, however, shows that this community is not immune to demographic and recreational trends that are sweeping the country. The desires of different age groups, community values, and popularity of a variety of recreational activities and amenities are all influential. Community demographics as well as regional and national trends are highlighted and used in the analysis of key issues and have been considered when determining priority and where to allocate resources toward the provision of parks, recreational facilities, and recreational services and programming for residents and visitors. The full demographic report is attached to this document as **Appendix A**.



## **Joint Information Meeting - Staff Report**

### **Comparative Analysis**

Benchmarking allows the comparison of certain attributes of the Department's management of public spaces (parks, recreation, aquatics, and related services) with other similar communities. For this plan, benchmarking data was collected from: Aspen, CO; Golden, CO; Ketchum, ID; Rock Springs, WY; Campbell County, WY; Cody, WY; Steamboat Springs, CO; Park City, UT; Laramie, WY; Rexburg, ID; Big Sky Community Organization, MT; Logan, UT; Idaho Falls, ID; Glenwood Springs, CO.<sup>1</sup> Comparison for certain aspects of parks and recreation operations are used throughout this document where appropriate. The full benchmarking report is attached to this document as **Appendix B**.

### **Community Engagement**

The Department has earned a reputation for being receptive to feedback by continuously engaging the community through periodic surveys, planning processes, and day-to-day operations. This plan is driven in part by data received through engaging the public in multiple ways including:

- ☐ Community surveys
- ☐ Focus groups
- ☐ Public meetings
- ☐ Stakeholder interviews
- ☐ Council and Advisory Board work sessions

Information regarding survey efforts in 2005, 2012, and 2015 is provided in **Appendix C**. A summary of all public, stakeholder, and governing board and advisors input collected in 2017 is provided in **Appendices D and E**.

### **Fiscal Impact:**

NA

### **Staff Impact:**

NA

### **Legal Review:**

No legal review has been completed

### **Staff Input / Recommendation:**

Staff supports the findings as presented in the Final Draft Strategic Plan, and recommend that the Jackson Town Council and Teton County Board of County Commissioners adopt by resolution at an upcoming September regular meeting.

### **Attachments:**

Final Draft, Teton County/Jackson Parks and Recreation Dept. Strategic Plan Executive Summary (2018)

### **Suggested Motion:**

No formal action or adoption is requested at this time.





# Parks and Recreation Strategic Plan DRAFT April 2018





# Table of Contents

<b>EXECUTIVE SUMMARY .....</b>	<b>1</b>
<b>INTRODUCTION.....</b>	<b>1</b>
<b>ABOUT THE COMMUNITY AND THE DEPARTMENT.....</b>	<b>1</b>
<b>ABOUT THE PROCESS .....</b>	<b>2</b>
<b>KEY OPPORTUNITIES .....</b>	<b>2</b>
<b>POLICIES AND PROCEDURES .....</b>	<b>5</b>
<b>OPERATIONAL AND ECONOMIC STABILITY .....</b>	<b>5</b>
<b>RECOMMENDATIONS AND ACTION PLAN .....</b>	<b>7</b>
<b>CAPITAL PRIORITIES .....</b>	<b>7</b>
<b>PROGRAMMING AND SERVICE PRIORITIES .....</b>	<b>11</b>
<b>POLICY AND PROCEDURE .....</b>	<b>13</b>
<b>FUNDING.....</b>	<b>14</b>
<b>OPERATIONS .....</b>	<b>15</b>
<b>PARKS AND RECREATION STRATEGIC PLAN .....</b>	<b>17</b>
<b>PURPOSE OF THIS PLAN .....</b>	<b>17</b>
<b>CRITICAL SUCCESS FACTORS.....</b>	<b>17</b>
<b>STRATEGIC FRAMEWORK .....</b>	<b>17</b>
<b>TETON COUNTY/JACKSON AND THE DEPARTMENT.....</b>	<b>19</b>
<b>METHODOLOGY OF THIS PLANNING PROCESS .....</b>	<b>20</b>
<b>ANALYSIS/FINDINGS.....</b>	<b>23</b>
<b>EXISTING AND FUTURE FACILITIES .....</b>	<b>23</b>
<b>PROGRAMS AND SERVICES .....</b>	<b>48</b>
<b>POLICIES AND PROCEDURES.....</b>	<b>63</b>
<b>FUNDING.....</b>	<b>70</b>
<b>OPERATIONAL AND ECONOMIC STABILITY.....</b>	<b>82</b>
<b>ACTION PLAN .....</b>	<b>91</b>
<b>RECOMMENDATIONS AND IMPLEMENTATION TIMELINE.....</b>	<b>91</b>
<b>CAPITAL PRIORITIES .....</b>	<b>92</b>
<b>PROGRAMMING AND SERVICE PRIORITIES.....</b>	<b>95</b>
<b>POLICY AND PROCEDURE .....</b>	<b>97</b>
<b>FUNDING.....</b>	<b>98</b>
<b>OPERATIONS .....</b>	<b>99</b>
<b>APPENDIX A – TETON COUNTY DEMOGRAPHICS .....</b>	<b>101</b>
<b>APPENDIX B – REGIONAL BENCHMARKING DATA .....</b>	<b>113</b>
<b>APPENDIX C – COMMUNITY SURVEY .....</b>	<b>127</b>
<b>APPENDIX D – PUBLIC ENGAGEMENT RESULTS.....</b>	<b>129</b>
<b>APPENDIX E – STAKEHOLDER ENGAGEMENT RESULTS.....</b>	<b>137</b>

<b>APPENDIX F – PARKS, FACILITIES, AND OPEN SPACE INVENTORY AND MAPPING .....</b>	<b>139</b>
<b>APPENDIX G – TETON COUNTY SCHOOL DISTRICT AGREEMENT.....</b>	<b>153</b>
<b>APPENDIX H – JOINT POWERS AGREEMENT .....</b>	<b>171</b>
<b>APPENDIX I – RELATED PLANNING DOCUMENTS .....</b>	<b>181</b>

## **Table of Tables**

Table 1: Teton County - Jackson Park Site Features and Components.....	30
Table 2: Recreational Components within the Service Area .....	34
Table 3: Recreational Components amongst Benchmarked Communities .....	35
Table 4: Recreational Components/1,000 .....	35
Table 5: 2005 and 2012 Survey comparison – Athletic fields.....	40
Table 6: Outdoor Sports Participation .....	42
Table 7: Athletic Fields Provided in Comparison Communities .....	43
Table 8: Off-Leash Dog Parks in Comparison Communities .....	47
Table 9: Potential New Funding Strategies.....	73
Table 10: Benchmarking Fee Matrix for Similar and Regional Communities .....	77
Table 11: Operational Satisfaction 2005 & 2012 – Percent Somewhat and Very Satisfied.....	84
Table 12: Operational Satisfaction Issues – Percent of Respondents Who Indicated .....	85
Table 13: 2016 Teton County General Demographic Profile.....	101
Table 14: 2016 Teton County General Demographic Profile.....	103
Table 15: Teton County Housing Inventory.....	108
Table 16: Demographic Comparisons – Teton County, WY and Selected Neighboring Areas.....	110
Table 17: Teton County Jackson Park Sites Inventoried .....	141
Table 18: Teton County - Jackson Park Site Features and Components.....	142

## **Table of Figures**

Figure 1: Recreation Center Master Plan – 2018.....	27
Figure 2: Total Acres of Parks .....	32
Figure 3: Graphics from 2015 Citizen Survey Regarding Dog Parks.....	45
Figure 4: 2005 and 2012 Community Survey – Quality of Programs Offered .....	49
Figure 5: 2015 Satisfaction with Programs and Registration.....	50
Figure 6: 2015 Most Important to Household’s Enjoyment of Programs.....	50
Figure 7: Jackson/Teton County 2015 Community Survey Importance-Satisfaction Matrix.....	51
Figure 8: 2015 Survey Results – Amenities to Receive the Most Attention in the Short-Term.....	61
Figure 9: Concepts of Sustainability.....	63
Figure 10: Survey Respondent Beliefs Regarding Balance of Tax and Fees for Certain Programs and Services .....	66
Figure 11: Annual Operational Expenditures.....	71
Figure 12: Annual Capital Budget .....	71
Figure 13: Satisfaction Comparison with National Averages.....	84
Figure 14: 2012-2015 Comparison of How Households Learn About Programs and Activities.....	88
Figure 15: Teton County Population Growth Trend .....	104
Figure 16: Population Age Distribution in Teton County, 2010 to 2021.....	105
Figure 17: 2016 Estimated Population Breakdown by Age Cohort .....	105
Figure 18: Teton County Racial and Ethnic Character 2010 and 2016 .....	106
Figure 19: County and State Population Racial and Ethnic Character Comparison 2016.....	107
Figure 20: Educational Attainment of Adults (ages 25+) – Teton County and State of Wyoming.....	107
Figure 21: Education and Earnings .....	108
Figure 22: 2016 Median Household Income Comparison .....	109
Figure 23: Distribution of Median Household Income in Teton County (2016) .....	110
Figure 24: Educational Attainment Comparison.....	111
Figure 25: Race and Ethnic Character Comparison .....	111

Figure 26: Teton/Jackson Parks and Recreation System and Alternative Providers .....	139
Figure 27: Distribution of Parks Within the Service Area .....	143
Figure 28: District Classification.....	145
Figure 29: Subarea Classification .....	147
Figure 30: Town of Jackson Subarea Classification.....	148
Figure 31: Town of Jackson Planning Subareas .....	149
Figure 32: Miles of Non-motorized Trails .....	150

DRAFT

THIS PAGE INTENTIONALLY LEFT BLANK

# EXECUTIVE SUMMARY

## Introduction

This Parks and Recreation Strategic Plan is a first for the Teton County/Town of Jackson. It is completed within the strategic framework of the County and the Town which:

- Provides the foundation for the well-being of county and town residents through responsive and efficient services necessary to support the residential, business, environmental, and historical interests that define the community
- Enhances the quality of life for those who live here, and the experience for those who visit, through facilities and programs that contribute to public health, safety, and welfare
- Appreciates the unique environmental resource and scenic beauty
- Acknowledges responsibilities to future generations



According to the 2012 Jackson/Teton County Comprehensive Plan, the common values of community character are ecosystem stewardship, growth management, and quality of life. This Plan creates a roadmap to ensuring an appropriate balance of facilities, amenities, and programs offered to the community now and into the future. It evaluates the current system in order to appropriately develop goals, policies, and guidelines, along with achievable strategies, and will be heavily used as a resource for development and redevelopment of the Department's assets and services for the next 10 years.

## About the Community and the Department

Teton County has approximately 23,000 residents, of which 10,000 are in the Town of Jackson. A significant number of the residents in Teton County are second home owners. Teton County/Jackson Parks and Recreation Department operates as a County agency under a Joint Powers Agreement between the Town and the County. Department funding is split between the County at 55 percent and the Town at 45 percent based upon the 2010 Census on residential population distribution.

The Department has 11 developed parks comprising 60 acres and four (4) undeveloped parks comprising 89 acres; a 36,000 square foot recreation center with a gymnasium, multi-purpose space, 8 lane lap pool, leisure pool, splash down pool/slide tower, and therapy pool; 50 miles of paved multimodal pathways; and management of approximately 1,000 acres of Snake River Recreation parcels owned by the Bureau of Land Management (BLM). Through a School District agreement, the Department has management and maintenance responsibilities of 11 athletic fields comprising 18 acres. Lastly, the Department has grounds maintenance responsibility for all town and county government facilities and town right-of ways

## About the Process

The Department director, staff, and the Advisory Board led the project team in preparing the Plan, a document available to the public. The intent of this plan is to support the policies within the Jackson/Teton County Comprehensive Plan and it requires approval by the Parks and Recreation Advisory Board, the County Commissioners, and the Town Council. The Plan becomes an element of the current Teton County/Jackson Comprehensive General Plan following approval of the Parks and Recreation Advisory Board, the County Commissioners, and the Town Council.

The year-long plan development began in April of 2017 and included community and stakeholder engagement, an inventory and level of service analysis, demographics and trends analysis, identification of findings and key issues, visioning, and development of an action plan addressing recommendations for capital assets and operations, along with potential funding strategies. Final approval was granted in April of 2018

## Key Opportunities

The following key issues and opportunities were identified during the preparation of this plan. A detailed exploration exists in the main document.

### EXISTING AND FUTURE FACILITIES

#### Indoor Facilities and Amenities

While recreational programs hosted by the Department take place in satellite/partner locations, the Teton County/Jackson Recreation Center hosts the majority of indoor programming. The community is highly satisfied with the current facility, yet the Recreation Center has experienced challenges in accommodating the needs of the community, creating user and scheduling conflicts. A feasibility study completed in 2012 has begun to be fulfilled through a SPET tax for renovations approved in 2017, but there is much more to be done.

#### Community/Neighborhood Parks

Community/Neighborhood parks are intended to serve the surrounding neighborhood. While well-maintained and functional, existing parks tend to suffer from a lack of individual identity. Gaps in the system, based on a ¼ mile walking distance criteria, seem to be on the east side of the community by May Park, Teton Village, and south of South Park toward the community of Hoback.

#### Special Event/Community Gathering Parks

The Department currently offers multiple special events throughout the system and supports numerous community events hosted by other organizations. Large maintenance impacts and traffic congestions often result. Considerations for these types of spaces include flexibility, walkability and transportation, hard surfaces, and Department resources.

## **Gateway Parks**

Gateway parks should strengthen the sense of arrival into the community. North Park is an obvious gateway, as it sits at the northern extent of town adjacent to the Visitor Center. Though in the center of Jackson, Town Square functions as a gateway of sorts, as it is often one of the first outdoor places in town that tourists will visit. The future park in Teton Village will play the role of Gateway Park. Baux Park is a gateway in a different sense, as it is the gateway from town to the mountains and forest.

## **Beyond the Community and Neighborhood Parks**

For the entire park system, the balance of conservation and development is paramount. Many of the BLM parcels are adjacent to the Snake River, in the floodplain, and further from populations. As such, they have habitat/conservation value and/or could be considered for land swaps to best serve the community.

## **Athletic Fields**

The main athletic fields in the system are at the High School Recreation Complex. The Department also utilizes open green space and baseball/softball fields around the system to create temporary rectangular fields when necessary, a solution often utilized for practice times. This is not ideal and creates issues with scheduling, maintenance, and mixed-uses at parks. The School District is projecting growth, and indication of impact on the demand for services provided by the Department and the rate of use of athletic fields in the system. Reinventing how the high school complex is used and development of the Stilson property both provide opportunity to address this issue.

## **Dog Off-leash Areas**

Local community groups have been trying to identify a suitable location for a dog park for some time, and statistics show that the need is obvious. Although commonly referred to as dog parks, these places have been shown to be social gathering places for dog guardians – a park for people with dogs. Location determination and sites for consideration are explored in this plan.

## **PROGRAMS AND SERVICES**

### **Recreation Programming**

The Department provides instructional, skill-based, and social programs for adults, youth, active agers, and special events that contain a wide-variety of offerings, as well as drop-in/day-use opportunities. The public is complementary about the Department's offerings and also offers useful information for improvements including more diversification of offerings such as health and wellness, nature education, and arts and culture (and a larger focus on adults and the aging population), while expressing concern about trying to offer too much with limited resources. Facility limitations are impacting the ability to offer a more robust program offering.

### **Adaptive Programming**

The community identified people with disabilities as a user group with limited opportunities provided by the Department. Inclusion services will assist in identifying reasonable and appropriate accommodations for people with disabilities.



### **Outdoor Recreation Programming**

Even though the Jackson/Teton County community is surrounded by outdoor recreation opportunities, there are some in the community that cannot access them, because they are within National Parks and Forest, accessible only by car, or require specialized equipment to access. To provide accessible opportunities to outdoor recreation within its system, the Department should look to provide “front country” opportunities where appropriate to bring a taste of the back country.

### **After-School Programming**

The Department has existing partnerships with the school district and seems to be the “go to” service provider within the community for after school programs and services for children, providing expansive programming for children through grade eight as well as summer time programming. The Department needs to consider the need for after-school programming in the planning of expansion of the recreation center.



### **River Recreation Management and Programming**

The Department has taken over river access points in recent years currently has a River Management Plan in place. Since the operation of these sites is relatively new, it is expected that there will be operational challenges. Understanding the role the BLM tracts will play in the future of the system is also important, as many of these parcels are adjacent to the Snake River.

### **Nordic Trail Grooming**

The Department does a great job in responding to operational and maintenance issues on the large network of Nordic trails, but often receives complaints of user conflict and complaints regarding the amount and scheduling of groomed trails. This pulls the Department in multiple directions.

### **Collaboration and Partnerships**

Many in the community expressed concern that the size of the service profile of the Department limited its ability to deliver its core services. Well designed and documented collaboration and partnerships are service delivery possibilities to be explored under the right circumstances.



## **POLICIES AND PROCEDURES**

### **Cost Recovery Philosophy and Policy, Fee Policy and Policies Regarding Access to Facilities and Services**

All of these policies and procedures are related and must work together to be effective. In order to keep up with increasing expenses, experience across the country has shown that smaller periodic increases are much more tolerable than less frequent larger increases, and provisions are always made for assistance for those with economic need. With limited facilities, use policies are critical and must be adhered to for the benefit of all.

## **FUNDING**

### **Department Budget**

The Department experiences a funding deficit primarily in capital repair and replacement. It has been on a building and expansion boom over the past 15 years, and as a result, capital repair liability continues to grow. While it is able to maintain currently, most of the improvements are less than 20 years old, and in the next 10 years, significant funding will be required for upkeep. Over 50 miles of paved pathways have been constructed since 1998, and large capital overlay costs will begin on these facilities in the next 5-10 years.

The other funding deficit is through non-core service growth including such things as downtown restrooms, public right of ways, or other government buildings. Often the Department budget is evaluated as growing, but most is not driven by the Department or its users, but rather these other maintenance and support services.

### **Revenue Sources**

Potential new funding sources are explored along with a look at user fees, park exaction and park impact fees, Specific Purpose Excise Tax (SPET), and Recreation District Tax. Expansion of sponsorships, partnerships and grants create additional opportunity for cost sharing, cost savings, and additional revenue.

## **OPERATIONAL AND ECONOMIC STABILITY**

### **Core Services**

Core services satisfy values and vision, typically benefiting all community members, or are seen as essential to the lives of under-served populations. It is not necessary that an individual participate in a specific recreational or cultural activity, or even step into a park setting to receive benefit. Having a nice park and trail system with trees, open space, and recreational amenities available in the community adds to home values and a quality living environment and **provides opportunity** for partaking in activity, as well as contributes to clean air and provides relief from urban density. To achieve these and other outcomes, an agency invests its tax dollars in these **core services**.

Parks and recreation services provide value to the community as a whole in terms of economic, environmental, and social benefits. Tax dollars support these “core services.”

Beyond those benefits realized by all residents, the agency is also able to provide specific activities and services that benefit individuals. There are not adequate tax dollars to completely support this level of activity, and it is appropriate and common to charge at least minimally for these services. The Department's Cost Recovery Policy provides the framework by which all services are categorized and set up for cost recovery targets (some will be 0%). It is crucial that the Department not take on more than it can handle, and the ability to attract revenue to support activities actually makes them able to be offered.

In addition to mission-based responsibilities, the Department is charged with care of facilities outside of the park system (public facility grounds cemetery, restrooms, trees, etc.). Although these may not meet the core mission of the Department of Parks and Recreation, they may be core services of the County and/or the Town. As expenses to provide the acceptable level of service increase over time, tax support revenue has to keep pace.

### **Level of Service Standards**

Satisfaction with the Parks and Recreation Department is very strong and exceeds national standards as measured from survey comparison with other communities. However, two operational issues float to the top of items needing more attention: the quality/condition of the Recreation Center at #1 of 21 items queried and quality/maintenance of pathways at #2. Overall, there is a sense that the Department is doing a great job with limited resources and increasing demands, but concern about the capacity to keep up with an increasing demand.

### **Organizational Structure**

A combined County/Town Parks and Recreation Department is somewhat unique and comes with distinctive challenges, particularly related to level of service provision to both the urban and rural setting. It is otherwise organized in a traditional fashion with three functional management divisions including Recreation Programs, Recreation Center, and Parks. Full-time staff are supplemented with part-time staff. One of the biggest issues facing the Department is the impact of the housing crisis in Jackson that is also affecting other mountain resort towns.

Due to the size of the service profile of the Department, and the nature of a small community, staff are consistently pulled in many directions. All sources of input noted that while the Department meets a high standard, many were concerned that the organizational efficiency was not sustainable as the Department is asked to continue existing responsibilities, while taking on additional responsibilities.

### **Marketing and Communication**

The Department should be commended for its marketing efforts to date. Even though many sources of input shared the sentiment that there are some gaps in communication, the Department is held with high regard in the community. Internally, marketing efforts are inconsistent and the Department should focus on consistent message, identity, and branding.

## Recommendations and Action Plan

The following recommendations are drawn from the public input, inventory, level of service analysis, findings feedback, and all the information gathered during the strategic planning process with a primary focus on maintaining, sustaining, and improving parks, recreation, open space, and trails. All cost estimates are in 2017 figures where applicable. Most costs are dependent on the extent of the enhancements and improvements determined or known at this time.

Timeframe to complete is designated as:

- Short-Term/Immediate (up to 2 years)
- Mid-Term (2-5 years)
- Long-Term (5-10 years)

## Capital Priorities

TIER ONE (HIGH PRIORITY) – SHORT TERM/IMMEDIATE (UP TO 2 YEARS)		
EXPAND RECREATION CENTER		
Actions	Operational Impact	Capital Impact
Continue to improve Recreation Center in a phased approach	Staff planning and development	Phase 2 estimated cost - \$13.5 million (gymnasium, classrooms, fitness)
Modernize and refresh existing facilities		
Increase overall capacity of the facility		
Provide additional gymnasium space		Phase 3 estimated cost - \$6.3 million (aquatics)
Provide health and fitness multi-use space		
Re-configure site circulation and parking- King Street Extension		

PARK SITE DEVELOPMENT		
Actions	Operational Impact	Capital Impact
<p>Athletic Fields Master Planning</p> <ul style="list-style-type: none"> <li>Develop Stilson Property to accommodate athletic fields: <ul style="list-style-type: none"> <li>Consolidating adult and general purpose athletic fields</li> <li>Providing active agers park amenities</li> <li>Developing a gateway to transit, trails, and river recreation</li> </ul> </li> <li>TCSO High School Fields Re-development <ul style="list-style-type: none"> <li>Re-purpose adult softball fields to consolidate youth baseball fields at this site</li> <li>In collaboration with TCSO, increase capacity for youth multi-purpose fields at this site <ul style="list-style-type: none"> <li>Evaluate lawn in front of High School</li> <li>Evaluate un-developed land east of Tennis Courts</li> <li>Consider land acquisition to increase youth multi-purpose athletic field capacity</li> </ul> </li> </ul> </li> </ul>	Staff planning and development	<p>Stilson Site development estimated cost - \$3-4 million (Cost estimates based on proposed master plan)</p> <p>High School site re-development Estimated cost - tbd</p> <p>Budget sheet can be found in <b>Appendix I</b></p>
<p>Develop Off-leash dog park opportunities in east and west Jackson:</p> <ul style="list-style-type: none"> <li>Sites to consider are Phil Baux, the Fairgrounds, Wayne May, Mike Yokel.</li> <li>Develop partnerships with local interest groups to co-develop sites</li> </ul>		<p>Site development estimated cost - \$75,000 to \$500,000 (Cost estimates based on regional comparison and dependent on amenities. Budget sheet can be found in <b>Appendix I</b>)</p>
<p>Develop Accessibility Master Plan to serve as ADA transition Plan addressing:</p> <ul style="list-style-type: none"> <li>Park amenities</li> <li>Facility Parking</li> </ul>		<p>Site and project dependent. Establish annual budget allotment</p>
<p>Tennis Court re-evaluation</p> <ul style="list-style-type: none"> <li>Consider temporary or permanent conversion to pickleball</li> </ul>		

TIER TWO (MEDIUM PRIORITY) – (2-5 YEARS)		
Actions	Operational Impact	Capital Impact
<p>Re-develop Phil Baux Park to become a gateway connections park:</p> <ul style="list-style-type: none"> <li>• Creating connections to the National Forest trail system</li> <li>• Developing a special event space to accommodate outdoor concerts/amphitheater</li> <li>• Incorporating outdoor alternative sports/opportunities: <ul style="list-style-type: none"> <li>▪ Climbing</li> <li>▪ Skateboarding</li> <li>▪ Broomball</li> <li>▪ Inline skating</li> <li>▪ Nature play areas</li> </ul> </li> </ul>	Staff planning and development	<p>Site development estimated cost - \$400,000 to \$550,000 (Cost estimates based on regional comparison and dependent on amenities. Budget sheet can be found in <b>Appendix I</b>)</p>
Complete Wayne May Park Development		<p>Dependent on amenities. Estimates/ amenity include:  Playgorund - \$100-250k  Natural Play Area - \$40 – 150k  Signage - \$500/each  Benches – \$1,500/each</p>
<p>Complete Karns Meadow Park Master Plan to include:</p> <ul style="list-style-type: none"> <li>• Passive/Natural Park</li> <li>• Habitat and Resource Education</li> <li>• Public Access to Flat Creek</li> <li>• Interior soft Pedestrian Trails</li> </ul>		
<p>Develop South Park Landing (west) base, prioritizing</p> <ul style="list-style-type: none"> <li>• Parking</li> <li>• Vehicle circulation</li> <li>• River bank restoration</li> </ul>		
<p>BLM Parcel 9/10 Park Base Development</p> <ul style="list-style-type: none"> <li>• Determine appropriate site plans for each BLM parcel.</li> <li>• Evaluate the potential role of BLM parcels in the Parks system and conduct land-use planning studies on parcels to be acquired.</li> </ul> <p>It is important to note that determining an appropriate use does not imply development.</p>		Dependent on project.
Collaborate with Community Pathways to ensure continued development and connectivity of trails and pathways to parks and recreation facilities		
Balance conservation and development, focusing on developing the Town Core while		

providing gateways and passive opportunities throughout the system.		
Partner with _____ to develop public art in parks policy and procedure. Selection and approval criteria should be developed through the Advisory Board.		Dependent on project
Develop more unstructured or natural play areas – Rangeview Park and May Park hold potential for a pilot of this type of play area.		Estimates/amenity include: Natural Play Area – \$40-150k
<b>TIER THREE (LOW PRIORITY) – LONG TERM (5-10 YEARS)</b>		
<b>PARK SITE DEVELOPMENT</b>		
<b>Actions</b>	<b>Operational Impact</b>	<b>Capital Impact</b>
<p>Develop Teton Village Park including:</p> <ul style="list-style-type: none"> <li>• 3+ acre “community/neighborhood” type park. Site should include: <ul style="list-style-type: none"> <li>▪ Playground</li> <li>▪ Shelter</li> <li>▪ Non-programmed play areas</li> </ul> </li> <li>• Multi-purpose turf athletic fields</li> </ul>	Staff planning and development	<p>Dependent on amenities Estimates/ amenity include: Playground – \$100-250k Natural Play Area – \$40-150k Signage – \$500/each Benches – \$1,500/each Sport Court – \$50-70k Ball diamond/Rectangular field – \$125-500,000</p>
<p>Pursue land acquisition for Hog Island/Hoback Neighborhood Park through the exaction process. Park area should be classified as a “community/neighborhood” type park. Site should include:</p> <ul style="list-style-type: none"> <li>• Playground</li> <li>• Shelter</li> <li>• Non-programmed play areas</li> </ul> <p>Area should also be considered for joint development with the school district of multi-use athletic field.</p>		
<p>Determine feasibility for water play features at parks (ex. splash pad) – There are several sites in the system where this type of amenity might be appropriate. Of chief concern should be transportation and proximity to other children-related facilities and activities.</p>		

## Programming and Service Priorities

Actions	Operational Impact	Timeframe
<p><b>Develop Health and Wellness Programming to include:</b></p> <ul style="list-style-type: none"> <li>• Fitness in parks</li> <li>• Health education</li> <li>• Community and corporate wellness</li> <li>• Support and assist systems of care organizations and programs</li> </ul> <p>Promote young adult, adult, and active aging programming through targeted marketing efforts.</p> <ul style="list-style-type: none"> <li>• Develop more nature-based programming (classes, trips, and events).</li> <li>• Develop more fitness opportunities (indoor/outdoor classes) and through partnerships with alternative providers.</li> <li>• Develop more arts and culture programming (classes, trips, and events).</li> </ul>	Staff planning and development	On-going
<p><b>Develop Active Ageds Programming</b></p> <ul style="list-style-type: none"> <li>• Identify additional indoor/outdoor opportunities for Pickleball through programming (tournaments), scheduling, and development.</li> <li>• Program “adventure” or camp type opportunities for adults.</li> <li>• Program integrated fitness opportunities.</li> </ul>		

Actions	Operational Impact	Timeframe
<b>Continue Program Diversification and Community Outreach</b> <ul style="list-style-type: none"> <li>• Continue to develop multi-cultural opportunities for engagement and inclusion of the Latino population and others.</li> <li>• Evaluate scheduling of programs to accommodate parents/children/multi-generations.</li> <li>• Continue to partner with alternate providers to strengthen the offerings within the community.</li> <li>• Continue to identify underserved populations and the barriers of entry that exist within the system; with a particular attention to low and moderate-income populations.</li> <li>• Evaluate the fit of programs through a services assessment.</li> </ul>	Staff planning and development	Ongoing
<b>Adaptive/Accessible Programming</b> <ul style="list-style-type: none"> <li>• Develop and communicate opportunities for inclusive services within current programming. <ul style="list-style-type: none"> <li>▪ Dedicate staff liaison to coordinate efforts with programmers.</li> </ul> </li> <li>• Address program access through marketing materials and registrations system.</li> <li>• Provide programming opportunities for seniors, special needs, and through Special Olympics activities.</li> </ul>		
<b>Continue to Build Partnerships and Collaborative Programming with Alternative Providers:</b> <ul style="list-style-type: none"> <li>• St. John's Hospital</li> <li>• Teton County Health Department</li> <li>• Teton County Library</li> <li>• Teton County Senior Center</li> <li>• Teton County School District</li> <li>• Public/Private Partnerships</li> <li>• Snake River Fund</li> <li>• Friends of Pathways</li> <li>• Jackson Hole Public Art</li> </ul>		Ongoing



## Policy and Procedure

Actions	Operational Impact	Timeframe
<b>Review and Update Cost Recovery Policy</b> <ul style="list-style-type: none"> <li>Utilizing Parks and Recreation Advisory Board input for sorting during the next review of policy.</li> <li>Analyze definitions for direct and indirect costs, and ensure that consistency, accurate tracking, and measurements are in place.</li> <li>Consider adjustments to the ranges in each tier, if necessary.</li> <li>In conjunction with services assessment, determine the viability and effectiveness of programs.</li> </ul>	Staff planning and development	2019
<b>Recreation Center Access/Use Policy</b> <ul style="list-style-type: none"> <li>Maximize use of the Aquatics Scheduling Policy.</li> <li>Develop an operations philosophy to balance the facility use at the Recreation Center, shifting group use away from prime time.</li> </ul>		On-going
<b>Field Scheduling Policy</b> <ul style="list-style-type: none"> <li>Use aquatics scheduling policy as a model to create field/facility scheduling policy.</li> </ul>		Immediate
<b>River Access Maintenance Policy</b> <ul style="list-style-type: none"> <li>Develop communication strategy regarding current maintenance and management policies.</li> <li>Re-evaluate Management Plan prior to expiration.</li> </ul>		Immediate

## Funding

Actions	Operational Impact	Timeframe
<b>Recreation Center User Fees (Update)</b> <ul style="list-style-type: none"> <li>Develop user fee strategy that reflects update to cost recovery goals and objectives.</li> <li>Incrementally increase per hour pricing for swim lanes, the gymnasium, etc. Effort should take several years.</li> </ul>	Staff planning and development	With Cost Recovery update cycle/ Immediate
<b>Park Facility Fees (Update)</b> <ul style="list-style-type: none"> <li>Develop user fee strategy that reflects update to cost recovery goals and objectives.</li> <li>Incrementally increase per hour pricing for athletic fields, shelter rentals, etc. Effort should take several years.</li> </ul>		
<b>Sponsorship/Partnership Policy</b> <ul style="list-style-type: none"> <li>Develop more comprehensive sponsorship and partnership policies to encourage these strategies and allow for an easier communication and implementation process.</li> <li>Specifically address gift giving/donations within the policy to encourage, provide clarity, establish process, articulate selection criteria and approval mechanism.</li> </ul>		Immediate
<b>Park Exaction Land Development Regulation Update and Text Amendment</b> <ul style="list-style-type: none"> <li>Add land acceptance criteria to existing language</li> <li>Assure adherence to valuation of fees-in-lieu calculation</li> <li>Explore park impact fee to generate park development funding</li> </ul>		Immediate

## Operations

Actions	Operational Impact	Timeframe
<b>River Access Maintenance</b> <ul style="list-style-type: none"> <li>Develop a community education strategy for the river access points operated by the Department.</li> <li>Evaluate the effectiveness of the current Management Plan on a yearly basis.</li> </ul>		Immediate
<b>Town of Jackson Downtown Public Restrooms</b> <ul style="list-style-type: none"> <li>Track the true cost of service and ensure proper funding to keep up with increasing expenses.</li> </ul>		On-going
<b>Town/County Non-Park Grounds Maintenance Services</b> <ul style="list-style-type: none"> <li>Conduct a services assessment to determine potential of contracting/partnership services, based on ability to continue current levels of service.</li> <li>Develop communication strategy to show impact of service.</li> <li>Continue to develop partnerships.</li> <li>Evaluate contracting some services where financial savings is possible.</li> </ul>	Staff planning and development	Ongoing/ Immediate
<b>Develop a new Marketing and Communications Strategy that includes:</b> <ul style="list-style-type: none"> <li>Consolidate marketing efforts to dedicated staff member to ensure consistency.</li> <li>Develop a strategic marketing plan that shifts efforts toward story-telling, relationship building, and connection, and away from program/logistic focused marketing.</li> <li>Provide more communication about partners and programs.</li> <li>Continue to establish platforms for outreach/feedback.</li> </ul>		With update of the Communication and Marketing Plan.

Actions	Operational Impact	Timeframe
<p>Continue to evaluate the action plan provided in this Strategic Plan and how opportunities fit into the long term priorities on an annual basis. Criteria for decision making should include:</p> <ul style="list-style-type: none"> <li>• Fit with multiple planning documents</li> <li>• Community needs/demand</li> <li>• Funding and opportunity</li> <li>• Urgency</li> <li>• Operational efficiency</li> </ul>		On-going

# TETON COUNTY/JACKSON PARKS AND RECREATION STRATEGIC PLAN

## Purpose of this Plan

This Parks and Recreation Strategic Plan creates a roadmap to ensuring an appropriate balance of facilities, amenities, and programs offered to the community now and into the future. It utilizes a system-wide approach to evaluate, parks, open space, recreation facilities, and programs in order to develop goals, policies, and guidelines, along with achievable strategies.

This Plan will be heavily used as a resource for development and redevelopment of the Department's assets and services for the next 10 years.



## Critical Success Factors

Critical Success Factors for this project identified by the project team guided the planning process to ensure that appropriate measures were taken to capture the opportunities and challenges unique to the Department. The project team:

- Ensured that decision makers and elected officials in Jackson and Teton County were engaged throughout the process.
- Considered relationships with federal agencies and other public alternate providers.
- Sought a balance between resident users and visitors, and further sought to understand the differences between regional/state visitors vs. national visitors.
- Considered Alta, Kelly, and Moran in the planning process.
- Determined best uses for the new properties recently transferred to Teton County ownership (Stilson Property and Teton Village property).
- Determined an appropriate service level for Teton Village.
- Determined best uses for Bureau of Land Management (BLM) land being transferred to Teton County.
- Considered the relationship with the Teton County School District.

## Strategic Framework

The Department has a strong commitment to providing high quality parks and recreation facilities and programs for the citizens and guests of the community. Completing community surveys in 2005, 2012, and 2015, conducted by ETC Institute, the Department has proven its commitment to engaging with user groups. This planning process included collection of additional information, additional community engagement, and analysis of data to develop a clear set of goals, policies, and standards for the Department's park system, open space, trails, recreation facilities, and program development for the next ten (10) years.

The purpose and mission of the County, the Town, and the Department provide the framework for the planning of the joint parks and recreation effort.

#### **Teton County**

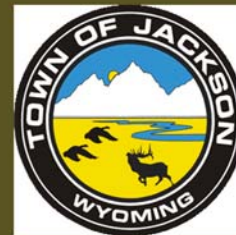
*The mission of Teton County, Wyoming government is to support the well-being of its residents by providing responsive and efficient services; providing programs that contribute to public health, safety, and welfare; and supporting the community's goals as expressed in the Teton County Comprehensive Plan.*



#### **Town of Jackson**

##### **Our Purpose**

*The Town of Jackson exists to provide municipal services necessary to support the residential, business, environmental, and historical interests that define our community. Our services enhance the quality of life for those who live here and enhance the experience for our guests.*



##### **Our Mission**

*It is the mission of the Town of Jackson Municipal Organization to provide municipal services that enhance the quality of life for our residents and guests and to help support the local economy. We train, mentor and challenge our employees to develop to their highest potential and to provide service that exceeds the expectations of residents, guests and others. We foster partnerships to solve problems and more effectively use our resources. We appreciate the unique environmental resources and scenic beauty where we live and work and acknowledge our responsibilities to future generations.*

#### **Teton County/ Jackson Parks and Recreation**

##### **MISSION STATEMENT**

*The Mission of the Teton County/Jackson Parks and Recreation Department is to provide present and future quality parks and recreation opportunities according to the needs of the residents.*



##### **PARKS PURPOSE STATEMENT**

*Provide, maintain and manage quality of life community infrastructure that promotes civic engagement, natural and cultural stewardship, and a safe and healthy lifestyle according to the needs of our residents and guests.*

##### **RECREATION PURPOSE STATEMENT**

*Provide and manage quality of life programs and resources that encourage healthy lifestyles, social and cultural engagement, and community pride according to the needs of our residents and guests.*

##### **SNAKE RIVER RECREATION MANAGEMENT PURPOSE STATEMENT**

*Provide, maintain and manage safe and enjoyable river recreation access that promotes environmental and cultural stewardship, safe and healthy activities, and a positive recreation experience according to the needs of our residents and guests.*



## Teton County/Jackson and the Department

Teton County/Jackson is located in western Wyoming and serves as a gateway community to Grand Teton National Park, Yellowstone National Park, and Bridger-Teton National Forest. Teton County is over 76,000 acres, of which 97 percent is federally owned. Tourism is the driving force of the local economy, and sales tax is the primary funding source for local government services. Approximately 65 percent of the sales tax base come from visitors.

Teton County has approximately 23,000 residents, of which 10,000 are in the Town of Jackson. Jackson is the only incorporated town within Teton County. A significant number of the residents in Teton County are second home owners. According to the 2012 Jackson/Teton County Comprehensive Plan, the common values of community character are ecosystem stewardship, growth management, and quality of life.

Teton County/Jackson Parks and Recreation Department operates as a County agency under a Joint Powers Agreement between the Town and the County. Department funding is split between the County at 55 percent and the Town at 45 percent based upon the 2010 Census on residential population distribution. The Department also partners with the Teton County School District through a shared facility use agreement.

The Department has 11 developed parks comprising 60 acres and four (4) undeveloped parks comprising 89 acres; a 36,000 square foot recreation center with a gymnasium, multi-purpose space, 8 lane lap pool, leisure pool, splash down pool/slide tower, and therapy pool; 50 miles of paved multimodal pathways; and management of approximately 1,000 acres of Snake River Recreation parcels owned by the Bureau of Land Management (BLM). Through the School District agreement, the Department has management and maintenance responsibilities for 11 athletic fields comprising 18 acres. Lastly, the Department has grounds maintenance responsibility for all town and county government facilities and town right-of ways.

### The Service Profile

The service profile of the Department is large and unique to the community, offering a wide-range of programs and services, some that are not seen in many agencies nation-wide. Below is a listing of the Department's programs and services:



### **Community Services Provided**

- Natural resource protection and management (land, forestry, and water)
- Recreation programming
  - 300-350 programs per year
  - Ages – Infants through seniors
  - Types – Fitness, aquatics, sports, leisure, outdoor, after school (latch-key) summer camps, special events, field trips, educational, leagues, and tournaments
- Daily park maintenance, operations, and care of all facility grounds
- Sidewalk – snow removal, sweeping – 12 miles
- Trash removal (60+ facilities)
- Snow grooming
- Outdoor ice rinks
- Facility reservations/scheduling
- Outlet for community/state recreation permits
- Venues and facilities for community organizations, sports clubs, and special events
- Park and open space land planning and design
- Landscape planning and design for town and county facilities, right-of-ways, and public space
- Town and County planning and development assistance
- Capital repairs/replacements for \$42 million in facility improvements

### **Recreational Related Support Service Responsibilities**

- Community special event services (approximately 60 events each summer)
- Bleacher rentals/set-up for special events
- Athletic field painting (approximately 75 times each summer)
- Baseball field preparations (approximately 280 times each summer)
- Special event equipment use
- Exclusive facility rentals/reservations – clubs, teams, organizations, families (approximately 3,000 hours each summer, approximately 300 shelter rentals/summer)

## **Methodology of this Planning Process**

The Department director, staff, and the Advisory Board led the project team in preparing the Parks and Recreation Strategic Plan, a document available to the public. The intent of this plan is to support the policies within the Jackson/Teton County Comprehensive Plan and it requires approval by the Parks and Recreation Advisory Board, the County Commissioners, and the Town Council. The Parks and Recreation Strategic Plan becomes an element of the current Teton County/Jackson Comprehensive General Plan after approval of the Parks and Recreation Advisory Board, the County Commissioners, and the Town Council.

A collaborative effort took place allowing for the incorporation of the consultants' expertise with local and institutional knowledge provided by community members and Town/County project team members.



## Project Tasks and Timeline

<b>Strategic Kick-off and Determination of Critical Success Factors</b>	<b>April 2017</b>
<b>Community and Stakeholder Engagement</b>	<b>April – July</b>
Initial Information Gathering	April – May
Focus Groups/Staff and Stakeholder Interviews	May – June
Demographics, Trends, and Community Profile	July
<b>Inventory and Level of Service Analysis</b>	<b>May – July</b>
Review of Existing Properties	May
Level of Service Analysis	May – July
Market Analysis	May
Evaluation of Existing Standards	June – July
Facilities, Lands, and Asset Gaps	June – July
<b>Funding, Action Plan, and Operations</b>	<b>July – November</b>
Financial Model and Scenarios	July – August
Partners and Alternative Providers	July – August
Findings and Visioning Strategies	August (Findings) September (Visioning)
Action Plan	September – October
<b>Draft and Final Plans, Presentations, and Deliverables</b>	<b>December 2017 – April 2018</b>
Recommendations/Action Plan	December
Draft Plan	February 2018
Final Plans and Presentation	April 2018

## Other Documents Reviewed for this Plan

While the planning efforts listed above have the most direct impact and influence on this strategic planning effort, the team also reviewed other documents to evaluate and ensure the alignment and consistency of recommendations and action steps across the Department. Those plans include:

- Indicator reports
- Budgets
- Employee manuals
- Facility/site master plans
- Program guides
- Community surveys
- Current policies

## Demographics and Trends Analysis

Teton County and the Town of Jackson undoubtedly make up a unique community. Evidence observed while developing this plan, however, shows that this community is not immune to demographic and recreational trends that are sweeping the country. The desires of different age groups, community values, and popularity of a variety of recreational activities and amenities are all influential. Community demographics as well as regional and national trends are highlighted and used in the analysis of key issues and have been considered when determining priority and where to allocate resources toward the provision of parks, recreational facilities, and recreational services and programming for residents and visitors. The full demographic report is attached to this document as **Appendix A**.

## Comparative Analysis

Benchmarking allows the comparison of certain attributes of the Department's management of public spaces (parks, recreation, aquatics, and related services) with other similar communities. For this plan, benchmarking data was collected from: Aspen, CO; Golden, CO; Ketchum, ID; Rock Springs, WY; Campbell County, WY; Cody, WY; Steamboat Springs, WY; Park City, UT; Laramie, WY; Rexburg, ID; Big Sky Community Organization, MT; Logan, UT; Idaho Falls, ID; Glenwood Springs, CO.<sup>1</sup> Comparison for certain aspects of parks and recreation operations are used throughout this document where appropriate. The full benchmarking report is attached to this document as **Appendix B**.

## Community Engagement

The Department has earned a reputation for being receptive to feedback by continuously engaging the community through periodic surveys, planning processes, and day-to-day operations. This plan is driven in part by data received through engaging the public in multiple ways including:

- Community surveys
- Focus groups
- Public meetings
- Stakeholder interviews
- Council and Advisory Board work sessions

Information regarding survey efforts in 2005, 2012, and 2015 is provided in **Appendix C**. A summary of all public, stakeholder, and governing board and advisors input collected in 2017 is provided in **Appendices D and E**.

---

<sup>1</sup> Information was requested from approximately 25 communities.

# ANALYSIS/FINDINGS

## Identification of Key Opportunities

Key opportunities for the Department were identified through public input and information gathering. The following section of this plan describes each of these opportunities through a narrative analysis.

Sources of input include:

- Qualitative Data:
  - Public meetings/ Focus groups
  - Advisory Board
  - Staff
  - The consultant team
- Quantitative Data:
  - Statistically-valid survey
  - Level of service analysis
  - Benchmarking

## Existing and Future Facilities

### Indoor Facilities/Amenities

While recreational programs hosted by the Department take place in satellite/partner locations, the Teton County/Jackson Recreation Center hosts the majority of its indoor programming. When constructed the facility included multi-purpose rooms, an aquatics center, and a gymnasium. Fifteen years later the facility was connected to the adjacent elementary school to provide a shared gymnasium. Today, the center continues to play an important role in the community.

### Public Input

The 2005 and 2012 surveys showed an increase in use of the recreation center and support for expanding its services with both surveys identifying:

- Indoor health and fitness as an opportunity for improvement on a “needs” vs. “needs met” comparison.
- A significant increase in use would occur if the recreation center was expanded.
- Fitness equipment, a bowling center (this opportunity is not being considered in this planning effort), a walking and running track, and aerobics/dance opportunities rate as the top four indoor recreation spaces respondents would use most often.

The 2015 survey asked slightly different questions regarding the recreation center, but still showed support and a need for expanding the indoor services in the community as indicated in the box that follows. It identified the availability and variety of services and amenities through satisfaction levels and identified those same opportunities through level of importance to a household’s enjoyment of the center.

The 2015 survey indicated:

**Recreation Center Participation:**

*Sixty-one percent (61%) of households indicated that they have participated in the Recreation Center over the past 12 months. Usage has gone down from 67 percent in 2012.*

**Satisfaction with Recreation Center Services:**

*Eighty-four percent (84%) of households indicated that they are either “very satisfied” or “satisfied” with the overall quality of parking lot maintenance. Similar levels of satisfaction include: overall quality of swim lessons (80%), overall quality of lap pool (79%), overall quality of gymnasium (77%), and overall value of entrance fees (76%). Households were least satisfied with the availability of public lap swim time (54%).*

**Recreation Center Services That Are the Most Important to Households Enjoyment of the Recreation Center:**

*The top three most important program services include: overall quality of locker rooms (30%), overall quality of leisure pool/slides (26%), and the availability of open public swim hours (25%).*

*Areas where the parks and recreation department should definitely increase emphasis with recreation center services include (1) the overall quality of locker rooms, (2) the availability of open public swim hours, (3) the availability of public lap swim time, and (4) the variety of programs offered.*

*Secondary emphasis should be placed on (1) the overall quality of the leisure pool/slides, (2) the overall quality of the lap pool, (3) the overall value of entrance fees, and (4) the overall quality of swim lessons.*

The 2017 community and staff input reiterated the findings of previous outreach efforts. While the community is highly satisfied with the current facility, the Recreation Center has experienced challenges in accommodating the needs of the community, from a dedicated fitness/free weight space to a demand for rentable courts for sports clubs. This issue is highlighted in the winter months when there is lower access to parks, trails, and other providers by different types of users looking to participate in their chosen activity indoors (e.g. sports clubs), and when alternate providers discontinue programs and the Department’s facilities cannot accommodate new demand for programming.

Operationally, this is also creating user and scheduling conflicts. For example, as sports clubs grow, they continue to look for more space and time for practices/competitions. Since the Recreation Center is one of the few facilities in the community that accommodates these activities, there is a high demand for its space. While accommodating these opportunities in the community is important, it is also beginning to take away time from general/drop-in community use within the facility. Without strategic direction on the appropriate balance and mix of uses, staff cannot fully evaluate or communicate the reason for schedules and partnership opportunities provided by the Department.

When considering additional center expansion/phases versus other capital projects, the Department should make the facility a high priority because of the potential positive impact to the community.

- In 2012, 44 percent of survey participants noted that their indoor recreation/facility needs were not being met by the private sector.
- The 2012 survey identified adult health and fitness programs/classes and adult leisure education programs/classes as the top programs for which respondents have a need.
- The 2015 survey identified the Recreation Center as an opportunity for improvement on the Importance vs. Needs Met Assessment Matrix.
- Public input in 2017 referenced the need for indoor facilities due to limited services in the winter time, limited private sector offerings or recent closings, and the desire for additional programming opportunities.

Developing a larger recreation center also has the ability to service and accommodate the largest amount of the population because of its ability to be a multi-use and flexible space, assuming that each amenity identified is constructed. For example:

- Services at the center are not seasonal, allowing the community to access programs year-round.
- There is a demand for more trail and pathway grooming in the winter time by the community. Constructing an indoor walking/jogging track allows the Department to offer an indoor, safe/hazard free alternative.
- Pickleball courts are in high demand, and while outdoor courts are desired, an additional indoor gymnasium allows the Department to program additional hours of service.
- Developing additional gymnasium and/or pool space alleviates a lot of pressure on the Department to provide services only to one type of user or group (clubs vs. rentals vs. drop-in).
- Developing a fitness area expands service offerings accessible to the entire community.
- Developing multi-purpose classrooms allows the Department to program additional services as well as providing for meeting/gathering spaces in the community.

#### **Balancing Needs of Groups vs. Individual Drop-in Use by the General Public**

Changes in demands for use of the recreation center and amenities such as the gymnasium and swimming pool have created challenges in scheduling, and in particular in balancing the needs of groups vs. individual drop-in use by the general public. Club sports use has steadily increased over time, and in the case of swimming pool use, has more than doubled over the last four years. Charging for this use has shifted from a per-participant cost to an hourly rental cost.

The 2017 budget, which could be an indication of policy included \$312,500 of revenue from:

- |                           |      |
|---------------------------|------|
| • Multi-Use Passes        | 23%  |
| • Daily Use Fees          | 64%  |
| • Facility Fees (Rentals) | 13%  |
| Total                     | 100% |

The amount actually collected was \$290,216 or 93 percent. The 2018 budget continues to reflect the relative percentage of the daily and multi-use revenues versus the rental fees.

Consideration of an issue such as this, regardless of the particular sport involved, requires a balance of philosophy, policy, and operational approaches. Criteria for examination includes:

- Target cost recovery for the facility (if targets are pre-set, the right balance of types of uses would dictate an approach that would allow the target to be met).
- Fee policy (if fees are pre-set, it would dictate an approach that would allow the cost recovery target to be met or need to change the fees; are group use fees, whether charged per person, or by hour equitable to individual fees?)
- Expectation of availability for drop-in use (23% of users have pre-paid for use and have expectation for a reasonable amount of opportunity).
- User group make-up (are group members citizens of Teton County/Jackson, how restrictive are their participation requirements?).
- History of schedule/pattern of use (daily/weekly/monthly usages need to be monitored as well as the participation level to ensure maximization of use).
- Relationship with club sport group (is support for swim team a strict rental, or truly a partnership that would justify reduced fees; club must serve the entire community).
- Recreational vs. competitive level (does the nature of the use fit the mission of the Department and its resource capacity?).
- Availability of other space opportunities in the community (typically groups have easier access to other facilities like schools, churches, private facilities more so than drop-in users).
- Limiting club use to priority within sports season only.

The key is to develop a philosophy and communicate that philosophy to the community. It is imperative to advertise/post facility usage policies and priorities to set expectations. Fees need to reflect the philosophy. From an operational point of view, the establishment of prime and non-prime time hours can be useful in assigning time slots in a fair way. Monitoring actual use, participation numbers, and revenues allows operators to adjust time allowance for different types of use.

### **Implementing the Vision of the Recreation Center**

The Department has been trying to expand the recreation center since the early 2000s:

- Multiple survey efforts and community outreach (2005, 2012, 2015, 2017)
- Master planning efforts (2006, 2012)
- A feasibility study (2012)
- SPET tax support for renovations (2017)

### **Feasibility Studies and Master Plans**

Following the continuous support of developing more indoor space, the Department conducted feasibility studies and subsequent master plans to identify a path to implementation and construction.

In recent years, the Department has proposed concepts for phased construction and upgraded amenities at the Center, including a full feasibility study for a recreation center, however final decisions by elected officials did not include these in SPET measures. Other support services, such as locker rooms, have been funded in an effort to better take care of what already exists.

**Figure 1** is the most recent facility master plan for the expansion of the recreation center.



**Teton County/Jackson Recreation Center - MASTER PLAN**

February 2018 - NTR

**PHASE 1 (2016 & 2017 SPET) - \$2,800,000**  
 Facility repairs, renovation and remodel  
 Utility expansion  
 Customer-oriented offices renovation

**PHASE 2 - \$12,000,000**  
 Second Gymnasium  
 Indoor Watergolf/Laundry Track  
 Wellness Multi-purpose rooms  
 Adventure Fitness Track  
 Wellness Renovation  
 Social Lounge  
 Sunday Family Room  
 Youth Center  
 Outdoor Soccer Field and Sport Court  
 Vibe, Parking, Circulation Renovation

**PHASE 3 - \$5,300,000**  
 Fitness, Locker and Therapy pool Expansion  
 Aquatic staff offices and break space  
 Aquatic mechanical and storage expansion

**Second Floor**  
 Third Floor

This master plan communicates a plan to fill gaps in amenities including a health and fitness center, an additional gymnasium, dedicated classroom space, and additional indoor and outdoor aquatics space as identified by the community during citizen outreach in 2005, 2012, 2015, and 2017. *The phased approach of this plan is already underway, with PHASE 1 being funded through a 2017 SPET.*

### **Comparative Analysis**

This plan is consistent with the benchmarking survey conducted with nearby communities and communities deemed to be similar in characteristic to Teton County/Jackson. Of the communities responding, the most common amenities provided to their residents and visitors are:

- Fitness equipment/cardio equipment
- Multiple classrooms/dedicated fitness rooms
- Indoor track
- Indoor climbing space

### **Developing Amenities in Other Areas of the Community**

Most of the conversation regarding the expansion of the community center assumed that development would happen on the current facility site. Though ideal, given the Comprehensive Plan goal of creating a community core in town, it is not the only option for specific types of improvements. The Department could also consider satellite facility development at an alternate park site, or with a community partner or private developer on other sites.

Well-crafted partnership agreements are necessary to ensure that equitable access and a mutually beneficial relationship are in place. If it is determined that expansion and/or construction at a new site are not feasible opportunities for the Department to do alone, partnership opportunities within the community exist:

- Partnerships with the school district in providing additional athletic fields, gymnasiums, and classrooms
- Partnering with private providers to co-develop facilities including a climbing facility or a fieldhouse
- St. John's Hospital – health and wellness programming, rehabilitation, corporate wellness
- Senior Center – programs for aging in place
- Fairgrounds – special events, winter sports, dog park/facility
- 4H Building – educational/skill-building classes, meeting rooms
- Snow King Ice Center – winter sports programming

Partnerships with these organizations already exist to a certain degree, and should continue to evolve, but were not recognized by the community during public input.



Sharing resources with other entities is a great way to find mutually beneficial solutions, but it can create challenges due to poorly constructed agreements and differences in goals and objectives. When entering these types of relationships, the Department should prioritize minimizing capital and operating/maintenance resources and filling service gaps in the community. Potential challenges may be partner specific:

- School District
  - Identifying hours of service or access for community members. School districts often provide limited/no access to community members during the school's operational hours, meaning that the Department would only have access to the facility during the late afternoon or evening hours.
  - Identifying appropriate ownership of the assets and distribution of revenues.
  - Identifying appropriate maintenance and operations agreements.
- Private providers/Other organizations
  - Ensuring that all community members have equitable access.
  - Identifying appropriate ownership of the assets and distribution of revenues.
  - Identifying an exit strategy should a party back out of the agreement.
  - Ensuring that the parties deliver services to the standard expected by the community.
  - Ensuring that use agreements are in place.

## **Community/Neighborhood Parks**

### **Parks System Overview**

A full facilities and asset inventory was completed in order to understand the relationship of the physical infrastructure within the system as a key component in planning for needs and wants of the community. A complete inventory, including park type definitions and analysis is found in **Appendix F**.

The Teton County/Jackson Parks and Recreation Department maintains multiple properties in the Town of Jackson and throughout Teton County, Wyoming. Some of the sites outside of town are along Highways 22 and 89, and within the communities of Wilson, Teton Village, and Alta. There are several additional properties either not designated as park land or not owned by the Town of Jackson for which the Department performs routine maintenance, such as mowing. Some of these properties, such as Aspen Cemetery and non-park county buildings, have limited recreation value, and as such were not evaluated in the inventory. Some of the properties evaluated in the inventory are owned by federal land agencies but function like town parks. On the whole, Department facilities and properties are well-maintained and in excellent condition.

**Community/Neighborhood parks** are intended to serve the surrounding neighborhood. They typically contain a picnic area, playground, seating, and often an active recreational element from a horseshoe pit to beach volleyball, or even a baseball field in some cases. Except for special events, visitors are typically not travelling great distances to use these sites. Geography and mobility of specific demographics in the community (e.g. seniors, children) should be considered in the distribution of park amenities.

## Park Features and Components

Each of the parks evaluated in this inventory contained a number of programmatic elements or features, known as components. **Table 1** shows the components evaluated. The quality and level of maintenance of the majority of these components ranged from good to excellent.

**Table 1: Teton County - Jackson Park Site Features and Components**

Site	Playground	Restrooms	Picnic Shelter	Community Garden	Nature Trail/Boardwalk	Water Access	Athletic Field (multi-use)	Baseball, Softball, Little League	Tennis	Basketball	Volleyball	Unprogrammed Turf/Play	Skating Rink (Winter)
Alta Community Park	✓	✓										✓	
Emily Stevens Park		✓			✓	✓							
Fairgrounds		✓						✓	✓				✓
High School Recreation Complex		✓					✓	✓	✓				
Karn's Meadow Park					✓	✓							
May Park				✓		✓						✓	
Mike Yokel Park	✓	✓	✓			✓					✓		
Miller Park	✓	✓	✓						✓	✓			
Munger View Park	✓	✓	✓		✓								
North Park			✓		✓	✓							
Owen-Bircher Park	✓	✓	✓		✓						✓	✓	✓
Phil Baux Park		✓	✓					✓**				✓	
Powderhorn Park	✓	✓	✓					✓				✓	✓
Rangeview Park	✓	✓*										✓	
Russ Garaman					✓	✓							
South Park Boat Ramp		✓				✓							
Stilson Park ***	✓	✓					✓	✓	✓				
Teton Village Community Park				✓									
Town Square													✓
Valley Springs Wildlife Habitat						✓							
Wilson Boat Ramp						✓							
* Rangeview Park has portable/ seasonal restrooms													
** The Phil Baux Little League field is used more often for community events than for organized sports													
*** Stilson Park is in the planning phase. Amenities indicated are in the 2014 master plan													

Gaps in the system, based on a 1/4 mile walking distance criteria, seem to be on the east side of the community by May Park, Teton Village, and south of South Park toward the community of Hoback. Considering that May Park is currently being developed, if service areas were expanded to 1/2 mile (meeting the walkability requirement of a complete neighborhood), and with high satisfaction rates from the public for neighborhood parks in general, the Department appears to have good park distribution within the community.

Karn's Meadow, in particular, is located at the geographic center of town and can help close the gap between Powderhorn Park, Phil Baux, and the Fairgrounds. It is intended to be a more passive park within the system with trail connections, a loop, and interpretive signage. It is also along the Snow King – Maple Way Corridor and the Flat Creek Corridor Overlay (Comp Plan Strategy 4.4.S.5). As such, it can become the crossroads of both ecological and recreation pathways that weave through the center of town. May Park will be an important addition to the system, as it will serve the eastern portion of town, which previously had little parkland.

There are some small gaps in geographic service within town limits. Trying to establish Complete Streets and Pathway connections from these areas is likely more feasible than trying to acquire additional parkland. There are some subdivisions outside of town limits which are outside of the 1/4 mile walking distance from parkland, but HOA owned and maintained park space fills this service gap in some areas (Rafter J, Jackson Golf and Tennis, etc.).

### **Quantifying of Level of Service**

Further analysis can be completed to quantify the service level of the parks system, which can be then be compared to other communities.

### ***Acres per Capita***

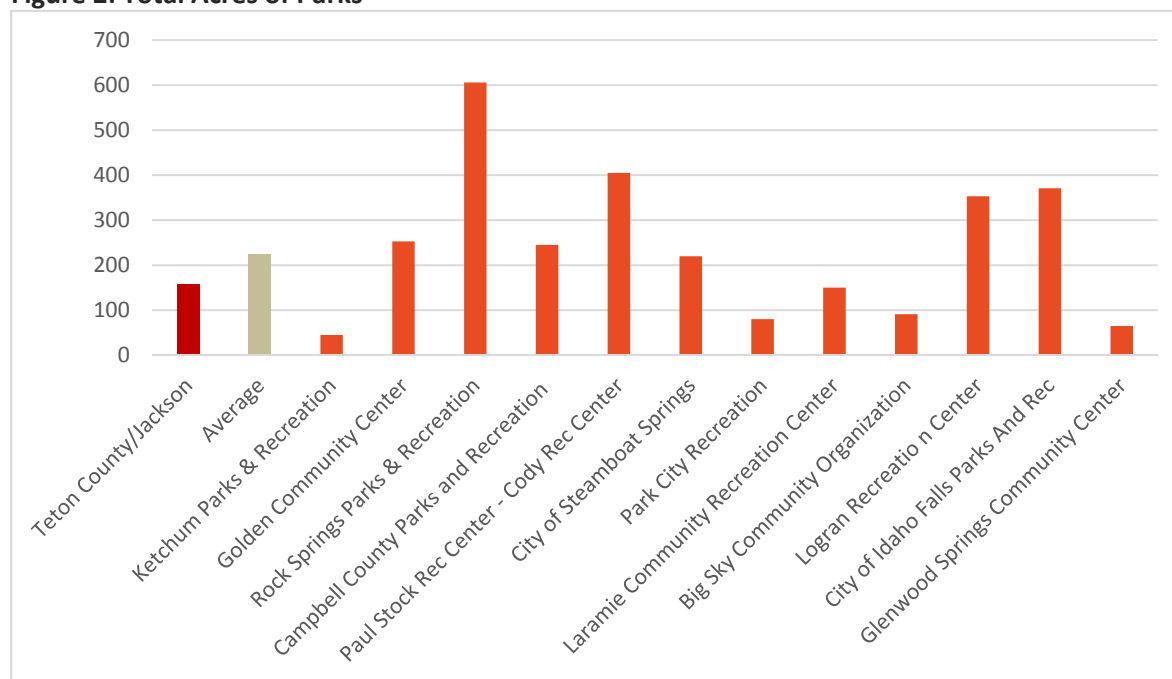
The Department provides approximately 157 total acres of parks, or 7.0 acres/1,000 residents.<sup>2</sup> The 7.0 acres/1,000 seems appropriate based on public feedback. As the community grows, the Department can potentially increase its acreage and maintain this ratio either by acquiring new land or by continued partnerships with other entities, as discussed above. The cost of land in the valley is famously high, so trying to expand through partnerships and by making existing resources more efficient seems like the most productive strategy.

When looking at the other communities surveyed (**Figure 2**) the Department is eighth out of 13 in providing the most park acreage amongst respondents. According to the NRPA Park Metric, the average agency provides 9.6 acres/1,000 residents. The Department provides approximately 7.0 acres/1,000 residents, which is below the mean when compared to agencies of similar population size, FTEs, and budget. This should not be considered wrong or bad and represents the land issues within the valley. There is not much land available in the area for purchase or for development. Considering the public's high satisfaction and the systems alignment with the Comprehensive Plan, and the federal park land available to the public within Teton County, the 7.0 acres/1,000 residents is a quality standard.

---

<sup>2</sup> A Teton County 2016 population of 22,547 was used and only currently "online" parkland area was included in this acreage calculation. The parks that were counted are Phil Baux, Powderhorn, Emily Steven, Owen-Bircher, Miller Park, Munger View Park, Rangeview Park, Town Square, Fairgrounds, Mike Yokel Park, May Park, North Park, High School Recreation Complex, Alta Community Park, and Russ Garaman. Once additional parks "under development" and in "planning" stages come online the total area will be close to 270 acres, or 11.3 acres/1,000 residents based on the 2021 population projection. (Source for population figures: U.S. Census Bureau and Esri Business Analyst in Attachment A: Teton County Demographics).

**Figure 2: Total Acres of Parks**



To maintain its current level of service to match population projections and to keep pace with the projected growth of the community, the Department would need an additional 16 acres in the next three years.<sup>3</sup> With existing projects that are in development and planning stages, the Department is on pace to far exceed this number and continue to increase acres/1,000 even when accounting for population growth.

Moving forward, it is important to note that it will likely be more challenging for the Department to acquire additional land as supplies dwindle. Long-term strategies such as land donations by private individuals, land transfers from federal agencies, and parkland development/investment requirements by developers should be considered.

#### ***Utilizing Components to Define the Current Level of Service***

There are challenges to defining and evaluating Level of Service in the Jackson Hole community, because of the large number of seasonal/part-time residents, the large percentage of workforce commuters, and the rural character of much of the county. Therefore, standard level of service metrics and methodologies designed for urban communities may not give an accurate depiction of the status of parkland in Jackson and Teton County. However, there are many factors that should be considered in this evaluation including population age and growth, planned parkland acquisitions and improvements, trends in recreation, and status of partnerships with Teton County Schools and other entities.

These variables are constantly shifting, and Jackson is a small enough community that standard quantitative ratios used elsewhere may become irrelevant too quickly. The Department needs to stay nimble to address changing demands on the community.

<sup>3</sup> A Community population of 26,671 in 2020 was used for the calculations.



While it is important for the Department to regularly reevaluate demand on its resources while looking at larger regional and national trends, setting standards of certain components can be useful. Other cities have used adopted standards as a comparison point for level of services ratios which can then help guide future park amenity development.

The Department should adopt a clear position that certain standards are minimums that should be maintained to provide quality service to the community as it grows. Based on current community feedback and observation, multi-purpose athletic fields, youth/practice soccer fields, playgrounds, and nature trails/boardwalks are the outdoor recreation facilities that seem to be at an appropriate level of service. The larger rectangle fields are flexible enough to accommodate various sports including soccer, lacrosse, football, rugby, etc. Playgrounds are important for younger children and parents with limited time. Trails/boardwalks are valuable as “front country” recreation features that also have the potential of tying into larger networks.

As part of the inventory process, recreational components within the service area were quantified (see **Table 2** below). The values for fields are flexible as re-stripping and re-configuring of field layout can result in different types, sizes, and counts of fields. The table shows how reliant the community is on the high school for active recreation sports fields, and to a lesser degree, tennis courts. The total recreation components/1,000 residents column produces the ratios that could be used as the basis of a future standard. The recreation components under development and planned column takes into consideration the 2014 master plan for Stilson Park.



**Table 2: Recreational Components within the Service Area**

Recreation Components	2017 Total Inventory (including School District)	2017 Inventory (without School District)	Total Rec. Components/1,000 residents ****	Rec. Components under development and planned
Playground	7	7	0.30	0
Picnic Shelter	7	7	0.30	0
Nature Trail/Boardwalk	5	5	0.22	1
Water Access	5	5	0.22	4
Multi-purpose athletic fields *	4	0	0.17	3
Youth/practice soccer	7	0	0.30	0
Baseball, Softball, Little League **	7	3	0.30	2
Tennis Courts ***	8	3	0.35	2
Basketball Courts	1	1	0.04	0
Volleyball	2	2	0.09	0
Unprogrammed Turf/Play Area	6	6	0.26	0
Skating Rink (Winter)	4	4	0.17	0
<p>* These fields can typically be striped for soccer or lacrosse relatively easily. Installation of football goalposts is more challenging. Currently there are two (2) fields at the High School with football goal posts and yardage markers</p> <p>** These are not necessarily interchangeable but this category is intended to show interest in and supply of "bat and ball" sports facilities. Outfields can also be used as practice fields for "rectangle" sports</p> <p>*** Tennis courts can also be re-striped for Pickleball. See discussion of Pickleball below</p> <p>**** A Teton County Population (2015) of 23,125, sourced from the Comp Plan, was used for these calculations. This figure is slightly higher than the 2016 projection and slightly lower than the 2021 projection in: Attachment A Teton County Demographics (Source: <i>U.S. Census Bureau and Esri Business Analyst</i>) All calculations should be redone when the 2020 US Census information is available.</p>				

### Comparative Analysis

**Table 3** shows the number of components provided within other agencies as reported through a benchmarking information request from similar communities. This data should not be used to determine the appropriate number of components in the Department's system. It is only used for comparison purposes.

**Table 3: Recreational Components amongst Benchmarked Communities**

Facility/Department	Teton County/Jackson, WY	Aspen, WY	Ketchum, ID	Golden, CO	Rock Springs, WY	Campbell County, WY	Cody, WY	Steamboat Springs, CO	Park City, UT	Laramie County, WY	Rexburg, ID	Big Sky, MT	Logan, UT	Idaho Falls, ID	Glenwood Springs, CO
Number of rectangular turf athletic fields	5	2	2	9	5	5	8	10	10	10	9	0	11	23	1
Number of softball fields	2	4	2	4	9	7 softball fields, 5 baseball fields	7	11	4	11	0	2	4	7	2
Number of playgrounds	8	N/A	3	15	24	17	14	10	5	13	4	2	20	24	8
Number of off leash dog parks	0	0	N/A	3	1	0	1	2	3	2	0	0	3	1	2
Number of tennis courts	7	7	4	5	4	11	5	16	14	0	4	4	7	16	8
Number of pickle ball courts	4	4	2	2	6	0	0	10	4	1	4	6	8	6	7

These numbers can be further broken down into components/ 1,000 population (**Table 4**).

**Table 4: Recreational Components/1,000**

Department	Teton County/Jackson	Aspen, CO	Ketchum, ID	Golden, CO	Rock Springs, WY	Campbell County, WY	Cody, WY	Steamboat Springs, CO	Park City, UT	Laramie, WY	Rexburg, ID	Big Sky, MT	Logan, UT	Idaho Falls, ID	Glenwood Springs, CO
Acres of parks/1,000	6.79	N/A	2.25	13.4	20.2	5.10	40.5	17.5	4.00	4.29	N/A	33.7	7.04	16.13	6.50
Rectangular turf athletic fields/1000	.22	.08	.10	.48	.17	.10	.80	.79	.50	.29	.32	0	.22	.38	.10
Base- Softball fields/ 1,000	.09	.16	.10	.21	.30	.25	.70	.87	.20	.31	0	.74	.08	.12	.20
Playgrounds/ 1,000	.35	N/A	.15	.80	.80	.35	1.40	.79	.25	.37	.14	.74	.40	.40	.80
Off leash dog parks/ 1,000	0	0	N/A	0	.03	0	.10	.16	.15	.06	0	0	.06	.02	.20
Tennis courts/ 1,000	.30	.28	.20	.27	.13	.23	.50	1.27	.70	0	.14	1.48	.14	.27	.80
Pickle ball courts/ 1,000	.17	.16	.10	.11	.20	0	0	.79	.20	.03	.14	2.22	.16	.10	.70

In general, the Department provides a comparable number of components within the system as other reporting agencies. There are outliers in each row, but components where the Department seems to be lower than the mean are multi-purpose athletic fields and off-leash dog parks, validating community sentiment.

## Trends

Several trends related to parks have implications for the Department:

- Increasing connectivity to parks.
  - Teton County has developed an impressive multi-use pathway network, but it is important to continue to invest in and expand this system. These paths can function like linear parks and provide key vehicle-free linkages that also make the entire system feel much larger.
  - Connectivity can also relate to improved accessibility such as providing adequate parking, making safer intersections, and traffic calming around parks.
  - Park sites outside of town/walking distance should have transit connections.
- Water play features, splash pads, and spray parks at parks are becoming popular alternatives or compliments to deeper water.
  - Splash pads are best accommodated in community parks, but active parks with playgrounds could also be considered.
  - Sun shade studies, proximity to other play equipment, potable water, and (sanitary) drainage infrastructure are important considerations for the planning of these features.
  - Potential use of this space during the off-season should also be considered for improved efficiency.
  - Consider age appropriateness of play features and target users.
- Unstructured or natural play areas: outdoor spaces designated for play that are comprised of natural components such as plants, logs, water, sand, mud, boulders, hills, and trees. These components represent the larger wild environment in a way that feels safe and manageable to young visitors. A few man-made components might also be carefully integrated to support creative play, encourage confident exploration, and help children develop a lasting affinity for the natural world.<sup>4</sup> (Other park type definitions may be found in **Appendix F**.)
  - Influenced by larger national trends in children's play, there has been interest in creating a natural play area in the community.
  - Natural play areas are most compatible with community parks and passive parks, but other existing parks with suitably sized unused space could accommodate these features.
  - Parks that currently seem bland, lacking in identity, or are underused should also be considered, as the natural play areas could provide a destination and unique experience.
  - Consider age appropriateness of play features and target users.
- Public art in parks
  - Public art can be controversial but also add visual interest and identity to parkland.
  - The more conventional way to integrate public art in parks is to delineate spaces in parks for display of artists' pieces, but artists and local artisans can also be engaged in the park design/renovation process to incorporate custom elements in site furnishings, shade structures, signage, etc. Integrating special lighting, recycled materials, and unique color schemes are some simple ways to enliven spaces.

---

<sup>4</sup>Natural Play Areas, Information packet [https://naturalplay.files.wordpress.com/2010/07/naturalplay\\_infopacket\\_small.pdf](https://naturalplay.files.wordpress.com/2010/07/naturalplay_infopacket_small.pdf), accessed 4/24/2018



- Placing or integrating art into gateway parks can make a bold statement and doing so in less trafficked community parks can lead to a sense of discovery – both are valid depending on the desired effect.
- The Comprehensive Plan (Policy 3.2.e) supports this concept by promoting integration of fine arts to provide quality neighborhood spaces. Selection criteria should be developed through the Advisory Board or Council and in partnership with the Jackson Hole Public Art Task Force.

## **Specific Park Site Considerations**

### ***Individual Identity***

Many of the park sites in the county, especially the community parks, were built during the same time period and have similar features and equipment. While well-maintained and functional, these parks tend to suffer from a lack of individual identity as a result. Because of this, park users may typically choose to visit only the park closest to their home out of convenience. If parks had signature elements, people in the community would likely visit different parks for the unique experience. Providing equitable resources without creating near identical copies of parks is a challenge, yet can be achieved by allowing for greater design flexibility. Phasing in unique and more contemporary playground structures into the community parks would be a good starting point. Creating specific use areas within a park is also a way to achieve this goal. For example, adding a dog park or natural play area to a park would instantly create a different user group and use pattern.

The Comprehensive Plan advocates the establishment of Character Districts (Policy 3.3.d) through development of Neighborhood Plans. Creating neighborhood character or identity is often achieved through public space such as streetscapes and parkland. The context of parkland and the sites predominant uses and existing resources create identity. For example, parks with natural features such as Karn’s Meadow, Valley Springs, and Emily Stevens are better suited to more passive uses and conservation and restoration initiatives.

### ***Teton Village***

The future parkland in Teton Village is still in the early planning stages, and the preliminary master plan listed a traditional neighborhood park as one of the most important things for the community to include. For a school, the School District will likely receive 3 of 11.7 acres recently conveyed to the County. When the resort reaches full build out, this property will become a key public open space component of Teton Village. Ideas of incorporating a future winter sports charter school have also been discussed.

Participants in the focus groups and public meetings identified Teton Village as an “underserved” area within the community. This was due to its low relative access to components. As the area continues to grow, the Department should develop a community park, and consider the implications for the trails and pathways plan.

- Consideration for community connections (trails and pathways connecting the Village to the rest of the area) should be given to accommodate the highly transient and tourist populations.
- Highly specific athletics facilities are probably inappropriate, but flexible, multi-use turf spaces are appropriate for various events and sports practice space catering to both fulltime residents and visitors and should be considered.
- Winter programs including ice skating and cross country skiing should be considered.

### ***Hog Island/Hoback Neighborhood Park***

The Comprehensive Plan identifies this area as the one with the greatest growth potential in the area. Population could grow by 5,000 - 10,000 residents. An elementary school is being built in the area which will be the catalyst for residential growth. Land acquisition for a park site is critical as the closest park is six miles away. Land exaction should be pursued in a manner that maximizes the value of the exaction to fulfill the park need.

## **Special Event/Community Gathering Parks**

### **Special Consideration for Community Events Infrastructure**

The Department currently hosts multiple special events throughout the system ranging from racing series to farmers markets, and as well, supports numerous community events hosted by organizations such as the Chamber of Commerce. As part of creating a community hub within the Town, many special events and festivals happen at Town Square Park, creating large maintenance impacts and traffic congestion in town.

These opportunities are a growing trend, because festivals and other special events are popular activities that provide family-oriented entertainment, generate economic activity, and serve to celebrate community identity. They are also viewed as a means of introducing people to the community's public parks and recreation system.

When developing opportunities for community gathering spaces (new events space, home for farmers market, amphitheater, etc.) the Department should consider:

- Flexible use spaces, such as open unprogrammed turf areas, can accommodate community events and be used for other activities such as youth sports practice space at other times.
- These areas should be within town limits, but smaller events that cater to communities of Wilson and even Teton Village could be held at the community parks in these areas.
- Walkability is important, and parking for larger events should be considered. Passive parks and gateway parks are not typically ideal for these events, because they either do not have the space to accommodate them, or they already have heavy use/traffic from visitors.
- Some events such as the farmers market are better situated on paved or gravel surfaces and could benefit from covered pavilions/shelters.

### **Gateway Parks**

Gateway Parks should strengthen the sense of arrival into the community. Enhancing Jackson Gateways (Policy 4.4.b) is a focus in the Comprehensive Plan and parkland can play a role in this.

North Park is an obvious gateway, as it sits at the northern extent of town adjacent to the Visitor Center. Though in the center of Jackson, Town Square functions as a gateway of sorts, as it is often one of the first outdoor places in town that tourists will visit. The future park in Teton Village will play the role of Gateway Park. Baux Park is a gateway in a different sense, as it is the gateway from town to the mountains and forest.

### ***Baux Park Re-development***

Because of its geographic location and Snow King resort improvement plans, Baux Park figures prominently in the discussion of parkland's role in the community. There are several policies in the Comprehensive Plan that highlight the importance of this site. Baux Park is the end point of the Snow King – Maple Way connector, and as such, is a key piece of a Complete Neighborhood (Policy 2.2.a). The site can continue to serve as an access point to Bridger-Teton NF enhancing natural features in the built environment (Policy 3.2.f) and also serve as a different type of gateway (Policy 4.4.b), a front country gateway to the mountains.

The park is a valuable community gathering site and contains a grass area that can be used for a sports practice field. These roles may not necessarily be incompatible with Snow King's future plans for the site, but the community must a) understand the importance of this site and b) if not undergo a full redesign of the western portion of the site then at least establish some requirements and compensation criteria for any resort-related development on the property.

Additionally, a re-development at Baux Park should include consideration of the need for, and the design for, special events within the community, an activity identified by multiple users and one of the most requested activities on a national level. Currently, most of the special events provided or hosted by the Department occur within the Town center, but there is concern of over use and traffic in the park. Developing a space at Baux Park provides the Department with a supplemental site for events, while retaining the "Town core" concept from the Comprehensive Plan. It should be noted that events do currently occur in Baux Park, but it is not specifically designed to support this type of activity.

#### **Options for re-developing Baux Park**

- Baux Park should be developed to encourage its use as a front country gateway connection to the National Forest. Public use and access should take precedence over redevelopment by a private entity.
- As Baux Park forms the end point of the Snow King – Maple Way connector (Comprehensive Plan) having a community focused node at this location is vital.
- A large flexible space can accommodate community events such as concerts, farmers markets, and youth sports practice areas.
- Building off themes of "front country" exploration and the bouldering wall in this park may also be a good location for a natural play area and interpretive signage related to forest ecology, wildlife, etc.
- Consideration could be given to an X games or extreme sports theme, and/or could include a skatepark.

### **Beyond the Community and Neighborhood Parks**

For the entire park system, the balance of conservation and development is paramount.

- Sustainable design and materials should be encouraged in parkland development to help minimize negative environmental effects (stormwater runoff, urban heat island, fossil fuel use, etc.) and help provide benefits to surrounding conservation areas (native plantings, water quality improvements).
- Many of the BLM parcels are adjacent to the Snake River, in the floodplain, and further from populations. As such, they have habitat/conservation value. These characteristics (plant communities, water quality impact, migratory corridors, proximity to developed areas, etc.) need to be considered in any development and planning efforts.

- Some of the BLM properties may be better suited for land swaps with other landowners to create joined and continuous land ownership configurations. In these scenarios, upland properties closer to population centers could come under Department control and eventually be transformed into parkland that meets community goals and needs

### Athletic Fields

The main athletic fields in the system are at the High School Recreation Complex. The Department also utilizes open green space and baseball/softball fields around the system to create temporary rectangular fields when necessary, a solution often utilized for practice times. This tends to work in the community given its size, but is not ideal and creates issues with scheduling, maintenance, and mixed-uses at parks.

### Community Survey

**Table 5** compares 2005 and 2012 survey results regarding athletic fields. Though these numbers show improvement from 2005 to 2012, the surveys also asked about the importance of programming opportunities in the community. In the 2012 survey, Adult Sports (43%) and Youth Sports (26%) both ranked in the top 10 programs for which households have a need. One can assume that if there is an increase in sports programs there will be an increase in the need for infrastructure.

**Table 5: 2005 and 2012 Survey comparison – Athletic fields**

	2005	2012
Need being met	57%	91%
Need in the community	16%	28%
Satisfaction with quality	55%	63%
Satisfaction with amount	37%	66%

Although the 2015 survey moved away from asking whether needs were being met, to a different series of questions, the results appear to be similar to the previous surveys. The following is a summary of the “athletics fields” findings from the 2015 survey.

**Athletic Field Participation:**

Thirty-seven percent (37%) of households indicated that they had participated in athletic fields over the past 12 months.

**Satisfaction with Athletic Field Services:**

Ninety-three percent (93%) of households indicated that they are either “very satisfied” or “satisfied” with mowing and trimming of fields. Similar levels of satisfaction include: overall quality of soccer and lacrosse fields (82%), overall quality of baseball fields (75%), and the overall quality of trash pick-up. Households were least satisfied with the overall quality of outdoor restrooms (55%).

**Athletic Services That Are the Most Important to Households Enjoyment of Athletic Fields:**

The top three most important program services include: overall quality of outdoor restrooms (32%), overall quality of soccer and lacrosse fields (31%), and mowing and trimming of fields (21%).

**Athletic Services That Are the Most Important to Households Enjoyment of Athletic Fields:**

The top three most important program services include: overall quality of outdoor restrooms (32%), overall quality of soccer and lacrosse fields (31%), and mowing and trimming of fields (21%).

Areas where the parks and recreation department should definitely increase emphasis with athletic field services include (1) the overall quality of outdoor restrooms. Secondary emphasis should be placed on (1) the overall quality of soccer and lacrosse fields and (2) mowing and trimming of fields.

While findings from 2015 appear do not seem to prioritize developing athletics fields as a priority opportunity when compared to other components such as a dog park, trails, or other park amenities, this conversation was especially prevalent in the focus groups and public meetings where organized sports organizations and general users regularly advocated for adding more sports fields to the current inventory. This has been especially true from general users or users not affiliated with specific organizations.

**Community Focus Groups and Stakeholders**

Understanding that one of the focus groups was dedicated to sports organizations, it was still a recurring theme among each group and/or interview. The main challenge identified by focus groups was scheduling, a lack of sport specific practice areas, and a concern that limited space would limit their ability to recruit players.

Stakeholders also identified athletic fields as an economic opportunity. All clubs felt that they were at a disadvantage by having to travel to neighboring communities for tournaments, and if more athletics fields were provided the community they could host tournaments (youth and adult); creating a new opportunity to stimulate the economy.

**Reliance on a Single Venue**

**Table 6** in the inventory section of this report illustrates how reliant the Department is on the High School for providing these resources, as it provides all of the current (lined) athletic fields in the area. While the partnership is currently working, the fields do see a high volume of usage during the sports seasons. Participation numbers provided by the Department (**Table 6**) create a snapshot of the current use by sports organizations.

**Table 6: Outdoor Sports Participation**

Organization	Participants 2014	Participants 2015	Event
Jackson American Legion Baseball	25		Season
		56	Jackson Invitational
	76		August Tournament
		112	July 4th Tournament
Jackson Youth Baseball	186	204	Season
JH Youth Futbol	105		Summer 2014
JH Youth Soccer	450	424	Spring
	138	116	Summer Rec League
	1651	1527	Fall Classic Tournament
	462	369	Fall
Jackson Youth Football		62	Fall League
Lacrosse Club		375	2015 Spring Tournament
	240		May 9th Tournament
	330		May 30th Tournament
	138	154	Spring
	57	120	Fall League

The highest participation rates among the sports offered in the community belong to soccer and lacrosse, two of the fastest growing sports according to national trends. Baseball, while still relatively popular, is not seeing the same growth trend as the other sports. While the table above refers only to games, there is also a significant strain on the system to find space for practice. Teams often practice in parks and fields dedicated to other sports, creating additional wear on other amenities.

### **Benchmarking**

The NRPA (National Park and Recreation Association) Park Metrics report indicates that only about 60 percent percent of agencies report providing multi-purpose rectangular fields. **Table 7** shows the number of rectangular and ball diamonds available in similar communities in the western region of the United States and breaks the number down to a “per 1,000” population.

**Table 7: Athletic Fields Provided in Comparison Communities**

Department	Teton County/Jackson, WY	Aspen, WY	Ketchum, ID	Golden, CO	Rock Springs, WY	Campbell County, WY	Cody, WY	Steamboat Springs, CO	Park City, UT	Laramie County, WY	Rexburg, ID	Big Sky, MT	Logan, UT	Idaho Falls, ID	Glenwood Springs, CO
Number of rectangular turf athletic fields	5	2	2	9	5	5	8	10	10	10	9	0	11	23	1
Rectangular turf athletic fields/1000	.22	.08	.10	.48	.17	.10	.80	.79	.50	.29	.32	0	.22	.38	.10
Number of baseball/softball fields	2	4	2	4	9	12	7	11	4	11	0	2	4	7	2
Base- Softball fields/ 1,000	.09	.16	.10	.21	.30	.25	.70	.87	.20	.31	0	.74	.08	.12	.20

### **Teton County School District Growth**

Additional consideration for the Department is the rate at which the School District is projecting growth. Previously the School District reported that its elementary class sizes were above capacity and are now projecting that the high school aged population will grow by more than 50 percent. This will have an impact on the demand for services provided by the Department and the rate of use of athletic fields in the system.

This could be especially impactful in communities in the south area where a school site is being developed. In addition to providing community park-like amenities, the Department should also look to partner with the school district to provide additional athletic fields.

### **National and Local Trends**

Major trends within park facilities revolve around how the facilities are developed, operated, and maintained. *Recreation Management* magazine's "2016 State of the Industry Report" notes that:

- Over 85 percent of agencies reported partnering with other organizations (3/5 being schools) to provide facilities in their communities.
- Agencies are being asked to find ways to recover more costs at facilities.
- Facility use is expected to increase.

The same report notes that adult and youth sports programs are both in the top 10 most programmed services in the industry.



## Recommendations to Provide Additional Athletics Fields

### *Developing the Stilson Property*

While the Stilson Property has been criticized by some for its location out of town, it does have qualities that offset these concerns. The site is at the crossroads of Rt 22 and 390 and therefore, between Jackson, Wilson, and Teton Village – all growing areas. This is also an existing transit hub that can be expanded and therefore conforms to Policy 7.3.a of the Comprehensive Plan. Because of proximity to other parks including Rendezvous Park, Emily Stevens Park, Wilson Boat Ramp, and the pathway network, Stilson Park is positioned to become an important piece of larger parkland complex.

Stilson becomes a priority for development when considering:

- The land is available and the adjacent landowners (JHMR) seem cooperative and supportive of the project.
- There is general public support behind a park facility at Stilson.
- Although outside of town, the site's location fits goals of the Comprehensive Plan and Transportation Plan. It is located at the crossroads of communities in the valley.
- Multi-use practice fields and facilities that can host regional events/tournaments should be the priority.
- Developing athletics facilities allows the Department to not be reliant on partnerships to provide access to athletic field (unless it is determined that co-development for the foreseeable future is necessary). In the scenario that Stilson provides an additional 2-3 athletics fields, the Department could still utilize School District amenities as satellite or auxiliary facilities in the case of scheduling conflicts and higher demands, or as age-specific sites.
- Due to the nature of the area, the Department has limited opportunities to develop new spaces. While there are some issues with the location of Stilson, it currently provides the most feasible opportunity for the Department to provide athletic fields.
- Tournaments seem to be a high participation opportunity in the community. Providing additional facilities could have the potential of increasing those numbers. This would require a larger operational partnership between the Department, sports organizations, and organizations like the Jackson Hole Chamber of Commerce.
- The partnership opportunities that currently exist within the community, with the School District or with private developers are not guaranteed to continue or to see a project through to fruition.
- Adult programming at the High School Recreation Complex is taking away from youth opportunities.
- Parents have expressed interest in focusing youth programming at the High School Complex because of its location relative to the schools. The fields at Snow King/Baux Park seem to be out of the way.
- The Stilson Property could be designated for the purpose of hosting adults, who generally have the ability to drive outside of Town, which is in line with the Transportation Plan. If the High School Fields are prioritized as youth fields, the Department could look to expand youth sports programs around the area by purchasing additional land. This concept further fits Comprehensive Plan's neighborhood districts by keeping youth near the Town core.



### ***Developing additional Athletic Field in the southern part of the community.***

This opportunity most likely exists with the development of a new school site, and in conjunction with the development of additional park amenities on the site. While the Stilson property can be considered a good opportunity because of its ability for the Department to become less reliant on partnerships to provide services, it doesn't mean that the Department should avoid developing partnerships with alternative providers. In this circumstance, development with the school site is the best solution to fill a service gap.

### **Dog Off-leash Areas**

Local community groups have been trying to identify a suitable location for a dog park for some time, and statistics show that the need is obvious. Although commonly referred to as dog parks, these places have been shown to be social gathering places for dog guardians – a park for people with dogs.

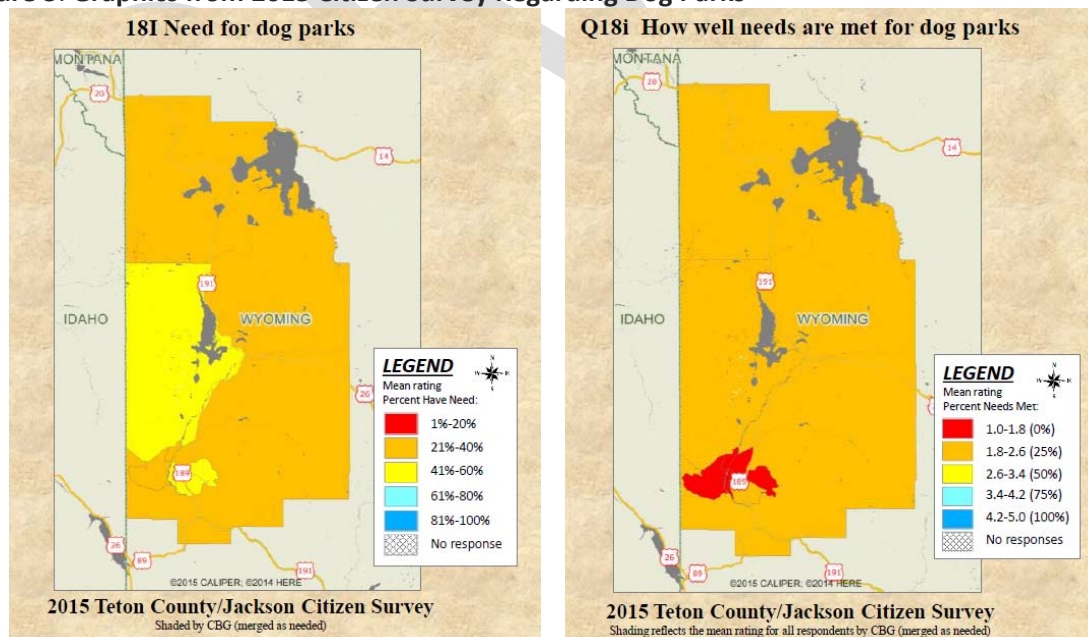
### **Public Input**

In the 2005 Citizen Survey an early indicator of need was that dog walking was identified as an activity on paved pathways that 43 percent of households would use, following walking/jogging (70%) and bicycling (64%). The findings from the 2015 survey further this sentiment with:

- Forty-two percent (42%), equating to 3,733 households, indicating that they had a need for dog parks.
- Twenty-three percent (23%) of households identifying dog parks as one of the four “most important” components to add into the system, behind paved walking and biking pathways (37%) and additional neighborhood parks (29%).
- Only 7% of households feeling their need for dog parks was being met by more than 50 percent.

The following graphics (**Figure 3**) confirm public sentiment for the need and how they feel it is not being met currently.

**Figure 3: Graphics from 2015 Citizen Survey Regarding Dog Parks**



A dog park was identified as a priority element throughout the public input process, with multiple sources providing anecdotal stories about the value of providing such an amenity or multiple sites within the system. PAWS, a local advocacy and volunteer group, which has been supplying poop pick-up stations, has been very vocal in representing the needs of many in the community, and regarding current restrictions about where dogs are allowed on and off-leash. Some concern about maintenance and safety surfaced, issues that have been tackled with success across the county.

### **The Comprehensive Plan**

Policy 1.4.E of the Comprehensive Plan suggests that parks, and dog parks specifically, should be part of the open space conservation strategy.

### **Dog Off-leash Trends**

National trends reinforce a dog park as an important component within a recreation system, identified by *Recreation Management* magazine's "2016 State of the Industry Report" as one of the most common components provided by agencies across the country. In fact, the 10 largest cities in the U.S. increased the number of dog parks in their parks system by 34 percent between 2005 and 2010. Dog parks not only provide safe spaces for animals to socialize and exercise, they are also places where dog owners socialize and enjoy the outdoors. They help build a sense of community and can draw potential new community members and tourists traveling with pets.<sup>5</sup>

In 2014, the National Dog Park Association was established and focused its mission on providing informational resources for establishing and maintaining dog parks.

*Recreation Management* magazine<sup>6</sup> suggested that dog parks can serve as a relatively low-cost way to provide an oft-visited a popular community amenity. Dog parks can be as simple as a gated area, or more elaborate with "designed-for-dogs" amenities such as water fountains, agility equipment, and pet wash stations. Even splash pads are being designed for dog parks. Well-designed dog parks cater to users with design features for their comfort and pleasure. Some parks agencies even offer creative programming at some dog parks for owners and their dogs.<sup>7</sup>

Amenities in a well-designed dog park might also include the following:

- Benches, shade, and water – for dogs and people
- At least one acre of fenced-in space with adequate drainage
- Double gated entry
- Ample waste stations well-stocked with bags
- Sandy beaches/sand bunker digging areas
- Custom designed water-play feature for dogs
- People-pleasing amenities such as walking trails, restroom facilities, and picnic tables

---

<sup>5</sup> Joe Bush, "Tour-Legged-Friendly Parks," *Recreation Management*, February 2, 2016.

<sup>6</sup> Emily Tipping, "2014 State of the Industry Report, Trends in Parks and Recreation," *Recreation Management*, June 2014.

<sup>7</sup> Dawn Klingensmith "Gone to the Dogs: Design and Manage an Effective Off-Leash Area," *Recreation Management*, March 2014, [http://recmanagement.com/feature\\_print.php?fid=201403fe02](http://recmanagement.com/feature_print.php?fid=201403fe02)

## What's Coming

For those concerned about maintenance, dog waste represents a new potential source of energy for the future. In January of 2018, an NRPA Blog posting reported that a British non-profit, the Malvern Hills Area of Outstanding Natural Beauty, is funding a project to produce a small-scale anaerobic digester for parks, so park patrons can deposit dog waste which is composted to produce methane that is used to power park lighting.<sup>8</sup>

## Benchmarking

The NRPA (National Park and Recreation Association) Park Metrics report indicates that 52 percent of agencies report having at least one dog park in their park system. Closer to home, **Table 8** below shows the number of dog parks available in similar communities in the western region of the United States.

**Table 8: Off-Leash Dog Parks in Comparison Communities**

Facility/Community	Teton County/Jackson, WY	Aspen, CO	Big Sky, MT	Campbell County, WY	Cody, WY	Glenwood Springs, CO	Golden, CO	Idaho Falls, ID	Ketchum, ID	Laramie, WY	Logan, UT	Park City, UT	Rexburg, ID	Rock Springs, WY	Steamboat Springs, CO
Number of off leash dog parks	0	0	0	0	1	2	3	1	n/a (1 private accessible to public)	2	3	3	0	1	2

## Potential Areas for Developing a Dog Park in Teton County

A dog park has been expressed as a community priority, is supported by the Comprehensive Plan open space conservation strategy, and has become a mainstay of parks and recreation offerings across the country. Location determination should be guided by the following criteria:

- The site's relationship to the Town Core.
- The site's relationship to residential areas.
- Preferably a site in both west and east Jackson.
- Availability of land within the current system, and land ownership.
- Community parks are most compatible with a dog park, but active and passive parks could work as well given a sufficient buffer surrounding the dog area.
- Appropriate design approach for site parameters.
- Commitment from a friends group to maintain the facility in a way that will not infringe on the adjacent neighborhood.

<sup>8</sup> Top Trends in Parks and Recreation for 2018, By Richard J. Dolesh, NRPA's Vice President of Strategic Initiatives. | Posted on January 8, 2018

### **Sites Considered**

- Phil Baux – has been identified as a special event and gateway park and, due to its small size, making capacity for a dog off leash area unreasonable.
- Fairgrounds – an option, but is not under the control of the Department. Consideration should be given to pursue a partnership in order to potentially fulfill the need for a second site closer to the west side of town.
- Wayne May – good potential.
- North Park – is not owned by the town and is part of the National elk Refuge; not eligible.
- Mike Yokel – good potential.
- New land acquisition, especially for west Jackson; might also be a consideration.

## **Programs and Services**

### **Recreation Programming**

The Department provides instructional, skill-based, and social programs within four categories that contain a wide-variety of offerings, as well as drop-in/day-use opportunities throughout the system.

#### **Adult Programs**

- Aquatics – lifeguard training, scuba classes, water fitness, water safety instruction
- Group fitness – barre, high intensity interval training, ReFit classes (dance fitness), stand up paddle board yoga, Strong(HER)
- Lifelong Learning and Special Events –vary depending on the season; anything from gardening dos and don'ts to basic bike maintenance, CPR and First Aid; workshops and speakers offer a wealth of knowledge, and valuable first-hand experience
- Outdoors –seasonal variety of adult outdoor activities to introduce participants to new hobbies, educational opportunities, and recreational pursuits, also includes archery
- Recreational Sports – seasonal sports categories offer men's, women's, and coed sports year-round such as pickleball, kickball, softball, basketball, and volleyball; and open gym programming.

#### **Youth Programs**

- Aquatics –a variety of class options including learn-to-swim/swim lessons and aquatics classes.
- After-School – Discovery Kids, Kids Club and Children's Museum, and No School Day Adventures
- Pre-School – Pre-K programs, Pre-K ballet, gymnastics, Toddler Club
- Sports – Archery, flag football, taekwondo, basketball, t-ball, as well as drop-in and other seasonal opportunities.
- Summer Programs – Camp Jackson, Children's Museum Summer Explorers Camp, High Adventures Expeditions

#### **Active Agers**

A wide-variety of inclusive opportunities strive to provide quality recreational, educational and social programs to promote wellness and lifelong learning, while keeping older adults active and engaged in their community.

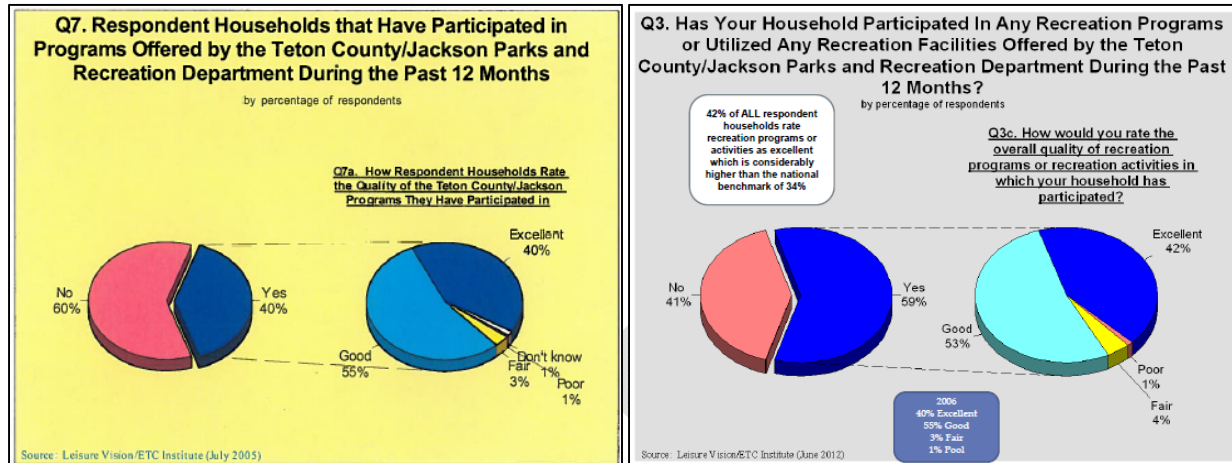
#### **Special Events**

Examples include Run to the Summit Series, Thanksgiving Day Turkey Trot, Snow King Hill Climb, Spring Runoff 5k, and the Town Pump Bouldering Series.

## Public Input

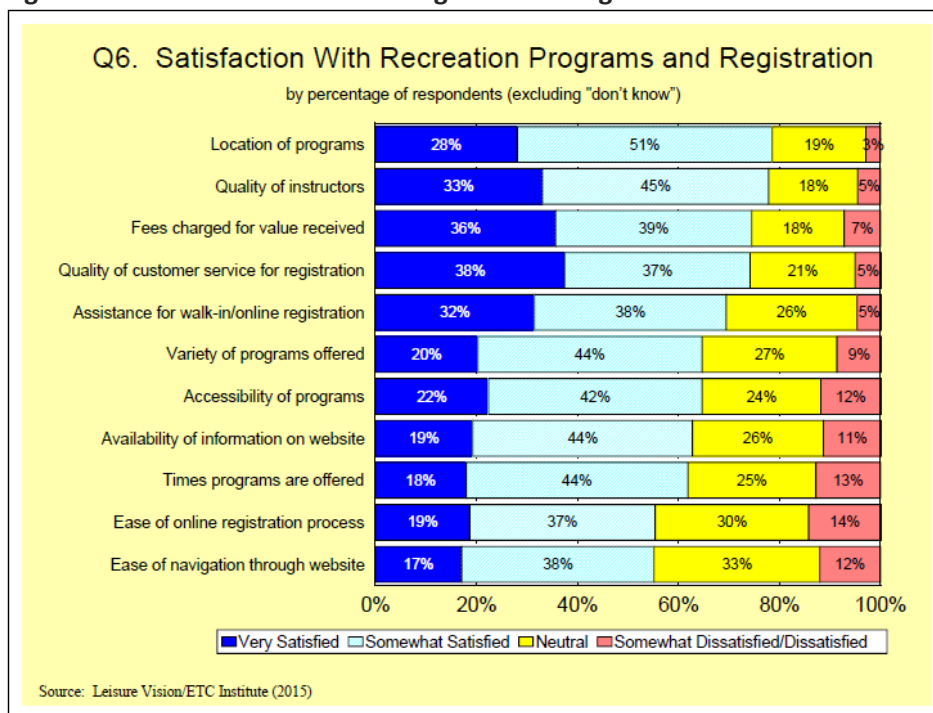
In the 2005 and 2012, surveys participation in recreation programming offered by the Department ranged from 40 percent of respondents to just under 60 percent. Over 90 percent of respondents rated the overall quality of programs as excellent or good (**Figure 4**).

**Figure 4: 2005 and 2012 Community Survey – Quality of Programs Offered**

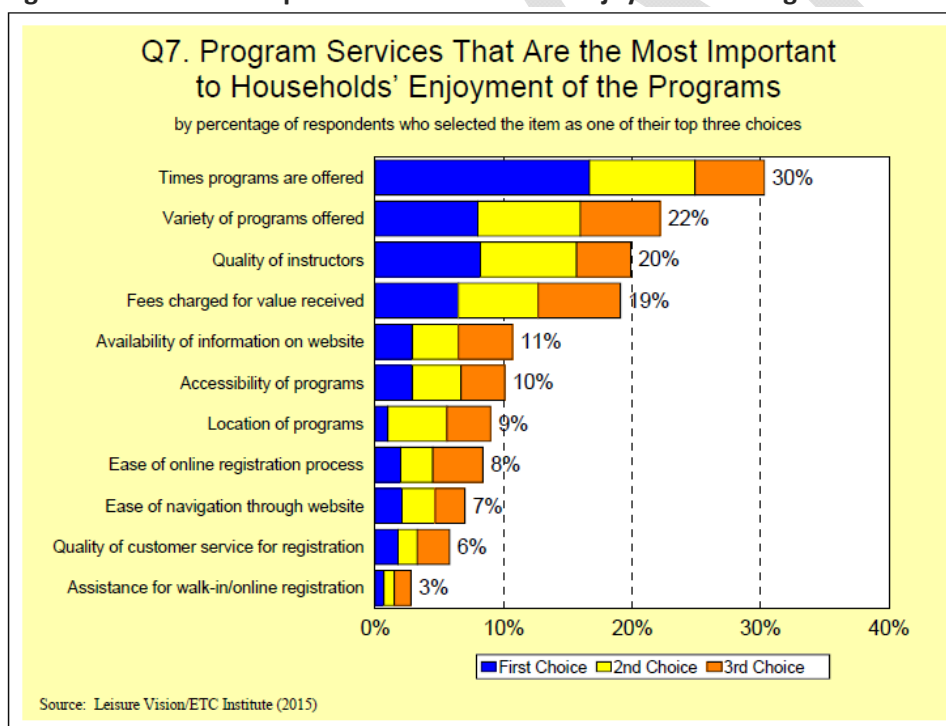


The 2015 survey asked the question differently than the previous surveys by asking about the respondents' satisfaction with specific aspects of the programs or program categories (**Figure 5** and **Figure 6**). The location, quality of instructors, fees, and customer services rated at the top, while availability of information and navigation on the web site, ease of the online registration process, and times programs are offered were rated somewhat lower. When asked what aspects are most important to enjoyment of the programs, times programs are offered was by far the most important, followed by variety of programs, quality of instructors and fees. Less important were the website and registration process.

**Figure 5: 2015 Satisfaction with Programs and Registration**



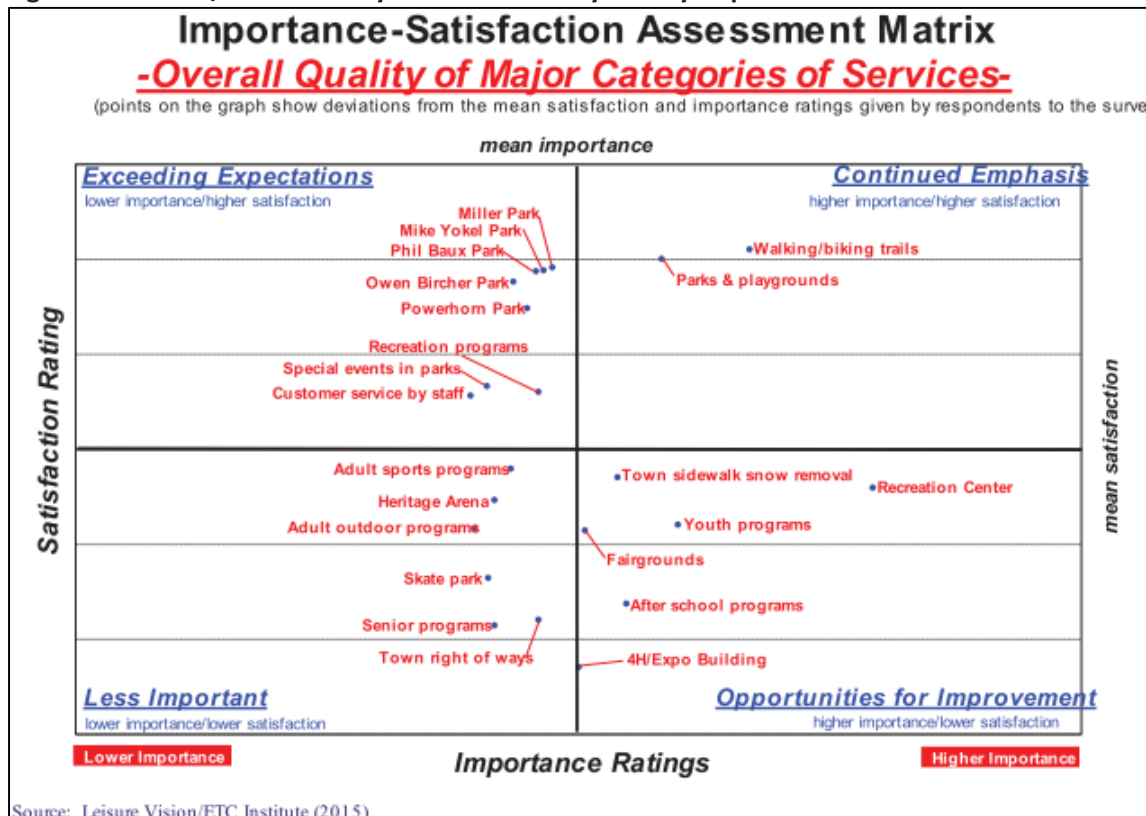
**Figure 6: 2015 Most Important to Household's Enjoyment of Programs**



An Importance-Satisfaction matrix was created with the 2015 citizen survey data. This clearly shows youth programs and after school programs ranked as higher in importance than other programs, yet having a relatively lower satisfaction rating; identifying them as areas for improvement.



Figure 7: Jackson/Teton County 2015 Community Survey Importance-Satisfaction Matrix



In the 2017 focus groups, and stakeholder and public input, across categories the Department received high praise for its efforts and had suggestions for improvements. As these are statements from individuals within the public input sessions, some are contradictory.

Citizens identified the following Department strengths regarding programs:

- Provides a wide variety of programming (all ages, different types, seasonal, etc.)
- High quality programming and service offerings
- High-quality opportunities in many areas, especially youth services, camps, and classes
- Services are affordable and accessible for residents, especially youth programming
- Camp Jackson summer program is one of the best programs offered in the community
- Provides critical opportunities for children in the community
- Provides transportation opportunities to its programs
- Able to meet the challenges of the unique sports
- Strong partnerships and willingness to collaborate with experts (such as river guides, rock climbers) and organizations within the community to provide services
- Does not duplicate the programming of other providers

The public and staff also indicated areas where the Department may be falling short, including:

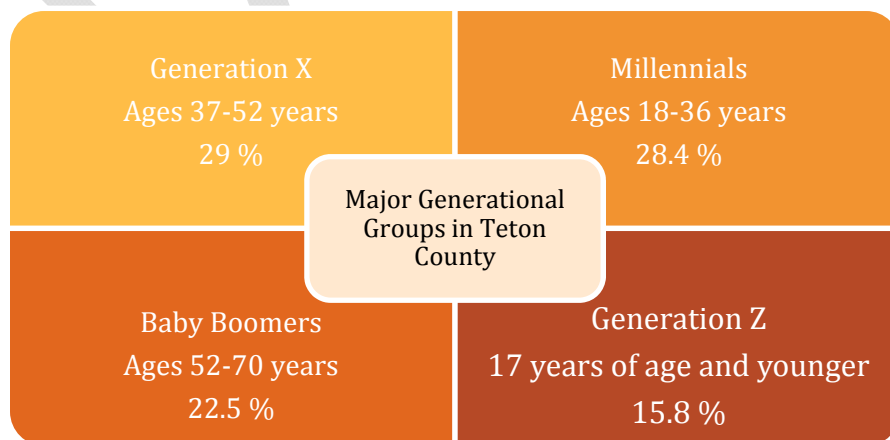
- Services for aging populations and young adults
- Provides too many services without enough resources, and as a result may not be providing the highest quality service to the community
- Facility limitations impacting the ability to offer a more robust program offering for adults
- Acknowledging high quality youth programs, some stated that they felt the Department offers only programming for younger populations
- Need more programming diversification to address health and wellness, nature education, and arts and culture, consistent with national programming trends
- More programs for active agers – pickleball, outdoor adventure, adult adventure program (want what the kids have)
- Accommodate low and medium income households
- Adaptive accessible programming (focus has been on the fit and able)
- More culturally appropriate programming for the Latino population
- Concern about programs duplicated within the community by alternate providers.

### Demographic Influences

Demographic trends in Teton County are important, yet must be taken into consideration with trends across the country, as visitors make up a lot of the population base being served by the Department.

The community seems to perceive the Department as having youth-focused programming. Though the Department does maintain high quality youth programs that service a high volume of users, they do also offer quality programming for all ages. As the Department looks to attract more users over the age of 18, there are generational characteristics to keep in mind that can be used to update and/or diversify its programming.

Three major age groups, the Baby Boomers, Millennials, and Generation Z, are having significant impacts in the planning and provision of parks and recreation services nationwide. In 2016 the majority (66.7 percent) of Teton County's population belonged to one of these age groupings. However, Generation X was the largest single generational group (29 percent of the 2016 population), which coincides with the population's median age of 38.6 years.





The 2017 “Participation Report”<sup>9</sup> from the Physical Activity Council characterized generational participation in recreation, sports, fitness, and other physical activities as:

Generation X	Millennials	Baby Boomers	Generation Z
<ul style="list-style-type: none"> <li>• Varied activity levels</li> <li>• Top 3 activity preferences: <ul style="list-style-type: none"> <li>• fitness sports</li> <li>• outdoor sports</li> <li>• individual sports</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• Moderately active</li> <li>• Top 3 activity preferences: <ul style="list-style-type: none"> <li>• fitness sports</li> <li>• outdoor sports</li> <li>• individual sports</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• Least active generation</li> <li>• Top 3 activity preferences: <ul style="list-style-type: none"> <li>• fitness sports</li> <li>• outdoor sports</li> <li>• individual sports</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• Most active generation</li> <li>• Top 3 activity preferences: <ul style="list-style-type: none"> <li>• outdoor sports</li> <li>• team sports</li> <li>• fitness sports</li> </ul> </li> </ul>

Generation X  
Ages 37-52 years  
29 %

#### Generation X

This generational group is comprised of individuals in the 37–52 year old age range. In 2016, the median age of Teton County residents was 38.6 years, and 29 percent of County’s population was a member of Generation X. This was the largest single age group in the county in 2016. Many members of this generation are in the peak of their careers, raising families, and growing

their connections within the community.

As suggested by the 2017 “Participation Report” from the Physical Activity Council, members of Generation X were “all or nothing” in terms of their levels of physical activity, with 37 percent reported as highly active, and 27 percent reported as completely inactive. As further noted in the report, over 50 percent of Generation X was likely to have participated in fitness and outdoor sports activities. An additional 37 percent participated in individual sports.

There is limited information available that is specific to Generation X. Without a consensus on specific start or end years to generations, the Millennial and Baby Boomer generations sandwich Generation X into a relatively short timeframe. Most studies realize the focus on other generations, and conclude that Generation X share many characteristics of Millennials and Baby Boomers, but do not have their own defining traits.

<sup>9</sup> Physical Activity Council, 2017 Participation Report, <http://www.physicalactivitycouncil.com/PDFs/current.pdf>; accessed June 2017

Millennials  
Ages 18-36 years  
28.4 %

### The Millennial Generation

The Millennial Generation is generally considered those born between about 1980 and 1999, and in April 2016, the Pew Research Center reported that this generation had surpassed the Baby Boomers as the nation's most populous age group.<sup>10</sup>

Millennials were estimated to comprise 28.4 percent of Teton County's 2016 population, or approximately 6,400 residents.

Although slightly smaller than the Generation X cohort in Teton County, the Millennial cohort is now the largest age cohort in the country and may be driving trends, much like the Baby Boomers have done for generations.

In a 2011 study of the Millennial Generation,<sup>11</sup> Barkley Advertising Agency made the following observations about Millennials and health/fitness:

- Sixty percent (60%) of Millennials say they try to work out on a regular basis. Twenty-six percent (26%) consider themselves health fanatics.
- Much of this focus on health is really due to vanity and/or the desire to impress others — 73% exercise to enhance their physical appearance.
- Millennials are also fans of relaxation and rejuvenation, as 54 percent regularly treat themselves to spa services.
- Despite their commitment to health, Millennials stray from their healthy diets on weekends. There's a noticeable difference between their intent to work out regularly and the amount of exercise that they actually accomplish.

Millennials tend to be a more tech-savvy, socially conscious, achievement-driven age group with more flexible ideas about balancing wealth, work, and play. They generally prefer different park amenities and recreational programs than their counterparts in the Baby Boomer generation. Engagement with this generation should be considered in parks and recreation planning. In an April 2015 posting to the National Parks and Recreation Association's official blog, *Open Space*, Scott Hornick, CEO of Adventure Solutions suggests the following seven considerations to make your parks millennial friendly:<sup>12</sup>

1. Group activities are appealing.
2. Wireless internet/Wi-Fi access is a must — being connected digitally is a millennial status-quo, and sharing experiences in real time is something Millennials enjoying doing.
3. Having many different experiences is important — Millennials tend to participate in a broad range of activities.
4. Convenience and comfort are sought out.
5. Competition is important, and Millennials enjoy winning, recognition, and earning rewards.
6. Facilities that promote physical activity, such as trails and sports fields, and activities like adventure races are appealing.
7. Many Millennials own dogs and want places they can recreate with them.

<sup>10</sup> Richard Fry, "Millennials overtake Baby Boomers as America's Largest Generation," *Pew Research Center Fact Tank*, April 25, 2016, <http://www.pewresearch.org/fact-tank/2016/04/25/millennials-overtake-baby-boomers/>, accessed May 2015

<sup>11</sup> American Millennials: Deciphering the Enigma Generation, <https://www.barkleyus.com/AmericanMillennials.pdf>, accessed May 2015

<sup>12</sup> Scott Hornick, "7 Ways to Make Your Park More Millennial Friendly," *Parks and Recreation Open Space Blog*, August 19, 2015, <http://www.nrpa.org/blog/7-ways-to-make-your-parks-millennial-friendly>, accessed May 2016

In addition to being health conscious, Millennials often look for local and relatively inexpensive ways to experience the outdoors close to home; on trails, bike paths, and in community parks.<sup>13</sup> They, along with the Baby Boomer generation, highly value walkability, and in a 2014 study by the American Planning Association, two-thirds noted that improving walkability in a community is directly related to strengthening the local economy. The study also noted that 46 percent of Millennials, and Baby Boomers, place a high priority on having sidewalks, hiking trails, bike paths and fitness choices available to them in their community. In fact, these community features were viewed by study respondents to be of higher preference than a great school system, vibrant centers of entertainment and culture, and affordable and convenient transportation choices.<sup>14</sup>

**Baby Boomers**  
Ages 52-70 years  
22.5 %

#### **Baby Boomer Generation**

Baby Boomers are defined as individuals born between 1945 and 1964, as stated in "Leisure Programming for Baby Boomers."<sup>15</sup> They are a generation that consists of nearly 76 million Americans, and is estimated to have included over 5,000 Teton County residents in 2016.

Across the country, the population over age 65 continues to increase as a percent of the overall population. In 2011, this influential population began its transition out of the workforce. In the July 2012 issue of *Parks and Recreation* magazine, Emilyn Sheffield, Professor of Recreation and Parks Management at the California State University, at Chico, contributed an article titled "Five Trends Shaping Tomorrow Today." In it, she indicated that Baby Boomers are driving the aging of America, with boomers and seniors over 65 composing about 39 percent of the nation's population.<sup>16</sup> As Baby Boomers enter retirement, they will be looking for opportunities in fitness, sports, outdoors, arts and cultural events, and other activities that suit their lifestyles. Now as the oldest Boomers are nearing 70, park and recreation professionals are faced with new approaches to provide both passive and active programming for older adults. Boomers are second only to Generation Y/Millennials in participation in fitness and outdoor sports.<sup>17</sup>

Jeffrey Ziegler, a past president of the Arizona Parks and Recreation Association identified "Boomer Basics" in his article, "Recreating Retirement: How Will Baby Boomers Reshape Leisure in their 60s?"<sup>18</sup> Highlights are summarized below.

- *Boomers are known to work hard, play hard, and spend hard.* They have always been fixated with all things youthful. Boomers typically respond that they feel 10 years younger than their actual age. Their nostalgic mindset keeps boomers returning to the sights and sounds of their 1960s youth culture. Swimming pools have become less of a social setting and much more of an

<sup>13</sup> "Sneakernomics: How The 'Outdoor' Industry Became The 'Outside' Industry," *Forbes*, September 21, 2015, <http://www.forbes.com/sites/mattpowell/2015/09/21/sneakernomics-how-the-outdoor-industry-became-the-outside-industry/2/#50958385e34d>, accessed May 2016

<sup>14</sup> American Planning Association, "Investing in Place: Two generation's view on the future of communities: millennials, boomers, and new directions for planning and economic development," <https://www.planning.org/policy/polls/investing>, accessed May 2015

<sup>15</sup> Linda Cochran, Anne Roshchadl, and Jodi Rudick, "Leisure Programming For Baby Boomers," *Human Kinetics*, 2009.

<sup>16</sup> Emilyn Sheffield, "Five Trends Shaping Tomorrow Today," *Parks and Recreation*, July 2012, p. 16-17.

<sup>17</sup> Physical Activity Council, 2012 Participation Report, 2012.

<sup>18</sup> Jeffrey Ziegler, "Recreating Retirement: How Will Baby Boomers Reshape Leisure in Their 60s?" *Parks and Recreation*, October 2002.

extension of Boomers' health and wellness program. Because Boomers in general have a high education level, they will likely continue to pursue education as adults and into retirement.

- *Boomers will look to park and recreation professionals to provide opportunities to enjoy many life-long hobbies and sports.* When programming for this age group, a customized experience to cater to the need for self-fulfillment, healthy pleasure, nostalgic youthfulness, and individual escapes will be important. Recreation trends will shift from games and activities that Boomers associate with senior citizens. Ziegler suggests that activities such as bingo, bridge, and shuffleboard will likely be avoided because Boomers relate these activities with old age.
- *Boomers will reinvent what being a 65-year-old means.* Parks and recreation agencies that do not plan for boomers carrying on in retirement with the same hectic pace they've lived during their years in employment will be left behind. Things to consider when planning for the demographic shift:
  - Boomer characteristics
  - What drives Boomers?
  - Marketing to Boomers
  - Arts and entertainment
  - Passive and active fitness trends
  - Outdoor recreation/adventure programs
  - Travel programs

**Generation Z**  
17 years of age and younger  
15.8 %

#### **Generation Z**

In her article, Emilyn Sheffield also identified that the proportion of youth is smaller than in the past, but still essential to our future. As of the 2010 Census, the age group under age 18 forms about a quarter of the U.S. population. Nationwide, nearly half of the youth population is ethnically diverse, and 25 percent is Hispanic. In Teton County, about 19.5 percent of the population

(approximately 17,500 residents) was under the age of 19 in 2016.

Characteristics cited for Generation Z, the youth of today, include:<sup>19</sup>

- The most obvious characteristic for Generation Z is the pervasive use of technology.
- Generation Z members live their lives online and they love sharing both the intimate and mundane details of life.
- They tend to be acutely aware that they live in a pluralistic society and tend to embrace diversity.
- Generation Z'ers tend to be independent. They do not wait for their parents to teach them things or tell them how to make decisions.

With regard to physical activity, a 2013 article published by academics at Georgia Southern University noted that the prevalence of obesity in Generation Z (which they describe as individuals born since the year 2000) is triple that of Generation Xers (born between 1965 and 1979). It suggests that due to increased use of technology, Generation Z spends more time indoors, is less physically active, and more obese compared to previous generations. The researchers noted that Generation Z seeks social support from peers more so than any previous generation. This is the most competent generation from a

<sup>19</sup> Alexandra Levit, "Make Way for Generation Z," *New York Times*, March 28, 2015, <http://www.nytimes.com/2015/03/29/jobs/make-way-for-generation-z.html>, accessed May 2016

technological standpoint, but Generation Z'ers tend to fear, and often struggle with, some basic physical activities and sports.

## Trends

### Multiculturalism

As recreation agencies continue to provide services within a more diverse society, race and ethnicity in the County will become increasingly more important factors in determining programming needs and means of service delivery. More than ever, recreation professionals will be expected to work with, and have significant knowledge and understanding of individuals from many cultural, racial, and ethnic backgrounds.

Teton County's 2016 estimated population was predominantly Caucasian (87%). The remaining 13% identified as of two or more races (8.4%), Asian (1.5%), some other race (2.2%), Native Americans (.6%), and African American (.3%). Overall 15.7% of residents identified as being of Hispanic Origin. Other planning efforts have estimated residents identifying as being of Hispanic Origin as up to 25%.

- **Outdoor recreation participation varies by ethnicity:** Participation in outdoor activities is generally higher among Caucasians than any other ethnicity, and lowest among African Americans in nearly all age groups.
- **Lack of interest is a major reason for lack of participation in recreational activities:** When asked why they did not participate in outdoor activities more often, the number one reason given by people of all ethnicities and races was because they were not interested.
- **Most popular outdoor activities:** Walking, biking, running, fishing, and camping were the most popular outdoor activities for all Americans, with each ethnic/racial group participating to varying degrees.

Participation in outdoor sports among youth and young adults (ages 6 to 24) who identify as Hispanic was at 10 percent nationwide in 2013, according to the 2014 "Outdoor Recreation Participation Topline Report."<sup>20</sup> Those who did get outdoors, however, participated more frequently than participants of other backgrounds, with an average of 47 outings per year. Hispanic youth between ages of 13 and 17 were the most likely age group to participate in outdoor recreation, in the Hispanic demographic, followed closely by those in the 25 to 44 age range. The most popular outdoor activities among Hispanics were running and jogging (24%); road, mountain, and BMX biking (15%); fishing (14%); camping (13%); and hiking (9%).

### Comparative Analysis

As communities across the country grow, recreation departments are being asked to evolve programming opportunities within their systems. While the Department has a wide variety of programming, the community called for more opportunities in fitness, nature education, and arts and culture, consistent with national programming trends.

---

<sup>20</sup> Outdoor Recreation Participation Report 2014

According to *Recreation Management* magazine's "2016 State of the Industry Report," 96.5 percent of survey respondents provided recreation, sports, fitness, and leisure programs of some kind. The most common programming offered included:

1. Fitness programs
2. Educational programs
3. Day and summer camps
4. Youth sports teams
5. Mind-body/balance programs
6. Sports tournaments and races
7. Swimming programs
8. Adult sports teams
9. Active senior/older adult programs
10. Holiday/special events

It is worth noting that the Department currently offers programs within each of the trending areas. The community's "nothing for me" perception may be indicative of a marketing and awareness shortfalls rather than a service gap.

Of particular interest is programs for "active agers" as the community continues to age. Programs to consider are pickleball, adventure or camp type programs adapted from the very popular Camp Jackson for youth, and fitness programs to promote movement and social interaction.

### **Adaptive Programming**

The community identified people with disabilities as an underserved user group, or a user group with limited opportunities provided by the Department. To better accommodate this group, the Department should look at ways to accommodate individual users in their exiting service profile. This is often done through an inclusion services or therapeutic recreation specialist on staff. This staff member works with the programming staff and users to identify the most appropriate accommodation. Small communities often designate an individual on staff to handle this function, rather than creating a new role or job function. As programs evolve, each program outline/proposal should include a section of potential accommodations for people with disabilities.

### **Outdoor Recreation Programming**

With its unique setting, the Department should pay close attention to trends and opportunities within the outdoor recreation space. Statistics to consider are:

- According to the 2017 "Participation Report" by the Physical Activity Council, over half of each generation participates in fitness sports; with roughly 2/3 of Millennials and Generation Xers participating in fitness activities.
- Walking, running, jogging, and cycling are nearly universally rated as the most popular activities among youth and adults. These are attractive as they require little equipment, or financial investment to get started, and they are open to participation to nearly all segments of the population.
- Overall participation in sports, fitness, and related physical activities has fluctuated in recent years with an increase in team, winter, water, and fitness sports participation. Racquet and outdoor sport participation remained flat in 2015, while individual sports declined slightly.



- In the 2016 “Outdoor Recreation Topline Report,”<sup>21</sup> nearly half (48.4%) of Americans participated in outdoor recreation activities in 2015. Increased participation in outdoor recreation activities were strong in paddle sports, with stand-up paddle boarding remaining the top outdoor activity for growth, with participation growing by 26 percent from 2014 to 2015.
- No adult recreational sport is taking off faster than pickleball.<sup>22</sup> It is an attractive programming option for recreation managers, because it is adaptable to a variety of existing facilities.
- Stand up paddle boarding, kayaking, and fly fishing are at the top of the list for increases in participation.
- About 20,000 paid interpreters are working nationally, along with more than 500,000 unpaid volunteers staffing nature programs at parks, zoos, and museums. The growth of these programs is thought to come from replacing grandparents as the teacher about the “great outdoors.”

Even though the Jackson/Teton County community is surrounded by outdoor recreation opportunities, there are some in the community that cannot access them because they are within National Parks and Forest, accessible only by car, or require specialized equipment to access. To provide accessible opportunities to outdoor recreation within its system, the Department should look to provide “front country” opportunities where appropriate. Considerations include:

- Front country opportunities are best suited for sites adjacent to rivers, wetlands, and larger publicly accessible natural areas where park users can build more confidence in outdoor/adventure recreation.
- Safe slow-moving water access, climbing walls, interesting hiking trails that do not venture too far from town, and interpretive signage could enhance the front country experience. Parks that feature water access such as Russ Garaman, Emily Stevens, and even Mike Yokel Park, can allow less experienced, older, and younger people to interact with water in a more controlled manner.
- Parks like Baux Park, which connect to larger networks, can become gateways to the mountains and forest.
- Improved signage and descriptions of hiking trails/loops could help get more people comfortable with travel in mountainous areas. North Park, Karn’s Meadow, and Valley Springs can provide wildlife viewing opportunities.
- Pump tracks can be valuable amenities for developing mountain biking skills.
- Nature trails, boardwalks, and winter recreation routes should be maintained, enhanced, and created for various skill/experience levels.

### **After-school Programming**

After school programs and services for children were provided as examples of programming overlaps in the community. The Department has existing partnerships with the school district and seems to be the “go to” service provider within the community for after school programs and services for children; providing expansive programming for children through grade eight as well as summer time programming. The Department may be the most appropriate provider of this service because of its current position in the market. The Department needs to consider the need for after-school programming in the planning of expansion of the recreation center.

<sup>21</sup> *Outdoor Recreation Participation Topline Report 2016*

<sup>22</sup> Chris Gelbach, “Never Stop Playing: Trends in Adult Recreational Sports” *Recreation Management*, September 2013, [http://recmanagement.com/feature\\_print.php?fid=201309fe02](http://recmanagement.com/feature_print.php?fid=201309fe02), accessed January 2015

Divesting from these services could create more gaps in the market by trying to rely on alternative providers to take on more of the market share. This is not to say that the Department cannot develop deeper programming partnerships within the community to alleviate some of the growing pressures of such a large program, or that the Department could not transition partners into a larger role in the market. For example, deciding that the middle school age group is better served by the school district's extracurricular activities, could transition the Department in to a larger supporting role.

### **River Recreation Management and Programming**

The Department has taken over river access points in recent years, a more non-typical service for local agencies to provide. The Department has added a program position to focus on river recreation management and program development. Issues surrounding the drop-in sites include:

- Unclear communication on who currently operates the site (permits, enforcement, etc.)
- User conflicts (permitted and non-permitted use)
- Expectations of level of service:
  - Resources, liability, and the desired water access and uses must be considered.
  - Most river recreation requires users to have specific equipment and skills making it challenging for the Department to address the needs of users.
  - Enforcement of the regulations at these sites is challenging as they are relatively remote.

The Department currently has a River Management Plan in place, which covers many issues discovered in the information gathering phases. Since the operation of these sites is relatively new, it is expected that there will be operational challenges. To help with this transition, the Department should develop a communication strategy both on site, and via avenues like its website, social media, and through partners in the community.

### **Evolving the Management of Water Access Points**

Currently, much of the river access along the Snake River takes place on federal land, specifically BLM, and the Department is in the process of making improvements to some of these properties, such as South Park Boat Ramp and Wilson Boat Ramp. Understanding the role the BLM tracts will play in the future of the system is also important, as many of these parcels are adjacent to the Snake River.

Though Snake River recreation is the most iconic form of water recreation in the county, several parks offer access to different water bodies from wetlands and ponds to tributaries such Flat Creek. These access points have the potential of providing safer and more controlled sites for public interaction with water.

### **Nordic Trail Grooming**

The Department provides a large network of Nordic trails in the winter months providing high-quality recreation experiences to the community. The Department does a great job in responding to operational and maintenance issues on trails, but often receives complaints of user conflict and complaints regarding the amount and scheduling of groomed trails. This pulls the Department in multiple directions.



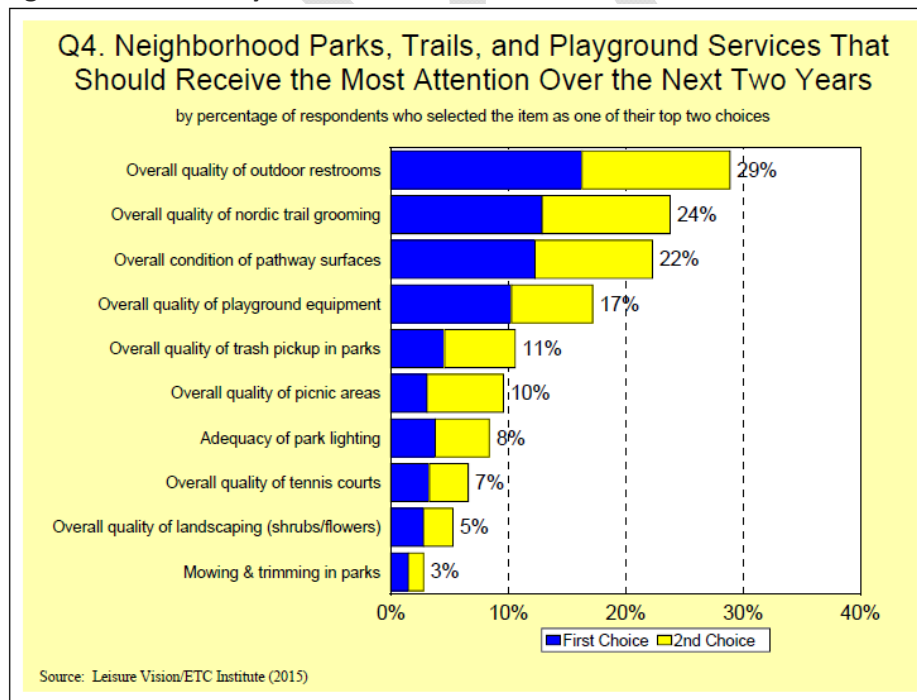
The intention of the Nordic trails is described in the Pathways Master Plan:

*Nordic (cross-country skiing and snowshoeing) trails are currently provided as a recreational program by grooming the shared-use paths and other rights-of-way for skating and track skiing. It is important to note that each winter use creates a different track in the snow, so skaters, track skiers, and snowshoers generally prefer to use separate or parallel tracks. These uses are currently recreational in nature (users drive from home to a trail to ski), but it is possible that the winter Pathways network could be expanded to allow more people to ski from home to other destinations, similar to the way the system is currently used for bicycling. A key issue for winter trail use is the designation of winter closure areas for wildlife. Winter trail use must be managed to avoid conflicts with these areas. The Pathways System is groomed for winter trail use at the following locations:*

- Cache Creek Trail
- Garaman & School Trails
- Van Gontard Trail
- Wilson Centennial Trail
- Emily's Pond Levee
- Game Creek
- Teton Canyon (Alta)

According to the 2015 survey, 24 percent of respondents noted that the overall quality of Nordic trail grooming should receive the most attention in the short term (**Figure 8**), only second to overall quality of outdoor restrooms at 29 percent.

**Figure 8: 2015 Survey Results – Amenities to Receive the Most Attention in the Short-Term**



The Department should focus on areas identified in the Pathways Master Plan, prioritizing pathways that provide users direct transportation from neighborhoods to destinations (park, downtown, etc.), and create a communication strategy regarding the intention and schedule behind mixed-use Nordic trails.

### **Collaboration and Partnerships**

As typical of public parks and recreation agencies, the Department finds itself providing many different types of services that require ongoing knowledge of resources within the community for meeting the needs of citizens for each type of service. While this is not wrong, it is creating a community reliance on the Department to provide more and more programs without an increase in resources. Many in the community, from councilpersons to alternative providers to users, expressed concern that the size of the service profile of the Department limited its ability to deliver its core services. Participants also felt that because the service profile was so large, there was an unnecessary level of duplication within programming.

Youth sports was identified by the public as an example of programming overlaps in the community. While these programs do have overlap that does not mean that the Department should not provide the program or service, but it should continue to evaluate the market and monitor for service duplication or gaps for specific target markets (age groups and skill levels). When looking at these specific areas, the Department should consider:

- An operational philosophy where youth sports are entry level programs such as camps or beginner/recreational leagues for younger age groups. Offering experiential opportunities for sports allows community members to try a sport.
- Youth sports being offered in partnership with community sports organizations by having them provide staffing for a program or camp.
- When a family decides that a more competitive atmosphere is desired as the child ages, they can move into the sports organizations service profile. This allows the Department to stay within its mission to provide opportunity and fill service gaps, while also supporting the growth of recreational services by alternative providers and reducing the need to provide services for every age category.

Similarly, the Department could look at similar partnerships with outdoor recreation providers in the community. For example, the Department could provide an entry-level experience on water, but rely on alternative providers to offer a higher experience level.

Corporate wellness programs were also identified as an opportunity for collaboration. Corporate wellness is a growing service; supported by organizations as a quality of life benefit to employees and by insurance providers as a cost reduction program. While the Department does not have a dedicated gym or drop-in fitness space, like free weights, it could offer ways to program team building experiences like leagues and programs. Developing these types of community partnerships could also lead to potential sponsorships, partnerships, or general advocacy in developing additional facilities and amenities.

For the longer term, the Department should conduct service assessments on a regular basis for programs and services currently provided, including a check against the mission of the Department, a market analysis to determine the strength of the Department's position in providing the service, a financial assessment, and consideration of alternative providers of service. The results of each assessment will help assure a focus on the Department's core services, if the Department should hold or advance its market position for each service, and if services which are duplicated or do not align with the mission of the organization should be considered for divestment or partnership opportunities.

A services assessment will indicate if there are underperforming youth programs that could be discontinued in favor of adult offerings, or if there are potential partnerships that could help with service delivery. If those are not possible, generally, public park and recreation agencies lean toward service to youth until facility availability can be improved.

## Opportunities

With the majority of the population in the Department's service area being above the age of 20 according to the demographics report, it should consider new opportunities to engage adult populations. This could be through expanded marketing efforts to promote current opportunities, or by developing new programs geared toward the adult target market.

Without dedicated space to provide these types of services, it is a challenge for the Department to evolve and expand its programming. Opportunities to expand the service profile include:

- Developing community partnerships with alternate providers to minimize service gaps.
- Providing such program opportunities as fitness, outdoor education, and arts/culture.
- Further utilizing park space to provide programs. This could come in multiple forms including:
  - Providing more group classes in the park system
  - Developing interactive art/structures into the park with nature play opportunities
  - Developing an interpretive signage program through the parks, trails, and open space system
- Furthering community partnerships and collaboration where the Department acts in a supporting role for another provider in the community.

## Policies and Procedures

The Department has several policies and related procedures that have been highlighted as issues during this process. Issues arise due to concerns about sustainability.

Figure 9: Concepts of Sustainability



“Sustainability” is a very popular and perhaps overused word these days. Often, the users have in mind only one of the three basic elements of sustainability as shown in **Figure 9** (Financial or Economic, Environmental, and Social or Recreational) making it very challenging to come to any kind of consensus when others may be focusing on one of the other elements. In order to manage the system of parks and recreation, economic, environmental, and social sustainability must be balanced. The financial resources must be adequate to maintain the system, facility, or program into the future; the environment that we love so dearly, or a facility cannot be “loved to death;” and the people must be allowed appropriate use of the system to properly connect to and understand the value represented, creating stewardship while promoting the other benefits of physical activity and mental/emotional engagement. When all three are attended to, a dynamic, yet sustainable system is possible.

Policies and procedures must support a sustainable system.

### **Cost Recovery Philosophy and Policy**

The Department currently has a cost recovery model in place that is based on the Pyramid Methodology. Its purpose is:

*“To establish a policy whereby the department can maintain organizational financial sustainability, transparency, and programming equality and maintain accessible and quality recreational and leisure programs for the community that supports the department’s vision, mission, and core values.”*

The Pyramid Methodology is an industry best practice in use across the United States. It attempts to match services and programs with the market place, considering the benefit to the community or the individual as a filter to determine the appropriate tax subsidy/fees and charges balance of each program. A consistent definition of direct costs for each service, including any allocation of indirect costs must be in place to apply the methodology.

#### *Direct Costs*

Refer to materials, labor and expenses related to the production of a specific program. Examples include, basketballs, uniforms, referee expenses, etc.

#### *Indirect Costs*

Other costs such as administrative expenses, utilities, and in some cases facility use. Examples include use of department owned facilities, front desk staffing costs, field/park maintenance costs.

#### *Subsidy*

It includes general funding sources such as sales taxes or other taxing mechanisms that financially support operations and maintenance of programs and services. Subsidy dollars provide for service costs that are not recovered by either user fees or other forms of alternate funding.

The policy establishes tiers and cost recovery targets aligned with a benefits filter. Current policy calls for:

*COMMUNITY Benefit 0-25% cost recovery*

- Programs that benefit the community as a whole. These services may provide safety, address social needs, and enhance the quality of life for residents.
- This tier includes Senior Programs

*COMMUNITY/Individual Benefit 25% -50% cost recovery*

- Programs that promote individual physical and mental well-being for populations that are generally identified as needing financial assistance such as children and seniors. These programs may also promote skill development.
- This tier includes All Ages Special Events, After School Care, and Middle School After School

*INDIVIDUAL/Community Benefit 50% -75% cost recovery*

- Programs that have a highly individual benefit and an underlying community benefit. These programs may promote individual physical and mental well-being but also represent specialized or individualized services.
- This tier includes Youth Sports and Youth Special Events

*MOSTLY INDIVIDUAL Benefit 75%-100% cost recovery*

- This level represents specialized services generally for specific groups and may have a competitive focus.
- This tier includes Camp Jackson, Youth Outdoor, Adult Outdoor\*, Tennis, Races\*, and Adult Sports\*

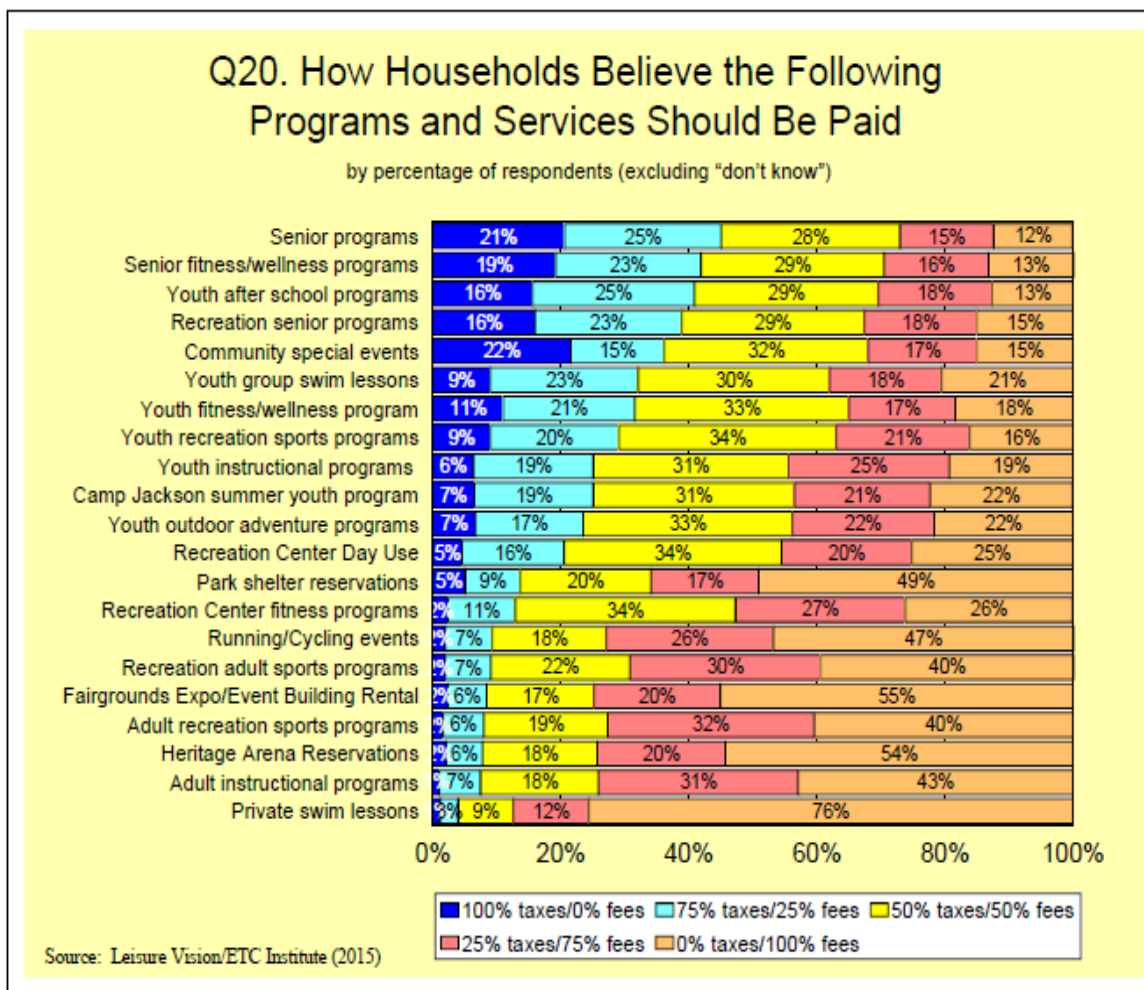
*HIGHLY INDIVIDUAL Benefit 100% + cost recovery*

- Programs and services that have a profit potential, share market space or needed assets with the private sector or may fall outside the core mission of the agency.
- This tier includes Adult Outdoor\*, Races\*, and Adult Sports\*

\*Some programs categories will have specific programs that may fall into multiple categories, thus the reason some categories are duplicated. It will be the job of the programmer and program manager to identify the benefit category in which the specific program falls.

In the 2015 Citizen Survey, respondents were given the opportunity to indicate how they felt certain programs should be paid for using a combination of tax subsidy and fees and charges. **Figure 10** shows that respondents believe that senior programs, youth after school programs, and community special events should receive the most tax support, while fitness programs, running/cycling events, adult sports and instructional programs, building rental/reservations, and private lessons should receive the least tax support.

**Figure 10: Survey Respondent Beliefs Regarding Balance of Tax and Fees for Certain Programs and Services**





The policy calls for a review every three to four years (when community surveys are completed), with a target for the next evaluation being 2019. At that time, the Department should:

- Consider using the results of the citizen survey above, and a citizen working group, representative of the larger community, to participate in a sorting exercise for the Department's categories of service to provide input to help ensure that all are placed accurately on each tier.
- Critically analyze the definitions used for direct and indirect costs and, through review with programming staff, ensure that there is common understanding and consistent tracking, accounting for, and measurement of costs, and cost recovery. If definitions are found to be too vague, they should be strengthened with additional examples and tracking methods.
- Consider any needed adjustments to the cost recovery ranges of each tier to ensure that the Department can continue to offer services sustainably into the future.
- Along with an assessment of services, use the resetting of targets to determine the viability of programs and determine as the overall program evolves to meet citizen interests, so that less useful programs are retooled or removed from the service profile.

On a national level it is not uncommon as tax dollars continue to tighten, yet program desires are still very strong that the level of subsidy for programs is lessening and more "enterprise" activities are being developed, thereby allowing subsidy to be used where deemed most appropriate.

Other policies, intended for recognition or memorial purposes can contribute to or detract from cost recovery targets so should be reviewed regularly to assure they are set up in a sustainable manner.

#### *Naming Policy*

The Department has a naming policy to acknowledge contributions of at least 50 percent of the total cost of a park improvement and/or years of exceptional service to the Department that improved leisure opportunities for residents of Teton County. In an indirect way, this can be used to bolster cost recovery rates as it may free up tax dollars for operating purposes.

#### *Memorial Policy*

Costs of established memorial programs are reviewed annually according to the Department's fees and charges policy. Cost is based on original purchase price, installation, cost of plaque, plaque installation, and a contingency for repair or replacement. The amount of contingency is established for each memorial program and deposited in a Heritage Trust Memorial Account.

#### **Fee Policy**

The Department has not been in the practice of increasing fees to keep up with inflationary increases in expenses. Hesitancy in raising fees can come from not having done so over a long period of time for fear of destroying a program, or from feeling that there must be something new to offer to justify a fee increase. The Department should consider incremental fees increases each year. Experience across the country has shown that smaller periodic increases are much more tolerable than less frequent larger increases.

#### **What about those who cannot afford to pay a fee?**

Options are always available for those with economic need. Agencies generally make provision through a scholarship policy and program. It is not a sustainable practice to keep fees artificially low in order to assure that all can afford to pay. Many residents are very capable of paying fees.



The Department may subsidize the cost recovery objective of services for persons with economic need or other targeted populations, as determined by policy of the City Council and County Commission, through tax-supported fee reductions, scholarships, grants, or other methods. The Council/Commission may also approve exceptional fees or fee waivers upon determination the fee arrangements will benefit the public interest.

### **Policies Regarding Access to Facilities and Services**

The Department has a number of opportunities for which staff can reserve, schedule, and allow citizens and groups exclusive use of the Teton County/Jackson facilities in a fair and consistent manner that represents the mission and values of the organization, and provides equal opportunities for all user types and interests.

### **Aquatic Scheduling Policy**

Department policy supports that aquatic facilities shall be reasonably accessible and available to the general public with public access/swim time as consistent and predictable as possible.

Prioritization of requests for use are in a descending order:

1. Teton County School District sanctioned athletic association aquatic practices and events
2. Teton County/Jackson Parks and Recreation Department programming and events
3. Teton County School District Learn to Swim Program
4. Non-profit youth swim teams/clubs
5. Non-profit all ages organizations or individuals

Upon a conflict of requested time/schedule or lack of available space the following guidelines apply:

- No one organization, club, or individual shall be scheduled greater than 12 hours per week of exclusive use.
- When more than one organization of a similar type and/or mission requests conflicting times, priority shall be given to the organization with the longest use tenure in the facility.
- When more than one organization of a dis-similar type or mission requests conflicting times, priority shall first be given to the organization providing new or unique opportunities to the community.

Fee policy for aquatic scheduling:

- Per Teton County, Town of Jackson, and Teton County School District agreement (**Appendix G**), Teton County School District programs shall be provided reasonable access to the facility at no in-direct cost. Teton County School District shall pay the Department direct costs, such as lifeguards, water safety instructors, etc.
- Organizations/Clubs/Teams outside of Teton County School District programs shall be responsible to pay exclusive use fees for both in-direct and direct cost. Fees are assessed per the Departments approved fee policy and schedule.
- Teton County/Jackson Parks and Recreation aquatic program participants shall be responsible for specific program fees which includes access to the aquatic facility for the participant only.

Demands on the indoor aquatic facility are outpacing the supply, especially when it comes to lap lanes. Over time, the School District has not increased its time allotment, but the time of use has shifted into the peak use time for the lap lanes, decreasing peak time by one and a half hours and creating an underused time period between 3:00 and 4:00 pm each weekday afternoon. The community swim team that began with just a one hour, three times per week, 10-12 week fall program has expanded to two and a half hours, five times per week, for 50 weeks of the year, an increase from 36 to 625 hours per year.

Unlike most other communities, the Teton County School District (TCSD) has no pools in the schools in Teton County, putting pressure on the recreation center pool to provide for this need. However, as the School District provided land on which the recreation center is built, through a separate document, (May 2013 - April 2015 agreement provided for analysis) the TCSD and the Department have agreed upon certain days and times of use during the school year when the TCSD has priority. At those times, the only costs that are charged to the District are direct costs for necessary lifeguards and instructors.

The community swim team is slightly exceeding the limit of 12 hours of use per week as the Department has responded to the pressure of serving this youth group in the County. This, along with the TCSD schedule allocation, has severely reduced the open swim opportunity for the general public.

While from a scheduling perspective, there are definitely conflicting desires for use of the pool during peak times (especially lap lanes), there is also an issue from a financial perspective. The financial goal for the recreation center was first envisioned at 50 percent cost recovery of operating expenses. In reality, actual performance was only 10-12 percent. This has been increased over time to a current measurement of 26 percent. As expectations for that cost recovery are maintained or increased, options are to raise fees or take away from the general program. This becomes a more complex issue of scheduling strategies combined with fee policies for the various users or user groups.

Until such time as aquatics facilities, and particularly lap lanes, can be expanded/increased, the Department needs to keep a tight rein on adherence to the parameters of the aquatic scheduling policy and prevent further encroachment into prime time. At such time that existing agreements can be renegotiated, in the interest of sustainable and fair operations for all residents, the number of hours and scheduling of hours for both the school district and the swim team should be pushed back out of prime time as much as possible.

#### **Field and Courts Use/Reservation Policy**

Current experience and trends suggest that diversification of sports will continue putting pressure on the existing field and court supply. Using the Aquatics Scheduling Policy as a model, a facility and field use/reservation policy should be developed to guide staff through a fair and consistent scheduling process. This will also serve to inform potential users regarding the supply and demand issue. The policy should address priority of users, conflicts, and fees.

Due to the number and types of potential user groups, the policy will have to identify eligibility requirements to qualify as a recognized user group. In addition, in order to be able to serve the growing number of sports and number of user groups, a provision prioritizing “in season” sports will be necessary, and sports seasons will need to be identified.

## Funding

Through the Joint Powers Agreement (**Appendix H**), the Town and the County have sole and absolute discretion to appropriate funds for the continued functioning of the Department, and neither has an obligation to fund the Department. All expenditure and revenue transactions for the Department are accounted for in a Special Revenue Fund called the Parks and Recreation Fund. Each entity finances this Fund based on the percentage of the most current census data used by the State of Wyoming in making sales tax distributions to the Town and the County. Currently this is 55 percent by the County and 45 percent by the Town.

Tax support for the Department comes in the following manner:

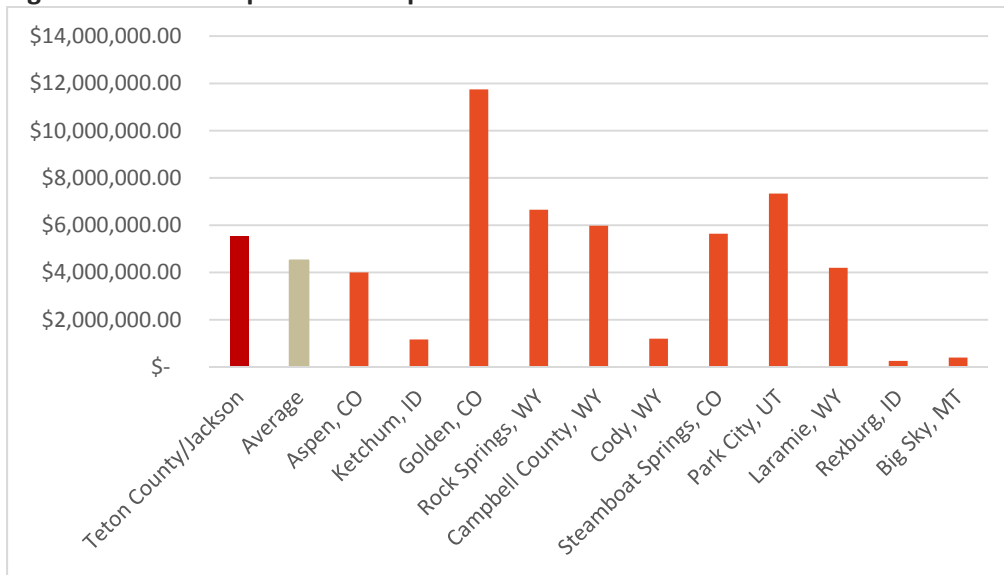
- Town of Jackson – Sales tax is the primary source of funding from the Town. Currently, the first 4.25 percent goes to the Town’s General Fund and .75 percent is used for capital. The Town does not assess any of its eight-mill potential for Property Tax.
- Teton County – Sales Tax is the primary source of funding for the County. This is supplemented by Property Tax. Currently the County only assesses 9.154 of a potential 12 mills, which goes to the County’s General Fund. The County has the ability to assess an additional mill for a recreation district as part of its 12-mill limit.
- Teton County School District – A one mill property tax for a recreation district used to support Department provided afterschool programs, TCSD shared athletic field maintenance, and non-profit recreation outside the department.
- Lodging Tax Fund – 2 percent sales tax assists in funding the Department. Sixty percent (60%) of the tax goes to promotion, 30 percent goes to visitor impacts, and 10 percent goes to the general fund. Funding from this source is allocated annually at the discretion of elected officials. The amount allocated for the Department has ranged from \$250K to \$543K since 2015.

While actual numbers will fluctuate from year to year, these existing funding sources provide consistent tax revenue to the Department.

### Department Budget

The annual operational expenditure of the Department is \$5.5M. This is greater than six of eleven of the communities selected for comparison purposes as shown in **Figure 11**, and just above the average total of the combined data.

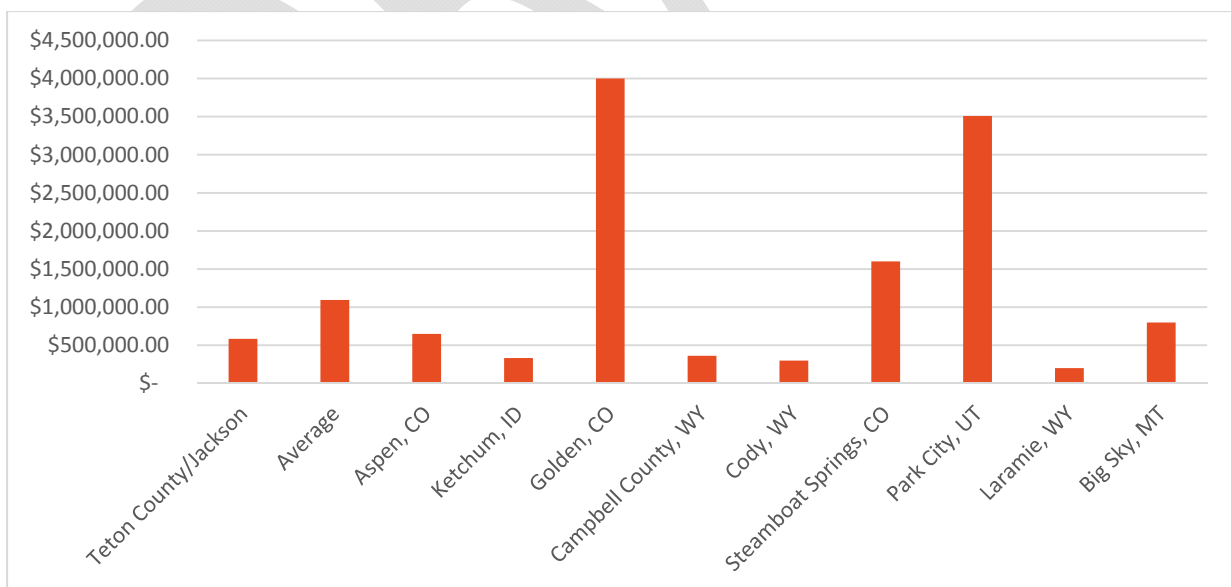
**Figure 11: Annual Operational Expenditures**



According to the NRPA Park Metrics report, agencies that serve communities between 20,000 and 49,000 residents report an average annual expenditure of approximately \$2.8 million. The Department falls in the “upper quartile” of this data set. However, it is important to note that as a resort community, Teton County/Jackson can see upwards of 100,000 people per day in the summer tourist season, and 30,000 on a winter day. In the summer the Department is supporting four large events every weekend.

The Department’s annual capital budget of \$586,000 falls below the average annual capital expenditure of reporting agencies.

**Figure 12: Annual Capital Budget**



## **Funding Deficit**

The Department experiences a funding deficit primarily in capital repair and replacement. It has been on a building and expansion boom over the past 15 years, and as a result, capital repair liability continues to grow. While it is able to maintain currently, most of the improvements are less than 20 years old, and in the next 10 years significant funding will be required for upkeep. Over 50 miles of paved pathways have been constructed since 1998 and large capital overlay costs will begin on these facilities in the next 5-10 years.

The other funding deficit is through non-core service growth including such things as downtown restrooms, public right of ways or other government buildings. Often, the Department budget is evaluated as growing, but most is not driven by the Department or its users, but rather these other services that it maintains or supports.

## **Funding Strategies**

### ***Prioritization Criteria***

Criteria for decision-making should include:

- Fit with mission and goals of the Department as expressed through the Comprehensive Plan, this Strategic Plan, and other planning documents
- Expressed needs of the community
- Community demographics
- Recreation Trends
- Urgency/Safety
- Funding opportunity
- Potential of partnership
- Operational efficiency

### **Enterprise Fund for River Management**

An enterprise fund, or quasi-enterprise fund (may have a specified amount of tax support) establishes business units that are self-sustaining through fees and charges or may have a designated amount of tax support, if necessary. Debt service and all indirect costs could be allocated or attributed to enterprise fund. Any excess revenue generated is maintained by the fund for future needs and would not be used by another fund or department. This may be an ideal strategy for the river management program.

### **Enhance Merchandise for Resale at the Recreation Center**

The Department currently sells recreation center related items including such things as pickleball paddles, swim suits, and goggles, etc. This could be expanded to include convenience items such as sun screen, lip balm, small towels, and logo items such as unique tee shirts, quality water bottles and other such one of a kind items. Consideration could be made for partnering with a local business or the Chamber of Commerce to sell items on consignment.

### **Potential New Funding Strategies**

Other potential strategies examined in **Table 9** include funding sources that the Department could consider for additional funding of capital and operational expenditures. Each opportunity is placed in a matrix which looks at the relative impact to the Department, both financially and operationally.

**Table 9: Potential New Funding Strategies**

	Revenue Impact	Operational Impact	Opportunity within Current Operations	Creation of New Policy/Organization
<b>Primarily Operations</b>				
Enterprise Funds	High	High	Yes	Yes
Advertising Sales	High	Medium	Yes	Yes
Private Grants and Philanthropic Agencies	High	Medium	Yes	No
Adopt-a-Programs	Medium	Medium	Yes	No
Fundraising/Friends Associations	Medium	Medium	Yes	Yes
Management or Technical Assistance Grants	Medium	Medium	Yes	No
Seed Money or Start-up Grants	Medium	Medium	Yes	No
Gifts in Perpetuity	Medium	Low	Yes	No
Maintenance Endowments	Medium	Low	Yes	No
Naming Rights	Medium	Low	Yes	No
Booth Lease Space	Low	Low	Yes	No
Catering Permits and Services	Low	Low	Yes	No
Dog Park Fees	Low	Low	Yes	No
Film Rights	Low	Low	Yes	No
Flexible Fee Strategies	Low	Low	Yes	No
Gift Catalogs	Low	Low	Yes	No
Parking Fee	Low	Low	Yes	No
Processing/Convenience Fee	Low	Low	Yes	No
Product Sales	Low	Low	Yes	No
Rentals of Houses and Buildings by Private Citizens	Low	Low	Yes	No
Shared Purchasing	Low	Low	Yes	No
Signage Fees	Low	Low	Yes	No
Ticket Sales/Admissions	Low	Low	Yes	No
Utility Roundup Program	Low	Low	Yes	No
Volunteer/In-kind Programs	Low	Low	Yes	No
<b>Primarily Capital</b>				
Revenue Bonds	High	Low	Yes	No
Parks and Recreation Independent Taxing District	High	High	No	Yes
Special Improvement District/Benefit District	High	High	No	Yes
Capital Improvement Fees	Medium	Medium	Yes	Yes
Intermodal Surface Transportation Efficiency Act	Medium	Medium	Yes	No

The most logical opportunities in this matrix are strategies that require minimal impact to the operations of the organization and fit within the current policy strategies. These strategies could help the Department realize revenues in which the market is willing to invest, but are not expressed as desires. These opportunities include:

- Flexible user fees
- Parking fees
- Product sales
- Shared purchasing

Opportunities that would help the Department realize large revenue gains, but would require additional staff time for the research, education, and communication with the community include:

- Revenue bonds
- Capital improvement fees
- Maintenance endowments

Similar to the revenue sources above, this matrix also includes larger partnership opportunities and gift/grant opportunities. These opportunities often take additional staff; for example, a development officer or a grant writer, to realize the largest impact within the community.

### **User Fees**

The Department is supported in part by user fees primarily for facility admissions, program registration, and facility rentals.

Parks and recreation services are varied and make up a lot of smaller “businesses” that each have their unique place in the market and appeal to the population in myriad ways. One of the goals of this plan is to initiate and sustain practices and examine policy and rules that affect overall desired outcomes of a healthy and vibrant community.

Although fee adjustments may be necessary, the interest is not to simply generate new revenues through fees, but to ensure a sustainable system into the future by using tax revenues and fees in the most appropriate ways, supplemented where possible by grants, donations, partnerships, and other sources of alternative revenues. Paying taxes supports “core services,” whereas fees and charges account for activities and services that benefit individuals.

### **Citizen Survey**

Residents have weighed in on fees over time:

- In the 2005 citizen survey, only 9 percent of residents indicated “fees are too high,” as a barrier to participation. This decreased in 2012 to only 8 percent.
- In 2012, “fees charged for the class” was identified as the top reason why households have participated the Department’s programs and activities by 49 percent of respondents.
- In 2012, 58 percent of respondents said **other** existing health and fitness facilities in the community did not meet their needs because “fees were too high.”

The 2015 Survey questions were asked in a different way, but offered the following insight:

- Seventy-six percent (76%) of respondent households were somewhat or very satisfied with the overall value of entrance fees for the recreation center.



- Fees charged for the value received was in the top four choices for the program services that are the most important to the household's enjoyment of the programs, as selected as one of the top three choices of respondents.

### **Trends and Best Practices**

Pricing trends and best practices do incorporate a cost recovery philosophy based on who is benefiting from the service and the use of pricing by peak, off-peak, and off-season rates.

### **Comparative Analysis**

As shown in the matrix in **Table 10**, the Department's fees tend to be lower than the reporting communities. While this does not dictate whether the Department should raise its fees, as we do not have an understanding of those agencies' fee philosophies, it does provide another perspective by which to evaluate.

### **Fee Opportunities**

There may be an opportunity to further develop the Department's pricing strategy that reflects:

- Its cost recovery policy, an underlying philosophy and intent to share the cost of providing services between taxes and fees
- Opinion of resident households regarding how they view the benefits of particular programs
- Comparison with other agencies
- Strategies such as peak and off-peak pricing, or season and off-season pricing

Particular fee recommendations for adjustment include:

- Cost per swim lane per hour – incrementally increase from \$3.75 to \$7.00 per hour over the next several years
- Cost per athletic field per hour – incrementally increase from \$8.75 to \$25.00 per hour over the next several years
- Cost per picnic shelter rental per hour – incrementally increase from \$10.00 to \$25 per hour over the next several years
- Cost for gymnasium per hour – incrementally increase from \$15.00 to \$50.00 per hour over the next several years

**Table 10** shows a variety of fees reported by the benchmark communities.

THIS PAGE INTENTIONALLY LEFT BLANK

Table 10: Benchmarking Fee Matrix for Similar and Regional Communities

Facility/Department	Teton County/Jackson, WY	Aspen, CO	Big Sky, MT	Campbell County, WY	Cody, WY	Glenwood Springs, CO	Golden, CO	Idaho Falls, ID	Ketchum, ID	Laramie, WY	Logran, UT	Park City, UT	Rexburg , ID	Rock Springs, WY	Steamboat Springs, CO
Cost for swim lane per hour	\$3.75 /\$10.00	\$18 for profit, \$9 non profit	n/a	Do not charge per hour, just the drop-in fee or membership to use gym Daily Fees - \$3.50 Elem & under, \$4 Jr. high/Sr. high, \$6 adult, \$13 family, free for seniors 62 and older	\$7.15	Lap lane rental (must also pay daily drop in fees or have valid membership) hourly resident/non-profit per lane \$10.00. Non-resident/profit rate per lane \$13.00. Exclusive use (2 lifeguards included) hourly rate resident/non-profit \$160.00. Non-resident/profit \$210.00.	\$9/lane - 6 lanes indoors and 8 outdoors	n/a	n/a	n/a	\$2.14 per hour	n/a	n/a	\$7.00 for an adult (to swim laps)	\$0.00
Cost for athletic field per hour	\$8.75	*ask parks	\$0.00	\$95 per day \$45/field, \$50/maintenance fee	\$50.00	All Fields (1-59 Persons) Non-Profit/Government \$7.50 Per Hour; General Rate \$10.00 Per Hour; Minor (60-100 Participants) Non-Profit/Resident Application Fee \$25.00 + \$104/Day; (101-250 Participants) Non-Profit/Resident Application Fee \$25.00 + \$175/Day; Non-Resident Profit Application Fee \$25.00 + \$230/Day	\$25 per hour, \$175 for 6 hours or more Line and drag is additional \$20 per application per field Lights are additional \$25 per hour per field 10 fields total	\$16.00 per hour	\$32.50	\$40.00 per hour	\$14.63 per hour	unsure	\$25.00 per hour	\$21-27 per game	\$10.50 per hour
Cost of picnic shelter per hour	\$10	varies on event	\$25.00 per hour	\$20.00/hr.	\$50.00	(1-75 persons) non-profit/local \$7.50 p/hr. ; profit/non-local \$10 /hr. ; (76-150 persons) non-profit/local \$25.00 + \$75/day ; profit/non-local \$25.00 + \$90/day ; (151-250) non-profit/local \$25 + \$163/day ; profit/non-local \$25 + \$196/day (251-500) ; non-profit/local \$35 + \$275/day; profit/non-local \$35 + \$330/day; (501-1,000) non-profit/local \$35 + \$450/day; profit/non-local \$35 + \$540/day; (1,001-1,500) non-profit/local \$35 + \$525/day; profit/non-local \$35 + \$630/day; (over 1,501) non-profit/local \$35 + \$525+ .25/person; profit/non-local \$35 + \$630 + .40/person	\$100-\$650/hr. <a href="https://cityofgolden.seamlessdocs.com/f/PavilionRentals">https://cityofgolden.seamlessdocs.com/f/PavilionRentals</a> for more information	\$79.50 per DAY	\$13.75 - \$20.00 (min 4 hours)	\$25.00 per hour	\$10.73 per hour	Rental \$85 full day resident/\$200 visitor	\$10.00 per hour	\$30.00 per reservation	\$40.00
Cost of gymnasium per hour	\$15/\$30	n/a	n/a	Drop-in fee or membership to use gym Daily Fees - \$3.50 Elem & under, \$4 Jr. high/Sr. high, \$6 adult, \$13 family, free for seniors 62 and older	\$300.00	Resident/Non-profit : \$40 p/hr. ; ½ court - \$70 p/hr.; Full Court - \$325/day; Whole Gym - \$30 p/hr.; Dance Room - \$180/day Non-Resident/Profit \$45 p/hr.; ½ Court - \$75 p/hr.; Full Court - \$350/day; Whole Gym - \$35 p/hr.; Dance Room - \$185/day *Day Rate 6 hours or more	\$35 per hour 1 full court, 2 halves	\$400.00 per DAY	n/a	\$60.00 per hour	\$123.44 per hour	\$65 hr. for residents	\$20.00 per hour	\$7.00 adult patron access for regular use; special event rentals @ \$400/gym floor	0

This page intentionally left blank



## Park Exaction

### Park Development Exactions and Park Impact Fees

(1/1/15, Ord. 1074)

The Town of Jackson has established a parks and recreation program to ensure an ample supply of parks and recreation to satisfy the needs of residents and visitors. All residential subdivisions and re-subdivisions, including new and existing are required to dedicate lands for park development.

The program is intended to ensure:

1. An adequate supply of parks and recreation facilities to satisfy the demand for such facilities resulting from new residential development.
2. An adequate supply of open space to preserve and enhance the rural character of the County as a critical asset contributing to a high quality of life for residents and visitors.
3. Preservation of open space in certain areas to protect wildlife habitat, ranching, public lands, and scenic road corridors.
4. Parks and recreation facilities and open space are dedicated on a schedule to coincide with the demand for such facilities and land generated by new residential development.
5. Land dedicated for parks/recreation/open space will remain committed to such uses and not be used for other purposes.

These development exaction standards are based upon consideration of the Jackson/Teton County Comprehensive Plan and Pathways Master Plan and equate to a ratio of 9 acres for every 1,000 residents of a proposed subdivision, and must consist of land in a location selected by the Town Council. Number of residents is based on a pre-determined number of persons per type of household unit. Cash-In-Lieu of Land Dedication for an amount equal to the current market value of the land required for dedication is allowed at the election of the Town Council.

It would strengthen the position of the Department in providing for park needs to ensure through regulatory requirement that lands within the following areas shall not be accepted for parkland dedication:

- Private yards
- Public or private streets or rights-of-way not intended for park, open space, or trail-related purpose
- Open parking areas and driveways for dwellings not intended for park, open space, or trail-related purpose
- Streetscape or landscape buffers and median strips
- Major utility easements over 30 feet wide
- Oil and gas well sites and setbacks
- Storm water detention and water quality ponds greater than five feet deep with slopes greater than 5:1
- Mine shafts and associated setbacks
- Irrigation ditches and storm water channels

This is a common and effective approach for acquiring necessary park and open space land across the country. In order to maintain current land to population ratios, it is important to require the land dedication in appropriate places as growth is occurring, and as envisioned by this planning effort. Cash-In-Lieu should only be used when growth areas are already well served by the park system in the local geographic area, and that funding can then be used to support the impact on the greater system.

## **Park Impact Fees**

Also in use across the country is the requirement for **park impact fees** in order to offset the demand placed on the system due to population growth. The fees are used for the development or improvement of dedicated or otherwise acquired park land to prevent the deterioration of the availability or quality of park land for the existing population. These funds must be separated from other funds and are subject to a timeframe in which the funds must be spent. The funds must be spent on improvements that will serve the development for which the fees are paid (but are not necessarily exclusive to that development) and be proportional to the new demand created. Further exploration of this mechanism can provide necessary capital funding for the development of the park system.

## **Specific Purpose Excise Tax**

The Department utilizes a Special Purpose Excise Tax (SPET) for capital projects and built the recreation center in 1994 utilizing this fund through an additional one penny sales tax. The Town/County collects approximately \$11 million a year and currently has \$ 2.9 million for park employee housing and \$2.4 million for recreation center improvements.

Revenue Bonds have been used to expedite funding collection from SPET.

Survey respondents have consistently reported how important the funding of Parks, Pathways, Open Space, and Recreation Services is compared to other priorities in Teton County/Jackson. Eighty-four percent (84%) of respondents in 2005 indicated these services were either somewhat or very important compared to Police, Fire, and Streets, and this number grew to 93 percent in 2012.

When asked how they would vote on a special purpose tax to fund the acquisition, improvement, and development of the types of parks, pathways, and recreation facilities that are most important to them and members of their households, the percentage of respondent households indicated they “would vote in favor” or “might vote in favor” rose from 66 to 82 percent.

Bolstered by this show of interest and support, in 2010 the Department went to the voters and received funding through a special purpose excise tax (SPET) for the design and engineering for expansion of the recreation center.

The Department could look at creating a special taxing district specific to parks and recreation funded by sales tax. Since the Department already operates as a joint venture between the City and the County, this opportunity seems good step if a dedicated revenue source is needed. On a smaller scale, the Department could look at special taxes for smaller or more specific operation, like park maintenance. Regardless of the scale of the district, significant resources will be required to research, educate, plan, and create a district such as this.

## **Recreation District Tax**

A Recreation District Tax is a property tax that can be used for both capital and operations. One exists currently and is funded through the Teton County School District. The TCSD Recreation District helps fund the Departments’ after school program and pays 50 percent of the cost for use to maintain athletic fields on their property. The TCSD collects approximately .8 mills and can collect up to 1 mill. Teton County can also collect up to 1 mill for recreation, but it must come out of its maximum 12 mills. Currently the county collects approximately 9.154 mills.

## **Sponsorships/Partnerships**

Municipal parks and recreation structures and delivery systems have changed, and more alternative methods of delivering services are emerging. Certain services are being contracted out, and cooperative agreements with non-profit groups and other public institutions are being developed. Newer partners include the health system, social services, the justice system, education, the corporate sector, and community service agencies. These partnerships reflect both a broader interpretation of the mandate of parks and recreation agencies and the increased willingness of other sectors to work together to address community issues.

The relationship with health agencies is vital in promoting wellness. The traditional relationship with education and the sharing of facilities through joint-use agreements is evolving into cooperative planning and programming aimed at addressing youth inactivity levels and community needs.

### **Trends**

More agencies are partnering with private, public, and non-profit groups, with over 87 percent of parks and recreation agencies reporting partnering with another agency in 2016. Of these partnerships, nearly 3/5 were with local schools, and nearly 52 percent with local government agencies. The average level of cost recovery from public organizations nationwide was approximately 43 percent. More important than the percent of cost recovery is the focus on this business strategy in the public setting.

### **Creating and Maximizing Opportunity**

The biggest opportunity for net revenue gain is through sponsorships and partnerships, a form of partnering. The Department currently gains revenues from both, but does not have a written policy in place. Without a policy, sponsorships and partnerships are inconsistent and often favor one entity over the other. By formalizing these opportunities, the Department will not only be able to realize consistency in the value received but will also be able to seek out and market these opportunities for additional revenue.

The Department currently has a sponsorship program but does not actively pursue sponsorships. The Department receives gifts from private donors but does not actively seek out donors. Other related avenues include the development of gift catalogs and use of volunteers providing in-kind services.

Through the development of formalized comprehensive partnership and sponsorship policies, the Department can specifically address and manage requests it receives. The policy and procedure should articulate purposes, amounts, recognition, and approval processes, making it easier for individuals or groups to give to the Department. Sample/template sponsorship and partnership policies have been provided to the Department as part of this planning process.

### **Grants**

The Department applies for grants through the Jackson Hole Community Foundation, and Wyoming Trails grants for trail grooming. It also receives grants from the TCSD Recreation District to assist with operations of the after-school program and field maintenance and has applied for the limited funding available through the Land and Water Conservation Fund.



# Operational and Economic Stability

## Core Services

Core services satisfy an agency's values and vision, typically benefiting all community members, or are seen as essential to the lives of under-served populations. It is not necessary that an individual participate in a specific recreational or cultural activity, or even step into a park setting to receive benefit. Having a nice park and trail system with trees, open space, and recreational amenities available in the community adds to home values and a quality living environment and **provides opportunity** for partaking in activity, as well as contributes to clean air and provides relief from urban density. To achieve these and other outcomes, an agency invests its tax dollars in these **core services**.

Parks and recreation services provide value to the community as a whole in terms of economic, environmental, and social benefits. Tax dollars support these "core services."

Beyond those benefits realized by all residents, the agency is also able to provide specific activities and services that benefit individuals. There are not adequate tax dollars to completely support this level of activity, and it is appropriate and common to charge at least minimally for these services.

## Core Park Responsibilities

- Town Square Park
- Miller Park
- Emily's Pond
- Owen Bircher Park
- Rangeview Park
- Powderhorn Park
- Mateosky Park-Tennis Courts/Field
- Snow King Park
- Baux Park
- Mike Yokel Park
- Karns Meadow Trail Head
- Karns Meadow Park
- Melody Ranch Trail Head
- Hardeman Park/Trail
- Garaman Park/Trail
- Smith's Park/Open Space/Trail
- Southpark Landing
- Wilson Ramp
- Fall Creek River Park
- Valley Springs Park
- Alta Park/School Grounds
- May Park
- Golf and Tennis River Park
- Middle School Fields
- Alpine Athletic Fields
- North Athletic Fields
- High School Tennis Complex
- North Park
- High School Athletic Fields
- Stilson Park
- Teton Village Park
- Valley Springs Park
- Munger View Park
- Wilson Wetlands Trail

## Community Facilities

- Managed Park Amenities – 20 playgrounds, shelters, courts, other improvements
- Open Space/natural parks +/- 150 acres
- Greenways – (along waterways, pathways/rest areas/trailheads) – 50 miles
- Athletic Facilities – 13
- Skate park
- Tennis Courts – 8
- Recreation Center – Indoor pools, gymnasium, activity room
- Undeveloped formal Parkland – +/- 25 acres
- Seasonal ice rinks – 3
- Winter ski trail grooming – 18 miles

In addition to mission-based responsibilities, the Department is charged with care of the following facilities. Although these may not meet the core mission of the Department of Parks and Recreation, they may be core services of the County and/or the Town. At some point in time, these services were assigned to the Department, presumably with budget to match. The concern here is that as expenses to provide the acceptable level of service increase over time, tax support revenue has to keep pace.

- Aspen Cemetery
- Public Restrooms (4 outside of the park system)
- Community Forestry – outside of parkland, (public lands, public buildings and right-of-ways)
- Public facility grounds/landscape – 35 facilities

Although it could make sense to transfer some of these responsibilities to another Department in the County or Town, it is more important to recognize these activities that are outside of mission of the Department need to be properly funded to cover increasing expenses so that service levels do not decrease for either these assignments or the other mission-based responsibilities of the Department.

Other responsibilities may not be “core services,” but are nonetheless “important services.” The issue here is not necessarily if the Department **should** provide these services, but **how should** the service be delivered. These services serve smaller populations within the community and can be provided through sponsorships, partnerships, or fees for service. The Equestrian Arena-Wilson is an example of this.

## Programming Services

The Department is able to provide programming services, both pre-registered and drop-in, or through partnership, because of the tolerance for the use of alternative funding (other than tax support) that the services are able to attract. In a strict sense of “core services” most of these opportunities would not be considered “core,” yet they are very important to the community and may warrant some tax support. The extent to which these opportunities can be funded, makes it possible for them to be offered.

The Department’s Cost Recovery Policy discussed earlier provides the framework by which all services are categorized and set up for cost recovery targets. It is crucial that the Department not take on more than it can handle, and the ability to attract revenue to support activities actually makes them able to be offered. The services assessment process, which also uses cost recovery measurement as one aspect of the assessment helps ensure that the Department does not spread itself too thin resulting in mediocre service levels.

## Level of Service Standards




One measure of the Department's level of service standard is how satisfied the residents of the Town and the County are with the Teton County/Jackson Parks and Recreation Department. Excluding the "Don't Know" responses, sixty-nine percent (69%) of respondents to the 2005 citizen survey indicated they were either somewhat or very satisfied with the overall value their household receives from the Department. This increased in the 2015 survey to eighty-one percent (81%) of respondents. For this same question, but using the data including the "don't know" response, a comparison of the 2015 to responses across the country shows that Teton County/Jackson satisfaction is higher than the national averages.

**Figure 13: Satisfaction Comparison with National Averages**

SATISFACTION WITH THE PARKS & RECREATION DEPARTMENT		
Level of Satisfaction with the Overall Value Households Receive from the Parks and Recreation Department	National	Teton County/Jackson
Very Satisfied	27%	31%
Somewhat Satisfied	34%	43%
Neutral	20%	10%
Somewhat Dissatisfied	6%	4%
Very Dissatisfied	3%	2%
Don't Know	11%	7%

From the big picture perspective, it appears that there is very strong satisfaction with the Department; however, breaking down to various aspects helps to see where areas of strength and concern may reside. Three operational issues addressed in the resident satisfaction question include maintenance of parks, condition of the recreation center, and maintenance of pathways. **Table 11** and **Table 12** track the trending data for these three areas.

**Table 11: Operational Satisfaction 2005 & 2012 – Percent Somewhat and Very Satisfied**

	2005	2012	CHANGE
Maintenance of Parks	83%	93%	
Condition of Recreation Center	69%	63%	
Maintenance of Pathways	Not asked	91%	

In 2012 the question was posed in a different way, asking respondents to indicate their three top items that they thought should receive the most attention from the Department over the next two years. The Department has reported the strain of trying to keep up with all of the expectations of the community and these two views together may be an indication of recognition that the Department is doing a great job with limited resources and increasing demands, but concern about the capacity to keep up with an increasing demand.

**Table 12: Operational Satisfaction Issues – Percent of Respondents Who Indicated this Item is in Their Top Three Choices of Needing More Attention**

	2012	2015	2015 POSITION
Maintenance of Parks	26%	Not asked	
Quality/Condition of Recreation Center	32%	34%	#1 of 21
Quality/Maintenance of Pathways	29%	24%	#2 of 21

### Organizational Structure

A combined County/Town Parks and Recreation Department is somewhat unique and comes with unique challenges, particularly related to level of service provision to both the urban and rural setting. The Department is fiscally responsible to both the County Commissioners and the Mayor and Town Council, and the relationship is solidified through a Joint Powers Agreement (**Appendix H**). Efforts of the Department are guided by a joint Parks and Recreation Advisory Board that gathers monthly in meetings open to the public. The Director manages the day-to-day affairs of the Department and is a direct report to the Teton County Commissioner's Administrator. The Department functions as if it were department of the County following all County personnel, compensation, insurance, fiscal management, and audit policies.

The Department is otherwise organized in a traditional fashion with three functional management divisions including Recreation Programs, Recreation Center, and Parks. Full-time staff are supplemented with part-time staff.

The Department is greatly impacted by the housing crisis in Jackson that is also affecting other mountain resort towns. There are simply no viable rental options for seasonal workers, or even for full-time employees earning middle-class salaries, making it very difficult to fill positions. During the summer of 2017, the Town launched a summer-long pilot program to gauge the viability of a municipal campground that would give its seasonal workforce an affordable place to live. As a result, several parks and recreation employees were able to live in parking spots behind the recreation center, because the Department covered its own employees' rent in the lot and provided a membership to the rec center, where they could shower.

Due to the size of the service profile of the Department, and the nature of a small community, staff are consistently pulled in many directions. All sources of input noted that while the Department meets a high standard, many were concerned that the organizational efficiency was not sustainable as the Department is asked to continue existing, and take on additional, responsibility.

While the Department is currently undergoing some reorganization efforts in order to maximize operational efficiency, it is not likely that the service profile will be reduced. Staff can begin a process to prioritize obligations to accomplish specific tasks. Regular services assessments should evaluate each service, from park maintenance to sports club field rentals, based on how each fits with the mission of the organization and within the market place. The goal of this exercise is to determine where staff should invest or divest their limited resources, discover organizational efficiencies, and guide policy decisions. To optimize the results of the assessment, the process should engage staff at all levels, the Advisory Board, Joint council members, and the community.

## Facilities Provided within the County

The Department provides and actively manages and programs the following components:

- Indoor
  - Community Center
- Outdoor
  - Parks – Active, passive, gateway, and community parks
  - Multi-use pathway network
  - River access and associated components

## Maintenance

While the Department's programming profile is generally in line with public demand, the trends report, and NRPA's Park Metric report of most offered programs,<sup>23</sup> the Department does offer a wide-range of services that are not typically found in like agencies. Most notably, the Department provides many services that would be traditionally found within a Public Works department like street-scaping, and landscaping responsibilities at municipal buildings and grounds.

This is neither right nor wrong, and similar to what is found of small communities with all-hands-on-deck cultures, but it does create a strain on the core services of the Department if increased expenses are not fully funded, or service level expectations decreased. This is especially true when peripheral services attribute to high maintenance costs.

In the wintertime, the Department's maintenance focus and parkland use patterns change. Snow removal in and around parks and on the pathway network becomes a priority. Some areas are groomed for cross-country skiing. Several of the parks feature skating rinks during the winter.

Citizens identified trail maintenance and snow removal as high-quality. Aspects of these services are further described below:

- **Winter trail maintenance:** This is a large undertaking by the Department because of the need to provide trail access and connectivity as a form of mobility and transportation in the area. To alleviate some pressure on the Department, it is important to continue the collaboration with Community Pathways and Town Jackson Public Works to determine priority transportation connections, as distinguished from recreational pathways in the community.
- **Snow removal:** Trails and pathways maintenance aligns with the mission of the Department and the area receives considerable snowfall in the winter months. This is a good tradeoff for the reduction in need for mowing and other summer time tasks and allows the Department to spread its task load throughout the year ensuring a sustainable year-round work force, fundamental to the ability to provide services in this unique community.

---

<sup>23</sup> <http://www.nrpa.org/publications-research/research-papers/agency-performance-review/programming/>

While the service profile is not likely to change, the Department needs to communicate its impact on its delivery of services to the community. Most participants in the public process were either surprised by all of the Department's responsibilities and/or felt that the Department provided a high quality of service with limited resources. Communicating the total impact to the community will help build advocacy and support for the Department moving forward. The Department could also look to share this responsibility by:

- Partnering with specialty groups and organizations to co-develop or share maintenance responsibilities at facilities
- Contracting or sharing maintenance responsibilities such as landscaping or snowplowing

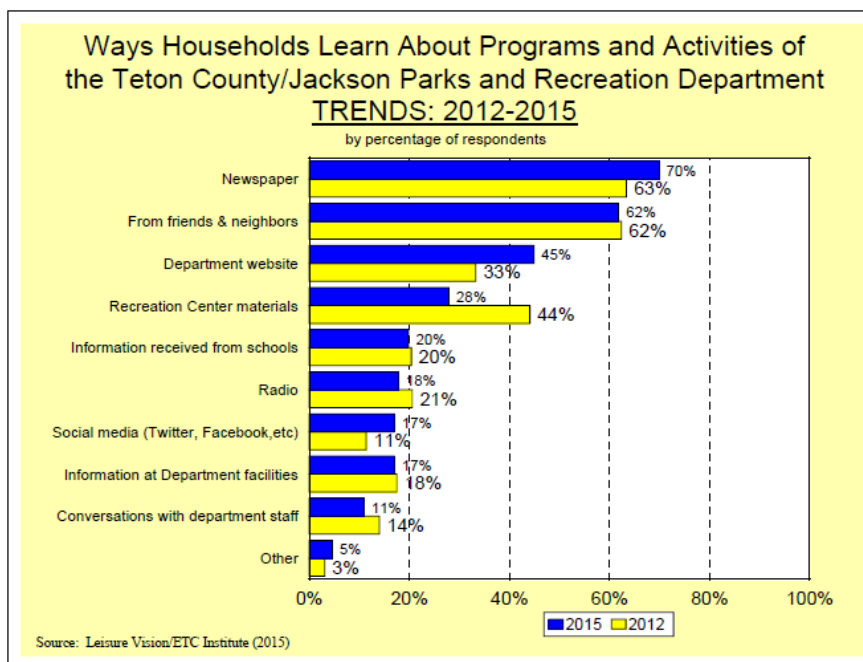
### **Marketing and Communication**

The Department should be commended for its marketing efforts to date. Even though many sources of input shared the sentiment that there are some gaps in communication, the Department is held with high regard in the community.

Although a good effort is put forth, marketing is inconsistent. Each recreation programmer has the responsibility to market and communicate their own services, with larger informational pieces being prepared and distributed by the administrative staff. These activities should continue in the short-term, but should transition to dedicated marketing staff tasked with ensuring all pieces of marketing material distributed by the Department share a consistent message, identity and branding. This transition is currently being evaluated.

A comparison of the citizen survey trend line from 2012-2015 for how households learn about programs and activities of the Department are illustrated in **Figure 14**. The newspaper continues in the number one position growing to 70 percent of respondents, followed by friends and neighbors/word of mouth holding steady at 62 percent. The Department website has gained significant ground overtaking recreation center materials.

**Figure 14: 2012-2015 Comparison of How Households Learn About Programs and Activities**



Dedicated marketing staff should focus efforts toward developing the strategic marketing plan. Like a systems plan, a marketing plan should not and cannot happen through a patchwork approach. It needs to be developed strategically, and over time. To begin to develop this strategy, it should address the following key areas:

- A consistent brand for the Department**  
 The Department has a strong brand within the community, but needs to determine if that reputation is providing appropriate value to its users. For example, does each program, offering, or service extend or dilute the brand.
- Goals for the marketing effort as a whole**  
 These goals should be unique to the Department's brand. One of the biggest mistakes made in marketing is not defining goals that promote the brand, story, and authenticity of an agency. Defining goals that are not unique to the Department will make it difficult to communicate its value to its users.
- Target markets and segments**  
 Defining the target markets that go deeper than "everyone." Focusing efforts on market segments streamlines communication and allows the Department to communicate directly to a select group rather than having its messages muddled when trying to communicate with the community as a whole. It is important to note that target markets and segments can be external and internal. An example of external and internal target segments are:
  - External – specific neighborhoods, specific demographics, specific user groups
  - Internal – potential employees, current employees, existing/potential partnerships, other governmental departments



- **Goals for each channel of communication**

Marketing channels can be thought of as touch points the Department has with the community and/or target segments; internally and externally. Due to the nature of the Department, its marketing channels take on a wide-variety of forms, including:

- |  |                          |
|--|--------------------------|
| ▪ Recreational programming                 | ▪ Print media            |
| ▪ Events, festivals, and concerts          | ▪ Online media/video     |
| ▪ Environmental education and conservation | ▪ Mobile applications    |
| ▪ Level of service                         | ▪ Online searches        |
| ▪ Pricing                                  | ▪ Text                   |
| ▪ Social media, including the website      | ▪ Email                  |
| ▪ Staff benefits, including training       | ▪ Signage/wayfinding     |
| ▪ Customer service                         | ▪ Partnerships/agreement |

Each channel, and subsequent goal, should be developed with specific target markets in mind. For example, Millennial populations should be engaged through fitness opportunities promoted through mobile applications.

- **Content guidelines for each channel**

Content guidelines should be developed, so that messages consistently reinforce the brand, story, and goals of the marketing efforts.

- **Evaluation methods for marketing efforts**

Lastly, evaluation methods should be based on the brand, segments, goals, and content that is unique to the area. To establish and reinforce the Department as an authentic brand it needs to focus on evaluating its own efforts. If efforts are evaluated based on other benchmarks, the Department may inaccurately conclude the success or failure of its effort.

As the marketing and management team goes through these steps, it should become clear where and how to invest resources, and areas from which they can divest. Several market segments were identified as “underserved” within the community. These included:

- Minority populations
- Working families
- Age-specific populations (young adult to active aging)

The Department provides many opportunities for these market segments, but it may not be well known in the community. Marketing and communication strategies specific to these groups may help the Department broaden the reach of the service profile, and boost participation by continuing to better understand the barriers to access in the system. Continued outreach will also allow the Department to evolve with its community and update the recommendations in this plan (and other site-specific efforts) in the following years.

THIS PAGE INTENTIONALLY LEFT BLANK

# ACTION PLAN

The purpose of this plan is to set a direction for the Department that allows it to budget for and prioritize projects within the system. Without a strategic direction in place, many opportunities have presented themselves as “priorities,” but are currently stalled because of a lack of prioritization criteria and multiple variables that change over time.



This plan attempts to prioritize these opportunities through their alignment with other planning documents, community needs/demand, opportunity, urgency, and operational efficiency. All of these opportunities should be considered as important. While circumstance will drive the realization of each opportunity, all of them should be considered a key piece in the development and growth of services offered by the Department.

While the action plan will set an initial priority and course for many of these projects, staff should evaluate each action step as it relates to the budget, and create annual work plan to accomplish tasks.

Ranking criteria that the consultant team used to categorize opportunities, include:

- Congruency with other planning documents including the Comprehensive Plan
- Public identification through the survey, and validation (or identification) through focus groups and the interviews
- Analysis of existing programs and services
- Analysis the current political and market environment
- Analysis of current funding opportunities or the ability to fund strategies
- Safety Issues/Mandated services such as ADA Inclusion Services
- Ability to generate revenue for the Department
- Ability to partner
- Potential impact (cost/benefit) to the Department and to the community
- Equitable investment support for all aspects of the Department’s responsibilities

These criteria should be analyzed on a yearly basis to ensure that an implementation strategy still fits the budget and evolving environment of the community.

## Recommendations and Implementation Timeline

The following recommendations are drawn from the public input, inventory, level of service analysis, findings feedback, and all the information gathered during the strategic planning process with a primary focus on maintaining, sustaining, and improving parks, recreation, open space, and trails. All cost estimates are in 2017 figures where applicable. Most costs are dependent on the extent of the enhancements and improvements determined or known at this time.

Timeframe to complete is designated as:

- Short-Term/Immediate (up to 2 years)
- Mid-Term (2-5 years)
- Long-Term (5-10 years)

## Capital Priorities

TIER ONE (HIGH PRIORITY) – SHORT TERM/IMMEDIATE (UP TO 2 YEARS)		
EXPAND RECREATION CENTER		
Actions	Operational Impact	Capital Impact
Continue to improve Recreation Center in a phased approach	Staff planning and development	Phase 2 estimated cost - \$13.5 million (gymnasium, classrooms, fitness)  Phase 3 estimated cost - \$6.3 million (aquatics)
Modernize and refresh existing facilities		
Increase overall capacity of the facility		
Provide additional gymnasium space		
Provide health and fitness multi-use space		
Re-configure site circulation and parking-King Street Extension		
PARK SITE DEVELOPMENT		
Actions	Operational Impact	Capital Impact
<p>Athletic Fields Master Planning</p> <ul style="list-style-type: none"> <li>Develop Stilson Property to accommodate athletic fields: <ul style="list-style-type: none"> <li>Consolidating adult and general purpose athletic fields</li> <li>Providing active agers park amenities</li> <li>Developing a gateway to transit, trails, and river recreation</li> </ul> </li> <li>TCSD High School Fields Re-development <ul style="list-style-type: none"> <li>Re-purpose adult softball fields to consolidate youth baseball fields at this site</li> <li>In collaboration with TCSD, increase capacity for youth multi-purpose fields at this site <ul style="list-style-type: none"> <li>Evaluate lawn in front of High School</li> <li>Evaluate un-developed land east of Tennis Courts</li> <li>Consider land acquisition to increase youth multi-purpose athletic field capacity</li> </ul> </li> </ul> </li> </ul>	Staff planning and development	<p>Stilson Site development estimated cost - \$3-4 million (Cost estimates based on proposed master plan)</p> <p>High School site re-development Estimated cost - tbd</p> <p>Budget sheet can be found in <b>Appendix I</b></p>
<p>Develop Off-leash dog park opportunities in east and west Jackson:</p> <ul style="list-style-type: none"> <li>Sites to consider are Phil Baux, the Fairgrounds, Wayne May, Mike Yokel.</li> <li>Develop partnerships with local interest groups to co-develop sites</li> </ul>		<p>Site development estimated cost - \$75,000 to \$500,000 (Cost estimates based on regional comparison and dependent on amenities. Budget sheet can be found in <b>Appendix I</b>)</p>

Develop Accessibility Master Plan to serve as ADA transition Plan addressing: <ul style="list-style-type: none"> <li>▪ Park amenities</li> <li>▪ Facility Parking</li> </ul>		Site and project dependent. Establish annual budget allotment
Tennis Court re-evaluation <ul style="list-style-type: none"> <li>▪ Consider temporary or permanent conversion to pickleball</li> </ul>		
<b>TIER TWO (MEDIUM PRIORITY) – (2-5 YEARS)</b>		
<b>Actions</b>	<b>Operational Impact</b>	<b>Capital Impact</b>
Re-develop Phil Baux Park to become a gateway connections park: <ul style="list-style-type: none"> <li>• Creating connections to the National Forest trail system</li> <li>• Developing a special event space to accommodate outdoor concerts/amphitheater</li> <li>• Incorporating outdoor alternative sports/opportunities: <ul style="list-style-type: none"> <li>▪ Climbing</li> <li>▪ Skateboarding</li> <li>▪ Broomball</li> <li>▪ Inline skating</li> <li>▪ Nature play areas</li> </ul> </li> </ul>	Staff planning and development	Site development estimated cost - \$400,000 to \$550,000 (Cost estimates based on regional comparison and dependent on amenities. Budget sheet can be found in <b>Appendix I</b> )
Complete Wayne May Park Development		Dependent on amenities. Estimates/ amenity include: Playgorund - \$100-250k Natural Play Area - \$40 – 150k Signage - \$500/each Benches – \$1,500/each
Complete Karns Meadow Park Master Plan to include: <ul style="list-style-type: none"> <li>• Passive/Natural Park</li> <li>• Habitat and Resource Education</li> <li>• Public Access to Flat Creek</li> <li>• Interior soft Pedestrian Trails</li> </ul>		
Develop South Park Landing (west) base, prioritizing <ul style="list-style-type: none"> <li>• Parking</li> <li>• Vehicle circulation</li> <li>• River bank restoration</li> </ul>		
BLM Parcel 9/10 Park Base Development <ul style="list-style-type: none"> <li>• Determine appropriate site plans for each BLM parcel.</li> <li>• Evaluate the potential role of BLM parcels in the Parks system and conduct land-use planning studies on parcels to be acquired.</li> </ul> <p>It is important to note that determining an appropriate use does not imply development.</p>		

Collaborate with Community Pathways to ensure continued development and connectivity of trails and pathways to parks and recreation facilities		Dependent on project.
Balance conservation and development, focusing on developing the Town Core while providing gateways and passive opportunities throughout the system.		
Partner with _____ to develop public art in parks policy and procedure. Selection and approval criteria should be developed through the Advisory Board.		Dependent on project
Develop more unstructured or natural play areas – Rangeview Park and May Park hold potential for a pilot of this type of play area.		Estimates/amenity include: Natural Play Area – \$40-150k
TIER THREE (LOW PRIORITY) – LONG TERM (5-10 YEARS)		
PARK SITE DEVELOPMENT		
Actions	Operational Impact	Capital Impact
Develop Teton Village Park including: <ul style="list-style-type: none"><li>3+ acre “community/neighborhood” type park. Site should include:<ul style="list-style-type: none"><li>Playground</li><li>Shelter</li><li>Non-programmed play areas</li></ul></li><li>Multi-purpose turf athletic fields</li></ul>	Staff planning and development	Dependent on amenities Estimates/ amenity include: Playground – \$100-250k Natural Play Area – \$40-150k Signage – \$500/each Benches – \$1,500/each Sport Court – \$50-70k Ball diamond/Rectangular field – \$125-500,000
Pursue land acquisition for Hog Island/Hoback Neighborhood Park through the exaction process. Park area should be classified as a “community/neighborhood” type park. Site should include: <ul style="list-style-type: none"><li>Playground</li><li>Shelter</li><li>Non-programmed play areas</li></ul>		
Area should also be considered for joint development with the school district of multi-use athletic field.		
Determine feasibility for water play features at parks (ex. splash pad) – There are several sites in the system where this type of amenity might be appropriate. Of chief concern should be transportation and proximity to other children-related facilities and activities.		

## Programming and Service Priorities

Actions	Operational Impact	Timeframe
<p><b>Develop Health and Wellness</b></p> <p><b>Programming to include:</b></p> <ul style="list-style-type: none"> <li>• Fitness in parks</li> <li>• Health education</li> <li>• Community and corporate wellness</li> <li>• Support and assist systems of care organizations and programs</li> </ul> <p>Promote young adult, adult, and active aging programming through targeted marketing efforts.</p> <ul style="list-style-type: none"> <li>• Develop more nature-based programming (classes, trips, and events).</li> <li>• Develop more fitness opportunities (indoor/outdoor classes) and through partnerships with alternative providers.</li> <li>• Develop more arts and culture programming (classes, trips, and events).</li> </ul>	<p>Staff planning and development</p>	<p>On-going</p>
<p><b>Develop Active Aged Programming</b></p> <ul style="list-style-type: none"> <li>• Identify additional indoor/outdoor opportunities for Pickleball through programming (tournaments), scheduling, and development.</li> <li>• Program “adventure” or camp type opportunities for adults.</li> <li>• Program integrated fitness opportunities.</li> </ul>		



Actions	Operational Impact	Timeframe
<b>Continue Program Diversification and Community Outreach</b> <ul style="list-style-type: none"> <li>• Continue to develop multi-cultural opportunities for engagement and inclusion of the Latino population and others.</li> <li>• Evaluate scheduling of programs to accommodate parents/children/multi-generations.</li> <li>• Continue to partner with alternate providers to strengthen the offerings within the community.</li> <li>• Continue to identify underserved populations and the barriers of entry that exist within the system; with a particular attention to low and moderate-income populations.</li> <li>• Evaluate the fit of programs through a services assessment.</li> </ul>	Staff planning and development	Ongoing
<b>Adaptive/Accessible Programming</b> <ul style="list-style-type: none"> <li>• Develop and communicate opportunities for inclusive services within current programming. <ul style="list-style-type: none"> <li>▪ Dedicate staff liaison to coordinate efforts with programmers.</li> </ul> </li> <li>• Address program access through marketing materials and registrations system.</li> <li>• Provide programming opportunities for seniors, special needs, and through Special Olympics activities.</li> </ul>		
<b>Continue to Build Partnerships and Collaborative Programming with Alternative Providers:</b> <ul style="list-style-type: none"> <li>• St. John's Hospital</li> <li>• Teton County Health Department</li> <li>• Teton County Library</li> <li>• Teton County Senior Center</li> <li>• Teton County School District</li> <li>• Public/Private Partnerships</li> <li>• Snake River Fund</li> <li>• Friends of Pathways</li> <li>• Jackson Hole Public Art</li> </ul>		Ongoing

## Policy and Procedure

Actions	Operational Impact	Timeframe
<b>Review and Update Cost Recovery Policy</b> <ul style="list-style-type: none"> <li>Utilizing Parks and Recreation Advisory Board input for sorting during the next review of policy.</li> <li>Analyze definitions for direct and indirect costs, and ensure that consistency, accurate tracking, and measurements are in place.</li> <li>Consider adjustments to the ranges in each tier, if necessary.</li> <li>In conjunction with services assessment, determine the viability and effectiveness of programs.</li> </ul>	Staff planning and development	2019
<b>Recreation Center Access/Use Policy</b> <ul style="list-style-type: none"> <li>Maximize use of the Aquatics Scheduling Policy.</li> <li>Develop an operations philosophy to balance the facility use at the Recreation Center, shifting group use away from prime time.</li> </ul>		On-going
<b>Field Scheduling Policy</b> <ul style="list-style-type: none"> <li>Use aquatics scheduling policy as a model to create field/facility scheduling policy.</li> </ul>		Immediate
<b>River Access Maintenance Policy</b> <ul style="list-style-type: none"> <li>Develop communication strategy regarding current maintenance and management policies.</li> <li>Re-evaluate Management Plan prior to expiration.</li> </ul>		Immediate

## Funding

Actions	Operational Impact	Timeframe
<b>Recreation Center User Fees (Update)</b> <ul style="list-style-type: none"> <li>Develop user fee strategy that reflects update to cost recovery goals and objectives.</li> <li>Incrementally increase per hour pricing for swim lanes, the gymnasium, etc. Effort should take several years.</li> </ul>	Staff planning and development	With Cost Recovery update cycle/ Immediate
<b>Park Facility Fees (Update)</b> <ul style="list-style-type: none"> <li>Develop user fee strategy that reflects update to cost recovery goals and objectives.</li> <li>Incrementally increase per hour pricing for athletic fields, shelter rentals, etc. Effort should take several years.</li> </ul>		
<b>Sponsorship/Partnership Policy</b> <ul style="list-style-type: none"> <li>Develop more comprehensive sponsorship and partnership policies to encourage these strategies and allow for an easier communication and implementation process.</li> <li>Specifically address gift giving/donations within the policy to encourage, provide clarity, establish process, articulate selection criteria and approval mechanism.</li> </ul>		Immediate
<b>Park Exaction Land Development Regulation Update and Text Amendment</b> <ul style="list-style-type: none"> <li>Add land acceptance criteria to existing language</li> <li>Assure adherence to valuation of fees-in-lieu calculation</li> <li>Explore park impact fee to generate park development funding</li> </ul>		Immediate

## Operations

Actions	Operational Impact	Timeframe
<b>River Access Maintenance</b> <ul style="list-style-type: none"> <li>Develop a community education strategy for the river access points operated by the Department.</li> <li>Evaluate the effectiveness of the current Management Plan on a yearly basis.</li> </ul>		Immediate
<b>Town of Jackson Downtown Public Restrooms</b> <ul style="list-style-type: none"> <li>Track the true cost of service and ensure proper funding to keep up with increasing expenses.</li> </ul>		On-going
<b>Town/County Non-Park Grounds Maintenance Services</b> <ul style="list-style-type: none"> <li>Conduct a services assessment to determine potential of contracting/partnership services, based on ability to continue current levels of service.</li> <li>Develop communication strategy to show impact of service.</li> <li>Continue to develop partnerships.</li> <li>Evaluate contracting some services where financial savings is possible.</li> </ul>	Staff planning and development	Ongoing/ Immediate
<b>Develop a new Marketing and Communications Strategy that includes:</b> <ul style="list-style-type: none"> <li>Consolidate marketing efforts to dedicated staff member to ensure consistency.</li> <li>Develop a strategic marketing plan that shifts efforts toward story-telling, relationship building, and connection, and away from program/logistic focused marketing.</li> <li>Provide more communication about partners and programs.</li> <li>Continue to establish platforms for outreach/feedback.</li> </ul>		With update of the Communication and Marketing Plan.

Actions	Operational Impact	Timeframe
<p>Continue to evaluate the action plan provided in this Strategic Plan and how opportunities fit into the long term priorities on an annual basis. Criteria for decision making should include:</p> <ul style="list-style-type: none"> <li>• Fit with multiple planning documents</li> <li>• Community needs/demand</li> <li>• Funding and opportunity</li> <li>• Urgency</li> <li>• Operational efficiency</li> </ul>		On-going

# Appendix A – Teton County Demographics

## Highlights

Demographic makeup and population projections are relevant to the provision of park and recreation serviced especially as changes are expected over this planning period.

**Table 13: 2016 Teton County General Demographic Profile**

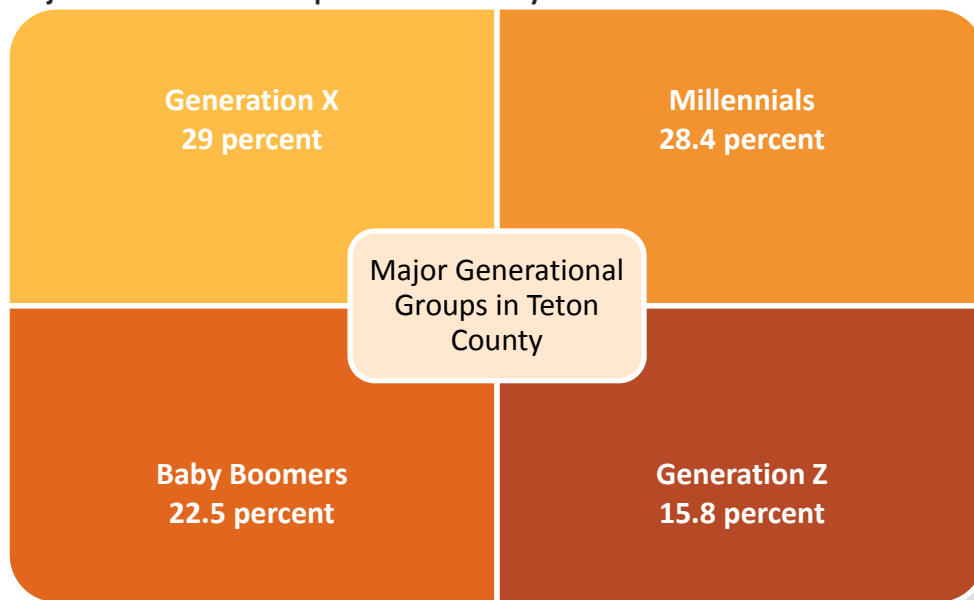
<b>Population</b>	<b>22,547</b>
Median Age	38.6
Households	9,482
Median Household Income	\$74,301

*Source: Esri Business Analyst*

Key general demographic comparisons

- The population is expected to increase steadily to 23,839 in 2021, (1.3%).
  - The population of residents ages 25-34 decreased significantly between 2010 and 2016, and is projected to continue to decline at a less drastic rate through 2021. Despite the decline, this age cohort is projected to remain the largest in the county.
  - The populations of the residents in the 15-24 and 45-54 year cohorts is projected to continue to decline from 2010 levels through 2021.
  - The population of older age cohorts (residents over age 65) are all projected to increase at a steady rate through 2021.
- The median age of Teton County residents was 38.6 years, higher than the median age for Wyoming (37.7) and higher than the United States (38).
- The percent of owner occupied compared to renter occupied housing units is remaining steady at approximately 54 percent through 2021.
- The median household income of Teton County households in 2016 was estimated to be \$74,301. This was significantly higher than the statewide (\$56,893) and national (\$54,149) median household incomes.

### Major Generational Groups in Teton County



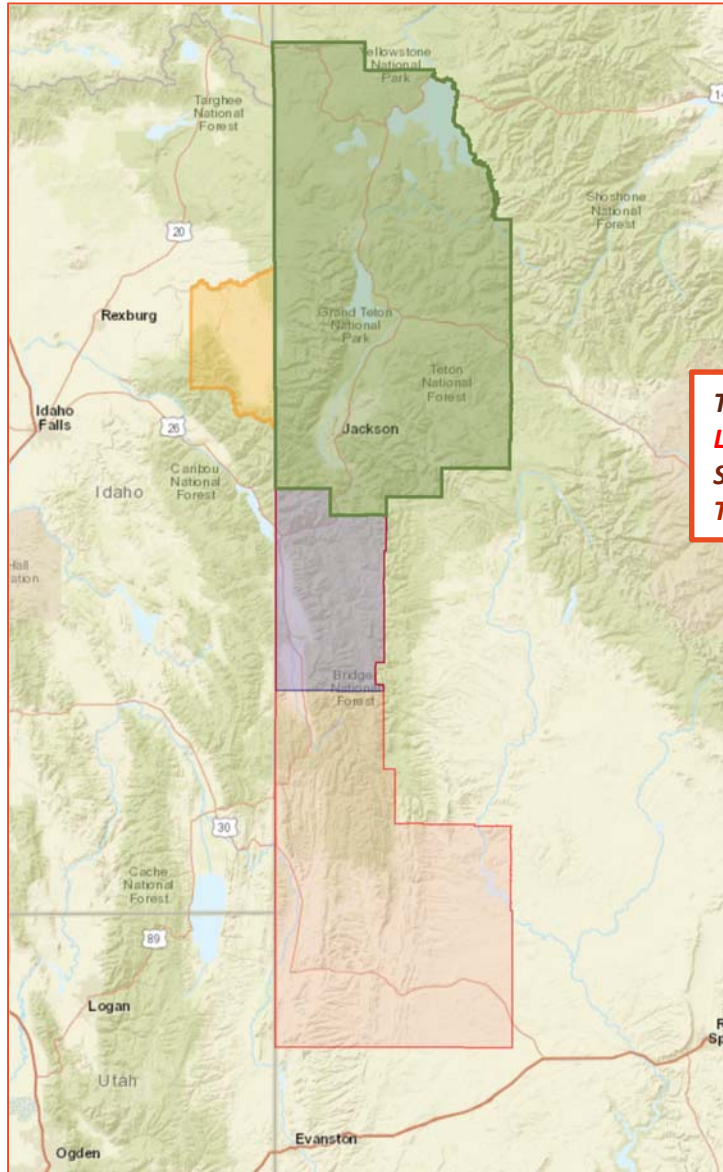
In 2016 the majority (66.7%) of Teton County's population belonged to Baby Boomers, Millennials, and Generation Z. However, Generation X was the largest single generational group (29 percent of the 2016 population), which coincides with the population's median age of 38.6 years.

## Full Report

Gaining a clear understanding of the existing and projected demographic character of Teton County is an important component of the planning process. By analyzing population data, trends emerge that can inform decision making and resource allocation strategies for the provision of public parks, recreation amenities and open spaces. Key areas were analyzed to identify current demographic statistics and trends that can impact the planning and provision of public parks and recreation services in Teton County. Community characteristics analyzed and discussed consist of:

- Existing and projected total population
- Age and gender distribution
- Ethnic/Racial diversity
- Household and housing information
- Educational attainment





Additionally, current demographics were analyzed for neighboring Teton County, Idaho and the “Star Valley Area” of Lincoln County, Wyoming. For the purposes of this study, the Star Valley Area was defined as the northern 926 square miles of Lincoln County, from its northern border with Teton County, WY to southern terminus, set as an east-west line coinciding with Route 236 in Afton.

**Teton County, WY = GREEN**  
**Lincoln County, WY = RED**  
**Star Valley Area of Lincoln County = BLUE**  
**Teton County, ID = ORANGE**

This demographic profile was completed using the most updated information available (as of May 2017) from Esri Business Analyst, the U.S. Census Bureau, and Census Bureau’s American Community Survey. A summary of demographic highlights is noted in **Table 14** below, followed by a more detailed analysis.

**Table 14: 2016 Teton County General Demographic Profile**

<b>Population</b>	<b>22,547</b>
<b>Median Age</b>	<b>38.6</b>
<b>Households</b>	<b>9,482</b>
<b>Median Household Income</b>	<b>\$74,301</b>

Source: Esri Business Analyst

Key general demographic comparisons – Local, State, and National:

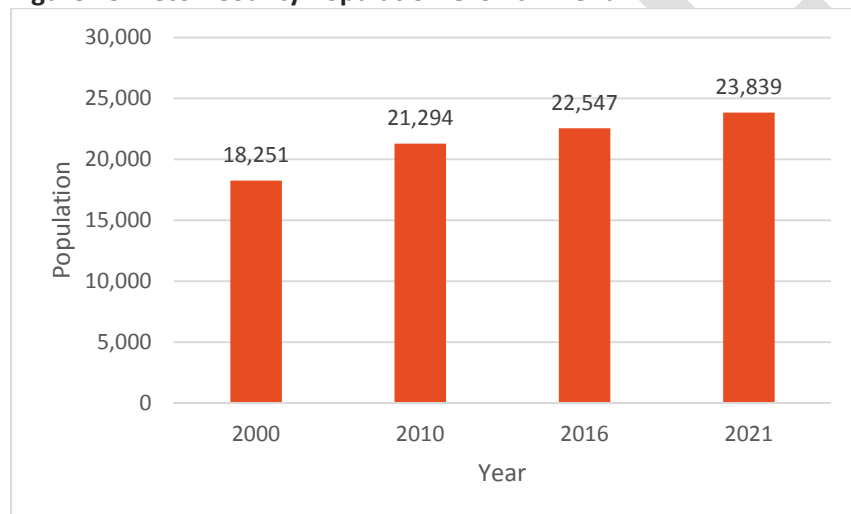
- The median age of Teton County residents was 38.6 years, higher than the median age for Wyoming (37.7) and higher than the United States (38).
- The median household income of Teton County households in 2016 was estimated to be \$74,301. This was significantly higher than the statewide (\$56,893) and national (\$54,149) median household incomes.
- Teton County's 2016 population was roughly evenly split between male (52.3%) and female (47.7 %) residents. The populations of Wyoming and the United States were also approximately evenly divided between the sexes.

## Teton County Population and Demographic Trends

### Population Projections

Although future population growth cannot be predicted with certainty, it is helpful to make growth projections for planning purposes. **Figure 15** contains actual population figures based on the 2000 and 2010 U.S. Census for Teton County and Esri population estimates for 2016 and projections for 2021.

**Figure 15: Teton County Population Growth Trend**



Source: U.S. Census Bureau and Esri Business Analyst

### Population Age Distribution

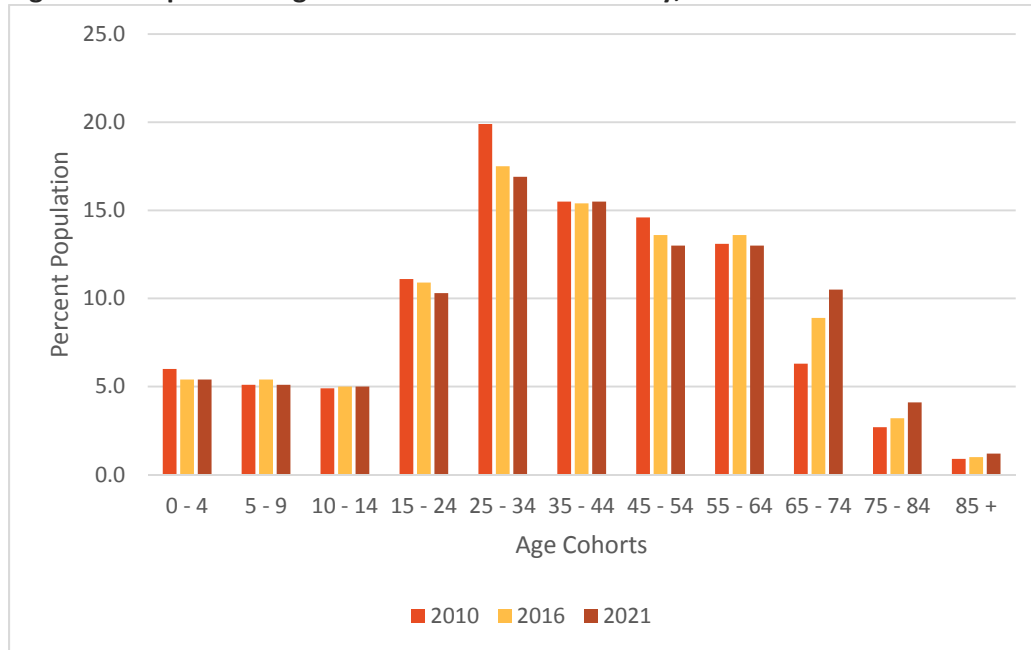
The existing and projected population of different age groups, or cohorts, within Teton County is illustrated in the following series of figures. **Figure 16** illustrates the 2010 Census recorded population, 2016 estimated population, and 2021 projected populations. **Figure 17** provides an estimated breakdown of the 2016 population by age cohort.

Several key age characteristics of the existing and projected Teton County population include:

- The population of residents ages 25-34 decreased significantly between 2010 and 2016, and is projected to continue to decline at a less drastic rate through 2021. Despite the decline, this age cohort is projected to remain the largest in the county.
- The populations of the residents in the 15-24 and 45-54 year cohorts is projected to continue to decline from 2010 levels through 2021.

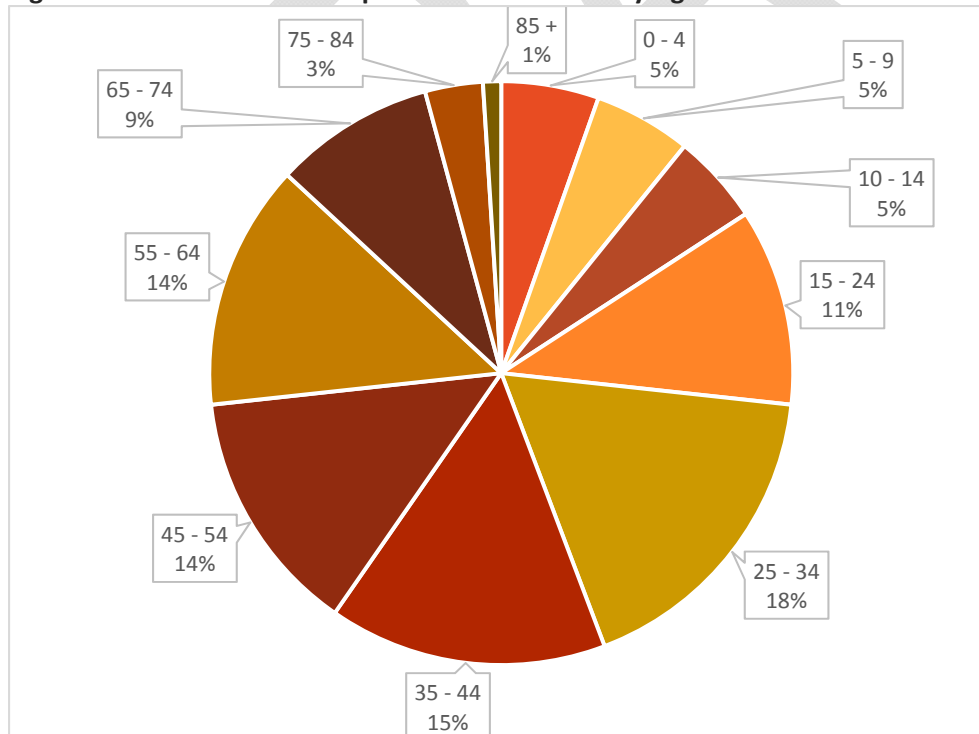
- The population of older age cohorts (residents over age 65) are all projected to increase at a steady rate through 2021.

**Figure 16: Population Age Distribution in Teton County, 2010 to 2021**



Source: U.S. Census Bureau and Esri Business Analyst

**Figure 17: 2016 Estimated Population Breakdown by Age Cohort**



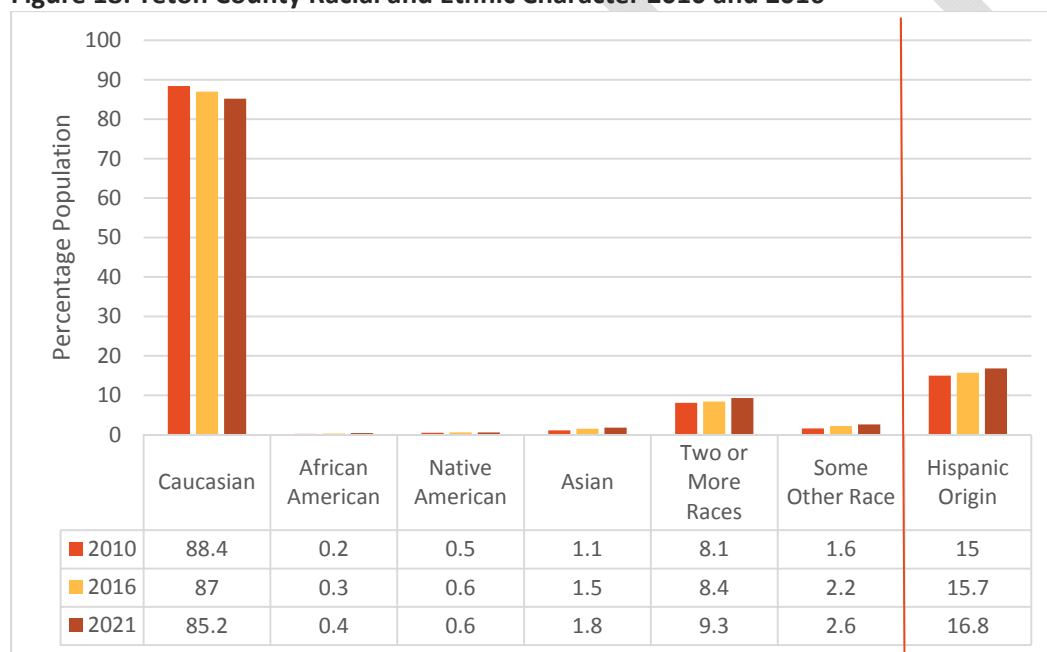
Source: Esri Business Analyst

## Race/Ethnicity

Prior to reviewing demographic data pertaining to a population's racial and ethnic character, it is important to note how the U.S. Census classifies and counts individuals who identify as of Hispanic. The Census notes that Hispanic origin can be viewed as the heritage, nationality, lineage, or country of birth of the person or the person's parents or ancestors before arrival in the United States. In the U.S. Census, people who identify as Hispanic, Latino, or Spanish may be any race and are included in all of the race categories. All race categories add up to 100 percent of the population, the indication of Hispanic origin is a different view of the population and is not considered a race.

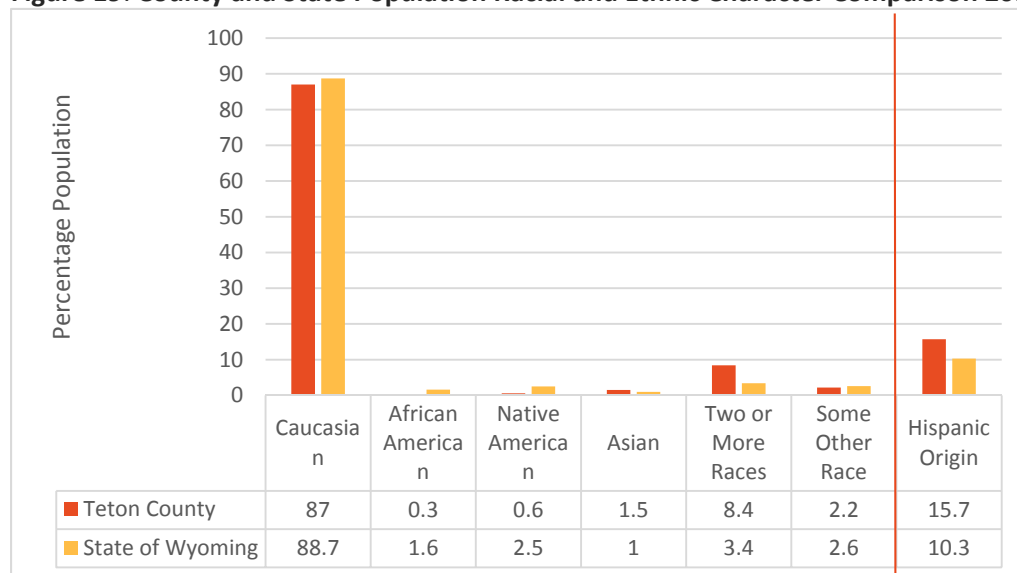
**Figure 18** reflects the approximate racial/ethnic population distribution for Teton County based on the 2010 U.S. Census, Esri estimate for 2016, and Esri population projection for 2021. The population has been predominantly Caucasian; however, the population of this group is expected to decline by 3.2 percent from 2010 to 2021. The number of residents identifying as being of two or more races is projected to increase by slightly less than one percent from 2016 to 2021. The population of residents who also identify as of Hispanic origin is projected to increase by 1.1 percent by 2021.

**Figure 18: Teton County Racial and Ethnic Character 2010 and 2016**



Source: U.S. Census Bureau and Esri Business Analyst

**Figure 19: County and State Population Racial and Ethnic Character Comparison 2016**



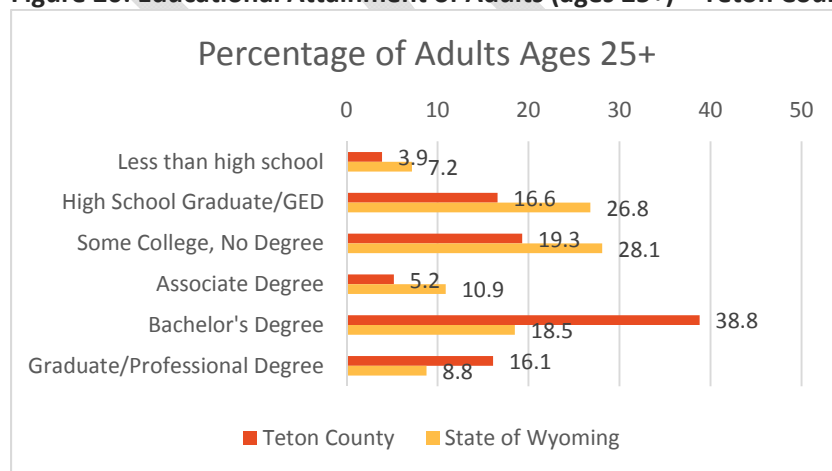
Source: U.S. Census Bureau and Esri Business Analyst

**Figure 19** compares the 2016 racial and ethnic composition of the Teton County and State of Wyoming. Although generally similar, the composition of Teton County's population was estimated to consist of five percent more residents who identified as being of two or more races, and over five percent more residents who also identified as being of Hispanic origin.

### Educational Attainment

The 2016 population of adult residents (ages 25+) of Teton County was significantly better educated when compared to peers statewide. As illustrated in **Figure 20**, over half (54.9%) of adults in Teton County had earned a Bachelor's degree or higher, whereas the exact same majority percentage (54.9%) of the statewide adult population had earned high school degrees and had some college experience, but no degree.

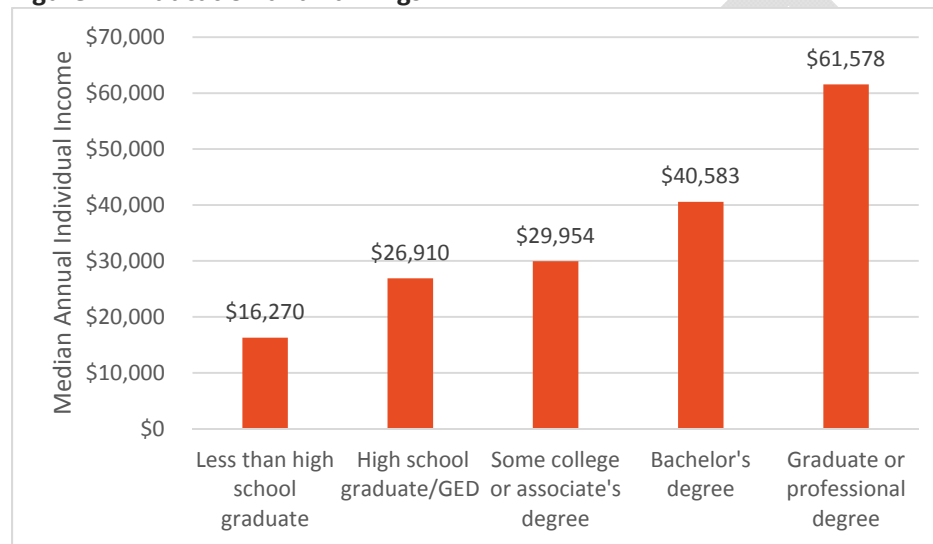
**Figure 20: Educational Attainment of Adults (ages 25+) – Teton County and State of Wyoming**



Source: Esri Business Analyst

According to a Census study, education levels had more effect on earnings over a 40-year span in the workforce than any other demographic factor, such as gender, race, and ethnic origin.<sup>24</sup> Nearly 40 percent of adults in Teton County had earned a college degree, and an additional 16 percent went on to receive graduate and/or professional degrees. In total, over half (54.9%) of adults in the county had received college degrees or higher. Results from the U.S. Census Bureau's latest study on education and earnings for Teton County (2015), illustrated in **Figure 21** highlights the correlation between education level and earnings. For example, adults with bachelor's degree earned \$40,583, where as adults with less than a high school level education earned \$16,270; or only 40 percent of peers who graduated college.

**Figure 21: Education and Earnings**



Source: U.S. Census Bureau American Community Survey 2015

## Household Information

As reflected in **Table 15**, the total number of housing units in the county has been, and projected to continue to increase through 2021. This growth coincides with growth in the number of households. In 2016 approximately 37 percent of households were owner occupied, 32 percent were renter occupied and 31 percent were vacant. This high rate of vacancy has persisted since at least 2010 and is projected to continue through 2021.

**Table 15: Teton County Housing Inventory**

	2010	2016	2021
<b>Total Housing Units</b>	12,813	13,703	14,453
<b>Number of Households</b>	8,973	9,482	10,017
<b>Owner Occupied Housing Units</b>	5,083	5,072	5,385
<b>Renter Occupied Housing Units</b>	3,890	4,410	4,632
<b>Vacant Housing Units</b>	3,840	4,221	4,436

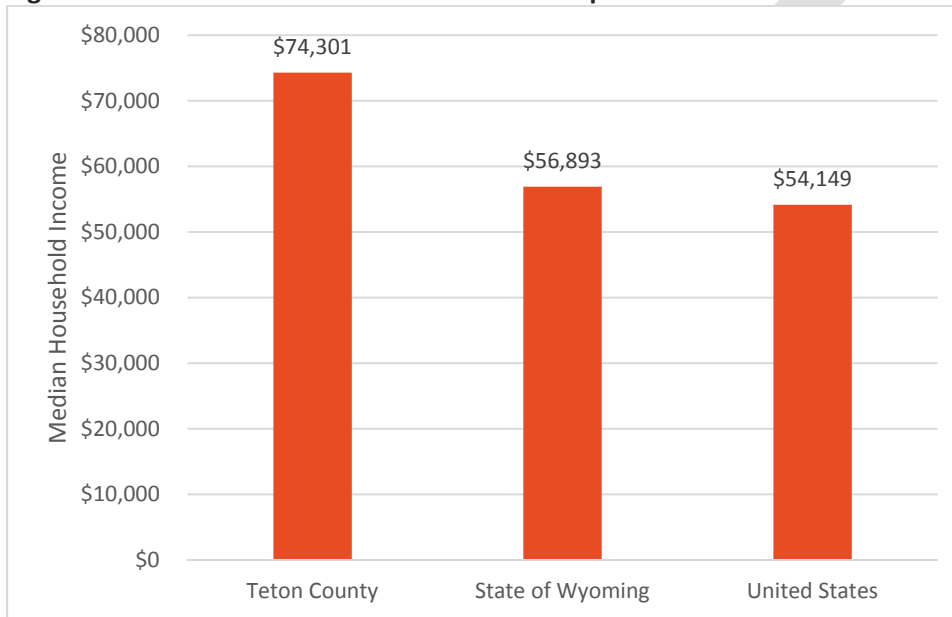
Source: U.S. Census Bureau and Esri Business Analyst

<sup>24</sup> Tiffany Julian and Robert Kominski, "Education and Synthetic Work-Life Earnings Estimates" American Community Survey Reports, US Census Bureau, <http://www.Census.gov/prod/2011pubs/acs-14.pdf>, September 2011.

## Household Income

The most current data from Esri Business Analyst for 2016 illustrated in **Figure 22**, indicates that the median household income in Teton County was higher than that of the average household in Wyoming and the United States. The median household income in the county was \$74,301. This was 23 percent higher than the median household income in Wyoming, and 27 percent greater than the national median household income. As previously highlighted in **Figure 20** and **Figure 21**, the significantly higher educational levels and earning potential of the adult population (primary source of household income) of Teton County is likely to significantly contribute the higher median household income measured in the County (versus state and national median household income levels).

**Figure 22: 2016 Median Household Income Comparison**

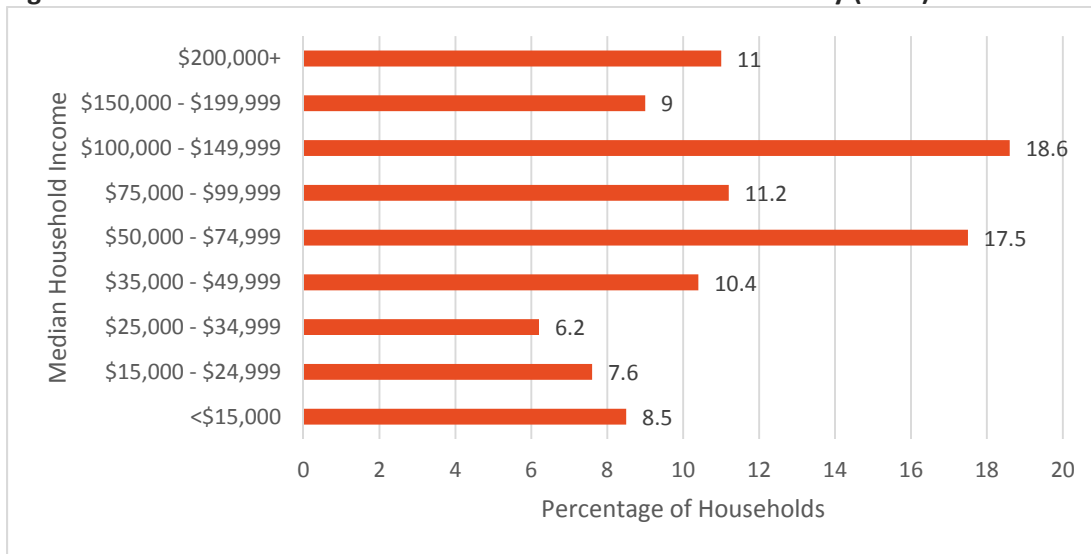


Source: Esri Business Analyst

**Figure 23** illustrates the distribution of household median earnings in City of Teton County in 2016. Over 38 percent of household median income was over \$100,000. Nearly half (49%) of households earned a median income of at least \$75,000.



**Figure 23: Distribution of Median Household Income in Teton County (2016)**



Source: Esri Business Analyst

## Demographic Comparisons

Summary characteristics for the populations of Teton County, Idaho and the Star Valley Area of Lincoln County, Wyoming were compiled and compared to those of Teton County, Wyoming.

**Table 16: Demographic Comparisons – Teton County, WY and Selected Neighboring Areas**

	Teton County, WY	Star Valley Area, WY	Teton County, ID
<b>Population</b>	22,547	11,501	10,649
<b>Median Age</b>	38.6	38.6	34.4
<b>Households</b>	9,482	4,292	3,848
<b>Housing Units</b>	13,703	5,807	5,950
<b>Median Household Income</b>	\$74,301	\$59,970	\$53,969

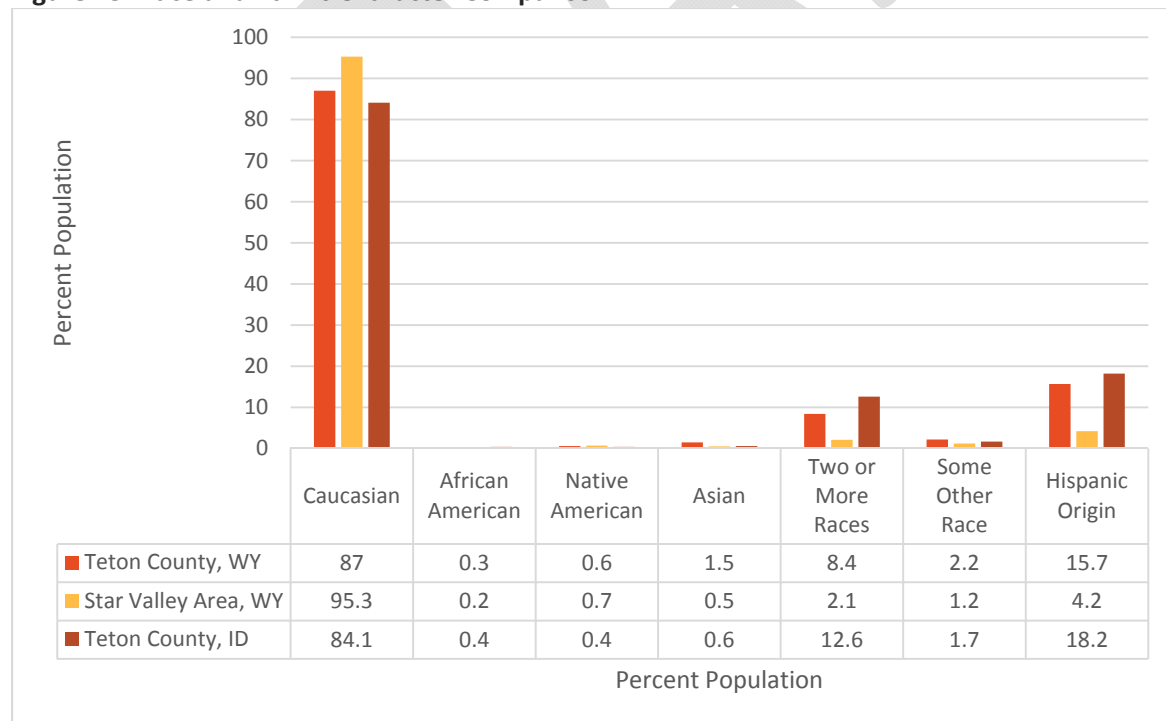
Source: Esri Business Analyst

**Figure 24: Educational Attainment Comparison**



Source: Esri Business Analyst

**Figure 25: Race and Ethnic Character Comparison**



Source: Esri Business Analyst

THIS PAGE INTENTIONALLY LEFT BLANK

# Appendix B – Regional Benchmarking Data

Benchmarking allows the comparison of certain attributes of the Department’s management of public spaces (parks, recreation, aquatics, and related services) with other similar communities. For this plan, benchmarking data was collected from: Aspen, CO; Golden, CO; Ketchum, ID; Rock Springs, WY; Campbell County, WY; Cody, WY; Steamboat Springs, CO; Park City, UT; Laramie, WY; Rexburg, ID; Big Sky Community Organization, MT; Logan, UT; Idaho Falls, ID; Glenwood Springs, CO.<sup>25</sup>

It is impossible to find exact comparable communities, because each has its own unique identity, its own way of conducting business, and differences in what populations it serves. It is important to keep in mind that while many park and recreation departments primarily serve their residents, others serve a large portion of non-residents.

Organizations typically do not count their assets or break down the expenditures of parks, trails, facilities, and maintenance the same way. Agencies also vary in terms of how they organize their departments and budgets. Additionally, field and facility usage varies by agency. It should also be noted that some of the information sent is incomplete. This being said, the benchmarking information presented here should be used as a catalyst for the Department to continue to research best practices for more specific areas when they are needed. Analysis on certain portions of the collected data is provided below.

Selected categories contain comparisons to NRPA’s Park Metrics (previously PRORAGIS); a national database for self-reported information on parks and recreation agencies of varying sizes.<sup>26</sup>

## Benchmarking Data Sought

The communities were chosen primarily due to the perceived similarities with the County. Requested benchmarking data included:

- Population of service area
- Annual operations budget
- Average annual capital budget
- Miles of non-motorized paved pathways
- Total acres of parks
- Number of rectangular turf athletic fields
- Number of softball fields
- Number of playgrounds
- Number of off leash dog parks
- Number of tennis courts
- Number of pickle ball courts
- Number of FTE's
- Cost for swim lane per hour
- Cost for athletic field per hour
- Cost of picnic shelter per hour
- Cost of gymnasium per hour
- Size of indoor fitness facility
- Included in the indoor fitness facility
- Size of indoor aquatic facility
- Size of indoor climbing space
- Size of indoor ice rink

<sup>25</sup> Information was requested from approximately 25 communities.

<sup>26</sup> More information can be found online at <http://www.nrpa.org/publications-research/ParkMetrics>.

Additionally, benchmarking data looks to weight pertinent data along with comparing against a “per thousand” population calculation in some cases in order to compare “apples to apples” within the various category. Analysis of selected budget items follow. Further comparison data is also provided in other sections of this report. For example, comparison data regarding the number of trails and softball fields are found in the capacities analysis portion of the document.

Though the reporting communities seem to be similar to the Department, it is difficult to find apples to apples comparisons without understanding the unique characteristics and operations within each organization. For example, while the Department seems to fall below the average in total acres of miles of trails provided, it is surrounded by alternate providers like the National Parks Service that provide additional assets to the community.

Facility	Aspen Recreation Center	Ketchum Parks & Recreation	Golden Community Center	Rock Springs Parks & Recreation
Population of service area	City of Aspen = 5,000. Surrounding area 25-30 thousand	2,000 - 20,000 (tourist influx)	18,867 (Planning Dept Uses 2010 Census Data)	30000 people
Annual operations budget	The Department budget is 4 million	\$1,164,243.00	\$11,747,033.00	\$6,656,355 (10% lower than prev. FY)
Average annual capital budget	Varies from 100k - 1 million.	\$332,110.00	\$4,000,000.00	None for past several years due to economy
Miles of non-motorized paved pathways	*ask open space and trails division	6.35 miles	24 miles	2 miles
Total acres of parks	*contact parks	45 acres	253 acres	606 acres
Number of rectangular turf athletic fields	1 and 1 shared with high school	2 rectangular turf athletic fields	9 rectangular turf athletic fields	5 rectangular turf athletic fields
Number of softball fields	4 softball fields	2 softball fields	4 softball fields	9 softball fields
Number of playgrounds	*ask parks	3 playgrounds	15 playgrounds	24 playgrounds
Number of off leash dog parks	0 off leash dog parks	n/a (1 private property accesible to public)	3 off leash dog parks	1 off leash dog parks
Number of tennis courts	6 clay summer only, 1 hard court	4 tennis courts	5 tennis courts	4 total, 3 need renovation
Number of pickle ball courts	4 pickle ball courts	2 pickle ball courts	2 pickle ball courts	5 indoor, 1 outdoor
Number of FTE's	20-30 FTE's	6.25 FTE's	42 FTE's	37 FT, 118 PT and seasonal
Cost for swim lane per hour	18 for profit, 9 non profit	n/a	\$9/lane - 6 lanes indoors and 8 outdoors	\$7.00 for an adult (to swim laps)
Cost for athletic field per hour	*ask parks	\$32.50	\$25 per hour, \$175 for 6 hours or more Line and drag is additional \$20 per application per field Lights are additional \$25 per hour per field 10 fields total	\$21-27 per game
Cost of picnic shelter per hour	varies on event	\$13.75 - \$20.00 (min 4 hours)	\$100-\$650/hr <a href="https://cityofgolden.seamlessdocs.com/f/PavilionRentals">https://cityofgolden.seamlessdocs.com/f/PavilionRentals</a> for more information	\$30.00 per reservation





Cost of gymnasium per hour	n/a	n/a	\$35 per hour 1 full court, 2 halves	\$7.00 adult patron access for regular use; special event rentals @ \$400/gym floor
Size of indoor fitness facility	1800 sq ft	n/a	approx 3500 SF	Family Rec is 130,000 sq ft; Civic Center is 49,000 sq ft.
Included in the indoor fitness facility	fitness room, weight room (no free weights) cardio equipment	n/a	Free weights circuit training, fitness class rooms, gymnasium classes and track	free weights, circuit training, fitness class rooms, gyms, walking/running track, climbing wall, ice arena, swimming pools, leisure pool, hot tubs, warm pool, cardio equipment, daycare, saunas, locker rooms, racquetball courts, indoor play area, pickle ball courts.
Size of indoor aquatic facility	6 lane 25 yard lap pool, leisure pool, spa, steam and sauna	n/a	diving well, lap lanes, leisure pool with two slides, jacuzzi We also have an outdoor water park - lap lanes, and leisure pool	FRC- 4 lap lanes, 19,000 sq ft leisure pool; warm pool seats 15-20, hot tub on deck seats 10, 6-8 person hot tubs in locker rooms too. Civic pool is 6 lap lanes, 25 yard pool with hot 12 person hot tub on deck.
Size of indoor climbing space	Tower 2 story	n/a	800	66' wide and 28-33' high
Size of indoor ice rink	1 NHL size	n/a (one outdoor 1 acre rink)	n/a	85' x 200'
Asked and received infor about TCJPR	No	Yes		Yes
	800	582	621	221



Campbell County Parks and Recreation	Paul Stock Rec Center - Cody Rec Center	City of Steamboat Springs	Park City Recreation	Laramie Community Recreation Center
48,000 people	10,000 people	12,600 people	20,000 people	35,000 people
\$5,977,703 Expenditure \$2,994,728 Revenue	\$1,200,000.00	\$5,641,272.00	\$7,336,977.00	\$4.2 mil
\$361,707 - 2017-18 capital outlay, construction and 1% budgets	\$100,000.00 - \$500,000.00	\$1,600,000.00	\$3,508,000.00	200k
2.4 miles	0 miles	10 miles	167 in city limits, 350 in service area	12 miles
245 acres	405 acres	220 acres	80 parks, 124 golf course	135 developed/15 undeveloped
5 rectangular turf athletic fields	8 rectangular turf athletic fields	10 rectangular turf athletic fields	10 rectangular turf athletic fields	10 rectangular turf athletic fields
7 softball fields, 5 baseball fields	3 softball fields	11 softball fields	4 softball fields	11 softball fields
17 playgrounds	14 playgrounds	10 playgrounds	5 playgrounds	13 playgrounds
0 off leash dog parks	1 off leash dog parks	2 off leash dog parks	3 off leash dog parks	2 off leash dog parks
11 tennis courts	5 tennis courts	16 tennis courts	3 free/11 pay for use tennis courts	1 soon to be 0
0 pickle ball courts	0 pickle ball courts	10 pickle ball courts	4 dedicated pickle ball courts	0 soon to be 1
34 FT	44 FT	46 FT	approx. 45 FT	26 FT
Do not charge per hour, just the drop-in fee or membership to use gym Daily Fees - \$3.50 Elem & under, \$4 Jr.high/Sr high, \$6 adult, \$13 family, free for seniors 62 and older	\$7.15	0	unsure	n/a
\$95 per day \$45/field, \$50/maintenance fee	\$50.00	\$10.50 per hour	unsure	\$40.00 per hour
\$20.00/hr	\$50.00	\$40.00	Rental \$85 full day resident/\$200 visitor	\$25.00 per hour



Do not charge per hour, just the drop-in fee or membership to use gym Daily Fees - \$3.50 Elem & under, \$4 Jr.high/Sr high, \$6 adult, \$13 family, free for seniors 62 and older	\$300.00	0	\$65 hr for residents	\$60.00 per hour
190,000 sq. ft., includes recreation center, field house and leisure and lap pool	70,000 sq ft	0	PC MARC 80,000 sq ft	6,000 sq ft
cardio equipment, free and selectorized weight equipment, 3 aerobic rooms, 1 cycling room, 1 personal training room, 3 lane walking/running track, 3 court gym, 42' climbing tower, 4 racquetball courts, 6 lane 200- meter track, 5 tennis courts, fitness classes, personal training, massage therapy, suntan beds, 2 steam saunas, locker rooms, Kid's Zone babysitting service	Free Weights, circuit, Fitness gym, 3 basketball, 2 racquetball, walking track 40 fitness machines,	n/a	4 tennis courts, gymnasium, 3 fitness studios, track, weight room, cardio, bouldering, game room, 7 outdoor tennis courts, 2 outdoor pools	free weights, circuit systems, 2 fitness rooms, 1 spinning room, walking/running track, cardio areas, stretching/plyo areas
6 lane 25 yard lap pool, 13' deep diving well, instruction area, 12,900 sf. leisure pool, 25 person hot tub and dry sauna	25 yard 8 lanes, leisure pool, water slide, therapy pool, hot tub, steam room	n/a	n/a	8 lane, 25 yard lap pool, 9000 sq. ft. leisure pool
42' climbing tower, 3 auto belays with 13 top ropes	na	n/a	small bouldering area	n/a
1 NHL size rink (85 x 200) and 1 smaller rink (73 x 185)	na	Olympic	olympic sheet	30,000 sq. ft.
Yes	Yes	Yes	Yes	Yes
124		447	366	



Rexburg Recreation Department	Big Sky	Logran Recreation Center	City of Idaho Falls Parks And Rec	Glenwood Springs Community Center
28,000 people	2,700 people	50000 people	60, 211 people	10,000 people
\$257,000 .00 (rec only)	\$400,000.00	\$5 million	\$13,368,500.00	\$2.6 million
\$5,000.00 (rec only)	\$800,000.00	\$200,000	\$2,000,000.00	\$268,000.00
*ask parks	19 miles	22.2 miles	26 miles	13.3 miles
*ask parks	91 acres	352.54 acres	971.18 acres	65 acres
9 rectangular turf athletic fields	0 rectangular turf athletic fields	11 rectangular turf athletic fields	23 rectangular turf athletic fields	1 rectangular turf athletic field
0 softball fields	2 softball fields	4 fields	7 fields	2 fields
4 playgrounds	2 playgrounds	20 playgrounds	24 playgrounds	8 playgrounds
0 off leash dog parks	0 off leash dog parks	3 off leash dog parks	1 off leash dog park	2 off leash dog parks
4 tennis courts	4 tennis courts	7 tennis courts	16 tennis courts	8 tennis courts
4 pickle ball courts	6 pickle ball courts	8 pickle ball courts	6 pickle ball courts	7 shared use courts
2 FT	4.25 FT	40 winter, 200 summer	71 FT	43 FT
n/a	n/a	\$2.14 per hour	n/a	lap lane rental (must also pay daily drop in fees or have valid membership) hourly resident/non-profit per lane \$10.00. non-resident/profit rate per lane \$13.00. exclusive use (2 lifeguards included) hourly rate resident/non-profit \$160.00. non resident/profit \$210.00.
\$25.00 per hour	\$0.00	\$14.63 per hour	\$16.00 per hour	all fields (1-59 persons) non-profit/government \$7.50 per hour, general rate \$10.00 per hour, minor (60-100 participants) non-profit/resident application fee \$25.00 + \$104/day. (101-250 participants) non-profit/resident application fee \$25.00 + \$175/day, non-resident profit application fee \$25.00 + \$230/day
\$10.00 per hour	\$25.00 per hour	\$10.73 per hour	\$79.50 per DAY	(1-75 persons) non-profit/local \$7.50 p/hr. profit/non-local \$10 /hr. (76-150 persons) non-profit/local \$25.00 + \$75/day profit/non-local \$25.00 + \$90/day (151-250) non-profit/local \$25. + \$163/day, profit/non-local \$25. + \$196/day (251-500) non-profit/local \$35. + \$275/day, profit/non-local \$35. + \$330/day (501-1000) non-profit/local \$35. + \$450/day, profit/non-local \$35. + \$540/day (1001-1500) non-profit/local \$35. + \$525/day, profit/non-local \$35. + \$630/day (over 1501) non-profit/local \$35. + \$525+ .25/person, profit/non-local \$35. + \$630 + .40/person





				Resident/Non-profit \$40 p/hr. ½ court - \$70 p/hr. full court - \$325/day whole gym - \$30 p/hrs. Dance Room - \$180/day Dance Room Non-Resident/profit \$45 p/hr. ½ court - \$75 p/hr. full court - \$350/day whole gym - \$35 p/hr. Dance Room - \$185/day Dance Room *Day Rate 6 hours or more
\$20.00 per hour	n/a	\$123.44 per hour	\$400.00 per DAY	
18,000 sq ft	n/a	90,000 sq ft	10,000 sq ft	65, 000 sq ft
2 courts, 1 turf field, and a batting cage	n/a	free weights, gyms, tennis courts, racquetball, fitness rooms, walking track	weight room, basketball gym, racketball court	free weights, circuit training, fitness class room, cycling studio, gymnasium, walking/running track, activity pool with water slide, lap pool with diving board, hot tub, rock wall, computer/study area, community meeting rooms
n/a	n/a	n/a	8 lap lanes, 1 diving well, 1 shallow end, 22 person hot tub, 1 outdoor wading pool	Lap Pool • 8 lanes • 25 meter lap pool with the option to raise the floor in the shallow end to convert the pool to 25 yards • 4844.09 sqft surface area • 276,515 gallons Activity Pool • 1848.3 sqft water surface area • 28,143 gallons Hot Tub • 114.4 sqft surface area • 1,832 gallons
n/a	n/a	n/a	n/a	600 sq ft, 2 1/2 stories tall
n/a	n/a	n/a	185 x 85	32,000
Yes	Yes	Yes	No	Yes
	238			



# Appendix C – Community Survey

## Community Interest and Opinion Surveys

### Overview and Methodology

Three statistically-valid citizen interest and opinion surveys were developed by the ETC Institute (ETC). The following taken from the executive summary of the Community Interest and Opinion Survey conducted by ETC in 2015 builds upon the surveys conducted in 2006 and 2012 which were carried out in a similar manner.

ETC conducted a Community Interest and Opinion Survey for the Teton County/Jackson Parks and Recreation Department to evaluate performance of the Department as well as the quality of parks and recreation facilities, programs, and services within the community. The survey was mailed to a sample of 6,000 randomly selected households throughout Teton County/Jackson.

A goal was set to obtain a minimum of 500 completed surveys within Teton County/Jackson boundaries. That goal was exceeded with a total of 612 completed surveys and an overall response rate of 10 percent. The results have a 95 percent level of confidence with a precision rate of at least +/- 3.9 percent.

In general, this survey did not vary greatly from the 2012 survey, nor did it identify a new gap within the service profile. The community shows a high overall support for the Department's assets, while attendance and usage rate have plateaued compared to the difference between the 2006 and 2012 survey. A full survey report exists separate from this document, and specific references are provided in this plan where relevant to key issues.



# Appendix D – Public Engagement Results

## Public Meetings

The Department has earned a reputation for being receptive to feedback by continuously engaging the community through periodic surveys, planning processes, and day-to-day operations. This plan is driven in part by data received through engaging the public in multiple ways including:

- Community surveys
- Focus groups
- Public meetings
- Stakeholder interviews
- Council and Advisory Board work sessions

Since this process utilized survey data that was collected previously, focus groups and other meetings were used as a way to validate the previous information and to discover new opportunities in the community. This section summarizes data collected through each source of input.

## Focus Groups/Public Meetings/Interviews

Focus groups, public meetings, public intercept efforts, and one-on-one interviews were conducted in early May, 2017. The consultant team attempted to speak with as many representative groups and organizations as possible in order to provide the widest range of input. While the following list appears to only represent groups and organizations, it should be noted that participants represented multiple groups, including families, minority populations, underserved populations, age categories, and a wide variety of users.

- JH Youth Soccer
- JH Lacrosse
- JH Youth Baseball
- Jackson Giants
- Jackson Youth Football
- Staff
- Snake River Fund
- Teton Literacy
- One 22
- Curran Seeley
- Children's Learning Center
- Climb
- Community Entry Services
- Residents
- Joint Council Members
- Teton Youth and Family Services
- Senior Center
- Jackson Hole Community Counseling
- JH Chamber of Commerce
- JH Travel and Tourism Board
- Teton Village Association
- Teton Science School
- Teton County School District
- Dancers' Workshop
- Center for the Arts
- JH Art Association
- Children's Museum
- Community Foundation
- Center of Wonder
- JH Public Art
- JH Historical Society
- Snow King Mountain Recreation
- Center Management Group
- Jackson Hole Mountain Resort
- Teton Adaptive Sports
- Friends of Pathways
- Nordic Alliance
- Teton Valley Trails and Pathways
- Conservation Alliance
- Age Friendly Jackson Hole
- PAWS of JH
- Jackson Hole Land Trust

- Trust for Public Lands
- Rendezvous Land Conservancy
- Bridger Teton National Forest
- Wyoming Game and Fish (Jackson Office)
- U.S. Fish and Wildlife
- Central Wy. Community College
- Grand Teton National Park
- Teton County Library
- Teton County Public Health
- St. John's Hospital
- Teton County Sheriff
- Jackson Police
- Community Pathways
- Teton County/Jackson Planning
- Teton County Fair
- Town of Jackson Public Works
- Stingrays Swim Club
- Piranhas Swim Club
- JH Ski and Snowboard Club
- Teton County 4H
- Horse Warriors
- Jackson Hole Kayak Club
- JH Youth Basketball
- Girl/Boy Scouts
- Adult Rugby
- JH Pickleball
- La Ligua Soccer
- Adult Roping
- Wilson Adult Hockey
- Teton Boulder Club
- Teton Trail Runners
- Teton Freedom Riders

During these initial meetings, the project team distributed a questionnaire as a mechanism to collect data beyond the verbal discussion at each session. Questions were developed by GreenPlay with assistance from Department staff and the project team. Information was gathered and categorized in the following areas:

- Strengths
- Opportunities for improvement
- Activities/programs that should be enhanced
- Improvements needed at existing facilities
- Services that could be eliminated
- Underserved portions of the community
- Funding options
- Key issues and values
- Top parks and recreation priorities

#### **Years Participants have lived in the community**

22 percent	<5 years
5 percent	5-9 years
15 percent	10-19 years
58 percent	20+ years

## **Strengths**

- **Programming and Services**
  - High quality programming and service offerings
  - Provides a wide variety of programming (all ages, different types, seasonal, etc.)\*
  - Provides critical child services to the community
  - Services are affordable and accessible for residents, especially youth programming\*
  - Camp Jackson summer program is one of the best programs offered in the community\*
  - Department is able to meet the challenges of the unique sports
- **Service Delivery**
  - Department is a trusted service provider in the community\*
  - Department partners with experts in the community to provide services – river guides, rock climbing, etc.
  - Strong partnerships and willingness to collaborate within the community\*
  - On-going communication and partnerships with affiliate organizations and alternate providers\*
  - Department does not duplicate the programming of other providers
  - Philosophy of fees seems to be in line with the community\*
  - Provides transportation opportunities to their programs
  - Maintenance standard in the system is high\*
  - Access to programs is clear
- **The System**
  - Facilities and park infrastructure are high quality\*
  - Manages a large system of assets (pathways)\*
  - Manages a large system of trails in the winter and provides an appropriate mix of uses\*
  - Good distribution of parks throughout the community
  - Walkability and access to physical infrastructure is high\*
  - System provides a good balance of users and visitors
- **Operations and Staffing**
  - Not afraid of challenges and new endeavors
  - Core staff and leadership have a great direction\*
  - Says yes first regardless of limited resources
  - Longevity of the staff
  - Department accomplishes a significant amount of work with a limited resources\*
  - Strong understanding of the community

## **Opportunities for Improvement**

- **Programming and Services**
  - Integration of arts and culture in the parks
  - Capture more public input on parks system
  - Competitive swimmers are losing water time to recreation programs as the community grows
  - Department could reevaluate scheduling of programs and facilities
  - Youth sports could have more direction
  - Continue to improve the registration system\*
  - Improving communication of the permitting process\*
  - Needs to improve accessibility for people with disabilities



- Service Delivery
  - Programs are cancelled, and people disengage
  - Grow the communication and marketing efforts of the Department\*
  - Improving communication about snow removal – plans, timing, etc.\*
  - Improve coordination between private programs and public programs
  - Improve outreach/awareness/marketing efforts\*
  - Sports leagues are trying to schedule with multiple agencies
  - Communication between the School District and Department can be inhibiting\*
  - Scheduling preference should be given to sports that are in-season
  - Is there opportunities for feedback from other participants – adults, dog owners, visitors?
  - Users sometimes get different answers from different people
- The System
  - Recreation Center is not big enough\*
  - Update and upgrade the existing infrastructure\*
  - Parks need to be more dynamic, innovative, creative features\*
  - Parks need to have more natural play areas and features\*
  - Department seems to be missing a vision for the system especially for natural lands
  - Needs a better balance of active and passive/natural areas\*
  - Improving access to all facilities in the winter – rec center, bathrooms, etc. \*
  - No permanent dog park in the community – dogs laws restrict opportunities\*
  - Locker-rooms are low quality
  - Center’s amenities are falling under disrepair
  - Shortage of athletics fields\*
  - Irrigation needs to be turned on a little sooner in the season
  - Larger system in the pathways is hard to maintain
- Operations
  - Department is often constrained by the economy/budget/political climate\*
  - Needs more diverse funding strategies
  - Department is limited by its resources – funding and staff\*

#### **Activities/Programs that should be Enhanced**

- Joint staff training between the Department and community partners\*
- Increased programming for youth – teens, pre-K, non-structured, day care\*
- Evolve programming with the community\*
- Seniors looking for more trips, mobility, and independence
- Expand Camp Jackson
- Critically look at services (programs, operations, etc.) offered to ensure they align with the mission of the Department\*
- Redevelop the system to integrate public art in the park\*
- Learn to Swim programs and after school swim programs\*
- Lacrosse, soccer, and hockey are growing very fast in the community
- Multi-lingual marketing and advertising
- More fitness classes/programming\*
- Wellness partnerships with the hospital\*
- Outdoor safety and education classes – explore the “front country”
- Education/art programming

## Improvements Needed at Existing Facilities

- Recreation Center/Indoor spaces
  - Increase the service profile of the Rec Center – upgrade existing and adding new amenities\*
  - Find new opportunities for indoor spaces – Ski/snowboard academy, rock climbing facility, fieldhouse\*
  - Create a community gathering space in the parks or at the Recreation Center\*
  - Find a permanent ice rink solution\*
  - Build more sustainable building infrastructure?
  - Upgrade support services in the system – bathrooms, locker rooms, etc.\*
  - More indoor facilities to walk – build an indoor walking track\*
  - Gathering place for youth groups
  - Racquetball court
  - Climbing wall\*
  - Free weights space\*
  - Gymnasium or court space\*
  - Center should serve more of the community – seems to be youth oriented
  - Spaces should be more multi-purpose\*
  - Add a therapy/wellness pool
  - Indoor playgrounds
- Parks
  - Mike Yokel Park is underutilized
  - Complete the proposed phased construction in Alta
  - Pickleball court needs public restrooms
  - Find more permanent pickleball courts
  - Shelters should be added to May Park
  - Develop Stilson property and property at new elementary school\*
  - More natural play and unstructured play\*
  - Create separation from playgrounds and parking spaces?
  - Stilson Master Plan should be developed\*
  - Mountain bike skills course of pump track\*
  - Needs more athletics facilities – sports complex\*
  - Youth sports are pushing out adults
  - Add central bathrooms
  - Dog parks\*
  - Passive and active amenities on the BLM lands\*
  - Co-development at the new school site
  - Wilson Elementary field could be leveled
  - Identify opportunities at Wilson and South Park boat ramps\*
  - Find opportunities in the current system infrastructure
  - May Park and Karns Meadows should be prioritized
  - Micro parks at park-n-ride and along the trail system
  - Provide a fully accessible park – close to aging populations
  - Better communication with Friends of Pathways to increase accessibility
  - Outdoor/additional pool amenity – pool, splash pad/spray ground\*

- Pathways
  - Add outdoor training circuits to pathways – potential wellness partnerships
  - Could use more trails, but not a need
  - Needs to take pathways from recreational assets to transportation assets

#### **Services that could be Eliminated**

- Pathways maintenance partnerships should be re-evaluated\*
- Department serves as a catch all agency. Services need to be evaluated for fit\*
- Continue communication with partners/alt. providers to ensure services are not duplicated\*

#### **Underserved Portions of the Community**

- Teens\*
- Latino/Hispanic community\*
- Single-parent homes\*
- J1 participants
- Preschool-aged youth\*
- Low-income families\*
- Working families
- Aging populations
- People with disabilities\*
- Geographic locations – Teton Village and The West Bank
- Mountain bikers
- Dog owners\*
- Gap in service with adults
- Tourists

#### **Funding Options**

- Joint grants\*
- Community is not generally receptive to taxes\*
- Opportunity to charge more fees – sliding scale is an opportunity\*
- Scholarship opportunities need to remain available throughout the community\*
- Sliding scale makes sense in the community
- Business sponsorships and partnerships
- There is a need to diversify funding strategies\*
- Housing crisis is taking much of the community funding
- Community is reliant on sales tax
- What are there “opt-in” strategies? Stickers, bags, etc.
- Department should consider SPET again\*
- Lodging tax should pay for increased amenities
- Property taxes should be re-evaluated

#### **Key Issues and Values**

- Balance conservation and development\*
- Staffing needs to be addressed within the master plan
- Cost of living and housing
- People are driving out of the community to access “better” recreation centers\*
- Evaluation of maintenance costs
- Arts and culture\*
- Keeping public lands under public ownership; not transferring to private groups\*
- Connect the current population to the history of the area\*
- Town and County are land poor
- Second home community is different from the core of Jackson – more affluent

- Continue access to public space and lands
- Highlight the community character
- Healthy community
- Provide equity in access\*
- Community values:
  - Recreation
  - Community
  - Philanthropy
  - Diversity
  - Extreme creativity
  - Gnarly pioneer
  - Collaboration
  - Outdoor recreators

### **Top Parks and Recreation Priorities**

- Service Delivery
  - Create a communication liaison for partners and affiliate organizations\*
  - Expand adult rec leagues
  - Determine the most appropriate services for the Department to provide, or how to more appropriately balance all of the Department responsibilities with the budget\*
  - Continue collaborating with other agencies\*
  - Create operational/management standards for the river properties\*
- Expansion
  - Expand (or develop new) the Recreation Center or other indoor space\*
  - Explore co-development at the school sites\*
  - Expand focus outside of the Town core\*
  - Town is short sighted about the planning
  - Town may try to grow through annexation
  - Find land for a permanent dog park\*
  - Develop more athletic fields for sports and events\*
- Upgrade
  - Connect facilities (walkability, bikability) for all ages\*
  - Addressing aging facilities and maintaining current infrastructure\*
  - Prioritize BLM land uses (active vs. passive)\*
- Values
  - Grow with the community\*
  - Tell the story of the Department\*
  - Communicate the balance of the growth and the funding of development
  - Facilitate community integration – promote diversity\*
  - Address geographic barriers in the community – seems to be moving away from integration\*
  - Continue outreach to groups in the most need\*

THIS PAGE INTENTIONALLY LEFT BLANK

# Appendix E – Stakeholder Engagement Results

## Engagement of Policy-Makers and Advisors

The Joint Council and the Advisory Board were engaged at different stages throughout the process, including:

- Individual interviews
- Findings presentation
- Visioning Sessions

The goal of each was to better understand the political environment of the community, and to better understand the priorities and opportunities within the community. All of this information is presented as anonymous and incorporated with the rest of the public outreach summaries and information.

THIS PAGE INTENTIONALLY LEFT BLANK

# Appendix F – Parks, Facilities, and Open Space Inventory and Mapping

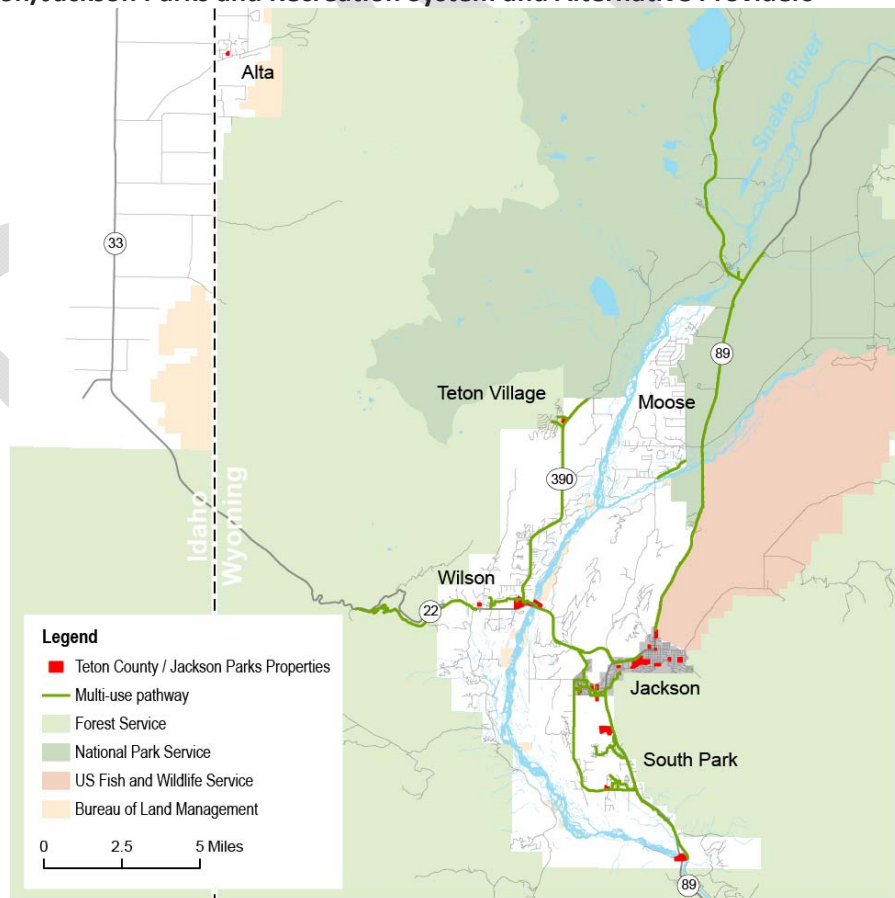
## Parks System Overview

A full facilities and asset inventory was completed in order to understand the relationship of the physical infrastructure within the system as a key component in planning for needs and wants of the community.

The Teton County/Jackson Parks and Recreation Department maintains multiple properties in the Town of Jackson and throughout Teton County, Wyoming. Some of the sites outside of town are along Highways 22 and 89, and within the communities of Wilson, Teton Village, and Alta. There are several additional properties either not designated as park land or not owned by the Town of Jackson for which the Department performs routine maintenance, such as mowing. Some of these properties, such as Aspen Cemetery and non-park county buildings, have limited recreation value, and as such were not evaluated in the inventory. Some of the properties evaluated in the inventory are owned by federal land agencies but function like town parks.

On the whole, Department facilities and properties are well-maintained and in excellent condition. Results consistent with user feedback were gathered in the public process.

**Figure 26: Teton/Jackson Parks and Recreation System and Alternative Providers**





Teton County spans over 4,000 square miles, and much of the area is federal public land, including the entirety of Grand Teton National Park, as shown in **Figure 26**. As such, the county contains tremendous parks and recreation resources outside of the county. However, these sites typically attract a different type of use and user than the county parks. The large size of the county and distance between communities means that both park users, and maintenance staff must often travel long distances to reach some of the park sites. For example, the Alta Community Park is over 40 miles, and one hour and 20 minutes, from the Town of Jackson, without traffic. This large service area is perhaps not unique to Teton County/Jackson Parks and Recreation Department, but does create challenges both for maintenance and user access.

Many partnerships already exist with facilities owned and managed by others, but opportunities to expand services still exist. Some partnerships that could be explored further are:

- **Schools** – This partnership is already critical to the vitality and functioning of the park system, as the bulk of active recreation facilities available to the larger public are located at the High School. The Department should try to engage the School District with regard to expansion and redevelopment plans. This is also important in Alta, where the population may warrant shared resources.
- **Land Conservancies** – Protecting open space for wildlife habitat and aesthetics is a community priority. The county has a large amount of land protected through easement or owned outright by land conservancies, conservation groups, or similar non-profits. The Department should explore options where public access could be granted to some of these areas to provide nature-based recreation such as hiking, biking, cross-country skiing, and boating. Some of this land may even be appropriate for more active recreation and athletics. Any such arrangements would need to be vetted so that they do not impact the organization’s primary goals of protecting ecological function and integrity.
- **Private landowners** – There are several individuals in the community who own large tracts of land close to town. In the spirit of community service and support, some of these residents may be willing to work with the Department to provide land for public recreation. Conservation and pathway easements have created a precedent for these types of partnerships.
- **Federal land agencies** – Much of Teton County land is controlled by federal land agencies. Three of the parks inventoried are actually on federal land, Wilson Boat Ramp and South Park Boat Ramp are on BLM land, and North Park is on US Fish and Wildlife Service (USFWS) land. There are initiatives in motion to transfer other BLM parcels to Department control. As the region grows, pressure and use on these federal lands will grow, and cooperating with these agencies will prove critical.

### **Park Types, Definitions, and Status**

Park sites evaluated in this inventory (**Table 17**) are divided into four different categories or park types based on the predominant use or function of the property.

1. **Active parks** contain multiple athletic fields and/or hard courts. Organized sports are the dominant use of these spaces. Some community parks also contain active recreation features, but these are secondary in importance.
2. **Passive parks** are open space areas mostly used for strolling, relaxing, and wildlife viewing. Natural parks, unprogrammed park space, and boat launches are all in this category.
3. **Gateway parks** include several of the passive parks that also serve as important *gateways* to the community. They are points of entry for visitors and tourists, and as such, the level of use fluctuates drastically throughout the season and day. These sites are also iconic points of interest in the community.

4. **Community/neighborhood parks** are intended to serve the surrounding neighborhood. They typically contain a picnic area, playground, seating, and often an active recreational element from a horseshoe pit to beach volleyball, or even a baseball field in some cases. Except for special events, visitors are typically not travelling great distances to use these sites.

The current status of the park sites also varies as the Department is in the process of expanding its resources. It is important to understand the status of the parks properties, because this affects the level of service that the entire system provides currently, and will in the future.

- **Online parks** are properties that currently serve the community and are being actively maintained by the Department. There are typically no large capital projects planned for these sites.
- **Parks under development** include several recently acquired sites for which master plans and capital development budgets have been approved. In some of these cases initial phases of the park have already been constructed.
- **Planned parks** are sites for which the master planning process is in the early stages, typically because the land has only recently been acquired or because a formal approval process is incomplete. In other cases, making improvements to these sites has not been regarded as a top priority.

Because of regular and ongoing improvement projects on many of these properties these status labels may not always be clear, similar to park type labels. For example, May Park was recently opened to the public, but there are still plans for major improvements on the property. A portion of South Park Boat Ramp is also open to the public but has been categorized as “under development” since a significant portion of the park to the west has not yet been constructed. Therefore, it will be valuable to regularly reassess these categories as the system and individual properties continue to evolve.

**Table 17: Teton County Jackson Park Sites Inventoried**

Site	Owner	Type	Status
Alta Community Park	Teton County	Community park	Online
Emily Stevens Park	Teton County	Passive	Online
Fairgrounds	Town of Jackson	Active	Online
High School Recreation Complex	State of Wyoming	Active	Online
Karn’s Meadow Park	Town of Jackson	Passive	Under development
May Park	Town of Jackson	Community park	Online
Mike Yokel Park	Town of Jackson	Community park	Online
Miller Park	Town of Jackson	Community park	Online
Munger View Park	Teton County	Community park	Online
North Park	USFWS	Passive - gateway	Online
Owen-Bircher Park	Teton County	Community park	Online
Phil Baux Park	Town of Jackson	Community park	Online
Powderhorn Park	Town of Jackson	Community park	Online
Rangeview Park	Town of Jackson	Community park	Online
Russ Garaman	Creekside Village HOA	Passive	Online
South Park Boat Ramp	BLM	Passive	Under development
Stilson Park	Teton County	Active	Planned
Teton Village Community Park	Teton County	Community park	Planned
Town Square	Town of Jackson	Passive - gateway	Online
Valley Springs Wildlife Habitat	Teton County	Passive	Planned
Wilson Boat Ramp	BLM	Passive	Under development

There are ongoing discussions with federal land agencies, particularly the Bureau of Land Management (BLM), to transfer additional sites beyond the list above to the Department's care. These properties were not considered in the inventory, as there is still uncertainty about the final ownership, uses, and timeline.

### Park Features and Components

Each of the parks evaluated in this inventory contained a number of programmatic elements or features, known as components. **Table 18** shows the components evaluated. The quality and level of maintenance of the majority of these components ranged from good to excellent. Understanding the overall quantities and spatial distribution as compared to community desires will be important during further analysis.

**Table 18: Teton County - Jackson Park Site Features and Components**

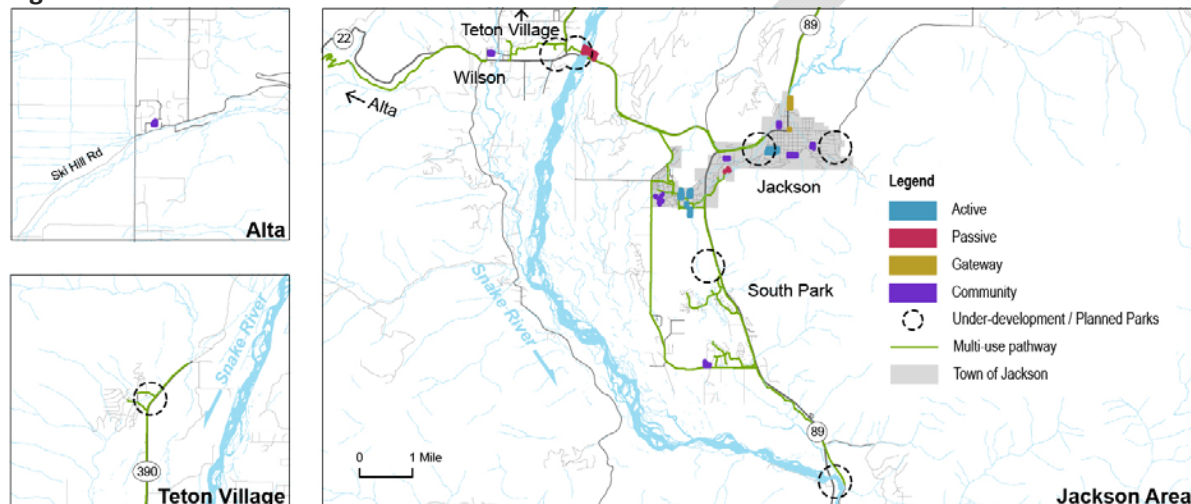
Site	Playground	Restrooms	Picnic Shelter	Community Garden	Nature Trail/Boardwalk	Water Access	Athletic Field (multi-use)	Baseball, Softball, Little League	Tennis	Basketball	Volleyball	Unprogrammed Turf/Play	Skating Rink (Winter)
Alta Community Park	✓	✓										✓	
Emily Stevens Park		✓			✓	✓							
Fairgrounds		✓						✓	✓				✓
High School Recreation Complex		✓					✓	✓	✓				
Karn's Meadow Park					✓	✓							
May Park				✓		✓						✓	
Mike Yokel Park	✓	✓	✓			✓					✓		
Miller Park	✓	✓	✓						✓	✓			
Munger View Park	✓	✓	✓		✓								
North Park			✓		✓	✓							
Owen-Bircher Park	✓	✓	✓		✓						✓	✓	✓
Phil Baux Park		✓	✓					✓**				✓	
Powderhorn Park	✓	✓	✓					✓				✓	✓
Rangeview Park	✓	✓*										✓	
Russ Garaman					✓	✓							
South Park Boat Ramp		✓				✓							
Stilson Park ***	✓	✓					✓	✓	✓				
Teton Village Community Park				✓									
Town Square													✓
Valley Springs Wildlife Habitat						✓							
Wilson Boat Ramp						✓							
* Rangeview Park has portable/ seasonal restrooms													
** The Phil Baux Little League field is used more often for community events than for organized sports													
*** Stilson Park is in the planning phase. Amenities are based on 2014 master plan													

From the table, active parks contain the most average number of component (4.3) followed by community parks (3.7) then gateway parks (2) and passive parks (1.8). When looking at the development or design of parks, the park classification should be considered. *(This chart is not meant to restrict the number of components held within parks, but does intend to show the intended character.)*

## Park Type Distribution

Due to the nature of the Department, a vast service area with a localized population/economic center, a traditional proximity level of service analysis may not be an appropriate mechanism to determine its level of service. It is assumed that the distance a person has to travel in the Department's system to access a given amenity is acceptable and appropriate and aligns with the Comprehensive Plan strategy of utilizing the Town of Jackson as a "core." **Figure 27** depicts the spatial distribution of recreational components within the service boundary. Most neighborhoods within Town limits are within a 1/4 mile distance to a Park and this excludes the multi-use pathway network which improves connectivity within the Town and adjacent areas.

**Figure 27: Distribution of Parks Within the Service Area**



The needs assessment noted the high-quality experiences provided by the Department. This plan assumes that the current system is the standard expected by the community, and will identify opportunities to maintain, increase, and evolve this level of service as the community continues to grow and as they relate to the Comprehensive Plan.

## Facility and Park Distribution Relating to Other Planning Efforts

The following perspectives are overlays of the distribution of the park system, including a 1/4 mile "walkability" zone, and planning areas from Town and County planning documents. These perspectives were created to help understand the relationship between this plan and the larger vision of the community.

The Comprehensive Plan describes the following district classifications:

Complete Neighborhoods provide:

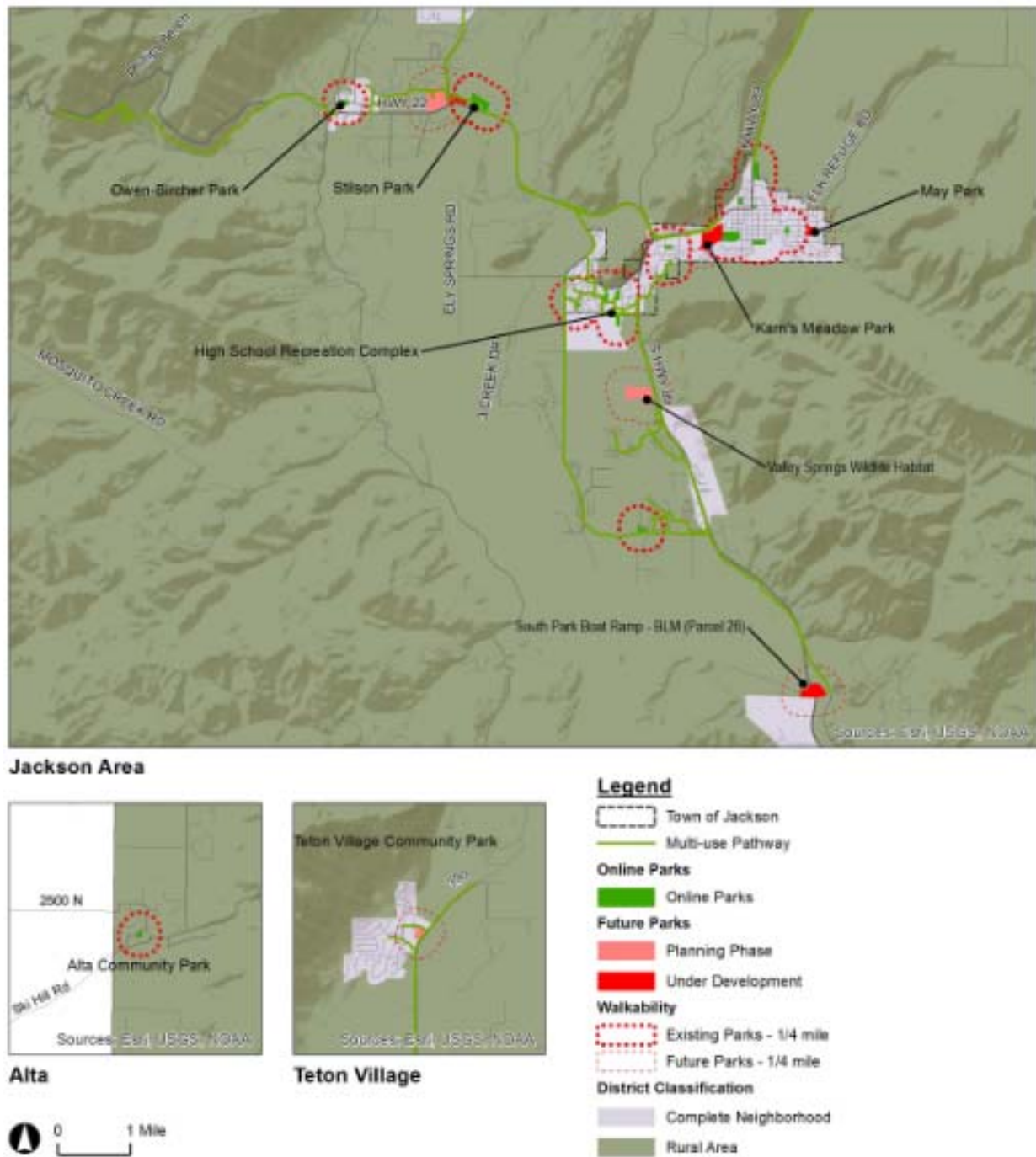
- *Defined character and high-quality design*
- Public utilities (water, sewer, and storm sewer)
- *Quality public spaces*
- A variety of housing types
- *Schools, childcare, commercial, recreation, and other amenities within walking distance (1/4 to 1/2 mile) of residences*
- Connection by complete streets that are safe for all modes of travel

Rural Areas provide:

- *Viable wildlife habitat and connections between wildlife habitat*
- Natural scenic vistas
- Agricultural and undeveloped open space
- *Abundance of landscape over built form*
- Limited, detached single family residential development
- Minimal additional nonresidential development

**Figure 28** overlays the park facilities inventory with the Comprehensive Plan's district classification map. Most of the parks fall within the "Complete Neighborhoods" zones. The circles created by the dashed, red line represent the 1/4 mile "walking distance" criteria.

Figure 28: District Classification



Gaps in the system, based on **Figure 28** and the 1/4 mile walking distance criteria, seem to be on the east side of the community by May Park, Teton Village, and south of South Park towards the community of Hoback. Though, when considering May Park and Teton Village Community Park are currently being developed, if the dashed lines were expanded to 1/2 mile (meeting the walkability requirement of a complete neighborhood), and with the high satisfaction rates from the public, the Department appears to have good park park ditribution within the community.



## **The Comprehensive Plan**

At the highest (District) level, the Department is meeting its obligations to the Comprehensive Plan. To further analyze the system, the Comprehensive Plan breaks each district into four Subareas.

### ***Complete Neighborhood – Stable Subarea:***

- Subareas in which no change to the existing character is necessary.
- Development will be infill that maintains the existing identity or vitality.
- The subarea may benefit from strategic infill or development of non-existing Complete Neighborhood amenities.

Parks in this subarea include: May Park, Owen-Bircher Park, Town Square Park, Rangeview Park, North Park, Mike Yokel Park, Alta Community Park, and High School Recreation Fields.

### ***Complete Neighborhood – Transitional Subarea:***

- Subareas where most of the community would agree that development/redevelopment or a change in character would be beneficial.
- Subareas that would benefit from reinvestment and revitalization.
- Goals for development include improving access to jobs, housing and services and reducing reliance on single-occupancy trips.

Parks in this subarea include: Karns Meadows, Phil Baux Park, Powderhorn Park, Miller Park, and Teton Village Park.

### ***Rural Area – Preservation Subarea:***

- Subareas in which no change to the existing undeveloped character of the scenic resources and wildlife habitat is necessary.
- Additional amenities and infrastructure are inappropriate.
- May benefit from some clustered residential development that improves the overall preservation of open space.

Parks in this subarea include: Valley Springs Wildlife Habitat and South Boat Ramp.

### ***Rural Area – Conservation Subarea:***

- Areas of existing development and platted neighborhoods with high wildlife values, where development/redevelopment should focus on improved conservation.
- Areas that benefit from an increase in open space, scenic resources, and habitat enhancement.
- Goals include balancing existing development with improved wildlife permeability and scenic enhancements.

Parks in the subarea include: Stilson Property, Emily Stevens Park, and Wilson Boat Ramp.

**Figure 29** and **Figure 30** overlay the park facilities inventory with the Comprehensive Plan’s subarea classification map. Most of the parks fall within the “Stable and Transitional Subareas” zones. These zones need to be considered as sites are developed and redeveloped to ensure that they continue to meet the character requirements of the Comprehensive Plan

**Figure 29: Subarea Classification**



#### Jackson Area



#### Alta



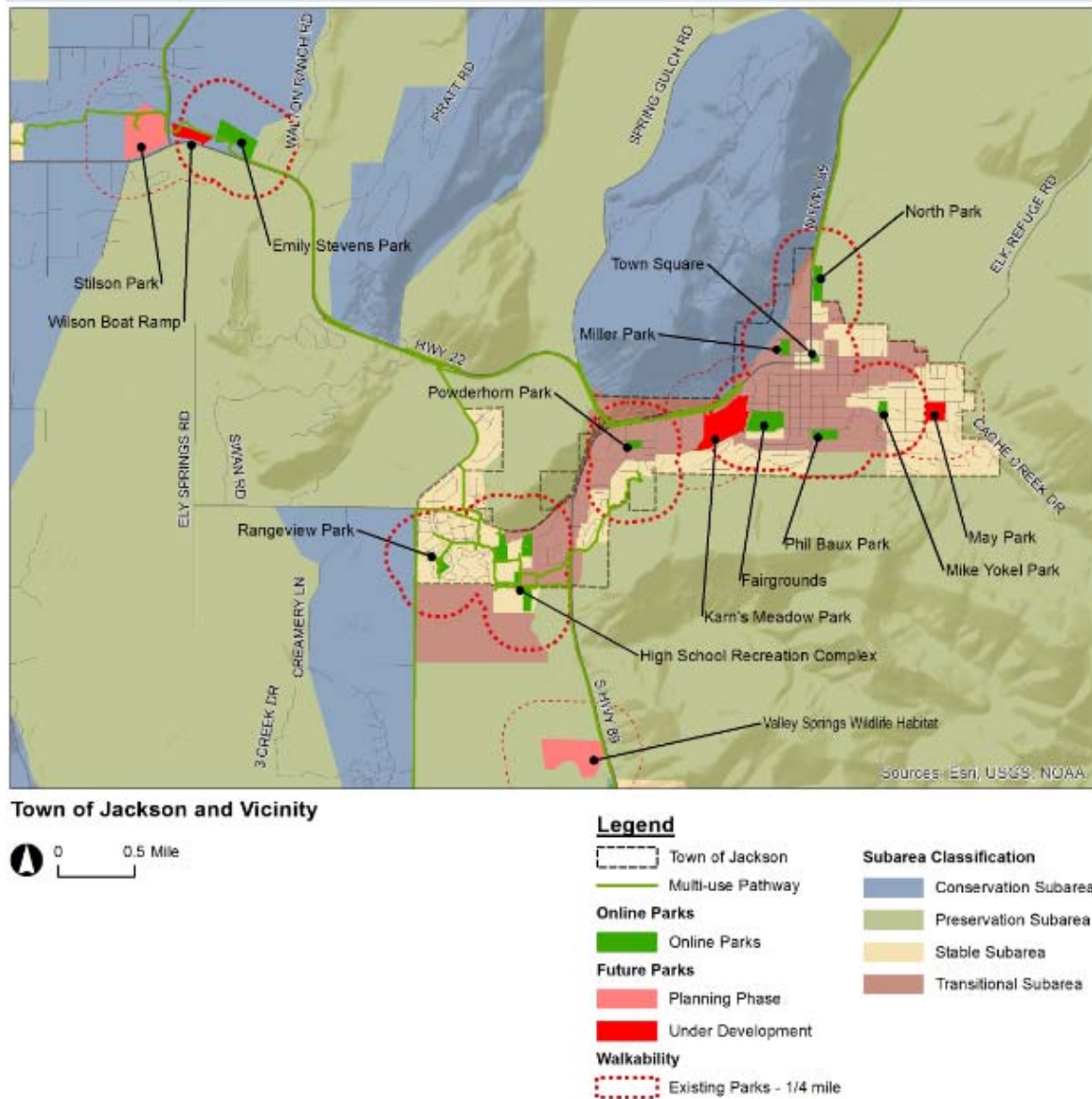
#### Teton Village

#### Legend

- Town of Jackson
- Multi-use Pathway
- Online Parks**
- Online Parks
- Future Parks**
- Planning Phase
- Under Development
- Walkability**
- Existing Parks - 1/4 mile
- Future Parks - 1/4 mile
- Subarea Classification**
- Conservation Subarea
- Preservation Subarea
- Stable Subarea
- Transitional Subarea

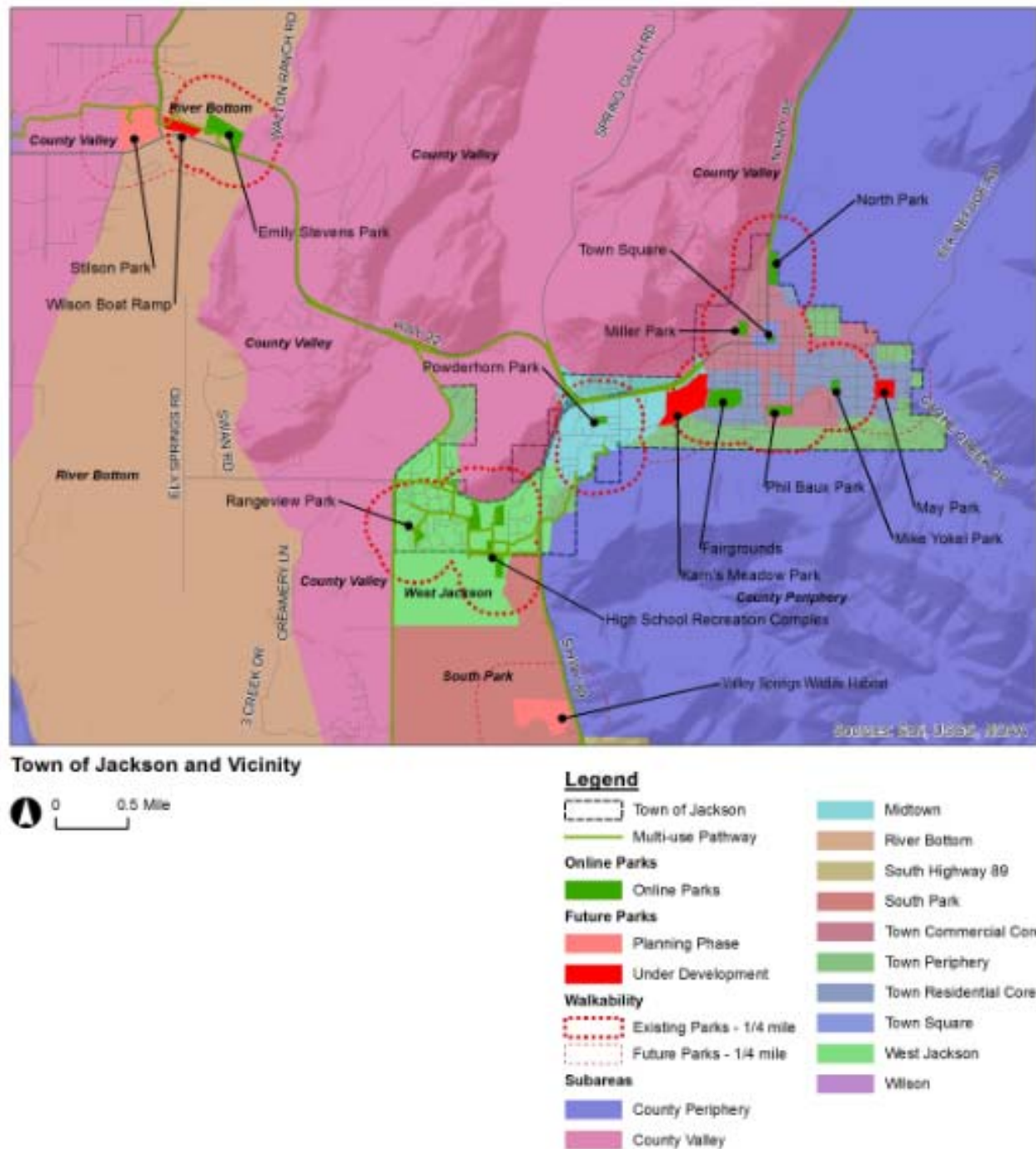


Figure 30: Town of Jackson Subarea Classification



The Comprehensive Plan also breaks the planning areas down into 12 Planning Subareas in the Town. Looking closer at the planning subareas (**Figure 31**), the park system is mostly distributed within eight subareas focused around the Town core.

Figure 31: Town of Jackson Planning Subareas



All of these perspectives show good distribution of the park system, with no glaring gaps in services, except in the communities to the south of the county. The parks are distributed equitably through the planning areas, and are focused around population centers.

## Pathway System

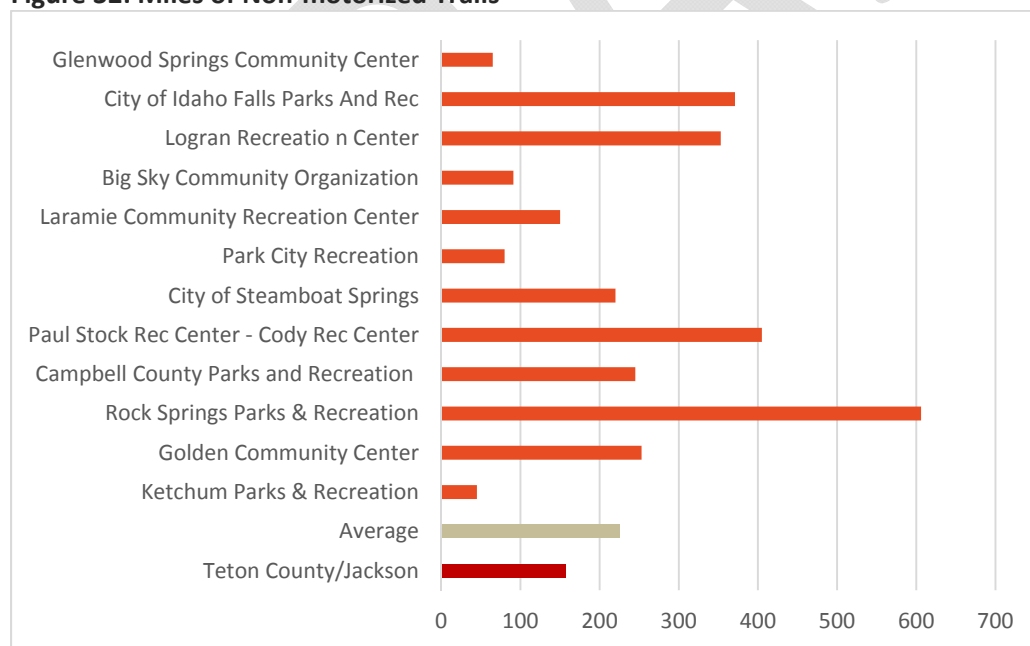
### Teton County/Jackson Pathways Master Plan

The Pathways Master Plan also provides a vision for connections: *“Imagine using ‘human power’ to move through the Jackson Hole landscape on a smooth surface, lined by wildflowers and native plantings, through conservation areas and neighborhoods, connecting schools, resorts, work and recreation, with custom designed benches, rest areas, and works of art designed to connect the heritage and culture of Jackson Hole...Imagine being able to redefine the connection between the human and natural environments, and to build a ‘green infrastructure’ that reduces fossil fuel consumption, enables freedom of mobility, encourages more physical activity, allows children to walk or bike to school, reduces traffic congestion, and makes it possible to create economic growth at the same time...This is the Jackson Hole Community Pathways System.”<sup>27</sup>*

Trails and community pathways are a significant recreational and alternative transportation infrastructure, but are most effective in increasing public health when they are part of a system. In fact, the Centers for Disease Control and Prevention’s (CDC) Trails for Health Initiative<sup>28</sup> concluded that a connected system of trails increases the level of physical activity in a community.

While the pathway system may be maintained by the Parks Department, the individual sections are owned by various entities and easements or agreements are used to provide continuous public access. These linear parks are of critical importance in that they link other park sites.

**Figure 32: Miles of Non-motorized Trails**



The Department provides the 7<sup>th</sup> most miles of trails when compared to other reporting agencies.

<sup>27</sup> Teton County/ Jackson Pathways Master Plan

<sup>28</sup> Centers for Disease Control and Prevention, “Guide to Community Preventive Services,” <http://www.thecommunityguide.org/index.html>

## **Other Recreational Resources**

The focus of this study is on Teton County/Jackson Parks system; however, it is still worth noting that multiple other recreational resources exist within the county, as described below.

### **Public**

This includes Federal land owned and managed by National Park Service, National Forest Service, U.S. Fish and Wildlife, and Bureau of Land Management. These sites are typically focused on wilderness experiences, environmental education, and passive recreation. They typically include extensive trail networks and some, such as the National Parks, charge entrance fees.

School properties, owned by the State of Wyoming, provide recreation resources to the larger community, but school activities take priority. The high school in particular plays a critical role of providing athletic field space for organized sports, and as such, the Parks Department is involved in facility maintenance. The High School Recreation Complex has been included in the parks inventory, because of the vital role it plays in the community as a provider of athletic field space.

### **Non-profit – Open to the Public**

Rendezvous Park is currently under construction with portions open to the public. It is owned and managed by the nonprofit Rendezvous Land Conservancy. Similarly, Astoria Hot Springs Park, which is currently in the final approval process, will be managed by a non-profit land conservancy instead of the Parks Department.

### **Private**

Certain Home Owner Associations (HOAs) in the county have private parkland associated with a development, but these are typically used by residents of a particular subdivision. Additionally, land conservation organizations own or have secured easements on a lot of land in the valley, but much of this land is intended to protect wildlife habitat and does not allow for public access. Myriad private for-profit recreational facilities and organizations also exist in the region.

THIS PAGE INTENTIONALLY LEFT BLANK

## Appendix G – Teton County School District Agreement

DRAFT

THIS PAGE INTENTIONALLY LEFT BLANK

**COMPREHENSIVE RECREATION FIELDS AND FACILITIES USE AGREEMENT**  
**BY AND BETWEEN**  
**TETON COUNTY SCHOOL DISTRICT NO. 1**  
**AND**  
**TETON COUNTY, WYOMING AND TOWN OF JACKSON, WYOMING**

This Comprehensive Recreation Fields and Facilities Use Agreement ("Agreement"), to be effective May 1, 2013, is made by and between the Teton County School District #1, a duly organized school district of the State of Wyoming ("the School District"); and Teton County, Wyoming, a duly organized county of the State of Wyoming and the Town of Jackson, a Wyoming Municipal Corporation (collectively "the Town/County").

**RECITALS:**

WHEREAS, pursuant to Wyo. Stat. § 21-3-111 (2013), the School District has the authority to enter into agreements with any public or private agency, institution, person, or corporation for the furnishing or leasing of real property or facilities by the School District; and

WHEREAS, the School District owns, or leases from the State of Wyoming, land in Teton County, Wyoming ("the Property") upon which the current recreational fields and facilities are located which are used and maintained by both the School District and the Town/County and which are the subject of this Agreement, all of which are more specifically listed in Exhibits A and B and shown on the Map attached as Exhibit C ("the fields and facilities"), attached hereto and incorporated by reference herein; and

WHEREAS, the School District has agreed to allow the Town/County use of designated portions of the fields and facilities for recreational purposes in exchange for the Town/County's assistance to the School District in the construction, maintenance, repair and scheduling of such fields and facilities; and

WHEREAS, the Town/County, the Jackson/Teton County Public Facilities Joint Powers Board, and the School District executed and entered into an agreement on July 22, 1991 to work cooperatively to bring about the construction of a recreation center, which facility has a swimming pool and related facilities ("the Recreation Center"); and

WHEREAS, as partial consideration for use of the Recreation Center by the School District, the School District executed and delivered to the Town of Jackson a



Warranty Deed dated September 17, 1993, and recorded on September 20, 1993, in Book 276 of Photos at Pages 0963-0964 which deeded to the Town a portion of land previously owned by TCSD upon which the Recreation Center was constructed. The Town thereafter executed and delivered the same property to the Jackson/Teton County Public Facilities Joint Powers Board by Warranty Deed dated September 17, 1993, and recorded on September 20, 1993, in Book 276 of Photos at Pages 965-966 of the Teton County Records; and

WHEREAS, the Davey Jackson Elementary School Gym was constructed as an “enhancement” with Special Purpose Excise Tax dollars for the purpose of shared use among the School District and the community at large, specifically for use by the School District for elementary school physical education, school activities and events, and competitive sporting events, as well as for use by the Town/County for afterschool kids club programs and evening recreation leagues; and

WHEREAS, it is in the best interests of the taxpayers of the Town, the County, and the School District, to avoid duplication in efforts and expenditures with regard to the provision of recreational fields and facilities; and

WHEREAS, the School District and the Town/County have, in the past, executed numerous agreements regarding recreational facilities and the various properties on which those recreational facilities are situated and which have various termination dates, including some termination dates that have passed without formal renewal of the agreements (the “Prior Agreements”); and

WHEREAS, it is the purpose of this Agreement to replace and update the Prior Agreements and to create one executed document which encompasses and sets forth in full the agreed upon rights, responsibilities and obligations of the parties in regard to the construction, maintenance, repair and scheduling of such fields and facilities and to include a termination date for this Agreement; and

WHEREAS, this Agreement specifically replaces and updates that certain Comprehensive Fields and Facilities Use Agreement effective on September 1, 2009 and Amendment #1 effective on August 13, 2012; and

WHEREAS, it is necessary, and the desire of the parties hereto, to revise this Agreement to account for the changes in the start and stop times for the School District beginning in the Fall of 2012 in regard to the scheduling of the use of the fields and facilities which are the subject of this Agreement so that the parties can mutually agree

upon scheduling, avoid conflicts, and offer programs and recreational opportunities as simultaneously as possible.

**NOW, THEREFORE, IT IS HEREBY AGREED** that, for and in consideration of the covenants and agreements contained herein, and other good and valuable consideration, the receipt of which is hereby acknowledged, the parties do mutually agree as follows:

**A. SCHOOL DISTRICT OWNED/LEASED RECREATION FIELDS**

1. The School District recognizes and agrees that the Town/County has placed improvements upon lands owned or leased by the School District. The parties agree that all improvements that have been placed upon lands owned or leased by the School District are attached to the real property and are improvements solely owned by the School District, unless otherwise noted herein or by a separate and distinct writing. Specifically, the improvements made to the Skateboard Park, as shown on **Exhibit C**, shall not be owned, or become the property of, the School District.
2. The Town/County agrees to operate and maintain certain recreation fields situated on lands owned or leased by the School District, which are listed on **Exhibit A** attached hereto ("**fields**").
  - a. **Exhibit A** may be modified from time to time by written amendment to this Agreement.
3. The Town/County shall operate and maintain the fields in the following manner:
  - a. All costs associated with the operational maintenance of the fields shall be paid for by the Town/County.
  - b. Town/County shall be responsible for all operational maintenance needs of the fields. "Operational maintenance" of fields shall include, but is not limited to: mowing; fertilizing and seeding; watering, scheduling of watering, maintaining and repairing irrigation system; lighting and maintaining lights; repairing and restoring field surfaces damaged due to ordinary wear and tear; maintaining trees and shrubs; maintaining and repairing all fencing; cleaning and maintaining public restrooms; and

- maintaining all fields in a neat and orderly condition, including collecting and removing of all trash on a regular basis.
- c. The School District shall be responsible for any and all costs associated with repairing or replacing the fixed capital improvements to the fields that are a result of damage or vandalism, and are not included in the Town/County's operational maintenance responsibilities as set forth above, unless such damage or vandalism is caused by the acts or omissions of the Town/County, its agents, employees, representatives, affiliates, successors or assigns.
  - d. Town/County shall be responsible for the operational maintenance of the irrigation system. The Town/County and School District shall share equally: the cost of all utilities associated with watering; the cost of domestic water used for watering; and the cost of additions to or repairs of the irrigation system. Town/County shall pay all electrical utilities costs associated with lighting the fields.
4. Priority of use and the control and scheduling of the fields by the respective parties shall be as follows:
- a. The School District shall have priority use of the fields during the academic year, including preseason sports, as defined by the adopted school calendar, ("the school year"), during all hours. The parties, through their designated administrators, shall jointly agree upon the detailed schedules for use of all fields for each season. The School District shall submit its schedule for fall sports by February 1<sup>st</sup> and submit its schedule for spring and summer by November 1<sup>st</sup>. It is the intent of the parties that the School District specifically is vacating exclusive use of the fields from 3:30 – 5:30 p.m. during the school year to adopt a more flexible and youth friendly scheduling of after-school activities and practices by both the School District and the Town/County subject to the priority of use set forth in Paragraphs A.4.c and A.4.d herein.
  - b. Town/County shall schedule and have priority use of the fields during the summer during all hours. If the School District requests use of the fields during the summer, then the School District shall request and schedule such use with the Town/County's for the upcoming summer prior to November 1<sup>st</sup>. The parties, through their designated administrators, shall jointly agree upon the detailed schedules for use of

all fields during the summer. The priority of use and scheduling shall be in accordance with Paragraphs A.4.c and A.4.d herein.

- c. In the event that an unforeseen use by either party is needed but not requested by the dates set forth above, the requesting party shall request and schedule such use with the other at least thirty (30) days prior to the event, if practicable, with the understanding that the School District has priority during the school year, as set forth above, and the Town /County has priority of use during the summer.
  - d. All scheduling and use times of the fields that are the subject of this Agreement by either the School District or Town/County shall generally be in accordance with the following priority of use: 1) use by school children, with priority from youngest to oldest in age; and 2) use by adult recreational programs.
5. Prior to construction or placement of an improvement, or an alteration to an existing improvement, by the School District or a third party, shall meet with the Town/County to discuss proposed improvements or alteration. The Town/County may have the option of discontinuing the operational maintenance of that field based upon their objection to such improvement or alteration.
  6. To the extent that some uses may be allowed on the fields which are not specifically scheduled or subject to this Agreement (such as use of fields for skate skiing tracks or ice rinks) which may be allowed on a temporary basis, allowance of such use by the School District does not imply that such use is incorporated into, or becomes part of, this Agreement.

#### **B. SCHOOL DISTRICT OWNED/LEASED RECREATION FACILITIES**

1. The School District agrees to allow the Town/County use of certain facilities which are owned by the School District, which are listed on **Exhibit B** attached hereto ("**facilities**").
  - a. **Exhibit B** may be modified from time to time by written amendment to this Agreement.
2. The Town/County shall have no responsibilities toward maintenance or operation of the facilities with the following exceptions:
  - a. After use of a facility, the Town/County shall be responsible for restoring

the facility to a neat and orderly condition, which shall include providing or reimbursing the School District for any janitorial services or other costs for any labor, materials or equipment specific to the Town/County's use during non-school hours, as defined in Paragraph B.4.b below.

- b. The Town/County shall be responsible for any and all costs associated with repairing or replacing the fixed capital improvements to or personal property located in the facilities that are a result of damage or vandalism to the facilities during the Town/County's use of the facilities, and where such repair is not included in the School District's operational maintenance responsibilities, unless such damage or vandalism is caused by the acts or omissions of the School District, its agents, employees, representatives, affiliates, successors or assigns.
3. The Town/County may use equipment owned by the School District that is associated with the facility unless expressly prohibited in writing by the School District. The Town/County shall be responsible for any damage to, or repairing and replacing of, any and all equipment which is caused by the acts or omissions of the Town/County, its agents, employees, representatives, affiliates, successors or assigns.
4. Priority of use and the control and scheduling of the facilities by the respective parties shall be as follows:
  - a. The School District shall schedule and have priority use of the facilities during the school year and summer, subject to Paragraph 4b below. The parties, through their designated administrators, shall jointly agree upon the detailed schedules for use of all facilities for each season, subject to the priority of use set forth in Paragraphs B.4.c, B.4 .d and B.4.e herein. The Town/County shall submit its schedule for fall and winter sports by May 1<sup>st</sup> and submit its schedule for spring and summer by November 1<sup>st</sup>.
  - b. Specifically in regard to Davey Jackson Elementary School gym (DJES), the School District shall schedule and have priority of use of the facility during the school year during school hours. The Town/County shall schedule and have priority of use of DJES gym after school hours and during the summer. The School District shall submit its schedule for non-school day, after hour special events, and major maintenance of the facility, to the Town/County at least ninety days (90) in advance, if practicable.
  - c. In the event that an unforeseen use by either party is needed but not

requested by the dates set forth above, the requesting party shall request and schedule such use with the other at least thirty (30) days prior to the event, if practicable, with the understanding that the priorities for use set forth in each paragraph above shall govern.

- d. All scheduling and use times of the facilities that are the subject of this Agreement by either the School District or Town/County shall generally be in accordance with the following priority of use: 1) use by school children, with priority from youngest to oldest in age; and 2) use by adult recreational programs.
- e. In regard to the afterschool programs administered by the Town/County, during the school year, the School District will give first priority to the Town/County in those schools that are participating in the Town/County after school program.

#### **C. TOWN/COUNTY PARKS AND RECREATION CENTER AND SWIMMING POOL**

1. The Town/County agrees to allow the School District use of the Town/County Parks and Recreation Center and Swimming Pool ("the Recreation Center") for the purpose of swimming instruction and recreational opportunities to meet the physical education needs of the School District.
2. The School District shall have no responsibilities toward maintenance or operation of the Recreation Center.
3. The School District may use equipment owned by the Town/County that is associated with the Recreation Center unless expressly prohibited in writing by the Town/County. The School District shall be responsible for any damage to, or repairing and replacing of, any and all equipment which is caused by the acts or omissions of the School District, its agents, employees, representatives, affiliates, successors or assigns.
4. The School District shall have first priority for the use of the Recreation Center, specifically the swimming pool and locker room facilities during the school year for swim classes and for swim team practices and swim meets, with such times being mutually agreed upon by the parties and as more specifically set forth below. The School District shall provide a list of all uses and schedules needed during the school year prior to May 1st. Any uses and schedules needed during the summer shall be provided by February 1st.

5. The School District shall be allowed to use the Recreation Center upon the following terms and conditions:
- a. The School District will pay the actual costs of the lifeguards and instructors provided by the Department for any swimming instruction.
  - b. During the school year, the School District shall have exclusive use of the pool during scheduled swim meets, as scheduled by the Wyoming High School Activities Association, in order to conduct such swim meets.
  - c. At a minimum, varsity morning practices shall consist of the following times: Tuesday/Thursday 6:15 a.m. to 7:15 a.m. (one to two lanes guaranteed) and Tuesday/Thursday 7:00 a.m. to 8:00 a.m. (three lanes guaranteed). At a minimum, evening practices (varsity and junior varsity) shall consist of the following times: Monday, Tuesday, Wednesday, Thursday 3:30 p.m. to 5:30 p.m. (eight lanes guaranteed). At a minimum, preseason fall practices shall consist of the following times: 8:00 a.m. to 10:00 a.m. (eight lanes guaranteed).
  - d. At a minimum, middle school practices shall consist of the following times: Monday through Friday, 4:00 p.m. to 5:45 p.m., (eight lanes guaranteed).
  - e. The Town/County administrators have the discretion to fill in open slots of lanes to the School District beyond those times guaranteed to the School District. The parties, through their designated administrators, may jointly agree in writing to adjust the specific times and days of the week stated in this Sections C.5.c and C.5.d.
  - f. In the event that an unforeseen use by either party is needed, the requesting party shall request and schedule such use with the other at least thirty (30) days prior to the event, if practicable.
  - g. The School District shall be responsible for any damage or vandalism to the Recreation Center which is caused by the acts or omissions of the School District, its agents, students, employees, representatives, affiliates, successors or assigns.
  - h. All utilities associated with the School District's use of the Recreation Center shall be paid for by the Town/County.

#### **D. GENERAL PROVISIONS**

1. **TERM.** This Agreement shall be effective as of the 1st day of May, 2013, and shall continue in full force and effect through the 30th day of April, 2015, unless

sooner terminated as hereinafter provided. Provided that neither party is in default in the performance of their obligations hereunder, this Agreement shall automatically and indefinitely renew for additional two (2) year terms until either party gives notice of its intent to terminate the Agreement or unless otherwise terminated as provided for herein. All the terms and conditions during the renewal period(s) shall be the same as during the original term, unless modified by the parties in writing as provided herein. Renewal shall be deemed automatic without additional notice unless either party notifies the other in writing of non-renewal on or before sixty (60) days prior to the expiration of the current term.

2. FEES. Both parties shall be responsible, at their sole cost and expense, for the maintenance, repair, construction, and any and all services as specified herein. Neither the School District nor the Town/County shall charge the other any rent or usage fees for the use or lease of the fields and facilities and the property that are the subject of this Agreement, except that the parties may charge the other fees sufficient to cover any and all costs for services, labor, materials and equipment that are above and beyond the costs of "Operational maintenance," as defined in Section A.3.b., and for services as described in Sections B.2 and C.5.a and C.5.h herein.
3. INDEMNIFICATION. The Town/County shall indemnify, release and defend the School District and hold it, its trustees, officers, administrators, agents, employees, affiliates, representatives, successors and assigns harmless from and against any and all losses, damages, liabilities, costs, claims and reasonable expenses, including attorney's fees and costs, in connection with personal injury, loss of life, breach of contract, or damage to property directly arising out of, based upon or resulting from the Town/County's use, operation, maintenance, repair or improvement of the fields and facilities or the Property which are the subject of this Agreement, whether such losses, damages, liabilities, costs, claims and reasonable expenses, including attorney's fees, are occasioned wholly or in part by any act or omission of the Town/County, its members, directors, officers, administrators, agents, employees, licensees, business invitees, clients, students, or by any contractor or subcontractor hired by the Town/County. The parties expressly understand and acknowledge that, under the Town/County's current liability coverage through Local Government Liability Pool, any losses, damages, liabilities, costs, claims and reasonable expenses, including attorney's fees, which are deemed to be the responsibility of the Town/County under this indemnity provision will not be paid for by LGLP but instead would be funded directly from the Town/County.

The School District shall indemnify, release and defend the



Town/County and hold it, its directors, officers, administrators, agents, employees, affiliates, representatives, successors and assigns harmless from and against any and all losses, damages, liabilities, costs, claims and reasonable expenses, including attorney's fees and costs, in connection with personal injury, loss of life, breach of contract, or damage to property directly arising out of, based upon or resulting from the School District's negligent acts or omissions in regard to the use, operation, maintenance, repair or improvement of the fields and facilities or the Property which are the subject of this Agreement.

4. INSURANCE. Throughout the term of this Agreement, the Town/County shall obtain and keep in effect insurance or other coverage which provides general liability protection for personal injury and/or death and property damage resulting from the Town/County's negligent acts or omissions in regard to the use, operation, maintenance, repair or improvement of the fields and facilities or the Property which are the subject of this Agreement. Such coverage shall be sufficient to afford minimum protection of not less than those limits established by the Wyoming Governmental Claims Act, Wyo. Stat. § 1-39-101, et seq., as may be amended, and One Million Five Hundred Thousand Dollars (\$1,500,000) per occurrence, Five Million Dollars (\$5,000,000) aggregate in coverage for out of state and federal claims. If permissible under the policy, the Town/County shall name the School District as a co-insured. The Town/County shall provide to the School District proof of a binding written commitment for the issuance of the insurance or liability coverage required by the terms of this paragraph. All such insurance policies shall contain a clause or endorsement to the effect that they may not be terminated or materially amended during the term of this Agreement except after thirty (30) days written notice to the School District. The parties expressly understand and acknowledge that, in the event that the Town/County's current liability coverage through Local Government Liability Pool does not cover any losses, damages, liabilities, costs, claims and reasonable expenses, including attorney's fees, which are deemed to be the responsibility of the Town/County under this provision, such liabilities will be funded directly from the Town/County.
5. EXISTING STATE LEASE. The Parties recognize that some of the fields and facilities that are the subject of this Agreement are located on property belonging to the State of Wyoming subject to a lease to the School District for school district purposes. All facilities to be placed or constructed upon the Property shall be subject to the prior approval of the State Land Board; the Town/County will notify the School District and the State Land Board before any additional buildings, facilities or structures are constructed or placed on the Property or if the Property is used for any other purpose than the current

recreational uses. The Town/County shall be responsible for the costs of removing immediately all buildings, facilities or structures which were not approved by the School District or the State Land Board. Nothing contained in this Agreement shall be deemed or construed to give any party any right, title, or interest in and to the Property superior to the interest and ownership of the State of Wyoming. Termination of the State's lease with the School District shall, at the option of the State Land Board, terminate this Agreement.

6. APPROVAL OF ALL IMPROVEMENTS. Prior to the construction, placement, or removal of any and all improvements, including signage, by the Town/County on any of the Property owned or leased by the School District, the Town/County must request and receive permission and approval from the School District in writing to construct, place or remove any and all such improvements. Upon reasonable notice to the Town/County, the School District may make any improvements without approval from the Town/County so long as such improvements do not interfere with the existing improvements on or uses of the Property. Prior to construction or placement of an improvement, or an alteration to an existing improvement, by the School District or a third party, the Town/County may have the option of discontinuing the operational maintenance of that field based upon their objection to such improvement or alteration.
7. PROHIBITED USES. The Town/County and School District shall not permit any of the recreational fields or facilities which are the subject of this Agreement to be used by any person for purposes which are prohibited by the laws, regulations, covenants and ordinances of the United States, the State of Wyoming, Teton County and the Town of Jackson. At all times, the Town/County and School District shall prohibit the use or consumption of any alcohol or tobacco products on, at or around the recreational fields or facilities unless otherwise permitted by law.
8. CONFLICT PROVISION. If there should be a conflict in scheduling between the School District and the Town/County, preference of use shall be given to the party who has control over use and scheduling during the time that the conflict arises, as more specifically set forth in Sections A.4., B.4., C.4, and C.5. The priority of use and scheduling generally shall be in accordance with the guidelines set forth in Sections A.4.d and A.4.e and Sections B.4.d and B.4.e.
9. BREACH OF AGREEMENT/TERMINATION CLAUSE. In the event that either party is unable to provide the services outlined in this Agreement, the non-breaching party will provide the other party with a written notice of the service issues that require resolution. In the event that the breaching party is unable to correct the service issues within thirty (30) days, the non-breaching party will

have the option to give ninety (90) days' notice to terminate this Agreement in its entirety with no further rights, responsibilities, or obligations of either party.

10. REMOVAL OF FIELD OR FACILITY FROM USE. The School District may, at any time, remove from use any field or facility that is the subject of this Agreement upon reasonable notice to the Town/County.
11. ATTORNEY'S FEES. If any action at law or in equity shall be brought for or on account of any breach of, or to enforce or interpret any of the covenants, terms or conditions of this agreement, or for the recovery of the possession of the property, the prevailing party shall be entitled to recover from the other party as part of the prevailing party's costs reasonable attorney fees and costs.
12. NO PARTNERSHIP. The School District and the Town/County do not, in any way or for any purpose, become partners in the conduct of business, or otherwise or joint adventurers or a members of a joint enterprise.
13. WAIVER. The waiver by either party, or the failure of either party to take action with respect to any breach of any term, covenant, or condition contained in this Agreement, shall not be deemed to be a waiver of such term, covenant, or condition, or subsequent breach of the same, or any other term, covenant, or condition contained in this Agreement. To the extent that some uses may be allowed on or in School District fields or facilities which are not specifically scheduled or subject to this Agreement (such as use of fields for skate skiing tracks or ice rinks) which may be allowed on a temporary basis, allowance of such use by the School District does not imply that such use is grandfathered into, or becomes, part of this Agreement.
14. ASSIGNMENT. The Town/County may not assign any right, privilege or license conferred by this Agreement, nor may it sublet or encumber any portion of the Property without first obtaining the School District's written consent, which consent shall not be unreasonably withheld. The School District specifically recognizes that the Town/County shall delegate their responsibilities under this agreement to the Teton County/Jackson Parks and Recreation Department, a joint department of the Town/County, which is administered by Teton County.
15. NOTICE. All notices, demands or other writings in the Agreement provided to be given or made or sent, or which may be given or made or sent, by either party to the other, shall be deemed to have been fully given or made or sent when made in writing and deposited in the United States Mail, certified and postage prepaid to the following:
  - a. Teton County School District #1, P.O. Box 568, Jackson, WY 83001;
  - b. Teton County Clerk, P.O. Box 1727, Jackson, WY 83001;

c. Town of Jackson Administrator, P.O. Box 1687, Jackson, WY 83001.

Each party shall be responsible for providing to the other current contact information of the person in charge of scheduling use of the fields and facilities for that party.

16. TIME IS OF THE ESSENCE. Time is of the essence of this Agreement, and of each and every covenant, term, condition, and provision of this Agreement.
17. GOVERNING LAW. It is agreed that this Agreement shall be governed by, construed and enforced in accordance with the laws of the State of Wyoming and venue is the Ninth Judicial District.
18. ENTIRE AGREEMENT. This Agreement shall constitute the entire agreement between the parties. Any prior understanding or representation of any kind preceding the date of this Agreement shall not be binding upon either party except to the extent incorporated in this Agreement.
19. MODIFICATION OF AGREEMENT. Any modification of this Agreement or additional obligation assumed by either party in connection with this Agreement shall be binding only if evidenced in a writing signed by each party.

IN WITNESS WHEREOF, the parties hereto have entered into this Comprehensive Agreement to be effective on the 1<sup>st</sup> day of May, 2013.

TETON COUNTY SCHOOL DISTRICT NO. 1

BY: \_\_\_\_\_  
its

ATTEST:

BY: \_\_\_\_\_  
its

TETON COUNTY, WYOMING

BY: \_\_\_\_\_  
its Paul Vogelheim, Chairman

ATTEST:

BY: \_\_\_\_\_  
its Sherry L. Daigle, County Clerk

TOWN OF JACKSON, WYOMING

BY: \_\_\_\_\_  
its Mark Barron, Mayor

ATTEST:

BY: \_\_\_\_\_  
its Olivia Goodale, Town Clerk

## **EXHIBIT A**

### **FIELDS**

1. Cow Pasture Fields
2. Skateboard Park
3. Babe Ruth Field (Giants' Field)
4. Middle School Field
5. Alpine Field
6. High School Synthetic Fields
7. High School Tennis Courts
8. North Field
9. Alta Field

### **FIELDS NOT SUBJECT TO AGREEMENT**

The following fields specifically are not the subject of this Agreement and shall be maintained, scheduled and controlled by the School District:

1. East Field
2. Wilson School Field
3. DJES Field
4. Stadium Field

Any requested use of such fields by the Town/County or other third party individual or entity shall be scheduled through the School District, and any and all costs of such field use shall be billed by and paid directly to the School District pursuant to the School District's policy, procedures and Facilities Use Application and Agreement.

**EXHIBIT B**  
**FACILITIES**

1. Davey Jackson Elementary School Gym
2. Colter Elementary School Gym and Cafeteria
3. Middle School Gym and Cafeteria

All other facilities that are owned and maintained by the School District are not the subject of this Agreement and shall be maintained, scheduled and controlled by the School District. Any requested use of such facilities by the Town/County or other third party individual or entity shall be scheduled through the School District, and any and all costs of such facilities use shall be billed by and paid directly to the School District pursuant to the School District's policies, procedures and Facilities Use Application and Agreement.

**EXHIBIT C**  
**MAP OF FIELDS AND FACILITIES**



THIS PAGE INTENTIONALLY LEFT BLANK

## Appendix H – Joint Powers Agreement

DRAFT

THIS PAGE INTENTIONALLY LEFT BLANK

**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 14<sup>th</sup> 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.

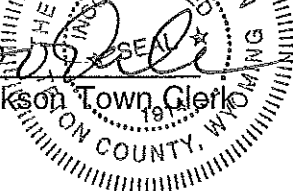
**13. Prior Agreements.** This agreement shall supersede any and all prior agreements between the parties hereto with respect to the operation and maintenance of the Department of Parks and Recreation and all such related facilities, and any such prior agreements are hereby rescinded and rendered null 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.

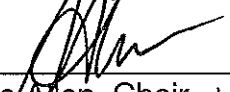
**TOWN OF JACKSON, WYOMING**

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

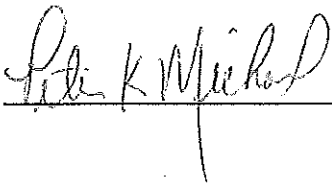
Attest:   
By: Sherry Daigle, County Clerk



**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: 

# Appendix I – Related Planning Documents

To ensure that this strategic plan furthers the overall vision of Teton County and the Town of Jackson, related planning efforts were reviewed with the goal of providing an overview of areas of opportunities to create synergies within departmental efforts. The parks and recreation assets and effort are critical to the stewardship of natural systems, and creation of community character and a healthy, connected environment.

The following were reviewed for the project:

- 2012 Jackson/Teton County Comprehensive Plan  
This Plan was developed “... to protect the health, safety, and welfare of our community and preserve our community character for future generations. To do this in one of the nation’s largest intact ecosystems, we must have a Comprehensive Plan organized around stewardship of our ecological resources. Wildlife, along with natural and scenic resources, draw both residents and visitors to this special place and are at the core of our heritage, culture, and economy. All aspects of our community character thrive on a shared appreciation of the natural setting in which we are located and the quality of life our surroundings bring. To achieve our desired community character, the community must protect and enhance the ecosystem in which we live.”<sup>29</sup>

## **Comprehensive Plan Vision**

*“Preserve and protect the area’s ecosystem in order to ensure a healthy environment, community, and economy for current and future generations.”*

The Parks and Recreation Strategic Plan, by virtue of adoption, becomes an element of the Comprehensive Plan providing a more detailed look and approach to carrying out the overall vision of stewardship and shared appreciation through parks and recreation efforts.

## 2012 Jackson/Teton County Comprehensive Plan

This Parks and Recreation Strategic Plan serves as an element of the 2012 Comprehensive Plan which, “...is meant to protect the health, safety, and welfare of our community and preserve our community character for future generations. To do this in one of the nation’s largest intact ecosystems, we must have a Comprehensive Plan organized around stewardship of our ecological resources. Wildlife, along with natural and scenic resources, draw both residents and visitors to this special place and are at the core of our heritage, culture, and economy. All aspects of our community character thrive on a shared appreciation of the natural setting in which we are located and the quality of life our surroundings bring. To achieve our desired community character, the community must protect and enhance the ecosystem in which we live.”<sup>30</sup>

## **Comprehensive Plan Vision**

*“Preserve and protect the area’s ecosystem in order to ensure a healthy environment, community, and economy for current and future generations.”*

<sup>29</sup> Jackson/Teton County Comprehensive Plan

<sup>30</sup> Jackson/Teton County Comprehensive Plan

## **Teton County/Jackson Common Values**

- Ecosystem Stewardship
- Growth Management
- Quality of Life

## **Comprehensive Plan Principles Supported by the Parks and Recreation Strategic Plan**

“Strategies” from the Comprehensive Plan “Principles” were incorporated into recommendations and action plan of the Parks and Recreation Strategic Plan, as appropriate. The principle areas include:

### *Section 1. Stewardship of Wildlife, Natural Resources, and Scenery*

- Principle 1.1 – Maintain healthy populations of all native species. Effectively plan for the future needs of residents and guests.
  - Policy 1.1.h: Promote responsible use of public lands
- Principle 1.2 – Preserve and enhance water and air quality
  - Policy 1.2.a: Buffer waterbodies, wetlands, and riparian areas from development
- Principle 1.3 – Maintain the scenic resources of the community
  - Policy 1.3.a: Maintain natural skylines
  - Policy 1.3.b: Maintain expansive hillside and foreground vistas
  - Policy 1.3.c: Maintain natural landforms
  - Policy 1.3.d: Maintain dark night skies
- Principle 1.4 – Protect and steward open space
  - Policy 1.4.a: Encourage non-development conservation of wildlife habitat
  - Policy 1.4.b: Conserve agricultural lands and agriculture
  - Policy 1.4.c: Encourage rural development to include quality open space
  - Policy 1.4.d: Establish a funding source for open space
  - Policy 1.4.e: Conserve open space to promote responsible use of public lands

### *Section 2. Climate Sustainability through Energy Conservation*

- Principle 2.2 – Reduce energy consumption through land use
  - Policy 2.2.b: Direct growth out of habitat, scenery, and open space
- Principle 2.3 – Reduce energy consumption through transportation
  - Policy 2.3.b: Create a safe, efficient, interconnected multimodal transportation network
- Principle 2.4 – Increase energy efficiency in buildings
  - Policy 2.4.a: Construct energy efficient buildings
  - Policy 2.4.b: Renovate and reuse existing buildings
  - Policy 2.4.e: Encourage smaller buildings

### *Section 3. Responsible Growth Management*

- Principle 3.1 – Direct growth out of habitat, scenery, and open space
  - Policy 3.1.a: Limit development potential to protect community character
  - Policy 3.1.c: Maintain rural character outside of Complete Neighborhoods
  - Policy 3.1.d: Cluster nonresidential development in existing locations
- Principle 3.2 – Enhance suitable locations as Complete Neighborhoods
  - Policy 3.2.a: Enhance the quality, desirability, and integrity of Complete Neighborhoods
  - Policy 3.2.b: Locate nonresidential development in Complete Neighborhoods
  - Policy 3.2.e: Promote quality public spaces in Complete Neighborhoods
  - Policy 3.2.f: Enhance natural features in the built environment
- Principle 3.3 – Manage growth predictably and cooperatively
  - Policy 3.3.a: Achieve our Vision through a coordinated Growth Management Program
  - Policy 3.3.c: Provide predictability in land use decisions
  - Policy 3.3.e: Make land use decisions based on plan policies
- Principle 3.4 – Limit development in naturally hazardous areas
  - Policy 3.4.a: Protect development against flooding
  - Policy 3.4.b: Protect development against avalanches and landslides
  - Policy 3.4.f: Protect development against wildfire
- Principle 3.5 – Manage local growth with a regional perspective
  - Policy 3.5.a: Cooperate with regional communities and agencies to implement this Plan
  - Policy 3.5.b: Strive not to export impacts to other jurisdictions in the region
  - Policy 3.5.c: Maintain control over our own community Vision

### *Section 4. Town as the Heart of the Region – The Central Complete Neighborhood*

- Principle 4.1 – Maintain Town as the central Complete Neighborhood
  - Policy 4.1.e: Promote Town as a civic and governmental center
- Principle 4.2 – Promote vibrant, walkable mixed use areas
  - Policy 4.2.c: Create vibrant, walkable mixed use subareas
- Principle 4.4 – Enhance civic spaces, social functions, and environmental amenities to make the Town a more desirable Complete Neighborhood
  - Policy 4.4.a: Maintain and improve public spaces
  - Policy 4.4.b: Enhance Jackson gateways
  - Policy 4.4.c: Continue traditions and community events
  - Policy 4.4.d: Enhance natural features in the built environment
- Principle 4.5 – Preserve historic structures and sites
  - Policy 4.5.a: Identify and preserve historically significant structures and sites
  - Policy 4.5.c: Enhance historic preservation education, outreach, and awareness

### *Section 6. A Diverse and Balanced Economy*

- Principle 6.1 – Measure prosperity in natural and economic capital
  - Policy 6.1.c: Establish an identity as a “green” community
- Principle 6.2 – Promote a stable and diverse economy
  - Policy 6.2.a: Enhance tourism as the basis of the economy
- Principle 6.3 – Create a positive atmosphere for economic development
  - Policy 6.3.e: Balance housing, nonresidential development, and civic uses

### *Section 7. Multimodal Transportation*

- Principle 7.1 – Meet future transportation demand through the use of alternative modes
  - Policy 7.1.a: Develop a communitywide integrated transportation plan
  - Policy 7.1.c: Increase the capacity for use of alternative transportation modes
  - Policy 7.1.e: Coordinate transportation network decisions
  - Policy 7.1.f: Establish a regional transportation strategy
- Principle 7.2 – Create a safe, efficient, interconnected, multi-modal transportation network
  - Policy 7.2.a: Create a transportation network based on “complete streets” and “context sensitive” solutions
  - Policy 7.2.b: Interconnect all modes of transportation
  - Policy 7.2.c: Maximize interconnection, redundancy, and hierarchy in the transportation network
  - Policy 7.2.d: Complete key Transportation Network Projects to improve connectivity
- Principle 7.3 – Coordinate land use and transportation planning
  - Policy 7.3.a: Develop a land use pattern based on transportation connectivity
  - Policy 7.3.b: Reduce wildlife and natural and scenic resource transportation impacts
  - Policy 7.3.c: Require development to implement and fund alternative transportation
  - Policy 7.3.d: Review land use proposals and decisions against their transportation network impacts

### *Section 8. Quality Community Service Provision*

- Principle 8.1 – Maintain current, coordinated service delivery
  - Policy 8.1.a: Maintain current, coordinated plans for delivery of desired service levels
  - Policy 8.1.b: Coordinate with independent service providers
  - Policy 8.1.c: Identify barriers to service delivery goals
  - Policy 8.1.d: Ensure redundancy of services
  - Policy 8.1.e: Budget for service delivery
- Principle 8.2 – Coordinate the provision of infrastructure and facilities needed for service delivery
  - Policy 8.2.a: Coordinate the creation of a Major Capital Project List
  - Policy 8.2.b: Design critical infrastructure and facilities for the peak effective population
  - Policy 8.2.c: Require mitigation of the impacts of growth on service levels

### Section 9. Growth Management Program

- Principle 9.1 – Implement the Growth Management Program
  - Policy 9.1.b: Ensure growth occurs in suitable locations
  - Policy 9.1.c: Ensure growth occurs to enhance character
  - Policy 9.1.d: Take corrective action based on Growth Management Program targets
- Principle 9.2 – Monitor and implement our Vision annually
  - Policy 9.2.a: Monitor indicators annually
  - Policy 9.2.b: Establish an implementation work plan annually
  - Policy 9.2.c: Review indicators and set implementation work plan publicly

### Section 10. Administration

“This Plan is comprised of numerous elements. It can only function when all of its parts are present and adopted. Specifically, our Common Values of Community Character can only function in accord with the Illustration of Our Vision. The policies of the Plan enumerate broad goals, to aid in the fulfillment of the community Vision. The Character Districts supply detail, spatial clarity and predictability by geographic area within the community. These two elements are inextricably related and therefore must only be adopted together, as the Plan would be otherwise incomplete...

“Implementation of the Comprehensive Plan is the responsibility of the entire community. Elected officials, Town and County Planning Departments, and other government and non-government organizations all have specific roles. The participation of the community is equally important to the success of the Comprehensive Plan, as all decisions ultimately affect the community’s ability to achieve our desired Common Values of Ecosystem Stewardship, Growth Management, and Quality of Life. Therefore, it is essential that the community remains invested in the successful implementation of this Plan.”

### Teton County/Jackson Pathways Master Plan

*“Imagine using ‘human power’ to move through the Jackson Hole landscape on a smooth surface, lined by wildflowers and native plantings, through conservation areas and neighborhoods, connecting schools, resorts, work and recreation, with custom designed benches, rest areas, and works of art designed to connect the heritage and culture of Jackson Hole...Imagine being able to redefine the connection between the human and natural environments, and to build a ‘green infrastructure’ that reduces fossil fuel consumption, enables freedom of mobility, encourages more physical activity, allows children to walk or bike to school, reduces traffic congestion, and makes it possible to create economic growth at the same time...This is the Jackson Hole Community Pathways System.”<sup>31</sup>*

---

<sup>31</sup> Teton County/ Jackson Pathways Master Plan



### Key Recommendations for Implementing this Plan<sup>32</sup>

- Integrate the Pathways program throughout the transportation planning and land development review processes to ensure that non-motorized transportation system connectivity is accomplished as a routine element of capital and maintenance projects.
- Develop a sustainable, long-term funding mechanism to ensure successful completion and operation of the Pathways System as a community asset. It is recommended that the Pathways program, in cooperation with non-profit and private sector support, establish a maintenance endowment or other permanent funding source.
- The Jackson Hole Community Pathways (JHCP) program should ultimately have staff or partner program support specifically responsible for Operations and Programming, so that education, outreach, encouragement, and safety initiatives can be provided as a high-quality community service.
- In order to systematically maintain the Pathways System, an “Owner’s Manual” should be created with a codified set of maintenance guidelines and procedures that are formally documented and adopted.
- A JHCP Design Manual should be developed to guide design and construction of shared-use paths and amenities, including typical sections, material specifications, wildlife guidelines, and design types.
- Adopt a “Complete Streets and Pathways Policy.” “Complete Streets” is a national policy model that integrates facilities for bicyclists, pedestrians, and pathways into routine transportation, infrastructure, and public works projects and programs. The current Jackson/Teton County Comprehensive Plan includes a version of this policy type that can be enhanced.
- The Pathways program should implement a safety review process that includes systematic risk management assessment, inter-agency design review for all proposed improvements, user education, and accident and crime reporting.
- Develop supplemental pedestrian and sidewalk plans for the Town of Jackson and primary Teton County development nodes, including the Aspens, Teton Village, Hoback Junction, and Wilson, and other developed nodes as needed.
- Ensure that the Pathways program provides a balanced approach that includes the full range of non-motorized facilities, including shared-use paths, single track trails, on-street bikeways, sidewalks, safe crossings, bicycle parking, and transit connections.
- The JHCP program administration should be reorganized to meet the scale and need of the system as it moves toward completion. This reorganization should include a clearly organized structure for management of capital projects, operations, programming, and maintenance, and to recognize the significant roles played by partner agencies and organizations.
- The JHCP program should develop an Asset Management System using GIS/GPS technologies to locate, map, and manage the non-motorized transportation and recreation system that it is implementing.
- There is a clear need for a balanced, rational approach that recognizes the benefits of building pathways that appropriately and sensitively connect people and the environment. Procedures to incorporate wildlife professionals and advocates as active partners in the development of the Pathways System should be developed to help ensure that the preservation of natural resources is addressed as a routine element of pathways planning, construction, and management.

---

<sup>32</sup> Ibid

- The Pathways program will include landowners as early as possible in the planning process for pathways that may affect their property. The primary approach to gaining public access privileges will continue to be through cooperation with landowners to grant voluntary easements. Users of the Pathways System will be encouraged to respect private property and the rights of landowners.

DRAFT

# EXECUTIVE SUMMARY

## Introduction

This Parks and Recreation Strategic Plan is a first for the Teton County/Town of Jackson. It is completed within the strategic framework of the County and the Town which:

- Provides the foundation for the well-being of county and town residents through responsive and efficient services necessary to support the residential, business, environmental, and historical interests that define the community
- Enhances the quality of life for those who live here, and the experience for those who visit, through facilities and programs that contribute to public health, safety, and welfare
- Appreciates the unique environmental resource and scenic beauty
- Acknowledges responsibilities to future generations



According to the 2012 Jackson/Teton County Comprehensive Plan, the common values of community character are ecosystem stewardship, growth management, and quality of life. This Plan creates a roadmap to ensuring an appropriate balance of facilities, amenities, and programs offered to the community now and into the future. It evaluates the current system in order to appropriately develop goals, policies, and guidelines, along with achievable strategies, and will be heavily used as a resource for development and redevelopment of the Department's assets and services for the next 10 years.

## About the Community and the Department

Teton County has approximately 23,000 residents, of which 10,000 are in the Town of Jackson. A significant number of the residents in Teton County are second home owners. Teton County/Jackson Parks and Recreation Department operates as a County agency under a Joint Powers Agreement between the Town and the County. Department funding is split between the County at 55 percent and the Town at 45 percent based upon the 2010 Census on residential population distribution.

The Department has 11 developed parks comprising 60 acres and four (4) undeveloped parks comprising 89 acres; a 36,000 square foot recreation center with a gymnasium, multi-purpose space, 8 lane lap pool, leisure pool, splash down pool/slide tower, and therapy pool; 50 miles of paved multimodal pathways; and management of approximately 1,000 acres of Snake River Recreation parcels owned by the Bureau of Land Management (BLM). Through a School District agreement, the Department has management and maintenance responsibilities of 11 athletic fields comprising 18 acres. Lastly, the Department has grounds maintenance responsibility for all town and county government facilities and town right-of ways

## About the Process

The Department director, staff, and the Advisory Board led the project team in preparing the Plan, a document available to the public. The intent of this plan is to support the policies within the Jackson/Teton County Comprehensive Plan and it requires approval by the Parks and Recreation Advisory Board, the County Commissioners, and the Town Council. The Plan becomes an element of the current Teton County/Jackson Comprehensive General Plan following approval of the Parks and Recreation Advisory Board, the County Commissioners, and the Town Council.

The year-long plan development began in April of 2017 and included community and stakeholder engagement, an inventory and level of service analysis, demographics and trends analysis, identification of findings and key issues, visioning, and development of an action plan addressing recommendations for capital assets and operations, along with potential funding strategies. Final approval was granted in April of 2018

## Key Opportunities

The following key issues and opportunities were identified during the preparation of this plan. A detailed exploration exists in the main document.

### EXISTING AND FUTURE FACILITIES

#### Indoor Facilities and Amenities

While recreational programs hosted by the Department take place in satellite/partner locations, the Teton County/Jackson Recreation Center hosts the majority of indoor programming. The community is highly satisfied with the current facility, yet the Recreation Center has experienced challenges in accommodating the needs of the community, creating user and scheduling conflicts. A feasibility study completed in 2012 has begun to be fulfilled through a SPET tax for renovations approved in 2017, but there is much more to be done.

#### Community/Neighborhood Parks

Community/Neighborhood parks are intended to serve the surrounding neighborhood. While well-maintained and functional, existing parks tend to suffer from a lack of individual identity. Gaps in the system, based on a ¼ mile walking distance criteria, seem to be on the east side of the community by May Park, Teton Village, and south of South Park toward the community of Hoback.

#### Special Event/Community Gathering Parks

The Department currently offers multiple special events throughout the system and supports numerous community events hosted by other organizations. Large maintenance impacts and traffic congestions often result. Considerations for these types of spaces include flexibility, walkability and transportation, hard surfaces, and Department resources.

## **Gateway Parks**

Gateway parks should strengthen the sense of arrival into the community. North Park is an obvious gateway, as it sits at the northern extent of town adjacent to the Visitor Center. Though in the center of Jackson, Town Square functions as a gateway of sorts, as it is often one of the first outdoor places in town that tourists will visit. The future park in Teton Village will play the role of Gateway Park. Baux Park is a gateway in a different sense, as it is the gateway from town to the mountains and forest.

## **Beyond the Community and Neighborhood Parks**

For the entire park system, the balance of conservation and development is paramount. Many of the BLM parcels are adjacent to the Snake River, in the floodplain, and further from populations. As such, they have habitat/conservation value and/or could be considered for land swaps to best serve the community.

## **Athletic Fields**

The main athletic fields in the system are at the High School Recreation Complex. The Department also utilizes open green space and baseball/softball fields around the system to create temporary rectangular fields when necessary, a solution often utilized for practice times. This is not ideal and creates issues with scheduling, maintenance, and mixed-uses at parks. The School District is projecting growth, and indication of impact on the demand for services provided by the Department and the rate of use of athletic fields in the system. Reinventing how the high school complex is used and development of the Stilson property both provide opportunity to address this issue.

## **Dog Off-leash Areas**

Local community groups have been trying to identify a suitable location for a dog park for some time, and statistics show that the need is obvious. Although commonly referred to as dog parks, these places have been shown to be social gathering places for dog guardians – a park for people with dogs. Location determination and sites for consideration are explored in this plan.

## **PROGRAMS AND SERVICES**

### **Recreation Programming**

The Department provides instructional, skill-based, and social programs for adults, youth, active agers, and special events that contain a wide-variety of offerings, as well as drop-in/day-use opportunities. The public is complementary about the Department's offerings and also offers useful information for improvements including more diversification of offerings such as health and wellness, nature education, and arts and culture (and a larger focus on adults and the aging population), while expressing concern about trying to offer too much with limited resources. Facility limitations are impacting the ability to offer a more robust program offering.

### **Adaptive Programming**

The community identified people with disabilities as a user group with limited opportunities provided by the Department. Inclusion services will assist in identifying reasonable and appropriate accommodations for people with disabilities.



### **Outdoor Recreation Programming**

Even though the Jackson/Teton County community is surrounded by outdoor recreation opportunities, there are some in the community that cannot access them, because they are within National Parks and Forest, accessible only by car, or require specialized equipment to access. To provide accessible opportunities to outdoor recreation within its system, the Department should look to provide “front country” opportunities where appropriate to bring a taste of the back country.

### **After-School Programming**

The Department has existing partnerships with the school district and seems to be the “go to” service provider within the community for after school programs and services for children, providing expansive programming for children through grade eight as well as summer time programming. The Department needs to consider the need for after-school programming in the planning of expansion of the recreation center.



### **River Recreation Management and Programming**

The Department has taken over river access points in recent years currently has a River Management Plan in place. Since the operation of these sites is relatively new, it is expected that there will be operational challenges. Understanding the role the BLM tracts will play in the future of the system is also important, as many of these parcels are adjacent to the Snake River.

### **Nordic Trail Grooming**

The Department does a great job in responding to operational and maintenance issues on the large network of Nordic trails, but often receives complaints of user conflict and complaints regarding the amount and scheduling of groomed trails. This pulls the Department in multiple directions.

### **Collaboration and Partnerships**

Many in the community expressed concern that the size of the service profile of the Department limited its ability to deliver its core services. Well designed and documented collaboration and partnerships are service delivery possibilities to be explored under the right circumstances.

## **POLICIES AND PROCEDURES**

### **Cost Recovery Philosophy and Policy, Fee Policy and Policies Regarding Access to Facilities and Services**

All of these policies and procedures are related and must work together to be effective. In order to keep up with increasing expenses, experience across the country has shown that smaller periodic increases are much more tolerable than less frequent larger increases, and provisions are always made for assistance for those with economic need. With limited facilities, use policies are critical and must be adhered to for the benefit of all.

## **FUNDING**

### **Department Budget**

The Department experiences a funding deficit primarily in capital repair and replacement. It has been on a building and expansion boom over the past 15 years, and as a result, capital repair liability continues to grow. While it is able to maintain currently, most of the improvements are less than 20 years old, and in the next 10 years, significant funding will be required for upkeep. Over 50 miles of paved pathways have been constructed since 1998, and large capital overlay costs will begin on these facilities in the next 5-10 years.

The other funding deficit is through non-core service growth including such things as downtown restrooms, public right of ways, or other government buildings. Often the Department budget is evaluated as growing, but most is not driven by the Department or its users, but rather these other maintenance and support services.

### **Revenue Sources**

Potential new funding sources are explored along with a look at user fees, park exaction and park impact fees, Specific Purpose Excise Tax (SPET), and Recreation District Tax. Expansion of sponsorships, partnerships and grants create additional opportunity for cost sharing, cost savings, and additional revenue.

## **OPERATIONAL AND ECONOMIC STABILITY**

### **Core Services**

Core services satisfy values and vision, typically benefiting all community members, or are seen as essential to the lives of under-served populations. It is not necessary that an individual participate in a specific recreational or cultural activity, or even step into a park setting to receive benefit. Having a nice park and trail system with trees, open space, and recreational amenities available in the community adds to home values and a quality living environment and **provides opportunity** for partaking in activity, as well as contributes to clean air and provides relief from urban density. To achieve these and other outcomes, an agency invests its tax dollars in these **core services**.

Parks and recreation services provide value to the community as a whole in terms of economic, environmental, and social benefits. Tax dollars support these “core services.”

Beyond those benefits realized by all residents, the agency is also able to provide specific activities and services that benefit individuals. There are not adequate tax dollars to completely support this level of activity, and it is appropriate and common to charge at least minimally for these services. The Department's Cost Recovery Policy provides the framework by which all services are categorized and set up for cost recovery targets (some will be 0%). It is crucial that the Department not take on more than it can handle, and the ability to attract revenue to support activities actually makes them able to be offered.

In addition to mission-based responsibilities, the Department is charged with care of facilities outside of the park system (public facility grounds cemetery, restrooms, trees, etc.). Although these may not meet the core mission of the Department of Parks and Recreation, they may be core services of the County and/or the Town. As expenses to provide the acceptable level of service increase over time, tax support revenue has to keep pace.

### **Level of Service Standards**

Satisfaction with the Parks and Recreation Department is very strong and exceeds national standards as measured from survey comparison with other communities. However, two operational issues float to the top of items needing more attention: the quality/condition of the Recreation Center at #1 of 21 items queried and quality/maintenance of pathways at #2. Overall, there is a sense that the Department is doing a great job with limited resources and increasing demands, but concern about the capacity to keep up with an increasing demand.

### **Organizational Structure**

A combined County/Town Parks and Recreation Department is somewhat unique and comes with distinctive challenges, particularly related to level of service provision to both the urban and rural setting. It is otherwise organized in a traditional fashion with three functional management divisions including Recreation Programs, Recreation Center, and Parks. Full-time staff are supplemented with part-time staff. One of the biggest issues facing the Department is the impact of the housing crisis in Jackson that is also affecting other mountain resort towns.

Due to the size of the service profile of the Department, and the nature of a small community, staff are consistently pulled in many directions. All sources of input noted that while the Department meets a high standard, many were concerned that the organizational efficiency was not sustainable as the Department is asked to continue existing responsibilities, while taking on additional responsibilities.

### **Marketing and Communication**

The Department should be commended for its marketing efforts to date. Even though many sources of input shared the sentiment that there are some gaps in communication, the Department is held with high regard in the community. Internally, marketing efforts are inconsistent and the Department should focus on consistent message, identity, and branding.



## Recommendations and Action Plan

The following recommendations are drawn from the public input, inventory, level of service analysis, findings feedback, and all the information gathered during the strategic planning process with a primary focus on maintaining, sustaining, and improving parks, recreation, open space, and trails. All cost estimates are in 2017 figures where applicable. Most costs are dependent on the extent of the enhancements and improvements determined or known at this time.

Timeframe to complete is designated as:

- Short-Term/Immediate (up to 2 years)
- Mid-Term (2-5 years)
- Long-Term (5-10 years)

## Capital Priorities

TIER ONE (HIGH PRIORITY) – SHORT TERM/IMMEDIATE (UP TO 2 YEARS)		
EXPAND RECREATION CENTER		
Actions	Operational Impact	Capital Impact
Continue to improve Recreation Center in a phased approach	Staff planning and development	Phase 2 estimated cost - \$13.5 million (gymnasium, classrooms, fitness)
Modernize and refresh existing facilities		
Increase overall capacity of the facility		
Provide additional gymnasium space		Phase 3 estimated cost - \$6.3 million (aquatics)
Provide health and fitness multi-use space		
Re-configure site circulation and parking-King Street Extension		

PARK SITE DEVELOPMENT		
Actions	Operational Impact	Capital Impact
<p>Athletic Fields Master Planning</p> <ul style="list-style-type: none"> <li>Develop Stilson Property to accommodate athletic fields: <ul style="list-style-type: none"> <li>Consolidating adult and general purpose athletic fields</li> <li>Providing active agers park amenities</li> <li>Developing a gateway to transit, trails, and river recreation</li> </ul> </li> <li>TCSO High School Fields Re-development <ul style="list-style-type: none"> <li>Re-purpose adult softball fields to consolidate youth baseball fields at this site</li> <li>In collaboration with TCSO, increase capacity for youth multi-purpose fields at this site <ul style="list-style-type: none"> <li>Evaluate lawn in front of High School</li> <li>Evaluate un-developed land east of Tennis Courts</li> <li>Consider land acquisition to increase youth multi-purpose athletic field capacity</li> </ul> </li> </ul> </li> </ul>	Staff planning and development	<p>Stilson Site development estimated cost - \$3-4 million (Cost estimates based on proposed master plan)</p> <p>High School site re-development Estimated cost - tbd</p> <p>Budget sheet can be found in <b>Appendix I</b></p>
<p>Develop Off-leash dog park opportunities in east and west Jackson:</p> <ul style="list-style-type: none"> <li>Sites to consider are Phil Baux, the Fairgrounds, Wayne May, Mike Yokel.</li> <li>Develop partnerships with local interest groups to co-develop sites</li> </ul>		<p>Site development estimated cost - \$75,000 to \$500,000 (Cost estimates based on regional comparison and dependent on amenities. Budget sheet can be found in <b>Appendix I</b>)</p>
<p>Develop Accessibility Master Plan to serve as ADA transition Plan addressing:</p> <ul style="list-style-type: none"> <li>Park amenities</li> <li>Facility Parking</li> </ul>		<p>Site and project dependent. Establish annual budget allotment</p>
<p>Tennis Court re-evaluation</p> <ul style="list-style-type: none"> <li>Consider temporary or permanent conversion to pickleball</li> </ul>		

TIER TWO (MEDIUM PRIORITY) – (2-5 YEARS)		
Actions	Operational Impact	Capital Impact
<p>Re-develop Phil Baux Park to become a gateway connections park:</p> <ul style="list-style-type: none"> <li>• Creating connections to the National Forest trail system</li> <li>• Developing a special event space to accommodate outdoor concerts/amphitheater</li> <li>• Incorporating outdoor alternative sports/opportunities: <ul style="list-style-type: none"> <li>▪ Climbing</li> <li>▪ Skateboarding</li> <li>▪ Broomball</li> <li>▪ Inline skating</li> <li>▪ Nature play areas</li> </ul> </li> </ul>	Staff planning and development	<p>Site development estimated cost - \$400,000 to \$550,000 (Cost estimates based on regional comparison and dependent on amenities. Budget sheet can be found in <b>Appendix I</b>)</p>
Complete Wayne May Park Development		<p>Dependent on amenities. Estimates/ amenity include:  Playgorund - \$100-250k  Natural Play Area - \$40 – 150k  Signage - \$500/each  Benches – \$1,500/each</p>
<p>Complete Karns Meadow Park Master Plan to include:</p> <ul style="list-style-type: none"> <li>• Passive/Natural Park</li> <li>• Habitat and Resource Education</li> <li>• Public Access to Flat Creek</li> <li>• Interior soft Pedestrian Trails</li> </ul>		
<p>Develop South Park Landing (west) base, prioritizing</p> <ul style="list-style-type: none"> <li>• Parking</li> <li>• Vehicle circulation</li> <li>• River bank restoration</li> </ul>		
<p>BLM Parcel 9/10 Park Base Development</p> <ul style="list-style-type: none"> <li>• Determine appropriate site plans for each BLM parcel.</li> <li>• Evaluate the potential role of BLM parcels in the Parks system and conduct land-use planning studies on parcels to be acquired.</li> </ul> <p>It is important to note that determining an appropriate use does not imply development.</p>		Dependent on project.
Collaborate with Community Pathways to ensure continued development and connectivity of trails and pathways to parks and recreation facilities		
Balance conservation and development, focusing on developing the Town Core while		

providing gateways and passive opportunities throughout the system.		
Partner with _____ to develop public art in parks policy and procedure. Selection and approval criteria should be developed through the Advisory Board.		Dependent on project
Develop more unstructured or natural play areas – Rangeview Park and May Park hold potential for a pilot of this type of play area.		Estimates/amenity include: Natural Play Area – \$40-150k
TIER THREE (LOW PRIORITY) – LONG TERM (5-10 YEARS)		
PARK SITE DEVELOPMENT		
Actions	Operational Impact	Capital Impact
Develop Teton Village Park including: <ul style="list-style-type: none"><li>• 3+ acre “community/neighborhood” type park. Site should include:<ul style="list-style-type: none"><li>▪ Playground</li><li>▪ Shelter</li><li>▪ Non-programmed play areas</li></ul></li><li>• Multi-purpose turf athletic fields</li></ul>	Staff planning and development	Dependent on amenities Estimates/ amenity include: Playground – \$100-250k Natural Play Area – \$40-150k Signage – \$500/each Benches – \$1,500/each Sport Court – \$50-70k Ball diamond/Rectangular field – \$125-500,000
Pursue land acquisition for Hog Island/Hoback Neighborhood Park through the exaction process. Park area should be classified as a “community/neighborhood” type park. Site should include: <ul style="list-style-type: none"><li>• Playground</li><li>• Shelter</li><li>• Non-programmed play areas</li></ul>		
Area should also be considered for joint development with the school district of multi-use athletic field.		
Determine feasibility for water play features at parks (ex. splash pad) – There are several sites in the system where this type of amenity might be appropriate. Of chief concern should be transportation and proximity to other children-related facilities and activities.		

## Programming and Service Priorities

Actions	Operational Impact	Timeframe
<p><b>Develop Health and Wellness Programming to include:</b></p> <ul style="list-style-type: none"> <li>• Fitness in parks</li> <li>• Health education</li> <li>• Community and corporate wellness</li> <li>• Support and assist systems of care organizations and programs</li> </ul> <p>Promote young adult, adult, and active aging programming through targeted marketing efforts.</p> <ul style="list-style-type: none"> <li>• Develop more nature-based programming (classes, trips, and events).</li> <li>• Develop more fitness opportunities (indoor/outdoor classes) and through partnerships with alternative providers.</li> <li>• Develop more arts and culture programming (classes, trips, and events).</li> </ul>	Staff planning and development	On-going
<p><b>Develop Active Agers Programming</b></p> <ul style="list-style-type: none"> <li>• Identify additional indoor/outdoor opportunities for Pickleball through programming (tournaments), scheduling, and development.</li> <li>• Program “adventure” or camp type opportunities for adults.</li> <li>• Program integrated fitness opportunities.</li> </ul>		

Actions	Operational Impact	Timeframe
<b>Continue Program Diversification and Community Outreach</b> <ul style="list-style-type: none"> <li>• Continue to develop multi-cultural opportunities for engagement and inclusion of the Latino population and others.</li> <li>• Evaluate scheduling of programs to accommodate parents/children/multi-generations.</li> <li>• Continue to partner with alternate providers to strengthen the offerings within the community.</li> <li>• Continue to identify underserved populations and the barriers of entry that exist within the system; with a particular attention to low and moderate-income populations.</li> <li>• Evaluate the fit of programs through a services assessment.</li> </ul>	Staff planning and development	Ongoing
<b>Adaptive/Accessible Programming</b> <ul style="list-style-type: none"> <li>• Develop and communicate opportunities for inclusive services within current programming. <ul style="list-style-type: none"> <li>▪ Dedicate staff liaison to coordinate efforts with programmers.</li> </ul> </li> <li>• Address program access through marketing materials and registrations system.</li> <li>• Provide programming opportunities for seniors, special needs, and through Special Olympics activities.</li> </ul>		
<b>Continue to Build Partnerships and Collaborative Programming with Alternative Providers:</b> <ul style="list-style-type: none"> <li>• St. John's Hospital</li> <li>• Teton County Health Department</li> <li>• Teton County Library</li> <li>• Teton County Senior Center</li> <li>• Teton County School District</li> <li>• Public/Private Partnerships</li> <li>• Snake River Fund</li> <li>• Friends of Pathways</li> <li>• Jackson Hole Public Art</li> </ul>		Ongoing

## Policy and Procedure

Actions	Operational Impact	Timeframe
<b>Review and Update Cost Recovery Policy</b> <ul style="list-style-type: none"> <li>Utilizing Parks and Recreation Advisory Board input for sorting during the next review of policy.</li> <li>Analyze definitions for direct and indirect costs, and ensure that consistency, accurate tracking, and measurements are in place.</li> <li>Consider adjustments to the ranges in each tier, if necessary.</li> <li>In conjunction with services assessment, determine the viability and effectiveness of programs.</li> </ul>	Staff planning and development	2019
<b>Recreation Center Access/Use Policy</b> <ul style="list-style-type: none"> <li>Maximize use of the Aquatics Scheduling Policy.</li> <li>Develop an operations philosophy to balance the facility use at the Recreation Center, shifting group use away from prime time.</li> </ul>		On-going
<b>Field Scheduling Policy</b> <ul style="list-style-type: none"> <li>Use aquatics scheduling policy as a model to create field/facility scheduling policy.</li> </ul>		Immediate
<b>River Access Maintenance Policy</b> <ul style="list-style-type: none"> <li>Develop communication strategy regarding current maintenance and management policies.</li> <li>Re-evaluate Management Plan prior to expiration.</li> </ul>		Immediate

## Funding

Actions	Operational Impact	Timeframe
<b>Recreation Center User Fees (Update)</b> <ul style="list-style-type: none"> <li>Develop user fee strategy that reflects update to cost recovery goals and objectives.</li> <li>Incrementally increase per hour pricing for swim lanes, the gymnasium, etc. Effort should take several years.</li> </ul>	Staff planning and development	With Cost Recovery update cycle/ Immediate
<b>Park Facility Fees (Update)</b> <ul style="list-style-type: none"> <li>Develop user fee strategy that reflects update to cost recovery goals and objectives.</li> <li>Incrementally increase per hour pricing for athletic fields, shelter rentals, etc. Effort should take several years.</li> </ul>		
<b>Sponsorship/Partnership Policy</b> <ul style="list-style-type: none"> <li>Develop more comprehensive sponsorship and partnership policies to encourage these strategies and allow for an easier communication and implementation process.</li> <li>Specifically address gift giving/donations within the policy to encourage, provide clarity, establish process, articulate selection criteria and approval mechanism.</li> </ul>		Immediate
<b>Park Exaction Land Development Regulation Update and Text Amendment</b> <ul style="list-style-type: none"> <li>Add land acceptance criteria to existing language</li> <li>Assure adherence to valuation of fees-in-lieu calculation</li> <li>Explore park impact fee to generate park development funding</li> </ul>		Immediate



## Operations

Actions	Operational Impact	Timeframe
<b>River Access Maintenance</b> <ul style="list-style-type: none"> <li>Develop a community education strategy for the river access points operated by the Department.</li> <li>Evaluate the effectiveness of the current Management Plan on a yearly basis.</li> </ul>		Immediate
<b>Town of Jackson Downtown Public Restrooms</b> <ul style="list-style-type: none"> <li>Track the true cost of service and ensure proper funding to keep up with increasing expenses.</li> </ul>		On-going
<b>Town/County Non-Park Grounds Maintenance Services</b> <ul style="list-style-type: none"> <li>Conduct a services assessment to determine potential of contracting/partnership services, based on ability to continue current levels of service.</li> <li>Develop communication strategy to show impact of service.</li> <li>Continue to develop partnerships.</li> <li>Evaluate contracting some services where financial savings is possible.</li> </ul>	Staff planning and development	Ongoing/ Immediate
<b>Develop a new Marketing and Communications Strategy that includes:</b> <ul style="list-style-type: none"> <li>Consolidate marketing efforts to dedicated staff member to ensure consistency.</li> <li>Develop a strategic marketing plan that shifts efforts toward story-telling, relationship building, and connection, and away from program/logistic focused marketing.</li> <li>Provide more communication about partners and programs.</li> <li>Continue to establish platforms for outreach/feedback.</li> </ul>		With update of the Communication and Marketing Plan.

Actions	Operational Impact	Timeframe
<p>Continue to evaluate the action plan provided in this Strategic Plan and how opportunities fit into the long term priorities on an annual basis. Criteria for decision making should include:</p> <ul style="list-style-type: none"> <li>• Fit with multiple planning documents</li> <li>• Community needs/demand</li> <li>• Funding and opportunity</li> <li>• Urgency</li> <li>• Operational efficiency</li> </ul>		On-going



# TOWN COUNCIL

## WORKSHOP AGENDA DOCUMENTATION

**PREPARATION DATE:** September 11, 2018  
**MEETING DATE:** September 17, 2018

**SUBMITTING DEPARTMENT:** Legal  
**DEPARTMENT DIRECTOR:** Audrey Cohen-Davis  
**PRESENTER:** Lea Colasuonno

**SUBJECT:** Town of Jackson Sign Code Land Development Regulation

### PURPOSE OF WORKSHOP ITEM

The purpose of this item is to discuss with Council the types of changes to the Town sign code Land Development Regulation (LDR) necessitated by a recent constitutional law ruling by the United States Supreme Court and gather feedback from the Council on its policy preferences.

### DESIRED OUTCOME

The desired outcome is for Council to provide guidance to staff with regard to amending the sign standards in the current LDR.

### BACKGROUND/ALTERNATIVES

Given the need for this LDR change derives from a shift in the federal legal landscape, staff has outlined its recommended approach for Council consideration, amendment and approval:

1. The Constitutional Standard:
  - The Town sign code should be re-worked so it does not regulate signs based on the content or subject matter of the sign, but rather, based on content-neutral features.
2. What Changes Are Necessary:
  - Staff recommends the following types of changes specifically:
    - ❖ Eliminate separate rules for categories of signs that are defined by the content or subject matter of their message: e.g. take out rules that set size, height, or duration requirements for “political” signs, “directional” signs, “real estate” signs, etc.
    - ❖ Review “exceptions” to regulations to make sure they are not content based.
    - ❖ Ensure the sign code regulates with content neutral, “time, place, and manner” regulations. Examples of these types of regulations already in the sign code include:
      - ✓ Size
      - ✓ Location of signs
      - ✓ Amount of time signs are displayed
      - ✓ Distinguish between lighted and unlighted signs
      - ✓ Distinguish between signs with fixed and changing messages and electronic messages
      - ✓ Distinguish between signs on public and private property
      - ✓ Distinguish between “on-premises” and “off-premises” (e.g. a billboard) signs
      - ✓ Distinguish between signs on commercial and residential property
3. Schedule for Ordinance Presentation to Council:
  - Given the Planning and Legal Departments current workload, staff proposes the following timing for this ordinance:

- ❖ Town notices the sign code LDR in the paper in late August;
- ❖ The LDR is reviewed by the Planning Commission on October 3;
- ❖ The LDR is presented to Council for its initial review on November 5.

4. Staff's Recommended Changes:

- Staff recommends presenting an ordinance to repeal the offending provisions of the current code.
- Staff recommends presenting a revised sign code ordinance for Council discussion and consideration.

### STAKEHOLDER ANALYSIS

All residents and visitors are stakeholders for this item because First Amendment speech rights apply uniformly.

### FISCAL IMPACT

The fiscal impact of passage of ordinances after third reading varies between \$250.00 and \$700.00 depending on the length of the ordinance. Shorter ordinances average around \$350.00 and franchise ordinances can reach \$700.00. Ordinances appear in the Jackson Hole News & Guide after third reading, but are sent to the Jackson Hole News & Guide prior to Council action on third reading. Ordinances appear in the Jackson Hole News & Guide the Wednesday following Council's action on third reading (two days after being enacted). If Council makes changes to the ordinance on third reading, the ordinance needs to be re-advertised in its final form.

### STAFF IMPACT

The staff impact of this item is felt most keenly in the Legal and Planning Departments, though also has an impact on the Police Department's enforcement division.

Additionally, the Office of the Town Clerk is affected because that office handles advertising with the Jackson Hole News & Guide for all ordinance amendments.

### LEGAL ISSUES

The United States Supreme Court confirmed in its *Reed v. Town of Gilbert* decision that a content-based sign code violates the First Amendment of the United States Constitution. This decision upended decades-old rules, thus necessitating cities and towns across the nation to rework sign codes. While there is little question that government may regulate signs in general, different standards now apply and this item is intended to keep the Town's sign code current with this changed legal landscape.

The Town sign regulations (which complied with the Supreme Court's previous standards) need to be revised so they comply with the Court's recent interpretation.

### ATTACHMENTS

None.

### RECOMMENDATION

Staff recommends Council direct staff to 1) draft a repeal ordinance for the next Council meeting and 2) begin and complete the LDR update process for the sign code.

### SUGGESTED MOTION

I direct staff to 1) draft and present a repeal ordinance for the necessary portions of the sign code for the next Council meeting and 2) to revise the sign code LDR as necessary under federal law and present such at a future Town Council meeting.

---