

Jackson Town Council Workshop

December 16, 2019

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 ENCOMPASS ALL AREAS, PARTICIPANTS AND AUDIENCE MEMBERS. **PLEASE SILENCE ALL ELECTRONIC DEVICES DURING THE MEETING**

I. CALL TO ORDER AND ROLL CALL

II. WORKSHOP ITEMS

- A. Downtown Parking and Mobility Management Plan (P18-013, Paul Anthony, 30 Minutes)
- B. King Street and Gill Avenue Complete Street Design Program (Johnny Ziem, 30 Minutes)

III. PROPOSED ITEMS FOR FUTURE WORKSHOPS

- A. 12/18 Future Funding of Local Government *a SpWorkshop at GrandView Lodge*
- B. 1/21/20 Workshop cancelled
- C. 2/18/20 Hillside LDR Update
- D. 2/18/20 Comprehensive Legal Review of Jackson Municipal Code
- E. 2/18/20 Percent for Art Discussion
- F. 2/18/20 Replacement of Permit Tracking System
- G. 3/16/20 Stormwater Master Plan
- H. 3/16/20 Utility Rate Study
- I. *future* St. John's Hospital Memorandum of Understanding

IV. ADJOURN

Adjourn meeting to executive session to consider matters concerning litigation to which the governing body is a party or proposed litigation to which the governing body may be a party in accordance with Wyoming Statute 16-4-405(a)(iii).

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 OF JACKSON WORKSHOP DOCUMENTATION

SUBMITTING DEPARTMENT: PLANNING

PRESENTER: PAUL ANTHONY

MEETING DATE: DECEMBER 16, 2019

SUBJECT: COUNCIL TO PROVIDE DIRECTION ON A SCHEDULE FOR IMPLEMENTATION OF THE DOWNTOWN PARKING AND MOBILITY MANAGEMENT PLAN

PURPOSE OF WORKSHOP ITEM

The purpose of this item is to present for Town Council's consideration a final schedule for the implementation of the Downtown Parking and Mobility Management Plan (Downtown Parking Plan). This item was continued from the Council's November 20 workshop due to a lack of time for full consideration.

DESIRED OUTCOME

The intent is to have the Council adopt the attached Implementation Schedule for the Downtown Parking Plan so that staff can formally begin implementation of the approved short-term items by the summer of 2020.

In particular, staff is looking for direction on the following two items:

1. Council input on the recommendations contained in the Chamber of Commerce letter (11/20/19);
2. Council input on how it wants to address the 3-hr vs 2-hr parking limit for the Home Ranch Lot and downtown parking area.

Staff recommends that the Council take public comment at this meeting to get input on the final Implementation Schedule. Council should also know that staff will continue to communicate and work with the community as each item is implemented in the field.

BACKGROUND/ALTERNATIVES

The town embarked on the Downtown Parking Plan study determine whether the Town has a significant parking problem downtown that requires additional parking management strategies. Such programs often involve balancing important trade-offs. For example, most downtown business owners are aware that there is competition between customers and local employees for the limited downtown parking spaces. This raises the question of how to best maximize use of our limited ROW while providing for the needs of businesses and the safety of employees, especially those who work late shifts. Addressing these complex parking issues requires current data, careful analysis, and then consideration of the economic and social implications of

taking action. The Downtown Parking Plan, led by a consultant team from Kimley Horn, was intended to provide Town decision makers and the public a solid foundation from which to consider these issues and then choose an action plan for moving forward.

Council Action to Date

The draft Downtown Parking Plan was presented to the Council in a workshop on July 15, 2019 for consideration of adoption of the Plan by resolution. At the workshop, the Council accepted the Downtown Parking Plan by resolution. This action concluded the primary public participation segment of the process, allowing the Council to then decide on how best to implement the Downtown Parking Plan. Toward this end, the Council requested that staff provide more details on the staffing impacts, costs, and timing of each short-term action item. In addition, the Council wanted staff to provide additional logistical details on the possibility of implementing paid parking and a residential parking permit program by the summer of 2020.

In response, staff provided at the Council's August 19 and September 3 workshops a comprehensive implementation table (now updated and attached as the final direction from the Council) that summarized the desired information. In addition, planning staff met directly with the many Town departments that will be involved in the implementation of the action items and so would be most impacted by the changes. These departments include: Police, Town Manager, Public Works, Town Attorney, Pathways, Information Technology, Finance, and Court. The attached implementation table incorporates their direct input.

At the September 3 workshop, the Council discussed and provided direction to staff on the following three topics:

- **“Topic 1:** Discuss the “Pros and Cons” table comparing the short-term action items and paid parking to determine if the Council has a preference for one option.” **Option 1** was to consider the short-term action items in the implementation schedule first, and then consider paid parking later to determine if paid parking was still needed or desired. **Option 2** was to implement paid parking right away.
 - o **Council Direction:** *The Council chose Option 1. A majority on the Council supported Option 1 because they felt that this incremental approach was preferable because it gave the community time to make smaller, less dramatic changes to parking policy to see if these changes could reduce or eliminate the need for paid parking. If the short-term changes were ineffective, then paid parking could be considered again.*
- **“Topic 2:** Discuss the possibility of hiring a Parking Manager as a first step toward implementing the Downtown Parking Plan (regardless of which option is preferred in Topic 1).”
 - o **Council Direction:** *The Council did not approve the hiring of a Parking Manager at this time (see above Summary Implementation Table). The general consensus was that a full-time parking manger is not needed or feasible until a paid parking system is approved for implementation.*
- **“Topic 3:** “Discuss the attached implementation schedule for the Downtown Parking Plan (unless the Council chooses immediate implementation of paid parking).”
 - o **Council Direction:** *The Council went through the short-term action items and affirmed (or not) its support for each action item. The Council's final direction is represented in the summary table below. Items shown as struck out were rejected. A more comprehensive*

summary of the implementation details can be found in the attached Implementation Schedule. Despite the various timelines contained in the Implementation Schedule, staff estimates that it can implement each of the short-term items by the beginning of the summer of 2020.

- o The Mayor also asked for more information about a residential parking program. Staff can provide additional information but we first need additional detail on what problem the residential parking program is intended to address. For example, is the concern possible spillover effects of employees parking in residential areas from changes at Home Ranch Lot, or deficiencies with the 72-hour on-street parking limit in residential neighborhoods, or something else? If the Council can provide direction, then staff can look into the issue.

Final Implementation Table (summary)	
Short-term Items (0 – 2 yrs) (Intent is to do all items by Summer 2020. Staff can do without additional staff or budgeted funding.)	1.1: Extend Enforcement hours to 7 pm (from 6pm) 1.2 Implement escalating fine structure for repeat offenders 1.3: Convert Home Ranch lot to 3-hr parking 1.4: Convert Taxi2Fly to regular parking (also for employees) 1.5: Develop employee parking maps/education program 1.6: Add 15-minute stalls for quick pick-up-drop-off trips 1.7: Invest in real time space availability technology 1.8: Initiate annual data collection 1.9: Amend Municipal code to cars to move one block 1.10: Add on-street ADA stalls 1.11: Add bicycle parking downtown
Key Potential Future Items (Items to be done at a later date if approved by Council. Items likely need additional staff or funding. See Implementation Schedule for full list of items)	2.1: Hire Parking and Mobility Manager (and support staff) 2.2: Implement paid parking (seasonal) in short-term parking zone 3.2: Implement residential permit program

This item was scheduled for consideration at the Council’s November 20 workshop but was continued due to a lack of time to fully consider the item. In addition, the Chamber of Commerce submitted a new comment letter on the same day as the November 20 workshop (attached) resulting in neither staff nor Council having time to fully review the comments before the meeting. Thus, the continuation would also allow adequate time for staff to prepare responses to the Chamber’s comments in preparation for the December workshop (see the Public Comment section below for staff responses to Chamber letter).

3-hr Parking vs 2-hr Parking in Home Ranch Parking Lot and Downtown Area

One issue that needs additional Council discussion is Action Item 1.3: Convert Home Ranch Parking lot to 3-hr parking. This item was not entirely resolved by the Council the last time it was discussed because there was interest by some Council members to make Home Ranch lot 2-hr parking instead of 3-hr parking. The rationale was that a 2-hr parking limit would be more effective at discouraging long-term employee parking than the proposed 3-hr limit in Home Ranch. And, if that is true, then why not convert the existing downtown 3-hr zone to a 2-hr limit? As an important consideration for this discussion, the Police Department explained that the current License Plate Recognition (LPR) technology has only four parking zones that it can enforce (two zones in each vehicle but the 3-hr zone is used in both to ensure coverage so these zones are effectively used up). Therefore, adding a 2-hr zone in Home Ranch cannot be accommodated with the existing system. This leaves the Town with the following options: 1) keep Home Ranch at the recommended

3-hr parking limit (as well as all of downtown), 2) make both downtown and Home Ranch 2-hr parking, or 3) upgrade or modify the LPR system to allow a 3-hr limit downtown and a 2-hr limit in the Home Ranch lot. When these options were discussed and voted on by the Council, the vote was split 2-2 with the fifth vote by Councilman Jorgensen being for Option #3 if the LPR technology could be upgraded without too much cost or increased staff enforcement time.

This vote shifted the conversation back to the Police Department to help clarify how the LPR system could accommodate Option #3. Chief Todd has stated to planning staff that the upgrade to accommodate another parking zone (e.g., 2-hr) would cost about an additional \$5,000. This system would be different too in that it would allow an unlimited number of parking zones under 24 hours, but be limited to one zone above 24 hours (i.e., this would allow us to accomplish Option #3 but we would have to eliminate either the 48-hour zone (parking garage) or the 78-hour zone (most of Town) and use only one parking limit for both areas). Each Council member should consider if they support making this financial investment and enforcement changes with the goal of implementing Option #3 (or support either of the two other options listed above).

PUBLIC COMMENT

The Chamber of Commerce met with planning staff and provided written comments (dated 11/20/19) prior to the Council workshop. In summary, the Chamber is particularly concerned that converting Home Ranch Lot to 3-hour parking will have negative impacts on employees (and their employers). The concern is that employees will be displaced and forced to park farther from work, including at night when safety becomes a greater concern, especially for late-shift female employees. In addition, they are concerned that employees will not know where they should park. The Chamber also shared a number of other parking-related recommendations in their letter.

Planning staff discussed each of the Chamber's comments with the department heads from Police, Finance, Engineering, START, Pathways, and Legal. Based on consultation with these departments, staff has the following comments and recommendations regarding the Chamber's suggestions:

1. Chamber recommendation one: Adopt escalating fines for repeat offenders (1.2):

o Staff response:

- This recommendation is listed as one effective strategy in the Parking Plan to deter repeat violators of 3-hr limit.
- Recommendation was rejected in previous Council discussions because of technological limits, especially with police LPR software. The best explanation can be provided by the Police Department, but Chief Todd says that not only does the current parking software not allow escalating fines but stopping to check every car that is about to get a ticket (over 6,000 tickets last year) to see if they have had a previous violation would significantly increase time and the need for resources. It would also increase traffic congestion because the parking vehicle would need to stop in the ROW for longer periods of time to perform the background checks. This is true because the existing software tracking system runs off a wireless connection and the Town's current wireless connections are already substandard for this purpose, especially in summer.
- In addition, because prior violation information is not contained on the LPR system, checking previous violations would require either using the E-force system in the field, calling dispatch, or possibly calling the Finance Department (Jessica Chitwood) each time to check for prior violations. This increases staff time for one of these departments. Moreover, there are feasibility questions because tickets are issued to vehicles and not people, making it very difficult to track and apply fines properly, especially for rental cars. Presently, there is not staff capacity for the increased administrative burden of record keeping for this fine structure.

- All these limitations could be solved presumably with upgraded software, increased funding, and additional staff to provide the higher-level parking enforcement but Council would need to authorize these changes before staff could begin planning for and implementing an escalating fine structure.
- *Conclusion: Staff does not agree with this recommendation at this time.*

2. Chamber recommendation two: Town needs to better show where employees are supposed to park if displaced from Home Ranch. Also safety concerns for late shift workers (1.3):

o Staff response:

- Staff agrees that the Town will need to clearly communicate to employees (and employers) where they can park without the need to move their car every three hours.
- The Parking Plan provides a detailed map (shown below) on where employees are expected to park (approximately 1,000 unrestricted parking spaces in this area). Staff notes that the blocks adjacent to the Town and County administration buildings are pretty full in summer so we might not include these blocks in a recommended map for employee parking.
- Additional unrestricted on-street employee parking areas exist on N. Glenwood and N. Jackson Streets.
- Also, it is important to remember that this is a summer-only need (about 5 months).
- *Conclusion: Staff will develop a public education campaign and materials consistent with the approved Downtown Parking Plan and will work with the Chamber to help ensure that downtown employers and employees are properly involved.*

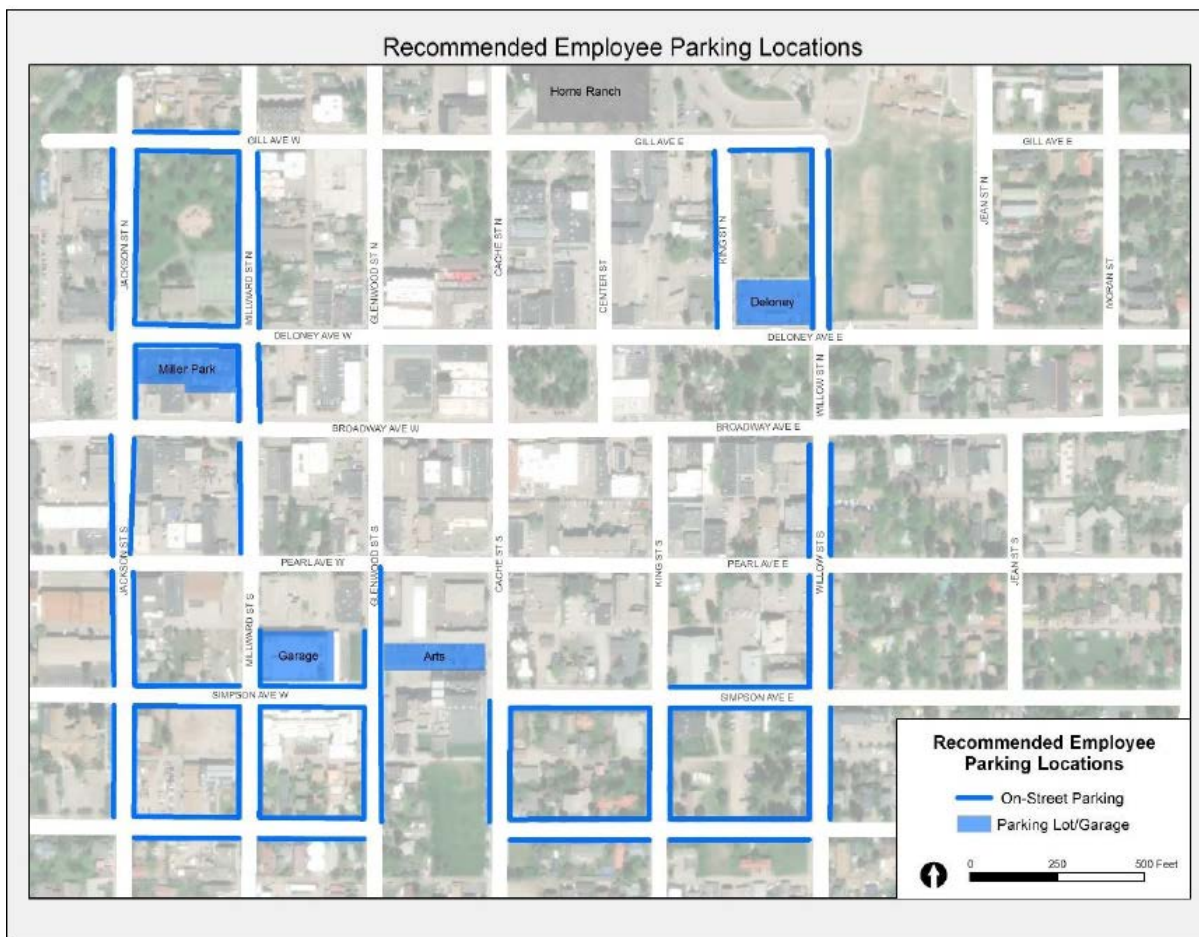


Table 4: Inventory of Recommended Employee Parking Areas

Parking with No Restrictions	Type	Stall Count
Jackson Street	On-Street	122
Millward Street	On-Street	83
Glenwood Street	On-Street	32
Cache Street	On-Street	9
King Street	On-Street	44
Willow Street	On-Street	97
Gill Avenue	On-Street	27
Deloney Avenue	On-Street	30
Simpson Avenue	On-Street	54
Hansen Avenue	On-Street	71
Parking Garage	Garage	270*
Center for the Arts	Lot	54
Miller Park	Lot	58
Deloney	Lot	50**
		1,001

*Assumes Taxi2Fly stalls converted to all-day parking

**77 total stalls in 2018; Assumed that 27 stalls will be dedicated to bank parking starting in 2019

3. Chamber recommendation three: Remove bus and RV parking from Home Ranch and move to N. King, N. Willow and N. Cache, have “drop-off” zones, consider one-way circulation on Willow and King Streets; replace Home Ranch RV/bus parking with tourist and employee parking.

o Staff response:

- On a general level, implementing this recommendation would involve major changes in parking locations and parking supply that would have significant impacts on local traffic patterns and congestion. For example, adding on-street RV/bus parking tends to increase traffic congestion in the ROW due to the slower parking maneuvers of the large vehicles.
- On a practical level, while there may be some options for reducing Home Ranch bus/RV parking and relocating it to N. Willow and/or N. King street, it must be noted that on-street parallel parking is less efficient for buses/large RVs than off-street pull-through spaces. Thus, substantially more on-street spaces would be needed to replace the Home Ranch off-street spaces to maintain the same RV parking capacity. As alluded to above, because on-street parking for RVs/busses can require parallel parking maneuvers that are often difficult and time-consuming to perform, this option would tend to block traffic and create traffic delays that we would need to analyze and ultimately accept. In other cases, RV drivers would avoid the hassle of parallel parking and drive to adjacent streets where they could more easily pull directly into an on-street space, possibly pushing RV/buses farther into adjacent neighborhoods than they currently go. These are potential impacts that would need to be fully analyzed if the Council wants to explore this change.
- Also, multiple Town departments would need to coordinate their planning and budgeting to fully analyze and implement this recommendation. The Public Works Department has considered some options for turning N. King Street and N. Willow Street into one-way pairs and improving bus parking on N. King but they have not looked at replacing RV/bus parking in Home Ranch at the same time. Also, St. John’s hospital would need to be consulted given that Willow Street is currently the main route to and from the hospital from the north and any changes to the circulation of Willow (and King Street) as a one-way street and/or to accommodate RV parking would need to be presented to the hospital for analysis.

- The relocation of all the RV/bus parking in Home Ranch (about 1,400 linear feet of parking) could create about 40 – 50 additional car parking spaces in Home Ranch in exchange for reserving about 2,000 ft of street ROW for RVs/buses. This would require about 4+ blocks of RV/bus parking and is likely more than the combined bus parking capacity of N. King and N. Willow, so we would likely need to include additional blocks for RVs/bus parking. Also, reserving ROW for RV/buses would displace a significant number of on-street car parking spaces that might equal the 40 or 50 spaces gained in Home Ranch.
- Having a clear drop-off zone for commercial buses is a possibility. The Public Works Department is currently designing a comprehensive upgrade of N. King Street between Deloney and Gill Avenue. This upgrade would include making improvements to the bus parking on the east side of N. King where extra ROW was recently purchased by the Town. Planning staff recommends waiting for this process to be completed before we commit to any particular bus drop-off scheme on King Street or elsewhere in the immediate neighborhood.
- N. Cache Street was converted to a 1-hr parking limit for commercial vehicles a few years ago because rafting company buses and boat trailers were parked along both sides of the highway in large numbers, often blocking the view of other businesses and causing complaints. Thus, the suggestion that N. Cache could be used for long-term parking of commercial buses conflicts with the purpose of the 1-hr parking limit. Also, staff questions whether it is consistent with the Town's vision of the north gateway into Town to have the highway lined with large buses and RVs as the first impression visitors have when they enter Town.
- If adopted, the Chamber's changes would require clear communication with bus operators and clear signage, which staff would be prepared to do as necessary.
- The level of effort and staff time needed to implement this option are not anticipated in the current version of the Downtown Parking Plan as a "short-term action item," but this could be looked at as a more medium or long-term project if Council believes that this is a priority for staff (possibly for summer of 2021 or 2022).
- *Conclusion: This recommendation includes large changes in parking location, parking supply, and traffic patterns in the downtown area. This item requires the coordination of many Town departments and cannot be done by next summer. Some version of this option could perhaps be explored for implementation in the summer of 2021 or 2022 if this is a Council priority.*

4. Chamber recommendation four: Institute 3-hour parking in Home Ranch from 9am to 2pm only.

o Staff response:

- This option would create a 3-hour enforcement window from 9am to 12pm where all-day parkers would get tickets. Anyone parking after 11:01am could park unrestricted for the rest of the day.
- Staff agrees that this would likely deter all-day fishing/rafting parkers, which is one of the goals of the Downtown Parking Plan. However, it would not accomplish another major goal of the plan which is to relocate employee parking out of Home Ranch in order to maximize visitor parking in targeted areas downtown.
- *Conclusion: The proposed recommendation would be an improvement over current conditions but would not accomplish the full goal of moving all-day employee parking out of Home Ranch lot as intended in the Downtown Parking Plan.*

5. Chamber recommendation five: Explore a limited number of business parking passes for Home Ranch with increased spaces.

o Staff response:

- This option assumes that buses/RVs are removed from the Home Ranch lot and that parking passes would be sold or administered by the Town for the newly created spaces.

- Staff needs more information to fully analyze the goal of the option. How would pass prices be determined and do we have staff to administer this new program? Does this require parking spaces to be signed as reserved for employee parking? Are spaces assigned by lottery? Does the public support the reserved use of public property for private businesses? Staff is also not sure if the administrative expense is worth whatever public benefit the program might provide.
- *Conclusion: Staff does not recommend this option until the intent can be better explained and the benefit to the broader community, not just employees, can be articulated. Again, this option is at odds with the Parking Plan's fundamental goal of relocating employee parking out of Home Ranch to create more space for visitors.*

6. Chamber recommendation six: Improve Home Ranch parking efficiency. Remove land barrier (landscape island).

o **Staff response:**

- This option and intended design needs clarification before it can be fully analyzed. A cost estimate would also need to be made to determine whether this is a cost effective option.
- Removal of the "land barrier" could possibly create 10 spaces if the Council supports allocating this money.
- The land barrier currently serves as a small pet area for parking lot guests.
- *Conclusion: Staff does not see this as a great need and does not recommend considering this option until and unless the RV/bus parking is removed as well.*

7. Chamber recommendation seven: Improve signage for Home Ranch lot.

o **Staff response:**

- *Conclusion: Staff agrees that signage could be improved to direct visitors to Home Ranch and other parking lots. Once we have final direction on the parking measures, staff can add all necessary signs in line with budgetary feasibility.*

8. Chamber recommendation eight: Improve bicycle parking on public lots and private properties (1.11):

o **Staff response:**

- Staff notes that finding additional opportunities to add bike parking downtown, both on public and private property, is an ongoing effort by, in particular, Brian Schilling, Pathways Director. This recommendation is consistent with this effort.
- Staff will work with / seek to have the Chamber identify business owners / property owners downtown willing to host this suggested additional bike parking on their property.
- *Conclusion: Staff will work with Pathways Director, Brian Schilling, and other relevant staff and landowners to identify ideal locations for additional bike infrastructure, as well as potential funding sources for more expensive options (e.g., bike lockers). If possible, certain bike improvements will be targeted for implementation by next summer.*

9. Chamber additional concern one: Pedestrian safety in garage needs to be addressed.

o **Staff response:**

- Based on a discussion with Police Chief, Todd Smith, the parking garage is not statistically less safe for parkers (including late-night parkers) than nearby on-street parking options. In general, parking in areas where people are active is often the safest option.
- *Conclusion: Staff will continue to work with the Police and Public Works to address pedestrian safety in the parking garage but no immediate changes are planned.*

10. Chamber additional concern two: START downtown summer schedule does not serve late shift workers past 10 pm. Discounted bus passes should be offered for employers to give to employees.

o **Staff response:**

- START is currently conducting a comprehensive audit of its route schedule. Recent public surveys did not show interest in summer downtown service past 10pm but this issue can be reconsidered in the future if interest increases.
- START is currently considering changes to its fare structure that would include options for discounted bus passes for employers/employees. This topic will be considered in the Council's February workshop.
- *Conclusion: There is no planned increase in START's late night summer service but it is likely to add options for discounted bus passes for employers/employees.*

11. Chamber additional concern three: Current parking structure configuration does not allow for sport boxes or bike racks on picks ups, large SUVs.

o Staff response:

- *Conclusion: Staff acknowledges that workers with taller vehicles with certain sport boxes, etc. will not be able to park in the parking garage and so will have to park on the street. No changes to the parking garage or further action by the Town is planned on this matter.*

STAKEHOLDER ANALYSIS

This project has many stakeholders including downtown property owners, business operators, town residents, and visitors.

FISCAL IMPACT

Each action item in the Implementation Schedule for the Downtown Parking and Mobility Management Plan provides a general assessment of the required additional financial resources needed to implement that action item.

STAFF IMPACT

Responsibility for implementation of the actions item in the Parking Plan will reside mostly with Planning, Public Works, Police, and Legal departments. As with the fiscal impacts, the Implementation Schedule only provides a general assessment of the amount of staff time needed to implement the action items.

LEGAL ISSUES

The Town Attorney has not conducted legal review on the Downtown Parking and Mobility Management Plan but will provide legal review for any future implementation items on an as-needed basis.

ATTACHMENTS

Proposed Short-term Action Item Implementation Schedule
Chamber of Commerce letter dated 11/20/19

RECOMMENDATION

Staff recommends that Council approve the attached Implementation Schedule as presented by staff, and to then consider paid parking in future discussions as provided in the Downtown Parking and Mobility Management Plan, dated May 2019.

SUGGESTED MOTIONS

I move to direct staff to begin implementation of the Downtown Parking and Mobility Management Plan, dated May 2019, with the following direction:

- To implement the short-term action items as presented in the attached Implementation Schedule, subject to any changes provided at this meeting;
- To consider implementation of paid parking in the future as provided in the Downtown Parking and Mobility Management Plan, dated May 2019.

Implementation Schedule - Downtown Parking Implementation Plan					
Action Item	Implementing Departments	Estimated Staff Resources	Estimated Cost/Offsetting Revenue	Estimated Completion Date	Comments/Discussion/Things to Consider
1.3 Convert Home Ranch to 3-Hour Visitor Parking (Peak Summer Season Only) with Additional Wayfinding (ALSO: convert Parks and Rec lot to 3-hr parking)	Police Public Works Legal Finance Court	Police: - No additional staff but Increased staff time - Additional area to enforce will increase total time to make one parking round and thus may limit total amount of enforcement rounds made in a day. - Some difficulties with 90 degree parking spaces and LPR. Public Works: - No additional staff but Increased staff time to install signs.	\$325 (25 signs @ \$13.00 /sign)	2-3 months (education might take longer)	Staff does not recommend applying 3-hr limit to oversized vehicles (RVs) because few other locations for oversized vehicles to park. Question: Should passes be provided to Parks and Rec staff and/or customers to allow parking in excess of 3 hrs? Might extend enforcement to October 1? Just for oversized. This will affect commercial operators using this lot for all day customer parking (e.g., rafting/wildlife tours); need to communicate and offer alternatives; may be significant opposition to change.

Implementation Schedule - Downtown Parking Implementation Plan					
Action Item	Implementing Departments	Estimated Staff Resources	Estimated Cost/Offsetting Revenue	Estimated Completion Date	Comments/Discussion/Things to Consider
					Should be a good educational program to tell employees and others where you want them to park. Need to coordinate with School District to possibly include additional signage.
1.4 Convert Taxi2Fly Parking to regular parking that will be targeted (but not reserved) for employee parking	Police Public Works	No additional staff needed.	Approx. \$0.00 (remove Taxi2Fly signs, no new signs required)	Spring 2020 (change will happen when airport discontinues use)	Staff recommends removing Taxi2Fly when the airport terminates contract with town for this service. This item led to broader discussion about general management of the garage. For example, Police noted that because a person only has to leave for 3 hours to reset the 48 hour limit, effective enforcement is very difficult. Also, should we try to limit use of garage by Spring Hill Marriott? Solutions considered included installing an

Implementation Schedule - Downtown Parking Implementation Plan					
Action Item	Implementing Departments	Estimated Staff Resources	Estimated Cost/Offsetting Revenue	Estimated Completion Date	Comments/Discussion/Things to Consider
					entrance gate (and maybe exit gate) to monitor length of stays.
1.5 Develop Employee Parking Maps & Communication Program	Public Engagement Coordinator Planning Public Works Pathways IT	No additional staff but Increased staff time (until Public Engagement Coordinator is hired, existing staff will do best to develop and implement program).	Costs: TBD (Maybe some funding through sponsors or Tourism and Transportation Board)	Spring 2020 (and ongoing, as necessary)	Be proactive to get people information before they arrive for parking locations and where to shop. Consider different languages. Look at aps for parking information.
1.6 Add 15-Minute Stalls at Nearest Intersection on Blocks that Have at Least One High-Turnover Business in the Downtown Core (Up to 2 Per Block Face). This strategy could be expanded to address the need for hotel	Public Works Police Legal Planning	No additional staff but Increased staff time. Public Works: - Some signs may be covered by current painting budget/staff, but if it's a lot then we would need additional budget and time to finish. Police: - No active enforcement because not practical to enforce violations for longer than 15 minutes	Cost: \$100 - \$300 (5 -15 signs)	2 - 3 months	Need to determine which intersections get signs. Try to Increase use by Fedex and UPS, etc. Should coordinate this with ADA parking identification. Businesses with longer customer stays (e.g., restaurants) might oppose signs.

Implementation Schedule - Downtown Parking Implementation Plan					
Action Item	Implementing Departments	Estimated Staff Resources	Estimated Cost/Offsetting Revenue	Estimated Completion Date	Comments/Discussion/ Things to Consider
drop-off spaces.		(honor system), but overall concept seems sound.			
1.8 Initiate Annual Data Collection Program to Monitor Performance	Planning	No additional staff but Increased staff time. (may use interns and Kimley Horn for support)	Cost: TBD but minimal	Summer 2020	
1.9 Add Section to the Municipal Code to Require Drivers to Move at Least One Block to Avoid a Time-Limit Citation	Legal Police Planning Public Works	No additional staff but Increased staff time.	Cost: Minimal (No signage changes needed)	1 – 3 months (Legal: ordinance change could be done immediately)	Police: Would suggest off of the “block face” as the language, not “one block” as blocks come in varying lengths and leaves it open for debate what a “block” is. Planning: Need to educate employees and guests on policy.
1.10 Add Additional On-Street ADA Stalls in Downtown	Public Works Police Legal	No additional staff but Increased staff time. Police: Have been recommending this for a couple of years. Will require additional	\$720/space \$50/year maintenance	2 – 3 months	Public Works: 4 spots already identified. Locate close to end of street to increase visibility.

Implementation Schedule - Downtown Parking Implementation Plan					
Action Item	Implementing Departments	Estimated Staff Resources	Estimated Cost/Offsetting Revenue	Estimated Completion Date	Comments/Discussion/Things to Consider
		enforcement, but we have the capacity.			
1.11 Add Additional Bicycle Parking in Downtown	Public Works Pathways Planning Police	No additional staff but Increased staff time. Public Works: - Can help with pads/installation. Pathways: - Will provide assistance with rack location identification and approval, rack procurement, and installation.	\$1,000/unit in street \$250 U-Rack (Pathways will take lead on determining cost which will be based on number and type of racks selected)	Depends on location: On public property: 2-3 months On private property or on-street parking space: 3+ months.	Locate close to end of street to increase visibility. Consider using red curbs where no conflict with on-street parking. Work with WDOT along highways.
Other Items					
Install Paid Parking by Memorial Day 2020	Parking Manager Public Works Police Legal Planning Finance Pathways IT Court	3 - 5 additional FTE (this would likely include one CSO transferred from Police). First need to hire Parking Manager and other staff to lead and implement program. Existing staff capacity not sufficient.	\$825,000: On-street meter technology \$300K – 500K: Staff Revenue: 1st Year: \$100,000 Other years: \$275,000/yr	Immediate implementation (May, 2020): Not feasible and not recommended Gradual Implementation October 2020 (initial testing) and May	Implementing paid parking requires not only approx. \$1.2 – 1.5 million of direct initial investment, but significant time to educate downtown business/property owners and public, and install and test major technological upgrades.

Implementation Schedule - Downtown Parking Implementation Plan					
Action Item	Implementing Departments	Estimated Staff Resources	Estimated Cost/Offsetting Revenue	Estimated Completion Date	Comments/Discussion/Things to Consider
			(according to consultants)	2021 (possible full implementation) Alternative: Don't hire Parking Manager but hire consultant to implement entire program immediately (approx. 6 -12 months). Higher costs. 1.5 – 2 million.	System should have extensive trial period which should begin in off season. Not sure if this would increase/decrease number of parking tickets
IT and infrastructure upgrades including LPR, vehicles (backups), ticketing software, bridges for interconnectivity between software; redundancy of equipment and staff	Parking Manager Police IT Finance Legal Court	Additional staff needed. Significant staff time from the IT, Police, and Finance Departments in particular that cannot be handled by existing staff.	Cost: TBD but significant	May, 2020: Not feasible and not recommended October 2020: Possible initial testing of system May 2021: possible full implementation	This item will be a significant challenge and may require major shifts from existing software and hardware programs.
Implement a residential parking permit program	Parking Manager Public Works Police	Only necessary if paid parking adopted.	Cost: TBD	2+ years (Implement after paid parking)	This option can either be done concurrent with paid parking or only if and when employees and other

Implementation Schedule - Downtown Parking Implementation Plan					
Action Item	Implementing Departments	Estimated Staff Resources	Estimated Cost/Offsetting Revenue	Estimated Completion Date	Comments/Discussion/Things to Consider
	Legal Planning Finance IT Court	(assuming Parking Manager and support staff would be implementing this item)	Revenue: Potential for revenue if tickets increase		displaced parkers start to overuse adjacent residential neighborhoods to avoid paid parking.
Town wide ADA audit	Parking Manager Public Works Planning	Existing staff (assuming Parking Manager and support staff are hired. May require specialist consultant.	Cost: TBD	6 months from hiring Parking Manager	



11/20/2019

Dear Town Council,

In response to Town Staff on the short-term parking implementation actions a group of diverse and representative downtown business owners met to share their feedback on the items 1.1-1.11. It was a very constructive meeting based on their collective knowledge of a successful and unique downtown product, representing 300+ employees, understanding the tourism industry and agreeing upon the identified stated goal of this short-term timeframe to change parking behaviors by employees.

In summary If an implementation item is not mentioned, then the group was in support of that item.

- 1.2 To see a change in behavior during the day that removes employees from 3-hour parking street zones, it is asked that the town reconsider implementing escalating fines for repeat offenders. Not changing the current “Scoff Law” situation is a misstep as it was identified as the *most effective tool on the list* that would result in changed behavior.
- 1.3 And 1.5 There has not been a reliable and consistent answers to the question, “where” are employees going to park until a viable alternative solution such as a robust park and ride, improved START, safe parking in different geographic zones is created? The map with alternative parking using side streets effectively shows areas that are currently being used and do not provide any “new alternative” parking options.

Why reduce the productivity of Home Ranch, add concerns for safety at night and penalize business owners who have a very hard time finding and keeping employees who are there to deliver an excellent experience, visitors and locals’ value. With these genuine concerns the following ideas are offered.

- a. Remove day tour bus parking and large RV parking from Home Ranch during the day-time, approximately half the parking lot. Institute a “drop zone” for coach passengers on King Street and provide tour bus parking in alternative locations* other than the prime parking lot. *suggestions include North Willow, North Cache, Snow King unpaved lot arrangement. Discussions included turning Willow and King into one way for summer test so buses could park diagonally on Willow for maximum use of space. RV parking on North Cache would make much better use of roadside parking currently underutilized.

Outcome: Visitors will enjoy increase parking options and town experiences less congestion looking for parking. A macro goal of the Parking and Mobility Plan. We know

increasing parking does not tackle behavior change directly but to accommodate more parking at a minimal expense is a win for the situation.

- b. Institute 3 hour parking (with increased fines for repeat offenders like streets) in Home Ranch from 9am to 2pm only.
Outcome: Late shift and evening workers can use Home Ranch when there is less demand for space and safely return to closer vehicles at end of shift. Visitors arriving 11.01 onwards can stay at Home Ranch for lunch, shopping and visiting while all day users will be discouraged and have to find alternative solutions.
- c. Explore a limited number of business parking passes for Home Ranch with increased spaces.
Outcome: Test revenue producing demand for all day parking
- d. Improve Home Ranch parking efficiency. There is currently a land barrier running north/south on the east side of the parking lot. Remove this and increase parking spaces.
Outcome: Increased parking spaces in prime lot with very little investment
- e.
Current Parking signage is very inadequate for guests**. Following a rudimentary parking sign inventory there is currently limited, confusing and inconsistent signage. With proposed changes, it would require a huge signage review. Given Town Council concern about lack of staff for any change, this is a huge concern for implementation of any new parking policy.

1.11 Bicycle parking is a realistic alternative for some employees and can easily be incentivized/rewarded by employers. The group suggested exploring more efficient and safe bike parking structures behind stores in different locations. Bike Parking Covers, more options to leave bikes of value safely. As bikes become larger and more expensive two “park and walk” centers for bikes were discussed. Converting the current pavement around the Home Ranch lot in the SW corner and the current ground floor ADA parking in the parking structure. (add murals/lights). If there is genuine interest in growing bike parking downtown, the Chamber of Commerce could help Town partner with businesses and facilitate bike parking solutions.

Concerns and Observations:

1. Pedestrian Safety in Parking Garage “the alternative solution” is not being discussed. It’s dark, unsigned, not patrolled and there is a lack of understanding about CCTV. The general perception is one of poor safety and inadequate security. Females do not like entering the garage alone or walking in any of the floors at night. Currently one employer in the group does not allow female staff to park there, many others chose to not use it at night.
2. Restaurant workers are usually finished between 10 and midnight. START bus – during the summer extend town shuttle route to midnight for evening employees. Offer an employer pass rate for employers to purchase bus passes for their employees.
3. The current parking structure configuration does not allow for sport boxes or bike racks on picks ups, large SUV”s. A large number of employees have this type of vehicle.

Most respectfully,

The Jackson Hole Chamber of Commerce and the following business owners:

Fred Peightal – Owner Café Genevieve and Orsetto (Restaurant)

Kris Shean – Owner Haagan Dazs (Retail)

Kurt Harland – Owner Berkshire Hathaway (Business)

Dave Vandenburg – Realtor and Friends of Pathways Board Member (Business)

Jim Waldrop – GM Wort Hotel and Cowboy Bar, WOT Board Chair (Hospitality, Bar, Restaurant)

Wes Gardner – Owner, Teton Toys, START and ISWW Board Member (Retail)

Nikki and Jessica Gill – Owners Jackson Hole Drug Store

Chamber Staff: Anna Olson, CEO, Rick Howe VP, Mo Murphy Director of Special Events and Government and Community Affairs Liaison

Pictures taken around Town related to Parking and these suggestions:

1. North Cache currently has signs that state Commercial Vehicles Maximum 1 Hour Parking 9am-6pm. This seems like a huge underutilization of ROW near the Home Ranch and North Visitor Center. It could be excellent RV parking.
2. North Willow is designed for long vehicle parking and very underutilized in the summer. Buses can be told where to park and given a location to drop off and pick up
3. Samples of inadequate current signage: Entering town from the North there is one sign on the lamp post on the corner of Gill and Cache that shows Free Parking (turn Left.) There are no other signs to any other parking lots until you reach Broadway and Millward where there is a sign to Park at the Parking Garage (turn left). This does not indicate if it is Free or other. There is no sign towards Miller Park Parking from either direction, until you are directly at the parking and again it says Parking with no indication if it is free or not.



TOWN OF JACKSON

WORKSHOP DOCUMENTATION

SUBMITTING DEPARTMENT: Public Works

PRESENTER: Johnny Ziem

WORKSHOP DATE: December 16, 2019

SUBJECT: King Street and Gill Avenue Complete Street Design Program

PURPOSE OF WORKSHOP ITEM

The purpose of this item is to seek Town Council input and review of conceptual designs related to the King Street and Gill Avenue Complete Street Projects.



DESIRED OUTCOME

The desired outcome would be for the Town Council to provide direction to staff relating to the proposed conceptual designs of the complete street projects given the surrounding properties and uses, as well as to discuss the location of street lights, trees, and other amenities to be incorporated in the final design.

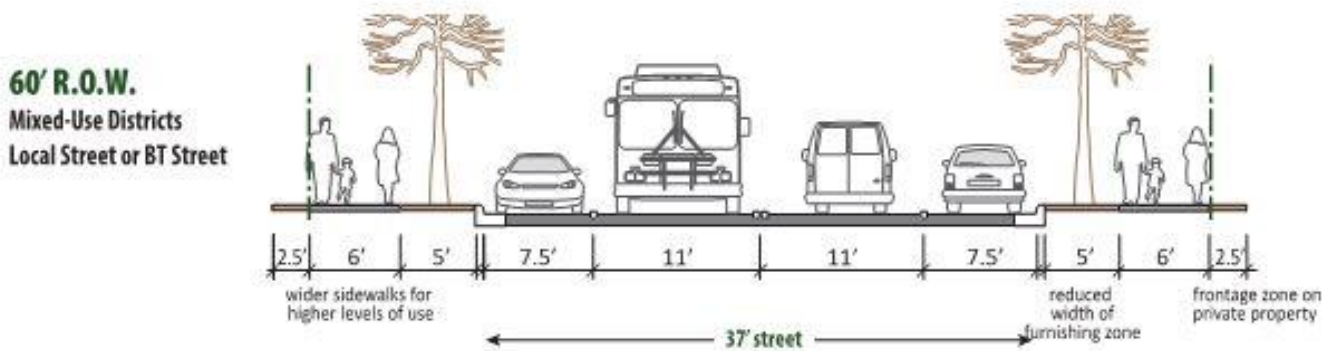
BACKGROUND/ALTERNATIVES

Streets should be designed and operated to enable safe access for all users, including pedestrians, bicyclists, motorists, and transit riders of all ages and abilities. The candidates for this complete street project are King Street, between Deloney and Gill Avenue and one block on Gill Avenue between King St. and Willow St. The sections of King Street and Gill Avenue are located within the Town Square Character District, subarea "Town", which represents the densest development patterns within town.

King Street Corridor

Measuring 525 linear feet of streetscape footage, the King Street corridor has an array of uses, including: START Bus, tour bus, on-street parking, shared street bicycle use, and pedestrian movement. The vision for an expanded pedestrian network will focus on infrastructure enhancements to be made based upon the Character District and the desired Neighborhood Form (Town). As such, the Community Street toolkit for this mixed-use corridor offers the following opportunities:

1. Detached sidewalks of both sides of the street corridor.
2. 6 ft. minimum, 8 ft. typical sidewalk widths to encourage and accommodate the highest levels of pedestrian use.
3. 5 ft. minimum hardscape furnishing zone.
4. On-street parking is allowed and encouraged.
5. Snow removal by Public Works (furnishing zone) and Park and Rec (sidewalks).
6. Additional amenities include benches, bike racks, treescapes, and street lighting (dark skies compliant).



Additionally, the King Street corridor has a specific use as it pertains to tour buses. On November 19, 2012, the Town Council approved to purchase 17 additional linear feet of right-of-way from the Lutheran Church on the eastern section of King St. This additional right-of-way was purchased to allow for a tour bus turnout (drop off and pick up) location with the hope (future, long-term) of moving tour bus parking out of the Home Ranch Parking Lot. The length of tour bus parking is roughly 315 linear feet and would allow for roughly seven tour buses to be parked simultaneously. Seemingly, considering the right-of-way purchase, the Town considered the tour bus turnout/parking on King St. as an important future use. One option to consider regarding this project is does it make sense to continue allowing for this particular use? Considering the right-of-way purchase, are there other uses that make more sense in terms of activating the pedestrian space within the King Street corridor?

Further design considerations for the King Street corridor include the North King Connector (SPET 2006), as it relates to the redesign of the Teton County Recreation Center (SPET 2019). Town Council input was given at the June 18, 2019 Council Workshop regarding the preferred alternative for the North King Extension complete street. At that time, Council chose to move forward with the “Alternative 3” concept (see Attachments) that included the following design implements:

1. 10.5 ft traffic lanes.
2. 5 ft furnishing zone (buffer).
3. A 10' pathway and a 6 ft. sidewalk.
4. Raised pedestrian crossings and pedestrian connectivity through the property.

Gill Avenue Corridor

Measuring 243 linear feet of streetscape footage, Gill Avenue has very similar uses as King Street. The notable difference is the bicycle component as it relates to connecting the Willow St. bicycle corridor to the future N. King Extension (see b. below). The goal of the Gill Ave. section is to add a sidewalk/bicycle/on-street parking component on the south side of Gill Avenue, between King and Willow Street respectively. The purpose of adding a sidewalk/bicycle/parking component to the Gill Avenue corridor is two-fold:

- a. **Creates a safer parking situation on Gill Avenue for parents dropping off/picking-up students to the Davey Jackson Elementary School:** Parking on this section of Gill Avenue has historically taken place off the street corridor, on the shoulder of the roadway, with no access to immediate sidewalks for pedestrian use.

- b. **Constructs the future pedestrian use, specific to bicycle modes of transportation, within this corridor as it relates to the North King Extension:** the 2013 Bicycle Improvement Plan recommends corridor bicycle improvements separated by facility type (usage) for this section of Gill Avenue. This design for a more robust multi-modal experience will link to the bicycle corridor via the North King extension and ultimately navigate users to North Cache via Hidden Hollow.

With all this information in mind, Public Works began creating some conceptual designs (see Attachments: Alternate Designs “C” & “D”) that reflect certain design elements as it relates to the Community Streets Plan, corridor contextual/use, and connectivity to the North King extension (vehicular, pedestrian, bicycle). The first step was to begin to layout the streetscape corridor from a high level, then to proceed to a more visual set of alternatives which begins to incorporate trees, street lighting, and other design elements.

COMPREHENSIVE PLAN ALIGNMENT

- Community Value #1: Ecosystem Stewardship
 - Principle 1.3 Maintain the scenic resources of the community
 - Principle 2.3 Reduce energy consumption through transportation
- Community Value #2: Growth Management
 - Principle 3.2 Enhance suitable locations as Complete Neighborhoods
 - Principle 3.3 Manage growth predictably and cooperatively
 - Principle 4.1 Maintain Town as the central Complete Neighborhood
 - Principle 4.2 Promote vibrant, walkable mixed-use areas
 - Principle 4.4 Enhance civic spaces, social functions, and environmental amenities to make Town a more desirable Complete Neighborhood
- Community Value #3: Quality of Life
 - Principle 7.1 Meet future transportation demand through the use of alternative modes
 - Principle 7.2 Create a safe, efficient, interconnected, multi-modal transportation network
 - Principle 8.1 Maintain current, coordinated service delivery
 - Principle 8.2 Coordinate the provision of infrastructure and facilities needed for service delivery

STAKEHOLDER ANALYSIS

Stakeholder analysis for this item included meetings and direction provided by Town Staff: START Bus, Planning, Public Works, Pathways, Friends of Pathways, Police, Fire, Housing, Engagement, Teton County School District, and Parks and Recreation. Further outreach was provided to the frontage stakeholders within this and the surrounding corridors. The conclusion of the internal staff review resulted in a few recommendations for the King Street corridor:

1. For this corridor, a two-way street would be preferred over a one-way option.
2. 8 ft. sidewalk on the west side and a 10 ft. sidewalk on the east side (tour buses) respectively.
3. Traffic calming /mid-block crosswalk could be considered as a design element.
4. Additional bike racks should be added as a part of this project.
5. Benches, especially on the east side should be considered.
6. Wayfinding signs should also be considered on the east side.
7. Generally undecided in terms of keeping the on-street tour bus parking

FISCAL IMPACT

In the current FY20 Budget, appropriations were delineated in the 2006 SPET for the North King Street Charter Bus & Gill Sidewalk in the amount of \$75,000. This appropriation includes the complete design of the King Street/Gill Sidewalk project. If approved in the FY21 Capital Projects, these complete streets improvements will be constructed in FY21.

STAFF IMPACT

Staff impact for this item resulted in internal meetings with department stakeholders and public outreach. Additional staff time has been expensed working with design engineers (roughly 15 hours) on the appropriate conceptual, alternative designs. Further staff impact will require roughly 10 hours to complete final design, and once construction starts, an estimated 8 hours a week for project management. The CIP Workplan for Public Works has yet to be created for FY21. The design of this project coincides with other current projects, including our Rate/Capacity Study, Center St. water main, Karns Meadow sewer feasibility study and the Hansen and Jackson St. sidewalks

LEGAL ISSUES

No Legal review required at this time.

ATTACHMENTS

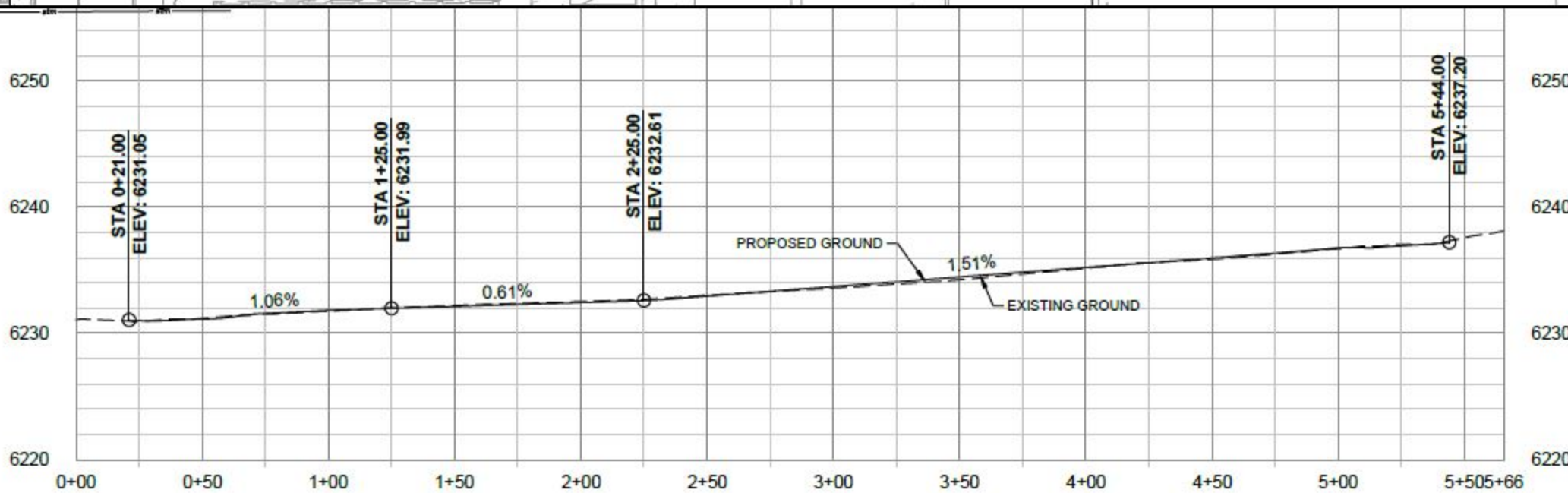
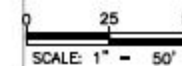
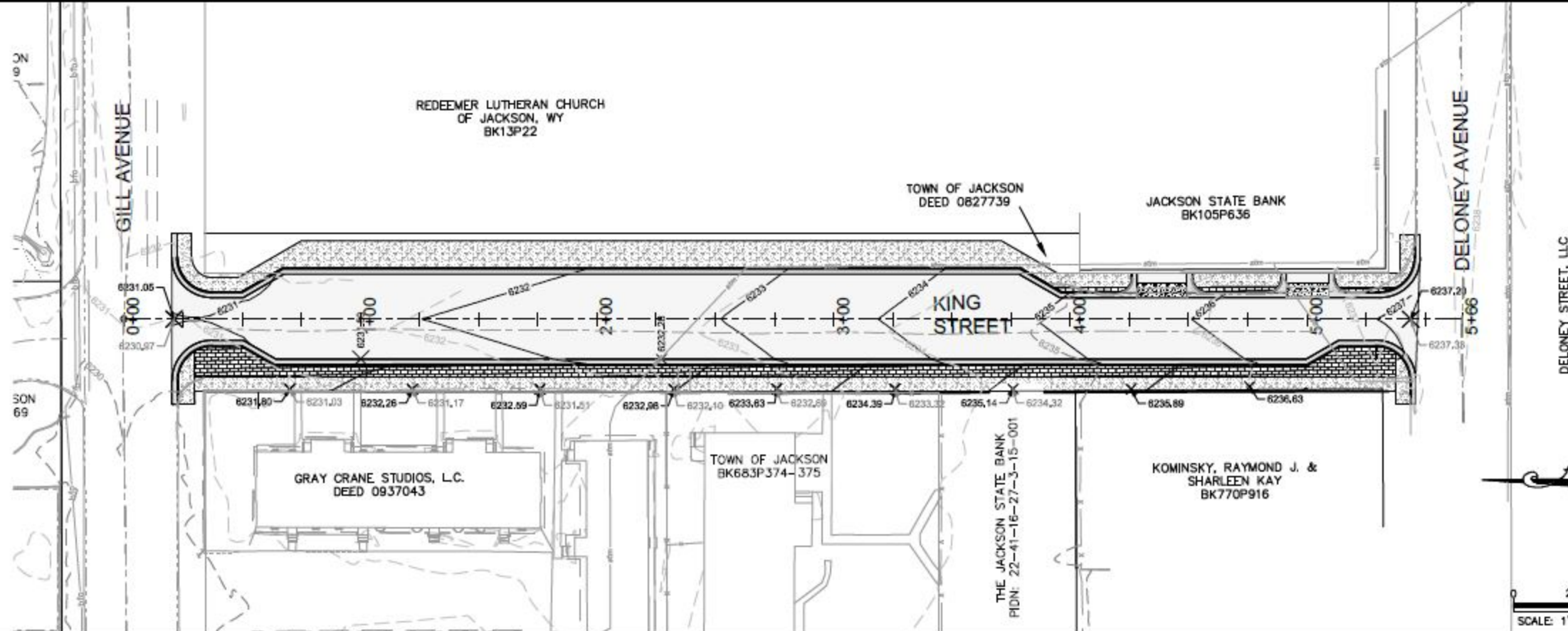
- **Corridor Initial Layout:** this layout establishes a high-level perspective of the initial design concept that begins to fit into the context of the King Street.
- **North King Street Extension:** Council directive, June 18, 2018, approved Alternative #3.
- **Alternate Design “C”:** this concept begins to consider the original layout while including treescapes, lighting, and other amenities. On-street parking in corridor is maintained in full on both sides.
- **Alternate Design “D”:** this concept begins to experiment with additional (wider) pedestrian space, located at intersection of King and Deloney, which would result in the loss of some on-street parking. Further, this concept also considers some traffic calming measures/art installations mid-block.
- **Gill Avenue Cross-Section:** this Gill Avenue concept was provided by the Pathways Department. For this conceptual cross-section of Gill Avenue, there are detached sidewalks and bike lanes.
- **Gill Avenue/King Street Intersection:** this is a conceptual intersection design envisioning the N. King Extension, Gill Avenue and King Street complete street concepts.

RECOMMENDATION

Staff recommends Alternate “C” as an appropriate conceptual design for the King Avenue corridor and the Gill Avenue Cross-Section as an appropriate conceptual design for Gill Avenue, subject to any Council revisions as discussed, and direct staff to finalize the design for both the King Street corridor and Gill Avenue. For next steps, once concepts are approved, staff will prepare the final design and cost estimates for inclusion in the FY21 draft budget.

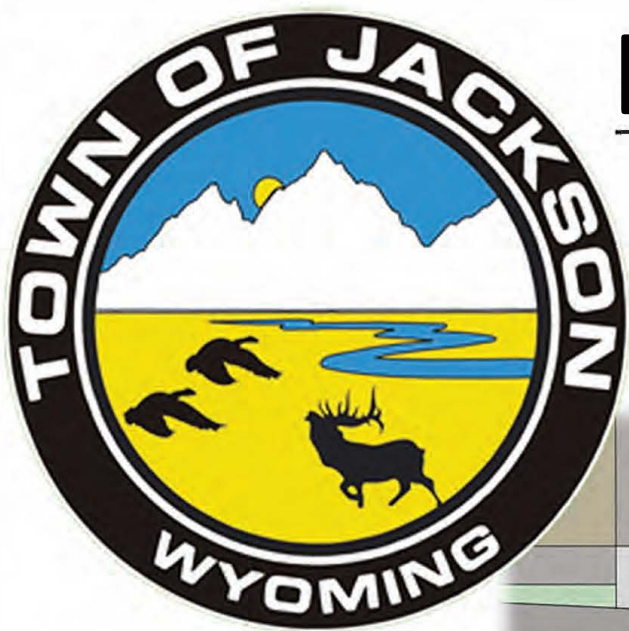
SUGGESTED MOTION

I move to approve conceptual design “C” for the King Street corridor and the conceptual cross-section design for the Gill Avenue corridor, subject to any Council revisions as discussed, and direct staff to finalize the design for both projects.



=PROFILE=
North King Street CL
SCALE: HORIZONTAL 1"=50'
VERTICAL 1"=10'

- PRELIMINARY -
SUBJECT TO CORRECTION
AND APPROVAL



NORTH KING STREET EXTENSION

ALTERNATIVE 3

NEW ROADWAY ALIGNMENT WITH
SEPARATED BIKE PATH AND DETACHED SIDEWALK

KEY FEATURES

COMPLETE STREETS &
CONTINUOUS FLOW

10.5' TRAFFIC LANES &
5' LANDSCAPE BUFFERS

10' PATHWAY & 6' SIDEWALK

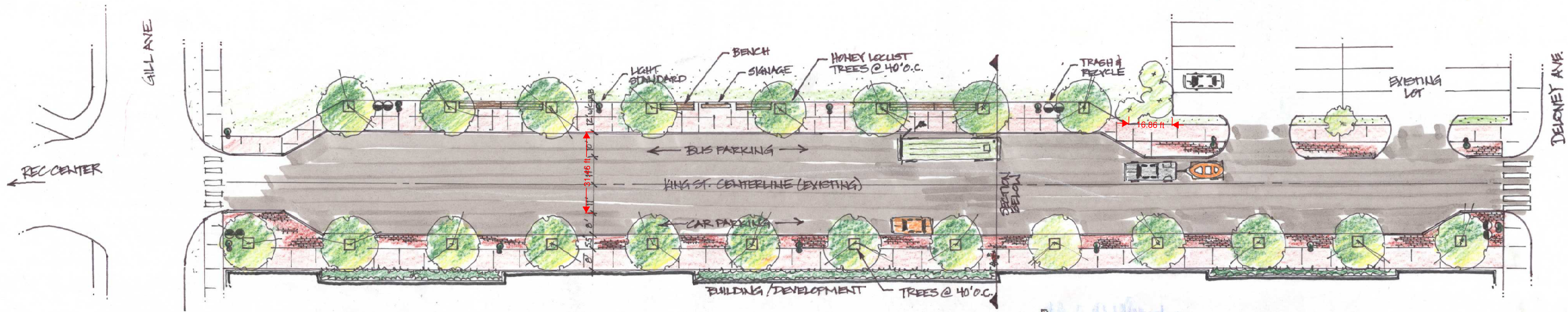
RAISED PED CROSSINGS

PEDESTRIAN CONNECTION
THROUGH PROPERTY



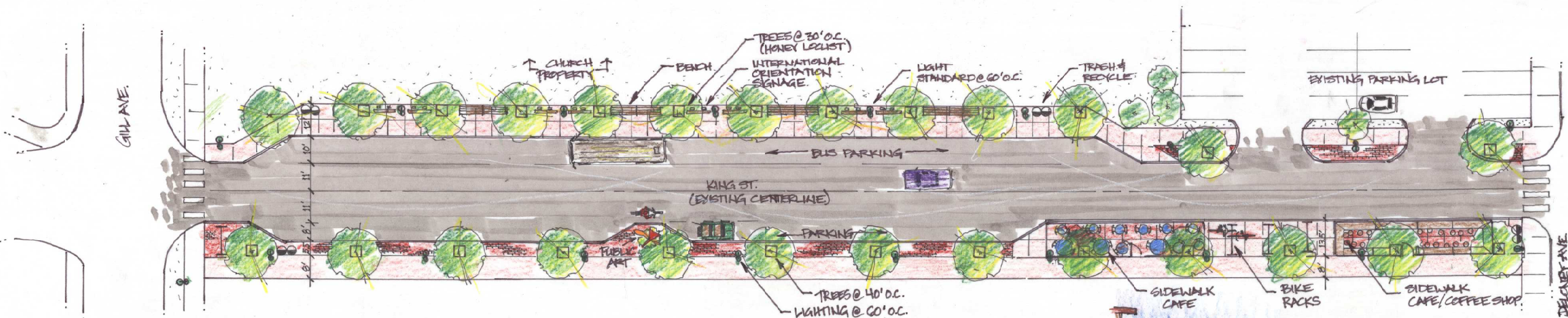
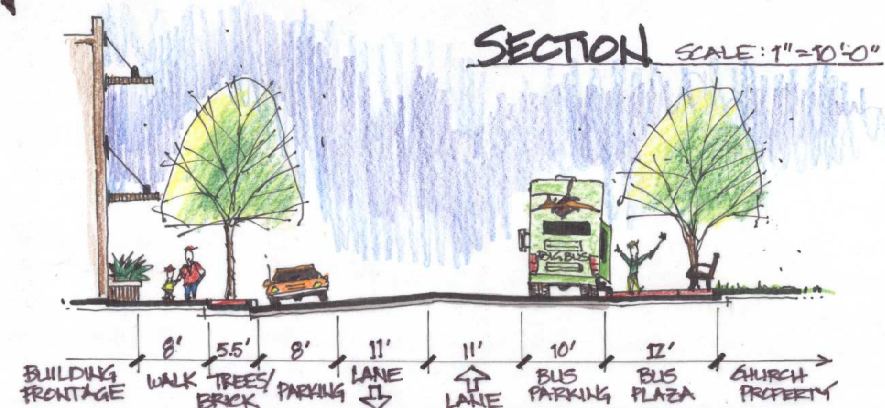
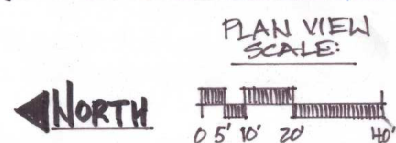
JORGENSEN





KING STREET - ALTERNATIVE 'C'

DOUBLE-LOADED PARALLEL PARKING,
PUBLIC/PEDESTRIAN ORIENTATION



KING STREET - ALTERNATIVE 'D'

MIX OF TRAFFIC CALMING & PARALLEL
PARKING, STRONG PUBLIC/PEDESTRIAN
ORIENTATION, SIDEWALK CAFES ACTIVATE
THE STREET CORRIDOR

