

Special Joint Information Meeting

TOWN COUNCIL & COUNTY COMMISSIONER MEETING

December 19, 2019

8:00 AM

Teton County Chambers

Chair: Natalia Macker

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. DISCUSSION/ACTION ITEMS

A. Integrated Transportation Plan - Technical Update

8:00 - 8:30 a.m. Public Comment

8:30 - Noon Elected Official Discussion

III. ADJOURN

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



BOARD OF COMMISSIONERS



TOWN COUNCIL

JOINT INFORMATION MEETING

AGENDA DOCUMENTATION

PREPARATION DATE: December 13, 2019
MEETING DATE: December 19, 2019

SUBMITTING DEPARTMENT: Joint Long-Range Planning
DEPARTMENT DIRECTORS: Tyler Sinclair and Chris Neubecker
PRESENTER: Jim Charlier, Charlier Associates (Consultant)

SUBJECT: Integrated Transportation Plan – Technical Update

PURPOSE

The purpose of this meeting is to discuss the ITP Update presentation made at the November 4, 2019 Joint Information Meeting and provide direction for potential updates and changes to the 2015 Integrated Transportation Plan.

BACKGROUND

The existing Integrated Transportation Plan was jointly adopted in September 2015 by the Town of Jackson and Teton County. The Action Plan in Chapter 7 of the ITP calls for a “technical update” of the ITP within five years following adoption. Charlier Associates, Inc. has been retained to prepare the Update.

The first phase of the Update pulled together data on Jackson Hole travel and traffic trends since 2015 and documented status of implementing the ITP Action Plan. The November 4 presentation is summarized here and attached at the end of this Report.

Trends:

- Transit Ridership (Key Indicator). START ridership has grown steadily since 2015. However, growth in ridership has kept only pace with growth in effective population. There has been no growth in transit mode share. Summer ridership in 2018 between Town and Teton Village responded to summer service increases.
- Annual VMT (Key Indicator). Total annual VMT (vehicle miles of travel) in Jackson Hole has surged since 2013, increasing by 27% over the five years from 2013 to 2018. This is an unprecedented trend for Jackson Hole, not seen in data going back to the 1980s.
- Average Daily Traffic. At most of the traffic stations, traffic has grown since 2013, again at rates unprecedented in Jackson Hole. However, at all count stations but one, the rate of growth in July traffic (and summer traffic in general) has been much lower than the rate of growth in annual traffic.
- Induced Traffic. The count station on US 189 at the Lincoln-Teton County line is an exception to the differential between annual and summer traffic growth. Both annual and summer traffic grew by similar amounts at that location between 2013 and 2018. (July – 28%; annual – 33%). Sections of this corridor have been widened in recent years, creating additional traffic capacity. This appears to be an example of an induced traffic response to road widening and suggests summer traffic growth within Jackson Hole may have been limited by the capacity of the other, un-widened major road corridors.

Major Capital Project Benchmarks:

- Review. Chapter 5 of the ITP requires the potential need for major capital projects to be addressed through a cooperative planning process involving the major transportation Partners (Town of Jackson, Teton County, Wyoming DOT). The ITP directs the Partners to apply network (not incremental) planning and design processes and to consider travel demand in a multimodal framework. Capital Groups 1 – 3 use a roadway congestion measure – “LOS D” – during the four summer months as a trigger for the planning process. Capital Group 4 is based on network redundancy and emergency service access. The four capital project groups are:
 - o Capital Group 1. WY-22 from the “Y” intersection to the WY-22/WY-390 intersection. Potential projects include:
 - Multimodal Reconstruction of the “Y” Intersection
 - Tribal Trails Connector
 - WY-22 Multi-Lane & Multimodal Improvements (including BRT)
 - WY-22 Pathway (Wilson – Jackson)
 - Multimodal Reconstruction of the Intersection of Spring Gulch and WY-22
 - Wildlife Permeability (from PEL Study)
 - o Capital Group 2. WY-390. Potential projects include:
 - WY-390 Multimodal Improvements (WY-22 – Teton Village)
 - Multimodal Reconstruction of the Intersection of WY-390 and WY-22
 - Wildlife Permeability (from PEL Study)
 - Bus Rapid Transit (Jackson – Teton Village)
 - o Capital Group 3. Regional connections. Potential projects included:
 - Pave and Upgrade Spring Gulch Road
 - Fixed-Guideway Transit
 - New North Network Connector
 - o Capital Group 4. Key local connections. Potential projects include:
 - Tribal Trails Connector (also in Group 1)
 - East-West Connector
 - Maple Way – Snow King Corridor
- Status.
 - o Capital Group 1 summer traffic has grown at about the rate forecast in the ITP. This corridor had reached its preliminary engineering and construction benchmarks by the time the ITP was adopted.
 - o Capital Group 2 summer traffic has grown at about the rate forecast in the ITP. This corridor is not expected to reach its preliminary engineering benchmark until about 2033 and its construction benchmark until after 2035.
 - o Capital Group 3 summer traffic has grown at about the rate forecast in the ITP. This corridor would require a full PEL study (Planning and Environmental Linkages) as a first step in planning. The corridor is not expected to reach its PEL benchmark until well after 2035.

Action Plan Implementation. Key initiatives (✓ indicates significant progress):

- Transit (Ch 2)
 - ✓ Transit facility improvements
 - ✓ Service improvements – commuter routes
 - ✓ Service improvements – corridor routes
 - ✓ Service improvements – circulator routes
 - o Transit pass and fare programs
 - o Marketing and information
- Active Transportation (Ch 3)
 - ✓ Town of Jackson community streets plan
 - o Teton County community streets policy and plan
 - ✓ Pathways program

- ✓ Enhanced winter maintenance in Town
- Transportation Demand Management (Ch 4)
 - o Establish TDM program and hire TDM coordinator
 - o Implement market-based TDM program
 - ✓ Implement performance monitoring system
- Major Capital Projects (Ch 5)
 - o Benchmarking system
 - o Capital project groups 1, 2, 3, and 4 (process developed)
 - o Project development and project chartering (process developed)
- Regional Transportation Planning Organization (RTPO – Ch 6)
 - o First stage organization
 - o Second stage organization

In addition, staff has attached the Transportation portions of the Comprehensive Plan Update – Growth Management Plan (GMP), Phase 1 and Phase 2 reports for consideration.

ALTERNATIVES

The following six (6) questions have been identified for consideration based upon review of the key data trends presented. Officials should come to the meeting prepared to discuss each of these six (6) topics including any other proposed amendments to the plan you may have. It is integral to the success of this working meeting that all participants come prepared. All participants should be familiar with all resources attached. Staff is available prior to the meeting for questions or discussion, if needed.

The purpose of this meeting is to consider and give direction on key enhancements to the amendments to be incorporated into the current ITP for review and approval during Phase 3 of the Technical Update.

Questions for Discussion:

1. Benchmarking system
 - Should we continue to use the four summer months?
 - Is LOS D an appropriate criterion, given induced demand?
2. WY-22 corridor and Capital Group 1
 - How can the Town and County (with START) help guide planning and design?
3. Transit goals (doubling ridership and then doubling again)
 - Is this too ambitious?
 - Should we frame this differently?
 - Should we establish a different approach to objectives?
4. Active transportation
 - Should we adopt a focus on bicycling - low impact tourism, quality of life, etc?
 - Do we need a renewed emphasis on safe, convenient walking in Town?
5. TDM program
 - Do we still want to develop a transportation demand management program?
 - If so, how can we move forward – what are the next steps?
6. Regional Transportation Planning Organization
 - Do we still want to establish an RTPO?
 - If so, how can we move forward – what are the next steps?

Meeting Agenda:

8:00AM – 8:30AM: Opportunity for public comment

8:30AM – 9:00AM: General comments and questions on the data

9:00AM – 11:30AM: Questions for discussion (above)

11:30AM – 12:00PM: ITP schedule – future JIM meetings?

ATTACHMENTS

- ITP Presentation PowerPoint Presentation, November 4, 2019
 - o Video <https://jacksonwy.civicclerk.com/Web/Player.aspx?id=203&key=-1&mod=-1&mk=-1&nov=0>
- GMP – Phase 1: Chapter 7 Review
- GMP – Phase 2: What's Next
- November 4, 2019, ITP – Technical Update Staff Report
- Integrated Transportation Plan – 2015
 - o <http://jacksontetonplan.com/239/Integrated-Transportation-Plan>

FISCAL IMPACT

Phase 2 has progressed within the budget and staff resources indicated in the project Scope of Work approved in June 2019.

STAFF IMPACT

Phase 2 has progressed within the budget and staff resources indicated in the project Scope of Work approved in June 2019.

LEGAL REVIEW

None at this time

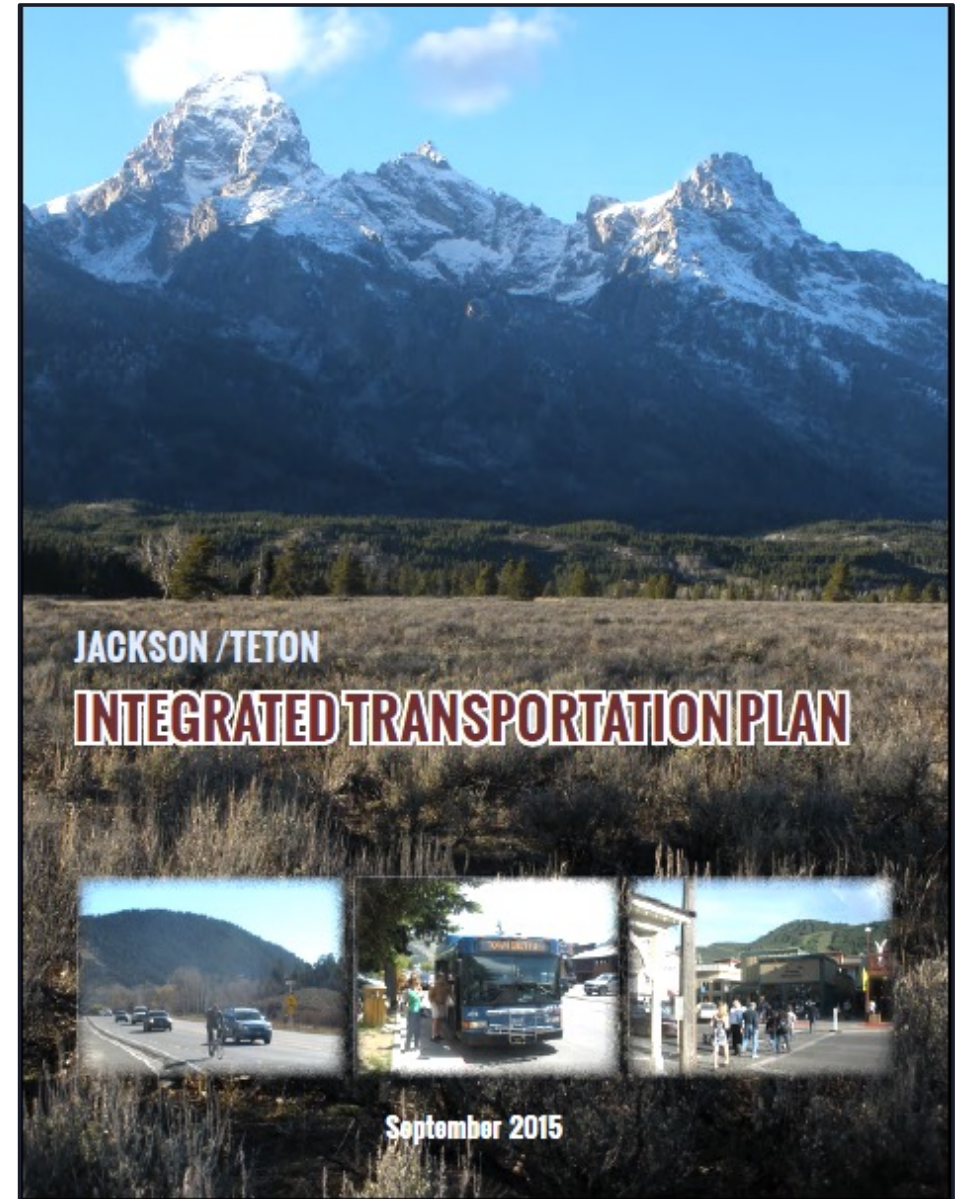
SUGGESTED MOTIONS

I move to direct staff to amend the Integrated Transportation Plan, as directed at this meeting, for review and approval at a later date.



ITP update

Nov 4, 2019 Joint Information Meeting



ITP “technical update” schedule | Joint Information Meetings

- ✓ November 4, 2019 – refresh, review, discuss
- ✓ December, 2019 – review & update action plan
- ✓ January, 2020 – approve ITP update

today's objectives | ITP Update

- ➔ ✓ refresh: what's in the ITP
- ✓ review major trends since 2013/2015
- ✓ conclusions and questions for discussion

ITP refresh | mission

- ✓ integrated with & driven by Comprehensive Plan
- ✓ focus resulting from planning process:
 - take a strategic approach to traffic
 - grow the transit system
 - connect active transportation

ITP refresh | overview



CONTENTS

SEPTEMBER 2015

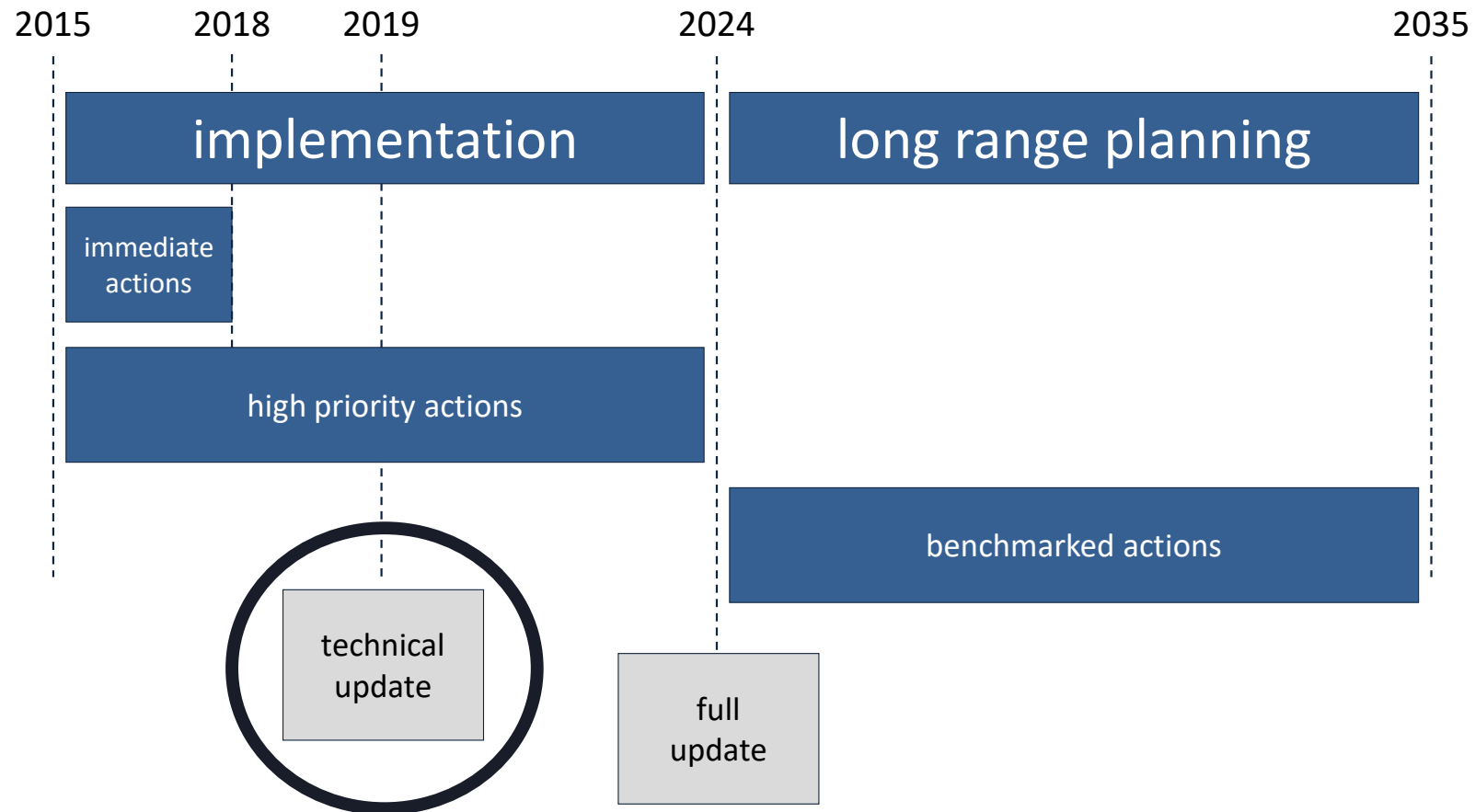
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chapter 1 plan overview | ITP refresh

*theme:
blueprint for implementing
transportation provisions of the
Town/County Comprehensive Plan
(section 7 multimodal transportation)*



ITP refresh | long range and strategic



ITP Figure 1.1

ITP refresh | two scenarios

baseline scenario

no intervention
trends continue
2013 travel behavior

plan scenario

ITP implementation
transit ridership x 4
5% drop in SOV

ITP refresh | key indicators

Table 1-1. Key Indicators Under the Baseline and Plan Scenario

Indicator		Base Year	Baseline Scenario		Plan Scenario	
		2013	2024	2035	2024	2035
Mode Share (of total annual trips)	SOV (single occupant vehicle)	54%	54%	54%	51%	48%
	MOA (multiple occupant auto)	29%	29%	29%	29%	29%
	Walk	9%	9%	9%	10%	11%
	Bicycle	7%	7%	7%	8%	9%
	Transit	1%	1%	1%	2%	3%
Annual vehicle miles traveled (VMT)		480 million	550 million	610 million	525 million	560 million
% Growth in VMT from 2013		-	14%	28%	9%	17%
Annual transit ridership		0.9 million	1.1 million	1.2 million	1.8 million	3.6 million

chapter 2 transit development | ITP refresh

*theme:
make transit a viable choice*



2. TRANSIT DEVELOPMENT

Make Transit a Viable Choice

STRATEGIC TRANSIT PLAN OVERVIEW

In the future, public and private transit in Jackson and Teton County will become a viable daily travel choice for most types of local and regional trips. Transit will be available at service levels sufficient to support convenient, timely trips by residents, commuters (including in-commuters and seasonal workers), and visitors between all destinations in the greater Jackson Hole region. By 2024, significant improvements will be made in existing services — commuter routes, fixed route scheduled local routes, and circulator routes.

The feasibility of peak summer season service between the Town and Grand Teton National Park will be tested through a pilot project coordinated with the Park, and summer service between the Town and Teton Village will be increased. By 2035, the speed of travel between the Town and Teton Village will be significantly enhanced by introduction of bus rapid transit service. All of these improvements will result in significant ridership growth consistent with the Plan Scenario (see Figure 2-1 and Chapter 1).

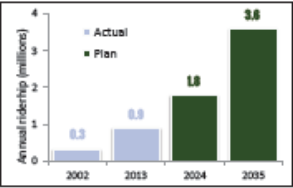
STRATEGIC TRANSIT PLAN HIGHLIGHTS

- Complete transit vehicle maintenance facility
- Increase commuter service and add local & express runs with stops in Wilson and South Park
- Increase summer service to Teton Village
- Initiate summer pilot service to Grand Teton National Park with a stop at Jackson Hole Airport
- Convert Teton Village route to BRT
- Streamline the town circulator route and increase service
- Expand the employer transit pass program
- Increase marketing of transit service

START BUS ROUTE STRUCTURE

- **Commuter Routes.** Longer routes that primarily serve people who work in Jackson or other areas of Teton County, but live outside the County (Star Valley and Teton Valley routes).
- **Corridor Routes.** Medium distance routes that operate along high travel corridors connecting towns, communities and other destinations within Teton County (Teton Village Route).
- **Circulator Routes.** Short distance routes that make frequent stops within a single town or community to provide local circulation and connections to corridor and commuter routes (Town Shuttle).

Figure 2-1. Transit Ridership Targets (Plan Scenario)



Year	Actual (millions)	Plan (millions)
2002	0.3	
2015	0.8	
2024		1.8
2035		3.8

Jackson/Teton Integrated Transportation Plan

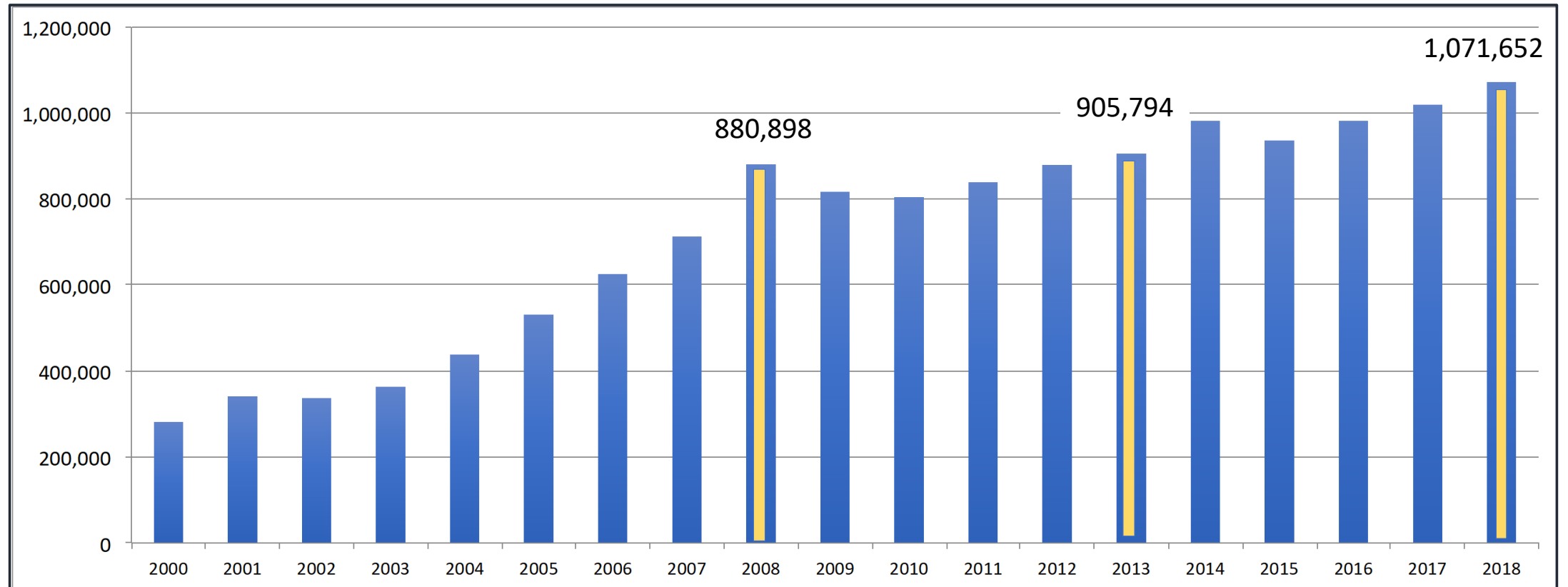
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ITP refresh | transit development (chapter 2)

key initiatives

- ☒ transit facility improvements
- ☒ service improvements – commuter routes
- ☒ service improvements – corridor routes
- ☒ service improvements – circulator routes
- ☐ transit pass and fare programs
- ☐ marketing and information

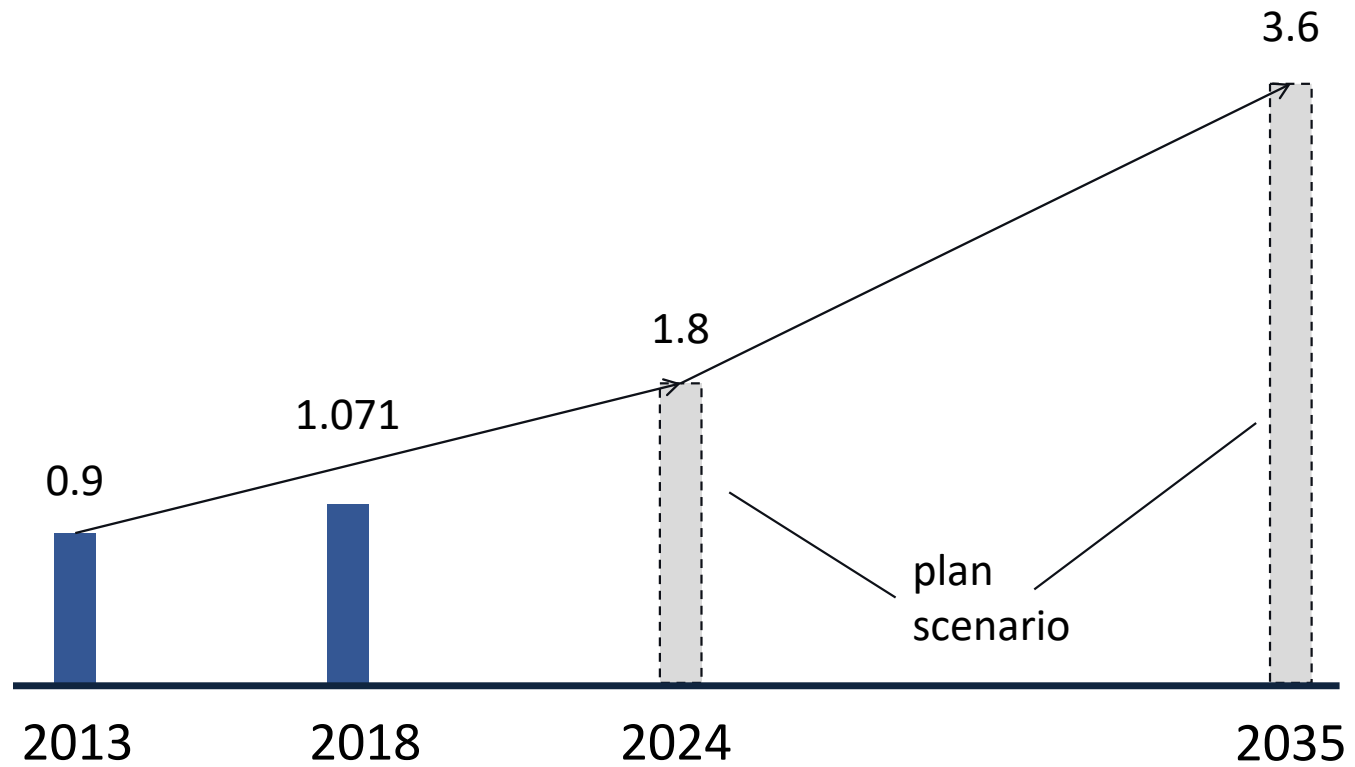
key indicator | annual START ridership



data source: START

transit ridership | key indicator

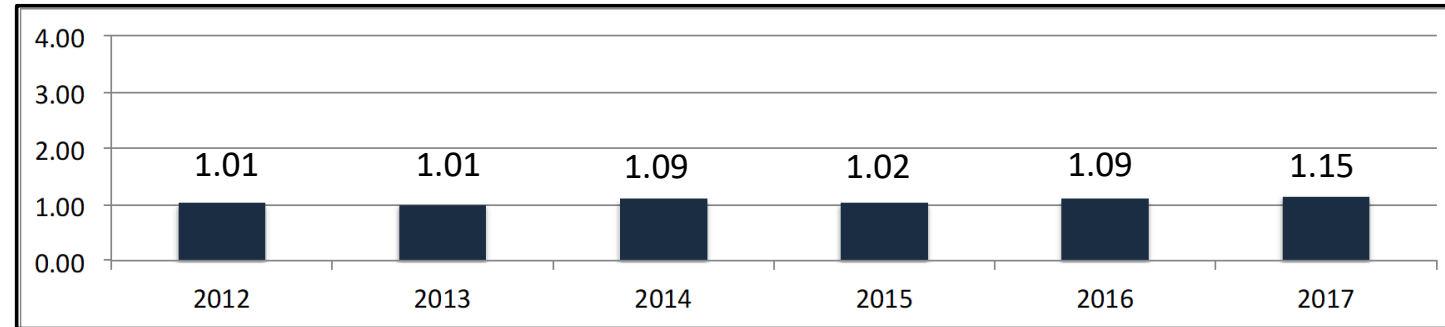
(annual)



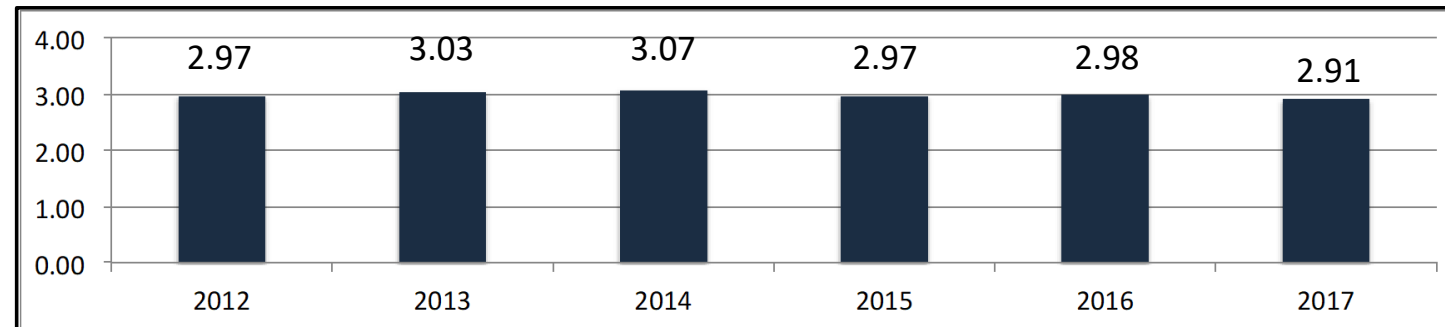
key indicator | per capita* monthly START ridership

* effective population

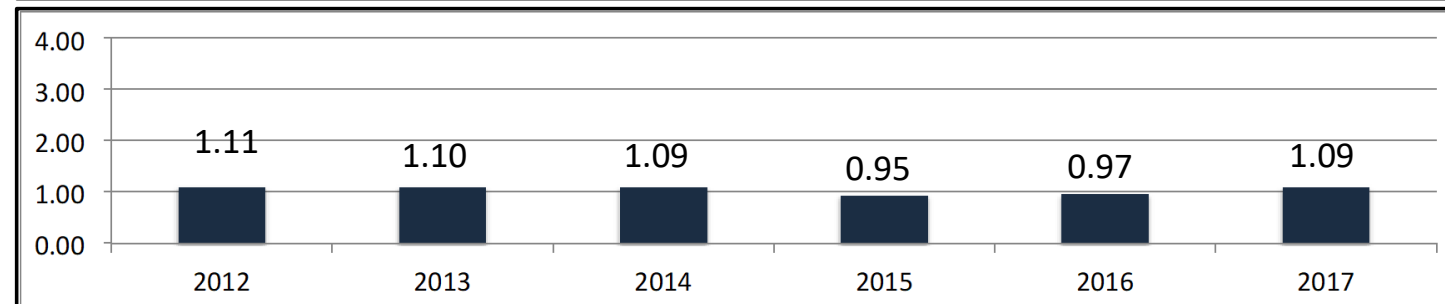
summer



winter



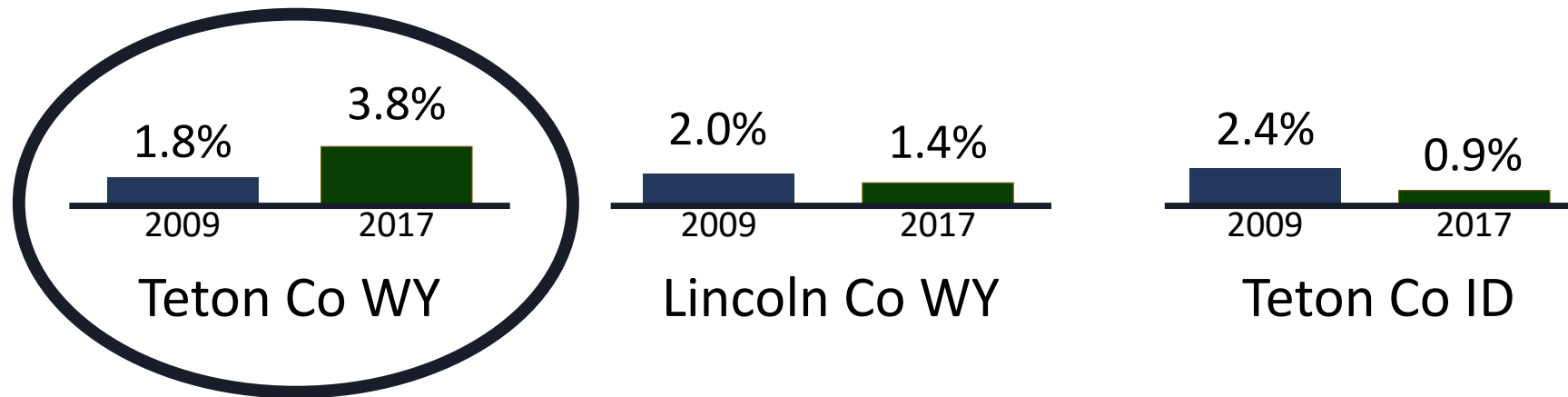
shoulder



data source: START

key indicator | transit mode share for commuting

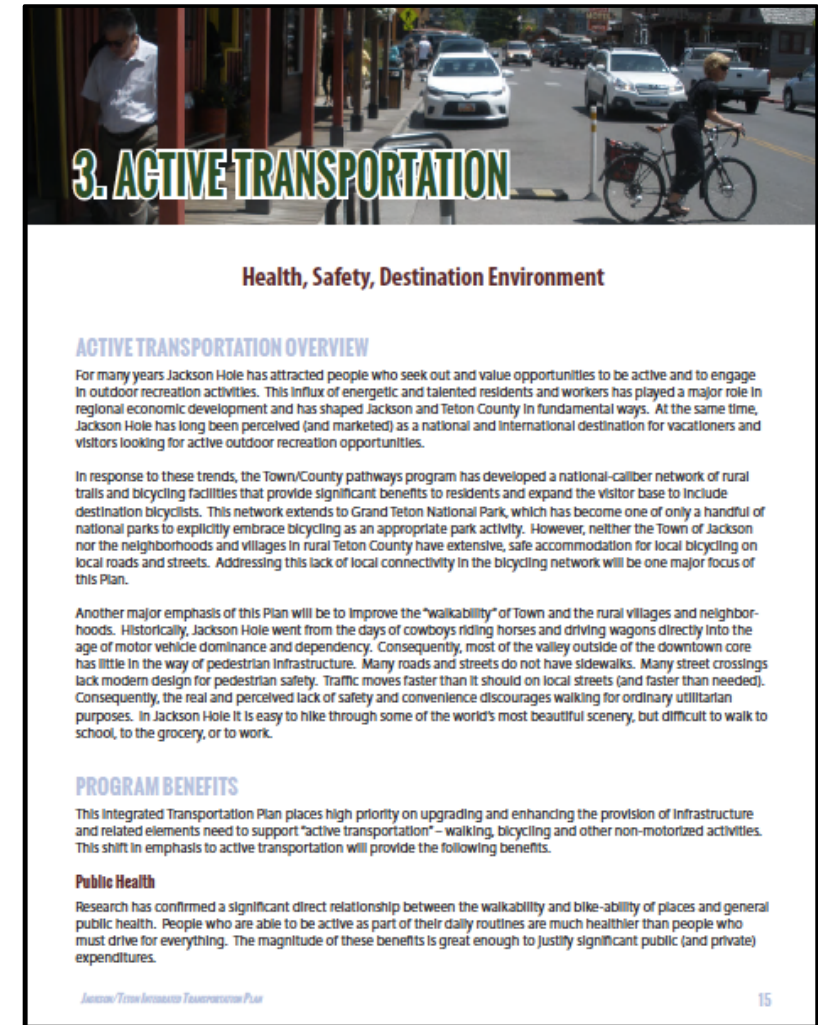
% take transit to work



data source: American Community Survey

chapter 3 active transportation | ITP brief refresh

*theme:
health, safety, destination environment*



ITP refresh | active transportation (chapter 3)

key initiatives

- ☒ Town of Jackson Community Streets Plan
- ☐ Teton County Community Streets Policy & Plan
- ☒ pathways program
- ☒ enhanced winter maintenance in town

chapter 4 transportation demand management |

ITP refresh

*theme:
leverage our investment*



4. TRANSPORTATION DEMAND MANAGEMENT

Leverage Our Investment

TDM OVERVIEW

Teton County will establish a Transportation Demand Management (TDM) Program and hire a TDM coordinator in order to help achieve the Comprehensive Plan goal of meeting future transportation demand by alternative modes. The TDM strategies described in this chapter will complement existing and future START bus service and multi-modal planning efforts laid out in this ITP. TDM strategies will be tailored to four specific travel markets (see sidebar). The TDM program will also manage the performance monitoring and reporting system.

TDM TRAVEL MARKETS

- Commuters – employer-based strategies
- New development – trip reduction requirements
- Residents – school trips
- Visitors – vacation travel

TDM STRATEGIES BY TRAVEL MARKET

Commuters

Employer-based TDM strategies will be a high priority for the region, in particular to target the approximately 23% of Teton County workers who live outside the county and commute fairly long distances. As large employers, Teton County and the Town of Jackson will directly participate in the program to showcase their support. Employers will be encouraged to adopt the following TDM Strategies:

Employer Transit Pass Program and Transit Subsidy
Offer free or discounted transit passes to employees, which can be provided as a tax-free benefit (see *Qualified Transportation Fringe Benefits* sidebar on next page). The TDM coordinator will work with START to implement one or both of the following types of discount employer bus pass programs:

- **Annual or Monthly Pass Program:** employer purchases monthly or annual passes for all interested employees, possibly at a modest discount, such as 5 to 10%.
- **Bulk-Purchase Program/Universal Access Pass Program:** employer purchases passes for all employees at a significant discount. This program generally requires regular ridership surveys to provide a basis for program pricing and a commitment by employers to fully subsidize the pass cost.

Qualified Transportation Fringe Benefits
Offer tax-free commuting benefits to employees (see sidebar on next page).

Jackson/Teton Incorporated Transportation Plan

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ITP refresh | transportation demand management

commuters:

- employer involvement
- transit passes
- web tools, apps

visitors:

- real-time traffic info
- outreach before arrival
- web tools, apps

residents:

- access to schools
- special events
- web tools, apps

new development:

- tdm site plan
- program participation
- reporting, monitoring

ITP refresh | transportation demand management (chapter 4)

key initiatives

- ☐ establish TDM program and hire TDM coordinator
- ☐ implement market-based TDM program
- ☒ implement performance monitoring system

chapter 5 major capital projects |

ITP refresh

theme:
strategic capital programming



Strategic Capital Programming

MAJOR CAPITAL PROJECTS OVERVIEW

The three entities (transportation partners) involved in implementing this Plan (Town of Jackson, Teton County, Wyoming DOT) have limited resources for capital investment. The highest capital priority for each of these agencies will be placed on maintaining existing facilities (all modes) in a "state of good repair." The relative priority of specific investments will be guided by system preservation and efficiency needs and will fall in these categories:

- Maintenance and upkeep of existing facilities;
- Recapitalization of existing facilities – replacement, rehabilitation and repair; and,
- System operations and demand management.

This Plan specifically places low priority on expansion of road and street motor vehicle capacity. However, when such expenditures become unavoidable, they will be guided by the following six capital investment principles:

1. **Network Approach.** Lack of road and street connectivity represents a significant challenge in Jackson Hole. Major capital investments in specific corridors will be made based on network analysis, not in isolation one corridor at a time. Design measures will be applied in project development to avoid use of local connections by cut-through and regional bypass traffic.
2. **Interagency Coordination.** Close cooperation and collaboration between the Partners will occur continuously from initial needs analysis, through capital programming (including the State Transportation Improvement Program), conceptual planning and design, final design, right of way acquisition and construction. This coordination among the partners will be facilitated by formation of a Regional Transportation Planning Organization (see Chapter 6).
3. **Multimodal Function.** Capital investments will be planned and designed to provide multimodal corridors that support access and circulation by all modes. The partners will look for opportunities to improve active transportation (walk, bike, etc.) safety and convenience, as well as efficient transit operations in all road and street projects (see also Chapters 2 and 3).
4. **Strategic Timing.** Significant uncertainties in travel behavior trends, population growth and economic development cloud the partners' ability to forecast exactly when, if ever, certain major capital investments will be needed. To avoid premature investment in potentially-needed future capital projects while at the same time ensuring adequate time for project development of projects that become necessary, the Partners will use a benchmarking system to guide timing of project development and construction of major capital projects.

Jackson/Teton Integrated Transportation Plan

ITP refresh | strategic capital project programming

network approach

multimodal function

interagency coordination

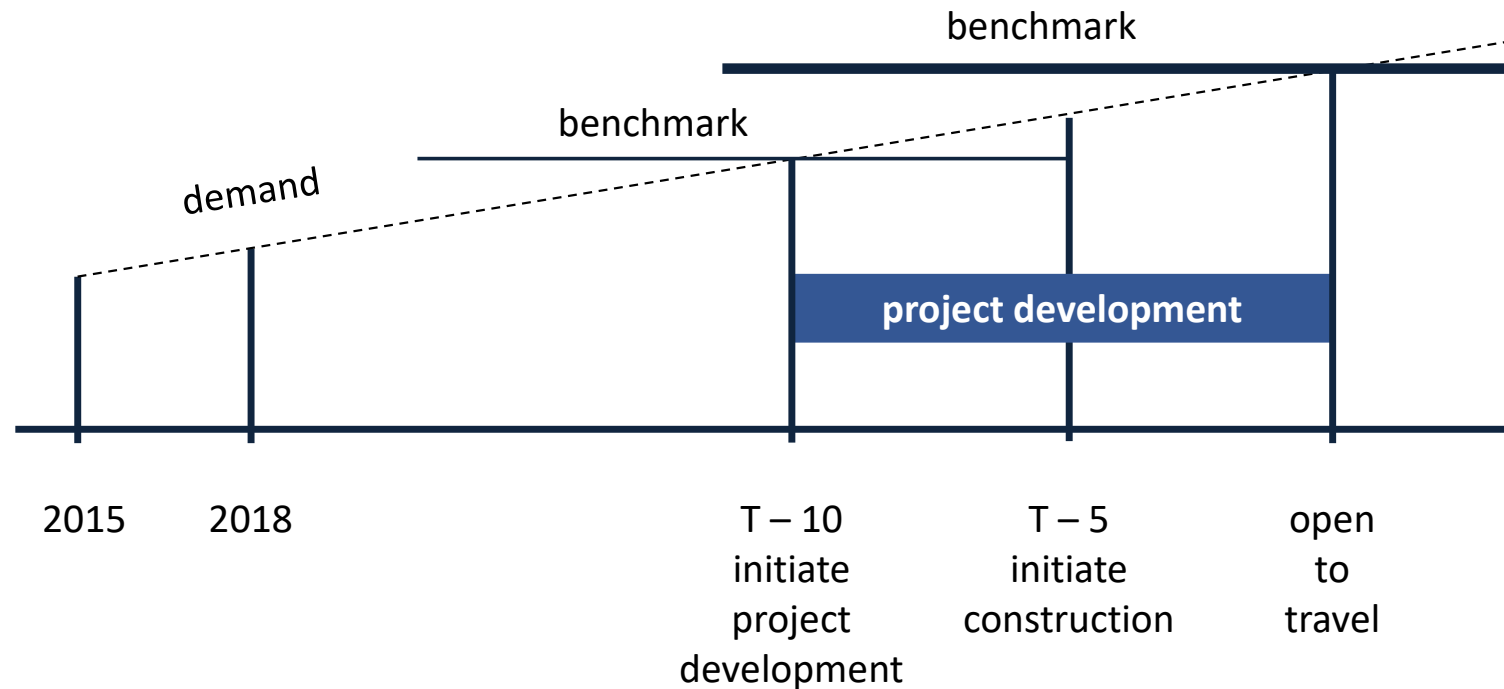
strategic timing

ITP refresh | major capital projects (chapter 5)

key initiatives

- ☒ benchmarking system
- ☒ capital project groups 1, 2, 3 and 4
- ☒ project development + project chartering

ITP refresh | strategic capital project programming



ITP refresh | strategic capital project programming

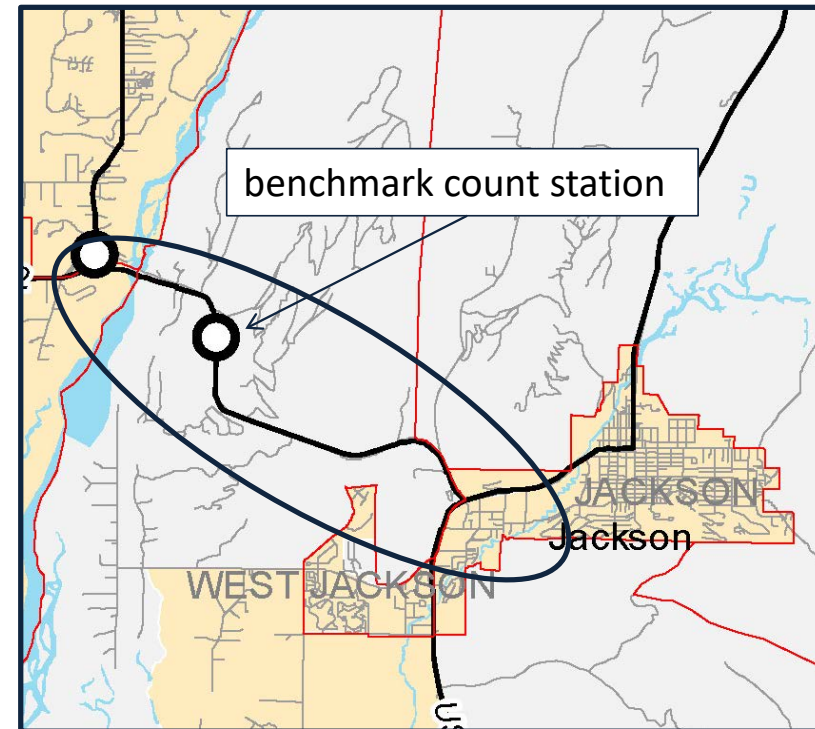
LOS D benchmark – major roadway corridors

- daily traffic – peak season – volume/capacity
- set by Jackson/Teton Comprehensive Plan
- also used by WyDOT

ITP refresh | capital groups benchmarking

capital group 1

- “Y” intersection
- Tribal Trails Connector
- WY-22 pathway
- WY-22 multi-laning/BRT
- WY-22 intersections
- wildlife permeability



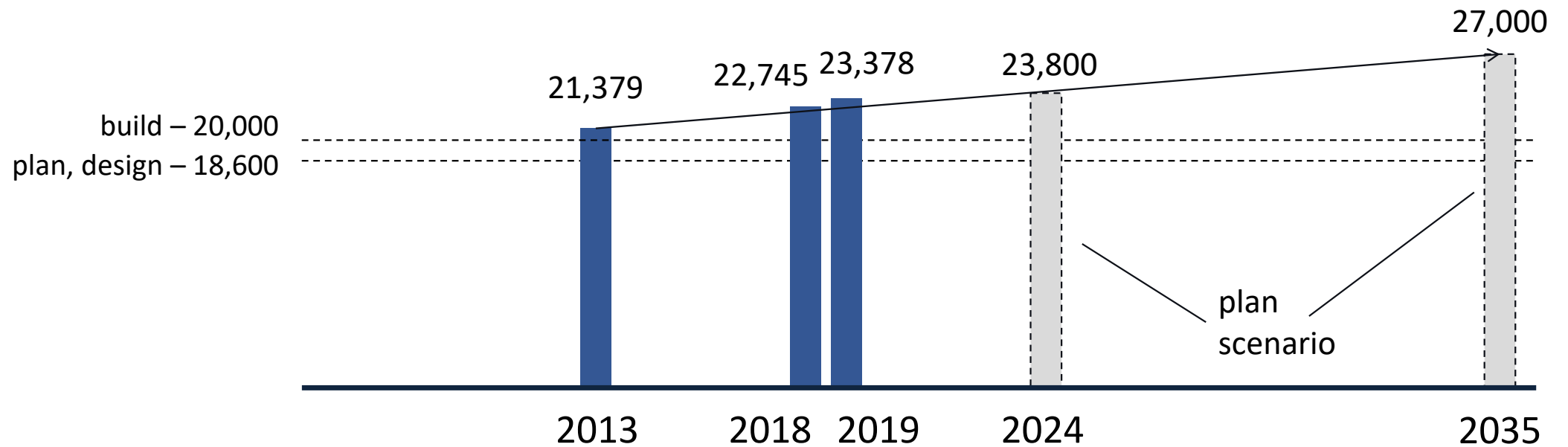
ITP refresh | capital groups benchmarking

capital group 1

Group 1 Indicator Count Station WY 22 Jackson West (PC #158)	2013 (actual traffic)	2024 (forecast traffic)	2035 (forecast traffic)	1st Benchmark (initiate project development)	2nd Benchmark (initiate construction)
Summer average vehicles per weekday	21,379	23,800	27,000	18,600	20,000

status of benchmarks | capital group 1

(average summer weekday – Jun, Jul, Aug, Sep)

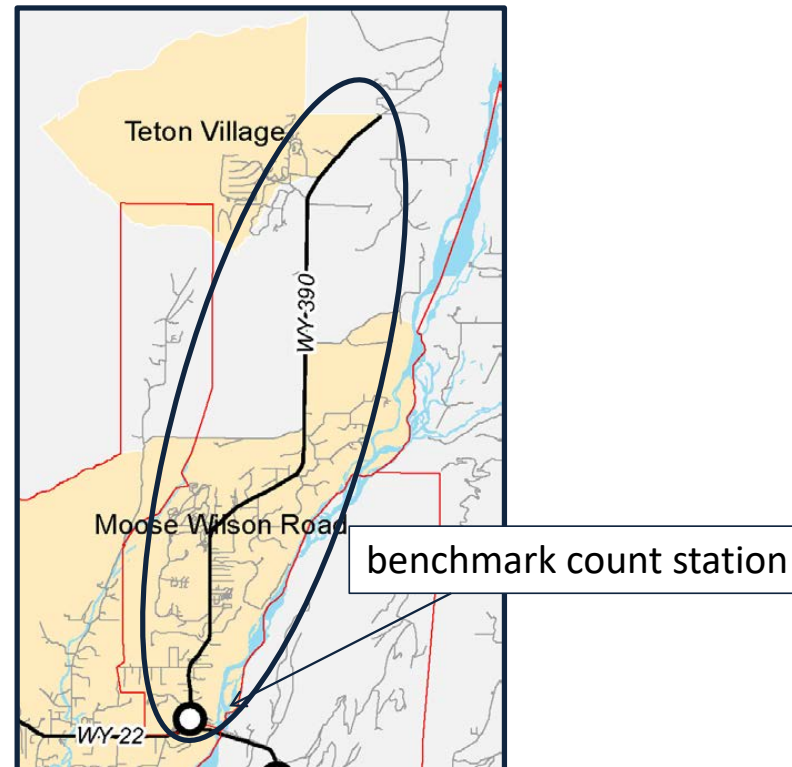


data source: WyDOT permanent traffic counters

ITP refresh | capital groups benchmarking

capital group 2

- WY-390
- WY-22 intersection
- wildlife permeability



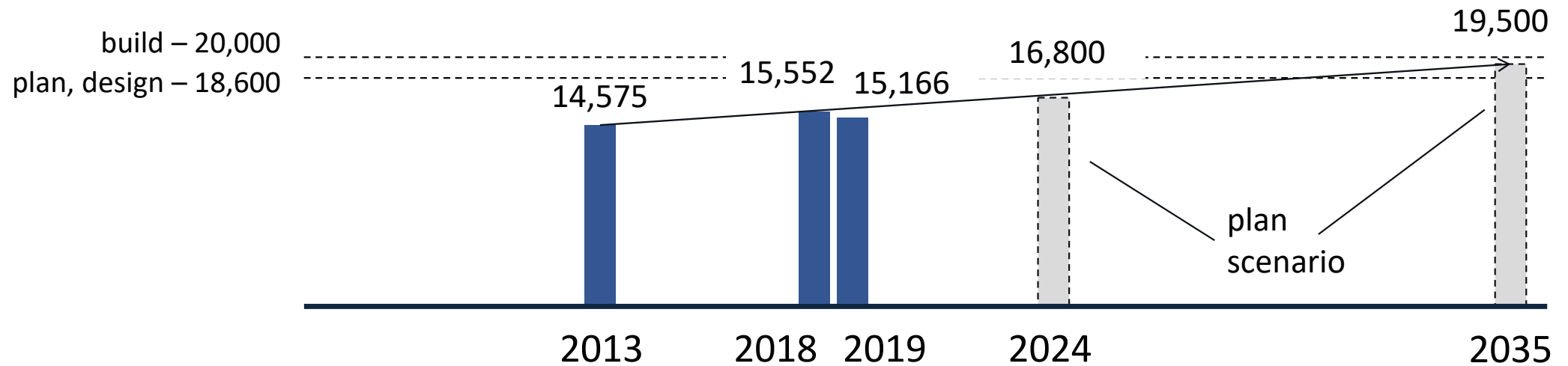
ITP refresh | capital groups benchmarking

capital group 2

Group 2 Indicator Count Station WY 390 Teton Village (ATR #141)	2014 (actual traffic)	2024 (forecast traffic)	2035 (forecast traffic)	1st Benchmark (initiate project development)	2nd Benchmark (initiate construction)
Summer average vehicles per weekday	14,575	16,800	19,500	18,600	20,000

status of benchmarks | capital group 2

(average summer weekday – Jun, Jul, Aug, Sep)

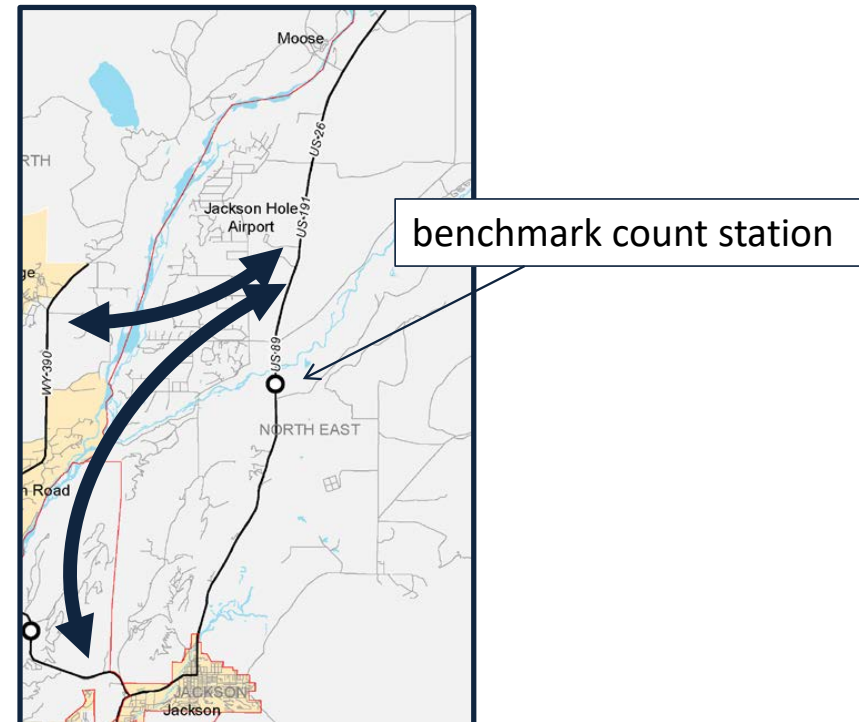


data source: WyDOT permanent traffic counters

ITP refresh | capital groups benchmarking

capital group 3

- Spring Gulch Road
- fixed guideway transit
- north bridge



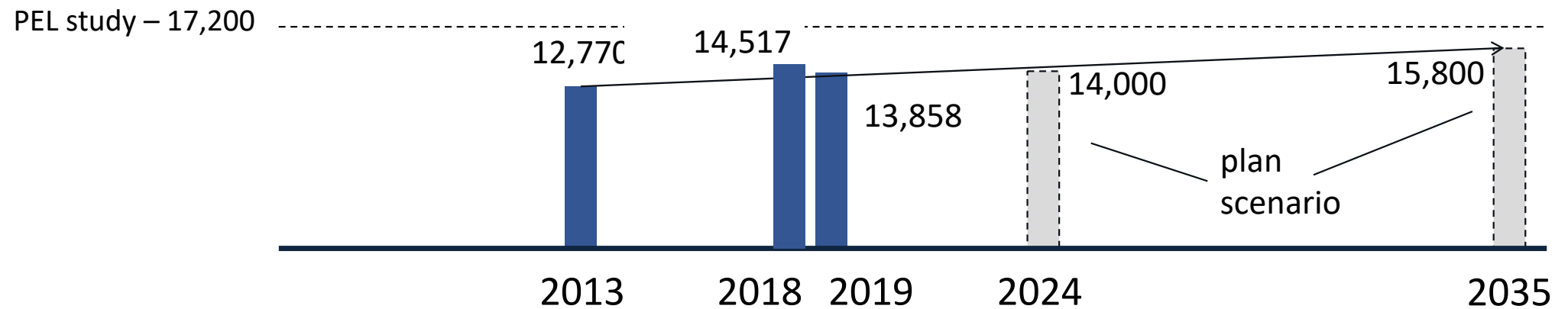
ITP refresh | capital groups benchmarking

capital group 3

Group 3 Indicator Count Station US-26 Gros Ventre (ATR #84)	2014 (actual traffic)	2024 (forecast traffic)	2035 (forecast traffic)	1st Benchmark (initiate NEPA/PEL process)
Summer average vehicles per weekday	12,770	14,000	15,800	17,200

status of benchmarks | capital group 3

(average summer weekday – Jun, Jul, Aug, Sep)



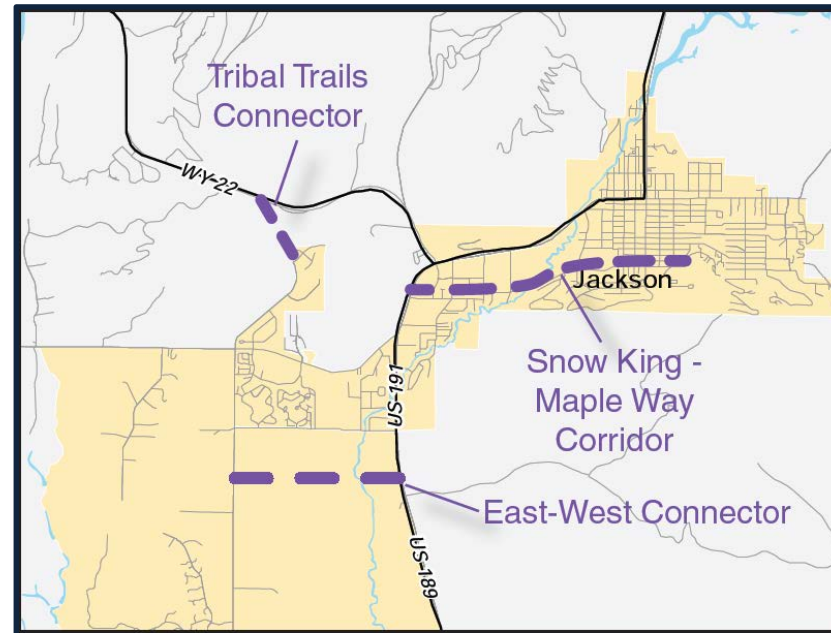
data source: WyDOT permanent traffic counters

ITP refresh | capital groups benchmarking

capital group 4

- Tribal Trails Connector
- East-West Connector
- Maple Way – Snow King

*no LOS criteria
needed for connectivity*



chapter 6. regional transportation planning organization | ITP refresh

*theme:
continuing, cooperative, comprehensive*



6. REGIONAL TRANSPORTATION PLANNING ORGANIZATION

Continuing, Cooperative, Comprehensive

OVERVIEW

The Town of Jackson and Teton County will establish, staff and provide funding for a Regional Transportation Planning Organization (RTPO). During the first stage of implementation, the RTPO will provide transportation planning and coordination services to the Town and County. During the second stage of implementation, the role of the RTPO will be expanded to include development and implementation of a regional transportation program funded from new revenue sources. In the event of federal legislation passes authorizing rural equivalents to MPOs or similar authority for rural transportation planning and prioritization, the RTPO would take on that role as well.

FIRST STAGE ORGANIZATION

The RTPO will be modeled on Metropolitan Planning Organizations established under federal transportation statutes. Its multimodal mission would encompass vehicular travel, public transit, bicycling and recreational trails, and pedestrian accommodation. RTPO staff will undertake transportation planning for the Town and County, provide coordination between local, regional and state transportation programs and be empowered to accept local, state, federal and private grants and enter into contracts.

Organizational Structure

A Policy Board and a Technical Advisory Committee will provide strategic direction to the RTPO. The Policy Board's role will be advisory to the County Commission, Town Council and Wyoming DOT District 3. It would include:

- Two members of the Teton County Board of Commissioners appointed by the Board;
- Two Town Councilors appointed by the Town Council;
- One local citizen appointed jointly by the County Commission and Town Council; and
- Non-voting members representing Wyoming DOT, Grand Teton National Park, and the Jackson Board of Education.

BENEFITS OF AN RTPO

- Establish a routine, structured setting for the Town, County and WYDOT to propose, evaluate and prioritize projects (all modes) for inclusion in the State Transportation Improvement Program (STIP).
- Improve coordination of transportation planning and design projects (e.g. future PEL studies, roadway design, etc.) between the Jackson Hole region and the State of Wyoming.
- Provide capability for routine public transit planning, including service planning, capital planning and grant applications, as well as long-term strategic planning.
- Provide capability for routine, ongoing Transportation Demand Management program.
- Provide a framework for coordination with Teton County, Idaho, the State of Idaho, the Greater Yellowstone Region, and adjacent Wyoming counties.
- Set the stage for dedicated, regional transportation funding source.

Jackson/Teton Integrated Transportation Plan

ITP refresh | regional transportation planning organization (chapter 6)

key initiatives



first stage organization



second stage organization

ITP refresh | regional transportation planning organization

first stage organization – RTPO

- establish policy board
- establish technical advisory committee
- TDM program
- pathways program
- START planning services
- reporting and monitoring plan
- performance
- develop transportation funding proposal
- STIP evaluation and representation

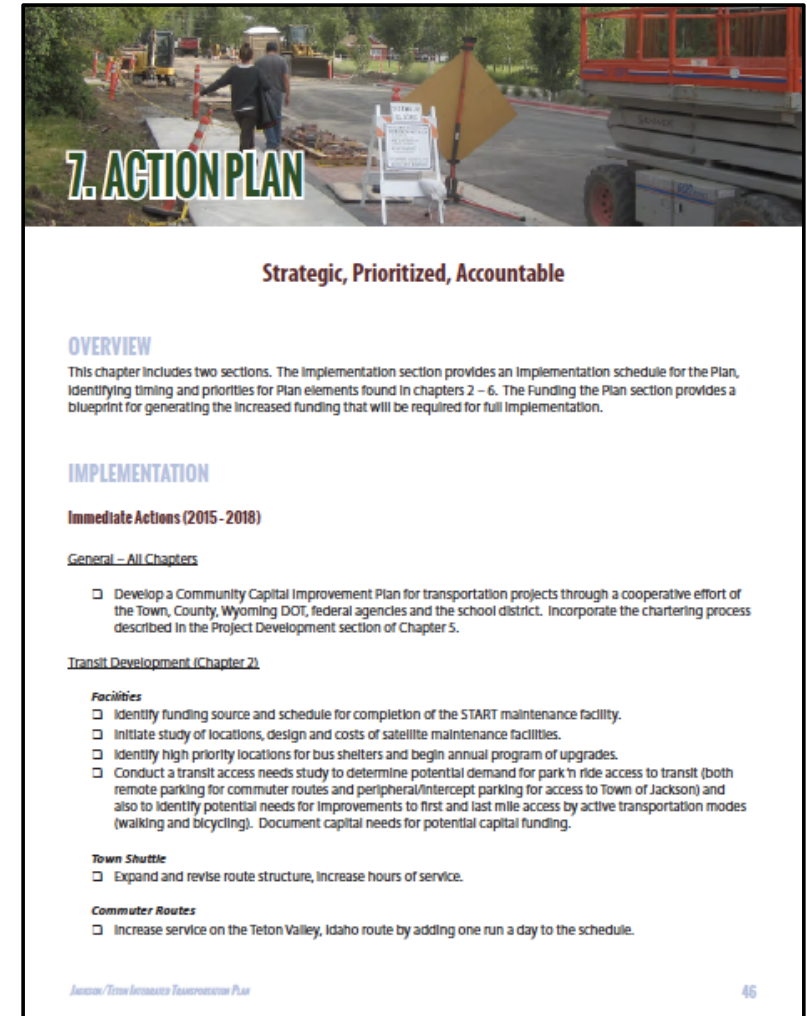
ITP refresh | regional transportation planning organization

second stage organization – RTPO

prioritize and allocate new regional funding
regional transportation planning
grant administration

chapter 7. action plan | ITP refresh

theme:
strategic, prioritized, accountable



ITP refresh | action plan (chapter 7)

key initiatives

- ☐ immediate actions (2015 – 2018) (45)
- ☐ high priority actions (2015 – 2024) (32)
- ☐ benchmarked actions (2025 – 2035) (5)

(next JIM meeting)

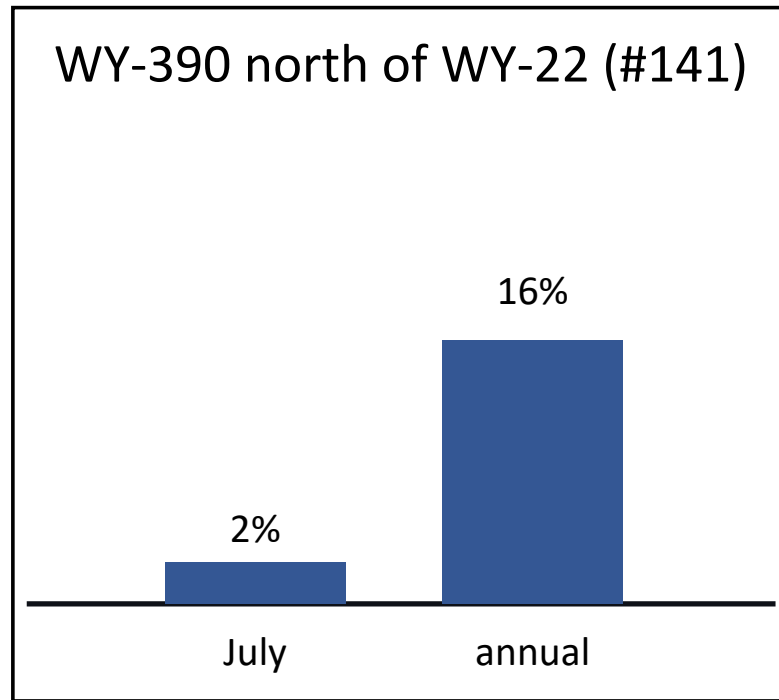
today's objectives | ITP Update

- ✓ refresh: what's in the ITP
- ➔ ✓ review major trends since 2015
- ✓ conclusions and questions for discussion

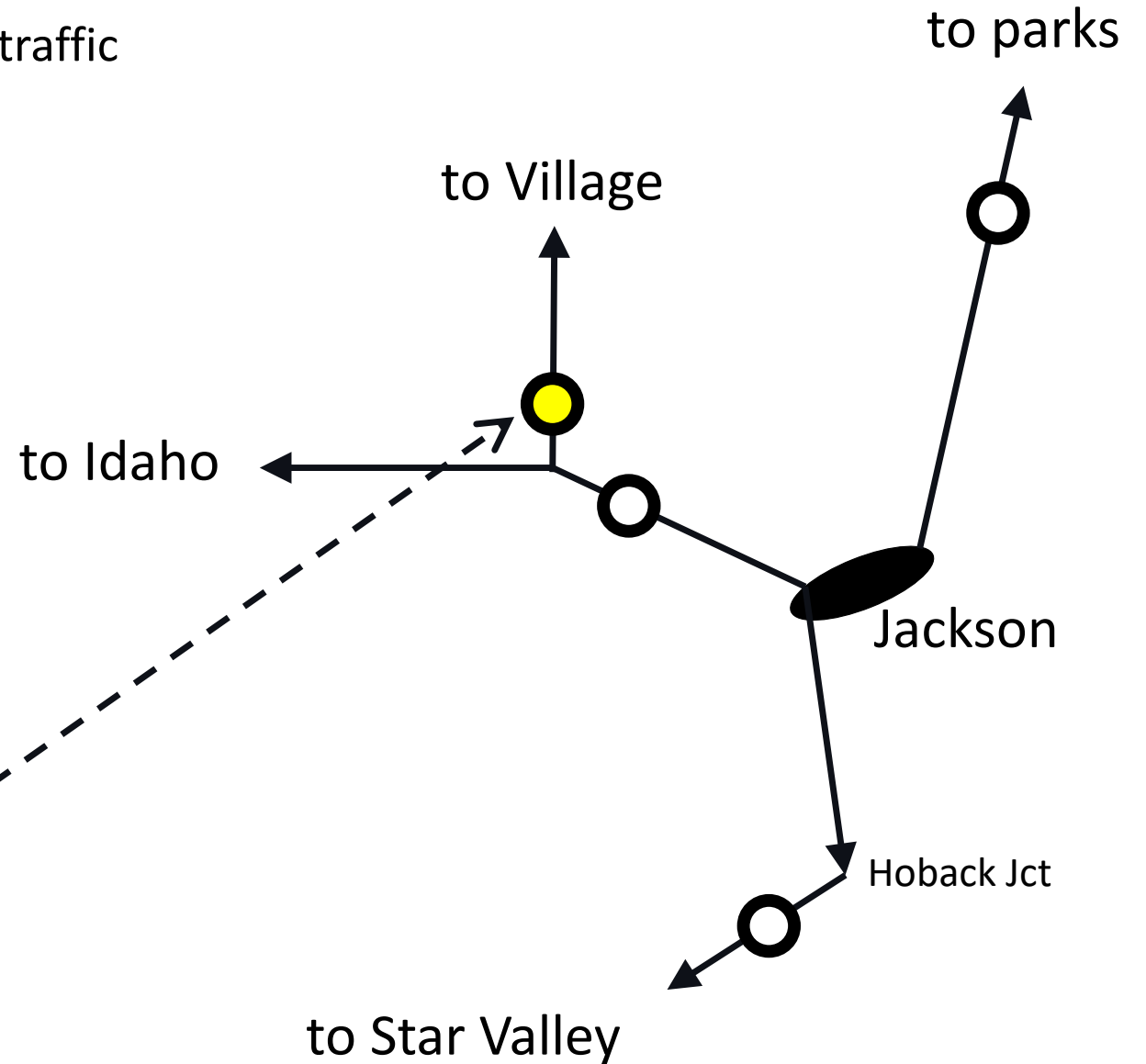
major trends | average daily traffic – July and annual



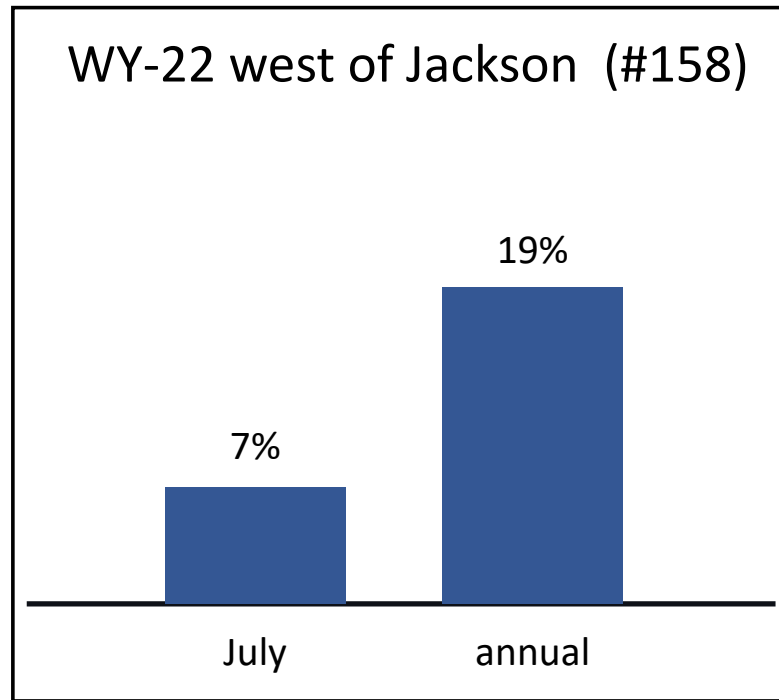
major trends | average daily traffic growth 2013 - 2018



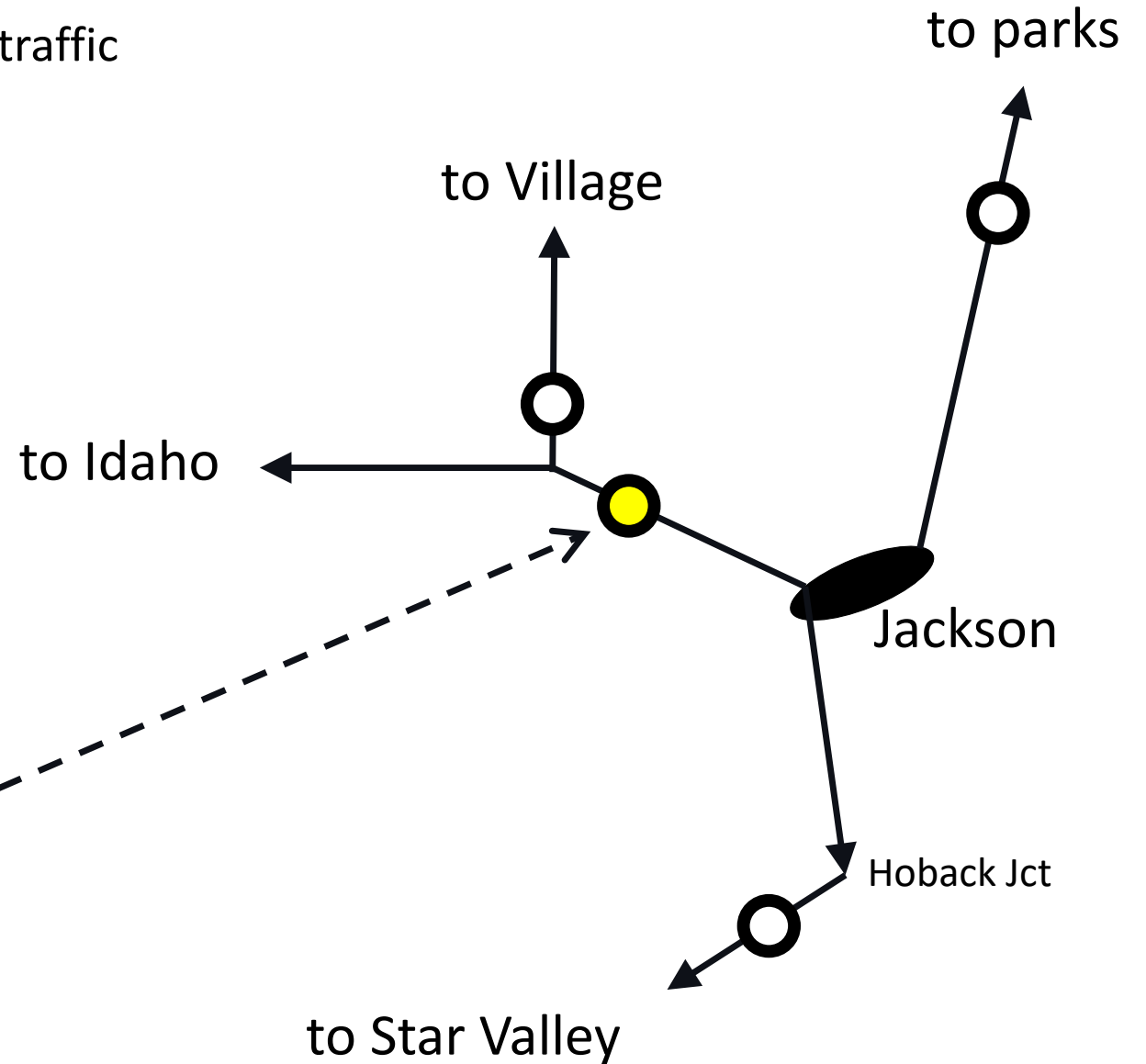
data source: WyDOT permanent traffic counters



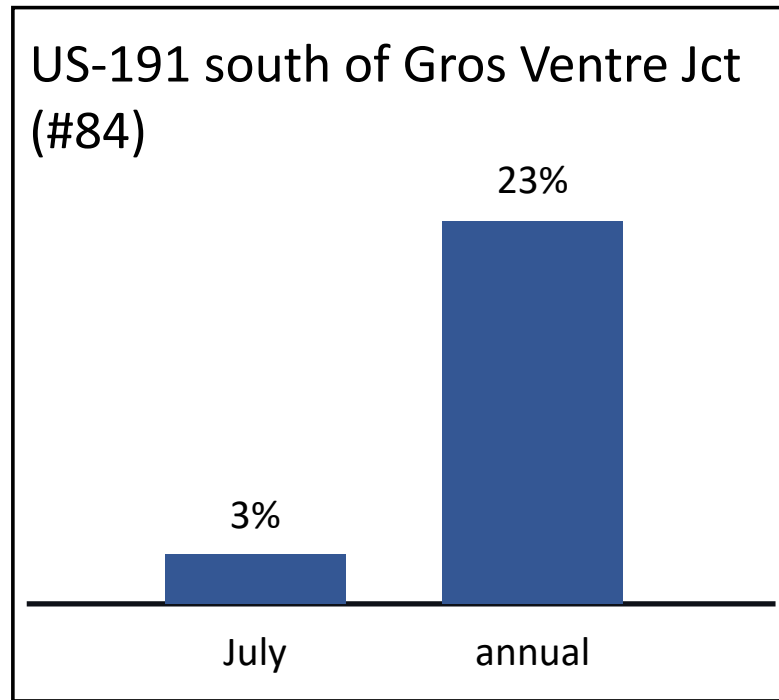
major trends | average daily traffic growth 2013 - 2018



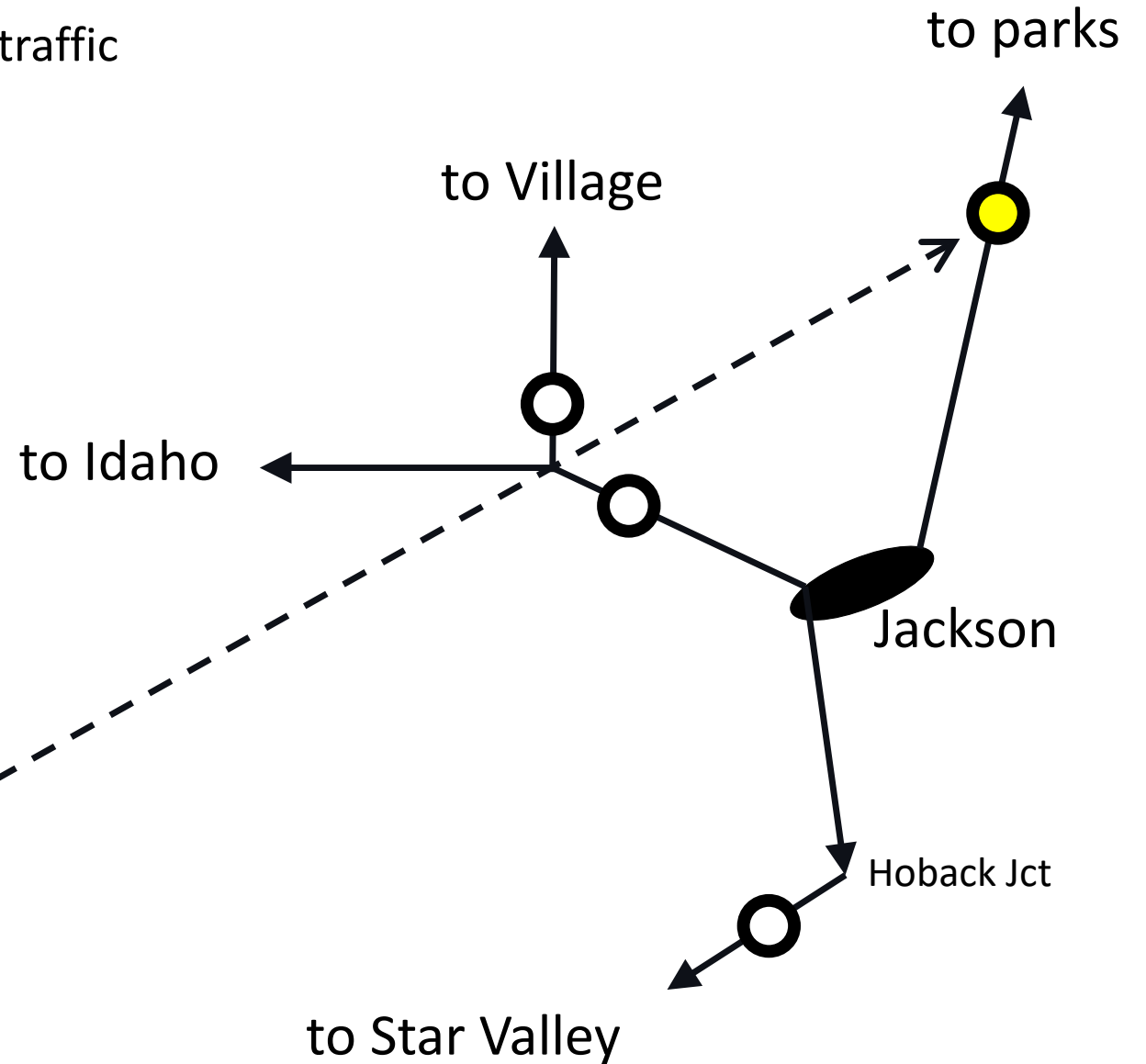
data source: WyDOT permanent traffic counters



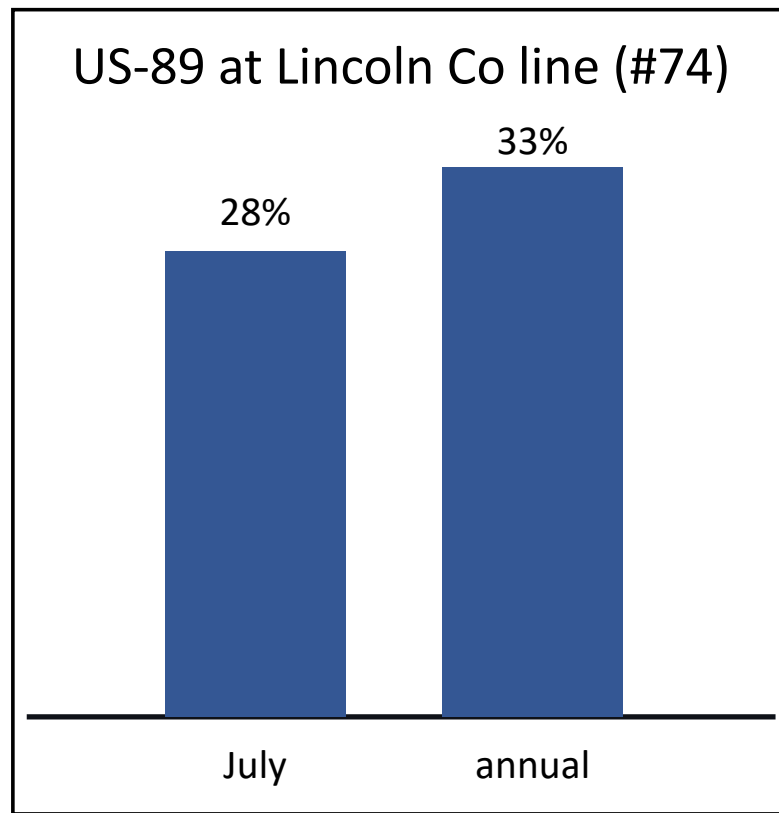
major trends | average daily traffic growth 2013 - 2018



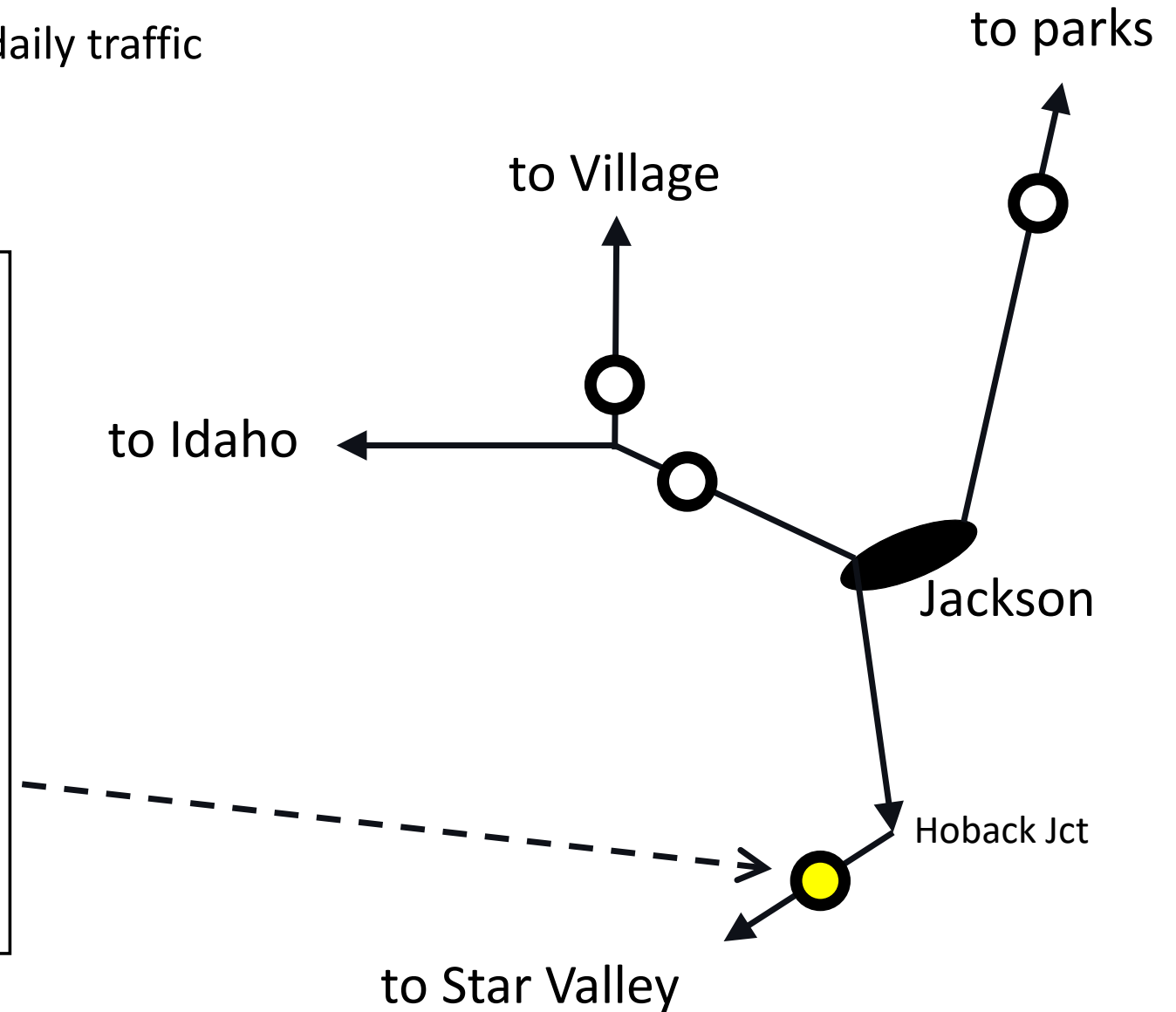
data source: WyDOT permanent traffic counters



major trends | average daily traffic growth 2013 - 2018



data source: WyDOT permanent traffic counters



major trends | key indicator – VMT in Jackson Hole



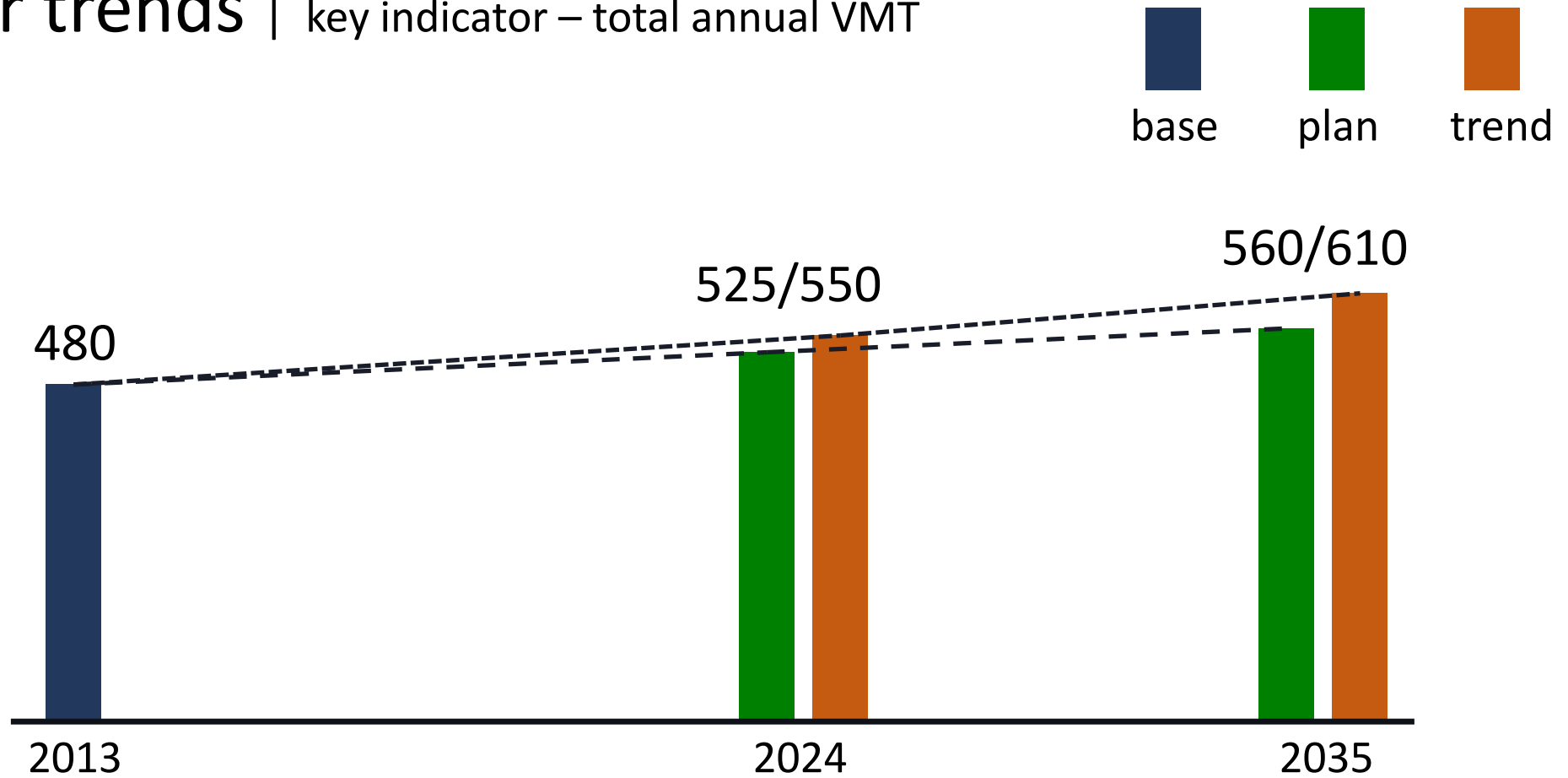
major trends | key indicator – VMT in Jackson Hole

total annual VMT

+

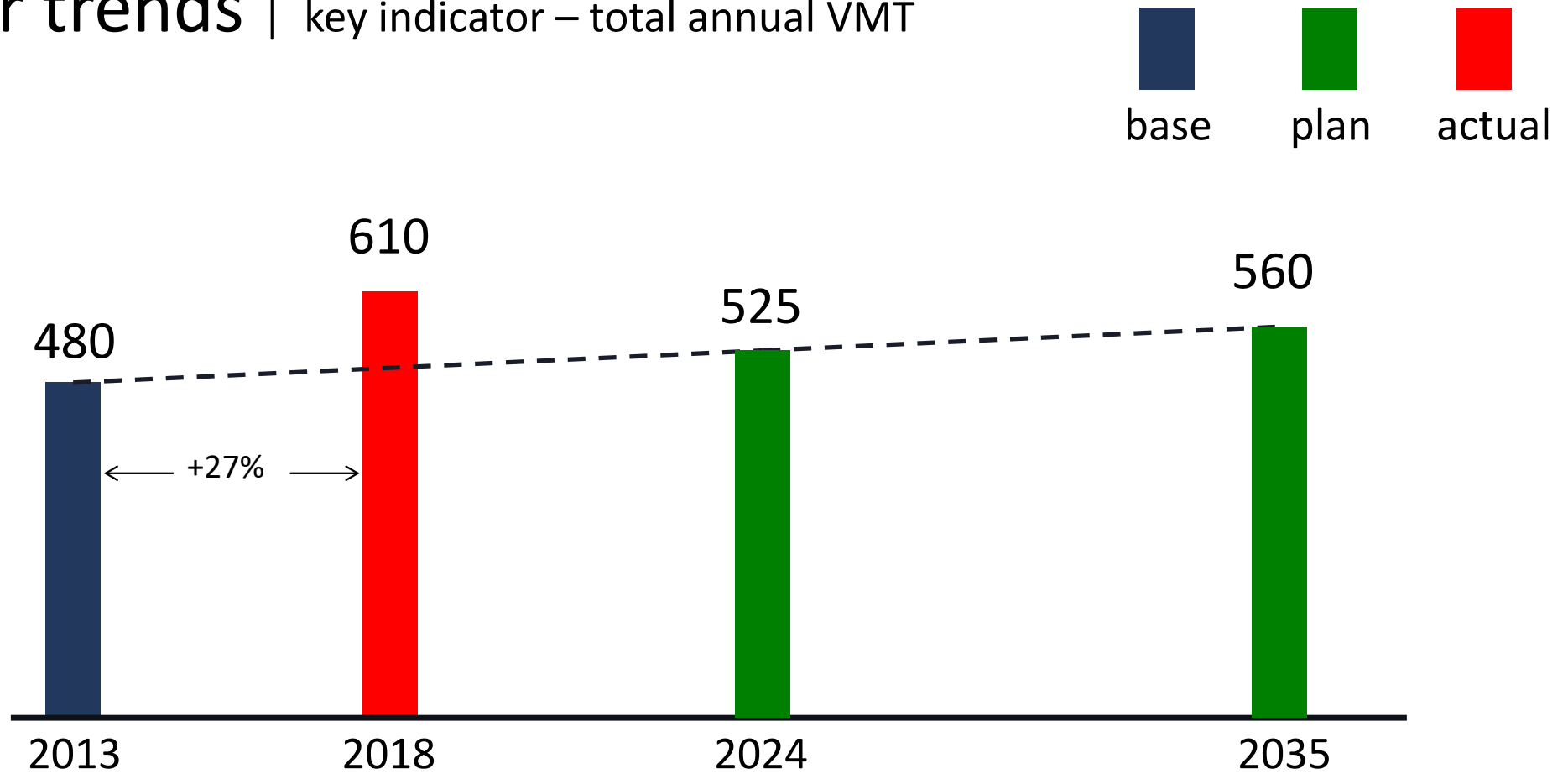
per capita VMT

major trends | key indicator – total annual VMT



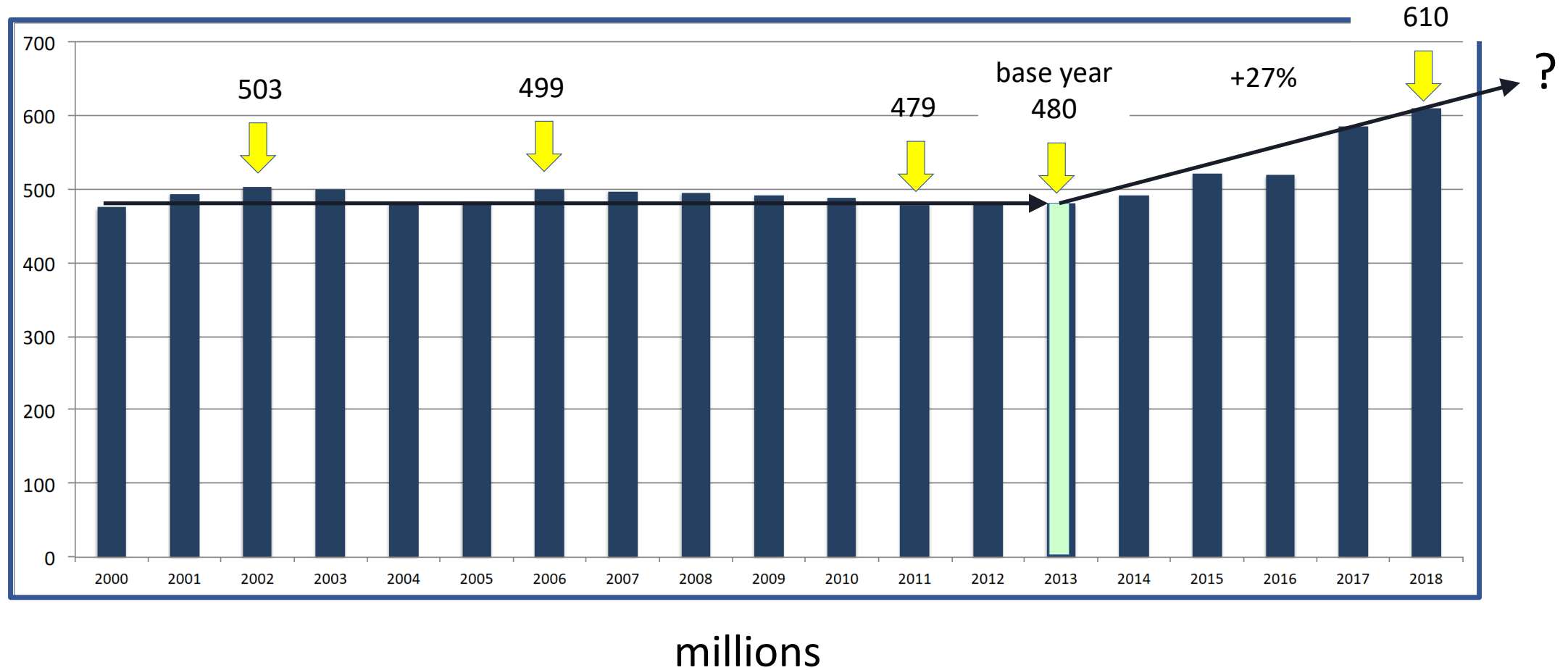
annual vehicle miles of travel – Jackson Hole – millions

major trends | key indicator – total annual VMT



annual vehicle miles of travel – Jackson Hole – millions

major trends | annual vehicle miles of travel



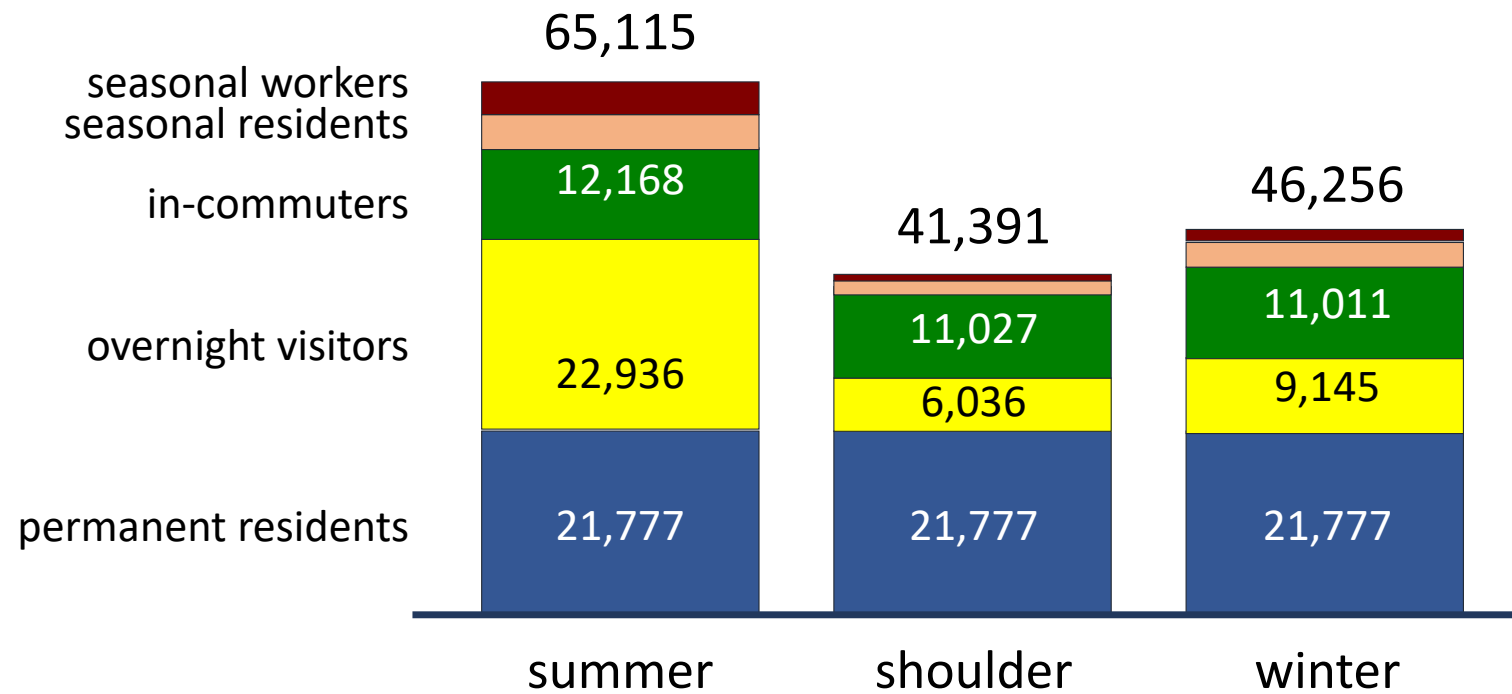
major trends | key indicator – per capita VMT

evaluating VMT

	summer Jun-Jul-Aug- Sep	shoulder Apr-May-Oct-Nov	winter Dec-Jan-Feb-Mar
residents			
in-commuters			
visitors			
others			

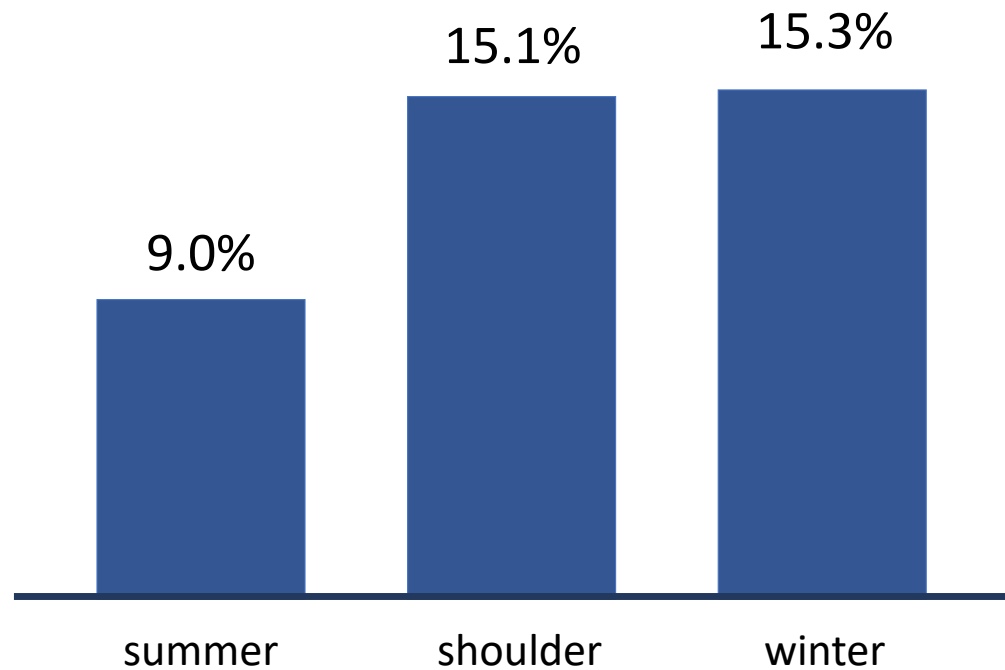
by season
and by traveler category

major trends | total effective population in 2017



data source: American Community Survey

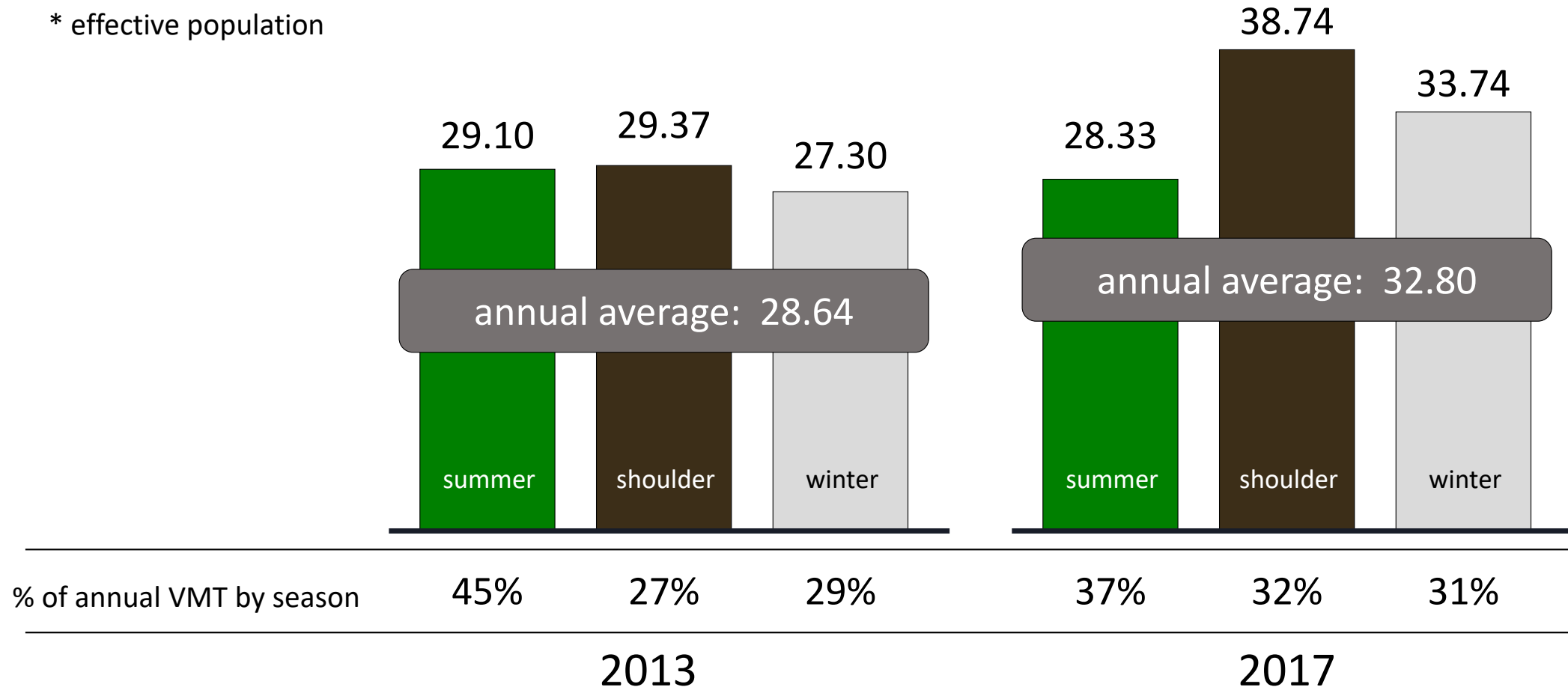
major trends | growth in effective population | 2012 – 2017



data source: American Community Survey

major trends | per capita* VMT by season

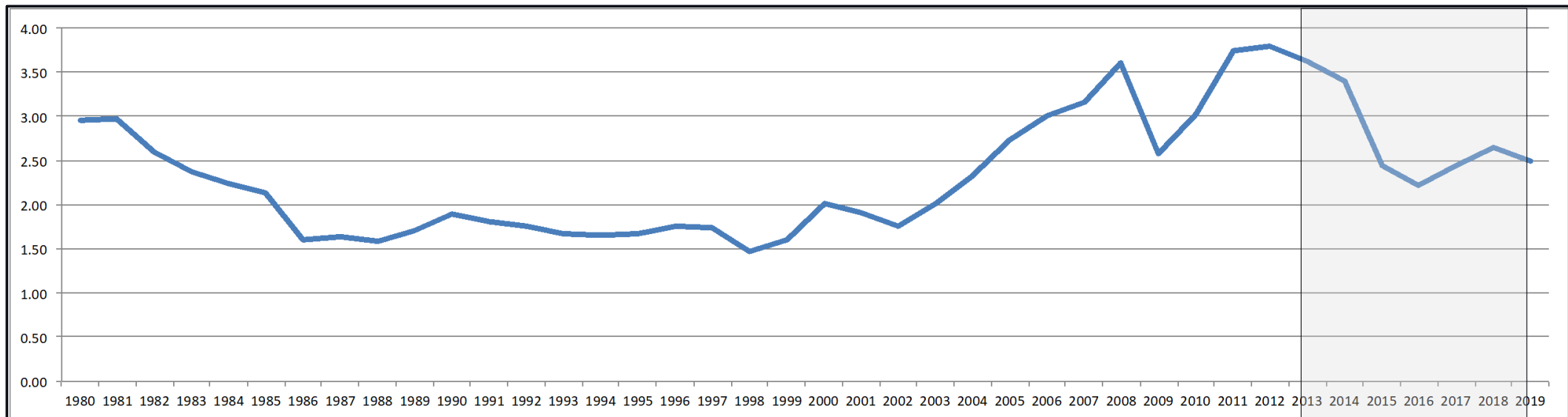
* effective population



major trends | gas prices

national average retail price for gasoline in 2015 dollars

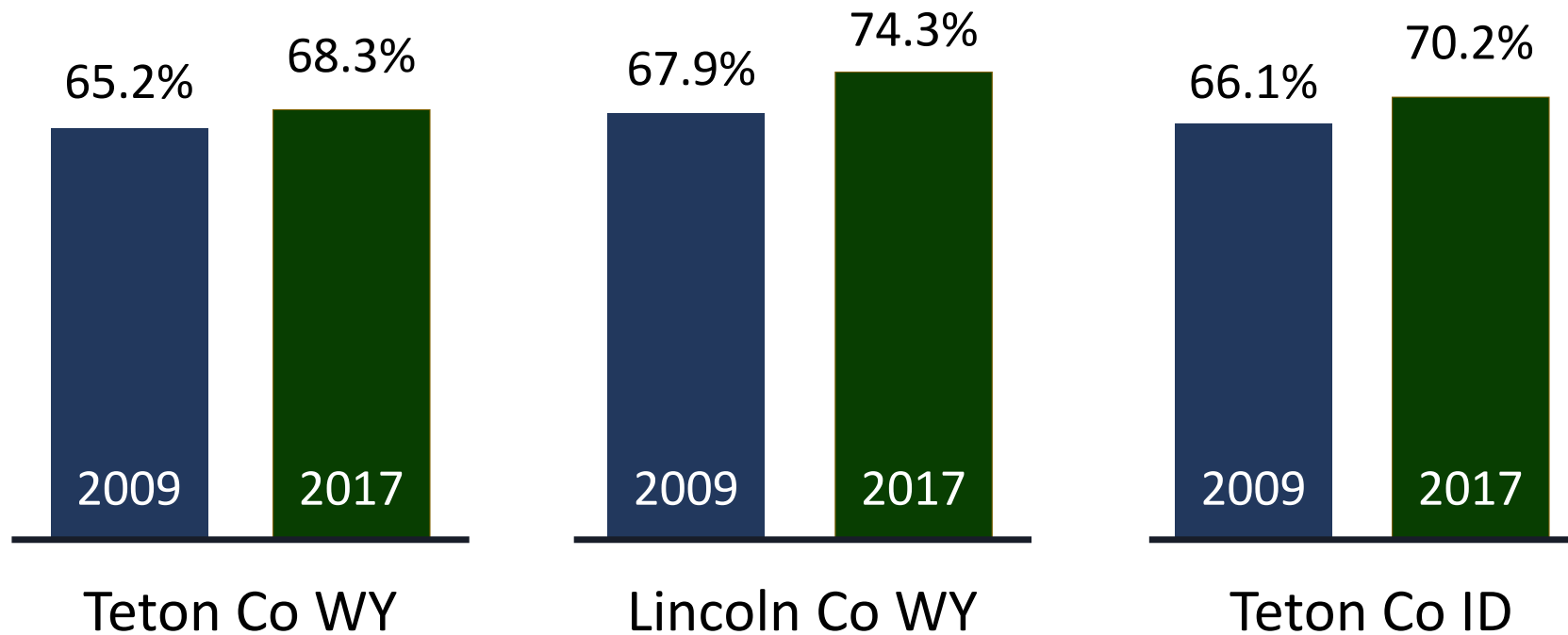
2013..... \$3.62
2019..... \$2.49



data source: energy.gov

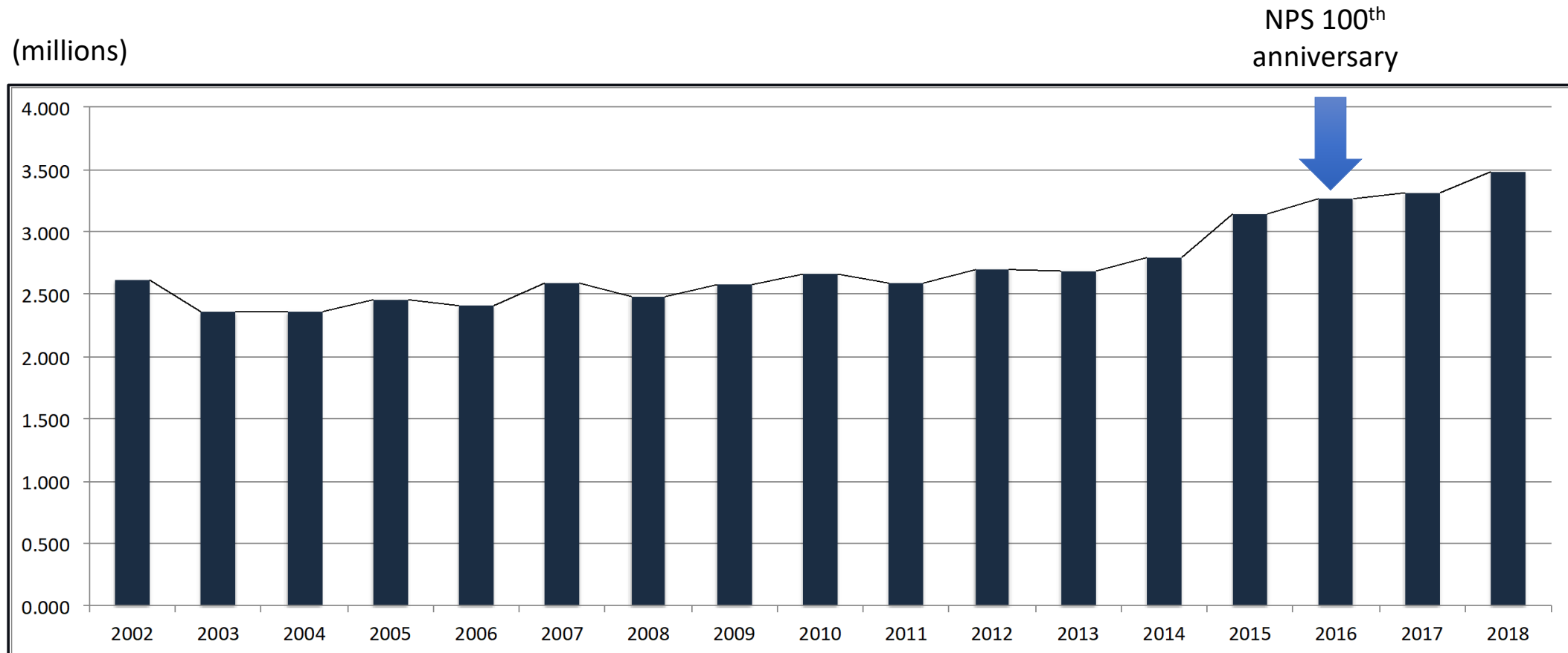
major trends | commuting

% drive alone to work



data source: American Community Survey

major trends | Grand Teton National Park annual attendance



data source: NPS <https://www.nps.gov/grte/learn/management/statistics.htm>

today's objectives | ITP Update

- ✓ refresh: what's in the ITP
- ✓ review major trends since 2015
-  ✓ conclusions and questions for discussion

conclusions and questions for discussion | ITP Update

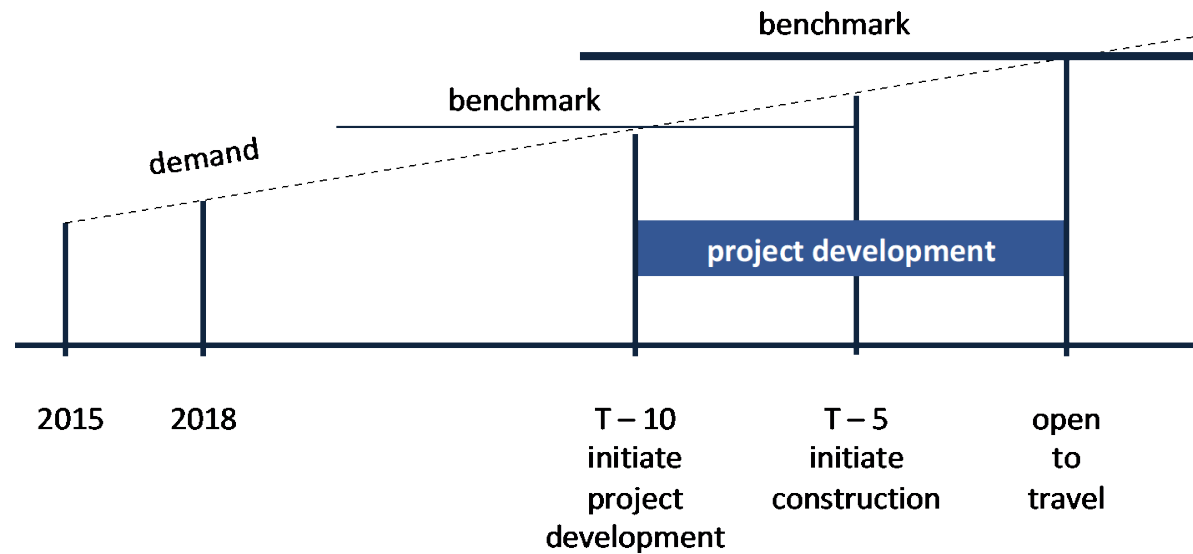
- ✓ traffic and VMT, benchmarking, WY-22 BRT
- ✓ transit system growth, funding
- ✓ active transportation
- ✓ transportation demand management
- ✓ regional transportation planning organization (RTPO)

conclusions – traffic and VMT

1. summer season traffic has grown about as much as forecast
2. shoulder and winter season traffic has grown more than forecast
3. all categories in effective population are driving more...
4. ...except summer visitors (and other drivers?)
5. Jackson Hole roads may be “full” in summer
6. bicycling and transit are absorbing pent-up travel demand in summer
7. VMT has grown more than forecast – implications for other goals
8. VMT/capita has grown significantly
9. boomers are pushing up fall and late spring visitorship
10. true “shoulder” seasons may now be May and November
11. IKON pass is pushing up winter visitorship

question for discussion – traffic and VMT

Do we want to continue using summer traffic (June – September) for the benchmarking system?



question for discussion – traffic and VMT

Benchmarking system is based on LOS D. Does this make sense in light of induced travel?



question for discussion – traffic and VMT

LOS D?

- definition of ‘induced travel’ – releasing latent demand for travel by increasing capacity
- nearly all travel is discretionary

whether
to make a
trip

when to
make a
trip

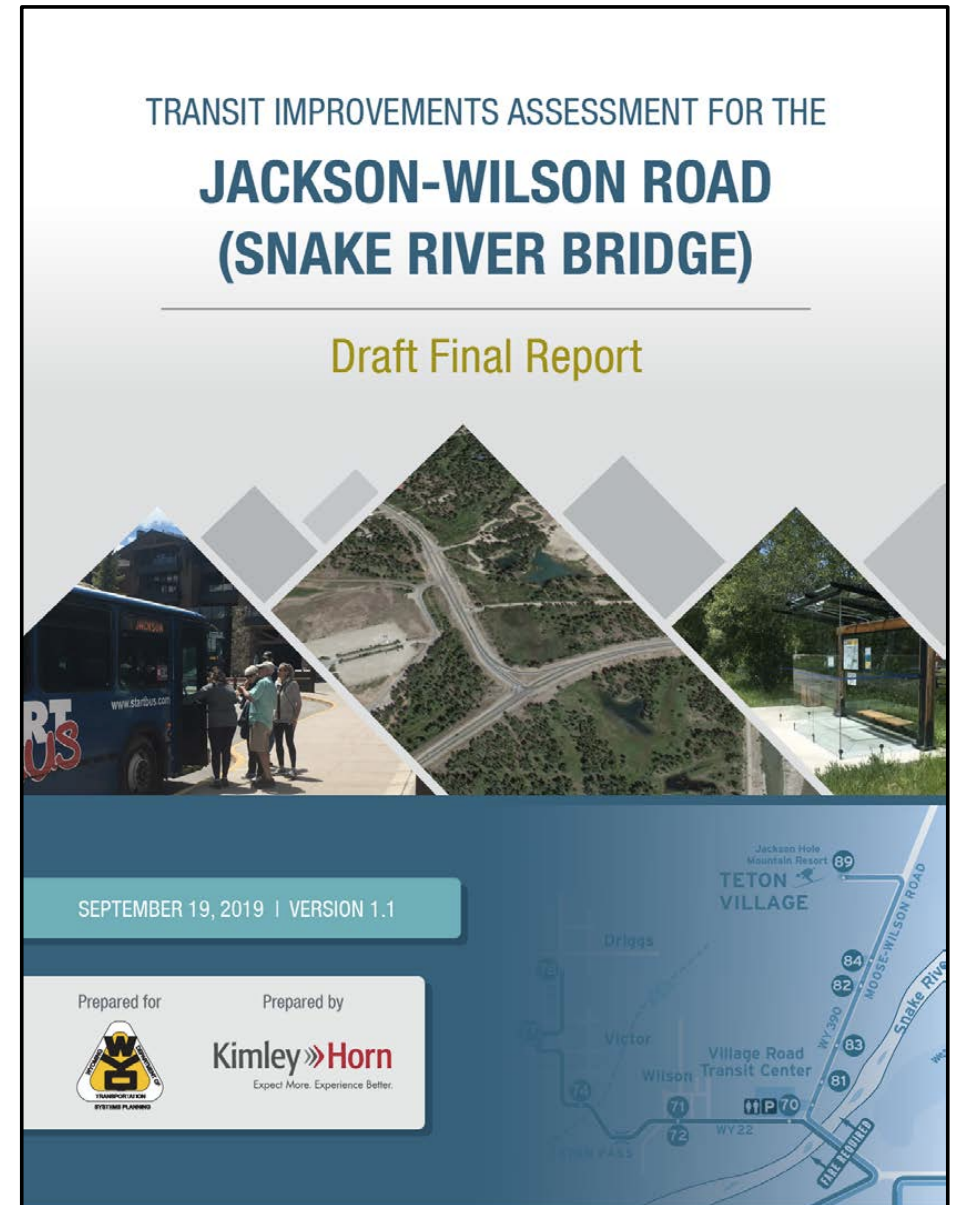
what
route to
take

what
mode to
take

whether
to share
a ride

question for discussion – traffic and VMT

Are we moving the right direction in
development of the WY-22 corridor? Are
we committed to BRT?

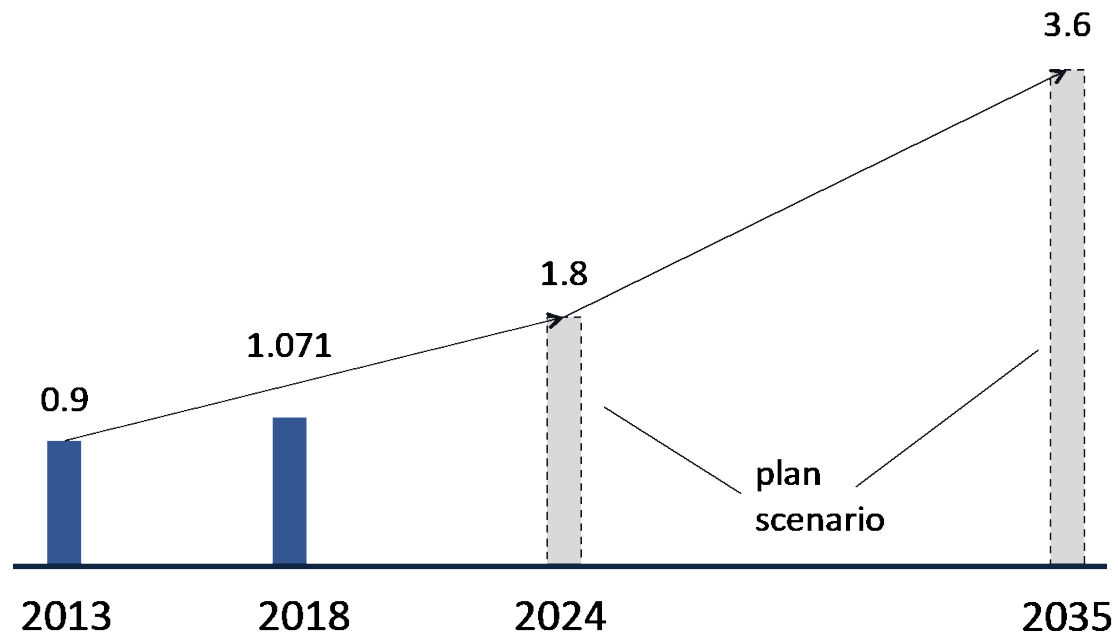


conclusions – transit

1. START ridership has grown at about the same rate as eff. population
2. service improvements have been made, with good ridership response
3. Jackson Hole commute transit mode share has doubled
4. but we are well below the plan line for ridership growth
5. the winter fleet is maxed out – standing room only (if that)
6. further service improvements will require
 - a. maintenance facility
 - b. fleet expansion
 - c. operating budget
7. voters have not (so far) supported meeting these needs

questions for discussion – transit

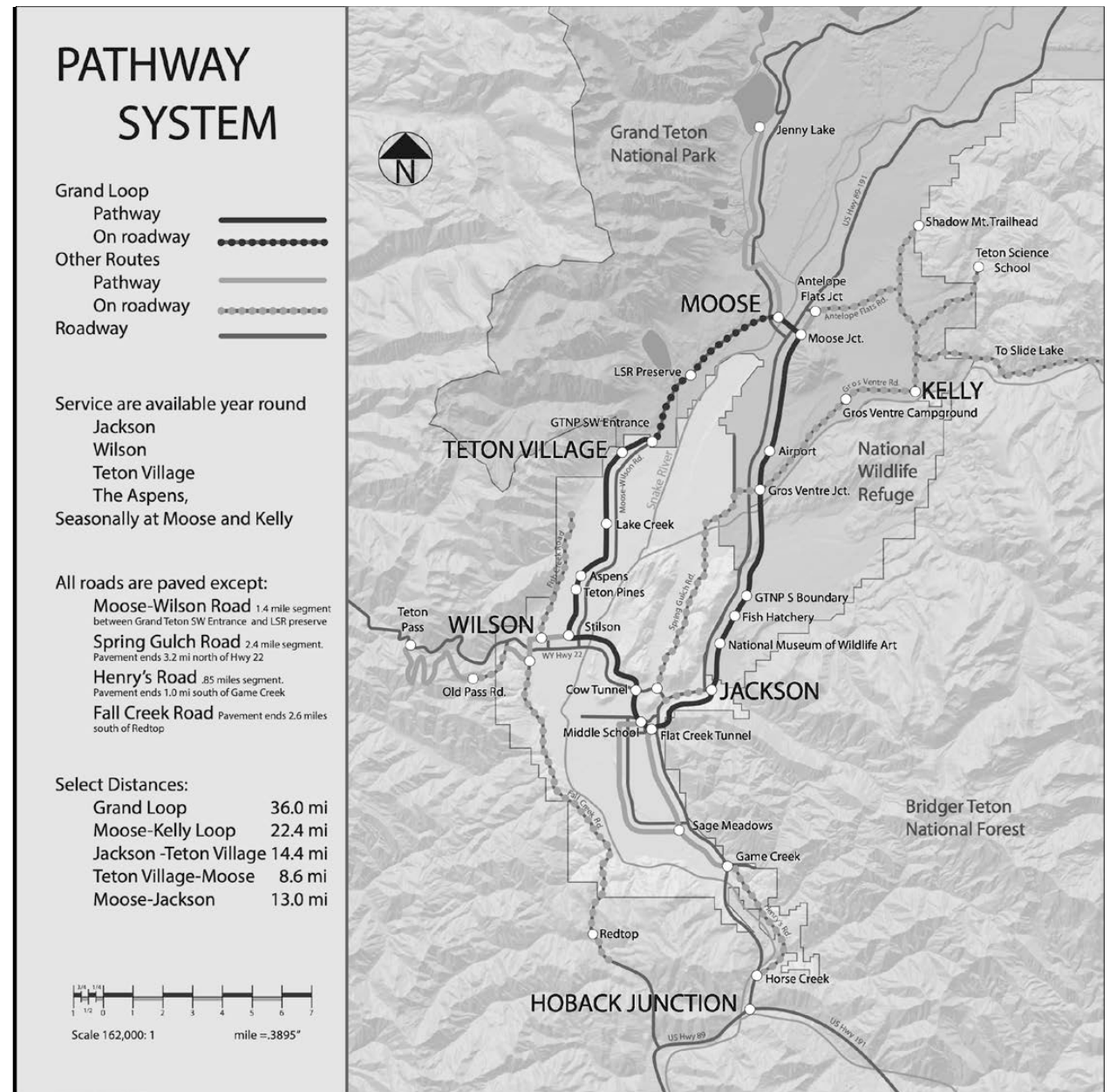
Are we still committed to pursuing this level of transit ridership increase? What about airport service? A connection to Grand Teton National Park? Can we build public support?



conclusions – active transportation

1. active transportation represents 4% of the mode shift in the ITP
2. pathways system has become a functional, regional network
3. bicycling appears to be replacing some driving during summer
4. e-bikes may accelerate growth in bicycling
5. progress has been made in developing an in-town bicycling network

the bicycling opportunity



questions for discussion – active transportation

Are we making adequate progress toward our mode shift goals for walking and bicycling?

How can we capitalize on the bicycling opportunity?

Is the town becoming more walkable?
Winter, summer?

Does the County still want to develop a
“Community Streets Policy & Plan?”

(Would an update to street design standards be more important?)



conclusions – transportation demand management

1. we have not begun developing a TDM program
2. TDM could play a key role in boosting bus ridership
 - a. employee passes (see TVA success)
 - b. marketing in commuter shed counties
 - c. skier information (pre-trip marketing)
3. TDM could play a role in boosting interest in visitor bicycling

questions for discussion – transportation demand management

Are we still committed to implementing a TDM program?

Are we adequately staffed to do this?

conclusions – regional transportation planning organization (RTPO)

1. we have not begun developing an RTPO program
2. an RTPO could play a key role in coordinating major projects like WY-22 and transportation demand management
3. there is no widely-shared simple, coherent narrative for regional transportation: what are we trying to do and why

questions for discussion – RTPO

Are we still committed to implementing an RTPO?

Would this help bridge Town and County priorities?

Are there barriers to doing this?

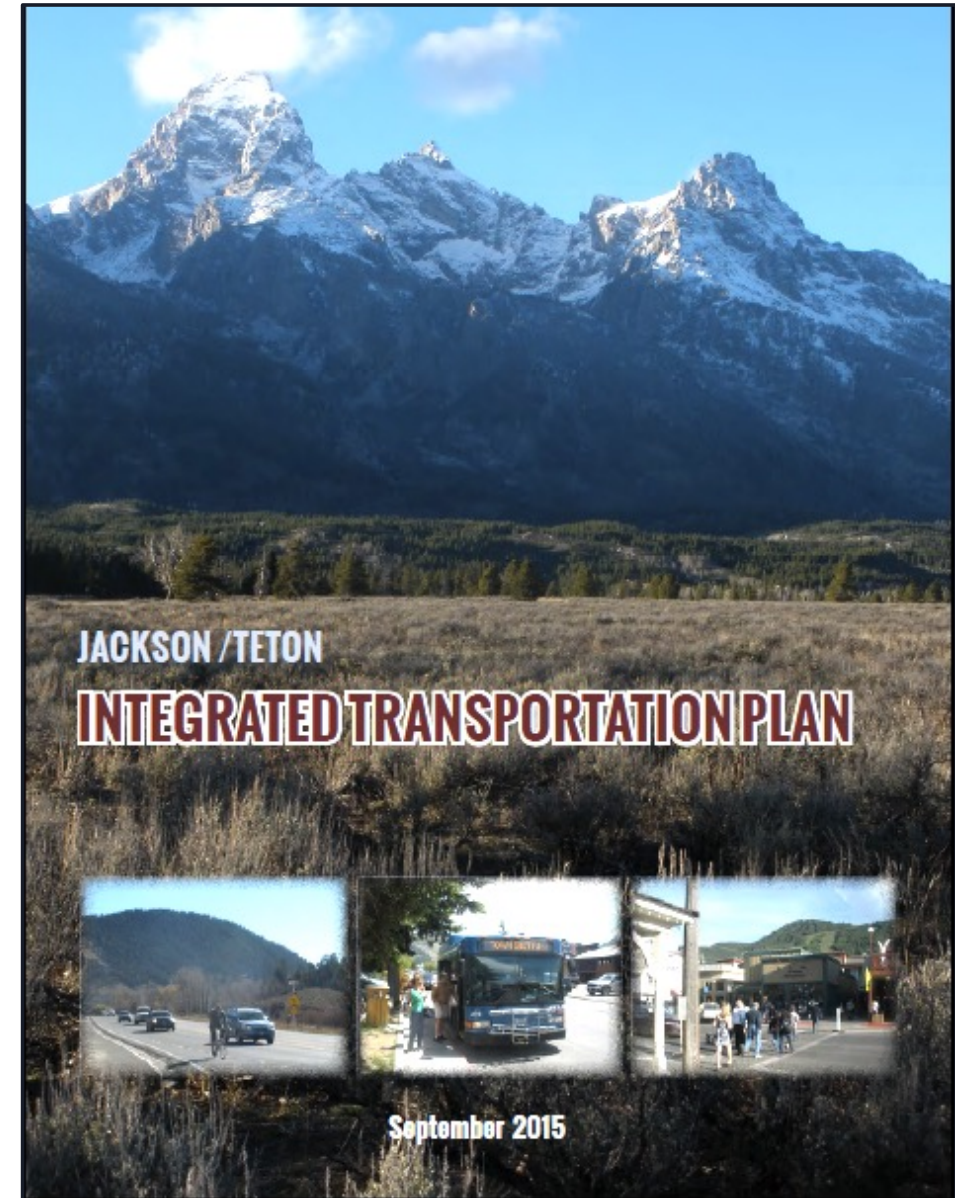
(note: no revenues come with RTPO formation)

what's missing?

other subjects?



thank you



Section 7: Multimodal Transportation

Community Goal:

Residents and visitors will safely, efficiently, and economically move within our community and throughout the region using alternative transportation.

- Are residents and visitors using alternative transportation?
- Within the community? Throughout the region?
- Is movement safe? efficient? economical?

Section 7: Multimodal Transportation			
Trends			
	Trends/Events		Future Considerations
	• VMT growth at the rate of effective population • Jackson to Moose Pathway (2012)	• Increasing walk/bike mode share • High commuter transit growth • Flat per capita transit growth • VMT growth at the rate of effective population • ITP (2015) • Path 22 (2016) • Snow King Bollards (2018)	• Without a significant shift in how the effective population travels, vehicle miles traveled and emissions will continue to rise. • Limiting workforce housing will not limit the workforce needed, it will only increase the distance it has to travel.
Perception	• Public is proud of pathways, START, and personal transportation decisions. • Transportation is not a priority in terms of work to do.		

Sources: Indicator Report

Trends

Commuters have more transportation options and there is some evidence of an increase in walking and biking per capita. However, vehicle miles traveled (traffic) is still growing at the rate of effective population, which is contrary to the community goal to reduce such growth.

Are residents and visitors using alternative transportation?

The Integrated Transportation Plan (ITP), adopted in 2015, defines the mode-shift goal of the community – a nearly 6% shift away from trips by vehicle by 2035. The ITP relies on doubling transit ridership between 2013 and 2024, then doubling again between 2024 and 2035. In terms of annual growth, the ITP goal is 6.5% compounding annual growth in transit ridership. Over the first 5 years of implementation (2013-2018), transit ridership has grown at a compound annual rate of 3.4%. Every year, transit ridership grows slower than expected and the ITP scenario becomes less achievable. A shift to biking or walking may offset the lack of transit ridership. American Community Survey (ACS) trends regarding active transportation are positive. The increasing popularity of e-bikes has made cycling a more realistic option for longer trips. Time will tell how significantly e-bikes impact peak traffic, especially on the Hwy 22 corridor. The real proof of success will be more people moving by bus, bike, or foot and less cars on the road.

Is movement safe? efficient? economical?

The goal also asks if the alternate mode of transportation is safe, efficient, and economical. Alternate modes of transportation are significantly more economical than driving. Commuting 50 miles a day, 250 days a year at \$0.58 per mile (Federal mileage rate) costs a commuter \$7,250 a year. An annual START Bus commuter pass costs \$1,260 a year. Commuting 15 miles a day within the Jackson area at the same rate costs about \$2,175 per year. A START Bus pass within the Jackson area costs \$0 to \$250 per year. Cycling or walking within the area has a similar or reduced cost range.

Efficiency is the transportation characteristic that drives behavior. Can people get where they want to go when they want to get there? Lack of efficiency may be why transit is not meeting ITP ridership goals. Nearly all out-of-Town bus routes travel Highway 22. Highway 22 and Moose-Wilson traffic growth is not only above ITP targets, it is above ITP baseline. Per capita vehicle miles traveled has essentially remained flat and effective population has grown faster than projected. The dedicated Bus/carpool lane discussed in the ITP has not become a reality although WYDOT is exploring what the idea might look like as it designs a new Highway 22 bridge.

Throughout the region?

Regionally, the efficiency of transit is greater. The Commuter routes experienced the greatest growth. START reports that there is demand for greater commuter route frequency, at a wider variety of hours.

Public Perception

The community's sense of progress on transportation is positive. While traffic is a common topic of social conversation, it was not a leading call to action in public review of the Comprehensive Plan. People cite Pathways and START as successes. Transportation choices were how individuals felt they had personally implemented the Plan. People are pleased with their options and would like transit to be more convenient, but think other community goals require more urgent action. This opinion is consistent with public opinion in 2012.

This response is likely the result of positive outreach, which asked the community what it should work on, not what is broken. This may indicate a community acceptance of traffic (an affirmation of the Plan policy accepting Level of Service D traffic). The response is also interesting since traffic, emissions, and ecosystem health are connected. That connection may not be obvious, which might be why people are concerned about ecosystem health without calling for action on one of the most tangible responses the community could take, traffic.

Future Considerations

Transportation requires corrective action. While the public can seemingly live with the level of traffic we have, there is concern about the affect climate change will have on ecosystem health, and vehicle emissions is the biggest lever the community has to address that issue.

- Dedicate resources to Travel Demand Management including staff time funding and enthusiasm. Reducing traffic has to be cultural, it will be most successful if it becomes part of the community pride and identity in the same way as conservation.
- Update the Action Plan in the ITP to embrace new opportunities. The transit mode shift goals might be unrealistic, but the overall mode-shift goal might be achievable through an embrace of e-bikes in the summer months.
- Work with WYDOT on big ideas. Dedicated HOV/BRT lanes designed to accommodate autonomous vehicles is not a typical rural solution, but there is federal funding for those type of big ideas and working with WYDOT to try new things is the way it can be done.
- Prioritize pedestrian infrastructure in Town. Analyze the pedestrian network as a whole. Where is pedestrian demand, where is the sidewalk network broken, where can pedestrians share the road?
- Add vehicle miles traveled per capita to core indicators. 60/40 and 65% have provided good guidance. A vehicle miles traveled equivalent or mode share equivalent would provide focus on the issue.

footprint and adaptive management. However, our community has exhibited success in remaining committed to the Character Districts and adaptive management planning without such tools.

Topic F: Commit to a shift in how we travel

One of the key trends identified in the “Are we on Track?” review was increasing greenhouse gas emissions. Our travel decisions account for about 80% of our emissions. Per capita vehicle miles traveled have increased since 2012, particularly in the winter and shoulder seasons. The recommended plan updates and future actions are intended to provide a clearer transportation vision to reinforce additional action regarding a shift in how we travel because we can only find alternatives to travel by single-occupancy vehicles if we commit to looking for them.

Staff Recommendation

- F1. Rephrase the Principles and reorganize the policies accordingly
 - 7.1: Reduce vehicle emissions.
 - 7.2: No new SOV capacity, Prioritize bike/walk/bus infrastructure.
 - 7.3: Coordinated, regional transportation planning.
- F2. Refine Chapter 7 to incorporate the ITP as the implementation plan.

In terms of principle and policy updates, the main clarifications recommended are a syncing of the Comprehensive Plan section and the ITP (now that the ITP exists) and clear emphasis on the main transportation related goals – reduced vehicle emissions and no new single-occupancy vehicle capacity. These updates represent a strengthening and emphasis of the policies in the Plan but are largely just a reorganization effort. The Update of the section will be coordinated with the technical update to the ITP that is occurring in parallel.

- F3. Add a policy about the importance of evaluating outside-the-box transportation solutions

There were not any strategies suggested through this process that do not already exist in the Comprehensive Plan or ITP. There were a number of specific strategies that fall within broader efforts, but no new strategies were developed. For example, there were a lot of TDM methods suggested that will be evaluated as part of Strategy 7.1.S.4, implement a TDM program; and a lot of funding ideas suggested that will be evaluated as part of Strategy 7.1.S.2, consider a funding source for walk/bike/bus travel. What is needed most at this point is an allocation of resources and prioritization of the strategies already in place. However, the Plan should be enhanced with a new policy that encourages out-side-the-box solutions to be explored. While many of the specific strategies fall under broader existing efforts, some are at the edges of what is possible. A policy is needed to encourage the community and WYDOT to explore those less conventional alternatives as part of its transportation planning.

Topic G: Define the economy we want

The “Are We on Track?” review identified that the economic vision for the community is vague but that the growing inequality in the community is likely contrary to the community’s economic vision. Just as the past economic performance was hard to gauge, the suggestions for a future economic vision are hard to evaluate without a clear economic vision. Staff’s recommendation is that a separate effort is needed to establish a clear economic vision for the community.

Staff Recommendation

- G1. Adopt a strategy to update the employee generation nexus study to look at the full range of employee generation and the full range of associated impacts.



Staff Report

Subject: Integrated Transportation Plan – Technical Update

Presenters: Tyler Sinclair and Jim Charlier

STATEMENT/PURPOSE

The purpose of this item is to provide a presentation and opportunity for questions and feedback from the Town Council and Board of County Commissioners on the Integrated Transportation Plan (ITP) – Technical Update, as well as to review and refine the underlying policies, objectives and strategic direction set forth in the ITP. Jim Charlier of Charlier Associates will be in attendance to make a presentation and lead the discussion on this item.

BACKGROUND/DESCRIPTION

PROJECT DESCRIPTION

The existing Integrated Transportation Plan was jointly adopted in September 2015 by the Town of Jackson and Teton County. The Action Plan in Chapter 7 of the ITP calls for a “technical update” of the ITP within five years following adoption. At the September 4, 2019 JIM, the Town Council and Board of County Commissioners approved a Scope of Services with Charlier Associates to complete a Jackson/Teton Integrated Transportation Plan – Technical Update. The approved Scope of Services is consistent with Policy 7.1.a of the Jackson/Teton Comprehensive Plan which states:

Policy 7.1.a: Develop a communitywide integrated transportation plan

The Town and County will develop an integrated transportation plan to achieve our goals for the enhancement of transit opportunities, complete streets and pathways. The plan should evaluate the long-term costs and benefits of various transportation strategies and provide a detailed transportation implementation program. The Plan should identify metrics and baseline numbers, including measurement of both local and visitor traffic. The Town and County will explore the establishment of a joint Transportation Planning Department to lead this joint Transportation Planning Department effort in cooperation with the existing Transportation Advisory Committee (TAC).

The approved Scope of Services is proposed to be completed over a 12-month period beginning in September 2019. Technical work will be completed by the end of calendar year 2019 with a final document ready for review and adoption early in 2020. The Scope of Services is broken into six key tasks as follows:

- Task 1: Communication and Engagement
- Task 2: Data Development and Research
- Task 3: Action Plan Status Report and Update
- Task 4: Major Capital Project Update
- Task 5: Regional Planning and Coordination Update
- Task 6: Other ITP Technical Updates

The presentation will include a brief refresher of the ITP as a whole, review major trends since 2015, review the Action Plan progress, and provide discussion topics in relation to the overall direction of the ITP. Provided discussion topics will include the Level of Service D highway capacity, WY-22 Bus Rapid Transit, transit funding, and ITP implementation. In preparation for the meeting, Mr. Charlier and staff request that members review

Section Seven: Multimodal Transportation of the Comprehensive Plan. The Integrated Transportation Plan is being developed to implement the vision established in this chapter of the Comprehensive Plan and it will be important to understand the vision and goals established in the Comprehensive Plan as we work to develop strategies for implementation.

ATTACHMENTS

- Chapter 3, Section 7: Multimodal Transportation, of the Comprehensive Plan; available at: <http://jacksontetonplan.com/270/Comprehensive-Plan>
- Jackson/Teton Integrated Transportation Plan, September 2015; available at: <http://jacksontetonplan.com/239/Integrated-Transportation-Plan>

SUGGESTED MOTION

None.