Jackson Town Council Workshop

December 21, 2020
3:00 PM
Town Council Chambers

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I. ZOOM LINK FOR PUBLIC PARTICIPATION

To join, click the link or copy to your browser: https://us02web.zoom.us/j/81025636150?pwd=RnF2ZnAwQ1oyZFRmcW9PZEJxeGszUT09
If the link does not work, join at zoom.com with Webinar ID **810 2563 6150** Password: **toj**
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II. CALL TO ORDER AND ROLL CALL

III. WORKSHOP ITEMS

A. Budget Check-In – Revenue Discussion (Larry Pardee, 90 minutes)

B. Discussion of East Jackson Character (Tyler Sinclair, 30 minutes)

IV. PROPOSED ITEMS FOR FUTURE WORKSHOPS

A. 1/19 Downtown Pedestrian Improvements
B. 1/19 Jackson Municipal Code Update
C. 1/19 North Cache Streetscape
D. 1/19 Budget Check-In
E. 2/16 Jackson Municipal Code Update
F. 2/16 Budget Check-In

V. ADJOURN

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

STAFF REPORT

Meeting Date:	December 21st 2020	**Meeting Title:**	Town Council Workshop
Submitting Department:	Administration	**Presenter:**	Larry Pardee
Agenda Item:	Town Revenue Discussion	**Public Comment:**	Yes

Purpose & Policy Considerations.
The purpose of this item is to provide Council information requested related to Property Tax, Development Impact Fees on Building Permits, and a Managed Parking Program. Staff has prepared concise overviews of the three funding areas identified for further discussion.

Requested Action.
The requested action is for Town Council to take the time needed to review and continue discussing the three potential funding options requested from your last Town budget meeting in November.

Recommendations.
We recommend Town Council continue discussing current and future funding of local government and provide direction to staff on requested action(s) during the workshop.

Background.
The Town Council and Staff have been working on Future Funding of Local Government over the last year and half. At the Council retreat in January, we reviewed expenditures and potential revenues including sales and use tax, lodging tax, fees, exactions, property tax, stormwater enterprise fund, managed parking, and other ideas.

Continuation of our monthly budget updates to Council:
For Fiscal Year 2021, the Town projected a 50% reduction in sales tax and a 50% reduction in lodging tax after COVID-19 arrived in late March. The below table shows actual reductions as percentages for FY21 compared to FY20:

Month	Sales & Use Tax Collections	Lodging Tax Collections
April	*- 15%*	*- 74%*
May	*- 20%*	*- 64%*
June	*- 28%*	*- 47%*
July	*- 16%*	*- 4%*
August	*- 2%*	*- 5%*
September	*- 20%*	*+ 6%*
October	**+ 30%**	**+ 67%**
November		
December		

The tax collections to date for FY21 are $4.6M ahead of our reduced budget. As a result, the General Fund recurring expenditures are still exceeding recurring revenues by $200K to fund FY2021. The $200K deficit is currently being funded by reserves in the approved year to date budget.

Analysis.
The funding options identified each present challenges and opportunities as noted in the one-page overviews.

Alternatives (Optional).
- *Additional Sales Tax – 1 cent general local option*
- *Additional 2% Lodging Tax up to a max of 4%*
- *Enterprise Fund – Stormwater*
- *New Exactions on Development*

- *Real Estate Transfer Tax*
- *Other*

Comprehensive Plan & Priority Alignment:

Common Value #3 - Quality of Life, Section 8. Quality Community Service Provision

- Principle 5.4 – Use a balanced set of tools to meet our housing goal.
  - Policy 5.4.e: Establish a reliable funding source for workforce housing provision.
- Principle 7.1 Meet future transportation demand through the use of alternative modes.
  - Policy 7.1.g: Establish a permanent funding source for an alternative transportation system
- Principle 8.1- Maintain current, coordinated service delivery
  - Policy 8.1.e: Budget for service delivery
- Principle 8.2 - Coordinate the provision of infrastructure and facilities needed for service delivery
  - Policy 8.1.S.1: Use budgeting to affirm desired service levels from government service providers that address all policies of Principle 8.1.

Fiscal Impact.

The financial impacts will vary depending on which option(s) are determined for consideration, the attached one-pagers helps to outline potential revenues.

Staff Impact.

Staff impacts will vary depending on which funding option(s) are selected and requested to move forward with.

Attachments or Links.

- Property Tax Summary PDF
- Building Permit Fee PDF
- Paid Parking Summary PDF

Suggested Motion.

I move to direct staff to proceed with the following: _____

PROPERTY TAX SUMMARY
December 2020

Points to Consider

- Pledging specific uses that benefit residents through adopted Resolutions to fund a specific use. Potential uses could include Fire/EMS, Snow Removal, Health & Human Services, Rebuilding fund reserves, or any other operational or capital use.
- Updates to tax structure last reorganized in the 1980's to reflect the current reality of the Town of Jackson.
- Can be approached incrementally.
- Assessment valuations determined by Teton County and recently updated.
- Can be implemented by majority of Council without popular vote.
- Could place some aside for property tax relief to aid residents lacking resources.

Diversification of Revenue

- Because we are so reliant on sales tax, property tax would help the Town diversify its revenue sources, buffering our current reliance on sales tax.

Who Pays & Equity

- All residential, commercial, and industrial property owners within Town of Jackson limits pay property tax. Paid by all property owners but not necessarily all users of government services.

Progressive/Regressive

- Progressive in part, higher valuation property owners pay more based on valuation.
- Regressive in part, if two individuals in the same tax jurisdiction live in and/or own properties with the same values, they pay the same amount of property tax, regardless of their income.

Volatility

- Rises and falls with assessed valuations.

Estimated Implementation Timeline

- Submit Resolution with request to Teton County no later than July 31st to start collections in November & May each year. Funding would be available in the Fiscal Year 2022 budget. Staff requests if Council were to move forward with property tax to let us know no later than March 1st so staff can use it for revenue projections during preparation for the draft fiscal year 2022 budget process.

Questions to Answer to Move Forward

1. Would you like to assess a property tax?
2. How much do you want to assess in increments of .5-Mills up to 8-Mills total?
3. Would you like to pass a resolution and pledge funding from property tax to something specific e.g., Fire/EMS, Snow Removal, Health & Human Services, Rebuilding fund reserves, or any other operational or capital use?

October 2020 Estimated Town of Jackson Property Tax Revenue per 0.5 mill up to 8 mills total					
0.5	Mills	$ 236,504	4.5	Mills	$ 2,128,536
1.0	Mills	$ 473,008	5.0	Mills	$ 2,365,040
1.5	Mills	$ 709,512	5.5	Mills	$ 2,601,544
2.0	Mills	$ 964,064	6.0	Mills	$ 2,838,048
2.5	Mills	$ 1,182,520	6.5	Mills	$ 3,074,552
3.0	Mills	$ 1,419,024	7.0	Mills	$ 3,311,056
3.5	Mills	$ 1,655,528	7.5	Mills	$ 3,547,560
4.0	Mills	$ 1,892,032	8.0	Mills	$ 3,784,064

Teton County: assessment rate is the percentage of appraised value which determines the assessed value. The assessment rate is **9.5%** for agricultural, commercial, and residential property, 11.5% for Industrial, and 100% for Minerals.

The following is an estimate of how the tax amount for residential & commercial properties are determined:

Market Value	**$ 750,000**	**$ 650,000**	**$ 550,000**	**$ 450,000**	**$ 350,000**
Level of Assessment (9.5%)	**9.5%**	**9.5%**	**9.5%**	**9.5%**	**9.5%**
Assessed Value of Property	$ 71,250	$ 61,750	$ 52,250	$ 42,750	$ 33,250
Divisor	1,000	1,000	1,000	1,000	1,000
	71.25	61.75	52.25	42.75	33.25
County Levy (57.554 Mills)	57.554	57.554	57.554	57.554	57.554
Current Annual Property Tax	**$ 4,101**	**$ 3,554**	**$ 3,007**	**$ 2,460**	**$ 1,914**
Town Mill Levy (.5 to 8 Mills)	**0.5**	**0.5**	**0.5**	**0.5**	**0.5**
TOJ Property Tax Increase	$ 35.63	$ 30.88	26.13	21.38	16.63
Total Property Tax	**$ 4,136**	**$ 3,585**	**$ 3,033**	**$ 2,482**	**$ 1,930**

Building Permit Fee Review

Purpose: To consider changes to the current Building Permit fees for commercial and residential development.

Requested Action: To have Council consider directing staff to update the current Building Permit fee schedules.

Recommendation: Update the Current Fee Schedules

Background: The current Building Permit Fees are based on the 1994 Uniform Building Codes. The last significant update to permit fees was in 2004 with a minor change to some fees in 2008.

Permit fees for new residential and commercial construction are based upon the square footage of the proposed structure as follows (No Plan Review Fee is charged):

- $1.06/SF for New single Family
- $0.75/SF Commercial, Office, Multi-Family and similar type construction.
- $0.50/SF Warehouse/storage and similar type construction.

Permits fees for additions and remodels are based upon the valuation of the work to be permitted and include a 65% Plan Review Fee.

Current Town Building Permit Fees when compared to the other mountain resort communities are substantially lower than those being charged in Teton County, WY, Blaine County, ID, Park City, UT, Vail, CO and Aspen, CO. Please see the comparison charts below:

Commercial

	2500 ft^2 Retail Building	**40,000 ft^2 Hotel**
Town of Jackson	$1,875	$81,000
Teton County	$2,950	$165,000
Blaine County, ID	$4,750	$200,300
Park City, UT	$3,948	$244,130
Aspen, CO	$12,800	$433,580
Vail, CO	$4,800	$267,000

Residential

	3000 ft^2 single family home	**5000 ft^2 single family home**
Town of Jackson	$3180.83	$5300.00
Teton County	$5,550.00	$9,600.00
Blaine County, ID	$11,260.00	$18,000.00
Park City, UT	$9,250.00	$21,300.00
Vail, CO	$10,000.00	$24,100.00
Aspen, CO	$6,800.00	$35,516.00

Analysis: The Town of Jackson has not updated building permit fees consistently compared to other resort municipalities. When determining the appropriate permit fees, Council should consider what is the policy objective to be achieved by said fees. Historically, the Town has subsidized the cost of residential permit fees choosing to provide this service to traditionally local residents as a measure to make construction of workforce housing more affordable. In addition, historically, the Town has generally assessed new commercial permit fees in order to cover the full cost of providing these services. One of the benefits of the priority driven budget is determining the full cost of providing each of the 39 programs. The total cost to the Town to provide the Building Safety and Security Inspection program in FY21 is $402,947.00. Please see the entire program worksheet attached.

In addition, the Town has historically, not considered the cost of providing the LDR Code Enforcement program the responsibility of building permit fees from a cost recovery standpoint. Previous Council direction on cost recovery regarding Planning/LDR applications was to charge a relatively low Planning Permit fee in order for an applicant to determine if they are able to build their project. In researching other communities, the cost of providing these services is largely covered by building permit fees. The total cost to the Town to provide the LDR Code Enforcement program in FY21 is $614,015.00. Please see the entire program worksheet attached.

The total cost to the Town to provide these two programs associated with planning and development is as follows:

Building Safety and Security Inspection	$402,947.00
LDR Code Enforcement	$614,015.00
Total	**$1,016,962.00**

Staff finds that Council should discuss the following possible policy objectives as it relates to setting commercial and residential building permit fees for the Town:

1. What percentage of the Building Safety and Security Inspection program should be covered by building permit fees? 100%, 75%, other? Why?
2. What percentage of the LDR Code Enforcement program should be covered by building permit fees? 100%, 75%, other? Why?

Building Permit Revenue
Below staff have provided the last five years of building permit revenue.

	FY 15/16	**FY 16/17**	**FY 17/18**	**FY 18/19**	**FY 19/20**	**5 Year Average**	**FY20-21 YTD**
Totals	$189,302	$263,623	$317,250	$447,571	$303,791	**$304,307**	$283,065

Permit Fee Adjustment and Phasing
Staff suggests that Council may want to consider phasing in increases to the Town Building Permit fees. As a first step Council could consider covering the full cost to provide the Building Safety and Security Inspection program ($402,947.00). When comparing the five-year average of permit fee collections ($304,307) to the total program cost an approximately 33% fee increase would be necessary to cover the full cost of providing this program to the community. Based upon Council policy direction on how

best to fund the LDR Code Enforcement program additional increases could be discussed at a future workshop.

Fiscal Impact:
To be determined

Staff Impact:
Staff including the Building Official and Community Development Director have utilized approximately 40 hours working on this item.

Motion:
I move to direct staff to revise the Building Permit fee schedule to reflect a 33% increase for new residential and commercial permits and to revise the addition and remodel valuation fee schedule to the most recent version from the International Code Council for Council consideration at a future meeting.

Program Budget Report

Section 1: Program Service Description and Mission

Program Service Area:	Department:
Building Safety & Security Inspection	Building Inspection, Engineering

Program Mission:

Building Inspection's mission is the "firm but fair" implementation and enforcement of Town and State codes relating to the construction, remodeling, alteration, repair and demolition of buildings and structures located within the Town of Jackson.

Program Service Description Summary:

This program protects the health, life, safety, and welfare of the community through inspection of property and facilities. This program is responsible for the enforcement of all Town codes, ordinances and adopted construction codes relating to building, wiring, plumbing, heating and cooling, issues all permits for building and construction, and inspections to ensure compliance with all applicable codes, plans reviews prior to permit issuance, meeting with builders, architects and engineers prior to the start of construction projects to review city ordinances and codes as they relate to the proposed construction. Staff support the Town Board of Examiners on contractor licensing and appeal proceedings.

Basic Program Attributes

Mandate to Provide	Wyoming Statute 35-9-106 requires the Town adopt the 2018 International Building Code, Existing Building Code, Fire Code, Mechanical Code and Fuel Gas Code. The TOJ voluntarily adopts the Energy Conservation, Wildland Urban Interface, Residential and Plumbing Codes.
Reliance on Town	Town could give responsibility "Home Rule Jurisdiction "back to the State Fire Marshal, choose not to adopt codes not required by the State
Cost Recovery	Plan Review, Encroachments, Building Permit, Contractor Licensing. Slight increase. Cyclical with local economy
Size of Population Served	The entire Town of Jackson, Contractor Licensing entire Town and County

Community Priority Goal(s) – (Comp Plan / Council) to be Achieved:

Common Value #1	Common Value # 2	Common Value #3
Ecosystem Stewardship	Growth Management	Quality of Life

Growth Management (CV-#2) and Quality of Life - (CV-#3) - Section 8. Quality Community Service Provision - Timely, efficiently and safely deliver quality services and facilities in a fiscally responsible and coordinated manner. Provision of life-safety, educational, social, cultural and recreational services is central to residents' Quality of Life and a visitor's experience. Components of our community's character include engaging parks and quality recreational facilities, as well as pleasant gathering places that enhance our sense of community. Moreover, the community relies on the efficient, timely, and safe delivery of critical utilities and services, such as police, fire protection, emergency medical treatment, and water and sewer services. Residents, visitors and businesses expect local government to provide these services year-round and take appropriate and reasonable steps to prepare for critical service delivery in times of emergency.

Current Level of Service:

Residential permit review – 90% within 2 weeks/ Non-residential permit review – 90% within 4 weeks/ Required inspection turnaround – 95% within 24 hours/ Other permits – 90% within 2 weeks / Customer inquiry turnaround – 95% within 24 hours.

Section 2: Proposed Amount / FTEs

Expenditures	Actual FY2019	Estimate FY2020	Adopted FY2021	Change from FY2020
Personnel	$ 336,974	$ 328,975	$ 309,735	$ (19,240)
Materials, Supplies, Services, etc.	51,783	11,004	11,684	680
Internal Service	20,803	22,953	27,352	4,399
Overhead Charge	52,620	63,829	54,176	(9,653)
Total Cost:	**$ 462,180**	**$ 426,761**	**$ 402,947**	**$ (23,814)**
FTE's				
Full Time	5.46	5.43	3.08	(2.35)

Section 3: Potential consequences of funding proposal at lower level

Residential permit review – 90% within 4 weeks / Non-residential permit review – 90% within 8 weeks / Required inspection turnaround – 95% within 48 hours / Other permits – 90% within 4 weeks / Customer inquiry turnaround – 95% within 48 hours

Section 4: Performance Measures

Description	FY 2020 Estimate	FY 2021 Adopted
Non-residential permit review - percent within 4 weeks	90%	90%
Residential permit review - percent within 2 weeks	90%	90%
Update development application forms and checklists, each gets updated every 5 years.	50%	5%
Inspect development and other ordinance-related activities for compliance after permit issuance.	80%	10%

Program Budget Report

Section 1: Program Service Description and Mission

Program Service Area:	Department:
LDR Code Enforcement	Planning, PD, Legal, Court

Program Mission:

To ensure compliance with the provisions of the land development regulations and obtain corrections for violations to protect the areas ecosystem in order to ensure a healthy environment, economy, and community for current and future generations.

Program Service Description Summary:

Review for zoning compliance as required by municipal code. LDR Code Enforcement is a shared responsibility of staff, all of whom help to enforce and work to bring into compliance various portions of the land development regulations to protect the areas ecosystem in order to ensure a healthy environment, economy, and community for current and future generations.

Basic Program Attributes

Mandate to Provide	Required by Municipal Code
Reliance on Town	Town Ordinances completely Town function
Cost Recovery	Minimal fines
Size of Population Served	Entire Town

Community Priority Goal(s) – (Comp Plan / Council) to be Achieved:

Common Value #1	Common Value # 2	Common Value #3
Ecosystem Stewardship	Growth Management	Quality of Life

Ecosystem Stewardship (CV-#1), Growth Management (CV-#2) & Quality of Life - (CV-#3) - Section 8. Quality Community Service Provision - Timely, efficiently and safely deliver quality services and facilities in a fiscally responsible and coordinated manner. Provision of life-safety, educational, social, cultural and recreational services is central to residents' Quality of Life and a visitor's experience. Components of our community's character include engaging parks and quality recreational facilities, as well as pleasant gathering places that enhance our sense of community. Moreover, the community relies on the efficient, timely, and safe delivery of critical utilities and services, such as police, fire protection, emergency medical treatment, and water and sewer services. Residents, visitors and businesses expect local government to provide these services year-round and take appropriate and reasonable steps to prepare for critical service delivery in times of emergency.

Current Level of Service:

Daily response to compliance issues/ Ability to stop problems early before they grow in complexity/ Planning Commission public hearing within 90 days from sufficiency under LDR deadline & 60 days from PC hearing to Council hearing under LDR deadline/ Staff level decisions within 45 or 60 days from sufficiency under LDR deadline/ 24 hour response time for public calls emails for information

Section 2: Proposed Amount / FTEs

Expenditures	Actual FY2019	Estimate FY2020	Adopted FY2021	Change from FY2020	
Personnel	$ 321,912	$ 364,937	$ 359,964	$ (4,973)	
Materials, Supplies, Services, etc.	107,342	149,728	141,101	(8,627)	
Internal Service	47,603	56,228	49,989	(6,239)	
Overhead Charge	50,268	70,807	62,961	(7,846)	
Total Cost:	**$ 527,125**	**$ 641,700**	**$ 614,015**	**$ (27,685)**	
FTE's					
Full Time	1.58	1.88	3.58	1.70	

Section 3: Potential consequences of funding proposal at lower level

Weekly response to compliance issues/ Inability to intervene early in compliance issues calling for more complex solutions and time allocation to bring back into compliance (i.e. attorneys, red tags etc.)/ Planning Commission public hearing within 120+ days from sufficiency under LDR deadline & 90+ days from PC hearing to Council hearing under LDR deadline/ Staff level decisions within 60 or 75 days from sufficiency under LDR deadline/ 48 hour response time for public calls emails for information/

Section 4: Performance Measures

Description	FY 2020 Estimate	FY 2021 Adopted
Complaint follow up - percent within 24 hour	95%	95%
Complaint resolution - percent within 30 days	95%	95%
Public calls/emails for information - precent within 24 hours	95%	95%

Budget Attachment: Paid Parking Revenue/Expenditure Summary

Purpose & Policy Considerations

The purpose of this item is to provide the Council with general, high level information on the potential revenues and expenditures of a paid parking program as part of its budget consideration process. More specifically, this attachment provides a summary of the fiscal expenditures and revenues of a seasonal (summer-only) paid parking program in downtown Jackson as presented in the 2019 Downtown Parking and Mobility Management Plan (Parking Plan).

Requested Action

Staff requests that the Council consider the information about paid parking presented in this attachment and provide direction to staff about possible next steps, if any, for further exploring a paid parking program.

Recommendation

None

Background

The Parking Plan was approved by the Council in July, 2019. The Parking Plan presented paid parking in the Town Square area as an option to be considered once certain parking triggers were reached (high parking utilization rates) and identified short-term measures failed to decrease parking congestion in downtown Jackson. Due to the COVID pandemic, the Council opted to postpone implementation of the initial short-term action items (e.g., 3-hour parking in Home Ranch lot, etc.) until the spring of 2021 (or possibly beyond).

Staff understands that the Council is now interested in understanding better the potential revenues and expenditures of a paid parking program as part of its budget process. Below is a summary of the fiscal expenditures and revenues of a seasonal (summer-only) paid parking program in downtown (Town Square area) Jackson as presented in the Parking Plan.

Paid Parking Program Parameters

- Number of paid parking spaces: 500 (on-street only, no public parking lots);
- Length of Season: 16 weeks (approx. June 15 – Sept. 30 but flexible);
- Hours/day: 10 (9am – 7pm)
- Cost: $1/hour
- Parking space utilization rate: 90%
- **Hiring 3 FTEs (Parking Manager and two enforcement officers) to operate program**. Parking Plan says 3 -5 FTEs so this would be on the lower side)
- Buy parking equipment/meters (rather than rent or lease to own)

Based on the above parameters, the estimated revenue and expenditures would be as follows:

Annual revenue = $504,000

Initial setup cost = $625,000 (buy 63 parking meters, does not include cost of additional signage/markings)

Annual operating costs = $260,000/year (this will increase each year with inflation, etc.)

Net annual revenue after implementation costs paid = $244,000/year

Year 1: Net loss of $121,000

Year 2: Net gain of $123,000

Year 3 and beyond: Net gain of $244,000/year

NOTE: The time to set up the paid program is at least 12 – 18 months from initial decision to approve program. Thus, first positive revenue is likely not to occur until at least 3 years from initial decision.

Other important considerations:

- General: The above expenditures and revenues are based on many assumptions that, if changed or inaccurate, could significantly impact the fiscal outcomes. For example:
  - Revenue could be increased potentially by increasing hourly rate or enforcing program year-round;
  - Instead of paying for 3 FTEs, another option is to hire a Parking Manager and then contract with a parking management company to operate and enforce parking program. This could be cheaper but effectiveness and fit would need to be evaluated.
  - Total costs and ongoing operating costs are different depending on whether we buy the parking equipment, rent it, or lease to buy. Pros and cons to each.
  - Annual operating expenditures could increase significantly if more staff are needed to effectively run and enforce.
  - Operating paid parking could add significant workload to our IT department, depending on the operation model we choose.

Alternatives (optional)

Staff have identified the following alternatives for Council consideration:

- No further action on the topic
- Consider further research, analysis and discussion of a paid parking program as part of the FY22 Comprehensive Plan Work Plan.
  - On-street Meter Technology RFP: One possible first step would be to direct staff to hire a consultant to help draft and issue an RFP to get bids on a paid parking program. This would provide the Council more detail on the type, cost, and long-term fiscal impacts of various paid parking systems. According to Dennis Burns of Kimley Horn, who was the

project manager for the Town Parking Plan, Kimley Horn could provide this service for $25K - $50K. The lower end would be for items #1 - #3, and the higher end would include items #4 and #5.

1. Project kick-off meeting, Defining system parameters (#/type of meters, locations, time frame, etc.)
2. Defining system objectives and technical options - Drafting of system specifications
3. Preparation of Request for Proposal
4. RFP process execution, proposal review and assistance with vendor selection
5. Meter installation oversight and testing (optional)

NOTE: After reviewing the RFP, the Council could decide to either not implement paid parking or to continue with the next steps to implement paid parking.

- Hire Parking Manager: Another option is to first hire a full-time Parking Manager who would then be responsible for initiating a paid parking program. This would likely cost approximately $100,000 for salary/benefits, etc. Taking this step would be a clear decision to implement paid parking.

Fiscal Impact
None at this time. Future fiscal impacts are addressed above.

Staff Impact
Staff expended approximately 10 hours in the preparation of this attachment.

Attachment or Links
2019 Downtown Parking and Mobility Management Plan

Suggested Motion *(Council always has the option to adopt, approve with conditions, continue, or deny items*)

I move to direct staff to:

Option A: Take no further action on the Parking Plan at this time.

Option B: Continue with implementation of the Parking Plan's approved Short-term Action Items to be completed in the spring of 2021 [or 2022] consistent with previous Council direction.

Option C: Hire a consultant for an amount not to exceed $25,000 to help draft and issue an RFP to solicit bids from professional parking management companies to implement a paid parking program in downtown Jackson for future Council consideration.

Option D: Hire a full-time Parking Manager who would then develop a draft comprehensive paid parking program to present to Council for future consideration and direction as appropriate.

[Please note that choosing Option C or D would require modifications to the FY22 Comprehensive Plan Work Plan to reallocate staff resources are necessary]

2019

DOWNTOWN PARKING AND MOBILITY MANAGEMENT PLAN

May 2019

Kimley»Horn

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1.0 Executive Summary

1.1. Introduction

The primary goal of this Downtown Parking and Mobility Management Plan is to be a guide for decision makers on topics such as governance, customer service, planning, technology, enforcement, demand management as well as parking facility and systems management. Specific project objectives include providing strategies and tools to:

- Identify governance and management structures that will work best for Jackson that will also contribute to the successful implementation of other community goals
- Position parking as a contributor to the vitality of Downtown
- Provide recommendations on establishing positive and proactive customer relations
- Explore the range of parking management strategies that can be used by the Town's management staff to address the conditions of limited parking availability and traffic congestion during peak demand periods and generally to promote increased community vitality
- Identify management strategies and technologies that can improve the customer experience, while also controlling operating costs and enhancing system financial performance
- Position parking management within the larger "mobility management" context in a way that promotes a balanced system of parking and multi-modal transportation alternatives

The recommendations in the Plan were developed to serve as a roadmap for the development of a comprehensive and strategic approach to parking and mobility management in Jackson. It should be noted that to achieve these goals, there will be times where trade-offs will need to be made between competing objectives/resources.

1.2. Process

The development of this Plan took place over the past year (2018-19) and included the following key steps to arrive at the recommendations:

- Development of Program **Vision, Mission, and Guiding Principles** to serve as a Framework for the Management Plan (**Chapter 3**)
- Data collection in the summer of 2018 to assess **Existing Conditions** (see **Chapter 4**)
- Extensive **Community Outreach**, including multiple focus groups, discussions with a technical advisory committee, Open Houses, and an online survey (see **Chapter 5**).

The following recommendations were developed based on an understanding of existing conditions, constraints and community priorities that emerged from the outreach process, and key issues identified by the project Technical Advisory Committee.

1.3. Community Priorities

Feedback received from the stakeholder outreach process supports the following "big-picture" themes:

1. **Focus on Management Strategies that Preserve Jackson's Character:** The most consistent theme expressed through the outreach process was that limited parking availability and traffic congestion along with continued growth threatens to erode Jackson's character if not addressed and managed in a way that preserves the welcoming, small town atmosphere. Parking

management strategies need to ensure that Jackson is welcoming to all, including visitors, employees, residents, the disabled, the elderly, families, and RV drivers alike.

2. **Consistent, Integrated Approach to Parking Management:** On-street regulations, off-street public parking options, and enforcement should work together to ensure that employees and long-term parkers understand clearly where to park so that short-term parkers (visitors and customers) and those with disabilities and the elderly are able to quickly and easily find parking near their destination. Enforcement should support this approach by focusing on identifying, citing, and collecting fines primarily from repeat offenders.

3. **Targeted Communication and Straightforward Signage and Wayfinding**: There is broad consensus and data that the peak summer season is the primary time in which there is limited parking availability. An effective communication program to identify where employees should park during the peak season is warranted. This, combined with clear and straightforward signage to direct visitors to convenient parking areas where they can expect to find parking, may help to alleviate visitor frustration and reduce traffic associated with drivers circulating in search of parking.

4. **Focus on Enhancing the Pedestrian Experience in Downtown:** Many community members expressed a strong desire to ensure that pedestrians feel safe and welcome in Downtown from the time they park their car until they arrive at their destination. Crosswalk enhancements, regular maintenance, additional lighting, and pedestrian-focused navigation aids will all help to improve the pedestrian experience and ensure that, as Jackson grows, Downtown continues to feel inviting and welcoming to all.

1.4. Recommendations

Short-Term Action Items (0-2 Years)

The following action items can be accomplished without the creation of a new full-time parking manager and support staff positions. Several will require additional dedicated enforcement staff time, capital expenditures, and staff time for implementation.

- 1.1 **Extend Enforcement Hours** to 7:00 PM
  - *Intended Outcomes*: Increased on-street turnover, particularly during the late afternoon period. Potential for increase in number of vehicles served per day per stall as employees will be further discouraged from parking within the 3-hour parking zone.
- 1.2 **Implement Escalating Fine Structure for Repeat Violators** while waiving fee for first time violators
  - *Intended Outcomes*: Deterrent against repeat violators, reduction in instances of “moving to evade enforcement” by long-term parkers and improved on-street parking turnover.

- 1.3 **Convert Home Ranch to 3-Hour Visitor Parking (Peak Season Only) with Additional Wayfinding**
  - *Intended Outcomes*: Increase in the number of vehicles served per day within Home Ranch, reduction in occupancies during the day (making it easier for visitors to find parking within the lot), and potentially a decrease in traffic circulating in Downtown in search of parking.

- 1.4 **Convert Taxi2Fly Parking to Employee Parking**
  - *Intended Outcomes*: Increase parking availability within the existing City parking garage that can be used by employees as well as customers and visitors.

- 1.5 **Develop Employee Parking Maps & Communication Program** to clarify recommended employee parking locations
  - Intended Outcomes: Increase in the utilization of the parking garage and non-time limited on-street parking areas on the edge of Downtown by employees.

- 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 drop-off spaces.**
  - *Intended Outcomes*: Increased customer satisfaction, reduced traffic associated with vehicles circulating in search of parking.
  - *Regarding hotel drop*-off spaces, the trend nationally is to adopt multi-purpose drop-off spaces (not exclusively for hotel use – although the hotel use is likely to be the primary use). These spaces can also be used for transportation network companies (TNCs i.e., Uber/Lyft), valet parking or other short-term uses. A seasonal approach to providing these spaces may be appropriate. Note: Since valet parking would be a new service in Jackson, a white paper on this topic has been added to provide an overview of this practice.

- 1.7 **Invest in Real-Time Space Availability in Select Public Lots**
  - *Intended Outcomes*: Increased employee and customer satisfaction due to the ease of finding available off-street parking, reduced traffic associated with vehicles circulating in search of parking. This option also provides city staff with on-going parking utilization data for planning purposes and would reduce future parking data collection costs.
  - Recommended systems for evaluation include: Parking Logix and MiStall.

- 1.8 **Initiate Annual Data Collection Program to Monitor Performance**
  - *Intended Outcomes*: Transparency in the development and implementation of parking management strategies; facilitation of a data-driven approach to parking management.

- 1.9 **Add Section to the Municipal Code to Require Drivers to Move at Least One Block to Avoid a Time-Limit Citation**
  - *Intended Outcomes***:** Reduction in instances of moving to evade by long-term parkers and improved on-street parking turnover.
- 1.10 **Add Additional On-Street ADA Stalls in Downtown**
  - *Intended Outcomes*: Improved access for the elderly and those with disabilities.
- 1.11 **Add Additional Bicycle Parking in Downtown**
  - *Intended Outcomes:* Improved visibility of bicycle parking in Downtown; increased satisfaction of bicyclist and bicycle commuters. An initial increase of bike parking options in the 5 – 10% range is recommended for the peak season. Adding bike parking in high visibility locations as well as in public parking areas is recommended.

Medium Term Action Items (2-5 Years)

- 2.1 **Hire a Parking and Mobility Manager and required support staff**
  - *Trigger:* Prior to proceeding with any medium-term action items.
  - *Intended Outcomes:* Develop a **c**learly defined organizational structure to facilitate the streamlined implementation of an active parking and mobility management program. A "vertically integrated" city department model is recommended initially for the Town of Jackson. A vertically integrated model is one in which the parking and mobility function manages all aspects of parking (including on-street, off-street and enforcement at a minimum) as well as other mobility functions such as transportation demand management (TDM) program development.
- 2.2 **Implement Seasonal On-Street Paid Parking within the Short-Term Parking Zone**
  - *Trigger*: Very limited on-street parking availability during the peak season (≥ 85% occupancy for 3+ hours) within at least 400 contiguous on-street stalls.
  - *Intended Outcomes*: Maintenance of high on-street turnover, reduction in instances of moving to evade by long-term parkers, reduced traffic associated with vehicles circulating in search of parking, increased utilization of off-street public parking lots.
- 2.3 **Consider Implementing a Parking Benefits District**
  - *Trigger*: Implementation of on-street paid-parking.
  - *Intended Outcomes:* Transparency in the use of paid parking revenues, dedicated revenue for downtown beautification, safety, pedestrian, bicycle, transit, and parking improvement projects.
- 2.4 **Convert Additional Public Lots to Short-Term Visitor Parking**
  - *Trigger*: Very limited off-street visitor parking availability during the peak season within all public time-limited off-street lots (≥ 85% occupancy for 3+ hours).

- *Intended Outcomes:* Increase in the number of vehicles served per day within each converted lot, reduction in occupancies during the day (making it easier for visitors to find parking within the lot), and potentially a decrease in traffic circulating in Downtown in search of parking.

- 2.5 **Develop Off-Street Shared Parking Program for Peak Season Employee Parking**
  - *Trigger:* Conversion of two or more public lots to short-term visitor parking.
  - *Intended Outcomes:* Increased employee parking supply within a short walk of Downtown.

- 2.6 **Engage with Providers of Shared Mobility Solutions**
  - *Intended Outcomes:* Improved control over how and when new mobility options, such as TNC drop-off/pick-up areas, bike share options, E-scooters, etc. are considered and approved for Jackson.

Long Term Action Items (5 Years +)

- 3.1 **Expand On-Street Time Limited Zone**
  - *Trigger*: High short-term parking demand on adjacent blocks (≥ 85% occupancy for 3+ hours on block faces proposed for conversion.
  - *Intended Outcomes:* Increased turnover on each converted block face.

- 3.2 **Implement Residential Permit Program for Unlimited Parking in Time-Limited Zones**
  - *Trigger*: Implementation of time-limited parking or paid parking in residential areas where residents need to park on street.
  - *Intended Outcomes:* Increased turnover on each converted block face in residential areas while addressing the parking needs of residents.

- 3.3 **Implement Employee Permit Program for Unlimited Parking in Certain Time-Limited or Paid Parking Zones**
  - *Trigger:* Net decrease of 200 or more unlimited parking stalls in and around Downtown.
  - *Intended Outcomes:* Mitigation of impacts to employees caused by other strategies, increased employee utilization of alternative modes.

- 3.4 **Implement High-Frequency Downtown Trolley Service**
  - *Trigger:* Adequate funding. On-Street paid parking could be one funding source.
  - *Intended Outcomes:* Additional option for accessing Downtown without a vehicle.

- 3.5 **Construct New Parking Garage or a One-Level "Parking Lid" over an Existing Surface Parking Lot**
  - *Trigger*: Very limited parking availability across entire Downtown (≥ 85% average occupancy for 3+ hours across entire Downtown on- and off-street parking supply.
  - *Intended Outcomes:* Increased Downtown parking supply.

1.5. Implementation Plan

Section 7 of this report includes an implementation plan summary and "responsibility matrix". This is followed by a summary table of "Performance Measures" designed to track system utilization and performance based on specific recommended strategies.

1.6. Transportation Demand Management Framework

What is Transportation Demand Management (TDM)?

Transportation demand management refers to the application of strategies and policies to reduce travel by single-occupancy private vehicles during peak times into congested areas. Managing traffic and parking demand can be a cost-effective alternative to increasing roadway and parking capacity while still serving community needs through a variety of transportation options.

TDM Strategies

As a starting point, it will likely be beneficial to establish a mode split target and then monitor progress in working towards this goal. As an example, a key goal of Jackson's future TDM program could be:

- By 2035, no more than **35% of employee trips to Downtown Jackson** will be made by single-occupant vehicle trips.

As a start, below is a list of potential targets and strategies that could work in combination to achieve the 35% mode split target:

- **40% by Transit** (Including park-and-ride trips)
- **10% by Bicycle**
- **10% by Carpool**
- **5% Walk**

Implementing a robust TDM program requires a significant amount of dedicated support by a **TDM Coordinator** to work with businesses and transportation service providers to promote the benefits and costs savings that can be achieved through effective TDM.

2.0 Introduction

2.1. Background

The Town of Jackson recognizes the important role of parking management in promoting access and mobility in its community. This "Phase II" study which focuses on developing a downtown parking management plan, follows a study completed in 2017 ("Phase I Study") that focused on the areas outside of Downtown Jackson (specifically Character Districts 3, 4, 5, and 6), examining parking dynamics and strategies related to residential and non-downtown commercial parking.

The Phase One study's purpose and objectives included:

- Examining existing utilization and demand characteristics of on and off-street parking for residential and commercial land uses outside of Downtown Jackson.
- Present a range of alternative approaches to managing and maintaining parking and transportation resources into the future to inform officials as they determine the desired direction for policy implementation.
- Inform the Town's 2017 zoning code update by providing recommendations pertaining to residential and commercial measured parking demands outside of Downtown Jackson.

Analysis and recommended considerations included in the Phase I parking study report were presented under a framework of ten policy considerations adopted by the Town Council on June 27, 2017. These 10 policy questions are based on the parking issues identified by the public, staff, and Kimley-Horn in May and June 2017.

1. What level of vehicle parking demand are we planning for?
2. What level of bicycle parking demand are we planning for?
3. What is an acceptable distance from a parking space to a destination?
4. Should parking policy vary by season?
5. Who is on-street parking for?
6. What is the public role in providing off-street parking (e.g. parking garages, on street)?
7. How should Park n' Ride facilities be used?
8. What level of safety are we trying to achieve through parking policies?
9. How should on-street and off-street public parking be funded?
10. How should parking be managed?

Coordinated combinations of answers to these policy questions comprise the alternative approaches presented in this report for review and consideration by the Town of Jackson.

2.2. Background Documents

Jackson/Teton County Comprehensive Plan

In addition to the Phase I Parking Study noted above, the Jackson/Teton County Comprehensive Plan envisions increased residential density throughout parts of Jackson to provide workforce housing opportunities, in addition to areas of greater residential and commercial density that are more pedestrian-oriented and place a diminished emphasis on providing large reservoirs of parking.

Jackson/Teton Integrated Transportation Plan

The Jackson/Teton Integrated Transportation Plan was developed by a team consisting of Charlier Associates, Inc./Logan Simpson Design Inc. and Fehr & Peers in 2015. This plan was envisioned to be a "blueprint for implementing the transportation provisions of the Town/County Comprehensive Plan".

Town of Jackson Community Streets Plan

Jackson's Community Streets Plan builds upon recommendations of the Jackson/Teton County Comprehensive Plan to implement the community vision for future development of the transportation system. The plan serves as an adaptable guide and "toolkit" of preferred street right-of-way design solutions that shall be implemented to create a multimodal transportation system that works for people driving cars, riding transit, traveling by bike or on foot.

2.3. Phase II Study (Parking Management Plan) Objectives

The primary goal of this Downtown Parking and Mobility Management Plan is to be a guide for decision makers on topics such as governance, customer service, planning, technology, enforcement, as well as parking facility and systems management. Specific project objectives include providing strategies and tools to:

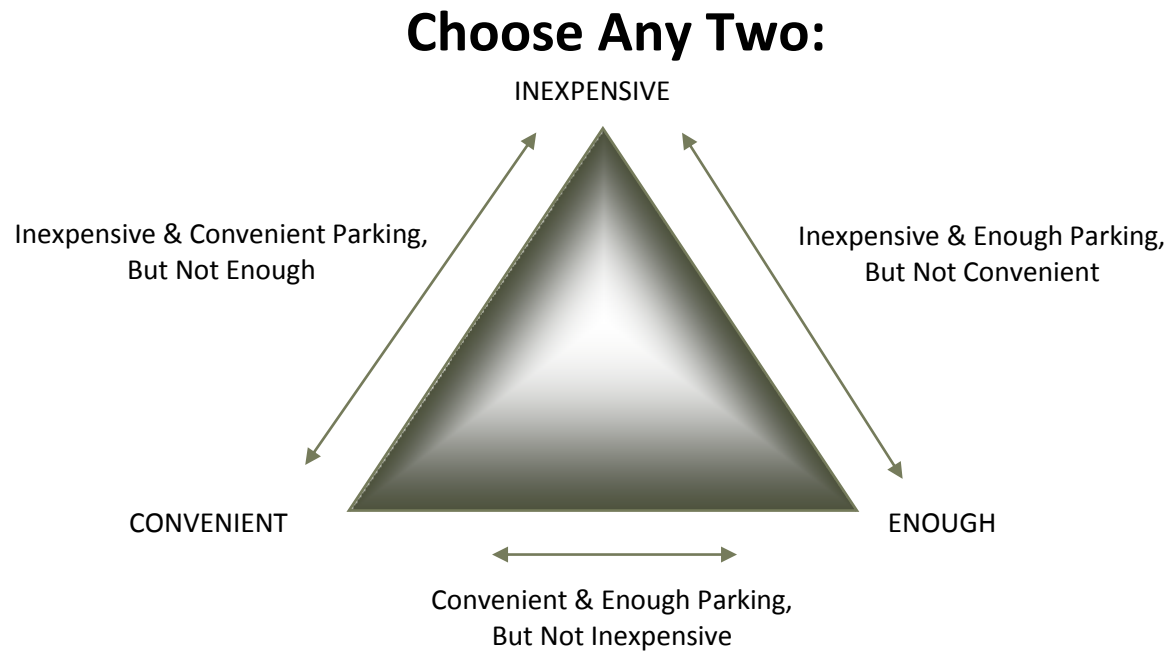
- Identify governance and management structures that will work best for Jackson that will also contribute to the successful implementation of other community goals
- Position parking as a contributor to the vitality of Downtown
- Provide recommendations on establishing positive and proactive customer relations
- Explore the range of parking management strategies that can be used by the Town's management staff to encourage on-street parking turnover and promote increased community vitality
- Identify management strategies and technologies that can improve the customer experience, while also controlling operating costs and enhancing system financial performance
- Position parking management within the larger "mobility management" context in a way that promotes a balanced system of parking and multi-modal transportation alternatives

The "Parking Experience"

There is one element common to every study and every downtown: parking is always a source of frustration and contention. Parking can be a truly *emotional* issue because it affects people so directly. Few other areas involve the interrelated issues of personal safety/security, finance, convenience, wayfinding, accessibility, and customer service. Because parking creates the first and last impression for those visiting Downtown Jackson by car, it is important to consider how to best manage the overall "parking experience."

Figure 1 depicts an interesting truism about parking:

Figure 1: Parking Triangle



Everyone wants three things when it comes to parking:

1. They want there to be plenty of it;
2. They want it to be very convenient; and
3. They want it to be inexpensive (and preferably free).

Unfortunately, you can provide any two, but not all three of these elements simultaneously. This ushers in the need for a policy decision:

- If you choose to provide **inexpensive and convenient** parking, you will likely not be providing enough parking. This option may be acceptable if you want to use the lack of spaces as part of a demand management strategy to encourage the use of transportation alternatives.
- If you choose to provide **inexpensive and enough** parking, it will not be very convenient. With this choice, you may be adopting a strategy that utilizes less expensive remote parking supported with shuttle operations (at least for employees).
- If you choose to provide **convenient and enough** parking, it will not be cheap. This often-preferred approach typically means you have chosen to develop structured parking. The national average cost to construct a surface lot parking ranges from $5,000 to $8,000 per space. Above grade parking structures average between $18,000 to $30,000 per space nationally. Staff estimates the local Jackson cost per space for structured parking may be as high as $50,000 per space. Below grade parking can range between 1.5 to 2 times the cost or more of above grade structures depending upon soil conditions and other factors. Another consideration that is often

overlooked is that operating, utility, maintenance, and security costs are significantly higher with structured parking.

In urban environments, the choice is most often made to have "**convenient and enough**" parking. This strategic decision and the significant capital investment it requires creates the need to assure that these investments are well managed and responsive to the communities they serve.

The resource "***20 Characteristics of Effective Parking Management***"[1] provides guidance for establishing the basis for a sound and well-managed parking system combined into an integrated programmatic approach. These characteristics provide a solid foundation for communities who are working to manage parking in a way that balances convenience, availability, and cost. The ultimate goal is a system that provides professional management, understands the role it plays in contributing to the larger objectives of the downtown, and is responsive to the community's needs.

2.4. Key Focus Areas

The Town of Jackson is considering the development of a comprehensive parking management program as a strategy to support on-going community planning initiatives. This initial framework plan provides a roadmap for the development of a comprehensive and strategic approach to parking and mobility management in Jackson. The development of such a program would typically require the following ten elements:

1. **A Sense of Purpose and Direction relative to Parking and Mobility Policy** – This parking management framework plan should complement and build on 2017's parking data collection and parking planning work and other parking, transportation policy, and planning work recently completed by the Town (including the 2015 Integrated Transportation Plan).

2. **Program Organization and a Strong and Capable Program Leader** – The recruitment and hiring of a parking/mobility manager (and required support staff) with experience managing a municipal parking program is a key first step. This report also discusses parking system operating methodologies. Program organization is a key foundational element and a vital initial step to creating an effective and sustainable parking and mobility management program.

3. **A Strong Customer Service Orientation** – One of the key leadership elements that needs to be infused into the program from the beginning is a strong customer service focus. This applies not only to staff training but also to facilities maintenance and investments in new technologies. Parking can play a key role in improving the perception and the experience of Downtown overall. Collaboration and partnerships with the Town of Jackson, the Chamber of Commerce, and the downtown merchants will be an important component of this initiative.

4. **A Focus on "Mastering the Fundamentals" of Parking Management** – This focus area is about gaining an in-depth understanding of the many complex and challenging aspects that are somewhat unique to parking. The Resource "20 Characteristics of Effective Parking Management" (Toolkit Item # 1) provides a strong framework built around specific program categories. This resource provides the basis for a comprehensive program development approach and can assist the Jackson parking program as it strives to become one of the best small municipal programs in the country.

[1] Toolkit Reference: See Appendix A

5. **Establish parking as a separate "enterprise fund" for any future parking revenues** – Long-term, parking has the potential to grow into a self-sustaining enterprise fund if all parking related revenue streams (if implemented) are dedicated to support the fund. There are strategies for reinvesting a percentage of net parking revenues (after expenses and recommended set asides) back to the general fund or back to the downtown district through a mechanism referred to as a "parking benefit district".

6. **Leverage under-utilized private parking resources** – As a potential tool to cost-effectively increase the public parking supply, the Town can work with private parking owners in the downtown area to develop creative opportunities to manage private lots as shared parking resources. This can be accomplished by providing high-quality parking management services and revenue sharing arrangements with local businesses, property owners, and institutions.

7. **Investment in New Technology** – Leveraging new technology will be a critical element in achieving many of the stated goals of this project including:

    a. Enhanced customer friendly programs and services
    b. Improved operational efficiency
    c. Enhanced system financial performance
    d. Improved system management

8. **Development of a strong parking maintenance program** – A strong parking maintenance program would have regularly scheduled facility condition appraisals, the creation of parking facility maintenance reserves, and a prioritized facility restoration and maintenance schedule. While there is currently only one structured parking facility in downtown Jackson, this element may grow in importance with future investments in Jackson's parking system.

9. **Over time, expand the parking program's mission to adopt a broader focus on comprehensive mobility management** – Development of transportation demand management (TDM) strategies, promotion of transportation alternatives, support for shared mobility and active transportation, and the development of complementary parking policies will be important in this area.

10. **Parking Planning** – Development of a robust and effective parking planning function or at a minimum, the inclusion of parking management in larger community planning initiatives and on-going discussions relative to new or proposed development projects is highly recommended. Also work closely with Planning to address parking requirements (zoning code), shared parking opportunities, and ADA parking issues.

2.5. Summary

The importance of parking as one of the most visible and often controversial elements of a downtown's infrastructure is often underestimated. Parking, when well-managed, can be a key component in retaining existing businesses, supporting investment and redevelopment, and sustaining healthy and vibrant downtowns. This Downtown Parking and Mobility Management Plan is intended to serve as a roadmap for the development of a comprehensive and strategic approach to parking and mobility management in Jackson.

3.0 Mission, Vision, and Guiding Principles

The purpose of a program's Mission and Vision is to clearly and concisely establish the core function of the program (Mission) and chart a course for the future (Vision). These foundational elements provide a base on which to build an overall strategic framework for the program[2]. While the following Mission and Vision statements primarily apply to Downtown, as this is where the bulk of the parking management issues will occur, these parking management principles should be applied town-wide and be in alignment with larger community and parking/mobility goals.

3.1. Mission Statement:

The Jackson parking program supports Jackson's thriving Downtown and strategic planning goals with effective parking policies, planning, and programs, enhancing the parking experience for the Town's customers and local residents.

3.2. Vision Statement

The Jackson parking program will develop a quality, customer-oriented parking and mobility management system, responding to the current and future needs of parkers through active planning, management, coordination, and communications.

[2] A program has been created by the International Parking and Mobility Institute referred to as the "Accredited Parking Organization" or "APO" (See report Toolkit Items 2 and 3 for a copy of the program overview and criteria matrix). This program was partially created to begin codifying "industry standards" related to parking operations and management and provides a good set of parking program development guidelines that could be guide for Jackson in terms of program scope.

3.3. Guiding Principles

The purpose of Guiding Principles is to establish a strategic framework upon which to build a comprehensive Parking Management Program.

While the Mission and Vision establish the program's foundation and aspirations, these Guiding Principles are strategic in nature, responsive to the needs of the community and aligned with the larger community's planning goals.

These parking program Guiding Principles will encourage the use of parking and other transportation resources to support and facilitate priority planning goals and serve prioritized user groups. They will also serve as a foundation for near and long-term decision-making relating to parking management and development in the downtown.

Guiding Principle Categories:

1. Organization/Leadership
2. Planning /Urban Design
3. Effective Management/Accountability
4. Customer Service Orientation
5. Communications/Branding /Community Education
6. Leveraging Technology
7. Accountability/Financial Management
8. Integrated Mobility Management
9. Sustainability

A statement better defining each of the nine draft guiding principles is provided on the following pages.

Guiding Principle #1 – Organization/Leadership

The parking management program will be "vertically-integrated" with responsibility for:

- Managing on-street parking
- Managing Town-owned off-street parking
- Coordination with privately owned off-street parking

- Parking enforcement/citation management and adjudication (Note: citation adjudication should be done by a separate agency or entity than that which issues the citations.)
- Parking planning and development
- Transportation demand management

Consolidating the various parking functions under a single entity will establish a consolidated system that is action-oriented, responsive, and accountable with improved coordination and operating efficiencies.

Recruiting a strong leader is a key element for success. The organization leader must have strong vision and communications skills, specialized parking and planning expertise, and be capable of educating other community leaders, stakeholders and private sector partners on the importance and relevance of a strong parking management organization. Strong general management and financial program development skills are also required.

This approach would be a major departure from what previous Councils have been willing to invest in in the past. The principle of "vertical integration" would argue for a parking program that would take on parking enforcement as part of a comprehensive parking program, thus shifting the enforcement function from the Police. This would require the hiring several new positions.

Guiding Principle #2 – Planning / Visioning/ Policy/ Urban Design

The Jackson parking management system shall have an active and comprehensive planning function.

The Jackson parking management system will be included in all strategic development and transportation planning efforts. The parking management system will work with planning staff to review and evaluate parking zoning requirements, the development of parking design standards that promote good urban design principles related to parking structures and mixed-use projects, and the creation of transit-oriented development parking standards.

Effective parking planning will mean an improved understanding of parking supply/demand conditions on an on-going basis, and ultimately the development of parking infrastructure that will enhance and better support the community strategic goals and urban design.

The vision of an enhanced planning and policy development function will be pursued on multiple levels.

Parking management strategies and programs should support and compliment other access modes to better facilitate the accessibility and user-friendliness of downtown Jackson as a preferred regional destination. Resources shall be effectively planned and managed to promote and support multiple access modes into and around the downtown. Primary access modes include automobile, transit, bike/motorcycle and pedestrian users.

Event parking management is another component of a comprehensive parking management function that requires active planning. It is the layering of lots of smaller functions, such as special events planning and management, that helps inform the need for a new more comprehensive approach to parking management and begins to illustrate the levels of complexity and importance of the parking management function.

Well-defined parking facility design criteria, parking related streetscape enhancements, and effective integration of signage and wayfinding elements are all areas that this principle will promote. Parking

management will work toward developing a parking system that continues to be self-supporting and sets asides funds for maintenance reserves and future capital asset funding.

Guiding Principle #3 – Effective Parking Management/Accountability

The Jackson parking management system will strive to be a forward thinking, “best-in-class” parking program.

The Jackson parking management system should anticipate future patron needs in the context of anticipated growth and other planning initiatives and seek to integrate supportive parking and multi-modal access strategies as appropriate.

Evaluation of other parking management best practices and new technologies should occur on an on-going basis. Effective facility maintenance, infrastructure reinvestment, and other system management fundamentals will be routinely addressed. Emphasis will be placed on enhancing parking facility appearance, maintenance, safety and security, regardless of facility ownership. The parking management system will promote standards to encourage comprehensive and pro-active facility maintenance and security plans. Note: An extensive collection of parking management best practices has been provided in Parking Management Toolbox Item # 6.

Facility maintenance reserves and other maintenance best practices will be encouraged in the Town-owned facilities. Publicly available parking facilities marketed through the Jackson parking management system will agree to a community-developed set of parking facility standards. Participating facilities will be routinely monitored by the new parking management program.

Parking facilities will incorporate public art and creative level identification/theming to enhance the parking experience for their patrons and make parking facilities more navigable and inviting.

Guiding Principle #4 – Customer Service Orientation

Parking will promote the Town of Jackson as a desirable destination for shopping, dining, recreation, and employment by making parking a positive element of the overall community experience.

The Jackson parking management system will strive to develop and coordinate private and publicly owned parking facilities that are clean, convenient and safe.

Parking enforcement staff will present a friendly and professional appearance and receive on-going customer service and community ambassador training.

Ongoing goals of the parking management organization will include: Responsiveness to community needs, openness to fresh ideas, and active participation in community planning and events.

One major goal of the Jackson parking management system is to create a parking program that will be easy for the visitor to understand and to access. This will be accomplished using common branding and marketing, an integrated signage plan, a web-based information clearing house, special events programs, etc.

Management of the on-street parking system will be enhanced over time through investments in new technology and customer friendly parking enforcement policies.

The Jackson parking management system should aim high and strive to achieve a Best-In-Class parking program. All aspects of the parking system should reflect an understanding of what the customer desires in terms of a positive and memorable experience. After a few years, it is recommended that the Jackson Parking program work toward achieving "accreditation" through the International Parking and

Mobility Institute's "Accredited Parking Organization" (APO) program (more information on the IPI's APO program is provided in the Parking Management Toolbox Items # 2 & 3).

Special programs to address retail enhancement initiatives, shared-use parking, employee parking, special/large events parking, etc. will be developed. These programs will be developed in a collaborative manner and designed to support larger community goals and objectives.

Guiding Principle #5 – Communications/Branding/Marketing and Community Education

Parking management programs and facilities will be developed to function as a positive, marketable asset for the Town of Jackson.

Parking management strategies and programs will be cross-marketed to promote the Town as a unique and visitor-friendly regional destination. Parking availability shall be well publicized to enhance the perception of parking as a positive element of the community experience. Reinvestment of parking resources back into the downtown will be promoted. The Jackson parking management system will develop an effective branding program.

In addition to web-based information, the Jackson parking management system will develop educational materials on topics such as: parking development trends, parking safety tips, etc. The organization will also promote discussion with parking facility owners/operators on topics such as facility condition assessments, maintenance program development, parking management best practices, etc.

Town parking programs and information shall be well promoted and marketed. The Jackson parking management system will work closely with the Planning department, Chamber of Commerce, and other community agencies/stakeholders to promote, educate, and market parking programs.

Guiding Principle #6 – Leveraging Technology

The Jackson parking management system will adopt technology solutions to enhance customer service and parking information options.

A key goal is to make parking less of an impediment to visiting the downtown and more of an amenity.

Technology will be leveraged to streamline and simplify access to parking and will be a key parking management strategy. Another key technology related goal is to enhance the efficiency and effectiveness of the new parking management staff and programs.

Guiding Principle #7 – Accountability / Financial Management

The parking system will strive, over time, to be financially self-supporting and accountable to stakeholders. In terms of accountability, it is assumed that a new parking management program (based on these “guiding principles”) will communicate with community stakeholders on an on-going basis. Accountability refers to ensuring that agreed upon plans and strategies developed in collaboration with community stakeholders are implemented as discussed.

Parking management will work toward developing a parking system that is self-supporting and sets aside funds for maintenance reserves and future capital asset funding.

By aligning any future parking revenue streams from on-street parking (potential metered parking), off-street parking, enforcement, (and potentially special assessment fees and fee-in-lieu programs), it is possible to develop a parking system that self-funds all operating and maintenance expenses, facility maintenance reserves, planning studies, and future capital program allocations. A consolidated parking

revenue and expense statement should be developed to document all parking related income streams and expenditures to give a true accounting of parking finances.

Guiding Principle #8 – Integrated Mobility Management

The Jackson parking management system will support a "Park Once" philosophy and a balance of travel modes, including bus, vehicular, bicycle and pedestrian, to meet community-wide access goals. Parking strategies and initiatives will be coordinated and aligned with the Jackson and Teton County Land Use and Transportation Plans. A park-once strategy is an approach to promoting walkable communities through which strategically located parking facilities are provided within safe walking distance and easy access of a variety of destinations. Park-once strategies let residents, workers, and visitors "park once," leaving their car behind and using others means (e.g., walking, community shuttles, shared mobility options such as bicycle rentals) to get to their desired destination(s) within the community.

The parking program will be a supporter and potentially a funding partner for a variety of transportation demand management programs and transportation alternatives that promote improved community access and a more sustainable parking and transportation program.

Guiding Principle #9 – Sustainability

The Town of Jackson will pursue initiatives to promote more sustainable and efficient operations.

While initial program funding may have to come from Town general funds for program staffing and initial capital equipment acquisitions, implementation of paid on-street parking, if pursued as a parking management strategy, will provide the program with a new source of revenue capable of providing a sustainable funding source to get the new program up and running.

"Green" strategies can result in more efficient and environmentally sensitive uses of parking resources and provide other benefits, including reduced congestion and pollution, improved transportation choices, more efficient land-use, and improved streetscape aesthetics.

4.0 Existing Conditions

The Study Area for Jackson's Downtown Parking Management Plan is shown in **Figure 2**. This Section summarizes the results and findings of the data collection effort completed in August 2018. A more detailed analysis of Existing Conditions is included in **Appendix A: Existing Conditions Report**.

4.1. Study Overview

Parking counts were conducted over two days in the peak season to represent one peak season weekday and one peak season weekend day:

- Thursday, August 23, 2018
- Saturday, August 25, 2018

The on-street study area was divided into three areas:

- **Town Square Zone**: Consisting of 96 stalls surrounding the Town Square.
- **Downtown Core Zone**: Consisting of the entire 3-Hour and 15-Minute parking zone in Downtown outside of the Town Square Zone.
- **Downtown Edge Zone**: Consisting of 24 block faces adjacent to the 3-Hour Downtown Core Zone with unrestricted on-street parking.

On-street counts were completed using three different methods within each study area:

- **Town Square Zone**: *Turnover Study*. License plates recorded every 30 minutes from 8:00 AM to 9:00 PM to allow for calculation of average duration of stay.
- **Downtown Core Zone**: *Occupancy Study & Unique Vehicle Analysis*. License plates recorded every 2 hours from 8:00 AM to 9:00 PM to obtain occupancy snapshots and unique vehicles. Average duration of stay was not calculated from this data.
- **Downtown Edge Zone**: *Occupancy Counts Only*. Vehicle counts only (no license plates) were recorded every 2 hours from 8:00 AM to 9:00 PM.

Off-street counts were completed at the same time as the 2-hour on-street counts. Vehicle counts only (no license plates) were recorded in each of the 5 primary public lots in Downtown from 8:00 AM to 9:00 PM including:

- Home Ranch Lot
- Deloney Lot
- Miller Park Lot
- Center for the Arts Lot
- Parking Garage

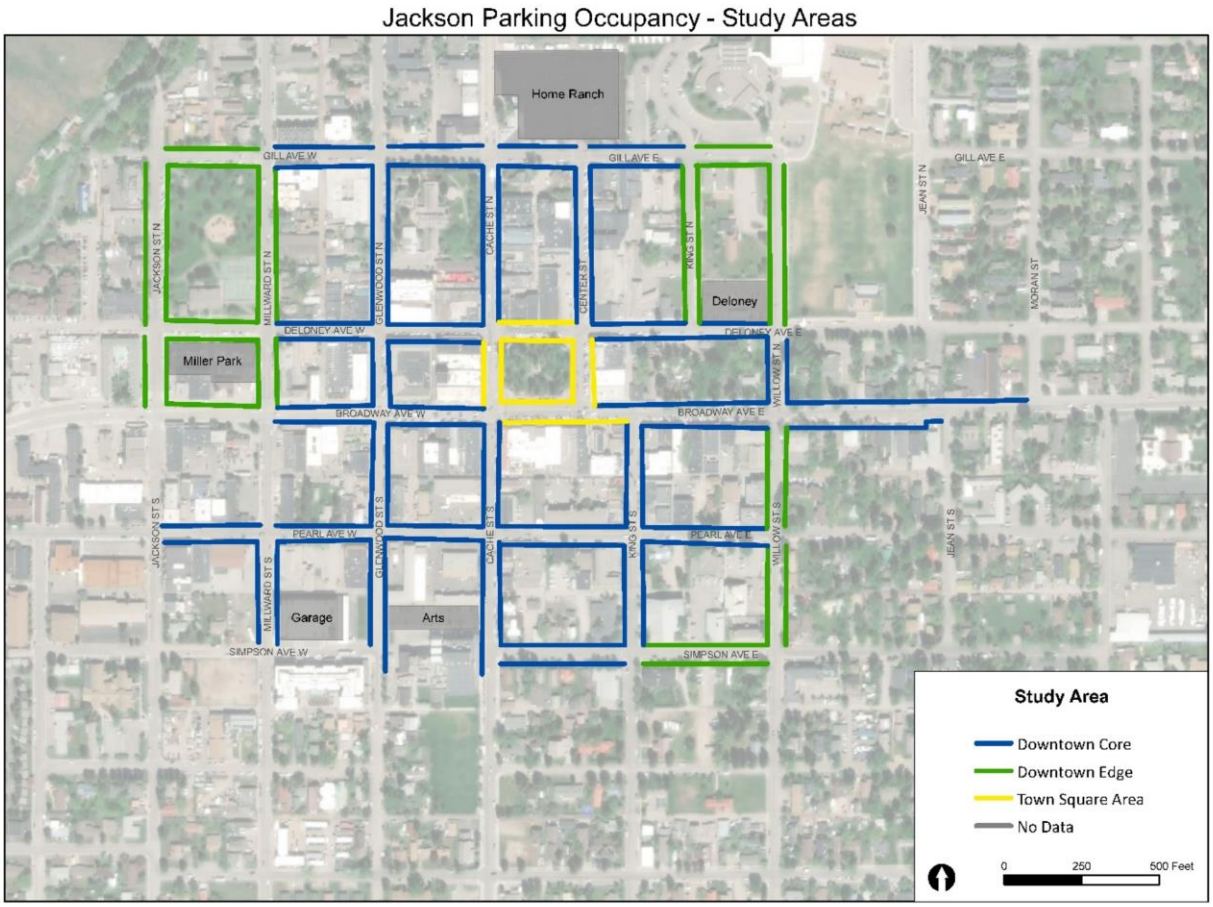


Figure 2: Downtown Study Area

4.2. Inventory

As part of the data collection effort, an inventory was completed to document number of stalls by type within each Study Area. In total, the Downtown Parking Management Plan Study Area consisted of 1,078 on-street parking stalls and 664 public off-street parking stalls.

On-street parking management recommendations for Downtown will focus on the 715 3-Hour stalls, the 52 15-Minute stalls, and the 10 ADA stalls. The 72-hour stalls were included to assess available capacity on the edges of the 3-Hour Zone.

Under existing conditions, drivers may park all day in any of the unrestricted stalls within the public off-street lots in Downtown. In each of the four surface lots, no overnight parking is allowed. Within the Parking Garage, drivers may leave their vehicle for up to 48 hours.

Table 1: On-Street Inventory

Type	"Town Square" Zone	"Downtown Core" Zone	"Downtown Edge" Zone	On-Street Total
3-Hour	94	621	-	**715**
15-Min	-	52	-	**52**
ADA	2	8	-	**10**
72-Hour Limit	-	18	283	**301**
	96	**699**	**283**	**1,078**

Table 2: Off-Street Inventory

Type	Home Ranch	Deloney	Arts	Miller Park	Garage	Off-Street Total
Daily	139	77	54	58	200	**528**
ADA	6	4	3	3	8	**24**
EV	1	1	-	4	1	**7**
Oversize	23	-	-	-	-	**23**
Military	1	1	-	-	1	**3**
Tour Bus	2	-	-	-	-	**2**
Hybrid	7	-	-	-	-	**7**
Ride to Fly	-	-	-	-	70	**70**
	179	**83**	**57**	**65**	**280**	**664**

4.3. Key Observations

On-Street Parking

Occupancy

- On-street parking demands are higher on weekdays compared to weekends; the peak hours within the study area are **Weekdays from 12:00 PM to 2:00 PM** and **Weekdays from 6:00 PM to 8:00 PM**.
- Parking around Town Square is very constrained, with very limited parking availability all day on both weekdays and Saturdays.
- Parking availability increases with distance from Town Square. Parking management strategies that help to spread demand more evenly across Downtown would allow users to more easily find parking around Town Square.
- On **Weekdays from 6:00 PM to 8:00 PM**, the entire 715-stall 3-Hour Zone is approaching the effective capacity threshold of 85%. Even when only including the 621 3-Hour stalls outside of the Town Square Zone, the occupancy at 6:00 PM is 82%.
- Parking is readily available within the 15-Minute zones, indicating these stalls are functioning as intended. A review of the total supply of 15-Minute stalls may be warranted.

Turnover (Town Square Only)

- More than 50% of vehicles parking on the Town Square park for less than an hour.
- Approximately 1/3 of vehicles parking on the Town Square park for less than 30 minutes.
- **Note**: Stays of greater than 3 hours are not equivalent to a violation, as this number includes vehicles parking outside of enforcement hours (9:00 AM to 6:00 PM).
- The number of vehicles served per stall on the Town Square is very high, indicating that time restrictions and enforcement are effectively encouraging long-term parkers to park in unrestricted areas or off-street lots.
- Although the turnover rate is high, the very high occupancies likely make it very difficult to find parking in this area, potentially leading to traffic associated with drivers searching for parking.
- Within the "Town Square" Zone, the average duration of stay for Teton County license plates (WY-22) was not observed to be higher than the general average.
- On weekends, vehicles with license plates from Wyoming (outside Teton County) and Idaho stayed longer on average compared to vehicles with license plates from other areas. Part of this longer average duration of stay may be associated with the Farmer's Market, where many vehicles (likely including vehicles of vendors) were observed to have parked from 8:00 AM to 12:00 PM.

Compliance with Regulations

- The violation rate is very low on weekdays, indicating high compliance with time restrictions on the Town Square.
- On Saturdays, the violation rate on the Town Square is higher compared to weekdays. Many vehicles were observed parking for the full duration of the Farmer's Market (8:00 AM to 12:00 PM), typically departing by around 12:30 PM. This indicates that at least some vendors choose to ignore the 3-Hour limit during this time (enforced starting at 9:00 AM), overstaying by up to around 30 minutes on average. Should the Town make any changes to time limits in Downtown (reducing to 2-hours, for example), careful consideration should be given to whether or not exceptions should be granted to these vendors on Saturdays.
- Within the full 715-stall 3-Hour Zone, 53 vehicles out of 2,383 observations (2.2%) on Thursday and 75 vehicles out of 2,197 observations (3.4%) on Saturday were noted to have exceeded the 3-Hour time limit between 9:00 AM and 6:00 PM. Although this sample likely underestimates the actual violation rate, it provides an indication that the violation rate is not significantly higher outside of the "Town Square" Zone.
- On Thursday, August 23rd, 2018, data provided by the Jackson Police Department indicates that 8 citations were issued for "overtime parking" violations. If there were 53 overtime violations during this period, the capture rate was 15% on this date. Typical guidelines indicate that parking enforcement should target capturing approximately at least 8% of all overstay violations, suggesting that Jackson's capture rate is within acceptable range.

License Plate Observations

- Teton County plates were observed less frequently on the Town Square compared to the entire downtown.

- On weekdays, 47% of all unique vehicles recorded were from Wyoming, compared to approximately 39% on weekends.

Vehicle Movements within the 3-Hour Zone

- A higher percentage of vehicles with Teton County plates were observed to have parked more than once within the 3-Hour Zone over the course of the day (8:00 AM to 9:00 PM) when compared to other vehicles with other license plates on both weekdays and weekends.
- The percentage of vehicles parking more than once within the 3-Hour Zone is lower on Saturday compared to Thursday.

Public Off-Street Parking

- The off-street parking lots are well-used during the day, peaking in usage on **Weekdays from 12:00 PM to 2:00 PM.**
- During the midday peak hour, approximately 60 daily parking stalls (48-hour limit) are available within the Parking Garage.
- The unrestricted daily parking in the off-street parking lots exceeds effective capacity during the midday peak, reaching 88% occupancy on **Weekdays from 12:00 PM to 2:00 PM.** Only the Parking Garage has additional capacity during this time for general users.

4.4. Performance Metrics

To allow for regular comparisons of system performance between years, eight performance metrics are summarized in **Table 3**. While these performance metrics oversimplify many of the observations, measuring changes in each of these metrics between years can allow for a high-level indicator of effectiveness of various management strategies that may be implemented within the goal of influencing parking behavior in Downtown Jackson.

Footnotes document the specific sample size used in the calculation of each of the metrics.

Table 3: Summary of Key Performance Metrics

Performance Measure	Weekday	Weekend
Vehicles Served Per Day per Space (8 AM – 9	8.69	7.61
Vehicles Served Per Day per Space (9 AM – 6	6.61	5.53
Average Duration of Stay (8 AM – 9 PM)[5]	1 Hour 21 Minutes	1 Hour 32 Minutes
Violation Rate[6]	3.1%	8.5%
Peak Occupancy[7]	*83%	*74%
Surplus Supply at Peak[8]	208 Stalls	326 Stalls
Block Faces with Constrained Parking at Peak[9]	32 Block Faces	32 Block Faces

*Peak Periods: 12:00 PM to 2:00 PM (Weekday); 10:00 AM to 12:00 PM (Weekend)

[3] Based on 94 3-Hour stalls in the "Town Square" Zone
[4] Based on 94 3-Hour stalls in the "Town Square" Zone
[5] Based on 94 3-Hour stalls in the "Town Square" Zone
[6] Based on 94 3-Hour stalls in the "Town Square" Zone
[7] Based on a combination of 715 on-street 3-Hour stalls and 528 daily unrestricted public off-street stalls
[8] Based on a combination of 715 on-street 3-Hour stalls and 528 daily unrestricted public off-street stalls
[9] Out of 91 block faces where occupancy data was collected

4.5. Parking Enforcement

The following notes from a meeting with City staff associated with the current parking enforcement program[10] summarizes current program operations and issues.

- Current LPR enforcement schedule begins between 9:00-9:30 am and concludes around 5:00 pm
- The enforcement route includes the entire 3-hour parking area and the Home Ranch parking lot
- A complete route takes approximately 35-45 minutes to complete without stopping to issue citations; a typical route is 60 minutes once citations are included
- Enforcement occurs 7 days a week, 365 days a year as staffing permits
- Approximately 5 complete routes are completed each day between mid-June and mid-August; the frequency is less during other times of year based upon staff availability
- Limitations/inefficiencies are currently related to software and hardware issues, as well as staff availability
- There is not a significant problem with the current system not being able to read plates correctly, although it does happen
- Currently there are 2 full time Community Service Officers (CSOs) assigned to parking enforcement
- CSOs are often pulled off parking enforcement to address other duties, including accidents, oversize vehicle complaints, other parking complaints, animal control, etc.
- 2 seasonal CSOs are hired between mid-June and mid-August to assist with parking enforcement
- Town is currently hiring a 20 hour a week CSO position to cover weekend parking enforcement
- CSOs typically issue 18-25 citations a day; historically it was 75 per day when a 2-hour maximum limit was in place with manual (walking and chalking) enforcement
- Parking tickets are not generally viewed as a revenue source
- Peak parking demand is typically seen between June 1 and October 1
- Tour bus parking is an issue, no buses currently utilize the signed tour bus facilities on King Street and small cars often use reserved RV/tour bus parking in Home Ranch lot
- Loading and unloading of commercial vehicles is not currently an enforcement issue
- Uber and taxi spaces are not currently an enforcement or demand issue

Two appendix documents have been provided as part of this report to support and enhance the parking enforcement program going forward. These include: Toolkit Item 4 - Parking Enforcement Program Audit Checklist and Toolkit Item 5 - Sample Parking Enforcement Operations Manual.

4.6. Conclusions

Within the “Town Square” Zone, the turnover rate is very high, the average duration of stay is low (compared to the 3-Hour time limit), and the violation rate is low. However, overall parking demands during the peak season are very high within Downtown Jackson, with only around 17% of all 3-Hour on-street stalls and daily public off-street stalls (208 stalls) available during the weekday peak period from 12:00 PM to 2:00 PM. During this peak period, 32 block faces in Downtown are at least 85% occupied, indicating that visitors and customers, particularly those unfamiliar with Jackson, may need to search across several blocks for parking.

[10] Meeting attendees: Michelle Weber, Roger Schultz, Jerad Weston, Paul Anthony, and Tyler Sinclair

5.0 Community Outreach Process

5.1. Overview

From October 2018 through January 2019, the Jackson Downtown Parking Management Plan Project Team led an outreach campaign to engage the community and downtown stakeholders to help understand, frame, and prioritize the key challenges and potential improvements for the parking experience in Downtown Jackson.

This summary provides an overview of feedback received, highlights consistent themes – observed by the consultant team and self-reported by the community – and concludes with strategies for incorporating identified stakeholder priorities into the Downtown Parking Management Plan.

Elements of the outreach campaign included:

- In-Person Community Outreach Event Summaries
    1) Chamber of Commerce Meetings
    2) Informal Downtown Employee Discussion
    3) Informal Multimodal Advocacy Group Discussion
    4) Informal Downtown Business Owners Discussion
    5) Community Open Houses
- Feedback from Technical Steering Committee
- Online Survey Results (395 responses)
- Summary of Stakeholder Priorities and Key Themes
- Conclusion

A more detailed summary, including the full survey results, can be found in **Appendix B: Community Outreach Summary Report**.

5.2. Stakeholder Priorities and Key Themes

Community members and stakeholders expressed a wide variety of concerns, priority issues, and recommendations related to parking within Downtown Jackson during the campaign to collect feedback. The following section summarizes the First, Second, and Third Tier priorities that emerged to help organize the information gathered. However, during the development of the Downtown Parking Management Plan, all feedback received was used to help craft recommendations.

Tier 1 Priorities

Tier 1 Priorities were expressed consistently through a variety of in-person meetings and within the online survey. Addressing these issues should serve a key priority of the Downtown Parking Management Plan.

Address Downtown Employee Parking

- Consider options to encourage employees to use the parking garage and other areas with available capacity outside of the Downtown core in order to free up parking for short-term parking needs.
- Both incentives (such as employee benefits for parking in the garage or using alternative modes of transportation) as well as increased enforcement should be considered.

Manage Parking Based on Time Stays

- Parking is readily available if able and willing to walk a few blocks; however, parking further away can be a challenge for the disabled, the elderly, families, and for quick trips.
- Parking should be managed to provide more areas for very quick trips (less than 30 minutes) and centralized, convenient parking for short-term stays (such as 2-hours or less). Those staying for longer periods of time should be directed to the edges of Downtown with improved wayfinding.

Pedestrian Enhancements

- Many community members expressed a strong desire to improve the downtown pedestrian environment including crosswalk treatments to improve safety, maintenance and visibility enhancements, and potential consideration for pedestrian-priority areas in Downtown.
- Making use of parking availability on the edges of Downtown will be more effective with safe, convenient, and clear pedestrian routing and wayfinding.

Tier 2 Priorities

Additional Public Parking Options

- While not all community members feel that Jackson currently has an inadequate parking supply (particularly in the off-season), increasing the public parking capacity (such as an additional parking garage on the edge of Downtown) should be pursued in the medium term as one option for addressing peak season parking constraints.
- Many community members also expressed interest in pursuing shared parking arrangements with private lot owners to increase the number of public parking options in Downtown.

Paid On-Street Parking

- Some community members suggested on-street paid parking as a method to manage parking in areas (and times) of highest demand. The approach, if used, should ensure that free parking is also available within a very short walk of Downtown, and options should be explored to make it easy for visitors to navigate and use (pre-paid options for residents, free parking for very short stays, validation programs, etc.)

Downtown Shuttle Service

- Rather than commuter-focused service with large buses covering long distances, many community members expressed interest in small-scale shuttle/transit service operated on very high frequencies as an option for making it easy to park just outside of Downtown and get to the core easily without a long wait or a long walk.

Bicycle Enhancements

- During the peak summer season when parking is most constrained, many community members indicated that bicycling (either from neighborhoods close to Downtown or from remote parking areas) could be a more attractive option if some streets were prioritized for pedestrians and bicyclists.

Manage RV and Tour Bus Parking

- RVs and Tour Buses will continue to need to find parking near Downtown, and appropriately managing where these larger vehicles should park should be a priority. Directing larger vehicles away from the Town Square while still allowing convenient parking options on the edge of Downtown should be prioritized.

Enhanced Enforcement

- With 3-hour time limits that end at 6 p.m., it is easy for employees to move their vehicle once to evade a citation, likely contributing to parking congestion outside of the Town Square (moving to evade was not frequently observed on the Town Square). Further, on-street parking is effectively free and unlimited starting at 3 p.m. due to these regulations. Two-hour time limits should be considered in Downtown as a tool to further address employee parking.
- Escalating fines for repeat violators (as a tool to discourage employee parking in time-limited areas) should be explored, along with revised enforcement hours.

Tier 3 Priorities

Tier 3 priorities were expressed by at least two or more individuals during outreach activities and should serve as a reference as recommendations are developed. They are presented as community recommendations rather than key themes:

- **Last-Mile Mobility**: Should consider emerging mobility trends such as bike share or scooters to pair with satellite parking lots, along with safety improvements for bicyclists.
- **Revisit On-Street Parking Capacity**: Expand the size of no-parking zones at intersections to improve sight distance (or use bulb-outs).
- **Wayfinding/Signage/Technology**: Additional wayfinding and signage (for both pedestrians and motorists) as well as technology investments could make it easier to find parking quickly and easily.
- **Address Winter Parking Restrictions**: Existing winter regulations may be unnecessary and do not necessarily effectively serve the needs of Jackson residents. Suggested alternatives included alternating which side of the street winter restrictions are in effect (to allow for plowing both sides) or allowing long term parking in the garage.
- **Special Events Regulations**: Revised parking enforcement and regulations during special events should be explored, and alternative management strategies may be needed.
- **Revise Private Parking Requirements**: Private developers should be more responsible for providing parking.

5.3. Conclusions

When viewed comprehensively, feedback received from the stakeholder outreach process supports the following “big-picture” themes:

1. **Focus on Management Strategies that Preserve Jackson’s Character:** The most consistent theme expressed through the outreach process was that limited parking availability and traffic congestion along with continued growth threatens to erode Jackson’s character if not addressed

and managed in a way that preserves the welcoming, small town atmosphere. Parking management strategies need to ensure that Jackson is welcoming to all, including visitors, residents, the disabled, the elderly, families, and RV drivers alike. Yellowstone/GTNP are in the top 3 RV destinations in America and providing additional resources to address this need should be a priority.

2. **Consistent, Integrated Approach to Parking Management:** On-street regulations, off-street public parking options, and enforcement should work together to ensure that employees and long-term parkers understand clearly where to park so that short-term parkers (visitors and customers) and those with disabilities and the elderly are able to quickly and easily find parking near their destination. Enforcement should support this approach by focusing on identifying, citing, and collecting fines from repeat offenders.

3. **Targeted Communication and Straightforward Signage and Wayfinding**: There is broad consensus that the peak summer season is the primary time in which there is limited parking availability. An effective communication program to identify where employees should park during the peak season, combined with clear and straightforward signage to direct visitors to convenient parking areas where they can expect to find parking may help to alleviate visitor frustration and traffic associated with drivers circulating in search of parking.

4. **Focus on Enhancing the Pedestrian Experience in Downtown:** Many community members expressed a strong desire to ensure that pedestrians feel safe and welcome in Downtown from the time they park their car until they arrive at their destination. Crosswalk enhancements, regular maintenance, additional lighting, and pedestrian-focused navigation aids will all help to improve the pedestrian experience and ensure that as Jackson grows, downtown continues to feel inviting and welcoming to all.

6.0 Recommendations

6.1. Parking System Objectives

Based on parking management best practices and the feedback received through the stakeholder engagement process, the following system objectives are intended to be used as a tool to guide the development of parking management strategies. As strategies are implemented, these system objectives should be revisited periodically and updated as necessary to ensure that strategies are developed and implemented with the goal of working towards clearly defined and measurable objectives.

Objective # 1: On-Street Parking in Downtown

- The most convenient on-street parking stalls in the Downtown commercial zone should be managed to serve the following uses in order of priority:
    1. C: Customer and Visitor Parking — 80%
    2. T: Transit and Pick-Up / Drop-Off — 10%
    3. D: Deliveries and Commerce (including Tourist buses) — 10%
    4. E: Employee Parking — (If surplus supply available)
    5. R: Residents and Residential Guest Parking — (If surplus supply available)

    Prohibited

    RV: Recreational Vehicle Parking (from on-street parking)

Objective # 2: On-Street Parking in Downtown-Adjacent Neighborhoods

- The most convenient on-street parking stalls in the neighborhoods adjacent to Downtown should be managed to serve the following uses in order of priority:
    1. R: Residents and Residential Guest Parking — 70%
    2. E: Employee Parking — 20%
    3. C: Customer and Visitor Parking — 10%
    4. T: Transit and Pick-Up / Drop-Off — (If surplus supply available)
    5. RV: Recreational Vehicle Parking — (If surplus supply available)
    6. D: Deliveries and Commerce — (If surplus supply available)

Objective # 3: Downtown Public Off-Street Parking Along Highly-Traveled Roadways (Example: Home Ranch Lot)

- The most convenient off-street public parking in Downtown along the most highly traveled roadways should be managed to serve the following uses in order of priority:
    1. C: Customer and Visitor Parking — 60%
    2. RV: Recreational Vehicle Parking — 20%
    3. E: Employee Parking — 20%
    4. R: Residents and Residential Guest Parking — (If surplus supply available)
    5. T: Transit and Pick-Up / Drop-Off — (If surplus supply available)
    6. D: Deliveries and Commerce — (If surplus supply available)

Objective # 4: Other Downtown Public Off-Street Parking Facilities and Off-Street Shared Parking Assets

- All remaining off-street public parking in Downtown (as well as publicly-licensed shared parking in private off-street lots) should be managed to serve the following users in order of priority:
    1. E: Employee Parking — 60%
    2. C: Customer and Visitor Parking — 40%
    3. R: Residents and Residential Guest Parking — (If surplus supply available)
    4. T: Transit and Pick-Up / Drop-Off — (If surplus supply available)
    5. D: Deliveries and Commerce — (If surplus supply available)
    6. RV: Recreational Vehicle Parking — (If surplus supply available)

6.2. Short Term Action Items (0-2 Years)

The following action items can be accomplished without the creation of new parking staff positions. Several will require additional dedicated enforcement staff time, capital expenditures, and staff time for implementation.

1.1 Extend Enforcement Hours

- **Action:** Extend hours of enforcement from 9 AM – 6 PM (Current) to 9 AM to 7 PM.
- **Reasoning:** With a 3-hour time limit, parking transitions to free and unlimited for anyone arriving after 3 PM under current conditions, including employees. Extending the hours of enforcement will help to discourage on-street vehicle storage for long-term parkers (primarily employees).
- **Intended Outcomes:** Increased on-street turnover, particularly during the late afternoon period. Potential for increase in number of vehicles served per day per stall as employees will be further discouraged from parking within the 3-hour parking zone.
- **Related:** In order to implement this strategy and subsequent strategies that rely on additional enforcement, it will be important to work with enforcement staff to address current staffing and technology/LPR equipment limitations.
- **Implementation:**
    - **Cost**: Moderate – Would require additional enforcement staff and citation processing effort (+10-15% over existing budget).
    - **Staff Impact**: Moderate – 1 to 2-hour extension of enforcement per day.
    - **Overall Impact**: This policy change could have a dramatic effect on addressing repeat parking violators and improving customer parking availability. In order to implement this strategy and subsequent strategies that rely on additional enforcement, it will be important

to work with enforcement staff to address current staffing and technology/LPR equipment limitations.
- **Priority**: High

1.2 Implement Escalating Fine Structure for Repeat Violators

Violation Count	Fine
1st Violation	$0
2nd Violation	$25
3rd Violation	$50
4th Violation	$75
5th+ Violation	$100

- **Action:** Waive fine for first time violators. Standard fine for 2nd violation. 2x fine for 3rd violation. 3x fine for 4th violation. 4x fine for the 5th and each subsequent violation. Escalating fines will reset after 12 months with no new violations.
- **Reasoning:** Time limit regulations in Downtown are primarily intended to discourage all-day parking on-street in the Downtown core in order to ensure that the most convenient spaces are used by customers and visitors. Waiving the fee for first time violators (while documenting the violation for record keeping) and directing them to the all-day parking areas for future reference helps to preserve Jackson's welcoming, friendly character. An escalating fine structure is a strong deterrent against repeat violations, gradually influencing behavior of those who need to park in Downtown for more than 3 hours.
- **Intended Outcomes:** Reduction in instances of moving to evade by long-term parkers and improved on-street parking turnover.
- **Implementation:**
  - **Cost**: Low – Parking Fine framework restructuring
  - **Staff Impact**: Low – Will require some LPR system reprogramming
  - **Overall Impact**: This policy change could have a dramatic effect on addressing repeat parking violators and improving customer parking availability.
  - **Priority**: High

1.3 Convert Home Ranch to 3-Hour Visitor Parking (Peak Season Only) with Additional Wayfinding

- **Action:** Add 3-hour time limit signs to Home Ranch (May 15 – September 15 only). Add additional "Free Visitor Parking" signs to direct visitors to Home Ranch. Note: Preserve RV spaces.
- **Reasoning:** Home Ranch is located directly on the most heavily traveled visitor corridor through Downtown (USE 26/89/191), and the Town has invested in this location as a Visitor parking lot with installation of restrooms and a Visitor Center. However, during the peak season, this lot fills to capacity by late morning, and occupancy levels do not drop until after 6 PM, making it nearly impossible for customers and visitors to find parking in this lot during the day. By converting this lot to 3-hour

parking during the peak season (May 15 – September 15), employees will be encouraged to park in alternative locations (see next strategy) and each space will be able to serve more vehicles per day. Additionally, with effective wayfinding, visitors will need to spend less time circulating Downtown in search of parking.

- **Intended Outcomes:** Increase in the number of vehicles served per day within Home Ranch, reduction in occupancies during the day (making it easier for visitors to find parking within the lot), and potentially a decrease in traffic circulating in Downtown in search of parking.
- **Related:** Need to complete Action 1.4 in coordination with this Action Item in order to ensure adequate employee parking is available in Downtown.
- **Implementation:**
  - **Cost**: Moderate – Primarily signage changes and additional enforcement.
  - **Staff Impact**: Moderate – Will require some additional enforcement (+5-10% over existing budget).
  - **Overall Impact**: This policy change could have a dramatic positive effect on addressing peak season customer parking availability.
  - **Priority**: High

1.4 Convert Taxi2Fly Parking to Employee Parking

- **Action:** Remove all Taxi2Fly parking from the Parking Garage and transition this program to an outlying lot, such as the Fairgrounds.
- **Reasoning:** Long-term vehicle storage should not be considered a priority use of the Parking Garage during the peak summer season. By freeing up approximately 70 vehicle parking spaces within the Parking Garage during the peak summer season (141 spaces during the winter), employees who previously parked in the Home Ranch lot can be directed to the Parking Garage.
- **Intended Outcomes:** Increased parking availability within the Parking Garage that can be used by employees (priority user group #1) as well as customers and visitors.
- **Implementation**:
  - **Cost**: Low – Primarily signage changes and relocation of the service to another location
  - **Staff Impact**: Low after initial relocation of service
  - **Overall Impact**: This policy change could have a dramatic positive effect on addressing peak season customer parking availability.
  - **Priority**: High

1.5 Develop Employee Parking Maps & Communication Program

- **Action:** Develop map showing preferred employees parking locations during the peak season, explaining the need to ensure customers have access to the most convenient parking areas in Downtown. The brochure can also serve as an opportunity to explain the escalating fine structure.

- **Reasoning:** With an escalating fine structure and the removal of 139 all-day parking stalls (from Home Ranch), employees will need to know where they should park during the peak season. With an effective communication program, employees who previously parked in the Home Ranch lot during the peak season can be encouraged to park in the Parking Garage or on-street on the edges of Downtown where there are no time limits (including sections of Jackson Street, Millward Street, Glenwood Street, Cache Street, King Street, Willow Street, Gill Avenue, and Deloney Avenue, Simpson Avenue, and Hansen Avenue). Underutilized on-street parking on the edges of Downtown can effectively serve both residents as well as employees due to the off-setting peak hours of demand (residential demands peak in the evening into the overnight hours and decrease as residents depart in the morning, while employee demand peaks during the day when residential demand is lowest).

Community Input

Addressing employee parking was ranked as the top priority management strategy within the online questionnaire. Recommendations 1.1 – 1.5 are intended to work together encourage employees to park in the Parking Garage, select surface lots, and on the edges of Downtown in order to free up the most convenient parking for visitors and customers.

- **Intended Outcomes:** Increase in the utilization of the Parking Garage and unlimited on-street parking areas on the edge of Downtown by employees.
- **Implementation:**
  - **Cost**: Low – Primarily map and marketing collateral development and distribution
  - **Staff Impact**: Low – Staff time to develop and distribute materials
  - **Overall Impact**: Increase in the utilization of the Parking Garage and unlimited on-street parking areas on the edge of Downtown by employees.
  - **Priority**: High

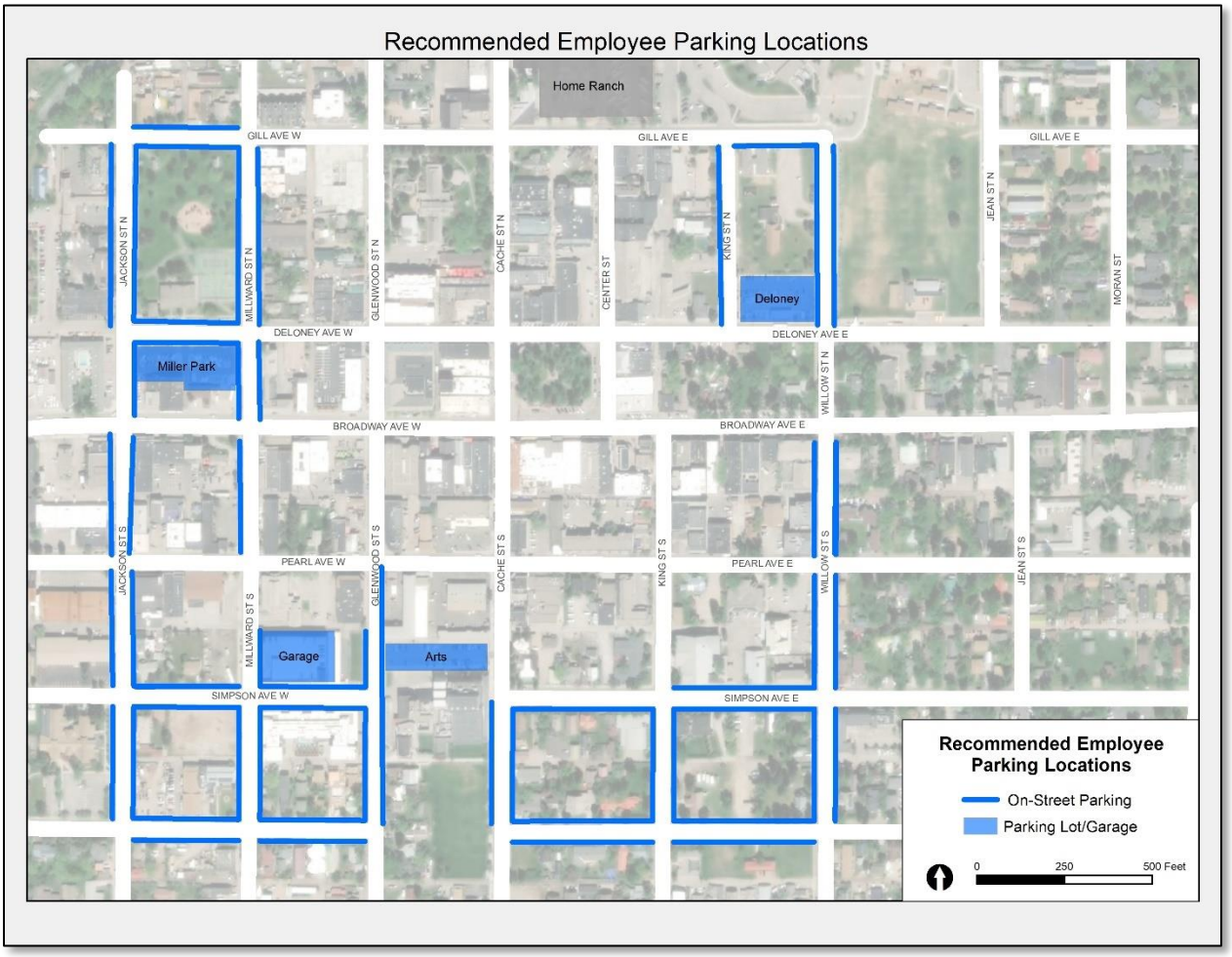


Figure 3: Recommended Employee Parking Locations (refers to recommendation 1.5 beginning on page 34)

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

1.6 Add 15-Minute Stall at Nearest Intersection on Blocks that Have at Least One High-Turnover Business in the Downtown Core (Up to 2 Per Block Face)

- **Action:** Town staff will identify locations where high-turnover (15-minute) parking stalls are needed to serve very short-term trips; new 15-minute stalls will be located at intersections or at mid-block pedestrian crossings so that drivers know where to look for these high-turnover spaces.
- **Reasoning:** Other than the 15-minute zone near the Post Office, there are very few 15-minute parking stalls in Downtown. Additional 15-minute stalls near businesses with a very short average duration of stay (coffee shops, dry cleaners, drop-off zones in front of hotels, etc.) will make it easier for customers to make a quick stop without having to search for parking. Town staff will identify blocks that contain high-turnover businesses and will convert one or more stalls to 15-minute stalls at the nearest intersection. Businesses should be informed that the stalls will not be actively enforced (except during their normal enforcement routes), and abuse would need to be reported.
- **Intended Outcomes:** Increased customer satisfaction, reduced traffic associated with vehicles circulating in search of parking.
- **Implementation:**
  - **Cost**: Low – Primarily additional signage and installation

- **Staff Impact**: Low – Staff time to develop new signage locations and sign installation
- **Overall Impact**: Increased customer satisfaction, reduced traffic associated with vehicles circulating in search of parking.
- **Priority**: High

1.7 Invest in Real-Time Space Availability Technology in Select Public Lots

- **Action:** Install low-cost sensors at the entry and exit points to select public parking lots in Downtown. Maintain a database of lot occupancies by hour to monitor over time.
- **Reasoning:** The cost to monitor parking availability in public parking lots with very few entry and exit points has decreased in recent years, and the data can be used to both communicate real time parking availability to the public (through signage or online) as well as track parking demands from hour to hour and month to month.
- **Intended Outcomes:** Increased employee and customer satisfaction due to the ease of finding available off-street parking, reduced traffic associated with vehicles circulating in search of parking, and reduced data collection costs.
- **Additional Resources Needed:**
- **Implementation:**
  - **Cost**: Moderate – Capital costs of technology is estimated at $10K - $15K per lot (including sensors/display sign), staff time to display real-time parking availability on the website (if desired).
  - **Staff Impact**: Low – System is largely self-sustaining after installation (by vendor)
  - **Overall Impact**: Increased employee and customer satisfaction due to the ease of finding available off-street parking, reduced traffic associated with vehicles circulating in search of parking, and reduced data collection costs.
  - **Priority**: High

1.8 Initiate Annual Data Collection Program to Monitor Performance

- **Action:** Conduct an annual peak season parking utilization count in Downtown.
- **Reasoning:** While each recommended strategy is intended to result in behavior change, the effectiveness of each strategy (and potential unintended consequences) cannot be monitored without a regular data collection program. Implementing a data collection program will allow the Town to test new strategies, monitor progress, and utilize data-driven triggers to indicate when new management strategies are needed.
- **Intended Outcomes:** Transparency in the development and implementation of parking management strategies; facilitation of a data-driven approach to parking management.
- **Implementation**:
  - **Cost**: Low
  - **Staff Impact**: Low to Moderate – Staff time to conduct counts and process results, assuming 2 data collection days per year

- **Overall Impact**: Implementing a data collection program will allow the Town to test new strategies, monitor progress, and utilize data-driven triggers to indicate when new management strategies are needed.
- **Priority**: High

1.9 Add Section to the Municipal Code to Require Drivers to Move at Least One Block to Avoid a Time-Limit Citation

- **Action:** In order to require drivers to move at least one block to avoid a time-limit citation, add the following language as new Section C under 10.04.190 of the Jackson Municipal Code: "No person shall move and repark a vehicle on either side of a street within the same block in order to avoid a parking time limit regulations (e.g. three-hour limit) specified for either side of the street in that particular block."
- **Reasoning:** Time limit regulations in Downtown are primarily intended to discourage all-day parking on-street in the Downtown core in order to ensure that the most convenient spaces are used by customers and visitors. Jackson's Municipal Code does not currently specify a minimum distance someone must move their vehicle to avoid a time-limit citation; in the absence of specific language indicating a minimum, it is technically legal to move one space and begin a new 3-hour session. Introducing clear language of a minimum distance will further help to discourage drivers from parking all day within the 3-hour time limited zone.
- **Intended Outcomes:** Reduction in instances of moving to evade by long-term parkers and improved on-street parking turnover.
- **Implementation:**
  - **Cost**: Low
  - **Staff Impact**: Low – Staff time to coordinate code change and communication
  - **Overall Impact**: Jackson's Municipal Code does not currently specify a minimum distance someone must move their vehicle to avoid a time-limit citation; in the absence of specific language indicating a minimum, it is technically legal to move one space and begin a new 3-hour session. Introducing clear language of a minimum distance will further help to discourage drivers from parking all day within the 3-hour time limited zone.
  - **Priority**: High

1.10 Add Additional On-Street ADA Stalls in Downtown

- **Action:** Add at least 4 additional on-street ADA stalls in underserved areas of Downtown or in areas of greatest demand.
- **Reasoning:** The entire Downtown area currently has 10 on-street ADA stalls and 24 additional public off-street ADA stalls. Several survey respondents noted a desire for additional ADA parking in Downtown.
- **Intended Outcomes:** Improved access for the elderly and those with disabilities.
- **Implementation**:
  - **Cost**: Low
  - **Staff Impact**: Low – Capital costs of signage/installation, staff time to identify locations.
  - **Overall Impact**: Improved access for the elderly and those with disabilities.
  - **Priority**: High

Community Input

Several survey respondents noted difficulty in finding ADA parking in Downtown, particularly during the peak summer months:

"My husband is handicapped and we frequently cannot find a handicapped spot anywhere close to restaurants we would like to go to."

"I have a handicap permit and find it hard to use the handicap spaces in the summer months."

"I have a physical disability. It is very difficult for me to patronize businesses, restaurants and other downtown locations as parking is so difficult."

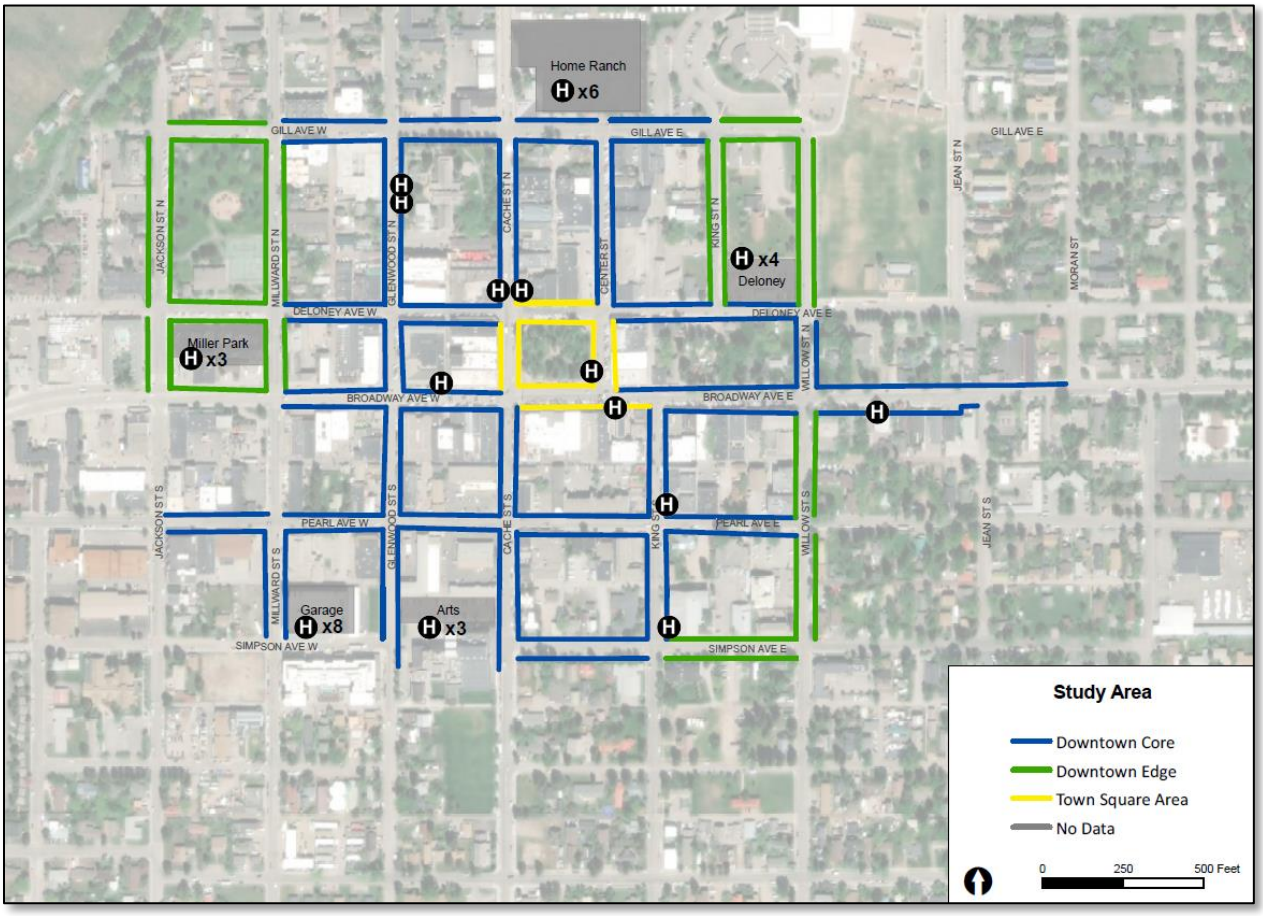


Figure 4: Existing ADA Stalls in Downtown

1.11 Add Additional Bicycle Parking in Downtown

- **Action:** Strive to locate at least four bicycle parking spaces (for example, 2 Inverted U racks) within 200 feet of every Downtown business.
- **Reasoning:** In order to increase the share of trips made by bicycle to Downtown Jackson, it is important to build out the on- and off-street bike network using the strategies and tools outlined in the **Town of Jackson Community Streets Plan** (December 2015)**.** The importance of abundant bicycle parking will increase as the number of bicyclists increases, and the Town of Jackson can support mode shift and increase the visibility of bicycling as a convenient option by working to increase the number of bicycle parking spaces in Downtown. Installation of additional

bike parking in the absence of other strategies that improve the safety and convenience of the bicycle network is not likely to have a significant effect on bike mode share, but it is an important step to use in conjunction with other network-focused bicycle strategies. By focusing on areas that are otherwise not used to serve pedestrians or vehicle parking, the Town can gradually increase bicycle parking without impacting other modes. For example, many "No Parking" zones at intersections (red-painted curbs) have adequate space to accommodate clustered bicycle parking in highly visible areas. Small bicycle corrals in these areas can serve the dual purpose of increasing the amount of bicycle parking in Downtown while helping to ensure vehicles to not park too close to intersections. (Image source: **Seattle Bicycle Parking Guidelines, May 2018**).

- **Intended Outcomes:** Improved visibility of bicycle parking in Downtown; increased satisfaction of bicyclist and bicycle commuters.
- **Implementation:**
  - **Cost**: Low
  - **Staff Impact**: Low to Moderate – Capital costs of bike racks, signage/installation, staff time to conduct public process and identify locations.
  - **Overall Impact**: Improved visibility of bicycle parking in Downtown; increased satisfaction of bicyclist and bicycle commuters.
  - **Priority**: High

6.3. Medium Term Action Items (2-5 Years)

2.1 Hire a Parking and Mobility Manager and Required Support Staff

- **Trigger:** Prior to proceeding with any medium-term action items.
- **Action:** Hire a parking and mobility manager responsibility for leading implementation of all parking and multimodal recommendations.
- **Reasoning:** As the Town transitions to a more proactive approach to parking and mobility management, including the potential for on-street paid parking, it will be necessary to have a manager and support staff to implement and monitor these transportation programs. This person will be responsible for leading data collection efforts, monitoring the changing needs of businesses and residents, responding to requests for additional/revised parking management strategies, developing and administering transportation demand management (TDM) programs, and ultimately leading the development and rollout of a paid parking program (based on the triggers identified in subsequent recommendations). Sample parking administrator positions are provided in the Toolkit[11].
- **Intended Outcomes:** Clearly defined organizational structure to facilitate the streamlined implementation of an active parking and mobility management program.
- **Implementation**:
  - **Cost**: High – An initial investment is parking and mobility management staff (3 to 5 FTEs) is anticipated. If paid parking is implemented, it is expected that this new revenue stream would cover the staffing and operations costs.

[11] Toolkit Reference #9

- **Staff Impact**: High – As the Town transitions to a more proactive approach to parking and mobility management, including the potential for on-street paid parking, it will be necessary to have a manager and support staff to implement and monitor these transportation programs.
- **Overall Impact**: Clearly defined organizational structure and support staff to facilitate the implementation of an active parking and mobility management program.
- **Priority**: High

2.2 Implement Seasonal On-Street Paid Parking within the Short-Term Parking Zone

- **Trigger:** Very limited on-street parking availability during the peak season within at least 400 contiguous on-street stalls, measured using the following metrics:
  - ≥ 85% occupancy for 3 or more hours per day, AND
  - ≥ 70% occupancy for 5 or more hours per day
- **Action:** Install multi-space parking pay stations (in combination with a mobile payment option) and charge an hourly rate to parking within the highest demand portion of the Downtown Parking Zone. Assume $1.00/hour as a starting point.
- **Reasoning:** In some small downtowns, time limits alone (with adequate enforcement) can be an effective strategy to encourage turnover and discourage long term parking in the most convenient on-street stalls. However, the most convenient on-street stalls are a very limited resource, and pricing is an effective way to distribute demand more efficiently between areas of higher and lower demand. Pricing this limited resource can significantly reduce employee parking in areas that should be prioritized for customers and visitors while also encouraging those willing to walk a little further to park in the free visitor lots. As a management strategy, rates and the size of the paid on-street parking area can be adjusted to ensure that customers are able to find available parking quickly and easily without having to circulate in search of parking availability. It should we acknowledged that Jackson already exceeds the recommended triggers for this strategy, however working through the Tier 1 short-term actions may reduce parking congestion below these triggers.

Community Input

Paid on-street parking received some support among community members as a method of managing high peak season parking demands, but many others expressed concern that paid parking would diminish Jackson's character and discourage customers from coming Downtown to shop and dine. Multiple strategies have therefore been proposed to attempt to manage demand first before proceeding to paid parking. Should demands reach the levels identified by the occupancy triggers, the program should be developed and managed in a way to preserve Jackson's welcoming atmosphere.

- **Intended Outcomes:** Improved on-street turnover, reduction in instances of moving to evade by long-term parkers, reduced traffic associated with vehicles circulating in search of parking, increased utilization of off-street public parking lots.
- **Implementation**:
    - **Cost**: High – An initial investment in on-street meter technology of approximately $825K is estimated. First year net revenues (after paying off the initial capital investment) is estimated at approximately $105K, however, second and subsequent year meter revenues are projected at approximately $275K.
    - **Staff Impact**: High – It is not recommended that the Town embark on this action without having invested in a parking manager and required support staff.
    - **Overall Impact**: Improved on-street turnover, reduction in instances of moving to evade by long-term parkers, reduced traffic associated with vehicles circulating in search of parking, increased utilization of off-street public parking lots.
    - **Priority**: High once trigger criteria are met.

On-Street Meter Program Revenue Projections

- The model below maps out a set of assumptions regarding a potential seasonal on-street paid parking program. The model has adjustable input fields so that different assumptions can be tested.
- In the example below, 500 on-street spaces would be metered for the four peak Summer months at a rate of $1.00/hour with an assumed utilization rate of 90%.
- The estimated seasonal on-street parking revenue would be approximately $504,000.
- The estimated capital equipment cost for approximately 63 multi-space meters would be $625,000.
- After paying off the capital equipment investment, first season on-street parking revenue would be -$121,000.00. However, for the second and subsequent seasons on-street parking revenues would be approximately $275,400.
- If the same basic assumptions are applied to a year-round on-street parking program (with a reduction in overall space utilization factored in) first year revenues are estimated at approximately $535,250 and subsequent annual on-street meter revenues are estimated at $1,160,250.

Town of Jackson, WY
Preliminary On-Street Meter Revenue Projection Model
$1.00 per Hour Rate

Kimley»Horn

Factors	Variables / Assumptions	Description
Enter number of metered spaces:	500	Number of on-street spaces within the "Downtown Business District" area.
Enter # of hrs/day ……..:	10	Assumes meters enforced 9am to 7 pm. Change to fit enforcement hours/days.
Enter # of days per week……..:	7	Assumes Monday through Friday. Saturday is usually a separate calculation since utilization is different.
# of weeks per year meters paid :	16	Allows up to 7 holidays that meters are not enforced per year.
Enter the hourly rate in $ per hour:	$ 1.00	The amount charged per hour in dollars or decimal portion thereof.
Utilization factor ……..:	0.9	A decimal portion between 0 and 1 that indicates the usage of the aggregate meter spaces. High levels of usage will be 0.85 to 1.0, low levels would be 0.10 to 0.35.
Projected Annual Meter Revenue:	**$ 504,000**	
		NOTES:
		It is recommended that meters be grouped into areas of similar usage. These groups should also be used to define collection routes or groups. Tracking revenue and comparing actual to projected will help define changes to the utilization factor so that revenue forcasts can be as accurate as possible.
		Please be aware that evening and weekend utilization will be different than weekday factors. A revenue projection for a single group of meters may require 2 or 3 calculations to arrive at an accurate revenue projection for all time frames.
Number of controlled spaces	500	Number of on-street spaces within the "Downtown Business District" area.
Number of spaces controlled/device:	8	Assumes using the muli-space kiosks
Number of meter mechanisms:	63	Assumes single space units
Cost of each mechanism:	$ 10,000	$10,000 per meter (includes multispace meter mechanism,solar power and installation)
Projected Equipment Capital Cost:	**$ 625,000**	Total projected capital equipment cost.
Projected Year One Net Revenue	**$ (121,000)**	Projected year one net revenue after deduction of capital cost, installation and training.
Projected Year Two Net Revenue	**$ 275,400.00**	Projected year two net revenue after system capital cost, installation and training have been paid. NOTE: Does not include parking program staffing/operations costs.
	Varible Inputs - Changed values will update totals.	

Note: *The Town manager built on this preliminary work to develop a draft 5-year parking revenue and expense projection. See Section 8. of this report for details.*

Options to Consider

- **Pay Station Technology**
  - Pay-By-Plate: Requires entry of license plate information when paying; *Benefits:* Users can pay for parking (and extend session) at any kiosk or online, fully integrated with existing LPR enforcement system, allows for easy implementation of permitting systems. *Drawbacks:* Requires users to remember or write down their license plate.
  - Pay-And-Display: Requires users to either pay through a mobile application (using license plate) or obtain a ticket from a kiosk to display in their vehicle. *Benefits:* Easy to understand system with time stamped tickets provided. *Drawbacks*: Users must return to their vehicle to display the paid parking receipt, increased enforcement inefficiencies (officer must check vehicle windows as well as license plate when combined with a mobile payment application).
  - Pay-By-Space: Requires Town to paint and maintain space numbers within the paid parking zone and requires users to enter a space number when paying. *Benefits*: Easy to

understand system that does not require users to return to their vehicle after paying. *Drawbacks*: Users must locate and remember their space number, increased maintenance costs associated with space numbering.

- **Discounts for Jackson Residents**
  - First Hour Free: Allows residents to register for the program in advance with their license plate number and park for free within any paid parking space for up to one hour.
  - Discounted Parking: Allows residents to register for the program in advance with their license plate number and receive a discount on up to one parking session per day.

Performance Measures – Current Conditions

To develop performance metrics for the most congested part of Downtown, a contiguous area consisting of 474 on-street stalls was defined that included consistently high demand (shown in **Figure 3** and **Figure 4**). These block faces are centered around the block directly west of Town Square. As shown in **Table 4**, on both of the days where data was collected in summer 2018, occupancies of 85% or more were observed during three time periods, suggesting that it is consistently difficult to find parking within this area during the peak season.

While this area currently exceeds the triggers identified for proceeding to paid parking, many of the Short-Term Action Items are targeted at redistributing parking demands in order to make it easier to find parking within this constrained area. Occupancy data should be collected following implementation of the Short-Term Action Items in order to assess if peak demands still exceed the thresholds for proceeding to paid parking within the most constrained area of Downtown.

Table 5: Summary of Key Performance Metrics for the Constrained Area

Performance Measure	Trigger	2018 (Weekday)	2020+
Time Periods with ≥ 85% Occupancy	3	3 (✓)	TBD
Time Periods with ≥ 70% Occupancy	5	6 (✓)	TBD
Peak Occupancy[12]	≥85%	*92% (✓)	TBD

*Peak Period: 12:00 PM to 2:00 PM (Weekday); 10:00 AM to 12:00 PM (Weekend)
✓ = Trigger met

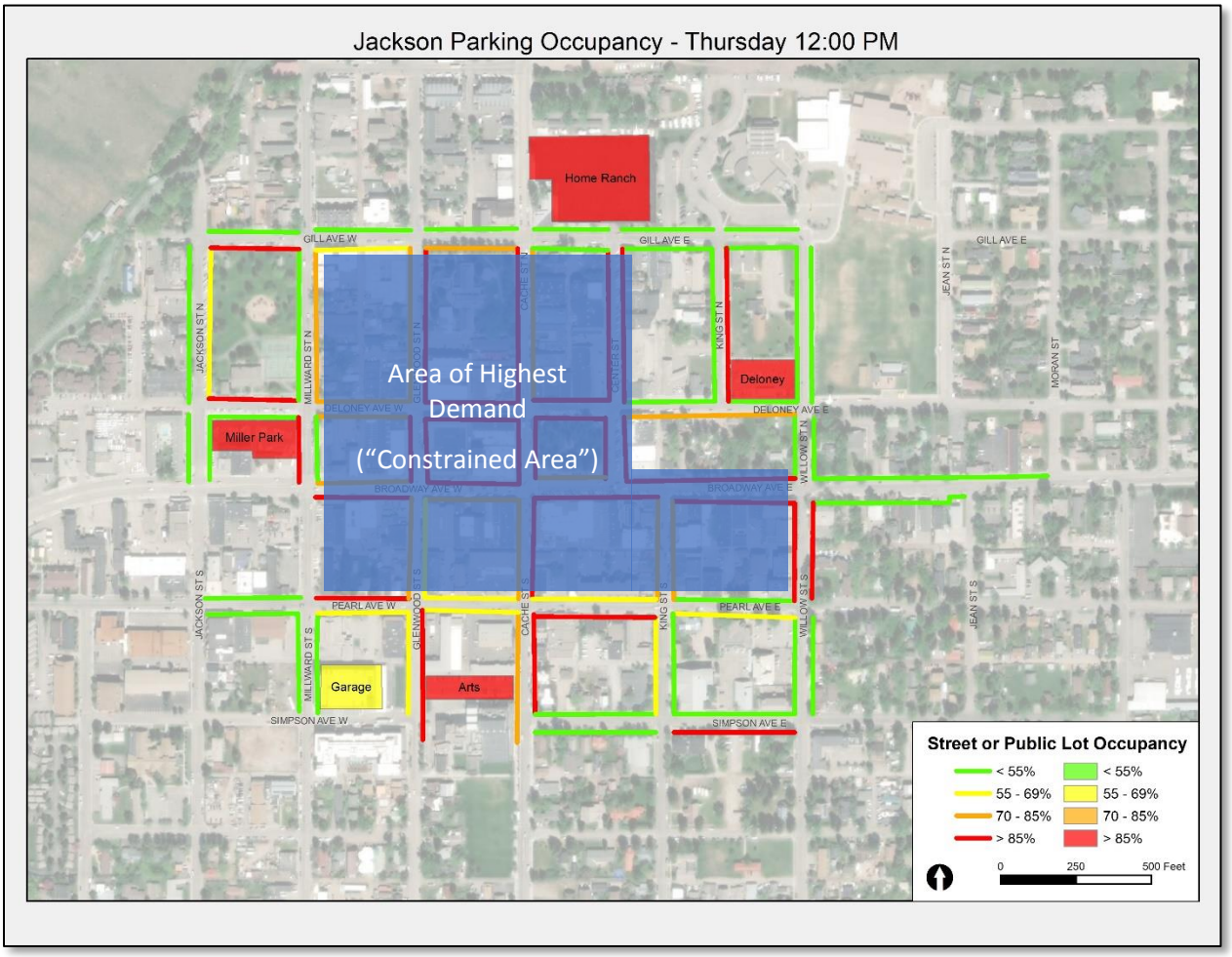


Figure 5: Area of Highest Demand (Thursday Peak Period)

[12] Based on 474 on-street stalls

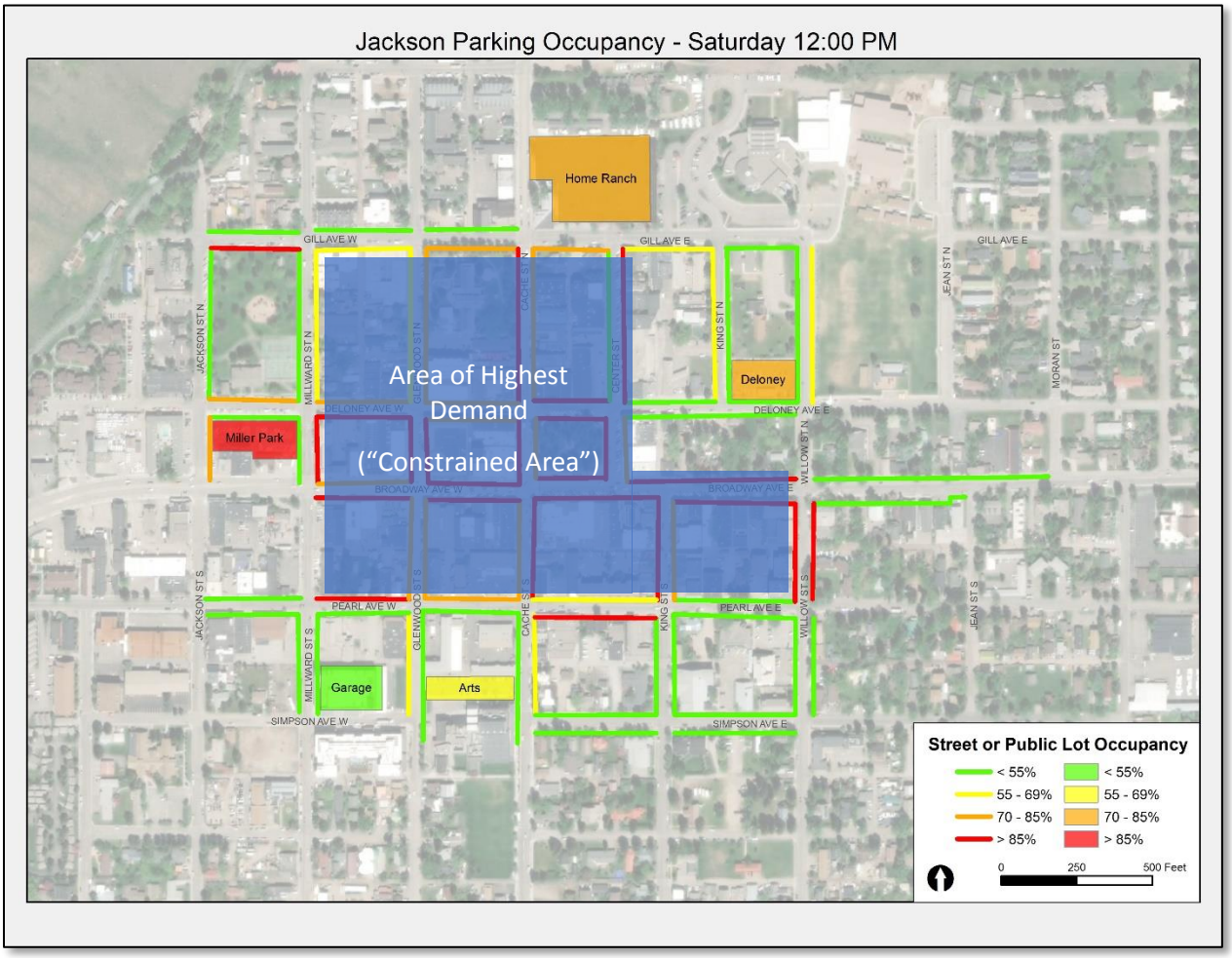


Figure 6: Area of Highest Demand (Saturday Peak Period)

2.3 Consider Implementing a Parking Benefits District

- **Trigger:** Implementation of on-street paid-parking.
- **Action:** Dedicate 50% percent of net on-street meter revenue back to the Downtown Parking District to be used for streetscape, safety, and various transportation-related projects; develop specific terms and conditions for the use of these funds and who controls their disbursement.
- **Reasoning:** Paid parking is primarily a parking and transportation demand management strategy, not a revenue generation strategy. Net revenues (after covering costs associated with administering and maintaining the program) should therefore be prioritized to invest in projects that will further improve access to downtown. These could include programs and projects that promote walking, cycling, and transit use, such as sidewalk improvements, crosswalk enhancements, curb ramps, lighting, streetscaping, wayfinding, bicycle lanes, or Downtown

shuttle service. Funds could also be used to finance additional parking supply (garage construction, shared parking licenses, etc.)

- **Intended Outcomes:** Transparency in the use of paid parking revenues, dedicated revenue for safety, pedestrian, bicycle, transit, and parking improvement projects.
- **Implementation:**
  - **Cost**: Low – The cost to implement this strategy is low, however, the reinvestment of potential new on-street revenues is potentially significant (potentially 40% – 60% of net on-street parking revenues).
  - **Staff Impact**: Low – Primarily impacts staff time of the new parking manager and support staff. However, implementation of projects could greatly impact staff (especially Public Works)
  - **Overall Impact**: Paid parking is primarily a parking and transportation demand management strategy, not a revenue generation strategy. Net revenues (after covering costs associated with capital costs, administering and maintaining the program) should therefore be prioritized to invest in projects that will further improve access to downtown. These could include programs and projects that promote walking, cycling, and transit use, such as sidewalk improvements, crosswalk enhancements, curb ramps, lighting, streetscaping, wayfinding, bicycle lanes, or Downtown shuttle service. Funds could also be used to finance additional parking supply (garage construction, shared parking licenses, etc.)
  - **Priority**: Medium

Community Input

Improving the pedestrian experience in Downtown was identified as a Tier 1 Priority from the Stakeholder Outreach Process. A Parking Benefits District could focus on sidewalk maintenance, safety enhancements, and streetscaping to address this key community priority.

2.4 Convert Additional Public Lots to Short-Term Visitor Parking

- **Trigger:** Very limited off-street visitor parking availability during the peak season within all public time-limited off-street lot(s), measured using the following metrics:
  - ≥ 85% occupancy for 3 or more hours per day, AND
  - ≥ 70% occupancy for 5 or more hours per day
- **Action:** Add 3-hour time limit signs to one or more additional public lots (May 15 – September 15 only). Add additional "Free Visitor Parking" signs to direct visitors to these additional parking options.
- **Reasoning:** Deloney Lot, Miller Park Lot, and the Center for the Arts lot were observed to fill to capacity before noon during the peak season in 2018, a trend likely associated with employee parking. While Home Ranch should be targeted first for increasing the supply of short-term visitor parking, these additional lots are all a short walk from Town Square and should be considered the 2nd tier options for expanding the visitor parking supply using existing resources. It should be assumed that any conversion from all-day to time-limited parking in the existing off-street supply will need to be offset with identified available all-day parking within approximately ½ mile of Town Square (for displaced employees).
- **Intended Outcomes:** Increase in the number of vehicles served per day within each converted lot, reduction in occupancies during the day (making it easier for visitors to find parking within the lot), and potentially a decrease in traffic circulating in Downtown in search of parking.
- **Implementation:**
  - **Cost**: Low – Primarily signage and some additional enforcement.
  - **Staff Impact**: Low – Primarily impacts staff time of the new parking manager and support staff.
  - **Overall Impact**: Increase in the number of vehicles served per day within each converted lot, reduction in occupancies during the day (making it easier for visitors to find parking within the lot), and potentially a decrease in traffic circulating in Downtown in search of parking.
  - **Priority**: High - once triggers have been met.

Lot	Unrestricted Stalls	Distance to Town Square	Estimated Walk Time
Home Ranch	139	700'	3 minutes
Deloney	50*	500'	2 minutes
Miller Park	58	800'	3 minutes
Center for the Arts	54	800'	3 minutes
Parking Garage	270	1,400'	5 minutes

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

Performance Measures – Current Conditions

In 2018, all public parking lots in Downtown allowed all-day parking. As recommended within the Short-Term Action Items, it is assumed that 139 unrestricted stalls within the Home Ranch lot will be converted to time-limited parking in order to provide additional visitor parking in Downtown. Occupancy data should be collected following implementation of this Short-Term Action Item in order to assess if peak demands continue to exceed the thresholds identified.

Performance Measure	Trigger	2018 Weekday (Home Ranch Lot)	2020+
Time Periods with ≥ 85% Occupancy	3	5 (✓)	TBD
Time Periods with ≥ 70% Occupancy	5	5 (✓)	TBD
Peak Occupancy[13]	≥85%	*>95% (✓)	TBD

*Values estimated based on 87% occupancy observed between 10 AM and 12 PM; Home Ranch data not collected after 12 PM
✓ = Trigger met

2.5 Develop Off-Street Shared Parking Program for Peak Season Employee Parking

- **Trigger:** Conversion of two or more public lots to short-term visitor parking.
- **Action:** Work with owners of private parking lots within walking distance of Downtown who have excess parking supply and would be willing to partner with the Town to allow a certain number of employees to park in their lot under a shared parking agreement.
- **Reasoning:** Some lot owners, such as the Church of Jesus Christ of Latter-day Saints on Broadway Avenue, may have excess parking supply during weekday and Saturday peak times. Entering into a maintenance and cost-share agreement with owners of private lots within a 10-minute walk of Town Square to allow a certain number of employees to park in their lot during periods of low utilization can be a cost-effective method of increasing the parking supply for employees.
- **Intended Outcomes:** Increased employee parking supply within a short walk of Downtown.
- **Implementation:**
    - **Cost**: Low to Medium – Depending on whether private parking lot owners require a lease payment. Typically these agreements utilize a revenue sharing arrangement, but since off-street paid parking is limited in Jackson, this is likely not an option at this time. Cost could be "High" if it is determined that some sort of shuttle or transit service is required.
    - **Staff Impact**: Low – Primarily impacts staff time of the new parking manager and support staff.
    - **Overall Impact**: Increased employee parking supply within a short walk of Downtown.
    - **Priority**: High

Lot	Unrestricted Stalls	Distance to Town Square	Estimated Walk Time
LDS Lot	100+	1,800'	7 minutes

2.6 Engage with Providers of Shared Mobility Solutions

- **Action:** Engage with providers of scooter-share services (Lime, Bird, Scoot, etc.) and other shared mobility solutions as they emerge.
- **Reasoning:** Scooter-share companies and other providers of shared mobility often enter into towns and cities without prior approval, requiring officials to attempt to regulate after a program has been introduced. Discussing these "micro mobility" services with providers in

[13] Based on 474 on-street stalls

advance will allow Jackson to determine the feasibility and potential timeline for introducing such a service. While the services typically provide an additional mobility option for those considering alternatives to driving, community members may express concerns with safety or the impacts to the Town's character. The City of Portland, Oregon allowed scooters during a trial period in 2018 and published observations and findings from the pilot program that can serve as a resource for other municipalities[14].

- **Intended Outcomes:** Improved control over how and when new mobility solutions enter into Jackson.
- **Implementation:**
  - **Cost**: Low
  - **Staff Impact**: Low – Setting the terms of potential shared mobility options in advance will have a lesser staff impact than dealing with unplanned "incursions" by mobility vendors.
  - **Overall Impact**: Discussing these "micro mobility" services with providers in advance will allow Jackson to determine the feasibility and potential timeline for introducing such a service. While the services typically provide an additional mobility option for those considering alternatives to driving, community members may express concerns with safety or the impacts to the Town's character.
  - **Priority**: Medium

[14] Toolkit Item #8

6.4. Long Term Action Items

3.1 Expand On-Street Time Limited Zone

- **Trigger:** High short-term parking demand on adjacent blocks, measured using the following metric:
  - ≥ 70% occupancy for 5 or more hours per day within the nearest on-street parking stalls (sample of a minimum of 40 stalls), measured from the block face where time-limited parking is under consideration.
  - ≥ 85% occupancy for 3 or more hours per day on the block faces proposed for conversion (where the high demand can likely be attributed to employees parking on the edges of Downtown)
- **Action:** Add 3-hour time limit signs to additional block faces on the edges of Downtown.
- **Reasoning:** Within the Downtown Study Area in 2018, there were 715 3-hour stalls and 301 additional non-time-limited stalls (72-hour limit). Expanding the 3-hour zone by converting no-limit parking may be necessary to increase the supply of visitor parking close to Downtown. When converting blocks that are primarily commercial (such as portions of Simpson Avenue), no mitigation will likely be required, other than to document the amount of all-day parking removed (in order to quantify reductions in employee parking). In residential areas, however, a residential permit program may be needed to continue to allow residents to park on-street during enforcement hours.
- **Intended Outcomes:** Increased turnover on each converted block face.
- **Implementation:**
  - **Cost**: Low to Medium – Largely new signage and added enforcement
  - **Staff Impact**: Low – Primarily impacts staff time of the new parking manager and support staff.
  - **Overall Impact**: Expanding the 3-hour zone by converting no-limit parking may be necessary to increase the supply of visitor parking close to Downtown.
  - **Priority**: High – once trigger has been met.

Alternative Option to Consider

- **10-Hour Paid Parking**
  - Depending on the timeline of implementation, the Town may consider implementing on-street paid parking with no time limit (or 10-hour limit) on the edges of Downtown. The approach would also encourage turnover (as with time limits) but would allow employees to continue to park in these areas (either for a fee or through a permit program). This approach, if utilized, would only be feasible after converting all existing on-street time limited areas to paid parking.

3.2 Implement Residential Permit Program for Unlimited Parking in Time-Limited Zones

- **Trigger:** Implementation of time-limited parking or paid parking in residential areas where residents need to park on street.
- **Action:** Implement a residential permit program where residents can obtain a permit and would not be subject to time limits within the Permit zone (or the parking fee, if applicable).
- **Reasoning:** Expanding time limited (or metered) parking into residential area is a cost-effective way to increase the visitor parking supply close to Downtown without constructing additional off-street facilities (primarily by displacing employee parking demand). Introducing time limits or paid parking requires addressing the needs of residents. A permit program (enforced using license plate recognition) would allow residents to register their vehicle(s) in advance and continue to park on-street without being subject to time limits or parking fees. The Town may opt to charge no fees for verified residents or require a small fee to cover program administration costs. Some towns and cities charge escalating permit fees for additional vehicles to discourage parking several vehicles on street. (**Example**: As shown in **Figure 6**, most residential areas near Downtown do not currently have parking restrictions. If time-limited or paid-parking expands into residential areas, a permit program will likely be needed).
- **Intended Outcomes:** Increased turnover on each converted block face in residential areas (though either time limits or paid parking) while addressing the parking needs of residents.
- **Additional Resources Needed**: Additional parking and enforcement staff depending on the number and sizes of RPP areas.
- **Implementation:**
    - **Cost**: Medium – Largely new policy development, community input, signage and added enforcement
    - **Staff Impact**: Medium – Primarily impacts staff time of the new parking manager and support staff. Size and number of areas will be factor.
    - **Overall Impact**: Increased turnover on each converted block face in residential areas (though either time limits or paid parking) while addressing the parking needs of residents.
    - **Priority**: High – once trigger has been met.

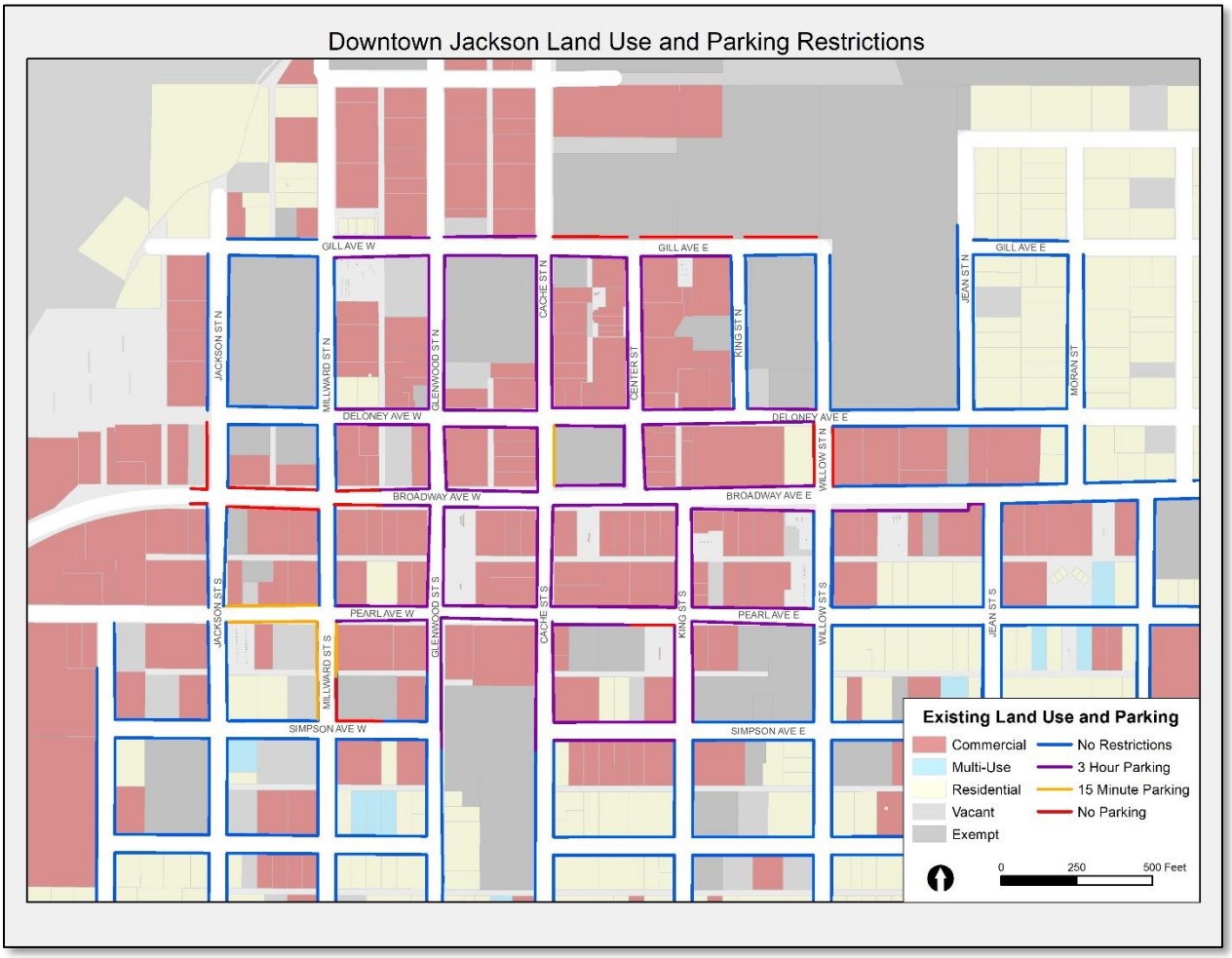


Figure 7: Land Uses and Parking Restrictions

3.3 Implement Employee Permit Program for Unlimited Parking in Certain Time-Limited or Paid Parking Zones

- **Trigger:** Net decrease of 200 or more unlimited parking stalls in and around Downtown (offset by effective increases in the unlimited parking supply though management, such as new parking through shared parking agreements.)
- **Action:** Implement an employee parking permit program where employees may apply for a permit to allow all-day parking in select time-limited or paid parking zones.
- **Reasoning:** As shown in **Figure 3**, 1,001 parking stalls with no restrictions have been identified within a short walk of the Downtown commercial district that can serve employee parking needs. Converting some of these free, unlimited parking to time-limited or paid parking will have the effect of reducing the parking supply available to employees. The identified areas have the capacity to absorb a certain amount of displaced employee parking, but a net decrease of 200 or more stalls available to employees will likely trigger a need to accommodate employees in Downtown through a permit program. An employee permit program would require the Town

to distribute a limited number of permits to Downtown employers. Permits would exempt the owners from time limits or paid parking fees in certain lots or on-street areas. By requiring permit holders to register with the Town, the Town would have a robust data set of employee parking demand in Downtown and would allow for more advanced Transportation Demand Management (TDM) programs, such as incentives for those who opt out of the program in favor of alternative modes of transportation to Downtown. (**Example**: Converting all the Deloney Lot, Miller Park Lot, Center for the Arts Lot, and portions of Millward Street and Simpson Avenue to time-limited visitor parking would likely trigger the need to find additional employee parking or implement an employee permit program).

- **Intended Outcomes:** Mitigation of impacts to employees caused by other strategies, increased employee utilization of alternative modes.
- **Implementation:**
  - **Cost**: Medium – Largely new equipment, community input, signage and added management/enforcement support.
  - **Staff Impact**: Medium – Primarily impacts staff time of the new parking manager and support staff. Size and number of areas will be factor.
  - **Overall Impact**: 1,001 parking stalls with no restrictions have been identified within a short walk of the Downtown commercial district that can serve employee parking needs. Converting some of these free, unlimited parking to time-limited or paid parking will have the effect of reducing the parking supply available to employees.
  - **Priority**: High – once trigger has been met.

3.4 Implement High-Frequency Downtown Trolley Service

- **Trigger:** Adequate funding.
- **Action:** Implement a Downtown Trolley or small circulator transit service that serves key Downtown destinations and outlying parking lots with high-frequency service (less than 15-minute headways all day).
- **Reasoning:** Many survey respondents expressed a desire for improved transit service in and around Downtown that can be relied upon for shorter trips. Additionally, Downtown circulator service can connect with outlying parking lots (such as the Fairgrounds or Snow King parking lots) that are more than a 10-minute walk from Town Square, increasing the effective Downtown parking supply (see map below). The primary obstacle to such a service is funding, but an effective paid parking program may generate net revenues that can be used to implement such a service.
- **Intended Outcomes:** Additional option for accessing Downtown without a vehicle.
- **Implementation**:
  - **Cost**: High – The primary obstacle to such a service is funding, but an effective paid parking program may generate net revenues that can be used to implement such a service.
  - **Staff Impact**: Low – Limited impact on parking staff. Primarily impacts transit or vendor staff.
  - **Overall Impact**: Additional option for accessing Downtown without a vehicle. Supports "pedestrian first" concept from the Integrated Transportation Plan.

- **Priority**: High – once trigger has been met.

The following map shows the general recommended service area for Trolley service, including all public lots near Downtown.

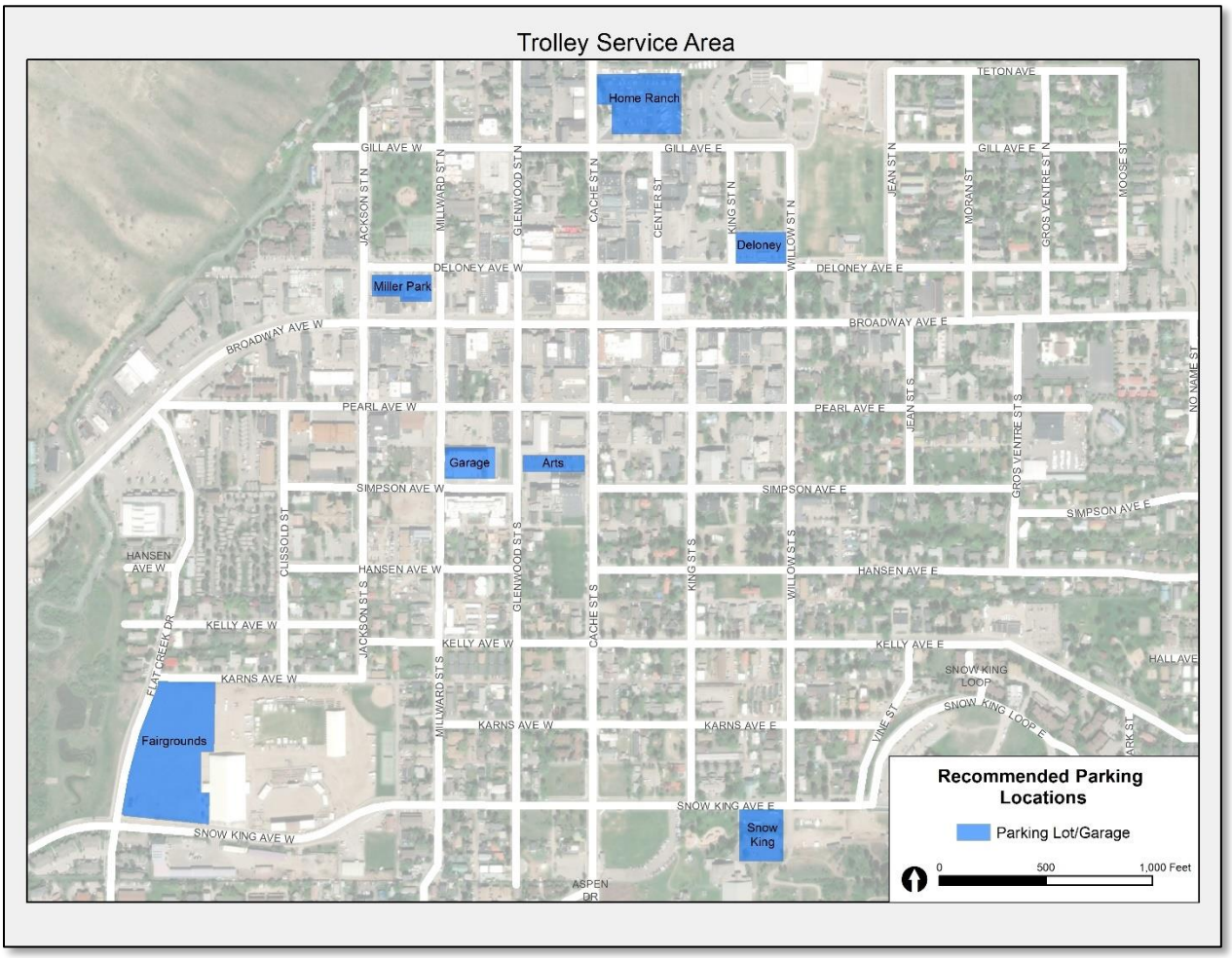


Figure 8: Trolley Service Area

3.5 Construct New Parking Garage or a One-Level "Parking Lid" over an Existing Surface Parking Lot

- **Trigger:** Very limited parking availability across entire Downtown, measured using the following metric:
  - ≥ 85% average occupancy for 3 or more hours per day across entire Downtown on- and off-street parking supply.
- **Action:** Construct an additional parking structure in Downtown or add one level of parking over Home Ranch lot.

Reasoning: The recommendations in this plan attempt to make effective use of all existing parking supply in and around Downtown while also encouraging the use of alternative forms of transportation. With additional growth and/or continued increases in annual visitors, additional parking supply will likely be needed. Adding one level of parking over Home Ranch may provide the most cost-effective option for increasing the Downtown parking supply, but alternative options for a parking structure should also be considered. Given the uncertainty associated with emerging trends in shared mobility and autonomous vehicles, many cities are considering designing new parking structures with the ability to convert to alternative uses should parking demands decrease in the future. Toolkit Item 10 – "Assessing an Uncertain Transportation Future" is a research memo that explores several key areas that experts warn are likely to produce "significant disruptions" to the parking and transportation industries in the coming years. Specifically, the strong emergence of autonomous vehicles (AVs) as a potentially viable reality brings with it many positive elements, including greatly enhanced vehicular safety, a dramatic reduction in automobile related deaths and injuries, reductions in roadway congestion, reductions in vehicle emissions (assuming future AVs will primarily be electric vehicles), and especially significant to this study, the potential for a dramatic reduction in parking demand. Some estimations project that once autonomous vehicles are the dominant form of personal transport, parking demands could drop by as much as 40% to 50%. There are other shifts taking place in the transportation sector such as the emergence of what is being called "shared-use mobility" which ties to the changing preferences of younger generations to purchase "mobility as a service" instead of owning a vehicle.[15] The design should also consider the needs of RVs and oversized vehicles that currently park in Home Ranch.

- **Intended Outcomes:** Increased Downtown parking supply.
- **Implementation**:
    - **Cost**: High – While the cost for this option is high (estimated in the $16K - $18K per space range nationally, local costs may be as high as $25K - $30K per space) if peak season parking demand continues to increase, this may be an important strategy in 5 – 10 years. An effective paid parking program may generate net revenues that can be used to implement such an investment over time.
    - **Staff Impact**: Medium – Management of a new facility, increased maintenance and utility costs.
    - **Overall Impact**: Increased Downtown parking supply
    - **Priority**: High – once trigger has been met.

Below is an image of a typical "Parking Lid." These structures can have a higher than normal first floor elevation to accommodate larger vehicles (such as may be appropriate if used at the Home Ranch Lot). Other advantages of this approach include: lower overall costs compared to constructing a multi-story garage, minimal loss of existing surface lot spaces (reduced cost per net space gained) and lower visual impact (massing).

[15] Toolkit Reference: See Toolkit Item 10

Figure 9: Example Parking Lid

6.5. Transportation Demand Management (TDM) Framework

What is Transportation Demand Management (TDM)?

Transportation demand management (also referred to as traffic demand management or travel demand management) is the application of strategies and policies to reduce travel by single-occupancy private vehicles during peak times into congested areas. Managing traffic and parking demand can be a cost-effective alternative to increasing roadway or parking capacity while still serving community needs through a variety of transportation options.

In Jackson, TDM strategies could refer to any type of policy or incentive that encourages users to take transit, bike, walk, carpool, use other mobility options rather than drive and park. TDM strategies are typically targeted more directly at employees rather than visitors, as decreasing all-day employee vehicle parking by incentivizing the use of other modes can help free up parking for customers, visitors, and other short-term parking needs. Strategies that help to encourage employees to consider other modes may include parking pricing, parking cash-out programs, transit subsidies, preferred parking for alternative transportation users, and many more. Interim TDM strategies in Jackson may even include incentives to park in the parking garage or other underutilized lots on the edge of downtown to reduce traffic and parking demand around Town Square.

TDM Strategies

The scope and range of TDM or mobility management strategies has expanded greatly over the past decade. Planners working in this area have begun to divide these strategies into four major categories:

1. Improvements to Multimodal Transportation Options
2. Incentives to Use Alternative Modes
3. Land-Use Management Strategies
4. Policies/Programs

Figure 10 provides examples of several types of demand management strategies under each of these major categories[16]. Determining which strategies are the best fit for addressing the current situation as well as in a longer-term context should be among the initial TDM planning tasks. However, ultimately selecting the right mix of TDM program elements needs to come from the Town as some of the options will need high level policy support and approval.

Demand-Side Strategies

Improvement to Transport Options

- Alternative Work Schedules
- Bicycle Improvements
- Bike/Transit Integration
- Car Sharing
- Guaranteed Ride Home
- Security Improvements
- Park and Ride Options
- Shuttle Services
- Improved Taxi Service
- Telework Options
- Traffic Calming
- Transit Improvements

Incentives to Shift Mode

- Bicycle and Pedestrian Encouragement
- Congestion Pricing
- Distance-Based Pricing
- Commuter Financial Incentives
- Fuel Tax Increases
- HOV Priority
- Parking Pricing
- Road Pricing
- Vehicle Use Restrictions

Land Use Management

- Car-Free Districts
- Compact Land Uses
- Location Efficient Development
- New Urbanism
- Smart Growth Strategies
- Transit Oriented Development
- Street/Parking Lot Reclaiming

Policies / Programs

- Access Management
- Campus Transport
- Management
- Data Collection and Surveys
- Commute Trip Reduction
- Freight Transport Management
- Marketing Programs
- School Trip Management
- Special Event Management
- Tourist Transport Management
- Transport Market Reforms

Figure 10: Example TDM Strategies

Establishing Jackson's TDM Program

Framework and Guidelines

When establishing a new TDM program or making significant new investments in demand management as a strategic management initiative, there are four key program development goals to keep in mind:

- Clearly state the reasons you are embarking on this initiative. This will be important as you develop marketing and communications materials to promote various program strategies.

[16] Online TDM Encyclopedia is produced by the Victoria Transport Policy Institute

- Be specific in identifying the "overall demand reduction goal" you are targeting. Another way of saying this is "How will you define program success?"
- Identify which TDM program elements fit the local context and develop targeted goals for each TDM strategy that will contribute to your overall program goal(s).
- Finally, and perhaps most importantly from a "goal achievement perspective", create an on-going monitoring process that will help you track the demand reduction contributions of each of the individual TDM program element and parking policy adjustment in relation to the overall demand reduction and program goals you have identified.

Within the context of this study, the development of a defined and structured TDM program is largely focused on mitigating peak season parking demand and traffic congestion during the summer. Ultimately new parking supply may be needed; however, managing both the demand and supply side helps to ensure cost-effective system management by making use of a variety of strategies.

Making TDM an on-going element of Jackson's community access management strategy is highly recommended. Linking support for TDM and "active transportation" initiatives (bikes/walking, etc.) to "community health and wellness programs" as well as Town sustainability and environmental goals is consistent with previous transportation plans and town philosophy. It is anticipated that the "Parking and Mobility Manager" position should be able to manage the TDM program as well as the parking program.

Goals

As a starting point, it will likely be beneficial to establish a mode split target and then monitor progress in working towards this goal. As an example, a key goal of Jackson's TDM program could be:

- By 2035, no more than **35% of employee trips to Downtown Jackson** will be made by single-occupant vehicle trips.

As an example, for context (not based on actual data), assume that by 2030, 1,000 employees will be working in Downtown Jackson during a typical summer day. Accommodating 65% of these employees through a variety of transportation options (including transit, biking, walking, carpooling, and park-and-ride facilities) would result in **650 fewer employee vehicles parked in Downtown** compared to a scenario where all employees drive and park in Downtown.

Measuring and tracking mode split is usually done by a combination of employee surveys and data from individual program elements such as transit ridership, number of carpool/vanpool participants, routine bike counts, etc. Establishing a baseline understanding of current mode split and employee counts will be a key first step in building an effective TDM program.

Because achieving a significant reduction in employee trips made by single occupant vehicles will require a variety of strategies that allow employees to use transportation options that fit their lifestyle, it is helpful to also establish individual goals by mode to track progress within each category. As a start, below is a list of potential targets and strategies that could work in combination to achieve the 35% mode split target:

- **40% by Transit** (Including park-and-ride trips)
  - Transit pass program for employees
  - Free park-and-ride facilities with high-frequency service

- Guaranteed ride home program where employees would be able to get reimbursed for a certain number of taxi/TNC rides home per year (perhaps 2) when needed in an emergency or unforeseen situation.
- Increased transit service to areas with higher concentrations of downtown employees (determined through surveys).

- **10% by Bicycle**
  - Town investments in bicycle infrastructure (bike lanes, bike trails, and bike parking)
  - "Transportation Wallet" program where employees can use transportation dollars on bike service, parts, etc.
  - Bike share passes/subsidies
  - Bike lockers/cages
  - Showers available for use by employees

- **10% by Carpool**
  - Ride share matching program to assist in coordinating workable carpools and vanpools.
  - Reserved employee parking areas in the most convenient parts of employee parking zones.
  - Discounted parking permits for carpools (assuming paid parking in Downtown).

- **5% Walk**
  - Increased number of affordable housing units within 15-minute walk of Downtown.
  - Investments in sidewalks, crosswalks, and lighting.

Implementing a robust TDM program requires a significant amount of dedicated support by a **TDM Coordinator** would could work with businesses and transportation service providers to promote the benefits and costs savings that can be achieved through effective TDM. However, initially, the TDM program could be overseen by the recommended parking and mobility manager.

The Importance of Pricing as an Element of Your TDM Strategy

In evaluating the potential for successful TDM implementation, one fact is clear: Strong financial incentives are the most effective tool in bringing about change in transportation choices. While some percentage of commuters will choose to take transit, bike, walk, or carpool for a variety of non-financial reasons (environmental benefits, exercise, etc.), truly transformative programs that significantly reduce employee parking demands require a mixture of financial and management tools. As an example, when parking is free, there is little reason for commuters to consider paying to take a bus. Even if free transit passes are provided, most employees with access to a vehicle will still choose to drive and park for free. However, when financial incentives are used to encourage employees to consider alternative modes (paying to parking in Downtown vs. riding a bus for free or carpooling for a discount), employees will begin to adapt to the option that works best for their situation (some will prefer to pay for the convenience of parking Downtown, others will prefer to make use of alternative options).

An increasing scarcity of available land for parking or funding for structured parking inevitably prompts interest in parking/transportation alternatives. However, as long as the predominant practice of the Town is to provide convenient parking to employees and patients for free, TDM efforts will have limited

impact and will likely require a combination of options, including both parking management and some degree of new supply (either from new construction or leased spaces).

7.0 Implementation Plan

7.1. Responsibility Matrix

ID	Strategy	Responsibility	Timeframe	Additional Resources Needed
1.1	Extend Enforcement Hours	Administration Police	Summer 2019	Additional enforcement staff time
1.2	Implement Escalating Fine Structure for Repeat Violators	Administration Police	Summer 2019	Additional enforcement administrative staff time; potential annual software costs.
1.3	Convert Home Ranch to 3-Hour Visitor Parking (Peak Season Only) with Additional Wayfinding	Administration Police	Summer 2019	Additional enforcement staff time; capital costs of signage/installation.
1.4	Transition Taxi2Fly Parking to Employee	Public Works	Summer 2019	Staff time for coordination.
1.5	Develop Employee Parking Maps & Communication Program	Public Works	Summer 2019	Staff time to develop and distribute materials.
1.6	Add 15-Minute Stall Near Each High-Turnover Business in the Downtown Core (Up to 2 Per Block Face)	Administration Public Works	Fall 2019	Capital costs of signage/installation.
1.7	Invest in Real-Time Space Availability in Select Public Lots	Administration Public Works	Spring 2020	Capital costs of technology (less than $10,000 per access sensor/display sign), staff time to display real-time parking availability on the website (if desired).
1.8	Initiate Annual Data Collection Program to Monitor Performance	Planning & Building	Summer 2019	Staff time to conduct counts and process results, assuming 2 data collection days per year.

ID	Strategy	Responsibility	Timeframe	Additional Resources Needed
1.9	Add Section to the Municipal Code to Require Drivers to Move At least One Block to Avoid a Time-Limit Citation	Administration Police Legal	Summer 2019	Staff time to coordinate code change and communication.
1.10	Add Additional On-Street ADA Stalls in Downtown	Public Works	Summer 2019	Capital costs of signage/installation, staff time to identify locations.
1.11	Add Additional Bicycle Parking in Downtown	Public Works Pathways	Spring 2020	Capital costs of signage/installation, staff time to identify locations.
2.1	Hire a Parking and Mobility Manager and Needed Support Staff	Administration	2020-22	An initial investment is parking and mobility management staff (3 to 5 FTEs) is anticipated.
2.2	Implement Seasonal On-Street Paid Parking within the Short-Term Parking Zone	Administration Planning & Building Public Works Police (+New parking management function)	2021+	See above.
2.3	Consider Implementing a Parking Benefits District	Administration Planning & Building Legal Police (+New parking management function)	2021+	Strong coordination with the Chamber. Ordinance development.
2.4	Convert Additional Public Lots to Short-Term Visitor Parking	Administration Planning & Building Public Works Police (+New parking management function)	2021+	
2.5	Develop Off-Street Shared Parking Program for Peak Season Employee Parking	Administration Planning & Building Legal Police (+New parking management function)	2021+	

ID	Strategy	Responsibility	Timeframe	Additional Resources Needed
2.6	Engage with Providers of Shared Mobility Solutions	Planning & Building Public Works	Fall 2019	Staff time for coordination.
3.1	Expand On-Street Time Limited Zone	Administration Planning & Building Public Works Police (+New parking management function)	2023+	
3.2	Implement Residential Permit Program for Unlimited Parking in Time-Limited Zones	Administration Planning & Building Legal Police (+New parking management function)	2023+	Additional parking and enforcement staff depending on the number and sizes of RPP areas.
3.3	Implement Employee Permit Program for Unlimited Parking in Certain Time-Limited or Paid Parking Zones	Administration Planning & Building Police Legal	2023+	
3.4	Implement High-Frequency Downtown Trolley Service	Administration Planning & Building Police START Bus (+New parking management function)	Dependent on Funding	
3.5	Construct New Parking Garage or One-Level	Planning & Building	2023+	

7.2. Performance Measures

Measures of System Utilization

ID	Strategy	Description	2018 Value
U.1	Vehicles Served Per Day per Stall (During Enforcement Hours)	Based on all time-limited stalls	N/A (Town Square Only: 6.6)
U.2	Average Duration of Stay	Based on all time-limited stalls	N/A (Town Square Only: 1:21)

ID	Strategy	Description	2018 Value
U.3	Violation Rate	Based on all time-limited stalls	N/A (Town Square Only: 3.1%)
U.4	Peak Occupancy	Based on a combination of on-street 3-Hour stalls (715) and daily unrestricted public off-street stalls (528)	83%
U.5	Surplus Parking Supply at Peak	Based on a combination of on-street 3-Hour stalls (715) and daily unrestricted public off-street stalls (528)	208 stalls
U.7	Time Periods with ≥ 70% Occupancy	Based on a combination of on-street 3-Hour stalls (715) and daily unrestricted public off-street stalls (528)	5
U.8	Time Periods with ≥ 85% Occupancy	Based on a combination of on-street 3-Hour stalls (715) and daily unrestricted public off-street stalls (528)	0

Inventory

ID	Strategy	Description	2018 Value
I.1	On-Street Stalls as a Percent of Total Spaces	Shows balance between on-street parking and surface lots or structured spaces.	62%
I.2	Structured Stalls as a Percent of Total Spaces	Shows balance between structured spaces and street or surface lot spaces.	16%
I.3	Off-Street Surface Stalls as a Percent of Total Spaces	Shows balance between off-street surface spaces and street or structured lot spaces.	22%
I.4	Number of All-Day Unrestricted Stalls	Shows stalls potentially available to employees.	829
I.5	Number of ADA Stalls	Shows stalls potentially available to the elderly and disabled.	34
I.6	Number of High-Turnover Stalls (15-Min.)	Shows stalls potentially available for very short trips.	52

Measures of Program Costs and Productivity

ID	Strategy	Description
C.1	Total Operating Costs per Stall	Useful for year to year comparisons and for comparisons with operations of similar profiles.
C.2	Total Enforcement Costs per Stall	Quantifies total enforcement process costs by measuring to number of spaces in the program.
C.3	Total Maintenance Costs per Stall	Measures total maintenance expense to the size of the program in respect to spaces.

8.0 Projected Revenues and Expenses

Based on the paid on-street parking revenue model and several example parking program start-up budgets, Kimley-Horn prepared a rough initial parking program budget for the Town's review. The Town manager built on this preliminary work to develop a draft 5-year parking revenue and expense projection. Given the levels of uncertainty regarding the exact program that might evolve from this process, we feel that the projections developed by the Town Manager provides a good a starting point from which to begin program planning and development.

The Town Manager's projections are provided below for documentation purposes.

Year One Factors	Variables / Assumptions
Enter number of metered spaces:	500
Enter # of hrs./day:	10
Enter # of days per week:	7
Enter # of weeks per year meters paid	16
Enter the hourly rate in $ per hour:	$ 1.00
Utilization factor	0.90
Projected Annual Meter Revenue:	**$ 504,000.00**

Capital Costs		
New Signs & Hardware	$	25,000.00
Pavement Paint Markings	$	9,500.00
Number of controlled spaces:		500
Number of spaces controlled/device:		8
Number of meter mechanisms:		63
Cost of each mechanism:	$	10,000.00
Projected Equipment Capital Cost:	**$**	**664,500.00**
Projected Year One Net Revenue	**$**	**(160,500.00)**

New Annual Operating Costs		
3 -FTE's - Salary & Benefits Annually	$	*(205,000.00)*
Public Engagement & Outreach	$	*(10,000.00)*
Fuel, Parts & Labor Vehicles	$	*(23,500.00)*
Vehicle Central Equipment Rental Fund	$	*(15,000.00)*
Pavement Paint Markings	$	*(9,500.00)*
Parking Equipment Rental Fund	$	*(43,050.00)*
IT Services	$	*(12,000.00)*
Projected Year One Net Revenue	**$**	**(478,550.00)**

Year Two Factors	Variables / Assumptions
Enter number of metered spaces:	500
Enter # of hrs./day:	10
Enter # of days per week:	7
Enter # of weeks per year meters paid	16
Enter the hourly rate in $ per hour:	$ 1.00
Utilization factor	0.90
Projected Annual Meter Revenue:	**$ 504,000.00**

Annual Operating Costs	
3 -FTE's - Salary & Benefits Annually	$ (205,000.00)
Public Engagement & Outreach	$ (10,000.00)
Fuel, Parts & Labor Vehicles	$ (23,500.00)
Vehicle Central Equipment Rental Fund	$ (15,000.00)
Pavement Paint Markings	$ (9,500.00)
Parking Equipment Rental Fund	$ (43,050.00)
IT Services	$ (12,000.00)
Projected Year Two Net Revenue	**$ (292,600.00)**

Year Three Factors	Variables / Assumptions
Enter number of metered spaces:	500
Enter # of hrs./day:	10
Enter # of days per week:	7
Enter # of weeks per year meters paid	16
Enter the hourly rate in $ per hour:	$ 1.00
Utilization factor	0.90
Projected Annual Meter Revenue:	**$ 504,000.00**

Annual Operating Costs	
3 -FTE's - Salary & Benefits Annually	$ (210,125.00)
Public Engagement & Outreach	$ (10,000.00)
Fuel, Parts & Labor Vehicles	$ (23,500.00)
Central Equipment Rental Fund	$ (15,000.00)
Pavement Paint Markings	$ (9,500.00)
Parking Equipment Rental Fund	$ (43,050.00)
IT Services	$ (12,000.00)
Projected Year Three Net Revenue	**$ (111,775.00)**

Year Four Factors	Variables / Assumptions
Enter number of metered spaces:	500
Enter # of hrs./day:	10
Enter # of days per week:	7
Enter # of weeks per year meters paid	16
Enter the hourly rate in $ per hour:	$ 1.00
Utilization factor	0.90
Projected Annual Meter Revenue:	**$ 504,000.00**

Annual Operating Costs	
3 -FTE's - Salary & Benefits Annually	$ (215,378.13)
Public Engagement & Outreach	$ (10,000.00)
Fuel, Parts & Labor Vehicles	$ (23,500.00)
Central Equipment Rental Fund	$ (15,000.00)
Pavement Paint Markings	$ (9,500.00)
Parking Equipment Rental Fund	$ (43,050.00)
IT Services	$ (12,000.00)
Projected Year Four Net Revenue	**$ 63,796.88**

Year Five Factors	Variables / Assumptions
Enter number of metered spaces:	500
Enter # of hrs./day:	10
Enter # of days per week:	7
Enter # of weeks per year meters paid	16
Enter the hourly rate in $ per hour:	$ 1.00
Utilization factor	0.90
Projected Annual Meter Revenue:	**$ 504,000.00**

Annual Operating Costs	
3 -FTE's - Salary & Benefits Annually	$ (220,762.58)
Public Engagement & Outreach	$ (10,000.00)
Fuel, Parts & Labor Vehicles	$ (23,500.00)
Central Equipment Rental Fund	$ (15,000.00)
Pavement Paint Markings	$ (9,500.00)
Parking Equipment Rental Fund	$ (43,050.00)
IT Services	$ (12,000.00)
Projected Year Five Net Revenue	**$ 233,984.30**

9.0 Appendices

- Appendix A: Existing Conditions Reports
- Appendix B: Community Outreach Summary Report

10.0 Parking Management Toolkit

The "Parking Management Toolkit" outlined below contains a wealth of parking management best practices and successful strategies to elevate the proposed Town of Jackson parking and mobility management program. This toolkit contains 18 support documents. Each document is briefly summarized below.

1. 20 Characteristics of Effective Parking Management
    - This extensive essay contains a comprehensive overview of the 20 Characteristics approach mentioned in the introduction to this chapter. This document contains not only the general concepts and principles associated with each characteristic of effective parking management, but also detailed examples, illustrations, and recommendations for implementation.

2. IPMI APO Program Applicant Manual
    - The "Applicant Manual" provides a good overview of the "Accredited Parking Organization" program, including benefits, costs, requirements, etc.

3. IPMI APO Matrix Final
    - The Matrix document identifies over 300 criteria upon which accreditation is based. These criteria include key industry practices and standards that are expected to be in place in modern municipal parking programs from around the world. Achievement of 80% of all accreditation criteria earns a program accredited status reflecting a solid and well-rounded parking program that exhibits the key practices supported by IPMI.

4. Parking Enforcement Audit Checklist
    - Parking enforcement is one of the more important, difficult, and potentially controversial elements of a municipal parking program. This detailed Parking Enforcement Program Audit Checklist is a valuable tool for assisting municipal programs in critically evaluating their operations in this area.
    - This document can serve two purposes for the Town of Jackson. Initially, this checklist can be used by program managers as a tool for the refinement of the current parking enforcement program. This document was originally designed to be used as a checklist to support the auditing of various aspects of a municipal parking enforcement program. For each audit standard, auditors can note whether or not the program complies, or if the result is unclear, and can also add comments or observations supporting their conclusion. Since this document was created based on several communities, it is recommended that this tool be customized to the Jackson parking enforcement program and used initially as an internal program review tool and on an on-going basis to train new staff.

5. Sample Parking Enforcement Manual
    - In evaluating municipal parking programs from around the country, we have found that the development of a comprehensive Parking Enforcement Officer Handbook or Manual can be a very effective tool to improve operations, consistency of performance, and staff training.
    - This sample parking enforcement operations manual & officer handbook is being provided to the Town of Jackson as a mechanism to facilitate parking enforcement program development, training and implementation. Many of the specific rules and regulations have been derived from highly effective parking enforcement programs from around the country. We recommend that the Town of Jackson review these sample rules and regulations and modified them as needed to reflect the Town's practices and standards. Having a well-defined enforcement officer handbook and manual can improve operational consistency and is highly effective for the training of new enforcement staff.

6. Parking Management and Design Best Practices
    - This report deliverable contains well over 300 parking management best practices. The goal in the development and organization of this document is to provide a comprehensive categorization of parking planning, management, and design areas to make finding specific best practices easier. It is our hope that this tool will provide the Town with a wealth of ideas to stimulate program development as they tackle parking issues as a key transformative strategy within the context of downtown revitalization and parking program enhancement plans.

7. On-Street Parking Technology White Paper
    - This report provides the Town with a summary of current on-street parking meter technologies in use today. Keeping up with the many new features and applications that are emerging should be an ongoing process for parking professionals.

8. Portland 2018 E-Scooter Findings Report
    - This recently released report from Portland, OR details their approach to assessing E-Scooters and creating a pilot program to evaluate and test new E-Scooter applications as part of merging shared mobility options.

9. Sample Parking Administrator Position Description
    - This extensive document details key parking administrator job functions, needed skills and recommended experience. It provides a recommended position description as well as several example position descriptions.

10. Assessing an Uncertain Transportation Future
    - "Assessing an Uncertain Transportation Future" is a research memo that explores several key areas that experts warn are likely to produce "significant disruptions" to the parking and transportation industries in the coming years. Specifically, the strong emergence of autonomous vehicles (AVs) as a potentially viable reality brings with it many positive elements, including greatly enhanced vehicular safety, a dramatic

reduction in automobile related deaths and injuries, reductions in roadway congestion, reductions in vehicle emissions (assuming future AVs will primarily be electric vehicles), and especially significant to this study, the potential for a dramatic reduction in parking demand. Some estimations project that once autonomous vehicles are the dominant form of personal transport, parking demands could drop by as much as 40% – 50% within 30 years. This document also discusses the concept of "adaptive reuse parking garages" as a potential strategy to address the projected parking demand decline over time. There are other shifts taking place in the transportation sector such as the emergence of what is being called "shared-use mobility" which ties to the changing preferences of younger generations to purchase "mobility as a service" instead of owning a vehicle.

11. 2018 Recommended Reading List for Parking Professionals
    - This document is an annual publication developed by Kimley-Horn for its clients. It provides a rich library of parking and transportation related books and websites for parking professionals.

12. Consolidated Parking System Financial Report Structure
    - One issue that many programs struggle with, especially if a new board or advisory body is put in place, is making parking system financial budgets easier to understand. This recommended consolidated financial report structure simplifies and clarifies system financial reporting in a way that makes monthly or periodic system financial performance reviews easier for administrators and advisory board members.

13. IPI Emergency Preparedness Manual
    - An often-overlooked element of parking system management is the development of an Emergency Preparedness Manual. IPI published an excellent template for such a manual. Toolkit item # 13 provides a copy for the Town's team to review and use as a guide for developing a manual customized to the Jackson's needs.

14. Residential Parking Permit Programs White Paper
    - Municipal parking programs are often faced with challenges when urban parking areas interact with existing or emerging residential districts. The most common parking management response to these issues is the implementation of a Residential Parking Permit Program (RPPP). Toolkit item # 14 is whitepaper on this topic that provides guidance for establishing an RPPP and examples of forms, maps, and other tools from successful programs across the country.

15. Sample Parking Garage Operations Manual
    - It is surprising how many municipal parking programs have not developed facility operations manuals. This comprehensive template can be used as the basis for creating an operations manual from scratch or to enhance and upgrade an existing manual.

16. Recommended Parking Management Benchmarks
    - A current trend in parking and mobility program management is to adopt a data-driven management approach. This document provides a set of 24 parking management-

specific operational benchmarks that provide a data-rich reporting package designed to supply key management metrics to support a successful parking management program.

17. Parking Facility Maintenance Manual
    - The accepted industry standards related to parking facility maintenance is the National Parking Association's (NPA) maintenance manual. A copy of this manual is provided as toolkit item # 17. Note: this document is updated on a regular basis. It is recommended that the Town check in periodically with the NPA website for the most current version of the manual.

18. Parking Facility Maintenance Schedule
    - Toolkit item # 18 is the companion piece to toolkit item # 17, providing the recommended schedule of maintenance practices for parking facilities. Note: If the Town ultimately applies for the IPMI's APO certification, having policies and procedures based on these types of industry standards will help with obtaining program accreditation.

19. Valet Parking White Paper
    - Toolkit item # 19 is whitepaper on the development of a valet parking program. Valet parking is not as simple a proposition as it might seem, especially if the operation is to be run in-house, by staff that has never previously performed this function. This paper maps out a number of programming and physical assessments must be evaluated.

STAFF REPORT

Meeting Date:	December 21, 2020	**Meeting Title:**	Workshop
Submitting Department:	Community Development	**Presenter:**	Tyler Sinclair
Agenda Item:	East Jackson Gentrification	**Public Comment:**	Yes

Purpose & Policy Considerations.
The purpose of this item is to present Council with an overview of the major land use changes made in our residential zones in East Jackson since adoption of the 1994 Land Development Regulations including all subsequent amendments.

Requested Action.
Staff requests that Council discuss and provide any desired direction on next steps including further research, discussion and analysis.

Recommendations.
None

Background.
At the November 16, 2020 Town Council meeting Council directed staff to place an item on a future workshop before the end of the year to discuss changes and/or the gentrification occurring in East Jackson. Gentrification is a planning term defined as:

> *"a process in which a poor area (as of a city) experiences an influx of middle-class or wealthy people who renovate and rebuild homes and businesses and which often results in an increase in property values and the displacement of earlier, usually poorer residents"*

The below information is intended to show the major changes made in our residential zones in East Jackson since adoption of the 1994 LDRs. All of these zones are considered "Stable" in the 2012 Comprehensive Plan, which means additional density is not expected but that redevelopment will still happen according to the market and the development standards. Please see the Comprehensive Plan section below for further policy direction and guidance on staff areas. Maps of the areas generally being discussed will be provided at the meeting.

The primary residential zones from 1994 to 2018 (date of major LDR update) were:

- Neighborhood Conservation (NC) — allowed 1 single family detached unit (1 unit)
- Neighborhood Conservation - 2 (NC-2) — allowed 2 single family detached or duplex units (2 units)
- Auto-Urban Residential (AR) — allowed 1 single family detached and two accessory residential units/apartments (3 units)
- Suburban (S) — allowed 1 single family detached (1 unit)

Major changes to these zones since 1994 that impact density, massing, and design of residential properties are as follows:

- **2009 (NC District):** Town adopted maximum Floor Area Ratio (.40), Landscape Surface Ratio (.45), lot coverage (32%), and minimum lot size (7,5000 sf) requirements for first time in NC District and due to concern about overly large houses being built in Gill Addition. These changes had the net impact of reducing the potential mass of homes in the NC zone.

- **2016 (Apartment/ARUs):** Town allowed apartments/ARUs in all residential zones. This impacted NC, NC-2, and S zones because these zones did not allow apartments/ARUs prior to this change.
  - NC lots without alleys allowed 1 ARU, while NC lots with an alley allowed 2 ARUs.
  - NC-2 lots allowed 1 ARU per primary home (potential for 4 units on one lot).
  - S lots allowed 1 ARU
    - NOTE: Floor area was not increased, or setbacks reduced to allow ARUs, so maximum floor area and building massing were unchanged. However, the potential for increased intensity of use (more people/cars) was allowed.
- **2018 (all residential zones):** A major LDR update was approved for all residential zones, including new names and some new standards relevant to this discussion as provided below:
  - NL-3 (old NC with no alley access): No major changes, except reduced height from 30' for all structures to 26' for flat roofs and up to 30' for steep pitched roofs;
  - NL-4 (old NC with alley access): No major changes, except reduced height from 30' for all structures to 26' for flat roofs and up to 30' for steep pitched roofs;
  - NL-5 (old AR): Increased FAR from .32. to .40 to match NL-3 and NL-4. Changed height from 26' for all structures to 26' for flat roofs and up to 30' for steep pitched roofs (same as NL-3/NL-4) Allowed three structures on any kind (except condos) to be attached or detached instead of just SF with two ARUs.
  - NM-1 (old NC-2): mostly small changes to accommodate ARUs.

Major things that have NOT changed from 1994:

- Other than as summarized above, the amount of floor area, amount of greenspace, and setbacks have remained essentially the same since 1994. There is not now nor has there ever been design review for single family homes and apartments/ARUs. Thus, most of the large structures being built today in the Gill Addition and East Jackson could have been built in years past (except for ARUs if present).

Analysis.

As stated, above staff finds that the only significant land use change to these "stable" zones has been the addition of apartments/ARUs in 2016. Below staff offer some initial thoughts that need to be further researched on why we may have been seeing increased redevelopment in these areas:

- Historic large supply of rural County lots decreasing with little supply being added
- Outside investment into the speculative Town real estate market not seen before
- Increased demand to live in Town with increased amenities and services
- Apartments/ARUs added rental income to properties
- Single family homes are easy to build; 2-week permit review, no public hearings, short time on market
- Housing stock had reached it typical life cycle, 50 plus years old
- Long-time owners retiring and either moving away or downsizing
- Rush to sell properties and build single family homes before an influx of homes in northern south park
- National trend of wealthy people with ability to work remotely leaving troubled urban areas for higher quality of life with good air service (much better than in 1990s/early 2000s) [This is different point than bullet #2]

In addition, to the above initial thoughts staff has identified the following additional questions that could be researched:

- Who is purchasing and living in these new homes?
- How has the pace of redevelopment in these areas compared to other areas of Town?
- How does this type of redevelopment effect our Workforce Housing goal?
- How does redevelopment effect the services the Town must provide? Impact to infrastructure (e.g., alleys)?

- Etc.

Furthermore, as Council and the public begin to discuss and consider these areas and the redevelopment occurring what if any changes to Land Development Regulations or other Town Policy may be appropriate including but not limited to:

- Floor area
- Building mass
- Amount of greenspace and lot coverage
- Density (number of units)
- Intensity (number of people/cars/parking) on the site
- Cookie-cutter floor plans (tract housing)
- Demographics/people living inside (local workforce vs. wealthy remote workers, etc.) not utilizing zoning as expected
- Lot split – allow smaller lots for smaller homes to provide ownership opportunities for an under-served segment of the workforce
- Require permanent deed restriction on ARUs
- Bonus tool if restricted ARUs provided (could consider further reducing height allowance, but give it back for restrictions, etc.)
- Update nexus study → update mitigation requirements for these homes
- Other?

The goal of the workshop is not to "solve" a problem but instead to begin to identify if there is an "issue" that needs to be addressed and if so how. Staff will provide a presentation of the information provided to date on the topic, ask for Council initial thoughts and discussion and determine what if any further discussion/research should be done on the topic.

Alternatives (Optional).

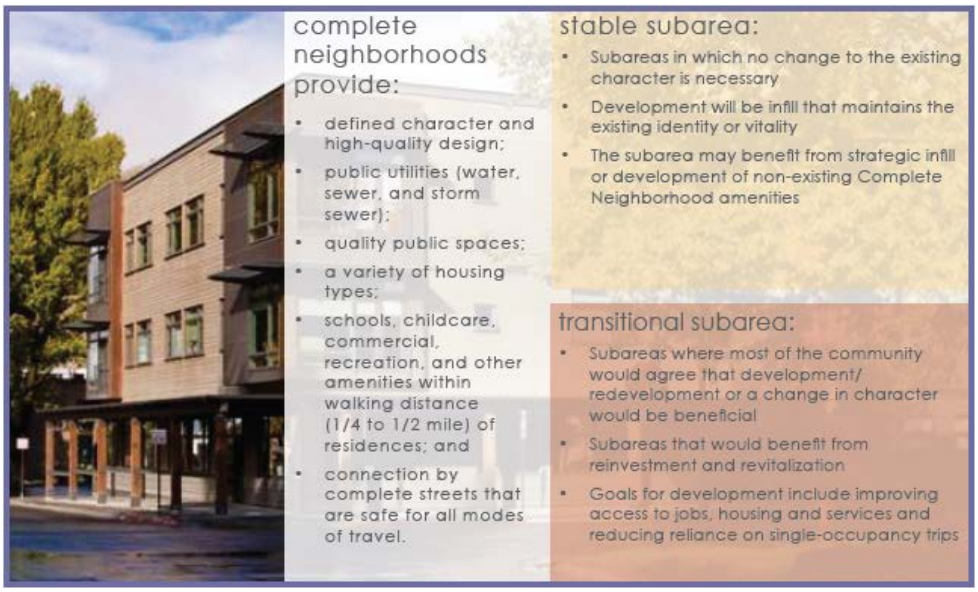
Staff have identified the following alternatives for Council consideration:

1. No further action/discussion on the topic
2. Consider further research, analysis and discussion of Town Gentrification as part of the FY22 Comprehensive Plan Work Plan
3. Direct staff to complete LDR text amendments and/or rezoning
4. Moratorium?
5. Etc.

Comprehensive Plan & Priority Alignment.

Policy 4.3.a: Preserve and enhance Stable Subareas

The characteristics of Stable Subareas include a predominance of owner-occupied units, a variety of residential unit types, including workforce housing, and some limited nonresidential uses. Residents of these Subareas should be able to walk to local convenience commercial that should generally be within ¼ to ½ mile of their residences. Public spaces will typically be provided in public parks. Complete streets, including options for walking, biking, and transit, will be provided throughout. The consolidation of multiple lots to create larger single family homes is inconsistent with existing character and with our growth management goals. Even with a consistent physical character, the social character of these stable subareas is likely to change without efforts to preserve historic workforce occupancy.



Fiscal Impact.
None at this time.

Staff Impact.
Staff utilized approximately 15 hours to prepare for this workshop.

Attachments or Links.
None

Suggested Motion. *Council always has the option to adopt, approve with conditions, continue, or deny items*.

I move to direct staff to develop a scope of work to include further research, analysis and discussion of gentrification in the Town of Jackson to be included in as part of the FY22 Comprehensive Plan Work Plan.