

Jackson Town Council Workshop

July 19, 2021

3:00 PM

Town Council Chambers

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I. ZOOM LINK FOR PUBLIC PARTICIPATION

II. CALL TO ORDER AND ROLL CALL

III. WORKSHOP ITEMS

- A. Director Updates (Public Works, Planning, IT, Fire/EMS, 20 mins)
- B. Downtown Bike Lane Connectivity (Brian Schilling, 30 Mins)
- C. Public Private Partnership Fee Waiver (April Norton, 30 mins)
- D. Downtown Pedestrian Project (Johnny Ziem, 30 mins)

IV. PROPOSED ITEMS FOR FUTURE WORKSHOPS

- A. 8/9 Council Priority Item – Future Funding of Local Government (Larry Pardee, 45 mins)
- B. 8/9 Council Priority Item - Equity Commission (Susan Scarlata, 45 mins)
- C. 8/9 State Legislative Agenda (Larry Pardee, 30 mins)
- D. 8/16 Director Updates (Housing, Finance, Parks & Rec, Community Development, 20 mins)
- E. 8/16 Title 15 Buildings and Construction Code Update (Tyler Sinclair/Kelly Sluder, 30 mins)
- F. 8/16 Sewer and Water Connection Policy (Floren Poliseo, 30 mins)
- G. 8/16 Rec Center Expansion (Steve Ashworth, 60 mins)
- H. 8/23 Special Meeting for Retail and Bar/Grill Liquor Licenses (6 hours)
- I. 8/24 Special Meeting for Retail and Bar/Grill Liquor License Discussion (2 hrs)
- J. 9/13 Council Priority Item - Early Childhood Education (Susan Scarlata, 60 mins)
- K. 9/13 Council Priority Item - Work Plan Review from Retreat (Larry Pardee, 60 mins)
- L. 9/20 Director Updates (START, Legal, Personnel, Police, 20 mins)
- M. 9/20 Title 10 Vehicles and Traffic (Lea Colasuonno, 30 mins)
- N. 9/20 Title x Update (Lea Colasuonno, 30 mins)
- O. 10/16 Rec Center Expansion Follow-Up (Steve Ashworth, 60 mins)
- P. 10/16 Council Chambers AV Discussion (Michael Palazzolo, 20 mins)
- Q. 11/15 North Cache Streetscape as a Town Gateway (Floren Poliseo, 30 mins)
- R. 11/15 Public Art Ordinance Discussion (Tyler Sinclair, 30 mins)

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.

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STAFF REPORT



Meeting Date:	July 19, 2021	Meeting Title:	Workshop
Submitting Department:	Pathways	Presenter:	Brian Schilling
Agenda Item:	Downtown Bike Lane Connectivity	Public Comment:	Yes

Purpose & Policy Considerations.

The purpose of this item is to discuss the existing and future bicycle network in east Jackson between Snow King and North Cache, present background materials on bicycle networks, and discuss the possibility of planning an improved multimodal transportation corridor on Willow St. and Snow King Ave.

Requested Action.

The requested action item is to provide direction to staff on initiating the design and public outreach process for improving the multimodal transportation corridor between Snow King and North Cache.

Recommendations.

Staff recommends that Council direct staff to start the design and public outreach process for developing concepts for an improved bicycle connection on Snow King Ave. and/or Willow St.

Background.

The Comprehensive Plan, Chapter 7. Multimodal Transportation states that:

Travel by walk, bike, carpool, or transit will be more convenient than travel by single occupancy vehicle.

This item directly addresses several core principles in the Comp Plan and other Town planning documents such as the Pathways Master Plan and the Town of Jackson Bicycle Network Plan. It also addresses comments received in recent public input from the Teton Mobility Project regarding the need to provide improved safety and options for people on bikes trying to get to Phil Baux Park, Snow King, Jackson Elementary (JES), and to the North 89 Pathway. The overarching issue that this discussion will address is providing safe and connected bicycle and pedestrian facilities for all ages and abilities, with an additional focus on creating Safe Routes to Schools and other public destinations.

Policy considerations include: evaluating if creating a connected bicycle network/route is consistent with the Comp Plan; considering whether it is a priority to connect the Snow King Ave. bike lanes to the North 89 pathway and destinations in between, such as Phil Baux Park, Snow King Resort, JES, and the Rec Center; and evaluating what an improved transportation corridor along Snow King Ave. and Willow St. might look like and what the impacts of implementing improvements might be.

There is a known need to provide a better connection for bicyclists and pedestrians on the corridor between Snow King Ave. and the North 89 Pathway and to the numerous destinations along the route. Existing facilities in this corridor range from painted bike lanes to signed bike routes to no facilities at all, are of mixed quality, and are not adequate for users of all abilities or ages. There are several projects either in planning or under construction that will fill some of the gaps in this corridor with high quality bicycle and pedestrian facilities, but the segment from the Snow King Ave./Cache St. intersection up to Jackson Elementary at the intersection of Willow and Gill remains unaddressed. (Staff will provide an exhibit detailing the existing and planned facilities as part of the workshop presentation).

Prior community engagement and planning efforts have identified Willow St. as the most logical route to complete the connection from Snow King Ave. to JES, and provide a safe, low-stress route that avoids the highly congested areas around the Town Square. Staff has worked with Friends of Pathways and Mobycon (a

transportation planning firm that specializes in network planning and active transportation design) to develop preliminary draft concepts of a range of available options for improving this corridor, including:

- No change
- Short-term: Unidirectional bollard-protected bike lane (one-way bike lane on both sides).
- Short-term: Bidirectional bollard-protected bike lane (two-way bike lane on one side of the street).
- Long-term: permanent uni- or bidirectional cycle track

Staff will also provide background on the general bike network concepts of cohesion, directness, safety, comfort, and attractiveness.

Analysis.

Staff anticipates that the main concern with any proposed improvement will be potential impact to on-street parking on Willow St. and Snow King Ave. Scenarios that add protected bike facilities and maintain two-way vehicle traffic on Willow would result in the removal of parking from at least one side of the street. If the highest priority is to maximize parking, converting Willow to a one-way street could retain most, if not all, on street parking. However, converting Willow to a one-way street would have implications for vehicular traffic patterns that would need to be analyzed.

There are also safety considerations for non-motorized users to consider with regards to unidirectional vs. bidirectional bike lanes. Unidirectional bike lanes are generally much safer than bidirectional facilities, but bidirectional facilities can occupy a smaller footprint where space is limited.

Integration with existing and planned future facilities on Snow King Ave., the intersection of Gill Ave. and Willow St., and the future shared-use pathway along the King St. extension in front of the Rec Center are other factors that need to be taken into consideration and planned carefully. The facility type in one segment will impact what the best choice is in the adjoining segment and how intersections are designed.

Staff has collected ground measurements of existing conditions and has worked with Friends of Pathways and Mobycon (consulting firm) to prepare preliminary layouts of possible options. These concepts are in early development and have not yet been vetted with the Council or presented for public consideration.

Staff recommends the following components be included in the process for developing short-term improvements (not necessarily in this order):

- Draft concept development
- Council review of draft concepts
- Public outreach on draft concepts
- Council approval of final plan

Staff also recommends that long-term improvements for the Snow King to JES segment be considered concurrently with the short-term plan, as this segment will eventually need to be integrated with the other projects already underway in the larger corridor area.

Alternatives (Optional).

Council could direct staff to pursue any of the following:

- No further planning efforts for improved multimodal connection between Snow King and JES (no action).
- Initiate planning of short-term improvements with the process as outlined and direction to evaluate a range of concepts.

- Initiate planning of short-term improvements with modifications to the process and/or direction to pursue a specific concept.
- Other

Comprehensive Plan & Priority Alignment.

This concept of creating a safe, connected bicycle network in the Town of Jackson is directly in line with the foundational principle of the Comprehensive Plan's transportation policy (Section 7), which reads:

Travel by walk, bike, carpool, or transit will be more convenient than travel by single occupancy vehicle.

Principle 7.1 states that the community will "Meet future transportation demand with walk, bike, carpool, transit, and micro-mobility infrastructure." This will be accomplished by creating a transportation network that is an "interconnection of walking, biking, carpool, and transit infrastructure that makes the single-occupancy vehicle the least convenient mode of travel" and includes a network of complete streets that "prioritize the movement of pedestrians [and] bicyclists."

Principle 7.2 states the goal to "Reduce greenhouse gases from vehicles to below 2012 levels," and that "cleaner vehicles, fewer trips, and trips that move more people will be prioritized over strategies focused on reducing congestion." This will be accomplished by discouraging the use of single-occupancy vehicles (Policy 7.2.b) and exploring and pilot innovative transportation solutions (Policy 7.2.c).

The plan also goes on to state:

The community's transportation vision is to create a multimodal transportation system by enhancing the current automobile-oriented system to include a network of complete streets, transit, and pathways system accessible by residents and visitors of all ages and abilities. By pursuing this vision the community will ensure all users of the public right-of-way, including: pedestrians, bicyclists, automobile drivers, trucks and transit riders can do so safely and efficiently.

The Plan even speaks directly on the concept of Safe Routes to School as part of a TDM strategy, stating as a goal to "Encourage or require students in all grades to use active modes of transportation rather than driving or being driven to school."

The Comp Plan provides very clear direction that the community will prioritize safe, connected networks that promote the use of alternative (active) transportation modes over a system that only encourages single-occupancy vehicle usage. It emphasizes numerous times the concepts of connectivity, safety, and accessibility for users of all ages and abilities, which are all critical components for bicycle networks and are directly related to this discussion item.

Fiscal Impact.

This item has not been specifically identified in the FY22 budget. Funding from the Professional Services account (general) and/or the TOJ Bike Network account (capital) could be used for planning and design.

Staff Impact.

Pathways staff would be responsible for leading the planning and public outreach effort. It is estimated this would require 25-35 hours total time over the next 4-6 months. Time for selected Planning staff and Public Works staff would also be expected, but would be on the order of 5-10 hours.

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 initiate planning of bicycle network improvements on Snow King Avenue and Willow St. between Cache Dr. and Jackson Elementary School with the proposed process as outlined above and evaluating a range of concepts for Council consideration.

STAFF REPORT



Meeting Date:	19 July 2021	Meeting Title:	Town Council Workshop
Submitting Department:	Joint Housing Department & Community Development	Presenter:	April Norton & Tyler Sinclair
Agenda Item:	Consideration of Fee Waivers for Permanently Deed Restricted Housing Developments	Public Comment:	Yes

Purpose & Policy Considerations.

The Town Council ("Council") will consider which fees, if any, to waive for permanently deed restricted housing developments. This will allow staff to consistently apply the policy set by Council and will give developers a clearer understanding of which fees they can expect to pay, and which fees will be waived.

Requested Action.

Staff is asking Council for direction on which fees to waive for projects that are 100% permanently deed restricted housing for the local community.

Recommendations.

Attached to this staff report is a list of fees, the reason for the fees, and staff recommendations to waive, reduce, or keep the current fee as-is for 100% permanently deed restricted development. The department that charges the fee provided the recommendation for the fee.

Background.

Over the past few years, the Town and County have expanded their participation in public-private partnerships to build new permanently deed restricted housing. Previously, the Town and County partnered predominantly with local housing non-profits such as the Jackson Hole Community Housing Trust (Housing Trust) and Habitat for Humanity (Habitat) to build deed restricted housing. More recently, we have entered into more private-public partnerships with private developers to construct deed restricted housing. As these developments have come through the Town's permitting process, questions about what fees to waive and what fees should not be waived have arisen. The same is true for 100% deed restricted housing projects proposed by private developers with no involvement by the Town. Town fees associated with housing projects typically fall into the following categories:

1. Planning
2. Building
3. Public Works
 - Streets and other Public Spaces
 - Utilities
4. Other

Currently, the Town reviews requests to waive fees pursuant to Resolution 21-08, which states under "Planning Permit" the following:

The Town Council may reduce, defer, or waive application fees upon request if the proposed project advances significant community goals, which include but are not limited to, the following:

1. A project that is sponsored by a governmental entity, or a project that received public funding.

2. A project that provides extraordinary charitable, civic, educational, or similar benefits to the community.

Such requests shall be submitted, for action by the Town Council, to the Planning Director within 30 days of receipt and prior to the submittal of an application. All requests shall be made prior to initiating a project as set forth in LDR Division 5100.

Fees are non-refundable once processing has commenced unless staff has determined that the permit is unnecessary.

Although this fee waiver policy is located under Planning Permits, it has been used to request waivers from all Town fees related to the planning and development of housing projects on a case by case basis subject to the above listed criteria. The Housing Department is requesting to amend the current policy to automatically waive certain fees for projects that will be 100% permanently deed restricted housing in a more pro-active and consistent manner.

Staff also notes that the Town and County entered into a 1998 cooperative agreement for payment of fees for Town of Jackson, Teton County, and Joint Board projects as follows:

1. PURPOSE. The purpose of this Agreement is to provide for the waiver of and exemption from payment of certain development and permit fees and charges for the review, permitting, administration and regulation of Town or County sponsored projects or projects co- sponsored by them.

2. EXEMPTED PARTIES: The exemptions provided for herein shall apply to the Town of Jackson and all of its boards and affiliated entities, the County of Teton and all of its official boards and affiliated entities (including but not limited to the Library, Fair, Museum, and Hospital Board, and Housing Authority) and to all jointly created boards or affiliated entities (including but not limited to the Park and Recreation Board, Fire Department, START Board. And Recycling Board) (the "exempted agencies").

3. FEES and OTHER REQUIREMENTS WAIVED. The Town and County agree that exempted agencies shall not be required to pay any development application, plan review or permit fees assessed by-either party, including building, plumbing, mechanical, electrical, encroachment. fire line or sign fees (the "waived fees"). In addition, none of the exempted agencies shall be required to furnish any usually required bond or financial assurances related to landscaping, infrastructure or public improvements.

4. FEES AND OTHER REOUJREMENTS NOT WAIVED. Notwithstanding the foregoing, all exempted agencies shall still be required to pay to the appropriate agency all direct costs of review and processing applications and permits including all charges by independent consultants or engineers, and all publication and mailing costs. In addition, all exempted. agencies shall still be subject to requirements to pay development exactions, water and sanitary sewer system fees, affordable and employee housing fees or exactions, and

parking fees, as well as such other fees as maybe established from time to time that are not specifically waived in paragraph 3. above.

Analysis.

By waiving or reducing fees, development costs are lowered, public-private partnerships can achieve greater affordability, and private development of permanently deed restricted housing may be catalyzed. The exemption or reduction of a development from fees, however, will affect departmental budgets and should also be considered.

Key Questions

1. Does the Town desire to replace the current waiver policy, which allows case-by-case consideration with one that predetermines all fee waivers as a matter of policy upfront?

Staff comment: Staff finds that the current process has served the Town well giving Council the ability to review requests on a case-by-case basis grounded upon consistent criteria. Staff also understands the need for the Housing Department and developers to know what fees they will be responsible for sooner and to have more predictability prior to the execution of private/public partnership agreements.

Staff recommendation: Staff is supportive of switching to a more predictable system for all applicants. With that said, staff notes that this will eliminate the ability of applicants to come before Council and make individual requests based upon their unique circumstances. Staff finds that this new approach will reduce the amount of staff time devoted to such requests as it will become a staff level administrative function, as opposed to the current Council level review and consideration.

2. Does the type of deed restriction matter when considering whether to waive Town fees?

Staff comment: As proposed, all types of deed restrictions approved by the Housing Department would qualify an applicant for waived fees. Most recent public/private partnerships have utilized workforce housing deed restrictions and not Affordable restrictions. The Housing Trust and Habitat for Humanity have their own deed restrictions that are reviewed and approved by the Town. Staff finds that policy decisions around a fee waiver policy could be linked to the overall affordability of a project. As public/private partnerships are a relatively new tool utilized by the Housing Department, staff finds this an appropriate policy consideration to waive certain fees to incent deed restricted housing.

Staff recommendation: To allow all types of deed restrictions to qualify applicants to receive Town fee waivers. This recommendation acknowledges the difficulty of having the private sector produce Affordable workforce housing for members of the community making less than 120% of annual median income. If waivers required some amount of Affordable workforce housing, staff finds that this would greatly reduce the ability of the Town to enter into such agreements and/or require the Town to subsidize the projects to a much greater extent.

3. Should the Town waive all Town fees (see attached) for 100% deed restricted projects?

- **Planning Fees**

Staff comment: Staff finds that 100% deed restricted housing projects are primarily exempt from all public hearing and public review processes. As a result, the fees to process these applications are minimal although staff time is exceptionally high. These fees have historically been waived.

Staff recommendation: To waive all Planning fees associated with 100% deed restricted housing. Staff finds that this is an appropriate use of staff time to assist these projects through the development review process and that the minimal fee should be waived.

- **Building Fees:**

Staff comment: The Building Department has historically been a 100% cost recovery program for the Town. Waiver of these fees by the Town will affect overall cost recovery. Providing Plan Review and Inspection services to housing projects take a significant amount of time. These fees have historically been waived.

Staff recommendation: To waive all Building fees associated with 100% deed restricted housing. An exception to this would be the cost for third party plan review or special inspections required at a cost to Town, these costs would be the responsibility of the applicant.

- **Public Works Streets and Other Public Spaces Permitting Fees:**

Staff comment: Staff generally view these fees similar to Building fees described above.

Staff recommendation: To waive the majority of Engineering fees associated with 100% deed restricted housing with a few exceptions for fees associated for work in the Public Right of Way (see attached). Staff find that there should be a consistent approach by all Town departments related to fees.

- **Public Works Utility Fees:**

Staff comment: Staff view utility fees or impact/capacity fees different from the above-described fees as they are required to offset the direct impact of a development on the associated utility (sewer and water) to the overall Town system. Unlike other services and fees these fees are tracked and obligated in their own dedicated enterprise fund for the limited use for that purpose separate from use in the Town General Fund where all other fees are placed.

Staff recommendation: Staff recommends not waiving Engineering Utility fees associated with 100% deed restricted housing. Should Council choose to subsidize housing projects in this manner, the Town would need to transfer funds for the associated amounts from the General Fund to the Water and/or Sewer enterprise accounts to cover the cost, the fees are never “waived” for these costs.

4. Should the Town waive bonding or other security for 100% permanently deed restricted housing projects?

Staff comment: The Town requires applicants to bond for a variety of improvements as part of a typical application including but not limited to landscaping, grading, utilities, right of way improvements, etc. to ensure these improvements are completed and if not, the Town has the ability to complete the work itself.

Staff recommendation: To require bonding or other security for typically required improvements for 100% deed restricted housing projects. Staff finds that this recommendation is consistent with the recommended waiver of planning, building and engineering fees described above in order to incentivize the development of deed restricted housing. Staff notes that should the applicant not complete said improvements the Town may be responsible to complete said work to ensure the life, safety and welfare of the community is maintained. An example of this may include a partially completed grading or foundation work and the removal of utilities from a partially constructed site.

To assist in considering the magnitude, and to add to the overall discussion of this topic, staff have attached a breakout of the fees, and whether they were waived or paid associated with four (4) recent housing projects in the Town for consideration.

Stakeholders in this policy discussion include Town and County taxpayers, community members seeking Affordable or Workforce housing, local businesses, tourists, and various Town departments.

Alternatives (Optional).

Council may choose to provide direction from the existing policy or provided above.

Comprehensive Plan & Priority Alignment.

Principle 5.1—Maintain a diverse population by providing workforce housing.

We will ensure that at least 65% of the local workforce lives locally to maintain a diverse local population, an important aspect of our community character. Providing quality housing opportunities for the local workforce sustains the socioeconomic diversity and generational continuity that preserve our heritage and sense of community.

Policy 5.4.c: Promote cooperative efforts to provide workforce housing

The diversity, generational continuity, and stability sought by the community also benefits employers and developers. Housing agencies and organizations should continue to cooperate with government and non-government employers as well as developers to pursue housing solutions that are mutually beneficial to all parties involved and the community. Housing agencies and organizations should also provide housing advice, sample contracts, sample deed-restrictions, and other aid to facilitate the development of workforce housing and raise awareness of the benefits of workforce housing.

Fiscal Impact.

Significant, depending on Council direction. Please see the attached Housing Development Fee Comparison table for more information.

Staff Impact.

Staff have spent approximately 20 hours completing this report.

Implementing Council's direction, should it change from current policy, will require the drafting and presentation of a resolution for consideration at a future meeting.

Attachments or Links.

Town Fee Schedule with Staff Recommendations

Housing Development Fee Comparison

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

I move to direct staff to draft and/or revise applicable Town resolutions or Cooperative Agreements to adjust the Town Fee Waiver Policy for 100% deed restricted housing developments and the associated Planning, Building, Engineering and Utility fees as recommended by staff in this staff report dated July 19, 2021, with the following amendments:

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Town Fee Schedule with Staff Recommendations

Application	Reason	Fee	Staff Recommendation
Planning			
Development Plan	Prerequisite for subdivision.	\$3005	Waive
Subdivision Plat	Required to plat.	\$1202	Waive
Planning Pre-App		\$721	Waive
Grading Pre-App	Required when plan level grading permit is required.	\$180	Waive
Variance		\$601	Waive
Conditional Use Permit		\$3005	Waive
Signs		\$90	Waive
Zoning Compliance Verifications		\$601	Waive
Text and Map Amendments		\$1803	Waive
Boundary Adjustments		\$1202	Waive
Building			
Building Permit	Currently waive fees if project receives public funding, is sponsored by governmental entity, or provides extraordinary charitable, civic, educational, or similar benefits to community.	Single-family: \$1.06/SF Multi-family: \$0.75/SF	Waive
Construction Staging Plan		Varies	Waive
Demolition Permit		Varies	Waive
Mechanical/Fuel Gas Permit	Currently waive fees if project receives public funding, is sponsored by governmental entity, or provides extraordinary charitable, civic, educational, or similar benefits to community.	Varies	Waive
Electrical Fee Schedule		Varies, depends on valuation of electrical work	Waive
Plumbing Permit Fee Schedule	Currently waive fees if project receives public	Varies	Waive

	funding, is sponsored by governmental entity, or provides extraordinary charitable, civic, educational, or similar benefits to community.		
Public Works - Streets and Other Public Spaces			
Encroachment Permit			Waive
Utility excavation in public street	Patching seams accelerate road surface degradation requiring capital improvement sooner	\$337	Retain
Utility excavation in public alley	Patching seams accelerate road surface degradation requiring capital improvement sooner	\$169	Retain
Utility excavation in public easement	Patching seams accelerate road surface degradation requiring capital improvement sooner	\$169	Waive if on property rather than PROW
Driveway cuts/curb cuts installation/replacement	Installing/replacing with the project postpones need for capital improvements	\$169	Waive
Curb and gutter installation	Installing/replacing with the project postpones need for capital improvements	\$169	Waive
Sidewalk installation	Installing/replacing with the project postpones need for capital improvements	\$169	Waive
Construction-related activities - Occupying of street travel lane - Occupying of public alley - Occupying of time-restricted parking space	For travel lanes, additional reviews, traffic, and street management/oversight must occur	\$337/day \$169/day \$84/day/space	Retain Waive Waive

House-moving	Project could recoup this charge from private owner at destination	\$42 plus hourly charges for town staff that assist in the moving.	Waive
Public Works – Utilities			
Capacity Fee – water meter	part of cost of service provision based on the property being connected to our systems	Varies, depends on size of water meter	Retain
Capacity Fee – fire line	part of cost of service provision based on the property being connected to our systems	Varies, depends on size of line	Retain
Service Line Provision (Water) - Saddle Fees - Tapping Sleeves Fees	Supports healthy utility enterprise funds to provide service, prevents other ratepayers from subsidizing public facilities	Varies, depends on size of line	Retain
Water Rates	Supports healthy utility enterprise funds to provide service, prevents other ratepayers from subsidizing public facilities	Varies, depends on user charges and base charges	Retain
Wastewater Rates - Base Charges - Volume Rates	Supports healthy utility enterprise funds to provide service, prevents other ratepayers from subsidizing public facilities	- Varies, depends on meter size \$2.27 total (residential class 1)	Retain
Wastewater Capacity Fee - Residential Unit, House, Condo with laundry, Townhouse, Apartment (2 bed or more) - Apartment, Studio, or 1-bed with laundry	Supports healthy utility enterprise funds to provide service, prevents other ratepayers from subsidizing public facilities	\$2,172/unit \$1,088/unit \$869/unit	Retain

Apartment, Studio, or 1-bed w/o laundry			
Wastewater Connection Fee	Supports healthy utility enterprise funds to provide service, prevents other ratepayers from subsidizing public facilities	Varies, depending on saddle size	Retain
Water Meter Provision Fees	Supports healthy utility enterprise funds to provide service, prevents other ratepayers from subsidizing public facilities	Varies, depending on meter size	Retain

Housing Development Fee Comparison

Project	Planning Fees Waived (Paid)	Building SF	Building & Engineering Fees Waived (Paid)
521-547 E Hall Avenue	Total Waived = \$5,000	10 units x 1,470 SF	Total Waived =\$39,021
Applicant/Owner - JH Community Housing Trust	Total Paid = \$300	2 units x 1,209 SF	Total Paid = \$36,654
		Total 17,118 SF	
825 W SNOW KING AVENUE – The Grove	Total Waived = \$10,000	4,735 SF	Total Waived =\$32,400
Applicant: Habitat for Hum.	Total Paid = \$1,000		Total Paid = \$ 15,228
Owner: TCHA			
174 N KING STREET	Total Waived =\$2,600	42,434 SF	Total Waived = \$42,734
Applicant: JH Community Housing Trust	Total Paid =\$0		Total Paid = \$48,835.38
Owner: ToJ			
440 W Kelly	Total Waived = \$400	11,051 SF	Total Waived = \$11,051
Applicant: Jacob Roller (Developer)	Total Paid = \$400		Total Paid = \$31,014.95
Owner: ToJ			
105 Mercill	Total Waived = 3,900	54,384 SF	Total Waived = \$63,812
Applicant: DA Architecture	Total Paid = \$500		Total Paid = \$51,000.34
Owner: Teton Co.			
Redmond Street Rentals	Total Waived = \$3,600	5 units x 1,600 SF	Total Waived =\$36,785.5
345-355 Redmond & 559-579 E Hall	Total Paid = \$0	2 units x 8,340 SF	Total Paid = \$82,072.25
Applicant: JH Community Housing Trust		1 unit x 12,103 SF	
Owner: ToJ		Total 36,783 SF	

STAFF REPORT



Meeting Date:	July 19, 2021	Meeting Title:	Workshop
Submitting Department:	Public Works	Presenter:	Johnny Ziem
Agenda Item:	Downtown Pedestrian Project	Public Comment:	Yes

Purpose & Policy Considerations.

The purpose of this item is to follow-up with Council direction given at the March 8, 2021, workshop after the initial conceptual design presentation of the Downtown Pedestrian Project.

Requested Action.

Staff requests that Council provide direction on the conceptual design and overall impression for the Downtown Pedestrian Improvement Project as presented.

Recommendations.

Staff recommends approving the conceptual Downtown Pedestrian Improvement Project as presented and further recommends a motion to direct staff to develop a final set of plans for future construction of this project.

Background.

This project was last discussed at the March 8, 2021, Council Workshop. Council discussion centered around:

- Possible vehicular travel lane shifts on the east side of the Town Square
- Need to address the new realities concerning the changing number of cars and pedestrians in the downtown
- Possible new alternative concepts that change the status quo of pedestrian mobility
- Parking impacts of the new hotel and restaurant on Center Street

A motion was made to approve the conceptual designs as amended and to bring back to Council possible additional concepts that may further improve pedestrian mobility before final design.

This project intends to increase pedestrian safety for all users at four notable intersections within the downtown core. The project further aims to increase mobility and accessibility for all user modes between the Home Ranch Parking Lot and the Town Square by constructing a new sidewalk on the west side of the Center St. corridor, within the existing roadway. In general, the aspiration of this project aims to provide more pedestrian visibility, decreased street crossing distances, greatly improved mobility/accessibility for all user modes, and additional shared public space.

Selected Intersections for Improvements

- Cache Street and Deloney Ave.
- Broadway Ave. and Center Street
- Deloney Ave. and Center street
- Gill Ave. and Center Street

Analysis.

Further analysis of this project examined critical components to augment the overall pedestrian experience within the downtown core. An important element is the creation of a one-way street on the entirety of the two block Center St corridor (Broadway to Gill Ave.). This “one-way street” concept was employed during the COVID summer of 2020 and 2021 due to the need to provide “flex” space in the downtown core. This concept worked very well within the constraints of our right-of-way (ROW) and did not result in any loss of parking spaces. Since the Town’s ROW is somewhat limited, use of the existing roadway space is essential to construct the proposed design elements. In

considering a permanent one-way corridor within the entirety of Center St., the loss of parking spaces will be extremely minimal, if at all.

1. Bulb-outs/Safety

Bulb-outs, also known as “curb extensions”, extend the sidewalk or curb line out into the parking lane, which reduces the effective street width. Bulb-outs significantly improve pedestrian crossings by:

- Reducing the pedestrian crossing distance
- Visually and physically narrowing the roadway
- Improving the ability of pedestrians and motorists to see each other
- Reducing the time that pedestrians are in the street
- Allowing space for the installation of ADA-compliant pedestrian ramps

There are 13 proposed bulb-outs within this project. Currently, the Public Works Department paints the implied bulb-out shape onto the roadway surfaces every summer. This project proposes constructing bulb-outs with curb/gutter/mobility ramps to improve the overall pedestrian experience for all users. Staff will need special permission and approval from WYDOT to construct the bulb-outs at the intersection of Cache and Deloney, as this improvement would reside within the WYDOT right-of-way.

Mobility Access (ADA)

Each bulb-out proposed in this project will have new mobility curb ramps designed and constructed. A curb ramp is designed with a detectable warning surface tile, so sight-impaired pedestrians know where to safely exit and enter a sidewalk. The use of these tiles not only benefits people with disabilities, but also the elderly, distracted pedestrians, and children.

2. There are two additional mobility and accessibility considerations that this project proposes:

- A constructed sidewalk on west side of Center St. (between Deloney and Gill Ave.) that will offer a continuous linkage from the Home Ranch Parking Lot to the Town Square. The current linkage only exists via stairs on the private boardwalk corridor and provides no mobility access.
- A potential constructed mobility access on the SE corner of Deloney Ave. and Center St. Currently there is not mobility access (only stairs) that allows entrance onto the covered boardwalk by New West Knife Works.

3. Increased Lighting

This project further aims to investigate additional street lighting within each proposed intersection upgrade, which will increase pedestrian visibility.

4. Shared Public Space

Additionally, this project includes widening the boardwalk on the east side of Town Square. During the summer of 2020 and 2021, staff creatively proposed ways to increase pedestrian “flex” spaces during the initial COVID-19 outbreak. To furnish a level of flex space, an additional pedestrian area was provided on the west side of the Center St. corridor and on the east side of the Town Square, where tables and chairs were added for general use by the public. This project aims to make those flex spaces a permanent asset for the pedestrian experience but moving the curb in widening the boardwalk on the east side of the Town Square.

Alternatives (Optional).

Comprehensive Plan & Priority Alignment.

- Common Value 2: Growth Management
 - ✓ 4.1.d: Maintain Jackson as the economic center of the region
 - ✓ 4.2.c: Create a vibrant walkable mixed-use subareas

- ✓ 4.2.e: Protect the image and function of the Town Square
- ✓ 4.4.a: Maintain and improve public spaces
- Common Value 3: Quality of Life
 - ✓ Increase the capacity for use of alternative transportation modes

Fiscal Impact.

The current FY21 Budget (SPET 2017) includes allocated funds for the design for this project. Currently, the Public Works Department has contracted design with Y2 Consulting of Jackson, WY. For FY21, the intent is to complete design and formulate an estimate for the total construction cost. Though no specific year has been slated yet for construction, staff anticipates construction in the next two years and will include this project in the Town's Capital Improvement Projects.

Staff Impact.

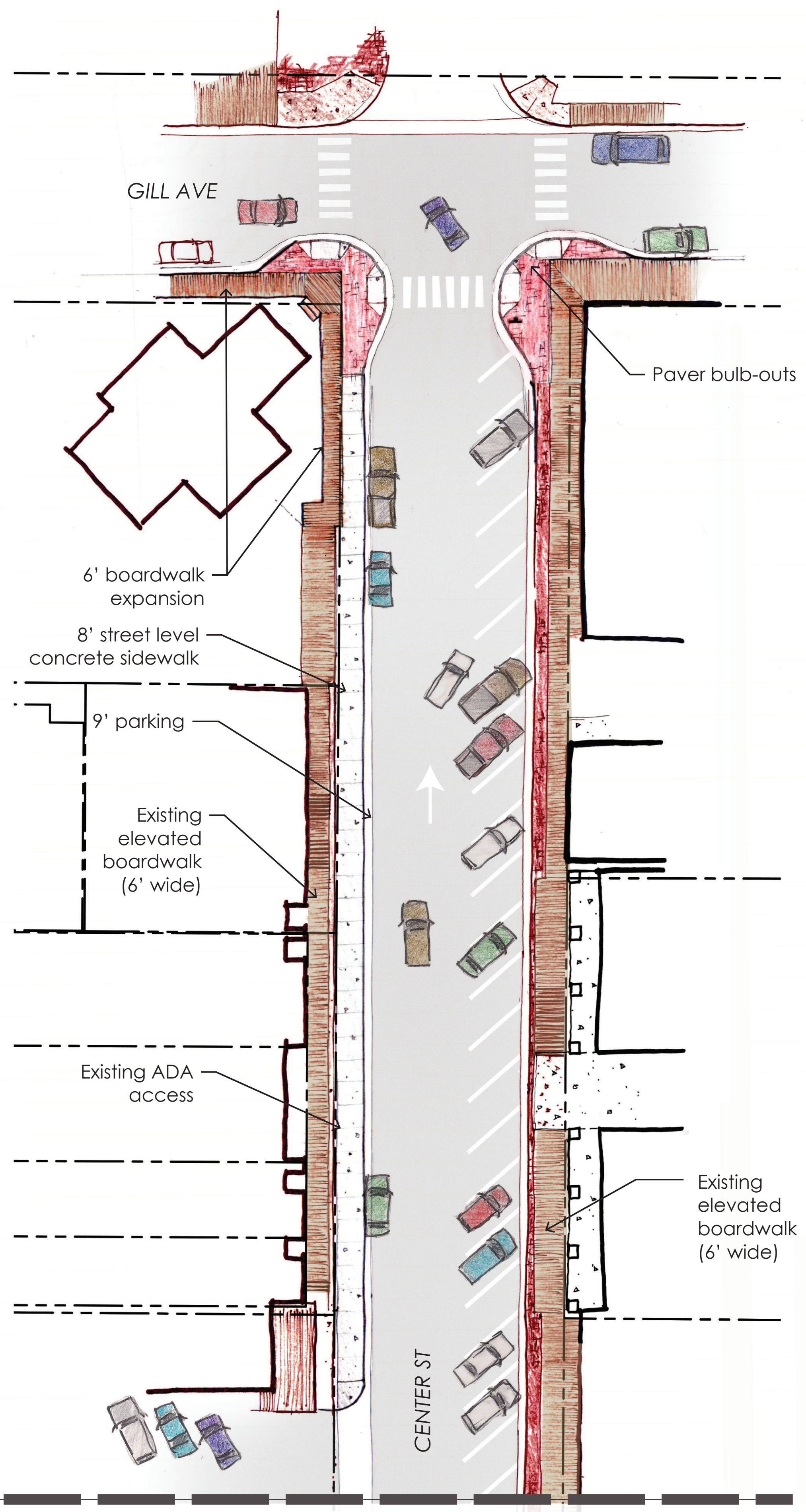
Staff impact for the Downtown Pedestrian Improvement Project will include three design review meetings (1.5 hours each) with the design consultant and has included two outreach meetings (one with Chamber businesses and one for the general public). Those meetings were held on January 8 and February 24, 2021, respectively (see Attachments). Staff also worked with our design team to create an additional concept for presentation at the July 19, 2021, Council Workshop.

Attachments or Links.

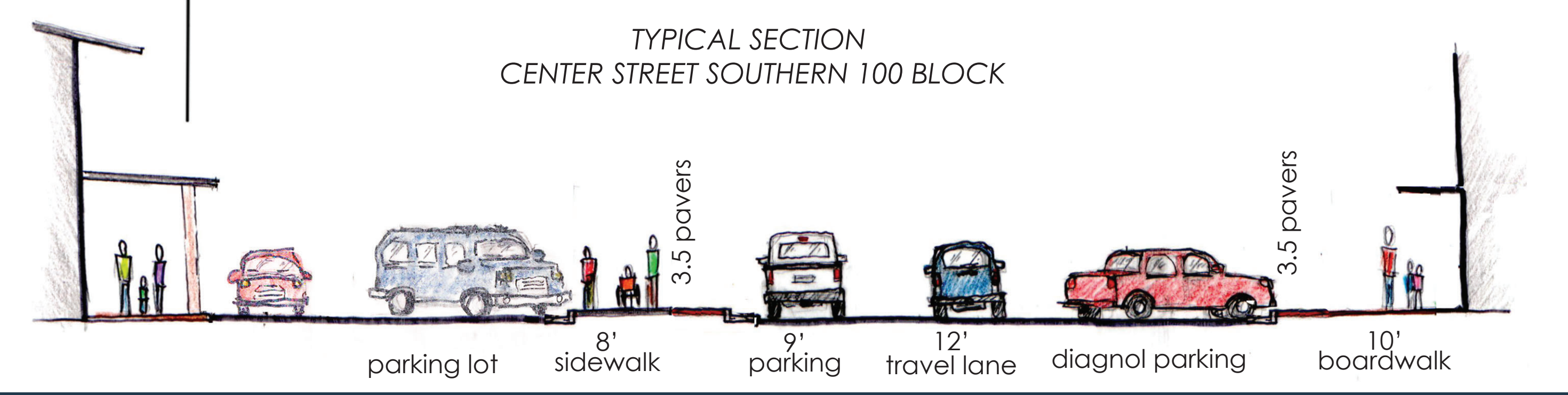
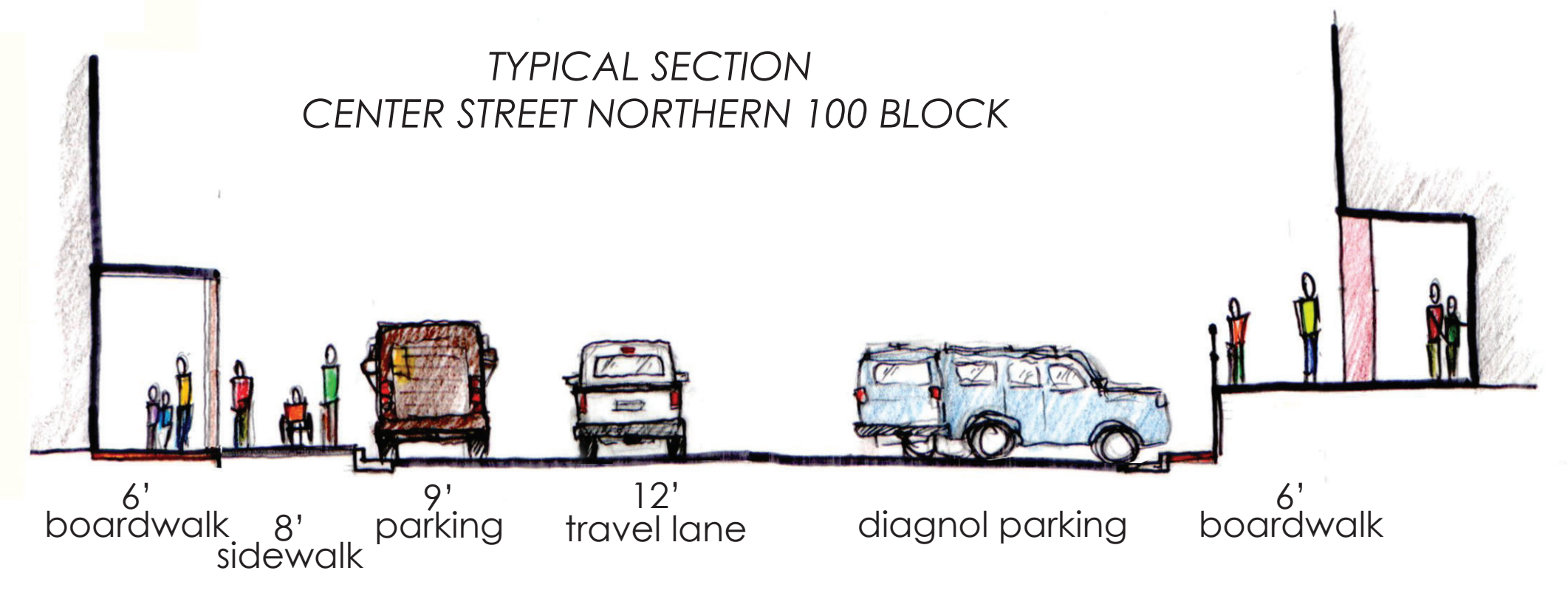
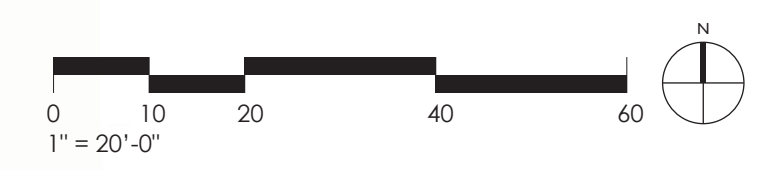
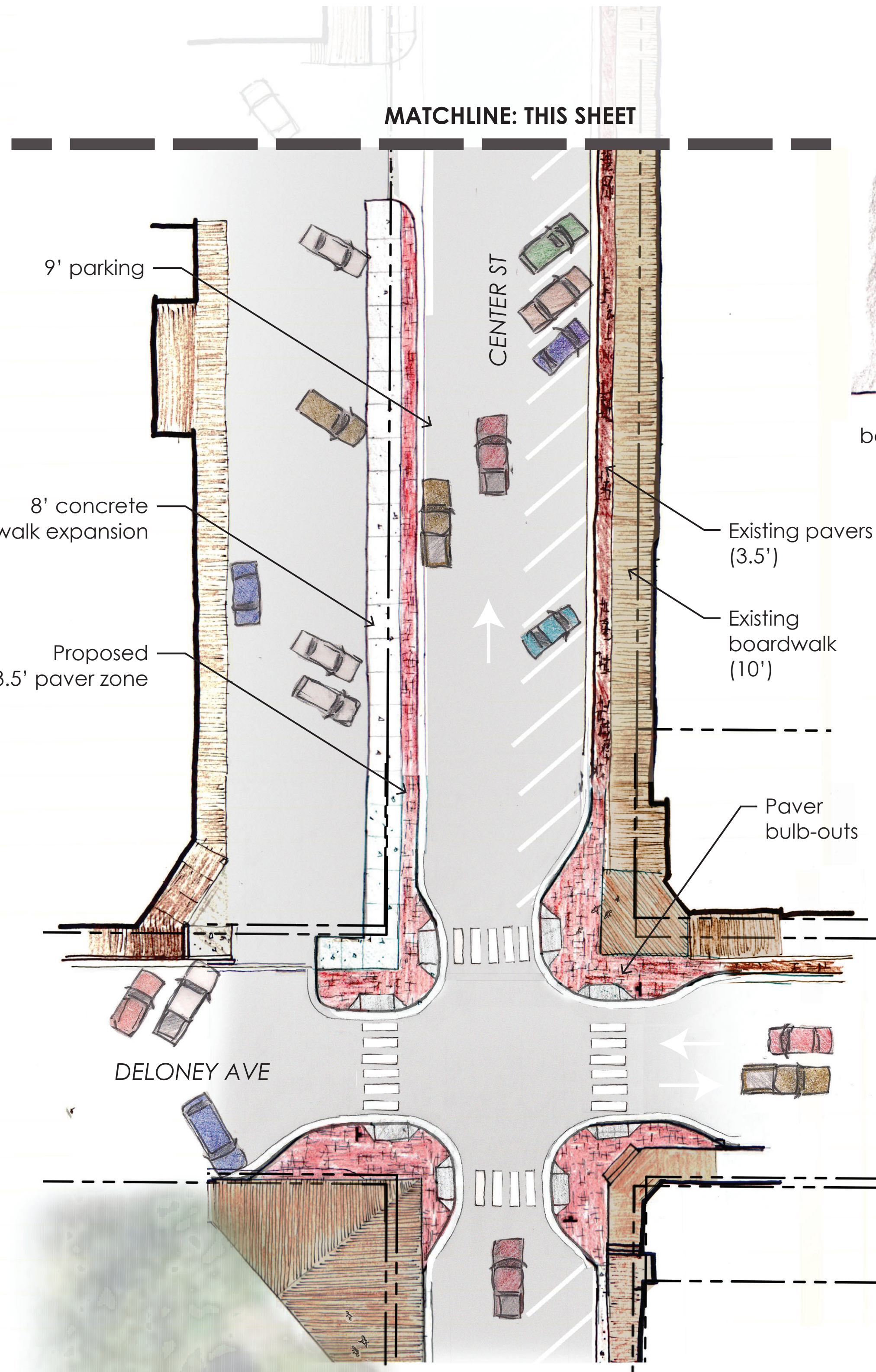
- Conceptual Plans (as previously presented)
- New Conceptual Design Alternatives

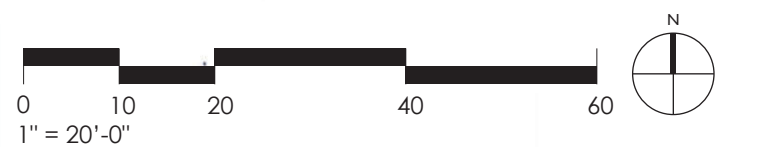
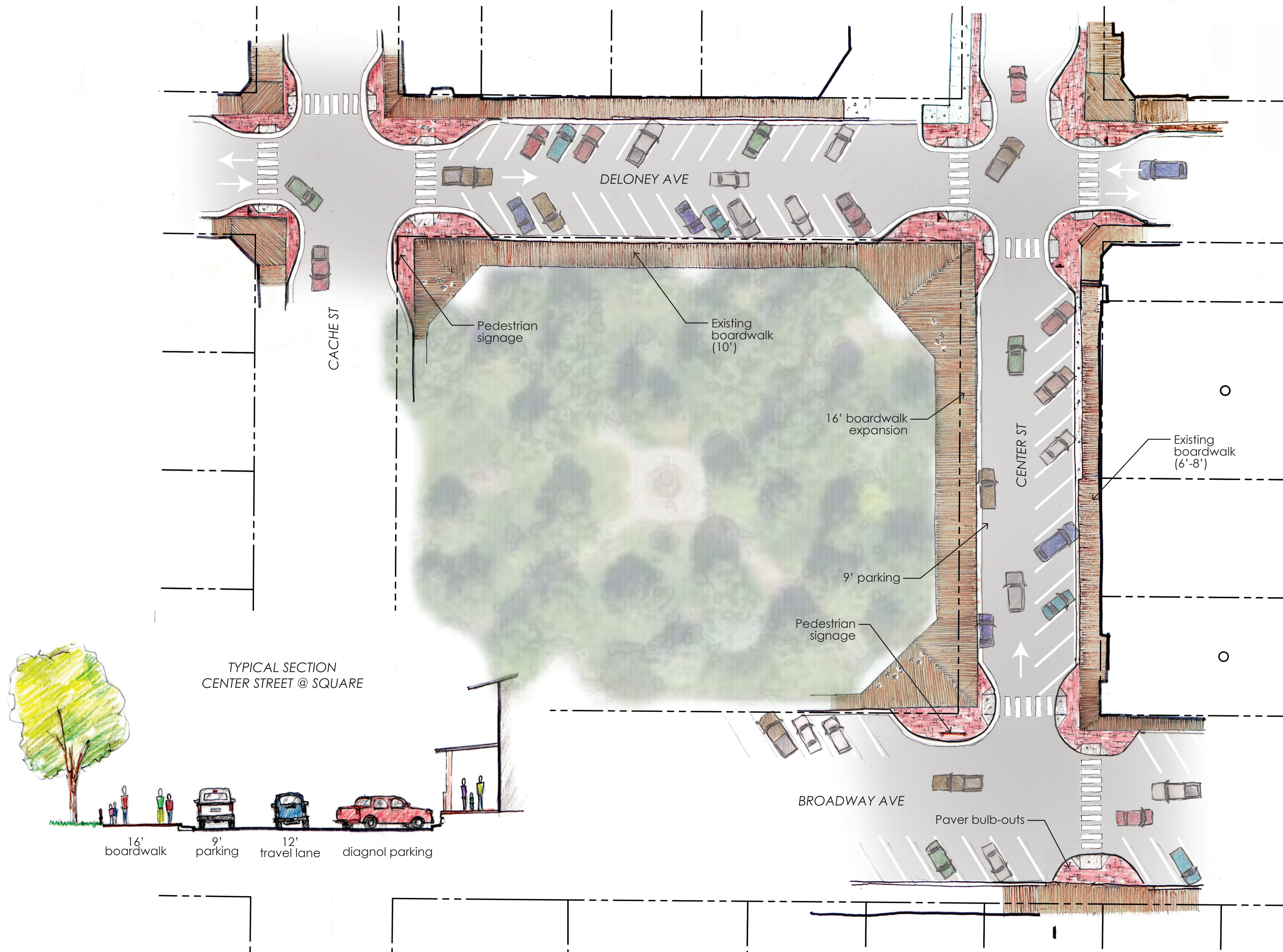
Suggested Motion. *Council always has the option to adopt, approve with conditions, continue, or deny items.*

I move to approve the Downtown Pedestrian Improvement Project conceptual plans as amended and direct staff to take the concept to final design.

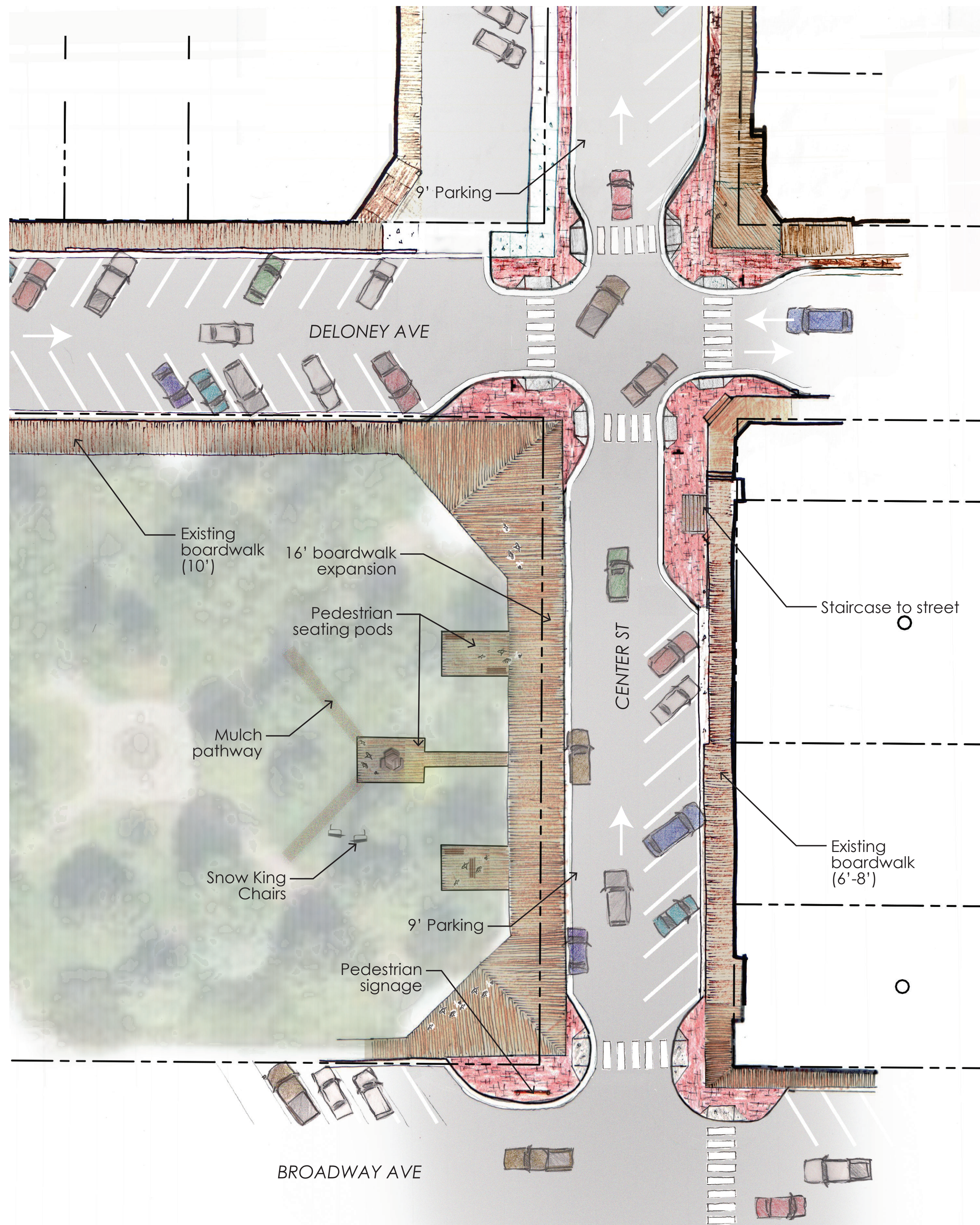


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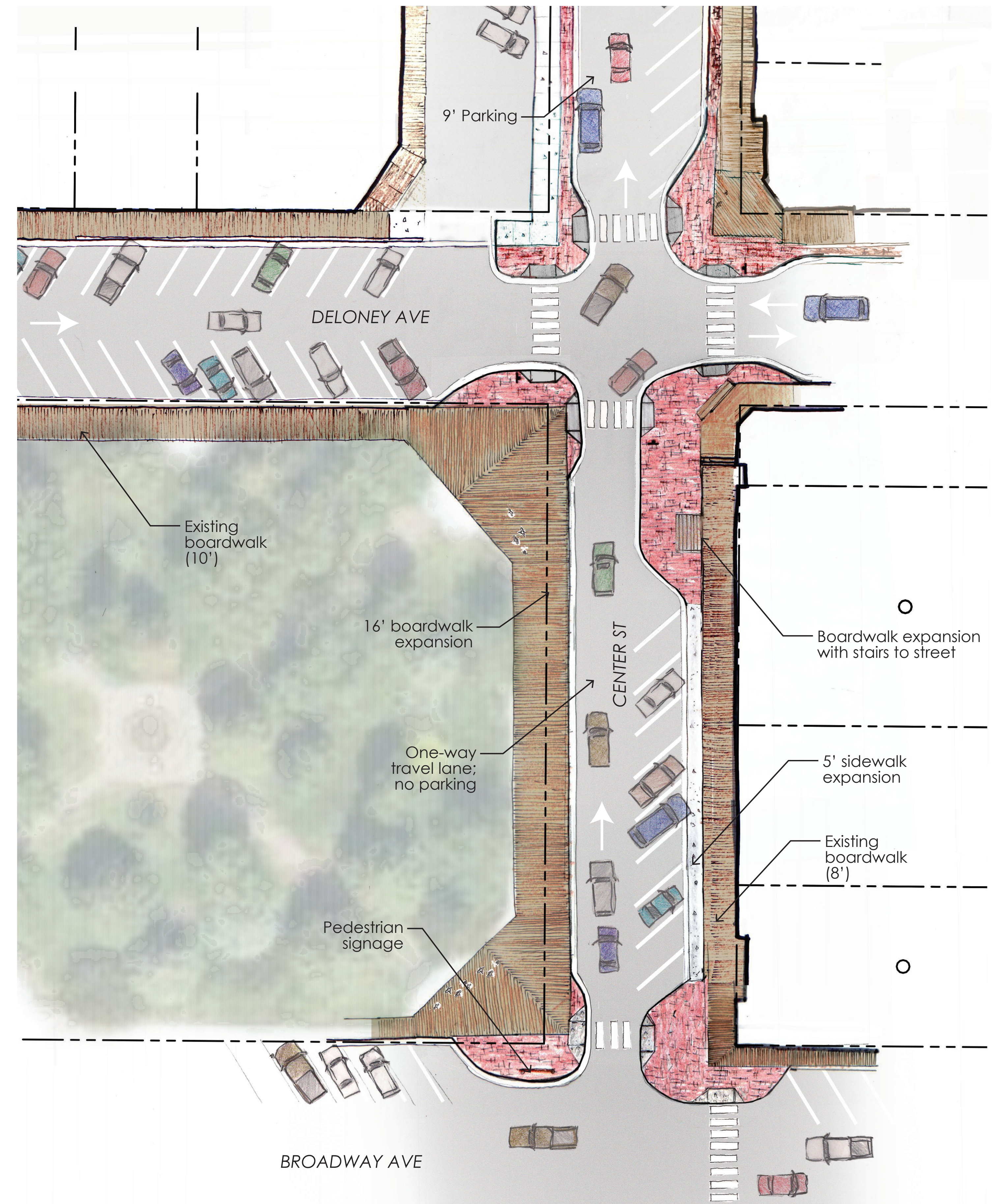




Additional Concepts



ALTERNATIVE A



ALTERNATIVE B

