

Joint Information Meeting

TOWN COUNCIL & COUNTY COMMISSIONER MEETING

October 3, 2022

1:30 PM

County Chambers

Chair: Natalia Macker

NOTICE: THE VIDEO AND AUDIO FOR THIS MEETING ARE STREAMED TO THE PUBLIC VIA THE INTERNET AND MOBILE DEVICES WITH VIEWS THAT ENCOMPASS ALL AREAS, PARTICIPANTS AND AUDIENCE MEMBERS. **PLEASE SILENCE ALL ELECTRONIC DEVICES DURING THE MEETING**

I. ZOOM LINK FOR PUBLIC PARTICIPATION

To join, click the link or copy to your browser: <https://us02web.zoom.us/j/84437680974>

If the link does not work, join at zoom.com with Webinar ID **844 3768 0974**

or join by phone +1 669 900 6833 with Webinar ID **844 3768 0974**

II. CALL TO ORDER, ROLL CALL, AND ANNOUNCEMENTS

III. QUARTERLY HUMAN SERVICE ORGANIZATION UPDATES (5 minutes each)

- Teton Youth and Family Services
- Children's Learning Center
- Climb Wyoming
- One 22 JH
- Teton Literacy Center
- Cultivate Ability
- Senior Center of Jackson Hole
- Community Entry Services

IV. PUBLIC COMMENT

This section is reserved for comments on items that are not otherwise included in this agenda. Public comment is limited to 3 minutes. As a general practice, the Electeds will not hold discussion or debate these comments. Nor will they make any decisions presented during this time, but rather refer to staff for follow-up. If you would like to communicate with the Electeds during the meeting, please address them during this open public comment, when public comment is called for on a specific agenda item or send an email to council@jacksonwy.gov and commissioners@tetoncountywy.gov.

V. CONSENT CALENDAR

A. Meeting Minutes

1. September 12, 2022 Joint Information Meeting Minutes

VI. DISCUSSION/ACTION ITEMS

A. Regional Transportation Governance Discussion (Alyssa Watkins/Charlotte Frei, 90 mins)

VII. MATTERS FROM COUNCIL, COMMISSIONERS AND STAFF

VIII. PROPOSED ITEMS FOR FUTURE JOINT INFORMATION MEETINGS

11/7 - START JPA Discussion

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

IX. ADJOURN

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

**JOINT INFORMATION PROCEEDINGS
TOWN COUNCIL AND BOARD OF COUNTY COMMISSIONERS MEETING**

SEPTEMBER 12, 2022

JACKSON, WYOMING

The Jackson Town Council met in conjunction with the Teton County Commission in a joint information meeting (JIM) located in the County Commissioner's Chambers located at 200 S. Willow St. at 3:02 P.M.

I. ROLL CALL. Upon roll call the following were present:

COUNTY COMMISSIONERS: Chairwoman Natalia Macker, Vice-Chairman Luther Propst, Mark Newcomb, and Greg Epstein. Mark Barron was absent.

TOWN COUNCIL: Mayor Hailey Morton Levinson, Vice-Mayor Arne Jorgensen, Jim Rooks, and Jessica Sell Chambers. Jonathan Schechter was absent.

STAFF: Tyler Sinclair, Abigail Moore, Lea Colasuonno, Alyssa Watkins, Stacy Stoker, Brian Schilling, Roxanne Robinson, Heather Overholser, April Norton, Maureen Murphy, Riley Taylor, and Chalice Weichman.

II. PUBLIC COMMENT. None.

III. CONSENT CALENDAR

The Town requested that item B, Housing Rules & Regulations Public Release, be pulled off of the consent agenda.

A. Meeting Minutes. To approve the meeting minutes for the August 1, 2022 meetings as presented, and to approve the Reallocation of SLIB Consensus Funds Toward Fleet Maintenance.

On behalf of the County, a motion was made by Commissioner Epstein and seconded by Commissioner Propst to approve the consent calendar for today's joint information meeting that includes the minutes for the August 1, 2022, and to approve the Reallocation of SLIB Consensus Funds Toward Fleet Maintenance. Chairwoman Macker called for a vote. The vote showed all in favor and the motion carried for the County.

On behalf of the Town, a motion was made by Councilmember Chambers and seconded by Councilmember Rooks to approve the consent calendar for today's joint information meeting that includes the minutes for the August 1, 2022, and to approve the Reallocation of SLIB Consensus Funds Toward Fleet Maintenance. Mayor Morton Levinson called for a vote. The vote showed all in favor and the motion carried for the Town.

IV. MATTERS FOR DISCUSSION

B. (FROM CONSENT) Housing Rules & Regulations Public Release

Stacy Stoker, Housing Manager, answered questions from the Boards regarding Update to Jackson/Teton County Housing Department Rules and Regulations.

This item is coming before the Town and County for the purpose of releasing the Jackson/Teton County Housing Department Rules and Regulations with the 2022 changes and updates for the County's mandatory 45-day Public Comment period and to prepare an Ordinance for the Town.

There was no public comment.

On behalf of the County, a motion was made by Commissioner Epstein and seconded by Commissioner Newcomb to prepare the Housing Rules and Regulations for public release for the 45-day public comment period prior to consideration of the ordinance. Chairwoman Macker called for a vote. The vote showed all in favor and the motion carried.

On behalf of the Town, a motion was made by Councilmember Rooks and seconded by Councilmember Jorgensen to direct staff to prepare an Ordinance for adoption based on the Jackson/Teton County Housing Rules and Regulations presented by staff. Mayor

Morton Levinson called for a vote. The vote showed all in favor and the motion carried for the Town.

A. Consideration of Safe Streets for All Safety Action Planning Grant Application

Brian Schilling, Pathways Coordinator, presented to the Board for consideration of approval the submission of a federal Safe Streets for All grant application in the amount of \$600,000 for the development of a Town/County Multi-Modal Safety Action Plan. The application would be jointly submitted by Teton County and the Town of Jackson, with the County being the lead agency for grant administration and reporting.

Public comment was given by Tim Young with Wyoming Pathways, and by Katherine Dowson with Friends of Pathways.

On behalf of the County, a motion was made by Commissioner Propst and seconded by Commissioner Epstein to approve applying for a Safe Streets for All Safety Action Plan Grant in the amount of \$600,000 with Teton County as the lead applicant and the Town of Jackson as a joint applicant, and to direct staff to submit all the required application materials. Chairwoman Macker called for the vote. The vote showed all in favor and the motion carried for the County.

On behalf of the Town, a motion was made by Councilmember Rooks and seconded by Councilmember Sell Chambers to approve applying for a Safe Streets for All Safety Action Plan Grant in the amount of \$600,000 with Teton County as the lead applicant and the Town of Jackson as a joint applicant, and to direct staff to submit all the required application materials. Mayor Morton Levinson called for the vote. The vote showed all in favor and the motion carried for the Town.

V. MATTERS FROM COMMISSION AND COUNCIL

I. Pathway Safety.

The Boards discussed efforts being made to improve safety on pathways and roads that cyclists and pedestrians use. The Town will hold a workshop on the topic next week.

VI. COUNTY ADJOURNS

On behalf of the County, a motion was made by Commissioner Epstein and seconded by Commissioner Newcomb to adjourn. Chairwoman Macker called for a vote. The vote showed all in favor and the motion carried for the County.

The County Adjourned at 3:40 P.M.

VII. ADJOURN EXECUTIVE SESSION – Town Only, pursuant to Wyoming Statute §16-4-405(a)(iii).

On behalf of the Town, a motion was made by Councilmember Chambers and seconded by Councilmember Rooks to adjourn to executive session pursuant to Wyoming Statute §16-4-405(a)(iii) concerning litigation to which the governing body is a party or to which the governing body may be a party. Mayor Morton Levinson called for a vote. The vote showed all in favor and the motion carried for the Town.

The Town entered executive session at 3:41 P.M. after which the Town adjourned according to the above motion.

TETON COUNTY BOARD OF COUNTY COMMISSIONERS

Natalia D. Macker, Chairwoman

ATTEST:

Maureen E. Murphy, County Clerk

TOWN OF JACKSON

Hailey Morton Levinson, Mayor

ATTEST:

Town Clerk



JOINT INFORMATION MEETING

AGENDA DOCUMENTATION

SUBMITTING DEPARTMENT: County Administration

PRESENTER: Charlotte Frei

MEETING DATE: October 3, 2022

SUBJECT: Regional Transportation Governance

STATEMENT/PURPOSE

The purpose of this item is for the Town Council and County Commission to direct the Regional Transportation Planning Administrator to take initial steps toward regional transportation governance.

Essentially there are three decisions the Town Council and Board of County Commissioners are discussing as part of this recommendation:

1. Are the four high-level goals for Phase 1 acceptable?
2. What general form should regional governance take?
3. Who should be involved in Phase 1 (2023-2024)?

BACKGROUND/ALTERNATIVES

The Integrated Transportation Plan (technical update adopted December 2020) recommended formation of a Regional Transportation Planning Organization (RTPO). The initial phase of the RTPO was to be funded by Town and County to provide continuing, cooperative and comprehensive transportation planning. The recommendation of forming an RTPO was based on Federal legislation permitting their formation (MAP-21, 23 CFR 450, 2015). The authorizing legislation for RTPOs was modeled on the functions of Metropolitan Planning Organizations (MPOs) which are Federally-required bodies in areas over 50,000 residents meeting population density thresholds. One intent of RTPOs is to collaborate with State DOTs to ensure the Long-Range Transportation Plan (LRTP) and Statewide Transportation Improvement Program (STIP) reflect the goals and objectives of local governments. The LRTP and STIP are documents that every State DOT is required to submit to Federal Highway Administration (FHWA) and Federal Transit Administration (FTA) and update every ~10 or ~4 years, respectively. There is no mandate that rural regions (*i.e.*, regions under 50,000) produce these planning documents, and State DOTs have significant latitude in how they cooperate with non-metropolitan regions to carry out their planning process. In short, forming an RTPO provides **no additional funding** to a non-metropolitan region to conduct **optional** planning processes. In states where RTPOs have been successfully formed, the State DOT plays a significant role in supporting and encouraging cooperation with non-metropolitan regions through these RTPOs. State DOTs and MPOs are also concerned that the formation of RTPOs will divert funding they rely on for planning activities to new RTPOs since Federal law has not created new appropriations to support RTPOs.

MPOs are mandated to produce complementary planning documents to the LRTP and STIP to facilitate continuous, cooperative, and comprehensive planning. Nationwide, MPOs lack the ability to enforce or advance a regional vision because County and Town governments are typically the owners, operators and maintainers of transportation infrastructure.

In Wyoming, Counties are only authorized with powers expressly granted by state law (Dillon's Rule). As a result, most forms of cooperative government rely on Joint Powers Agreements (JPAs). No Federal law mandates formation of non-metropolitan planning organizations. Wyoming law allows JPAs, Districts, or Regional Transportation Authorities (W.S.1977 Section 18-14-101).

The RTPA conducted a literature review, including state and federal statutes, and carried out interviews with peer communities and experts throughout the United States to understand governance options beyond the RTPO

described in the ITP. The review yielded four potential alternatives: Federally encouraged single-purpose regional body, Special District or Authority, Regional Asset District, or Merger/Consolidation of Town and County Functions. Each has advantages and disadvantages, and some options have been explored in the past (a Regional Transit Authority (RTA) in 1999 and Merger/Consolidation of joint departments in recent years). Key information regarding each option is as follows:

- Federally-encouraged single-purpose regional body (FESPRB): An RTPO is a form of a FESPRB, however there is no funding allocated to these entities in Wyoming, and WYDOT (like other state DOTs) would likely be hesitant to fiscally support an RTPO with existing Consolidated Planning Grant (CPG) funds that are shared among Casper MPO, Cheyenne MPO and WYDOT's statewide planning efforts. There is currently no Federally-encouraged single-purpose regional body unique to rural resort communities or 'gateway communities', though interviews with peer communities indicate there could be interest in pursuing Federal appropriations dedicated to addressing transportation planning and service delivery in gateway communities. An RTPO is authorized to receive grants but must establish a fiscal and administrative agent, which would most likely be Teton County given the steps the County has taken to become a direct grant recipient through the Federal Transit Administration (FTA). RTPOs must be designated by a Governor so might require an MOU with Idaho to participate; RTPOs are generally advisory to a state DOT so could advise both ITD and WYDOT.
- Special District or Authority: An RTA is a type of special authority, and Wyoming Statute permits forming RTAs as a type of Joint Powers Board. An RTA can perform both planning and operating functions and can levy a ½ mill property tax if approved by the voters. Five to nine (5 to 9) appointed board members are allowed. An RTA has the authority to receive state and federal grants as well as contract for professional and technical services. An RTA is a type of JPA under Wyoming statute, so participation from Idaho or Federal entities would be limited to non-voting membership and could be facilitated through a Memorandum of Understanding (MOU).
- Regional Asset District – these districts are typically for cultural or artistic assets, such as zoos, theaters, orchestras, and museums. Many high-performing transit agencies are referred to as Transit Districts (Denver Regional Transit District (RTD), Lane Transit District in Eugene, OR). Wyoming statute for Districts is more limiting than for both JPAs and RTA, and is for unincorporated areas, which would exclude the Town of Jackson.
- Merger/Consolidation – merging and consolidating departments has occurred in the past and has resulted in some consolidation via joint or jointly-funded departments (e.g. Pathways, Housing, Parks & Recreation, START). Through prior mergers, the Town and County Public Works and Planning Departments have remained separate, although with some jointly-funded positions. Some consolidation/coordination of transportation planning functions may be warranted no matter which option (e.g., RTA, JPA, Federally-encouraged body) is selected. A joint Transportation Department might achieve Town/County transportation planning and operational goals, but it may not advance regional transportation unless regional cooperation is explicit in staff job descriptions. If Town and County prefer to focus on the near and medium term within Teton County limits, a merger/consolidation of some transportation functions could be explored further.

Transportation is a 'derived demand'. It derives from the need or desire to conduct other activities such as work, household maintenance (chores, shopping), or recreate. As such, travel behavior is driven by employment, housing, recreation, tourism and other regional forces.

A note on START:

START Bus operates under a Joint Powers Agreement between the Town of Jackson and Teton County. While the above recommendations considered START functional needs at a high level, none of the alternatives have evaluated the potential impacts on START's governing JPA and organizational structure. START's JPA will be discussed in more detail on November 3, 2022 but is not discussed in detail in this item.

A note on funding:

The 2021 Bipartisan Infrastructure Law created approximately 40 new funding programs for infrastructure (water, transportation, broadband, etc.) for which local governments can apply directly. Through these new funding programs, USDOT has demonstrated a desire to direct more funds to local governments, as opposed to primarily through state DOTs as has been the norm since the creation of the USDOT/FHWA.

While the attached report and this recommendation focus on initial governance structure as opposed to funding, revenue generation and ability to receive grants are important considerations for the governance structure. None of the alternatives would preclude any member government from receiving grants, and under the RTPO, RTA and merger/consolidation options the entity would be authorized to receive grants as a political subdivision of the state of Wyoming or multijurisdictional group comprised of political subdivisions of Wyoming (*i.e.*, the member governments).

Peer interviews further informed these options. Key findings from research and interviews can be summarized along the following three themes:

Trajectory for Building an Effective Regional Organization. Conversations with more than one dozen transit agency, public works, MPO and regional body directors revealed that a key ingredient for success is time: time to incubate pilots, time to build regional trust and partnerships, and time for staff to build capacity and deliver quality infrastructure and services. Creating a new department or government entity should occur through a thoughtful action plan, taking steps to build partnership and staff capacity while continuing to explore feasible options. The recommendation in the ITP suggested an initial step to establish a first stage informal organization that will be solidified into a second stage, more formal, organization as transportation revenue alternatives are identified.

Functions of the Regional Decision-making Body. The functions the regional body assumes will be a balance between a planning organization (as is common in an RTPO and many MPOs) and operating or service delivery organization (such as many RTAs that primarily are transit operators). It will also need to consider the functions currently performed by various Town and County departments particularly Public Works, Pathways and START. A third finding in this category is that interviews with other gateway communities to national parks suggest there is an interest among peer communities in dedicated Federal funding for transportation needs in gateway communities.

Funding. A key recommendation of the ITP is to identify a dedicated funding stream for transportation which would trigger the movement into Phase 2 of an RTPO. Successful RTAs generally use a combination of sales and property taxes to fund transportation as each is resilient to different economic trends/downturns.

COMPREHENSIVE PLAN ALIGNMENT

The guiding vision and chapter goal for Multimodal Transportation (Chapter 7) of the Comprehensive Plan is:

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

Chapter 7 of the Comprehensive Plan Principles include:

“Principle 7.1 – Meet future transportation demand with walk, bike, carpool, transit and micromobility infrastructure”,

“Principle 7.2 – Reduce greenhouse gases from vehicles to below 2012 levels”, and

“Principle 7.3 – Coordinate transportation planning regionally. The Town and County do not have jurisdiction over all components of the transportation network, and so we must lead coordinated efforts to achieve our transportation goals. Various Federal, State, local government, and non-governmental entities fund and manage pieces of the transportation system into and within the community. Coordinating the efforts of all of these entities with the land use efforts of the community is the only way we can meet our transportation and ecosystem stewardship goals.”

These principles guide transportation planning in Teton County and the Town of Jackson, and therefore they also would guide the organizational structure and functions of the proposed regional transportation governance organization.

STAKEHOLDER ANALYSIS

Members of the Transportation Advisory Committee (TAC) have provided feedback on these high-level alternatives and potential Regional Transportation Task Force representation. TAC membership includes County Planning, Town and County Public Works, START, Pathways, WYDOT and Grand Teton National Park. Furthermore, the Regional Transportation Planning Administrator has met with planners from Teton County, Idaho and Lincoln County, Wyoming to gauge interest in regional collaboration regarding transportation planning.

FISCAL IMPACT

Staff employed a consultant to guide and advise on alternatives exploration for a not to exceed cost of \$5,000.

As stated in the ITP, the Town and County will “establish, staff and provide funding for a RTPO” in Phase 1. *Estimated* professional services needs are as follows:

Task	FY 2023	FY 2024
Initiate a regional Long-Range Transportation Plan process to establish a regional Transportation Improvement Program and policies regarding transportation planning and operations	\$100,000	\$300,000
Initiate a Regional Transportation Opportunities Study – building a technical roadmap for regional Mobility as a Service	\$100,000	\$200,000
Consulting support to the RTPA for facilitating meetings with the proposed Regional Transportation Task Force and developing an organizational growth plan.	\$100,000	TBD
Other projects as directed by ITP	n/a	TBD

These values are approximate and can be refined prior to the next budget cycle to generate a more accurate estimate. The professional services budget for the Regional Transportation Planning Administrator is currently \$123,000 for FY 2023 (ending June 30, 2023). If needed, staff can bring a formal budget amendment for FY 2023 before the Town Council and Board of County Commissioners at a future date pending the decision on the three questions for discussion today. Staff is optimistic that regional partners and/or grant opportunities may be available to assist in funding.

STAFF IMPACT

The impact of preparing this staff report and accompanying documentation was 250 hours for the Regional Transportation Planning Administrator. RTPA anticipates spending 30-50% of Calendar Year 2023 time on regional governance initiatives described in the recommendation section, including initiating regional Long-Range Transportation Plan development, a simplified UPWP for Town of Jackson and Teton County staff, and serving as staff for the proposed Regional Transportation Task Force.

LEGAL REVIEW

Gingery, Colasuonno

ATTACHMENTS

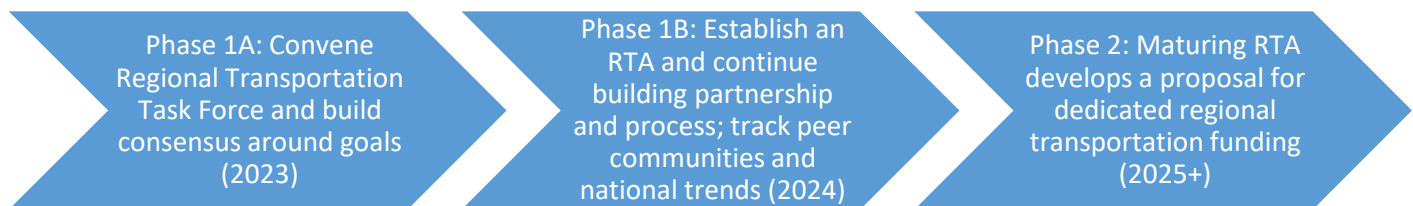
JIM Regional Transportation PowerPoint Presentation

RECOMMENDATION

Staff recommends a phased process to establishing a regional transportation governance structure for Teton County, Town of Jackson, and municipal, county and Federal partners in the region. Based on the investigation in this project, it is likely that an RTA structure will be well suited with MOUs or partnership agreements with other entities. This vision can serve as a foundation, but other potential structures or aspects of other structures will be evaluated as the desired functions are refined. The options that appear to be the best fit are developing a Joint Powers Agreement for transportation planning and operation or forming a Regional Transportation Authority (RTA) under Wyoming state statute. Either option could include developing MOUs or partnership agreements with Grand Teton National Park; the US Forest Service; Teton County, Idaho; Lincoln County, Wyoming and other partners. Based on a review of organizational charters, state and Federal statutes, and interviews with peers and colleagues, staff recommends against an RTPO as described in Federal statute (23 CFR 450.210) although it is worth further investigating some of the functions and roles of an RTPO.

Staff recommends that developing regional governance for transportation would begin with solidifying County and Town procedures and partnerships in Phase 1A. This process then allows several years to develop and deepen partnerships with Federal agencies, regional partners, and peer gateway communities. The **ultimate goal of transportation planning is to deliver quality, lasting transportation infrastructure; building partnerships and staff capacity to support existing and anticipated operations is needed to support that goal.** During Phase 1B, staff anticipates moving forward with an RTA or JPA, while allowing flexibility in Phase 1A to refine parameters of the charter.

Figure 1. Summary of Timeline for Phases 1A, 1B and 2



The initial phase will result in building partnerships and organizational capacity to lead the next phase of transportation planning and project implementation. Based on lessons learned over the first two years, the parties could choose to establish an RTA or pursue Federal-designation of a planning and contracting entity. Phase 1 will take place in two parts: 1A (2023) and 1B (2024). In Phase 1A, staff proposes to convene a Regional Transportation Task Force to guide action according to four goals:

1. **Provide a staffed forum to identify, study, recommend, and execute** solutions to regional transportation, and develop regional transportation plans in general accordance with state and federal regulations and policies.
2. **Provide an organizational framework for communication and coordination in delivery of transportation services and facilities.** At a regional level, this will be achieved by building partnerships with neighboring counties, WYDOT, relevant Federal agencies, and community stakeholders.
3. **Develop a draft and final JPA** that reflects consensus on the areas of the RTA functions and scope, membership, voting, initial funding, and related items. Identify the structure for partnerships with other entities, including their role in the decision-making process, and draft partnership agreements or MOUs.
4. **Establish initial procedures** to ensure (1) general compliance with state and federal regulations and (2) coordination across Town and County departments.

If the Board of County Commissioners and Town Council are prepared to act, staff recommends pursuing the steps outlined according to the Phase 1a, Phase 1b, and Phase 2 and general methods and timelines listed in

Table 1. A key action step is forming a Regional Transportation Task Force (*i.e.*, a stakeholder group), which would be convened to refine goals, desired outcomes, timeframe, and who is involved. It is important that this Regional Transportation Task Force is composed of elected officials and/or technical staff (like MPO, RTPo and RTA Policy Boards) and that members commit to participating throughout 2023-2024.

Table 1 below summarizes the recommended goals of Phase 1 (2023-2024).

Table 1. Initial Goals, Desired Outcomes and Timeline for Reporting

Goal	Desired Outcome/Method	Outcome Timeline
1. Provide a staffed forum to plan and execute.	A regional transportation plan for the region, modelled after MPO required Long-Range Transportation Plans (LRTP). Est. budget for consultant \$450,000-\$500,000. Develop cost allocation model and explore revenue sources.	Initiate in mid-2023 at the staff level. Complete with adoption of LRTP (18-24 month study timeline; coordinate with WYDOT and ITD LRTP timeline)
2. Provide an organizational framework for communication and coordination in delivery of public transportation services and facilities.	Establish Regional Transportation Task Force	Calendar Year 2023: meetings in April, July, October
3. Develop a JPA and related partnership agreements.	Staff will guide the Regional Transportation Task Force through each topic and draft the structure for partnership agreements (e.g. JPA, MOUs)	12-18 month process. Estimate July 2024 for final agreements to take for approval.
4. Establish initial procedures.	Staff will create a simplified Unified Planning Work Program (UPWP) related to transportation projects for FY 2024 and expand TAC regionally	July 2023 for simplified UPWP

The proposed Phase 1A will provide a staffed forum to guide regional partners toward an appropriate solution, and while it is anticipated that an RTA or JPA may be the resulting recommendation from the Regional Transportation Task Force, **this process will allow stakeholders to explore goals and functional needs and build consensus**. Reasons to pursue an RTA are that it is the available existing statute, and it provides an important level of formality to the partnership.

Staff does not recommend forming an RTPo as proposed in the ITP. If the federal government passes more robust legislation encouraging (or requiring) formation of RTPOs that brings additional funds to planning and capital construction in rural/non-metropolitan regions, then having an existing RTA or JPA would allow the region to build on existing work/functions and perform the range of federal planning duties an RTPo is required to perform. For any JPA, RTA or RTPo alternative, a fiscal and administrative agent is needed. An RTA, as a Joint Power Authority, can perform or contract for legal, administrative, and technical services. If a new organization evolves through the phased plan (Phase 1A, 1B, 2 in Figure 1), eventually grant administration, general counsel, human resources and other organizational administration functions could be housed within that new entity.

Table 2 lists the local, state and federal partners that staff recommends could be invited to the task force. Each invitee will be invited to select one elected or appointed (staff) official to participate in the Task Force.

Table 2. Proposed Regional Transportation Task Force Invitees
Teton County, WY
Town of Jackson
Lincoln County WY
Town of Alpine, WY
Teton County, ID
City of Driggs, ID
City of Victor, ID
Sublette County, WY
Town of Pinedale, WY
WYDOT District 3
WYDOT Planning
Grand Teton National Park
Yellowstone National Park
US Forest Service
ITD District 6

SUGGESTED MOTION

Teton County:

I move to direct staff to convene a Regional Transportation Task Force comprised of those listed in Table 2 for the calendar year 2023 that will accomplish the below and regularly report back to the Council and Commission on its progress:

1. Identify, study, and provide recommendations for developing regional transportation plans in general accordance with state and federal regulations and policies;
2. Build regional partnerships with neighboring counties, WYDOT, relevant Federal agencies, and community stakeholders;
3. Develop a recommended outline of a JPA;
4. Identify the structure for partnerships with other entities, including their role in the decision-making process, and develop a recommended outline of necessary agreements with those entities; and
5. Establish initial procedures to ensure general compliance with state and federal regulations and coordination across Town and County departments.

Town of Jackson: Same motion



Regional Transportation Governance

Joint Information Meeting

October 3, 2022

Charlotte Frei, PhD, PE

Outline

- Process & Background
- High-level governance alternatives
- Examples
- Peer Interview Results
- Goals
- Recommendation
- Suggested Motion

Three questions for discussion today

1. Are the four high-level **goals** for Phase 1 acceptable?
2. What general form should regional transportation **governance** take?
3. Who should be involved in Phase 1 (2023-2024)?

Process/Background

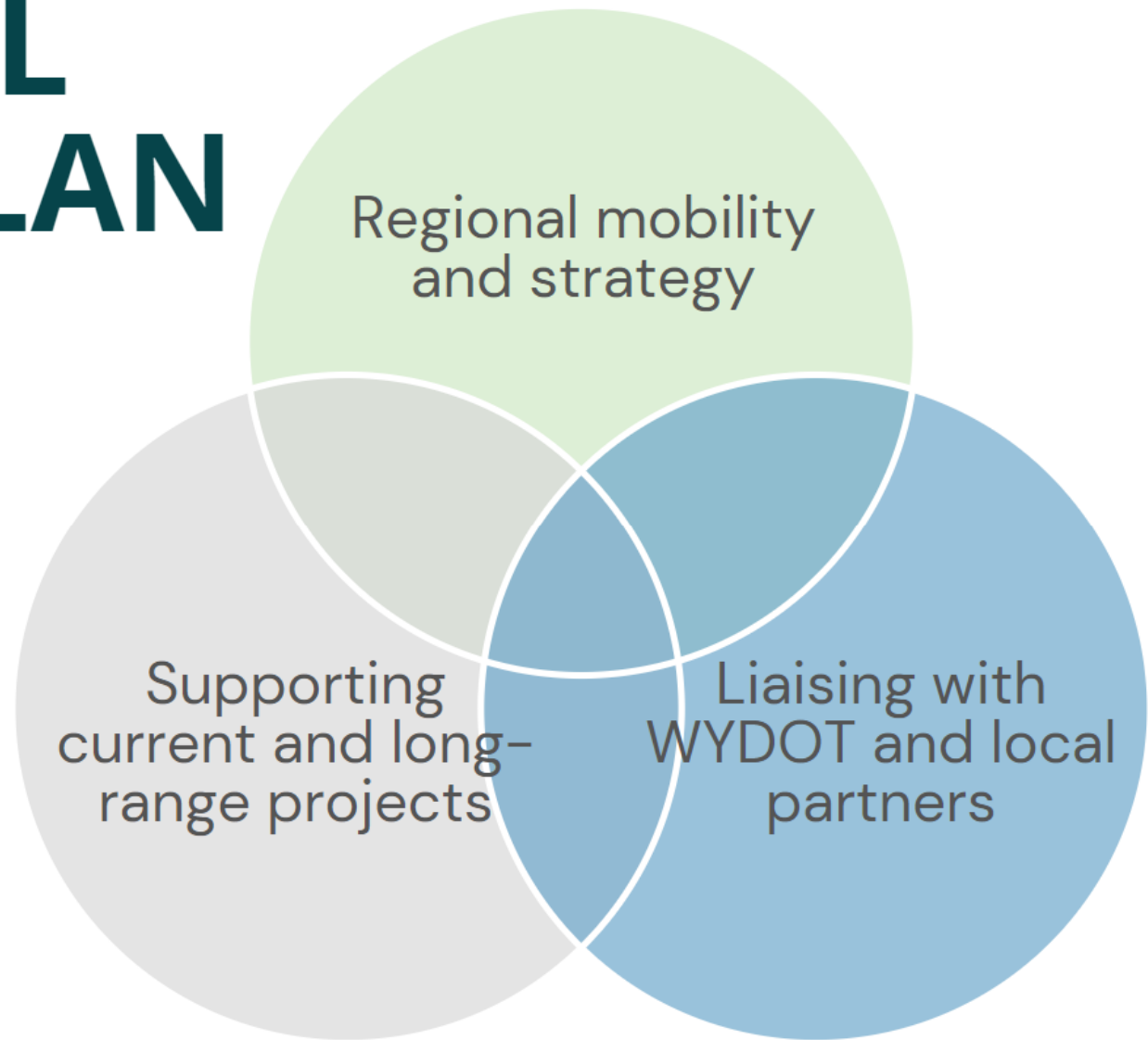
- Reviewed ITP and Comp Plan
- Interviews with peer communities and professional organizations
- Conversations with colleagues
- *have many example MOUs, JPAs, governance documents as a result of this process



Regional Transportation Planning Administrator Role

- Started in March 2022
- ITP Implementation Lead evolved into RTPA

GENERAL WORKPLAN



Chapter 7. Multimodal Transportation

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

What does this chapter address?

Principle 7.1 - Meet future transportation demand with walk, bike, carpool, transit, and micro-mobility infrastructure.

Principle 7.2 - Reduce greenhouse gasses from vehicles from 2012 levels

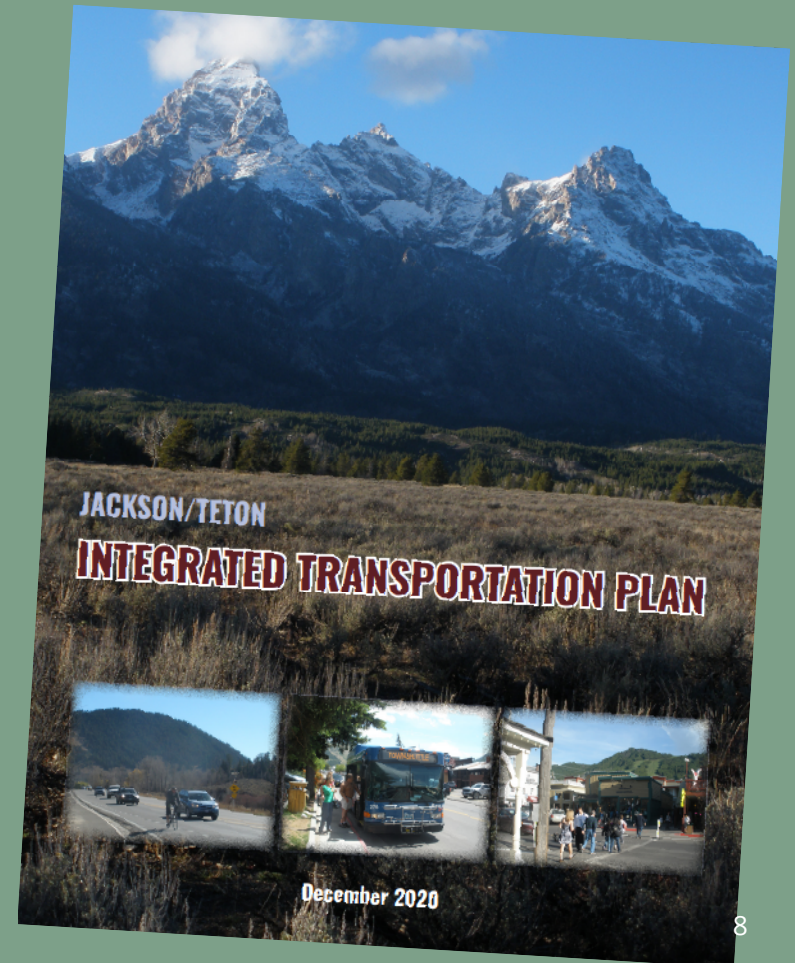
Principle 7.3 - Coordinate transportation planning regionally

Why is this chapter addressed?

A transportation system oriented toward single-occupancy automobiles is inconsistent with our Common Values of Ecosystem Stewardship, Growth Management, and Quality of Life. 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.

Challenges that regional governance seeks to solve (ITP, p 45)

- “Need for continuous, routine planning and focus on transportation issues”
- “Set stage for dedicated, regional funding source”
- Implement and monitor the ITP
- Improve coordination between region and State of Wyoming
- Suggested a Regional Transportation Planning Organization (RTPO)



“Guide to Successful Local Government Collaboration in America’s Regions”

provided a useful list of the range of structures

John Parr, Joan Riehm, and Christiana McFarland. National League of Cities, Washington DC 2004, copyright 2006. Produced through the NLC CitiesFutures Program and the Alliance for Regional Stewardship.

Spectrum of Collaboration Options



What we are NOT discussing

- START
- Funding
- Service planning or routing
- HOV lanes

Regional Stakeholders

Teton County, WY
Town of Jackson
Lincoln County, WY
Town of Alpine, WY
Teton County, ID
City of Driggs, ID
City of Victor, ID
Sublette County, WY
Town of Pinedale, WY
WYDOT District 3
WYDOT Planning
Grand Teton National Park
Yellowstone National Park
US Forest Service
ITD District 6

Alphabet Soup

- MPO – Metropolitan Planning Organization
- STIP (TIP) - Statewide (Transportation Improvement Program)
- LRTP – Long-range Transportation Plan
- TDM – Travel Demand Model
- RTPO – Regional Transportation Planning Organization
- RTA – Regional **Transportation** Authority

Peer Interviews

- Aspen, CO (RFTA)
- Estes Park, CO
- St. George, UT (5 County COG & Dixie MPO)
- Flagstaff, AZ (NAIPTA and NACOG)
- Park City, UT
- Casper, WY (MPO)
- Cheyenne, WY (MPO)
- Lake Tahoe (CA and NV have collaborated closely)
- Downeast Transit - Bar Harbor, Maine (Acadia)
- Muir Woods NP (service by Marin Transit)
- YARTS – Yosemite Area Regional Transportation System- managed by Merced County Association of Governments
- City of Visalia, CA (Sequoia Shuttle)
- Buckeye Hills Regional Council/NADO
- *Conversed with WYDOT, NPS, FHWA, US Senator Lummis*

RTPOs are modelled after MPOs

MPOs:

- Mandated by Federal Highway Act of 1962
- Mandated the 3-C process: Continuing, cooperative, and comprehensive
- Typically consist of policy committee, technical committee and professional staff
- Required documents: Regional Transportation Plan (RTP), Transportation Improvement Plan (TIP)
- Also typically generate a unified or simplified work plan
- Manage **planning** to influence/coordinate capital expenditures – do not manage construction
- **Our region does NOT qualify as an MPO** – census versus effective population



North Front Range
Metropolitan
Planning
Organization



Many MPOs/RTPOs are multipurpose bodies

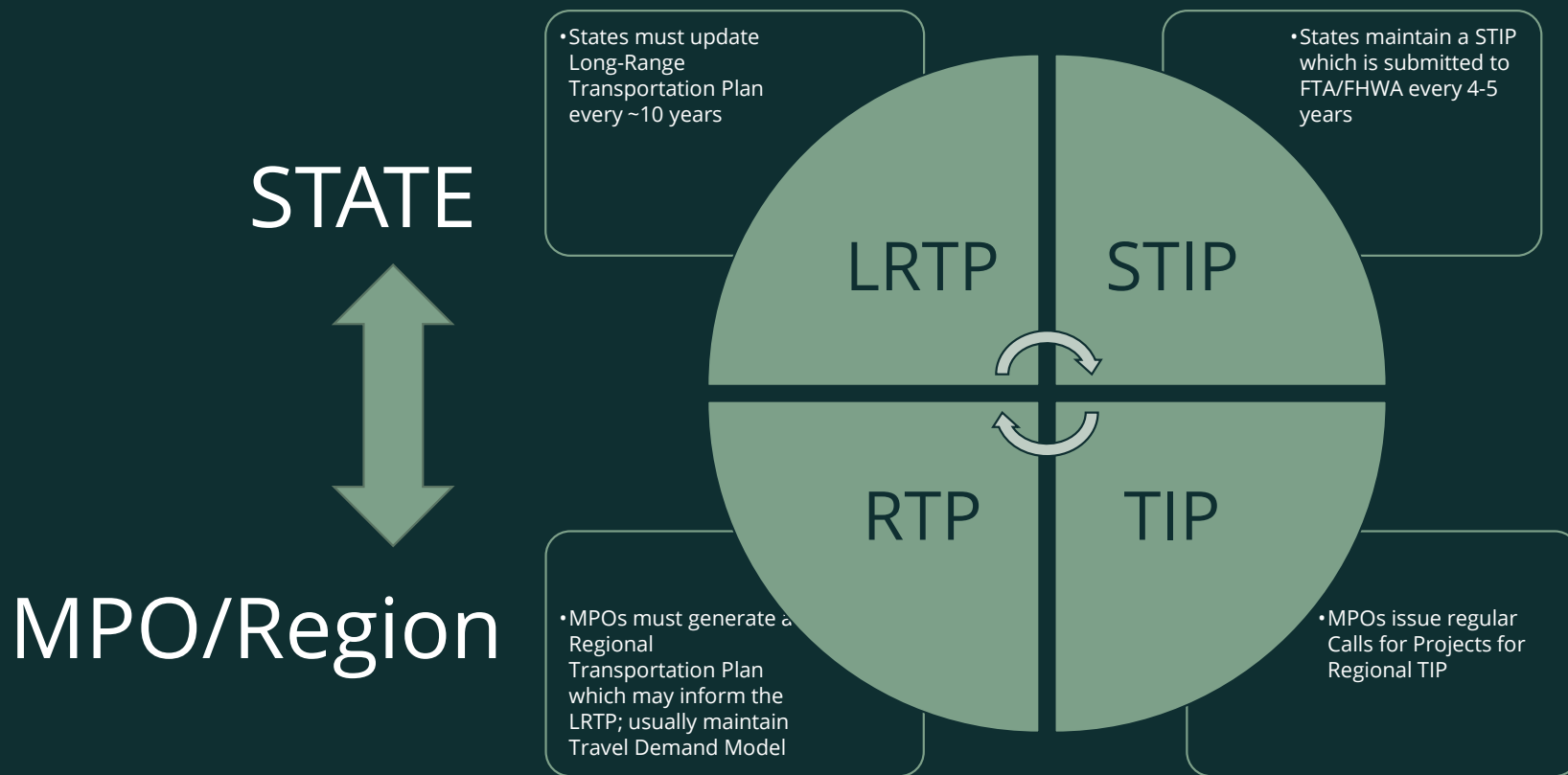
- Transportation planning
- Regional economic development
- Land use planning
- Air quality
- Water quality
- Housing/Affordable Housing
- Area Agencies on Aging/Senior Services
- Etc.



Chicago Metropolitan
Agency for Planning



Metropolitan planning process & Statewide process



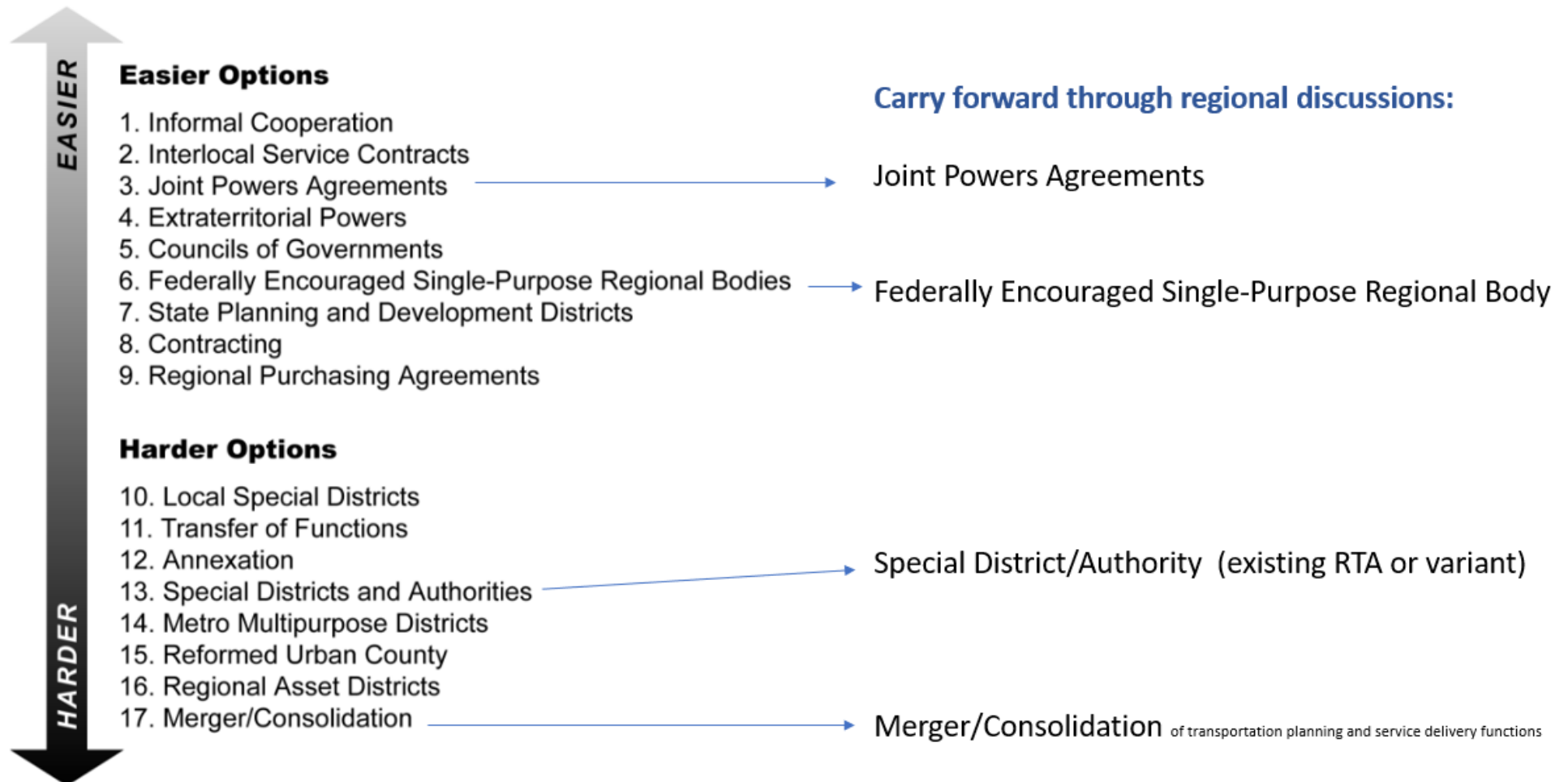
RTPOs



WY Governance Considerations

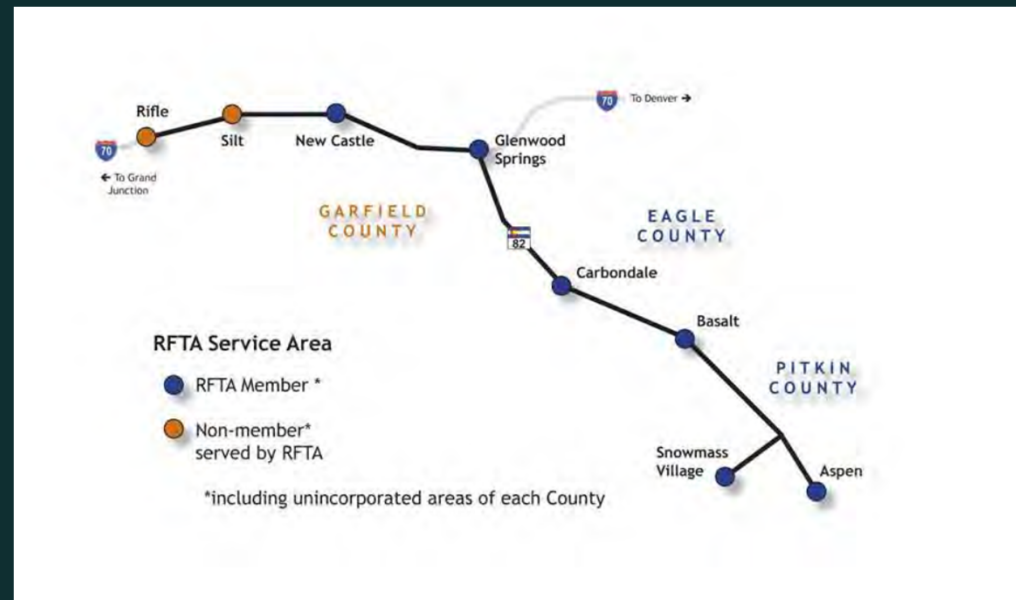
- Most options implemented through JPA
- Functions of the regional body: planning, operations, implementation
- Ability to pursue and manage Federal and state grants; revenue opportunities
- Decision-making and representation

Spectrum of Collaboration Options



Special District (RTA or other)

- Statute exists to form Regional Transportation Authority
- **Pros:** Meets the functional needs identified by ITP and staff; Has broad responsibilities; suited for implementation
- **Cons:** No permanent dedicated revenue in existing statute; statute limits to WY only – others could be ex officio; typically appointed boards as JPB



Source: Dan Blankenship (2022)

Federally-encouraged single/multi purpose body: RTPO

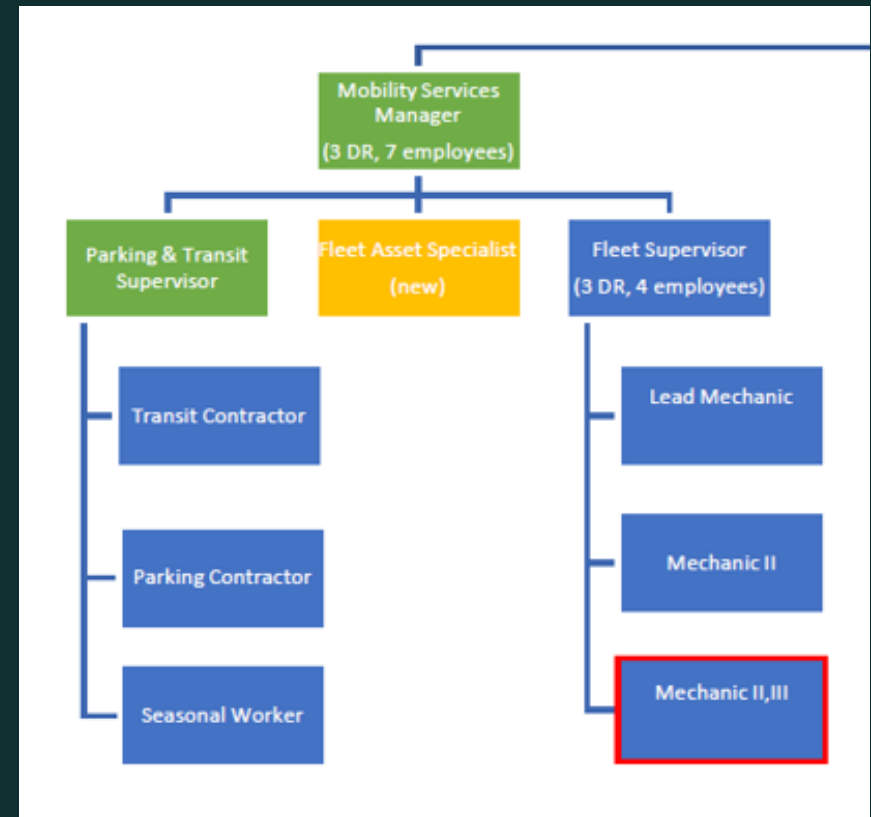
- **Examples:** MPOs and RTPOs
- **Pros:** Federal recognition; MPOs and statewide planning processes can be modified; can create an informal collaboration through MOUs
- **Cons:** RTPO is planning focused; no dedicated funding stream; WYDOT not leading a statewide effort
- **Preliminary Conclusion:** try regional solution before escalating to state legislatures and Federal appropriation or infrastructure bill



TRPA was formed in 1969 through amended bi-state compact; bi-state commissions typically require state and Federal approval/involvement

Merger/consolidation of functions

- **Examples:** Town of Estes Park restructured Town Public Works to support contracts for transportation services
- **Pros:** staff are already performing many functions of a transportation department; would resemble organizational restructure
- **Cons:** Joint Departments bring complexity; regional collaboration would need to be designed into the job responsibilities if desired



Town of Estes Park (pop ~7,000) recently reorganized all transportation under Department of Public Works; Transit is through contract with ROMO/RATP Dev

Examples

Mountain Rides Transportation Authority

(Sun Valley, ID)

- Joint Powers Agreement extended every 4 years
- Governing board consists of one appointed official from 6 municipalities, one Blaine County appointee, and one at-large appointee
- Elected officials not excluded from membership
- Population of Blaine County, ID: **22,729**

2. Transportation Authority Membership.

The governing Board of Directors of the Authority (the “Board”) shall be configured as defined below:

- A. Subject to sub-paragraph E below, two (2) members from the City of Ketchum and two (2) members from the City of Sun Valley shall be appointed by the Mayors of Ketchum and Sun Valley with the concurrence of the City Council of each city.
- B. Subject to sub-paragraph E below, one (1) member each to be appointed by the Mayors of Hailey, and Bellevue with the concurrence of the City Council of each such City. The Board may also include one (1) member to be appointed by the Mayor of Carey as determined by the Board.
- C. Subject to sub-paragraph E below, one (1) member from Blaine County to be appointed by the Board of County Commissioners.
- D. One “Member-at-Large.” The Authority will solicit nominations from a variety of organizations and individuals that it deems appropriate and have an interest in multi-modal transportation to fill this position, and such selection shall be made by the Board.
- E. Parties will join and become voting members of the Board upon execution of this Agreement by its respective governing body.
- F. The Mayors, Council Members, Commissioners and employees of the Parties hereto shall not be excluded from membership on the Authority by virtue of their relationship with the Cities and County involved.
- G. Employees, directors, shareholders, partners, owners and others with financial interests in any business, company or entity which the Authority has employed or contracted with to provide equipment or services shall be subject to the Authority’s Conflict of Interest Policy as it may be amended from time to time.

Roaring Fork Transportation Authority (RFTA)

- Formed as an IGA in 1984; merging services between Aspen and Pitkin County
- 1997: RTA Enabling legislation passed in Colorado to allow for dedicated funding source (County and Municipal sales taxes)
- Board of Directors: elected officials from constituent Towns and Counties; appoint a Director and Alternate Director
- 2019 statistics:
 - 5.4 million passengers
 - **385 employees** during peak winter season
 - \$47 million budget
 - 70-mile corridor (40 Aspen-GS, 30 GS-Rifle)
 - 34-mile Rio Grand Rail Corridor and Trail
- Many elements in IGA are designed to build consensus, e.g. supermajority voting requirement, any 3 members can veto



Source: RFTA 2019 Strategic Plan

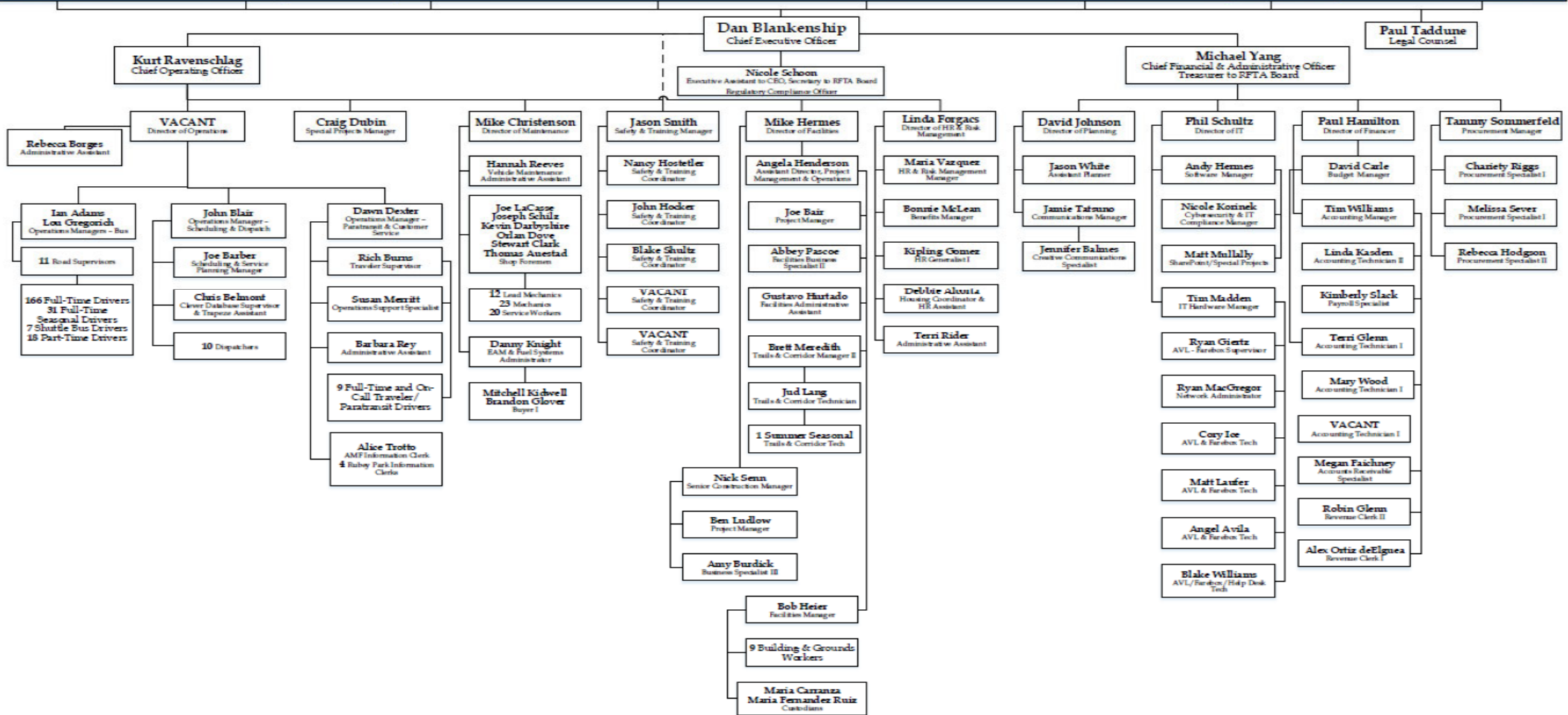
Public as Owners (Voters & Tax-Payers)

Regional RFTA Member Jurisdictions

City of Aspen City of Glenwood Springs Town of Basalt Town of Carbondale Town of New Castle Town of Snowmass Village Eagle County Pitkin County

RFTA Board of Directors & Alternates

Torre Ward Hauenstein Jonathan Godes Shelley Kaup Bill Kane, Vice-Chair Gary Tennenbaum Dan Richardson, Chair Ben Bohmfalk Art Riddile Scott Owens Alyssa Shenk Bill Madsen Jeanne McQueeney Kathy Chandler-Henry Greg Poschman Francie Jacober





STAFF ORGANIZATION CHART

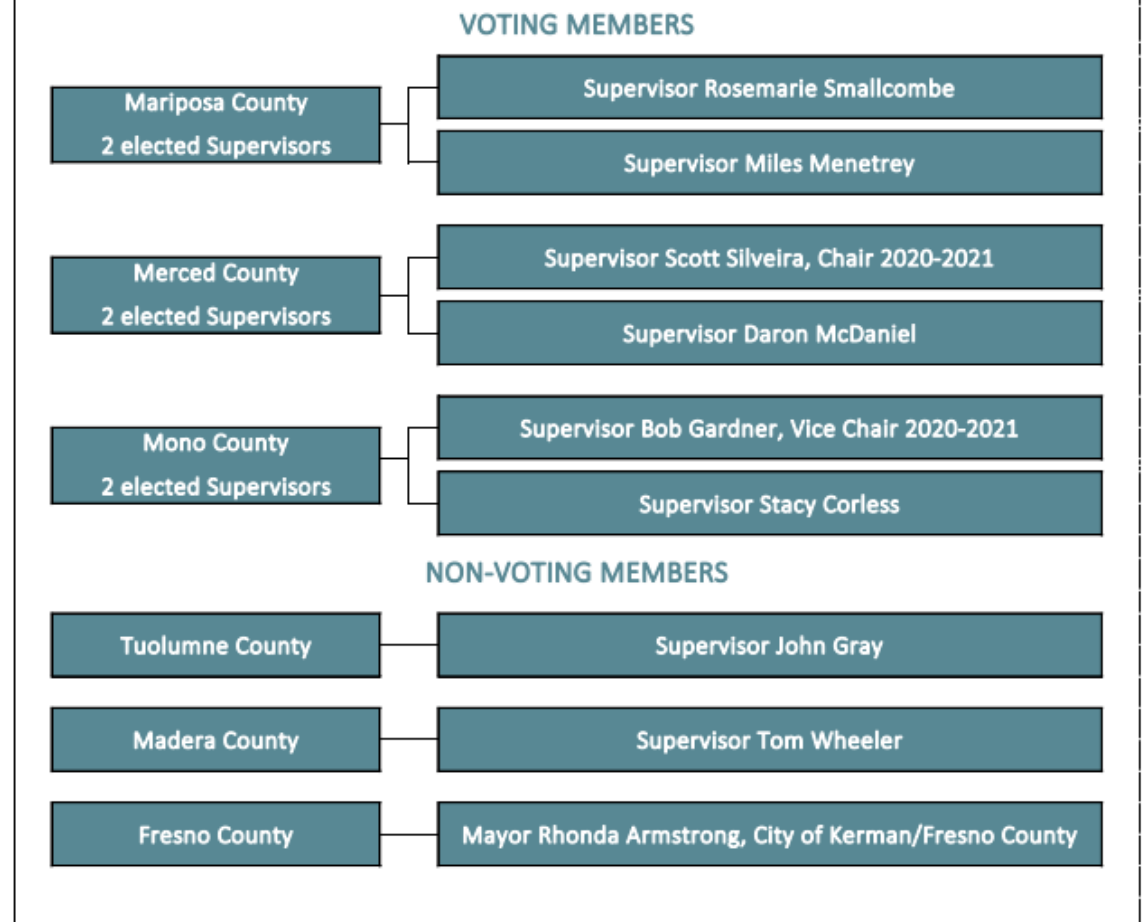


- Census Population: 1.5MM across 6 counties (Merced, Mariposa, Tuolumne, Mono, Madera and Fresno)
- COGs/AOG ~ analogous to JPA in WY
- Provides functions that are better managed regionally

MCAG administers and operates YARTS

- Policy board of elected officials oversee Yosemite Area Regional Transportation System (a separate JPA staffed by MCAG staff)
- County Supervisor is California terminology for County Commissioner
- Cautions: sustainable funding plans; cost allocation; maintenance agreements among partners
- Voting members contribute funding to YARTS

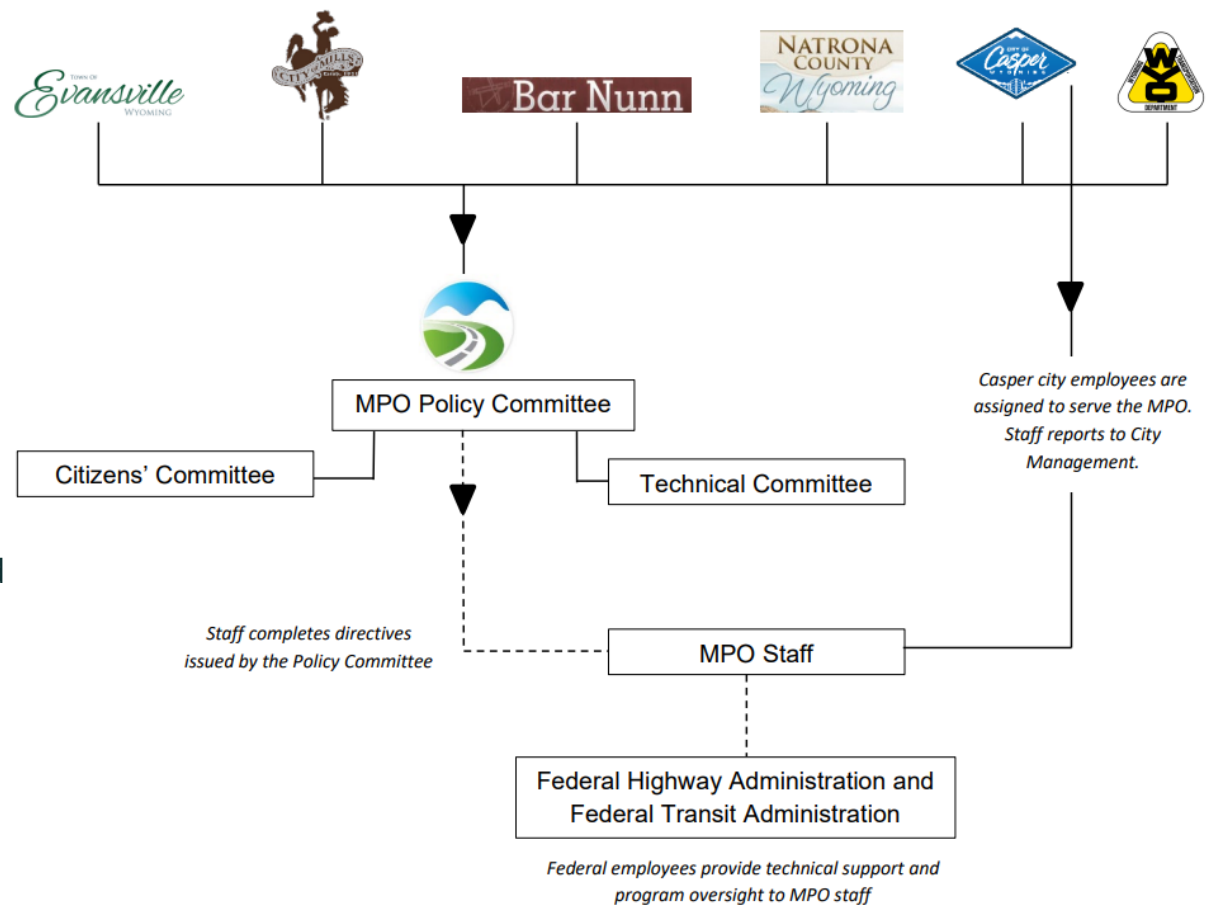
Figure 1: YARTS 2020-21 Board of Directors



Source: YARTS 2021 Strategic Plan

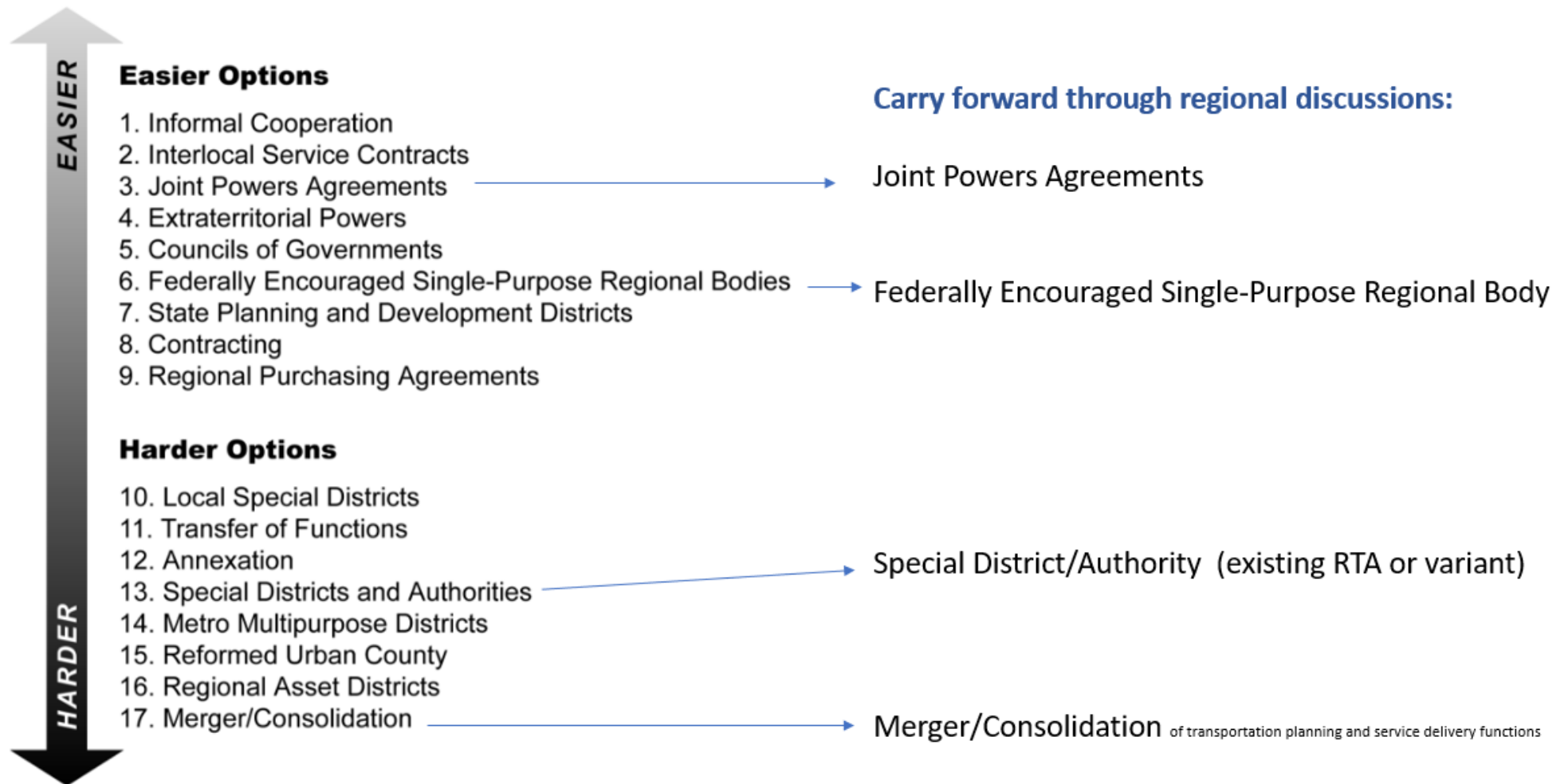
Casper Area MPO

- Policy committee includes WYDOT
- Local govt financial contribution proportional to population, but equal decision makers
- Policy Committee: each municipality and county is represented by an elected official or staff member (e.g. Community Development Director)
- Casper has 2 officials on Policy and Technical Committees and contributes 73% of the 9.41% local match
- Require member governments to conform to TIP, LRTP and UPWP to receive Federal funds



Source: Casper Area MPO

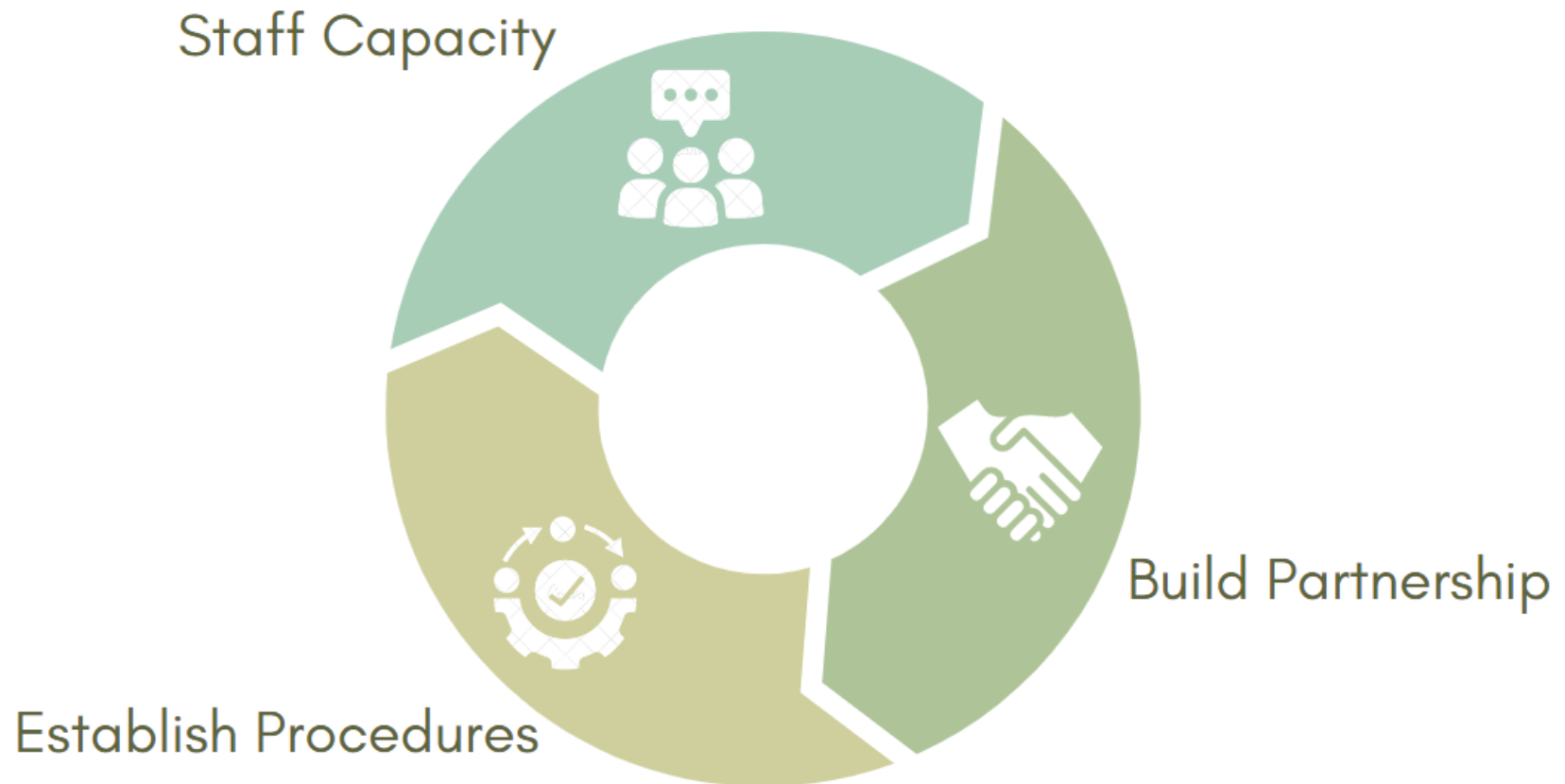
Spectrum of Collaboration Options



Summary of Alternatives

Form	Pros	Cons
JPA	Many existing examples; can draft broadly ; 'all roads lead to JPA'	Limited to WY
Federally-encouraged single-purpose regional body (RTPO)	Can use existing best practices for MPOs/RTPOs; could address other regional issues as relate to transportation (tourism, housing); can create through MOUs	No federal mandate or funding; need buy-in and designation at state level; may take an act of US Congress to formalize bi-state
Special District Or Authority (Regional Transportation Authority)	Existing statute; offers level of formality; broad range of duties including planning and operations; better suited for implementation	Limited to WY voting membership; other revenue alternatives need to be explored
Merger/consolidation	Familiar existing structure to Town and County	If regionalism is a goal, design into staff job descriptions and processes

Interview findings



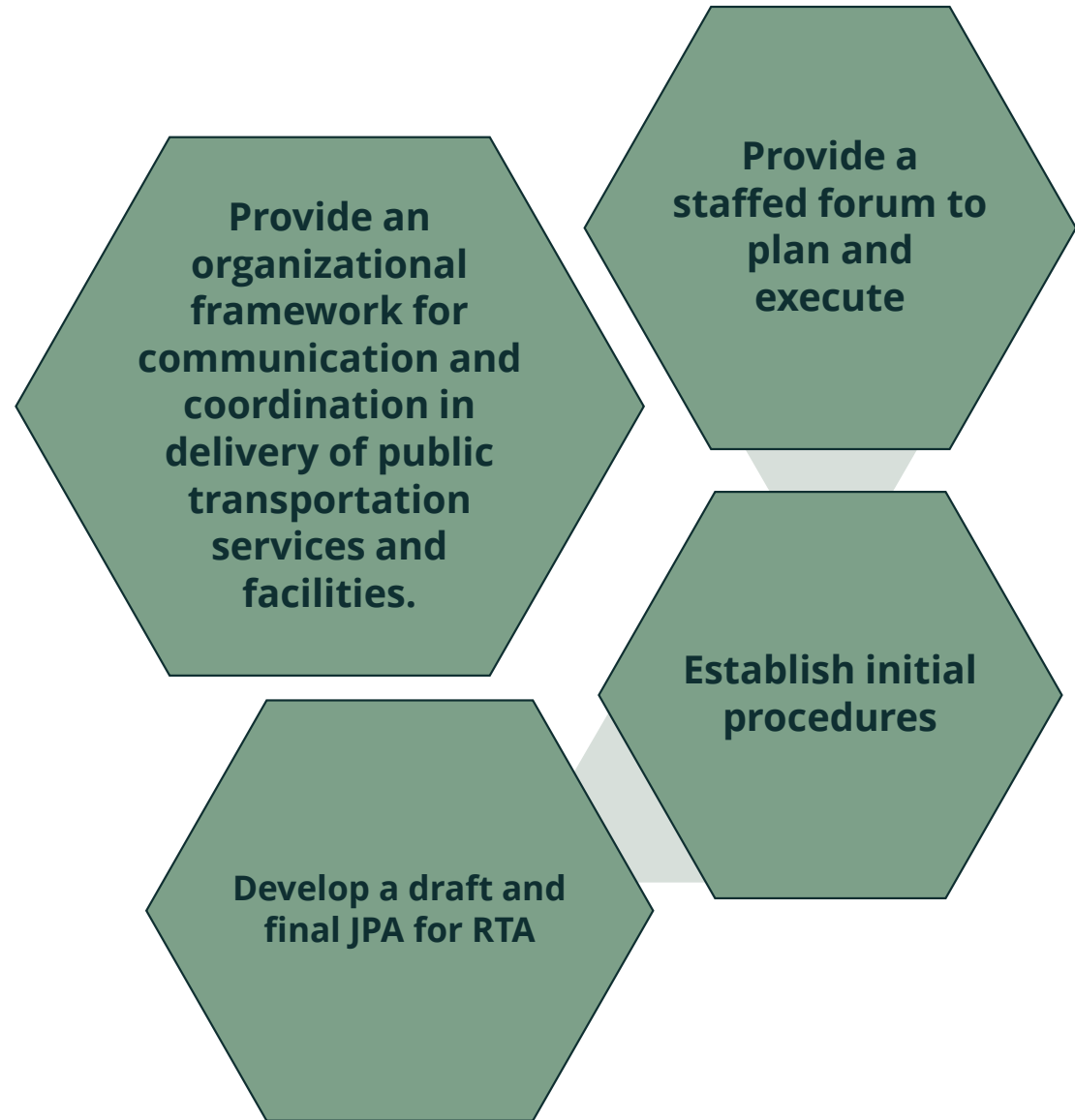
Recommendation

Three questions for discussion today

1. Are the four high-level **goals** for Phase 1 acceptable?
2. What general form should regional transportation **governance** take?
3. Who should be involved in Phase 1 (2023-2024)?

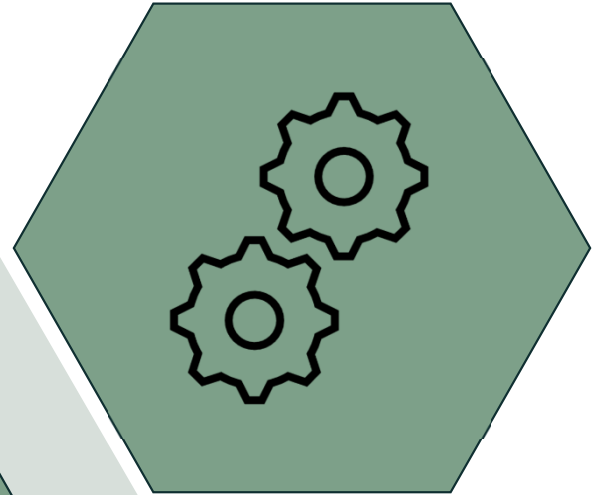
Initial Goals

- Identified through peer interviews, discussions with staff, and literature review



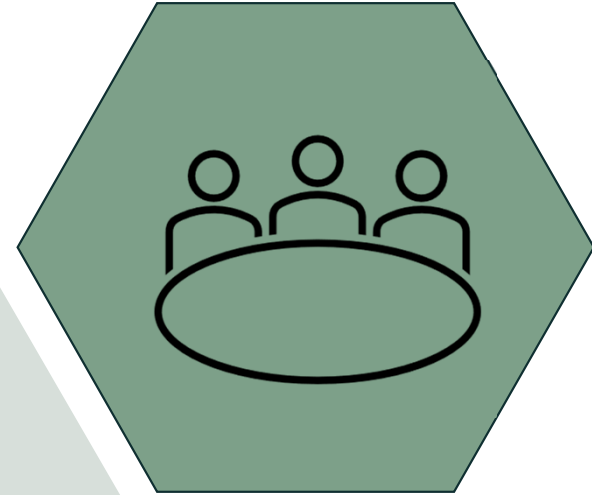
Goal 1

Provide an organizational framework for communication and coordination in delivery of transportation services and facilities. At a regional level, this will be achieved by building partnerships with neighboring counties, WYDOT, relevant Federal agencies, and community stakeholders



Goal 2

Provide a staffed forum to identify, study, recommend, and execute solutions to regional transportation, and develop regional transportation plans in general accordance with state and federal regulations and policies.

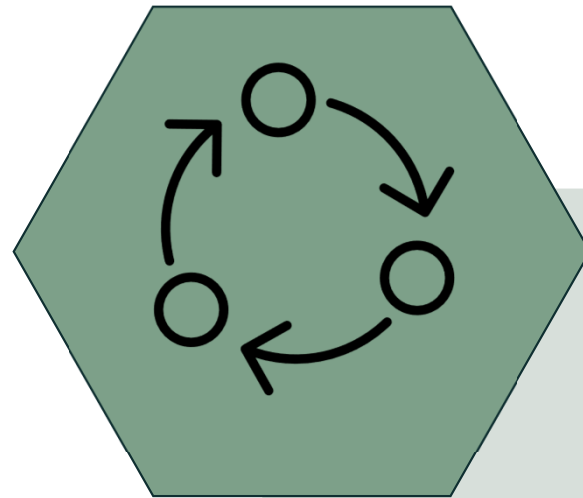


Goal 3

Develop a draft and final JPA that reflects consensus on the areas of the **RTA** functions and scope, membership, voting, initial funding, and related items. Identify the structure for partnerships with other entities, including their role in the decision-making process, and draft partnership agreements or MOUs.



Goal 4



Establish initial procedures to ensure (1) general compliance with state and federal regulations and (2) coordination across Town and County departments

Recommended 1st Governance Step: RTA

- Goal 3 involves drafting a JPA
- Phased approach will allow flexibility, demonstrate commitment, and reveal challenges to WY and ID Congressional delegations

Form	Pros	Cons
Federally-encouraged single-purpose regional body (RTPO)	Can use existing best practices for MPOs/RTPOs; could address other regional issues as relate to transportation (tourism, housing); can create through MOUs	No federal mandate or funding; need buy-in and designation at state level; may take an act of US Congress to formalize bi-state
Special District Or Authority (Regional Transportation Authority)	Existing statute; offers level of formality; broad range of duties including planning and operations; better suited for implementation	Limited to WY voting membership; other revenue alternatives need to be explored

Recommendation: Phased Approach

Phase 1A: Convene Regional Transportation Task Force and **build consensus** around initial goals and strategic vision (2023)



Phase 1B: Establish an **RTA/JPA** and **continue building partnership and process**; track peer communities and national trends (2024)



Phase 2: Maturing RTA/JPA **develops a proposal for dedicated regional transportation funding** (2025+)

Regional Transportation Task Force

Convene **3-4 meetings** to discuss

- Regional transportation goals
- Functions
- Decision-making process
- Provides opportunity for Task Force to **evolve**
- **First step** in a multistep process

Table 2. Regional Transportation Task Force Invitees

Teton County, WY
Town of Jackson
Lincoln County, WY
Town of Alpine, WY
Teton County, ID
City of Driggs, ID
City of Victor, ID
Sublette County, WY
Town of Pinedale, WY
WYDOT District 3
WYDOT Planning
Grand Teton National Park
Yellowstone National Park
US Forest Service
ITD District 6

Near Term Action Items

- If Town Council and BCC approve a motion to proceed, RTPA will develop an action plan toward these 4 goals
- Other action items will be shaped by proposed Regional Transportation Task Force
 - Request **2-year commitment** from members (2023-2024)

Table 1. Goals, Desired Outcomes and Timeline

Goal	Desired Outcome/Method	Outcome Timeline
1 Provide a staffed forum to plan and execute.	A regional transportation plan for the region, modelled after MPO required Long-Range Transportation Plans (LRTP). Est. budget for consultant \$450K-\$500K. Develop cost allocation model and explore revenue sources.	Initiate in mid-2023 at the staff level. Complete with adoption of LRTP (18-24 month study timeline; coordinate with WYDOT and ITD LRTP timelines)
2 Provide an organizational framework for communication and coordination in delivery of transportation services and facilities.	Establish Regional Transportation Task Force	Calendar Year 2023: meetings in April, July, October
3 Develop a JPA and related partnership agreements.	Staff will guide the Regional Transportation Task Force through each topic and draft the structure for partnership agreements (e.g. JPA, MOUs)	12-18 month process. July 2024 for final agreements to take for approval.
4 Establish initial procedures.	Staff will create a simplified Unified Planning Work Program (UPWP) related to transportation projects for FY 2024 and expand TAC regionally	July 2023 for simplified UPWP

Suggested Motion

County:

I move to direct staff to convene a Regional Transportation Task Force comprised of those listed in Table 2 for the calendar year 2023 that will accomplish the below and regularly report back to the Council and Commission on its progress:

1. Identify, study, and provide recommendations for developing regional transportation plans in general accordance with state and federal regulations and policies;
2. Build regional partnerships with neighboring counties, WYDOT, relevant Federal agencies, and community stakeholders;
3. Develop a recommended outline of a JPA;
4. Identify the structure for partnerships with other entities, including their role in the decision-making process, and develop a recommended outline of necessary agreements with those entities; and
5. Establish initial procedures to ensure general compliance with state and federal regulations and coordination across Town and County departments.

Town – same motion

Table 2. Regional Transportation Task Force Invitees

Teton County, WY
Town of Jackson
Lincoln County, WY
Town of Alpine, WY
Teton County, ID
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WYDOT Planning
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US Forest Service
ITD District 6