

Joint Information Meeting

TOWN COUNCIL & COUNTY COMMISSIONER MEETING

August 7, 2023

1:30 PM

Commission Chambers

Chair: Luther Propst

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/86782565403>

If the link does not work, join at zoom.com with Webinar ID **867 8256 5403**

or join by phone **+1 669 900 6833** with Webinar ID **867 8256 5403**

II. CALL TO ORDER, ROLL CALL, AND ANNOUNCEMENTS

III. 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@tetoncountyywy.gov.

IV. CONSENT CALENDAR

A. Meeting Minutes

1. July 10, 2023 Special Joint Information Meeting
2. July 12, 2023 Special Joint Information Meeting
3. July 13, 2023 Special Joint Information Meeting

V. DISCUSSION/ACTION ITEMS

- A. Consideration of RFP for Affordable & Workforce Housing Development at 90 Virginian Lane
- B. Status Update on Regional Transportation Task Force

VI. MATTERS FROM COUNCIL, COMMISSIONERS AND STAFF

VII. PROPOSED ITEMS FOR FUTURE JOINT INFORMATION MEETINGS

Sep JIM - RFP for Affordable & Workforce Housing Development at 90 Virginian Lane (second meeting)

Oct JIM - RFP for Affordable & Workforce Housing Development at 90 Virginian Lane (third meeting)

VIII. 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**

JULY 10, 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 1:31 P.M.

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

COUNTY COMMISSIONERS: Luther Propst, Chair, Natalia Macker, Vice-Chair, Wes Gardner, and Mark Newcomb were present. Greg Epstein joined via Zoom.

TOWN COUNCIL: Mayor Hailey Morton Levinson, Vice-Mayor Arne Jorgensen, and Jim Rooks were present. Jonathan Schechter joined via Zoom, and Jessica Sell Chambers joined the meeting at 1:54 P.M.

STAFF: Maureen Murphy, Chris Neubecker, Ryan Hostetter, Alyssa Watkins, Tyler Sinclair, April Norton, Abigail Moore, Leah Colasuonno, Steve Ashworth, Keith Gingery, Amy Ramage, Charlotte Frei, Roxanne Robinson, and Chalice Weichman.

II. PUBLIC COMMENT

There was no public comment.

III. CONSENT AGENDA

A. Minutes

- a. 6-12-23 Minutes
- b. 6-14-23 Minutes

B. JHTTB Budget Amendment

C. Highway 22 NEPA Letter

Item C, the Highway 22 NEPA Letter was pulled from consent.

On behalf of the County, a motion was made by Commissioner Macker and seconded by Commissioner Newcomb to approve the consent agenda which includes the minutes from 6-12-2023 and 6-14-2023; and item B: Jackson Hole Travel and Tourism Board Budget Amendment. Chair Propst 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 Rooks and seconded by Councilmember Jorgensen to approve the consent agenda which includes the minutes from 6-12-2023 and 6-14-2023, and item B: Jackson Hole Travel and Tourism Board Budget Amendment.

Charlotte Frei, Regional Transportation Planning Administrator, answered questions from the Commission and Council about item B.

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

IV. MATTERS FROM COUNCIL, COMMISSION, AND STAFF

C. Highway 22 NEPA Letter (PULLED FROM CONSENT)

Public comment was made by Tim Young.

Charlotte Frei, Regional Transportation Planning Administrator, answered questions from the Board.

On behalf of the County, a motion was made by Commissioner Newcomb and seconded by Commissioner Macker to Continue this letter to the Wednesday, July 12, 2023 Special JIM meeting. Chair Propst 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 Jorgensen and seconded by Councilmember Rooks to Continue this letter to the Wednesday, July 12, 2023 Special JIM meeting. Mayor Morton Levinson called for a vote. The vote showed all in favor and the motion carried for the Town.

a. Fiscal Year 2024 Long Range Planning Work Plan

Ryan Hostetter, Senior Long-Range County Planner, presented to the Council and the Commission the Fiscal Year 2024 Joint Long-Range Work Plan for final discussions and adoption.

Councilmember Chambers joined the meeting at 1:54 P.M.

Public comment was made by Michael Stern and Michelle Heaton.

On behalf of the County, a motion was made by Commissioner Newcomb and seconded by Commissioner Macker to approve the proposed FY 24 Implementation Work Plan.

Commissioner Propst proposed a friendly amendment to accept the recommendation from the Historic Preservation Board to add Historic Preservation LDRs as a future, non-budgeted and unscheduled task. Commissioner Newcomb, the motion maker, and Commissioner Macker, the second to the motion, accepted the friendly amendment.

Chair Propst called for a vote on the motion with the friendly amendment. 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 Jorgensen to approve the proposed FY 24 Implementation Work Plan.

A friendly amendment was made by Councilmember Schechter to add to the long-range planning department's workplan that long-range planning staff meets with each of the 10 elected officials, asking us three basic questions:

- a. To do our governance jobs well, what do we want to know about our community?
- b. What format do we need for that information to work for us?
- c. What time frame do we need to receive it in?

The friendly amendment was not accepted by the motion maker.

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

b. 90 Virginian Land Acquisition - Bond Financing Terms

April Norton, Housing Director, presented to the Council and Commission the selection of a lender for the acquisition of 90 Virginian Lane.

90 Virginian Lane is a 5.15-acre parcel of land located within the Town of Jackson. It is currently zoned Neighborhood High ("NH-1") and is one of the few large, mostly vacant parcels of land that is appropriately zoned for affordable workforce housing. As of April 2023, the Jackson/Teton County Housing Authority is under contract to purchase the property for \$28 million. To acquire the land, the Housing Authority will utilize \$10 million in existing funding and bond for \$18 million to complete the transaction. Bonds are used by government entities to raise money. In this case, the Housing Authority will issue bonds to raise money to purchase the property and will agree to pay the purchaser back the face value of the loan (\$18 million), plus interest.

Public comment was given by

On behalf of the County, a motion was made by Commissioner Newcomb and seconded by Commissioner Gardner to direct staff to negotiate a bond placement with Bank of Oklahoma Financial. Chair Propst 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 Jorgensen to direct staff to negotiate a bond placement with Bank of

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

c. START Joint Power Agreement

Bruce Abel, Transit Director for START, presented to the Board for consideration of approval requested updates to the joint powers agreement (“JPA”) creating the Southern Teton Area Rapid Transit (“START”) system.

On December 5, 2022, the Jackson Town Council (Council”) and Teton County Board of County Commissioners (“Commissioners”) met to discuss the JPA establishing START. At that time, staff presented both review of the history of START and the JPA (and its three amendments), as well as the START Board’s requested changes to the JPA.

There was no public comment.

On behalf of the Town, a motion was made by Councilmember Jorgensen and seconded by Councilmember Chambers to approve the staff recommended version, Attachment Three, with the changes discussed at this meeting and direct staff to bring back a final version at the August JIM for final approval. Mayor Morton Levinson called for a vote. The vote showed all in favor and the motion carried for the Town.

On behalf of the County, a motion was made by Commissioner Newcomb and seconded by Commissioner Macker to approve the staff recommended version, Attachment Three, with the changes discussed at this meeting and direct staff to bring back a final version at the August JIM for final approval. Chair Propst called for a vote. The vote showed all in favor and the motion carried for the County.

d. Joint Department Funding Review Process

Alyssa Watkins, Board of County Commissioners Administrator, presented to the Council and Commission a request from the May 1, 2023 Joint Information Meeting (JIM) for staff to bring back a recommendation regarding establishment of a committee to address Joint Town/County Department funding.

There was no public comment.

On behalf of the Town, a motion was made by Councilmember Jorgensen and seconded by Councilmember Rooks to approve the formation with the selection of a joint Town-County department and division funding committee with the selection of the Town committee members on the July 17, regular Town council agenda under “Matters from Mayor and Council.” Mayor Morton Levinson called for a vote. The vote showed all in favor and the motion carried for the Town.

On behalf of the County, a motion was made by Commissioner Newcomb and seconded by Commissioner Macker to appoint Commissioner Gardner, Commissioner Newcomb, and Board of County Commissioners’ Administrator Alyssa Watkins to serve on the Joint Town/County Department and Division Funding Committee. Chair Propst called for a vote. The vote showed all in favor and the motion carried for the County.

Adjourn. On behalf of the County, a motion was made by Commissioner Newcomb and seconded by Commissioner Macker to adjourn. Chair Propst 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 Jorgensen to adjourn. Mayor Morton Levinson called for a vote. The vote showed all in favor and the motion carried for the Town.

The meeting adjourned at 3:30 P.M.

TETON COUNTY BOARD OF COUNTY COMMISSIONERS

Luther Propst, Chair

ATTEST:

Maureen E. Murphy, County Clerk

TOWN OF JACKSON

Hailey Morton Levinson, Mayor

ATTEST:

Town Clerk

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

JULY 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 1:34 P.M.

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

COUNTY COMMISSIONERS: Luther Propst, Chair, Natalia Macker, Vice-Chair, Wes Gardner, and Mark Newcomb were present. Greg Epstein was absent.

TOWN COUNCIL: Mayor Hailey Morton Levinson, Vice-Mayor Arne Jorgensen, and Jonathan Schechter were present. Jessica Sell Chambers was absent, and Jim Rooks joined the meeting via Zoom at 1:48 P.M.

STAFF PRESENT: April Norton, Tyler Sinclair, Ryan Hostetter, Lea Colasuonno, Charlotte Frei, Abigail Moore, Paul Anthony, Erin Monroe, and Chalice Weichman.

II. DISCUSSION/ACTION ITEMS

A. Highway 22 NEPA Letter– CONTINUED FROM JULY 10, 2023

Charlotte Frei, Regional Transportation Planning Administrator, presented changes made to the NEPA letter as a result of Monday's consideration. Commissioner Newcomb suggested further edits.

There was no public comment.

On behalf of the County, a motion was made by Commissioner Newcomb and seconded by Commissioner Macker to approve the letter to WYDOT regarding scoping for the WYO22 Jackson to Wilson NEPA Study as discussed this afternoon. Chair Propst 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 Schechter and seconded by Councilmember Jorgensen to WYDOT regarding scoping for the WYO22 Jackson to Wilson NEPA Study as discussed this afternoon. Mayor Morton Levinson called for a vote. The vote showed all in favor and the motion carried 3-0 for the Town.

Councilmember Rooks joined the meeting at 1:48 P.M. via Zoom.

B. Housing Mitigation Policy

Ryan Hostetter, Senior Long-Range Planner, presented to the Council and Commission a review of policy recommendations for Affordable Workforce Housing mitigation.

Bruce Meighen, Planner with Logan Simpson, introduced himself and consultants Wendy Sullivan, WSW Consultants, and Ashleigh Kanat of Economic and Planning Systems, Inc.

On March 6, 2023, the Town Council and Board of County Commissioners approved a contract with WSW Consulting Inc. to assist the County and Town with next steps related to the Housing Nexus Study completed in April of 2022. The Housing Nexus Study establishes the link between new development, job growth, and the need for affordable workforce housing and provides the legal framework for setting Town and County housing mitigation rates. The Town and County will determine the actual rates through the next process (outlined below) which includes reviewing amended Land Development Regulations (LDRs). Staff seeks direction on several potential LDR mitigation policy updates to inform draft LDRs in Div. 6.3, which will then be further refined through public input and future meetings this fall.

Paul Anthony, Planning Director for the Town, answered questions from the Board.

The meeting recessed at 3:30 P.M. and reconvened at 3:41 P.M.

The meeting recessed at 4:04 P.M. to allow the Board to review poster materials, and the meeting reconvened at 4:16 P.M.

Commissioner Macker left the meeting at 4:22 P.M. and rejoined the meeting at 4:29 P.M.

III. COUNTY ADJOURNS

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

The County Adjourned at 4:30

IV. CONSENT CALENDAR - TOWN ONLY

A. Disbursement

A motion was made by Councilmember Schechter and seconded by Councilmember Jorgensen to approve the consent calendar which includes disbursements. Mayor Morton Levinson called for a vote. The vote showed all in favor and the motion carried.

V. ADJOURN - TOWN

On behalf of the Town, a motion was made by Councilmember Schechter and seconded by Councilmember Jorgensen to adjourn. Mayor Morton Levinson called for a vote. The vote showed all in favor and the motion carried for the Town.

The meeting adjourned at 4:32 P.M.

TETON COUNTY BOARD OF COUNTY COMMISSIONERS

Luther Propst, Chair

ATTEST:

Maureen E. Murphy, County Clerk

TOWN OF JACKSON

Hailey Morton Levinson, Mayor

ATTEST:

Town Clerk

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

JULY 13, 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 8:00 A.M.

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

COUNTY COMMISSIONERS: Luther Propst, Chair, Natalia Macker, Vice-Chair, Wes Gardner, and Mark Newcomb were present. Greg Epstein was absent.

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

STAFF PRESENT: Ryan Hostetter, Tyler Sinclair, Paul Anthony, April Norton, Abigail Moore, Lea Colasuonno, and Chalice Weichman

II. HOUSING MITIGATION POLICY – CONTINUED FROM JULY 12, 2023

Bruce Meighen, Planner with Logan Simpson, and Wendy Sullivan, WSW Consultants, continued the previous day's discussion and gave a presentation to the Council and Commission.

The meeting recessed at 9:02 A.M. and reconvened at 9:10 A.M.

April Norton, Housing Director, and Paul Anthony, Town Planning Director, answered questions from the Board.

The meeting recessed at 10:48 A.M. and reconvened at 10:57 A.M.

ADJOURN

On behalf of the County, a motion was made by Commissioner Macker and seconded by Commissioner Gardner to adjourn. Chair Propst 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 Schechter and seconded by Councilmember Jorgensen to adjourn. Mayor Morton Levinson called for a vote. The vote showed all in favor and the motion carried for the Town.

The meeting adjourned at 11:47 A.M.

TETON COUNTY BOARD OF COUNTY COMMISSIONERS

Luther Propst, Chair

ATTEST:

Maureen E. Murphy, County Clerk

TOWN OF JACKSON

Hailey Morton Levinson, Mayor

ATTEST:

Town Clerk



JOINT INFORMATION MEETING AGENDA DOCUMENTATION

SUBMITTING DEPARTMENT: Joint Housing

PRESENTER: April Norton, Housing Director

MEETING DATE: August 7, 2023

SUBJECT: 90 Virginian Lane Request for Proposals – Key Questions – physical development

STATEMENT/PURPOSE

Today, the Town Council (“Council”) and Board of County Commissioners (“Board”) will answer a series of key questions related to the future Request for Proposals for Affordable Workforce Housing Development at 90 Virginian Lane (“RFP”). This is the first of at least three meetings at which the Council and Board will provide staff with direction related to the future RFP for this site.

BACKGROUND/ALTERNATIVES

The Jackson/Teton County Comprehensive Plan directs the Town and County to maintain Town as the Heart of the Region; emphasize a variety of housing types; develop Transitional Subareas; house at least 65% of the workforce locally; focus housing subsidies on full-time, year-round workers; provide housing that is consistent with Character Districts; and create workforce housing to address shortages. The Housing Action Plan directs the Town and County to strategically provide land as public subsidy and use development partnerships to build more housing for our local community.

90 Virginian Lane is a 5.15-acre parcel of land located within the Town of Jackson. It is currently zoned Neighborhood High (“NH-1”) and is one of the few large, mostly vacant parcels of land that is appropriately zoned for affordable workforce housing. The Jackson/Teton County Housing Authority (“JTCHA”) purchased this property August 1, 2023 for future affordable workforce housing development.

Over the next three months, staff will work with Council, Board, Housing Supply Board, and other stakeholders to create and refine an RFP for the site. An estimated timeline for this work is provided below. Following this schedule ensures we start and finish this part of the project with this group of elected officials to avoid changes to scope, added costs, and delayed construction.

August 7, 2023	JIM: RFP Key Questions – physical development
September 11, 2023	JIM: RFP Draft 1
October 2, 2023	JIM: RFP Final Draft
October 3, 2023	RFP Released
January 15, 2024	RFP Responses Due
January & February	Housing Supply Board Review, Scoring, and Interviews with Finalists
March 4, 2024	JIM: Developer Selection
May 6, 2024	JIM: Ground Lease and Development Agreement with Development Partner
Summer 2025	Groundbreaking

Today, staff will walk Council and Board through a series of key questions related to the physical development of the site. These are high-level questions meant to provide staff with some direction as they begin the process of drafting an RFP for the site. In September, staff will bring a draft RFP to the Board and Council to review. It is anticipated that the September meeting will focus on more specific details of the RFP.

Proposed process for today's meeting: Staff will tee up each section with background information/context before straw polling Council and Board on a series of related key questions.

Existing Site Context

90 Virginian Lane is located in the Central Midtown Neighborhood (see: [Jackson/Teton County Comprehensive Plan](#)). The Comprehensive Plan states that

"this Transitional Subarea in the core of the [Midtown] district will be critical in achieving the overall goal of transforming the area into a walkable mixed-use district. Opportunities should be taken to expand the currently limited street network to break up large blocks and increase connectivity for all transportation modes. Key to this transition will be the addition of increased residential intensity in a variety of types and forms to take advantage of the Complete Neighborhood amenities in the area. Mixed-use structures will be encouraged with non-residential uses located predominantly on the street level and residential units on upper levels. Multifamily structures in a variety of forms will also be desirable."

In addition, Comprehensive Plan Policy 4.3.b: Develop Transitional Subareas states that:

"some subareas in Town are better suited for new development or re-development. In these Transitional Subareas the general public agrees that change is beneficial. Future development should provide a variety of housing types that create additional workforce housing, including multiple family owner occupied and rental housing. These subareas should include local convenience commercial generally within ¼ to ½ miles of residences. Public spaces will typically be provided in public parks. Complete streets, including all alternative transportation modes, will be provided throughout. Character will be defined less by the existing development pattern and more by the future Vision for the subarea. Developers are encouraged to utilize the allowances and incentives because these transitional subareas are the desired location of growth. Impactful investments in public infrastructure and housing will help to bolster these subareas and support efforts to promote quality of life."

Furthermore, Comprehensive Plan Strategy 5.2.S.3 further states that we should:

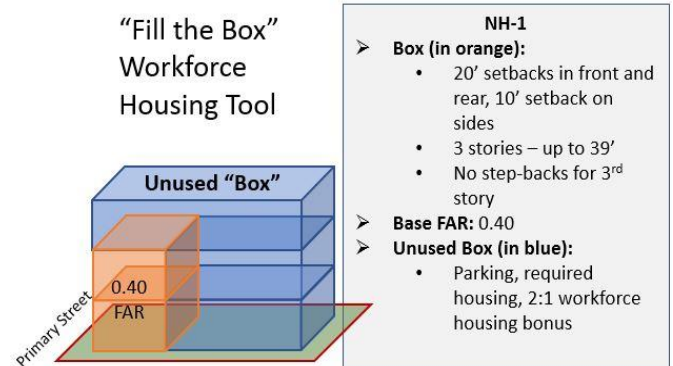
"make impactful investments in infrastructure and catalyst investments in housing projects located in Transitional Subareas."



(Illustration of future desired character of Central Midtown from the Comp Plan)

Today, the site serves as a seasonal RV Park for tourists and is zoned NH-1. It is located south of a 165-room hotel that is zoned Commercial Residential-3 (“CR-3”); west of the START facility and Lower Valley Energy substation that are zoned Public/Semi-Public (“P/SP”); north of Snow King Drive, Flat Creek, and two multifamily townhomes developments (810 West and Town Creek are zoned NM-2); and east of the Teton County Library zoned P/SP and Virginian Condominium development zoned NH-1.

According to the Town Land Development Regulations (LDRs), the general intent of NH-1 zoning is to “provide for high density residential development and to promote workforce housing types using a broad range of attached residential types in a pedestrian-oriented environment.” Buildings can be up to three stories in height (max 39’ depending on roof pitch and design) and parking is 1 spot per studio/1-bedroom housing unit less than 500 square-feet or 1.5 spots for larger housing units. The NH-1 zone also provides opportunities to build more housing through the density bonus tool known as the “2:1” Workforce Housing Floor Area Bonus which allows developers to “fill the box”, adding more floor area than is allowed by the base zoning in return for deed restricted housing (see graphic at right).



Overall Project Goals

90 Virginian Lane was purchased using Housing Supply funds (SPET, mitigation fees, general fund allocated to Housing Supply) and it is assumed the primary goal for the site is to develop a new affordable workforce housing neighborhood in Midtown.

The high-level approach to this site includes a focus on creating as many homes for local workers and their families as possible; leaning into multimodal transportation by enhancing connectivity and encouraging alternative modes of transit; building a mixed-income neighborhood that provides both rental and ownership opportunities and creates community by providing spaces for people to come together; leveraging professional development and financing expertise through a public-private partnership model; and pursuing partnerships with other entities in our community that make sense.

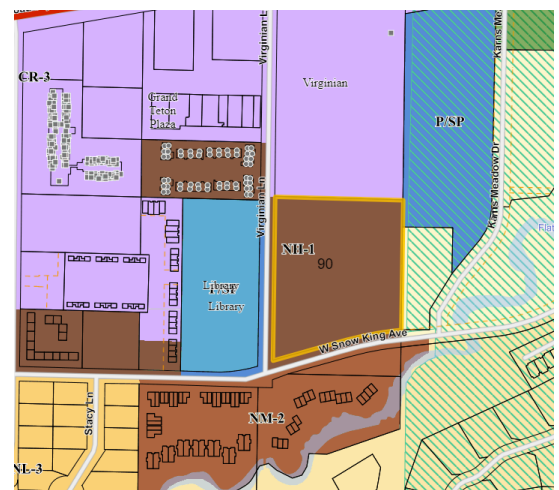
Staff recognize there likely exist multiple complementary goals for the site that will address our Community’s Common Values (Quality of Life, Ecosystem Stewardship, Growth Management). These potential goals will be addressed throughout this staff report in various sections.

Zoning

As previously stated, the site is zoned NH-1, which allows for multifamily residential development up to three stories in height. Council and Board have the option to rezone the site to CR-3, mirroring the zoning directly north. The intent of the CR-3 zone is to provide for vibrant mixed-use developments consisting primarily of retail, office, and residential uses. Buildings can be up to four stories in height and streetscape standards exist that activate the street front.

Considerations:

- Rezoning to CR-3 will add non-residential development potential in the Town of Jackson. This will generate employees who may need affordable workforce housing.
- CR-3 allows for the incorporation of local convenience, providing opportunities for retail, office, and institutional (like daycare) uses within walking distance for households living in the Central Midtown Neighborhood.
- CR-3 allows for up to four stories of development for sites larger than 2 acres. This will create more opportunities to build affordable workforce housing and will provide greater flexibility for the site overall.



- A rezone of this site is at the legislative discretion of the Town Council with consideration of consistency with the LDRs and other Town Ordinances, implementation of the desired future character defined in the Comprehensive Plan and need to address changing conditions or a public necessity.

Key Question #1: Should the site be rezoned to CR-3?

- Is there interest in allowing nonresidential development at this site?
 - If so, are there any specific uses that should be prioritized in the RFP?
 - If so, is there interest in limiting the amount of nonresidential square footage that can be developed?
- Is there interest in allowing a fourth story of development at this site?

Staff Recommendation

- The Workforce Housing Action Plan directs staff to “identify potential land appropriate for housing development based on the Illustration of Our Vision Chapter of the Comprehensive Plan.” The mix of zoning created during the 2018 updates to Town of Jackson LDRS achieves the Comprehensive Plan’s Vision for Midtown; this site was rezoned to NH-1 as part of the 2018 process. It is for this reason that staff recommend maintaining the NH-1 zoning.
- If Council and Board choose to rezone the property, staff recommend limiting the amount of future nonresidential space that can be developed.

Parking

Both the NH-1 and CR-3 zones require one parking space per residential unit <500 square feet and <2 bedrooms and 1.5 parking spaces for all other residential units. As an example, if 200 homes are built and 50 are <500 square feet and 150 are >500 square feet, a total of 275 parking spaces will be required. By surface parking standards, this would be 49,500 sf, or over an acre, not including drive aisles, islands or ADA parking components.

Considerations:

- As with most development sites, the number of parking spaces that can be accommodated drives the number of homes that can be built.
- Requiring more parking spaces on the site itself, results in fewer homes built for local workers and their families.
- A more progressive approach to parking could provide opportunities for off-site parking, reductions to parking requirements, and incentives for multi-modal transportation that also address other community goals like reducing carbon emissions.
- Reduced parking could result in increased on-street parking on proximate public streets.
- Reduced parking could result in neighbor conflicts over access to parking spaces.
- Reduced parking could result in a need for more oversight and management of the site.
- Council and Board have never provided staff with direction regarding utility maximization of public lots to achieve multiple community goals.

Key Question #2: Should the RFP identify off-site parking options?

The Teton County Library is directly west of this site and is publicly owned. Its surface parking lot currently includes 129 parking spaces.

- Is there interest in a shared parking agreement with the Library?
- Is there interest in a parking garage at the Library?

Housing staff discussed this potential option with Teton County Library staff who raised the following considerations and concerns:

- During business hours, the library parking lot is at capacity.
- The library parking lot is typically utilized Monday – Friday 9-7pm; Saturday 9-5pm; and Sunday from Labor Day to Memorial Day 1-5pm.
- With regularity, community use of the Ordway Auditorium extends to 8pm and can go as late as 10pm.



- Existing outdoor uses at the library including garbage and storage should be accommodated with any future parking garage or other structures. Access and maneuverability for garbage/recycling trucks should be retained.
- Future EV use should be accommodated at the site.
- A traffic flow pattern that accommodates for current users – both internal and external – and includes options for large freight deliveries of furniture and equipment and daily deliveries of books and other large items should be prioritized.
- Accommodation for existing and future snow storage requirements.
- A long-term concern for library staff is the loss of land for future library expansion.
- Occasionally the library hosts outdoor programming in the parking lot.

Staff Recommendation

- Pursue a shared parking agreement with the library. This could be for overnight parking only, guest parking, or some combination.
- Explore what it would cost to build a garage at the site, what funding is possible, and what partners may bring to the table to build the garage.

Karns Meadow Tract 5 is located to the east of this site and parking is an allowed use. Tract 5 is approximately 3.5 acres and currently provides 900sf of surface parking for START employees. Future parking at the site could include a gravel surface lot or parking garage that could also serve as a park & ride for START.

- c. Is there interest in allowing off-site parking on Tract 5?
- d. Is there interest in a parking garage on Tract 5?

Staff Recommendation

- Pursue off-site parking options on Tract 5. These could include a gravel surface parking lot and a parking garage. Careful consideration will need to be given to the effects added parking at the site could have on nearby natural amenities and consistency with future use of Karns Meadow.

Key Question #3: Should the RFP include car sharing and/or bike sharing services at the site?

The opportunity exists at this site to create a neighborhood that supports car sharing and bike sharing infrastructure, which could reduce the number of required parking spaces at the site and thus increase the number of homes built at the site. This also encourages alternative modes of transportation that could reduce traffic congestion and the carbon footprint of the neighborhood itself.

- a. Is there interest in including the opportunity for a car sharing service at the site in exchange for reduced parking?
- b. Is there interest in including the opportunity for a bike sharing service at the site in exchange for reduced parking?
- c. What other progressive approaches to transportation should staff consider as part of the RFP?

Staff Recommendation

- Include incentives for car sharing and bike sharing in the RFP that could result in reduced parking.

Unit Types

The Comprehensive Plan states that in Central Midtown mixed-use structures will be encouraged with non-residential uses located predominantly on the street level and residential units on upper levels. Multifamily structures in a variety of forms will also be desirable.

Considerations

- Legally, for the Housing Authority to retain long-term ownership of the land, only unit types that are allowed using a ground lease can be built. These include apartments and townhomes and exclude condominiums.
- Neither the NH-1 nor the CR-3 zone allow for the development of single-family homes.
- Designing units that can accommodate households as they expand and contract could create more opportunities for multigenerational living and can allow families to stay in Jackson as they change over time.
- Designing homes that can accommodate individuals as they mature could create more opportunities for people to age in place.
- The 2022 Housing Needs Assessment states that 2,000 deed restricted homes are needed to maintain our current resident workforce. Of these, about 55% should be rental and 45% should be ownership.

- Allowing a developer to build ownership units could reduce their cost basis for the overall project.

Key Question #4: Should the site include a mix of rental and ownership units?

Staff Recommendation

- Require a minimum percentage of units be built as rental and a minimum percent built as ownership. These should be a mix of apartments and townhomes.

Key Question #5: Should the RFP include incentives for broader inclusivity in unit mix and design?

- a. Is there interest in providing incentives to accommodate multigenerational families?
- b. Is there interest in providing incentives to accommodate senior housing?
- c. Is there interest in providing incentives to accommodate adults living with disabilities?

Staff Recommendation

- Include scoring incentives for developers who create a project featuring inclusive design, including homes that can accommodate for a diversity of households.

Density

The NH-1 and CR-3 zones include the 2:1 density bonus tool, which allows developers to maximize the utility of the land provided (and the public dollars invested) by “filling the box” of allowed development on a given site based on setbacks, landscape ratios, height limits, and parking.

Considerations

- Parking requirements, transportation incentives, and unit sizes (bedrooms and square feet) will inform the number of homes that can be built at the site.
- On the three most recent public-private partnerships, the Town and County have invested on average \$157,000 per unit built.
- The Housing Preservation Program offers a maximum of \$200,000 per deed restriction purchased.
- The public is investing at least \$28 million dollars on the new neighborhood.

Key Question #6: How many units should be required on this site?

- a. Should the RFP include a minimum number of homes?
- b. Should the RFP include a maximum number of homes?

Staff Recommendation

- Include a minimum of 150 homes on the site to be consistent with existing policy and trends on investment value per unit.
- Do not include a maximum number of homes on the site.

Affordability

The 2022 Housing Needs Assessment states that 2,000 below market homes are needed in the next five years to maintain our resident workforce. We currently have two housing programs: the Affordable Program that has three income ranges and the Workforce Program which is limited to households earning 75% of their income locally and working full-time locally and aims to serve those households who earn too much for the Affordable Program but not enough to afford the free market.

Considerations

- Allowing the developer to build only Workforce Program homes is likely financially feasible for a developer and would not require any additional public investment.
- Allowing a developer to sell some homes at market rate could help offset the costs to construct homes for lower income earners.
- The Council and Board have directed staff to shift the Affordable Program income ranges to <80% MFI, 80-120% MFI, and 120-160% MFI during recent direction on the Housing Mitigation program.

- The 120-160% MFI range will allow for higher sales prices for the developer but still cap the sale prices so that they are affordable to households within that range.
- Over the past 12 months, the most popular drawings at the Housing Department have been for Workforce Program homes. The least popular drawings have been for 0-50% homes.
- The 2022 Housing Needs Assessment states that public-private partnerships should be focused on households earning 50-200% MFI.
- Most workforce Rental units are leasing at rental rates below market rental units and above Affordable 80-120% MFI rental units.

Key Question #7: What Affordability requirements should be included in the RFP?

- a. Should the RFP allow for the new Affordable income limits (<80%, 80-120%, 120-160% MFI) or keep the current limits (<50%, 50-80%, 80-120%)?
- b. Should the RFP allow the developer to build Workforce Program homes?
- c. Should the RFP allow the developer to build Market homes in exchange for deeper affordability on other units?

Staff Recommendation

- The new income limits should be used.
- The RFP should allow for a mix of Affordable and Workforce homes. Staff recommend against the construction of non-deed restricted homes in this neighborhood.

Public Access: Nonmotorized

A pathway easement across the northernmost 10' of the site and southernmost 10' of the Virginian Lodge property has been recorded. This segment of pathway was a "missing link" in the pathways master plan and will connect to an existing easement alignment across the LVE site and to Karns Meadow to the east and across the library parking lot to The Grove to the west.

Considerations:

- The Comprehensive Plan states that opportunities should be taken to expand the currently limited street network to break up large blocks and increase connectivity for all transportation modes.
- At this site, opportunities exist to provide public access through the site to connect from Snow King to the new pathway.
- Inviting the public across the property will create opportunities for community building but may also create challenges including maintenance of public spaces, safety, etc.

Key Question #8: Should the RFP include additional public access on the site?

- a. Is there interest in including an opportunity for north-south public access through the property, connecting Snow King Drive and the new pathway?
- b. Is there interest in including a public green space?
- c. Is there interest in shared public improvements, like benches, art or pocket parks, along Snow King to meld the boundary between public and private spaces?

Staff Recommendation

- Public access through the property should be provided to increase overall connectivity.

Public Access: Motorized

Currently, there is no space for a road to connect east-west from Virginian Lane to Karns Meadow Drive. The START site has an approved development plan that does not include an east-west road connection. The LVE site does not include an east-west road connection.

Considerations:

- The Comprehensive Plan says that opportunities should be taken to expand the currently limited street network to break up large blocks and increase connectivity for all transportation modes.
- Building an east-west connector road would create redundancy and could reduce traffic congestion on Snow King Drive.

- An easement for a new road does not exist on any portion of the Virginian Hotel site and thus, the infrastructure would be built wholly on the 90 Virginian Lane site unless an easement could be negotiated. This would limit the space available for affordable workforce housing development.
- If an east-west connector road were built, it could affect the existing site plan for START.

Key Question #9: Should an east-west connector road be included in the RFP?

- Is there interest in including an option for an east-west connector road in the RFP?
- Is there interest in including some other type of motorized connection (like a one-lane road) between Virginian Lane and Karns Meadow Drive?

Staff Recommendation

- Staff would like to work with LVE and START to determine what options exist for a motorized connection from the 90 Virginian Lane site to Karns Meadow Drive.
- If possible, an option for an east-west connector road should be provided in the RFP but not required.

Additional Comprehensive Plan Goals

The Comprehensive Plan is predicated on three equally important Common Values: Ecosystem Stewardship, Growth Management, and Quality of Life. Just as the strength of a rope depends on the integrity of each intertwined thread, the strength of our community character is derived from a commitment to all three Common Values, each in support and reliant upon the others.

Considerations

- Ensuring that at least 65% of our workforce lives locally is an indicator for Quality of Life and is one reason we are building affordable workforce homes at this site.
- Building affordable workforce homes is not the only goal for any new development seeking to enhance our community character.
- Opportunities exist at this site to address other goals related to all three Common Values.

Key Question #10: What weight should the RFP place on the environmental, economic, and human health benefits of exceeding minimum requirements (building code, LDRs, etc.)?

- Should the RFP include a third-party certification standard and/or building “in the spirit of” / embodying principles of third-party certification? (LEED, CORE, WELL, Zero Energy, Green Globes, FitWell, and PHIUS are all options.)
- What comfort level is there in considering various sustainability measures’ upfront and life-cycle costs? This would demonstrate the return on investments of different conservation, efficiency, and renewable opportunities, weighing the operational and maintenance costs over the project’s life.

Staff Recommendation

- At a minimum, bonus points should be awarded to respondents who clearly demonstrate how they will address meeting Comprehensive Plan goals across all three Core Values (Ecosystem Stewardship, Growth Management, and Quality of Life).
- Housing Staff will work with other Town and County departments to establish a list of Comprehensive Plan goals and will bring that back as part of the draft RFP.

Key Question #11: Are Council and Board comfortable with the timeline proposed?

August 7, 2023	JIM: RFP Key Questions – physical development
September 11, 2023	JIM: RFP Draft 1
October 2, 2023	JIM: RFP Final Draft
October 3, 2023	RFP Released
January 15, 2024	RFP Responses Due
January & February	Housing Supply Board Review, Scoring, and Interviews with Finalists
March 4, 2024	JIM: Developer Selection
May 6, 2024	JIM: Ground Lease and Development Agreement with Development Partner
Summer 2025	Groundbreaking

Key Question #12: What other key components would you like to make sure the RFP includes?

COMPREHENSIVE PLAN ALIGNMENT

Quality of Life: Common Value

STAKEHOLDER ANALYSIS

Teton County community members and visitors.

FISCAL IMPACT

Final fiscal impact will vary based on RFP requirements and responses received.

STAFF IMPACT

Several departments across the County and Town will be impacted by this RFP, including: Housing, Town and County Legal, Town Public Works, Town Community Development, and Town Planning.

LEGAL REVIEW

K. Gingery & L. Colasuonno

ATTACHMENTS

- Zoning Map of site
- Aerial Map of site

RECOMMENDATION

Overall, staff is excited about the opportunity to create a new, vibrant, mixed-income neighborhood in Midtown. The high-level approach to this site includes a focus on creating as many homes for local workers and their families as possible; leaning into multimodal transportation by enhancing connectivity and encouraging alternative modes of transit; building a mixed-income neighborhood that provides both rental and ownership opportunities and creates community by providing spaces for people to come together; leveraging professional development and financing expertise through a public-private partnership model; and pursuing partnerships with other entities in our community that make sense.

SUGGESTED MOTION

I direct staff to draft a Request for Proposals consistent with the direction provided in this meeting and to present the draft at the September 11, 2023 Joint Information Meeting.

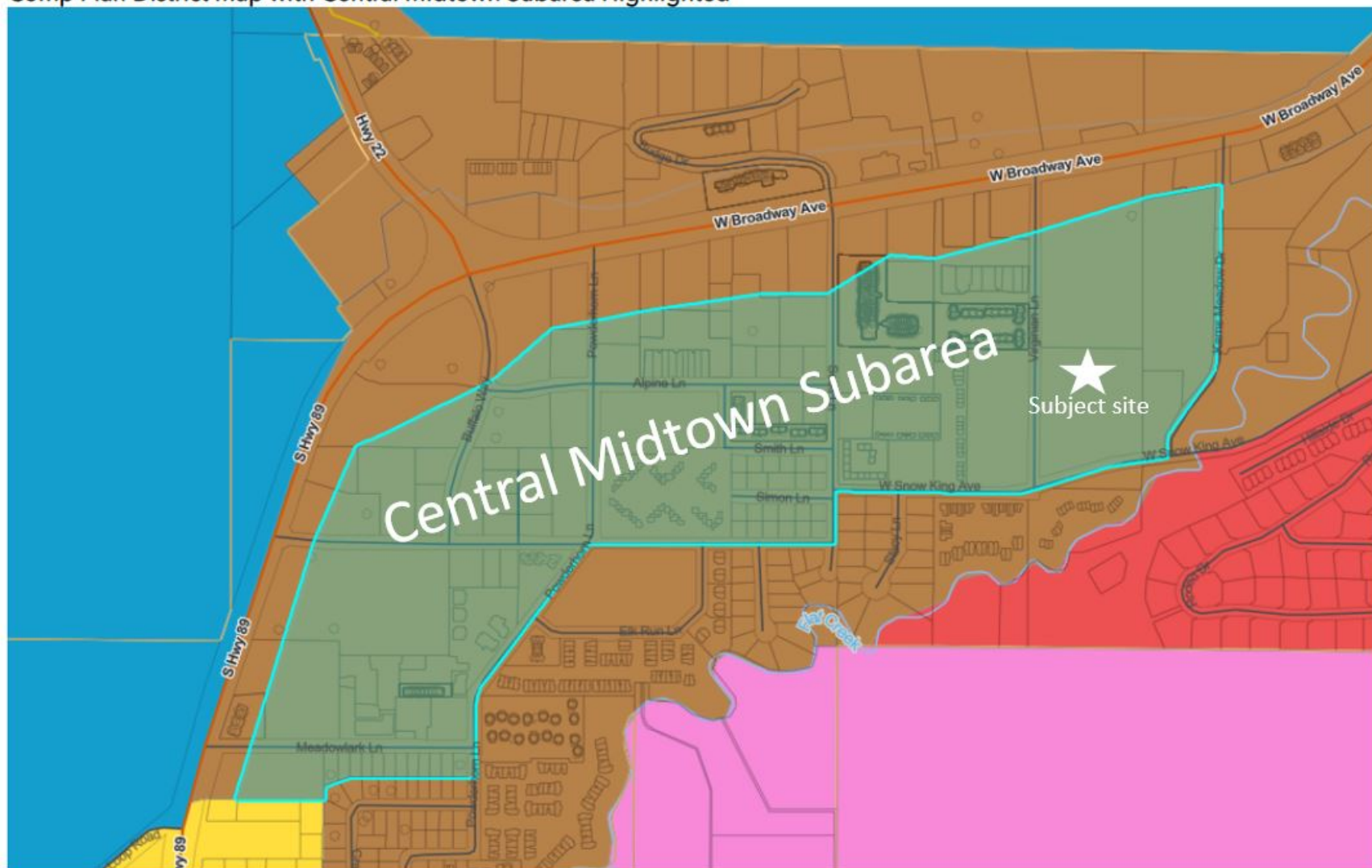
2022 Aerial Map with Subject Site Highlighted



600 ft



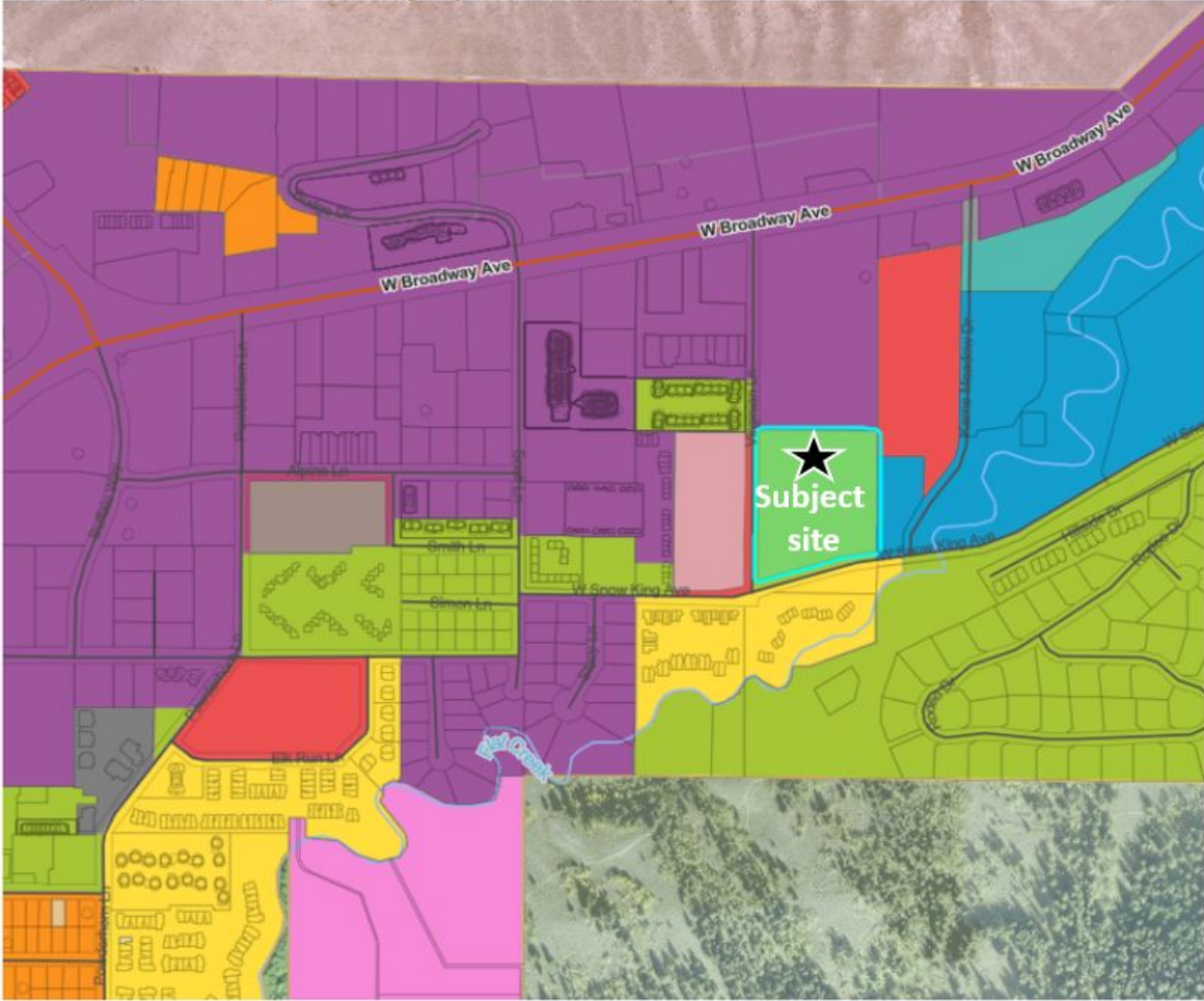
Comp Plan District Map with Central Midtown Subarea Highlighted



600 ft



Zoning Map with Subject Site Highlighted



Zoning

- BP Business Park
- CR-1 Commercial Residential-1
- CR-2 Commercial Residential-2
- CR-3 Commercial Residential-3
- DC-1 Downtown Core 1
- DC-2 Downtown Core 2
- MHP Mobile Home Park
- NL-1 Nhbd Low Density-1
- NL-2 Nhbd Low Density-2
- NL-3 Nhbd Low Denisty-3
- NL-4 Nhbd Low Density-4
- NL-5 Nhbd Low Denisty-5
- NM-1 Nhbd Med Density-1
- NM-2 Nhbd Med Density-2
- NH-1 Nhbd High Denisty-1
- OR - Office Residential
- P - Public Park
- P/SP - Public/Semi-Public

600 ft





JOINT INFORMATION MEETING

AGENDA DOCUMENTATION

SUBMITTING DEPARTMENT: County Administration

PRESENTER: Charlotte Frei

MEETING DATE: August 7, 2023

SUBJECT: Regional Transportation Task Force Update

STATEMENT/PURPOSE

The purpose of this item is for the Town Council and County Commission to:

1. Hear an update regarding the Regional Transportation Task Force discussions to date, and
2. Discuss the implications of regional functions on local functions and transportation planning/organization.

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 within Teton County. 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 the Statewide Transportation Improvement Program (STIP) reflect the goals and objectives of local governments. 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 those new RTPOs since Federal law has not created new appropriations to support RTPOs. For these reasons, staff recommended against pursuing an RTPO but proposed to form a Regional Transportation Task Force to explore needs and governance alternatives to meet those regional needs.

The motion passed on October 3, 2022 read:

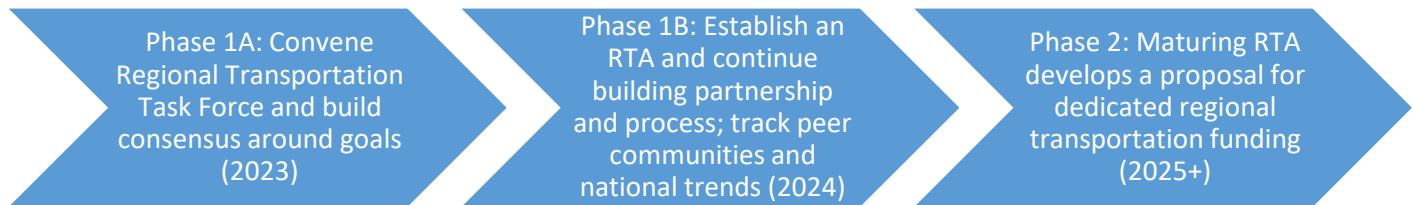
To direct staff to convene a Regional Transportation Task Force, amended to include TVA and START, for the calendar year 2023 that will accomplish the below and regularly report back to the Council and Commission on its progress:

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.*
6. *Convene a citizens' advisory committee composed of organizations including but not limited to existing Joint Powers Boards, Resort Districts, and NGOs in task force discussions.*

For the October 3, 2022 JIM staff report, staff wrote “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 a [Regional Transportation Authority (RTA) or Joint Powers Authority (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.”

The conversations of the Task Force have to date validated this ‘phased approach’ quoted above, and the meetings to date have aligned with the goal of Phase 1A to build consensus around goals. The Task Force has also begun to establish processes for identifying regional needs (Phase 1B).

Based on the first three meetings of the Regional Transportation Task Force, the group is interested in continuing to meet but not interested in forming a new, formal organization or ceding local decision-making to a regional body. The key findings/updates to date are indicated in **Table 1**.

Table 1. Updates regarding Items from BCC/Council Motion

Item from Motion	Staff Update/Finding
Convene a Regional Transportation Task Force that will accomplish the below and regularly report back on progress.	A. Task Force has had 3 meetings and will have 2 more. The group is interested in continuing to meet and provide a formal, cooperative structure for improved and sustained regional collaboration on transportation issues.
1. <i>Identify, study, and provide recommendations for developing regional transportation plans in general accordance with state and federal regulations and policies;</i>	B. The group should initially pursue priority activities focused on the regional network and regional issues. Through a group prioritization exercise, the following priority functions emerged by attendees through indicating whether the Task Force should lead, partner or not do each activity:

2. <i>Build regional partnerships with neighboring counties, WYDOT, relevant Federal agencies, and community stakeholders;</i>	a. Develop a regional transportation project/needs list (19 lead, 0 partner, 0 not do) b. Develop a regional transportation plan (18-0-0) c. Lead Federal Lands Access Program (FLAP) Coordination (15-10-1) d. Create and manage a Citizen’s Advisory Committee (12-2-0) e. Transportation Demand Management Plan Development (10-4-0) f. Develop Technical Travel Trends/Data (9-3-1) Based on this finding, staff recommends the regional entity focus on these functions in the next 1-2 years while formalizing regional partnerships.
3. <i>Develop a recommended outline of a JPA;</i>	C. The group would be interested in a charter, but believes a more formal document such as a Memorandum of Understanding could slow progress. The current mood is to continue to meet and collaborate under a straightforward charter that would allow all parties (particularly WYDOT, ITD, and Federal agencies) to participate while the phased approach in Figure 1 continues to develop. Staff will continue to explore the language of a charter with the Task Force.
4. <i>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</i>	D. See above (C.) Staff will draft an initial charter for Task Force consideration at the September 2023 meeting. Because the group has generally agreed to meet roughly quarterly in 2024, additional structure might emerge as the group matures.
5. <i>Establish initial procedures to ensure general compliance with state and federal regulations and coordination across Town and County departments</i>	E. The Task Force has identified functions that would be appropriately led by a regional entity versus those which should stay local. See additional discussion below this table.
6. <i>Convene a citizens’ advisory committee composed of organizations including but not limited to existing Joint Powers Boards, Resort Districts, and NGOs in task force discussions.</i>	F. An initial ‘Citizen’s Advisory Committee’ informational meeting was held on June 26. Staff is planning a Fall 2023 meeting.

Through the Task Force’s work to date, there emerged functions where peers and partners on the Task Force see a clear benefit to leading together as a region (the **priority** activities in Finding B in the chart above), functions to revisit as the group matures (the partner or divided/undecided activities), and functions that should remain local for practical/implementation purposes.

Two specific elements that are recommended in the ITP, Chapter 6 but which the Task Force was **ambiguous** on included:

1. Create and Manage a Transportation Policy Committee (8 lead, 6 partner, 3 not do). The ITP identified a Policy Committee for an RTPPO which would be advisory to the County Commission, Town Council, and WYDOT District 3 and composed of Two Members of the BCC, two members of Town Council, and one local citizen. In general, policy committees in other regions are comprised of elected or appointed officials from all member jurisdictions (similar to Wyoming's Joint Powers Boards). Staff suspects this is an item that could be addressed at a future time as relationships and partnerships mature.
2. Absorb the Jackson Hole Community Pathways Program and promote alternative transportation (1 lead, 8 partner, 7 do not do).

Through the Task Force conversations and the RTPA's ongoing work in other areas, there also emerged clear gaps or challenges in local transportation planning, design and delivery where the Regional Transportation Task Force is not interested in engaging on a local level. Examples where there are gaps include Traffic Impact Studies and mitigation measures, safety studies, sub-area transportation plans and transportation Master Plans; Americans with Disabilities Act (ADA) transition planning; travel data collection, management, and 'warehousing'; Travel Demand Management (TDM) programs and mitigation measures; advising on Land Development Regulations and modern transportation design standards; pursuing transportation-related legislation; and pursuing grants for coordinated capital projects. While the RTPA and other staff work on these areas on a regular basis, there is a lack of coordination and ability to influence transportation aspects of Town and County Planning and Public Works priorities. There is no single transportation department or division executing transportation planning, construction and design oversight, and project delivery. The ITP has a chapter regarding an RTPPO (Chapter 6), but **did not** discuss how local transportation planning, design and delivery of the active transportation, transit and capital projects should be accomplished beyond describing a first-stage RTPPO for improving coordination. The RTPPO structure recommended in the ITP had more in common with a Federally-authorized single-purpose body than a Town/County joint department. **Task Force conversations have highlighted which functions should remain local, and staff will need additional direction on how local transportation planning, design, and project delivery should be accomplished to achieve the Town and County's transportation goals, independent of the region's goals and desired functions.**

Given the above background, staff has two questions for discussion today:

Key Question #1: Based on the feedback to date, what are Teton County and Town of Jackson goals in continuing a regional transportation dialogue?

The goals as expressed on October 3, 2022 included making progress on the following:

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.*
6. *Convene a citizens' advisory committee composed of organizations including but not limited to existing Joint Powers Boards, Resort Districts, and NGOs in task force discussions.*

The Task Force has focused on building consensus as a region on what a regional entity should or could do as relates to these six goals. The motion did not include any language specific to funding transportation services, plans, or programs. Staff notes that item 5 above can be pursued and achieved through local (Town and County) coordination as opposed to regionally.

Is there interest in adding to the six goals listed above or further emphasizing existing goals?

Staff recommendation: Staff recommends continuing meeting as a Regional Transportation Task Force and focus any regional efforts on the priority functions the Task Force identified (Finding B in **Table 1** above) as follows:

1. Develop a regional transportation project/needs list (19 lead, 0 partner, 0 not do)
2. Develop a regional transportation plan (18-0-0)
3. Lead Federal Lands Access Program (FLAP) Coordination (15-10-1)
4. Create and manage a Citizen's Advisory Committee (12-2-0)
5. Transportation Demand Management Plan Development (10-4-0)
6. Develop Technical Travel Trends/Data

Staff recommends generating a simple working agreement for the Task Force, focused on these priorities, that would establish a working agreement among the parties through calendar year 2024 but not require signatures (see Findings C and D in the table above).

Key Question #2: What do Town Council and BCC need to know the answer the following policy question: "How should local (Town and County) transportation planning, design, and project delivery be organized?"

The scope of the RTPPO as called for in the ITP comprehensively addressed local *and* regional transportation plan coordination. Based on these initial conversations with the Regional Transportation Task Force, staff's impression is that the region is not interested in collectively establishing an entity to fulfill all the functions discussed above or in the ITP. Specifically, the Task Force did not indicate an interest in absorbing the Jackson Hole Community Pathways Program nor in leading mode-specific or local transportation plans (e.g., airport, transit, Pathways/active transportation, and subarea plans would remain local). At the same time, some of the areas where the region is interested in engaging would generate 'economies of scale' in terms of local staff time that serves the Town, County and broader region; these areas include developing a regional plan, regional travel/trends data, and a Travel Demand Management Plan. As noted above, there are numerous local needs to manage transportation impacts of development including establishing parameters for Traffic Impact Studies/Assessments (TIS or TIAs) and reviewing developer-submitted TISEs for conformity; developing, adopting, and enforcing Town and County Land Development Regulations (LDRs) related to multimodal transportation; identifying and strategically pursuing grants for local (Town and County) transportation projects; and establishing routine network and subarea planning processes (e.g. supporting START and Pathways, parking evaluation, Northern South Park transportation planning). Current processes generally involve staff (RTPA, Pathways Coordinator, and START Bus) serving on Plan Review Committees (PRCs) but there are limited requirements or LDRs to embed staff's recommendations into plan development, and land use/site design is a significant driver of travel behavior.

Non-mutually exclusive alternatives for local transportation organization, to achieve the goals of the ITP and Comprehensive Plan, include but are not limited to:

1. A dedicated Town Transportation Department
2. A dedicated County Transportation Department
3. A Joint Transportation Department
4. A Regional Transportation Authority (per Wyoming statute)
5. Embedding transportation planning functions within existing Planning and Public Works departments through appropriate LDRs, Traffic Impact Studies, and other processes
6. Develop clear procedures for how transportation planning and design activities be integrated with existing department processes, standards, and approvals.

Staff Recommendation: Staff recommends meeting with department directors including but not limited to Town Planning, County Planning, Town Public Works, County Public Works, START Bus, and Pathways to develop alternatives for integrating local transportation planning, design, and delivery within the existing organization(s). Staff seeks initial guidance on the information the electeds need and staff anticipates returning with a policy recommendation at a future JIM.

A note on START:

START Bus operates under a Joint Powers Agreement between the Town of Jackson and Teton County. None of the discussion to date with the Task Force has evaluated the potential impacts on START's governing JPA and organizational structure. START/Town staff was directed to amend and restate the START JPA for signatures on August 7, 2023.

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 guide the organizational structure, goals and functions of our leadership and participation in the Task Force.

STAKEHOLDER ANALYSIS

The Regional Transportation Task Force is comprised of the following individuals and organizations:

Name	Organization	Title
Jason Wilmot	Bridger Teton National Forest	Forest Service Ranger, Moran WY
Tom Brown	Caribou Targhee National Forest	Assistant Forest Engineer-Roads
Doug Self	City of Driggs, Idaho	Community Development Director, City of Driggs
Jeremy Besbris	City of Victor, ID	City Administrator
Elijah Henley	FHWA Central Federal Lands	Central Federal Lands, Transportation Planning Team Lead
Maureen Gresham	FHWA Idaho Division	Planning and ROW Program Manager
Richard Duran	FHWA WY Division	Technical Services Supervisor & Statewide Planner; FHWA Wyoming Division
Rusty Mizelle	Grand Teton National Park	Chief of Facility Management
Wade Allen	Idaho Transportation Department, District 6	ITD Manager of Planning and Materials
Dustin Havel	Jackson Hole Airport	Assistant Director of Operations
Robert Davis	Lincoln County WY	Planning Director

Name	Organization	Title
Bruce Abel	Southern Teton Area Rapid Transit (START)	START Director
Jeness Saxton	Sublette County	Sublette County Administrator
Charlotte Frei	Teton County Wyoming and Town of Jackson, WY	Regional Transportation Planning Administrator
Jade Krueger	Teton County, ID - Teton County Planning Dept	Planning Administrator
Eric Green	Town of Alpine, WY	Mayor, Town of Alpine
Abram (Abe) Pearce	Town of Pinedale	Director of Public Works
Melissa Turley	TVA ISD	Executive Director, Teton Village Association ISD
Roxanne Bash	Western Federal Lands	Western Federal Lands, Transportation Planning Team Lead
Jeffrey Brown	WYDOT District 3	Teton County Area Liaison
Mark Wingate	WYDOT Planning	State Planning Engineer
Christina White	Yellowstone National Park	Chief of External Affairs & Partnerships; Yellowstone National Park

FISCAL IMPACT

Staff has employed a consultant to serve as a neutral facilitator for the Task Force for a cost not to exceed \$144,350 across FY 2023 and FY 2024 (adopted by both Town and County). Staff and the consultant are working together to stay within that budget to complete the Task Force process, and staff is confident we will achieve the scope of work at or under budget. The fiscal impact of the Key Questions listed above is not known.

STAFF IMPACT

The Regional Transportation Planning Administrator (RTPA) work plan includes up to 300 hours in FY 2024 on “Regional Governance”. These 300 hours include serving as staff representative for the Regional Transportation Task Force and Project Manager for the overall Task Force process, as well as carrying out priority recommendations of the Task Force within the limits of the RTPA job description.

LEGAL REVIEW

Gingery, Colasuonno

ATTACHMENTS

JIM Regional Transportation Task Force Update PowerPoint Presentation

RECOMMENDATION

Two Task Force meetings remain in September and October 2023. Overall, staff recommends we carry out those meetings and, based on the consensus of the group at the conclusion of the October 2023 meeting, bring any refined recommendations, draft charter/working agreement (Key Question #1) and/or policy questions to the JIM following October 2023. Regarding Key Question #2, staff recommends bringing a recommendation to a future JIM meeting based on discussion today.

SUGGESTED MOTION

Teton County:

I move to direct staff to bring additional information and recommendations regarding regional transportation planning and local transportation organization to a future JIM meeting.

Town of Jackson: Same motion



August 7, 2023



Background/Information

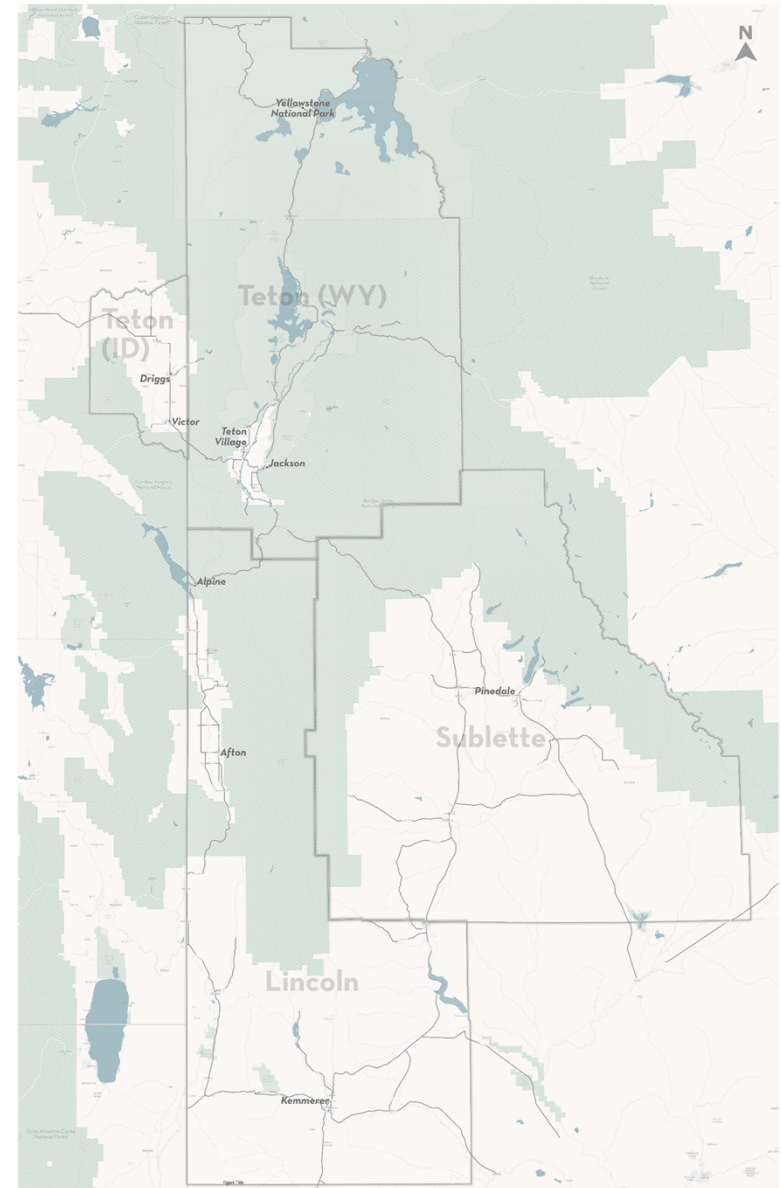
1. ITP Direction
2. Staff and peer interviews
3. October 3, 2022 JIM motion
4. Ongoing conversations with staff and Task Force



October 3, 2022 JIM Motion

To direct staff to [convene a Regional Transportation Task Force] 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.
6. Convene a citizens' advisory committee composed of organizations including but not limited to existing Joint Powers Boards, Resort Districts, and NGOs in task force discussions.

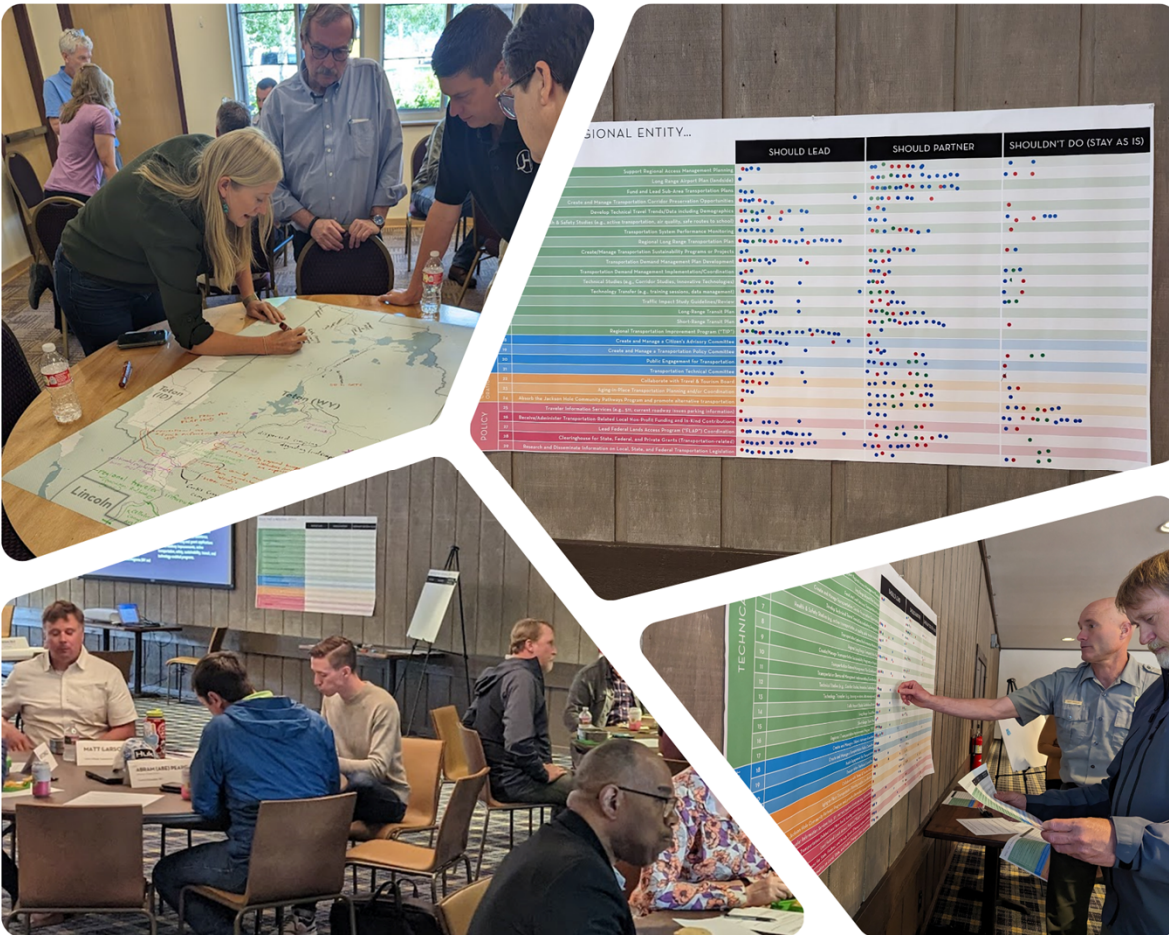


Task Force Participation

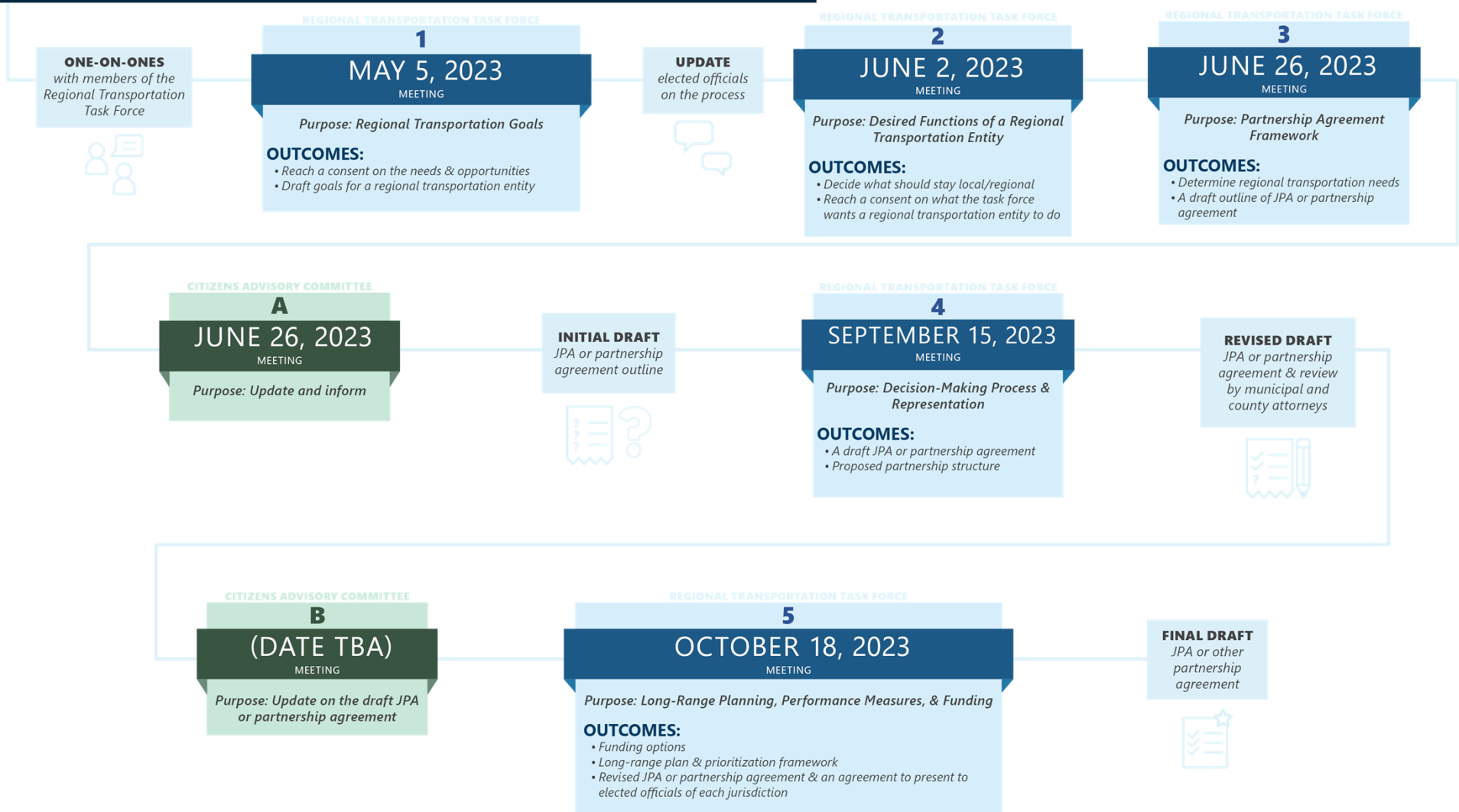
Name	Organization	Title
Jason Wilmot	Bridger Teton National Forest	Forest Service Ranger, Moran WY
Tom Brown	Caribou Targhee National Forest	Assistant Forest Engineer-Roads
Doug Self	City of Driggs, Idaho	Community Development Director, City of Driggs
Jeremy Besbris	City of Victor, ID	City Administrator
Elijah Henley	FHWA Central Federal Lands	Central Federal Lands, Transportation Planning Team Lead
Maureen Gresham	FHWA Idaho Division	Planning and ROW Program Manager
Richard Duran	FHWA WY Division	Technical Services Supervisor & Statewide Planner; FHWA Wyoming Division
Rusty Mizelle	Grand Teton National Park	Chief of Facility Management
Wade Allen	Idaho Transportation Department, District 6	ITD Manager of Planning and Materials
Dustin Havel	Jackson Hole Airport	Assistant Director of Operations
Robert Davis, AICP, SMP	Lincoln County WY	Planning Director
Bruce Abel	Southern Teton Area Rapid Transit (START)	START Director
Jeness Saxton	Sublette County	Sublette County Administrator
Charlotte Frei	Teton County Wyoming and Town of Jackson, WY	Regional Transportation Planning Administrator
Jade Krueger	Teton County, ID - Teton County Planning Dept	Planning Administrator
Eric Green	Town of Alpine, WY	Mayor, Town of Alpine
Abram (Abe) Pearce	Town of Pinedale	Director of Public Works
Melissa Turley	TVA ISD	Executive Director, Teton Village Association ISD
Roxanne Bash	Western Federal Lands	Western Federal Lands, Transportation Planning Team Lead
Jeffrey Brown	WYDOT District 3	Teton County Area Liaison
Mark Wingate	WYDOT Planning	State Planning Engineer
Christina White	Yellowstone National Park	Chief of External Affairs & Partnerships; Yellowstone National Park

Task Force Process

1. Invited participants March 2023
2. Hired independent, neutral facilitator for the process
3. Held 3 Task Force meetings in May and June
4. Hosted 1 Citizens meeting in June
5. Remaining meetings:
 1. Task force in September and October
 2. Citizens/public engagement in Fall 2023



FACILITATION PROCESS *Subject to change*



Task Force Developed Goals/Strategies

Review Goals

The purpose of the Greater Teton Regional Transportation Task Force is to provide a formal cooperative structure for improved and sustained regional collaboration on transportation issues with the following purposes:



Establishing regional transportation **goals and priorities**.



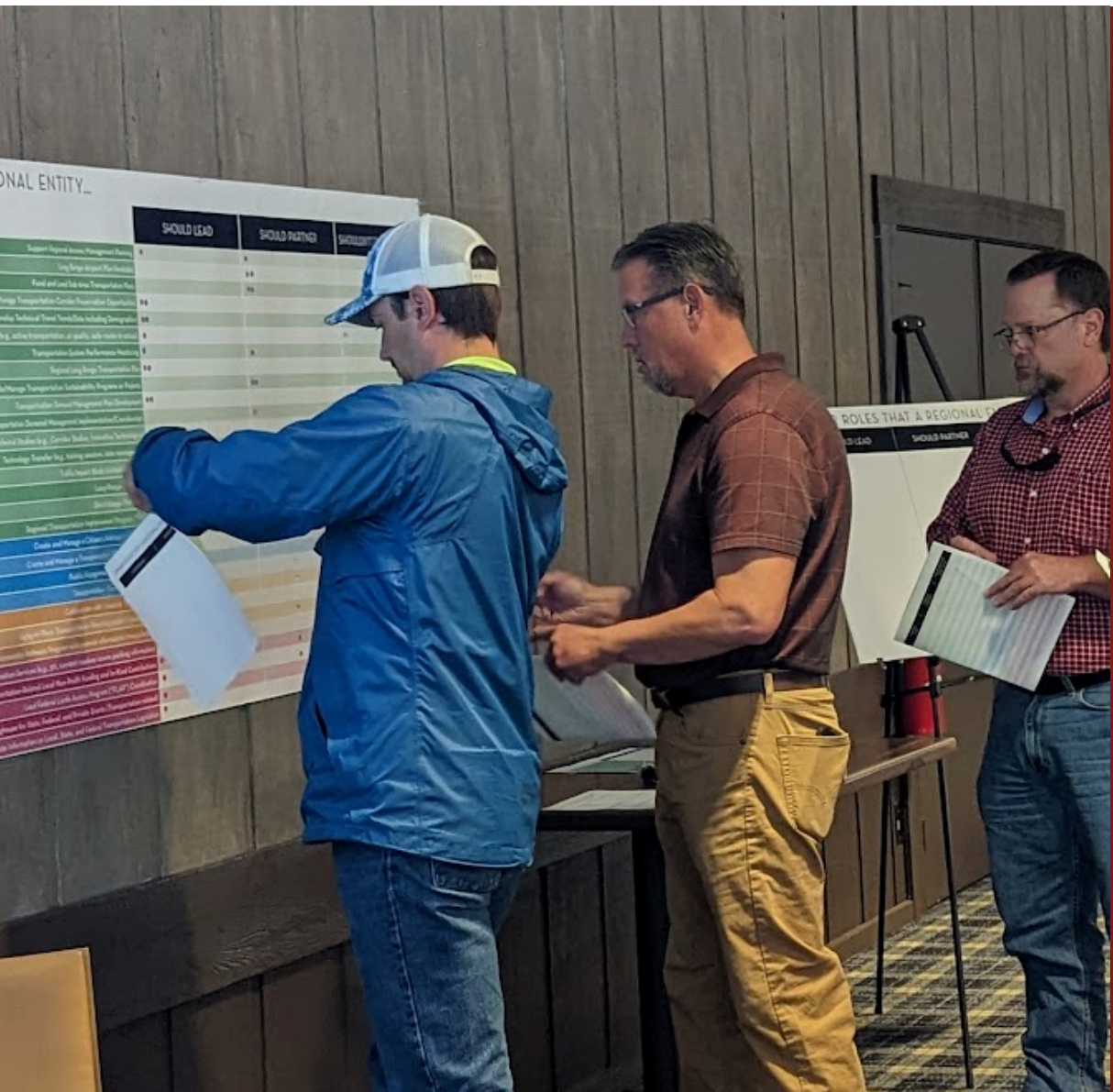
Understanding the transportation **funding** landscape, leveraging existing resources, and strategically pursuing new sources.



Creating efficient **partnerships** (people, expertise, data, and technical assistance) to support transportation planning and services.



Promoting **sustainable access** to natural, scenic, and recreation resources and supporting the local **economy** through regional transportation planning.



Top Desired Functions

1. Regional projects/needs list
2. Regional plan
3. Lead FLAP coordination
4. Create and manage a Citizen's Advisory Committee
5. TDM Plan Development
6. Develop technical travel trends/data



Establishing regional transportation **goals and priorities**.



Understanding the transportation **funding** landscape, leveraging existing resources, and strategically pursuing new sources.



Creating efficient **partnerships** (people, expertise, data, and technical assistance) to support transportation planning and services.



Promoting **sustainable access** to natural, scenic, and recreation resources and supporting the local **economy** through regional transportation planning.

Discussion Question 1 of 2

- Based on feedback to date, what are Teton County and Town of Jackson goals in continuing a regional transportation dialogue?

6. REGIONAL TRANSPORTATION PLANNING ORGANIZATION

Continuing, Cooperative, Comprehensive

OVERVIEW

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

INITIAL MOBILIZATION - ITP IMPLEMENTATION LEAD

Creation of an RTPO, as described in this chapter, will take time to accomplish. Even the first stage, below, will require at least a few months to accomplish. A key barrier to progress on this important regional priority is the fact that no individual is directly responsible for taking the lead on the many details that must be addressed in RTPO establishment. And, meanwhile, there would be no individual responsible for taking the lead on the ITP Action Plan in Chapter 7.

The Town and County will work together to establish, and share the costs of, a fulltime "ITP Implementation Lead" with the responsibilities set forth below. This could be a staff position at the Town or the County, an individual contractor, or an individual provided by a consulting firm. The individual selected for this role will be an experienced transportation planning professional with the ability to initiate complex actions and coordinate the transportation efforts of the Town, County and Wyoming DOT. The ITP Implementation Lead will work closely with the "full-time TDM Coordinator" described in Chapter 4. The two roles are separate, but closely related.

BENEFITS OF AN RTPO

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

Discussion Question 2 of 2

What do Town Council and BCC need to know to answer the question:

"How should local (Town and County) transportation planning and project delivery be organized?"

Discussion: Typical Functional Categories

- Transportation Engineering
- Transportation Planning
- Regional Planning includes typical local planning, plus:
 - Government relations
 - Community engagement
 - Legislative affairs
- Transportation/Mobility Services
 - Parking Division
 - Transit Divisions/Departments
 - Pathways and Active Transportation
 - Travel Demand Management program