

Special Joint Information Meeting

May 6, 2024

9:15 AM

County 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

The Town reserves the right to close Public Comment via Zoom at any time. In-person comment will continue to be taken and written comments can always be submitted to Town Council by emailing electedofficials@jacksonwy.gov.

To join, click link or copy it to your browser: <https://us02web.zoom.us/j/81797380948>

Or join at zoom.com with Webinar ID: **817 9738 0948** or by phone: **+1 669 900 6833**

II. CALL TO ORDER AND ROLL CALL

III. CONSENT CALENDAR

A. Meeting Minutes

1. March 4, 2024 Joint Information Meeting
2. March 18, 2024 Special Joint Information Meeting
3. April 22, 2024 Special Joint Information Meeting
4. April 23, 2024 Special Joint Information Meeting

IV. DISCUSSION/ACTION ITEMS

9:15am-12:00pm 90 Virginian Lane Developer Selection (April Norton)

LUNCH

1:00pm-2:00pm Community Wildfire Protection Plan (WUI) (Mike Moyer)

2:00pm-2:30pm SS4A Safety Action Plan Leadership Commitment (Brian Schilling)

2:30pm-3:15pm Mobility Hub Study and Mobility Action Plan (Charlotte Frei)

3:15pm-4:15pm Joint Department, TTB, ECW Budget Follow-Up and/or Final Decisions
(Tyler Sinclair & Jodie Pond)

V. ADJOURN TO EXECUTIVE SESSION - TOWN ONLY

Adjourn to executive session to consider or receive any information classified as confidential by law according to W.S. 16-4-405(a)(ix).

VI. ADJOURN - COUNTY ONLY

JOINT INFORMATION PROCEEDINGS – UNAPPROVED
TOWN COUNCIL AND BOARD OF COUNTY COMMISSIONERS MEETING

MARCH 4, 2024

JACKSON, WYOMING

The Jackson Town Council and the Teton County Board of County Commissioners met in a regular joint information meeting (JIM) at 1:30 p.m. in the Town Council Chambers located at 150 East Pearl Avenue in Jackson. This meeting was held in-person and through the Zoom platform. Upon roll call the following were found to be present:

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

COUNTY COMMISSIONERS: Chairman Luther Propst, Natalia Macker, Mark Newcomb, Greg Epstein, and Wes Gardner.

STAFF: Tyler Sinclair, Roxanne Robinson, Lea Colasuonno, Floren Poliseo, Michelle Weber, Paul Anthony, Tanya Anderson, Susan Scarlata, and Riley Taylor.

Public Comment. Diane McGee made public comment.

Consent Calendar. There was no public comment on the consent calendar. On behalf of the Town, a motion was made by Jonathan Schechter and seconded by Arne Jorgensen to approve the consent calendar including item A as presented with the following motion. On behalf of the County, a motion was made by Mark Newcomb and seconded by Greg Epstein to approve the consent calendar including item A as presented with the following motion.

A. **Meeting Minutes.** To approve meeting minutes from February 12, 2024 Special Joint Information Meeting.

On behalf of the Town, Mayor Morton Levinson called for the vote. The vote showed all in favor. The motion carried for the Town.

On behalf of the County, Chairman Propst called for the vote. The vote showed all in favor. The motion carried for the County.

Regional Transportation Work Plan. Charlotte Frei and Tyler Sinclair made staff comment. Council and Commission held discussion with staff. There was no public comment. On behalf of the Town, a motion was made by Arne Jorgensen and seconded by Jessica Sell Chambers to approve the Regional Transportation Planning Administrator's proposed FY2025 workplan dated February 23, 2024. Mayor Morton Levinson called for the vote. The vote showed all in favor. The motion carried for the Town.

On behalf of the County, a motion was made by Mark Newcomb and seconded by Greg Epstein to approve the Regional Transportation Planning Administrator's proposed FY2025 workplan dated February 23, 2024. Chairman Propst called for the vote. The vote showed all in favor. The motion carried for the County.

Housing Supply Plan & Housing Department Work Plan. April Norton and Tyler Sinclair made staff comment. Council and Commission held discussion with staff. There was no public comment. On behalf of the Town, a motion was made by Jessica Sell Chambers and seconded by Arne Jorgensen to approve the FY 2025 Housing Department Work Plan. Jessica Sell Chambers proposed a friendly amendment to add \$10,000 to the Housing Department Work Plan for the purpose of exploring the pre-approved ARU program. Arne Jorgensen consented to the amendment. Mayor Morton Levinson called for the vote. The vote showed 4-0 with Mayor Morton Levinson, Jessica Sell Chambers, Arne Jorgensen, and Jim Rooks in favor. Jonathan Schechter abstained from the vote. The motion carried for the Town.

On behalf of the County, a motion was made by Greg Epstein and seconded by Mark Newcomb to approve the FY 2025 Housing Department Work Plan including an addition of \$10,000 for the purpose of exploring the pre-approved ARU program. Chairman Propst called for the vote. The vote showed all in favor. The motion carried for the County.

On behalf of the Town, a motion was made by Jessica Sell Chambers and seconded by Arne Jorgensen to approve the Housing Supply Plan, including work related to the pre-approved ARU program. Mayor Morton Levinson called for the vote. The vote showed all in favor. The motion carried for the Town.

On behalf of the County, a motion was made by Natalia Macker and seconded by Mark Newcomb to approve the Housing Supply Plan, including work related to the pre-approved ARU program. Chairman Propst called for the vote. The vote showed all in favor. The motion carried for the County.

Matters from Council, Commissioners and Staff. There was no discussion.

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

On behalf of the County, a motion was made by Greg Epstein and seconded by Natalia Macker to adjourn. Chairman Propst called for the vote. The vote showed all in favor. The motion carried for the County.

The meeting adjourned at 4:07 p.m.

TOWN OF JACKSON

ATTEST:

Hailey Morton Levinson, Mayor

Riley Taylor, Town Clerk

Minutes: rt. Publish JH News & Guide: March 13, 2024

JOINT INFORMATION PROCEEDINGS – UNAPPROVED
TOWN COUNCIL AND BOARD OF COUNTY COMMISSIONERS MEETING

MARCH 18, 2024

JACKSON, WYOMING

The Jackson Town Council and the Teton County Board of County Commissioners met in a special joint information meeting (JIM) at 11:03 a.m. in the Town Council Chambers located at 150 East Pearl Avenue in Jackson. This meeting was held in-person and through the Zoom platform. Upon roll call the following were found to be present:

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

COUNTY COMMISSIONERS: Chairman Luther Propst, Natalia Macker, Mark Newcomb, Greg Epstein, and Wes Gardner.

STAFF: Tyler Sinclair, Roxanne Robinson, Lea Colasuonno, Floren Poliseo, Michelle Weber, Paul Anthony, Tanya Anderson, Susan Scarlata, and Riley Taylor.

START Board Interviews. The Board and the Town Council interviewed the following candidates for the START Board:

- a. William Monroe
- b. Kevin Regan

Executive Session. On behalf of the County, a motion was made by Commissioner Macker and seconded by Commissioner Gardner to enter executive session pursuant to Wyoming Statute §16-4-405(a)(ii) to consider appointments to volunteer boards, specifically the appointment of a board member as a public officer. Chair Propst called for the vote. The vote showed four in favor and the motion carried 4-0.

On behalf of the Town, a motion was made by Councilmember Jorgensen and seconded by Councilmember Sell Chambers to enter executive session pursuant to Wyoming Statute §16-4-405(a)(ii) to consider appointments to volunteer boards, specifically the appointment of a board member as a public officer. Mayor Morton Levinson called for the vote. The vote showed four in favor and the motion carried 4-0 for the Town.

The meeting entered Executive Session at 11:24 a.m. and exited Executive Session at 11:30 a.m.

On behalf of the County, a motion was made by Commissioner Gardner and seconded by Commissioner Newcomb to appoint William Monroe and Kevin Regan to the START Board for 3-year terms expiring December 31, 2026. Chair Propst called for the vote. The vote showed four in favor and the motion carried 4-0 for the County 4-0.

On behalf of the Town, a motion was made by Councilmember Sell Chambers and seconded by Councilmember Jorgensen to appoint William Monroe and Kevin Regan to the START Board for 3-year terms expiring December 31, 2026. Mayor Morton Levinson called for the vote. The vote showed four in favor and the motion carried 4-0 for the Town 4-0.

Adjourn. On behalf of the Town, a motion was made by Councilmember Jorgensen and seconded by Councilmember Sell Chambers to adjourn. Mayor Morton Levinson called for the vote. The vote showed four in favor and the motion carried 4-0. The Town adjourned at 11:34 a.m.

TOWN OF JACKSON

ATTEST:

Hailey Morton Levinson, Mayor

Riley Taylor, Town Clerk

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

APRIL 22, 2024

JACKSON, WYOMING

The Jackson Town Council met in conjunction with the Teton County Commission in a special joint meeting located in the County Commissioner's Chambers located at 200 S. Willow St. at 9:05 AM.

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

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

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

STAFF: Maureen Murphy, Katie Smits, Jodie Pond, Abigail Moore, Charlotte Frei, Tyler Sinclair, Kelly Thompson, Lea Colasuanno, and Rose Robertson.

II. FISCAL YEAR 2025 BUDGET WORKSHOP

Representatives of Health and Human Service agencies presented budget requests for Fiscal Year 2025:

- a. Wyoming Immigration Advocacy Project – Rosie Read
- b. Wyoming Stargazing – Dr. Samuel Singer via Zoom
- c. Teton County Historic Preservation Board/Teton Trust for Historic Places – Susan Eriksen-Meier
- d. One 22 – Carey Stanley in person and Sharel Lund via Zoom
- e. JH Historical Society & Museum – Morgan Jaouen via Zoom
- f. JH Childrens Museum – Ethan Lobdell
- g. Teton Youth & Family Services – Chris Moll in person and Sarah Cavallaro via Zoom
- h. Community Safety Network – Shannon Brooks Hamby

The meeting recessed at 10:17 AM and reconvened at 10:27 AM.

III. LONG RANGE INDICATOR REPORT AND WORK PLAN

Ryan Hostetter, Long Range Planner, and Alex Norton, LegacyWorks Group via Zoom, gave a presentation to review the 2024 Comprehensive Plan Indicator Report and discuss the Fiscal Year 2025 Long Range Planning Work Plan.

Ryan Hostetter and Alex Norton answered questions from the Boards.

There was no public comment.

Chris Neubecker, Director of Planning and Building for Teton County, answered questions from the Boards.

The meeting recessed at 11:56 AM and reconvened at 1:33 PM.

Paul Anthony, Director of Planning for the Town of Jackson, answered questions from the Boards.

On behalf of the County, a motion was made by Commissioner Macker and seconded by Commissioner Epstein to approve the proposed Fiscal Year 25 Implementation Work Plan dated April 2024.

The Town Council and Board discussed the proposed work plan.

Ryan Hostetter and Paul Anthony answered questions from the Boards.

Chair Propst called for a vote. The vote showed three in favor and the motion carried for the County 3-2 with Chair Propst and Commissioner Epstein in the dissent.

On behalf of the Town, a motion was made by Councilmember Jorgensen and seconded by Councilmember Schechter to approve the joint tasks work plan as the County just has [the proposed Fiscal Year 25 Implementation Work Plan dated April 2024] minus the business park legacy zoning.

Paul Anthony answered questions from the Town Council.

Mayor Morton Levinson called for a vote. The vote showed three in favor and the motion carried for the Town 3-1 with Councilmember Schechter opposed and Councilwoman Sell Chambers absent.

The meeting recessed at 2:31 PM and reconvened at 2:37 PM.

IV. JOINT REVENUE ALTERNATIVE DISCUSSION

Tyler Sinclair, Town Manager, led a review of information regarding joint revenue options including sales tax, recreation district, property tax, and lodging tax, for consideration as part of the FY25 budget process.

Tyler Sinclair answered questions from the Boards.

Maureen Murphy, County Clerk, answered questions from the Boards.

On behalf of the Town, a motion was made by Councilman Jorgensen to direct staff to bring back draft ballot language for one cent general revenue, half a cent SPET, half a cent general revenue, half a cent economic development and lodging tax as discussed this afternoon.

A friendly amendment was suggested by Mayor Morton Levinson that she would second the motion if he would take out the lodging tax.

Councilman Jorgensen accepted the friendly amendment.

The motion was seconded by Mayor Morton Levinson to direct staff to bring back draft ballot language for one cent general revenue, half a cent SPET, half a cent general revenue and half a cent economic development as discussed this afternoon.

Councilman Jorgensen explained the motion is essentially combining what Commissioner Newcomb said about a half cent SPET for the courthouse, and what Councilman Jorgenson said about general revenue or economic development for the Town issues, and then the Chair's comment about just make it simpler and do a full cent general revenue better than depend on us to message appropriately.

The Board brought up questions of what would happen if some and not all of the ballot measures for the different taxes proposed passed, and what the impacts would be for revenue and future projects.

In addition to the draft language, the Boards asked town and county council to provide a legal analysis of a range of those questions: timing of revenue production, allocation, and various scenarios.

Lea Colasuanno, Town Attorney, answered questions from the Town Council.

Mayor Morton Levinson called for a vote. The vote showed three in favor and the motion carried for the Town 3-1 with Councilman Rooks opposed and Councilwoman Sell Chambers absent.

On behalf of the County, a motion was made by Commissioner Newcomb and seconded by Commissioner Gardner to direct staff to bring back draft ballot language for one cent general revenue, half a cent SPET, half a cent general revenue and half a cent economic development as discussed this afternoon. Chair Propst called for a vote. The vote showed four in favor and the motion carried for the County 4-1 with Commissioner Epstein opposed.

V. ADJOURN

On behalf of the County, a motion was made by Commissioner Epstein 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 four in favor and the motion carried for the Town 4-0.

The meeting adjourned at 4:07 PM.

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**

APRIL 23, 2024

JACKSON, WYOMING

The Jackson Town Council met in conjunction with the Teton County Commission in a special joint meeting located in the County Commissioner's Chambers located at 200 S. Willow St. at 9:02 A.M.

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

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

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

STAFF: Maureen Murphy, Katie Smits, Jodie Pond, Tyler Sinclair, Kelly Thompson, Lea Colasuonno, and Rose Robertson.

II. FISCAL YEAR 2025 BUDGET WORKSHOP

The following topics were discussed concerning FY25 budget requests:

i. Pathways

Brian Schilling, Pathways & Trails Program Coordinator, and Tyler Sinclair presented Pathways budget requests and answered questions.

ii. START

Bruce Abel, START Director, Tyler Sinclair, Maureen Murphy, and Kelly Thompson presented START's budget requests and answered questions.

iii. Transportation

Charlotte Frei, Regional Transportation Planning Administrator, Tyler Sinclair, and Maureen Murphy presented budget requests and answered questions.

The meeting recessed at 10:26 AM and reconvened at 10:36 AM.

iv. Fire/EMS & Emergency Management

Mike Moyer, Interim Fire/EMS Chief, Raymond Lane, Fire Marshal, and Maureen Murphy presented budget requests and answered questions.

v. Housing

April Norton, Housing Director, and Maureen Murphy presented budget requests for the Housing Department and answered questions.

vi. Planning

Chris Neubecker, Director of Planning and Building for Teton County, Paul Anthony, Director of Planning for the Town of Jackson, and Tyler Sinclair presented budget requests and answered questions.

vii. Joint Discussion

Tyler Sinclair, Maureen Murphy, Jodie Pond, and Bruce Abel answered questions regarding the Pathways and START budgets.

The Boards provided staff direction for future budget discussions.

The meeting recessed at 11:52 PM and reconvened at 1:32 PM.

viii. Parks & Recreation

Steve Ashworth, Director of Parks & Recreation, Maureen Murphy, and Tyler Sinclair presented budget requests and answered questions.

ix. JH Airport

Jim Elwood, Executive Director, and Michelle Anderson, Assistant Director, presented budget requests and answered questions.

On behalf of the County, a motion was made by Commissioner Epstein and seconded by Commissioner Newcomb to approve the FY2025 Jackson Hole Airport budget. 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 Schecter and seconded by Councilmember Rooks to approve the FY2025 Jackson Hole Airport budget. Mayor Morton Levinson called for a vote. The vote showed four in favor and the motion carried for the Town 4-0 with Councilwoman Sell Chambers absent.

The meeting recessed at 2:53 PM and reconvened at 3:01 PM.

x. Energy Conservation Works

Phil Cameron, Director of Energy Conservation Works, presented budget requests and answered questions.

xi. Travel & Tourism Board

Erik Dombroski, Chair of the Travel & Tourism Board, Mary Bess, Vice-Chair, and Crista Valentino, Executive Director, presented budget requests and answered questions.

Keith Gingery, Chief Deputy County Attorney, and Bruce Abel answered questions from the Boards.

xii. Joint Discussion

Maureen Murphy outlined the future Budget Meeting Schedule.

III. ADJOURN

On behalf of the County, a motion was made by Commissioner Epstein 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 Schecter and seconded by Councilmember Jorgensen to adjourn. Mayor Morton Levinson called for a vote. The vote showed four in favor and the motion carried for the Town 4-0 with Councilwoman Sell Chambers absent.

The meeting adjourned at 3:56 PM.

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



BOARD OF COUNTY
COMMISSIONERS



TOWN
COUNCIL

JOINT INFORMATION MEETING AGENDA DOCUMENTATION

SUBMITTING DEPARTMENT: Joint Housing

PRESENTER: April Norton, Housing Director

MEETING DATE: May 6, 2024

SUBJECT: 90 Virginian Lane Development Partner Selection

STATEMENT/PURPOSE

The Jackson Town Council ("Council") and Teton County Board of Commissioners ("Board") will review responses to the 90 Virginian Lane Request for Proposals for a Multifamily Housing Development Partner ("RFP") and choose a partner for the development.

BACKGROUND/ALTERNATIVES

The Jackson/Teton County Comprehensive Plan directs the Town and County to maintain Town as the Heart of the Region; increase the 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.

On [August 7, 2023](#); [September 11, 2023](#); [October 2, 2023](#); and [November 6, 2023](#) Board and Council provided staff with direction related to the Request for Proposals for a development partner at 90 Virginian Lane. On November 8, 2023, the RFP was released with a response due date of February 2, 2024. 11 responses to the RFP were received. [These are posted to the Housing Department website.](#)

On February 14 & 15, 2024, the Housing Supply Board reviewed the responses and identified four firms to interview in person. On March 6, 2024, the Housing Supply Board interviewed Corum, Elmington, Pennrose, and Ulysses. A [recording of the interviews](#) is provided on the Housing Department's website. On March 20, 2024, the Housing Supply Board held a Special Meeting at which they identified Pennrose as their leading candidate to develop the property.

This staff report is broken into three sections:

1. Summary of each of the four finalist respondent teams and their best proposal.
2. Analysis of the four finalist proposals.
3. Recommendation for a future development partner. This includes the Housing Supply Board recommendation and staff recommendation.

Additionally, a summary of the remaining seven respondent teams and their proposals is provided as an attachment to this staff report.

Summary of the Four Finalist Respondent Teams & Their Proposals

- This section summarizes each of the four finalist teams and their best proposal.

The Housing Supply Board chose to interview four final teams – each offering a different approach to the site design and financing, giving the Board and Council diverse options from which to choose a partner.

Developer: Corum Real Estate Group

- Architect: Cushing Terrell Architects
- Civil Engineer: Jorgensen
- Energy Modeling: Group 14 Engineering
- Construction Services: Shaw Construction
- Transportation, Traffic, Mobility: Fehr Peers

Proposal summary: Fewer, larger units for middle-income households. Requires the Town / County / Housing Authority to issue almost \$60 million in Essential Function Bonds and to invest an additional \$30 million (via General Fund, Certificates of Participation, or other source). Rental improvements to be owned by Housing Authority after debt is satisfied.

150 Total Units 271 Total Bedrooms	102 Rental (68%)	48 Ownership (32%)
Affordable 0-80% MFI	0	0
Affordable 80-120% MFI	55	0
Affordable 120-160% MFI	47	0
Workforce	0	48
Market	0	0
Public Investment / Unit	\$381,265 (includes land)	
Public Investment / Bed	\$211,032 (includes land)	
Total Cost to Construct	\$163,590,338	
Total Residential SF	161,878	
Total Cost / Residential SF	\$1,011	
Total Cost / Unit	\$1,090,602	

Site Plan:



Rendering:



Developer: Elmington Affordables, LLC

- Architect: Dynia Architects
- Civil Engineer: Jorgensen
- Landscape Architect: Cairn Landscape Architects
- General Contractor: Shaw Construction
- Transportation, Traffic, Mobility: Kimley Horn

Proposal summary: More, smaller units for very low- and middle-income earners, including senior housing, centered around a large common green space. Includes an above-grade garage where most parking is located. Relies on 4% LIHTC + HOME funds and requires an additional public investment of \$22.5 million.

241 Total Units		
373 Total Bedrooms	196 Rental (81%)	45 Ownership (19%)
Affordable 0-80% MFI	196	0
Affordable 80-120% MFI	0	0
Affordable 120-160% MFI	0	15
Workforce	0	25
Market	0	5
Public Investment / Unit	\$209,544 (includes land)	
Public Investment / Bed	\$135,389 (includes land)	
Total Cost to Construct	\$201,691,901	
Total Residential SF	204,937	
Total Cost / Residential SF	\$984	
Total Cost / Unit	\$836,896	

Site Plan:



Rendering:



Developer: Pennrose, LLC

- Architect: SAR+ Architects
- Civil Engineer: Jorgensen
- Landscape Architect: Herschberger
- Sustainability Consultant: Group 14
- General Contractor: Shaw Construction
- Construction Admin.: Innova Services Company

Proposal summary: More units serving very low to middle income earners and featuring a central large common green space. Offers an option for a community space for childcare or library extension uses. Relies on conventional debt + equity + \$10 million in additional public funding.

226 Total Units		
340 Total Bedrooms	156 Rental (69%)	70 Ownership (31%)
Affordable 0-80% MFI	21	9
Affordable 80-120% MFI	21	9
Affordable 120-160% MFI	93	43
Workforce	21	9
Market	0	0
Public Investment / Unit	\$168,142 (includes land)	
Public Investment / Bed	\$111,765 (includes land)	
Total Cost to Construct	\$158,412,000	
Total Residential SF	158,010	
Total Cost / Residential SF	\$1,003	
Total Cost / Unit	\$700,941	

Site Plan:



Rendering:



Developer: Ulysses Development Group

- Architect: Hoyt Architects
- Civil Engineer: Jorgensen
- Landscape Architect: Cairn
- Energy Consultant: Group 14
- General Contractor: Shaw Construction

Ulysses – More, smaller units for very low and middle to upper income earners, providing a central common courtyard for residents of the development and a corner courtyard designed for the entire midtown neighborhood to enjoy. Relies on 4% + 9% LIHTC and requires an additional public investment of \$58,450,200.

240 Total Units		
427 Total Bedrooms	168 Rental (70%)	72 Ownership (30%)
Affordable 0-80% MFI	59	0
Affordable 80-120% MFI	40	0
Affordable 120-160% MFI	69	18
Workforce	0	30
Market	0	24
Public Investment / Unit	\$360,209 (includes land)	
Public Investment / Bed	\$202,459 (includes land)	
Total Cost to Construct	\$205,217,327	
Total Residential SF	218,273	
Total Cost / Residential SF	\$940	
Total Cost / Unit	\$855,072	

Site Plan:



Rendering:



Analysis of the Four Finalists & Their Proposals

- This section will go through each of the key scoring components in the draft scoring matrix provided as an appendix to the RFP. Color scale is relative to other respondents for each category. Green is best; red is worst.

Adherence to RFP Instructions				
	Corum	Elmington	Pennrose	Ulysses
Timeliness	A	A	A	A
Completeness	A	A	A	A
Overall Quality & Level of Professionalism	A	A	A	B
Overall Response	A	A	A	B Lower score due to length of proposal.

Respondent Team Information				
	Corum	Elmington	Pennrose	Ulysses
Financial Viability	B	A	A	B
Org Structure	B	A	A	A
Relevant Experience	B	A	A	B
References	A	A	A	A
Partnerships	A	A	A	A

- Corum's experience was in the property management and construction management realms, less experience in the developer role.
- Ulysses is a young company that is growing quickly but lacks a long-term track record of success. Staff flagged this as a potential risk.

Density				
	Corum	Elmington	Pennrose	Ulysses
Total Units	150	241	226	240
Public \$ per unit*	\$381,265	\$258,091	\$168,142	\$360,209
Total Bedrooms	271	373	340	427
Public \$ per bedroom*	\$211,032	\$166,756	\$111,765	\$202,459
Studio	None	20 Rental (8%)	None	None
One-Bedroom	52 total (35%) • 40 for Rent • 12 for Sale	114 total (47%) • 106 for Rent • 8 for Sale	137 total (61%) • 93 for Rent • 44 for Sale	83 total (35%) • 65 for Rent • 18 for Sale
Two-Bedroom	75 total (50%) • 50 for Rent • 25 for Sale	82 total (34%) • 50 for Rent • 32 for Sale	64 total (28%) • 42 for Rent • 22 for Sale	127 total (53%) • 81 for Rent • 46 for Sale
Three-Bedroom	23 total (15%) • 12 for Rent • 11 for Sale	25 total (11%) • 20 for Rent • 5 for Sale	25 total (11%) • 21 for Rent • 4 for Sale	30 total (12%) • 22 for Rent • 8 for Sale

*Includes land valued at \$28,000,000

- Each team met the baseline standard of 150 units and indicated flexibility to change unit sizes if so desired by the Council and Board. Larger units are more cost dense (they cost more per unit to build) and will likely require some additional public investment or higher price point (less affordability). Changing unit mix may also affect required parking.
- Pennrose's three-bedroom units include only one bathroom per unit.

- For context, staff have provided a summary of existing deed restricted housing stock below. This includes units that are under construction and will be complete in 2024.

Existing Deed Restricted Housing Stock + Units Receiving C/O in 2024							
Total Units	1,698	Studio	1-bed	2-bed	3-bed	4+bed	Other
Rental Units	1,082	139	253	259	51	21	359
<50% MFI	66	0	31	20	15	0	
50-80% MFI	49	1	14	31	3	0	
80-120% MFI	253	60	99	66	22	3	3
Workforce	358	78	109	142	11	18	
LDR Restricted (non-res ARUs w/o deed rest.)	177						177
State/Federal Programs (USDA, LIHTC)	179						179
Ownership Units	616	1	88	242	270	15	
<50% MFI	2	0	2	0	0	0	
50-80% MFI	145	0	24	51	69	1	
80-120% MFI	360	1	44	144	163	8	
Workforce	109	0	18	47	38	6	
Total Dorm Beds	257						

Affordability				
	Corum	Elmington	Pennrose	Ulysses
For Rent	102 total (68%)	196 total (81%)	156 total (69%)	168 total (70%)
Affordable 0-80	0	196	21	59
Affordable 80-120	55	0	21	40
Affordable 120-160	47	0	93	69
Workforce	0	0	21	0
Market	0	0	0	0
For Sale	48 total (32%)	45 total (19%)	70 total (31%)	72 total (30%)
Affordable 0-80	0	0	9	0
Affordable 80-120	0	0	9	0
Affordable 120-160	0	15	43	18
Workforce	48	25	9	30
Market	0	5	0	24

Each team indicated they can accommodate changes to the proposed affordability mix. These changes may increase the public investment requested.

- Pennrose offers the broadest affordability across rental and ownership products.
- Elmington proposes utilizing 4% Low-Income Housing Tax Credits ("LIHTC") to fund a portion of the rental product. As a result, they propose rental units serving households earning <80% MFI, with no rental units serving households earning over 80% MFI. (Some of these rental units are intended to serve senior households living on fixed incomes.) Should the Council and Board desire broader affordability, the Elmington team has indicated they can accommodate those changes, but with an additional cost of around \$80,000 per unit. Elmington does not offer any ownership units serving households earning <120% MFI.
- Elmington and Ulysses propose market-rate units; Corum and Pennrose have no market-rate units.

Quality of Overall Project Timeline & Phasing

	Corum	Elmington	Pennrose –	Ulysses
Completion Date	Fully complete within 1460 days from project start date.	Fully complete within 2,000 days from project start date, assuming 4% + Home allocation in Jan. 2025.	Fully complete within 2,000 days from project start date.	Fully complete within 1415 days from project start date, assuming 4% + 9% + HOME allocation in Jan. 2025.
Proposed Phasing	Propose phasing: Rental units complete in Spring 2027. All residential buildings complete by Fall 2027.	Propose phasing: Rentals funded with 4% LIHTC and parking garage built simultaneously. 2027 will be first lease up.	Propose phasing: Overlapping phased construction of the 5 buildings completed by Spring 2028. All initial leases and sales phased Spring 2028 to January 2029.	Propose phasing: Start with underground garage. Then will pick a corner and work out from there. Can utilize area above the garage for staging.

All responses propose phasing construction and completing site-wide construction prior to any occupancy of the site. Proposed timelines range from 4 to 5 ½ years from the time the Ground Lease and Development Agreement are executed.

- Elmington and Ulysses will apply for LIHTC and HOME funds through the Wyoming Community Development Authority. These applications are due in September with awards being announced in January 2025. Should they not receive an award, the timeline will be pushed out an additional 12 months to accommodate reapplication. After speaking with WCDA, staff believe there is a high likelihood of 4% LIHTC + HOME awards and a low likelihood of 9% LIHTC awards.

Quality of Overall Transportation & Parking Plan

	Corum	Elmington	Pennrose –	Ulysses
Parking	235 required spaces 235 provided spaces – this does not include parking in townhome driveways (+19 spaces). Propose providing 1 space per rental unit and charging residents \$25/month for access to an additional space. Every unit has access to a parking spot in an enclosed garage.	368 required spaces 360 provided spaces in parking garage. Every unit has access to a parking spot in an enclosed garage. Short-term drop-off/loading is located at the north entrance to the parking garage. 290 bike parking spots are provided on-site, including 90 indoor spaces and alternate sized bike racks for 73 spaces.	299 required spaces. 299 provided spaces. 255 bike parking spots are provided on-site, including 64 alternate sized spaces. 123 structured parking spots. 134 surface parking spots. 42 tuck-under parking spots.	360 required spaces. 320 provided spaces – this does not include parking in townhome driveways (+18 spaces). 182 spaces are in an underground structure, 135 are surface parking, and 18 are individual garage spaces for townhomes. 320 bike parking spaces are provided on-site.

Parking Access	Below grade parking, at-grade, and tuck-under parking accessed from Virginian Lane. Townhomes have 1-car garage.	Units wrapping the garage have interior access to parking garage.	Most parking is accessed from Karns Meadow Drive to limit the number of cars driving through the neighborhood.	All parking is accessed via two two-way drives off Virginian Lane. A single ramp provides entrance and exit from the underground garage.
Quality of Overall Transportation & Parking Plan	A Provides varied parking options. Exceeds parking requirements and monetize the extra parking.	A Provide varied parking options but rely on the parking garage for most parking. The parking garage makes walking, biking, and busing the default options.	A Provides varied parking options. Access from Karns Meadow Drive alleviates potential congestion along Virginian Lane and at the Snow King & Virginian Lane intersection.	B While parking options are varied, the distribution of surface spaces throughout the site interrupts the overall site design and prioritizes vehicles over other user groups.

Horizontal Infrastructure

	Corum	Elmington	Pennrose –	Ulysses
Stormwater Management	Propose onsite water reduction and reuse strategies + incorporate a lot of runoff capture and infiltration.	Propose onsite water retention, capture, and infiltration. Emphasis on treatment prior to runoff leaving the site (to protect Flat Creek).	Propose onsite water detention and infiltration.	Not specified for this Alternative proposal.
Landscaping	Propose heavy landscaping utilizing native species of grasses, wildflowers, and shrubs.	Propose protecting existing mature spruce trees and using low water, native landscaping. Provides a lot of landscaping space.	Propose landscaping utilizing native species.	Propose landscaping utilizing low-water native species, pollinator gardens, and raised community beds.
Streetscape	Porches, stoops, doors facing Virginian Ln. and Snow King Ave.	Active street frontage facing Virginian Ln.	Entry doors facing Virginian Ln. and Snow King Ave.	Entry doors facing Virginian Ln. and Snow King Ave. Entry plaza at SW street corner.
Functional Outdoor Space	5,000 SF Outdoor space is located primarily between center buildings and provides some opportunities for active and passive recreation.	59,000 SF Features a large, accessible central park with active and passive recreation opportunities, benches, gardens, and paths.	33,500 SF Features a large, central park with active and passive recreation opportunities, benches, gardens, and paths. Includes covered walkways.	56,064 SF Features an entry plaza on the SW corner, and active and passive recreation opportunities throughout, benches, gardens, and paths.

Vehicular Access	Vehicular access via two two-way drives off Virginian Lane with an option to connect via Karns Meadow Drive. Connection to Karns Meadow Drive can be accommodated for an additional \$700,000.	Vehicular access via two two-way drives off Virginian Lane with an option to connect via Karns Meadow Drive.	Primary residential vehicular traffic proposed from Karns Meadow Drive (to access parking). Secondary residential and primary visitor vehicular traffic proposed from Virginian Lane (2 access drives).	Vehicular access via two two-way drives off Virginian Lane. Connection to Karns Meadow Drive can be accommodated for an additional \$500,000.
Quality of Overall Site Design	B While site design provides activated streetscape, it provides limited outdoor space and is broken up by circulation and surface parking.	A Site design provides significant, central community space where residents and visitors can congregate safely, activates streetscape on Virginian, and provides a more residential treatment along Snow King (larger setback from the road).	A Site design provides access from Karns Meadow Drive, alleviating potential congestion along Virginian Lane and at the Snow King & Virginian Lane intersection. Incorporates a variety of functional common space.	B Site design activates streetscape, provides multi-modal connectivity and incorporates a variety of both indoor and outdoor functional space, but the U-shaped surface parking emphasizes vehicle priority throughout the site.

Building Design

	Corum	Elmington	Pennrose	Ulysses
Common Functional Indoor Space (does not include circulation)	5,300 SF Available for property residents and community at-large. Includes community room(s), co-workspace, pet washing station, gym/fitness, etc.	17,793 SF	8,165 SF Available for property residents and community partners (like the Library). Includes multi-purpose room, co-workspace, pet washing station, gear tuning room, gym/fitness, etc.	4,084 SF Shared gathering space central to first and second floor of apartment building.
Storage	20 SF per unit Condos have additional storage units on the first floor.	25 SF per studio 30 SF per 1-bed 40 SF per 2-bed 50 SF per 3-bed	30 SF per 1-bed 40 SF per 2-bed 50 SF per 3-bed	40 to 52 SF per 1-bed 51 to 63 SF per 2-bed 72 SF per 3-bed
Multigenerational Flexibility	Propose an option to include some units that meet Universal Design Housing standards.	All units are designed to meet Adaptable Type B standards. 56 units for seniors.	Does not mention Type A or B units.	Does not mention Type A or B units.
Accessibility	Elevators are located throughout the neighborhood,	Provides an open and accessible central park that will foster	All but two buildings have elevators, which increases accessibility	Only one building has an elevator, limiting accessibility for

	increasing disabled / senior residents' ability to visit friends throughout the development.	interaction amongst residents and provides senior-specific amenities.	for disabled and senior residents. Provides increased seating in common spaces.	disabled and senior residents.
Quality of Overall Building Design	A Building proposed for the corner of Snow King Ave and Virginian Lane is 4-stories, making the neighborhood feel denser at that corner than it actually is. All other buildings – apartments and townhomes – are three stories. Only proposal to mention “universal design / fully accessible”. In an effort to be inclusive, we would likely push them to integrate these design elements throughout the neighborhood so that disabled and senior residents are not segregated to one building.	A Street-adjacent buildings facing Snow King are three-story maximums with varied rooflines. Larger buildings are placed farther north and east on the property to reduce the bulk and scale of the neighborhood. This is the only proposal to mention Type B units, which are great for accessibility and inclusion as they allow for diversity of need in the disability community, a capacity to accommodate more disabled residents, and accessible design greatly benefits an aging community / residents.	A Street-adjacent buildings facing Snow King are three-story maximums with varied rooflines. Larger buildings are placed farther north and east on the property to reduce the bulk and scale of the neighborhood.	B Street-adjacent condo and townhome buildings step down to three-story maximums with a variety of exterior materials and rooflines. The U-shape of the central 4-story building makes it appear more monolithic from the street than it is. Does not address accessibility of common spaces and only provides one elevator.

- The proposals all had great ideas around activating green space for residents. Opportunities to make these spaces more inclusive exist and can be easily incorporated (ie – sensory gardens, accessible gardening, seating, etc.).

Sustainable Design				
	Corum	Elmington	Pennrose	Ulysses
Energy Performance	Designed to achieve Enterprise Green Communities certification (similar to LEED Gold). Incorporates passive solar & solar ready roofs.	Designed to achieve LEED Silver certification. The roof of parking garage will be solar ready. A 300 kw solar array is included in this proposal.	Focused on embodied carbon and using recycled materials when possible. Passive solar design potential. Construction waste management goal of 50% diversion from landfill. Targeting National Green Building Standard Gold certification.	Propose geothermal.

Healthy Living	Proposed areas for community gardens, provided pedestrian walkways, included exterior balconies on many units. All of their units are considerably larger than the other three proposals.	Propose on-site food production, a large and open central courtyard, shade trees, exterior balconies, and multimodal connectivity. Mechanical system for senior units have humidification to help with asthma symptoms and reduce the spread of viruses. Also includes more temperature control for comfort.	Proposed Fitwell certification for healthy living. Many units have exterior balconies.	Many units have exterior balconies.
Quality of Overall Sustainable Design	A Proposed onsite water reduction and reuse strategies which went above and beyond other water conservation measures in other proposals. Providing one free parking space and charging for additional parking spaces encourages multimodality.	A Plans to protect the existing mature spruce trees, which is notable. They focused on embodied carbon and life cycle analysis. The parking garage allows for a lot of landscaping and makes walking, biking, and using the default options.	A Included a detailed sustainability plan. They focused on embodied carbon and using recycled materials when possible. They have a 50% diversion from landfill construction waste management goal.	B Included geothermal in their proposal, which raised their score. However, they also stated they would achieve high sustainability certifications but provided little detail as to how. They include homes that about the substation.

Property Management

	Corum - B	Elmington - B	Pennrose - A	Ulysses – A
Rental Property Management Plan	Corum proposes to manage the property, including 1.5 FTE management staff + 1.5 FTE maintenance staff. Housing Authority will own the rental improvements at project completion.	Elmington Property Management will manage the site: 2 FTEs assigned to maintenance, 2 FTEs assigned to compliance (with LIHTC program).	Pennrose will manage the rental property long-term and assumes a 4% annual rent growth, 2% expense growth, and 4% vacancy rate. Potential for long-term profit sharing with Housing Authority.	Have already engaged with a property manager (New Earth). Plan to hold long-term.
HOA Budget & Management Plan	Did not provide HOA budget.	Did not provide HOA budget.	Propose \$350 per month HOA fee. This includes repairs & maintenance, admin, common utilities, management, major repairs, reserves – maintenance and	\$545,000 annual budget pro-rated by unit based on size. Ownership units will average \$225 per month HOA fee.

replacement, and contingency.

Project Financing

	Corum	Elmington	Pennrose	Ulysses
Total Public Funding	\$57,189,716	\$50,500,000	\$38,000,000	\$86,450,200
Land – this has already been invested	\$28,000,000	\$28,000,000	\$28,000,000	\$28,000,000
General Fund – additional public funding requested	\$29,189,716 <i>Propose Cert. of Participation (defined below)</i>	\$22,500,000 <i>Propose Cert. of Participation</i>	\$10,000,000	\$58,450,200
Total Partner Funding	\$36,347,409	\$92,282,875	\$118,412,571	\$163,502,074
Debt	\$33,797,409 <i>Construction Loan</i>	\$36,215,000 <i>Tax-exempt loan per 4% LIHTC</i>	\$84,765,769	\$114,012,554 <i>Construction Loans</i>
Equity	\$2,550,000	\$56,067,875 <i>4% LIHTC – tax credit investor</i>	\$33,646,802 <i>Private Limited Partner + Pennrose General Partner</i>	\$49,489,520 <i>4% + 9% LIHTC – tax credit investor</i>
Other Funding	\$70,053,213	\$58,933,678	\$2,000,000	\$53,985,249
	\$58,736,247 <i>Essential Function Bonds (defined below)</i>	\$35,437,902 <i>Home sales</i>	\$2,000,000 <i>Deferred developer fee</i>	\$49,212,929 <i>Home sales</i>
	\$9,420,000 <i>52 Rights of First Refusal</i>	\$5,150,000 <i>Cost Sharing (infra)</i>		\$4,772,320 <i>Deferred developer fee</i>
	\$1,896,966 <i>Deferred Muni Fees</i>	\$8,790,000 <i>State Gap Funds (HOME or Other)</i>		
		\$9,555,776 <i>Deferred developer fee</i>		

Financing Key Terms:

- Certificate of Participation (“COP”). This is a non-debt instrument that is an alternative way to raise money (not the same as a revenue bond). Recourse to the issuer (in our example, the Town). These are typically priced off the tax-exempt index, which reduces the issuer’s cost to access money (i.e. COP at 4% vs. conventional debt at 7%).
 - Example: The Town issues \$10 million in COPs. The COPs are purchased by investors and are paid back by an annual appropriation from the Town. This could be paid for with future revenues from 90 Virginian Lane (as proposed by Corum and Elmington) or from the General Fund. The Town is required to post collateral, which would be an asset the Town owns like Town Hall or the sewer plant. In doing this, the Town would enter into a lease-purchase agreement where the collateral is deeded to a third-party intermediary who then leases the asset back to the Town. Once the COPs are paid back, the Town is deeded the collateral asset back.
- Essential Function Bond (“EFB”). This is a tax-exempt bond that is a way to raise money for governmental purposes / uses like constructing affordable housing. Recourse to the issuer (in our example, the Housing Authority) with the future improvements + land serving as collateral. These are priced off the tax-exempt index, which reduces the issuer’s cost to access money (i.e. EFB at 4% vs. conventional debt at 7%).

- Example: The Housing Authority issues \$10 million in EFBs. The EFBs are purchased by investors who are paid back over time. Payments are due twice per year and can be paid for with future revenues from 90 Virginian Lane (as proposed by Corum). Once the bonds are paid off, the Housing Authority owns the rental improvements. The Town or County will be required to provide a “moral obligation” to cover the debt payments should the Housing Authority not have funding to do so. This is not a legal obligation, but a promise that if broken will negatively impact the Town or County’s bond rating / ability to do similar deals in the future. Questions about the legality of a “moral obligation” in Wyoming exist and based on conversations with Kutak Rock, it is unclear whether or not the Town / County can legally provide one.

Financing Discussion:

Corum is the only respondent to propose that the Housing Authority own the rental improvements once the EFBs and COPs – if pursued – are paid. As proposed, this requires the Town/County/Housing Authority to issue almost \$60 million in EFBs and to invest an additional \$30 million (via General Fund, COPs, or other source). Corum is providing \$2.55 million in equity in the form of deferred developer fees. They also propose selling 52 Rights of First Refusal to local businesses (35% of total units).

Elmington proposes utilizing 4% LIHTC bonds + HOME funds and requires an additional public investment of \$22.5 million. The additional public investment could include COPs to pay for a portion of the parking garage, of which the Town/County/Housing Authority would then own a portion, and General Fund contributions. If COPs are pursued, a portion of these would be paid back over 10 years by funds from the 4% tax credits. Timing for LIHTC and HOME allocations is as follows: August 2024 – apply to WCDA for 4% LIHTC and HOME, January 2025 – award notifications. WCDA staff indicated that they have 3-4 years of 4% bond cap funding built up and so as long as the proposal meets the minimum qualifications set forth in the state’s Affordable Housing Allocation Plan, it will receive the award. Similarly, the state has an excess of HOME funds and so the likelihood of receiving an award is high. Should the project not receive the HOME funds, the public investment necessary would increase to \$32.2 million. If the 4% LIHTC is not awarded, the project would not move forward.

Pennrose proposes utilizing conventional debt + equity and requires an additional \$10 million public investment. Pennrose commits to providing \$3.33 million in equity which they will invest up front to keep the project moving forward. They also commit to raising \$30 million for the project (one-off for this development, not in a comingled fund for multiple projects). They plan to target a socially motivated fund – likely a private family office investment fund (as opposed to a Wall Street fund). This is the least complicated financing proposal of the four and relies heavily on Pennrose’s ability to raise capital for the development.

Ulysses proposes utilizing 4% + 9% LIHTC bonds and requires an additional public investment of \$58,450,200. As mentioned above, based on conversations with WCDA, staff believe 4% LIHTC allocation is likely so long as the project meets the minimum qualifications set forth in the state’s Affordable Housing Allocation Plan. However, staff are skeptical of Ulysses’ ability to secure 9% LIHTC, which are extremely competitive within the state. Without the 9% equity, the public investment necessary will be increased.

COMPREHENSIVE PLAN ALIGNMENT

Comprehensive Plan Policy:

- Emphasize a variety of housing types. 3.2.d
- Emphasize a variety of housing types, including deed-restricted housing. 4.1.b
- Create and develop Transitional Subareas. 4.3.b
- House at least 65% of the workforce locally. 5.1.a
- Focus housing subsidies on full-time, year-round workers. 5.1.b
- Provide a variety of housing options. 5.2.a
- Housing will be consistent with Character Districts. 5.2.b
- Create workforce housing to address remaining shortages. 5.3.c

Housing Action Plan Strategy:

- Provide land as a public subsidy and build development partnerships. 2B

STAKEHOLDER ANALYSIS

Teton County community members and visitors.

FISCAL IMPACT

Varies based on partner selected.

STAFF IMPACT

Housing staff have spent 70 hours to prepare this staff report, including interviews with respondents, Housing Supply Board meetings, reference checks, and collaboration with other Town and County colleagues. Town Planning, Ecosystem Stewardship, and Public Works staff have also spent time reviewing responses to the RFP. Town and County Legal have spent approximately XX hours reviewing this staff report. This development will continue to require significant time from all departments listed above as it moves through the planning and building phases.

LEGAL REVIEW

L. Colasuonno & K. Gingery

ATTACHMENTS

- Summary of respondent teams not chosen for an interview with the Housing Supply Board.

RECOMMENDATION

Aggregate Scoring				
	Corum	Elmington	Pennrose	Ulysses
Overall Response				
Team Info				
Density				
Affordability				
Timeline & Phasing				
Transportation & Parking Plan				
Site Design				
Building Design				
Sustainable Design				
Property Management				
Project Financing				

Housing Supply Board Recommendation: Pennrose

The Housing Supply Board unanimously voted to recommend Pennrose for this development. The combination of experience, amount of public investment requested, and responsiveness to the RFP were cited as primary reasons for moving forward with Pennrose. Board members also appreciated the opportunities for homeownership at all levels of affordability.

Housing Director Recommendation: Pennrose

Two responses rose to the top for staff: Elmington and Pennrose.

Staff appreciated Elmington's responsiveness to the RFP, specifically their inclusive design and the focus on creating spaces for people and community. If the Council and Board choose to move forward with Elmington, staff recommend working with them to broaden the incomes served by the rental units. Staff have some concerns with the reliance on 4% LIHTC, HOME, and COPs to fund the development. While WCDA has indicated an abundance of 4% LIHTC and HOME funds, there is still risk associated with the application and award of these resources. Staff did not believe the risk was necessary given the quality of the Pennrose response.

Staff recommend moving forward with Pennrose. Their proposal was the highest quality response and requested the lowest amount of additional public investment. If the Council and Board choose to move forward with Pennrose, staff recommend working with them to include more two and three-bedroom units.

SUGGESTED MOTION

I move to direct and authorize the Housing Authority to direct staff to draft a Ground Lease and Development Agreement with Pennrose Development for affordable workforce housing located at 90 Virginian Lane and to bring these documents back to the Council and Board for consideration at a future meeting.

Proposals not chosen to interview with Housing Supply Board

Of the eleven respondents, the Housing Supply Board chose to interview the four final teams analyzed in the staff report. The remaining seven proposals are summarized in this appendix.

Developer: The Annex Group

- Architect: BVH Architects
- Civil Engineer: TBD
- General Contractor: The Annex Group

Included an alternative proposal for 186 units in three separate buildings instead of the four buildings proposed in the site design for the base proposal.

This proposal was eliminated from further consideration because the base proposal does not meet minimum standards for unit type—all units are proposed to be rental product; the RFP required minimum 30% ownership for base bid.

183 Total Units 320 Total Bedrooms	183 Rental (100%)	0 Ownership (0%)
Affordable 0-80% MFI	0	0
Affordable 80-120% MFI	20	0
Affordable 120-160% MFI	97	0
Workforce	66	0
Market	0	0
Public Investment / Unit	\$381,265 (includes land)	
Public Investment / Bed	\$211,032 (includes land)	
Financial Proposal	partner with the city utilizing the public-private partnership structure to finance 100% of the permanent and construction debt with tax-exempt bonds	

Site Plan:



Rendering:



Developer: Bear Development

- Architect: Northworks Architects
- Civil Engineer: Jorgensen Associates
- General Contractor: Shaw Construction

Included an alternative proposal for 200 units including 45 additional market rate ownership units which would reduce the additional public funding requested to \$23,360,000.

This proposal was eliminated from further consideration because the base proposal does not meet minimum standards for affordability—15 units are proposed to be market rate; the RFP required no market rate units in the base bid.

Site Plan: None Provided

150 Total Units 218 Total Bedrooms	45 Rental (30%)	105 Ownership (70%)
Affordable 0-80% MFI	45	0
Affordable 80-120% MFI	0	30
Affordable 120-160% MFI	0	30
Workforce	0	30
Market	0	15
Public Investment / Unit	\$408,500 (includes land)	
Public Investment / Bed	\$281,078 (includes land)	
Financial Proposal	Rentals financed via LIHTC, tax-exempt bonds, a taxable construction loan, and bond reinvestment income; ownership units financed via construction loan and \$19,425,000 equity contribution. Additional public funding request of \$33,275,000 (plus land).	

Rendering: None Provided

Developer: Nat Capital Group & Two Ocean

Builders

- Architect: Northworks Architects
- Civil Engineer: Nelson Engineering
- Landscape Architect: HDLA
- Planning Consultant: Cirque Consulting
- General Contractor: ArcoMurray

Included two alternative proposals: Alt 1 retains same unit number and type as base proposal but all condo units are market-rate to cover development costs; Alt 2 reduces total units to 170 and all are rental.

This proposal was eliminated after much consideration due to very high subsidy request, monolithic building design, lack of unit variety, and limited street activation.

204 Total Units		
408 Total Bedrooms	45 Rental (30%)	105 Ownership (70%)
Affordable 0-80% MFI	21	9
Affordable 80-120% MFI	32	8
Affordable 120-160% MFI	69	35
Workforce	14	16
Market	0	0
Public Investment / Unit	\$578,448 (includes land)	
Public Investment / Bed	\$289,224 (includes land)	
Financial Proposal	Public investment requested + Developer Fee of \$112,467 per month through stabilization.	

Site Plan:



Renderings:



Developer: SLS Equity Partners

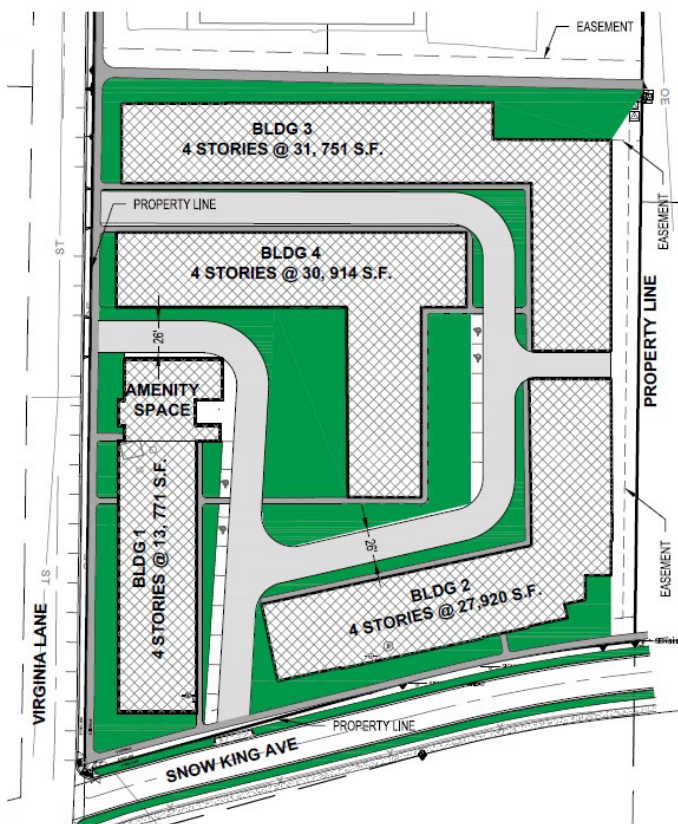
- Architect: EV Studio
- Civil Engineer: TBD
- Modular Construction: Guerdon Buildings & ProSet Construction
- General Contractor: TBD

Included an alternative proposal retaining same unit number but converting 25 rental units to market rate and adjusting some affordable rentals to <50% MFI to access LIHTC funding = eliminates need for any additional public subsidy.

This proposal was eliminated after much consideration due to less than half of units designated as affordable, monolithic building design with 4-story structures on street fronts, lack of unit variety, and limited street activation.

250 Total Units		
425 Total Bedrooms	175 Rental (70%)	75 Ownership (30%)
Affordable 0-80% MFI	16	14
Affordable 80-120% MFI	17	13
Affordable 120-160% MFI	47	13
Workforce	95	35
Market	0	0
Public Investment / Unit	\$168,443 (includes land)	
Public Investment / Bed	\$99,084 (includes land)	
Financial Proposal	Rentals financed via HUD 221(d)4 loan; ownership units financed via conventional construction loan; modular manufacturing financed via US Modular Capital short-term financing.	

Site Plan:



Renderings:



Developer: SMR Development

- Architect: GGLO
- Civil Engineer: Jorgensen Associates
- Sustainability: Beyond Efficiency
- Transportation: Kittleson & Assoc.
- General Contractor: Big D Construction

Included an alternative proposal for 182 units, the majority of which (132 units) are affordable rentals. Ownership units are increased to 50 total and parking is minimized.

This proposal was eliminated from further consideration after initial review because of the extensive surface parking throughout the site, small units, and monolithic building design.

150 Total Units 229 Total Bedrooms	105 Rental (70%)	45 Ownership (30%)
Affordable 0-80% MFI	30	0
Affordable 80-120% MFI	30	0
Affordable 120-160% MFI	45	15
Workforce	0	30
Market	0	0
Public Investment / Unit	\$246,667 (includes land)	
Public Investment / Bed	\$161,572 (includes land)	
Financial Proposal	Tax-exempt bonds supplemented by \$9 million local gap funding. An alternative traditional financing option for rentals increases that public subsidy.	

Site Plan:



Renderings:



Developer: Trailbreak Partners

- Architect: Van Meter Williams Pollack & A43 Architecture
- Civil Engineer: Jorgensen Associates
- Landscape Architect: Oxbow Design
- General Contractor: Shaw Construction

Included an alternative proposal with same number of units but none <80% MFI and 16 market-rate ownership homes=reduces public subsidy request to \$28.5 million.

This proposal was eliminated from further consideration after initial review because of the high additional public funding request for a unit count just over the 150 minimum.

Site Plan:



155 Total Units		
293 Total Bedrooms	103 Rental (66%)	52 Ownership (34%)
Affordable 0-80% MFI	20	10
Affordable 80-120% MFI	35	15
Affordable 120-160% MFI	32	18
Workforce	16	9
Market	0	0
Public Investment / Unit	\$542,580 (includes land)	
Public Investment / Bed	\$287,030 (includes land)	
Financial Proposal	Traditional construction loan with matching gap funding request of \$56.1 million from public subsidy.	

Renderings:



VIEW LOOKING NORTHEAST



VIEW LOOKING FOR SALE ROWHOUSE

Developer: TWG Development

- Architect: Studio Architecture
- Civil Engineer: Nelson Engineering
- General Contractor: Shaw Construction

Proposed that 45 units (30%) are employer-owned and rented to their employees.

This proposal was eliminated from further consideration because the base proposal does not meet minimum standards for affordability—30 units are proposed to be market rate; the RFP required no market rate units in the base bid.

154 Total Units		
293 Total Bedrooms	111 Rental (72%)	43 Ownership (28%)
Affordable 0-80% MFI	66	5
Affordable 80-120% MFI	0	8
Affordable 120-160% MFI	0	0
Workforce	45	0
Market	0	30
Public Investment / Unit	\$202,683 (includes land)	
Public Investment / Bed	\$106,530 (includes land)	
Financial Proposal	Traditional financing for townhome ownership sales; LIHTC, permanent financing, \$3,213,279 public subsidy and deferred developer fee for rental apartments; permanent loan, soft debt and equity partners for employer-owned rental apartments.	

Site Plan:



Renderings:





JOINT INFORMATION MEETING AGENDA DOCUMENTATION

SUBMITTING DEPARTMENT: Fire/EMS

PRESENTER: Fire Marshal Raymond Lane

MEETING DATE: May 6, 2024

SUBJECT: Community Wildfire Protection Plan Workshop

STATEMENT/PURPOSE

To provide an overview of the updated Community Wildfire Protection Plan (CWPP) and the recommendations within. Fire/EMS seeks to know if the proposed new Wildland Urban Interface (WUI) boundary will be accepted by elected officials. The recommendations within the CWPP will change based on that decision point. Fire/EMS is not requesting a decision at this time but at a future JIM meeting. This workshop is informational in nature.

BACKGROUND/ALTERNATIVES

Teton County and the Town of Jackson have adopted the International Wildland Urban Interface Code (IWUIC). The code states the legislative body shall declare the wildland urban interface areas within the jurisdiction. This WUI boundary is created as part of the CWPP.

The current CWPP was created in 2014, USDA Forest Service recommends each county CWPP is updated every 5 years with a loss of grant funding eligibility after 10 years. Fire/EMS received wildfire grant funding through the Western States WUI grant for this CWPP update. Fire/EMS contracted with consulting firm Jensen Hughes to implement this update.

This updated version of the CWPP recommends all of the private lands within Teton County and the Town of Jackson be included in the wildland urban interface area. The contract with Jensen Hughes ends in July 2024. Any changes to the proposed WUI boundary near the adoption of the completed CWPP would significantly delay the completed document.

COMPREHENSIVE PLAN ALIGNMENT

The Comprehensive Plan states the following: Policy 3.4.f: Protect development against wildfire. Surrounded by National Forest lands, private lands throughout the community are susceptible to wildfires. The mapped Wildland Urban Interface will continue to be updated and refined, and development in such areas will continue to mitigate for wildfire hazard.

STAKEHOLDER ANALYSIS

The new proposed WUI boundary will have potential effects on our community. The new boundary is more focused and concise. The proposed boundary uses natural or man-made features to define it. This will avoid the splitting of parcels along the boundary which has been an ongoing issue. The proposed boundary has the potential to increase building costs for new construction within the town and county. Under the proposed boundary all new construction will be subject to WUI Code review to determine if the code has requirements based on that parcel's assessment. The proposed boundary would also disallow wood shakes in all parts of the Town and County.

The proposed boundary more accurately reflects the current and trending wildfire risk to both the Town and County. Adoption of the new boundary will ensure a more wildfire adapted community as we continue to grow into the future. The increase in boundary has the potential to lessen the effects of a wildfire event and save structures.

For further information click [here](#) for an ArcGIS Story Map that provides additional background.

FISCAL IMPACT

The proposed boundary change has the potential to increase revenue as all new construction within the Town and County would be subject to a WUI review.

STAFF IMPACT

The proposed boundary change will increase the number of WUI reviews and inspections for Fire/EMS's Wildfire Prevention Specialist position who is charged with IWUIC enforcement. It is estimated about 45% of current residential is within the WUI boundary. This proposed change and the associated workload will be handled by current staff.

LEGAL REVIEW

Gingery & Colasuonno

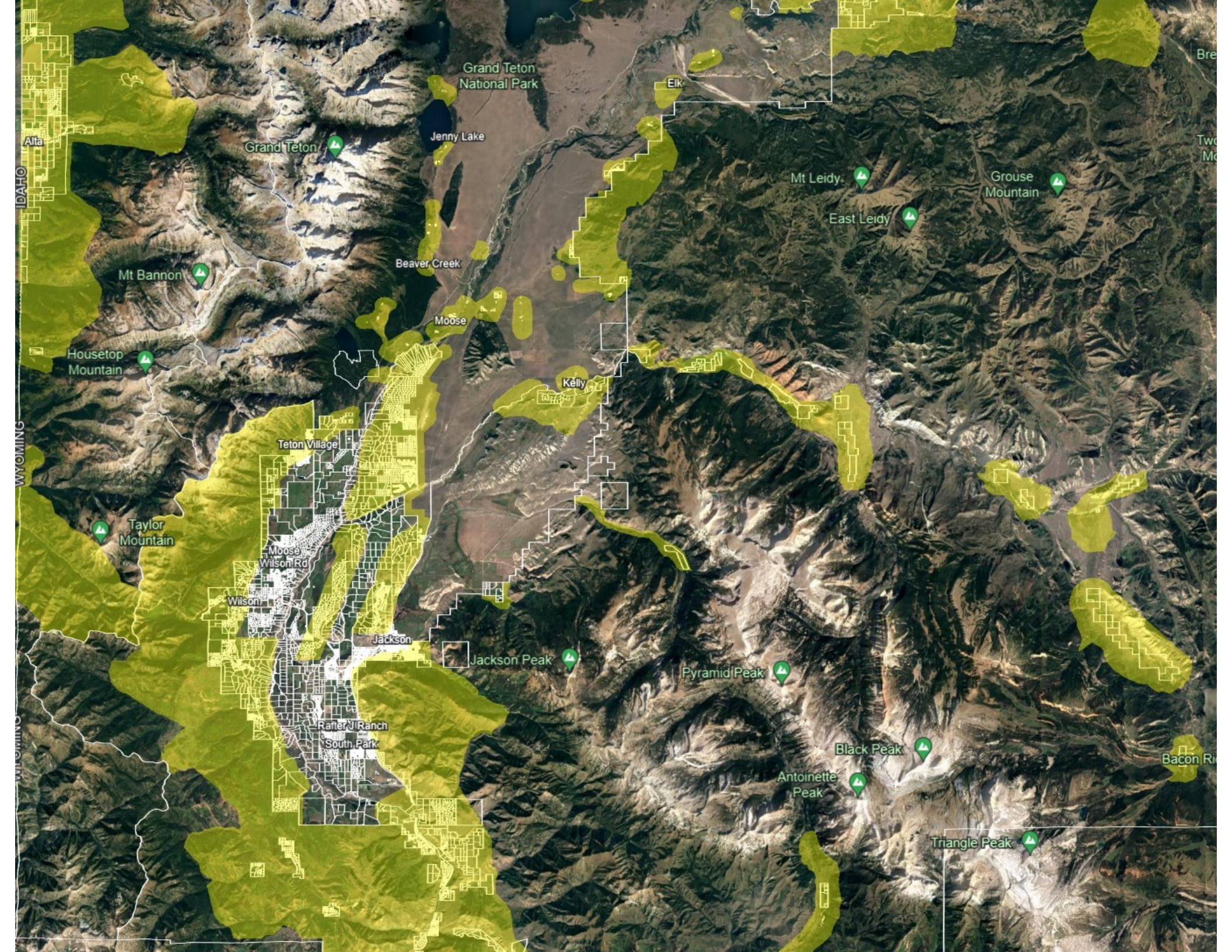
ATTACHMENTS

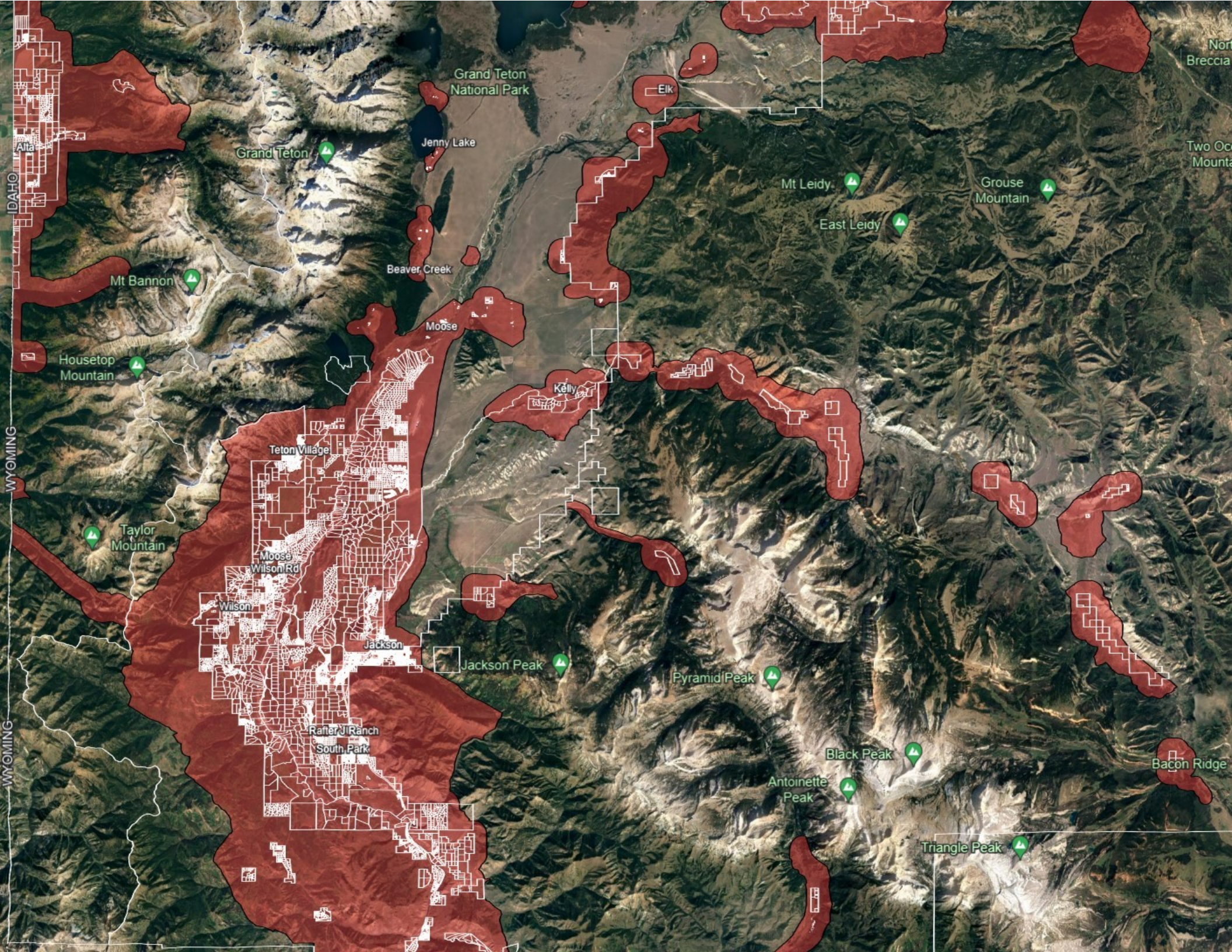
Maps of the current and proposed WUI boundary

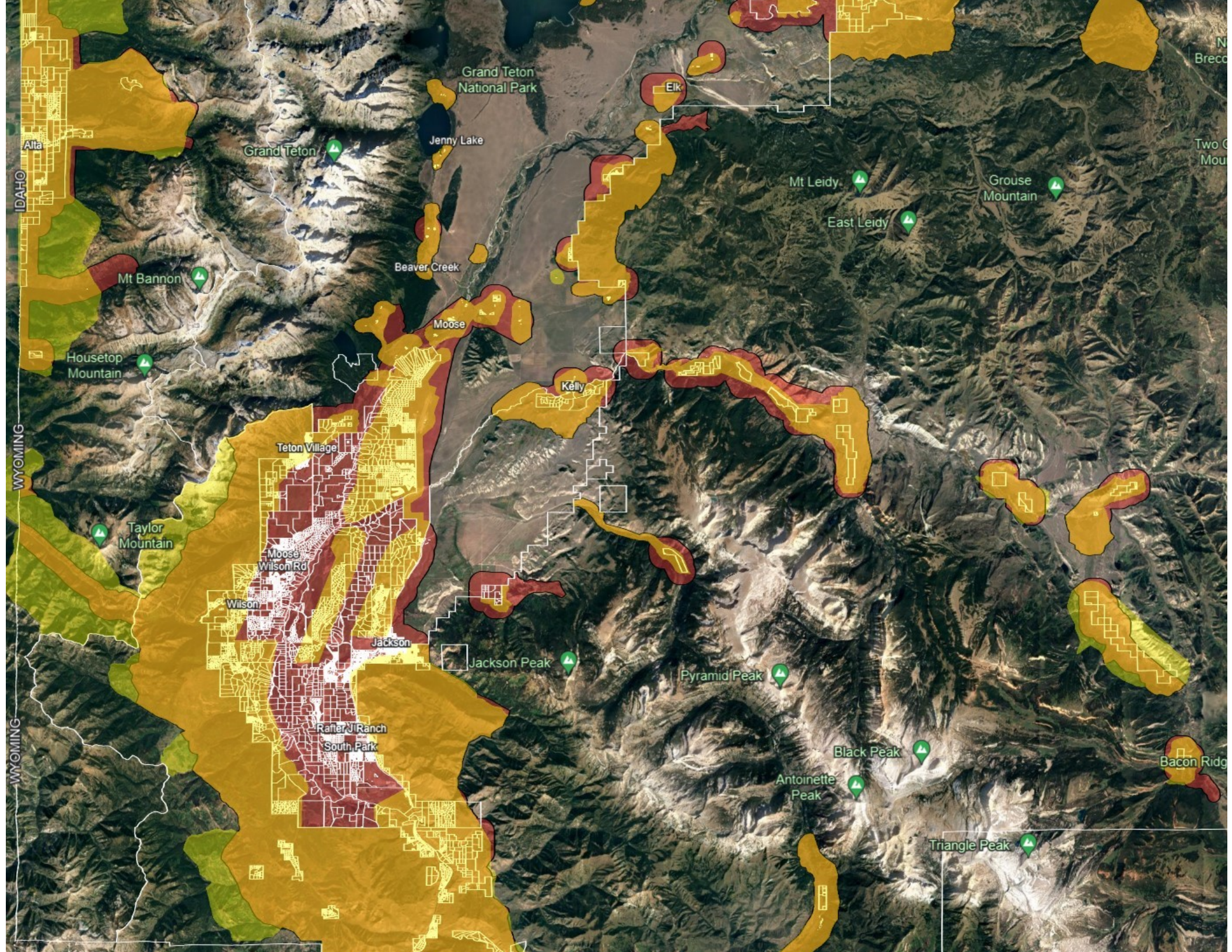
RECOMMENDATION

Fire/EMS recommends adoption by the boards of the proposed WUI boundary.

SUGGESTED MOTION









JOINT INFORMATION MEETING

AGENDA DOCUMENTATION

SUBMITTING DEPARTMENT: Pathways

PRESENTER: Brian Schilling

MEETING DATE: May 6, 2024

SUBJECT: Safe Streets for All – Safety Action Plan Project Update

STATEMENT/PURPOSE

Staff will provide an update on the Teton County/Town of Jackson Safe Streets for All Safety Action Plan project work to date and the stakeholder workshops held in March. Staff is requesting feedback from the elected boards on the draft Leadership Commitment and the Recommended Vision and Goals language. These two elements are required components of the Safety Action Plan and feedback on these will help ensure the project trajectory is consistent with the elected boards' expectations and vision.

BACKGROUND/ALTERNATIVES

General Project Background

In January 2023, Teton County, with the Town of Jackson as a supporting partner, was awarded \$600,000 from the Federal Highway Administration (FHWA) through the Safe Streets and Roads for All (SS4A) funding program to prepare a Comprehensive Safety Action Plan (SAP). The SAP will identify a comprehensive set of projects and strategies to improve the safety of the community's transportation network, serve as an update to the 2007 Pathways Master Plan, and enable the Town and County to be eligible to apply for Implementation (Capital) grant funds through the SS4A program. The grant agreement was approved and signed by the Teton County Board of County Commissioners in August 2023. In November 2023, Alta Planning and Design (with Mobycon and Y2 Consultants as sub-consultants) was awarded the contract to prepare the Safety Action Plan and associated materials. In addition to the Safety Action Plan, the scope of work includes preparation of a Town Mobility Overlay and a Transportation Engineering Design Standards (TEDS) Manual.

The core staff team from the Town/County is comprised of Brian Schilling (Pathways Coordinator - Joint) as project manager with Charlotte Frei (Regional Transportation Planning Administrator - Joint), Floren Poliseo (Public Works Director – TOJ), Cristi Landes (Public Engagement Specialist – Teton County), and Susan Scarlata (Communications and Strategic Initiatives Director – TOJ) also closely involved in the project development. Additional staff and agencies are consulted on the project development as needed.

Initial Project Work: December 2023 – February 2024

Project work officially started with a kick-off meeting held December 15, 2023. Immediately following this, the consultant team began work on two key project management documents (included as attachments to this report):

1. Performance Measurement and Project Management Plan (PMP)
 - a. The PMP details the key tasks and guides the team in how they pursue developing the Safety Action Plan—essentially the “what we’re doing and how we’re going to do it.”
 - b. The Performance Measures ensure that the Teton County Safety Action Plan meets all SS4A program requirements and that we will be eligible to apply for implementation funding. All the SS4A requirements listed below are addressed in the PMP work plan. References to these requirements in this staff report will be noted:

1. Leadership Commitment and Goal Setting – a commitment by the local elected bodies to an eventual goal of zero roadway deaths and a description of how this will be achieved.
2. Planning Structure – a committee or task force charged with overseeing the Safety Action Plan’s development.
3. Safety Analysis – analysis of crashes and existing conditions, contributing crash factors, and other elements to better understand where and what types of improvements are needed.
4. Engagement and Collaboration – public engagement and stakeholder input, including with the private sector and community groups, will be incorporated into the Plan.
5. Equity Considerations – identification of underserved communities and an inclusive and representative planning process will be part of the documented Plan development.
6. Policy and Process Changes – assessment of current policies, plans, and standards to identify opportunities to improve how processes and practices affect safety.
7. Strategy and Project Selections – identification of a comprehensive set of projects and strategies to address the safety issues identified in the Action Plan.
8. Progress and Transparency – the Action Plan will document how progress is measured over time and will be available for public review during the development process and following approval.
9. Timing – the Safety Action Plan will be completed within the required grant timeline.

2. Community Engagement Plan (CEP) – PMP Task 1.3

- a. The CEP details the community engagement process for the Safety Action Plan development.
- b. Robust public engagement, with particular attention to equity and reaching underrepresented populations in the community, is highlighted as a key required component of the SS4A program.
- c. The CEP addresses SS4A Requirements #2, #4 and #5.

Both staff and the consultants put considerable time and effort into developing these guiding plans, which were finalized in late January.

Concurrently, staff were also busy collecting data and background information requested by the consultant for review and preparation of a summary report (PMP Tasks 1.4 and 1.5). This included GIS data and maps, crash data, traffic counts, existing pathway and roadway network maps, zoning information, planned future routes, street classifications, and more. Staff also assembled more than two dozen existing planning, regulatory, and standards documents related to transportation safety and planned improvements that are likely to inform the Safety Action Plan development, such as the Jackson/Teton County Comprehensive Plan, the Integrated Transportation Plan, Town and County LDRs and construction standards, and Town, County, and Wyoming state laws.

Also during this initial phase, staff and the consultant created public engagement materials and prepared for the project rollout to the public (PMP Task 1.3). The engagement materials include print ads, a project page on the Engage Teton County website, social media, a project survey, postcard mailings, handouts and one-page flyers, and press releases. The first public event was a “soft launch” at the Transportation Expo in Jackson and Wilson on February 6th and 7th, where the SS4A project was one of thirteen projects with an information table and staff on hand to answer questions from the public.

Public Engagement: March 2024 (SS4A Requirements #2 and #4, PMP Task 1.3)

The next phase of the project was the launch of the public engagement process in earnest in mid-March. The consultant team visited Jackson to conduct the first Project Steering Committee meeting and two full-day stakeholder workshops – a Vision and Goals workshop and a Place Assessment workshop.

Project Steering Committee Meeting #1 (March 18, 2024) – SS4A Requirement #2

Staff recruited a group of fifteen members of the local community to represent a variety of interests and backgrounds on a Project Steering Committee. The PSC will help guide the development of the Safety Action Plan from vision to implementation and help chart the next ten years of mobility and safety improvements in Jackson Hole. The first meeting introduced the project and concepts such as the Safe Systems Approach to the committee. The committee will reconvene several more times during the Safety Action Plan development to review document drafts and help prioritize projects. The PSC addresses the “Planning Structure” requirement of the SS4A Performance Measures.

Stakeholder Workshops (March 19 and 20, 2024) – SS4A Requirement #4

Mobycon and Alta Planning led two full-day workshops to collect community input from invited stakeholders. This input will help develop two key components of the Safety Action Plan, the Vision and Goals statement and the Town of Jackson Mobility Overlay. Staff reached out to over 130 local community members and agency staff people prior to the workshops, and more than 60 people attended over the two days.

- Workshop #1 - Vision and Goals (PMP Task 2.1): this workshop led participants through exercises and discussions to articulate the community’s vision for mobility in Jackson Hole and start to define values and goals for achieving that vision. The project team used this information to develop the Recommended Vision and Goals Statement that will provide a foundation for the Safety Action Plan development. A detailed description of the workshop is provided in the *03-Stakeholder Workshop #1 Summary – Vision and Goals* document attached to this report. The recommendations are discussed below.
- Workshop #2 – Place Assessment (PMP Task 2.2): this workshop focused on mobility networks and places only within the Town of Jackson. Participants were led through exercises that investigated the relationship between “place” and “flow” and identified areas with strong or unique “place value” as well as conflict points where the design of the public realm is trying to achieve both “place” qualities and “flow”, which are frequently incompatible goals. The project team will use the information gathered in this workshop to inform the Town of Jackson Mobility Overlay analysis and development. A detailed description of the workshop is provided in the *04-Stakeholder Workshop #2 Summary – Place Assessment* document attached to this report. The results from the workshop are included in the *06-Place and Flow Memo and Draft Maps* in the attachments. Note: the draft maps presented with this staff report reflect what was discussed and developed at the workshops. The maps will be refined further with staff and additional public input before they are considered final and ready for use in the Mobility Overlay analysis.

Action Plan Development: February – April 2024

In addition to the preparatory work leading up to the public engagement in March, the consultant team has also been working on analyses and reports for several of the required Safety Action Plan components as outlined in the PMP.

High Injury Network Analysis and Crash Profiles (SS4A Requirement #3, PMP Task 3.2)

This item covers the required Safety Analysis component of the Plan. It provides an analysis of crashes, existing conditions, contributing crash factors, and other elements that will inform the Safety Action Plan with a better understanding of where and what types of crashes are occurring and where improvements are needed. See the attached documents *07-High Injury Network and Crash Profiles Methodology Memo*, *08-High Injury Network Findings Memo and Maps*, and *09-Crash Profiles Technical Memo* for descriptions of the approach to defining the High Injury Network and the analysis results.

Equity Scan (SS4A Requirement #5, PMP Task 3.2)

This item is part of the work for the required Equity Consideration component of the Plan. It provides an analysis to determine areas across Teton County where disproportionately disadvantaged live, work, or travel

for other needs. The methodology and results are described in the attached *10-Equity Scan Approach Memo and Map*.

Plan Review (SS4A Requirement #6, PMP Tasks 1.4 and 1.5)

This item is part of the required Policy and Process Changes component of the Plan. The plan review is the first step in the process to identify any needed revisions to current standards, laws, procedures, or policies that would improve safety. The draft review is attached as *11-Plan and Regulatory Review Memo*.

Vision and Goals Statement

One of the required components of the SS4A Safety Action Plan that requires input from the elected boards is crafting vision and goal statements to guide the Plan. This is documented on page 5 of the PMP and in Task 2.1.

(excerpt from p. 5 of the PMP)

Desired Outcomes

The Action Plan will be guided by the visioning and goals process included as part of Task 2.1, which must also reflect desired outcomes that are influenced by both SS4A requirements/performance measures and Teton County priorities.

Those desired outcomes include:

- Eliminating roadway fatalities and serious injuries.
- Reducing disproportionate transportation safety risks experienced by disadvantaged or underserved communities.
- Providing a safe and connected active transportation network informed by an updated mobility plan and revised design standards.
- Addressing areas of known concern or hot spots where we have known “close calls.”

Task 2.1 of the PMP specifies that the consultant will prepare a memo articulating the project vision and associated key values and goals for the project that will help the community achieve that vision. This draft memo is attached as *05-Recommended Vision and Goals Memo*. The memo notes that recommended statements are built upon stakeholder engagement (the Vision and Goals Stakeholder Workshop), policy review (consultant review of existing documents that express community vision such as the Comprehensive Plan), and community leadership (elected official and public input). While the recommended vision and goals are designed to fit within existing policy context (i.e. we are not proposing to rewrite or supersede the vision outlined in the Transportation chapter of the Comprehensive Plan), they are however crafted to reflect the safety-oriented focus of the Action Plan and the values that were expressed as important by the stakeholders at the workshop.

Staff is seeking input and guidance from the elected boards on the vision statement and goals because these are important guiding principles for the project development. The project team wants to ensure that we are headed in the right direction with the project, essentially a rudder to make sure the project trajectory is consistent with the elected boards’ expectations and vision. The Recommended Vision and Mission statement is as follows:

The Town of Jackson and Teton County transportation system ensures safe and equitable mobility for all modes with the goal of a healthy environment, community, and economy for current and future generations.

Travel by walking, biking, shared mobility, and transit will be safer and more convenient than travel by single-occupancy vehicle.

This statement assimilates the following key values that were the top values selected by the workshop participants. (Additional discussion of the value definitions and the workshop process to identify these as the top values is provided on p. 4-5 of the *03-Stakeholder Workshop Summary Memo - Vision and Goals* document).

Values & Goals

Safety - Safety is paramount. We prioritize eliminating transportation fatalities and serious injuries, reducing crashes, and ensuring all streets, sidewalks, and pathways are safe, comfortable, and accessible for all.

Equity - Equity is fundamental. We prioritize accessible and affordable transportation options that connect all neighborhoods to our pathway and street networks and ensure mobility options for users of all ages and abilities.

Health + Wellness - Health and wellness are central to the quality of life of our community. We promote active transportation, reducing emissions, and prioritizing initiatives that contribute to the well-being of our residents and visitors.

Convenience for All Modes - Convenience for all travel modes is key. We prioritize efficient walking, biking, shared mobility, and public transportation options over drive-alone trips, ensuring accessibility and ease of use for everyone.

Adaptability to Change - We embrace adaptability. We remain flexible through updated design and streamlined regulations while following established goals to meet evolving needs from increased demands on our transportation system.

Integration with Nature - We prioritize harmony between nature and the built environment. We protect wildlife, reduce emissions, and create infrastructure that preserves environmental health.

Leadership Commitment (SS4A Requirement #1, PMP Task 3.1)

The other major SS4A requirement that currently requires input from the elected boards is the Leadership Commitment. The official SS4A program guidance for Safety Action Plan required components states:

1. Leadership Commitment and Goal Setting

Leadership commitment and goal setting is an official public commitment (e.g., resolution, policy, ordinance) by a high-ranking official and/or governing body (e.g., mayor, city council, Tribal council, metropolitan planning organization, policy board) to an eventual goal of zero roadway fatalities and serious injuries.

The commitment must include a goal and timeline for eliminating roadway fatalities and serious injuries achieved through one, or both, of the following:

1. The target date for achieving zero roadway fatalities and serious injuries, or
2. An ambitious percentage reduction of roadway fatalities and serious injuries by a specific date with an eventual goal of eliminating roadway fatalities and serious injuries.

Task 3.1 of the PMP states:

Task 3.1: Leadership Commitment

Alta will draft a leadership commitment document and accompanying staff report to present virtually at a Joint Information Meeting. The leadership commitment document will outline agreed-upon safety goals, objectives, and performance measures. Alta will also be prepared to revise and refine the leadership commitment document after receiving feedback and direction from elected officials at the meeting.

In addition to being a required component of the SS4A funding process, confirming leadership commitment will help support the implementation of all project components: the Comprehensive Safety Action Plan, the Updated Community Streets Plan, and the Transportation Engineering Design Standards Manual.

A first draft of the proposed Leadership Commitment is provided as attachment 12-Draft Leadership Commitment. This document is intended as a starting point for discussion and to provide an opportunity for the elected boards to direct staff on the proposed language. Staff will incorporate feedback and revise the language to bring the Leadership Commitment back to the elected boards for approval at a later date.

COMPREHENSIVE PLAN ALIGNMENT

Many of the goals, strategies, and policies from the Jackson/Teton County Comprehensive Plan transportation section (Chapter 7) are reflected in the Safe Streets and Roads for All program. The SS4A program is almost tailor-made to support the Town and County's transportation goals.

The following Comprehensive Plan principles and strategies are all specifically discussed in the SS4A program documentation or are identified as required components of a Safety Action Plan:

- Principle 7.1 - Meet future transportation demand with walk, bike, carpool, transit, and micromobility infrastructure.
- Policy 7.1.b: Create a transportation network based on "complete streets" and "context sensitive" solutions.
- Principle 7.3 - Coordinate transportation planning regionally.
- Strategy 7.1.S.2: Consider adopting "complete streets" and/or "context-sensitive" policies and updated road design standards for all roadways. (Safety Action Plan required component).
- Strategy 7.1.S.4 Develop a local Transportation Improvement Program (TIP) for highways, streets (including pedestrian facilities), transit, and pathways. (Safety Action Plan required component).
- Strategy 7.2.S.1: Continue to fund the local match for federal transportation grants and the administration of alternative mode travel programs through the General Fund so additional money can be dedicated to infrastructure.
- Strategy 7.2.S.5: Consider specific provisions for current planning review to require walk, bike, carpool, and transit components in new development. (Safety Action Plan required component).
- Policy 10.1.c: Plan based on community engagement. (Safety Action Plan required component).

STAKEHOLDER ANALYSIS

Extensive stakeholder engagement is a key element of the SS4A program and a required component for Safety Action Plans. One of the initial steps in the process was to develop the Community Engagement Plan which details the steps and strategies for engaging the community in a meaningful way in the Safety Action Plan development. In preparation for the Project Steering Committee meeting and the Stakeholder Workshops held in March, staff and the consultants identified and contacted more than 130 external and internal stakeholders from more than two dozen agencies representing a wide range of interest groups. We also assembled a 15-member Project Steering Committee (PSC) that will help guide the Safety Action Plan development from vision to implementation. The PSC is comprised of local community members and a few agency staff people that represent a variety of stakeholders such as older adults, equity interests, persons with disabilities, active transportation advocates, business owners, conservation advocates, public safety, mental health, and more.

The Stakeholder Workshop invitations were sent to more than 130 local community members and agency staff people, and more than 60 people participated over the two days of workshops.

The project team has had preliminary discussions with Voices JH to assist with outreach and engagement with immigrant and under-represented populations later in the project.

FISCAL IMPACT

The cost of preparing the Safety Action Plan and associated materials is covered entirely by the federal funding from the \$600,000 SS4A grant. The grant requires a 20% local match of \$120,000 which is funded by a donation from the Garaman Family Foundation. There is not expected to be any direct fiscal cost to the Town of Jackson or Teton County.

STAFF IMPACT

Prior Impacts

Estimates for staff impacts from grant application through April 26, 2024: (this includes all grant administration, document review, materials preparation, and participating in stakeholder workshops):

Pathways Coordinator: 117 hours

Regional Transportation Planning Administrator: 68 hours

Town Public Works Director: 22 hours

County Public Engagement Specialist: 48 hours

Town Communications and Strategic Initiatives Director: 12 hours

County Attorney's Office: 3 hours

Town Public Works staff: 12 hours

Town Planning: 12 hours

County Public Works: 24 hours

County Planning: 12 hours

Staff can provide a detailed breakdown of hourly impacts if needed.

Future Impacts

The Safety Action Plan development will be one of the primary areas of focus for the Pathways Coordinator and the RTPA over the next 12-18 months. The project is expected to require a significant amount of staff time and will also impact staff from other Town and County departments. The Pathways Coordinator will be the Project Lead and will be most impacted (at a rough estimate of 200 hours over the course of the next 18 months). The RTPA would also commit a significant amount of time to the planning process, estimated at approximately 75% that of the Pathways Coordinator. The Town and County Public/Community Engagement Specialists will be extensively engaged in developing and implementing the public engagement plan and will spend an estimated 75 hours on the project. Staff from Town and County Public Works and Planning will participate in the planning and public outreach process to a lesser degree.

As lead applicant, Teton County is required to provide quarterly reports on program performance and financial status and must submit periodic reimbursement requests to the funding agency. This is the same as for most federal grants and will impact Finance Department staff and the Grant Project Lead (Pathways Coordinator). This is likely to require 5-10 hours each quarter for the duration of the Grant.

LEGAL REVIEW

Gingery and Colasuonno

ATTACHMENTS

1. Performance Measurement and Project Management Plan
2. Community Engagement Plan
3. Stakeholder Workshop #1 Summary – Vision and Goals
4. Stakeholder Workshop #2 Summary – Place Assessment
5. Recommended Vision and Goals Memo - Draft
6. Place and Flow Memo and Draft Maps – Draft
7. High Injury Network and Crash Profiles Methodology Memo
8. High Injury Network Findings Memo and Maps
9. Crash Profiles Technical Memo
10. Equity Scan Approach Memo and Map
11. Plan and Regulatory Review Memo
12. Draft Leadership Commitment

RECOMMENDATION

For the Vision and Goals statement, this does not need to be officially adopted by the elected bodies, however staff does request guidance on the recommended statements and the content of the Recommended Vision and Goals Memo. An endorsement of the proposed Vision and Goals would be helpful to ensure that the project team is headed in the right direction and following the desired track for project development. Staff recommends that the elected boards provide direction on this item.

For the Leadership Commitment, there is not a need for immediate action, but staff would like to receive feedback and direction on the proposed language. This item is a key required component of the Safety Action Plan and will be brought back at a future meeting for adoption by both boards, so guidance on any changes to the language would be helpful.

SUGGESTED MOTION

Possible motions: (all the same for the Town and County):

Vision and Goals statement:

I move to direct staff to adopt the Safe Streets for All Safety Action Plan Vision and Goals Statement as presented.

Or

I move to direct staff to adopt the Safe Streets for All Safety Action Plan Vision and Goals Statement with the following changes:

[List changes]

Leadership Commitment:

I move to direct staff to revise the Leadership Commitment language to include the following:

[List changes or elements for inclusion]

Staff Report Attachments

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To: Brian Schilling, Teton County

From: Collin Hodges, Alta Planning + Design

Date: January 2024

Re: Performance Measurement & Project Management Plan

Performance Measurement

Purpose

This project must meet specific SS4A performance criteria to satisfy the requirements of the Safe Streets and Roads for All (SS4A) Planning Grant and for resulting projects to be eligible to subsequently apply for SS4A Implementation Grants. To ensure that this project meets applicable SS4A requirements, this document provides clear requirements and performance measures for both the Action Plan and Implementation Grant phases.

While pursuing SS4A requirements and performance measures, this Action Plan will also strive to meet criteria that will qualify its project recommendations for other forms of Federal and State of Wyoming funding sources.

Action Plan Performance Requirements

Performance measures ensure that the Teton County SS4A Action Plan meets all SS4A program requirements, which will foster an effective planning process and make any project recommendations resulting from the Action Plan eligible to apply for SS4A Implementation Grant funding.

These requirements are summarized in the [FY 23 SS4A Self-Certification Eligibility Worksheet](#), which contains some items specific to FY 23 that which will be different for this Action Plan, notably the timing requirement in Question #9. However, the requirements noted in the worksheet is otherwise still fully applicable to this SS4A Action Plan.

Table 1 categorizes the requirements and describes each one using language from the worksheet. It also includes a column for the project team to identify how the Teton County SS4A Action Plan met each of these requirements. This information will be helpful for reporting on requirements relevant to any future SS4A Implementation Grant applications.

To comply and be considered in compliance with the requirements summarized in *Table 1*, an Action Plan must meet components #3, #7, and #9, and must meet at least four of the remaining components.

Table 1 - Action Plan Performance Requirements

Action Plan Component	SS4A Requirements	How did the project actually meet these requirements?	Complete?
1) Leadership Commitment and Goal Setting	A high-ranking official and/or governing body in the jurisdiction has publicly committed to an eventual goal of zero roadway fatalities and serious injuries. That commitment also included either setting a target date to reach zero OR setting one or more targets to achieve significant declines in roadway fatalities and serious injuries by a specific date.	Goals will be set during the visioning workshop and documented in a letter/resolution adopted by the Town Council (Task 2.1).	

Action Plan Component	SS4A Requirements	How did the project actually meet these requirements?	Complete?
2) Planning Structure	To develop the Action Plan, there was a committee, task force, implementation group, or similar body established and charged with the plan's development, implementation, and monitoring.	The project will establish a Project Steering Committee to inform the Action Plan and involve the existing Teton County TAC in ongoing plan support and implementation activities (Task 1.3).	
3) Safety Analysis	The Action Plan development included all of the following: - Analysis of existing conditions and historical trends to baseline the level of crashes involving fatalities and serious injuries across a jurisdiction, locality, Tribe, or region. - Analysis of the location where there are crashes, the severity, as well as contributing factors and crash types. - Analysis of systemic and specific safety needs is also performed, as needed (e.g., high risk road features, specific safety needs of relevant road users. - A geospatial identification (geographic or locational data using maps) of higher risk locations.	The Action Plan will analyze relevant safety and mobility metrics (Task 3.2).	
4) Engagement and Collaboration	The Action Plan development included all of the following activities: - Engagement with the public and relevant stakeholders, including the private sector and community groups. - Incorporation of information received from the engagement and collaboration into the plan. - Coordination that included inter- and intra-governmental cooperation and collaboration, as appropriate.	The Action Plan will engage the community and a variety of stakeholders and incorporate their feedback (Task 1.3).	
5) Equity Considerations	The Action Plan development included all of the following activities: - Considerations of equity using inclusive and representative processes. - The identification of underserved communities through data. - Equity analysis, in collaboration with appropriate partners, focused on initial equity impact assessments of the proposed projects and strategies, and population characteristics.	In addition to engaging high-need communities (Task 1.3), equity factors will be analyzed and determined through an Equity Scan (Task 3.2).	

Action Plan Component	SS4A Requirements	How did the project actually meet these requirements?	Complete?
6) Policy and Process Changes	The plan development included an assessment of current policies, plans, guidelines, and/or standards to identify opportunities to improve how processes prioritize safety; and The plan also discusses implementation through the adoption of revised or new policies, guidelines, and/or standards.	The Action Plan will assess past planning and existing regulations, referencing these and building off of them throughout the planning process (Tasks 1.4 and 1.5).	
7) Strategy and Project Selections	The plan identifies a comprehensive set of projects and strategies to address the safety problems in the Action Plan, time ranges when projects and strategies will be deployed, and explain project prioritization criteria.	The Action Plan will identify projects and strategies and develop priorities by creating network recommendations and cross sections, developing design standards, formulating policy and process recommendations, and providing specific project recommendations (multiple tasks in Phases 2 and 3).	
8) Progress and Transparency	Does the Action Plan meet both of the following? - A description of how progress will be measured over time that includes, at a minimum, outcome data. - The plan is posted publicly online.	The Action Plan will be evaluated against the performance measures in this document (Task 1.2) and will be made publicly available online.	
9) Timing	The Action Plan is finalized within the timeframe required for the SS4A Implementation Grant program.	The project team will develop the plan in accordance with a schedule that allows for its recommendations to be considered for SS4A Implementation Grant funding (Task 1.1).	

Implementation Grant Performance Measures

The SS4A Implementation Grant performance measures shown in *Table 2* reflect core performance measures for projects submitted for SS4A Implementation Grant funding. These core measures arose from the USDOT Grant Agreement associated with the initial SS4A Action Plan funding request. It also identifies supplemental performance measures to address other SS4A Implementation Grant criteria and to reflect project goals that may emerge during the development of the Action Plan.

The Teton County SS4A Action Plan will proactively reference these performance measures when developing project recommendations. This will ensure that recommended projects meet USDOT criteria and help maximize their competitiveness in any subsequent SS4A Implementation Grant applications.

Table 2 - Implementation Grant Performance Measurement Criteria

Type	Performance Measure	Description
Core	Percent of Funds to Underserved Communities	Funding amount (of total project amount) benefitting underserved communities, as defined by USDOT. ¹
	Project Costs	Quantification of the cost of each eligible project carried out using the grant.
	Lessons Learned & Recommendations	Description of lessons learned and any recommendations relating to future projects or strategies to prevent death and serious injury on roads and streets.
Supplemental	Fatal & Serious Crashes	Eliminate or significantly reduce fatal and serious crashes (<i>target to be determined during Action Plan development</i>).
	Effective Practices & Strategies	Recommended improvements rely on a range of proven practices and strategies, including design guidelines, policies, and Safe System Approach elements (<i>to be clarified during Action Plan development</i>).
	Project Readiness	The project can be executed and completed within five (5) years of Implementation Grant execution.
	Equity, Engagement, & Collaboration	The project has been informed by meaningful engagement and may decrease disparities identified through the project's Equity Scan (<i>to be clarified during Action Plan development</i>).

Performance measures to be refined / added to during Action Plan development.

Reporting

Reporting on the requirements and performance measures applicable to this Action Plan will help maintain transparency in the planning process. This transparency is itself an SS4A Action Plan requirement mentioned in in *Table 1 - Action Plan Performance Requirements*. Project stakeholders will be involved in both helping the project team meet and monitor requirements and performance measurements, while the community will be kept informed of those criteria and how the Action Plan and its recommendations are meeting them.

¹ “...any Tribal land; any territory or possession of the United States; or U.S. Census tracts identified in one of the following tools (may only select one option to identify underserved communities):

- The Interim USDOT Equitable Transportation Community Explorer (ETCE) <https://experience.arcgis.com/experience/0920984aa80a4362b8778d779b090723/page/Applicant-Explorer/>
- Any subsequent iterations of the ETCE released during the NOFO period; or
- The Climate and Economic Justice Screening Tool (CEJST) to identify disadvantaged communities <https://screeningtool.geoplatform.gov/>

Funds to underserved communities are spent in, and provide benefits to, underserved communities” (Notice of Funding Opportunity, USDOT FY23 Safe Streets and Roads for All Funding).

Community Transparency

The project team plans to report on relevant Action Plan requirements during each of the three public meetings identified in the Public Engagement Plan. These will involve the following:

- **Public Meeting #1 (Introductions and Assumptions)**
 - The community will be introduced to SS4A Action Plan requirements and Implementation Grant performance measures.
- **Public Meeting #2 (Recommendations Review)**
 - The project team will measure progress on the Action Plan requirements using the format provided in *Table 1* so that the community can see how the Action Plan is meeting SS4A requirements.
 - The project team will discuss Implementation Grant performance measures and how the recommendations process has taken those performance measures into account.
- **Public Meeting #3 (Draft Review)**
 - Both the Action Plan requirements and the Implementation Grant performance measures will be summarized, including how they were met and the next steps for Teton County's SS4A process. This will include project(s) identified for SS4A Implementation Grant funding requests.

Stakeholder Monitoring

Three groups will have distinct roles in the reporting process:

- The **Project Steering Committee** will be formed specifically for this project, and as such will be closely involved in the Action Plan alongside the project team. During the life of the project, they will help the project team formulate strategies for meeting Action Plan requirements and also help the project team develop and achieve identified Implementation Grant performance measures for recommended projects.
- The **Technical Advisory Committee** is an existing Teton County technical committee with transportation expertise. This committee will monitor and oversee long-term implementation progress in partnership with Teton County Staff, including after completion of this project.
- **Teton County Staff** will be responsible for reporting on the progress of the Action Plan implementation to the Technical Advisory Committee, which will include ensuring projects funded under the SS4A program address the measures outlined in *Table 2* in addition to meeting any other requirements contained in new grant funding agreements. Teton County staff will also be responsible for initiating an update of the Action Plan every five years.

Desired Outcomes

The Action Plan will be guided by the visioning and goals process included as part of Task 2.1, which must also reflect desired outcomes that are influenced by both SS4A requirements/performance measures and Teton County priorities. Those desired outcomes include:

- Eliminating roadway fatalities and serious injuries.
- Reducing disproportionate transportation safety risks experienced by disadvantaged or underserved communities.
- Providing a safe and connected active transportation network informed by an updated mobility plan and revised design standards.
- Addressing areas of known concern or hot spots where we have known "close calls."

Project Management

This section outlines project management considerations that will help the project achieve SS4A program requirements and stay on schedule. These considerations roles, communication, and review processes, among other topics. The project team will refer to this document as needed to ensure effective collaboration for the life of the project. Appendix A | Scope of Services includes a “clean” copy of the project scope for ease of reference.

Roles & Communication.

The project team anticipates the lead roles and primary contacts for each team member that are outlined in *Table 3*.

Table 3 - Roles & Communication

Team Member	Lead Roles	Primary Contact(s)
Alta Planning + Design, Inc. (Alta)	- Project management - Phase 1: Project Kick-Off - Phase 3: Action Plan Development - Public and stakeholder engagement	Brandon Gonzalez Collin Hodges
Mobycon	Phase 2: Visioning Phase	Nick Falbo
Y2 Consultants	Supporting Tasks 1.5, 3.3, 3.4, and 3.9.	Skyler Helffrich
Teton County	- Project management - Meeting space logistics - Publicizing engagement/outreach efforts as identified in the Public Engagement Plan (PEP). - Communication, coordination, and material review logistics with staff, Project Steering Committee, Development Review Committee, and Transportation Advisory Committee.	Brian Schilling

Schedule & Tasks

Alta will maintain a project schedule and a list of tasks and milestones in MS Project. The project team will refer to this document during each bi-weekly check-in meeting to assess progress, plan for next steps, and adjust if needed.

Engagement Strategy

The engagement strategy and timelines for this project will be maintained in the **Public Engagement Plan (PEP)**. The PEP will be consulted, and refined if necessary, during any discussions or planning related to outreach targeting the public or any stakeholder groups.

Review Process

While each deliverable will involve unique considerations, the standard review schedule for each submission is outlined below. Review and revision timeframes will vary depending on the extent and complexity of the deliverable. However, for rule of thumb scheduling purposes, combined BMC and (if necessary) Steering and/or Advisory Committee review is anticipated to take 1-3 weeks, depending on the complexity of the deliverable.

1. Alta submits draft to Teton County with targeted review completion date.
2. Teton County reviews and consolidates internal comments.
3. Alta revises draft.

4. If necessary, Teton County distributes revised draft to Project Steering Committee, Development Review Committee, or Transportation Advisory Committee, as applicable. Alta may consolidate comments at this stage if necessary.
5. Alta revises and submits final draft.

Appendix A | Scope of Services

Teton County incorporated the Alta team’s proposal directly into the project contract. An annotated “clean” version of the scope of services is provided below, which includes only scope language directly related to tasks and project expectations.

This copy of the scope of services is not intended to supersede the project contract in any way. It is only intended to provide the project management team with a quick and easy way to reference the scope. In the event of any disagreements or discrepancies, the language contained in the project contract shall prevail.

Phase 1: Kick-off Phase

Task 1.1: Project Management

There will be continuous coordination between Alta’s Project Manager and Teton County staff through email, phone, and in person communications to keep the project team up to date. In addition, Alta will conduct bi-weekly calls to discuss schedule, budget, and next steps. Alta will use the following communication and reporting approach:

- **Project Kickoff Meeting.** Alta will facilitate a virtual project kickoff meeting that will include:
 - Introductions.
 - Review of project schedule to identify key tasks, milestones, critical path items, deliverables, and due dates.
 - Review of data request and exchange.
 - Discussion of project goals and stakeholder engagement.
- **Ongoing Project Coordination Meetings.** Alta will host bi-weekly virtual coordination meetings (up to 36 meetings) to keep the project moving forward on schedule and within budget. Alta will provide agendas and summaries accompanying each meeting, and will also itemize follow-up tasks and the responsible party for each in a “Status of Open Items” format.
- **Monthly Progress Reports.** Alta will produce monthly progress reports that summarize completed tasks and progress on active tasks.
- **Project Management Plan and Schedule Tracker.** Alta will develop a detailed project management plan and schedule to maintain transparency on project progress, stakeholder coordination, public participation plan, communication processes, and lessons learned.

Task 1.2: Performance Measurement Plan

Establishing a formal Performance Measurement Plan will provide all parties with a transparent set of metrics that can document progress on both the Action Plan and Implementation Grant phases of the Teton County SS4A effort.

Alta will develop a Performance Measurement Plan in close coordination with Teton County staff that includes the following:

- **Intuitive, easy-to-update performance measures:**
 - **Core performance measures** that reflect required elements of the USDOT Grant Agreement: Equity, Costs, and Lessons Learned/Recommendations.

- **Supplemental performance measures** that assist Teton County in measuring progress on project goals that emerge during the Comprehensive Safety Action Plan and the Updated Community Streets Plan, which could include measures such as crash reductions and connectivity improvements.
- **Eligibility audits** using the SS4A Self-Certification Eligibility Worksheet to check that the project is addressing SS4A funding requirements.
- **Clear reporting guidance** that outlines (at minimum) the steps, requirements, and timelines for:
 - Periodic progress reports on performance measures to the public and stakeholders
 - Results identification and reporting
 - Approach evaluations
 - An update of the Comprehensive Safety Action Plan every five (5) years.

Task 1.3: Stakeholder and Public Engagement

Public Engagement Plan

Alta will work with Client to develop and outline a detailed Public Engagement Plan (PEP) to serve as the blueprint for public and stakeholder participation. The PEP will set appropriate engagement levels and goals, identify strategies and activities to align with technical work, outline our community promise for how we intend to use public input, clarify staff and Alta responsibilities, and develop a detailed timeline. Alta will develop a draft PEP in collaboration Client staff, and then seek reviews from additional key stakeholders.

Engagement milestones will include:

- **Visioning Phase- Listen and Learn**
 - Alta will cast a wide net to hear stories and input from as many community members about their mobility needs and safety experiences to inform the project vision and goals.
- **Safe Streets for All Action Plan Development Phase- Reflect and Dive In**
 - Alta will reflect on how we incorporated input from the community from the Visioning Phase and provide opportunities to weigh in on the updated active transportation network, high crash locations, crash profiles, and proposed updated policies and safety projects. This will include more in-depth context about the planning process, research/evaluation themes, and recommendations/alternatives.
- **Action Plan Adoption Phase- Refine**
 - Alta will share the complete draft plan and recommendation summaries with the public and make changes based on trends in public input.

Alta will prepare one draft Public Engagement Plan for review. One set of consolidated comments will be provided that will inform development of final Public Engagement Plan. Alta will adhere to the PEP as closely as possible throughout the project, but we also recognize the value of adjusting engagement approaches throughout the planning process to adapt to changing circumstances. Alta will update the PEP two times during the project to adjust our approach and activities as we learn and adapt.

Key Stakeholder Engagement

A Project Steering Committee will be created to help guide the process. Up to four (4) stakeholder advisory committee meetings will be conducted. It is anticipated that meetings will be a combination of in-person and virtual, depending on meeting topics and Alta travel. Alta will lead meetings and prepare agendas, meeting materials, and meeting summaries.

Development Review Meetings and Transportation Advisory Committee Meetings

Alta will attend up to four (4) meetings of the Development Review Team or the Transportation Advisory Committee throughout the duration of the project to convey important project information and gather feedback. City and County staff will lead the coordination with these groups.

Community Engagement Activities and Project Communication

Alta will work with the Town of Jackson and Teton County to implement the Public Engagement Plan consistent with the budget identified in the Public Engagement Plan. All public engagement efforts will be coordinated with content on Town of Jackson and Teton County web platforms, including the Engage Teton County portal and the Jackson/Teton County Long Range Planning page. Alta will include and draw on the local expertise of groups such as the Town of Jackson Equity Task Force to ensure that the engagement process is as inclusive as possible. Town of Jackson and Teton County engagement leads will be “on the ground” support and will be integrated fully within the Alta engagement team. Roles and responsibilities for Town and County staff will be further defined in the Public Engagement Plan.

We will organize the engagement effort around the following touch points with the community:

- Public Meeting #1 (Introductions and Assumptions)
 - Held during Phase 2.
- Public Meeting #2 (Recommendations Review)
 - Held during Task 3.5.
- Public Meeting #3 (Draft Review)
 - Held during Phase 4.

Evaluation and Reporting Results

In addition to consulting such resources for ideas and methods, a completed and annotated DEIA checklist will be attached to the Draft Action Plan to document the wide range of considerations that the project team will have taken into account through the engagement process to support SS4A implementation funding. We will also create a Public Engagement Summary to document the engagement process and how the input is used in the plan.

Task 1.4: Review Relevant Existing Plans and Data

Alta will review goals, objectives, recommendations, performance measures, and public engagement themes from relevant previously adopted planning documents in Teton County. The client-provided list and synthesis of relevant plans will organize the existing plans review.

The Alta team will also assess what has changed since the adoption of these plans and the implications of those changes. The results of this assessment will be provided as part of a Baseline Memorandum that also includes work completed in Task 1.5.

A review of existing data sources will also be conducted. To that end, Alta will develop a data needs memo to simplify the data request process. Upon receiving the data, Alta will review the data in order to resolve any questions or outstanding issues.

Task 1.5: Review Land Development Regulations, Engineering Standards, and Traffic Laws

Alta will review relevant Teton County and Town of Jackson codes and standards to gain a comprehensive understanding, both through client-provided documents for review and direct coordination with the Attorney’s Offices of the Town of Jackson and Teton County. This understanding will help the Comprehensive Safety Action Plan, the Updated Community Streets Plan, and the Transportation Engineering Design Standards Manual work together to improve safety and mobility.

This task will culminate in a clear and annotated Regulatory Review Memorandum that outlines which codes, standards, policies, and regulations may affect or be affected by this project.

The codes and standards that Alta will review include, but are not limited to:

Town of Jackson:

- Engineering Department Utility Standards (construction standards): <https://www.jacksonwy.gov/DocumentCenter/View/82/Construction-Standards-PDF?bidId=>
- Town of Jackson Land Development Regulations (Town LDRs): <https://www.jacksonwy.gov/231/Land-Development-Regulations>
- Jackson Municipal Code, selected titles which may apply include Title 10: Vehicles and Traffic, Title 12: Streets and Other Public Places, Title 13: Utility Standards, Title 15: Building Code, Title 17: Subdivisions, and Title 18: Zoning
- Town of Jackson Design Guidelines: <https://www.jacksonwy.gov/DocumentCenter/View/4344/Town-Design-Guidelinesand-Appendix-2021>

Teton County:

- County Land Development Regulations (County LDRs): <http://jacksontetonplan.com/31/Land-Development-Regulations>
 - Engineering Standards: Division 7.6 Transportation Facility Standards in the County LDRs, primarily summarized in “Minimum Planning and Design Standards” table.
- 2021 Fire Protection Resolution: <https://www.tetoncountwy.gov/DocumentCenter/View/24023/Fire-Protection-Resolution-for-New-Subdivisions-2021-Current>
- Jackson/Teton County Comprehensive Plan: <http://jacksontetonplan.com/270/Comprehensive-Plan>
- Wyoming Statutes §31-5-101 et seq. the Wyoming Uniform Act Regulating Traffic on Highways and the Wyoming adopted Manual on Uniform Traffic Control Devices for Streets and Highways
- Title 8 of the ‘Rules and Regulations of Teton County’ concerning Pathways: <http://www.tetoncountwy.gov/1835/Rules-and-Regulations>
- Building Code: Teton County uses the 2021 I Codes available at www.iccsafe.org; Teton County’s locally adopted code available at <http://www.tetonwyo.org/613/Code-Resolutions>

Phase 1 Deliverables

- Schedule tracker (updated to remain current) (Task 1.1)
- Monthly progress reports and invoices (Task 1.1)
- Project kickoff meeting, agenda, and meeting summary (Task 1.1)
- Coordination meeting agendas, summaries, and actions (Task 1.1)
- Performance Measurement Plan (Task 1.2)
- Public Engagement Plan (draft and final + 2 periodic updates) (Task 1.3)
 - Including completed and annotated DEIA checklist
- Public Engagement Activities (Task 1.3)
- Data Needs Memorandum (Task 1.4)
- Plan Review Summary integrated into Regulatory Review Memorandum (Task 1.4)
- Regulatory Review Memorandum indicating which existing codes/standards may be impacted by SS4A policies, processes, strategies, and projects (Task 1.5)

Phase 2: Visioning Phase

Task 2.1: Visioning and Goals Workshop

Alta will begin the project with a vision and goals workshop for staff from Teton County and the Town of Jackson as well as key stakeholders and the community (Public Meeting #1: Introductions and Assumptions). In this workshop, Alta will guide participants through inspirational values-based exercises and discussions to help them develop and articulate their long-term vision for their community, in addition to goals and objectives to achieve this ultimate vision.

One (up to full-day) in-person visioning workshop will be also conducted by Alta. We will work with the client to create an invite list to ensure a broad representation of stakeholders, both internal and external, to participate. A document summarizing key themes, goals, and possible scenarios will be prepared.

Task 2.2: Key Destination and Place Mapping / Base Year Forecast

In order to properly assess traffic flow and develop multi-modal networks in a manner that is human-centered and specific to the local context, Alta will review the current and planned land uses in the downtown area to better understand key travel origins and destinations. Alta will determine existing and potential locations with a strong “place” value – locations that draw people in to spend time in the space as opposed to using the space as a means to an end. The workshop in Task 2.1 will also provide valuable information about the existing and future desired land use context.

Alta will also host an (up to full day) interactive place assessment workshop. During this workshop with local stakeholders and the general public, we will introduce our integrated place assessment tool (based on work by Project for Public Spaces) to identify locations where the place value is high. This allows us to get a detailed understanding of places that are of value to the local community.

Task 2.3: Traffic Assessment, Active Transportation, and Transit Network Mapping

Utilizing information collected in Task 2.2, in addition to data from the client, we will conduct an assessment of important vehicular and non-vehicular movements in Jackson. This task will also draw on the Good Street Approach by identifying strategic flow corridors for all travel modes. Separate strategic flow corridors will be identified for active transportation, transit, and cars. By overlaying these corridors, in addition to feedback from staff and stakeholders, we can determine pinch points that cause problems, whether it be safety concerns / Task 3.2 safety assessment outcomes, anticipated congestion or locations where the movement value is too high for the current environment. It is noted that these corridors will be based on existing policy documents and existing traffic operations in practice. We will create a current conditions network as well as a future desired network for each mode to highlight the challenges ahead. Of key consideration are streets that act as strategic flow corridors for multiple modes and that are limited in terms of right of way, or streets that have a very high place value. These will be highlighted in this task, and addressed from a design perspective in the next tasks.

Alta will utilize existing traffic model outputs, school travel plan documents, transit maps and ridership statistics, and a key destination map to ensure we encapsulate both car, transit, and active transportation modes appropriately.

Task 2.4: Roadway Classification Review

Alta will combine all information gathered and work completed in the previous tasks to develop a prioritized transportation network for the County. This network will include a review of the existing road classification system and a proposed new classification system to enable a better tailored palette of roadway typologies to suit the Town of Jackson and the County alike. This new classification will provide greater context and include strategies to address traffic circulation and supporting justification for facility decisions and roadway modifications.

This step is crucial in addressing specific locations in the town where place and flow value are both (very) high. As both staying and moving require physical space (public or private), locations that have high place and flow value (but limited right of way) might become the most challenging locations to design. This step includes a feedback loop where changes can be made to the strategic flow network from Task 2.3 to ensure the locations with a high place value can be accommodated.

Network Review Workshop

Upon review of the deliverables in Task 2.4 by the client and appropriate stakeholders, Alta will hold a second virtual workshop, or working session, to discuss and receive feedback. This workshop will be structured as a working session for participants to review and evaluate the proposed networks alongside Alta team members, raising concerns and posing suggestions for refinement. A critical component of the workshop will be a discussion around the trade-offs required to achieve the proposed network. Placing a greater emphasis on a specific mode of travel, or prioritizing place value in a certain location will inevitably influence the other modes. Following the workshop, Alta will refine the network and roadway classification to reflect the feedback received.

Task 2.5: Develop Standard Cross-Section Updates

With an established vision, key place map and future network maps, Alta will develop recommendations for standard cross sections that suit the Teton County and Jackson context. Alta will convene a workshop to identify limitations, concerns and opportunities to deviate from the existing guidance. Using Remix and Streetsketch software, Alta will produce rapid prototyping of various streets in the Jackson context through which we can test whether a specific cross section matches the vision as established in task 2.1 and whether there are practical objections. We will work with existing guidelines and national best practices where possible, but deviate from them in instances where we consider safer alternatives possible.

Following the workshop with staff and stakeholders (like emergency services, transit operators and public works department), we will create a standard cross section for each of the new street typologies as mentioned in task 2.4, including variations based on available width and network typology. Each variation will be annotated with a specific trade-off. For example, a wider lane might benefit transit operation comfort levels but negatively affect operating speed. We will produce multiple case studies for roads or streets that have been subject to an integrated place assessment to identify how the design response handles the existing and future place and flow value. Two rounds of revisions based on consolidated sets of comments from the client are included in this scope.

Phase 2 Deliverables

- A memo outlining the key values and the vision and goals for the project.
- A map of current and potential future key destinations and areas with heightened place value. Integrated place assessments for key activity areas in the Town and County.
- Existing and future network maps for each of the different modes. Key corridor map where concerns are expected.
- An amended roadway classifications system and a prioritized place and flow network map.
- Workshop and refined network map.
- In-person street design workshop in Jackson (one of the three proposed workshops identified).
- Two virtual workshops (up to half-day and a second two-hour workshop).
- Memo outlining design rationale and detailing for each of the design concepts and highlighted updates/deviations from the 2015 Community Streets Plan.

Phase 3: Action Plan Development Phase

Task 3.1: Leadership Commitment

Alta will draft a leadership commitment document and accompanying staff report to present virtually at a Joint Information Meeting. The leadership commitment document will outline agreed-upon safety goals, objectives, and performance measures. Alta will also be prepared to revise and refine the leadership commitment document after receiving feedback and direction from elected officials at the meeting.

In addition to being a required component of the SS4A funding process, confirming leadership commitment will help support the implementation of all project components: the Comprehensive Safety Action Plan, the Updated Community Streets Plan, and the Transportation Engineering Design Standards Manual.

Task 3.2: Safety Analysis and identification of high-risk/high-injury network

Alta will review and analyze existing crash data and compare the results of those analyses with other relevant datasets to identify patterns, trends, and safety gaps in Teton County. These findings will directly inform the Action Plan's recommendations. For each of the following assessments, a methods memo will be provided to the client for approval prior to commencement of work. Significant changes to approved methods after approval resulting in Alta re-work are considered out of scope.

High Injury Network (HIN)

Alta will develop a High Injury Network, or equivalent, to identify streets with the largest concentration of “KSI” crashes, or crashes where people are killed or seriously injured. Alta will develop the countywide HIN utilizing available crash data and working in close coordination with client staff. Ultimately, the Alta team will map the HIN, summarize findings, and refer to the HIN in all relevant subsequent steps of the planning process.

Crash Profiles

In addition to identifying a HIN, pursuing safety improvements in accordance with the Safe System approach requires understanding the nature and distribution of risk factors leading to KSI crashes. Alta will develop up to five crash profiles that highlight applicable risk factors such as:

- Number of lanes
- Posted speeds
- “Free Flow” speeds (Replica Data)
- Land use context
- Nearby amenities
- Active transportation facilities
- Lighting
- Median widths
- Horizontal curvature
- Distance between crossing opportunities
- Intersection characteristics (e.g., traffic control types, signal phasing)

Alta will tailor this approach based on available data, which directly impacts the potential depth of crash profiles. Alta will compare the crash profiles to the HIN and pair with proven safety countermeasures that can address the root causes of the most prevalent crashes. The crash assessment will also inform systemic design changes, rather than spot treatments, through integration with network development and cross-section efforts discussed in Task 2 along with updates to Transportation Engineering and Design Standards discussed in Task 3.3. In addition to identifying existing trends, the patterns that emerge will help predict the future risk of KSI crashes on corridors with similar crash factors.

Equity Scan

While USDOT datasets do not identify any Disadvantaged Communities or Areas of Persistent Poverty in Teton County, Alta will analyze USDOT datasets, in addition to relevant Census data, to determine and document equity needs. For example, lower income households may have an especially hard time obtaining secure housing in Teton County, leading to high transportation costs and long commutes. In addition, the Justice40 Climate and Economic Justice Screening Tool shows Census tracts in Teton County with relatively high projected climate change risks (e.g., projected wildfire and flood risks). These risks may unevenly impact some segments of the population and can negatively impact equity. Alta will also coordinate directly with the Project Steering Committee, the Town of Jackson Equity Task Force, and Voices JH when assessing equity considerations.

Countermeasures & Comfort

Alta will draw on the results of all of the previous steps in this task to inform recommendations for improved safety and comfort. While safety is the primary focus of the SS4A process, improving travel comfort can have a significant impact on how people choose to get around - whether for commuting or recreation. Considering a toolkit of countermeasures and other roadway enhancements for both safety and comfort will be essential to make the recommendations relevant to all components of this planning process: the SS4A Comprehensive Safety Action Plan, the Updated Community Streets Plan, and the Transportation Engineering Design Standards Manual. A memorandum of countermeasures tied to crash patterns will be provided and will be utilized for both Task 2.5 cross-section updates and Tasks 3.3 and 3.4 guidelines and standards updates.

Segment & Intersection Safety Analysis

The Alta team will develop an even more detailed safety analysis for twelve (12) four-way intersections and ten (10) roadway segments. The approach to these deep dives on intersection- and corridor-level safety will draw on previous tasks and will include an engineering assessment of design factors contributing to identified safety issues along with corresponding countermeasures.

This analysis will coordinate with the HIN and the network developed in Task 2.3, and will include both locations in the Town of Jackson and outside the Town in unincorporated Teton County. Syncing this effort with the recommended network will allow the project to identify roadway and intersection issues that could lead to crashes along the new network before user volumes increase.

Task 3.3: Transportation Engineering Design Standards (TEDS)

Alta will create a standalone design guidance manual that is a blend of illustrations, real-life applications, key design considerations, and applicable contexts/typologies. A standalone manual will be more efficient to update, particularly with the rapid evolution of roadway design best practices, and can be adopted by reference within applicable codes and standards.

Alta will prepare a detailed outline based on the review of standards conducted in Task 1.5 along with the outcomes of Task 02 visioning efforts and Task 3.2 systemic safety analysis. A “mockup” of each feature will be depicted will also be provided for approval. A workshop will be conducted with the Design Review Team to provide an overview of both the structure and anticipated contents of the manual. After approval of the outline and mockup, the Team will prepare the draft design guidance manual. Up to two rounds of revisions based on consolidated sets of comments from client are included. Alta will meet with staff, stakeholders, the Design Review Team, and Town and County leadership to provide an overview of the manual and how its contents relate to both procedural outcomes and transportation best practices. Feedback from these groups will be used to finalize the manual.

Task 3.4: Design Details Development

Alta will develop technical details to guide facility design and implementation. Alta team will prepare up to 12 standard details. Example details may include, but are not limited to, protected bike lanes, two-way cycle tracks, protected intersections, pedestrian facilities, shared use paths / pathways, driveways, and cross-sections that help implement the new mobility network developed in Task 02. Details may also include proven safety countermeasures deemed to have the highest crash reduction potential, tied to the outcomes of the safety analysis and segment and intersection analysis conducted in Task 3.2. Two rounds of revisions to draft details based on consolidated client comments are included in this scope.

Task 3.5: Refine network map and draft project, strategy, and policy list drafts

Proposed networks can change depending on design details. After further examining design standards and cross sections in Phase 3, Alta will revisit the network map developed in Task 2.3 and modify it as necessary so that the network map is consistent with the project’s evolving design work. Alta will document these changes to maintain transparency when presenting the recommendations to the community and the Project Steering Committee.

Task 3.6: SS4A Policy and Process Recommended Changes

Assessing existing policies and processes and recommending changes to bring about meaningful safety improvements is an important part of the SS4A program. Part of this task will involve referring to findings from Task 1.5 and working directly with Teton County, the Town of Jackson, WYDOT, and Project Steering Committee members to understand existing safety-related policies and processes in place today and where they may be improved. This includes development review practices to how each organization prioritizes, funds, and implements safety improvements.

Examples of the types of questions the Alta team may pursue during this task include:

- How does the WYDOT High Risk Rural Roads Program (HRRRP) match up with SS4A program goals and objectives? Are there ways that the HRRRP or other components of the WYDOT Highway Safety Improvement Program (HSIP) can integrate with SS4A?
- Building on the understanding of the LDRs developed during Task 1.5, do the Sketch Plans and Development Plans required for some developments consider site- or corridor-level transportation safety improvements as appropriate? If not, is there an opportunity for these reviews to promote needed safety improvements that may be linked to development impacts?
- Are safety considerations incorporated into the WYDOT Context Sensitive Amenities (CSA) process? If not, is there an existing parallel Context Sensitive Solutions (CSS) policy in use for relevant projects, or is there potential for one to be developed?

Alta proposes including findings and recommendations in a single Projects, Policies, and Strategies Memorandum that will also incorporate the results of subsequent Task 3.7.

Task 3.7: SS4A Strategy and Project Recommendations

Alta will develop a comprehensive list of implementable projects to address the highest priority areas for safety improvements, as identified in the crash analysis and network development tasks. The list of projects will include projects and strategies that are shaped by the crash analyses, the Updated Community Streets Plan, and community and Project Steering Committee input. It will also include a “top 10” (or similar) list of projects for immediate priority implementation through SS4A implementation grant funding. Alta will also check the list of projects against and combined with projects that are currently planned or funded through local, regional, and WYDOT priorities.

Developing these recommended strategies and projects will require a prioritization methodology to make it clear which should be pursued first. To this end, Alta will develop scoring criteria in close collaboration with Teton County staff. Criteria could include factors such as:

- **Location** on HIN network and/or Updated Community Streets Plan network.
- **Equity** considerations present on the corridor.
- **Crash factors** that are linked to higher proportions of KSIs.
- **ADA gaps** that improvements could help address.
- **Magnitude of costs** to balance safety improvements with an efficient use of resources.

Proposed projects and strategies will be consistent with the 2022 *Wyoming Strategic Highway Safety Plan* and all FHWA Strategic Highway Safety Plan requirements. Alta will also reference emerging best practices as well as established guidance such as FHWA *Proven Safety Countermeasures* and National Highway Traffic Safety Administration (NHTSA) *Countermeasures That Work* to pursue recommendations that have documented track records in improving safety outcomes. Alta will also recommend pairing proven strategies with projects where appropriate, such as including targeted enforcement and education with a roadway redesign project.

When fully detailed in the Projects, Policies, and Strategies Memorandum along with the results of Task 3.6, the recommendations in this task will:

- **Tie to High Injury/High Discomfort networks developed in Phase 2 and Task 3.2** to focus projects and strategies in the areas with the most pressing safety / comfort needs and imminent network expansion.
- **Include short, medium, and long-term strategies** to provide projects and strategies that can be implemented at different times and yield benefits at each stage. For example, the identification of quick build projects that Teton County could implement first for short term safety improvements.
- **List specific projects and strategies including timeframes for implementation** as a way to document needed safety / comfort improvements and provide a clear roadmap for implementation.
- **Describe scoring criteria used for rating projects suitable for implementation** so that project priorities are transparent and maximize safety and comfort improvements.
- **Include solutions regarding infrastructure, traveler behavior, and/or operational safety** that emphasizes a comprehensive approach that does not focus on only one type of project or strategy.

Alta will summarize these recommendations with an understanding of existing and upcoming Teton Mobility Project pathway and bike network projects. The results will identify new infrastructure projects or programs, focus on strategies that address high risk networks revealed in Task 3.2, and emphasize recommendations that embed the Safe Systems approach. The Projects and Strategies Memorandum will also be incorporated into the Final Draft Action Plan.

Task 3.9: Draft Safety and Design Documents

Alta will prepare Draft Comprehensive Safety Action Plan, the Draft Updated Community Streets Plan, and the Draft Transportation Engineering Design Standards (TEDS) Manual. One consolidated round of edits towards a public document are included in this scope.

This task will also include a Public Meeting (Recommendations Review) to kick off the public review period of at least 45 days. As described in Task 1.3, the Alta team anticipates that the PEP will define this second public meeting as more than a simple presentation of recommendations. It will build on previous engagement activities and serve as an interactive forum for the community to learn about the project's recommendations, the importance of those recommendations in relation to roadway safety, and how each project component (the Draft Comprehensive Safety Action Plan the Updated Community Streets Plan, and the Transportation Engineering Design Standards (TEDS) Manual) will work together to improve safety and comfort for all users. While an in-person public meeting, open house, or workshop is preferred for this event, Alta will incorporate virtual attendance options to improve access, either as part of the Public Meeting or as a complementary outreach effort.

Alta will also coordinate directly with the Project Steering Committee and the Design Review Team (DRT) to discuss each of the drafts and how they work together to both meet SS4A program goals and objectives and improve mobility for all of Teton County.

Upon completion of Public Review period, and meetings with identified stakeholder, elected, and appointed bodies. Alta will conduct a workshop with the Client to summarize feedback and identify revisions to the draft document. Alta will perform one revision to the draft document based on this workshop and steering committee feedback. This will be the final draft for the Task 04 adoption phase.

Phase 3 Deliverables

- Leadership commitment document and staff report. (Task 3.1)
- Task 3.2 Systemic Safety Analysis that includes:
 - High Injury Network
 - Crash profiles (up to five)
 - Equity scan & map
 - Safety & comfort countermeasure memo
 - Segment & intersection safety assessments
- Draft and Final Transportation Engineering Design Standards (TEDS) Manual (Task 3.3)
 - Outline and mockup for client approval
- Up to twelve design details (Task 3.4)
- Final Draft updates to Community Streets Plan (including network maps) (Task 3.5)
- Task 3.6/3.7 SS4A Projects, Policies, and Strategies Memorandum (catalog of projects and strategies), including:
 - Review of Teton Mobility Project pathway and bike network projects.
 - Identifying new infrastructure projects or programs.
 - Identifying strategies that address high risk networks.
 - Identifying policies and processes that embed the Safe Systems approach.
 - Identification of priority projects (i.e., Top 10 list) to be leveraged for SS4A and other grant funding.
- Draft and Final SS4A Compliant Safety Action Plan (Task 3.8)
- Engagement with the public, stakeholders, and the Design Review Team on draft documents.

Phase 4: Action Plan Adoption Phase

Task 4.1: Plan Adoption

After developing final drafts of the Comprehensive Safety Action Plan, the TEDS Manual, and the Updated Community Streets Plan, Alta will work closely with Teton County to bring each document through the full adoption process. This will also include final round of public and Steering Committee engagement to present each of the documents, explain how they work together, and outline how public and stakeholder involvement has influenced the results.

As outlined below, the adoption process for each document will be slightly different:

1. **Comprehensive Safety Action Plan:** This document must be adopted on a timeline that allows enough time for Teton County to submit an application for SS4A Implementation Grant funding. Alta will work on this document on a schedule that is accelerated as necessary to meet the adoption deadline of June 1st, 2025.
2. **Updated Community Streets Plan:** Alta will work with Teton County and the Town of Jackson to facilitate the adoption of the street typology, network map, and cross section design materials that are included primarily in Phase 2 of this project. The resulting document will serve as the update to the 2015 Town of Jackson Community Streets Plan.
3. **Transportation Engineering Design Standards (TEDS) Manual:** In close coordination with Teton County and the Town of Jackson, Alta will consolidate and document all recommended policy, process, and standards changes to form a comprehensive TEDS Manual. Alta will provide the final TEDS Manual, including reflecting any desired changes as a result of final approval. The client will then carry the recommendations forward and manage any resultant required revisions to codified Town or County policies, processes, or standards.

Phase 4 Deliverables

- Final Community Engagement Efforts for Final Draft documents, defined in the Public Engagement Plan
- Virtual attendance at up to five elected and appointed body meetings as part of final adoption efforts; in-person attendance will correspond with team travel related to public engagement.
- Final Safety Action Plan based on one round of consolidated edits from elected and appointed bodies, task force input, and public and stakeholder feedback.
- Final Community Streets Plan serving as an update to the 2015 Community Streets Plan including one round of consolidated edits from elected and appointed bodies, task force input, and public and stakeholder feedback.
- Final Transportation Engineering Design Standards (TEDS) Manual, including one round of consolidated edits from elected and appointed bodies, task force input, and public and stakeholder feedback.



To: Teton County and Town of Jackson

From: Brandon Gonzalez, Collin Hodges, and Katie Selin, Alta Planning + Design

Date: January 31, 2024

Re: **Jackson/Teton County Safe Streets for All Safety Action Plan - Community Engagement Plan FINAL**

Introduction

This Community Engagement Plan (CEP) outlines the community engagement process for the Town of Jackson and Teton County Safe Streets for All Safety Action Plan (the Plan). The CEP describes the background of the project, defines engagement levels and goals for meaningfully engaging with the community, identifies strategies and activities to align with technical work, outlines our community promise for how the project team intends to use public input, clarifies staff and Alta responsibilities, and develops a detailed engagement timeline. Public engagement will include targeted efforts to engage historically harder to reach community members with varied backgrounds as well as communication strategies for the public. This is a working document that will be revised before each phase of engagement, as new ideas and adjustments are identified.

The primary objectives of this Community Engagement Plan are to:

- Identify key groups of interested and affected people, businesses, and organizations for engagement.
- Outline engagement techniques and the communication plan for engaging community members and specific partners.
- Identify and detail opportunities for participatory activities where community members can share local knowledge and experiences while gathering feedback, questions, and concerns.
- Explain how community feedback will be incorporated into the Plan and how community members can stay informed about how their input was considered and/or utilized.
- Delineate between different phases of work with specific engagement outcomes; and
- Provide clarity on roles and responsibilities between the Town of Jackson, Teton County, and the consultant team.

Project Background

Teton County and the Town of Jackson are collaborating with a consultant team to create the Safe Streets for All Comprehensive Safety Action Plan. The purpose of the project is to identify what transportation investments and projects are needed to make it safer and more comfortable to get around the region and prepare them for federal implementation funding. The project will build on the County and Town's extensive shared pathway network and transit system (START Bus) to identify programs and projects to fill network gaps and improve locations where crashes are currently happening. Total crashes in Teton County have increased by about 12% post-pandemic (in 2021 and 2022) compared to pre-pandemic (in 2018 and 2019), a nationwide trend, but one that the County and Town are committed to addressing. The project will rely on community input to add depth and context to the safety data to make sure the project is identifying the most significant needs across the region.

Equity Considerations

The community engagement process will be tailored to reflect regional equity priorities, based on demographic data and feedback from County and Town staff. The consultant team will be reviewing and documenting equity needs through an Equity Scan, which will inform equity-related engagement priorities.

Transportation planning has a legacy of excluding and marginalized segments of communities like people of color from power and decision-making processes, often resulting in harmful outcomes and exacerbating existing transportation inequities. To understand and address some of these inequities, the community engagement process will target demographic groups identified in the Equity Scan. Additionally, the project team will engage the expertise of local groups such as the Town of Jackson Equity Task Force and Voices JH to understand how to make the engagement process as inclusive as possible. The project team will work with Voices JH to conduct listening sessions, focus groups, and interviews to specifically engage specific segments of the community and address their needs in the Plan. Materials will be translated into Spanish and potentially other languages. This section will be revised after the Equity Scan is completed.

Community Involvement Process

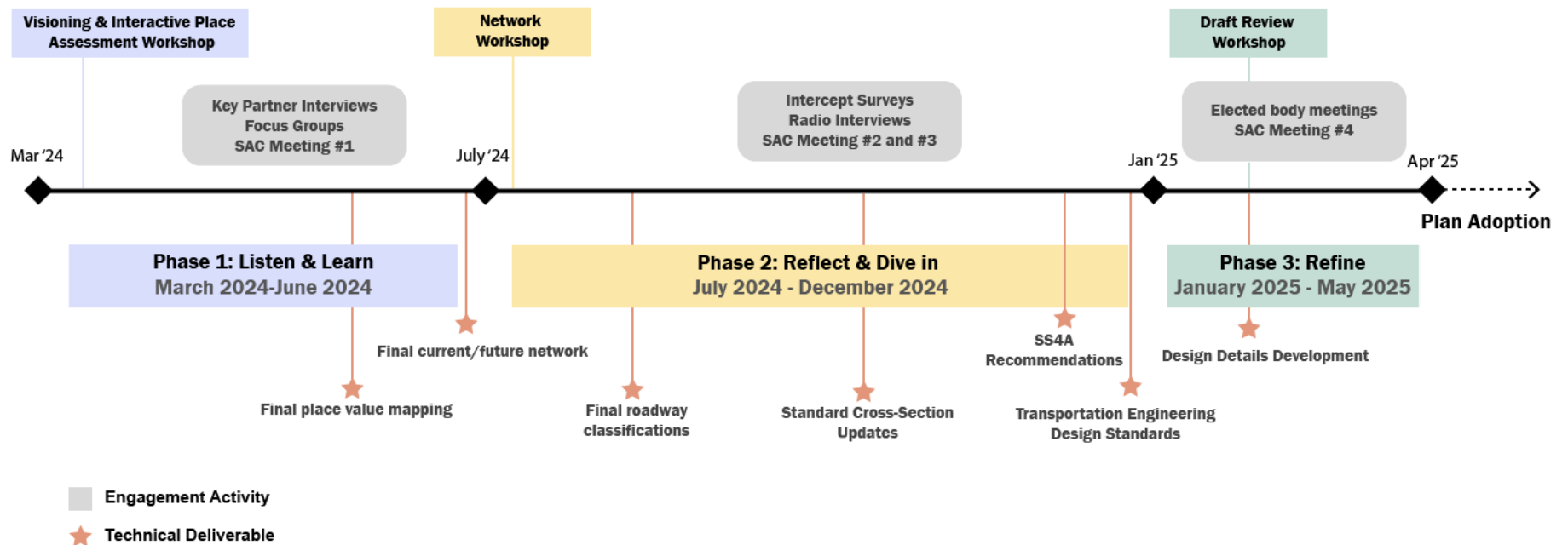
The broader goals of the Plan are to:

- Eliminate roadway fatalities and serious injuries.
- Reduce disproportionate transportation safety risks experienced by disadvantaged or underserved communities.
- Provide a safe and connected active transportation network informed by an updated mobility plan and revised design standards.
- Assess existing policies and processes and recommend changes to bring about safety improvements.
- Understand significant roadway safety concerns in the region and identify projects and strategies to address roadway safety issues.
- Involve the community to understand and improve transportation safety in the region.
- Develop a comprehensive list of implementable projects to address the highest priority areas for safety improvements.

All community engagement will specify why feedback is needed, how it will be used to impact the Plan, and how the project will report on feedback received.

Engagement Timeline

Community engagement for this project will be broadly divided into three phases, which are discussed in detail in later sections. The timeline graphic below shows a high-level illustration of the various phases of engagement, strategies used, and how they relate to technical deliverables. The project team’s intent is to seamlessly integrate community engagement with other project schedules and to maximize how community input informs the project at each phase.



Community Engagement Goals, Objectives, Strategies, and Tracking

The goals and objectives listed below will guide the project team to work with the community. Strategies are identified for each of the goals to help reflect on successes and identify gaps in participation and areas for improvement in the planning process.

Goal 1: Build community awareness and shared understanding of project needs and ways to participate. A well-executed engagement process increases community knowledge about the project, the role of local government, and how community members can provide input.

Objective: Plan, coordinate, and support the project through a variety of community engagement and outreach opportunities. Provide a consistent information flow at key project milestones and publicize engagement opportunities to all community members and partners.

Strategies:

Methods will include sharing information through project website, intercept surveys, in-person public meetings, social media updates, and mailers. The project team will share updates and opportunities for feedback on our website and project listserv. Through these updates, the project team will share how community feedback will influence the project, report out results from engagement, and how public perspectives shaped project outcomes.

Tracking:

- The number and type of outreach methods that are leveraged.
- The approximate number of people reached, and number of public comments received through each outreach method.
- The number of people who attend scheduled outreach events (in person or virtual).
- Feedback from community members on outreach and communications.
- Gather information on how participants find out about engagement events when possible.

Goal 2: Enable well informed and meaningful participation from varied segments of the community, particularly historically disadvantaged communities, to provide input on the project.

Objective: Use intentional engagement methods, communication channels and tools to enable accessible and inclusive participation throughout the process, build upon other recent engagement projects, and honor time people have spent participating.

Strategies:

- Identification of preferred outreach and engagement methods including platforms and mediums to communicate with historically disadvantaged or hard to reach community members from community contacts and previous engagement efforts.
- Determine the language needs of the community and provide appropriate translation and interpretation in communication and outreach materials.
- Provision of accessible materials and services - e.g., fact sheets, project webpage, access to interpreters at meetings and screen reader-friendliness of digital materials. Integrate web accessibility into print and digital materials that considers disabilities like visual, auditory, physical and speech among others.
- Plan for the needs of people with disabilities for in-person meetings including choosing ADA friendly sites and conducting meetings at varied locations and times. Provide option to attend meetings virtually whenever possible.
- The community engagement process will distribute engagement events across the County and explore opportunities to engage Idaho and Lincoln and Sublette County residents who commute to Teton County to enable participation from a broad variety of groups and community members.

Tracking:

- Where, when, and how materials were shared.

- Demographic breakdown of project participants
- Correlation between specific outreach and engagement methods used and demographic information of those who were reached or participated.

Goal 3: Gather and use public input during the decision process, maintaining transparency at each step. Public input about the project collected through engagement tools will help staff, Steering Committee, Development/Design Review Committee, Transportation/Technical Advisory Committee, Jackson Town Council, and the Board of County Commissioners make informed choices.

Objective: Share how public input influenced project processes and outcomes and clearly state project decision process in public engagement materials and channels.

Strategies:

- Quantitative and qualitative analysis of project feedback from online platforms and engagement activities including, but not limited to, social media, emails, community conversations, open houses, tabling events, interviews, surveys, and other outlets.
- Use communication tools, including City website and social media, to inform the public about how their input influenced the process and final outcomes.
- Presence of public officials at each event (as outlined in DEIA Checklist)
- The community and project partner groups will be kept informed of and involved in measuring the project's performance as noted in the Performance Measurement Plan

Tracking:

- Clear identification in Plan materials on how feedback received was considered and/or integrated into the Plan.

Target Audiences and Partner Organizations

Table 1: Key Partner Agencies and Groups

Key Partner Agencies and Groups	Description/Constituencies
Project Steering Committee	A project steering committee will be formed to provide review and guidance throughout the project. Potential committee representatives will include members and staff from partner agencies and community groups outlined below.
Transportation / Technical Advisory Committee (TAC)	Comprised of County/Town staff from transit, planning, pathways, etc. Includes WYDOT representatives and occasional participation from other agencies. This committee will monitor and oversee long-term implementation progress in partnership with Teton County Staff, including after completion of this project.
Development/Design Review Committee (DRC)	Working group of Town staff (engineering, public outreach, pathways, almost all agencies) to discuss new development applications and issues.
Board of County Commissioners	Elected county governing body in charge of land use, budget, and County policy.
Jackson Town Council	Elected Town governing body in charge of land use, budget, and Town policy.
Wyoming Department of Transportation (WYDOT)	Government/Public Entity
Teton County Sheriff's Department	Government/Public Entity



Town of Jackson Equity Task Force	Government/Public Entity
Jackson Hole Fire/EMS Department	Government/Public Entity
Town of Jackson Police Department.	Government/Public Entity
Town of Jackson Equity Task Force	Town of Jackson Volunteer Advisory Board
Pathways Task Force	Town of Jackson/Teton County Volunteer Advisory Board
Teton Valley Trails and Pathways	Non-profit organization
National Forest Service	Government/Public Entity
National Park Service	Government/Public Entity
Southern Teton Area Rapid Transit (START) Bus	A public transportation service provided by Town of Jackson and Teton County
Age Friendly Jackson Hole	Non-profit organization
US Fish and Wildlife Service	Government/Public Entity
Friends of Pathways	Non-profit organization - promoting sustainable transportation and healthy recreation in Jackson Hole. Has worked on many active transportation initiatives across the County.
Jackson Hole Community Housing Trust	Non-profit organization - Housing developer building affordable homes for people who make less than 120% AMI
Jackson Hole Conservation Alliance	Protecting the wildlife, wild places, and community character of Jackson Hole
Jackson Hole Chamber of Commerce	Non-profit business group
Jackson Workforce Center	Employment center in Jackson
One22 Resource Center	Non-profit organization - Supporting individuals and families facing financial and cultural challenges
Shelter JH	Non-profit organization - Building grassroots support and political power to address housing insecurity
Teton Conservation District	A local government entity working with the community to conserve natural resources through local projects, partnerships, research, and education
Town and County's Travel and Tourism Board	Key partner for engaging visitors to the area. Manages "Visit Jackson Hole" Project
Voices JH	Existing non-profit focused on engaging immigrant population. The Town of Jackson has partnered with this group to conduct listening sessions with Slavic and Spanish speaking residents. Can help get word out to members/constituents or may be able to host focus groups.
Community Entry Services, Teton Adaptive Sports, and Vertical Harvest	Non-profit organizations- Work with community members with disabilities

Table 2: Target Audiences for Engagement Activities

Target Audiences for Engagement Activities
Residents (homeowners and renters)
Business owners and employees
Language-specific communities (Latino, Slavic)
Transportation advocates (parking and active transportation)
Wildlife advocates
Star Valley/Teton Valley/ Sublette County commuters
Transit-dependent community
Students, teachers, education support staff and Safe Routes to School coordinators
Community members with disabilities
See Public Outreach Master List in TEAMS folder for additional stakeholder groups

Levels of Participation

The community engagement and participation opportunities will address a range of needs, challenges, concerns, and preferences of the broad array of community members interested in and impacted by the project. Project engagement, in alignment with the Town of Jackson’s Community Engagement Toolkit, will include a combination of four levels of community participation – Inform, Consult, Involve and Collaborate. For each of these levels, appropriate tools will be chosen to remove barriers and provide options for a variety of community members to be engaged with the project.

The four levels of participation employed in this project are:^{1 and 2}

- **Inform:** The goal of this level of participation is to provide the community with balanced and objective information to assist them in understanding the goals, objectives, opportunities, recommendations, and potential solutions. By employing multiple methods of communication and outreach, the project team will consider the needs of the community members who will want to briefly know about the project as well as others interested in tracking the process and staying up to date on the project. The project team will endeavor to make the project information accessible through multiple means and channels and translate to meet the needs of the community members.

Tools employed: Web updates on County and Town webpages, emails through listservs, press releases, newsletters, mailing printed materials, social media, and presentations where feedback is not requested or recorded.

This level of participation will be employed in project phases 1, 2, and 3

- **Consult:** The goal of this level of participation is to obtain public feedback about the concerns, priorities, and design at key points in the process. In addition to keeping the public informed, this level of engagement seeks and considers community’s opinions and perspectives. the input is asked for a particular time or project.

Tools employed: Stakeholder interviews, focus groups, public comment through email/website and public meetings where community input is sought.

¹ IAP2 Spectrum of Public Participation. www.iap2.org/resource/resmgr/pillars/Spectrum_8.5x11_Print.pdf

² Community Engagement Toolkit, Town of Jackson, Wyoming.

This level of participation will be employed in project phases 1, 2, and 3

- **Involve:** The goal of this level of participation is to work directly with community members throughout the process beyond just consulting them one time and will involve multiple ongoing opportunities for engagement. The project team will seek to directly reflect various perspectives gathered in the recommendations and plans developed, explaining how their input influenced the project outcomes. Some community leaders, liaisons, non-profits, or representatives may also be interested in being directly involved with outreach activities to help gather public feedback.

Tools employed: Workshops, town halls, and other participatory activities.

This level of participation will be employed in project phases 1 and 2

- **Collaborate:** The goal of this level of participation is to work together with community members in making recommendations about specific decisions. While the Town/County will be the ultimate decision makers, the project team will work to create partnerships with a variety of different community members, incorporate input throughout, and report back to let participants know the impact of their input.

Tools employed: Steering Committee

This level of participation will be employed in project phases 1, 2, and 3

Engagement Tools and Tactics

The section outlines the planned engagement activities and how they will be distributed across the three engagement phases of the project.

Engagement Activities

Table 3 outlines the planned engagement activities. All public facing materials will be provided in English and Spanish and using universal design principles for accessibility.

Table 3. Engagement Activities

Outreach Strategy	Description
Project Steering Committee (4)	The project steering committee will be a project specific group selected to provide guidance and recommendations throughout the project. Up to four (4) project steering committee meetings will be conducted. It is anticipated that meetings will be a combination of in-person and virtual, depending on meeting topics and consultant travel.
Development Review Meetings and Transportation Advisory Committee Meetings (4)	Alta will attend up to four (4) meetings of the Development Review Team or the Transportation Advisory Committee. City and County staff will lead the coordination with these groups.
Partner Visioning and Goals Workshop (1)	Mobycon will coordinate and facilitate one (up to full-day) in-person visioning workshop to inform project visioning and goals. This will be approached as a ‘key partner’ workshop, rather than a public workshop. Feedback and ideas from this workshop will be used to add depth and context for parallel community engagement.

Outreach Strategy	Description
Public Open House Meetings (up to 3 total, 1 in each engagement phase)	The purpose of the public meetings will be to 1) invite community members to learn more about the project 2) share their goals and vision for transportation safety in the region 3) weigh in on the TEDS Manual, the Community Streets Plan and the Safety Action Plan. Alta will prepare workshop boards for participants to provide feedback and visions for their communities. These boards may include maps and prompts to generate reflection around the future of transportation in the Project area. The two-hour meetings could be held in purely open house formats, or they could include structured time to share information about the project, answer questions, hold community-building exercises, and provide discussion prompts.
Focus Groups (2-3)	The project team will coordinate focus groups in collaboration with Voices JH, a non-profit organization, to provide space for in-depth conversations with Latinx and Slavic communities.
Key Partner Interviews (4-8)	Key Partners to interview will be selected in consultation with Teton County staff. The purpose of these meetings will be two-fold: to learn more from the organization or agency about their role in the community and transportation, and to share more about the project and engagement efforts.
Surveys (2)	Alta will develop surveys to be used in public meetings and other engagement events. Surveys will be online and for use as an intercept survey. Town of Jackson and Teton County engagement leads can conduct intercept surveys during other events and times.
Radio Interview or Ads	Alta, Town of Jackson, and Teton County engagement leads, and other agency staff can participate in radio interviews to get the word out about the project and other ongoing activities.
Mobile Outreach and Tabling (Target 2-3 events in each phase)	Mobile outreach will take place at community events or busy community hubs like schools, churches, coffee shops, or trail heads. Tabling will invite community members to interact with project boards, take surveys, talk with the project team, share concerns, etc.
Project Promotion Materials and Strategies (more details in Table 5)	Alta will develop general project promotional materials for the County and consultant team to distribute as needed. The materials will be developed strategically to align with different milestones in the project.

Engagement Phases

The engagement process will involve three phases, as detailed in Table 4. Although there are three distinct phases with individual goals to guide engagement, these phases are interlinked and overlap. For example, listening and learning will happen throughout the course of the project. However, it can be helpful to have a specific focus to guide messaging and activities. These phases are for public engagement purposes only and are different from the four phases of the project itself, which includes a Kick-off phase.

Table 4. Details of Project Phases for Engagement

	1: Visioning Phase Listen & Learn	2: Action Plan Development Phase Reflect & Dive in	3: Action Plan Adoption Phase Refine
Dates	March 2024-July 2024	July 2024 - December 2024	January 2025 - March 2025
Objective	• Promote and introduce the project and targeted outcomes. • Ask agency staff, key partners and community members about their mobility needs and transportation safety experiences to inform the project vision and goals. • Share transportation safety data and context in a digestible format to foster public understanding and enable richer participation. • Build partnerships for all phases of the project. • Establish a leadership commitment confirming support for the implementation of all project components. • Introduce SS4A requirements and performance measures. • Identify connectivity and accessibility needs and envision the future mobility network.	Share how public input from Phase 1 has affected recommendations in Phase 2 Provide opportunities for partners to provide input on safety analysis (High Injury Networks, Crash Profiles, etc.), Transportation Engineering Design Standards (TEDS) Manual, Community Streets Plan, and Safety Action Plan. Discuss Implementation Grant performance measures with key partners and how the recommendations process has taken those performance measures into account, in alignment with Performance Measures Plan. Discuss right-of-way uses and limitations including modal priorities, public activation, and safety considerations. Confirm and refine proposed mobility network and cross-sections. Identify countermeasures and solutions that best align with community values and needs. Identify and prioritize projects for implementation and SS4A grant funding request.	• Share how public input affected project outcomes and final recommendations. • Receive input from the community and stakeholders on the completed draft plan and recommendation summaries. • Make revisions based on public and partner input. • Present at elected and appointed body meetings as part of review and final adoption efforts.

	1: Visioning Phase Listen & Learn	2: Action Plan Development Phase Reflect & Dive in	3: Action Plan Adoption Phase Refine
Engagement Activities	• Transportation Expo (Feb 6-7) • Visioning and Goals Workshop (with key partners) • Interactive Place Assessment Workshop (with key partners) • Public Open House Meeting #1 (Mobility and Safety Needs) • Key Partner Interviews • Community survey/intercept surveys • Mobile outreach at community events • Focus groups with priority equity communities • Project Steering Committee Meeting #1 • DR or TAC Meeting #1	- Public Open House Meeting #2 (Network and Recommendations Development) - Flyers, website - Radio Interviews or Ads - Network Review Workshop - Project Steering Committee Meeting #2 and #3 - DR or TAC Meeting #2 and #3	• Public Open House Meeting #3 (Draft Review) • Presentations at the elected and appointed body meetings • Public comment through public meetings and elected meetings. • Project Steering Committee Meeting #4 • DR or TAC Meeting #4
Communication Tools	• Newspapers, radio, listserv emails, website updates, utility bill notifications, postcards, flyers and social media graphics	• Newspapers, radio, listserv emails, website updates, utility bill notifications, postcards, flyers and social media graphics	• Newspapers, listserv emails, post cards, flyers, and website update

	1: Visioning Phase Listen & Learn	2: Action Plan Development Phase Reflect & Dive in	3: Action Plan Adoption Phase Refine
Engagement Questions	• How do you think about transportation safety as you travel around the County? • Do you have any specific transportation safety concerns when traveling through Teton County? • How do you currently travel in the area? • Would you choose different ways to get around if you could? • What are your current accessibility and mobility barriers? • How can we improve our outreach and engagement methods in the next phase?	• Does the proposed mobility network advance and improve your identified mobility and accessibility needs? • Do safety themes align with your own observations and experiences? • Which countermeasures (i.e., solutions) will make the most meaningful impact in the community? Do any cause concern? • Do proposed countermeasures meet the practical needs of the community and are they inclusive of a wide range of abilities and needs? • Will recommendations make community roadways safer? • How can we improve our outreach and engagement methods in the next phase?	• Did we miss anything in the final plans and reports? Any suggestions for improvement? • What questions do you have about the Safety Action Plan, Mobility Plan and TEDS?
Debrief Questions for Project Team Reflection	• Who did we reach in Phase 1? Who was not represented in the conversation that we can engage in Phase 2? • Was anything surprising to learn? • What levels of partnership have been established and how do we honor them moving forward?	• Who did we reach in Phase 2? Who was not represented in the conversation that we need to be aware of in future projects? • Was anything surprising to learn? • What are the overarching comments regarding the draft manual and plans? How can we update them to reflect community input? • Did we meet performance measure targets? • Did the network/project analysis produce significantly difference results from the Teton Mobility Project?	• What final changes do we need to make? • Did we engage the communities thoroughly and effectively? • How did we incorporate community input into the project? • What worked and what can be improved? • Did we meet the performance measure targets?

Events and Engagement Locations

The following is a list of potential locations and activities for various engagement efforts, developed in consultation with City of Jackson and Teton County staff.

Locations:

- Parks (e.g.: Movie in the park or intercept surveys)
- Bus stops (and school stops), coffee shops and airport commuter shuttle
- Crosswalks at Hospital and Jackson Elementary School (JES), also the JES "walking school bus"
- Recreation Center
- Markets and Grocery Stores
- Bike paths in the summer

Events:

- "Touch a Truck" event (first Saturday in June).
- JES fall festival/pumpkin sale.
- Monthly Council chat
- Farmers Market and Peoples Market
- Races
- 4th of July Parade
- La Liga soccer games (Latino community)
- Ribbon cutting at airport commuter shuttle.
- SRTS opportunities

Outreach Documentation

Throughout the outreach process, the consultant team will document our efforts and the feedback we receive from community members and partners by:

- Using uniform sign-in sheets at each event and maintaining a contact tracking system.
- Taking high quality photos at outreach events, with associated photo releases.
- Tracking general community and key partner contacts in an Excel spreadsheet.
- Tracking feedback from website comments, emails, voicemails, and workshops through an Excel spreadsheet comment log with multiple tabs for each event and source of feedback.
- A completed and annotated DEIA checklist to document the wide range of considerations that the project team will have considered through the engagement process. This checklist will be attached to the Draft Action Plan.

Promotional Strategies

Success of the Project’s outreach hinges on reaching the communities identified in the “Audience and Partner Organizations” section of this CEP. The following promotional strategies will be used throughout the Project to promote engagement opportunities and build awareness of the project.

Table 5: Communication Channels and Tactics

Category	Item	Quantity	Responsible Party
Online/social media	Town of Jackson and Teton County web platforms, including the Engage Teton County portal and the Jackson/Teton County Long Range Planning page.	Quarterly or at key milestones	Alta draft content. County and Town staff approve and post
	Listserv emails (via County’s “Public Input” Platform)	Quarterly or at key milestones	Alta/ Teton County
	Social Media	3 graphics at each phase.	Alta draft content. County and Town staff approve and post
	Non-profit partners email lists and posts	Quarterly or at key milestones	Alta/ Teton County and non-profit partner
	Online Survey	Up to 2	Alta draft content. County and Town staff approve and post
Print Media	Surveys	Up to 2	Alta design in coordination with the County/ Town staff
	Newspaper ads	2 – size TBD	Alta design; Printing coordination by the County
	Utility Bills	3	Alta design; Printing coordination by the County
	Flyers	Up to 2- 8.5 x 11 TBD	Alta design; Printed and distributed by the County
	Postcards	Up to 3, 4-inch x 6 inch	Alta design; Printed and distributed by the County
Public Meeting, Mobile Outreach and Meeting Materials	Project Boards	5 for each phase	Alta design, County review and print
	Slide Decks and Memos	Up to 4 (one for each DR/TAC/ Steering Committee presentation)	Alta design, County review

Engagement Roles

The project team will work collaboratively to deliver the engagement activities outlined in this CEP. Table 6 outlines Alta and County/ Town engagement roles. Generally, the County engagement staff will be the client lead, but Alta will coordinate with and include both contacts in communications.

Table 6. Alta and Town/ County Engagement Roles

	Alta's role	Town/County's role
<i>Big Picture Role</i>	Alta's role will be to develop strategy and materials in close coordination with Town/County staff, staff events during site visits, and analyze/ report on community feedback results and themes.	Overall County/ Town staff roles will be to review and approve strategy and content for materials, coordinate and staff events, and make connections to partner groups for consultant team.
<i>Public Meetings or Open Houses</i>	Design meeting strategy and prepare materials including promotion materials boards, maps, and prompts, and provide additional staffing.	The County/ Town staff will co-lead the event with the Alta team and take the lead on logistics and promotion including location, liability waivers, food, childcare (if needed), interpretation, and printing.
<i>Visioning and Goals, Place Assessment, and Network Review Workshops (Mobycon)</i>	Mobycon from the consultant team will lead these events from the consultant team. They will design the content for the workshop and strategy for how it fits into the overall project. Alta will review and support promotion, as it fits into the larger outreach strategy.	The County/ Town staff will co-lead the event with the consultant team and take the lead on logistics and promotion including location, food, printing, and invite list.
<i>Focus Groups and Interviews</i>	Prepare overview of focus group strategy, questions, and agenda. Facilitate if Voices JH does not end up hosting.	Coordinate with Voices JH to determine scope of their role. Review materials and strategy. Lead local promotion if Voices JH doesn't end up leading the effort.
<i>Mobile Outreach and Tabling</i>	Work with Town/ County Staff to confirm events, dates, locations. Develop needed materials. Staff events, as is feasible during site visits.	Review materials and plan for events. Lead promotion and staffing.

	Alta's role	Town/County's role
<i>Project Promotion Materials and Communications</i>	Develop general project promotion materials for the County and consultant team to share with the community. Develop systems to track feedback from website comments, emails, and workshops through an Excel spreadsheet comment log with multiple tabs for each event and source of feedback.	Review, print and distribute the promotion materials. Review materials created by Alta. Share communication materials with the public through the website, social media, and email listservs. Provide insights on how the public input can be incorporated into the project.
<i>Steering Committee</i>	Develop presentation materials and agendas. Present at and facilitate up to 4 meetings.	Select committee and coordinate meeting logistics. Co-present at meetings.
<i>Technical Advisory Committee and Design Review Board</i>	Alta will draft and revise slide decks and memos for the presentation and present at up to 4 meetings.	Present at meetings on the Project and share updates about the project at key milestones.

April 9, 2024

To: Brian Schilling, Teton County, Town of Jackson
 From: Nick Falbo, Mobycon
 Stephen Kurz, Mobycon
 CC: Collin Hodges, Alta Planning + Design
 RE: **Vision and Goals Workshop Summary Memo**

On March 19th, 2024 Mobycon hosted a Vision & Goals Workshop at the Teton County Fairgrounds in Jackson Hole. The workshop was attended by approximately 40 local stakeholders ranging from business owners, municipal staff, advocacy organizations, the County Sheriff's Office, and independent citizens. The intention of the workshop was to guide participants through inspirational values-based exercises and discussions to help them develop and articulate their long-term vision for their community, as well as begin to sketch out goals and objectives to achieve this ultimate vision.

The workshop consisted of both presentation materials, as well as interactive group exercises in which participants had the opportunity to ask questions and offer feedback about mobility in Jackson Hole.

Vision and Goals Workshop Agenda

Topic	Details
	Icebreaker and introduction to Vision and Goals workshop
Presentation: Sustainable mobility	Presentation on the benefits of sustainable mobility in cities to inspire opportunity in Teton/Jackson
Activity: Interactive Travel Behavior Survey	Gathering information about existing and desired mobility in the Town/County
Activity: Working with User Types, "A Day in Jackson"	Working in small groups, discussions of different user types and needs
Lunch Break	
Discussion: Opportunities and Challenges	Discussion of challenges faced today and anticipated in the future
Presentation: Vision, Mission, Values	Framing for the Values and Vision Development
Activity: Mobility Values	Survey and discussion of mobility values
Activity: Developing a Vision Statement and Goals	Small group exercise developing vision statements

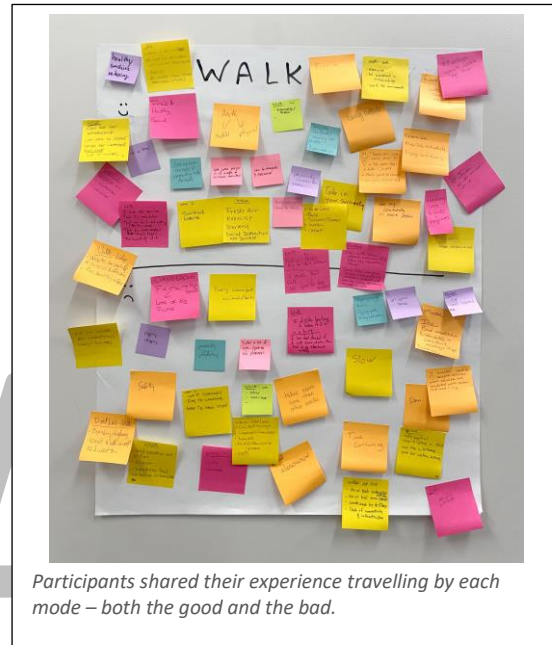


Presentation: Sustainable Mobility

After briefly presenting Mobycon, the agenda of the day, and a quick icebreaker, we gave an inspirational presentation on mobility and the historical background of how the Netherlands became the cycling society it is today. Beyond the historical context, we presented the mobility challenges of the Netherlands and briefly compared these to those in Jackson. We also reviewed some of the lesser-known advantages of walkable and cyclable communities, such as economic activity, child (and parent) independence, equity, and accessibility.

Activity: Interactive Travel Behavior Survey

Following the presentation on some inspirational mobility concepts, we conducted an interactive survey among participants on travel behavior in Jackson Hole. Four poster-size sheets of paper were spread around the room, each labeled with a different mode of travel: Walking, cycling, bus, and car. Each poster was divided into a *like* and *dislike* section. Participants were asked to write down what they like and dislike about traveling by that mode on sticky notes and paste them accordingly on the posters. This exercise served to encourage participants to reflect on each mode of travel separately and why they choose one mode over another. It also allowed us to gauge how the community feels about certain modes of travel, existing and desired mobility, along with potential opportunities and challenges for each mode.



Participants shared their experience travelling by each mode – both the good and the bad.

Once everyone posted their preferences and ideas, we went around to each poster and asked for feedback on some of the responses offered by participants. This generated significant valuable information about the community's experiences with the various modes of travel. Some of the feedback we received is listed below (see appendix for full overview)

- Bike – erratic behavior on pathways, especially among e-bikes; lack of lighting; school zones often lead to dangerous interactions with drivers; easy access to the natural environment; not viable for young people in the evenings due to insufficient lighting conditions; must be choosy about which route you take to avoid unsafe traffic conditions
- Bus – Free (if using town shuttle); does not run at all hours of the day
- Car – Convenient and direct access to destination; traffic (especially in the direction of Wilson and Teton Village)
- Walk – Sometimes uncomfortable to share pathways with e-bikes; Exposed to the elements; susceptible to poor winter maintenance



Activity: Working with User Types, “A Day in Jackson”

The next exercise aimed to shed light on the variety of mobility needs in the Town of Jackson. Each table (six in total) was provided with a map of Jackson and asked to choose a user type, either from the provided list or created themselves. Each group was asked to draw out the average daily journey of their user type on a map of Jackson and identify four important stops in their journey through town. By doing so, groups were required to reflect upon the needs and challenges of the chosen user type, along with their mode of travel, routing, and factors affecting the user type’s mobility choices. They considered what made the journey easy and what obstacles were there in the user’s daily journey.

The user types chosen by groups were as follows:

- A young parent with two small children
- An elderly single woman
- A Sysco delivery driver
- A lumber delivery driver
- An adult in their 30’s

Selected stories below capture some of the challenges faced by these users:

A young parent with two small children

One of the main challenges for user groups with family is the morning commute between home, dropping the kids off at school, and work. Schools are (depending on one’s home location) sometimes located on the other side of town, requiring parents to double back to get to work. Many parents hesitate to let their child cycle the cross-town route to school independently due to safety concerns.

Delivery workers

For a heavy-duty delivery worker, one of the challenges of their daily travel is the work itself. With large loads, they must travel both within Jackson and through town to outlying areas in the community. Deliveries from Jackson to neighboring areas are left with little choice but to pass through the town center, an area with both high vehicular and pedestrian traffic.

An elderly woman

Relative to other user groups, the elderly woman in this group’s example is less constrained to a fixed schedule. She visits friends throughout town and the time it takes to walk or use the START bus is less of a limitation. She is less stable on her feet than she used to be, making a clear stable walking surface especially important, particularly in winter. During the darker months, lighting is also important and allows her to walk safely in town during the darker evenings. Occasionally she provides assistance to her adult kids, picking up her grandchildren from school by car.

Presentation: Mobility Vision, Values, and Goals

To frame the co-creation of a vision statement and selection of key values, we presented an overview of what these statements are and why they are important.



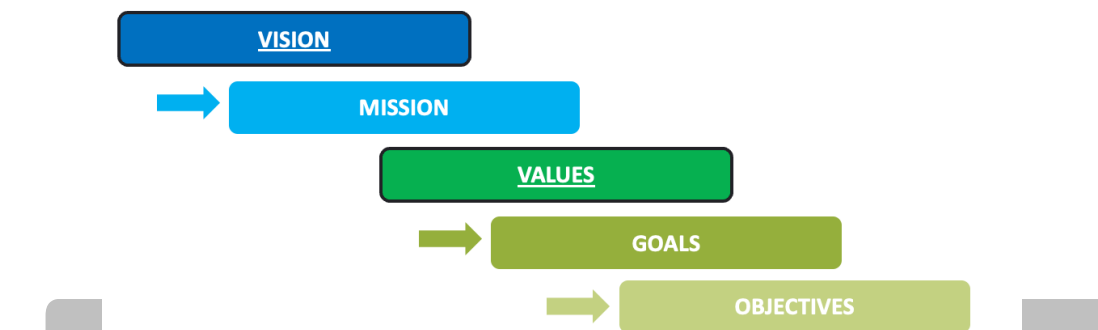
Vision is where you or your organization are headed and what the future looks like. A vision keeps an organization focused and paints a picture of success to come.

Mission is what an organization does and is how an organization puts its vision into action.

Values define how your organization does business. Shared organization values are guiding principles for how people show up, treat each other, and how an organization succeeds.

Goals are what an organization will do/create/build to live up to these values.

These statements are interrelated and build upon each other, ultimately informing the objectives and measures of success of the planning effort.



Activity: Mobility Values

To better understand the values of the community that drive mobility choices in Jackson, each participant was given a list of various mobility values (see Appendix X). We first asked participants to individually read the list of values and select the five most important values to them personally. To determine their values, we provided the following prompts, “What do you stand for? What are your core beliefs?” Each group was then asked to discuss their choices among their group and to decide on the three most important values regarding mobility in Jackson, either from the list provided or determined themselves. One person from each group then presented and explained their top three mobility values. As each group presented, we marked down on the whiteboard how many times each value was mentioned among the groups.

We aimed to narrow it down to the top 5 values, but there was some discussion about whether some values should be treated as one or separate. For this reason, we ultimately made a list of six mobility values: (1) Safety, (2) Equity, (3) Health & Wellness, (4) Convenience for All Modes, (5) Change and Adaptability, and (6) Integration with Nature.

Safety for users of the transportation system is one of the fundamental objectives of the Safety Action Plan and was by far the most commonly cited value among the groups. Every group had safety as at least one of their top three values. This was expressed both as working towards the goal of reduced fatalities and serious injuries from crashes, and as the desire for *all* users of the streets and roadways, supported by effective street design, traffic education, and proper lighting, to *feel* safe as they get around town, no matter what mode of travel they choose.



Equity is one of the primary evaluation criteria for the Safe Streets for All program and was the second most cited value in the group exercise. Equity in the context of transportation establishes mobility as a prerequisite for equal access to opportunities and participation in society. For the transportation system to be truly equitable for all members of the community, convenient and safe mobility options need to be available for everyone regardless of economic class, physical ability, or background, and all sectors of the community must be represented in planning processes that impact the transportation network.

Health and Wellness was a value that stirred much discussion. In the context used for the workshop discussions, Health and Wellness described a range of effects including the impacts of motor vehicle travel on individual and community health, the mental health and wellness benefits of active transportation, and the more direct link between health and safety with regards to crashes and injuries/fatalities. Some participants thought Health and Wellness should be a standalone value, with some arguing it should even come above Safety. Others argued that these values were virtually the same since Safety is often a prerequisite for Health and Wellness. Either way, discussions indicated a strong link between Safety and Health and Wellness. Moreover, some participants preferred the more all-encompassing word “wellbeing” over “health and wellness.”

Convenience for All Modes focused on the relationship between the perceived convenience of a certain mode of travel on the actual transportation choices for individuals and their families. Currently, many people choose to travel by private car due to its perceived convenience, which they feel outweighs the potential benefits of other modes such as walking, cycling, or transit. In order to make alternative modes of transport a viable choice, all modes must be just as or more convenient than the private car. There is also a strong link between convenience and perceived safety reflected in people’s choices for how they travel.

Change and Adaptability referenced the ability of the transportation network to adapt to continually evolving needs. These changes may be due to increased demand from development and growth or from changes in travel behavior such as an increase in active transportation trips or commuting in from outlying areas. The discussion acknowledged that change happens fast, along with its effects, both within Jackson and society at large. Changes in the economy, labor, demographics, and climate change will all affect life in Jackson to one degree or another. To maintain a sustainable community into the future, Jackson and the transportation system must be able to adapt.

Integration with Nature was discussed in the context of the impact that the built environment has on the natural environment. Jackson is surrounded by a flourishing natural environment. It has a strong tradition of open space and wildlife conservation and a rich outdoor lifestyle. If this part of Jackson's identity and values is to remain into the future, it is crucial that the community's growth is integrated with the surrounding environment, with minimal impact on wildlife and natural areas.



Activity: Developing a Vision Statement

Once the shared mobility values of Jackson were listed on the whiteboard, it was up to each group to create a vision statement that reflected the values prioritized by the group. Participants were prompted by answering the question, “Wouldn’t it be amazing if...” about Jackson’s mobility future. Each table presented their vision statement to the group, and we documented each vision statement.

“A sustainable, adaptable transportation system connecting people and places safely and equitably.”

“The Jackson Hole mobility network is a perfect integration with the natural world and built environment.”

“Wouldn’t it be amazing if everyone could navigate the region quickly and safely via their choice of mode without adverse effects on land, water, and wildlife?”

“Everyone can easily get where they want, when they want, how they want.”

“A transportation system that forms the foundation for a thriving community, economy, and environmental health.”

“Retaining an inclusive community ideal and feel, while transporting people wherever they need to go, safely and efficiently.”

“Wouldn’t it be amazing if we could use whatever mode of transportation we want/need while reducing conflict with each other and the environment?”

“All creatures can move about the region safely and efficiently to meet our needs and desires.”

Activity: Goals and Ideas

At the end of the workshop, each of the six values that the group came up with were written out on a large poster paper and distributed throughout the room. We then asked participants to think about these values and write on post-it notes how that value should manifest itself in Jackson, and then paste the notes on the poster representing that value (Appendix A). Goals may overlap between values. A brief overview of the results is listed below:

Safety - protection from crashes as well as the perception of safety for different modes of travel.

- Create bikeable intersections in the downtown core
- Improve intersection safety for all users, not just cars
- Complete missing links in the pathway system
- Make Cache at Broadway all pedestrians cross at once in the signal cycle
- Build a tunnel through the Tetons, eliminate Teton Pass
- Close roads around Town Square
- Traffic safety education
- Improve winter maintenance on sidewalks
- Kids going to school by bike



Equity - convenient and safe mobility options are available to everyone regardless of economic class, physical ability, or background.

- Inexpensive, convenient, safe, and accessible public transport
- ADA Accessibility
- Mobility options for people with disabilities
- Safe road design for all modes of transport
- Expanding availability to the START system
- Every neighborhood connected to the pathway network

Health & Wellness - wide-ranging category that includes the impacts of motor vehicle travel on individual and community health, the mental health and wellness benefits of active transportation, and the link between health and safety with regards to crashes and injuries/fatalities.

- Employer benefits for providing a wellness program
- Connecting all neighborhoods to the pathway network
- Making walking, cycling, and public transit more convenient than single-occupancy cars
- Incentivize multi-modal transport
- Improved sidewalk system
- People can enjoy their chosen means of transportation without unreasonable risk of harm
- Spending less time in traffic
- Fewer diesel pickups

Convenience for All Modes - the relationship between the perceived convenience of a certain mode of travel on the actual transportation choices for individuals and their families.

- Reduce car use by disincentivizing, while improving the walking and cycling experience
- More bike parking
- Transportation that is speedy and uses heavy vehicles is separate from the modes that don't
- Transit is easy to understand, with fewer transfers, and frequent
- Transit, bike, and walk only in the downtown core
- It's already too convenient to drive a car
- Make airport shuttle more accessible

Change & Adaptability - the ability of the transportation network to adapt to continually evolving needs due to increased demand from development and growth or from changes in travel behavior.

- Some roads one-way
- Ability to expand bike routes despite traffic pressures
- Periodic assessment of changing conditions
- Portions of streets/rights-of-way used differently in different seasons
- Shared trailers, haul trucks, campers etc. for out-of-town recreation

Integration with Nature - the impact that the built environment has on the natural environment.

- Reduce wildlife collisions
- Protect wildlife migration routes
- Underground parking (to conserve space)
- More public outreach
- Reduce emissions



Conclusion and Next Steps

The Vision and Goals Workshop provided a platform for shared exploration and discussion of how stakeholders see mobility in the Town of Jackson. Their discussion of user needs and existing obstacles revealed areas for improvement, while their consideration of shared community values helped articulate the transportation vision that will be the basis of the Safety Action Plan.

Project staff will synthesize the information heard during the workshop into a recommended set of Vision, Mission, Values, and Goals statements to guide the Mobility Overlay and Safe Streets for All work. This recommendation will be a touchstone for future proposed changes to street classifications, street designs, and safety interventions.

DRAFT

April 9, 2024

To: Brian Schilling, Teton County, Town of Jackson
 From: Nick Falbo, Mobycon
 Stephen Kurz, Mobycon
 CC: Collin Hodges, Alta Planning + Design
 RE: **Town of Jackson Place Assessment Workshop Summary Memo**

On March 20th, 2024, the day after the Visioning and Goals workshop, Mobycon hosted a Place Assessment workshop focused on the mobility networks and places only within the Town of Jackson rather than throughout the entire county. The workshop attracted slightly fewer attendees than the previous day, at around 30 people. Mobycon educated participants on the value of place when thinking about mobility and transportation – that is, the locations that draw people in and *stay*, as opposed to simply passing through. The interactive aspects of the workshop challenged attendees to work together to rethink the Town’s transportation network on the principles of “place” and “flow”.

Like the Visioning and Goals workshop of Task 2.1, this workshop consisted of both presentation materials as well as interactive group exercises in which participants had the opportunity to ask questions and offer feedback about mobility in Jackson Hole.

Place Assessment Workshop Agenda

Topic	Details
Introduction	Introduction to the Place Assessment Workshop
Presentation: Value of Place-based Mobility in Cities and Towns	Presentation on the value of place and relationship to streets as public spaces and the concept of place vs. flow
Presentation: Integrated Place Assessment Tool	Introduction to the Place Assessment tool
Tour: Interactive Walking Tour	Using maps, clipboards, pens, and stickers, participants document and evaluate the place value of nearby streets
Activity: Place Identification and Opportunity Mapping	Working on large maps, participants help identify and refine key destinations, both current and future
Activity: Flow Mapping	Building on place identification, participants explore primary flow routes. Once complete participants identify problem areas where place and flow conflict and reflect upon possible solutions
Wrap Up	Closing discussion



Presentation: Value of Place-based Mobility in Cities and Towns

In this presentation, Mobycon introduced the Dutch concept of “Sustainable Safety” (also referred to as “Safe Systems” in the U.S.), highlighting the relationship between design and safety that it describes and the reasoning and science behind the concept. Participants learned about topics including the effect of speed on injury severity in a collision and the role that the road and street hierarchy play in achieving healthy and safe places for all. This was linked to the concepts of “place” (staying) versus “flow” (moving), in which “good” places provide spaces for both. A well-designed street hierarchy supports this by separating areas for flow and areas for place. These concepts are eventually translated to the local street level and are expressed through street design features. Mobycon highlighted several local locations that, based on their introduction to Jackson, seemed to express a high “sense of place” in Jackson.

Activity: Integrated Place Assessment Tool and Interactive Walking Tour

Our first activity used the Integrated Place Assessment Tool which we developed with Project for Public Spaces. The tool allows anyone to assess a space on how well it serves various aspects of place and flow (Appendix A). This begins with an evaluation of the following place factors on the left side of the diagram below:

- Comfort & Image
- Access & Linkages
- Uses & Activities
- Sociability

These are broken down into five concrete measures that are given a rating of 1 to 5 (poor to good, respectively). Once the place factors are assessed, users move on to the right side of the diagram where they assess flow factors (the Level of Service or LoS) of the space:

- LoS for pedestrians
- LoS for bicyclists
- LoS drivers of private vehicles
- LoS public transit users

Once both columns of the assessment are complete, participants calculate the approximate average of each place and flow factor. The results of the assessment are then charted using the accompanying spider graph chart that indicates which factors of place and flow are dominant or lacking.

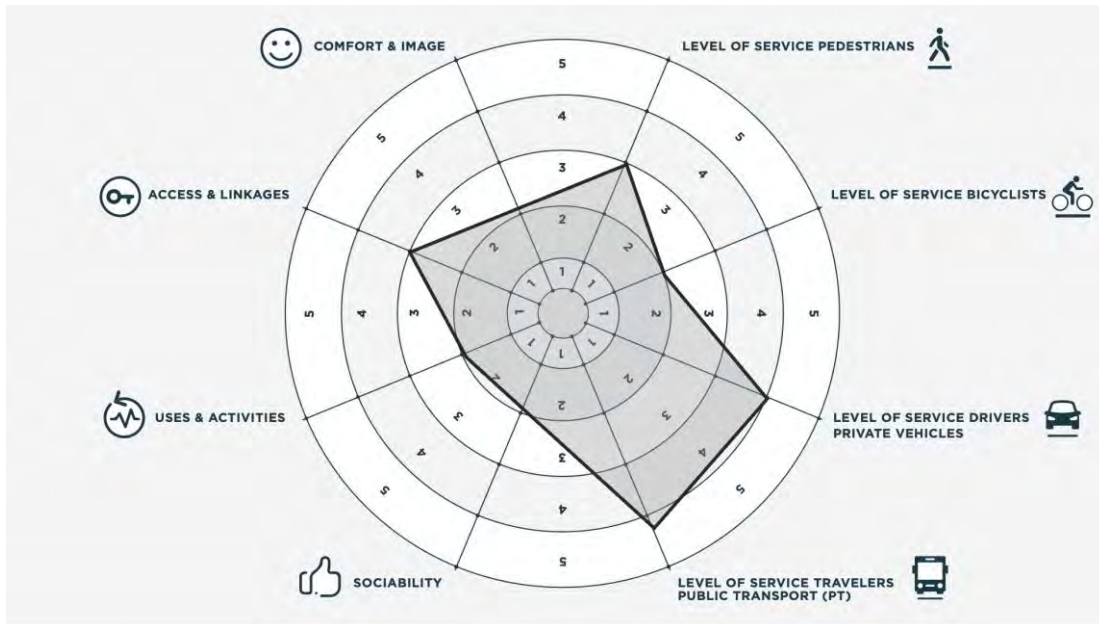


Figure 1: An example of the resulting spider graph from the Integrated Place Assessment. Results will vary depending on the assessment location.

The Integrated Place Assessment forms were distributed to each group (divided by table) and locations were assigned to each group, with some visiting more than one location. A one-hour integrated place assessment was conducted for the following locations:



Figure 2: Map of proposed visited for place assessment (a) Grand Teton Plaza (Virginian Lane and Broadway), (b) Karns Meadow Park (c) W. Broadway / Flat Creek Dr. (d) Pine Dr. / Millward St. (e) Town Square (f) Snow King Resort (g) Phil Baux Park (h) Deloney Ave. and Millward St. (i) Center St. between Gill Ave. and Deloney Ave. (j) Pearl Ave. / King St.



After lunch, we reviewed the results of the place assessments for each location (Appendix B) and why they scored as they did. Selected examples include:

Location (D): Pine St. & Millward St.

Comfort & Image: 2 / 5

Access & Linkages: 3 / 5

Uses & Activities: 2 / 5

Sociability: 2 / 5

LoS pedestrians: 3 / 5

LoS bicyclists: 3 / 5

LoS private vehicles: 4 / 5

LoS public transport: 2 / 5

Pine & Millward is a mostly residential area that scored medium-low on place. It is mostly detached single-family homes where the only visitors to the area are visiting family or friends that live in the area. It scored mid-range for the level of service to bicycles and pedestrians. Despite the lack of sidewalks, pedestrian service scored better than was maybe expected, mainly due to the low volumes of through vehicular traffic which makes it fairly comfortable to walk on the street. The group scored public transit LoS low as the closest START bus route runs several blocks away along Snow King Avenue. Private vehicles are served best in this area with wide rights-of-way and parking both on private driveways and on-street.

Location (E): Town Square – Antler Arch

Comfort & Image: 3 / 5

Access & Linkages: 4 / 5

Uses & Activities: 4 / 5

Sociability: 4 / 5

LoS pedestrians: 2 / 5

LoS bicyclists: 1 / 5

LoS private vehicles: 4.5 / 5

LoS public transport: 2 / 5

Town Square scored high on several of the place values. It is described as a place that is loved by many, but private vehicles dominate the space. Evaluators express the area as having a tension between being an incredibly desirable place to spend time and a space that prioritizes movement and flow. In other words, a space that is trying to accommodate both place and flow. In the flow categories, pedestrians, cyclists, and public transport were underserved compared to private vehicles.

Location (I): Center Street between Gill Ave. and Deloney Ave.

Comfort & Image: 4 / 5

Access & Linkages: 3 / 5

Uses & Activities: 5 / 5

Sociability: 4 / 5

LoS pedestrians: 2.5 / 5

LoS bicyclists: 2 / 5

LoS private vehicles: 4 / 5

LoS public transport: 5 / 5

This area has a lot to offer and is represented in the scores it received for place. There are several destinations in the area, primarily for a touristic audience with restaurants, shops, and galleries. At the northern edge is a large public parking lot, also serving RV's, with public restrooms nearby. Pedestrians score average. A sidewalk is present but is narrow at some points and not ADA-compliant. Private vehicles are well served with wide streets and a large surface parking lot. The area is also well-served by multiple bus lines and stops.



Activity: Place Identification and Opportunity Mapping

The next exercise looked exclusively at the concept of “place” in the town of Jackson. Each table was given a map with a piece of tracing paper and colored markers. Groups were asked to mark important origins and destinations on the tracing paper. These could include things like hospitals, schools, and parks, but also large residential areas. They then were asked to define zones (not points) with distinct characteristics and to note the types of activity that take place in that zone. They were prompted with questions such as “Who is the main user?”, “What is the feel of the area today?”, and “How do you want it to feel or be improved in the future?”. The end product of this activity was several maps of Jackson with selected zones of activity, marking both current and future key destinations.



Figure 3: A sample visualization of place mapping (note: this map does not necessarily represent real conditions and is made for demonstrative purposes only).

Activity: Flow Mapping

Once the Place Identification step was complete, we asked participants to take the tracing paper off the map and replace it with a new sheet of tracing paper. Groups were tasked with identifying the main transport flows through and around town for each mode (walk, cycle, transit, car). For modal networks that aren't fully developed, groups were asked to indicate where the *future* network could go and to think about what it would mean for the other modes. Participants were encouraged to reflect not only on the routing of the network but also on the speed and volumes of traffic.

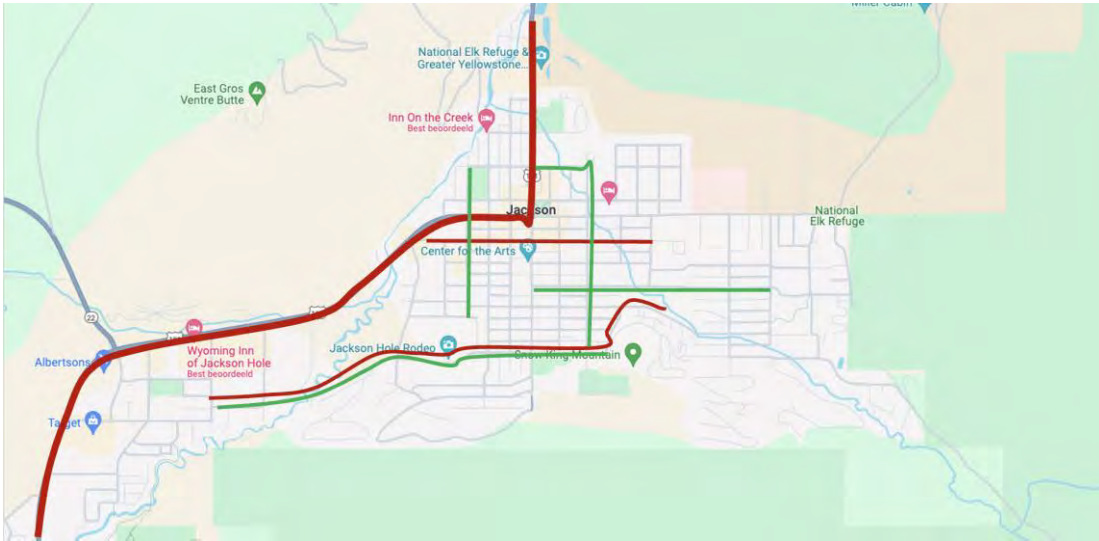


Figure 4: A sample visualization of a flow map (note: this map does not necessarily represent real conditions and is made for demonstrative purposes only).

Activity: Integrating Place and Flow

Once both place and flow were mapped out, we asked participants to place the two maps over each other and identify conflict points in town. Groups were prompted with questions like “Do major flows interrupt the cohesive zones identified in the place identification map?” and “Thinking creatively and without constraints, what are some potential solutions to these conflicts between place and flow?”. See Appendix C for each group’s resulting map.

Results: Note that these results reflect the output from the group exercise and are not intended to be a comprehensive catalogue of Places, Flows, and Conflict points in the Town of Jackson.

Places

- Jackson Elementary School
- Hub of schools south of South Park Loop Road and north of High School Road
- St. John’s Hospital in East Jackson
- Town Square/Downtown (where use targets mainly tourists)
- Snow King Mountain and Snow King Resort
- Karns Meadow in between the town center and midtown
- Residential areas scattered throughout town. Large area in East Jackson.

Flows

- Broadway is the main vehicle connection through town.
- Broadway creates barriers for pedestrians and cyclists but is also the main flow in and out of town.
- Broadway/US 89 sends large volumes of traffic directly through town either from the north (airport), south (South Park, Hoback), or the west (Wilson, Teton Village)
- Snow King Avenue is the secondary east-west route through town.
- WY 22 connects Wilson, Stilson, and Teton Village to Jackson



- Airport connection through Highway 191 north of town
- Truck route on North Millward Street

Conflicts

- Broadway / WY 22 intersection is a troublesome crossing for pedestrians or cyclists trying to access destinations (grocery store, bank, restaurants, housing and lodging) on either side of the street.
- Town Square: high volumes and speed of traffic hard to mix with pedestrians and cyclists.
- School drop-off and pick-up, especially in the school hub around South Park Loop Road
- Bike route crossings on Snow King Ave. and the Willow/Snow King intersection
- WY 22 & Spring Gulch Rd
- Crossing at South Park Loop Road / US 89 (Movieworks Plaza, south end of Broadway)
- 5-Way crossing at Flat Creek Drive / Broadway
- The truck route through the northern portion of downtown

Place

The Town Square and surrounding downtown was often labeled as a place that held a particular value and identity to Jackson, despite it being primarily used by tourists. It is relatively walkable though the high traffic volumes conflict with the slower modes, especially at intersections. This makes cycling less attractive in the area surrounding the Town Square. Snow King Resort at the south end of downtown is also a site of much activity for tourists as well as hosting local events. In contrast, amenities for locals are mainly found west of Karns Meadow and south of Broadway, forming a “local hub” of sorts with several grocery stores, banks, home furnishings, general supply stores, and numerous restaurants. The town has access to a variety of natural landscapes from virtually every side, as well as Karns Meadow within Jackson’s built-up area. The natural beauty of the community is an important asset and is a large part of the town’s identity.

Two of the major trip generators in town are the schools and the hospital. There are two main school locations in Jackson: Jackson Elementary School in the east side of town at the intersection of Gill Avenue and Willow St.; and the group of Colter Elementary, JH Middle School, and multiple high schools west of Broadway/US 89 between South Park Loop Road and High School Road. This means that some pupils live on the other side of town from their school location. The hospital is also an important location as it is one of the largest employers in Jackson. Located in East Jackson, almost all hospital employees must traverse all the way across (or through) town to get to work. The east-west connection through town was a common theme for many groups, especially between the large residential area in East Jackson and many of the local amenities in the west. Most groups labeled various zones using the categories *Commercial*, *Industrial*, *Recreational*, *Natural*, and *Schools*.

Flow

The largest flow identified in the groups’ maps was that of Broadway and WY 22, which carry large volumes of traffic directly through town, from the north (National Parks, airport), south (South Park, Hoback) or the west (Wilson, Teton Village, Idaho). Much of the internal movements in Jackson are on an east-west axis. Broadway carries most of this traffic, however Pearl Avenue and Snow King



Avenue serve as secondary routes that are increasingly used by drivers looking to avoid congestion on Broadway.

Cache St. (Hwy 191) sees the highest flows of traffic on the north-south axis. This route is also frequented by those passing through Jackson to access communities north or south of town. For movements within town, Flat Creek Drive, Millward Street, and Willow Street serve as secondary north-south routes that are increasingly busy during peak hours.

West of Highway 89 (South Broadway), West Jackson is served by High School Road and South Park Loop Road, effectively forming a loop around the neighborhood. Middle School Road splits the neighborhood in half and serves as the main access point to schools in the area. While Gregory Lane also runs north-south through the area, it mainly serves the industrial uses on the eastern side of West Jackson.

Most of the pathway system is located west of downtown and west of Highway 89 (South Broadway), reserving travel by bike in and around downtown to bike routes shared with vehicular traffic and seasonal buffered bike lanes on Snow King Avenue. This leaves Jackson's north-south axis relatively underserved, with no single clear option for north-south travel. Millward Street, Jackson Street, Cache Street, and Willow Street serve north-south travel on both sides of Broadway, however only Willow has (seasonal) buffered cycle facilities. The north-south axis through town was identified as an existing deficiency for the cycle network.

Conflicts

Several conflict areas were identified in the process of overlaying place and flow layers on top of one another. The most obvious and central conflict is that of Broadway and Cache Street, where traffic flows from all directions come together. It is also a location with a high volume of pedestrian traffic due to its proximity to the Town Square, tourist shops, and other destinations nearby.

Participants marked the east end of Snow King Avenue as a high-conflict area. Snow King attracts locals and tourists alike, is a popular route through town for all modes of travel, and is a hub for many local events. The segment from the intersection of Cache St. and Snow King Ave. up to the Snow King Resort sees high volumes of traffic travelling in all directions. At any time, there may be many people searching for parking, leaving the parking lots, and dropping people off. There are also two START bus stops nearby (Snow King Resort & Snow King Center), further contributing to pedestrian volumes in the area. Snow King Ave. also carries a high volume of bicycle traffic using the seasonal buffered bike lanes from Willow St. west to Scott Lane.

The corner of Maple Way and Scott Lane was also identified as a conflict point. Since Snow King Avenue is often used as a secondary east-west route through town, many drivers are continuing onto Maple Way. Participants noted that drivers making the right turn onto Maple Way often cut off the cycle lane, an unprotected portion of the buffered cycle lane.

Several intersections along Broadway/US 89 were also flagged as conflict points, including the intersections with Flat Creek Drive, WY 22, and South Park Loop Road. It was noted that, due to high



speeds and volumes of traffic, left turns onto Broadway at uncontrolled intersections are becoming increasingly difficult. This also causes dangerous situations where drivers seek to enter a small gap in traffic on Broadway. Participants also expressed concerns about pedestrian safety at these intersections. The north-south crossing of Broadway at Flat Creek Drive was of particular concern, where pedestrians can be hard to spot for car drivers. This intersection operates as a 5-way intersection, making it difficult to navigate for pedestrians and cyclists.

Middle School Road, which connects several of Jackson's schools to the collector streets in the area, was also flagged as a concern. Pick-up and drop-off times were described as "chaotic," with people driving in and out of the school parking lots. This is particularly troublesome for kids wanting to travel to school by bike or on foot and contributes to a cycle of increased private vehicle usage. The less safe it is to walk or cycle, the fewer kids will be allowed to do so, which then leads to more people driving and more congestion, which then further degrades safety for kids walking and biking, and so on.

Conclusion and Next Steps

The Place Assessment Workshop gathered important information about stakeholders' perception of the concepts of "place" and "flow" in the Town of Jackson and identified those areas with strong unique place value. When those areas are compared with maps of heavy traffic flow, we can see potential points of conflict to be addressed through network redesign, street design changes, or both.

Project staff will develop a series of place and flow maps based on the results of this workshop. These maps will serve as a reference when developing the Mobility Overlay framework and may prompt changes to mobility networks in the Town of Jackson.

Appendix A

Rate the Place

COMFORT & IMAGE	Poor	Good
Overall attractiveness	1	2 3 4 5
Feeling of safety	1	2 3 4 5
Cleanliness/Quality of Maintenance	1	2 3 4 5
Comfort of places to sit	1	2 3 4 5
Comments/Notes		

ACCESS & LINKAGES	Poor	Good
Visibility from a distance	1	2 3 4 5
Ease in walking to the place	1	2 3 4 5
Transit access	1	2 3 4 5
Clarity of information/signage	1	2 3 4 5
Comments/Notes		

USES & ACTIVITIES	Poor	Good
Mix of stores/services	1	2 3 4 5
Frequency of community events/activities	1	2 3 4 5
Overall busyness of area	1	2 3 4 5
Economic vitality	1	2 3 4 5
Comments/Notes		

SOCIABILITY	Poor	Good
Number of people in groups	1	2 3 4 5
Evidence of volunteerism	1	2 3 4 5
Sense of pride and ownership	1	2 3 4 5
Presence of children and seniors	1	2 3 4 5
Comments/Notes		

LEVEL OF SERVICE PEDESTRIANS	Poor	Good
Are the sidewalks wide enough?	1	2 3 4 5
Is it easy and convenient to cross the street?	1	2 3 4 5
Do you feel safe and comfortable walking here?	1	2 3 4 5
Are there many obstacles on the sidewalk?	1	2 3 4 5

LEVEL OF SERVICE BICYCLISTS	Poor	Good
Is there enough space for cyclists?	1	2 3 4 5
Do cyclists have to mix with a high volume of cars?	1	2 3 4 5
What is the operating speed of vehicles?	1	2 3 4 5
Is there adequate bike parking available?	1	2 3 4 5

LEVEL OF SERVICE DRIVERS PRIVATE VEHICLES	Poor	Good
Is the operating speed for cars adequate?	1	2 3 4 5
Is there a lot of delay at the intersections?	1	2 3 4 5
How much parking is available?	1	2 3 4 5
Is the street well connected? (think about one-way etc)	1	2 3 4 5

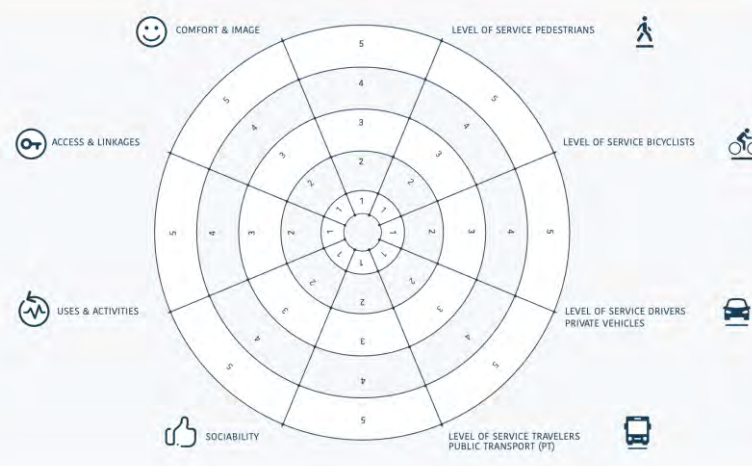
LEVEL OF SERVICE TRAVELERS PUBLIC TRANSPORT (PT)	Poor	Good
How well is the street connected via PT?	1	2 3 4 5
Is there ample seating at the PT stops?	1	2 3 4 5
How delayed is PT on this street?	1	2 3 4 5
Is the PT frequent enough and of high quality?	1	2 3 4 5

mobycon.com / brandurbanagency.com

This Game is based on the Place Game by PPS and Functional Ambiance by De Urbanisten

MOBYCON

Integrated Place Assessment



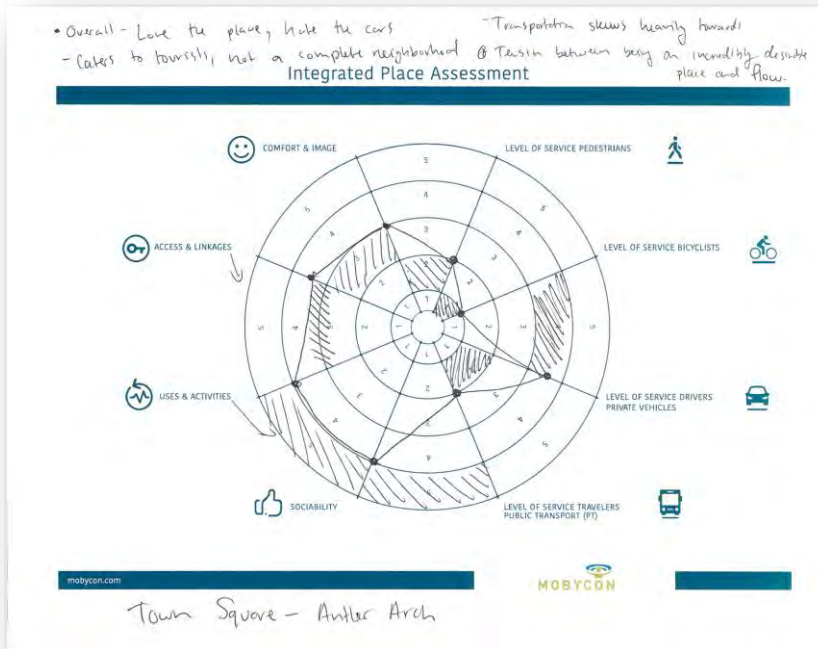
mobycon.com

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Appendix B

Town Square at the Antler Arch

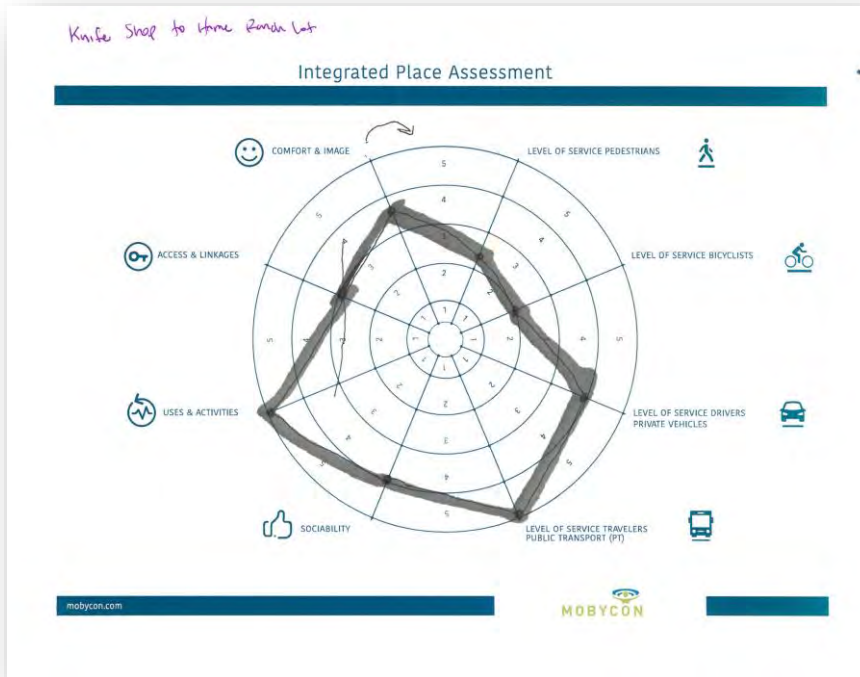


Area around Pine Dr and S Millward St

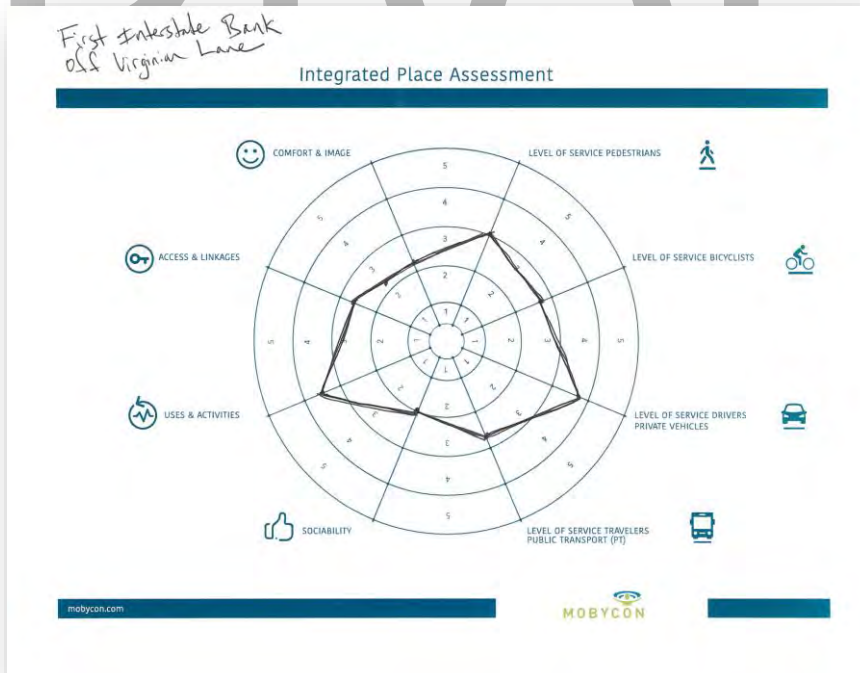




N Center St from E Deloney Ave to E Gill Ave

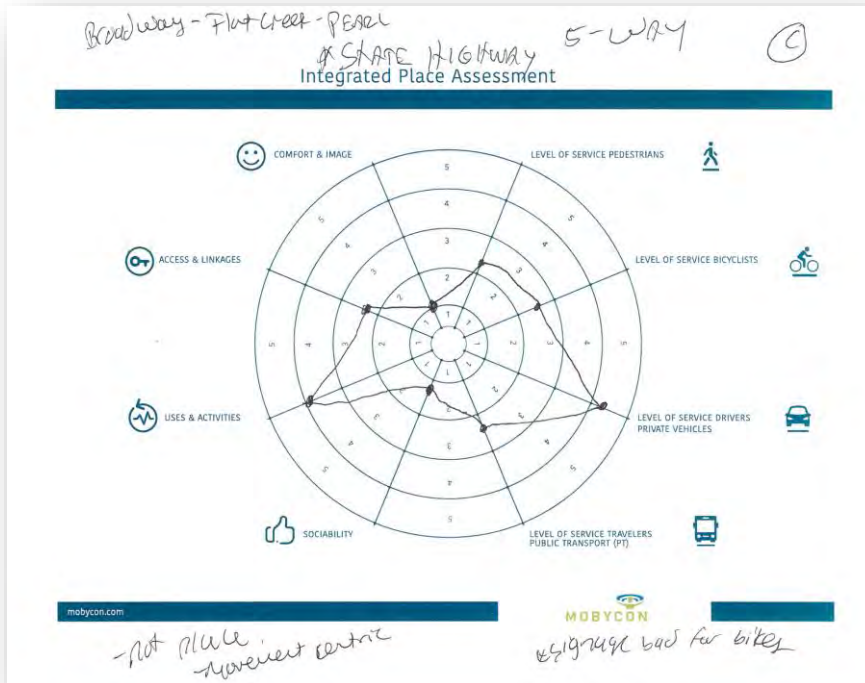


Broadway at Virginian Lane

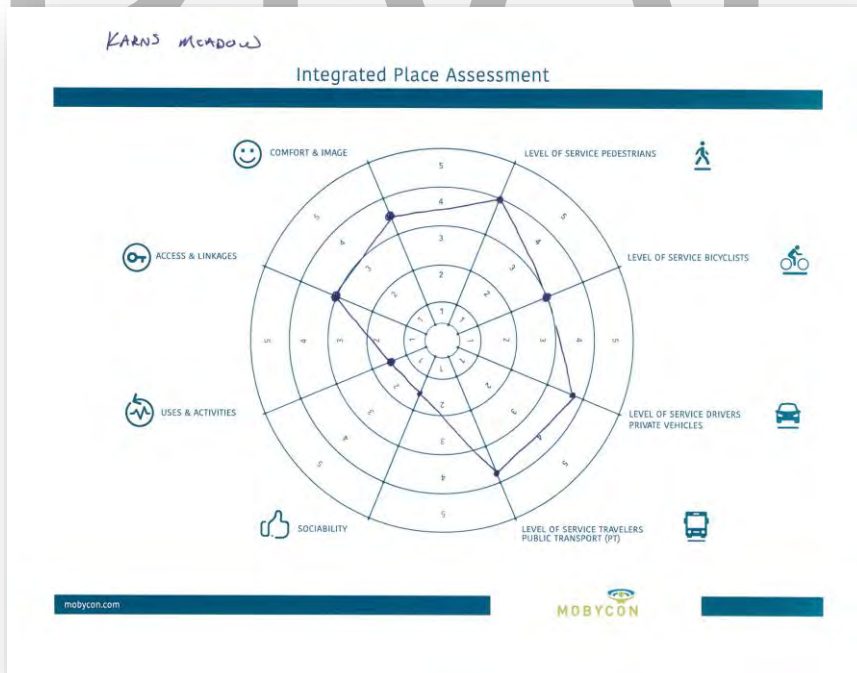




Intersection of W Broadway, Flat Creek Dr and W Pearl Ave

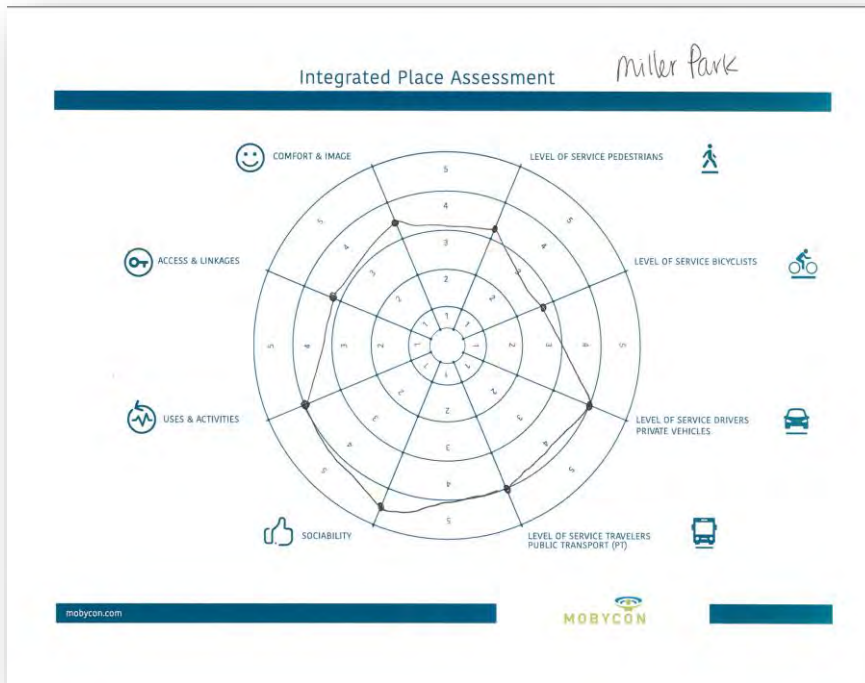


Karns Meadow Park Area

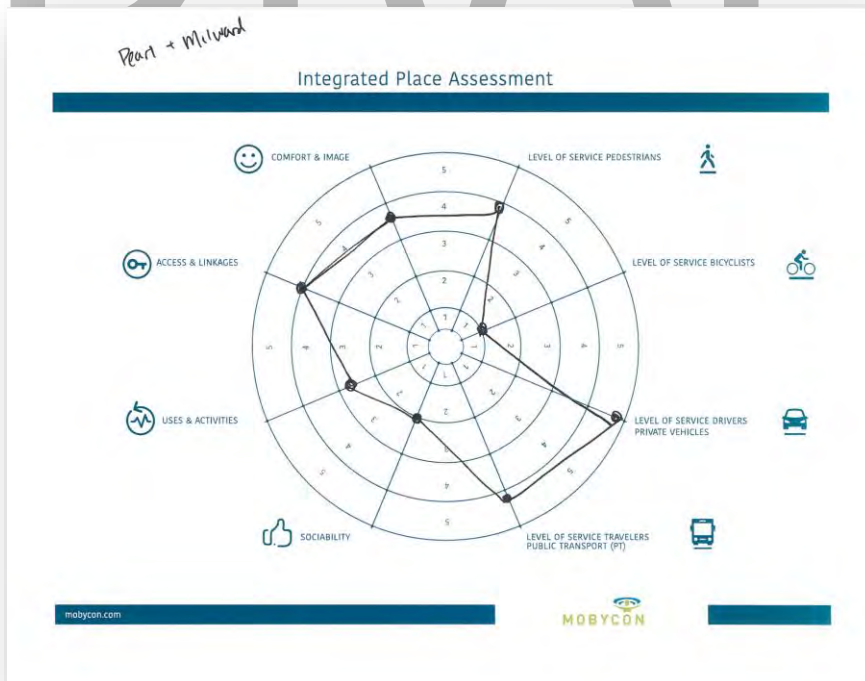




Miller Park Area



W Pearl Ave at S Millward St



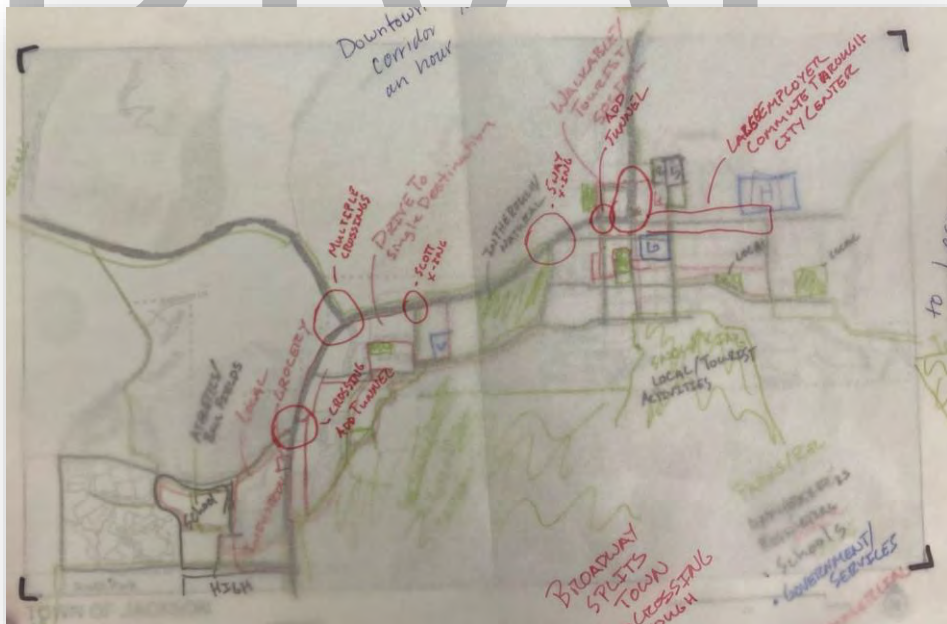
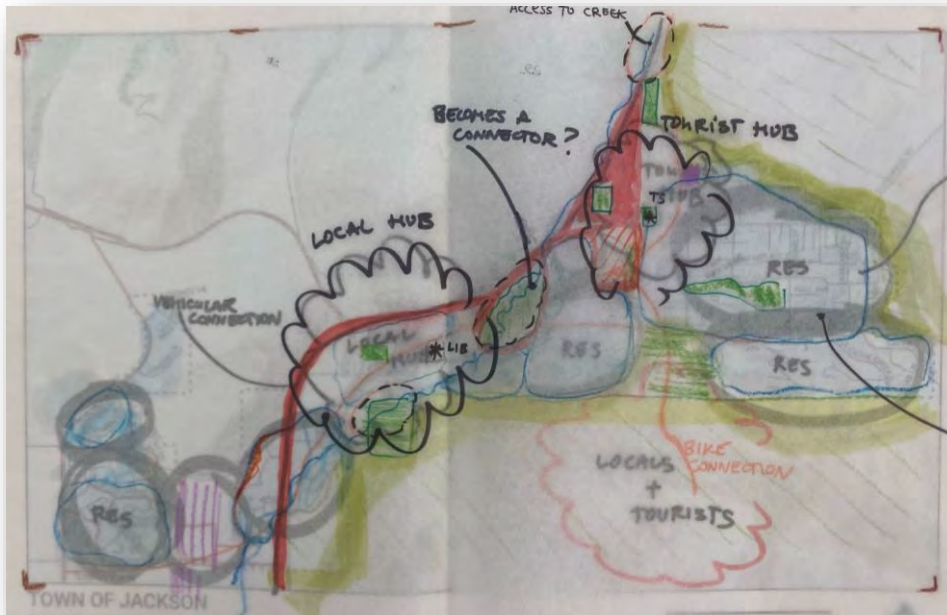


E Snow King Ave from S Cache St to S Willow St

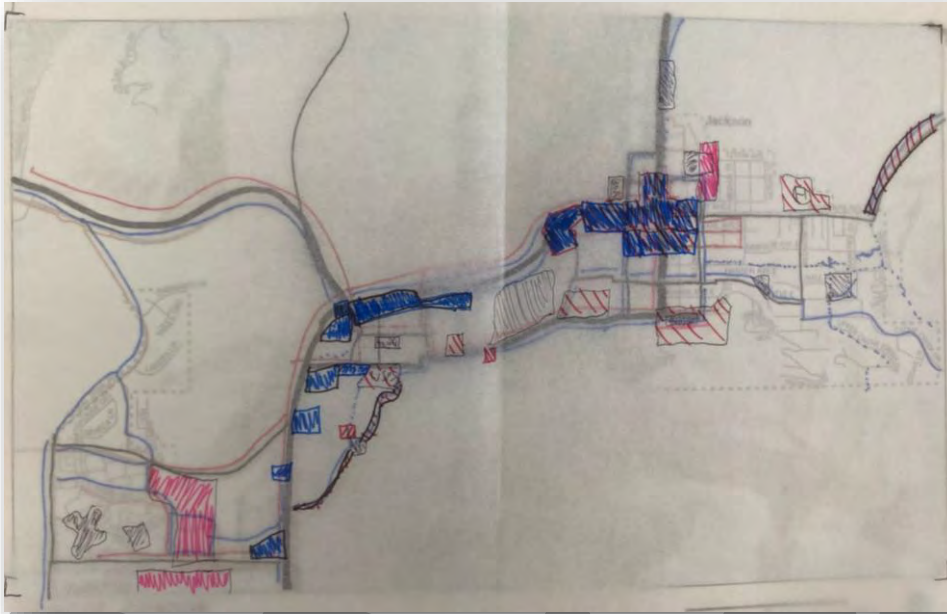


DRAFT

Appendix C







DRAFT

April 9, 2024

To: Brian Schilling, Teton County, Town of Jackson
From: Nick Falbo, Mobycon
Stephen Kurz, Mobycon
CC: Collin Hodges, Alta Planning + Design
RE: **Recommended Vision, Mission, Values and Goals**

This memo recommends a collection of Vision, Mission, Values and Goals statements for the Town of Jackson Mobility Overlay, being developed as a part of the Safe Streets for All Safety Action Plan. The recommended statements are built upon stakeholder engagement, policy review, and community leadership. The Safe Streets for All Safety Action Plan requires this Vision Statement in order to be eligible for implementation funds to construct/implement recommended improvements.

Policy Context

The recommended statements are designed to fit within an existing policy context and are not intended to supersede other vision statements that have been developed or adopted in the past. The vision statements from the most relevant and related plans are included below:

Jackson/Teton County Comprehensive Plan (2020 Update)

Vision: *Preserve and protect the area's ecosystem in order to ensure a healthy environment, community and economy for current and future generations.*

Values & Goals:

- **Ecosystem Stewardship** - As ecosystem stewards, we will ensure the health of all native species by avoiding habitat impact and fragmentation, maintaining water quality, and limiting our contribution to climate change.
- **Growth Management** - To manage growth, we will not add to the overall amount of growth allowed and will direct growth into locations with the least habitat value and the most existing services.
- **Quality of Life** - For us, quality of life means local housing options and economic growth across all income levels, mobility options beyond the single-occupancy vehicle, and quality service provision.

Chapter 7 - Transportation Vision: *Travel by walk, bike, carpool, or transit will be more convenient than travel by single-occupancy vehicle.*



Jackson/Teton Integrated Transportation Plan (2020)

The ITP adopts the 2020 Jackson/Teton County Comprehensive Plan Chapter 7 – Transportation vision statement.

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

Town of Jackson 2015 Community Streets Plan

The 2015 Community Streets Plan references the vision established in the 2012 Jackson/Teton County Comprehensive Plan and reaffirmed in the 2020 Update.

Vision: *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.*

Recommended Vision for the SS4A Safety Action Plan

Vision & Mission

The feedback heard at the Vision and Goals workshop was incorporated into the context of existing vision statements and the safety-oriented focus of the Safety Action Plan to develop the proposed Vision Statement:

The Town of Jackson and Teton County transportation system ensures safe and equitable mobility for all modes with the goal of a healthy environment, community, and economy for current and future generations. Travel by walking, biking, shared mobility, and transit will be safer and more convenient than travel by single-occupancy vehicle.

Values & Goals

Safety

Safety is paramount. We prioritize eliminating transportation fatalities and serious injuries, reducing crashes, and ensuring all streets, sidewalks, and pathways are safe, comfortable, and accessible for all.

Equity

Equity is fundamental. We prioritize accessible and affordable transportation options that connect all neighborhoods to our pathway and street networks and ensure mobility options for users of all ages and abilities.



Health + Wellness

Health and wellness are central to the quality of life of our community. We promote active transportation, reducing emissions, and prioritizing initiatives that contribute to the well-being of our residents and visitors.

Convenience for All Modes

Convenience for all travel modes is key. We prioritize efficient walking, biking, shared mobility, and public transportation options over drive-alone trips, ensuring accessibility and ease of use for everyone.

Adaptability to Change

We embrace adaptability. We remain flexible through updated design and streamlined regulations while following established goals to meet evolving needs from increased demands on our transportation system.

Integration with Nature

We prioritize harmony between nature and the built environment. We protect wildlife, reduce emissions, and create infrastructure that preserves environmental health.

April 9, 2024

To: Brian Schilling, Teton County, Town of Jackson
 From: Nick Falbo, Mobycon
 Stephen Kurz, Mobycon
 CC: Collin Hodges, Alta Planning + Design
 RE: **Town of Jackson Mobility Overlay - Draft Place and Flow Maps**

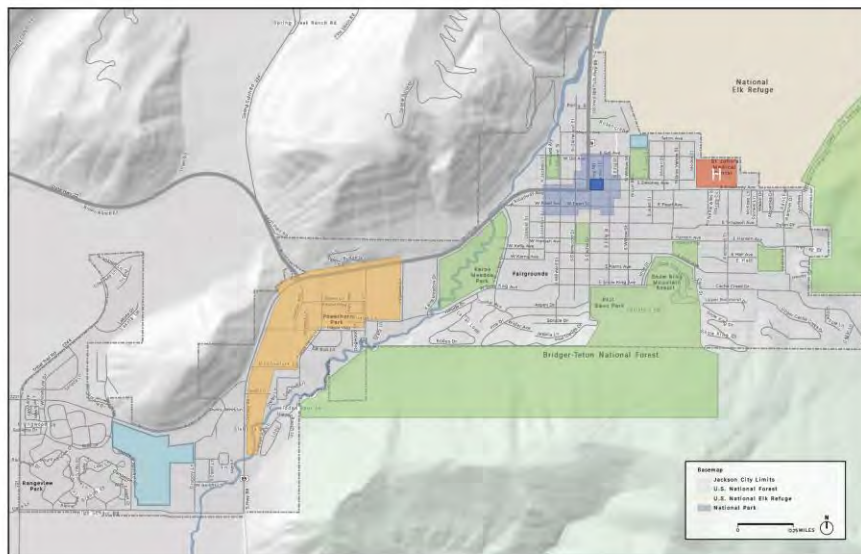
This memo presents a series of draft Place and Flow maps for the Town of Jackson Mobility Overlay being developed as a part of the Safe Streets for All Safety Action Plan. The draft maps reflect the input gathered from exercises conducted at the stakeholder engagement workshops in March 2024. These draft maps will be further refined by the project team to their final versions which will then be used along with safety analysis maps to inform potential mobility network adjustments.

Draft Place and Flow Maps

The following maps are attached.

Place Zone Mapping Synthesis

The Place Map is intended to capture distinct community areas with a strong sense of place. These are semi-cohesive areas that should be preserved or shielded from the negative externalities of traffic flows, such as noise pollution, air quality impacts, reduced safety, and inefficient use of space.



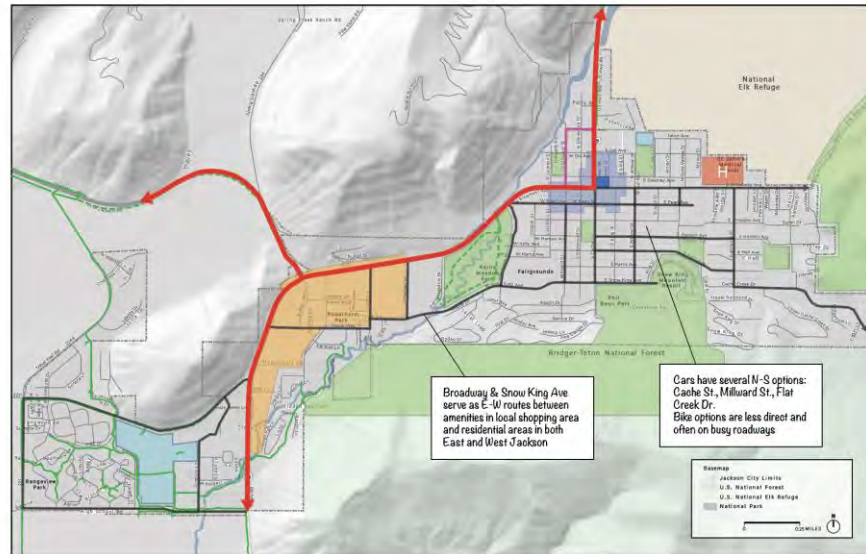
Place Mapping Synthesis
 Town of Jackson Safe Streets
 for All Action Plan
 April 2024





Flow Mapping Synthesis

The Flow Map is intended to capture key motor vehicle flow paths and other notable mobility flows or desire lines. These flow routes indicate the existing traffic flow with a notable or overwhelming presence on the street and community.

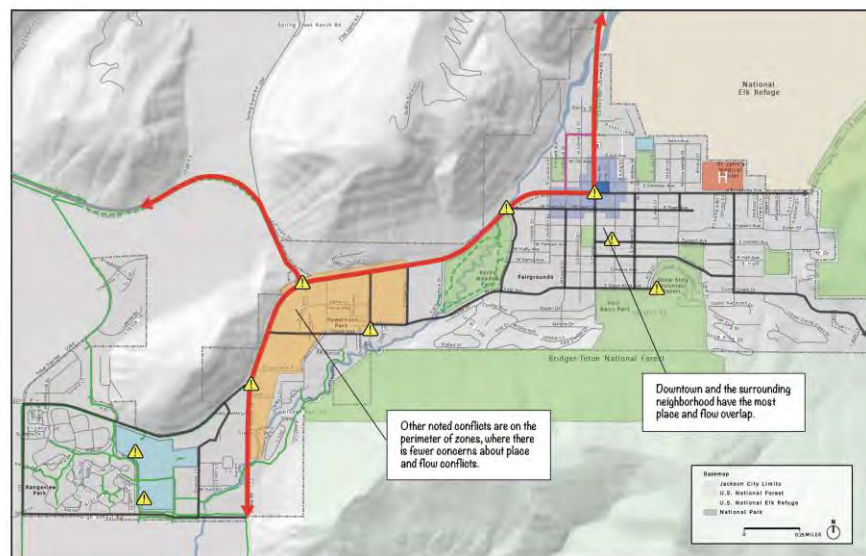


Flow Mapping Synthesis
Town of Jackson Safe Streets
for All Action Plan
April 2024



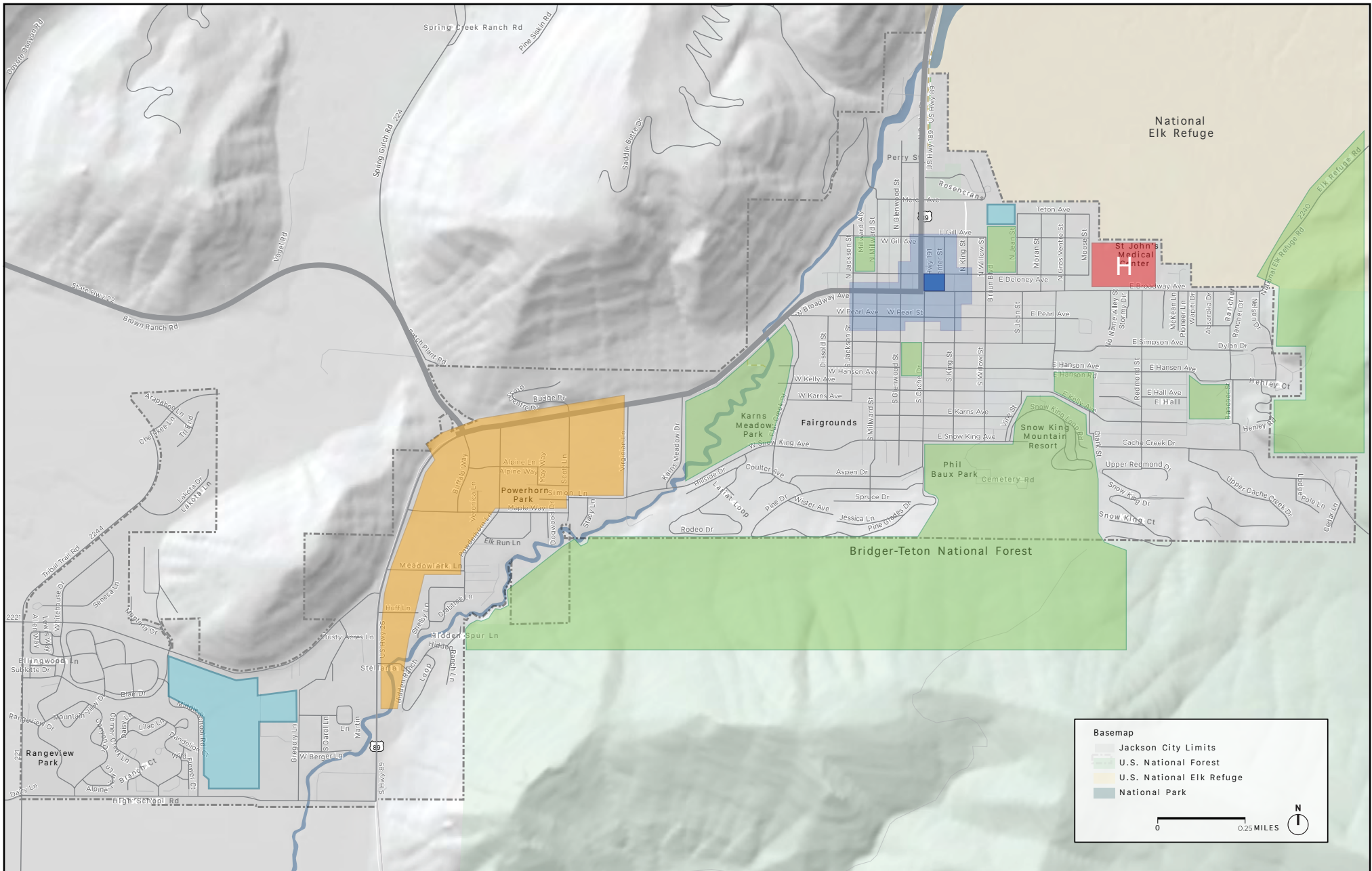
Place and Flow Overlay Map

The Place and Flow Overlay Map combines the above maps in order to identify potentially conflicting locations on the network. These conflict points should be considered for intervention, either in the form of changes to the network routes or changes to the street design.



Place and Flow Overlay
Town of Jackson Safe Streets
for All Action Plan
April 2024





Place Mapping Synthesis

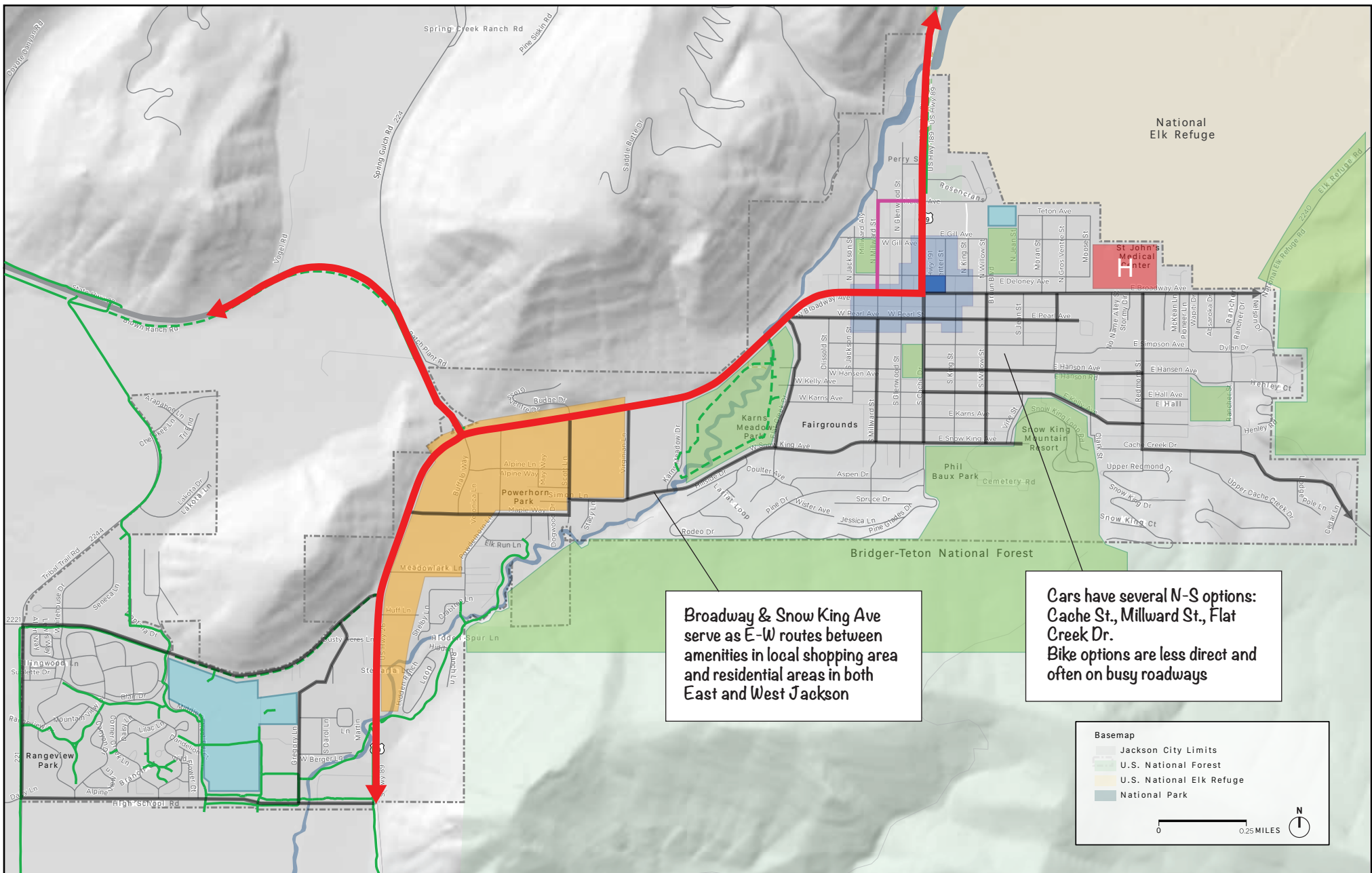
Town of Jackson Safe Streets
for All Action Plan

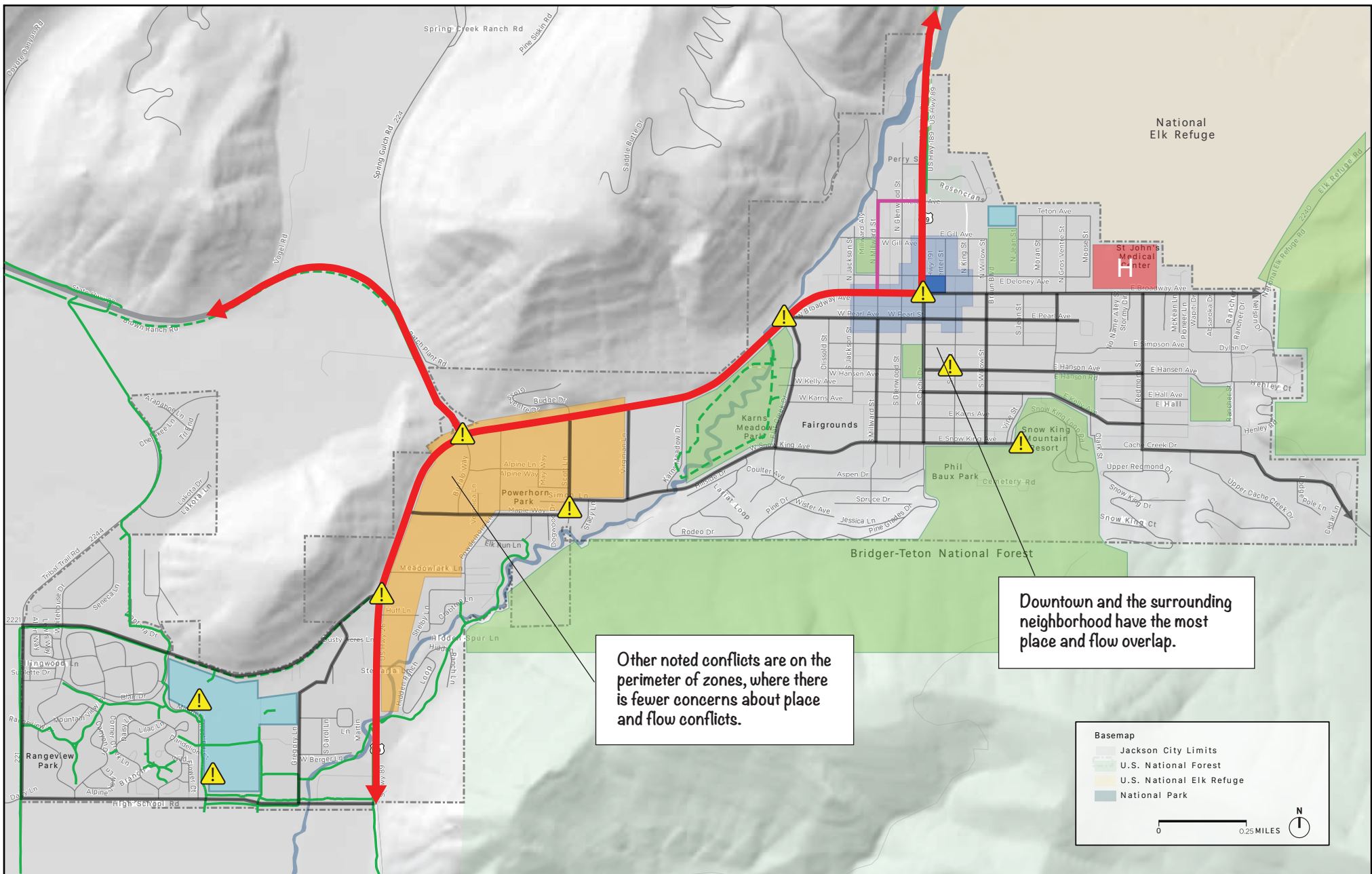
April 2024

Legend

- | | |
|--|---|
| ■ Downtown Commercial | — Main thoroughfare |
| ■ Local shopping & amenities | — Secondary routes |
| ■ Town parks and recreation space | — Truck routes |
| ■ Schools | — Pathways (planned, dotted) |
| ■ Hospital | — Desire lines |







Place and Flow Overlay

Town of Jackson Safe Streets
for All Action Plan

April 2024





To: Teton County

From: Alta Planning + Design

Date: April 25, 2024

Re: DRAFT HIN Analysis and Crash Profiles Approach (Task 3.2)

Introduction

This memo outlines Alta's proposed approach for two safety analysis tasks: The High Injury Network (HIN) and crash profiles. These two analyses work in tandem to identify locations of the most severe crashes as well as their contributing factors and shared characteristics. The results will help inform countermeasure development in a later stage.

Inclusions

In order to help the County focus resources on the most needed safety improvements, this analysis prioritizes crashes that resulted in someone being killed or seriously injured (KSI). While the High Injury Network will take into account minor injury crashes, road segments with more severe crashes will be given higher priority.

This analysis considers only crashes within Teton County.

Crash Data Overview and Findings

These analyses use crash data from 2013 through 2022, as provided by the County. The dataset includes 6,200 total crashes, of which 1,032 were confirmed injury-causing crashes and 178 had unknown severity, often because of a hit-and-run.

High Injury Network (HIN)

Overview and Purpose

A High Injury Networks (HIN) illustrates that improving a small number of roadways can often address the majority of injury-causing crashes. This approach moves beyond typical crash history and allows for a better understanding of the types of roadways in Teton County where users are most at risk.

Alta will develop such a HIN for the County, focusing on local Teton County roadways. This memo explains Alta's proposed approach to analyzing crash data and developing the HIN.

The HIN will use data from all vehicle-, bicycle-, and pedestrian-involved crashes. It is not mode-specific due to low numbers of crashes involving bicyclists or pedestrians. However, active modes will be considered in the crash profiles task.

The HIN will focus on local Teton County-owned roadways and will lead to the identification of safety countermeasures for the highest priority roads. This will inform the Action Plan's recommendations.

Data Inputs

HIN development requires two data sets:

Crashes

Ten-year crash data (2013 through 2022) of all crashes within the region, provided by WYDOT.

- Inclusive of all modes of travel.
- Filter crashes to remove property damage only crashes.

Prepared Roadway Network

Street centerline network for Teton County.

- Filter to roadways within a quarter-mile buffer of the county boundary.
- All roadways are included.

Methodology

1. Prepare Street Network:

- Consolidate dual-carriage (divided) roadways so that split roads are represented as one line.** We will try an automated routine with tools similar to ArcGIS Pro's [Merge Divided Roadways](#), and then attempt a manual clean of those remaining. Key attributes related to Name and Functional Classification will be preserved in the study network, but other centerline attributes on collapsed roadways might not be retained. These can be associated back to the network later if required.
- Use the “unsplit lines” tool to dissolve road segments based on road name and functional class.** This eliminates arbitrary splits in the spatial data so that roads can be split into even-length segments.
- Divide centerlines into ½ mile segments on Town of Jackson-owned roads and 1-mile segments elsewhere.** Shorter segments are appropriate in urban areas where crashes happen more frequently and allow for more granularity in pinpointing high-injury corridors. Longer segments are more appropriate in rural areas where crashes are sparser. Segment-level crash data will be normalized for segment length, but not by traffic volumes. Crash counts will also be reported per segment.
- Create a unique ID for each roadway segment.**
- Create a “Rolling Window / Sliding Window” feature class where the lines are extended over each road segment.** This is a temporary feature class for analysis purposes. Roadways will be extended 25% in each direction for a total rolling length of either 1-1/2 miles or ¾ miles depending on the original segment length. Alta will use custom splitting tools that have an overlap percentage (Wasserman, 2023). Lines will overlap with their neighbors by some set percentage. This process allows rolling window statistics to be calculated on each road segment. The benefits of rolling window analysis are that they reduce the impact that dead-end streets, network segmentation artifacts, or anomalous crashes have on the final HIN. Fundamentally, it better captures the linear corridor crash patterns where they exist (Fitzpatrick, 2018)¹. This methodology is illustrated in **Figure 1**.

¹ These patterns would consider crashes sometimes not directly on a particular segment in order to smooth out analysis results. Examples of this type of analysis are provided by FHWA in their [Guide Book on High Pedestrian Crash Locations](#).

2. **Prepare Crash Data:**

- a. **Weight each crash based on the most serious injury sustained by any individual involved in the crash.** This effectively prioritizes areas where more serious crashes are occurring in order to identify areas where the most serious injuries can be reduced. These proportions are based on the ratio of the average cost to society from fatal and serious crashes compared to minor injury crashes. While some analyses may weight serious crashes higher in proportion to minor crashes, that can lead to every segment with a fatal crash being represented on the HIN. Using this ratio avoids overweighting fatal crashes that occur as isolated events so that the HIN can represent roadways with patterns of severe crashes.²
 - Fatal or Serious injury: 4
 - Minor injury: 1
- b. **Snap all crashes within 150 feet of the street centerline network to a prepared network segment.** This distance accounts for a margin of error in crash coordinates. It also captures crashes on dual carriage roadways that occur far from the now-consolidated centerline (such as wide highways) but is not large enough to capture crashes that occurred in parking lots adjacent to roadways.

3. **Apply Rolling Window Analysis:**

- a. **Spatially join the crash layer to the rolling window road network.**
- b. **Calculate the summed rolling crash weight for each rolling road segment.** This sums the weight of crashes on each rolling segment to reflect total crash severity on each segment.
- c. **Join the rolling crash weight from the rolling window layer back to the original centerline network using the unique ID to show rolling crash weight per road mile on each original ½ mile or 1 mile segment.** This normalizes the crash weight for the road length. However, for the purpose of calculating crash weight per road mile, count any rolled segments of less than 0.15 miles as 0.15 miles to avoid overrepresenting crashes on small road segments, as dividing by very small numbers yields very large numbers. See Figure 1 for an explanation of the process.
- d. **Split roadway into two sets:** local roadways (city/county owned), and non-local (state/federally owned). This will create two HINs that can be combined at the end, to ensure representation of both local and state roads on the final HIN.

4. **Accumulate Crashes:**

- a. **Beginning with segments with the highest crash weight per mile, use Alta's custom-build HIN Generation tool to progressively add segments to the HIN.** This tool calculates the length in miles for each segment as it is added and keeps track of the cumulative miles in the HIN and the number of crashes occurring on those segments. It stops when the designated threshold of crashes has been accumulated. A threshold of 60% is used as a starting point and is adjusted after examining initial outputs as described in 4b. The tool also generates a table that shows the number of crashes and the number of roadway miles accounted for with each HIN segment.

² There are many calculations of average cost of severe and fatal crashes. The ratio shown here is based off of the FHWA's *Crash Costs for Safety Analysis* (Harmon et al, 2018), table 17. The weights shown here are proportional to the average of the square root of costs to society of serious crashes (fatal and serious injury) compared to the baseline of minor-injury crashes. Source: <https://safety.fhwa.dot.gov/hsip/docs/fhwasa17071.pdf>.

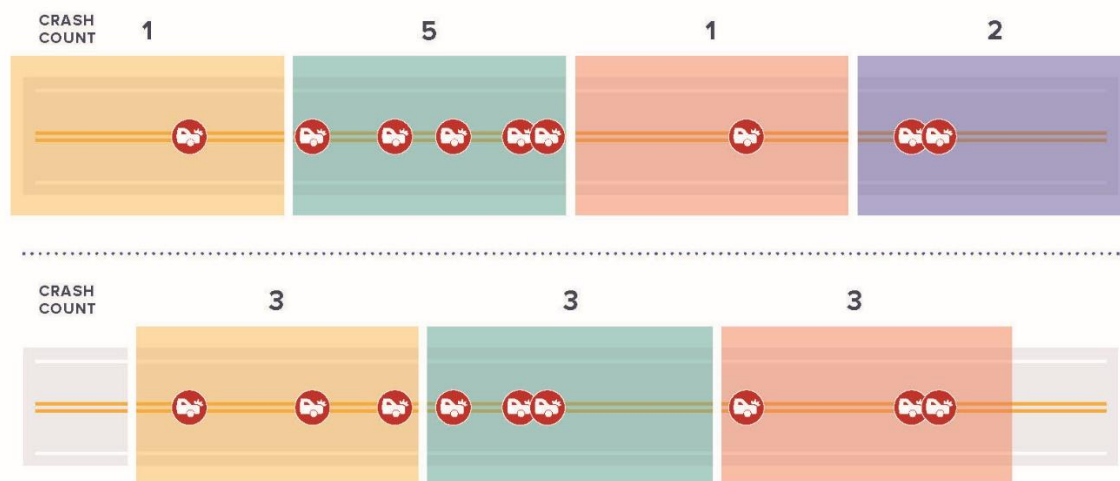
Alta Civic Analytics Explainer

Rolling Window Approach



Segmented roadways can be misleading.

The same roadway, segmented in two different ways, paints a different picture of where crashes are happening. Where segments get divided is somewhat arbitrary.



The rolling window approach more accurately represents crash count figures.

The rolling window approach helps mitigate bias caused by arbitrary segmentation.

Rolled crash counts are shown here for simplicity. In the analysis, a sum of crash weights is used, and then divided by the segment length to show the weighted crash rate per mile.

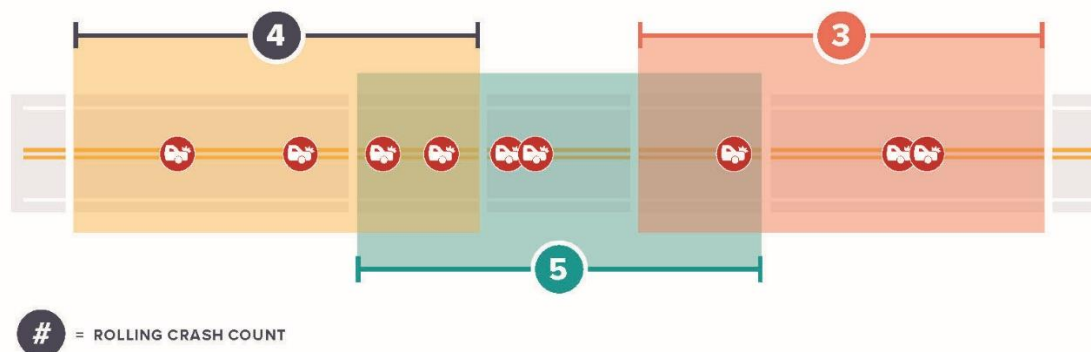


Figure 1: The rolling window approach

- b. **Examine initial output to decide the threshold for the percentage of crashes included in the HIN based on the natural inflection point or plateau in the data.** This represents the point at which adding more roadways to the HIN has diminishing returns in terms of identifying more crashes. Since the segments with the most severe crashes get selected for the HIN first, adding additional crashes to the HIN requires progressively more and more roadway segments. Thus, the threshold helps to strike a balance between accounting for as many crashes as possible while limiting the number of segments selected for the HIN. The goal is to find the smallest share of the roadway network that accounts for the largest number of severe crashes. A small crash percentage may indicate that the selected HIN will not address enough crashes, while a large share of the roadway network is likely too large of an area in which to focus safety improvements.

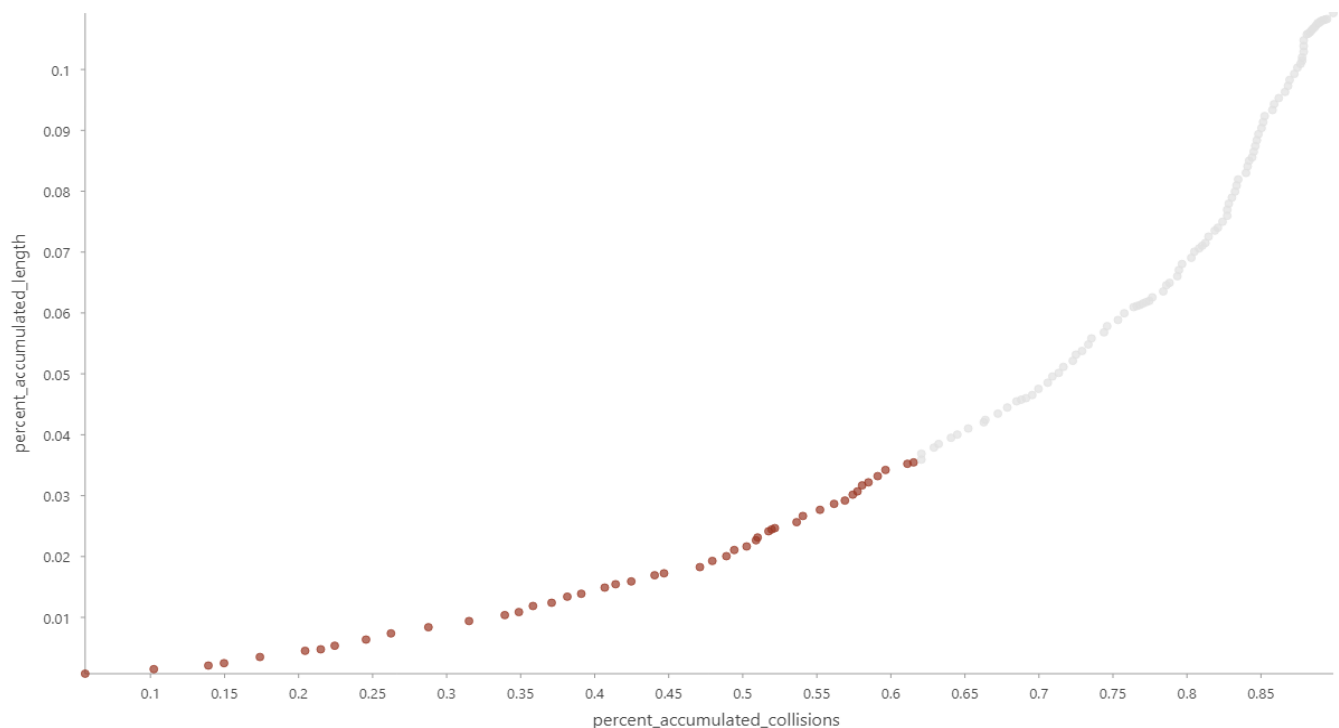


Figure 2: Example of a graph of accumulated collisions and accumulated length. Collisions selected for the HIN are represented in brown.

5. Final Refinement:

- a. **Examine the map of qualifying HIN segments and perform manual cleaning output from the tool.** This step eliminates segments that the tool may have selected that are adjacent to high-crash corridors but where no crashes have occurred. It also fills small gaps in otherwise contiguous networks on major roadways.

- b. **Calculate the percent of roadway miles and the percent of crashes accounted for in the final HIN.** These percentages show decision makers that safety investments in a small share of the road network can help to prevent the majority of crashes in the region. Chart the two percentages as a line chart such as the one depicted in Figure 2. These charts function like [Lorenz curves](#) that enable us to understand how crashes are unevenly distributed on the road network and how cumulative collision counts change as more centerline length is added to the high injury network. It provides a visual justification for the threshold of crashes chosen in step 4.b. Where the line slope changes sharply, this often indicates a point at which continuing to add segments to the network has diminishing returns in terms of capturing more crashes.

Crash Profiles and Crash Trees

Purpose and Background

Crash profiles highlight groups of crashes with similar characteristics to help identify contributing factors that can influence recommendations. Alta's approach to crash profile identification and analysis is informed by [TCRP Report 955, Guide for Quantitative Approaches to Systemic Safety Analysis](#). The crash profiles presented in this memo highlight key statistics based on an analysis of crash data and related environmental factors with the goal of identifying a few trends that account for the majority of KSI crashes. This process builds on the HIN analysis.

Crash trees are diagrams that show numbers of crashes with different combinations of characteristics. They can help identify crash profiles that capture large numbers of crashes.

Data Inputs

The crash profiles will be developed based on fatal and severe injury crashes in Teton County using crash data from 2013 through 2022. A comprehensive and accurate crash database that reflects contextual information on each crash forms the basis of the analysis. Additional data will be joined at the crash level where appropriate.

Methodology

Alta will analyze crash data to develop up to five crash profiles that illustrate key trends among fatal and severe crashes. More crash profiles may be added depending on trends in the data.

Alta will perform an exploratory crash pattern analysis of the factors using clustering algorithms. There is an assortment of clustering methods that can work with categorical and numerical data to identify groups of crashes that have shared characteristics, which informs the selected crash profiles. After this exploratory analysis, the final selection of crash profiles will be based on both quantitative and qualitative evaluation using crash-trees and cross-tabulations of varying crash characteristics. Special attention will be paid to ensuring that selected profiles point to actionable crash trends that either make up substantial subsets of collisions or can connect to specific countermeasures.

Each crash profile will be identified by one or more mode, crash factor, or contextual factor. All crash data is sourced from the Wyoming Electronic Crash Reporting System or from other GIS layers provided by Teton County, unless otherwise noted.

Modes Involved in Crash

- Pedestrian
- Bicycle

- Motor vehicles only

Crash Factors

- Primary contributing circumstance
- Collision Type
- Hit and run
- Darkness/daylight
- Driver substance use
- Police response time
- Manner of crash

Contextual Factors

- Functional Classification of roadway
- Type of roadway junction/feature
- Intersection-related
- Roadway Lighting conditions
- Weather
- Adjacent land use
- AADT
- Number of Lanes
- Road curvature and grade
- Free Flow Speeds (Replica Places, from Inrix)³
- Proximity to signalized intersection
- Intersection type
- Location in work zone
- Environmental circumstances

The resulting profiles will be paired with general safety countermeasures most appropriate for the crash and location context. These countermeasure recommendations are not site-specific but would be responsive to crash factors and other contextual factors.

Table 1 shows an illustrative example of a summary table describing the final crash profiles from a previous Alta plan for another jurisdiction.

Table 1: Sample crash profiles summary table

Severity	Mode	Crash factor	Contextual factor(s)	Number of crashes	Share of all crashes for this mode
Killed or serious	Pedestrian	Dark	Speed limit 35 MPH and over	33	36%

³ Replica Places (2023) is data provider for the built environment. They have several data products including Replica Places which is a national activity-based travel demand model, but they also provide data derived from Inrix and other sources such as AADT and speeds. www.replicahq.com

Severity	Mode	Crash factor	Contextual factor(s)	Number of crashes	Share of all crashes for this mode
Minor	Motor vehicles	In parking lot or off road	Within 200 feet of commercial land use	57	48%
Minor	Motor vehicles	Rear-end	On arterial AND within 200 feet of commercial land use	29	41%
Killed or serious	Bicycle	n/a	AADT less than 15,000 AND not on a bicycle facility	26	37%

Figure 3 shows an example of a crash tree that would be created to support the development of crash profiles.

Signalized Intersections and Crash Types

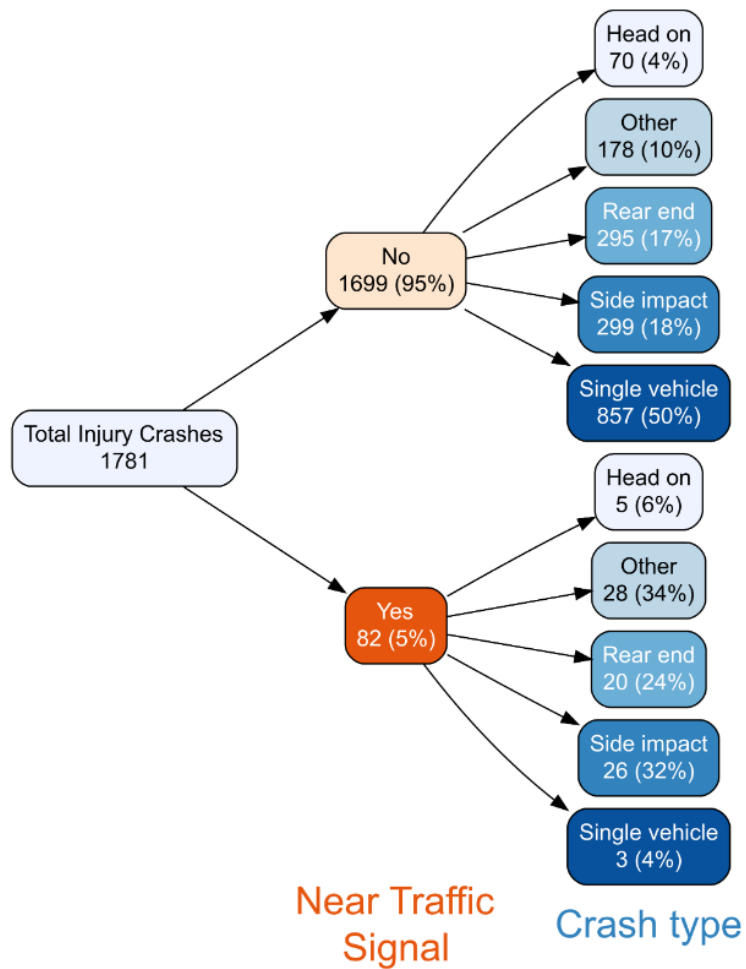


Figure 3: Crash Tree example

References

- Harmon, T., G. Bahar, and F. Gross (2018). *Crash Costs for Highway Safety Analysis*. Federal Highway Administration (FHWA). Available at <https://safety.fhwa.dot.gov/hsip/docs/fhwasa17071.pdf>.
- Fitzpatrick, K. A. (2018). *Guidebook on Identification of High Pedestrian Crash Locations*. FHWA-HRT-17-106. *Supplemental Material*. McLean, VA: Federal Highway Administration Office of Safety Research and Development.
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To: Teton County
From: Alta Planning + Design
Date: April 19, 2024
Re: High Injury Network Findings

Summary

Alta performed two High-Injury Network (HIN) analyses to identify high-injury corridors in Teton County. One HIN analyzed local and county roads, while the other analyzed state and federal roads. For each roadway in the County, Alta calculated a crash severity index that represents the weighted sum of crashes per mile of roadway on that segment and selected the roads with the highest indices for the HIN. More detail is available in the methodology memo.

Overall Results

The HIN can be viewed on the web map:

<https://apd.maps.arcgis.com/apps/instant/basic/index.html?appid=b8267f7a8e7d4ab0a41172191043187a>.

The local/county road HIN accounted for two-thirds of the injury-causing crashes on local or county-owned roads, but only 3% of county or local roadway miles. The state/federal road HIN accounted for 59% of crashes, and 3% of state or federal-owned roadway miles. This indicates that most injury-causing crashes on either road type are concentrated on a small number of roadway miles. Table 1 summarizes the statistics of both HINs.

Table 1: High-Injury Network share of crashes and roadway miles

Category	Total mileage on HIN	Total road mileage in this category	Total injury-causing crashes on HIN	HIN share of total injury crashes in this category
Local/County roads	14	465.9	176	66.7%
State/Federal roads	19.8	651.4	298	59.1%

The first row of the table is interpreted as follows: The local/county road HIN accounted for 14 miles of roads, out of 465.9 total miles of local/county-owned roads in Teton County. There were 176 injury-causing crashes on the HIN road segments, which accounted for 66.7% of all the injury-causing crashes on local/county-owned roads in Teton County.



Local/County Roads HIN

Geographic Extent

The local and county road HIN analysis included any roads indicated in roadway data as under control of the Town of Jackson or Teton County. (type = 'JA', 'CO', or 'CM'). It excludes any part of Highway 89 S.

Findings

The local and county road HIN contains 59 unique segments, most of which are one quarter-mile long. Table 2 displays the top 10 highest-injury corridors.

Table 2: Top 10 injury corridors for Local/County HIN

Rank	Corridor	To/from (approx.)	Crash Severity Index
1	Pearl Ave W	Cache St S & Jackson St S	54.0
2	Buffalo Way	Maple Way & Highway 89 S	34.8
3	High School Road	Highway 89 S & Gregory Ln	34.7
4	Broadway Ave E	Cache St S & Jean St S	33.4
5	South Park Loop Rd	Highway 89 S & Gregory Lane	32.1
6	Powderhorn Lane	Highway 191 & Maple Way	26.9
7	Powderhorn Lane	Maple Way & Crabtree Ln	23.9
8	Kelly Ave W	Jackson St S & dead end	23.7
9	Meadowlark Lane	Highway 89 S & Powderhorn Ln	22.4
10	Maple Way	Highway 89 S & Powderhorn Ln	20.8

Most of the HIN segments are located in Jackson's downtown historic district or immediately adjacent to Highway 89 S, which see higher traffic volumes than outlying residential areas. Pearl Ave and Broadway Ave were the highest-injury corridors in downtown Jackson. However, Elk Refuge Road and Snow King Ave W were notable corridors outside of the historic district.

State/Federal Roads HIN

Geographic Extent

The state and federal road HIN analysis included any roadway segment under control of the state, National Park System, Forest Service, or other federal agency (type = 'WY', 'US', 'FS', 'NP'). It also included the entirety of Highway 89 S in the analysis.

Findings

The state/federal roads HIN contains 23 unique segments, most of which are one mile long. The highest-injury segments of the state/federal HIN are found on Highway 89 as well as Highway 22. Highway 22 is of particular importance from an equity standpoint because it is the main commuting route for Jackson



workers who live in Teton County, ID, many of whom are service workers seeking affordable housing. Moose Wilson Road/Highway 390 also comprises two miles of the HIN. Table 3 lists the top 10 segments on the state and federal road HIN, ranked by crash severity index. Milepost (MP) references are used on roads without cross-streets.

Table 3: Top 10 injury corridors for State/Federal HIN

Rank	Corridor	To/from (approx.)	Crash Severity Index
1	Highway 89 S	Buffalo Way & Karns Meadow Dr	73.8
2	Highway 89 S	Maple Way & Buffalo Way	63.8
3	Highway 89 S	Meadowlark Ln & Maple Way	59.0
4	Highway 89 S	High School Rd & Flat Creek crossing	56.7
5	Highway 89 S	Karns Meadow Dr & Cache St S	53.7
6	Highway 89 S	Flat Creek crossing & Stellaria Ln	41.3
7	Highway 89 S	Meadowlark Ln & Stellaria Ln	41.3
8	Highway 22	MP 12.5 – MP 13.5	39.7
9	Highway 22	Pratt Rd & Highway 390	29.4
10	Highway 22	Wenzel Ln & Highway 390	26.7

Conclusions

The High Injury Networks for both state/federal roads and local/county roads confirm that most crashes in Teton County are concentrated on a small percentage of roadway miles. By focusing improvements on these roadways, the largest share of injuries can potentially be avoided.

HIGH INJURY NETWORK (HIN)

TETON COUNTY, WY

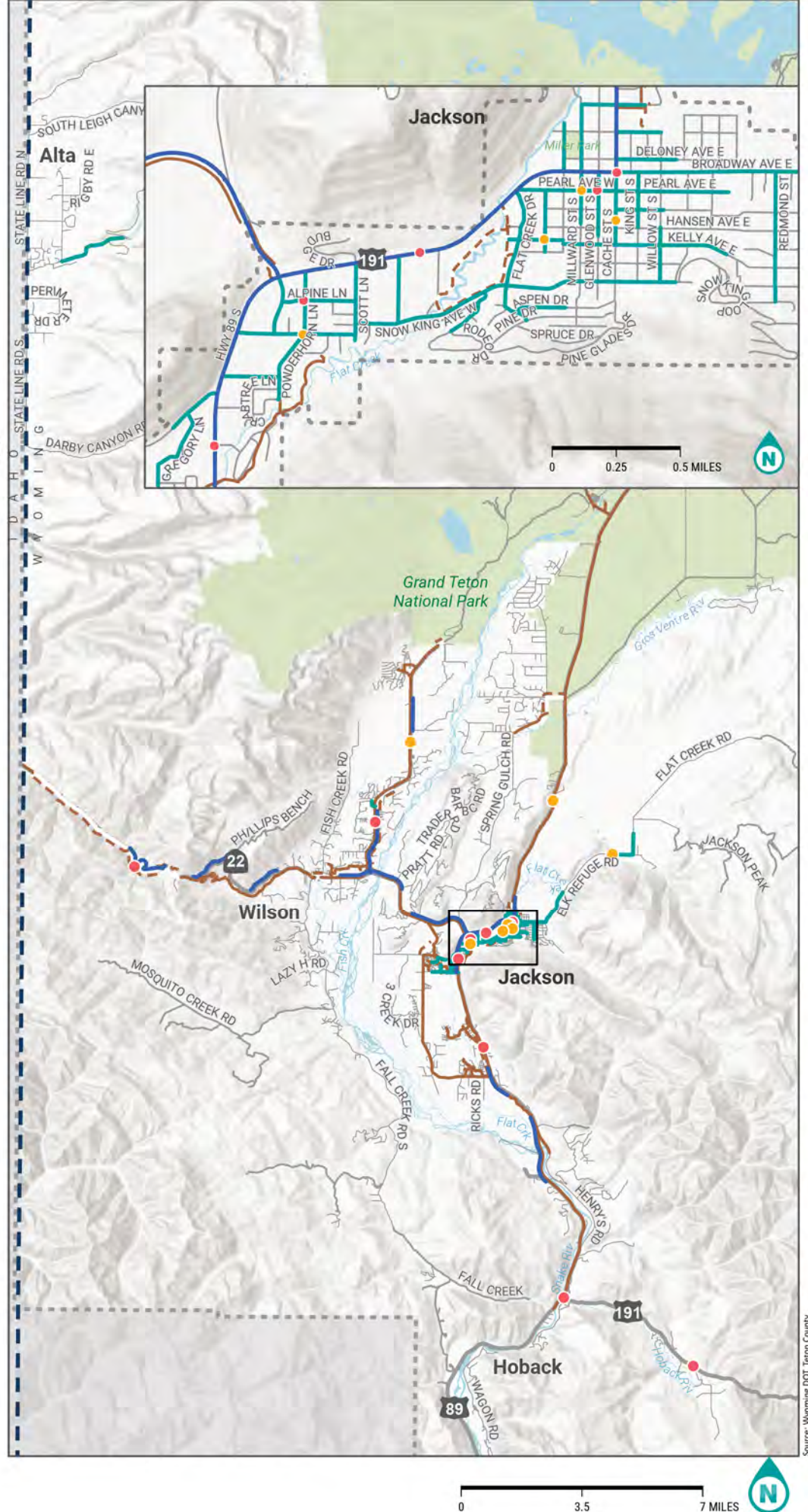
TOWN OF JACKSON

SAFE STREETS FOR ALL

LEGEND

- Bike KSI Crash
- Pedestrian KSI Crash
- HIN**
- State/Federal Roads HIN
- Local and County Roads HIN
- Roads and Trails**
- Local
- State Highway
- US Highway
- Existing Pathways
- - - Proposed Pathways
- Base Map Features**
- State Line
- County Line
- Town of Jackson
- Water
- Parks

The HIN highlights road segments with the highest concentration of severe crashes involving any mode. Crashes where a person was killed or severely injured (KSI) are weighted four times as high as minor injury crashes. As added context, KSI crashes involving bicyclists or pedestrians are shown as points. The HIN does not distinguish by mode involved in a crash.





To: Teton County and Town of Jackson
From: Alta Planning + Design
Date: April 25, 2024
Re: Teton County Crash Profile Findings (Task 3.2)

Crash Profiles and Crash Tree Findings

Introduction

Crash profiles highlight groups of crashes with similar characteristics to help identify contributing factors that can influence countermeasure recommendations. The crash profiles presented in this memo highlight key statistics based on an analysis of crash data and related environmental factors with the goal of identifying a few trends that account for the majority of injury crashes. This process builds on the HIN analysis.

Data Inputs and Preparation

Data Preparation

Alta began this analysis with a dataset of 6,200 crash points provided by the Wyoming Electronic Crash Reporting System, representing crashes from 2013 – 2022.

The following data cleaning was applied:

- Clipped crash points to Teton County in GIS.
- Removed duplicate crashes that had the same unique ID and location.
- Removed property damage-only crashes where no injury occurred.
- Joined data on road ownership, speed limit, number of lanes, AADT, and functional class to crash points in GIS.

The resulting dataset included 787 crashes. Of these, 93 were killed or severely injured (KSI) crashes and the remaining were minor injury crashes.

Data Considerations

Several unique aspects of this dataset influenced the development of crash profiles. Alta divided the crash data into local/county road crashes (261) and federal/state road crashes (526) in order to develop a different set of crash profiles and countermeasures for each road type. Due to the relatively low number of KSIs, Alta incorporated all injury crashes into most crash profiles but retained two profiles to focus only on KSI crashes. Both KSI profiles were for state and federal roads, because only 19 KSI crashes occurred on local or county roads. These crashes did not have enough characteristics in common to generate a meaningful crash profile.

The crash data, which was sourced from WYDOT, also lacked information about driver actions or behavior, and this limited the conclusions that could be drawn about crash factors. Driver actions such as turning movements, speeding, or failing to yield are useful data points when developing countermeasures. Without this data, Alta leaned more heavily on roadway attributes and crash types.

Methodology

Alta performed an exploratory crash pattern analysis of the factors using a divisive clustering algorithm in R Studio. This analysis identified six clusters of crashes that had certain characteristics in common. Alta used this as a starting point to further develop profiles and identify characteristics that would inform countermeasure development while keeping profiles distinct from each other and retaining significant numbers of crashes in each profile. Alta also utilized crash trees to explore the relationship between different variables. Using a mixture of qualitative and quantitative methods, final profiles were determined.

Findings

[An online map of crash profiles is available here.](#) Layers showing crashes belonging to each profile can be turned on and off. Findings from each crash profile category are summarized below. A more detailed table is provided as an attachment in Excel form. Percentages do not add up to 100% because crash profiles are not mutually exclusive nor comprehensive. Some crashes may be described by more than one profile, while others are not described by any. This allows profiles to be responsive to the data and report the most important trends.

Local and County Road Profiles – All Injury Crashes

Table 1 summarizes key features of the crash profiles for injury crashes on local or county roads. There were 261 total crashes in this category. Trends of note are discussed below.

Table 1: Local and County Road Profiles – All Injury Crashes (261 total crashes)

#	Mode	Crash factor	Contextual factor(s)	Number of crashes	Share of all crashes for this category
1	All modes	Angle crash	At intersection	46	18%
2	All modes	Single-vehicle crash	Mid-block	44	17%
3	Bike/pedestrian	n/a	At intersection or junction	38	15%
4	All modes	Rear end crash	Arterial road	30	11%
5	All modes	Impaired driver, single-vehicle crash	n/a	19	7%

Discussion

Profile 1 shows that many crashes are occurring between two vehicles at intersections when their paths cross. It is unclear if these are signalized or unsignalized intersections, but this could speak to a need for greater traffic control at these spots.

The high number of single-vehicle crashes depicted in **Profile 2** suggests that excessive speed may be a factor. These crashes occurred either with a fixed object or when a vehicle overturned.

It is also noteworthy that **Profile 3**, despite including only bike and pedestrian crashes at intersections, accounts for 15% of all injury crashes on local and county roads. This suggests that people biking and walking are more likely than people driving to be involved in a crash and/or to get injured when involved.

State and Federal Road Profiles – All Injury Crashes

Table 2 summarizes key features of the crash profiles for injury crashes on state or federal roads. There were 526 total crashes in this category.

Table 2: State and Federal Road Profiles – All Injury Crashes (526 total crashes)

#	Mode	Crash factor	Contextual factor(s)	Number of crashes	Share of all crashes for this category
1	All modes	Angle crash	Mid-block, speed limit 45+ MPH	46	9%
2	All modes	Rear end crash	At intersection	39	7%
3	All modes	Single-vehicle crash, rollover/overtaken vehicle	Mid-block, dark and unlighted roadway	24	5%
4	Bike/pedestrian	n/a	At a business entrance or driveway	9	2%

Discussion

Profile 1 illustrates a curious trend of angle crashes occurring away from intersections. While some of these occurred at junctions with driveways or business, most were on open road. More information on driver actions during these crashes could help to explain how these crashes occurred.

Profile 3 describes a significant number of overturned vehicle crashes on dark and unlit roadways. This suggests that poor visibility or possibly excessive speed may be contributing factors.

State and Federal Road Profiles – KSI Crashes

Table 3 summarizes key features of the crash profiles for KSI crashes on state or federal roads. There were 74 total crashes in this category.

Table 3: State and Federal Road Profiles – KSI Crashes (74 total crashes)

#	Mode	Crash factor	Contextual factor(s)	Number of crashes	Share of all crashes for this category
1	All modes	n/a	EMS response time nine minutes or longer	32	43%
2	All modes	Single-vehicle crash	Speed limit 50+ MPH	20	27%

Discussion

Profile 1 depicts crashes in which someone who was ultimately killed or seriously injured waited nine minutes or longer for an EMS response. The median EMS response time for any KSI crash where EMS was called was nine minutes throughout the county, which is consistent with the national average. Research shows that compared to a baseline response time of under nine minutes, a response time of nine to 18 minutes is associated with 34% increased odds of a death at the crash scene (Adeyemi et al, 2022). These types of crashes, then, may be able to achieve improved outcomes if EMS response time can be reduced.

Next Steps

The profiles identified above will be used to recommend countermeasures throughout Teton County. Specifically, they will be referenced in the Countermeasures & Comfort task along with results of the network development steps of Phase 2.

Appendix: Crash Trees

To aid in developing crash profiles and identifying trends, Alta also produced crash trees. Following are crash trees that correspond to each of the final crash profiles. Trees show the breakdown of crash counts by different variables. In some cases, these trees highlighted trends that were not apparent in the crash profiles themselves. Key findings for injury crashes by roadway ownership are summarized below.

Key Findings

Injury Crashes on Local/County-Owned Roadways

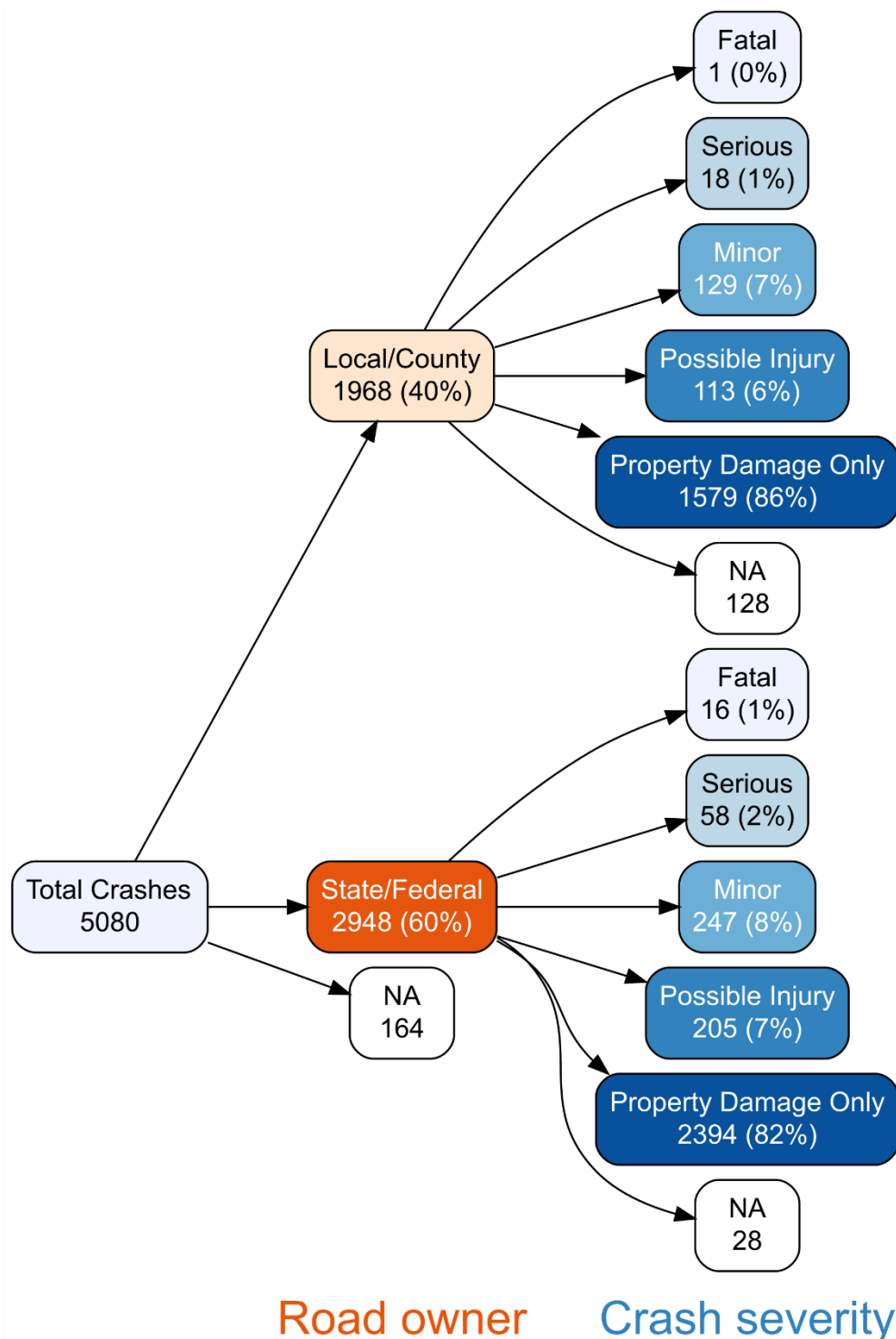
- Half of crashes occurred at an intersection.
- Crashes involving a bicyclist or pedestrian were more likely than motor vehicle-only crashes to occur at a junction or driveway.
- Drivers impaired by drugs or alcohol were much more likely to be involved in single-vehicle crashes compared to sober drivers.
- The most common crash type on local functional class roads was single-vehicle (45%)

Injury Crashes on State/Federally Owned Roadways

- A total of 19 crashes involved hitting an animal. The vast majority (84%) of them occurred at night on unlit roads.
- Rollovers were 12% of crashes and were more likely than other types of crashes to occur at night on unlit roads.
- 21% of crashes with an EMS response time of 9 or more minutes resulted in a KSI, compared to 11% of crashes with a shorter response time.
- Single-vehicle crashes were more likely on roads with higher speed limits than on lower-speed roads.

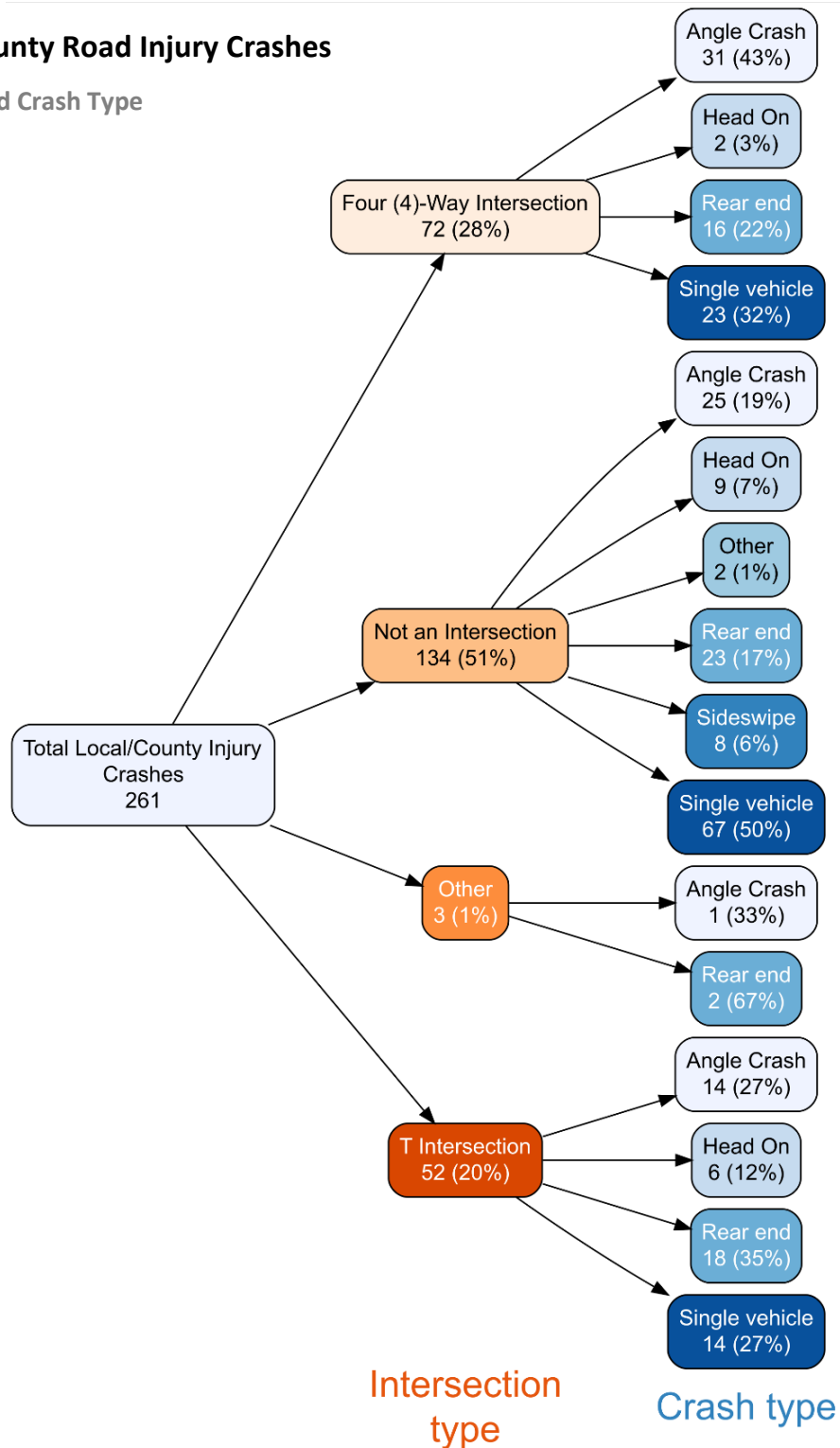
Overview of All Crashes

Road Severity and Ownership

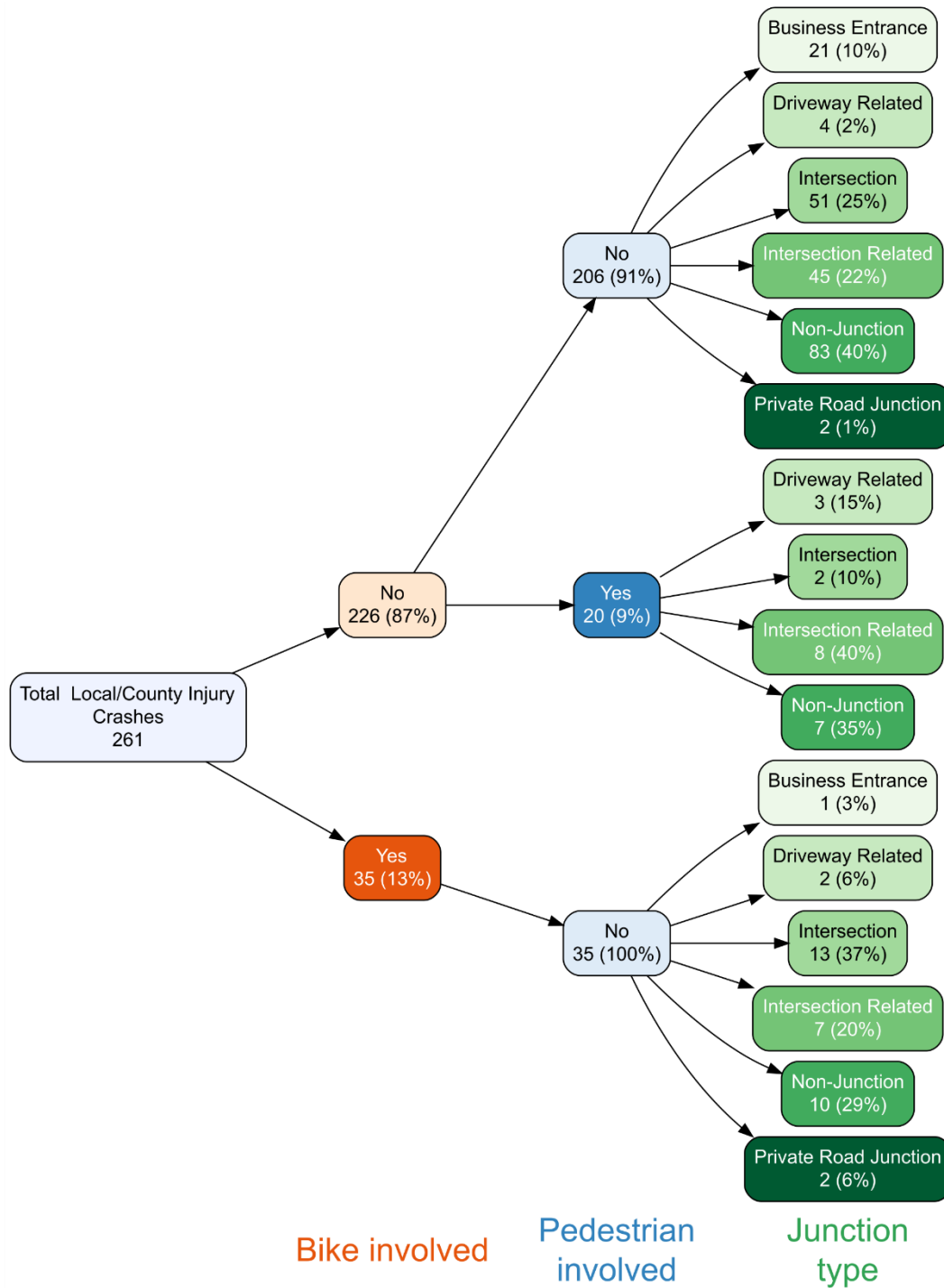


Local and County Road Injury Crashes

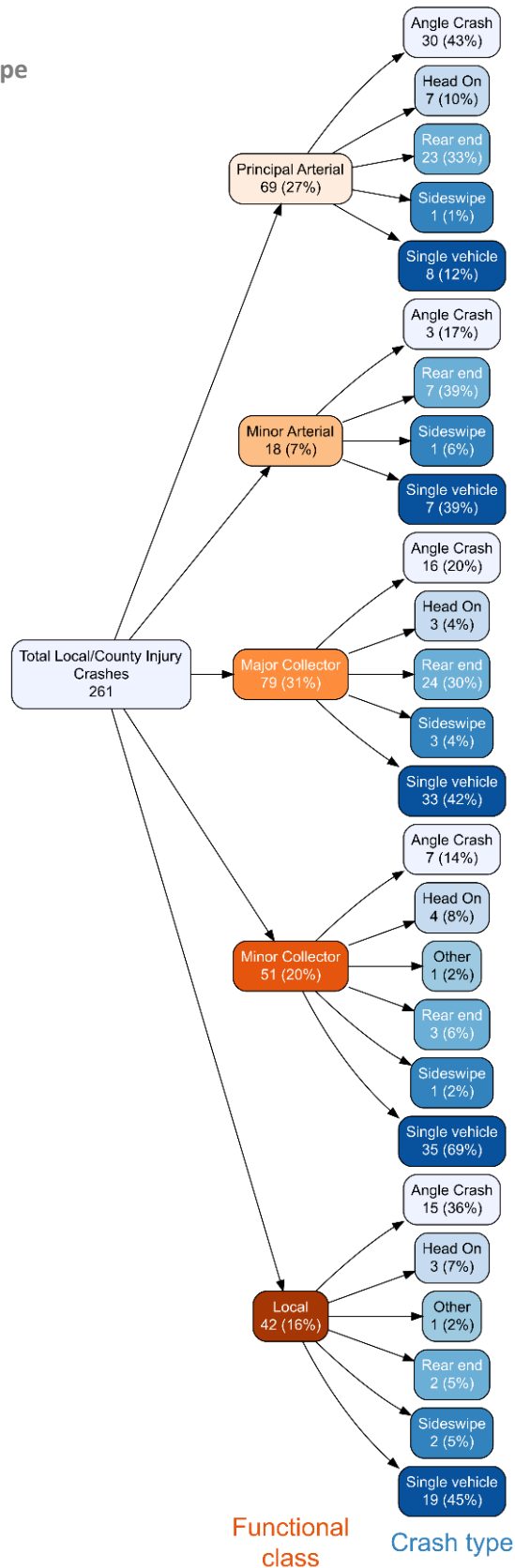
Intersection and Crash Type



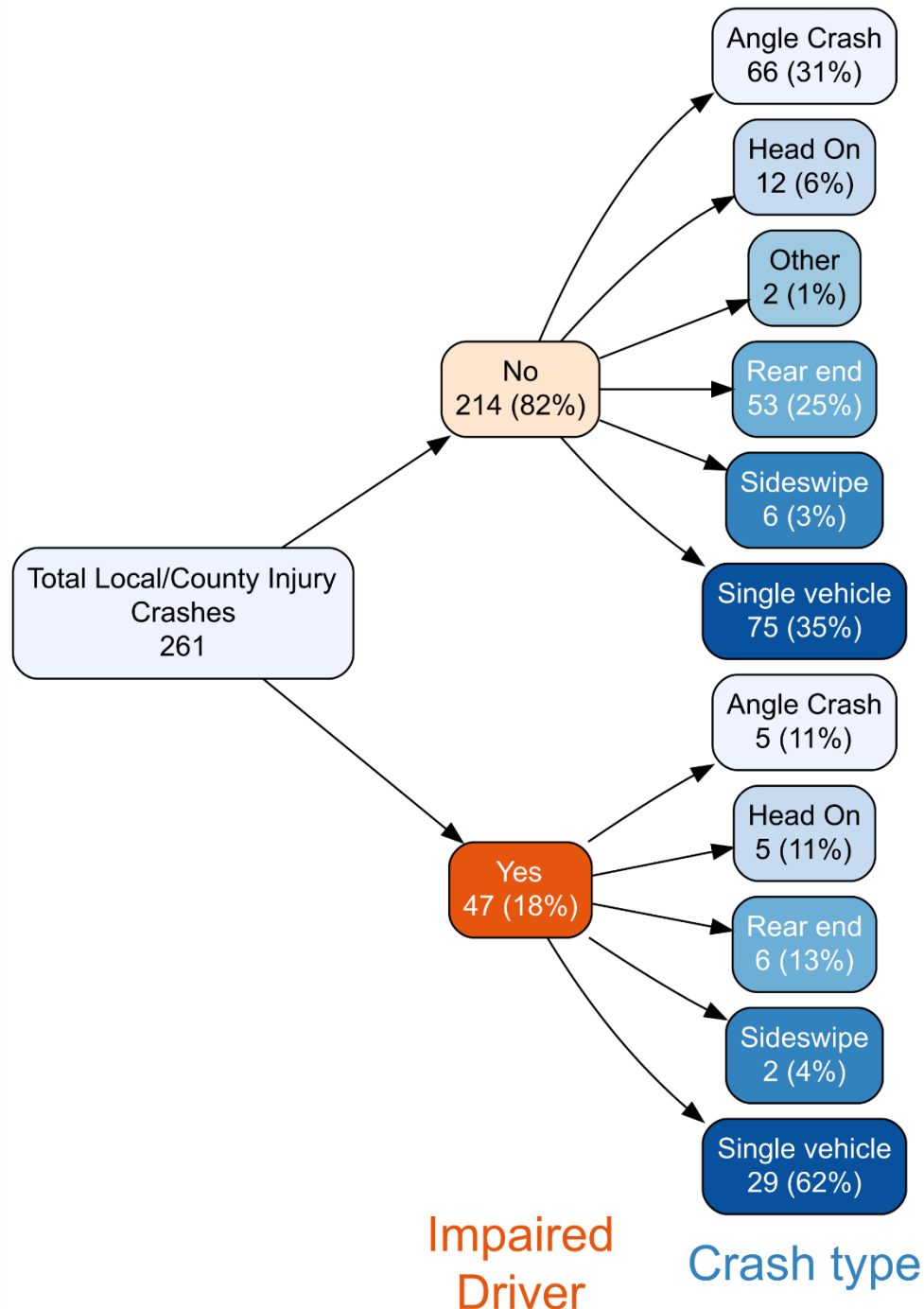
Vulnerable Road Users and Junction Type



Functional Class and Crash Type

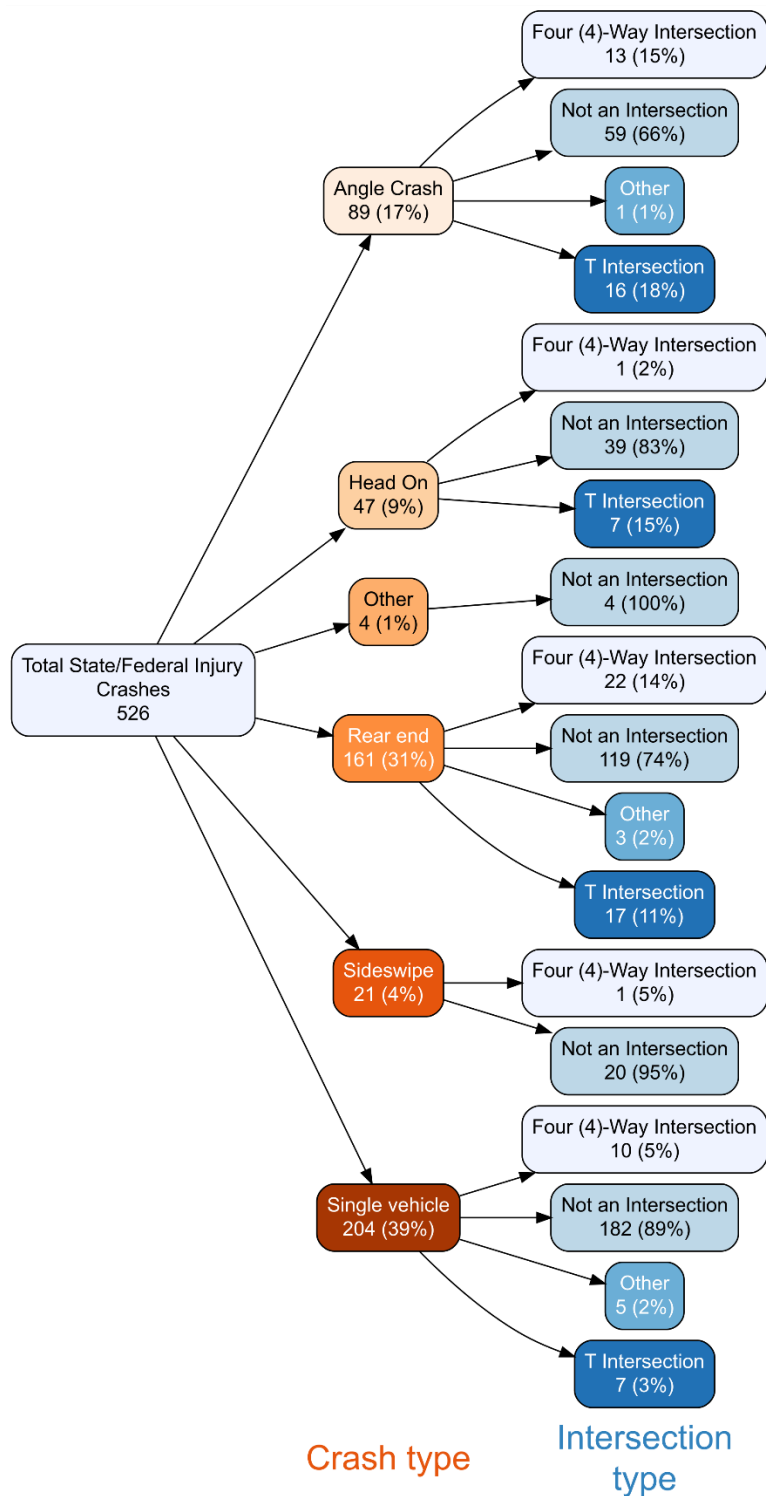


Driver Impairment and Crash Type

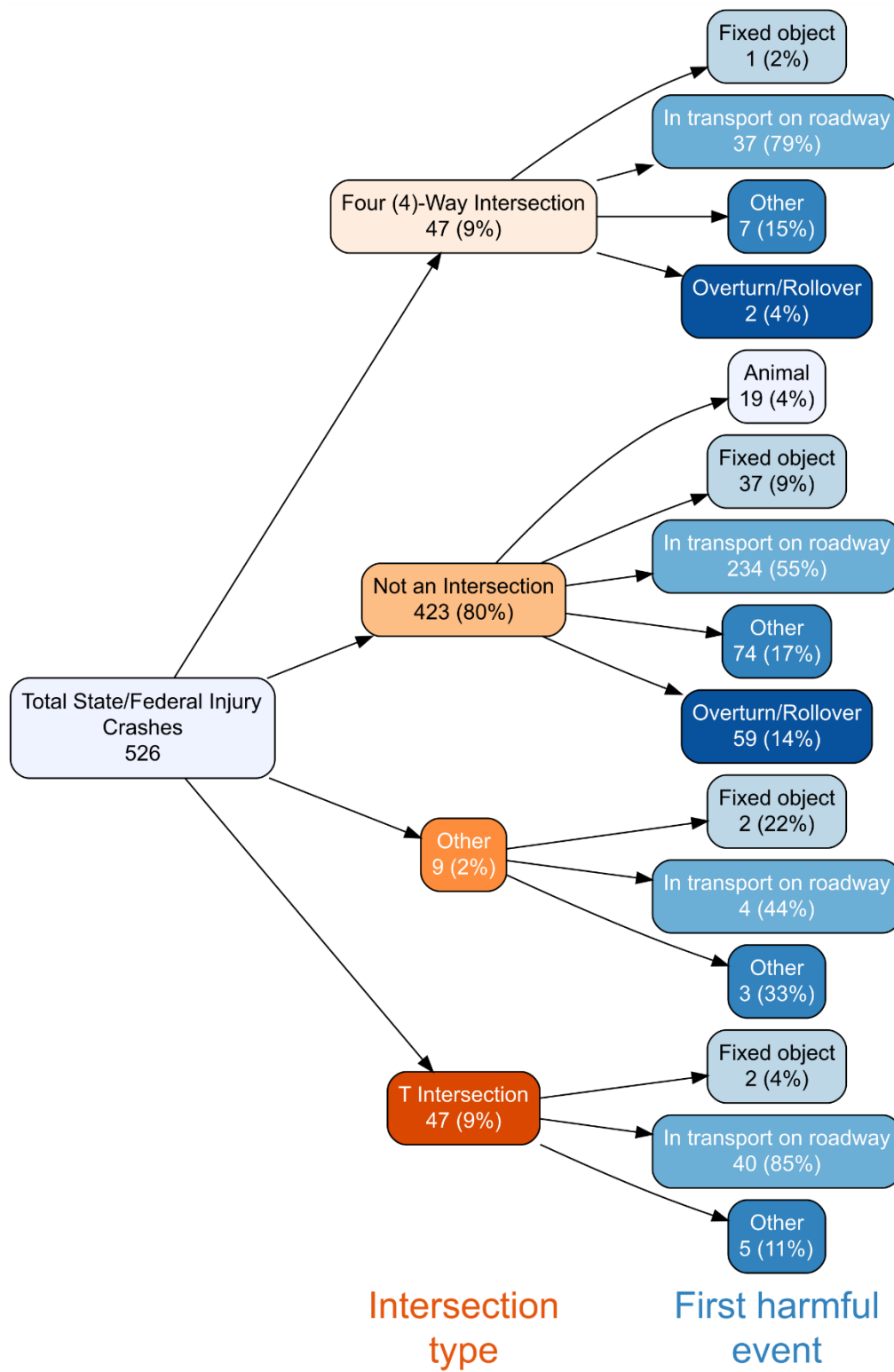


State and Federal Road Injury Crashes

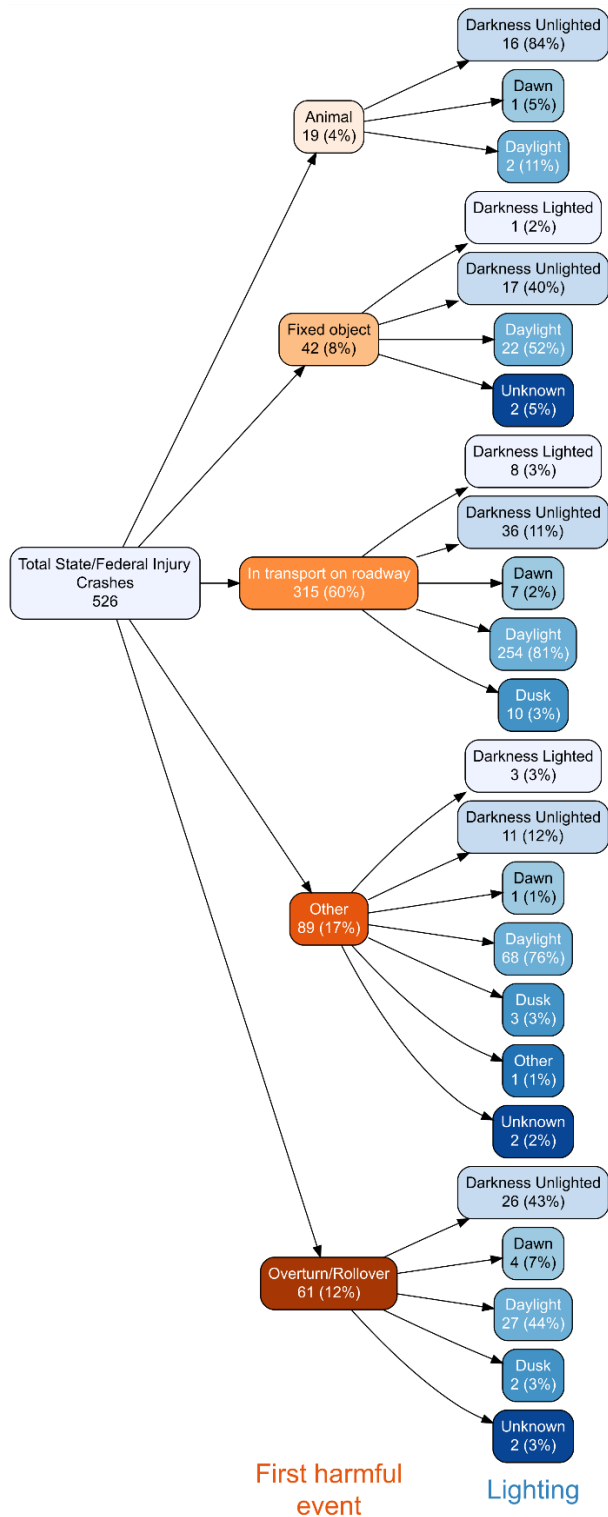
Intersection and Crash Type



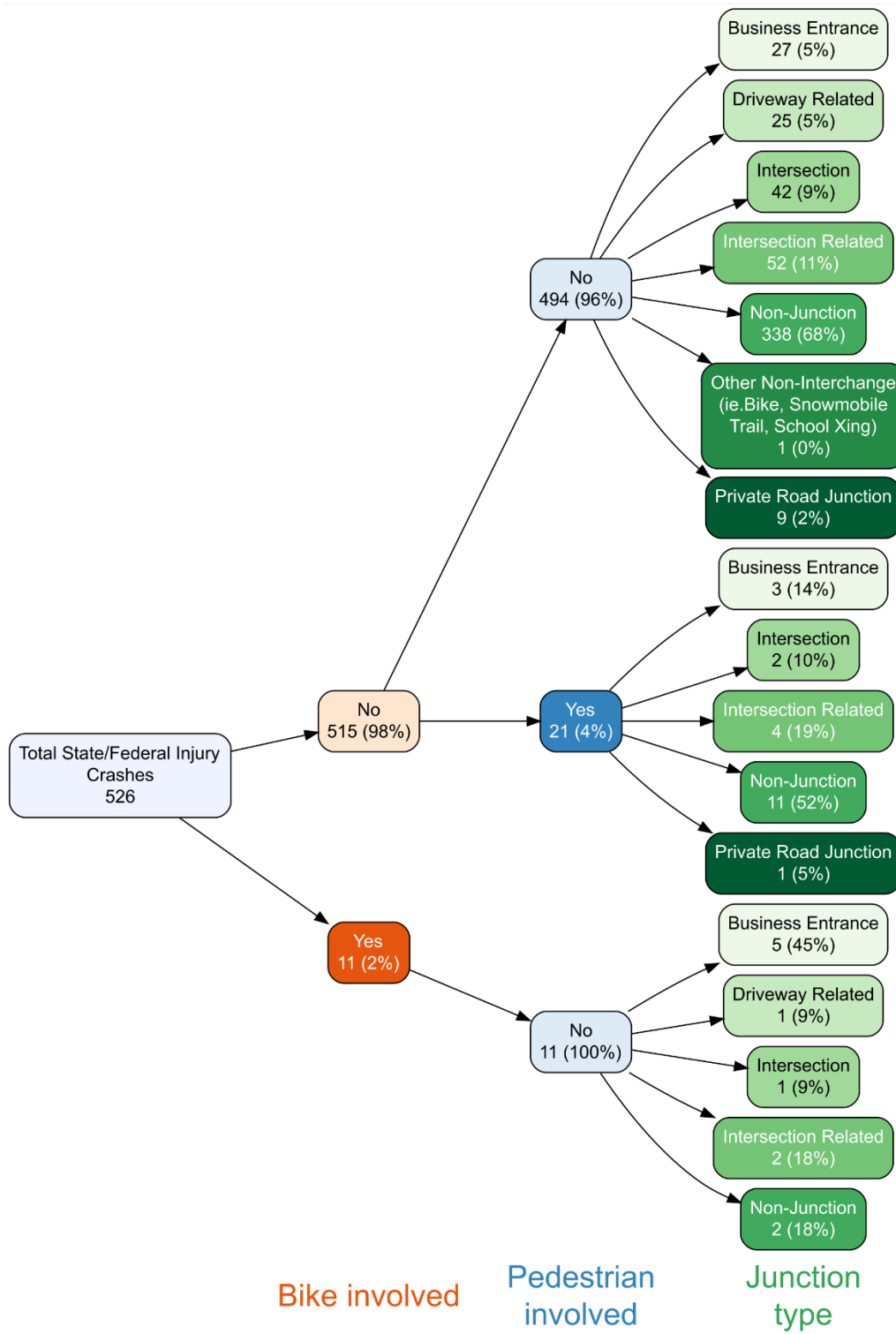
Intersection Type and First Harmful Event



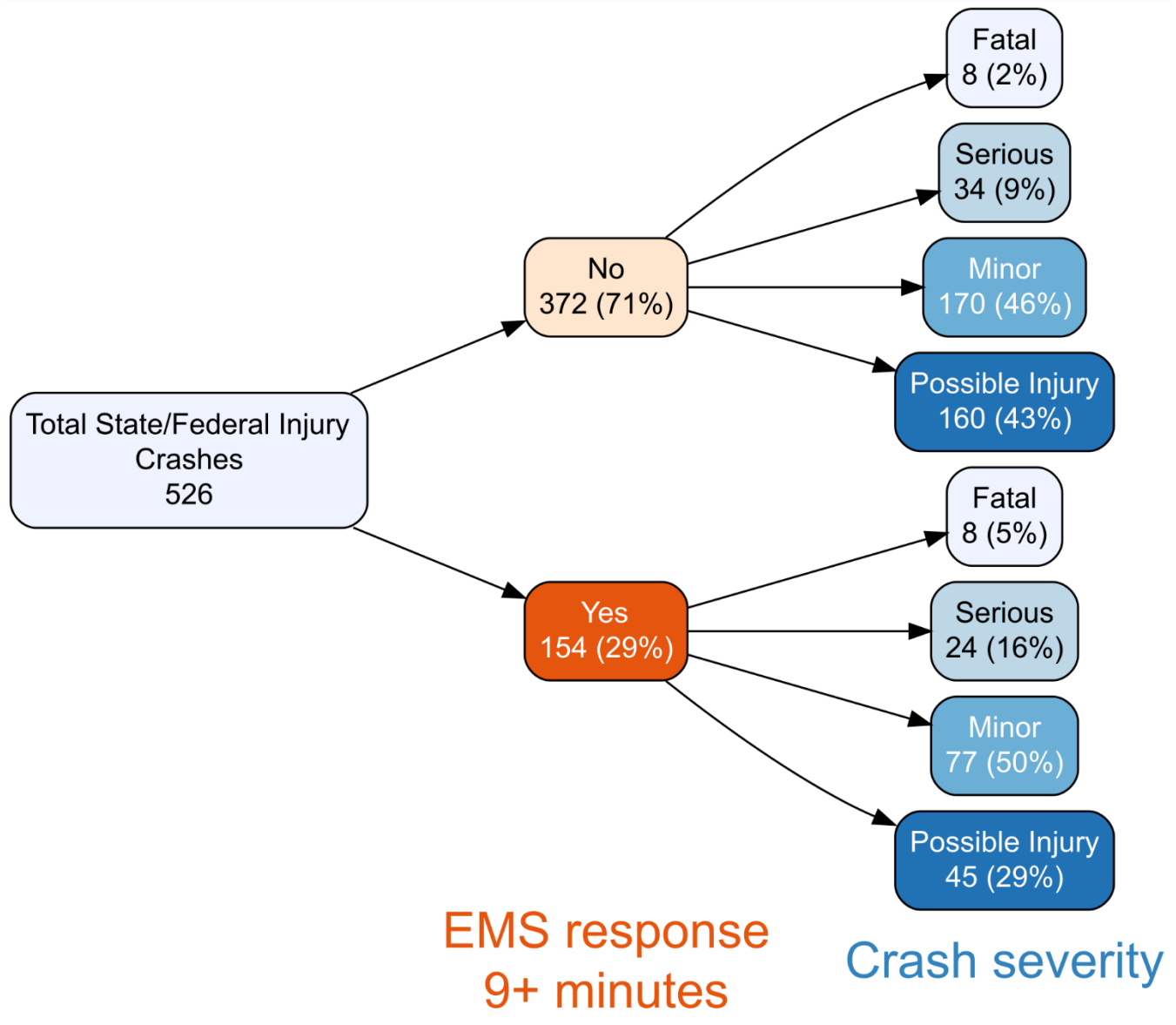
First Harmful Event and Lighting



Vulnerable Road User and Junction Type

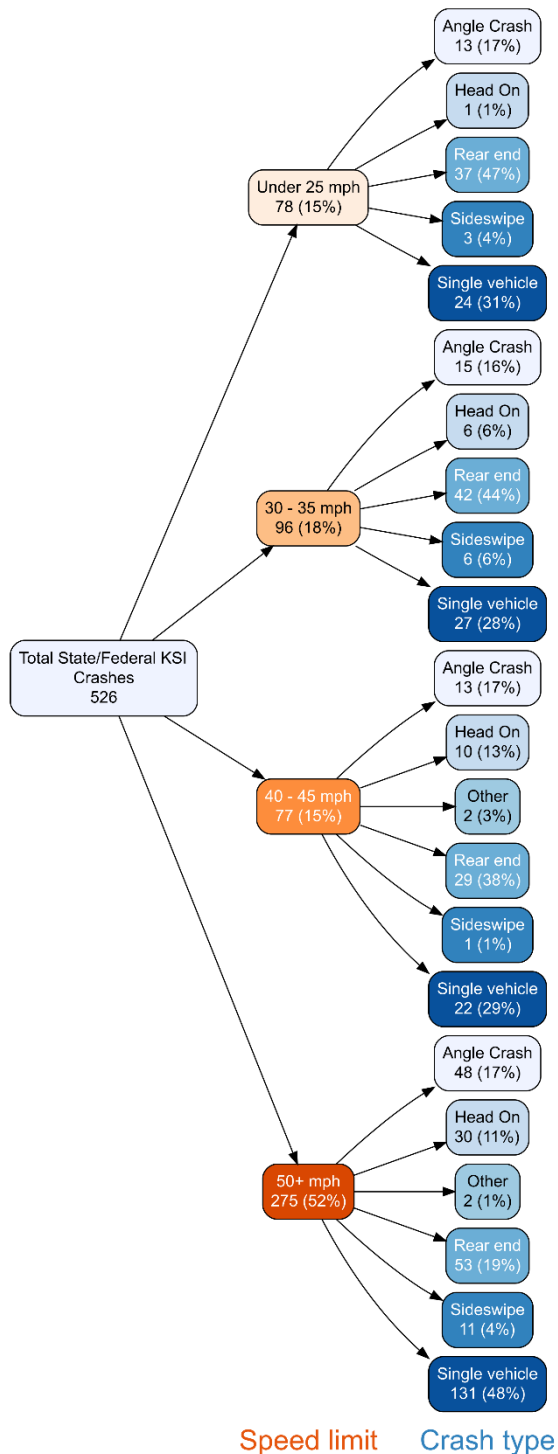


EMS Response Time and Crash Severity



State and Federal Road KSI Crashes

Speed Limit and Crash Type



References

- Adeyemi OJ, Paul R, DiMaggio C, Delmelle E, Arif A. The association of crash response times and deaths at the crash scene: A cross-sectional analysis using the 2019 National Emergency Medical Service Information System. *J Rural Health*. 2022 Sep; 38(4):1011-1024. doi: 10.1111/jrh.12666. Epub 2022 Apr 22. PMID: 35452139; PMCID: PMC9790462.
- Barrowman N, Gatscha S (2022). *_vtree: Display Information About Nested Subsets of a Data Frame_*. R package version 5.6.5, <<https://CRAN.R-project.org/package=vtree>>.
- R Core Team (2022). *R: A Language and Environment for Statistical Computing*. R Foundation for Statistical Computing, Vienna, Austria. <https://www.R-project.org/>.



To: Teton County

From: Alta Planning + Design

Date: March 2024

Re: Teton County Equity Scan Approach

Equity Scan

Purpose

The purpose of this equity scan is to determine areas across Teton County, Wyoming where individuals are disproportionately disadvantaged. This data can help inform public engagement priorities and assist in prioritizing investments to improve safety conditions and mobility choice for underserved communities and populations.

Variable Selection

The equity scan will be conducted using a variety of socioeconomic and climate-related data. The following variables (also detailed in Table 1) were identified for inclusion in this analysis with a proposed weighting according to their importance:

- **Housing and transportation affordability index** would be weighted the highest because housing and transportation costs affect many facets of a household's well-being in Teton County. This is especially given that the County has a House Price Index of 474.0, well above the national average of 312.1,¹ and 40% of the County's workforce commutes from neighboring counties.
 - Teton County is primarily rural, therefore **not having a vehicle** has wide-ranging impacts on individual mobility.
 - Historically, people of color have been disadvantaged in many ways, so it is vital that **race and ethnicity** be included in the equity scan.
 - The location of **low-income jobs** will also be considered because workers need safe transportation options not only near their homes, but also near places of employment. This metric will also account for low-income workers who can no longer afford to live in Teton County and would not be captured by other metrics.
 - Lastly, climate change is anticipated to have adverse effects on communities in various ways. Teton County falls in the 85th percentile nationally for **flood risk** and 80th percentile for **wildfire risk**.²
-

¹ S&P CoreLogic Case-Shiller US National Home Price Index, November 2023. *FRED*. Available at <https://fred.stlouisfed.org/series/CSUSHPINSA>.

² Climate and Economic Justice Screening Tool, November 2022. *Council on Environmental Quality*. Available at <https://screeningtool.geoplatform.gov/en/#7.13/43.79/-110.573>.

Table 1. Selected Variables and Weights

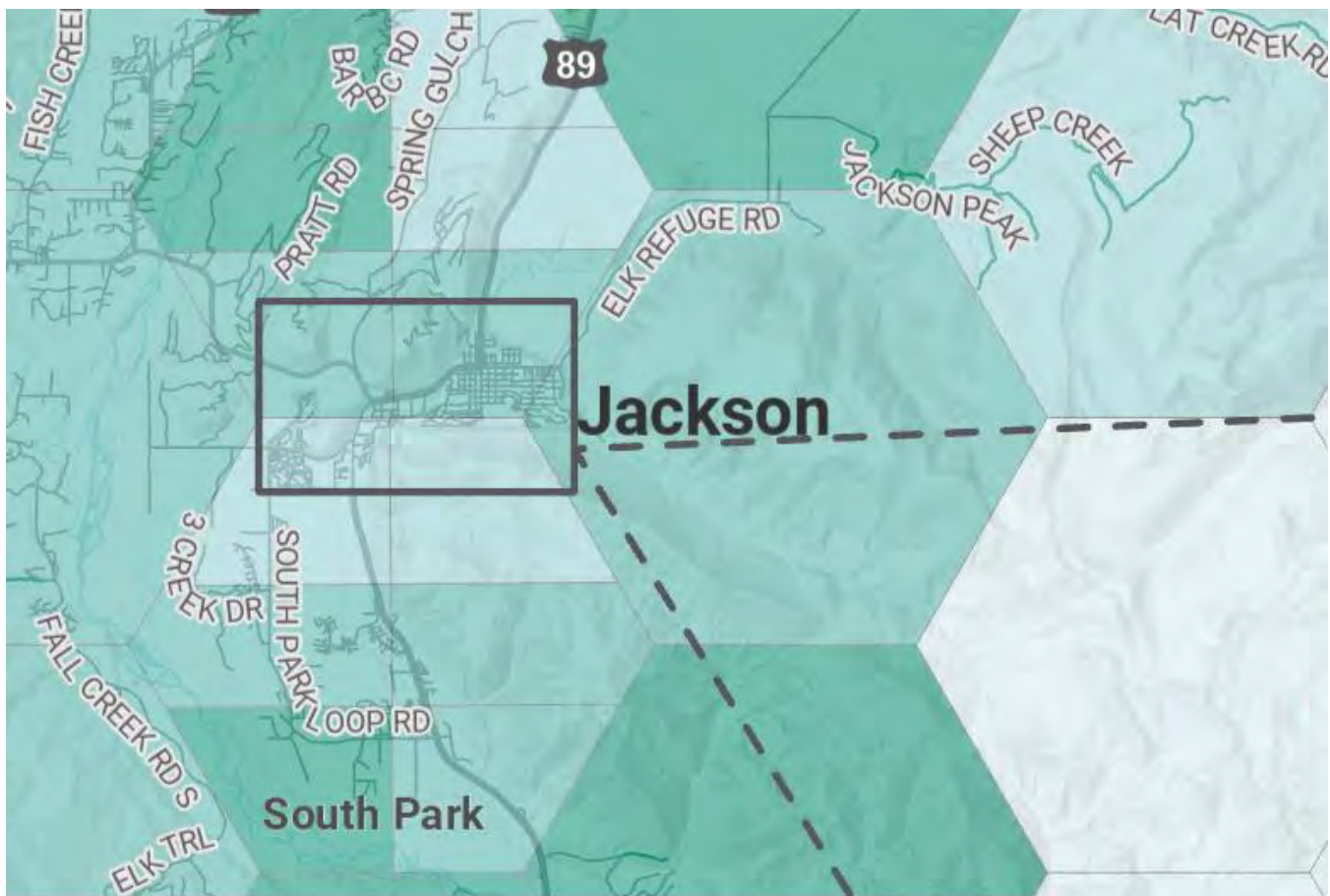
Variable	Weight	Source	Definition
Housing and Transportation Affordability Index	25%	Housing and Transportation Affordability Index, 2022	Average share of household income spent on housing and transportation costs together.
No Vehicle Access	25%	ACS 2022, Replica Places	Percentage of total households without access to a vehicle.
Limited English Proficiency	15%	ACS 2022	Count of people that speak English less than “very well”, divided by the area of the hexagon in square miles.
Low-Income Jobs	15%	US Census, Longitudinal Employer-Household Dynamics (LEHD), 2021	Count of jobs in the area that pay less than \$1250 per month (regardless of hours worked), divided by the area of the hexagon in square miles.
Projected Flood Risk	10%	Climate Risk Data Access (First Street Foundation, 2022)	Hexagonally weighted Share of properties in a census tract at risk of floods occurring in the next thirty years from tides, rain, riverine and storm surges, or a 26% risk total over the 30-year time horizon. The risk is defined as an annualized 1% chance ³ .
Projected Wildfire Risk	10%	Climate Risk Data Access (First Street Foundation, 2022)	Hexagonally weighted Share of properties in a census tract at risk of wildfire associated with fire fuels, weather, human influence, and fire movement.

³First Street Foundation Wildfire Model Methodology. Available at <https://firststreet.org/research-library/wildfire-model-methodology>.

Methodology

The data collected for this equity scan originate from a number of sources with varying geographic levels. Census datasets are typically provided at the census tract or block group level. One challenge is that Teton County is sparsely populated and only consists of four census tracts, some of which are very large. Equity scan results at this geographic level would not be actionable or easy to interpret. To get more fine-grained and actionable data, Alta will aggregate parcel-level demographic data from Replica Places to a 12-sq km hexagonal grid (see Figure 1 below) to pinpoint areas where people live. The hexagonal grid will be further divided in the central Jackson area to account for greater density there. Hexagonal areas with no population will be excluded from the equity analysis.

Figure 1. Example of Hexagonal Grid - Median Household Income.



The remaining data must be converted to a hexagonal grid geography in order to have a standard unit of analysis. LEHD job location data will be accessed as points, which can be spatially joined to the hexagonal grid. Climate data will be obtained at the census tract level and will also be spatially joined to the hexagonal grid. For example, if a hexagon falls within a census tract that has a high wildfire risk, that hexagon will be assigned a high wildfire risk. In situations where an individual hexagon is split between multiple census tracts, the data will be assigned a weighted average proportional to how much of the hexagon falls into each tract. For example, if most of a hexagon falls within a tract with a flood risk of 20 but one fifth of it falls within a tract with a flood risk of 90, it would be incorrect to assign that hexagon an average of the two numbers (55). Instead, the average should be weighted proportional to area toward the polygon with the flood risk of 20 (see Figure 2).

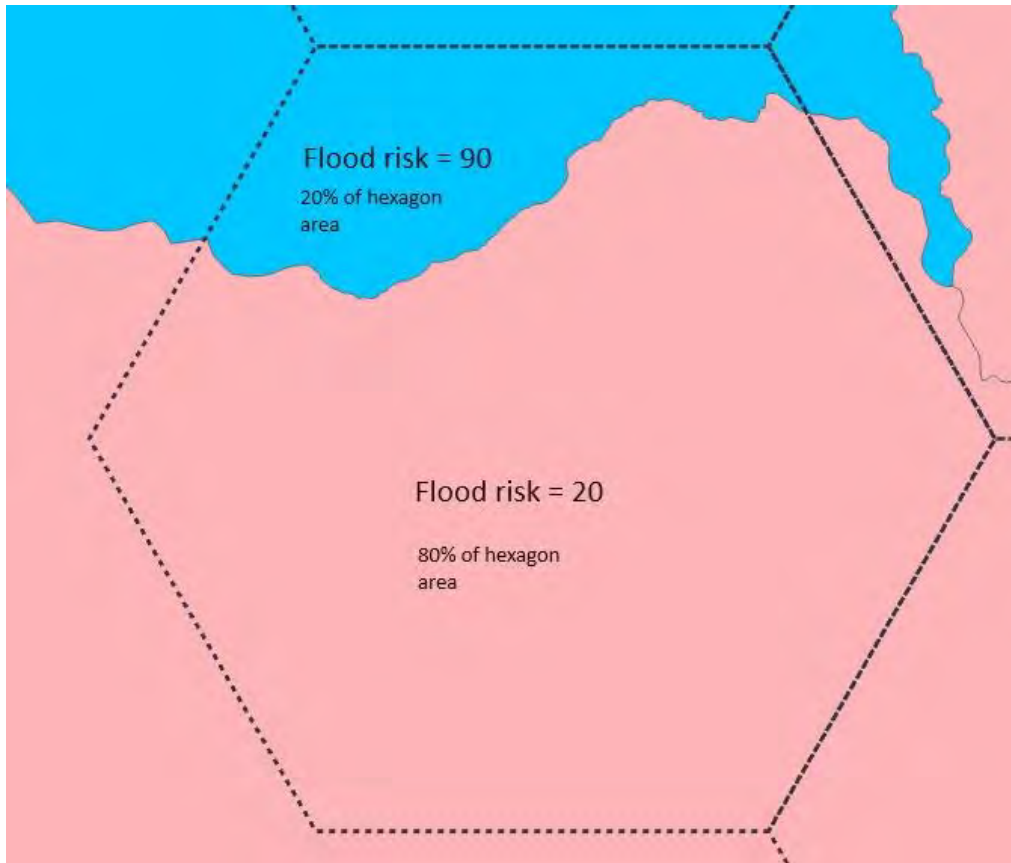


Figure 2: Example of how weighted averages are assigned to hexagons.

Figure 2 illustrates this concept. In this example, the hexagon shown would be assigned a flood risk of:

$$\text{Flood risk} = (90 * 20\%) + (20 * 80\%) = 34$$

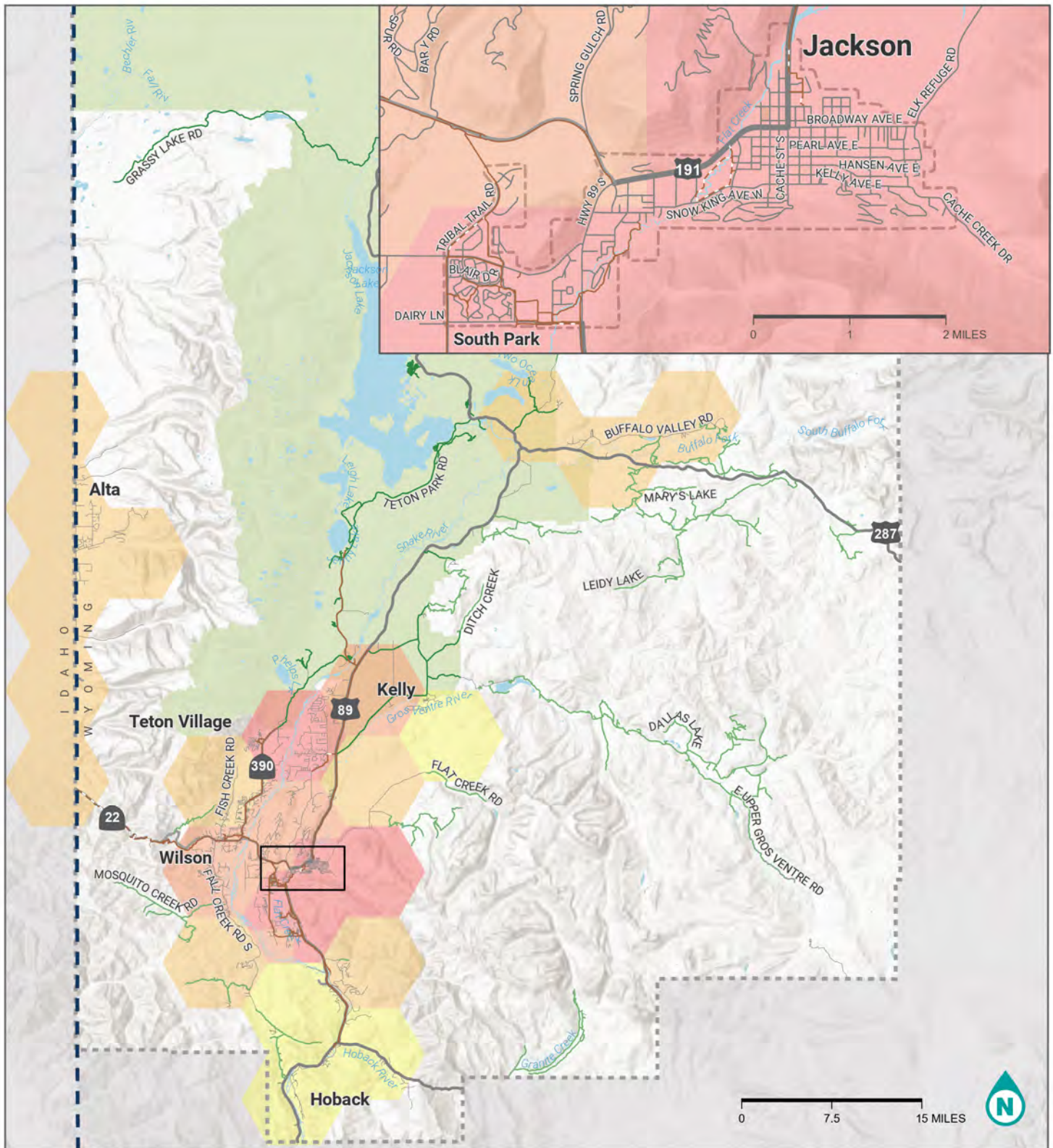
Once the equity scan data has been converted to the hexagon level, the analysis will consist of the following steps:

- Each variable will be converted into a percentile ranking based on how the hexagonal area compares to all hexagons across the county for that variable. This puts all variables on a common scale between 0 and 1.
- The percentile-ranked score for each hexagon will then be multiplied by the selected weight to generate a weighted score. For example, if income is weighted 25% of the overall score, then a hexagon that was in the 80th percentile for low-income population would get a weighted income score of $(.80 * .250) = 0.20$. Table 2 illustrates how the overall equity score would be calculated for one hypothetical hexagon.

Table 2: Example equity score calculation for a hypothetical hexagon

	A	B	C	D
Variable	Value	Percentile-ranked value	Variable Weight	Weighted score (B x C)
Housing and Transportation Affordability Index	45%	60%	25%	.15
Percent of households with no vehicle access	10%	50%	25%	.125
Density of Limited English Proficient individuals	3000	10%	15%	.015
Density of low-Income Jobs	1,000	80%	15%	.12
Projected Flood Risk	40%	30%	10%	.03
Projected Wildfire Risk	20%	50%	10%	.05
Total Equity score for this hexagon (sum of column D)				0.49

- All weighted scores will be added together to arrive at a composite equity score between 0 and 1 for each hexagon. Higher scores will indicate hexagonal areas with higher equity need based on the factors analyzed in Table 1.



EQUITY SCAN

TETON COUNTY, WY
SAFE STREETS FOR ALL
SAFETY ACTION PLAN

Roads

- Local
- State Highway
- US Highway
- US Forest Service
- National Park

Trails

- Existing
- Proposed

County Line

- State Line
- Park
- Water

Equity Index

- Higher Need
- Lower Need

alta

Data Sources: CNT H+T Index (2022), ACS 2022 (5-Year Estimates), Replica Places, LEHD (2021), Climate Risk Data Access (2022)

To: Teton County and Town of Jackson

From: Brandon Gonzalez, Collin Hodges, and Katie Selin, Alta Planning + Design

Date: April 23, 2024

Re: **Jackson/Teton County Safe Streets for All Safety Action Plan
Plan and Regulatory Review Memorandum**

Plan and Regulatory Review

1. Purpose

A review of existing plans, policies and regulations related to transportation safety and planned/identified improvements in Teton County and the Town of Jackson will help to build on past and ongoing work in the development of the Jackson/Teton County Safe Streets for All Safety Action Plan and its related components. The following review summarizes some of the most pertinent planning efforts, projects, and regulations that could shape the Safety Action Plan.

2. Overview

2.1. Overarching Trends

Some common themes in the reviewed existing plans, policies and regulations include:

- Creating a year-round multi-modal transportation system by improving the current auto-oriented system and including complete street elements and improvements to pedestrian, biking, and transit networks.
- Focusing new developments in “Complete Neighborhoods” with existing infrastructure to provide affordable housing and services to the residents.
- Direct growth away from rural areas, preserve natural and scenic resources, and avoid or mitigate impacts to wildlife.
- Understand and design transportation improvements in relation to various context-specific elements of the built environment including density, walkability, urban character, and building size and frontages.
- Reduce Vehicle Miles Travelled (VMT), greenhouse gas emissions, traffic congestion, and commute times to reduce climate impacts, improve resident quality of life, and improve visitor quality of experience while also acknowledging the challenges associated with the changing tourism landscape.
- Understand and incorporate emerging trends and technologies like first and last mile connections, micro transit, micromobility, and transit hubs into transportation projects to increase transit ridership.
- In general, the town is further along in establishing standard expectations and treatments for roadways, sidewalks, and treatments, etc., while the county has allowed more discretion up to the designer and county engineer to provide context sensitive improvements.
- Most documents currently point to federal standards and guidelines for implementation, like The Americans with Disabilities Act (ADA), Public Right-of-Way Accessibility Guidelines (PROWAG), and American Association of State Highway and Transportation Officials (AASHTO).
- The Northern South Park Neighborhood Plan and The Community Streets Plan provide neighborhood level guidelines, street cross-sections, and design treatment for future developments.
- The Pathways Master Plan would be strengthened by completing the Jackson Hole Community Pathways Design Manual, Section 8.6 Complete streets and bikeways priority plan, and Section 8.7 Pedestrian and Sidewalk priority plan.

2.2. Notable Projects and Recommendations

- **Spring Gulch Road:** Improvements include additional capacity for alternate modes, wildlife-vehicle collision mitigation, a pathway along the road as a potential bypass route for pass-through traffic currently using the state highway corridor through Jackson, and Spring Gulch-WY22 intersection improvements (*2020 Comprehensive plan, Teton Mobility Project / Pathways Master Plan Addendum and Integrated Transportation Plan*).
- **South Park Loop:** Complete Street improvements, pathway maintenance where pavement is deteriorating, roadway design features that discourage or prevent cut-through traffic as a primary cross-town bike/walk corridor, improved transit facilities, and connections to South Park Loop to improve network connectivity (*2020 Comprehensive plan, Teton County Pathways Master Plan Addendum, ITP, Community Streets Plan, Bicycle Improvement Plan and START 2020-2025 Routing Plan*).
- **Grand Loop:** A bikeway connection between Grand Teton National Park and the Town of Jackson, using pathways and routes on the North 89 Pathway, Moose-Wilson (WY 390) Pathway, Garaman Pathway, and through the Town of Jackson. Community expressed a need to address concerns about the amount of use /capacity on the existing sections and the speed of electric assist bicycles (*Teton County Pathways Master Plan Addendum, Bicycle Improvement Plan and Northern South Park Neighborhood Plan*).
- **Snow King-Maple Way Corridor:** A key local connection between the two sides of Jackson split by Karns Meadows and Flat Creek. Recommendations include protected bike lanes and sidewalks through the corridor, providing transit access facilities at appropriate locations, adding turn lanes at needed intersections, and complete street design (*2020 Comprehensive Plan, Community Streets Plan and Bicycle Improvements Plan, Teton County Pathways Master Plan Addendum*,).
- **Tribal Trail Connector:** A future multimodal local network link (about 1/2 mile in length) that will create significant benefits for local and regional circulation and a potential START route. (*2020 Comprehensive plan, ITP and START 2020-2025 Routing Plan*).
- **Complete Street Improvements:** Implement on various streets across the region to create and maintain streets that enable safe access for all modes and users (*2020 Comprehensive plan, ITP, Community Streets Plan, bicycle improvement plan, Northern South Park Neighborhood Plan*).

3. Plans

3.1. 2020 Jackson/Teton County Comprehensive Plan

Year Updated: 2020 (initially adopted in 2012)

Lead Agency: Teton County and Town of Jackson

Plan Description: The Plan, updated in 2020, is founded on three Common Values of Ecosystem Stewardship, Growth Management, and Quality of Life. The Plan aims to preserve and protect habitats and open spaces by directing growth out of “Rural Areas” and into “Complete Neighborhoods” of existing development, infrastructure, and services and to provide housing and services affordable to the residents. In the Plan, transportation issues largely fall under quality of life which means local housing options and economic growth across all income levels, mobility options beyond the single-occupancy vehicle, and quality service provision. The transportation vision aims to create a multimodal transportation system by enhancing the current automobile-oriented system to include a network of complete streets, transit, and pathways system and ensuring that all users of the public right-of-way can travel in a safe and efficient manner.

Relevant Recommendations:

- **Multi-modal transportation & Complete Streets**
 - Add capacity for walking, biking, carpooling, and riding START and prioritizing their movement through intersections (*Policy 7.1.a*).
 - Develop and carry out a comprehensive sidewalk improvement program for the Town of Jackson, appropriate County Roads, and Teton Village streets (*Strategy 7.1.S.8*).

- Develop a Community Streets Plan that acts as a guide for the process of developing and retrofitting the street network within the Town of Jackson (*Strategy 7.1.S.9*).
 - Support the year-round use of pedestrian infrastructure through regular maintenance, including winter clearing of trails and pathways (*Strategy 7.1.S.10*).
- Develop Complete Streets and context-sensitive roadway design standards that support a mode shift away from the single occupancy vehicle (*Policy 7.1.b*).
- Promote the development of vibrant mixed-use areas that support walking, biking, and transit (*Policy 4.2.b, 4.2.c, 4.3.a and 4.3.b*).
- Identify opportunities for connections between various transportation modes to make walking, biking, carpooling, and transit the quickest way to move around (*Policy 7.1.c*).
- An interconnected and redundant network is critical for a safe, efficient, and complete transportation system (*Policy 7.1.d*).
- To meet future transportation demands beyond single occupancy vehicles, adopt Complete Streets and/or context-sensitive policies and updated road design standards for all roadways and incorporate into all WYDOT roadways within the community (*Strategy 7.1.S.2 and 7.1.S.3*).
- Performance measures set the goal of having walk/bike mode shares greater than or equal to 20% in 2035. The walk/bike mode share in 2019 was 21.8% (*pg. AV-8*).
- Teton County recognizes that traditional measures of highway congestion, such as “Level of Service” as defined by AASHTO do not match the community’s definition of transportation efficiency. (*Policy 7.2.b*).
- **Innovation**
 - Accommodate new changes in transportation technology (*Policy 7.1.c*).
 - The community has discussed rural high occupancy vehicle solutions, gondolas, and tunnels. There is also a need to explore emerging technology like autonomous vehicles, shared vehicles, and micro-transit. (*Policy 7.2.c*).
- **Wildlife**
 - New transportation network projects and enhancements to existing transportation system should be designed to avoid or mitigate impacts to wildlife, natural and scenic resources. Specifically, improvements should implement the Wildlife Crossings Master Plan adopted in 2018 (*Policy 7.2.d and Strategy 7.2.S.3*).
 - The number of wildlife collisions have consistently increased since 2007. The goal is to keep the collisions less than 206, the number of wildlife collisions in 2012 (*pg. AV-8*).
- **General**
 - Development decisions will be made with consideration of both land use and transportation impacts (*Policy 7.3.e*).
 - Implementation of the Integrated Transportation Plan (*Policy 7.3.a*) and cooperation with WYDOT, Federal Highway Administration (FHWA), and public land managers (*Policy 7.3.b*) is essential to realize transportation goals.
 - The TAC, partner agencies, and nonprofits should complete an updated Travel Study approximately every 5 years to assist in the evaluation of the transportation indicators (*Strategy 7.3.S.3*).
- **Character Districts**
 - The community’s private lands are divided into 15 Character Districts and each Character District is classified as either a Rural Area focused on ecosystem stewardship, or a Complete Neighborhood focused on enhancing Quality of Life. Within the Subareas, Stable and Transitional Subareas are the most suitable locations for people to live, work, and play.
 - Character Defining Features in the subareas are conceptual but provide the highest level of site-specific detail.
 - The Town is the central Complete Neighborhood in Teton county and is not identified by one character but rather the individual subareas with different characters contribute to the overall Complete Neighborhood.

- The non-residential subareas should be developed or redeveloped into mixed use pedestrian spaces with an aim to increase walking, biking, carpooling, and riding transit (*Chapter 4*).
- Provides guidelines on parking, boardwalks, and complete street amenities for each subarea.

3.2. Integrated Transportation Plan (ITP)

Year Updated: 2020 (Initially adopted in 2015)

Lead Agency: Teton County and Town of Jackson

Plan Description: The ITP is designed to guide the Town and County in a manner consistent with the regional Comprehensive Plan and to be prepared for considerable uncertainty in long term travel trends and the possibility of continued growth in traffic as well as periods of comparatively flat or even declining traffic. The ITP aims to increase transit use, walking, and biking to create a significant change in trajectory from the Baseline Scenario. The Plan Scenario is a quantitative and qualitative description of the intended transportation program direction and outcomes and not driven by traffic forecasts, predictions of travel behavior, or demand trends. The plan will be implemented over a twenty-year period and includes immediate actions, high priority actions to be implemented by 2024, and a benchmarking system to guide long range actions through 2035.

Public Engagement: Structured interviews were conducted with community leaders when the plan was initially developed in 2015. Interviewees brought up the importance of wildlife in the region and a need for improved wildlife crossing was frequently mentioned, particularly on the Moose - Wilson Road. Regarding transit, several interviewees mentioned fixed route, scheduled service in the town, and between South Park subdivisions and town. “Missing link” road and street projects highlighted include Tribal Trails Connector (direct link between South Park and WY 22), Spring Gulch Road (as a bypass route to town), Maple Way – Snow King transition, a connection from Perry Street to Millward Avenue, and a realignment of Budge Drive.

Relevant Discussions and Recommendations:

Transit

- A goal of doubling ridership by 2035.
- Southern Teton Area Rapid Transit (START) structure includes Commuter Routes (connecting people who work in Jackson but live in other areas), Corridor Routes (medium distance routes along high travel corridors), and Circulator routes (short distance routes with frequent stops).
- Monitor demand for park ‘n ride facilities.
- Implementation of BRT service between Jackson and Teton Village is one the highest priorities in this ITP. Recommends incorporating BRT design elements (intersection queue jumps, bus/ HOV lanes, etc.) into design and construction of the Major Capital Projects.
- START Strategic Transit Plan (discussed later in this review) included transit facility improvements and service improvements for 2020-2025.
- Improve first and last mile connections to increase transit ridership.

Active Transportation

- Major focus is to improve local connectivity for biking network and continue to expand and improve the regions highly successful pathways network.
- Another focus area is to improve “walkability” of Town and the rural villages and neighborhoods, particularly addressing real and perceived lack of safety and convenience that discourages walking for ordinary utilitarian purposes (school, to the grocery, or to work).
- Update list of five-year capital investment projects in the 2007 Pathways Plan.
- Places a high priority to ensure universal accessibility. Also considers working with private property owners to develop solution for improving accessibility.



MEMORANDUM

- Increased winter maintenance in corridors with bus stops served by START, sidewalks near K-12 schools, and sidewalks within the lodging overlay district.

TDM

- ITP categorizes four ‘TDM Travel markets’: Commuters (employer-based strategies), New development (trip reduction requirements), Residents (school trips), and Visitors (vacation travel).
- Strategies vary for each travel market. For residents, this includes traffic safety education and bicycle test for elementary school-aged students and other encouragement to promote active transportation in schools.
- For visitors, TDM strategies include providing real-time traffic information and disseminating information about various travel options.
- For new developments, commercial and institutional developments above a certain size will be subject to TDM regulations and will be tailored to specific development types in return for reduced parking requirements.
 - Some mandatory TDM programs include 100% transit subsidy, qualified Transportation Fringe Benefits, and ridesharing.
- Additional TDM measures include expanding the scope of the “START Bike” program, providing short-term car rentals, managing construction traffic, developing an easy-to-use trip planning application, and management of parking supply and utilization.
- Transportation indicators considered in the plan include Annual Vehicle Miles Traveled in Jackson Hole, Travel Time Differential - Bus/SOV, and Annual Wildlife-Vehicle Collisions.

Accessibility

- Addressed accessibility as a high priority and identified ADA standards and PROWAG.

Major Capital Projects

- See Table 5-1. Major Capital Project Groups in page 28 and the following sections in the ITP.
- Capital projects will consider safety, convenience, and efficient circulation of all modes through the project area.
- Transportation capital project investment priorities will be guided by the following six capital investment principles: Network approach, interagency coordination, multimodal function, strategic timing, project development, and level of service.

3.3. Teton Mobility Project / Pathways Master Plan Addendum

Year Updated: 2020

Lead: Teton County, Town of Jackson, and Friends of Pathways

Plan Description: The Pathways Master Plan was initially adopted in 2007 and the 2020 addendum aims to address the changing infrastructure needs of the region. Establishes policy and focus areas for development and maintenance of facilities.

Public Engagement (Addendum): Due to COVID-19 limitations, public engagement was done only using an interactive web map where residents and visitors could provide feedback on the existing pathway network and propose routes for future development.

- The **top three themes** of comments included new safe connections to neighborhoods, upgrade existing pathways and bike lanes for safety, comfort, or to reduce user conflict, and new recreational routes, including pathways, county roads, and recreational trails.
- **Top public desires:** A pathway along Spring Gulch Road, pathway maintenance on South Park Loop, appreciation for bollards on Snow King Avenue bike lanes, and improvements to the transition between the Town of Jackson and the North 89 Pathway.
- **Top public concerns:** Y-Intersection (US 89/191 and WY 22), use /capacity on the existing sections of the Garaman Pathway, and concerns related to speed of electric assist bicycles.

Relevant Discussions and Recommendations:

2007 Plan:

- Proposes Complete Streets and Pathways policy addressing standards for design, construction, and maintenance of facilities.
- Establishes typical section for shared-use paths and design for general amenities such as fencing and signage (Pg 55-57).
- Directs designers to State and national guidelines including:
 - AASHTO Guidelines (Development of bicycle and pedestrian facilities).
 - Manual of Uniform Traffic Control Devices.
 - Wyoming Department of Transportation Road Design Manual and Bicycle and Pedestrian Plan.
 - Natural Resource Design Guidelines.
- Identifies improvements to be completed during maintenance such as ADA enhancements and signage / striping / amenities.

Addendum:

- Guiding principles in network analysis for improving safety included limiting mode-conflict, separating pathway and bikeway users, clear delineation of conflict points at intersections and crossings, adequate lighting, and maintenance.
- Within the pathway network analysis, the project team developed guiding network principles adapted from internationally recognized best practices balanced with the specific needs and constraints faced in Teton County and the Town of Jackson.
 - These principles include safety, directness, coherence and accessibility, attractiveness, and comfort.
- A project prioritization list was created using a two-stage process, first conducting a High-Performance Criteria Analysis based on network principles and public feedback, followed by a Quadrant Analysis Matrix to assess feasibility and strategic impact of higher scoring projects.
- Strategic Network Plan identified a top 50 efforts to be pursued by the Town of Jackson or Teton County.
- An implementation plan is provided to serve as a guide for Town and County staff to pursue the recommended projects in the Strategic Network Plan.

3.4. 2022-2027 Teton County Sustainable Destination Management Plan (SDMP)

Year Adopted: 2022

Lead: Jackson Hole Travel and Tourism Board

Plan Description: The SDMP examines the positive and negative impacts of tourism in the region and uses intentional design to plan for sustainable tourism that supports benefits and reduces or eliminates negative impacts. It presents a five-year strategic framework for sustainable tourism in the County. SDMP includes the planning, development, marketing, and monitoring of a destination as well as how it is managed physically, operationally, and financially.

Public Engagement: A wide range of groups and stakeholders were involved in the process, including local and state government, public land managers, elected officials, business community, residents, immigrant communities, and the civic sector. In the [Resident Sentiment Towards Tourism Survey](#) conducted during the process, over 90% of respondents said summer crowding impacts their quality of life and want less tourism during the summer months. Almost all (98%) felt that tourism contributes to traffic congestion in the County.

Relevant Discussions and Recommendations:

- There is a need for expanded incentives and public transportation options for visitors, residents, and commuters to reduce traffic congestion.
- Increased traffic has a negative impact on both resident quality of life and visitor quality of experience, sometimes doubling drive times along commuter corridors.

- Difficult to understand, predict, or manage tourism impacts, visitor impressions, or resident sentiments.
- Excessive commutes to Teton County, Wyoming, from North Lincoln County and Idaho impact residents' quality of life and increases costs.
- Teton County is the wealthiest county in the United States on a per capita basis, yet has the greatest income disparity; most of the county's wealth is held by a few people and generated by workers outside the county.
- SDMP Stewardship Goal 5 is Transportation and Mobility - Advocate for and support transit and mobility solutions. Key performance indicators drawn into SDMP from ITP include reduction of per capita Vehicle Mile Travelled, increased START transit ridership and Active Transportation Mode Share ($\geq 18\%$ by 2024 & $\geq 20\%$ by 2035), and reduced commuter times and visual impacts of vehicle traffic.
- Goal 5 initiatives:
 - Draw on the operations of the existing Stilson Lot (Village Road Transit Center) and planned improvements to inform the development of additional transit centers/mobility hubs. Securing critical central locations for future mobility hubs will pose a challenge.
 - Build off of the initial START Bus app to add in features for more extensive trip planning.
 - Support evaluation and potential resourcing of public transit to the airport, Grand Teton National Park, and key attractions.
- Goal 6: Reduce climate risks and enhance destination resilience focusses on emission reduction across all sectors including transportation and the development of education programs to promote less emissions-intensive transportation behavior.

3.5. START Routing Plan 2020-2025

Year Adopted: 2020

Lead: Town of Jackson

Plan Description: The plan determines how START's routes can operate more effectively with maximum service effectiveness and aims to improve ridership, make transit more competitive with driving, and maximize existing resources. It considers routing options, service delivery modes, and supporting infrastructure, among others.

Public Engagement: Public involvement effort engaged with key partners, stakeholders, and constituents through surveys, open house, interviews, and workshop. Some key discussions included:

- What is the real potential for service to the airport?
- Unserved/underserved areas to consider are the airport area, Grand Teton National Park, Moose, Wilson, Rafter J Ranch, South Park, and the new Munger Mountain elementary school.
- Alternative 1A with micro transit for East Jackson was favored over Alternative 1B by most attendees. The positive elements in the alternative included a new route south of Jackson, increased commuter service, and express service to Teton Village. Some concerns with the alternative included removing a commuter stop in Jackson, eliminating the red line and questions about how micro transit will work.
- Public comments were also addressed in the final route plan recommendations.

Relevant Discussions and Recommendations:

- START provides three service types (commuter, corridor, and circulator) based on the operating structure, fare type, and markets being served.
- The plan builds on the ITP and includes 8 of the 16 actions notes in the ITP including evaluating demand for park-n-ride facilities and implementing express route to Teton village in the winter.
- The final route plan consists of:
 - More direct Town Shuttles with increased frequency.
 - Simplified Teton Village routes, along with a new high frequency express route and a route version from Smiths, and increased year-round frequency.

- New connectivity to areas south of Jackson (Melody Ranch, Rafter J Ranch) via a new fixed route
- Micro transit serving East Jackson.
- In the final route service plan, the two existing town shuttle routes are combined into a single more streamlined route on a 20-minute frequency.
- The final route plan has four different variations of service to Teton Village that vary in route structure, seasonality of service, operating hours, and frequency of service.
- STAR Valley and Teton Valley commute remains largely the same.
- For the timing and phasing of the project, implementing all route and service changes at once with 1-2 years of pre-planning was recommended.
- New micro transit service area is designed to serve east Jackson, the new downtown transfer point, Snow King, town square area (including visitor center and hotels in north Jackson), and St. John's Hospital.
- The recommended location of a downtown transit hub is one full block of Pearl Ave. between Millward St. and Glenwood St., as well as the block face on Millward St. that is directly across from the downtown parking garage.
- Incorporating park-n-ride improvements to the Stilson Transit Center and parking would also be beneficial.
- Provides general direction on routing and improvements to aid stop locations and transit but provides no evident construction standards.

3.6. Teton County Title 8 Pathways

Year Adopted: 2019

Lead: Teton County

Description: Establishes usage regulations for electric bicycles, motor vehicles, motorized toy scooters and skateboards and their enforcement

Relevant Discussions and Recommendations:

- Defines "Electric Bicycle" to mean a bicycle equipped with fully operable pedals and an electric motor of less than 750 watts and distinguishes them as Class 1, Class 2, and Class 3.
- Class 1, Class 2, and Class 3 electric bicycles may be used on all pathways owned and maintained by Teton County in the unincorporated areas of Teton County, with the exception of the North 89 Hwy pathway along the Elk Refuge.
- Motorized toy scooters and skateboards designed for children are allowed on pathways owned and/or maintained by Teton County in the unincorporated areas of Teton County but may only be ridden by children 14 years old and younger.
- All motor vehicles as defined by Wyo. Stat. §31-1-101(a)(xv) are prohibited on all pathways owned and/or maintained by Teton County in the unincorporated areas of Teton County, with the exception of Class 1, Class 2, and Class 3 electric bicycles.

3.7. Wildlife Crossing Master Plan

Year Adopted: 2018

Lead: Teton County

Plan Description: The Plan provides a comprehensive assessment of wildlife-vehicle collision mitigation opportunities in the region using best practices and literature studies, in addition to local community knowledge.

Relevant Discussions and Recommendations:

- Focuses on human safety (wildlife vehicle collisions), biological conservation and cost-benefit analyses of mitigation measures.

- Short-term mitigation efforts such as enhanced wildlife advisory signs, speed limit radar feedback units, lighting, and speed limit reductions that will be supported by future long-term crossing mitigation measures.
- Ranks wildlife crossing locations into three categories: highest priority, medium priority, and lowest priority. Also includes sites where priority has yet to be determined.
- Some high-level information on fencing, crossings, and multiple use structures but no evident construction standards.

3.8. Town of Jackson Community Streets Plan

Year Adopted: 2015

Lead: Town of Jackson

Plan Description: The plan builds upon the Jackson/Teton County Comprehensive Plan and Integrated Transportation Plan. The Community Streets Plan includes a toolkit of multimodal design treatments for each street in Jackson and an action plan for upgrading the Town's Street network. It will serve as the design guide for improving local connectivity and making pedestrian and bicycle infrastructure improvements in Jackson. It incorporates national best practices for street design into the existing planning structure of the Town of Jackson and expands on the existing Town of Jackson Street Cross-Sections Guide. It provides a community streets action plan for 2015-2029.

Public Engagement: The plan reflects the community input gathered during a June 2014 public workshop that was conducted as part of the Jackson/Teton County ITP. Pressing needs identified by the community include missing links in pedestrian and bicycle network, intersection safety, Safe Routes to School, and accommodation in all seasons.

Relevant Discussions and Recommendations:

- Using this manual, travelway needs for accommodating individual modal networks and Neighborhood Form, or urban development pattern, desired along a given corridor should be determined. Further, specific treatments suitable for the corridor should be selected.
- Travel way design considerations include studying if the corridor is a school bus or START bus route, important for truck circulation and/or used primarily for local traffic. It also considers if the corridor identified as an on-street bike route in the Jackson Pathways Master Plan and if the level of motor vehicle traffic impact pedestrian comfort.
- Three network maps:
 - Motor Vehicle Network shows highways, BT Street (bus/truck) routes, Local Streets, START Transit Stop and school bus stops. Conceptual future expansions are also shown.
 - Bikeway/Pathway System shows various existing and proposed biking facilities to create a seamlessly interconnected segments of off-road pathways and on-street bikeways. The recommended network is based upon the 2007 Pathways Master Plan and 2013 Town of Jackson Bicycle Improvement Plan.
 - Sidewalk and Pedestrian Network shows existing and proposed sidewalks, boardwalks, pathways, and low-volume shared-use streets. Proposals shown include pedestrian links along key streets identified as Enhanced Pedestrian Corridors within the Comprehensive Plan.
- Fifteen high-level planning areas within Teton County that share similar characteristics are classified as Character Districts in the Comprehensive Plan. The Town of Jackson includes Character Districts #1-6.
- A general classification of Character Districts, with a focus on enhancing quality of life are called "Complete Neighborhoods. Districts #1-6 within the Town of Jackson are all either existing Complete Neighborhoods or are in close proximity to neighborhood services and amenities.
- Each Subarea within the Character District can have varied Neighborhood Forms that will inform parking and traffic calming recommendations. Recommendations for the furnishings zone treatment shall be determined by ground-floor building uses; and design treatments for the pedestrian travel way and snow removal shall be determined by a combination of Character District and Neighbourhood Form.
- Toolkit Part 1

- 'Designing for Vehicles provides planning and design guidance following the assumption that all will be designed for maximum 25 mph travel based on three types of streets: State Highways, Local Streets, and designated Bus and Truck Streets. This includes guidance on curb radii, curb extensions, bus stops, snow removal and storage, and neighborhood traffic calming.
 - Establishes intersection design and parking lane widths.
- Toolkit Part 2
 - Designing for Pedestrians provides context specific (based on Character Districts) guidelines for designing for pedestrians within various character districts.
 - Includes guidance/standards for furnishing zones, the pedestrian travelway, sidewalk and boardwalks, transit standards and amenities, curb ramps, crosswalks, crosswalk treatments, and frontage zones.
 - Cites ADA and PROWAG.
- Toolkit Part 3
 - Designing for Bicyclists provides planning and design guidance based on the needs for three users: Advanced Bicyclists, Basic Bicyclists, and Child Bicyclists.
 - Includes guidance for shared streets as bike routes, bicycle lanes, enhanced bike pavement markings, protected bicycle lanes, shared-use paths, and bicycle parking.
- Specific street cross-sections, design treatments for each mode, and neighborhood character considerations shall be evaluated and selected on a corridor-by-corridor basis.
- An implementation plan for 2015-2029 is presented with priority action items that are separated into five groups: Road Corridor Enhancements, Internal Connectivity Project, BT Street Sidewalks Improvements, Enhanced Maintenance of Bike Lane Corridors, and Primary Cross-Town Bike/Walk Corridors.

Regulations/Standards:

- All pages of toolkits are highly applicable to review of construction standards.
- Establishes travel way design consideration based on uses and volume including recommendations on lane sizing for buses, implementation of bike treatments, and pedestrian accommodations (Pg 8-9).
- Recommends pedestrian travelway, parking accommodations, traffic calming, and snow removal policies based on neighborhood form.
- Establishes street cross sections based on available Right of Way – 50' and 60' (Pg 19 – 20).

Priority Action Items:

- South Cache Street was reconstructed in 2014 to add sidewalks and pedestrian amenities, and other corridors have received funding for preliminary streetscape design work.
- ITP specifically mentioned connectivity along Snow King Avenue/Maple Way within the Town of Jackson. This identified ITP Capital Project is scheduled for construction by 2024.
- See Community Streets Implementation Priorities Map in *p.60-p.62* for further details.

3.9. Town of Jackson Bicycle Improvement Plan

Year Adopted: 2013

Lead: Town of Jackson and Friends of Pathways

Plan Description: The Plan builds on the 2007 Pathways Master Plan and guides the development of rapid and substantial improvements for bicycling, particularly the on-street bikeway network, in the Town of Jackson with the goal of achieving a connected network that is safe and effective for all users and most bicyclists. While the Bicycle Improvement Plan does contain limited recommendations for in-town pathways, it does not examine pathway expansion.

Public Engagement: Public engagement seems to be limited in this plan, with meetings to review the 2007 Pathways Master Plan "Complete Street" routes and additional route recommendations provided by Friends of Pathways Staff.

Relevant Discussions and Recommendations:

- Jackson has a shoulder bikeway on High School Road, Highway 22, and a marginal shoulder on South Park Loop Road. No additional shoulder bikeways are recommended.
- Jackson streets are generally narrow enough that providing buffered bike lanes within existing streets will be difficult and typically would require elimination of parking on at least one side, if not both sides of the road.
- One-way raised cycle tracks are planned for Broadway between the 'Y' and the Flat Creek Bridge.
- Through fieldwork, discussions, and analysis, several factors relevant to Jackson were identified that were major considerations when refining the general bikeway corridors into specific facility recommendations. The factors include motor vehicle speed and volume, presence of heavy vehicles/trucks, presence of bus routes, street width, street classification, and presence and type of parking were important considerations.
- Considering existing conditions, traffic volumes, points of interest, and START bus routes, bikeways were recommended (*see Map 5: Recommended Bikeways, page 35*).
- The majority of the bikeway projects identified can be implemented with minimal design and require signing and marking only.
- Implementation was split into two phases:
 - *Phase 1, Summer of 2013, \$64,480*: Focused on the bikeway connection between the Garaman pathway and the North 89 Path. Two north-south routes are included following Millward Street and Willow Street.
 - *Phase 2, Spring of 2014, \$21,193*: Focused on expanding the Town's bikeway network along Hansen Avenue, Snow King/Cache Creek Drive, and East Broadway.
- Plan discusses features of wayfinding program for Jackson's bikeway and pathway network and includes strategies for regular maintenance of the on-street bikeway network.
- Pedestrian facilities and streetscape projects are also identified and recommended to help achieve more complete streets.
- Wayfinding sign concepts were developed and discussed through the development of this Plan. A type of MUTCD-inspired sign was chosen for as a confirmation sign along bike facilities, which could be used anywhere in Teton County on other bikeways and pathways as well.
- Establishes facility type recommendations with generic application information but not to the level of construction standards – Shoulder bikeways (Pg. 19), bike lanes (Pg. 20), cycle track (Pg. 21), bike routes (Pg. 22) and bike boulevard (Pg. 23)
- Establishes typical cross-section for treatments and wayfinding signage treatments.

3.10. Downtown Parking and Mobility Management Plan

Year Adopted: 2019

Lead Agency: Town of Jackson

Plan Description: The plan aims to serve as a roadmap for the development of a comprehensive and strategic approach to parking and mobility management in Jackson. This "Phase II" study focused on developing a downtown parking management plan, follows a 'Phase I' study in 2017 that focused on the areas outside of Downtown Jackson. The plan aimed to position parking as a contributor to the vitality of Downtown and use parking management within the larger mobility management context to promote a balanced system of parking and multi-modal transportation alternatives.

Public Engagement: The plan development included significant community outreach and the top priorities expressed consistently were the need to address downtown employee parking, manage parking based on time stays and desire to improve the downtown pedestrian environment. "Big picture" themes included strategies that preserve Jackson's character, a consistent, integrated approach to parking management, and straightforward signage and wayfinding.

Relevant Discussions and Recommendations:

- The existing conditions report notes that during the weekday peak period from 12:00 PM to 2:00 PM, 32 block faces in Downtown are at least 85% occupied, indicating that visitors and customers, particularly those unfamiliar with Jackson, may need to search across several blocks for parking.
- Short-Term Action Items (0-2 Years) included adding on-street ADA stalls and bicycle parking in downtown that will increase the availability and visibility of Bicycle parking in downtown.
- Medium Term Action Items (2-5 Years) included to engage with providers of shared mobility solutions when those options are considered. It also recommended implementing a Parking Benefits District with the intention of creating transparency in dedicated revenues for pedestrian, bicycle, transit, and parking improvement project.
- Long Term Action Items proposed the implementation of High-Frequency Downtown Trolley Service or small circulator transit service that serves key Downtown destinations and outlying parking lots with less than 15-minute headways all day. This would support the “pedestrian first” concept from the Integrated Transportation Plan but will be dependent of funding availability.
- The Plan initiated annual data collection program to monitor performance.
- The TDM program in this plan largely focused on mitigating peak season parking demand and traffic congestion during the summer. Potential target for achieving a 35% mode split target is 40% by transit (including park-and-ride trips), 10% by bicycle, 10% by carpool, and 5% walk.

3.11. Wilson Multimodal Transportation Plan

Year Adopted: 2022

Lead: Teton County, WYDOT, and FHWA

Plan Description: The plan has a vision for safe and efficient transportation network that includes an improved multimodal main street corridor along with enhanced local streets and pathway connections that provide access for all modes of travel. The Plan established conceptual approach to the redevelopment of the downtown corridor, providing pedestrian connectivity enhancements.

Public Engagement: Included a multi-step public engagement process that included community members, Teton County, the Wyoming Department of Transportation, and other partners. Engagement included developing priority goals, identifying opportunities and constraints, and designing your own street cross-section. Recommendations were informed both by quantitative findings and a qualitative understanding of the corridor.

Relevant Discussions and Recommendations:

- Establish design approach for Wilson commercial core. Provided typical sections and treatments.
- Preferred Concept (Pg 48 – 61) is intended to serve as the long-term blueprint for the corridor and in some cases, future study is required to assess specific solutions. Includes cross sections for Main Street (Pg 52-55) and typical Sections (Pg 58-59).

3.12. Northern South Park Neighborhood Plan

Year Adopted: 2022

Lead: Teton County and Town of Jackson

Plan Description: This plan details the preferred development vision for Northern South Park (NSP) (Sub-Area 5.6). It seeks to strike a balance between community's vision for development with challenging development conditions and landowner goals in a way that is attractive to existing development entitlements and feasible for private development. This is a visionary and conceptual document to provide details to inform new Land Development Regulations and zoning that will guide development, and to evaluate future development proposals relative to the plan vision.

Public Engagement: Community engagement was integral to the development of the plan, largely using online tools to solicit feedback and share information. It included stakeholder interviews with subject experts, community survey on big ideas, community visioning workshop, and Spanish language workshop for plan alternatives, among others. Some key topics that came up in the engagement include:

- Site permeability to enable wildlife movement.
- Connect to existing pathways, schools, parks, and shopping areas.
- Year-round multi-modal transportation options.
- Develop a variety of deed-restricted and market rate housing types.

Relevant Discussions and Recommendations:

- NSP should be integrated into existing West Jackson neighborhoods through connections to area roadways and pathways via a network of multi-modal streets.
- The plan does not provide a detailed site plan but provides detailed development criteria in the form of "checklists" at the end of each section in the Plan Vision. The Plan Vision is categorized into the following categories:
 - *Housing Vision:* Maintain at least 65% of Teton County's workforce living locally, establishing Land Development Regulations incentivizing development to allocate 'restricted' and Affordable housing and provide a variety of housing types suitable for different lifestyles and incomes.
 - *Open Space Vision:* Connect NSP with the Jackson Hole Community Pathways System. The connectivity vision for NSP provides direct connections to the pathway system via Paul Merritt Pathway, Russ Garaman Pathway, and South Park Loop trail.
 - *Mobility, Connectivity + Infrastructure Vision:*
 - Objectives include direct connections to High School Road and South Park Loop Road.
 - All streets should be Complete Streets and internal pathways connect to and complement the community pathway network.
 - Fixed route START bus service should be provided along High School Road.
 - Traffic calming strategies such as narrow travel lanes, curb extensions at intersections and crosswalks (pinch points), on-street parking, and street trees and parkways.
 - The street network supports frequent intersections and provides a variety of different routes.
 - Connections through larger development blocks are provided by non-vehicular trails and pathways.
 - In street design, pedestrian facilities are included on both sides of streets and feature low-impact stormwater infrastructure to filter contaminants and allow water to infiltrate into the soil. Street cross section graphics that demonstrate street designs fulfill multi-modal connectivity objectives are included.
 - Based on travel modelling, Off-Site Infrastructure Projects were recommended including Roundabout at intersection of High School Rd. and South Park Loop Rd and Pathway on east side of South Park Loop Rd.

- Provides street cross section options that fulfill multi-modal connectivity objectives including for Bus/Truck Streets with and without parking, Walkable Neighborhood Streets, Walkable Neighborhood Roads, and alleys (Page 23-26).
- *Neighborhood Design Vision*: Residential development in Northern South Park should be anchored by Neighborhood Center to create walkable neighborhoods and provide access to the community pathway network be located near to existing START transit services.
 - The vision creates distinct neighborhood environments using character areas that promote mixed-use, mixed density and promote human scale developments.
 - Includes frontage types that will promote a high-quality, pedestrian-oriented public realm for each building entrance facing the right-of-way and/or open space.
- *Character Areas*: Discusses three-character areas within NSP with different density and building sizes.
- *Wildlife permeability*: Limited human access, less intense development, and riparian buffer zone on the southern edge of the NSP.
- Implementation:
 - Potential East-West Connector between South Park Loop Road and S. Highway 89 as an important component
 - Develop a traffic management plan for High School Road

3.13. Teton County Fire Protection Resolution

Year Adopted: 2021

Lead: Teton County

Plan Description: This resolution is based on the International Fire Code and other national fire protection standards. The Resolution aims to ensure adequate fire protection measures in all residential and commercial subdivisions and planned unit developments. This includes fire department access design, fire lane design, year-round water supply, sprinkler provisions, plan review submittal, and fire-resistant roof coverings and building materials.

Relevant Discussions and Recommendations:

- The resolutions provide design requirements for driveways, roads, fire lanes, bridges, or any other means of providing fire apparatus access from a fire station to a structure.
- Fire Apparatus Access Design:
 - Minimum turn radius shall be 50 feet on center line.
 - The minimum road width for fire apparatus access roads serving more than two dwelling units shall be 20 feet.
 - Maximum permitted grade (2.1.4).
- The resolution provides requirements for different residential and commercial subdivisions and developments to ensure a year-round water source for firefighting purposes.
- Turnarounds / turnouts requirements (2.1.9.2 and 2.1.9.3).
- Bridge width shall not be less than 14' and be engineered to support the largest fire apparatus.
- Fire lanes shall be not less than 20 feet in width.

3.14. Teton County Land Development Regulations (LDRs)

Plan Description:

LDRs are in accordance with the Jackson/Teton County Comprehensive Plan. Their purpose is to implement the Jackson/Teton County Comprehensive Plan and promote the health, safety, and general welfare of the present and future inhabitants of the community.

Relevant Discussions and Recommendations:

Development Standards

- Includes zone-specific standards and standards applicable to all zones.
- Site and structure development standards largely pertain to interior development options but has isolated crossover with frontage and access requirements, and interplays with Town Design Guidelines.
- Parking and access locations are established individually by Zone. See use standards for additional detail on development expectations.

Complete Neighborhood Zones

- Provides additional flexibility to promote pedestrian access and encourage connectivity to promote continuity with Comprehensive Plan.
- Wilson Commercial Zone (WC) has bicycle parking requirements.

Rural Area Zones

- Intended to preserve wildlife habitat, habitat connections, scenic vistas, and undeveloped open spaces to the extent possible.

Physical Development Standards

- Mostly geared toward private development and associated impacts. Little is directly applicable to connectivity and accessibility.
 - Landscaping requirements - allowance for bike racks & benches for substitution
 - Sign standards, Div 5.6
 - All signs in public right of way must be approved.
 - Master signage plan.
 - Grading and Erosion Control, Div 5.7
 - Stormwater management, general grading, retaining walls, slope stability.

Use Standards

- Parking and Loading standards (Div 6.2, 6-68): Required parking by use, disability parking requirements and bicycle parking requirements.
- Provides design standards for parking (Div 6.2.5, 6-74 to 78).

Div. 7.6. Transportation Facility Standards

- Access: Direct vehicular access to collector and arterial roads shall be limited to ensure that the congestion created by turning movements is reduced to a minimum.
- Planning and design standards for the different road type classification (Refer table in Page 7-42)
- Where standards are not specified, the current AASHTO shall be followed.
- Standards for roadways within 1 mile of Jackson shall abide by town standards.

3.15. Town of Jackson Land Development Regulation (LDR)

Year Adopted: 2014

Lead: Town of Jackson

Plan Description: The LDRs are in accordance with the Jackson/Teton County Comprehensive Plan. Their purpose is to implement the Jackson/Teton County Comprehensive Plan and promote the health, safety, and general welfare of the present and future inhabitants of the community to ensure a healthy environment, community, and economy for current and future generations.

Relevant Discussions and Recommendations:

- Establishes formal allowances and requirements to pedestrian frontages and landscaping standards.
- Establishes standards for driveway widths, curb cuts, and access points.
- **Pedestrian Frontage:** Establishes standards for spaces between the curb and the building standards and varies by each character zones and office/commercial zones (Section 2.2.10. through Section 2.2.17). Standards include clear sidewalk width, clear height, and floor surface.
- Establishes standards for trees in grates and parking standards by zone.
- **Planned resort Zones (Div. 4.3):**
 - Provide for and guide the creation or continuation of planned development configured around a major recreational activity.
 - Planned Resort master plan should contain a traffic impact analysis and transportation demand management plan that promote multimodal forms of transportation.
- **Parking (Div. 6.2):**
 - Specifies parking by use, including disability parking requirements, bicycle parking for non-residential uses and Electric Vehicle Supply Equipment.
 - Ordinance 1369 establishes updated Bicycle parking standards and Ordinance 1368 establishes updated Bicycle parking requirements including Calculation and Fee in lieu. Ordinances approved in February 2024.
- **Transportation Facility Standards (Division 7.6.):**
 - The standards for right-of-way and street design are to be used in the design and construction of all new streets, and as guides in the improvement of the existing street system (7.6.3).
 - Design for Relatively Low Volume. And Design to Discourage Excessive Speed.
 - Minimize Conflicts. Pedestrian-vehicular conflict points shall be minimized.
 - Minimum ROW widths-based on design speed and capacity average daily traffic and street type (See table in 7.6.3.G).
 - Pavement width (7.6.3.H): Alley (20'), Off-street pedestrian ways (5'), turning, Accel and Decel (10') and bike pathways (8') and combined pathways (10').
 - A parking lane is required on each side of the travel way on collector and local streets.
 - Minimum Curve Radius and Tangent Lengths (See table in 7.6.3.J).

3.16. Town of Jackson Utility standards

Year Adopted: 2012

Lead: Town of Jackson

Plan Description: The utility standards are intended as guidelines for designers and developers in preparing their plans for Town review and approval. They are intended to supplement and augment the latest edition to the Wyoming Public Works Standard Specifications (WPWSS). The standards shall apply to all improvements within the public right-of-way and/or public easements and improvements intended for ownership, operation, and maintenance by the Town, among others.

Relevant Discussions and Recommendations:

- **Construction standards**
Establishes standard construction details for elements located within the public right of way.
 - **ST-101 Street Intersection:** Identifies striping and conformance of ramps with ADA standards.
 - **ST-105 Signage Placement:** Identifies clear zone and min vertical clearance in relation to sidewalk.
 - **ST-111 Boardwalk standards:** Boardwalks, particularly when intersecting with curbs and concrete ramps present unique issues for ADA and Maintenance.
 - **ST-112 Pedestrian Ramps:** Provides general approach but does not address non-standard applications. Lacks new options such as blended transitions.
 - **ST-113 Driveway Curb Cuts:** For both 4' and 5' sidewalk widths and curb cuts shall adhere to ADA standards.
 - **ST-128 Sidewalk Corridor:** Identifies minimum width of 5' and requires ADA conformance.

VISION ZERO POLICY - DRAFT RESOLUTION

The establishment of a Vision Zero policy to eliminate traffic deaths and serious injuries in Teton County by 2040, along with a commitment to advancing bicycle, pedestrian, and public transportation mobility improvements in pursuit of this policy.

WHEREAS, the Jackson/Teton County Comprehensive Plan identifies multiple policies in support of improved multimodal transportation and safety for all modes; and

WHEREAS, transportation safety and mobility improvements can enhance the viability of “Complete Neighborhoods” identified in the Jackson/Teton County Comprehensive Plan, and thereby also help preserve the region’s valuable scenic and environmental resources; and

WHEREAS, the Integrated Transportation Plan, Community Streets Plan, and Pathways Master Plan take steps to implement the Jackson/Teton County Comprehensive Plan by establishing multimodal design standards and identifying projects that improve mobility for people walking, biking, and using public transportation; and

WHEREAS, Teton County and the Town of Jackson are using federal funding to develop a Safe Streets and Roads for All Action Plan (the Teton County/Town of Jackson Safe Streets for All Safety Action Plan) to further identify critical transportation safety and mobility improvements; and

WHEREAS, the Safe Streets and Roads for All program adheres to the Federal Highway Administration’s Safe System Approach that emphasizes that, through effective design of our streets and mobility networks, traffic deaths and serious injuries are preventable and can be eliminated; and

WHEREAS, on March 19, 2024, approximately forty local stakeholders including business owners, municipal staff, advocacy organizations, law enforcement, and independent citizens attended a Visioning and Goals Workshop that developed a vision statement and goals for the Teton County/Town of Jackson Safe Streets for All Safety Action Plan that are provided in Attachment A; and

WHEREAS, pursuing transportation safety and multimodal mobility goals through a Vision Zero policy brings many benefits, including the freedom to choose multiple safe and comfortable modes of transportation and increased recreational opportunities, both of which can contribute to the improved economic and physical wellbeing of all residents; and

WHEREAS, implementing this policy will require a collaborative, interdisciplinary approach involving government agencies, advocacy groups, and private organizations and individuals that fully engages the public; and

WHEREAS, Teton County and the Town of Jackson will join the increasing number of jurisdictions across the nation and around the world in their commitment to eliminate traffic deaths and serious injuries; and

WHEREAS, it is the role of government to serve and protect its constituents in an equitable manner; and

WHEREAS, even one traffic death or serious injury is too many;

NOW, THEREFORE BE IT RESOLVED THAT TETON COUNTY AND THE TOWN OF JACKSON:

1. Endorse this Vision Zero policy that aims to eliminate traffic deaths and serious injuries by 2040.
2. Support the Teton County/Town of Jackson Safe Streets for All Safety Action Plan as an initiative that is integral in advancing this Vision Zero policy.
3. Recognize that the Teton County/Town of Jackson Safe Streets for All Safety Action Plan consists of several components that will work together to improve safety for all modes and enhance active transportation safety and comfort. These components include:
 - a. Comprehensive Safety Action Plan
 - b. Updated Community Streets Plan
 - c. Transportation Engineering Design Standards (TEDS) Manual
4. Commit to and support the stated vision and goals of the Teton County/Town of Jackson Safe Streets for All Safety Action Plan identified in Attachment A.

Attachment A

Vision & Mission

"The Town of Jackson and Teton County transportation system ensures safe and equitable mobility for all modes with the goal of a healthy environment, community, and economy for current and future generations. Travel by walking, biking, shared mobility, and transit will be safer and more convenient than travel by single-occupancy vehicle."

Values & Goals

Safety

Safety is paramount. We prioritize eliminating transportation fatalities and serious injuries, reducing crashes, and ensuring all streets, sidewalks, and pathways are safe, comfortable, and accessible for all.

Equity

Equity is fundamental. We prioritize accessible and affordable transportation options that connect all neighborhoods to our pathway and street networks and ensure mobility options for users of all ages and abilities.

Health + Wellness

Health and wellness are central to the quality of life of our community. We promote active transportation, reducing emissions, and prioritizing initiatives that contribute to the well-being of our residents and visitors.

Convenience for All Modes

Convenience for all travel modes is key. We prioritize efficient walking, biking, carpool, shared mobility, and public transportation options over drive-alone trips, ensuring accessibility and ease of use for everyone.

Adaptability to Change

We embrace adaptability. We remain flexible through updated design and streamlined regulations while following established goals to meet evolving needs from increased demands on our transportation system.

Integration with Nature

We prioritize harmony between nature and the built environment. We protect wildlife, reduce emissions, and create infrastructure that preserves environmental health.



BOARD OF COUNTY
COMMISSIONERS



TOWN
COUNCIL

JOINT INFORMATION MEETING AGENDA DOCUMENTATION

SUBMITTING DEPARTMENT: County Administration

PRESENTER: Charlotte Frei

MEETING DATE: May 6, 2024

SUBJECT: Mobility Hubs and Mobility Action Plan

STATEMENT/PURPOSE

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

- 1) Hear recommendations developed to implement transportation strategies in the Comprehensive Plan and Integrated Transportation Plan and direct staff to pursue specific steps to pursue the transportation vision.
- 2) Approve a pilot project to install asphalt art and associated mobility hub improvements at Miller Park during summer 2024 (Memorial Day to Labor Day, weather/capacity permitting)

BACKGROUND/ALTERNATIVES

The Comprehensive Plan and Integrated Transportation Plan adopted a progressive and aggressive policy vision for transportation, namely in Principle 7.1 which states: “Meet future travel demand with walk, bike, carpool, transit, and micromobility infrastructure”. Staff initiated the Mobility Hubs and Mobility Action Plan study in July 2023 to identify physical and programmatic improvements that would fulfill the objectives of adopted plans.

The Comprehensive Plan, Integrated Transportation Plan (ITP), START 2020-2025 Routing Plan, 2007 Pathways Master Plan, Town Community Streets Plan, and 2022 Sustainable Destination Management Plan (SDMP) by the Travel and Tourism Board (TTB) all offer strategies and potential programs for increasing bike, walk, transit and carpooling mode share. Using a synthesis of these plans written by the Regional Transportation Planning Administrator (RTPA), the RTPA and study team identified specific actions to fulfill common goals and objectives across existing plans and inform partnership and programming efforts moving forward.

Thus, two anticipated key outcomes from the study were:

1. **Physical improvements:** a concept for a mobility hub that (a) serves many residents, commuters and visitors and (b) delivers seamless, multimodal alternatives. Mobility hubs were identified in the START 2020-2025 routing plan and the SDMP as an effective and desirable solution to improve resident and visitor ability to find and access shared transportation modes.
2. **Programmatic improvements:** Menu of tactical actions or programs for the Town and County to facilitate shared mobility for various travel markets. The RTPA worked with the study team to conduct stakeholder interviews and a global industry scan to identify the most promising tools and tactics to advance the transportation policies in the Comprehensive Plan. Tools and tactics evaluated included bikesharing, carsharing, trip planning tools, managed parking, standard operating procedures, and more.

The study team assimilated research, case studies, an industry scan, stakeholder feedback (between August 2023-March 2024), and community engagement at the February 6-7 Transportation Expo to validate objectives and

develop the two outcomes above. The study team recommended the most promising strategies for Jackson/Teton County given our existing conditions and staff capacity.

The study team developed a list of potential Mobility Hub candidate locations, primarily in the Town of Jackson, based on staff feedback. These potential locations were then scored according to the criteria in Table 1 below. The resulting ranked locations are in Table 2 below; note these locations are based on existing conditions, and as population and employment numbers fluctuate within the Town and County, the order of locations where mobility hub treatments are warranted could evolve.

Table 1. Mobility Hub Location Scoring Criteria

Criteria	Description	Threshold
Demographics	Proximate to Census blocks with >5.8% Seniors	0.10 miles
Demographics	Proximate to Census blocks with Median HHI <\$71,377	0.10 miles
Existing Service	Proximate to START bus stop	0.25 miles
Existing Service	Within START on-demand service area	Intersects
AT Infrastructure	Proximate to Bike Routes & Pathways	0.25 miles
AT Infrastructure	Proximate to Sidewalks	100 ft
AT Infrastructure	Proximate to Existing Lighting	100 ft
Destinations	Within a Residential Zone	Intersects
Destinations	Proximate to Employee Residences	0.25 miles
Destinations	Proximate to Employment Centers	0.25 miles
Destinations	Proximate to Key Destinations (Groceries, Health Services, etc.)	0.25 miles
Destinations	Proximate to Hotels	0.25 miles
Destinations	Within West Jackson, spatial diversity	Intersects

Table 2. Resulting Mobility Hub Ranked List

Location, in the vicinity of:		User Groups			Overall
		Locals	Visitors	Seniors	
1.	Near Wells Fargo/US Bank	80%	95%	95%	90%
2.	Miller Park START bus stop	85%	95%	85%	88%
3.	Near Home Ranch	85%	95%	85%	88%
4.	Near Deloney Stop	85%	95%	85%	88%
5.	Near Kingdom Hall	80%	95%	75%	83%
6.	Near Simpson/Millward Garage	75%	90%	75%	80%
7.	Near Stellaria Lane	65%	75%	80%	73%
8.	Near Powderhorn Park	75%	85%	60%	73%
9.	Near Snow King/arena parking	70%	80%	70%	73%
10.	Near County-owned building	55%	60%	70%	62%
11.	Near Virginian RV-Housing purchase	50%	70%	65%	62%
12.	Near Central Wyoming College	55%	50%	70%	58%
13.	Near County Fair and Rodeo grounds	55%	50%	65%	57%
14.	Near Northern South Park Neighborhood Plan	50%	50%	45%	48%

Additional theoretical and empirical discussion of travel demand:

Principle 7.1 establishes a goal for ‘future travel demand’ to be met by modes other than driving alone. Travel demand forecasting, whereby we develop scenarios to evaluate future travel demand, involves estimating an individual’s likelihood to choose a mode of transportation based on the attributes of that mode. For example, a commute trip to work by transit will involve accessing the transit stop (either by biking, walking, or driving), potentially waiting at the stop, boarding and commuting in the transit vehicle, then alighting the vehicle and accessing the final destination. A commute by personal automobile is generally simpler and involves accessing one’s vehicle (whether parked in a surface lot or in a covered or enclosed garage- all offering different levels of comfort), commuting in the personal automobile, then parking at or near the final destination. Typically, a car commute requires less time and has ‘sunk costs’ that a driver does not feel at the commute moment (that is, they feel the cost at the mechanic shop for routine maintenance and ‘at the pump’ when refueling, but not during each marginal use). These combinations of costs are modeled in a choice modeling framework that has been refined and validated over the last 6-7 decades. Teton County’s travel demand model summarizes these costs as ‘In Vehicle Travel Time’ – IVTT or the actual travel time in the bus or personal auto – and ‘Out of Vehicle Travel Time’ - OVTT or the combined time spent accessing and waiting for the bus or personal auto. The IVTT/OVTT distinction is common in travel demand modeling practice to simplify choice parameters in a utility maximizing framework.

Thus, to achieve Principle 7.1 of the Comprehensive Plan, staff are identifying ways to improve both the in-vehicle travel experience (and make modes other than driving highly competitive by improving travel time) as well as the out of vehicle travel experience (through improving comfort of accessing and waiting for other modes). **Out of vehicle travel time is two to three times more costly to a user than in-vehicle travel time**, thus a priority to encourage mode shift should be to minimize OVTT (by reducing or eliminating modal transfer times) and make OVTT as comfortable as possible so that the perceived cost is minimal. Mobility Hubs enable more seamless transfers between modes (to limit OVTT) and can support more efficient transportation network designs that can reduce both travel time and transfers.

Process/Discussion Information regarding major capital improvements:

The attached document ‘Emerging Mobility and Mobility Hubs: Highlights and Next Steps’ summarizes the analysis that staff and the study team have conducted to identify the most promising efforts to improve the IVTT and OVTT for residents, visitors, and the workforce. Included in this summary are resource needs- both in terms of possible staff time and budget. **Staff uses the workplan and budget processes to establish official direction from the BCC and Town Council. The summary document is thus a planning document that offers BCC and Town Council a glimpse into strategy and tactical steps that staff will pursue as part of the adopted work plan and to-be adopted budget.** Note that the RTPA FY2025 workplan includes time to identify dedicated transportation funding and present alternatives at the December 2024 Joint Information Meeting. Based on budget direction the RTPA has received from the Town Manager and Interim County Administrator, Staff is bringing this study for consideration/discussion today with the understanding that (A) additional resources need to be identified to advance the Comprehensive Plan and ITP transportation vision more quickly, and/or (B) the transportation vision will be scaled and timed to match available resources. This is a common ‘chicken and egg problem’ in transportation planning.

Dedicated revenues and concepts/ ‘shovel ready’ projects are both chickens and eggs. We need dedicated revenue to reliably fund transportation improvements, but we need projects (both in concept form and shovel ready) to estimate and justify capital expenses and pursue discretionary competitive grants. Staff is working through the joint Transportation Capital Improvement Program (June 3, 2024, JIM) and identifying dedicated revenue sources. Stakeholder feedback and public engagement are also part of the project prioritization process.

Based on all the information above, staff is bringing this item to the JIM to (1) demonstrate where we are in the process and (2) provide an opportunity for elected officials to weigh in on how Mobility Hub planning, implementation, and funding are related. As each RTPA work plan activity proceeds, feedback during Joint Information Meetings will help staff better align expectations regarding available resources and the policy vision. Plainly, staff is not requesting capital funds in FY2025 to implement either the low-investment or higher-investment mobility hub alternatives. Those specific capital projects will be evaluated and prioritized following the process developed by the Transportation Advisory Committee (TAC) and will be presented at the June 2024 JIM.

Separately from the FY2025 budget process, in FY2024, \$86,000 of Destination Development Grant (DDG) funds were allocated to the Mobility Hub study. The TTB inquired staff whether we could use \$112,500 in additional DDG funds to implement a mobility hub by June 30, 2024, because spending on other DDG activities was not accruing as expected in FY2024. Staff did not feel we could design and procure equipment/materials such as wayfinding signage, information kiosks, or bus shelters in under 10 weeks, but we determined Town staff and partners could quickly order and install for \$112,500:

1. Two to three bearproof trash and recycling containers, consistent with the Town Ecosystem Stewardship Coordinator's priorities.
2. Artistic wraps for the trash containers (recycling to remain blue for universal symbology).
3. Asphalt art at Miller Park consistent with the bulb-outs recommended in the 'curb realm' of the conceptual Mobility Hub.
4. FY2025 servicing of new trash and recycling bins (if approved for use for DDG funds).

Note that this unexpected availability of DDG funds is an example of the benefits of having conceptual or shovel-ready plans that can be implemented opportunistically.

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.”

These principles guide transportation planning in Teton County and the Town of Jackson and have guided the vision, goals and recommendations for Mobility Hubs. Limiting growth in automobile travel will require coordination and creative mobility solutions (such as Mobility Hubs and carsharing) while continuing to grow and maintain high-quality START services and Pathway networks, hence the recommendations below are designed to incorporate recommendations into capital planning and programming through the START

Department, Pathways Division, and other departments processes. A Mobility Hub could also support the vision of High-Occupancy Vehicle lanes on Highway 22 as it would allow users to access START

STAKEHOLDER ANALYSIS

Members of the TAC (including Town Public Works, County Public Works, Pathways, START Bus, Town Community Development, and County Planning) have provided feedback on Mobility Hubs as well as the RTPA work plan and budget. Throughout the project, the Town Ecosystem Stewardship Administrator, Parks and Recreation Department, and Joint Housing Department Director were also consulted regarding Mobility Hubs. Staff conducted 17 interviews with various businesses and community groups, as reflected in the attached summary document.

FISCAL IMPACT

The total budget allocated to this project was \$166,000; \$86,000 came from a Destination Development Grant, through the Travel and Tourism Board, and \$80,000 was from Town and County professional services funds. The project will be under budget and is estimated to close out at \$158,000 or less.

Staff requested in the FY2025 budget \$90,000 to pursue the next steps recommended below (a specific cost would be a parking utilization study). The budget will be adopted later in May/June 2024. The Mobility Hub itself will be added to the joint Capital Improvement Program being presented to the June 3 Joint Information Meeting and will be programmed for FY2026 or later pending a scoring process developed by the staff Transportation Advisory Committee.

STAFF IMPACT

The impact of preparing this staff report and accompanying documentation was 10 hours for the Regional Transportation Planning Administrator; RTPA spent 160 hours total during FY24. Several departmental staff (listed in the Stakeholder Analysis section) were involved in a 3-hour workshop in October 2023 and in 30-minute one-on-one interviews in March 2024, for approximately 50 hours combined.

LEGAL REVIEW

Gingery, Colasuonno

ATTACHMENTS

Emerging Mobility and Mobility Hubs: Highlights and Next Steps summary document
Slides

RECOMMENDATION

Implementable Recommendations within the RTPA FY24/25 Workplan:

Given the above caveats regarding scaling a policy vision to the available budget, this study resulted in not only capital improvements to improve multimodal IVTT and OVTT, but also some *specific steps that staff can take to align work and capital improvements to be accountable to adopted policy and adopted workplans.*

The Comprehensive Plan vision, and the Integrated Transportation Plan which further outlines steps to achieve that vision, propose a number of strategies and action items that are being executed by several different departments. Many action items are in the purview of START Bus, the Pathways Coordinator, Town or County Public Works, and Town or County Planning. The RTPA's approved (March 3, 2024) workplan included 450 hours to advance recommendations from this work in partnership with other Town and County departments, as well as key partners such as the Travel and Tourism Board.

Ultimately, for transportation planning vision to be realized, many departments that implement plans (through recommending development for approval, constructing infrastructure, or carrying out services), as well as community groups and business owners all need to be involved. Hence, the recommendations below involve the RTPA partnering and coordinating with several Town and County government departments as well as other community partners such as Travel and Tourism Board and the Chamber of Commerce.

Recommendation #1: Complete pedestrian crossings/safe streets improvements.

This recommendation and priority hub locations and treatments will be shared with the Safe Streets and Roads for All (SS4A) team to carry forward through the Town Mobility Overlay and Transportation Engineering Design Standards processes. Priority locations will also be shared with START Bus to inform the next transit route plan update. Staff anticipates that the route plan and mobility hub locations will inform a 5-year capital program for when to make necessary improvements to streets and sidewalks. The ranked list of priority hub locations can be re-evaluated as needed through TAC. *How this recommendation will be carried forward if adopted: through further development of the Mobility Overlay and Transportation Engineering Design Standards in the ongoing SS4A project.*

Recommendation #2: Implement Flexible/Removable Barrier Installation and test a summer 2024 pilot mobility hub (possibly closing Deloney Street between Jackson and Millward for buses, bike, and ped only).

Multiple staff suggested that conducting a pilot at Miller Park would be an excellent first step. As this staff report was drafted, the TTB informed staff that additional DDG funds are available in FY2024 but must be spent by June 30, 2024. Staff worked together with JH Public Art to determine how these funds could be used effectively to meet shared goals and identified (1) bearproof trash and recycling containers and (2) asphalt art be installed at Miller Park. The bearproof containers would remain beyond September 2024; the asphalt art installation/maintenance could be explored at a future date. JH Public Art is also requesting permission (but not necessarily funding or Town resources) to install asphalt art at the Center for the Arts contemporaneously with the Miller Park asphalt art. *How this recommendation will be carried forward if adopted: TTB unexpectedly has approximately \$112,500 available in FY2024 funds that must be spent by June 30, 2024. Staff will work with Town Public Works and JH Public Art to deploy quick-response treatments at Miller Park that aligns with the 'curb realm' area in the attached slide deck. JH Public Art would also like permission to install asphalt art at the Center for the Arts.*

Recommendation #3: Conduct a parking demand and utilization study.

The 2019 Downtown Parking Management Study recommended ongoing data collection to monitor how that plan was working. The onset of the COVID19 pandemic, among other challenges, delayed this recommendation. It is clear this action should be prioritized to monitor how well the parking program is meeting adopted objectives. *How this recommendation will be carried forward if adopted: This recommendation was already adopted through the 2019 Downtown Parking Management Study. Staff will use FY2025 budgeted professional services to execute seasonal studies as resources allow.*

Recommendation #4: Deploy informational kiosks (at Miller Park and other strategic locations) and traveler information application (i.e. a mobile 'app').

In combination with recommendation 5, staff recommends identifying locations and an installation procedure/timeline that is meaningful. As these kiosks can facilitate a better visitor experience (since frequent users will not need as much wayfinding support), there is an opportunity to pursue tourism or economic development funds for this purpose. These kiosks could also provide a sponsorship opportunity to e.g. pay for maintenance of the Miller Park Mobility hub. *How this recommendation will be carried forward if adopted: Staff will include informational kiosks in capital programming and work with START Bus and TTB to identify local match and outside funding opportunities, such as Destination Development Grant or similar opportunities. Actual expenses will be approved (or not) as part of the budget processes.*

Recommendation #5: Improve visibility and volume of signage at Miller Park.

This task can be implemented in partnership with related departments and with the Travel and Tourism Board (TTB), as visitor information tends to be an allowable use of TTB and Wyoming Business Council. *How this recommendation will be carried forward if adopted: Similar to recommendation 4, staff will work with appropriate departments and other partners to identify resources needed to purchase and install signage and incorporate those into a future capital budget.*

Recommendation #6: Work with Town Public Works, Facilities, START, Parks and Recreation, the Chamber of Commerce, and Travel and Tourism Board to establish an initial Maintenance Standard Operating Procedure (SOP) for a Miller Park Mobility Hub. This SOP can serve as an example of how transportation facilities can be proactively and collaboratively maintained to meet the goals of the Comprehensive Plan and ITP. While Recommendation 6 was generally a medium-term recommendation, Recommendations 1-5 above point to a need to coordinate across departments that maintain streets, sidewalks, and parking lots to ensure any mobility hub serves its intended purpose – i.e. providing a seamless, multi-modal experience to all travelers who pass through it. If the sidewalks are not cleared of snow and ice, travelers are not able to safely navigate the sidewalk/transit stop. If there is trash or a location is perceived as unsightly or unsafe, there is a reduced sense of safety and security. Safety and security are often captured as part of the ‘out of vehicle travel time’ noted in the background, but these are difficult to quantify. *How this recommendation will be carried forward if adopted: RTPA will develop a preliminary SOP and gather feedback from relevant departments.*

Recommendation #7: Work with Town Planning to define and establish a process for incorporating mobility hub considerations into the Design Review Committee (DRC) and permit application processes at priority locations or in areas of increasing population and employment density. Priority locations may evolve over time as demographics change. *How this recommendation will be carried forward if adopted: through established checklists the Town Planning & Building Department uses for applicants, ‘consider mobility hub treatments at this site’ will be added to appropriate checklists/processes.*

Recommendation #8: Identify additional Teton County location(s) for a potential mobility hub.

Initially, this study was focused on locations in Town that tend to serve visitors and existing START routes moreso than a mobility hub that would serve commuters or full-time residents. As the study unfolded, it became clear that additional hub locations further from the Town of Jackson should be strategically identified. This is a key recommendation because such a mobility hub could support the Town’s and County’s strategic policy of encouraging modes other than driving alone on Wyoming 22. As the NEPA study is underway, it is important to demonstrate to WYDOT a local partnership and willingness to invest in the desired transportation infrastructure, specifically a mobility hub to support commuters carpooling or transferring to START to utilize an HOV lane on Highway 22. *How this recommendation will be carried forward if adopted: Staff will rerun the hub scoring analysis with more potential locations that could allow commuters to transfer to START bus or other modes and bring additional locations to a future meeting.*

Recommendation #9: Adopt the Top 3 priority locations for Mobility Hubs in Town, namely a location near Buffalo Junction, Miller Park, and Home Ranch.

While all the locations considered are strategic hubs for multimodal transportation, staff recommends formally adopting the top three to guide existing and anticipated network planning efforts such as the SS4A Mobility Overlay (an update to the 2015 Community Streets Plan) and future START routing/transit development plan. *How this recommendation will be carried forward if adopted: Staff will plan multimodal network improvements recognizing these top 3 locations as hubs to improve multimodal IVTT and OVTT. These would be treated as major nodes in cycling, walking, and transit networks where travelers could transfer among modes.*

Other anticipated/future recommendations:

Staff will continue to explore the feasibility of the medium-term recommendations and bring those to the JIM at the FY2026 workplan and budget updates. Staff recommends focusing on the prioritized actions 1-9 above as the discussion regarding aligning the policy vision with available resources evolves. An example of a future recommendation is that several staff noted in interviews that additional FTEs or contracted staff may be needed to keep sidewalks clear and support transit, biking, and walking during snowy months. Based on carrying out the steps above, staff will continue to work together to clarify roles and responsibilities of a maintenance SOP and required staff needed to support maintenance of multimodal transportation infrastructure.

SUGGESTED MOTION

Teton County:

I move to affirm staff's recommendations 1, 2, 3, 4, 5, 6, 7, 8, and 9 within the hours allotted in staff's FY2025 work plan.

Town of Jackson: I move to affirm staff's recommendations 1, 2, 3, 4, 5, 6, 7, 8, and 9 within the hours allotted in staff's FY2025 work plan. Furthermore, I move to direct staff to:

1. Accept the approximately \$112,500 Destination Development Grant funds from the Travel and Tourism Board to implement quick-response mobility hub improvements at Miller Park,
2. Partner with JH Public Art to support their privately funded asphalt art at the Center for the Arts (on Cache Street at Simpson Avenue),
3. Describe a detailed pilot layout in a Town Manager report on May 20th, and
4. Report back on the public's response to these activities at a future meeting.



Emerging Mobility and Mobility Hubs

Highlights and Next Steps



Project Purpose & Goals

Mobility hubs represent an exciting opportunity for communities to dramatically alter how residents, visitors, and workers perceive and address getting around town. The physical and digital infrastructure of mobility hubs, combined with an enhanced range of mobility strategies, options, and services, provide a visible and tactile way for travelers to interact and interface between modes such as driving, biking, walking, ridesharing, taking transit, and other options. Beneficially, mobility hubs and services offer a wide range of potential strategies that can be customized to individual communities and phased in over time. Whereas a traditional parking lot represents a commitment to a single mode, the addition of mobility hubs to a community create

the connective mobility conditions of a more active, interactive, and vibrant environment.

The Town of Jackson and Teton County, Wyoming recognize the opportunity that mobility hubs and services represent for achieving adopted policy objectives in the Comprehensive Plan and the Integrated Transportation Plan of meeting growing travel demands with alternatives to the traditional auto trip, as well as reducing greenhouse gas emissions. When implemented, mobility hubs provide the foundation to reduce primary and secondary auto trips, better manage seasonal parking demands, and make alternatives such as transit and microtransit easier for new users and

visitors to access. Mobility hubs offer synergies that consolidate operating, maintenance, infrastructure costs, and resources.

This Mobility Action Plan was undertaken to assess the range of mobility hub and associated service strategies and determine how these might best fit with the unique communities and environment in the Town of Jackson and Teton County. Potential locations were evaluated and prioritized, and initial 10% design concepts and programmatic cost estimates were developed for a high-priority location at Miller Park. A series of Tactical Next Steps were identified that allow for a phased approach towards broader implementation of mobility hub features.

Efforts Undertaken

The overall development of the Mobility Hub Program involved a multistep process that focused on: reviewing emerging trends and efforts in similar communities, obtaining community and agency stakeholder input, identifying a range of mobility hub and service strategies, and aligning tactical next steps with those strategies and policies that were a fit for the Town of Jackson and Teton County.

Potential mobility hub locations were identified based on a variety of community, accessibility, and land use factors, and a priority list of areas where mobility hubs may prove beneficial was identified. A priority ranking was developed based on the evaluation factors, and a single site was selected at Miller Park for development of 10% conceptual designs for a mobility hub. Programmatic cost

estimates were developed for two 10% design concepts at Miller Park. Taken collectively the strategies, prioritized mobility hub locations, design concepts, and the near-term tactical action next steps provide a framework for the further development of mobility hubs and the supporting strategies and services.

Overall the Mobility Hub Program efforts seek to achieve the following goals:



1.

Offer and accommodate a suite of mobility solutions and accessible services



2.

Promote mode shift away from single-occupancy vehicle trips



3.

Provide year-round, consistent, and safe transportation options



4.

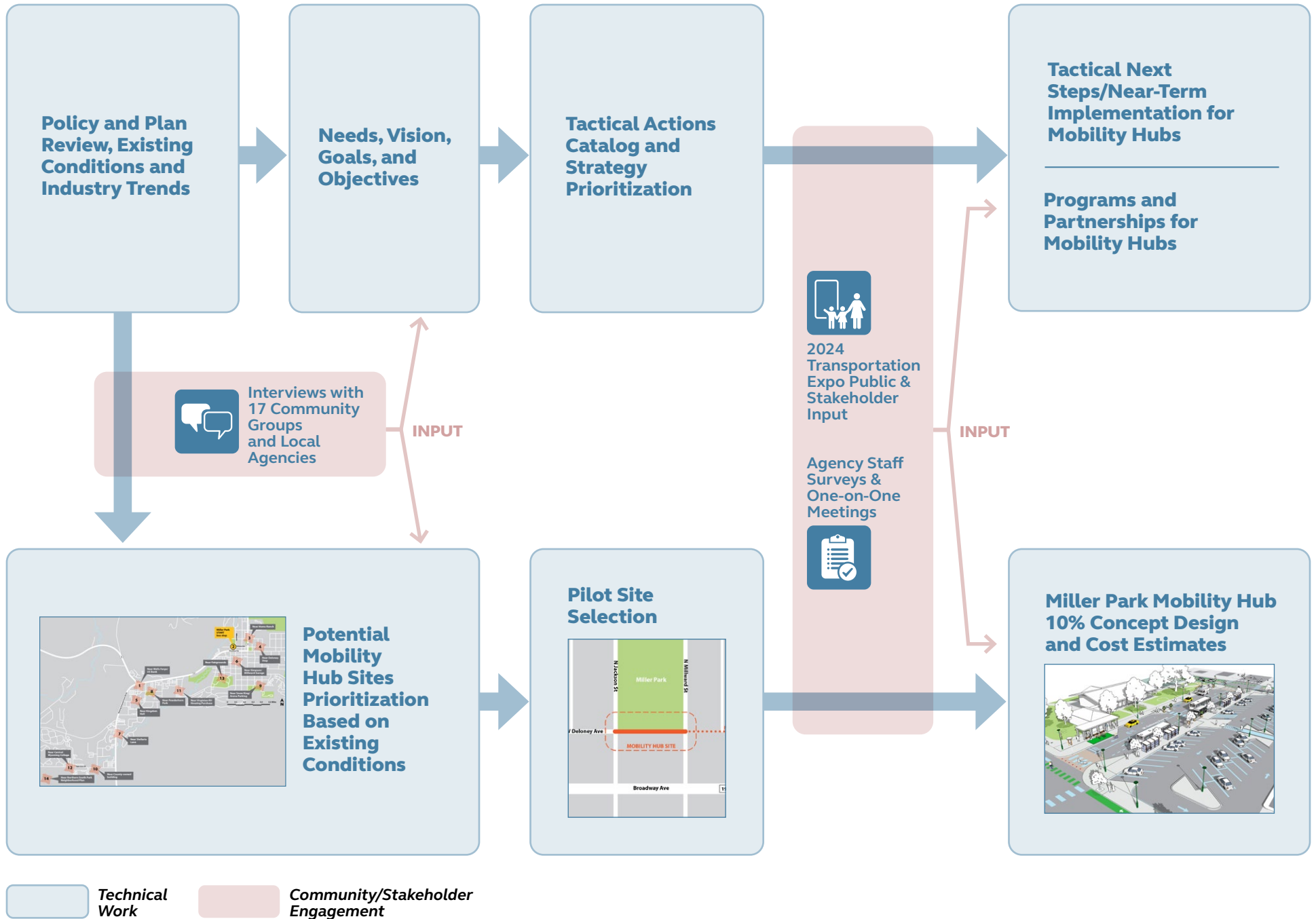
Leverage existing infrastructure and assets



5.

Integrate mobility hub principles into existing destinations and planned developments

Project Development Workflow



Policy Highlights & Goals

Teton County has a strong set of adopted plans and policies focused on addressing current mobility challenges and growth. A set of nine key plans were reviewed, including: the Jackson-Teton County Comprehensive Plan, Teton County Integrated Transportation Plan, Downtown Parking Management Study, Sustainable Destination Management Plan, and several others. These plans and policies collectively recognize the need to take an integrated and comprehensive approach towards development and mobility that seeks to achieve the following goals:



Develop Complete Neighborhoods



Enable Mode Shift Strategies



Enhance Safety of Pathways



Expand Mobility Offerings and Improve Awareness



Coordinate Regionally



Enhance Transit



Manage Parking

In order to successfully advance these policies, the development and implementation of mobility hub features and the supporting services and amenities are crucial. The existing plans and policies recognize the needs for an integrated approach that expands mobility options, recognizes seasonal travel demands and variations, and creates a visible and consistent mobility environment that more naturally leads visitors, residents, and workers to recognize and make use of alternative and more sustainable options.

Mobility Hubs & Industry Trends

Recent trends in planning and mobility development have focused on emphasizing alternative modes to the single occupant vehicle by providing easy access and information to a wider range of mobility options including transit, walking, biking, rideshare, and other options. Street and community designs seek a more balanced approach between all mobility options,

as well as just creating a safer and more friendly environment for people of all ages and abilities to walk to destinations. In addition, communities are seeking ways to make more flexible use of roadways, transit services, bike facilities, and pedestrian walkways by sharing previously single mode specific areas and/or making more dynamic use of streets based on needs.



Information/
Wayfinding Digital
Kiosk



Bike Amenities



Shuttle Service



On-Demand and Microtransit



Curb Bulb-outs



Public Transit



Bus Shelters



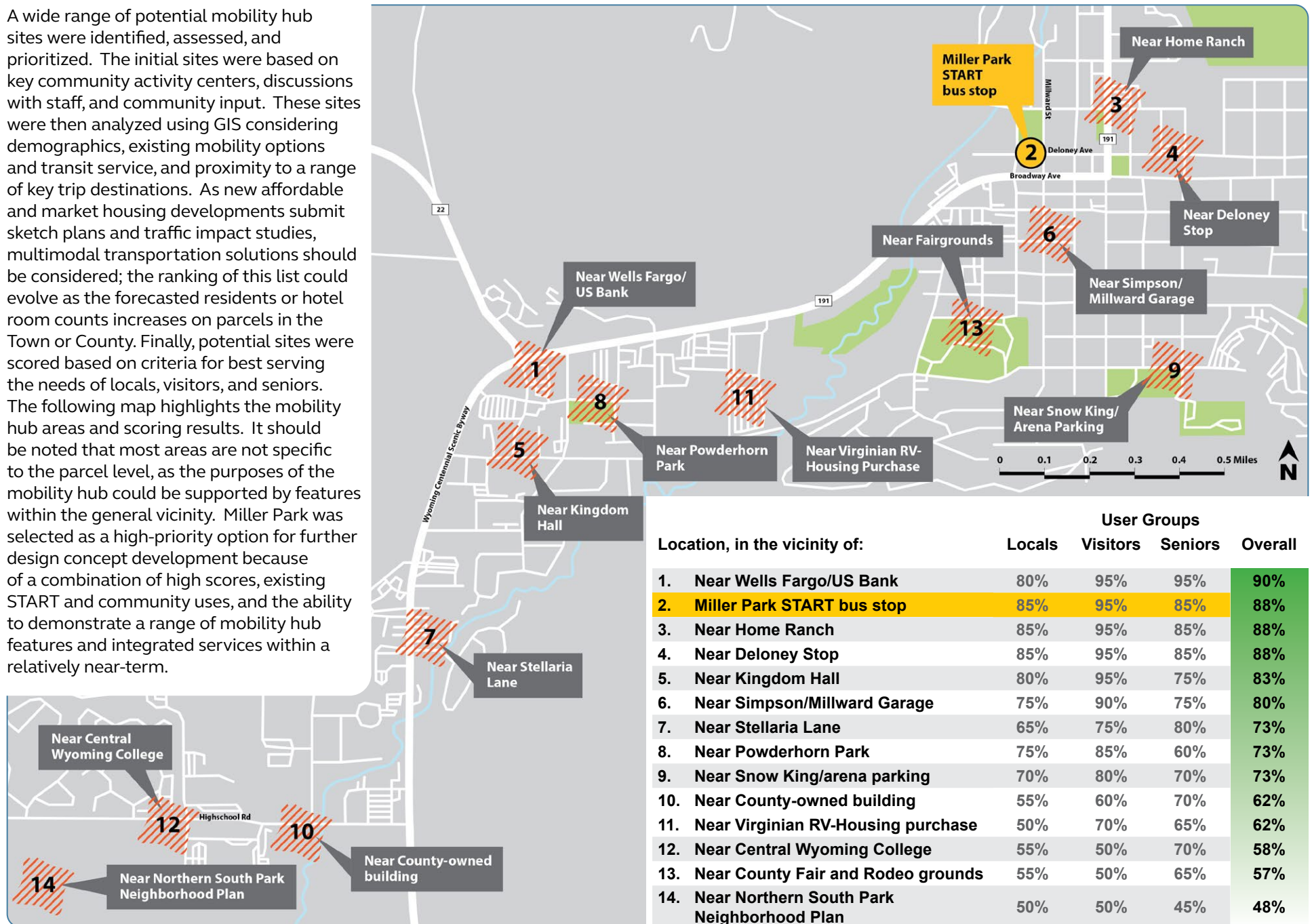
Smart Parking



Mobility Hub Example: Paepcke Transit Hub, adjacent to Paepcke Park in Aspen, Colorado, is the City's second-busiest multimodal hub just outside Aspen's commercial core that has undergone improvements since 2020 to make existing infrastructure and services safer for all users. It includes two bikeshare stations, a car share station, and three bus stops. Improvements include: longer, covered bus shelter, route maps with digital signage, flashing beacons for pedestrian crossings, signage and striping improvements, and grading and drainage improvements. Similar in goals to the Town of Jackson, and Teton County, the "City of Aspen values the regional partnerships and funding for the project. The Paepcke Transit Hub project will improve the safety for all user groups while promoting pedestrian, cyclist, and transit movements throughout the existing corridor," said Paepcke Transit Hub Project Manager, Mike Horvath, P.E. "Multimodal improvements will increase pedestrian connectivity, cycling infrastructure, and access to the regional transit service. The project will also upgrade access to bike and car share services as well as the electrification of these services. The project will address the needs of today's users while increasing the use of multimodal transit options well into the future."

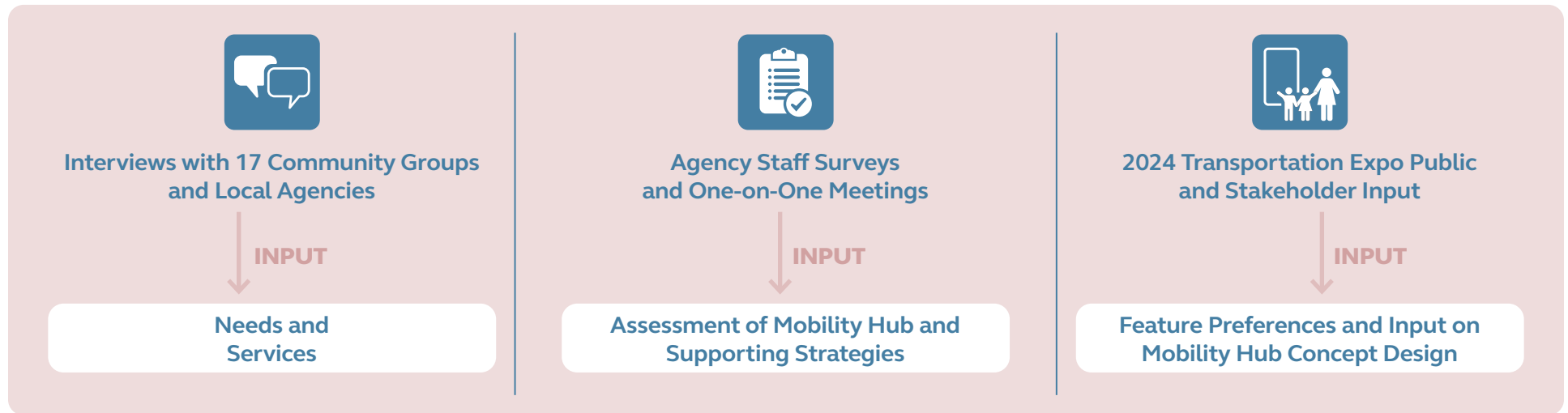
Site Results Prioritization based on Existing Conditions

A wide range of potential mobility hub sites were identified, assessed, and prioritized. The initial sites were based on key community activity centers, discussions with staff, and community input. These sites were then analyzed using GIS considering demographics, existing mobility options and transit service, and proximity to a range of key trip destinations. As new affordable and market housing developments submit sketch plans and traffic impact studies, multimodal transportation solutions should be considered; the ranking of this list could evolve as the forecasted residents or hotel room counts increases on parcels in the Town or County. Finally, potential sites were scored based on criteria for best serving the needs of locals, visitors, and seniors. The following map highlights the mobility hub areas and scoring results. It should be noted that most areas are not specific to the parcel level, as the purposes of the mobility hub could be supported by features within the general vicinity. Miller Park was selected as a high-priority option for further design concept development because of a combination of high scores, existing START and community uses, and the ability to demonstrate a range of mobility hub features and integrated services within a relatively near-term.



Stakeholder Input & Workshops

A range of techniques were used to gather input from community groups, local agency departments, and a public expo from mid-2023 through early 2024.



Early efforts were focused on higher level input on needs and desirable mobility services from a range of community groups and local agencies, such as: Travel & Tourism Board, Age-Friendly Jackson Hole, Voices of Jackson Hole, St. John's Health, Jackson Hole Mountain Resort, and many others. Surveys were provided to a range of agency staff to gain input from a planning, community services, engineering, and public works perspective on the initial list of mobility strategies to assist in assessing and prioritizing which strategies may be most applicable to the region. In addition, two mobility hub concept designs for a Miller Park Mobility Hub were presented at the public 2024 Transportation Expo where stakeholders and the general public provided input on the concepts and individual features.

While a significant amount of input was received and documented on mobility hubs and services in general, as well as the Miller Park design concepts, it is useful to highlight some key feedback.

Big Picture Highlights

- In addition to Miller Park, mobility hubs are needed in the central and west areas of Jackson
- Transit shelters, bus services, and dedicated bike lanes are key features to consider
- Car share and drop-off/pick-up areas are important
- Parking management and seasonal paid parking should be considered

Specific Design and Maintenance Considerations

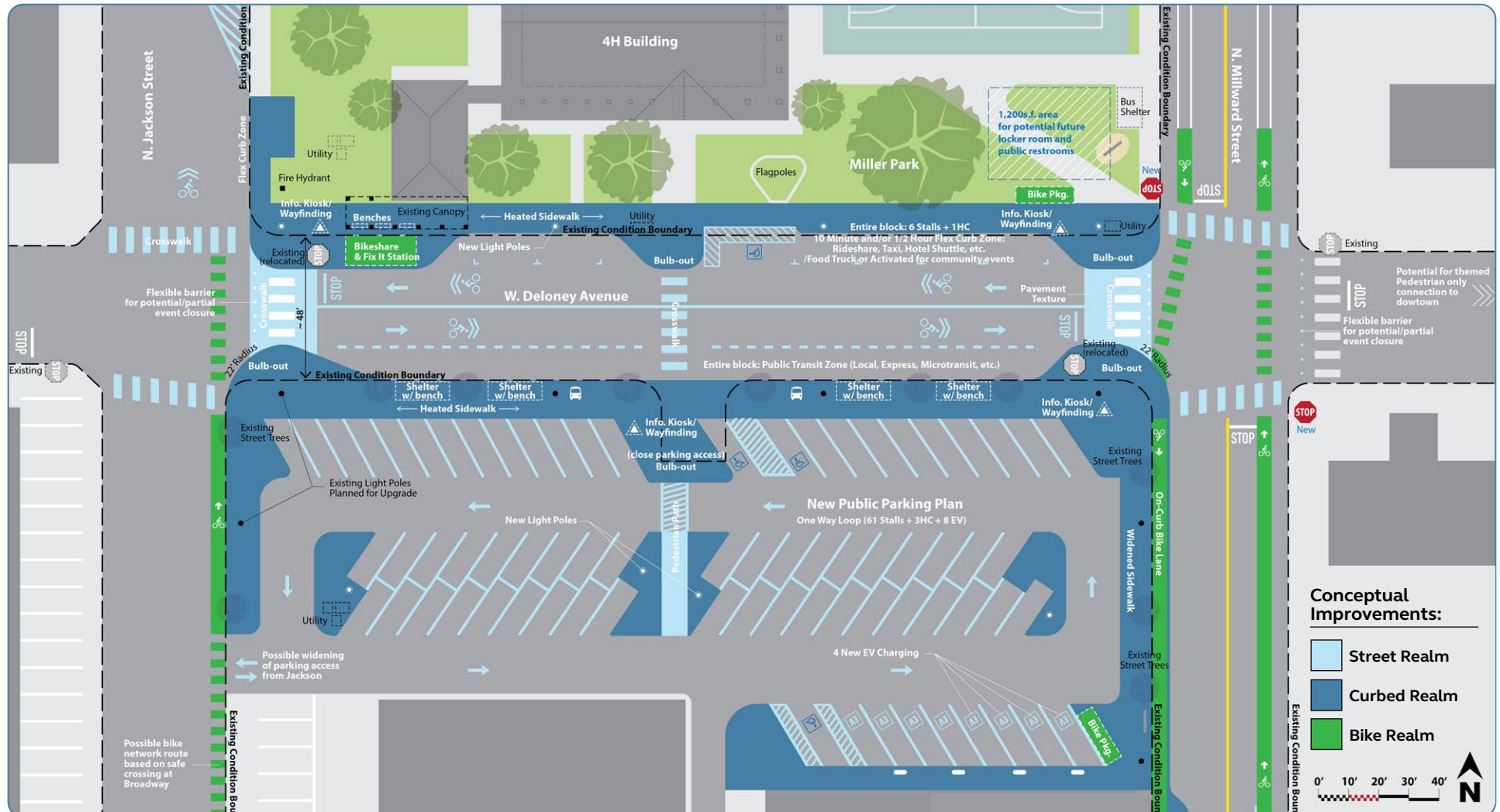
- Public restrooms should be updated
- Drainage will be a key concern in design
- Snow removal should be considered in design
- Maintenance of mobility hub features should be planned for/considered

10% Concept Design for Miller Park Mobility Hub

Based on the assessment of potential mobility hub locations, Miller Park was identified as a good location for development of a 10% design concept. This design concept was developed to include a lower investment and higher investment option. Both include enhanced amenities for transit, rideshare, and biking. The higher investment option included significantly more physical infrastructure upgrades, including curb bulb-outs, adjustments

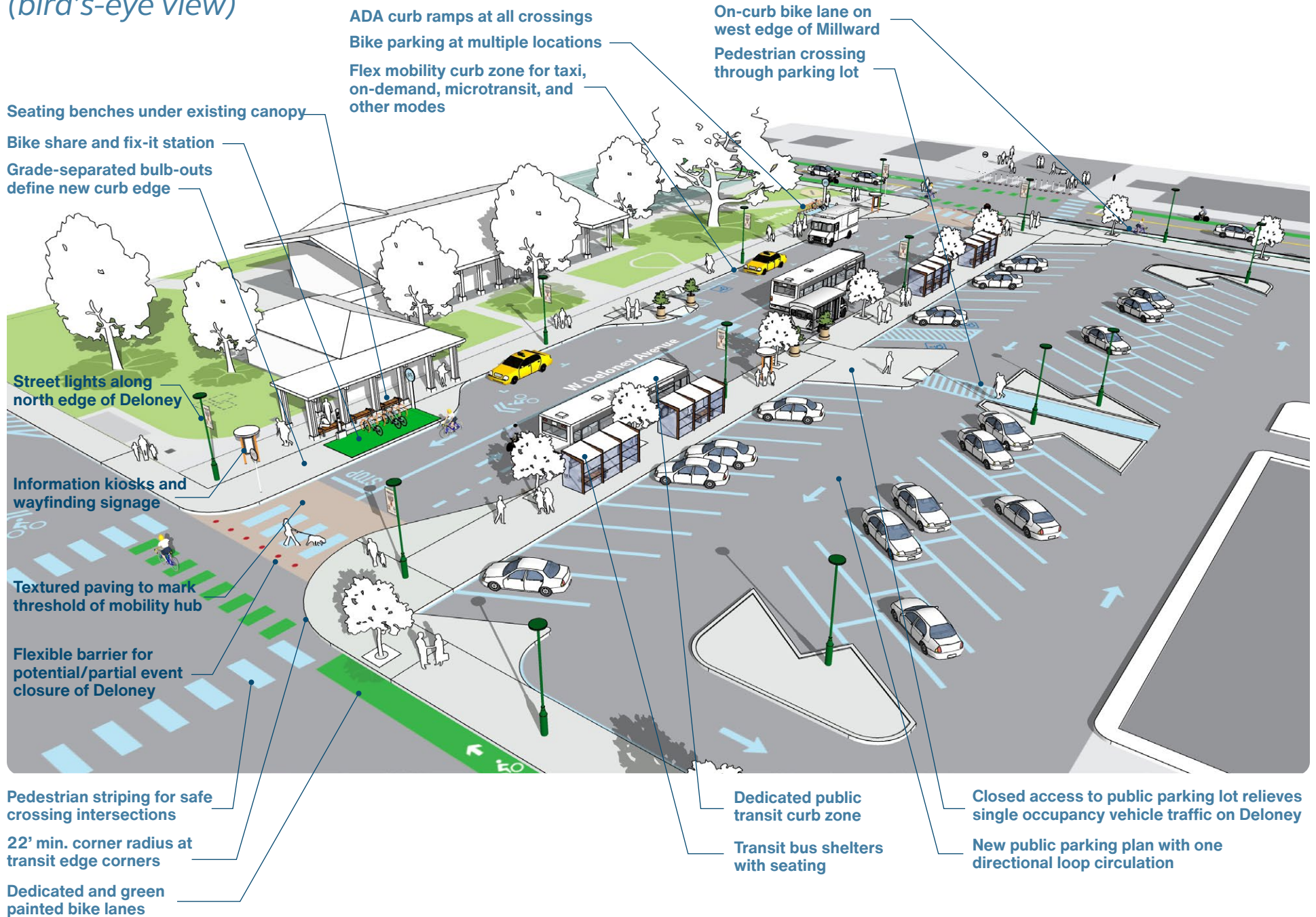
to parking, adjustable bollards to allow partial or full temporary street closures to some traffic for seasonal events/needs, enhanced street lighting, and flexible transit services. The high investment concept and example rendering are shown below. The lower investment option is available in the project documentation. The preliminary programmatic cost estimates for the lower investment option are a little more than \$500,000

including design and contingency, whereas the more comprehensive option is approximately \$3,100,000. The flexible kit of parts nature of mobility hubs means that the design can be dramatically adjusted or phased over time to address budgets and priorities. However, it is important to consider what the ultimate plan will be for the location once fully implemented, as future phases may impact near-term considerations for design.



10% Concept Design for Miller Park Mobility Hub

(bird's-eye view)



Tactical Next Steps for Mobility Hubs

An extensive list of mobility hub and services strategies were reviewed and assessed. These were ranked into three tiers for the mobility hub related features. There are a number of additional strategies that would be useful over time or as part of providing mobility services, and all of these strategies are summarized in a separate Tactical Actions Catalog provided as separate project documentation. Several of the strategies were identified as near-term logical next steps given their potential beneficial impacts and fit with the community and environment. These selections were made based on the stakeholder input, review of industry trends and similar community efforts, agency staff feedback, and ability of the strategies to progress the goals outline in this summary. The next steps should be undertaken as soon as feasible to move the mobility program forward

and would generally take two to three years to complete depending on resourcing and funding for implementation. The next steps fall into two general categories:



1. Standards and Implementation

Based on the mobility hub concept designs and stakeholder feedback, there are a series of next steps that are focused on near-term implementation. These efforts provide a foundation for the broader development of the mobility hub program and a basis for the lessons learned and development of standards to streamline future mobility hub expansion to more of the sites identified in this summary.



2. Programs and Partnerships

These are on-going development efforts largely to be undertaken by agency staff resources that support the overall mobility program and the implementation of supporting services. For the near-term, these efforts should receive priority emphasis, examples include reviewing mobility hub features as part of the design review committee process.

Resource Needs

Teton County and the Town of Jackson have identified and adopted a series of policies focused on addressing current mobility needs and anticipated growth. Major goals of these policies include improving options for alternative modes and methods of travel, intercepting or reducing secondary auto trips within the community, addressing seasonal parking pressures in key areas, and creating a consistent and clear mobility environment that serves visitors, residents, and workers. Mobility hubs and the supporting services are crucial to advancing these goals and providing flexible mobility that is supported by the communities and agency stakeholders. This project identified, assessed, and prioritized a series of strategies and next steps that are reasonable to achieve in the near-term and provide a foundation for the on-going development of mobility hubs and services.



1. Standards and Implementation

Planner: +1 FTE
Engineer: +3/4 FTE



2. Programs and Partnerships

Planner: +1/2 FTE
Engineer: +1/8 FTE

It is clear that the current level of resources available to move the policies, programs, and implementation efforts forward is not sufficient to achieve the near-term next steps and on-going program development. Preliminary staffing and resourcing needs were reviewed given the next steps and program efforts identified in this plan.

At a high-level these include additional staff time dedicated to supporting and implementing the next steps and program efforts from a planning and engineering perspective.

Some of this staff time and effort could be offset through contracting, particularly for the actual design and implementation of next steps; however, for the mobility program to be successful it is necessary to dedicate sufficient planning and engineering staff resources to maintain in-house knowledge, consistency, and momentum. The mobility hub and supporting services will need to be phased in over time while maintaining consistency in the design and program elements which are key to achieving a consistent and publicly visible range of mobility features and options.

Tactical Next Steps/Near-Term Implementation for Mobility Hubs

The near-term next steps are summarized in the table below. For each next step a summary of the objectives and locations are provided along with summaries of staff and/or contracted efforts. Additional information is provided in the Tactical Actions Next Steps documentation.

Next Step	Objective	Implementation Stages	Estimated Effort
Complete Pedestrian Safe Street Improvements	Undertake incremental phased improvements to priority safety and ped features to enhance walkability, safety, and connectivity.	1. Plan detailed improvements (5 locations). 2. Tactical design effort with new standard drawings. 3. Implement phased improvements.	Plan/Design: 160 planning staff hours 820 engineering staff hours Implementation: Work crew 3-10 days per location (complex or major drainage concerns could add time)
Implement Flexible/Removable Barrier Installation <i>(Summer Pilot at Miller Park Hub Location)</i>	Demonstrate dynamic use of street segments and gather operational lessons from a pilot.	1. Develop plan for barrier use and closure pilot (e.g. days, times, devices). 2. Develop tactical design for barriers and signage. 3. Procure/install pilot elements. 4. Review operations & lessons learned.	Plan/Design: 240 planning staff hours 360 engineering staff hours Implementation: Varies 3-10 crew workdays
Conduct Parking Demand & Utilization Study	Provide improved data and info on parking patterns, turnover, and related walk patterns for better parking management strategies.	1. Identify focus areas including areas for more dynamic parking use, and scope study. 2. Conduct parking study and note common walk patterns to/from parking areas. 3. Review results to assess management strategies and opportunities for improved wayfinding and more flexible parking use.	Plan/Design: 600 planning staff hours 80 engineering staff hours Implementation: \$75K-\$150K contract parking study effort: Varies depending on scale and timeframe
Deploy Information Kiosk and App	Enhance wayfinding and provide clear info on mobility options and key community destinations - Deploy 4 info kiosks and develop/integrate a mobility services/info mobile app.	1. Identify goals, major content, and leverage funding opportunities. 2. Prepare design, including kiosk and mobile app requirements and content plan. 3. Contract for kiosk procurement, installation, and configuration, and separately for mobile app. 4. Maintain kiosks and content.	Plan/Design: 680 planning staff hours 160 engineering staff hours \$50K contract specifications and content needs Implementation: \$150k contract for kiosk procurement and install* \$75K contract for mobile app development and integration** \$50k-\$75k contract content creation for apps and kiosks*** Operations/Maintenance: 120-200 staff hours per year \$35K-\$50K support contracted
Deploy Improved Transit Signage	Enhance visibility of transit options and information with initial focus on Miller Park Hub location.	1. Review and execute plan in conjunction with START. 2. Prepare tactical design, including signage requirements; consider digital signage/info option in conjunction with info. Kiosks. 3. Procure, install, and configure signage. 4. Review results, create standard drawings, plan expansion.	Plan/Design/Review: 300 planning staff hours 200 engineering staff hours \$25K contract for specialized signage designs Implementation: \$35K-\$75K contract for signage manufacturer 2-5 crew workdays START support – 80 staff hours

* Includes kiosk cabinets and utility extensions (could vary with custom designs).

** App may be new or integrated with other community information solutions.

*** Specialized content format and materials development with frameworks that can be updated by staff over time.

Programs and Partnerships for Mobility Hubs



Grant/Funding Pursuits – The communities and agencies should continue to jointly pursue funding opportunities that can address further development and implementation

of the mobility hub features and services. Where feasible, grant funds should provide foundational elements (such as software applications, content creation, rolling stock, or physical mobility hub features and improvements), as operational services funded through grant funds have proven difficult to sustain unless they have other programmed funds.



Design Review Committee (DRC)

Process Integration – One of the most effective ways to develop and develop mobility hubs and features is to integrate consideration of these

into the design and development review process. It is recommended that the potential mobility hub locations, features, and services be incorporated in the DRC process for the Town and County to assess what if any suggested inclusions should be made as new developments or re-developments are reviewed. This would include possible inclusion of new mobility hub features, as well as assessing impacts or potential improvements to existing mobility hub features and services.



Tactical Design Lessons Learned and Standard Plans

– Several of the next steps identified in this summary include tactical design approaches, applying lessons learned from

early implementation efforts, and developing standard plans. Tactical design looks at design and implementation of mobility hub features in a focused and more rapid fashion, as well as learning lessons based on the use, operations, maintenance, and traveler feedback about the elements. Standard plans are developed as design guidance based on successful mobility hub elements. This

allows the County or other agencies to easily provide guidance to private or public design efforts in terms of the equipment, design, and requirements associated with commonly used elements. This also promotes consistency for purposes of simplifying long-term maintenance and replacements.



Mobility Hub Program Updates

– The elements of this mobility plan should be updated to document lessons learned, implementation efforts undertaken, agreements developed,

and new partnerships. As the next steps in this plan are completed, the Tier 2 and 3 strategies, as well as the other mobility hub strategies from the Tactical Actions Catalog.



START Partnership/Coordination

– As mobility hubs are developed, providing transit service (fixed route and/or on-demand) is crucial. Transit stops may need to be moved or adjusted,

allowances may need to be made for private shuttle access, and improved transit information provided through mobility hub applications and information kiosks. This is best done as partnership and through START's five-year transit plans, as adjustments need to be made over time to account for changing travel patterns, new mobility hub features, and even seasonal variations. Also lessons learned from providing transit service to mobility hubs should be incorporated into the program and standard plans.



Agency Agreements and Coordination for Maintenance and Operations

– In addition to coordination with transit service providers, mobility hubs and

the supporting services require working in coordination across several agencies and agency departments. Since some mobility hub features are new, it may require rethinking certain divisions

of maintenance responsibility, such as snow removal, physical maintenance, information and content development, etc. It is important that agencies agree and where possible formalize these agreements, including assumptions about levels of support, responsiveness, and budgeting.



Business & Community Stakeholder Partnerships

– Mobility hubs and services must be designed and developed to reflect the communities in which they are deployed.

Business and community groups can be key stakeholders in supporting the development, visibility, and effectiveness of mobility hubs and the supporting services. Partnerships may need to be multifaceted and vary the area in which the hubs and services are implemented, but should include such considerations as: incorporating private/resort shuttle access and routing, promoting sponsorships for the development or maintenance of hub features, sometimes providing seasonal circulator services or sponsorship for those services, and supporting public outreach and awareness. Also, these partnership efforts should consider how wayfinding and information content for mobility hub applications and kiosks can be supported and reflect clear pedestrian pathways to/from mobility options and parking, as well as promoting the community interests as a whole at mobility hub locations. This might include making dynamic use of parking or street areas associated with mobility hubs for community sponsored events.



Mobility Hub Study and Mobility Action Plan

Charlotte Frei

May 6, 2024



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

Mobility Hubs...what are they?

Mobility hubs are places in a community that bring together public transit, bike share, car share and other ways for people to get where they want to go without a private vehicle.



Bike Amenities



Shelter with Bench



Shuttle Service



On-Demand Microtransit



Public Transit



Info & Wayfinding



Curb Bulb-Outs

INITIATIVE 5.1: Support expansion of affordable public transit around mobility hubs

Implementation Timeline: Years 2–5

OBJECTIVES:

1. Expanded transit around “mobility hubs.”

PRIORITY ACTIONS:

- 5.1.1 Identify the value of transit services to support the tourism and hospitality industry workforce, visitor services, and community special events.
- 5.1.2 Identify and prioritize opportunities for greater tourism and hospitality industry involvement in transportation planning and funding. Include pricing structures to encourage transit use by the workforce.
- 5.1.3 Support improvements to and operations of Stilson Transit Center. Construction by early 2026 and funding for ongoing Operations and Maintenance.
 - Build transit expansion around an additional 1–2 mobility hubs modeled after the Stilson Lot (Village Road Transit Center).
 - Considerations/locations for 1–2 more mobility hubs beyond the Stilson Lot:
 - Home Ranch
 - Near the Y – Wells Fargo area (addresses Idaho commuters as well)
 - Miller Park
 - Micro Park and Ride Centers

See Appendix B: SDMP Alignment to Existing Teton County Plans and Programs for alignment to existing Teton County plans, programs, and reports.

ITP and SDMP alignment

Hubs can improve the **out-of-vehicle** travel time as well as **in-vehicle time** when networks are designed around them.

“Together, the priority initiatives build a dynamic network of solutions to mobility and traffic challenges in Teton County. The community can draw on the operations of the existing Stilson Lot (Village Road Transit Center) and planned improvements to inform the development of additional transit centers/mobility hubs... In particular, community leaders hope that a more formal process is facilitated for the advocacy, development, testing, and management of core pedestrian-only areas (Deloney & Center Streets). Objectives include keeping cars out of the downtown area, enhancing the pedestrian experience and character of downtown, and reducing the environmental impacts of vehicle traffic.” SDMP, Page 44

Utility or Value computation example trip in Town

Parameter	Car	Transit	Component
Walk time (home and destination ends)	2 min	9 min	OVTT
Wait time	0 min	5-8 min	OVTT
Travel time	9 min	15 min	IVTT
Parking search time	2 min	0 min	OVTT
Parking Cost	\$0	0	Cost
Travel Cost	58.5 cents/mile O&M (IRS 2022), but drivers tend to feel the pain at the pump and on their monthly payment, not with each trip	Free Town Shuttle	Cost

$$U_{\text{drive}} = b(\text{IVTT}) + c(\text{OVTT}) + d(\text{Cost}) + \varepsilon \quad U_{\text{transit}} = a(\text{IVTT}) + f(\text{OVTT}) + d(\text{Cost}) + \varepsilon$$

- Customer will pick the option that maximizes their utility or value. *Many latent attributes (weather, attitudes)

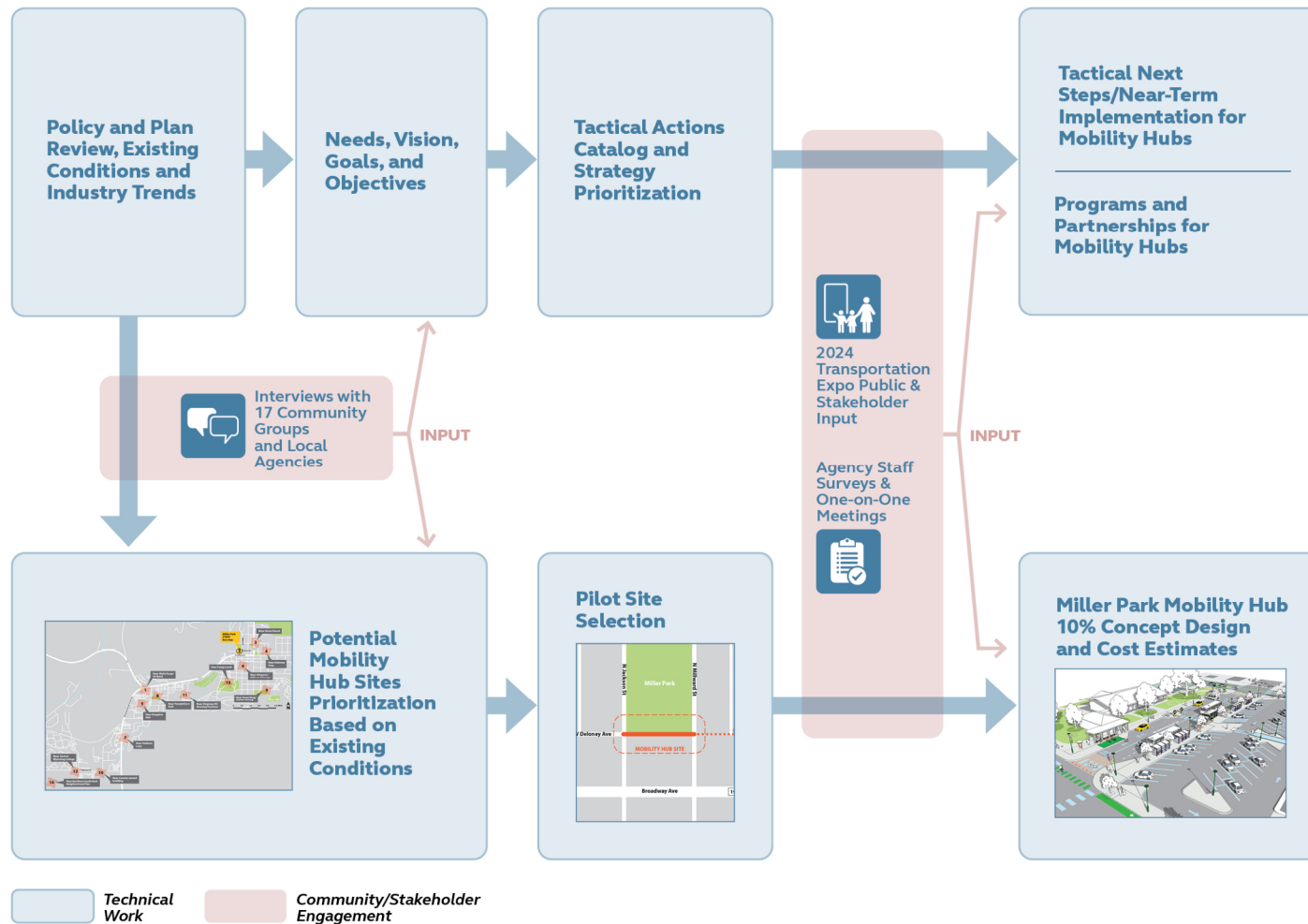
Utility or Value computation example trip Victor to TV

Parameter	Car	Transit	Component
Walk time (home and destination ends)	10 min	10 min	OVTT
Wait time	0 min	15 min	OVTT
Travel time	35-50 min	60-75 min	IVTT
Parking search time	3 min	0 min	OVTT
Parking Cost	\$0-\$35	\$0	Cost
Travel Cost	58.5 cents/mile O&M (IRS 2022), but drivers tend to feel the pain at the pump and on their monthly payment, not with each trip	\$8 single - \$105 monthly pass	Cost

• $U_{\text{drive}} = b(\text{IVTT}) + c(\text{OVTT}) + d(\text{Cost}) + \varepsilon$ $U_{\text{transit}} = a(\text{IVTT}) + f(\text{OVTT}) + d(\text{Cost}) + \varepsilon$

- Customer will pick the option that maximizes their utility or value. *Many latent attributes (weather, attitudes, avail of info)⁷

Project Development Workflow



Community Interviews

Discussion Questions:

- When you are thinking about traveling around the community, what would you like to see?
- What are some challenges or obstacles that you see to accessing the network/modes you want or the transportation future you, your employees, or your patients want?
- What would help you and your customers move around the community and access travel needs?
- What do you like already and what would you like to see more of?
- If you had to choose one or two things at the hub, what are your must haves?

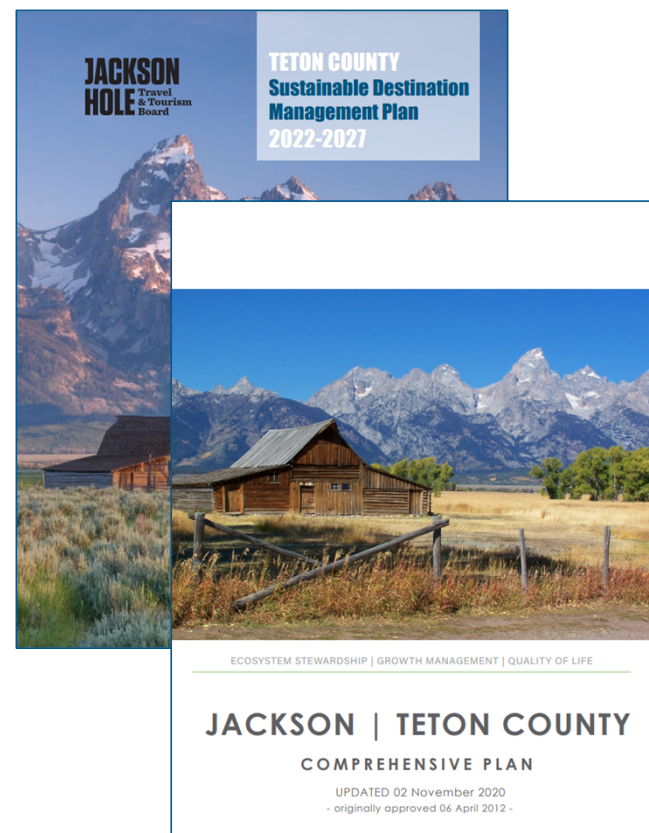
*Interviews were intentional knowing that a major SS4A public engagement process would occur in 2024

Interviewed Organizations
City of Victor
City of Driggs
Teton County, Idaho
Central Wyoming College (CWC)
Town of Jackson (Public Works)
Jackson Hole Conservation Alliance (JHCA)
Jackson Hole Airport
Age-Friendly Jackson Hole (AFJH)
Travel & Tourism Board (TTB)
Friends of Pathways
Teton Village
Voices of Jackson Hole (Voices JH)
Teton Science Schools
Wyoming Pathways
Grand Teton National Park
Jackson Hole Mountain Resort
St. John's Health

Local & Regional Plan Priorities

Plans reviewed include:

- Jackson | Teton County Comprehensive Plan
- Teton County Integrated Transportation Plan
- START 2022-2025 Routing Plan
- Pathways Master Plan
- Wilson Multimodal Corridor Plan
- 2019 Downtown Parking Management Study
- Sustainable Destination Management Plan
- Jackson and Teton County Annual Housing Supply Plan
- Age Friendly Jackson Hole



Goals and Plans Traceability

Goal	Comp Plan	ITP	Route Plan	Pathways Plan	Wilson Multimodal	Downtown Parking Study	SDMP	Annual Housing Supply Plan	AFJH Action Plan	Distilled From Community Interview
Develop Complete Neighborhoods	X			X	X			X	X	
Expand Mobility Offerings	X	X		X			X		X	X
Enhance Transit	X	X	X		X		X			X
Enable Mode Shift Strategies	X	X		X		X	X			
Coordinate Regionally	X	X	X	X	X		X		X	X
Relieve Highway & Arterial Congestion		X	X	X		X	X			X
Manage Parking		X			X	X	X			X
Enhance Safety for Pathway Users	X	X		X	X				X	X
Provide Seasonal Continuity	X	X	X							X
Mobility for All		X				X			X	X

Site Evaluation Methodology

Site List

- Determine potential mobility hub sites within the Town of Jackson identified by town staff, community and stakeholder interviews.

GIS Analysis

- Assess sites based on proximity to employment centers, residential areas, hotels, key destinations, target populations, START bus stops & on-demand service area, bike routes, sidewalks, lighted pedestrian facilities.
- Generate a raw score which determines if site a does or does not meet designated criteria thresholds.

Weighted Score

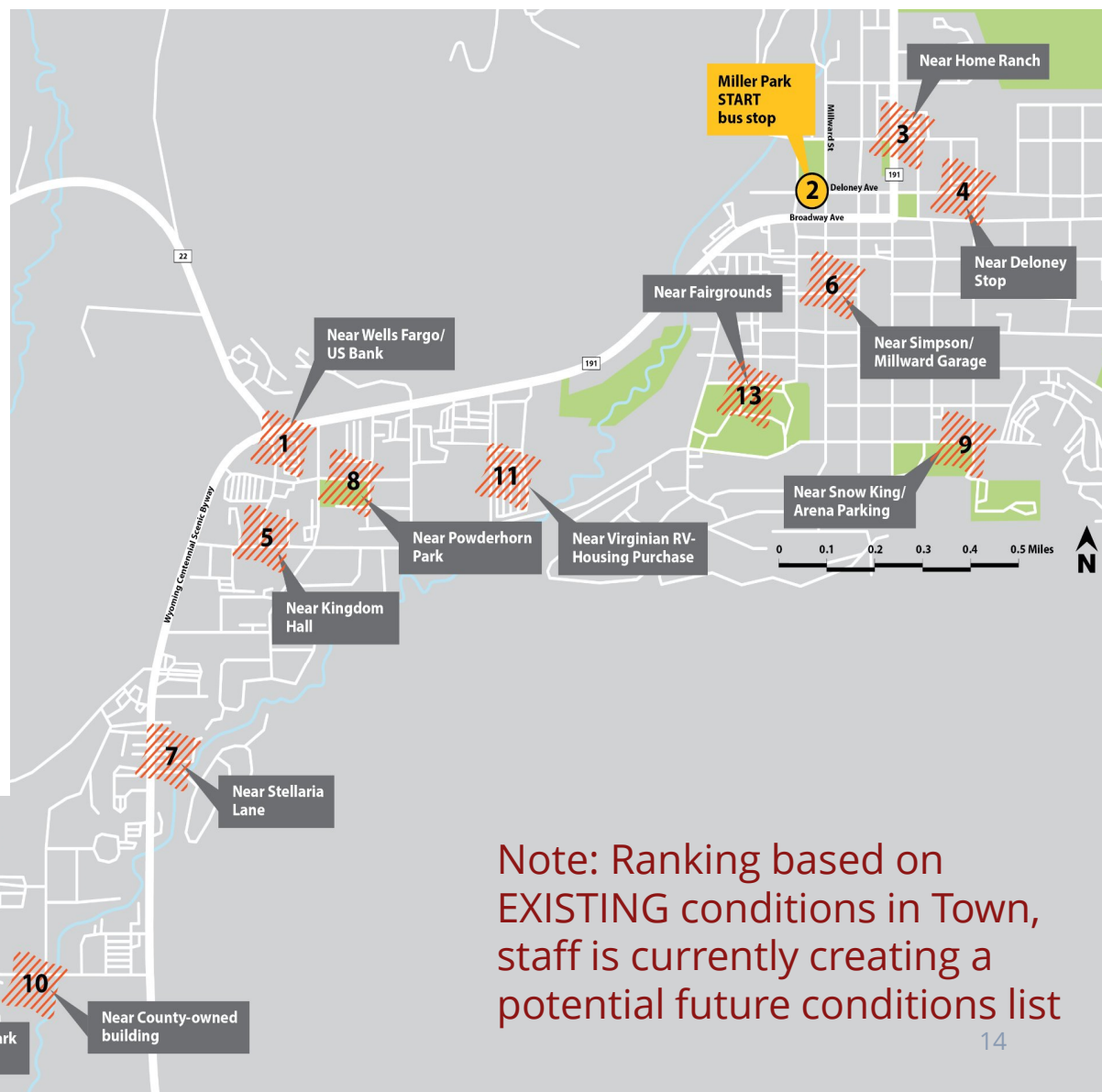
- Weigh site selection criteria for different user groups, to identify potential sites that are best suited for locals, visitors, and seniors.

Site Evaluation Methodology – Analysis Criteria

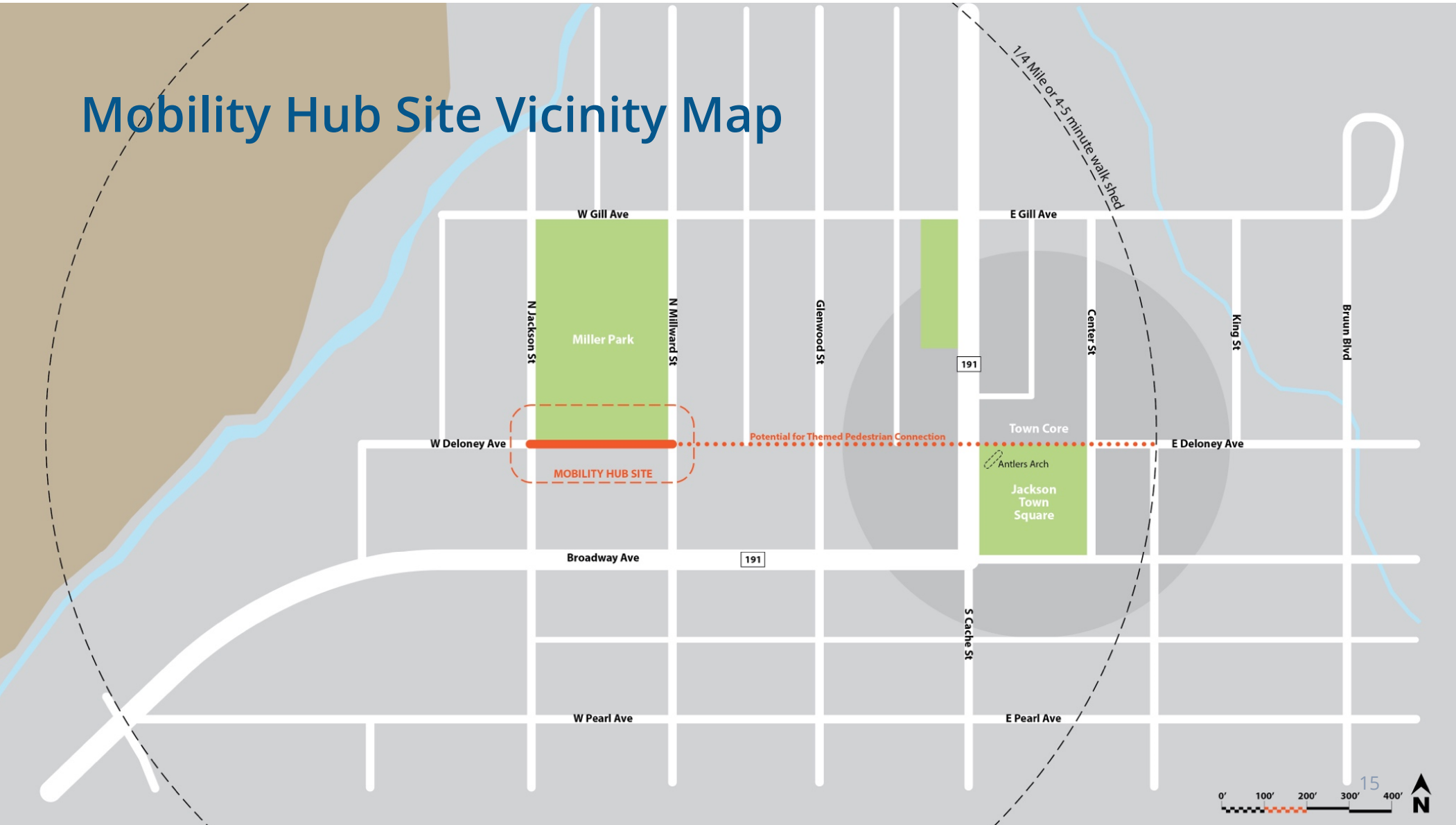
Criteria	Description	Threshold
Demographics	Proximate to Census blocks with >5.8% Seniors	0.10 miles
Demographics	Proximate to Census blocks with Median HHI <\$71,377	0.10 miles
Existing Service	Proximate to START bus stop	0.25 miles
Existing Service	Within START on-demand service area	Intersects
AT Infrastructure	Proximate to Bike Routes & Pathways	0.25 miles
AT Infrastructure	Proximate to Sidewalks	100 ft
AT Infrastructure	Proximate to Existing Lighting	100 ft
Destinations	Within a Residential Zone	Intersects
Destinations	Proximate to Employee Residences	0.25 miles
Destinations	Proximate to Employment Centers	0.25 miles
Destinations	Proximate to Key Destinations (Groceries, Health Services, etc.)	0.25 miles
Destinations	Proximate to Hotels	0.25 miles
Destinations	Within West Jackson, spatial diversity	Intersects

Potential Sites

Location, in the vicinity of:	User Groups			Overall
	Locals	Visitors	Seniors	
1. Near Wells Fargo/US Bank	80%	95%	95%	90%
2. Miller Park START bus stop	85%	95%	85%	88%
3. Near Home Ranch	85%	95%	85%	88%
4. Near Deloney Stop	85%	95%	85%	88%
5. Near Kingdom Hall	80%	95%	75%	83%
6. Near Simpson/Millward Garage	75%	90%	75%	80%
7. Near Stellaria Lane	65%	75%	80%	73%
8. Near Powderhorn Park	75%	85%	60%	73%
9. Near Snow King/arena parking	70%	80%	70%	73%
10. Near County-owned building	55%	60%	70%	62%
11. Near Virginian RV-Housing purchase	50%	70%	65%	62%
12. Near Central Wyoming College	55%	50%	70%	58%
13. Near County Fair and Rodeo grounds	55%	50%	65%	57%
14. Near Northern South Park Neighborhood Plan	50%	50%	45%	48%



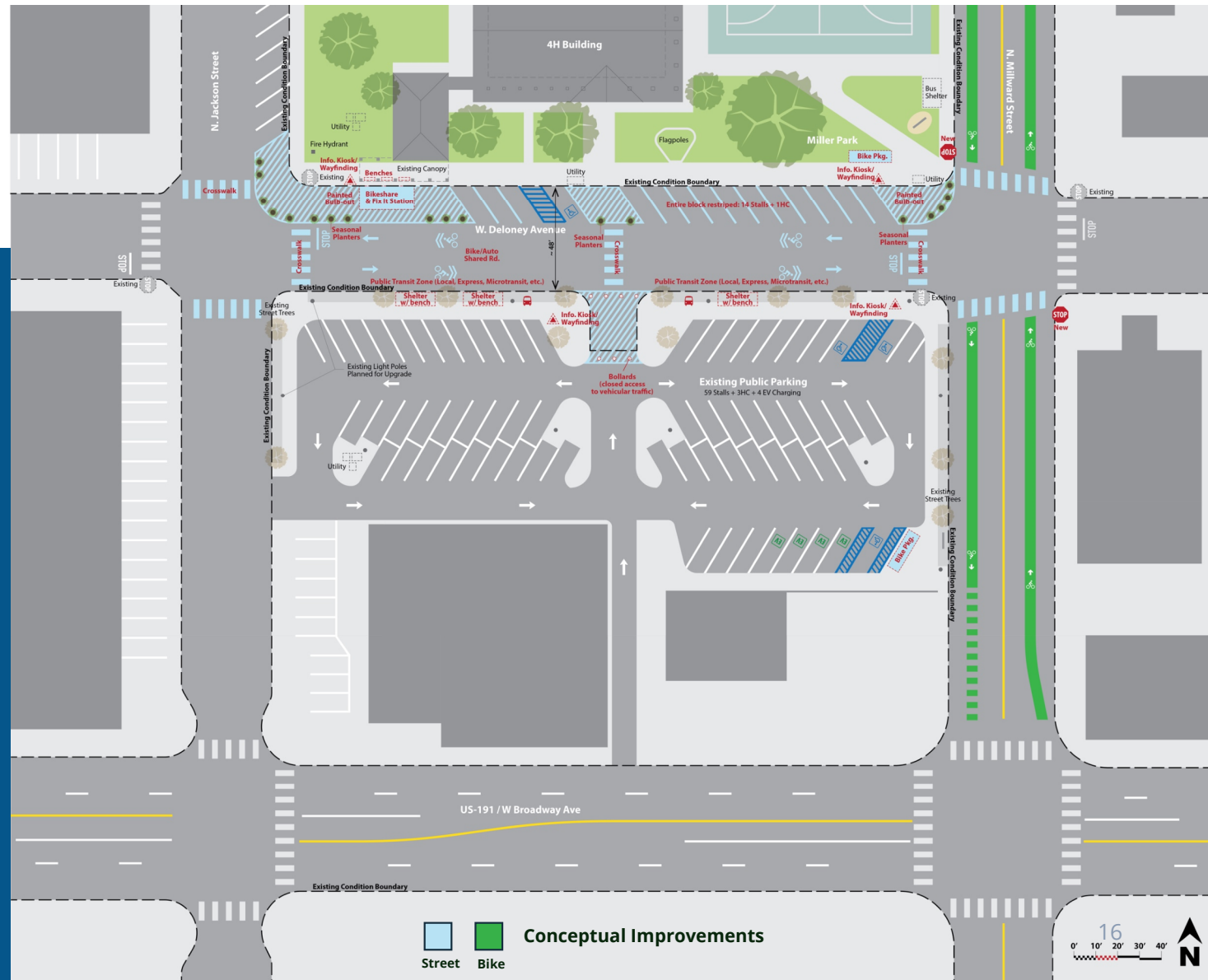
Mobility Hub Site Vicinity Map



Lower Investment Concept Plan

Highlights:

1. Pavement-painted bulb-outs to anchor existing diagonal parking
2. Shared Auto/Bike sharrow on Deloney
3. Close public parking access from Deloney
4. Transit modes only on south edge of Deloney
5. Bike amenities
6. Information and wayfinding amenities
7. Tactical planters



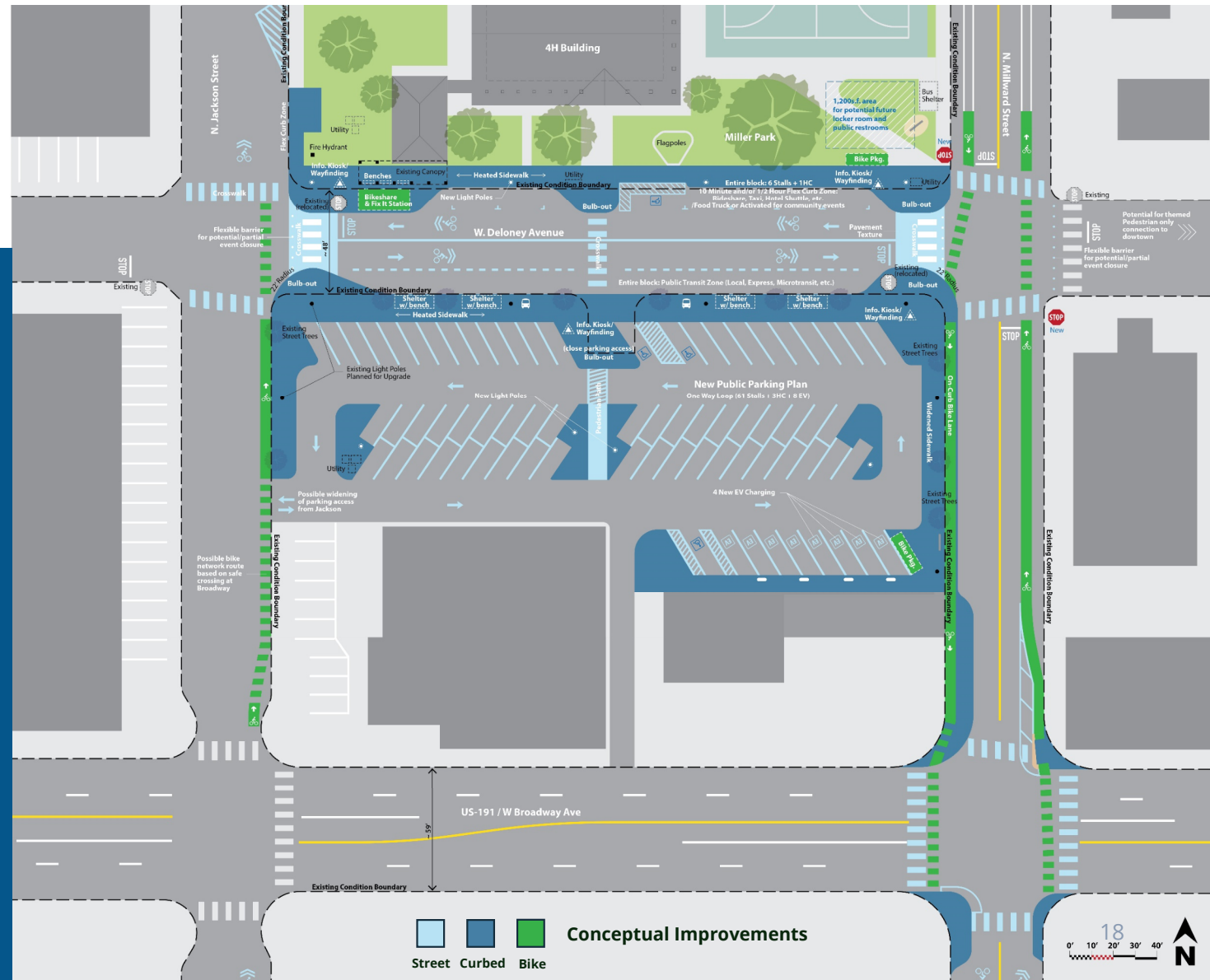
Lower Investment Concept Plan



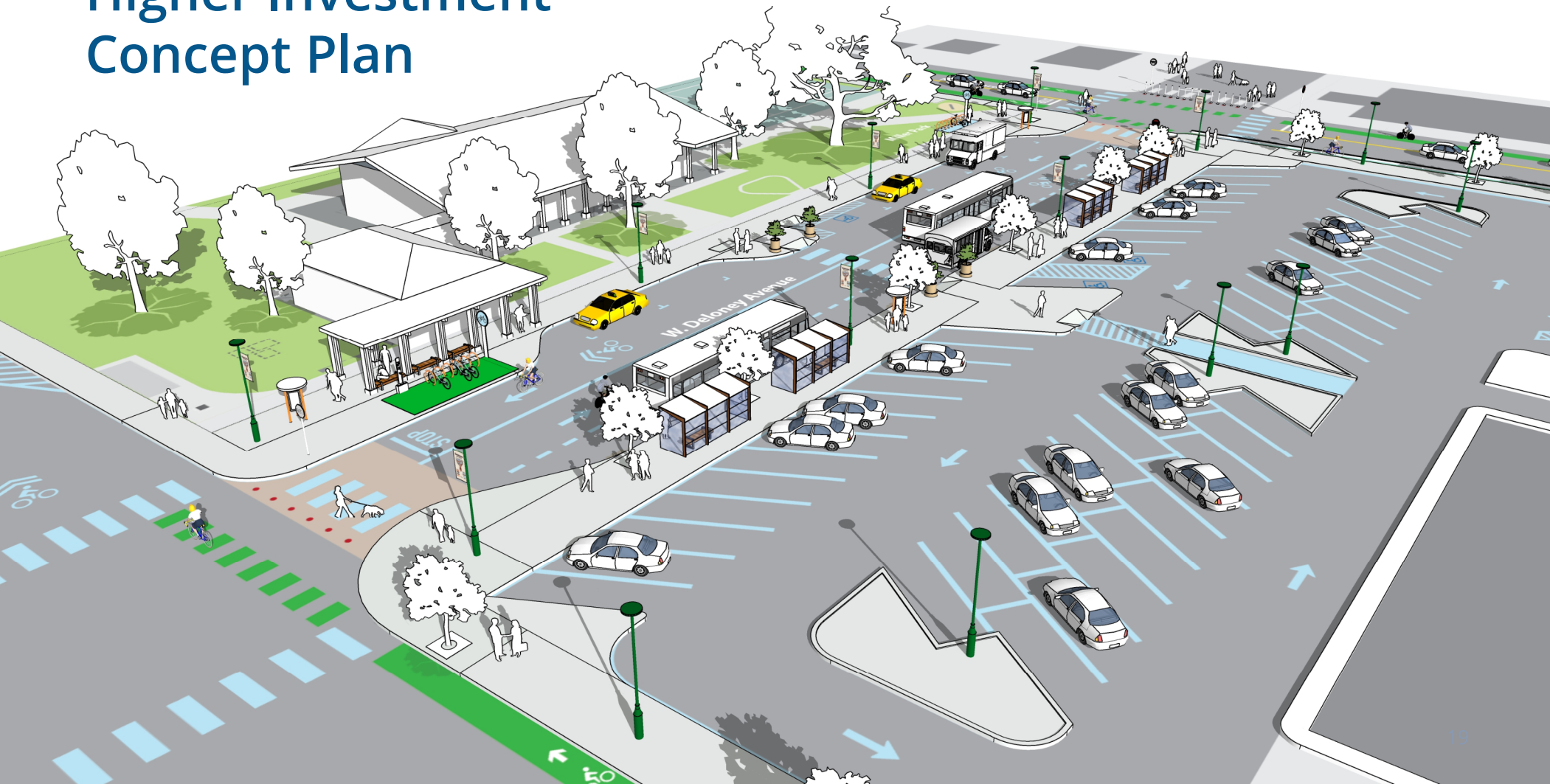
Higher Investment Concept Plan

Highlights:

1. Potential future planning for a combined Rec/Transit/Public Restroom facility when existing facility decommissioned
2. Grade-separated bulb-outs define new curb edge
3. **Flexible transit/shuttle pick up** on north edge of Deloney / Public Transit on south edge of Deloney
4. Shared Auto/Bike sharrow on Deloney
5. Textured pavement
6. Close public parking access from Deloney
7. New public parking circulation plan/one directional loop
8. Bike amenities + new bike facilities including on-pavement west edge of Millward
9. Information and wayfinding amenities
10. Street lighting



Higher Investment Concept Plan



Cost Estimate Comparison (10% Design)

	Lower Investment Concept	Higher Investment Concept
Street, Curb and Bike Infrastructure Improvements	\$26,000	\$1,501,000
Urban Furniture: Bus shelters, Info Kiosks, EV Charging Pedestals, Bike Racks, Benches, Etc.	\$118,000	\$264,000
Infrastructure Support: Electricity and Comm	\$170,000	\$220,000
Design, Construction Support, and Contingency	\$202,000	\$1,132,000
ESTIMATED TOTAL	\$516,000	\$3,117,000

* Cost does not include WYDOT Slab replacement concepts; this is for information only, staff is not requesting FY2025 capital at this time

Tactical Actions Catalog

The team then drafted a list of ‘tactical actions’ to implement street and hub improvements that considered each action’s:



Town of Jackson and Teton County staff completed an initial review of the potential tactical actions.

The Tactical Actions Catalog is available as a separate spreadsheet attachment.

Recommendations (slide 1 of 2)

Tactical Action	Category	How?
1 Complete Pedestrian Crossings/Safe Street Improvements	Physical Infrastructure, Amenities, and Safety	SS4A Mobility Overlay
2 A) Flexible barrier installation as a mobility hub feature B) Pilot summer 2024 Miller Park treatments	Physical Infrastructure, Amenities, and Safety	Partner with TTB and JH Public Art; evaluate
3 Conduct a parking demand utilization study*	Holistic Parking and Curbside Management Strategy	In RTPA FY25 workplan
4 Informational kiosk and traveler information app as mobility hub features	Traveler Information/ Wayfinding	Identify resources, Explore partnership
5 Improve visibility and volume of signage at Miller Park	Traveler Information/ Wayfinding	Identify resources, Explore partnership
6 Work with partners to establish a sample maintenance SOP	Policy, Programs and Initiatives	RTPA to draft and share

**Suggested Follow Up Action: Conduct seasonal on-street paid parking pilot within the short-term parking zone.*

Based on subject matter expert (SME) input, best practices, emerging trends, Teton County/Town of Jackson staff input, and public stakeholder input from the February 2024 Transportation Exp@2

Strategic Recommendations (slide 2 of 2)

Tactical Action	Category	How?
7 Work with Town Planning to define and establish a process for mobility hub considerations into DRC and permit processes	Physical Infrastructure, Programs, Policy, Partnership	RTPA to work with Planning Director
8 Identify additional Teton County location(s) for a potential mobility hub	Physical Infrastructure, Amenities, and Safety	Staff will identify and bring to future meeting
9 Adopt Top 3 locations for Hubs in Town to guide transit and pathway network planning and continued partnership with TTB: 1. Buffalo Junction Area (Albertson's/Picas area) 2. Miller Park 3. Home Ranch	Policy, Physical Infrastructure Holistic Parking and Curbside Management Strategy	Through motion, then staff would prioritize in network planning and partnerships; Identify resources and explore partnership

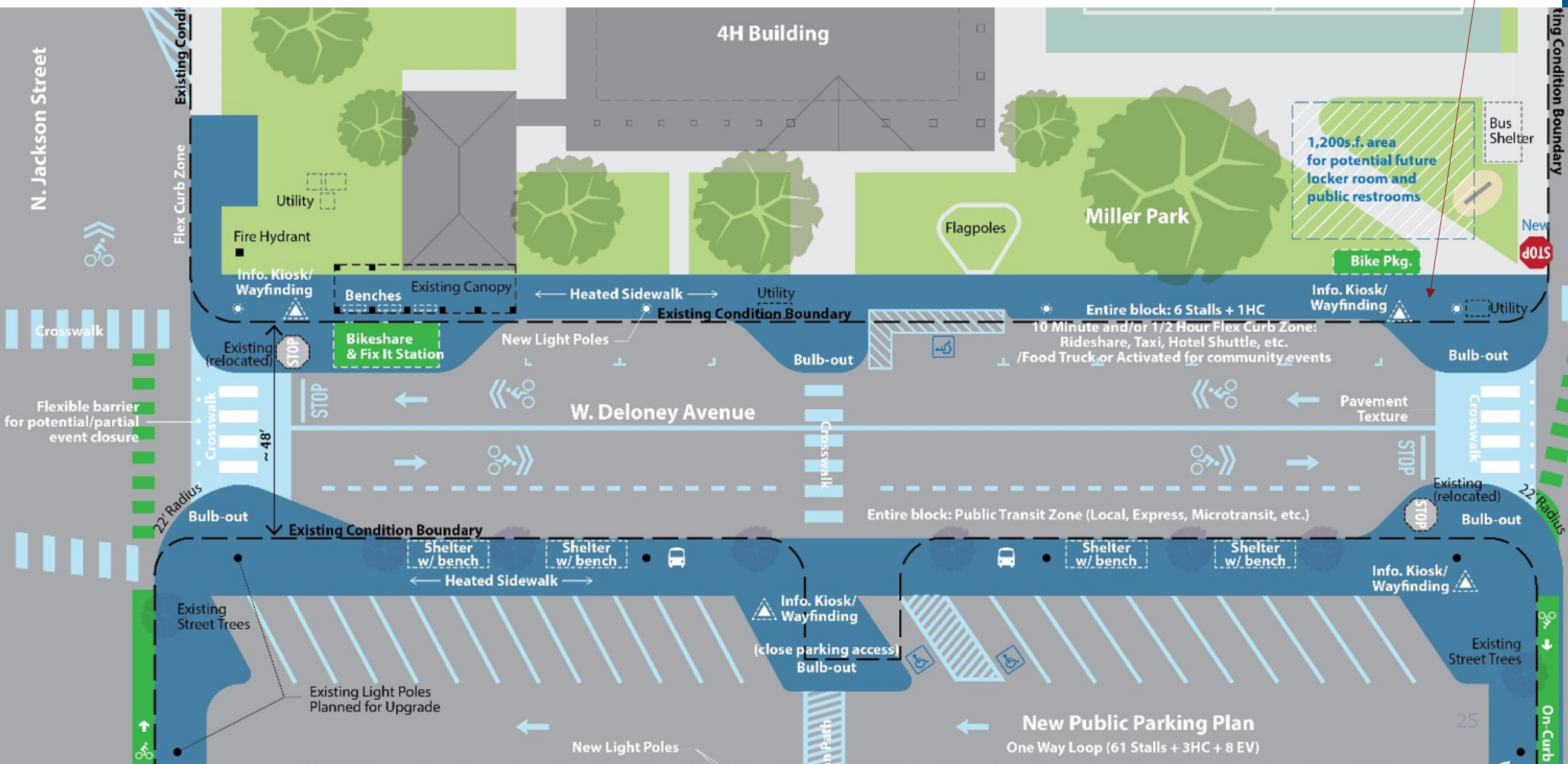
**Suggested Follow Up Action: Conduct seasonal on-street paid parking pilot within the short-term parking zone.*

Based on subject matter expert (SME) input, best practices, emerging trends, Teton County/Town of Jackson staff input, and public stakeholder input from the February 2024 Transportation Exp@3

Destination Development Grant Opportunity

- DDG funds unexpectedly available that must be spent by June 30, 2024
- Staff identified components that could be ordered and installed quickly which align with existing adopted policies:
 1. Two to three bearproof trash and recycling containers, consistent with the Town Ecosystem Stewardship Coordinator's priorities
 2. Artistic wraps for the trash containers (recycling to remain blue for universal symbology)
 3. Asphalt art at Miller Park consistent with the bulb-outs recommended in the 'curb realm' of the conceptual Mobility Hub
 4. FY2025 servicing of new trash and recycling bins (if an approved use for DDG funds)
- Concurrently, JH Public Art requests permission for a privately funded asphalt art project at Center for the Arts, at Cache/Simpson

Pilot Concept - Summer 2024 asphalt art in dark blue areas, flex pick-up zone



Suggested Motion

Teton County:

I move to affirm staff's recommendations 1, 2, 3, 4, 5, 6, 7, 8, and 9 within the hours allotted in staff's FY2025 work plan.

Town of Jackson: I move to affirm staff's recommendations 1, 2, 3, 4, 5, 6, 7, 8, and 9 within the hours allotted in staff's FY2025 work plan. Furthermore, I move to direct staff to:

1. Accept the approximately \$112,500 Destination Development Grant funds from the Travel and Tourism Board to implement quick-response mobility hub improvements at Miller Park,
2. Partner with JH Public Art to support their privately funded asphalt art at the Center for the Arts (on Cache Street at Simpson Avenue),
3. Describe a detailed pilot layout in a Town Manager report on May 20th, and
4. Report back on the public's response to these activities at a future meeting.



Questions?



Appendix – additional information on process and findings

Spring 2024



Tactical Actions Catalog Development

The Tactical Actions Catalog contains a series of mobility hub and service strategies. To develop the tactical actions catalog, the team:



Reviewed existing plans and documentation related to transportation, mobility, tourism, and senior mobility



Evaluated emerging trends relevant to Teton County characteristics and mobility goals



Interviewed community members to understand mobility needs and solutions



Met with internal subject matter experts to understand incremental activities to enable partnerships, network connectivity, and system development over time

Tactical Next Steps Development

Among the various potential tactical actions, the team sought to prioritize them given:



Public input via the Teton County Transportation Expo (Feb 2024)



Staff input via one-on-one meetings and an online ranking exercise. Multiple County and Town staff were briefed on the top 13 tactical actions and asked to rank them in terms of feasibility and impact



Subject matter expertise based on experience in mobility hub planning, best practices, and industry trends; implementation considerations, and Teton County-specific parameters

Public Input – What We Heard

Update
public
restrooms

Drainage
concerns
at Deloney
and
Jackson

Consider
bikeshare
and
carshare

Consider
mobility
hubs in
other areas
around
town

Make bike
lanes safer

Consider
more
street
lighting

Consider
transit
stops on
north side
of Deloney

Recommend
device
charging

Recommend
water
station

Streamline
parking
circulation
with one-
way traffic

Staff Input – What We Heard

Pilot
summer
on-street
paid
parking

Pilot a
partial
Deloney
street
closure

Real-time
parking
info would
be helpful

Make it
easier for
pedestrians
to cross
street

Consider
more
visibility
for bikes
on the
road

Concerns
about
collisions
at Millward
and
Broadway

Maintain
public
restrooms

Establish
responsibility
for
maintenance
of mobility
features

Consider a
bike lane
on Jackson
St.

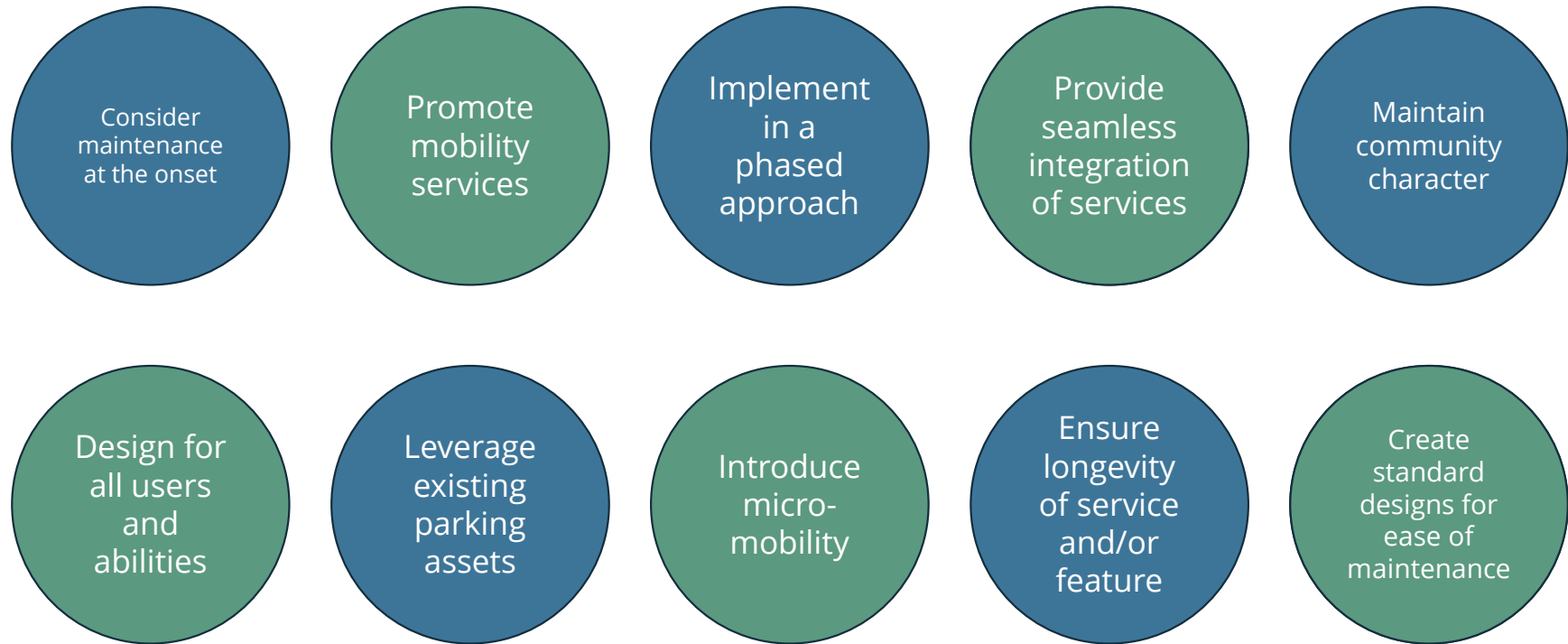
Adjust
street
lighting to
be Dark
Sky-
compliant

Staff Input – What We Quantified

Benefit Ranking		Effort Ranking	
1	Complete Pedestrian Crossings/Safe Street Improvements at (top 5 within ¼ mile) intersections within a quarter mile	1	Transit signage as a mobility hub feature
2	Implement seasonal on-street paid parking within the short-term parking zone	2	Flexible barrier installation as a mobility hub feature
3	Traveler information app - development	3	Informational kiosk as a mobility hub feature
4	Parking demand and utilization study – ongoing biannual data collection	4	Tactical planters as a mobility hub feature
5	Flexible barrier installation as a mobility hub feature	5	Bulb-outs (painted or curb extensions) as a mobility hub feature
6	Informational kiosk as a mobility hub feature	6	Establish mobility hub maintenance standard operating procedures (SOP)
7	Bulb-outs (painted or curb extensions) as a mobility hub feature	7	Complete Pedestrian Crossings/Safe Street Improvements at (top 5 within ¼ mile) intersections within a quarter mile
8	Transit signage as a mobility hub feature	8	Bike fix-it stations as a mobility hub feature
9	Transit recirculation – reevaluate transit routes and pick up/drop off locations	9	Parking demand and utilization study – ongoing biannual data collection
10	Establish mobility hub maintenance standard operating procedures (SOP)	10	Transit recirculation – reevaluate transit routes and pick up/drop off locations
11	Introduce a bikeshare RFP and re-introduce bikesharing to Jackson	11	Traveler information app - development
12	Tactical planters as a mobility hub feature	12	Introduce a bikeshare RFP and re-introduce bikesharing to Jackson
13	Bike fix-it stations as a mobility hub feature	13	Implement seasonal on-street paid parking within the short-term parking zone

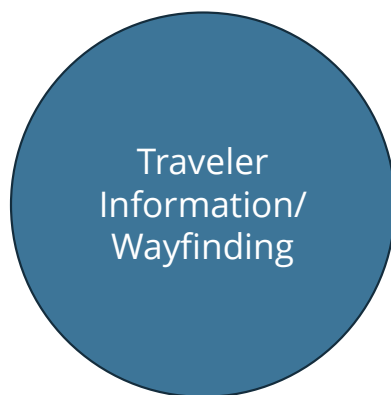
Staff were asked to rank a list of 13 top tactical actions in terms of benefit and effort via an online survey. Based on each tactical action's benefit and effort ranking, each tactical action had a feasibility score. This is charted on the next slide.

SME Expertise, Best Practices & Industry Trends



Tactical Next Steps - Categories

To ensure all pieces for the mobility hub are in place, four categories were established for tactical actions with the idea being that actions from each category would help support mobility hub implementation:



Prioritized Tactical Action Tiers

Prioritized tactical actions are ranked by tier to identify their level of feasibility:

Tier 1

Near Term Wins are generally easier to implement with a high efficacy

Tier 2

Should Have actions may present some challenges to implement but have a significant benefit

Tier 3

Strategic consideration actions potentially have greater obstacles or are lower priority but would still benefit the function of the mobility hub

Tactical Next Steps– Near-Term Wins (Tier 1)

Tactical Action	Category	Timeline	Staffing Effort Initial	Staffing Effort - Maintenance	Anticipated Efficacy
1 Complete Pedestrian Crossings/Safe Street Improvements at (top 5 within ¼ mile) intersections within a quarter mile	Physical Infrastructure, Amenities, and Safety	Short (<12 months)	High (600+ hours)	Medium (61-600 hours)	High
2 Flexible barrier installation as a mobility hub feature	Physical Infrastructure, Amenities, and Safety	Short (<12 months)	High (600+ hours)	Medium (61-600 hours)	High
3 Conduct a parking demand utilization study*	Holistic Parking and Curbside Management Strategy	Long (>24 months)	High (600+ hours)	Low (0-60 hours)	High
4 Informational kiosk and traveler information app as mobility hub features	Traveler Information/ Wayfinding	Short (<12 months)	High (600+ hours)	Medium (61-600 hours)	Medium
5 Transit signage as a mobility hub feature	Traveler Information/ Wayfinding	Short (<12 months)	Medium (61-600 hours)	Low (0-60 hours)	High

**Suggested Follow Up Action: Conduct seasonal on-street paid parking pilot within the short-term parking zone.*

Based on subject matter expert (SME) input, best practices, emerging trends, Teton County/Town of Jackson staff input, and public stakeholder input from the February 2024 Transportation Expo.

Tactical Next Steps – Should Have/Medium Term (Tier 2)

Tactical Action	Category	Timeline	Staffing Effort Initial	Staffing Effort - Maintenance	Anticipated Efficacy
1 Bulb-outs (painted or curb)	Physical Infrastructure, Amenities, and Safety	Short (<12 months)	Low (0-60 hours)	Low (0-60 hours)	Medium
2 Develop a mobility hub maintenance standard of procedures (SOP)	Policy, Programs, and Initiatives	Short (<12 months)	Medium (61-600 hours)	Low (0-60 hours)	High
3 Develop a bikeshare RFP to procure third party solution	Policy, Programs, and Initiatives	Medium (12-24 months)	Medium (61-600 hours)	Low (0-60 hours)	High
4 Tactical planters	Physical Infrastructure, Amenities, and Safety	Short (<12 months)	Low (0-60 hours)	Low (0-60 hours)	Medium

Based on subject matter expert (SME) input, best practices, emerging trends, Teton County/Town of Jackson staff input, and public stakeholder input from the February 2024 Transportation Expo. 38

Strategic/longer-Term Considerations (Tier 3)

Tactical Action	Category	Timeline	Staffing Effort Initial	Staffing Effort - Maintenance	Anticipated Efficacy
1 Marketing/communications for mobility initiatives	Policy, Programs, and Initiatives	Short (<12 months)	Medium (61-600 hours)	Medium (61-600 hours)	High
2 Transit recirculation	Policy, Programs, and Initiatives	Short (<12 months)	Medium (61-600 hours)	Low (0-60 hours)	Medium
3 Implement seasonal on-street paid parking within the short-term parking zone	Holistic Parking and Curbside Management Strategy	Long (>24 months)	High (600+ hours)	High (600+ hours)	High
4 Bike fix-it stations	Physical Infrastructure, Amenities, and Safety	Short (<12 months)	Medium (61-600 hours)	Low (0-60 hours)	Medium
5 Wayfinding information	Traveler Information/ Wayfinding	Short (<12 months)	Medium (61-600 hours)	Low (0-60 hours)	High

Based on subject matter expert (SME) input, best practices, emerging trends, Teton County/Town of Jackson staff input, and public stakeholder input from the February 2024 Transportation Expo.

Tactical Next Steps – Near-Term Implementation

Complete Pedestrian Crossings/Safe Street Improvements at (top 5 within ¼ mile) intersections within a quarter mile

Plan pedestrian connection and traffic calming measures/details at each intersection and identify partners

Engage partners early. Consider phased approach using mobility overlay work that is ongoing as part of SS4A efforts

Ensure universal design and ADA compliance of intersections

Flexible barrier installation (summer pilot)

Identify desired use(s) of street closure and frequency

Procure flexible barriers

Identify maintenance roles and responsibilities, including seasonal concerns

Conduct a parking demand and utilization study

Identify trouble areas

Conduct parking study

Utilize knowledge to continue managing parking and further parking initiatives

Informational kiosk (digital) and traveler information app

Identify goals for the info kiosk/traveler info app and leverage available funding

Procure info kiosks and app (opportunity for Town and County branding and sponsorships)

Install and maintain info kiosks. Coordinate data and pilot traveler info app

Improved transit signage

Create & execute plan with Town PW, Parks and Rec, and START

Procure desired signage

Consider digital option to show wait time and headways (or option to text)

Next Step: Complete Pedestrian Safe Street Improvements

Objectives: Incremental phased improvements to priority safety and pedestrian features that enhance safety, walkability, and connectivity.

Elements: Crosswalks, protected bike lanes, bulb-outs

Locations: Initial focus on Miller Park mobility hub site



Next Step: Complete Pedestrian Safe Street Improvements

Stage	Efforts by:	Level of Effort
1. Plan detailed improvements and review ADA/universal design for consistency (five locations)	Cooperative efforts between planning and engineering/public works departments to agree on features and placement	Plan/Design: 160 planning staff hours 820 engineering staff hours Implementation: Work crew 3-10 days per location (complex or major drainage concerns could add time)
2. Undertake tactical design effort and create new County standard drawings/typicals for new features	Engineering with cooperation of planning department create simple tactical design layout and mark-ups. For unique elements or new standards (e.g., new striping) create new County standard drawings and typicals for use in mobility hub areas	
3. Implement phased improvements	Budget and allocate resources, including possible mix of Public Works department time and contracting out of larger efforts	

Next Step: Flexible Barrier Installation

Objectives: Implement and demonstrate dynamic use of street segments and gather operational lessons from a summer pilot. Experiment and understand benefits/impacts of partial Deloney street closure.

Elements: Removable or flexible barriers with striping & signage

Location: Miller Park mobility hub site



Next Step: Flexible Barrier Installation

Stage	Efforts by:	Level of Effort
1. Develop plan for barrier use and street closure pilot (days, time of day, operations, devices)	Cooperative efforts between planning and engineering/public works departments to select equipment, signage, and plan operations.	Plan/Design: 240 planning staff hours 360 engineering staff hours Implementation: Varies 3-10 crew workdays
2. Develop tactical design for pop-up barriers and signage	Engineering with cooperation of planning department create simple tactical design layout and mark-ups.	
3. Procure and install pilot elements	Budget and procure equipment and create signage and coordinate pilot install and operations with public works	
4. Review operations and lessons learned	Conduct community/stakeholder outreach following pilot, and summarize lessons learned between planning and public works	

Next Step: Conduct Parking Demand & Utilization Study

Objectives: Provide improved data and info on parking patterns, turnover, and related walk patterns to better plan management strategies.

Locations: Selected on-street and off-street parking areas with high seasonal demands/turnover



Next Step: Conduct Parking Demand & Utilization Study

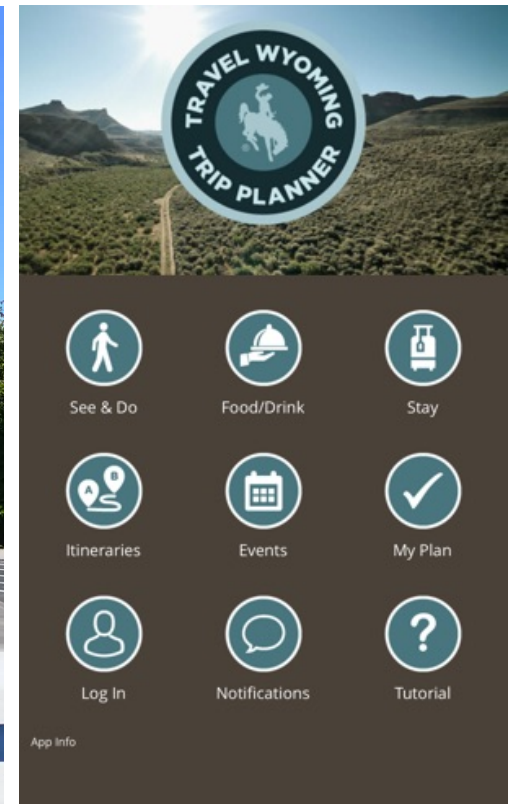
Stage	Efforts by:	Level of Effort
1. Identify focus areas including potential areas for more dynamic parking use and scope study	Planning in conjunction with community groups, stakeholders, parking enforcement	Plan/Design: 600 planning staff hours 80 engineering staff hours Implementation: \$75K-150K contract parking study effort: Varies depending on scale and timeframe.
2. Conduct parking study and note common walk patterns to/from parking areas	Contract efforts with planning department oversight	
3. Review results to assess management strategies and opportunities for improved wayfinding and flexible parking use	Meetings between planning, community stakeholders, engineering, and parking enforcement	

Suggested Follow Up Action: Conduct seasonal on-street paid parking pilot within the short-term parking zone.

Next Step: Deploy Information Kiosk and App

Objectives: Enhance wayfinding and provide clear info on mobility options and key community destinations - Deploy 4 info kiosks and develop/integrate a mobility services/info mobile app.

Locations: Phased, focused on mobility hubs, key walk paths, and higher demand transit stops for kiosks (initial install of 3+ kiosks). Virtual engagement for traveler information app.



Next Step: Deploy Information Kiosk and Traveler Information App

Stage	Efforts by:	Level of Effort
1. Identify information goals/major content, and leverage funding	Planning in conjunction with community groups, stakeholders, START.	260 planning staff hours
2. Prepare tactical design, including kiosk requirements, traveler information app requirements and content plan	Planning, community services for content with design by engineering or contracted.	420 planning staff hours 160 engineering staff hours \$50K contract for specifications and content needs
3. Contract for kiosk procurement, installation, and configuration. Contract for traveler app procurement, installation, testing and deployment.	Cooperative effort between planning and public works.	\$150K info kiosks procurement and install \$75K mobile app development/integration \$50K - \$75K content creation/configuration for apps and kiosks, special content creation (if needed)
4. Maintain kiosks, traveler application and related content.	Public works for maintenance, and community services for content management and info.	120-200 staff hours/yr \$35K-\$50K/yr support contracted

Next Step: Improved Transit Signage

Objectives: Enhance visibility of transit options and information

Locations: Initial focus on Miller Park mobility hub site, additional near-term opportunities at Home Ranch



Next Step: Improved Transit Signage

Stage	Efforts by:	Level of Effort
1. Review and execute plan in conjunction with START	Planning in conjunction with START	Plan/Design/Review: 300 planning staff hours 200 engineering staff hours \$25K contract for specialized signage designs (if needed) Implementation: \$35K-\$75K contract for signage manufacturer 2-5 crew workdays START support – 80 staff hours
2. Prepare tactical design, including signage requirements; consider digital signage/info options in possible conjunction with info kiosks	Planning with design by engineering or contracted	
3. Procure, install, and configure signage	Public works with START	
4. Review results, create standard drawings, plan expansion	Planning in cooperation with engineering	

Tactical Next Steps - Programs and Partnerships

	Programs or Partnerships	Description
	Grant/Funding Pursuits	Aim to fund foundational elements (such as software applications, content creation, rolling stock, or physical mobility hub features and improvements). Operational services funded by grants have proven difficult to sustain without other programmed funds.
	Design Committee Review (DCR) Process Integration	Recommend incorporating potential mobility hub locations, features, and services into the DCR process for the County to assess inclusions for developments, including impacts and improvements to mobility hub programs.
	Tactical Design Lessons Learned and Standard Plans	Allows County to provide guidance to private and public design efforts for equipment, design, and requirements which promotes consistency for long-term maintenance and replacements.
	Mobility Hub Program Updates	This Mobility Plan should be updated as needed to include additional lessons learned, implementation efforts undertaken, agreements developed, and new partnerships.
	START Partnership/Coordination	Continued and constant coordination with START for transit services to optimize mobility hub usage and adapt to changing travel patterns.
	Agency Agreements and Coordination for Maintenance and Operations	Coordination and buy-in from departments in terms of maintenance responsibility, snow removal, physical maintenance, information, and content development. Agreements should be formalized where possible and include assumptions about levels of support, responsiveness, and budgeting.
	Business & Community Stakeholder Partnerships	Ideas include: incorporate private shuttle routing, sponsorship for seasonal circulators, coordinated public outreach, support wayfinding and information content

Summary of Staff Input on Tactical Actions

Staff Comments	
1	Several staff was curious about how on-street paid parking would work. Concerns included whether it would be seasonal, maintenance for cleanliness concerns at Simpson garage (not an efficient use of maintenance time, currently performed by contractors), and enforcement staff resources.
2	Several staff also proposed the idea of partial closure of Deloney with flexible barriers (bollards) to limit traffic to just buses, micromobility and pedestrians or just for events. This could be tested during the slow season (Sept to Dec) with jersey barriers. It could be an extension of a pedestrian promenade extending east on Deloney Street to Town Square. Further discussion on snow removal and storage is needed for this scenario. Would need community buy-in.
3	Distinguish between employee and visitor parking.
4	More storage for bikes is needed, at least seasonally during the summer.
5	There is a need for real-time parking information/understanding parking impacts of new housing.
6	Several staff are interested in visually showing real-time transit availability and wayfinding on kiosks (ideally dynamic).
7	Several staff liked the idea of a flexible zone that could be utilized for multiple short-term activities on the curb.
8	Several staff liked the idea of bulbouts for safety and visibility reasons for pedestrians. Start with painted ones with tactical planters and transition into permanent ones.

Summary of Staff Input on Tactical Actions (cont'd)

Staff Comments	
9	Some staff wanted to consider 4 way stops at Deloney and Millward for bus use. Other staff would prefer not to have stop signs on Millward/Deloney given cars tend to back up on Millward.
10	Several staff would like to have better protection for bikes on Millward/Broadway, including: extend bike lane north to Deloney, consider moving bike lane to Jackson Street. There are a lot of incidents at Millward/Broadway involving vehicles and bikes. Would like to avoid sharrows.
11	Tactical planters are a good idea to mark bulbouts, but maintenance and responsibility for them should be clear.
12	Consider concerns and logistics for parades.
13	Several staff support the permanent closure of the north entrance to the lot south of Deloney for pedestrian safety.
14	Explore remaining useful life of the public restrooms structure and opportunity for moving it to the southeast corner of Miller Park. This is a key amenity.
15	Staff support and prefer to have benches and shelters for people waiting for transit.
16	Consider elevated platforms for people with disabilities; explore use cases.
17	Several staff noted they would benefit from hiring a full-time maintenance person for parking/transit facilities (Simpson, Stilson, etc.)



JOINT INFORMATION MEETING AGENDA DOCUMENTATION

SUBMITTING DEPARTMENT: Town & County Administration

PRESENTERS: Tyler Sinclair and Maureen Murphy

MEETING DATE: May 06, 2024

SUBJECT: Fiscal Year 2025 Joint Department/Division and Board Budget Review

STATEMENT/PURPOSE

The purpose of this meeting is for staff to continue to present an overview of the Fiscal Year 2025 Joint Department/Division and Board requested and recommended budgets and for the Town Council and the Board of County Commissioners to ask questions, discuss and propose amendments.

BACKGROUND/ALTERNATIVES

Each year the Town and County meet to discuss and determine the appropriate Joint Department/Division and Board budgets for the next Fiscal Year. On April 23, 2024, staff presented, and the Boards discussed the majority of the Joint Departments/Divisions and Joint Budgets. Joint Departments not presented previously will be presented and discussed at this meeting in the following order:

- 3:30 – 3:45 Communications/Dispatch
- 3:45 – 4:00 Victim Services
- 4:00 – 4:10 Animal Shelter
- 4:10 – 4:20 Consideration of adoption of Energy Conservation Works & Travel & Tourism Board budgets
- 4:20 – 4:30 Joint Discussion, Identification of future Discussion items

Administration staff will present a consistent summary slide for each Joint Department, followed by input by the Department Director/staff. Next the Town and County will be asked to consider approval of the TTB and ECW budgets previously presented. Finally, the Town and County will be asked to identify items for discussion at the next Joint Budget meeting on May 14, 2024 in addition to what was identified on April 23, 2024.

Town and County staff have provided their individual elected bodies joint budget information as part of each jurisdiction's individual budget review process for consideration prior to the meeting.

COMPREHENSIVE PLAN ALIGNMENT

To successfully implement the Comprehensive Plan, the Town Council and County Commission must set priorities, be strategic, and be disciplined. Chapter 8 - Quality Community Service Provision calls for "Timely, efficient and safe delivery of quality services and facilities in a fiscally responsible and coordinated manner."

STAKEHOLDER ANALYSIS

All residents of Teton County.

FISCAL IMPACT

Fiscal impact varies based on direction received today.

STAFF IMPACT

To be determined.

LEGAL REVIEW

ATTACHMENTS

None

RECOMMENDATION

Provided in the proposed Fiscal Year 2025 Budget documents.

SUGGESTED MOTION

None at this time.