

Regular Joint Meeting

July 7, 2025

1:30 PM

County Commission Chambers

Chair: Mark Newcomb

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 and County reserve 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 and to County Commissioners by emailing commissioners@tetoncountywy.gov.

To join, click link or copy it to your browser: <https://us02web.zoom.us/j/86726932260>

Or join at zoom.com with Webinar ID: **867 2693 2260** or by phone: **+1 669 900 6833**

II. CALL TO ORDER, ROLL CALL, AND ANNOUNCEMENTS

III. PUBLIC COMMENT

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

IV. CONSENT CALENDAR

A. Meeting Minutes

1. June 2, 2025 Regular Joint Meeting
2. June 9, 2025 Special Joint Meeting

V. DISCUSSION/ACTION ITEMS

- A. Transportation System Monitoring: Traffic Impact Study Update (Charlotte Frei, 45 mins)
- B. Joint Powers Agreement Timeline (Tyler Sinclair & Jodie Pond, 45 mins)

VI. MATTERS FROM COUNCIL, COMMISSIONERS AND STAFF

VII. EXECUTIVE SESSION (IF NEEDED)

Recess or adjourn to executive session to consider appointments to volunteer boards, specifically the appointment of a board member as a municipal officer, pursuant to W.S. §16-4-405(a)(ii).

VIII. PROPOSED ITEMS FOR FUTURE JOINT INFORMATION MEETINGS

Aug 4 - Housing Supply Plan - Programs Update

IX. ADJOURN

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

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

JUNE 2, 2025

JACKSON, WYOMING

The Jackson Town Council and the Teton County Board of County Commissioners met in a regular joint meeting (JM) 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 Arne Jorgensen, Jonathan Schechter, Devon Viehman, Kevin Regan, and Alyson Sperry.

COUNTY COMMISSIONERS: Chairman Mark Newcomb, Wes Gardner, and Len Carlman. Luther Propst joined the meeting at 1:38pm. Natalia Macker was absent.

STAFF: Tyler Sinclair, Lea Colasuonno, Jodie Pond, Maureen Murphy, Charlotte Frei, Brian Schilling, Michelle Weber, Tanya Anderson, Bruce Abel, Paul Anthony, Floren Poliseo, Susan Scarlata, and Riley Hovorka.

Public Comment. There was no public comment.

Consent Calendar. There was no public comment on the consent calendar. On behalf of the Town, a motion was made by Devon Viehman and seconded by Kevin Regan to approve the consent calendar including item A as presented with the following motions. On behalf of the County, a motion was made by Wes Gardner and seconded by Len Carlman to approve the consent calendar including item A as presented with the following motions.

A. **Meeting Minutes.** To approve meeting minutes from the April 29, 2025 Special Joint Meeting, May 5, 2025 Regular Joint Meeting, May 8, 2025 Special Joint Meeting, and May 13, 2025 Special Joint Meeting.

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

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

April 28, 2025 Special Joint Meeting Minutes. Alyson Sperry requested that the spelling of Miriam Morillon, representative of Coombs Outdoors, be corrected from Miriam Oya to Miriam Morillon. On behalf of the Town, a motion was made by Alyson Sperry and seconded by Jonathan Schechter to approve the April 28, 2025 Special Joint Meeting Minutes as corrected. Mayor Jorgensen 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 Wes Gardner and seconded by Len Carlman to approve the April 28, 2025 Special Joint Meeting Minutes as corrected. Chairman Newcomb called for the vote. The vote showed all in favor. The motion carried for the County.

Safe Streets for All Comprehensive Safety Action Plan Adoption. Brian Schilling and Charlotte Frei made staff comment. Council and Commission held discussion with staff. Sam Petri, Jean Day, Tim Young, and Jessica Jaubert made public comment. On behalf of the Town, a motion was made by Alyson Sperry and seconded by Jonathan Schechter to adopt the Safe Streets for All Comprehensive Safety Action Plan. Mayor Jorgensen 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 Wes Gardner and seconded by Len Carlman to adopt the Safe Streets for All Comprehensive Safety Action Plan. Chairman Newcomb called for the vote. The vote showed all in favor. The motion carried for the County.

WY22 Transportation Advisory Committee Memorandum. Charlotte Frei made staff comment. Council and Commission held discussion with staff. Sam Petri and Tim Young made public comment. The Town Council and County Commission directed staff to prepare a cover letter to accompany the

memorandum and bring that cover letter back for review during the next regularly scheduled meeting. No motions were made.

Council and Commission recessed at 3:39pm and reconvened at 3:48pm.

FY26 Joint Department/Division and Board Budget Review. Tyler Sinclair, Bruce Abel, Jodie Pond, made staff comment. Council and Commission held discussion with staff. There was no public comment. No motions were made.

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

Adjourn – County Only. On behalf of the County, a motion was made by Wes Gardner and seconded by Len Carlman to adjourn. Chairman Newcomb called for the vote. The vote showed all in favor. The motion carried for the County. The meeting adjourned for the County at 4:08 p.m.

Adjourn to Executive Session – Town Only. On behalf of the Town, a motion was made by Alyson Sperry and seconded by Kevin Regan to adjourn to executive session to consider the selection of a site or the purchase of real estate when the publicity regarding the consideration would cause a likelihood of an increase in price in accordance with Wyoming Statute 16-4-405(a)(vii) and to consider matters concerning litigation to which the governing body is a party or proposed litigation to which the governing body may be a party in accordance with Wyoming Statute 16-4-405(a)(iii). Mayor Jorgensen called for the vote. The vote showed all in favor. The motion carried for the Town. The meeting adjourned for the Town at 4:09 p.m.

TOWN OF JACKSON

ATTEST:

Arne O. Jorgensen, Mayor

Riley Hovorka, Town Clerk

Minutes: rh. Publish JH News & Guide: June 18, 2025

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

June 9, 2025

JACKSON, WYOMING

The Jackson Town Council and the Teton County Board of County Commissioners met in a special joint meeting at 1:33 p.m. in the Commissioners Chambers located at 200 South Willow in Jackson. This meeting was held in-person and through the Zoom platform. Upon roll call the following were found to be present:

COUNTY COMMISSIONERS: Mark Newcomb, Chair, Wes Gardner, Vice-Chair, Luther Propst, and Len Carlman. Natalia Macker entered at 1:39 p.m.

TOWN COUNCIL: Mayor Arne Jorgensen, Jonathan Schechter, Devon Viehman, and Kevin Regan. Alyson Sperry was absent.

STAFF: Lea Colasuonno and Rose Robertson.

Volunteer Board Interviews – The following applicants were interviewed for positions on joint volunteer boards:

START

- Julien Hass (via Zoom)

Travel & Tourism

- Mike May (via Zoom)
- Robert Chinman
- Zachary Padilla
- Julie Calder

Energy Conservation Works

- Robert McLaurin

Executive Session

On behalf of the County, a motion was made by Commissioner Gardner and seconded by Commissioner Macker 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 Newcomb 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 Viehman and seconded by Councilmember Schechter to recess into 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 Jorgensen called for a vote. The vote showed all in favor and the motion carried for the Town 4-0.

The meeting entered executive session at 2:35 p.m.

Commissioners present: Mark Newcomb, Wes Gardner, Natalia Macker, Luther Propst, and Len Carlman.

Councilmembers present: Arne Jorgensen, Jonathan Schechter, Devon Viehman, and Kevin Regan.

Others: Lea Colasuonno, Town Attorney, and Rose Robertson, Deputy Clerk.

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

The Town exited the executive session.

Both entities exited the executive session at 2:53 p.m.

On behalf of the County, a motion was made by Commissioner Gardner and seconded by Commissioner Propst to reappoint Julie Calder and Mike May to the Travel & Tourism Board for 3-year terms expiring June 30, 2028. Chair Newcomb 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 Viehman to reappoint Julie Calder and Mike May to the Travel & Tourism Board for 3-year terms expiring June 30, 2028. Mayor Jorgensen called for a vote. The vote showed all in favor and the motion carried for the Town 4-0.

On behalf of the County, a motion was made by Commissioner Gardner and seconded by Commissioner Carlman to reappoint Bob McLaurin to the Energy Conservation Works Board for a 3-year term expiring June 30, 2028. Chair Newcomb 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 Viehman to reappoint Bob McLaurin to the Energy Conservation Works Board for a 3-year term expiring June 30, 2028. Mayor Jorgensen called for a vote. The vote showed all in favor and the motion carried for the Town 4-0.

Adjourn. On behalf of the County, a motion was made by Commissioner Macker and seconded by Commissioner Carlman to adjourn. Chair Newcomb 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 Regan to adjourn. Mayor Jorgensen called for a vote. The vote showed all in favor and the motion carried for the Town 4-0.

The meeting adjourned at 2:56 p.m.

TETON COUNTY BOARD OF COUNTY COMMISSIONERS

Mark Newcomb, Chair

ATTEST:

Maureen E. Murphy, County Clerk

TOWN OF JACKSON

Arne O. Jorgensen, Mayor

ATTEST:

Riley Hovorka, Town Clerk



JOINT MEETING AGENDA DOCUMENTATION

SUBMITTING DEPARTMENT: Joint Transportation Division

PRESENTER: Charlotte Frei

MEETING DATE: July 7, 2025

SUBJECT: Traffic Impact Study and Land Development Regulation Amendment

STATEMENT/PURPOSE

Staff have been working since mid-2023 to develop Traffic Impact Study (TIS) and Travel Demand Management (TDM) guidelines for planning applicants to follow. The purpose of this item is for Council and Commission to:

1. Direct staff to initiate the Land Development Regulation (LDR) update process to adopt formal Traffic Impact Study requirements, based on the existing Traffic Impact Study (TIS) and Travel Demand Management (TDM) guidelines developed throughout 2024 and 2025.
2. Provide initial feedback on dedicated revenue opportunities that relate to traffic impacts.

BACKGROUND/ALTERNATIVES

Workplan and Policy Direction

Two related tasks were in staff's FY24-25 workplan and are carried forward in the FY25-26 workplan. These include:

1. Transportation System Monitoring, including Traffic Impact Studies and Travel Demand Management. This work area deals with understanding existing traffic patterns in the community, understanding how development will impact the transportation network, and designing strategies to **mitigate** those impacts through demand management, capital planning, and/or potential transportation mitigation fees.
2. Dedicated revenue: if we are to effectively address traffic in the community, dedicated revenue is needed to fund traffic management and mitigation strategies. Dedicated revenue sources (such as mitigation fees) were briefly explored in the Integrated Transportation Plan, and staff has done initial research on relevant dedicated revenue options. Today staff will present preliminary information related to revenues tied to traffic impact studies for feedback.

The Comprehensive Plan common values are Growth Management, Ecosystem Stewardship, and Quality of Life. In order to deliver on these common values, we need the ability to forecast transportation system demands (Growth Management) and plan a transportation system that can serve those demands effectively (Quality of Life) while limiting environmental impacts and/or enhancing/rehabilitating the natural world (Ecosystem Stewardship). The image below was shared as part of the Joint Transportation workplan on May 5, 2025. Requiring developers to demonstrate their transportation impacts (System Monitoring) and provide a plan to address them (Capital Planning and Programming, Asset Management) is essential to delivering these common values.



What is a Traffic Impact Study?

A Traffic Impact Study is a technical document assessing the potential effects of a proposed development on the surrounding roadway network. Conducted by a licensed professional engineer, it is typically overseen or conducted by the agency with jurisdiction. Staff have written guidelines¹ directing applicants how/when to conduct a TIS. We propose that applicants hire a licensed engineer to oversee their study and submit it to staff, rather than having Town or County staff conduct the TIS. A TIS submitted by a developer would be reviewed primarily by the Transportation Manager for compliance with the TIS guidelines (or, if adopted, TIS requirements).

Are Traffic Impact Studies (TISes) required in Jackson, Teton County, or elsewhere in Wyoming?

Town and County LDRs already include language and require TISes for certain situations; the existing language differs between the Town and County LDRs. We have not had formal guidelines. Staff presented at a County Commission workshop on June 3, 2024, to receive initial feedback on proposed guidelines. Prior to having these guidelines, an applicant submitting a traffic impact study would develop their own template. With the guidelines, several applicants have submitted more consistent studies for staff to evaluate. Guidelines save time for the preparer and reviewer because we both know what to expect. At least four applicants have applied the TIS guidelines that were attached to the June 3, 2024, workshop materials as part of Conditional Use Permits, master plan, or other applications: Legacy Lodge, Area 1 Northern South Park, 90 Virginian Lane, and the Teton County Justice Center. The results of these TISes have enabled both applicants and staff to identify potential transportation issues and plan accordingly.

¹ <https://tetoncountywy.gov/DocumentCenter/View/29669/0603-Traffic-Impact-Studies-and-Travel-Demand-Management-Guidelines>
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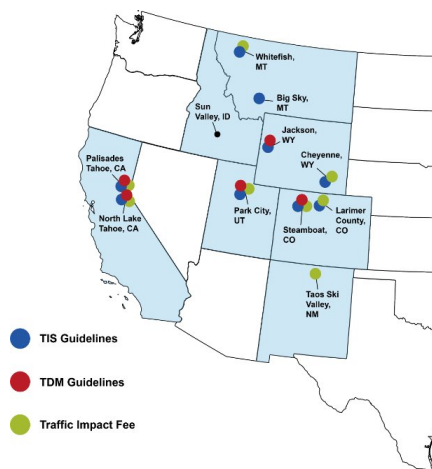
The Town LDRs request Traffic Impact Studies in several locations. In the Town of Jackson, under the LDRs, any new commercial or mixed-use building over 35,000 sq ft or **any CUP/subdivision that**, in Staff's judgement, could materially affect traffic must submit a full Traffic Impact Study or comparable Traffic Impact Analysis. Division 2.2, Section 8 of numerous Downtown zones, Town Square zones, and Complete Neighborhood zones specifies "Applicant shall submit studies of sufficient detail, as identified by staff at the preapplication meeting, to address **anticipated impacts on traffic generation**...and other important Town resources. **Mitigation measures** shall be included as part of any required study."

Current County Land Development Regulations (LDRs) state that "developments which will generate more than 1,000 vehicle trips per day shall conduct a traffic impact study" to determine roadway geometry changes or other improvements. Resort master plans also explicitly require a TIS. The current language provides general direction but describes neither timelines for continued monitoring/reporting nor appropriate mitigation (i.e. infrastructure improvements) or Travel Demand Management strategies/measures that an applicant could use to mitigate and manage their impacts. Currently, TDM plans are negotiated on an ad hoc basis, and consistent guidelines would support staff and applicants by standardizing the process, information, and format expected of applicants. These requirements would facilitate a more standardized and predictable process for staff and for applicants.

Other communities in Wyoming also have formally adopted Traffic Impact Study Requirements. The **City of Casper** mandates a TIS based on a 20-dwelling unit or 75 peak-hour trip threshold. The TIS is commissioned by the City Engineer and reimbursed by the developer. Lower-volume projects may require only a brief Traffic Impact Memo or could be processed through negotiated developer mitigations. The **City of Cheyenne** uses a "Transportation Worksheet" for all development. Projects whose estimated peak-hour trip generation exceeds the Worksheet thresholds (generally around 100 peak-hour trips, depending on land use) require a full TIS. Smaller projects remain at the Worksheet level unless the City Engineer requests further analysis.

Staff recommend, for Teton County and Jackson, a **30 peak-hour 'net new trip' threshold** for Traffic Impact Study based on peer communities. The four applicants who have submitted a TIS over the last 12 months have used the 30 net new trip threshold. For comparison, the threshold in Park City, Utah is **25 peak hour trips**. The threshold in Aspen, CO is **2 peak hour trips**.

Other peer communities in the Mountain West have adopted TIS and TDM requirements, as illustrated in the image below.



Map	Community Name	TIS Guidelines	TDM Guidelines	Traffic Impact Fee
A	Cheyenne, WY	●	N/A (tool in development review, but not standalone)	●
B	Larimer County, CO	●	N/A (tool in development review, but not standalone)	●
C	Steamboat, CO	●	●	●
D	Park City, UT	●	●	●
E	Big Sky, MT	(County) ●	N/A	N/A
F	Whitefish, MT	●	N/A	●
G	Taos Ski Valley, NM	N/A	N/A	●
H	Palisades Tahoe, CA	(County) ●	(County) ●	(County) ●
I	North Lake Tahoe, CA	(County) ●	●	●
J	Sun Valley, ID	N/A	N/A	N/A

Once we identify the traffic impacts, what do we do to address those impacts?

Currently, Town and County staff follow ad hoc processes for addressing traffic impacts. For instance, Town staff negotiated with Mogul to add a west to southbound left-turn lane on South Park Loop road to enter The Loop when it was determined that a left-turn lane would reducing queueing in the through lane. Staff is more familiar with examples that have played out in the County. Two examples that prompted customized transportation impact mitigation conditions with their development approvals are as follows:

- Legacy Lodge, November 19th, 2024. The related condition to approval read as follows: “The applicant shall submit a supplement to the Transportation Demand Management Plan developed with the regional Transportation Planning Administrator to create a more refined Transportation Demand Management measures; explore partnership with the Rafter J Homeowner’s Association; learn from the Wyoming Department of Transportation (WYDOT) study of the intersection of W Big Trail Drive and South Highway 89, which shall be presented to the Board of County Commissioners with the first monitoring report²”
- Area 1 NSP, May 19th, 2025. The related conditions to approval read as follows:

“1. Transportation. Prior to the submittal of the first Development Plan application, the applicants for this Master Site Plan shall collaborate with Teton County Public Works staff, including the Transportation Manager and County Engineer, and shall obtain the County Engineer’s written approval of a list of impact fees by Block related to traffic mitigation, and off-site infrastructure improvements (or required financial contributions toward additional off-site improvements) in West Jackson, in proportion to the development’s traffic that will trigger the need for transportation infrastructure improvements in the West Jackson Transportation Study area consistent with the Northern South Park Neighborhood Plan.

a. In addition to the list of impact fees and required financial contributions, the applicant shall also identify the entity responsible for transportation mitigation, account for construction impacts including construction traffic, and include realistic benchmarks and performance monitoring to ensure that Transportation Demand Management (TDM) measures and off-site improvements adequately address the impact of the traffic trips generated by Area 1.

b. Future Development Plans in Area 1 shall follow the approved list, and required financial contributions shall be provided as required in an approved Development Plan. The final mitigation requirements, informed by the structured list, may be adjusted as necessary based on final unit counts and monitoring data; the applicant shall obtain approval by the Board of County Commissioners at Development Plan. The applicant shall be responsible for mitigating the impact of traffic deficiencies generated by the Area 1 development in the West Jackson Transportation Study Area.

c. The use of any required financial contributions is at the discretion of the Board of County Commissioners for transportation improvements in the West Jackson Transportation Study Area.

2. East-West Connector. Prior to the issuance and recordation of this Master Site Plan the applicant shall provide a right-of-way easement, with legal description prepared by a Wyoming licensed surveyor, of the proposed East-West Connector in Area 1, to be presented to the Board of County Commissioners for their review and approval. The right of-way easement shall be recorded with the Teton County Clerk before this permit is effective. The intent is that this easement could, in the future, connect to easements in Area 2 that will either connect with Highway 89, the intersection of High School Road and Gregory Lane, or another alignment as determined in the future. 3. Blocks. All future blocks shall demonstrate compliance with the standards of LDR Section 4.5.2.B.1”

Currently, staff are addressing impacts of individual developments essentially as standalone projects with conditions such as the two above. Standardized traffic impact study and travel demand management

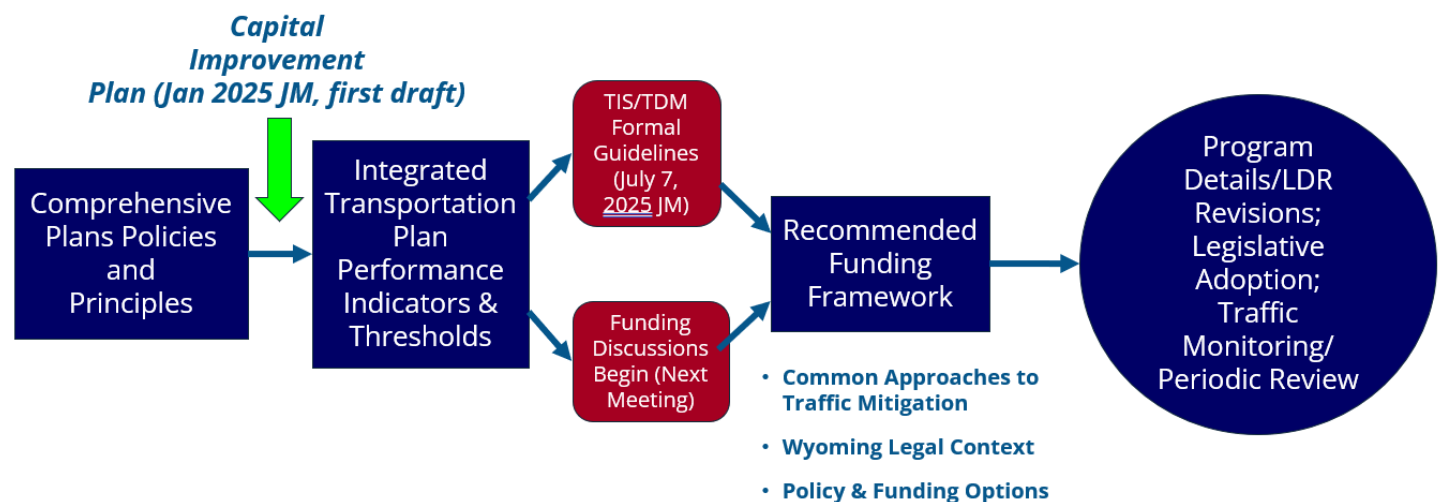
² <https://tetoncountywy.gov/DocumentCenter/View/31856/11-19-24-R-Mins>

requirements will provide predictability for both staff and applicants to create the multi-modal future envisioned by the Comprehensive Plan and ITP.

What other robust approaches are there to addressing traffic impacts holistically?

Holistic transportation planning relies on a thoughtful capital plan to identify improvement needs and implement them in a predictable fashion based on how traffic volumes are materializing throughout the transportation network. Staff presented the first iteration of the Joint Local Transportation Capital Improvement Plan at the January 2025 Joint Meeting.

Teton County has led the creation of a regional Travel Demand Model (sometimes called a TDM, and not to be confused with Travel Demand *Management*). We can use the model to forecast 2045 traffic, given approved land use and development, and estimate infrastructure and programmatic needs to address future travel demand. The figure below illustrates the process staff plans to follow through work approved in the FY25-26 work plan. The goal is to develop a nexus between 1) the capital and service improvements needed to realize the vision in the Comprehensive Plan and ITP and 2) the impacts of changing land use on capital needs.



What are options for funding the necessary traffic improvements?

Dedicated sales tax, property tax, impact fees, and user fees are options that other communities in the US use. Because Town and County have had extensive conversations regarding sales and property taxes, staff would like to focus the introduction today on impact fees and user fees. Staff is not proposing actual fees today, but offering an introduction to how mitigation fees might work and seeking feedback to bring more information to a future meeting.

Transportation Impact Fees

A Transportation Impact Fee is a predetermined charge, based on a detailed nexus study, levied on development projects to share the costs of improving roads, paths, transit, and related infrastructure needed by the development. These are one-time, up-front charges determined by a formula and applied uniformly to all new development, rather than individual, negotiated assessments. Transportation Impact Fees **must** be used for capital projects or growth-related facility expansion, not maintenance³.

³ Essential nexus from *Nollan v. California Coastal Comm'n*, 483 U.S. 825 (1987); Rough proportionality *Dolan v. City of Tigard*, 512 U.S. 374 (1994).

The County Commission has applied impact fees (via a condition in the conditional use permit) for construction (Grand Targhee – Ski Hill Road) and as a special condition for other developments (Melody Ranch, Area 1 NSP). Staff are unfamiliar with Town Planning’s application of conditions that impose a fee for traffic impacts.

Many peer communities use Transportation Impact Fees, also referred to as Transportation Exactions or Mobility Exactions, to fund capital infrastructure needed to accommodate growth. Below are examples of development and exactions charged in different communities.

Development Example	Trip Generation (from ITETripgen.org or existing TIS)	Park City, UT Current fees	Bozeman, MT Current fees	Manatee County, Florida Effective 9/9/25
91 hotel rooms (81,348 sq ft) and 33 mid-rise multifamily housing units (97,382 sq ft)	727 total for lodging use (48 AM Peak); 150 for residential uses Approx 877 per day, (12 AM peak)	Hotel component fee = 727 trips × \$149.06 cost per trip = \$108,367. Residential component fee = 150 trips × \$149.06 = \$22,359 . Total = \$130,726	\$1,584 per hotel room x 91 rooms = \$144,144. \$7,078 per other residential @ 2951 avg sq ft x 33 units = \$233,574. Total = \$377,718	\$3911 per hotel room x 91 rooms = \$355,901. \$13,749 per multifamily unit >1301 sq ft x 33 units = \$453,717. Total = \$809,618
69 single-family, 56 duplexes, and 446 multifamily (apartment) homes	4133 Trips Per day, 259 AM, 330 PM	4133 average daily trips x \$149.06 cost per trip = \$616,065	Assume single-family units all 3500 sq ft: \$11,530 per single unit x 69 = \$795,570. Assume duplexes all 1700 sq ft: \$8,431 x 56 = \$472,136. Assume all multifamily apartments 1200 sq ft: \$4,311 x 446 = \$1,922,706. Total = \$3,190,412	Assume single-family units all >1701 sq ft: \$19,768 per single family detached x 69 = \$1,363,992. Assume duplex split 50/50 1301 sq ft – 1700 sq ft and >1701 sq ft: \$14,333 x 28 units + \$18,177 x 28 units = \$910,280. Assume multifamily split 25:25:25:25 between 4 smaller sq ft categories. \$3,806,722. Total = \$6,080,994
60 short-term rental condominiums and 12 affordable workforce units Condo buildings with combined 110,892 habitable square footage; can be used as short-term rentals	Rental units: 264 daily (all suites use) 25 (AM peak, resort hotel use) Affordable housing: 58 per day; 6 (AM peak)	Short-term rental component fee = 264 trips × \$149.06 cost per trip = \$39,352. Affordable component fee 58 trips × \$149.06 = \$8,645. Total = \$47,997	Assume all units are 1540 sq ft (unit average): \$4,806 per multifamily unit x 72 units = \$346,032	Assume all units >1301 sq ft (unit average is 1540 sq ft) \$13,749 per multifamily unit x 72 units = \$989,928

User Fees

User fees charge a user directly for their use of a facility. Examples include parking fees, tolls, congestion pricing, or a Vehicle Miles Traveled (VMT) tax or fee. User fees are tied directly to the level of usage—meaning individuals pay in proportion to how much they use the transportation system. User-fee based approaches are

widely considered to be more equitable and transparent than taxes, as it ensures that those who derive the most benefit from the infrastructure contribute directly to its upkeep and expansion.

Next Steps

Staff are recommending initiating the formal LDR update process, including hearings at Planning Commission and a 60-day comment period, to formally adopt the Traffic Impact Study and associated TDM requirements. The hearings before Planning Commissions and the 60-day comment period will **NOT** include LDR amendments related to Impact Fees unless BCC and Council direct staff to include that Information at this stage. This process could lead to impact fees. Formally adopted TIS and TDM requirements provide predictability for both staff and applicants to navigate project development. Staff also recommend that the Town and County adopt the same guidelines for consistency. Jointly funded Transportation Staff will review Traffic Impact Studies and TDM plans, and using the same guidelines will streamline staff review. Based on the findings from traffic modeling and revising the Capital Improvement Plan (CIP) with other departments (as directed in January 2025), staff can bring additional information regarding dedicated revenue options and a nexus approach to a future joint meeting.

Other next steps identified at the June 3, 2024, BCC meeting included:

- 'Update the guidelines approximately annually as a traffic count program and TDM programs become more established.' Staff recommended these requirements, once adopted, could be in place for several years and reviewed/revised only with major LDR amendments and policy changes.
- 'Define the desired process for review, monitoring, and enforcement of studies and regulations from County/Town staff. This will occur through conversations with the Planning Director.'
- 'Work with legal staff to develop a formalized transportation impact fee program (for construction traffic as well as to mitigate traffic generated after building occupancy)'. This will be the subject of a future meeting.

COMPREHENSIVE PLAN ALIGNMENT

The Comprehensive Plan directs staff to make walking, biking, transit, carpooling and micromobility more convenient than driving alone. To do so, the Comprehensive Plan recommends several policies and strategies to encourage this shift, among them:

1. "Policy 7.1.e: Establish a permanent funding source for an alternative transportation system
2. Policy 7.2.a: Implement a Transportation Demand Management (TDM) program
3. Policy 7.3.b: Coordinate transportation network decisions
4. Policy 7.3.e: require development to provide for walking, biking, carpooling, and transit. A critical component of informed transportation planning is the concurrent review of transportation impacts with land use applications. As land use decisions are made that will result in transportation impacts, the Town and County should require that impacts be identified and mitigated. Development decisions will be made with an equal and concurrent consideration of both land use and transportation impacts. The Town and County will require facilities and building orientations that promote transit, walking, and biking. Specific provisions for walk, bike, carpool, and transit infrastructure will be required in all developments, including the provision of sidewalks, pathways, easements, transit infrastructure, and other complete street features." (p. CV-3-24)
5. "Strategy 7.2.S.2 Create a Countywide Transportation Demand Management (TDM) program" (p CV-3-25)
6. Strategy 7.1.S.8: Develop and carry out a comprehensive sidewalk improvement program for the Town of Jackson, appropriate County Roads, and Teton Village streets." (p. CV-3-25)
7. Strategy 7.2.S.5 "Consider specific provisions for current planning review to require walk, bike, carpool, and transit components in new development" (p CV-3-26).

STAKEHOLDER ANALYSIS

Staff convened a staff-level working group in January 2024 to discuss the initial guidelines which were presented to the BCC on June 3, 2024. Since June 2024, at least four applicants have used the guidelines for Traffic Impact Studies and TDM Plans, and these four applicants have not indicated that the guidelines were difficult or confusing to follow. If the Land Development Regulation amendment process is initiated, staff will seek additional input from developers.

FISCAL IMPACT

Formal adoption of the TIS and TDM requirements is anticipated to **reduce** the fiscal impact on the Town or County for spot improvements, such as the \$1,000,000 left-turn lane on South Park Loop Road, split 50/50 between the Town and the developer, associated with 'The Loop' development. Staff will continue to evaluate the fiscal impact of these requirements as part of the dedicated revenue research. The FY25-26 recommended budget included \$86,000 for this category⁴ of work if needed, however staff anticipate being able to conduct the LDR amendment aspects work without consulting support..

STAFF IMPACT

The Transportation Division accounted for this task with 300+ hours⁵ in the FY25-26 workplan. The Joint Long-Range Planning staff also included 120 hours in their workplan⁶ for FY25-26 to shepherd these changes through the adoption process. Based on the number of impact studies submitted over the past 12 months (June 2024-May 2025), staff anticipates we may have **up to** ten (10) traffic impact studies and associated monitoring reports each year to review, and each study will require ten (10) hours of time to review, for 100 hours of ongoing Transportation staff time if these requirements are adopted. Estimated time needed for the documents is as follows:

1. Draft Traffic Impact Study (2.5 hours)
2. Revised/Final Traffic Impact Study (2.5 hours)
3. Make a formal recommendation for approval/revisions to the Planning Director/BCC as part of the Conditional Use Permit or other permit (1 hour)
4. Bi-annual TIS monitoring report (review and offer recommendations to owner to improve) (2 hours)
5. Triennial TDM monitoring report (review and offer recommendations to owner to improve) (2 hours)

In addition to document review, staff will need to support applicants in contributing to or participating in the applicant's selected Travel Demand Management programs (e.g., bike/ped improvements, purchasing transit passes, providing information about taxable benefits, educating businesses and residents about travel options). Managing programs for applicants to participate in would take more time at start-up, then would level out once programs are in a maintenance/operating phase. As of July 1, 2026, the full-time TDM Coordinator position will be a shared full-time employee between the Town and County; the TDM Coordinator can support applicants in their TDM programs.

Note that Town and County adopting *different requirements* will result in added time for staff to confirm and cross-reference the appropriate requirements for an applicant in the Town versus the County. For this reason, staff recommend the Town and County adopt identical TIS and TDM guidelines for ease of review.

LEGAL REVIEW

Gingery, Colasuonno

⁴ This category includes traffic count collection.

⁵ See Table 1 on page 2: <https://tetoncountywy.gov/DocumentCenter/View/36438/0505D-Transportation-Work-Plan>

⁶ See page 23: <https://tetoncountywy.gov/DocumentCenter/View/36436/0505B-Joint-Long-Range-Planning-Work-Plan>

ATTACHMENTS

Attachment 1: Draft Traffic Impact Study (TIS) and Travel Demand Management (TDM) Requirements

Attachment 2: Initial Draft Town and County LDR Redline of Relevant Sections

RECOMMENDATION

Staff recommend that Town and County 1) initiate the LDR update process to formally adopt Traffic Impact Study and Travel Demand Management Requirements by reference 2) direct staff to bring additional information regarding the nexus of traffic impacts and development to a future meeting. Furthermore, staff recommend the Town and County utilize the same requirements so that Joint Transportation staff can review studies and plans against the same set of requirements.

SUGGESTED MOTION

Teton County:

I move to direct staff to initiate the process for updating the Land Development Regulations to adopt Traffic Impact Study and Travel Demand Management Requirements. Furthermore, I move to direct staff to bring additional information regarding dedicated revenues to address traffic impacts to a future meeting.

Town of Jackson:

Same Motion

Attachment 1: Draft Traffic Impact Study (TIS) and Travel Demand Management (TDM) Requirements

Teton County Transportation Impact Study Guidelines

DRAFT 1: May 2024

UPDATE: June 2025

If formally adopted in the Land Development regulations, these 'Guidelines' could be renamed 'Requirements'

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APPENDICES

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- Appendix C: Traffic Impact Study Checklist and Forms
- Appendix D: Transportation Demand Management Strategies and Relative Effectiveness

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GLOSSARY

Development: A project that converts land to a new purpose by constructing new buildings or making new use of its resources.

Transportation Impact Study (TIS): A Transportation Impact Study (TIS) evaluates the potential adverse effects of proposed development projects on surrounding and supporting transportation infrastructure and services. A TIS determines if the adverse effects constitute significant impacts, and, if so, how the significant impacts can be mitigated.

Trip Generation Memo: A memorandum documenting the processes and assumptions used to estimate peak hour trip generation for a development. This document will only be required when the development is expected to generate fewer than 30 peak hour trips.

Transportation Demand Management (TDM): Transportation Demand Management (TDM) is the application of strategies and policies to reduce travel demand (specifically that of single-occupancy vehicles)

Transportation Management Plan: A section of the Transportation Impact Study where the development's compliance with the County's vehicular trip reduction goals is discussed. Proposed Transportation Demand Management (TDM) techniques and measures to be implemented as part of the development are described, potential trip reduction for each are stated (with source for the calculation), and total percent trip reduction is indicated.

Mixed-Use Development: A building, complex, or combination of buildings that combines differing land uses in the same development.

Pass-By Rate: The percentage of trips to and from a development that come from existing trips on the adjacent roadway, and not generated specifically by the development. Total trip generation estimates may be reduced by this amount, as these trips are not net additions to background roadway traffic.

Internal Capture Rate: In mixed-use developments, trips may be shared between varying land uses. (e.g., A patron of a grocery store may also stop to eat at a restaurant in the same development). Thus, the total generation of external trips may be less than the simple sum of the trips generated by each discrete land use. The internal capture rate is a reduction applied to the total external trip generation estimate to account for this effect.

Minor Project: A development that is projected to generate fewer than 30 peak hour trips.

Major Project: A development that is projected to generate greater than 30 peak hour trips.

Monitoring Report: This is a report an applicant submits to the appropriate Town/County staff to ensure compliance with TIS and TDM guidelines and/or regulations.

Transportation Management Association (TMA): This is an organization that supports the development, coordination, and implementation of TDM programs and services in the community.

1. Introduction

Transportation Impact Study (TIS) guidelines establish methodologies and procedures for assessing transportation impacts of proposed development projects. The following guidelines have been developed according to standard industry practice with modifications to meet the unique needs of Teton County. Any aspect of a TIS not explicitly addressed in this document shall be addressed in a manner consistent with guidelines found in the Institute of Transportation Engineers' (ITE) Transportation Impact Analyses for Site Development.¹

1.1. Intent of Study Guidelines

The purpose of the Transportation Impact Study Guidelines is to create a standardized system for developments to determine and mitigate transportation impacts. This document describes how to prepare a Transportation Impact Study and addresses the following topics:

- Transportation Impact Study (TIS) triggers.
- Scope, methods, and extent of the required study.
- Mitigation measure requirements, including TDM Programs and Infrastructure.
- Criteria to determine if the transportation-related impacts of a proposed project are significant.
- Monitoring and reporting requirements for mitigation measures.

Transportation studies and reports were used to inform the basic framework of this document. However, each project is unique; not all criteria or analysis will apply to every project, and these guidelines are not intended to be prescriptive beyond what might be considered practical. Early and consistent communication with the appropriate Engineering, Planning, and Transportation staff is encouraged to work through the details of a given project. This joint document between the County and Town is designed to simplify the requirements for transportation impact analysis throughout the entire county. The Agency Having Jurisdiction (AHJ) will be the agency within which the development is being proposed. The cost of the TIS and any mitigation measures deemed necessary shall be the responsibility of the individual or entity requesting access to the network.

¹ *Multimodal Transportation Impact Analysis for Site Development: A Recommended Practice of the Institute of Transportation Engineers (ITE)*. Institute of Transportation Engineers, 2023.



2. When a TIS is Required

A TIS is required for all major developments² in Teton County, which is defined as any development with an expected net new external peak hour trip generation of 30 trips or more. Developments expected to generate fewer than 30 net new peak hour trips are considered minor projects. Whenever possible, the most recent version of the ITE Trip Generation Manual and Trip Generation Handbook should be used to determine peak hour trip generation. A sample of common development land uses and the respective quantities that would result in 30 peak-hour trips based on the ITE Trip Generation Manual, 11th Edition, is presented in Table 1. Note that these values serve as a quick reference point for a subset of land uses. Other factors unique to the development (such as mixed-use development or pass-by rates³) should also be considered.

Table 1: Quantity of Land Development above “Major Project” Threshold

Land Use Type	ITE Land Use Code	Quantity	Net Peak Hour Trips Generated
Single-Family Detached Housing	210	28 Dwelling Units	30
Multifamily Housing (Low-Rise)	220	22 Dwelling Units	30
Strip Retail Plaza	822	4,500 Sq. Ft. gross leasable area	30
General Office Building	710	12,500 Sq. Ft. gross floor area	30
Medical-Dental Office Building	720	8,200 Sq. Ft. gross floor area	30
Fast Food Restaurant	933	900 Sq. Ft. gross floor area	30
High-Turnover (Sit-Down) Restaurant	932	3,100 Sq. Ft. gross floor area	30
Hotel	310	65 rooms	30

The County may also require a TIS for projects that do not exceed 30 peak-hour trips in unique circumstances, such as when significant changes will be made to existing roadways or intersections by the project. Examples of such changes include:

- Changes to intersection control (i.e., stop-control to roundabout or signalization)
- A new leg is added to an existing signalized intersection.

Standard peak hour trip generation estimates should include typical weekday AM and PM peak periods. For commercial, retail, hotel, recreational, and other land use (up to the discretion of the County) developments, the Saturday peak hour shall also be included. For some projects, such as those expected to generate significant trips in non-traditional 9-5 peak periods, the County may substitute or require an additional period to use as the peak period for estimating peak hour trip generation, including but not limited to the following time periods.

² For all phased or master-planned developments, trip generation estimates should be considered for each phase individually as well as the development as a whole. Each phase that is expected to generate more than the “Major Project” threshold should be analyzed individually in a TIS report or memo.

³ See Glossary for definition of terms.



- Weekday mid-day peak
- Friday evening peak
- Weekend midday peak
- Weekend evening peak

In general, trip generation estimates should be based on the rates found in the most recent edition of the ITE Trip Generation Manual, or if an acceptable case can be made for the use of alternative trip generation rates (subject to approval by County staff). However, for development types or peak periods that are not covered by or have insufficient documentation in the Manual, a custom trip generation analysis shall be conducted. See **Appendix A** for guidelines on developing custom trip generation rates, as presented in the ITE Trip Generation Handbook, 3rd Edition. The methodology employed for the trip generation rate study (appropriate peer sites, time period for data, etc.) shall be approved by County/Town staff prior to collection of local data.

For developments that do not require a TIS based on trip generation, a “Trip Generation Memo” performed by a qualified transportation professional, commissioned by the applicant at their own expense, will be required. The Trip Generation Memo should include a documentation of the methodologies used to determine estimated peak hour trips, including details of the proposed development (location, land use type, and scale), the assumed peak hour period, and the trip generation rates used for the estimate. In addition, the memo should include an assessment of proposed site access points to demonstrate needed traffic control and/or auxiliary lanes. At the County’s discretion, the Trip Generation Memo requirement may be waived for developments below the thresholds described in Table 1. For the purposes of assessing the need for a TIS, applicants may reduce the net external new peak hour trips based on pass-by trip rates⁴ (as represented in the most recent edition of the ITE Trip Generation Handbook) and internal capture with proper documentation. See **Figure 1** for a graphical representation of the report-type determination process.

⁴ See glossary for definition of terms.



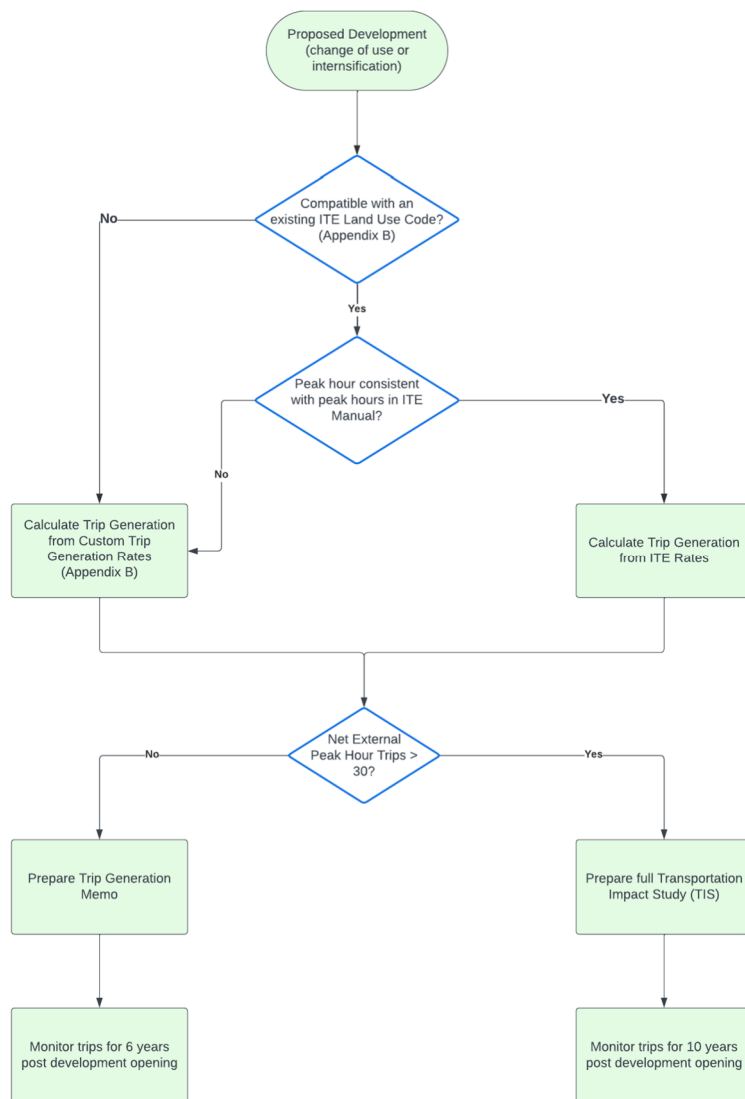


Figure 1. Report Type Decision Process



3. TIS Requirements

When the net external new peak hour trips for a development exceeds 30, a TIS shall be commissioned by the applicant (at their own expense) to be performed by a qualified transportation professional. Study intersections and other requirements should be discussed and finalized during a pre-application conference with County staff prior to beginning the traffic study.

The elements that must be included in a TIS are listed in this section.

3.1. Site Plan

The proposed site plan for the development, including all proposed accesses, must be included as part of the TIS. The site plan shall be developed in such a way that driveway spacing, sight distances, and curb radii provide for efficient and safe traffic operations. The site plan must adhere to principle 7.1 of the Comprehensive Plan to make walking, bicycling, transit, carpooling, and micromobility more convenient than driving alone.

3.2. Analysis Scenarios

To properly assess the traffic impacts of a development, both in the near-term and the future, a TIS must include the following analysis scenarios:

- Existing Background Conditions
- Existing Background Plus Project Conditions
- 20-year Forecast Background Conditions
- 20-year Forecast Background Plus Project Conditions

The 20-year forecast scenarios shall assume a growth in background traffic at a rate determined by analysis of historical data near the proposed development or at rates represented in the regional travel demand model, which is available from the County/Town upon request. In addition, the County may require adding in detailed traffic forecasts for specific approved or known developments. For master-planned developments with more than one phase, the County may require a TIS for the first phase and require the developer to meet monitoring requirements for at least two years before authorizing additional phases. Additional phases may also require an amendment to an original TIS after monitoring requirements are met.

3.3. Analysis Time Periods

Analysis time periods for the study shall be determined in coordination with the County/Town. Typically, weekday (Tuesday, Wednesday, or Thursday) AM and PM peak periods will be analyzed. For developments that are only expected to generate trips in either the AM or the PM peak periods, the peak period in which the development is not expected to generate trips may be omitted from analysis. Furthermore, if the development is expected to have



peak trip generation at a time outside of conventional peak periods or if the development will be built in an area that has unconventional background peak periods, the city may require analysis of non-standard peak periods. Examples of additional peak periods that could be required are included in Section 2 of this report.

Developments and areas with unconventional peak traffic periods may include, but are not limited to, schools, theaters, or recreational sites.

The study shall analyze traffic conditions during the peak hour within each peak period, which will be defined as the window with the maximum total intersection volume for any four consecutive 15-minute periods within each peak at each study intersection. If study intersections are near each other with differing peak hours, the consultant preparing the study may opt to determine a unified peak hour for analysis based on the overall peak hour of the study area.

3.4. Data Collection

The data required by a TIS includes turning movement counts for the applicable peak periods at all study intersections. Typical weekday AM peak periods shall include data from 6-9 AM, while typical weekday PM peak periods shall include data from 4-6 PM. If additional peak periods are required for analysis, as discussed in the previous section, data should be collected for a minimum of two hours for each peak period.

The data collected shall include turning movement counts for all motor vehicles movements, bicyclists, and pedestrians. Data should also include vehicle classification to determine the percentage of background traffic made up by heavy vehicles. Count data should be collected while schools are in session. Since the period with the highest amount of traffic is during the summer, traffic count data collected outside of summer months shall be grown with a seasonal adjustment factor. Seasonal adjustment factors shall be calculated based on the most recent data available through WYDOT's Transportation Survey's office⁵. All required data must be submitted to the County as an appendix to the TIS. Another source of data is Teton County's aggregated traffic information: <https://experience.arcgis.com/experience/29387787329f45988b9329525e55b737>

3.5. Study Intersections

The study shall include all intersections anticipated to be impacted by traffic from the development. This includes, at a minimum, all project driveways, all public intersections within 1,000 feet of the development's boundaries, all signalized intersections within 0.5 mile of project boundaries, and any other intersection to be impacted by 30 or more project peak hour trips. The County may also request additional intersections to be included in the analysis if existing and potential traffic volumes and trip distribution patterns suggest those could be impacted by the development. Study area intersections should be finalized at the pre-application conference.

3.6. Trip Generation

Whenever possible, the most recent version of the Institute of Transportation Engineers (ITE) Trip Generation Manual and Handbook should be used to determine peak hour trip generation. For land use types that are not covered by or have insufficient documentation in the ITE Trip Generation Manual, a custom trip generation analysis shall be provided. See **Appendix B** for a list of land use codes included in the ITE Trip Generation Manual 11th Edition. When applicable, developments with differing compatible uses may reduce the number of external

⁵ As of December 2023, contact Chad Mathews; Wyoming Department of Transportation; Transportation Surveys; 307-777-4190; chad.mathews@wyo.gov



trips by accounting for Internal Capture⁶ between on-site land uses. Net new external trips may also be reduced by accounting for pass-by trips consistent with methodology and pass-by rates according to the ITE Trip Generation Handbook, or custom collected data as applicable. Vehicular trip reductions resulting from transportation demand management measures and mode shift may also be applied to the trip generation.

3.6.1. Transportation Demand Management Measures

To reduce the transportation impacts of new developments, the County requires preparation of a Transportation Management Plan section in the traffic study to identify appropriate Transportation Demand Management (TDM) techniques and measures for the proposed development., in-line with the County's vehicular trip reduction goals.

TDM measures can reduce external automobile trips by mixing land uses, reducing the need to make trips to the development, and/or encouraging walking, biking, transit, or carpooling. Applicants may apply these trip reductions to the project trip generation. The TIS shall document all TDM measures being incorporated into the development and quantify⁷ their estimated effect in terms of a percent reduction on project trips. TDM strategies/improvements may include, but are not limited to, the following:

- Development intensity/density reduction – proposed few units or land uses that generate fewer trips
- Access management – proposed fewer and/or consolidated access points and locate them to maximize safety and reduce congestion spots.
- Transit initiatives – provide bus stops, shelters, route/schedule extensions, park-n-ride lots
- Demand management/commuter assistance – park-n-ride/transit for employees, modified hours to avoid peak periods.
- Pedestrian/bicycle improvements – trails, bridges/tunnels, crossing safety improvements, fill in missing network connections, shelters
- Intelligent transportation system improvements – real-time transit schedule information, park-n-ride availability
- Livable community site design features – incorporate amenities to minimize vehicular trips and promote alternative modes.

Appendix C includes an estimated range of reductions for common TDM measures. TDM measures should should attempt to achieve at least a 50% trip reduction. Documentation for assumed trip reductions percentage must be included in the traffic report. Once approved by County staff, a corresponding reduction in vehicle trip generation can be applied.

. Note that capital improvements that may be required **do not** count as TDM measures.

3.7. Trip Distribution and Assignment

Trip distribution should be determined based on project proximity to major streets, population densities, regional destinations, and locations of similar developments.

and regional destinations.

3.8. Capacity Analysis

Analysis shall use a traffic analysis software program consistent with the state-of-the-practice. Examples of appropriate software include Vistro, Synchro, HCS, VISSIM, and SimTraffic. Analysis with Vistro or Synchro should use the latest version of the Highway Capacity Manual methodology available.

Signalized intersections shall be programmed in accordance with existing signal parameters for phases, splits, yellow and all-red times, and pedestrian crossing times. This information can be obtained from the Agency Having Jurisdiction (AHJ).

The respective capacity analysis reports for all intersections, and all scenarios must be provided to the County/Town as an appendix to the TIS. The AHJ reserves the right to request software files for any TIS.

3.9. Multimodal Analysis

The TIS shall evaluate the project's potential adverse effects on transportation facilities and services related to transit, bicycles, and pedestrians. The evaluation could include identification of any disruption to existing facilities

⁶ See Glossary for definition of terms.

⁷ Caltrans hosts a publicly available tool for quantifying the impact of TDM measures on Vehicle Miles Traveled (VMT) at the following link: [https://www.dropbox.com/s/73w8vi3bdi27fiv/TDM%2B CT_custom_ver20220913.xlsm?dl=0](https://www.dropbox.com/s/73w8vi3bdi27fiv/TDM%2B%20CT_custom_ver20220913.xlsm?dl=0). VMT reduction can be used as a proxy for trip reduction in TDM quantification estimates.



and services or interference with the implementation of planned facilities and services. This effort will require identifying and mapping existing facilities. Particular attention should be made to roadway or intersection widening improvements and the addition of new driveway locations, that would increase pedestrian/bicycle crossing times or increase the potential for vehicle and pedestrian/bicycle conflicts. Consideration should also be given to how a project affects accessibility between each travel mode and the surrounding land uses. For some projects, more detailed multimodal analysis may be required. In these cases, the methodology shall be selected in consultation with County staff and should consider new tools, procedures, and performance measures such as those listed below:

- **Multimodal LOS** – The HCM contains multimodal LOS analysis methods. Simulation models can also be used to measure performance (i.e., person-delay) for all modes using the transportation network.
- **Activity Connectedness** – Travel time for each mode (vehicles, transit, bicycles, and walking) between the project and surrounding land uses can be used to gauge the degree of accessibility for a project. The County desires to minimize travel time to necessary destinations while minimizing unnecessary vehicle travel. The main idea is to evaluate activity centers and destinations around projects to ensure that walk times to necessary destinations are minimized and the walking experience is comfortable.
- **Speed Management** – Desired travel speeds for each mode should be considered in project evaluation where new transportation facilities are being constructed.
- **On-Site Multimodal Accommodation** - A development needs to accommodate the needs of all users and properly connect them to the network. The location, quantity, and design of site access points can constrain traffic operations in the vicinity of the development and compromise an access' ability to process trips safely and efficiently. The internal circulation system has direct bearing on adequacy of site access points and its ability to move users once inside a development. The TIS must address on-site multi-modal connectivity to ensure adequate and safe circulation of all multimodal on-site trips.

3.10. Level of Service Standards

Intersections shall be evaluated for Level of Service (LOS) according to the aforementioned methodologies. LOS and delay for signalized, all-way stop, and roundabout intersections shall be reported for the overall intersection, while LOS and delay for side-street stops shall be reported based on the worst movement. The LOS standard for all intersections under Teton County jurisdiction is LOS D. At intersections that are found to be below LOS D in background or plus project conditions, the TIS shall analyze potential mitigations for and document the proportional impact of the proposed development on increasing delay at the failed intersection. Multimodal LOS must also be assessed and the LOS write up must include qualitative and quantitative discussion of multimodal LOS per the aforementioned methodologies.

3.11. Crash Assessment

Obtain crash data for the latest 3-year period for the study area intersections and road segments. Develop a spreadsheet summarizing crash numbers, crash types, weather conditions, lighting and crash causes. Identify locations with higher-than-expected number of crashes, fatalities or injuries, identifiable patterns, and concentrations of pedestrian and bicycle crashes. Determine if the proposed development could make any safety problems worse by adding vehicle, pedestrian or bicycle volumes, or by the proximity of proposed access points. Identify improvements and methods to fix the identified safety concerns. Developments that proposed access to a road or intersection on the County High Injury Network [<https://storymaps.arcgis.com/stories/ad22e47f0ab2480ea3cd6a390c39d6a5>] may require additional partnerships/mitigations.

3.12. Mitigations

The least intensive successful mitigation should be recommended for all deficient LOS. Signalized phase split adjustments⁸ may be recommended, though required minimums for yellow time, all-red time, and pedestrian crossing times must be maintained, and total cycle length must be preserved for coordinated signals. If an intersection control type modification is recommended, the appropriate planning-level warrants shall be provided. In certain cases, intersections with deficient LOS may be determined to be acceptable by the County/Town if queues are viewed as acceptable, and the only mitigations available could result in a substantial decrease in the suitability of the intersection for non-motorized users. This is particularly applicable at two-way stop-controlled intersections with low-volume minor streets.

The applicant is responsible for funding the mitigations of their impact on the transportation system. These could include roadway and intersection improvements such as turn lanes, acceleration/deceleration lanes, multi-modal improvements, and intersection controls. The combination of TDM measures and mitigation should achieve multimodal LOS D or better at affected intersections. Work with County staff to determine if any safety mitigation measures are required for the proposed development.

Proposed mitigations should consider the impact on all roadway-users, with the goal of improving mobility for all users. Potential mitigations could include adding or upgrading sidewalks, driveway consolidation, adding bicycle amenities such as racks, and improving bus stop amenities. All facilities must meet standards set by the Americans with Disabilities Act (ADA) as well as the Town of Jackson Community Streets Plan and Teton County Safe Streets for All plans, as applicable.

The TIS should comment on the following additional items, where applicable:

- Ensure the proposed site plan allows for the minimum required sight distance, as described in AASHTO's *A Policy on Geometric Design of Highways and Streets*.
- Applicable guidelines for auxiliary/turn lanes.
- Assessment of proposed access spacing.
- Pedestrian/bicycle improvements along the proposed site frontage and on-site to tie into these facilities.
- Transit/pedestrian/bicycle shelters and security.
-

3.13. Monitoring

After the opening year of the development, the County requires that developers or owners monitor project-generated motor vehicle trips to ensure that planned TDM measures are having the intended effect. The required monitoring period will last for six years for minor⁹ projects and ten years for major projects. Property owners will be required to document trips in and out of the development on an annual basis and submit a biannual report to the planning director summarizing the updated data. Data collection should include the same peak periods analyzed in the TIS.

For **minor projects**, the monitoring reporting requirement shall include driveway counts that are consistent with the original trip generation estimates to show compliance with the 30 peak hour trip threshold. If the project exceeds more than the 30-trip threshold, the owner shall develop a TDM program to mitigate all trips over the 30 peak hour trip threshold.

For **major projects**, the monitoring requirements shall include driveway counts, transit ridership (as appropriate), vehicle occupancy, and active transportation trips. As shown in Figure 2, if actual project trips are more than 5% above those forecasted in the TIS, the County/Town will require the owner to develop a new TDM strategy to get trip reductions to the forecasted levels. After the initial 10-year period when TIS reporting sunsets, TDM monitoring should continue every three to five years via a report on TDM activities the owner is conducting and the estimated/measured efficacy of those activities.

3.14. Traffic Impact Fees

If the County and/or Town adopt a Traffic Impact Fee program, a full Traffic Impact study, as defined in Section 2, is no longer required. Instead, every development must prepare a mini-study, applying the requirements stated in Section 3, which presents trip generation forecasts, and analysis of proposed access points and any intersections along the proposed site frontage. Every development will be responsible for any level of service mitigations, access point auxiliary lanes and upgrades traffic control, pedestrian/bicycle and transit facilities along the site frontage. Exact access/ frontage mitigation measures shall be determined by the County. In addition, the developer/owner will be required to pay the calculated impact fee based on the trip generation.

The mini-study can propose and implement TDM measures to reduce the impact fee to be paid. The monitoring requirements stated previously in this document apply. The agency with jurisdiction must agree to the improvements and any associated credits for TDM measures.

The developer/owner may propose other measures in lieu of the impact fees. For example, an owner may construct an access road through their property that supports the County's Transportation Plan, or dedicate right-of-way for a future County or Town facility. It is the discretion of agency staff and elected officials as to what will be considered as acceptable traffic mitigation for a specific development.

3.15. Qualifications of Third-Party Preparers and Reviewers

Traffic Impact Studies shall be prepared or reviewed by a licensed professional engineer (PE) with Professional Traffic Operations Engineer (PTOE) certification, plus at least four (4) years of experience preparing traffic impact studies.

3.16. Traffic Impact Study Checklists and Forms

See Appendix C.

3.17. Table of Contents

The following represents a typical Table of Contents for a traffic impact study:

I. Introduction

Study Purpose and Scope, Project Description, and Study Area Boundaries.

II. Study Area

Description Existing Land Use, Transportation Network, and Key Intersections.

III. Existing Traffic Conditions

Data Collection (Counts, Speeds, Volumes)

Analysis of Existing Traffic Patterns

Existing Level of Service

Existing Crash Assessment

Existing Pedestrian/Bicycle and Transit Facilities

IV. 20-Year Future Traffic Conditions

Background Growth (Annual %, other developments)

Trip Generation Estimates (Project and Background)

Trip Distribution and Assignment (How trips are assigned to the network)

Future Traffic Forecasts (Opening year and opening year + 20, both with and without the project)

V. Intersection Analysis

Level of Service Analysis (Existing and Future), Critical Movement Identification, and Potential Need for Improvements.

VI. Transportation Management Plan

Proposed TDM measures and forecast trip reduction

VI. Proposed Mitigations

Recommended Traffic Control Improvements, Signage and Pavement Markings, and Potential Impacts on Pedestrians and Transit.

Multimodal Site Access and Circulation Summary

VII. Summary of Findings and Recommendations

Key Findings, Overall Project Impacts, and Mitigation Strategies, Impact Fee Calculations.

VIII. Appendices

Maps and Figures

Trip Generation Table

Traffic County Data

Traffic Analysis

Other Supporting Documents

⁹ Minor projects will be defined as projects not requiring a full TIS. Major projects will be those that require a full TIS. See glossary for definition.



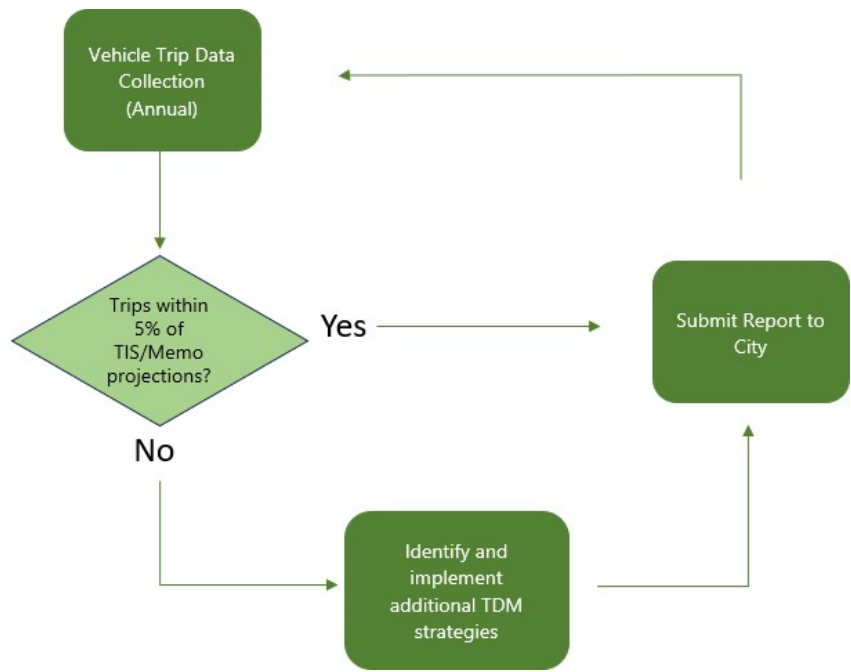


Figure 2. Trip Monitoring Process for Major Projects



4. Transportation Management Association

For projects that create 50 or more employees, participation in a Transportation Management Association (TMA) shall be required. Participation shall be indefinite. At this point, the specific TMA is not determined.



Appendix A: Custom Trip Generation Rate Development Guidelines (Chapter 9 of ITE Trip Generation Handbook, 3rd Edition)



9 | Use of Local Data to Estimate Trip Generation

9.1 Background

Chapter 4 presents a recommended process for assessing the appropriateness of *Trip Generation Manual* data for estimating trip generation at a particular study site. The procedure states that local data should be collected and used to estimate trip generation under the following circumstances:

- If the characteristics or setting of a study site are not covered by a land use description and the individual data points presented in the *Trip Generation Manual* data volumes; OR
- If the size of a study site is not within the range of data points presented in the *Manual* data volumes; OR
- If the *Manual* database has an insufficient number of data points; OR
- If the *Manual* database produces weighted average rates or fitted curves for which standard deviation or regression coefficients are not appropriate for use; OR
- If local circumstances (such as the site setting or context, age of residents, worker shifts, area type, parking conditions, or business activity) indicate a study site may have different trip-making characteristics than the baseline sites for which data were collected and reported in the *Manual*.

This chapter presents a recommended procedure for estimating trip generation using local trip generation data.

If the study site is located in a downtown or infill setting, is served by significant public transportation, or is a mixed-use development, other chapters in this *Handbook* provide specific guidance for estimating vehicle and person trip generation. Chapter 6 addresses mixed-use development, Chapter 7 addresses infill development, and Chapter 8 addresses development in close proximity to significant transit service.

9.2 Cautionary Notes

While many analysts and local officials feel their area is somehow unique, this can lead to a conclusion that this uniqueness means vehicle trip generation characteristics in their area are different from those in the national database. However, it is the experience of the professionals who prepared the guidance contained in this *Handbook* that differences in trip generation between sites have more to do with the site context and setting than exclusively with geography.

A development site in one metropolitan area will generally have trip generation characteristics comparable to those of a development site in another metropolitan area if the site settings are similar. In contrast, two development sites in the same state or same local jurisdiction may have different trip generation characteristics because of significant differences in their settings. For example, the analyst should expect vehicle trip generation characteristics to be different between sites located in a downtown setting versus sites located in a suburban setting. Likewise, a site located near and with accessibility to major transit service can exhibit a lower vehicle trip generation rate than a similarly located site with no transit service. Guidelines for estimating the effects of setting and proximity to transit on study site vehicle trip generation are presented in Chapters 7 and 8.

It is recommended that the geography of data points not be the primary focus of concern with the national database when deciding whether to collect or use local trip generation data. Rather, the analyst should understand that site context is the overriding factor influencing trip generation, not the state or local jurisdiction.

9.3 Collection of Local Trip Generation Data

The decision to establish a stand-alone local trip generation rate or equation should start with the development of a hypothesis for why the national *Trip Generation Manual* data might not be appropriate for local application. For example, the rationale could involve the age of residents, or the supply and price of parking, or market area characteristics for a retail site. It is critical that the analyst document a common-sense rationale for the local trip generation characteristics to be significantly different from that presented in the *Manual*. Clearly, the absence of any data covering a particular land use or a data deficiency in the existing database (for example, in the range of site sizes) is a sufficient rationale.

The analyst should collect trip generation data at a minimum of three local sites. Collecting data at five or more sites is preferable. Where there are only one or two potential data collection sites in a comparable setting, the analyst should use that data, coupled with other local or national data, to derive the estimate. The analyst is cautioned that this recommendation should not be used as an excuse for collecting and using data from only one or two sites when more sites are reasonably available.

Chapter 12 presents guidance on the selection of appropriate data collection sites, on the appropriate procedures for collecting data, and on the analysis and summary of data. The following are reminders of specific issues that need to be considered when the analyst designs and conducts a program to establish a local trip generation rate or equation.

- Each data collection site should be located in a setting comparable to that of the study site. For a jurisdiction that wishes to establish a local trip generation rate based on specific characteristics, the local trip generation sites should match the setting or size characteristics set out in the initial hypothesis.
- The data collection sites should reflect the size range of the study site and the anticipated general intensity of activity. Each independent variable presented in the *Manual* for the particular land use (such as GFA or employees) should be included, if available, in the identification of potential comparable sites.
- The data collection time period should reflect the time of day, day of the week, and month of the year corresponding to the analysis period needed for the study site or for the local trip generation database.

In accordance with guidance presented in Chapter 12, the analyst should collect person trip information, tabulated by travel mode, as well as vehicle trips.

9.4 Calculation of a Stand-Alone Local Trip Generation Rate or Equation

The weighted average rate and standard deviation can be calculated as described in Appendix J of this *Handbook*. The weighted average rate is appropriate for use as a stand-alone local estimator for

trip generation if the weighted average rate for the local counted sites is at least 15 percent¹⁶ higher or lower than the comparative *Manual* rate **and** if the local trip generation data provide results that satisfy the Chapter 4 criteria that demonstrate the validity of the data in a statistical sense.¹⁷

If the *Manual* database is composed of two or fewer data points AND if the local trip generation data provide results that satisfy the Chapter 4 criteria, then the weighted average rate (or, if applicable, the fitted curve equation) is appropriate for use as a stand-alone local estimator for trip generation.

On the other hand, if either of the two criteria for establishing a stand-alone local trip generation rate or equation is not met (because the local data either (1) are not sufficiently different from the national data to warrant consideration as being distinct or (2) do not demonstrate sufficient consistency to warrant consideration as a stand-alone local trip generation rate), then the analyst should consider consolidating the local and national databases, as described in the following section 9.5.

9.5 Calculation of a Consolidated Local Trip Generation Rate

The following text presents formulas that should be used for merging local and national databases. They can be used for any land use, time period, and independent variable for which a weighted average trip rate is provided in the *Manual*. Derivation of a consolidated fitted curve equation is not possible with the data that are available.

As shown in the equation below, the consolidated weighted average trip generation rate equals the sum of all trips in the combination of the ITE database and the local database divided by the sum of all the independent variable units in the combination of the ITE database and the local database.

$$\text{Consolidated Weighted Average Rate} = \frac{\Sigma \text{Trips (ITE)} + \Sigma \text{Trips (local)}}{\Sigma \text{IV Units (ITE)} + \Sigma \text{IV Units (local)}}$$

where

$\Sigma \text{Trips (ITE)}$ = “weighted average trip rate” (from ITE data page statistics) multiplied by
“average value of independent variable values” (from data page) multiplied by
number of studies (from data page)

$\Sigma \text{IV Units (ITE)}$ = “average value of independent variable values” (from data page) multiplied
by number of studies (from data page)

$\Sigma \text{Trips (local)}$ = the sum of trips recorded for all of the local data collection sites

$\Sigma \text{IV Units (local)}$ = the sum of independent variable values for all of the local data collection sites

¹⁶ The “15 percent difference” threshold is considered to be a reasonable, though arbitrary, guideline. If the analyst, based on professional judgment, is confident of the validity and applicability of the data for local application, then the analyst should use the local data rather than the national data. But the analyst is reminded that the simple randomness of numbers will produce some variation and the 15 percent threshold tries to limit the possibility of reaching unfounded conclusions that local conditions are indeed different from the national database.

¹⁷ As described in that chapter, an acceptable weighted average trip generation rate requires at least three data points with a computed standard deviation that is no more than 55 percent of the weighted average rate. An acceptable fitted curve equation requires at least four data points with a computed R^2 of at least 0.75.

9.6 Documentation

The stand-alone or consolidated local trip generation documentation should clearly state the following:

- The local rates or equations;
- The circumstances in which they are applicable; and
- What to do in situations where they are not applicable (for examples, use national data or collect more local data).

The documentation should also include the site-specific information for the local data, such as

- Land use;
- Value(s) of the independent variable(s);
- Survey date and day of the week;
- Survey time period and its relation to site peak hour and peak hour of adjacent street; and
- Site context.

All trip generation data should be submitted to ITE for inclusion in future editions of *Trip Generation Manual*. In cases where a local rate or equation is developed, consideration should be given to submitting the results of the local trip generation analysis to ITE. Sources will be cited but the identity of specific sites will be kept confidential. Data and analyses should be transmitted to:

Institute of Transportation Engineers
Trip Generation Data
1627 Eye St., NW, Suite 600
Washington, DC 20006
Tel: +1 202-785-0060
Fax: +1 202-785-0609
www.ite.org

ITE accepts trip generation data in any form. Preference is for forms and content consistent with Chapter 12 guidance. However, it is acceptable to submit data which are potentially incomplete or that must be extracted from a report.

9.7 Examples of Recommended Process

The following examples demonstrate the steps for determining whether a stand-alone, local trip generation rate/equation, or a consolidated local trip generation rate is appropriate. The calculations referenced below are presented in detail in the Appendix J examples for how to calculate weighted average, variance, and standard deviation.

Example 1—Local Data Weighted Average more than 15 Percent Different from *Manual* Weighted Average Rate but Inadequate Local Data Statistics

In the professional judgment of the analyst, *Trip Generation Manual* data for Land Use Code 492 (Health/Fitness Club) is not appropriate for estimating the weekday morning peak hour of the generator as a function of site GFA for a local study site. Trip generation data are collected at three local proxy sites:

- Site A is 43,000 sq. ft. GFA and has 11 vehicle trips in AM site peak hour
- Site B is 49,000 sq. ft. GFA and has 83 vehicle trips in AM site peak hour
- Site C is 15,000 sq. ft. GFA and has 34 vehicle trips in AM site peak hour

The three sites have a total GFA of 107,000 sq. ft. and 128 total AM peak hour trips for a weighted average of 1.20 (calculated as 128/107).

For Land Use 492, the data pages in *Trip Generation Manual*, 9th Edition present the following:

- Weighted average weekday trip rate (per 1,000 sq. ft. GFA) = 1.43
- Average value for the independent variable unit (1,000 sq. ft. GFA) = 39
- Number of studies = 4

The weighted average trip rate for the three local proxy sites (1.20) is 16 percent lower than the *Manual* rate (1.43). However, the weighted standard deviation for the local data is 0.97 (81 percent of the weighted average rate) and is too high to be acceptable (that is, greater than 55 percent). Therefore, the recommended use of the local data is to consolidate it with the national data to produce a consolidated local rate.

$$\text{consolidated weighted average rate} = \frac{\Sigma \text{trips (ITE)} + \Sigma \text{trips (local)}}{\Sigma \text{IV units (ITE)} + \Sigma \text{IV units (local)}}$$

where

$$\Sigma \text{trips (ITE)} = 1.43 * 39 * 4 = 223$$

“weighted average trip rate” multiplied by “average value of independent variable values” multiplied by number of studies

$$\Sigma \text{IV units (ITE)} = 39 * 4 = 156$$

“average value of independent variable values” multiplied by number of studies

$$\Sigma \text{trips (local)} = 128$$

$$\Sigma \text{IV units (local)} = 107$$

$$\text{consolidated weighted average rate} = 1.33 = \frac{223 + 128}{156 + 107}$$

The consolidated weighted average rate (1.33) is less than the *Manual* weighted average rate of 1.43, but higher than the weighted average rate of 1.20 for the three local data points.

Example 2—Local Data Weighted Average less than 15 Percent Different from *Manual* Weighted Average Rate

Trip generation data are collected at a fourth local proxy site to add to the three sites described above:

- Site A is 43,000 sq. ft. GFA and has 11 vehicle trips in AM site peak hour
- Site B is 49,000 sq. ft. GFA and has 83 vehicle trips in AM site peak hour
- Site C is 15,000 sq. ft. GFA and has 34 vehicle trips in AM site peak hour
- Site D is 48,000 sq. ft. GFA and has 65 vehicle trips in AM site peak hour

The four sites have a total GFA of 155,000 sq. ft. and 193 total AM peak hour trips for a weighted average rate of 1.25 (calculated as 193/155).

The weighted average trip rate for the four local proxy sites (1.25) is 13 percent lower than the *Manual* rate (1.43). Because the weighted trip generation rate for the local data is within 15 percent of the *Manual* data trip generation rate, the recommended use of the local data is to consolidate it with the national data to produce a consolidated local rate.

$$\text{consolidated weighted average rate} = \frac{\Sigma \text{trips (ITE)} + \Sigma \text{trips (local)}}{\Sigma \text{IV units (ITE)} + \Sigma \text{IV units (local)}}$$

where

$$\Sigma \text{trips (ITE)} = 1.43 * 39 * 4 = 223 \text{ (from Example 1)}$$

$$\Sigma \text{IV units (ITE)} = 39 * 4 = 156 \text{ (from Example 1)}$$

$$\Sigma \text{trips (local)} = 193$$

$$\Sigma \text{IV units (local)} = 155$$

$$\text{consolidated weighted average rate} = 1.34 = \frac{223 + 193}{156 + 155}$$

The consolidated weighted average rate (1.34) is less than the *Manual* weighted average rate (1.43), but higher than the weighted average rate (1.25) for the four local data points.

Example 3—Local Data Weighted Average more than 15 Percent Different from *Manual* Weighted Average Rate and Adequate Local Data Statistics

Trip generation data are collected at a fifth local proxy site to add to the four sites described above:

- Site A is 43,000 sq. ft. GFA and has 11 vehicle trips in AM site peak hour
- Site B is 49,000 sq. ft. GFA and has 83 vehicle trips in AM site peak hour
- Site C is 15,000 sq. ft. GFA and has 34 vehicle trips in AM site peak hour
- Site D is 48,000 sq. ft. GFA and has 65 vehicle trips in AM site peak hour
- Site E is 38,000 sq. ft. GFA and has 40 vehicle trips in AM site peak hour

The five sites have a total GFA of 193,000 sq. ft. and 233 total AM peak hour trips for a weighted average of 1.21 (calculated as 233/193).

The calculated average trip rate for the five local proxy sites (1.21) is 16 percent lower than the *Manual* rate (1.43). The weighted standard deviation is 0.67 (55 percent of the weighted average rate). The local rate is acceptable for use for estimating trips generated by the study site.

Appendix B: Land Uses in ITE Trip Generation Manual

Land Use Codes

Port and Terminal (Land Uses 000–099)

CODE	LAND USE
21	Commercial Airport
22	General Aviation Airport
030	Intermodal Truck Terminal
090	Park-and-Ride Lot with Bus or Light Rail Service

Industrial (Land Uses 100–199)

CODE	LAND USE
110	General Light Industrial
130	Industrial Park
140	Manufacturing
150	Warehousing
151	Mini-Warehouse
154	High-Cube Transload and Short-Term Storage Warehouse
155	High-Cube Fulfillment Center Warehouse
156	High-Cube Parcel Hub Warehouse
157	High-Cube Cold Storage Warehouse
160	Data Center
170	Utility
180	Specialty Trade Contractor
190	Marijuana Cultivation and Processing Facility

Residential (Land Uses 200–299)

CODE	LAND USE
210	Single-Family Detached Housing
215	Single-Family Attached Housing
220	Multifamily Housing (Low-Rise)
221	Multifamily Housing (Mid-Rise)
222	Multifamily Housing (High-Rise)
223	Affordable Housing
225	Off-Campus Student Apartment (Low-Rise)
226	Off-Campus Student Apartment (Mid-Rise)
227	Off-Campus Student Apartment (High-Rise)
230	Low-Rise Residential with Ground-Floor Commercial
231	Mid-Rise Residential with Ground-Floor Commercial
232	High-Rise Residential with Ground-Floor Commercial
240	Mobile Home Park
251	Senior Adult Housing—Single-Family
252	Senior Adult Housing—Multifamily
253	Congregate Care Facility
254	Assisted Living
255	Continuing Care Retirement Community
260	Recreational Homes
265	Timeshare
270	Residential Planned Unit Development

Lodging (Land Uses 300–399)

CODE	LAND USE
310	Hotel
311	All Suites Hotel
312	Business Hotel
320	Motel
330	Resort Hotel

Recreational (Land Uses 400–499)

CODE	LAND USE
411	Public Park
416	Campground/Recreational Vehicle Park
420	Marina
430	Golf Course
431	Miniature Golf Course
432	Golf Driving Range
433	Batting Cages
434	Rock Climbing Gym
435	Multipurpose Recreational Facility
436	Trampoline Park
437	Bowling Alley
440	Adult Cabaret
445	Movie Theater
452	Horse Racetrack
453	Automobile Racetrack
454	Dog Racetrack
462	Professional Baseball Stadium
465	Ice Skating Rink
466	Snow Ski Area
470	Bingo Hall
473	Casino
480	Amusement Park
482	Water Slide Park
488	Soccer Complex
490	Tennis Courts
491	Racquet/Tennis Club
492	Health/Fitness Club
493	Athletic Club
495	Recreational Community Center

Institutional (Land Uses 500–599)

CODE	LAND USE
501	Military Base
520	Elementary School
522	Middle School/Junior High School
525	High School
528	School District Office
530	Private School (K-8)
532	Private School (K-12)
534	Private High School
536	Charter Elementary School
538	Charter School (K-12)
540	Junior/Community College
550	University/College
560	Church
561	Synagogue
562	Mosque
565	Day Care Center
566	Cemetery
571	Adult Detention Facility
575	Fire and Rescue Station
580	Museum
590	Library

Medical (Land Uses 600–699)

CODE	LAND USE
610	Hospital
620	Nursing Home
630	Clinic
640	Animal Hospital/Veterinary Clinic
650	Free-Standing Emergency Room

Office (Land Uses 700–799)

CODE	LAND USE
710	General Office Building
712	Small Office Building
714	Corporate Headquarters Building
715	Single Tenant Office Building
720	Medical–Dental Office Building
730	Government Office Building
731	State Motor Vehicles Department
732	United States Post Office
750	Office Park
760	Research and Development Center
770	Business Park

Retail (Land Uses 800–899)

CODE	LAND USE
810	Tractor Supply Store
811	Construction Equipment Rental Store
812	Building Materials and Lumber Store
813	Free-Standing Discount Superstore
814	Variety Store
815	Free-Standing Discount Store
816	Hardware/Paint Store
817	Nursery (Garden Center)
818	Nursery (Wholesale)
820	Shopping Center (>150k)
821	Shopping Plaza (40-150k)
822	Strip Retail Plaza (<40k)
823	Factory Outlet Center
840	Automobile Sales (New)
841	Automobile Sales (Used)
842	Recreational Vehicle Sales

843	Automobile Parts Sales
848	Tire Store
849	Tire Superstore
850	Supermarket
851	Convenience Store
857	Discount Club
858	Farmers Market
860	Wholesale Market
861	Sporting Goods Superstore
862	Home Improvement Superstore
863	Electronics Superstore
864	Toy/Children's Superstore
865	Baby Superstore
866	Pet Supply Superstore
867	Office Supply Superstore
868	Book Superstore
869	Discount Home Furnishing Superstore
872	Bed and Linen Superstore
875	Department Store
876	Apparel Store
879	Arts and Crafts Store
880	Pharmacy/Drugstore without Drive-Through Window
881	Pharmacy/Drugstore with Drive-Through Window
882	Marijuana Dispensary
890	Furniture Store
895	Beverage Container Recycling Depot
897	Medical Equipment Store
899	Liquor Store

Services (Land Uses 900–999)

CODE	LAND USE
911	Walk-in Bank
912	Drive-in Bank
918	Hair Salon
920	Copy, Print, and Express Ship Store
926	Food Cart Pod
930	Fast Casual Restaurant
931	Fine Dining Restaurant
932	High-Turnover (Sit-Down) Restaurant
933	Fast-Food Restaurant without Drive-Through Window
934	Fast-Food Restaurant with Drive-Through Window
935	Fast-Food Restaurant with Drive-Through Window and No Indoor Seating
936	Coffee/Donut Shop without Drive-Through Window
937	Coffee/Donut Shop with Drive-Through Window
938	Coffee/Donut Shop with Drive-Through Window and No Indoor Seating
941	Quick Lubrication Vehicle Shop
942	Automobile Care Center
943	Automobile Parts and Service Center
944	Gasoline/Service Station
945	Convenience Store/Gas Station
947	Self-Service Car Wash
948	Automated Car Wash
949	Car Wash and Detail Center
950	Truck Stop
970	Wine Tasting Room
971	Brewery Tap Room
975	Drinking Place

Appendix C: Traffic Impact Study Checklist and Forms



TRAFFIC ANALYSIS PROCEDURES & CHECKLIST

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All proposed developments are required to complete a Trip Generation Memo performed by a qualified transportation professional. The Trip Generation Memo should include a documentation of the methodologies used to determine estimated peak hour trips, including details of the proposed development (location, land use type, and scale), the assumed peak hour period, and the trip generation rates used for the estimate. In addition, the memo should include an assessment of proposed site access points to demonstrate needed traffic control and/or auxiliary lanes.

Major Projects generating at least thirty (30) peak hour trips are required to complete a full Traffic Impact Study, following the following content and checklist:

- 1) Introduction
 - Study Purpose and Scope
 - Project Description
 - Study Area Boundaries
- 2) Study Area Description
 - Existing Land Use
 - Transportation Network
 - Key Intersections
- 3) Existing Transportation Conditions
 - Data Collection (Counts, Speeds, Volumes)
 - Existing Level of Service
 - Existing Crash Assessment
 - Existing Pedestrian/Bicycle and Transit Facilities
- 4) 20-Year Future Traffic Conditions
 - Background Growth (Annual %, other developments)
 - Trip Generation Estimates
 - Trip Distribution and Assignment (How trips are assigned to the network)
 - Future Traffic Forecasts (Opening year and opening year + 20, both with and without the project)
- 5) Intersection Analysis
 - Vehicle and Multimodal Level of Service Analysis (Existing and Future), Critical Movement Identification, and Potential Need for Improvements.
- 6) Transportation Management Plan
 - Proposed TDM measures and forecast trip reduction
- 7) Proposed Mitigations
 - Recommended Traffic Control Improvements, Signage and Pavement Markings, and Potential Impacts on Pedestrians and Transit.
- 8) Summary of Findings and Recommendations
 - Key Findings, Overall Project Impacts, and Mitigation Strategies
- 9) Appendices
 - Traffic Data
 - Traffic Analysis
 - Other Supporting Documents



FULL TRAFFIC IMPACT STUDY PROCEDURES & CHECKLIST

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I. Introduction	
☐	Study Purpose and Goals
☐	Project Description (type, size, location)
☐	Analysis Time Periods / Opening & Horizon Years (phasing of development)
☐	Study Area Boundaries
☐	<i>Site Location Map</i>
☐	<i>Site Plan</i>
II. Study Area Description	
☐	Existing Zoning and Land Uses
☐	Existing Road Network Description and Characteristics (classification, lanes, speed limit, sidewalks)
☐	Existing Intersection Description and Characteristics (lanes, traffic control, pedestrian crossings)
☐	Existing Pedestrian, Bicycle and Transit Facilities and Service
III. Existing Transportation Conditions	
☐	Data Collection (types, dates, peak hours)
☐	<i>Existing Peak Hour Traffic Volume Figure</i>
☐	<i>Existing Pedestrian/Bicyclist Volume Figure(s)</i>
☐	Analysis Methodology
☐	Existing Level of Service / Problem Identification
☐	<i>Existing Vehicular and Multimodal Level of Service Table</i>
☐	Crash Assessment / Problem Identification
☐	<i>Crash Data Summary Table</i>
☐	<i>Crash Comparison Graphs to Expected Levels</i>
☐	Existing Pedestrians, Bicycles and Transit Facilities
IV. 20-Year Future Traffic Conditions	
☒	Background Traffic Growth (annual growth rate)
☐	<i>Opening Year Grown Volumes</i>
☐	<i>20-Year Horizon Year Grown Volumes</i>
☐	Other Area Planned Developments
☐	<i>Other Planned Development Trip Generation Summary Table</i>
☐	<i>Opening Year No-Build Volume Figure</i>
☐	<i>20-Year No-Build Volume Figure</i>
☐	Trip Generation
☐	<i>Trip Generation Table with any Adjustments</i>
☐	Trip Distribution, Assignments, Adjustments (TDM measures)
☐	<i>Trip Distribution Figure</i>
☐	<i>New Trips Figure</i>
☐	<i>Trip Adjustment Figures</i>
☐	Future Traffic Volumes
☐	<i>Opening Year and 20-Year Traffic Volume Figures, With the Project</i>
V. Intersection Analysis	

☐	Capacity Analysis (latest HCM methodology) (Level of Service table by lane group)
☐	<i>Vehicular and Multimodal Level of Service Comparison Table</i>
☐	<i>95th-Percentile Queue Lengths</i>
☐	Intersections and Movements with Unacceptable Operations
VI. Transportation Management Plan	
☐	Proposed TDM Measures
☐	Forecast Trip Reductions (table)
☐	Proposed TDM Monitoring Program
VII. Proposed Mitigations	
☐	TDM Measures / Pedestrian, Bicycle, Transit Measures
☐	Traffic Control Improvements
☐	Mainline or Turn Lanes
VIII. Summary of Findings and Recommendations	
☐	Recommended Improvements and TDM Measures
☐	Key Findings, Overall Project Impacts, and Mitigation Strategies
IX. Appendices	
☐	Count Data
☐	Capacity Analysis Printouts (by peak hour and scenario)
☐	Transportation Management Plan Calculations
☐	Other supporting information
X. SUBMITTAL REQUIREMENTS	
☐	Electronic (PDF) File of the Traffic Impact Study (electronically stamped by a PE)



TRIP GENERATION MEMO PROCEDURES & CHECKLIST

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I. Introduction	
☐	Study Purpose and Goals
☐	Project Description (type, size, location, phasing of development, opening year)
☐	Study Area Boundaries
☐	<i>Site Location Map</i>
☐	<i>Site Plan</i>
II. Existing Transportation Conditions	
☐	Data Collection (types, dates, peak hours)
☐	<i>Existing Peak Hour Traffic Volume Figure</i>
☐	<i>Existing Pedestrian/Bicyclist Volume Figure(s)</i>
☐	Existing Vehicular and Multimodal Level of Service / Problem Identification
III. Access/Frontage Impact Assessment	
☐	Capacity Analysis
☐	<i>Vehicular and Multimodal Level of Service Table</i>
☐	Pedestrian, Bicycle, Transit Connectivity and Facilities
IV. Proposed Mitigations	
☐	Access Point Geometry, Traffic Control and Ped/Bike Improvements
☐	Site Frontage Geometry, Traffic Control and Ped/Bike Improvements
V. SUBMITTAL REQUIREMENTS	
☐	Electronic (PDF) File of the Trip Generation Memo (electronically stamped by a PE)



TRAFFIC IMPACT FEE MEMO PROCEDURES & CHECKLIST

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I. Introduction	
☐	Study Purpose and Goals
☐	Project Description (type, size, location, phasing of development, opening year)
☐	Study Area Boundaries
☐	<i>Site Location Map</i>
☐	<i>Site Plan</i>
II. Existing Transportation Conditions	
☐	Data Collection (types, dates, peak hours)
☐	<i>Existing Peak Hour Traffic Volume Figure</i>
☐	<i>Existing Pedestrian/Bicyclist Volume Figure(s)</i>
☐	Existing Vehicular and Multimodal Level of Service / Problem Identification
III. Access/Frontage Impact Assessment	
☐	Capacity Analysis
☐	<i>Level of Service Table – Vehicle and Multimodal</i>
☐	Pedestrian, Bicycle, Transit Connectivity and Facilities
IV. Proposed Mitigations	
☐	Access Point Geometry, Traffic Control and Ped/Bike Improvements
☐	Site Frontage Geometry, Traffic Control and Ped/Bike Improvements
V. Traffic Impact Fees	
☐	Proposed TDM Measures
☐	Trip Reduction Calculations
☐	Traffic Impact Fee Calculations
☐	Proposed TDM Monitoring Program
VI. SUBMITTAL REQUIREMENTS	
☐	Electronic (PDF) File of the Traffic Impact Fee Memo (electronically stamped by a PE)

Appendix D: Transportation Demand Management Strategies and Relative Effectiveness



Table 2. Potential VMT Measures and Relative Effectiveness

Measure Number	Measure Category	Description	Typical Application	CAPCOA ¹⁰ 2021 Reference	Estimated VMT Reduction Potential
1	Bike & Ped	Provide traditional bike racks designed for short-term parking, in a visible publicly accessible space.	Land uses that expect short term visitors. Traditional bike racks are not suitable for longer term parking due to concerns regarding theft and exposure to the weather.	T-9	0.1% - 1.6%
2	Bike & Ped	Construct or improve a bicycle lane facility (Class I, II, or IV) that connects to a larger existing bikeway network. This encourages mode shift from parallel roadways to bicycles, displacing VMT. A wider-based approach that expands more than one facility may be considered to be expanding the bicycle network.	New projects in dense areas, or in areas near existing bicycle infrastructure but without a current connection. Generally an off-site improvement.	T-18; T-19	0.2% - 0.8%
3	Bike & Ped	Provide secure bicycle parking in either a dedicated room, via bicycle lockers, or a bike station incorporated into the project.	Residential and office land uses, where bicyclists will be expected to park their bicycles for 6+ hours per day.	T-9	0.1% - 1.6%
4	Bike & Ped	Improve pedestrian spaces both within the project and on roadways approaching the project. Improvements may include providing sidewalks on both sides of the street, incorporating ADA-compliant improvements such as tactile ramps and audible pedestrian signals, providing sidewalk amenities such as trees, plants, and benches, and otherwise improving the pedestrian experience.	New development in areas where pedestrian facilities are missing or lacking	T-17	0.5% to 6.4%
5	Bike & Ped	Roadways will be designed to reduce motor vehicle speeds and encourage pedestrian and bicycle trips with traffic calming features. Traffic calming features may include: marked crosswalks, count-down signal timers, curb extensions, speed tables, raised crosswalks, raised intersections, median islands, tight corner radii, roundabouts or mini-circles, on-street parking, planter strips with street trees, chicanes/chokers, and others.	Developments located near transit or pedestrian-focused areas; or in cities that have adopted a Vision Zero policy	N/A	0.25 - 1.0%



Measure Number	Measure Category	Description	Typical Application	CAPCOA ¹⁰ 2021 Reference	Estimated VMT Reduction Potential
6	General	Implement a generalized commute trip reduction program. This measure is intended as an umbrella measure, for use in instances where marketing of commute alternatives is desired, but the client or implementing agency may not want to commit to specific marketing actions. It can include any combination of measures indicated here other than those specific to land use	Office developments; large residential developments; area plans	T-4, T-5	Up to 4% (voluntary compliance)
7	General	Implement a generalized commute trip reduction program. This measure is intended as an umbrella measure, for use in instances where marketing of commute alternatives is desired, but the client or implementing agency may not want to commit to specific marketing actions. It can include any combination of measures indicated here other than those specific to land use	Office developments; large residential developments; area plans	T-4, T-5	Up to 26% (mandatory monitoring)
8	Bike & Ped	Install a bike share program in association with your development, either for exclusive use of the development residents or in conjunction with a future public system.	Cities and Communities		Up to 3%
9	Parking	Reduce the proposed supply of parking at the development relative to other sites in the project vicinity.	Office development, mixed-use development, residential development, area plans, cities and communities	T-14	5 - 13.7%
10	Parking	For residential developments, require that parking spaces be paid for separately from the primary mortgage/HOA dues/rent. This effectively reduces housing costs for households with no cars / fewer cars	Residential development	T-15	2.6 - 15.7%
11	Parking	Price parking at all off-street facilities associated with the project. Pricing should be at a level equal to or higher than typical prices in the project area. Typically referred to as "unbundling" parking pricing for residential projects.	Office development; mixed-use development; residential development	T-11, T-15	Up to 20%
12	Parking	If free parking is provided as an employee benefit, individuals opting not to receive a parking pass may instead receive the equivalent cash value to a monthly parking permit.	Office development; employers	T-12	Up to 12%



Measure Number	Measure Category	Description	Typical Application	CAPCOA ⁴⁰ 2021 Reference	Estimated VMT Reduction Potential
13	Ridesharing	Provide subsidies in the form of cash or gas cards to individuals carpooling to/from work.	Office development, employers	T-7	0.0 - 8.0%
14	Ridesharing	Provide subsidies or company-provided vehicles for vanpooling, and assist with vanpool formation by means of helping individuals identify others with similar commute patterns. This measure may also apply to point-to-point shuttles sponsored by an employer (i.e., "tech buses")	Office development, employers	T-10	3.4 - 20.4%
15	Ridesharing	Maintain a database of individuals interested in carpooling/ridesharing along with their commute characteristics. Allow individuals to search database and contact others to form carpools. At large employers, some one-on-one support may also be provided.	Office development, employers, cities and communities	T-7	0.0 - 8.0%
16	Parking	Install parking meters or other paid parking programs on public roadways within 1/4 mile of the study area. Pricing should be market-rate. This is intended to both discourage driving to/from the project area, as well as reduce the amount of VMT generated by circling for parking by maintaining 85 percent occupancy rates.	Large developments; area plans; cities and communities	T-23	Up to 30%
17	Pricing	Implement a toll or fee for vehicle access to a predetermined area, such as a central business district. An example of this is the fee to access London's core neighborhoods.	Cities and communities	N/A	7.9 - 22.0%
18	Land Use	Locate the project near (and orient it with a clear means of access to) a high-quality transit station. Project design should support (and ideally prioritize) pedestrian access to/from transit. Project should be careful not to oversupply parking.	Mixed-use or residential projects in urban areas	T-3	0.5 - 31%
19	Transit & Shuttles	Provide express / point-to-point shuttle service, connecting park & ride facilities or other residential neighborhoods directly to an employer's campus. In the SF Bay Area, these shuttle types have become common amongst Silicon Valley employers, and are sometimes known as "tech shuttles"	Employers, campuses	T-10	Up to 20.4%



Measure Number	Measure Category	Description	Typical Application	CAPCOA ¹⁰ 2021 Reference	Estimated VMT Reduction Potential
20	Transit & Shuttles	Provide subsidies in the form of cash, transit passes, or contributions to a regional fare card to transit riders. This is typically implemented by an employer, but may also be used by schools and large residential developments.	Employers, large residential developments, campuses	T-8; T-27 (variant)	Up to 20%
21	Tech-Assisted Approaches	Allow and encourage employees to telecommute or adopt alternative work schedules. Examples may include working from home a certain share of the time, or working a 9/80 or 4/40 work week.	Employers, campuses	N/A	Up to 5.5%
22	Transit & Shuttles	Provide funding to support one of the following: new bus service, increased frequency on existing service, increased operating hours, etc. Effectiveness will range based on the level of investment.	Cities and communities	T-26 (variant)	Up to 11.3%
23	Transit & Shuttles	Provide a publicly available shuttle service between a regional transit facility and employment, residential, or shopping centers located 1-5 miles away.	Employers, commercial development, institutions, campuses	T-24	0.1% to 8.2%

10. Source: Fehr & Peers, 2023. Prepared in conjunction with *Handbook for Analyzing Greenhouse Gas Emission Reductions, Assessing Climate Vulnerabilities, and Advancing Health and Equity*, California Air Pollution Control Officers Association (CAPCOA 21). Link: https://www.caleemod.com/documents/handbook/full_handbook.pdf



Attachment 2: Initial Draft Town and County LDR Redline of Relevant Sections

Town of Jackson Land Development Regulations

Div. 1.8 – Transitional Provisions

1.9.3. Nonconforming Uses

C. Change in Use. A nonconforming use, except a Detached Dwelling, may be changed to another nonconforming use provided all three of the following standards are met.

1. The new use is a materially less intense nonconforming use. The determination of the level of intensity shall include, but is not limited to, consideration of traffic generated (amounts and type), impacts on access, parking demand, proposed level of activity, operational characteristics, and other potentially adverse impacts on neighboring lands.

Div. 2.2 – Complete Neighborhood Character Zones

2.2.11. CR-1: Commercial Residential-1 AND

2.2.12. CR-2: Commercial Residential-2 AND

2.2.13. CR-3: Commercial Residential-3 AND

2.2.14. DC-1: Downtown Core-1 AND

2.2.14. DC-2: Downtown Core-2

E. Additional Zone-specific Standards. The following standards apply in addition to all other standards applicable in the OR zone.

8 – 12. (varies) Conditional Use Permit (CUP) Required. A CUP is required for all projects that require a Sketch Plan in this zone.

i. **Purpose.** The purpose of the CUP is to provide public and site-specific analysis of the on-site and off-site impacts of the proposed use on traffic, environmental resources, historic resources, water quality, and other important Town resources.

ii. **Submittal Requirements:** Applicant shall submit studies of sufficient detail, as identified by staff at the preapplication meeting, to address anticipated impacts on traffic generation, environmental resources (e.g., wildlife permeability), historic resources, water quality (e.g., stormwater runoff, groundwater quality), and other important Town resources. Mitigation measures shall be included as part of any required study. [Procedures and requirements of the “Teton County Transportation Impact Study” Requirements shall be followed and satisfied in the evaluation of trip generation, site access and frontage, and Mobility Fee calculations.](#)

iii. **Procedure.** The project shall follow all of the procedures and finding required in Section 8.4.3.

iv. **Conditions.** Conditions may be required to off-set identified adverse impacts of the proposed use(s) on resources protected under this CUP process, which may include on-site or off-site improvements.

Div. 4.3 – Planned Resort Zones

4.3.1. All Planned Resort Zones.

D.5. Transportation Element. The Planned Resort master plan contains a traffic impact analysis and transportation demand management plan that:

- a. Promote multimodal forms of transportation that are consistent with the transportation goals of the Jackson/Teton County Comprehensive Plan;
- b. Manage the generation of resort related traffic to avoid undermining community character and endangering the public health, safety, and welfare; and
- c. Follow the procedures and requirements of the “Teton County Transportation Impact Study Guidelines” in the evaluation of trip generation, site access and frontage, and Mobility Fee calculations.~~Identify an equitable cost sharing plan for transportation facilities and services.~~

F. Standards Applying to All Planned Resorts.

8. Transportation Element. The Planned Resort master plan shall have a transportation element to ensure that resort development does not produce an amount of vehicular traffic that undermines the community's character, and endangers the public health, safety and welfare (i.e., noise, air quality and traffic impacts) The Planned Resort master plan shall provide an optimum mix of automobile, transit, and pathway facilities within the resort, encourage coordination of all resort transportation facilities with the County-wide transportation system, promote design and management which encourages shifts from single-occupancy vehicle trips to multi-occupancy trips, or other transportation modes, and provide equitable cost sharing for facilities and services.

a. Traffic Impact Analysis. Procedures and requirements of the “Teton County Transportation Impact Study Requirements” shall be followed and satisfied in the evaluation of trip generation, site access and frontage, and Mobility Fee calculations.~~A traffic impact and access analysis is required. At a minimum, this analysis shall contain:-~~

- ~~i. Projections of external vehicle trips generated by the Planned Resort.~~
- ~~ii. Analysis of levels of service (LOS) impacts on roadway system segments and intersections serving the Planned Resort.~~
- ~~iii. Specification of any improvements needed to roadway system segments and intersections as a result of increased traffic from the Planned Resort.~~

b. Transportation Demand Management Plan. The Planned Resort master plan shall include a transportation demand management (TDM) plan that demonstrates how the travel behavior of resort visitors and employees will be managed to minimize the number of vehicle trips on the roadway network resulting from the resort development. ~~The transportation plan will allocate a number of vehicle trips to various roadway segments, based upon the projected traffic demand and the planned character of the roadway segments.~~ A goal of the applicant's TDM Plan shall be to manage the transportation demands of the resort so that it is consistent with the allocation of vehicle trips to the various roadway segments that serve the Planned Resort. Potential mechanisms for managing travel behavior may include, but are not limited to:

- i. Increasing average vehicle occupancy.
- ii. Shifting vehicular trips (resident and visitor) to public transit.
- iii. Shifting vehicular trips (resident and visitor) to walking, bicycling and other nonmotorized means.
- iv. Reducing vehicular trips through internal capture associated with mixed land use patterns.

9. Capital Improvements Element. The Planned Resort master plan shall have a capital improvements element to ensure that infrastructure and essential services will be provided in an efficient and timely manner to accommodate projected resort demands. Planned resort master plans shall include a capital improvements element that identifies service providers, analyzes impacts and proposes a capital improvements plan for facilities and services needed by the resort. Such facilities and services may include, but are not limited to: transportation (at access points and along site frontage, including transit, parking and pathways;) potable water and wastewater treatment services; waste management (hazardous and solid;) utilities; stormwater management and snow storage facilities.

a. Identification and Acknowledgment of Service Providers. The applicant shall identify the provider of all infrastructure facilities and services included in the plan. Where services are to be provided by an entity other than the applicant, documents from the service provider shall demonstrate the commitment and ability to provide such service according to the Planned Resort master plan.

b. Impact Analysis. An impact analysis shall be performed for all facilities and services, unless waived by the Community Planning Director. Each impact analysis shall identify the following:

- i. The maximum daily peak capacity of existing facilities.
- ii. The current daily peak demand on existing capacity.
- iii. The daily peak capacity available for new development.
- iv. The projected daily peak demand generated by new development in the Planned Resort.
- v. When development outside of a resort is reasonably anticipated to utilize the same infrastructure system as the resort, the Town of Jackson shall provide the applicant with estimated peak demand.

vi. Any planned improvements by other entities, such as the Town of Jackson or the Teton Village Water and Sewer District, and the timing of such improvements.

vii Procedures and requirements of the “Teton County Transportation Impact Study Requirements” shall be followed and satisfied in the evaluation of trip generation, site access and frontage, and Mobility Fee calculations.

viii. Any deficits in daily peak capacity potentially resulting from development within the Planned Resort—either from a strict demand standpoint or from a timing standpoint—taking into account other potential new development outside the Planned Resort.

c. Capital Improvements Program. The capital improvements plan shall be consistent with the impact analyses and specify how any deficiencies in infrastructure will be remedied or mitigated, including descriptions of the infrastructure improvements, the responsibility and sources of funding for the improvements, and the timing for completion of improvements. Concept plans for improvements shall be included in the capital improvements plan; engineered plans shall be provided in the final development plan application for subsequent development.

Div. 7.2 – Subdivision Standards

7.2.2. Standards Applicable to All Development

5. Oversize and Off-Site Improvements. The Town Council may require installation and construction of utilities, pavement and other land improvements in excess of subdivision design needs, to assure adequate service to future development areas. Such oversize improvement requirements shall be determined by the Town Council. Such requirements shall be subject to the following standards:

- a. The subdivider shall be required to pay for only that part of the construction costs for the arterial streets, site frontage streets, trunk sewers or water lines that are necessitated by and are serving the proposed subdivision, as determined by the Town Engineer. The Town Engineer and subdivider shall mutually establish a proportionally distributed cost sharing arrangement that considers other persons who will benefit from such oversized improvements constructed to ultimately service the surrounding area.
- b. If streets or utilities are not available or adequate for services at the boundary of a proposed subdivision, the subdivider may be required to obtain necessary easements or rights-of-way and construct and pay for any extensions necessary to connect the proposed subdivision to adequate utility lines.
- c. Reimbursement for the installation of oversize improvements shall be effected only after such time as the Town accepts the subdivision improvements, a written requires for reimbursement is submitted to the Town by the subdivider, and the Town Council, acting on the advice and recommendation of the Town Engineer, authorizes the reimbursement.

c.d. Procedures and requirements of the “Teton County Transportation Impact Study Requirements” shall be followed and satisfied in the evaluation of trip generation, site access and frontage, and Mobility Fee calculations.

Teton County Land Development Regulations

Div. 4.3 – Planned Resort Zones

4.3.1. All Planned Resort Zones

D. Findings for Approval

5. Transportation Element. The Planned Resort master plan contains a traffic impact analysis and transportation demand management plan that:

- a. promote multimodal forms of transportation that are consistent with the transportation goals of the Jackson/Teton County Comprehensive Plan;
- b. manage the generation of resort related traffic to avoid undermining community character and endangering the public health, safety, and welfare; and
- c. Procedures and requirements of the “Teton County Transportation Impact Study Requirements” shall be followed and satisfied in the evaluation of trip generation, site access and frontage, and Mobility Fee calculations.~~identify an equitable cost sharing plan for transportation facilities and services.~~

F. Standards Applying to All Planned Resorts

8. Transportation Element. The Planned Resort master plan shall have a transportation element to ensure that resort development does not produce an amount of vehicular traffic that undermines the community’s character, and endangers the public health, safety and welfare (i.e., noise, air quality and traffic impacts.) The Planned Resort master plan shall provide an optimum mix of automobile, transit, and pathway facilities within the resort; encourage coordination of all resort transportation facilities with the County-wide transportation system; promote design and management, which encourages shifts from single-occupancy vehicle trips to multi-occupancy trips, or other transportation modes;~~and provide equitable cost sharing for facilities and services.~~

a. Traffic Impact Analysis. Procedures and requirements of the “Teton County Transportation Impact Study Requirements” shall be followed and satisfied in the evaluation of trip generation, site access and frontage, and Mobility Fee calculations.~~A traffic impact and access analysis is required. At a minimum, this analysis shall contain:—~~

- ~~i. projections of external vehicle trips generated by the Planned Resort.—~~
- ~~ii. analysis of levels of service (LOS) impacts on roadway system segments and intersections serving the Planned Resort; and—~~
- ~~iii. specification of any improvements needed to roadway system segments and intersections as a result of increased traffic from the Planned Resort.~~

b. Transportation Demand Management Plan. The Planned Resort master plan shall include a Transportation Demand Management (TDM) Plan that demonstrates how the travel behavior of resort visitors and employees will be managed to minimize the number of vehicle trips on the

roadway network resulting from the resort development. ~~The TDM Plan will allocate a number of vehicle trips to various roadway segments, based upon the projected traffic demand and the planned character of the roadway segments.~~ A goal of the applicant's TDM Plan shall be to manage the transportation demands of the resort so that it is consistent with the allocation of vehicle trips to the various roadway segments that serve the Planned Resort. Potential mechanisms for managing travel behavior may include, but are not limited to:

- i. increasing average vehicle occupancy
- ii. shifting vehicular trips (resident and visitor) to public transit
- iii. shifting vehicular trips (resident and visitor) to walking, bicycling and other nonmotorized means; and
- iv. reducing vehicular trips through internal capture associated with mixed land use patterns.

9. Capital Improvements Element. The Planned Resort master plan shall have a capital improvements element to ensure that infrastructure and essential services will be provided in an efficient and timely manner to accommodate projected resort demands. Planned Resort master plans shall include a capital improvements element that identifies service providers, analyzes impacts and proposes a capital improvements plan for facilities and services needed by the resort. Such facilities and services may include, but are not limited to: transportation (at access points and along site frontage, including transit, parking and pathways;) potable water and wastewater treatment services; waste management (hazardous and solid;) utilities; stormwater management and snow storage facilities.

a. Identification and Acknowledgment of Service Providers. The applicant shall identify the provider of all infrastructure facilities and services included in the plan. Where services are to be provided by an entity other than the applicant, documents from the service provider shall demonstrate the commitment and ability to provide such service according to the Planned Resort master plan.

b. Impact Analysis. An impact analysis shall be performed for all facilities and services, unless waived by the Planning Director. Each impact analysis shall identify the following:

- i. maximum daily peak capacity of existing facilities;
- ii. current daily peak demand on existing capacity;
- iii. daily peak capacity available for new development;
- iv. projected daily peak demand generated by new development in the Planned Resort. When development outside of a resort is reasonably anticipated to utilize the same infrastructure system as the resort, the County Planning Department shall provide the applicant with estimated peak demand;
- v. any planned improvements by other entities, such as the Town of Jackson or the Teton Village Water and Sewer District, and the timing of such improvements.

vi. Procedures and requirements of the “Teton County Transportation Impact Study Requirements” shall be followed and satisfied in the evaluation of trip generation, site access and frontage, and Mobility Fee calculations.

vii. any deficits in daily peak capacity potentially resulting from development within the Planned Resort--either from a strict demand standpoint or from a timing standpoint--taking into account other potential new development outside the Planned Resort.

c. Capital Improvements Program. The capital improvements plan shall be consistent with the impact analyses and specify how any deficiencies in infrastructure will be remedied or mitigated, including descriptions of the infrastructure improvements, the responsibility and sources of funding for the improvements, and the timing for completion of improvements. Concept plans for improvements shall be included in the capital improvements plan. Engineered plans shall be provided in the final development plan application for subsequent development.

Div. 6.1 – Allowed Uses

6.1.8. Institutional Uses

D. Use Standards Hospitals, Religious Institutions, Daycares and Schools proposing individual buildings with gross floor area greater than the maximum allowed in the zone in which the site is located, shall be subject to Conditional Use Permit approval that finds compliance with the following standards:

4. The proposed building is required to meet specific minimum service level requirements including:

~~c. Traffic study performed by a licensed professional transportation engineer hired by the applicant demonstrates that levels of service at affected intersections can be maintained or improved, and peak hour trip demand does not reduce connectivity within the existing transportation network.~~

6.1.9. Industrial Uses

F. Gravel Extraction and Processing

5. Operational Standards

b. Project Traffic Impacts

i. Transportation Facility Improvements. Projected traffic impacts shall be addressed according to AASHTO guidelines and the cost of all improvements required, on and off-site, shall be borne entirely by the applicant. The cost of additional wear and tear on County roads, as determined by the County Road & Levee Manager, shall also be borne by the applicant. A bond or letter of credit may be required to assure payment of such expenses.

ii. Trip Generation. The Board of County Commissioners may establish a maximum number of truck trips allowed to enter and exit a processing location. The limit on the number of trips, and weekly rate, shall reflect the classification of the road traveled to reach a State Highway, the distance the processing location is from the State Highway, the projected impacts of the truck traffic on surrounding uses, and the demand for the processed material.

iii. Traffic Counts. Traffic counts at the entrance of the operation shall be performed and certified by a Wyoming Registered Engineer, and presented at the annual review of the operation's Special Use Permit for the purposes of determining the operation's impacts on local infrastructure and compliance of any trip generation limits that may be set. Said traffic counts shall be conducted in a manner set by the Board of County Commissioners.

6.1.12. Temporary Uses

F. Temporary Gravel Extraction and Processing

2. Standards

c. Operational Standards

i. Traffic and Road Impacts

a). Infrastructure. Projected traffic impacts shall be addressed according to AASHTO guidelines and the cost of all improvements required, on and off-site, shall be borne entirely by the applicant. A payment to compensate for the additional wear and tear on County roads, as determined by the County Road & Levee Manager, also may be required of the applicant.

b). Trip Generation. The Board of County Commissioners may establish a maximum number of truck trips allowed to enter and exit a temporary use location. The limit on the number of trips, and weekly rate, shall reflect the classification of the road traveled to reach a State Highway, the distance the processing location is from the State Highway, the projected impacts of the truck traffic on surrounding uses, and the demand for the material produced.

Potential New Section for Town and County: Mobility Exactions

At the July 7, 2025 staff meeting, staff is not proposing to initiate adoption of mobility/transportation exactions. However, this could be a future step, and the language below is a starting point for including in Town and County LDRs. This is included in this redline to support the discussion regarding dedicated revenues.

7.5.4 Mobility Exactions

A. Purpose and Findings

1. Purpose. The purpose of the Mobility Exaction is to ensure that sufficient, interconnected multimodal transportation infrastructure is in-place in order to maintain satisfactory traffic level of service in the community as growth occurs.
2. Finding of Impact and Benefit
 - a. The Teton County transportation network needs improvement and added multimodal capacity to accommodate growth in demand. During Teton County's periods of rapid growth in the 1970s and 1990s, the existing transportation system had the capacity to accommodate the associated increased traffic.
 - b. While construction and population growth have slowed and job growth has continued, Teton County has reached the limits of its transportation infrastructure and needs new multimodal capacity to enable safe mobility. Even with continued Growth Management and a successful Traffic Demand Management program, past and future growth will require new transportation infrastructure for continued mobility.
 - c. If roadway and intersection capacity, plus trail, bicycle and transit infrastructure to reduce vehicular trip do not grow as population and development grows, transportation mobility and safety will decrease.
 - d. As a result, the Board of County Commissioners finds that new developments in Teton County need to pay for their fair share of transportation infrastructure throughout the County and hereby adopts this mobility exaction.
- B. Applicability
 1. The requirements of this Section shall apply to new developments or re-developments as stated in the latest edition of the adopted "Teton County Transportation Impact Study Guidelines". Section 2 defines when a Traffic Impact Study is required.
- C. Requirement
 1. All proposed developments or re-developments in Teton County are required to prepare a "Mini Traffic Study" as defined in the "Teton County Transportation Impact Study Requirements. This study must present trip generations forecasts and a traffic impact analysis of proposed access points and any intersections along the proposed site frontage.
 2. Every development will be responsible for any level of service mitigations, access point auxiliary lanes and upgrades traffic control, pedestrian/bicycle and transit facilities along the site frontage. Exact access/ frontage mitigation measures shall be determined by the County.
 3. The developer/owner will be required to pay the calculated Mobility Fee based on the trip generation and any applicable adjustments as specified in the "Teton County Transportation Impact Study Guidelines" and agreed to by County staff.
- D. Provision and Use of Requirement – As defined in the "Teton County Transportation Impact Study Guidelines", there are methods that can be considered to mitigate mobility impacts in

lieu of a Mobility Fee. It is the at the sole discretion of County staff and elected officials as to what will be considered as acceptable traffic mitigation for a specific development.

1. Dedication of Land / Improvement Construction – An owner may dedicate right-of-way for future public facilities or construct a mobility improvement in its entirety as part of its development.
2. Credit – The mini-study can propose and implement TDM measures to reduce the Mobility Fee to be paid. The monitoring requirements stated in the “Teton County Transportation Impact Study Guidelines” apply. The County must agree to the improvements.

7.6.4 Street and Road Standards

I. Traffic Impact Study

Procedures and requirements of the “Teton County Transportation Impact Study Requirements” shall be followed and satisfied in the evaluation of trip generation, site access and frontage, and Mobility Fee calculations. ~~Proposed subdivisions or other developments which will generate more than 1,000 vehicle trips per day shall conduct a traffic impact study to determine any need for additional acceleration, deceleration, traffic, or turning lanes, signalization, or other roadway improvements on roads affected by the development. The traffic impact study shall be reviewed by the Planning Director, the County Engineer, and the County Road & Levee Manager and will normally include current traffic counts, projected subdivision or development traffic generation, County traffic projections for roads affected by the subdivision or development, calculated capacity of existing and proposed roadways, calculation of intersection capacities and warrants for signalization, turn lanes, channelization, etc., estimates of bicycle and pedestrian movements, and other similar elements as required by the Planning Director.~~

J. Design Traffic Volumes

~~Where average daily traffic (ADT) is referenced in this Section, traffic volumes for State and County roads shall be as described in information maintained by the Planning Director. For existing and proposed roads, ADT shall be calculated using rates derived from “Trip Generation” by the Institute of Transportation Engineers and “Trip Generation Intensity Factors” developed by the Arizona Department of Transportation and the Federal Highway Administration.~~

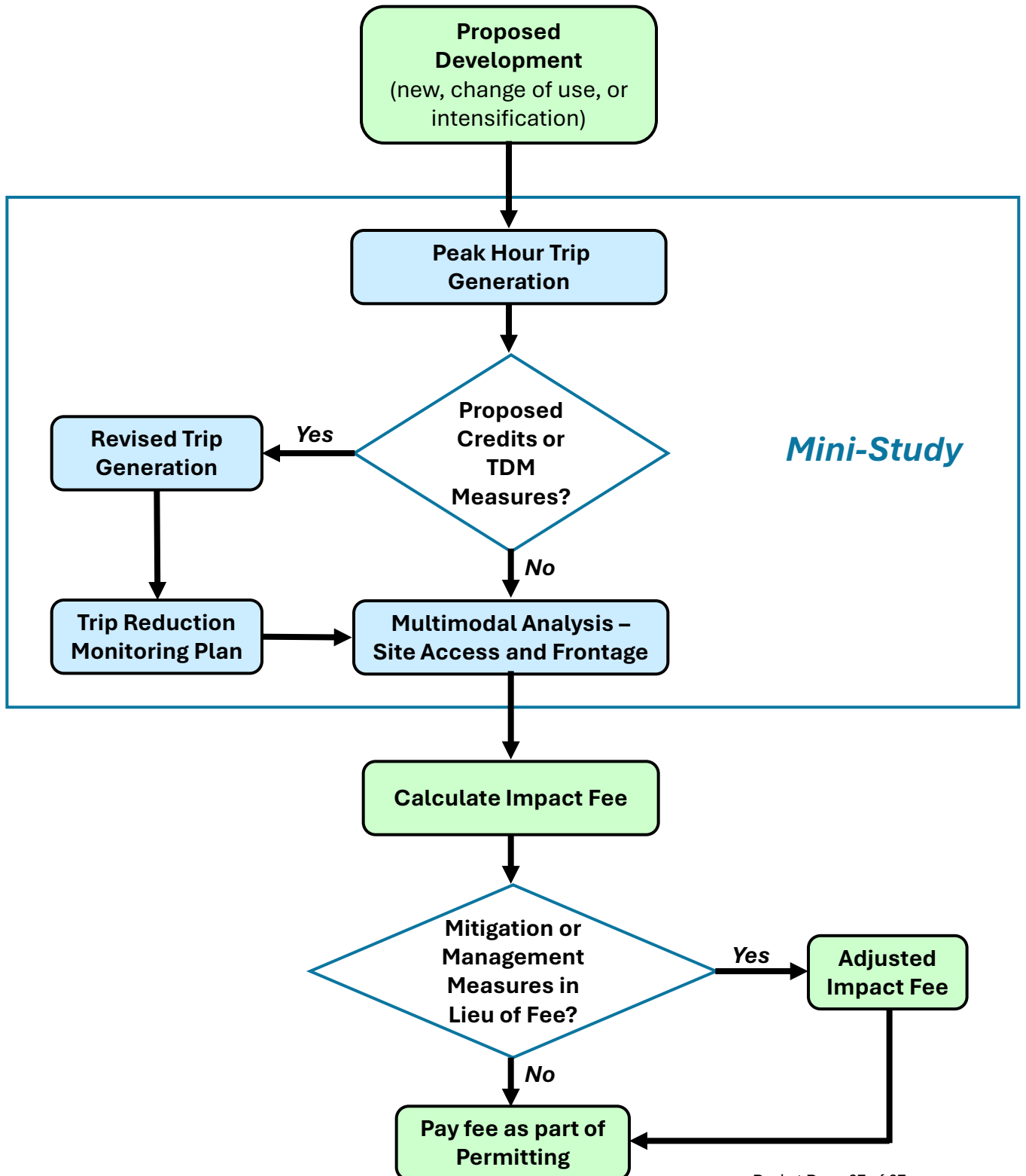
~~**1. Best Available Information for Trip Generation.** Where proposed uses are not included in these references or more recent information is available, traffic generation shall be determined by the Planning Director based on the best available information.~~

~~**2. Trip Generation for Residential Uses.** For residential uses the following trip generation factors are to be used per dwelling unit:~~

-

Trip Generation for Residential Uses	
Residential Uses	Trip Generation Factor
Single Family	9.5
Townhouse	7.2
Apartment	6.7
Condominiums are considered townhouse or apartment, depending on which type of design they most closely resemble.	

DRAFT FOR DISCUSSION ONLY





JOINT MEETING AGENDA DOCUMENTATION

SUBMITTING DEPARTMENT: Town and County Administration

PRESENTER: Jodie Pond and Tyler Sinclair

MEETING DATE: July 7, 2025

SUBJECT: Joint Department and Division Review Schedule and Format

STATEMENT/PURPOSE

The purpose of this item is to provide the Town Council (Council) and Board of County Commissioners (BCC) (together, Parties) with context for updating the joint power agreements and/or other similar agreements for their joint departments and divisions and/or similar cooperative efforts (joint efforts) and a recommended schedule for doing so.

BACKGROUND/ALTERNATIVES

Context

The Town of Jackson and Teton County have cooperated to efficiently provide coordinated services to the community for many decades. Areas of cooperation include:

- | | |
|------------------------|-----------------------|
| ✓ START Bus System | ✓ Affordable Housing |
| ✓ Fire/EMS | ✓ Radio Services |
| ✓ Parks/Recreation | ✓ Treatment Court |
| ✓ Emergency Management | ✓ Pathways |
| ✓ Victim Services | ✓ Transportation |
| ✓ Animal Shelter | ✓ Long Range Planning |

Governance of these joint efforts is generally jointly held by the Town and County elected officials above and beyond administrative functions delegated to County and/or Town staff. Primarily, direction is provided through the approval of an annual joint budget, strategic and work plans and individual items brought before the Boards.

In July of 2024 the Parties agreed to revisit elements of all of their joint efforts, committing to:

- Change in joint funding for both operations and capital of joint efforts over a 3-year period. Specifically, changing the funding split (from the current 46% Town / 54% County) to:
 - 57% County/43% Town beginning on July 1, 2025
 - *This adjustment was made by the parties via the FY26 budget process.*
 - 60% County/40% Town beginning on July 1, 2026
 - 62% County/38% Town beginning on July 1, 2027
- Begin discussion of revising the governance of jointly funded governmental functions in January 2025
- If agreement cannot be made on governance prior to January 1, 2031, then the funding split for joint funding for both operational and capital shall revert on July 1, 2031, to using the census (i.e., reverting to something close to 46% Town / 54% County, depending on the 2030 census numbers)

This item is the beginning of this conversation between the parties and is intended to set a process and timeline to achieve the goal of updating each joint effort timely.

Background

As shown above 12 areas of cooperation were identified in the 2024 agreement between the parties to address, thus the first issue to address is identifying those that have joint power agreements and those that do not.

Areas of Cooperation with a JPA

1. START Bus System
 - ✓ Updated September 11, 2023
 - ✓ Expires upon affirmative termination by the parties via passing resolutions of dissolution
 - ✓ The START department is, and the director of the department is an employee, under the control of the Town of Jackson.
 - ✓ The JPA establishes a START Board with certain powers and duties including recommending an annual budget and route plan to the Town and County.
2. Fire/EMS
 - ✓ Updated May 2025; currently awaiting AG's approval
 - ✓ Expires one year from the date of execution of the Attorney General
 - ✓ The Fire/EMS department is, and the director of the department is an employee, under the control of Teton County.
3. Parks/Recreation
 - ✓ Updated March 14, 2016
 - ✓ Expires March 14, 2026
 - ✓ The Parks and Recreation Department is, and the director of the department is an employee, under the control of Teton County.
 - ✓ The Parks and Recreation Board has certain powers and duties primarily to make recommendations to the Town and County.

Areas of Cooperation with other Guiding Documents

1. Affordable Housing
 - ✓ Created by a series of three resolutions each executed by the parties
 - ✓ The Town may elect to leave the regional Housing Authority with 120 days' notice to Teton County
 - ✓ The Housing Department is, and the director of the department is an employee, under the control of Teton County.
 - ✓ The Housing Supply Board and Teton County Housing Authority have responsibilities assigned to them pursuant to State statute and local agreements.
2. Pathways
 - ✓ Created by a Memorandum of Understanding (MOU) September 8, 2003 (document states the intention to create a joint power agreement in the future)
 - ✓ There is also a Pathways and Parks and Recreation agreement related to maintenance.
 - ✓ No provision for termination
 - ✓ Pathways Coordinator has responsibility for the management of the pathways program infrastructure in both the Town and County and is supervised by the Joint Transportation Manager. The Pathways Coordinator is an employee under the control of Teton County.
 - ✓ The Pathways Taskforce has responsibilities assigned to it pursuant to the MOU.
3. Emergency Management
 - ✓ Created by a joint resolution November 17, 2015
 - ✓ No provision for termination
 - ✓ Teton County Emergency Management is responsible for the management of Emergency Management operations in both the Town and County, staff are employees, and the under the control of Teton County and are supervised by the Joint Teton/Jackson Fire/EMS Chief.
4. Jackson/Teton County Animal Shelter
 - ✓ The Animal Shelter is subject to a cooperative agreement, originally executed in 1980 and subsequently amended in 2011.
 - ✓ The Animal Shelter is, and the staff of the Shelter are an employees, under the control of the Town of Jackson.

Staff have not located any formal agreements or documents for the following cooperative departments/positions:

1. Victim Services
 - ✓ Serves all community members and visitors in Teton County.
 - ✓ The director and staff are employees under the supervision of the Town of Jackson Police Department.
2. Treatment Court
 - ✓ Serves all community members of Teton County
 - ✓ The treatment court is under the control of the Teton County Sheriff.
 - ✓ The Town funds the Treatment Court via an annual social service contract
3. Transportation
 - ✓ Serves all of Teton County.
 - ✓ The Transportation Manager and Transportation Demand Management Coordinator are employees under the control of Teton County Public Works.
4. Long Range Planning
 - ✓ Serves all of Teton County.
 - ✓ The Joint Long-Range Planner is an employee, under the control of Teton County.
 - ✓ The Town and County Planning Commissions have certain powers and duties primarily to make recommendations to the Town and County.
 - ✓
5. Radio Services
 - ✓ Serves all community members and visitors of Teton County
 - ✓ Under the control of Teton County Sheriff.

Analysis

In order to achieve the Council and BCC goal of discussing each of these joint efforts within the year, staff suggest a schedule be set and a standard format be used for each meeting.

As for the schedule, staff suggest the following groupings and timeline for consideration:

Joint Meetings	Topic
August	Fire/EMS and Emergency Management
September	Fire/EMS and Emergency Management
October	Fire/EMS and Emergency Management
November	Parks and Recreation
December	Parks and Recreation
January	Parks and Recreation
February	START, Transportation, and Pathways
March	START, Transportation, and Pathways
April	START, Transportation, and Pathways
May	Housing and Planning
June	Housing and Planning
July	Dispatch, Treatment Court, Animal Shelter, and Victim Services

Key Question 1: Does the Town and County agree with the proposed schedule and groupings for completing reviews?

As for the format, staff suggest a staff report for each Joint Department/Division as described above with the following information:

- The nature of the cooperative effort (i.e., what is the service(s) being provided)
- The pros/cons of cooperating in the particular area
- The current funding arrangement and alternative funding options; analysis on grants/outside funding; analysis of operations versus capital costs including but not limited to:

- Current arrangement pursuant to resolution extended beyond 2031
- Census split
- Jurisdiction in which the service is provided
- User Based
- Other
- The current governance structure of the cooperative effort, including which party controls the department and the director, whether there is a board the director also reports to; practical considerations/realities for how the decisions are being made and alternative governance structures for consideration.
- The type of agreement laying out agreed upon terms, including but not limited to the following:
 - Joint Powers Agreement
 - Memorandum of Understanding
 - Resolution
 - Contract for Service
 - Other

Key Question 2: Does the Town and County agree with the proposed format for completing reviews? What additional information is desired?

COMPREHENSIVE PLAN ALIGNMENT

The review and update of these joint agreements is consistent with Section 8: Quality Community Service Provision goal to:

Timely, efficiently and safely deliver quality services and facilities in a fiscally responsible and coordinated manner.

In addition, Section 8: Quality Community Service Provision provides policy direction on this topic as follows:

Policy 8.1.e: Budget for service delivery Budgeting allows for an annual commitment to service delivery objectives. Each year, the Town and County will evaluate service delivery objectives during the budgeting process, make appropriate modifications to the delivery approach, and affirm the desired service level with the appropriate amount of funding. Without adequate funding, even the most thoughtful and strategic approach will fall short of its objectives, so a careful budgeting process is essential.

STAKEHOLDER ANALYSIS

All residents and visitors to the Town and County are stakeholders in delivery, funding, and governance of government services.

FISCAL IMPACT

To be determined

STAFF IMPACT

Town and County staff have spent approximately 16 hours in the development of this report.

LEGAL REVIEW

ATTACHMENTS

RECOMMENDATION

Staff recommend that the Town and County elected officials review and amend Town and County joint efforts based upon the schedule and format described in this staff report.

SUGGESTED MOTION

I move to direct staff to schedule a review of Town and County joint efforts based upon the schedule, groupings and format described in this staff report.