Appendix K

KEY:

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~~Strikethrough~~ = delete or replace

No change = retain text as is

CHAPTER 8

TRANSPORTATION

A. ISSUES

Introduction

Teton County's land use patterns, as with many mountain communities in the western United States, evolved in part due to the availability and convenience of the automobile. As a result, the primary transportation facilities supporting residential, commercial, and industrial areas are roadways. The traffic generated by present populations of residents and visitors on these roadways is exceeding the capacity of the existing roadway network. Future traffic volumes anticipated from continuing auto-dominated travel behavior and dispersed development patterns will far exceed the available roadway capacity. Mobility in Teton County will be severely diminished.

The purpose of this chapter is to serve as a framework for managing anticipated traffic growth in Teton County and within potential "mixed-use villages" such as Wilson, The Aspens, Teton Village and Hoback Junction. It is intended to serve as a guide from which this community can make policy decisions on issues as they relate to transportation. *(AMD 03-0007)*

The traditional approach to managing traffic growth is to increase roadway supply to meet increasing demand; however, the roadway facilities required to satisfy projected traffic demand in Teton County are changing from rural to urban in character. Through the Comprehensive Plan, this community has expressed the specific goal of retaining its rural character. The rural character and natural environment of Teton County plays a key role in attracting visitors and tourists to Wyoming, which has a direct benefit to Wyoming's economy. Expansions of roadway facilities can run counter to this goal.

This chapter recognizes the need to provide for the mobility of residents and visitors. It also recognizes a need to provide this mobility within the context of community goals. To achieve this end, this chapter

examines methods of managing traffic growth by shifting auto-dependence. Transit, pathway, and sidewalk system improvements with complementary land use patterns are identified in this chapter as appropriate means for shifting trips from the automobile to transit, walking, and bicycling. To accomplish this result, the Town of Jackson, Teton County, and Wyoming Department of Transportation (WYDOT) must lead in developing and supporting the facilities necessary for these shifts.

Finally, this chapter recognizes that the convenience, affordability, and availability of the automobile in today's western society limit the vehicular traffic reductions that can be achieved by these shifts. As a result, roadway expansions will still be required in some cases.

Transportation Issues

Several transportation issues exist within our current system that contribute to vehicular dependence and congestion. These issues must be considered as the community plans to address its transportation problems. This section describes these issues.

Roadway Network Issues

- The main roadway network is limited by topography and land use, resulting in limited alternative route choices to destinations.
- Many locations on the main roadway network presently experience congestion at peak times of day. This congestion is anticipated to reach unacceptable levels if no corrective steps are taken.
- Roadway widening projects can run counter to community goals and character.

Transportation Modes Issues

- The single occupant vehicle is anticipated to continue as the dominant mode of transportation.
- The current public transit structure (funding, administration, etc.) does not allow for proactive transit planning.
- The public and private transit systems primarily provide skier shuttle services and do not adequately serve residents and summer tourists.
- Residents do not make significant use of the limited transit service that is currently provided.
- The walking and biking infrastructure and environment are incomplete.

~~Land Use Issues~~

- ~~The dispersed land use patterns that have occurred in Teton County are not effectively or efficiently served by alternative modes to the automobile.~~
- ~~Current market trends are toward dispersed, larger lot, single-family residences in the County.~~
- ~~Town development trends are southward along West Broadway in an auto dependent pattern (i.e., people and services are becoming further separated).~~
- ~~Town development trends are toward decreased residential density.~~

- ~~Commercial and office developments are encroaching on residential neighborhoods.~~

Administration Issues

- The administration of the overall transportation system, as presently structured, is not well coordinated.

- Departments are not consistent in establishing processes for planning and implementing capital improvement projects.

Transportation Planning Background

This chapter represents the first multi-modal transportation and land use planning effort undertaken collaboratively by the Town of Jackson, Teton County, and the Wyoming Department of Transportation (WYDOT).

Two previous transportation master planning efforts have been undertaken in Teton County, both of which primarily considered providing capacity for automobiles. The 1983 Teton County Traffic Study and Highway Master Plan identified standards for rights-of-way and roadways based on roadway classification and projected traffic volumes. A comprehensive highway master plan and implementation program was recommended based on these standards. The recommendations in the report were postponed in 1988 pending the outcome of more realistic development projections.

In 1990, the Teton County Engineer's office completed a transportation plan based on revisions to the development projections used in the 1983 Plan. The study was a cooperative effort between the Town of Jackson, Teton County, and WYDOT. The purpose of the study was to identify existing and future roadway corridors that should be preserved to accommodate projected traffic. The projected traffic, and roadways required to accommodate this traffic, were substantial. The findings of the study gave rise to community growth questions and were a significant factor in initiating a community-wide comprehensive planning process.

In 1991, WYDOT, the Town of Jackson, and Teton County jointly signed the Cooperative Agreement for Transportation Planning. The intent of this agreement was to establish a planning process that would develop a regional, multi-modal transportation system that considered the needs and concerns of each jurisdiction involved. The agreement also established an organizational framework for developing a new transportation plan, referred to as the Jackson Hole Transportation Planning Process (JHTPP). The JHTPP established a Policy Committee made up of officials from WYDOT, Teton County, and the Town of Jackson to direct plan preparation. A Technical Committee made up of technical staff from each agency was also established to provide technical guidance.

Specifically, the Agreement states: "The objectives of the Jackson Hole Transportation Planning Process are the development and continued review of a transportation planning process for a major highway, street and road system which will provide for the safe, efficient and economical movement of persons, goods and services in every part of the planning area; be harmonious with community development goals; and be compatible with financing capabilities and be accomplished by integrated action programs. Another objective shall be for Multi-Modal Transportation concepts and concerns as they apply to the Planning Area."

In 1994, a new Comprehensive Plan and Land Development Regulations were adopted. However, a comprehensive analysis of transportation issues in Teton County was not included. Such an analysis could not be completed within the scope and time frame of the adoption of the Comprehensive Plan. As a

result, Chapter 8, Transportation, of the Comprehensive Plan as adopted in 1994 called for a comprehensive analysis and update of the Transportation Plan.

In 1996, the JHTPP initiated preparation of a new Transportation Plan. This effort resulted in a new Chapter 8, Transportation (this chapter) and a Technical Appendix that serve as this community's Transportation Plan. This chapter was prepared cooperatively by the Town of Jackson, Teton County, and WYDOT.

The Technical Appendix contains the detailed analysis and supporting documentation for this chapter. Copies of the Appendix can be found at the Town and County Planning and Engineering Departments.

Under the direction of the Policy Committee and with technical guidance from the Technical Committee, this chapter and its appendix represent a three-year planning process that included:

- Preparing a Travel Study, which summarizes the results of a travel diary and survey conducted in 1996 quantifying the travel behavior of Teton County residents.
- Conducting a visitor survey to quantify visitor travel behavior.
- Quantifying the existing residential and commercial land development in the Town and County.
- Integrating anticipated planned resort development and building intensity.
- Projecting land development in the Town and County to the year 2020 based on no intervention to historical development trends within the allowances of the current Land Development Regulations (LDRs).
- Collecting summer average daily traffic volumes at approximately 150 locations on the Town and County roadway network.
- Developing a traffic model calibrated to current traffic volumes.
- Preparing a traffic model that reflects traffic volumes in the year 2020 assuming no changes to the historical, allowable rate of development, travel behavior, and the roadway network.
- Developing land use, modal shift, and roadway alternatives aimed at mitigating future traffic increases.
- Modeling twenty-two different permutations of the alternatives.
- Analyzing each model run, including level of service and community impacts.
- Comparative evaluations of each permutation.
- Selecting a preferred alternative.
- Numerous Technical and Policy Committee meetings to discuss process, end results, and to receive technical input and direction.
- Four Public Roundtables to receive public input.
- Joint Planning Commission (Town and County) workshops to specifically discuss each land use, alternative mode, and roadway component of the plan.
- Public hearing process with the Town and County Planning Commissions, Town Council, and Board of County Commissioners.

2001 Charrette Report for the Wilson Land Use and Transportation Corridor Study *(AMD 03-0007)*

In early 2000, Teton County was awarded a Transportation and Community and System Preservation (TCSP) Pilot Program grant from which mixed-use village and transportation corridor planning efforts were to be funded. The first of these efforts was completed in May 2001 with the preparation of a Charrette Report for the Wilson Land Use and Transportation Corridor Study. The Report documents the outcome of a week-long design and planning process that culminated in a community authored transportation concept for the Highway 22 corridor, as well as a mixed-use village concept for Wilson.

The design objectives, listed below, reflect the community's desire to frame the transportation concept around important local concerns:

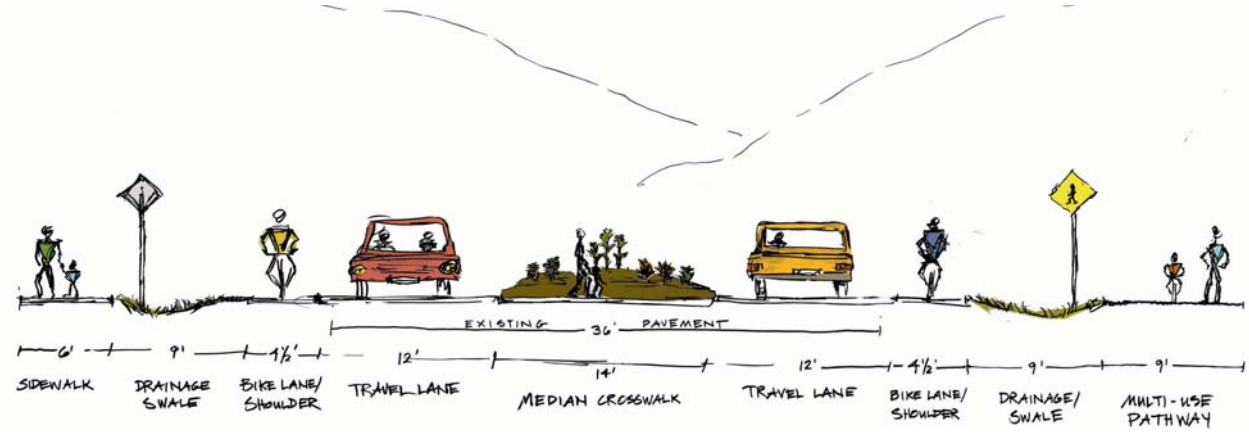
- Provide safe, interesting and convenient walking and bicycling facilities along and across SH 22;
- Manage highway speeds, balancing capacity and safety;
- Balance regional travel needs with community needs;
- Maintain the rural character of Wilson;
- Preserve those characteristics of WY22 that work (i.e., limited access, convenient parking,) and fix those that do not work;
- Accommodate public transit access and circulation;
- Provide for safety of all modes without improving the safety of one mode at the unnecessary expense of another mode;
- Respect and enhance existing wetlands, waterways, wildlife areas and corridors;
- Preserve those Wilson "places" that matter (using information collected during one of the Wilson Charrette's breakout group sessions);
- Use natural features and design to establish entry points for Wilson;
- Accommodate snow management, resulting in no significant increase in WYDOT maintenance costs;
- Plan for all modes of travel in and along 22 (bike, truck, pedestrian, auto, transit, delivery, horse); and,
- Plan WY22 to accommodate future maintenance and reconstruction without totally disrupting traffic and the town.

Highlights of the transportation concept include:

- A bicycle and pedestrian network along and across Highway 22.
- Improved safety of access and circulation for vehicles.
- Definition of Wilson's commercial core.
- Improved traffic speed management through visual cues and signage.
- Enhancement of local waterways.
- Connections to regional trails.

Based on input received during the week-long charrette, the community voiced clear support for a roadway cross-section for Highway 22 that reinforces and promotes the community's vision of itself. The community-endorsed concept, shown below, is a distinct departure from the existing roadway, which includes two travel lanes and shoulders on each side. The design requires approximately 80' of right-of-way, twice the existing pavement width, and includes:

- Two 12' travel lanes
- One 14' center left-turn lane/median
- Two 4'-5' bike lanes/shoulders
- Two 9' drainage ditches
- One 6'paved sidewalk on the south side of the roadway
- One 9' pathway on the north side of the pathway
- A 10'(w) x 8'(h) underpass below Highway 22 at the western edge of town.



The challenge for the community and the County will be reconciling this design with concerns expressed by the Wyoming Department of Transportation, the State agency with purview over Highway 22. WYDOT's concerns include increased maintenance costs created by a median design, provision of sufficient capacity to serve traffic volumes in the future, right-of-way constraints, and maintaining full traffic flow when resurfacing is under way.

The County acknowledges the need to work with WYDOT and FHWA during the environmental analysis and documentation that must be completed before any project is undertaken. It will be through this process that the final design for the corridor will be determined. WYDOT offered and the County accepted Cooperating Agency status in the environmental process, which will commence in late 2003. Cooperating Agency status gives the County a partnership role in the various activities that comprise environmental analysis and documentation under regulations pursuant to the National Environmental Policy Act.

Existing Conditions and Trends

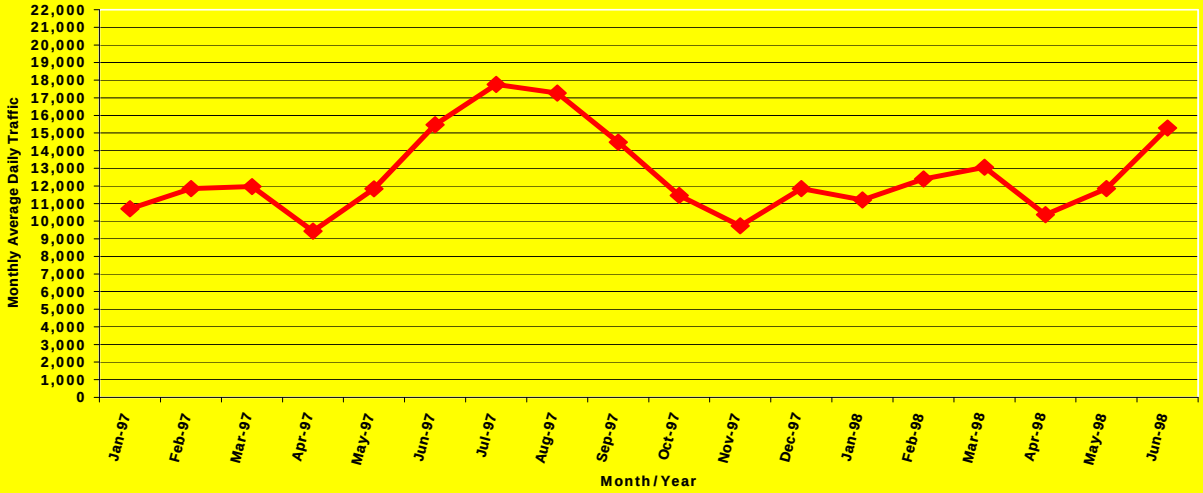
Today's conditions must first be quantified and understood to develop a transportation plan for the future. The makeup of the transportation system, the travel behavior of residents and visitors, and land use trends are important components that must be understood to identify the transportation issues requiring resolution.

July Traffic and Travel Conditions and Trends

The amount of year-round traffic data available in Teton County is limited. Weather conditions make data collection during winter months difficult and as a result, winter traffic data is extremely limited. In addition, data collection in rural areas is traditionally low due to relatively low traffic volumes. WYDOT permanent counters exist west of Wilson, at Hoback Junction, and on WY 22 near the Walton Ranch. The counters west of Wilson and at Hoback Junction measure traffic entering and leaving the Jackson Valley. The counter on WY 22 is the only counter that measures the traffic on the Teton County "internal" roadway system. As with most fiscally constrained planning processes, the amount of field data that could be collected for this process was limited. WYDOT provided average daily traffic counts for this process at no cost to the Town or County. Because the 1991 Transportation Plan was based on counts taken in July, July counts were also used for this process in order to draw relative comparisons with the 1991 plan.

The conclusions of this chapter are based upon the analysis and assessment of average daily traffic counts and the Teton County Travel Study conducted in July 1996. July represents peak vehicular, bicycle, and pedestrian traffic for Teton County. It is the peak visitor season, with many seasonal employees temporarily living in the area. Weather conditions are optimal for bicycle and pedestrian travel. Conversely, transit ridership is at significantly lower levels compared with winter ridership. While July represents peak annual traffic volumes, five other months experience traffic volumes ranging between 70 and 98 percent of July's average daily traffic counts. Trends indicate that the "shoulder seasons" (traditional times of low visitation) are becoming shorter. Figure 1 shows monthly average daily traffic counts for an 18 month period on WY 22 west of Skyline Ranch.

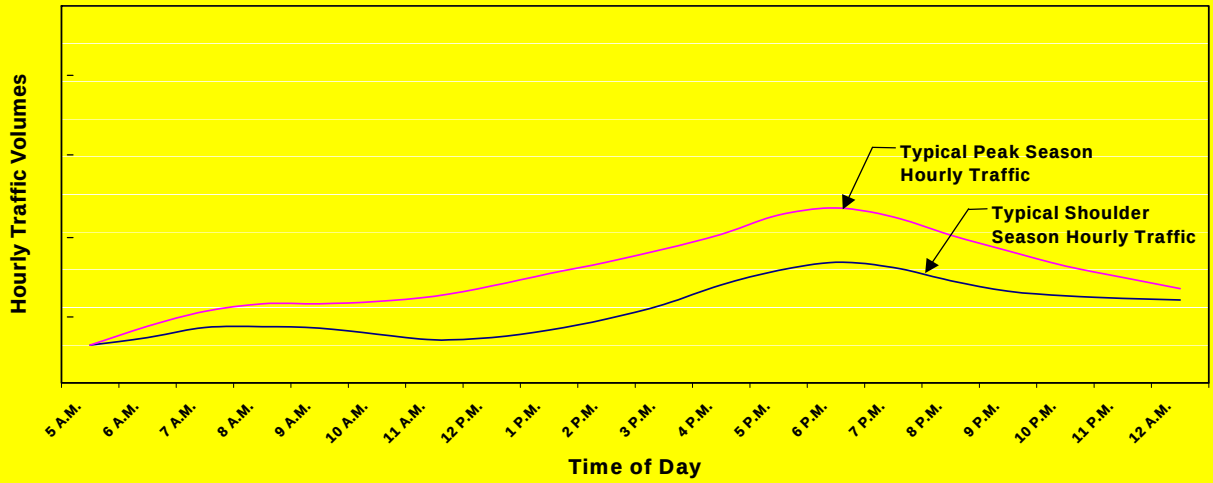
Figure 1
WYDOT Traffic Count Summary
WY22



The Teton County Travel Study was conducted to quantify the travel behavior of residents. While visitors cause large fluctuations to daily traffic volumes throughout the year, it is important to realize that local residents are responsible for generating much of the traffic, particularly at peak times. The Travel Study indicates that residents average about 11.5 trips per household, compared to a national average of approximately 10 (as established by the Institute of Transportation Engineers *Trip Generation Manual*).

In Teton County, residents make fifty-five percent of their trips in single occupant vehicles. Peak hour midweek traffic volumes on WY 22 vary between approximately 1,000 vehicles per hour (April 1997) and 1,500 vehicles per hour (July 1997), indicating that residents make up a large portion of traffic on the roadways. The shoulder seasons (April, October, and November) morning peak volumes are approximately 65 percent of the peak season (July and August), while shoulder season evening peak volumes are approximately 60 percent of those experienced during peak season on WY 22. The remaining months (January, February, March, May, June, September, and December) peak hours on WY 22 vary between 70 to 76 percent of July and August (source: WYDOT Planning Program Automatic Traffic Recorder Monthly Summary, 1997). Figure 2 represents the relative hourly traffic volume difference on representative segments in Teton County between the peak and shoulder seasons.

Figure 2. Peak Season vs. Off Season Hourly Traffic



Note: Actual hourly traffic volumes will vary depending on corridor. Volumes are representative for comparative purposes.

WYDOT conducted average daily traffic counts during the third week of July 1996 at approximately 150 locations throughout the study area. For purposes of actual traffic counts, the study area was limited to the Jackson Valley, as this is the area in Teton County that experiences the highest traffic volumes. These limits are shown in Figure 3. The locations and actual counts are shown in the Technical Appendix, with representative counts shown in Table 1 below. These counts, data from the Travel Study, and existing land use patterns were used to develop a traffic model calibrated to reflect existing traffic conditions. Year 2020 land use projections based on current development trends and travel behavior were input, and the model generated a scenario of projected traffic volumes. This model run represents the baseline "status quo" scenario from which all traffic mitigation alternatives were measured.

The traffic volumes projected show increases anywhere from 50 to 125 percent depending on the roadway by the year 2020. Table 1 shows the existing and projected summer average daily traffic volumes for many roadway segments in Teton County. Included in the table is the existing roadway cross section and level of service (LOS) and the LOS in the year 2020 assuming no change to the roadway cross section. LOS was developed using a planning level analysis as discussed in *Highway Capacity Manual, Third Edition*, developed by the Transportation Research Board (TRB). General definitions for LOS are shown below.

1. *LOS A* describes primarily free-flow operations at average travel speeds. Vehicles are completely unimpeded in their ability to maneuver within the traffic stream.

2. *LOS B* represents reasonably unimpeded operations at average travel speeds.

3. *LOS C* represents stable operations; however, ability to maneuver may be more restricted than at LOS B. Lower average travel speeds exist.

4. *LOS D* borders on a range in which small increases in flow may cause substantial increases in delay and hence decreases in arterial speed.

5. *LOS E* is characterized by significant delays and average travel speeds of one-third the free-flow speed or less.

6. *LOS F* characterizes flow at extremely low speeds below one-third to one-fourth of the free-flow speed.

This plan represents a regional based analysis of transportation in Teton County. The level of detail of the traffic analysis was limited to estimating the relative volumes of average daily traffic that corridors in the network will experience in the next 20 years given travel behavior and land use. It is important to recognize that projects relating to improvements or upgrades for specific roadway segments and intersections will require more specific seasonal traffic data collection and analysis to specifically identify the necessary improvements, as discussed in the last section of this chapter.

Table 8.1
ADT Projections for Jackson Hole
Description: No land use intervention and existing transportation system.

Roadway Segment	Cross Section	1996		2020	
		Summer ADT	LOS	Summer ADT	LOS
Segments in the County					
South Highway @ Rafter J	2 lns, shldrs	16,800	E	31,000	B*
WY 22 @ Spring Gulch Road	2 lns, shldrs	19,800	E	43,700	F
WY 22 @ Snake River Bridge	2 lns, shldrs	17,700	E	41,900	F
WY 22 West of WY 390	2 lns, shldrs	10,500	D	19,900	E
Spring Gulch Road @ WY 22	2 lns	2,200	B	3,500	B
WY 390 @ Nethercott Lane	2 lns, shldrs	12,600	D	26,600	F
WY 390 North of Aspens/Teton Pines	2 lns, shldrs	5,200	C	15,500	E
US 26, 89 @ Wildlife Museum	2 lns, shldrs	15,900	E	27,000	F
High School Road	2 lns	5,300	C	11,000	D
Segments in Town					
South Park Loop Road @ Gregory Lane	2 lns, shldrs, bike, 2 s/w	6,400	C	10,500	D
West Broadway @ Maple Way	5 lns, shldrs, 1 s/w	30,000	B	52,000	C
West Broadway @ Flat Creek Bridge	5 lns, shldrs, 1 s/w	40,300	C	62,200	D
West Broadway @ Town Square	5 lns, shldrs, 2 s/w	21,700	I.S.C.	26,200	I.S.C.
North Cache @ Town Square	2 lns, shldrs, 2 s/w	15,700	I.S.C.	24,400	I.S.C.
Millward Street on Truck Route	2 lns, park, 2 s/w	9,000	D	14,200	E
Maple Way - Snow King	2 lns, shldrs, 2 s/w	7,400	C	14,700	E
Pearl Avenue	2 lns, park, 2 s/w	12,500	D	14,200	D/E

LEGEND:

LOS – level of service	ADT – average daily traffic
lns – Lanes	2 s/w - sidewalks on both sides of street
shldrs - adequate shoulders	bike - bike lane
path - separated pathway	I.S.C. - LOS controlled by signalized intersections
1 s/w – sidewalk on one side of street	* Indicates 5-lane expansion currently under construction

Roadway Network Conditions

The roadway network in Teton County falls under five public jurisdictions -- the Town of Jackson, Teton County, WYDOT, the United States Forest Service (USFS), and Grand Teton National Park (GTNP). In addition, private roadways serving multiple property owners make up a substantial portion of the County's roadway network. In general, the road network is determined by topography, land use, and past political conditions. The result, in general, is a system that lacks redundancy, with several destinations served by only one route (e.g., Jackson to Wilson via WY 22).

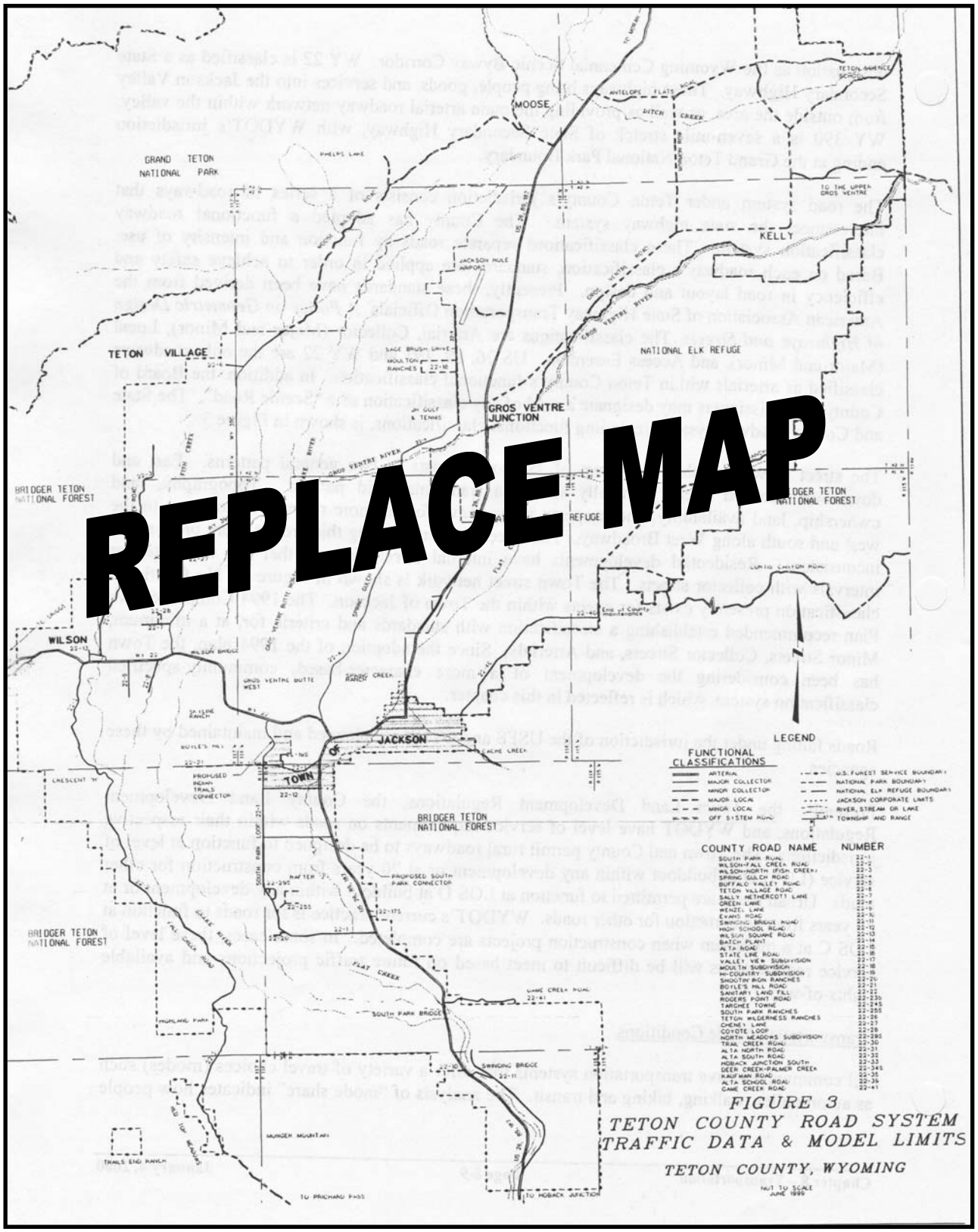
Three state highways falling within WYDOT's jurisdiction serve as primary linkages in the roadway network. US 26, 89, 191 is classified as a State Primary Highway on WYDOT's system, and is part of the National Highway System (NHS). It is also under consideration for designation as the Wyoming Centennial Scenic Byway Corridor. WY 22 is classified as a State Secondary Highway. These highways bring people, goods, and services into the Jackson Valley from outside the area, as well as providing the main arterial roadway network within the valley. WY 390 is a seven-mile stretch of State Secondary Highway, with WYDOT's jurisdiction ending at the Grand Teton National Park Boundary.

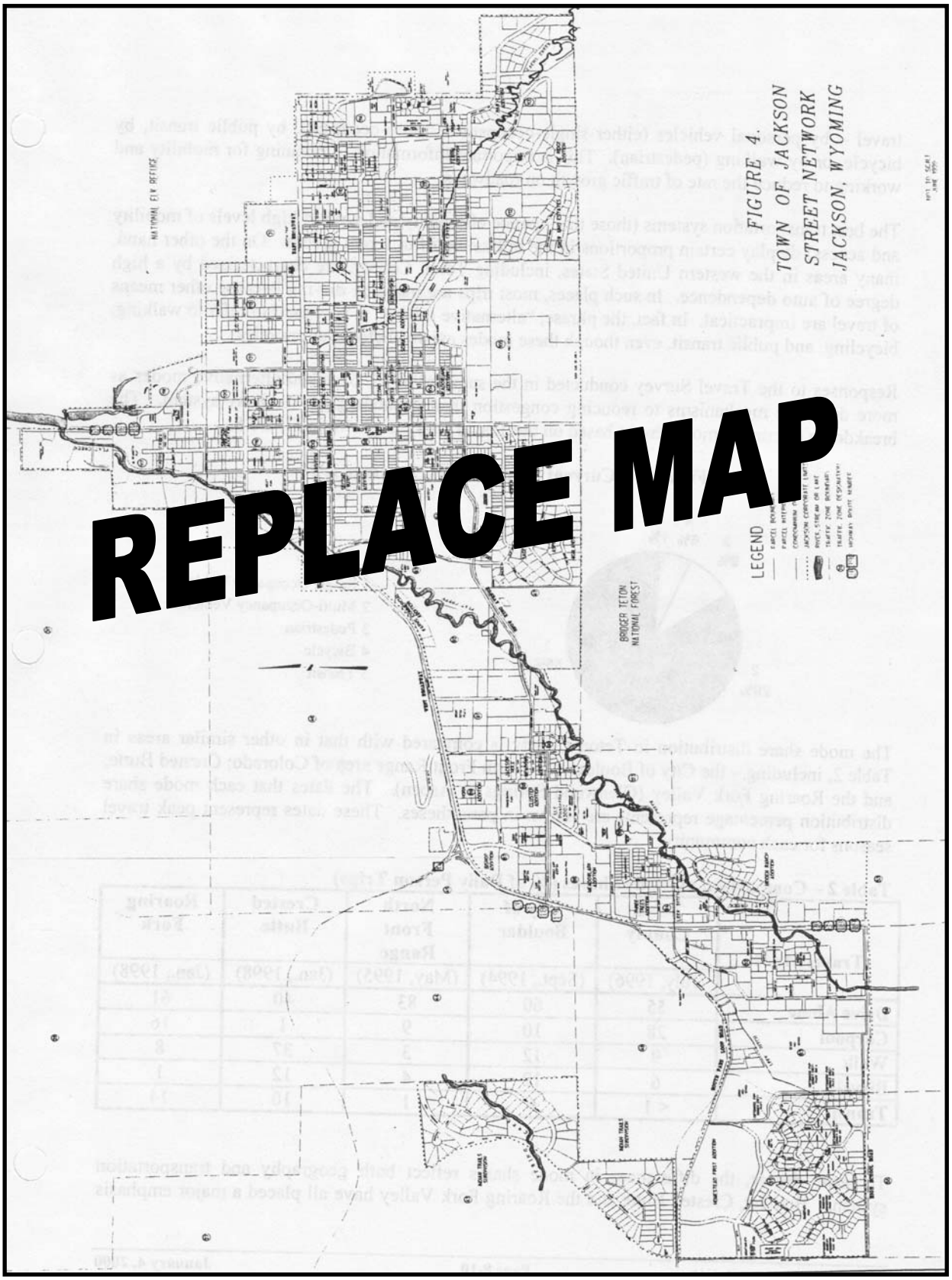
The road system under Teton County's jurisdiction consists of a series of roadways that interconnect the state highway system. The County has adopted a functional roadway classification system. These classifications separate roads by function and intensity of use. Based on each roadway's classification, standards are applied in order to achieve safety and efficiency in road layout and design. Presently, these standards have been derived from the American Association of State Highway Transportation Officials' *A Policy on Geometric Design of Highways and Streets.* The classifications are Arterial, Collector (Major and Minor), Local (Major and Minor), and Access Easement. US 26, 89, 191 and WY 22 are the only roadways classified as arterials within Teton County's functional classification. In addition, the Board of County Commissioners may designate a road of any classification as a "Scenic Road". The State and County roadway system, including functional classifications, is shown in Figure 3.

The street network within the Town of Jackson consists of two general patterns. East and downtown Jackson streets generally follow a traditional grid pattern. Topography, land ownership, land availability, and property values have forced more recent development to the west and south along West Broadway. The street network serving this area is more broken and inconsistent. Residential developments have internal street systems that are connected at intervals with collector streets. The Town street network is shown in Figure 4. No functional classification presently exists for streets within the Town of Jackson. The 1994 Comprehensive Plan recommended establishing a classification with standards and criteria for, at a minimum, Minor Streets, Collector Streets, and Arterials. Since the adoption of the 1994 plan, the Town has been considering the development of a more character-based, community-specified classification system, which is reflected in this chapter.

Roads falling under the jurisdiction of the USFS and GTNP are planned and maintained by these agencies.

Presently, the Town Land Development Regulations, the County Land Development Regulations, and WYDOT have level of service requirements on roads within their respective jurisdictions. The Town and County permit rural roadways to be designed to function at level of service (LOS) D at buildout within any development or at 20 years from construction for other roads. Urban roads are permitted to function at LOS D at buildout within any development or at 20 years from construction for other roads. WYDOT's current practice is for roads to function at LOS C at a minimum when construction projects are completed. In some cases, these level of service requirements will be difficult to meet based on future traffic projections and available rights-of-way.


REPLACE MAP
MOOSE
GRAND TETON NATIONAL PARK
TETON VILLAGE
KELLY
GROS VENTRE JUNCTION
NATIONAL ELK REFUGE
BRIDGER TETON NATIONAL FOREST
WILSON
JACKSON
TOWN
LEGEND
FUNCTIONAL CLASSIFICATIONS
COUNTY ROAD NAME
NUMBER
FIGURE 3
TETON COUNTY ROAD SYSTEM
TRAFFIC DATA & MODEL LIMITS
TETON COUNTY, WYOMING


REPLACE MAP
FIGURE 4.
TOWN OF JACKSON
STREET NETWORK
JACKSON, WYOMING
LEGEND
BRIDGER TETON
NATIONAL FOREST

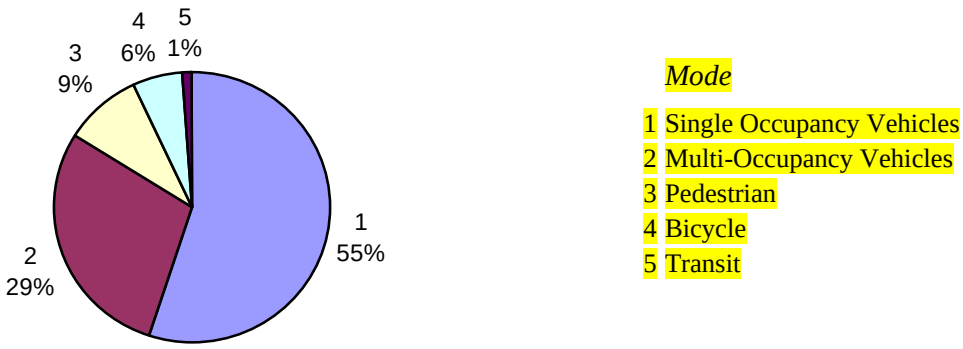
Transportation Mode Conditions

All communities have transportation systems that offer a variety of travel choices (modes) such as automobiles, walking, biking and transit. The analysis of "mode share" indicates how people travel – by personal vehicles (either single-occupant or multi-occupant), by public transit, by bicycle, or by walking (pedestrian). This is important information in planning for mobility and working to reduce the rate of traffic growth on roadways.

The best transportation systems (those that operate efficiently and support high levels of mobility and access) display certain proportions in the utilization of different modes. On the other hand, many areas in the western United States, including Teton County, are characterized by a high degree of auto dependence. In such places, most trips are made by driving because other means of travel are impractical. In fact, the phrase, "alternative modes" is now used to refer to walking, bicycling, and public transit, even though these modes existed before automobiles.

Responses to the Travel Survey conducted in the summer of 1996 ranked alternative modes as more desirable mechanisms to reducing congestion than expanding the roadway system. The breakdown of mode shares based on the Travel Diary is shown in Figure 5.

Figure 5 – Mode Shares, Summer 1996



The mode share distribution in Teton County is compared with that in other similar areas in Table 2, including – the City of Boulder; the North Front Range area of Colorado; Crested Butte; and the Roaring Fork Valley (Glenwood Springs to Aspen). The dates that each mode share distribution percentage represents are shown in parentheses. These dates represent peak travel seasons for each community.

Table 8.2
Comparison of Mode Shares (% of Daily Person Trips)

Travel Mode	Teton County (July, 1996)	City of Boulder (Sept., 1994)	North Front Range (May, 1995)	Crested Butte (Jan., 1998)	Roaring Fork (Jan., 1998)
Drive Alone	55	60	83	40	61
Carpool	28	10	9	1	16
Walk	9	12	3	37	8
Bicycle	6	12	4	12	1
Transit	< 1	6	1	10	14

To some degree, the differences in mode shares reflect both geography and transportation systems. Boulder, Crested Butte and the Roaring Fork Valley have all placed a major emphasis on development of transit services. Crested Butte is a small, compact town (about the same population as the Town of Jackson but in a much smaller area) that has a complete street grid and extensive accommodation for walking and bicycling. The North Front Range of Colorado (Fort Collins, Greeley, Loveland), on the other hand, is highly auto-dependent with significant amounts of inter-city commuting over long distances.

The Teton County data indicates a relatively high level of auto-dependence (83% of daily person trips) but with an unusually high level of ridesharing (28%). Transit activity is quite low, reflecting the low level of transit service. Walking and bicycling are also comparatively low, again reflecting the limited available facilities.

Achieving a more balanced distribution of trips among modes will help avoid some of the traffic increases described in this chapter and will improve mobility for residents, workers and visitors. The principal issues associated with each of the specific modes are described below.

Public Transit System

The public transit system currently operating in Teton County is the South Teton Area Rapid Transit (START). As presently structured, START provides frequent winter skier service between the Town of Jackson and Teton Village, but has limited service for residents and summer visitors. This limited service exacerbates Teton County residents' auto-dependent travel behavior and has little impact off loading traffic from roadways, with the exception of winter skier trips. While the public may maintain the pro-transit sentiments expressed in the Travel Study, the reality is that Teton County residents are not using the existing transit systems that are provided at any significant levels. (Note: The travel survey in Jackson Hole was conducted during July, 1996 when START was operating at minimal service levels.)

Developing a relatively high level of transit service and changing resident behavior to use this service are mechanisms that can significantly reduce the rate of traffic growth and are important components of this chapter.

Two previous transit plans/studies have been developed in Teton County. In 1983, Gerstenberger Associates prepared a Jackson/Teton County Transit Development Plan (TDP) for the Joint Powers Transportation Board. The intent of the TDP was to make recommendations for expanding the START system. In general, the plan recommended that START purchase its own transit service vehicles, hire a transit manager to oversee operations, and offer scheduled service only during the ski season. The plan also recommended START provide other basic amenities (i.e. brochures, logos, maps, etc.) to ensure that it becomes a viable, recognizable entity.

A second TDP, prepared by Leigh, Scott, & Cleary, Inc., (1991), assessed transit in Teton County and established a five-year plan for continued transit development. The study was comprehensive and concluded that because overall ridership had increased by 22 percent between 1989 and 1990, the existing system was viable and should be expanded. The study compared the START system in Jackson Hole to transit systems in nine other comparable winter resorts, concluding that START was an average sized resort-area transit provider relative to peer systems. As funding problems for START were experienced immediately after this TDP was developed, many of the recommendations were never implemented.

The funding of START is accomplished by annual appropriations from the Town of Jackson, Teton County, WYDOT, and the Federal Transportation Administration (FTA). There is presently no private

participation involved in funding or operating START, however many communities are experiencing successful partnerships. Current funding is unpredictable, as it is subject to change annually, and has not allowed for long term planning for the system. This has resulted in a system that has been unable to keep pace and evolve with the increases in traffic and development in Teton County. START's operating budget has essentially been the same for the past five years, although the Town and County funding participation have decreased. Despite the unpredictability of funding and limited planning opportunities, ridership has increased, and cost per rider has decreased over the past four years. Table 3 shows operating budget expenditures, Town and County participation, and cost per rider for the past four years:

Table 8.3
Operating Budget Expenditures

Fiscal Year	Operating Budget Expenditure	Town and County Participation	Cost per Rider
1995 - 1996	$504,699	$231,014	$4.50
1996 - 1997	$471,156	$245,240	$3.51
1997 - 1998	$463,992	$197,000	$3.10
1998 - 1999	N/A	$197,000	N/A

Seasonal ridership is shown in Tables 4 and 5.

Table 8.4
START Winter Ridership

Fiscal Year	***Ridership***
1989 - 1990	126,682
1990 - 1991	177,207
1991 - 1992	112,237
1992 - 1993	136,112
1993 - 1994	113,832
1994 - 1995	98,177
1995 - 1996	103,434
1996 – 1997	127,719
1997 - 1998	147,368
1998 - 1999	N/A

Table 8.5
START Summer Ridership

Fiscal Year	***Ridership***
1989 – 1990	N/A
1990 – 1991	N/A
1991 – 1992	9,229
1992 – 1993	11,684
1993 – 1994	10,943
1994 – 1995	12,605
1995 – 1996	8,708
1996 – 1997	6,665
1997 – 1998	1,905
1998 – 1999	22,457

Winter skier shuttles to Teton Village continue to be the primary service START provides. START has used a relatively unchanged bus schedule for the past three winters with small increases in service each year. During the winter, START operates seven large buses 19 hours per day on three designated routes. In addition, START provides a worker's special "Powderhorn Express" that loops from the fairgrounds through East Jackson, through the downtown area, out to Teton Village, and back to the fairgrounds via southwest Jackson. This route operates twice in the mornings and twice in the evenings.

Summer service is quite limited. Additional Town fixed-routes were added to seven Teton Village runs during the summer peak season of 1998, which increased ridership. The Town route operated twelve hours a day, seven days a week, with thirty-minute headways with a fare of $0.50. Other attempts to

capture summer riders have been less successful. START operated four runs per day to Wilson throughout the summer of 1996 with little or no ridership. Free in-town service was also provided throughout the summer of 1996. No increase in ridership was experienced.

Finally, START operates one 15-passenger vehicle that is ADA equipped and provides on call pickup services for the elderly and disabled. This vehicle provides supplemental and backup services for the Senior Center of Jackson Hole and the Learning Center. (ADA is an acronym that describes service and design characteristics based on the "Americans with Disabilities Act.")

Private Transit Systems

Private transit providers are aggressively filling transit needs in Teton County. Teton County currently has one private transit system and five taxi cab services. One of the taxicab companies offers tours to Grand Teton and Yellowstone National Parks. Several of the resorts and motels/hotels offer shuttle services.

One private transit operation provides connections to and from the Jackson Hole Airport, and – in the summer – to and from the national parks. They currently meet all incoming commercial airline flights, 365 days a year. The service picks up and delivers airport passengers from private homes, hotels/motels, and Teton Village. Service is also offered from the airport to Grand Targhee Ski and Summer Resort. In addition, private vendors are now offering service to commuters over Teton Pass, as well as shuttle service to the Salt Lake City and Idaho Falls Airports.

Further development of private participation in transit in Teton County will be an important component in achieving the goals of this chapter, and are discussed further in this chapter.

Walking (Pedestrian Mode)

Walking is the mode of travel that is least expensive (both to the individual and to public funding systems). Walking is also the mode with the least environmental impact and the strongest association with high quality of life. Finally, pedestrians are essential to a strong economy and to community character.

Today about 9% of daily summertime person trips in Teton County are made by walking – which is slightly higher than a typical suburban community, but low for a mountain resort setting. In the winter, the level of pedestrian activity is significantly lower.

Most of the utilitarian walking (walking for travel as opposed to recreational purposes) in Teton County occurs in the Town of Jackson, where a fairly compact and attractive downtown with shops and storefront boardwalks provides a reasonably pleasant walking environment. Outside of downtown, the lack of sidewalks and defined street crossings discourages walking. Outside of the Town of Jackson, there is little utilitarian walking today, with the exception of Teton Village, the Aspens, and Wilson.

Naturally, most pedestrian trips are short – less than one-half mile. Walking accounts for about 48% of person trips of less than one-half mile. This is not particularly high; in fact, the more important statistic is that 44% of person trips of less than a half-mile are made in motor vehicles. This indicates a substantial potential market for walking, if improvements can be made in the walking environment.

Residents responding to opinion questions in the Travel Survey rated the pedestrian system as a high priority strategy for reducing traffic congestion (average – 7.8 points out of 10), and identified "expanding sidewalks/walkway systems" as an important issue (average – 7.6 points out of 10). People participating in the four public workshops conducted as part of transportation plan development also

placed high priority on improving the pedestrian system and walking environment. Specific issues which came up at the workshops included discontinuous sidewalks, difficult street crossings and the lack of winter snow removal from sidewalks and walkways.

Mountain towns throughout the west have begun to emphasize the pedestrian mode as a major strategy both for reducing short vehicle trips and for providing the kind of community setting that both residents and visitors seek. Towns like Vail, Aspen, Breckenridge, Missoula, Flagstaff and Park City are aggressively improving their pedestrian systems – in several cases closing streets or whole parts of town to motor vehicles – in an attempt to provide a "pedestrian village" environment. This strategy is also common in European mountain towns.

The current level of walking in Teton County is much lower than it should be. This chapter explores options for increasing pedestrian travel – for short trips – to reduce the rate of growth in traffic within the Town of Jackson and, potentially, in other areas of the County as well. Improving the walking environment would capitalize on resident's expressed desire to walk and increase pedestrian travel.

Bicycling

Bicycling is another travel mode characterized by low cost and high desirability. About 6% of daily person trips in Teton County in the summer are made by bicycle. This drops to lower levels in Town and nearly zero in the County during the snow months, as it does in most (but not all) mountain towns.

The Teton County Travel Study results showed that bicycling is most common in Teton County for trips of less than 2.5 miles – a statistic that is in line with national data. Some residents recorded trip lengths as long as 20 miles. Since half of all trips in the Study were less than 2.5 miles, there are many opportunities to capture additional trips by bicycle. Residents responding to opinion questions in the Travel Study rated expanding the bicycle system as the number one strategy to reduce traffic congestion, with a rating of 8.1 out of 10. Improving the ease of travel by bike on roads was the second highest rated issue for transportation planning, with a rank of 8.1. These results suggest that bicycling is a travel mode residents would like to be able to use for more of their trips, and a mode for which the public shows strong support for improvements to the bicycling infrastructure.

Bicycling is a viable transportation choice in Teton County, with a broad, relatively flat valley. In addition to being an important utilitarian mode of travel, bicycling is emerging as an important recreational and commercial opportunity for mountain towns. Places like Durango, Crested Butte, Aspen, Breckenridge, Flagstaff and Moab are capitalizing on the appeal of bicycling on surrounding public lands by connecting these external recreational systems directly into their communities with continuous trails, thereby eliminating the need to drive to trailheads. In communities such as Boulder that have a history of investment in bicycle facilities, modal shares for bicycling are 12%. A recent study into the reasons bicycle use is increasing in Germany concluded: "In short, bicycling has been thriving precisely in those countries that have adopted policies to make bicycling faster, safer and more convenient. Bicycle use has been falling in those countries that have been neglecting the needs of bicyclists." These examples show that with consistent investment policies, over time Teton County can be expected to achieve similar results. This chapter discusses increasing the bicycle mode share as another mechanism for decreasing the rate of traffic growth.

Pathways System

The Town of Jackson and Teton County initiated the Jackson Hole Community Pathways program in 1991 to provide trails for walking, bicycling, and other non-motorized travel. By spring 1992 a plan entitled "Pathways in Jackson Hole: A Conceptual Plan" designed to guide decision making for pathways through the year 2012 was completed and presented to local officials. This plan is referenced in the 1994

Jackson/Teton County Comprehensive Plan, but has never been formally adopted into the Plan. A full time Pathways Director was hired to manage the program starting in 1993. Implementation began with construction of the first pathway in 1995. Presently the pathways system consists of 8 miles of paved pathways, two underpasses, and five bridges. These pathways have been very well received by the community and are experiencing high levels of use.

Land Use Trends and Conditions

In 1996, the Town of Jackson and Teton County contained approximately 7,658 homes, 46 percent of which were in the Town of Jackson, with the remaining 54 percent located in the unincorporated areas of the County. This translates to an estimated population of 17,000. This estimate, while larger than U.S. Census estimates, is reasonable when looking at supporting sources, such as the number of registered voters.

If residential development continues at the same average rate and geographical preferences as the last 20 years, then in 2020 the entire community will contain approximately 12,489 homes, 40 percent of which would be located in the Town of Jackson and 60 percent located in the unincorporated areas of the County. This translates to an estimated population of 27,600 by the year 2020.

This estimate represents approximately 54 percent of the total residential development potential in the unincorporated County according to current zoning. As for the Town of Jackson, the remaining residential development potential under current zoning and Land Development Regulations is anticipated to be built-out within the planning period (i.e., before the year 2020), based upon the historical trend of residential development growth.

Commercial development, analyzed by employee numbers, is highly concentrated in the Town of Jackson. The community offered approximately 15,600 jobs in 1996. The Town of Jackson contained businesses that represented approximately 77 percent of the jobs; the unincorporated County contained the other 23 percent.

If commercial development continues at the same rate as the last ten years to the year 2020, it is estimated the community will offer approximately 27,300 jobs, with the Town of Jackson containing about 74 percent of the jobs and the unincorporated County containing the remaining 26 percent. In contrast to projections on residential development, estimates of commercial development represent about 87 percent of the total commercial development potential according to current zoning.

Town and County existing and year 2020 baseline projected development data are shown in Table 6.

Table 8.6 Existing and Projected Development		
	TOWN OF JACKSON	**TETON COUNTY**
Dwelling Units		
Existing	3,516 units	4,142 units
New Development Projected	1,448 units	3,383 units
Total Development by 2020	4,964 units	7,525 units
Population[1]		
Existing	8,333 population	8,698 population
New Population Projected	3,432 population	7,104 population
Total Population by 2020	11,765 population	15,802 population
Lodging Rooms		
Existing	2,620 rooms	1,768 rooms
New Lodging Rooms Projected	701 rooms	2,048 rooms
Total Lodging Rooms by 2020	3,321 rooms	3,816 rooms
Jobs (Employees)		
Existing	11,977 jobs	3,608 jobs
New Jobs Projected	8,071 jobs	3,619 jobs
Total Jobs by 2020	20,048 jobs	7,227 jobs
Nonresidential Development		
Existing	4.6 million sf	1.7 million sf
New Nonresidential Development Projected	3.6 million sf	2.4 million sf
Total Nonresidential Development by 2020	8.2 million sf	4.1 million sf

[1]Population in the Town of Jackson is estimated by multiplying 2.37 persons/household by the number of households. Population in the unincorporated areas of Teton County is estimated by multiplying 2.10 persons/household by the number of households.

The community's existing land development pattern can be described as residential development spread, somewhat uniformly, over a large area with commercial services concentrated in the Town of Jackson and a few, relatively small nodes in the County. This pattern will likely continue, in accordance with the currently adopted Land Development Regulations (LDRs) for the Town of Jackson and Teton County.

In fact, projected land use data indicates that greater amounts of residential development will be occurring in the County than in the Town over the next 20 years. People living and working in such dispersed development patterns are highly dependent upon automobiles for transportation. These land use patterns are difficult to serve with alternative modes of transportation (transit, walking, and biking) and are major contributing factors to projected future traffic congestion.

Within the Town of Jackson, the existing land development patterns for community commercial services are moving away from Downtown Jackson southward along West Broadway and South Highway 89. As such, the last remaining vacant parcels in West Jackson and in the Jackson Business Park have been developed or approved for development within the last five years. Furthermore, as commercial land

values continue to dramatically increase around the Downtown core, encroachment of commercial and office development into residential neighborhoods through lot consolidation is beginning to occur and will be more prevalent in the near future if rezoning continues to be permitted.

As for land development patterns for residential uses, "scrape-offs" of smaller older housing stock to build larger residential units are also beginning to occur. This type of residential development is also occurring through lot consolidations. This trend will be more prevalent in the future as land values continue to increase dramatically throughout Teton County and as the existing housing stock continues to age within the Town of Jackson.

These development trends coupled with no changes in resident and visitor travel behavior will have a negative impact on residential neighborhoods and the desired character of Jackson. The continued decrease of residential density and affordable housing in Town will result in a short supply of housing for the estimated increase of needed workers. These workers will have no choice but to live outside of Town, and most likely outside the valley, contributing to the increase in trips on the state roadway system, and greatly increasing average trip lengths. Capturing these workers in Town will decrease trip lengths and facilitate making trips by other modes.

Administration

The transportation system in Teton County considered in this chapter falls under the jurisdiction of three public agencies – the Town of Jackson, Teton County, and WYDOT. The paragraphs below give a general overview of how the transportation system components are presently administered.

START falls under the jurisdiction of the Town of Jackson. It is overseen by the ten member START Advisory Board, seven voting members appointed by the Town Council and Board of County Commissioners, two County Commissioners, and one Town Council member. The START budget is established annually, with funding coming from the Town and County through the annual budget process, WYDOT, and the Federal Transit Authority (FTA).

The Town of Jackson Public Works Department oversees the Town streets and sidewalks. The Town prepares a Five-Year Capital Improvement Program (CIP) that identifies capital improvement projects to be included in each year's municipal budget. The CIP includes a variety of street projects ranging from full street reconstruction projects to intersection realignments. In 1997, the Town put in place a continuing Pavement Management Program for street surface maintenance, but does not currently have a similar program for sidewalk management. The Parks and Recreation Department provides some snow removal and sidewalk maintenance within the Town.

Teton County's roadway system is overseen by the County Engineer and maintenance is administered by the County Road and Levee Department. The County has an ongoing program for grading gravel roads and seal coating paved roadways on an annual, rotational basis. The County does not currently maintain a roadway improvement program.

Jackson Hole Community Pathways is a joint Town and County department managed by the Pathways Director. The Town and County first adopted a Pathways Plan in 1994, and a Non-Motorized Transportation Improvement Program (TIP) is prepared annually listing projects to be initiated each year. The Non-Motorized TIP is forwarded annually to WYDOT as the community's request for consideration in WYDOT's State Transportation Improvement Program (STIP).

WYDOT develops a Ten–Year State Transportation Improvement Program (STIP). The STIP represents the annual WYDOT Construction Programs, with more detail included for projects within the first three

years. WYDOT meets three times per year to review and refine the STIP. Projects are identified based on highway needs assessments that consider capacity, maintenance, and reconstruction needs.

Each of these agencies has mechanisms for planning and funding the systems that fall within its oversight. However, the administration of the overall transportation system (START, streets and roadways, sidewalks, and pathways) as presently structured, is not well coordinated and occurs somewhat autonomously. Additionally, while this community has developed a variety of transportation plans, the plans have not been well implemented.

B. PLAN GOALS AND OBJECTIVES

Basis

The goals and objectives of this chapter are based on developing a transportation system that meets the mobility and accessibility needs of residents and visitors in ways consistent with the character of this community as expressed in the Comprehensive Plan. Each goal is supported by objectives, which are specific and measurable ends that can be achieved by implementing this chapter. Strategies that include action plans for progressing toward the stated goals and objectives are discussed in Section C - Implementation. The goals and objectives will serve as guides for Town and County officials in making decisions and taking actions on issues relating to transportation. The goals and objectives address the following five elements affecting Teton County's transportation system:

1. **Land Use**. The Town, County, and WYDOT recognize that further population and commercial growth will occur in Teton County. A main component of the Transportation Element is an assessment of the relationships between future land development patterns and transportation needs. How the community grows and develops will have a significant impact on the transportation needs of residents and visitors. This chapter identifies land use and development patterns that facilitate the modal shifts identified in the goals and objectives.

2. **Alternative Modes and Programs**. Another important theme of this chapter is the fact that the "alternative modes" – walking, bicycling and public transit – are underrepresented in the community today and should receive emphasis in the future. By shifting automobile dependence toward the other modes, the Town, County, and WYDOT will be able to:

   - improve mobility choices for residents and visitors;
   - minimize negative community character, environmental and quality of life impacts of roadway system expansion; and,
   - ensure a sustainable transportation future for the region.

3. **Roads and Streets**. Although this Transportation Element has strong alternative modes and demand management elements, there will be a need to add capacity to the Teton County roads and streets network. An important aspect of this chapter is the identification of, and recommendations for, additions and expansions to roadways that include consideration of alternative modes.

4. **Funding**. This Transportation Element is intended to be a financially-feasible plan. By adopting it, the Town, County, and WYDOT are indicating an intent to seek funding of the elements of this chapter. This will require financial resources that are currently not available for transportation. It is anticipated that funding resources will come from various sources (e.g. Town, County, WYDOT, Federal Government, and public and private partnerships).

5. **Administration**. The administration of all elements of the transportation system in Teton County will play a key role in facilitating the achievement of the goals and objectives. Coordinating the administration of all elements will ensure that projects are undertaken that are consistent with this chapter and achieve the desired modal shifts. In recognition of the need to plan for visitor and recreationalist services, collaboration between Grand Teton National Park (GTNP,) Yellowstone National Park and Bridger-Teton National Forest should be pursued to address the transportation issues associated with these lands, particularly for the high volume summer months.

It is important to realize the potential impacts of not implementing this chapter. Roadway volumes on the primary network are generally at or near threshold volumes that require roadway expansions. The projected rate of traffic growth will require significant roadway expansions if no means of intervention are developed. By not beginning to develop the foundation for other modes of travel, in terms of both alternative mode facilities and land use development patterns, reduced mobility and accessibility will diminish the attractiveness and quality of life in this community.

Goals and Objectives

The goals and objectives of this chapter were drafted with consideration of the goals and objectives of other Chapters of the Comprehensive Plan. However, these goals and objectives are tied specifically to transportation. Each chapter of the Comprehensive Plan contains goals that are important to the community. It is recognized that certain goals can be in conflict. As a result, Section C, Implementation, proposes a strategy for resolving these conflicts. The goals and objectives for this section are:

Goal No. 1: To systematically plan for future mobility that meets the needs of residents and tourists within the context of community character.

Objectives:

1.A. Ensure all modes are evaluated when roadway corridors are planned and designed, and incorporated when possible.

1.B. Ensure that all expansions of transportation facilities are made only after all alternatives for meeting future transportation demands have been evaluated for positive and negative impacts to the community.

1.C. All transportation facilities are designed to reflect the uniqueness of this area in order to safeguard community resources.

Goal No. 2: To decrease the rate of anticipated vehicular traffic growth in the community.

Objectives:

2.A. Decrease automobile reliance by shifting resident travel mode shares as follows (percent of daily resident person trips in July:)

	1996 Actual	2020 Objective	Percent Change
Drive alone	55%	42%	-13%
Rideshare	29%	30%	+1%
Walk	9%	13%	+4%
Bicycle	6%	10%	+4%
Transit	<1%	5%	+5%

2.B. Reduce projected year 2020 summer average daily traffic volumes by the amounts listed below by shifting the resident travel mode shares:

Roadway Segments in the County	Summer 2020 Projected Average Daily Traffic With no intervention	Summer 2020 Projected Average Daily Traffic With implementation of this chapter	Anticipated Change
South Highway @ Rafter J	31,000	29,000	2,000
WY 22 @ Snake River Bridge	41,900	31,000	10,900
WY 22 West of WY 390	19,900	15,000	4,900
Spring Gulch Road @ WY 22	3,500	3,500	--
WY 390 @ Nethercott Lane	26,600	20,000	6,600
WY 390 North of Aspens/Teton Pines	15,500	9,000	6,500
US 26, 89 @ Wildlife Museum	27,000	23,000	4,000
High School Road	11,000	9,000	2,000
Roadway Segments in the Town			
South Park Loop Road	10,500	9,000	1,500
West Broadway @ Maple Way	52,000	43,000	9,000
West Broadway @ the Flat Creek Bridge	62,200	56,000	6,200
West Broadway @ Town Square	26,200	24,000	2,200
North Cache @ Town Square	24,400	22,000	2,400
Millward Street on Truck Route	14,200	13,000	1,200
Maple Way – Snow King	14,700	13,000	1,700
Pearl Avenue	14,200	14,000	200

2.C. Pursue changes in land development patterns that promote non-vehicular and transit travel in place of personal vehicle travel.

2.D. Pursue public/private sector programs that reduce the rate of vehicular travel growth and increase the efficiency of necessary vehicular travel.

Goal No. 3: To improve the safety and efficiency of the transportation system in Jackson and Teton County.

Objectives:

3.A. Maintain or reduce existing accident levels, and reduce accident severity by 10 percent.

3.B. Reduce pedestrian and non-motorized vehicle accidents by 10 percent while increasing the amount of pedestrian and non-motorized vehicle travel.

3.C. Provide a safe, convenient, appealing, and reliable transit system.

3.D. Design roadways and streets that ensure safe and efficient traffic flow while providing reasonable and adequate private accesses that minimize the deterioration of roadway capacity.

Goal No. 4: To coordinate the administration of the overall transportation system.

Objectives:

4.A. Develop a long-term, sustainable, reliable, and equitable funding system for multi-modal transportation system improvements and operations that draws upon the resources of resorts, commercial businesses, residents, visitors and the public sector.

4.B. Develop a process by which transportation expansion projects are reviewed and recommended that:

i. Identifies the purpose of the project.
ii. Identifies all viable alternatives to achieving the purpose of the project.
iii. Recommends, to the agency with jurisdiction over the project, a preferred alternative that is selected based on the goals and objectives of the Jackson/Teton County Comprehensive Plan.

4.C. Collaborate with federal agencies in planning for transportation needs within their jurisdictions. When appropriate, enter into agreements with all potentially affected jurisdictions, including WYDOT, which acknowledge the cooperative relationships and processes recommended in this plan, and the commitment to implement the plan.

C. IMPLEMENTATION

Introduction

This section describes the strategies and actions necessary to achieve the goals and objectives in Section B. This section is broken into the following five areas:

1. Land Use Strategies

2. Alternative Modes and Programs Strategies

3. Street and Roadway Strategies

4. Funding Strategies

5. Administrative Strategies

~~6. Reserve Section~~

- ~~Teton Pass – Safety Features~~
- ~~Linking Transit Opportunities to other entities such as Grand Teton National Park, Yellowstone National Park, Driggs and Victor, Idaho.~~
- ~~Jackson Hole Airport~~
  - ~~Supporting continued service at the airport while minimizing environmental and traffic impacts.~~
  - ~~Management and coordination of ground transportation.~~
- ~~Alta, Kelly, Moose, and Moran~~

A timeline including recommended steps and schedules for implementing the strategies in this section is included as Attachment 1 at the end of this section.

Land Use Strategies

~~The three land use strategies described in this section are anticipated to positively impact the transportation system by:~~

~~1. Shifting the need and maximizing the efficiency of necessary vehicular travel by concentrating a certain amount of residential development in the Town of Jackson.~~

~~2. Shifting the need and maximizing the efficiency of necessary vehicular travel by creating small, concentrated nodes of a certain amount of development in the County, thereby bringing housing, jobs, and other common travel destinations closer together. These nodes are referred to as "mixed-use villages" in this and other chapters of the Comprehensive Plan. *(AMD 03-0007)*~~

~~3. Eliminating anticipated transportation demand by reducing the overall amount of residential development in the County.~~

~~Town as Heart of Region~~

~~Historically, the Town of Jackson has served as the economic hub within Teton County. It functions as the primary location for federal, state, and municipal governmental services as well as a major employment center for community and visitor services. Furthermore, the Town functions as a "gateway" community to Grand Teton National Park, Yellowstone National Park, and the Bridger-Teton National Forest. Its close proximity to these spectacular natural and scenic resources attracts millions of visitors to the area for recreational opportunities. It also makes this region a desirable place to live and work, seasonally and year round.~~

~~As Teton County moves into the 21st Century, the primary goal of the Town of Jackson is to maintain and enhance this important role. Limited residential availability combined with encroaching office and commercial development are causing increased housing costs. At the same time, the need for workers is continuing to grow (by an estimated 70% by year 2020). These trends are forcing workers to live outside the Jackson Valley (e.g., Hoback Junction, Alpine, Star Valley, Driggs, and Victor). As these workers commute into and out of the valley, they are generating additional traffic on the state highway system. In order to provide workers with an opportunity to live near their jobs, intensification of residential development within the Town has been identified as a necessary strategy to mitigate anticipated future traffic volumes in Teton County. In addition, with an aging population, opportunities may become available for people to live in Town as opposed to being dispersed in the County, which can help prevent the sprawling pattern of growth and the degradation of the natural character of this region. As analyzed, adding 1,200 dwelling units in Town (or Mixed-use Villages in Teton County) combined with the continuation of conservation easements discussed below will remove approximately 12,000 summer daily trips from the state highway network in Teton County. (Note: These 1,200 units are in addition to the 4,964 units already included in the year 2020 baseline projections. Therefore, as a policy, Teton County will explore options to reduce the equivalent number of units that are developed in the Town by shifting such units from outlying areas of the County into mixed-use villages, or by eliminating such units from the buildout of Teton County.) Preliminary analysis placed these units primarily within the downtown core and integrated with commercial development along US 26, 89, 191.~~

~~By increasing the number of units in the Town, housing opportunities, both affordable and market, will be provided in close proximity to employment centers. It is important to realize that by increasing the allowable residential buildout in Town, the total number of trips made will increase as well as the need~~

for additional parking in Town. However, many of these trips will now be of significantly shorter distances, allowing a majority of them to be made by transit, bicycling, and walking. Parking facilities will need to be identified as part of delineating the actual number and location of the dwelling units added by this strategy. By intensifying residential development, County residents will also have the opportunity to reside in the Town and take advantage of living in close proximity to the workplace, commercial and government services, and entertainment. Thus, the downtown core would develop into a "24 hour" activity center that is economically and socially viable for the business community, residents, and visitors to the region.

Town as Heart of the Region Strategy Statement:

> *Increase the amount of residential development by approximately 1,200 units strategically located within the Town limits to reduce overall vehicular trips in Teton County, and to encourage and enhance alternative modes of travel. Conversely, it is the intent of Teton County to explore options to avoid increasing the overall County buildout by shifting units from outlying areas of the County into mixed-use villages, or by eliminating units from the buildout. The number of units shifted and/or eliminated would approximate the increased number of units resulting from the Town as Heart of Region Strategy.*

Mixed-use Villages

The strategic expansion of existing mixed-use villages and creation of new "mixed-use villages" where large amounts of development can be accommodated is beneficial to the transportation system.

A "mixed-use village" is described as development that contains a combination of commercial and residential land uses with the commercial element designed to provide basic services to the occupants of the residential element. While Teton County has several areas that contain a combination of commercial and residential land uses in close proximity – Wilson, Teton Village, the Aspens, and Hoback Junction – improvements in both the connectivity between the residential and commercial elements and in the types of commercial services offered is needed before these areas can be characterized as true "mixed-use villages". Supportive zoning and Land Development Regulations will be necessary in order to fully realize the potential of any "mixed-use village" in Teton County. In addition, the LDRs must ensure a degree of flexibility that fosters a balance between simply moving vehicles and more broadly based community goals. *(AMD 03-0007)*

Mixed-use villages promote shifts from single-occupant vehicles because they provide residents in or near that village with travel choices. Some trips are captured internally because residents can walk or bike to obtain basic services as opposed to driving to Town. The village is more readily served by transit because a transit stop can be placed within reasonable proximity to the village's residents.

Research performed by Charlier Associates for this project found that land use mixes can increase the attractiveness of travel by transit, walking, and biking by offering basic commercial services within reasonable walking and biking distances, and by offering a transit stop within a short distance of people's residences. The success of shifting travel choices to other modes depends upon sufficient density of the mixed-use area, the types of uses in that area, and the ease of access to transit. Evidence suggests that well-designed mixed-uses can reduce vehicle miles traveled (to, from, and within the affected area) by 3 to 7 percent when compared to areas where uses are separate. Mixed uses can reduce vehicle trips by 0.05 to 20 percent depending upon the scale and density of the mixed-use and the quality of nearby transit.

~~It is very important to keep in mind the fact that while mixed-use villages provide a high quality of life, reduce auto dependence, and reduce vehicular traffic, the magnitude of the effect is limited by the size of the development. A 500-home mixed-use village is estimated to generate 1,000 fewer daily vehicle trips than the same 500 homes scattered across the valley in single-use subdivisions. As a result, an estimated 1,000 fewer vehicular trips would be seen on the network throughout the community. However, there will be over 150,000 daily vehicle trips in the community by the year 2020. While mixed-use villages will be beneficial in reducing the growth of traffic, they will be only one of the tools needed.~~

~~Existing mixed-use villages must have the necessary allowed land uses to expand the commercial services provided, as well as provide the necessary residential density for the commercial uses to succeed. It is important that any new uses proposed are of appropriate size, scale, and type to serve the immediate neighborhood, and are not regional services that attract trips from throughout the community.~~

~~New mixed-use villages are intended to occur in areas that can accommodate significant development potential, such as South Park, and are identified on the Community Issues Map. This community is realizing that scattered development patterns are difficult to serve by any mode other than the automobile which is counter productive to the goals of this plan.~~

~~Specific locations for new mixed-use villages have not been identified in this plan due to the high degree of uncertainty of how and when certain areas will develop. Not only do new mixed-use villages need to be in locations that can accommodate a significant amount of development with appropriate infrastructure, but they also have to be of sufficient size to have the beneficial impact discussed above.~~

~~If such an opportunity does present itself, the community needs to be prepared to look beyond localized traffic increases that may accompany mixed-use villages and consider the regional transportation and community benefits of this type of development. However, opportunities should be explored to implement policies that support this type of development.~~

~~Mixed-use Village Strategy Statement:~~

> ~~*Develop mechanisms for strategically enhancing existing mixed-use villages and establishing new mixed-use villages with appropriate infrastructure (to be identified on the Community issues Map) that will present viable travel choices to residents.*~~

Continued Conservation Acquisitions

This land use strategy speaks to the value of conservation easements as a way of preventing development in locations that would have negative impacts on the transportation system (i.e., create demands on the transportation network that may be difficult, expensive, or undesirable to serve).

Currently, no governmental program actively seeks to obtain conservation easements. Groups in the private sector have been the main driving force in reducing existing development potential, either by purchase or gift, thereby reducing future anticipated transportation demand. These private groups have been very successful, removing development potential on over 9,100 acres in the last 17 years.

While such acquisitions are, in many cases, driven by goals that are similar to some of the community's goals, i.e., preservation of wildlife habitat or scenic vistas, they are not driven by concerns about the transportation network, even though they may have a beneficial impact on it.

In assessing continued conservation acquisitions of development rights as a means of reducing traffic, the historical rate of conservation acquisitions was evaluated and adjusted to estimate the amount of acquisition that may occur within this plan's study horizon. Based on these assumptions approximately 1,400 potential new dwelling units were estimated to be eliminated. The assumption was that these units would be distributed relatively uniformly throughout the study area. The elimination of these units would result in the elimination of approximately 13,000 daily vehicle trips system-wide based on data from the Travel Survey. Because these trips are distributed throughout the network, no specific corridor would be significantly impacted by this single strategy to improve level of service. However, this strategy provides an incremental trip reduction that benefits the system.

A conservation acquisition strategy could have very concentrated benefits on the transportation system. Development rights purchased in a specific location, depending upon the magnitude of the purchase, could have significant beneficial impacts on specific roadway segments by the direct removal of potential traffic volumes. Such a strategy may either delay roadway expansions, or prevent certain roadway expansions altogether.

Continued conservation acquisitions are directly consistent with the community's vision, as expressed in Chapter 1 of this Comprehensive Plan which states the desire to "...set aside, for generations to come, scenic vistas and wildlife habitat..." Conservation acquisitions can be used to help define the future boundaries of growth necessary to preserve community character (Chapter 2), to protect Teton County's natural and scenic resources, including wildlife, as a primary element of community character (Chapter 3), and progress toward achieving most of the goals listed in Chapter 4, Natural and Scenic Resources.

Continued Conservation Acquisitions Strategy Statement:

> *Facilitate conservation acquisitions including seeking funding in locations where removal of vehicular traffic from roadway corridors has the greatest benefit on the transportation system.*

~~These three land use strategies – Town as Heart of Region, Mixed-use Villages, and Continued Conservation Acquisitions – represent aggressive planning actions for achieving the goals and objectives. Implementation of this strategy will begin by preparing an updated and more detailed Community Issues Map, which is contained in the Comprehensive Plan.~~

~~Each chapter of the Comprehensive Plan, as this one, contains goals that are important to the community. Unfortunately, certain goals can be in conflict and neither the Plan nor the Town and County Land Development Regulations (LDRs) provide sufficient guidance to adequately resolve such conflicts.~~

~~The land use strategies contained in this chapter will only add to the confusion and be at risk of being unachievable unless an effort to reconcile the possible conflicts among the Comprehensive Plan's stated goals is undertaken. Thus, the implementation of the land use strategies described in this chapter begins with an effort that would:~~

- ~~Reconcile possible conflicts among the Comprehensive Plan's goals by establishing priorities among the goals for the various geographic areas. In other words, recognize that the priority of goals will vary depending on specific locations in the community.~~

- ~~Incorporate this chapter's goals into the other chapters of the Plan to form a single, coherent plan for the future.~~

- Minimize uncertainty for landowners, developers, neighbors, and the general community about the meaning and goals of the Comprehensive Plan.

- Set out a clear map for the future development of the community, while allowing some flexibility for future land use decisions.

- Maximize the acceptance by the community of the Comprehensive Plan.

- Communicate clearly the future Plan for the community by representing the planned future development patterns graphically and unambiguously.

- Devise specific strategies for implementing the most significant goals of the Comprehensive Plan.

Therefore, an update to the Community Issues Map will need to depict desired future development patterns (solidified by the Transportation Plan process and the goals of this chapter) and it will need to more clearly balance the goals of the Comprehensive Plan by depicting the geographic areas in which certain goals are a priority. Most importantly, the updated map will need to be prepared through a highly participatory public process.

Efforts to achieve Comprehensive Plan goals often fail because the mechanisms used to achieve those goals do not intuitively contribute to fulfillment of the community's overall vision of its future. For example, higher densities in certain locations are needed to achieve affordable housing goals, natural and scenic resource goals (preserve open space), and community character goals. Higher densities, however, are almost uniformly opposed by large segments of the community.

The benefits and costs of all goals, including the mechanisms necessary to achieve them, must be understood by the community. Then consensus on the trade-offs the community is willing to accept in order to balance the achievement of all Comprehensive Plan goals can be reached. Specifically, the Community Issues Map needs to resolve potential conflicts in geographic locations for the following:

- Allowed residential densities
- Allowed intensities and land uses in Town
- Natural resources
- Scenic resources
- Resort locations and sizes
- Affordable housing
- Transportation
- Maintaining small town character

The revised Community Issues Map would then be a realistic depiction of the planned locations for development that is projected to occur by the year 2020, that considers existing development patterns, landowner expectations based on the current Comprehensive Plan and LDRs, and the goals of the Comprehensive Plan.

Once the Community Issues Map is revised, then a series of Strategic Plans will be prepared through extensive community involvement that should present a step by step approach to achieving the Town as

~~Heart of Region, Mixed-use Villages, and Continued Conservation Acquisitions land use policies, based upon the intentions represented by the Community Issues Map. Strategic plans should also identify the costs and benefits of each goal and project the short-term and long-term impacts on the economic sustainability of the community.~~

~~While Town as Heart of Region and Mixed-use Villages will have their own strategic plans, Continued Conservation Acquisitions will likely be included in a strategic plan that has a broader objective – Open Space. Strategic plans are also intended to be developed for Transit and Public Facilities and Utilities.~~

~~All strategic plans are intended to be developed in an inclusive and collaborative process involving the stakeholders affected by the Comprehensive Plan and the general community. As with revision of the Community Issues Map, the process will be public and designed to reach a community consensus on the future development pattern of the Town and County.~~

Alternative Modes and Programs Implementation Strategies

It is the strategy of the Town, County, and WYDOT to place significant emphasis on the development of "alternative modes" – public transit, walking, bicycling – over the next twenty years.

Public Transit

The expansion of transit service to reduce the rate of traffic growth is a critical element of this chapter. In order to achieve the objective of a five-percent summer transit mode share, a significant change in the structure of the public transit system will be required.

As discussed in Section A – Issues, START is presently structured to serve the winter ski season, and provide on-call pickup services for the elderly and disabled. In addition to continuing these services, the restructured public transit system will be required to serve resident year-round commuting and recreational needs, and visitor and tourist year-round needs if the desired mode share is to be achieved.

While this chapter calls for the systematic expansion of the public transit system in Teton County (currently operated as the START system), it also intends that the private sector will play an active role in service delivery. Those services, which the private sector wishes to provide as market-driven, for-profit services, will not be supplanted by public transit. Those services that the private sector can offer more efficiently or effectively than a public transit provider, but which would not be offered as market-driven private services, will be considered for possible contracting through a competitive procurement system. Those services, which are best provided by the public, will be incorporated into the future Teton County public transit system.

To achieve the desired mode share, this chapter calls for public transit in Teton County to be operated as a year-round service. The system should be designed around spine service on US 26, 89, 191, WY 22 (including to Wilson), WY 390 and on local streets in Town. Services that should be considered in the design of a new system are:

- A circulator (short loop on high frequency) service operating within the Town of Jackson;
- Express commuter service to Jackson Hole from over Teton Pass and from Alpine;
- Express skier and summer tourist service to the Jackson Hole Mountain Resort;
- Transit service to popular Grand Teton National Park sites, and provisions for integrating with future GTNP transit systems; and

- ~~Use of the proposed Multi-Agency Campus (MAC) site as a regional transit node and for additional parking opportunities in North Jackson.~~

Comprehensive improvements to the access system (bus stops, turnouts, and transit centers) should be considered. Where appropriate, as transit services increase, locations should be identified for transfers between routes. Adequate shelter and traveler accommodations should be provided at those locations. New development should contribute appropriately to these improvements.

Locations should be identified for remote park 'n ride lots for the express commuter system, and parking lots for a peripheral parking system supporting the spine routes and town circulator. The Stilson site near the intersection of WY 22 and WY 390 has been designated as an intercept parking facility for skiers, ski resort employees and other Teton Village employees in the Teton Village Resort Master Plan. This parking site and facility will be provided and served by the Jackson Hole Ski Resort. Other parking areas on the west and north sides of the Town of Jackson should be identified and developed as peripheral intercept parking locations linked to the core area by the Town circulator.

The private sector should be encouraged to implement employee and visitor pass systems to encourage transit ridership. This should include a program of aggressive marketing to tourists and visitors so that people arrive in Teton County planning to utilize the transit system and possessing passes provided as part of the reservation process.

The public transit system should utilize a variety of vehicles suitable for each purpose including community transit vehicles for spine routes and specialty vehicles for the town circulator. Alternative fuels power should be gradually adopted as evolving technology allows. As the public fleet is expanded and replaced over time, emphasis will be placed on procurement of transit vehicles that are of a scale, appearance and power technology appropriate to the small, western, rural, mountain community character of Teton County.

The public transit system cannot grow and meet the mobility needs of residents, commuters and visitors in Teton County if funding is provided on an annually-appropriated basis with no provision for long-term predictability and stability. The public would be poorly served if transit services are introduced and then retracted in a later year for reasons of financial uncertainty. While the system should be subject to continual performance review and assessment, with adjustments as warranted, changes to service levels due to short term funding policy changes are not in the best interests of the community. The private sector, which will play a role in transit funding, will be unwilling to invest in transit if future service levels are subject to unanticipated fluctuations due to short-term local government financial considerations. The Town and County will work together with the private sector – including the resorts and the commercial business community – to create an equitable, permanent funding mechanism for long term sustainability of a regional public transit system.

Transit Strategy Statement:

> *Develop a transit system that is a viable alternative for trip making by providing comprehensive year-round service for residents and visitors through public and private partnerships.*

The implementation of the public transit system described in this chapter will consist of the following actions:

1. A five-year strategic transit system development program and transit development plan (TDP) will be prepared cooperatively by the Town, County, START, WYDOT and other stakeholder agencies in 1999 to guide transit system development in the initial five-year period of this transportation plan (2000 and 2004). The TDP will take into account the goals and objectives of this chapter, and the guidelines set forth in this section. The TDP will meet the requirements of the Federal Transit Authority for federal funding eligibility in order to take advantage of recently legislated TEA-21 funding.

2. Following completion of the strategic transit program and TDP, the Town and County will work with START to reassess the current organizational structure and funding basis for public transit in Teton County based on recommendations from the TDP.

3. The Town and County will jointly develop a full time, dedicated transit coordinator position whose responsibility will be the implementation of the Transit Development Plan, and managing the transit operation. The position will be filled by a person with experience in developing and operating a complete transit system.

4. Beginning in 1999, both the Town and the County will work to identify potential locations for park 'n ride facilities and peripheral intercept parking facilities. Measures will be taken to ensure preservation of these sites, and inclusion of these facilities in projects already in the planning process. The strategic transit program and TDP will guide timing for development of the sites into parking facilities. The proposed Multi-Agency Campus (MAC) site, which will provide additional parking for the downtown, will be considered as a regional transit node for North Jackson. Parking as it relates to the downtown core will be coordinated with the Downtown Core Study discussed later in this section.

Pedestrian and Bicycle Facilities

All round-trips include a pedestrian element, whether for the entire trip, or simply walking from the car to a local destination (e.g., shopping, transit stop, etc.). Providing for pedestrian and bicycle travel is a key element to achieving the desired pedestrian mode share. Many of the strategies in this chapter, including Town as Heart of Region and mixed-use villages, have been designed to provide a more hospitable walking and biking environment.

This chapter includes the enhancement of the pedestrian and bicycle environment to achieve modal shares of 13 percent and 10 percent respectively, as well as to reduce pedestrian and non-motorized vehicle accidents by 10 percent. This represents an 8 percent increase in total mode share.

All three jurisdictions will need to consider the needs of pedestrians in the planning and design of street and highway reconstruction projects. Provisions for continuous, barrier-free sidewalks to most destinations are required to improve the walking environment within the Town and all mixed-use villages. It is important for pedestrians to continue to be legal and anticipated users of the street and roadway system throughout the Town and County. The Town, County, and WYDOT street and roadway systems will be designed to safely accommodate pedestrians as an important mode of travel. Modern pedestrian facility design standards will be used to encourage a higher percentage of walking trips and to make longer walking trips more enjoyable and interesting. Maintaining sidewalks are an important aspect to encouraging pedestrian use. Town and County will work together to establish maintenance programs that keep sidewalks in good repair, safe and open in all seasons.

All three jurisdictions will need to consider the needs of bicycle riders in the planning and design of street and highway reconstruction projects. Programs for improved maintenance of road shoulders to accommodate safe bicycle travel in shared use with automobiles will be implemented. The provision of

regular sweeping of designated road shoulders should be provided for both bicycle and motorist safety. Bicycles will continue to be legal and anticipated users of the street and roadway system throughout the Town and County. The Town, County, and WYDOT street and roadway systems and maintenance programs will be designed to safely accommodate bicycles, and utilize modern bicycle facility design standards to encourage increased bicycle use to meet the modal shift goals of this plan.

The Town, County, and WYDOT will continue to support development of a system of non-motorized pathways based on the Pathways in Jackson Hole Conceptual Plan and the pathway system map exhibits. In order to be a viable choice to the automobile, the Pathway System must connect main nodes of development in Teton County such as, the Town of Jackson, schools, the South Park area, Wilson, Teton Village, and Moose. The Town and County will continue to support a joint Town/County Pathways Department, which will be charged with the detailed development and financial management of the system. Maintenance on the Town and County pathways will be provided by the Teton County/Jackson Parks and Recreation Department. Maintenance on other pathways, such as State or Federal, will be determined by the specific project. The design of pathways will include modern standards, be attractive to users, and fit the character of the area in which they are placed. The Town and County will cooperatively seek rights-of-way and easements for planned pathway corridors through the best available means. WYDOT will support this effort where WYDOT policies permit. The Town, County, and WYDOT will include bicycle, pedestrian, and pathway requirements into the planning process of future development and roadway projects.

Resort districts will be designed and built to make pedestrians and bicycles primary modes of mobility and access within the resorts, and participate with provisions to connect to the community pedestrian and bicycle systems and public land trail systems. Resorts will provide a system of pedestrian and bicycle facilities that encourages increased use of pedestrian and bicycle modes of travel, as a means of internally capturing their visitors and shifting a percentage of external trips to alternative modes.

Improving public land connections recognizes that the local and state pedestrian/bicycle system will be interconnected to the federal pedestrian/bicycle system. This will enhance both the local system and improve access to federal lands. The Town, County, and WYDOT will coordinate with public land management agencies to connect the Pathway System and on-street pedestrian/bicycle facilities with pathway and trail systems on federal lands, including Grand Teton National Park, the National Elk Refuge, and the Bridger-Teton and Targhee National Forests.

Pedestrian and Bicycle Facilities Strategy Statement:

> *The Town, County, and WYDOT street and roadway systems will be designed to safely accommodate and encourage pedestrian and bicycle use as important modes of travel. A system of separated pathways connecting major origins and destinations in Teton County will be incorporated into the transportation system.*

The action for developing pedestrian and bicycle environments will consist of formally adopting the Pathways in Jackson Hole Conceptual Plan and Town of Jackson Sidewalk Master Plan. These plans indicate the locations of existing and proposed pedestrian and bicycle facilities. As such, it is essential that a careful evaluation of sidewalk, pathway, trail system, and bicycle lane requirements is conducted to ensure adequate facilities and connections are provided. As part of the evaluation, the external and internal connectivity of schools, commercial developments, health care facilities, resorts, recreation, federal lands, natural resources, and cultural resources will be considered.

The Town and County Pathways Department will direct and coordinate the review of these plans for additional facility and connectivity opportunities. A scheduling program should be included. Once the plan reviews are complete, the plans will be brought to the Technical Committee for review and recommendation to the Policy Committee. Once approved by the Policy Committee, the recommended plans will be forwarded to the Town and County Planning Commissions and elected officials for adoption.

The Pathways Department will continue to develop the annual Non-Motorized Transportation Improvement Program. Projects shown and prioritized on the adopted Pathways in Jackson Hole Plan and Jackson Sidewalk Master Plan will be selected. This Non-Motorized TIP will be forwarded to the Technical Committee for inclusion in the Town and County Transportation Improvement Program discussed later in this section.

The Town and County will incorporate provisions for pedestrians and bicyclists in revisions to the update of the Town Road and Street Standards and the County Roads Standards discussed below.

Transportation Demand Management Program

The development of a reliable public transit system and a high-quality walking and bicycling environment in Teton County will require the investment of public resources. As such, the public has a stake in seeing these investments be well utilized. To this end, a regional organization-based transportation demand management program (TDM) will be deployed to encourage the mode shifts called for in the objectives of this chapter and educate the public about the benefits of using alternative modes. This program will consist of an Organization Transportation Coordinator Network (OTC) made up of representatives from many of this community's organizations including employers, schools, and homeowners' associations. This organization will establish a program made up of demand side strategies targeted at reducing congestion, either by eliminating vehicle trips, or changing their timing or location. This program should include:

- marketing and information;
- an education and awareness program;
- transit passes and commuter checks;
- parking management measures such as preferential parking for carpools, permit parking, paid parking, etc.;
- special events and promotions;
- support for bicycle parking and for showers and lockers for bicyclists; and
- an education program to encourage school age children to ride the bus, bicycle, and walk to school.

The ongoing Save-a-Space Program sponsored annually by Friends of Pathways serves as an example of an existing program that can be expanded. Local organizations will be specifically recruited to participate in the OTC network. Ultimately the Town will evaluate what role the TDM program can play in managing parking in the downtown area so that premium on-street parking is not consumed by employees to the exclusion of visitors and customers.

Transportation Demand Management Strategy Statement:

The Town and County will work together with the private and public sector to implement an organization-based transportation demand management program that encourages commuting by means other than single-occupant vehicle, and that is coordinated with expansion of the public transit system, pathways system and other alternative mode measures.

The actions for implementation of the transportation demand management (TDM) program described in this chapter are:

1. The Town and County will design and implement an organization transportation coordinator (OTC) network designed to engage organizations in the discussion, evaluation and improvement of systems for moving employees to work and students to school in the region. Data from the existing Save-a-Space program should be used to identify levels of participation and contacts from various organizations. This OTC network will be comprised of a designated "organization transportation coordinator" from participating companies and associations. The Town and County will initiate this process, with the intent that it will eventually become at least partially independent of local government. Resorts, lodging establishments, the downtown business community, local governments, St. John's Hospital, the Teton County School District and other employers will be recruited to participate in the OTC network. The Town and County will work closely with the Teton County School District to coordinate the START and School Bus Program to promote efficient use of transit service to school age children.

2. The TDM components of the Town and County Resort Regulations are hereby made a part of this Transportation Element. Adherence to and implementation of the TDM provisions of the Resort Regulations is a priority implementation measure.

3. As part of the Downtown Core Study discussed later in this chapter, the Town will continue to develop a parking strategy (paid parking, permit parking, shared parking) in the downtown core. Once this study is complete, the OTC network will assist in implementing the parking strategy.

Home Mail Delivery

Increasing the amount of home mail delivery is a means of reducing trips on the transportation network. Historically, residents viewed mail delivery pick-up at central locations as an opportunity for community interaction. However, the increased population and corresponding traffic volumes are now causing mail pick-up to be viewed as an inconvenience. The amount of traffic generated by residents picking up mail is contributing to the traffic congestion this community is experiencing.

The majority of residents in Jackson Hole receive mail at post office locations. Home mail delivery is only provided to limited locations throughout the County along highway contract routes. Presently, there are six post offices in Teton County. Two are located in Jackson, while the other four are located in Wilson, Kelly, Moose, and Moran. In addition, the Jackson Post Office operates a contract postal station at Teton Village. Review of the Travel Study trip diaries indicates that 6.4% of total trips made were to the post office. While many post office trips are combined with other trips being made (e.g., grocery store), not having general home mail delivery increases the number of trips made by residents. In addition, few residents along the highway contract routes are utilizing delivery services (629 residences are served by the Jackson Post Office).

The U.S. Postal Service has made substantial investments in construction of the new Jackson Post Office, renovation of the old Jackson Post Office, and expansion of the Wilson Post Office. Many of these improvements have been made based upon continuing resident mail pick-up. Changing to a complete

delivery system is not practical within the timeframe of this plan. However, expanding the delivery along existing routes is practical and necessary.

Home Mail Delivery Strategy:

> *The Town of Jackson and Teton County will encourage existing development along highway contract routes to receive mail by delivery, and require all new development along these routes to install centralized delivery units. The Town and County should encourage the U.S. Postal Service to increase highway contract routes to serve more residences in Teton County, beginning with spur routes along existing contract routes, and eventually all residences beyond a one-half mile radius of the post offices.*

The Town and County should pursue increasing home mail delivery to residents by taking the following actions:

1. Prepare a direct mailing to residents along highway contract routes advocating participation in delivery. The mailing should include a discussion of the benefits to the transportation system, and clearly explain the procedures and requirements for participation.

2. Identify additional near-term highway contract routes (i.e., Fall Creek Road), and work with the postmasters to implement these routes.

3. Request that no additional box capacity is added to the post offices, rather new routes are identified and infrastructure planned to facilitate mail delivery.

4. Amend the Land Development Regulations to require all new development along highway contract routes to provide mail delivery facilities meeting the specifications of the U.S. Postal Service.

Street and Roadway Strategies

Transportation Corridors

Shifting mode shares from the automobile to other modes is an objective of this chapter. In order for this shift to occur, facilities are required to accommodate each mode. The street and roadway corridors in this community provide the main base network on which all modes travel. As such, a shift in how streets and roads are viewed is appropriate. No longer should street and road projects be considered only from the perspective of benefits to motorists, rather all modes need to be considered. This section defines how improvement projects will be planned and designed to consider optimizing all modes of travel.

The strategies presented in this section are designed to encourage shifts to other modes, and to provide safety and mobility to the traveling public. These shifts are promoted as a means of relieving the rate of vehicular traffic growth with the intention of minimizing the need for roadway expansions, while providing residents and visitors with travel choices (increased mobility).

While this chapter is based on reducing our dependence on the automobile, it is important to realize that the automobile is the primary mode of transportation. In order to achieve the desired modal shifts, the roadway system must function at an adequate level. A congested roadway system will not enhance transit ridership, as riders do not like lengthy trip durations. Also, congested roadways result in corridors that are not conducive to walking and bicycling.

Year 2020 traffic volume projections that reflect the effects of implementing the land use and alternative mode strategies discussed in this chapter are reduced when compared with projections made with no land use changes or modal shifts. However, the need for additional roadway infrastructure remains in some cases. Providing alternative routes by constructing new corridors and increasing the capacity of the existing system by adding lanes and improving intersections are two forms of roadway expansions that will increase roadway capacity. The implementation of these projects must consider community character and include significant improvements to the pedestrian, bicycle, and transit environments if the targeted modal shifts are to be achieved.

This chapter includes a monitoring system to evaluate the progress of land use changes and alternative mode development, and their impacts on traffic volumes. As such, the phasing and timing of implementing projects is essential. Three factors affect the need and type of roadway reconstruction. These are anticipated traffic volumes, the physical condition of the roadway, and safety (based on accident rates and history). When expending public funds for roadway improvements, it is important that the facility being constructed adequately serve the public's need for an appropriate life span. In addition, it will be important to include facilities for other modes in these roadway investments to realize the benefits of the investments this community will be making in providing other modes (e.g. transit).

Transportation Corridor Strategy Statement:

> *To maximize the use of transportation corridors for all modes in an effort to minimize roadway expansion projects, and maximize mobility for residents, visitors, and tourists.*

The action for implementing this strategy is to formalize a Technical and Policy Committee planning and evaluation process for all roadway reconstruction and new roadway construction projects that consider the following:

1. The design life of project facilities (e.g. pavement structure, bus, etc.).

2. Specific land use projections for the corridor as developed for this chapter, and updated by the Town and County Planning Departments.

3. Transit needs for each corridor as identified by the updated Transit Development Plan.

4. Pedestrian and bicycle needs for the corridor as identified by the adopted Pathways in Jackson Hole Conceptual Plan and the Town of Jackson Sidewalk Master Plan.

5. Access consolidation opportunities as discussed in the Access Control Plan.

6. Monitoring data for modal shifts and traffic volumes collected as part of the implementation of this chapter.

7. Automobile level of service requirements that are tied to the actual operation of each corridor. This consideration takes into account examining level of service on a case by case basis that considers and evaluates all parameters affecting a specific corridor (e.g., number of accesses, potential development, roadway geometry, traffic volumes, etc.)

8. Pull out bays to accommodate a variety of purposes such as transit stops, scenic viewing, and recognized ride sharing.

These considerations will be part of the evaluation process the Technical and Policy Committees use as part of their review of street and road projects. The roles and responsibilities of these committees in reviewing transportation related projects is discussed later in this section.

Town Streets Functional Classification and Standards

Functional street classifications and street standards need to be established for the Town of Jackson. Their development will enable the Town of Jackson to keep street sections in line with the small town community character Jackson is seeking to maintain, while providing streets that serve the necessary function for which they are classified. In addition, classifications will be required by WYDOT in order for the Town to be eligible for funding under WYDOT's Urban Cities Classification. The Town of Jackson should meet the minimum population requirement of 5,000 to become eligible for this classification in the 2000 Census.

When the Comprehensive Plan was originally adopted, it listed the development of functional street classifications for the Town of Jackson as a goal. While evaluating appropriate street classifications, Town officials concluded that incorporating Town character is essential. In order to promote this character, street classifications must consider the historic, pedestrian-oriented downtown core and endeavor to make all of Jackson more conducive to walking, biking, and transit service. The Town is experiencing increasing traffic volumes, congestion, and parking demands that diminish the desired character. Many streets have no pedestrian or transit facilities. A well-balanced street classification that takes into account the needs of pedestrians, bicyclists, and transit will promote the modal shares specified by this plan by establishing an environment that invites the use of these modes.

Town Street Classifications and Standards Strategy Statement:

> *Develop street classifications and standards for the Town of Jackson that consider the functional use of each street, the character of each street, and the correspondingly appropriate provisions for the needs of motor vehicles, pedestrians, bicycles, and transit.*

The implementation of developing street classifications and standards for Town will require the following actions:

1. The Town will develop classifications that consist of two components, function and character. Example classifications that may be considered during development are:

   Functional: Arterial (A), Collector (C), and Local (L) (Note: In order to be eligible for WYDOT Urban funding, the functional classifications will be required to match AASHTO standard classifications.)
   Character: Commercial (C), Industrial (I), and Residential (R)

2. These classifications may be paired up to describe each Town street, giving each street possible functional/character classifications (i.e. AC, CC, LC, etc.).

3. The Town will prepare typical standards for each functional/character classification and present them for adoption by the Town (a process involving participation by other Town staff, review by the public, the Town Planning Commission and the Town Council, and approval by the Town Council)

as part of a comprehensive public improvement standards development and adoption effort currently underway.

4. The Town will prepare revisions to Division 4700 Transportation Facilities as required to achieve consistency between Division 4700 and the adopted typical street standards.

~~Downtown Core Study~~

~~The downtown core of Jackson, centered by Town Square, continues to be the main attraction of the Town of Jackson. The primary state route (US 26, 89, 191) to and through Jackson bisects this core. Traffic along this corridor is heavy, particularly during the summer months. The incremental increase in traffic projected in this plan will degrade the level of service to a point where the quality of the downtown experience will be significantly diminished for both motorists and pedestrians.~~

~~In an attempt to relieve this congestion, parking and left turns onto and off of West Broadway-North Cache may need to be prohibited. Motorists seeking paths of least resistance and parking will heavily impact the adjacent street network. The vision of a traffic clogged, pedestrian challenged downtown gives rise to the consideration of alternative routes for the State Highway so that the downtown core can remain intact as a cohesive, accessible area that encourages walking.~~

~~In consideration of maintaining the downtown core as a viable, attractive area, a detailed study that takes into account the needs of motorists, pedestrians, and downtown merchants will be initiated. The study will examine efficiently moving traffic through the downtown area, and address needs for parking (both on street, peripheral, and satellite) and pedestrians and bicycles in order to maintain the character of Jackson's downtown core. The study will incorporate the travel demand management (TDM) strategies discussed previously in this section, as well as the Town as Heart of Region land use strategy as it relates to the downtown core.~~

~~Downtown Core Study Strategy Statement:~~

> ~~*Initiate a Downtown Core Study by the Town of Jackson that develops and analyzes a specific set of alternatives for possible modification of the State Route and Town streets in the vicinity of Town Square within 12 months of the adoption of the Transportation Element of the Comprehensive Plan.*~~

~~The Downtown Jackson Core Study should include the following items:~~

~~1. Definition of the downtown core limits.~~

~~2. A set of alternative roadway designs for potential modification of US 26, 89, 191, the designated State Truck Route, and the grid system within Downtown Jackson to promote and enhance alternative modes of travel while maximizing traffic throughput.~~

~~3. Impacts of alternative roadway designs on other streets in the downtown core.~~

~~4. Bicycle and pedestrian needs.~~

~~5. Parking needs.~~

~~6. Coordinate, consider, and incorporate other elements of this chapter and community such as, transit, TDM measures, and the Multi-Agency Campus.~~

~~7. Coordination with the Town as Heart of Region land use strategy.~~

~~8. Coordination with WYDOT and Teton County throughout the study.~~

County Road Jurisdiction, Classification and Standards

The Teton County roadway network requires a comprehensive evaluation of jurisdictional responsibilities, functional classifications, and roadway standards to reflect this chapter's objectives of ensuring that roadway corridors accommodate and serve all modes of travel, reflect desired community character, and are safe.

The Teton County jurisdictional roadway network has evolved over the past several decades. Over time, roads have been assigned to Teton County's jurisdiction based on a variety of criteria and conditions. The result is a County network containing roadways that are not consistent in terms of function and operation. In addition, the network lacks redundancy – alternative routes to specific destinations. A set of criteria should be established that defines a County jurisdictional road. The entire network (including private roads) should be evaluated against these criteria to establish a consistent, well-connected County road network. Realizing that roadway corridors are the basis for all travel modes, these criteria must consider the needs of pedestrians, bicyclists, and transit. Opportunities for developing new roadway corridors should be considered when strategic connections can be made that: interconnect private developments in ways that create appropriate networks, reduce traffic on existing roadway segments that otherwise may require substantial expansions, and are consistent with community character goals. Improving the connectivity of adjacent private developments for all modes will facilitate achieving the modal shares identified in this chapter.

As part of the network review, the functional classifications established in 1991 for each road will be reviewed to see that classifications are updated to reflect current and anticipated function and intensity of use.

Division 4700, Transportation Facilities of the Land Development Regulations (LDRs) was adopted in 1994. These regulations have now been applied for four years. These LDRs now require a detailed review to require development to provide transportation facilities in a manner consistent with this chapter. Incorporation of transit facilities and pedestrian and bicycle facilities in new development is essential to facilitating modal shares. Review of required private road cross sections and alignment requirements is required to promote road designs that are safe, can be served by emergency vehicles, and maintain adequate snow storage, while maintaining the rural character of the County. These standards should also promote and facilitate the connectivity of development (e.g., not allowing cul-de-sac streets).

County Road Jurisdiction, Classification, and Standards Strategy Statement:

> *Comprehensively evaluate the County road system with respect to jurisdiction, classification, and design standards to establish a consistent roadway network that provides connectivity for all modes of travel and considers the character of each road.*

The discussion below outlines the actions for implementing a complete evaluation of County road jurisdiction, classification, and standards:

1. Establish criteria to define a County jurisdictional road. To be eligible for County jurisdiction, one of the following criteria shall be met. A County Roadway shall;

- Provide connections between two existing public roadways, or
- Provide access to public lands and facilities where access is physically possible and reasonable, or
- Collect traffic from private development roads, but not be internal (within the boundary) to a subdivision or development.
- Facilitate the interconnection of subdivisions and/or development for all modes.

2. The County should conduct a comprehensive review of the roadway network. Roads on the County system not meeting the criteria and roads not on the system meeting the criteria should be identified.

3. Roads not meeting the criteria should be removed from Teton County's jurisdiction and roads presently not on the County network that meet the criteria should be added to the County's jurisdiction.

4. The County should prepare a phasing program for adding and removing roads to the County system. This program should include:

   - Amend the LDRs to reflect the County Road Criteria.
   - Prepare a list and phasing schedule for removing and adding County roads.
   - Develop a cost of acquiring and maintaining new County roads.
   - Review this list with the Board of County Commissioners.
   - Conduct public meetings with affected property owners.
   - Begin implementation of the program.

5. Conduct a detailed review of Division 4700 Transportation Facilities. Upon acceptance of this chapter, a series of amendments to the LDRs that support the adopted strategies will be developed to support the strategies introduced in this chapter. In addition, other changes will be developed based on four years of experience in applying the current LDRs. As part of this review, representatives from the local design professions will be solicited for input on the functionality of the LDRs. A general review of these standards was conducted with the County Engineer during this planning process. Private road standards as currently written are considered appropriate considering public health and welfare. It is acknowledged through this review, however, that exceptions to these regulations may be appropriate in specific instances. Teton County now has the necessary expertise to make professional judgments regarding deviations from these standards on a case by case basis, and will exercise this judgment as part of the development review process.

The functional classifications of specific county roadways established in 1991 were reviewed during the planning process. The review was conducted based on the following:

- Intensity of use - ADTs relative to the classification requirements of the LDRs.
- Function – The amount of developed area served by the road.

Based on the review, the following functional classification changes should be made:

- Fall Creek Road should be changed from a Minor Collector to a Major Collector. This road is presently serving volumes in the major collector classification. The roadway serves (collects

traffic from) a large geographic area and distributes it to WY 22. It must be recognized, however, that the proposed construction upgrade for this road will not meet current LDR requirements for a major collector.

~~Access Control Plan~~

~~Access frequency and location are major factors influencing the carrying capacity of a roadway. In order to improve safety on higher volume roadways, left turn bays are constructed to remove turning vehicles from the main traffic stream, thereby reducing rear end accidents. As accesses become more frequent, continuous two-way left turn lanes are implemented. Also, as higher traffic volumes make accessing roadways difficult from side roads and driveways, providing additional lanes needs to be considered in order to create gaps in the traffic stream allowing vehicle access.~~

~~Consolidating and restricting accesses through access control is a method of deterring the need for additional lanes. The development and enforcement of stringent access control policies specific to Teton County would eliminate the need for continuous left turn lanes in some instances and improve roadway capacity and safety.~~

~~The WYDOT Rules and Regulations for Access Driveways to Wyoming State Highways establish the basic policy for access from private property onto state highways. The access control varies from full control to limited control of access depending upon the classification and intent of the highway facility being accessed. Limited control of access covers all state highways in Teton County.~~

~~For non-state routes the Town of Jackson and Teton County Land Development Regulations govern access control by specifying the type of street (classification) that can be accessed and spacing requirements. Accesses allowed under current standards will not function well on some corridors based on traffic projections without provisions for additional lanes.~~

~~Accesses to the roadway network are contributing to the degradation of roadway level of service (LOS). The planning process has identified the need for a cooperative effort between the Town, County, and WYDOT to develop a more restrictive access control plan that will limit further degradation of the roadway network level of service. WYDOT is currently rewriting its Rules and Regulations for Access Driveways to Wyoming State Highways. It is not known when this revision will be complete.~~

~~Developing an Access Control Plan for Teton County would be a means of reducing the number of accesses to roads and streets in the Town and County. WYDOT has indicated it would consider applying access control regulations on its system in Teton County if the regulations were more stringent than their current policies. In addition, an access control plan should include a proactive approach whereby the Town and County will identify high volume corridors with high access frequencies, and conduct workshops with property owners to identify access consolidation opportunities.~~

~~Access Control Plan Strategy Statement:~~

> ~~*An Access Control Plan for roadways in the Town and County will be established with the intent of maximizing roadway capacity and safety by limiting accesses.*~~

~~The Access Control Plan will be developed by the Town and County. This plan will be developed within 12 months of the adoption of this chapter. Action items for developing the plan are:~~

~~1. Coordinate development with WYDOT.~~

~~2. Identify the appropriate frequency for accesses on the roadway network based on roadway classification and character.~~

~~3. Identify specific segments of roadway with frequent existing accesses where consolidation would benefit the operation of the road or street being accessed.~~

~~4. Identify mechanisms and incentives for working with property owners to consolidate existing accesses.~~

~~5. Recommend the necessary amendments to the Land Development Regulations.~~

~~6. Conduct workshops with property owners along identified corridors to discuss the benefits of consolidating accesses and identify consolidation opportunities.~~

Funding Strategies

This transportation plan is designed to be cost-feasible. It is the intent of the Town and County that the programs and projects contained in this chapter will be implemented and that the Goals and Objectives will be achieved. A political commitment to this chapter at the local level is necessary in order to fund and promote alternatives such as transit, bicycle, and pedestrian facilities that get vehicles off the road. To gain credibility in asking other public agencies and the private sector to financially participate, the Town and County needs to commit stable funding.

A range of financial resources are available to the Town and County for implementation of this plan, including general fund sources already in place, but also including sources currently not established. Absent a major change in direction, both the state and federal governments will continue to play an active role in the transportation program of this region as is the case throughout the country. Mobility is a fundamental aspect of our culture and economy and transportation programs will continue to be a partnership between the local, state and federal governments.

The private sector – employers, resorts, developers, retail shops, motels, etc. – also has a major role to play in ensuring the mobility of their employees and customers and thereby ensuring their own long-term viability. This role includes responsible design of land development projects as well as active involvement in planning and coordinating development of the transportation system. The respective Town and County boards must consult this chapter when reviewing development applications, and enforce developer requirements as they pertain to transportation in order to maintain credibility with WYDOT as to their commitment to the strategies contained herein.

The transportation program will be implemented with consideration of cost-effectiveness and stability. The long-term costs of short-term spending decisions will be considered, including the life cycle costs of maintenance, operations and re-capitalization.

Funding Strategy Statement:

> *The Town and County will work together to develop transportation funding mechanisms that balance the role of government with the role of the private sector, that are equitable with respect to who pays for and benefits from public expenditures, that leverage available state and federal resources, and that are stable and sustainable.*

It is the intent of the Town and County that the programs and projects contained in this chapter be implemented, and that the goals and objectives be achieved. It is anticipated that the transit program, the

roadways program, the bicycle and pedestrian programs, the TDM program, and the access control program may require investments of public funds beyond what is currently programmed, budgeted or otherwise available.

The following funding sources will be considered as potential means of meeting the funding requirements of this chapter:

1. **General Fund Appropriations**. The stability and commitment of this funding needs to be improved. Typically, these are not a desirable source of sustained funding for operations, maintenance or re-capitalization because they are subject to short-term fluctuation and detract from other public needs. Reliance on annual general fund appropriations precludes long-term capital planning and discourages routine maintenance and re-capitalization in favor of capital expenditures. (That is one reason the State has established a dedicated fund for the Wyoming highway program.) However, local road and street maintenance and certain other transportation needs will continue to require funding from these sources.

2. **State and Federal Funds**. Teton County residents pay taxes into the state and federal transportation coffers. It is the responsibility of local government to work aggressively to ensure that an equitable portion of these funds are returned to the region for use in addressing community transportation needs. This includes roadway, transit and "enhancements" (bicycle and pedestrian improvements) programs. The Town and County will actively seek to identify needed transportation projects and programs that are eligible candidates for state and federal assistance, and will undertake the preliminary planning and design necessary to compete for such grants.

3. **Private Sector Participation**. This plan is explicit in its recognition of a role for the private sector in the funding of transportation systems and services in Jackson Hole. The areas where this is most important to the realization of this plan are:

   - site design and infrastructure in private development projects that consider mobility and access needs; that will provide appropriate transit access facilities, walkways, sidewalks, crosswalks, trails, and local streets; and that will incorporate good planning and design to ensure the systematic development of a multi-modal transportation network;
   - transit service delivery by private transit providers; and,
   - direct cost participation in the implementation of public transit services.

4. **Tourism-Based Revenue Sources**. The Town and County will pursue authority to implement local tourism-based taxes or fees to fund transportation needs.

5. **Districts and Transportation Authorities**. The Town and County will explore other potential funding systems for transportation including those for which authority already exists in Wyoming as well as those for which new local authority would have to be provided by the Legislature.

6. **Impact Fees**. The Town and County will continue to assess the potential role that impact fees could play in meeting the capital needs in the transportation plan.

7. **Capital Facilities Tax**. The Town and County will continue to identify capital projects that are appropriate for consideration by the voters through the Capital Facilities Tax.

Administrative Strategies

Policy and Technical Committees

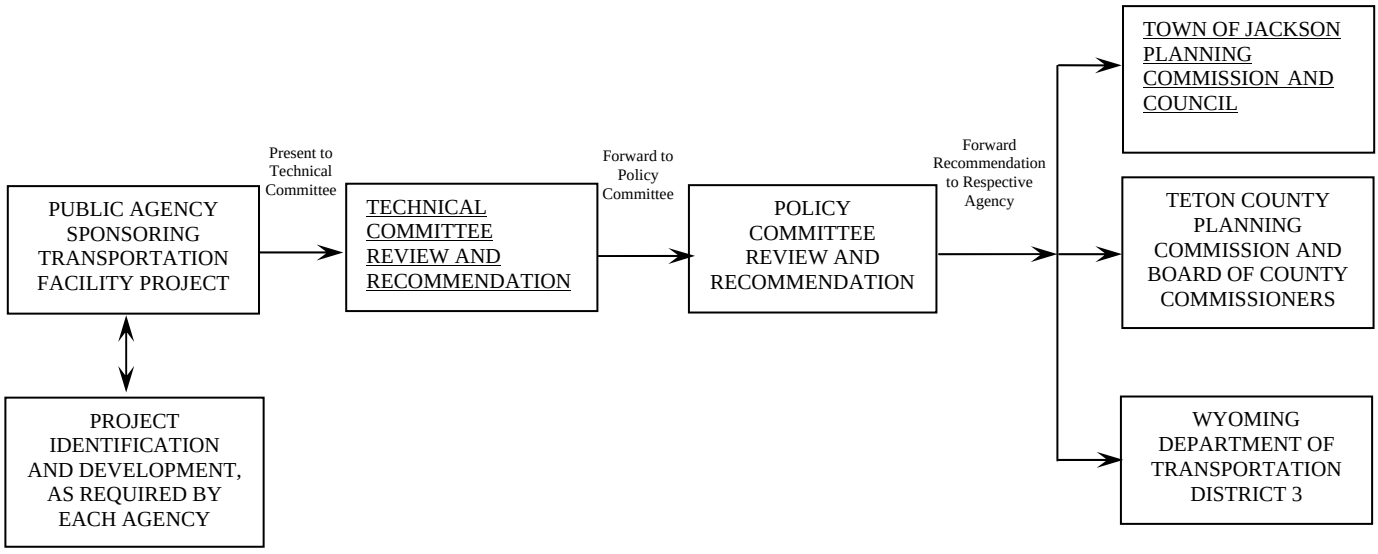
Implementation of this plan will require technical advice and committed oversight to achieve the stated goals and objectives. The Policy and Technical Committees are intended to be the forums for implementation, oversight, adjustments, and updates of the transportation plan as described in this chapter.

As such, the Policy Committee will provide oversight to the implementation of the plan and will provide a necessary and important link to the elected officials whose decisions have a direct bearing on this chapter's success. The Policy Committee will provide direction to the administrators of their respective agencies to allocate necessary resources for implementing chapter components. The Policy Committee will serve as advocates for allocating the necessary stable funding sources required to implement elements such as transit.

The Technical Committee will provide technical advice on chapter implementation to the Policy Committee. It is the entity that will provide technical reviews and recommendations to Town and County staff charged with implementing elements of the plan, including developing recommended studies and monitoring the plan's implementation. The committee will serve as an advisory board for development application reviews as they relate to the transportation system and this plan.

It is the intent of this plan that transportation facility expansion projects undertaken in Teton County, regardless of jurisdiction, will be reviewed by the Technical Committee, with recommendations forwarded for consideration and review by the Policy Committee. The Policy Committee, as an advisory board, will forward recommendations to the Town and County boards (Planning Commission, Town Council, and Board of County Commissioners). These boards will solicit public comment on a case by case basis, and determine if an official response to the sponsoring agency is warranted. This process is not intended to circumvent the public comment processes established by the sponsoring agency. In recognition of the need to plan for visitor and recreationalist services, collaboration between Grand Teton National Park (GTNP,) Yellowstone National Park and Bridger-Teton National Forest should be pursued to address the transportation issues associated with these lands, particularly for the high volume summer months.

Figure 6. Technical and Policy Committee Review Processes



The Policy and Technical Committees will facilitate the update of the transportation plan, as described in this chapter every five years. Interim revisions will be undertaken as part of a biennial monitoring and revision program.

It is important that the Transportation Plan be adaptable to changing conditions. The plan is based on forecasting future conditions, which requires fairly broad assumptions. The major goal of this plan is to change present trends and conditions to arrive at a future with a more balanced transportation system. In order to arrive at a desired transportation future, the conditions and trends will need to be monitored, and the plan adapted accordingly to achieve the plan's goals and objectives. It is important that the Town, County, and WYDOT commit to providing the necessary funding and resources to allow the revisions and updates to occur.

Policy and Technical Committees Strategy Statement:

> *The Policy and Technical Committees will provide a coordinating function that ensures that the development of all transportation systems and infrastructure occur in accordance with this plan.*

Functions of the Technical Committee will include technical advice to Town, County, and WYDOT staff charged with implementing components of this plan, and developing recommendations to the Policy Committee on issues relating to:

1. Monitoring the effects of implementing this chapter, as outlined later in this section.

2. Preparing a biennial report to the Town Council and Board of County Commissioners discussing the monitoring results and recommending any "mid-stream" changes required.

3. Coordinating the Town/County transportation improvement program (TIP), as discussed in this section.

4. Coordinating the Town/County TIP with the WYDOT State Transportation Improvement Program.

5. Researching and identify alternative funding sources.

6. Promoting and developing private and public partnerships.

7. Administering the Access Control Plan.

8. Developing and coordinating the organization transportation coordinator program.

Transportation Improvement Program (TIP) – Development and Coordination

The Town and County will develop a Transportation Improvement Program that represents a master summary of the transportation components of the improvement programs developed by each agency and department.

Coordinating the planning and programming of improvements to the transportation system is essential to developing the well-balanced transportation system promoted in this chapter. As local funding is limited, better near and long-term planning is necessary to optimize the use of available funds as well as strategically identify available state and federal funding opportunities. In order for the Town and County TIP to take into account the needs of all modes, it will need to be assembled by the Transportation Technical Committee, for recommendation to the Policy Committee with input from each agency department. Developing a TIP for all modes of travel for both the Town and County will also allow the review of proposed projects for consistency with the goals, objectives, and policies set forth in this plan. The TIP will also serve as a mechanism from which coordination with the WYDOT State Transportation Improvement Program (STIP) can occur.

The policy statement for TIP development states that:

> *The Town of Jackson, Teton County, and WYDOT, through the Transportation Technical and Policy Committees, will jointly develop a five–year Transportation Improvement Program that will be reviewed and updated annually for roads, pathways, streets, sidewalks, bridges, and transit. Projects eligible for state funding will be forwarded to WYDOT for consideration and listing in the State Transportation Improvement Program (STIP).*

The action requirements for preparation of a community TIP are:

1. The TIP will be assembled and prioritized by the Technical Committee based on improvement programs developed by Town and County departments in coordination with WYDOT. These departments include:

    - Town Public Works for Town street, sidewalk, and transit (START) project needs.
    - County Road and Levee Department for road and bridge maintenance.
    - County Engineer for road and bridge projects.
    - Jackson Hole Community Pathways for Town and County pathways.

2. As the only department that presently does not develop any type of TIP, the County Engineer will establish a TIP for roads and bridges to be incorporated in the TIP.

3. The TIP will be economically viable based on available funding sources.

4. The TIP will include maintenance items in order to ensure that the life-span of the transportation infrastructure and facilities invested in by this community is maximized.

5. The TIP will meet the goals and objectives for all modes of transportation and the land use measures established in this chapter.

6. The TIP will be presented to the Policy Committee for its review. Appropriate sections will be submitted to each appropriate jurisdiction for final approval.

Monitoring Program

The strategies presented in this chapter identify a variety of mechanisms for reducing the rate of traffic growth in Teton County. Substantial investments will be required from the public and private sector to implement these strategies. They are also designed to minimize the need to expand the roadway system. As such, it is imperative that the effects of these strategies be carefully monitored.

A monitoring program that measures traffic volumes, transit ridership, mode shares, land development trends and rates, resort TDM monitoring results, and parking trends is essential to measure the success of implementing this chapter. It is also necessary to identify and implement mid-stream adjustments and changes to traffic mitigation programs to ensure their success. Finally, the data collected from a comprehensive monitoring program will greatly aid in updates to the transportation planning process.

Monitoring Program Strategy Statement:

> *The Town, County, and WYDOT will work together to consistently monitor traffic volumes, transit ridership, parking, land development, and resort TDM monitoring results in order to measure the effectiveness of the strategies recommended in this chapter.*

The monitoring program will consist of the following data collection systems:

1. **Traffic Counters**: Counting and monitoring traffic volumes will be critical to assessing the impacts of the strategies in this chapter and in planning and determining specific roadway project needs. As discussed in Section A – Issues, annual traffic counts are lacking in Teton County. This strategy proposes the addition of permanent traffic counters at the following locations:

   A. On US 26, 89 south of the Town of Jackson
   B. On West Broadway
   C. On North Cache Street
   D. On US 26, 89 north of the Town of Jackson
   E. On WY 390

   The cost of installing permanent counters range from $10,000 to $20,000 depending on the number of lanes of the facility being monitored, and the type of system. The Town, County, and WYDOT, through the Technical and Policy Committees will work together to identify funding sources and counter location priorities.

   In addition, this strategy recommends collecting July ADT counts biennially at representative locations to compare with 1996 baseline ADT counts.

2. **Transit Ridership**: START presently collects and monitors detailed ridership data. This strategy recommends that START, as it evolves and expands based on the recommendations of the TDP, continue to collect and monitor this data in detail.

3. **Bicycle and Pedestrian Counts**: In order to accurately assess the effectiveness of shifting motor vehicle trips to the nonmotorized modes, data on bicycle and pedestrian trips must be collected by the Town and County with support from WYDOT.

4. **Parking Data**: Through implementation of the Downtown Core Study, the existing parking supply in the downtown core will be quantified, and changes to parking requirements in Town will be identified. This data should be updated annually in order to balance parking supply with the TDM measures determined by the OTC.

5. **Land Development**: Through this transportation planning process, the Town and County Planning Offices have quantified the amount of existing development by traffic zone in the Town and County. In addition, projections have been made for residential and commercial development to the year 2020. This strategy recommends updating this data biennially to reflect ongoing development, and evaluating and comparing the rate of growth with the amount projected to horizon year 2020 as part of this process.

6. **Resort TDM Monitoring**: The monitoring program will take into account the resort TDM monitoring programs.

~~Reserve Section~~

~~The following issues presented in this section have been identified as issues to be analyzed at a future date.~~

~~1. Teton Pass – Safety Features~~

~~2. Linking Transit Opportunities to other entities such as Grand Teton National Park, Yellowstone National Park, Driggs and Victor, Idaho.~~

~~3. Jackson Hole Airport~~

- ~~Supporting continued service at the airport while minimizing environmental and traffic impacts.~~
- ~~Management and coordination of ground transportation.~~

~~4. Alta, Kelly, Moose, and Moran~~

D. STREET AND ROADWAY RECOMMENDATIONS

As part of the transportation planning process, evaluations of critical street and road corridors was undertaken through a series of meetings and analysis with the planning team, the Technical Committee, and the Policy Committee. As this planning process was intended to be a regional comprehensive plan and available traffic data was limited to July average daily traffic, a detailed intersection and segmental level of service was not performed. Instead, the analysis took the July 2020 average daily traffic (ADT) projections for each street and road corridor and performed a roadway segment planning level analysis to identify a level of service for each segment. Table 8-10. Maximum AADTs vs. Level of Service and Type of Terrain for Two-Lane Rural Highways from the Transportation Research Board's *Highway*

Capacity Manual was used as a guide for this analysis, combined with consideration of terrain, number of accesses, WYDOT practices, and knowledge of local traffic conditions. The year 2020 July traffic model projections that considered this chapter's land use and alternative mode strategies were used as a guide for this analysis. The discussion below summarizes the consideration for each street and road segment affected. The specific timing and physical limits of Town and County projects would be included in the development of the TIP. Specific timing and physical limits of WYDOT projects will occur as part of their STIP. The actual roadway section and intersection requirements should be developed as part of the planning of each specific roadway corridor project. The following considerations are this chapter's recommendations for the buildout of these roadway segments within the plan's horizon (2020).

Indian Trails Connector

Traffic Volumes and LOS:

1996 ADT (July)	N/A	Roadway was not constructed at this time, therefore no counts are available.
2020 ADT (July)	5,700	(This represents the projected traffic on this roadway given a construction completion date of 2004. This represents a mid LOS C).

Stated Goal: Provide a 2-lane urban connector road from South Park Loop Road near the Jackson Hole Middle School to WY 22. Provide an alternate route to the Cottonwood Park/school area for traffic coming from areas west of Jackson. Mitigate traffic congestion at the Y-intersection. Enhance emergency vehicle service to the South Park area.

Discussion: Teton County needs to schedule their TIP to be in concert with WYDOT's STIP, when appropriate. Preliminary engineering shows that the most likely connection between the Indian Trails connector road and WY 22 will be a grade-separated crossing, (Indian Trails crossing below WY 22). This crossing should be constructed as part of WY 22 reconstruction. A separated pathway has been constructed along the proposed alignment. Design considerations (stop signs, low speed limit, etc.) should preclude traffic traveling from outside the South Park area from using this connector as a bypass to the Y-Intersection.

South Park Connector

Traffic Volumes and LOS:

1996 ADT (July)	N/A	Roadway was not constructed at this time, therefore no counts are available.
2020 ADT (July)	1,400	(This represents the projected traffic on this roadway. This represents a mid LOS A).

Stated Goal: Provide a 2-lane urban connector road that connects US 26, 89 to the South Park Loop Road. Provide a road to collect traffic from future development, thereby limiting the access onto US 26, 89 and the South Park Loop Road from future development to single locations. Transit, pedestrian, and bicycle facilities will be developed in collaboration with the connector road and South Park development.

Discussion: The location and right-of-way acquisition must be considered in any future development of this area. The needs for this connector road are not immediate and will depend how and when this portion of the South Park area develops.

US 26, 89, 191 from the Y - Intersection to Hoback Junction

Traffic Volumes and LOS:

1996 ADT (July) 17,000 @ Rafter J

1996 ADT (July) 10,400 @ Swinging Bridge

2020 ADT (July) 29,000 @ Rafter J

2020 ADT (July) 13,200 @ Swinging Bridge

Stated Goal: The Jackson South Project (widening from High School Road to the south end of the South Park Loop Road) was completed in the fall of 1999. Reconstruction projects will be required during the timeframe of this plan due to the physical condition of the highway and safety concerns. However, it is not anticipated that multi-lane facilities will be required. Turn lanes and shoulder improvements will be considered on a case by case basis. A multi-use pathway is included as part of the Jackson South Project, and the Melody Ranch Scenic Pathway was constructed in 1997. A multi-use pathway will be integrated into this transportation corridor, including planning and design, to encourage bicycle and pedestrian travel as funding is available. It is anticipated that federal transportation funds will be the primary source of pathways funding. However, state, local and private funds may also be used if it is appropriate to do so.

Discussion: The road on the south portion will require reconstruction by 2020 due to physical conditions, it is agreed that the Town, County and WYDOT will work in cooperation in all stages of project planning to ensure that the stated goals of this plan are achieved.

WY 22 from the Y-Intersection to the WYO 390 Intersection

Traffic Volumes and LOS:

1996 ADT (July) 19,800 (This is the actual count of 1996. It represents a low LOS E)

2020 ADT (July) 43,700 (If nothing is done to mitigate traffic, the LOS will move to an F on a 2-lane road, and an LOS B on a 4-lane)

2020 ADT (July) 30,200 (This represents the ADT reached by year 2020 after all of the strategies discussed in the plan are implemented. This ADT represents a mid LOS F on a 2-lane road and a mid LOS B on a 4-lane road)

Stated Goal: This roadway currently exceeds the typical threshold of 15,000 ADT that requires construction of a multi-lane roadway. The existing 2-lane section will be widened to four lanes and the bridge facilities over the Snake River reconstructed, or expanded, to minimize the risk of total crossing failure or blockage. The roadway should be designed to consider the open space and vistas that have been preserved along the corridor, and to accommodate wildlife crossings. The roadway will be reviewed for designs that consider the character of the corridor (e.g., a divided, planted median). Local government may be

willing to participate financially to achieve community goals. Intersection alternatives that promote a higher level of service, will be considered in the design process for the Y-Intersection, Spring Gulch Road, the future Indian Trails intersection and the WY 390 intersection. A multi-use pathway will be integrated into this transportation corridor, including planning and design, to encourage bicycle and pedestrian travel as funding is available. It is anticipated that federal transportation funds will be the primary source of pathways funding. However, state, local and private funds may also be used if it is appropriate to do so. Provisions for any transit facilities that may be identified in the TDP should also be included.

Discussion: It is acknowledged that this roadway will require multi-lanes. The community of Teton County wants to participate in the design process from its earliest stages through final plans to provide input on critical community issues.

Project Status: This portion of WY 22 is not included in the Fiscal Year 2000 WYDOT STIP. Therefore, no specific dates have been identified at this time for the planning, design, and construction process.

WY 22 from WY 390 through Wilson

Traffic Volumes and LOS:

1996 ADT (July)	10,500	(This is the actual count of 1996. It represents a low LOS D.)
2020 ADT (July)	19,900	(If traffic volumes are not mitigated, the LOS will move to a low E.)
2020 ADT (July)	14,700	(This represents the goal ADT. It will be reached using all of the strategies discussed in the plan. This ADT represents a mid LOS E.)

Stated Goal: This roadway is expected to reach the 15,000 ADT threshold, which typically triggers the construction of a multi-lane roadway by the horizon year 2020 if all of the recommended alternative modes and land use strategies are implemented and utilized by the public. Conversely, if nothing is done or the systems are not implemented or utilized, using linear extrapolation, the 15,000 ADT threshold will be reached by year 2008.

It is recommended that this section of roadway remain a 2-lane facility and receive the necessary maintenance to keep it from structurally failing (this could require reconstruction) as an interim measure while the alternate modes and land use strategies are initiated and monitored. This provides a time-span in which the plan can be adopted and initiated. The final lane number determination will be made based upon the success or failure of the use of alternative modes and the implementation of the land use strategies. A multi-use pathway should be constructed as needed along this corridor.

Discussion: It is acknowledged that this roadway will not require multi lanes until the year 2008 at current projections even if nothing is done to mitigate traffic growth. It is further acknowledged that both the aggressive alternative mode shift and aggressive land use strategies, as outlined in this document, are necessary to prevent reaching the 15,000 ADT predicted in year 2008. Yearly monitoring of ADTs and transit ridership is critical in determining the success or failure of these strategies. The corridor through Wilson

will require a corridor study that evaluates the needs of vehicular traffic, pedestrians, bicyclists, transit, businesses, and residents.

Project Status: This portion of WY 22 is not included in the Fiscal Year 2000 WYDOT STIP. Therefore, no specific dates have been identified at this time for the planning, design, and construction process.

WY 390 from the intersection with WY 22 to Lake Creek

Traffic Volumes and LOS:

1996 ADT (July)	12,600	(This is the actual count of 1996 it represents a high LOS E.)
2020 ADT (July)	26,600	(If traffic volumes are not mitigated, the LOS will move to a High F.)
2020 ADT (July)	19,900	(This represents the ADT reached by year 2020 after all of the strategies discussed in the plan are implemented. This ADT represents a medium to high LOS E.)

Stated Goal: Using linear extrapolation, this roadway will reach the 15,000 ADT threshold, which typically triggers the construction of a multi-lane roadway in 2004, even if all of the recommended alternative modes and land use strategies are implemented and utilized by the public. Conversely, if nothing is done or the systems are not implemented or utilized, using linear extrapolation, the 15,000 ADT threshold will be reached by 2000. The community has concerns with respect to widening this facility beyond three lanes. Although the adequacy of a 3-lane section to handle the anticipated traffic is a concern, this plan recommends aggressive implementation of alternative mode strategies in order to delay, for as long as possible, reconstruction of the roadway. In the meantime, alternative roadway designs are to be pursued with WYDOT that both provide sufficient capacity for anticipated transportation needs along this corridor and fulfill the community's desire for a design in keeping with the character of the area. Initiation of planning for roadway reconstruction should begin in January, 2000, and should look at all design considerations. A final plan should be complete no later than 2004. General roadway maintenance and construction of facilities for alternative modes, including pullouts, essential turn lanes and a multi-use pathway, should be provided as soon as funding is available and independently and in advance of the full road reconstruction process if that process does not immediately proceed. Consolidation of existing access points will be considered and encouraged. Design changes in the WY 390/WY 22 intersection should also be considered. Local government may be willing to participate financially to achieve community goals, particularly on interim improvements such as pullout bays.

Discussion: This road is particularly dependent on this plan's strategies to reduce the rate of anticipated traffic growth. Yearly monitoring of the ADT will be critical in determining the success or failure of these strategies. Realistically, failure to implement these strategies successfully may result in the full 5-lane widening occurring.

Project Status: This portion of WY 390 is not included in the Fiscal Year 2000 WYDOT STIP. Therefore, no specific dates have been identified at this time for the planning, design, and construction process.

WY 390 from Lake Creek to Teton Village

Traffic Volumes and LOS:

1996 ADT (July)	5,200	(This is the actual count of 1996 it represents a high LOS C.)
2020 ADT (July)	15,500	(If traffic volumes are not mitigated, the LOS will move to a mid E.)
2020 ADT (July)	8,400	(This represents the goal ADT. It will be reached using all of the methods discussed in the Plan. This ADT represents a medium LOS D.)

Stated Goals: This section is anticipated to reach the 15,000 ADT threshold towards the end of the year 2020 planning horizon. Presently, development along this portion is limited with few accesses. Therefore, the two-lane section will be adequate with the addition of left turn lanes at necessary intersections. A multi-use pathway will be added to this corridor.

Discussion: As this section of road has limited accesses, it will not require a two-way-left-turn lane. It is important that the County, WYDOT, and local property owners work together to limit the location and number of future accesses.

Project Status: This portion of WY 390 is not included in the Fiscal Year 2000 WYDOT STIP. Therefore, no specific dates have been identified at this time for the planning, design, and construction process.

North Snake River Crossing

Constructing a new east - west crossing of the Snake River north of the Town of Jackson was evaluated during the Transportation Planning Process as a means of improving redundancy in the Teton County transportation network. The effects of this new corridor were examined by use of the modeling process. A roadway linkage was established in the model between Gros Ventre Junction on US 26, 89 north of the Town of Jackson and WY 390 approximately 1.3 miles south of Teton Village.

After analyzing the effects of this crossing on projected traffic volumes and considering other impacts related to costs, health and safety, community character, wildlife, the option to include a North Snake River crossing was removed from this Chapter (for more information, see the Technical Appendix.)

Y-Intersection

A series of traffic studies have been prepared for the Y-Intersection, including a study in 1997 for the Albertson's Store. The projected traffic using this intersection is anticipated to be extremely heavy. As such, this plan recommends that a detailed analysis of this intersection be performed utilizing the traffic projections from this planning process to determine the functionality of this intersection for all modes during the life of this plan.

West Broadway (US 26, 89, 191) from the Y-intersection to the 5-Way intersection (Pearl Ave.)

Traffic Volumes and LOS:

1996 ADT (July)	40,300	(The intersections along this corridor control the LOS.)
2020 ADT (July)	62,200	(If traffic volumes are not mitigated.)

2020 ADT (July)	55,800	(This represents the goal ADT. It will be reached using all of the strategies discussed in the plan.)

Stated Goal: If congestion reaches projected levels, continuous left turns may be prohibited and right-of-way would be required to add travel lanes, bike lanes, and sidewalks.

Discussion: The street is presently a hostile environment for bicycles and pedestrians. The Town should continue to work with WYDOT to improve this environment as is being done between the 5-Way and Jackson Street. In addition, the signalized intersections along this corridor (the Y-Intersection, Scott Lane, and the 5-Way) will control the LOS of this section of roadway and will require careful evaluation and signal timing adjustments.

West Broadway from the 5-way to N. Cache, North to the Town Limits (US 26, 89, 191)

Traffic Volumes and LOS:

1996 ADT (July)	15,700	(The intersections along this corridor control the LOS.)
2020 ADT (July)	24,400	(If traffic volumes are not mitigated.)
2020 ADT (July)	21,600	(This represents the goal ADT. It will be reached using all of the strategies discussed in the plan.)

Stated Goal: The Jackson Hole Community Pathways Department conducted a study on the section of West Broadway between the 5-way intersection (Pearl Avenue) and Jackson Street in June 1999. This study involved a 4-day workshop with stakeholders to analyze alternatives. The preferred alternative consisted of a 4-lane section (2 through lanes in each direction), a center planted median with left turn bays, bike lane, and curb, gutter, and sidewalk. This project presently exceeds available funding, and alternative sources are being considered.

The remainder of this section of West Broadway and North Cache bisects the downtown core. The Downtown Core Study will be conducted to analyze alternatives for maintaining traffic flows through Town while maintaining and enhancing the pedestrian experience in this area.

US 26, 89, 191 from the Town Limits North to the Grand Teton National Park Boundary

Traffic Volumes and LOS:

1996 ADT (July)	15,900	(This is the actual count of 1996. It represents a low to mid LOS E.)
2020 ADT (July)	27,000	(If traffic volumes are not mitigated, the LOS will move to a mid F.)
2020 ADT (July)	22,800	(This represents the goal ADT. It will be reached using all of the strategies discussed in the plan. This ADT represents a high LOS F.)

Stated Goal: This roadway currently exceeds the typical threshold of 15,000 ADT to construct a multi-lane roadway. The existing 2-lane section will be maintained with the existing passing lanes. Additional left-turn lanes will be added. Additional Elk Refuge viewing pullouts

should be added. A multi-use pathway will be integrated into this transportation corridor, including planning and design, to encourage bicycle and pedestrian travel as funding is available. It is anticipated that federal transportation funds will be the primary source of pathways funding. However, state, local and private funds may also be used if it is appropriate to do so.

Discussion: Extenuating circumstances include the fact that this is a short segment of highway with constrictions at each end (Town to the south and Grand Teton National Park to the north). In addition, high frequencies of wildlife on the road are a concern. It is acknowledged that the 2020 projections for this roadway will be high even if the alternative modes and land use strategies are implemented and successful. The character, length, limited accesses, and wildlife concerns all need to be considered when evaluating this section. Furthermore, a multi-use pathway should be integrated into this highway segment to encourage pedestrian and bicycle movement between the Town and Grand Teton National Park.

Spring Gulch Road

Traffic Volumes and LOS:

1996 ADT (July)	2,200	(This is the actual count of 1996. It represents a low to mid LOS B.
2020 ADT (July)	3,500	(This represents the projected traffic on this roadway. This ADT represents a mid LOS C).
2020 ADT (July)	3,200	(This represents the goal ADT. It will be reached using all of the methods discussed in the plan. This ADT represents a mid LOS C.)

Stated Goal: Preserve the right of way. Preserve the existing character of the road. Roadway upgrades are not recommended at this time.

Discussion: The location of the road and right-of-way acquisition to accommodate a standard roadway section must be considered in any future development of this area. A multi-use pathway should be considered as well. The needs for upgrading this road are not immediate and will be dependent on how this road is used in the future.

Maple Way to Snow King Corridor

Traffic Volumes and LOS:

1996 ADT (July)	7,400	(This is the actual count of 1996. It represents a low to mid LOS B.)
2020 ADT (July)	14,700	(This represents the projected traffic on this roadway. This represents a mid LOS E.)
2020 ADT (July)	13,000	(This represents the goal ADT. It will be reached using all of the strategies discussed in the plan. This ADT represents a low LOS D.)

Stated Goal: This corridor provides the only full-length redundancy to West Broadway and should be identified as a primary route in the Town's new classification system. As such, the reconfiguration of Maple Way to Snow King Avenue that removes the jog in the vicinity of Scott Lane should be constructed, and the traffic control (i.e., stop signs) along this corridor modified to that appropriate for a primary route. The reconfiguration should consider the needs of bicyclists and pedestrians, as this corridor is heavily traveled by these modes.

Discussion: As the only full-length redundant route to West Broadway, this corridor is at risk of having exceptionally heavy traffic as West Broadway becomes more congested. Provisions to accommodate this traffic as well as the heavy bicycle and pedestrian traffic will need to be considered.

High School Road

Traffic Volumes and LOS:

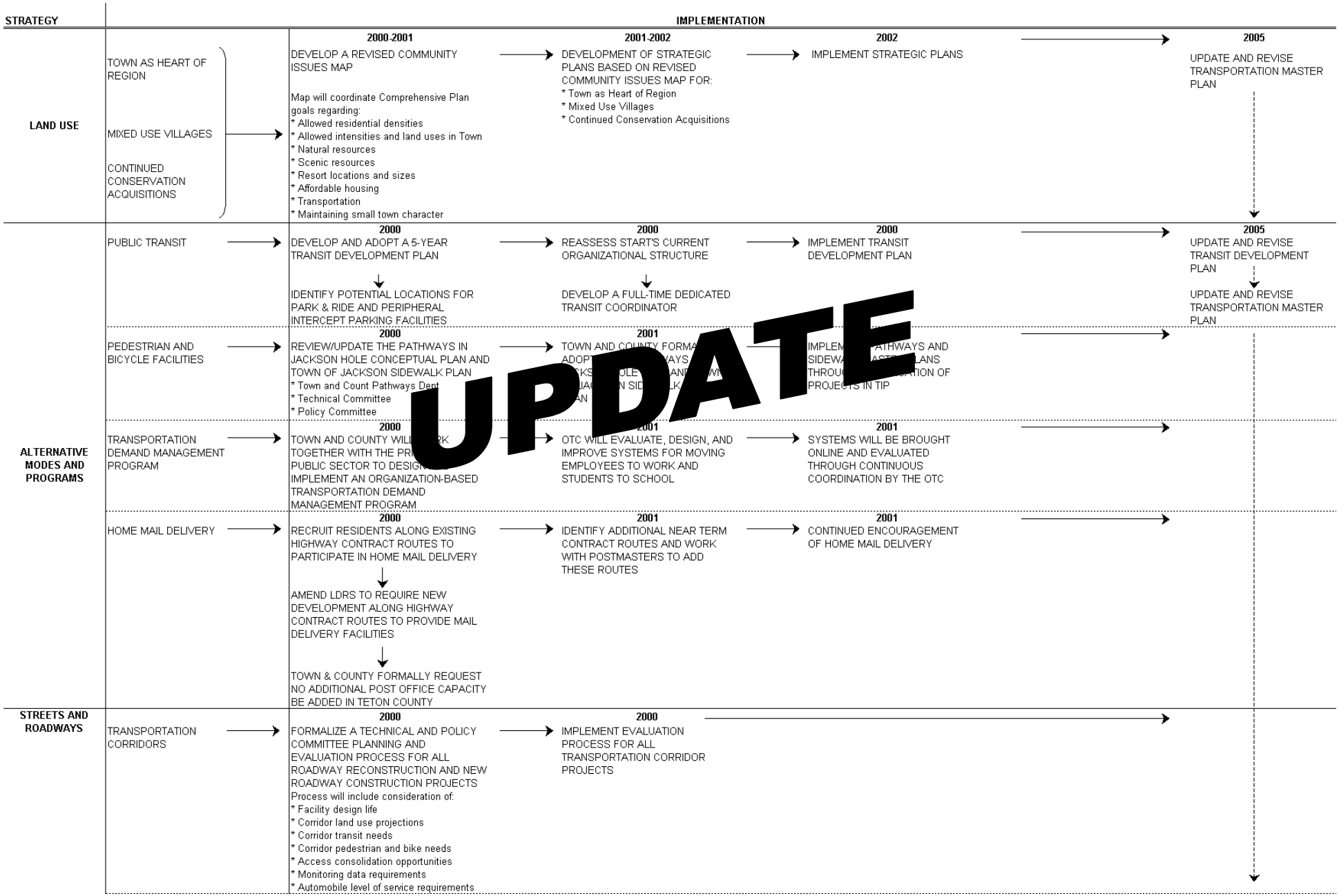
1996 ADT (July)	5,300	(This is the actual count of 1996. It represents a mid LOS B.)
2020 ADT (July)	11,000	(This represents the projected traffic on this roadway. This represents a low LOS D.)
2020 ADT (July)	6,100	(This represents the goal ADT. It will be reached using all of the strategies discussed in the plan. This ADT represents a low LOS C.)

Stated Goal: Based on existing development, High School Road will remain two lanes. However, the intersection with US 26, 89, 191 should be reconfigured to allow two left-turn lanes from High School Road to northbound US 26, 89, 191. The implementation of this project should be coordinated with any development that occurs at the intersection.

Discussion: Future development potential, including re-zoning considerations could significantly increase traffic. Any development which occurs adjacent to this roadway segment should be required to dedicate right-of-way along High School Road to facilitate future transportation needs.

South Park Loop Road (Reserved)

Stated Goal: This roadway segment will be analyzed in detail as part of the up-date to the Community Issues Map and any annexation proposals to determine its roadway requirements.


STRATEGY
IMPLEMENTATION
2000-2001
2001-2002
2002
2005
LAND USE
TOWN AS HEART OF REGION
MIXED USE VILLAGES
CONTINUED CONSERVATION ACQUISITIONS
DEVELOP A REVISED COMMUNITY ISSUES MAP
Map will coordinate Comprehensive Plan goals regarding:
* Allowed residential densities
* Allowed intensities and land uses in Town
* Natural resources
* Scenic resources
* Resort locations and sizes
* Affordable housing
* Transportation
* Maintaining small town character
DEVELOPMENT OF STRATEGIC PLANS BASED ON REVISED COMMUNITY ISSUES MAP FOR:
* Town as Heart of Region
* Mixed Use Villages
* Continued Conservation Acquisitions
IMPLEMENT STRATEGIC PLANS
UPDATE AND REVISE TRANSPORTATION MASTER PLAN
ALTERNATIVE MODES AND PROGRAMS
PUBLIC TRANSIT
2000
DEVELOP AND ADOPT A 5-YEAR TRANSIT DEVELOPMENT PLAN
IDENTIFY POTENTIAL LOCATIONS FOR PARK & RIDE AND PERIPHERAL INTERCEPT PARKING FACILITIES
2000
REASSESS START'S CURRENT ORGANIZATIONAL STRUCTURE
DEVELOP A FULL-TIME DEDICATED TRANSIT COORDINATOR
2000
IMPLEMENT TRANSIT DEVELOPMENT PLAN
2005
UPDATE AND REVISE TRANSIT DEVELOPMENT PLAN
UPDATE AND REVISE TRANSPORTATION MASTER PLAN
PEDESTRIAN AND BICYCLE FACILITIES
2000
REVIEW/UPDATE THE PATHWAYS IN JACKSON HOLE CONCEPTUAL PLAN AND TOWN OF JACKSON SIDEWALK PLAN
* Town and Count Pathways Dept
* Technical Committee
* Policy Committee
2001
TOWN AND COUNTY FORMA
ADOPT
IMPLEM ATHWAYS AND SIDEWA LANS THROU TION OF PROJECTS IN TIP
TRANSPORTATION DEMAND MANAGEMENT PROGRAM
2000
TOWN AND COUNTY WILL WORK TOGETHER WITH THE PR PUBLIC SECTOR TO DESIGN IMPLEMENT AN ORGANIZATION-BASED TRANSPORTATION DEMAND MANAGEMENT PROGRAM
2001
OTC WILL EVALUATE, DESIGN, AND IMPROVE SYSTEMS FOR MOVING EMPLOYEES TO WORK AND STUDENTS TO SCHOOL
2001
SYSTEMS WILL BE BROUGHT ONLINE AND EVALUATED THROUGH CONTINUOUS COORDINATION BY THE OTC
HOME MAIL DELIVERY
2000
RECRUIT RESIDENTS ALONG EXISTING HIGHWAY CONTRACT ROUTES TO PARTICIPATE IN HOME MAIL DELIVERY
AMEND LDRS TO REQUIRE NEW DEVELOPMENT ALONG HIGHWAY CONTRACT ROUTES TO PROVIDE MAIL DELIVERY FACILITIES
TOWN & COUNTY FORMALLY REQUEST NO ADDITIONAL POST OFFICE CAPACITY BE ADDED IN TETON COUNTY
2001
IDENTIFY ADDITIONAL NEAR TERM CONTRACT ROUTES AND WORK WITH POSTMASTERS TO ADD THESE ROUTES
2001
CONTINUED ENCOURAGEMENT OF HOME MAIL DELIVERY
STREETS AND ROADWAYS
TRANSPORTATION CORRIDORS
2000
FORMALIZE A TECHNICAL AND POLICY COMMITTEE PLANNING AND EVALUATION PROCESS FOR ALL ROADWAY RECONSTRUCTION AND NEW ROADWAY CONSTRUCTION PROJECTS
Process will include consideration of:
* Facility design life
* Corridor land use projections
* Corridor transit needs
* Corridor pedestrian and bike needs
* Access consolidation opportunities
* Monitoring data requirements
* Automobile level of service requirements
2000
IMPLEMENT EVALUATION PROCESS FOR ALL TRANSPORTATION CORRIDOR PROJECTS

JACKSON HOLE TRANSPORTATION PLANNING PROCESS TIMELINE

STRATEGY	IMPLEMENTATION					
STREETS AND ROADWAYS	TOWN STREETS FUNCTIONAL CLASSIFICATION AND STANDARDS	**1999** DEVELOP CLASSIFICATIONS MADE UP OF TWO COMPONENTS: FUNCTION AND CHARACTER	**2000** PREPARE TYPICAL STANDARDS FOR EACH FUNCTIONAL/ CHARACTER CLASSIFICATION AND PRESENT FOR ADOPTION BY TOWN	**2001** PREPARE REVISIONS TO DIVISION 4700 TRANSPORTATION FACILITIES TO ACHIEVE CONSISTENCY BETWEEN DIVISION 4700 AND ADOPTED TYPICAL STREET STANDARDS	**2001** → APPLY REVISED STANDARDS TO ALL IMPROVEMENT PROJECTS ON TOWN STREETS	**2005** UPDATE AND REVISE TRANSPORTATION MASTER PLAN
	DOWNTOWN CORE STUDY	**2000-2001** PREPARE A DOWNTOWN CORE STUDY Study will include: * Definition of Downtown Core limits * A set of alternative roadway designs for the downtown core * Bicycle and pedestrians needs * Coordinate with other Chapter 8 strategies and community projects	**2001** IMPLEMENT RECOMMENDATIONS OF DOWNTOWN CORE STUDY BY IDENTIFYING PROJECTS IN TIP			
	COUNTY ROAD JURISDICTION, CLASSIFICATION, AND STANDARDS	**COMPLETE** ESTABLISH CRITERIA TO DEFINE A COUNTY JURISDICTIONAL ROAD	**COMPLETE** COMPREHENSIVE REVIEW OF COUNTY ROADWAY NETWORK FOR CONFORMANCY TO CRITERIA	**2000** PREPARE PHASING PROGRAM FOR ADDING AND REMOVING COUNTY ROADS	**2000** → BEGIN PROCESS OF ADDING AND REMOVING COUNTY ROADS THROUGH COUNTY APPROVAL PROCESS	
	ACCESS CONTROL PLAN	**2000** DEVELOP AND ADOPT A TETON COUNTY ACCESS CONTROL PLAN The plan will consider: * Appropriate frequency for accesses on the roadway network based on roadway classification and character * Identify specific segments of roadway where consolidation is necessary * Identify mechanisms and incentives for working with property owners to consolidate accesses * Necessary amendments to the LDRs	**2001** CONDUCT WORKSHOPS WITH PROPERTY OWNERS ALONG IDENTIFIED CORRIDORS TO IDENTIFY CONSOLIDATION OPPORTUNITIES			
FUNDING STRATEGIES	FUNDING STRATEGIES	**1999** BY ADOPTION OF CHAPTER 8, TOWN AND COUNTY COMMIT TO PROVIDING GENERAL FUND APPROPRIATIONS TO THIS CHAPTER	**2000** DEVELOP FUNDING MECHANISMS Identify funding sources from: * General fund appropriations * State and federal funds * Private sector participation * Tourism-based revenue sources * Districts and transportation authorities * Impact fees	→	→	
ADMINISTRATIVE STRATEGIES	POLICY AND TECHNICAL COMMITTEES	**1999** FORMALIZE TECHNICAL AND POLICY COMMITTEES	**2000** PROVIDE COORDINATING FUNCTION THAT ENSURES THAT THE DEVELOPMENT OF ALL TRANSPORTATION SYSTEMS AND INFRASTRUCTURE OCCUR IN ACCORDANCE WITH THIS PLAN	→	→	
	TRANSPORTATION IMPROVEMENT PROGRAM	**1999** COUNTY ENGINEER BEGIN PREPARING TIP FOR ROAD AND BRIDGE PROJECTS	**2000** TECHNICAL COMMITTEE ASSEMBLE AND COORDINATE 5-YEAR TIP BASED ON TOWN AND COUNTY DEPARTMENT IMPROVEMENT PROGRAMS	**2000** POLICY COMMITTEE REVIEW AND APPROVE	**2001** → TECHNICAL COMMITTEE UPDATE AND REVISE ANNUALLY FOR POLICY COMMITTEE APPROVAL	
	MONITORING PROGRAM	**2000** TOWN, COUNTY, AND WYDOT BEGIN CONSISTENT MONITORING PROGRAM Monitoring data should include: * Permanent traffic counts * Biennial July ADTs * Transit ridership * Parking data * Land development * Resort TDM monitoring	→	→	→	