

## OVERALL DIRECTION

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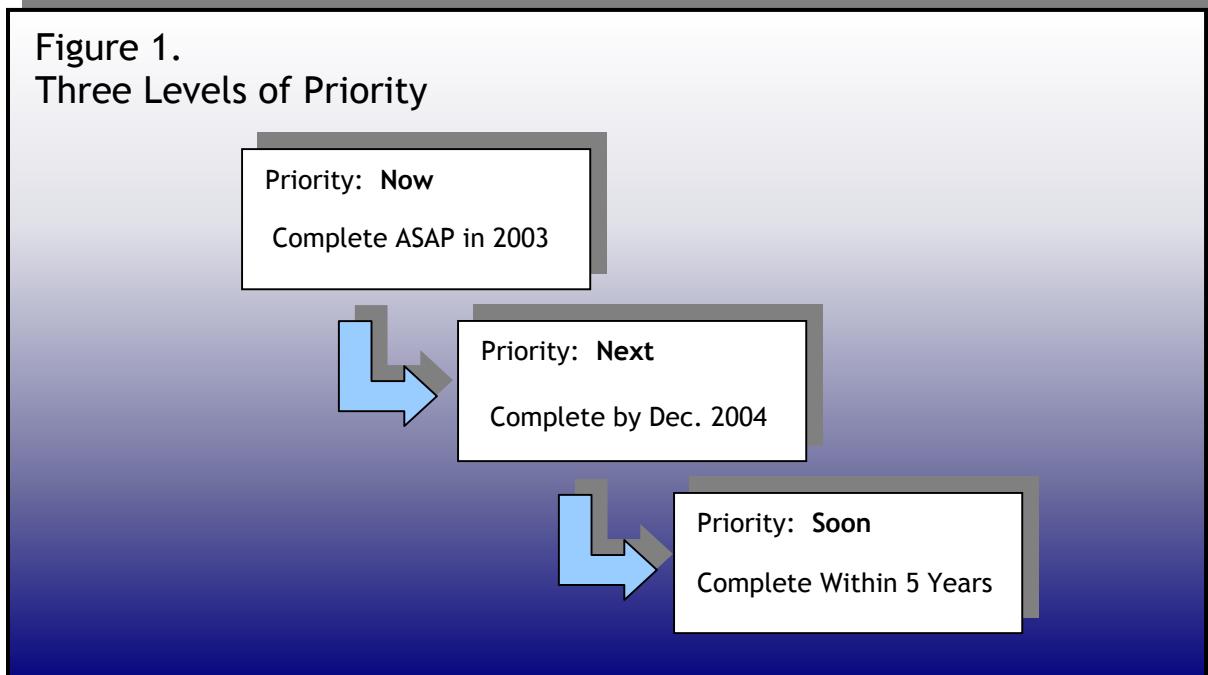
### OBJECTIVES:

1. Design the downtown transportation program to support the goals and objectives set forth in Chapter 8 of the Comprehensive Plan.
2. Create a rational, stable, long-term parking system in downtown that supports the Town's objectives for "Town as Heart" of the region. The parking system should provide "enough" parking, but not "too much" parking and the system should be designed to strike that balance.
3. Encourage redevelopment and infill projects in downtown by simplifying the project development process and by supporting strategic approaches to meeting parking demand.
4. Manage traffic circulation through a balanced approach that responds to needs but recognizes the inherently "busy" nature of streets in successful downtowns.
5. Apply enforcement and management strategies that support broader transportation and land use objectives.
6. Prioritize the pedestrian environment over other objectives.



## PRIORITIZATION OF ACTIONS

**Figure 1.**  
**Three Levels of Priority**



Each of the major initiatives is set forth in a separate section below. For each initiative, an approach is described along with specific actions. The actions are prioritized according the scheme shown in Figure 1.

The Town has limited resources (money, staff, time) and cannot tackle every issue at once. Priorities are designed to enable Council to make aggressive progress on downtown transportation issues, but to do so within a feasible level of effort and emphasis.

A summary of "Now" priority actions is provided on the next page.



## SUMMARY OF "NOW" ACTIONS

### **TUNE UP ENFORCEMENT**

Establish new parking time limit zones. Establish three parking enforcement seasons for downtown. Set summer, ski season and shoulder enforcement staffing levels.

### **ENSURE LONG TERM SUPPLY**

Maximize on-street parking. Identify and work to preserve future parking sites. Explore potential for a partnership with CCA. Develop federal funding for the MAC parking structure.

### **REVISE DEVELOPMENT PARKING STANDARDS**

Revise LDRs to provide a shared parking credit, allow a credit for public street frontage, revise on-site percentage requirements, eliminate credit for prior existing uses, and set the parking requirement for residential land uses.

### **REVISE FEE IN LIEU PROGRAM**

Revise LDRs to set a new fee schedule, clarify that the developer does not "own" spaces, and allow people to pay fees into the FIL system and "bank" FIL space equivalents.

### **SET ASIDE EMPLOYEE PARKING**

Initiate a paid parking permit program, set the first year fees and designate one of the town lots as the initial permit parking facility. Sell parking permits (window stickers) to employers and employees. Establish a fines. Build on the commuter TDM program.

### **REORGANIZE PARKING FINANCE STRUCTURE**

Create a Downtown Parking Enterprise Fund with Capital and Operations accounts. Establish an annual report of the Downtown Parking Enterprise Fund due in April of each year.

### **RELY ON TRANSIT**

Work with START to implement an employee "EcoPass" program and to initiate and expand commuter transit routes in accordance with their Transit Development Plan.

### **INVEST IN PEDESTRIANS**

Improve and maintain crosswalks, develop sidewalks along Pearl, and make improvements called for in Pearl corridor plan. Develop pedestrian spine along Center, keeping street open to traffic. Work with WyDOT to implement improvements in the West Broadway corridor plan.

### **CREATE DOWNTOWN PARKING ADVISORY COMMITTEE**

Establish a Downtown Parking Advisory Committee. Work through Town staff to implement priorities and policy initiatives of the DPAC with oversight from Council.



## TUNE UP ENFORCEMENT

### PRIORITY

### APPROACH

An enforcement tune up is needed to ensure on-street parking is not consumed by commuters, and to promote the viability of future investments in parking structures. Enforcement should be fair and tight, but friendly to visitors (first time offenders).

### ACTIONS

NOW

1. Establish new parking time limit zones (see map appendix):
  - 15-minute spaces in a small number of selected on-street locations.
  - 2-hour zones on-street and in off-street lots in the core area.
  - 4-hour zones on-street outside the core.
  - No time limits on-street in peripheral areas.
2. Establish two parking enforcement seasons for downtown: summer (June 1 - September 30), the rest of the year.
3. Adjust on-street signage promptly at season change to ensure fair notice to parkers.
4. Set summer enforcement staffing sufficient to provide two enforcement officers on the street continuously from 9AM to 8PM 7 days a week. Provide periodic enforcement throughout the rest of the year as warranted.
5. Deploy hand-held computers for ticketing of parking offenses, linked daily to a database allowing tracking of license plates. Acquire three computers, two in service and one reserve.
6. Revise the parking fine schedule: No fine for first time offenders; escalating fines for repeat offenders and scofflaws.
7. Implement a zonal system for parking overtime enforcement.
8. Set ski season enforcement staffing at levels sufficient to provide one officer on the street from 9AM to 7PM.

NEXT

SOON



## TUNE UP ENFORCEMENT - DISCUSSION & ADDITIONAL INFORMATION

Downtown Jackson faces many of the same issues as all downtowns, including the need to protect on-street parking supply for customers during peak seasons. The principal challenge is avoiding the occupation of premium on-street parking by employees.

This is not an issue of "the business community" vs. the public. It is clearly in the Town's (read: everyone's) best interests to that ensure on-street parking is available for customers. Of course, the Town must also provide safe convenient ways for employees to get to work, an issue also addressed by these recommendations.

"Local" plates were tracked during the field study in July. (A local plate could be a commuter - a downtown employee - or a local resident shopping or doing business downtown.) The study determined that local plates are a significant presence in on-street spaces throughout downtown.

While local plate durations are not longer, on average, than visitor durations, this is largely because commuters move their cars to avoid overtime tickets. Thus, preventing use of parking by employee cars requires three program elements: parking time restrictions, a zonal approach to time limits, and effective enforcement of those restrictions. Time restrictions have the benefit that they allow local use of downtown parking for the same purposes as visitors and tourists - shopping, eating, etc. At the same time they prevent (or discourage) use of on-street parking supply for all-day storage of commuters' cars. The zonal system addresses the problem of employees moving their cars to avoid tickets (rampant today). To avoid a ticket, the employee must move the car into another zone, thus negating most of the original incentive to park in front of their building.

Today there are two busy parking seasons in downtown: summer (June through September), and ski season (January through March), with occasional busy days in December around Christmas. However, parking demand currently approaches supply only during the summer, so this study is recommending the Town initially establish two parking enforcement seasons: **summer and the rest of the year**. In the future, three parking seasons will be needed as growth in winter bed base continues: **summer, ski season and the rest of the year**.

There also a couple of related issues be addressed in making the enforcement system functional and fair. The first is dealing with "scofflaws" - repeat offenders who treat parking tickets as just the cost of doing business. The second is the negative effect that parking tickets issued to visitors can have on the Town's image as a desirable destination. Both of these issues can be addressed through careful ticket pricing.

Parking scofflaws are a problem in every community. The most effective way to deal with them is to have an escalating fine schedule where the tenth (or twentieth) ticket received during a set period of time is more expensive than the first. Eventually, the cost is too high and the scofflaw will find a better parking solution.

A similar approach can help with the visitor perception problem. By making the first ticket free, many visitors will avoid a fine - in part because they will learn that there are parking time limits in downtown and they are enforced, and in part because they are only in town briefly. Issuing a friendly (perhaps even humorous), advisory ticket on first offense can help preserve return business for the Town. Creating the ability to do this requires the use of handheld computers for ticketing so that license plates can be recognized at the point of ticket issuance. Database workarounds are available to resolve issues related to rental car companies and other practical enforcement details.



## ENSURE LONG TERM SUPPLY

### PRIORITY

### APPROACH

There is not a shortage of parking supply in downtown today. During peak mid-summer afternoons, parking spaces in core areas are 100% occupied, while at least 500 spaces remain available in peripheral areas.

However, Jackson cannot rely on remaining reservoirs of peripheral parking to support redevelopment in the core. Also, the Town must maximize availability of on-street parking supply and ensure on-street parking is available for visitors and shoppers.

Future parking needs should be met with several well-placed, well-timed smaller garages rather than one large structure. Up 1,200 new spaces would be needed to support non-residential development. Another 1,300 could be associated with future residential projects.

### ACTIONS

NOW

1. Set policy to maximize on-street parking by reducing size of red zones and by making other design adjustments (consistent with minimum safety requirements).
2. Identify four or five alternative future parking structure sites, with geographic representation.
3. Identify and seek out potential sites for interim surface parking lots and work with site owners to establish public parking arrangements.
4. Begin working on the measures and partnerships required to preserve the alternative future parking structure sites.
5. Explore the potential for a partnership with Community Center for the Arts to resolve their parking needs and provide a jump-start for downtown parking supply additions.
6. Develop federal transportation funding sources for the MAC site parking structure.



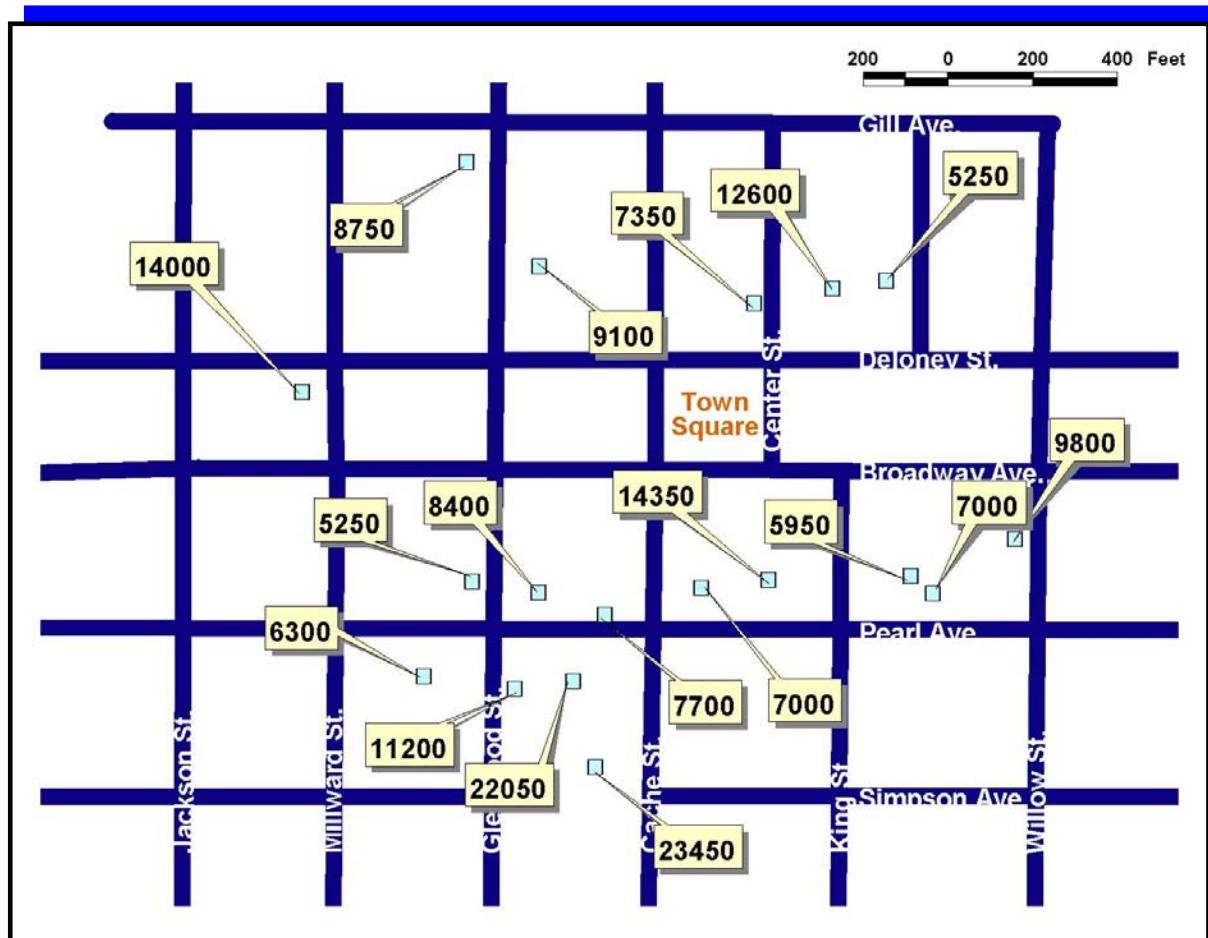
## ENSURE LONG TERM SUPPLY - DISCUSSION & ADDITIONAL INFORMATION

### Availability of Parking Spaces At Peak Times - July, 2002

	Thursday 2 PM	Saturday Noon
Town Square	0	0
Northwest	78	29
Northeast	139	201
Southwest	138	171
Southeast	204	353
<b>TOTAL</b>	<b>559</b>	<b>754</b>

It is important for the Town to keep in mind that, in addition to parking required in support of future redevelopment and infill, another 500 or so spaces could be lost because the current off-street parking supply is where some of the future projects will occur.

### CURRENT SURFACE PARKING ON "BUILDABLE LOTS" (530 SPACES)



## REVISE DEVELOPMENT PARKING STANDARDS

### PRIORITY

### APPROACH

The town's existing parking ordinance should remain unchanged. However, a "downtown special parking area" (DSP) should be established (map in appendix) as an overlay of provisions applicable only with the DSPA. This avoids the need to make parking ordinance changes town-wide with issues unrelated to downtown development.

### ACTIONS

Amend the LDRs, creating the DSPA and making the following provisions applicable for all development projects within the DSPA:

1. Provide a shared parking credit equal to 25% of the calculated parking demand for commercial land uses (not including residential, lodging, etc.).
2. Allow a credit equal to 4 spaces for each 50 lineal feet of public street frontage, less lineal footage of curb breaks for driveways.
3. Eliminate the on-site percentage requirement for commercial (non-residential, non-lodging) projects of less than 25,000 square feet. For commercial projects of more than 25,000 square feet, require at least 25% of the parking requirement to be met on site.
4. Require developers to fulfill any remaining parking requirements off-site either through the fee in lieu program or through ownership of other parking within 500 feet radius measured along a straight line from the center of the primary street frontage of the project.
5. Eliminate the credit for uses existing prior to the date of adoption of these recommendations.
6. Set the parking requirement for residential land uses at 1.5 spaces per thousand square feet:
  - a. with a minimum of one space per unit,
  - b. with a maximum of three spaces per unit,
  - c. with at least one space per unit to be provided on-site, off-street.
7. Set a minimum on-site bicycle parking requirement equal to 1 bicycle parking space per every ten vehicle spaces required (10%). Details of bicycle parking location and design should be worked out at the site plan stage.

NOW



## REVISE DEVELOPMENT PARKING STANDARDS - DISCUSSION & ADDITIONAL INFORMATION

The principal shared parking opportunities in downtown Jackson are:

- Sharing between various retail, restaurant, bar and entertainment land uses associated with "internal capture" - essentially people making multiple storefront visits from one parked vehicle; and,
- Sharing between downtown office employment and the various retail, restaurant, bar and entertainment land uses - mid-day trips, incidental shopping, lunch, etc. requiring no parking space.

Treating office uses in the same category as other "commercial" uses - retail, restaurant, bar, movie theater, etc. - allows the Town to avoid having to monitor and enforce parking requirements as site uses change (e.g., office space is converted to retail space, or vice versa.). It also takes account of shared use details, such as the fact that while overall calculated generation rates for certain uses (restaurant or bar) are relatively high, these uses also exhibit more shared parking.

Neither lodging nor residential uses represent good shared parking opportunities. Parking associated with lodging exhibits continuing occupancy during the day (especially close to downtown) and begins to approach its peak fairly early in the evening during peak summer season. Thus, peak lodging park demand occurs at some of the same hours that peak retail, restaurant and other commercial uses are at or near their peaks. Residential uses in downtown do not empty out completely during the day and in many cases would reach high occupancy levels during times when other downtown uses would still be fairly full. Also, residential parking conflicts can be especially rancorous and are best avoided in the interests of the overall system.

The table below compares minimum parking requirements of the current ordinance with demand observed in July, 2002 and with the proposed downtown overlay. Residential demand is calculated at 1.5 spaces/thousand square feet in each column. The "Proposed Ordinance" column uses the recommended 25% shared parking reduction for commercial space. Lodging is not included.

COMPARISON OF MINIMUM PROJECT PARKING REQUIREMENTS (Fregonese Scenario)			
Land Use	Current Ordinance	Observed Demand (July 2002)	Proposed Ordinance
Commercial	1,703	924	1,277
Residential	1,308	NA	1,308
<b>TOTAL</b>	<b>3,011</b>	<b>2,232</b>	<b>2,585</b>

These recommendations are based on demand observed during July, 2002, and thus reflect low transit and bicycle mode shares. The regional transportation plan calls for substantial increases in non-auto mode share that, if achieved, could reduce parking demand in downtown. The Town should continue to monitor mode share and travel behavior with an eye to the possibility of further reducing parking requirements based on progress on this front. For now, bicycle parking requirements should be implemented as a step toward achieving the planned mode shifts.



Future development in downtown Jackson will take the form of redevelopment or infill projects. In both cases, many projects will be rendered infeasible if they are required to provide all of their parking supply on site. In particular, such a requirement would basically prohibit most smaller projects. Not only is there no need to require all parking on site for small projects, it is not in the Town's interest to have surface or structure parking on every parcel in the downtown. This would detract from good urban design and would inhibit economic synergy between adjacent land uses.

At the same time, it will not be in the Town's interests to have a large, super-garage concentrating parking and traffic at a singular location and creating a large "negative space." Rather, future off-street parking supply should be scattered in at least three or four separate locations around the downtown. These can be built over time as demand grows.

The figure below shows how four hypothetical parking locations would lie within 1,000 feet (measured along a straight line radius) of most of the downtown area. Thus, the proposed requirement that off-site parking be provided within 1,000 feet of each project would allow a fairly small number of public (or private) parking projects to meet the needs of most future development.

A distance of 1,000 feet represents about a 4 to 5 minute walk time for most people. While this is further than some are willing to walk in downtown today, it is a modest walk distance, well within typical "willingness to walk" range for cities and towns throughout North America. Commuters and downtown residents will be more willing to utilize such off-street parking sites than shoppers and visitors. However, some visitor use of certain sites would be possible and could be encouraged. Ultimately, the data generated by this study shows that most or all customer parking demand can be met on-street if commuter and downtown resident vehicles can be parked elsewhere.

## EFFECT OF 1,000 FOOT OFF-SITE REQUIREMENT



## REVISE FEE IN LIEU PROGRAM

### PRIORITY

### APPROACH

To ensure financial viability of the fee in lieu program, the fee schedule should be modified to be closer to the true cost of new parking, most which is assumed to be structured parking in the future.

The schedule should reflect realities of relationship between project size and feasibility, and parking fees by continuing the practice of setting fees for small projects lower. However, the schedule should reach full cost level earlier than the current table.

### ACTIONS

1. Revise the LDRs to set a new fee schedule, applicable within the Downtown Special Parking Area:

Number of FIL Spaces to be Purchased	Cost per FIL Space
1 <sup>st</sup> through 5 <sup>th</sup>	\$5,500
6 <sup>th</sup> through 10 <sup>th</sup>	\$11,000
11 <sup>th</sup> through 20 <sup>th</sup>	\$15,000
21 <sup>st</sup> and more	\$17,000

NOW

2. Revise the LDRs to clarify that the developer who pays FIL fees has paid an impact fee to a parking utility and does not "own" the spaces for which fees were paid. However, future redevelopments of sites for which FIL payments were once made should be entitled to credit for that number of spaces in calculation of new parking requirements.

3. Revise LDRs to allow people to pay fees into the FIL system and "bank" the right to FIL space equivalents for future use at the current price. Credits for these payments should run with land ownership and be fully transferable, but not refundable.

NEXT

4. Revisit and revise FIL fee schedule annually in April to reflect actual project costs.



## REVISE FEE IN LIEU PROGRAM - DISCUSSION & ADDITIONAL INFORMATION

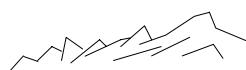
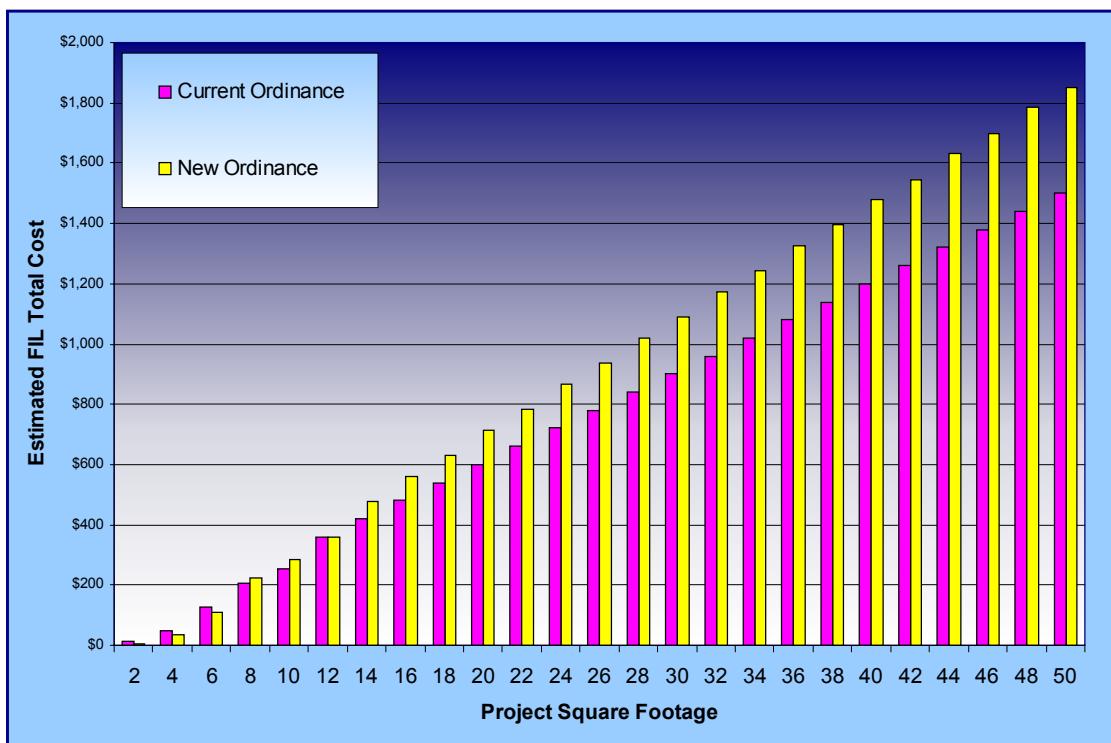
The proposed fee in lieu pricing would increase the cost per space across the board, to be more in line with the current estimated actual cost of structured parking (\$17,000). At the same time, the fee structure will be a little less complicated than the one in current ordinance (below).

CURRENT FEE IN LIEU COST	
Number of FIL Spaces Purchased	Cost Per Space
Up to 4	\$1,000
Up to 10	\$2,500
Up to 20	\$4,000
Up to 30	\$7,000
Up to 40	\$8,500
41 and Over	\$10,000

With these changes, the total actual cost of fee in lieu spaces for most small projects would be less than today due to the effects of crediting street frontage and shared parking.

### COMPARISON: FEE IN LIEU COST FOR REPRESENTATIVE PROJECTS

Current Ordinance Vs. New Ordinance



## SET ASIDE PAID EMPLOYEE PARKING

### PRIORITY

### APPROACH

The Town should introduce a paid employee parking permit program for off-street public lots close to the core. This will serve as a precursor to future employee parking in garages and at the same time demonstrate concern for employee parking as the on-street enforcement tune-up takes effect. As part of this program the town should anticipate the need to maintain and manage a waiting list.

### ACTIONS

NOW

1. Initiate a paid parking permit program marketed to employers and their commuters. Permit revenue should be identified as intended for operations and maintenance of the downtown parking system.

2. Set the fee in the first year at:  
▪ \$30 per month - Jun, Jul, Aug  
▪ \$15 per month - Sep, Oct, Nov  
▪ \$25 per month - Dec, Jan, Feb, Mar  
▪ \$15 per month - Apr, May

3. Designate one of the town lots - either the lot south of Pearl or the lot west of Millward - as the initial permit parking facility. If demand warrants, designate both for permit parking.

4. Sell parking permits (window stickers) to employers and employees with monthly renewal. Monthly permits, once assigned to individuals, should not be transferable during that month.

5. Amend ordinances to establish a fine of \$25 per offense for parking in a permit lot with no sticker.

6. Build on the commuter TDM program and communicate with employees about transportation issues and opportunities, including transit, parking and parking enforcement.

7. Revise the fee schedule annually (in April) based on each year of experience.

NEXT



## SET ASIDE PAID EMPLOYEE PARKING - DISCUSSION & ADDITIONAL INFORMATION

Increasing enforcement of overtime parking will require addressing employee parking and other employee commute issues. Although it is important that premium, on-street parking not be occupied by commuters' vehicles, it is also important that the commuting needs of downtown employees be met.

During the July 2002 field surveys, 40% of all vehicles parked on street were there for one half hour or less. Locals and visitor vehicles appeared to follow similar parking trends.

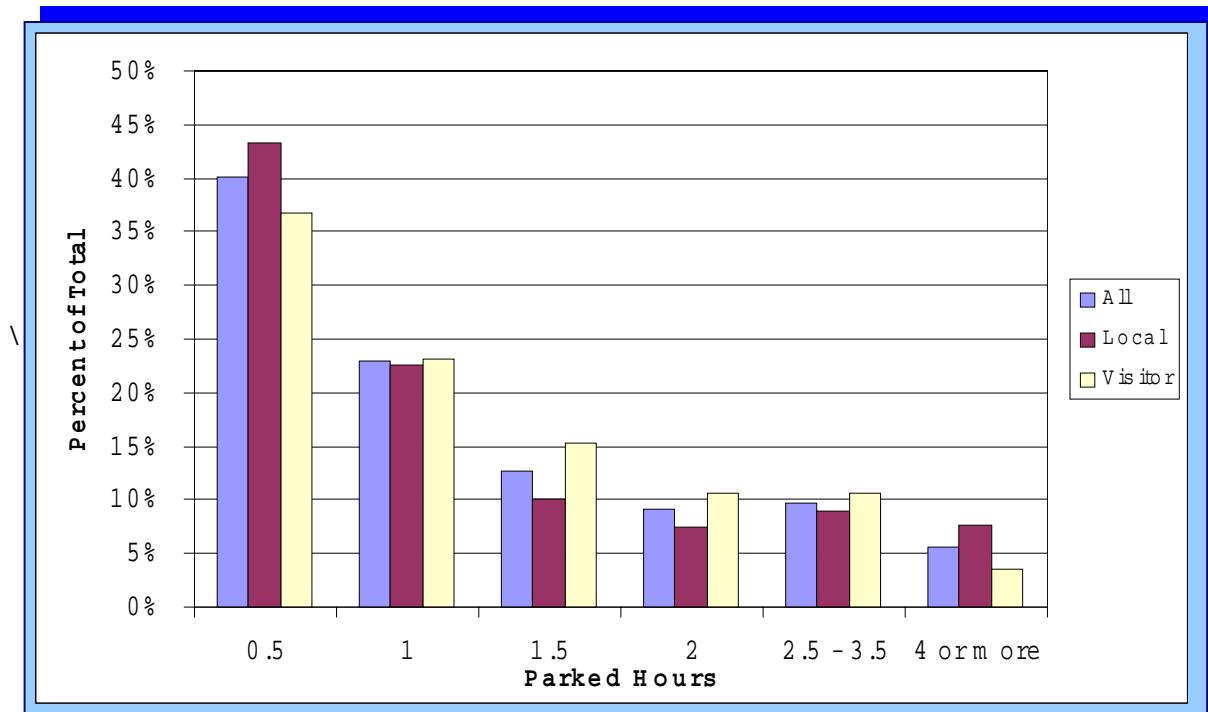
Of the vehicles parked on street for four hours or more:

- 372 were "local" vehicles; and,
- 374 were "visitor" vehicles.

This suggests a lower end estimate of the amount of employee parking required of at least 370 spaces. In fact, the actual need will be somewhat higher than this as the field surveys revealed people were moving their cars to avoid tickets based on chalked tires. These cars would be in addition to the 370 observed parked for longer than four hours. At the same time, some of the 370 vehicles were outside the core area where 2-hour or 4-hour parking is recommended and could thus continue to park on-street.

Thus the off-street parking supply recommended to go into a paid parking permit program would be much less than the likely demand - at least with the recommended enforcement. The Town should be able to sell all of the permitted spaces and then gauge the amount of additional demand.

## ON STREET PARKING DURATIONS July 2002



## REORGANIZE THE PARKING FINANCE STRUCTURE

### PRIORITY

### APPROACH

The Town should establish a Downtown Parking Enterprise Fund to organize and manage revenues and costs. This will increase accountability and gradually take downtown parking needs off of the general fund.

### ACTIONS

NOW

1. Create a Downtown Parking Enterprise Fund (within the Town's budget) that is directly associated with the DSPA.
2. Within the fund, maintain two separate accounts:
  - Capital account, including fee in lieu proceeds, appropriations, contributions, and other appropriate revenues;
  - Operations account, including parking permit fee revenues, appropriations and other appropriate revenues.
3. Make capital expenditures from the Capital Account, including costs of planning, designing and building off-street parking supply, costs of leasing off-street supply, and capital type costs resulting from joint ventures and partnerships.
4. Make operations and maintenance expenditures from the Operations Account, including cost of administering parking permit program and cost of maintaining off-street facilities. (Leave on-street maintenance costs in the public works program.)

NEXT

5. Establish an annual report of the Downtown Parking Enterprise Fund due in April of each year.
6. Allow short term loans of 6 months or less between the Capital and Operations Accounts if cash management requires.

SOON

7. Transfer funding of downtown parking enforcement to non-law enforcement staff funded out of the Enterprise Fund and assign all DSPA parking fine revenues - both on and off-street - to the Fund.



## POSTPONE ON-STREET PAID PARKING

### PRIORITY

### APPROACH

Eventually, the Town should implement paid parking for a portion of its on-street parking supply in downtown. This will become necessary to rationalize the overall downtown parking system and to support regional transportation objectives.

For the next several years, the Town should put in place the foundation of a long term parking supply, finance and management system. When the time comes, this foundation will make it easier to implement paid on-street parking.

### ACTIONS

NOW

1. Ensure the implementation of a downtown parking program anticipates and is designed to work with a future paid on-street parking system.
2. Implement paid parking on-street in downtown on specific block faces within the 15-minute and 2-hour parking zones.
3. Install block face meters for a "pay and display" system.
4. Lease "hang tag" meters to residents and sell time on these meters to the lessees.
5. Set parking rates and adjust parking permit fees and fine schedules to create a coherent system with no internal inconsistencies.
6. Deposit revenues from on-street paid parking into the Operations Account of the Downtown Parking Enterprise Fund and pay costs of enforcement and administration out of that Account.

SOON



## ESTABLISH MANAGEMENT SYSTEM FOR OFF-STREET PUBLIC PARKING SITES

### PRIORITY

### APPROACH

Eventually, as the Town establishes public parking garages, the paid employee parking permit program will begin to utilize some of those spaces. At the same time, the cost of maintaining the garages will be funded out of the Downtown Parking Enterprise Fund.

### ACTIONS BEFORE ON-STREET PAID PARKING

NEXT

1. As the first parking garage is being built, identify the number of spaces to be made available for permit holders. The number of reserved spaces should be set to meet, if possible, the current demand (including backlog) for employee parking permits, even if that consumes most of the spaces in the garage(s).
2. These spaces should be marked as "reserved" for use only by permit holders (window stickers) from 7AM to 6PM. All other spaces in the garages should be managed as free parking for use by anyone (no entrance or exit gates).
3. Parking garage spaces should not have time limits, although the Town could require non-permit spaces be vacated by 2AM daily.
4. Add a higher priced parking permit to the employee parking permit program that is good only in parking structures. Maintain a two-tiered pricing system as long as there are both surface and garage components to the permit system.

### ACTIONS AFTER ON-STREET PAID PARKING

SOON

5. Install gates at parking garage entrances and exits, and change over to paid parking in the garages.
6. Issue time cards to entering non-permit vehicles and collect from them as they leave based on elapsed time. Issue magnetic cards to permittees.
7. Eliminate reserved parking spaces in garages.



## RELY ON TRANSIT

### PRIORITY

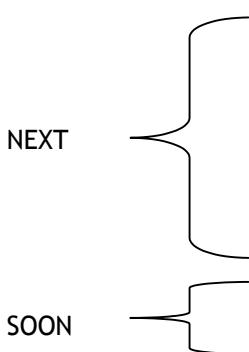
### APPROACH

Successful downtowns can accommodate many more people than they can the vehicles they bring with them. Reaching downtown Jackson's full potential will require increased reliance on modes other than personal vehicles.

In particular, regional transit routes for visitors and downtown commuters offers significant potential to relieve pressure on downtown parking supplies and on area roadways. Also, continuation and expansion of the in-town circulator route will help downtowners avoid the need to use cars for short trips within town, providing traffic alleviation benefits.

Full realization of the transit potential will require a progressive pass program as well as active marketing and a Town transportation demand management effort.

### ACTIONS



1. Work with START to implement an employee "EcoPass" program. This deeply-discounted commuter ID card should be sold to employers with the requirement they be purchased for every employee in the firm.
2. Work with START to initiate and expand commuter transit routes in accordance with their Transit Development Plan.
3. Prepare for increased transit ridership demand once the paid on-street parking goes into effect.



## ACCOMMODATE TRAFFIC CIRCULATION

### PRIORITY

### APPROACH

Major modifications to the downtown street network are not required

### ACTIONS

NOW

1. Ensure the MAC site is accessible for motor vehicles to and from the south as well as the west.

NEXT

2. Consider a future need to signalize the intersection of Broadway and Willow as traffic volumes there increase. Ensure any such project improves safety of school children and other pedestrians.

SOON

3. Work with Wyoming DOT to bring about reconstruction of the 5-way intersection at Pearl and Broadway to improve traffic flow and pedestrian/bicycle safety.
4. Work with Wyoming DOT to improve signing of the truck route (Millward - Mercill) in order to encourage its use by through traffic, including trucks.

5. Continue communication with Wyoming DOT to prevent lane modification and loss of parking on Broadway and Cache.

6. The Town should not take the lead in either a Spring Gulch or a North River Crossing bypass with the objective of downtown traffic alleviation.



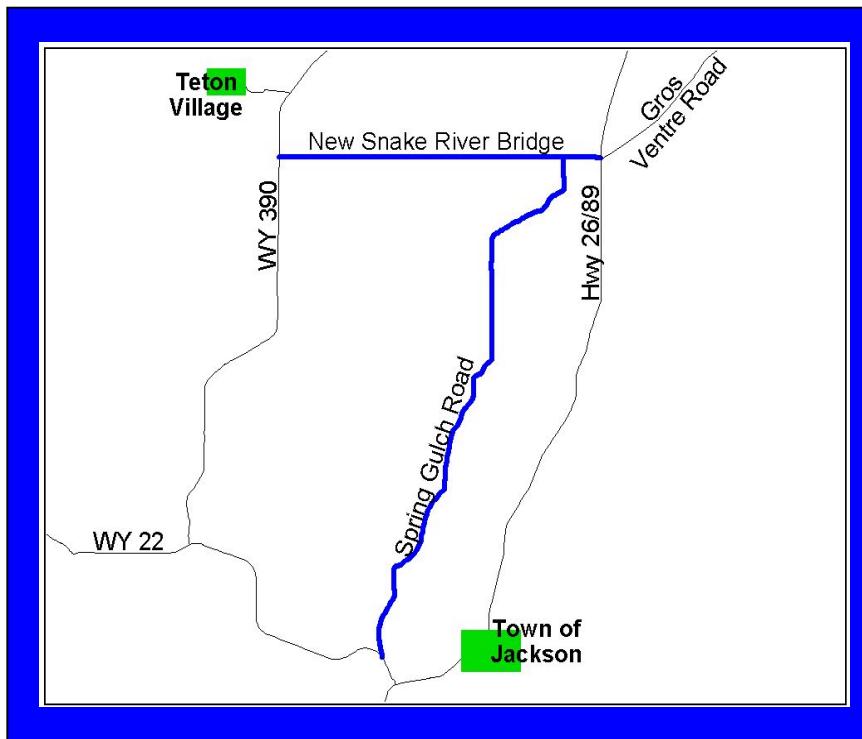
## ACCOMMODATE TRAFFIC CIRCULATION - DISCUSSION & ADDITIONAL INFORMATION

While traffic on key downtown arterials has not increased much since the Transportation Plan was adopted, it should be expected to grow slowly over the next couple of decades. The Transportation Plan forecasts still appear reasonable. The state highway corridor - West Broadway and North Cache - will be congested during peak summer months. During the peak travel hours of many summer days, this will create delays and queues.

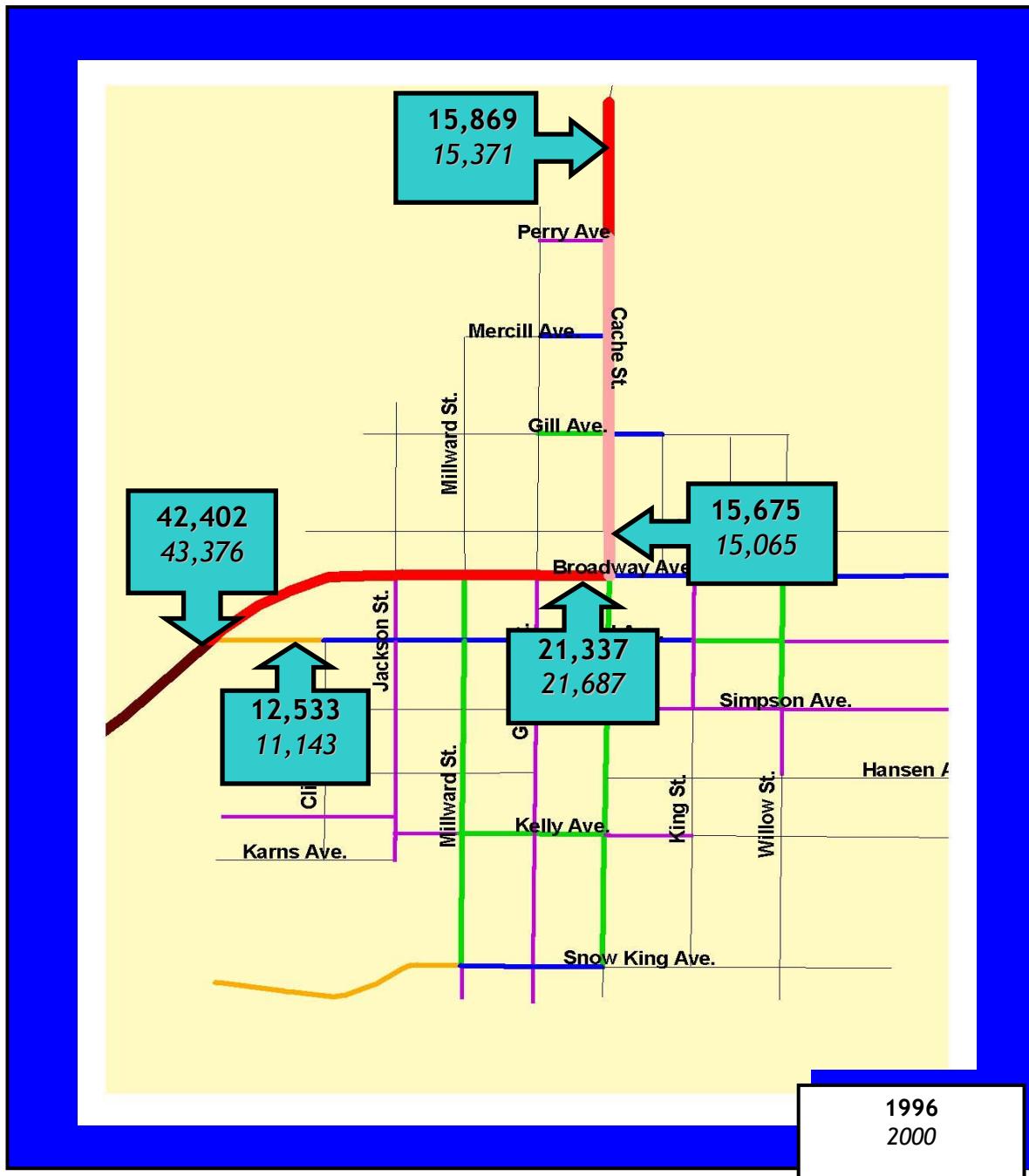
Other downtown corridors - Pearl, Willow, Snow King - will carry increased traffic, but will not reach high levels of congestion and delay. Certain intersections - Willow/East Broadway, and the Five-Way - may require physical modification. Other downtown intersections will either function adequately or could not in any case be significantly reconfigured (e.g., Broadway/Cache).

Two "bypass" projects have been proposed that would have some traffic reduction impact on the state highway corridor - reconstructing Spring Gulch Road and installing a new bridge over the Snake River north of town. If both were implemented, together they would reduce traffic on Broadway just west of Cache by about 3,000 daily cars at build out. There is not sufficient rationale for the Town - on behalf of the downtown - to take the lead in advocating either of these bypass alternatives. The positive and negative impacts are mixed, each project would have numerous negative impacts and each would require significant funding. However, it would be beneficial to encourage greater use of the truck route (Millard - Mercill) by through traffic (which is a small percentage of peak hour activity).

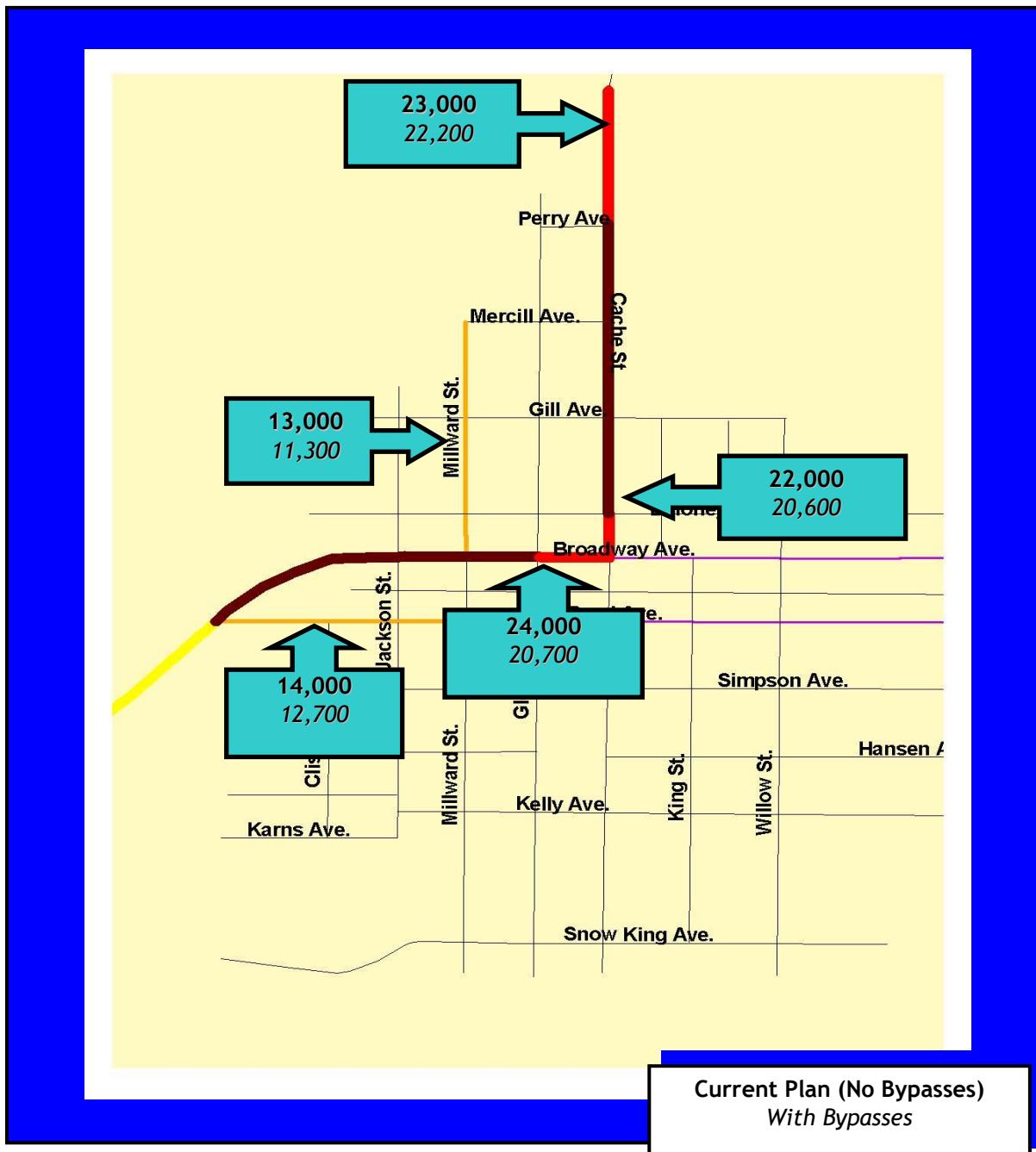
### BYPASSES CONSIDERED IN TRANSPORTATION PLAN



## COMPARISON OF 1996 AND 2000 TRAFFIC IN DOWNTOWN (Wyoming DOT Count Data)



## 2020 TRAFFIC WITH AND WITHOUT BYPASSES (Based on Regional Transportation Plan)



## INVEST IN PEDESTRIANS AND BICYCLING

### PRIORITY

### APPROACH

The Town should focus pedestrian investments in the highest priority corridors, given limited resources. The Town should also ensure all private sector projects within the downtown contribute positively to the downtown pedestrian environment.

The Town should also work to improve the bicycling environment in and around downtown, and should ensure adequate and convenient parking for bicycles.

### ACTIONS

NOW

1. Improve and maintain good crosswalks throughout downtown, with immediate emphasis on the Broadway, Cache, Glenwood and Pearl corridors (see map below).

NEXT

2. Develop continuous sidewalks in the Pearl Avenue corridor from Broadway to Willow, and make the other improvements called for in the Pearl Avenue corridor plan.

SOON

3. As part of the MAC project, develop a pedestrian spine along Center Street north from the Square. Keep the street open to traffic, but improve sidewalks, crossings and wayfinding (consistent with MAC site plan).

4. Work with Wyoming DOT to implement the pedestrian/bicycle improvements called for in the West Broadway corridor plan.

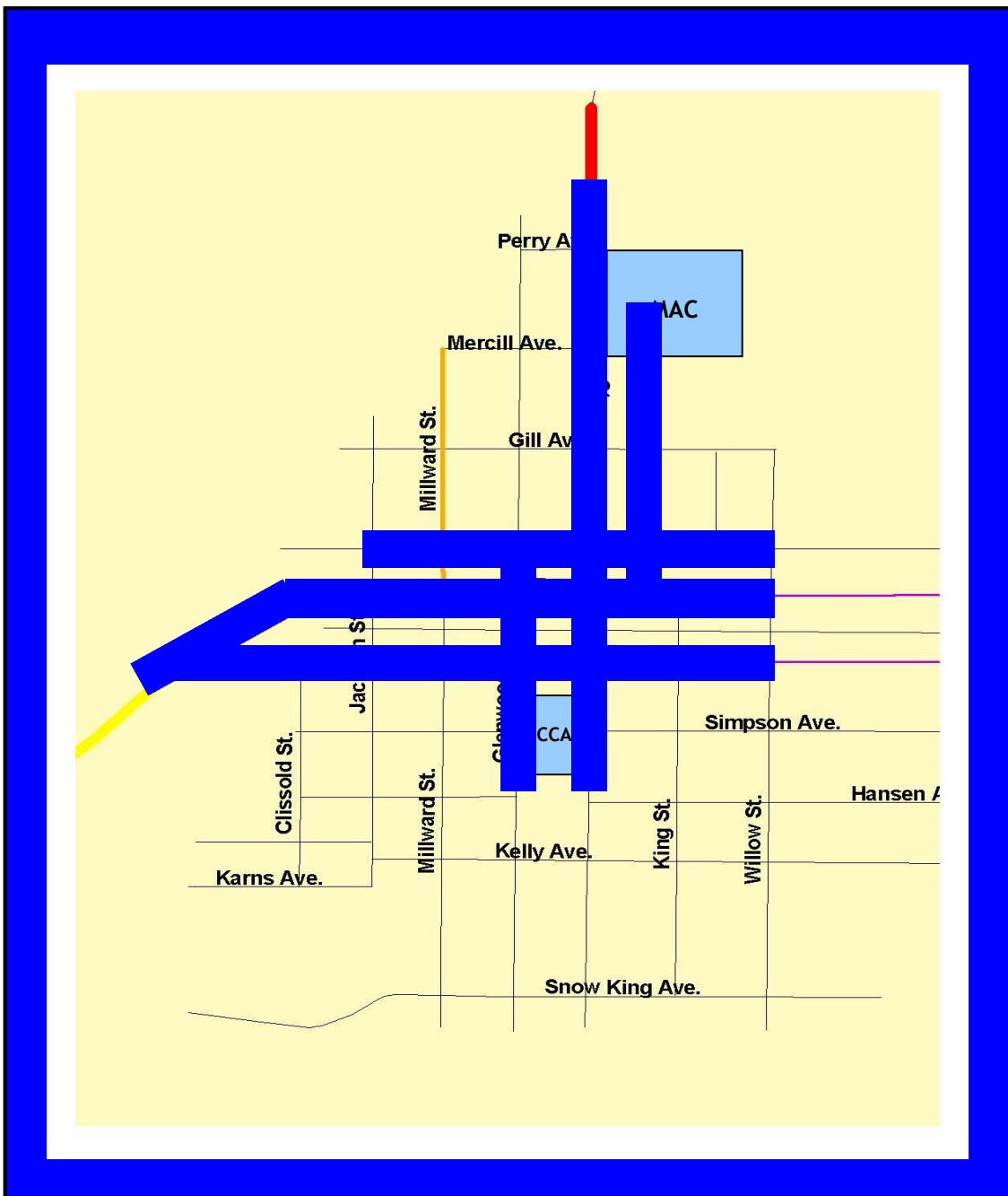
5. Improve the intersection of Willow and Broadway to facilitate safe, comfortable pedestrian crossings of Broadway at that location.

6. Develop a pedestrian wayfinding system for downtown including signs, pavement markings, sidewalk treatments and kiosks at strategic locations (MAC, CCA, etc.).



## INVEST IN PEDESTRIANS- DISCUSSION & ADDITIONAL INFORMATION

### PRIORITY PEDESTRIAN INVESTMENT CORRIDORS (Based on Town Corridor Plans)



## CREATE DOWNTOWN PARKING ADVISORY COMMITTEE

### PRIORITY

### APPROACH

The Town should involve downtown businesses and property owners in the management of downtown parking. The Town should also work with downtown businesses and property owners to determine interest in and acceptance of a more formal designation of a Downtown Development Authority.

### ACTIONS

NOW

1. Establish a Downtown Parking Advisory Committee (DPAC), made up of businesses and property owners within the Downtown Special Parking Area. An initial purpose of this committee should be the review and approval of parking measures identified in this report.

NEXT

2. Assign staff to work with the DPAC. Work through Town staff to implement priorities and policy initiatives of the DPAC with oversight from Council.
3. Seek review and advice from the DPAC on expenditures from the Downtown Parking Enterprise Fund and on management of the downtown parking supply.
4. Work with the DPAC to identify additional financial options available to the Town for funding future facilities in conjunction with Town programs and private redevelopment efforts.

SOON

5. Work with the DPAC to evaluate advantages of creating a Downtown Development Authority (DDA) to manage the downtown parking system in Jackson and to address other needs.
6. Review parking program on an annual basis (April) in a Report on the Status of Downtown Parking. Review and confirm a continued need for the DPAC; dissolve it or create a DDA as appropriate.



## CREATE DOWNTOWN PARKING ADVISORY COMMITTEE- DISCUSSION & ADDITIONAL INFORMATION

Wyoming statutes provide alternatives for managing and financing downtown parking programs. These are distinguished by the governance structure and financing authority desired and include:

- Advisory bodies - the Town could choose to establish a Downtown Parking Advisory to advise the Mayor and Town Council. This option allows the most direct management through town staff with Council oversight. An advisory committee representing downtown businesses and property owners could advise Council on needed policies and programs while the Town staff implements decisions of Council. Wyoming Statutes (WS 15-1-801) establishes the ability of local governments to construct off-street parking facilities. Jurisdictions can pledge various parking revenues plus proceeds of gas taxes. Revenue bonds for parking facilities do not require voter approval.
- Quasi-governmental bodies - the Town could establish a formal legal entity. WS 15-9-201 gives the Town authority to establish a Downtown Development Authority (DDA). The Town would appoint an initial Board of Directors and define the boundaries of the district. A plan of development is required for the district and that plan must be approved by the DDA Board and the Town. The Plan should address redevelopment opportunities, including parking facilities as well as planning and management of improvements in the District, landscaping and maintenance, promotion of public events, activities to support business development, and other economic development actions. The board then transitions to one elected from within the District.
- Funding for operations of a DDA could come from member assessments, general fund contributions, grants and other contributions as well as a levy of up to 30 mills against assessed real estate in the District. This assessment must be approved by a majority of property owners within the District and must be renewed every four (4) years. For capital projects, the town could establish tax increment financing (TIF) to provide a financing source from property and sales taxes within the District. Since the Town of Jackson does not currently levy a property tax, a DDA, in effect, would function like a special assessment district. This would require approval of businesses and property owners within the District electing to charge themselves an assessment, either fee or tax assessment, to fund the needs of the downtown. The Town could elect to match those contributions to encourage the self-assessment and increase available funds for projects within the District.
- Lastly, to assist parking measures the Town has the option to simply appropriate funds from its annual budget to fund specific operational needs or accrue for future capital costs. The Town could choose to finance structures with general obligation and/or special purpose excise taxes but both measures would require voter approval are not recommended here.



## APPENDIX DOWNTOWN SPECIAL PARKING AREA



# Town of Jackson

## Downtown Study

### Parking Recommendations

## Downtown Study

## Parking Recommendations

4-24-03



## Blockface Parking

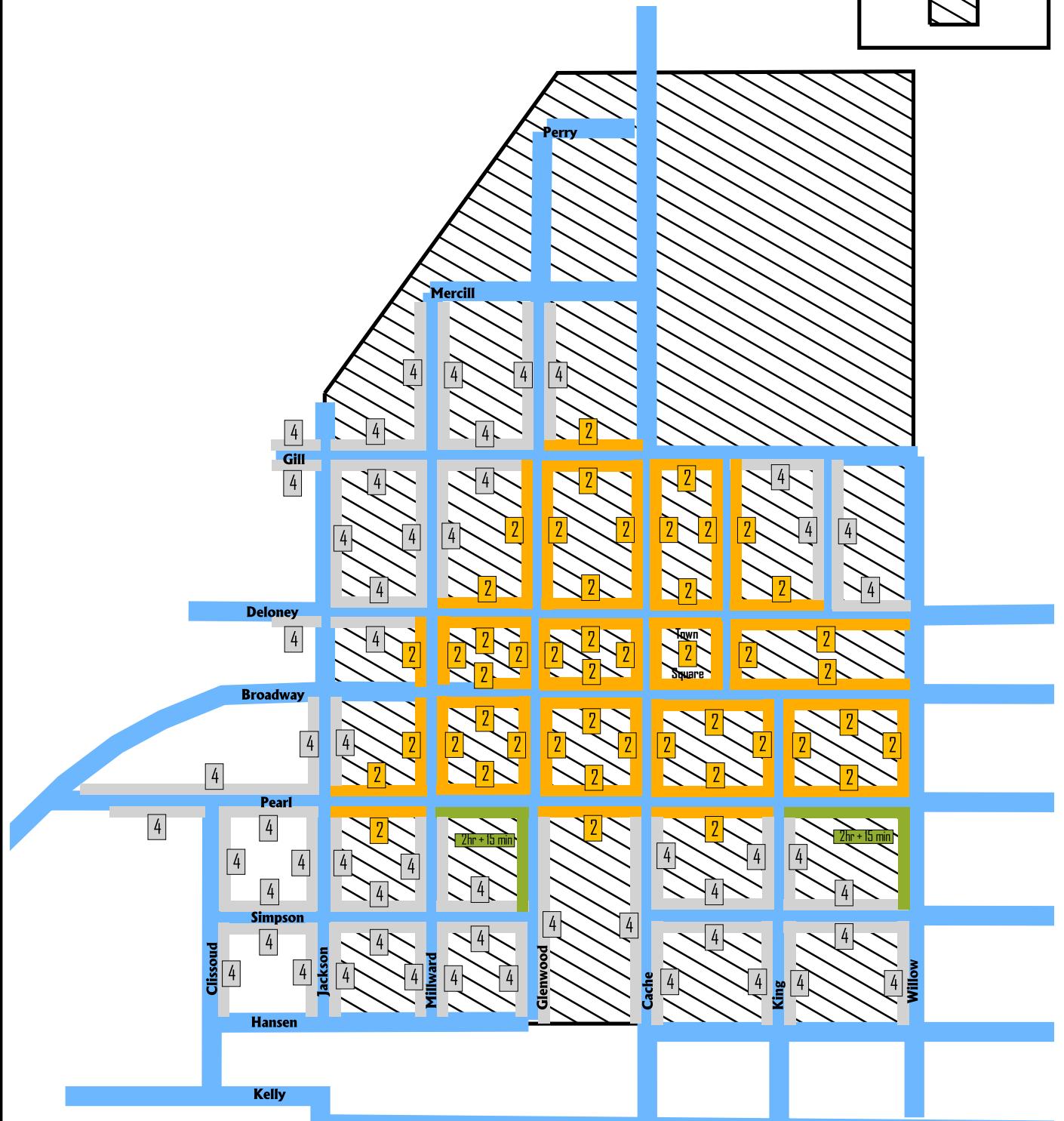
2hr parking

4hr parking

2hr parking +  
IF

15 min spaces

## Downtown Special Parking Area



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Charlier Associates, Inc.