JACKSON/TETON

INTEGRATED TRANSPORTATION PLAN

October 2020

Acknowledgements

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1. PLAN OVERVIEW

Blueprint for Implementing Transportation Provisions of the Town/County Comprehensive Plan

PLAN CONTEXT

This Integrated Transportation Plan (ITP) is based on the multimodal transportation vision set forth in the 2020 Update to the Town and County Comprehensive Plan and implements policies, goals and objectives developed in Chapter 7 of said plan, which are summarized as follows:

> "Travel by walk, bike, carpool, or transit will be more convenient than travel by single-occupancy vehicle."

PLAN DEVELOPMENT

A Technical Advisory Committee (TAC) made up of staff of the Town, County and Wyoming Department of Transportation (WYDOT) guided the planning process throughout 2014-2015 and again in 2019-2020. The original 2015 ITP also involved extensive public outreach, including interviews with community leaders and two public workshops attended by more than 190 people.

Details and outcomes of the 2015 public involvement process may be found in Appendices B, C and D.

GUIDING PRINCIPLES FROM THE COMPREHENSIVE PLAN

- 7.1. - Meet future transportation demand with walk, bike, carpool, transit, and micromobility infrastructure.
- 7.2. - Reduce greenhouse gases from vehicles to below 2012 levels.
- 7.3 - Coordinate transportation planning regionally.

DATA YEARS

When the 2015 ITP was developed, the most recent data available was current through either 2013 or 2014, depending on the source. Some of that earlier data still serves as reference benchmarks in this update and appears in certain tables. Other tables also show more recent data for 2018 or 2019, depending on the data source and context. The two plan horizon years, 2024 and 2035 (see Figure 1-1 on the next page), are also represented by forecast or target data in some tables.

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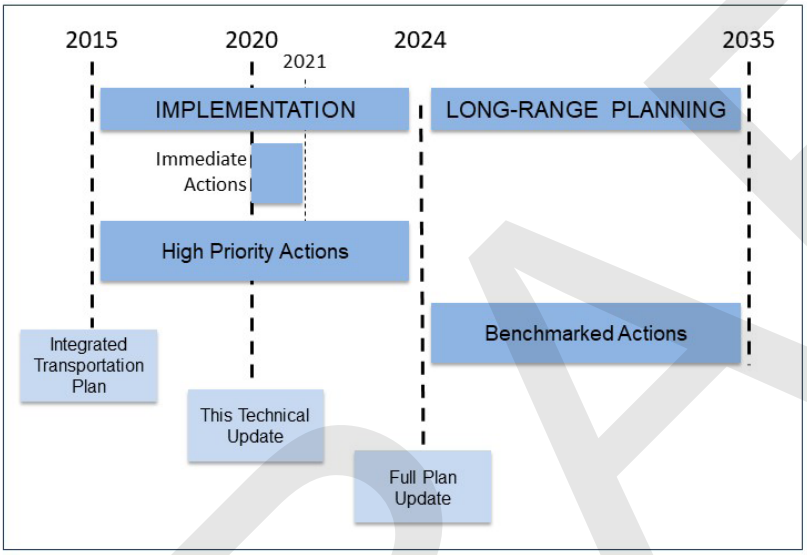
PLAN HORIZONS AND FUTURE UPDATES

The Integrated Transportation Plan will be implemented over a twenty-year period. The plan is divided into three time frames as illustrated in Figure 1-1. These include: immediate actions to be implemented shortly after Plan adoption and update; high priority actions to be implemented by 2024; and a benchmarking system to guide long range actions through 2035. This technical update (data and trends) was completed in 2020. A full update (objectives and policies) will be undertaken in 2024.

Figure 1-1. ITP Plan Horizons



TRAFFIC TRENDS - STAY THE COURSE

No serious transportation analyst believes it is possible to accurately forecast future traffic and travel demand in Jackson Hole. On top of unfolding demographic trends, the region has been buffeted by the "Great Recession," wide fluctuations in energy prices and the COVID-19 pandemic. The bottom line is any trend-based analysis of traffic would be unreliable at best and any traffic forecast should be highly suspect.

Traffic growth rates in Jackson Hole have varied widely over the decades. Valley-wide VMT (vehicle miles of travel) grew steadily from the mid-1990s through the mid-2000s, but then leveled out and actually declined by 2% during the period from 2006 to 2012. This decline in VMT was driven largely by a drop in per capita driving. Statewide in Wyoming, per capita VMT shrank by 8% from 2006 to 2012. The downward slide in traffic began just before the Great Recession and was related to broad demographic and economic trends that saw the two largest population cohorts in the US – Boomers and Millennials – driving less.

However, the decline in driving was also attributable to the national economic downtown during the period from 2009 – 2012 and to surging fuel prices during 2012 and 2013. Beginning at about the time the 2015 ITP was adopted, traffic began growing steeply again in Jackson Hole as the Western States emerged from the recession. Fuel prices dropped dramatically and domestic (car-based) tourism took off. From 2013 through 2018, annual Jackson Hole VMT grew by 27%, driven in part by a 14% increase in per capita driving and in part by a resurgence in national park attendance, encouraged by the National Park Services' 100th anniversary in 2016.

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As this 2020 ITP Update was completed, Jackson Hole was experiencing historically robust levels of motor vehicle traffic. During 2020, the region was impacted by booming national park attendance and national forest visitorship, despite the dampening effects of the COVID-19 pandemic. While traffic in much of the US declined during the summer months of 2020, due to the COVID-19 pandemic, the opposite was true in many Western States destination areas, including Jackson Hole, as people took to car travel for "outdoor vacations."

This Plan adopts a "stay the course" approach with respect to policy direction and key strategies. It is important to understand that the ITP is not driven by traffic forecasts or by other predictions of travel behavior or demand trends. Rather, the Plan is designed to guide the Town and County in a manner consistent with the regional Comprehensive Plan and long term community character, economic vitality and quality of life objectives. Between now and 2035, the Town and County will be prepared for considerable uncertainty in long term travel trends and the possibility of continued growth in traffic as well as for the possibility of periods of comparatively flat or even declining traffic.

PLAN SCENARIO

The 2015 Integrated Transportation Plan identified a "Plan Scenario" that is a quantitative and qualitative description of the intended transportation program direction and primary outcomes. Achievement of the Plan Scenario would represent a significant change in trajectory from the Baseline Scenario, also described in the 2015 ITP. The basis for each of these scenarios is shown in the boxes below. Key indicators for the Plan Scenario are shown in Table 1-1 for the horizon years of 2024 and 2035.

The Plan Scenario summarizes how this Integrated Transportation Plan is intended to shape and mitigate ongoing trends, leading to a more desirable set of outcomes. These are intended to be quantitative guidelines.

The Town and County will track performance of its transportation programs, projects and actions over time to determine whether the Action Plan (see Chapter 7), combined with ongoing trends, is leading to the intended outcomes. If not, the Action Plan will be adjusted to bring the regional transportation system back in line with intended outcomes. The performance monitoring and reporting system to be used for this purpose is described in Chapter 4.

BASELINE SCENARIO

- No interventions (programs, policies, capital improvements) to the transportation system
- Land use and demographic trends that occurred between 2001 and 2013 continue
- Travel behavior patterns such as mode share and average trip length will remain at 2013 levels

PLAN SCENARIO

- ITP programs, policies and capital improvements are implemented
- Transit service levels continue to improve and ridership increases over time, reaching 3.6 million boardings by build out
- Travel between destinations within Jackson Hole by transit is faster and more convenient than driving alone
- Walking and bicycling for short trips within the Town and within County neighborhoods and villages are safe, appealing and more convenient than driving
- Regional and local motor vehicle traffic volumes fluctuate and increase over time, but per capita vehicle miles of travel in 2035 are at or below the levels in 2012
- Greenhouse gas emissions from motor vehicles fluctuate and increase in the short term, but 2035 levels are less than or nearly equal to 2013 levels

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The Town and County will develop a new set of annual indicators for a "Travel Time Differential" comparison of single-occupant vehicle (SOV) and bus transit travel between the Town of Jackson and Teton Village. Indicators will be developed for summer months and ski season travel times. Travel time comparisons will reflect the policy direction shown in the box below for the transit program: corridor transportation investments will not be made to encourage growth in SOV travel between the Town and Village; rather the priority will be supporting and encouraging increased reliance on time-competitive, convenient bus transit in the WY-22 and WY-390 corridors.

Table 1-1. Key Indicators

Key Indicator		2013	2018	2035	% change 2013-2035
Vehicle Miles of Travel in Jackson Hole	total annual	480 million	610 million	≤ 560 million	50%
	daily per capita	27.60	32.00		
START Transit Ridership	total annual	906,000	1,071,000	≥ 3,600,000	200%
	monthly per capita	1.59	1.68		
Tons of Mobile Source GHG Emissions	total annual	251,000	308,000	≤ 255,000	no change
	annual per capita	5.27	5.80		

PLAN SCENARIO POLICY DIRECTION

- **Land Use.** Land development will be consistent with the Jackson/Teton County Comprehensive Plan. Development is anticipated to proceed at rates similar to those experienced over the past ten years.
- **Pedestrian.** Both the Town and County will continue to invest in and improve the pedestrian environment, with an emphasis on streets in Town and in the villages and rural neighborhoods of the County. Walking by residents and visitors for short trips within settled areas will be significantly safer and more convenient.
- **Transit.** Service increases will focus on making transit a time-competitive and convenient choice for all travel markets, including: in-commuters, visitors and workers at Teton Village during all seasons, residents of Jackson, Wilson, Teton Village and South Park, and Grand Teton National Park visitors.
- **Bicycle.** The Town and County will make bicycle infrastructure improvements along streets and roadways in populated areas and will continue to expand and improve the region's highly successful pathways network. Jackson Hole will experience both enhanced appeal as an active recreation destination and expanded convenience and safety of bicycling for residents and workers.

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2. TRANSIT DEVELOPMENT

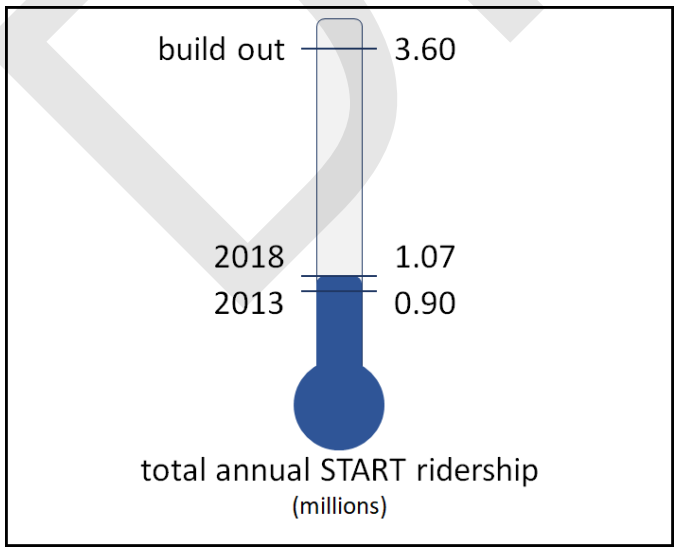
Make Transit a Viable Choice

STRATEGIC TRANSIT PLAN OVERVIEW

In the future, public and private transit in Jackson and Teton County will become a viable daily travel choice for most types of local and regional trips. Public transit will be available at service levels sufficient to support convenient, time-competitive trips by residents, commuters (including in-commuters and seasonal workers), and visitors between all destinations in the greater Jackson Hole region. By 2035, new services will be developed and existing services will be improved — commuter routes, fixed route scheduled local routes, and circulator routes.

This ITP Update incorporates key elements of the 2020-2025 START Routing Plan, completed by START in 2020, which in turn took its guidance from the 2015 Integrated Transportation Plan. Significant emphasis will continue to be placed on routes connecting the Town of Jackson and Teton Village, with the long-term strategy of upgrading that corridor to bus rapid transit (BRT) service, facilitated in part through the addition of high-occupancy vehicle (HOV) lanes on WY-22. Near-term service strategies include continued refinement and enhancement of the Town Shuttle, adding express services and additional routes to the Village routes, and continued service improvements in the two commuter corridors.

Figure 2-1. Transit Ridership Goal



STRATEGIC TRANSIT PLAN HIGHLIGHTS

- Complete transit vehicle maintenance facility
- Improve commuter services by adding runs and extending hours of service
- Continue and improve summer service between Jackson and Teton Village
- Implement winter express service between Jackson and Teton Village
- Implement new Teton Village routes from/to South Park and a winter express service from/to Stilson
- Work with Wyoming DOT to implement BRT service in the WY-22 corridor and between Jackson and Teton Village
- Monitor and evaluate potential for summer service to Grand Teton National Park
- Continue to streamline the town circulator route and increase service levels
- Expand the employer transit pass program
- Increase marketing of transit service

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EXISTING TRANSIT SYSTEM

Public Transit System

Southern Teton Area Rapid Transit (START) is the transit provider to Jackson and Teton County, WY. START originated in 1987 as a ski shuttle and has incrementally expanded service over the last 30 years. It now operates year-round service on five fixed routes, which can be grouped into three service types based on the operating structure, fare type and markets being served (see sidebar).

Ridership Trends

Ridership on START has nearly quadrupled since 2000, and has grown almost 20% since 2013. However, from 2013 through 2018 the growth in transit ridership was only roughly proportional to growth in "effective population" (average daily number of people present in Jackson Hole – residents, visitors and in-commuters).

START BUS ROUTE STRUCTURE

- **Commuter Routes**. Longer routes that primarily serve people who work in Jackson or other areas of Teton County, but live outside the County (Star Valley and Teton Valley routes).
- **Corridor Routes.** Medium distance routes that operate along high travel corridors connecting towns, communities and other destinations within Teton County (Teton Village Route).
- **Circulator Routes**. Short distance routes that make frequent stops within a single town or community to provide local circulation and connections to corridor and commuter routes (Town Shuttle).

Table 2-1. START Bus Routes Ridership and Service Levels (2019)

Type	Service	Route	Fare (per trip)	Daily Runs (round trip)			Average Daily Ridership**		
				Winter	Summer	Shoulder	Winter	Summer	Shoulder
Commuter*	Star Valley	Jackson-Etna	$8	3	3	3	95	82	86
	Teton Valley, ID	Jackson-Driggs, ID	$8	4	4	4	97	82	96
Corridor	Teton Village	Jackson-Teton Village	$3	98	17	9	3,390	648	366
Circulator	Town Shuttle	Within Jackson	Free	65	65	57	1,275	1,662	1,029
All routes				**170**	**89**	**73**	**4,857**	**2,474**	**1,577**

* Commuter routes operate on weekdays only

** Winter = Dec, Jan, Feb, Mar; Summer = Jun, Jul, Aug, Sep; Shoulder = Apr, May, Oct, Nov

As a result, per capita winter and shoulder season ridership in recent years has not grown significantly. However, summer 2019 ridership did increase sharply as a result of increases in START summer service levels. Unfortunately, due to the pandemic, 2020 summer services and ridership were lower.

Although transit service and ridership have increased in the summer season, the majority of START's annual ridership still occurs in the winter, primarily on the Jackson to Teton Village route (see Table 2-1). The ridership growth on that route since 2000 can be attributed to a combination of transit service improvements coupled with transportation demand management measures implemented over the last 15 years (see sidebar on next page).

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Teton Village Association (TVA), with financial support from the Town and County, provides bus passes for employees. Skiers and visitors must pay for parking in the Village visitor lots during ski season (from late November through early April). TVA also operates the Teton Village Condominium Shuttle and the Stilson Express Shuttle to and from the Teton Village Transit Center (Stilson) at the corner of WY-22 and WY-390. Parking at Stilson and the shuttles are free to travelers (funded by TVA).

A redesign of the Town Shuttle route called for in the 2015 ITP was implemented by START, resulting in more direct, convenient service and an increase in ridership. The Town Shuttle now accounts for 65% of START daily ridership in the summer and 44% of annual daily ridership (see Table 2-1).

JACKSON TO TETON VILLAGE CORRIDOR PROGRESS SINCE 2000

- Winter transit service increased (to 10 minute frequencies)
- Summer transit service increased (to 30 minute frequencies) - 2019 only
- Employee bus pass program implemented
- Hotels in town provide bus passes and courtesy skier service for guests
- Parking fees in Teton Village introduced
- Intercept lot/transfer center (Stilson) provided at WY-390/22 intersection

Fleet and Budget

START owns a fleet of 32 buses, including 28 city buses, 2 paratransit vehicles and 2 over-the-road coaches. START also leases buses as needed to meet service and schedule requirements. System-wide operations and maintenance expenses in 2018 were about $4.4 million, with about 13% of funding generated from fares, passes, and contract revenues.

Private Transit Services

The private sector operates transit service for specific travel markets within Teton County, including:

- Hotel contract shuttles in Jackson and Teton Village that transport guests to the airport and ski resorts;
- Group visitor excursions to Grand Teton and Yellowstone National Park (mostly in the summer);
- Year-round shuttle service between the airport, Jackson and Teton Village meeting all commercial planes; and
- Fixed-route service between Jackson and Grand Teton National Park in the summer (5 runs daily to Colter Bay).

STRATEGIC TRANSIT PLAN

As this ITP was being completed, START was wrapping up a comprehensive update of its routes and service schedules. The 2020-2025 START Routing Plan involved extensive community outreach and was designed to be consistent with provisions of the 2015 ITP. START's routes and schedules will transition to the new service plan late in 2020.

STRATEGIC TRANSIT PLAN ELEMENTS

- Transit Facility Improvements
- Service Improvements – Commuter Routes
- Service Improvements – Corridor Routes
- Service Improvements – Circulator Routes
- Transit Pass and Fare Programs
- Marketing and Information

Transit Facility Improvements

Complete build-out of the START transit vehicle maintenance facility

START will complete construction phases of the new transit vehicle maintenance and fueling facility in order to enable the service improvements and expansions identified in this Plan. Phase 1 of the transit facility located south of the Karns Meadow in Jackson was

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completed in late 2014. In 2019, Teton County voters approved sales tax funding of a transit/public works maintenance facility that will meet this need.

New transit vehicle maintenance facility (phase 1 complete)

Provide shelters at more bus stops

In order to improve the quality of service and raise the system's visibility, START will continue installing shelters at bus stops with regular boardings that do not currently have shelters. Prioritization of adding shelters to stops will be based on the average number of daily boardings, with a lower priority assigned to stops that are temporary or may move locations in the near future.

Monitor demand for park 'n ride facilities

As daily commuting by non-resident workers continues to increase, expansion and addition of new park 'n ride facilities along START's commuter and corridor routes will become an important priority. With support from the Town and County (through the Transportation Demand Management Program – Chapter 4), START will evaluate the demand for park 'n ride access to its transit routes, both within and external to Teton County, and develop a plan for needed park 'n ride improvements. Potential demand may include remote trip-origin demand for commuter routes as well as demand for peripheral facilities for intercepting trips into downtown, similar to the way that the Stilson Lot intercepts trips to Teton Village. To the extent a need for specific park 'n ride facilities is identified, such projects will become priority candidates for capital funding through the Regional Transportation Planning Organization (Chapter 6).

Bus shelters will be added to more stops

Monitor demand for first and last mile access

Working through the Transportation Demand Management Program (Chapter 4), START will monitor the demand for walk and bike access to its bus stops throughout the valley to determine whether site-specific improvements would improve access and encourage ridership. To the extent a need for specific active transportation improvements is determined, these projects will become candidates for capital funding through the Regional Transportation Planning Organization (Chapter 6).

Service along commuter routes will increase

Service Improvements – Commuter Routes

Increase service frequency of the commuter routes

START will increase service levels on its two commuter routes: the Star Valley Commuter route between Jackson and Etna, and the Teton Valley Commuter route between Jackson and Driggs, Idaho. START will add runs and extend hours of service on both commuter routes to meet increased demand for these routes (which have been operating at capacity). This will meet the needs of Jackson Hole employees who work outside "nine-to-five" business hours and are unable to use existing, limited commuter services. The addition of hours of service will enable more commuters to use transit, while also providing additional flexibility for commuters with traditional work schedules. Service increases will be supported by an employer pass program (see Chapter 4 - TDM) and will accommodate increased demand created by that program. Additional service on commuter routes may require the acquisition of new buses.

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Service Improvements – Corridor Routes

Corridor bus to Teton Village

Jackson to Teton Village Routes

The regional transit system, operated primarily by START but including private operators and contracted services, is anchored by routes connecting the Town of Jackson to Teton Village. Half of START's annual ridership and 70% of its winter ridership occurs on these "Village routes." This corridor will continue to serve as the core of START's network and will be a primary focus of the Jackson/Teton regional transit strategy. Key strategic elements will include:

- Continuing and improving summer and winter "local" service levels;
- Adding winter express service between the Town and the Village and between the Stilson park 'n ride and the Village;
- Adding new service connecting South Jackson to the Village, potentially utilizing the Tribal Trail Connector, if and when that is completed;
- Upgrading the WY-22/WY-390 corridor to bus rapid transit (BRT) service, described in more detail below.

Evaluate a pilot program to provide service to Grand Teton National Park

Working with its partners, START will consider the potential for transit service between Grand Teton National Park (GTNP) and Jackson to serve the following travel markets:

- Recreational trips by visitors and residents to/from/within GTNP;
- Commute trips by employees who work in GTNP; and,
- Personal trips to Jackson by employees who live in GTNP.


Pilot program will provide summer service to Jenny Lake

START and its partners will coordinate with Grand Teton National Park (GTNP) to determine whether such service would be feasible and consistent with National Park Service policies and GTNP operational needs and priorities. These discussions will address whether demand would warrant a permanent fixed-route service and whether START should initiate a 2-3 year pilot program providing hourly service between Jackson and Jenny Lake during the summer months. The analysis also will consider the potential of accommodating bicycles on buses in order to increase multimodal travel options within GTNP and capture this segment of recreational trips.

If such a pilot is initiated, START would use surveys and other means to collect a robust data set of ridership and travel patterns. To provide fleet for the potential pilot service, START would use fleet capacity from the winter and could work with GTNP to secure a grant to fund operating expenses.

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Implement Bus Rapid Transit (BRT) between Jackson and Teton Village

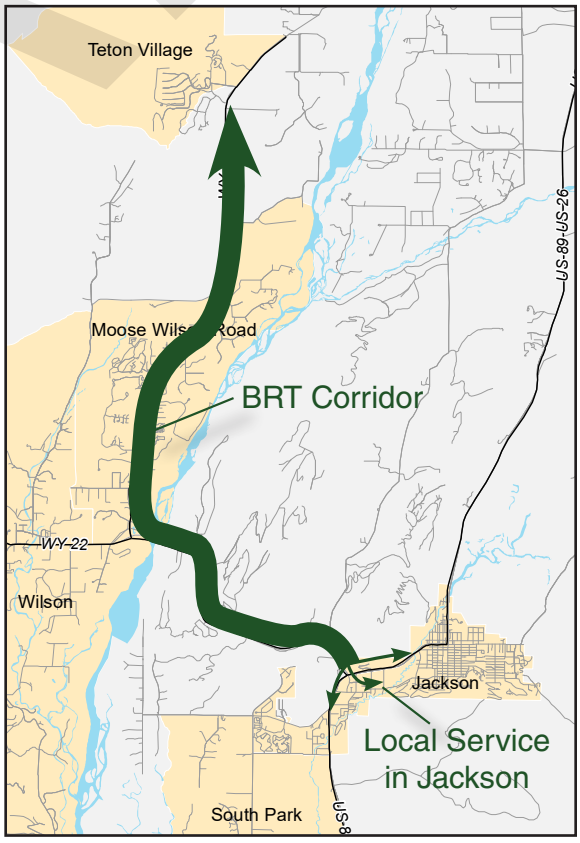
In order to achieve continued growth in transit ridership, START will implement Bus Rapid Transit (BRT) along the Jackson-to-Teton Village corridor (see Figure 2-3). This will require a cooperative effort between START, Wyoming DOT, the Town and the County. BRT would include the following elements:

- Addition of a bus/HOV lane along WY-22. START and Teton County will work closely with WYDOT during project development of WY-22 between Jackson and WY-390 (see Major Capital Projects - Group 1 in Chapter 5) to explore the potential of dedicating new lane capacity to an exclusive bus/HOV (high occupancy vehicle) lane.
- Intersection prioritization. Design of the Y intersection and WY-22/WY-390 intersection will include signal and/or lane prioritization for buses. Implementation of this design feature will require coordination with WYDOT during project development of the Major Capital Projects - Groups 1 & 2 respectively (see Chapter 5).
- Streamline Travel Times. Bus travel times will be improved by prioritizing highway access for buses along West Broadway, WY-22 and WY-390.
- Increase Service Levels. Both frequency and hours of operation.
- Branding. Enhance visibility of the new BRT service and differentiate it from other START transit service.
- Off-Board Fare Collection. Implement fare collection before boarding at major stops (such as Teton Village and Stilson) to reduce dwell times and reduce travel times.

RURAL BUS RAPID TRANSIT (BRT)

Aspen, CO, a mountain resort city with a comparable economy and seasonal travel patterns to Jackson Hole, successfully implemented a bus/HOV lane along the main highway into town which hosts BRT operated by the Roaring Fork Transportation Authority.

Figure 2-3. Proposed BRT Route Alignment



Roadway and traffic signal capital improvements associated with BRT (such as the addition of an exclusive bus or HOV lane, queue jumps at intersections or signal prioritization as described above) will occur on the WY-22 and WY-390 corridors and will generally not extend into Jackson (although some improvements may be needed along Broadway in Jackson to aid with the transition into a bus/HOV lane at the Y intersection). Buses will generally operate in mixed traffic in Jackson in a manner similar to existing service.

Implementation of BRT service between Jackson and Teton Village is one the highest priorities in this ITP. It is essential the Town, County and START begin planning and coordination with Wyoming DOT before design of any WY-22 and WY-390 road projects. There is potential for design decision-making to preclude options needed to ensure BRT service is feasible. Local partners will engage with Wyoming DOT immediately upon ITP adoption to ensure progress toward BRT implementation. An important need will be to incorporate BRT design elements (intersection queue jumps, bus/HOV lanes, etc.) into design and construction of the Major Capital Projects in Groups 1 and 2 (see Chapter 5) given the likelihood that some of this work will be initiated prior to BRT implementation. Additional description of BRT implementation timing is provided in Group 2 of the Major Capital Projects section (see Chapter 5) as well as in the Action Plan (see Chapter 7).

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Service Improvements – Circulator Routes

Continue Making Improvements to the Town Shuttle route
START will continue to improve and refine the Town Shuttle route to better serve destination-to-destination trips. START will work to reduce trip times while providing equal or greater geographic coverage.

The Town shuttle route will be improved to provide more direct and frequent service

Transit Pass and Fare Programs

Expand the employer transit pass program
START currently has a limited, but successful employer bus pass program through its partnership with Jackson Hole Mountain Resort (JHMR) in Teton Village. This program has contributed to high levels of bus ridership on the Teton Village route. However, there is a large and untapped market of commuters working in Jackson who would be more likely to utilize transit if a similar pass program were available. Through the Transportation Demand Management Program, START and Teton County will expand on the successful JHMR program by implementing a county-wide employer bus pass program that will allow and encourage all employers to purchase passes for their employees at a discount and provide them at no or low cost to their employees to encourage transit use (see Chapter 4 for more details).

Marketing and Information

Increase marketing and information of transit services and pass programs
Through the TDM program (see Chapter 4) marketing and information about transit services and transit pass programs will be increased. START will utilize various interfaces to market transit services to the public. Information will be provided in clear and concise fashion and tailored to meet the various travel markets that utilize START including residents, visitors and commuters. Marketing strategies will include those described in Chapter 4, most notably working with employers to expand the transit pass program, working with lodging companies, ski resorts, the Jackson Hole Chamber of Commerce, and travel agencies to disseminate information about travel options to visitors and provide additional passes to visitors, and increasing information and travel tools available on the internet.

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Transit Program Cost Estimates

Estimates of the annual cost of implementing all the service improvements described in this Strategic Transit Development Plan are shown in Table 2-2, below. Estimates include operations and maintenance (O&M) costs as well as capital improvement costs, such as purchasing new buses, bus fleet replacement, maintenance facilities, bus stops, etc. The cost of capital improvements are subject to more variation from year to year than basic O&M costs and the costs displayed in Table 2-2 represent estimated annual averages. All cost estimates are based on transit ridership targets in the Plan Scenario (see Chapter 1). Potential strategies to manage and fund the expansion of the transit system are identified in Chapter 6 (Regional Transportation Planning Organization) and Chapter 7 (Action Plan).

Table 2-2. START Plan Scenario Annual Cost Estimates: Plan Implementation

Annual Data	2013	2018	2024	Build Out
Assumptions				
Ridership	899,318	1,259,045	1,849,353	3,597,272
Bus revenue hours	39,731	55,623	63,631	127,262
Bus fleet size	30	32	46	92
Farebox revenue (est. 23% of O&M cost)	$674,399	$944,158	$1,348,748	$ 2,697,595
Cost Estimates*				
Operation and maintenance (O&M) cost	$2,913,229	$4,369,843	$6,997,110	$13,994,220
Capital cost - bus fleet replacement	$750,000	$1,125,000	$1,687,500	$3,750,000
Capital cost - other**	$600,000	$840,000	$1,200,000	$2,400,000
Total cost (O&M + capital)	$4,263,229	$6,334,843	$9,884,610	$20,114,220
Total cost (O&M + capital) less revenue	$3,588,830	$5,390,685	$8,535,862	$17,446,625

*Costs are in 2019 dollars

**Additional one-time capital costs for facility improvements that will occur in 2021 and 2022 are not included here

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3. ACTIVE TRANSPORTATION

Health, Safety, Destination Environment

ACTIVE TRANSPORTATION OVERVIEW

For many years Jackson Hole has attracted people who seek out and value opportunities to be active and to engage in outdoor recreation activities. This influx of energetic and talented residents and workers has played a major role in regional economic development and has shaped Jackson and Teton County in fundamental ways. At the same time, Jackson Hole has long been perceived (and marketed) as a national and international destination for vacationers and visitors looking for active outdoor recreation opportunities.

In response to these trends, the Town/County pathways program has developed a national-caliber network of trails and bicycling facilities that provide significant benefits to residents and expand the visitor base to include destination bicyclists. This network extends to Grand Teton National Park, which has become one of only a handful of national parks to explicitly embrace bicycling as an appropriate park activity.

However, neither the Town of Jackson nor the neighborhoods and villages in rural Teton County have extensive, safe accommodation for local bicycling on local roads and streets. Addressing this lack of local connectivity in the bicycling network will be one major focus of this Plan.

Another major emphasis of this Plan will be to improve the "walkability" of Town and the rural villages and neighborhoods. Historically, Jackson Hole has gone from the days of cowboys riding horses and driving wagons directly into the age of motor vehicle dominance and dependency. Consequently, most of the valley outside of the downtown core has little in the way of pedestrian infrastructure. Many roads and streets do not have sidewalks. Some street crossings lack modern design for pedestrian safety. Traffic moves faster than it should on local streets (and faster than needed).

Consequently, the real and perceived lack of safety and convenience discourages walking for ordinary utilitarian purposes. In Jackson Hole it is easy to hike through some of the world's most beautiful scenery, but difficult to walk to school, to the grocery, or to work.

This Integrated Transportation Plan has identified the need for an update to the Town/County Pathways Plan, including an updated list of five-year capital investment projects. The 2007 Pathways Plan and its associated capital projects list have been successfully completed. The Pathways Plan update will identify the future strategic direction for the Town/County pathways program and the specific projects that should be prioritized in that program.

Bicycling on Teton County pathways
Photo credit: Friends of Pathways

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UNIVERSAL ACCESSIBILITY

The Town and County will place a high priority on ensuring that neighborhoods and commercial districts, as well as rural villages and neighborhoods, meet universal accessibility objectives.

"Universal Access" principles require that public facility design, maintenance, and operations deliver an inclusive environment with equitable access for all. Safe and convenient movement on streets, sidewalks and other public spaces is difficult for a broad range of people, not just those with specific disabilities. People walking with children or with children in strollers, persons carrying packages or pushing carts, seniors and children all face accessibility challenges.

The 1990 Americans With Disabilities Act (ADA) is a civil rights law that prohibits discrimination against individuals with disabilities in all areas of public life, including jobs, schools, transportation, and all public and private places that are open to the general public. The purpose of the law is to make sure that persons with disabilities have the same rights and opportunities as everyone else.

The federal agency with primary responsibility for promulgating accessibility guidelines under ADA is the Architectural and Transportation Barriers Compliance Board (Access Board). The Board's Accessibility Guidelines for Pedestrian Facilities in the Public Right-of-Way (PROWAG) cover all "public land or property, usually interconnected corridors, that is acquired for or dedicated to transportation purposes."

Public rights of way in Jackson Hole are under the control of the State, the County and the Town. Title II of ADA prohibits discrimination against people with disabilities by state and local governments. As a result, PROWAG applies to local sidewalks and other public spaces. The most recent draft of PROWAG was published in the Federal Register on July 26, 2011 (76 Fed. Reg. 2011). Although this rulemaking has not been made final, it is generally regarded as being the current federal requirements.

PROWAG provides minimum standards for new streets, sidewalks and public space. Existing facilities are also subject to PROWAG if they are altered. Alterations are defined as "any change to a facility in the public right-of-way that affects or could affect pedestrian access, circulation, or use." For example, street and sidewalk reconstruction and resurfacing are considered alterations under PROWAG.

The Access Board has proposed supplementing its rulemaking on public rights-of-way to also cover shared use paths. The proposed rights-of-way guidelines, published in 2013, address access to sidewalks, streets, and other pedestrian facilities, provide requirements for pedestrian access routes, including specifications for route width, grade, cross slope, surfaces, and other features. In its draft rulemaking the Access Board proposed to apply these requirements to shared use paths as well as streets and sidewalks. This supplementary rulemaking also would add provisions tailored to shared use paths into the rights-of-way guidelines.

Accessibility of Pedestrian Facilities

The types of facilities covered by PROWAG include:

- pedestrian access routes and alternate pedestrian access routes;
- pedestrian street crossings;
- curb ramps and blended transitions;
- detectable warning surfaces;
- accessible signals and pushbuttons;
- protruding objects in pedestrian paths;
- signs;
- street furniture;

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- transit stops and shelters;
- on-street parking spaces and passenger loading zones;
- stairways and escalators;
- handrails; and,
- doors, doorways, and gates.

Technically, accessibility requirements for building entrances are the responsibility of each building owner. However, the Town and County will work with property owners as required to develop solutions to the various problems that can prevent access to building interiors, including floor to sidewalk grade differences.

PROGRAM BENEFITS

This Integrated Transportation Plan places high priority on upgrading and enhancing the infrastructure and related elements needed to support "active transportation" – walking, bicycling and other non-motorized activities. This shift in emphasis to active transportation will provide the following benefits.

Public Health

Research has confirmed a direct relationship between the walkability and bike-ability of places and general public health of residents and workers. People who are able to be active as part of their daily routines are much healthier than people who must drive for everything and consequently get little daily exercise. The magnitude of these benefits is substantial enough to justify significant public (and private) expenditures.

Destination Environment

Competing on a national and international level as a destination for visitors and tourists now requires a genuinely pedestrian-oriented local setting. Phrases like "walkable village" and "pedestrian-friendly" have become standard fare in the marketing of modern destination environments. Jackson Hole is increasingly at a disadvantage in this respect. Emphasizing walkability for visitors and tourists will not only support the regional economy, it will also diversify the visitor base, encourage lower impact forms of visitorship, and help Jackson Hole move beyond the era of "drive-through tourism." This emphasis is especially important in the commercial and mixed use districts of the Town and County, including the Town Square and Teton Village base area. Strategic management of vehicle parking will be coupled with design measures that ensure safe, convenient walkability to create "park once" environments.

Visitors and residents of all ages make use of the pathways network
Photo credit: Friends of Pathways

Short Trips

Data used in developing the 2015 ITP indicated that most Teton County traffic growth since 2000 had been local traffic associated with short trips. For example vehicle miles traveled (VMT) on state highways within the Town of Jackson had grown by an average of 2.5% per year from 2000 through 2013, while VMT outside of Jackson had grown by an average of only 0.6% annually during the same period. That data supported the conclusion that much of Jackson Hole's traffic growth had resulted from increased short trips within Jackson and other settled

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places made by driving. Many of these shorter trips could have been made by walking and bicycling, freeing up street capacity for traffic flow, especially in Town and in rural villages and neighborhoods.

This benefit cannot be measured in VMT reduction since average trip lengths for walking and bicycling are short. Rather, benefits come in the form of more productive use of road and street capacity and reduced need to expand traffic capacity in the region's most congested areas, including West Broadway and the "Y" Intersection. As tourism has rebounded and surged since 2015 (see Chapter 5), ongoing improvements to the pathways network and improved walkability in Town have played major roles in absorbing the increased visitor presence, maintaining good access and circulation in the face of heavy traffic volumes, especially during the summer months. This has benefited both visitors and the people who live and work in Jackson Hole.

First and Last Mile

This Plan calls for a significant increase in transit service levels throughout Jackson and Teton County (see Chapter 2). In order to achieve the intended increase in transit ridership, it will be essential to improve walk/bike access to transit throughout the region. Investments in active transportation infrastructure and environment to support access to transit – commonly referred to as "first and last mile" – will be targeted to areas surrounding key transit service corridors and will be a priority for both the transportation partners (Town, County and Wyoming DOT).

Parking Savings

In some areas of Jackson Hole – most importantly the Jackson core and Teton Village – providing adequate parking supply represents a significant financial and urban design challenge. Active transportation investments will provide major benefits by expanding the walkable area within which parking supply can be accessed and by increasing "internal capture" – the tendency for people to walk between nearby destinations rather than driving. This approach will be especially important in the Town Square.

SPECIFIC ACTIONS

The Town of Jackson and Teton County will take the following actions to increase active transportation in towns and villages:

Pathways Program

The Town and County have made significant progress since 2000 in developing a well-connected off-street pathways network. Since 2015, this program has moved beyond rural pathway corridors to include key routes in the Town of Jackson.

The 2007 Pathways Master Plan and the related 2013 Bicycle Improvement Plan identified several critically important infrastructure projects that have been completed, including:

- Pathway connecting the Town of Jackson to the village of Wilson, running roughly parallel to WY-22. This major link in the pathways network not only connects developed areas of Jackson Hole, it makes possible a 40-mile "grand loop" bicycling route: from Jackson to Grand Teton National Park; to Teton Village; to the convergence of WY-22, WY-390 and the Snake River; and back to Jackson, with feasible side connections to Jenny Lake in the Park and into Wilson.
- Pathway connecting the Town of Jackson to Grand Teton National

Pathway between Town of Jackson and Grand Teton National Park

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Park (parallel to US-191) and on to Jenny Lake in the Park (26 miles round trip), which also serves as part of the grand loop route.

- Buffered bicycle lanes on Snow King Avenue and painted bicycle lanes on Maple Way, providing a key connection across the southerly part of Jackson.
- Sidewalk and streetscape improvements on streets in Jackson, including South Cache and Redmond Streets.

These projects provide a safe and comfortable option for bicycling between towns, villages and Grand Teton National Park, as well as for recreational touring and exercise. They also have attracted increased bicycle tourism – a low impact, environmentally-friendly alternative to vehicle-based tourism. Perhaps most important, they have made routine bicycling feasible – safer and more convenient – for residents, including children. Locals report a dramatic increase in the number of families riding bicycles in Town, and in the number of younger residents riding to/from the local schools.

The Town and County will continue to invest in this program by updating the 2007 Pathways Plan, including an updated list of five-year capital investment projects. The Pathways program and the Town and County public works departments will ensure that existing pathways, lanes and other elements of the walk/bike network are maintained in a state of good repair.

Town of Jackson Community Streets Plan

The Town of Jackson will continue implementing the 2015 Community Streets Plan, guided by the Town's Complete Streets Policy. As a result, "the Town of Jackson will routinely design and operate the entire street right-of-way to enable safe access for all users, regardless of age, ability, or mode of transportation." The Community Streets Plan includes a toolkit of multimodal design treatments for each street in Jackson and an action plan for upgrading the Town's street network. It will serve as the design guide for improving local connectivity and making pedestrian and bicycle infrastructure improvements within Jackson.

The Town will continue implementing its Community Streets Plan

Teton County Community Streets Policy and Plan

Teton County will continue to address the multimodal needs and desires of the rural villages and neighborhoods outside of the Town. The County's efforts will focus on infrastructure and safety improvements to the pedestrian and bicycle network within and between the Complete Neighborhoods identified in the Comprehensive Plan, including (but not limited to) Wilson, South Park, Aspen-Pines and Teton Village. Elements will include upgrading pedestrian facilities, increasing local network links (streets and pathways), and improving pedestrian and bicycle access to regional links such as pathways and transit stops within each community.

Enhanced Winter Maintenance in Town

The Town will increase winter maintenance resources and practices to enhance snow removal services within selected corridors, including:

- Corridors with bus stops served by START;
- Sidewalks providing access to K-12 schools, within 1,000 feet of school entrances; and,
- Sidewalks within the lodging overlay district.

The Town will also implement design provisions of its Community Streets Plan that reduce conflicts in snow removal practices between streets, sidewalks and on-street bike lanes.

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4. TRANSPORTATION DEMAND MANAGEMENT

Leverage Our Investment

TDM OVERVIEW

Teton County and the Town of Jackson will work together to establish a Transportation Demand Management (TDM) Program. One of the highest priority "immediate actions" in this ITP Update will be the hiring of a full-time TDM coordinator to lead this effort.

The TDM strategies described in this chapter will complement existing and future START bus service improvements and the other multimodal planning efforts laid out in this ITP. TDM strategies will be tailored to four specific travel markets (see sidebar). The TDM program will also responsible for the performance monitoring and reporting system.

TDM TRAVEL MARKETS

- **Commuters** – employer-based strategies
- **New development** – trip reduction requirements
- **Residents** – school trips
- **Visitors** – vacation travel

TDM STRATEGIES BY TRAVEL MARKET

Commuters

Employer-based TDM strategies will be a high priority for the region, in particular to target the growing percentage of Jackson Hole workers who live outside the valley and commute fairly long distances. As large employers, Teton County and the Town of Jackson will directly participate in the program to showcase their support. Employers will be encouraged to adopt the following TDM Strategies:

Employer Transit Pass Program and Transit Subsidy

Offer free or discounted transit passes to employees, which can be provided as a tax-free benefit (see *Qualified Transportation Fringe Benefits* sidebar on next page). The TDM coordinator will work with START to implement one or both of the following types of discount employer bus pass programs:

- Annual or Monthly Pass Program: employer purchases monthly or annual passes for all interested employees, possibly at a modest discount, such as 5 to 10%.
- Bulk-Purchase Program/Universal Access Pass Program: employer purchases passes for all employees at a significant discount. This program generally requires regular ridership surveys to provide a basis for program pricing and a commitment by employers to fully subsidize the pass cost.

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Qualified Transportation Fringe Benefits
Offer tax-free commuting benefits to employees (see sidebar).

Charge for Employee Parking/Parking Cash-Out
Charge employees for parking or offer cash to those who voluntarily forego their free parking spot.

Active Transportation Incentives
Offer secure bike parking and access to showers to promote active modes of travel to work (biking, walking, skiing, running, etc).

Flexible Work Schedules and Telecommuting
In order to help relieve traffic during peak hours, allow employees to telecommute some or all of the time and offer compressed work day schedules (for example, working 4 ten-hour days instead of 5 eight-hour days) or flexible or staggered work schedules.

Carpooling/Vanpooling Assistance and Promotion
Encourage carpooling and vanpooling by providing preferential parking to participants, subsidizing the program cost, promoting a regional ride-matching program, and marketing the benefits to employees. The TDM coordinator will help employers set up vanpools and may contract with a private company to bring vanpool services to the employer base.

Regional Ride-Matching
The TDM Coordinator will implement a regional ride-matching program across multiple employers in order to take advantage of a larger pool of potential participants.

Guaranteed Ride Home
The Guaranteed Ride Home Program, administered by the TDM coordinator, will provide a ride home from work to any commuter who takes the bus, carpools, vanpools, walks or bikes to work in the case of an emergency.

QUALIFIED TRANSPORTATION FRINGE BENEFITS

IRS published proposed new rulemaking in June, 2020 that would change allowable QTF benefits. Employers should consult with their tax experts and monitor this rulemaking. For now the following provisions should be assumed:

As of the 2020 tax year employers are able to offer the following Qualified Transportation Fringe (QTF) benefits to their employees as nontaxable benefits:

- Transit or vanpool (6 or more passengers): $270
- Parking (near business location or at a location from which the employee uses transit, carpool or vanpool): $270
- Bicycle reimbursements for purchase, repair, storage or improvement of bicycles are no longer allowed as nontaxable QTF benefits

Employers can implement QTF benefits in one of two ways:

- Employer offers benefit, but does not subsidize: employee pays for commuting expenses with pre-tax dollars and saves on income tax payments.
- Employer subsidizes commuting expense (up to the limits above): employee does not pay income tax on the subsidy received and uses pre-tax dollars to pay for the remainder of the commuting expense. Employer does not pay payroll tax on the subsidy amount.

Note: employees can receive both transit and parking benefits at the same time.

As of the 2020 tax year, employers would no longer be allowed to deduct the cost of QTF benefits as business expenses.

See: https://www.federalregister.gov/documents/2020/06/23/2020-13506/qualified-transportation-fringe-transportation-and-commuting-expenses-under-section-274

Technical Assistance to Employers
The TDM coordinator will offer the following support to participating employers:

- Training for employer TDM contacts
- Employer starter kits (checklist of TDM measures, policies, forms, etc.)
- Quarterly employer events
- Marketing and outreach materials

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- Employee commuter surveys
- Assistance with implementation of Qualified Transportation Fringe Benefits
- Information clearing house/website

New Development

The Teton Village TDM program required as part of the Teton Village plan is generally viewed as having been a success, particularly in increasing transit mode share for trips to and from the Village. This public-private program will serve as a model for continued progress in limiting traffic growth.

Development Approval Criteria

In order to mitigate the traffic impacts of future developments, the Town of Jackson and Teton County shall adopt TDM requirements and enforcement measures for commercial and institutional developments above a certain size (to be determined) into their land development regulations. Larger residential projects that involve subdivision of land and creation of condominium ownerships will also be subject to TDM requirements, including monitoring and enforcement measures. The requirements and measures may be tailored for specific development types, but will include the components listed below. In return developers will be offered reduced parking requirements. Larger mixed use and residential development projects that involve subdivision of land and multiple building ownerships may be required to establish owner associations to carry out TDM provisions of the development approval.

- A TDM plan to be submitted as part of the approval process and updated every two years;
- Reports on key metrics every two years, with such monitoring to continue as long as is determined appropriate by the approving entity;
- Mandatory participation in key TDM programs –
  - 100% transit subsidy
  - Qualified Transportation Fringe Benefits
  - Charging for parking or offering parking cash-out to employees
  - Ridesharing
- Participation in a minimum number of elective measures, including secure bike parking, walk/bike incentives, flexible work schedules, telecommuting etc.

MARKETING TRAVEL OPTIONS THROUGH EVENTS

Events raise the visibility of alternative travel choices and give people the opportunity to try different modes of transportation. Possibilities include:

- Active modes challenge (bike/walk/transit challenge). Build on Active Commuter Choice Challenge organized by the Friends of Pathways.
- Car-free day activities.
- Ciclovia/Green Streets events, where one or several downtown streets are closed to motorized vehicles for a day.
- Bike safety clinics.

Residents

Encouraging Active Travel To and From School

Active travel to school (walking, biking, skating, skiing) can encourage high levels of exercise while reducing vehicular trips and localized air pollution due to idling. The TDM coordinator will work with schools to set up the following programs:

- Traffic safety education and bicycle test for elementary school-aged students.
- Walk/bike to school days.

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- Walking School Bus or Bike Train (parents take turns walking or biking to school with a group of students).
- SchoolPool to assists parents and students in finding matches to bike, walk, ride the bus, or carpool to and from school together.
- Free system-wide bus pass for all K-12 students.

Visitors

Measures are already in place to encourage visitor transit patronage. Jackson Hole Mountain Resort, with financial support from the Town and County, provides a season bus pass with most of its ski season passes and the free downtown shuttle provides a great way for visitors (and locals and commuters) to get around. These additional strategies will be used to help alleviate seasonal traffic surges:

Provide real-time traffic information
Promote Wyoming 511 (travel and weather advisories and webcams) as well as online tools, such as Google Maps or other traffic apps. Work with WYDOT to evaluate to potential for variable message boards that would convey real-time information to travelers and provide them with route and trip timing choices.

Inform visitors of transportation options both before and as they arrive
Work with lodging companies, ski resorts, the Jackson Hole Chamber of Commerce, and travel agencies and sites to disseminate information about travel options to visitors and/or offer free transportation with their stay (via shuttle, START pass or other).

Consolidated visitor travel information website
Consolidate visitor travel information in a travel options website, and work with hotels and ski resorts to link from their web sites.

TRAVEL OPTIONS WEBSITE

This will be a one-stop shop resource for residents, commuters and visitors to obtain travel information. It will include a multimodal trip planner, maps, program information, events, and news in one location.

Additional TDM Program Measures

Car Share
Car share could provide convenient, short-term car rentals as an alternative to individual car ownership for those not relying on their car to commute to work. Target users would include seasonal workers who arrive without a car, but also employers, who could substitute fleet vehicles with car share memberships.

Bike Share
A bike share program, called for in the 2015 ITP, was tested initially during the summer of 2016. Beginning in 2017, a "START Bike" program was implemented by a joint venture of START and Friends of Pathways, offering inexpensive, short-term rentals to residents, employees and visitors. During the 2020 season, there were 19 START Bike stations in and around Jackson. Over 3,000 bike rentals were taken during the first nine months of 2020. This program is helping reduce short trip vehicle traffic during the summer season, and it is also absorbing some of the summer traffic growth that would otherwise be occurring. Bike Share will continue to be an important part of the Town and County TDM program. In the future this program will be expanded in scope and will include e-bike rentals.

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Construction TDM Measures
Construction TDM measures could reduce the impact of site development and building construction on local traffic. They include requiring construction workers to park off-site and either carpool, take the bus or shuttle to the construction site, limiting idling of construction vehicles, and creating a cell phone lot for delivery vehicles. The County's experience managing construction traffic during major development projects in Teton Village may serve as an example of successful construction traffic TDM measures.

Integrated Local Travel Planning App
Develop an easy-to-use trip planning app (software designed for use on mobile devices) for use by residents, commuters and visitors. Incorporate comprehensive (all modes) trip planning features and real-time information about road conditions, transit services and parking supply. A key feature of the app will be integration with START bus locators to provide real time bus arrival information. This may also be integrated with digital displays at major transit stops and future BRT stations. Evaluate the potential for integrating this with Wyoming's 511 highway information service.

Parking Management
Strategic management of parking supply and utilization will be a key element of the transportation demand management program, with a continuing emphasis on Downtown Jackson.

The 2003 Downtown Access and Circulation Plan, which set forth a parking action plan for Downtown, has been substantially implemented and a new 2019 Downtown Parking and Mobility Management Plan has been prepared. Community priorities identified in the Downtown Parking and Mobility Management Plan, and incorporated into this ITP Update, include:

1. Focus on management strategies that preserve Jackson's character.
2. Apply a consistent, integrated approach to parking management.
3. Implement targeted communication and straightforward signage and wayfinding.
4. Focus on enhancing the pedestrian experience in Downtown.

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PERFORMANCE MONITORING AND REPORTING

The Town and County will continue to update the annual performance monitoring and reporting system (created pursuant to the 2015 ITP) to track trends and evaluate the ongoing effectiveness of implementing the ITP. The system will be part of the Transportation Demand Management Program and include the following elements to be updated annually (or as otherwise indicated):

Transportation Indicators Report (update annually)
The Town and County will maintain and annually update a transportation indicators report as part of the annual publication of the annual Jackson/Teton County Comprehensive Plan Indicator Report.

The transportation indicators report will monitor seven key indicators (see side box) and will be used to evaluate how effectively the Town and County are reaching the transportation related goals identified in the Comprehensive Plan. The Town and County will also continue working to improve techniques for monitoring active transportation activity levels and trends.

TRANSPORTATION INDICATORS

- Annual Vehicle Miles Traveled in Jackson Hole
- Annual START Ridership
- Average Daily Summer VMT per Capita*
- Average Monthly Summer START Ridership per Capita*
- Annual Tons of Mobile Source GHG Emissions
- Travel Time Differential - Bus/SOV (see Table 1-1)
- Annual Wildlife-Vehicle Collisions

*per capita based on effective population

Major Capital Project Benchmarks (update annually)
The Town and County will monitor average summer weekday traffic counts at the three indicator count stations identified in Chapter 5 (Major Capital Projects). Summer averages will be estimated by taking the average of the monthly average weekday traffic (MAWD) of each of the four months of the summer: June, July, August and September (available in the *Automatic Traffic Recorder Report* published annually by WYDOT). These counts will be used as benchmarks to determine the timing of project development and construction of the Major Capital Project Groups.

Full Update to the Integrated Transportation Plan (update in 2024)
The Town and County will undertake a full update of the Integrated Transportation Plan in 2024. This new plan will involve an extensive public involvement process to identify a transportation vision, objectives, strategies and capital priorities for Jackson and Teton County. The update also will recalibrate the baseline indicators, forecasts and other data components of the ITP. The update will rely on the regional traffic model developed after adoption of the 2015 ITP and after most of the work on this Update was completed. Use of the traffic model for analysis will require revision of VMT historical data and trends.

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5. MAJOR CAPITAL PROJECTS

Strategic Capital Programming

MAJOR CAPITAL PROJECTS OVERVIEW

The three entities (transportation partners) involved in implementing this Plan (Town of Jackson, Teton County, Wyoming DOT) have limited resources for capital investment. The highest capital priority for each of these agencies will be placed on maintaining existing facilities (all modes) in a "state of good repair." The relative priority of specific investments will be guided by system preservation and efficiency needs and will fall in these categories:

- Maintenance and upkeep of existing facilities;
- Recapitalization of existing facilities – replacement, rehabilitation and repair; and,
- System operations and demand management.

Transportation capital project investment priorities will be guided by the following six capital investment principles:

1. Network Approach. Lack of road and street connectivity represents a significant challenge in Jackson Hole. Major capital investments in specific corridors will be made based on network analysis, not in isolation one corridor at a time. Design measures will be applied in project development to avoid use of local connections by cut-through and regional bypass traffic.

2. Interagency Coordination. Close cooperation and collaboration between the Partners will occur continuously from initial needs analysis, through capital programming (including the State Transportation Improvement Program), conceptual planning and design, final design, right of way acquisition and construction. This coordination among the partners will be facilitated by formation of a Regional Transportation Planning Organization (see Chapter 6).

3. Multimodal Function. Capital investments will be planned and designed to provide multimodal corridors that support access and circulation by all modes. The Partners will look for opportunities to improve the safety and convenience of active transportation (walking, bicycling, etc.), and to increase the efficiency and competitiveness of transit operations. Project prioritization, planning and design will be guided by Comprehensive Plan Principle 7.1, "Meet future transportation demand with walk, bike, carpool, transit, and micromobility infrastructure."

4. Strategic Timing. Significant uncertainties in travel behavior trends, population growth and economic development cloud the partners' ability to forecast exactly when, if ever, certain major capital investments will be needed. To avoid premature investment in potentially-needed future capital projects while at the same time ensuring adequate time for project development of projects that become necessary, the Partners will use a benchmarking system to guide timing of project development and construction of major capital projects.

5. Project Development. Major transportation capital projects are important and thus inherently controversial. Effective public involvement in planning and design will be essential to successful project development. Each of the projects in Groups 1 – 4 will be developed from initial planning through conceptual design, final design

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and construction according to a project chartering process described in the PROJECT DEVELOPMENT SECTION at the end of this chapter. In addition, more specific provisions for Capital Group 1 are provided in Appendix L.

6. Level of Service. Capacity-based approaches to roadway network decision-making are inconsistent with best practices in modern transportation planning and engineering. Further, traditional measures such as "level of service" do not meet our community's expectations for transportation efficiency. The national experience with roadway congestion has shown that trying to "solve" it has been counterproductive, leading to induced traffic growth and discouraging a balanced reliance on multiple modes of travel.

   Expanding roadways encourages increased driving, and in particular, encourages increased driving during peak travel periods. As a consequence, highway widening and expansion projects generate low rates of return on investment, increase carbon emissions and reduce traffic safety. All of these impacts run counter to Jackson/Teton County Comprehensive Plan objectives and strategies. In Jackson Hole, the fact that key roadways have been "full" during summer months appears not to have dampened economic vitality. Rather, roadway congestion appears to have encouraged more reliance on walking, bicycling and transit ridership, with the collateral benefits of protecting community character and quality of life for residents.

   The Partners will invest available federal, state and local transportation funds only to increase the efficiency, safety and multimodal functionality of the roadway network. Roadway widening projects will be funded only where they are designed primarily to benefit transit travel times (Principle 3, above). New roadways will be allowed or required only where they improve local connectivity (Principle 1, above). However, if such projects also have the incidental effect of marginally increasing traffic capacity, that will not disqualify them from being funded, required or allowed.

Grouping Major Capital Projects

Each major capital project group (listed in Table 5-1) is designed to address existing (or future) traffic congestion and multimodal connectivity along a particular state highway corridor. Groups 1 and 2 represent interrelated projects that will jointly address the needs of the respective corridor. Group 3 lists several alternatives to be evaluated to address congestion on US-89 north and south of Jackson. Group 4 projects are high priority local connector projects.

Table 5-1. Major Capital Project Groups

Group 1 WY-22 (Jackson – WY-390)	Group 2 WY-390	Group 3 Regional Connections	Group 4 Key Local Connections
• Multimodal Reconstruction of the "Y" Intersection • Completion of the Tribal Trail Connector • WY-22 Improvements to Accommodate Transit Travel Time and Efficiency, including HOV lanes • WY-22 Pathway (Wilson – Jackson) • Multimodal Reconstruction of the Intersection of Spring Gulch and WY-22 • Wildlife Permeability (based on the WYDOT PEL Study)	• WY-390 Multimodal Improvements (WY-22 – Teton Village) • Multimodal Reconstruction of the Intersection of WY-390 and WY-22 • Wildlife Permeability (from PEL Study) • Bus Rapid Transit (Jackson - Teton Village)	• Pave and Upgrade Spring Gulch Road • Fixed-Guideway Transit • New North Network Connector	• Tribal Trail Connector (also in Group 1) • East-West Connector(s) in South Park • Maple Way - Snow King Corridor

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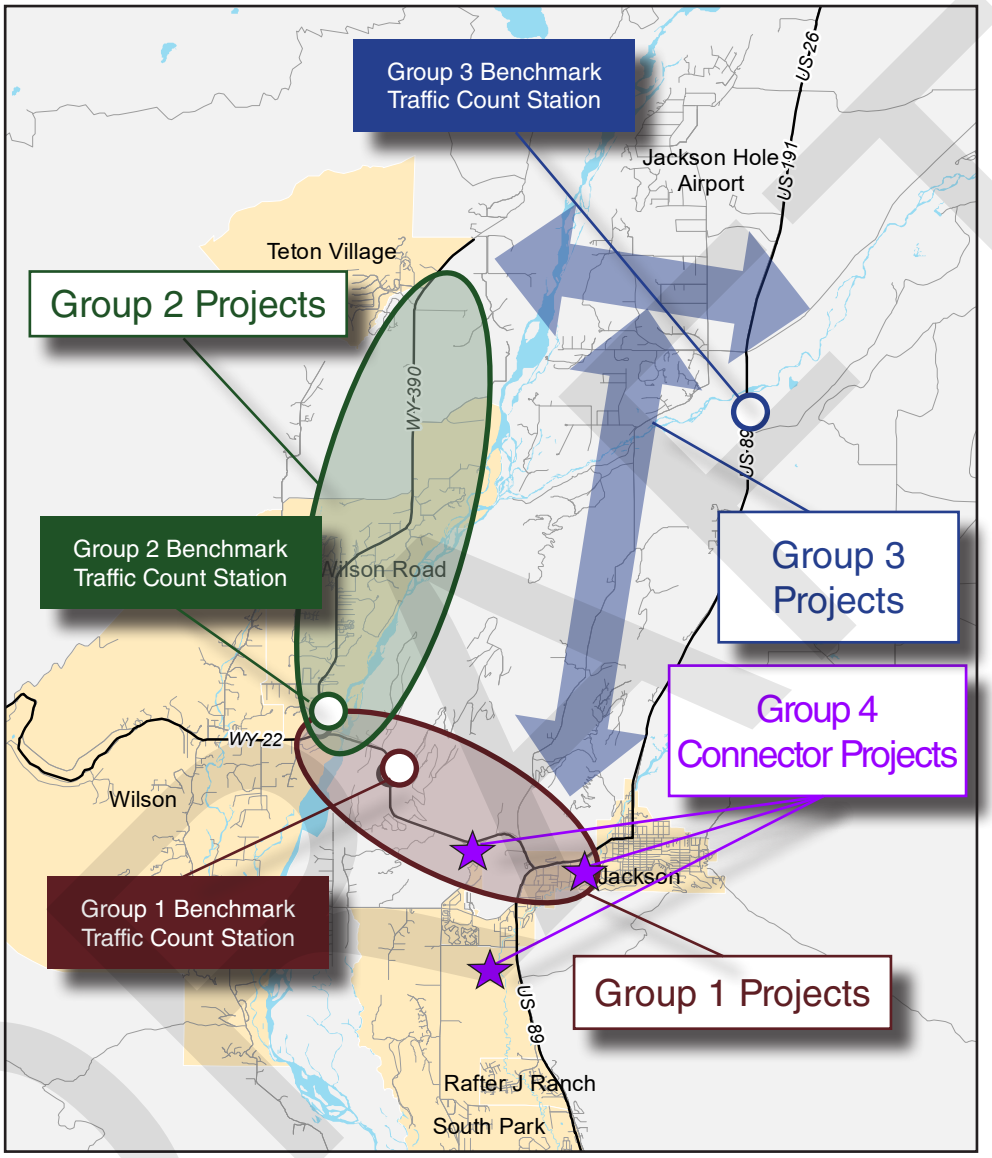
Figure 5-1. Major Capital Project Group Locations and Benchmark Traffic Count Stations



IDENTIFYING PROJECTS

All of the projects in these groupings were considered to be of regional significance in one or more of the following sources:

- 2020 Jackson/Teton County Comprehensive Plan
- 2014 Wyoming Highway 22 and 390 Planning and Environmental Linkages Study commissioned by WYDOT (WYDOT PEL study)
- Jackson/Teton Integrated Transportation Plan (ITP) planning process.

BENCHMARKS

As changes in mobility and demographic trends have accelerated in recent years – nationally, throughout the western states, and in Jackson Hole – forecasting of travel demand has become more challenging (See Chapter 1). The transportation partners (Town of Jackson, Teton County and Wyoming DOT) will employ indicators and benchmarks to manage uncertainty and guide major capital project planning and implementation. The indicators/benchmarks system will allow the partners to determine when project development activities should commence and when construction should begin. The system will rely on average summer month traffic data (June - September) for roadway capacity projects and on average summer month transit ridership for implementation of high capacity transit projects.

Table 5-2 shows the indicators and benchmarks to be used in planning, programming and scheduling project development activities for capital projects in Groups 1 - 3. Benchmarks for the major capital project groups will rely on existing permanent traffic count locations – automatic traffic recorders (ATRs) – maintained by WYDOT. This will allow monitoring the benchmarks with readily-available data. The ATR locations and traffic volume triggers for the project benchmarks are shown in Table 5-2 and mapped in Figure 5-1.

Traffic volume triggers for each benchmark are based on the following three criteria:

- Average summer month weekday traffic volumes. Currently, daily traffic on Teton County roadways peaks in July. This trigger will use an average of the four summer months (June, July, August and September).
- Project Development. Before construction of major state highway projects or other major federally-funded transportation corridor projects can commence, a project development process must be completed, beginning with project listing in the State Transportation Improvement Program (STIP), followed by environmental analysis, design engineering and right-of-way acquisition. State highway projects require about five years of project development. Accordingly, the benchmarks for initiating highway corridor project development in Capital Project Groups 1 and 2 are set at about five years (1st Benchmark) before the point at which Wyoming DOT's policies would call for it to begin construction (2nd Benchmark) of a remedial project.
- Environmental Process. The Capital Group 3 alternatives would be major projects requiring a longer project development cycle, potentially including preparation of a "Planning and Environmental Linkages" (PEL) report and/or preparation of one or more environmental analyses – either environmental assessments (EAs) or environmental impact statements (EISs). This will require a longer lead time of about ten years. Accordingly, the 1st Benchmark for Group 3 projects is set at 86% of the 2nd Benchmark traffic – about 17,200 vehicles per average summer weekday.

Table 5-2. Major Capital Project Group Benchmarks

Capital Project Group		1	2	3
First Benchmark		Preliminary Engineering	Preliminary Engineering	NEPA/PEL
Traffic Trigger		18,600 VPD	14,136 VPD	17,200 VPD
Second Benchmark		Construction	Construction	Construction
Traffic Trigger		20,000 VPD	15,200 VPD	20,000 VPD
Indicator Count Station		WY-22 - MP 2.85 ATR # 158	WY-390 MP 0.1 ATR # 141	US 26 MP 160.5 ATR # 84
2019	Actual Average	23,400 VPD	15,166 VPD	13,858 VPD
2024	Baseline Forecast	23,800 VPD	16,800 VPD	14,000 VPD
	Plan Scenario	22,700 VPD	15,900 VPD	13,400 VPD
2035	Baseline Forecast	27,000 VPD	19,500 VPD	15,800 VPD
	Plan Scenario	24,400 VPD	17,300 VPD	14,300 VPD

* VPD = vehicles per average summer weekday (Jun-Sep)

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MAJOR CAPITAL GROUP DESCRIPTIONS

Group 1 Major Capital Projects – WY-22 (Jackson to WY-390)

Group 1 capital projects will improve connectivity, parallel redundancy, and multimodal functionality in the WY-22 corridor from West Jackson to WY-390. These projects are interdependent and will be planned and designed as an integrated set of multimodal network improvements. This multimodal network approach will provide opportunities to limit the footprint and related environmental and visual impact of each project and will help ensure the design process for each project is comprehensive, network-oriented and multimodal.

As Table 5-3 shows, both the project development and construction benchmarks have already been met for Capital Group 1. This confirms the conclusion reached in the Wyoming DOT PEL study that development of the following projects should be initiated as soon as possible.

COMPREHENSIVE PLAN PRINCIPLES AND POLICIES RELATED TO CAPITAL PLANNNING

Principle 7.1 - Meet future transportation demand with walk, bike, carpool, transit, and micromobility infrastructure.

- **Policy 7.1.a:** Increase the capacity for walking, biking, carpooling and riding transit
- **Policy 7.1.b:** Create a transportation network based on "complete streets" and "context sensitive" solutions
- **Policy 7.1.c:** Interconnect all modes of transportation
- **Policy 7.1.d:** Maximize interconnection, redundancy, and hierarchy in the transportation network
- **Policy 7.1.f:** Complete major transportation network projects based on Major Capital Group approach

Principle 7.2 - Reduce greenhouse gases from vehicles to below 2012 levels.

- **Policy 7.2.a:** Implement a Transportation Demand Management (TDM) program
- **Policy 7.2.b:** Discourage use of single-occupancy vehicles
- **Policy 7.2.c:** Explore and pilot innovative transportation solutions
- **Policy 7.2.d:** Reduce wildlife and natural and scenic resource transportation impacts

Reconstruction of the Y Intersection
This intersection is an important regional multimodal facility and a gateway into Jackson. Since the 2015 ITP was adopted, Wyoming DOT has completed an interim improvement of the intersection. Future, permanent reconstruction will fully accommodate the needs of all modes (motor vehicles, bus transit, bicycle and pedestrian), including future high capacity bus transit needs, such as signal prioritization. The PEL study identified four workable design options and concluded that this intersection would have the highest priority for improvement of all the elements studied in the PEL for the WY-22 and WY-390 corridors.

Tribal Trail Connector, New Roadway
This is a new multimodal local network link (about 1/2 mile in length) that will create significant benefits in improved local and regional connectivity and circulation. The intended benefits of the new Connector will include shorter average vehicular trip lengths, route redundancy for the US-89 to WY-22 connection, removal of some local traffic from the Y intersection, and future more direct routing for START bus services connecting South Park neighborhoods to the West Bank, Teton Village and the Town of Jackson. The County and WYDOT own most or all of the right of way necessary to build this link. This project is not intended as a traffic capacity increase project, although that may be an ancillary effect of building it. It is identified as a high priority project in the Comprehensive Plan.

WY-22 Multi-Lane, Multimodal Improvements, BRT/HOV, Jackson – WY-390
The WYDOT PEL study evaluated this corridor (Segment 1) and concluded that future traffic would warrant

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Table 5-3. Group 1 Traffic Forecast and Benchmarks

Group 1 Indicator Count Station WY 22 Jackson West (PC #158)	2013 (actual traffic)	2019 (actual traffic)	2035 (forecast traffic)	1st Benchmark (initiate project development)	2nd Benchmark (initiate construction)
Summer average vehicles per weekday	21,379	23,400	27,000	18,600	20,000

updating the cross section, an outcome confirmed during development of the 2015 Integrated Transportation Plan. WYDOT's future traffic forecast for this segment is 35,000 VPD (vehicles per day), up from 23,000 VPD today. The PEL study assigned Segment 1 medium priority relative to other corridor elements. Intersections along this roadway were also addressed in the PEL study and are treated here as part of the roadway project.

As part of this Update to the ITP, the Town and County have determined that widening WY-22 to support general traffic growth would be counterproductive, leading to additional, induced traffic (especially during summer months) and discouraging ongoing shifts in mode share away from driving alone. Rather than widening to four general purpose lanes for general traffic growth, the corridor should be upgraded to support the development of bus rapid transit (BRT) service between the Town and Village (see Chapter 2). Modification of this section of WY-22 will include:

- addition of either HOV lanes or exclusive BRT lanes;
- appropriate design to prioritize buses through the Y intersection and the intersection of WY-22/WY-390; and,
- appropriate design to connect the Tribal Trail Connector and other local roadways into the WY-22 corridor; but,
- no additional general purpose lanes.

The Comprehensive Plan identifies this as a high priority project. The Town and County will work actively with WYDOT to ensure local multimodal transportation objectives are met in this corridor and that a WY-22 modernization project advances as quickly as possible through the planning process into design and construction.

WY-22 Pathway, Jackson to Victor and Driggs, Idaho

This interstate, multi-use pathway will be an important regional network link, connecting several existing and planned pathway corridors in Wyoming and Idaho, and providing a key link in the long-envisioned Greater Yellowstone Trail Concept Plan.

In September, 2020, the Town of Jackson and Teton County, with other local partners, were awarded a $20 million federal transportation grant for a range of improvements in this corridor, including completion of the pathway between Stilson (at WY-390) and the Idaho cities of Victor and Driggs. This project is assigned high priority

The "Y" intersection (Broadway and WY-22) in Jackson

Tribal Trail Road will be linked to WY-22

WY-22 from Jackson to WY-390 will be improved for multimodal travel

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by the Comprehensive Plan. Any remaining non-motorized needs should be addressed as part of other state and local projects in Capital Group 1.


New Snake River bridge, part of the pathway network parallel to WY-22, opened in fall 2014

WY-22 Wildlife Permeability, Jackson – WY-390

In order to reduce frequency of wildlife-vehicle conflicts on this section of WY-22, the WYDOT PEL study identified six locations for grade-separated crossings. In addition the PEL study recommended fencing, signage, seasonal speed restrictions, automated speed detectors and vegetation management be considered as potential tools to protect wildlife along this corridor. The 2018 Teton County Wildlife Crossing Master Plan further defined the need and proposed locations for wildlife crossing measures based upon a cost benefit analysis. These improvements for wildlife and vehicular safety will be evaluated and included in design.

Highway Incident Management Program

While highway congestion is usually attributed to traffic exceeding roadway capacity, another leading cause of highway congestion is "incidents" – episodic events that disrupt traffic at and around specific locations. Highway incidents that commonly occur in Jackson Hole include:

- Motor vehicle crashes (with other vehicles, bicyclists, pedestrians, animals and fixed objects);
- Emergency and recovery vehicle operations at crash scenes;
- Weather and natural occurrences road and lane closures (wildfires, snow storms, avalanches, flooding, seismic events and landslides);
- Highway reconstruction, rehabilitation, repair and maintenance activities;
- Disabled vehicles in the roadway or on the shoulder; and,
- Wildlife viewing distractions, with drivers slowing, stopping and/or pulling over to observe nearby wildlife (especially elk, moose and bear).


WY-390 (7-mile corridor linking WY-22 with Teton Village)

Highway incidents are responsible for about 25% of all hours of delay on US roads and streets. In Jackson Hole, with its limited roadway network, a crash or other problem at one location can back traffic up, radiating out from the incident site to affect other regional highways and even major streets in Town. Anecdotal evidence from Teton County suggests that many of the most visible and frustrating periods of congestion are related to one of the above incident types.

As a general rule of thumb, each one minute of lane blockage results in four minutes of total vehicle delay. Further, incidents tend to cascade, with one event leading to secondary crashes nearby, or with major blockages, at locations far away. Studies have shown that for each one minute of blockage or distraction from a highway incident the probability of a secondary collision increases by 2 – 3%. Law enforcement personnel, emergency service personnel, and highway workers are placed at heightened risk as the size and duration of incidents increases. Further, incident-related congestion increases fuel consumption and emissions of air pollutants and carbon dioxide.

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Many states and regions have had considerable success addressing incident-related traffic congestion through "highway incident management programs." The primary elements of these programs are:

- Detection and verification;
- Communication with emergency responders;
- Motorist information;
- On-site emergency management (police, fire, ambulance, etc.);
- Traffic management at the site and at other locations as needed; and,
- Clearance (removal of obstruction and return to normal traffic flows).

Incident management tactical measures that produce especially high benefits include:

- Contracting with wrecker services to keep tow trucks/wreckers posted nearby and ready to respond in areas with frequent problems. Quickly clearing incident sites of obstructions and distractions generates significant returns in reduced congestion.
- Improving communications and information systems, using such tools as: surveillance cameras to monitor traffic flows; social media monitors to flag unfolding events; existing mobile software apps such as Google Maps, which can provide early notification of incidents; use of proprietary data sources operated by firms that compile, anonymize and provide real-time traffic flow data; and, improved interfaces with motorist information systems like 511 and motorist aid radio.
- Incident data gathering and analysis programs that compile data from crash records and other sources, revealing locations where incidents occur frequently, leading to other mitigation measures to reduce the likelihood of recurrence at those locations.

The Town and County, working through the ITP Implementation Lead, will collaborate with Wyoming DOT to implement an Incident Management Pilot in the WY-22 corridor west of Jackson. Performance data will be collected and studied to determine which techniques are most useful in the Jackson Hole setting. Based on outcomes of the Pilot, the partners will work to expand the Highway Incident Management program in other Jackson Hole corridors.

Capital Group 1 Objectives and Alternatives:

Reconstruction of the "Y" intersection at US-89 and WY-22, the extension of the Tribal Trail Connector to WY-22, and other projects in this group represent one of the key infrastructure challenges in Jackson Hole. Objectives to be used in guiding identification of alternative improvements and designs include:

- Network Approach – Project development shall use a network approach that addresses not only through traffic movements on state highways but also local circulation and connectivity needs. Network analysis will include modeling or simulation of traffic flows for different alternatives and combinations of alternatives, using current traffic data and forecasts. For example, traffic simulation will compare traffic flows with and without the Tribal Trail Connector and evaluate different "Y" intersection alternatives, including a roundabout.
- Multimodal Analysis – Alternatives shall be identified that improve safety and convenience for all modes and do not degrade the function of the network for bicycles, pedestrians or transit to achieve higher traffic level of service. The ability of bicycles and pedestrians to cross the "Y" intersection (all directions) shall not be sacrificed to vehicle flow.
- Transit Efficiency and Travel Time – Alternatives shall be prioritized that reduce transit travel times through the corridor by providing: separate bus-only or HOV lanes; intersections that prioritize and reduce delay for bus movements; and, other improvements that decrease the ratio of bus travel time relative to driving.
- Safety – The safety of people traveling by all modes shall be a key consideration in all design. Evaluation of alternatives will take into account rates of personal injury and fatal accidents, rather than prioritizing property

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damage accident rates. Pedestrian and bicycle safety will be a specific priority.

- Delay – Reducing vehicular delay is an objective, but higher traffic speed is not.

Pursuant to the above objectives, design alternatives for the "Y" intersection shall include, but not be limited to:

- Roundabout – One-lane and two-lane roundabouts shall be considered.
- At-Grade Revisions – These may include an inverted continuous flow intersection, an inverted continuous flow intersection with an additional lane on Broadway, and a Florida-T signalized merge intersection with an additional lane on Broadway, as well as other feasible at-grade intersection types.
- Grade Separations – These may include various combinations of elevated ramps or a full interchange.
- Bicycle and Pedestrian Separations – These may include grade separations for bicycles and pedestrians on one or more legs of the intersection.
- Buffalo Way – The closure of the Buffalo Way leg of the intersection, or limiting of that leg to right-in and right-out movements may be considered.
- Other – Other intersection concepts not previously considered may also be included in the evaluation.

Group 2 Major Capital Projects – WY-390 (WY-22 to Teton Village)

Group 2 capital projects are interdependent and will be planned and designed as one integrated capital project with WYDOT as the lead agency. Design of the WY-22/WY-390 intersection is currently ongoing, along with conceptual design (10% drawings) of Segments 5 (WY-22 – Lake Creek) and Segment 6 (Lake Creek – Teton Village) identified in the WYDOT PEL study. This will ensure that the intersection design accommodates the future WY-390 cross-sections and sets the stage for future land use management decisions by the County and access management decisions by WYDOT.

Timing of project development and construction of Group 2 capital projects will be determined by the first and second benchmarks average summer weekday traffic levels at the WYDOT ATR #141 on WY-390. Conceptual design may address the difference in context of the southerly section of WY-390, which has an urbanizing character, and the roadway further north, which is more rural in character. Design options may include access management techniques to minimize the amount of highway expansion required.

Table 5-4 indicates that traffic volumes along WY-390 in 2019 were already at or above the Benchmark for initiating project development of Group 2 Major Capital Projects. Average summer weekday traffic on WY-390 in 2014 was 14,575 VPD, just above the level established as the benchmark for initiation of project development. Under the Baseline Scenario forecast (which assumes no interventions), project development should be initiated now with construction beginning in about 2020.

WY-390 Multimodal Improvements, WY-22 – Teton Village

The Comprehensive Plan identifies this as a high priority project and envisions this corridor as a "complete" street accommodating all modes of travel. The WYDOT PEL evaluated the corridor in two segments: Segment 5 (from WY-22 to Lake Creek) and Segment 6 (from Lake Creek to Grand Teton National Park). That distinction reflects an important difference in context between the southerly section, which has become more urban in character,

Table 5-4. Group 2 Traffic Forecast and Benchmarks

Group 2 Indicator Count Station WY 390 Teton Village (ATR #141)	**2014** (actual traffic)	**2019** (actual traffic)	**2035** (forecast traffic)	**1st Benchmark** (initiate project development)	**2nd Benchmark** (initiate construction)
Summer average vehicles per weekday	14,575	15,166	19,500	14,136	15,200

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and the section north of Lake Creek, which has retained its rural character. Future design decision-making will continue to respect this land use context.

Planning and conceptual design of improvements in this corridor will evaluate the feasibility of providing improvements that prioritize bus movement and reduce bus delay along WY-390 to Teton Village. While the benchmark count station is located just north of WY-22, that does not mean that a single design solution must be implemented throughout the entire corridor. Access management measures and system operations may be used to improve the efficiency of traffic flow through the corridor. No new general purpose lanes will be built and no extensive intersection widening will be made in this corridor. The partners will work to manage WY-390 in order to protect the character of the surrounding land uses.

Multimodal Reconstruction of the Intersection of WY-390 and WY-22
The WYDOT PEL study assigned this project a high priority. WYDOT has worked closely with a local steering committee to develop plans for both the bridge replacement and intersection design including consideration of prioritization of bus movement through the intersection. Plan completion and reconstruction of the bridge and intersection are anticipated prior to the ITP 2024 update.

WY-22 Wildlife Permeability, Jackson – WY-390
The WYDOT PEL study and the Teton County Wildlife Crossing Master Plan identified potential locations for grade-separated crossings near the WY-22/WY-390 intersection. In addition the WYDOT PEL study recommended that fencing, signage, seasonal speed restrictions, automated speed detectors and vegetation management be considered as wildlife protection measures. These improvements for wildlife and vehicular safety will be evaluated and included in project design.

Group 3 Major Capital Projects – "Regional Connections "

Group 3 capital projects will address traffic that may occur during peak summer months on US-89 north and south of Jackson. Unlike the projects in Group 1 and 2, which were bundled into project groups to be implemented together, projects in Group 3 form a set of alternatives to be studied in order to identify a preferred alternative. Because of the scale of the potential projects – spanning different parts of the region – and the magnitude of the cost, landscape and environmental impacts, a multi-stage NEPA (National Environmental Policy Act) process will be required, beginning with a Planning and Environmental Linkages (PEL) study similar to that already undertaken for the WY-22 and WY-390 corridors. This will require substantial lead time (at least 10 years) for project development.

Under the baseline forecast for traffic growth, the County and WYDOT would not need to initiate the NEPA/PEL process for a the Group 3 Major Capital Projects until sometime well after 2035, when summer traffic volumes on US-89 north of Jackson are forecast to hit the first benchmark of 17,200 vehicles per average summer weekday, (and construction would not needed until even later). Under the Plan Scenario, traffic volumes are forecast to grow at an even slower rate along North Highway. This would delay a need to initiate the NEPA/PEL process for this group of projects even further and possibly never.

Table 5-5. Group 3 Traffic Forecast and Benchmarks

Group 3 Indicator Count Station US-26 Gros Ventre (ATR #84)	2014 (actual traffic)	2019 (actual traffic)	2035 (forecast traffic)	1st Benchmark (initiate NEPA/PEL process)
Summer average vehicles per weekday	12,770	13,858	15,800	17,200

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Pave and Upgrade Spring Gulch Road

Spring Gulch Road is a low-volume, low-speed County road providing local access to ranch lands. It also functions as a somewhat circuitous connection between US-89 north of Jackson and WY-22 west of Jackson and has been considered as a potential bypass route for pass-through traffic currently using the state highway corridor through Jackson. Implementing this bypass would require reconstructing the roadway, realigning portions of the corridor, and paving the new facility to support trucks and other traffic.

A modeling analysis of the Teton County road network (with forecasts to 2020) completed by WYDOT in 2008 concluded that corridor improvements would result in minimal system-wide benefits. (See Appendix F of the Jackson/Teton County Comprehensive Plan.) Due to modest potential benefits and the rural character of the Spring Gulch land use context, this project has a low priority. However, localized land use changes over time and growth in traffic beyond 2020 could warrant further exploration of this project as an alternative.

This route has also been considered a potential corridor for a regional pathway or non-motorized link in Teton County. The priority of such a project will be determined through updates to the Pathways Master Plan.

New North Network Connector

The potential for a new network connector between US-89 north of Jackson and WY-22 near Teton Village has been discussed for decades. This concept would require a new crossing of the Snake River. The corridor would pass through a rural area of large-lot, single-family homes and undeveloped land, where further low density residential development is anticipated in the future.

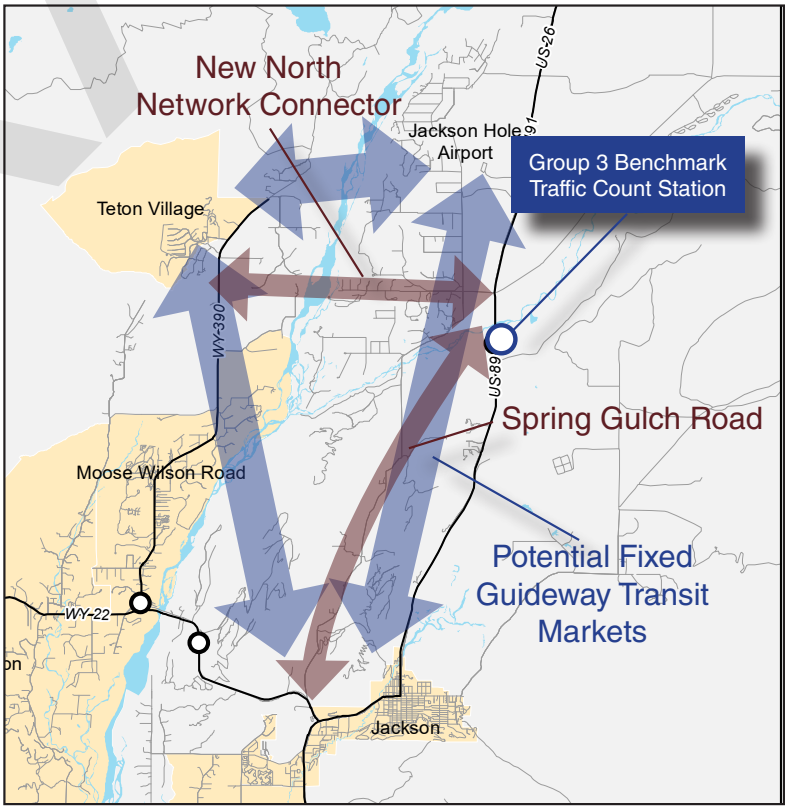
Potential benefits of such a new connection could include shorter travel times between the airport and Teton Village and reduction in vehicular traffic pressure on Moose-Wilson Road between Teton Village and Grand Teton National Park.

A modeling analysis of the Teton County road network (with forecasts to 2020) completed by WYDOT in 2007 concluded this connection would offer minimal system-wide benefit. Despite limited potential benefits, traffic growth beyond 2020 could require consideration of this corridor. For additional discussion and analysis on this topic refer to Appendix H.

Fixed Guideway Transit

Over the long term, it may be that rail transit, or some form of elevated cable or guideway transit, could play a role in moving people within Teton County. Potential markets for this could include the Town-to-Village, Town-to-Airport and Airport-to-Village corridors. Appendix I provides a benchmarking system for when a more detailed planning and design process for a fixed-guideway transit system would be warranted.

Figure 5-2. Group 3 Project Locations



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Group 4 Major Capital Projects – Local Connectivity

The three Group 4 projects are each relatively short in length and will not require benchmarking to time their development because each have already been needed for many years. Each are identified as high priorities in the Comprehensive Plan. These projects will be planned and designed to serve travel to, from and within Jackson Hole and to improve connectivity between local neighborhoods. Design measures will be applied to discourage use of these connections by the pass-through and regional bypass traffic that should remain on the state highway system.

Tribal Trail Connector

This project is also included in the Group 1 project list because of its interrelationships with WY-22 and traffic volumes through the "Y" Intersection. The Connector will provide a direct route for motor vehicles, including transit buses, between South Park and parts of the region accessed via WY-22, including Wilson, Teton Village, other West Bank neighborhoods and Eastern Idaho. Today, motor vehicles making one of these connections must travel around through the "Y" Intersection, adding to the congestion at that major crossroads. This poor connectivity also discourages provision of better transit services to affected neighborhoods – West Jackson, Cottonwood, Tribal Trail, and the High School Road commercial and educational land uses.

The corridor will extend north and west from its current terminus at Cherokee Lane, intersecting with WY-22 west of Jackson. The right of way required for the Connector has been established by Teton County for this long-planned use. Project benefits will be significant and will include:

- Reduced vehicle miles of travel (VMT) associated with circuitous routing of traffic;
- Reduced traffic through the "Y" Intersection;
- Improved emergency vehicle access and route redundancy in and around West Jackson and South Park;
- Roadway network redundancy for the "Y" Intersection, occasional closure of which (traffic crashes, etc.) can isolate the Town from Teton Village, Wilson and other West Bank neighborhoods and Eastern Idaho; and,
- Direct routing for START transit services between and among South Park, West Jackson, Teton Village, Wilson and West Bank neighborhoods.

This project will require close coordination among the transportation partners (Town of Jackson, Teton County and Wyoming DOT). A number of specific issues will be evaluated during the planning and design process, including:

- The location and design of the intersection with WY-22, taking into account the potential for a grade separation serving the northbound-to-westbound traffic flow;
- The potential of using berms and other landscaping barriers to reduce visual and noise impacts on existing neighborhoods;
- Roadway design features that discourage or prevent cut-through traffic from using this route as a shortcut to US-89 south of Jackson by way of either South Park Loop Road or High School Road; and,
- Roadway design features that slow traffic to safe speeds through the corridor.

South Park Connectivity, East-West Connector

The 4.5 square mile area of South Park encompassed by High School Road, South Park Loop Road and US-89 has no internal collector road network. If and when development occurs in South Park, it will be essential to ensure that minimum levels of roadway connectivity are provided. Connectivity is needed to: support timely emergency service access and meet other emergency response needs; support future bus transit service; support walkability and bike-ability in South Park neighborhoods; and, avoid concentrating traffic congestion at existing intersections with South Park Loop Road and with US-89.

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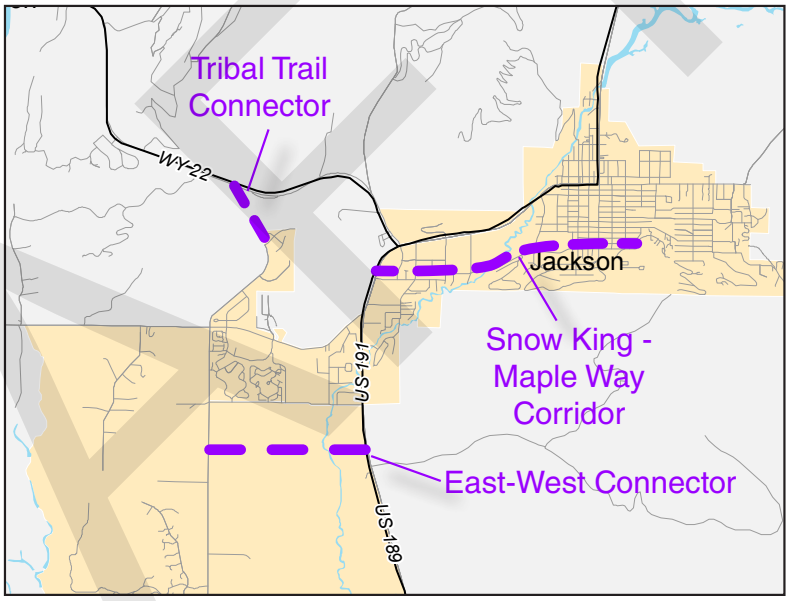
If needed to set the stage for desired development, Teton County may choose to develop a location study and corridor plan for one or more new east-west roadways to ensure adequate connectivity for local traffic between South Park Loop Road and US-89. Such planning and design of new connector roadway(s) should address all modes of travel – motor vehicle, START bus, bicycle and pedestrian, taking into account both the rural, undeveloped nature of the area and potential future development scenarios. Such planning should also address and mitigate traffic impacts to High School Road. Design measures should be included in any collector corridor concept to prevent diversion of pass-through traffic from state highways and to encourage lower speeds appropriate for local traffic. The County may also choose to work with property owners to ensure adequate roadway connectivity through a neighborhood planning process or through development planning.

Snow King-Maple Way Corridor

This corridor is an important multimodal network link connecting the two sides of Jackson split by Karns Meadows and Flat Creek. Currently, only two routes for traffic and bus transit connect West Jackson with the rest of Town - US-89 (West Broadway) and Snow King-Maple Way. There is no practical opportunity to develop other street linkages between East and West Jackson, so it is important that both corridors function well not only for traffic flow, but also as multimodal facilities serving pedestrian, bicycle and transit access and circulation.

Figure 5-3. Group 4 Project Locations



This project has been studied by the Town and parts of the corridor have already been upgraded. Remaining elements of the project will include extending bike lanes and sidewalks through the corridor to West Broadway, providing transit access facilities at appropriate locations, adding turn lanes at intersections (where needed), and modifying the two intersections at the Scott Lane right-angle route diversion. Design options for the Maple Way/West Broadway intersection will also be studied to encourage use of the corridor for afternoon peak traffic use westbound out of the core area of Jackson. Because West Jackson has been, and will continue to be, an area attracting commercial and mixed-use redevelopment and infill, it will be important to upgrade pedestrian and bicycle accommodation in the area and this corridor will be essential to that effort. This project is identified as a high priority project in the Comprehensive Plan.

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WILDLIFE PROTECTION

The Yellowstone/Teton area is known for its diverse and abundant wildlife population and is one of the only remaining regions in the U.S. with a complete set of large predator/prey populations. Preservation of wildlife is critical to maintaining the tourism-based economy of Teton County, to preserving the local ecological environment and to protecting what is both a local and national treasure. Wildlife preservation is also an important directive of the Comprehensive Plan, which states "A healthy ecosystem is our community's most important economic asset" (see Chapter 6). The Plan also seeks to include wildlife crossings and other mitigation standards in road design, limit human/wildlife conflicts, and reduce transportation impacts to wildlife and natural and scenic resources.

IMPACT OF TRANSPORTATION ON WILDLIFE

- A high number of annual fatal wildlife-vehicle collisions (WVCs) occur on the state highways in Teton County (which also endangers drivers); an average of 222 per year from 2010-2012 excluding those in GTNP (see Appendix E).
- High traffic volumes on the state highways can act as a barrier to daily wildlife movement and annual migrations between feeding grounds.

Teton County will take the following actions to enhance wildlife permeability and reduce wildlife-vehicle collisions (WVCs) on the major highway corridors in Teton County.

Develop a County wildlife crossing plan - A master plan was completed and adopted in 2018. A special purpose tax (SPET) for $10 million for work outlined in the master plan was approved by voters in 2019.

Implement wildlife mitigation/protection measures identified in the WY-22/390 PEL study as part of the Group 1 and 2 of major capital projects

Collaborate with WYDOT to implement fencing and grade crossing as part of projects south of Jackson - Multiple crossings have been planned and constructed on this corridor and as of late 2020 are currently either completed or under construction.

Utilize existing science-based research when designing wildlife crossings and planning for wildlife permeability along each corridor (see Appendix J for resources)

PROJECT DEVELOPMENT

Coordinated Design Process

All projects within Capital Project Groups 1, 2 and 4 will be planned and designed concurrently to ensure that each project is designed to account for the impacts and overlapping design details of all other projects within the group and within that part of the regional network. Group 3 projects, however, will be studied and evaluated as potential alternatives. WYDOT will lead design and construction of the major state highway projects, but project development will require a coordinated effort between Teton County, the Town of Jackson and WYDOT.

Multimodal Design

During project development for each Major Capital Project Group, planners, designers and engineers will consider safety, convenience and efficient circulation of all modes (transit, bicycles, pedestrians and motor vehicles) through the project area. Each new capital project will be designed to increase connectivity of transit routes, pathways and bicycle lanes, sidewalks, and the street network. This multimodal approach will be essential to limiting growth in

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traffic congestion and will encourage balanced use of all modes and continued mode shift away from single occupant vehicle dependency.

An additional consideration to be incorporated into the planning and design process for Capital Groups 1 and 2 will be the potential that START may one day operate Bus Rapid Transit (BRT) between Jackson and Teton Village (see Chapter 2. Transit Development). Design features required for BRT operations may include signal prioritization, exclusive bus lanes, BRT stations and other elements that would contribute to streamlined service and reduced travel times. Specifically, as part of planning and design of the WY-22 Multi-Lane and Multimodal Improvements project in Capital Group 1 (Jackson – WY-390), the partners will evaluate the potential for adding an HOV/Bus lane in each direction as an alternative to adding general purpose lanes.

Project Charters

Each major transportation capital project will be guided by a Project Charter as described in this section. A Transportation Capital Project Charter is a document that describes the project and, once approved by an elected body, guides project development. Charters should not be lengthy documents. The project charter shall be updated at three points in project development:

- Start Up Phase – Initial preparation and adoption.
- Concept Design Phase – At completion of concept design.
- Final Design Phase – At completion of final design.

Qualifying Projects

A charter is required for capital projects that are specifically named in the Integrated Transportation Plan or that have an estimated capital cost over $1,000,000. Charters may be used for groups of projects that are interrelated parts of a network. A project charter may be used by the Town and County to guide local involvement in Wyoming DOT projects. Charters are not required for smaller capital projects, for programs or for ongoing maintenance and operations.

Project Initiation

A project charter may be initiated at the direction of the Town Council, County Board of Commissioners, or staff department with responsibility for capital project development. The project charter must be approved by the respective elected body before major expenditures are made for qualifying projects.

Purpose and Need

The charter shall identify why the project qualifies for, or requires, a charter. The transportation purpose and need of the project – access, circulation, mobility, etc. – shall be stated in terms that reconcile the project with policies and strategies in the Integrated Transportation Plan.

Project Objectives

The charter shall identify project objectives. These may include quantitative and qualitative objectives. Quantitative objectives shall include indicator metrics for a baseline condition and the corresponding intended future indicator values at five and ten years following completion. Minimum expectations for all transportation capital projects include objectives related to safety, environmental protection, and cost effectiveness:

- Safety – Project development shall include analysis of safety impacts of the proposed improvement. The intent of this plan is to focus on safety of people as they move about in our valley. This plan also recognizes that congestion alleviation and improved safety are not necessarily the same thing. While it is true that congested conditions may, in some cases, tend to increase the overall accident rate, it is also true that accident severity increases with vehicle speeds. Accordingly, safety metrics used in project development will rely on the accident rates for fatalities and personal injury accidents.

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- Environmental Protection – Ecosystem stewardship is the first Common Value in the Town/County Comprehensive Plan. Whether or not specific environmental analyses are required by laws or regulations, development of all capital transportation projects shall take into account stewardship of wildlife, natural resources and scenery, as well as climate sustainability through energy conservation.
- Cost Effectiveness – Project development shall include an evaluation of whether there is a lower cost way to achieve the objectives identified for each project.

Project Location, Extents and Elements

The charter shall include a map showing the project location. The extents, or physical limits, of the project shall be described. The charter shall include a preliminary list of project elements.

Environmental Review

The charter shall describe the level of environmental review and clearance that will be required as part of project development. For projects expected to have federal funding or for which there will be a significant federal role, the NEPA (National Environmental Policy Act) project type – categorical exclusion, environmental assessment, or environmental impact statement – shall be identified and confirmed or revised at each phase.

Roles and Responsibilities

The charter shall identify agencies, entities, positions or individuals who will share responsibility for project development and shall describe their respective roles, including the following:

- Project Sponsor – The lead public agency with direct authority and responsibility.
- Project Manager – The staff individual (or position) who will serve as project manager.
- Project Team – The charter may identify other persons (or positions) to will work on project development.
- Elected Bodies – The charter shall identify how the Town Council and/or County Board will be involved in the project and at what points they will review project status and/or make decisions. The charter itself shall be presented to the respective elected body(ies) for review and approval and is not in effect until approved.
- Stakeholder Oversight – The charter shall identify individuals (or organizations) who will be appointed by the Town Council and/or County Board to serve on the stakeholder oversight committee for the specific project(s) covered by the charter. Stakeholder committees shall not have formal approval authority, shall not make decisions by voting and shall not have elected officers. Their function is to provide a sounding board for the project team and to provide advice and comment at various stages in project development. The charter shall identify the anticipated number and timing of stakeholder committee meetings. Notes from stakeholder committee meetings shall become part of the project record.
- Public Engagement – The charter shall identify the public engagement process to be used for project development, including a schedule of planned public events and any plans for a project website.

Required Resources

Project charters shall provide an estimate of the resources required to develop, build and open the project to service in the following categories. Resource estimates shall be updated periodically during project development.

- Project Cost Estimate – A cost estimate for the project shall be included in the project charter and shall be revised at each update phase. Estimated costs shall be provided for each of the major components of project development, including: planning and concept design; final design, right of way acquisition, construction and construction engineering. A contingency amount shall be included in the cost estimate for each component.
- Staff Resources – An estimate of staff resources required to manage the project shall be developed. This estimate need not be overly precise in hours but can be general in nature, e.g., "0.5 FTE for 6 months."

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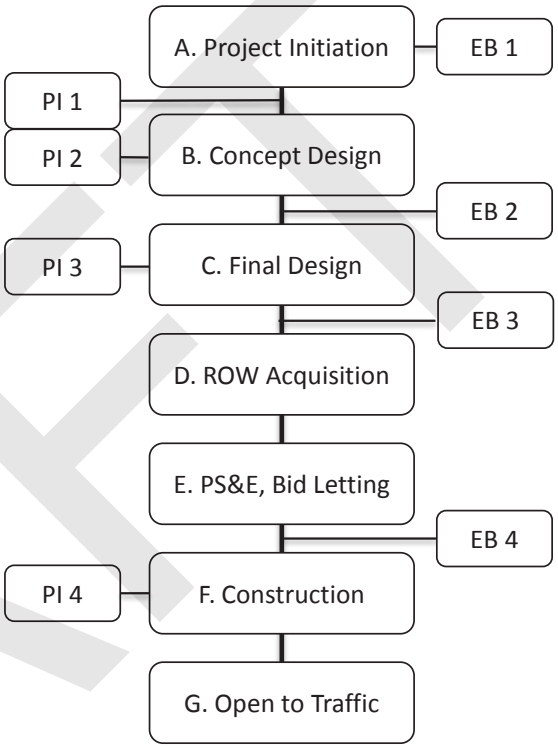
- Professional Services – Any contracts or work orders for consulting and other contract services required to complete various project components shall be described along with the planned approach to procurement. A cost estimate for these services shall be included in the project cost estimate for each project component.
- Funding Sources – The charter shall identify the source of funds for each project component, based on the cost estimate for that component. If a portion of the funding is speculative (e.g., SPET ballot or federal TIGER grant), that fact shall be noted.

Figure 5-4. Project Development Steps



Risk Assessment

Project charters shall include a discussion of project risks. These may be qualitative, but should be as specific as possible

- Outcomes Risk – This is the risk that the project will fail to achieve the Project Objectives (see above) along with the risk of unintended consequences. Potential mitigation measures for specific risks shall be described.
- Business Risk – This shall include the risk that the project costs will exceed the cost estimate and the risk that adequate funding will not be available and other potential events or occurrences that could affect the project development process or the ability to deliver the project on schedule. Potential mitigation measures for specific risks shall be described.

Transparency

Project charters, including each phase update, shall be made available on the respective Town or County website for general public access.

Specific Provisions for Capital Group 1

Appendix L provides additional specific provisions and information for the project development process to be used for Capital Group 1 projects.

Steps In Project Development

Following initial approval of the project charter, major capital projects for which the County and/or Town is the project sponsor will proceed through the steps shown in Figure 5-4 and described in this section below. Wyoming DOT has developed a similar flow chart for projects where WYDOT is the lead agency and for which NEPA review and clearance is required. This WYDOT flow chart is shown in Appendix L. For such projects, the project development steps shown in WYDOT's flow chart will be followed.

Continued involvement by the project stakeholder committee is assumed and not specifically shown in Figure 5-4. Stakeholder committee meetings will be held as appropriate throughout project development.

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A. Project Initiation

This step includes development of an initial project charter as described in the previous section.

EB 1. Elected body(ies) approval of the project charter is required before moving beyond this step.

PI 1. An initial public information workshop or open house will be held following EB 1 to provide the public with an opportunity to learn about the project and to suggest potential design options and alternatives.

B. Concept Design

This step includes final project planning and initiation of any environmental review that is required, based on the project charter. If appropriate, project alternatives will be identified and described. If the project requires NEPA (National Environmental Policy Act) processing and clearance, draft and final environmental documents will developed and a preferred alternative identified, reviewed, and approved. Plan-view design drawings, right of way requirements, and revised project cost estimates will be completed at this stage. The concept design will include design drawings at about 30% completion.

PI 2. A public workshop or community open house will be held to obtain public review and comment on project alternatives and possible design options before a final concept plan is presented to the elected body(ies) for approval.

EB 2. Elected body(ies) approval of the concept design and update of the project charter is required before moving beyond this step.

C. Final Design

This includes final design of all project elements, identification of final right of way requirements, and development of revised project cost estimates.

PI 3. A public workshop or community open house will be held to obtain public review and comment on the proposed final design before it is presented to the elected body(ies) for approval.

EB 3. Elected body(ies) approval of the final design and update of the project charter is required before moving beyond this step.

D. Right of Way Acquisition

The right of way (land) required for the project, based on the final design drawings, will be obtained at this step.

E. Plans, Specifications and Estimates, Bid Letting

Once the right of way required for the project has been obtained, final design drawings, materials specifications, unit quantities and contract requirements will be prepared for bid letting. An update of the project cost estimate may be needed depending on how much time has transpired since completion of step C above.

EB 4. Elected body(ies) approval of the selected bid(s) and construction contract(s) will be required.

F. Construction and Construction Engineering

Construction of the project will proceed. Construction may be managed by staff or through contract services.

PI 4. Many projects will require ongoing communication with nearby property owners, business owners and residents, as well as with the general public to ensure that people are aware of any road closures, traffic management measures, and ongoing construction impacts..

G. Open to Traffic

At completion of construction the project will be opened to public use. As-built design drawings will be prepared and retained by the project sponsor.

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6. REGIONAL TRANSPORTATION PLANNING ORGANIZATION

Continuing, Cooperative, Comprehensive

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OVERVIEW

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

INITIAL MOBILIZATION - ITP IMPLEMENTATION LEAD

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

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

ITP Implementation Lead responsibilities will include:

- Leading and serving as staff for the transportation Technical Advisory Committee;
- Coordinating Town, County, and Wyoming DOT work

BENEFITS OF AN RTPO

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

on Capital Group 1 network and proejct planning and design, with a focus on WY-22 and steps leading to development of BRT service between Town and Teton Village (see Chapters 2 and 5);
- Providing coordination & support to the transit (START) and Pathways programs;
- Assisting the Town and County in the hiring of a fulltime Transportation Demand Coordinator (see Chapter 4) and guiding that coordinator in getting a TDM program up and running;
- Developing a charter for the First and Second Stages of RTPO organization; and,
- Taking charge of ITP performance monitoring and reporting.

RTPO VS. RTA

Establishing a Regional Transportation Authority (RTA) was considered as an alternative organizational structure. However, while Wyoming Statutes authorize formation of RTAs, this structure may be more limited than will be needed for the RTPO. The relevant Wyoming statute may be found at this link: http://law.justia.com/codes/wyoming/2010/Title18/chapter14.html

FIRST STAGE ORGANIZATION

The RTPO will be modeled on Metropolitan Planning Organizations established under federal transportation statutes. Its multimodal mission would encompass vehicular travel, public transit, bicycling and recreational trails, and pedestrian accommodation. RTPO staff will undertake transportation planning for the Town and County, provide coordination between local, regional and state transportation programs and be empowered to accept local, state, federal and private grants and enter into contracts.

Organizational Structure

A Policy Board and a Technical Advisory Committee will provide strategic direction to the RTPO. The Policy Board's role will be advisory to the County Commission, Town Council and Wyoming DOT District 3. It could include:

- Two members of the Teton County Board of Commissioners appointed by the Board;
- Two Town Councilors appointed by the Town Council;
- One local citizen appointed jointly by the County Commission and Town Council; and
- Non-voting members representing Wyoming DOT, Grand Teton National Park, and the Jackson Board of Education.

The Technical Advisory Committee (TAC) will serve in an advisory function to the Policy Board and be chaired by the RTPO executive director. It could be comprised of:

- RTPO staff as well as staff from the various Town and County transportation programs (engineering, pathways, transit, etc.);
- A representative from the Wyoming DOT;
- A representative of Grand Teton National Park; and
- Representatives of other organizations as determined by the Policy Board.

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RTPO Responsibilities

Specific responsibilities of the initial RTPO will include:

- Implement the Transportation Demand Management Program established by this Integrated Transportation Plan;
- Evaluate candidate projects for state and federal transportation funding and provide formal review and comment to Wyoming DOT in development of the State Transportation Improvement Program (STIP) on behalf of the Town and County;
- Provide monitoring and reporting of the key indicators established by this plan, including monitoring of progress toward major capital project benchmarks;
- Provide transit planning services to START including grant writing and grant applications;
- Absorb the Jackson Hole Community Pathways program; and
- Develop a transportation funding proposal as described below for consideration by the Town and County and for approval by voters.

SECOND STAGE ORGANIZATION

The second stage of RTPO development could occur as an expansion triggered by passage of a dedicated local transportation funding source or by other events such as passage of federal legislation authorizing rural MPO-like transportation planning authorities. The second stage organization could also occur gradually over time as needed.

Eventually, the Town of Jackson and Teton County will add staff and funding to the RTPO to strengthen the local/regional capability to develop, monitor and fund transportation plans, programs, projects and other actions. The second stage RTPO will provide transportation planning and coordination services to the streets and public works programs of the Town and County, to START and to Wyoming DOT. It will have a formal role in prioritizing state transportation decisions, including updates to the STIP.

In the case Town and County voters approve a dedicated source of transportation funding, the RTPO will:

- Take on the role of prioritizing, allocating the new transportation funds;
- Be involved in traffic forecasting, environmental review processes for transportation projects, transit service and capital needs analysis and planning, and the pathways program;
- Be empowered to grant funds to the Town and County for local projects within their jurisdiction.

It will be important for the RTPO to establish the kind of "continuing, comprehensive and cooperative" transportation planning process currently assigned to Metropolitan Planning Organizations in metropolitan regions. The Policy Board and TAC will provide ample opportunity for direct and active involvement by Grand Teton National Park, the Jackson Hole Chamber of Commerce, Teton Village Association, Jackson Hole Mountain Resort, Snow King Resort, and other organizations and entities capable of representing stakeholders in transportation decision-making.

It may be appropriate for the RTPO to be involved in coordinating transportation planning and decision making across Teton County, Wyoming boundaries either through an expanded formal organization structure or through intergovernmental cooperation. This broader transportation planning and coordination role could embrace Teton County, Idaho; the Idaho Department of Transportation; Park, Lincoln or Sublette Counties in Wyoming; Yellowstone National Park; and other areas within the larger regional trip-shed.

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7. ACTION PLAN

Strategic, Prioritized, Accountable

OVERVIEW

This chapter includes two sections. The "Implementation" section provides an action agenda and schedule for the Plan, identifying timing and priorities for Plan elements found in chapters 2 – 6. The Immediate Actions (2020 -2021) list shows the highest priority actions. Several of these are needed to enable implementation of the rest of the ITP. Others reflect urgent needs. An essential prerequisite for progress on this Action Plan will be establishing and filling the ITP Implementation Lead (see Chapter 6) and Transportation Demand Management Coordinator (see Chapter 4).

The "Funding the Plan" section provides a blueprint for the increased funding that will be required for full implementation.

IMPLEMENTATION

Essential Actions (2020 – 2021)

- ❑ 1. Establish and fill ITP Implementation Lead position or contract. (Chapter 6)
- ❑ 2. Establish and fill Transportation Demand Management Coordinator position. (Chapter 4)

Immediate Actions (2020 – 2021)

- ❑ 3. Develop peak hour travel time indicator. Prepare and publish annual Transportation Indicators Report. (Chapter 4)
- ❑ 4. Work with WYDOT to develop a highway incident management program for WY-22. (Chapter 5)
- ❑ 5. Engage proactively with WYDOT on planning of Capital Group 1 improvements, including WY-22 reconstruction planning & design. (Chapter 5)
- ❑ 6. Work with Legislature to add BRT & HOV to Wyoming Statutes. (Chapter 5)

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High Priority Actions (2020 – 2024)

- ❑ 7. Complete planning, design and construction of the Tribal Trail Connector. Identify funding sources for this project. (Chapter 5)
- ❑ 8. Establish the first stage organization of the RTPO. (Chapter 6)
- ❑ 9. Implement priority elements of the **2020-2025 START Routing Plan** as determined by the START Board, working with the Town and County. (Chapter 2)
- ❑ 10. Continue coordination and collaboration with the National Park Service on the potential for a pilot program of summer transit service between the Town and Grand Teton National Park. (Chapter 2)
- ❑ 11. Update the Pathways Master Plan and update the capital project list of priorities. (Chapter 3)
- ❑ 12. Implement an expanded transit commuter pass program. Set pricing and policies. Begin working with large employers to implement commuter TDM strategies. (Chapters 2 and 4)
- ❑ 13. Begin development of a regional transportation demand management program. (Chapter 4)
- ❑ 14. Incorporate TDM requirements for large projects in development approval criteria for Land Development Regulations. (Chapter 4)
- ❑ 15. Coordinate with WYDOT to advance WY-22 improvements for funding in the State Transportation Improve-ment Plan - STIP. (Chapter 5)

FUNDING THE PLAN

The transportation partners (Town, County and Wyoming DOT) are not currently funded at levels that would support implementation of this Integrated Transportation Plan. Funding the plan will require a strategic approach based on the following assumptions and principles:

Federal Funding

The federal surface transportation program will continue to be uncertain. Federal funding levels will decline over the near term. In particular, the potential exists for declines in transit capital funding. Discretionary grant programs (BUILD, etc.) may continue to be funded, but will be hard to predict. At the same time, there are grant opportunities in programs outside US DOT, including the Departments of Agriculture and Energy and EPA that the partners will investigate and pursue.

Project Development

The adage that "money comes to plans faster than plans come to money" is nowhere more true than in local and regional transportation. The partners will work to establish an inventory of high-priority, "shovel-ready" capital projects in support of an opportunistic approach to meeting the funding challenge. These will include a range of modal projects and a range of project sizes to improve the potential for a successful match between funding opportunities and candidate projects.

Dedicated Transit Funding

About ¾ of transit system costs are incurred for operations and maintenance. Regional transit systems in western states (for example RFTA, EcoTransit and Summit Stage in Colorado, NAIPTA in Arizona) have gained traction and managed to keep up with demand only when local, dedicated sources of operations funding have been put in place. This is one of the highest priorities in Jackson Hole.

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Capital Funding

Infrastructure programs like transportation (and water, sewer, electrical service, etc.) tend to languish and fail to keep up with demand if funding is uncertain. Only where stable, predictable flows of capital funding are made available are transportation agencies able to plan and manage multi-year capital projects. The Town and County will establish a revenue stream for regional transportation capital projects. This funding will be dedicated to regional projects and will be programmed and managed by the RTPO (see Chapter 6), with the following priorities:

- Transit service level increases;
- Capital project development (see Project Development, above);
- Capital Groups 1 – 4, in partnership with Wyoming DOT; and,
- Regional transportation planning and management.

Private Sector

The RTPO will reach out to the private sector, including especially employers and the tourism industry, to draw them into active involvement in implementation of the transportation program. This effort will initially focus on the larger employers and on collaboration with the Jackson Hole Chamber of Commerce.

Table 7-1. Potential Funding Sources

Funding Source	Current Tax Rate	Revenue	Details
General County-Wide Sales Tax	4¢ State + 2¢ Teton County (1¢ General Purpose, 1¢ Special Purpose/SPET)	Each 1¢ sales tax in Teton County generates about $16.3 million annually	• Local sales tax revenue is shared between the County and Town based on population • County could impose additional 1¢ general purpose sales tax with vote of the public
Lodging Tax	2¢	Each 1¢ lodging tax in Teton County generates about $4.0 million annually	• In Teton County lodging tax revenue must be allocated 60% for tourism promotion, 10% for general purposes, and 30% for visitor impacts • A lodging tax extension was approved by Teton County voters in November, 2018
General County-Wide Property Tax	9 mils for general fund purposes; total levies up to 60 mils on some properties	Each 1 mil property tax in Teton County generates about $2.0 million annually (applied to properties in the County and in the Town of Jackson)	• County general purpose maximum levy is 11 mils • Town of Jackson does not impose a property tax for general funding purposes
Regional Transportation Authority (RTA) Property Tax	Not implemented in Teton County	Each ½ mil county-wide (including town) would produce about $1.0 million annually	• Authorized by Title 18, Chapter 14, Wyoming Statutes – up to ½ mil • Must be applied county-wide; multi-county RTAs are allowed

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Transparency and Accountability
The partners will work to establish a routine system of monitoring and reporting of regional transportation system demand and performance. This will be the responsibility of the RTPO (Chapter 6) and will ensure a stable foundation of public support for the regional transportation program.

Available Funding Sources

Potential sources of funding for Plan implementation are shown in Table 7-1. An analysis of suitability of the various potential sources for specific Plan priorities is described below.

Funding Source Suitability

It will be important for the Town and County to be strategic in designing a funding program for this Plan. The following suitability analysis will guide local discussion, debate and development of a funding strategy.

Sales Tax
Sales tax receipts can be more volatile than property tax receipts as economic cycles play out, but in Teton County will offer more opportunity for growth. Accordingly sales taxes represent an appealing source of funding for capital programs (all modes) but seem less ideal for transit operations and maintenance, where volatility can be problematic. One appeal of this revenue source is the fact that a significant portion of sales tax revenues in Teton County are paid by visitors and tourists. However, the most important characteristic of a sales tax is the sheer amount of revenue it produces.

Lodging Tax
It makes sense to look to a lodging tax increase as a way to fund part of the cost of transit capital and operations, as well as bicycle and pedestrian capital projects. Peak demand in Jackson Hole is clearly produced by the seasonal influx of visitors and tourists, which creates a significant amount of the unmet financial need in state and regional transportation programs. However, the lodging tax as a source may not be readily scalable, since only 30 – 40% of revenues from a tax increase could be made available for transportation programs, creating a surge in tourism promotion that would have to be explained as part of asking for voter approval.

General County-Wide Property Tax
An argument can be made that property taxes are a logical source of funding for transit operations and maintenance because good transit service is an essential utility, much like water, sewer, and emergency response services. Also, this revenue source is relatively stable over time, which helps avoid the challenges a transit program can face during a recession, when revenues from sales taxes and lodging taxes decline at the same time that ridership demand increases. Property taxes are also a good source of revenue for road and street maintenance, but that approach is clouded in this instance due to the legacy of the Town not applying a property tax and the difficulty of proposing that County landowners pay for Town street maintenance.

Regional Transportation Authority (RTA) Property Tax
This is essentially the same as the County-wide property tax described above, but would be tied to the provisions of Wyoming's RTA statute. This statute was designed to enable multi-county transit agencies, which could be a part of Teton County's future, but is off-target for near-term Jackson Hole needs. In any event the RTA property tax is limited to ½ mill, which is not enough revenue to warrant the effort.

Private Sector
Finally, while not a tax source, there should be a role for the private sector in funding the transit system. The most direct way to do this in Jackson Hole will be to expand private employer participation in buying transit passes for commuters, a topic addressed in Chapter 2 (Transit Development Plan) and Chapter 4 (TDM).

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Gap Analysis

To achieve full implementation of this Plan, increased funding beyond existing sources will be needed to address the following major priorities:

- transit service expansion – capital and operations and maintenance (O&M) costs;
- local roadway projects (e.g., Maple Way/Snow King); and,
- continued investment in pathways as well as bike lane and pedestrian improvements.

All of the major roadway projects described in this Plan are state highways that would be funded from state and federal revenue sources. It is also possible that elements of certain local projects could be supported in part with state and federal highway funding – a new intersection at Maple Way and US-89, a new intersection at WY-22 and the Tribal Trail Connector, etc.

This Plan also calls for increases in spending for local pathways, sidewalks, and streets. While the exact amount of these capital costs would not be known until project design is completed, an increase in capital spending of $2 million annually would accomplish at least some of the objectives identified in the Plan.

Growing and improving transit services will represent the largest single cost facing the Town and County. Federal transit funding should provide much of the capital costs – including completion of the transit maintenance facility (which probably cannot be funded from local sources). However, the level of START operations and maintenance (O&M) funding needed by 2024 will require a new source of local revenue.

Table 2-2 in Chapter 2 provides cost estimates for transit expansion. By 2024, a net increase in local transit capital and O&M funding of about $3.1 million would be required annually (above 2018 budget levels). Much of the capital cost (80%) would be funded with federal funds – which will grow as the transit system grows. An increased share of the O&M costs would be met by increasing START's operating ratio from 23% to 30% – a direct outcome of implementing the transportation demand management program (Chapter 4).

If Town and County voters were to approve a 1¢ increase in the local sales tax, the increased funding required for transit implementation to 2024 could be met with less than half of the ($16.3M) proceeds of the additional 1¢, leaving significant funding for other transportation projects and yet allowing for half of the new sales tax proceeds to be invested in other priorities, such as affordable housing and human services. So, while the transit costs are daunting, they are well within the scope of potential local action to address funding.

However, the transit funding gap will widen further between 2024 and 2035, and sometime after 2024 additional funding for transit will be required. One of the major issues to be addressed in the next Integrated Transportation Plan Update (to be developed in 2024) will be how to meet this need. Additional revenue sources – local property taxes, lodging taxes, an RTA tax – would be available and should be considered. However, for purposes of this Action Plan, it is clear that sufficient funding capacity is technically available for the Town, County and WYDOT to fully implement the "Immediate" and "High Priority" projects and programs required by 2024.

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