JACKSON /TETON
INTEGRATED TRANSPORTATION PLAN

September 2015

Acknowledgements

September 2015

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September 2015

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 2012 Update to the Town and County Comprehensive Plan and implements policies, goals and objectives developed in Chapter 3 of Section 7 of said plan:

> "Residents and visitors will safely, efficiently, and economically move within our community and throughout the region using alternative transportation."

See Appendix A for the full list of principles and policies from the Comprehensive Plan that were used to guide this ITP.

GUIDING PRINCIPLES FROM THE COMPREHENSIVE PLAN

- Meet future transportation demand through the use of alternative modes
- Create a safe, efficient, interconnected, multi-modal transportation network
- Coordinate land use and transportation planning

PLAN DEVELOPMENT

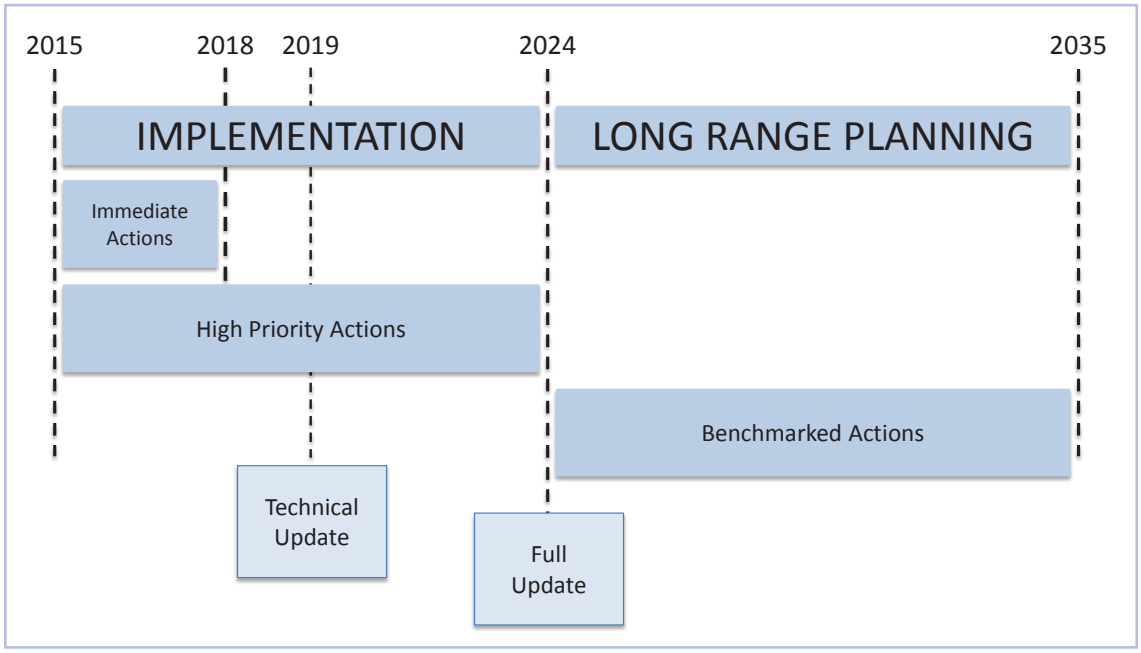
A Technical Advisory Committee (TAC) made up of staff of the Town, County and Wyoming Department of Transportation (WYDOT) guided the planning process throughout 2014. Extensive public outreach included interviews with community leaders and two public workshops attended by more than 190 people.

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

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 in the three years after Plan adoption; high priority actions to be implemented in the first ten years; and a benchmarking system to guide long range actions through 2035. A technical update will occur in 2019 with a full update of the ITP to occur in 2024.

Figure 1-1. ITP Plan Horizons



PLAN SCENARIO

The Plan Scenario is a quantitative and qualitative description of the overall program direction and primary outcomes intended by this Integrated Transportation Plan (ITP). Achievement of the Plan Scenario would represent a significant change in trajectory from the Baseline Scenario. Key indicators for both Scenarios are shown in Table 1-1 for the horizon years of 2024 and 2035.

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 ridership doubles by 2024 (from 2013) and again by 2035 (from 2024)
- An additional 5% of single occupant vehicles trips shift to non-driving modes (walk, bike, transit) by 2035
- Walk and bike mode shares increase by over 50%

The Baseline Scenario shows what would happen if recent trends in Jackson Hole continue into the future, combined with no change in current travel behavior. 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.

Table 1-1. Key Indicators Under the Baseline and Plan Scenario (Teton County).

Indicator		Base Year	Baseline Scenario		Plan Scenario	
		2013	2024	2035	2024	2035
Mode Share (of total annual trips)	SOV (single occupant vehicle)	54%	54%	54%	51%	48%
	MOA (multiple occupant auto)	29%	29%	29%	29%	29%
	Walk	9%	9%	9%	10%	11%
	Bicycle	7%	7%	7%	8%	9%
	Transit	1%	1%	1%	2%	3%
Annual vehicle miles traveled (VMT)		480 million	550 million	610 million	525 million	560 million
% Growth in VMT from 2013		-	14%	28%	9%	17%
Annual transit ridership		0.9 million	1.1 million	1.2 million	1.8 million	3.6 million

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 than today. Jackson and Teton Village will join the ranks of walkable tourism destinations.
- **Transit.** Service increases will focus on making transit a viable 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 bicycling by residents and workers.
- **Mode Share.** Over 5% of daily trips made in Teton County (including Jackson) in 2013 will shift from single-occupant vehicle trips to walk, bike and transit trips by 2035. (see Table 1-1)

2. TRANSIT DEVELOPMENT

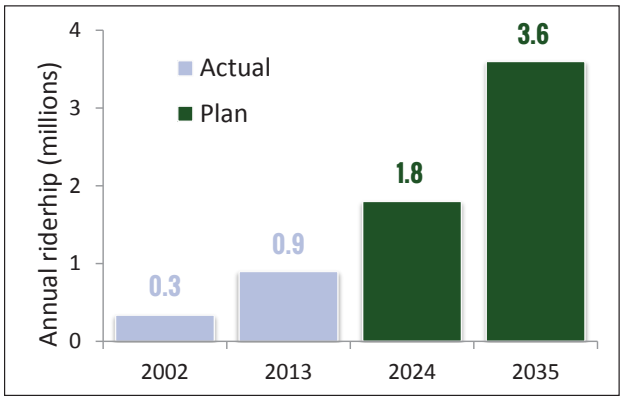
Make Transit a Viable Choice

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. Transit will be available at service levels sufficient to support convenient, timely trips by residents, commuters (including in-commuters and seasonal workers), and visitors between all destinations in the greater Jackson Hole region. By 2024, significant improvements will be made in existing services — commuter routes, fixed route scheduled local routes, and circulator routes.

The feasibility of peak summer season service between the Town and Grand Teton National Park will be tested through a pilot project coordinated with the Park, and summer service between the Town and Teton Village will be increased. By 2035, the speed of travel between the Town and Teton Village will be significantly enhanced by introduction of bus rapid transit service. All of these improvements will result in significant ridership growth consistent with the Plan Scenario (see Figure 2-1 and Chapter 1).

Figure 2-1. Transit Ridership Targets (Plan Scenario)



STRATEGIC TRANSIT PLAN HIGHLIGHTS

- Complete transit vehicle maintenance facility
- Increase commuter service and add local & express runs with stops in Wilson and South Park
- Increase summer service to Teton Village
- Initiate summer pilot service to Grand Teton National Park with a stop at Jackson Hole Airport
- Convert Teton Village route to BRT
- Streamline the town circulator route and increase service
- Expand the employer transit pass program
- Increase marketing of transit service

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).

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 25 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 on previous page).

Table 2-1. 2013-2014 START Bus Routes Ridership and Service Levels.

Service Type	Route Name	Destinations	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	89	73	83
	Teton Valley, ID	Jackson-Driggs, ID	$8	2	2	2	74	65	69
Corridor	Teton Village	Jackson-Teton Village	$3	98	17	9	2,831	559	320
	North Route	Jackson-NMWA	Free	10	10	0	N/A	N/A	N/A
Circulator	Town Shuttle	Within Jackson	Free	32	33	29	1,150	1,278	814
All routes				**145**	**65**	**43**	**4,143**	**1,975**	**1,287**

Ridership Trends

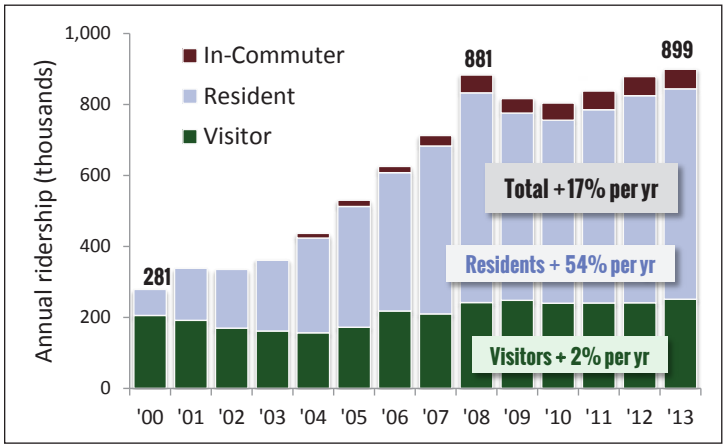
Ridership on START has more than tripled since 2000 (see Figure 2-2), growing about 17% annually, with the majority of that growth among residents (up 54% annually) and in-commuters (service began in 2003).

Despite service expansion in the summer and shoulder seasons, the majority of START's annual ridership still occurs in the winter primarily on the Jackson to Teton Village route (see Table 2-1). Much of the 18% annual ridership growth on that route since 2000 can be attributed to a combination of transportation demand management measures successfully implemented over the last 15 years (see sidebar). In the summer, the Town Shuttle accounts for about 65% of system-wide ridership (see Table 2-1). Additional transit ridership data and analysis is provided in Appendix E.

Fleet and Budget

START maintains a fleet of 30 buses (19 full size city buses, 4 hybrid 30-foot buses, 5 cutaway buses and 2 coach buses). System-wide operating expenses in 2013 were about $2.9 million, with about 23% of funding generated from fares and passes, 23% provided by the Town and County, and the remaining 54% funded by the Federal Government.

Figure 2-2. START annual ridership by demographic group.



TETON VILLAGE TDM SUCCESSES SINCE 2000

- Increased transit service (10 minute winter frequencies)
- Implemented an employee bus pass program
- Encouraged hotels in Jackson to purchase bus passes for guests
- Introduced parking fees in Teton Village
- Added an intercept lot/transfer center at Stilson

Private Transit Services

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

- Hotel 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

In 2012 START completed its most recent Strategic Transit Development Plan, which established 2-year and 5-year goals for START and provides detail on potential route alternatives and the estimated cost of new service. This section of the ITP builds from that plan by providing a clear set of actions the County will take over the next 10+ years in order to achieve the transit ridership target described in the Plan Scenario and other transportation goals set forth in the 2012 Comprehensive Plan (see Chapter 1).

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 future 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 completed in late 2014.

New transit vehicle maintenance facility (phase 1 complete)

Add satellite maintenance facilities at the end of commuter routes
START will add basic maintenance and storage facilities at the end of the commuter routes in Etna and Driggs, ID. These would be much smaller facilities than the existing one in Jackson. New satellite facilities would be capable of basic maintenance, washing and storage and would free up vehicle storage space in the existing facility in Jackson.

Provide shelters at more bus stops
In order to improve the quality of service and raise the system's visibility, START will install shelters at all 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.

Bus shelters will be added to more stops

Evaluate demand for park 'n ride facilities
Working 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. Potential demand may include remote trip-origin demand for commuter routes, demand for peripheral facilities for intercepting trips into downtown, similar to the way that the Stilson Lot functions intercepts trips to Teton Village. To the extent a need for specific parking facilities is determined, these projects will become candidates for capital funding through the Regional Transportation Planning Organization (Chapter 6).

Evaluate demand for first and last mile access
Working through the Transportation Demand Management Program (Chapter 4), START will evaluate 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 Improvements - Commuter Routes

Increase service frequency of the commuter routes
START will increase the peak hour frequency and add one or more midday, evening and weekend runs on its two commuter routes: the Star Valley route between Jackson and Etna (with stops in Hoback and Alpine) and the Teton Valley route between Jackson and Driggs, ID (with stops in Wilson and Victor, ID). The addition of peak hour service will help meet growing demand for these routes (which are at or exceeding capacity). Additionally, many employees in Jackson (and Teton County) work outside normal business hours and cannot utilize the existing commuter routes. The addition of off-peak service will provide more commuters the choice to use transit, while also providing safe-guards and additional flexibility for commuters with more traditional daytime work schedules.

Service increases will be implemented concurrently with the employer pass program expansion (see Chapter 4 - TDM) to accommodate the anticipated increased demand that will be created by that program. Additional service on commuter routes will require the acquisition of new buses and will be contingent upon the completion of future phases of the transit vehicle maintenance facility or the addition of satellite maintenance facilities (see Transit Facilities above).

Service along commuter routes will increase

Implement express and local service on the commuter routes
As frequencies along the commuter routes are increased, START will begin operating express and local service along these routes particularly during peak hours when demand is high and service will be most frequent. This strategy will allow START to more effectively serve locations along its commuter routes that are closer to Jackson (such as South Park, Rafter J Ranch and Wilson), while maintaining or improving the speed of service between Jackson and communities in adjacent counties.

Service Improvements - Corridor Routes

Increase service on the Teton Village route in the summer
START will utilize excess fleet capacity from its winter fleet to increase service (and grow ridership) on the Teton Village route in the summer when the effective county population and traffic volumes are 2-3 times higher than other seasons.

Corridor bus to Teton Village

Evaluate a pilot program to provide service to Grand Teton National Park
There has been growing interest in 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.

The Town and County, working through START, 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.


Pilot program will provide summer service to Jenny Lake

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 excess fleet capacity from the winter and could work with GTNP to secure a grant to fund operating expenses.

Improve transit service to Jackson Hole Airport
In order to improve transit service to Jackson Hole Airport the following actions will be taken:

- The Town and County will continue funding reduced-fares on the private sector shuttles that operate between downtown Jackson and the airport meeting all commercial flights (a 2010 study commissioned by START determined this type of service plan to be the most cost-effective short term solution to providing transit to the Jackson airport);
- The Town, County and START will improve marketing of the existing private sector shuttle service between the airport and downtown to both residents and visitors (this service is not well-advertised today and as a result is not capturing its full ridership potential); and
- An airport stop will be included as part of the Jackson-to-GTNP pilot program to evaluate the long-term viability of such service (see previous action item).

Service will be improved to Jackson Hole Airport

Provide/improve fixed-route transit service to Wilson and South Park
START currently provides limited transit service to Wilson along the Teton Valley commuter route and no service to South Park or Rafter J Ranch due to low housing densities and operational constraints. Given that the markets for the foreseeable future will be too small to justify adding corridor service, START will take the following steps to provide or improve transit service to these communities:

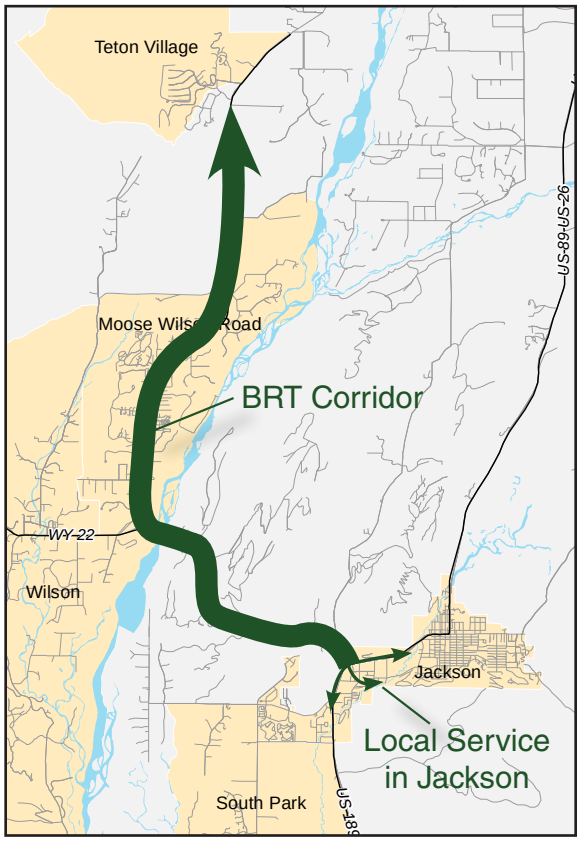
- Local runs of commuter routes which already pass through both communities will stop in each community while express runs would continue to bypass these communities;
- Bus stops will be improved (or in the case of South park new stop(s) will be added) and will include shelters, bike racks, and crosswalks to enhance visibility and functionality; and
- START will work with WYDOT to add a pedestrian crosswalk across US-26 at South Park so buses can serve the community via a stop along the highway and/or evaluate the feasibility of detouring local commuter runs off the highway to circulate on local roads through South Park and Rafter J Ranch.

Service will be improved to Wilson (pictured above) and South Park

Implement Bus Rapid Transit between Jackson and Teton Village
In order to increase transit ridership at all times of the year START will implement Bus Rapid Transit (BRT) along the Jackson-to-Teton Village corridor (see Figure 2-3). 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 Route Alignments. Bus trip times will be improved by eliminating detours in the route alignments and/or prioritizing highway access for buses along WY-390.
- Increase Service Levels. Both frequency and hours of operation.
- Branding. To enhance the visibility of the new BRT service and differentiate it from other START transit service.
- Off-Board Fare Collection. Implement at major stops (such as Teton Village and Stilson) to reduce dwell times.

Figure 2-3. Proposed BRT Route Alignment



Roadway and traffic signal capital improvements associated with BRT (such as the addition of an exclusive bus 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 similar to existing service.

While full implementation of BRT service in the Jackson-to-Teton Village corridor is not an immediate priority, the Town, County and START will initiate planning and development for BRT over the next 10 years (through 2024) to set the stage for longer term implementation. One important aspect of planning for BRT will be to incorporate BRT design elements (such as intersection queue jumps or exclusive bus/HOV lanes) into the design and construction phases of the Major Capital Projects along WY-22 and WY-390 (see Groups 1 and 2 in Chapter 5) given the likelihood that some of these projects will be initiated prior to full-scale BRT implementation. Additional explanation of when different phases of BRT implementation shall occur is provided in the Major Capital Projects section (see Chapter 5) as well as in the Action Plan (see Chapter 7). BRT is also one of the projects included in Group 2 of the Major Capital Projects (see Chapter 5).

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.

Service Improvements - Circulator Routes

Streamline the Town Shuttle route
START will split the current Town Shuttle route into two or more routes to better serve destination-to-destination trips. This change will reduce trip times while providing equal or greater geographic coverage.

Increase service on the Town Shuttle route
START will increase the frequency and operating hours of the Town Shuttle in order to grow transit ridership. Increased frequencies will reduce wait times, enhance connections to commuter and corridor service and increase the shuttle's appeal as an alternative to SOV (single occupancy vehicle) travel.

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 very 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 are likely to utilize transit more 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 would 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.

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. 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. Please note that the cost of capital improvements are subject to much 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 on Plan Horizon Years

Plan Scenario	2013	2018	2024	2035
Assumptions				
Annual ridership	899,318	1,259,045	1,798,636	3,597,272
Annual bus revenue hours	39,731	55,623	79,461	158,922
Bus fleet size	30	42	60	120
Farebox revenue (23% of O&M)	$674,399	$944,158.33	$1,348,798	$2,697,595
Cost Estimates				
Operation and maintenance (O&M) cost	$2,913,229	$4,369,843	$6,554,765	$14,566,145
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
Capital cost - transit facility completion*		$30,000,000*		
Total cost (O&M + capital)	$4,263,229	$6,334,843	$9,442,265	$20,716,145
Total cost (O&M + capital) less revenue	$3,588,830	$5,390,685	$8,093,468	$18,018,550

*Completion of the transit facility is not included in the total cost since this is a one time cost (not annual) and the date at which this would be funded and completed is yet to be determined

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 rural 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 went 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. Many 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.

PROGRAM BENEFITS

This Integrated Transportation Plan places high priority on upgrading and enhancing the provision of infrastructure and related elements need 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 significant direct relationship between the walkability and bike-ability of places and general public health. People who are able to be active as part of their daily routines are much healthier than people who must drive for everything. The magnitude of these benefits is great enough to justify significant public (and private) expenditures.

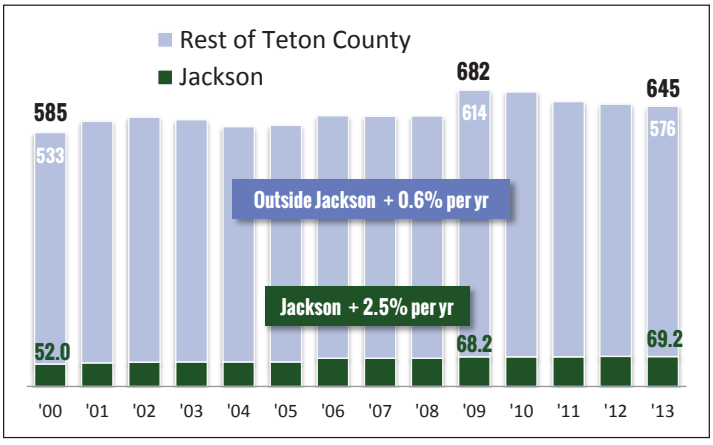
Destination Environment

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 grow 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."

Short Trips

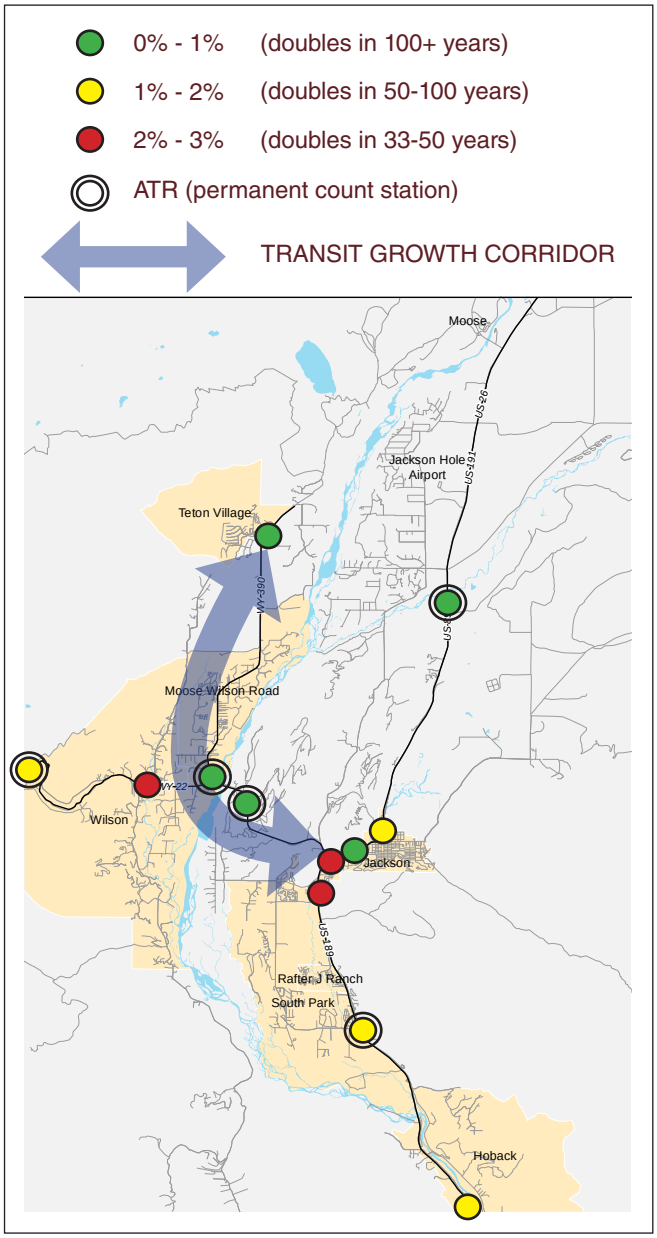
In the new millennium, most Teton County traffic growth has been local traffic associated with short trips. Figure 3-1 shows that the areas where traffic growth exceeded 2% annually from 2000-2013 were in West Jackson and in Wilson. Figure 3-2 illustrates that vehicle miles traveled (VMT) on state highways within the Town of Jackson grew an average of 2.5% per year from 2000 through 2013, while VMT outside of Jackson grew by an average of only 0.6% annually during the same period. This data supports the conclusion that much of the County's traffic growth has resulted from short trips within Jackson and other settled places. Many of these shorter trips could be made by walking and bicycling, freeing up street capacity for traffic flow, especially in Town and in rural villages and neighborhoods. This benefit cannot not measured in VMT reduction since average trip lengths for walking and bicycling are short. Rather, the benefit will come from more productive use of road and street capacity, reducing the need to expand traffic capacity in the region's most congested areas, including West Broadway and the "Y" Intersection.

Figure 3-2. Daily VMT on State Highways (in thousands)



Source: WYDOT

Figure 3-1. 2000-2013 Traffic Growth in Jackson Hole



Source: WYDOT

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.

SPECIFIC ACTIONS

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

Town of Jackson Community Streets Plan

The Town of Jackson will adopt a 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 adopt a Community Streets Plan

Teton County Community Streets Policy and Plan

Teton County will develop a streets plan (perhaps similar to the Town's Community Streets Plan) that addresses the multimodal needs and desires of the rural villages and neighborhoods outside of the Town. The County's Community Streets Plan 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.


The County will develop a Streets Plan aimed at making improvements to the bicycle and pedestrian network in the smaller towns and villages (such as Wilson pictured above).

Pathways Program

The Town and County have made significant progress over the last fifteen years in developing a well-connected off-street rural pathway network. These pathways 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 support and have attracted environmentally-friendly bicycle tourism. The Town and County will continue to invest in this program by building out the Pathways Plan, connecting missing links and ensuring that existing pathways are maintained in a state of good repair.

The County will continue to invest in and maintain the rural pathway network (including in South Park pictured above).

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.

4. TRANSPORTATION DEMAND MANAGEMENT

Leverage Our Investment

TDM OVERVIEW

Teton County will establish a Transportation Demand Management (TDM) Program and hire a TDM coordinator in order to help achieve the Comprehensive Plan goal of meeting future transportation demand by alternative modes. The TDM strategies described in this chapter will complement existing and future START bus service and multi-modal planning efforts laid out in this ITP. TDM strategies will be tailored to four specific travel markets (see sidebar). The TDM program will also manage 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 approximately 23% of Teton County workers who live outside the county 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.

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

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). Employers may also offer up to $20 a month in tax-free bicycle commuting reimbursements to their employees (see sidebar).

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 shall 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.

QUALIFIED TRANSPORTATION FRINGE BENEFITS

As of 2015 Employers are able to offer the following Qualified Transportation Fringe Benefits tax-free to their employees:

- Transit or Vanpool (6 or more passengers): $130
- Parking (near business location or at a location from which the employee uses transit, carpool or vanpool): $250
- Bicycle (reimbursements for purchase, repair, storage or improvement of bicycle): $20

Employers can implement 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 reminder 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, but if they choose bicycle benefits, they are not eligible to also receive transit or parking benefits.

See: http://www.irs.gov/publications/p15b/ar02.html#en_US_2014_publink1000193740

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.

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
- 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.

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. 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.

- A TDM plan to be submitted as part of the approval process and updated every two years;
- Reports on key metrics every two years;
- 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.

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.
- 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.

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.

Visitors

Measures are already in place to encourage visitor transit patronage. Jackson Hole Mountain Resort currently 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 multi-modal trip planner, maps, program information, events, and news in one location.

Additional TDM Program Measures To Be Considered

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
Bike share could offer inexpensive, short-term access to bicycles to residents, employees and visitors and may help shift shorter trips from other modes to bicycling during the months of operation.

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.

Trip 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. Evaluate the potential for integrating this with Wyoming's 511 highway information service.

Parking Management
Develop parking management programs for downtown Jackson (and other destination areas as needed). Develop parking inventory and utilization databases and monitor parking demand seasonally and update the 2003 Town of Jackson downtown parking study.

Additional options, information and cost estimates for setting up a Transportation Demand Management Program in Teton County are provided in Appendix F.

PERFORMANCE MONITORING AND REPORTING

The Town and County will implement an annual performance monitoring and reporting system 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):

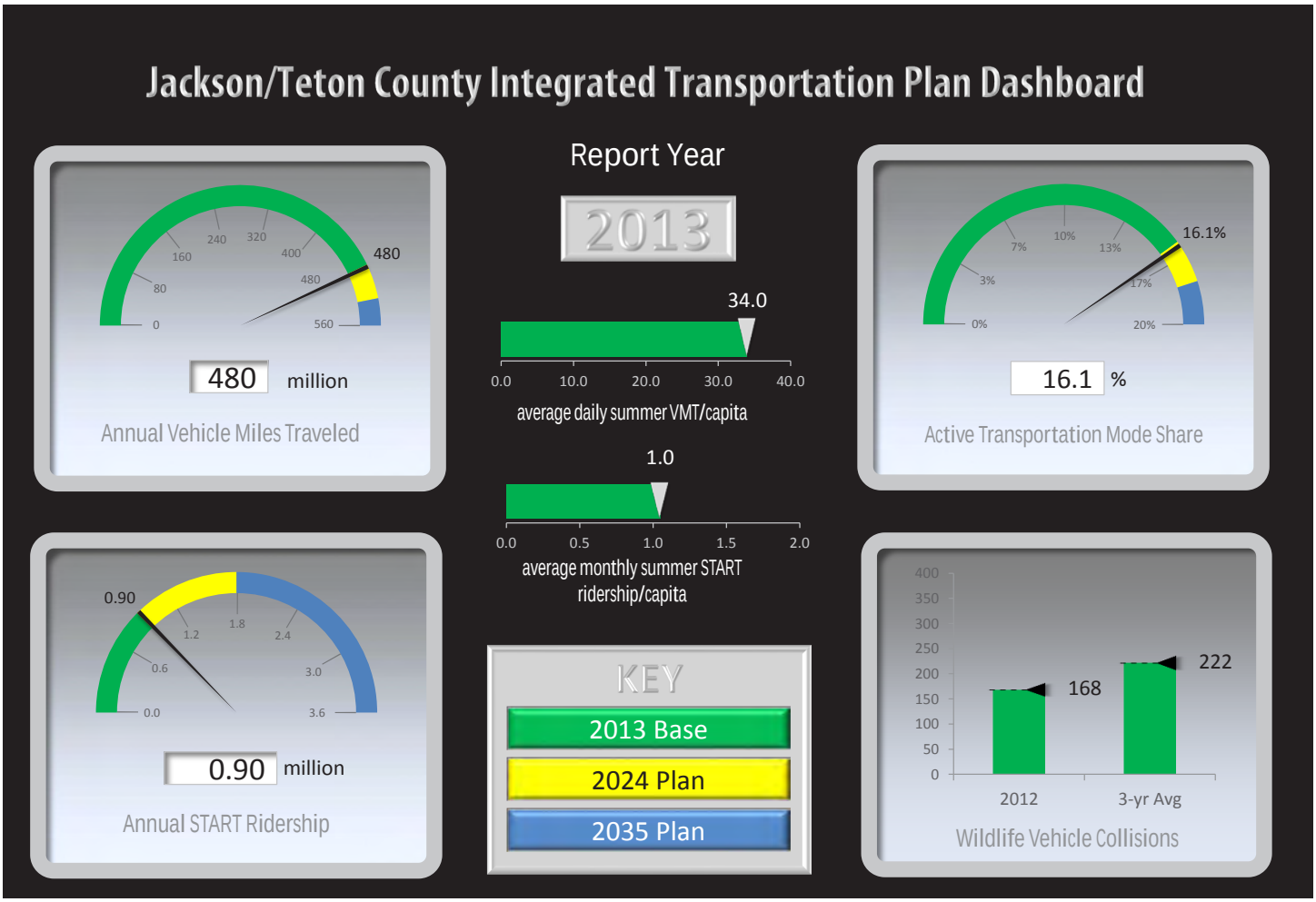
A Transportation Indicators Dashboard (update annually)
The Town and County will maintain and annually update an online transportation indicators dashboard shown in Figure 4-1. The dashboard will monitor six key indicators (see the side box below) and will be used to evaluate how effectively the Town and County are reaching the transportation related goals identified in the Comprehensive Plan. The Town and County will also improve techniques for monitoring active transportation using the suggested strategies provided in Appendix G.

DASHBOARD INDICATORS

- Annual Vehicle Miles Traveled
- Annual START Ridership
- Active Transportation Mode Share
- Annual Wildlife-Vehicle Collisions
- Average Daily Summer VMT per Capita*
- Average Monthly Summer START Ridership per Capita*

*per effective population

Figure 4-1. Transportation Indicators Dashboard



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.

Technical Update to the Transportation Plan (update in 2019)
The Town and County will perform a technical update of the Integrated Transportation Plan in 2019 to incorporate better data and recalibrate the baseline indicators, forecasts and other data components of the ITP, including recalibrating the model used to estimate countywide Vehicle Miles of Travel (VMT) and Person Miles of Travel (PMT). As part of this update the Town and County will explore the potential of using new and emerging data sources, including "big data," which may provide more accurate and reliable inputs to the model than previously available.

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.

This Plan specifically places low priority on expansion of road and street motor vehicle capacity. However, when such expenditures become unavoidable, they 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 active transportation (walk, bike, etc.) safety and convenience, as well as efficient transit operations in all road and street projects (see also Chapters 2 and 3).

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 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. Comprehensive Plan policy 7.1.d sets forth measures intended to discourage growth in motor vehicle travel. A key part of this policy sets Level of Service D (LOS D) as a threshold for unacceptable traffic congestion and delay. Conditions worse than that are to be avoided but conditions better than that are acceptable. Accordingly, this Integrated Transportation plan uses LOS D to define the benchmarks used in timing of major capital projects. The Plan applies best practices techniques for calculating LOS, deriving LOS estimates based on average daily traffic during a four-month peak season, June – September. The LOS methodology is also context-based, applying different criteria to different settings, depending on the type of surrounding development and the role of each roadway in the network.

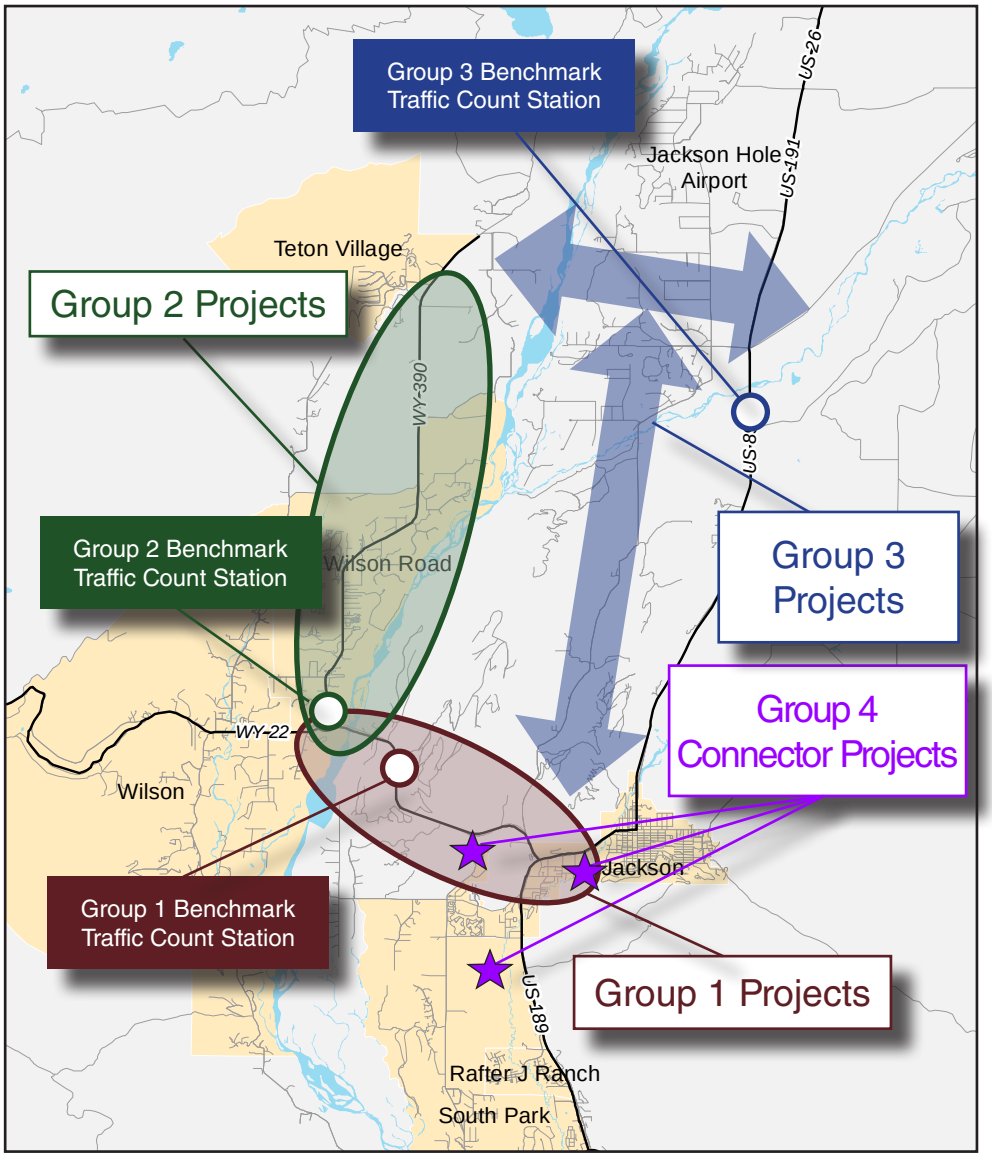
Grouping Major Capital Projects

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-26 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 • Tribal Trails Connector • WY-22 Multi-Lane & Multimodal Improvements • WY-22 Pathway (Wilson – Jackson) • Multimodal Reconstruction of the Intersection of Spring Gulch and WY-22 • Wildlife Permeability (from 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 Trails Connector (also in Group 1) • East-West Connector • Maple Way - Snow King Corridor

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:

- 2012 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. 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.

FORECASTING TRAFFIC AND TRENDS

Although forecasts were prepared as part of the Integrated Transportation Plan, no one can predict the future with anything approaching precision. The purpose of forecasting is not to predict what will happen and when, but to identify strategies for coordinating development of Jackson Hole's transportation system in a manner that prepares the County, Town and WYDOT to address trends and needs as they unfold.

After decades of steady growth, total vehicle miles of travel (VMT) in Wyoming is currently in decline. While total VMT grew statewide by 15% from 2000 to 2012, it stopped growing and then declined by 2% during the second half of that period, from 2006 to 2012. The key underlying trend driving this is a long-term, nationwide drop in per capita miles of travel. In Wyoming, per capita VMT shrank by 2% from 2000 to 2012 and by 8% from 2006 to 2012. This downward slide in traffic began before the recession and is related to broad demographic and economic trends that see the two largest population cohorts in the US – Boomers and Millennials – driving less. Most analysts expect per capita VMT to continue to decline, gradually but steadily. This means that traffic in Wyoming and in Jackson Hole will grow only in those years when population and tourism grow faster than per capita VMT declines.

Table 5-2. Major Capital Project Group Benchmarks

Capital Project Group		1	2	3
First Benchmark		Preliminary Engineering	Preliminary Engineering	NEPA/PEL
Criteria		5 years before reaching LOS D (rural)	5 years before reaching LOS D (urban)	10 years before reaching LOS D (rural)
Traffic Trigger		18,600 VPD	14,136 VPD	17,200 VPD
Second Benchmark		Construction	Construction	Construction
Criteria		LOS D	LOS D	LOS D
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
2014	**Actual Average**	21,379 VPD	14,575 VPD	12,770 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)

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

- Average summer month weekday traffic volumes. Currently, daily traffic on Teton County roadways peaks in July. Using an average of the four summer months (June, July, August and September) is consistent with Comprehensive Plan Policy 8.2.b (see sidebar).
- Level of Service D. The Comprehensive Plan identifies Level of Service (LOS) D as the minimum acceptable future condition (see sidebar) for area roadways. LOS D in rural and transitioning areas is reached at about 20,000 vehicles per day on two-lane roadways with left-turn accommodation at intersections. Accordingly, 20,000 VPD will serve as the benchmark for initiating construction of Capital Project Groups 1 and 3. LOS D in an urbanized area with frequent intersections is reached at 15,200 VPD. Given the urbanizing character of the southerly section of WY-390, 15,200 VPD will be used as the benchmark for Capital Group Project 2.
- Project Development. Before construction can commence, a project development process must be completed, beginning with project listing in the State Transportation Improvement Program (STIP), followed by design engineering and right-of-way acquisition. State highway projects require about five years of project development. Accordingly, the benchmarks for initiating project development of Capital Project Groups 1 and 2 are set at 93% of LOS D traffic, or about 18,600 vehicles per average summer weekday for Capital Group Project 1, and 14,136 vehicles per average summer day for Capital Group Project 2.
- NEPA/PEL Process. The Capital Group 3 alternatives would be major projects requiring a longer project development cycle, including development of a "Planning and Environmental Linkages" (PEL) report and development of environmental analyses through some sort of National Environmental Policy Act (NEPA) phase, probably either an environmental assessment (EA) or an environmental impact statement (EIS). This will require a longer lead time of about ten years. Accordingly, the first benchmark for Group 3 projects is set at 86% of the construction benchmark – about 17,200 vehicles per average summer weekday.

COMPREHENSIVE PLAN POLICIES

- **Policy 8.2.b** - Critical facilities, as defined by the electeds, should be design to provide an acceptable level of service to the peak effective population.
- **Policy 7.1.d** - The Town and County will use "Level of Service D" as defined by the American Association of State Highway Transportation Officials (AASHTO) standards for autos, as an acceptable level of congestion and delay along existing roadways and at intersections.

MAJOR CAPITAL PROJECT DESCRIPTIONS

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

Group 1 capital projects will address lack of connectivity, parallel redundancy, and capacity 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 with WYDOT as the lead agency. This multimodal network approach will provide opportunities to limit the footprint and related environmental and visual impact of a new Y intersection and will ensure accommodation of all modes in intersection design and reconstruction. Although the WYDOT PEL study estimated that construction of the Y Intersection would precede construction of the roadway to the west by several years, the design process must be comprehensive, network-oriented and multimodal. This will be accomplished by preparing alternative conceptual design of the WY-22 and Tribal Trails Connector at the same time as design of the Y Intersection.

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.

Table 5-3. Group 1 Traffic Forecast and Benchmarks

Group 1 Indicator Count Station WY 22 Jackson West (PC #158)	2013 (actual traffic)	2024 (forecast traffic)	2035 (forecast traffic)	1st Benchmark (initiate project development)	2nd Benchmark (initiate construction)
Summer average vehicles per weekday	21,379	23,800	27,000	18,600	20,000

Reconstruction of the Y Intersection

The intersection is an important regional multimodal facility and a gateway into Jackson. 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. It is also identified as a high priority project in Section 7 of the Comprehensive Plan.

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

Tribal Trails Connector, New Roadway

This is a new multimodal local network link (about 1/2 mile in length) that will create significant benefits for local and regional circulation. Analysis as part of 2008 modeling indicated this project would provide considerable relief for the Y Intersection, but would not completely eliminate the need for its reconstruction and expansion. Additional benefits will include shorter average county-wide vehicular trip lengths, route redundancy for the US-26 to WY-22 connection, and future use by START bus routes 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 was identified as a high priority project in the Comprehensive Plan.

Tribal Trails Road will be linked to WY-22

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 a four-lane + median cross section, an outcome confirmed during development of this 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 WYDOT PEL study and are treated here as part of the roadway project. The Town and County will work with WYDOT to explore the potential of dedicating new lane capacity in this corridor to exclusive Bus Rapid Transit (BRT)/high occupancy vehicle (HOV) use. This dedication of lanes to BRT/HOV use, or other prioritization measures, may extend to part or all of West Broadway. The Comprehensive Plan identifies this as a high priority project.

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

WY-22 Pathway, Wilson – Jackson

This multi-use pathway will be an important regional network link, connecting existing and planned pathway corridors. A key link in this corridor – the new Snake River Bridge – was completed in 2014. Most of the rest of this project is funded and scheduled for construction in 2015. Any remaining non-motorized needs in this corridor will be met as part of the WY-22 project described above. This project is assigned high priority by the Comprehensive Plan.

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. These improvements for wildlife and vehicular safety will be evaluated and included in design.

Capital Group 1 Objectives and Alternatives:

Reconstruction of the "Y" intersection at US-26 and WY-22, the extension of the Tribal Trails 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 Trails 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.
- Prioritized Bus Movement – Alternatives shall be considered that would reduce delay for START buses, even at the expense of level of service for other vehicles. The potential for a future BRT (bus rapid transit) route through the corridor shall be explicitly addressed.
- 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 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 will be undertaken 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.

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

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. During conceptual design, the difference in context of the southerly section of WY-390, which has an urbanizing character and roadway further north, which is more rural in character. Design options may include access management techniques to minimize the amount of highway expansion required.

The roadway context on the southerly section also will require use of a lower traffic benchmark. LOS (level of service) D criteria ceiling for traffic on a two-lane road in that context is 15,200 VPD (vehicles per day), lower than the 20,000 VPD criteria in a rural context used for Capital Groups 1 and 3.

Table 5-4. Group 2 Traffic Forecast and Benchmarks

Group 2 Indicator Count Station WY 390 Teton Village (ATR #141)	2014 (actual traffic)	2024 (forecast traffic)	2035 (forecast traffic)	1st Benchmark (initiate project development)	2nd Benchmark (initiate construction)
Summer average vehicles per weekday	14,575	16,800	19,500	14,136	15,200

Table 5-4 indicates that traffic volumes along WY-390 in 2014 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, 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 extending the BRT/HOV corridor along WY-22 to Teton Village through dedication of any new throughput lanes to BRT/ HOV use. 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 reduce the need for highway widening in part or all of the corridor. If LOS D can be achieved in the corridor by accommodating left turns, new through-traffic lanes may not be required. The partners will work to minimize the width of 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 and identified five design options, including a roundabout, for further analysis. Planning and conceptual design of this intersection will take into account the feasibility of, and design requirements for, extending the BRT/HOV corridor from WY-22 to Teton Village.

WY-22 Wildlife Permeability, Jackson – WY-390
The WYDOT PEL study identified potential locations for grade-separated crossings including a potential reroute of WY-390 near the WY-22 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.

Bus Rapid Transit, Jackson to Teton Village
This corridor experiences the highest transit ridership in Jackson Hole. During ski season, ridership on START buses operating between Town and the Village approaches capacity of the transit system, with standing room only on some runs. (Note that in addition to START routes, this corridor also handles a significant amount of private sector transit service carrying many additional riders.)

Pursuant to this Plan, START will add ski season service to the extent feasible, will increase service between Town and the Village in the summer, will increase service to Wilson, and will increase commuter service over Teton Pass. This growth in service will produce a density of bus traffic that will be a significant percentage of peak hour traffic in the WY-22 corridor. One potential – perhaps likely – outcome is that transit ridership in this corridor will reach or exceed the feasible capacity of traditional bus services (public and private) operating in mixed traffic. As that level of demand approaches, the partners will initiate project planning for implementation of bus rapid transit (BRT) from Jackson to Teton Village.

Group 3 Major Capital Projects - "Regional Connections "

Group 3 capital projects will address traffic that may occur during peak summer months on US-26 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.

Table 5-5. Group 3 Traffic Forecast and Benchmarks

Group 3 Indicator Count Station US-26 Gros Ventre (ATR #84)	2014 (actual traffic)	2024 (forecast traffic)	2035 (forecast traffic)	1st Benchmark (initiate NEPA/PEL process)
Summer average vehicles per weekday	12,770	14,000	15,800	17,200

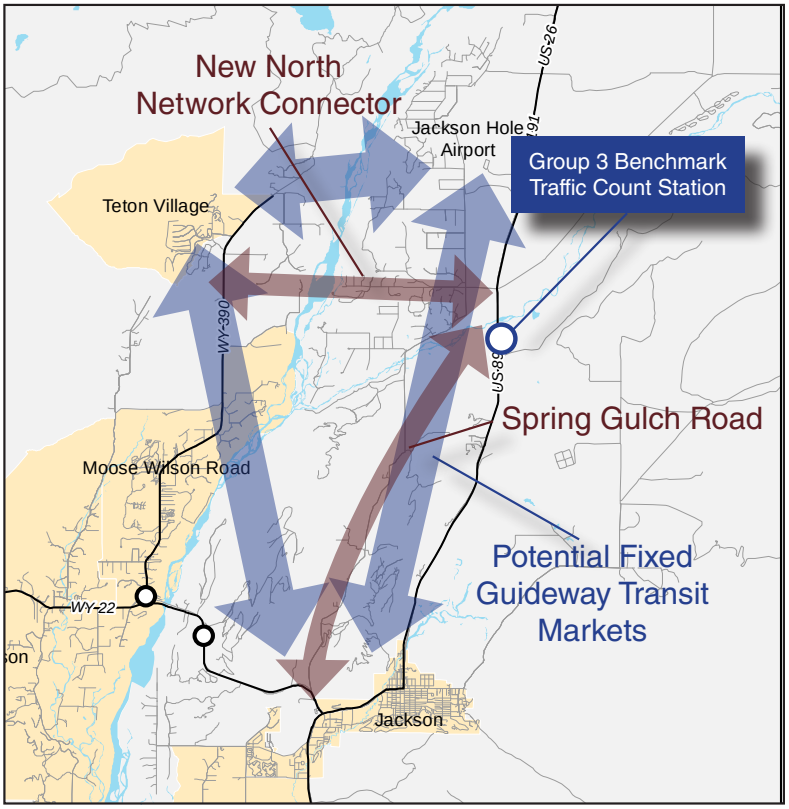
Under the baseline forecast for traffic growth, the County and WYDOT would not need to initiate the NEPA/PEL process for a the Group 3 Major Capital Projects until sometime well after 2035, when summer traffic volumes on US-26 north of Jackson are forecast to hit the first benchmark of 17,200 vehicles 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.

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-26 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.

Figure 5-2. Group 3 Project Locations



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-26 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.

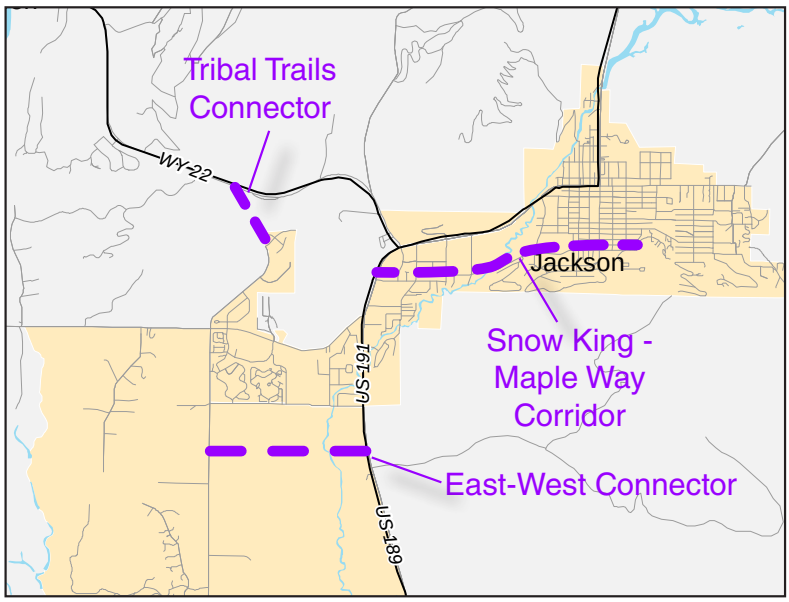
Fixed Guideway Transit

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.

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.

Figure 5-3. Group 4 Project Locations



Tribal Trails 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 Trails, 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-26 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.

East-West Connector

Teton County will develop a location study and corridor plan for a new roadway providing improved connectivity for local traffic between South Park Loop Road and US-26 south of the Town of Jackson. Planning and design of this new connector roadway will address all modes of travel – motor vehicle, START bus, bicycle and pedestrian, taking into account both the rural, undeveloped nature of the area today and potential future development scenarios. The County will coordinate closely with property owners in the planning and design process. Design measures will be included in the corridor concept to prevent pass-through traffic diversion from the state highways and to encourage lower speeds appropriate for local traffic.

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-26 (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.

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.

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 Section 1). 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

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 south US-26/89/191 projects along US-26 south of Jackson

Work with WYDOT to reduce speed limits from 55 mph to 45mph on US-26/89/191 between Jackson and Hoback. Partner with federal agencies to implement wildlife protection measures along US-26 between the Town of Jackson and Gros Ventre

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 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.
- 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."
- 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.

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

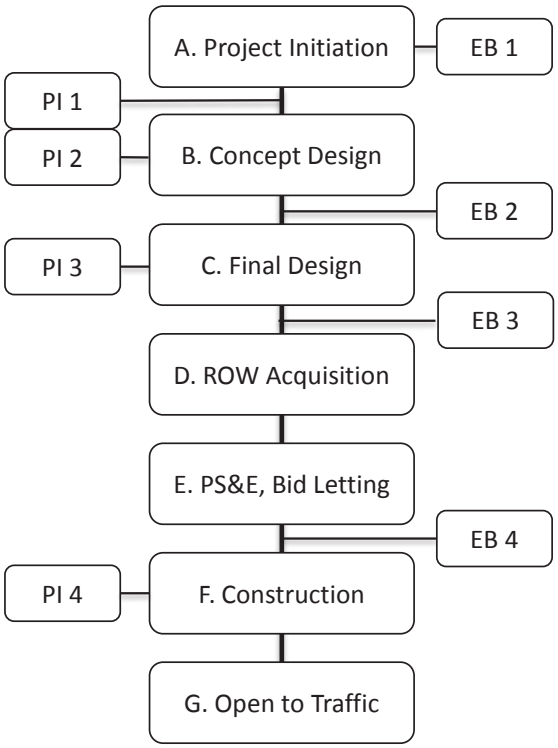
Appendix L provides additional specific provisions and information for the project development process to be used for Capital Group 1 projects.

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.

Figure 5-4. Project Development Steps



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.

6. REGIONAL TRANSPORTATION PLANNING ORGANIZATION

Continuing, Cooperative, Comprehensive

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.

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 would 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.

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.

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

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

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.

RTPO EXAMPLES

- **Roaring Fork Transportation Authority (RFTA), CO.** RFTA was established in 1983 under Colorado's legislation authorizing "rural transportation authorities." RFTA is a regional transit service provider in the Roaring Fork and Colorado River Valleys and is the second largest transit agency in Colorado. RFTA also owns and manages a 40+ mile regional multi-use pathway between Aspen and Glenwood Springs. See more: http://www.rfta.com/.
- **Northern Arizona Intergovernmental Public Transportation Authority (NAIPTA), AZ.** NAIPTA was created pursuant to a statute modeled on the Colorado statute. NAIPTA operates a regional transit system that serves Flagstaff, Coconino County, and the Northern Arizona University campus. More details: http://www.naipta.az.gov/.

7. ACTION PLAN

Strategic, Prioritized, Accountable

OVERVIEW

This chapter includes two sections. The Implementation section provides an implementation schedule for the Plan, identifying timing and priorities for Plan elements found in chapters 2 – 6. The Funding the Plan section provides a blueprint for generating the increased funding that will be required for full implementation.

IMPLEMENTATION

Immediate Actions (2015 - 2018)

General – All Chapters

- ❑ Develop a Community Capital Improvement Plan for transportation projects through a cooperative effort of the Town, County, Wyoming DOT, federal agencies and the school district. Incorporate the chartering process described in the Project Development section of Chapter 5.

Transit Development (Chapter 2)

Facilities

- ❑ Identify funding source and schedule for completion of the START maintenance facility.
- ❑ Initiate study of locations, design and costs of satellite maintenance facilities.
- ❑ Identify high priority locations for bus shelters and begin annual program of upgrades.
- ❑ Conduct a transit access needs study to determine potential demand for park 'n ride access to transit (both remote parking for commuter routes and peripheral/intercept parking for access to Town of Jackson) and also to identify potential needs for improvements to first and last mile access by active transportation modes (walking and bicycling). Document capital needs for potential capital funding.

Town Shuttle

- ❑ Expand and revise route structure, increase hours of service.

Commuter Routes

- ❑ Increase service on the Teton Valley, Idaho route by adding one run a day to the schedule.

Corridor Routes

- ❑ Increase winter service on the Teton Village route by adding peak hour express runs.
- ❑ Increase summer service on the Teton Village route by adding runs.
- ❑ Initiate coordination with Grand Teton National Park on a pilot program providing summer service between the Town and the Park.

Transit Passes

- ❑ Implement an expanded county-wide commuter pass program, working directly with employers.

Active Transportation (Chapter 3)

Town of Jackson Community Streets Plan (CSP)

- ❑ Adopt the CSP (Council).
- ❑ Adopt new Land Development Regulations.
- ❑ Begin requiring compliance with CSP through development application review process.
- ❑ Begin implementing capital projects on schedule identified in the CSP.

Teton County Community Streets Policy and Plan

- ❑ Initiate development of a Teton County Community Streets Policy and Plan.

Pathways Program

- ❑ Update the Pathways Master Plan.
- ❑ Continue implementation of Pathways capital projects plan.

Maintenance Practice

- ❑ Implement enhanced winter maintenance practices.

Activity Monitoring

- ❑ Implement enhanced data collection to monitor active transportation activity levels.

Transportation Demand Management (Chapter 4)

Establish a Transportation Demand Management Program (TDM)

- ❑ Create, fund and fill a TDM coordinator position.

Parking Management

- ❑ Update the 2003 Downtown Jackson downtown parking study.

Commuters

- ❑ Implement an expanded transit commuter pass program. Set pricing and policies.
- ❑ Begin working with large employers to implement commuter TDM strategies.

New Development

- ❑ Incorporate new TDM requirements for large projects in Land Development Regulations.

Residents

- ❑ Initiate outreach to parents and schools for active travel to and from school.

Visitors

- ❑ Coordinate with Travel and Tourism Board on enhanced visitor travel information.

Travel Planning App

- ❑ Develop a travel planning and monitoring app for use by residents, commuters and visitors and explore potential integration of this app with Wyoming's 511 highway information services.

Major Capital Projects (Chapter 5)

Capital Group 1 (WY-22)

- ❑ Coordinate with WYDOT to add WY-22 and the "Y" Intersection to the STIP including new construction and smaller spot improvements to improve overall efficiencies.
- ❑ Coordinate with WYDOT to initiate concept planning and design of Capital Group 1.

Capital Group 2 (WY-390)

- ❑ Coordinate with WYDOT to add the southern section of WY-390 to the STIP including new construction and smaller spot improvements to improve overall efficiencies.
- ❑ Coordinate with WYDOT to initiate concept planning and design of the southern section of Capital Group 2.

Capital Group 3 (Regional Connections)

- ❑ Monitor trends based on benchmarks.

Capital Group 4 (Local Connectivity)

- ❑ Initiate concept planning and design for the Tribal Trails Connector and South Park Loop Road intersection improvements.
- ❑ Initiate location study and corridor plan for a South Park East-West Connector.
- ❑ Coordinate with WYDOT on design concept for Maple Way/US-26 intersection.
- ❑ Initiate final design, fund and build Snow King – Maple Way Corridor enhancements.

Wildlife Protection

- ❑ Complete the Teton County Wildlife Crossing Plan.

Regional Transportation Planning Organization (RTPO – Chapter 6)

First Stage Organization

- ❑ Create, fund and fill an executive director position (could initially overlap with TDM coordinator position).
- ❑ Establish Policy Board and make appointments.
- ❑ Establish Technical Advisory Committee and make appointments.
- ❑ Initiate TDM program (see Transportation Demand Management, above.)
- ❑ Consolidate Pathways program into RTPO.
- ❑ Initiate monitoring and reporting of key indicators.

- ❑ Provide planning support to START and Pathways program.
- ❑ Initiate development of transportation funding proposal.

High Priority Actions (2015 - 2024)

Transit Development (Chapter 2)

Facilities

- ❑ Fund and complete construction of START maintenance facility.
- ❑ Design and begin acquisition and development of satellite maintenance facilities.
- ❑ Continue upgrading high priority locations for bus shelters.

Town Shuttle

- ❑ Increase frequency of service and disaggregate loop routes.

Commuter Routes

- ❑ Continue increasing service on the Teton Valley, Idaho route by adding runs to the schedule.
- ❑ Increase service on the Star Valley route by adding runs to the schedule.
- ❑ Increase service to Wilson and add service to South Park by providing both local and express commuter runs

Corridor Routes

- ❑ Continue increasing summer and winter service on the Teton Village route.
- ❑ Initiate federal Small Starts planning process for BRT service between Town of Jackson and Teton Village.
- ❑ Initiate a 2 – 3 year pilot program of summer service between the Town and Grand Teton National Park.

Active Transportation (Chapter 3)

Town of Jackson Community Streets Plan (CSP)

- ❑ Continue requiring compliance with CSP in development application review process.
- ❑ Continue implementing capital projects on schedule identified in the CSP.

Teton County Community Streets Policy and Plan

- ❑ Adopt and begin implementation of a Teton County Community Streets Policy and Plan.

Pathways Program

- ❑ Continue implementation of Pathways capital projects plan.

Maintenance Practice

- ❑ Continue enhanced winter maintenance practices.

Activity Monitoring

- ❑ Continue enhanced data collection to monitor walk and bike activity levels.

Transportation Demand Management (Chapter 4)

Commuters

- ❑ Continue working with employers to implement commuter TDM strategies.
- ❑ Develop and support employer TDM network, including quarterly meetings.
- ❑ Schedule and host annual special events and promotions.
- ❑ Implement guaranteed ride home program.
- ❑ Keep up with technology in transit pass programs.

Residents

- ❑ Continue outreach to parents and schools for active travel to and from school.

Visitors

- ❑ Continue working with Travel and Tourism Board on enhanced visitor travel information.

Major Capital Projects (Chapter 5)

Capital Group 1 (WY-22)

- ❑ Coordinate with WYDOT to reconstruct WY-22 and the "Y" Intersection.

Capital Group 2 (WY-390)

- ❑ Coordinate with WYDOT to reconstruct the southern section of WY-390.

Capital Group 3 (Regional Connections)

- ❑ Monitor trends based on benchmarks.

Capital Group 4 (Local Connectivity)

- ❑ Construct Tribal Trails Connector and South Park Loop Road intersection improvements.
- ❑ Construct a South Park East-West Connector.
- ❑ Reconstruct Maple Way/US-26 intersection.

Regional Transportation Planning Organization (RTPO – Chapter 6)

Second Stage Organization

- ❑ Go to the voters for approval and implement expanded funding of the regional transportation program.
- ❑ 2019 – prepare a technical update (data only) of the ITP
- ❑ 2024 – prepare a complete update of the ITP.

Benchmarked Actions (2025 - 2035)

Transit Development (Chapter 2)

Facilities

- ❑ Continue upgrading high priority locations for bus shelters.

Commuter Routes

- ❑ Continue increasing service on the Teton Valley, Idaho route.
- ❑ Continue increasing service on the Star Valley route.

Corridor Routes

- ❑ Implement BRT service between Town of Jackson and Teton Village.

Major Capital Projects (Chapter 5)

Capital Group 3 (Regional Connections)

- ❑ Monitor trends based on benchmarks.

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 (TIGER, 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.

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 capital, including completion of the consolidated maintenance facility;
- 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.

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.

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 $11.2 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 $2.3 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, 2014
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 $2.4 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 $1.2 million annually	• Authorized by Title 18, Chapter 14, Wyoming Statutes – up to ½ mil • Must be applied county-wide; multi-county RTAs are allowed

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).

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-26, a new intersection at WY-22 and the Tribal Trails 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 quickly accomplish many 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. Table 7-2 below shows the net revenue increases required for this expansion. By 2024, a net increase in local transit capital and O&M funding of about $2.7 million would be required annually (above 2013 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 3).

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 well less than half of the ($11M) 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 affordable housing. 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.

Table 7-2. START Budget Increases (in millions)

Budget Items	2013 Budget	2024 Estimate	Net Increase[3]	2035 Estimate	Net Increase[4]
Operations & Maintenance (O&M) Cost	$2.9	$6.6	$3.7	$14.6	$11.7
Local Share Cost[1]	$0.3	$0.6	$0.3	$1.2	$0.9
Total Cost	$3.2	$7.2	$4.0	$15.8	$12.6
Operating Revenue[2]	$0.7	$2.0	$1.3	$4.4	$3.7
Local Funding Required	$2.5	$5.2	$2.7	$11.4	$8.9

1. 20% local share/80% federal share
2. 23% of O&M in 2013, 30% in 2024 and 2035
3. 2024 compared to 2013
4. 2035 compared to 2013