

ITP update

Nov 4, 2019 Joint Information Meeting



ITP "technical update" schedule | Joint Information Meetings

✓ November 4, 2019 – refresh, review, discuss
 ✓ December, 2019 – review & update action plan
 ✓ January, 2020 – approve ITP update

today's objectives | ITP Update

refresh: what's in the ITP
 review major trends since 2013/2015
 conclusions and questions for discussion

ITP refresh | mission

✓ integrated with & driven by Comprehensive Plan
 ✓ focus resulting from planning process:

- take a <u>strategic</u> approach to traffic
- grow the transit system
- connect active transportation

ITP refresh | overview

UUNIENIS		Sertember 2015
1. PLAN OVERVIEW Plan Context & Plan Development 4 Plan Horizons & Future Updates 5 Plan Scenario 5	4	
2. TRANSIT DEVELOPMENT Existing Transit System 8 Strategic Transit Plan Improvements 9	7	
3. ACTIVE TRANSPORTATION Program Benefits 15 Specific Actions 17	15	
4. TRANSPORTATION DEMAND MANAGEMENT Strategies by Travel Market 19 Performance Monitoring & Reporting 23	19	
5. MAJOR CAPITAL PROJECTS Benchmarks 28 Major Capital Project Descriptions 29 Wildlife Protection 37 Project Development 38	25	
6. REGIONAL TRANSPORTATION PLANNING ORGANIZATION First Stage Organization 43 Second Stage Organization 44	43	
7. ACTION PLAN Implementation 46 Funding the Plan 51	46	

chapter 1 plan overview | ITP refresh

theme:

blueprint for implementing transportation provisions of the Town/County Comprehensive Plan (section 7 multimodal transportation)



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 2013 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.

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.

GUIDING PRINCIPLES FROM THE COMPREHENSIVE PLAN

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



ITP refresh | long range and strategic



ITP Figure 1.1

ITP refresh | two scenarios

baseline scenario no intervention trends continue 2013 travel behavior

plan scenario ITP implementation transit ridership x 4 5% drop in SOV

ITP refresh | key indicators

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
(sdi	SOV (single occupant vehicle)	54%	54%	54%	51%	48%
le Share annual trips)	MOA (multiple occupant auto)	29%	29%	29%	29%	29%
de St annu	Walk	9%	9%	9%	10%	11%
Mode (of total an	Bicycle	7%	7%	7%	8%	9%
(of	Transit	1%	1%	1%	2%	3%
Annual ve	ehicle miles traveled (VMT)	480 million	550 million	610 million	525 million	560 million
% Growth	n in VMT from 2013	-	14%	28%	9%	17%
Annual tr	ansit ridership	0.9 million	1.1 million	1.2 million	1.8 million	3.6 million

chapter 2 transit development | ITP refresh

theme: make transit a viable choice



Make Transit a Viable Choice

STRATEGIC TRANSIT PLAN OVERVIEW

In the future, public and private transit in Jackson and Teton County will become a vlable 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 Roure 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 slops in Wilson and South Park
- Increase summer service to Teton Wilage
- Initiate summer pilot service to Grand Teton National Park with a stop at Jackson Hole Airport
- Convert Teton Willage route to BRT
- > Streamline the town disculator route and increase service
- > Expand the employer transit pass program
- > Increase marketing of transit service

START BUS ROUTE STRUCTURE

- Commuter Routes.Longer Joutes 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 Boutes. Medium distance routes that operate along high travel contidors come of ing towns, communities and other destinations within Teton County (Teton Wilage 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).

ITP refresh | transit development (chapter 2)

key initiatives



marketing and information

key indicator | annual START ridership



transit ridership | key indicator

(annual)



key indicator | per capita* monthly START ridership

* effective population



key indicator | transit mode share for commuting

% take transit to work



data source: American Community Survey

chapter 3 active transportation | ITP brief refresh

theme:

health, safety, destination environment



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 Pian 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 healthler than people who must drive for everything. The magnitude of these benefits is great enough to justify significant public (and private) expenditures.

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ITP refresh | active transportation (chapter 3)

key initiatives

Town of Jackson Community Streets Plan

Teton County Community Streets Policy & Plan



pathways program

enhanced winter maintenance in town

chapter 4 transportation demand management | ITP refresh

theme:

leverage our investment



Leverage Our Investment

DM 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.

TOM TRAVEL MARKETS

- > Commuters employer-based strategies
- > New development tripreduction 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 R inge 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:

- <u>Annual or Monthly Pass Program</u>: employer purchases monthly or annual passes for all interested employees, possibly at a modest discount, such as 5 to 10%.
- <u>Built-Purchase Program/Universal Access Pass Program</u>; 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)

Ловения/Техня ветокого Темогосогов Ром

ITP refresh | transportation demand management

commuters: employer involvement transit passes web tools, apps

visitors:

real-time traffic info outreach before arrival web tools, apps

residents: access to schools special events web tools, apps new development: tdm site plan program participation reporting, monitoring **ITP refresh** | transportation demand management (chapter 4)

key initiatives

establish TDM program and hire TDM coordinator

implement market-based TDM program

implement performance monitoring system

chapter 5 major capital projects

ITP refresh

theme: strategic capital programming



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 fail 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:

- <u>Network Approach</u>. 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.
- 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).
- <u>Multimodal Function</u>. 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. <u>Strategic Timing</u>. 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.

ITP refresh | strategic capital project programming



multimodal function

interagency coordination

strategic timing

ITP refresh | major capital projects (chapter 5)

key initiatives

benchmarking system



capital project groups 1, 2, 3 and 4

project development + project chartering

ITP refresh | strategic capital project programming



ITP refresh | strategic capital project programming

LOS D benchmark – major roadway corridors

- daily traffic peak season volume/capacity
- set by Jackson/Teton Comprehensive Plan
- also used by WyDOT

ITP refresh | capital groups benchmarking

capital group 1

- "Y" intersection
- Tribal Trails Connector
- WY-22 pathway
- WY-22 multi-laning/BRT
- WY-22 intersections
- wildlife permeability



ITP refresh | capital groups benchmarking

capital group 1

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

status of benchmarks | capital group 1

(average summer weekday – Jun, Jul, Aug, Sep)



ITP refresh | capital groups benchmarking

capital group 2

- WY-390
- WY-22 intersection
- wildlife permeability



ITP refresh | capital groups benchmarking capital group 2

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	18,600	20,000

status of benchmarks | capital group 2

(average summer weekday – Jun, Jul, Aug, Sep)



ITP refresh | capital groups benchmarking

capital group 3

- Spring Gulch Road
- fixed guideway transit
- north bridge



ITP refresh | capital groups benchmarking

capital group 3

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

status of benchmarks | capital group 3

(average summer weekday – Jun, Jul, Aug, Sep)



ITP refresh | capital groups benchmarking

capital group 4

- Tribal Trails Connector
- East-West Connector
- Maple Way Snow King

no LOS criteria needed for connectivity



chapter 6. regional transportation planning organization | ITP refresh

theme:

continuing, cooperative, comprehensive



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 under take 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 arontline, structured setting for the Town, County and WYDOT to propose, evaluate and prioritize projects (all modes) for inclusion in the State Transportation in provement Program (STP).
- Improve coordination of transportation planning and design projects (e.g. future PEL studies, madway 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 Wanagement program.
- Provide a frame work 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.
ITP refresh | regional transportation planning organization (chapter 6)

key initiatives

first stage organization

second stage organization

ITP refresh | regional transportation planning organization

first stage organization – RTPO

establish policy board establish technical advisory committee TDM program pathways program START planning services reporting and monitoring plan performance develop transportation funding proposal STIP evaluation and representation

ITP refresh | regional transportation planning organization

second stage organization – RTPO prioritize and allocate new regional funding regional transportation planning grant administration

chapter 7. action plan | ITP refresh

theme: strategic, prioritized, accountable



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 in 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 (waiking 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.

ITP refresh | action plan (chapter 7)

key initiatives



(next JIM meeting)

today's objectives | ITP Update

✓ refresh: what's in the ITP
✓ review major trends since 2015
✓ conclusions and questions for discussion

major trends | average daily traffic – July and annual









data source: WyDOT permanent traffic counters



data source: WyDOT permanent traffic counters

major trends | key indicator – VMT in Jackson Hole



major trends | key indicator – VMT in Jackson Hole

total annual VMT 🕂 per capita VMT

major trends | key indicator – total annual VMT





annual vehicle miles of travel – Jackson Hole – millions



major trends | annual vehicle miles of travel



millions

major trends | key indicator – per capita VMT



major trends | total effective population in 2017



major trends | growth in effective population | 2012 – 2017



major trends | per capita* VMT by season

* effective population



38.74

major trends | gas prices

national average retail price for gasoline in 2015 dollars





major trends | commuting

% drive alone to work



major trends | Grand Teton National Park annual attendance



data source: NPS https://www.nps.gov/grte/learn/management/statistics.htm

today's objectives | ITP Update

✓ refresh: what's in the ITP
✓ review major trends since 2015
✓ conclusions and questions for discussion

conclusions and questions for discussion | ITP Update

- \checkmark traffic and VMT, benchmarking, WY-22 BRT
- ✓ transit system growth, funding
- ✓ active transportation
- ✓ transportation demand management
- ✓ regional transportation planning organization (RTPO)

conclusions – traffic and VMT

- 1. summer season traffic has grown about as much as forecast
- 2. shoulder and winter season traffic has grown more than forecast
- 3. all categories in effective population are driving more...
- 4. ...except summer visitors (and other drivers?)
- 5. Jackson Hole roads may be "full" in summer
- 6. bicycling and transit are absorbing pent-up travel demand in summer
- 7. VMT has grown more than forecast implications for other goals
- 8. VMT/capita has grown significantly
- 9. boomers are pushing up fall and late spring visitorship
- 10. true "shoulder" seasons may now be May and November
- 11. IKON pass is pushing up winter visitorship

Do we want to continue using summer traffic (June – September) for the benchmarking system?



Benchmarking system is based on LOS D. Does this make sense in light of induced travel?



LOS D?

- definition of 'induced travel' releasing latent demand for travel by increasing capacity
- nearly all travel is discretionary



Are we moving the right direction in development of the WY-22 corridor? Are we committed to BRT?





conclusions – transit

- 1. START ridership has grown at about the same rate as eff. population
- 2. service improvements have been made, with good ridership response
- 3. Jackson Hole commute transit mode share has doubled
- 4. but we are well below the plan line for ridership growth
- 5. the winter fleet is maxed out standing room only (if that)
- 6. further service improvements will require
 - a. maintenance facility
 - b. fleet expansion
 - c. operating budget
- 7. voters have not (so far) supported meeting these needs

questions for discussion – transit

Are we still committed to pursuing this level of transit ridership increase? What about airport service? A connection to Grand Teton National Park? Can we build public support?





conclusions – active transportation

- 1. active transportation represents 4% of the mode shift in the ITP
- 2. pathways system has become a functional, regional network
- 3. bicycling appears to be replacing some driving during summer
- 4. e-bikes may accelerate growth in bicycling
- 5. progress has been made in developing an in-town bicycling network

the bicycling opportunity



questions for discussion – active transportation

Are we making adequate progress toward our mode shift goals for walking and bicycling?

How can we capitalize on the bicycling opportunity?

Is the town becoming more walkable? Winter, summer?

Does the County still want to develop a "Community Streets Policy & Plan?"



(Would an update to street design standards be more important?)

conclusions – transportation demand management

- 1. we have not begun developing a TDM program
- 2. TDM could play a key role in boosting bus ridership
 - a. employee passes (see TVA success)
 - b. marketing in commuter shed counties
 - c. skier information (pre-trip marketing)
- 3. TDM could play a role in boosting interest in visitor bicycling

questions for discussion – transportation demand management

Are we still committed to implementing a TDM program?

Are we adequately staffed to do this?

conclusions – regional transportation planning organization (RTPO)

- 1. we have not begun developing an RTPO program
- an RTPO could play a key role in coordinating major projects like WY 22 and transportation demand management
- 3. there is no widely-shared simple, coherent narrative for regional transportation: what are we trying to do and why

questions for discussion – RTPO

Are we still committed to implementing an RTPO?

Would this help bridge Town and County priorities?

Are there barriers to doing this?

(note: no revenues come with RTPO formation)

what's missing?

other subjects?



thank you

