



BOARD OF COMMISSIONERS



TOWN COUNCIL

## **JOINT INFORMATION MEETING**

### **AGENDA DOCUMENTATION**

**PREPARATION DATE:** January 24, 2020

**MEETING DATE:** January 30, 2020

**SUBMITTING DEPARTMENT:** Joint Long-Range Planning

**DEPARTMENT DIRECTORS:** Tyler Sinclair and Chris Neubecker

**PRESENTER:** Jim Charlier, Charlier Associates (Consultant)

**SUBJECT:** Integrated Transportation Plan ITP – Technical Update

#### PURPOSE

The purpose of this meeting is to discuss and provide direction on Charlier Associates conclusions and proposed actions/updates to the 2015 Integrated Transportation Plan (ITP).

#### BACKGROUND

The existing Integrated Transportation Plan was jointly adopted in September 2015 by the Town of Jackson and Teton County. The Action Plan in Chapter 7 of the ITP calls for a “technical update” of the ITP within five years following adoption. Charlier Associates, Inc. has been retained to prepare the Update.

The first phase of the Update pulled together data on Jackson Hole travel and traffic trends since 2015 and documented status of implementing the ITP Action Plan. This information was presented and discussed by the Boards at the November 4 Joint Information Meeting.

The second phase included a policy and strategy presentation and discussion to the Boards at a Special Joint Information Meeting on December 19 focused on the following six (6) questions:

1. Benchmarking system
  - Should we continue to use the four summer months?
  - Is LOS D an appropriate criterion, given induced demand?
2. WY-22 corridor and Capital Group 1
  - How can the Town and County (with START) help guide planning and design?
3. Transit goals (doubling ridership and then doubling again)
  - Is this too ambitious?
  - Should we frame this differently?
  - Should we establish a different approach to objectives?
4. Active transportation
  - Should we adopt a focus on bicycling - low impact tourism, quality of life, etc?
  - Do we need a renewed emphasis on safe, convenient walking in Town?

5. TDM program

- Do we still want to develop a transportation demand management program?
- If so, how can we move forward – what are the next steps?

6. Regional Transportation Planning Organization

- Do we still want to establish an RTPO?
- If so, how can we move forward – what are the next steps?

## ALTERNATIVES

The purpose of phase 3 will be to present and discuss conclusions and proposed actions/updates to the ITP based upon phases 1 and 2 at the January 30, 2020 Joint Information Meeting. At the meeting Jim Charlier will present his conclusions and proposed actions/updates based upon the process to date and more specifically upon the discussion and direction provided at the December 19 JIM for each chapter as follows:

1. **Plan Overview** – providing context and describing the Plan scenario
2. **Transit Development** – outlining strategic transit improvements
3. **Active Transportation** – outlining specific actions for walk, bike, etc. travel
4. **Travel Demand Management (TDM)**– establishing strategies by travel market and monitoring and reporting
5. **Major Capital Projects** – describing projects and establishing benchmarks
6. **Regional Transportation Planning Organization** – outlining 2 stages of organization
7. **Action Plan and Funding** – coordinating all implementation actions and identifying the need for additional funding

Staff has attached the PowerPoint Presentation that will be presented for review and consideration prior to the meeting. Information provided at the November 4 JIM and December 19 JIMs can be found online. In addition, staff has attached the Transportation portions of the Comprehensive Plan Update – Growth Management Plan (GMP), Phase 1 and Phase 2 reports for consideration. In addition, information for your February 3 JIM on the GMP update will also be released prior to the meeting and should be considered in the context of the overall transportation goals for the community.

Upon completion of phase 3 at this meeting, the ITP Technical update will enter phase 4, the final phase of the update process the review and consideration of a revised ITP in March.

## ATTACHMENTS

- ITP Update PowerPoint Presentation, January 30, 2020
- ITP Staff Report and Video Link, JIM December 19, 2019
  - <https://jacksonwy.civicclerk.com/Web/Player.aspx?id=348&key=-1&mod=-1&mk=-1&nov=0>
- ITP Staff Report and Video Link, JIM November 4, 2019
  - <https://jacksonwy.civicclerk.com/Web/Player.aspx?id=203&key=-1&mod=-1&mk=-1&nov=0>
- GMP – Phase 1: Chapter 7 Review
- GMP – Phase 2: What's Next
- Integrated Transportation Plan – 2015
  - <http://jacksontetonplan.com/239/Integrated-Transportation-Plan>

## FISCAL IMPACT

Phase 3 has progressed within the budget and staff resources indicated in the project Scope of Work approved in June 2019.

### STAFF IMPACT

Phase 3 has progressed within the budget and staff resources indicated in the project Scope of Work approved in June 2019.

### LEGAL REVIEW

None at this time

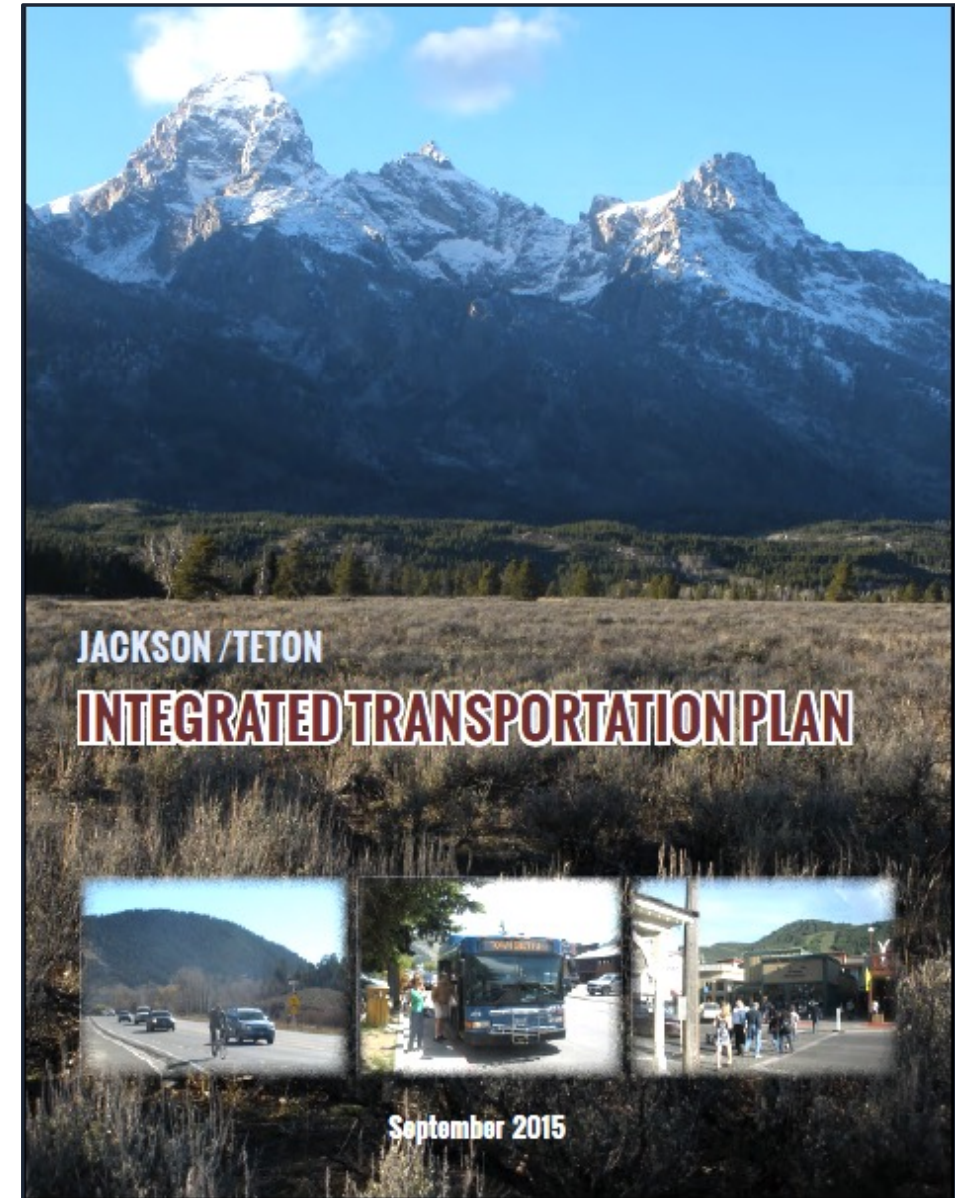
### SUGGESTED MOTION

I move to direct staff to amend the Integrated Transportation Plan, as directed at this meeting, for review and approval at a later date.



# ITP update

Jan 30, 2020 Joint Information Meeting



## recap – JIM sessions on the ITP

Nov 4, 2019      status, trends, benchmarks

Dec 19, 2019      policy and strategy discussion

Jan 30, 2020      recommendations

tbd                  adoption

# today's outline

fundamental questions

transit – chapter 2

active transportation – chapter 3

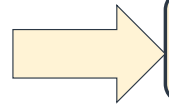
transportation demand management – chapter 4

major capital project benchmarking – chapter 5

regional transportation planning organization – chapter 6

action plan – chapter 7

# today's outline



fundamental questions

transit – chapter 2

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action plan – chapter 7



## is the ITP so flawed we should start over?

### conclusions

- no:
  - goals of public and elected boards are well-aligned
  - ITP takes direction from Comprehensive Plan
- need to clarify goals based on Comprehensive Plan
- need to overcome barriers to implementation

### actions

- develop a clearer plan narrative - community objectives
- add support for innovation
- kick start implementation



## what should ITP say about ‘SOV capacity?’

### conclusions

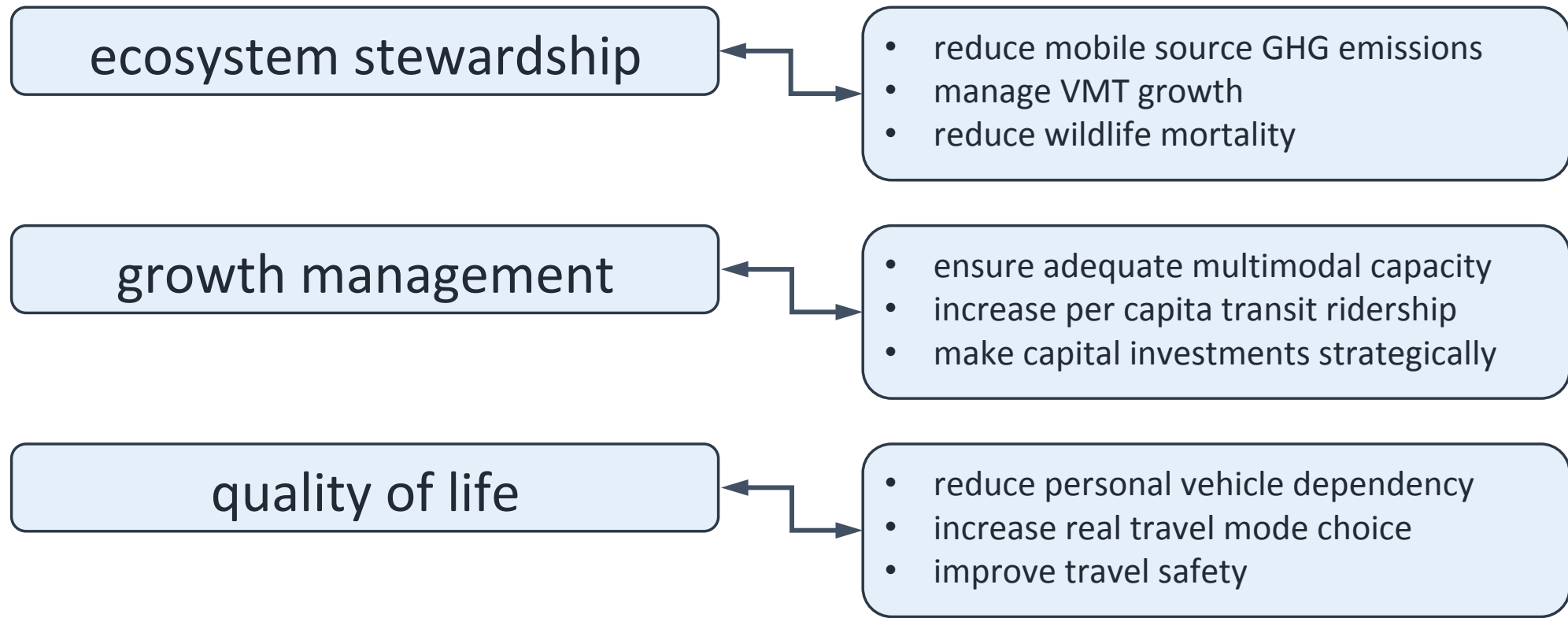
- ‘no new SOV capacity’ is too broad and too specific
- no practical way to measure at system level
- many worthwhile projects might increase SOV capacity

### actions

- move beyond dry quantification
- focus on ‘relatable’ objectives
- update indicators to reflect Comprehensive Plan

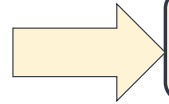
## comprehensive plan

## ITP implementation



# today's outline

fundamental questions



transit – chapter 2

active transportation – chapter 3

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action plan – chapter 7

# is the transit plan too ambitious?

## conclusions

- no:
  - need for increased service & ridership is now more urgent
  - the plan should be aspirational
- incremental tweaks will not be enough
- available funding sources are more than sufficient
- required service levels are physically feasible

## actions

- focus on progress from 2015 ITP adoption
- define transit role: absorb as much travel growth as possible
- clarify route components of required service increase

# how can we increase public support for transit?

## conclusions

- progress toward goals, as defined, is disappointing
- continued challenges discourage commitment
- transit objectives are unclear – why must we do this?
- current plan is too dry and quantitative

## actions

- clarify specific service components – build the case
- clarify relationships between service & ridership
- identify “long steps” to galvanize interest and resolve
- deploy transportation demand management (see below)

## clarify purpose of transit service components

commuter routes

support local economy, employee  
recruitment and retention

corridor routes

make transit a competitive choice  
for local travel

circulators

free residents and visitors from  
having to drive for short trips

## potential long steps in transit

WY-22 corridor: BRT or HOV

put dedicated revenue source in place

go fare-free

work with GTNP on summer season connection(s)



## how can we achieve our vision for WY-22?

### conclusions

- both 'BRT' and 'HOV' lanes are feasible options
- widening for all vehicular use would be counterproductive
- WYDOT has no experience with either BRT or HOV
- Wyoming statutes provide no authority for BRT or HOV
- transit plan will require bus prioritization

### actions

- engage proactively with WYDOT in planning and design
- cooperatively take the lead on the public process
- work with Legislature to add BRT and HOV to statutes

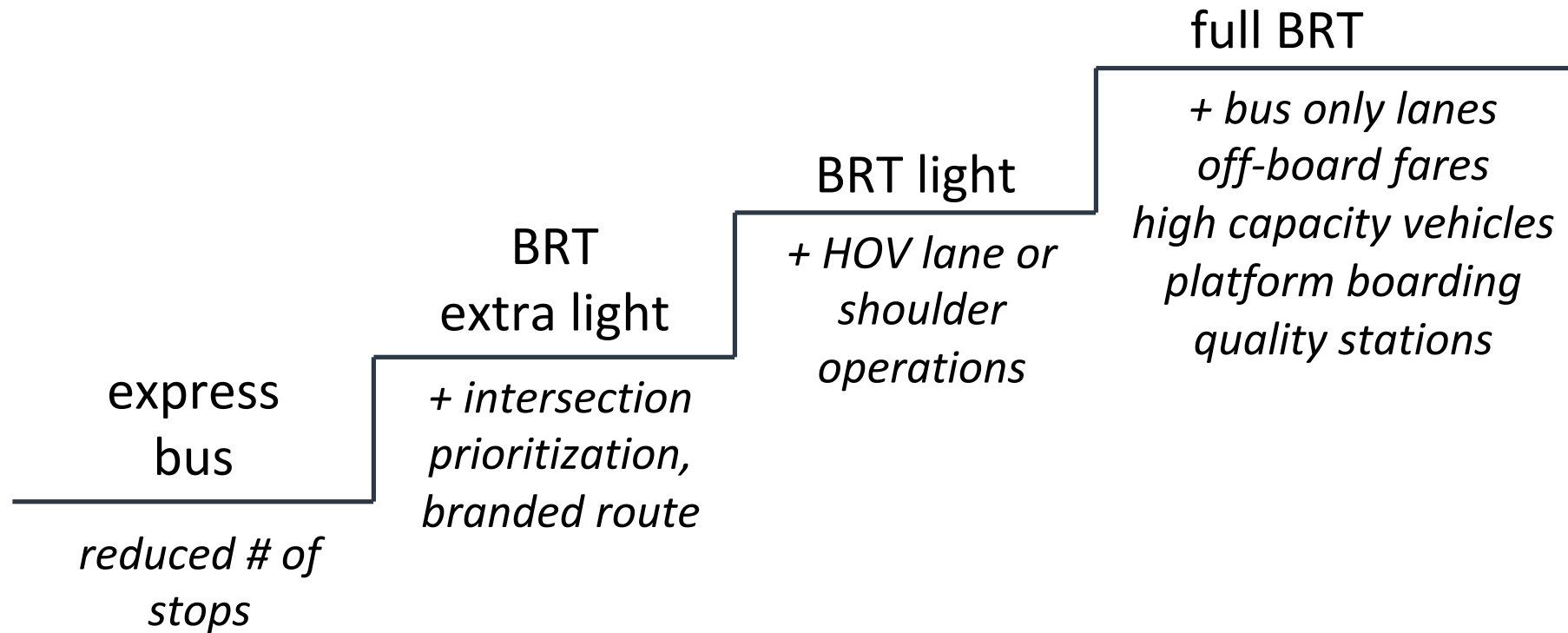
**BRT lanes**  
bus rapid transit

- corridor transit – express service
- branded route
- exclusive lanes (bus only)
- buses prioritized at intersections
- off-board fare collection
- platform-level boarding
- high capacity vehicles
- quality stations

**HOV lanes**  
high occupancy vehicles

- restricted to non-SOV use
- originally mostly 2+ HOV
- 3+ HOV now more common
- may apply only in peak hours
- vehicle exceptions (e.g., electric cars)
- difficult enforcement
- may include slug lanes
- can transition to “managed lanes”

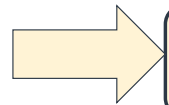
## levels of BRT implementation



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action plan – chapter 7

## what changes are needed to this chapter?

### conclusions

- pathways program has achieved notable successes
- summer walking & bicycling are relieving traffic demand
- access to safe walking and bicycling improves quality of life

### actions

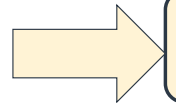
- make active transportation a higher priority
- increase focus on short trip walk and bike access
- delete reference to Teton County Community Streets Plan

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## what changes are needed to this chapter?

### conclusions

- demand management continues to be a priority
- Village program is successful and an example of potential
- transit program will require demand management support
- no major changes required in Chapter 4

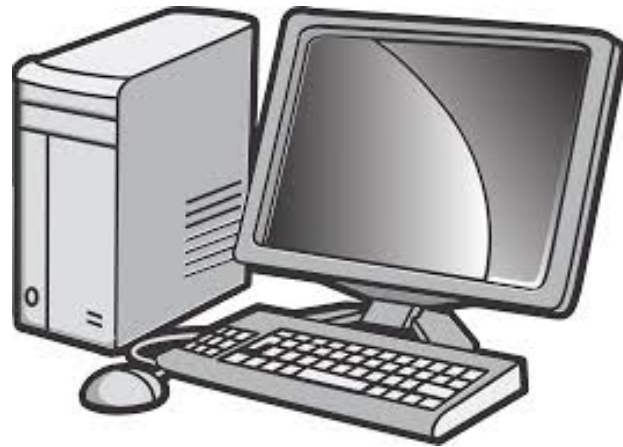
### actions

- prioritize implementation beginning in 2020

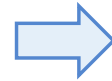


# transportation demand management

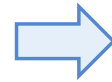
information & promotion



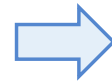
coordination & events



in-commuters



visitors + tourists



residents

parking – transit – trails & pathways – maps – taxi – ride hailing – airport access – parks access – trip planning  
employee benefits – commute options – carpooling and vanpooling – bike to work day – cyclovia – tactical urbanism

## prioritize implementation

- immediate
  - ✓ fill TDM coordinator position
  - ✓ procure consultant contract – transportation demand management
- longer term
  - ✓ transition position to RTPO
  - ✓ integrate with transit and with visitor services

# is the performance monitoring system working?

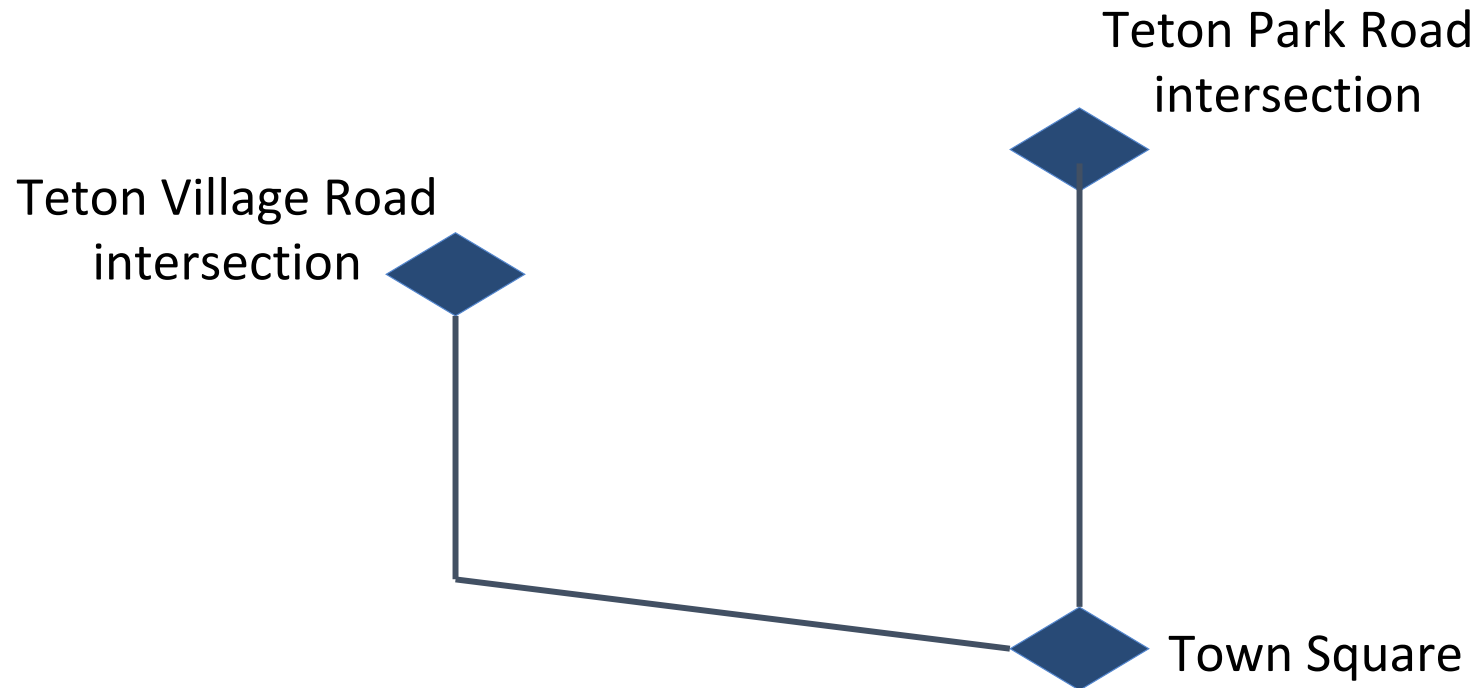
## conclusions

- yes:
  - annual reports have been useful
  - linking to comprehensive plan reporting has been helpful

## actions

- delete the dashboard section
- add travel time indicator:
  - bus and drive
  - Town-Village and Town-GTNP

# travel time indicator



START bus – average summer PM peak hour travel time

SOV drive – average summer PM peak hour travel time

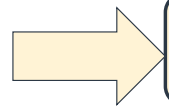
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## is benchmarking working as intended?

### conclusions

- yes, trends and status of capital needs are clear to see
- need to review use of LOS D
- need to review use of peak season (4 months) traffic

### actions

- update status and benchmarking data
- discontinue LOS D and sync with Comp Plan update
- continue use of peak season (4 months) traffic

## is use of LOS D still appropriate?

### conclusions

- use of LOS is not a best practice in transportation planning
- LOS criteria lead to induced demand
- LOS criteria force counterproductive spending

### actions

- no longer use LOS D as a corridor planning benchmark
- use 20,000 vehicles/day instead (for 2-lane roads & streets)
- LOS D is not an ITP objective for state or local roads



## is use of peak season traffic still appropriate?

### conclusions

- yes
- ITP uses average summer weekday traffic (Jun – Sep)
- winter, shoulder season traffic growing faster than summer
- worst 'routine' congestion will continue to occur in summer

### actions

- continue to use average summer weekday traffic
- work with WYDOT to implement 'incident management'

# today's outline

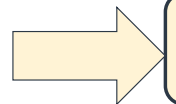
fundamental questions

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# should implementing an RTPO be a priority?

## conclusions

- yes:
  - there is broad support among advocacy organizations
  - both staff and elected boards have expressed support
  - transportation is a major regional priority
- implementation will require adequate resources

## actions

- implement an RTPO through a phased approach
- add a preliminary stage to the original ITP 2-stage plan
- start in 2020

# regional transportation planning organization three stages

1. ITP implementation lead

2. joint powers agency

3. regional funding

# regional transportation planning organization

## three stages

### stage 1. ITP implementation lead

- ✓ share funding – town & county (WYDOT?)
- ✓ formalize role of technical advisory committee
- ✓ initial priorities for ITP implementation lead:
  - coordinate Town, County, WYDOT work on WY-22 planning & design
  - develop a charter for stage 2 and 3 RTPO
  - provide coordination & support to START, pathways & TDM programs
  - take charge of performance monitoring and reporting
- ✓ if needed, consider consulting contract as alternative to staff position

# regional transportation planning organization

## three stages

### stage 2. joint powers agency

- ✓ town and county, with WYDOT
- ✓ multimodal transportation planning responsibility
- ✓ absorb START and pathways operational entities
- ✓ absorb traveler support system
- ✓ begin coordination with Lincoln County, Teton County, ID
- ✓ work to implement stage 3

# regional transportation planning organization

## three stages

### stage 3. regional funding

- ✓ regional partnership, with WYDOT
- ✓ work with partners & Legislature to update RTA statute
- ✓ establish dedicated source of funding for transit
- ✓ establish formal “rural MPO” authority



# today's outline

fundamental questions

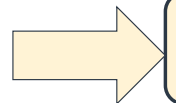
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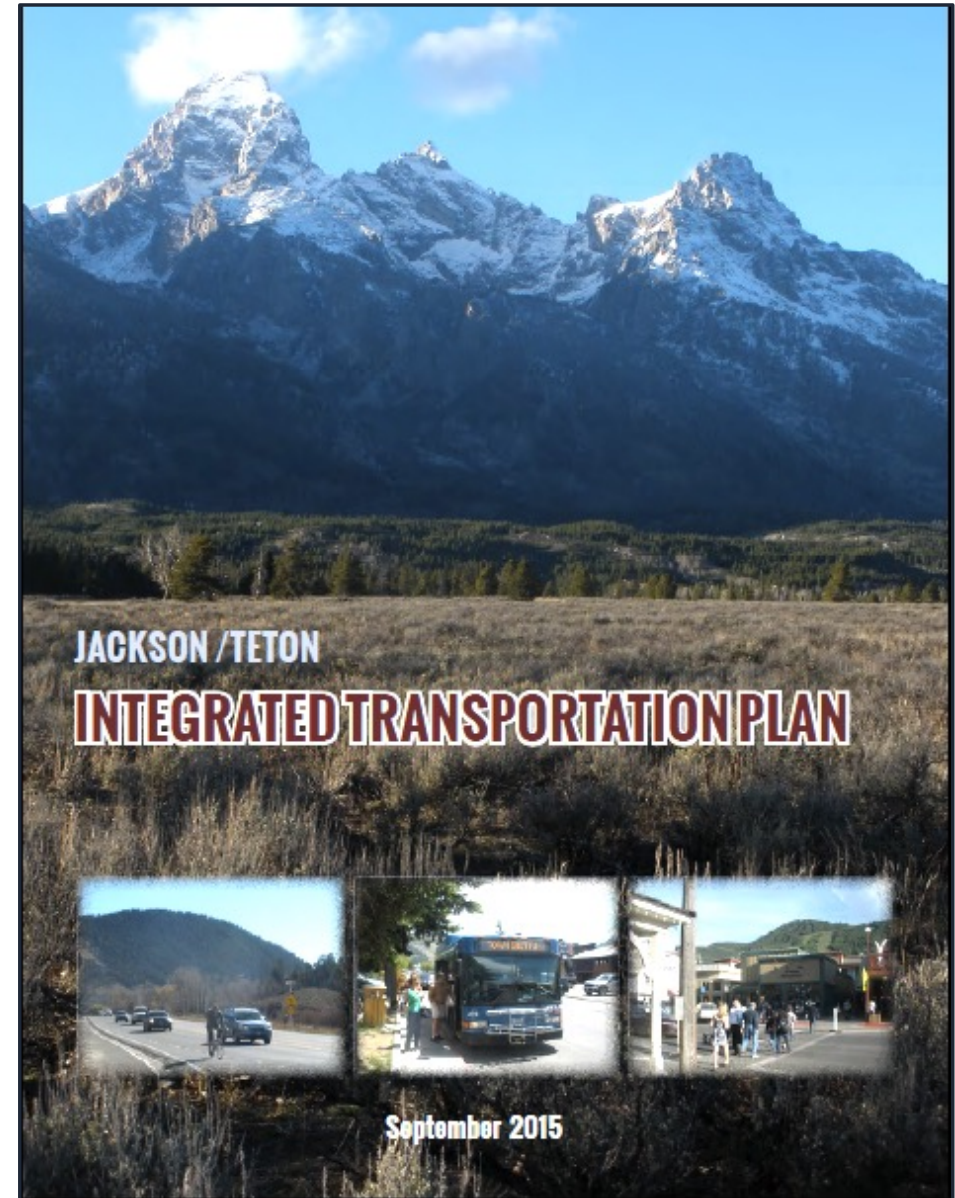
action plan – chapter 7

## summary list – immediate actions (2020 – 2023)

- ✓ hire transportation demand management position
- ✓ hire ITP implementation lead
- ✓ add peak hour travel time indicator (2 corridors, bus & drive)
- ✓ work with WYDOT on highway incident management program
- ✓ engage proactively with WYDOT on WY-22 planning & design
- ✓ work with Legislature to add BRT & HOV to Wyoming Statutes



wrap up



## recap – JIM sessions on the ITP

Nov 4, 2019      status, trends, benchmarks

Dec 19, 2019      policy and strategy discussion

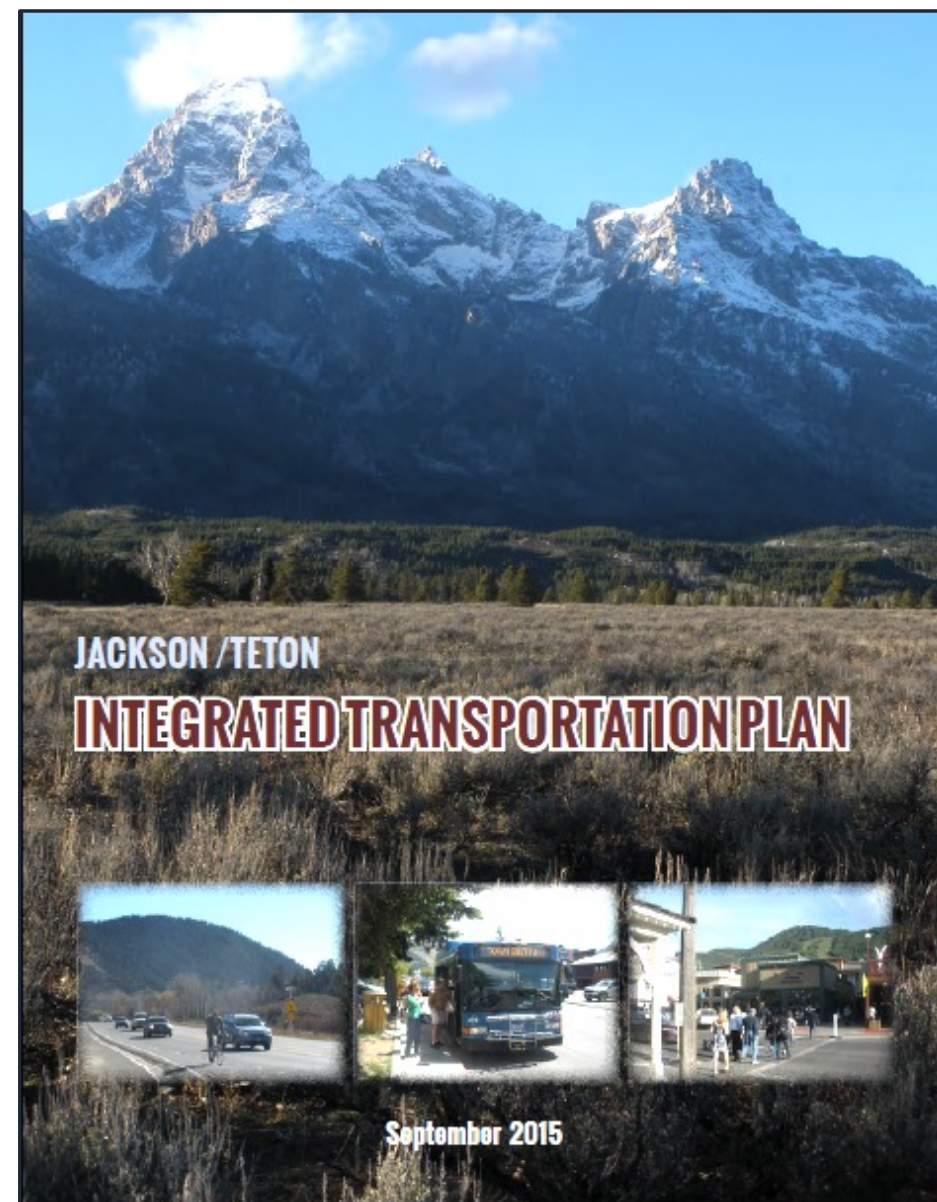
Jan 30, 2020      recommendations

tbd                  adoption





thank you



## Section 7: Multimodal Transportation

### **Community Goal:**

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

- Are residents and visitors using alternative transportation?
- Within the community? Throughout the region?
- Is movement safe? efficient? economical?

Section 7: Multimodal Transportation			
Trends			
	Trends/Events		Future Considerations
	<ul style="list-style-type: none"> <li>• VMT growth at the rate of effective population</li> <li>• Jackson to Moose Pathway (2012)</li> </ul>	<ul style="list-style-type: none"> <li>• Increasing walk/bike mode share</li> <li>• High commuter transit growth</li> <li>• Flat per capita transit growth</li> <li>• VMT growth at the rate of effective population</li> <li>• ITP (2015)</li> <li>• Path 22 (2016)</li> <li>• Snow King Bollards (2018)</li> </ul>	<ul style="list-style-type: none"> <li>• Without a significant shift in how the effective population travels, vehicle miles traveled and emissions will continue to rise.</li> <li>• Limiting workforce housing will not limit the workforce needed, it will only increase the distance it has to travel.</li> </ul>
Perception	<ul style="list-style-type: none"> <li>• Public is proud of pathways, START, and personal transportation decisions.</li> <li>• Transportation is not a priority in terms of work to do.</li> </ul>		

*Sources: Indicator Report*

## *Trends*

Commuters have more transportation options and there is some evidence of an increase in walking and biking per capita. However, vehicle miles traveled (traffic) is still growing at the rate of effective population, which is contrary to the community goal to reduce such growth.

### *Are residents and visitors using alternative transportation?*

The Integrated Transportation Plan (ITP), adopted in 2015, defines the mode-shift goal of the community – a nearly 6% shift away from trips by vehicle by 2035. The ITP relies on doubling transit ridership between 2013 and 2024, then doubling again between 2024 and 2035. In terms of annual growth, the ITP goal is 6.5% compounding annual growth in transit ridership. Over the first 5 years of implementation (2013-2018), transit ridership has grown at a compound annual rate of 3.4%. Every year, transit ridership grows slower than expected and the ITP scenario becomes less achievable. A shift to biking or walking may offset the lack of transit ridership. American Community Survey (ACS) trends regarding active transportation are positive. The increasing popularity of e-bikes has made cycling a more realistic option for longer trips. Time will tell how significantly e-bikes impact peak traffic, especially on the Hwy 22 corridor. The real proof of success will be more people moving by bus, bike, or foot and less cars on the road.

### *Is movement safe? efficient? economical?*

The goal also asks if the alternate mode of transportation is safe, efficient, and economical. Alternate modes of transportation are significantly more economical than driving. Commuting 50 miles a day, 250 days a year at \$0.58 per mile (Federal mileage rate) costs a commuter \$7,250 a year. An annual START Bus commuter pass costs \$1,260 a year. Commuting 15 miles a day within the Jackson area at the same rate costs about \$2,175 per year. A START Bus pass within the Jackson area costs \$0 to \$250 per year. Cycling or walking within the area has a similar or reduced cost range.

Efficiency is the transportation characteristic that drives behavior. Can people get where they want to go when they want to get there? Lack of efficiency may be why transit is not meeting ITP ridership goals. Nearly all out-of-Town bus routes travel Highway 22. Highway 22 and Moose-Wilson traffic growth is not only above ITP targets, it is above ITP baseline. Per capita vehicle miles traveled has essentially remained flat and effective population has grown faster than projected. The dedicated Bus/carpool lane discussed in the ITP has not become a reality although WYDOT is exploring what the idea might look like as it designs a new Highway 22 bridge.

### *Throughout the region?*

Regionally, the efficiency of transit is greater. The Commuter routes experienced the greatest growth. START reports that there is demand for greater commuter route frequency, at a wider variety of hours.

## *Public Perception*

The community's sense of progress on transportation is positive. While traffic is a common topic of social conversation, it was not a leading call to action in public review of the Comprehensive Plan. People cite Pathways and START as successes. Transportation choices were how individuals felt they had personally implemented the Plan. People are pleased with their options and would like transit to be more convenient, but think other community goals require more urgent action. This opinion is consistent with public opinion in 2012.

This response is likely the result of positive outreach, which asked the community what it should work on, not what is broken. This may indicate a community acceptance of traffic (an affirmation of the Plan policy accepting Level of Service D traffic). The response is also interesting since traffic, emissions, and ecosystem health are connected. That connection may not be obvious, which might be why people are concerned about ecosystem health without calling for action on one of the most tangible responses the community could take, traffic.

## *Future Considerations*

Transportation requires corrective action. While the public can seemingly live with the level of traffic we have, there is concern about the affect climate change will have on ecosystem health, and vehicle emissions is the biggest lever the community has to address that issue.

- Dedicate resources to Travel Demand Management including staff time funding and enthusiasm. Reducing traffic has to be cultural, it will be most successful if it becomes part of the community pride and identity in the same way as conservation.
- Update the Action Plan in the ITP to embrace new opportunities. The transit mode shift goals might be unrealistic, but the overall mode-shift goal might be achievable through an embrace of e-bikes in the summer months.
- Work with WYDOT on big ideas. Dedicated HOV/BRT lanes designed to accommodate autonomous vehicles is not a typical rural solution, but there is federal funding for those type of big ideas and working with WYDOT to try new things is the way it can be done.
- Prioritize pedestrian infrastructure in Town. Analyze the pedestrian network as a whole. Where is pedestrian demand, where is the sidewalk network broken, where can pedestrians share the road?
- Add vehicle miles traveled per capita to core indicators. 60/40 and 65% have provided good guidance. A vehicle miles traveled equivalent or mode share equivalent would provide focus on the issue.



footprint and adaptive management. However, our community has exhibited success in remaining committed to the Character Districts and adaptive management planning without such tools.

## Topic F: Commit to a shift in how we travel

One of the key trends identified in the “Are we on Track?” review was increasing greenhouse gas emissions. Our travel decisions account for about 80% of our emissions. Per capita vehicle miles traveled have increased since 2012, particularly in the winter and shoulder seasons. The recommended plan updates and future actions are intended to provide a clearer transportation vision to reinforce additional action regarding a shift in how we travel because we can only find alternatives to travel by single-occupancy vehicles if we commit to looking for them.

### Staff Recommendation

- F1. Rephrase the Principles and reorganize the policies accordingly
  - 7.1: Reduce vehicle emissions.
  - 7.2: No new SOV capacity, Prioritize bike/walk/bus infrastructure.
  - 7.3: Coordinated, regional transportation planning.
- F2. Refine Chapter 7 to incorporate the ITP as the implementation plan.

In terms of principle and policy updates, the main clarifications recommended are a syncing of the Comprehensive Plan section and the ITP (now that the ITP exists) and clear emphasis on the main transportation related goals – reduced vehicle emissions and no new single-occupancy vehicle capacity. These updates represent a strengthening and emphasis of the policies in the Plan but are largely just a reorganization effort. The Update of the section will be coordinated with the technical update to the ITP that is occurring in parallel.

- F3. Add a policy about the importance of evaluating outside-the-box transportation solutions

There were not any strategies suggested through this process that do not already exist in the Comprehensive Plan or ITP. There were a number of specific strategies that fall within broader efforts, but no new strategies were developed. For example, there were a lot of TDM methods suggested that will be evaluated as part of Strategy 7.1.S.4, implement a TDM program; and a lot of funding ideas suggested that will be evaluated as part of Strategy 7.1.S.2, consider a funding source for walk/bike/bus travel. What is needed most at this point is an allocation of resources and prioritization of the strategies already in place. However, the Plan should be enhanced with a new policy that encourages out-side-the-box solutions to be explored. While many of the specific strategies fall under broader existing efforts, some are at the edges of what is possible. A policy is needed to encourage the community and WYDOT to explore those less conventional alternatives as part of its transportation planning.

## Topic G: Define the economy we want

The “Are We on Track?” review identified that the economic vision for the community is vague but that the growing inequality in the community is likely contrary to the community’s economic vision. Just as the past economic performance was hard to gauge, the suggestions for a future economic vision are hard to evaluate without a clear economic vision. Staff’s recommendation is that a separate effort is needed to establish a clear economic vision for the community.

### Staff Recommendation

- G1. Adopt a strategy to update the employee generation nexus study to look at the full range of employee generation and the full range of associated impacts.