



## JOINT INFORMATION MEETING AGENDA DOCUMENTATION

**PREPARATION DATE:** November 6, 2016      **SUBMITTING DEPARTMENT:** Transportation Advisory Committee  
**MEETING DATE:** November 14, 2016      **DEPARTMENT DIRECTORS:** Tyler Sinclair & Sean O'Malley  
**PRESENTER:** Tyler Sinclair

**SUBJECT:** Town and County Parking Study Initial Charter

### STATEMENT/PURPOSE

Consideration of approval of the Initial Project Charter for a Town/County Parking Study (attached), and consideration of direction to solicit consultants to complete the assignments in the first project of the charter beginning in the New Year.

### BACKGROUND/ALTERNATIVES

On April 15, 2016 the Council and Board adopted the FY 16-17 Implementation Work Plan for the Comprehensive Plan, which included the following task.

#### **Town Parking Study**

- **Goal:** Evaluate parking issues and the limitations on development posed by parking regulations. Identify potential changes to the Town's parking regulations and laws. Evaluate the costs and benefits to level of service, budget, housing, and transportation of multiple parking scenarios that consider parking requirements, on-street parking, public parking lots, and the greater transportation system in as an integrated system. Establish a preferred parking scenario for implementation through the LDRs, municipal code, public works and other appropriate means. If the community elects a community priorities fund that allows for expansion of START service, the scope of this study may grow to include analysis of scenarios more reliant on START.

<b>Progress</b>	Not begun	
<b>Timeframe</b>	Jun. 2016 – Feb. 2017	
<b>Task Lead</b>	Town Planning	
<b>Resources</b>	<b>FY 16-17</b>	<b>Total</b>
ToJ Pro. Services	\$ 75,000	\$ 75,000
Long-Range Planning	100 hrs.	100 hrs.
Planning Director	200 hrs.	200 hrs.
Town Planning	100 hrs.	100 hrs.
Other ToJ Staff	100 hrs.	100 hrs.

- **Comp Plan Strategies:** 4.1.S.1, 4.1.S.2, 5.4.S.3, 7.3.S.1
- **Status:** This Task will begin once the Town completes the District 2 zoning updates. It is important to inform the update to the Town residential zoning in addition to its importance to Town operations and budgeting. As mentioned above it may also inform expansion of START service.

In designing a scope of work to complete this task, the Transportation Advisory Committee (TAC) looked at the timing and interrelation of the various parts and has developed a 4-Part Project Charter, following the Integrated Transportation Plan Project Charter Process (see attached).

Parking is a significant land use that affects what can actually be built in the denser areas of the Town and County. Parking availability and location is a key influencer of transportation decisions. Also, parking management has a major impact on public works operations. A comprehensive parking strategy that balances land use, transportation, and operations impacts is crucial to the implementation of the community's goals.

An update to the 2003 Downtown Jackson parking study is identified as an immediate (2015-2018) action in the Integrated Transportation Plan. An action that is supported by Strategy 7.3.S.1 of the Comprehensive Plan, which calls for a reevaluation of parking standards that currently promote travel by single occupancy vehicle. This initial charter for a Jackson/Teton County Parking Study responds to that policy direction from the community.

However, this Parking Study is more than just an update of the 2003 Downtown Jackson parking study. In fact the immediate impetus for this Parking Study is actually the identification in the Housing Action Plan of parking as an impediment to the provision of opportunities for the denser housing that is envisioned for certain areas of the community in order to provide workforce housing (Initiative 5A, pg. 5-3). In 2017 the Town will update its zoning to implement the Comprehensive Plan direction to allow denser housing options in Transitional subareas of Town. Part of the analysis of the trade-offs that come with density will be a discussion of parking need, parking issues, and the role of on-street and other publicly provided parking.

In addition, this Parking Study is the beginnings of implementation of the communitywide Transportation Demand Management Program (TDM) described in the Integrated Transportation Plan. Beyond zoning for housing, understanding parking and parking alternatives is critical to the design and implementation of the TDM. Parking can be used as a carrot and a stick in managing transportation and providing additional transportation capacity through alternate modes.

#### *Transportation Demand Management (TDM)*

*TDM programs focus on changing or reducing travel demand, particularly at peak commute hours, instead of increasing roadway supply. Thus, TDM makes more efficient use of the current roadway system. With the right incentives (or disincentives) travelers may be influenced to use transportation systems in a way that contributes less to congestion.*

The format of the charter is based on the capital project charter framework in the Integrated Transportation Plan. The charter framework was adopted to require that capital improvement projects consider all aspects of a project from initiation through final design. The intent is that a project charter is first adopted at initial project development, then updated at completion of concept design and completion of final design. (See attached pages from the Integrated Transportation Plan for a full description of Project Charters.) While this Parking Study is not a capital project that requires a project charter, the intent is applicable. This charter will serve as the initial charter for each of the 4 projects that make up the Parking Study. The scope of consultant services for each project will serve as that project's concept charter. Because this is a study, the recommended actions that come out of each project will be the final charter for each project.

Below staff has provided a summary of the four parts of the proposed Charter.

1. **Residential, ParknRide and Non-Downtown Commercial Parking Study.** The first project will include an analysis of existing conditions and potential alternatives for parking for the rest of Town outside of Downtown. This project will inform the updates to Town zoning that are scheduled to

begin in 2017. The Comprehensive Plan envisions increased residential density in certain areas of Town to provide workforce housing opportunities that are needed in the community. That zoning will include parking requirements and also density allowances that depend on parking needs and standards. The Housing Action Plan identifies parking requirements as one of the impediments to the provision of denser housing. This portion of the Parking Study is needed to inform the conversation about residential density options in Town along with revised zoning.

The Comprehensive Plan also envisions a transition to the form and function of the commercial areas around the “Y” intersection. Some of these areas, which have traditionally been characterized by auto-oriented design and use, are starting to be developed in a more pedestrian oriented manner with greater density of commercial and residential use. In order to implement the Comprehensive Plan a first generation parking study, like the one completed in 2003 for Downtown, is needed to inform the zoning updates planned for 2017. As part of this discussion locations for potential park-n-rides and the use of alternative modes of transportation specifically including START will be discussed.

The results from the residential and commercial parking analysis and associated recommendations will be utilized for appropriate County zoning districts as deemed appropriate. Although the County will not be the focal point for this initial phase of the project staff recommends the County be involved as each segment of the four step process will build on each other and certain components of this initial phase will be applicable in County Complete Neighborhoods.

2. **Town Downtown Core Parking Study.** The second project is an update and evolution of the Town Downtown Core Study completed in 2003 specifically called for in the Integrated Transportation Plan and the Comprehensive Plan. Since the 2003 Study, a new Comprehensive Plan has been adopted that envisions the downtown as a vibrant, pedestrian-oriented, mixed-use area that hides and deemphasizes off-street parking. Since 2003, additional questions have also arisen as more applicants have incorporated housing into downtown development and the use of public parking has come into question in various circumstances. All of the original elements of the 2003 study will be revised along with consideration of new ideas and trends.
3. **Regional Corridor Parking Study.** The third project is a regional look at parking related to accommodating the expansion of transit envisioned in the Integrated Transportation Plan (ITP). The ITP establishes a community goal to double transit ridership in the next ten years, then double it again in the following ten years as a method of increasing transportation capacity. This ambitious goal is focused in large part on commuter and corridor routes. These corridor and commuter routes often lend themselves to park n’ ride concepts and sometimes create new parking issues that need to be addressed. The ITP also identifies interceptor parking as a potential transportation demand management tool for downtown, noting the success of the Stilson parking lot in intercepting trips to Teton Village. This project will also need to look outside the boundaries of Jackson and Teton County to evaluate the parking needs on the Teton Valley and Star Valley commuter routes as well as a potential corridor route north to Grand Teton National Park and the airport.
4. **Communitywide Transportation Demand Management Scoping.** The fourth project is less of a singular study of parking and more of an awareness that parking needs may change as the Transportation Demand Management (TDM) program measures of the ITP are implemented and new paradigms of vehicle ownership evolve. The ITP calls for a communitywide TDM Program with various components focused on commuters, new development, residents, and visitors. This project is broader than just parking, and the parking components of the TDM are largely addressed in the other parts of this charter. This project is more of a continuation of the Parking Study into continued implementation of the ITP and may be more of an ongoing task order than a single

continuous effort. Some of the tasks in this project could be added into other charter projects depending on timing and need. This whole project may eventually become its own charter, or it may become the job description of a Transportation Demand Coordinator.

Staff recommends that the Board and Council consider approving the attached Project Charter for all 4 projects, but recommends, at this time, that the Board and Council only direct staff to solicit a consultant to complete Project 1 – Residential, ParknRide and Non-Downtown Commercial Parking. Project 2 – the Downtown Core Study must be done in summer and is not currently budgeted for. Project 3 – the Regional Corridor Parking Study will evolve as START makes plans for expanded services and is not currently budgeted for. In the spring or early summer staff will come back to a JIM to discuss funding for Projects 2 and 3 in conjunction with the FY18 budget request.

## STAKEHOLDER ANALYSIS & INVOLVEMENT

The Transportation Advisory Committee (TAC) that developed this scope of work is made up County, Town, WYDOT, and Grand Teton National Park staff. Stakeholder and public outreach is part of the charter for every project, and tailored to the specific needs of the project.

Project 1 public involvement includes:

- Distribution of educational materials on trends in parking need
- A public forum to gain qualitative analysis of parking issues and the level of service desires for various modes of travel
- A summary of public comment that will be available for review as it is being utilized
- Review of parking alternatives by stakeholders with technical expertise
- Review of parking alternatives by the general public

## ATTACHMENTS

Parking Study Initial Project Charter: November 8, 2016  
Integrated Transportation Plan Project Development Charter Process

## FISCAL IMPACT

The Town Planning Department has \$50,000 in its professional services budget for the Parking Study and another \$25,000 for Transportation Demand Management work. Parking policy is a big part of Transportation Demand Management, meaning that the Town has \$50,000-\$75,000 budgeted for Project 1.

While Project 1 will be a study of parking primarily in Town, the park-n-ride facilities that are a major part of the County transit system will be a large part of Project 1. The County Engineering Department has \$25,000 in its budget to contribute toward studying facilities for the regional transit system, which can be used to supplement the Town funding for the project. The total Town and County project funding is \$50,000-\$100,000.

The Town Planning Department will manage the contract and pay the consultant, with the County reimbursing its portion upon invoice. The Town will be responsible for soliciting proposals.

Projects 2, 3, and 4 are not currently budgeted, and will have to be funded through future budget requests.

## STAFF IMPACT

Staff estimates that Project 1 will take a total of 500 hours (1/4 FTE) of staff time across many departments. The Town Planning Department will manage the contract; and Long-Range Planning, Town and County Public Works, START, and Police Department staff will all be required to dedicate hours to Project 1.

The proposed schedule for Project 1 is below:

- January 9, 2017 JIM: select consultant
- By February 3, 2017: release educational materials on trends in parking need
- By March 3, 2017
  - Inventory and utilization study of parking in residential areas
  - Inventory and utilization study of parking in commercial areas west of Karns Meadow
  - Quantified level of service in public right-of-way for all modes of travel
  - Study of parking approaches in peer communities
  - Public forum on parking issues and level of service expectations for the public right-of-way
- By March 17, 2017: summary of public comment
- By April 7, 2017: release of Parking Alternatives
- By April 28, 2017: Stakeholder review of Parking Alternatives
- Early May, 2017: Public review of Parking Alternatives as part of the review of Town zoning updates
- By May 31, 2017: Final Parking Study including recommended alternative
- June 5, 2017 JIM: Adoption of Rest of Town Parking Study

## LEGAL REVIEW

None at this time. The Town Attorney will review the solicitation of proposals, and review the contract prior to the Board and Council's consideration at the January JIM.

## RECOMMENDATION

Staff recommends approval of the Initial Project Charter for all 4 parking study projects and recommends that the Board and Council direct staff to solicit proposals for a consultant to complete Project 1 - Residential, ParknRide and Non-Downtown Commercial Parking.

## SUGGESTED MOTION

I move approve the Parking Study Initial Project Charter; and direct staff to solicit proposals for a consultant to complete Project 1 Residential, ParknRide and Non-Downtown Commercial Parking, for consideration at the January JIM.



# Parking Study

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Initial Project Charter: November 8, 2016

## Purpose and Need

Parking is a significant land use that affects what can actually be built in the denser areas of the Town and County. Parking availability and location is a key influencer of transportation decisions. Also, parking management has a major impact on public works operations. A comprehensive parking strategy that balances land use, transportation, and operations impacts is crucial to the implementation of the community's goals.

An update to the 2003 Downtown Jackson parking study is identified as an immediate (2015-2018) action in the Integrated Transportation Plan. An action that is supported by Strategy 7.3.S.1 of the Comprehensive Plan, which calls for a reevaluation of parking standards that currently promote travel by single occupancy vehicle. This initial charter for a Jackson/Teton County Parking Study responds to that policy direction from the community.

However, this Parking Study is more than just an update of the 2003 Downtown Jackson parking study. In fact the immediate impetus for this Parking Study is actually the identification in the Housing Action Plan of parking as an impediment to the provision of opportunities for the denser housing that is envisioned for certain areas of the community in order to provide workforce housing (Initiative 5A, pg. 5-3). In 2017 the Town will update its zoning to implement the Comprehensive Plan direction to allow denser housing options in Transitional subareas of Town. Part of the analysis of the trade-offs that come with density will be a discussion of parking need, parking issues, and the role of on-street and other publicly provided parking.

In addition, this Parking Study is the beginnings of implementation of the communitywide Transportation Demand Management Program (TDM) described in the Integrated Transportation Plan. Beyond zoning for housing, understanding parking and parking alternatives is critical to the design and implementation of the TDM. Parking can be used as a carrot and a stick in managing transportation and providing additional transportation capacity through alternate modes.

The Parking Study will be comprised of 4 projects

1. Residential, Non-Downtown Commercial, and Park-n-Ride Parking Study
2. Downtown Core Parking Study
3. Regional Corridor Parking Study
4. Communitywide TDM Scoping

The format of this charter is based on the capital project charter framework in the Integrated Transportation Plan. The charter framework was adopted to require that capital improvement projects consider all aspects of a project from initiation through final design. The intent is that a project charter

is first adopted at initial project development, then updated at completion of concept design and completion of final design. (See pages 38-42 of the Integrated Transportation Plan for a full description of Project Charters.) While this Parking Study is not a capital project that requires a project charter, the intent is applicable. This charter will serve as the initial charter for each of the 4 projects that make up the Parking Study. The scope of consultant services for each project will serve as that project's concept charter. Because this is a study, the recommended actions that come out of each project will be the final charter for each project.

## Parking Study Objectives

The various projects of this Parking Study will identify potential changes to Town and County parking regulations and laws through an evaluation of the costs and benefits of multiple parking scenarios to:

- level of service for all modes
- maintenance protocols
- budget
- housing
- transportation
- safety
- ecosystem

The study will consider parking requirements, on-street parking, public parking lots, and the greater integrated transportation system. The conclusions of the Study will be recommended parking scenarios for implementation through the Land Development Regulations, Community Streets Plan, municipal code, public works standards, and other appropriate means. The primary questions to be answered relative to each project are:

- What parking is currently available for all modes and how is parking currently used?
- What is the future of parking demand?
- What programs might encourage a reduction in parking demand?
- What parking functions should be accommodated within the public right-of-way?
- What are the Level of Service (LOS) tradeoffs that come with on-street winter parking?
- What is the public's role in providing parking?
- What is the role of private business in providing public parking?
- What constraints does parking place on development and what are their dollar values?
- What is the role of START, pathways, and/or sidewalks to facilitate parking?

## Environmental Review

This Parking Study does not require any Town, County, or Federal environmental analysis as it is not a capital project. Environmental impacts will be considered in evaluation of alternatives, as discussed above in the objectives section of this charter. However, the specific environmental impact will likely be difficult to quantify given the high level of the policy discussion in this Study. The final charter for each

project may identify specific environmental reviews that are needed to implement recommended parking scenarios.

## Roles

*Elected Bodies:* Town Council and Board of County Commissioner roles and responsibilities are identified for each project as part of the initial outline of project elements.

*Stakeholders:* Stakeholder roles and responsibilities are identified for each project as part of the initial outline of project elements. A general list of stakeholders is identified below. A single stakeholder group may be identified or an individual group may be identified for each project.

- Teton Village
- Teton Valley
- Star Valley
- Federal Land Managers
- Business Owners
- Homeowners
- Residents
- Airport
- WYDOT
- For Hire Transportation
- Chamber of Commerce
- Transportation Advocates
- Law Enforcement

*Public Engagement:* Public engagement for each project is identified below as part of the initial outline of project elements. Public engagement in this process will center on distribution of educational materials and solicitation of comment to identify parking concerns and opinions on the public's role in providing parking.

## Risk Assessment

These are studies that are not just technical and quantitative; they are also qualitative and philosophical. Some of the transportation objectives of the community are more acceptable as high level concepts than they are when implemented through regulations, incentives and allowances. The objectives of this Study are partly to survey community opinions and identify options for moving forward; however the risk to achieving the objectives is the near certain disagreement about the preferred option for moving forward. One key to mitigating this risk will be buy-in to the process at the beginning so that even if the recommended alternative is not acceptable to all, everyone feels they have had an equal opportunity to participate and influence the conversation. Another key is that there is an established body of facts on the issues that all participants understand. This will take research and outreach so that when quantitative information exists, it is available to everyone participating in the

conversation. The goal of the Study will be to reach a recommended alternative that represents the broadest possible consensus.

Delays related to finding that consensus will be the greatest fiscal risk. When studies such as these address controversial topics the biggest fiscal risk is a desire to restudy and restudy to try and explain away differing opinions. While establishing facts and making them available is important, facts cannot bridge ideological divides. The initial buy-in discussed above will be important not only in giving the public the assurance that they will be able to participate, but will also give the encouragement and support for building a broad consensus and moving forward.

## Extent, Resources, and Responsibilities

The Parking Study is actually a set of 4 projects that can be completed in parallel, or in series, as appropriate. The intent of dividing the work tasks this way is that this work program can become a continuing service task order. For example, tasks from Project 2 or 3 could be added to a contract to complete Project 1 if the tasks become timely, funding is available, and the consultant is qualified. The Town and County may contract with different consultants for different projects or tasks and may choose to wait on certain tasks while proceeding with others.

### *Project 1 - Residential, Non-Downtown Commercial, and Park-n-Ride Parking*

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While the Integrated Transportation Plan only mentions updating the Downtown parking study, the first project of the Parking Study will be an analysis of existing conditions and potential alternatives for the rest of Town outside of Downtown – the residential parking throughout Town, the commercial parking west of Karns Meadow, and the park-n-ride parking provided in those areas.

The Jackson/Teton County Comprehensive Plan envisions increased residential density in certain areas of Town to provide workforce housing opportunities that are needed in the community. The Town intends to update its residential zoning to implement this vision in 2017. That zoning will include parking requirements and also density allowances that depend on parking needs and standards. The Jackson/Teton County Housing Action Plan identifies parking requirements as one of the impediments to the provision of denser housing. This Parking Study project is needed to inform the conversation about residential density options in Town.

The Comprehensive Plan also envisions a transition to the form and function of the commercial areas around the “Y” intersection. Some of these areas, which have traditionally been characterized by auto-oriented design and use, are starting to be developed in a more pedestrian oriented manner with greater density of commercial and residential use. In order to implement the Comprehensive Plan a first generation parking study, like the one completed in 2003 for Downtown, is needed to inform the zoning updates planned for 2017. As part of this discussion locations for potential park-n-rides and the use of alternative modes of transportation specifically including START will be discussed.

*Project Sponsor:* Town of Jackson

*Professional Services:* \$ 75,000

*Funding:* \$ 50,000 budgeted for FY17 in Town Planning Professional Services  
 \$ 25,000 budgeted for FY17 in County Engineering Professional Services

*Project Manager:* Tyler Sinclair, Jackson/Teton County Planning Director  
 (in-lieu of Jackson/Teton County Transportation Planner)

*Staff Resources:* 500 hours (1/4 FTE)  
 Town/County Planning  
 Town/County Public Works  
 START  
 Law Enforcement

**Task 1a: Residential Parking Inventory and Utilization**

The first step is to inventory the available parking in residential areas and get a sense for how it is used. The work in this task will identify where spillover occurs and where that spillover ends up. This task will involve quantitative counts and surveys as well as a public forum to identify issues. While this initial survey work will be completed during the winter, it will not be solely focused on winter issues. It will also look at issues related to RV, boat, and other vehicle storage on-street along with other issues more prevalent in summer. We also need to embrace and plan for future trends in parking and transportation (e.g. ride share, car share, bike share, and lower rates of car ownership).

Deliverable	Timing	Responsibility
Educational Materials on Trends in Parking Need	February 1	Consultant
Inventory of Parking in Residential Areas	March 1	Staff
Utilization Study of Parking in Residential Areas	March 1	Staff
Public Input on Parking Issues at Public Forum	March 1	Public
Summary of Public Input	March 15	Consultant

**Task 1b: Districts 4 & 5 Parking Inventory and Utilization**

Concurrently with Task 1a, an inventory and utilization study of the parking in the commercial areas west of Karns Meadow is necessary. This inventory will look at on-street and off-street parking and will also look at how larger parking lots such as those at Smith’s, Albertsons, and Kmart are used as park n’ rides or for other means than service of the destination. It will look at options such as fee-in-lieu and parking reductions due to internal capture that are currently implemented Downtown. It will also look at other options used in other communities that might be applicable. Like the residential inventory this will be a quantitative and qualitative survey. The two surveys will be completed concurrently to understand their relationship, and also to consolidate the public forums where input will be gathered.

Deliverable	Timing	Responsibility
Inventory of Parking in D4&5 Commercial Areas	March 1	Staff
Utilization Study of Parking in D4&5 Commercial Areas	March 1	Staff
Public Input on Parking Issues at Public Forum	March 1	Public
Summary of Public Input	March 15	Consultant

**Task 1c: Level of Service Documentation**

In order to discuss residential and commercial parking options, we also need to understand the level of service (LOS) that is being provided for various modes of transportation in each season, especially in winter, so that we can understand any tradeoffs we may be making in our parking decisions. This will include a conversation about the purpose of the public right-of-way and on-street parking. This will involve quantifying our current parking and transportation LOS for all modes, comparing those LOS with other peer communities, and asking the public their impressions of the LOS provided. This quantification of LOS will also include quantification of the cost to a developer of providing off-street parking, both in terms of actual construction cost, and in terms of lost/gained revenue due to the site area required.

Deliverable	Timing	Responsibility
Quantified LOS Goals/Actuals for Bus Routes, Sidewalks, Streets	March 1	Staff
Peer Study	March 1	Consultant
Costs of Off-Street Parking (Actual + Opportunity Lost)	March 1	Consultant
Public Input on ROW LOS at Public Forum	March 1	Public
Summary of Public Input	March 15	Consultant

**Task 1d: Alternative Development/Review**

Alternatives review will look at various options available to the community to provide residential parking, the various options available to the community to provide parking in the commercial areas west of Karns Meadow, and also begin to consider the park n’ ride options discussed in more detail in Project 3. Each alternative will identify the amount of parking provided, the amount of density enabled, the expected level of service, maintenance requirements, and the needed transportation infrastructure to facilitate the alternative in addition to any other issues identified in the previous tasks. Stakeholders with technical expertise in the subject matter will review and comment on the alternatives, as will the public. The public comments on the alternatives may occur as part of this process, or they may be rolled into public evaluation of various alternatives related to zoning for the area of Town outside of Downtown (identified in the Comprehensive Plan as Character Districts 3-6).

Deliverable	Timing	Responsibility
Residential Parking Policy Alternatives	April 1	Consultant
Stakeholder Comments on Alternatives	May 1	Consultant
Public Comment on Alternatives	Part of D3-6	Staff

**Task 1e: Recommended Alternative**

Based on the comments on the alternatives, the consultant will develop a recommended alternative, which may be a combination of components of the alternatives analyzed. The

recommended alternative will include a description of the philosophy and intent behind the alternative as well as a list of actions to implement the alternative. The recommended alternative will be the final component of the Rest of Town Parking Study that will pull all of the project deliverables together. Implementation of the recommended alternative will begin once it is adopted by the Town Council, with the Character District 3-6 LDR Updates and the FY18 Budget, but may take many years to fully execute.

Deliverable	Timing	Responsibility
Residential Parking Study	June 1	Consultant
Adoption of Residential Parking Study	June 15	Council

## *Project 2 - Downtown Parking*

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An update of the 2003 downtown parking study is specifically called for in the Integrated Transportation Plan and the Comprehensive Plan. But an evolution is also needed. Since the 2003 Parking Study, a new Comprehensive Plan has been adopted that envisions the downtown as a vibrant, pedestrian-oriented, mixed-use area that hides and deemphasizes off-street parking. Since 2003, additional questions have also arisen as more applicants have incorporated housing into downtown development and the use of public parking has come into question in various circumstances. All of the original elements of the 2003 study will be revised along with consideration of new ideas and trends.

### **Task 2a: Inventory and Utilization Update**

The first step downtown is to update the inventory of parking spaces and study of utilization first completed in 2003, introducing study of parking for all modes. The update will include a quantitative survey as well as a qualitative survey of parking perceptions. Part of the update will be the creation of a database that can be updated on a regular, seasonal basis to understand changes in parking supply and utilization as various programs are implemented. The inventory will also look at where downtown parking spills over and the impacts it has on adjacent neighborhoods. We also need to embrace and plan for future trends in parking and transportation (e.g. ride share, car share, bike share, and lower rates of car ownership).

Deliverable	Timing	Responsibility
Educational Materials on Trends in Parking Need	Summer 2017	Consultant
Database to Enter and Track Parking	Summer 2017	Consultant
Inventory of Parking Downtown	Summer 2017	Staff
Utilization Study of Parking Downtown	Summer 2017	Staff
Public Input on Parking Issues at Public Forum	Summer 2017	Public
Summary of Public Input	Summer 2017	Consultant

### **Task 2b: Parking Demand Management**

Managing vehicle parking demand is one of the TDM programs to be considered in implementation of the Integrated Transportation Plan. Teton Village’s vehicle parking demand management has had a measurable impact on its parking need, and other locations have seen similar benefits. The first part of this task will be an evaluation of what other

communities have done to manage parking. The appropriate management options for downtown will depend on the inventory and utilization data, but will include a review of parking allowances, incentives, and requirements such as utilizing paid parking to reduce parking demand and direct parking to appropriate locations. Review of the Parking Demand Management Options will be done both by stakeholders with technical expertise on the issue and the general public.

Deliverable	Timing	Responsibility
Evaluation of Parking Management Options	Fall 2017	Consultant
Stakeholder Comments on Parking Management Options	Fall 2017	Consultant
Public Input on Parking Management Options	Fall 2017	Public
Summary of Public Input	Fall 2017	Consultant

**Task 2c: Purpose of Public Parking Downtown**

For the past 10 years the Town has provided public parking downtown in a coordinated manner based on the 2003 Parking Study. Since that time however, additional utilization pressure for that parking has arisen – from the airport shuttle park n’ ride to residential demand. This task will build on the utilization survey to discuss what types of parking demand are best provided as a public utility and at what fee. This task will run concurrently with the parking demand management task. The stakeholder and public comment processes for the two tasks may be consolidated.

Deliverable	Timing	Responsibility
Cost/Benefit Evaluation of Public Provision of Parking Types	Fall 2017	Consultant
Stakeholder Comments on the Purpose of Public Parking	Fall 2017	Consultant
Public Input on the Purpose of Public Parking	Fall 2017	Public
Summary of Public Input	Fall 2017	Consultant

**Task 2d: Recommended Alternative**

Based on the data and comments from the stakeholders and public, the consultant will develop a recommended alternative, which may be a combination of components of the options analyzed. The recommended alternative will include a description of the philosophy and intent behind the alternative as well as a list of actions to implement the alternative. The recommended alternative will be the final component of the Downtown Parking Study that will pull all of the project deliverables together. An implementation schedule of the recommended alternative will be included with recommended actions.

Deliverable	Timing	Responsibility
Downtown Parking Study	Winter 2017	Consultant
Adoption of Downtown Parking Study	EOY 2017	Council

***Project 3 - Regional Corridor Parking***

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The Integrated Transportation Plan establishes a community goal to double transit ridership in the next ten years, then double it again in the following ten years as a method of increasing transportation

capacity. This ambitious goal is focused in large part on commuter and corridor routes. These corridor and commuter routes often lend themselves to park n’ ride concepts and sometimes create new parking issues that need to be addressed. The ITP also identifies interceptor parking as a potential transportation demand management tool for downtown, noting the success of the Stilson parking lot in intercepting trips to Teton Village. This project will also need to look outside the boundaries of Jackson and Teton County to evaluate the parking needs on the Teton Valley and Star Valley commuter routes as well as a potential corridor route north to Grand Teton National Park and the airport.

**Task 3a: Evaluation of Existing Local Park ‘n Ride Lots/Areas**

Currently a number of parking lots serve as park ‘n rides. The capacity and utilization of Stilson, Albertsons, Kmart, Smith’s and other parking lots that are intentionally or unintentionally being utilized as park n’ ride locations needs to be surveyed in winter and summer to understand the potential for future use as part of the corridor and commuter transit system. Locations should also be evaluated for their function as interceptor parking for trips downtown. These evaluations should include discussion of appropriateness of structured parking and how multiple uses might share such a structure. Some of this work maybe completed as part of Project 1.

Deliverable	Timing	Responsibility
Identification of Park ‘n Ride Locations	TBD	Staff
Inventory and Utilization Survey of Park ‘n Rides	TBD	Staff
Technical Evaluation of Park ‘n Ride Options	TBD	Consultant
Stakeholder Input on Park ‘n Ride Desires and Issues	TBD	Consultant
Public Input on Park ‘n Ride Desires and Issues	TBD	Public
Input Summary	TBD	Consultant

**Task 3b: Evaluate BRT/HOV Lane**

The Integrated Transportation Plan identifies implementation of a Bus Rapid Transit (BRT) and/or High Occupancy Vehicle (HOV) lane on the Jackson to Teton Village corridor as critical to the community’s transit goals. The majority of the work to plan that project will be done as part of the Capital Group 1 Charter, but there is a parking component to making the project work that may, depending on timing, be a separate analysis that fits better in this Parking Study. The purpose of this task is to evaluate BRT routing through the lens of parking provision to identify potential opportunities and threats to BRT and parking in the areas at either end of the BRT/HOV route.

Deliverable	Timing	Responsibility
Study of Parking Impacts from BRT/HOV in Peer Communities	TBD	Consultant
Evaluation of Park ‘n Ride Opportunities for BRT/HOV	TBD	Consultant
Stakeholder Input on Park ‘n Ride for BRT/HOV	TBD	Consultant
Public Input on Park ‘n Ride for BRT/HOV	TBD	Public
Input Summary	TBD	Consultant

**Task 3c: Regional Approach**

The commuter transit routes and the northern corridor transit route each terminate outside Jackson/Teton County. A study of the parking needs in those areas must involve those communities in order to coordinate the transit expansion envisioned in the Integrated Transportation Plan. This Task will require cooperation with neighboring Counties and Federal Land Managers on the regional transportation system and where parking will be needed. It may also include cooperation with schools and other transportation providers to think about shared resources for parking and transportation demand management.

Deliverable	Timing	Responsibility
Inventory and Utilization Study of Remote Parking	TBD	Partners
Identification and Evaluation of Remote Park 'n Ride Options	TBD	Consultant
Stakeholder SWOT Analysis of Remote Park 'n Ride	TBD	Consultant
Public SWOT Analysis of Remote Park 'n Ride	TBD	Public
Summary of Input	TBD	Consultant

**Task 3d: Recommended Alternative**

Based on the data and comments from the stakeholders and public, the consultant will develop a recommended alternative, which may be a combination of components of the options analyzed. The recommended alternative will include a description of the philosophy and intent behind the alternative as well as a list of actions to implement the alternative. The recommended alternative will be the final component of the Regional Corridor Parking Study that will pull all of the project deliverables together. An implementation schedule of the recommended alternative will be included with recommended actions.

Deliverable	Timing	Responsibility
Regional Corridor Parking Study	TBD	Consultant
Adoption of Regional Corridor Parking Study	TBD	Jurisdictions

***Project 4 - Communitywide TDM***

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The Integrated Transportation Plan calls for a communitywide Transportation Demand Management (TDM) Program with various components focused on commuters, new development, residents, and visitors. This project is broader than just parking, and the parking components of the TDM are largely addressed in the other projects of this charter. This project is more of a continuation of the Parking Study into continued implementation of the ITP and may be more of an ongoing task order than a single continuous effort. Some of the tasks in this project could be added into other Parking Study projects depending on timing and need. This whole project may eventually become its own charter, or it may become the job description of a Transportation Demand Coordinator.

**Task 4a: Transportation Planner/Coordinator Job Description**

One of the immediate actions (2015-2018) identified in the Integrated Transportation Plan is to create, fund, and fill a TDM Coordinator position. Furthermore the Comprehensive Plan calls for exploration of a joint Town-County Transportation Department (Strategy 7.1.S.8). The first step in both of these actions is to create a job description for a Transportation Planner that can

work to implement the ITP and grow into the TDM coordinator as the TDM is put in place. This task would explore whether this should be a joint position as envisioned in the Comprehensive Plan. This job description would be ready for discussion of funding as part of the FY18 budget.

Deliverable	Timing	Responsibility
Transportation Planner/Coordinator Job Description	April 1, 2017	Consultant
Fund Transportation Planner/Coordinator	July 1, 2017	Council/BCC
Hire Transportation Planner/Coordinator	September 1, 2017	TBD

**Task 4b: Employer-Based TDM Strategies**

The Integrated Transportation Plan identifies a number of employer-based strategies to address demand for transportation to work (ITP, pg. 19-20). Short trips within the community are the most responsible for traffic growth in the past decade, so TDM initiatives targeted at commuter trips will significantly free road capacity. Such initiatives have been successful in Teton Village. Some of the first tasks in establishing a successful communitywide TDM will be to work with employers to evaluate the various initiatives suggested in the Integrated Transportation Plan and look at other efforts in surrounding communities. This task will evolve into a much larger and ongoing effort but is identified in this charter as a starting point. The result will likely be an action plan for phasing in a wide range of initiatives.

Deliverable	Timing	Responsibility
Evaluate Potential Employer-Based TDM Strategies in ITP	TBD	Consultant
Evaluate Other Options for Employer-Based TDM	TBD	Consultant
Stakeholder Input on Employer-Based TDM Strategies	TBD	Consultant
Public Input on Employer-Based TDM Strategies	TBD	Consultant
Recommended Employer-Based TDM Program	TBD	Consultant
Stakeholder Input on Employer-Based TDM Strategies	TBD	Consultant

**Task 4c: Update Transportation Demand Management LDRs**

Transportation facility and parking requirements for new development in the Town and County are outdated and automobile centric. This relates to everything from County cross-section design standards to standards for review of the transportation impacts of new development. These standards need to be updated, building on the work the Town has done with its Community Streets Plan, to represent the community’s desire for accommodation of all modes of travel and de-emphasis of single occupancy vehicles. This includes consideration of standards for the Level of Service provided in the entire cross-section of a roadway for all modes of travel. These standards also need to incorporate requirements, incentives, and allowances consistent with the TDM goals of the community to reduce the transportation demands of new development, without prohibiting new development. This is a large task that will likely evolve into its own charter or be included as part of other charters.

Deliverable	Timing	Responsibility
County Community Streets Plan	TBD	Consultant
SWOT Analysis of Current LDRs Against Comp Plan and ITP	TBD	Consultant
Stakeholder and Public Input on Transportation LDRs	TBD	Consultant
Updated Transportation LDRs	TBD	Consultant

**Task 4d: Sharing Bikes, Cars, Rides**

Another set of initiatives identified in the Integrated Transportation Plan is exploration of the opportunities for bike, car, and ride share to address some of the community’s transportation demand. This task is important for expansion of transit service as it address first and last mile transportation where transit is impractical but an alternative to walking is needed in order to make transit viable. It also addresses the need for parking that comes from the “storing” of vehicles for occasional use. Sharing of transportation resources is an emerging trend that represents an opportunity for the community to get in front of changes that are likely in the future. Implementing or enabling such programs will likely be a long-term discussion and likely be some sort of public-private partnership or cooperation.

Deliverable	Timing	Responsibility
SWOT Analysis of Current Regulations/Policies vs. Sharing	TBD	Consultant
Requirements, Incentives, Allowances for Sharing	TBD	Consultant

**Task 4e: Bus Rapid Transit**

Including consideration of Bus Rapid Transit (BRT) and/or High Occupancy Vehicle lanes in the improvements to WY22 and WY390 is an important part of the transit goals of the Integrated Transportation Plan. Studying the needs of a BRT system and possible routing may be a task that is included in the Capital Group 1 Charter, or it may be a separate task that informs Capital Group 1, but has a larger scope because it also extends to Capital Group 2.

Deliverable	Timing	Responsibility
Evaluate Design Needs of a BRT	TBD	Consultant
Evaluate Routing Option for a BRT	TBD	Consultant

## 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 inter-related 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.