

## Board of County Commissioners

## Staff Report

### Matters from Planning Agenda item # MSC2015-0054

**Meeting Date:** December 20, 2016

**Presenter:** Susan Johnson, Planning Manager

**Submitting Dept:** Planning

**Subject:** Resolution - First Amendment to Teton Village Area One Transportation Demand Management Program

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**Statement / Purpose:** To approve and adopt by Resolution the First Amendment to the Teton Village Area One Transportation Demand Management (TDM) program pursuant to Teton Village Area One Master Plan Section VI.D.2.d, *Altering the Transportation Demand Management Program*, which the Board of County Commissioners (Board) approved on February 2, 2016.

**Background / Description (Pros & Cons):** On February 2, 2016, County Engineer Sean O'Malley presented eight modifications to Teton Village Master Plan's TDM program, as requested by the Teton Village Association ISD (TVA). According to the Teton Village Master Plan, TVA or JHSC may request to alter the TDM program at any time, and the Planning Director shall make a recommendation to the Board, and the Board shall approve, with or without conditions, or deny the proposed changes.

The eight proposed modifications were outlined in a staff report dated February 2, 2016 (attached) and were approved by the Board at the February 2, 2016 regular meeting. Minutes for the February 2, 2016 meeting are also attached. Subsequent to the February 2, 2016 approval, planning staff and the applicant have been working with the County Attorney's Office to create an instrument that codifies the approved changes to the TDM.

**Statement of Strategic Intent addressed by this item (Identify BCC goals accomplished/addressed):**  
Supports an integrated and efficient multi-modal transportation system.

**Attachments:**

Resolution: First Amendment to Teton Village Area One Transportation Demand Management Program  
February 2, 2016 Staff report  
February 2, 2016 Board of County Commissioner Meeting Minutes

**Fiscal Impact:**

None

**Staff Impact:**

None

**Legal Review:**

Weisman

**Recommendation:**

Staff recommends that the Board approve and adopt the *Resolution - First Amendment to Teton Village Area One Transportation Demand Management Program*, which includes the eight (8) changes to the data collection and reporting requirements, and adjustments to the values to include Teton Village Area Two traffic numbers, consistent with the Board's approval of the same on February 2, 2016.

**Suggested Motion:**

Move to approve and adopt the *Resolution - First Amendment to Teton Village Area One Transportation Demand Management Program*, which includes the eight (8) changes to the data collection and reporting requirements, and adjustments to the values to include Teton Village Area Two traffic numbers, consistent with the Board's approval of the same on February 2, 2016.



**RESOLUTION \_\_\_\_\_**

**FIRST AMENDMENT TO TETON VILLAGE AREA ONE  
TRANSPORTATION DEMAND MANAGEMENT PROGRAM**

WHEREAS, on March 17, 1998, the Board of County Commissioners of Teton County, Wyoming, conditioned AMD1997-0009, approval of the 1998 Teton Village Master Plan, Teton Village Area One, upon the Teton Village Transportation Demand Management ("TDM") Program, which was set forth on March 17, 1998, and has been in effect since that time; and

WHEREAS, the 1998 Teton Village Master Plan, Teton Village Area One, required the creation of the Teton Village Association Improvement and Service District, in part to oversee the implementation of the TDM Program for Teton Village; and

WHEREAS, the Teton Village Association Improvement and Service District ("TVAISD") was established; and

WHEREAS, in accord with the Teton Village Master Plan, Area One, Section VI.D.2.d, *Altering the Transportation Demand Management Program*, Teton Village Association may request to amend the TDM Program at any time, and the Planning Director shall make a recommendation to the Board of County Commissioners, and the Board shall approve, with or without conditions, or deny the proposed changes; and

WHEREAS, TVAISD determined that some of the TDM Program, specifically the data collection and reporting requirements, were no longer useful and/or necessary to Teton Village or Teton County, Wyoming, and brought this information to the Teton County Engineer and the Teton County Planning Director; and

WHEREAS, on January 11, 2016, at a properly noticed workshop, open to the public, Teton County staff and TVAISD presented information to the Board of County Commissioners on proposed changes to the TDM; and

WHEREAS, on February 2, 2016, at a properly noticed, regular meeting, open to the public, the Board of County Commissioners fully considered alterations, amendments, and revisions of the TDM Program originally approved as part of the 1998 Teton Village Master Plan, and of which the Teton County Engineer and the Teton County Planning Director supported the same; and

WHEREAS, the Board of County Commissioners on December 20, 2016, at a properly noticed, regular meeting, open to the public, fully and finally considered this matter.

**NOW THEREFORE, BE IT RESOLVED, THAT**, the Board of County Commissioners of Teton County, Wyoming, having considered the same alterations, amendments, and revisions of the Teton Village Master Plan and the Transportation Demand Management Program at a workshop on January 11, 2016, and at the February 2, 2016, regular meeting of the Board of County Commissioners, which was properly noticed and open to the public, where it was finally resolved, and supported and recommended by the Teton County Planning Director and Teton County Engineer, the Board of County Commissioners unanimously approved the alterations to the Teton Village Area One TDM program, including the eight (8) changes to the data collection and reporting requirements, and adjustments to the values to include Teton Village Area Two traffic numbers, as listed below:

1. Eliminate winter guest travel survey.
2. Suspend summer visitor (on-mountain) surveys until START service increases, Village parking policies are changed (e.g. paid parking), or other substantive TDM policies are implemented.
3. Utilize WYDOT traffic count station for Highway 390 data.
4. Eliminate turning movement data at the Highway 22/390 intersection and Stilson Ranch.

5. Eliminate "Carpool Bucks" monitoring.
6. Retain daily Teton Village hotel occupancy rates during the winter monitoring weeks and eliminate weekly occupancy reporting at all other times.
7. Add Alltrans ridership monitoring. Begin daily START ridership monitoring during July peak week when START Bus service increases, Village parking policies are changed or other substantive TDM policies are implemented.
8. Eliminate LOS analysis for the intersections of Highway 22/390. Monitor 390/Stilson Ranch delays and lot usage. Collect turning movement data if warranted.

**FURTHER RESOLVED**, that the action taken by the Board of County Commissioners of Teton County, Wyoming, on February 2, 2016, is hereby finally resolved on December 20, 2016, to revise and replace the Teton Village Transportation Demand Management Program for Teton Village, Area One, and the data collection and reporting requirements therein.

**PASSED, APPROVED, AND ADOPTED** by the Board of County Commissioners of Teton County, Wyoming, at a regular meeting open to the public and held on this \_\_\_\_\_ day of December, 2016.

**BOARD OF COUNTY COMMISSIONERS  
OF TETON COUNTY, WYOMING**

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Barbara Allen, Chair

Attest:

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Sherry L. Daigle, Teton County Clerk

## Board of County Commissioners

## Staff Report

### Matters from Staff Agenda item # MSC2015-0054

**Meeting Date:** February 2, 2016

**Presenter:** Susan Johnson, Planning Manager

**Submitting Dept:** Planning

**Subject:** Teton Village Transportation Demand Management

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**Statement / Purpose:** To alter the Teton Village Transportation Demand Management (TDM) program pursuant to Teton Village Area One Master Plan Section VI.D.2.d, *Altering the Transportation Demand Management Program*.

**Background / Description (Pros & Cons):** The 1998 Teton Village Master Plan included a requirement for the (newly formed) Teton Village Association Improvement Service District (TVAISD) to implement a TDM program. The primary purpose was to influence travel mode decisions in an effort to discourage single-occupancy vehicle trips on Highways 22/390 generated by expansion at Teton Village, while encouraging car-pooling and transit ridership. The program, which includes a variety of “carrots and sticks”, like increased bus service and paid parking, has been successful in achieving trip-reduction goals.

- A. The original approval outlined specific data collection requirements for the TDM program including:
  - 1. Parking surveys at Teton Village and Stilson Ranch.
  - 2. Guest, skier, and employee surveys.
  - 3. 24-hour traffic volume counts at Teton Village and along Highway 390.
  - 4. Peak hour turning movement counts.
  - 5. Transit data and transit riders per day.
  - 6. Resort employee numbers.
  - 7. Teton Village hotel occupancy rates.
  - 8. Skiers per day.
  
- B. The original approval outlined specific data reporting requirements including:
  - 1. Vehicle trip generation rates
    - a. Trips per skier per JHMR Comfortable Carrying Capacity.
    - b. Trips per overnight guest per Average Peak Occupancy (APO).
    - c. Trips per employee.
  - 2. Total trips generated by Teton Village.
  - 3. Mode split estimates for skier trips, overnight guest trips, and employee trips.
  - 4. Level of service (LOS) estimates for Highway 390, the Highway 22/390 intersection, 390/Village Road intersection, and 390/Stilson Ranch intersection.
  
- C. The original approval outlined specific “measures of effectiveness” reporting requirements including:
  - 1. Threshold volume on Teton Village Entrance Road.
  - 2. Threshold trip generation rates.
  - 3. Comparison of actual to predicted Level of Service at locations

According to the Teton Village Master Plan the TVA or JHSC may request to alter the TDM program at any time, and the Planning Director shall make a recommendation to the Board, and the Board shall approve, with or without conditions, or deny the proposed changes.

The County Engineer, planning staff, and representatives from TVAISD have determined that some of the TDM data collection and reporting requirements are no longer useful and/or necessary. The attached memo from TVAISD's traffic consultant, Jeff Ream of Apex Designs, outlines proposed modifications to the TDM requirements. These changes were presented to the Board in a workshop on January 11, 2016. Staff recommends approval of these specific program changes:

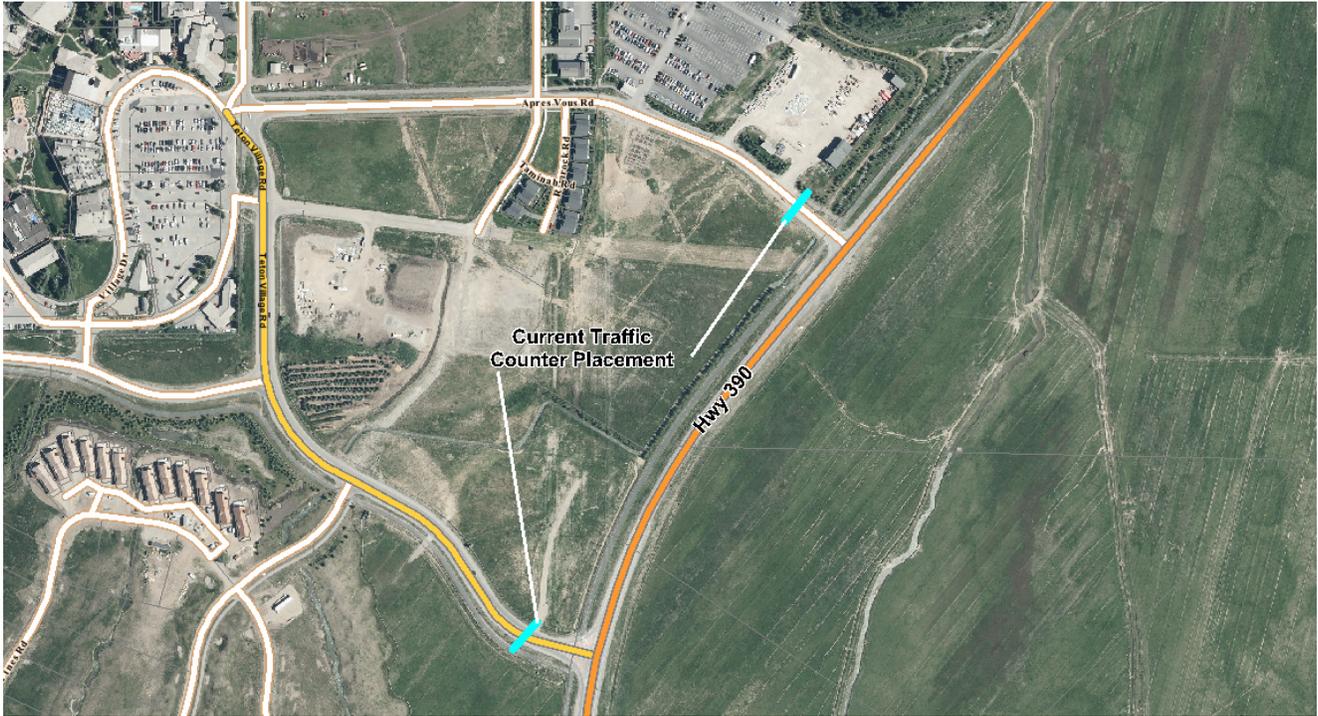
1. Eliminate winter guest travel survey.
2. Suspend summer visitor (on-mountain) surveys until START service increases, Village parking policies are changed (e.g. paid parking), or other substantive TDM policies are implemented.
3. Utilize WYDOT traffic count station for Highway 390 data.
4. Eliminate turning movement data at the Highway 22/390 intersection and Stilson Ranch.
5. Eliminate "Carpool Bucks" monitoring.
6. Retain daily Teton Village hotel occupancy rates during the winter monitoring weeks and eliminate weekly occupancy reporting at all other times.
7. Add Alltrans ridership monitoring. Begin daily START ridership during July peak week when START service increases, Village parking policies are changed or other substantive TDM policies are implemented.
8. Eliminate LOS analysis for the intersections of Highway 22/390. Monitor 390/Stilson Ranch delays and lot usage. Collect turning movement data if warranted.

With the 2009 approval of the Shooting Star development, Jeff Ream and staff recommend adjusting the seasonal buildout threshold volume and trip generation rates to values generated for the Teton Village Resort Master Plan Expansion, Traffic Impact Study, as the additional traffic generated by approval of Teton Village Area Two was never accounted for in the Area One TDM threshold numbers. It was likely overlooked at the time, but the additional traffic will eventually drive up the Area One numbers as build-out occurs. There are two potential solutions:

1. Adjust values as follows, to include Teton Village Area Two (Shooting Star) traffic numbers, as outlined in the Teton Village Expansion Resort Master Plan:
  - Trips per Day (ADT) -  
Winter from 6,700 to 9,900, summer to 12,905.
  - Peak Hour -  
Winter AM Peak hour from 515 to 840, summer AM to 825.  
Winter PM Peak hour from 710 to 1,555, summer PM to 1,575.
  - Trip generation rates –  
Daily trips per skier = 1.07.  
Daily trips per Comfortable Carrying Capacity = 1.29.  
Daily trips per APO = 1.46.  
Daily trips per employee = 4.77.
2. Move the traffic counter west on McCollister Drive, past the Shooting Star entrance drive to avoid counting traffic associated with Area Two. The concern with this method is that it is not going to accurately reflect traffic only associated with Area One, as there are transportation impacts that would be captured in Area Two Village Core due to the existing affordable and employee housing, as well as the Music Festival offices and Teton Thai, plus construction staging traffic and additional impacts as the Area Two Village Core gets built out.

Staff recommends adjusting the numbers, as outlined in number 1 above. The traffic generation was clearly anticipated and outlined for the Board during the approval of the Resort Expansion, and excluding the traffic numbers associated with Shooting Star places an undue burden on TVA and JHMR to maintain their numbers below their threshold, as approved in the 1998 Master Plan. In addition, counting the traffic west of the

Shooting Star entrance does not provide a clear picture of the overall real traffic numbers associated with Teton Village as a whole and its impact on Highway 390.



**Statement of Strategic Intent addressed by this item (Identify BCC goals accomplished/addressed):**  
Supports an integrated and efficient multi-modal transportation system.

**Attachments:**

Application to alter the Teton Village TDM  
Excerpts from the transportation chapter of the 1998 Teton Village Master Plan

**Fiscal Impact:**

None

**Staff Impact:**

None

**Legal Review:**

None

**Recommendation:**

Staff recommends that the Board **APPROVE** the alterations to the Teton Village Area One TDM program, including the eight (8) changes to the data collection and reporting requirements, and adjustments to the values to include Teton Village Area Two traffic numbers, as outlined in the staff report.

**Suggested Motion:**

Move to approve the alterations to the Teton Village Area One TDM program, including the eight (8) changes to the data collection and reporting requirements, and adjustments to the values to include Teton Village Area Two traffic numbers, as outlined in the staff report.



MISCELLANEOUS PLANNING REQUEST (MSC)
Planning & Development Department
Planning Division

200 S. Willow St. | ph: (307) 733-3959
P.O. Box 1727 | fax: (307) 739-9208
Jackson, WY 83001 | www.tetonwyo.org

For Office Use Only
Fees Paid \_\_\_\_\_
Check # \_\_\_\_\_ Credit Card \_\_\_\_\_ Cash \_\_\_\_\_
Application # \_\_\_\_\_

PROPERTY INFORMATION.
Physical Address: \_\_\_\_\_ PIDN: \_\_\_\_\_

OWNER.
Name: Teton Village Association ISD Phone: 307-733-5898
Mailing Address: PO Box 866, Teton Village WY ZIP: 83025
E-mail: mturley@tetonvillagewy.org

APPLICANT/AGENT.
Name: Melissa Turley Phone: 307-733-5898
Mailing Address: PO Box 866, Teton Village WY ZIP: 83025
E-mail: mturley@tetonvillagewy.org

DESIGNATED PRIMARY CONTACT.
\_\_\_\_ Owner
\_\_\_\_ Applicant/Agent

PURPOSE OF REQUEST. Please indicate the purpose of the miscellaneous request:
\_\_\_\_ Planner of the day research request. For inquiries and research requiring more than 1 hour of staff time.
\_\_\_\_ Fee Waiver Request
\_\_\_\_ Special Purpose Fencing Exemption
\_\_\_\_ Review of required annual monitoring report
\_\_\_\_ Other

**SUBMITTAL REQUIREMENTS.** Please ensure all submittal requirements are included. The Planning Department will not hold or process incomplete applications.

Have you attached the following?

\_\_\_\_\_ **Application Fee.** Fees are cumulative. Applications for multiple types of permits, or for multiple permits of the same type, require multiple fees. See the currently adopted Fee Schedule in the Administrative Manual for more information.

\_\_\_\_\_ **Notarized Letter of Authorization.** A notarized letter of consent from the landowner is required if the applicant is not the owner, or if an agent is applying on behalf of the landowner. If the owner is a partnership or corporation, proof that the owner can sign on behalf of the partnership or corporation is also required. Please see the Letter of Authorization template in the Administrative Manual for a sample.

\_\_\_\_\_ **Additional Submittal Requirements.** Additional information required to review a Miscellaneous request varies depending on the purpose. Please attach the information listed below, as applicable.

**Planner of the Day Research Request**

\_\_\_\_\_ Include a brief narrative description of the inquiry or research requested.

**Fee Waiver Request**

\_\_\_\_\_ **Application Type or Number.** If the fee waiver is being requested in advance of application submittal, indicate the types of applications involved. If the fee waiver is requested in association with an active application, indicate the project number.

\_\_\_\_\_ **Fees to be waived.** Indicate the amount of the fees to be waived.

\_\_\_\_\_ **Basis for the fee waiver request.** See the Fee Waiver Resolution in the adopted Fee Schedule for more information on applicable criteria.

**Special Purpose Fencing Exemption**

\_\_\_\_\_ **Response to Section 5.1.2.E of the LDRs.** Include a narrative statement addressing the purpose of the fencing and how it complies with the standards found in this section.

\_\_\_\_\_ **Site Plan.** Include a site plan of the property, drawn to scale, depicting the location of any existing and proposed fencing.

\_\_\_\_\_ **Fencing Description.** Describe existing and proposed fencing, including materials, height and design.

**Review of Required Annual Monitoring Reports**

\_\_\_\_\_ **Permit Number.** Indicate the permit or approval number with which the annual report is associated.

\_\_\_\_\_ **Report.** Attach a copy of the required monitoring report or review.

**Other** – briefly describe the nature of the request:

Request Revisions to the Teton Village Travel Demand Management Monitoring Program Data Collection Efforts and Reports

Under penalty of perjury, I hereby certify that I have read this application and state that, to the best of my knowledge, all information submitted in this request is true and correct. I agree to comply with all county and state laws relating to the subject matter of this application.



Signature of Owner or Authorized Applicant/Agent

12/14/2015

Date

Melissa Turley

Name Printed

Executive Director

Title



Teton County Planning Department  
Tyler Sinclair, Director  
P.O. Box 3594  
Jackson, WY 83001

December 15, 2015

Dear Mr. Sinclair,

Teton Village Association ISD takes oversight of the Teton Village Travel Demand Management program seriously, and we are proud of our success evidenced in the recent Jackson/Teton Integrated Transportation Plan. Our implementation of paid parking in all village lots and the expansion of START Bus service to Teton Village have indeed changed travel modes, in spite of resort expansion, and the last few reports have indicated that travel patterns have stabilized.

Therefore, TVA Improvement and Service District engaged Apex Design, Inc. to recommend revisions to the Teton Village Travel Demand Management monitoring program data collection efforts and reports to both streamline our own efforts as well as the County's review of our biennial reports. Apex Design's recommendations are attached.

I appreciate your time, and that of Planning Manager Susan Johnson and County Engineer Sean O'Malley, to review these recommendations prior to this submittal, and invite you to contact me should any questions or concerns arise.

Thank you,

Melissa Turley, Director  
Teton Village Association ISD

# memo

## APEX DESIGN, PC

**TO:** Mr. Tyler Sinclair, Town and County Planning Director

**FROM:** Jeff Ream, PE, PTOE, Apex Design

**DATE:** November 25, 2015

**RE:** Recommended Revisions to the Teton Village Travel Demand Management Monitoring Program Data Collection Efforts and Reports

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At the request of Melissa Turley at the Teton Village Association Improvement and Service District (TVAISD), Apex Design, PC has prepared this letter to summarize its review of the current Teton Village Travel Demand Management (TDM) monitoring program, and request revisions to the current data collection and reporting requirements to create a more streamlined process that still meets the intent of the program. This request is being made under the provisions in Section IV.D.d.(2) of the 1998 Teton Village Planned Unit Development for Planned Resort Standards and Conditions, (Standards and Conditions), which allows the TVA, Jackson Hole Mountain Resort or other commercial property owner to request to amend the TDM program at any time.

## Background

TDM monitoring reports were prepared for Teton County every other year since approval of the Teton Village Master Plan in 1998, and include information on travel mode share and travel habits to and from the resort, along with data on the number of lodging units within the resort, lodging occupancy data, and employment data. The purpose of these reports is to determine the extent to which Teton Village is meeting the trip-making forecasts outlined in the Master Plan, which had assumed that mode choices would change as the resort expanded.

While the initial reports provided excellent insight into pre-expansion travel patterns, and subsequent reports showed that travel modes were indeed changing as the resort expanded and various travel demand management practices were implemented (most notably, expansion of START transit service to Teton Village and implementation of paid parking in Teton Village lots), the last few published reports indicated that travel patterns have stabilized, and once that occurred, interest in these reports from the County diminished. The last report issued was for the 2009 and 2010 seasons. Furthermore, some of the data collected each year appeared to add minimal benefit to each report. TVA, however, is still obligated to collect all of the data, whether beneficial or not, and has continued to do so, even though the reports for the 2011/2012 and 2013/2014 seasons have not been prepared.

Since the data collection process takes considerable time and effort from both TVA and Jackson Hole Mountain Resort (JHMR) staff, TVA would like to streamline the work effort by eliminating those data that have either:

- Shown little to no change over the first 10 years of the program,
- Have not been collected or reported for various reasons, or
- Have been collected and reported, but provide minimal value to the monitoring assessment.

## TDM Monitoring Program Data Gathering Requirements Analysis

As stated in the Standards and Conditions, the purpose of the travel demand management program is to “establish strategies that influence travel modes and reduce the number of automobile trips made. This will in turn reduce the negative traffic impacts created by Teton Village, particularly on Highway 390. The TDM Program seeks to discourage automobile use by lessening the need for vehicular travel and by encouraging use of public transit and carpooling.”

The Standards and Conditions also outline the data collection requirements of the monitoring program. This section lists each of the data collection requirements in the Standards and Conditions; provides an analysis of each, including trends over the first 10 years of the program where appropriate; provides an assessment of their benefit to the report or to the goals of the monitoring program; and provides a recommendation on whether they should continue to be collected, be modified or be eliminated.

### **1. Parking surveys at the Teton Village Lots and at Stilson Ranch.**

From 2000 through 2005, parking data was collected every day during February and every day during July. Starting in 2006 the data was only collected during the winter and summer monitoring week (3<sup>rd</sup> week of February and 3<sup>rd</sup> week of July). Only the peak week data has been used to track lot usage each year; data outside of the peak week was included in an appendix but not used in any meaningful way. Winter peak week parking data has been used to track both lot usage levels and the number of skiers per vehicle, which provides a general measure of carpooling. There are no parking fees in the summer, so July peak week data is simply used to track lot usage during that season (lots are about 2/3 as busy as during the ski season). Lot usage levels have fluctuated each year and provide a direct measure of the impact of changes to parking policies (i.e., lot usage dropped significantly after paid parking was implemented in all Teton Village lots in 2004). Since it directly measures automobile use and it continues to change each year, it should continue to be a part of the data collection program, but collected only during the monitoring week. **Recommendation: Collect daily parking data during the winter and summer monitoring week only.**

### **2. Guest travel surveys, including**

- **mode of arrival**
- **length of stay**
- **local trips per day during stay**
- **mode of travel for local trips**
- **vehicle occupancy for local trips.**

From 2000 through 2005 guest surveys were collected each year, with the survey revised in 2003 to better capture the reasons behind guests' travel habits. Due to complaints from guests after the 2005 survey, the frequency was reduced to once every two years, which is allowed for in the Standards and Conditions. The surveys have shown that there has not been any substantial shift in travel mode away from personal vehicle and toward public transit. Furthermore, it has been difficult to engage guests to participate in the surveys. Because the results have not changed substantially in the 10 years the survey has been administered, because a sufficient amount of guest travel information is now documented, and because of the resistance to the survey by guests, this survey should be discontinued. **Recommendation: Eliminate Survey.**

### 3. Skier surveys, including

- **Mode of arrival**
- **Vehicle occupancy**

From 2000 through 2004 skier surveys were collected each year by interviewing skiers on chairlifts and in restaurants on the mountain throughout the ski season. During the summer, tram riders and shop patrons were surveyed throughout Teton Village. The survey was revised in 2003 to better capture the reasons behind guests' travel habits. Due to complaints from patrons after the 2004 survey, the frequency was reduced to once every two years beginning in 2006, which is allowed for in the Standards and Conditions. The summer survey was not conducted in 2010. The winter survey shows a continued shift toward transit each year; because of this continued mode shift changes, the winter survey should be continued at the every other year frequency. Summer travel modes have not changed substantially in the 10 years the survey has been administered, however, primarily because there has not been a substantial change in transit service or parking policies during the summer. Because of the lack of change and because a sufficient amount of summer guest travel information is now documented, the summer survey should be suspended until START service revisions are implemented or summer parking policies at Teton Village are changed (i.e., preferred parking for carpools, paid parking, etc.). **Recommendation: Retain Winter Survey, Suspend Summer Survey until there is a change in START service or Teton Village summer parking policies.**

### 4. Employee surveys, including

- **Mode of travel**
- **Vehicle occupancy**
- **Location of parking**

Employees surveys have been conducted since 2000. Due to a low response rate the first few years, in 2003 JHMR began handing out surveys to their employees in their pay envelope, which increased response rates substantially. Also beginning in 2003, employees were asked about their specific travel habits on Wednesday of peak week and Saturday of peak week. Due to complaints from employees after the 2004 survey, the frequency was reduced to once every two years beginning in 2006, which is allowed for in the Standards and Conditions. The summer survey was not conducted in 2010. Both seasonal surveys have shown a continued shift toward transit use each year, and the winter survey shows continued changes in employee vehicle occupancy during ski season. Because the surveys show employee travel habits are continuing to change, the surveys should be continued at the every other year frequency. **Recommendation: Retain.**

### 5. 24-hour traffic volume counts on

- **Teton Village Entrance Roads**
- **Highway 390 South of Teton Village Entrance Road**
- **Highway 390 North of Stilson Access**

The fundamental measure of the success of the TDM program is conducted by comparing the 24-hour traffic counts at the two Teton Village Entrance Roads each year with the threshold 24-hour traffic volume documented in the Standards and Conditions. It is therefore critical to continue to collect traffic data at those two locations.

# memo

Annual traffic growth at the two locations on Highway 390 has generally mirrored that on the entrance roads. It should be noted, however, that both highway locations include other traffic that is not associated with Teton Village and therefore not influenced by the TDM program. Since TVA has no control over that traffic, it makes little sense for TVA to collect data to document its magnitude, especially since TVA is already determining their portion of traffic on the highway via the counts on the entrance roads. However, WYDOT has a count station that collects 24-hour counts at that location, so going forward, the TDM report will use the WYDOT data. **Recommendation: Retain the 24-hour counts on the two entrance road intersections. Report WYDOT 24-hour count data for Highway 390.**

## 6. Peak hour turning movement counts at

- **Highway 390/Teton Village Entrance Road**
- **Highway 390/Highway 22**
- **Stilson Ranch Entrances and Exits**

Turning movement counts are collected each year at the entrance road intersection and at Highway 390/Highway 22 to calculate levels of service at each location. Turning movement counts have not been collected at Stilson due to the low use of that lot and the lack of concern from patrons about traffic delays at each access. For the same reason as above, it make sense to collect data and calculate levels of service at the entrance road intersections, where the TDM program influences traffic volumes into and out of Teton Village, but it makes little sense to collect data and calculate levels of service at the Highway 390/Highway 22 intersection, since so much of the traffic using that intersection is not associated with Teton Village and therefore outside of TVA's control. At Stilson, it only makes sense to collect data and calculate levels of service if there are concerns from START bus drivers or patrons about access and egress from the lot, which will be related to the usage level at the facility. **Recommendation: Retain the turning movement counts at the two entrance road intersections. Eliminate the turning movement counts at Highway 390/Highway 22. TVA will coordinate with START and determine if drivers are currently experiencing delays exiting Stilson Ranch; if so, begin collecting turning movement counts. If not, monitor lot usage at Stilson Ranch and collect turning movement counts when occupancy reaches 50 percent.**

## 7. Transit Data, including

- **Operational periods**
- **Transit rider trip purpose**
- **Transit rider residency (resident versus visitor)**

Transit rider surveys were conducted by START in 2003, 2006, 2008 and 2010, with an additional summer-only survey conducted in 2004. The winter survey has shown no change in trip purpose throughout the years, but a continued increase in the number of riders who are local residents. The summer survey shows a shift in trip purpose away from work trips and toward recreation trips, which corresponds with an increase in the number of out of town riders. Because both seasonal surveys continue to show changes in trip purposes and user types, they should be continued at the every other year frequency. **Recommendation: Retain.**

## 8. Number of Resort employees (JHMR and other commercial properties)

Resort employment levels have been collected each year to calculate trip rate metrics. The number of employees fluctuates each year, but at the same time the number of trips per employee has decreased each year, particularly in the summer. Because both the number of employees and the employee trip rate metric continues to change, the data should continue to be collected each year. **Recommendation: Retain.**

## **9. Number of employees participating in special programs such as Carpool Bucks**

The carpool bucks program was replaced in 2003/2004 with free parking in the Ranch lot for employees with 3 or more occupants per vehicle, so there are no longer any special commuting programs for employees. Furthermore, the employee survey tracks employee's travel mode choice. **Recommendation: Eliminate.**

## **10. Occupancy rate at Teton Village hotels, lodges and short term rental accommodations on a weekly basis, except that occupancy rates shall also be given for all lodging facilities on the days that traffic counts are performed.**

Daily occupancy levels have been collected each year during the monitoring week, with the average for the week used to calculate trip rate metrics. Weekly occupancy levels outside of the monitoring week have not been included in the TDM reports. Occupancy during the peak week has fluctuated each year, but at the same time the number of trips per APO has decreased each year. Because both the occupancy levels and the trip rate metric continues to show changes, the monitoring week occupancy data should continue to be collected each year, but it is not necessary to collect data outside of that period. **Recommendation: Retain daily occupancy level reporting during the monitoring weeks. Eliminate weekly occupancy level reporting for all other times.**

## **11. Number of skiers each day during the monitoring week**

Daily skier information has been collected each year during the peak week to calculate trip rate metrics. The number of skiers each year has fluctuated, but at the same time the number of trips per skier has decreased slightly each year. Because both the number of skiers and the trip rate metric continues to show changes, the data should continue to be collected each year. **Recommendation: Retain.**

## **12. Number of transit riders each day during the monitoring week**

Daily transit ridership has been collected each year and summarized in the reports. However, transit ridership growth and mode shift change information for Teton Village is tracked by comparing START's annual winter ridership to and from Teton Village each year (i.e., data for the entire ski season, including the peak week), as well as its July ridership to and from Teton Village. This reporting methodology was selected based on discussions with START staff. Thus, daily ridership during peak week has not been used in any meaningful way and provides little value to the report, although the data is available. It should also be noted that Alltrans now tracks their ridership; this will be included in subsequent reports **Recommendation: Retain reporting START annual transit ridership for the winter report, and add annual Alltrans ridership. Retain reporting START July ridership for the summer report. Begin reporting daily ridership during the July peak week when there is a change in START service or Teton Village summer parking policies.**

## **13. Number of parked vehicles each day during the monitoring week**

This data is collected each year. Its usefulness is covered in the discussion for (1). **Recommendation: Retain.**

## **TDM Monitoring Program Review Requirements Analysis**

The Standards and Conditions also outline the TDM program review requirements, including submittal requirements and measures of effectiveness. This section analyzes each of those requirements, provides an assessment of their benefit to the goals of the monitoring program and provides a recommendation on whether they should continue to be reported, be modified or be eliminated.

## Submittal Requirements

### 1. Vehicle trip generation rates for

- *Trips per skier and per Comfortable Carrying Capacity of the ski mountain*
- *Trips by overnight guest per APO*
- *Trips per employee*

These rates are calculated and included in each TDM report. All three rates continue to show changes in travel habits at Teton Village and should continue to be reported. **Recommendation: Retain**

### 2. Total number of trips generated by Teton Village

This information is included in each TDM report. It shows the traffic growth at Teton Village compared to the threshold level and should continue to be reported. **Recommendation: Retain**

### 3. Mode split estimates for

- *Skier trips*
- *Overnight guest trips*
- *Employee trips*
- *Total trips*

The skier, overnight guest and employee mode split data is collected via the survey data and is included in each TDM report. It shows the continued change in travel mode choice for each user type and should continue to be reported. Since overnight guest surveys are recommended to be eliminated for the reasons documented in the previous section, the 10-year historical guest mode choice information should be documented in all future reports. Total trip mode shift data has not been calculated or reported, but should be included in future reports. **Recommendation: Retain**

### 4. Level of service shall be determined for

- *Highway 390*
- *Intersection of Village Entrance Road and Highway 390*
- *Intersection of Highway 22 and 390*
- *Stilson Ranch entrances and exits*

As noted in the previous section, the TDM program influences traffic volumes associated with Teton Village, but has no impact on background traffic on Highway 390 or Highway 22. For that reason, it make sense to calculate levels of service at the entrance road intersections, where the TDM program directly impacts traffic volumes on the side street approach, but it makes little sense to collect data and calculate levels of service at the Highway 390/Highway 22 intersection, where much of the traffic on all three approaches is not associated with Teton Village and therefore outside of TVA's control. At Stilson, it only makes sense to calculate levels of service if there are concerns with traffic operations at the access points, which will be related to the usage level at the facility. **Recommendation: Retain the level of service reporting at the two entrance road intersections. Eliminate the level of service reporting at Highway 390/Highway 22. TVA will coordinate with START and determine if drivers are currently experiencing delays exiting Stilson Ranch; if so, begin collecting turning movement counts. If not, monitor lot usage at Stilson Ranch and collect turning movement counts when occupancy reaches 50 percent.**

## Measures of Effectiveness Requirements

### 1. Threshold volume on the Village Entrance Road

- **1220 vehicle trips per hour in the winter season**
- **1125 vehicle trips per hour in the summer season**

In 2009, the Shooting Star golf course and surrounding properties that are a part of the Master Plan Expansion area began to come on line. Since all Master Plan Expansion properties share the Entrance Road access with JHMR, and therefore are included in the entrance road traffic counts, it would now appear appropriate to adjust the buildout and interim threshold volumes on the Entrance Road to the values documented in the Teton Village Resort Master Plan Expansion Traffic Impact Study, which accounts for full buildout of both JHMR and the Expansion area. **Recommendation: Raise the buildout threshold volumes to the values documented in the Teton Village Resort Master Plan Expansion Traffic Impact Study (Winter: 9,900 daily trips, 840 AM peak hour trips, 1,555 PM peak hour trips; Summer: 12,905 daily trips, 825 AM peak hour trips, 1,575 PM peak hour trips)**

### 2. Threshold trip generation rates

- **0.75 daily trips by overnight guests in the Village per APO**
- **0.23 daily vehicle trips by skiers per CCC of the mountain**
- **1.43 daily vehicle trips by employee per total daily number of employees**

The above rates cannot be measured without conducting a trip purpose survey of each vehicle entering Teton Village, which would be impractical due to the volume of traffic on the Entrance Road. These rates should be modified so they can be measured by conventional techniques (i.e., tube counts on the entrance road). It is recommended that they be re-calculated based on the buildout information provided in the Teton Village Resort Master Plan Expansion Traffic Impact Study, which accounts for full buildout of both JHMR and the Expansion area: 9,900 daily trips, 7,690 CCC, 9,228 skiers (130 percent of capacity), 6,764 APOs and 2,077 employees. **Recommendation: Revise the threshold trip rates to values based on the information in the Teton Village Resort Master Plan Expansion Traffic Impact Study (1.07 daily trips per skier, 1.29 daily trips per CCC, 1.46 daily trips per APO and 4.77 daily trips per employee).**

### 3. Compare actual level of service to the predicted level of service at the following locations:

- **Highway 390**
- **Intersection of Village Entrance Road and Highway 390**
- **Intersection of Highway 22 and 390**
- **Stilson Ranch entrances and exits**

For the reasons documented previously, it makes sense to compare calculated and predicted level of service at the entrance road intersections, but not the other locations. **Recommendation: Retain the levels of service comparison at the two entrance road intersections. Eliminate the levels of service comparison at Highway 390/Highway 22. Compare levels of service at Stilson Ranch once occupancy reaches a level that warrants a level of service calculation.**

# memo

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## Conclusions

After 10 years of monitoring, it is clear that the TDM program is having the desired effect of shifting travel patterns at Teton Village away from the single occupant vehicles and toward carpooling and transit. Furthermore, the travel data that has been collected over the past 10 years has also made it clear that some of the monitoring requirements set forth in the Standards and Conditions should be modified or are no longer necessary. The recommendations in this letter outline proposed changes that will streamline the data collection and reporting effort for TVA, while still maintaining the purpose and integrity of the program.

I trust the above information is sufficient for you to make an informed decision on revisions to the Teton Village TDM monitoring program. If you have any questions or concerns or require additional information, please contact me at 303.339.0440 or [jeff.ream@apexdesignnpc.com](mailto:jeff.ream@apexdesignnpc.com)

4. The proposed amendment is consistent with Section 2180 of the Teton County Land Development Regulations.
  5. The proposed amendment is consistent with the Teton County Comprehensive Plan.
- C. Procedure. For minor amendments to the approved Teton Village Planned Unit Development, which meet the specified criteria, the Planning Director shall have the authority to approve, approve with conditions or deny the proposed amendment, according to the standards of the Teton County Land Development Regulations, Article V, Section 5120, Provisions of General Applicability.

## VI. TRANSPORTATION

- A. Traffic Impact Study. The provisions of this section are based upon the results of the Traffic Impact Study for Teton Village prepared by Felsburg, Holt and Ullevig. The Traffic Impact Study is attached to this document as Attachment B.
- B. Jackson / Teton County Transportation Plan. At the time of this Planned Unit Development approval, the Jackson / Teton County Transportation Plan is not yet complete. A fair and equitable level of participation by the Teton Village commercial owners will be determined when the community Transportation Plan is complete.
- C. Transportation Demand Management Program. The purpose of the Transportation Demand Management Program is to establish strategies that influence travel mode choices and reduce the number of automobile trips made. This will in turn reduce the negative traffic impacts created by Teton Village, particularly on Highway 390. The TDM Program seeks to discourage automobile use by lessening the need for vehicular travel and by encouraging use of public transit and carpooling.
  1. Expansion of Existing Bed Base and Supporting Commercial Uses at Teton Village. Provision of additional lodging facilities and commercial services at Teton will allow Teton Village to become a more self-sufficient community and the need for trips to other parts of the community such as the Town of Jackson will be reduced if the other TDM strategies identified in this section are implemented.
  2. A variety of strategies are identified as part of the TDM Program. The strategies identified in this document shall be implemented as described. The combination and emphasis of these strategies may be altered over time; however, as described in the subsection below entitled Transportation Demand Management Monitoring
  3. At the time of development permit application, the applicant or developer shall submit a Transportation Demand Management Program for that particular development. The strategies listed in this section may be included.
  4. The strategies which will be implemented at the time of Planned Unit Development approval or soon thereafter, as indicated, include the following:
    - a. Winter Season Strategies:
      - (1) Provide season bus passes to all JHSC employees and to employees of any new development approved on commercial lots or tracts under this Planned Unit Development. These bus passes shall be provided at no cost to the employee

unless the employer demonstrates that an unreasonably high fee is being charged by the transit provider, in which case the bus passes may be only partially subsidized. Season bus passes will not be required for employees if the Transit schedule does not accommodate the employee's work schedule.

- (2) Provide "Carpool Bucks" for JHSC employees. This program offers discounted merchandise at JHSC retailers as a reward for car pooling by JHSC employees who cannot access transit.
- (3) Require that employees who choose to drive regardless of the above incentives park at Stilson Ranch. This shall apply to employees of JHSC and to employees of any new development approved on commercial lots or tracts under this Planned Unit Development. Employees whose work schedules require arriving or departing when transit is not available to Stilson may be exempt from this requirement.
- (4) Provide free parking at Stilson Ranch, with a free round trip shuttle service to Teton Village.
- (5) Use marketing and promotion to encourage use of modes of transportation other than automobiles. Information regarding transit and other travel modes will be made available to visitors and residents through the Teton Village Association, individual lodging facilities and JHSC Marketing. This information will include a description of the availability of alternative modes of travel, such as bus, shuttle and trails and the lack of need for an automobile.

b. Summer Season Strategies:

- (1) Provide free season bus passes to all JHSC employees and to employees of any new development approved on commercial lots or tracts under this Planned Unit Development. These bus passes shall be provided at no cost to the employee unless the employer demonstrates that an unreasonably high fee is being charged by the transit provider, in which case the bus passes may be only partially subsidized. Season bus passes will not be required for employees if the Transit schedule does not accommodate the employee's work schedule.
- (2) Provide "Carpool Bucks" for JHSC employees. This program offers discounted merchandise at JHSC retailers as a reward for car pooling by JHSC employees who cannot access transit.
- (3) Require that employees who choose to drive regardless of the above incentives park at Stilson Ranch. This shall apply to employees of JHSC and to employees of any new development approved on commercial lots or tracts under this Planned Unit Development. This strategy shall be implemented during the winter only unless the biennial monitoring and review indicates that it should be implemented in the summer as well. Employees whose work schedules require arriving or departing when transit is not available to Stilson may be exempt from this requirement.
- (4) The TVA shall encourage more activities at Teton Village to reduce the need for summer guests to leave the village.

5. Strategies that will be implemented in the future. Some strategies will be implemented as called for through the monitoring and review program rather than after Planned Unit Development approval. These TDM Strategies have been identified, but will not be needed until additional development has occurred at Teton Village. At the time of this approval, it is difficult to predict when these additional strategies will be required. The necessity and desirability of implementing these strategies will be evaluated during each biennial review of the TDM program. During that review Teton County may require or the TVA may propose that some or all of these strategies be implemented.

unless the employer demonstrates that an unreasonably high fee is being charged by the transit provider, in which case the bus passes may be only partially subsidized. Season bus passes will not be required for employees if the Transit schedule does not accommodate the employee's work schedule.

- (2) Provide "Carpool Bucks" for JHSC employees. This program offers discounted merchandise at JHSC retailers as a reward for car pooling by JHSC employees who cannot access transit.
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- (4) Provide free parking at Stilson Ranch, with a free round trip shuttle service to Teton Village.
- (5) Use marketing and promotion to encourage use of modes of transportation other than automobiles. Information regarding transit and other travel modes will be made available to visitors and residents through the Teton Village Association, individual lodging facilities and JHSC Marketing. This information will include a description of the availability of alternative modes of travel, such as bus, shuttle and trails and the lack of need for an automobile.

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- (1) Provide free season bus passes to all JHSC employees and to employees of any new development approved on commercial lots or tracts under this Planned Unit Development. These bus passes shall be provided at no cost to the employee unless the employer demonstrates that an unreasonably high fee is being charged by the transit provider, in which case the bus passes may be only partially subsidized. Season bus passes will not be required for employees if the Transit schedule does not accommodate the employee's work schedule.
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5. Strategies that will be implemented in the future. Some strategies will be implemented as called for through the monitoring and review program rather than after Planned Unit Development approval. These TDM Strategies have been identified, but will not be needed until additional development has occurred at Teton Village. At the time of this approval, it is difficult to predict when these additional strategies will be required. The necessity and desirability of implementing these strategies will be evaluated during each biennial review of the TDM program. During that review Teton County may require or the TVA may propose that some or all of these strategies be implemented.

- a. Provide an internal village shuttle that serves the residential area as well as the commercial area. This shall be administered by the Teton Village Association in cooperation with the Village Condominium Transportation Service.
  - b. Provide bicycles for use by village guests and residents.
  - c. Consolidation of Village Support Services from Outside Providers. Village developments such as restaurants, lodges or retail stores may find it necessary to seek services such as laundry, custodial, utility, security, or lawn / landscape services from outside providers. If all property owners at Teton Village utilize a single provider for each type of service, redundant trips by different providers will be avoided. This coordination will be a responsibility of the Teton Village Association.
  - d. Providing bus passes with ski and hotel packages for guests to Teton Village.
  - e. Provide a location for a National Park Service and US Forest Service to construct an interpretive center for the Village.
  - f. Promote a special transit service between Teton Village and Town for special events during the summer months.
  - g. Provide special event parking at Stilson with shuttle service to Teton Village.
  - h. Promote a special shuttle between Teton Village and GTNP locations such as Jenny Lake.
  - i. Provide and promote a staging area for outfitters, guides and rafting companies.
  - j. Provide a Village-wide meeting facility.
  - k. Implement a Village wide Transportation Demand Management program which will apply to existing as well as new commercial development. The TVA would administer this program.
  - l. Provide an information and central reservation center. This will also function as a pick up location for tour operations based in the Village.
  - m. Provide a comprehensive system of pedestrian / bicycle trails that make necessary connections both internal to Teton Village and to regional trail systems.
  - n. Charge a fee for parking at Teton Village. A fee will be implemented for daily parking when the first parking structure is constructed at Teton Village. In addition, if Teton County feels that this measure is necessary to discourage single occupancy trips to Teton Village, Teton County may require this measure to be implemented prior to the construction of any parking structures at Teton Village.
- D. Transportation Demand Management Monitoring. The TDM Program consists of a combination of strategies that may need to be altered over time in order to insure effectiveness. The effectiveness of the TDM program will be monitored during each summer and winter season by the TVA or the JHSC starting in 1998. Every two years, Teton County will review the data collected through this monitoring program. The first review will take place in the year 2000.
1. Data Gathering. The TDM program will be monitored to insure that the goal of reducing traffic is being effectively achieved. The TVA will monitor the TDM program during each summer and winter season. The following elements will be included in the monitoring program:
    - a. Parking Surveys. The number of parked vehicles for both visitors and employees will be counted periodically at the Teton Village Lots and at Stilson Ranch. Parking stickers will be issued to all employees of JHSC and other commercial businesses at Teton Village.
    - b. Travel Surveys. Travel surveys will be performed every two years in the winter and summer during the same weeks that traffic counts are being conducted, as outlined in paragraph C.1.c. The travel surveys will include that information necessary to

measure the effectiveness of the TDM program as stated in paragraph C.2.c.(2). an appropriate amount of detail to provide a sufficient amount of information to reasonably determine TDM effectiveness. The following information will be obtained:

- (1) Guest Surveys:
    - (a) Mode of Arrival.
    - (b) Length of Stay.
    - (c) Local Trips per day during stay.
    - (d) Mode of travel for local trips.
    - (e) Vehicle occupancy for local trips.
  - (2) Skier Surveys.
    - (a) Mode of Arrival.
    - (b) Vehicle Occupancy.
  - (3) Employee Surveys.
    - (a) Mode of Travel.
    - (b) Vehicle Occupancy.
    - (c) Location of Parking.
  - c. 24-Hour Traffic Volume Counts. 24-hour traffic volume counts will be collected every year during one week in mid to late February and one week in July.
    - (1) Counts indicating travel direction shall include:
      - (a) Teton Village Entrance Road.
      - (b) Highway 390 South of Teton Village Entrance Road.
      - (c) Highway 390 North of Stilson Access.
    - (2) Peak hour turning movements counts shall include.
      - (a) Highway 390 & Village Entrance Road
      - (b) Highway 390 & Highway 22
      - (c) Stilson Ranch Entrances and Exits
  - d. Transit Data: The TVA will obtain available transit information related to resort travel from transit operators. This data will include:
    - (1) Peak Transit Operational Periods.
    - (2) Trip Purpose (work, skiing, shopping, dining, etc.)
    - (3) Trip makers (i.e. residents versus visitors)
  - e. General Data. The following general data will be recorded for use in evaluating Travel Data.
    - (1) Seasonal Data.
      - (a) Number of Resort Employees. This will include both JHSC and other commercial properties.
      - (b) Number of Employees participating in special programs such as the "Carpool Bucks" program.
    - (2) Weekly Data.
      - (a) Occupancy rate at Teton Village Hotels, Lodges and short term rental accommodations shall be reported on a weekly basis, except that occupancy rates shall also be given for all lodging facilities on the days that traffic counts are performed.
    - (3) Daily Data:
      - (a) Number of Skiers.
      - (b) Number of Transit Riders.
      - (c) Number of Parked Vehicles (both skier and employee)
2. Review. The TDM program shall be reviewed by the Teton County every two years, with the first review occurring in 2000. At this review, the effectiveness of the TDM

program shall be reviewed and changes to the combination or emphasis of strategies may be required by Teton County or proposed by the JHSC, TVA or other property owner at Teton Village. The Board of County Commissioners shall have the authority to approve, approve with conditions or deny any proposed changes.

- a. Submittal. The TVA shall submit to Teton County in June of every other year, a review that includes the data described in Monitoring Program above. Furthermore, the data shall be synthesized and analyzed to determine the following:
  - (1) Vehicle trip generation rates for the following trip types:
    - (a) Trips by Day skiers per number of skiers and per Comfortable Carrying Capacity of the ski mountain,
    - (b) Trips by overnight guest per APO.
    - (c) Trips by employee per total daily number of employees.
  - (2) Total number of trips generated by Teton Village as a whole.
  - (3) Mode Split Estimates for:
    - (a) Skier Trips.
    - (b) Overnight Guest Trips.
    - (c) Employee Trips.
    - (d) Total Trips.
  - (4) Level of Service shall be determined for the following:
    - (a) Highway 390,
    - (b) Intersection of Village Entrance Road and Highway 390,
    - (c) Intersection of Highway 22 and 390,
    - (d) Stilson Ranch entrances and exits
- b. Review. The Planning Director will review the submittal and make recommendations to the Board of County Commissioners. The Board of County Commissioners will have the authority to approve the submitted program or to require that the TDM program be changed. The Planning Director's review and any requirements by the Board of County Commissioners will be in accordance with the standards described below.
- c. Measures of Effectiveness. If the following measures of effectiveness are exceeded the Transportation Demand Management Program should be amended by adding or deleting strategies or by altering the strategies themselves.
  - (1) If the total number of trips generated on the Village Entrance Road during the peak hour by Teton Village exceeds:
    - (a) 1220 Vehicles trips per Hour in the winter season.
    - (b) 1125 Vehicle trips per Hour in the summer season.
  - (2) If, in years 0 through 10 of the Planned Unit Development, the total trip generation for Teton Village exceeds 130% of the trips predicted for the development existing at that time by the Traffic Impact Study, included as attachment A to this document. If, in Years 10 through 20 of the Planned Unit Development, the total trip generation exceeds 115 % of the total trips predicted for the development existing at that time by the Traffic Impact Study included as attachment A to this document. If Teton Village reaches buildout prior to 20 from the approval of this PUD, the total trip generation exceeds the total trips generated for the buildout of Teton Village. After this Planned Unit Development has been in effect for 20 years, the total trip generation shall not exceed the total trips predicted for the development existing at that time. When baseline trip generation numbers as measured in 1998 are available, these numbers may be revisited. The trip generation rates predicted by the Traffic Impact Study are as follows:
    - (a) .75 daily vehicle trips by overnight guests in the Village per APO.

- (b) .23 daily vehicle trips by skiers per CCC of the mountain.
- (c) 1.43 daily vehicle trips by employee per total daily number employees at Teton Village.
- (3) The actual Level of Service will be compared to the predicted level of service at the locations including the following; Highway 390, the Village Entrance Road, the intersection of Highway 22 and Highway 390, the intersection of Highway 390 and the Village Entrance Road and at the Stilson Ranch Entrances and Exits. If the actual level of service falls below the predicted level of service and it is determined that the traffic generated by Teton Village is the main contributing factor and that changes to the TDM program could reduce the traffic generation, Teton County may require changes to the TDM program.
- d. Altering the Transportation Demand Management Program. The TDM program may be altered during the biennial review process or the TVA or JHSC may request to change the program at any time.
  - (1) During the biennial review process the Board of County Commissioners may require that the TDM program be altered if the measures of effectiveness indicated above show that the TDM program is not sufficiently effective.
  - (2) The TVA, JHSC or other commercial property owner may request to amend the TDM program at any time. The proposed changes and a justification for these changes shall be submitted to the Planning Director. The Planning Director shall make a recommendation to the Board of County Commissioners and the Board shall approve, with or without conditions, or deny the proposed changes within 45 days of receiving the request.
  - (3) The required parking standard specified in subsection D. The Board of County Commissioners may also amend the Parking Program if the Monitoring Program indicates that different standards are appropriate. ←

E. Parking Program.

- 1. Parking Requirements. It shall be the responsibility of the applicant or developer of each project to provide adequate parking. Parking shall be provided concurrently with the proposed development. Parking spaces shall initially be required at the following rates. These parking rates may be altered during the biennial review process.
  - a. 1 space for each 8.2 skiers accommodated by Comfortable Carrying Capacity.
    - (1) CCC is 4957 at the time of the approval of this Planned Unit Development, requiring 604 spaces.
    - (2) CCC is a proposed 7690 skiers at buildout, requiring 938 spaces, at the currently required rate.
  - b. .75 parking spaces for each Hotel Room and .75 spaces per 2 APOs for other lodging types.
    - (1) At the time of this Planned Unit Development approval, there are currently 618 APOs, requiring 233 parking spaces.
    - (2) At build out 5240 APOs are proposed, requiring 1965 parking spaces. Some of these will be provided on individual lots.
  - c. 1 space per 2 employees for commercial uses. Commercial space is estimated to generate 3.5 employees per 1000 square feet.
    - (1) At the time of this Planned Unit Development approval, there are currently 80,374 square feet of commercial space at Teton Village, requiring 141 spaces.
    - (2) The predicted commercial square footage at buildout is 208,000 square feet, requiring 364 spaces at the currently required rate. Some of these spaces may be provided on individual lots.

- d. .57 spaces for each new employee of the Jackson Hole Ski Corporation. .71 spaces shall be provided for each of the 502 employees of the JHSC at the time of this Planned Unit Development Approval.
2. Parking Provision: The TVA will construct parking lots and structures that will serve skiers, mountain employees and the commercial properties at Teton Village.
    - a. Platted commercial lots 1-16, 18, 19, 22, 23, and 175 at Teton Village shall each be entitled to 30 parking spaces in the common lots shown on the Land Use Diagram – Commercial Lots. Although these spaces may be provided by the TVA, the spaces must be available concurrently with any proposed development. Any parking requirements over 30 spaces shall be purchased in an existing or proposed parking structure. Commercial Lot owners may also propose onsite parking provided the proposal complies with the design guidelines and dimensional limitations.
    - b. Commercial property which is unplatted at the time of this Planned Unit Development approval, as shown on the Land Use Diagram – Commercial Lots shall provide parking on site, unless, an agreement with the TVA is provided allocating parking spaces in the common lots or structures.
    - c. Parking shall generally be provided in the following facilities:
      - (1) Lower Lot, redesigned with 2 levels: 605 spaces.
      - (2) Inn Lot redesigned with 2 levels: 259 spaces.
      - (3) Upper Lot with 4 levels: 744 spaces.
      - (4) Maintenance Parcel with 2 levels: 270 spaces.
      - (5) Stilson: 600 spaces, with 725 overflow spaces.
    - d. Dimension of Parking Facilities.
      - (1) The required dimensions for surface parking spaces shall be 9 feet by 18 feet.
      - (2) The required dimensions for structured parking spaces shall be 8 ½ by 18 feet.
      - (3) However, during the TDM monitoring process, it must be demonstrated that the parking management measures allow these dimensions to accommodate the proposed number of cars. If the proposed dimensions are not shown to be adequate to accommodate the proposed number of cars, the Board of County Commissioners may require that larger parking dimensions be implemented..
3. Timing or phasing of parking provision. See phasing.

F. Roadway Improvements.

1. Improvements to be completed by Teton Village Association or Jackson Hole Ski Corporation.
  - a. Improvements Within Teton Village:
    - (1) Intersection of Rachel Way and McCollister Drive and realignment of McCollister Drive shall be constructed in accordance with the approved Building Envelope Plan.
    - (2) Other Teton Village Roads, in accordance with the approved Building Envelope Plan..
  - b. Stilson Ranch Access and Exit Roads. The entrances and exits to Stilson Ranch shall be constructed in accordance with the approved Development Plan for Stilson Ranch and with the site plan
  - c. Intersection of Highway 390 and Teton Village Access Road.
    - (1) A right-turn acceleration lane along southbound 390 to accommodate outbound site traffic.

**MATTERS FROM COMMISSION AND STAFF** (those not approved on the consent agenda)

**1. Consideration of Transfer of Ownership for the Liquor License held by Fine Spotted Cutthroat Inc. DBA Cutty's to Cutty's Bar and Grill LLC DBA Cutty's**

Deputy County Clerk Shelley Fairbanks presented this request to transfer the ownership of a liquor license. The application had been reviewed by the Clerk's office, Attorney's office, Code Compliance, and the State Liquor Division.

Paul Vogelheim moved to approve the transfer of ownership of a retail liquor license from Fine Spotted Cutthroat, Inc. dba Cutty's to Cutty's Bar & Grill, LLC dba Cutty's for the period of February 3, 2016 to January 6, 2017. Natalia Macker seconded and the motion passed unanimously.

**MATTERS FROM PLANNING & DEVELOPMENT**

**1. Consideration of Findings of Fact and Conclusions of Law and Order for VAR2015-0012 Campbell, Stephen G.**

Deputy County Attorney Erin Weisman presented this Findings of Fact and Conclusions of Law and Order granting approval for VAR2015-0012.

Natalia Macker moved to approve the Findings of Fact and Conclusions of Law and Order granting approval of VAR2015-0012. Smokey Rhea seconded and the motion passed unanimously.

- 2. Applicant: JACKSON HOLE LAND TRUST** Permit No.: **EAS2015-0002**  
Presenter: Kristi Malone *continued from 1/19/2016*  
Request: Consideration of a request to amend the Hardeman Meadows South Easement (Book 221, Pages 412-451), held by the Teton County Scenic Preserve Trust, to further restrict the development potential allowed on the property.  
Location: Hardeman Meadows South Easement, owned by Jackson Hole Land Trust. Generally located on Highway 22, southeast of Wilson commercial core (S22, T41N, R117W). The property is zoned Rural and is in the Scenic Resources Overlay.

This item was postponed to February 16, 2016.

- 3. Applicant: TETON VILLAGE ASSOCIATION IMPROVEMENT SERVICE DISTRICT** Permit No.: **MSC2015-0054**  
*Advertised as JACKSON HOLE MOUNTAIN RESORT CORP.*  
Presenter: Susan Johnson  
Request: Request to alter the Teton Village Transportation Demand Management program.  
Location: Applies to Teton Village Area One; zoned Planned Unit Development-Planned Resort with no overlay.

The applicant for this item was Teton Village Association Improvement Service District, not Jackson Hole Mountain Resort as published.

County Engineer Sean O'Malley presented this request for Susan Johnson, to modify the Transportation Demand Management (TDM) program for the Teton Village Area One Master Plan, originally approved in 1998 in the Master Plan for the Jackson Hole Mountain Resort. Teton Village Association Improvement Service District took over managing the TDM for the last fifteen-plus years. In 2006, the Teton Village Expansion Master Plan was approved by the Board to include the Shooting Start Resort; however, the original 1998 TDM thresholds were inadvertently not updated at that time. Staff recommends updating the plan to streamline data collection efforts and to adjust the thresholds to incorporate the expansion area. Eight specific program modifications were suggested:

1. Eliminate winter guest travel survey.
2. Suspend summer visitor (on-mountain) surveys until START service increases, Village parking policies are changed (e.g. paid parking), or other substantive TDM policies are implemented.
3. Utilize WYDOT traffic count station for Highway 390 data.
4. Eliminate turning movement data at the Highway 22/390 intersection and Stilson Ranch.
5. Eliminate "Carpool Bucks" monitoring.
6. Retain daily Teton Village hotel occupancy rates during the winter monitoring weeks and eliminate weekly occupancy reporting at all other times.
7. Add Alltrans ridership monitoring. Begin daily START ridership during July peak week when START service increases, Village parking policies are changed or other substantive TDM policies are implemented.
8. Eliminate LOS analysis for the intersections of Highway 22/390. Monitor 390/Stilson Ranch delays and lot usage. Collect turning movement data if warranted.

Staff recommended adjusting threshold values for Trips per Day, Peak Hours, and Trip Generation rate; as well as, moving the traffic counter west on McCollister Drive past the Shoot Star entrance drive to avoid counting traffic associated with that area.

The Board questioned staff on the proposed modifications, that these modifications would not amend the Master Plan, trip generation rates, and location of traffic counters.

On behalf of the applicant, Melissa Turley, Executive Director of Teton Village Association Improvement Service District (TVA ISD), addressed the Board in support of the proposed revisions to the TDM. The Board held discussion with Ms. Turley.

Also on behalf of the applicant, Bill Schreiber, TVA engineer, spoke to the goals of these proposed revisions. The Board held discussion with Mr. Schreiber.

Public comment was given by Jason Wells representing Crystal Springs Ranch.

The Board held discussion on the proposed changes, the two potential solutions recommended by staff, and allowing staff to work out the location of traffic counters with TVA ISD.

Paul Vogelheim moved to approve the alterations to the Teton Village Area One TDM program, including the eight (8) changes to the data collection and reporting requirements as outlined in today's staff report. Natalia Macker seconded and the motion passed unanimously.

- 4. Applicant: SCHROTH, ROBERT E. & LINDA M. TRUSTEES** Permit No.: **CUP2015-0008**  
Presenter: Roby Hurley  
Request: Conditional Use Permit pursuant to Article 8.4.2 of the Teton County Land Development Regulations, to permit a home business winery.  
Location: 2800 Boyles Hill Road (Lot 3B, Dairy Subdivision), generally located 1.4 miles west of the South Park Loop and Highway 89 intersection. The property is zoned Neighborhood Conservation-Planned Unit Development with no overlay. (S1, T40N, R117W)

County Planner Roby Hurley presented this request for a Conditional Use Permit (CUP) to allow Jackson Hole Winery to operate a home business winery. Staff made findings for the CUP and the application was found to be in compliance with the Home Business Section 6.1.11.E. Land Development Regulations.

The applicant Robert Schroth addressed the Board and thanked staff for the presentation.

Smokey Rhea recommended (moved) approval of Conditional Use Permit CUP2015-0008 to permit a home business winery use at the Jackson Hole Winery based upon finding that the application meets all applicable standards set forth in the Teton County Comprehensive Plan & Land Development Regulations with no conditions. Paul Vogelheim seconded stating he could make the findings. The motion passed unanimously.

- 5. Applicant: SNAKE RIVER ASSOCIATES, LLC** Permit No.: **MSC2015-0053**  
Agent: Elizabeth Brimmer  
Presenter: Roby Hurley  
Request: Review of annual monitoring report pursuant to CUP2015-0001, conditions of approval for the Snake River Ranch, Giltner parcel.  
Location: 5700 Snake River Ranch Road. Generally located on the west side of Moose-Wilson Road, approximately 3 miles South of Teton Village. The property is zoned Rural and is partially in the Scenic and Natural Resources Overlays. (T41N, R117W, S1)

This item was continued from the regular meeting on January 19, 2016. Vice-Chair Mark Newcomb stated public comment would be taken on only the new information provided in condition 5 and 6 and the applicant's memo dated January 28, 2016, since public comment had been taken at the last meeting.

County Planner Roby Hurley stated this a review of the monitoring report for the Giltner event site at Snake River Ranch. The Land Development Regulations permits the Board to amend or add conditions as part of the annual review in four areas: Events, Sound, Transportation, and Parking; and additionally, on the April 21, 2015 four conditions of approval placed on CUP2015-0001. Sound and its impacts on the neighbors was an issue. Staff proposed amended conditions to address sound monitoring and best management practices.

The Board held discussion regarding consequences for non-compliance, timeliness of reporting, and impacts on staff in reviewing event reporting on a more frequent basis.

The applicant, Bill Resor representing Snake River Ranch addressed the Board. He was in agreement to limiting the number of winter events to five, they will continue to collect data as directed, and they would like to operate through the next year with modifications to their sound production and then be reviewed.

Public comment was given by Bill Kolasky of Robin Lane, Kristeen Hand of Robin Lane, Katherine Mead of the Mead Ranch, Dr. Stanley Siegel of John Dodge, Horton Spitzer of John Dodge, and Amberley Baker.

Erin Weisman responded to public comment regarding the method of receipt of the Wave Engineering report.

The Board held further discussion on the number of events, staff impacts, mitigation for reducing noise at the source, providing reports to Code Compliance Officer two weeks after each event, non-compliance consequences, and property rights of all parties.

Paul Vogelheim moved to amend CUP2015-0001 Limitations and Conditions as follows, based upon the annual report from the applicant, and having considered all submittals of sound monitoring and reports both from the applicant and from the public. Utilizing all the conditions as amended by staff with the following changes (condition 1 the number of winter events be changed to 5 and condition 5, as written below):

**Condition number 1.** Amend as follows:

For any event over 300 people, application for a "Special Events Permit" shall be obtained from the Sheriff's Office. "Special Events" over 300 people, shall be included in the eight (8) summer events and **FIVE (5) ~~fifteen (15)~~** events in the winter allowed under the Conditional Use Permit. These "Special Events" over 300 people will comply and meet all other Standards under 6.1.11.K.3. of the LDRs

**Condition number 2.** Amend as follows:

The Board of Commissioners may revoke the Snake River Ranch-Giltner site Conditional Use Permit if any division or subdivision of the 295-acre parcel occurs, or upon a violation of any of these conditions pursuant to the LDRs.

**Condition number 3.** No change to the April 2015 condition:

From Memorial Day to the Sunday before Labor Day, inclusive, five (5) of the weeks shall have no events. At least one of those weeks shall be fully within the month of August. At least one (1) other of those weeks shall be fully with in the months of July and August taken together. Monday shall be counted as the first day of each week.

**Condition number 4.** Amend as follows:

For the summer (*April 15- October 15*) eight (8) events shall be allowed. Applicant shall submit a monitoring report that includes number of events, number of people per event, whether events were amplified or not, decibel readings, and transportation and parking monitoring. The monitoring report shall be submitted by December 1 each year. The Board