



## Joint Planning Commission Meeting Agenda Documentation

**PREPARATION DATE:** March 12, 2010

**MEETING DATE:** March 18, 2010

**SUBMITTING DEPARTMENT:** Town & County Planning

**DEPARTMENT DIRECTORS:** Tyler Sinclair & Jeff Daugherty

**PRESENTERS:** Tyler Sinclair & Jeff Daugherty

**SUBJECT:** Draft Comprehensive Plan Review

### STATEMENT/PURPOSE

The purpose of this item is to continue joint review by the Town and County Planning Commissions of the draft Comprehensive Plan dated April 3, 2009.

### BACKGROUND/ALTERNATIVES

The specific topics to be addressed at this meeting are as follows:

- o Theme 7 – Provide Quality Community Facilities, Services and Infrastructure
- o Theme 6 – Develop a Multi-Modal Transportation Strategy (Hopes and Dreams exercise as time permits)

### **Public Comment on Agenda Items**

Public comment received since the March 11, 2010 staff report regarding Theme 7 is attached. Staff has previously provided all other public comment on Theme 7. Please contact staff for additional copies.

Public comment regarding Theme 6, received since April 13, 2009 is also attached.

Public comment regarding Theme 5, received since the March 11, 2010 staff report but not yet published is also attached.

### **STAG Recommendations**

#### Theme 7 Community Facilities

The group felt strongly that maintaining expected levels of service in the community would strike a balance between human needs and protecting wildlife and preserving open space. Thus, they felt this theme should be given a very high priority. However, in the Intro Chapter the group agreed that Themes 3-7 should be grouped together under the heading of “human needs” and be balanced with wildlife and natural resource protection through growth management.

The group suggested reprioritizing the services in Policy 7.1a. First priority should include Police/Fire/EMS, Schools, Utilities/Infrastructure, and Medical Care. The second priority would be Library, Parks & Recreation, Public Transportation, Weed Pest Management/ Arts/Culture, Human Services, and Child Care.

Some members of the group felt that it was important to identify the services that will be needed given the growth allowed by the Plan.

### **Planning Commission Comments/Discussion Points**

Following are the directives from the County Planning Commission from their June 29, 2009, meeting identified as relevant for consideration in Theme 7:

26. Provide for permanent solid waste recycling sites throughout the county.
27. Quantify and identify appropriate locations for Public/ Semi-Public community infrastructure and amenities throughout the county for schools, START bus facilities, public parks (including dedicated dog parks) and a landfill site to accommodate the trash generated by this community and currently shipped out of Teton County. The construction of a landfill within Teton County would be consistent with the goals outlined in the Community Vision and Energy Conservation chapters of this Comprehensive Plan.

### **Staff Follow Up and Discussion Points**

#### **Theme 7**

Staff has provided below a set of suggested questions to begin discussion of Theme 7. The objective of staff is to assist the Commissions in recommending changes to the proposed draft Theme 7. The intent of staff in developing these questions was to encourage Commissioners to begin your discussions with broad level concepts and ideas regarding community facilities and infrastructure. The purpose of discussion of this Theme is to provide direction regarding public service delivery in the community so that public facilities and infrastructure can be considered in land use planning and regulation. At the meeting, staff will provide an overview presentation of Theme 7 and further discuss the intent of the proposed questions.

1. A key premise of Theme 7 (April draft) is that through a public process the community and service providers should define acceptable levels of service, identify barriers to the provision of that service, and create plans for service provision. Do the commissions agree with this method of community service provision planning?
  - o Yes
  - o No
2. The question of effective population has been raised by the commission regarding how many people are here at peak resident and visitor occupancy. Should community facilities be designed to provide desired level of service to the peak effective population?
  - o Critical facilities (ie. sewer capacity, Fire/EMS, etc) should be designed to provide the desired level of service to the peak effective population, but other community facilities should not
  - o All community facilities should be designed to provide the desired level of service to the peak effective population
  - o Community facilities should be designed to provide the desired level of service to the average effective population (staff will further define at meeting)
  - o Other

3. Policy 7.1.c encourages the provision of housing for critical service providers on-site or within their response areas. How should housing for critical service providers be addressed in this Theme?
  - Critical service providers should be (encouraged/required) to be housed on-site
  - Critical service providers should be (encouraged/required) to be housed within their response area
  - It should not be addressed
  - Other
  
4. How should housing for non-critical community service providers be addressed in this Theme?
  - Community service providers should be (encouraged/required) to be housed on-site
  - Community service providers should be (encouraged/required) to be housed within Teton County
  - It should not be addressed
  - Other
  
5. Policy 7.2.a calls for development to pay its fair share of the costs of necessary facilities and services so that they are not passed along to existing residents. Do the commissions agree with this policy?
  - Yes
  - No
  - Other
  
6. Although Policy 7.3.b calls for redundant community services/facilities to accommodate County nodes and previous recommendations have removed the nodal land use pattern, staff still believes that the questions of redundancy in areas of the county that are physically separated from the Town should be addressed. Should a goal of the community be to provide redundancy in services/facilities?
  - Yes, in case something should happen to our current ability to cross the Snake River additional crossings or satellite facilities should be provided
  - No, additional infrastructure considerations are not needed for this event
  - Other
  
7. How should the community plan to provide community facilities?
  - Through an annual, rolling 5 year Community Capital Improvement Plan that responds to the needs and desires of the community at the time
  - Through a study of community services and facilities needed at buildout and a Community Capital Improvement Plan for provision ahead of need
  - Other
  
8. The Strategies and Indicators sections of Theme 7 have not yet been directly addressed by the commissions. Possible courses of action include:
  - Direct staff to amend the strategies and indicators sections to be consistent with the policy changes recommended by the commissions (Themes 2, 3, 4 & 5 approach)
  - Discuss and compile additional indicators of successful realization of the commissions' vision for Theme 7, direct staff to amend the strategies accordingly
  - Discuss and compile additional indicators and a list of the appropriate Strategies for the realization of the commissions' vision for Theme 7.
  - Other

As always, this is not an exhaustive list and the Commissions are free to amend or add to the list, as you deem appropriate.

### **Theme 6**

Should the commissions complete discussion of Theme 7 Staff would recommend completing a visioning exercise regarding Theme 6 – Develop a Multi-Modal Transportation Strategy to begin discussion of the

topic. This would be similar to the exercise done to begin discussion of Theme 3, 4, 5 and 7 with a chance for each commissioner to state his or her vision/goals/desires with regard to the community's transportation system.

### ATTACHMENTS

- Theme 7 Hopes and Dreams
- Theme 7 Public Comment received since 3/05/10
- Theme 6 Public Comment received since 4/13/09
- Theme 5 Public Comment received since 3/05/10
- Theme 5 Planning Commissioner Comment received since 3/05/10
- Proposed March 23, 2010 Agenda
- Proposed April 1, 2010 Agenda

### LEGAL REVIEW

Staff notes that Town and/or County legal representation will only be provided on an as needed basis, and legal counsel will not be attending every meeting. If commissioners have questions for the Town and/or County attorneys or would like to request that they be present at a meeting, please let staff know in advance.

### SUGGESTED MOTIONS

#### **Town Planning Commission**

I move to continue Item P09-030 to March 23, 2010, at 5:30 pm at the Teton County Board of County Commissioner Chambers.

#### **Teton County Planning Commission**

I move to continue Item AMD 09-0017 to March 23, 2010, at 5:30 pm at the Teton County Board of County Commissioner Chambers.

**2009 Comprehensive Plan Update**  
**3/11/10 Theme 7 – Hopes and Dreams**

- Theme 7 basically says what it needs to say
- We have amazing public facilities for a community our size

**Public Employee Housing**

- Housing staff of public facilities on site should be encouraged/required
- Housing the employee of public facilities is important, but not necessarily on-site

**Fire/EMS**

- We need to discuss a permanent Fire/EMS
- The one public service that needs specific consideration is Fire/EMS –definition of essential, housing, funding, etc.

**Transportation**

- We need to expand the convenience of START – “I would ride the bus if it came to my house”
- START needs to be more frequent
- Figure out a way to make START fare free, maybe not for the out-of-valley routes
- Gateway treatment is very important, with traffic and infrastructure as a key component

**Facilities Planning**

- We need to look at a Capital Improvement Plan committee and what power they might have vis-à-vis the elected officials
- What to the Level of Service plans called for in Theme 7 add to the discussion

**Other**

- Overhead power lines should be buried
- We need a facility to handle our own garbage so that our waste is not shipped out of sight out of mind
- We need to ensure that the “last guy in” is not burdened with everyone else’s impact



**Public Comment**

**3/5/10 – 3/12/10**

**Theme 7: Provide Quality Community Facilities, Services and Infrastructure**





March 11, 2010

Town of Jackson and Teton County Planning Commissions  
Re: Theme 7 Comments  
Submitted via email to Alex Norton

Dear Planning Commissioners,

On behalf of the Jackson Hole Conservation Alliance, thank you for the opportunity to comment on the April 2009 draft of the Jackson/Teton County Comprehensive Plan. Following are comments specific to Theme Seven - "Provide Quality Community Facilities, Services and Infrastructure."

Attached are line-by-line comments and suggestions for discussion related to Theme Seven. Listed below are key points that we hope are clarified in discussion and/or incorporated into a new draft of this chapter.

First, we believe it is important to integrate additional language regarding fiscal responsibility in this chapter. In comparison to the 2008 draft of this chapter, the 2009 draft does not include a principle or policies that specifically highlight the importance of fiscal responsibility. For example, the first principle of the 2008 draft was "provide adequate public facilities and services for current and future residents in a fiscally responsible manner." The 2008 draft also included statements such as "new development should not increase taxpayers' costs to provide new schools" and "new development should not occur in locations or a manner that increases taxpayers' cost to serve it or creates unsafe conditions." In general, the lack of focus on fiscal responsibility is particularly concerning given that the concept of fiscal responsibility in future land use decisions was also not highlighted in the "managing growth responsibly" chapter of the new draft.

Second, the 2009 draft should include an estimated timeline for the development of a Capital Improvement Plan (CIP), particularly given the policies' intent to require concurrent review of facilities' capacity as it relates to new development. Related to this concern about a need for a timeline is the extent to which considerable detail has been removed from the "themes and policies" on community facilities, as compared to our existing 1994 Plan. The existing 1994 Plan included extensive detail to provide for clear guidance on the drafting of land development regulations, whereas the new chapter leaves considerable room for interpretation. The extent to which this new approach can lead to increased predictability and accountability, particularly in the near future, is questionable. Additional information on existing conditions and challenges should be incorporated.

Third, while we appreciate and support the inclusion of a specific chapter on community facilities, built infrastructure, and associated services, we also believe it is critical to at least reference how these issues complement other public priorities, such as open space conservation and wildlife habitat protection. We mention this for a primary reason; through its descriptions of public needs and preferences, this chapter will likely form the basis of public funding policies in the future. As part of these discussions, it is important to keep in mind a comprehensive picture of how the community prioritizes different amenities and services. Ultimately, we need to make sure public preferences and priorities like wildlife protection are factored into budgeting and decisionmaking in a meaningful way in the future.

Thank you for your consideration of these comments.

Sincerely,

Kristy Bruner  
Community Planning Director

Becky Tillson  
Community Planning Associate

# Provide Quality Community Facilities, Services and Infrastructure (Theme 7)

## Statement of Ideal<sup>1</sup>

*Residents will receive timely, efficient, and safe delivery of quality services and facilities.*

### What does this theme address?

7.1 – Level of Service Plans

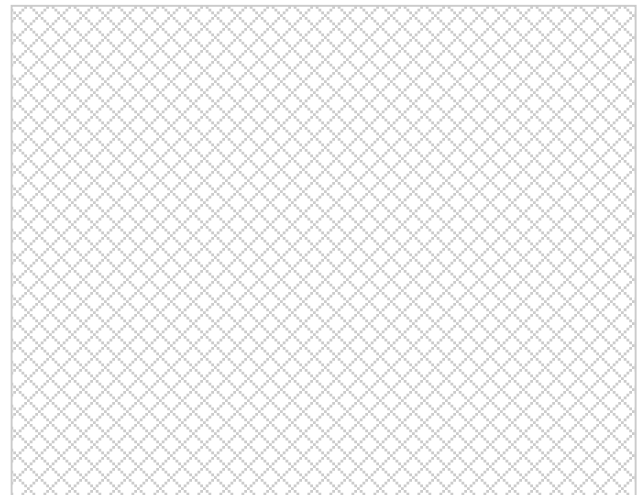
7.2 – Funding for Community Facilities

7.3 – Community Facility Location

services and infrastructure, the town and county will create a countywide Capital Improvement Plan (CIP), which outlines and budgets for both existing and future facility and service.<sup>2</sup> They will consult and evaluate the approved countywide CIP to ensure that anticipated growth does not outpace the ability of local governments to provide appropriate infrastructure.<sup>3</sup>

### Why is this theme addressed?

Residents, businesses, and guests in the town and county rely on the efficient, timely, and safe delivery of essential utilities and services such as fire protection, emergency medical treatment, water and sewer. Residents and businesses should also expect local government to take appropriate and reasonable steps to prepare for essential service delivery in times of emergency. In addition to essential services, the Town of Jackson and Teton County recognize that livable and desirable communities include quality schools, libraries, arts, culture, and other social services and activities that support the social fabric of the community. To ensure the provision of these



Add essential services photo



## What the community has said about this theme

Community members repeatedly expressed concern that not appropriately balancing growth with the provision of necessary infrastructure, such as schools, roads, utilities, law enforcement and emergency service delivery, threatens our quality of life and safety. Community members specifically asked for this seventh theme and its policies to be added to this Plan to address community infrastructure.

## Principles and Policies

### Principle 7.1—Provide quality services and facilities to residents in a safe, efficient, and timely manner<sup>4</sup>

*Residents and businesses in the Town of Jackson and Teton County rely on the efficient, timely, and safe delivery of essential utilities and services such as fire protection, emergency medical treatment, water, and sewer<sup>5</sup>. This Plan identifies measures to ensure an acceptable Level of Service is maintained for services and facilities.*

#### Policy 7.1.a: Maintain Level of Service (LOS) plans for the provision of public services

Level of Service (LOS) is the quality and quantity of services supplied to the community by a provider of public services. To ensure that services are delivered to the public in a safe, efficient and timely manner, the Town of Jackson and Teton County will coordinate with governmental and nongovernmental service providers to accomplish the following:

- A. Identify each provider's acceptable Level of Service
- B. Create a Level of Service plan for each service provider
- C. Develop standards for measuring service delivery success

**The first priority** will be to identify acceptable Levels of Service, create LOS plans, and develop standards for measuring service delivery success for the following services:

- Fire/EMS and law enforcement,
- Library,
- Parks and recreation,

- Public health,
- Utilities/infrastructure,
- Public transportation, and
- Weed and pest management.



**Parks are important to livability and neighborhoods**

**The second priority**<sup>6</sup> will be to identify acceptable Levels of Service, create LOS plans, and develop standards for measuring service delivery success for the following services provided by non-profit, public and quasi-public entities:

- Arts/culture and community events,

- Human services,
- Medical care,
- Schools, and
- Child care.

**Policy 7.1.b: Identify barriers to the achievement or maintenance of acceptable Levels of Service**

Service providers may or may not be currently delivering their services at an acceptable level. The reasons for sub-optimal service delivery can be the result of internal or external factors. It is important to identify barriers to acceptable service delivery, so the service provider can correct obstacles within control and understand and accommodate those beyond their control.

**Policy 7.1.c: Encourage provision of housing on-site or within response areas for critical service providers**

Critical service providers, such as those working in Fire/EMS and law enforcement, have identified a need for employee housing within the town and county. Ideally housing will be on-site or within the employee’s response area. Especially in the case of volunteer service providers, having critical service employees located significant distances from their response areas increases response time and reduces the efficiency of service delivery. In some instances, road closures may considerably reduce or eliminate service delivery for some time. The community recognizes that a paid Fire/EMS department may be needed if workforce housing cannot be provided in a capacity that allows for a continued volunteer force.

**Principle 7.2—Adequately fund existing and future public services and facilities**

*To ensure that the community can adequately fund existing and future services and facilities, the Town of Jackson and Teton County will create a countywide Capital Improvement Plan (CIP)<sup>7</sup> that outlines existing and future facility/service needs and budgets for those needs.*

**Policy 7.2.a: Ensure development will pay its fair share of the cost of necessary facilities and services**

New developments will create demand for services and facilities, and the development will provide a fair share of costs of avoiding impacts to existing residents.<sup>8</sup> The town and county will consider updating the system<sup>9</sup> of fees and requirements that assess cost of public facilities and service needs generated by new development. Regulations will be clear and predictable and should not increase the cost of workforce housing provision.<sup>10</sup>

**Policy 7.2.b: Identify funding sources to maintain acceptable LOS provision**

Services and facilities provided to existing residents will require maintenance and potentially replacement over time. Continued reliable funding<sup>11</sup> is needed to ensure the continued provision of these services and facilities. Funding may also be needed to bring existing suboptimal services and facilities up to acceptable levels.

**Principle 7.3—Ensure that services and facilities are distributed equitably and efficiently<sup>12</sup>**

*Residents and businesses should expect that the governments that serve them reasonably provide for essential service delivery and quality social components such as schools,*

*libraries, arts, culture, social services and activities that generate community spirit. These services should be distributed in town and county nodes.*

**Policy 7.3.a: Provide infrastructure and public services in an efficient, equitable manner**

Project the infrastructure and public facilities needed for the buildout and future development pattern<sup>13</sup>. In addition, develop Capital Improvement Plans and development requirements to ensure the facilities and services are provided concurrently with development.<sup>14</sup> Create, update, and fund Capital Improvement Plans in the town and county.

**Policy 7.3.b: Provide redundant community services and facilities to accommodate county nodes<sup>15</sup>**

It will be important to ensure that services are available to citizens dispersed throughout the county, particularly those that are physically separated from the town by the Snake River or Teton Pass. During natural disasters, severe weather, or other times of emergency, services may be delayed or entirely unavailable to those in outlying communities due to road closures or bridge failures. The community's preferred solution to this problem is to make critical or key services available through satellite facilities on the west bank, co-located wherever possible. Given Alta's proximity to Driggs, Idaho, the community will maintain and improve interlocal agreements, with the City of Driggs to provide services to Alta residents.

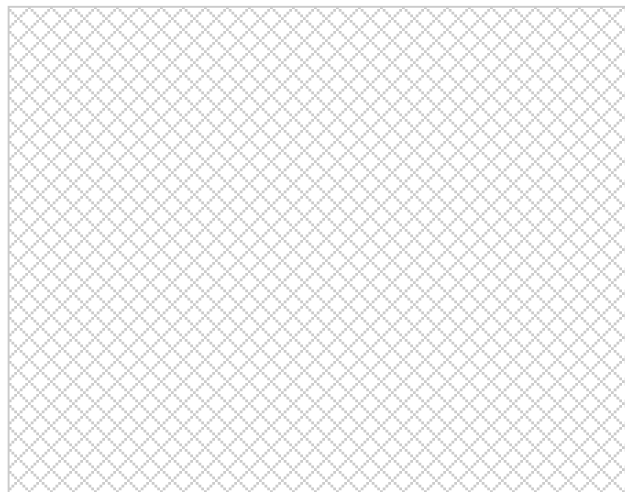
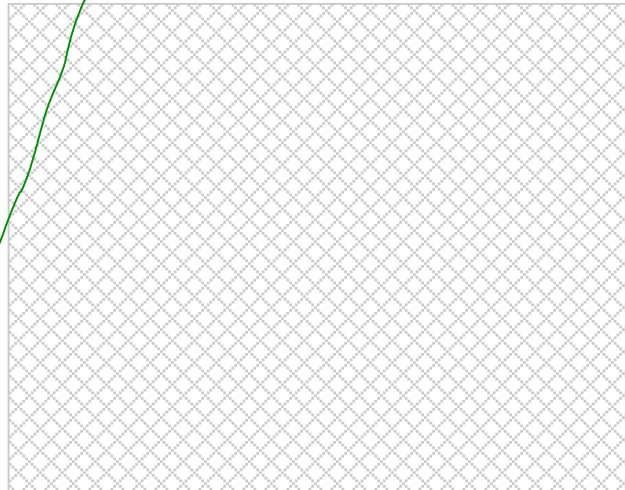


Photo caption

# Strategies<sup>16</sup>

The Town of Jackson and Teton County will undertake the following strategies in initial implementation of the policies of this theme. The town and county should periodically update strategies as tasks are completed or when additional action is necessary, based on monitoring of the Theme’s indicators.

**Strategy 7.1: Define and evaluate acceptable Levels of Service**

- Work with service providers to define and determine acceptable LOS.
- Identify barriers to acceptable service delivery.
- Create Level of Service plans for each service provider.
- Develop standards for measuring service delivery success.

**Strategy 7.2: Create Countywide Capital Improvement Plan (CIP)**

- The first priority will be to create a countywide CIP that incorporates the capital needs of all Town of Jackson and Teton County agencies and departments.
- Create a countywide CIP that incorporates the capital needs of all relevant governmental and nongovernmental public service providers (as a longer-term strategy).
- Evaluate the CIP regularly to ensure development approvals are consistent with the capacity of existing and planned facilities. The CIP will also ensure that existing facilities are maintained and new facilities are anticipated.

**Strategy 7.3: Expand funding for public facilities and services**

- Amend the Land Development Regulations to update the development exaction regulations and incorporate impact fees as necessary.
- Identify additional, reliable funding sources to finance existing service and facility deficits and maintain current services and facilities.

## Indicators

The community will use the following indicators to monitor achievement of this theme.

Community Facilities, Services, and Infrastructure Indicators	Goal	Review Period
1. Level of Service plans implementation	monitor	5 yr
2. Funding for community facilities, services, and infrastructure	monitor <sup>17</sup>	1 yr

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## Jackson Hole Conservation Alliance comments

<sup>1</sup> This chapter should specifically address fiscal impacts associated with facilities, services and infrastructure. The statement of ideal should include language related to fiscal responsibility. For example, the sentence could be completed with “in a fiscally responsible manner.”

<sup>2</sup> Designation of a timeline for creating a CIP is important, particularly given its potential contribution to refining a Future Land Use Plan. It would be ideal for the agency input regarding existing conditions, challenges and anticipated needs to be available as part of the comprehensive planning process. It has particular relevance to refining the Future Land Use Plan, which is supposed to be the predictable element of the plan to guide future land use decisions.

<sup>3</sup> As in the 1994 Plan, we believe that this chapter should identify existing conditions and challenges related to key community services and infrastructure. **It could be argued that growth (particularly when considering the extensive amount of development already approved and in the pipeline) has already outpaced the ability of local governments to provide certain services.** Additional clarification on how this plan’s policies will ensure that new growth does not outpace local governments’ capacity to provide services, in a fiscally responsible manner, would be helpful.

<sup>4</sup> Similar to the statement of ideal, language regarding fiscal responsibility should be included in the principle’s statement. In the 2008 draft, as well as in the 1994 Plan, there is considerably more focus on the fiscal implications of the issues and policies this chapter addresses. For example, the 2008 draft includes the following language to describe its first principle.... “Provide adequate public facilities and services for current and future residents in a fiscally responsible manner.” This focus should be reinstated. Adequate analysis of the costs of growth (physical expansion) is an important issue for the community. Given that the themes and policies will establish a basis for the land development regulations, it is important that the topic is emphasized in the new comprehensive plan. It is not discussed in any great detail anywhere else in the plan; this chapter is the place for it.

<sup>5</sup> This principle addresses more than the utilities and services listed in the narrative. The narrative should include a more comprehensive description of the topics the policies address, such as arts, education, and weed and pest management.

During the rewrite of this chapter, it would be helpful to distinguish more clearly the different intents of principles 7.1 and 7.3. As they currently read, the statements sound nearly the same. And, the narrative describing the principles doesn’t seem to reflect the policy descriptions within the corresponding sections. For example, principle 7.3’s narrative addresses primarily schools, libraries, arts, etc., but the policies within the section address a broader range of topics, including emergency services. In general, additional clarification between these two principles would be helpful.

<sup>6</sup> The prioritization of creating LOS plans for specific services is confusing. Additional basis and language should be added that explains for example, why the draft ranks LOS plans a higher priority for parks and recreation over schools. Again, particularly given the lack of detail in this section, approximate timelines for the creation of these plans is important. Without them, the plan outlines little accountability in terms of timely commitment to create these plans as part of the CIP.

Language could be added that outlines how and where these agency and service provider plans will be incorporated into the new comprehensive plan, even if it is just an appendix. Also, as the 1994 Plan emphasized, it is very important to consider effective population when considering community facility and services capacity. For example, when agencies create LOS plans, it will be very important to distinguish what capacity (such as peak population) the infrastructure is expected to support. For example, the 1994 Plan clearly stated that the community should not build its transportation infrastructure based on peak demands alone, but should consider other factors as well, such as community character.

<sup>7</sup> See point (2) regarding the need to approximate a timeline for creation of a CIP. Until this is completed, and without the level of detail that exists in our current 1994 plan, will the abbreviated language that is provided in the new chapter be sufficient to provide the basis for our existing and revised land development regulations, particularly development requirements? Will the 1994 Plan chapter on community facilities be an appendix for the new plan, as was suggested for the transportation chapter?

<sup>8</sup> Incorporating language that can provide as much guidance as possible about what constitutes a “fair share” is essential. Adding measurable targets for a “fair share” would help to provide guidance for the land development regulations.

<sup>9</sup> The word “consider” should be removed. The county should update, not “consider updating.” To provide a stronger basis for the land development regulations, the new comprehensive plan should at a minimum mention possible mechanisms and tools to ensure that new development pays its way, such as explicitly calling out exactions and types of impact fees. To do so in the comprehensive plan lends a basis for implementing such actions through the land development regulations. See the existing 1994 Plan for an example.

<sup>10</sup> This sentence is confusing. What is meant by “should not increase the cost of workforce housing provision?” It also seems odd to emphasize that “regulations will be clear and predictable” when this should be an overall goal for all regulations.

<sup>11</sup> More detail regarding ideas of funding sources would be helpful, providing a stronger basis for enacting funding mechanisms in the future.

<sup>12</sup> See point (5) regarding the need to clarify the intent of this principle and associated policies in comparison to 7.1.

<sup>13</sup> It is for exactly this type of reason that it is critical to conduct these types of analyses before adopting a Future Land Use Plan. Doing so without this basic information is not responsible planning. Needs should be evaluated based on existing conditions and projections.

<sup>14</sup> The intent to require concurrent review of impacts on facility and service demands should be more clear. For example, the 2008 draft included a separate policy “Ensure concurrent Utilities and Facilities.” Whether or not this concurrent review is timely is also determined by the estimated

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timeframe for creating a CIP and implementing it. We recommend adding the concept of concurrent review as an independent policy, as suggested in the 2008 draft.

<sup>15</sup> This policy needs to be reworked. The reference to “satellite facilities” needs to be clarified, particularly with regard to specific types of “key services.” “Nodes” should be replaced by “existing communities.”

<sup>16</sup> As in other themes, it is important to remember that our community is not starting from scratch with regard to local planning. Our existing 1994 Plan was a result of a lot of work, and can still provide a stronger foundation than it appears to have done so for the rewritten April 2009 draft. The difference in level of detail between our existing plan’s chapter on community facilities and this new chapter is significant. **It would be helpful to clarify why and make sure that there are no unintended consequences of so significantly replacing the existing 1994 Plan.**

Also, in terms of future strategies, it is important to not lose sight of a comprehensive understanding of how the community prioritizes different amenities and services. For example, we need to make sure public preferences and priorities like wildlife protection and scenic vistas preservation are factored into budgeting and decisionmaking in a meaningful way. Much of what is in this section will guide how public funding is utilized. To have no mention of open space protection or other wildlife-related goals is a concern. The way in which public funds are spent should reflect not only the safety, health and welfare of constituents, but also their highest priorities and preferences. Local government expenditures should of course reflect these priorities, which include habitat protection.

Thinking ahead, we believe that this plan should think outside of the box, and not only characterize community amenities as built infrastructure. “Green infrastructure” is a planning term that refers to an “interconnected network of green space that conserves natural ecosystem values and functions and provides associated benefits to human populations. [It] looks at conservation values in concert with land development, growth management, and built infrastructure planning.” In terms of planning for future community services, forms of green infrastructure should also be given consideration in the new plan.

<sup>17</sup> As in other themes, monitoring should not be a goal in and of itself. Therefore, these indicators need significant work. A statement should be added that indicators will be identified with the help of the different agencies as the LOS plans are drafted. Through time, projections for anticipated facility and service needs will need to be checked against actual demands.

**Public Comment**

**4/13/09 – 3/12/10**

**Theme 6: Develop a Multi-Modal Transportation Strategy**



Topic	Comment	Author	Date
08 Develop a Multi-Modal Transportation Strategy (Theme 6)	<p>When reading the overview and executive summary, I noticed a few planning priorities that do not seem to be adequately addressed. The following are my thoughts on the issues of workforce housing, wildlife conservation, and transportation:</p> <p>1) I believe that I read at the very beginning of the overview that protection of wildlife habitat and provision of migration routes through human inhabited areas was the topmost consideration and the PRIMARY parameter for design of the land use plan. As I read further, I did not get the sense that this was still the number one consideration. However, I have not yet read the nuts and bolts.</p> <p>2) The need for Workforce (ie: affordable) housing and Transportation (ie: growing congestion) issues seemed to be linked as a major cause/effect relationship in the executive summary. I believe that this premise is way off the mark! My view is this: It is obvious that this local economy is SEASONAL and is based almost entirely on TOURISM. I would assign an uneducated estimate of the impact of workforce on traffic congestion at 10% and tourist congestion at 90% during the "tourist seasons". To me, the logical approach to solving the North Cache--West Broadway traffic dilemma is to provide additional parking and pedestrian crossing solutions!!!!</p> <p>We already have 2 public parking lots in this area but it is not enough and the problem will continue to worsen. I propose to construct multi-level parking structures at these 2 locations and possibly at a 3rd location farther north. Additionally I would add crossing lights or construct several aerial crosswalks at the most congested/dangerous downtown locations. This may not be in keeping with the authentic Western look, and they may be little used during a portion of the year, but it is the peak season that defines the need. If the congestion issue is to be effectively addressed, then parking and pedestrian crossing MUST be addressed!</p> <p>3) Another problem I see is commercial truck deliveries to downtown businesses during peak hours. This causes major traffic tie-ups and delays. This is a difficult problem to address because many businesses are only open to receive deliveries during these hours. I think we need additional Loading Only--No Parking zones downtown, or at least instituting time-sharing of parking and loading zones. Ticketing of delivery trucks is not the answer, but allocating loading zones with time slots for deliveries will help. Try to get deliveries on a schedule! (ex: 06:00-10:00 and 16:00-18:00 hours)</p> <p>4) There is no room to add extra traffic lanes downtown, so providing small shuttles or carts for seniors and the handicapped could help alleviate some congestion during the high-traffic tourist seasons.</p> <p>5) Partnering with the National Parks toward the goal of reducing camping within the parks and increasing guided tours from the greater areas could help reduce ecological impact from traffic and increase economic benefits to local tourism businesses. Denali National Park has been using this system for years, refer to that as a model.</p>	Marko Marino	11/14/2009 17:47
08 Develop a Multi-Modal Transportation Strategy (Theme 6)	<p>Please see my specific comments on the inadequacy of Appendix K: Transportation. That Appendix should support the Potential Projects listing and discussion on page 64, but since it fails to do so, I find that projects section inadequate.</p>	Peter Lang	6/13/09 17:19
08 Develop a Multi-Modal Transportation Strategy (Theme 6)	<p>Is there a way to help encourage a lower community carbon footprint by establishing an incentive to buy hybrid/electric/fuel cell vehicles? It would be terrific if you could come up with something along those lines.</p> <p>You do mention that increased traffic will inevitably cause an increased number of wild-life vehicle conflicts. Already the Teton Village Road has a very large number of such conflicts with the present level of traffic. The planned increase in development will obviously cause greatly increased traffic and thus, of course, game deaths. However, there is no specific strategy to decrease this eventuality. You do propose wildlife over pass on highway 22. You should also plan for some on Highway 390 in addition to whatever redesign is done.</p> <p>I maintain that the most important way to control highway game deaths would be to reduce the amount of development planned.</p> <p>After all the community did come out in favor of preservation of wildlife migration corridors over widening the roads.</p>	Carol Wauters	5/19/09 14:30
08 Develop a Multi-Modal Transportation Strategy (Theme 6)	<p>Policy 6.1.d: Add: In addition, to truly interconnect ALL modes of transportation providing public transit to the Jackson Hole Airport and Moose should be considered.</p>	EEAB LAUT	5/19/09 0:00

Topic	Comment	Author	Date
08 Develop a Multi-Modal Transportation Strategy (Theme 6)	<p>The following statement in the transportation strategy chapter is COMPLETELY unsubstantiated, unfounded, and altogether incorrect. This statement should be removed. The other corridors were NOT analyzed as a part of this study. The plan currently stated:</p> <p>"Other projects were analyzed as well, but were determined to have minimal system benefit. A north crossing of the Snake River and the paving of Spring Gulch Road would decrease traffic at one congestion point, but increase traffic a similar amount at another congestion point. In the case of the north crossing, traffic would decrease at the "Y" but increase at Town Square. Paving of Spring Gulch Road would decrease traffic in Town but increase traffic at the "Y". Both of these projects have land use, wildlife, and natural and scenic resource impacts that are greater than the transportation benefits they provide. Neither is recommended at this time."</p> <p>If these corridors were studied- I want to know when, where, and by whom? How were the corridors modeled? What were the daily and hourly volumes used? Or was this simply a discussion between the contributors? This is wrong to promote this statement in the way it is currently phrased. I think the plan should state the truth not something fabricated (intentionally or not).</p> <p>Transportation deserves more attention than a subchapter promoting transit, carpools and bike lanes. This is a planning document, and should be handled as such. There are corridors to study and they should be fully explored and analyzed for future development. I agree with the short-term strategies (public transit, bikes, and carpools) however these are the no-brainers. The plan should study the impacts and promote a system that is well integrated and forward thinking. The statement from the plan (above) is short-sighted and naive to the changes that we may witness in the lifetime of the plan.</p> <p>It's a chicken and the egg thing.... which came first- appropriate land uses or logical transportation patterns?</p> <p>I am very displeased that Transportation is not being more fully addressed in this document. Separating the two issues diminishes the impact that one has on the other and the significance of their innate and intrinsic connection.</p>	Holly Pratt	5/18/09 16:56
08 Develop a Multi-Modal Transportation Strategy (Theme 6)	<p>Prin. 6.2: While terrific in lofty concept, we live in a rural community. In order to use the Start Bus, I would drive 8 miles to Stilson; wait for a bus to town; wait for a transfer bus in town, possibly; wait for a second or third transfer bus for additional errands requiring greater storage than a bike could handle, or assuming bad weather; reverse the process to go home. CRAZY! In a CITY, buses run every 10 minutes and have a web of patterns to choose from. We are not there. We are too rural. The only way to reduce single car use will be increased fuel prices. The county currently only provides two parking areas for car drops/start pick ups. Where are the rest going to be put?</p> <p>Potential Projects:</p> <p>Yes to Tribal Trails Connection. Should have been done 15 years ago.</p> <p>Yes to upgrading Snow King Av.</p> <p>Yes to a redesign of Hwy 390, and at the least an additional stop light between the Westside Store and the Village to create a traffic flow.</p> <p>Yes to transit between Jackson and the Airport, with service using a town parking dropoff.</p>	Liza Hoke	5/15/09 17:23
08 Develop a Multi-Modal Transportation Strategy (Theme 6)	<p>It is great to acknowledge that road widening is not what the community wants, and not what is the best for the wildlife and natural resources. But, the solutions that are offered are essentially to keep the LOS on roads low, increase bus ridership from the nodes (yet there is no analysis of realistic ridership expectations), and get people onto their bikes and into their walking shoes. Changing the habits of valley residents is a lofty yet honorable goal, but cannot be the only thing that is relied upon to reduce traffic and limit the need for road expansions. In January, when you live in the Aspens and need something from the hardware store, or to pick up your mail, or to go to work, your first thought would be to get into your car and drive to town. Right now, there are busses from the Aspens to Town. If you add any number of people to that Aspen community, perhaps your bus ridership will increase (due to the net increase of people living there), but so will the number of people getting into their cars. The only way to reduce congestion on the roads is to reduce the number of people living out there that need to use the roads. This sort of analysis of the impacts of the amount and rate of growth in the nodes on all of the themes/chapters is critically important, and noticeably absent. An example of the interconnectedness that the Plan needs to acknowledge: Busses, on cold winter nights, idle all night, outside. Building a START bus storage facility, as is one of the strategies in this chapter, would also help to alleviate our resource use and fossil fuel emissions, as per Theme 1, particularly if the START system is slated to expand. This connection needs to be acknowledged.</p>	Becky	5/15/09 16:59
08 Develop a Multi-Modal Transportation Strategy (Theme 6)	<p>The only additional issue that will need to be addressed as part of the Tribal Trails connector is its impact on South Park Loop--which potentially could destroy what makes the loop interesting--all the alder and cottonwood trees. Achieving this theme's goal will be the most difficult task at hand.</p>	Diane Hazen	5/15/09 15:55
08 Develop a Multi-Modal Transportation Strategy (Theme 6)	<p>To discourage vehicle use, Level D will be an acceptable LOS. This has not worked in any other community. Why do we think it will work here?</p> <p>-Other communities have struggled to reduce single vehicle trips by 1-2 percent. Why is our Plan based on reducing trips by 10 percent?</p> <p>-Policy 6.3.e seems to be in conflict with 6.2.d. Maximizing interconnection and redundancy will not discourage single vehicle use.</p> <p>-In complete agreement with 6.3.d. We need to provide wildlife crossings. The first step is to identify key areas and start evaluating options.</p> <p><b>-If we cannot reach transportation goals, development should be slowed down until we reach them. Our current traffic growth rate of 2 % is unacceptable.</b></p> <p>-Per capita miles traveled are not a good metric. Better to examine total vehicle miles driven, since it is the driver for wider roads and the need for redundant roads.</p>	Save Historic Jackson Hole	5/15/09 12:27

Topic	Comment	Author	Date
08 Develop a Multi-Modal Transportation Strategy (Theme 6)	The transportation section is so idealistic and absolutely impossible to achieve. We live in a rural area which is 6 months under snow. I think the bike paths are a wonderful addition to our community but certainly not an option or alternative to car transportation. If any future development is planned and achieved in the "nodes", the development should not be approved until the road system can handle the additional number of people using that road. To consider allowing dense development without having a reasonable road plan involved is very irresponsible planning.	Becky Frisbie	5/15/09 8:49
08 Develop a Multi-Modal Transportation Strategy (Theme 6)	I'm very enthusiastic about some of the proposals in this section, probably because they seem like tangible solutions that can have a measurable impact, and they require not only creativity, planning and coordination by agencies, but a demonstrated commitment on the part of all residents.	Karen Jerger	5/15/09 3:07
08 Develop a Multi-Modal Transportation Strategy (Theme 6)	Hwy 390: the draft plan contemplates the redesign of Hwy 390. At our neighborhood meeting on May 5th, Jeff Daugherty suggested that new development along 390 would have to be found to have a neutral impact on 390. This needs to be stated specifically within the comp plan. There is no guidance on how traffic impacts on congested roads are to be measured or judged, especially if such roads are slated for "redesign". When would the "redesign" be contemplated in a development approval, and when would it not? We need a Start Bus system that is free. It could be paid for via a gas tax in Teton County. We need free or low cost Start Bus access from the airport to town and to Teton Village. Most advanced societies in the rest of the world have attractive public transportation from city centres to their airports. The cost of cab fare for a family from the airport to Teton Village virtually guarantees they will rent a car. The experience of being a passenger in a local cab ensures that a family will rent a car on their next trip. There is no safe way to walk in many parts of our community during the winter. If a friend or neighbor sees you attempting to walk in many parts of the community in the winter, they are likely to think you are crazy and offer a ride. We need sidewalks/bikepaths that are clear of snow for pedestrian access throughout our community.	Cathy Kehr	5/14/09 14:45
08 Develop a Multi-Modal Transportation Strategy (Theme 6)	I am a resident in Cottonwood-Rangeview. I have lived in my home for 18 years and I have seen a lot of changes to the area. I know it is inevitable that the Porter Estate is to be developed. What I would like to be better informed on is the "planned" traffic routes (High School Road, South Park Loop & Hwy). I would like to be assured that in the plans; the "planned" routes will not encourage traffic to come though the Cottonwood-Rangeview streets during traffic jams. I know that I would hop skip through this area if I was delay in traffic, so what's in the plans?	Marilyn Ednie	5/14/09 0:00
08 Develop a Multi-Modal Transportation Strategy (Theme 6)	We MUST encourage fewer vehicle trips and provide safe and well designed corridors for pedestrians and bikers. The bus routes need to make sense for users and serve more areas. Neighborhoods within developed areas must have sidewalks or safe areas for kids and adults to walk and bike.	Robin McGee	5/12/09 11:57
08 Develop a Multi-Modal Transportation Strategy (Theme 6)	Theme 6 of the Comprehensive Plan addresses the transportation issue in Teton County, stating that ideally, any strategy adopted would reduce resident and visitor reliance on single-occupancy vehicles while still allowing safe, efficient, and economic travel. Repeatedly, the notion of bicycle and transit use in the Town of Jackson and in and between county nodes is suggested as a means to alleviate local traffic. We certainly agree that mass transit is desirable, but dependence on bicycle use anywhere outside of the Town itself is unrealistic. More importantly, we believe that Teton County planners should develop a working relationship with WYDOT to increase the viability of alternate modes of transportation within the Town of Jackson as well as in/among other county locales, not simply investigating internodal transit. As new, but passionately involved members of the Wilson and Jackson/Teton County communities we wish to express our hope that planners, administrators, and elected officials read closely the Comprehensive Plan before adopting it as the absolute paradigm for future development in this region. The Plan is a work of art and its intricate detail is staggering. Unfortunately, it appears that a number of the Plan's expectations have not yet been met: updated mapping of wildlife habitats and migration corridors; updated zoning maps and amended base development right regulations; coordination between Jackson/Teton County planners and WYDOT; determination of congruence between stated plans and local character. Surging forward to adopt this Jackson/Teton County Comprehensive Plan without careful consideration of these and other issues significant to the residents of the varied parts of this community can only be detrimental to all concerned in the long run.	Vicki L. Rosenberg	5/11/09 23:18
08 Develop a Multi-Modal Transportation Strategy (Theme 6)	With great respect for the work done to move the community forward with a land use plan to guide us into the future I'd like to share a few comments and concerns: - Where is the pressure coming from to grow to the degree this plan proposes when the predetermined priority for it was preservation of wildlife and conservation? - The Resor property development was a concern because our roads and transportation alternatives are so limited. Safety in the event of a natural disaster is compromised by the infrastructure of Westbank roads and the aging Snake River bridge. We know how slowly WYDOT works and adding enormous traffic loads to already busy highways seems irresponsible. Not to mention the impact on wildlife...the top priority of the new plan. -The risk of looking like "anywhere resort USA." Just because some of our resort counterparts have overdeveloped with limited road accessibility doesn't make it right. i.e. Sun Valley -Reconsider the importance of a "node.". They are not equal, as presented in the plan, and shouldn't be treated as such. Stop and go, bumper to bumper traffic on Hwy 22 during July and August are a reality we already live with. Let's not make it worse, please.	Erin Dann	5/11/09 0:00

Topic	Comment	Author	Date
08 Develop a Multi-Modal Transportation Strategy (Theme 6)	<p>As part of the Transportation plan, there has been significant work done to promote safe, accessible, interconnected system. However, the community at large continues to stymie the plan's progress, and this will negatively impact any comprehensive plan.</p> <p>If the plan is to succeed in Teton County, one of the 3 following options MUST be adopted:</p> <ol style="list-style-type: none"> <li>1. Widen Hwy 390</li> <li>2. Build the north loop road to create alternative road access across the Snake River. This is important for safety as well as vehicle congestion in and through Jackson.</li> <li>3. Following the example of Sun Valley and Steamboat, create a free bus system for all riders. These progressive communities reached over 1 million riders 10 years ago, and are still going strong!</li> </ol> <p>Thank You.</p>	Pam Foyster	5/5/09 17:30
08 Develop a Multi-Modal Transportation Strategy (Theme 6)	<p>I have talked to people living on Gregory Lane....they call themselves the "forgotten ones" as the live on Gregory Lane and winter like summer there is heavy traffic on this little curvy road. A lot of times you have heavy trucks rolling down that road. No sidewalk or bike paths on Gregory Lane so people have to walk on the road with their kids...I heard it is especially dangerous in the winter with the high snow banks. People living there (hispanics, european students and many more) are our workforce... So how can there be a consideration of building 1500 homes in the South Park node....a lot of people use Gregory Lane... (which is totally unsafe) to go to the ballpark and the commercial stores and offices... more houses would mean more traffic..we have reached already our traffic capacity.... and more traffic means building new roads, widening them etc... all affects wildlife corridors and outbuild of town...of areas where is no space to ad on.... We have exiting buildings which are not occupied or could be rebuilt to more efficient housing...why not start there before adding on houses which may end up empty in this economy but looking at history of town affordable housing ended always up as not affordable (Rafter J , Melody Ranch) Thank you for all your hard work...this is such an extensive plan and really hard to understand everything, so I can only put down my thoughts and experiences I get with talking friends and coworkers.</p>	Sonja Boehne	4/30/09 0:00
08 Develop a Multi-Modal Transportation Strategy (Theme 6)	<p>After being on a lot of meetings regarding the comprehensive plan...I have a question regarding public transport. Living in South Park I have always wondered why is there no START buses coming down to Rafter J and Melody Ranch. I have lived here since 1998 and haven't seen any changes in this. Our traffic issues are growing and I am sure you are spending quite some time on this issue... I made a call to START bus a couple of weeks ago and asked if there is any talk about public transportation to South Park. They said no and it is not even on their agenda in near future? How can that be...!!!! They have done a great job on the transportation to Star Valley and over to Idaho ...and it works great... Everyday I drive my car from South Park to the hospital, were I work. 70% of the drivers drive way to fast into town and follow each other to close...and so on and on....most are probably running late and are not concentration on the traffic... So why cant we get more people of the road?...for this little town we have reached our traffic capacity already a while ago. I would love to drive the bus to work..save gas., less.stress...and less cars on the road.... I think enough people live in South Park (incl. Rafter J and Cottonwood) to make this service available.</p> <p>So the comp. plan talks about it but I don't see or hear any really solution about traffic. It is all nicely printed but in reality we are going another way.. We also need more walk and bike paths/walkways in town. I rode my bike for two years in the summer to work and know how you go from bike path to road a lot of times in town...that should be priority and not the bike path in Teton National Park for recreation. Priorities!!!! On the comp. plan meeting in South Park , Jeff Daugherty said we owe our workforce to be housed in Jackson....So the 1.500 homes , which could be build in the South Park node should solve our workforce housing problem... Hey in a lot of cities you have to commute to work...we cant build up town just because it is so great here and everyone wants to live here (at a point there is just so much you can build and accommodate) Again it comes back to traffic congestion, more services build out..... These are just some thoughts which I have been discussing with my friends...and even they don't always show up at the comprehensive plan meetings , they are also very concerned and hope that our county commissioners will represent the people of Jackson....</p> <p>Thank you for your attention</p>	Sonja Boehne	4/28/09 0:00
08 Develop a Multi-Modal Transportation Strategy (Theme 6)	<p>Read through the principles....</p> <p>I called Start Bus a couple of weeks ago and asked if the is in the near future a plan to get public buses to Rafter J and Melody Ranch to help decrease traffic coming into town... START officials said there is not even talk about this in the near future...</p> <p>How can this get implemented into the comp plan:</p> <p>we need to have public bus service to south of town asap...</p> <p>with the wording right now...everything seems like open and they probably wont be much done...</p> <p>Guess this is a comment for the county commissioners...</p> <p>Would just be nice to have the comp plan more direct in their language...direct solutions named...</p>	Sonja Boehne	4/27/09 15:02
08 Develop a Multi-Modal Transportation Strategy (Theme 6)	<p>This was addressed by the TAAF group several years ago over here in Pierre's Hole. Lofty ideals, but not practactal with sparse population. I personally believe the automobile as a primary means of transportation will be with us for some time to come. Public transportation will work in densely populated areas, but not in the foreseeable future outside of Jackson. Thus roads will unfortunatly be a major problem for years to come. Tourist travel to and from Jackson mostly by automobile as many have itenaries to include other attractions such as the Black Hills, Big Horns, Glacier, etc. Aviation is already discouraged by policies of the Jackson Hole Airport Board by the untillization of noise restrictions, curfews, and landing fees exorbitant fuel prices, all of which tend to discourage use by many aviation families. Thus the rapid growth of the Driggs Airport. Again a lofty idea but not practicable in general with present cultural changes of an automobile reliant society.</p>	Ken Koster	4/24/09 16:24

Topic	Comment	Author	Date
08 Develop a Multi-Modal Transportation Strategy (Theme 6)	<p>A north bridge is required and should be part of the plan.</p> <p>Jorgensen Engineering did a traffic study about 15 years ago and it was determined a north bridge was required. I dispute the finding that a north bridge will increase traffic on the town square. With all of the development north of town, approved development at Teton Village and the airport being where it is extremely difficult to see traffic being increased on the town square.</p> <p>Providing for additional growth and hoping enough people walk, bike, take the bus and carpool is irresponsible. Traffic is bad enough today, what about 20 years from now?</p>	Bob Nigro	4/23/09 13:03



**ROBERT BERNSTEIN, P.E.**  
Consulting Transportation Engineer/Planner

December 28, 2009

**TO:** Armond Aciri, Save Historic Jackson Hole

**SUBJECT:** Teton County WY Transportation Plan: Work Scope for Necessary Elements

In a memo I prepared last spring, I listed the elements the Teton County Comprehensive Plan Transportation Element must incorporate in order to effectively address the transportation planning concerns and needs expressed by Save Historic Jackson Hole; i.e., to identify and meet the transportation system access and capacity needs of the growth envisioned by the County Comprehensive Plan, and to provide a clear and rational basis for evaluating individual development proposals. In order to better clarify the necessary elements, I have prepared the following suggested Scope of Work for the additional work necessary to complete those elements. Because we believe that the Draft Plan prepared by the County adequately addresses transit and TDM (transportation demand management) needs, the additional work described below focuses exclusively road needs and traffic impacts.

## **PURPOSE**

In Teton County's rapid growth environment, the County Comprehensive Plan Transportation Element must meet two primary objectives related to road needs and traffic impacts:

- (1) The Plan must identify and define the road system needed to adequately support the land uses, population, and employment included in the Comprehensive Plan; and
- (2) The Plan must provide the plans and standards necessary to effectively guide development in general, and to evaluate and condition individual development proposals in particular.

The purpose of the tasks outlined below is to provide the information necessary to meet these road- and traffic-related needs.

## **TASK 1. PREPARE ANALYSIS OF PROPOSED COMP PLAN GROWTH SCENARIO**

Prepare a complete traffic analysis of the Comprehensive Plan preferred land use scenario in each of the various County growth areas in order to provide the information needed to (1) specify the road network/traffic control improvements and expansions needed to serve the level of development anticipated in the 20-year planning horizon, and (2) refine County LOS and traffic volume standards.

**Task 1.1.** Prepare daily and peak hour traffic forecasts for the proposed Comp Plan growth scenario. (This could be done either by running the WYDOT model for this scenario or by manually adjusting model outputs prepared previously for other scenarios.)

**Task 1.2.** Analyze and evaluate capacity adequacy of all roadway segments and intersections; identify deficiencies.

**Task 1.3.** Analyze and evaluate traffic safety for existing and future conditions.

## **TASK 2. IDENTIFY ROAD NETWORK IMPROVEMENTS**

Identify the new roadways, capacity improvements, and safety improvements needed to:

- (1) meet the LOS and volume standards under the traffic loadings generated by the proposed Comp Plan growth scenario; and
- (2) provide safe and convenient access to all developed and developing areas of the County.

**Task 2.1.** Identify and evaluate new regional/arterial road links; e.g., Tribal Trails Connector. (This analysis has been completed using the traffic forecasts prepared for an initial ‘example’ growth scenario; rather than redoing the entire analysis, the previously-completed analysis results and conclusions should simply be revised and reviewed based on the traffic forecasts for the proposed Comp Plan growth scenario. [Task 1.1.]

**Task 2.2.** Identify and evaluate the arterial capacity and safety improvements needed to address the identified existing and future deficiencies (roadway widenings, intersection improvements, etc).

**Task 2.3.** Lay out a complete arterial/collector network to serve growth areas where the existing rural road network has neither the capacity nor the coverage to provide access to new development and accommodate the traffic generated by the urban/suburban development envisioned by the Comp Plan.

**Task 2.4.** In cooperation with WYDOT, identify the State Highway intersection/interchange improvements and new connections needed to accommodate the traffic to be generated by Comp Plan growth.

## **TASK 3. REVISE AND REFINE COUNTY ROAD AND TRAFFIC STANDARDS**

Evaluate the County’s current Functional Classification Plan, street design standards, and Level of Service (LOS) standards, and propose revisions and refinements that will help provide (1) more effective guidance for the development of a complete road network in the suburbanizing areas of the County, and (2) a clear basis for fair and efficient review of individual development applications.

**Task 3.1.** Review and evaluate the Functional Classification Plans, street design standards, and LOS standards of other counties that have addressed growth and development issues.

**Task 3.2.** Refine/expand the County’s Functional Classification Plan and street design standards:

- Expand the number of classifications
- Refine/expand the definitions and standards for each classification for all roadway and network elements, including but not limited to type of traffic (local, through),

roadway width, number of lanes, on-street parking bicycle and pedestrian facilities, access management, connectivity, and arterial/collector spacing.

**Task 3.3.** Revise/refine the County's LOS standards as they apply to system-level analysis and development review:

- System-level analysis: Revise/refine the LOS standards used to evaluate the ability of the County road network to safely and conveniently serve anticipated traffic volumes, and to identify necessary road and traffic control improvements and expansions
- Development review: Revise/refine the LOS standards used to evaluate the impacts of individual development proposals and identify necessary mitigation measures

**Task 3.4.** Revise/refine the County's development review traffic analysis requirements to ensure consistency between the methodologies used to estimate trip generation for development review and forecast traffic for the system planning element of the Comp Plan Transportation Element.

## Alex Norton

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**Subject:** Transportation Policy Based on the Most Complete Information

**From:** Rich Bloom

**Sent:** Tuesday, November 17, 2009 2:35 PM

November 17, 2009

Teton County Commissioners:

I wanted to thank you for agreeing to fully fund the additional review and analysis by Fehr & Peers, the transportation consultant for the Comprehensive Plan rewrite. I assume that you will also be formally inviting Rob Bernstein, P.E. to offer clarifications of his submitted analysis and recommendations for the enhancement of the transportation work to date - with his costs I believe covered by Save Historic Jackson Hole (SHJH).

As I unfortunately missed both the Town and County meetings - from the staff report my understanding is there are to be two work sessions - the first in the morning would be in the form of a work session with the Transportation Advisory Committee (TAC). The second would be the same afternoon as a public briefing of the joint Planning Commissions and Elected Officials.

The meeting of the Transportation Advisory Committee (TAC) will now allow Fehr & Peers to present and discuss with the TAC their technical analysis and recommendations on Theme 6. This work session would also give the consultant retained by Save Historic Jackson Hole an opportunity to comment on concerns raised by SHJH about the technical analysis and content of Theme 6.

My understanding is the second meeting would allow Fehr & Peers to present to the joint Planning Commission, Elected Officials and the public the work completed to date, proposed recommendations and possible revisions based upon the morning meeting. Most importantly, this meeting will now provide an opportunity to engage Fehr & Peers in a discussion and question and answer period to begin the community's discussion of the transportation portion of the plan. Likewise I trust you will give Rob Bernstein, P.E. - the consultant retained by Save Historic Jackson Hole - an opportunity at this second session to comment on concerns raised by SHJH about the technical analysis and content of Theme 6.

In closing I felt you once again exhibited vision today when you agreed additional information needs to be gathered on the limited traffic analysis completed to date - and it is the responsibility of government to fund that work. I understand that Save Historic Jackson Hole offered to pay the full costs of the County traffic consultant if this remained a barrier. All of our conservation and neighborhood public interest groups I believe want you - the decision makers - to have the best information available to make the difficult policy decisions you must make. SHJH clearly "put their money where their position was" this morning.

You already know my strong opinion that the best policy decisions are always based on the best and most complete information available. The costs of not doing so is inevitably much larger than the front-end cost in collecting the information in the first place. I only wish the Jackson Town Council would have affirmed the same decision last night and shared this cost with the County.

Respectfully - Rich Bloom  
South Park Neighbors

P.S. For transparency I am neither on the board, or a member, of SHJH but collaborate openly with them on a variety of issues. Their work on this issue is commendable.

## Alex Norton

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**Subject:** traffic consultant

**From:** [Elise Prayzich](#)

**Sent:** Thursday, November 12, 2009 11:39 AM

Greetings,

I would respectfully request that you allow time at an up-coming meeting to permit Save Historic Jackson Hole's consultant, Rob Bernstein, to comment on the Traffic element of the Comp Plan. This will be an extension of your consultant's work, and not criticism of it.

Likewise, if you feel that you need Carlos Hernandez to be present during that presentation, I believe SHJH has offered to help defray that cost to the Town and County.

Traffic is such an important element to the Comp Plan's success in keeping our Valley an attractive place to live, we hope all expert voices are allowed - and facilitated - to be heard!

Thank you.

Elise Prayzich

**Alex Norton**

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**Subject:** Transportation Discussion with the Joint P&Z C

**From:** Armond Acri

**Date:** October 2, 2009 9:40:06 AM MDT

Save Historic Jackson Hole requests that the Town Council and County Commissioners authorize Staff to bring in the outside consultant used for the Transportation Theme for discussions with the Joint Planning and Zoning Commissions. A proposal was made by staff at the last JIM that Carlos Hernandez be brought in to meet with Joint Planning and Zoning Commissions. We feel there is great value in having Mr. Hernandez meet to answer their questions and discuss issues. We also would like to have Robert Bernstein P.E. a traffic consultant retained by Save Historic Jackson Hole participate in the discussions. Mr. Bernstein has submitted comments for us that detail the concerns we have about the traffic component of the Comprehensive Plan. Traffic is an important issue that is connected to other themes. There were several questions on traffic raised at last nights Joint Meeting. We feel the most effective way to address the concerns and answer the questions is to get all parties involved at a meeting. We hope you will approve the request to bring Mr. Hernandez to Jackson for meetings.

Armond Acri  
Executive Director  
Save Historic Jackson Hole  
733-4392

## Alex Norton

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**Subject:** Round About at the Y

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**From:** Linda Aurelio

**Sent:** Sunday, July 26, 2009 11:24 AM

Dear Commissioners and Planning ,

As the Comp Plan begins the challenge of a joint review/ rewrite process, my concerns over Theme six Transportation issues remain in the forefront. The redesign of the "Y intersection" as the primary concern for future traffic planning for Jackson is imperative. Please take a look at the article attachment below on the benefits that a round about design would offer our community. This "gateway" approach could save millions of dollars in unnecessary new road build out and provide a safer, greener solution to many of our traffic backups. This concept could be continued at both the 22/390 Moose -Wilson Road and the Spring Gulch light to allow greater vehicle throughput and reduce traffic accidents overall on Highway 22.

My colleagues and I have had conversations directly with WyDot District Engineers in Rock Springs, as well as Governor Fruedenthal regarding the Y round about concept. All are favorable to the idea, and are looking for support and cooperation from our town elects to put this back on the priority list of road projects.

As you consider Theme six alternatives for transportation improvements, Highway 22 upgrades, and funding sources, a priority placement of the redesign at the Y could prove to be the most prudent improvement we could make for the community.

I believe the town would rally behind this process, and I have ideas how to make this a "community effort" project. We need to bring the town back together more than ever before, and this could be the catalyst.

Thank you,  
Linda Aurelio

<http://www.slate.com/id/2223035/>

# Slate

TRANSPORT

## Don't Be So Square

Why American drivers should learn to love the roundabout.

By Tom Vanderbilt

Posted Monday, July 20, 2009, at 6:54 AM ET

Here is a narrative that has been playing out over the last several years in any number of American towns: Traffic engineers notice that a particular intersection has a crash problem or is moving traffic inefficiently.

After a period of study, the engineers propose a roundabout. The engineers, armed with drawings and PowerPoint slides, visit a community meeting. They try to explain the benefits of their proposed design in clear language, though they may occasionally drop phrases like *entry path overlap* or *inscribed circle diameter*. Townspeople raise concerns. Roundabouts are not safe, they say. They are confusing. They are bad for pedestrians. They will hurt local businesses. They are more expensive than traditional solutions. The local newspaper reports this, adding some man-in-the-street comments from "area drivers," who profess not to like roundabouts, even making dark references to "circles of death." Then, the roundabout is built, the safety record improves, traffic congestion doesn't seem any worse than before, and the complaints begin to fade faster than white thermoplastic lane markings in the heat of summer.

According to best estimates, the United States is now home to about 2,000 "modern roundabouts"—more on that phrase in a moment—most of which were built in the last decade. As engineer Ken Sides noted in the *ITE Journal*, however, in 2008 Australia built its 8,000<sup>th</sup> roundabout; by Sides' calculation, the United States would need to build roughly 148,519 *more* roundabouts to match the Australian rate per capita. Interestingly, Australia—a country whose traffic landscape is rather similar to ours—has, since 1980, cut its traffic-fatality rate to nearly half the U.S. figure. The rise of roundabouts has no doubt played some part.

Why are Americans so suspicious of roundabouts? The simplest answer is that we have grown used to (and feel comfortable with) binary, on-off traffic control. We suspect such signals are more efficient than the "fuzzy logic" that seems to govern roundabouts. Roundabouts require drivers to make their own decisions and assess others' actions, rather than relying on third-party signals.

But psychology offers a few interesting clues as well. Mentioning roundabouts seems to invoke some form of the famous "availability bias," which leads people make judgments based on the memories that can be brought most easily to mind. And so, the American who may have driven as a tourist in France or Greece a number of years back will shudder with recognition, associating the roundabout with terror and near misses. But motorists with such memories often fail to consider that they were driving as tourists in unfamiliar climes, perhaps only for a few days. Roundabouts, like the language, the signage, the food, and just about everything else, were strange and novel, and so the tourist driver, already probably feeling a bit wiggled out—for a roundabout in Italy is



filled with Italian drivers—felt a heightened level of stress and thereafter consigned the roundabout to the dustbin of terrible ideas—or things that might be good for Europe (like socialized medicine) but don't translate.

Another problem is that the word *roundabout* brings up for many people an image of an old "traffic circle" or, in the Northeast, a "rotary" intersection. But these are not necessarily roundabouts, just as the Arc de Triomphe is not a roundabout, nor is New York City's Columbus Circle (which, for the record, is acknowledged as the world's first "rotary system" intersection).

The two are fundamentally different beasts. You are in a modern roundabout if it is the entering driver who must yield to traffic already circling. You are *not* in a modern roundabout if you are expected to yield to entering drivers or if you encounter traffic lights or stop signs. Size is another easy distinguishing mark. The [old traffic circles were huge](#), and actually required drivers to make fairly significant detours around a vast central area—typically just an expanse of desultorily tended grass. Roundabouts are typically half the size; some, like one in Kingston, N.Y., were built inside the infields of existing traffic circles. Rather than simple lawns, their centers may contain statues, beds of flowers, or [any number of visual elements](#). Velocity is another telltale identification mark. The older traffic circles are often marked by high "entry speeds"—drivers come blazing in on long arcing curves and must then merge, highway-style. In the tighter spaces of the modern roundabout, the entrances and exits are "flared" with "splitter islands" that "deflect" incoming traffic.

This confusion is likely to last as long as these older circles are still in the landscape. But as modern roundabouts begin to appear with increasing frequency, here are a few reasons to be cheerful, which I have arranged in the easy-to-remember acronym STEP:

**Safety.** Intersections are perhaps the single most dangerous environment in traffic. According to the Federal Highway Administration, more than one-fifth of all traffic fatalities happen at intersections. If you think the problem is a lack of signals, think again. Reports FHWA: "Only 10% of all intersections are signalized, but nearly 30% (2,744) of intersection fatalities occurred at signalized intersections."

Roundabouts [are safer than traditional intersections](#) for a simple reason: By dint of geometry and traffic rules, they reduce the number of places where one vehicle can strike another by a factor of four. They also eliminate the left turn against oncoming traffic—itsself one of the main reasons for intersection danger—as well as the prospect of vehicles running a red light or speeding up as they approach an intersection to "beat the light." The fact that roundabouts may "feel" more dangerous to the average driver is a good thing: It increases vigilance. It's unlikely the average driver killed or severely injured in a high-speed "T-bone" crash as they drove through a green light felt much risk. In addition, drivers must slow to enter a roundabout: Placing an obstacle in the center makes this not only a physical necessity but visually disrupts the speed-encouraging continuity of the street. Motorists also travel through a roundabout more slowly than they would a traditional intersection: Roundabouts are typically built using what's called "negative superelevation," meaning that water flows away from the center and also that the road slopes *against* the direction of a driver's turn. As a result, any crashes in a roundabout take place at lower speeds and are thus less likely to be fatal. While roundabouts *can* be more costly to install than other kinds of traffic controls, such calculations don't take into account the fact that reducing fatal crashes also reduces social and monetary costs.

**Time.** People may see vehicles winding slowly through a roundabout and think the intersection must be 1) adding to congestion and 2) slowing down people's travel times. But travel speed at *any given moment* should not be confused with overall travel time. Drivers may breeze through one intersection's green lights only to sit through a 90-second cycle at the next. What's more, the

"protected turning movements"—i.e., the green arrows—required at many intersections steal time from the larger numbers of people wanting to proceed in every other direction. Roundabouts slow but rarely stop traffic. A noteworthy example here is Golden, Colo., which in 1999 converted a series of four formerly signalized intersections to roundabouts on a wide section of arterial highway that was becoming a major corridor for "big box" retail. While speeds between the intersections fell to an average of 37 mph from 47 mph, the time to travel the entire stretch of road *dropped*.

**Energy.** Accelerating from a dead stop is the least efficient thing a car's engine can do. By reducing stop-start queuing—and eliminating it at "off-peak times," like the moments at 2 a.m. when you're idling at a red-light at an near-empty intersection—roundabouts not only waste less time than traditional intersections but also less energy, as various studies [have confirmed](#).

**Public space.** The left-turn lanes mentioned above not only waste time, they waste space. They're merely a temporary parking lot for vehicles that could otherwise be moving. By removing the need for these lanes in every direction, roundabouts can consume less asphalt. (Having to cross fewer lanes is also safer for pedestrians.) Rather than serving as shrines to the paving industry, the centers of intersections can contribute to the overall aesthetic improvement of a neighborhood, while the slower approach and travel speeds (which also mean less noise) are a boon to any sort of street or neighborhood life outside the car.

There are few silver bullets when it comes to traffic, and roundabouts will not work everywhere. (Some intersections are already too busy to consider switching to the roundabout model.) Like anything, they can be poorly designed: You don't want them to look as if someone simply traced "a circle around a coffee can" on a piece of paper, as [one engineer](#) has put it. Bad driving behavior can cause them to "lock up" (just as one driver "blocking the box" can freeze a four-way intersection). Yes, there will perhaps have to be some minor educational outreach—[one Indiana town](#) is weighing spending \$24,000 to do just that—but a larger question here is whether people who cannot manage to merge at low speed into a counter-clockwise circle and, yes, perhaps even *change lanes in that circle*, before finding the correct exit should actually be holding licenses that enable them to operate heavy machinery in the first place.

Luckily, though, there are signs that our national roundabout aversion may not last forever. In places like Clearwater Beach, Fla., residents have actually petitioned for roundabouts to be installed, even holding a party on opening day. When's the last time that happened for a traffic signal?

*[Tom Vanderbilt](#) is author of [Traffic: Why We Drive the Way We Do](#). He is contributing editor to Artforum, Print, and I.D.; contributing writer to Design Observer; and has written for many publications, including Wired, the Wilson Quarterly, the New York Times Magazine, and the London Review of Books. He blogs at [howwedrive.com](#) and lives in Brooklyn, N.Y.*

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## Alex Norton

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**Subject:** Littman Travel Reduction Goals.pdf  
**Attachments:** Littman Travel Reduction Goals.pdf

**From:** Tim Young  
**Sent:** Thursday, July 02, 2009 7:02 AM

Tyler, Jeff, Alex,  
Hot off the press, please look over this new paper by Todd Litman on Mobility Management.

There is no question the comp plan should include robust TDM goals and solid actions to move JH along a path to better managing travel. This paper can help justify these, and may help provide some guidance on setting up the right action steps. Chapter 8 includes statements that Town and County will do such a program, but we need to be honest - very little beyond some Teton Village steps has been done.

I believe Jackson could easily realize a 10% VMT reduction with a very smart and inclusive mobility management system. Todd Litman has been a past Bike Week speaker for Friends of Pathways. He is not an expensive consultant if you wanted to pull in some real focused help on getting the TDM part of the plan right.

Best regards,  
Tim  
--  
Tim Young  
Executive Director

Friends of Pathways



## Are Vehicle Travel Reduction Targets Justified?

### *Evaluating Mobility Management Objectives Such As Targets To Reduce VMT And Increase Use Of Alternative Modes*

1 July 2009

**Todd Litman**

*Victoria Transport Policy Institute*



*Bus priority can reduce total vehicle travel in ways that benefit everybody, including transit users who enjoy better service and motorists who experience less congestion, crash risk and pollution.*

### **Abstract**

This report investigates whether transportation policies should include *mobility management objectives*, such as targets to reduce vehicle travel and encourage use of alternative modes. Such objectives are justified on several grounds. Mobility management objectives provide guidance to help individual short-term decisions support strategic, long-term goals. Mobility management can provide numerous benefits. Many mobility management strategies are market and planning reforms that increase transport system efficiency and equity. Mobility management objectives help shift planning practices to better prepare for future demands. Mobility management criticism tends to reflect an older, automobile-oriented transportation planning paradigm which considers a limited range of objectives, impacts and options. More comprehensive analysis tends to favor mobility management. Appropriate mobility management can reduce vehicle travel in ways that minimize costs and maximize benefits to consumers and society.

Todd Litman © 2009

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## Introduction

Should transportation policies include *mobility management objectives*,<sup>1</sup> such as targets to reduce vehicle miles of travel (VMT) and encourage use of alternative modes (walking, cycling, public transit, etc.)? The recently introduced *Federal Surface Transportation Policy and Planning Act of 2009* includes goals to “reduce national per capita motor vehicle miles traveled on an annual basis” and “increase the total usage of public transportation, intercity passenger rail services, and non-motorized transportation on an annual basis” (Commerce Committee 2009). California law now requires regional governments to develop *smart growth* transport and land use plans that reduce VMT (CPDR 2008). The Washington State legislature set a goal to reduce statewide per capita VMT 25% below 1990 levels by 2035 (Winkelman, Bishins and Kooshian 2009).

Highway advocacy groups such as the Highway Users Alliance (HUA 2009) and the Reason Foundation (Poole 2009a), and some transport policy experts (Alan Pisarski 2009), oppose these objectives, claiming that VMT reductions and smart growth harm consumers and the economy, cost inefficient and unfair. Poole (2009b) calls VMT reduction goals “A Terrible Idea” and challenges proponents to prove they are cost effective. I accept that challenge.

There are several specific reasons to implement mobility management:

- It provides strategic guidance for policy and planning decisions.
- It can solve numerous problems and provide numerous benefits.
- It helps prepare for future travel demands.
- Many mobility management strategies reflect market principles and so help create a more efficient and equitable transportation system.

This report investigates these issues. It discusses the justifications for establishing mobility management objectives and evaluates criticisms of these policies. It discusses how mobility management objectives can help create a transportation system that better responds to future needs.

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<sup>1</sup> *Goals* are ultimate desired outcomes, such as health, wealth and happiness. *Objectives* are specific policies or actions that help achieve goals. *Mobility management objectives* are therefore specific actions that affect the amount and type of mobility that occurs in an area.

## Mobility Management Defined

*Mobility management* (also called *transportation demand management* [TDM], *vehicle miles of travel* [VMT] *reductions*, and *mode shifting*) refers to policies and programs that change travel activity to achieve planning objectives and increase transport system efficiency (VTPI 2008). Table 2 lists common mobility management strategies.

**Table 2 Mobility Management Strategies** (VTPI 2008)

Improved Options	Pricing Incentives	Land Use Policies	Programs
Transit improvements	Congestion pricing	Smart growth	Commute trip reduction programs
Walking and cycling improvements	Distance-based fees	New urbanism	School and campus transport management
Rideshare programs	Parking cash out	Parking management	Freight transport management
Flextime	Parking pricing	Transit oriented development	TDM marketing
Telework	Pay-as-you-drive vehicle insurance	Car-free planning	
Carsharing	Fuel tax increases	Traffic calming	

*This table lists various mobility management strategies.*

Mobility management is more than individual solutions to individual problems, such as road pricing to reduce traffic congestion or transit improvements to reduce pollution emissions, it should be implemented as an integrated program based on principles of economic efficiency and good planning. It is supported by professional organizations such as the Institute of Transportation Engineers ([www.ite.org/planning/tdm.asp](http://www.ite.org/planning/tdm.asp)) and the Federal Highway Administration (<http://ops.fhwa.dot.gov/tdm>). Even roadway expansion advocates often support specific mobility management strategies such as efficient road and parking pricing (Staley and Moore 2008).

Mobility management reflects a paradigm shift (Litman and Burwell 2006). The old planning paradigm assumed that *transportation* means automobile travel; that any increase in mobility is beneficial and any constraint on mobility are harmful; and transport agencies' only responsibility is to expand facilities to accommodate additional vehicle traffic. The new paradigm assumes the goal of transportation is *accessibility* (people's ability to reach desired goods, services and activities); there is an optimal level of vehicle travel beyond which additional mobility is overall harmful to consumers and society; and that transportation agencies have many responsibilities and solutions.

**Table 2 Transport Planning Paradigm Shift**

Factor	Old Paradigm	New Paradigm
Definition of transportation	Vehicle travel – mobility	Accessibility (peoples' ability to reach desired goods, services and activities)
Modes considered	Automobile and truck	All modes
Land use development	Low-density, automobile-dependent	Compact, mixed, multi-modal
Performance indicators	Vehicle traffic speeds, roadway Level-of-Service	Multi-modal Level-of-Service, overall accessibility
Favored improvements	Expanded road and parking capacity, increased traffic speeds	Multi-modal improvements, mobility management,

*A paradigm shift is changing the way transportation problems are defined and solutions evaluated.*

## Mobility Management Justifications

*The following sections discuss specific justifications for mobility management and therefore for vehicle travel reduction policy objectives.*

### **Provides Strategic Guidance for Individual Policy and Planning Decisions**

The most fundamental principle of good planning is that individual, short-term decisions should be consistent with strategic, long-term goals. Current transportation policies often fail to reflect this principle: individual planning decisions often contradict strategic objectives, resulting in inefficiency. Mobility management objectives can help guide the long-term goals of individual policy and planning decisions. For example, mobility management objectives encourage policy makers to choose efficient pricing and investments, transportation agencies to develop mobility management programs, and transportation professionals to learn about mobility management techniques.

This guidance is not limited to special, mobility management programs, such as commute trip reduction programs. It can apply to all sorts of day-to-day decisions that affect transportation activity. Many transport and land use policies and planning decisions affect the amount and type of travel that occurs in an area, as summarized in Table 3. These impacts are cumulative and can be large in total: people who live or work in automobile-oriented areas typically drive 40-60% more annual miles and rely less on alternative modes than they would in more multi-modal communities (Pratt 1999-2009; Ewing, et al. 2007; VTPI 2008).

**Table 3 Examples of Policy and Planning Decisions That Affect Mobility**

Transport Policies	Land Use Policies
Fuel prices	Location of facilities and activities (jobs, housing, services, etc.)
Road tolls	Land use density and mix
Roadway supply and design	Parking supply and price
Sidewalk and path supply and quality	Building orientation
Public transit service supply and quality	
Mobility management programs	

*Many policy and planning decisions affect the amount and type of mobility that occurs in an area.*

These impacts are often overlooked. Many transport and land use policy decisions are based on narrow, short-term considerations, and contradict strategic, long-term goals. For example, transportation agencies often expand roadways to reduce traffic congestion, although this induces additional vehicle travel which increases downstream traffic and parking congestion, accidents, energy consumption and pollution emissions, although other congestion reduction strategies are available. Similarly, most local governments have generous minimum parking requirements to improve parking convenience, although this induces additional vehicle traffic and sprawl, which increases traffic congestion, accidents, energy consumption and pollution emissions.

**Helps Solve Numerous Problems and Provide Numerous Benefits**

Most mobility management strategies can help solve numerous problems and provide numerous benefits, including congestion reduction, road and parking cost savings, consumer savings, traffic safety, improved mobility for non-drivers, energy conservation, emission reductions, efficient land development, and improved public fitness and health. Although not every mobility management strategy achieves all of these benefits, most help achieve several. Some strategies are particularly beneficial because they reduce especially costly vehicle travel. For example, public transit improvements, efficient road and parking pricing, and commute trip reduction programs tend to reduce urban-peak vehicle travel, which has high congestion, parking, consumer and pollution costs.

Most mobility management strategies only affect a small portion of total travel and so individually are seldom considered the best solution to a particular problem. However, their impacts are cumulative and synergistic (total impacts are larger than the sum of individual impacts) so integrated mobility management programs can provide large benefits and are often quite cost effective, considering all benefits and costs (VTPI 2008). For example, public transit improvements may only reduce traffic 5-15%, and so would not be considered the best way to reduce congestion, accidents, energy consumption or pollution problems individually, but transit improvements implemented with efficient road and parking pricing, commute trip reduction programs, and supportive land use policies can provide much larger impacts and benefits.

Integrated mobility management packages tend to be particularly beneficial compared with other solutions to transport problems. For example, although roadway expansion may reduce traffic congestion, it tends to induce additional vehicle travel which exacerbates parking problems, accidents, energy consumption, pollution emissions and sprawl. Similarly, increasing vehicle fuel efficiency conserves energy but by reducing vehicle operating costs tends to increase total vehicle travel which exacerbates traffic and parking congestion, accidents, and sprawl. Mobility management strategies help achieve many objectives, as illustrated in Table 4.

**Table 4 Comparing Strategies (VTPI 2008)**

Planning Objective	Roadway Expansion	Fuel Efficient Vehicles	Mobility Management and Smart Growth
Congestion Reduction	✓	✗	✓
Parking Cost Savings	✗	✗	✓
Facility Costs Savings	✗	✗	✓
Consumer Costs Savings	✗		✓
Reduced Traffic Accidents	✗	✗	✓
Improved Mobility Options	✗		✓
Energy Conservation	✗	✓	✓
Pollution Reduction	✗	✓	✓
Land Use Objectives	✗	✗	✓
Physical Fitness & Health	✗		✓

*Some transport improvement strategies help achieve one or two objectives (✓), but by increasing total vehicle travel contradict others (✗). Win-Win strategies reduce total motor vehicle travel, and so support many planning objectives, providing multiple economic, social and environmental benefits.*

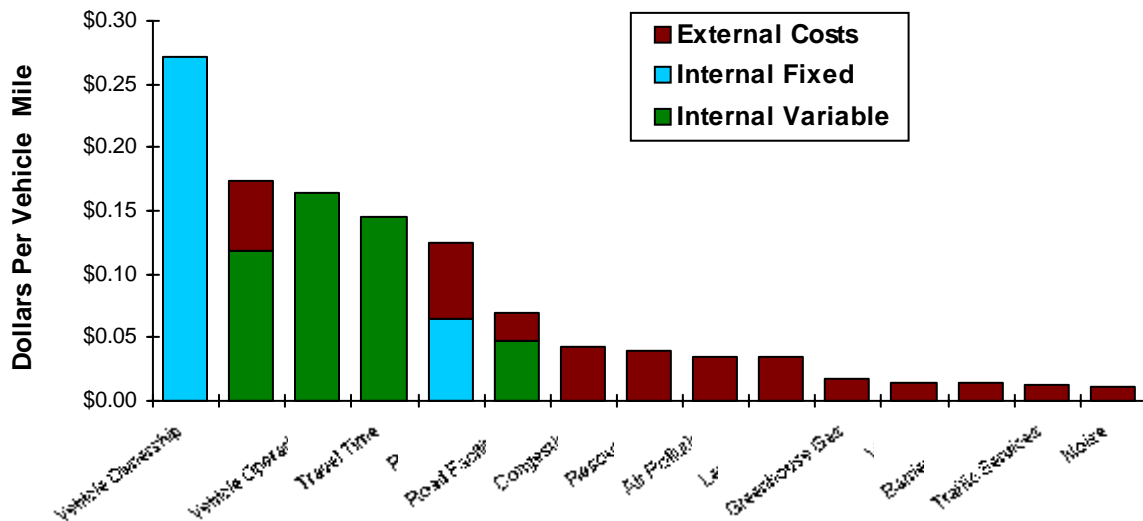
**Table 5 Automobile Transportation Cost Estimates (Litman 2009)**

Cost Category	Estimates	Monetization Methods
Vehicle Ownership	0.272	Published estimates of vehicle ownership costs (depreciation, insurance, etc.).
Crashes	0.173	Estimates of the full costs of traffic crash damages and injuries.
Vehicle Operation	0.164	Published estimates of vehicle operating costs (fuel, oil, tire wear, etc.).
Travel Time	0.146	Published estimates of the value people place on their travel time.
Parking	0.124	Estimates of total parking costs to consumers, businesses and governments.
Road Facilities	0.069	Transportation agency expenditures on road construction and maintenance.
Congestion	0.042	Published estimates of congestion traffic congestion costs.
Resources	0.039	Estimated external economic costs of consuming resources such as gasoline.
Air Pollution	0.035	Published estimates of local air pollution costs.
Land Value	0.034	Published estimates of the value of land used for roadways.
Greenhouse Gas	0.017	Published estimates of climate change emission costs.
Water Pollution	0.014	Estimated water pollution and hydrologic cost of vehicle use and roadways.
Barrier Effect	0.014	Estimated delay cost to pedestrians and cyclists caused by vehicle traffic.
Traffic Services	0.012	Government expenditures on traffic planning, policing and emergency services.
Noise	0.011	Published estimates of noise pollution costs.

*This table indicates the estimated value of various vehicle costs and therefore VMT reductions benefits.*

These benefits can be quantified. Table 5 and Figure 1 indicate estimated average monetized (measured in monetary units) costs of automobile transportation, and therefore the value of vehicle travel reduction benefits. For example, a mobility management strategy that reduces a million VMT is estimated to provide \$173,000 worth of crash cost savings, \$42,000 worth of congestion reductions, and \$35,000 worth of air pollution reductions. Such benefits are greater if VMT reductions consist primarily of urban-peak travel, which has higher than average costs. This illustrates the importance of comprehensive analysis. For example, a strategy that reduces congestion by 20% is worth much less if it also increases vehicle costs, crashes or parking costs by 10%, because those costs are relatively large in magnitude, but a congestion reduction strategy becomes much more cost effective if it also reduces vehicle, crash or parking costs.

**Figure 1 Costs Ranked by Magnitude (Litman 2009)**



*This figure shows Average Car costs per vehicle mile, ranked by magnitude.*

### **Helps Prepare For Future Travel Demands**

Several demographic and economic trends reduce demand for automobile travel and increase demand for alternative modes.

### **Trends Shifting Travel Demands (Litman 2006)**

- *Aging population.* As the Baby Boom generation retires per capita vehicle travel will decline and their demand for alternatives will increase.
- *Saturation of vehicle ownership and use.* During most of the last century, per capita vehicle ownership and use rose steadily, but in the last decade they have reached saturation levels, so no further growth is expected.
- *Rising fuel prices.* This will increase demand for energy efficient travel options such as walking, cycling and public transit, and more accessible land use development.
- *Increasing urbanization.* As more people move into cities the demand for urban modes (walking, cycling and public transportation) increases.
- *Increasing traffic congestion and roadway construction costs.* This increases the relative value of alternative modes that reduce urban traffic congestion.
- *Shifting consumer preferences.* Various indicators suggest that an increasing portion of consumers prefer multi-modal urban neighbourhoods and alternative modes.
- *Increasing health and environmental concerns.* Many individuals, organizations and jurisdictions plan to reduce pollution and increase physical fitness.

As a result of these trends, per capita annual automobile travel has peaked in most wealthy countries, and demand for alternatives is growing.<sup>2</sup> This is not to suggest that automobile travel will disappear, but per capita vehicle travel is likely to decline somewhat in future, and demand for alternative modes is likely to increase. It is sensible for transportation policies to reflect these changes, which means creating more diverse and efficient transportation systems, and more accessible, multi-modal communities. Mobility management objectives are a practical way to help implement these changes.

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<sup>2</sup> In public lectures I often ask the audience, “Compared with your current travel patterns, how many of you would prefer to drive more than you currently do, and how many would prefer to drive less, provided that alternative modes are convenient, comfortable and affordable?” In virtually every case most audience members indicate that they would prefer to drive less and few want to drive more than they currently do.

**Corrects Existing Policies that Resulted in Economically Excessive Vehicle Travel**

According to economic theory, an efficient transport system must reflect these principles:

- *Consumer options.* Consumers have a variety of transport and location options so they can choose the combination that best meets their needs and preferences.
- *Efficient pricing.* The prices that consumers pay for a good reflect the full marginal costs of supplying that good, unless a subsidy is specifically justified.
- *Economic neutrality.* Public policies and planning practices are not arbitrarily biased in favor of one good over others.

Current transportation policies are distorted in various ways that tend to increase motor vehicle travel beyond what is economically optimal, as summarized in Table 6.

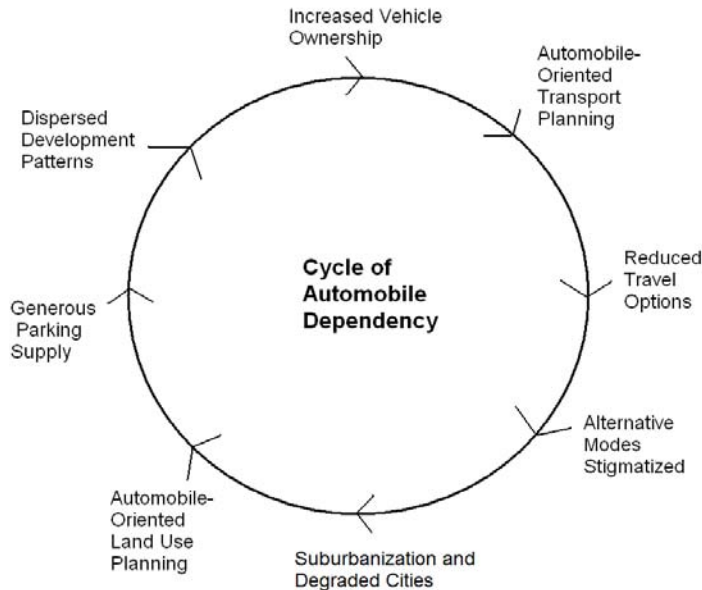
**Table 6 Summary of Transportation Market Distortions**

	Description	Examples	Potential Reforms
Consumer options and information	Markets often offer limited alternatives to automobile transportation and automobile-oriented location.	Poor walking and cycling conditions. Inadequate public transit service. Lack of housing in accessible, multi-modal locations.	Improve alternative modes such as walking, cycling, public transit and carsharing. Integrate alternative modes. Make more affordable housing available in accessible areas.
Efficient Pricing	Many motor vehicle costs are fixed or external.	Unpriced roads. Unpriced parking. Fixed insurance and registration fees. Low fuel prices.	As much as feasible, charge marginal prices for roads, parking and emissions, and convert fixed costs, such as insurance and registration fees, into variable costs.
Transport Planning Practices	Transportation planning and investment practices favor automobile-oriented improvements, even when other solutions are more cost effective.	Dedicated roadway funds. Transportation system performance indicators based on vehicle traffic conditions. “Reductionist” planning, which ignores many objectives and options.	Apply least-cost planning. Fund alternative modes and mobility management whenever cost effective. Apply multi-modal transport performance indicators.
Land Use Policies	Current land use planning policies encourage lower-density, automobile-oriented development.	Generous minimum parking requirements. Restrictions on land use density and mix. Development and utility fees that fail to reflect the higher costs of dispersed locations.	Smart growth policy reforms that support more accessible, multi-modal land use development. Location-based development and utility fees.

*This table summarizes various transportation market distortions and potential reforms.*

For most of the last century, transportation and land use policies and planning practices tended to favored automobile travel. Transportation agencies used “predict and provide” planning: they expanded roads and required more parking in anticipation of traffic growth, and invested relatively little in other modes. This resulted in communities where driving is convenient but other modes are inconvenient and uncomfortable, creating a self-reinforcing cycle of increased automobile dependency and sprawl (Figure 2). Mobility management objectives can lead to more balanced and efficient transport systems.

**Figure 2** Cycle of Automobile Dependency and Sprawl



*This figure illustrates the self-reinforcing cycle of increased automobile dependency and sprawl. Establishing objectives to reduce vehicle travel and increase use of alternative modes can help correct existing market distortions that lead to inadequate transport options, economically excessive automobile travel, and sprawled land use patterns.*

These planning practices reflect an assumption that any increase in vehicle travel is desirable. For example, transportation system performance is evaluated based on vehicle travel speeds and roadway level-of-service ratings, most parking standards impose generous minimum requirements and public policies strive to minimize road, parking and fuel prices so driving is cheap. But like any good, too much mobility can be as harmful as too little.

As an analogy, food is essential for life, and eating is an enjoyable and sociable activity. However, this does not mean that more eating is necessarily better, that current diets are optimal, or that society should subsidize all food. At the margin (relative to current consumption) many people would benefit from eating less. Food subsidies may be justified for undernourished people, but since over-eating can be as unhealthy as under-eating it is both economically and medically harmful to subsidize all food for everybody or in other ways encourage people to increase eating.

Similarly, that mobility provides benefits does not mean that *more* vehicle travel is necessarily better, that current levels of mobility are optimal, or that motor vehicle use should be subsidized. Transportation policies should strive to achieve the *optimal* level of mobility that maximizes benefits to users and society.

In a more efficient transport system, with better transport options, more efficient pricing, and more neutral public policies, consumers would drive less, rely more on alternative modes, choose more accessible locations, and be better off overall as a result (Litman 2008). For example, improving travel options (improved walking and cycling conditions, and better public transit services) typically reduces automobile travel 10-20%; efficient pricing (charging users for roads and parking, distance-based insurance and registration fees, and emission fees) typically reduces automobile travel 20-40%; and land use policy reforms that create more accessible, multi-modal communities typically reduce automobile travel 5-15% (Pratt 1999-2009; VTPI 2008).

Mobility management critics might argue that VMT reductions should be an outcome of market reforms rather than planning objectives. “Let’s just implement efficient pricing and let consumers decide whether or not to reduce their mobility,” they could suggest. But planning involves many decisions that involve tradeoffs between mutually-exclusive options. For example, money spent on roads and parking facilities is unavailable to invest in alternative modes, expanding roadways to increase traffic volumes and speeds degrades walking and cycling conditions, and generous minimum parking requirements stimulate more driving and lower-density development patterns.

Mobility management consists of practical methods to achieve more optimal transportation patterns. To the degree that current automobile travel is excessive and inefficient, mobility management is the solution. Mobility management strategies correct specific market distortions that result in excessive automobile ownership and use, and help reduce specific problems such as traffic congestion, high consumer costs, accidents, energy dependency and pollution emissions.

Mobility management objectives give decision-makers a reason to change from established practices that favor automobile travel to alternative practices that will result in a more diverse and efficient transportation system. These objectives encourage various levels of governments, agencies and industries to develop integrated solutions. For example, they encourage state and regional transportation agencies to invest more in walking, cycling, ridesharing and public transit, and to consider implementing pricing reforms and mobility management strategies as an alternative to expanding roadways. Similarly, they encourage local governments to reform parking policies and implement more efficient parking management. Mobility management objectives encourage transportation agencies to choose the congestion reduction strategies that also help conserve energy, reduce pollution and improve mobility for non-drivers, and encourage environmental agencies to choose energy conservation and emission reduction strategies that also help reduce congestion and accidents, and save consumers money.

Mobility management objectives will not really require motorists to “give up their cars altogether” or harm lower-income people, as critics claim (HUA 2009). Properly implemented mobility management can provide significant net benefits, particularly to lower-income people who tend to gain the most from more affordable mobility options, financial rewards for using alternative modes, and more accessible, multi-modal communities. The next section examines these criticisms in more detail.

## Evaluating Criticisms

*This section evaluates specific criticisms of mobility management objectives.*

### **Harms Consumers**

Mobility management critics argue that, since consumers choose to travel by automobile and select automobile-dependent locations, these must be beneficial, and so any policies that reduce vehicle travel or sprawl must be harmful. This is not necessarily true; many mobility management strategies use positive incentives that directly benefit the people who reduce driving by improving travel options or rewarding travel reductions (Table 7). VMT reductions reflect direct user benefits, in addition to external benefits such as reduced traffic congestion, accident risk and pollution emissions.

**Table 7**      **Mobility Management Strategy Impacts (VTPI 2008)**

Positive Incentives	Negative Incentives	Mixed
Public transit improvements	Road tolls	Smart growth
Walking and cycling improvements	Parking pricing	New urbanism
Rideshare and carshare programs	Fuel tax increases	Parking management
Flextime and telework		Transit oriented development
Pay-As-You-Drive pricing		Car-free planning
Parking cash out and unbundling		Traffic calming

*This table categorizes mobility management strategies according to their direct impacts on users.*

Even consumers who face negative incentives, such as higher fees or traffic calming, are often better off overall from mobility management. For example, people who reduce their driving due to higher road tolls, parking fees or fuel prices may be better off overall if the revenues are used in ways that benefit them, for example, to improve their travel options or reduce other taxes. Even people who continue to drive may benefit overall if this reduces their congestion or accident risk, or reduces their need to chauffeur non-driving family members and friends.<sup>3</sup>

Although it would be inefficient to reduce vehicle travel arbitrarily, for example, by randomly forbidding vehicle trips, efficient mobility management improves the convenience of higher value automobile trips (by reducing congestion when motorists are willing to pay directly for road and parking use) while giving consumers incentives to reduce low-value automobile travel, such as trips that provide little benefit or that can easily shift to alternative modes or destinations.

To the degree that mobility management objectives help create a transportation system that better responds to future travel demands, applies positive incentives and efficient pricing, resulting vehicle travel reductions can maximize consumer benefits and minimize consumer costs.

<sup>3</sup> For more information on evaluating mobility changes see *Guide to Calculating Mobility Management Benefits* (Litman 2007b) and *Transportation Cost and Benefit Analysis* (Litman 2009).

### Harms the Economy

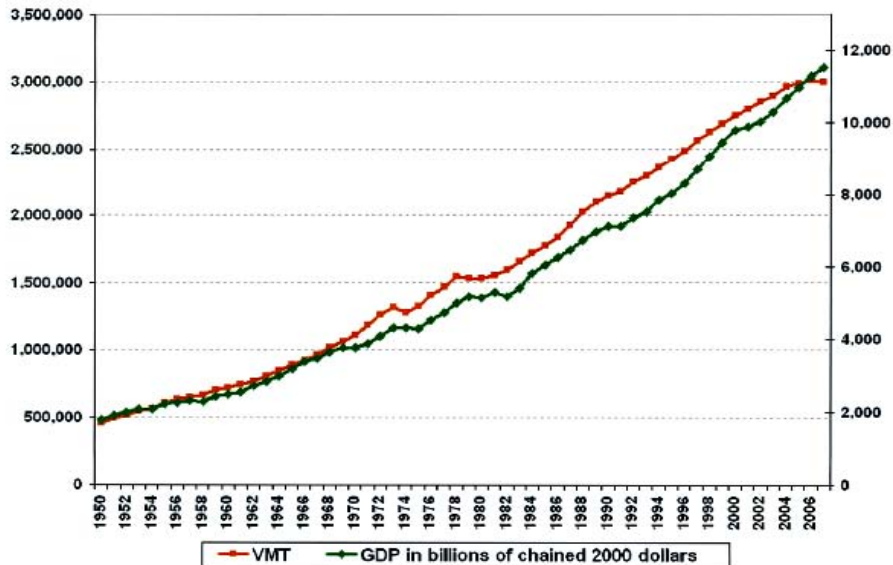
Mobility management critics argue that reducing vehicle travel is economically harmful. For example, the Highway Users Alliance presents the graph below, which they claim “proves” that because vehicle travel and economic activity (measured as *gross domestic product* or *GDP*) are closely correlated, any reduction in vehicle travel is economically harmful. This proves nothing of the sort. This graph indicates nothing about the direction of the relationship or the feasibility of decoupling mobility and economic activity so that economic productivity can increase without vehicle travel growth.

**Figure 3 US VMT and GDP Trends (HUA 2009)**

Source: BEA & DOT data

Vehicle Miles Traveled (VMT) and Gross Domestic Product (GDP) are extremely closely correlated:

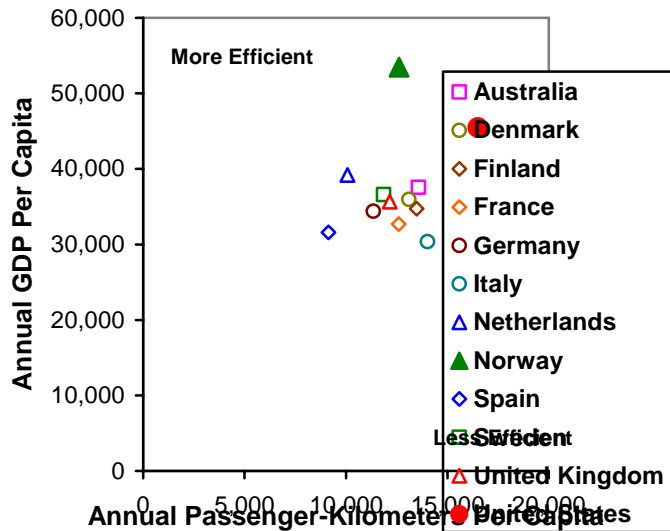
Since 1950, the cumulative correlation rate between VMT and Real GDP, calculated using Pearson's R, is 99.9%. This is an extraordinarily strong correlation even when calculating the R-square value of 98.9% which indicates the predictive value between the two variables (VMT or GDP).



The Highway Users Alliance claims that this graph proves that a reduction in vehicle travel will reduce economic productivity, but correlation does not prove causation.

The relationship between personal vehicle travel and economic development is weak. Many wealthy countries have much lower levels of automobile travel than what occurs in the U.S., as illustrated in Figure 4. Of particular interest is Norway, which produces petroleum but maintains some of the world's highest fuel prices and has other mobility management policies to discourage automobile travel and encourage use of alternative modes. These policies minimized domestic fuel consumption, leaving more oil to export. As a result, Norway has one of the world's highest incomes, a competitive and expanding economy, a positive trade balance, and the world's largest legacy fund.

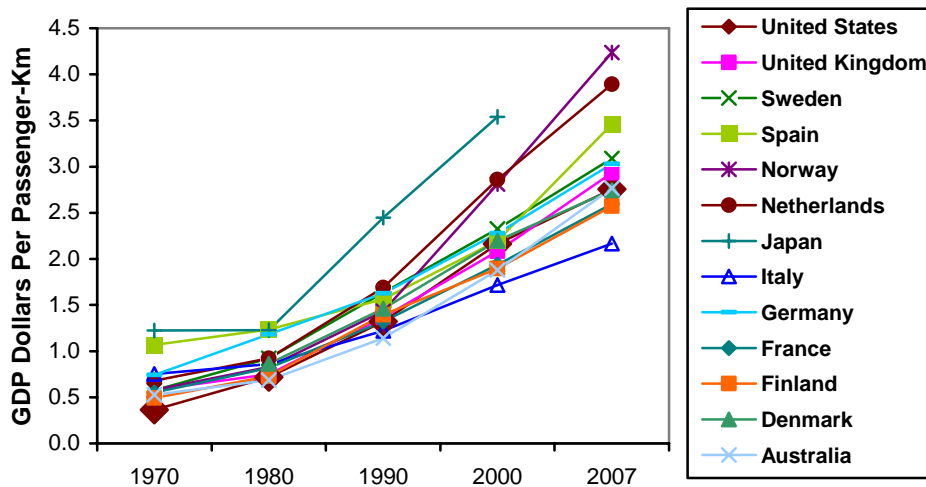
**Figure 4 Per Capita Mobility and GDP (OECD 2009)**



Per capita vehicle travel and wealth vary. Many wealthy countries have significantly less mobility than in the U.S. Norway in particular is an example of a wealthy petroleum producer that emphasizes mobility management. The upper-left quadrant indicates most mobility efficiency (more GDP per passenger-kilometer), the lower right quadrant is least efficient.

Virtually all developed countries are increasing GDP per unit of mobility and some are more successful than the US, as illustrated in Figure 5. This increase in economic efficiency (more economic output per unit of input), provides a competitive advantage. Mobility management is the practical way to achieve this efficiency gain; it allows consumers and businesses to increase economic productivity per unit of travel, reducing total transportation costs to consumers, businesses and governments.

**Figure 5 GDP per Passenger-Kilometer for Various Countries (OECD 2009)**



International data shows that all peer countries are increasing GDP per passenger-mile, some much more quickly than the U.S.

**Pollution Reduction Cost Efficiency**

Critics argue that mobility management is an inefficient way to reduce pollution emissions (Poole 2009b). This reflects reductionist analysis, in which a single strategy is evaluated for addressing a single problem. More comprehensive analysis indicates that, when all benefits and costs are considered, mobility management is often quite cost effective compared with alternatives (Winkelman, Bishins and Kooshian 2009).

Described differently, a ton of emission reductions provided by mobility management provides many times the total benefits as the same amount of emissions reduced by more efficient and alternative fuel vehicles (e.g. hybrids and electric cars), because VMT reductions achieves other planning objectives, while increased vehicle fuel efficiency makes driving cheaper, which stimulates more vehicle traffic that exacerbates problems such as congestion, parking costs, accidents and sprawl (Litman 2005).

Table 8 indicates the benefit and cost categories that should be considered when evaluating mobility management cost effectiveness. Critics generally consider only a few of these impacts and so underestimate total mobility management cost effectiveness.

**Table 8      Mobility Management Benefits and Costs**

Benefit Categories	Cost Categories
Direct user benefits (from positive incentives)	Reduced mobility benefits
Revenues (from pricing strategies)	Subsidies
Congestion reduction	User fees
Roadway costs savings	Transaction costs (costs to pay and collect fees, and any additional enforcement costs)
Parking cost savings	
Consumer savings	
Accident reductions	
Improved mobility options	
Energy conservation	
Pollution reduction	
Physical fitness and health	

*This table indicates the categories of benefits and costs that should be considered when evaluating mobility management cost effectiveness.*

Some mobility management strategies are particularly cost effective overall. For example, fuel tax increases, distance-based insurance and registration fees, more efficient parking management, and more compact and mixed development, can have modest incremental costs and substantial economic benefits. Walking, cycling and public transit improvements are often cheaper than accommodating additional automobile travel, considering all costs (roads, parking and vehicle costs).

Some mobility management strategies are particularly effective for reducing pollution emissions. Fuel tax increases, carbon taxes, and distance-based pricing can provide significant emission reductions and co-benefits with modest implementation costs (CBO 2003; Parry 2005). Efficient road pricing reduces vehicle travel and congestion, providing additional emission reductions. High quality public transportation and transit oriented development tend to reduce residents' per capita vehicle travel 10-40% (Ewing

et al. 2007). Aviation transport management reduces high altitude pollution emissions which have particularly severe climate change impacts. Freight transport management can reduce travel by heavy vehicles that have high emission rates per vehicle-mile.

Some studies have evaluated the cost effectiveness of climate change emission reduction strategies, but none includes comprehensive analysis of mobility management benefits and costs. Some ignore mobility management altogether (Gallagher, et al. 2007) or only mention it incidentally (McKinsey 2007). A few studies recognize mobility management as an important way to reduce emissions (Burbank 2008; Yang, et al. 2008) but fail to quantify result. As a result, most currently available studies undervalue mobility management and smart growth strategies. A recent Center for Clean Air Policy (CCAP) study identified the following examples of cost effective mobility management emission reduction programs (Winkelman, Bishins and Kooshian 2009):

- The Sacramento region's smart growth plan provides an estimated net economic benefit of \$198 per ton of CO<sub>2</sub> emissions reduced, due to \$9 billion dollars savings on infrastructure and consumer fuel savings.
- Investments in transit, demand management, and freight management in Georgia are projected to reduce climate change emissions while providing more than \$400 billion in net economic benefits over 30 years.
- The Atlantic Station project in Atlanta, Georgia will reduce CO<sub>2</sub> and provide net savings, because additional municipal tax revenues will be greater than what is required to repay the project loan.
- In Portland, Oregon \$73 million invested in the new downtown streetcar helped attract \$2.3 billion in private investment within two blocks of the line, and bicycle infrastructure investments are estimated to provide net economic benefits of more than \$1,000 per ton of CO<sub>2</sub> emissions reduced.
- Distance-based vehicle insurance could reduce vehicle travel and related emissions by 8%, direct consumer savings averaging \$270/vehicle-year and \$50-60 billion annual in total societal benefits.

### ***Harms Poor People***

Critics claim that mobility management harms poor people. This might be true if the only strategy applied is increased road, parking and fuel prices, but lower-income people can benefit significantly from integrated programs that include improved travel options, particularly affordable modes such as walking, cycling, ridesharing and public transit; positive incentives such as parking unbundling and cash out, distance-based insurance and registration fee, flextime and telework; and smart growth land use policies that create more accessible, multi-modal communities with affordable housing (VTPI 2009). Lower-income people often rely on alternative modes and so tend to benefit significantly from their improvement, and from better transportation and land use integration (such as more affordable housing and employment in areas easily accessed by walking, cycling and public transit).

## Conclusions

This is a critical juncture for transportation policy. The last century was the period of automobile transport ascendancy, during which it made sense to plan for growing vehicle travel. The next century requires very different policies.

Demographic and economic trends are increasing demand for alternative modes, and economic competitiveness will require a more efficient transportation system. To meet these needs, transportation policies should place less emphasis on system expansion and more emphasis on efficient management of existing resources. To facilitate these changes policy makers should establish objectives to reduce vehicle travel and increased use of alternative modes. These objectives will help coordinate individual planning decisions to create more diverse and efficient transport systems.

Critics argue that mobility management harms consumers and the economy, and is cost ineffective. These criticisms reflect an older planning paradigm which assumes that *transportation* means driving, mobility is an end in itself, and that transportation agencies have limited responsibilities and solutions. Critics tend to apply incomplete analysis that exaggerates mobility management costs and ignores many benefits.

A new planning paradigm considers mobility a means to achieve access, recognizes that excessive mobility harms consumers and society, and expects transportation agencies to consider a wide range of objectives, impacts and options. The new paradigm applies *systems analysis* rather than focusing on individual components and solutions. For example, it favors congestion reduction strategies that also help reduce parking and pollution problems, and improve mobility for non-drivers; and emission reduction strategies that also help reduce traffic congestion and crashes, and save consumers money.

Appropriate mobility management strategies reduce vehicle travel in ways that benefits consumers and supports economic development. These reflect principles of economic efficiency and good planning. Many VMT reduction critics actually support certain mobility management strategies, such as efficient road and parking pricing, more flexible zoning codes, and ridesharing incentives. In a more diverse and efficient transportation system, consumers will choose to drive less, rely more on alternative modes, and be better off overall as a result. Automobile travel will not disappear, but it will decrease compared with what would occur with current planning practices.

Mobility management policies help create a transportation system that meets future needs. The question is not, “Should we create a more diverse and efficient transportation system?” but rather “How should we create a more diverse and efficient transportation system?”

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May 28, 2009

Town of Jackson and Teton County  
P.O. Box 1727  
Jackson, WY 83001  
~ Submitted via email

*Subject: Comprehensive Plan Comment on Spring 2009 Draft Plan*

Dear Town of Jackson and Teton County Officials,

On behalf of Friends of Pathways (FOP), I would like to submit the following comments on the spring 2009 Draft Jackson/Teton Comprehensive Plan (draft Plan).

Friends of Pathways is a private non-profit with 1,200 members serving Teton County, the Town of Jackson and the greater Teton region. Friends of Pathways advocates the funding, construction, maintenance, and use of pathways, trails, and complete streets through advocacy, educational outreach, and public/private partnerships. Thank you for the opportunity to comment.

In general, one FOP comment is there has been rather limited planning time and public meeting opportunities that have focused on the transportation topic. Land use discussions have been much more dominate. While certainly land use is important, the history of the Comp Plan shows there is a direct relationship between land use and transportation, and that solving transportation issues has been neither easy nor without controversy. There would be benefits to the community for the Town and County to devote more time and open up more community dialog on transportation issues as the Plan moves forward.

Friends of Pathways comments start with the Community Vision on page 7, and then shift to the Transportation Theme 6 starting on page 59 (of the spring 2009 draft Plan). Quotes from the draft Plan are highlighted in italics with page numbers for reference.

***Page 13. Community Vision, Strategy Theme 6, Transportation***

*“The most sustainable way to provide for the community mobility is through alternate modes of transportation such as transit, walking, carpooling, and bicycling. Part of enabling this change is by placing people in closer proximity to services and by providing travel choices—through a nodal development pattern and increased funding for transit and other travel modes. A larger part is changing way we think about transportation options.”*

FOP generally supports this summary of the Theme 6 Multi-modal transportation. We recommend this section should be improved with adding that TDM, or Mobility Management, is another one of the list of key solutions, along with walking, bicycling, transit, and Ride Share (perhaps better term than carpooling). Also, the final sentence should simply state "...increased funding for the Active Transportation modes (or "alternative transportation modes"), not just "...for transit and other travel modes", which could be interpreted to mean wider roads.

***Page 59. Current Theme 6 - Statement of Ideal***

***"Reduce resident and visitor reliance on single occupancy vehicles while still allowing safe, efficient, and economic travel"***

This statement could be one of several plan goals, but it is nowhere near inclusive or measurable enough for a Statement of Ideal for the entire transportation system. Friends of Pathways would like to suggest the following alternative statement. This is based on a significant effort by the Sustaining Jackson Hole project that worked on the transportation issue for 3 years. It incorporates the input and support of over a dozen transportation, planning, and energy professionals and experts familiar with our community and its challenges.

**Statement of Ideal – Friends of Pathways - Suggested Alternative:**

***"Town of Jackson/Teton County residents and visitors will be able to safely, efficiently, and economically move into, within, and out of the county by a variety of transportation choices that comprise an interconnected, multi-modal system based on conservation of energy, enhancement of public health, and fuels that are clean and renewable. The transportation system will allow for viable populations of all native species, the preservation of natural scenic vistas, and the safe, unimpeded movement of wildlife."***

**Comment Theme 6 - Why is this theme addressed: Include more key Issues**

The opening section would be improved with a better statement of the problems, thus better providing the answer to the question, "Why is this theme addressed?"

The draft Theme 6 primarily mentions the problem of roadway widening. There are significant additional reasons why this theme is addressed that should be developed in the Plan, these are:

- Environmental impacts of transportation (climate change, air/water/noise pollution)
- Energy issues, including goals to reduce use of fossil fuel and promoting alternative fuels
- Public health impacts of auto-centric transportation (obesity, diabetes, cardio vascular disease)
- Economic impacts to JH of a changing world, where the cost of oil will continue to rise.

**Comment – Mode Shift goals should be increased, not decreased**

On page 59-60, the draft Plan states a substantially reduced goal for shifting trips – Why?

***Draft Plan Page 59-60***

***"This will require that an additional 10% of all trips along these major corridors be shifted out of single occupancy vehicles into another travel mode. Transit offers the most***

*viable alternative to vehicular travel, however, roadway designs that use the “complete streets” principle will help ensure that roads safely accommodate all modes of travel.”*

**This is a significant reduction from the current Comprehensive Plan.** Today’s Plan includes goals adopted by the Town of Jackson and Teton County in 2000 that are to increase “ride share 1%, walking 4%, bicycling 4%, and transit 5%”, which add up to a combined 14% mode shift goal by 2020 under current policy. [Page 8-22 of Chapter 8 – Transportation, Third Printing, October 2002] The draft Plan therefore represents nearly a one third reduction of the current community goal for mode shift!

Friends of Pathways does not support any reduction in the modal shift goals for the new Plan. It would be a step backwards from current policy, incompatible with the vision chapter of this draft Plan, and runs counter to the public opinion received in the Comprehensive Plan process. All Plan surveys clearly showed the public overwhelmingly supports multi-modal transportation, including pathways, bicycle, walking, and transit. Residents also support public investments to construct needed facilities and operate these alternative transportation systems safely and efficiently. In fact, public support for Pathways was typically higher than any other mode of travel in surveys as well as the recent SPET election.

This Plan should deliver on the public’s will for a real multi-modal system that is among the best in the country. Such a system would go the farthest in minimizing environmental impacts of motor vehicle travel, and would overall be the best for wildlife and all natural resources. This means:

1. Completing the pathways system.
2. Greatly improving the pedestrian walkways in Jackson and all the mixed use villages
3. Making every street a complete street that serves all the users.
4. Expanding the START system, making it viable for more of the community and adding new routes to Wilson, the Airport, National Parks, and connecting to the region.
5. Working collaboratively on transportation projects with WYDOT, Bridger-Teton NF, and Grand Teton National Park.
6. Use the best of alternative fuel technology to minimize the carbon footprint of Jackson Hole’s transportation system..
7. Developing a high level of expertise in successful participation in federal funding for transportation projects - through the STIP and a wide range of federal grant opportunities in SAFETEA-LU the federal transportation bill, and other federal programs.

It also means leadership-level participation in the regional transportation system now underway and being formed with support from the ARRA Stimulus funds, Idaho Transportation Department, and Yellowstone Business Partnership. START should and can be inter-connected with the entire regional transportation system now being developed.

Imagine full access to our region including the parks with one simple ticket connecting us to our neighboring communities and beyond. This regional transit system is underway, and the Plan should specifically include recognition and policy support. FOP believes it is important to broaden the Plan’s view of our region to include mention of future transit connections the next

step beyond Teton Valley and Alpine to connect Jackson to the main greater Yellowstone gateway cities like Idaho Falls, Bozeman and others. This is needed to support the future of travel in our region, including sustainable access for tourism, as gas prices will continue to climb over the next few decades.

Forward thinking goals should be a hallmark of this Plan, and taking steps backwards in mode shift would be the wrong way to go. Instead, the Plan should be revised to set higher goals and take much more advantage of the synergy of a comprehensive transportation strategy and action plan. This is possible - Many progressive local governments in America are achieving mode shift changes that exceed these levels, and most European nations are well above this - the Netherlands has bike mode share of 30% nationwide. Jackson Hole must as well. Goals such as the following should be considered:

**Mode Share of all transportation trips\* - Proposed by Friends of Pathways:**

- **10% Bicycle**
- **10% Walking**
- **10% Transit**
- **10% TDM Reduction of motor vehicle trips**
- **10% Ride Share reduction of motor vehicle trips**
- **50% Total Alternative Mode share of all Jackson Hole trips by 2030.**

\*( Note “one trip” is travel of one block or more, for any purpose)

**Comment: The Plan must rely on a combination of all active transportation solutions.**

One important example of how the draft Plan language could be significantly improved is this statement on page 60, which is repeated in the draft Plan in multiple locations:

***Page 60.***

*“Transit offers the most viable alternative to vehicular travel...”*

This statement should be revised to more accurately reflect the reality that a combination of strategies will be required for Jackson’s transportation future. Each alternative transportation mode – Walk, Bike, Transit - has advantages, and works well in some, but typically not all, circumstances.

Therefore the statement should be expanded to properly support the key additional alternative modes and key programs. Modern transportation research is clear – successful communities are using a combined, multi-modal approach, which is what the draft Plan claims to embrace. Thus, the language changes proposed are consistent with the intent of the Plan.

For the new Plan to succeed it must proposed more specific, comprehensive, and integrated solutions. A proposed improved statement would be:

**FOP Suggested change:**

**Transit, bicycle and pedestrian modes (including the pathways system) offer alternatives to private motor vehicle travel for many trips. These “Active Transportation” modes have the lowest environmental impacts and carbon footprint, and will be encouraged.**

(Note: there is a national shift in word usage to change from “alternative transportation” to “Active Transportation” and this Plan should consider changing to that newer term).

In addition to embracing all the “Active Transportation” modes of Walk/Bike/Transit, the Plan needs to include a more robust Mobility Management strategy (or Transportation Demand Management). This must also play a key role in shifting private motor vehicle trips to less impact modes and methods.

Each mode has its benefits and challenges, and the Plan needs to embrace all the alternative modes to fully develop a multi-modal system. Bicycle and walking are great for short to medium trip lengths, and since research shows 40% of all trips are 2 miles or less, there is substantial potential to increase these trips. Transit works well on fixed routes, including in-Town, Teton Village routes, and commuter routes from Teton Valley and Alpine. Today’s START system can be expanded in service frequency and with enhanced buses, which will increase use. The Plan should endorse potential transit extensions to the Airport and Grand Teton National Park, additional routes like Wilson and South Park, and better service to mixed use village nodes. Bike, walk modes can also be combined well with Transit, leveraging more use.

***Page 61.***

*“Principles and Policies 6.1 - Increase the share of trips made by alternative modes, especially transit”*

Same comment, this must be revised to be more inclusive. There is no magic bullet in transit, which in fact it is very expensive and the Plan even acknowledges on p. 60 it does not serve all the dispersed sections of our community. The other modes frequently are more cost effective, serve most of Jackson Hole, are better for public health goals, and are the clear environmental winners. The best modes from an environmental sustainability standpoint are clearly the active modes of bicycling and walking – nothing else comes close. Transit is important and is more efficient than single passenger vehicles, FOP supports it, but Transit is only one of the viable options that should be prioritized.

***Page 61.***

*“Policies 6.1.a: Establish a permanent funding source for transit”*

Friends of Pathways strongly recommends this Permanent Funding Source policy be expanded to include pathway, pedestrian and bicycle systems needs in any new funding source. For example, pedestrian facilities are one of the most important and challenging areas that need investment. The Town of Jackson and all Teton County villages have seriously deficient walkway systems, long capital needs lists, and limited funding sources. Pathways maintenance is equally very important to preserve the investments, encourage use, and provide high quality service. But funds for pathway maintenance have been severely cut in 2009 and would also benefit from a permanent funding source.

***Page 62.***

*“Policies 6.1.c: Research Regional Transportation Authority Viability”*

This Policy section should be expanded to reflect the significant Regional Transportation Planning that is currently underway in our Teton/Yellowstone Region. The Plan should reference the Regional Transportation Concept Plan recently completed by the Idaho Transportation Department and the Yellowstone Business Partnership, which has recommended a Transportation Co-Op be formed. The Co-Op concept has received over \$535,000 in ARRA Transit Stimulus funding from ITD, in June 2009 next plans to hire a full time staff and launch a regional transit pilot program.

The Regional Transportation Concept Plan recognized START as the most successful Transit System in the region. This regional transit planning offers Jackson a tremendous opportunity to connect regionally. The opportunity to expand on the somewhat limited Regional Transportation language in the draft Plan is significant. The Plan should be revised to establish a local vision for how Jackson will fit into a future regional transportation network of not only transit, but also pathways and complete streets.

Leveraging the means and resources of our Greater Yellowstone region, including Idaho and Montana communities and the two National Parks is a significant opportunity. The Plan touches on the topic, but should be more specific, clear, measureable, and inclusive.

Please revise the Plan to include policy support and commitment to participate in the regional transportation planning underway. This is important not only for our local transportation, but also to support the future of travel and tourism in the Greater Yellowstone. Simply relying on motor vehicles for regional access will not be adequate to achieve our goals in the future. For more information please see: <http://yellowstonebusiness.org/transportation/>

***Page 62.***

*“Policies 6.1.d: Interconnect all modes...”*

This 6.1.d is mostly a Transit statement; it should be expanded for all the modes.

***Page 62.***

*“Policies 6.2 Reduce reliance on single occupancy vehicle travel”*

The Principle 6.2 needs to be specific, “single occupancy [add] MOTOR vehicle travel”. One reason, a bicycle is defined as a vehicle by Wyoming statute. So the Plan should call out motor vehicle where that is intended.

Also, perhaps in this section, there should be a basic policy statement on the primary “active transportation” modes. Add a bicycle section, pedestrian section, pathway section, and transit. In addition, this may be the place to add significant policy statement on adding a “Mobility Management (or TDM)” section with measureable goals.

One of the world’s leading TDM experts Todd Litman has lectured in Jackson Hole on two recent occasions. Litman states that aggressive TDM programs can shift up to 20% of trips from high impact to lower impact via a mix of ride-share, employer, and neighborhood programs. See:

<http://www.vtpi.org/tdm/> Jackson could easily seek 10% TDM type motor vehicle reductions using off the shelf, proven programs.

**Page 62.**

*“Policies 6.2.c Require Development to promote alternative modes...”*

Should be expanded to require easements of developments to provide for sidewalk, pathways and transit needs. While a rational nexus must be met, that starts with good and specific policy support in comprehensive planning documents like this. Please add mention of this topic in the appropriate locations. This will help with future LDR revisions as well.

**Page 62.**

*“Policies 6.2.d: Discourage single occupancy vehicles”*

See comments above, this may be the place to add a “Mobility Management” or TDM policy.

**Page 63.**

*“Principle 6.3—Maintain a safe, efficient, interconnected, multi-modal transportation system”*

*“Principle 6.3.b Coordinate network decisions...”*

This should be substantially enhanced to spell out, in simple measureable ways, how all of Jackson’s Transportation Improvement Programs are developed, coordinated, and updated. State TIPs are federal requirements of States (STIP), and the current Comp Plan requires that an annual local TIP for Jackson Hole be developed.

The reality is, the Town and County have substantially failed to follow through with this critical aspect of transportation planning. There is no on-going TIP as required by the current Comp Plan, which states:

*2002 Comp Plan Page 8-47: “The Town and County will develop a Transportation Improvement Program that represents a master summary of the transportation components of the improvement programs developed by each agency and department.*

*Principle 6.3.c Review land use proposals...*

This should also mention the concept of requiring reasonable easements for pathways, sidewalks, and/or transit needs.

*Page 64: Potential Transportation Network Projects:*

This section of the draft Plan only contains highway projects, and thus is a highly limited list. A list of highway projects is appropriate in the Plan and should be included. However, it is equally critical a much broader list of improvements be included as well, and that the highway projects are being considered as meeting Complete Streets and Context Sensitive principles. The list should include all known major Transit, Bicycle, and Pedestrian projects. As a starting point, this would need to include:

- West Broadway 5-Way Main Street Project: roads, sidewalks, bike lanes, a complete street project.
- WY-22 and West Broadway Pathway
- New START Transit Center
- Sidewalks in Town and mixed use villages
- Hoback-Jackson South Project (Complete Street - highway, pathway, wildlife mitigation, river recreation access, and transit needs)

*Draft Plan Page 65 - Strategies:*

In general, the Theme 6 Strategies section is less specific and potentially less helpful than the current Transportation Chapter 8. It lacks measurable details and guidance on what is recommended, what agency is responsible for what actions, and does not adequately discuss how this plan is to be integrated with the WYDOT and Federal agencies STIP (State/National level).

**Strategy 6.1: Establish a dedicated funding source for alternate modes of travel**

Dedicate a seventh cent sales tax, additional mil property tax, or other funding source to the provision of infrastructure for alternate transportation modes with transit as the priority.

Comment: Strike Transit as priority. Transit should be one priority, but sidewalks and pathways are equally important and must also be in the eligible list for funding.

**Strategy 6.3: Create a behavioral shift program to increase travel by alternate modes**

Educate the community on alternative mode travel options and benefits.

Pursue home mail delivery.

Encourage or require students in all grades to take alternate modes of transportation to school rather than driving or being driven.

Pursue transit service between Jackson and the airport.

Establish a trip reduction coordinator to work with employers to reduce trips and facilitate carpooling.

Comment: As noted above in the policy section, this strategy needs to be better called out in the policies. This strategy is a good start, but would benefit by selecting a name – is it to be a TDM or Mobility Management Program? Those seem more descriptive than “behavioral shift”. Also, transit service to the Airport is a new transit route, not behavioral shift, this should be shifted to a revised Strategy 6.2 for a more comprehensive transit strategy section, which could also include Regional Transportation Co-OP and Regional Transportation Authority strategies.

**Strategy 6.4: Update road design standards**

Include “Complete Streets” and “Context Sensitive Solutions” policies in road design regulations.

Include wildlife crossing and other wildlife mitigation standards in road design regulations.

Comment: The new Plan should go farther and formally adopt a strong Policy Statement on

Complete Streets. This strategy can then be expanded then to show how the policy will be implemented. It should be more specific that it will apply to Town, County, and WYDOT. FOP would like to note it is very likely the U.S. Congress will include a new federally required Complete Streets policy in the big Transportation Reauthorization bill currently underway and expected to be completed next year.

**Strategy 6.5: Update land use review standards**

Concurrently review development projects for transportation impacts that can be mitigated.

Track incremental impacts and periodically evaluate their cumulative effect.

Institute a countywide transportation demand management program.

Adopt design standards to promote alternate modes of travel.

Reevaluate parking standards and other regulations that may promote the single occupancy vehicle.

Comment: Here, this should discuss how land use review could help TDM goals. The program itself should be covered above under behavioral shift, or TDM section. Additional mention of the need to secure easements for sidewalks, pathways, and transit should be noted.

**Strategy 6.6: Cooperatively create, maintain, fund, implement, and monitor a joint town/county Transportation Capital Improvement Plan**

Prioritize projects within the plan across all modes to implement this theme.

Establish permanent traffic counters for all modes of travel on specific corridors in order to monitor the effectiveness of crucial segments of the transportation system.

Comment: Cooperative planning for the TIP is an important topic, but as stated this is substantially incomplete and hard to track progress. It should spell out who is responsible to do it, and should be expanded to include WYDOT and the federal agencies, BTNF, GRTE, YELL, NER. It is worth reviewing the current Chapter 8, which has a much more specific process.

The unfortunate reality is the Town and County have not followed the adopted policy in Chapter 8 in recent years. However, this is not a reason to take key details out of the plan; rather, this should be an opportunity to redouble efforts on critical components like the development of the multi-modal local TIP. This is crucial for the success of any multi-modal system.

**Strategy 6.7: Research a Regional Transportation Authority**

Discuss with neighboring jurisdictions and state and federal officials the costs and benefits of a Regional Transportation Authority.

Discuss with neighboring jurisdictions improvements that can be made to the regional transportation system.

See Earlier Comment: Teton County and Town should engage in the Regional Transportation Planning efforts underway, and should explore the potential benefits of joining the Pilot Transportation Co-Op being launched with ARRA Stimulus transit funding. RTAs are one possible option, and should be explored. However, there is substantial opportunity to fund much the START system's needs through participation in the Regional System. This should be

embraced fully in the Plan.

*Page 66: Indicators:*

The draft Plan Indicators are incomplete, far too general, and missing important items. The indicators should specifically set goals and track transit, bicycle and pedestrian mode share along with single and multi passenger motor vehicles. See FOP's proposed Mode-Shift goals earlier in this comment letter. The current Plan has good, measurable and specific goals - those should be expanded on, not reduced.

The Plan should also require an update of the Teton/Jackson Travel Study. This key study should be updated every 5 years as is called for in the current plan. Travel Studies are considered essential tools by noted transportation experts such as Dr. John Pucher, and are frequently used in leading communities.

(see: <http://www.tetonwyo.org/plan/docs/SpecialReports/TetonCountyTravelStudy2001.pdf>)

In conclusion: This is our first comment letter on the draft Plan. These comments will likely be added to as the discussion continues and revisions are made to the Plan. Please contact me if you have questions or wish more information on any of the points and issues raised.

On behalf of the Friends of Pathways Board of Trustees and our members we thank you again for your consideration of these comments.

Sincerely,

A handwritten signature in black ink, appearing to read "Tim Young". The signature is fluid and cursive, with the first name "Tim" being larger and more prominent than the last name "Young".

Tim Young, Executive Director

## Alex Norton

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**Subject:** Transportation Comments on Comprehensive Plan  
**Attachments:** header.htm; SHJH TCWY Comp Plan comments.pdf

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**From:** Armond Acri  
**Sent:** Friday, May 29, 2009 2:23 PM

Save Historic Jackson Hole submits the attached comments on the Transportation Theme of the Comprehensive Plan. They were performed by Robert Bernstein P.E., a traffic consultant hired by Save Historic Jackson Hole to evaluate the Comprehensive Plan. In his comments, Mr. Bernstein has 4 conclusions. We feel these conclusions must be addressed if the Revised Comprehensive Plan is to be successful. Mr. Bernstein is available to answer any questions on his comments. These comments have not been entered into the website.

Armond Acri  
Executive Director  
Save Historic Jackson Hole

**ROBERT BERNSTEIN, P.E.**  
Consulting Transportation Engineer/Planner

May 6, 2009

Mr. Armond Acri  
Save Historic Jackson Hole  
PO Box 8205  
Jackson, WY 83002

**SUBJECT:** Review of Traffic/Transportation Issues Associated with Jackson-Teton County  
Draft Comprehensive Plan

Dear Mr. Acri,

I have prepared an evaluation of the Draft Jackson-Teton County Comprehensive Plan, per your request. Primary conclusions of this evaluation are:

- The Multimodal Strategy described in the Draft Comprehensive Plan (Theme 6) states goals and identifies principles, but omits analysis of conditions and specification of how its goals are to be met, and as a consequence, there is no way to determine whether or not the Comp Plan is reasonable and viable.
- The Draft Comp Plan does not provide needed updates of the Functional Classification Plan, street design standards, Level of Service (LOS) definitions, and traffic volume standards.
- The Draft Comp Plan does not provide necessary complete traffic forecasts and full traffic/transportation analysis of the Plan's preferred land use scenario.
- The Draft Comp Plan does not specify the new roadways and capacity improvements needed to meet the LOS and volume standards under the traffic loadings generated by the growth and development envisioned by the Plan.

A complete set of conclusions and a discussion of those conclusions is attached. The conclusions are based on a review and evaluation of related background information (including the Draft Comprehensive Plan and its Appendices) and discussions with Town staff, County Planning and Public Works staff, the County's transportation planning consultant, and Wyoming Department of Transportation (WYDOT) district staff and headquarters analysts.

If you have any questions or if you need additional information, please contact me.

Sincerely,



Robert Bernstein, P.E.

Attachment: Summary of Qualifications

## **CONCLUSIONS**

**The Multimodal Strategy described in the Draft Comprehensive Plan (Theme 6) is forward-thinking and laudable, but in terms of actual modal use and traffic it is aspirational only. The Draft states goals and identifies principles, but omits analysis of conditions and specification of how its goals are to be met. As a consequence, there is no way to determine whether or not the Comp Plan is reasonable and viable. Furthermore, the omissions create the untenable situation of leaving these difficult issues to be addressed in the course of narrowly-focused, potentially adversarial development review cases.**

- 1. The Draft Comp Plan does not determine and identify the transportation system access and capacity needs of the growth envisioned by the Plan, nor does it determine how those needs are to be met.**
- 2. The Draft Comp Plan does not provide an updated Functional Classification Plan and street design standards that will be able to effectively guide development of a complete road network in the “suburbanizing” areas of the County and provide a clear, sound basis for fair and efficient review of individual development applications.**
- 3. The Draft Comp Plan does not provide updated Level of Service (LOS) and traffic volume standards needed for system-level analysis of the County road network and for impact evaluation of individual development proposals.**
- 4. The Draft Comp Plan does not provide the complete traffic forecasts and full traffic/transportation analysis of the Comprehensive Plan preferred land use scenario that are necessary for refining LOS and traffic volume standards and for specifying the road network improvements needed to serve anticipated growth.**
- 5. The Draft Comp Plan does not specify the new roadways and capacity improvements needed to meet the LOS and volume standards under the traffic loadings generated by the growth and development envisioned by the Comprehensive Plan.**

## **DISCUSSION**

The Teton County Comprehensive Plan (Transportation Element) must incorporate the following elements in order to effectively address the transportation planning concerns and needs expressed by Save Historic Jackson Hole; i.e., to identify and meet the transportation system access and capacity needs of the growth envisioned by the County Comprehensive Plan, and to provide a clear and rational basis for evaluating individual development proposals.

## **Transportation Plan Purpose**

In Teton County's rapid growth environment, the County Transportation Plan (i.e., the Comprehensive Plan Transportation Element) must serve two primary purposes: (1) to identify and define the transportation system needed to adequately support the land uses, population, and employment included in the Comprehensive Plan, and (2) to provide the plans and standards necessary to effectively guide development in general, and to evaluate and condition individual development proposals in particular.

## **Transportation System (Road Network)**

The Draft Comp Plan has made only a minimal start towards defining the road network needed to serve the envisioned growth. System planning actions still needed include:

1. Identify new regional/arterial road links needed;
2. Determine additional arterial capacity needs (roadway widenings, intersection improvements);
3. Lay out a complete arterial/collector network to serve growth areas, where the existing rural road network has neither the capacity nor the coverage to provide access to new development and accommodate the traffic generated by the urban/suburban development envisioned by the Comp Plan; and
4. In cooperation with WYDOT, identify the State Highway intersection/interchange improvements and new connections needed to accommodate the traffic to be generated by Comp Plan growth.

## **Functional Classifications**

The County's current Functional Classification Plan – and the street design standards associated with it – are not adequate for effectively guiding development of a complete road network in the “suburbanizing” areas of the County, or for providing a clear, sound basis for fair and efficient review of individual development applications. Currently, the County has only three classifications: Arterial, Collector, and Local. As formerly rural/exurban areas of the County develop and suburbanize, and the road system expands to serve the increased traffic in those areas, a broader, better-defined functional classification system is needed to guide development of an efficient, effective road system.

In other parts of the West where the kind of growth now being experienced in Teton County has been occurring for decades, functional classification systems have been expanded to meet those needs. King County, Washington, for example, has seven classifications for County roads<sup>1</sup> (regional highways are classified separately), and the definitions and requirements of each

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<sup>1</sup> Principal Arterial, Minor Arterial, Collector Arterial, Commercial/Industrial Local Street, Residential Collector, Residential Sub-Collector, and Residential Local Street.

classification are very specific and focused. Many of the smaller incorporated cities in the county use the King County system.

Teton County probably does not need seven classifications, but its functional classification system should be able to distinguish between County Arterials and major regional highways (e.g., US89, WY22), and it should have a second collector classification for newly developing residential areas. In addition, the definitions and requirements of the classifications need to be expanded and clarified.

### **Level of Service (LOS) and Traffic Volume Standards**

LOS and traffic volume standards are used for two primary purposes: (1) for system-level analyses used to evaluate the ability of the County road network to safely and conveniently serve anticipated traffic volumes, and to identify necessary road and traffic control improvements and expansions, and (2) to evaluate the impacts of individual development proposals and identify necessary mitigation measures.

The County's current LOS and traffic volume standards are wholly inadequate for either of these two purposes, and need to be significantly revised, refined, and expanded. The definition and application of the LOS standards must be much more clearly specified, and the traffic volume standards must be given formal meaning and authority (current volume standards are described not as standards, but as "typical volumes"). In addition, the traffic volume standards must be refined/expanded to be consistent with the refined/expanded functional classification plan discussed above.

### **Analysis Requirements**

#### ***Full analysis of Comprehensive Plan preferred land use scenario***

In order to provide the information necessary to refine County LOS and traffic volume standards and specify the road network improvements needed to serve anticipated growth, as discussed above, a full traffic/transportation analysis of the Comprehensive Plan preferred land use scenario will be necessary. This analysis will need to be based on complete traffic forecasts for the preferred land use scenario.

#### ***Analysis of buildout scenario***

In order to be able to specify the road network improvements and expansions needed to serve the level of development *possible* (i.e., permitted by the Comp Plan), a full traffic/transportation analysis of *buildout* of the Comprehensive Plan preferred land use scenario will be necessary for the various growth areas in the County (South Park, Wilson, Aspen, Teton Village, Town of Jackson). Simply planning for forecasted growth in areas with 'excess' development capacity (i.e., areas where the Comp Plan allows for more development than is anticipated in the 20-year planning horizon) is not enough, because some of those areas may grow more than is forecasted. In such an instance, the Transportation Plan needs to have defined the road network

improvements and expansions necessary to support that additional development if the County is to be able to adequately review and condition proposed developments. And of course, if the transportation system cannot be expanded/improved enough to support the additional growth, the Comp Plan should be revised to disallow it.

***Analytical consistency of comprehensive planning and development review***

The methodologies used to estimate trip generation and forecast traffic for the Comprehensive Plan Transportation Element must be comparable to and consistent with those used for development review traffic analyses. Without such consistency, there is the likelihood that development traffic studies will either (a) identify impacts not anticipated by the Transportation Plan, which, consequently, the County is unprepared to address, or (b) understate the impacts, leaving the County unable to adequately condition the development.


**Attachment: Summary of Qualifications**

I have Bachelor's and Master's degrees in Civil Engineering (from Georgia Tech and Northwestern University, respectively), and I am a registered professional engineer in Oregon, Washington, California, Idaho, and New Jersey. I have over 30 years of transportation planning and traffic engineering experience, including five years with the City of Portland, Oregon, and seven years as Senior Transportation Engineer with the Puget Sound Council of Governments. In these positions and as a private consultant, I have served as project traffic engineer and transportation planner on dozens of arterial and highway conceptual design studies in Oregon, Washington, California, and Georgia. I have prepared the transportation element for a dozen city and county comprehensive plans, and I have conducted numerous regional and subregional travel demand forecasting studies, traffic operations and safety analyses, and neighborhood traffic management studies. In addition, I have provided on-call development review services for several cities in Oregon, Washington, and California, and over the last 25 years I have provided expert assistance on development-related traffic issues to over 100 community and neighborhood groups in Oregon, Washington, and throughout the West.

**Policy 6.1.c: Research Regional Transportation Authority viability**

The community will also work with adjacent counties, states, and federal land agencies to coordinate the design and use of external components of the transportation system by Teton County residents and workers; and will explore the utility and viability of a Regional Transportation Authority.

**Policy 6.1.d: Interconnect all modes of transportation**

The transit system provides a tool to connect all modes of travel. Park’n’rides, bicycle parking, and similar facilities will be incorporated into transit stop design to promote the use of transit along major roadways even if it is not viable on smaller interior road networks. 

**Principle 6.2—Reduce reliance on single occupancy vehicle travel**

*Making alternate modes of transportation an easier choice requires that more emphasis be put on provision for those modes than on the accommodation of the single occupancy vehicle (SOV).*

**Policy 6.2.a: Develop in a land use pattern based on “nodes”**

A series of nodes (with the Town of Jackson being the largest) throughout the valley enables connection of the community by transit. In addition, by providing housing, recreational opportunities, and community services in the nodes within walking distance, make travel by walking and bicycle more viable, thereby reducing automobile trips.

**Policy 6.2.b: Provide for alternate modes of travel as the preferable method to relieve traffic**

Where traffic congestion needs to be relieved, solutions that emphasize an increase in the mode share of alternate modes are most appropriate. Additional capacity that is created for single occupancy vehicles always fills up with more single occupancy vehicles. Conversely, if an increased proportion of the trips made are by alternate modes, growth in traffic will decrease.

**Policy 6.2.c: Require development to promote alternate modes of travel**

If development and redevelopment continues to focus on accommodating automobile users, people will continue to drive. The town and county will require facilities and building orientations that promote transit, walking, and biking locations where such modes of travel are viable.

**Policy 6.2.d: Discourage single occupancy vehicles**

Incentives to use alternate modes of transportation will not be enough to reduce the reliance on single occupancy vehicles if the use of that mode remains as convenient as it is today. To discourage automobile use, the town and county will use “Level of Service D,” as determined by American Association of State Highway Transportation Officials standards for autos, as an acceptable level of congestion and delay along roadways and at intersections. Paid parking in areas served by alternate modes and other financial means can also discourage SOV travel.

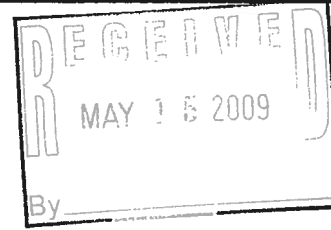


**START bus**

**Pete Jorgensen**

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**From:** Gary\_Pollock@nps.gov  
**Sent:** Monday, May 04, 2009 11:04 AM  
**To:** pjorgensen@jorgensenassociates.com  
**Subject:** Info You Requested



Hi Pete -

Mary asked me to send you some info regarding the airport EIS and our thoughts on the Comp Plan.

Regarding the discussion on preferential runway use, the best place to look in the DEIS is at the bottom of page 74, but you might also want to look at that other material between pages 72-77.

Regarding the comp plan, I had asked Alex Norton several months ago to include some specific language regarding Moose - Wilson Road. Although I am not finished reviewing the current draft, I have not seen the language in the sections where it would make the most sense for it to be. We will be making the same request in our written comments that are due on May 15. The language I suggested is as follows:

Transportation strategies will be sensitive to the needs of surrounding jurisdictions, including Grand Teton National Park. In light of the sensitivity of the Moose - Wilson Road to increases in traffic volume, the Town and County will coordinate with the National Park Service to ensure that in addressing transportation issues on Wyoming 390, additional transportation-related impacts are not created within the national park.

Hope this is useful.....

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**Gary M. Pollock**  
**Management Assistant**  
**Grand Teton National Park**  
**Ph: 307-739-3428; Fax: 307-739-3438**

**Alex Norton**

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**Subject:** TC Draft Plan-South Park/Cottonwood

**From:** Marilyn Cavalier Ednie

**Sent:** Thursday, May 14, 2009 1:30 PM

To Whom It May Concern:

I am a resident in Cottonwood-Rangeview. I have lived in my home for 18 years and I have seen a lot of changes to the area. I know it is inevitable that the Porter Estate is to be developed. What I would like to be better informed on is the "planned" traffic routes (High School Road, South Park Loop & Hwy). I would like to be assured that in the plans; the "planned" routes will not encourage traffic to come through the Cottonwood-Rangeview streets during traffic jams. I know that I would hop skip through this area if I was delay in traffic, so what's in the plans?

Thank you,

Marilyn Ednie  
Cottonwood-Rangeview Resident

## Alex Norton

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**Subject:** Comprehensive Plan Comment

From: Erin Dann  
Sent: Monday, May 11, 2009 11:16 AM

Dear Planners and Elected Officials,

With great respect for the work done to move the community forward with a land use plan to guide us into the future I'd like to share a few comments and concerns:

- Where is the pressure coming from to grow to the degree this plan proposes when the predetermined priority for it was preservation of wildlife and conservation?
- The Resor property development was a concern because our roads and transportation alternatives are so limited. Safety in the event of a natural disaster is compromised by the infrastructure of Westbank roads and the aging Snake River bridge. We know how slowly WYDOT works and adding enormous traffic loads to already busy highways seems irresponsible. Not to mention the impact on wildlife...the top priority of the new plan.
- The risk of looking like "anywhere resort USA." Just because some of our resort counterparts have overdeveloped with limited road accessibility doesn't make it right. i.e. Sun Valley
- Reconsider the importance of a "node.". They are not equal, as presented in the plan, and shouldn't be treated as such. Stop and go, bumper to bumper traffic on Hwy 22 during July and August are a reality we already live with. Let's not make it worse, please.

Respectfully,  
Erin Dann

**Alex Norton**

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**Subject:** Comp Plan Update

**From:** Sonja Boehne

**Sent:** Thursday, April 30, 2009 10:49 AM

I have talked to people living on Gregory Lane....they call themselves the "forgotten ones" as they live on Gregory Lane and winter like summer there is heavy traffic on this little curvy road. A lot of times you have heavy trucks rolling down that road. No sidewalk or bike paths on Gregory Lane so people have to walk on the road with their kids...I heard it is especially dangerous in the winter with the high snow banks. People living there (hispanics, european students and many more) are our workforce... So how can there be a consideration of building 1500 homes in the South Park node....a lot of people use Gregory Lane...(which is totally unsafe) to go to the ballpark and the commercial stores and offices... more houses would mean more traffic..we have reached already our traffic capacity.... and more traffic means building new roads, widening them etc... all affects wildlife corridors and outbuild of town...of areas where is no space to add on.... We have existing buildings which are not occupied or could be rebuilt to more efficient housing...why not start there before adding on houses which may end up empty in this economy but looking at history of town affordable housing ended always up as not affordable (Rafter J , Melody Ranch) Thank you for all your hard work...this is such an extensive plan and really hard to understand everything, so I can only put down my thoughts and experiences I get with talking friends and coworkers.

Respectfully,

Sonja Boehne

## Alex Norton

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**Subject:** public transportation

**From:** sonja boehne

**Sent:** Tuesday, April 28, 2009 1:55 PM

after being on a lot of meetings regarding the comprehensive plan...I have a question regarding public transport.

Living in South Park I have always wondered why is there no START buses coming down to Rafter J and Melody Ranch. I have lived here since 1998 and haven't seen any changes in this.

Our traffic issues are growing and I am sure you are spending quite some time on this issue...

I made a call to START bus a couple of weeks ago and asked if there is any talk about public transportation to South Park. They said no and it is not even on their agenda in near future? How can that be...!!!!

They have done a great job on the transportation to Star Valley and over to Idaho ...and it works great...

Everyday I drive my car from South Park to the hospital, were I work. 70% of the drivers drive way to fast into town and follow each other to close...and so on and on....most are probably running late and are not concentration on the traffic...

So why cant we get more people of the road?..for this little town we have reached our traffic capacity already a while ago.

I would love to drive the bus to work..save gas., less.stress...and less cars on the road....

I think enough people live in South Park (incl. Rafter J and Cottonwood) to make this service available.

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So the comp. plan talks about it but I don't see or hear any really solution about traffic. It is all nicely printed but in reality we are going another way..

We also need more walk and bike paths/walkways in town. I rode my bike for two years in the summer to work and know how you go from bike path to road a lot of times in town...that should be priority and not the bike path in Teton National Park for recreation. Priorities!!!!

On the comp. plan meeting in South Park , Jeff Daugherty said we owe our workforce to be housed in Jackson....So the 1.500 homes , which could be build in the South Park node should solve our workforce housing problem...

Hey in a lot of cities you have to commute to work...we cant build up town just because it is so great here and everyone wants to live here (at a point there is just so much you can build and accommodate)

Again it comes back to traffic congestion, more services build out.....

These are just some thoughts which I have been discussing with my friends...and even they don't always show up at the comprehensive plan meetings , they are also very concerned and hope that our county commissioners will represent the people of Jackson....

Thank you for your attention

Sonja Boehne

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**Public Comment**

**3/5/10 – 3/12/10**

**Theme 5: Provide for a Divers and Balanced Economy**



## Alex Norton

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**Subject:** Theme 5

**From:** Kristine OBRIEN

**Sent:** Sunday, March 07, 2010 11:28 AM

Dear Planners,

Thank you again for all the hard work and time you are devoting to the Comprehensive Plan on behalf of the Community. Below are some thoughts on the economic section.

The economic chapter of the plan should lay out the community's vision of what drives its economy and how it wants to trade off different goals. Economics is about understanding the consequences of choices, and how to make the best choices given goals and constraints. The Plan should go beyond statements of aspiration and lay out real obligations and objectives.

1. Source of economic strength. Jackson Hole's economy is based on its natural capital, the scenic beauty that attracts people from across the world. Preserving that capital, and using its dividends to meet the needs of the community should be the goal of the Plan.
2. Diversity and balance. Economic diversity and balance can be achieved by using the natural capital of Jackson Hole in different ways: seasonal recreation, vacation homes, attracting entrepreneurs to build businesses. But the Plan must be realistic and make clear what sorts of businesses are viable. Moreover it should be stated whether words like “foster” and “encourage” mean “subsidize”. If so the decision to subsidize any economic activity must be justified by strict cost/benefit analysis.
3. Renting versus owning. Natural capital is the ultimate renewable resource. Ownership of it gives control and responsibility. As much as possible, the community should keep control of the natural capital. “Renting” access rather than “selling” it keeps that control (i.e., selling resort stays, experiences and hotel visits rather than building irreversible residential development). Renting access promotes economic stability, because rental income is less volatile than real estate prices.
4. Making projects pay their way. The community must ensure that development projects do not degrade the environmental capital and quality of life that underpin the area's economy. This should be paramount. The Plan should commit to making projects pay for all costs – workforce housing, infrastructure, traffic, pollution, wildlife impact – and provide for a mechanism to measure those costs.
5. Transparency. Limits to development deliver financial gains and losses. Provision of benefits such as subsidized housing will attract demand. These economic facts of life must be recognized and the Plan has to insist that implementation be open and fully transparent.

Kristine and Paul O'Brien

## Alex Norton

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**Subject:** Comments from 4 March 2010 Joint P&Z Comm Meeting

**From:** Armond Acri

**Sent:** Friday, March 05, 2010 9:44 PM

Some thoughts on your discussion on Theme 5 this week:

-Stability in the economy probably means controlling growth in some fashion to minimize the boom/bust cycle. That is what the Fed does. You have voted not to use growth caps, but you might want to consider some sort of indirect controls. Rapid growth is often followed by painful contractions like we are currently seeing.

-Stability probably means raising taxes in good times to get through the bad times. It is tough to raise property taxes and sales taxes when property costs are high, but it is even tougher to raise taxes when people are losing their jobs and their homes.

-It is difficult to legally exclude certain types of businesses like big box retail, but you can indirectly control the types of businesses you attract by controlling the size of buildings you allow. Large corporations are not interested in small buildings. Small local companies are.

-Businesses that cater to locals will not earn as much money as a high end service business, but will probably have more business in the shoulder seasons. We cannot control the weather in spring and fall. It is very unpredictable and often unpleasant. That makes it difficult to attract tourists (including second home owners) during the shoulder seasons. True locals will be here during most of the shoulder seasons and will buy things they need. They do not need "local discount" high end services during the off season.

Armond Acri

Save Historic Jackson Hole

*Specific strategies to Provide for a Strong, Stable, Diverse, and Balanced Economy:*

- 1. Green Resort/ Eco-Tourism: promote these goals in addition to our outdoor recreation, wildlife, scenic resources and accessibility to public lands. This is now and will continue to be a good fit for our local economy.*
- 2. In addition, I believe the more established, older style "see America by car" type of tourism (which first brought my family to this valley) is going to once again become stronger than the "jet set" high end tourism we've seen in more recent years. We should upgrade our visitor amenities and the gateways to town and encourage visitors passing through to stop, park, and experience the downtown on foot or bicycle. More efforts such as those already suggested: closing the town square to cars & the public art task force initiatives, should be made.*
- 3. The high end tourism & second home industry will continue as the market dictates. Teton County remains one of the most spectacular unspoiled settings in the continental US, with access to unparalleled skiing, fishing, etc. and the current tax benefits to homeownership provide all the additional incentive we need. We don't need to do anything else to encourage this sector of our economy, it takes care of itself. We also have plenty of golf.*
- 4. Leadership in Green Collar/Alternative Energy industries: As I stated last week, we are uniquely positioned because of our natural environmental bounty and our proximity to major centers of multiple extractive energy industries, to become a national counterpoint to those industries in the specific area of alternative energy research. Clearly, this is an industry which will grow and develop over the next decades, and this industry might very well find the juxtaposition between the pristine natural environment in our backyard and the oilfield development of neighboring counties serves their purpose as far as marketing alternative energy sources. Whether you believe global warming is the biggest threat to our planet or think it's a complete fabrication doesn't matter. We should still market ourselves to this sector of our national economy because of the way it can help our local economy. What can we Land Planners do to accomplish this? Designate an area in our Future Land Use Plan to accommodate an Alternative Energy Research Campus, where things like wind turbines and photovoltaic arrays can be installed. Not for mass production of electricity, for research in how to make these technologies more efficient. We can also include language in our Comprehensive plan about our desire to provide appropriate underground transmission utilities to accommodate these technologies.*
- 5. Acknowledge the important contribution of our significant immigrant workforce to our economy. Just as America itself has grown and thrived because of the hard work of immigrants from all over the world, so has Teton County. We need to formally recognize this contribution, and include language in our Comprehensive Plan which assures that the needs of our immigrant population are adequately addressed, mostly through housing initiatives, recreation and educational facilities, and community events.*



## **2009 Comprehensive Plan Update**

### **3/4/10 Theme 5 - Vision Comments**

#### **Natural Resources**

- Natural resources are the basis of the economy
- Commercial growth needs to be balanced with wildlife protection
- Our landscape and wildlife are the future of our economy
- Economic emphasis needs to be on wildlife and natural resources
- Natural environment is a huge economic asset – we need to think conservation not preservation
- We should enhance our wildlife and natural resource assets

#### **Diversification**

- Our current economic situation shows how perilous it is to have an economy dependent upon real estate development
- We need to shrink the slice of the economy dependent upon real estate development
- We need to grow the slice of the economy that is “honest economy” tied to locals not dependent on outsiders
- Need to figure out how to add a third piece to the pie beyond tourism and real estate development
- We need to recruit high tech and medical tech companies
- We should encourage green industry but beware of green washing
- We cannot keep all of our eggs in the real estate development basket, a university branch or high tech sector would be good
- Focus on alternative energy research
- If we want to expand sectors of the economy where are we physically going to put them

#### **Community First, Resort Second**

- We need to capitalize on tourism, our problems start when people stay
- Community first, resort second balance is a major topic of this Theme
- Even if the economy is tourist based we still need to focus on community preservation
- Tourism is not the basis of our economy
- The wealthy will continue to come to Jackson ... at least until the Boomers get too old
- Community first, resort second, diversity, and balance are all great ideals
- We need to consider and discuss the immigrant component of our economy
- We need to focus on a year-round economy supported by locals – not a tourist based economy

#### **Real Estate Development**

- There is nothing less sustainable than unregulated real estate development
- If we are cutting back on new development we need to incent redevelopment and infill
- The basis of the economy is real estate development driven by national accumulation and consolidation of wealth

#### **Community Character**

- External demand for all of the assets of Jackson Hole has had plenty of benefits for the community, but also comes with many externalities – it is those externalities that this Plan must address
- We need to focus on places for workers to live
- The playing field needs to be leveled for the middle class – who are the stabilizing force of Jackson

**Other**

- Do not try and micromanage the market
- We should become and promote ourselves as a green community as a counterpoint to the greater Wyoming focus on energy extraction and as a global leader

**AGENDA**  
**JACKSON PLANNING AND ZONING COMMISSION**  
**TETON COUNTY PLANNING COMMISSION**  
**MARCH 23, 2010 – SPECIAL JOINT MEETING**  
**5:30 P.M.**

The meeting will be held in the Teton County Board of County Commissioners Chambers.  
Agenda for the meeting is as follows:

**PLEASE TURN OFF ALL CELL PHONES AND PAGERS DURING THE MEETING**

**CALL TO ORDER – Town of Jackson Planning Commission**

**ROLL CALL**

**CALL TO ORDER – Teton County Planning Commission**

**ROLL CALL**

**NEW BUSINESS**

**OLD BUSINESS**

Theme 6 – Develop a Multi-Modal Transportation Strategy

- Presentation from Carlos Hernandez, Feer & Peers, Transportation Consultant for the Comprehensive Plan Update
- Summary of Recommendations and Comment from Transportation Advisory Committee Chairman
- Question and Answer with Carlos Hernandez and TAC Chairman

**PUBLIC COMMENT (as time permits)**

**MATTERS FROM STAFF**

1. Set Agenda, Date and Time for Next Joint Meeting(s)
2. Other

**MATTERS FROM COMMISSION**

**ADJOURN – TOWN OF JACKSON PLANNING COMMISSION**

**ADJOURN – TETON COUNTY PLANNING COMMISSION**



**AGENDA**  
**JACKSON PLANNING AND ZONING COMMISSION**  
**TETON COUNTY PLANNING COMMISSION**  
**APRIL 1, 2010 – SPECIAL JOINT MEETING**  
**5:30 P.M.**

The meeting will be held in the Teton County Board of County Commissioners Chambers.  
Agenda for the meeting is as follows:

**PLEASE TURN OFF ALL CELL PHONES AND PAGERS DURING THE MEETING**

**CALL TO ORDER – Town of Jackson Planning Commission**

**ROLL CALL**

**CALL TO ORDER – Teton County Planning Commission**

**ROLL CALL**

**PUBLIC COMMENT (maximum 45 minutes)**

**OLD BUSINESS**

1. Theme 6 – Develop a Multi-Modal Transportation Strategy

**NEW BUSINESS**

**MATTERS FROM STAFF (8:15)**

1. Data Requests Update
2. Set Agenda, Date and Time for Next Joint Meeting(s)
3. Identify experts that should be contacted for future meetings
4. Other

**MATTERS FROM COMMISSION**

**ADJOURN – TOWN OF JACKSON PLANNING COMMISSION**

**ADJOURN – TETON COUNTY PLANNING COMMISSION**