



**BOARD OF COUNTY
COMMISSIONERS**



**TOWN
COUNCIL**

JOINT INFORMATION MEETING AGENDA DOCUMENTATION

SUBMITTING DEPARTMENT: Town & County Public Works

PRESENTER: Heather Overholser and Johnny Ziem

MEETING DATE: June 5, 2023

SUBJECT: BUILD Grant – Stilson Transit Center
30% design engineer’s cost estimate review and local
funding options

STATEMENT/PURPOSE:

To review the 30% Engineer’s Estimate and consider key design and funding decisions for the Stilson Transit Center.

BACKGROUND/ALTERNATIVES: Teton County, Wyoming is the direct recipient of a federal BUILD (Better Utilizing Investments to Leverage Development) transportation grant from the U.S. Department of Transportation (USDOT) for the Teton Mobility Corridor Improvements (TMCI) project. The TMCI project comprises of 13 components in the Greater Yellowstone Region of Idaho and Wyoming, spanning over 30 miles from Driggs, ID to Jackson, WY through the Teton Mountain range along the WY-22/ID-33 transportation corridor. The Town of Jackson (TOJ), the City of Driggs, Teton County, Idaho and the Idaho Transportation Department are sub-recipients of the BUILD Grant funds.

The last time the JIM discussed this item was at the August 1, 2022 JIM meeting, at which staff presented the sub-recipient agreement between Teton County and the Town of Jackson. The July 2022 estimate for the Stilson Transit Center (Component 1) included the construction of a 2,600 sq. ft. transit center. The Stilson facility will serve as a mobility hub and provide enhanced transit center amenities, including indoor waiting area, bicycle parking, public restrooms, seasonal coffee sales, and other amenities to improve the transit user experience. In addition, 386 total parking spaces (including 3 EV car charging spaces at full build out) will be constructed to improve the park-and-ride functionality in all seasons. The Stilson Transit Center is a joint project between Teton County and the TOJ.

Jackson Hole Mountain Resort (JHMR) has committed to convey 5.40 acres of land upon which the transit center will be constructed, resulting in a collaborative public-private partnership between JHMR, Teton County, and the TOJ/START.

As planned, the transit center will better serve:

- Travelers between Teton Valley, ID, Teton Village, and the TOJ, as 19% of Teton Valley commuters transfer at this location;
- The Wilson area, which includes a permanent population of approximately 3,000 persons in 1,200 households and thousands of tourists, especially during the winter season; and,
- As a park and ride location in the future as transit service expands to destinations within Grand Teton National Park.

COMPREHENSIVE PLAN ALIGNMENT

- Chapter 1. Stewardship of Wildlife, Natural Resources and Scenery
 - Principle 1.2 – Preserve and enhance surface water and groundwater quality
 - Policy 1.2.b – Require filtration of runoff
- Chapter 2. Climate Sustainability

- Principle 2.1 – Reduce consumption of non-renewable energy
 - Policy 2.1.d – Allow and encourage onsite renewable energy generation
- Principle 2.3 – Reduce greenhouse gas emissions through transportation
 - Policy 2.3.a – Meet future transportation demand through the use of alternative modes
 - Policy 2.3.b – create a safe, efficient, interconnected multimodal transportation network
- Principle 2.4.a – Increase energy efficiency in buildings
 - Policy 2.4.a – Construct energy efficient buildings
- Chapter 7. Multimodal Transportation
 - Principle 7.1 – Meet future transportation demand with walk, bike, carpool, transit, and micro mobility infrastructure
 - Policy 7.1.c – Interconnect all modes of transportation
 - Principle 7.2 – Reduce greenhouse gases from vehicles to below 2012 levels

STAKEHOLDER ANALYSIS

The following stakeholders have been engaged through the 30% design process:

- Jackson Hole Mountain Resort
- Teton Village Association
- Friends of Pathways
- Yellowstone-Teton Clean Cities Coalition
- Energy Conservation Works
- Department of Energy
- JH Public Art
- Teton Botanical Garden
- Yellow Iron Excavation (current snowplow contractor)
- Wilson Sewer District
- Wyoming Department of Transportation (WYDOT)

An open house public meeting was held January 10, 2023, at the Teton Science Schools' Jackson Campus. Anonymous public comments are attached to this staff report.

FISCAL IMPACT:

- August 2022 - The project was presented to the JIM with a planning level estimate of \$9.9M, of which, \$5.64M was eligible for BUILD grant reimbursement.
- August 2022 - The subrecipient agreement between the Town and Teton County was executed. The Town's obligation for the transit center was \$1.76M and the Teton County's obligation was \$2.06M.
- Later in August 2022 - The Office of the Secretary of Transportation awarded Teton County an additional \$5M in BUILD funding, bringing the total BUILD grant amount to \$25M and increasing the grant allocation for the transit center from \$5.64M to \$7.2M.
- November 2022 - Voters approved the Transportation Alternatives and Safe Routes to School SPET measure at \$15M.
- March 2023 – The 30% design for the transit facility was refined, with a resulting cost estimate of **\$12,612,062**. Below is the associated estimated fiscal impact of the March 2023 design:
 - BUILD grant commitment: \$7,201,279
 - TOJ share: \$2,488,960
 - Teton County share: \$2,921,823

As it is early in the design process, the March 2023 estimate includes a conservative estimate for inflation and escalation. As the design progresses, optimization of design elements will continue to reduce unknowns, contingency, and escalation factors.

Stilson Project Estimate Comparison

The June 2022 Engineer Estimate for this project was \$9,937,383. This included:

1. Stilson Transit Center building
2. Asphalt paved parking lot
3. Minimal bike amenities
4. No upgrade to water supply system
5. Minimal landscaping
6. Minimal inflation and construction cost escalation

Town of Jackson appropriation: \$1,755,997

Teton County appropriation: \$2,061,387

The March 2023 Engineer Estimate for this project is \$12,612,062. This includes:

1. Stilson Transit Center building size increase (300 sq. ft.) and refined quantity material costs
2. Refined site utilities and geotech quantities (demolition, earthwork)
3. Asphalt paved parking lot
4. Minimal bike amenities
5. Necessary upgrade to a new water well and well control building
6. Landscaping to remediate wildlife buffer to comply with Teton County Environmental Assessment (EA)
7. Infrastructure for 42 total EV capable parking stalls
8. More conservative inflation and construction cost escalation

Town of Jackson appropriation: \$2,488,960

Teton County appropriation: \$2,921,823

Staff has identified additive design options, which would be in addition to the March 2023 cost estimate of \$12,612,062. Additionally, staff has identified several corresponding outside funding opportunities. Following are the design and funding options for consideration at the June 5, 2023 JIM meeting:

JIM Decision Points for Consideration

1. Solar Panel Installation
 - a. Option A: Full installation of a solar electric generating system (additional \$240,000)
 - b. Option B: Installation of infrastructure to make the facility solar ready for installation at a future date (additional \$21,000)
 - c. Alternative funding source: Town and County Energy Block Grant (\$150,000); utilization of this grant with Option A would result in an additional *net* cost of \$90,000.

Staff Recommendation: Option A (utilizing Energy Efficiency and Conservation Block Grant funds)

2. Geothermal Heating and Cooling
 - a. Option A: Full installation of a geothermal heating and cooling system (total cost \$864,637; \$255,006 above March 2023 engineer's estimate)
 - b. Option B: No installation of a geothermal heating and cooling system, the facility will use a traditional system for heating and cooling (included in March 2023 engineer's estimate at \$609,631)
 - c. Alternative funding source (pending ECW approval): Energy Conservation Works 2022 SPET (\$255,000). If ECW SPET funds are approved by the ECW board for Stilson geothermal, the

additional Town/County cost over the March 2023 estimate is estimated to be approximately net zero.

Staff Recommendation: Option A (pending ECW SPET funds)

3. Bike Amenities

- a. Option A: Maximum bike amenities to include covered bike parking, E-bike chargers, security cameras, lighting, bike lockers, and traditional bike racks. (total additional cost \$428,873; \$374,072 above engineer's March 2023 estimate)
- b. Option B: Minimum bike amenities to include bike lockers and traditional bike racks only. (included in March 2023 engineer's estimate at \$54,801)
- c. Alternative funding source: Shooting Star Fund (\$401,000 of readily available funds); the use of these funds would result in an estimated net zero.

Staff Recommendation: Option A with utilization of Shooting Star funds

4. Public Art

- a. Option A: Include Public Art (up to \$200,000)
- b. Option B: Do not include Public Art (\$0)
- c. Alternative funding source: Possible grant funding opportunities

Staff Recommendation: Option A, with applications for grant funding

5. Parking Lot

- a. Option A: Pavement Parking Lot (total cost \$1,905,440 – included in March 2023 engineer's estimate)
- b. Option B: Gravel Parking Lot (total cost \$1,076,868; potential savings of up to \$828,572)

Staff Recommendation: Option A

Totals of five staff recommendations with alternative funding sources:

- *Total cost estimate including staff recommendations-* \$14,079,899
 - o *BUILD grant funds:* \$7,201,279
 - o ***Town of Jackson appropriation: \$2,778,412***
 - o ***Teton County appropriation: \$3,261,614***
 - o *Alternative Funding Sources*
 - *ECW SPET: \$255,000*
 - *Energy Block Grant: \$150,000*
 - *Shooting Star Fund: \$401,000*
 - *Yellowstone-Teton Clean Cities Coalition: \$32,594 (for electric vehicle charging)*

2022 Transportation Alternatives SPET funds (\$15M) could be considered by the JIM to cover the total or a portion of Town and Teton County cost share for this project. Of the voter-approved \$15M for the 2022 Transportation Alternatives SPET, \$5.05M has been allocated to Wilson-area pathways/Safe Routes to School projects by the Teton County Board of County Commissioners, with \$9.95M remaining unappropriated for future projects. Following is the 2022 ballot language:

Transportation Alternatives and Safe Routes to School

\$15,000,000 for projects to improve transportation alternatives in Teton County and the Town of Jackson, including the planning, design, engineering, and constructing of pathways and sidewalks for safe routes to school, commuting, and recreation as well as the Stilson transit center and park-n-ride facility and the purchase and installation of transit prioritization traffic signals and other public transit infrastructure. Any unexpended funds, including any unused contingency funds, shall be placed into a

designated account, the principal and interest of which shall be used for operations and maintenance of these projects. This project is sponsored by Teton County.

STAFF IMPACT

This project has been a substantial burden for staff for almost two years, with a minimum of 8-10 hours per week spent by Town and County staff. The exact number of hours of staff hours is difficult to estimate as it has involved multiple staff members from both the Town and County. This project will continue to occupy a significant amount of staff time to manage both the design, procurement, and construction administration consultant team. TOJ and Teton County will agree on long-term maintenance and management responsibilities for both entities, and an operations and maintenance agreement will be brought before the Town of Jackson and Board of County Commissioners.

LEGAL REVIEW

Gingery for Teton County; Colasuonno for the Town of Jackson

ATTACHMENTS

- January 2023 Open House Public Comment

RECOMMENDATION

Staff recommendations were included in each of the “Decision Points for Consideration” section of this staff report.

- The total additional cost of the five staff recommendations (cost above and beyond the March 2023 engineer’s estimate) is estimated at \$1,069,078.
- The total additional net cost (including the alternative funding opportunities) of the five staff recommendations (cost above and beyond the March 2023 engineer’s estimate) is estimated at \$290,000.
- The total project engineer’s estimate, including the five staff recommendations, is \$14,079,899.

Staff further recommends consideration of the use of a portion of the remaining \$9.5M 2022 Transportation Alternative SPET funds to cover the Town and County local shares for this project. If staff recommendations for “Decision Points for Consideration #1-5” are approved by the JIM, including the alternative funding sources, the Town/County local share estimate is as follows:

- Town of Jackson \$2,778,412
- Teton County \$3,261,614
- **TOTAL = \$6,040,026**

Note: The use of \$6,040,026 of 2022 Transportation Alternatives SPET funds for the Stilson Transit Center, coupled with the Teton County Board of County Commissioners-approved \$5,050,000 for Wilson-area pathways and safe routes to school, would result in \$3,909,974 remaining of unappropriated Transportation Alternatives SPET funds.

SUGGESTED MOTION

Town Council: I move to approve the following design elements for the Stilson Transit Center and approve the use of \$6,040,026 from the 2022 Transportation Alternatives SPET Funds for the Stilson Transit Center Project:

1. Solar Installation: Option A
2. Geothermal Heating and Cooling Systems: Option A
3. Bike Amenities: Option A
4. Public Art: Option A
5. Parking Lot: Option A

Board of County Commissioners: I move to approve the following design elements for the Stilson Transit Center and approve the use of \$6,040,026 from the 2022 Transportation Alternatives SPET Funds for the Stilson Transit Center Project:

1. Solar Installation: Option A
2. Geothermal Heating and Cooling Systems: Option A
3. Bike Amenities: Option A
4. Public Art: Option A
5. Parking Lot: Option A

What three things/goals should the Stilson Transit Center Project accomplish?	Topic	What, if any, challenges does the project need to address?	Topic
Build to appropriate SRE. Don't over build the center. Home ranch is an example of an ever built facility.	overbuilding	Master planning need to incorporate wildlife permeability. We are spending millions on wildlife crossings w/ 22/390 projects. Future plans need to improve habitat of wildlife. Ballfields w/ lights won't be good for wildlife. Collar data shows wildlife move through the area.	wildlife
Reduce sunk cost bias and consider a pivot to upgrading the existing transit centers in town. Stilson Transit Center will not reduce vehicle traffic because it is a car centric transit center.	cost, use		
Wildlife safety and permeability should be a priority. Address negative effects of development on wildlife. Lights, fences, infrastructure.	wildlife	Conservation of wildlife around development. Increased use of transit centers -> if there are more people and tourists there will be more conflict.	wildlife, crime
Eliminate traffic and not increase it. Not create unnecessary jobs. I can not see who benefits other than politicians!	traffic, politics, jobs	The existing transit station is more than sufficient.	use
If it's really for transit for teton village, there should be more frequent buses to the village. No need for beautiful building - more buses!	bus availability, use	How will cars pull out onto 22? It's already a mess.	traffic
Easier/efficient connections, low impact/profile to wildlife, environment, neighbors	environment, wildlife, bus availability	Disturbing existing neighbors with light and noise	environment
More consistent/predictable schedules t/f Stilson, TV and town. Improve (reduce) traffic on Village Road.	traffic, bus availability		
Less traffic on village road, more bus ridership	traffic	Enough buses to move everyone	bus availability
Mobility hub, community center, educational center for community happenings	accomodation	Teton Pass Pathway is too expensive, not a transportation solution, should be cut from the project	cost
HOV lane for buses, more frequent buses mid-day, not benefit a for-profit business	bus availability	Accomodating commuters	accomodation
Wildlife underpass, parking for all types of vehicles, expansion	wildlife, use	Why people would use the lot in the summer, it's always empty. Traffic reduction on 390/22 with an HOV lane. Minimize bottlenecks during construction, Wilson Bridge resurface/replacement	traffic, use traffic

Support alternative transportation, the entire corridor should have an integrated, functional + educational public art plan, plan for a failure w/ less cars	use	Vision for expressing the goals, comprehensive approach to design from downtown Wilson to Stilson	
Community hub - transit, coffee, daycare, extended transport efficiency, housing	use, bus availability	Housing	use
Long term secure bike parking - bike parking with 4 walls/a cage with ebike charging, getting people on the bus and out of their car, please think about the interior - a coffee shop? UPS/FedEx/Amazon dropoff? Day care? Dog kennel?	use	Encourage ridership, encourage cycling, encourage leaving car behind	use
Decrease impact of traffic not just increase connectedness of towns + communities, preserve "night sky concerns" in this center	environment, traffic	The effect of increased traffic on Beckley Pway for Stilson Ranch residents, ensuring access and safety while improving safety	safety, traffic
Not overbuilding, not creating worse conditions, not overbuilding		Why do we need 9.5 million dollar building/bus station? It will be empty, waste of \$	use, cost
Large parking lot, attractive building, efficient transportation hub		Cost - keep to budget, deadlines 2027	cost
I think a transit center should reduce the number of vehicles on the road. This will not do that. We should invest in transit centers in the Village and in town.	use		
		All projects in the corridor: construction traffic disruption delays. It's going to be very messy!	traffic