

STAFF REPORT



Meeting Date:	August 17, 2026	Meeting Title:	Regular
Submitting Department:	Joint Transportation	Presenter:	Charlotte Frei
Agenda Item:	Update on Parking Garage and Parking Action Plan	Public Comment:	Yes

Purpose or Policy Considerations.

The purpose of this item is for Council to decide whether to 1) change the garage pricing structure effective October 1, 2026, and 2) discontinue the pilot local pricing program that was in place November 19, 2025- April 16, 2026.

Recommendations.

Staff recommends Council approve a 'first 10 hours free' structure, followed by \$4 per hour, up to a maximum of \$20 per day, effective October 1, 2026.

Background.

In September 2025 and February 2026, Town Council directed staff to implement key actions from the Town's Parking and Mobility Management Plan. As part of the SKIDATA parking system implementation, Council also directed staff to evaluate the pilot pricing program after 9–12 months and return with recommendations. Since then, staff from Jackson Police, Planning, Public Works, External Affairs, and Joint Transportation have met regularly to coordinate parking management and to ensure that parking policies and programs are consistent with the Comprehensive Plan and the Integrated Transportation Plan (ITP). The pilot ran from November 2025 through April 2026 and included both a new automated payment system and a resident discount program for up to 100 verified Town of Jackson residents.

During evening meetings on November 3, 2025 and June 1, 2026, Council identified the parking garage's priority users as employees, visitors, and residents, while directing staff to discourage long-term vehicle storage by hotel guests and commercial operators, such as property managers, taxi operators, and Turo businesses. Council also emphasized that any changes should improve convenience for residents while providing a long-term solution. Staff believes the recommended "first 10 hours free" structure can remain in place for several years while the Town continues evaluating the overall parking system and implementing the broader 2019 & 2015 Parking Action Plan steps.

Throughout the pilot, staff also received public feedback on both the garage pricing and the broader Parking Action Plan. That feedback, together with the pilot data, informed the recommendation presented in this report.

Lessons from the Locals Pilot

The resident discount pilot confirmed strong demand for affordable overnight parking among local residents. However, it the program was significantly more complex to administer than anticipated. Staff spent significant time reviewing applications, verifying eligibility, conducting in-person appointments, and resolving questions about residency, commercial vehicles, seasonal residents, and shared households. All three types of commercial operators the program was designed to exclude, taxis, Turo operators, and property managers, attempted to enroll. Of the more than 100 applicants, 60 met eligibility criteria and received discount codes. Many of these individuals were residents of Jackson Street Apartments, but others from apartments as far as Flat Creek Drive, Mercill Avenue, Redmond Street, and beyond applied and used the program.

The pilot also raised difficult policy questions that extend beyond garage operations. Who counts as a local? Residents of temporary housing like Good Samaritan, individuals without bank accounts, undocumented workers, and others with limited ability to complete an application process may be least able to participate in a program that requires verifying eligibility as a 'local'. Determining who qualifies for a discount, including questions related to household size versus existing parking, seasonal residents, and residency requirements, is ultimately a policy decision that is better addressed

through a comprehensive parking management strategy than through a single garage program. Removing the eligibility process would mean commercial vehicle operators could more easily receive a code, and council specifically directed staff to deprioritize that group.

For these reasons, staff recommends replacing the resident discount program with a simpler pricing structure that 1) is available to everyone without enrollment, and 2) provides the first 10 hours free to all garage users.

Parking Action Plan

On September 15, 2025, staff presented an updated Parking Action Plan, building on the 2019 Downtown Parking and Mobility Management Plan. On February 17, 2026, staff returned with additional information for Council consideration. Table 1 below summarizes all items Council has acted on since September 2025 and their current status.

Public comment received via e-mail and in person has highlighted interest in more flexible long-term parking options downtown; opportunities for employee parking at Home Ranch; a desire for clearer advance communication about any changes to the parking program, and a future parking structure at Home Ranch, consistent with existing mobility hub recommendations. More recent public comment has also recognized that the Town pays to maintain the parking structure, whether via user fees or the general fund, and has asked whether the Town could provide free surface lots elsewhere for car storage.

Table 1. Staff Recommendations and Council’s Direction on Parking Items since September 15, 2025

Staff recommendation to implement, place on hold, or continue evaluation	Motion/Direction From Council and further information
Staff recommended to implement: • Consolidate Management of the Public Parking Supply • Convert Home Ranch to 3-Hour Parking, year round - COMPLETE • Develop Employee Parking Maps & Communication Program • Implement Overnight Paid Parking in the Parking Garage - COMPLETE • Initiate Regular Data Collection Program to Monitor Performance • Conduct Regular Mode Choice Survey • Daylighting of 20 feet at all intersections per state statute, updated as soon as practicable. • Add Additional On-Street ADA Stalls in Downtown through 2026 and 2027 • Initiate conceptual design for a mobility hub at Home Ranch (on hold pending funding, will be scoped as part of ITP update)	Council directed staff to implement. Significant progress has been made on all of these recommendations. Unless otherwise noted, all actions are in progress with support from Jackson PD and Town Public Works. Council’s workplan and calendar include time for staff to present a report in October 2026 on how the conversion to 3-hour parking at Home Ranch has affected utilization and turnover in and around Home Ranch. Unfortunately, the Town was not awarded the RTA grant for the design of a mobility hub at Home Ranch. However, staff will carry the concept of a mobility hub at Home Ranch into the Integrated Transportation Plan update process to better position the project for future funds.
Staff recommended placing the following action steps ‘on hold’ pending capacity and impacts from other recommendations: • Extend Enforcement Hours Until 7 pm • Explore Revised Winter Parking Restrictions	Council directed staff to place these items on hold pending implementation of higher-priority measures that may affect their relevance or effectiveness. The 3-hour zone is currently enforced from 9 a.m. to 6 p.m.
Staff recommended continuing to evaluate the following:	Council also directed staff to continue evaluating the following concepts after higher-priority measures are

Staff recommendation to implement, place on hold, or continue evaluation	Motion/Direction From Council and further information
- Invest in Real-Time Space Availability Technology- On- and Off-Street - Update Municipal Code to Require Drivers to Move at least One Block to Avoid a Time-Limit Citation - Stripe All On-Street Parking Stalls on Commercial Streets in Downtown	implemented, as some may become unnecessary or require modification depending on the outcomes of the 'implement' efforts. Earlier this year, staff issued a Request for Information to better understand smart parking management technology. Ten companies responded. Staff are reviewing systems that would allow users to scan a QR code, select a location, choose a stay length, and receive reminders before their time expires. These systems can be configured by location, time of day, and season, allowing flexible management over time and informing real-time space availability.
Staff did not present on residential parking more broadly within Town of Jackson limits. Residential parking impacts not only the downtown area but 'midtown' (between US-89 and Flat Creek Drive) and potentially West Jackson neighborhoods like Cottonwood.	Council added 'Residential Parking' to the PI list in 2025; staff have not been directed to write a scoping report.
Parklet Scoping Staff Report	On April 6, 2026, Council directed staff to write a scoping report and put a 'parklet discussion' on Council's agenda. The scoping report is scheduled for an October Council Meeting to coincide with reporting on how Summer 2026 performed with Home Ranch as a 3-hour lot.

Analysis & Key Questions.

The analysis below presents the data from the pilot period and explains how that data supports the recommended rate structure. The most important finding is simple: 75% of winter users stayed 11 hours or fewer. Under the recommended 'first 10 hours free' structure, those users would pay \$4 or less. The data and tables below provide the full picture behind that finding.

Use Among Locals and General Use since launching SKIDATA

Table 2 below summarizes garage occupancy and length-of-stay data from November 2025 through April 2026. We assume the numbers carry a ~10% margin of error due to system calibration during the initial months. Industry best practice targets 85% occupancy for parking supply, meaning an asset is well-used while space remains available. Before November 2025, the garage was regularly 99 to 100% occupied overnight. While the parking garage reached as high as 75% occupancy on a handful of occasions, Table 2 illustrates that 95% of the time the garage was 34% or less occupied overnight and 44% or less occupied during the day.

Table 2. Performance Metrics for November 19, 2025 – April 16, 2026, Winter

Occupancy Metric	Median (50 th)	75 th Percentile	85 th Percentile	95 th percentile
Overnight occupancy (midnight to 4 am)	20% of 270 spaces	25%	28%	34% occupied

Occupancy Metric	Median (50th%)	75th Percentile	85th Percentile	95th percentile
Daytime occupancy (4 am to 10 pm)	26%	33%	36%	44% occupied
Local Program Duration of Stay	14 hours	20 hours	37 hours	61 hours ¹
All Users ² Duration of Stay	5 hours	11 hours	14 hours	27 hours
Other performance metrics				
CSO time in garage, tickets written	Before SKIDATA system: 3 hours per day patrol, tickets were issued daily for overstays and camping. Writing and processing citations consumes significant time by municipal court and patrol officers. After SKIDATA system: length of stay can be enforced remotely (up to 30 days is permitted); only 4 tickets were written in Q1 2026, and all were for expired plates.			
Cleanliness	Staff reports the garage parking area is much cleaner since camping is deterred. In late June 2026, the contracted cleaning company went out of business, but staff were able to quickly contract with a new company which cleans the restrooms and elevator bank.			

1. Friday evening to Monday morning is approximately 60 hours, so this makes sense intuitively.
2. Includes locals

On-street parking is available on most town streets for up to 72 hours between April 16 - October 31 each year, so staff anticipated overnight garage use would decrease dramatically after April 15. Indeed, Table 3 demonstrates this is what occurred. Over the same period, daytime use increased, with turnover suggesting there are often more than 300 transactions per day. Practically, this means late-night employees or people attending nearby events in the late evenings could use the garage instead of streets. This also means the strategy is working to encourage turnover; the 'transactions under 10 minutes' captures potential police surveys as well as people who were not able to find a space and therefore left before 10 minutes elapsed, so we can be certain that on days where there were 300 or more transactions, a small number of those transactions were unsuccessful parking events.

Table 3. Performance Metrics since April 16, 2026 (Spring/Summer)

Occupancy Metric Since April 16, 2026	Median (50th%)	75th Percentile	85th Percentile	95th percentile
Daytime transactions for 279 spaces	173	266	308	369
Daily Transactions Under 10 minutes	7	10	12	16
Overnight occupancy (midnight to 4 am)	4% of 279 spaces	6%	6.5%	8%
All User's Duration of Stay	2.4 hours	5.4 hours	8.0 hours	11.5 hours

Current Garage Revenues and Expense

Net revenue (less transaction fees) between launch and July 26, 2026 is \$74,000. Between April 15 (when overnight parking on the street is available) and July 26, the garage generated \$20,900, suggesting some users still prefer the covered, semi-secured parking option. If that pattern continued year-round, the garage would generate approximately \$90,000-\$100,000 annually at current rates.

Third-party expenses for the garage range from \$87,000 - \$250,000 per year, depending on major capital improvements, such as a fire suppression system replacement in FY2027. These are expenses paid by the Town and do not include staff

time to manage the garage – which staff estimates as another 20-40 hours per week across all departments, or one half to one full-time employee (0.5-1 FTE).

Recommended Parking Garage Management Structure

Staff recommends a ‘first 10 hours free’ structure, followed by a \$4 per hour up to a maximum \$20 per day. Here is what that means in practice for Council's three priority user groups.

Employees working a standard shift, say 8 am to 6 pm, would park for 10 hours and pay nothing. An employee working a longer or late shift would pay \$4 for the eleventh hour. Table 4 below provides specific examples for each user type.

Visitors are more likely to find a space compared to prior winters, and the use patterns suggest a visitor may stay for 8 to 11 hours. **Residents** who use the garage for a single overnight stay, say 8 pm to 7 am, would park for 11 hours and pay \$4. This is the same amount the discount program charged local residents during the pilot. The difference is that no enrollment is required.

Hotel guests checking in at 4 pm and departing the next morning at 8 am would park for 16 hours and pay \$20, the same as the current overnight maximum. **Commercial operators** remain prohibited and subject to ticketing and towing. The free period does not change their ineligibility.

If utilization regularly exceeds 85% during peak periods, staff can reduce the free hours or adjust the hourly rate to manage demand without returning to Council for a policy decision.

Table 4. Example Use Cases

User Type	Possible Time Of Day	They would pay... compared to (pilot Locals’ or current)
Local resident	Overnight from 8 pm to 7 am Overnight from Friday afternoon to Monday morning (61 hours)	\$4 for an 11-hour stay (pilot, if able to enroll: \$4 overnight; if not able to enroll: \$20) \$20 for hours 11-24, \$20 for hours 25-48, \$20 for hours 49-61 = \$60 (pilot, if able to enroll: \$12 for 3 consecutive nights; if not able to enroll: \$60)
Employee of downtown	Daytime 8:30-5:30 shift, park at 8 am and depart at 6 pm Evening restaurant/bartending shift: arrive at 4 pm and depart at 1 am	10 hours, \$0 (current: \$0 daytime stay) 9 hours, \$0 (current: \$5 for one hour in the paid period)
Commercial vehicle, Turo or Taxi [rules prohibit use of garage]	Varies – length of stay dependent on consumer demand	General public rate, and a fine when they are caught in violation of posted rules. (Pilot: multiple commercial operators applied for the program despite rules stating ineligibility)
Hotel guest	Check in at 4 pm, depart for activity at 8 am	16 hours, \$20 (current \$20 overnight stay)
Daytime wildlife tour participant or hiking group	Enter garage for tour/meet-up at 5:45 am, return at 4 pm	10 hours and 15 minutes, \$4, (current \$0)

Staff expect this structure will increase overall utilization while encouraging turnover; the recommended structure does not offer preferential treatment to any group. If utilization regularly exceeds 85% during the day or overnight, the number of free hours can be reduced and/or the hourly and maximum daily rates can be increased to meet the goal of 75-85% utilization.

If Council's objective is to increase convenience for overnight users without creating a resident enrollment program, extending the free period from 10 to 12 hours is a simple alternative. Unlike a resident discount, a longer free period applies equally to all users, requires no application process, eliminates administrative burden, and avoids questions about eligibility. Staff continues to recommend 10 hours because it best balances turnover and access and prioritizes three groups council discussed in November 2026: employees, visitors, and residents. Resident discounts could be explored in the future as part of a more comprehensive evaluation of the parking system, which is planned as part of the Integrated Transportation Plan update.

Key Policy Question #1: Does Council support converting to a first 10-hours free scheme?

Staff recommends implementing the 'first 10 hours free' structure beginning October 1, in order to allow sufficient time to advertise this change prior to winter 2026-2027. Staff recommends against offering a locals' discount program, given the workload required to enroll users and the burden on users to produce documentation. Rather, the first 10 hours free allows anyone access to overnight parking as needed, and then \$4 per hour after encourages turnover.

Key Policy Question #2: If Council wants to continue a locals' discount program, what parameters should govern that program?

Staff strongly recommends against continuing the resident discount program. The administrative burden is significant, the eligibility questions are genuinely difficult to answer fairly, and the enrollment process creates barriers for the residents most likely to need overnight parking assistance, including Good Samaritan guests, seasonal workers, and individuals without standard documentation. If Council nonetheless wishes to continue a discount program, staff would need specific direction on eligibility, limits, and documentation requirements before it could design a workable program.

Possible Alternatives.

1. The first alternative is to extend the free period from 10 to 12 hours rather than 10. This would provide additional convenience for overnight users, residents, employees working long shifts, and others, without requiring enrollment or eligibility verification. The tradeoff is that the longer free period also benefits hotel guests and commercial users the Town is trying to discourage, and it reduces the revenue generated from longer stays. Staff could support this alternative if Council believes 12 hours better serves its priority user groups, but staff recommends 10 hours as the better balance between access and turnover.
2. The second alternative is to direct staff to design and implement a resident discount program for the 2026-2027 winter season. Staff does not recommend this alternative. The pilot revealed that administering eligibility is time-consuming, inequitable in practice, and puts staff in difficult positions when investigating suspected commercial operators. If Council is committed to this path, staff would need specific direction on all eligibility parameters before a program could be designed. The third alternative is to maintain the current pricing structure, \$5 per hour from midnight to 4 am with a \$20 maximum, without changes. This would avoid a transition period and preserve the status quo, but it also maintains the administrative complexity of the resident discount program if Council wishes to continue it. Staff does not recommend this alternative given the pilot data showing the current structure is working adequately but that the recommended change would better serve Council's stated priorities."

Comprehensive Plan & Priority Alignment.

The recommended rate structure advances several Comprehensive Plan goals directly. The 'first 10 hours free' structure encourages turnover rather than long-term vehicle storage, which supports more efficient use of existing parking supply without building new facilities.

Principle 7.1: Meet future transportation demand with walk, bike, carpool, transit and micromobility infrastructure.

Policy 7.1.b: Create a transportation network based on “complete streets” and “context sensitive” solutions

Principle 7.2: Reduce greenhouse gasses from vehicles from 2012 levels.

Policy 7.2.b: Discourage use of single-occupancy vehicles. ‘Unbundling’ parking from rent is a proven strategy to reduce car ownership and use.

Policy 7.2.c: Explore and pilot innovative transportation solutions.

Strategy 7.2.S.4: Reevaluate parking standards and other regulations that currently promote travel by single-occupancy motor vehicles.

Principle 8.1 Maintain Current, Coordinated Service Delivery: The Town and County will coordinate and collaborate with independent service providers to ensure desired life-safety, educational, social, recreational, and cultural service levels are maintained consistent with the community’s Common Values. Barriers to service delivery objectives will be identified, and the Town and County will budget sufficiently to meet desired service delivery objectives.

Strategy 8.1.S.1: Define desired service levels from government service providers that address all policies of Principle 8.1.

Staff notes one tension worth naming: the Comprehensive Plan supports discouraging single-occupancy vehicle use, but accessible garage pricing may make driving to destinations downtown more convenient for some users. Staff believes the recommended structure strikes the right balance, it does not subsidize long-term storage but also does not make parking so expensive that it displaces activity from the downtown core. TOJ communications since February 2026 have encouraged long-term users to use the garage instead of the 3-hour zone.

Fiscal Impact.

Annual garage revenue under the recommended structure is projected to fall between approximately \$70,000 — a conservative estimate based on current off-season patterns — and \$90,000, which is the FY2027 budget projection. **Annual** operating costs are approximately \$87,000, with an additional \$150,000 for periodic capital needs every 2-4 years. Staff hypothesizes that users will behave strategically to leave the garage before the free period ends, which is the purpose of having a ‘first 10 hours free’ scheme to stay below a target occupancy. While some users will relocate to avoid payment, others will pay for the convenience, as we’ve observed this summer.

Recent capital repairs exceeding \$140,000 each included chip seal of the upper deck (FY24-25) and replacement of the fire suppression system (FY26-27). The SKIDATA system (~\$10,000 per year) allows the Town to use a user-pays approach, where those who use the garage most help cover operating costs. Operating expenses include electricity, internet, water, insurance for the structure, cleaning, and others. Notably, the Town recently started charging for the EV charging stations, which provides some offset to the power costs of the garage.

Staff Impact.

Staff from Joint Transportation, Jackson PD, Town Public Works (Facilities, Streets), and Planning have spent hundreds of hours on the parking action plan and implementing these recommendations. Changing to a “first 10 hours free” parking system is expected to keep staff workload manageable while improving garage availability compared to conditions before the SKIDATA system was installed. Before November 2025, the garage was regularly 99–100% full overnight in winters, limiting availability for many users. Continuing to implement the recommendations from the 2019 and 2025 Parking Action Plans is expected to reduce the workload for the Police Department, Public Works, and Transportation staff while improving the customer experience. Enforcement, data collection, public communication, and parking management could all become more efficient as we carry out other steps in the action plan.

Attachments or Links.

June 1, 2026 staff report regarding Parking Garage (continued to August 17, 2026)

<https://jacksonwy.portal.civicclerk.com/event/2442/files/attachment/7655>

Feb 17, 2026 staff report regarding Parking Action Plan status update:

<https://jacksonwy.portal.civicclerk.com/event/2464/files/attachment/7331>

Nov 3, 2025 staff report regarding Millward/Simpson Garage payment structure:

<https://jacksonwy.portal.civicclerk.com/event/2230/files/attachment/7075>

Sept 15, 2025 staff report regarding 2025 Parking Action Plan:

<https://jacksonwy.portal.civicclerk.com/event/2267/files/attachment/6934>

Suggested Motion.

I move to direct staff to implement the following parking garage rate structure effective October 1, 2026:

- a. The first 10 hours free;
- b. \$4 per hour thereafter; and
- c. A maximum daily rate of \$20.