



## **Board of County Commissioners - Staff Report**

**Meeting Date:** February 15, 2022

**Presenter:** Heather Overholser

**Submitting Dept:** Public Works

**Subject:** Consideration of Wilson Multi-Modal Transportation Plan

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**Statement / Purpose:** To consider the Wilson Multi-Modal Transportation Plan.

**Background / Description (Pros & Cons):** Through a Co-Op agreement approved by the County Commissioners in April 2019, Teton County, Wyoming and the Wyoming Department of Transportation (WYDOT), along with a Wilson Steering Committee, worked collaboratively on the Wilson Multimodal Transportation Study. The purpose of the study was to develop a long-range transportation plan that will improve safety for motorists and non-motorists on, and adjacent to, Wyoming Highway 22 in the (unincorporated) Community of Wilson area in a manner that fits with the desired character of the community.

**Project Vision Statement:**

The community of Wilson, Wyoming will be served by a safe and efficient transportation network that includes an improved multimodal Main Street corridor along with enhanced local streets and pathway connections that provide access for all modes of travel. This network respects Wilson's community character while continuing to serve regional transportation needs for Highway 22 that connects Teton County, Wyoming and Teton County, Idaho.

**Project Goals:**

- Maintain the rural character of Wilson.
- Use natural features to establish a gateway into the community.
- Formalize business access, circulation, and parking.
- Encourage active transportation modes by developing safe bike and pedestrian circulation throughout Wilson.
- Prioritize human safety for all modes, including walking, biking, and driving.
- Conserve, connect, and enhance natural open space.

This study was conducted with the partnership of a steering committee, which includes representatives from the Wilson area (selected by the Wilson Advocacy Group), Teton County Public Works, and the Wyoming Department of Transportation (WYDOT). The County awarded a consultant contract in December 2019 to Alta Planning, and the process kicked off in January 2020.

**The study first completed an existing conditions analysis of:**

- Relevant WYDOT standards;
- Land use;
- Crash history; and,
- Parking.

Public engagement was conducted throughout the process through the Steering Committee, stakeholder interviews and three public sessions (one in-person open house and two virtual open houses due to COVID-19). In addition, a survey was conducted as part of the virtual open house #2, which had 409 total survey respondents.

On January 11, 2022, Alta Planning and Teton County staff had a meeting with the Steering Committee and project team to complete a final review of the preferred concept, which was brought to the County



## **Board of County Commissioners - Staff Report**

Commission in a workshop on January 31, 2022. The preferred concept includes the following design elements:

- Gateway monuments and landscaping at the west and east entrances to downtown Wilson;
- Better defined Stagecoach Bar access and parking;
- West Street bikeway and wayfinding improvements;
- Crosswalk at Fall Creek Road and WY-22;
- Two-way left turn lane extended through the commercial core;
- Pathways on both the north and south sides of WY-22;
- START bus pullouts in front of Hungry Jack's and the Fish Creek Center;
- Crosswalk at Ida Lane and WY-22, including a Rectangular Rapid Flashing Beacon;
- Curb and gutter;
- Pathway bridges over Fish Creek; and,
- HHR Ranch Road/Wilson School pathway undercrossing of WY-22.

Next steps, if approved by the County Commission:

- Identify the aspects, timing and costs of the preferred concept that will be constructed with BUILD grant funding and begin design, under the BCC-approved Jorgensen Associates contract;
- Complete NEPA per FTA requirements;
- Ongoing WYDOT coordination and permitting, including coordination with the FY2023 WYDOT WY-22 Planning and NEPA);
- Teton County street improvements; and,
- Wilson gateway planning and partnership with JH Public Arts.

**Stakeholder Analysis & Involvement:** Wilson Steering Committee members, Wilson residents, property owners, other stakeholders and WYDOT provided input on the consultant selection and throughout the entire planning process.

**Fiscal Impact:** The cost of implementation of the Wilson Plan has not yet been determined in its entirety. The BUILD grant will provide \$1.39M toward the project, plus a local minimum match of \$512,000. In the next phase of planning and design, the Jorgensen and Alta team will provide an engineer's cost estimate and the components of the preferred concept that can be funded through the BUILD grant will be determined. Beyond the BUILD grant, other funding options will be explored and identified. Due to this funding scenario, it is likely that the full preferred concept will be implemented in phases. Additionally, there will be costs related to the BUILD grant contract with Jorgensen for the Wilson Plan implementation. Their FY2023 fee proposal is forthcoming and will be presented to the BCC with the FY2023 budget proposal.

**Staff Impact:** Staff will continue to work with Alta Planning and the Jorgensen team to bring this project to its next phase, with construction letting projected for 4<sup>th</sup> quarter 2023.

**Legal Review:** Gingery

**Staff Input / Recommendation:** Staff recommends approval of the Wilson Multi-Modal Transportation Plan.

**Attachments:**

- Wilson Multi-Modal Transportation Plan
- Wilson Multi-Modal Transportation Study Concurrence Letter from WYDOT

**Suggested Motion:** I move to approve the Wilson Multi-Modal Transportation Plan.



Mark Gordon  
Governor

# WYOMING Department of Transportation

"Providing a safe, high quality, and efficient transportation system"

5300 Bishop Boulevard, Cheyenne, Wyoming 82009-3340



February 2, 2022

Teton County Commissioners  
PO Box 3594  
Jackson WY 83001

## RE: Wilson Multi-Modal Transportation Study

Dear Teton County Commissioners,

This letter is intended to serve as WYDOT's general concurrence with the preferred concepts resulting for the Wilson Multi-modal Transportation Study as it relates to modifications within the right-of-way of WYO 22. It is worth reiterating that the resulting preferred concept is intended to serve as the long-term blueprint for the corridor. Future study and separate WYDOT permitting is required to assess specific solutions and ongoing coordination between WYDOT and Teton County will be critical. It should be noted that anything placed in the highway R/W will need to be evaluated to ensure there are no safety, operational, or long term maintenance concerns prior to it being designed and built.

As noted in the Final Draft of the report, the following key issues were identified as requiring ongoing coordination and attention from WYDOT and Teton County in order to implement the vision of the preferred concept. Most of the descriptions from the report are reflected herein but WYDOT has added some language to improve clarity on the issue.

- *Access Control and Design Standards:* The inclusion of curb and gutter in the preferred concept will serve to improve safety by defining highway access and parking along the length of WYO 22 within the Wilson community. Ongoing coordination will be required with property owners along the WYO 22 corridor, particularly in the commercial core, to ensure that accesses meet WYDOT standards or follow an approved variance process. Access conditions (i.e. location and steepness of access as it approaches the highway) along the corridor will vary widely and need to be designed and evaluated on a case-by-case basis.
- *Traffic Control Devices and Crosswalks:* Traffic control devices proposed in the preferred concept, such as RRFB's (Rectangular rapid flashing beacon), and crosswalks will need to be evaluated with respect to warrants.
- *Stormwater Design and Treatment:* The inclusion of curb and gutter in the preferred concept provides advantages for defining access and parking along WYO 22 but will necessitate the design and construction of a stormwater system that will function adequately for the design flood and not adversely affect the traveling public or inundate adjacent properties. Specific systems to treat stormwater prior to discharging into nearby streams will also be necessary. These will be determined during final design but may include strategies such as detention basins or underground sedimentation devices.

- *WYDOT Permitting/Agreements:* Proposed elements of the preferred concept within WYO 22, such as curb and gutter, storm water facilities, pathways (including associated elements such as retaining walls and grade separated structures), and gateway features will all require permits and/or maintenance agreements with WYDOT prior to implementation.
- *Pathway Setback:* Careful attention will need to be given to the pathway setback and buffer area between the roadway and the pathway during final design. This buffer area will facilitate snow storage and be critical to achieving required clearances and setbacks for roadway signs. While the pathway setback may vary throughout the corridor based on site-specific constraints, it is desirable to make this buffer area as large as possible while balancing impacts to adjacent properties and pathway width.
- *Raised Median:* Teton County and Wilson residents expressed interest in exploring the application of raised medians or pedestrian refuges in downtown Wilson. Due to maintenance and snow removal challenges these strategies have not been shown in the preferred concept. Additionally, raised medians are not desirable on 2 to 3 lane roadways required to accommodate large vehicles and emergency services.

We look forward to continuing to work collaboratively with Teton County to improve safety and support multi-modal transportation in, and around, the Wilson community. We would request that this letter be included as an appendix to the Final Report.

Sincerely,

  
Mark Gillett (Feb 3, 2022 08:36 MST)

Mark Gillett, P.E.  
 Chief Engineer

cc: Heather Overholser, Director of Public Works – Teton County, Jackson  
 Keith Fulton, P.E., Assistant Chief Engineer, Cheyenne  
 Tom DeHoff, P.E., Assistant Chief Engineer, Cheyenne  
 Tory Thomas, P.E., Interim District Engineer, Rock Springs  
 Pete Stinchcomb, P.E., District Construction Engineer, Rock Springs  
 Darin Kaufman, P.E., District Traffic Engineer, Rock Springs  
 Bob Hammond, P.E., Resident Engineer, Jackson  
 Keith Compton, P.E., WYDOT Liaison

# WILSON MULTI-MODAL TRANSPORTATION STUDY

FEBRUARY 2022



U.S. Department of Transportation  
**Federal Highway Administration**





# ACKNOWLEDGMENTS

**Steering Committee**

- Bill Field
- Colby Stevens
- Marylee White
- Scott Horn
- Susan Temple
- Tim Young

**Teton County Staff**

- Amy Ramage
- Brian Schilling
- Heather Overholser

**WYDOT**

- Darin Kaufman
- Julianne Monahan
- Bob Hammond
- Keith Compton
- Peter Stinchcomb

**FHWA**

- Woods, Dustin

**Consultant**

- Alta Planning + Design

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An aerial photograph of a vast, forested landscape. The terrain is a mix of dense evergreen forests and areas with sparse, yellowing trees, suggesting an autumn setting. In the lower right, there is a developed area with a parking lot filled with cars and trucks, a small building, and some utility infrastructure. A winding road cuts through the forested area. A large, semi-transparent blue rectangle is overlaid in the center of the image, containing the chapter title.

## CHAPTER 1 INTRODUCTION

# INTRODUCTION


*The small Community of Wilson Wyoming sits at the base of Teton Pass on the west entry to Jackson Hole. Wyoming Highway 22 (WY-22) is an important arterial corridor that connects regional destinations in eastern Idaho with Jackson Hole, and also functions as Wilson’s main street with a mix of successful commercial businesses along the downtown area between Fall Creek Road and HHR intersections.*


*The Wilson community was founded in 1895 and retains a unique character and sense of place. The 2020 Teton County Comprehensive Plan update prioritized a need for “pedestrian access from the residential subareas into the commercial core, a more pedestrian-oriented design of the commercial core and safe and convenient pedestrian crossing of Highway 22” in the core commercial area and at Wilson Elementary School.*


Over the past twenty years increasing population and regional traffic has led to increased community character, safety, and speeding issues within Wilson. In 2017, a concerned group of Wilson residents discussed these issues with WYDOT and Teton County and a study was commissioned in late 2019 to investigate potential solutions. The purpose of this study, therefore, is to develop a long-range transportation plan in collaboration with Teton County and the Wyoming Department of Transportation (WYDOT) that will improve safety for motorists and non-motorists on and adjacent to WY-22 through the unincorporated Community of Wilson in a manner that is sensitive to the local character while achieving consensus from the numerous project partners.


The project’s study area includes the WY-22 corridor, adjacent and intersecting local roads, and active transportation facilities; from Cemetery Road on the western border of Wilson to Wenzel Lane. This area includes the Wilson commercial core, side streets, and pathways in, near, and adjacent to this study area.

The planning process for this study includes an assessment of previous planning efforts, crash and safety analysis, vehicle speeds, including both operational and posted speeds, highway access points, current and projected traffic volumes and vehicle types, vehicle parking both within and adjacent to the WY-22 right-of-way, adjacent land use, the potential for future growth and build-out, existing and proposed sidewalks and pathways within the study area, and locations with high demand for pedestrian crossing activities.

 **Roadway Network Analysis:** The overall functionality of the roadway network was evaluated to determine operation deficiencies including, but not limited to: roadway ownership, roadway geometrics, local and regional connectivity, property and roadway accessibility, transit stops, and right-of-way limitations. This evaluation also considered the prevalence of wildlife/vehicle crashes along the corridor.

 **Parking:** Parking located within the highway right-of-way was reviewed. The potential for parking realignment, relocations, and/or removal of on-street parking was explored to improve safety, accessibility, and highway access points. New and accessible off-street parking options were explored.

 **Land Use:** Existing and future land uses within the study area were evaluated in relation to the County Land Use Plans and other existing regulations.

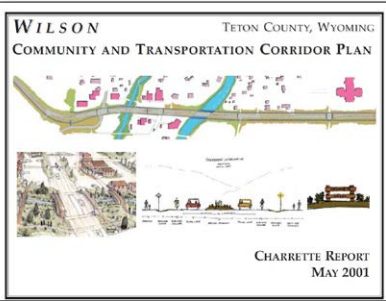
 **Pedestrian and Bicycle Connectivity:** Bicycle and pedestrian access was analyzed within the study area, including pedestrian origins and destinations along and across WY-22. Sidewalks and pathways were inventoried, including future anticipated projects. Potential pedestrian pathways that connect the commercial district to the historic, residential, and recreational areas were explored. The main intent of this piece of analysis was to ensure bicycle and pedestrian safety and accessibility connecting all Wilson area neighborhoods to downtown Wilson businesses, stores, restaurants, Post Office, Medical Center, Wilson Elementary School, and other town destinations.



*The corridor experiences high volumes of traffic during nearly all months of the year.*

# PREVIOUS PLANNING EFFORTS

The desire to consider all modes along the WY-22 corridor dates back nearly twenty years to the 2001 Wilson Community and Transportation Charrette. This Plan sought to provide safe and convenient walking and bicycling facilities along and across Highway 22 while also managing highway speeds. Since 2001, a number of additional planning efforts and studies have been developed that focus on various aspects or issues along the WY-22 corridor through Wilson, such as transportation, land use, wildlife conflicts with vehicles, redevelopment, and recreation. The review of existing studies (below) summarizes the important role that the WY-22 corridor can play in connecting, revitalizing, and enhancing the communities through which it passes.



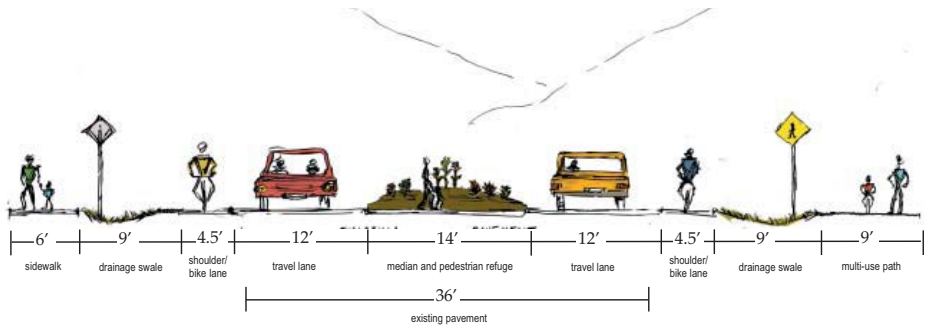
## 2001 Wilson Community and Transportation Corridor Plan Charrette Report

The 2001 Charrette established the original vision for the WY-22 corridor, including hopes for a safe and convenient walking and biking network, reduced highway speeds, and the accommodation of public transit access and circulation. A desired

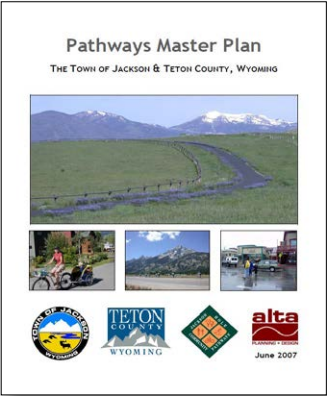
corridor design of two 12’ travel lanes with a 14’ center turn lane or median, depending on turning demand, with two 5’ bike lanes on each side of the road was identified. Community members preferred a 6’ paved sidewalk on the south side of the roadway and a 9’ natural surface pathway on the north side with an underpass connecting the existing Teton Pass pathway to Wilson on the west side of the town by Fall Creek Road. This underpass now exists; however, the corridor otherwise still remains very similar to how it was in 2001. The plan’s lack of implementation progress is likely due to the fact that WYDOT participation was kept to a minimum.

### KEY ELEMENT:

- Recommendations for consolidated access management to local businesses, sidepath on the north side of WY-22, and sidewalk on the south side of WY-22.



2001



## 2007 Pathways Master Plan

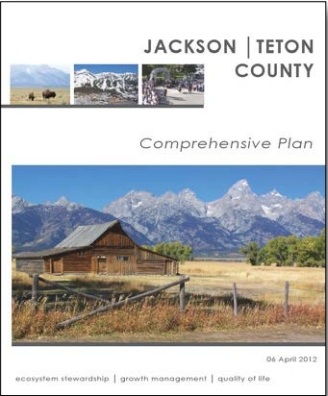
The Pathways Master Plan presents a vision for the fully developed pathway system within the Jackson and Teton County community, including policy development, strategies, and implementation recommendations. The Path 22 project was identified as a Capital 5-Year Priority Project. This shared use path will extend from Green Lane to the Wilson school and will be located in an existing easement. Construction

of a crossing facility to the Wilson School will be integral to the success of this pathway.

### KEY ELEMENT:

- Identification of the Path 22 project running along the south side of WY-22 connecting to the Millennium Trail at the base of Teton pass and the inclusion of a crossing to the Wilson School.

2007



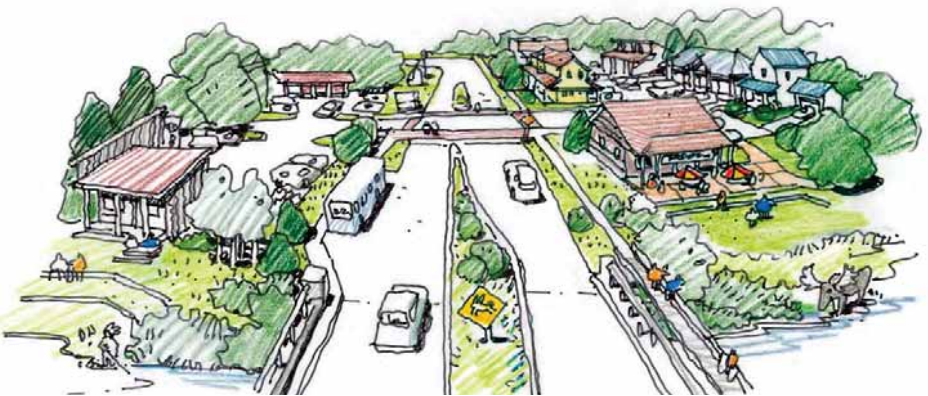
## 2012 Jackson - Teton County Comprehensive Plan (Updated December 2020)

The 2012 Comprehensive Plan identifies Wilson as a transitional sub-area with a strong future as a vibrant, mixed use, active, and pedestrian-friendly community, and recommends that Wilson continue to provide locally-oriented commercial uses that serve the residents and visitors of Wilson without attracting additional vehicle trips. These commercial uses should be pulled up to WY-22 to signal a gateway into

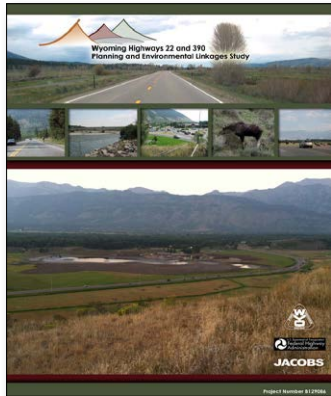
Wilson. The Plan recognizes that the design of the WY-22 corridor is essential to addressing the needs of all users within the corridor, and recommends calming highway traffic, improving pedestrian crossings across the highway, constructing a center median, and adding bicycle and pedestrian infrastructure that is separated from the highway.

### KEY ELEMENT:

- Recommends development of a landscaped median through the commercial core with separated bicycle and pedestrian facilities along WY-22, traffic calming, and improved pedestrian crossings.



2012



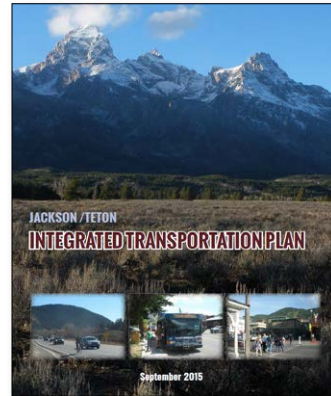
## 2014 Wyoming Highways 22 and 390 Planning and Environment Linkages Study

The WY-22 and WY-390 Planning and Linkages Study (PELS) was completed to begin the planning, permitting, and design process for new projects along Highways 22 and 390. The Plan recommends that WY-22 within the Wilson commercial center be reconstructed to contain a raised median with turning lanes as needed while still maintaining a two-lane cross

section with standard width shoulders. The section of WY-22 from Wilson to the intersection of WY-22 and WY-390 was recommended to be reconstructed to include a four-lane cross section with a raised or depressed median and turning lanes as needed, a scenario that would require widening the roadway. To the west of Wilson, WY-22 should remain the same as a two-lane undivided roadway.

### KEY ELEMENTS:

- Recommendations for WY-22 include a two-way left turn lane and raised median through the Wilson commercial core
- Recommendation for WY-22 of a 2-lane undivided, or 4-lane divided roadway east of HHR Ranch Road.
- Intersection alternatives could include signalized intersections, stop sign control, or roundabouts for minor intersections at Fall Creek Road, Wenzel Lane, and HHR Ranch Road.
- Of four key needs listed in the plan, the number two key need listed is Bicycle and Pedestrian Connectivity.



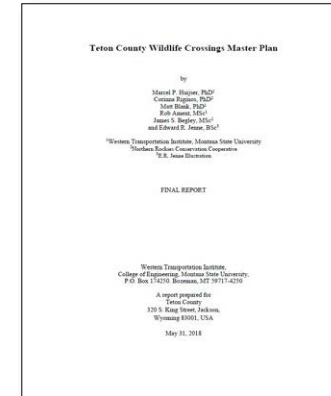
## 2015 Integrated Transportation Plan (Updated December 2020)

The Teton County Integrated Transportation Plan (ITP) was created to build on the multi-modal transportation vision set forth by Teton County Comprehensive Plan. The overarching objectives of this plan were to provide an extensive review of the existing transportation system and regional traffic growth, set forth goals in line with the comprehensive plan and the community, and identify priority projects with specified triggers. Areas of emphasis included

“Transit”, “Active Transportation”, and “Transportation Demand Management”. Projects included within the ITP were selected based on traffic growth scenarios and the Plan’s goals and objectives.

### KEY ELEMENTS:

- Identifies major capital projects including development of the WY-22 Pathway (Wilson - Jackson) and WY - 22 multi-lane and multimodal improvement project that would explore development of BRT/HOV lanes east of the study area.



## 2018 Teton County Wildlife Crossing Master Plan

The Wildlife Crossing Master Plan was conducted by Teton County, WYDOT, and the FHWA to address the high incidence of wildlife-vehicle collisions along WY-22 and other major Wyoming highways. The Plan presents several priority wildlife crossing locations, including a site at the intersection of WY-22, 390, and the Snake River Bridge. This wildlife crossing would include an underpass and would benefit multiple species, such

as moose and other small mammals. Due to the existing adjacent land ownership and technical feasibility, as well as political viability and key partner support, this wildlife crossing was selected as the highest priority crossing.

### KEY ELEMENTS:

- Identifies wildlife crossing improvements at the WY-22/390 intersection east of the study area.

2014

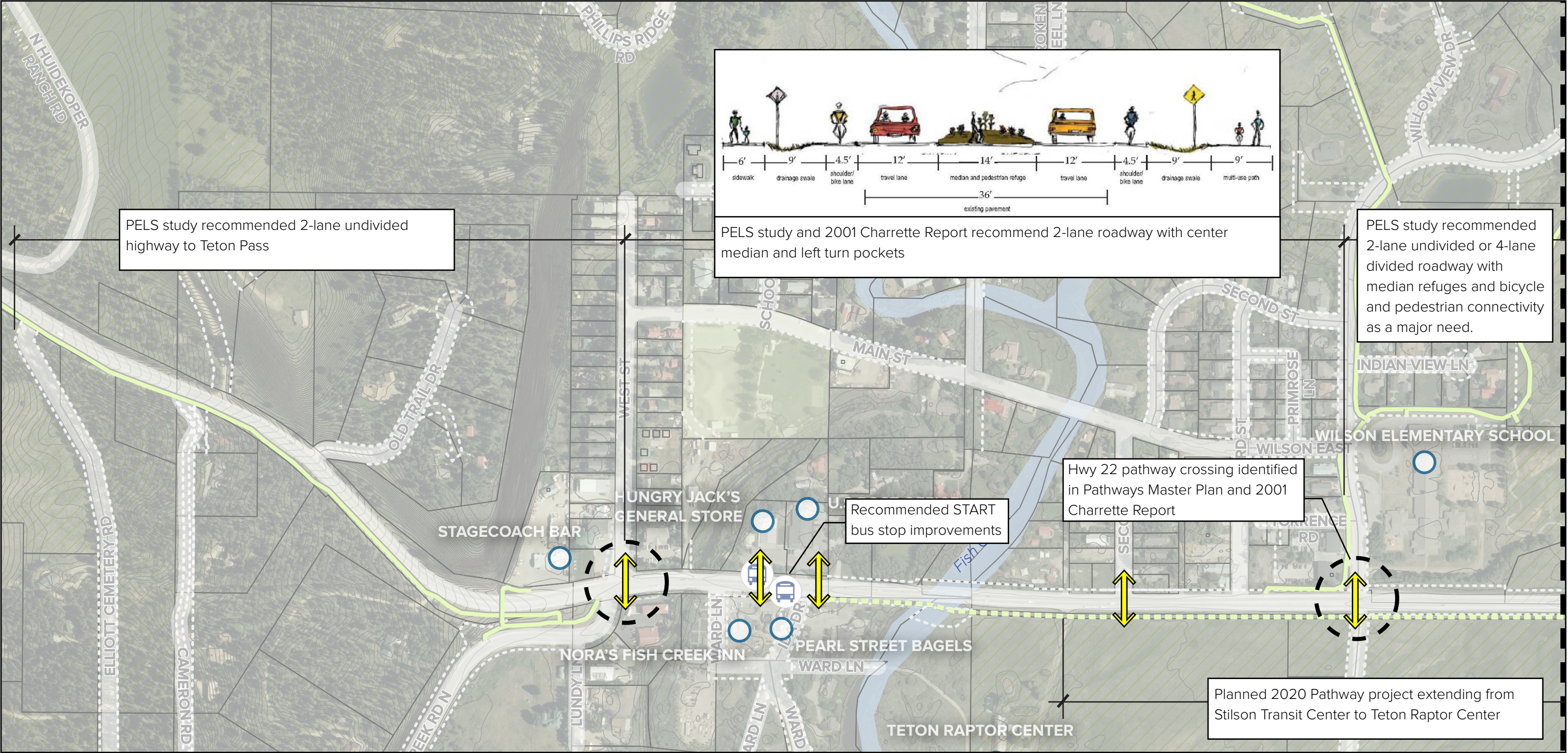
2015

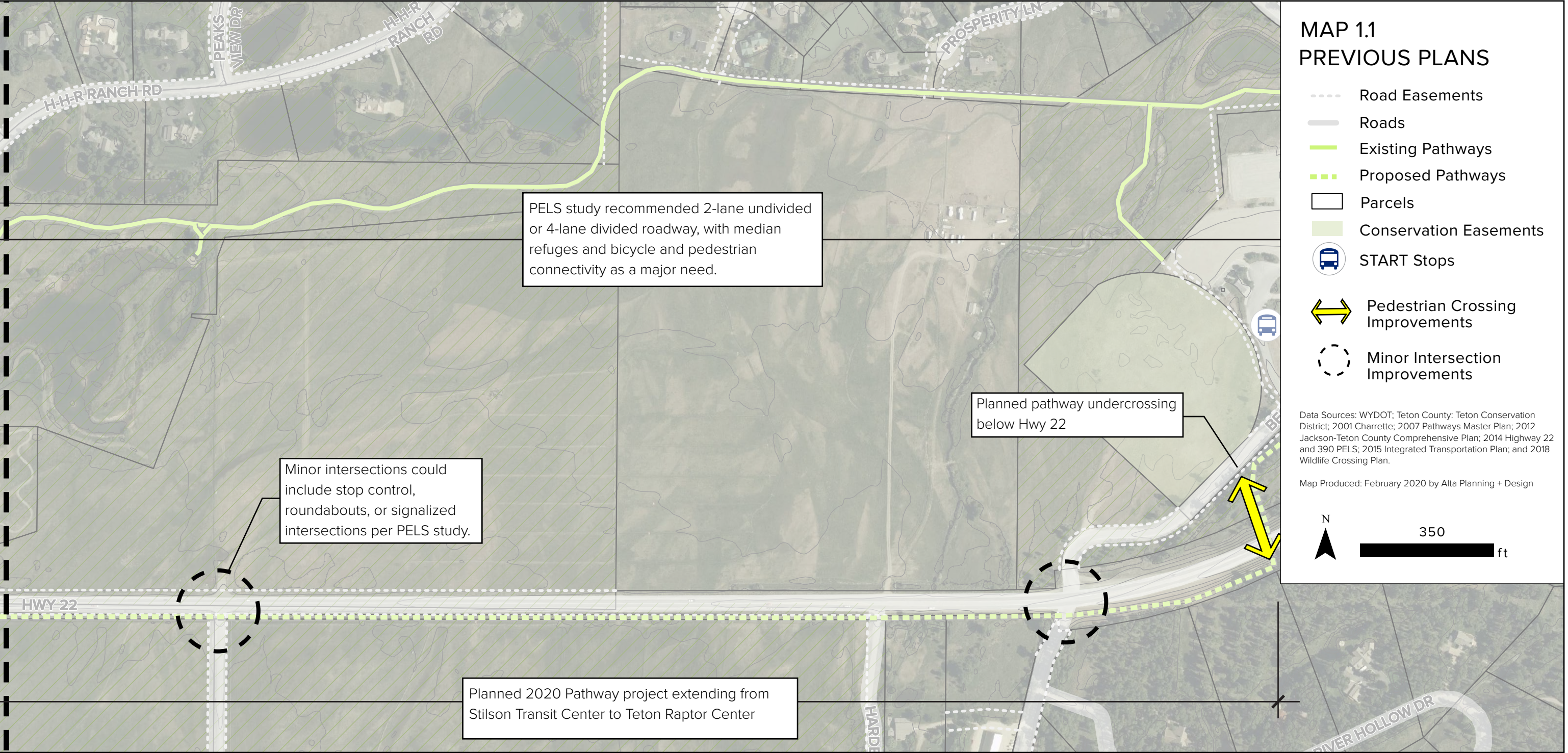
2018

# PREVIOUS PLANNING EFFORTS

The study area map below displays the corridor and site-specific recommendations from each of the previous plans. This map also includes information on currently planned or ongoing projects as they relate to the study area.

Map 1.1





WILSON MULTI-MODAL TRANSPORTATION STUDY: SAMPLE GOALS FROM RELEVANT PLANS

Previous Plans	Community Character	Economic Development and Land Use	Bike + Pedestrian Design	Vehicle Operations	Maintenance	Safety	Regional Transportation	Environmental Stewardship	Implementation
2001 Charrette Report	Maintain the rural character of Wilson	Protect employment opportunities	Bring the community together by providing a safe pedestrian connection between the north and south		Accommodate snow management	Manage highway speeds, balancing capacity and safety	Balance regional travel needs with community needs	Protect wildlife, wildlife corridors, and wildlife areas	
	Preserve those characteristics of WY-22, which work, fix those that don't		Provide safe pedestrian/ bicycle circulation along and across WY-22			Provide for safety of all modes without improving the safety of one mode at the unnecessary expense of another mode	Accommodate public transit access and circulation		
	Use natural features to establish gateways into Wilson		Provide a safe pedestrian way along Main Street				Plan for all modes of travel in and along WY-22 (bike, truck, pedestrian, auto, transit, delivery, horse)		
2020 Jackson-Teton County Comprehensive Plan	Enhance civic spaces, social functions, and environmental amenities to make Town a more desirable Complete neighborhood	Enhance suitable locations as complete neighborhoods	Pedestrian connectivity in the {Wilson} district should be enhanced	Maintain current, coordinate service delivery			Meet future transportation demand through the use of alternative modes	Preserve and enhance water and air quality	
	Preserve historic structure and sites	Maintain town as the central complete neighborhood		Coordinate the provision of infrastructure and facilities needed for service delivery			Create a safe, efficient, interconnected multimodal transportation network	Maintain the scenic resources of the community	
		Coordinate land use and transportation						Protect and steward open space	
Pathways Master Plan	Include landowners as early as possible in the pathways planning process		Develop supplemental pedestrian connectivity plans for all nodes within the County including Wilson		Implement an organized structure for management of capital projects, operations, programming and maintenance, and recognize the roles played by partner organizations		Integrate pathways throughout the transportation planning and land development review processes to ensure that non-motorized transportation system connectivity is accomplished as a routine element of capital and maintenance projects	Incorporate wildlife professionals and advocates as partners in pathway development to ensure the preservation of natural resources is addressed as a routine element of pathways planning, construction, and management	Incorporate wildlife professionals and advocates as partners in pathway development to ensure the preservation of natural resources is addressed as a routine element of pathways planning, construction, and management
			Provide for all ages and abilities of pathway users				Include the full range of non-motorized facilities, including shared-use paths, single track trails, on-street bikeways, sidewalks, safe crossings, bicycle parking, and transit connections		
Integrated Transportation Plan			Provide destinations that promote health and safety by making neighborhoods bicycle and pedestrian-friendly				Develop a transportation demand management program to leverage investments	Promote the safety of wildlife and mitigate potential conflicts with motorists	Build and develop capital projects strategically and through inter-agency partnerships
							Make transit a viable choice		
WY Highways 22 & 390: Planning and Environmental Linkages Study	Preserve the area's natural setting and character	Provide effective access for commercial and residential properties	#2 PELS need is Bicycle and Pedestrian Connectivity			Address the corridor's extensive crash history	Support local and regional mobility	Address the corridor's extensive wildlife crash history	Identify financially realistic transportation improvements
		Minimize right-of-way impacts	Encourage the use of alternative modes			Meet transportation safety needs of all modes	Provide redundancy and resiliency in transportation corridors	Avoid and minimize environmental impacts	
Teton Co. Wildlife Crossing Master Plan				Prioritize human safety				Prioritize biological conservation	Consider the cost-benefit analysis of mitigation measures

An aerial photograph of a town nestled in a valley. A river winds through the left side of the town, surrounded by lush green trees. A main road runs vertically through the center of the town. In the background, a range of mountains is visible under a blue sky with scattered white clouds. The text 'VISION STATEMENT' is centered at the top in white, bold, sans-serif font, with a thin white horizontal line below it.

## VISION STATEMENT

*The Community of Wilson, Wyoming will be served by a safe and efficient transportation network that includes an improved multimodal main street corridor along with enhanced local streets and pathway connections that provide access for all modes of travel. This network respects Wilson's community character while continuing to serve regional transportation needs for Highway 22 that connects Teton County, Wyoming and Teton County, Idaho.*

# **Maintain the rural character of Wilson.**

A holistic approach to maintaining the rural character of Wilson will be prioritized, including ecological resiliency, wildlife corridor preservation, protected water resources, dark skies policies, and context-specific street design standards.

# **Use natural features to establish a gateway into the community.**

The use of community gateways and streetscape enhancements such as landscaping, medians, or maximum setbacks will reinforce Wilson's unique character while also calming traffic speeds on WY-22.

# **Encourage active transportation modes by developing safe bike and pedestrian circulation throughout Wilson.**

Extending a variety of convenient and comfortable pathway options through Wilson will promote safe access for walking and biking, and encourage those who would normally travel by car to travel by active modes.

# **Conserve, connect, and enhance natural open space.**

Wildlife and riparian corridors are fundamental aspects of Wilson's character. The community's undeveloped areas will be preserved and enhanced in order to continue to protect water resources and provide access and views to open spaces and beautiful natural landscapes throughout the community for the enjoyment of Wilson's community members.

# **Formalize business access, circulation, and parking.**

Parking and business accesses through the WY-22 corridor are erratically located and designed, creating conflicts between motorists and those walking and biking. Identifying and implementing parking strategies that decrease conflict will encourage more motorists to patronize businesses.

# **Prioritize human safety for all modes, including walking, biking, and driving.**

WY-22 presents several challenges that threaten human safety, including high speeds and volumes of traffic, frequent business accesses, limited pedestrian crossings, and a lack of safe shoulder or bikeway facilities. Proposed alternatives should address these challenges to prioritize safety for all users of the corridor.



CHAPTER 2

# EXISTING CONDITIONS

## EXISTING CORRIDOR

*The Highway 22 corridor through Wilson, Wyoming is a complex and multifaceted corridor involving coordination with many realms, including planning, transportation, engineering, and wildlife departments.*

A broad analysis of existing conditions was developed to respond to the multiple project objectives and provide a solid foundation for the development of recommendations and alternatives. Traffic speeds and volumes, roadway classifications, parking utilization, existing and future land uses, and existing and proposed bicycling and walking routes were analyzed to inform this study's recommendations.

Highway 22 is a well-traveled and important corridor due to the key connections it provides within the region. A number of commercial destinations are also located along the corridor within the study area, including Pearl Street Bagels, Hungry Jack's General Store, the Stagecoach Bar, Nora's Fish Creek Inn, and the Teton Raptor Center. With a length of approximately one mile, the corridor has two primary configurations through the study area. West of Hungry Jack's to the project area's western boundary, the street cross section contains one travel lane in each direction and dedicated left and right-turn lanes. East of Hungry Jack's to the project's eastern boundary, the street cross section includes one travel lane each direction except for the area near Wilson Elementary School, where there is a center two-way left turn lane. Both street cross sections include an approximately 8-ft wide shoulder, which is sometimes used as on-street parking. The existing right-of-way for the entire corridor varies from 80-90ft.

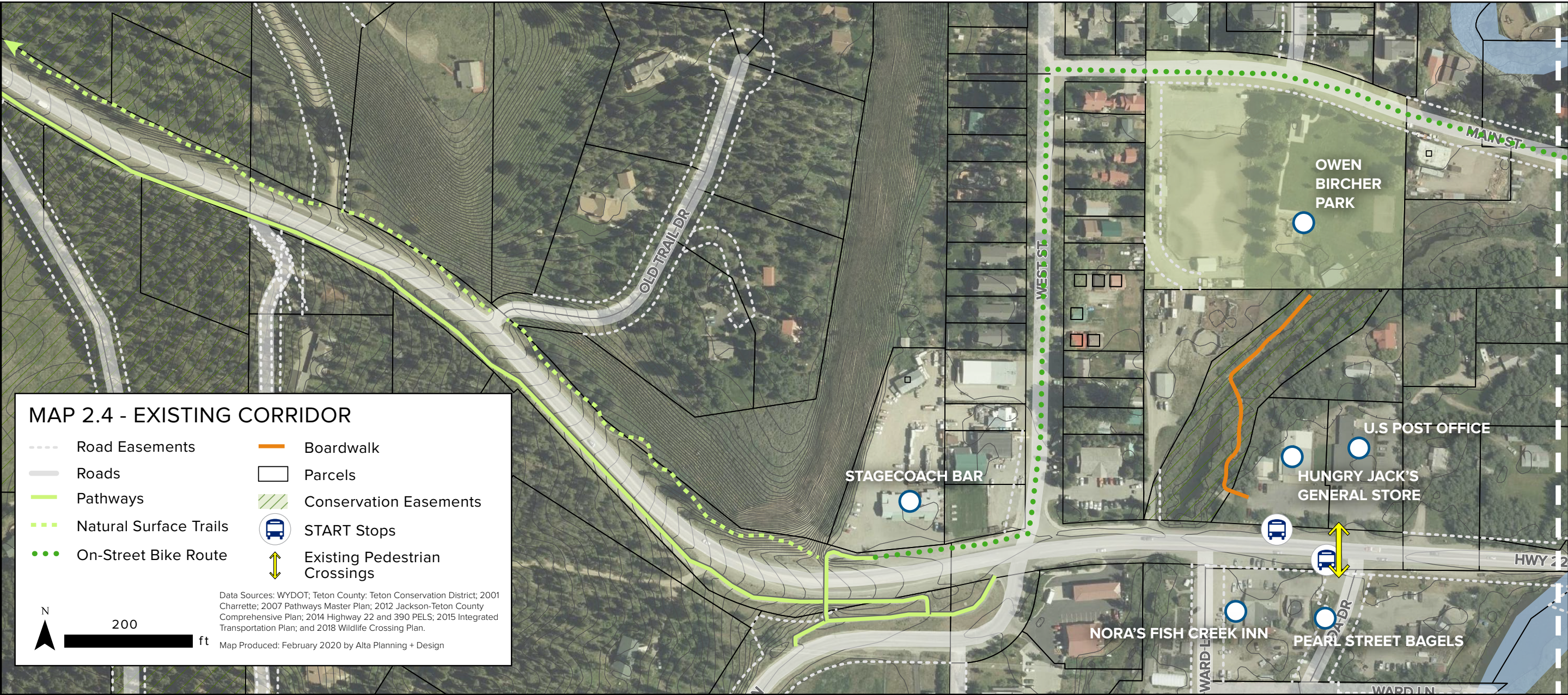


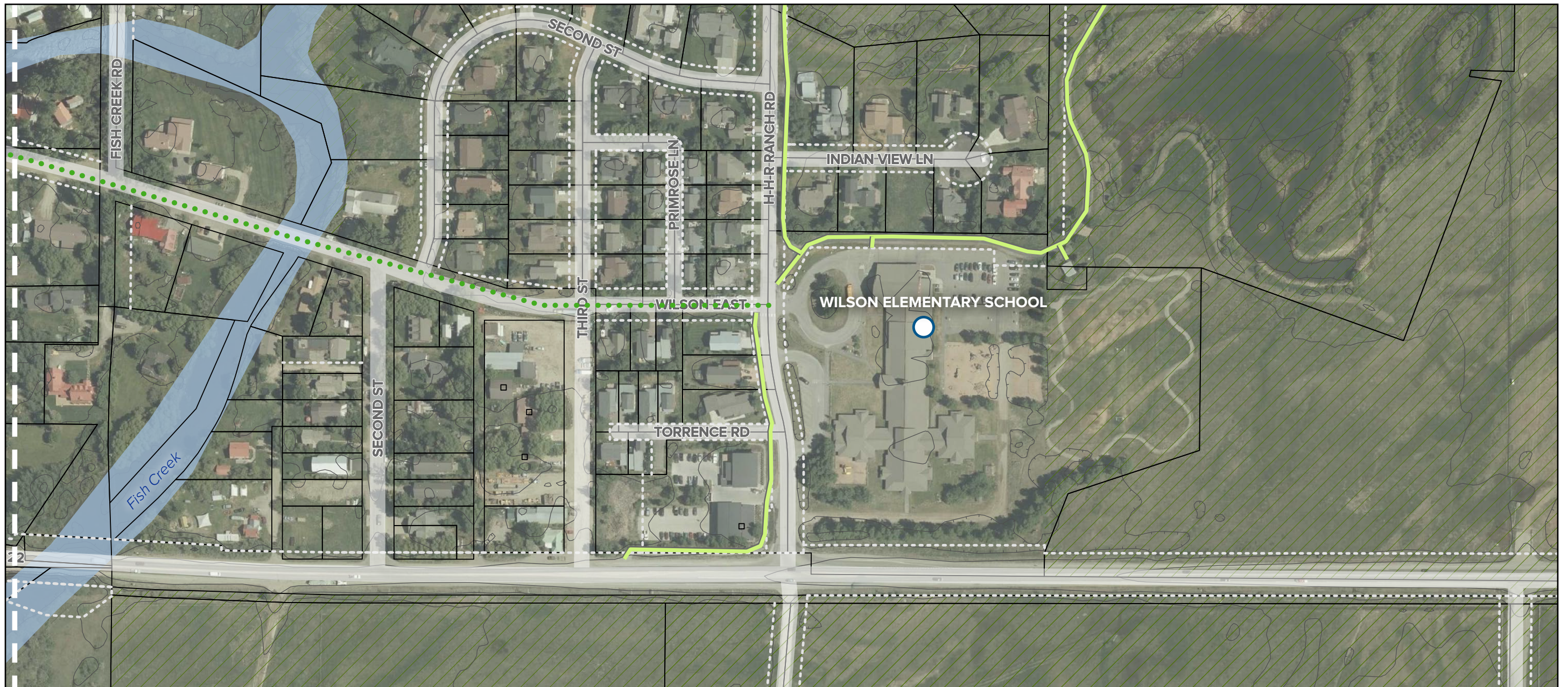
*Street cross section near Hungry Jack's General Store.*



*The intersection of Highway 22 and Fall Creek Road.*

# EXISTING CORRIDOR MAP





# ROADWAY INVENTORY & NETWORK ANALYSIS

This existing corridor review was completed to provide an evaluation of the roads, properties, and ownership throughout the study area in reference to published WYDOT design guidelines and supplemental standards. During this review, the roadways’ typical section elements, geometrics, and other design criteria were evaluated based on their classification and posted speed. The primary focus of this review centered around the WY-22 corridor, with the surrounding roadways and intersections as a secondary focus.

WY-22 and the county roads located within the Wilson Commercial core have a few minor geometric issues that may need to be upgraded when either WYDOT or Teton County deem the roads ready for reconstruction. These issues include the curve of WY-22 entering Wilson from Teton Pass, the 90-degree curve of Main Street / West Street, and the offset of the Fall Creek Road / West Street intersection. The main issue evident within the Wilson Commercial district is the access management along WY-22.

## ACCESS MANAGEMENT

Currently there are ten separate business locations, two private residences, and four streets along an 1,100-foot section of WY-22 in downtown Wilson. Only five of these businesses do not have direct access off WY-22, instead using the local streets as access points. This leaves eleven access points—six along the north side and five along the south side—along this small section of roadway. The WYDOT Access Manual requires that all Minor Arterials in urban settings with posted speeds less than 30 MPH provide a minimum separation distance of 330 feet between any type of access: commercial, residential, or major. Existing access separation distances have been found to be as low as approximately 75 feet. Another prevalent issue along this segment is a general lack of traffic calming measures.

	Access Type	Spacing Distance (ft)				
		Speed	Field	Residential	Commercial	Major
Urban Principal & Minor Arterials	Field	≤ 30	330	330	330	330
		35 - 45	330	330	330	330
	Residential	≤ 30	330	330	330	330
		35-45	330	330	330	330
	Commer- cial	≤ 30	330	330	330	330
		35 - 45	330	330	660*	660
	Major	≤ 30	330	330	330	330
		35 - 45	330	330	660*	660

*\* If a two way left turn lane is present, the spacing may be reduced by one-half. See the WYDOT Access Manual for more information.*

## VEHICULAR SPEEDS

The typical section found within downtown Wilson along WY-22 does not lend itself to the posted speed limits. WYDOT has stated the speeds are on average approximately 10 MPH over the posted limit through this section. This can be largely attributed to 12’ or larger lanes, shoulders and a lack of roadside friction. While the oversized shoulders are often used for parking throughout the summer months, there is still an excess amount of space between parked vehicles and the travel lane. Combined, these elements produce a sense of confidence and cause drivers to unwittingly drive in excess of the speed limit.

## TRAFFIC VOLUMES

2019 WYDOT traffic counts estimated the AADT through the commercial core of Wilson to be approximately 13,430 consisting of 2% truck traffic. Volumes vary widely throughout the seasons and range on average from just over 10,000 vehicles per day in March to nearly 16,000 in July.

## EXISTING ACTIVE TRANSPORTATION NETWORK

Wilson has a variety of existing active transportation facilities both in town and in surrounding areas that are frequently used by the Wilson and outside community.

- **Teton Pass Trail** – Paved sidepath that connects Wilson to the Bridger-Teton National Forest and the Old Pass Road.
- **Stagecoach Trail** – MTB singletrack on north side WY-22 to Stagecoach/ West Street.
- **Wilson Bike Route West Street/Main Street** – On-street bikeway connecting Fall Creek Intersection to the Wilson Centennial Pathway.
- **Wilson Wetland Trail** – Connects Old Wilson School House with downtown Wilson via Owen Burcher Park and wetland parcel.
- **Wilson Centennial Pathway** – Connects Wilson to Stilson, Snake River, and JH Pathways System to the east.
- **Programmed Wilson-Stilson Pathway on south side of WY22** – Connects large Wilson neighborhoods south of WY-22 on Wenzel Lane and Green Lane with Wilson on the west and the JH Pathway system on the east.

## STUDY AREA SEGMENTS

The project limits along WY-22 begin just west of Cemetery Lane and end just east of Wenzel Lane. WY-22 is classified as a “Minor Arterial” road by WYDOT. Within the project limits there are four distinct segments identified as shown in Map 2.2, each bearing distinct design requirements:

- Segment 1 – Mountainous (WY-22)
- Segment 2 – Urban (WY-22)
- Segment 3 – Rural (WY-22)
- Segment 4 – Wilson Local Street Network

These segments were delineated by the approximate location of changes in speed, character, and terrain. The segments described above will serve as the segmental reviews of the WY-22 corridor.

### SEGMENT 1 - CEMETERY ROAD TO FALL CREEK ROAD

The design through this section is defined by mountainous terrain due to the close proximity of the Teton Pass and excessive grades. The section’s posted speed limit is 45 MPH. The typical section of the road for Segment 1 has the following consistent characteristics throughout:

- Available ROW: Varies 80 to 94 feet, 80 feet minimum
- Typical: EOP – 4’ Shoulder – 12’ WB Lane – 12’ EB Lane – 4’ Shoulder – EOP
- 8 foot bike path adjacent to east bound lane was excluded from typical due to weaving in and out of the ROW; Buffer between edge of pavement and bike path varies from 10 feet to 30 feet

Segment 1 does not have any geometric or access management issues. However, the curve at the base of Teton Pass does not meet the minimum curve design radii as dictated by the WYDOT Design Guide for Non-NHS Highways. This was largely by design in that it provides traffic calming measures as WY-22 transitions from the 45 MPH mountainous zone to the 25 MPH urban zone of downtown Wilson. This curve still meets the 55 MPH design criteria in WYDOT’s Road Design Guide and is not a safety issue.

Segment 1: Rural Design Values 65mph or Less Posted Speed - Mountainous Terrain		
Controlling Design Criteria	Rehabilitation Project	Reconstruction Project
Design Speed	55 mph	65 mph
Lane Widths	11-ft	12-ft
Shoulder Widths (2-lane, undivided, with AADT > 2000)	Existing Widths	8-ft
Horizontal Curve Alignment	55 mph DS, R(min) = 1,060 ft	65 mph DS, R(min) = 1,660 ft
Cross Slope	1.5%	2.0%
Superelevation Rate	Consistent with horizontal alignment	Superelevation Table e <sub>max</sub> = 6%
Maximum Grades	Existing grades	5%
Stopping Sight Distance	55 mph DS	645-ft

SEGMENT 2: FALL CREEK ROAD TO FISH CREEK BRIDGE

When entering the Community of Wilson, the speed drops from 45 to 25 MPH and is marked by a sharp spiral curve. Upon exiting the curve, you are embraced by the urban commercial district and character of downtown Wilson. This section allows for high access, increased pedestrian mobility, and parking along the roadway in minor instances. Segment 2 has three defining typical sections, however each section is not consistent. These sections are:

Three-Lane Section

- Available ROW: 80 feet
- Typical: Curb line / EOP – Variable Shoulder – 11’ WB Lane – 12’ Shared Turn Lane – 11’ EB Lane – Variable shoulder

Two-Lane Section

- Available ROW: 80 to 82 feet
- Typical: EOP – Variable Shoulder – 11’ WB Lane – 11’ EB Lane – Variable shoulder – EOP

Bridge Section

- Available ROW: 90 feet
- Typical:
  - Railing – 8’ Shoulder – 11’ WB Lane –11’ EB Lane – 8’ Shoulder – Railing

Segment 2 does not have any issues with its geometric design. However, due to the nature of the development in Wilson and lack of enforcement, the commercial district has had little to no access management restrictions. Properties abutting WY-22, both residential and commercial, have been able to maintain private access with few exceptions. In its existing state, none of the access points, public or private, meet the requirements of a Minor Arterial road as defined by the WYDOT Access Management Manual. It should also be noted that the typical sections found along Segment 2 do not promote an adherence to the posted speed limits by the user. This is mainly due to a lack of visual constriction, large lanes and open shoulders, and a lack of urban and placemaking treatments.

Segment 2: Urban Design Values		
Controlling Design Criteria	Rehabilitation Project	Reconstruction Project
Design Speed	Existing Posted Speed	30 mph
Lane Widths	11-ft	11-ft
Shoulder Widths (2-lane, undivided, with AADT > 2000)	Existing Widths	Gutter pan width, widths may be increased with inclusion of parking lanes and pedestrian accommodations
Horizontal Curve Alignment	DS, R(min) = 154 ft	30 MPH DS, R(min) = 250 ft
Cross Slope	1.5%	2.0%
Superelevation Rate	Consistent with horizontal alignment	Superelevation Table e <sub>max</sub> = 4%
Maximum Grades	Existing grades	6-8%
Stopping Sight Distance	DS	200

SEGMENT 3: FISH CREEK BRIDGE TO WENZEL LANE

Once past the Fish Creek Bridge, the character and design of the roadway maintains the character of the urban commercial district until it shifts to rural after HHR Ranch Rd. This change is marked by an increase in the posted speed limit from 25 MPH to 40 MPH. The posted speed is further increased to 45 MPH once past the Wilson Elementary School. The typical section of the road for Segment 3 is consistent throughout:

- Available ROW: Varies 80 to 94 feet, 80 feet minimum
- Typical Section: EOP – 8’ Shoulder – 12’ WB Lane – 12’ EB Lane – 8’ Shoulder – EOP

Some access management deficiencies exist in this section with driveways and streets accessing WY-22 at spacing that is less than what is prescribed in WYDOT’s Access Manual.

Segment 3: Rural Design Values 65mph or Less Posted Speed - Level Terrain		
Controlling Design Criteria	Rehabilitation Project	Reconstruction Project
Design Speed	55 mph	65 mph
Lane Widths	11-ft	12-ft
Shoulder Widths (2-lane, undivided, with AADT > 2000)	Existing widths	8-ft
Horizontal Curve Alignment	55 mph DS, R(min) = 960 ft	65 mph DS, R(min) = 1,480 ft
Cross Slope	1.5%	2.0%
Superelevation Rate	Consistent with horizontal alignment	Superelevation Table e <sub>max</sub> = 8%
Maximum Grades	Existing grades	3%
Stopping Sight Distance	55 mph DS	645

SEGMENT 4: WILSON LOCAL STREET NETWORK

West / Main Street

West Street is a county road that provides residential access north WY-22, access to public facilities on Main Street, the Old Wilson School and Owen Birch Park, small commercial businesses, and Main Street.

The intersection of West and Main Street may appear to be a T intersection on most maps, these roads have been interconnected to form a continuous path of travel and were designed as one alignment. This turn does not meet the minimum design radii for a 20 MPH posted speed and has not been provided any advanced warning signs. There have been delineators installed along the inside of the curve, however, additional signage and delineation should be provided in advance and on the outside of the curve to direct drivers if this intersection is to remain in its current state. Stopping sight distance may also be an issue at this location due to the presence of large trees on both sides of the roadway.

Second Street

Second Street provides an important connection for Wilson residents north of WY-22 and east of Fish Creek. Residents in these areas use 2nd Street to access the WY-22 corridor and walk or bike along existing shoulders into the Wilson commercial core. Although no sidewalks exist, low traffic volumes and speeds allow for motorists, pedestrians, and bicyclists to share the existing roadway.

HHR Ranch Road

HHR Ranch Road provides a critical connection to Wilson residents north of WY-22 and to Wilson Elementary School. The Millennium Trail runs along the west side of HHR Ranch Road and accommodates pedestrians and bicyclists although the sidepath dead ends on WY-22. Residents frequently have difficulty turning left onto WY-22 during the morning commute hour due to heavy eastbound traffic and a lack of gaps.

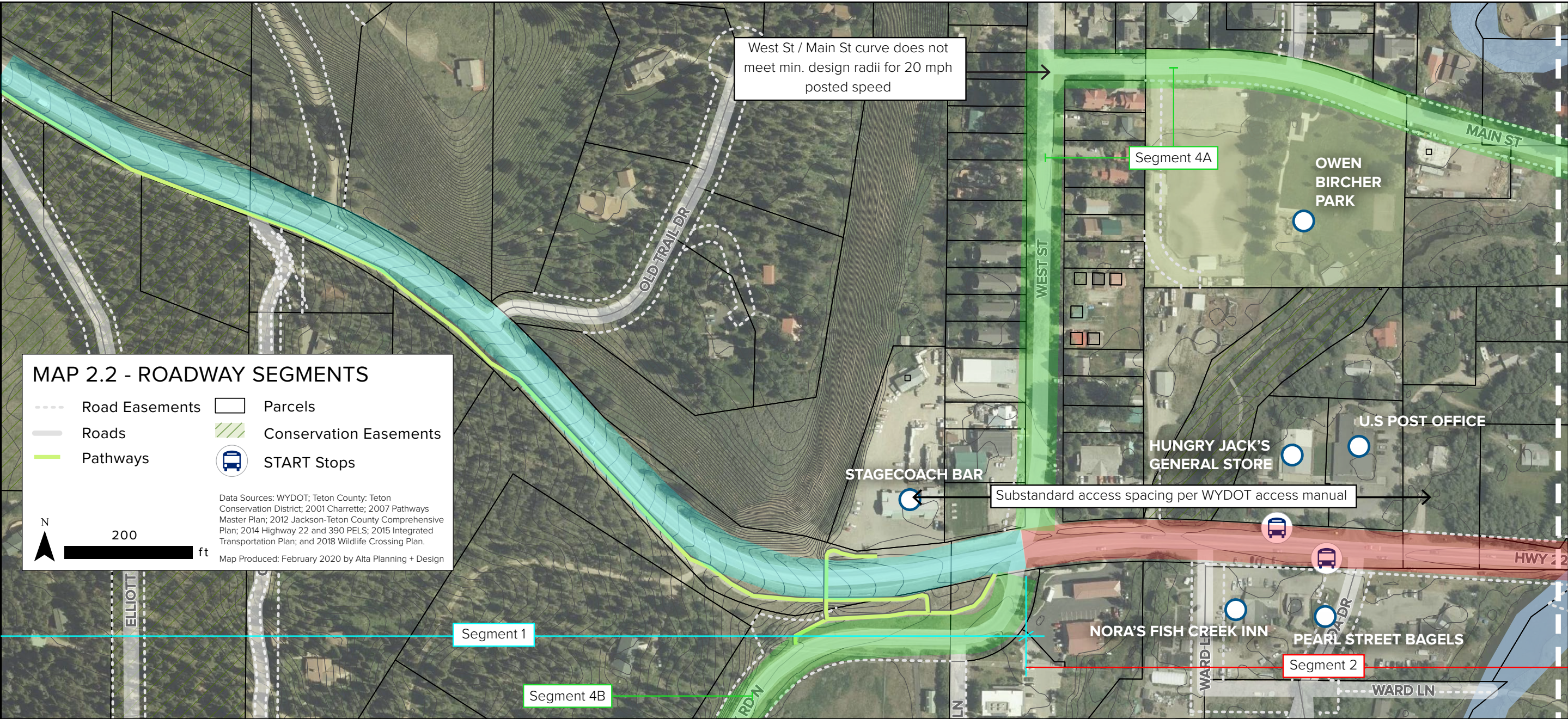
North Fall Creek Road

North Fall Creek Road serves a number of rural residences and developments while connecting the community of Wilson to southern parts of Teton County before terminating in Hoback. The route is also a popular road cycling loop among locals.

Fish Creek Road

Fish Creek Road serves a number of rural residences north of Wilson. The narrowed roadway has little to no shoulders but sees moderate bicycle and pedestrian traffic closer to downtown Wilson.

# ROADWAY INVENTORY & NETWORK ANALYSIS





# BICYCLE AND PEDESTRIAN CONNECTIVITY AND NETWORK ANALYSIS

## LINEAR PEDESTRIAN FACILITIES

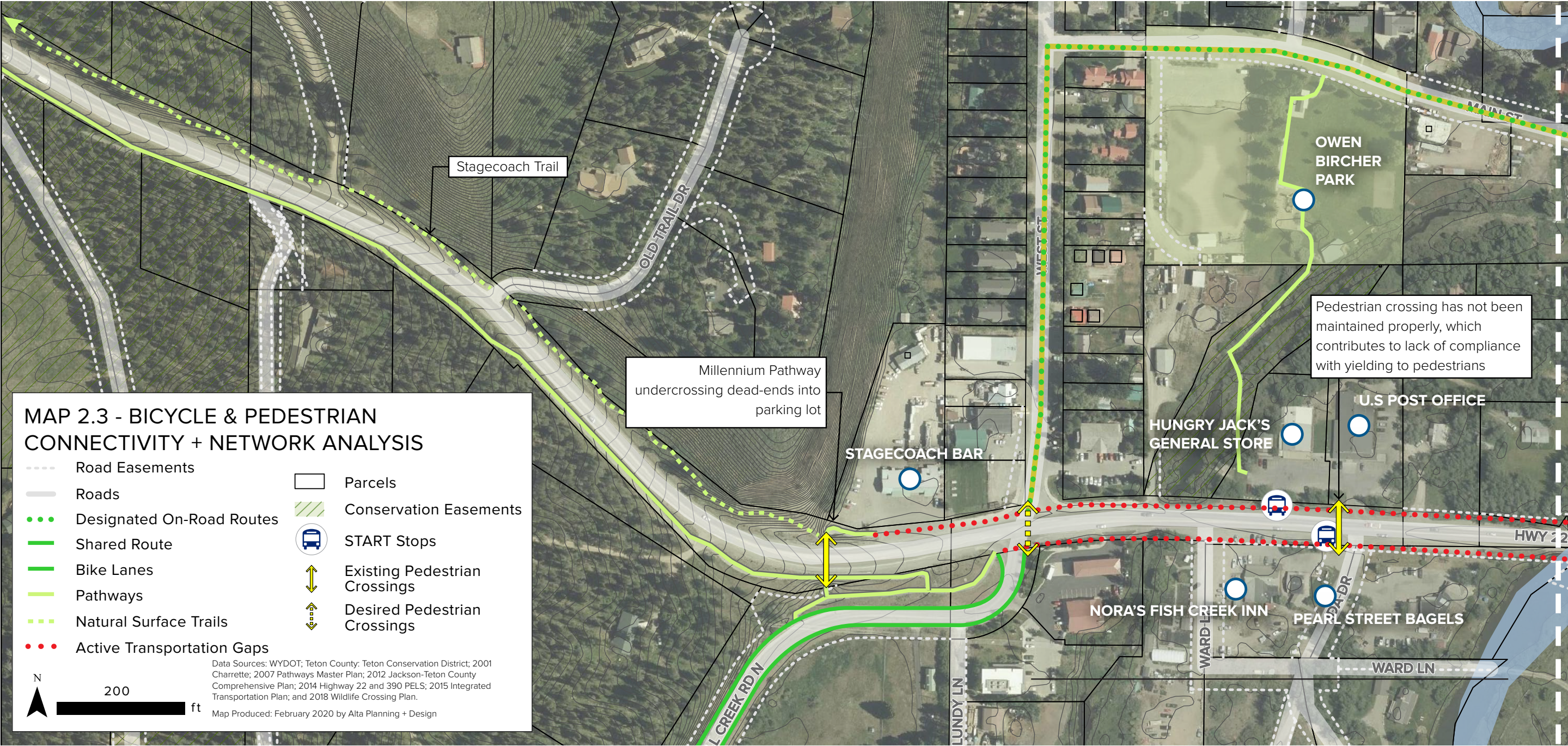
With the exception of short sections of sidewalk near Fall Creek Rd, no formalized pedestrian facilities exist in Wilson outside of the pathway system. Along WY-22, wide driveway accesses, parking within the ROW, and snow storage needs make providing a sidewalk or other facility challenging.

## PEDESTRIAN CROSSINGS

Wilson has a grade separated pathway undercrossing at the far west edge of town. This crossing, while helpful for pathway traffic, is not convenient for pedestrians, nor visible to those unfamiliar with Wilson. There is one marked

crosswalk at Ida Dr in front of the US Post Office. Vehicle yielding compliance per Wyoming State Law has been anecdotally reported as inconsistent. This could be due to a variety of reasons including:

- Highway feel of roadway through Wilson does not lead drivers to expect pedestrians.
- No visible transition into a more urban context, such as an entry monument or other urban shifts from the highway.
- Steep downhill from pass and high speeds from Jackson make approach to Wilson abrupt.
- Lack of crosswalks provides limited visibility for pedestrians



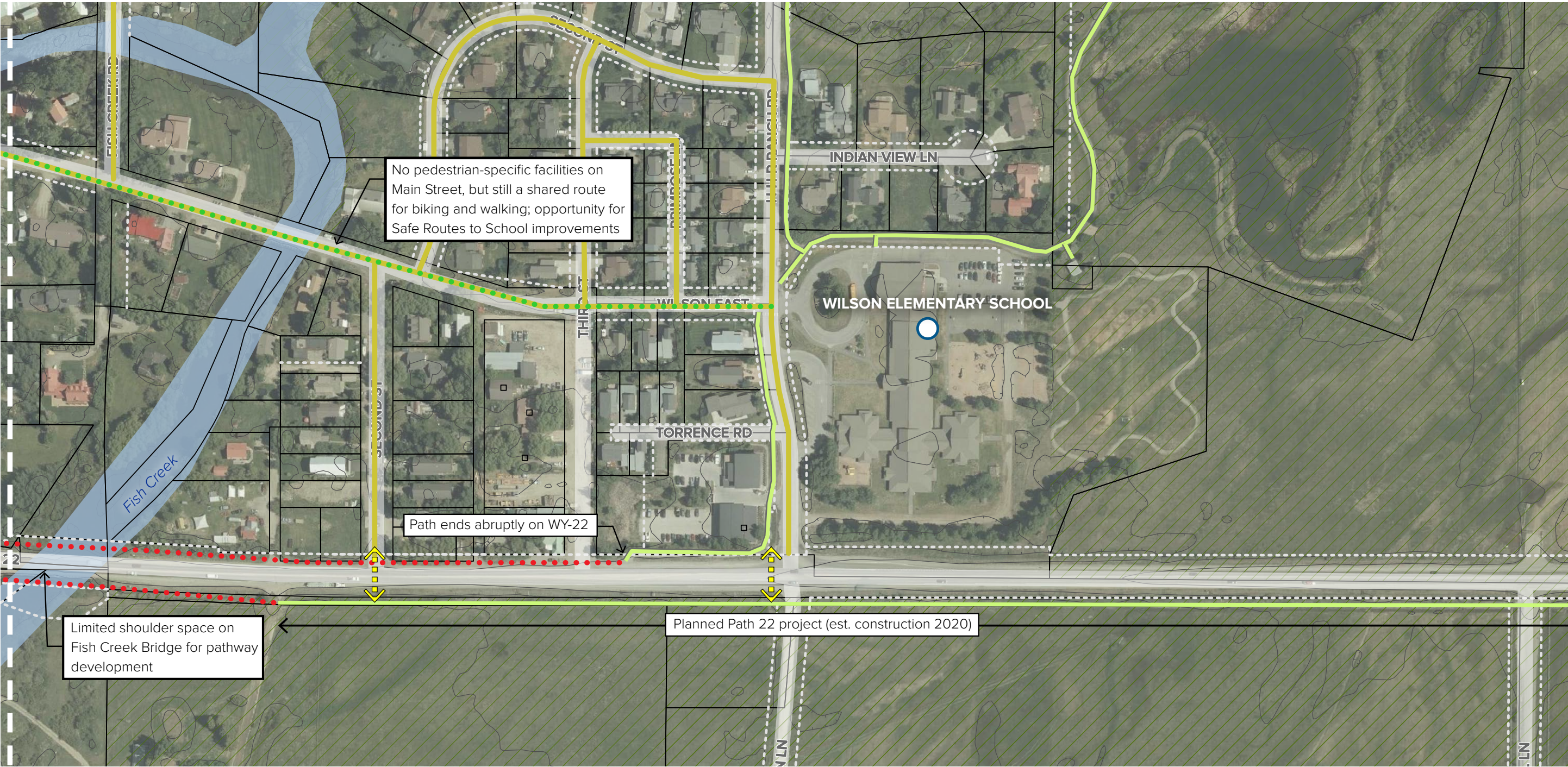
- Lack of pedestrian facilities.

**PATHWAY CONNECTIVITY**

Connecting the planned Path 22 project to the Millennium Pathway at the base of Teton Pass would provide continuous, intuitive, and direct east-west connectivity from Wilson to Jackson. Due to a number of previously described constraints, development of a pathway through the commercial core would require a collaborative effort between WYDOT, Teton County, and Wilson businesses and property owners.

**TRANSIT / START BUS**

Wilson currently possesses two START (Southern Teton Area Rapid Transit) bus stops near the Post Office and Nora’s Fish Creek Inn. These transit stops are served by the existing crossing just west of Ida Rd, and reinforce the need for comfortable, safe, and convenient pedestrian crossing opportunities in the commercial core.

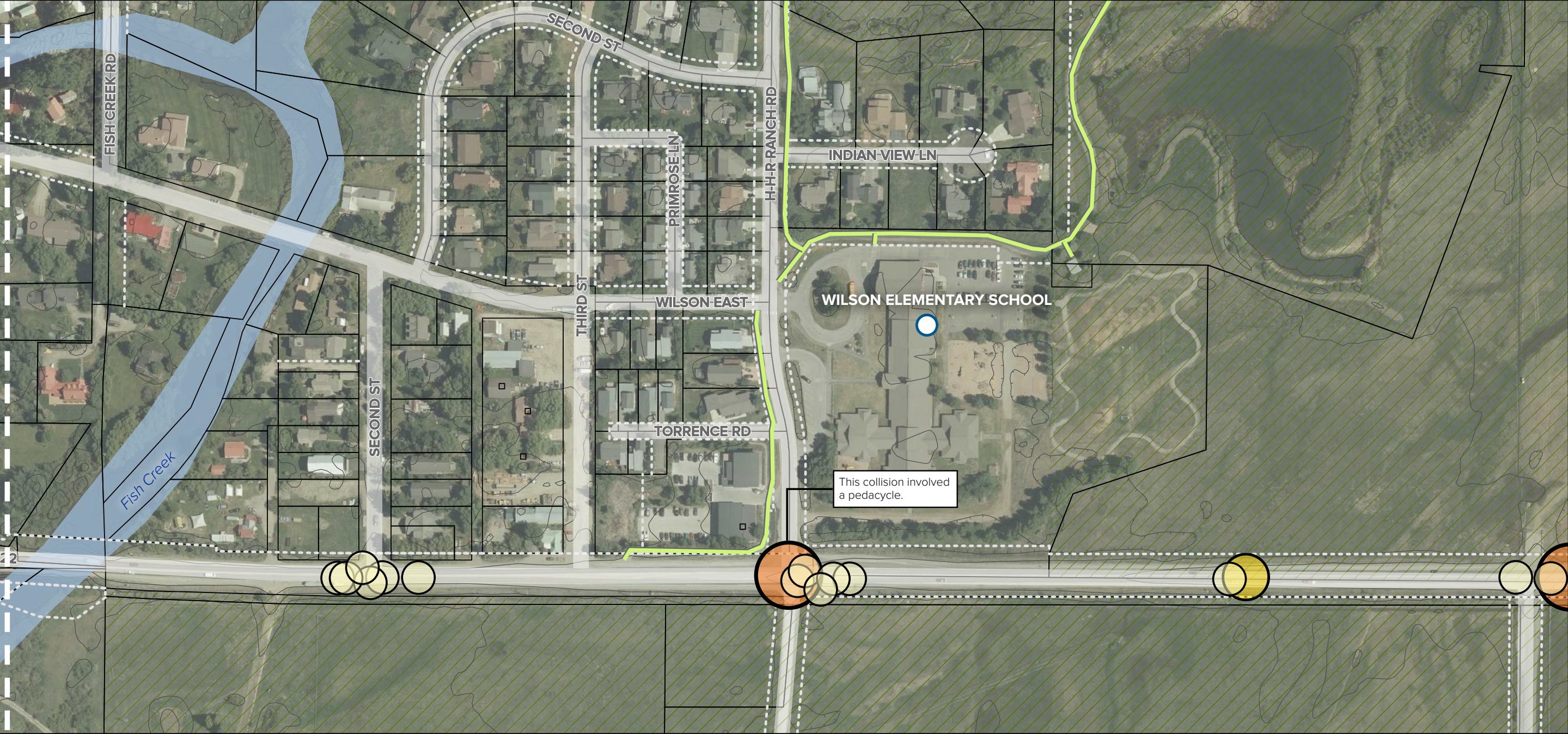


# CRASH & SAFETY ANALYSIS

The study area has seen a total of 53 vehicle collisions between 2010 and 2019. The majority of these collisions (41) only caused property damage. Eleven of these collisions caused minor or serious injury, and one crash was fatal. As is evident in Map 2.3, the majority of these crashes occurred at the base of the pass. Many of these crashes involved an overturned vehicle, likely due to loss of breaking power coming down Teton Pass. A planned vehicle arrestor west along WY-22 may help mitigate future similar crashes. However, the Wilson Steering Committee expressed concerns about the proposed location of the vehicle arrestor

Some crashes involved large wildlife, such as deer and moose. Other key areas to note for high-collision areas include the intersections of Fall Creek Road and HHR Ranch Road with WY-22. These areas show high numbers of vehicle collisions that caused both property damage and/or injury. While one of these collisions involved a bicyclist, no other reported collisions involved a bicyclist or pedestrian.





# PARKING UTILIZATION



Wilson’s downtown businesses and destinations including restaurants, convenience stores, and the Post Office, generate a moderate amount of demand for vehicular parking. Due to the lack of bicycle and pedestrian facilities in the commercial core, driving (and parking) is likely the only transportation choice for many visitors and even Wilson residents. While some amount of off-street parking is typically available for most of the establishments in the Wilson commercial core, some destinations generate enough parking demand that it often spills out into the WY-22 ROW. Due to irregular access control and wide driveways, parking within the ROW often occurs in an inefficient manner. Locations “L,M,N, and O” at in the table at right, are areas where this type of parking was observed. Reconfiguring these areas of public ROW could make way for a number of improvements such as sidewalks, sidepaths, transit pull-outs, landscaped areas, or simply more efficient parking areas.

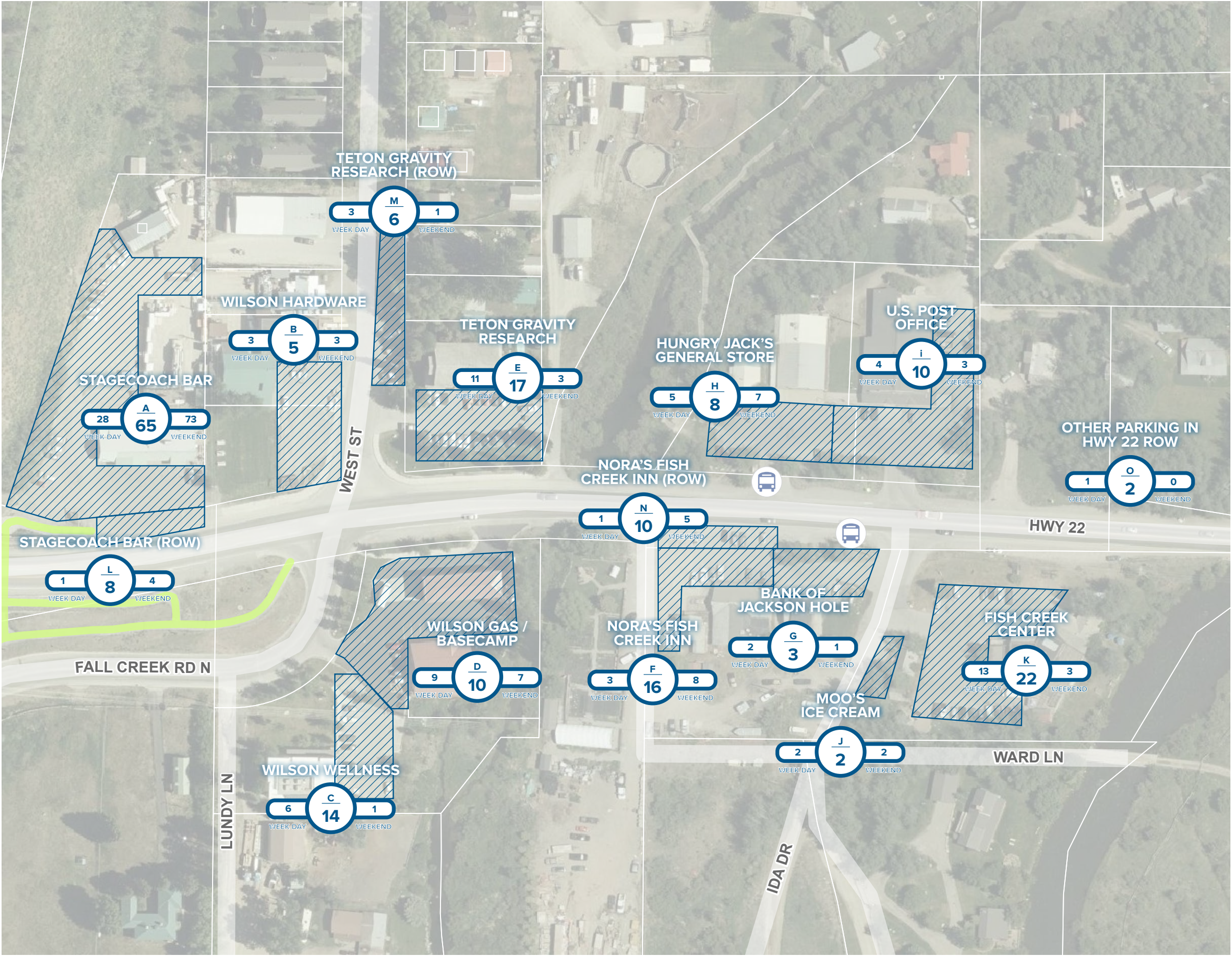
The Planning Team conducted parking utilization counts to understand where and when parking demand occurred within the commercial core. Results of this analysis will be considered during the subsequent development of alternatives and recommendations.



LOCATION ID	LOCATION NAME	WEEKDAY COUNT				WEEKEND COUNT	
		7 AM	11 AM	4 PM	7 PM	11 AM	7 PM
A	STAGECOACH BAR	4	12	27	35	10	65
B	WILSON HARDWARE	2	3	5	3	0	5
C	WILSON WELLNESS	1	14	6	3	1	0
D	WILSON GAS / BASECAMP	8	10	9	7	8	6
E	TETON GRAVITY RESEARCH (TGR)	2	17	16	8	3	3
F	NORA’S FISH CREEK INN	5	4	0	0	16	0
G	BANK OF JACKSON HOLE	0	3	3	0	1	0
H	HUNGRY JACK’S GENERAL STORE	4	7	6	3	8	5
i	U.S. POST OFFICE	1	10	5	1	4	2
J	MOO’S ICE CREAM	2	1	2	2	2	2
K	FISH CREEK CENTER	10	22	17	4	4	1
L	ROW IN FRONT OF STAGECOACH BAR	0	0	1	2	0	8
M	ROW WEST OF TGR	0	6	6	1	0	2
N	ROW IN FRONT OF NORA’S	0	4	0	0	10	0
O	OTHER PARKING IN WY-22 ROW	0	2	0	0	0	0

# MAP 2.5 PARKING COUNTS

- 
START Stops
- 
Existing Pathways



Data sources: WYDOT; Teton County; Teton Conservation District; 2001 Charrette Plan; and the 2012 Jackson-Teton County Comprehensive Plan

Map Produced: February 2020 by Alta Planning + Design

# LAND USE INVENTORY

Wilson currently has a mix of land uses that define its central community, including:

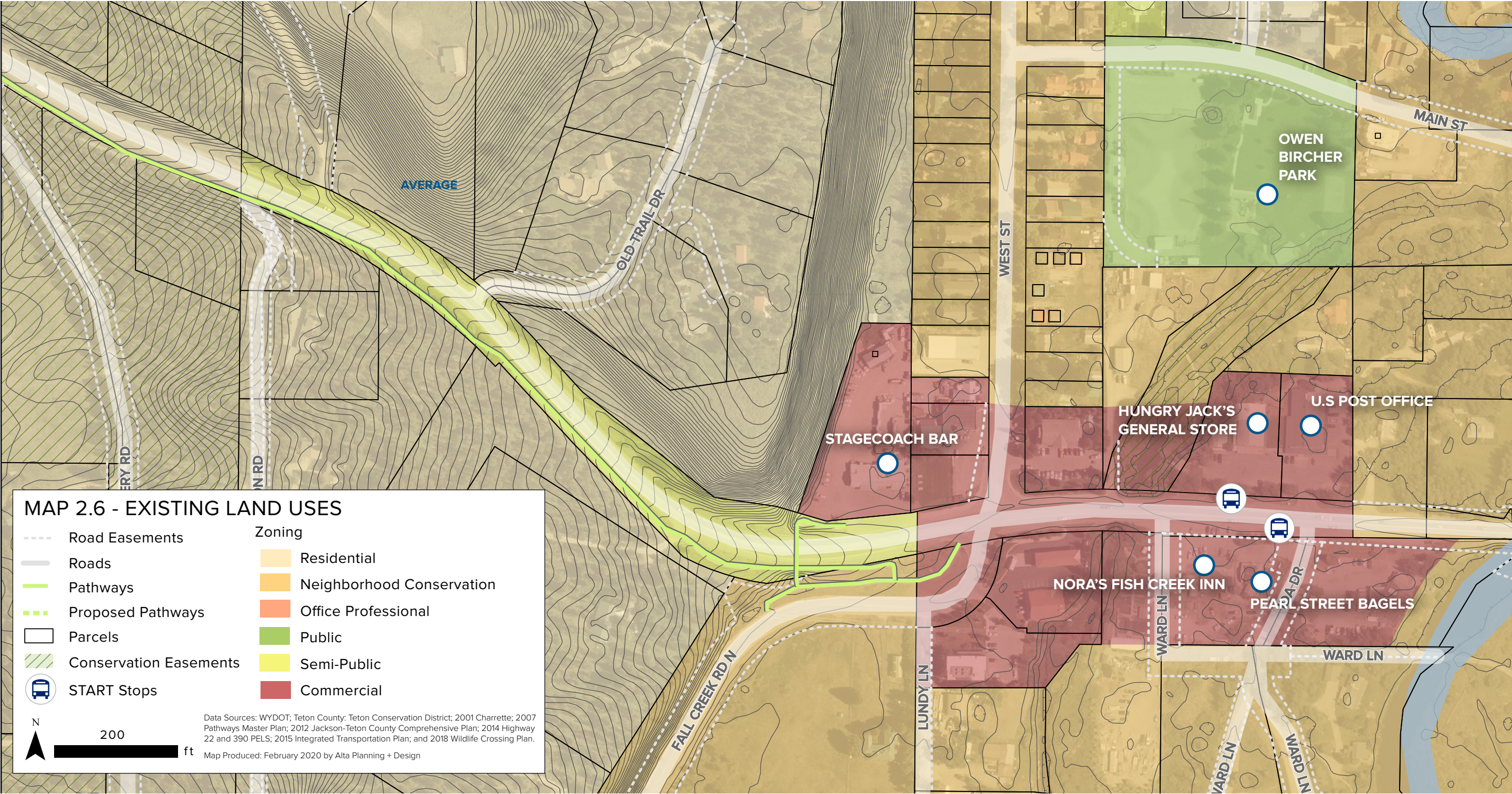
**Auto Urban Residential** allows for a wide range of residential types, including affordable housing.

**Neighborhood Conservation** allows development in existing neighborhoods to continue in a way that is consistent with the existing neighborhood character.

**Office Professional** provides for the development of office uses and a limited array of service uses separate from the commercial zones.

**Public or Semi-Public** provides locations for new and existing uses and facilities of a public or semi-public nature, and are typically under government control.

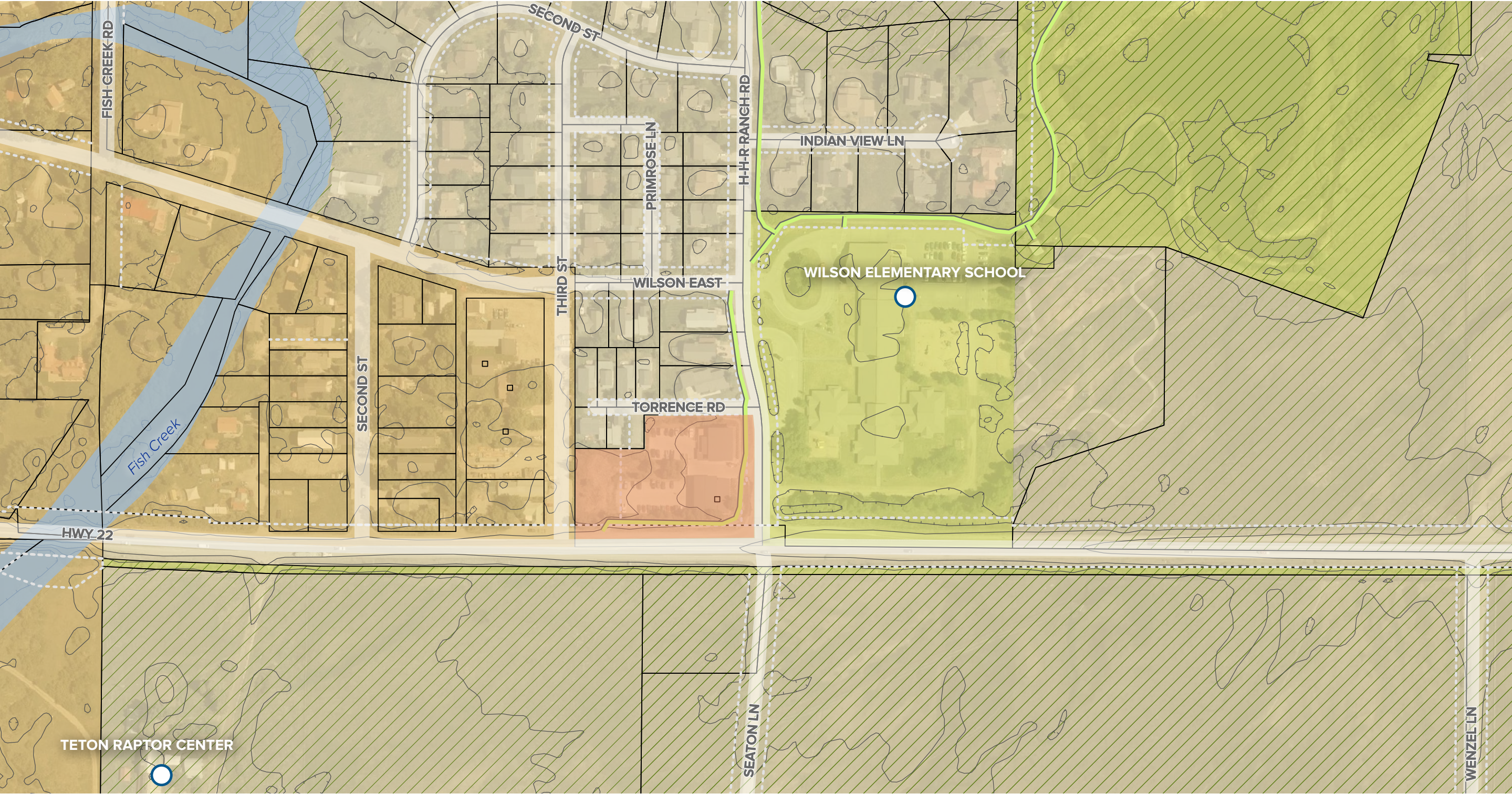
**Residential / Rural 1-3** allows for residential development that protects wildlife habitat, habitat connectivity, scenery, and preserves the historic western character of the community. Rural-1 accommodates large lot sizes and Rural-3 accommodates higher density dwellings.



**Suburban Residential** allows low to mid-density development that includes enough open space to provide a moderate predominance of landscape over buildings.

**Commercial** perpetuates and promotes the development of nonresidential uses that serve the local population of the Wilson area and is designed to be pedestrian oriented.

The 2012 Jackson-Teton County Comprehensive Plan identifies the Wilson community as remaining as a traditional sub-area to the Jackson metro region, and continuing to include vibrant, mixed use, active, and pedestrian-friendly community oriented businesses. The Plan highlights that the Wilson commercial businesses should aim to serve the residents and visitors of Wilson without attracting additional vehicle trips. The Plan also recommends that commercial uses within the downtown core of Wilson be pulled up to WY-22, especially near the edges of the commercial core, to signify a gateway into the community.





### CHAPTER 3

## PUBLIC ENGAGEMENT

# INITIAL PUBLIC ENGAGEMENT

*Developing the corridor recommendations was a multi-step process involving ongoing dialogue with the public, Teton County, the Wyoming Department of Transportation, and other stakeholders. Recommendations were informed both by quantitative findings and a qualitative understanding of the corridor.*

The Wilson Multi-Modal Transportation Study included a robust public engagement component. Public input was gathered through a variety of tools, including Steering Committee meetings, Key Stakeholder interviews, and three open house events. Outreach events were conducted to better understand the needs of people who live, work, and recreate in Wilson. This information was used to inform the recommendations presented in this plan. This chapter provides an overview of the public outreach tools and strategies that were utilized as part of this study and the results from various engagement efforts, as outlined below.

- Five Steering Committee Meetings
- Three public open houses, one dedicated to understanding existing conditions and listening to community members; one dedicated to preliminary recommendations; and one dedicated to presenting final recommendations.
- 10 stakeholder interviews



Wilson community members identify opportunities and constraints along the Highway 22 corridor.



Wilson community members brainstorm priority goals for the project.

# STEERING COMMITTEE & STAKEHOLDER INTERVIEWS

## STEERING COMMITTEE

A steering committee, made up of corridor planning experts as well as key stakeholders (highlighted in the list below), was developed to help incorporate the feedback of individuals involved in the planning process to determine priorities. The committee determined project goals, provided feedback on existing opportunities and constraints, reviewed project deliverables, and provided guidance on corridor recommendations. They also played an important role in promoting the plan’s public engagement tools and activities.

Table 3.1 Steering Committee Members

Heather Overholser	Teton County
Amy Ramage	Teton County
Brian Schilling	Teton County Pathways
Darin Kaufman	WYDOT
Bob Hammond	WYDOT
Julianna Monahan	WYDOT
Marylee White	Wilson Advocacy
Susie Temple	Wilson Steering Committee
Bill Field	Wilson Business Owner; Wilson Advocacy
Jeff Daugherty / Colby Stevens	Teton County School District
Tim Young	Wyoming Pathways

## STAKEHOLDER INTERVIEWS

Interviews were conducted with seven key community stakeholders, including business owners, school principals, longtime residents, property owners, and maintenance employees. These stakeholders had both common goals and concerns for the corridor as well as discrete opinions on how to achieve those goals, as listed below.

### Business Owner #1- Heather Gould and Polly Filice

- Rush hour is no joke - cars dart out in front of other cars to get out from businesses or side streets. This is especially dangerous during winter months, because the roads are slick and cars may not be able to stop in time to let the other car in.
- Because it’s so difficult to enter the highway during rush hours, worries that people won’t stop in Willson because they don’t want to deal with getting back on the highway.
- A lot of customers and delivery trucks choose to park on the shoulder of the road because it’s easier to pull into traffic from the shoulder than from a parking lot.
- There are no passing opportunities on Highway 22, which can turn long commutes into even longer ones for those commuting from Idaho.
- Speeding is a huge issue, especially for those who are not from the area. Many tourists don’t realize that they are entering a community.
- Cars don’t stop for people in the crosswalk, making it unsafe for those trying to cross the highway.
- Main Street is a chaotic road - it’s very scary to walk or bike on this road due to the high volume of various users using the road. A sidewalk or designated pedestrian area would be great.
- Priority for this project:
  - » **Create an extended turn lane throughout the Wilson commercial core for people to get in and out of businesses.**

### Business Owner #2-Bill Field

- Parking is out of hand - the parking lots are always full, often with people using the lots as a recreation starting point for activities on Teton Pass. There is often not enough space for business patrons to park in the business’s lot.
- Cars don’t stop for people in the crosswalk, unless the pedestrian is

aggressively entering the flow of traffic. It would be beneficial if the existing crosswalk were enhanced with more signage and flashing lights to indicate a waiting pedestrian.

- There’s a lot of pedestrian traffic along Main Street - it’s a crowded and chaotic road. It would be nice to have a space that’s dedicated for pedestrians and bicycles.
- Speeding is a huge issue for cars coming down off of Teton Pass. Many cars, and especially large trucks, enter the community at a dangerous and out of control speed.
- Very worried about the proposed vehicle arrestor, due to the fact that its proposed location is often blocked by traffic during peak hours and seasons.
- Priorities for this project:
  - » **Address the parking issues for recreational users**
  - » **Enhance the existing crosswalk**
  - » **Slow down traffic**

### Hungry Jacks Business Owner- Jana Stearns

- Intersection of Highway 22 and HHR Ranch is very dangerous due to speeding traffic and the high volume of cars trying to enter Highway 22 from this side street. The 25 mph speed limit should be moved to the east of the Wilson Elementary School to slow down traffic.
- Traffic calming measures, such as curb extensions or gateways, should be added to the highway to further encourage cars to slow down.
- An enhanced crosswalk is absolutely necessary for improving pedestrian safety along the corridor. Increased signage, pavement paintings, and flashing lights should be added.
- The existing START bus stops are not ideal - they have no lighting or places for people to sit. A lot of school children use these bus stops, so it is especially dangerous.
- On-street parking is definitely an issue, however, it does help to calm traffic. As long as the on-street parking doesn’t inhibit the view of oncoming cars, it should still be allowed.
- Priorities for this project:
  - » **Enhance the existing crosswalk**
  - » **Enhance the existing START bus stops**
  - » **Slow down traffic**

**Teton County School District Administrator- Jeff Daugherty**

- Create safe bus movements onto Highway 22, especially from the Wilson Elementary School.
- Currently, the school district requires all students who live within a 1-mile radius of the school to walk to school. Need to make the 1-mile radius around the Wilson Elementary School safe for walking. This means increasing the walkable assets near and in the Highway 22 right-of-way.
- A roundabout at the HHR Ranch Road intersection would be beneficial.
- Priorities for this project:

**Community Resident-Jared Smith**

- There is currently a lot of on-street parking - there needs to be a better way to manage or eliminate on-street parking in order to ensure safety along the corridor.
- Big concerns about the proposed vehicle arrestor and its potential placement. During peak hours and seasons, traffic often backs up beyond the proposed arrestor’s location. Instead of building a new vehicle arrestor, truck traffic should be prohibited during all seasons, always.
- Traffic flies through the Wilson commercial core area. It would be beneficial for all users if this section of the corridor was redesigned to calm traffic. This could be achieved by adding a curb, gutter, sidewalk, and other streetscape amenities that both accommodate pedestrian and bicycle traffic as well as calm traffic.
- Priorities for this project:
  - » **Rebuild Fish Creek Bridge to make it safer for pedestrians and bicyclists**
  - » **Develop safe pedestrian crossings at Fall Creek Road and at the existing location. This includes adding better signage, pavement markings, and flashing lights.**
  - » **Develop better transit stops on both the east and west sides of the road. Look into possibility of developing these stops into park n ride areas, complete with warm waiting areas, bathrooms, etc.**

**Adjacent property owner- Kelly Kayem**

- The speed of traffic is too fast through the Wilson area. The 25 mph zone needs to be extended to the Wilson Elementary School and enforced.
- Extending the Highway 22 pathway across the Fish Creek Bridge and through the Wilson commercial core will only add to the already dangerous existing for walking and biking. It would be best to keep the path on the north side of the road so that school children aren’t crossing the highway.
- Develop wider shoulders and sidewalks along the corridor, especially in the commercial area.
- Add a traffic signal to the Ida Lane and Highway 22 intersection to create a break in the flow of traffic and create a safe crossing opportunity for pedestrians.
- Traffic often backs up on Highway 22 at HHR Ranch Road. It would be beneficial to add a right hand turn lane here to allow traffic to keep flowing on the highway.
- Priorities for this project:
  - » **Don’t develop the Highway 22 Pathway along the**
  - » **Slow down traffic**
  - » **Create a safer walking environment within the commercial area**

**WYDOT Maintenance Employee- Bruce Daigle**

- Creating a bike path directly adjacent to a highway is difficult from a maintenance perspective. Would prefer if the bike path were offset from the highway.
- Curb and gutter would provide for simpler maintenance and reduce the need for roadway repairs. Plus, these features improve both pedestrian and vehicular safety, and delineates proper parking areas.
- On-street parking presents a challenge for roadway maintenance, especially snowplowing. Eliminating the existing on-street parking would both improve safety for maintenance workers and cars driving on Highway 22, as well as the conditions for walking and biking.
- Priorities for this project:
  - » **Develop a bike path that is not directly adjacent to the highway**
  - » **Construct a curb, gutter, and sidewalk along the Highway 22 corridor**
  - » **Remove on-street parking**

**Wilson Resident- Tim Young**

- Pathway connectivity along both sides of Highway 22 should be prioritized.
- Pedestrian crossings are needed at HHR Ranch Road, Ida Road/Post Office, 2nd Street, and Fall Creek Road.
- Shoulders need better maintenance to accommodate bicycle traffic- lots of loose gravel.
- Traffic does not often yield to pedestrians in the crosswalk near Nora’s.
- Priorities for this project:
  - » **Extend pathway through Wilson on both sides of the road**
  - » **Slow and calm traffic from Wilson Elementary to Fall Creek Road**

# PUBLIC OPEN HOUSE #1

## EXISTING CONDITIONS OPEN HOUSE

 53 community members signed in

**130+** votes to prioritize project goals

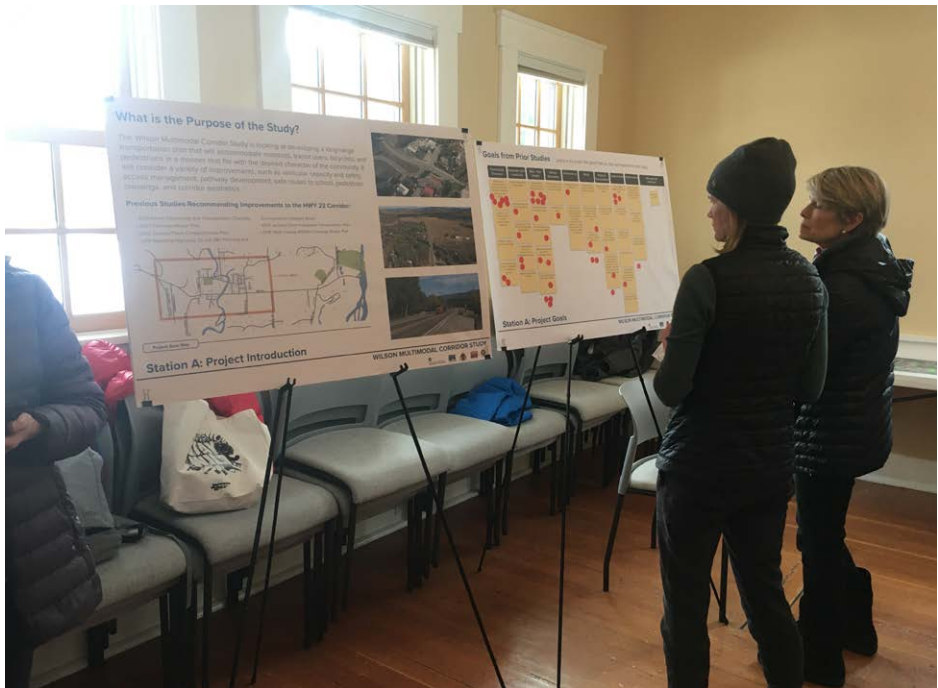
**70+** votes to identify barriers

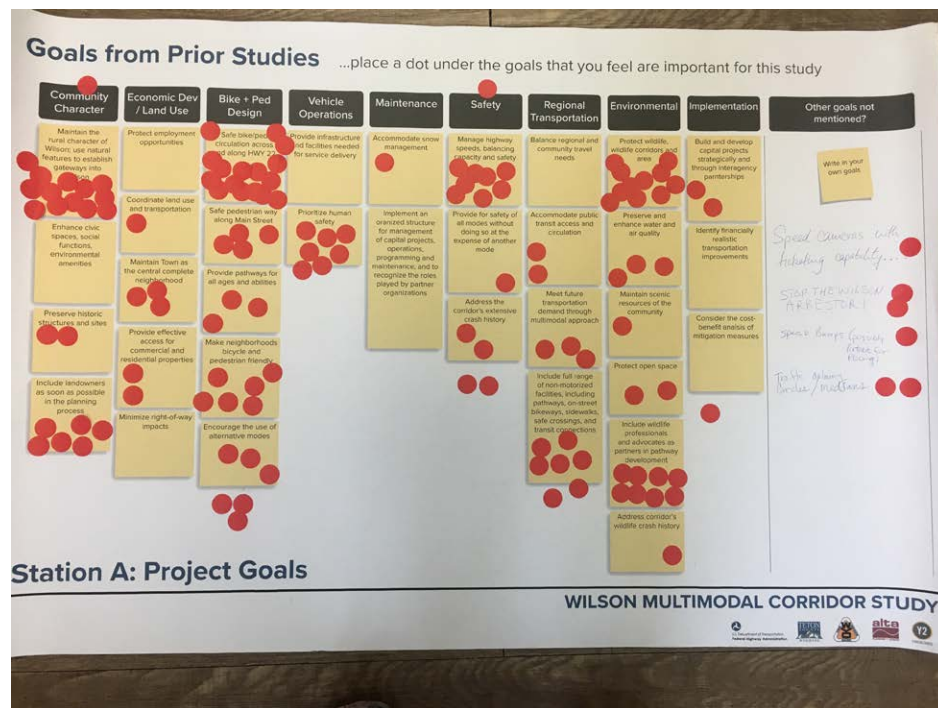
**85+** votes to identify destinations

**14** detailed comment cards submitted

The Existing Conditions Open House was held on Tuesday, March 10th from 5:30-7:30pm at the Old Wilson School House. The purpose of this workshop was primarily to listen to the community, but also to present the project’s goals and scope, and introduce the project team to residents. The Open House incorporated several activities, including:

- A large roll plot of the study area on which community members could place sticky notes and pins on the map to identify circulation needs and desires
- A “design your own cross-section” exercise was facilitated that allowed community members to design their own Highway 22 cross-section while expressing priorities and learning trade-offs between different configurations
- Poster boards containing project goals and objectives on which community members could reiterate the importance of certain goals and provide comments on other desired goals for the project.





Goals from previous relevant plans were compiled to account for all possible project goals. Community members were asked to place a sticker under the goals they felt were important and to identify any other goals not mentioned. Over 130 votes were cast, with community members placing the highest priority on the following eight goals:

- Maintaining the rural character of Wilson
- Using natural features to establish a gateway into the community
- Developing safe bike and pedestrian circulation across and along Highway 22
- Protecting wildlife, wildlife corridors, and wildlife areas by involving wildlife professionals in the project
- Managing highway speeds, balancing capacity and safety
- Prioritizing human safety
- Including landowners as soon as possible in the planning process
- Encouraging the use of alternative transportation modes

**Figure 3.1** Community members’ ranking of the importance of previous plan goals, shown in a word cloud format.



PUBLIC OPEN HOUSE #1

### Are there any other challenges or opportunities along the corridor?

...if so, write it down on a sticky note and place here:

Roundabout @ Fall Creek Rd + West St

Change to drop off or pick up students at WES or, if he buses are empty, see the sign stop the bus along

Midlife + my up by Elliott Cemetery

Change the little center median - like the post-20 years

Roadway geometry does not encourage drivers to adhere to the posted speed limit. Making new people get tickets and dangerous to cars, bikes, and pedestrians.

Road width and layout. Vehicle speed more crossing the highway VERY difficult for bikes + kids. Roadway turned to the far end to the highway from view to either the effective use for people who are downtown.

Speed cameras!

Need bus stop in Wilson

Include Green Lane

Agreed

Add center turn lanes on Hwy 22 at all intersections between Wilson and 390.

Use concrete splitter lanes to allow service to bus lane for Wilson residents + workers

In Wilson, shift the green zone to be adjacent to the 6' asphalt shoulder rather than the gravel 'shoulder' is to be. ~~use~~ and restrict access from the parking areas to 22 to more limited spots. Eliminating the free-son all on front of Norris, enhances scenic element of Wilson, safer pedestrian beside and crossing 22.

### Station D: Open-ended Comments

"We need a pedestrian activated traffic light on Highway 22 in the center of Wilson.

"The roadway geometry does not encourage drivers to drive the speed limit, making more people get speeding tickets and more dangerous to cars, bikes, and pedestrians.

The Stagecoach pathway tunnel is too far and too hidden from view to allow for effective use for people who are downtown.

There needs to be a sidewalk on Main Street from the old school to the new school.

Top themes identified by community members:



EXTEND PATHWAY OPTIONS TO AND THROUGH WILSON

Stakeholders expressed a desire to extend the Highway 22 pathway across the Fish Creek Bridge and through Wilson. Many stakeholders commented that nearly all businesses and destinations in Wilson are within walking and biking distance; however, due to the high speed and volume of traffic and lack of existing bike and pedestrian routes, many people drive instead of walking or biking. Extending pathway options through Wilson would promote safe access for walking and biking.

MITIGATE CONFLICTS ON MAIN STREET



Main Street is a popular local alternative to traveling along WY-22. As such, it often sees high volumes of pedestrians, bicyclists, equestrians, and motorists competing for the same constrained space. The corridor is particularly congested during pick-up and drop-off time for Wilson Elementary. Many parents and school-aged children walk along the corridor and reinforce the need for a safe, dedicated facility for pedestrians.

SAFE AND FREQUENT PEDESTRIAN CROSSING OPPORTUNITIES



Numerous stakeholders expressed the desire for safer and more frequent highway crossing opportunities for pedestrians. Desired crossing locations included Wilson Elementary, 2nd Street, and Fall Creek Road / West Street. In addition, many felt that the existing pedestrian crossing in the commercial core was not sufficient and suffers from poor yielding compliance by motorists.

ENHANCE START BUS STOPS



Many stakeholders expressed the desire to improve the existing START bus stops. Currently, the two bus stops in Wilson simply consist of gravel shoulders and lack basic amenities such as shelters, benches, and signage.



CALM TRAFFIC SPEEDS

Stakeholders commented on the high speeds of traffic through Wilson and the danger it poses to all users of the corridor, including pedestrians, bicyclists, and those entering and exiting businesses. While speeding concerns exist throughout the study area, the area between Fish Creek and Wilson Elementary School was noted as a specific concern.



PRESERVE AND ENHANCE WILSON'S UNIQUE CHARACTER

Preservation and enhancement of Wilson's unique character was noted as a consideration for both urban design and to support safe driving speeds through Wilson. Many participants felt that speeding issues stem from visitors who don't realize they're entering a community when coming off of Teton Pass. The use of community gateways or streetscape enhancements such as landscaping, medians, or street lighting could reinforce Wilson's unique character while also calming traffic speeds on WY-22.

FORMALIZE ACCESS, CIRCULATION, AND PARKING

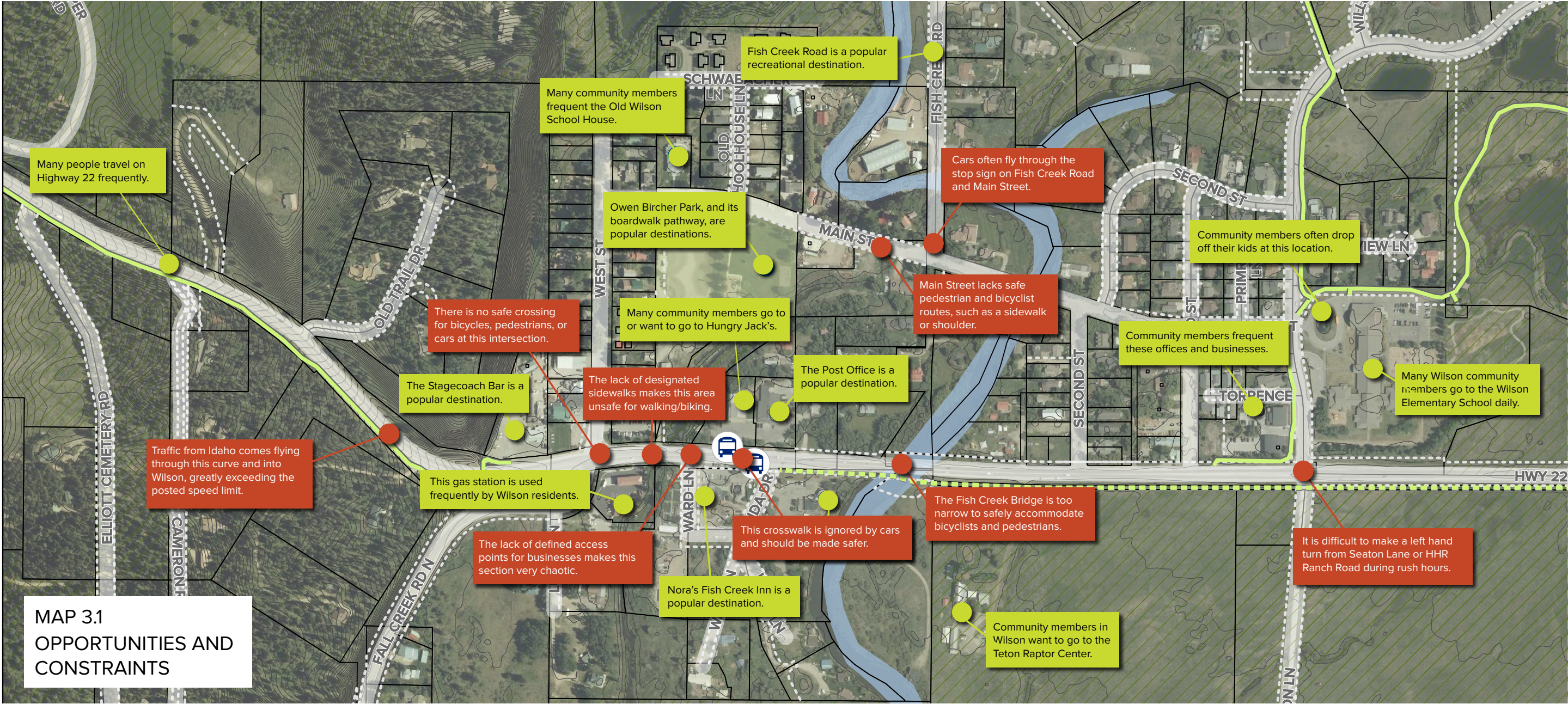


Parking and business access throughout the corridor are erratically located. In many locations, shoulders along WY-22 have evolved into parking areas. In other cases, access drives to local businesses have expanded so that vehicles can enter and exit the highway at nearly any location. This configuration creates conflicts between motorists, occupies valuable ROW space that could be utilized for other purposes, and results in inefficient parking and circulation patterns.

# OPPORTUNITIES AND CONSTRAINTS INPUT

## IDENTIFICATION OF OPPORTUNITIES + CONSTRAINTS

Community members were asked to mark the places they visit or would like to visit with green stickers, and to add general comments about destinations and opportunities along the corridor. They were also asked to indicate the barriers or obstacles to navigating the corridor by bike, foot, car, or transit with a red sticker, and to add any general comments about the challenges or constraints within the corridor. Over 85 votes identified common destinations and over 70 votes identified barriers, as shown in Map 3.1, below.





# CONCEPT DEVELOPMENT

## PUBLIC INPUT | VIRTUAL OPEN HOUSE #2

Multiple concepts were developed for different areas in Wilson as shown in the map to the right. Details on these concepts can be found in Appendix A. The goals driving concept development included making the corridor safe and convenient for pedestrians and bicyclists, organizing commercial accesses and parking, and managing motor vehicle speed to create a more pedestrian-friendly environment for Wilson’s downtown area.

### SEGMENT 1: WY-22 CEMETERY ROAD TO FALL CREEK ROAD

**West end.** Concepts for this segment aim to slow traffic speeds entering Wilson to comply with posted speed limits and create a more distinct sense of arrival coming into Wilson. The west end connects Wilson with National Forest public land access via the pathway and trail.

### SEGMENT 2: WY-22 FALL CREEK ROAD TO FISH CREEK

**Downtown area from Stagecoach to Fish Creek.** For this segment, three concepts are presented with the primary goal of formalizing commercial access and parking while safely accommodating pedestrians and bicyclists, including transit users.

### SEGMENT 3: WY-22 FISH CREEK TO WENZEL LANE

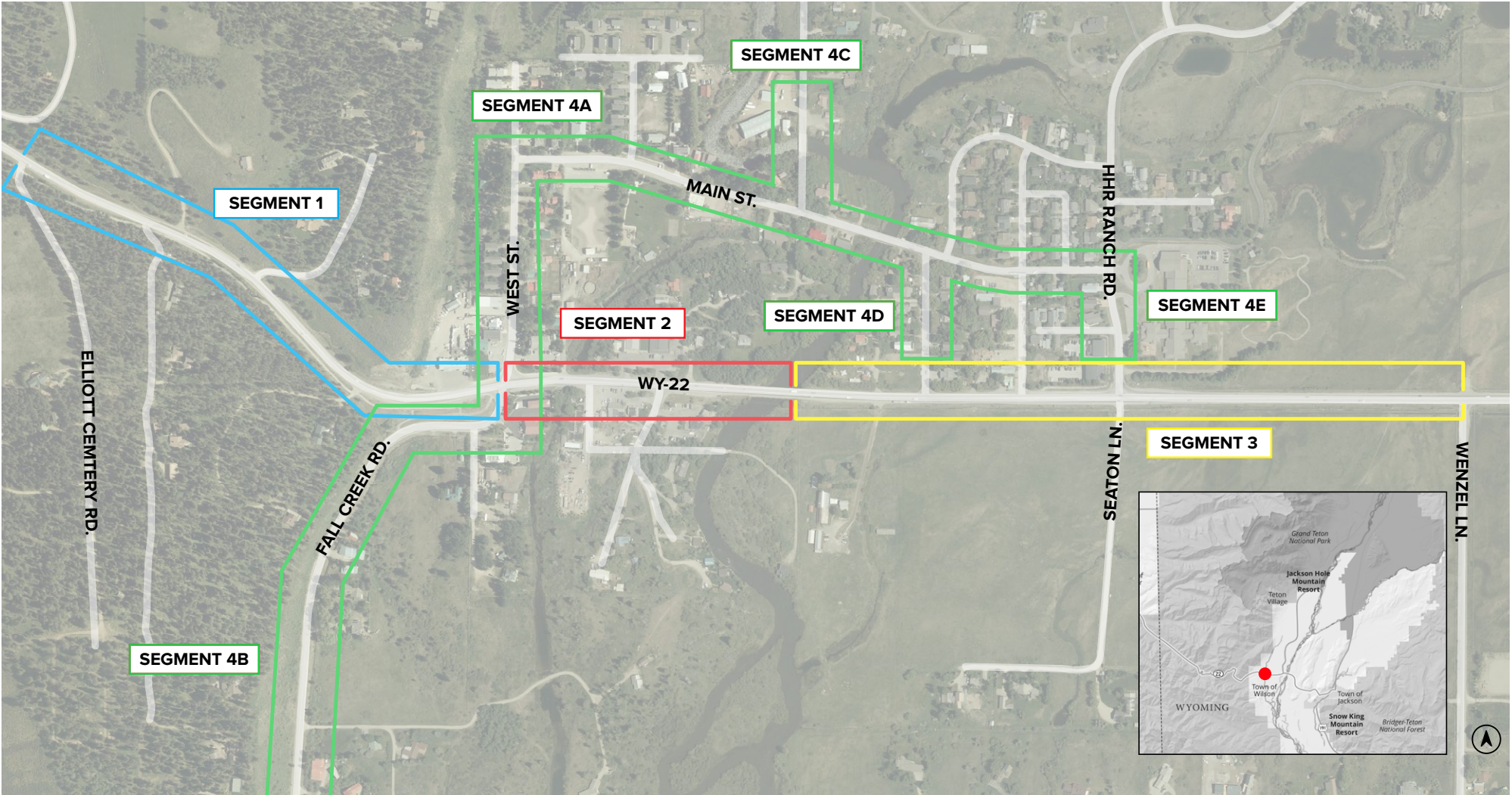
**East end.** Concepts for this segment, similar to Segment 1, aim to create a sense of arrival and help motorists safely transition from a high-speed highway environment to a downtown, pedestrian-oriented commercial district. Additional considerations include tying into existing and planned pathways and creating a safe crossing environment for those accessing Willson Elementary School on foot or by bike.

### SEGMENT 4: WILSON LOCAL STREET NETWORK

Concepts for these Teton County streets aim to create a network of multimodal complete streets throughout Wilson. These corridors have been grouped and classified as follows:

- Segment 4A: Main Street / West Street
- Segment 4B: Fall Creek Road
- Segment 4C: Fish Creek Road
- Segment 4D: 2nd Street
- Segment 4E: HHR Ranch Road

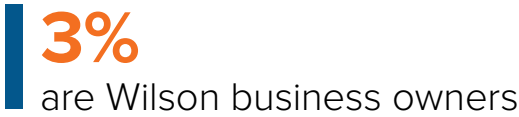
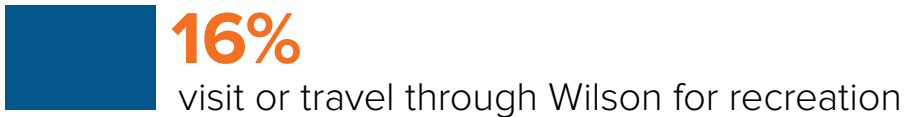
Map 4.1 - Concept segments



# Online Public Input on Proposed Alternatives



409 total survey respondents



At initiation of this study, public feedback on proposed alternatives was intended to be conducted in-person. However, due to the COVID-19 pandemic, public engagement was forced to be facilitated exclusively through online methods. The majority of responses were from the zip code 83014, which includes Wilson and areas to the north, west, and south of Wilson. The second most common zip code was 83001, which is the area of Jackson and areas to the east, south, and north of Jackson. Other common zip codes included 83455, 83110, and 83422.

Of the 409 survey respondents...



44% drive daily



34% walk for fun or walk to work daily



21% bike for fun or bike to work daily



1% take transit daily

The most commonly used forms of transportation reported by survey respondents included driving (44% drive daily), and walking (34% either walk for fun or walk to commute daily), biking (21% either bike for fun or bike to commute daily). Only 1% of survey respondents take transit daily.

## IDENTIFICATION OF OPPORTUNITIES + CONSTRAINTS

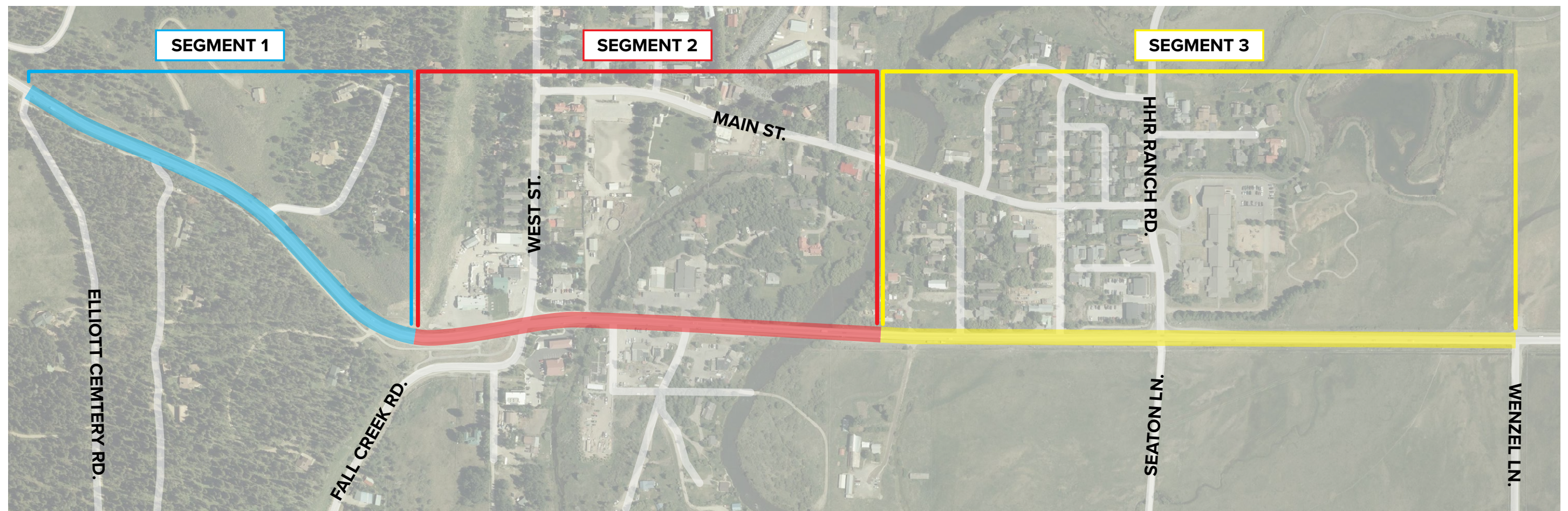
The online public input map was open from August to September of 2020 and allowed community members to provide feedback on the proposed corridor recommendations. Recommendations were divided into three segments: Segment 1 included sections of the WY-22 to the west of Fall Creek Road; Segment 2 included sections of WY-22 between Fall Creek Road and Fish Creek; and Segment 3 included sections of WY-22 between Fish Creek and the Wilson School.

### Survey respondents reported the following common transportation problems:

- Heavy traffic
- High speeds of traffic
- Rush hour traffic (between 8-9am and 4-5pm)
- General congestion
- “Wildlife jams” when people pull over to take photos of wildlife
- Lack of turn lanes
- Lack of safe crossings for pedestrians and bicyclists
- Lack of safe places for pedestrians and bicyclists
- General confusion (cars stuck in traffic, cars turning in/out, pedestrians darting into traffic)
- Difficulty merging back onto WY-22 from businesses and side streets

### Survey respondents have the following priorities for the project (ranked in descending order):

- Preserve or enhance community character
- Preserve parking within the street right-of-way
- Preserve access throughout the corridor
- Promote safe travel speeds through Wilson
- Provide additional safe opportunities for pedestrians and bicyclists to cross WY-22
- Create dedicated infrastructure for pedestrians and bicyclists
- Promote the safety of all roadway users



**Survey respondents have the following priorities for Segment 1 (ranked in descending order):**

- Need more traffic calming strategies - what is proposed is not enough
- Speed feedback signage (Note: since this survey was completed, speed feedback signs have been installed (installed in Fall of 2020))
- The addition of rumble strips\*
- Gateway monument
- Landscaping

**Survey respondents have the following priorities for Segment 2 (ranked in descending order):**

- Pathway on both sides of WY-22
- The addition of a pedestrian refuge / center median / 2-way left turn lane
- The addition of sidewalks / designated walking areas
- The addition of bus-pullouts
- The addition of a safe pedestrian crossing at Fall Creek Road
- No curb and gutter

**Survey respondents have the following priorities for Main Street (ranked in descending order):**

- The addition of a sidepath
- No sidewalks
- No separated bridge for pedestrians

**Survey respondents have the following priorities for Segment 3:**

- Strong preference for an undercrossing at WY-22 and HHR Ranch Road, followed by roundabout

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CHAPTER 5

**PREFERRED CONCEPT**

# PREFERRED CONCEPT INTRODUCTION

Based upon the Fall 2020 public engagement period, the Planning Team refined the concept alternatives (shown in Appendix A) into a single preferred concept. In addition, ongoing coordination with WYDOT and progress related to the implementation of the Teton Mobility Corridor Improvements BUILD Grant served to further influence and refine the preferred alternative. This concept is illustrated on the following pages and is intended to serve as the long-term blueprint for the corridor. In some cases, future study and separate WYDOT permitting is required to assess specific solutions. Ongoing coordination between WYDOT and Teton County will be critical to coordinate efforts and take advantage of opportunities to further the study’s goals. A NEPA process will also need to be conducted at one or more points during the implementation process depending on final phasing.

## WY-22 ENVIRONMENTAL STUDY (TENTATIVELY PLANNED FOR 2023)

WY-22 serves a broad range of users from local Wilson residents to Teton Valley commuters. WYDOT is planning to conduct a corridor study process for broad ranging improvements to WY-22. The study is tentatively scheduled to begin in 2023. The project termini of this study are not yet determined. If areas of Wilson are included, this WYDOT-led study should reference the goals expressed and documented in this plan by Wilson residents and stakeholders.

## GUIDANCE ON LOCAL STREETS

Due to the relatively minor issues and infrastructure changes needed on most local Wilson streets, a full range of alternatives was not developed for Fall Creek Road, Fish Creek Road, Second Street, and HHR Ranch Road. The recommendations for these streets can be found starting on page 57.

## WY-22 FINAL DESIGN CONSIDERATIONS AND FUTURE COORDINATION

The following pages represent a long-term vision for the transportation system in Wilson, however refinements to the proposed design are expected and will be critical as projects move from a planning phase into final design and construction. The following key issues will require ongoing coordination and attention from WYDOT and Teton County in order to implement the vision of the preferred concept and limit impacts within Wilson.

**Access Control and Design Standards:** Ongoing coordination will be required with property owners along the WY-22 corridor, particularly in the commercial core, to ensure that accesses meet WYDOT standards or follow an approved variance process. Access conditions along the corridor vary widely and will need to be designed and evaluated on a case-by-case basis.

**Traffic Control Devices:** Traffic control devices proposed in the preferred concept, such as RRFB’s (Rectangular rapid flashing beacon), will need to be evaluated with respect to warrants.

**Stormwater Design and Treatment:** The inclusion of curb and gutter in the preferred concept provides advantages for defining highway access and parking along WY-22 but will necessitate the design and construction of specific systems to treat stormwater prior to discharging into nearby streams. These will be determined during final design but may include strategies such as detention basins or underground sedimentation devices.

**WYDOT Agreements and Permitting:** Proposed elements of the preferred concept within WY-22, such as curb and gutter, stormwater facilities, pathways, and gateway features will all require permits and/or maintenance agreements with WYDOT prior to implementation.

**Pathway Setback:** Careful attention will need to be given to the pathway setback and buffer area between the roadway and the pathway during final design. This buffer area will facilitate snow storage and be critical to achieving require clearances and setbacks for roadway signs. While the pathway setback may vary throughout the corridor based on site-specific constraints, it is desirable to make this buffer area as large as possible while balancing impacts to adjacent properties and pathway width.

**Raised Median:** Teton County and Wilson residents expressed interested in exploring the application of raised medians or pedestrian refuges in downtown Wilson. Due to maintenance and snow removal challenges these strategies have not been shown in the preferred concept. Raised medians are challenging on 2- and 3-lane roadways in cases with curb and gutter that need to accommodate large vehicles and emergency services. Teton County would like to continue a dialogue with WYDOT on this issue and explore future opportunities to mitigate these concerns and determine if there are appropriate locations for raised medians in the future.

# Preferred Design Elements

The preferred concept as described in the following pages consists of several design elements that will transform WY-22 and local Wilson streets into a complete multimodal network serving motorists, transit users, pedestrians, and bicyclists. Some of these design elements can be implemented as stand-alone projects and some are dependent on the implementation of other project components. A brief discussion of each design element has been provided below. In addition, a justification matrix has been supplied on the following pages to illustrate how each design element aligns with the plan goals.

## A GATEWAY MONUMENT AND LANDSCAPING

Encouraging safe speeds for motorists entering Wilson and preserving Wilson’s unique character were two commonly cited requests from Wilson residents. Developing a gateway monument and associated landscaping, especially for motorists entering town from Teton Pass, can help signal to visitors that they are entering a community and slower traffic speeds should be expected. While these benefits were broadly supported, there was concern that gateway treatments would be overshadowed by the planned vehicle arrestor at the base of the pass. Further consideration should be given as to how the two projects interface. In addition, a gateway monument and landscaping on the east end of town could offer similar benefits to a western gateway. The proposed undercrossing at HHR Ranch Road may offer an opportunity to consolidate these design elements.

## B STAGECOACH BAR ACCESS AND PARKING

The existing Stagecoach Bar access features over 120’ of uninterrupted asphalt. Teton Pass Millennium Trail crosses this access/parking area with little protection or definition for trail users. The proposed configuration would focus the access to a smaller 24’ zone and extend the trail through the WYDOT ROW. Coordination with the Stagecoach Bar and WYDOT should continue through final design to meet WYDOT access standards and support the Stagecoach’s circulation needs.

## C WEST STREET BIKEWAY AND WAYFINDING IMPROVEMENTS

West/Main Street serves as a critical connection from the Teton Pass Trail to the Jackson Hole Pathway system. Adding sharrows to the roadway could help reinforce to motorists that the roadway should be shared with trail users. In addition, more obvious signage indicating the route to the pathway undercrossing could help promote its use rather than trail users crossing the highway.

## D FALL CREEK ROAD / WY-22 CROSSWALK

The addition of a crosswalk on the east leg of the Fall Creek Road / Wy-22 intersection will connect important local destinations and businesses on the western end of Wilson. Locating the crosswalk on the eastern leg of the intersection provides additional sight distance and stopping distance from Teton Pass traffic. An RRFB may also be considered at this location.

## E TWO-WAY LEFT TURN LANE EXTENDED THROUGH COMMERCIAL CORE

Inclusion of a two-way left turn lane through the commercial core will help improve access to local businesses, particularly during the peak hour when gaps in traffic are infrequent.

## F PATHWAYS ON BOTH SIDES OF WY-22

Pathways on both sides of WY-22 will provide ideal connectivity for pedestrians and bicyclists through Wilson. Given the limited crossing opportunities for pedestrians and bicyclists, providing pathways on both sides of the street represents the best opportunity to connect local residents to their destination with minimal out of direction travel.

## G START BUS PULL-OUTS

Providing pullouts for the START bus will help formalize stations for the existing START bus route while accommodating ADA access. Due to ROW constraints, easements from local property owners may be needed in order to construct bus shelters.

## H IDA LANE / WY-22 CROSSWALK & RRFB

Construction of a pedestrian crossing and RRFB (Rectangular rapid flashing beacon) will help connect important pedestrian trip generators such as grocery stores, the post office, and restaurants across WY-22. Teton County may be required to bear the cost for the crossing, RRFB, and maintenance unless WYDOT’s pedestrian warrants can be met.

## i CURB AND GUTTER

Constructing curb and gutter through downtown Willson offers numerous benefits to the corridor. First, it allows more efficient use of the ROW space than using traditional shoulders making spaces for landscaping and pathway improvements. Second, curb and gutter allows for more formalized access management of the corridor. With the existing condition, cars frequently park on shoulders and access local businesses where it is feasible. Curb and gutter will confine access points to more specific locations and prevent on-street

parking along the highway. Despite these benefits, curb and gutter does somewhat detract from the rural character of Wilson, however this tradeoff seems necessary as traffic and parking problems within Wilson have grown over time. In addition, curb and gutter requires the treatment of stormwater before discharging it into local waterways. Stormwater basins and other strategies such as sand/oil separators will likely be needed and will be determined during final design.

## J FISH CREEK PATHWAY BRIDGES

With pathways planned for both sides of WY-22 and little space available on the existing Fish Creek roadway bridge, it is necessary to develop independent pathway bridges on both sides of the highway to facilitate connectivity between the commercial core, the east end of Wilson, and beyond. While there is adequate space on both sides of the existing bridge within the ROW, future reconstruction or widening of the roadway bridge will likely impact the southern pathway bridge. Teton County should continue to collaborate with WYDOT regarding the WY-22 corridor and if, or when, reconstruction of the Fish Creek bridge is contemplated, it should include pathway accommodations on both sides of the highway. This may be facilitated with independent pathway bridges, or an integrated roadway and pathway bridge.

## K HHR RANCH ROAD PATHWAY UNDERCROSSING

Pages A-18 through A-26 in Appendix A address the various options considered for the WY-22 / HRR Ranch Road intersection. Ultimately, a pathway undercrossing was determined to be the preferred solution due to safety, operational performance, public support, and community character concerns. While the undercrossing emerged as the preferred solution, additional engineering feasibility is needed to asses specific constraints including groundwater, ROW acquisition, grading, and maintenance.

## L MAIN STREET ADVISORY SHOULDERS

While a sidepath received from the most support among alternatives for Main Street and West street, the planning team recommends implementing “advisory shoulders” as a pilot to test whether this lower-cost strategy will provide adequate support for bicyclists and pedestrians before considering a more expensive and impactful pathway project. Additional study and coordination with neighbors, including Wilson Elementary, should be conducted by Teton County to determine if a dedicated facility (sidewalk or sidepath) is viable and what impacts may be expected.

# PREFERRED CONCEPT

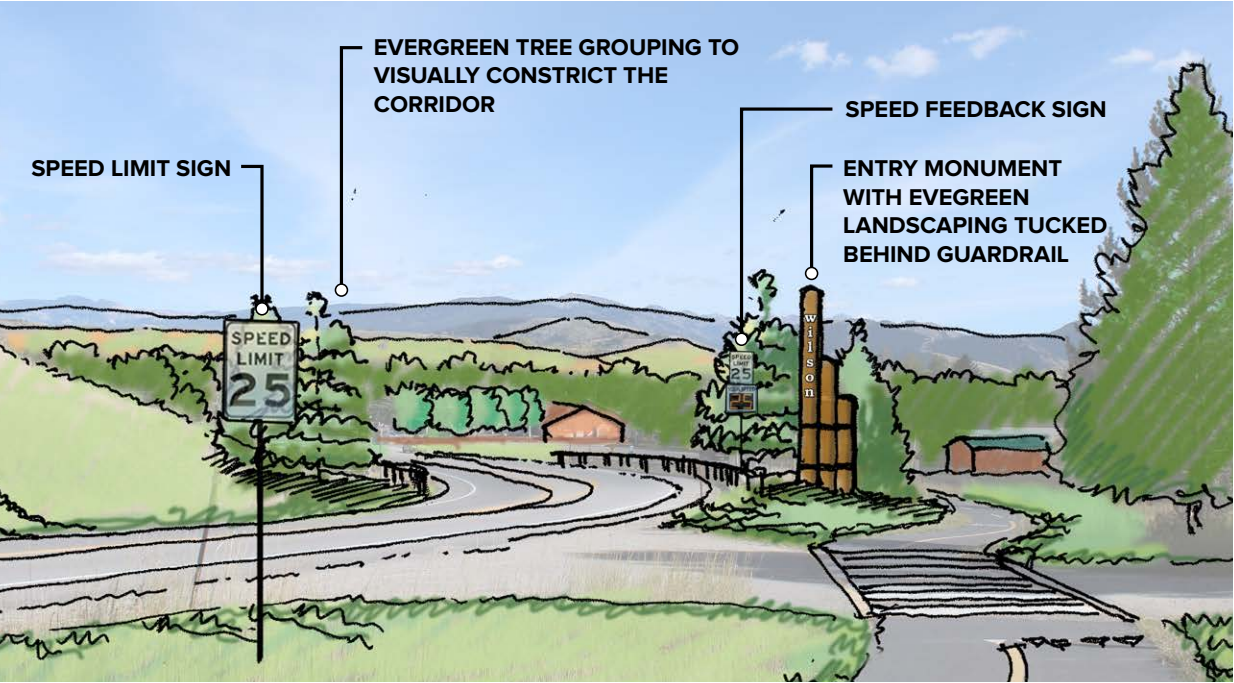
Table 5.1c Design Element Justification

Map Key	Proposed Design Element	Maintains rural character of Wilson	Uses natural features to establish community gateway	Encourages biking and walking	Formalizes business access, circulation, and parking	Prioritizes safety for all modes	Received strong public support	Other considerations
A	Gateway monument and landscaping	●	●	●	N/A	●	●	Limit infringements on sight distance around the curve

## PARKING CONSIDERATIONS IN WILSON

Wilson’s proximity to the many recreational offerings on Teton Pass means that Wilson operates as a de facto trailhead for a wide variety of activities such as road biking, mountain biking, hiking, and backcountry skiing. This results in unauthorized parking at many businesses and surface parking lots in Wilson.

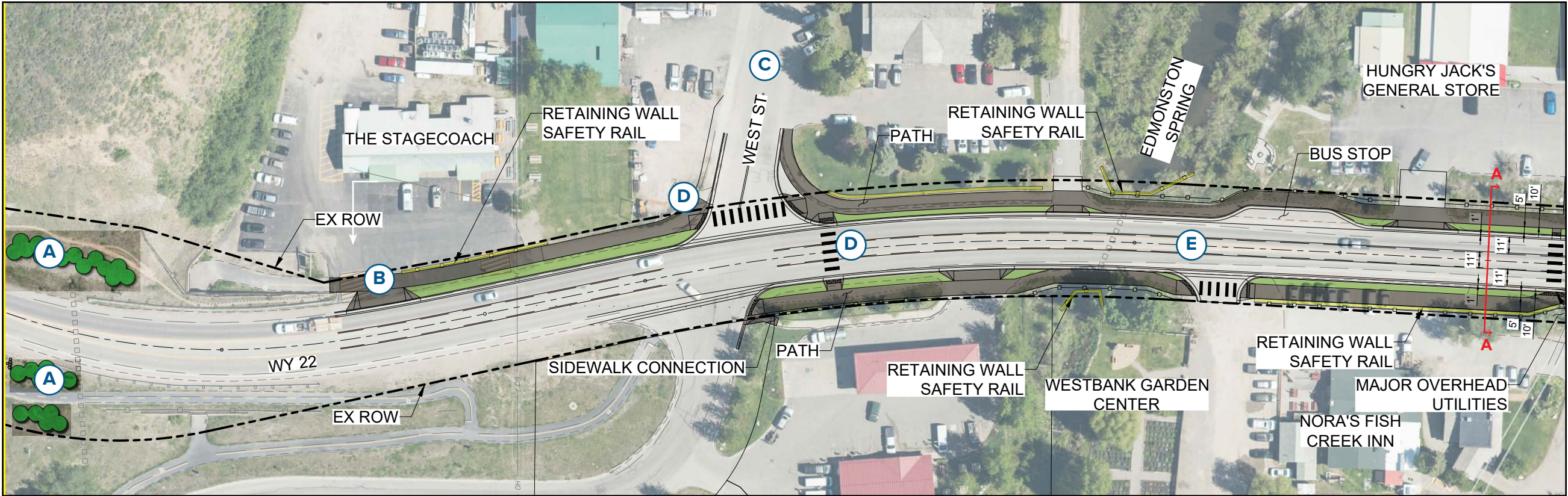
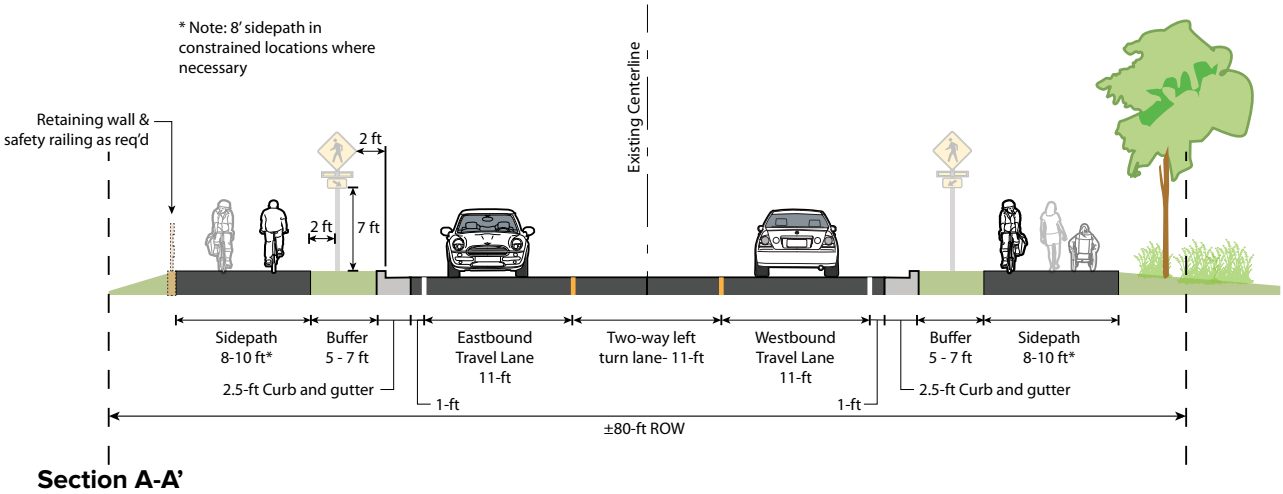
Separate from this planning effort, a comprehensive corridor study for the Greater Teton Pass area on Hwy 22 is being performed by Federal Highway Administration (FHWA) as part of a Federal Lands Access Program (FLAP) grant in cooperation with Teton County, WYDOT and Bridger-Teton & Caribou-Targhee National Forests. This study’s scope of work includes development of a corridor management strategy to address many transportation safety concerns related to pedestrian crossings, recreational trailhead parking issues, wildlife vehicle collisions and avalanche mitigation. Recreational based transit shuttle service and associated turnouts and park and ride is also being considered within this study. This could provide an opportunity to plan for more organized public lands access and mitigate parking issues that currently affect Wilson businesses.



PREFERRED CONCEPT

Table 5.1a Design Element Justification

Map Key	Proposed Design Element	Maintains rural character of Wilson	Uses natural features to establish community gateway	Encourages biking and walking	Formalizes business access, circulation, and parking	Prioritizes safety for all modes	Received strong public support	Other considerations
A	Gateway monument and landscaping	<div><div></div></div>	<div><div></div></div>	<div><div></div></div>	N/A	<div><div></div></div>	<div><div></div></div>	Limit infringements on sight distance around the curve
B	Stagecoach Bar access and parking	<div><div></div></div>	N/A	<div><div></div></div>	<div><div></div></div>	<div><div></div></div>	<div><div></div></div>	Consider large vehicle movements
C	West St bikeway and wayfinding improvements	<div><div></div></div>	N/A	<div><div></div></div>	N/A	<div><div></div></div>	<div><div></div></div>	Sharrows, signage, centerline striping near WY-22 intersection
D	Fall Creek Rd / WY-22 Crosswalk and potential RRFB	<div><div></div></div>	N/A	<div><div></div></div>	N/A	<div><div></div></div>	<div><div></div></div>	Proposed on east leg to allow greater sight/stopping distance for eastbound traffic
E	Two-way left turn lane extended through commercial core	<div><div></div></div>	N/A	<div><div></div></div>	<div><div></div></div>	<div><div></div></div>	<div><div></div></div>	

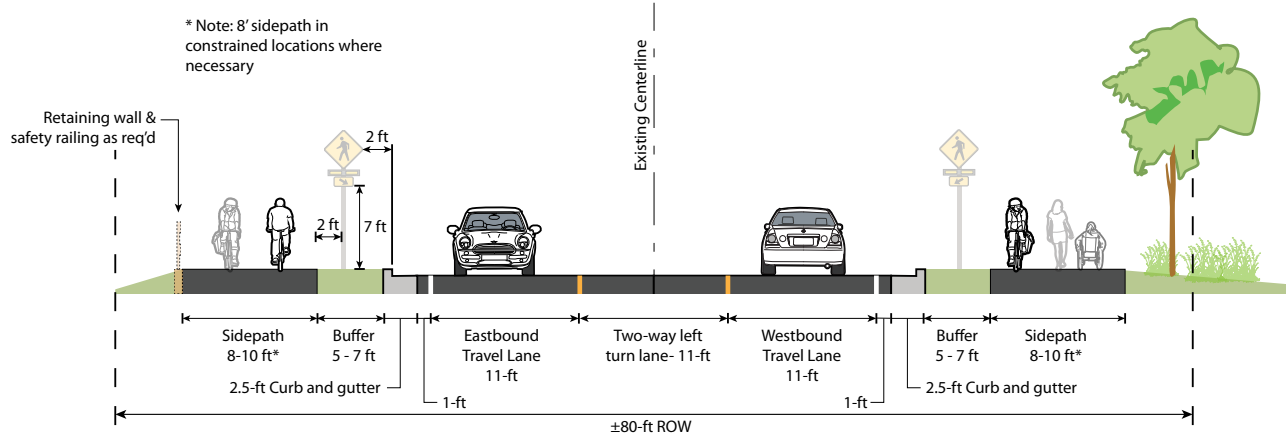


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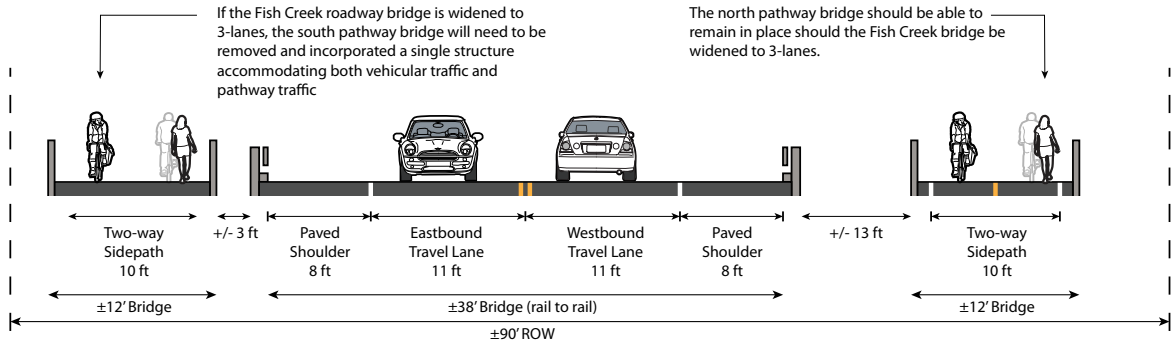
PREFERRED CONCEPT continued

Table 5.1b Design Element Justification, cont.

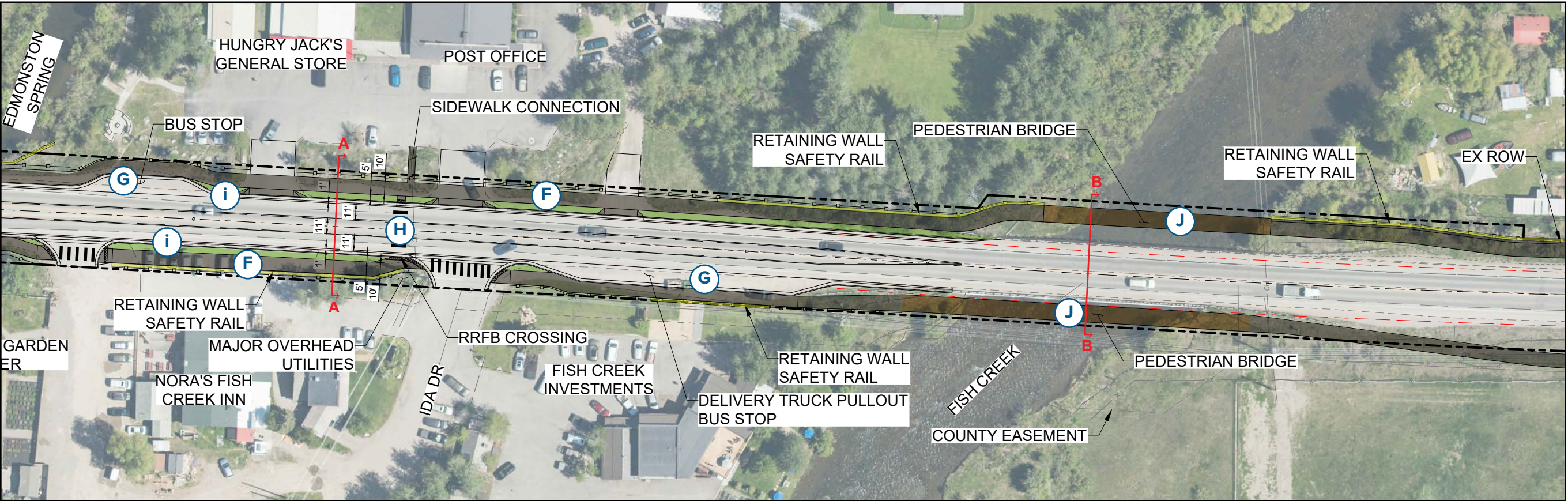
Map Key	Proposed Design Element	Maintains rural character of Wilson	Uses natural features to establish community gateway	Encourages biking and walking	Formalizes business access, circulation, and parking	Prioritizes safety for all modes	Received strong public support	Other considerations
E	Two-way left turn lane extended through commercial core	<div><div></div></div>	N/A	<div><div></div></div>	<div><div></div></div>	<div><div></div></div>	<div><div></div></div>	
F	Pathways on both sides of WY-22	<div><div></div></div>	N/A	<div><div></div></div>	N/A	<div><div></div></div>	<div><div></div></div>	
G	START Bus pull outs	<div><div></div></div>	N/A	<div><div></div></div>	<div><div></div></div>	<div><div></div></div>	<div><div></div></div>	Limited space for shelters within ROW
H	Ida Lane / WY-22 Crosswalk & RRFB	<div><div></div></div>	N/A	<div><div></div></div>	N/A	<div><div></div></div>	<div><div></div></div>	
i	Curb and gutter	<div><div></div></div>	N/A	<div><div></div></div>	<div><div></div></div>	<div><div></div></div>	<div><div></div></div>	
J	Fish Creek pathway bridges	<div><div></div></div>	N/A	<div><div></div></div>	N/A	<div><div></div></div>	<div><div></div></div>	



Section A-A'











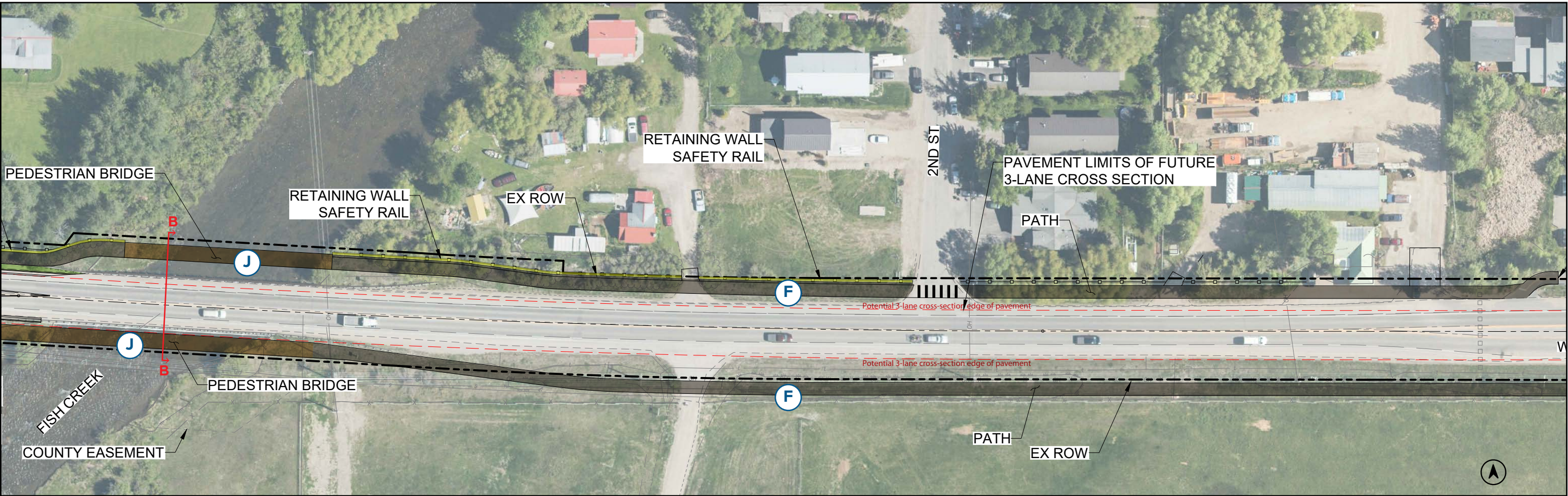
Section B-B'



PREFERRED CONCEPT continued

Table 5.1b Design Element Justification, cont.

Map Key	Proposed Design Element	Maintains rural character of Wilson	Uses natural features to establish community gateway	Encourages biking and walking	Formalizes business access, circulation, and parking	Prioritizes safety for all modes	Received strong public support	Other considerations
F	Pathways on both sides of WY-22		N/A		N/A			
J	Fish Creek pathway bridges		N/A		N/A			

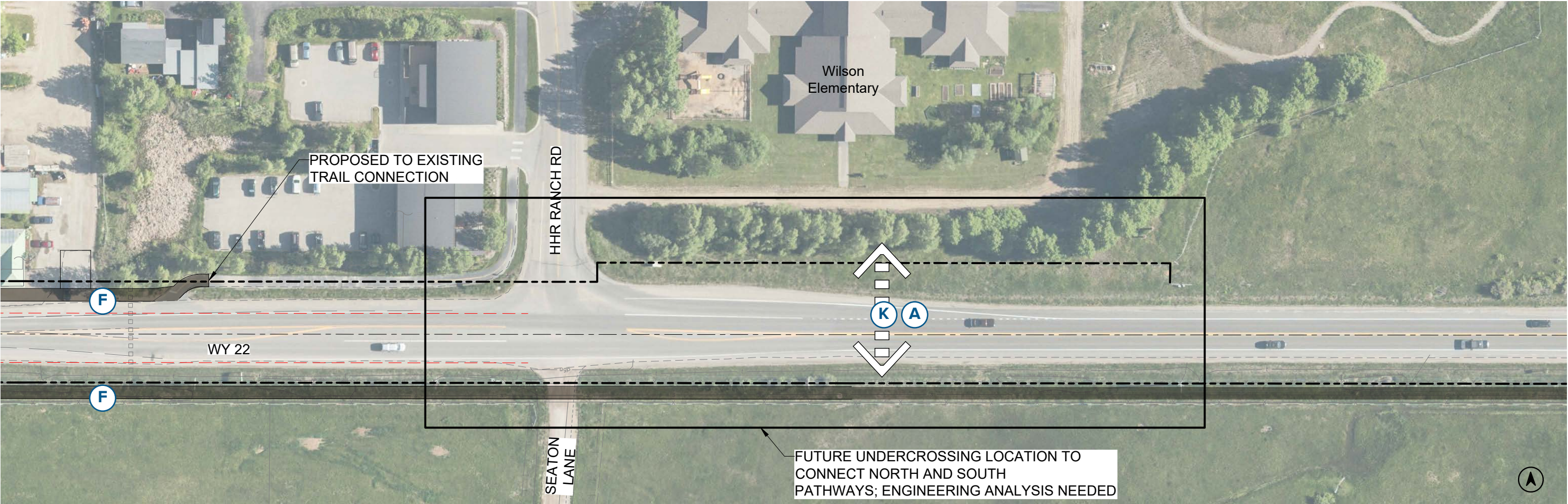


SCALE: 1" = 80'

PREFERRED CONCEPT continued

Table 5.1b Design Element Justification, cont.





Map Key	Proposed Design Element	Maintains rural character of Wilson	Uses natural features to establish community gateway	Encourages biking and walking	Formalizes business access, circulation, and parking	Prioritizes safety for all modes	Received strong public support	Other considerations
A	Gateway monument and landscaping	<div></div>	<div></div>	<div></div>	N/A	<div></div>	<div></div>	Coordinate with pathway undercrossing
F	Pathways on both sides of WY-22	<div></div>	N/A	<div></div>	N/A	<div></div>	<div></div>	
K	HHR Ranch Road Pathway Undercrossing	<div></div>	<div></div>	<div></div>	N/A	<div></div>	<div></div>	



SCALE: 1" = 160'

PREFERRED CONCEPT continued

Table 5.1c Design Element Evaluation, cont.

Map Key	Proposed Design Element	Maintains rural character of Wilson	Uses natural features to establish community gateway	Encourages biking and walking	Formalizes business access, circulation, and parking	Prioritizes safety for all modes	Received strong public support	Other considerations
L	Main Street advisory shoulders (interim solution)		N/A		N/A			Additional study needed



SCALE: 1" = 80'

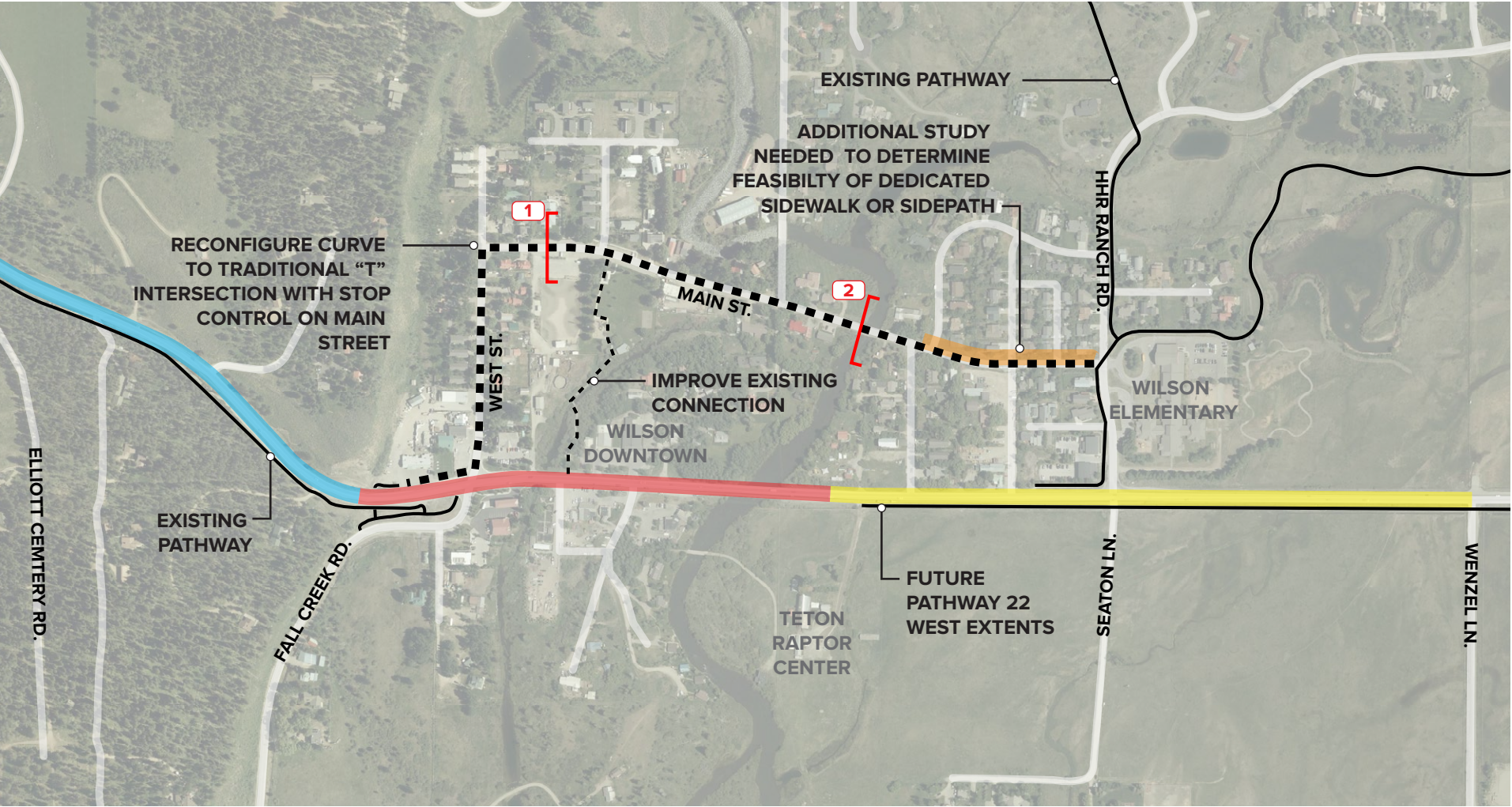
# SEGMENT 4: WILSON LOCAL STREET NETWORK

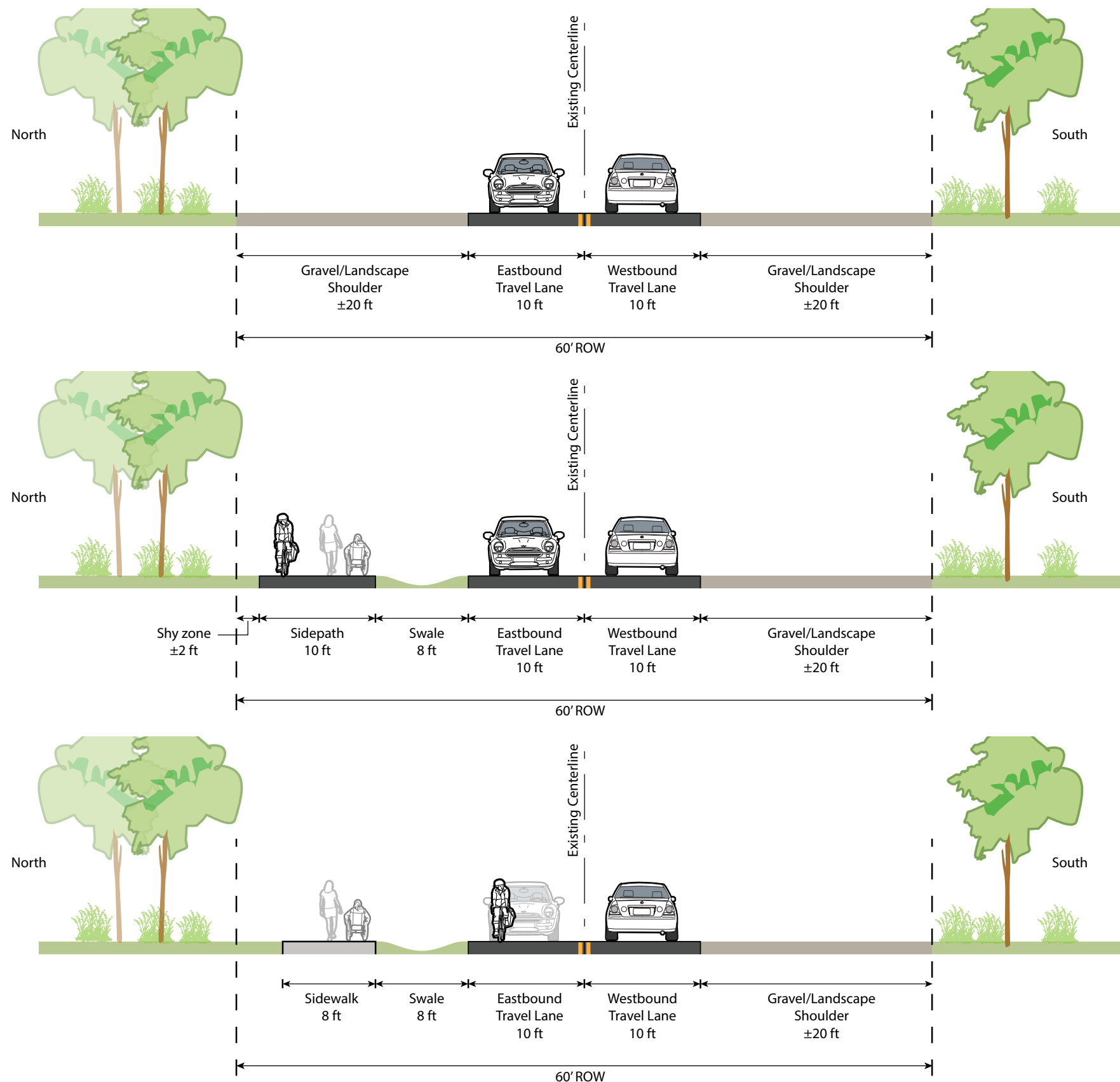
## SEGMENT 4A: MAIN STREET AND WEST STREET

Main Street and West Street serve as an important low-volume alternative to WY-22 and connect to many important destinations such as the Old Wilson School House, Owen Bircher Park, and Wilson Elementary. While the existing low-speed shared street configuration performs adequately according to local residents, there was a common desire to allocate dedicated space for pedestrians and bicyclists. Concepts were developed to accommodate this need and included 1) a sidepath on one side, 2) a sidewalk on one side, and 3) the implementation of advisory shoulders.

### Main Street / West Street Intersection

In addition to the broader Main Street and West Street corridor, the intersection of Main and West streets also needs improvements. Currently the intersection functions as a single roadway with traffic flowing continuously around the 90-degree corner between the two streets. A wide radius allows traffic to maintain high speeds while turning. The road should be configured to a traditional T-intersection with a stop sign on the Main Street approach.





## CROSS-SECTION 1: MAIN STREET

### EXISTING CONDITIONS, LOOKING WEST

- Main Street currently consists of a narrow roadway and wide shoulders
- Fronting land uses are mostly residential

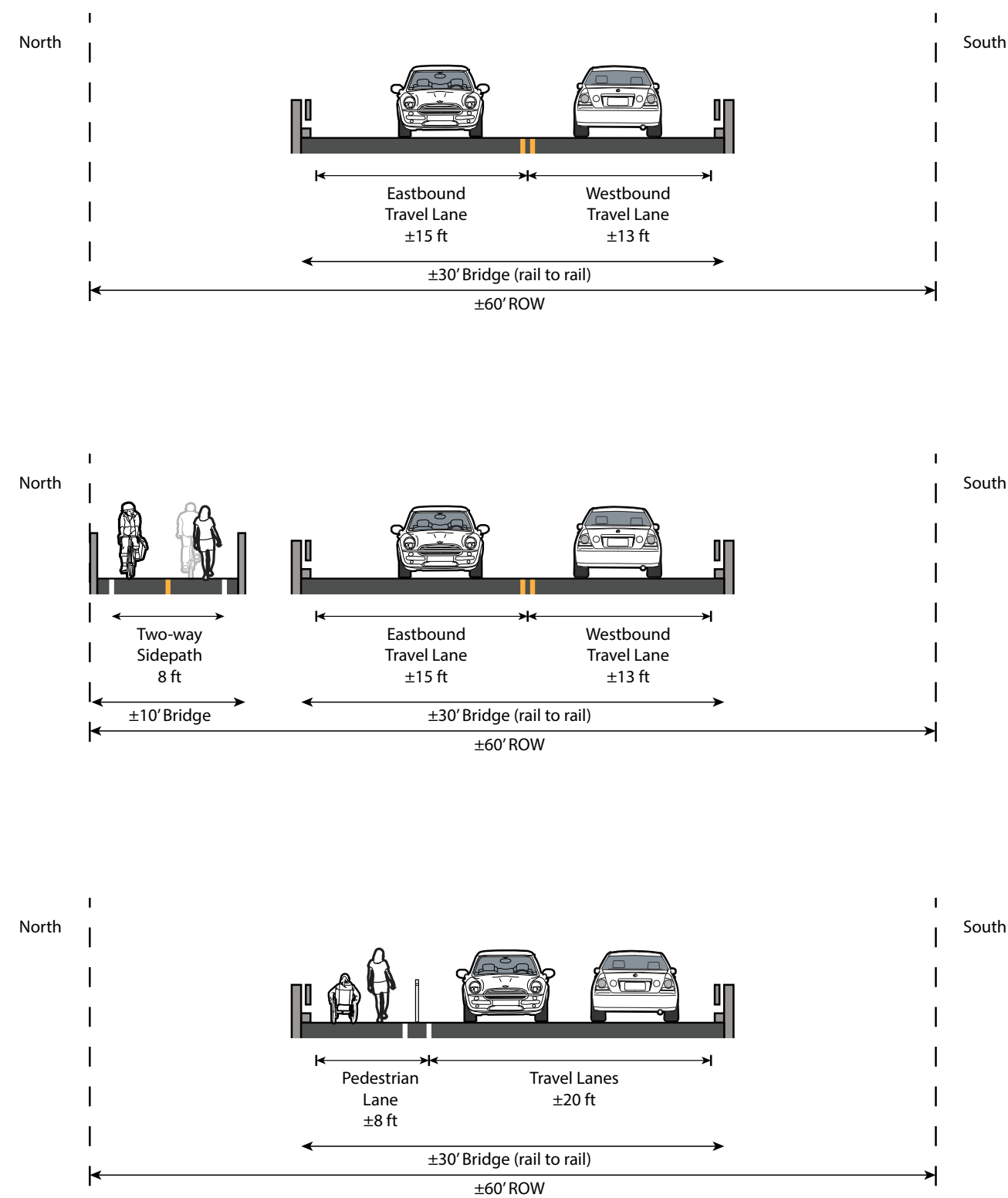
### SIDEPATH

- May be implemented on either side
- Maintain 2' shy zone to provide clearance from fences, landscaping, etc.
- Consider shifting centerline north to avoid conflicts with private driveways and to maintain parallel parking on both sides
- If aligned on south side as shown, cross West Street at bend to tie into pathway at the base of Teton Pass

### SIDEWALK

- May be implemented on either side
- Consider shifting centerline north to avoid conflicts with private driveways and to maintain parallel parking on both sides

# SEGMENT 4: WILSON LOCAL STREET NETWORK *continued*



## CROSS-SECTION 2: MAIN STREET/FISH CREEK BRIDGE, TYPICAL SECTION

EXISTING CONDITIONS, LOOKING WEST

### PED/BIKE BRIDGE

- To be implemented in conjunction with Main Street sidepath option

### PEDESTRIAN LANE

- To be implemented in conjunction with Main Street sidewalk option
- Painted buffer and delineator posts, 12-24"

# SEGMENT 4: WILSON LOCAL STREET NETWORK *continued*

## MAIN STREET / WEST STREET ADVISORY SHOULDERS

An alternative, and perhaps interim solution, to the implementation of a sidepath or sidewalk could include advisory shoulders. Advisory shoulders are a potential treatment for the Main St/West St corridor. Advisory shoulders create usable shoulders for bicyclists and pedestrians on a roadway that is otherwise too narrow to accommodate dedicated facilities and is most appropriate for roadways more rural in nature, with low traffic volumes and speeds. The shoulder is delineated by pavement markings and optional pavement color. Two-way motor traffic shares the center lane and motorists may use the shoulder, yielding to bicyclists and pedestrians, to negotiate with oncoming traffic. An approved request to experiment is required through FHWA prior to installation.



Advisory shoulder in Hanover, NH | Source: FHWA's Small Town and Rural Design Guide

# SEGMENT 4: WILSON LOCAL STREET NETWORK *continued*



## SEGMENT 4B: FALL CREEK ROAD

Fall Creek Rd begins south of Teton Pass Hwy where the roadway becomes West St to the north. The road is a two-way, two-lane roadway with bike lanes recently added on either side of the road.

**Proposed Improvements:** The northern half mile of 25mph Wilson area zone has higher traffic volumes, and was originally designed by FHWA with 10’ lanes and 4’ bike lane shoulders. During past re-striping, this has been modified to 10.5’ travel lanes with slightly narrower shoulders. Consideration should be given to restoring the initial lane and shoulder widths during the next pavement maintenance cycle and/or opportunity to re-stripe the roadway.



## SEGMENT 4C: FISH CREEK ROAD

Fish Creek Rd is a two-way, two-lane roadway with very limited shoulder space for the entirety of the roadway. The 1/3 mile low-volume section from Main Street north, has problems with speeding and cars not stopping at the Main Street intersection.

**Proposed Improvements:** To improve stopping compliance at the Main Street intersection, stripe a stop bar, prune vegetation that may be obscuring the existing stop sign, and consider installing a (W3-1) “Stop Ahead” sign. Further evaluate speeding concerns by collecting speed data and, if necessary, consider implementation of speed feedback sign to help encourage better compliance. Advisory shoulders (as described for Main / West Street) may also be an option for Fish Creek Road.

## SEGMENT 4E: HHR RANCH ROAD

HHR Ranch Road has slightly higher volumes than other Wilson-area roads and serves as an important connection to Wilson Elementary. The Millineum Pathway also runs along HHR Ranch Road before dead-ending shortly after connecting to WY-22.

**Proposed Improvements:** Consider striping a dedicated right turn lane at the approach to the WY-22 intersection. In addition, the proposed pathway undercrossing below WY-22 will need connect to the existing Millennium Pathway on the west side of HHR Ranch Road. Final design of the pathway undercrossing should consider the most appropriate location and treatment for crossing HHR Ranch Road. Special consideration should be given to higher-speed WY-22 traffic exiting the highway in this area.



## SEGMENT 4D: SECOND STREET

Second St is a narrow, low-volume roadway that provides an important connection to the WY-22 corridor.

**Proposed Improvements:** Ensure adequate visibility at Main Street and WY-22 intersections and prune vegetation within the ROW if needed. Where 2nd Street will interface with the proposed pathway along WY-22, stripe a stop bar that provides adequate setback from the trail while providing good visibility of WY-22 traffic. Consider leaving Second Street as a shared street with no centerline unless there is a documented need for such striping. Although Second Street has had a centerline in the past, the absence of a centerline reinforces the shared nature of the street among pedestrians, bicyclists, and motorists.

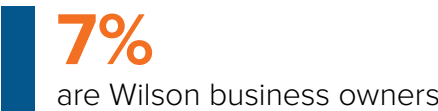
# PREFERRED CONCEPT PUBLIC ENGAGEMENT

## FEEDBACK ON PROPOSED DESIGN ELEMENTS

The final phase of public input solicited feedback on the preferred concept and specific design elements proposed throughout the corridor. Feedback was received though an online platform where respondents were able to express support, concerns, or general thoughts regarding the proposed improvements, which were illustrated on a corridor-wide map. Additionally, participants were asked to prioritize desired outcomes for future improvements to the corridor between Fish Creek and HHR Ranch Road.



414 total survey respondents



Below: Screenshot from the online survey soliciting feedback and proposed design elements

Map Key	Proposed Design Element	Maintains rural character of Wilson	Uses natural features to maintain community gateway	Encourages biking and walking	Facilitates business access, circulation, and parking	Prioritizes safety for all modes	Receives strong public support	Other considerations
F	Turnway left turn intersection extended through corridor	●	N/A	●	●	●	●	Consider pedestrian refuge island
G	Pathways on both sides	●	N/A	●	N/A	●	●	
H	Bus pull outs	●	N/A	●	●	●	●	Consider no space for drivers with RVs
I	Median refuge and RTTB	●	N/A	●	N/A	●	●	
J	Curb and gutter	○	N/A	●	●	●	●	

### Preferred Concept Overview: Design Element Evaluation

Please provide feedback on the design elements shown on the map. Scroll down to view all design elements. The matrix beside the plan view drawing illustrates how specific design elements align with project goals.

**F: Extend median / turn lane through downtown**

- Strongly support
- Somewhat support
- Neutral
- Somewhat oppose
- Strongly oppose

**Comments**

Comment here...

**G: Pathways on both sides of WY-22**

- Strongly support
- Somewhat support
- Neutral

## SUPPORT FOR THE PROPOSED CONCEPT

Survey participants were guided through the corridor in sections and prompted to voice their opinion on specific design elements outlined previously in this chapter. As shown in Figure 4.1, the individual elements of the proposed concept received support from the majority of survey respondents. Those who did not respond or answered “neutral” are not reflected in Figure 4.1, thus resulting in varying number of respondents for each design element. Ideas that were most popular among respondents include the establishment of a gateway into Wilson from Teton Pass, extending the turn lane through the corridor, and providing separated bicycle and pedestrian access across Fish Creek. No more than five percent of respondents expressed concern for any given design feature.

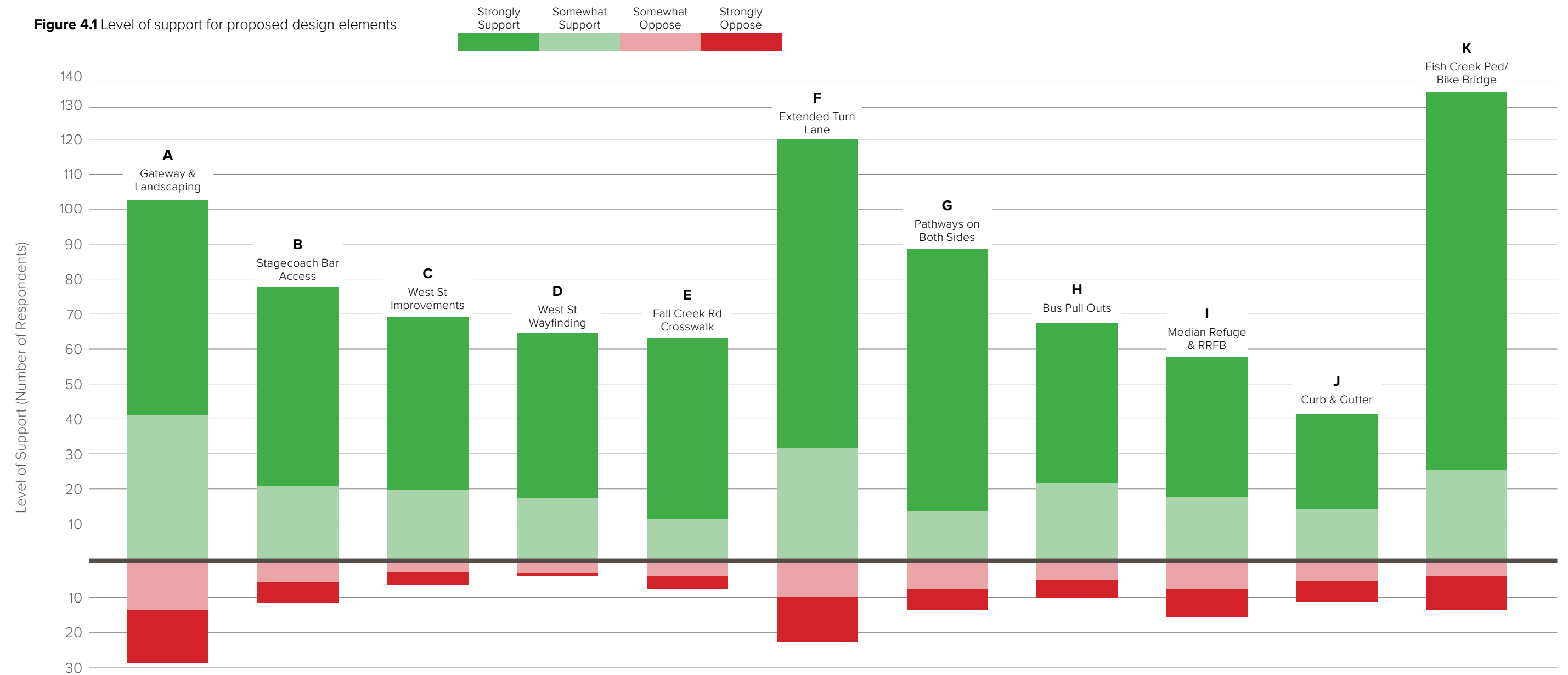
## PRIORITIES AT HHR RANCH ROAD

Due to ongoing coordination with WYDOT, specific design concepts for the intersection of HHR Ranch Road and WY-22 were not solicited for public input. Instead, in an effort to guide decision-making, participants were asked to prioritize a list of desired outcomes for future improvements. **Most important to survey respondents is that future improvements succeed in encouraging slower traffic speeds through Wilson.** Figure 4.2 summarizes how participants ranked potential outcomes in terms of importance.

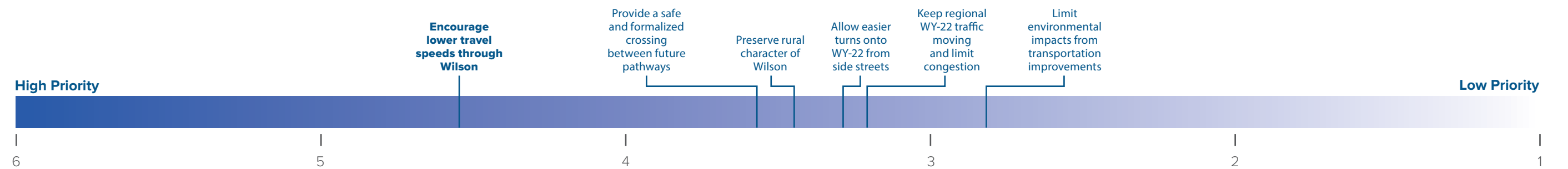


SCALE: 1" = 160'

**Figure 4.1** Level of support for proposed design elements



**Figure 4.2** HHR Ranch Road intersection desired outcomes, ranked by importance



An aerial photograph of a valley with mountains in the background. A blue semi-transparent rectangle is overlaid in the center, containing the text 'CHAPTER 5' and 'IMPLEMENTATION'.

CHAPTER 5  
IMPLEMENTATION

# IMPLEMENTATION STRATEGY

During this study, Teton County secured federal funding through the FY2020 discretionary BUILD Transportation Grant initiative. The Teton Mobility Corridor Improvements Grant Application requested over \$21 million of federal funding to complete numerous projects spanning over 30 miles from Driggs, ID to Jackson, WY. Included within this request was \$1.5 million for the Greater Yellowstone Trail: Wilson Active Transportation Improvements. Given the immediate availability of funding for many aspects of the project, this section of the multi-modal transportation study will briefly cover the elements currently funded via the BUILD Grant but will mainly focus on the elements not included in the BUILD Grant, potential funding sources, and phasing for implementation. Preliminary cost estimates were developed based on the level of design that was available at the conclusion of this study.

## WILSON ACTIVE TRANSPORTATION IMPROVEMENTS / BUILD GRANT – \$2.5 MILLION

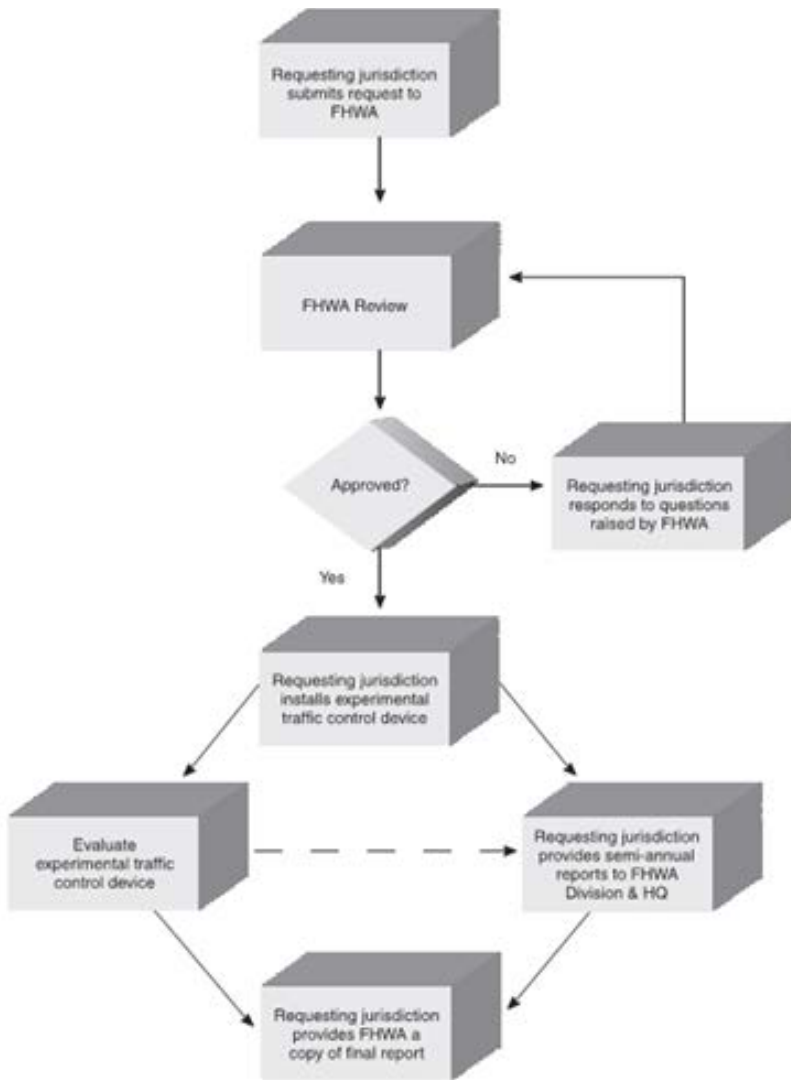
The BUILD Grant will enable the proposed downtown improvements desired by the Wilson community to be implemented in the immediate future. These improvements include those along the WY-22 corridor from Stagecoach to HHR Ranch Road depicted in the preferred concept. Select improvements have been listed below:

- Sidepaths along the north and south sides of WY-22, from Fall Creek Road to Fish Creek (construction 2024)
- Sidepath along north side of WY-22 from Fish Creek to HHR Ranch Road (construction 2024)
- Sidepath along south side of WY-22 from Fish Creek to future Stilson Transit Center including a pedestrian underpass at Green Lane (construction 2023)
- Dedicated pedestrian crossing of Fish Creek (construction 2023)
- Two additional pedestrian crossings of WY-22; and (construction 2024)
- Curb and gutter throughout the downtown core area, from The Stagecoach to Fish Creek (construction 2024)

As part of the Request to Experiment, Teton County would be required to propose and conduct the monitoring and evaluation of the effectiveness of Advisory Shoulders and provide the final report to the FHWA for review. While the striping of the Advisory Shoulders is a relatively low-cost improvement, the evaluation of the Advisory Shoulders would likely be a more costly endeavor. The overall cost to implement the Advisory Shoulders would need to be funded by Teton County due to the experimental nature of the traffic control device and jurisdiction of the roadways. In the past, local funding has been generated through additional taxes levied for the implementation of public works projects.

## MAIN STREET – \$5K

This study recommended implementing Advisory Shoulders on Main Street as a short term improvement. Advisory Shoulders, at this time, have not been approved for use by FHWA and their construction is ineligible for federal funding acquired through the BUILD Grant. Given that Advisory Shoulders have not yet been included in the MUTCD as approved traffic control devices by the FHWA there are additional steps required for use on public roadways detailed in Section 1A.10 of the MUTCD. Figure 2 below outlines the general process for undergoing a Request to Experiment with the FHWA.



WILSON GATEWAYS – \$100-200K

Another short-term recommendation are gateway features at both the eastern and western entrances to Wilson. Throughout the process of formalizing the location and design of each gateway feature it will be crucial to include the WYDOT District Engineer and follow WYDOT’s Supplemental Sign Policy. The location of any gateway feature will be dependent on the required clear zone which is determined by the design speed of the adjacent roadway. Location should be considered in conjunction with other existing or proposed signage along the corridor to minimize motorist distractions. The implementation of any landscaping or permanent fixture within the WY-22 Right-of-Way will require an Encroachment Permit from the WYDOT District Office.



INTERSECTION OF WY-22 AND HHR RANCH ROAD

While this study recommends the construction of a pathway undercrossing at the WY-22 / HHR Ranch Road intersection, additional engineering analysis is needed to answer questions surrounding the preferred location, groundwater issues, ROW acquisition needs, and maintenance considerations. In addition,while a future pathway undercrossing would provide a safe crossing for pathway users, it does not address other needs identified by Wilson residents relating to traffic speeds, local access to WY-22, and the need for an eastern gateway into Wilson. As such two distinct follow-up actions are recommended as part of this study:

- *Preliminary Engineering of Pathway Undercrossing:* Conduct additional engineering analysis to further assess feasibility and maintenance concerns related to a pathway undercrossing
- *WYDOT WY-22 Corridor Study:* Consider the issues expressed by Wilson residents with regards to traffic speeds and local access in the planned 2024 WYDOT WY-22 Corridor Study.



FISH CREEK BRIDGE IMPLEMENTATION

The 2014 WY-22/390 PELS document identified the Fish Creek Bridge as being in poor condition, however there is currently no timeline associated with its replacement. As the Fish Creek Bridge exists today it would not be able to accommodate a three-lane section if the current two-lane configuration is deemed insufficient for future traffic demands. The Fish Creek Bridge was also identified as being eligible for historic status and if replaced would be classified as an adverse impact under Section 106 of the National Historic Preservation Act. Teton County should continue to coordinate with WYDOT on the status and timing of the replacement of this bridge as well as the addition of pedestrian enhancements with special consideration of providing pathway accommodations along either side of WY-22 (if they do not already exist as a separate structure by the time of bridge replacement). In approaching WYDOT, Teton County should be prepared with cost sharing opportunities to help fund the pathway component of the bridge.



# FUNDING SOURCES

The following is a partial list of funding sources available for improvements included in this plan. The list provides program descriptions and contact information for major sources of funding for the remaining portions of this plan. This is by no means an exhaustive list of all potential funding sources but lists a few programs to start the funding search.

## LEGISLATIVE OPPORTUNITIES

Transportation Earmarks and Transportation Funding Categories: The Surface Transportation Infrastructure Program (formerly known as The Highway Act) is approaching renewal in Washington DC. Wyoming’s federal legislators—Senator Barrasso, Senator Lummis, and Representative Cheney—should be contacted by Teton County residents and elected officials requesting support for specific programs or projects that will benefit Wilson and Teton County. Federal legislators may earmark funds for specific projects (unlikely) or support federal programs that fund projects like those in Wilson (more likely).

US Department of Transportation (USDOT) Funding Programs: Under the provisions of U.S. Legal Codes 23 (Highways) and 49 (Transportation), funds through the USDOT are administered in Wyoming by WYDOT.

Federal laws and regulations establish strict requirements for funding eligibility. Eligible projects must be included in the State Long Range Transportation Plan (SLRP) and State Transportation Improvement Program (STIP). Thus, the applicability of the programs would require elements like the HHR Ranch Intersection and Fish Creek Bridge replacement undergo review and be added to the STIP in the future prior to receiving funding from this program.

## USDOT PROGRAMS

### Transportation Alternatives Program:

The Fixing America’s Surface Transportation Act or “FAST Act” of 2015, § 1109; 23 U.S.C. 133(h), eliminated the MAP-21 Transportation Alternatives Program (TAP) and replaced it with a set-aside of Surface Transportation Block Grant (STBG) program funding for transportation alternatives (TA). These set-aside funds include all projects and activities that were previously eligible under TAP, encompassing a variety of smaller-scale transportation projects such as pedestrian and bicycle facilities, recreational trails, safe routes to school projects, community improvements such as historic preservation and vegetation management, and environmental mitigation related to stormwater and habitat connectivity.

- Reference: [http://www.dot.state.wy.us/home/planning\\_projects/transportation\\_programs/enhancements.html](http://www.dot.state.wy.us/home/planning_projects/transportation_programs/enhancements.html)
- WYDOT Office of Local Programs

### Safe Routes to School Programs (PART OF THE TRANSPORTATION ALTERNATIVES PROGRAM IN WYOMING):

The Safe Routes to School (SRTS) program, created by Section 1404 of the 2005 Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users Act (SAFETEA-LU), establishes a federally funded grant program providing communities with the opportunity to improve conditions for bicycling and walking to school, in grades K through 8.

The goals of the program are threefold:

- to enable and encourage children, including those with disabilities, to walk and bicycle to school;
- to make bicycling and walking to school a safer and more appealing transportation alternative, thereby encouraging a healthy and active lifestyle from an early age; and
- to facilitate the planning, development, and implementation of projects and activities that will improve safety and reduce traffic, fuel consumption, and air pollution in the vicinity of schools.

The Safe Routes to School Program works with schools, students, parents, and advocacy organizations at a grassroots level to identify improvements that will make biking and walking to and from school a routine part of Wyoming’s students’ experience. SRTS is intended to be comprehensive, utilizing infrastructure enhancements to provide greater bicycle and pedestrian mobility and safety, as well as non-infrastructure approaches including educating about bicycle and pedestrian safety, creating awareness of the opportunity to safely bike and walk to school, and addressing safety concerns through law enforcement activities. A local SRTS program is critical to the success of this

effort and helps lay the groundwork for getting students, parents, and other stakeholders involved in walking and bicycling to and from school safely.

Funding is available for both infrastructure and non-infrastructure Funding. Non-Infrastructure funding can be used for local Safe Routes to School planning and program development efforts and their implementation. infrastructure funds will help facilitate construction of infrastructure improvements to enhance safety and to accommodate biking and walking activities.

Reference: [http://www.dot.state.wy.us/files/live/sites/wydot/files/shared/Planning/SRTS\\_Program\\_Guidelines.pdf](http://www.dot.state.wy.us/files/live/sites/wydot/files/shared/Planning/SRTS_Program_Guidelines.pdf)

Wyoming Department of Transportation  
Safe Routes to School Program  
5300 Bishop Boulevard  
Cheyenne, WY 82009  
Telephone (307) 777-3938  
Fax (307) 777-4759  
[sara.ellis@wyo.gov](mailto:sara.ellis@wyo.gov)

### On-System Transportation Enhancement Activities – WYDOT (TEAS):

Originally established under the Intermodal Surface Transportation Efficiency Act (ISTEA) in 1991, the Transportation Enhancement Activities (TEAS) program was designed to complement surface transportation facilities by stressing mobility, protection of human and natural environment, community preservation, sustainability, and livability. Enhancement projects provide partnership opportunities between WYDOT and local governments, state agencies, and federal agencies.

TEAS projects are a sub-component of the federal Surface Transportation Program. In authorizing the enhancement program, Congress expressly provided certain streamlining provisions and innovative finance and cost share provisions for enhancement projects. Excellent guidance for transportation enhancement activities is available at the following web address: <http://www.fhwa.dot.gov/pgc/>.

To establish eligibility, a TEAS project must qualify in one of the 12 categories listed below and show a clear link to transportation:

- Provision of facilities for pedestrians and bicycles
- Provision of safety and educational activities for pedestrians and bicyclists
- Acquisition of scenic easements and scenic or historic sites (including historic battlefields)
- Scenic or historic highway programs (including the provision of tourist and welcome center facilities)

- Landscaping and other scenic beautification

- Historic preservation

- Inventory, control, and removal of outdoor advertising

- Archaeological planning and research

- Environmental mitigation to address water pollution due to highway runoff; or reduce vehicle-caused wildlife mortality while maintaining habitat connectivity.

Application and funding information:

TEAS projects do not have an annual application period and are initiated by a written request to the WYDOT District Engineer, who then reviews the request and considers its merits in the context of the State Highway System.

To be eligible for consideration:

- Projects must be located within, or immediately adjacent to, a State Highway System Route; and

- Projects must not compromise highway safety, drainage or have other negative impacts on the motoring public.

TEAS projects may compliment other Transportation Enhancement Activities, Local (TEAL) projects, or enhancement efforts of the project sponsor. TEAS projects may be matched at a 90.49% Federal and 9.51% Local/State funding ratio.

Reference: [http://www.dot.state.wy.us/home/planning\\_projects/transportation\\_programs/enhancement\\_projects.html](http://www.dot.state.wy.us/home/planning_projects/transportation_programs/enhancement_projects.html)

Applicants with a potentially suitable project or proposal should contact:

WYDOT District 3, District Engineer  
PO Box 1260  
Rock Springs, WY 82902

### U.S. DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT

“HUD’s efforts support a variety of interrelated policy areas, such as affordable housing development and preservation, community and economic development, environment and energy, fair housing, health and housing, ending homelessness, homeownership, rental assistance, and supportive housing and services.”

HUD administers a wide variety programs designed to further community and economic development goals, including:

- Community Development Block Grant (CDBG) programs

- The CDBG State Program, which provides grants to states and units of general local government in non-entitled areas to meet their housing and community development needs

- The Section 108 Loan Guarantee Program, which provides state and local governments with a source of financing for economic development, housing rehabilitation, public facilities, and other physical development projects, including improvements to increase their resilience against natural disasters.

Rural Programs

- RIF: Rural Innovation Fund provides grants to local rural nonprofit organizations, Community Development Corporations (CDCs), federally recognized Indian tribes, State Housing Finance Agencies (HFAs), and state economic/community development agencies to meet rural communities’ housing and economic development needs.

- RHED: Rural Housing and Economic Development Program provides grants to local rural nonprofits, Community Development Corporations (CDCs), federally recognized Indian tribes, State Housing Finance Agencies (HFAs), and state economic/community development agencies for capacity building at the state and local level for rural housing and economic development in rural areas.

Other Community and Economic Development Programs

- Place-based initiatives seek to promote community and economic development by focusing on a whole set of interrelated issues in a community and addressing those issues in a coordinated fashion. HUD’s key place-based initiatives include:

- SCI: Sustainable Communities Initiative provides grants to city and local governments to undertake sustainable planning and development projects.

Reference: <https://www.hud.gov/>

Contact information:

U.S. Department of Housing and Urban Development  
451 7th Street S.W., Washington, DC 20410  
Telephone: (202) 708-1112  
HUD WY Casper Field Office  
150 East B Street, Room 1010, Casper, WY 82601-7005  
Lyle Konkol, Field Office Director Tel: (307) 261-6250  
Fax (307) 261-6245  
WY\_Webmanager@hud.gov

Grants.Gov: [www.Grants.gov](http://www.Grants.gov) is a web information resource for agencies seeking federal grants.

### STATE OF WYOMING FUNDING SOURCES

Legislative Appropriations: The Wyoming Legislature may appropriate funds for community projects.

Office of State lands and Investments (SLIB Grants)

Transportation Enterprise Account Grants and Loans (Chapter 17)

The Transportation Enterprise Account (TEA) program awards grants and loans to foster investments in transportation projects of benefit to the public within Wyoming. Eligible applicants are public entities which include but are not limited to: Wyoming counties, Wyoming municipal corporations, and certain others. Loan interest rates are established by SLIB on a case-by-case basis. There is no application fee. TEA applications are considered at the special SLIB meeting in November. SLIB may also consider emergency applications at any of the regularly scheduled meeting.

Applications are due by September 15th each year for consideration by the Board in November. Applications can also be submitted for emergency consideration thirty (30) days prior to any of the Board’s regular monthly meetings.

Reference: <https://lands.wyo.gov/grants-loans/grants/transportation-enterprise-account-grants-loans>

Office of State Lands and Investments  
122 West 25th Street  
Cheyenne, WY 82002  
For questions, call (307) 777-7309

### WYOMING BUSINESS COUNCIL

The Wyoming Business Council (WBC) is the state of Wyoming’s economic development agency. The WBC works with private businesses, state agencies, local governments, local economic development groups, partners, and nonprofits to grow and diversify Wyoming’s economy, create jobs, and enhance quality of life.

The first step for Teton County is to contact Ms. Linda Klink at the Wyoming Business Council for initial evaluation of a project’s eligibility.

Quality of life is a key initiative of the business council. The WBC wants to assure Wyoming’s communities are destinations where people want to live and work.

According to their website, The Wyoming Business Council is committed to:

- Adding value to Wyoming’s vast mineral and agricultural resources.

- Expanding Wyoming’s domestic and international export markets.

- Targeting and growing advanced industries/manufacturing.

- Providing businesses and communities with necessary publicly owned infrastructure.

- Increasing quality job creation through Wyoming business startup, retention, and expansion efforts.

- Increasing quality job creation through business relocation and expansion efforts.
- Developing and attracting a workforce that meets industries’ needs now and 20 years from now.
- Building strong local and regional economic development leaders and networks.

References: [www.wyomingmainstreet.org](http://www.wyomingmainstreet.org),

<http://www.wyomingbusiness.org/content/applications>

Wyoming Main Street  
Wyoming Rural Development Council  
214 W. 15th St.,  
Cheyenne, WY 82002  
Phone: 307.777.2845 or 307.777.2934; Fax: 307.777.2935  
[linda.klinck@wyo.gov](mailto:linda.klinck@wyo.gov)

**Business Ready Communities Enhancement Grant**

Some projects in the plan may be well suited for the Business Ready Community Grant. The applicant must be a public entity and the enhancement must be publicly owned. An entity can submit one (1) Enhancement Grant per calendar year. The maximum amount of the grant is \$500,000 and the local match requirement is 20% of the total project cost.

**Business Ready Community Loan Program**

Another source of funding is a low interest Business Ready Community Loan. Loans are usually used in conjunction with a BRC grant, but it is not required. There is a floor of zero percent (0%) interest for non-revenue generating projects and a floor of 1% interest for revenue generating projects.

<https://www.wyomingbusiness.org/brc>

**Wyoming Business Council “Placemaking” Grants**

The WBC offers grants for \$2500 to \$5000 for “placemaking” projects. The “Placemaking” process capitalizes on a local community’s assets, inspiration, and potential, and it results in the creation of quality public spaces that contribute to people’s health, happiness, and well-being.

- Collectively re-imagines and reinvents public space as the heart of every community.
- Capitalizes on a local community’s assets, inspiration, and potential.
- Creation of quality public spaces that contribute to people’s health, happiness, safety and well-being.

The Wyoming Business Council offers micro grants to those communities who have completed placemaking training.

**WYO Cultural Trust Fund (WCTF)**

“Envisioning Wyoming as a place where the cultural life and heritage of the state thrives and is valued, enjoyed, and supported by all.”

WCTF funds projects that are both Wyoming and Cultural. Typical projects include interpretive signs, construction, and paid research. Only government or non-profit agencies are eligible. The fund totals \$50,000 per year, and a high-end project would get perhaps \$15,000 to \$18,000. Grants require matching funds or in-kind contribution.

The WCTF has two grant application deadlines per year: April 1 for July 1 start, and October 1 for January 1 start. The review process takes place in between the deadline and the start date.

Teton County, as a governmental agency, would be eligible for application and may be able to source funding for the proposed gateway treatment on the west end of Wilson. More information regarding the WCTF can be found at the URL above.

Reference: <https://culturaltrust.wyo.gov/>

Renee Bovee, WCRTF Administrator  
2301 Central Ave, Cheyenne 82002  
Office: 307-777-6312; Cell 307-287-3743  
[Renee.bovee@wyo.gov](mailto:Renee.bovee@wyo.gov)

**LOCAL GOVERNMENT FUNDING SOURCES**

6th Penny Sales Tax: Sales and property taxes are the principal sources of revenue available to Wyoming county and municipal governments. Sales and use tax rates vary from county to county across Wyoming. Some projects are included by countywide referendum. Teton County and the Town of Jackson have had success in the past funding select projects or types of project in this manner and may be a viable solution for Wilson. A detailed breakdown of the amount and specific use of funds a generated can be found in Wyoming statue 39-15-204.

**FOUNDATIONS AND PRIVATE FUNDING RESOURCES**

Community Support Grant: 3–4 grants awarded in the \$5,000 – \$10,000 range.

This grant type acts as capacity building for local nonprofit organizations or “Friends of the Trail” groups that need critical funding to help get trail development or improvement efforts off the ground. Examples of this type of grant include but are not limited to promoting a local trail project in the local media, conducting feasibility studies, or adding personnel or volunteer coordination capacity.

Project Transformation Grant: 1–2 grants awarded in the \$15,000 – \$50,000 range.

The Project Transformation Grant is intended to have a substantial impact on an organization’s ability to complete a significant trail development or improvement project. These funds, where appropriate, will serve as a catalyst to start such large projects and could be used to leverage other funding sources through matching opportunities. Activities may include, but are not limited to new trail construction, trail facility/infrastructure (e.g., trailheads, bathrooms), land acquisition, trail signage, improvements to existing trails and significant maintenance tasks.

<https://www.railstotrails.org/our-work/doppelt-family-trail-development-fund/application-instructions/>

**WYOMING COMMUNITY FOUNDATION**

“The Wyoming Community Foundation is a nonprofit organization that connects people who care with causes that matter to build a better Wyoming.” WYCF is governed by a statewide board of directors that grants funds to nonprofits around the state making an impact in their communities. In 2016 WYCF granted over \$8 million to nonprofits across the state. WYCF is focused on funding programs that meet the needs of Wyoming communities.

WYCF gives priority to nonprofit organizations who:

- Address an identified community need
- Partner with other nonprofits or programs to enhance services without duplication
- Leverage dollars received from the WYCF to obtain additional or future funding (Matching Funds)

Reference: [www.wycf.org](http://www.wycf.org);

Mr. Craig R. Showalter, President and CEO  
WYCF Headquarters  
1472 N. 5th Street, Suite 201, Laramie, WY 82072  
Phone: 307-721-8300  
Email [anita@wycf.org](mailto:anita@wycf.org)  
Tel: 307.721.8300

**WYOMING PATHWAYS**

Wyoming Pathways is a trail advocate and information source: a statewide voice for people who bicycle and walk. Their goal is to encourage safe bicycling and walking – helping to create thriving communities and enhance public lands across Wyoming. They engage the public and help government agencies at the state and federal levels envision and implement better policies and investments for bicycling, walking and trails throughout Wyoming.

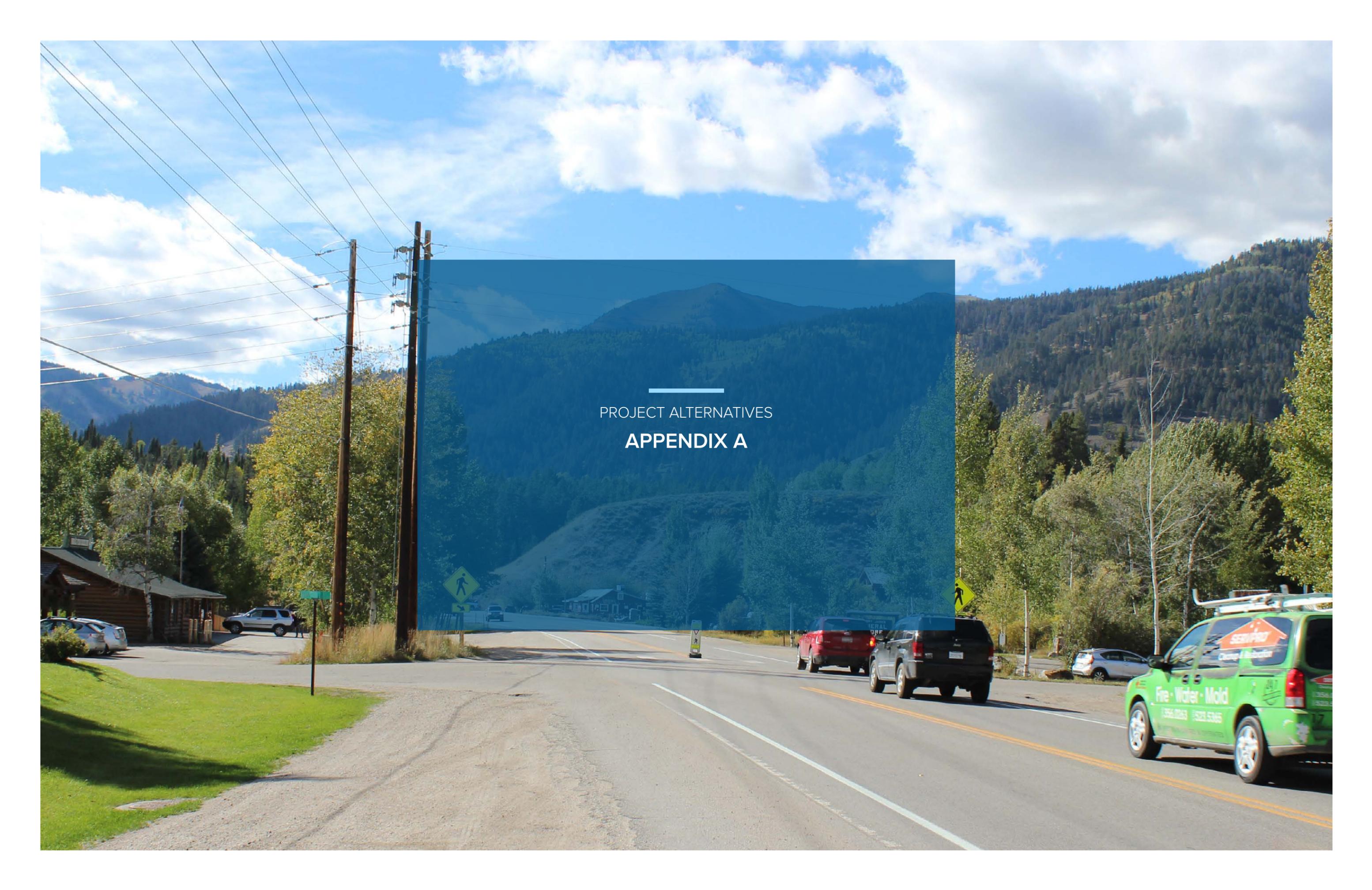
Advocacy programs focus on two areas:

- Enhance bicycle and pedestrian transportation in the public rights-of-way; and
- Improve public land recreational opportunities for mountain biking, hiking, running, and cross-country skiing

Reference: <https://www.wyopath.org/>

Tim Young, Executive Director  
P.O. Box 153, Wilson, WY 83014  
307-413-8464; [tim@wyopath.org](mailto:tim@wyopath.org)

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PROJECT ALTERNATIVES  
**APPENDIX A**

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**CREATING A SENSE OF ARRIVAL**

One of the primary challenges observed during the existing conditions analysis was the safety of road users, particularly as it pertains to east-bound traffic entering Wilson from the Teton Pass. High speeds and road geometry have resulted in several crashes. Due to limitations in adjusting roadway vertical and horizontal alignments, this concept aims to manage speeds through the strategic placement of warning signage, gateway monumentation, and landscaping to provide visual cues to drivers that they are entering a low-speed environment with pedestrian, bike, and commercial activity. A more robust gateway monument combined with an increase in vegetation adjacent to the roadway will create more visual friction and promote slower speeds. Any landscaping or gateway improvements within the WYDOT ROW would need to follow WYDOT's process for an encroachment permit.

**SPEED FEEDBACK SIGNAGE (INSTALLED DURING THE COURSE OF THE STUDY)**

Real-time speed feedback signs are an example of a non-physical speed reduction measure to warn, regulate, and influence driver behavior to promote better compliance with posted speed limits. Speed feedback signs educate drivers on their operating speeds, and remind them of the posted speed limit on the roadway.



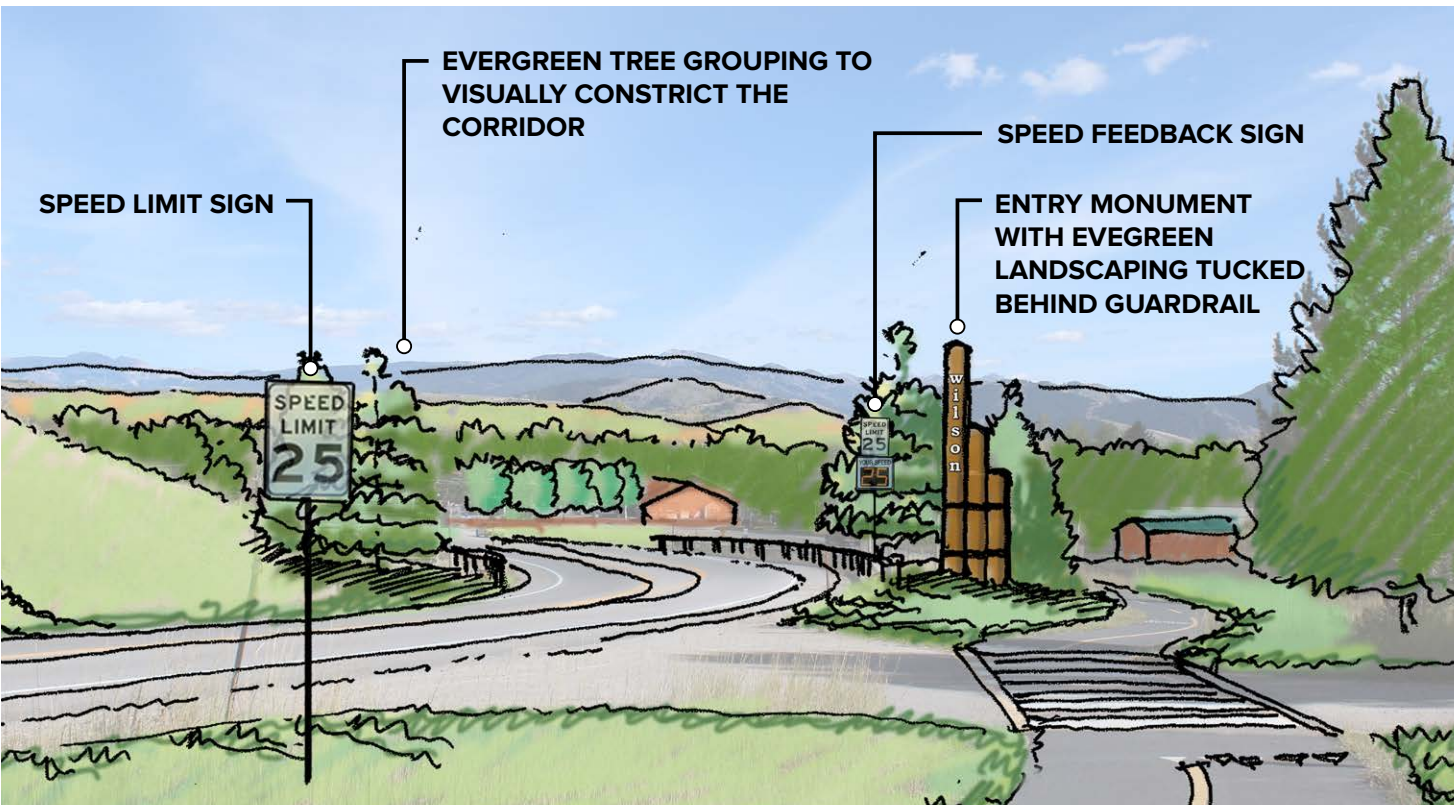
**PROPOSED VEHICLE ARRESTOR**

During the planning process Wilson residents expressed some concerns about the proposed vehicle arrestor location. Efforts should be made to limit the visual impact of the vehicle arrestor on adjacent properties and to reconstruct the existing Teton Pass Pathway to match the quality and experience of the existing facility.



**GATEWAY AND LANDSCAPING**

Speeding traffic coming off of Teton Pass into Wilson was a routinely-cited issue during the first public open house. Gateway signage and evergreen tree groupings are recommended west of Fall Creek Road to slow eastbound motorists and communicate that they are entering a downtown zone. In order to comply with clear zone requirements and to achieve maximum visual impact, the ideal location for these treatments would be behind existing guardrails. Signage and landscaping should be scaled appropriately to match the size of the corridor and the speeds of motorists. Landscaping should consist of a minimum of three to five evergreen trees with gateway signage scaled to at least 15'-0" in height. Coordination with WYDOT will be critical in order to meet clear zone requirements, avoid blocking driveways, avoid required sight distance issues for motorists, and avoid contributing to icing issues on the roadway during winter months. Additionally, a landscaping license will need to be obtained.



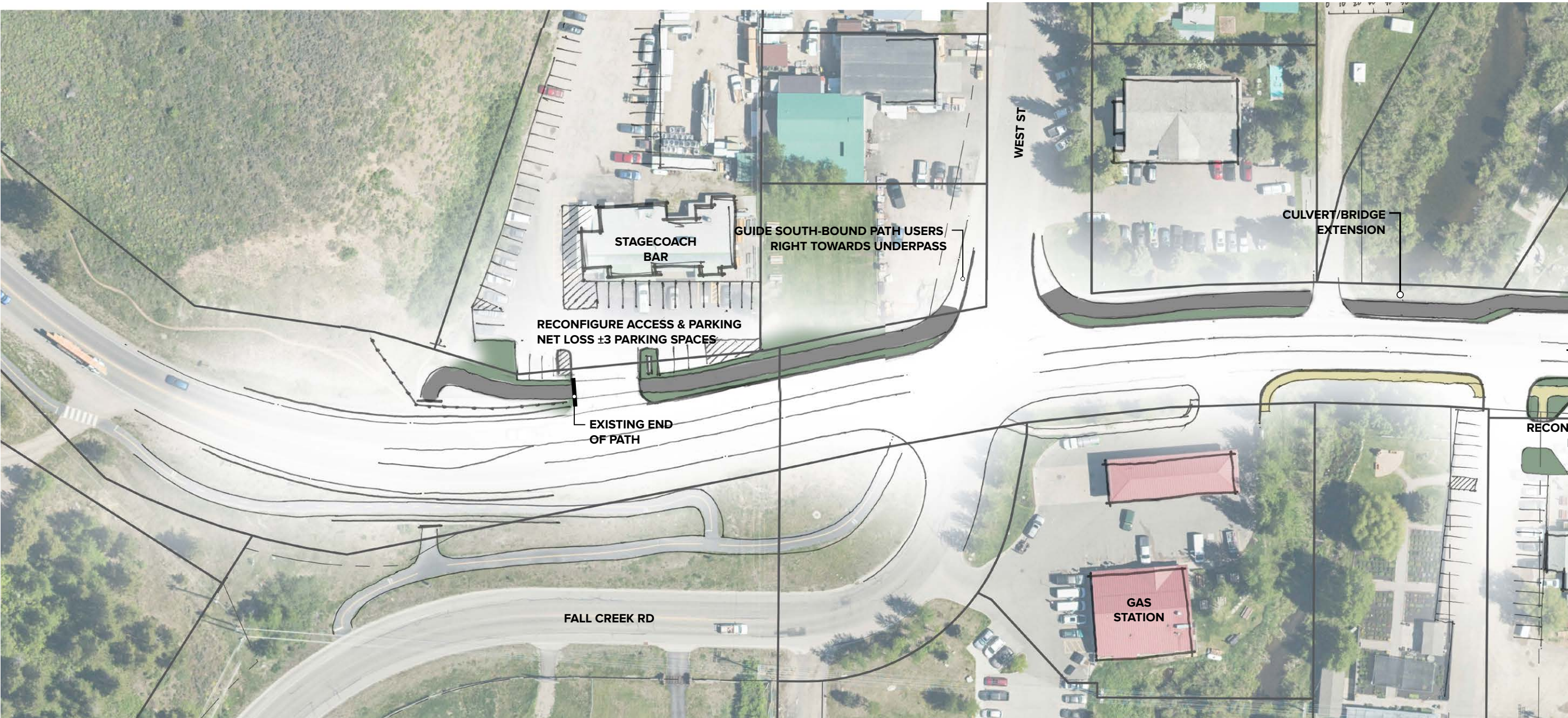
# SEGMENT 2: WY-22 FALL CREEK ROAD TO FISH CREEK | CONCEPT A

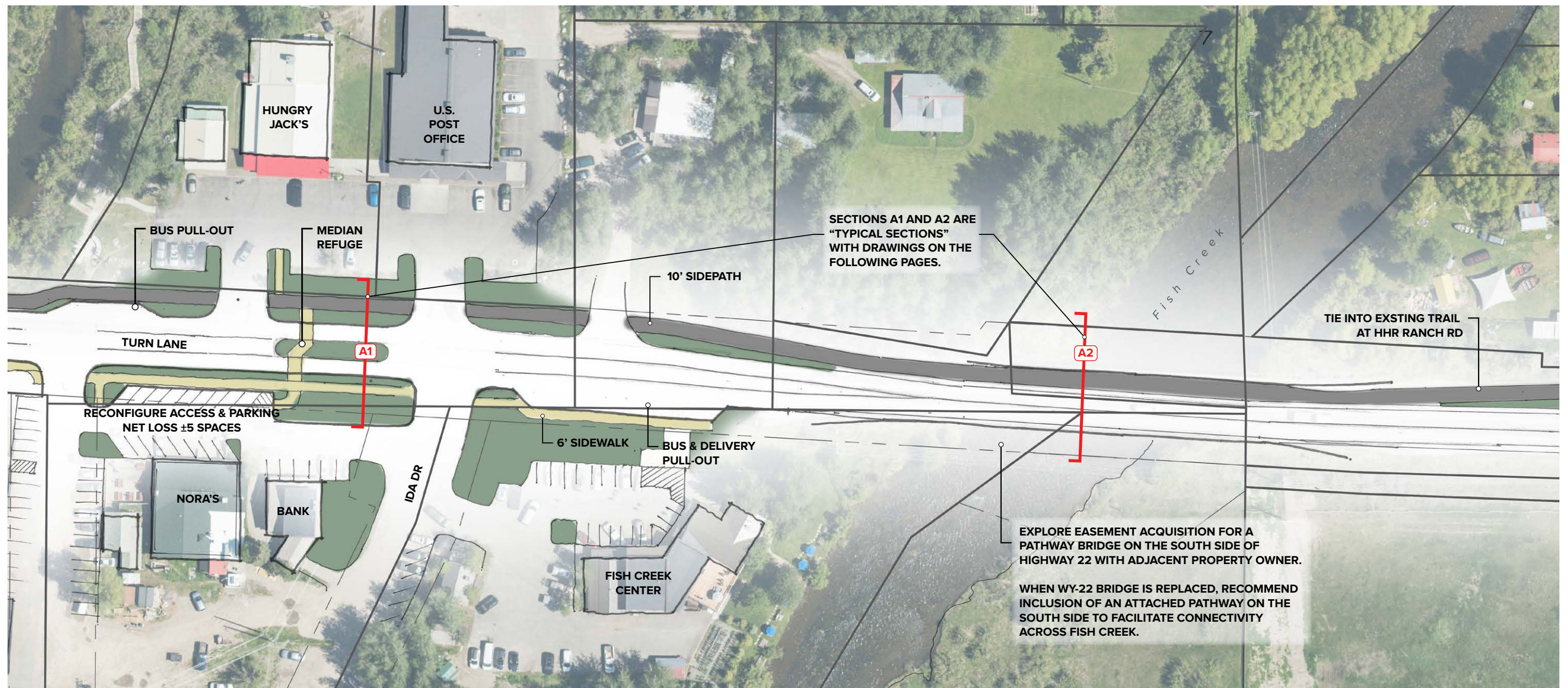
## SIDEPATH ON NORTH SIDE OF HWY 22

This concept fills the gap between existing pathways on the west near Stagecoach Bar and on the east near the intersection of HHR Ranch Road with a 10' sidepath on the north side. Pedestrians are accommodated on the south side with a 6' sidewalk. Locating the sidepath along the north side takes advantage of more abundant right-of-way space (e.g. at Fish Creek bridge) with minimal disruption to existing parking demands in front of Nora's Fish Creek Inn. The existing turn lane at Fall Creek Road is extended east through the corridor until it tapers back at Fish Creek bridge. Providing the turn lane through the commercial core optimizes traffic flow, allowing left turn queuing, and presents

the opportunity for a median refuge for pedestrians crossing the corridor. The refuge also serves as a valuable traffic calming tool to keep speeds at or near the 25 mph speed limit through the commercial core. In addition to formalizing commercial accesses and organizing parking to be more efficient, this and subsequent concepts establish more formal bus and delivery truck pull-out locations.

This concept assumes curb and gutter throughout the commercial core, which saves horizontal space in the cross section (i.e. eliminating the need for drainage swales) and creates a more urban feel.





# SEGMENT 2: WY-22FALL CREEK ROAD TO FISH CREEK | CONCEPT A *continued*

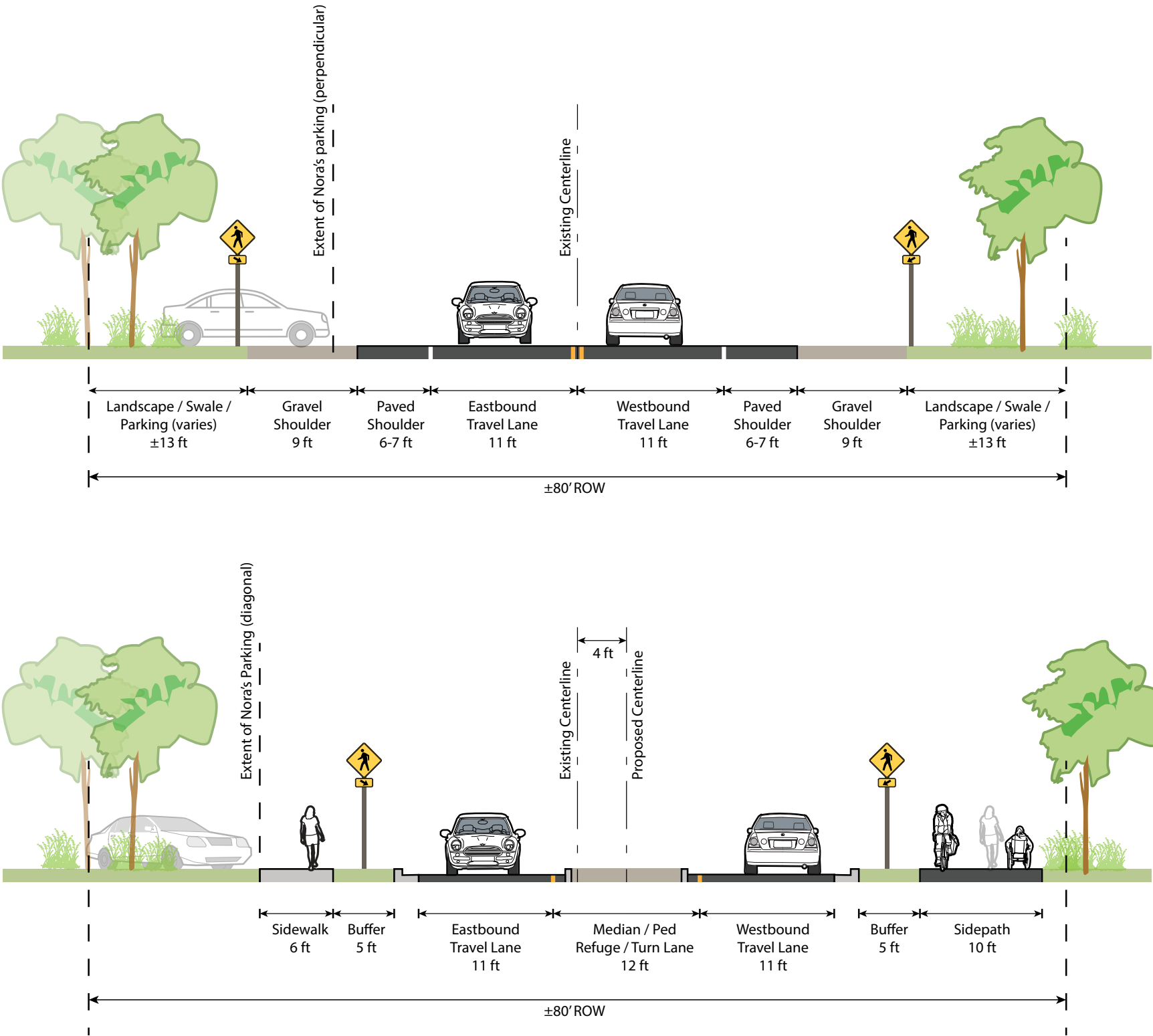
## SECTION A1

### EXISTING CONDITIONS, LOOKING WEST

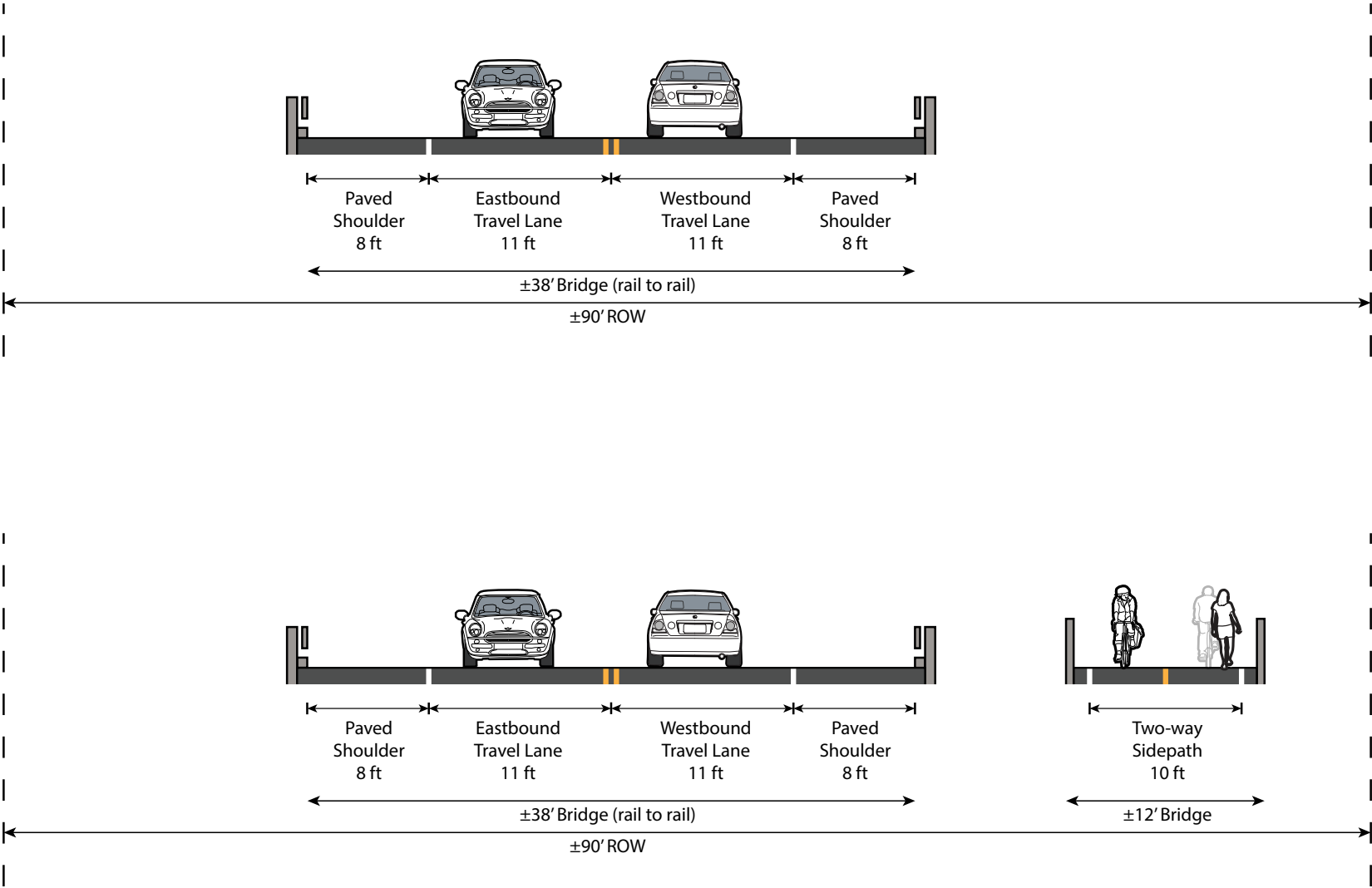
- Parking for Nora’s is currently accommodated within the HWY 22 right-of-way

### CONCEPT A, LOOKING WEST

- Shift centerline north approximately 4’ to maintain diagonal parking in front of Nora’s; alternatively, reconfigure parking along right-of-way in front of Nora’s to parallel parking to maintain existing centerline
- Cross section needs to pinch at bridge over Edmiston Spring west of Nora’s; bridge/culvert extensions may still be needed
- Replacing curb and gutter with swales will expand the cross section and trade-offs will need to be made (e.g. eliminate parking in front of Nora’s, eliminate median/turn lane, etc.)



SEGMENT 2: WY-22 FALL CREEK ROAD TO FISH CREEK |  
CONCEPT A *continued*



SECTION A2

EXISTING CONDITIONS, WY-22 FISH CREEK BRIDGE  
LOOKING WEST

CONCEPT A, WY-22 FISH CREEK BRIDGE  
LOOKING WEST

- Roadway configuration across bridge remains as is

# SEGMENT 2: WY-22 FALL CREEK ROAD TO FISH CREEK | CONCEPT B

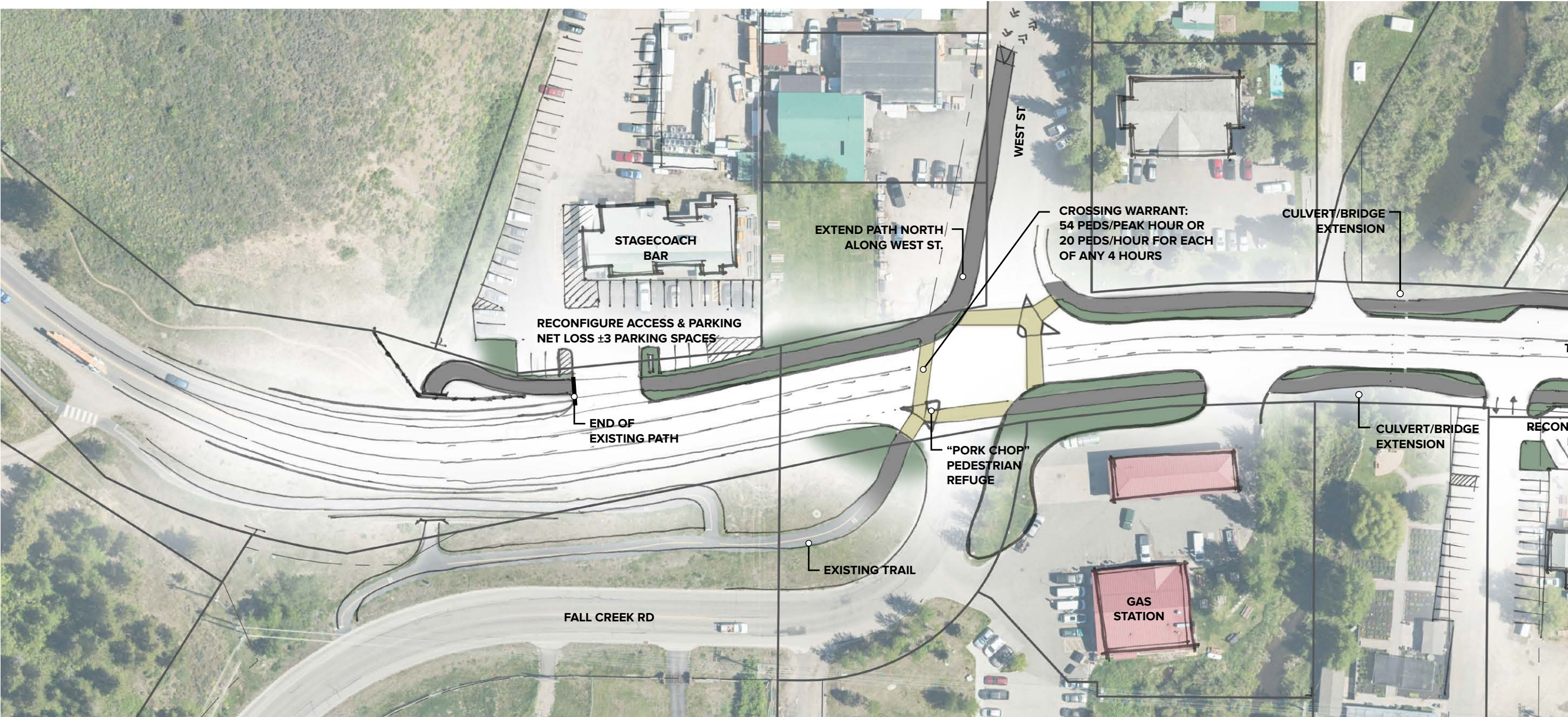
## SIDEPATHS ON BOTH SIDES OF HWY 22 WITH MEDIAN

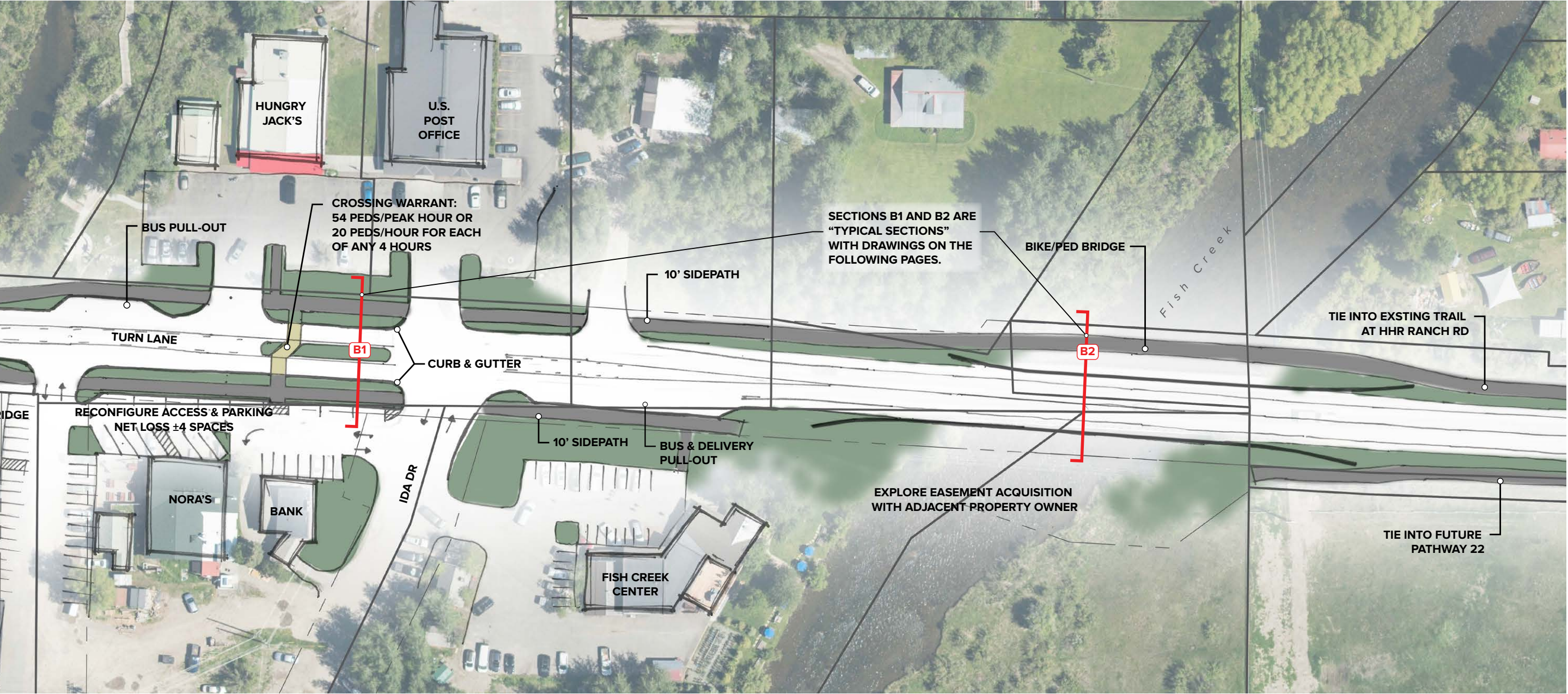
Concept B accommodates two-way bicycle and pedestrian travel on both sides of the corridor with 10' asphalt sidepaths, tying in to existing and planned pathways on both the north and south sides. The two-way left turn lane median is extended from Fall Creek Road east through the downtown commercial core, improving traffic flow and providing space for a pedestrian refuge crossing.

This concept illustrates formalized crossings of HWY 22 at Fall Creek Road and in front of Nora's and Hungry Jack's. Warrants for each crossing location require a pedestrian crossing volume of at least 54 pedestrians during peak hour or 20 pedestrians per hour for each of any 4 hours. However, crosswalks can be added without warrants met, but Teton County will be in charge of maintaining them.

As the parking lot and entrance of Stagecoach Bar is often used for truck deliveries to the hardware store, this concept accommodates truck movements by maintaining a wide access and restricting parking in certain areas.

This concept also illustrates separate bike/ped bridges crossing Fish Creek. The north bridge could be accommodated within the right-of-way, but the south bridge would require coordination with adjacent property owners.





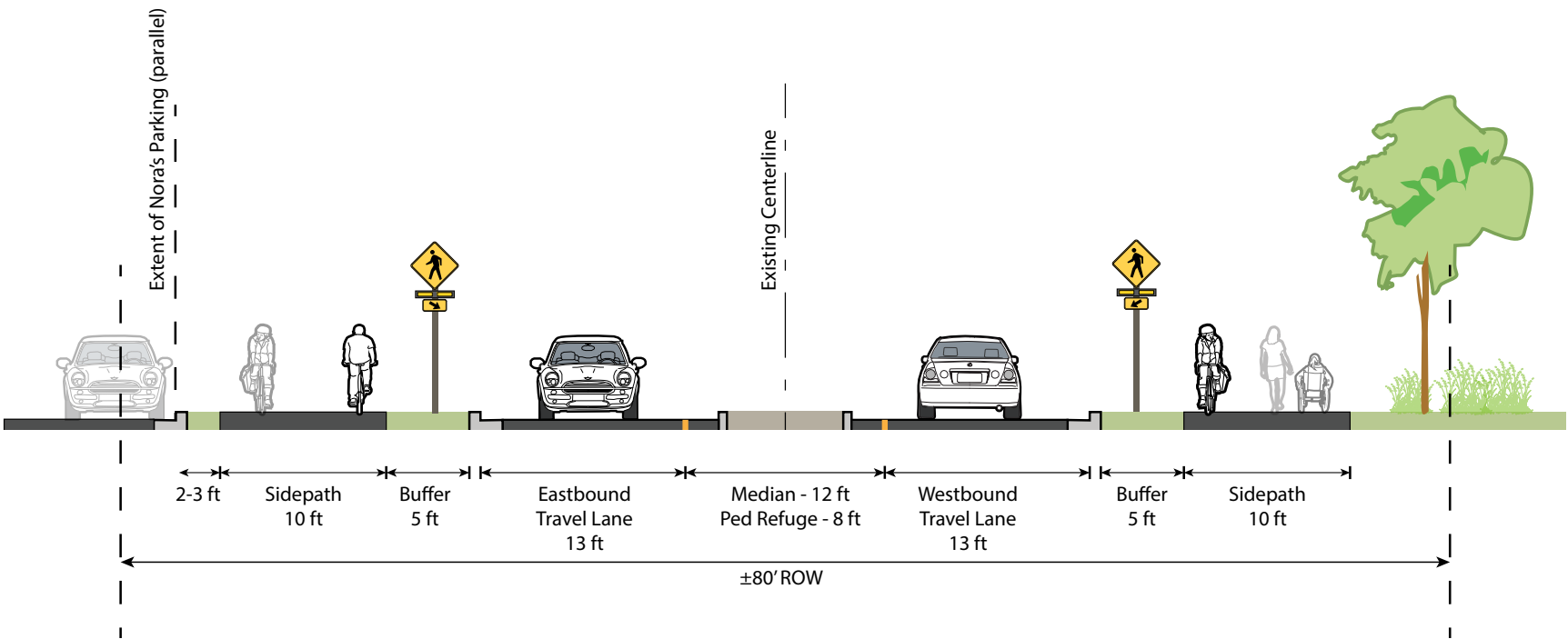
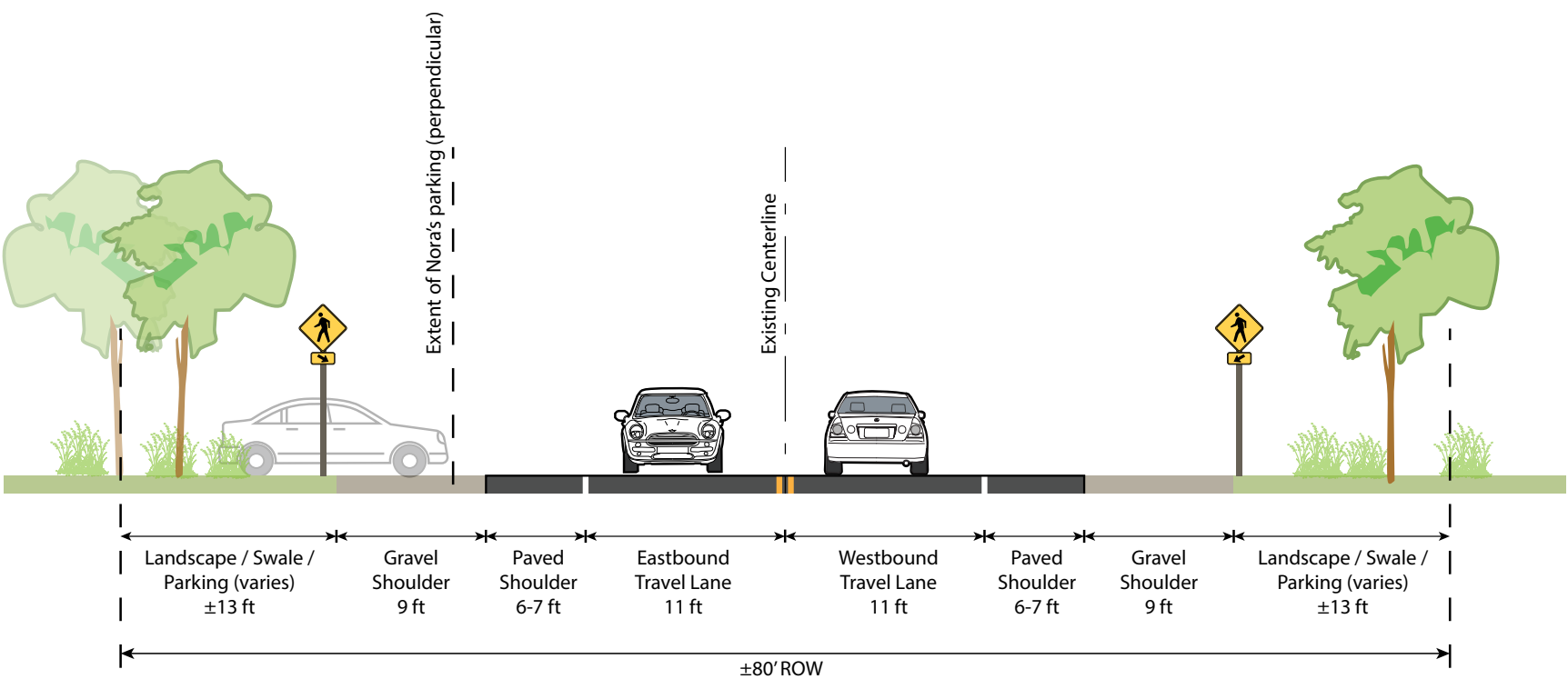
# SEGMENT 2: WY-22 FALL CREEK ROAD TO FISH CREEK |

## CONCEPT B *continued*

### SECTION B1

EXISTING CONDITIONS, LOOKING WEST

CONCEPT B, LOOKING WEST

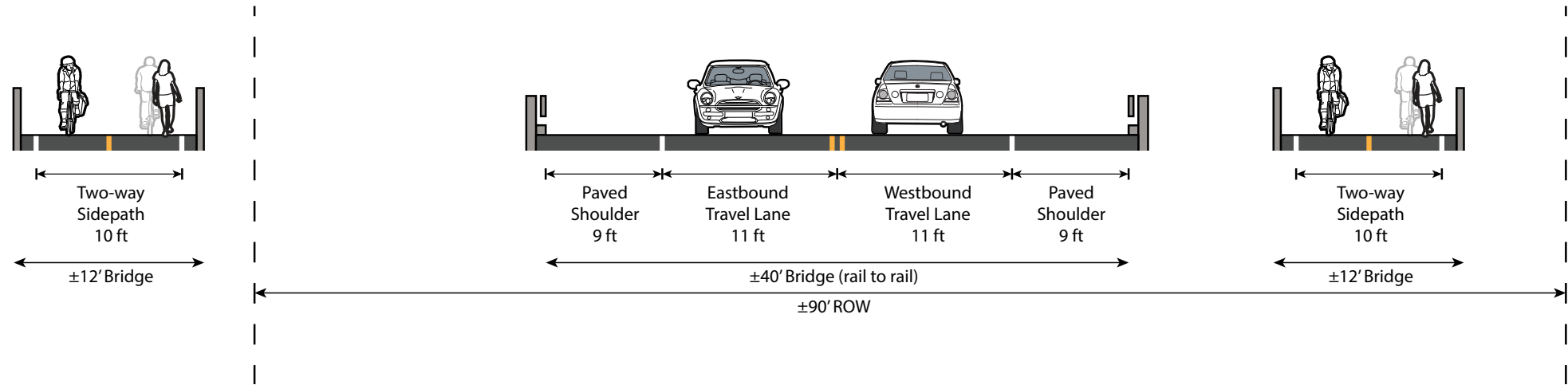
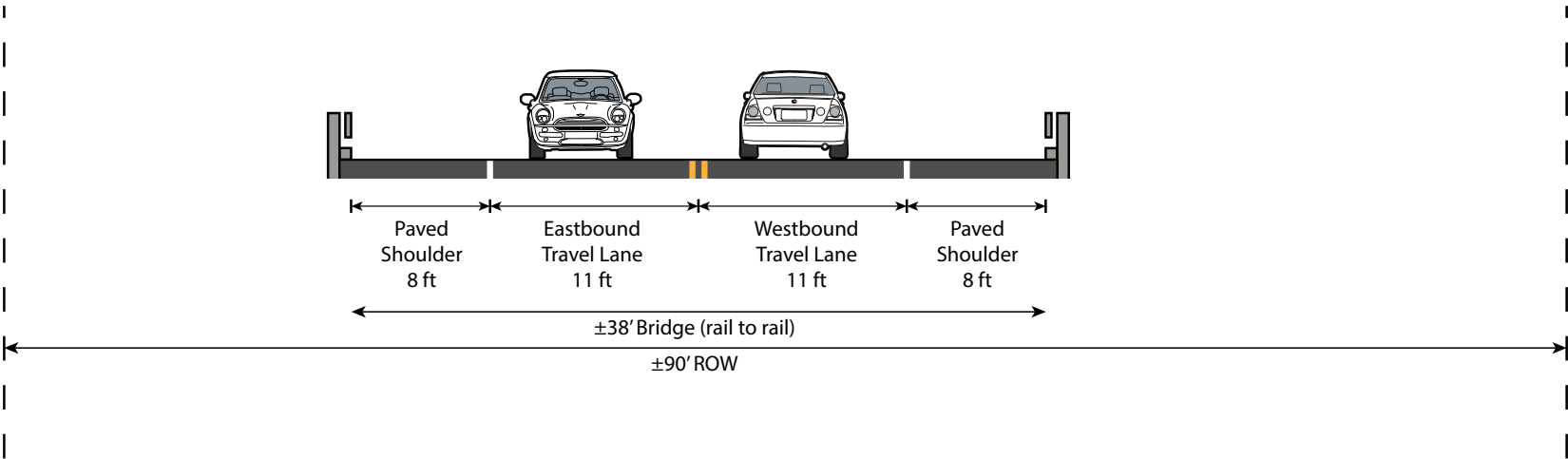


- Sidepath on south side may vary in width to accommodate parking in front of Nora's (maintain min. 8' width)
- Add Rectangular Rapid Flashing Beacons (RRFBs) to improve yielding behavior
- Add curb and gutter
- Raised median and pedestrian refuge

SEGMENT 2: WY-22 FALL CREEK ROAD TO FISH CREEK |  
CONCEPT B *continued*

SECTION B2

EXISTING CONDITIONS, LOOKING WEST



CONCEPT B, LOOKING WEST

- Separate bike/ped bridges
- South bridge outside of ROW to avoid conflicts with utility poles

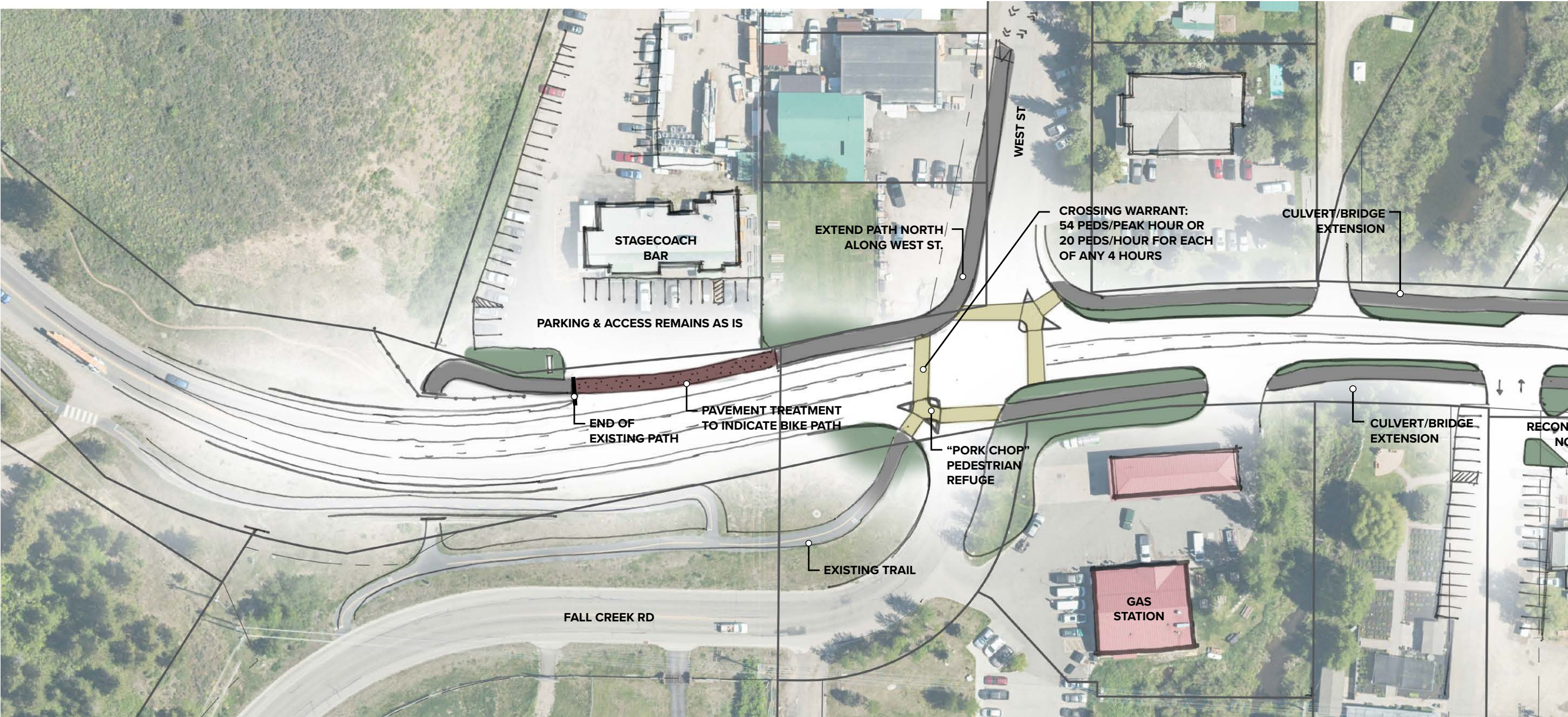
SEGMENT 2: WY-22 FALL  
CREEK ROAD TO FISH CREEK |  
CONCEPT C

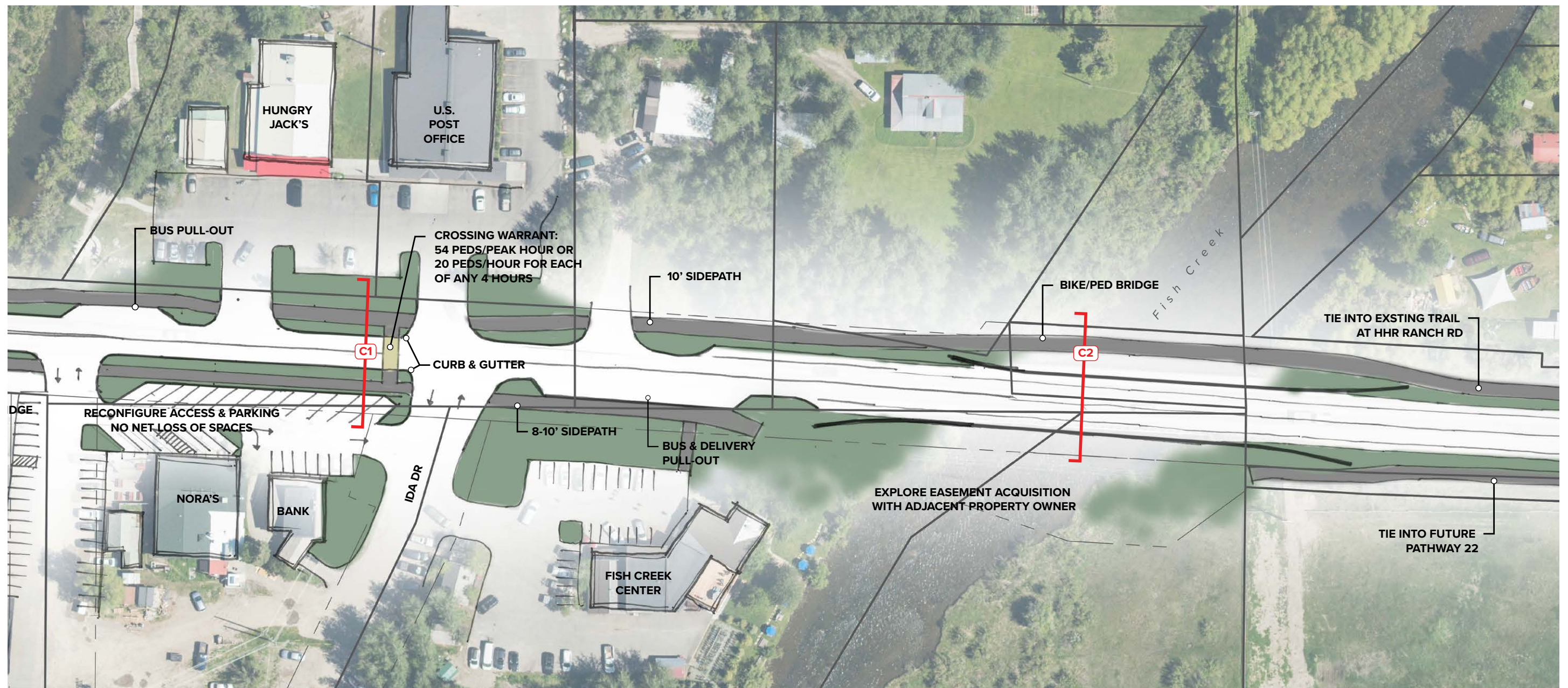
SIDEPATHS ON BOTH SIDES OF HWY 22, NO MEDIAN

Similar to Concept B, Concept C accommodates two-way bicycle and pedestrian travel along designated sidepaths on both sides of the corridor. In an effort to maximize parking capacity in front of Nora’s, this concept maintains a two-lane cross section with no median. While this eliminates the opportunity for a pedestrian refuge, the construction of curb and gutter eliminates the need for shoulders and swales, thus reducing the distance pedestrians would need to cross.

This concept illustrates a different approach to access at Stagecoach Bar, wherein access and parking remain largely as is, and the bicycle path connection is made with a variation in pavement (e.g. material, paint, etc.) to separate the space for bicycle and pedestrian use.

This concept also illustrates separate bike/ped bridges crossing Fish Creek. The north bridge could be accommodated within the right-of-way, but the south bridge would require coordination with adjacent property owners.

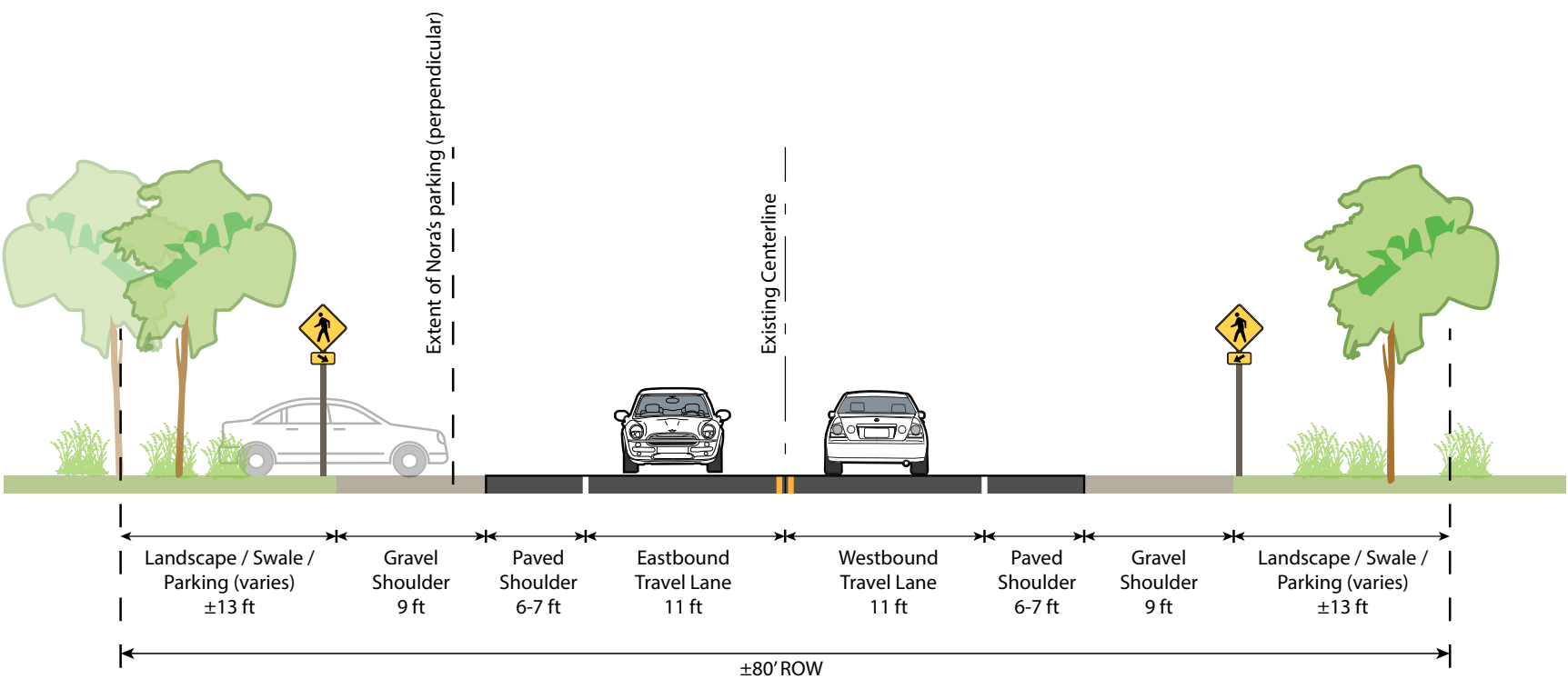




# SEGMENT 2: WY-22 FALL CREEK ROAD TO FISH CREEK | CONCEPT C *continued*

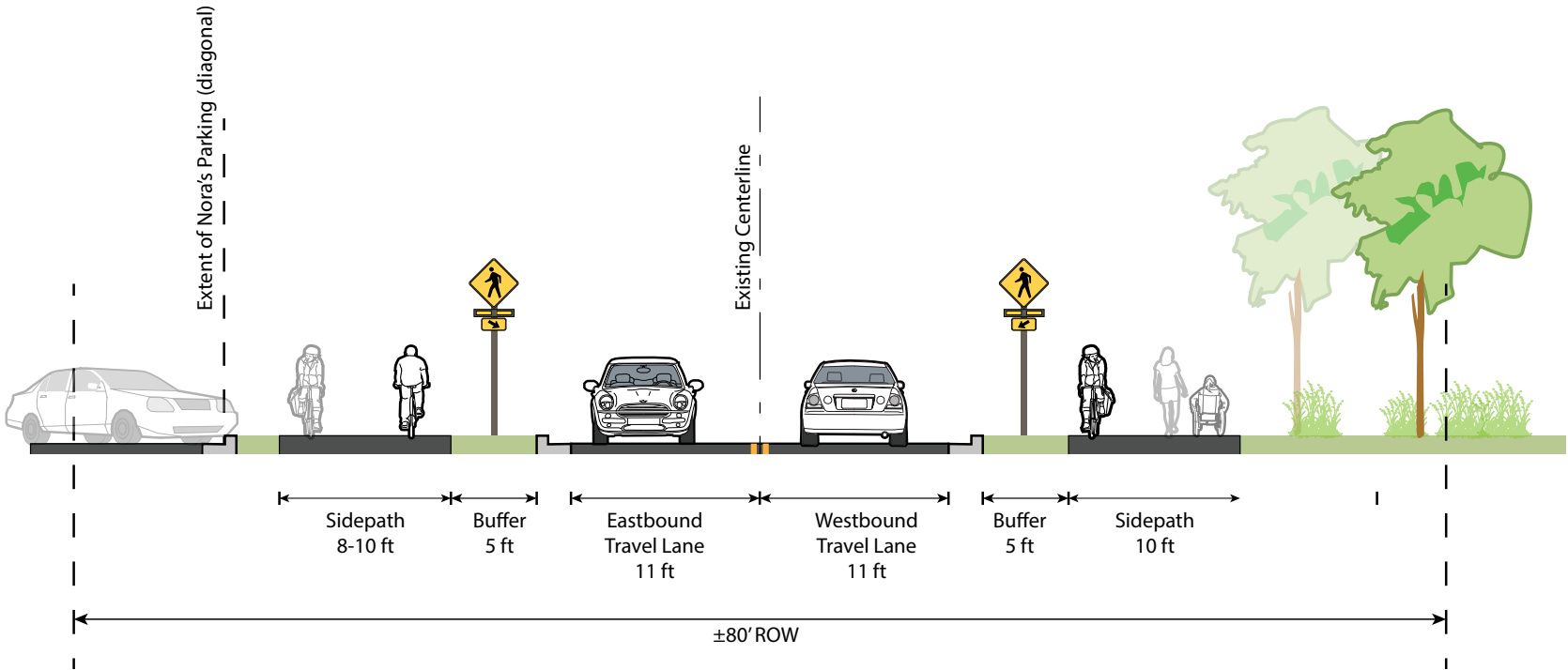
## SECTION C1

EXISTING CONDITIONS, LOOKING WEST



CONCEPT C, LOOKING WEST

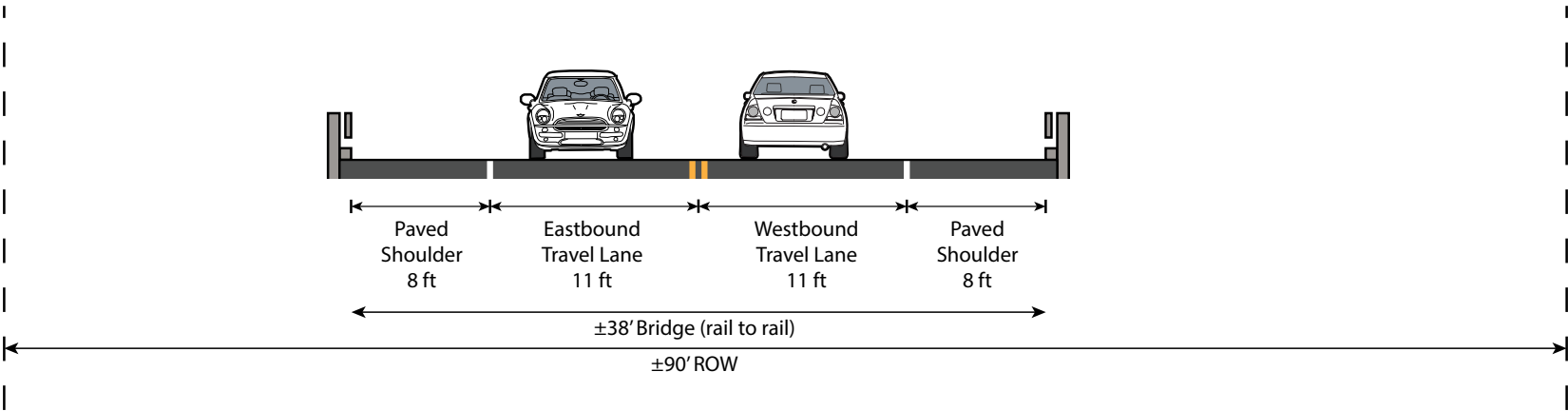
- Sidepath on south side may vary in width to accommodate parking in front of Nora's (maintain min. 8' width)
- Add Rectangular Rapid Flashing Beacons (RRFBs) to improve yielding behavior
- Add curb and gutter
- No pedestrian refuge, but crossing distance is decreased with curb and gutter (no shoulder necessary)



SEGMENT 2: FALL CREEK ROAD TO  
FISH CREEK | CONCEPT C *continued*

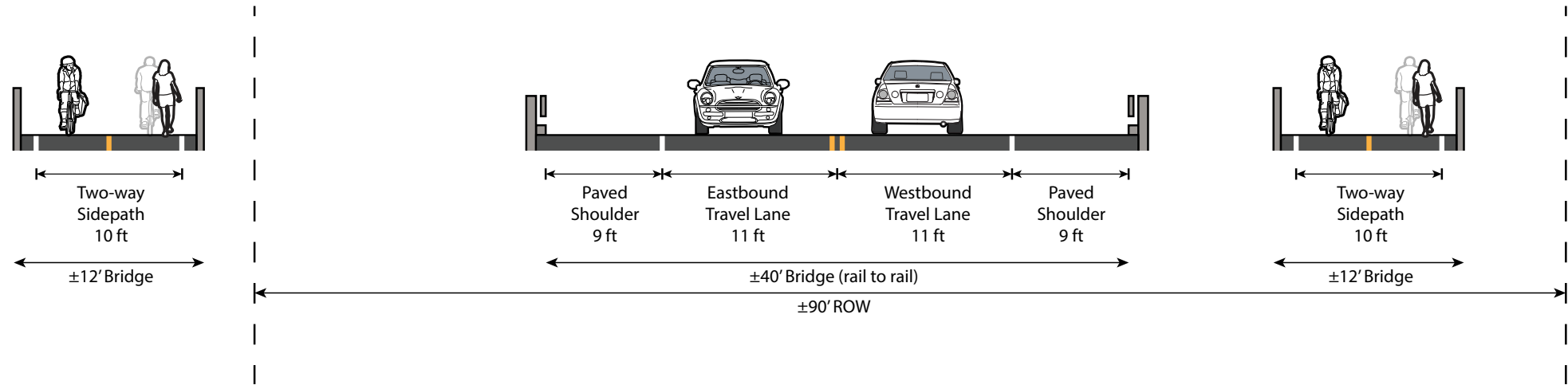
SECTION C2

EXISTING CONDITIONS, LOOKING WEST



CONCEPT C, LOOKING WEST

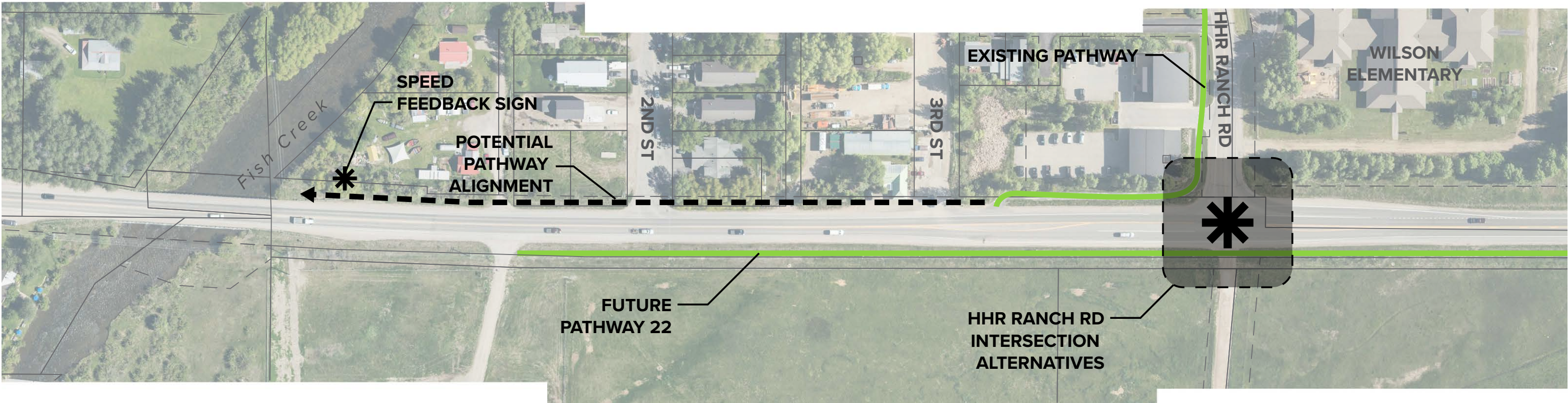
- Separate bike/ped bridges
- South bridge outside of ROW to avoid conflicts with utility poles



# SEGMENT 3: WY-22 FISH CREEK TO HHR RANCH ROAD

## CREATING A SENSE OF ARRIVAL

Similar to the west end of the corridor, managing speed and creating a sense of arrival is one of the main objectives for west bound traffic entering Wilson from the east. The approaching posted speed limit is 35 mph, changing to 25 mph at Fish Creek. Connecting existing and planned sidepaths on both sides of WY-22 is also desired. To mitigate these concerns, a number of alternatives have been developed for the HHR Ranch Rd intersection. These alternatives are described starting on page 61.



# HHR RANCH ROAD ALTERNATIVES

Based on public feedback from the first public open house and discussions with Teton County Staff, the HHR Ranch Road / WY 22 intersection presents a number of challenges to creating a safe and connected multimodal transportation system through Wilson. These include:

- High vehicular speeds; particularly west-bound entering into the Wilson commercial core
- Noted difficulty for drivers making left turns onto WY-22 from HHR Ranch Road at the AM peak (Wilson School)
- Connecting the planned Path 22 pathway on the south side of WY-22 to Wilson Elementary and the pathway on the northwest corner of HHR Ranch Road and WY-22
- Increasing levels of through traffic on WY-22 year-over-year
- Achieving the above objectives with minimum impact to traffic continuing along WY-22

During the development of the Wilson Multimodal Transportation Study the following practical alternatives attempt to balance the needs of regional WY-22 roadway users and the needs of local users. Each practical alternative met the project challenge differently with none meeting all of the stated objectives. Of the solutions described below, the roundabout and full signal were identified as possible intersection strategies for HHR Ranch Road in the WY 22 / 390 Planning and Environmental Linkages (PELS) Study from 2014.

## PEDESTRIAN HYBRID BEACON

Per the FHWA Field Guide for Selecting Countermeasures at Uncontrolled Pedestrian Crossing Locations, there are two potentially appropriate options for providing an at-grade pedestrian crossing at the WY-22 / HHR Ranch Road intersection. These treatments include rectangular rapid flashing beacons (RRFBs) or pedestrian hybrid beacons (PHBs). Given the nearby location of Wilson Elementary School and the “all ages and abilities” nature of the two adjacent sidepaths, the Planning Team recommends that only the PHB be considered as it provides a clear “stop” indication to approaching traffic and pedestrian signal indications to pathway users. A recent 2019 FHWA commissioned study of rural high-speed (50 mph) PHB applications found yielding rates unchanged (97% average) from urban lower speed locations. The MUTCD Chapter 4F provides warrant guidance for PHBs, though these thresholds are not mandatory. It is unclear if a warrant analysis is needed or possible in this location as there is no existing pathway facility to create a crossing need at the present. According to the MUTCD guidance, approximately 20 persons per hour (PPH) in one hour would be needed to warrant a PHB at

this location which may be attainable given the nearby elementary school and anticipated pathway traffic. The PHB would also provide much better warning to drivers than a RRFB, which activates immediately upon pressing the button. The PHB has a flashing yellow and solid yellow interval that can be adjusted by approach speed prior to the pedestrian signal and solid red indication being activated.

Other considerations:

- A hybrid beacon would complicate left turns from HHR ranch road as there would be no obvious indication to drivers that the beacon is active nor whether turning is allowed. Drivers would undoubtedly attempt to exploit gaps which could result in unsafe behavior. It is undesirable to use a hybrid beacon to facilitate left turns; for this eventuality, see the Full Signal option described later.
- A median refuge could also be configured with the Hybrid Beacon to slow traffic entering Wilson if desired.
- Overhead lighting would be necessary to illuminate the pedestrian crossing and may impact Wilson’s rural community character



## PATHWAY UNDERCROSSING

Construction of a grade-separated pedestrian undercrossing linking the planned Path 22 pathway on the south side of WY-22 to the existing sidepath which dead-ends on the north side of WY-22 is another possible treatment. The presence of a high-water table is likely to complicate construction and may require the installation of a sump system to keep the undercrossing dry. This could have broader impacts on nearby wetlands. Right-of-way would need to be acquired to daylight the pedestrian underpass on the Wilson Elementary School parcel and on the south side of WY 22 to provide ramps down to the underpass elevation.

Other considerations:

- Retaining walls and guardrails may be required to facilitate ramping down to undercrossing elevation in line with WY-22.
- Potential impacts to adjacent wetlands.
- Does not address facilitating left turning from HHR Ranch Road.
- Would not moderate speeds on WY-22 without other more specific infrastructure changes
- Lighting would be required to illuminate the pathway undercrossing



ROUNDAABOUT (SINGLE LANE)

Another potential solution for the WY-22/ HHR Ranch Road intersection would be to construct a roundabout. The Wyoming Highways 22 and 390 PELS study identified HHR Ranch Road, among other minor intersections along the corridor, as potential candidates for roundabouts.

Other considerations:

- The roundabout would slow traffic speeds entering the Wilson commercial core which was frequently cited as an issue among public meeting participants.
- The roundabout would facilitate a connection between the sidepath on the north side of WY-22 and the planned Pathway 22 project on the south side by allowing pathway users to cross a single travel lane at a time by utilizing roundabout splitter islands as refuges. Driver yielding is proportional to roundabout exit speed. A 2005 study on driver yielding to pedestrians in roundabouts found that yielding rates varied from 65% at 20mph and decreased to as low as 20% at 25mph. Supplemental RRFBs would likely be recommended to improve bicycle and pedestrian safety.
- The roundabout would facilitate vehicular left turns from HHR Ranch Round onto WY-22.
- The roundabout would provide a gateway for the community of Wilson and create an opportunity for unique placemaking treatments.
- Current traffic growth projection show that the roundabout would begin to fail within 10-15 years during peak traffic periods.
- Intersection lighting would be required and may impact Wilson’s rural community character



FULL SIGNAL

Based purely on traffic control flexibility, it makes sense to consider the application of a fully signalized intersection at HHR Ranch Road. A signal can provide safe crossings for pathway users and also be a dynamic way to control exiting traffic from HHR Ranch Road onto WY 22. If WY 22 continues to experience substantial traffic volume growth a full signal may continue to operate acceptably after a roundabout reaches capacity. The planning team understands that feedback from the Wilson community did not favor the use of full signals. WYDOT similarly does not support installing a signal at this location.

Other considerations:

- No existing signal warrants are met at HHR Ranch Road
- Signal would not control speeds along WY 22 outside of activation times.
- Overhead intersection lighting would be required and may impact Wilson’s rural community character





# HHR Alternatives Analysis

Based on the four options presented, the project team performed a qualitative analysis on a variety of potential categories based on the Plan goals, WYDOT operational criteria, and public support. Alternatives were scored according to the following methodology:

High = Fully supportive of project goal; meets all operational parameters; has few constructability constraints  
Medium = Partially supports a project goal; meets some but not all operational parameters; moderate constraints limiting construction  
Low = Does not support a project goal; does not meet operational parameters; many constraints limiting construction

Table 4.1 Alternatives Analysis

Project Goals									WYDOT Operations		Feasibility Criteria			
Intersection Strategy	Description	Photo Example	Maintains rural character of Wilson	Uses natural features to establish community gateway	Encourages biking and walking	Formalizes business access, circulation, and parking	Prioritizes safety for all modes	Received strong public support	WY-22 Operations (Current)	WY-22 Operations 2040	Maintenance	ROW Required	Cost	Constructability
Pathway Undercrossing	Pathway undercrossing would fully separate pathway users from WY-22 traffic and connect the planned pathways on both sides of WY-22.		High (limited visual impact)	High	High (most safety for trail users)	N/A	High	High (most public support)	High	High	Low (requires intensive maintenance)	Low (some ROW required)	Low (high cost)	Low (difficult to construct)
Pedestrian Hybrid Beacon	A pedestrian hybrid beacon (PHB) would accommodate trail users crossing WY-22.		Low (impactful to rural character)	Medium	Medium	Low	Medium	Low	High (performs well)	High (performs well)	High (limited maintenance required)	High (no acquisition anticipated)	Medium	High
Roundabout	A single lane roundabout would slow traffic entering Wilson and allow trail users to cross a single lane at a time across WY-22. RRFB's are recommended at the trail crossing leg of the intersection. Access from HHR Ranch Road would be improved for motorists as well.		High	High	Medium	High (facilitates local access from HHR Ranch Road)	Medium	Medium	High (performs well)	Low (LOS F by design year)	Medium (complicates plowing)	Low (acquisition required)	Medium / High (high cost)	High
Signalized Intersection	A full traffic signal would control traffic and trail crossings at the HHR Ranch Road intersection.		Low (impactful to rural character)	Medium	Medium	High (facilitates local access from HHR Ranch Road)	Medium	Low	LOS B but does not meet signal warrants	LOS C but does not meet signal warrants	High (limited maintenance)	High (no acquisition anticipated)	Medium	High

TRAFFIC ANALYSIS

While the pathway undercrossing would avoid impact to WY-22 delay, this alternative has limitations and unknown feasibility that would require further study beyond the scope of this planning effort. This section of the Teton County roadway system is worth a discussion in deeper detail with regard to the three alternative at-grade traffic control options to provide an understanding of not only the segment's context, but its limits when looking 10-20 years into the future.

Volume Ranges

The traffic volumes in the vicinity of Wilson vary dramatically. Traffic using Teton Pass to Idaho ranges from 5,300 vehicles per day in March to just under 9,400 vehicles per day on average in July. Traffic within Wilson is more complex as the Teton Pass traffic is combined with local Wilson trips (like to the post office or gas station) and trips from Jackson and Teton Village. Volumes range on average from just over 10,000 vehicles per day in March to nearly 16,000 in July. Looking at the data in detail shows that several days within the summer do reach as high as 17,000 vehicles per day. East of the WY-390 intersection volumes grow more dramatically above 23,000 in July where traffic between Jackson and Teton village moves. This seasonal change and the relationship between segment volumes is depicted in Figures 4.2 and 4.3.

Observationally, traffic backups in Wilson tend to concentrate in two places. The first is for vehicles entering Wilson from Teton Pass. Slowdowns caused by turning vehicles in town can ripple up hill for a significant distance. The second happens at the WY-390 intersection and is primarily a PM commute issue for westbound traffic. The provision of a left turn lane with the preferred configuration of WY-22 though Wilson (as recommended by the Wilson Multimodal Transportation Study) may somewhat help improve the congestion coming into Wilson from Teton Pass.

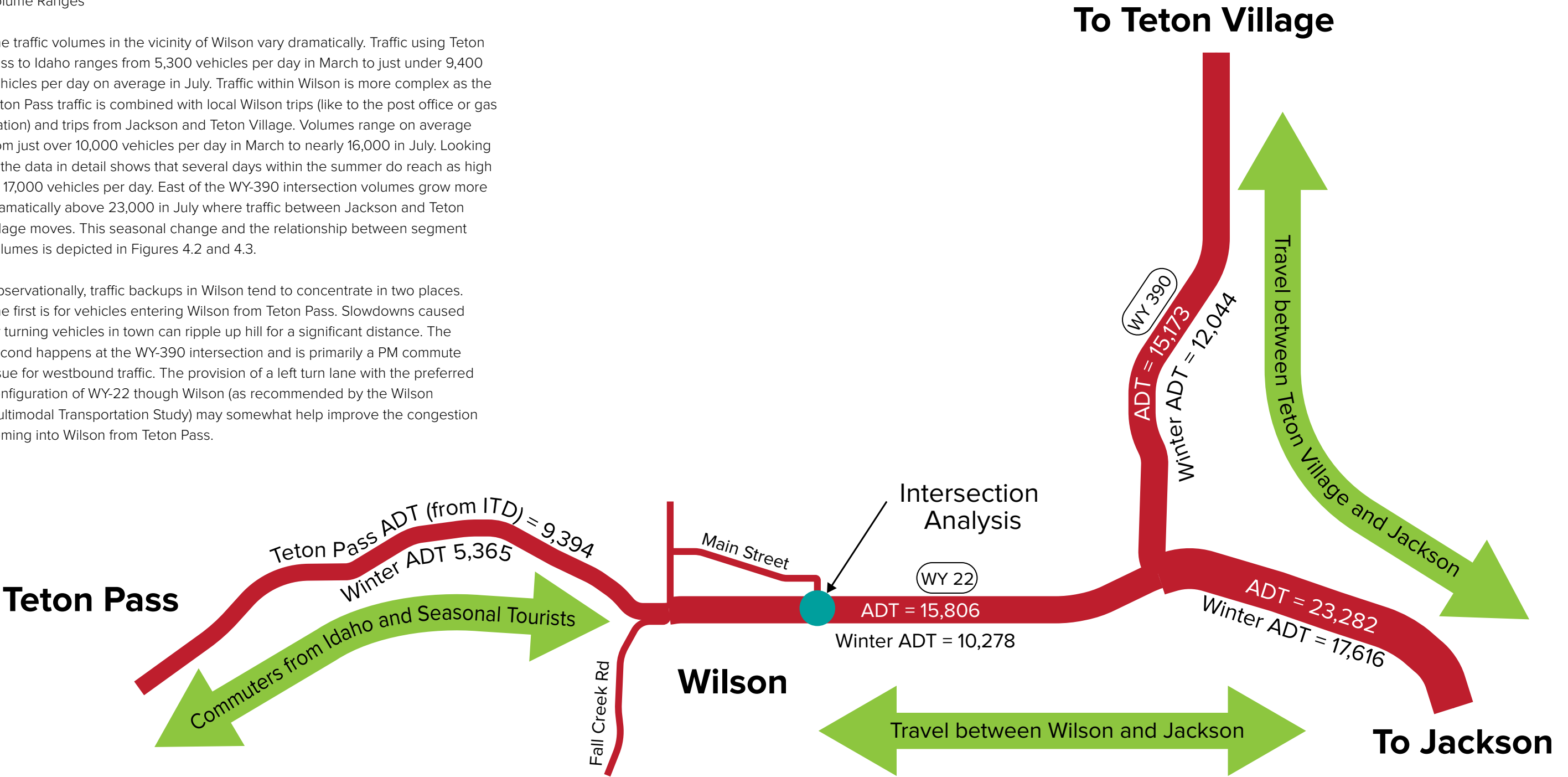
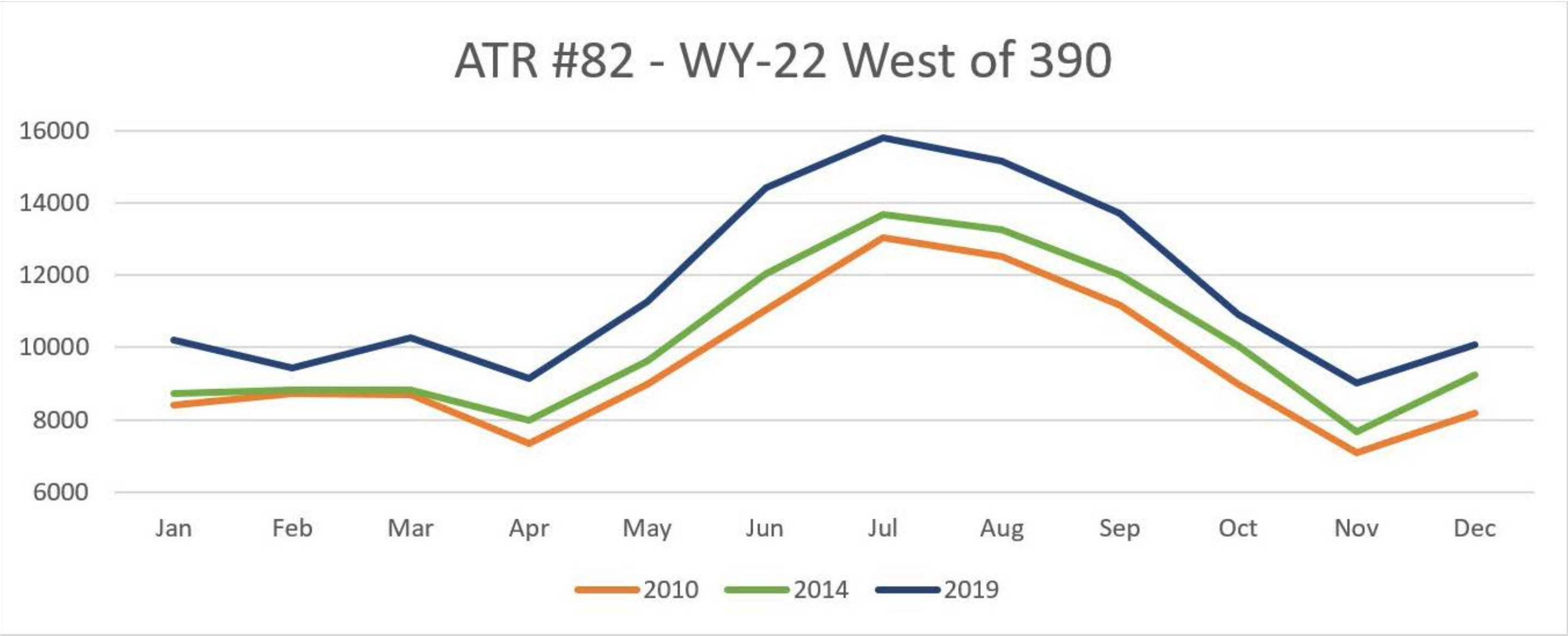


Figure 4.2 Segment Volumes in Vicinity of Wilson



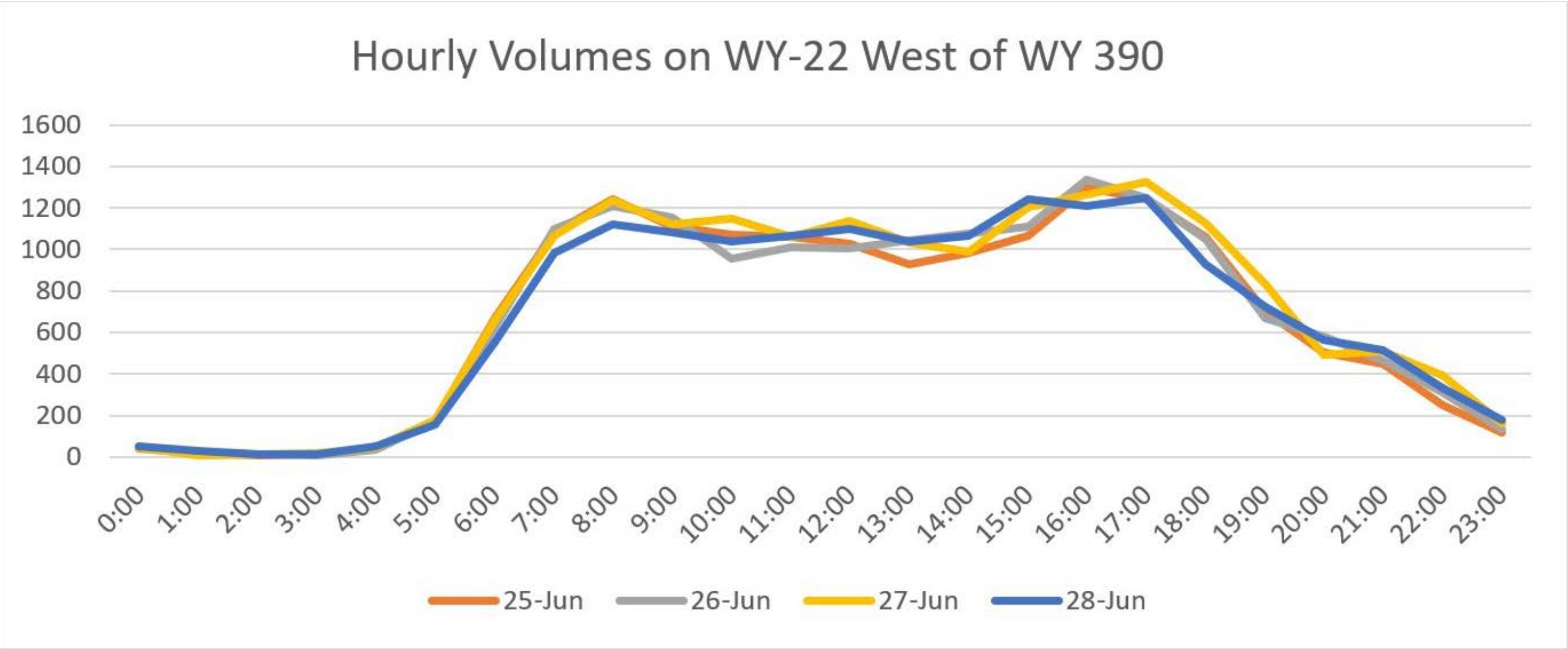
**Figure 4.3** Monthly Average Daily Traffic Near Wilson

From Figure 4.3 it can be seen that the seasonal peaks are a heavy influence on the traffic conditions experienced along WY-22. It should be noted that July has the highest average and the peak is most pronounced in mid-June through mid-September or for about three months of the year. **For the other nine months of the year, traffic volumes are more manageable and have substantial excess capacity.**

Also shown in Figure 4.3 is the growth seen from 2010 to 2019. WYDOT traffic analysis for this segment in the 2014 Planning and Environmental Linkages Study looks at growth between 1990 and 2010 and estimates a 2% annual growth rate. Based on the WYDOT average annual daily traffic (AADT) between 2010 and 2019 a 2.3% growth rate is evident, though individual years have ranged from -2.3 to +5.5% changes. Clearly, as the region continues to absorb new residents and see more visitors, there will be additional pressure on this section of roadway in the years ahead.

**2019 Peak**  
To add hourly context to the concept of the theoretical capacity is for WY-22 just east of HHR Ranch Road, the four busiest days of 2019 are plotted by hour in Figure 4.4 These days were June 25-28 with the following observations:

- The PM Peak is slightly higher than the AM peak,
- Volumes don't fall substantially the middle of the day; and as a result,
- The volumes in the peak two hours range from 7.4 to 8.2% of the total daily volume, less than the 10% rule of thumb
- The highest hourly volume recorded in 2019 was 1,338 vehicles per hour in both directions
- The daily volume for these busiest days ranged from just over 16,000 to 17,086 at the highest

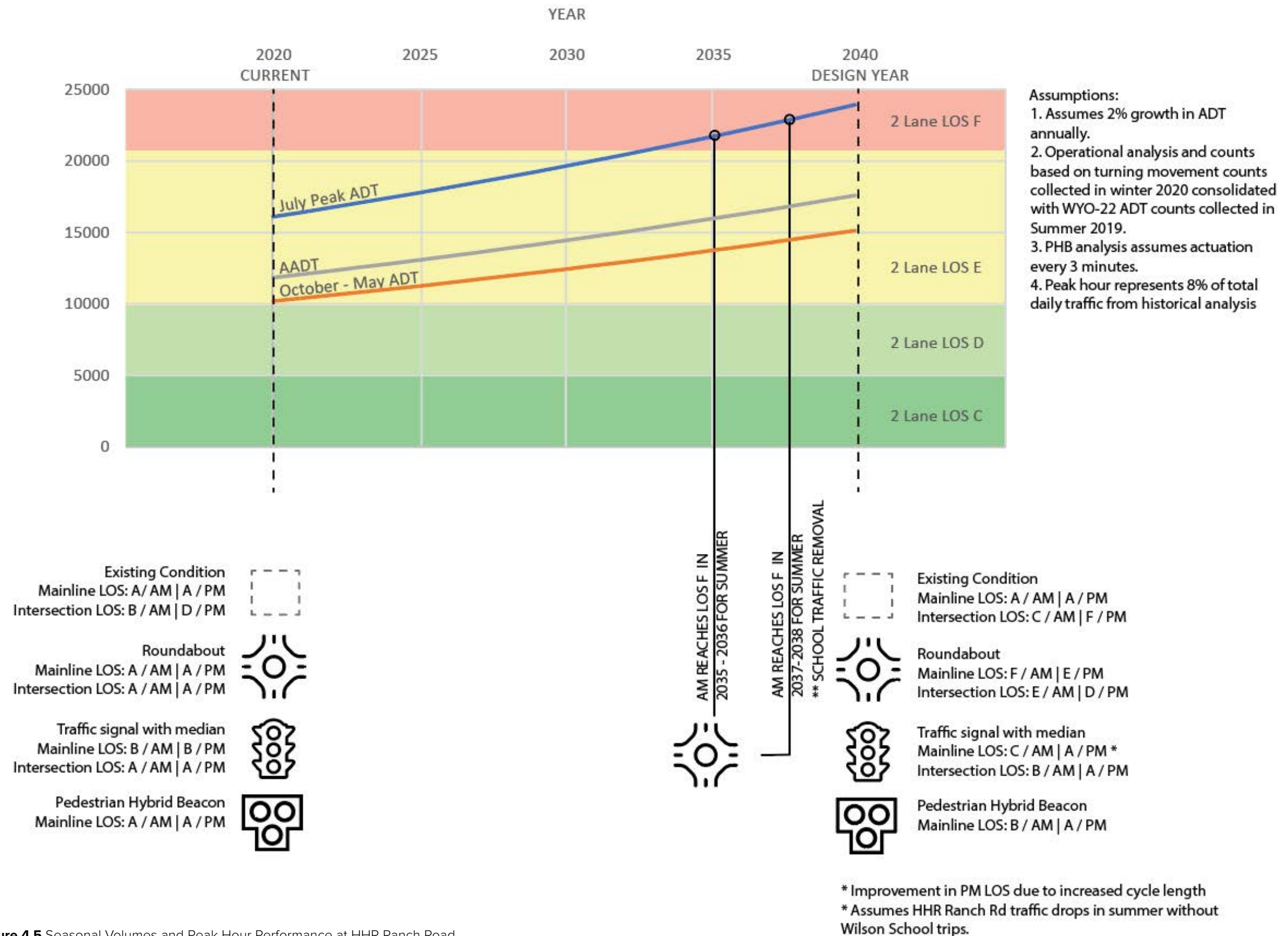


**Figure 4.4** Hourly Volumes During the Four Heaviest Trafficked Days in 2019

**Level of Service at HHR Ranch Road**

2019 summer (July) and winter (October - March) average daily traffic counts provided by WYDOT were used to generate an existing condition of approximately 15,800 and 10,000 vehicles per day respectively. The counts were then escalated into the future in accordance with the historical 2% annual average escalation experienced from 1990 to 2019. To analyze peak conditions at HHR Ranch Road, the summer hourly peaks were normalized by directional split according with winter 2020 turning movement counts. Peak hours were estimated to be approximately 8% of the full day ADT based on the hourly volumes shown in Figure 4.4. The HHR Ranch Road intersection was then analyzed for 2020 (base year) and 2040 (design year) using Synchro 9. Figure 4.5 shows the seasonal ADT variation and the current and 2040 levels of service expected with each design alternative. Of the alternatives, only the roundabout was shown to reach failure. This date is somewhat unknown, only that it will likely happen during the three

summer months somewhere between 2035 and 2038 assuming the previous 2% annual average escalation continues to hold true. This date estimation is unclear due to the fact that turning movement counts analyzed included traffic associated with the Wilson School and during the summer, when mainline WY-22 volumes are at their highest, school would not be in session. The 2038 date represents an estimate when excluding 50% of the AM peak left turns onto WY-22. Collecting turning movement counts in July would help resolve this. Table 1 also depicts the AM and PM peak levels of service and seconds of delay for both the mainline (WY-22) and the intersection as a whole under each alternative.



Note: Summertime volumes may be higher and result in increased delay for mainline and side street movements

\*2040 PM values report lower due to a longer cycle length and providing more time for mainline direction

\*\*PHB activation was set to 3 mins to represent a crossing every 3 minutes

\*\*\*Failure year for the roundabout in the AM is approximately 2035 – 2038 depending on school traffic

Table 4.2 Level of Service and Delay for HHR Ranch Road

		No-Build (Undercrossing)		Roundabout		Traffic Signal*		Pedestrian Hybrid Beacon**	
		Peak Direction	Intersection	Peak Direction	Intersection	Peak Direction	Intersection	Peak Direction	Intersection
		Delay (sec/veh)/ LOS	Delay (sec/veh) / LOS	Delay (sec/veh) / LOS	Delay (sec/veh) / LOS	Delay (sec/veh) / LOS	Delay (sec/veh) / LOS	Delay (sec/veh) / LOS	Delay (sec/veh) / LOS
2020	AM	0.3/A	13.2/B	9.6/A	7.9/A	11.6/B	9.2/A	3.0/A	2.6/A
	PM	0.2/A	30.8/D	9.0/A	7.8/A	10.2/B	9.0/A	2.9/A	2.6/A
2040	AM	0.2/A	22.9/C	69.7/F***	44.8/E	21.8/C	18.0/B	10.3/B	7.7/A
	PM	0.2/A	435.1/F	35.7/E	25.6/D	8.4/A	7.2/A	7.9/A	6.1/A

CONCLUSION

To reach a preferred alternative, the qualitative and quantitative analysis were weighed in equal importance. Ultimately the undercrossing was identified as the preferred alternative though additional feasibility analysis is needed before moving into design.

PEDESTRIAN HYBRID BEACON

A pedestrian Hybrid Beacon would provide a safe crossing for pathway users but would only stop traffic when people on bicycles or foot are present. As such it would interrupt traffic on WY 22 less than a full signal but would not facilitate left turns from HHR Ranch Road. One operational concern for implementing a hybrid beacon is that drivers looking to turn left onto WY 22 would likely exploit gaps created by the beacon without knowing how long they have before the beacon expires. This behavior is the reason this treatment may have some anticipated operational issues if implemented.

Strengths	Limitations
Provides safe signalized crossing of WY 22	Does not ease driver left turns or control speed when not active along WY 22
Performs well with WYDOT operations	Potential challenges surrounding operations and driver education
Moderate costs	Not consistent with the character of Wilson
Does not need to meet signal warrants to be installed	

Roundabout

The roundabout slows traffic and should be paired with a lowered speed limit between HHR Ranch Road and Fish Creek. Traffic turning left off of HHR Ranch Road onto WY-22 would be able to enter the roundabout with little delay in the AM peak as gaps in westbound traffic permit. Any vehicle entering the roundabout from HHR would require eastbound traffic on WY-22 to yield and

interrupt the flow. This interruption would be minor but would result in some level of congestion west of and through this intersection. It would likely just keep overall traffic moving, albeit more slowly through Wilson as a whole from the bottom of Teton Pass (where there is already frequent congestion). A roundabout could be built in such a way that would not be out of place in a small rural community like Wilson. Pathway crossings could be integrated into the roundabout with the pathway only needing to cross one lane of traffic at a time. The roundabout may ultimately fail in the AM peak somewhere between 2035 and 2038 depending on more accurate counts on HHR Ranch Road and if traffic continues to grow in accordance with historical observations. This failure would be limited to the peak 3 months of the year, for three hours of the day on some days of the week depending on the month. June 2019 showed daily volumes range from 9,600 to over 17,000 vehicles per day. Failure would extend slow moving traffic into Wilson in the AM peak representing just under 70 seconds of total delay. PM performance is better and estimated at a LOS E for WY-22 in the PM Peak with approximately 40 seconds of delay.

Strengths	Limitations
Facilitates a pathway crossing	Maintenance challenges
Manages vehicular speeds entering Wilson	Requires additional ROW
Improves left turns onto WY 22 from HHR Ranch Road	Impacts WY 22 capacity (LOS F by 2035-2038)
Creates a gateway into Wilson	Relatively high cost

Traffic Signal

A traffic signal at HHR Ranch Road would process traffic more efficiently than the roundabout from the perspective of WY-22 mainline traffic with longer delays for HHR Ranch Road traffic. This delay is markedly shorter than the no-build scenario which sees delay increase dramatically in 2040 with 435 seconds of delay (over seven minutes). The traffic signal would provide a signalized pathway crossing in addition to the benefits to HHR Ranch Road traffic. The signal would maintain free flow for most WY-22 traffic, stopping it only when necessary. A signal would

not embrace the character of Wilson and may meet some local opposition. In addition, a traffic signal at HHR Ranch Road would not meet signal warrants as described in the MUTCD.

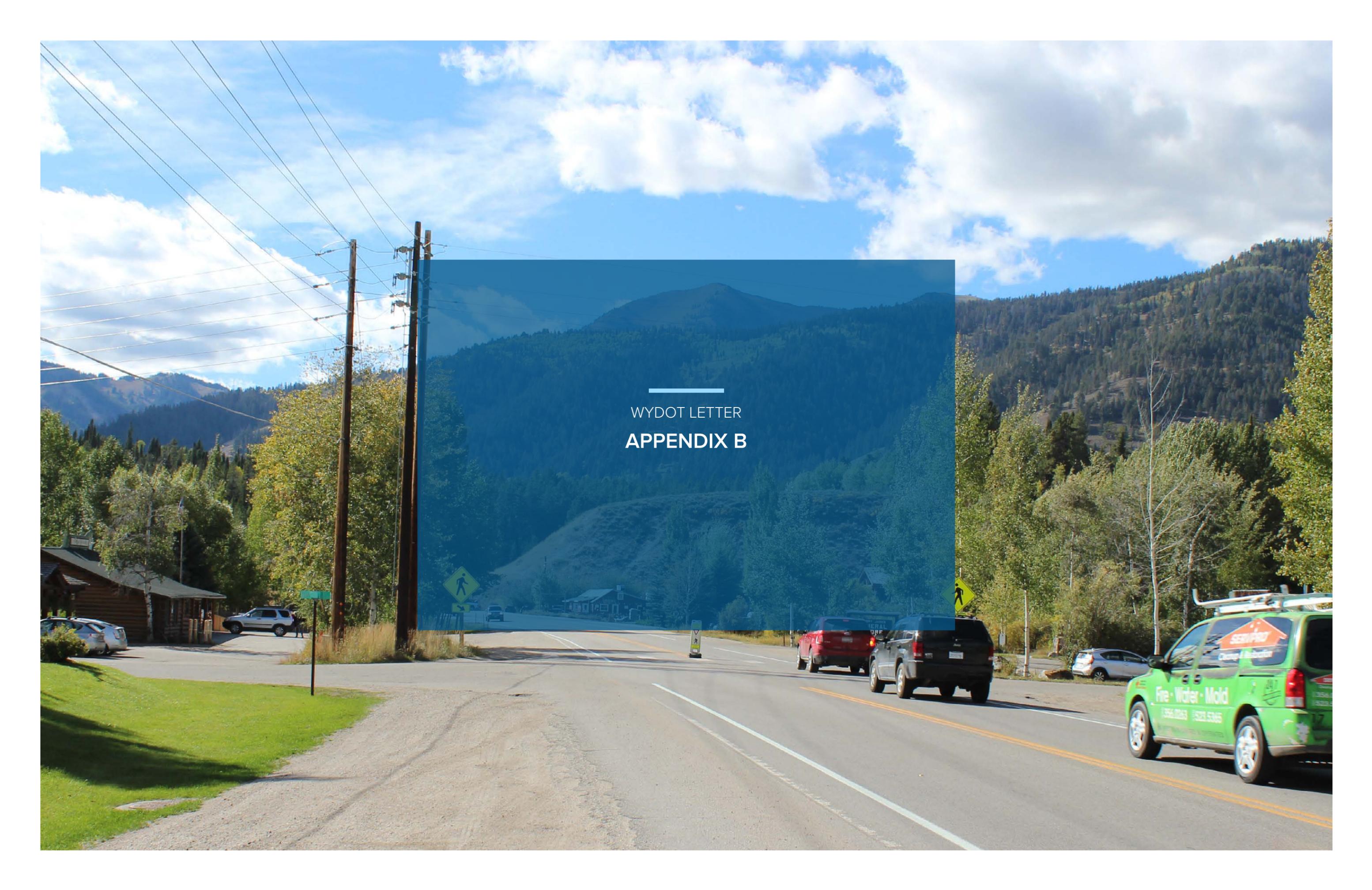
Strengths	Limitations
Facilitates a safe pathway crossing	Not consistent with the character of Wilson
Improves access to WY 22 from HHR Ranch Road	Would not meet signal warrants as outlined in the MUTCD



Pathway Undercrossing (Preferred Alternative)

Of the various intersection strategies studied, a pathway undercrossing in the vicinity of the HHR Ranch Road intersection received the most public support when alternatives were presented during the Fall of 2020. This solution would undoubtedly provide the safest crossing for pathway users, however complicating issues do exist including a high water table (potentially necessitating the need for a sump system), challenges with maintaining the underpass, and additional right-of-way required to facilitate ramps to the undercrossing. Additional engineering study is needed to understand how these challenges may be addressed. In addition, an underpass would not specifically address residents’ desires for reduced speeds through their community.

Strengths	Limitations
Provides safest crossing for pathway users	Does not ease driver left turns onto WY 22
Does not impact WY 22 capacity	Does not manage traffic speeds entering Wilson
Highest level of public support	Constructability challenges



WYDOT LETTER  
**APPENDIX B**