

Regular Joint Meeting

June 2, 2025

1:30 PM

Town Council Chambers

Chair: Arne Jorgensen

NOTICE: THE VIDEO AND AUDIO FOR THIS MEETING ARE STREAMED TO THE PUBLIC VIA THE INTERNET AND MOBILE DEVICES WITH VIEWS THAT ENCOMPASS ALL AREAS, PARTICIPANTS AND AUDIENCE MEMBERS. PLEASE SILENCE ALL ELECTRONIC DEVICES DURING THE MEETING.

I. ZOOM LINK FOR PUBLIC PARTICIPATION

The Town and County reserve the right to close Public Comment via Zoom at any time. In-person comment will continue to be taken and written comments can always be submitted to Town Council by emailing electedofficials@jacksonwy.gov and to County Commissioners by emailing commissioners@tetoncountywy.gov.

To join, click link or copy it to your browser: <https://us02web.zoom.us/j/89439953596?pwd=IHluPVWJ3dw2NhoxRV7q8E6eaWeMUy.1>

Or join at zoom.com with Webinar ID: **894 3995 3596** and Password: **83001** or by phone: **+1 346 248 7799**

II. CALL TO ORDER, ROLL CALL, AND ANNOUNCEMENTS

III. PUBLIC COMMENT

This section is reserved for comments on items that are not otherwise included in this agenda. Public comment is limited to 3 minutes. As a general practice, the Electeds will not hold discussion or debate these comments. Nor will they make any decisions presented during this time, but rather refer to staff for follow-up. If you would like to communicate with the Electeds during the meeting, please address them during this open public comment, when public comment is called for on a specific agenda item or send an email to council@jacksonwy.gov and commissioners@tetoncountywy.gov.

IV. CONSENT CALENDAR

A. Meeting Minutes

1. April 28, 2025 Special Joint Meeting
2. April 29, 2025 Special Joint Meeting
3. May 5, 2025 Regular Joint Meeting
4. May 8, 2025 Special Joint Meeting
5. May 13, 2025 Special Joint Meeting

V. DISCUSSION/ACTION ITEMS

- A. Safe Streets for All Comprehensive Safety Action Plan Adoption (Brian Schilling, 60 mins)
- B. WY22 Transportation Advisory Committee Memorandum (Charlotte Frei, 30 mins)
- C. FY26 Joint Department/Division and Board Budget Review (Tyler Sinclair & Jodie Pond)

VI. MATTERS FROM COUNCIL, COMMISSIONERS AND STAFF

VII. PROPOSED ITEMS FOR FUTURE JOINT INFORMATION MEETINGS

July - Transportation System Monitoring Update: Traffic Impact Study Guidelines

VIII. ADJOURN - COUNTY ONLY

IX. ADJOURN TO EXECUTIVE SESSION - TOWN ONLY

Please note that at any point during the meeting, the Chair or Mayor may change the order of items listed on this agenda. In order to ensure that you are present at the time your item of interest is discussed, please join the meeting at the beginning to hear any changes to the schedule or agenda.

Adjourn to executive session to consider the selection of a site or the purchase of real estate when the publicity regarding the consideration would cause a likelihood of an increase in price in accordance with Wyoming Statute 16-4-405(a)(vii) and to consider matters concerning litigation to which the governing body is a party or proposed litigation to which the governing body may be a party in accordance with Wyoming Statute 16-4-405(a)(iii).

Please note that at any point during the meeting, the Chair or Mayor may change the order of items listed on this agenda. In order to ensure that you are present at the time your item of interest is discussed, please join the meeting at the beginning to hear any changes to the schedule or agenda.

**JOINT PROCEEDINGS
BOARD OF COUNTY COMMISSIONERS AND TOWN COUNCIL MEETING**

APRIL 28, 2025

JACKSON, WYOMING

The Teton County Board of County Commissioners met in conjunction with the Jackson Town Council in a special joint meeting (JM) at 9:25 a.m. in the County Commissioner's Chambers located at 200 S. Willow St. This meeting was held in-person and through the Zoom platform. Upon roll call the following were found to be present:

COUNTY COMMISSIONERS: Mark Newcomb, Chair, Wes Gardner, Vice-Chair, Natalia Macker, and Len Carlman. Luther Propst entered at 11:11 a.m.

TOWN COUNCIL: Mayor Arne Jorgensen, Jonathan Schechter, Kevin Regan, Alyson Sperry, and Devon Viehman.

STAFF: Maureen Murphy, Katie Smits, Jodie Pond, Tyler Sinclair, Chris Neubecker, Kristen Waters, Cal Brackin, and Rose Robertson.

FISCAL YEAR 2026 BUDGET WORKSHOP

Representatives of Health and Human Service agencies presented budget requests for Fiscal Year 2026:

- a. Coombs Outdoors – Molly Watters and Miriam Oya of Camina Conmigo
- b. Good Samaritan Mission – Jeremy Aughenbaugh
- c. LegacyWorks Group – Allison Parker in person and Michelle Heaton via Zoom
- d. Central Wyoming College – Brad Tyndall and Sandy Chio
- e. Children's Learning Center – Nicole Philbin and Miriam Morillon

The meeting recessed at 11:11 a.m. and reconvened at 11:19 a.m.

- f. Community Entry Services – Rick Christensen
- g. One 22 – Sharel Lund
- h. JH Historical Society & Museum – Kirsten Corbett

ADJOURN

On behalf of the Town, a motion was made by Councilmember Schechter and seconded by Councilmember Viehman to adjourn. Mayor Jorgensen called for a vote. The vote showed all in favor and the motion carried for the Town.

The meeting adjourned at 11:51 a.m. for the Town.

The meeting recessed at 11:51 a.m. for the County. The BCC Voucher Meeting will reconvene at 1:30 p.m.

BOARD OF COUNTY COMMISSIONERS

Mark Newcomb, Chair

ATTEST:

Maureen E. Murphy, County Clerk

TOWN OF JACKSON

Arne Jorgensen, Mayor

ATTEST:

Riley Hovorka, Town Clerk

**JOINT PROCEEDINGS
BOARD OF COUNTY COMMISSIONERS AND TOWN COUNCIL MEETING**

APRIL 29, 2025

JACKSON, WYOMING

The Teton County Board of County Commissioners met in conjunction with the Jackson Town Council in a special joint meeting (JM) at 9:02 a.m. in the County Commissioner's Chambers located at 200 S. Willow St. This meeting was held in-person and through the Zoom platform. Upon roll call the following were found to be present:

COUNTY COMMISSIONERS: Mark Newcomb, Chair, Wes Gardner, Vice-Chair, Natalia Macker, Luther Propst, and Len Carlman.

TOWN COUNCIL: Mayor Arne Jorgensen, Jonathan Schechter, Alyson Sperry, and Devon Viehman. Kevin Regan entered at 9:04 a.m.

STAFF: Jodie Pond, Tyler Sinclair, Maureen Murphy, Katie Smits, Kelly Thompson, Mike Moyer, Bruce Abel, Charlotte Frei, Heather Overholser, Amy Ramage, Max Moran, Lea Colasuonno, Tyler Florence, Steve Foster, Andy Erskine, and Rose Robertson.

FISCAL YEAR 2026 BUDGET WORKSHOP

The following topics were discussed concerning FY26 budget requests:

Introduction

Jodie Pond, Commissioners Administrator, and Tyler Sinclair, Town Manager, provided an overview of the joint requested and recommended FY26 budgets. Katie Smits, County Treasurer, presented an overview of the County Fund Balance.

Transportation/Pathways

Charlotte Frei, Regional Transportation Planning Administrator, presented transportation budget requests and answered questions. Brian Schilling, Pathways & Trails Program Coordinator, presented Pathways budget requests and answered questions.

START

Bruce Abel, START Director, Tyler Sinclair, and Jodie Pond presented budget requests and answered questions.

The meeting recessed at 10:28 a.m. and reconvened at 10:40 a.m.

Fire/EMS & Emergency Management

Mike Moyer, Fire/EMS Chief, Jodie Pond, Maureen Murphy, County Clerk, Kelly Thompson, Finance Director, and Rich Ochs, Emergency Management Division Coordinator, presented budget requests and answered questions.

Housing

April Norton, Housing Director, and Tyler Sinclair presented budget requests for the Housing Department and answered questions.

Planning

Chris Neubecker, Director of Planning and Building Services for Teton County, and Tyler Sinclair presented budget requests and answered questions.

Joint Discussion

The Board and Council held discussion regarding START.

Tyler Sinclair, Bruce Abel, and Charlotte Frei answered questions.

The Board and Council held discussion regarding Emergency Management.

Jodie Pond, Maureen Murphy, and Tyler Sinclair answered questions.

The meeting recessed at 11:52 a.m. and reconvened at 1:31 p.m.

Parks & Recreation

Tyler Florence, Director of Parks & Recreation, Jodie Pond, Max Moran, Project Manager, Steve Foster, Interim Director of Parks and Recreation, and Tyler Sinclair presented budget requests and answered questions.

The meeting recessed at 2:04 p.m. and reconvened at 2:10 p.m.

Councilmember Viehman exited at 2:20 p.m.

Jackson Hole Airport

Michelle Anderson, Assistant Director, in person, and Jim Elwood, Executive Director, via Zoom, presented budget requests and answered questions.

Energy Conservation Works

Melissa Turley, Director of Energy Conservation Works, presented budget requests and answered questions.

Travel & Tourism Board

Julie Calder, Vice-Chair of the Travel & Tourism Board, and Crista Valentino, Executive Director, presented budget requests and answered questions.

Joint Discussion

Jodie Pond and Tyler Sinclair concluded the presentation of the joint requested and recommended FY26 budgets and outlined the future joint budget meeting schedule.

ADJOURN

On behalf of the County, a motion was made by Commissioner Macker and seconded by Commissioner Gardner to adjourn. Chair Newcomb called for a vote. The vote showed all in favor and the motion carried for the County.

On behalf of the Town, a motion was made by Councilmember Sperry and seconded by Councilmember Schechter to adjourn. Mayor Jorgensen called for a vote. The vote showed all in favor and the motion carried for the Town 4-0, with Councilmember Viehman absent.

The meeting adjourned at 4:03 p.m.

BOARD OF COUNTY COMMISSIONERS

Mark Newcomb, Chair

ATTEST:

Maureen E. Murphy, County Clerk

TOWN OF JACKSON

Arne Jorgensen, Mayor

ATTEST:

Riley Hovorka, Town Clerk

JOINT PROCEEDINGS – UNAPPROVED
TOWN COUNCIL AND BOARD OF COUNTY COMMISSIONERS MEETING

MAY 5, 2025

JACKSON, WYOMING

The Jackson Town Council and the Teton County Board of County Commissioners met in a regular joint meeting (JM) at 1:30 p.m. in the Town Council Chambers located at 150 East Pearl Avenue in Jackson. This meeting was held in-person and through the Zoom platform. Upon roll call the following were found to be present:

TOWN COUNCIL: Mayor Arne Jorgensen, Jonathan Schechter, Devon Viehman, Kevin Regan, and Alyson Sperry.

COUNTY COMMISSIONERS: Chairman Mark Newcomb, Wes Gardner, Luther Propst, Natalia Macker, and Len Carlman.

STAFF: Tyler Sinclair, Roxanne Robinson, Lea Colasuonno, Keith Gingery, Jodie Pond, Floren Poliseo, April Norton, Kristi Malone, Charlotte Frei, Miles Contreras, Mike Moyer, Ryan Hostetter, and Riley Hovorka.

Public Comment. There was no public comment.

Consent Calendar. There was no public comment on the consent calendar. On behalf of the Town, a motion was made by Jonathan Schechter and seconded by Devon Viehman to approve the consent calendar including items A-D as presented with the following motions. On behalf of the County, a motion was made by Natalia Macker and seconded by Len Carlman to approve the consent calendar including items A-D as presented with the following motions.

- A. **Meeting Minutes.** To approve meeting minutes from the April 7, 2025 Regular Joint Meeting and April 17, 2025 Special Joint Meeting.
- B. **Jackson Hole Airport Board FY26 Budget Consideration.** To approve the proposed FY26 budget of the Jackson Hole Airport Board as presented.
- C. **Energy Conservation Works FY26 Budget Consideration.** To approve the proposed FY26 budget of Energy Conservation Works as presented.
- D. **Fire/EMS Mini Pumper Funds Reallocation.** To reallocate funds of up to \$ 905,776 from the sale of two Mini Attack Pumpers to the capital projects as set forth in this staff report and direct the remaining funds to be placed in Fund 13 reserves.

On behalf of the Town, Mayor Jorgensen called for the vote. The vote showed all in favor. The motion carried for the Town.

On behalf of the County, Chair Newcomb called for the vote. The vote showed all in favor. The motion carried for the County.

Fire/EMS Joint Power Agreement Update. Jodie Pond and Tyler Sinclair made staff comment. On behalf of the Town, a motion was made by Jonathan Schechter and seconded by Devon Viehman to approve the Town of Jackson and Teton County Joint Power Agreement for Fire and Emergency Medical Services, subject to minor changes by staff. Mayor Jorgensen called for the vote. The vote showed all in favor. The motion carried for the Town.

On behalf of the County, a motion was made by Natalia Macker and seconded by Wes Gardner to approve the Town of Jackson and Teton County Joint Power Agreement for Fire and Emergency Medical Services, subject to minor changes by staff. Chair Newcomb called for the vote. The vote showed all in favor. The motion carried for the County.

Joint Long Range Planning Work. Ryan Hostetter made staff comment. Council and Commission held discussion with staff. There was no public comment. On behalf of the Town, a motion was made by Devon Viehman and seconded by Alyson Sperry to approve the proposed FY 26 Implementation Work Plan dated April 2025. Mayor Jorgensen called for the vote. The vote showed all in favor. The motion carried for the Town.

On behalf of the County, a motion was made by Len Carlman and seconded by Luther Propst to continue. Chairman Newcomb called for the vote. The vote showed 3-2 with Luther Propst, Natalia Macker, and Len Carlman in favor and Wes Gardner and Mark Newcomb opposed. The motion carried for the County.

Housing Supply Plan and Work Plan. April Norton made staff comment. Council and Commission held discussion with staff. There was no public comment. On behalf of the Town, a motion was made by Alyson Sperry and seconded by Jonathan Schechter to approve the FY 2026 Housing Supply Plan as presented today. Mayor Jorgensen called for the vote. The vote showed all in favor. The motion carried for the Town.

On behalf of the County, a motion was made by Natalia Macker and seconded by Wes Gardner to approve the FY 2026 Housing Supply Plan as presented today. Chair Newcomb called for the vote. The vote showed all in favor. The motion carried for the County.

Council and Commission recessed at 3:30 p.m. and reconvened at 3:40 p.m.

Transportation Work Plan. Charlotte Frei made staff comment. Council and Commission held discussion with staff. There was no public comment. On behalf of the Town, a motion was made by Jonathan Schechter and seconded by Devon Viehman to approve the Transportation Division Work Plan. Mayor Jorgensen called for the vote. The vote showed all in favor. The motion carried for the Town.

On behalf of the County, a motion was made by Natalia Macker and seconded by Wes Gardner to approve the Transportation Division Work Plan. Chair Newcomb called for the vote. The vote showed all in favor. The motion carried for the County.

Jackson Hole Travel and Tourism Board FY26 Budget Consideration. A motion was made by Jonathan Schechter and seconded by Devon Viehman to continue the Jackson Hole Travel and Tourism Board FY26 Budget Consideration item to the May 13 Special Joint Budget Meeting. Mayor Jorgensen called for the vote. The vote showed all in favor. The motion carried for the Town.

A motion was made by Natalia Macker and seconded by Len Carlman to continue the Jackson Hole Travel and Tourism Board FY26 Budget Consideration item to the May 13 Special Joint Budget Meeting. Chair Newcomb called for the vote. The vote showed all in favor. The motion carried for the County.

Matters from Council, Commissioners and Staff. There was no discussion.

Adjourn. On behalf of the Town, a motion was made by Jonathan Schechter and seconded by Devon Viehman to adjourn. Mayor Jorgensen called for the vote. The vote showed all in favor. The motion carried for the Town.

On behalf of the County, a motion was made by Natalia Macker and seconded by Len Carlman to adjourn. Chair Newcomb called for the vote. The vote showed all in favor. The motion carried for the County. The meeting adjourned at 4:26 p.m.

TOWN OF JACKSON

ATTEST:

Arne O. Jorgensen, Mayor

Riley Hovorka, Town Clerk

Minutes: rh. Publish JH News & Guide: May 14, 2025

JOINT PROCEEDINGS – UNAPPROVED
TOWN COUNCIL AND BOARD OF COUNTY COMMISSIONERS MEETING

MAY 8, 2025

JACKSON, WYOMING

The Jackson Town Council and the Teton County Board of County Commissioners met in a special joint meeting (JM) at 9:00 a.m. in the Town Council Chambers located at 150 East Pearl Avenue in Jackson. This meeting was held in-person and through the Zoom platform. Upon roll call the following were found to be present:

TOWN COUNCIL: Mayor Arne Jorgensen, Jonathan Schechter, Devon Viehman, Kevin Regan, and Alyson Sperry.

COUNTY COMMISSIONERS: Chairman Mark Newcomb, Wes Gardner, Luther Propst, Natalia Macker, and Len Carlman.

STAFF: Tyler Sinclair, Lea Colasuonno, Paul Anthony, April Norton, Kristi Malone, Charlotte Frei, Susan Scarlata, and Riley Hovorka. *Via Zoom:* Brian Lenz.

90 Virginian Ln. Development. April Norton made staff comment. Shannon Baker commented on behalf of Pennrose. There was no public comment. Council and Commission held discussion with staff.

On behalf of the County, a motion was made by Wes Gardner and seconded by Mark Newcomb to direct and authorize the Jackson Teton County Housing Authority to enter into a cost-sharing agreement for Schematic Design for 90 Virginian Lane for an amount not to exceed \$250,000, which shall be matched dollar-for-dollar by Pennrose LLC. The Schematic Design with surface parking only shall include traffic-calming measures to enhance safety for pedestrians and cyclists within the development and allow for incremental parking implementation, including a potential parking reduction, should the demand warrant. A friendly amendment was proposed by Luther Propst to add creative parking solutions including but not limited to increasing tuck under parking higher than 16%, semi-structured parking, and unbundling parking beyond one parking space per unit should be actively investigated and reported on. Wes Gardner and Mark Newcomb consented to the friendly amendment. Chair Newcomb called for the vote. The vote showed all in favor. The motion carried.

On behalf of the Town, a motion was made by Kevin Regan and seconded by Jonathan Schechter to direct and authorize the Jackson Teton County Housing Authority to enter into a cost-sharing agreement for Schematic Design for 90 Virginian Lane for an amount not to exceed \$250,000, which shall be matched dollar-for-dollar by Pennrose LLC. The Schematic Design with surface parking only shall include traffic-calming measures to enhance safety for pedestrians and cyclists within the development and allow for incremental parking implementation, including a potential parking reduction, should the demand warrant. Additionally, creative parking solutions including but not limited to increasing tuck under parking higher than 16%, semi-structured parking, and unbundling parking beyond one parking space per unit should be actively investigated and reported on. Mayor Jorgensen called for the vote. The vote showed all in favor. The motion carried.

On behalf of the Town, a motion was made by Jonathan Schechter and seconded by Devon Viehman to direct and authorize the Teton County Housing Authority to extend the Development Agreement timeline in the Ground Lease Option Agreement to September 30, 2025. A friendly amendment was made to specify that it is the Jackson Teton County Housing Authority. The Jonathan Schechter and Devon Viehman consented to the friendly amendment. Mayor Jorgensen called for the vote. The vote showed all in favor. The motion carried.

On behalf of the County, a motion was made by Natalia Macker and seconded by Len Carlman to direct and authorize the Jackson Teton County Housing Authority to extend the Development Agreement timeline in the Ground Lease Option Agreement to September 30, 2025. Chair Newcomb called for the vote. The vote showed all in favor. The motion carried.

Tyler Sinclair made staff comment. Discussion continued.

A motion was made by Luther Propst and seconded by Len Carlman to direct staff to engage non-profit partners to actively identify, pursue and report back upon additional non-local government funding sources, such as grants and philanthropy. Chair Newcomb called for the vote. The vote showed all in favor. The motion carried.

A motion was made by Jonathan Schechter and seconded by Devon Viehman to direct staff to engage non-profit partners to actively identify, pursue and report back upon additional non-local government funding sources, such as grants and philanthropy. Mayor Jorgensen called for the vote. The vote showed all in favor. The motion carried.

Adjourn – County Only. On behalf of the County, a motion was made by Natalia Macker and seconded by Wes Gardner to adjourn. Chairman Necomb called for the vote. The vote showed all in favor. The motion carried for the County. The meeting adjourned at 11:00 a.m. for the County.

Council recessed at 11:00 a.m. and reconvened at 11:17 a.m.

Discussion of the 90 Virginian Ln. Development continued. Tyler Sinclair made staff comment. Shannon Baker made comments on behalf of Pennrose. No motions were made.

Adjourn – Town Only. On behalf of the Town, a motion was made by Devon Viehman and seconded by Jonathan Schechter to adjourn. Mayor Jorgensen called for the vote. The vote showed all in favor. The motion carried for the Town. The meeting adjourned at 11:33 a.m. for the Town.

TOWN OF JACKSON

ATTEST:

Arne O. Jorgensen, Mayor

Riley Hovorka, Town Clerk

Minutes: rh. Publish JH News & Guide: May 21, 2025

JOINT PROCEEDINGS – UNAPPROVED
TOWN COUNCIL AND BOARD OF COUNTY COMMISSIONERS MEETING

MAY 13, 2025

JACKSON, WYOMING

The Jackson Town Council and the Teton County Board of County Commissioners met in a special joint meeting (JM) at 1:30 p.m. in the Town Council Chambers located at 150 East Pearl Avenue in Jackson. This meeting was held in-person and through the Zoom platform. Upon roll call the following were found to be present:

TOWN COUNCIL: Mayor Arne Jorgensen, Jonathan Schechter, Devon Viehman, and Kevin Regan. Alyson Sperry joined the meeting at 1:37 p.m.

COUNTY COMMISSIONERS: Chairman Mark Newcomb, Wes Gardner, Luther Propst, and Len Carlman. *Via Zoom:* Natalia Macker.

STAFF: Tyler Sinclair, Lea Colasuonno, Jodie Pond, Maureen Murphy, Mike Moyer, Michelle Weber, Kelly Thompson, Bruce Abel, Charlotte Frei, Miles Contreras, Susan Scarlata, Tyler Florence, and Riley Hovorka. *Via Zoom:* Roxanne Robinson.

FY26 Joint Department/Division and Board Budget Review. Tyler Sinclair made staff comment. Mary Bess and Crista Valentino provided comments on behalf of the Travel and Tourism Board. Council and Commission held discussion. There was no public comment.

On behalf of the County, a motion was made by Len Carlman and seconded by Luther Propst to approve the Travel and Tourism Board's recommended budget in a total amount of \$7,843,671 with the provision that the ambassador services line item be changed from \$550,000 to \$800,000 and that the Travel and Tourism Board and staff determine how best to accommodate that shift. Wes Gardener requested a friendly amendment to change the ambassador services line item from \$800,000 to \$725,000. The friendly amendment was accepted by Len Carlman and Luther Propst. Chair Newcomb called for the vote. The vote showed 2-3 with Len Carlman and Wes Gardner in favor and Natalia Macker, Luther Propst, and Chair Newcomb opposed. The motion failed for the County.

On behalf of the Town, a motion was made by Devon Viehman and seconded by Jonathan Schechter to approve the proposed FY26 budget of the Jackson Hole Travel and Tourism Board as presented. Mayor Jorgensen called for the vote. The vote showed all in favor. The motion carried for the Town.

On behalf of the County, a motion was made by Wes Gardner and seconded by Natalia Macker to approve the proposed FY26 budget of the Jackson Hole Travel and Tourism Board as presented. Chairman Newcomb called for the vote. The vote showed 4-1 with Natalia Macker, Luther Propst, Wes Gardner, and Chair Newcomb in favor and Len Carlman opposed. The motion carried for the County.

Tyler Sinclair, Jodie Pond, Mike Moyer, Bruce Abel, and Maureen Murphy made staff comment. Council and Commission continued discussion with staff. Natalia Macker left the meeting.

Council and Commission recessed at 3:29 p.m. and reconvened at 3:37 p.m. Alyson Sperry left the meeting during the recess.

Discussion continued. Bruce Abel, Jodie Pond, and Tyler Sinclair made staff comment. Council and Commission continued discussion with staff. No additional motions were made.

Adjourn. On behalf of the Town, a motion was made by Devon Viehman and seconded by Jonathan Schechter to adjourn. Mayor Jorgensen called for the vote. The vote showed all in favor. The motion carried for the Town.

On behalf of the County, a motion was made by Wes Gardner and seconded by Luther Propst to adjourn. Chair Newcomb called for the vote. The vote showed all in favor. The motion carried for the County. The meeting adjourned at 4:07 p.m.

TOWN OF JACKSON

ATTEST: Arne O. Jorgensen, Mayor

Riley Hovorka, Town Clerk

Minutes: rh. Publish JH News & Guide: May 28, 2025



JOINT MEETING AGENDA DOCUMENTATION

SUBMITTING DEPARTMENT: Pathways

PRESENTER: Brian Schilling

MEETING DATE: June 2, 2025

SUBJECT: Safe Streets for All – Comprehensive Safety Action Plan Adoption

STATEMENT/PURPOSE

Consideration of approval of the Safe Streets for All Comprehensive Safety Action Plan.

BACKGROUND/ALTERNATIVES

In January 2023, Teton County and the Town of Jackson were awarded \$600,000 from the Federal Highway Administration (FHWA) through the Safe Streets and Roads for All (SS4A) program to prepare a Comprehensive Safety Action Plan (SAP). The purpose of the SAP is to identify projects and strategies to reduce fatalities and serious injuries on the community's transportation network and enable the Town and County to be eligible to apply for Implementation (Capital) grant funds through the SS4A program. In November 2023, Alta Planning and Design (with Mobycon and Y2 Consultants as sub-consultants) was awarded the contract to prepare the Safety Action Plan and associated materials. In addition to the Safety Action Plan, the scope of work includes preparation of an updated Community Streets Plan (Town Mobility Overlay) and a Transportation Engineering Design Standards (TEDS) Manual.

Over the past 18 months, the core staff team from the Town/County has worked closely with Alta Planning and Design to develop the SAP. The process has included: robust public engagement; setting Vision and Value statements and adopting a Vision Zero Leadership Commitment in December 2024; preparation of the High Injury Network map, Crash Profiles Analysis, and Equity Scan background materials; identifying safety countermeasures based on common crash types and locations; detailed safety analysis of a combined twenty-two corridors and intersections; and developing policy and process recommendations.

The resulting draft Safety Action Plan is a data-driven safety analysis of our community's transportation networks with proposed countermeasures intended to reduce the likelihood of crashes occurring and to reduce the severity of crashes if they do occur. Chapter 1 establishes the need for a Safety Action Plan and provides background on the community's transportation vision and goals. Chapter 2 identifies the areas where serious crashes are occurring (the HIN) and the most common types of crashes. Chapter 3 documents the public engagement process. Chapter 4 lists the safety countermeasures and policy and process recommendations that apply broadly to the entire transportation network. Chapter 5 describes specific project recommendations for the ten corridors and twelve intersections that were selected for additional analysis.

Upon approval of the SAP, the Town of Jackson and Teton County will be eligible to apply for Implementation Grant funding through the SS4A program.

COMPREHENSIVE PLAN ALIGNMENT

Many of the goals, strategies, and policies from the Jackson/Teton County Comprehensive Plan transportation section (Chapter 7) are reflected in the Safe Streets and Roads for All program. The SS4A program is almost tailor-made to support the Town and County's transportation goals.

The following Comprehensive Plan principles and strategies are all specifically discussed in the SS4A program documentation or are identified as required components of a Safety Action Plan:

- Principle 7.1 - Meet future transportation demand with walk, bike, carpool, transit, and micromobility infrastructure.
- Policy 7.1.b: Create a transportation network based on “complete streets” and “context sensitive” solutions.
- Principle 7.3 - Coordinate transportation planning regionally.
- Strategy 7.1.S.2: Consider adopting “complete streets” and/or “context-sensitive” policies and updated road design standards for all roadways. (Safety Action Plan required component).
- Strategy 7.1.S.4 Develop a local Transportation Improvement Program (TIP) for highways, streets (including pedestrian facilities), transit, and pathways. (Safety Action Plan required component).
- Strategy 7.2.S.1: Continue to fund the local match for federal transportation grants and the administration of alternative mode travel programs through the General Fund so additional money can be dedicated to infrastructure.
- Strategy 7.2.S.5: Consider specific provisions for current planning review to require walk, bike, carpool, and transit components in new development. (Safety Action Plan required component).
- Policy 10.1.c: Plan based on community engagement. (Safety Action Plan required component).

STAKEHOLDER ANALYSIS

Robust stakeholder engagement is a key element of the SS4A program and a required component for Safety Action Plans. The project team has conducted extensive stakeholder outreach to try to involve as much of the local community as possible. Refer to Chapter 3 – Community Discussions in the draft SAP for full descriptions of the stakeholder and community engagement with the Project Steering Committee, Stakeholder Workshops, Voices JH, StoryMaps, surveys, and other outreach activities.

FISCAL IMPACT

The cost of preparing the Safety Action Plan and associated materials is covered entirely by the federal funding from the \$600,000 SS4A grant. The grant requires a 20% local match of \$120,000 which is funded by a donation from the Garaman Family Foundation. There is no direct fiscal cost to the Town of Jackson or Teton County.

Adoption of the Safety Action Plan will make the Town and County eligible to apply for Implementation Grant funds, which also will require local matching funds. The Town and County have previously directed staff to prepare an application for FY25 SS4A Implementation Grant funds. This item will be brought to the Town Council for final approval later in June.

STAFF IMPACT

The main impact to staff is related to the SS4A Implementation Grant application. FY26 Implementation Grant applications are due June 26th. The Safety Action Plan must be formally adopted for the Town and County to be eligible to apply for an Implementation Grant. So, if the SAP is adopted now, the Town and County would be eligible to apply for an Implementation Grant, and staff and the consultant would prepare the grant application by the deadline. If the SAP is not adopted, the Town and County will not be eligible to submit an Implementation Grant application, so staff will not spend time on the grant application but continue working toward SAP adoption.

Final development of the Safety Action Plan and the associated SS4A documents will continue to be one of the primary areas of focus for the Pathways Coordinator and the Transportation Division Manager over the next 4-6 months. The project is expected to require a significant amount of staff time and will also impact staff from other Town and County departments.

LEGAL REVIEW

Gingery and Colasuonno

ATTACHMENTS

1. Draft Safety Action Plan
2. StoryMap Link: <https://storymaps.arcgis.com/stories/acb5989bef4e407f8cdea74b7cf19a1d>

RECOMMENDATION

Staff recommends approval of the draft Safety Action Plan. This will keep the project timeline on schedule and will enable the Town and County to apply for the upcoming round of FY25 SS4A Implementation Grant funds due June 26, 2025. Staff can make final minor proofreading and formatting changes to the plan following approval by the Boards. Other substantive changes to the plan will be incorporated based on specific direction from the Boards.

SUGGESTED MOTION

I move to adopt the Safe Streets for All Comprehensive Safety Action Plan.

Alternative Motion: I move to adopt the Safe Streets for All Comprehensive Safety Action Plan with the following changes: [List changes]

SPRING 2025

Teton County Comprehensive Safety Action Plan



Acknowledgements

PROJECT TEAM

Charlotte Frei
Floren Poliseo
Susan Scarlata
Brian Schilling
Kristen Waters
Michelle Weber

PROJECT STEERING COMMITTEE

Matt Carr
Jean Day
Anna Knapp
Kevin Krasnow
Amy Kuszak
Duncan McLaurin
Bill McNamara
Sam Pope
Kris Shean
Tianna Stanton
Joe Stone
Colleen Valenstein
Steve Weisman
Francis Wachs
Tim Young

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Mark Newcomb, Chairman
Wes Gardner, Vice-Chair
Len Carlman, Commissioner
Natalia D. Macker, Commissioner
Luther Propst, Commissioner

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Executive Summary



EXECUTIVE SUMMARY



VISION STATEMENT

The Town of Jackson and Teton County transportation system ensures safe and equitable mobility for all modes with the goal of a healthy environment, community, and economy for current and future generations. Travel by walking, biking, shared mobility, and transit will be safer and more convenient than travel by single-occupancy vehicle.

CORE VALUES

These are covered in more detail on page 16.



Safety



Equity



Health and Wellness



Convenience (for all Modes)



Adaptability



Integration with Nature

Why a Safety Action Plan?

Despite efforts to improve safety over the years, deaths on our nation's roadways have steadily increased. Far too many lives are still being lost to roadway crashes. In Teton County, between 2013 and 2022, 24 people lost their lives and an additional 92 were seriously injured in traffic crashes.

This Comprehensive Safety Action Plan is a concerted effort between Teton County and the Town of Jackson to make our streets safe for people of all ages, abilities, and modes. Now is the time to act on road safety.

The County and Town adopted a Vision Zero policy in May 2024 with the goal of eliminating traffic deaths and serious injuries by 2040. Vision Zero is a transformational shift in our approach to traffic safety. It is rooted in the belief that traffic deaths are preventable, and it is our responsibility to continuously strive for zero traffic deaths.

Identifying Crash Patterns

HIGH INJURY NETWORK

The high injury network (HIN) refers to a small proportion of roadways that constitute a disproportionate number of life-altering crashes. It was developed using crash data from all vehicle-, bicycle-, and pedestrian-involved crashes from 2012 through 2022. The project team identified the network by analyzing roads with high densities of injury crashes per mile, with severe and fatal crashes weighted highest.

The analysis shows that most HIN segments are located in Jackson's downtown historic district or immediately adjacent to Highway 89, which sees higher traffic volumes than outlying residential areas. Pearl and Broadway Avenues were the highest-injury corridors in downtown Jackson. Snow King Avenue was a notable corridor outside of the Town Square district with high crash rates.

EQUITY SCAN

The transportation network may not equally serve all populations, and its impacts may be unevenly distributed. For example, historically underserved groups may rely on walking, biking, or public transit to meet their day-to-day needs or they may be forced to deal with long commutes due to housing costs.

An equity scan was conducted across Teton County to understand where safety and mobility priorities could most effectively serve disadvantaged communities. The scan identified areas where several socioeconomic and climate-related variables are most concentrated across Teton County.

CRASH PROFILES

"Crash profiles" highlight groups of crashes with similar characteristics to help identify contributing factors that can influence recommendations. Five crash profiles were developed for town and county roads, and four crash profiles were identified for WYDOT roads.

TOWN AND COUNTY ROADS	WYDOT ROADS
1. Angle Crashes at Intersections	1. Mid-block Angle Crash with a Speed Limit of 45 MPH or Greater
2. Mid-block Single-vehicle Crash	2. Rear-end Crash at Intersection
3. Bicycle/pedestrian crash at Intersection	3. Single-vehicle rollover/ overturned vehicle, Mid-block on Dark and Unlighted Roadway
4. Rear-end Crash	4. Bicycle/pedestrian Crash at Business Entrance or Driveway
5. Single-vehicle Crash Involving an Impaired Driver	

Community Discussions

The community engagement process integrated important community feedback at critical phases of the planning process and helped validate crash trends, confirmed problematic corridors and intersections, and identified recommendations that are context-appropriate. A variety of outreach activities were used to engage with key stakeholders. Additionally, outreach and engagement

to historically marginalized and hard-to-reach groups were conducted through community partners. Whenever possible, the project team identified opportunities to meet people where they are instead of relying solely on a traditional public meeting format. This involved tabling at grocery stores and public events combined with virtual engagement through interactive Story Maps.

ENGAGEMENT HIGHLIGHTS

4 Project Steering Committee Meetings

53 Open House Participants

392 Online Survey Responses

817 StoryMap Visits

22 Spanish Language Focus Group Participants

5 In-Person Interviews with Eastern European Immigrants

PHASE I

Listen & Learn VISIONING

Promote and introduce the project and targeted outcomes

PHASE II

Reflect & Dive In ACTION PLAN DEVELOPMENT

Share how public input from Phase I will impact recommendations

PHASE III

Refine ACTION PLAN ADOPTION

Share how public input affected project outcomes and final recommendations



WHAT WE HEARD

- People want to walk and bike more, but improvements are needed to make people feel safer.
- Safety improvements are especially needed at crossings and intersections.
- People want more transit and shared transportation options.
- Wildlife safety should be considered in projects.
- More investments need to go toward maintenance to address safety concerns.
- People support the enforcement of stricter penalties to address road user behavior.



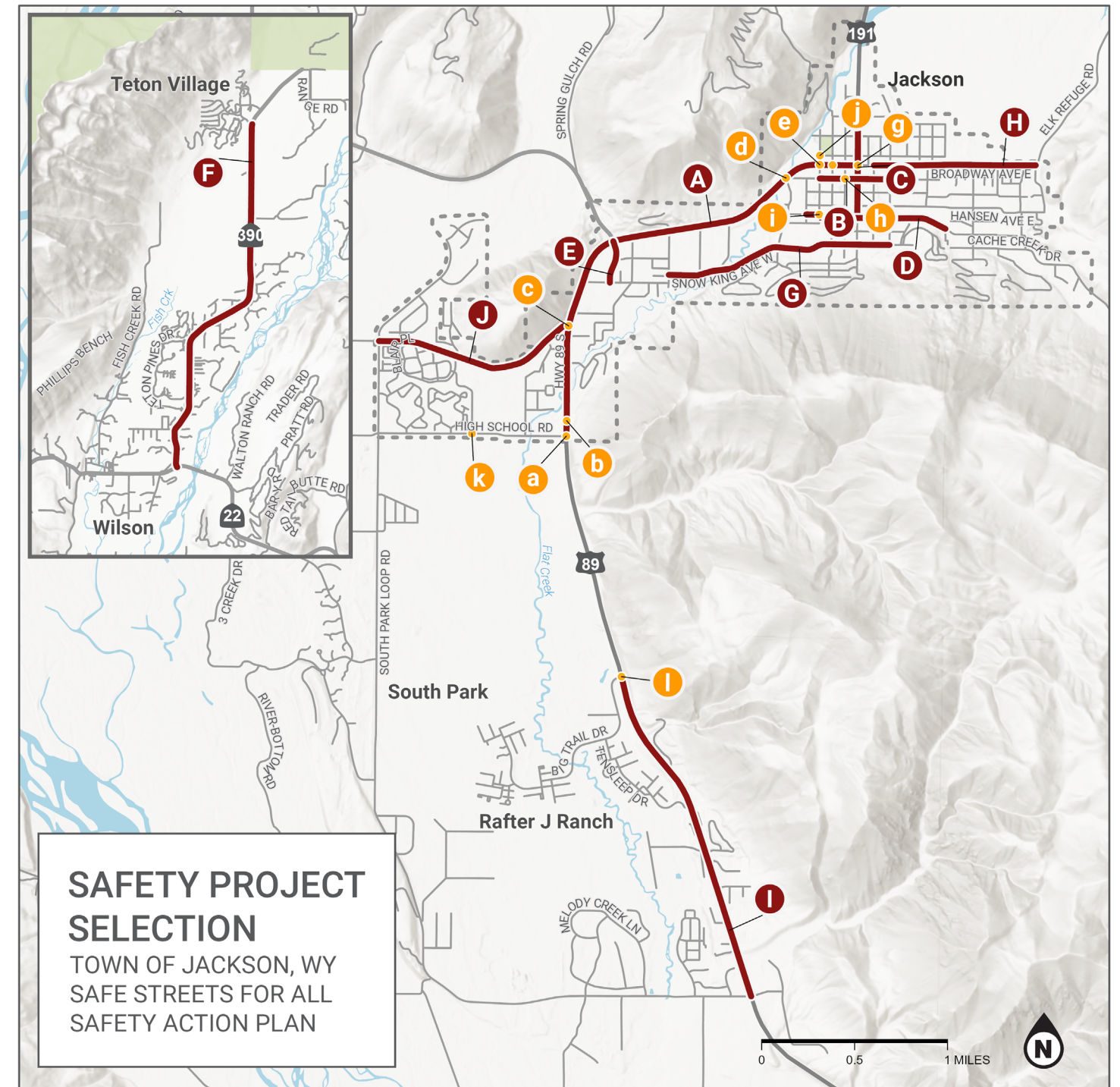
Tools for Change

The plan recommends a number of strategies to address safety through process, policy, and program changes. The following are high impact recommendations:

- Implement safety improvements on the High Injury Network (HIN).
- Implement safety improvements identified in the Corridors & Intersections Safety Analysis.
- Address bicycle and pedestrian safety at intersections and driveways on local and WYDOT roads.
- Update the Town and County Land Development Regulations (LDRs) to reflect best practices identified in the Transportation Engineering Design Standards (TEDS) Manual and to specifically address bicycle and pedestrian issues and needs.
- Create a traffic calming program to identify and distribute funding toward safety improvements.
- Hire a dedicated staff person that can focus on safety improvement implementation, tracking, and coordination.
- Lower speed limits on commercial arterials.
- Prioritize vulnerable road user facility maintenance.
- Establish regional Safety Evaluation Working Group to monitor performance measures.

Creating Change

A major outcome of this plan is the list of selected safety projects which will implement safety countermeasures and other design considerations on high priority corridors and intersections. Based on crash data analysis, feedback from the Project Steering Committee, stakeholders, and the public, 10 corridors and 12 intersections were selected for safety improvement projects as shown on the map to the right.



PRIORITY CORRIDORS

- A W. Broadway Ave. / Hwy 89
- B Pearl Ave.
- C Cache St.
- D Kelly Ave.
- E Buffalo Way
- F Hwy 360 / Moose Wilson Rd.
- G Snow King Ave.
- H E. Broadway Ave.
- I Hwy 89
- J S. Park Loop Rd.

PRIORITY INTERSECTIONS

- a Hwy 89 & High School Rd.
- b Hwy 89 at Smith's Access
- c Hwy 89 & S. Park Loop Rd.
- d W. Broadway Ave. & Pearl Ave.
- e W. Broadway Ave. & Jackson St.
- f W. Broadway Ave. & Millward St.
- g Broadway Ave. & Cache St.
- h W. Pearl Ave. & S. Glenwood St.
- i W. Kelly Ave. & S. Jackson St.
- j W. Deloney Ave. & N. Jackson St.
- k High School Rd. & Middle School Rd.
- l Hwy 89 & W. Big Trail Dr.



CHAPTER 1

Why a Safety Action Plan?



Call to Action

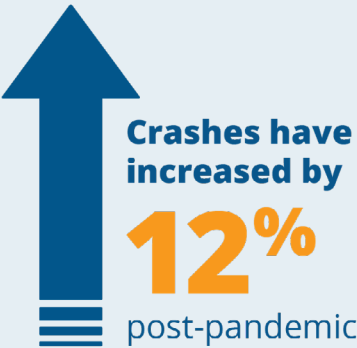
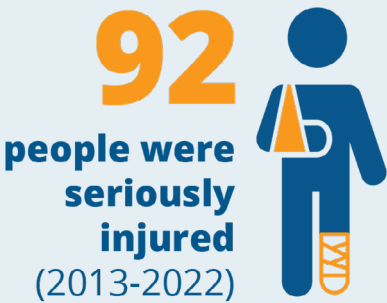
The country is experiencing a roadway safety crisis. Despite efforts to improve safety over the years, deaths on our nation's roadways have steadily increased. While the most recent numbers show a downward trend, far too many lives are still being lost to roadway crashes.

Unfortunately, Teton County and the Town of Jackson have not been immune to this trend. Between 2013 and 2022, 24 people lost their lives and an additional 92 were seriously injured in Teton County. Everyone deserves to arrive at their destination safely, regardless of the mode they take.

This Comprehensive Safety Action Plan is a concerted effort between Teton County and the Town of Jackson to make our streets safe for people of all ages and abilities. We have the tools and knowledge to end traffic-related deaths. Now is the time to act on road safety.

In 2023, an estimated **40,990 people** were killed as a result of crashes on America's roads.

In Teton County...



Vision Zero & Safe Systems

WHAT IS VISION ZERO?

Vision Zero is a transformational shift in how we approach street design and traffic safety. It is rooted in the belief that traffic deaths are preventable, and it is our responsibility to continuously strive for zero traffic deaths.

Vision Zero means shifting our focus from prioritizing moving vehicles to prioritizing moving people safely. Many communities across the nation have adopted the Vision Zero approach and have seen fewer deaths and injuries on their roadways, demonstrating the transformative potential of Vision Zero.



Teton County and the Town of Jackson will join the increasing number of jurisdictions across the nation and around the world in their commitment to eliminate traffic deaths and serious injuries.



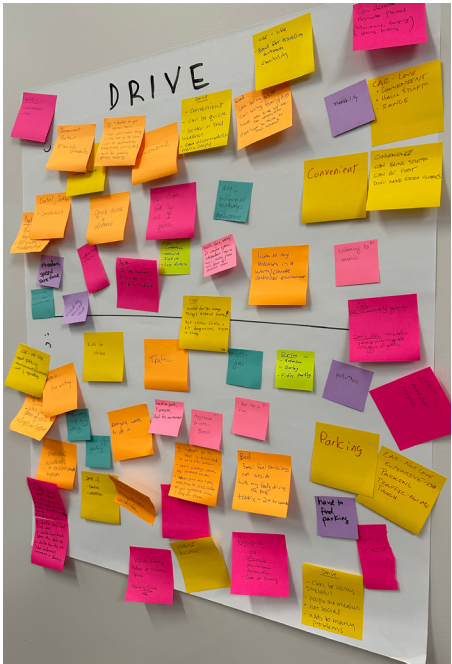


A Shared Vision

VISIONING WORKSHOP

Engagement kicked off in early 2024 when the project team first set out to gather the community's vision and goals for safety in Teton County. Forty people from all parts of the community attended our workshop. This visioning workshop set the stage for both this Comprehensive Safety Action Plan and the Updated Community Streets Plan.

During the workshop, participants were guided through values-based exercises and discussions to develop and articulate a long-term vision for their community.

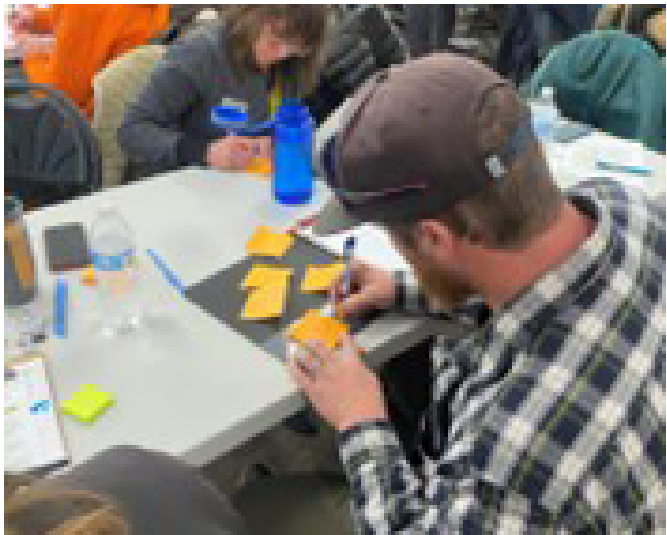


To develop the vision, we asked business owners, municipal staff, advocacy organizations, law enforcement, and independent citizens, "Wouldn't it be amazing if..."

"... everyone could navigate the region quickly and safely via their choice of mode without adverse effects on land, water, and wildlife?"

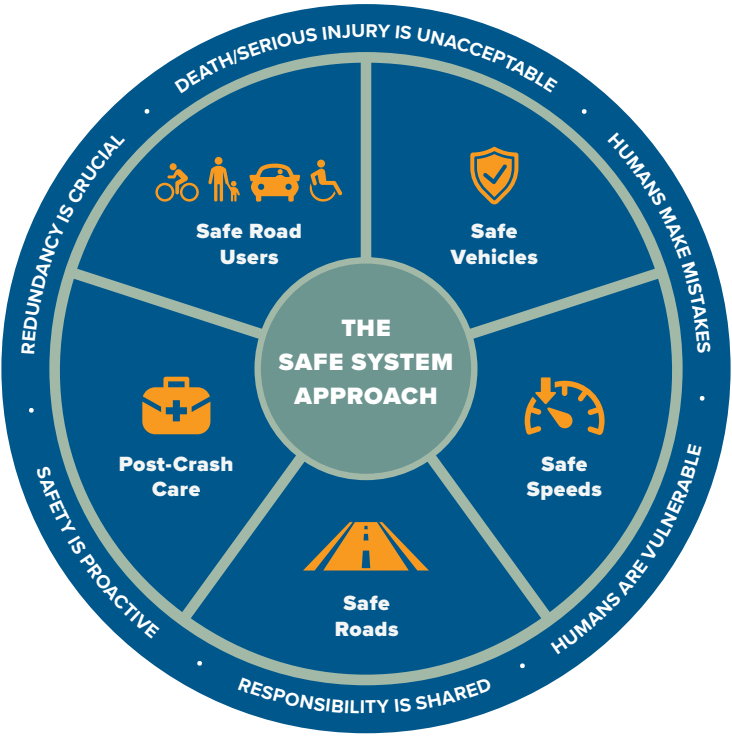
"...[we had a] transportation system that forms the foundation for a thriving community, economy, and environmental health."

"...we could use whatever mode of transportation we want/need while reducing conflict with each other and the environment?"



FHWA SAFE SYSTEM APPROACH

Influenced by the Vision Zero movement, the Safe System Approach is a framework developed by the Federal Highway Administration (FHWA) to prevent crashes from happening and to minimize harm when crashes do occur. Applying this approach means building and reinforcing layers of protection, recognizing that people make mistakes and that no one's life should be forever changed because of such mistakes. Decisions around how we build our community, how we design our streets, and our own driving behaviors all have significant impacts on making our roads safer. This framework is structured around five areas: Safe Road Users, Safe Vehicles, Safe Speeds, Safe Roads, and Post-Crash Care.



SAFE ROAD USERS

Everyone in Teton County should be able to travel safely, regardless of mode.



SAFE ROADS

Design roads so that human error does not result in the loss of human life.



SAFE VEHICLES

Promote vehicle designs and regulations that minimize crashes, reduce severity, and incorporate the latest technology.



POST-CRASH CARE

In the event of a crash, there is rapid access to emergency medical care and data is analyzed to support system improvements.



SAFE SPEEDS

Slower travel speeds save lives and reduce the risk of death or life-altering injuries.



VISION STATEMENT

The plan's vision and guiding principles, rooted in language from the Comprehensive Plan and broader community values, were crafted during the workshop and refined through open houses and public meetings. Ultimately, the vision statement and guiding principles were included in a resolution passed in a joint session between Teton County and the Town of Jackson.



VISION STATEMENT

The Town of Jackson and Teton County transportation system ensures safe and equitable mobility for all modes with the goal of a healthy environment, community, and economy for current and future generations.

Travel by walking, biking, shared mobility, and transit will be safer and more convenient than travel by single-occupancy vehicle.

GUIDING PRINCIPLES



SAFETY: Safety is paramount. We prioritize eliminating transportation fatalities and serious injuries, reducing crashes, and ensuring all streets, sidewalks, and pathways are safe, comfortable, and accessible for all.



EQUITY: Equity is fundamental. We prioritize accessible and affordable transportation options that connect all neighborhoods to our pathway and street networks and ensure mobility options for users of all ages and abilities.



HEALTH AND WELLNESS: Health and wellness are central to the quality of life of our community. We promote active transportation, reducing emissions, and prioritizing initiatives that contribute to the well-being of our residents and visitors.



CONVENIENCE FOR ALL MODES: Convenience for all travel modes is key. We prioritize efficient walking, biking, shared mobility, and public transportation options over drive-alone trips, ensuring accessibility and ease of use for everyone.



ADAPTABILITY TO CHANGE: We embrace adaptability. We remain flexible through updated design and streamlined regulations while following established goals to meet evolving needs from increased demands on our transportation system.



INTEGRATION WITH NATURE: We prioritize harmony between nature and the built environment. We protect wildlife, reduce emissions, and create infrastructure that preserves environmental health.

Leadership Commitment & Support

Tackling this issue will require commitment from all levels, including County and Town leadership. In 2024, Teton County and the Town of Jackson passed a resolution in support of the Teton County Safe Streets for All Action Plan. The resolution establishes a Vision Zero policy with the goal of eliminating traffic deaths and serious injuries by the year 2040. The resolution also recognizes that the Safe Streets for All Plan is a part of a larger effort to address safety and mobility that includes:

1. Comprehensive Safety Plan
2. Updated Community Streets Plan
3. Transportation Engineering Design Standards (TEDS) Manual

Together, these components work together to improve the overall safety of the transportation network while enhancing comfort for active transportation users.

NOW, THEREFORE IT IS RESOLVED that the Teton County Board of County Commissioners:

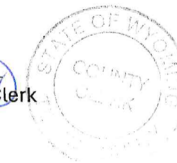
1. Endorse this Vision Zero policy that aims to eliminate traffic deaths and serious injuries by 2040.
2. Support the Teton County/Town of Jackson Safe Streets for All Safety Action Plan as an initiative that is integral in advancing this Vision Zero policy.
3. Recognize that the Teton County/Town of Jackson Safe Streets for All Safety Action Plan consists of several components that will work together to improve safety for all modes and enhance active transportation safety and comfort. These components include:
 - a. Comprehensive Safety Action Plan
 - b. Updated Community Streets Plan
 - c. Transportation Engineering Design Standards (TEDS) Manual
4. Commit to and support the stated vision and goals of the Teton County/Town of Jackson Safe Streets for All Safety Action Plan identified in Attachment A.

Adopted on the 10th day of December, 2024.

**TETON COUNTY BOARD OF
COUNTY COMMISSIONERS**

Attest:

Mark Newcomb, Chair
Teton County Board of County Commissioners

Maureen E. Murphy, County Clerk

Teton County and the Town of Jackson are committed to eliminating traffic deaths and serious injuries on their roadways by 2040.



CHAPTER 2

Identifying Crash Patterns



Crash Analysis

Improving safety on our roadways requires us to take a step back and understand where and why these crashes are happening. Only then can we take the appropriate steps to save lives and reduce injuries. This chapter provides an overview of crash trends and patterns from Teton County data collected from 2012 through 2022.

WHERE ARE CRASHES HAPPENING?

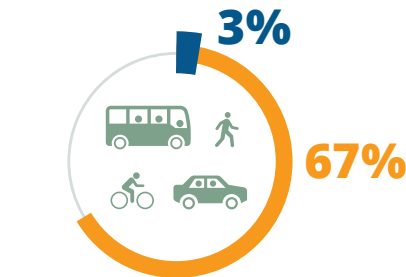
Some streets are more dangerous than others in Teton County. To prioritize safety improvements, it is essential to first know where the most severe crashes occur. Using historical crash data, we are able to pinpoint the most dangerous intersections and corridors that make up the High-Injury Network (HIN).

The HIN (see Map 1) was developed using crash data from all vehicle-, bicycle-, and pedestrian-involved crashes from 2012 through 2022. The project team identified the network by analyzing roads with high densities of injury crashes per mile, with severe and fatal crashes weighted highest.

A number of roads owned and operated by the Wyoming Department of Transportation (WYDOT) run through Teton County and are the most heavily traveled in Teton County. The analysis considered these separately, resulting in one HIN for town and county roads and one HIN for WYDOT roads. The

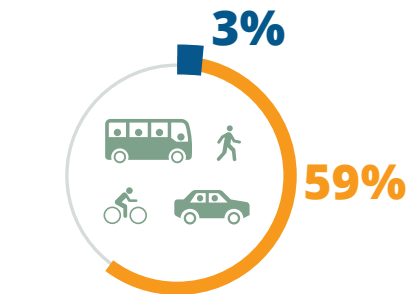
High Injury Network (HIN)

The HIN consists of a small proportion of roadways that constitute a disproportionate number of life-altering crashes in Teton County. The HIN represents opportunities where investments can have a greater impact on safety.



TOWN AND COUNTY ROADS

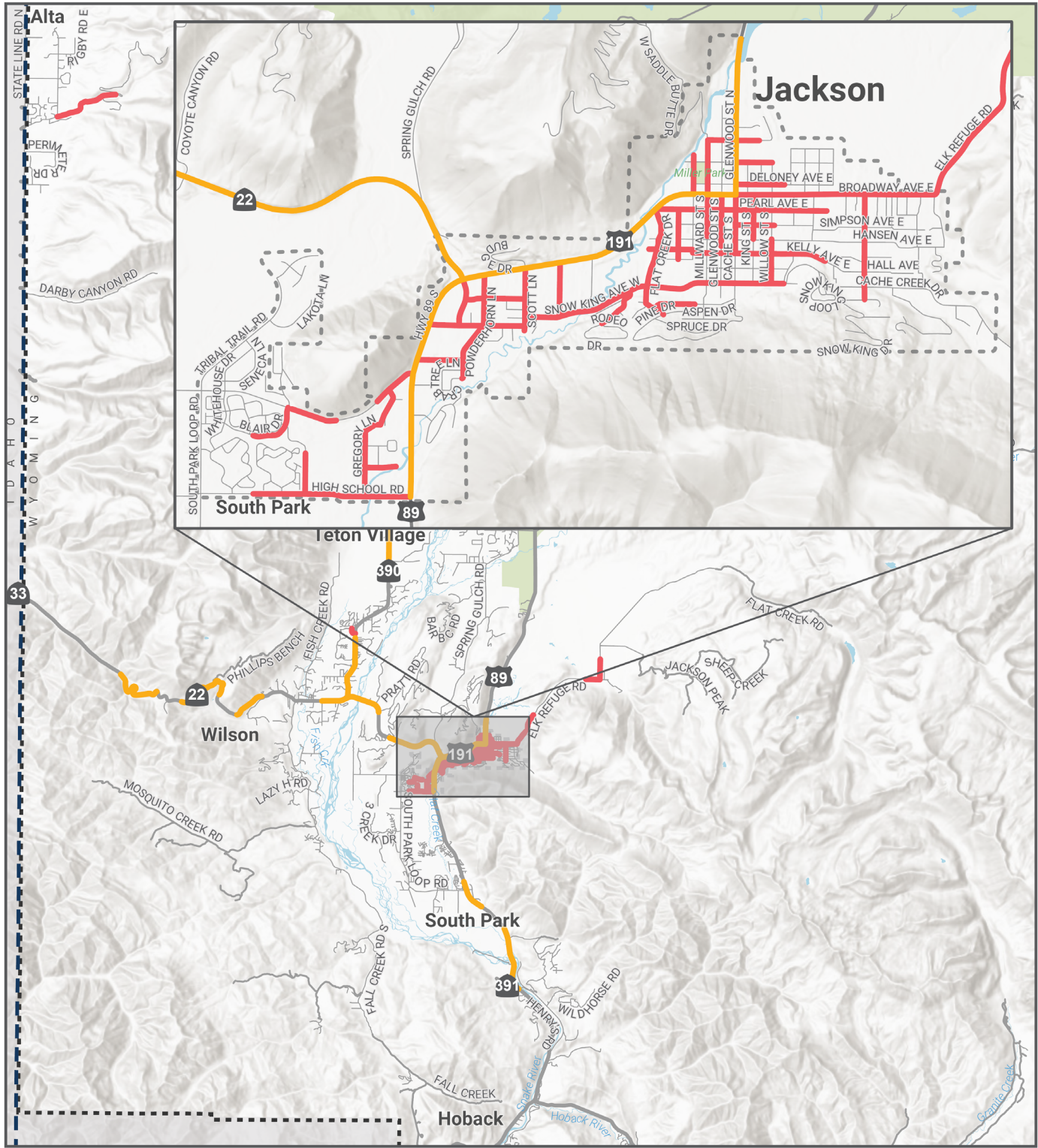
On town and county roads, **67% of serious or fatal crashes** occurred on **only 3%** of Teton County's town and county road mileage.



WYDOT ROADS

On WYDOT roads, **59% of serious or fatal crashes** occurred on **only 3%** of Teton County's WYDOT road mileage.

Map 1. High Injury Network



HIGH INJURY NETWORK

TETON COUNTY, WY
SAFE STREETS FOR ALL
SAFETY ACTION PLAN

- Town of Jackson
- County Line
- Parks
- Water
- Town and County Roads HIN
- WYDOT Roads HIN



MOST DANGEROUS CORRIDORS

As part of the analysis, each road segment was assigned a score to prioritize the most dangerous corridors. Below are the top 10 most dangerous corridors for town and county roads and WYDOT roads in Teton County.

TOWN AND COUNTY ROADS

1

W. Pearl Ave.
S. Cache St. - S. Jackson St

2

Buffalo Way
Maple Way - Highway 89

3

High School Rd.
Highway 89 - Gregory Ln.

4

E. Broadway Ave.
Cache St. - Jean St.

5

S. Park Loop Rd.
Highway 89 - Gregory Ln.

6

Powderhorn Ln.
Highway 89 - Maple Way

7

Powderhorn Ln.
Maple Way - Crabtree Ln.

8

W. Kelly Ave.
S. Jackson St. - West of Flat Creek Dr.

9

Meadowlark Ln.
Highway 89 - Powderhorn Ln.

10

Maple Way
Highway 89 - Powderhorn Ln.

WYDOT ROADS

1

W. Broadway Ave.
Buffalo Way - Karns Meadow Dr.

2

Highway 89
Maple Way - Buffalo Way

3

Highway 89
Meadowlark Ln. - Maple Way

4

Highway 89
High School Rd. - Flat Creek Crossing

5

W. Broadway Ave.
Karns Meadow Dr. - S. Cache St.

6

Highway 89
Flat Creek Crossing - Stellaria Ln.

7

Highway 89
Meadowlark Ln. - Stellaria Ln.

8

Highway 22
Mile Post 12.5 - Mile Post 13.5

9

Highway 22
Pratt Rd - Highway 390

10

Highway 22
Wenzel Ln. - Highway 390



CRASH PROFILES

Knowing the circumstances surrounding crashes is just as important as knowing where they occurred. While there are many factors that contribute to crashes, some crash types are more common than others.

“Crash profiles” highlight groups of crashes with similar characteristics to help identify contributing factors that can influence recommendations for safety countermeasures. An analysis was conducted to identify the most common crash profiles. Five crash profiles were developed for town and county roads, and four crash profiles were identified for WYDOT roads. For more information on these crash profiles, see Appendix D.

TOWN AND COUNTY ROADS

Crash Profile 1

Angle crashes at intersections

VEHICLES

Crash Profile 2

Mid-block single-vehicle crash

VEHICLES

Crash Profile 3

Bicycle/pedestrian crash at intersection

BIKE/PED

Crash Profile 4

Rear end crash

VEHICLES

Crash Profile 5

Single-vehicle crash involving an impaired driver

VEHICLES

WYDOT ROADS

Crash Profile 1

Mid-block angle crash with a speed limit of 45mph or greater

VEHICLES

Crash Profile 2

Rear-end crash at intersection

VEHICLES

Crash Profile 3

Single-vehicle rollover/overturned vehicle, mid-block on dark and unlighted roadway

VEHICLES

Crash Profile 4

Bicycle/pedestrian crash at business entrance or driveway

BIKE/PED



EQUITY SCAN

The transportation network may not equally serve all populations and its impacts may be unevenly distributed. For example, historically underserved groups may rely on walking, biking, or public transit to meet their day-to-day needs or may be forced to deal with long commutes due to housing costs.

An equity scan was conducted across Teton County to understand where safety and mobility priorities could

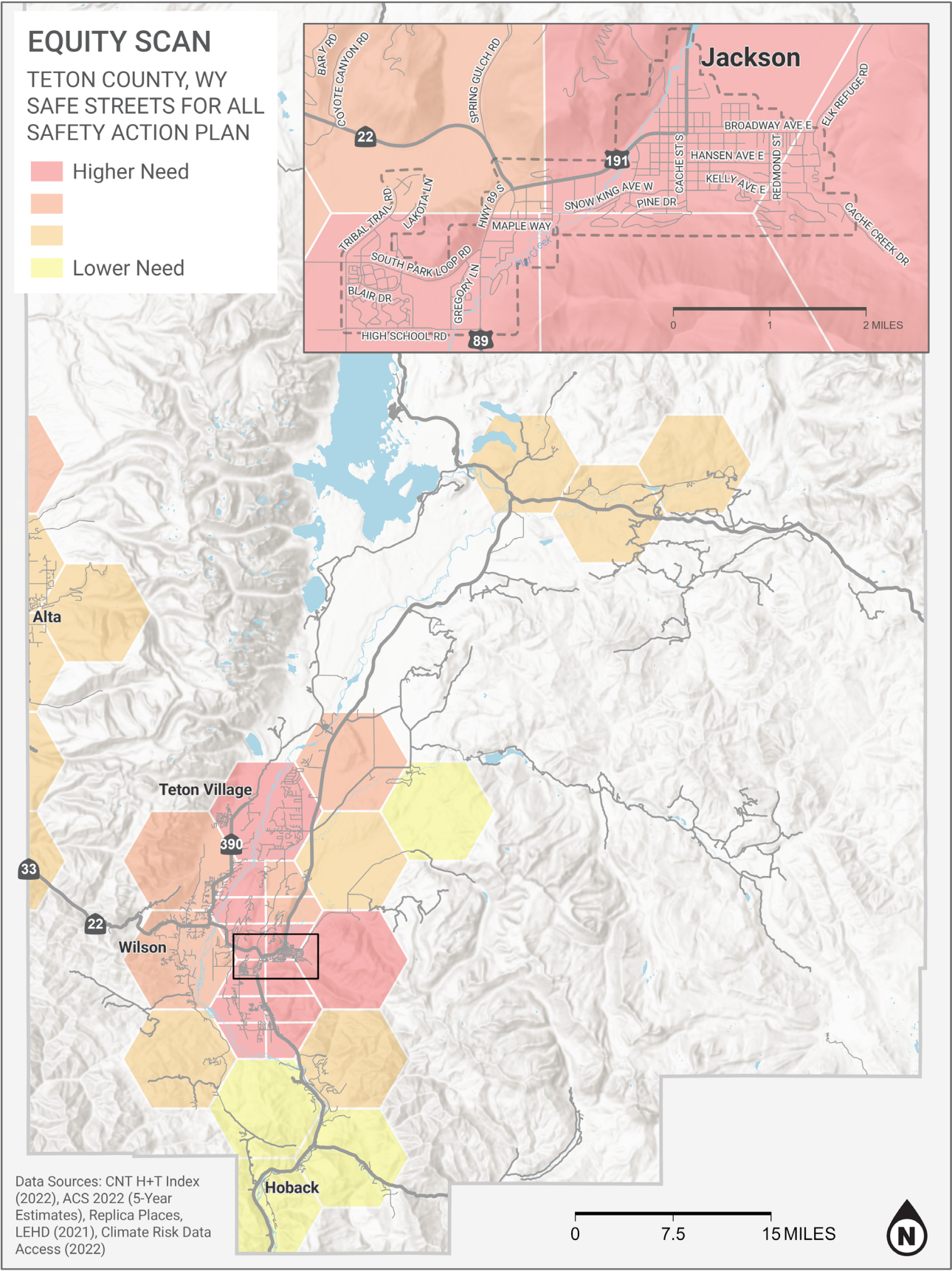
most effectively serve disadvantaged communities and commuters. The scan identified areas where several socioeconomic and climate-related variables are most concentrated across Teton County. These different mobility needs translate to additional impacts on selected users and populations. Figure 1 below shows the six variables used in the equity scan. Combining this analysis with the crash analysis

can help prioritize safety projects by identifying where high-risk crash areas may overlap with high-need communities and travelers. Map 2 shows the results of the equity scan. For more details on the equity scan methodology and results, see Appendix D.

Figure 1. Equity Scan Variables



Map 2. Equity Scan





KEY FINDINGS

The crash analysis and the equity scan provided important findings that informed project selection and recommendations.

- The HIN is an important tool that leverages funding resources toward areas where maximum safety impact can be made. The HINs for town, county, and WYDOT roads confirm that most crashes in Teton County are concentrated on a small percentage of roadway miles.
- Most HIN road segments are located in Jackson's Town Square area or immediately adjacent to Highway 89 including Pearl and Broadway Avenues. Snow King Avenue was a notable corridor outside of the historic district with high crash rates.
- Crash profiles help identify countermeasures that are aligned with crash observations and behaviors. They will help Teton County more directly address crashes that are occurring. The analysis provided five crash profiles for town and county roads and four crash profiles for WYDOT roads to assist the respective agencies in making improvements.



CHAPTER 3

Community Discussions



Overview

The crash analysis in the previous section is a data-centered approach to understanding crash patterns in Teton County. It is essential to supplement the data analysis with public input to understand public perceptions and experiences around safety that help confirm what the data appears to be showing. Extensive outreach and engagement also identifies trends that may not be obvious in reviewing crash data alone and provides real-life experiences people face when traveling around the County.

The community engagement process integrated important community feedback at critical phases of the planning process and validated crash trends, confirm problematic corridors and intersections, and identify recommendations that are context-appropriate. A variety of outreach activities described in this section were used to engage residents, business owners, advocacy groups, commuters, jurisdictional staff, and law enforcement, among others. Additionally, outreach and engagement to historically marginalized and hard-to-reach groups was conducted through community partners.

Whenever possible, the project team identified opportunities to “meet people where they are” instead of relying solely on a traditional public meeting format. This involved tabling at grocery stores and public events combined with virtual engagement through interactive Story Maps.

Phase I: Listen & Learn

The first phase of community engagement was focused on introducing the project to the public and gathering feedback on mobility needs and transportation safety. The project team collected feedback primarily through an online input map and survey that was open from March 14 through May 14, 2024. The survey was available in English and Spanish. Survey participants were asked about their current travel behaviors, how they would like to get around, their safety concerns, and their preference on potential safety improvements. The survey also directed respondents to an interactive map where they could specify the location of their safety concerns (**Figure 2**). The Town and County hosted an open house in May 2024 to offer the public a chance to ask questions and learn more about the project. A total of 281 survey responses were collected, and 53 community members attended the open house.

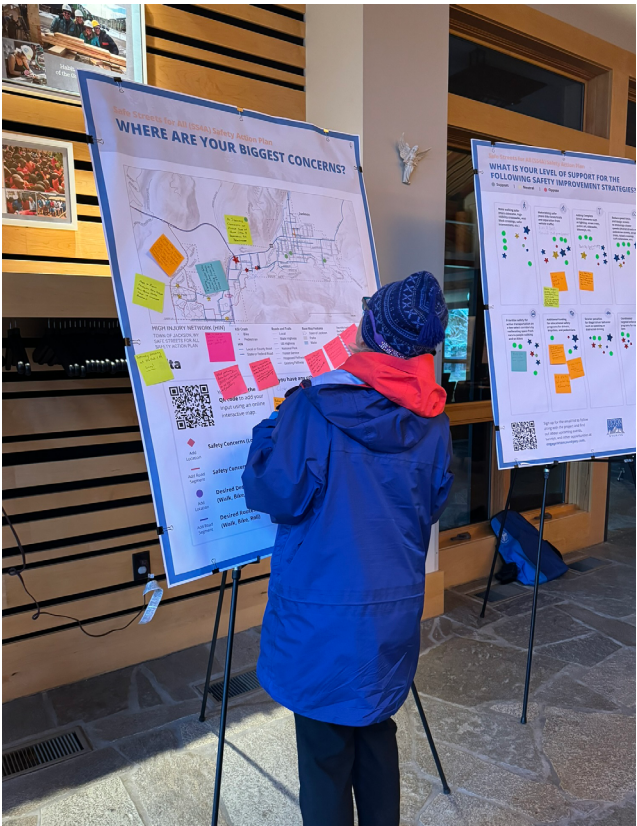
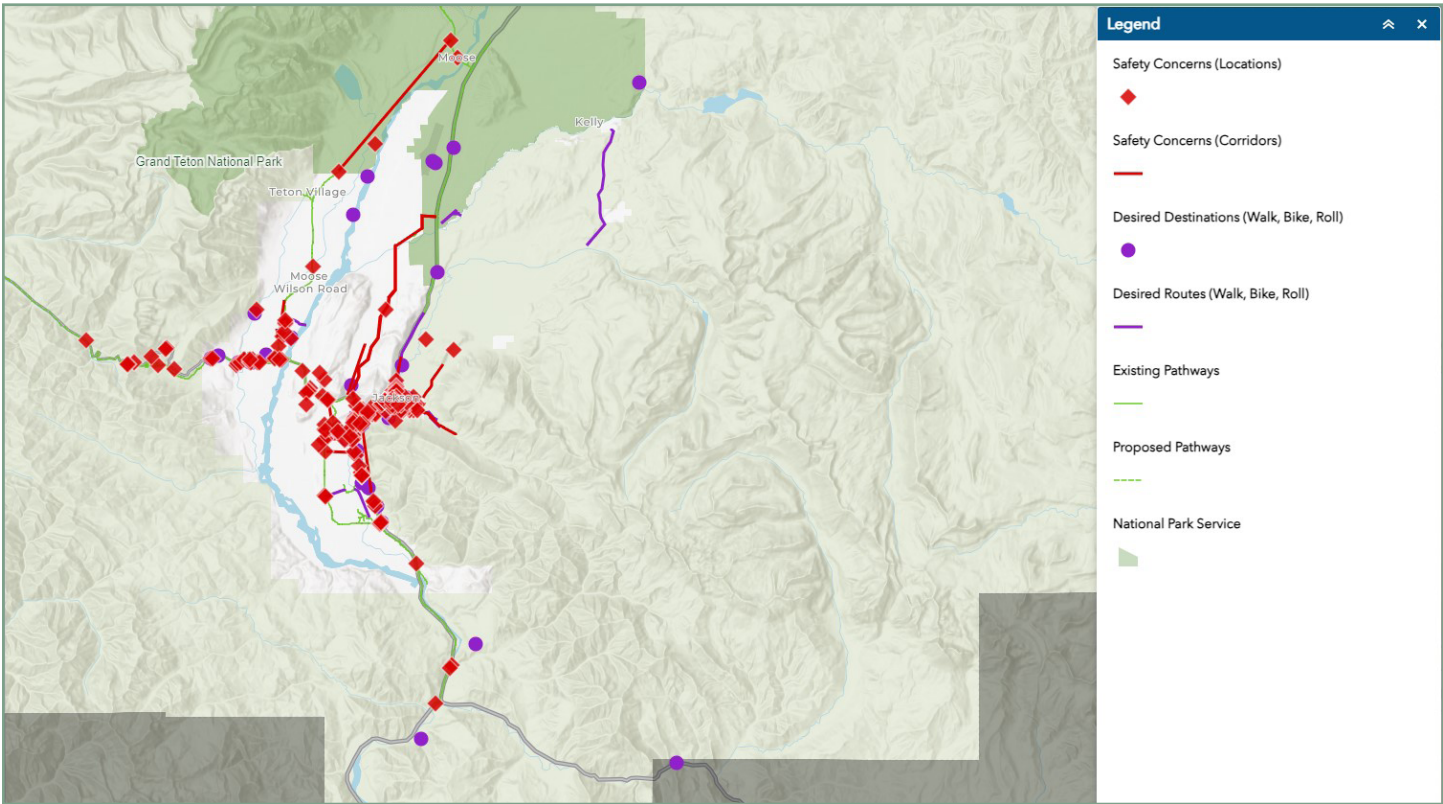


Figure 2. Phase I Engagement Community Input Map



PHASE I

Listen & Learn VISIONING

Promote and introduce the project and targeted outcomes

PHASE II

Reflect & Dive In ACTION PLAN DEVELOPMENT

Share how public input from Phase I will impact recommendations

PHASE III

Refine ACTION PLAN ADOPTION

Share how public input affected project outcomes and final recommendations



Phase II: Reflect & Dive In

The second phase of engagement kicked off in fall 2024. During this round, the project team shared themes from the first engagement phase and presented the findings from the safety analysis. This information was shared via an online StoryMap. The StoryMap (see **Figure 3**) also included a second, smaller set of survey questions asking respondents to rank safety project locations and provide feedback on the parallel Updated Community Streets Plan process. This survey was open from October 14 through November 21, 2024. The project locations were corridors and intersections that the project team identified through the safety analysis, Project Steering Committee input, and community feedback. The StoryMap webpage was visited 817 times and 111 survey responses were recorded.

Figure 3. Online StoryMap

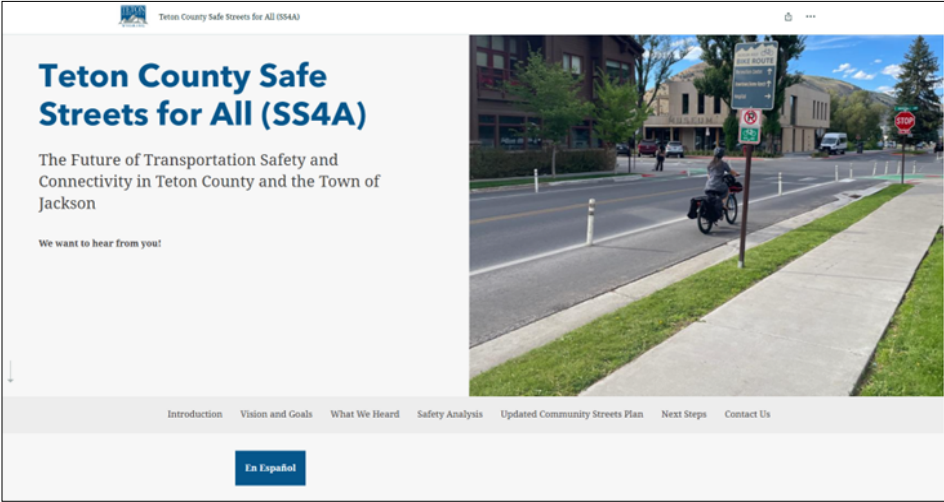


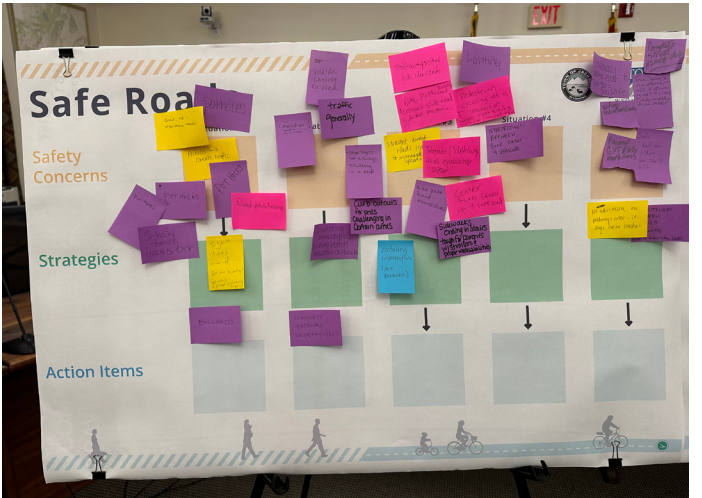
Figure 4. Example of Social Media Post



Stakeholder Outreach

PROJECT STEERING COMMITTEE

A 15-member Project Steering Committee (PSC) was assembled to guide the development of the plan from vision setting to implementation and to help chart the next 10 years of mobility and safety improvements in Teton County. PSC members included local community members and agency staff who represent a variety of interests and backgrounds including older adults, persons with disabilities, active transportation advocates, business owners, and conservation advocates. Throughout the plan's development, the committee convened several times to understand concepts such as the Safe Systems Approach, discuss vision and goals, review document drafts, and prioritize projects.



VOICES JH

Voices Jackson Hole (Voices JH) is a community-based organization with a mission of engaging and uplifting the immigrant communities of the Teton region. Voices JH conducted a Spanish language focus group and five individual interviews with Eastern European community members to engage and incorporate the needs of the immigrant communities in the planning process. The interviews and the focus group were facilitated in the families' first language or in English as appropriate. Discussions were tailored to understand travel concerns, perceived barriers to safety, and recommendations of priority areas within the county.



Engagement Highlights

(March - November 2024)

4 Project Steering Committee Meetings

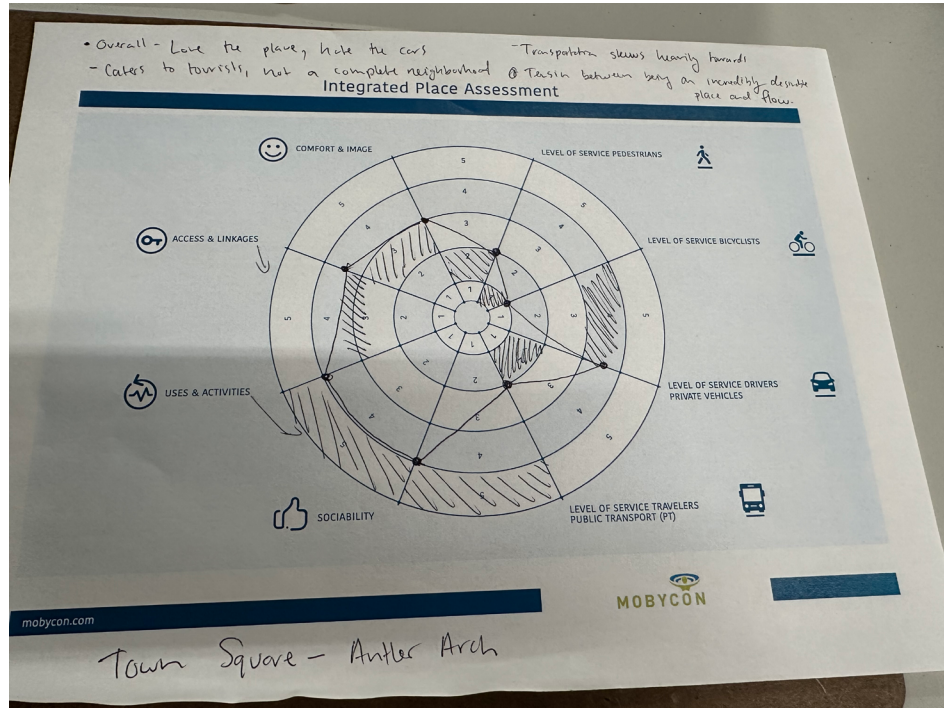
53 Open House Participants

392 Online Survey Responses

817 StoryMap Visits

22 Spanish Language Focus Group Participants

5 In-Person Interviews with Eastern European Immigrants

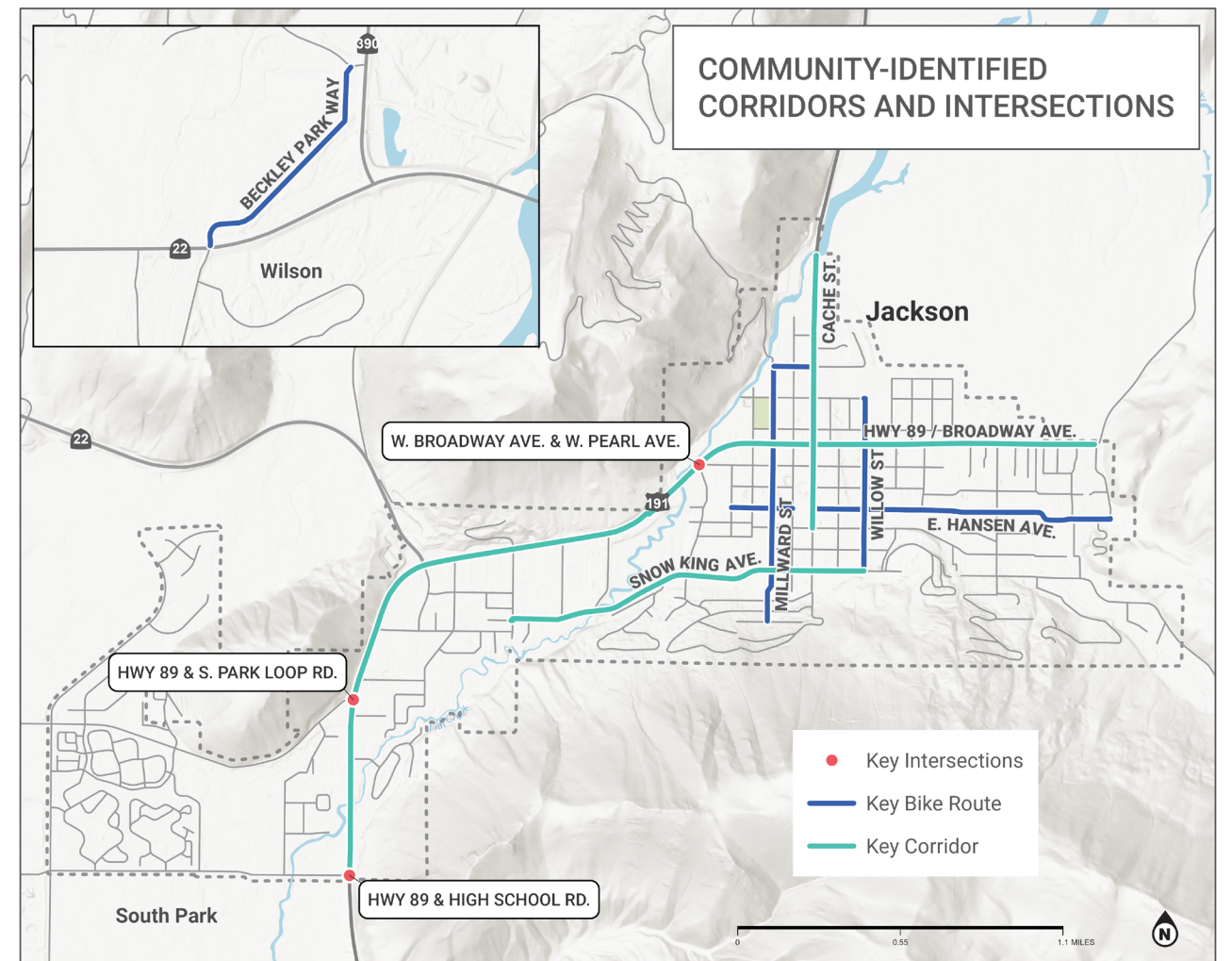


What We Heard

- **People want to walk and bike more:** The public expressed a need for better walking and biking facilities including pathway connectivity, continuous sidewalks (particularly in the Town of Jackson core), transit hubs, and pedestrian safety improvements around Town Square.
- **Safety improvements at crossings and intersections:** Difficult intersections and pathway crossings without proper infrastructure make it difficult for people to use the road safely and predictably. A high density of safety concerns was generally clustered along highways and arterial roadways, such as Highway 89 in Jackson. This corresponds to the crash profile findings in Chapter 2.
- **Transit and shared transportation options:** The community wants more transportation options, such as

public transit, employer shuttles, and park-and-rides, to connect Jackson residents and visitors to key destinations including the airport.

- **Wildlife safety:** Considering wildlife interactions and safety in designing and implementing transportation improvements was important for community members.
- **Maintenance investments:** Poorly maintained roads, sidewalks, pathways, or bike lanes (including snow and ice removal) was the top infrastructure-related safety concern.
- **Enforce stricter penalties and address road user behavior:** There is public support for stricter penalties, safety education programs, and enforcement strategies to address unsafe driving behavior.





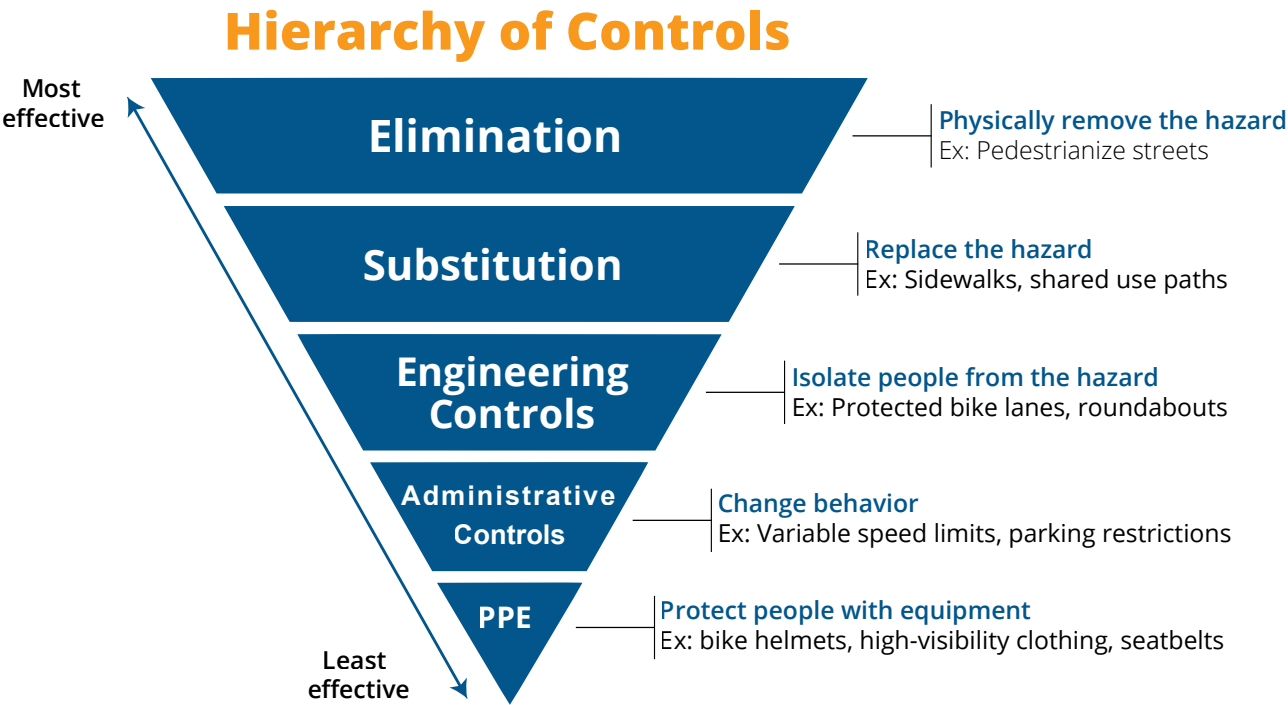
CHAPTER 4

Tools for Change



Hierarchy of Controls

When it comes to traffic safety, the Town and County have various tools at their disposal, though their effectiveness differs. The Hierarchy of Controls (shown below) is a framework that ranks strategies by their effectiveness. Adapted for traffic safety, it helps assess how well different approaches reduce fatal and serious crashes. This plan emphasizes physical infrastructure changes, as they tend to be more effective than efforts aimed at changing human behavior. Directing the Town and County's resources toward engineering solutions will likely yield the greatest impact.



What Are Safety Countermeasures?

The analysis of historical crash data and the resulting crash profiles show where crashes are happening and under what conditions. Next, we can start to identify ways to prevent common crashes by implementing safety countermeasures. “Countermeasures” are safety improvements that can be made to a roadway to reduce the likelihood of a crash and reduce the severity of crashes when they do occur. **Figure 5** shows a sample of common countermeasures used to improve safety for all users.

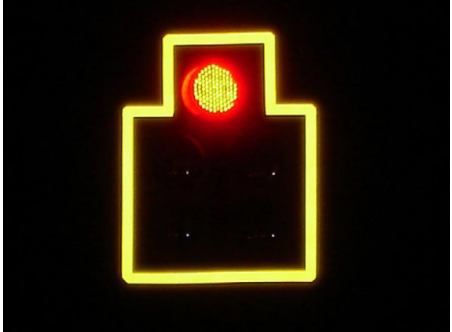
The countermeasures were derived from national best practices, including the following safety references:

- [Crash Modification Factors Clearinghouse](#)
- [FHWA Proven Safety Countermeasures](#)
- [FHWA Roadway Departure Safety: A Manual for Local Rural Road Owners](#)

Figure 5. Sample of Safety Countermeasures



Roundabouts and Neighborhood Traffic Circles



Traffic Signal Backplates with Retroreflective Borders



Separated Bike Lanes



Dedicated Left- and Right-Turn Lanes



Centerline and Rumble Strips



Leading Pedestrian Interval



Applying Safety Countermeasures

Tables 1 and 2 list the specific countermeasures that can be applied to address each crash profile. The table also includes a description of how each countermeasure responds to the crash profile and the level of complexity of implementation. **Table 1** lists the top three crash profiles for town and county roads, and **Table 2** lists the top three crash profiles for WYDOT roads. For more information on the safety countermeasures recommended below, see Appendix E.



TOWN AND COUNTY ROADS

Table 1. Top Three Town and County Road Crash Profiles

CRASH PROFILE	COUNTERMEASURE	HOW IT RESPONDS TO CRASH PROFILE	COMPLEXITY	CONTROLS
#1 ANGLE CRASH AT INTERSECTIONS (ALL MODES)	All-Way Stop	Increase driver awareness	Low	Engineering Controls
	Intersection Visibility (Daylighting)	Increased visibility	Medium	Administrative Controls
	Backplates with Retroreflective Borders	Enhances traffic signal visibility	Low	Engineering Controls
	Dedicated Left- and Right-Turn Lanes at Intersections	Separates turning traffic from through traffic, reducing conflict points	Medium	Engineering Controls
	Yellow Change Intervals	Reduces red-light running	Low	Administrative Controls
	Roundabouts	Lowers vehicle speeds and reduces conflicts	High	Engineering Controls



CRASH PROFILE	COUNTERMEASURE	HOW IT RESPONDS TO CRASH PROFILE	COMPLEXITY	CONTROLS
#2 SINGLE-VEHICLE CRASH (ALL MODES)	SafetyEdge SM	Enables vehicles that have left the roadway to safely regain control	Medium	Engineering Controls
	Wider Edge Lines	Reduces roadway departures	Low	Engineering Controls
	Shoulder Rumble Strips	Alerts drivers that they have left the travel lane	Low	Engineering Controls
	Variable Speed Limits (VSL)	Adjusts speed limits when visibility or pavement conditions are less than ideal	Medium	Administrative Controls
#3 BIKE OR PEDESTRIAN CRASH AT INTERSECTION	Separated Bike Lanes	Provides barrier to protect cyclists from motor vehicle traffic	Medium	Substitution
	Leading Pedestrian Interval (LPI)	Allows pedestrians to enter crosswalk first for better visibility for turning vehicles	Low	Engineering Controls
	Sidewalks	Provides vertical separation for pedestrians from motor vehicle traffic	Medium	Substitution
	Curb Extensions	Reduces pedestrian exposure by shortening crossing length	Medium	Engineering Controls
	Parking Restrictions	Enhances visibility of pedestrians for turning vehicles	Low	Administrative Controls
	Pedestrian Refuge Islands	Allows pedestrians to cross one direction of traffic at a time	Medium	Engineering Controls
	No Right-Turn-on-Red	Reduces vehicle and pedestrian or cyclist conflicts	Low	Administrative Controls



CRASH PROFILE	COUNTERMEASURE	HOW IT RESPONDS TO CRASH PROFILE	COMPLEXITY	CONTROLS
#3 BIKE OR PEDESTRIAN CRASH AT INTERSECTION (CONTINUED)	High-Visibility Crosswalk Markings	Enhances visibility of crosswalks from far distances or under low visibility conditions	Low	Substitution
	Lighting	Allows drivers to identify pedestrians or cyclists crossing the roadway	Medium	Engineering Controls
	Rectangular Rapid Flashing Beacons (RRFB)	Increases driver awareness at uncontrolled, marked crosswalks	Low	Substitution
	Continuous Raised Medians or Hardened Centerlines	Slows down left-turning vehicles	High (Raised Median) Low (Hardened Median)	Substitution
	Protected Intersections (Bikes)	Provides continuous protection for cyclists when navigating intersections	High	Engineering Controls
	Bicycle Treatments (Bike Boxes, Bike Signals/ Phasing, Pavement Markings)	Increases visibility of cyclists at intersections	Low (Treatments) Medium (Signals)	Engineering Controls
	Crossbike Markings at Intersections	Increases visibility of cyclists at intersections	Medium	Engineering Controls
	Corridor Access Management	Reduces conflict points	Medium - High	Administrative Controls

WYDOT ROADS

Table 2. Top Three WYDOT Road Crash Profiles

CRASH PROFILE	COUNTERMEASURE	HOW IT RESPONDS TO CRASH PROFILE	COMPLEXITY	CONTROLS
#1 MID-BLOCK ANGLE CRASH, 45+ MPH	Centerline Rumble Strips	Alerts drivers when drifting into oncoming traffic	Low	Engineering Controls
	Median Barriers	Prevents vehicles from crossing into oncoming traffic on high speed roadways	Low	Engineering Controls

CRASH PROFILE	COUNTERMEASURE	HOW IT RESPONDS TO CRASH PROFILE	COMPLEXITY	CONTROLS
	Variable Speed Limits (VSL)	Adjusts speed limits when visibility or pavement conditions are less than ideal	Low	Administrative Controls
	Lighting	Allows drivers to identify pedestrians or cyclists crossing the roadway	Medium	Engineering Controls
#2 REAR END CRASH AT INTERSECTION	Backplate with Reflective Borders	Enhances traffic signal visibility	Low	Engineering Controls
	Yellow Change Intervals	Reduces abrupt stops by vehicles approaching signalized intersections	Low	Administrative Controls
	Dedicated Left- and Right-Turn Lanes at Intersections	Separates turning traffic from through traffic, reducing conflict points	Low	Engineering Controls
	Enhanced Signing and Delineation	Increases awareness for drivers approaching an intersection	Low	Engineering Controls
	Supplementary Stop Signs Mounted Over the Roadway	Increases awareness for drivers approaching a stop controlled intersection	Low	Engineering Control
#3 SINGLE-VEHICLE CRASH, ROLLOVER/ OVERTURNED MID-BLOCK, DARK AND UNLIGHTED ROADWAY	Variable Speed Limits (VSL)	Adjusts speed limits when visibility or pavement conditions are less than ideal	Low	Administrative Controls
	Lighting	Allows drivers more time to stop when they identify a hazard or change in the road ahead	Medium	Engineering Controls
	Wider Edge Lines	Reduces roadway departures	Low	Engineering Controls
	Shoulder Rumble Strips	Alerts drivers that they have left the travel lane	Low	Engineering Controls
	Fluorescent Curve Signs	Alerts drivers to upcoming turns and communicates the direction and sharpness of the curve	Low	Administrative Controls



Policy and Process Recommendations

Change is possible when we take a look at the entire system and how we interact with it. In addition to implementing countermeasures, various policy and process changes can support physical infrastructure improvements and improve safety on our roadways. This section provides recommended strategies for Teton County and the Town of Jackson.

DESIGN

RECOMMENDATION	SAFE SYSTEM CATEGORIES	TIMELINE	FUNDING	ORGANIZATIONAL CAPACITY NEEDS	HIERARCHY OF CONTROLS
D.1 Implement safety improvements on the High Injury Network (HIN). Improving safety on the HIN should be a top priority as crash data shows those corridors as being the highest-risk crash areas for all road users. Quick build improvements should be considered for locations that need safety enhancements to be implemented rapidly and where traditional construction timelines would be lengthy. Refer to the top HIN corridors identified for town, county, and WYDOT roads in Chapter 2 of this Safety Action Plan and incorporate specific vulnerable road user improvements as discussed in Strategy D.7.	Safe Roads Safe Speeds	Long (5+ years)	High	Moderate	Engineering Controls
D.2 Implement safety improvements on locations identified in the Corridors & Intersections Safety Analysis. Address safety issues identified in the Corridors and Intersections Safety Analysis, using those recommendations as a starting point for improvements and prioritizing corridors and intersections that scored highest on the HIN. The Corridors and Intersections Safety Analysis location selection matrix provides more information on how they were selected and may be used to prioritize improvements.	Safe Roads Safe Speeds	Medium (2-5 years)	High	Low	Engineering Controls
D.3 Collaborate with WYDOT on countywide intersection safety improvements. Improvements should be focused on corridors on the High Injury Network (HIN), especially corridors in the 50th percentile of HIN scores noted in the Corridors and Intersections Safety Analysis.	Safe Roads	Long (5+ years)	High	Moderate	Engineering Controls
D.4 Address bicycle and pedestrian safety at intersections and driveways on town, county, and WYDOT roads. Enhance the safety and visibility of bicyclists and pedestrians at intersections at these locations in accordance with the Updated Community Streets Plan and using tools from the TEDS Manual. <i>Coordinate with Strategy D.2.</i>	Safe Roads Safe Speeds	Medium (2-5 years)	Moderate	Moderate	Engineering Controls
D.5 Mitigate risks for single-vehicle crashes involving wildlife conflicts. Provide enhanced, high-visibility wildlife safety warnings along county roads and in locations with high wildlife crash propensities, especially in areas that intersect with the HIN. Refer to the Wildlife Crossing Master Plan and single-vehicle, mid-block crashes for locations that may specifically benefit.	Safe Roads	Medium (2-5 years)	Moderate	Low	Engineering Controls
D.6 Improve roadway lighting in accordance with dark sky standards, focusing first on the HIN. Lack of adequate lighting was repeatedly discussed in community outreach and was found to be a common factor in the high occurrences of rollover/overturned vehicle crashes on WYDOT roads. Lighting and visibility is especially important for vulnerable road users as well. <i>Coordinate with Strategies D.2 and D.3.</i>	Safe Road Users Safe Roads	Medium (2-5 years)	High	Low	Engineering Controls
D.7 Improve pedestrian and bicycle infrastructure and connect gaps. Enhance pedestrian and bicycle safety and fill network gaps by implementing the Updated Community Streets Plan and contextually implementing countermeasures where necessary (including county roads) and constructing improvements identified in the updated Pathways Master Plan. These could include ADA retrofits and treatments such as new and/or improved midblock crossings, roundabouts, sidewalks, bicycle infrastructure, and curb extensions. <i>Coordinate with Strategy D.3.</i>	Safe Roads Safe Speeds	Long (5+ years)	High	High	Engineering Controls
D.8 Develop a process to identify and implement safety improvements in areas with known safety risks, even if there is not an extensive recorded crash history. A proactive approach is an important strategy to improve road safety. Developing a process to identify areas with significant potential for conflicts but have not yet experienced serious or fatal crashes is an essential first step. The identification process could include methods for travelers to self-report unsafe conditions or “near misses”.	Safe Roads	Medium (2-5 years)	Low	Moderate	Engineering Controls



DEVELOPMENT REGULATIONS

RECOMMENDATION	SAFE SYSTEM CATEGORIES	TIMELINE	FUNDING	ORGANIZATIONAL CAPACITY NEEDS	HIERARCHY OF CONTROLS
L.1 Revise or redesign on-street parking near intersections with higher pedestrian crash propensities to improve visibility and be compliant with Wyoming state law. Remove on-street parking and use quick build techniques identified in the Countermeasures section of this Safety Action Plan, such as curb extensions, to improve pedestrian visibility and reduce crashes.	Safe Roads	Short (1-2 years)	Low	Moderate	Administrative Controls
L.2 Require new developments to provide bicycle and pedestrian infrastructure connections by assessing connections internal to their development along with accessibility to the broader bicycle and pedestrian network. A thorough analysis of the effect of new developments on bicycle and pedestrian travel, coupled with effective and appropriate mitigations, can improve roadway safety by ensuring that the needs of vulnerable road users are emphasized as a municipality grows. This is consistent with Policy 7.3.e in the Teton County Comprehensive Plan.	Safe Roads	Short (1-2 years)	Low	Moderate	Substitution Engineering Controls
L.3 Analyze existing policy or process barriers to compact development. Reducing barriers to compact development can help facilitate denser development patterns where they are already intended to occur, which makes pedestrian travel easier and safer by reducing distances between destinations in high-activity areas.	Safe Roads	Short (1-2 years)	Low	Moderate	Administrative Controls
L.4 Update the Town and County Land Development Regulations (LDRs) to reflect best practices identified in the TEDS Manual and to specifically address bicycle and pedestrian issues and needs. The TEDS Manual contains some standards that differ from the LDRs. While the LDRs are intended to be minimums and may be exceeded to match TEDS Manual standards, the two should match as closely as possible to promote clear solutions for both public and private projects.	Safe Roads	Medium (2-5 years)	Low	Moderate	Engineering Controls

PLANS

RECOMMENDATION	SAFE SYSTEM CATEGORIES	TIMELINE	FUNDING	ORGANIZATIONAL CAPACITY NEEDS	HIERARCHY OF CONTROLS
PL.1 Ensure that the HIN is included in future land use and transportation planning efforts so that HIN improvements are able to be made from a variety of implementation sources, including Capital Improvements, new development, and other jurisdictional investments Ensuring that HIN is referenced in future plans and plan updates will carry recommendations forward for future implementation where needed, and potentially improve future funding applications.	Safe Roads	Ongoing	Low	Low	Engineering Controls
PL.2 Update the TEDS Manual periodically to reflect best practices. Although the TEDS Manual was developed in reference to the latest local standards and national guidance, such as AASHTO and NACTO, it will need to be updated at regular intervals to account for new and possibly more effective standards that may arise over time.	Safe Roads	Ongoing	Low	Low	Engineering Controls
PL.3 Audit bus stops along the HIN to identify both quick-build strategies and long-term improvements needed, including ADA compliance. Safe access to transit is essential, and safety issues can arise for vulnerable users when transit stops lack sidewalks, pathways, or other connections for pedestrian or bicycle travel. Bus stops on the HIN should be targeted for improvements to improve safety for riders on corridors with relatively higher risk. Transit stop improvements could include a variety of interventions such as relocations to enhance safety, ADA improvements, or the addition of rider amenities to improve comfort and accessibility.	Safe Road Users	Short (1-2 years)	Low	Moderate	Engineering Controls
PL.4 Develop a County Road and Village Active Transportation Plan. A County Road and Village Active Transportation Plan could improve transportation safety in Teton County by connecting the Jackson-focused Community Street Plan recommendations with improvements to pathways and other bicycle and pedestrian facilities throughout the region.	Safe Roads	Medium (2-5 years)	Moderate	Moderate	Engineering Controls



POLICIES

RECOMMENDATION	SAFE SYSTEM CATEGORIES	TIMELINE	FUNDING	ORGANIZATIONAL CAPACITY NEEDS	HIERARCHY OF CONTROLS
PO.1 Include safety implementation progress updates and address how proposed capital projects will improve safety when located on HIN. Identify a committee to provide accountability on addressing safety issues and progress, or add this coordination responsibility to the duties of the safety staff person noted in PO.3.	<i>Safe Roads</i> <i>Safe Speeds</i>	<i>Ongoing</i>	<i>Low</i>	<i>Low</i>	<i>Engineering Controls</i>
PO.2 Identify partnership opportunities to address neighborhood traffic calming. The Western Transportation Institute (WTI) and Montana State can offer models and examples for this. The TEDS Manual and this Action Plan also provide details on specific traffic calming countermeasures. In addition, investigating reliable grant funding or new dedicated funding sources, can help improve safety more quickly by making a larger, more consistent pool of funding available.	<i>Safe Roads</i> <i>Safe Speeds</i>	<i>Short</i> <i>(1-2 years)</i>	<i>Low</i>	<i>Low</i>	<i>Engineering Controls</i>
PO.3 Hire a dedicated staff person that can focus on safety improvement implementation, tracking, and coordination. Safety improvements are easier and more efficiently coordinated between multiple departments and agencies when a staff person can dedicate much of their time to pursuing safety improvements and tracking, implementing, and following up on recommendations in this Safety Action Plan. They can also ensure best practices in design are followed for new and rehabilitated roadway, bike, pedestrian facilities in accordance with the TEDS Manual and its updates.	<i>Safe Road Users</i> <i>Safe Roads</i>	<i>Short</i> <i>(1-2 years)</i>	<i>High</i>	<i>Low</i>	<i>Administrative Controls</i>
PO.4 Develop or update Town/County access management policies to reduce driveway conflicts, and work with WYDOT to transition legacy accesses into compliance with new access management standards Access management policies can help address this by reducing conflicts, especially along busy commercial corridors, making the roadway environment safer for all users.	<i>Safe Roads</i>	<i>Medium</i> <i>(2-5 years)</i>	<i>Low</i>	<i>High</i>	<i>Administrative Controls</i>
PO.5 Lower speed limits in conjunction with other roadway safety improvements. Lowering speed limits in areas with a lot of conflicts between users, especially in conjunction with design improvements, can lower the likelihood of serious or fatal crashes and greatly improve safety for all users. This strategy may also help address the Crash Profile Analysis finding of high proportions of driver, bicyclist, and pedestrian injury crashes at intersections.	<i>Safe Roads</i> <i>Safe Speeds</i>	<i>Ongoing</i>	<i>Low</i>	<i>Low</i>	<i>Administrative Controls</i>
PO.6 Accommodate pedestrians and bicyclists in existing or new maintenance of traffic (MOT) policies. Vulnerable road users should be provided with safe routes when events, construction projects, or road work temporarily disrupt connections.	<i>Safe Road Users</i> <i>Safe Roads</i>	<i>Medium</i> <i>(2-5 years)</i>	<i>Low</i>	<i>Low</i>	<i>Administrative Controls</i>



PROGRAMS

RECOMMENDATION	SAFE SYSTEM CATEGORIES	TIMELINE	FUNDING	ORGANIZATIONAL CAPACITY NEEDS	HIERARCHY OF CONTROLS
PR.1 Enhance existing and develop new targeted roadway safety education and enforcement programs. Education and enforcement programs are most effective when paired together and/or with other safety improvements such as design changes. There should be clear and consistent messaging that includes high-quality materials that community stakeholders can distribute. Specific behaviors and groups can be targeted, which should be coordinated with findings in the Crash Profile analysis. Initial topics may include: - Slowing down at intersections. - E-bike safety on roads and pathways. - Awareness of ADA needs - Visitor safety materials distributed at rental car locations.	Safe Road Users	Medium (2-5 years)	Moderate	Moderate	Administrative Controls
PR.2 Prioritize vulnerable road user facility maintenance systemwide, especially on streets where the Updated Community Streets Plan typologies identify bicycle and pedestrian priority. Improper facility maintenance can create safety hazards and additional conflict points with vehicles. For example, debris in bicycle lanes can cause cyclists to take evasive action into vehicle lanes, and barriers on sidewalks can make a sidewalk unusable for pedestrians.	Safe Roads	Medium (2-5 years)	Moderate	High	Engineering Controls
PR.3 Transportation demand management (TDM) program. Update the Transportation Demand Management (TDM) program and incorporate new requirements into Land Development Regulations to address traffic from new developments. These measures will enhance road safety for all users by reducing conflicts while promoting multimodal transport options and improved infrastructure.	Safe Road Users				Administrative Controls
PR.4 Investigate the feasibility of automated enforcement programs. Automated speed and/or red light enforcement programs have received very high effectiveness ratings. Teton County and the Town of Jackson can expand existing programs and pair these programs with Strategy PR.1.	Safe Road Users Safe Speeds	Long (5+ years)	Moderate	High	Administrative Controls
PR.5 Develop a transparent process for tracking crashes on WYDOT and local roads and responding to evolving crash patterns. Reliable crash data is essential to understanding and responding to evolving crash patterns in Teton County and the Town of Jackson. This includes incorporating data from emergency room visits resulting from crashes into reports to provide a more comprehensive understanding of crashes. Crash data should be shared publicly to promote transparency and should coordinate with existing WYDOT crash analysis processes.	Safe Road Users Post-Crash Care	Short (1-2 years)	Low	Moderate	N/A
PR.6 Reduce EMS response crash times below 9 minutes. The Crash Profiles Analysis notes that the median EMS response time for any KSI crash where EMS was called was nine minutes throughout the county, which is similar to the national average. Research shows that compared to a baseline response time of under 9 minutes, a response time of 9 to 18 minutes is associated with 34% increased odds of a death at the crash scene.	Safe Road Users Post-Crash Care	Medium (2-5 years)	High	Moderate	N/A
PR.7 Establish regional Safety Evaluation Working Group to monitor performance measures, or assign this responsibility to an existing working group. A regional working group focused on monitoring performance measures would ensure that regional progress on addressing these strategies is tracked and documented over time	Safe Road Users Safe Roads Safe Speeds Post-Crash Care	Short (1-2 years)	Low	Low	N/A
PR.8 Invest in and expand the pathways network, focusing on the HIN and Updated Community Streets Plan typologies. Expanding the pathways network will provide safe, separated facilities for cyclists and pedestrians. Improve pathway crossings at intersections, in particular, and connect into a high-comfort on-street bicycle network within Jackson.	Safe Roads	Long (5+ years)	High	High	Engineering Controls



Implementation

The Comprehensive Safety Action Plan is a holistic approach to safety. Not only does it look back to address problematic areas, it also gives the Town and County the tools they need to proactively attempt to improve safety on their roads. This plan offers an analysis of data and key safety recommendations that work to prevent crashes from happening in the future. The Updated Community Streets Plan recommends modal recommendations for corridors in Jackson and recommends different design treatments based on modal priority. Over time, this will enhance safety for all users and help guide important design trade-offs on roadways. The Transportation Engineering Design Standards (TEDS) Manual will guide multimodal design best practices as Safety Action Plan and Community Streets Plan recommendations are implemented.

Comprehensive Safety Action Plan (2025)

Recommends specific safety improvements and identifies the most important locations for those improvements.

Updated Community Streets Plan

Identifies where each transportation mode (e.g., vehicles, bikes, and pedestrians) should be prioritized when street space is limited.

Transportation Engineering Design Standards (TEDS) Manual

Contains roadway design guidelines that Teton County and the Town of Jackson can reference when implementing safety and mobility improvements.



CHAPTER 5

Creating Change



Safety Project Selection

After careful consideration of the safety analysis results and community feedback, 22 projects were selected for implementation recommendations. **Table 3** lists the 10 corridor projects and **Table 4** lists the 12 intersection projects. Each table also includes the rationale for each project’s selection. Strategic flow corridor refers to areas with a high level of multimodal overlap which need to be managed to facilitate safe mobility for all users. For detailed project cut sheets, see Appendix A.



CORRIDORS

Table 3. List of Selected Project Corridors

	LOCATION	TOP 50% OF HIN	STRATEGIC FLOW CORRIDOR	PROJECT STEERING COMMITTEE	TOWN/COUNTY STAFF	FOCUS GROUPS	ONE-ON-ONE INTERVIEWS	OPEN-ENDED SURVEY RESPONSES	% OF SURVEY PARTICIPANT VOTES ¹	ADDITIONAL RATIONALE
A	W. Broadway Ave./ Highway 89 from Cache St. to High School Rd.	X	X	X		X	X	X	51%	
B	Pearl Ave. from S. Jackson St. to S. Jean St.	X	X	X		X	X		31%	
C	Cache St. from Kelly Ave. to Mercill Ave.	X	X	X				X	38%	• High Pedestrian Traffic Area and Near School
D	Kelly Ave. from Clissold St. to Clark St.	X		X		X	X		14%	• Auto Network Intersects with Truck/Transit/Bike Network
E	Buffalo Way from Highway 89 to Maple Way	X				X	X		21%	• High Truck and Transit Traffic
F	Moose Wilson Rd. from Highway 22 to Teton Village Rd.			X					28%	• Adjacent to Pathway System
G	Snow King Ave. from Scott Ln. to S. Willow St.				X	X	X		47%	
H	Broadway Ave. from King St. to Nelson Dr.				X	X	X	X	17%	
I	Highway 89 from Big Trail Dr. to S. Park Loop Rd.				X				21%	
J	S. Park Loop Rd. from Tribal Trail Rd. to Highway 89			X					28%	

1. Phase II Survey (Fall 2024)

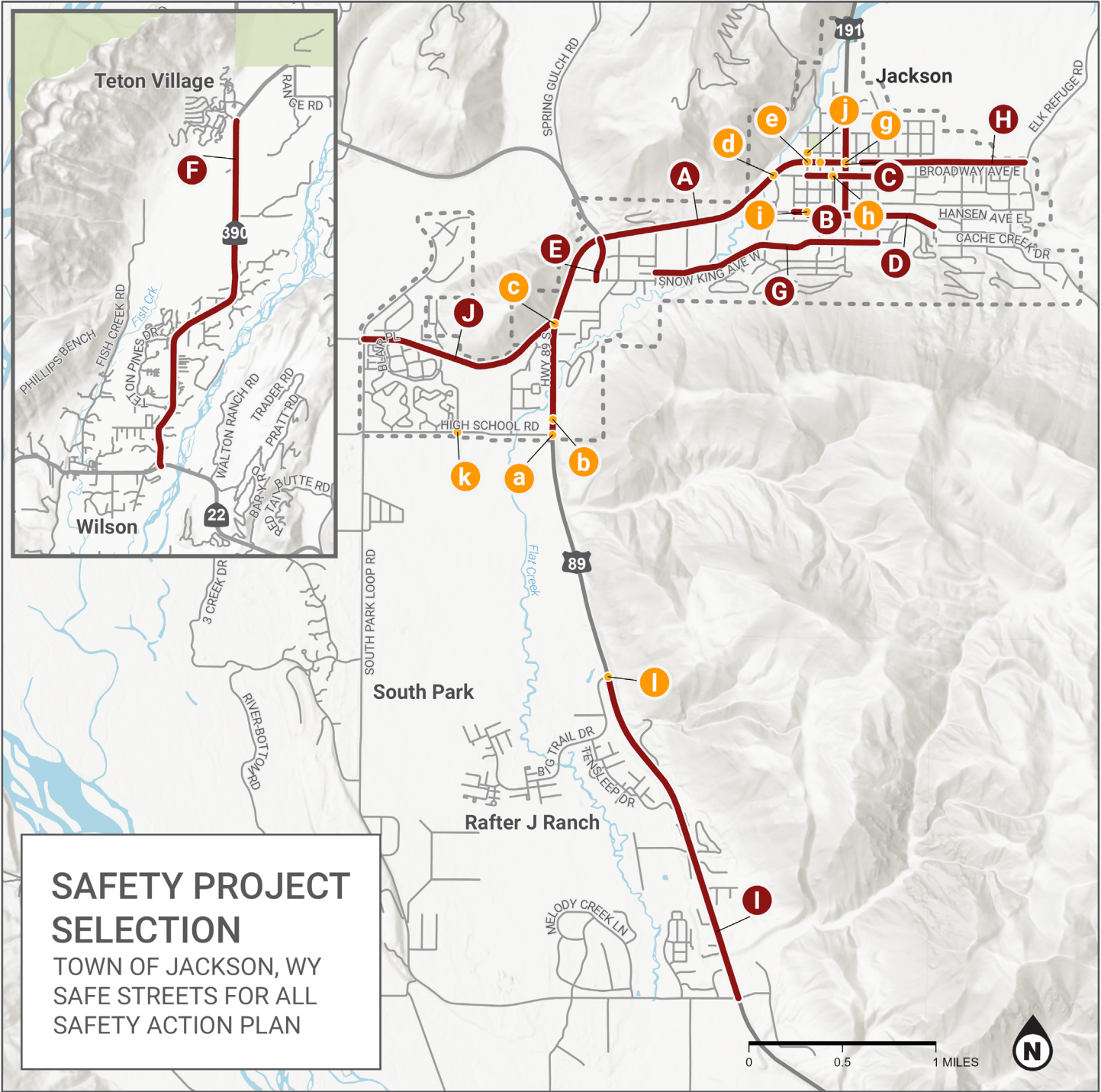


INTERSECTIONS

Table 4. List of Selected Project Intersections

	LOCATION	TOP 50% OF HIN	STRATEGIC FLOW CORRIDOR	STEERING COMMITTEE	TOWN/COUNTY STAFF	% OF SURVEY PARTICIPANT VOTES	ADDITIONAL RATIONALE
a	Highway 89 & High School Rd.	X				42%	- Cluster of Rear End Crashes - Near School and Trail Access Point
b	Highway 89 & Smith's Access (near High School Rd.)				X	33%	
c	Highway 89 & S. Park Loop Rd.	X	X			53%	Crash Cluster
d	W. Broadway Ave. & W. Pearl Ave.	X	X			45%	Cluster of Rear End Crashes
e	W. Broadway Ave. & Jackson St.	X	X	X		17%	- Crash Cluster - Near Miller Park
f	W. Broadway Ave. & Millward St.				X	29%	
g	Broadway Ave. & Cache St.	X	X			29%	- Crash Cluster - High Pedestrian Traffic Area - High Rate of Severe Pedestrian-Involved Crashes - Near Town Square
h	W. Pearl Ave. & S. Glenwood St.	X				21%	- Cluster of Angle Crashes - High Pedestrian Traffic Area - High Rate of Severe Pedestrian-Involved Crashes - Pedestrian Network Intersects with Auto/ Transit/Truck Network
i	W. Kelly Ave. & S. Jackson St.				X	12%	
j	W. Deloney Ave. & N. Jackson St.	X				12%	Near Park
k	High School Rd. & Middle School Rd.	X				21%	Near Schools
l	Highway 89 & Big Trail Dr.			X		23%	

Map 3. Safety Project Selection



PRIORITY CORRIDORS

- A W. Broadway Ave. / Hwy 89
- B Pearl Ave.
- C Cache St.
- D Kelly Ave.
- E Buffalo Way
- F Hwy 360 / Moose Wilson Rd.
- G Snow King Ave.
- H E. Broadway Ave.
- I Hwy 89
- J S. Park Loop Rd.

PRIORITY INTERSECTIONS

- a Hwy 89 & High School Rd.
- b Hwy 89 at Smith's Access
- c Hwy 89 & S. Park Loop Rd.
- d W. Broadway Ave. & Pearl Ave.
- e W. Broadway Ave. & Jackson St.
- f W. Broadway Ave. & Millward St.
- g Broadway Ave. & Cache St.
- h W. Pearl Ave. & S. Glenwood St.
- i W. Kelly Ave. & S. Jackson St.
- j W. Deloney Ave. & N. Jackson St.
- k High School Rd. & Middle School Rd.
- l Hwy 89 & W. Big Trail Dr.



Progress & Transparency

We are committed to implementing this plan to make our roads safer. We are also committed to keeping the community informed on the progress of implementation in a transparent way to promote trust.

TRACK OUR PROGRESS

Committing to safer streets means staying accountable and maintaining transparency. We will release an annual report that details the progress we have made. We will also share crash data to stay attuned to evolving crash patterns in Teton County and the Town of Jackson. The StoryMap will remain posted on the County's website to keep track of progress over time.

SAFETY EVALUATION WORKING GROUP

We will establish a regional working group focused on monitoring performance measures to ensure that the recommended strategies are employed.



Appendices

APPENDIX A

Safety Project Selections

APPENDIX B

SS4A Eligibility

APPENDIX C

Community Engagement

APPENDIX D

Data Analysis

- ▶ Equity Scan
- ▶ High Injury Network
- ▶ Crash Profiles

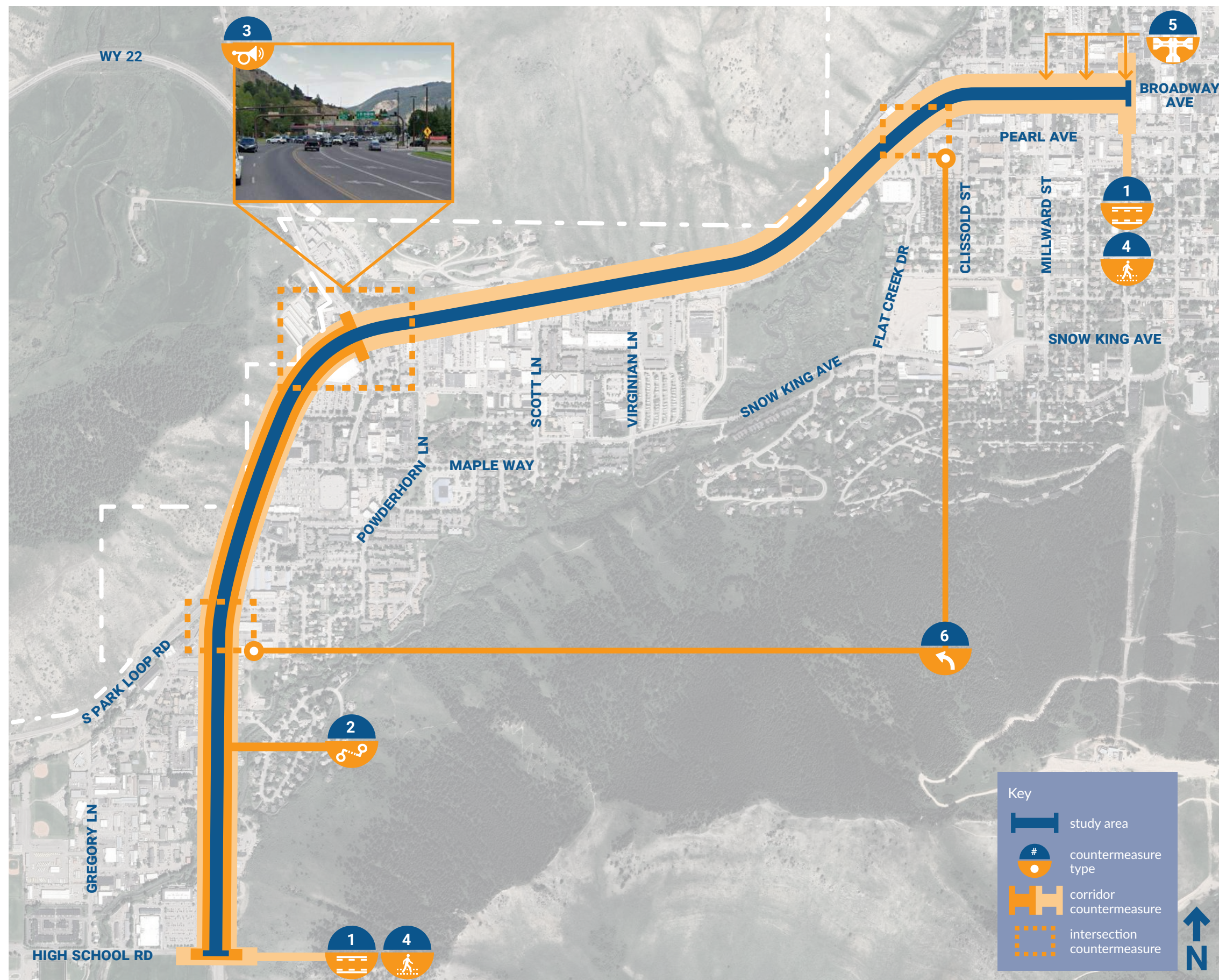
APPENDIX E

Safety Countermeasure Recommendations



APPENDIX A

Safety Project Selections



Broadway Avenue / Highway 89

Corridor Length- 2.6 mile | HIN

Crash Profile



- » Rear End
- » Angle
- » Midblock Single Vehicle
- » Pedestrian / Bicycle

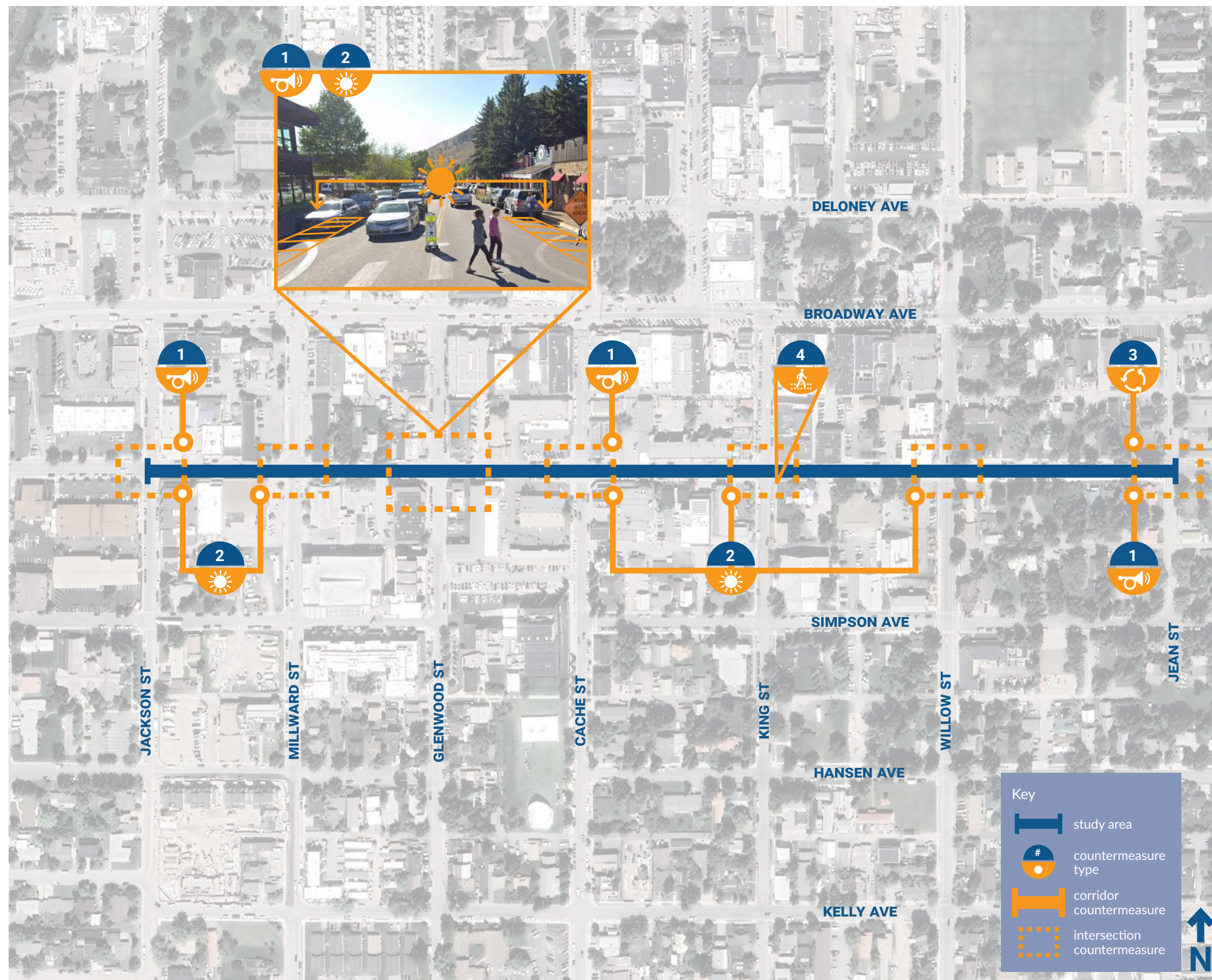
Safety Concern

A safety concern is an observed roadway feature that may lead to safety problems for motorized & nonmotorized users

Safety Countermeasure

Countermeasures are safety improvements designed to reduce injury and improve safety & comfort for users

- 1** Faded striping & narrow edge lines make the lanes difficult to see
Stripe wider edge lines & refresh striping on a regular basis
- 2** Gaps in sidewalks & bicycle lanes pose challenges for users
Fill in sidewalk & bicycle lane gaps to improve pedestrian safety & comfort.
Extend the existing cycle track south of WY 22 to High School Road to expand the cycle track of pathway.
- 3** Roadway curves can create blind spots near intersections
Install advanced warning signs to warn drivers about approaching intersections
- 4** Wide roadway with few pedestrian and bike crossings can increase conflicts
Install RRFBs or PHBs as appropriate to offer safe crossing opportunities
Install continuous and raised side street crossings for bikeway and sidewalk on all uncontrolled side streets and driveways.
- 5** Wide intersections with on-street parking pose challenges for crossing pedestrians
Add curb extensions to increase pedestrian visibility and shorten crossing distances
- 6** History of angle crashes along this corridor, paired with permissive left turn signals
Add a protected-only left turn signal or flashing yellow arrow with permissive phase to reduce turning conflicts



Pearl Ave from Jackson to Jean Street Corridor Length- 0.5 mile | HIN

Crash Profile

» Angle
 » Bicycle
 » Pedestrian

Safety Concern

A safety concern is an observed roadway feature that may lead to safety problems for motorized & nonmotorized users

Safety Countermeasure

Countermeasures are safety improvements designed to reduce injury and improve safety & comfort for users

- 1**

No signals & alternating stop control increase risk for angle crashes

Convert two-way stops to all-way-stops or add new crosswalk / intersection warnings to slow turning vehicles
- 2**

Faded crosswalks and on-street parking reduce visibility of pedestrians crossing the intersection

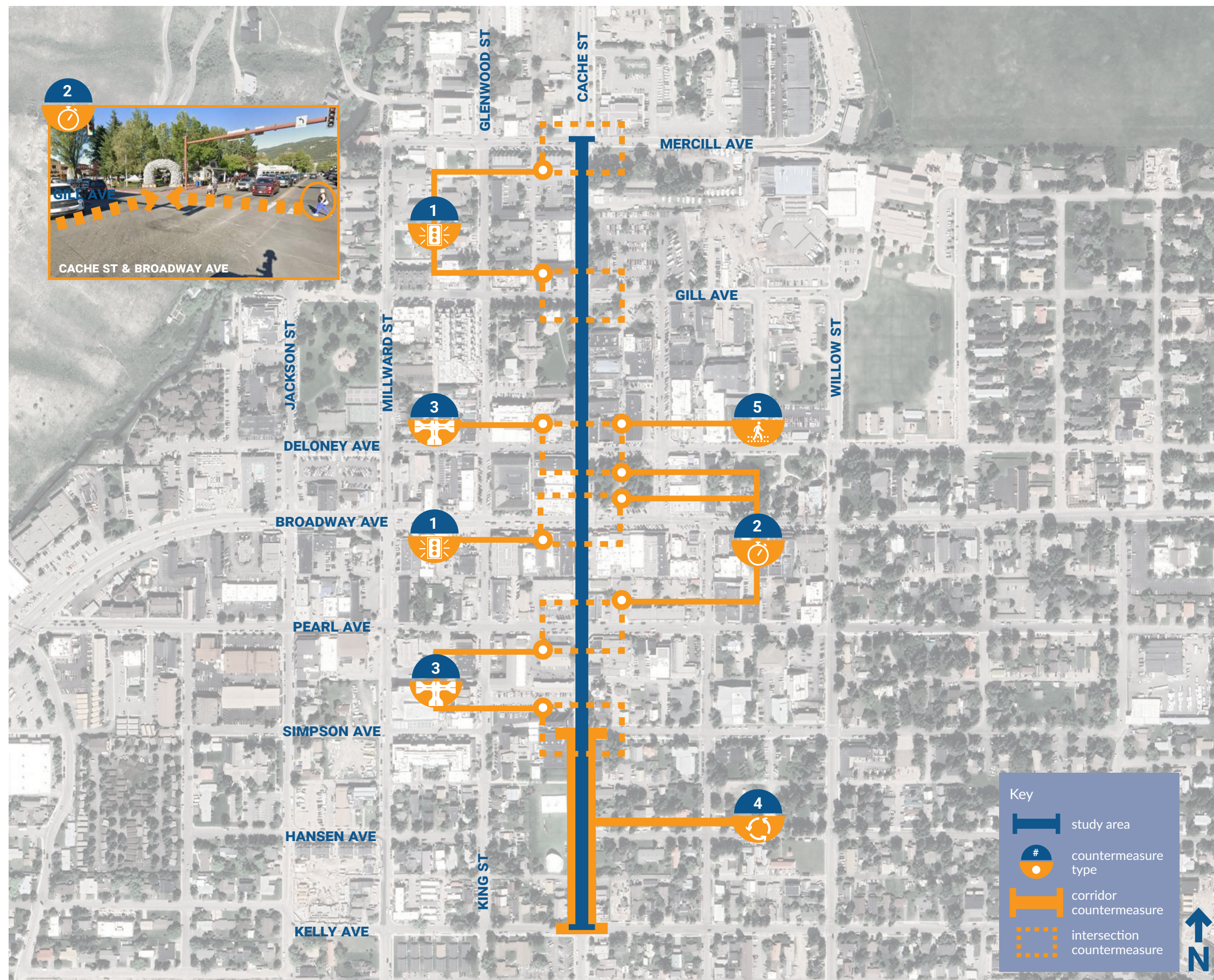
Daylight intersections for better pedestrian visibility by removing parking and adding curb extensions and lighting.
- 3**

Corridor transitions from downtown core to slower, more residential area

Add traffic circles & curb extensions on residential streets to calm traffic & reinforce the residential context
- 4**

Staircases along Pearl Ave are not accessible sidewalks and push mobility aid users into the roadway

Replace or supplement existing sidewalk staircases with accessible sidewalks



Cache Street from Kelly to Mercill Ave Corridor Length- 0.5 mile | HIN

Crash Profile

» Rear End
 » Bicycle
 » Pedestrian

Safety Concern

A safety concern is an observed roadway feature that may lead to safety problems for motorized & nonmotorized users

Safety Countermeasure

Countermeasures are safety improvements designed to reduce injury and improve safety & comfort for users

- 1

History of rear end collisions highlights a need for more awareness of approaching intersections
- 1

Install a retroreflective backplate on the traffic signals to improve visibility of signal head
- 2

Popular pedestrian area with vehicular turning movements have greater conflict potential
- 2

Add a leading pedestrian interval to the traffic signal to give pedestrians more time to cross the street
- 3

On-street parking reduces the visibility of pedestrians crossing the intersection
- 3

Install curb extensions to shorten crossing distance & increase visibility of pedestrians
- 4

A mix of commercial and residential creates risk of vehicular / pedestrian conflict
- 4

Add traffic circles, curb extensions & speed humps on residential streets to calm traffic & reinforce the residential context
- 5

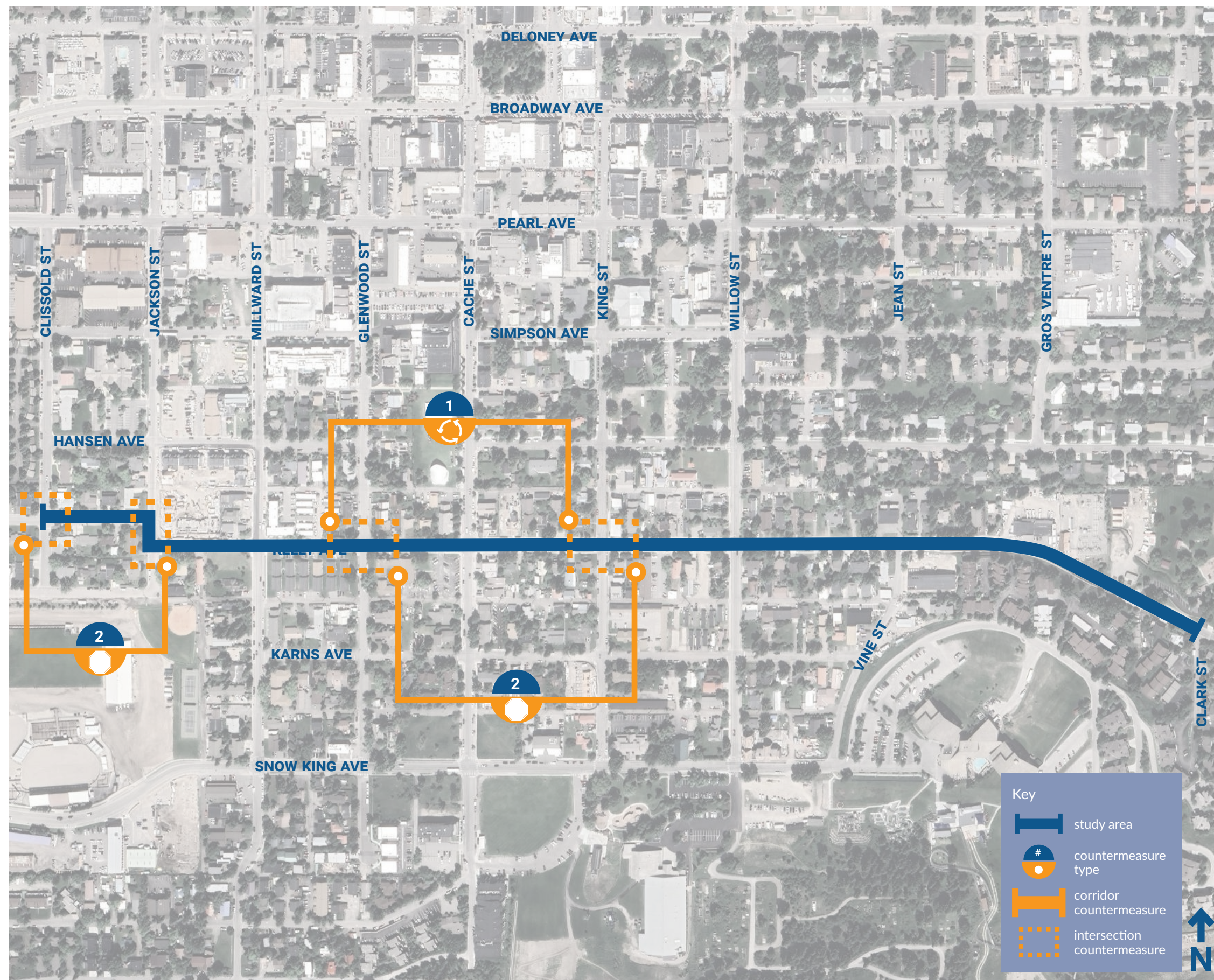
High volume pedestrian crossing may increase risk of conflict
- 5

Provide a raised pedestrian crossing on non-highway legs with pavement markings to improve visibility and yielding behavior

1

Retroreflective Back Plate

A retroreflective backplate is a 1 to 3 inch reflective yellow frame that improves visibility of the signal head, especially with lower light levels



Kelly Ave from Clissold to Clark Street Corridor Length- 0.78 mile | HIN

Crash Profile

- » Angle
- » Pedestrian
- » Rear End
- » Bicycle

Safety Concern

A safety concern is an observed roadway feature that may lead to safety problems for motorized & nonmotorized users

Safety Countermeasure

Countermeasures are safety improvements designed to reduce injury and improve safety & comfort for users

1

A mix of residential & light industrial creates potential for vehicular / pedestrian conflict

Add traffic circles & curb extensions in residential areas to calm traffic

2

Wide neighborhood roadway with on-street parking reduces intersection visibility

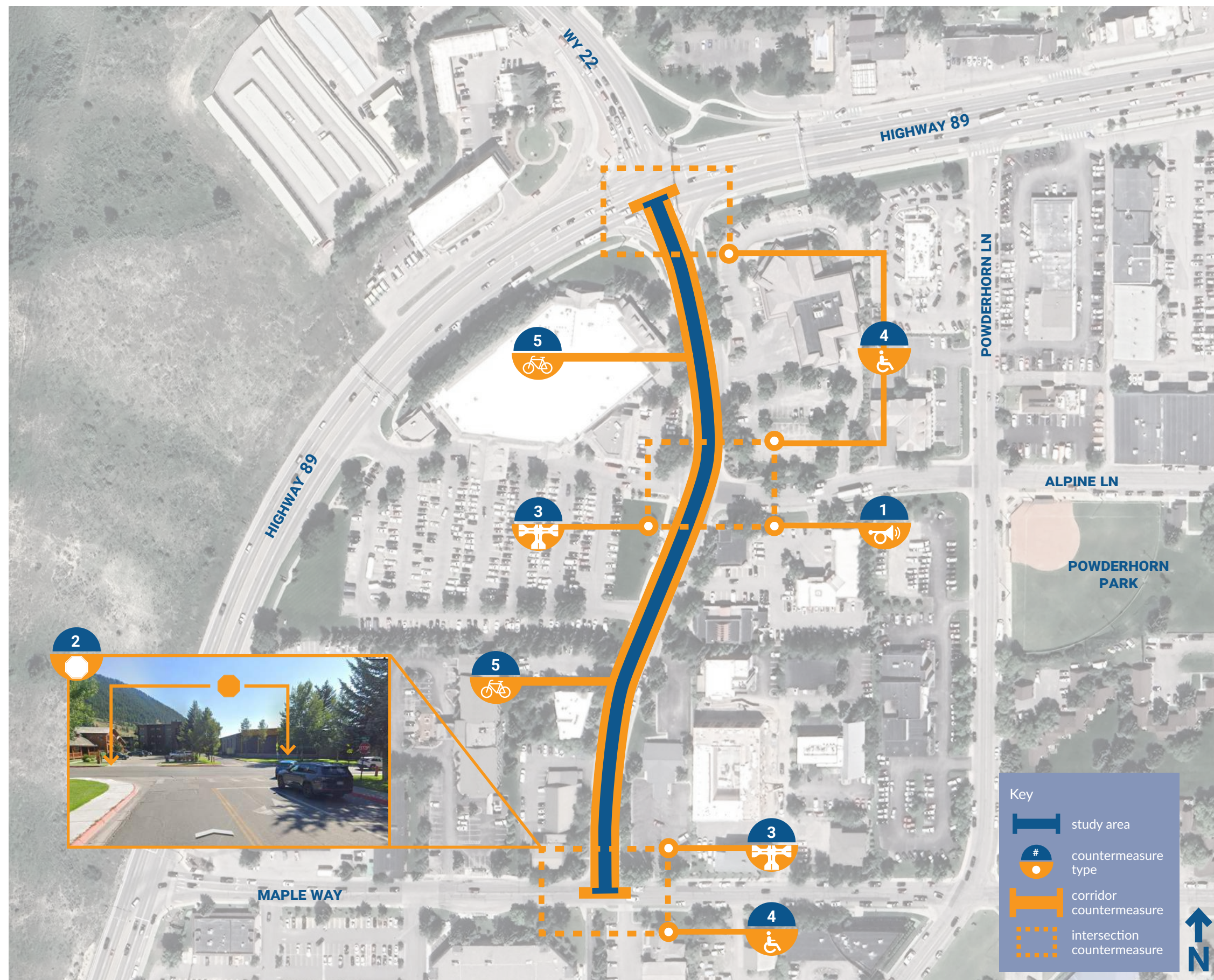
Convert two-way stops to all-way stops to slow turning vehicles and reduce angle crashes

Traffic Circle

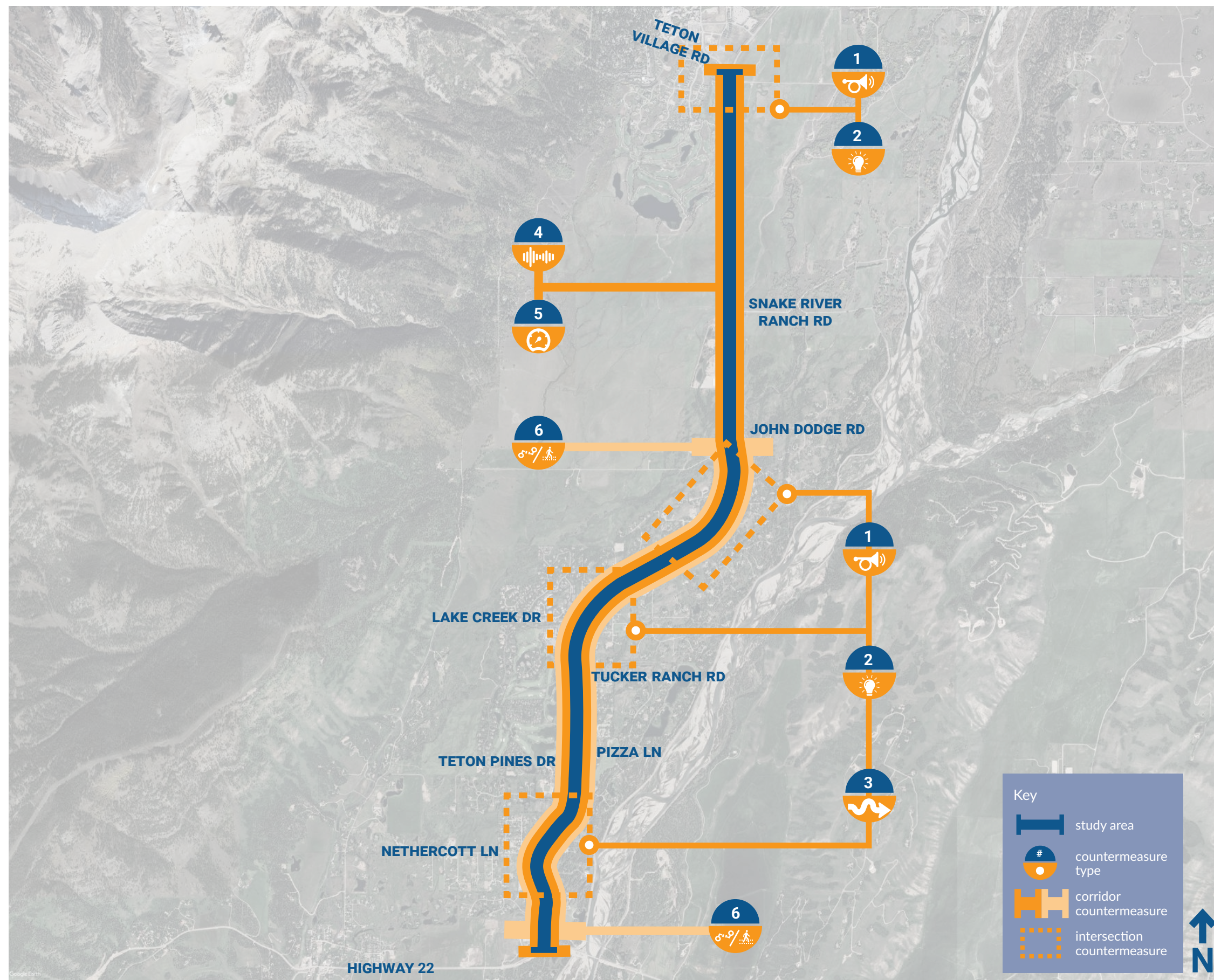
A traffic circle is a circular structure placed at the center of an intersection to lower speeds and calm traffic.

Curb Extension

A curb extension extends the curb into the street to narrow the roadway, shorten crossing distance, increase pedestrian visibility and slow vehicular traffic.



Buffalo Way from Highway 89 to Maple Way Corridor Length- 0.2 mile | HIN



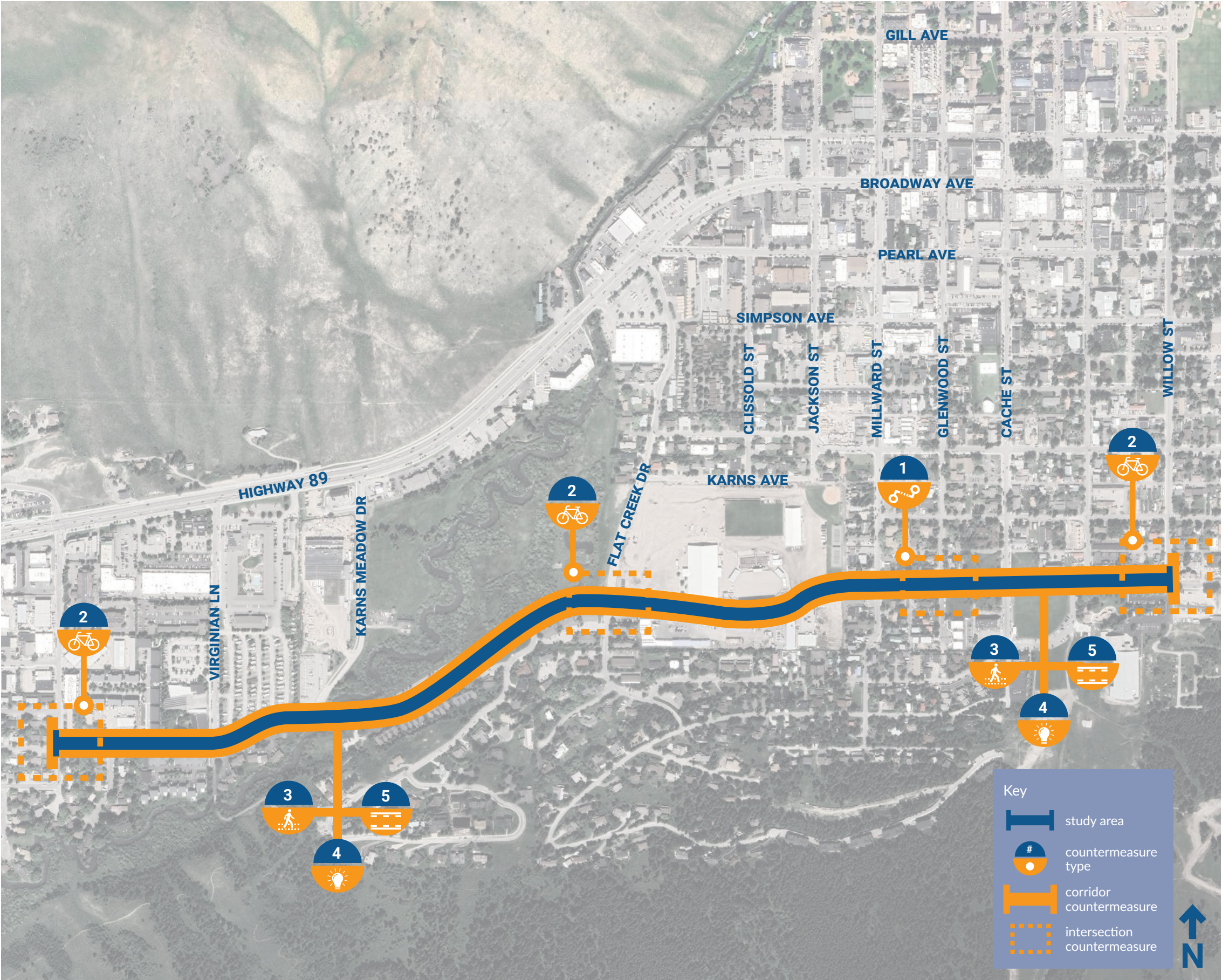
Moose Wilson Rd from Hwy 22 to Teton Village Rd Corridor Length- 6.3 mile | HIN

Crash Profile



- » Rear End
- » Angle
- » High EMS Response Time

Safety Concern	
A safety concern is an observed roadway feature that may lead to safety problems for motorized & nonmotorized users	
Safety Countermeasure	
Countermeasures are safety improvements designed to reduce injury and improve safety & comfort for users	
1 	Uncontrolled and minimally signed minor road intersections increase risk for angle crashes Install advanced warning signs at intersections to increase visibility and awareness
2 	Uncontrolled road intersections with poor lighting increase risk for angle crashes Evaluate and implement lighting at key roadway ingress/egress, with consideration for Dark Sky compatibility
3 	Horizontal roadway curves without a median or lane barrier increase potential for roadway departures and collisions Add fluorescent curve warning signs to increase awareness and reduce single roadway vehicle departures
4 	Lack of rumble strips increase potential for roadway departures and collisions Install rumble strips at centerline and edge line to reduce single vehicle roadway departures and head on collisions
5 	Poor weather conditions create challenging roadway conditions Implement variable speed limit during poor weather conditions to reduce potential for collisions
6 	Lack of pedestrian & bicycle facilities on both sides of the road poses challenges & increases potential for crossing conflicts Extend the pathway trail system on the east side of the corridor to fill in gaps. Provide crossing facility at each end to connect to the west side.



Snow King Ave from Scott Ln to Willow St Corridor Length- 1.2 mile | HIN

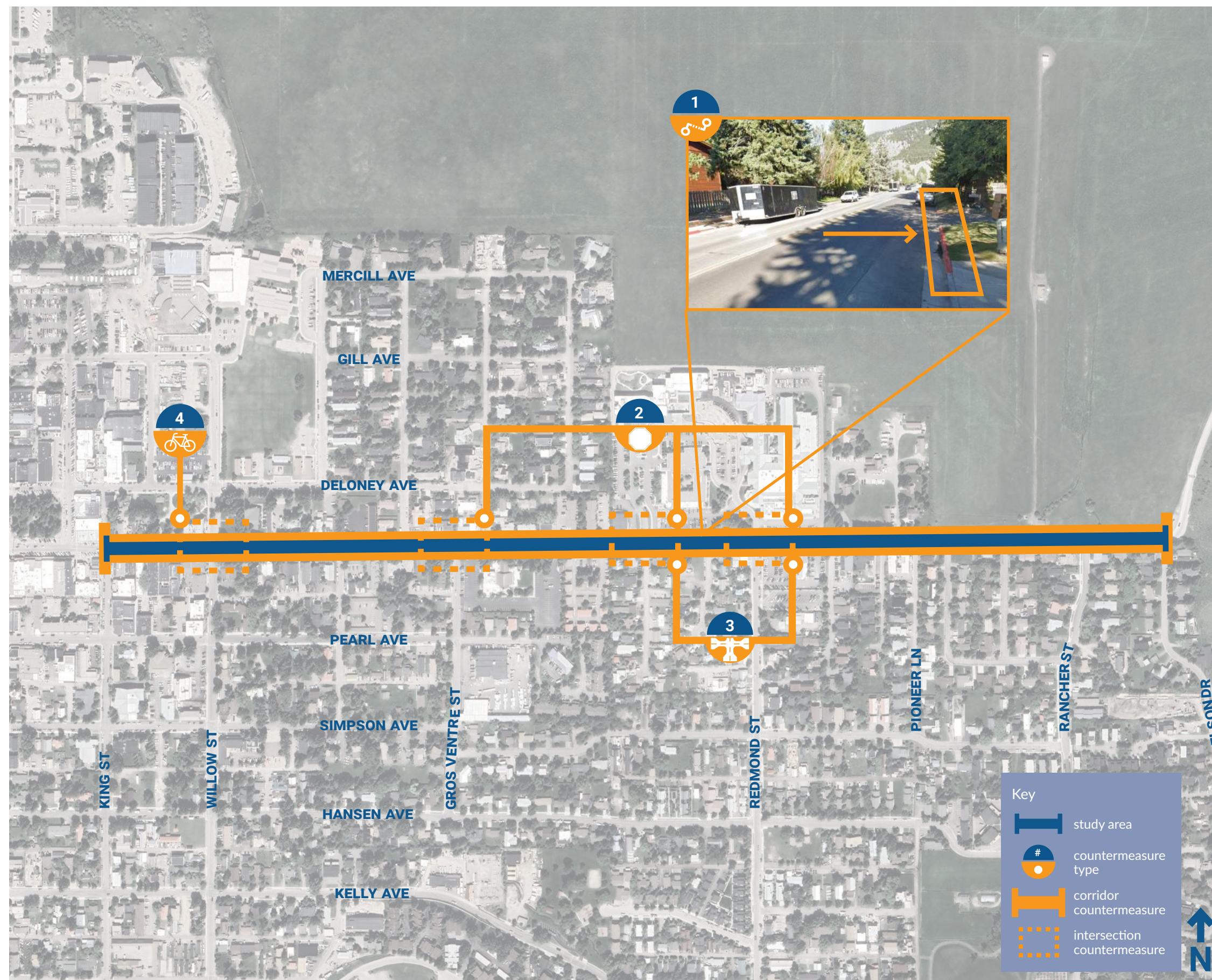
Crash Profile

 » Single Vehicle » Pedestrian
» Angle » Bicycle

Safety Concern
A safety concern is an observed roadway feature that may lead to safety problems for motorized & nonmotorized users

Safety Countermeasure
Countermeasures are safety improvements designed to reduce injury and improve safety & comfort for users

- 1**  Gaps in bicycle route create discontinuity & challenges for bicyclists
Complete bicycle infrastructure to reduce modal conflicts and improve bicyclist experience
- 2**  Intersections are the primary conflict point between bicyclists and vehicles.
Consider protected intersection/elements where bike routes meet to enhance bicycle protection and safety
- 3**  Few marked crosswalks increase potential for pedestrian/vehicular conflict
Provide additional marked crosswalks & consider RRFBs to enhance pedestrian safety
- 4**  Under lit roadways increase risk for vehicular crashes
Provide more lighting along corridor to increase visibility at night with consideration for Dark Sky compatibility
- 5**  Lack of striping makes the area between the vehicular lane and flex posts difficult to see
Stripe the space along the flex posts to provide a visual buffer between vehicles and flex posts. Consider thermo reflective pavement markings for maintenance and longevity.



Broadway Ave from King St to Nelson Dr Corridor Length- 0.9 mile | HIN

Crash Profile

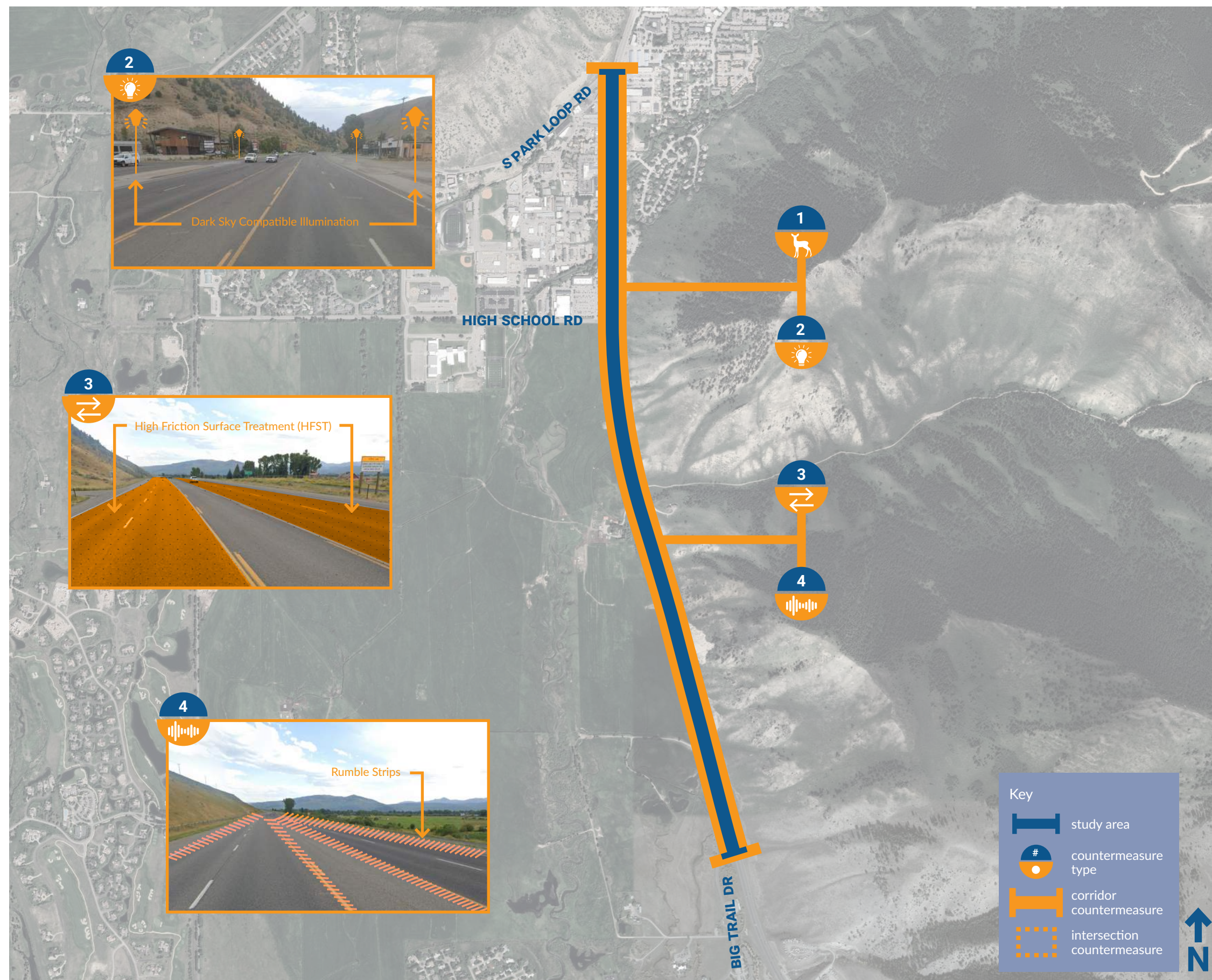

 » Angle
 » Pedestrian


 » Bicycle

Safety Concern
 A safety concern is an observed roadway feature that may lead to safety problems for motorized & nonmotorized users

Safety Countermeasure
 Countermeasures are safety improvements designed to reduce injury and improve safety & comfort for users

- 
 Gaps in sidewalks & bicycle lanes pose challenges for users
 Complete the pedestrian infrastructure to reduce modal conflicts and improve the pedestrian experience.
 Add protected bike lanes from Willow to Redmond Street.
- 
 Wide roadway with on-street parking reduces intersection visibility
 Convert two-way stops to all-way stops to slow turning vehicles and reduce angle crashes
- 
 On-street, angled parking reduces the visibility of pedestrians crossing the intersection
 Harden existing curb extensions and install new ones to shorten crossing distance & increase visibility of pedestrians.
 If a bicycle facility is added on Broadway, protected intersections in lieu of curb extensions are recommended where feasible.
- 
 Intersections are the primary conflict point between bicyclists and vehicles.
 Consider protected intersection to enhance bicycle protection and safety



Hwy 89 from Big Trail Dr to South Park Loop RD Corridor Length- 1.3 mile

Crash Profile

- » Single Vehicle Overturned
- » Angle
- » High EMS Response time

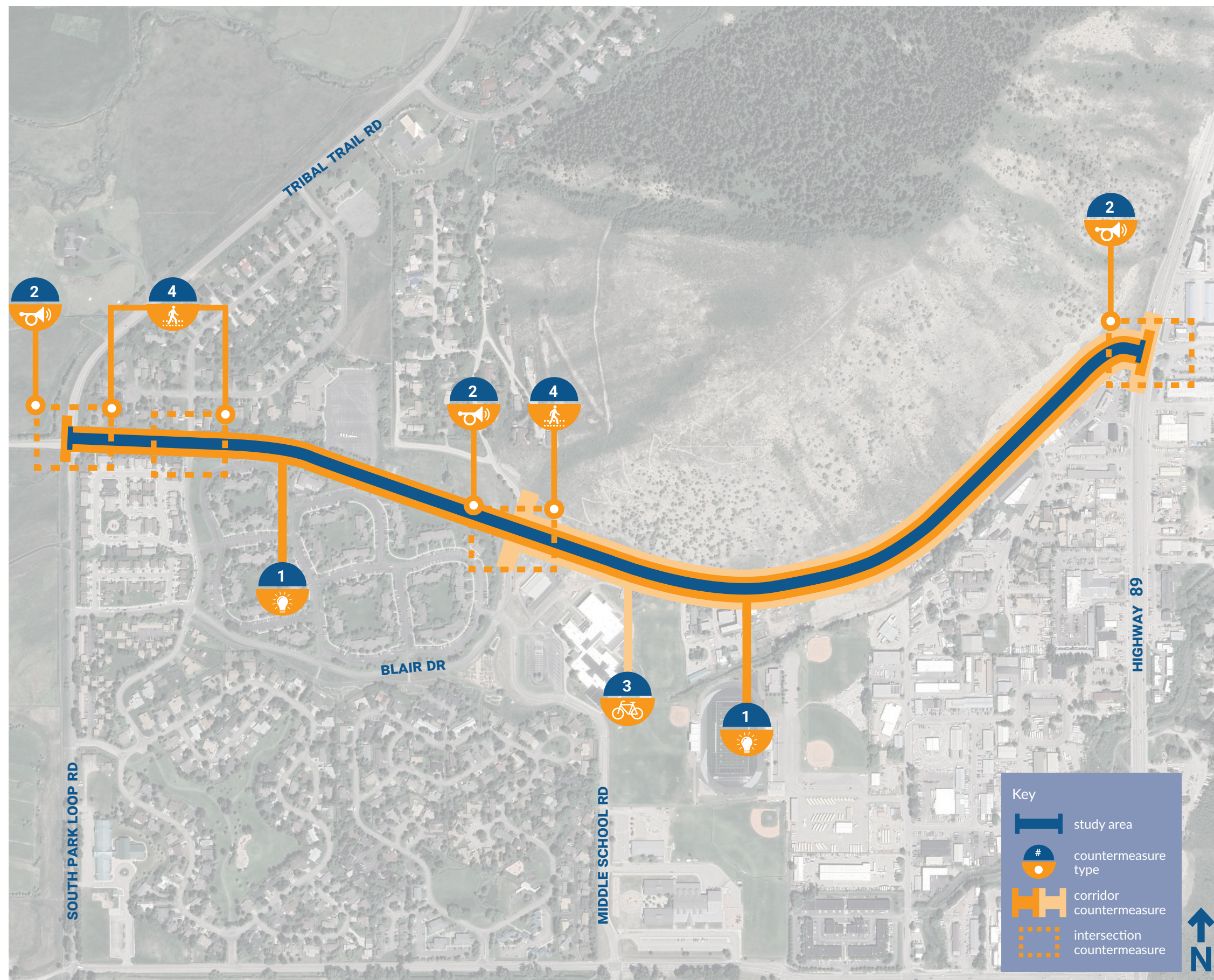
Safety Concern

A safety concern is an observed roadway feature that may lead to safety problems for motorized & nonmotorized users

Safety Countermeasure

Countermeasures are safety improvements designed to reduce injury and improve safety & comfort for users

- 1** Frequent wildlife crossings pose safety issue for motorists
Provide a wildlife crossing to allow animals safe passage and reduce collisions
- 2** Under lit roadways increase risk for vehicular crashes
Provide appropriate illumination that enhances safety while preserving dark sky
- 3** Rural highway with two lanes in each direction creates potential for lane departures
Increase roadway friction to reduce single vehicle roadway departures
- 4** Lack of rumble strips increase potential for roadway departures and collisions
Install rumble strips at centerline and edge line to reduce single vehicle roadway departures



South Park Loop Rd from Tribal Trail Rd to Hwy 89 Corridor Length- 1.1 mile | HIN

Crash Profile



» Rear End

» Pedestrian

» Single Vehicle

» Bicycle

Safety Concern
A safety concern is an observed roadway feature that may lead to safety problems for motorized & nonmotorized users

Safety Countermeasure
Countermeasures are safety improvements designed to reduce injury and improve safety & comfort for users

- 1



Under lit roadway increases risk for vehicular crashes

Provide more lighting along corridor to increase visibility at night with consideration for Dark Sky compatibility
- 2



Roadway curves can create blind spots near intersections

Install advance intersection warning to increase awareness of upcoming intersections
- 3



Striped, sometimes narrow bike lanes create conflict between bicyclists and motorists

Install a two-way cycle track with a pedestrian walkway on the south side of South Park Loop Road from Middle School Road to Highway 89. Refer to the Town of Jackson for the proposed alignment.
- 4



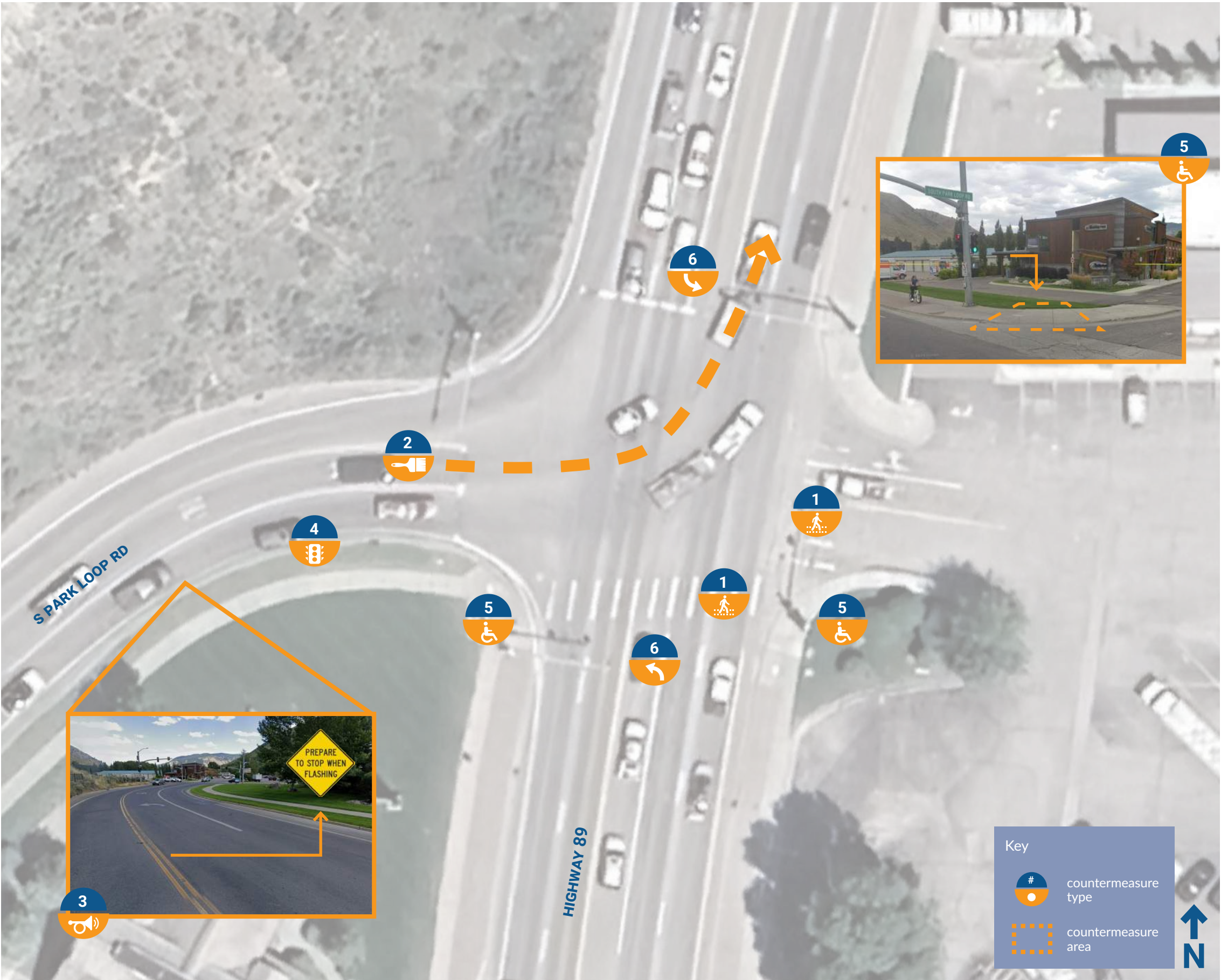
Unlit, rural roads with sidewalk gaps create unsafe conditions for pedestrians

Enhance crossing with an RRFB



Rapid Rectangular Flashing Beacon (RRFB)

A RRFB is a flashing light bar that is activated by pedestrians crossing at a midblock crosswalk or uncontrolled intersection. RRFBs increase awareness of pedestrians and can reduce pedestrian crashes up to 47%



Crash Profile



» Rear End
» Angle
» Pedestrian

Safety Concern

A safety concern is an observed roadway feature that may lead to safety problems for motorized & nonmotorized users

Safety Countermeasure

Countermeasures are safety improvements designed to reduce injury and improve safety & comfort for users

1

Crosswalk & stop bar striping are faded, reducing their visibility

Refresh crosswalk striping & add new stop bars to increase yielding behavior

2

Dual left turn lanes through the multi-lane intersection can be a challenge to navigate

Add dotted line extensions to help guide vehicles through the intersection

3

Roadway curves can create blind spots near intersections

Install advanced warning signs to warn drivers about approaching intersections

4

Roadway curve limits sight distance to intersection and signal head

Install near-side signal head for eastbound motorists on South Park Loop Road

5

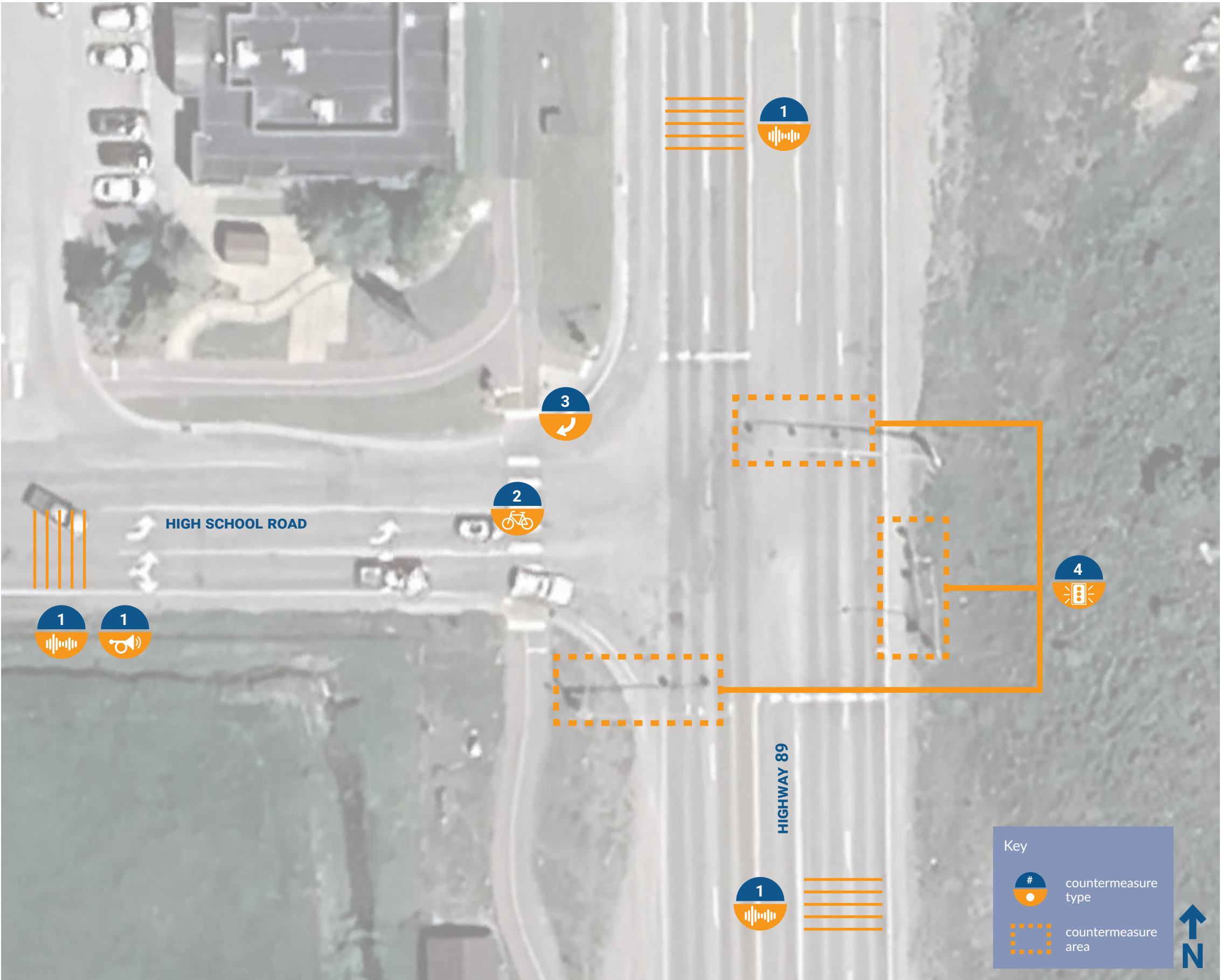
Curb ramps do not meet ADA design standards

Upgrade ADA ramps to include tactile warning pavers

6

Left turn signal has permissive phase only, increasing potential for turning conflicts

Implement a protected-only left turn phase and a flashing yellow turning permissive phase to reduce conflicts



Highway 89 / High School Road Intersection HIN

Crash Profile



- » Rear End
- » Bicycle
- » Pedestrian

Safety Concern

A safety concern is an observed roadway feature that may lead to safety problems for motorized & nonmotorized users

Safety Countermeasure

Countermeasures are safety improvements designed to reduce injury and improve safety & comfort for users

1

History of rear end crashes highlight need for a safety countermeasure

1

Install advanced warning sign on High School Road to warn drivers about approaching intersection

or

1

Install transverse rumble strips to warn drivers about approaching intersection

2

The pathway crossing at this intersection introduces vulnerability for crossing pedestrians and bicyclists.

2

Evaluate ROW for feasibility of extending path on south side of road to connect to the High School.

3

Faded striping and large curb radii accommodate high turning speeds and reduce visibility of nonmotorized users

3

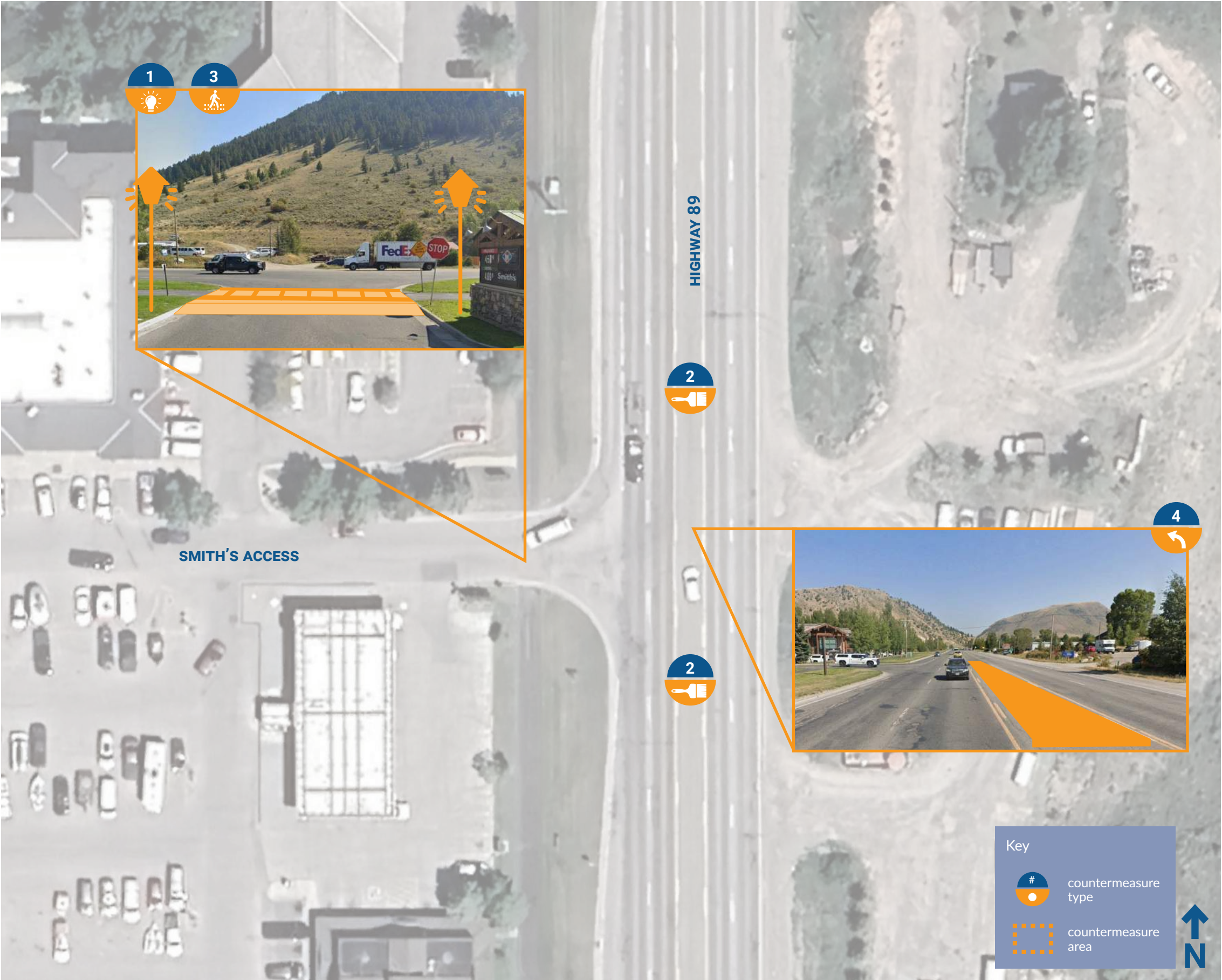
Reduce curb radii on west leg to slow vehicles and increase visibility of pedestrians and bicyclists on the corner and restripe crosswalks

4

Nonreflective backplates on signal heads reduce their visibility and create potential for rear end crashes

4

Install a retroreflective backplate on the traffic signals to improve visibility of signal head & reduce rear end crashes, especially on High School Road



Highway 89 / Smith's Access Intersection HIN

Crash Profile

 » Angle

Safety Concern

A safety concern is an observed roadway feature that may lead to safety problems for motorized & nonmotorized users

Safety Countermeasure

Countermeasures are safety improvements designed to reduce injury and improve safety & comfort for users

1

Driveway access without lighting reduces visibility for turning vehicles

Install lighting at the driveway to increase visibility

2

The left turn from the driveway access point crosses three lanes of traffic, increasing the risk of angle crashes

Add signage & striping on Highway 89 to signal that vehicles may be approaching from a high-volume access point

3

Limited signage and pavement markings at pedestrian crossing can lead to conflict

Provide a raised pedestrian crossing with pavement markings or a splitter island to improve visibility and yielding behavior.

4

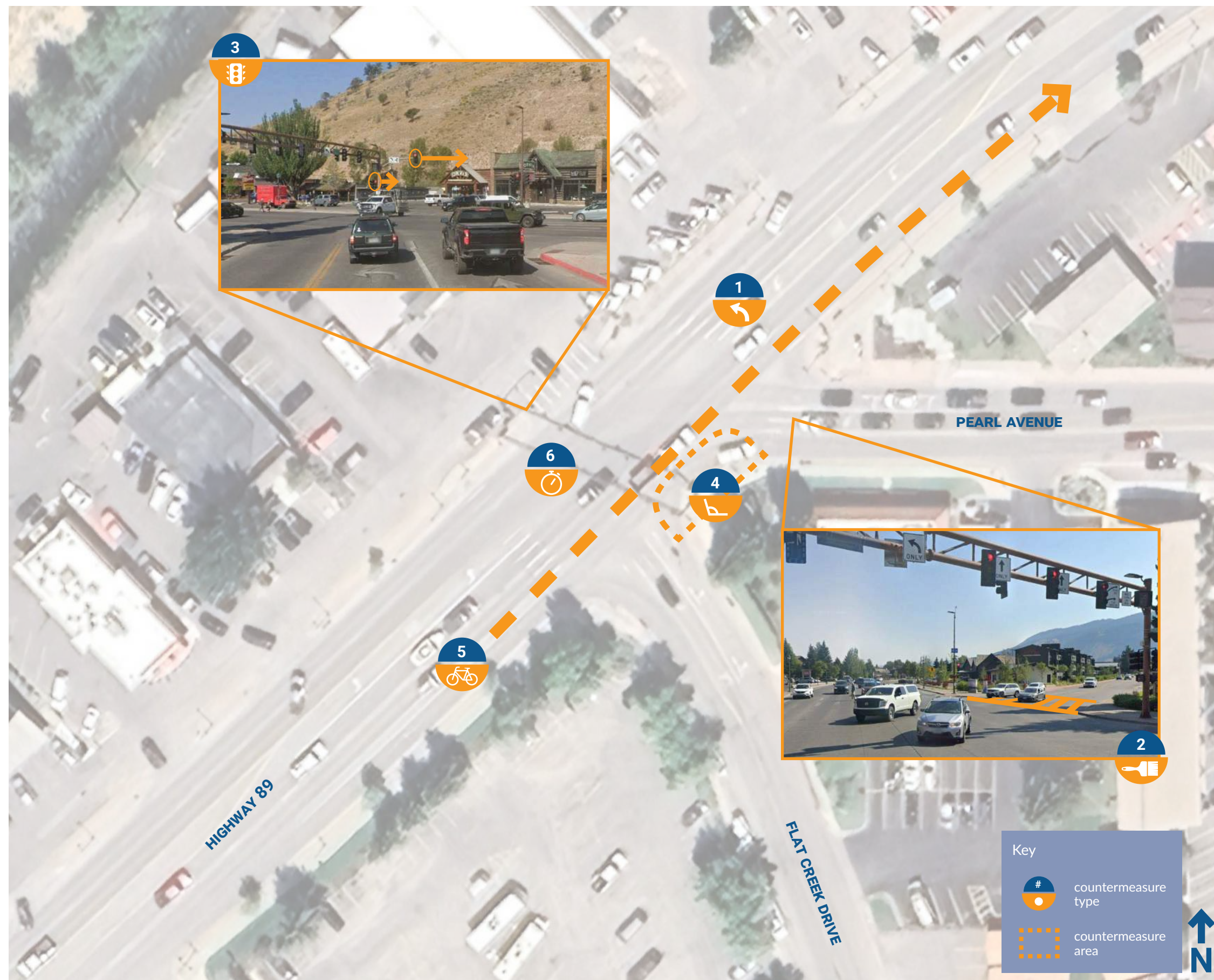
The left turn from the driveway access point crosses three lanes of traffic, increasing the risk of angle crashes

Install a traffic median to restrict left turns and reduce risk of angle crashes

Raised Crosswalk

A raised crosswalk is a traffic calming device that elevates the crosswalk to sidewalk level. This centers the pedestrian and slows traffic. Raised crosswalks can reduce pedestrian crashes by 45%.





Highway 89 / Pearl Avenue Intersection HIN

Crash Profile

» Rear End » Angle

Safety Concern

A safety concern is an observed roadway feature that may lead to safety problems for motorized & nonmotorized users

Safety Countermeasure

Countermeasures are safety improvements designed to reduce injury and improve safety & comfort for users

1

Left turn signal has permissive phase only, increasing potential for turning conflicts

Implement a protected-only left turn phase and a flashing yellow turning permissive phase to reduce conflicts

2

Faded crosswalk markings and line extensions reduce visibility of crosswalk

Refresh crosswalk striping to increase yielding behavior

3

Flat Creek Road's curved geometry limits sight distance and view of the signal heads

Align signal heads with the traffic lanes to improve signal head visibility

4

Intersection geometry creates wide area of open space that can be problematic for turning vehicles

Utilize pavement markings to visually tighten intersection radii while allowing for all turning-movements.

5

Lack of bicycle markings through the intersection limits awareness of bicycle users

Consider crossbikes and other markings through the intersection to increase awareness and identify potential conflict areas.

6

Difficult intersection for pedestrians to navigate

Implement a leading pedestrian interval to the traffic signal to give pedestrians more time to enter the crosswalk and reduce turning movement conflicts



Highway 89 / Jackson Street Intersection

Crash Profile

» Rear End » Angle

Safety Concern

A safety concern is an observed roadway feature that may lead to safety problems for motorized & nonmotorized users

Safety Countermeasure

Countermeasures are safety improvements designed to reduce injury and improve safety & comfort for users

1

Faded crosswalks reduce visibility

Refresh crosswalk striping to increase visibility and reduce sudden braking & rear ends

2

Existing pedestrian warnings signs and flags may not provide enough advanced warning and are less visible at night

Upgrade to a PHB to increase pedestrian visibility and reduce sudden braking & rear end crashes

3

Lack of bicycle markings through the intersection limits awareness of bicycle users

Consider crossbikes and other markings through the intersection to increase awareness and identify potential conflict areas

4

Wide roadway width can be challenge for pedestrians crossing the intersection

Install a median refuge island to shorten the crossing distance and protect pedestrians

Crossbike

A crossbike functions like a pedestrian crosswalk. It consists of green and white roadway markings that delineate where bicyclists should cross the street. Crossbikes also help raise awareness of the bicycle facility.



Crash Profile

- » Rear End
- » Bicycle
- » Pedestrian

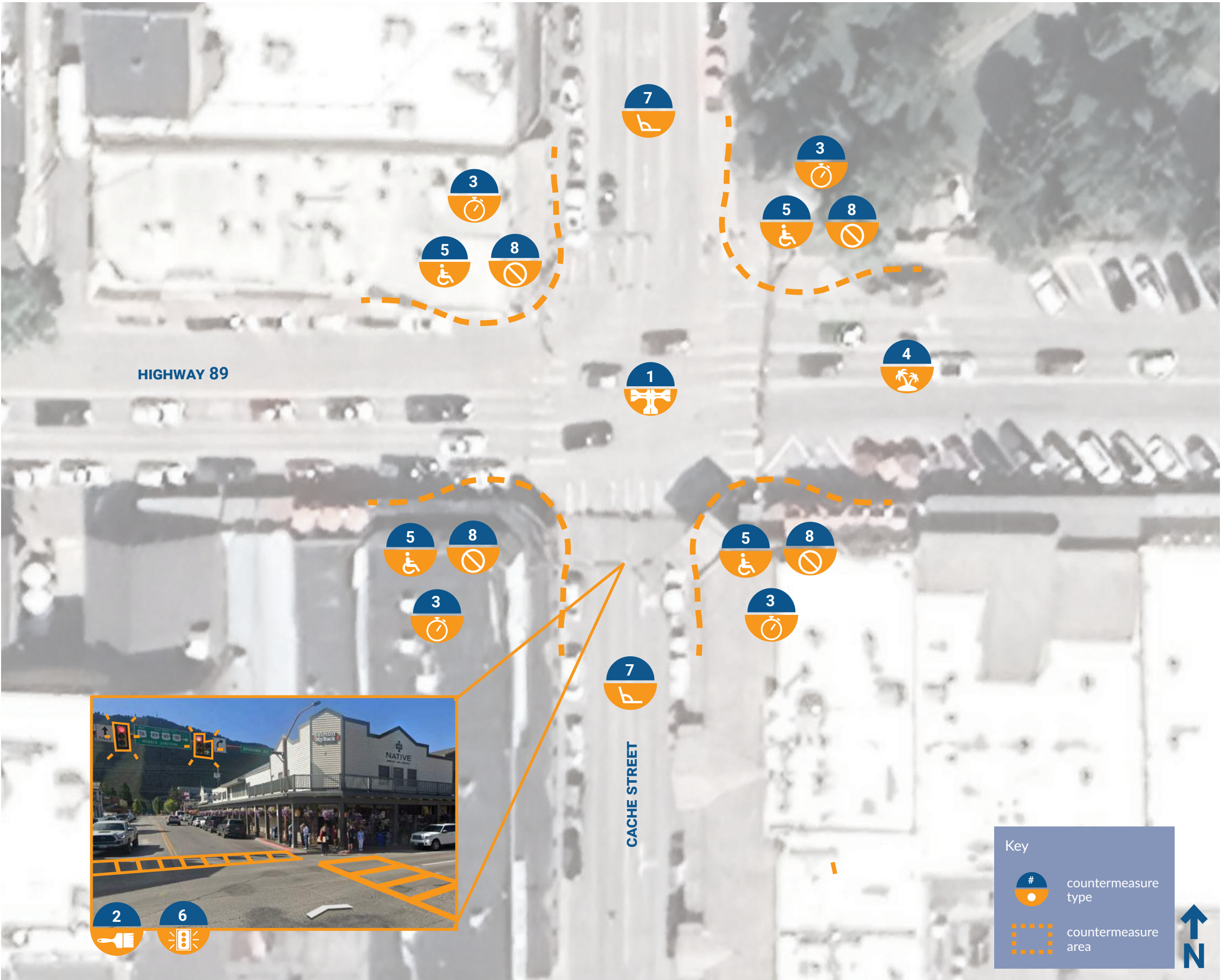
Safety Concern

A safety concern is an observed roadway feature that may lead to safety problems for motorized & nonmotorized users

Safety Countermeasure

Countermeasures are safety improvements designed to reduce injury and improve safety & comfort for users

- History of heavy pedestrian and traffic use increases conflict potential**
Add curb extensions to shorten crossing distance and increase pedestrian visibility. For the NW corner, consider painted curb extensions or dual radii corners to accommodate freight traffic.
- Faded crosswalk markings and line extensions reduce visibility of crosswalk**
Refresh crosswalk striping to increase yielding behavior
- Wide streets with multiple traffic lanes create challenges for crossing pedestrians**
Add a leading pedestrian interval to the traffic signal to give pedestrians more time to enter crosswalk and reduce turning movement conflicts
- Curb ramps do not meet ADA design standards**
Upgrade ramps to current ADA standards
- Multiple access points near intersection increase conflict potential**
Consolidate driveways on northwest corner to reduce conflict points
- High pedestrian and vehicular traffic create potential for conflict**
Prohibit right on red to reduce right turning conflicts with crossing pedestrians
- High traffic speeds and unguided turns can increase conflict for crossing pedestrians**
Harden the centerline to encourage slow left turnings speeds and wider turning angles



Highway 89 / Cache Street Intersection

Crash Profile



- » Bicycle
- » Pedestrian
- » Rear End

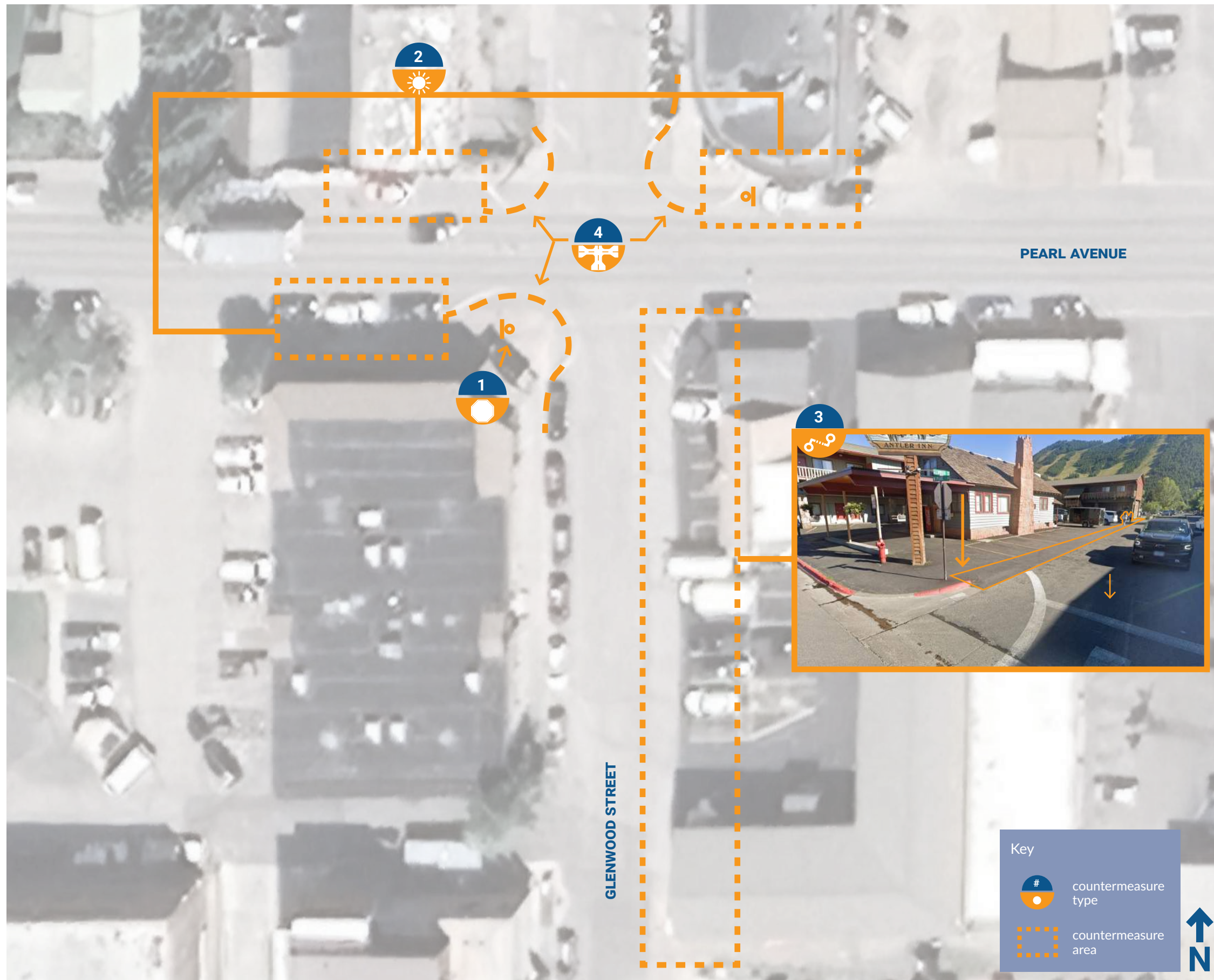
Safety Concern

A safety concern is an observed roadway feature that may lead to safety problems for motorized & nonmotorized users

Safety Countermeasure

Countermeasures are safety improvements designed to reduce injury and improve safety & comfort for users

- 1** History of heavy pedestrian and traffic use increases conflict potential
Add curb extensions to shorten crossing distance and increase pedestrian visibility
- 2** Faded crosswalk striping reduces awareness of crosswalk
Refresh crosswalk striping and add stop bars to increase pedestrian visibility and improve yielding behavior
- 3** Wide streets with multiple traffic lanes create challenges for crossing pedestrians
Add a leading pedestrian interval to the traffic signal to give pedestrians more time to enter the crosswalk and reduce turning movement conflicts
- 4** Wide streets with multiple traffic lanes create challenges for crossing pedestrians
Remove a vehicle lane and install a pedestrian refuge island to slow vehicle and protect crossing pedestrians
- 5** Curb ramps do not meet ADA design standards
Upgrade ramps to current ADA standards
- 6** Skewed intersection can reduce visibility for motorists
Install a retroreflective backplate on the traffic signals to improve visibility of signal head
- 7** High traffic speeds and unguided turns increase conflict for crossing pedestrians
Harden centerline to encourage slow left turn speeds and tighter turning movements
- 8** Heavy pedestrian and vehicular traffic create potential for conflict
Prohibit right on red to reduce right turning conflicts with crossing pedestrians



Pearl Avenue / Glenwood Street Intersection

Crash Profile



- » Angle
- » Bicycle
- » Pedestrian

Safety Concern

A safety concern is an observed roadway feature that may lead to safety problems for motorized & nonmotorized users

Safety Countermeasure

Countermeasures are safety improvements designed to reduce injury and improve safety & comfort for users

1



Wide roadway and on-street parking reduce intersection visibility

Convert two-way stops to all-way stops to slow vehicles as they enter the intersection.

Yield markings placed before the crosswalks on the non-stop controlled legs is an alternative to an all-way stop.

2



On-street parking reduces the visibility of pedestrians crossing the intersection

Daylight intersections for better pedestrian visibility by removing on-street parking near intersections

3



A sidewalk gap on the east side of the south leg creates discontinuity for pedestrians

Extend the sidewalk along the existing road-bed to reduce modal conflicts and improve the pedestrian experience.

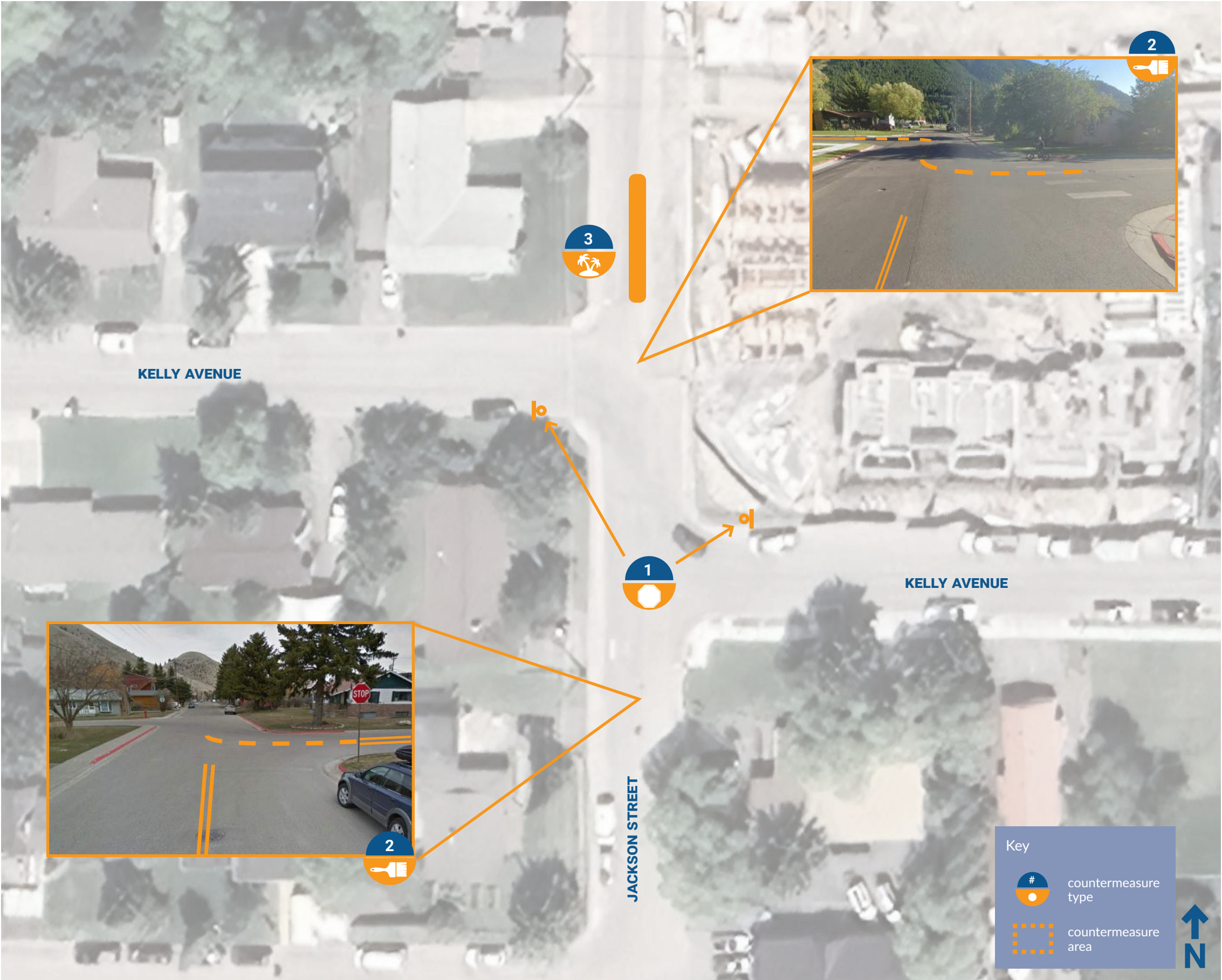
If there is an existing legacy right for the head in parking, the sidewalk could function as a single curb cut for the short to medium term.

4



History of heavy pedestrian and traffic use increases conflict potential

Install permanent curb extensions to shorten crossing distance, increase pedestrian visibility and serve as a transit stop for a high quality transit experience



Kelly Avenue / Jackson Street Intersection

Crash Profile



» There were no Common Crash Profiles identified for this intersection

Safety Concern

A safety concern is an observed roadway feature that may lead to safety problems for motorized & nonmotorized users

Safety Countermeasure

Countermeasures are safety improvements designed to reduce injury and improve safety & comfort for users

- 1



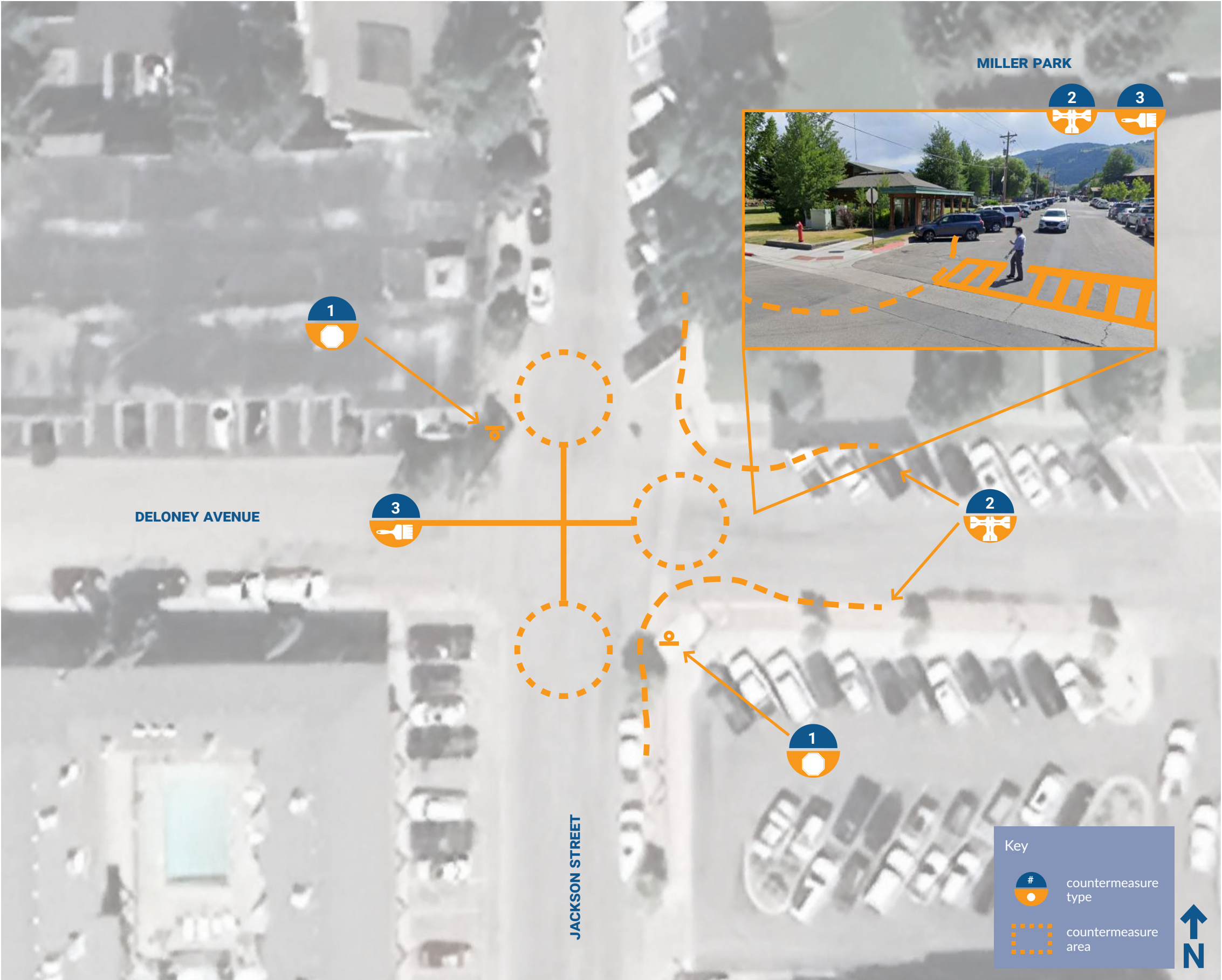
Wide roadway and on-street parking reduce intersection visibility
Convert two-way stops to all-way stops to slow vehicles as they enter the intersection.
- 2



Kelly Avenue jogs at this location, leaving a 4-way skewed intersection
Install additional signage and striping to provide guidance through the intersection
- 3



Wide intersection with excess space may confuse motorists navigating the intersection
A narrow median island along Jackson Street will delineate and separate the intersection and clarify where turning movements should occur



Deloney Avenue / Jackson Street Intersection HIN

Crash Profile

 » There were no Common Crash Profiles identified for this intersection

Safety Concern

A safety concern is an observed roadway feature that may lead to safety problems for motorized & nonmotorized users

Safety Countermeasure

Countermeasures are safety improvements designed to reduce injury and improve safety & comfort for users

- 1



Wide intersection with large radiused corners encourages high driving and turning speeds

Convert two-way stop to all-way stop to slow vehicles at intersection
- 2



History of heavy pedestrian and traffic use increases conflict potential

Add curb extensions to shorten crossing distance and increase pedestrian visibility
- 3

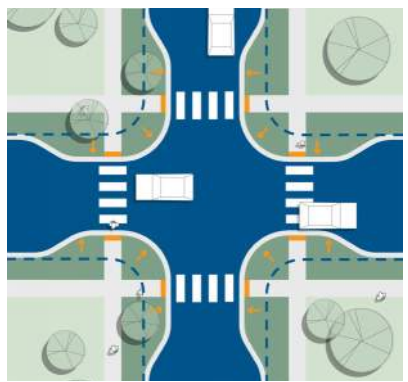


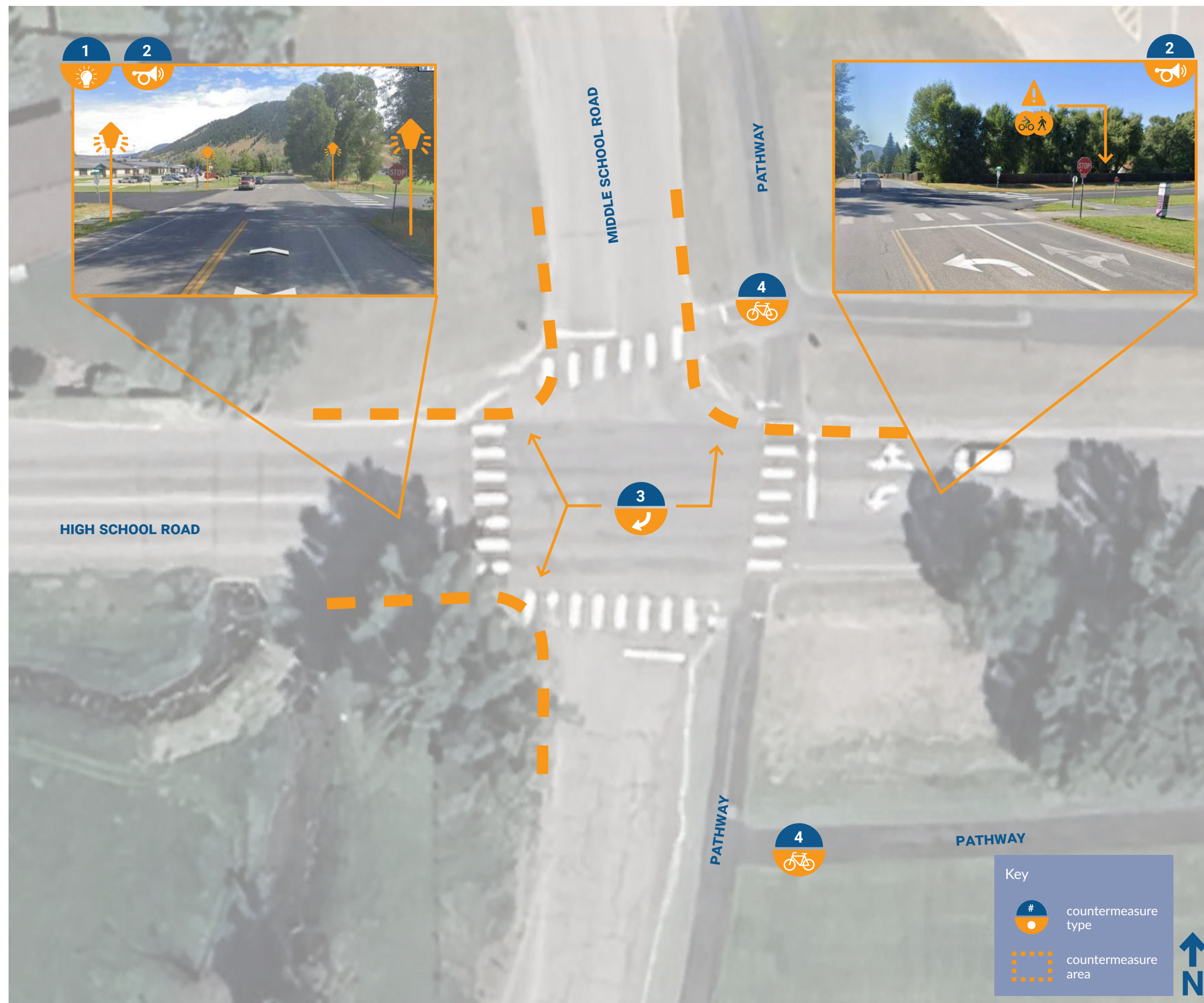
Lack of striped crosswalks at intersection reduces awareness of crossing pedestrians

Provide high visibility crosswalk striping to increase yielding behavior and awareness of crossing pedestrians

Curb Extension

A curb extension extends the curb into the street to narrow the roadway, shorten crossing distance, increase pedestrian visibility and slow vehicular traffic.





High School Road / Middle School Road Intersection

Crash Profile

- » Angle
- » Bicycle
- » Pedestrian

Safety Concern

A safety concern is an observed roadway feature that may lead to safety problems for motorized & nonmotorized users

Safety Countermeasure

Countermeasures are safety improvements designed to reduce injury and improve safety & comfort for users

- 1

Lighting

Limited lighting reduces visibility for road and pathway users

Install lighting at the intersection to increase visibility for motorists and nonmotorists
- 2

Signage

Lack of signage limits motorists' awareness of the pathway at the intersection

Provide warning sign of pathway crossing at intersection to increase awareness of crossing pedestrians and bicyclists
- 3

Corner Radii

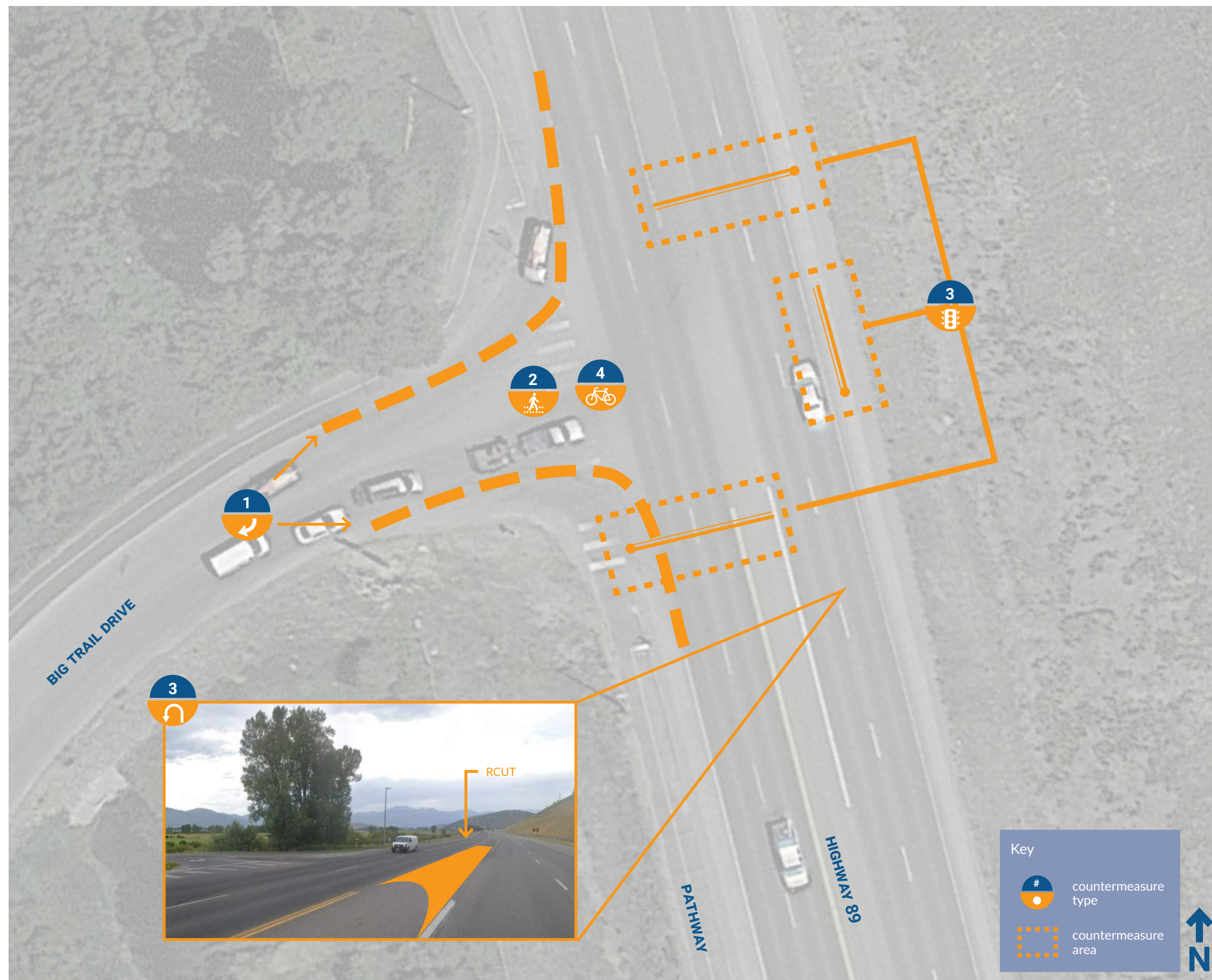
Large corner radii accommodate high turning speeds, which can be problematic for pathway users crossing the intersection

Reduce corner radii to slow turning vehicles, especially right turning vehicles.
- 4

Pathway

The proximity to schools and other local destinations makes the existing pathway and important connector for users

Extend the pathway further west along High School Road to increase access



Highway 89 / Big Trail Drive Intersection

Crash Profile

 » Angle

Safety Concern

A safety concern is an observed roadway feature that may lead to safety problems for motorized & nonmotorized users

Safety Countermeasure

Countermeasures are safety improvements designed to reduce injury and improve safety & comfort for users

- 1



Large corner radii and no right turn pocket increase speeds at which turns are taken and decreases likelihood of vehicles yielding to pathway users
- 2



Reduce corner radii to slow vehicles as they turn and cross the shared use path in addition construct a south-bound right turn lane.
- 2



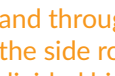
Wide roadway width can be challenge for pathway users crossing the intersection
- 3



Install a median refuge island to shorten the crossing distance and protect users
- 3



An uncontrolled intersection with turning traffic introduces conflicts
- 3



Install a traffic signal if warranted to reduce angle crashes; a signal would require sufficient advanced warning to slow approaching traffic
- 3



or
- 3



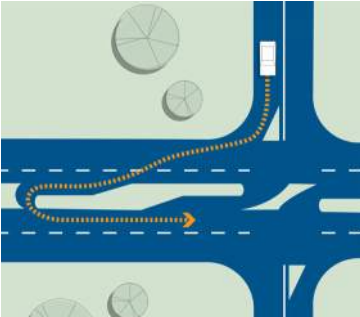
Consider a restricted crossing u-turn (RCUT) to reduce angle crashes
- 4

Pathway crossing poses conflicts with vehicles
- 4

Add trail crossing warning signs and turning vehicles yield to pedestrians signs

RCUT

An RCUT reroutes left turn and through vehicles from the side road at a four-lane divided highway. Motorists are required to turn right and then make a U-turn at a designated median opening. An FHWA study shows that RCUT intersections can reduce right angle crashes by up to 75%.





APPENDIX B

SS4A Eligibility

ACTION PLAN COMPONENT	SS4A REQUIREMENTS	HOW DID THIS PLAN MEET THESE REQUIREMENTS?	COMPLETED?
1) Leadership Commitment and Goal Setting	A high-ranking official and/or governing body in the jurisdiction has publicly committed to an eventual goal of zero roadway fatalities and serious injuries. That commitment also included either setting a target date to reach zero OR setting one or more targets to achieve significant declines in roadway fatalities and serious injuries by a specific date.	Goals were developed during the visioning workshop in March 2024 and documented in a letter/resolution adopted by the Town Council in May 2024.	Yes
2) Planning Structure	To develop the Action Plan, there was a committee, task force, implementation group, or similar body established and charged with the plan's development, implementation, and monitoring.	A Project Steering Committee was established to inform the Action Plan and involved the existing Teton County TAC in ongoing plan support and implementation activities.	Yes
3) Safety Analysis	The Action Plan development included all of the following: - Analysis of existing conditions and historical trends to baseline the level of crashes involving fatalities and serious injuries across a jurisdiction, locality, Tribe, or region. - Analysis of the location where there are crashes, the severity, as well as contributing factors and crash types. - Analysis of systemic and specific safety needs is also performed, as needed (e.g., high risk road features, specific safety needs of relevant road users. - A geospatial identification (geographic or locational data using maps) of higher risk locations.	The Action Plan analyzed relevant safety and mobility metrics.	Yes

ACTION PLAN COMPONENT	SS4A REQUIREMENTS	HOW DID THIS PLAN MEET THESE REQUIREMENTS?	COMPLETED?
4) Engagement and Collaboration	The Action Plan development included all of the following activities: - Engagement with the public and relevant stakeholders, including the private sector and community groups. - Incorporation of information received from the engagement and collaboration into the plan. - Coordination that included inter- and intra-governmental cooperation and collaboration, as appropriate.	The project team engaged with the community and a variety of stakeholders to incorporate their feedback.	Yes
5) Equity Considerations	The Action Plan development included all of the following activities: - Considerations of equity using inclusive and representative processes. - The identification of underserved communities through data. - Equity analysis, in collaboration with appropriate partners, focused on initial equity impact assessments of the proposed projects and strategies, and population characteristics.	In addition to engaging high-need communities, equity factors were analyzed and determined through an equity scan.	Yes
6) Policy and Process Changes	The plan development included an assessment of current policies, plans, guidelines, and/or standards to identify opportunities to improve how processes prioritize safety; and The plan also discusses implementation through the adoption of revised or new policies, guidelines, and/or standards.	The Action Plan assessed past planning and existing regulations, referencing these and building off of them throughout the planning process.	Yes
7) Strategy and Project Selections	The plan identifies a comprehensive set of projects and strategies to address the safety problems in the Action Plan, time ranges when projects and strategies will be deployed, and explain project prioritization criteria.	The Action Plan identified projects and strategies and developed priorities by creating network recommendations and cross sections, developed design standards, formulated policy and process recommendations, and provided specific project recommendations.	Yes

ACTION PLAN COMPONENT	SS4A REQUIREMENTS	HOW DID THIS PLAN MEET THESE REQUIREMENTS?	COMPLETED?
8) Progress and Transparency	Does the Action Plan meet both of the following? - A description of how progress will be measured over time that includes, at a minimum, outcome data. - The plan is posted publicly online.	The Action Plan will be evaluated against the performance measures in this document and will be made publicly available online.	Yes
9) Timing	The Action Plan is finalized within the time frame required for the SS4A Implementation Grant program.	The project team will develop the plan in accordance with a schedule that allows for its recommendations to be considered for SS4A Implementation Grant funding.	Yes



APPENDIX C

Community Engagement

Introduction

Teton County and the Town of Jackson collaborated to create the Teton County Comprehensive Safety Action Plan. The purpose of the project was to identify what transportation investments and projects are needed to make it safer and more comfortable to get around the region and prepare the Town and County for federal implementation funding. The project included various strategies and activities to meaningfully engage with community members that align with technical work of the project. The engagement process also included targeted efforts to engage historically harder to reach community members with varied backgrounds as well as communication strategies for the public. The engagement efforts were based around three distinct phases:

- Phase 1: Listen & Learn – Introduced the project, gained an understanding of mobility needs and transportation safety experiences to inform the project vision and goals, established a leadership commitment, and identified connectivity and accessibility needs.
- Phase 2: Reflect & Dive in – Shared opportunities for public input on safety analysis, discussed performance measures, right-of-way uses and limitations, refined proposed mobility network and cross-sections, and identified and prioritized projects for implementation.
- Phase 3: Refine – Shared how public input affected project outcomes and final recommendations, received input on complete draft plan and recommendation summaries, and presented at elected and appointed body meetings.

Phase 1: Listen & Learn

The report outlines the engagement activities and communication methods used in Phase 1: Listen & Learn and summarizes key takeaways. The following table summarizes the events that took place during Phase 1

	LOCATION	TIME FRAME	PARTICIPANTS
Survey	Online	Feb 26, 2024 – May 15, 2024	281
Project Steering Committee Meeting	BCC Chambers, Town of Jackson	March 18, 2024	15
Vision, Goals, and Placemaking Workshops	Teton County Fairgrounds	March 19-20, 2024	Approximately 40
Open House	Presbyterian Church of Jackson Hole Lobby	May 7th, 2024 3pm – 8pm	53

PROJECT SURVEY FEEDBACK

The project survey was available in Spanish and English and was conducted through an online portal and was open to the public between March 14, 2024, and May 14, 2024. Community members were made aware of survey through custom fliers for different audiences posted around town, in utility bills, in print and website advertising, Town of Jackson and Teton County newsletters and websites, and during open house conversations (see communication materials section). Emails were sent to members on the project listserv, community-based organizations, schools, and neighborhood associations, directing them to the project website and to the ongoing survey.

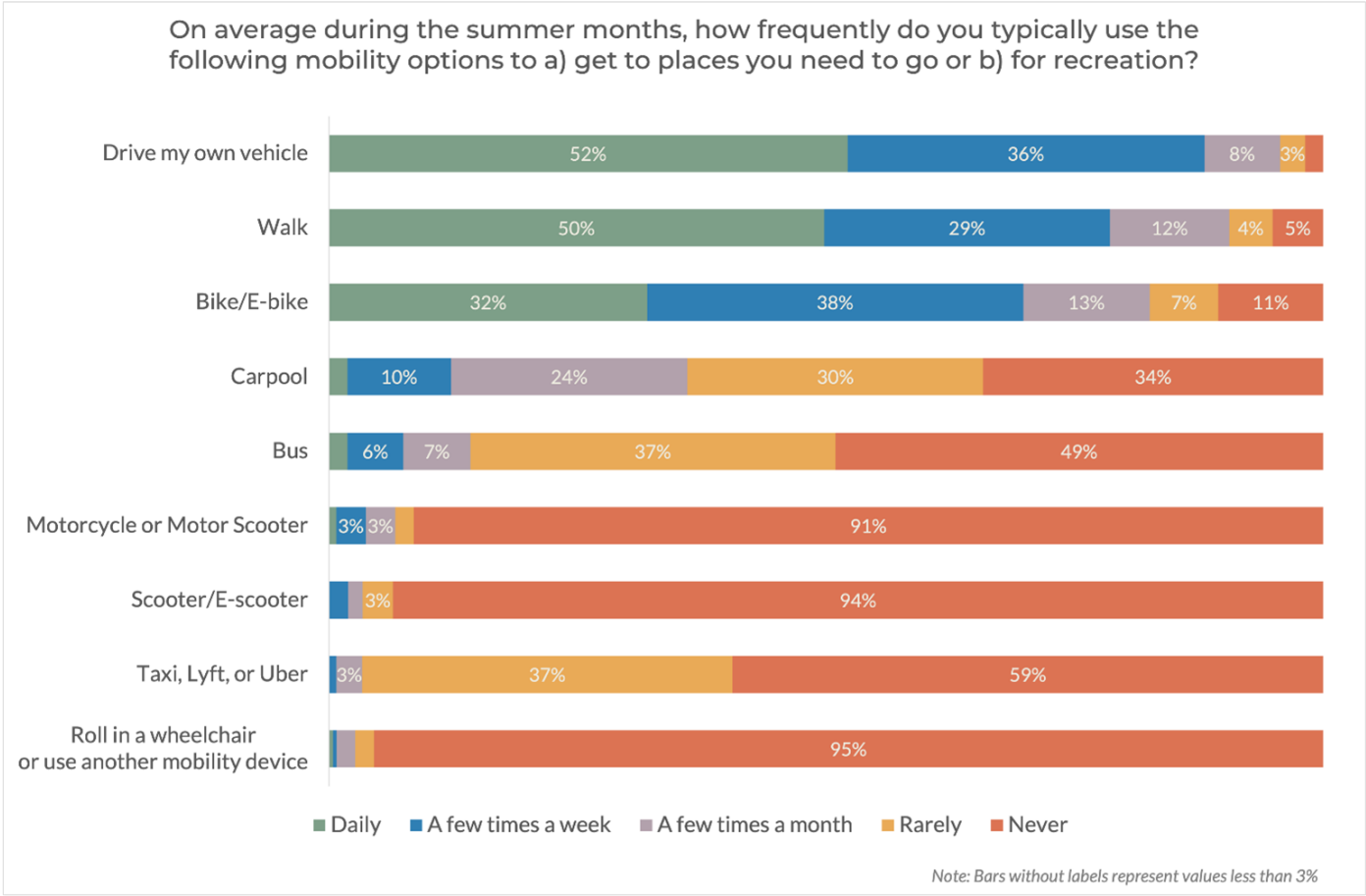
Community members shared information about their destinations around the community, frequency of the transportation modes they use, perceptions of safety, and their transportation needs and priorities. The survey also included an interactive map where respondents could add comments about their transportation concerns and the destinations they would like to be able to reach more easily within the Town of Jackson and Teton County.

SURVEY QUESTIONS

Your Travel Habits

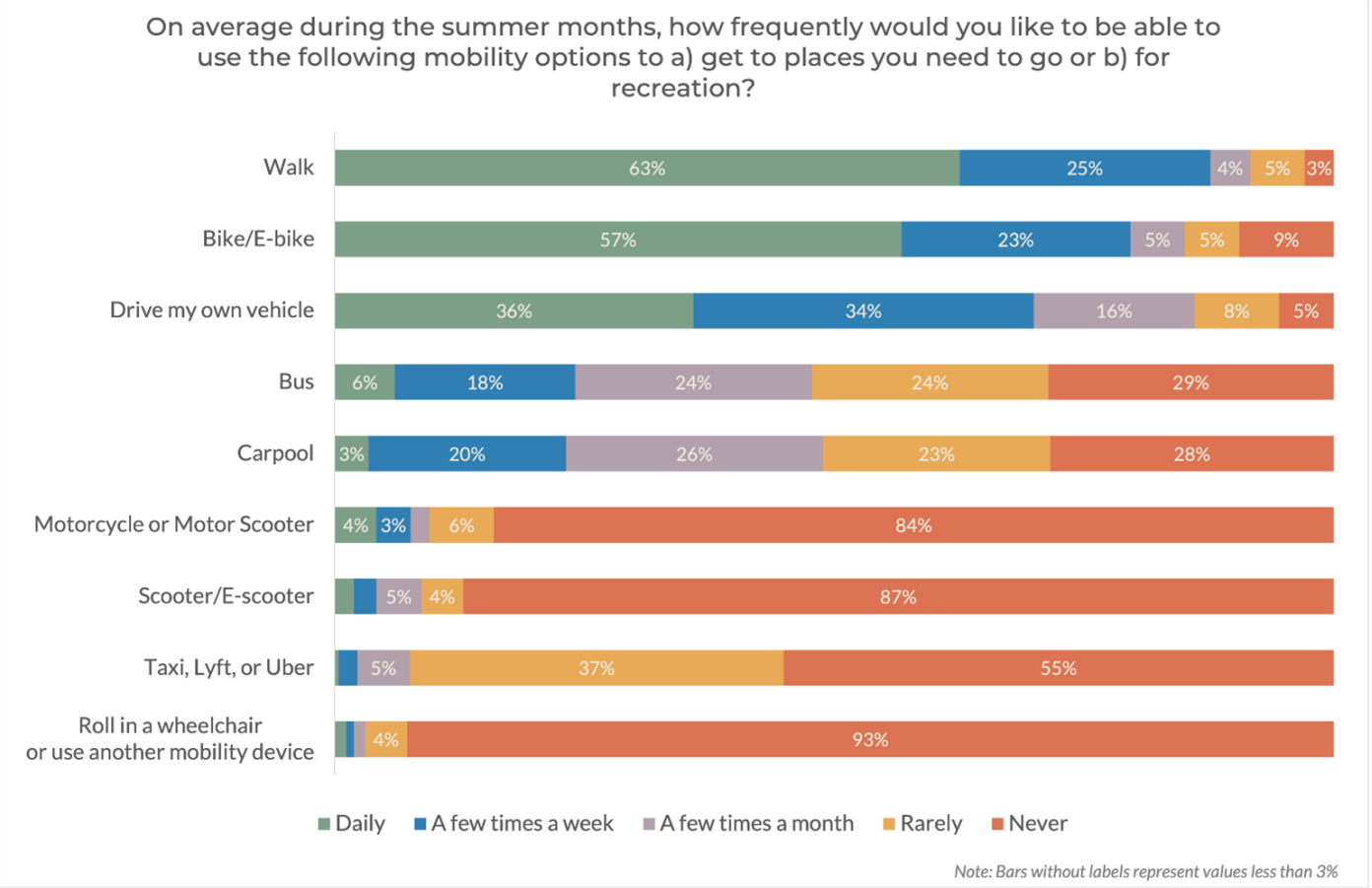
Q1: On average during the summer months, how frequently do you typically use the following mobility options to a) get places you need to go or b) for recreation?

Over 50% of survey respondents drove their own vehicle or walked every day to get places they needed to go or for recreation. Bike/E-bikes are used daily by 32% of the respondents. Only a small percentage (<3%) of respondents used carpool daily but 34% of respondents used them a few times a week or few times a month. Buses were not a frequently used transportation mode with 86% of respondents rarely or never using them. Transportation modes like motorcycle/ motor scooter, scooter/e-scooter and mobility devices were never used by over 90% of the survey respondents.



Q2: On average during the summer months, how frequently would you like to be able to use the following mobility options to a) get places you need to go or b) for recreation?

With 63% of respondents, walking was the top transportation mode that survey respondents would like to use every day which is 13% higher than how frequently respondents typically walk. Biking was another top transportation choice for 57% of respondents who would like to use it every day which is 25% higher than respondents who typically use bike/e-bikes. A significantly higher number of respondents (25%) would like to use buses everyday compared to <9% who typically use buses. About 90% of survey respondents rarely or never wanted to use motorcycle/motor-scooter or scooter/e-scooter and this is relatively similar to how people typically use these modes.



Q3: What special places would you like to reach, or routes would you like to travel on, by walking, biking, or rolling, but cannot or do not feel comfortable doing so today? (Open-ended)

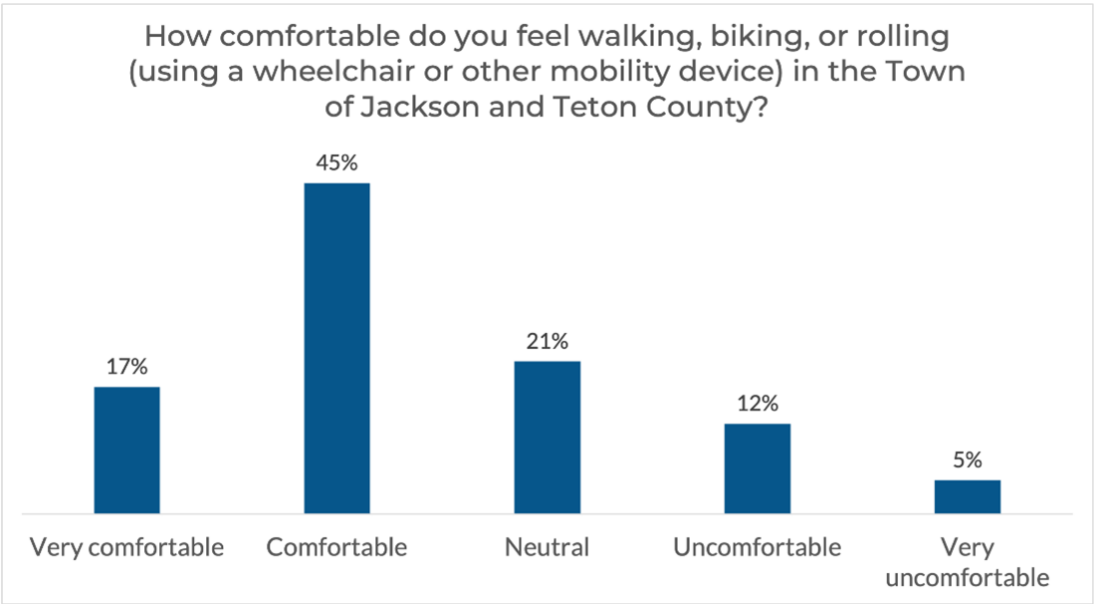
Some places respondents would like to walk/bike/roll to include Whole Foods, Vine street, Town Square, biking in Targhee - Ski Hill Road, South Park Loop on the east side of the road, Spring Gulch, Snake River Bridge/Dikes, pathway north of town, school zones, Moose Wilson Road, Cache Creek Drive to the Cache trailhead, Snow King Ave., Millward Avenue sidewalks, intersection of Millward and Pearl, intersection of Millward and Broadway, portions of Simpson and Hansen streets, Nelson Drive, Rancher Drive from Hansen and Cache Creek.

Respondents expressed a need for continuous sidewalks throughout the region, particularly in Town of Jackson, bike transit hubs, and better patrolled streets. Many respondents noted their appreciation and satisfaction with the current walking and biking infrastructure.

Comfort and Concerns

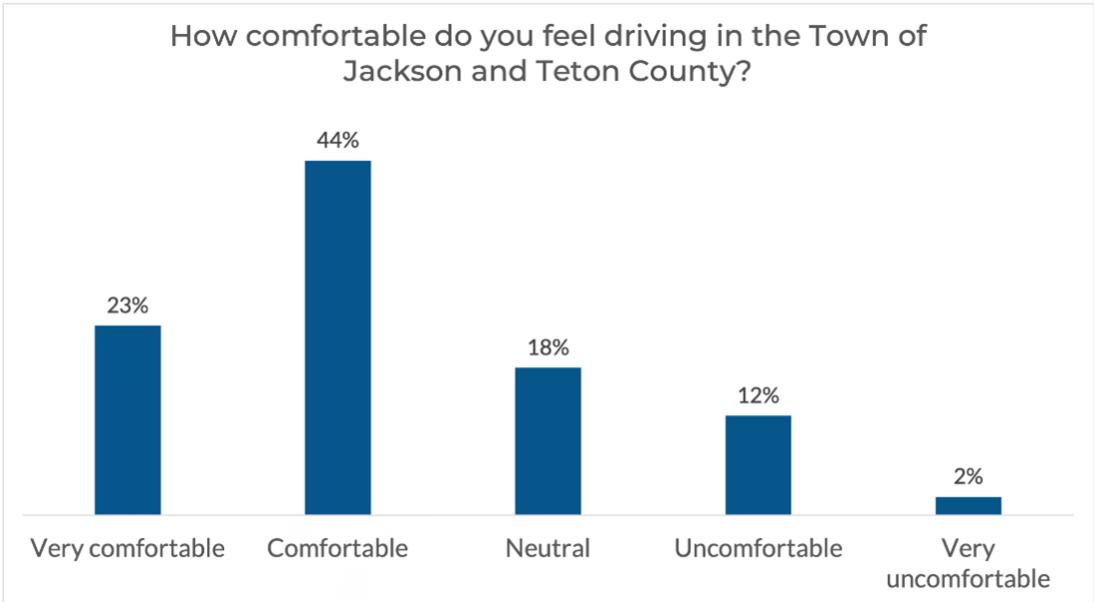
Q4: How comfortable do you feel walking, biking, or rolling (using a wheelchair or other mobility device) in the Town of Jackson and Teton County?

62% of survey respondents felt very comfortable or comfortable walking, biking, or using mobility devices in Teton County and the Town of Jackson. On the other hand, 17% felt uncomfortable or very uncomfortable using these modes.



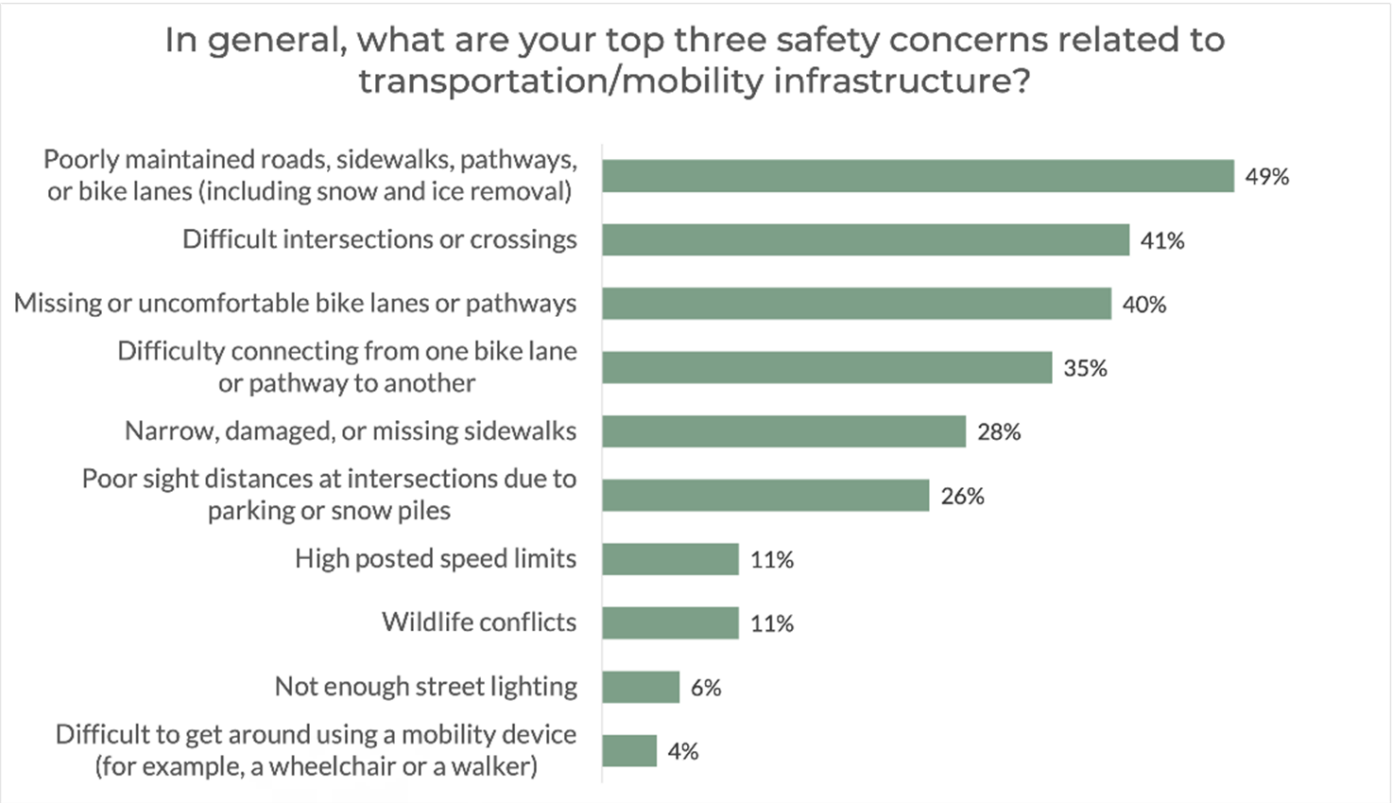
Q5: How comfortable do you feel driving in the Town of Jackson and Teton County?

67% of survey respondents felt very comfortable or comfortable driving in Teton County and the Town of Jackson. A smaller proportion of respondents (12%) felt uncomfortable and 2% felt very uncomfortable while driving. 18% of respondents were neutral about comfort in driving.



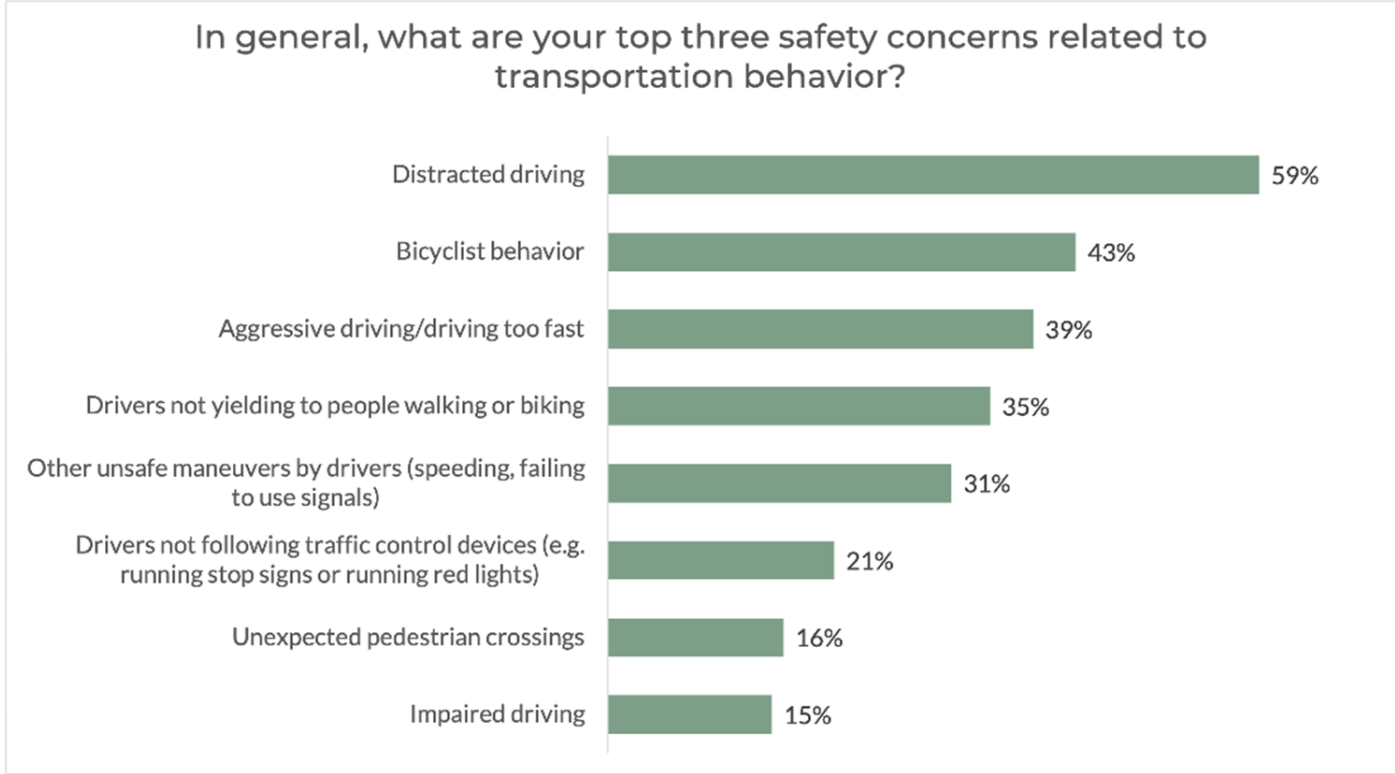
Q6: In general, what are your top three safety concerns related to transportation/mobility infrastructure?

The top safety concern related to transportation/mobility infrastructure for survey respondents was poorly maintained roads, sidewalks, pathways, or bike lanes (including snow and ice removal). Difficult intersections or crossings and missing or uncomfortable bike lanes or pathways were each identified by about 40% of the respondents as a Top-3 safety concern. Street lighting or difficulties in using mobility devices were of relatively low infrastructure safety concern for respondents.



Q7: In general, what are your top three safety concerns related to transportation behavior?

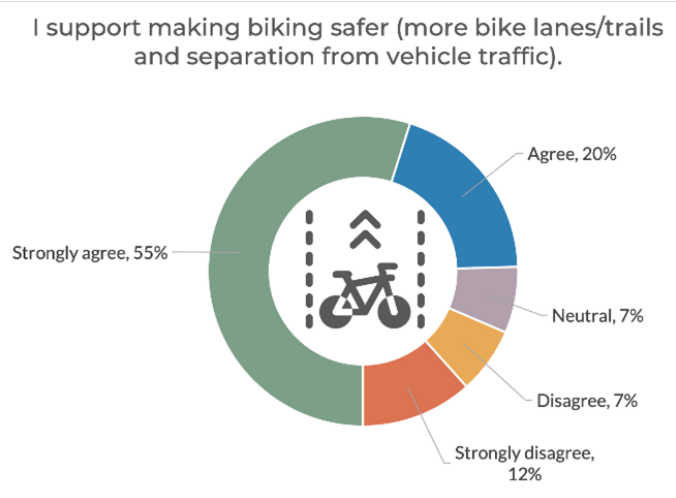
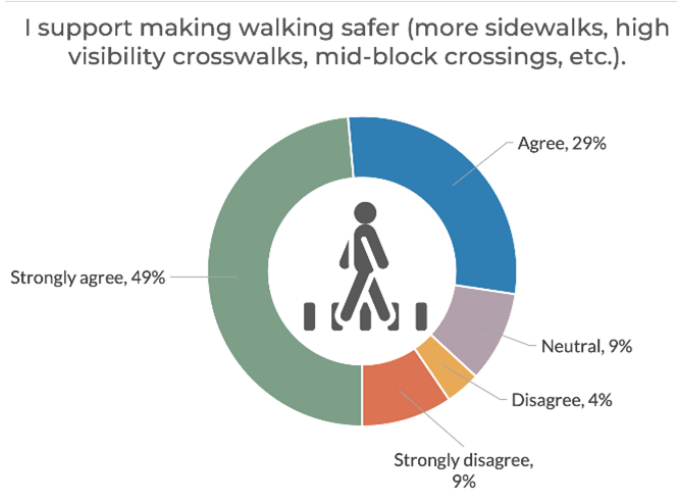
In terms of transportation behavior, distracted driving rose to the top of the safety concerns for 59% of respondents followed by bicyclist behavior (43%) and aggressive driving/driving too fast (39%). With less than 15% each, unexpected pedestrian crossing or impaired driving were relatively a low priority for the survey respondents.



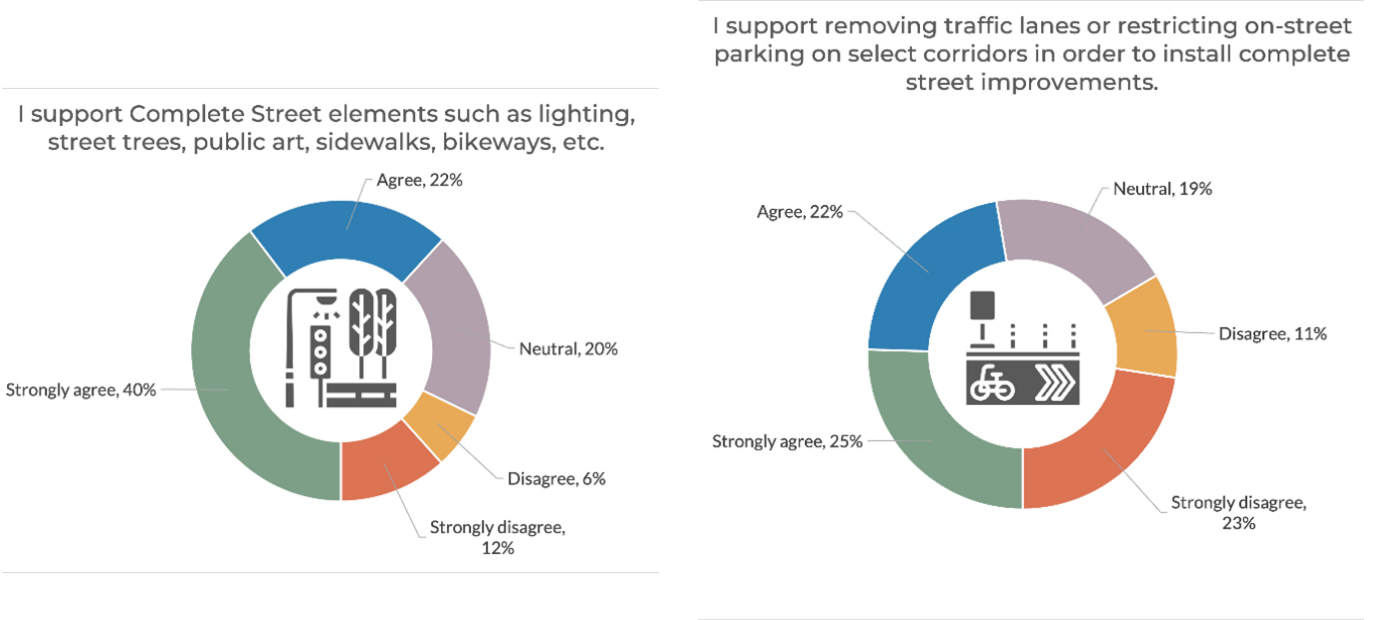
Safety Improvement Strategies

Q8: Share your level of support for the following safety strategies.

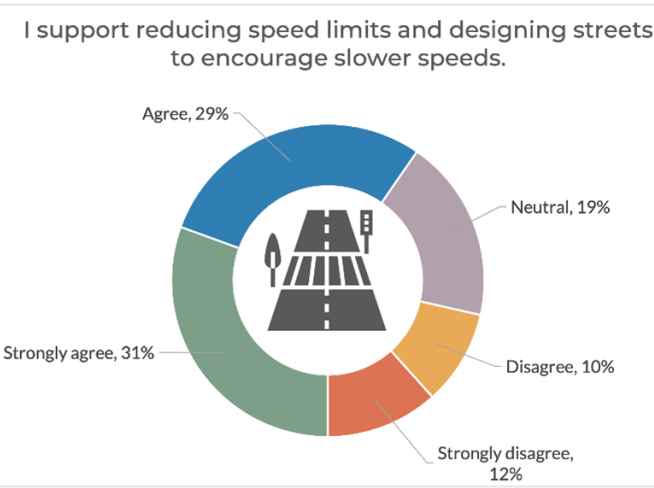
Over 75% of the respondents strongly agreed or agreed to making walking and biking safer through improved infrastructure. 9% of respondents strongly disagreed to making walking safer and 12% disagreed to making biking safer. Smaller percentage of respondents were neutral to making to walking (9%) and biking safer (7%).



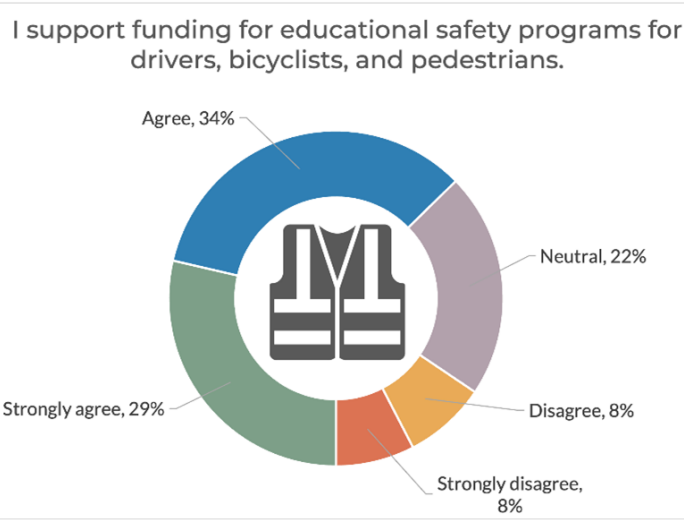
40% of respondents supported Complete Street elements such as lighting, street trees, public art, sidewalks, bikeways, etc., but only 25% supported removing traffic lanes or restricting on-street parking in order to install complete street improvements. 22% of respondents were in support of complete street improvements and also supported removing traffic lanes or restricting parking for the same. 34% of survey respondents disagreed or strongly disagreed with removing traffic lanes and restricting parking to support complete street improvements.



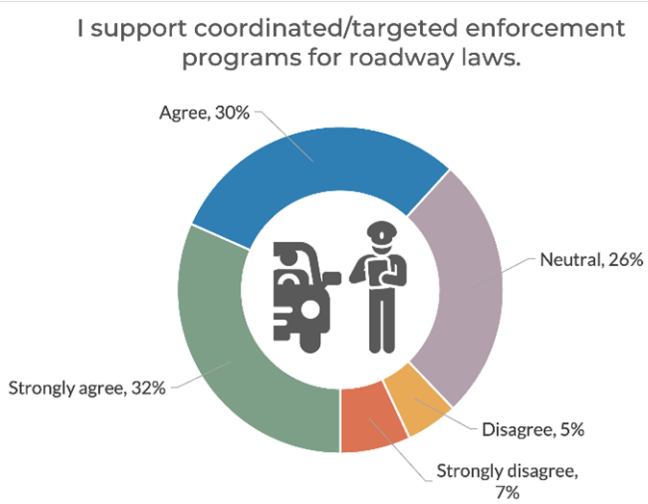
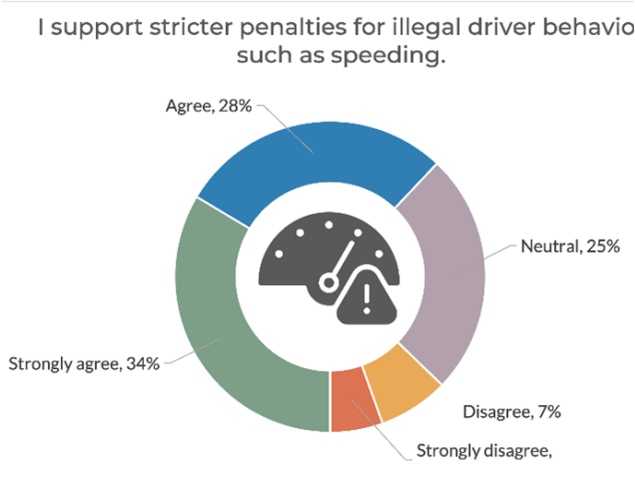
With 60%, a majority of survey respondents strongly agreed or agreed with reducing speed limits and designing streets to encourage slower speeds. On the other hand, 22% of respondents disagreed or strongly disagreed, and 19% were neutral about this safety strategy.



Over 70% of respondents supported or strongly supported funding for educational safety programs for drivers, bicyclists, and pedestrians. A relatively smaller percentage of respondents (16%) disagreed or strongly disagreed and 22% were neutral about this safety strategy.



For the two enforcement related safety strategies listed, support from survey respondents (“strongly agree” or “agree”) was the same for stricter penalties for illegal driving behavior and for coordinated/targeted roadway law enforcement programs. 62% of respondents strongly agreed or agreed to support the two strategies and almost a quarter of respondents were neutral to both. Similarly, 12% of respondents disagreed or strongly disagreed with the two enforcement related safety strategies.

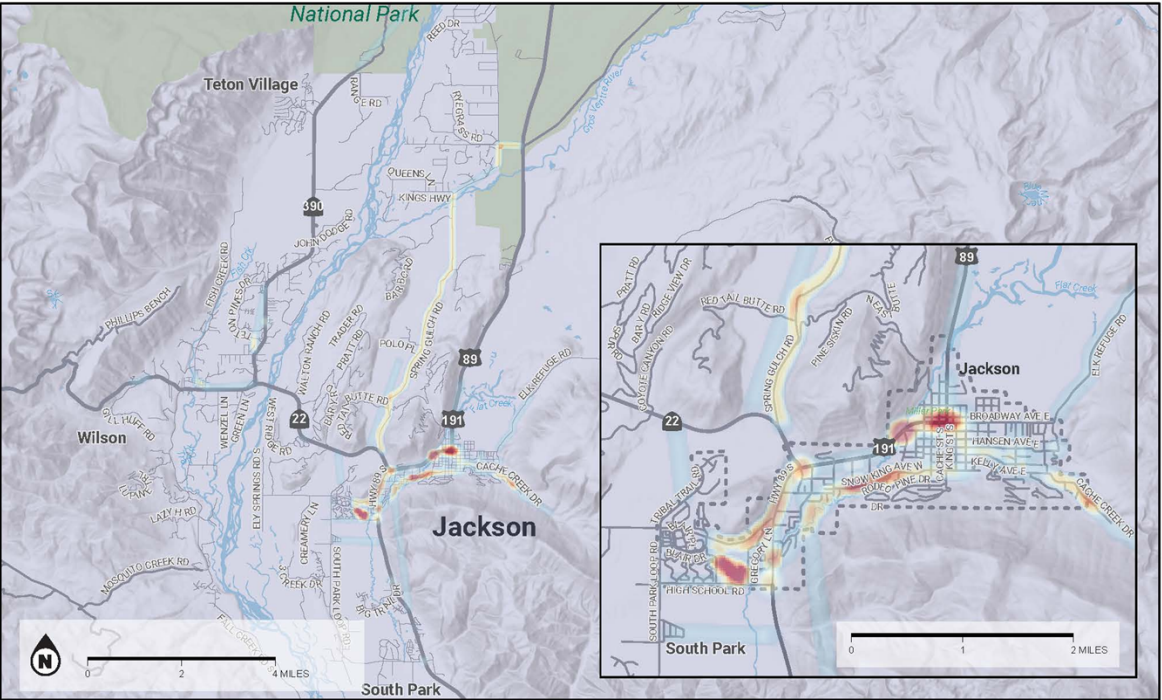


Mapping Safety & Mobility

Q9 Part 1- SAFETY: What parts of Teton County and the Town of Jackson do you think are most in need of safety improvements? (Figure 1) (Map Link: <https://apd.maps.arcgis.com/apps/webappviewer/index.html?id=e0d8d49f4abb4f76b666f27f1b0f08ff>)

Respondents indicated a high density of safety concerns at the following locations, generally clustered along highways and arterial roadways in the Town of Jackson and Wilson:

- Hwy 191/ W Broadway Ave through downtown and near the Town Square**
 - Crosswalk Glenwood St feels dangerous
 - Issues with boardwalks for mobility devices
 - Lighting
 - Curb ramps
 - Slow and dangerous for vehicles
- Hwy 89**
 - Dangerous for people biking and no alternate route
 - Tricky connection to bike path on S Park Loop Rd
 - Speeding
 - Feel unsafe even on sidewalks
 - Stellaria Lane Crossing is an issue
- Spring Gulch Rd**
 - Pathway for bicycling and walking.
- Gregory Lane/ High School Rd Area**
 - Path to the middle school
 - Access to schools
 - Access from Rangeview neighborhoods
- W Snow King Ave**
 - Issues with people biking and large horse trailers
 - Concern about effectiveness of bollards
 - Compliance of bicyclists at stop signs
- Cache Creek Dr**
 - Access to Cache Creek trailhead for people walking and biking
 - Sidewalk missing
 - Drainage, large puddles of water



COMMUNITY SAFETY CONCERNS
TETON COUNTY, WY
SAFE STREETS FOR ALL
SAFETY ACTION PLAN

Public Input

- High Density of Comments
- Low Density of Comments

Roads and Trails

- Local
- State Highway
- US Highway

Base Map Features

- State Line
- County Line
- Town of Jackson
- Parks

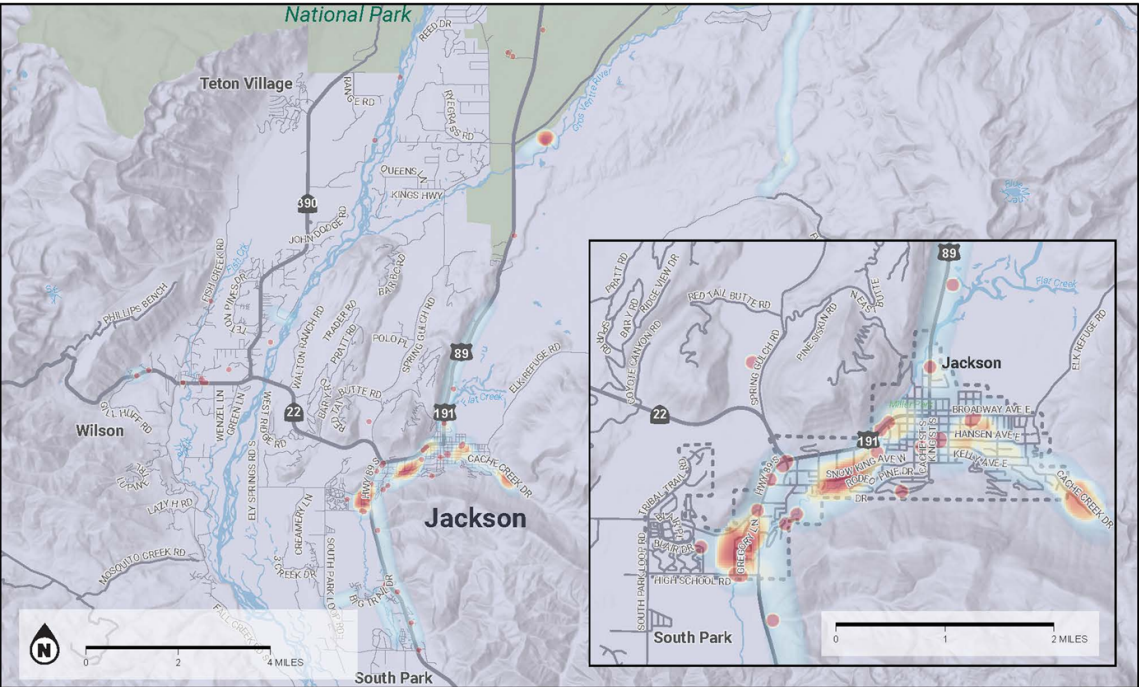
Source: Teton County Safe Streets for All Safety Action Plan Survey held between March 14th, 2024 and May 14th, 2024



Q9 Part 2- MOBILITY: In an ideal world, where (routes and destinations) would you like to walk, bike, or roll that you can't today? (Figure 2)

Respondents indicated a high density of desired routes and destinations at or along the following locations:

- W Snow King Ave and Karns Park
- Gregory Lane
- Hansen Ave
- Cache Creek Dr
- Grocery Stores, including Albertsons
- Across Hwy 89 and Hwy 22 intersection
- Along W Broadway Ave into town
- E Broadway Ave- missing sidewalks
- Connection from Willow St Bikeway to the N Hwy 89 pathway.
- Schools and restaurants in Wilson
- Connection between Teton Village and Wilson
- Hwy 22 over the pass
- GV Junction to Kelly



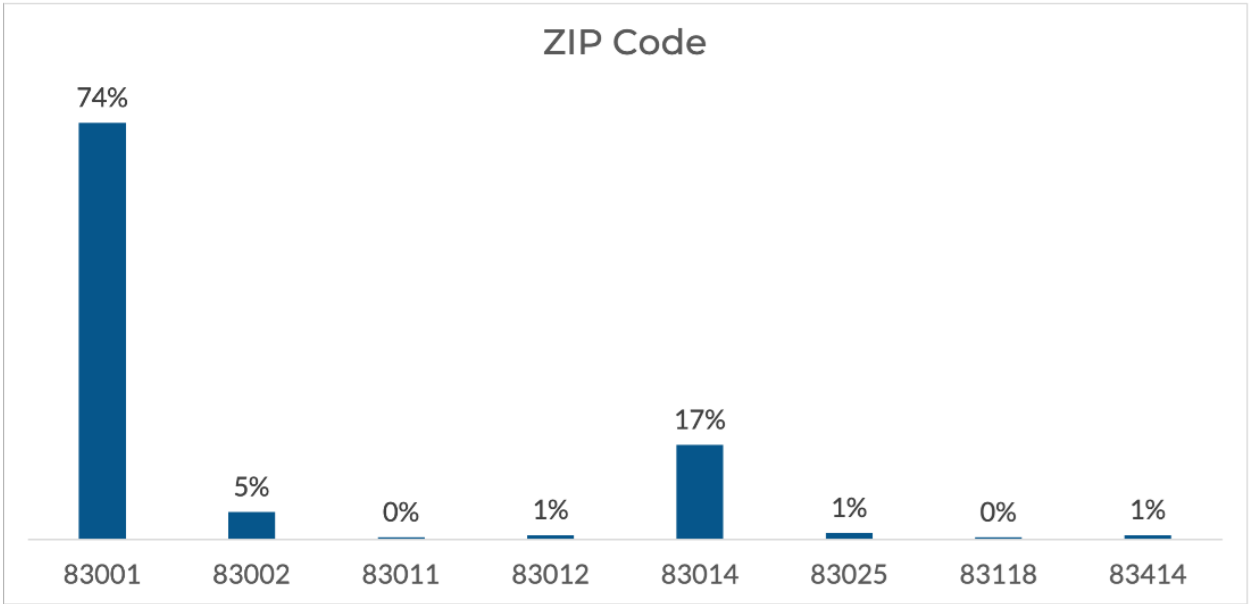
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About You

Zip Code

Q10: What is your ZIP code?

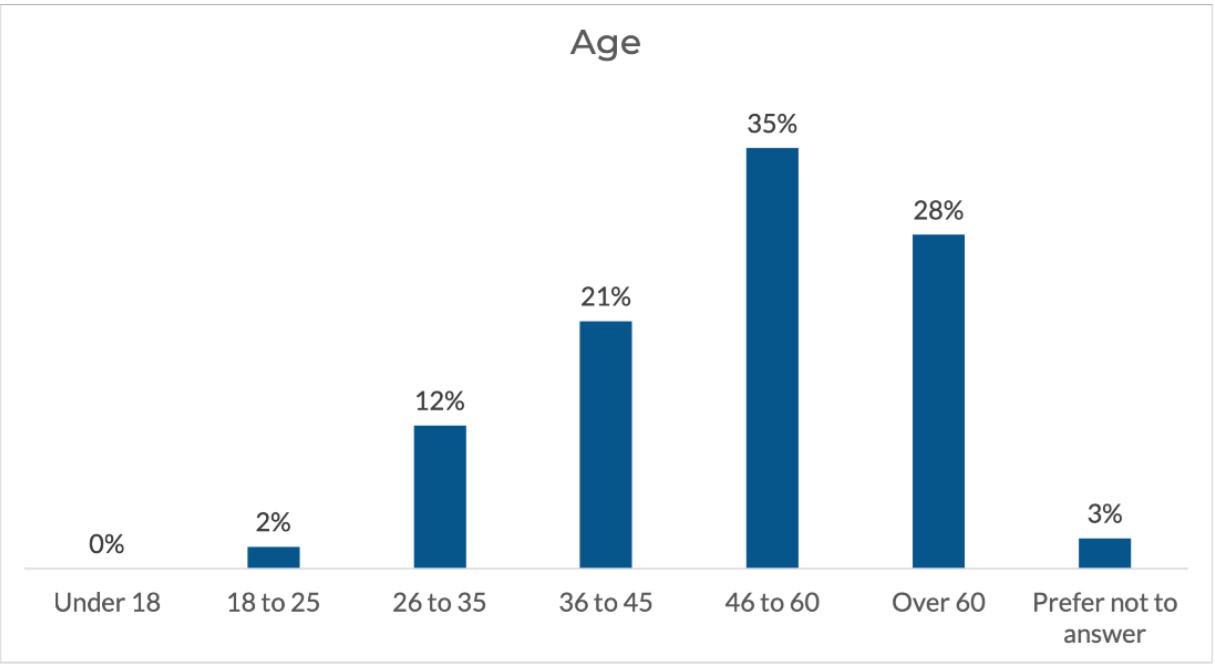
Most survey respondents (74%) were from ZIP Code 83001 or Town of Jackson. 17% of respondents were from Wilson and surrounding areas.



Age

Q11: What is your age?

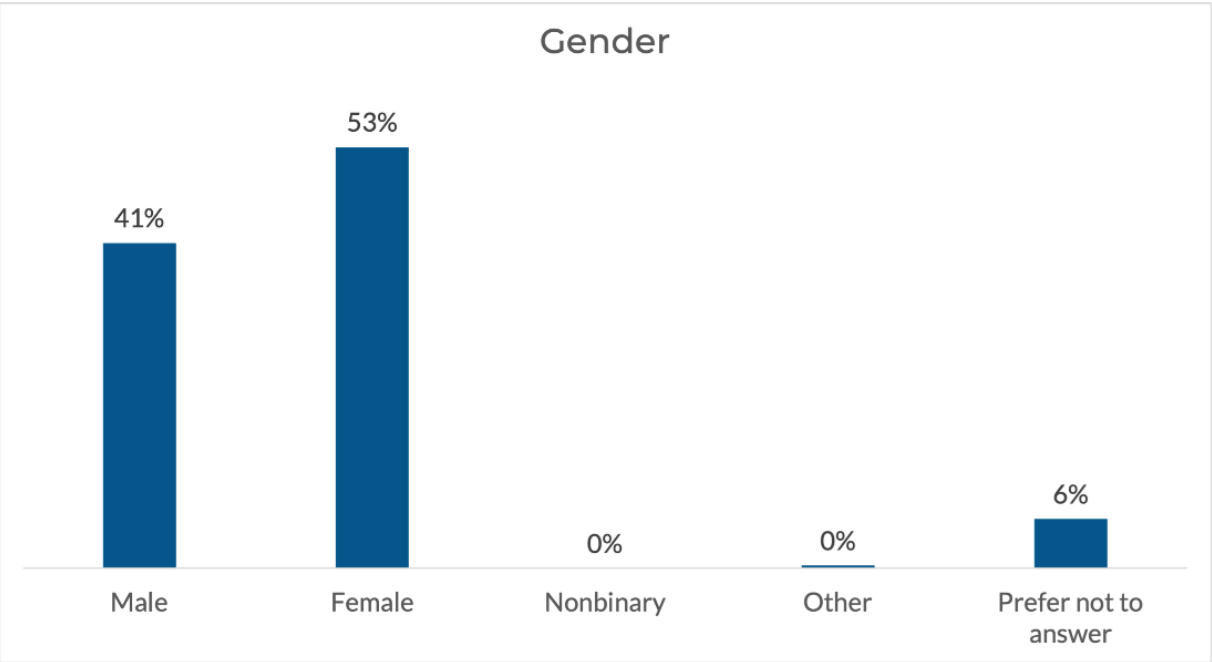
Respondents of the survey came from a variety of age categories. The highest number of survey respondents, with 35%, were people between 40-60 years of age. People aged over 60 years of age represented the second highest proportion (28%) of survey respondents. None of the respondents were under 18 years of age.



Gender

Q12: What gender do you identify with?

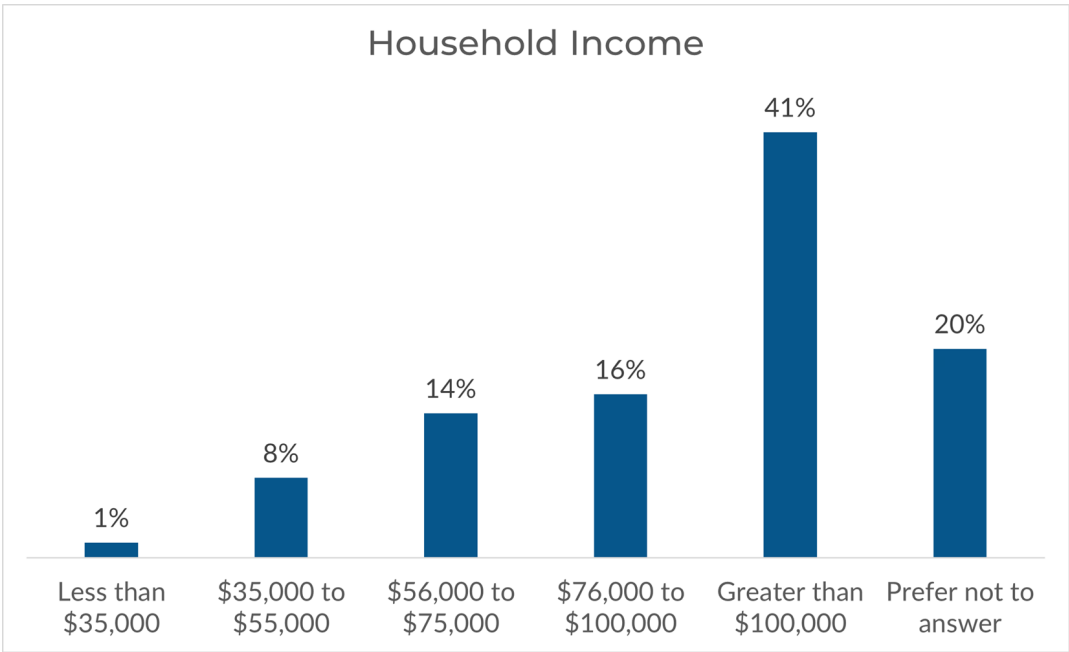
A higher percentage of respondents (53%) identified as female while 41% identified as male. 6% of respondents preferred not to respond to the question.



Income

Q13: What is your household income?

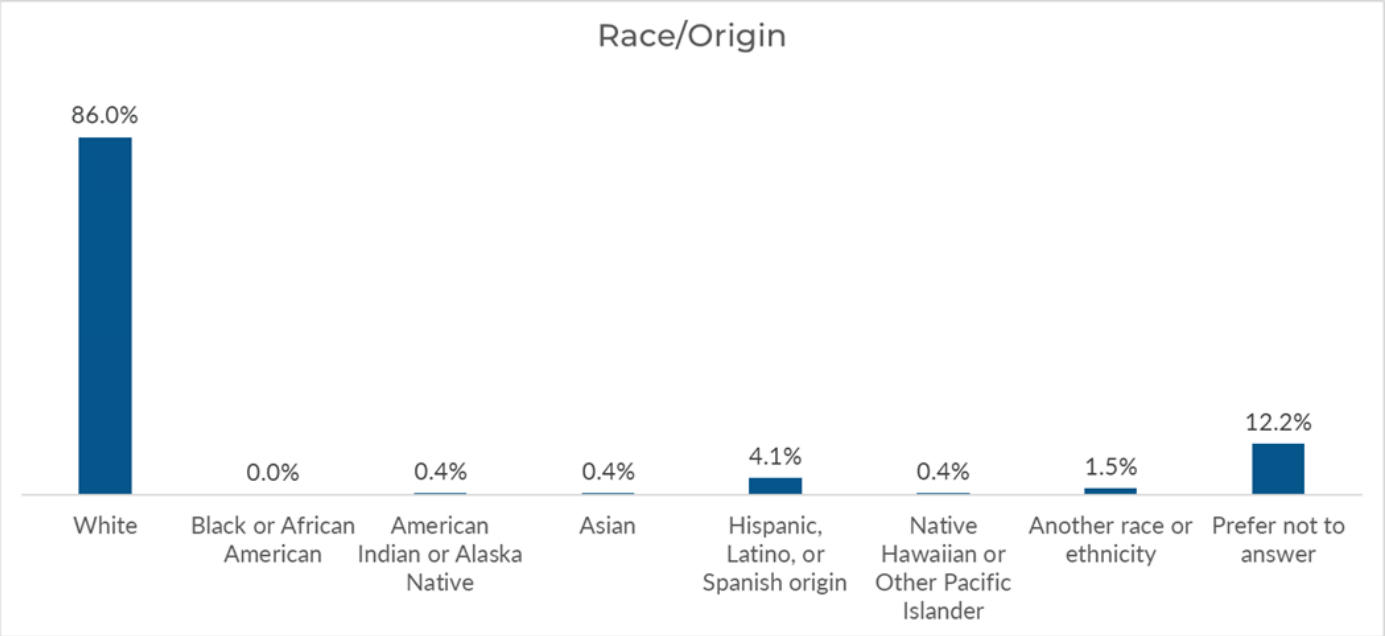
Respondents of the survey came from a range of income groups, but some categories were more represented than the others. The highest number of survey respondents, with 41%, were people whose households earned more than \$100,000. 9% of survey respondents’ household income was less than \$55,000.



Race/Origin

Q11: What is your race/origin?

Among the options listed, a majority of survey respondents, about 86%, indicated that they identify as White. 12% of the respondents stated they would prefer not to answer. A smaller percent of respondents identified as Hispanic/Latino (4%).



PROJECT STEERING COMMITTEE MEETING #1 ENGAGEMENT

Date: March 18, 2024

Location: BCC Chambers, Town of Jackson.

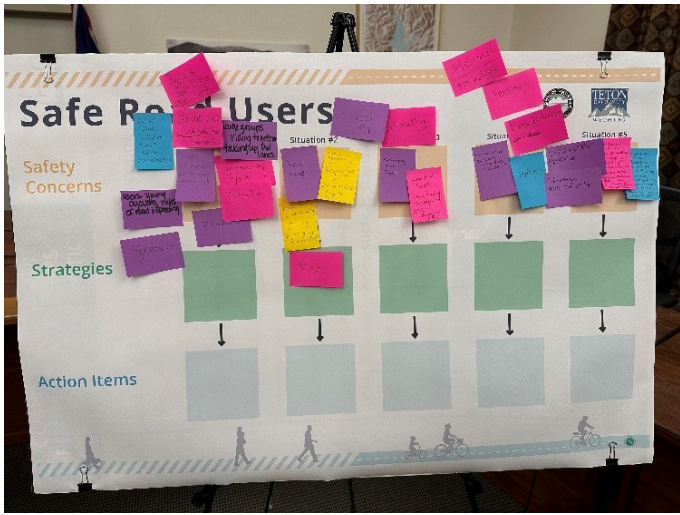
The Project Steering Committee is a group of 16 community members who represent a variety of interests and local stakeholders. The PSC will (a) help guide the development of the Safety Action Plan from vision to implementation and (b) chart the next ten years of mobility and safety improvements in Jackson Hole. The first PSC meeting was held in March 2024. Meeting agenda included Planning for Transportation Safety 101, project overview including project schedule, equity approach, steering committee overview & expectations, and safety issue identification activity.

After the presentation on transportation safety including Safe Systems practices and success stories across the country, the committee members were asked about what resonated with them about the Safe Systems approach. Some of their responses include:

- The built environment matters and the Safe Systems approach factors in road design
- Roads must be physically designed and structured to reduce speeds.
- The Safe Systems approach factors in human mistakes, which are inevitable, and it changes behavior and structure to reduce speeds.
- The approach is realistic; zero deaths is a reasonable goal for our community.
- Safety for all, including vehicles.
- Be proactive in identifying risky areas where crashes may not have happened yet.
- School zones should be a priority area for implementation.
- Universal design should factor in people who are aged 8-80. Not everyone drives.



Left Image: Brandon Gonzalez from Alta presenting to the Project Steering Committee members.



Right Image: Committee members notes on the activity board.

Committee members provided input on safety concerns, strategies, and action items for three categories: Safe Road Users, Safe Speeds, and Safe Roads. The below themes emerged from the activity.

Safe Road Users Themes

- Speeding is a top concern, particularly on larger, busier streets.
- Concerns about how youth use roads and streets, particularly while biking and e-biking.
- Dangers of distraction from using phones, headphones, or when traveling with kids.
- Driver failure to follow traffic laws, such as stopping at stop signs or drinking and driving.
- Cyclist failure to follow traffic laws, such as not stopping at stop signs or looking for cars.
- Lack of sidewalks and crossings make it difficult for people to use the road safely and predictably.
- Conflict between people using different modes and drivers’ attitudes and behaviors toward people walking and biking.
- Issues with education on pathway rules – e.g., dogs not on leashes

Safe Roads Themes

- Wildlife interactions.
- Roads designed for high speeds in lower speed areas.
- Construction related safety concerns, potholes, and road maintenance particularly related to ice and snow
- Concern about safety of roadway intersections with bike paths or pathways. Pathways that look like roads- confusing for drivers and create high speeds for cyclists.
- Accessibility concerns, like challenging curb cuts and sidewalks ending in stairs- tough for parents w/strollers and people w/disabilities.
- Inconsistencies between Town and County – Municipal Code
- Safety strategies suggested including pedestrian scale lighting, bollards, complete pathway separation, and Complete Streets policies.
- Challenging locations are Broadway heading east to town square, Town Square, Wilson pedestrian crossing and Ace Hardware intersection.

MAY JOINT INFORMATION MEETING

Date: May 6, 2024, 2:00 PM

Location: Teton County Commissioners Chambers

Staff and the project consultant presented an update on the SS4A Safety Action Plan process to the Jackson Town Council and Teton County Commissioners on May 6th. The meeting agenda was publicly noticed per local and state legal notice laws and distributed to the Town and County e-mail notification lists. The presentation included descriptions of the Safe Systems approach, the project’s public engagement strategy, the high injury network and crash analysis, the equity scan, makeup of the Project Steering Committee, and a summary of the Stakeholder Workshops from March 2024. The elected boards reviewed and discussed the recommended Vision and Goals statement and the Leadership Commitment. Members of the public were allowed to provide public comments. The Vision and Goals statement was unanimously approved by both boards.

MAY OPEN HOUSE

Date: May 7, 2024, 3pm – 8pm

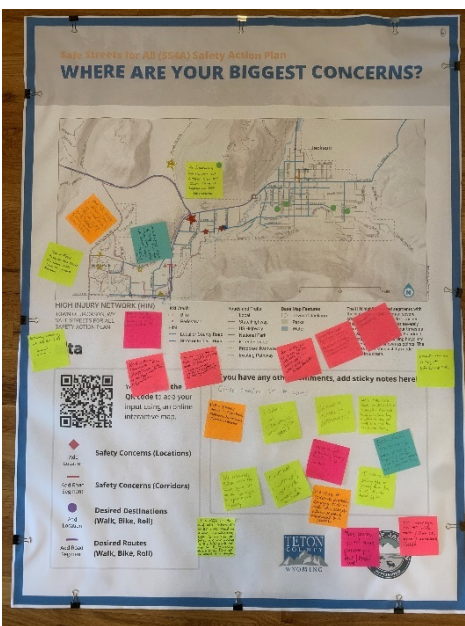
Location: Presbyterian Church of Jackson Hole Lobby

The open house included discussion on two topics: the SS4A Safety Action Plan and Modernizing Mobility for West Jackson. This engagement was in an open house format with five project boards that attendees could view. Staff members were stationed at the boards to answer questions. The board topics included project overview, vision and goals, safety strategies, and maps of Teton County and the Town of Jackson. Some boards had interactive activities for participants to share their active transportation needs and perspectives. The boards were translated in Spanish.

A variety of outreach strategies was used for the project including custom fliers, mailers sent to households in Teton County, a flier added to the May utility billing cycle through Town, ads in the daily and the weekly papers, and targeted and generic posts on Facebook and Instagram.



Left Image: The project team in conversation with the open house participants.



Right Image: The participants' notes on one of the activity boards.

The goals and big ideas shared by participants include:

- *Public Transit:* Frequent and free public transit system, transit service to and through Grand Teton National Park, light rail from Jackson to airport and possibly over to Teton Village and shuttles to recreational destinations.
- *Shared transportation:* Employers should offer shuttles to work.
- *Wildlife:* Always considering wildlife crossings – keep wildlife and people safe.
- *Non-motorized transportation:* Any improvements that facilitate non-motorized improvement.

The following priority goals emerged from the engagement:

1. Convenience for all modes: to ensure accessibility and use for everyone.

2. Health and Wellness: to improve well-being of residents and visitors.
3. Integration with nature: to create infrastructure that preserves environmental health.

The following safety concerns were raised by participants.

Town of Jackson:

- *Pathways:* Need for better pathway connectivity in different parts of Town of Jackson and safety improvements on pathway crossings.
- *Sidewalks:* Lack of sidewalk continuity.
- *Equity:* Need better bike access.
- *Micromobility:* E-bikes on sidewalks and need to educate bike rental companies on safety.
- *Other:* Youth riding way too fast, more lighting, enforcement of regulations and retractable bollards around Town Square to create pedestrian zones or shared space zones.

Teton County:

- *Highway 89:* Better and safer wildlife measures, crossing on Hwy 89 south of town, roundabouts for highway intersections.
- *Highway 22:* Concerns about future expansion--Hwy 22 is the epicenter of High Injury Network
- *Highway 390:* Safer crossings to get from housing on the east side of WY390 to pathways on the west side.
- *Wilson:* Confusion near Wilson/school underpass, pedestrian, and cyclist connection to Wilson Elementary from Main Street.
- *Transit:* Better bus options for all and consider park and ride options.

Participants were in support of a range of safety improvement strategies. They include making walking and biking safer, adding complete street elements (e.g., lighting, street trees, and public art), reducing speed and encouraging slower speeds, prioritizing active transportation safety on select corridors, and strict penalties for illegal driving behavior.

WORKSHOPS

VISION AND GOALS WORKSHOP

The Vision and Goals Workshop was hosted by Mobycon on March 19, 2024, at the Teton County Fairgrounds in Jackson Hole. It was attended by 40 local stakeholders ranging from business owners, municipal staff, advocacy organizations, the County Sheriff’s Office, and independent citizens. The intention of the workshop was to guide participants through inspirational values-based exercises and discussions to help them develop and articulate their long-term vision for their community, as well as begin to sketch out goals and objectives to achieve this ultimate vision. A list of six mobility values were identified: (1) Safety, (2) Equity, (3) Health & Wellness, (4) Convenience for All Modes, (5) Change and Adaptability, and (6) Integration with Nature.

The workshop process and findings are detailed in the “Vision and Goals Workshop Summary Memo”.

PLACE ASSESSMENT

After the Vision and Goals Workshop, Mobycon hosted a Place Assessment workshop on March 20, 2024, that was attended by 30-35 people. Participants were educated on the value of place when thinking about mobility and transportation – that is, the locations that draw people in and get them to stay, as opposed to simply passing through. The interactive aspects of the workshop challenged attendees to work together to rethink Jackson’s transportation network on the principles of “place” and “flow”. Through the process, “places”, “flows” and “conflicts” were identified.

The workshop process and findings are detailed in the “Place Assessment Workshop Summary Memo”.

COMMUNICATION MATERIALS

A range of communication materials and strategies were used to share information about the project and direct community members to the surveys and open house. The project website was a one-stop location to allow visitor to learn about the project, be informed about upcoming engagement activities, and participate in the survey. Communication materials included fliers, postcards, emails, sidewalk decals and yard signs. Social media platforms were also used to communicate about the project with the broader community. Most of the communication materials were translated into Spanish. Some samples of the communication materials used are included below.

Figure 3: Project Overview Flier

TETON SAFE STREETS FOR ALL

We need your help to make the streets of Teton County and the Town of Jackson safer for people walking, rolling, biking, taking transit, and driving.

Where do you have transportation safety concerns? Do you have a transportation story to tell? Your ideas are essential to making this project a success.

TETON CALLES SEGURAS PARA TODOS

Necesitamos su ayuda para hacer que las calles del condado de Teton y la ciudad de Jackson sean más seguras para las personas que caminan, ruedan, andan en bicicleta, toman el transporte público y conducen.

¿Dónde tiene preocupaciones sobre la seguridad del transporte? ¿Tiene una historia de transporte que contar? Tus ideas son esenciales para que este proyecto sea un éxito.

Visit our website to learn more and sign up for project updates:

Visite nuestro sitio web para obtener más información y registrarse para recibir actualizaciones del proyecto:

engagetetoncountywy.com



ENGLISH



SPANISH





Figure 4: Postcard Front and Back

SAFE STREETS FOR ALL SAFETY ACTION PLAN

Our community deserves safe streets and pathways so everyone has the freedom to get around safely and comfortably. **We need your help to make it happen.**

PLAN DE ACCIÓN DE SEGURIDAD DE CALLES SEGURAS PARA TODOS

Nuestra comunidad merece calles seguras, para que todos puedan desplazarse de forma segura y cómoda. **Necesitamos tu ayuda para hacerlo realidad.**

GET INVOLVED!



Please take the community survey.

¡INVOLUCRARSE!



Por favor toma la encuesta comunitaria.



Sign up for the email list to follow along with the project/ Regístrate en la lista de correo electrónico para seguir el proyecto: engagetetoncountywy.com

Open House/Cosa abierta:
Tuesday, May 7/Martes 7 de mayo 3-8pm Teton County Presbyterian Church of Jackson Hole at 1251 S Park Loop Rd, Jackson/Iglesia Presbiteriana de Jackson Hole en 1251 S Park Loop Rd, Jackson

Figure 5: Social Media Posts

SS4A SAFETY ACTION PLAN

TAKE THE TRANSPORTATION SAFETY SURVEY!

Open House: Tuesday, May 7 3:00pm – 8:00pm | Presbyterian Church of Jackson Hole, 1251 S Park Loop Rd, Jackson

¡TOME LA ENCUESTA DE SEGURIDAD DEL TRANSPORTE!

Casa abierta: Martes 7 de mayo 3:00pm – 8:00pm | Iglesia Presbiteriana de Jackson Hole, 1251 S Park Loop Rd, Jackson

PLAN DE ACCIÓN DE SEGURIDAD SS4A





SS4A SAFETY ACTION PLAN

LET'S TALK TRANSPORTATION SAFETY

Open House: Tuesday, May 7 3:00pm – 8:00pm | Presbyterian Church of Jackson Hole, 1251 S Park Loop Rd, Jackson

HABLEMOS DE SEGURIDAD DEL TRANSPORTE

Casa abierta: Martes 7 de mayo 3:00pm – 8:00pm | Iglesia Presbiteriana de Jackson Hole, 1251 S Park Loop Rd, Jackson

PLAN DE ACCIÓN DE SEGURIDAD SS4A



84 Community Engagement

Community Engagement 85

RELATED PAST ENGAGEMENT EFFORTS

TETON MOBILITY PROJECT / PATHWAYS MASTER PLAN ADDENDUM

Year Updated: 2020

Lead: Teton County, Town of Jackson, and Friends of Pathways

Plan Description: The Pathways Master Plan was initially adopted in 2007 and the 2020 addendum aims to address the changing infrastructure needs of the region. Establishes policy and focus areas for development and maintenance of facilities.

Public Engagement (Addendum): Due to COVID-19 limitations, public engagement was done only using an interactive web map where residents and visitors could provide feedback on the existing pathway network and propose routes for future development. Key themes are very similar to recent findings from the SS4A project.

- The top three themes of comments included new safe connections to neighborhoods, upgrade existing pathways and bike lanes for safety, comfort, or to reduce user conflict, and new recreational routes, including pathways, county roads, and recreational trails.
- Frequently mentioned public desires: A pathway along Spring Gulch Road, pathway maintenance on South Park Loop, appreciation for bollards on Snow King Avenue bike lanes, and improvements to the transition between the Town of Jackson and the North 89 Pathway.
- Frequently mentioned public concerns: Y-Intersection (US 89/191 and WY 22), use/capacity on the existing sections of the Garaman Pathway, and concerns related to speed of electric assist bicycles.

Final Report: The findings from the Teton Mobility Project are presented in the “Teton County Mobility Project - Final Report” available at <https://www.tetoncountywy.gov/DocumentCenter/View/30739/Teton-County-Mobility-Project-2020--Final-Report>.

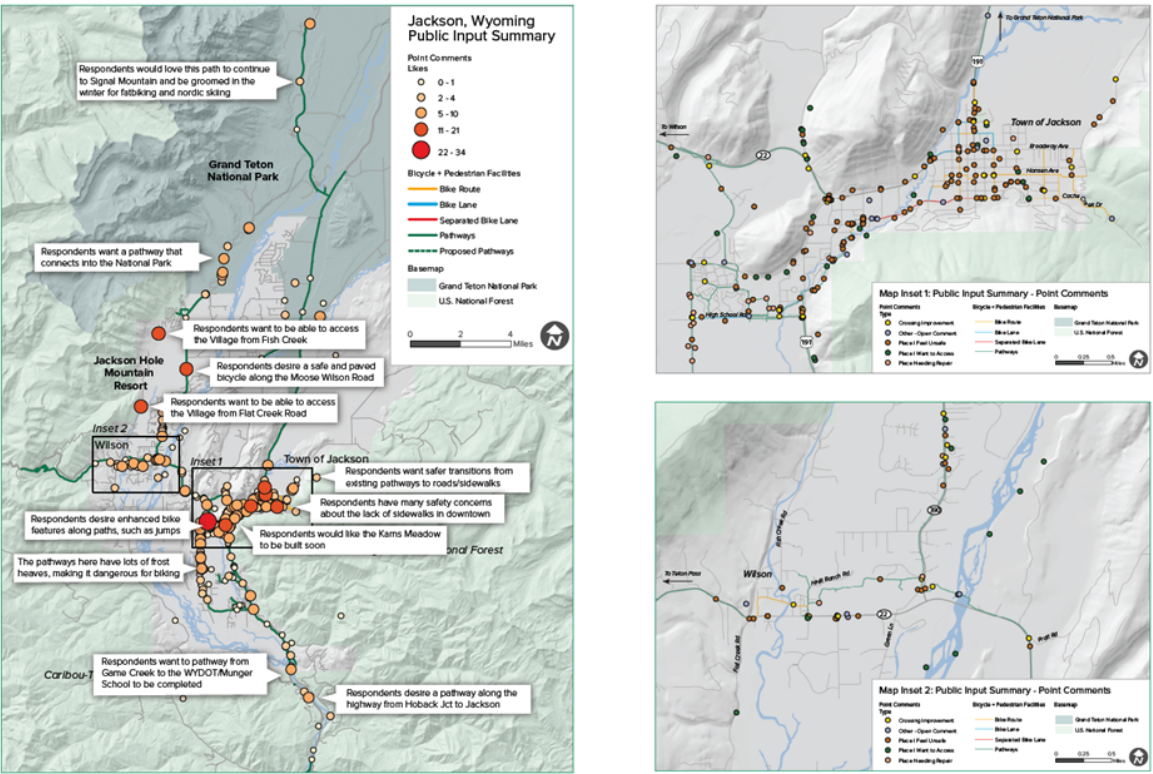
Webmap Results

What do Jackson Area Residents Want?



WEBMAP RESULTS

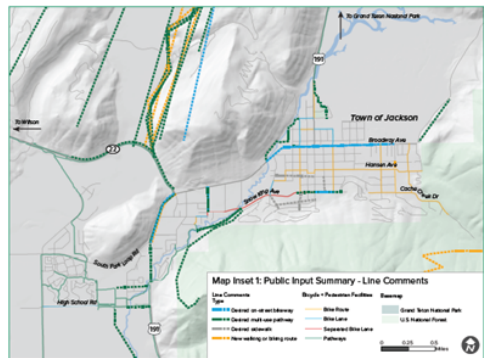
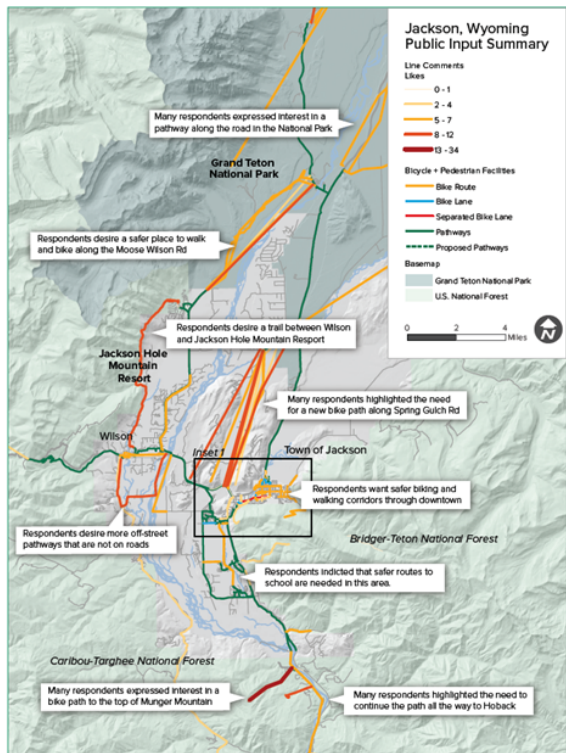
JACKSON, WYOMING PATHWAYS | FRIENDS OF PATHWAYS | JACKSON HOLE COMMUNITY PATHWAYS



WEBMAP RESULTS

JACKSON, WYOMING PATHWAYS | FRIENDS OF PATHWAYS | JACKSON HOLE COMMUNITY PATHWAYS





WEBMAP RESULTS

JACKSON, WYOMING PATHWAYS | FRIENDS OF PATHWAYS | JACKSON HOLE COMMUNITY PATHWAYS



Phase 2: Reflect & Dive In

	LOCATION	TIME FRAME	PARTICIPANTS
StoryMap +Survey	Online	October 14th - November 21st, 2024	StoryMap Visits: 776 (English version) 41 (Spanish version) Surveys: Safety: 83 responses Mobility: 28 responses
Spanish Language Focus Groups	Cloudveil Room, Rec Center, 220 N King Street	October 18th, 2024	22 participants
Interviews with Eastern European Immigrants	In-person	October - November 2024	5 participants
Project Steering Committee Meeting	Jackson/Teton County Recreation Center	August 21st, 2024	15 participants

STORYMAP + SURVEY FEEDBACK

The project team created a StoryMap to showcase the project to community members and gather public feedback on key transportation issues. A StoryMap is a web-application that showcases an interactive narrative using a combination of text, images, and maps for the project. The StoryMap introduced the project, shared what we heard from the community in the first phase of engagement, presented the safety analysis and the updated Community Streets Plan, and the expected project timeline. The StoryMap included a few survey questions asking community members about their location specific transportation concerns and priorities.

The project team publicized the survey through fliers posted around town, in utility bills, in print and website advertising, Town of Jackson and Teton County newsletters and websites, and at existing events (see communication materials section). Emails were sent to members on the project listserv, community-based organizations, schools, and neighborhood associations, directing them to the project website and to the ongoing StoryMap survey.

Figure 1: Screenshot of the StoryMap

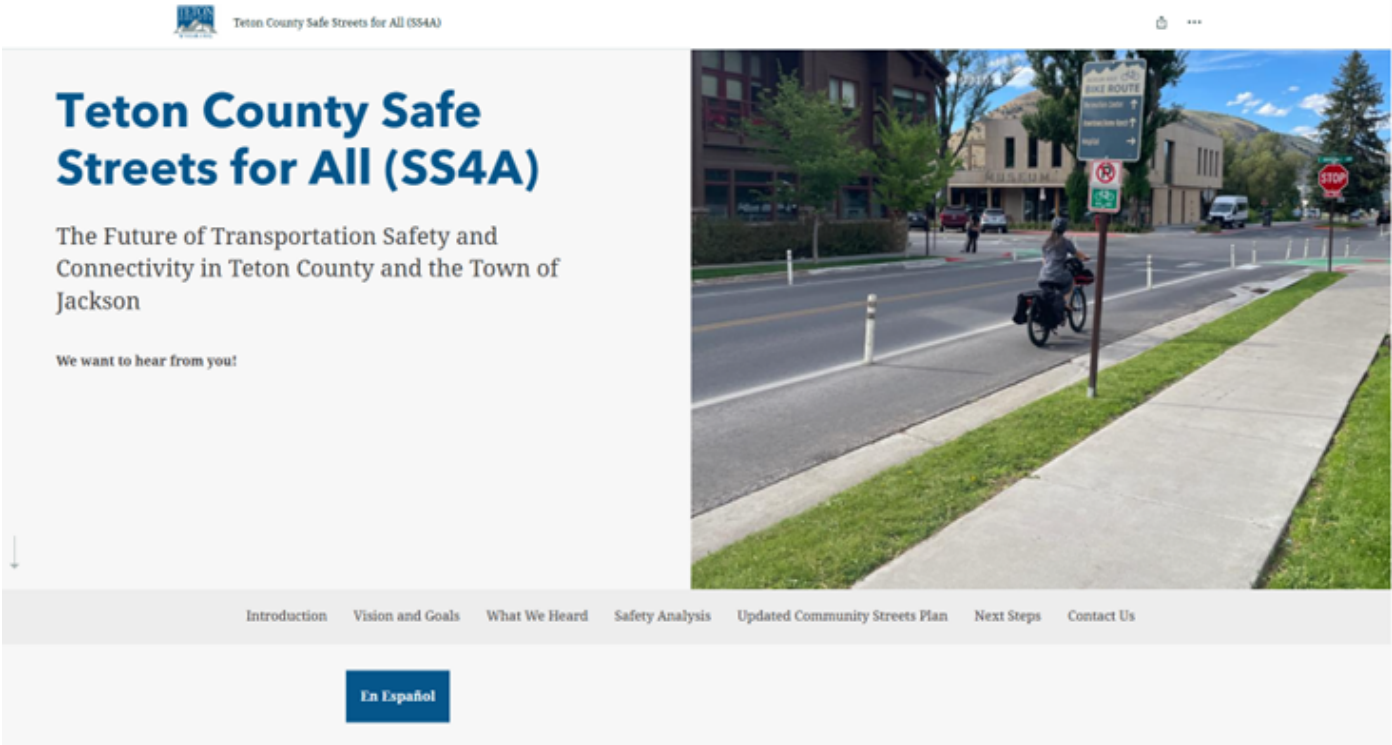


Figure 2: Screenshot of the StoryMap showing the safety analysis accompanied by an interactive map

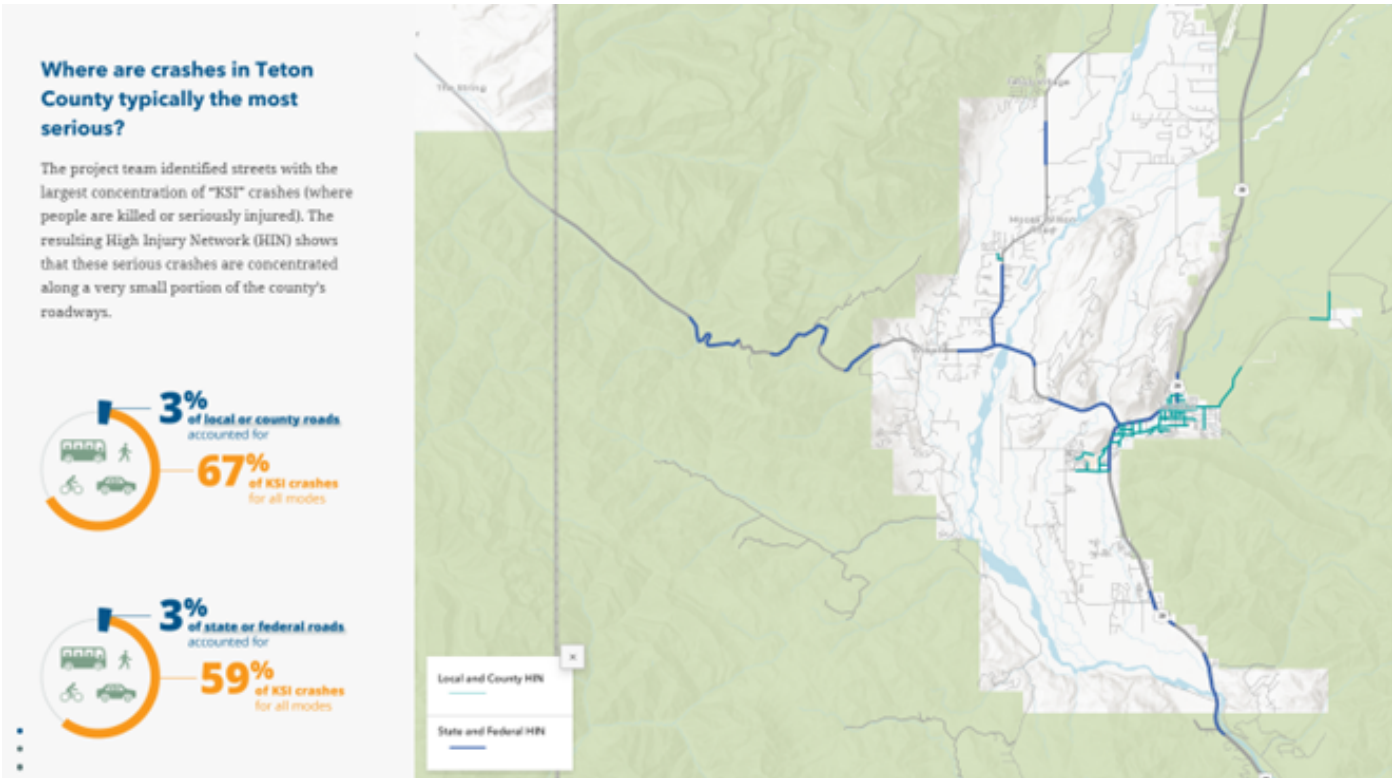


Figure 3: Screenshot of the StoryMap showing equity need areas through an interactive map

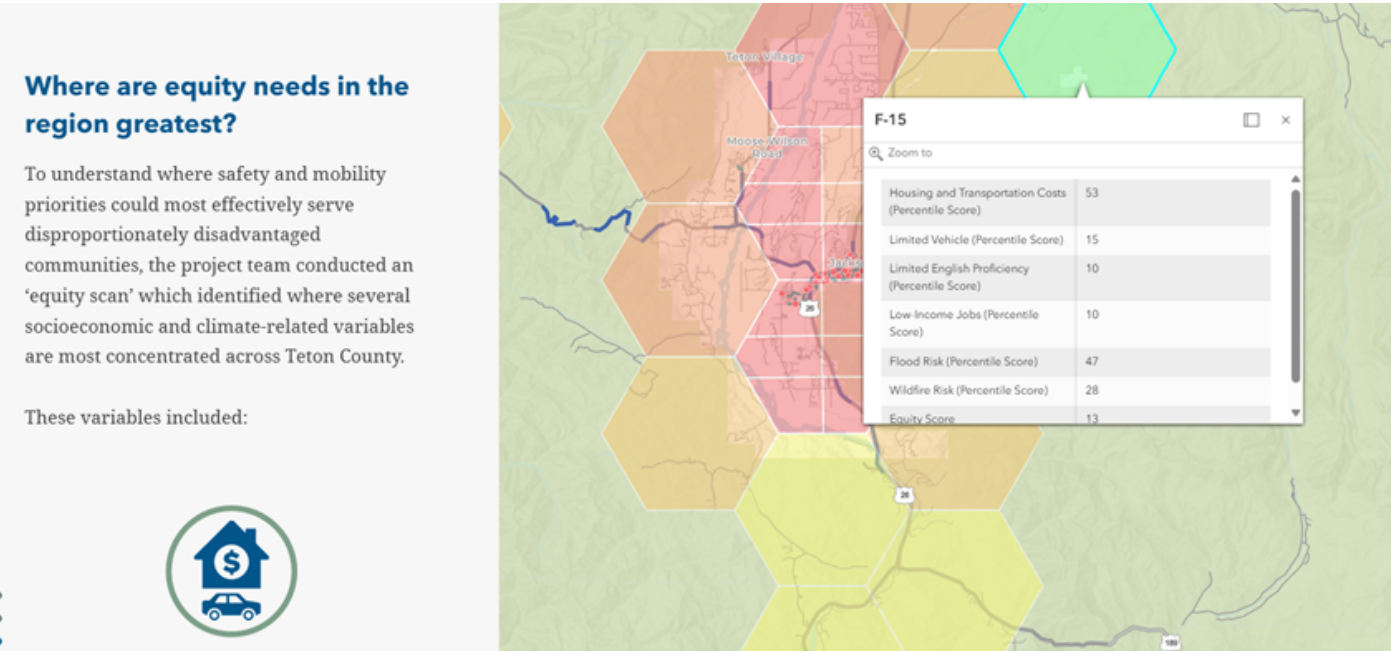
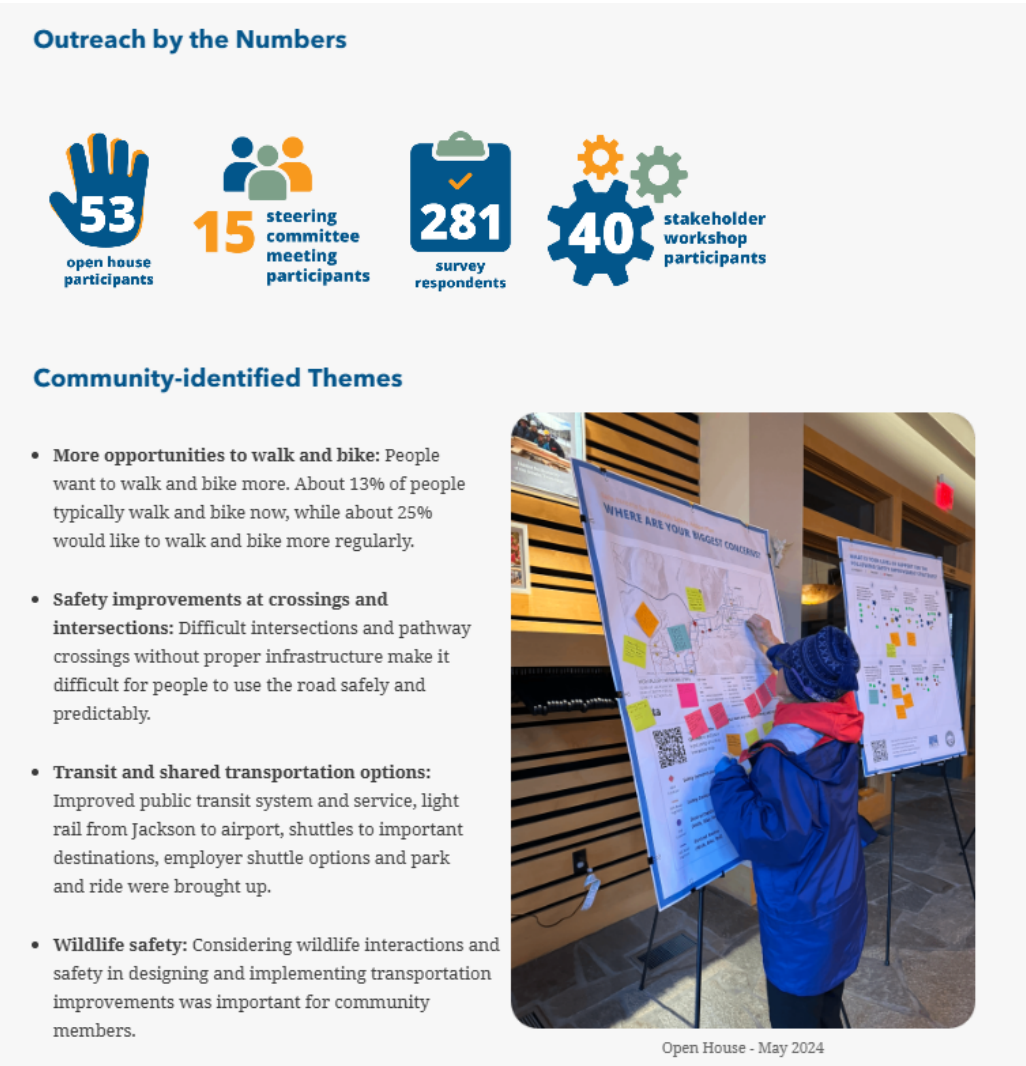


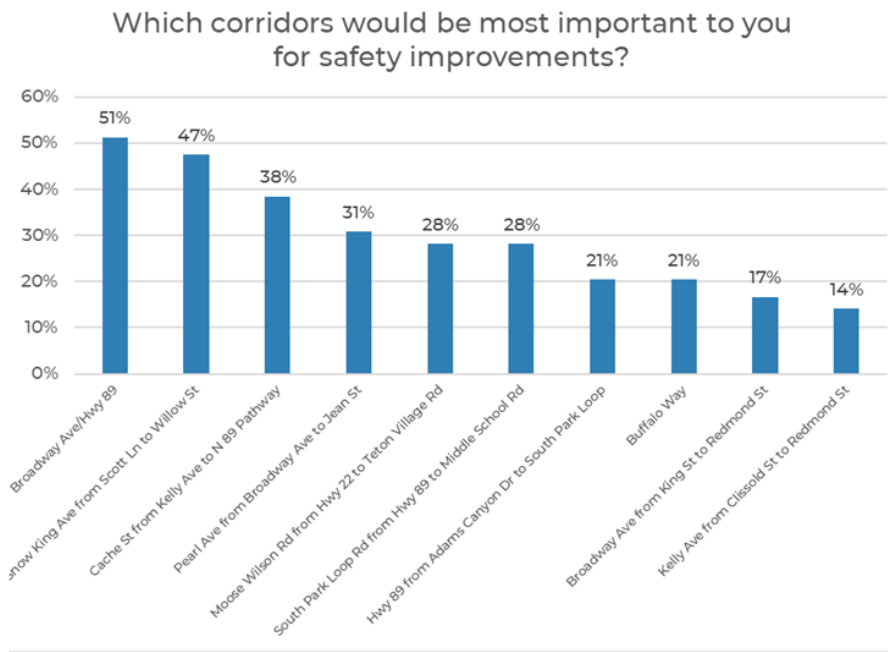
Figure 4: Screenshot of the StoryMap showing the progress on community engagement



SURVEY QUESTIONS

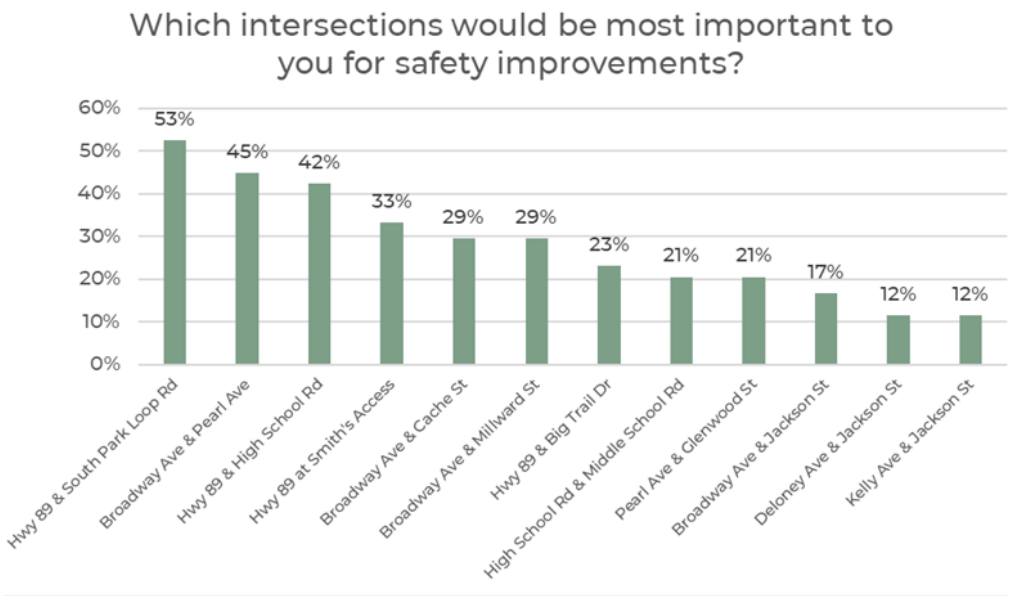
Q1: Which corridors would be most important to you for safety improvements?

About half of survey participants selected Broadway Avenue/Hwy 89 as the top corridor in need of safety improvements. Snow King Avenue and Cache Street were also high on the community’s priority list for safety improvements. Broadway Avenue from King Street to Redmond Street and Kelly Avenue from Clissold Street to Redmond were lower ranking among the public.



Q2: Which intersections would be most important to you for safety improvements?

Hwy 89 at South Park Loop Rd was ranked the highest by the public for intersection safety improvements. Intersections with Hwy 89, overall, were ranked higher, than the rest of the intersection options. Out of the top four selections, three intersections were on Hwy 89. Broadway Avenue intersections, particularly on the busy corridor though the central part of town, were also highly voted by the public. Jackson Street intersections were among the lowest ranked intersections.



Q3: Is there anything more you’d like to tell us about the corridors or intersections that you selected? (Open – ended responses)

Participants left 46 responses providing more details about the corridors and intersections they selected. There was an emphasis on safety improvements along Broadway Avenue, especially at Pearl Avenue and Jackson Street. The intersection of Broadway Avenue and Scott Lane was not an option in the survey, but multiple respondents highlighted it as a dangerous intersection for vehicles and pedestrians. While this question asked about the corridors or intersections selected, participants took the opportunity to point out safety concerns in other areas. For example, people voiced the need for safer crossings over Highway 390 in the Moose Wilson Road area to access the pathway system, particularly for children needing to get to school. There were a few comments concerning low visibility at intersections due to lighting and the presence of on-street parking blocking the view of pedestrians.

Q4: Are there any streets critical to any of these transportation modes that are missing from the maps? (Open – ended responses)

Participants left 11 responses providing more feedback on other critical streets not shown in the provided mobility maps. A majority of comments were about bike safety. Respondents listed Hansen Avenue, Millward Street, Mercill Avenue, Beckley Park Way, Willow Street, Maple Way, and Buffalo Way as corridors in need of better bike infrastructure. There was one comment requesting on-demand bus services in East Jackson and the Rafter J area.

Q5: Is there anything else you would like to tell us about these mobility overlays? (Open – ended responses)

Participants left 12 responses providing more feedback on the mobility overlays in the survey. Some respondents noted the lack of sidewalks in some areas, especially in the central parts of Jackson where new higher density development has occurred, but sidewalk connectivity is still lacking. Another repeated theme was the need for pedestrian safety improvements around the Town Square. The presence of the main highway and lack of crosswalks makes for an unsafe environment for pedestrians. In general, there seems to be a conflict between which mode belongs on which road. Some expressed the need to focus on vehicle throughput while others want roads to be designed for all users.

FOCUS GROUPS AND INTERVIEWS

Teton County and Town of Jackson collaborated with Voices Jackson Hole (Voices), a non-profit organization, to conduct Spanish language focus groups and interviews with Eastern European community members to engage and incorporate the needs of the immigrant communities in the planning process. Voices recruited community members for interviews and focus groups and facilitated in the families’ first language or in English as appropriate. During the focus group, childcare, gift cards, raffle prizes, and a meal were provided to create a supportive and welcoming experience. The interview and focus group participants were introduced to the project including the goals, timeline, and the project approach. The participants were then asked to respond to questions on their transportation experiences primarily on three concerns:

- Safety concerns when navigating around the Town of Jackson and Teton County
- Barriers to safety
- Recommendations for improvement

FINDINGS

Findings combine perspectives from the Spanish language focus group and interviews with Eastern European community members. For a comprehensive summary of findings, see Appendix A Voices JH Involvement Report: Safe Streets for All.

Travel Concerns

The participants identified the following as the most frequently visited areas in no particular order: Gregory Lane, Broadway Avenue, Kelly Avenue, Pearl Avenue, Simpson Avenue, and Airport Road. In terms of transportation experiences, participants identified the following concerns:

Heavy Traffic: Participants agreed that Jackson has a relatively small population, but there is high seasonal traffic and overcrowding, especially during summer and winter months that raises concerns for safety of pedestrians, and cyclists. One participant noted, “I enjoy walking because it gives me a chance to appreciate the beauty of the town, and I need it for my body, but the lack of sidewalks in some areas makes it difficult and sometimes unsafe.”

Drivers Not Respecting Speed Limits and/or Signs: Participants stressed that drivers do not adhere to speed limits or follow traffic signs due to a lack of understanding of road signs. This issue creates confusion and increases the risk of accidents, particularly at critical intersections. Participants emphasized the need for clearer signage at signalized intersections for understanding right-of-way rules and passing restrictions.

E-Bikes Users Not Following Signs and Being Unsafe: Many Latine and Eastern European immigrant participants mentioned the rising popularity of e-bikes and noted that young riders often disregard traffic rules, speed past vehicles, and wear headphones, making them unaware of their surroundings. This behavior not only endangers the riders themselves but also creates hazards for pedestrians and drivers. One participated noted:

“This (e-bikes) had been a real struggle in the past years in Jackson.”

Infrastructure: Infrastructure was discussed less frequently than more behavioral challenges, however it was also a concern. Two main infrastructure issues were highlighted by participants.

Bus Shelter and Bus Frequency: Some participants wanted to have bus shelters at every bus stop and a higher frequency of buses to reduce wait times, both of which would be particularly helpful during winter months. Gregory Lane and the stop light next to Maverick gas station were identified as locations needing these infrastructure improvements.

Street Lighting: Participants noted that the absence of proper lighting increases the risk of crashes for pedestrians and drivers and contributes to feelings of insecurity at night. Lack of lighting also makes it difficult to spot animals. Streets that participants identified as needing more lighting are, Gregory Lane, 340 Pearl Avenue, the streets around St. John’s Hospital, around the Elk Refuge, and Snow King Avenue. Participants emphasized that these areas are frequented by both locals and visitors, and the current lack of adequate lighting presents is dangerous. For example, one attendee shared that Gregory Lane is a zone that is very dark, and people drive very fast during the night and do not see people walking next to the road,” Another shared that animals are harmed due to not there being enough light to spot them. One participant expressed the following:

“When walking, especially when it’s dark, it’s hard to feel safe because some streets don’t have enough lighting.”

Another area concerned was 340 Pearl Avenue. The lack of sufficient lighting in this location not only increases the risk of accidents but also creates a sense of insecurity for pedestrians, cyclists, and drivers alike, many immigrant participants expressed.

Other participants also shared that they could benefit from better pedestrian paths.

Barriers

Drivers Not Respecting Signs: Participants voiced significant concerns about the increasing number of crashes caused by reckless driving and the prevalent use of phones while behind the wheel, particularly in busy areas with high pedestrian

traffic. Many stressed that distracted driving led to failure to stop or speeding at intersections and is a leading cause of crashes in Teton County.

More Sidewalks for Pedestrians: The issue of poorly maintained or absent sidewalks in high-traffic pedestrian areas was identified by participants, particularly near schools. This poses a serious risk to children walking to and from school, as they are often forced to navigate roadsides without proper pedestrian infrastructure near fast-moving traffic. One parent described the anxiety they feel as their child walks along Gregory Lane, a road with no sidewalks, forcing them to walk in the street. One participant noted the following:

“I enjoy walking because it gives me a chance to appreciate the beauty of the town, and I need it for my body, but the lack of sidewalks in some areas makes it difficult and sometimes unsafe.”

Winter Maintenance: Participants emphasized that buildup of snow and ice in the winter when not properly cleared creates hazardous conditions for walking and commuting. Roads such as Gregory Lane, Pearl Avenue, the exit around McDonald’s on Broadway, and the route to the airport were frequently mentioned as areas of concern. Participants expressed frustrations about homeowners being responsible for clearing sidewalks and roads in front of their apartments or houses, despite paying HOA fees.

Other barriers brought up were bad planning for construction, lack of proper street lighting, high speed limits in some places, and desire for more wildlife signs and speed bumps.

Recommendations

Participants presented a few recommendations based on their day-to-day experiences while living in Teton County.

Pedestrian and Cycling Infrastructure: To increase safety for pedestrians and bicyclists, attendees recommended expanding and improving safe sidewalks, bike lanes, and crosswalks, particularly in high-traffic areas such as schools, parks, and popular tourist destinations.

Winter maintenance: Participants emphasized the importance of timely and thorough snow and ice removal, and proper street drainage from sidewalks, bike paths, and streets.

Improved Lighting: Street lighting was identified as a major concern for the safety of pedestrians, drivers, and even wildlife. Streets that participants identified as needing more lighting are, Gregory Lane, 340 Pearl Avenue, the streets around St. John’s Hospital, around the Elk Refuge, and Snow King Avenue.

Traffic-Calming Measures: Many participants advocated for the implementation of traffic-calming measures such as speed bumps, roundabouts, and curb extensions to slow down vehicles and reduce frequency of crashes.

Public Awareness: Participants suggested increasing education and awareness around traffic safety, pedestrian rights, and the need to be mindful of non-motorized road users. Initiatives could target both residents and tourists and introducing traffic safety education in schools.

PROMOTIONAL ACTIVITIES AND COMMUNICATION MATERIALS

The project employed a range of strategies and communication materials to share information and updates about the project and direct community members to the StoryMap. Communication materials included tabling events, fliers, postcards, and emails. Social media platforms were also used to communicate about the project with the broader community. Most of the communication materials were translated into Spanish. Samples of the communication materials used are included below.

Table 1: Communication Methods for Phase 2 Engagement

COMMUNICATION METHODS	LOCATION	TIME FRAME	DESCRIPTION
Pumpkin Sale Tabling		October 14th, 2024	Tabled and discussed project updates
Health Living Festival, Free Health Fair		October 14th, 2024	Passed out fliers
Email		October 24th, 2024	Sent an email with Subject "Safe Streets for All - Interactive StoryMap" to all stakeholders via BCC with StoryMap link
Newspaper Ads			
Instagram Posts	Online		
Press Release		October 25th, 2024	
Listserv		November 21st, 2024	Sent a reminder to the Town of Jackson listserv
Fliers	Around Town of Jackson (Library bulletin board, Admin Building, Rec Center)	October 16th, 2024	Fliers with StoryMap link were posted around Town of Jackson
Postcards	Around the Downtown Core (along Deloney and Broadway - Miller Park, Cowboy Coffee, Deloney parking, TGR, DOG, Snake River Roasters.)		Postcards were distributed within the Downtown core



APPENDIX D

Data Analysis

- » Equity Scan
- » High Injury Network
- » Crash Profiles

Equity Scan

PURPOSE

The purpose of this equity scan was to determine areas across Teton County, Wyoming where individuals are disproportionately disadvantaged. This data helped inform public engagement priorities and assist in prioritizing investments to improve safety conditions and mobility choice for underserved communities and populations.



VARIABLE SELECTION

The equity scan was conducted using a variety of socioeconomic and climate-related data. The following variables (also detailed in Table 1) were identified for inclusion in this analysis with a proposed weighting according to their importance:

- **Housing and transportation affordability index** was weighted the highest because housing and transportation costs affect many facets of a household’s well-being in Teton County. This is especially given that the County has a House Price Index of 474.0, well above the national average of 312.1,¹ and 40% of the County’s workforce commutes from neighboring counties.
- Teton County is primarily rural, therefore **having one or zero vehicles per household** has wide-ranging impacts on individual mobility.
- Historically, people of color have been disadvantaged in many ways, so it was vital that **race and ethnicity** be included in the equity scan.
- The location of **low-income jobs** was also considered because workers need safe transportation options not only near their homes, but also near places of employment. This metric also accounted for low-income workers who can no longer afford to live in Teton County and would not be captured by other metrics.
- Lastly, climate change is anticipated to have adverse effects on communities in various ways. Teton County falls in the 85th percentile nationally for **flood risk** and 80th percentile for **wildfire risk**.

1 S&P CoreLogic Case-Shiller US National Home Price Index, November 2023. FRED. Available at <https://fred.stlouisfed.org/series/CSUSHPINSA>.

Table 1. Selected Variables and Weights

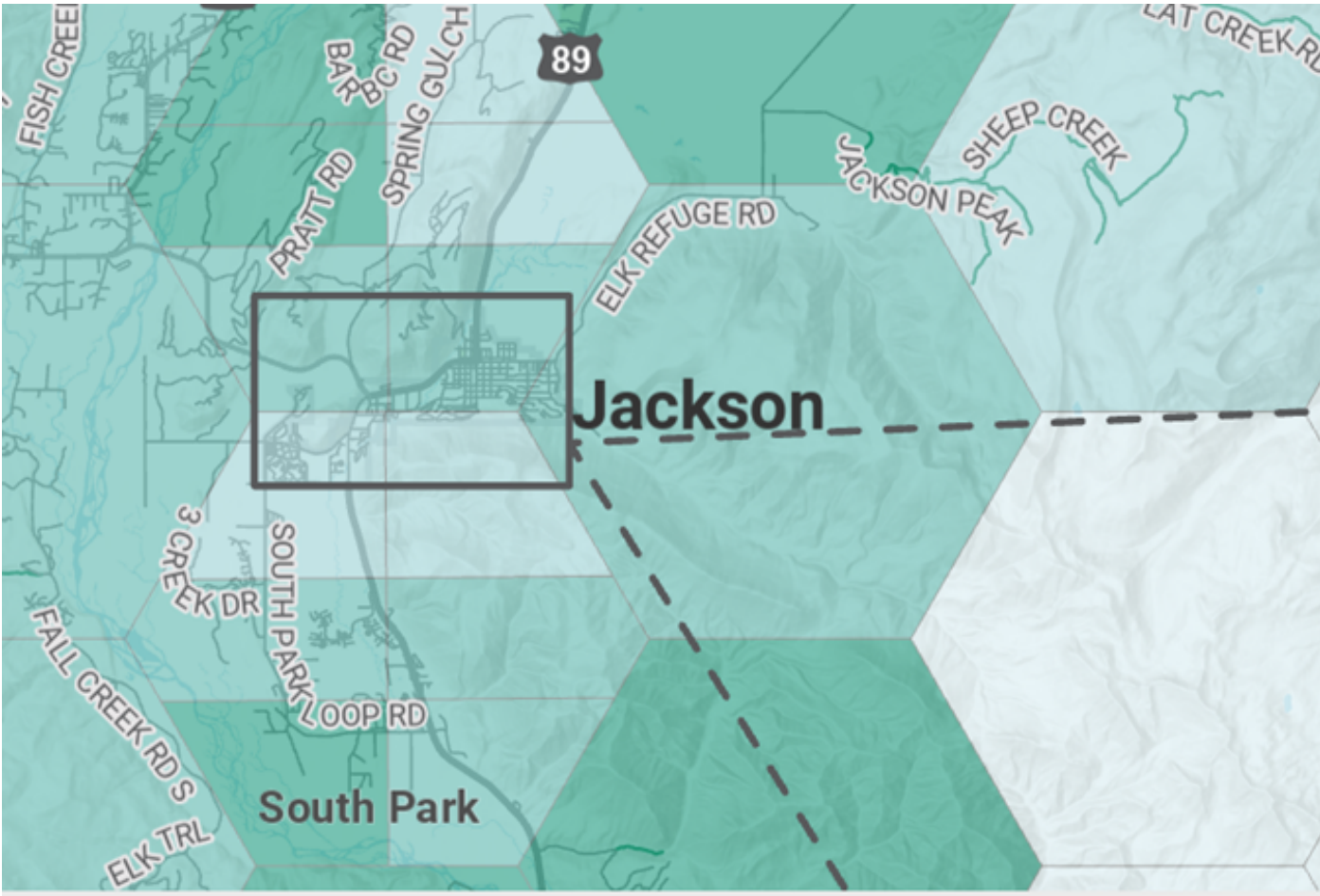
VARIABLE	WEIGHT	SOURCE	DEFINITION
Housing and Transportation Affordability Index	25%	Housing and Transportation Affordability Index, 2022	Average share of household income spent on housing and transportation costs together.
Limited Vehicle Access	25%	American Community Survey (ACS) 2022, Replica Places	Percentage of total households with zero or one vehicle.
Limited English Proficiency	15%	ACS 2022	Count of people that speak English less than “very well”, divided by the area of the hexagon in square miles.
Low-Income Jobs	15%	US Census, Longitudinal Employer-Household Dynamics (LEHD), 2021	Count of jobs in the area that pay less than \$1250 per month (regardless of hours worked), divided by the area of the hexagon in square miles.
Projected Flood Risk	10%	Climate Risk Data Access (First Street Foundation, 2022)	Share of properties in a census tract at risk of floods occurring in the next thirty years from tides, rain, riverine and storm surges, or a 26% risk total over the 30-year time horizon. The risk is defined as an annualized 1% chance . The census tract value is applied to the hexagons within the tract.
Projected Wildfire Risk	10%	Climate Risk Data Access (First Street Foundation, 2022)	Share of properties in a census tract at risk of wildfire associated with fire fuels, weather, human influence, and fire movement. The census tract share is applied to the hexagons within the tract.

METHODOLOGY

The data collected for this equity scan originate from a number of sources with varying geographic levels. Census datasets are typically provided at the census tract or block group level. One challenge is that Teton County is sparsely populated and only consists of four census tracts, some of which are very large. Equity scan results at this geographic level would not be actionable or easy to interpret.

To get more fine-grained and actionable data, Alta aggregated parcel-level demographic data from Replica Places to a 12-sq km hexagonal grid (see Figure 1 below) to pinpoint areas where people live. The hexagonal grid was further divided in the central Jackson area to account for greater density there. Hexagonal areas with zero population were excluded from the equity analysis.

Figure 1. Example of Hexagonal Grid - Median Household Income



The remaining data was converted to a hexagonal grid geography in order to have a standard unit of analysis. LEHD job location data will be accessed as points, which can be spatially joined to the hexagonal grid. Climate data was obtained at the census tract level and was spatially joined to the hexagonal grid. For example, if a hexagon falls within a census tract that has a high wildfire risk, that hexagon was assigned a high wildfire risk. In situations where an individual hexagon was split between multiple census tracts, the data was assigned a weighted average proportional to how much of the hexagon falls into each tract. For example, if most of a hexagon fell within a tract with a flood risk of 20 but one fifth of it fell within a tract with a flood risk of 90, it would be incorrect to assign that hexagon an average of the two numbers (55). Instead, the average was weighted proportional to area toward the polygon with the flood risk of 20 (see Figure 2).

Figure 2. Illustration of Weighted Averages Calculation for Hexagons

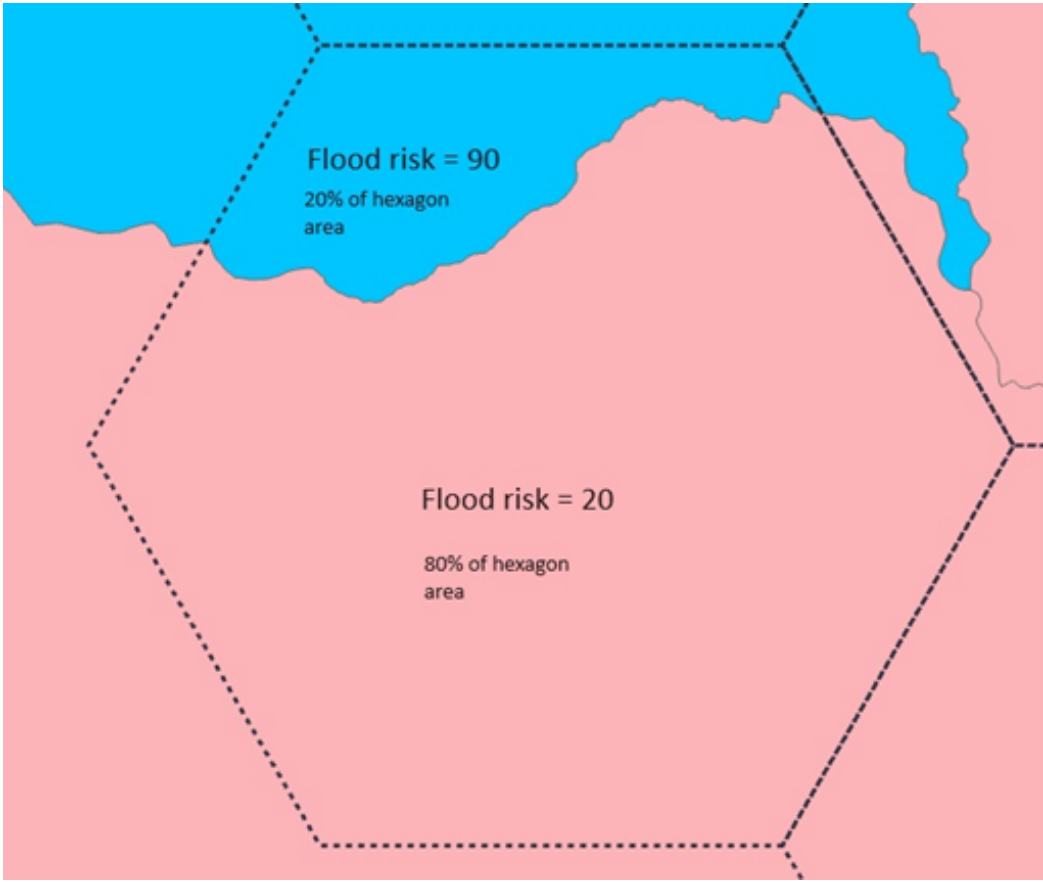


Figure 2 illustrates this concept. In this example, the hexagon shown would be assigned a flood risk of:

$$\text{Flood risk} = (90 * 20\%) + (20 * 80\%) = 34$$

Once the equity scan data was converted to the hexagon level, the analysis consisted of the following steps:

- Each variable was converted into a percentile ranking based on how the hexagonal area compares to all hexagons across the county for that variable. This puts all variables on a common scale between 0 and 1.
- The percentile-ranked score for each hexagon was then multiplied by the selected weight to generate a weighted score. For example, if income is weighted 25% of the overall score, then a hexagon that was in the 80th percentile for low-income population would get a weighted income score of $(.80 * .250) = 0.20$. Table 2 illustrates how the overall equity score would be calculated for one hypothetical hexagon.

Table 2. Example Equity Score Calculation for Hypothetical Hexagon

	A	B	C	D
VARIABLE	VALUE	PERCENTILE- RAKED VALUE	VARIABLE WEIGHT	WEIGHTED SCORE (B X C)
Housing and Transportation Affordability Index	45%	60%	25%	0.15
Percent of Households With Zero or One Vehicle	10%	50%	25%	0.125
Density of Limited English Proficient Individuals	3,000	10%	15%	0.015
Density of Low-Income Jobs	1,000	80%	15%	0.12
Projected Flood Risk	40%	30%	10%	0.03
Projected Wildfire Risk	20%	50%	10%	0.05
TOTAL EQUITY SCORE FOR HEXAGON (SUM OF COLUMN D)				0.49

- All weighted scores will be added together to arrive at a composite equity score between 0 and 1 for each hexagon. Higher scores will indicate hexagonal areas with higher equity need based on the factors analyzed in Table 1.

High Injury Network

This section discusses Alta’s proposed approach for two safety analysis tasks: The High Injury Network (HIN) and crash profiles. These two analyses work in tandem to identify locations of the most severe crashes as well as their contributing factors and shared characteristics. The results informed countermeasure development in a later stage.

INCLUSIONS

In order to help the County focus resources on the most needed safety improvements, this analysis prioritized crashes that resulted in someone being killed or seriously injured (KSI). While the High Injury Network will take into account minor injury crashes, road segments with more severe crashes will be given higher priority.

This analysis considered only crashes within Teton County.

CRASH DATA OVERVIEW AND FINDINGS

These analyses use crash data from 2013 through 2022, as provided by the County. The dataset included 6,200 total crashes, of which 1,032 were confirmed injury-causing crashes and 178 had unknown severity, often because of a hit-and-run.

OVERVIEW AND PURPOSE

A High Injury Networks (HIN) illustrates that improving a small number of roadways can often address the majority of injury-causing crashes. This approach moves beyond typical crash history and allows for a better understanding of the types of roadways in Teton County where users are most at risk.

Alta developed such a HIN for the County, focusing on local Teton County roadways. This memo explains Alta’s proposed approach to analyzing crash data and developing the HIN.

The HIN used data from all vehicle-, bicycle-, and pedestrian-involved crashes. It is not mode-specific due to low numbers of crashes involving bicyclists or pedestrians. However, active modes were considered in the crash profiles task.

The HIN focused on local Teton County-owned roadways and led to the identification of safety countermeasures for the highest priority roads. This informed the Action Plan’s recommendations.

DATA INPUTS

HIN development requires two data sets:

CRASHES

Ten-year crash data (2013 through 2022) of all crashes within the region, provided by WYDOT.

- Inclusive of all modes of travel.
- Filter crashes to remove property damage only crashes.

PREPARED ROADWAY NETWORK

Street centerline network for Teton County.

- Filter to roadways within a quarter-mile buffer of the county boundary.
- All roadways are included.

METHODOLOGY

1. PREPARE STREET NETWORK:

- a. Consolidate dual-carriage (divided) roadways so that split roads are represented as one line. We will try an automated routine with tools similar to ArcGIS Pro’s Merge Divided Roadways, and then attempt a manual clean of those remaining. Key attributes related to Name and Functional Classification will be preserved in the study network, but other centerline attributes on collapsed roadways might not be retained. These can be associated back to the network later if required.
- b. Use the “unsplit lines” tool to dissolve road segments based on road name and functional class. This eliminates arbitrary splits in the spatial data so that roads can be split into even-length segments.
- c. Divide centerlines into ¼ mile segments on city of Jackson-owned roads and 1 mile segments elsewhere. Shorter segments are appropriate in urban areas where crashes happen more frequently, and allow for more granularity in pinpointing high-injury corridors. Longer segments in are more appropriate in rural areas where crashes are sparser. Segment-level crash data will be normalized for segment length, but not by traffic volumes. Crash counts will also be reported per segment.
- d. Create a unique ID for each roadway segment.
- e. Create a “Rolling Window / Sliding Window” feature class where the lines are extended over each road segment. This is a temporary feature class for analysis purposes. Roadways will be extended 25% in each direction for a total rolling length of either 1-1/2 miles or 3/8 miles depending on the original segment length. Alta will use custom splitting tools that have an overlap percentage (Wasserman, 2023). Lines will overlap with their neighbors by some set percentage. This process allows rolling window statistics to be calculated on each road segment. The benefits of rolling window analysis are that they reduce the impact that dead-end streets, network segmentation artifacts, or anomalous crashes have on the final HIN. Fundamentally, it better captures the linear corridor crash patterns where they exist (Fitzpatrick, 2018)¹. This methodology is illustrated in Figure 3.

1 These patterns would consider crashes sometimes not directly on a particular segment in other to smooth out analysis results. Examples of this type of analysis are provided by FHWA in their Guide Book on High Pedestrian Crash Locations.

2. PREPARE CRASH DATA:

- a. Weight each crash based on the most serious injury sustained by any individual involved in the crash. This effectively prioritizes areas where more serious crashes are occurring in order to identify areas where the most serious injuries can be reduced. These proportions are based on the ratio of the average cost to society from fatal and serious crashes compared to minor injury crashes. While some analyses may weight serious crashes higher in proportion to minor crashes, that can lead to every segment with a fatal crash being represented on the HIN. Using this ratio avoids overweighting fatal crashes that occur as isolated events so that the HIN can represent roadways with patterns of severe crashes.²
 - Fatal or Serious injury: 4
 - Minor injury: 1
- b. Snap all crashes within 150 feet of the street centerline network to a prepared network segment. This distance accounts for a margin of error in crash coordinates. It also captures crashes on dual carriage roadways that occur far from the now-consolidated centerline (such as wide highways) but is not large enough to capture crashes that occurred in parking lots adjacent to roadways.

3. APPLY ROLLING WINDOW ANALYSIS:

- a. Spatially join the crash layer to the rolling window road network.
- a. Calculate the summed rolling crash weight for each rolling road segment. This sums the weight of crashes on each rolling segment to reflect total crash severity on each segment.
- a. Join the rolling crash weight from the rolling window layer back to the original centerline network using the unique ID to show rolling crash weight per road mile on each original ½ mile or 1 mile segment. This normalizes the crash weight for the road length. However, for the purpose of calculating crash weight per road mile, count any rolled segments of less than 0.15 miles as 0.15 miles to avoid overrepresenting crashes on small road segments, as dividing by very small numbers yields very large numbers. See Figure 1 for an explanation of the process.
- a. Split roadway into two sets: local roadways (city/county owned), and non-local (state/federally owned). This will create two HINs that can be combined at the end, to ensure representation of both local and state roads on the final HIN.

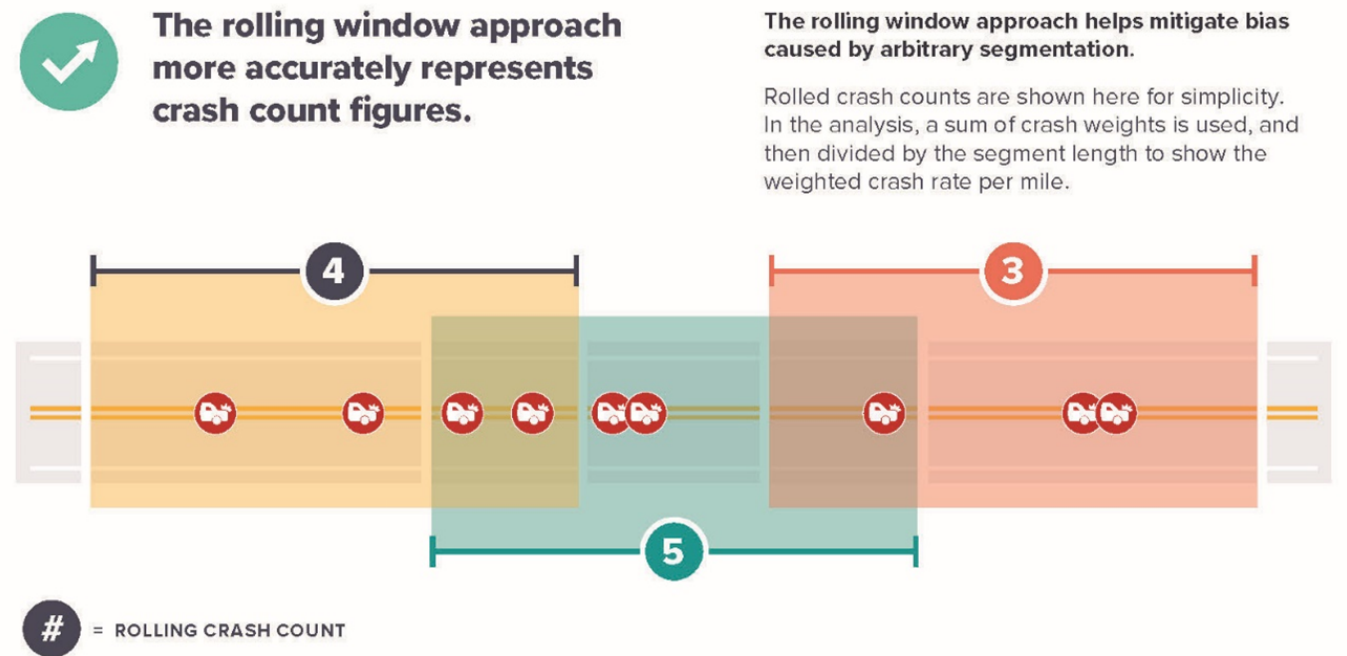
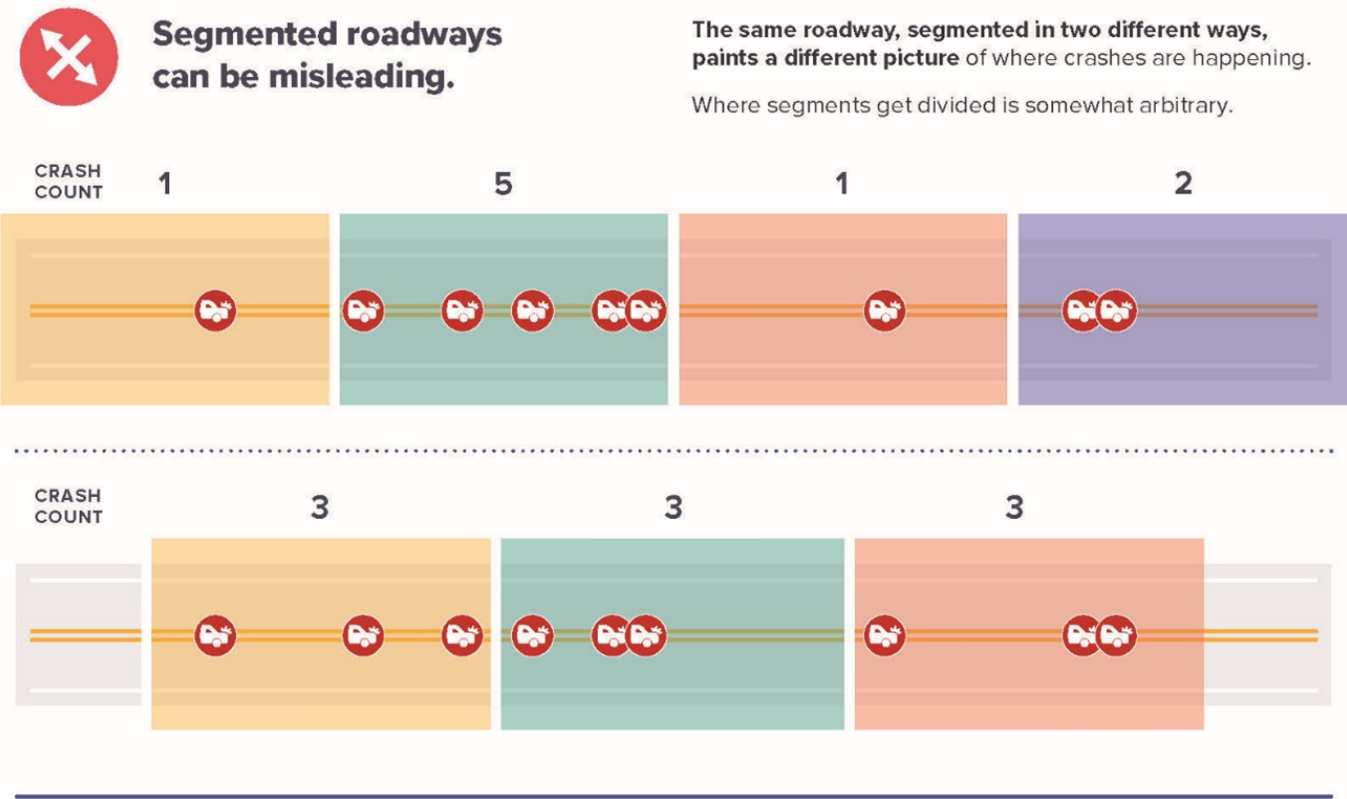
4. ACCUMULATE CRASHES:

- a. Beginning with segments with the highest crash weight per mile, use Alta’s custom-build HIN Generation tool to progressively add segments to the HIN. This tool calculates the length in miles for each segment as it is added and keeps track of the cumulative miles in the HIN and the number of crashes occurring on those segments. It stops when the designated threshold of crashes has been accumulated. A threshold of 60% is used as a starting point, and is adjusted after examining initial outputs as described in 4b. The tool also generates a table that shows the number of crashes and the number of roadway miles accounted for with each HIN segment.

2 There are many calculations of average cost of severe and fatal crashes. The ratio shown here is based off of the FHWA’s Crash Costs for Safety Analysis (Harmon et al., 2018), table 17. The weights shown here are proportional to the average of the square root of costs to society of serious crashes (fatal and serious injury) compared to the baseline of minor-injury crashes. Source: <https://safety.fhwa.dot.gov/hsip/docs/fhwasa17071.pdf>.

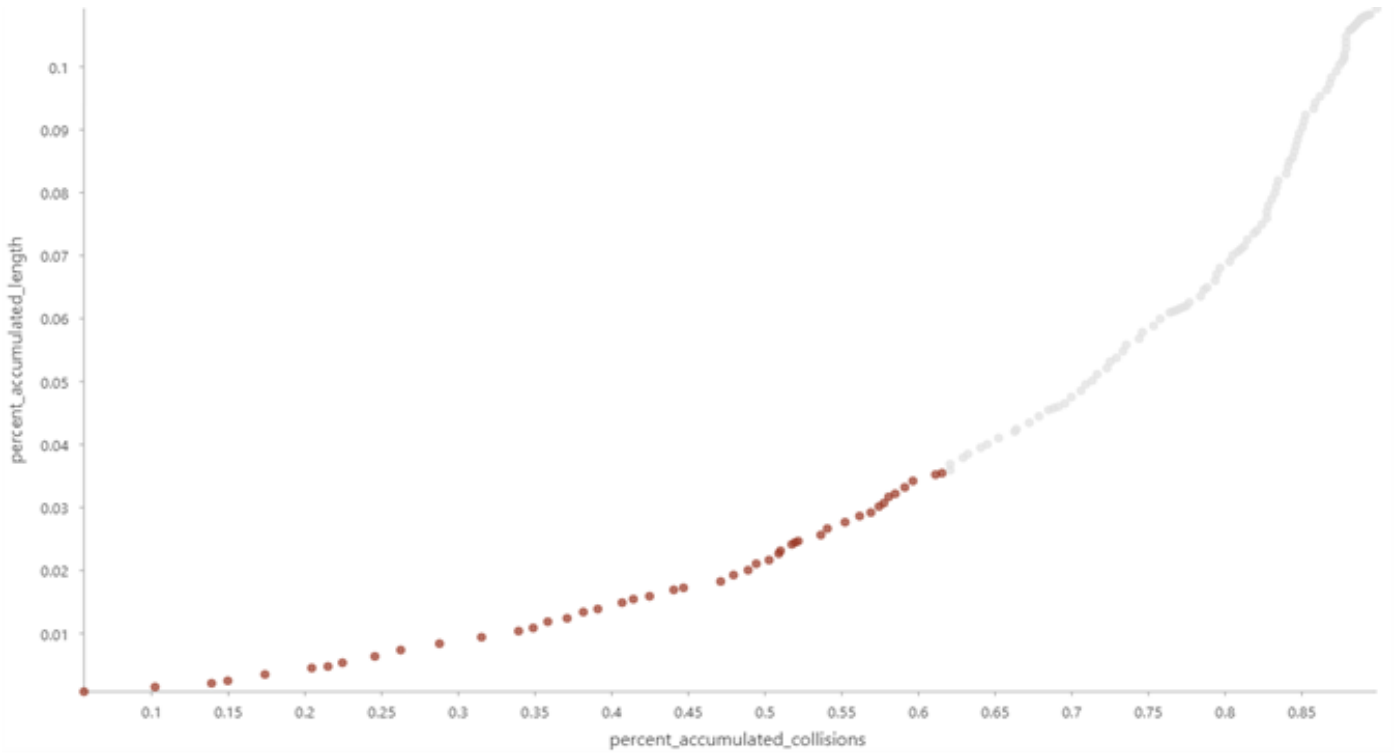
Figure 1. The Rolling Window Approach

Rolling Window Approach



- b. Examine initial output to decide the threshold for the percentage of crashes included in the HIN based on the natural inflection point or plateau in the data. This represents the point at which adding more roadways to the HIN has diminishing returns in terms of identifying more crashes. Since the segments with the most severe crashes get selected for the HIN first, adding additional crashes to the HIN requires progressively more and more roadway segments. Thus, the threshold helps to strike a balance between accounting for as many crashes as possible while limiting the number of segments selected for the HIN. The goal is to find the smallest share of the roadway network that accounts for the largest number of severe crashes. A small crash percentage may indicate that the selected HIN will not address enough crashes, while a large share of the roadway network is likely too large of an area in which to focus safety improvements.

Figure 2. Example of a graph of accumulated collisions and accumulated length. Collisions selected for the HIN are represented in brown.



5. FINAL REFINEMENT:

- a. Examine the map of qualifying HIN segments and perform manual cleaning output from the tool. This step eliminates segments that the tool may have selected that are adjacent to high-crash corridors but where no crashes have occurred. It also fills small gaps in otherwise contiguous networks on major roadways.
- b. Calculate the percent of roadway miles and the percent of crashes accounted for in the final HIN. These percentages show decision makers that safety investments in a small share of the road network can help to prevent the majority of crashes in the region. Chart the two percentages as a line chart such as the one depicted in Figure 2. These charts function like Lorenz curves that enable us to understand how crashes are unevenly distributed on the road network and how cumulative collision counts change as more centerline length is added to the high injury network. It provides a visual justification for the threshold of crashes chosen in step 4.b. Where the line slope changes sharply, this often indicates a point at which continuing to add segments to the network has diminishing returns in terms of capturing more crashes.

FINDINGS

Alta performed two High-Injury Network (HIN) analyses to identify high-injury corridors in Teton County. One HIN analyzed local and county roads, while the other analyzed state and federal roads. For each roadway in the County, Alta calculated a crash severity index that represents the weighted sum of crashes per mile of roadway on that segment and selected the roads with the highest indices for the HIN.

OVERALL RESULTS

The HIN can be viewed on the web map:

https://apd.maps.arcgis.com/apps/instant/basic/index.html?appid=b8267f7a8e7d4ab0a41172191043187a.

The local/county road HIN accounted for two-thirds of the injury-causing crashes on local or county-owned roads, but only 3% of county or local roadway miles. The state/federal road HIN accounted for 59% of crashes, and 3% of state or federal-owned roadway miles. This indicates that most injury-causing crashes on either road type are concentrated on a small number of roadway miles. Table 1 summarizes the statistics of both HINs.

Table 1. High Injury Network Share of Crashes and Roadway Miles

CATEGORY	TOTAL MILEAGE ON HIN	TOTAL ROAD MILEAGE IN THIS CATEGORY	TOTAL INJURY-CAUSING CRASHES ON HIN	HIN SHARE OF TOTAL INJURY CRASHES IN THIS CATEGORY
Local/County Roads	14	465.9	176	66.7%
WYDOT	19.8	651.4	298	59.1%

The first row of the table is interpreted as follows: The local/county road HIN accounted for 14 miles of roads, out of 465.9 total miles of local/county-owned roads in Teton County. There were 176 injury-causing crashes on the HIN road segments, which accounted for 66.7% of all the injury-causing crashes on local/county-owned roads in Teton County.

LOCAL/COUNTY ROADS HIN
Geographic Extent

The local and county road HIN analysis included any roads indicated in roadway data as under control of the Town of Jackson or Teton County. (type = ‘JA’, ‘CO’, or ‘CM’). It excludes any part of Highway 89 S.

Findings

The local and county road HIN contains 59 unique segments, most of which are one quarter-mile long. Table 2 displays the top 10 highest-injury corridors.

Table 2. Top 10 injury corridors for Local/County HIN

RANK	CORRIDOR	TO/FROM (APPROXIMATELY)	CRASH SEVERITY INDEX
1	Pearl Ave W	Cache St S & Jackson St S	54.0
2	Buffalo Way	Maple Way & Highway 89 S	34.8
3	High School Road	Highway 89 S & Gregory Ln	34.7
4	Broadway Ave E	Cache St S & Jean St S	33.4
5	South Park Loop Rd	Highway 89 S & Gregory Ln	32.1
6	Powderhorn Ln	Highway 191 & Maple Way	26.9
7	Powderhorn Ln	Maple Way & Crabtree Ln	23.9
8	Kelly Ave W	Jackson St S & Dead End	23.7
9	Meadowlark Ln	Highway 89 S & Powderhorn Ln	22.4
10	Maple Way	Highway 89 S & Powderhorn Ln	20.8

Most of the HIN segments are located in Jackson’s downtown historic district or immediately adjacent to Highway 89 S, which see higher traffic volumes than outlying residential areas. Pearl Ave and Broadway Ave were the highest-injury corridors in downtown Jackson. However, Elk Refuge Road and Snow King Ave W were notable corridors outside of the historic district.

WYDOT ROADS HIN
Geographic Extent

The WYDOT road HIN analysis included any roadway segment under control of the state, National Park System, Forest Service, or other federal agency (type = ‘WY’, ‘US’, ‘FS’, ‘NP’). It also included the entirety of Highway 89 S in the analysis.

Findings

The WYDOT roads HIN contains 23 unique segments, most of which are one mile long. The highest-injury segments of the WYDOT HIN are found on Highway 89 as well as Highway 22. Highway 22 is of particular importance from an equity standpoint because it is the main commuting route for Jackson workers who live in Teton County, ID, many of whom are service workers seeking affordable housing. Moose Wilson Road/Highway 390 also comprises two miles of the HIN. Table 3 lists the top 10 segments on the WYDOT road HIN, ranked by crash severity index. Milepost (MP) references are used on roads without cross-streets.

Table 3. Top 10 injury corridors for WYDOT HIN

RANK	CORRIDOR	TO/FROM (APPROXIMATELY)	CRASH SEVERITY INDEX
1	Highway 89 S	Buffalo Way & Karns Meadow Dr	73.8
2	Highway 89 S	Maple Way & Buffalo Way	63.8
3	Highway 89 S	Meadowlark Ln & Maple Way	59.0
4	Highway 89 S	High School Rd & Flat Creek Crossing	56.7
5	Highway 89 S	Karns Meadow Dr & Cache St S	53.7
6	Highway 89 S	Flat Creek Crossing & Stellaria Ln	41.3
7	Highway 89 S	Meadowlark Ln & Stellaria Ln	41.3
8	Highway 22	MP 12.5 – MP 13.5	39.7
9	Highway 22	Pratt Rd & Highway 390	29.4
10	Highway 22	Wenzel Ln & Highway 390	26.7

CONCLUSIONS

The High Injury Networks for both state/federal roads and local/county roads confirm that most crashes in Teton County are concentrated on a small percentage of roadway miles. By focusing improvements on these roadways, the largest share of injuries can potentially be avoided.

REFERENCES

Harmon, T., G. Bahar, and F. Gross (2018). Crash Costs for Highway Safety Analysis. Federal Highway Administration (FHWA). Available at <https://safety.fhwa.dot.gov/hsip/docs/fhwasa17071.pdf>.

Fitzpatrick, K. A. (2018). Guidebook on Identification of High Pedestrian Crash Locations. FHWA-HRT-17-106. Supplemental Material. McLean, VA: Federal Highway Administration Office of Safety Research and Development.

Wasserman, D. (2023, March 30). Study-Line-Editor. Portland, OR, USA. Retrieved from <https://github.com/d-wasserman/study-line-editor/tree/dev>

Crash Profiles

INTRODUCTION

Crash profiles highlight groups of crashes with similar characteristics to help identify contributing factors that can influence countermeasure recommendations. The crash profiles presented in this memo highlight key statistics based on an analysis of crash data and related environmental factors with the goal of identifying a few trends that account for the majority of injury crashes. This process builds on the HIN analysis.

DATA INPUTS AND PREPARATION

DATA PREPARATION

Alta began this analysis with a dataset of 6,200 crash points provided by the Wyoming Electronic Crash Reporting System, representing crashes from 2013 – 2022.

The following data cleaning was applied:

- Clipped crash points to Teton County in GIS.
- Removed duplicate crashes that had the same unique ID and location.
- Removed property damage-only crashes where no injury occurred.
- Joined data on road ownership, speed limit, number of lanes, AADT, and functional class to crash points in GIS.

The resulting dataset included 787 crashes. Of these, 93 were killed or severely injured (KSI) crashes and the remaining were minor injury crashes.

DATA CONSIDERATIONS

Several unique aspects of this dataset influenced the development of crash profiles. Alta divided the crash data into local/county road crashes (261) and federal/state road crashes (526) in order to develop a different set of crash profiles and countermeasures for each road type. Due to the relatively low number of KSIs, Alta incorporated all injury crashes into most crash profiles but retained two profiles to focus only on KSI crashes. Both KSI profiles were for state and federal roads, because only 19 KSI crashes occurred on local or county roads. These crashes did not have enough characteristics in common to generate a meaningful crash profile.

The crash data, which was sourced from WYDOT, also lacked information about driver actions or behavior, and this limited the conclusions that could be drawn about crash factors. Driver actions such as turning movements, speeding, or failing to yield are useful data points when developing countermeasures. Without this data, Alta leaned more heavily on roadway attributes and crash types.

METHODOLOGY

Alta performed an exploratory crash pattern analysis of the factors using a divisive clustering algorithm in R Studio. This analysis identified six clusters of crashes that had certain characteristics in common. Alta used this as a starting point to further develop profiles and identify characteristics that would inform countermeasure development while keeping profiles distinct from each other and retaining significant numbers of crashes in each profile. Alta also utilized crash trees to explore the relationship between different variables. Using a mixture of qualitative and quantitative methods, final profiles were determined.

FINDINGS

An online map of crash profiles is available here. Layers showing crashes belonging to each profile can be turned on and off. Findings from each crash profile category are summarized below. A more detailed table is provided as an attachment in Excel form. Percentages do not add up to 100% because crash profiles are not mutually exclusive nor comprehensive. Some crashes may be described by more than one profile, while others are not described by any. This allows profiles to be responsive to the data and report the most important trends.

LOCAL AND COUNTY ROAD PROFILES – ALL INJURY CRASHES

Table 1 summarizes key features of the crash profiles for injury crashes on local or county roads. There were 261 total crashes in this category. Trends of note are discussed below.

Table 1. Local and County Road Profiles - All Injury Crashes (261 Total Crashes)

#	MODE	CRASH FACTOR	CONTEXTUAL FACTOR	NUMBER OF CRASHES	SHARE OF ALL CRASHES FOR THIS MODE
1	All modes	Angle Crash	At intersection	46	18%
2	All modes	Single-vehicle Crash	Mid-block	44	17%
3	Bike/ Pedestrian	N/A	At intersection or junction	38	15%
4	All modes	Rear-end Crash	Arterial road	30	11%
5	All modes	Impaired Driver, Single-vehicle Crash	N/A	19	7%

Discussion

Profile 1 shows that many crashes are occurring between two vehicles at intersections when their paths cross. It is unclear if these are signalized or unsignalized intersections, but this could speak to a need for greater traffic control at these spots.

The high number of single-vehicle crashes depicted in Profile 2 suggest that excessive speed may be a factor. These crashes occurred either with a fixed object or when a vehicle overturned.

It is also noteworthy that Profile 3, despite including only bike and pedestrian crashes at intersections, accounts for 15% of all injury crashes on local and county roads. This suggests that people biking and walking are more likely than people driving to be involved in a crash and/or to get injured when involved.

WYDOT-OWNED ROAD PROFILES – ALL INJURY CRASHES

Table 2 summarizes key features of the crash profiles for injury crashes on WYDOT-owned roads. There were 526 total crashes in this category.

Table 2. WYDOT-Owned Road Profiles - All Injury Crashes (526 Total Crashes)

#	MODE	CRASH FACTOR	CONTEXTUAL FACTOR	NUMBER OF CRASHES	SHARE OF ALL CRASHES FOR THIS MODE
1	All modes	Angle Crash	Mid-block, speed limit 45+ MPH	46	9%
2	All modes	Rear-end Crash	At intersection	39	7%
3	All modes	Single-vehicle Crash, Rollover/ overturned Vehicle	Mid-block, dark and unlighted roadway	24	5%
4	Bike/ Pedestrian	N/A	At a business entrance or driveway	9	2%

Discussion

Profile 1 illustrates a curious trend of angle crashes occurring away from intersections. While some of these occurred at junctions with driveways or business, most were on open road. More information on driver actions during these crashes could help to explain how these crashes occurred.

Profile 3 describes a significant number of overturned vehicle crashes on dark and unlit roadways. This suggests that poor visibility or possibly excessive speed may be contributing factors.

STATE AND FEDERAL ROAD PROFILES – KSI CRASHES

Table 3 summarizes key features of the crash profiles for KSI crashes on WYDOT-owned roads. There were 74 total crashes in this category.

Table 3. WYDOT-Owned Road Profiles - KSI Crashes (74 Total Crashes)

#	MODE	CRASH FACTOR	CONTEXTUAL FACTOR	NUMBER OF CRASHES	SHARE OF ALL CRASHES FOR THIS MODE
1	All modes	N/A	EMS response time nine minutes or longer	32	43%
2	All modes	Single-vehicle crash	Speed limit 50+ MPH	20	27%

Discussion

Profile 1 depicts crashes in which someone who was ultimately killed or seriously injured waited nine minutes or longer for an EMS response. The median EMS response time for any KSI crash where EMS was called was nine minutes throughout the county, which is consistent with the national average. Research shows that compared to a baseline response time of under nine minutes, a response time of nine to 18 minutes is associated with 34% increased odds of a death at the crash scene (Adeyemi et al., 2022). These types of crashes, then, may be able to achieve improved outcomes if EMS response time can be reduced.

Next Steps

The profiles identified above will be used to recommend countermeasures throughout Teton County. Specifically, they will be referenced in the Countermeasures & Comfort task along with results of the network development steps of Phase 2.

CRASH TREES

To aid in developing crash profiles and identifying trends, Alta also produced crash trees. Following are crash trees that correspond to each of the final crash profiles. Trees show the breakdown of crash counts by different variables. In some cases, these trees highlighted trends that were not apparent in the crash profiles themselves. Key findings for injury crashes by roadway ownership are summarized below.

KEY FINDINGS

Injury Crashes on Local/County-Owned Roadways

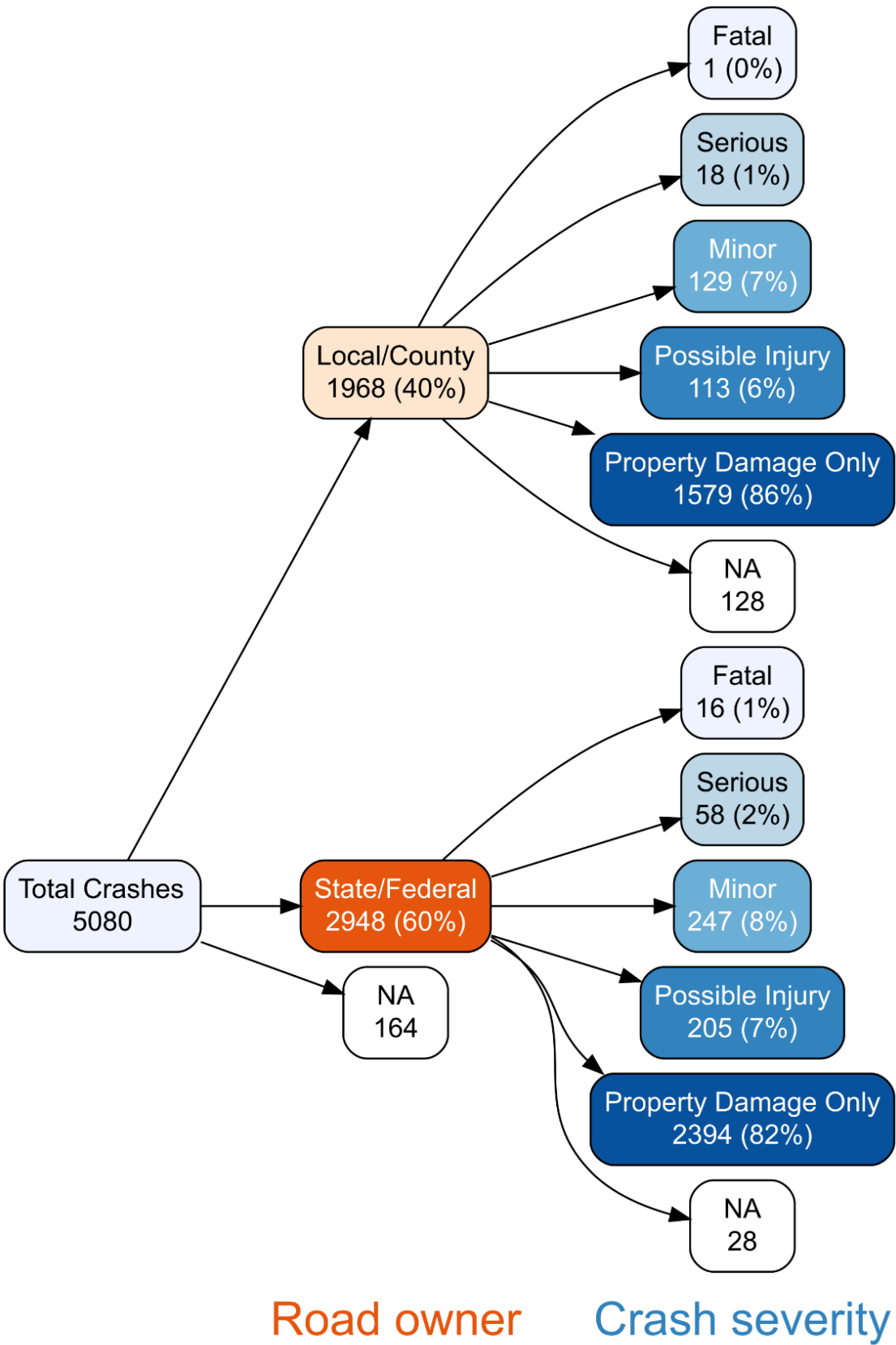
- Half of crashes occurred at an intersection.
- Crashes involving a bicyclist or pedestrian were more likely than motor vehicle-only crashes to occur at a junction or driveway.
- Drivers impaired by drugs or alcohol were much more likely to be involved in single-vehicle crashes compared to sober drivers.
- The most common crash type on local functional class roads was single-vehicle (45%)

Injury Crashes on State/Federally Owned Roadways

- A total of 19 crashes involved hitting an animal. The vast majority (84%) of them occurred at night on unlit roads.
- Rollovers were 12% of crashes and were more likely than other types of crashes to occur at night on unlit roads.
- 21% of crashes with an EMS response time of 9 or more minutes resulted in a KSI, compared to 11% of crashes with a shorter response time.
- Single-vehicle crashes were more likely on roads with higher speed limits than on lower-speed roads.

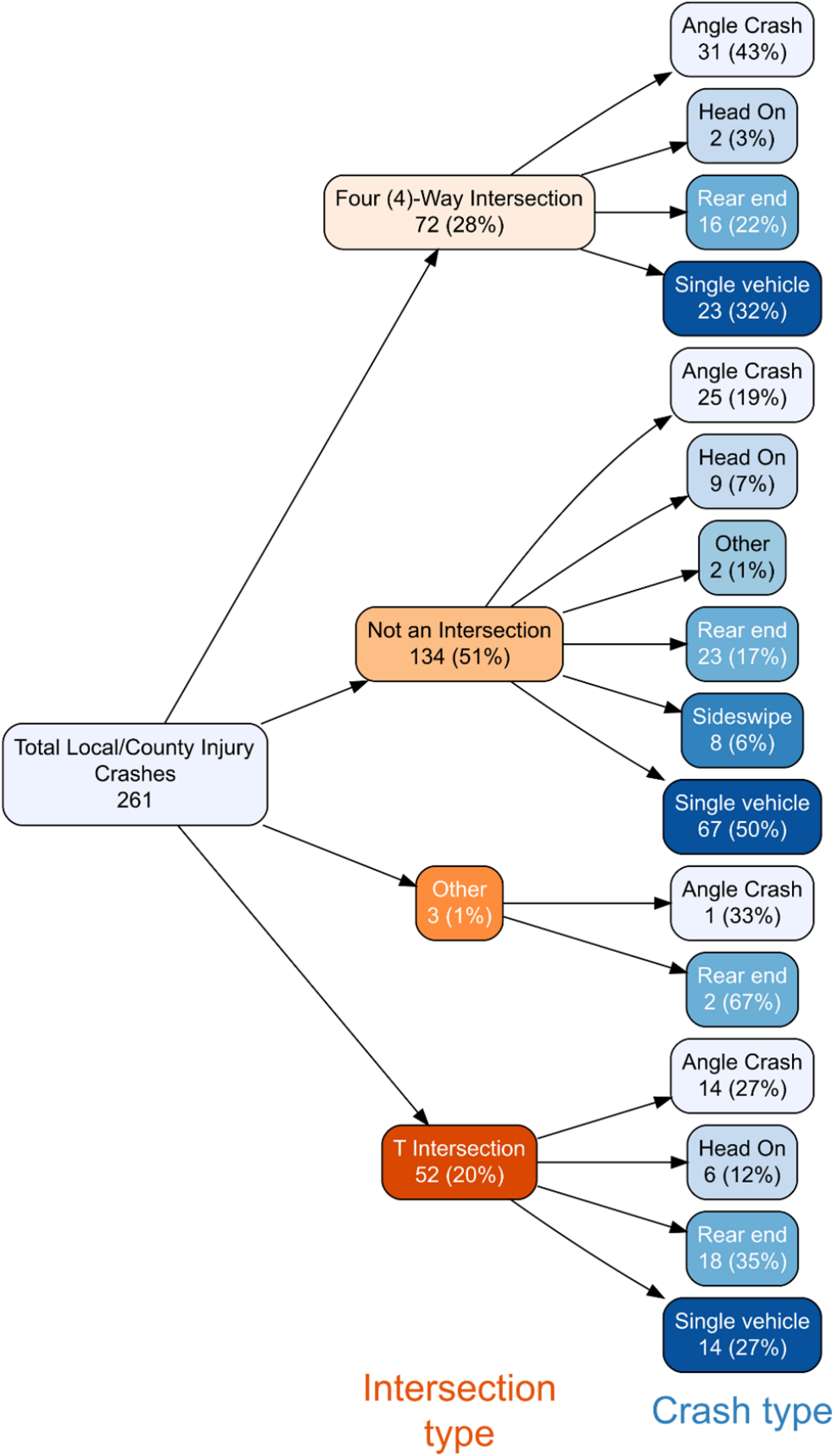
OVERVIEW OF ALL CRASHES

ROAD SEVERITY AND OWNERSHIP

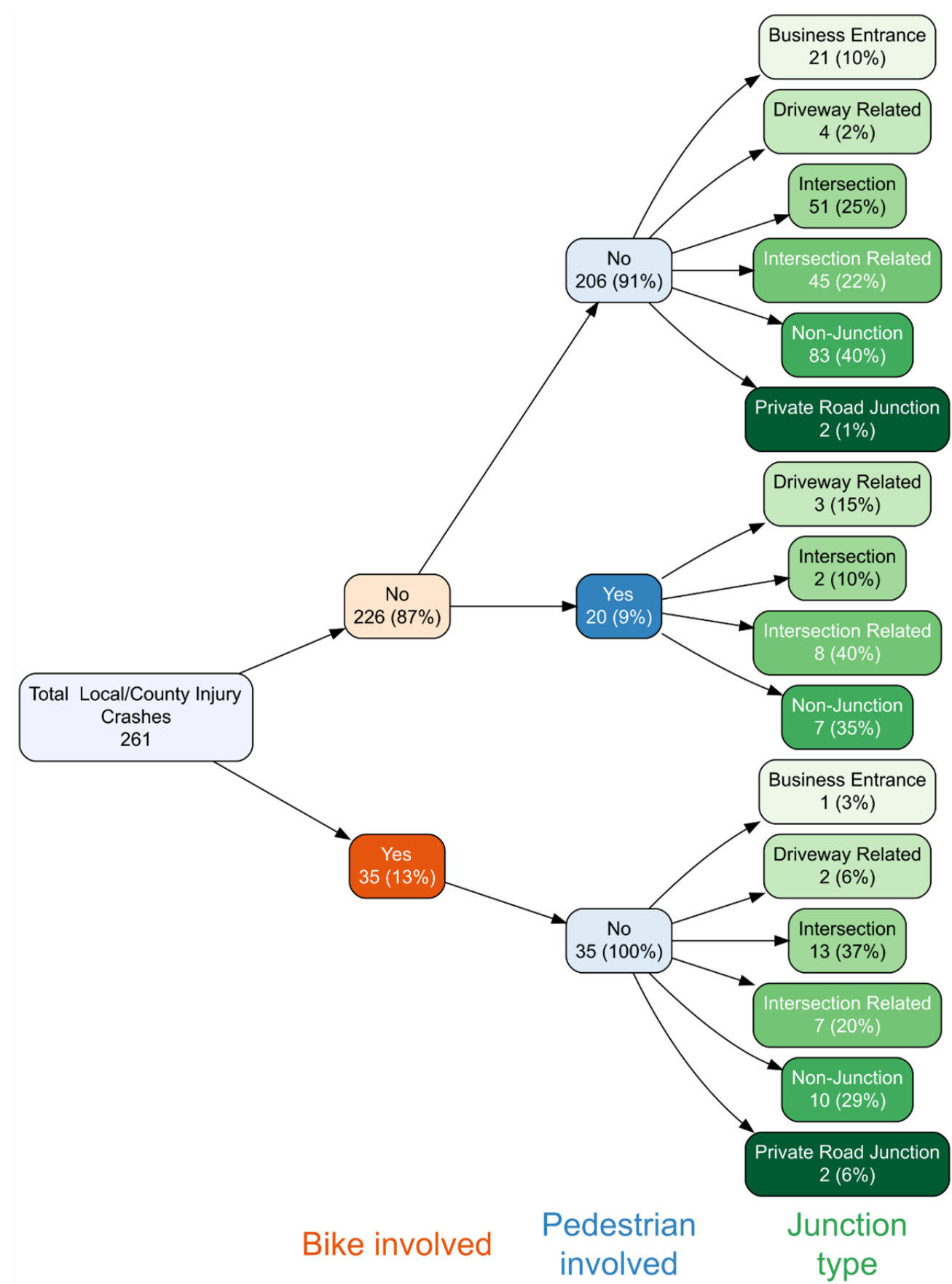


LOCAL AND COUNTY ROAD INJURY CRASHES

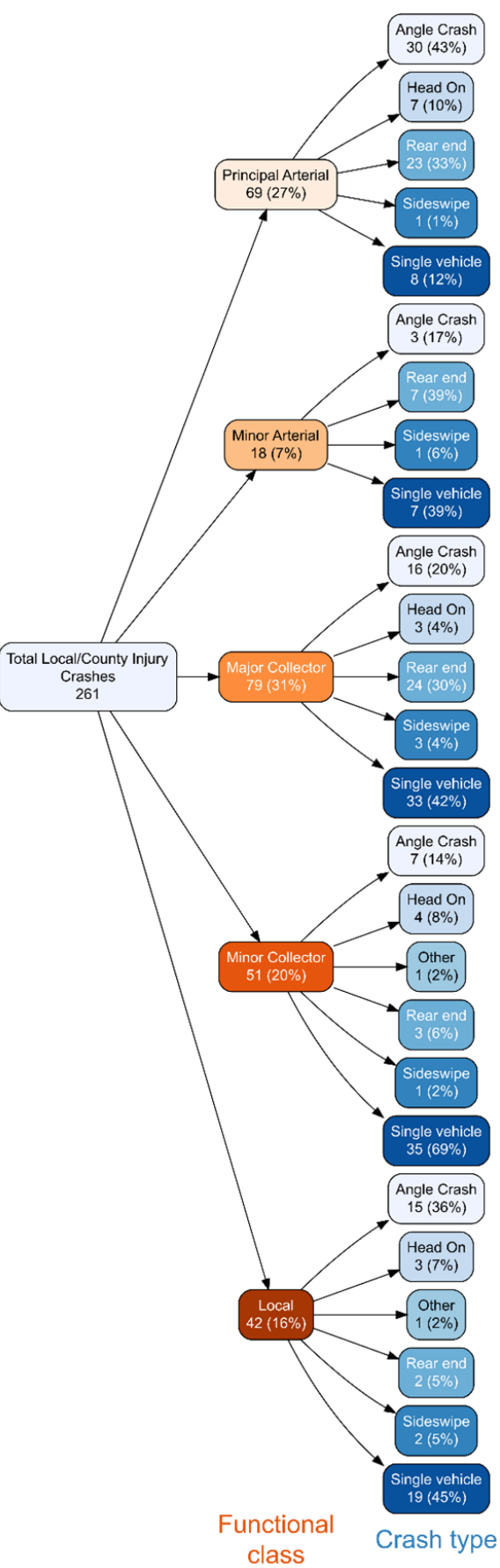
INTERSECTION AND CRASH TYPE



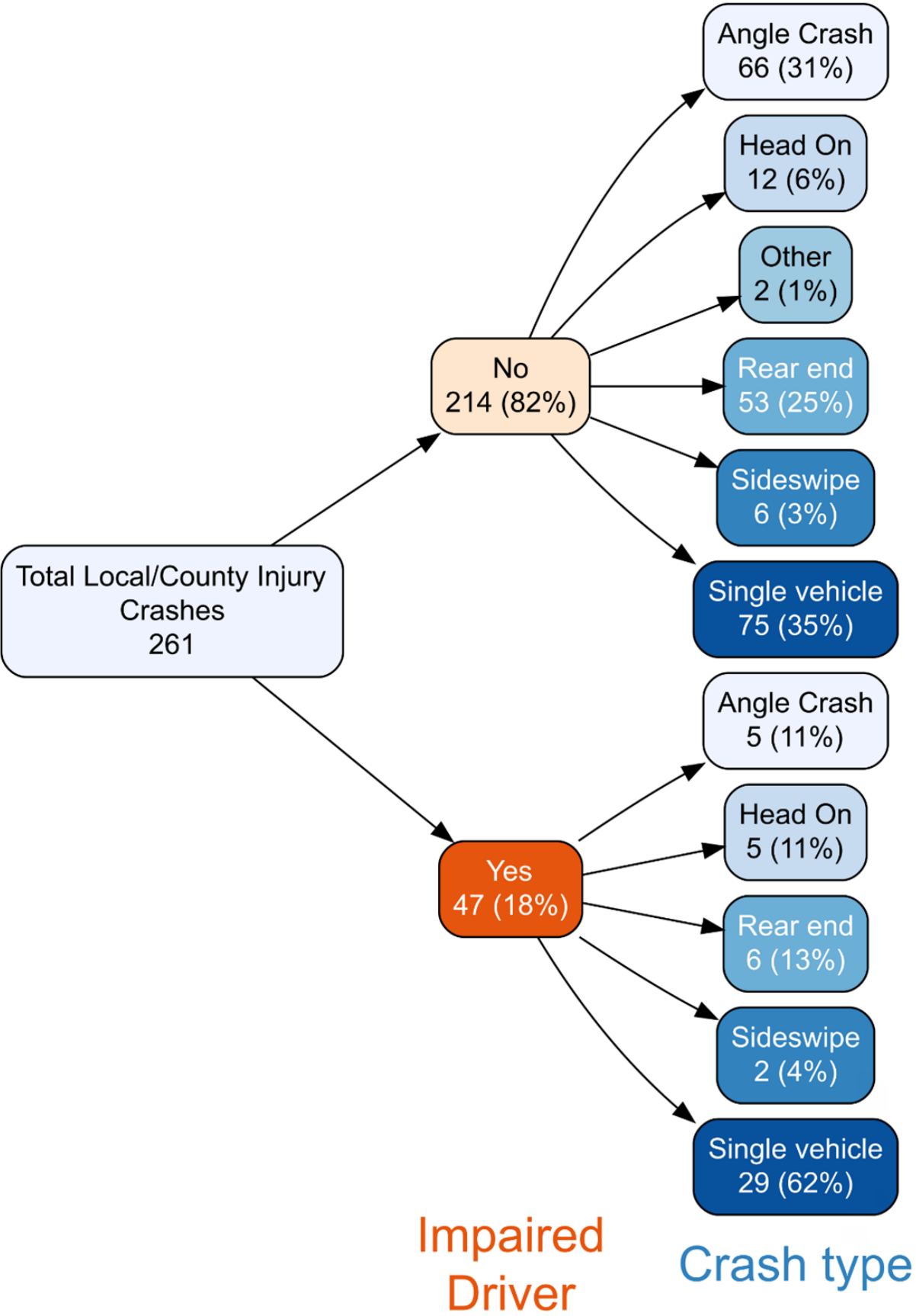
VULNERABLE ROAD USERS AND JUNCTION TYPE



FUNCTIONAL CLASS AND CRASH TYPE

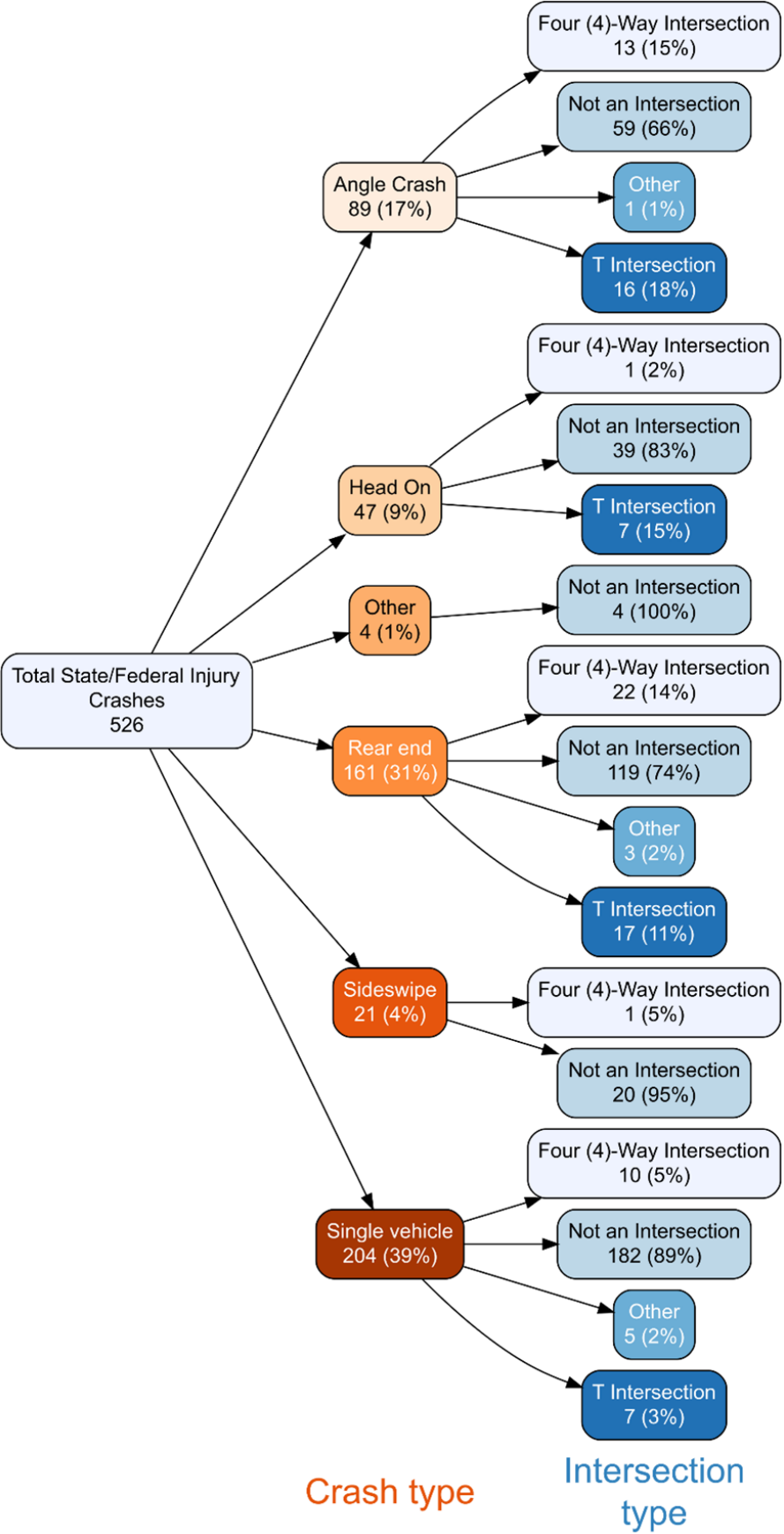


DRIVER IMPAIRMENT AND CRASH TYPE

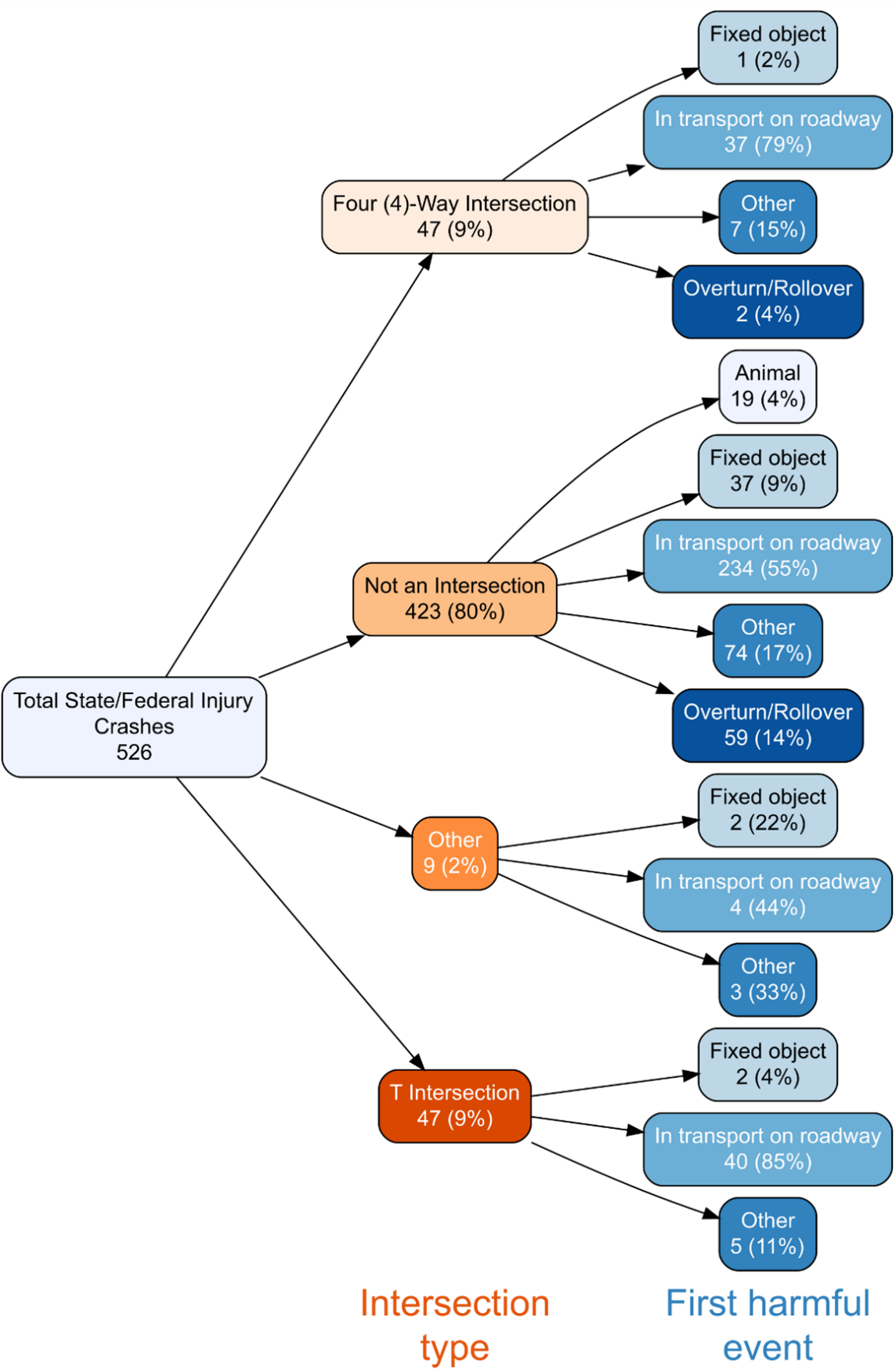


WYDOT-OWNED ROAD INJURY CRASHES

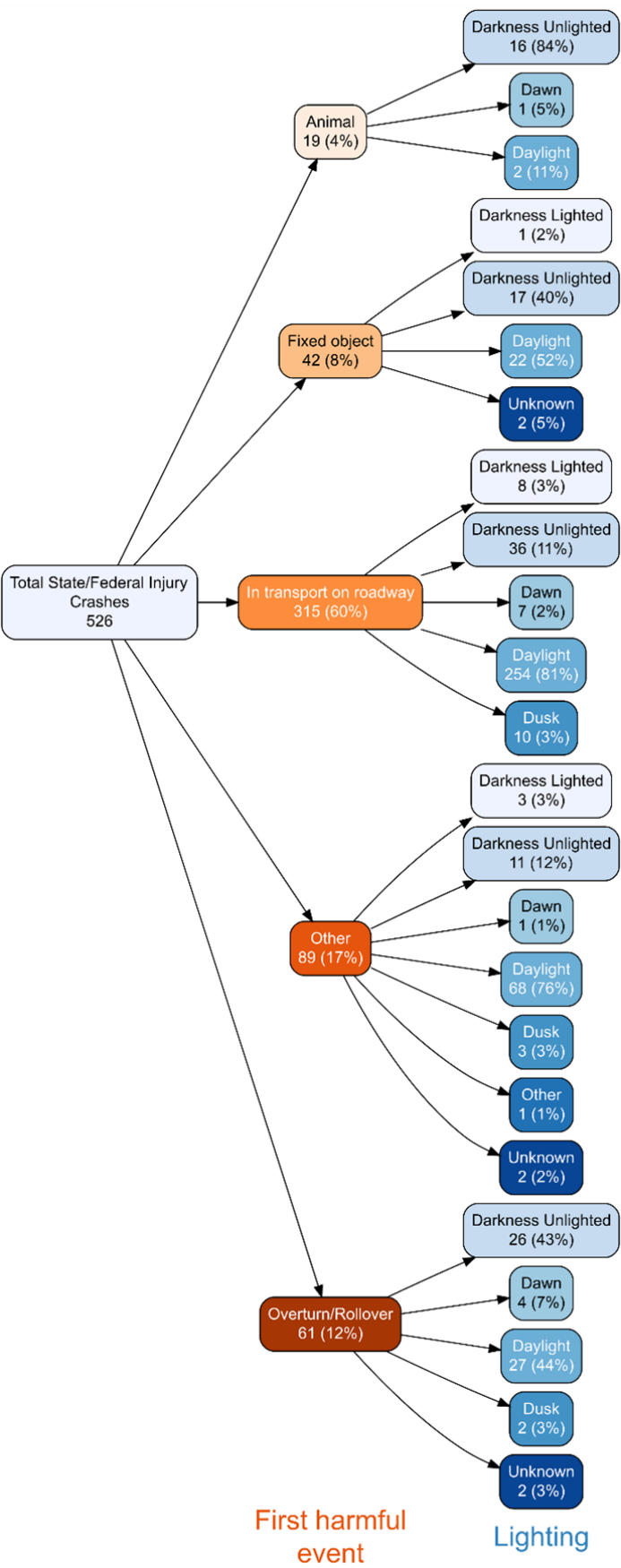
INTERSECTION AND CRASH TYPE



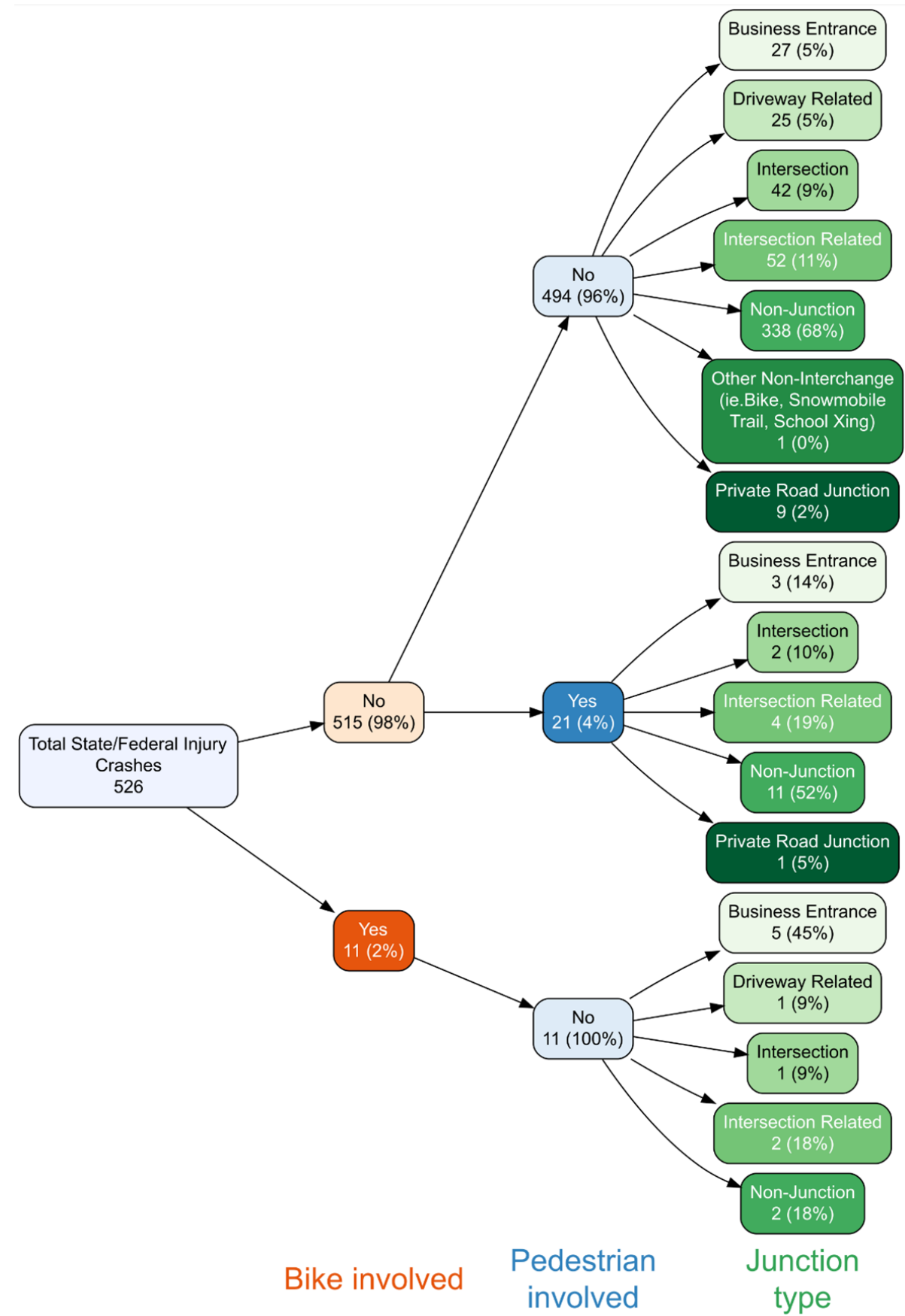
INTERSECTION TYPE AND FIRST HARMFUL EVENT



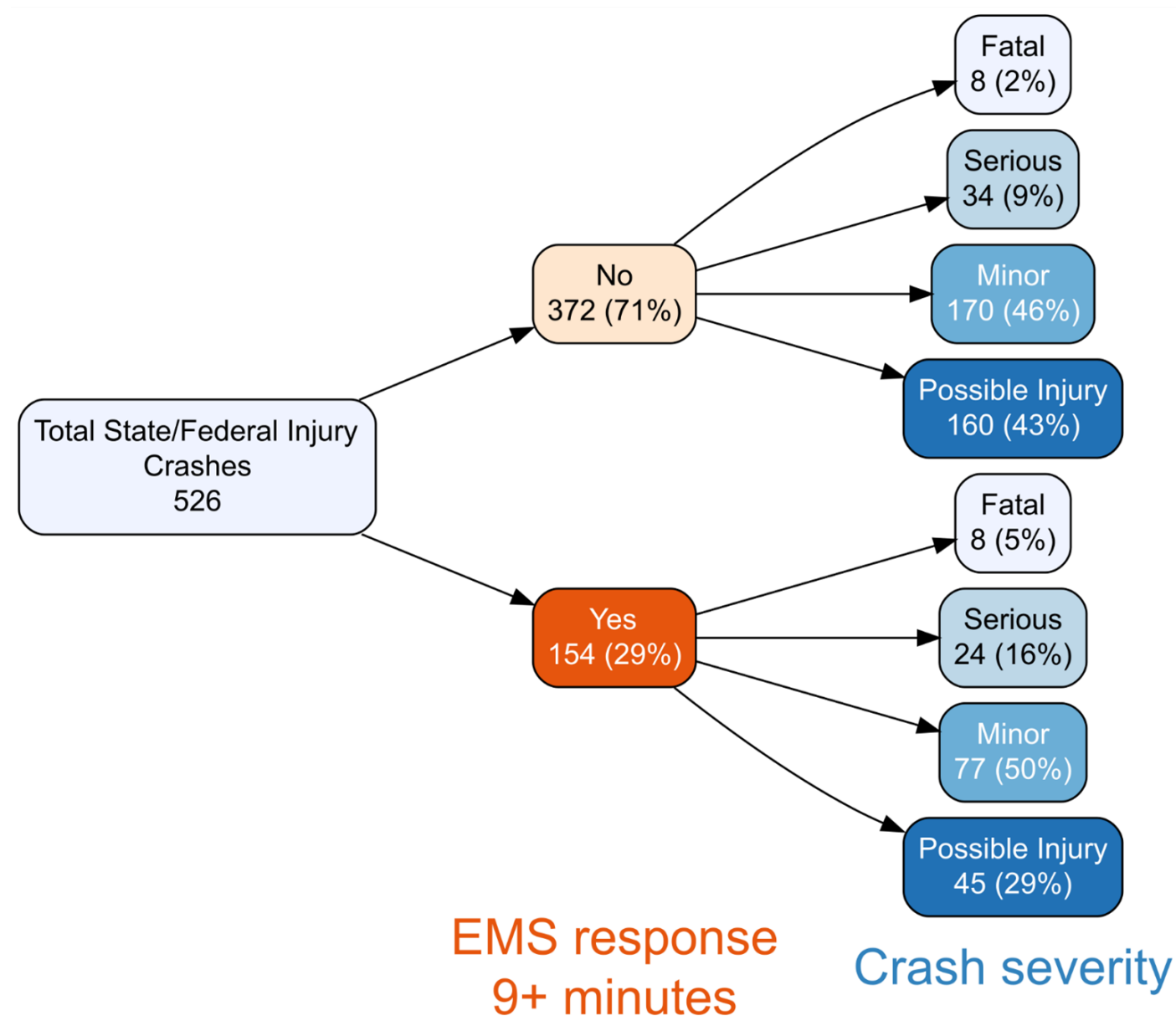
FIRST HARMFUL EVENT AND LIGHTING



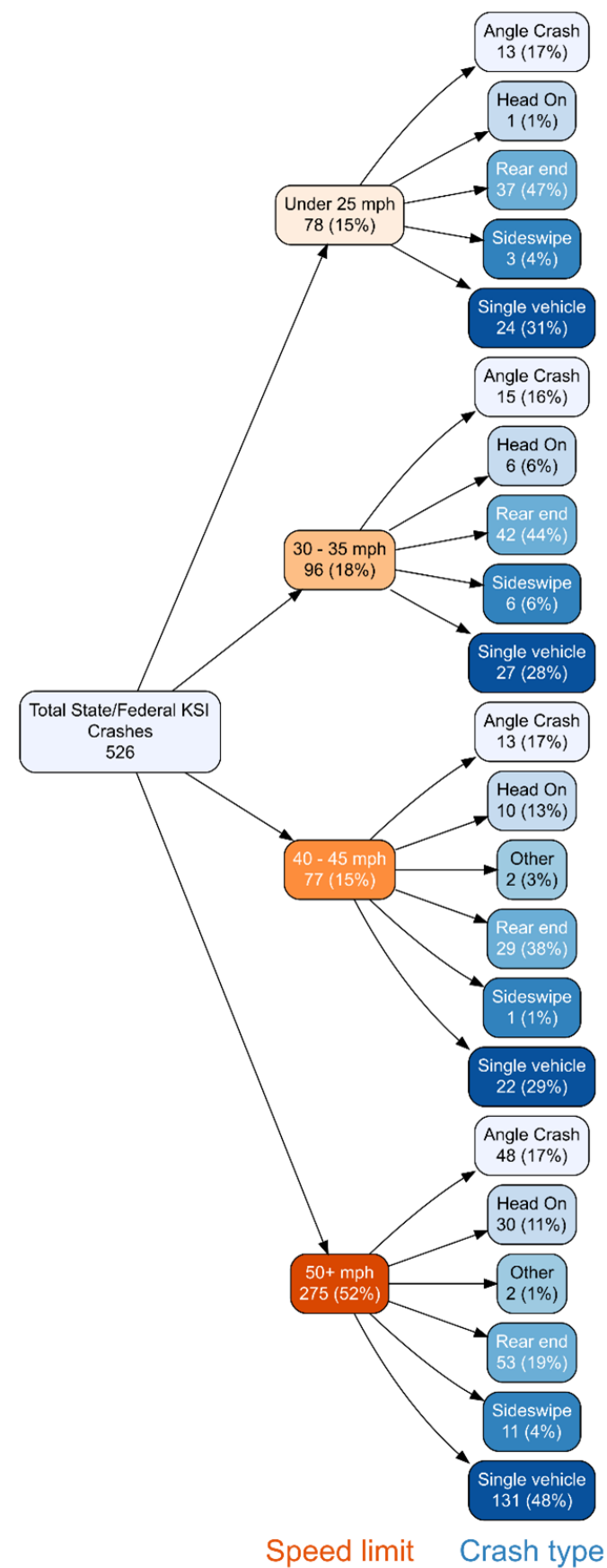
VULNERABLE ROAD USER AND JUNCTION TYPE



EMS RESPONSE TIME AND CRASH SEVERITY



SPEED LIMIT AND CRASH TYPE



REFERENCES

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APPENDIX E

Safety Countermeasure Recommendations

Introduction

This memo outlines recommended countermeasures to increase safety and comfort for all roadway users in Teton County. The countermeasures are generic and based on the various crash profiles discovered during the HIN and crash data analysis in Task 3.2. Countermeasures for specific locations will be assessed in the Segment & Intersection Safety Analysis, as well as in cross sections and the SS4A project recommendations.

Crash profiles were assessed and grouped based on roadway jurisdiction (Local and County, or State and Federal). The Teton County Crash Profile Findings Memo explains the analysis and resulting crash profiles in full detail. Table 1 below summarizes the key crash profiles found for each jurisdictional grouping.

Table 1: Key crash profiles based on roadway jurisdiction

	#	MODE	CRASH FACTOR	CONTEXTUAL FACTOR(S)	SHARE OF ALL CRASHES FOR THE CATEGORY
Local/County Road Profiles All Injury Crashes (261 total crashes)	1	All modes	Angle crash	At intersection	18%
	2	All modes	Single-vehicle crash	Mid-block	17%
	3	Bike/Pedestrian	N/A	At intersection or junction	15%
	4	All modes	Rear end crash	Arterial road	11%
	5	All modes	Impaired driver, single-vehicle crash	N/A	7%
WYDOT-Owned Road Profiles All Injury crashes (526 total crashes)	1	All modes	Angle crash	Mid-block, speed limit 45+ MPH	9%
	2	All modes	Rear end crash	At intersection	7%
	3	All modes	Single-vehicle crash, rollover/overturned vehicle	Mid-block, dark and unlighted roadway	5%
	4	Bike/Pedestrian	N/A	At a business entrance or driveway	2%

As noted in the Crash Profile Findings Memo, the WYDOT-sourced crash data used in the analysis lacked information related to driver actions or behavior and included limited information about the environmental conditions or factors that may have contributed to the crashes. Additionally, the roadway jurisdiction grouping and crash profile type alone do not point to a toolbox of countermeasure recommendations, especially because driver behavior and action information was initially unavailable. Therefore, countermeasures were instead recommended based on various roadway contexts that fit within the various crash profiles.

The application of these countermeasures can be refined in the upcoming cross sections and Segment & Intersection Safety Analysis tasks, which will be more location-specific and take advantage of newly-available driver behavior information. The benefit of selecting countermeasures in this way is they can be applied to many locations within Teton County to address a number of crash types at once.

Countermeasure Recommendations by Crash Profiles

The following tables list the countermeasures recommended for the top three profiles with the highest share of all crashes for local/county roads and state/federal roads. Some countermeasures that may be less common or self-explanatory are detailed out in the Selected Countermeasure Descriptions section.

LOCAL/COUNTY ROADS

Table 2: Local/County Road Crash Profile 1 (angle crash at intersections) Countermeasures

COUNTERMEASURES	CRASH REDUCTION FACTOR	COMPLEXITY TO IMPLEMENT	USEFUL RESOURCES
All-Way Stop (AWS)	14.5% (Convert minor-road stop control to all-way stop control – for angle crashes)	Low	CMF Clearinghouse
Intersection Visibility (Daylighting)	Unknown	Medium	Visibility/Sight Distance National Association of City Transportation Officials (nacto.org)
Backplates with Retroreflective Borders	15.0% (reduction in total crashes)	Low	Left- and Right-Turn Lanes_508.pdf (dot.gov)
Dedicated Left- and Right-Turn Lanes at Intersections	14% -26% (Right-Turn Lanes) 28%-48% (Left-Turn Lanes) (reduction in total crashes)	Medium	Backplates with Retroreflective Borders_508.pdf (dot.gov)
Yellow Change Intervals	8-14% (reduction in total crashes)	Low	Yellow Change Intervals_508_0.pdf (dot.gov)
Roundabouts	78% (reduction in fatal and injury crashes when converted from signalized intersection to a Roundabout)	High	Roundabouts FHWA (dot.gov)

Table 3: Local/County Road Crash Profile 2 (mid-block single-vehicle crash) Countermeasure

COUNTERMEASURES	CRASH REDUCTION FACTOR	COMPLEXITY TO IMPLEMENT	USEFUL RESOURCES
SafetyEdge SM	21% (reduction in run-off-road crashes)	Medium	SafetyEdge_508.pdf (dot.gov)
Wider Edge Lines	37% (reduction in non-intersection, fatal and injury crashes on rural, two-lane roads)	Low	Wider Edge Lines_508_0.pdf (dot.gov)
Shoulder Rumble Strips	13-51% (reduction in single vehicle, run-off-road fatal and injury crashes on two-lane rural roads)	Low	Longitudinal Rumble Strips_508.pdf (dot.gov)
Variable Speed Limits (VSL)	34% (for total crashes)	Medium	Variable Speed Limits_508.pdf (dot.gov)

Table 4: Local/County Road Crash Profile 3 (bike or pedestrian at intersection or junction) Countermeasures

COUNTERMEASURES	CRASH REDUCTION FACTOR	COMPLEXITY TO IMPLEMENT	USEFUL RESOURCES
Separated Bike Lanes	50% (decrease in fatal and serious injury crashes)	Medium	Safe_System_Roadway_Design_Hierarchy.pdf (dot.gov) (page 13) STEP Tech Sheet
Leading Pedestrian Interval (LPI)	59.0% (reduction in vehicle–pedestrian crashes)	Low	NCHRP Report 926 (page 149) Tech Sheet
Sidewalks	40.2%	Medium	
Curb Extensions	Unknown	Medium	Tech Sheet
Parking Restrictions	30% (reduction in pedestrian crashes)	Low	Tech Sheet
Pedestrian Refuge Island	56% (reduction in pedestrian crashes)	Medium	Tech Sheet
No Right-Turn-on-Red	3.0% (reduction for all crashes)	Low	NCHRP Report 926 (page 157)

Table 4: Local/County Road Crash Profile 3 (bike or pedestrian at intersection or junction) Countermeasures (cont.)

COUNTERMEASURES	CRASH REDUCTION FACTOR	COMPLEXITY TO IMPLEMENT	USEFUL RESOURCES
High-Visibility Crosswalk Markings	40% (reduction in pedestrian injury crashes)	Low	Crosswalk Visibility Enhancements FHWA (dot.gov)
Lighting	42% (reduction in nighttime injury pedestrian crashes at intersections)	Medium	Lighting_508_0.pdf (dot.gov) Crosswalk Visibility Enhancements FHWA (dot.gov)
Rectangular Rapid Flashing Beacons (RRFB)	47% (reduction in pedestrian crashes)	Low	Tech Sheet
Continuous Raised Medians or Hardened Centerlines	46.0% (reduction for all crashes)	High for raised median Low for hardened median	NCHRP Report 926 (page 129)
Protected Intersections (Bikes)	Not yet determined but initial evidence is promising	High	NCHRP Report 926 (page 167)
Bicycle Treatments (bike boxes, signals/phasing, pavement markings)	Not yet determined but initial evidence shows safety improvements	Low (Treatments) Medium (Signals)	NCHRP Report 926 (page 127) Safe_System_Roadway_Design_Hierarchy.pdf (dot.gov) (page 29)
Crossbike Markings (bike crossing markings at intersections)		Medium	Bikeway Design Guide (page 11)
Corridor Access Management (intersection with other roads and driveways)	5-23% (Reduction in total crashes along 2-lane rural roads)	Medium - High	FHWA Proven Safety Countermeasures

WYDOT-Owned Roads

Table 5: WYDOT-Owned Road Crash Profile 1 (angle crash at mid-block, speed limit 45+ MPH) Countermeasures

COUNTERMEASURES	CRASH REDUCTION FACTOR	COMPLEXITY TO IMPLEMENT	USEFUL RESOURCES
Centerline Rumble Strips	44-64% (reduction in head-on fatal and injury crashes on two-lane rural roads)	Low	Longitudinal Rumble Strips_508.pdf (dot.gov)
Median Barriers	97% (reduction in cross-median crashes on Rural Four-Lane Freeways)	Low	Median Barriers_508.pdf (dot.gov)
Variable Speed Limits (VSL)	34% (for total crashes)	Low	Variable Speed Limits_508.pdf (dot.gov)
Lighting	28% (for nighttime injury crashes on rural and urban highways)	Medium	Lighting_508_0.pdf (dot.gov)

Table 6: WYDOT-Owned Road Crash Profile 2 (Rear end crash at intersection) Countermeasures

COUNTERMEASURES	CRASH REDUCTION FACTOR	COMPLEXITY TO IMPLEMENT	USEFUL RESOURCES
Backplate with Reflective Borders	15.0% (reduction in total crashes)	Low	Backplates with Retroreflective Borders_508.pdf (dot.gov)
Yellow Change Intervals	8-14% (reduction in total crashes)	Low	Yellow Change Intervals_508_0.pdf (dot.gov)
Dedicated Left- and Right-Turn Lanes at Intersections	28-48% (reduction in total crashes)	Low	Left- and Right-Turn Lanes_508.pdf (dot.gov)
Enhanced Signing and Delineation	40%	Low	FHWA Local and Rural Safety
Supplementary Stop Signs Mounted Over the Roadway	19%	Low	FHWA Local and Rural Safety

Table 7: WYDOT-Owned Road Crash Profile 3 (Single-vehicle crash, rollover/overturned vehicle in mid-block, dark and unlighted roadway) Countermeasures

COUNTERMEASURES	CRASH REDUCTION FACTOR	COMPLEXITY TO IMPLEMENT	USEFUL RESOURCES
Variable Speed Light (VSL)	34% (reduction in total crashes)	Low	Variable Speed Limits_508.pdf (dot.gov)
Lighting	28% (for nighttime injury crashes on rural and urban highways)	Medium	Lighting_508_0.pdf (dot.gov)
Wider Edge Lines	37% (reduction in non-intersection, fatal and injury crashes on rural, two-lane roads)	Low	Wider Edge Lines_508_0.pdf (dot.gov)
Shoulder Rumble Strips	13-51% (reduction in single vehicle, run-off-road fatal and injury crashes on two-lane rural roads)	Low	Longitudinal Rumble Strips_508.pdf (dot.gov)
Fluorescent Curve Signs	18% (reduction in non-intersection, head-on, run-off-road, and sideswipe in rural areas.)	Low	Enhanced Delineation for Curves_508.pdf (dot.gov)

Selected Countermeasure Descriptions

ALL-WAY STOP (AWS)

Cost of Implementation: Median cost is roughly \$20,000.

Application: AWS in intersections require all vehicles to stop before crossing the intersection. Most effective at the intersection of low-speed, 2-lane roadways not exceeding 1,400 vehicles during the peak hour. Not applicable on multilane highways. Advanced signage may be necessary depending on speed and other roadway characteristics. This can be used when the context is appropriate and other countermeasures like curb extensions, intersection visibility and parking restrictions are deemed insufficient.

Benefits: AWS intersections can encourage mutual visibility among pedestrians, bicyclists, and drivers. AWS increase safety and reduce the need for drivers to wait until there is a safe gap in opposing traffic.

Case Study: North Carolina Department of Transportation (NCDOT) reduced the number of fatal and serious injury crashes at rural intersections, particularly using all-way stops. NCDOT added all-way stops to more than 350 rural intersections, largely since 2020 and the intersections saw a 55 percent reduction in total crashes and a 92 percent drop in crashes with fatalities and severe injuries. NCDOT conducted an analysis of the traffic volumes, crash history, sight distance and a field investigation and follows guidelines in the federal Manual of Uniform Traffic Control Devices to determine suitability of AWS in intersections. Benefit-cost ratio was found to be 83:1.

Sources:

<https://safety.fhwa.dot.gov/intersection/about/fhwasa22041.pdf>
<https://www.ncdot.gov/initiatives-policies/Transportation/safety-mobility/all-way-stops/Pages/default.aspx>
<https://www.fdot.gov/docs/default-source/roadway/fdm/current/2018FDM212Intersections.pdf>
<https://connect.ncdot.gov/resources/safety/TrafficSafetyResources/All%20Way%20Stop%20Summary%20Brief.pdf>

CROSSBIKE MARKINGS (BIKE CROSSING MARKINGS AT INTERSECTIONS)

Cost of Implementation: Costs will vary due to the type of paint used and the size of the symbol, as well as whether the symbol is added at the same time as other road treatments. Based on Bicycle Safety Guide and Countermeasure Selection System (2014), Shared Lane/Bicycle Marking can range from \$22 - \$600 each.

Crossbike markings refer to bike crossing markings at intersections and are often paired with bicycle lane and shared lane markings indicating a clear path for bicyclists.

Application: At intersections or other junctions such as driveways/pathways/sidestreets where there is a potential for conflict between bicyclists and motorists. Crossbike markings are particularly useful in wide/complex intersections and vehicle movements frequently encroach into bicycle space, such as across ramp-style exits and entries. When there are bike lanes approaching the intersection, it should continue into the receiving bike lane. They may not be applicable if the bicycle route has Stop or Yield control at an intersection.

Benefits: Crossbike markings increases the visibility of bicyclists and reduces conflicts with other modes. It highlights bicyclists’ priority overturning vehicles or vehicles entering from driveways or cross streets.

Sources:

https://pedbikesafe.org/BIKESAFE/countermeasures_detail.cfm?CM_NUM=18
<https://nacto.org/publication/urban-bikeway-design-guide/intersection-treatments/intersection-crossing-markings/BikewayDesignGuide.pdf> (civiclive.com)

CURB EXTENSIONS

Cost of Implementation: \$13,000 average cost (each) for curb extensions.

Curb extension is a broad term used that includes different applications and treatments including midblock curb extensions, gateways to minor streets, chicanes, bus bulbs and conventional curb extensions where there is on-street parking. Generally, curb extensions are extension of the curb line or sidewalk into the roadway, often into parking lanes, in a corner or midblock.

Application: Applicable in intersections where parked vehicles block sightlines, have high volumes of pedestrians, and high frequencies of pedestrian–vehicle conflicts

Benefits: Curb extensions decrease the overall width of the roadway and reduce turning radii signaling drivers to slow down. Curb extensions can improve pedestrian safety by increasing visibility, reducing crossing distances, and emphasizes the right of way of crossing pedestrians. Curb extensions are often combined with other measures like refuge islands that improve safety. Curb extensions at intersections often create parking restriction which is known to reduce pedestrian crashes by 30 percent.

Sources:

<https://nacto.org/publication/urban-street-design-guide/street-design-elements/curb-extensions/> <https://www.nyc.gov/html/dot/html/pedestrians/traffic-calming.shtml#curbextensions>
https://safety.fhwa.dot.gov/ped_bike/step/resources/docs/step_studio.pdf

HIGH-VISIBILITY CROSSWALK MARKINGS

High-Visibility Crosswalk Markings use high-visibility material, such as thermoplastic tape, instead of paint and continental or ladder-style crosswalk markings to increase the visibility of marked crosswalks and improve safety.

Cost of Implementation: The costs could range from \$600 - \$5,710 for each high-visibility crosswalk marking

Application: Applicable on all roadway facilities at all signalized intersections and in uncontrolled locations that meet the requirements listed in MUTCD Section 3B.18 (2012). They identify a preferred crossing location for pedestrians in uncontrolled locations and clarify motorists are expected to yield to pedestrians. Not for use in crossings with motor vehicle speeds above 30 mph, more than one lane in one direction, or an AADT above 9,000.

Benefits: Supports motorists yielding and has a positive benefit on the operations, user comfort and safety of pedestrians and bicyclists. For motorists, it has a positive benefit on user comfort and neutral impact on operations and safety.

Sources:

NCHRP Report 926
<https://wyoleg.gov/InterimCommittee/2022/01-2022091209-42022WyomingCrosswalksOptionsandCostsReport1.pdf>

INTERSECTION VISIBILITY (DAYLIGHTING)

Cost of Implementation: The costs can vary depending on the design strategy used.

Intersection visibility improvements can include a variety of strategies:

1. Low-speed intersection approaches so that drivers can focus on less activity and better react to potential conflicts.
2. Removing parking within 20–25 feet of the intersection (30% reduction in pedestrian crashes)
3. Removing trees or amenities that negatively impact sight distances, intersection design, and street markings.
4. Pedestrian scaled lighting at intersections and pedestrian safety islands (12% reduction in crashes)
5. High visibility crosswalk markings and curb extensions
6. Provided designated mobility hubs for transit stops, bike and small mobility parking, etc.

Application: The standards for sight line standards for intersections should be determined using target speeds. Selection of daylighting locations can be based on proximity to schools, high crash intersections or located in a high injury network. While this primarily focused on intersections, similar strategies can be used in other conflict points like driveways.

Benefits: Intersection visibility improvements allows pedestrians, cyclists, and drivers to see each other and give more time for people to respond to conflicts that helps reduce collisions.

Sources:
Visibility/Sight Distance | National Association of City Transportation Officials (nacto.org)
https://safety.fhwa.dot.gov/ped_bike/tools_solve/fhwasa18041/fhwasa18041.pdf

LEADING PEDESTRIAN INTERVAL (LPI)

Cost of Implementation: Altering existing countdown timer does not require additional equipment and hence costs are very relatively low ranging from \$0 - \$3,500. A new signal may be significantly more expensive with costs ranging from \$40,000-\$100,000.

Application: LPI’s are adjustments to signal timing to increase pedestrian safety at signalized intersections. LPI’s give 3- to 7-second head start before vehicles in the parallel direction are given the green signal indication. This gives pedestrians and vulnerable road users like school-aged children and older adults additional time to establish their presence in the intersection. LPI’s are applicable in signalized intersections and medium to high turning-vehicle volumes and pedestrian volumes.

Benefits: The head start can minimize conflicts between pedestrians crossing a roadway and turning vehicles. The countermeasure is known to increase safety, user comfort and operations of pedestrians and result in reduction in pedestrian crashes. LPI’s can also be designed to accommodate bicyclists. A leading pedestrian interval is recognized by FHWA as a Proven Safety Countermeasure.

Sources:
NCHRP Report 926
https://safety.fhwa.dot.gov/ped_bike/step/resources/docs/step_studio.pdf
<https://wyoleg.gov/InterimCommittee/2022/01-2022091209-42022WyomingCrosswalksOptionsandCostsReport1.pdf>

LIGHTING

Cost of Implementation: Varies based on fixture type and utility service agreement. Average cost of in-pavement lighting can be \$17,620 and average streetlight cost can be \$4,880.

Application: Can be added in controlled and uncontrolled intersections and in roadway segments.

Benefits: Improving lighting can reduce pedestrian and bicyclist crashes and compliance with traffic regulations. Smart lighting options use movement sensitive detectors to turn on when needed. For pedestrian focused lighting, overhead LED lighting with a temperature of 4700o kelvin is preferred.

Sources:
https://safety.fhwa.dot.gov/ped_bike/step/resources/docs/step_studio.pdf
NCHRP Report 926
<https://wyoleg.gov/InterimCommittee/2022/01-2022091209-42022WyomingCrosswalksOptionsandCostsReport1.pdf>

NO RIGHT-TURN-ON-RED

Cost of Implementation: The cost of a sign is approximately \$200. Electronic signs are approximately \$3,000 to install.

Application: No Right-Turn-on-Red can be used in locations with high pedestrian volumes and where obstructions can reduce motorist visibility of oncoming traffic.

Benefits: The countermeasure has a safety benefit for vulnerable road users, particularly pedestrians, without physical design changes. Right-Turn-on-Red is default practice in most areas and while law requires motorists to stop and yield to pedestrians in such locations, oftentimes motorists do not comply with the regulation. Motorists are not alert to pedestrians on their right and may pull up into the crosswalks impeding pedestrian crossing movements. No Right-Turn-on-Red can eliminate conflicts between turning vehicles and pedestrians and/or bicyclists. A quick build version of this counter measure could be implemented. It has very positive benefits on operations, user comfort and safety of pedestrians and bicyclists.

Sources:
NCHRP Report 926
<https://safety.fhwa.dot.gov/saferjourney1/library/countermeasures/44.htm>
<https://nacto.org/publication/transit-street-design-guide/intersections/signals-operations/turn-restrictions/>

PEDESTRIAN REFUGE ISLAND

Pedestrian Refuge Island or Crossing Islands are raised islands at intersection or mid-block crossings intended to provide refuge for pedestrians crossing the roadways by allowing them to deal with one direction of traffic at a time and to stop midway if needed before continuing to cross safely.

Cost of Implementation: The costs could range from \$2.28 - \$26 per square foot with a median cost of \$9.80. The costs could vary significantly based on the type of median, materials used, and the scope of the project.

Application: Applicable in signalized and non-signalized intersections with long crossing distance and multiple lanes of oncoming traffic. This countermeasure is particularly useful in intersections with a significant mix of pedestrian and vehicle traffic, traffic volumes over 9,000 vehicles per day, and travel speeds 35 mph or greater.

Benefits: Pedestrian Refuge Islands are known to reduce pedestrian crashes by up to 56%.

Source:
<https://wyoleg.gov/InterimCommittee/2022/01-2022091209-42022WyomingCrosswalksOptionsandCostsReport1.pdf>
<https://highways.dot.gov/safety/proven-safety-countermeasures/medians-and-pedestrian-refuge-islands-urban-and-suburban-areas>

RECTANGULAR RAPID FLASHING BEACONS (RRFB)

Cost of Implementation: The cost associated with RRFB installation ranges from \$4,500 to \$52,000 each, with the average cost estimated at \$22,250. These costs include the complete system installation with labor and materials. RRFBs are pedestrian-actuated flashing lights that are used to alert motorists of pedestrian crossings.

Application: Applicable in roadways with low-to-medium vehicle volumes and with posted speeds less than 40 mph. RRFBs are used in combination with pedestrian, school, or trail crossing warning sign to improve safety at uncontrolled, marked crosswalks. RRFBs are placed at on both sides of an uncontrolled crosswalk and often used with pedestrian refuge island, advanced STOP/YIELD markings, and crosswalk visibility.

Benefits: Improves safety by increasing the visibility of marked crosswalks and provides motorists a cue to slow down and yield to pedestrians. Motorist yield rates where RRFBs are provided have motorist yield rates ranging from 34 percent to over 90 percent.

Case Study: Arlington County, Virginia has employed widespread implementation of RRFBs to improve pedestrian safety and increase driver yielding and behavior at crosswalks in the county. The county installed 10 RRFBs at active pedestrian crossings through the end of 2017. Evaluation of the 10 locations showed that after installing the RRFBs, driver speeds reduced by 15 percent, pedestrian volumes increased, and crossings experienced an overall increase of 110 percent in driver yielding. The evaluation results also supported screening out of high-speed (>40mph) locations from potential RRFB locations or employing speed mitigation alongside RRFBs.

Sources:

NCHRP Report 926
https://safety.fhwa.dot.gov/ped_bike/step/docs/techSheet_RRFB_2018.pdf
https://highways.dot.gov/sites/fhwa.dot.gov/files/2022-06/step_casestudies_Arlington073120.pdf

SAFETYEDGESM

SafetyEdge is a technology where the edge of the roadway is shaped at approximately 30 degrees from the pavement cross slope.

Cost of Implementation: Costs of safety edge resurfacing were typically slightly lower than non-safety edge resurfacing.

Application: Applicable to all roadways but particularly useful in rural roads where edge drop-offs are 2-4 times more likely to include a fatality than other crashes on similar roads.

Benefits: This is FHWA approved safety countermeasure that prevents roadway departure and allows drivers to safely return to the roadway when the vehicle runs over the edge. Eliminated tire scrubbing that could lead to losing vehicle control. Benefit cost ratio ranges from 700:1 to 1,500:1. The safety benefits include 11% reduction in fatal and injury crashes, 21% reduction in run-off-road crashes, and 19% reduction in head-on crashes.

Case Study: In Iowa, safety in two-lane rural highways were improved using SafetyEdge technology. Between 2010 and 2012, SafetyEdge was implemented in 473 miles of construction or rehabilitation projects in Iowa. As a result, it was estimated that there was 13% reduction was found for all crashes (non-intersection) and 16% reduction was reported for injury crashes. Based on this information, it is estimated that installing SafetyEdge in 473 miles of roadways resulted in annual reduction of 41 crashes that have an estimated reduction in societal costs of \$3.5 million.

Sources:

https://highways.dot.gov/sites/fhwa.dot.gov/files/SafetyEdge_508.pdf
<https://intrans.iastate.edu/research-impact/research-outreach-have-led-to-more-use-of-safety-edge-to-reduce-drop-off-crashes/>
<https://www.fhwa.dot.gov/publications/research/safety/11024/005.cfm#:~:text=Costs%20per%20mile%20of%20safety,to%20be%20%24110%2C000%20versus%20%24140%2C000.>

VARIABLE SPEED LIMITS (VSL)

Cost of Implementation: Varies depending on existing infrastructure and selection and spacing of signage. The traffic systems should have good connections to the local traffic center and supporting infrastructure, and costs of setting up can vary from less than \$50,000 to more than \$5 million.

Application: Most applicable for freeways or other roads prone to bad weather conditions or with frequent congestion. VSLs are particularly effective in roadways with posted speed limits greater than 40 mph and can be used to an entire road segment or to individual lanes.

Benefits: Speed management strategies like VSLs are integral to the Safe System Approach. VSLs have a benefit-cost ratio between 9:1-40:1. They can reduce crashes on freeways up to 34% for total crashes, 65% for rear-end crashes, and 52% for fatal and injury crashes. Environmental benefits include decreased emissions, decreased noise, and decreased fuel consumption.

Sources:

https://highways.dot.gov/sites/fhwa.dot.gov/files/Variable%20Speed%20Limits_508.pdf
<https://mobility.tamu.edu/mip/strategies-pdfs/active-traffic/technical-summary/Variable-Speed-Limit-4-Pg.pdf>
<https://www.nhtsa.gov/book/countermeasures-that-work/speeding-and-speed-management/countermeasures/legislation-and-licensing/variable-speed-limits#:~:text=Sensors%20in%20the%20road%20detect,reduce%20crashes%2C%20including%20secondary%20crashes.>

YELLOW CHANGE INTERVALS

Application: Yellow clearance or yellow change interval is the length of time yellow signal indication is displayed following a green signal indication. Yellow Change Intervals are applicable at signalized intersections to provide sufficient clearance time between conflicting directions of traffic.

Benefits: Adjustments yellow change characters can reduce red light running and crashes. Well-timed yellow change intervals can reduce red light running by 36-50%, reduce total crashes by 8-14%, and reduce injury crashes by 12%. When the change intervals are too short or too long, it can cause drivers to run red lights international or unintentionally and may cause crashes. To calculate timings that reduce crashes and red light running, planners should consider intersection geometry, vehicle length, vehicle speeds, driver perception-reaction time, and other parameters. Periodic evaluation and update to the yellow change interval times can help improve safety at intersections.

Sources:

https://highways.dot.gov/sites/fhwa.dot.gov/files/Yellow%20Change%20Intervals_508_0.pdf
<https://ctt2.center/2020/08/13/signal-spotlight-optimizing-yellow-clearance-intervals-a-proven-safety-countermeasure/#:~:text=Clearance%20intervals%20are%20a%20function,unintentionally%20run%20the%20red%20light.>



JOINT INFORMATION MEETING

AGENDA DOCUMENTATION

SUBMITTING DEPARTMENT: County Public Works

PRESENTER: Charlotte Frei

MEETING DATE: June 2, 2025

SUBJECT: WY22 Transportation Advisory Committee Memorandum

STATEMENT/PURPOSE

The purpose of this item is for the Town Council and County Commission to consider endorsing a staff memorandum to WYDOT regarding WY22 design concepts.

BACKGROUND/ALTERNATIVES

The Wyoming Department of Transportation (WYDOT) has initiated preliminary steps for the National Environmental Policy Act (NEPA) process of identifying a preferred alternative and conducting environmental review. An environmental review can result in one of three classes of action: Categorical Exclusion, Environmental Assessment, or Environmental Impact Statement. WYDOT has hired a consultant, Jacobs Engineering, to lead the preliminary NEPA process. The reason for the preliminary process is to allow time to explore a variety of alternatives while adhering to strict time limits on the NEPA process once it officially begins.

Through the preliminary NEPA process, WYDOT and Jacobs convened a corridor Project Advisory Committee comprised of representatives from local government, businesses, homeowners, and community organizations such as Pathways, the Jackson Hole Conservation Alliance, and Jackson Hole Wildlife Foundation. WYDOT has also maintained a website and hosted public meetings regarding the project; information about work conducted to date is available at wy22corridor.com. The PAC worked with the WYDOT team to develop screening criteria for project alternatives. Screening criteria are categorized as related to **safety** or **mobility** – the two core elements of the purpose and need. There are also various community goals represented as part of the screening process, but these goals tend to utilize more qualitative metrics than the safety and mobility criteria.

Since initiating the project and developing the screening criteria with the PAC, the WYDOT team has developed intersection concepts and cross-section (i.e. the roadway links between intersections) concepts and evaluated them according to the adopted screening criteria. WYDOT's goal is to identify specific intersections and cross-sections to carry into the NEPA process.

The WYDOT team has presented project information to the Transportation Advisory Committee. This is a staff-level committee that includes staff from Town and County Public Works, Town and County Planning, START, Pathways, Transportation, WYDOT and Grand Teton National Park. The Transportation Advisory Committee has heard updates from the WYDOT team regarding the intersection concepts (October 17, 2024, resulting in a memorandum from TAC dated October 22, 2024) and the cross-section concepts (on April 25, 2025, resulting in the memorandum for consideration today). Note that many details of the design can be worked out through the NEPA process, as the environmental document will require additional design details to calculate environmental impacts.

Staff is bringing this memorandum before Council and the BCC to offer elected officials the opportunity to endorse or supplement staff's technical recommendation. Staff's memorandum reflects goals and direction from the Comprehensive Plan and Integrated Transportation Plan as applicable to the WY22 corridor.

The Council and Commission have several alternatives:

1. Endorse staff's memorandum via a verbal motion, with no additional documentation.
2. Endorse staff's memorandum with a cover letter from the Town Council and/or County Commission, signed by Mayor/Commission and endorsed by Town/County clerk.
3. Council members and Commissioners can write individual letter(s)/memoranda to WYDOT.
4. Do nothing.

COMPREHENSIVE PLAN ALIGNMENT

The guiding vision and chapter goal for Multimodal Transportation (Chapter 7) of the Comprehensive Plan is:

Travel by walk, bike, carpool, or transit will be more convenient than travel by single-occupancy vehicle.

Chapter 7 of the Comprehensive Plan Principles include:

"Principle 7.1 – Meet future transportation demand with walk, bike, carpool, transit and micromobility infrastructure",

"Principle 7.2 – Reduce greenhouse gases from vehicles to below 2012 levels", and

"Principle 7.3 – Coordinate transportation planning regionally. The Town and County do not have jurisdiction over all components of the transportation network, and so we must lead coordinated efforts to achieve our transportation goals. Various Federal, State, local government, and non-governmental entities fund and manage pieces of the transportation system into and within the community. Coordinating the efforts of all of these entities with the land use efforts of the community is the only way we can meet our transportation and ecosystem stewardship goals."

These principles guide transportation planning in Teton County and the Town of Jackson and have guided staff's interpretation of the Wyoming-22 pre-NEPA screening criteria for intersections and the cross-section.

STAKEHOLDER ANALYSIS

Members of the Transportation Advisory Committee (or TAC, including Town Public Works, County Public Works, Pathways, START Bus, Town Community Development, and County Planning) met on October 17, 2024 and April 25, 2025 to reflect on materials presented by WYDOT. The TAC's collective feedback is reflected in the attached memorandum, which the TAC voted on during a virtual meeting held May 12, 2025 and follow up e-mail.

FISCAL IMPACT

None for this memorandum.

STAFF IMPACT

The impact of preparing this staff report and memorandum was approximately 4 hours. The TAC meetings that staff participated in were another four (4) hours (10/17/2024 and 4/25/2025) for participating staff.

LEGAL REVIEW

Gingery, Colasuonno

ATTACHMENTS

Memorandum dated *May 16, 2025* re: WY22 Level 2B Corridor Screening

Memorandum dated *October 22, 2024* from TAC Staff to WYDOT team

RECOMMENDATION

Staff recommends Council and/or Commission verbally endorse the letter via a motion, without an additional cover letter. Staff's analysis and writing reflect key goals and direction from the Comprehensive Plan and Integrated Transportation Plan.

SUGGESTED MOTION

Teton County:

I move to endorse the Transportation Advisory Committee memorandum dated May 16, 2025 to WYDOT regarding Highway 22 intersections and cross-sections.

Town of Jackson: Same motion



MEMORANDUM

TO: WYDOT WY-22 Project Team

FROM: Jackson/Teton County Transportation Advisory Committee

DATE: May 16, 2025

SUBJECT: WY22 Preliminary NEPA - Level 2B Corridor Screening Comments

The Transportation Advisory Committee (TAC) thanks the Wyoming Department of Transportation and the Jacobs team for their continued partnership and willingness to engage in robust dialogue regarding potential improvements to the WY-22 corridor. As representatives of local government agencies and community interests, we understand the significance of this corridor not just for regional mobility, but for safety, livability, and community character.

We appreciate the opportunity to offer formal comments on the pre-NEPA alternatives and associated design elements. The following feedback reflects our commitment to the adopted guiding documents: the Comprehensive Plan and Integrated Transportation Plan. Our comments are organized by major themes that emerged during recent TAC discussions and align with the evaluation lenses of safety, multimodal mobility, and long-term community goals as prioritized by staff to develop our October 22, 2024 memorandum.

1. Safety: The Paramount Consideration

- **Design Speed:** The TAC supports a corridor design speed of 45 mph or less, aligning with our shared safety priorities. A lower design speed supports reduced crash severity, enhanced turning movement safety, and increased pedestrian and bicycle safety. WYDOT indicated that the corridor cross-sections may not change significantly unless the design speed is lowered to 35 mph. As noted in our October 2024 comments, “the section of WY22 being evaluated connects Wilson, Teton Village, and the Town of Jackson. All the connecting facilities have a speed limit between 30-45 mph during the day and 30-35 mph at night. A reduced design speed will result in a safer, narrower, and more reliable facility.” A 35-mph design speed could be appropriate given the speeds on these other facilities. The posted speed should also reflect the design speed, and we are willing to work with WYDOT and the state to ensure design and posted speeds that reduce crash frequency and severity for the millions of humans and wildlife that travel along this corridor.



- **Roundabout Safety Function:** While roundabouts (RABs) can provide traffic calming benefits, their effectiveness as traffic calming features is diminished if bypass lanes are included. Free-flow movements can undermine the intended metering effect, particularly at Spring Gulch and 'the Y' (the intersection between US-89/191 and WY-22). We question the necessity of a northbound bypass at the Spring Gulch RAB.
- **Signage and Driver Comprehension:** WY-22 sees heavy volumes of out-of-town visitors and infrequent drivers. Designs should minimize reliance on complex signage and instead rely on physical, intuitive features to guide behavior. Treatments such as right-in/right-out designs, physical medians, and clear channelization are preferred over signage or education campaigns.
- **Intersection Safety:** The scale and complexity of proposed 7-8 lane intersections at the Y are concerning. Such configurations are likely to create confusion and compromise safety, especially for pedestrians and cyclists.
- **Typical Section Lane Widths:** TAC did not have the opportunity to discuss lane widths in detail, but we would like to understand the implications of 11-foot lanes instead of 12-foot lanes in the typical sections.

2. Multimodal Mobility and Access

- **Transit and Mode Choice:** Multimodal infrastructure should be prioritized in every segment, including transit travel time reliability improvements such as queue jumps and pedestrian structures. However, these elements must be clearly safe and navigable in winter conditions.
- **Pedestrian/Bike Access:** Specific attention should be paid to safe connections across and along WY-22. This includes attention to the following:
 - Crossing opportunities at or near Tribal Trails, and to Teton Science Schools Mountain Academy.
 - Multimodal access to Search and Rescue Road and West View Condos, which is currently unclear.
 - Bridge segments, particularly Fish Creek, must include adequate width for pathway accommodation.
 - TAC would like to reiterate the statement from the original July 2023 scoping letter from elected officials, that design alternatives include 'continuous, separate pathways that meet or exceed the connectivity of the existing conditions and are designed to modern best practices and guidelines'.



- **Community Character:** The TAC is concerned that the current alternatives prioritize vehicle throughput over person throughput. Wide intersections and highway-like features are inconsistent with our goals to promote alternative transportation. Community character and visual impacts are important to the NEPA evaluation.
-

3. Physical Design to Drive Behavior

- **Access Management and lane add/drops:** WY-22 is not a controlled-access facility and should not be treated as such. With many driveways and access points, designs must acknowledge this 'rural arterial' reality, incorporating appropriate turn lanes and signalization. Lower design speed will support safer acceleration and deceleration for those trying to access and egress the facility, and could potentially simplify development lengths for acceleration and deceleration lanes under the 4-lane and 5-lane alternatives.
 - **Curb/Gutter and Medians:** We support the inclusion of continuous curb and gutter treatments from Spring Gulch to US-89, both from a drainage and ROW impact perspective. TAC also supports further exploration of vegetated medians and curb-and-gutter to reduce the footprint and enhance corridor safety and aesthetics. Given the number of driveways (between Mallard Lane and the Y) that someone could pull into if they are experiencing automotive issues, is an 8-foot shoulder throughout the section necessary, or could a 2-foot curb-and-gutter from Mallard to the Y enhance WY-22 as a community gateway and reduce the width of the necessary cross-section for a similar or lower cost?
-

4. Community Gateways and Traffic Calming

- **Gateway Vision for RABs:** The TAC envisions the roundabout at Spring Gulch functioning as a community gateway and traffic calming element, not merely as a throughput tool. Physical and visual design cues should signify entry into a populated area.
 - **Footprint Aesthetic Concerns:** Multiple committee members voiced concern over the visual impacts of wide intersections and excessive hardscape. These designs could trigger strong public opposition and are at odds with the rural and scenic qualities valued by the community.
-

5. Impacts: ROW, Visual, and Constructability

- **ROW and Visual Impacts:** Design alternatives that improve safety for all users are preferred. Sensitivity is needed in constrained areas such as:
 - Walton Ranch (consider small alignment shifts and vertical vs. horizontal separations)



- East of Coyote Canyon (challenging slope)
- Segment 2 intersection footprints and Segment 3 property edges
- **Design Adaptability:** The NEPA process should evaluate a slightly wider disturbance envelope to allow adaptability for potential future discoveries, such as wetlands.
- **Property Impacts:** Additional property sketches will be essential for evaluating stakeholder impacts and preparing for public outreach, such as for property accesses near the Y.

6. Wildlife and Pathway Integration

- **Pathway/Wildlife Fence Alignment:** The TAC strongly recommends that wildlife fencing and the pathway not cross one another. Designs should keep the fencing consistently on one side, with careful alignment to minimize the number and complexity of crossings. These should be evaluated early, before final design.

7. Constructability and Implementation Practicalities

- **Winter Maintenance:** Winter conditions in the corridor demand that designs accommodate plowing operations. Variations in lane widths, curbing, and island placement should be evaluated for plowability.
- **Queue Jump Feasibility:** Intersections like Buffalo Way raise questions about how queue jump lanes function with potential cul-de-sac conditions for unfamiliar drivers. Clarity and predictability must be built into these designs, e.g. an arm bar that only lifts for buses if the leg is restricted to START buses.
- **Operational Flexibility:** The TAC supports design solutions that retain operational flexibility, particularly opportunities for future transit enhancements, including high-occupancy vehicle lanes. The lanes could be deployed during peak hours only, if needed, for vehicles with e.g. three or more passengers. The image below depicts a bus-only lane that requires limited signage, however an HOV lane on WY-22 could permit any vehicle above a selected threshold to encourage carpooling.



Image Source: Seattle.gov

We recognize that many of these discussions are based on preliminary concepts. However, the TAC believes that embedding these priorities into the early NEPA evaluation will strengthen the project's alignment with community values and long-term plans.

Thank you for considering our input as this process advances. We welcome continued collaboration and look forward to engaging further during the June 4, 2025 public meeting and beyond.



MEMORANDUM

TO: WYDOT WY-22 Project Team, c/o Scott Gamo and Jim Clarke

FROM: Jackson/Teton County Transportation Advisory Committee

DATE: October 22, 2024

SUBJECT: WY22 Level 2A Intersection Screening Comments

The Jackson/Teton County Transportation Advisory Committee (TAC) is a staff-level committee that includes Engineering, Pathways, Planning, Public Works, and Transit staff from Teton County and the Town of Jackson. The TAC met on October 17, 2024, to discuss the findings of WY22 NEPA Level 2A screening for intersections. We offer the following comments based on our discussion to help refine further analysis.

Note that these are comments from staff and, given the timeline required by the project team to continue corridor analysis, elected officials have not yet had the opportunity to review these comments.

Staff use adopted plans of the Town and County to guide our feedback. Based on our discussion of the Level 2 screening criteria adopted by the WY22 NEPA project team, TAC recommends prioritizing intersection designs that emphasize the following considerations:

1. Intersection designs should consider appropriate transitions from facilities without managed lanes onto a WY22 corridor with managed lanes.
2. Ensure that intersection redesigns provide ample space for continuous connections to existing bike lanes, pathways, and separated sidewalks. The designs must facilitate seamless access to the current bike facilities.
3. By reducing transit travel time and improving access and safety for biking, walking, and transit, multimodal-focused intersection designs can encourage mode shift. Examples include adding queue jumps and grade separation for biking, walking, and transit.
4. The mainline design speed should be 45 mph or less. The section of WY22 being evaluated connects Wilson, Teton Village, and the Town of Jackson. All the connecting facilities have a speed limit between 30-45 mph during the day and 30-35 mph at night. A reduced design speed will result in a safer, narrower, and more reliable facility.
5. Safety for all road users is critical. Improving wildlife permeability will improve wildlife mortality and thereby reduce wildlife-vehicle collisions, improving road users' safety. Related to safety, community emergency response (measured by Fire/EMS response times) should also be prioritized.
6. Grade separation should be considered anywhere that bicycles and pedestrian users will cross a facility with a design speed greater than 30 mph. To simplify wildlife fencing, bicycle and pedestrian amenities should be within the highway right-of-way.



7. Please also consider themes from Jackson and Teton County existing plans, including the Comprehensive Plan, Integrated Transportation Plan, Pathways Master Plan, and Wildlife Crossings Master Plan. Many of those themes are reflected in items 1 through 6 above, and TAC is prepared to continue to provide feedback as needed by the Project Advisory Committee and Technical Advisory Committee. Please also refer to the attached Scoping Letter from July 2023 (dated July 12, 2022) in subsequent analysis steps. We are currently developing a Safe Streets and Roads for All Comprehensive Safety Action Plan and encourage the project team to apply the Safe Systems Approach (emphasized in FHWA's January 2022 National Roadway Safety Strategy) to the corridor.

We understand the next step of the process is to evaluate mainline alternatives against the Level 2 screening criteria. This analysis will be simplified by having fewer intersection combinations to evaluate, however we believe that additional modeling work is needed to understand the interactions among alternative combinations. We also recognize that no-build alternatives will always be included in the analysis. In terms of specific intersections, TAC would encourage the team to consider, for each location:

1. **WY22-Broadway:** Minimize visual impacts, provide a queue jump lane to improve transit travel time, and provide grade separation for bicycles and pedestrians. Multiple concepts could meet these priorities, including a variation of the Florida T, grade-separated, or conventional concepts. Additional intersection and traffic network modeling may be needed to understand how a Florida-T variation involving closing Buffalo Way (to all but local truck traffic and a bus queue jump lane) might impact trip distribution to other local streets.
2. **WY22-Spring Gulch:** The continuous flow alternatives from Spring Gulch could be eliminated. **Roundabout** and **conventional** are both reasonable if appropriate grade separation for bike/ped can be accommodated by either alternative. Safety, access, and transit prioritization should also be evaluated at this location.
3. **WY22-Tribal Trail:**
 - a. The direct connection to WY22 with an **at-grade signal** appears to have the least impact on wildlife and right-of-way, and this option can function safely with a bike/pedestrian underpass. Existing pathway connectivity should be maintained under this alternative. We encourage the project team to explore the potential for U-turns along Hwy 22 to support a right-in, right-out option at Coyote Canyon.
 - b. The **Lazy J alternative** has advantages from a Pathway user perspective but is challenging for wildlife permeability.
4. **Tribal Trail and South Park Loop:** Public engagement and staff feedback gathered as part of a West Jackson transportation needs study suggested that a **roundabout** is the preferred option. A bike roundabout will also support safer multimodal movement through this intersection.

Thank you for your work on this important study.

July 12, 2022

Via electronic delivery to:

Mr. Scott Gamo, Scott.Gamo@wyo.gov

Mr. Nick Hines, Nick.Hines@wyo.gov

CC: Mr. Jeffrey Brown, Jeffrey.Brown@wyo.gov

Re: WY 22 Corridor Project – Agency Scoping Input Requested

Dear Mr. Gamo and Mr. Hines:

On behalf of the Jackson Town Council and Teton County Board of Commissioners, we are writing to jointly express our position regarding the WYO22 Jackson to Wilson NEPA study.

The Town of Jackson and Teton County assert that a multimodal Highway 22 corridor strengthens long-term local and WYDOT interests, goals, and objectives. The guiding vision of our Comprehensive Plan is to “preserve and protect the area’s ecosystem in order to ensure a healthy environment, community and economy for current and future generations.” The Highway 22 NEPA study is an opportunity to envision a corridor that is more financially, socially, and environmentally sustainable than the status quo for the traveling public. As a non-access-controlled facility, FHWA Complete Streets guidance suggests that Highway 22 should be a “Complete Corridor” that considers the mobility and safety needs of all facility users, no matter their mode of travel.

Regarding the Highway 22 NEPA study, we have the following comments and recommendations:

1. WYDOT should develop multiple design concepts that include High Occupancy Vehicle design components in the alternatives development. These may include combinations of physical, temporal, and vehicle type and occupant restrictions on the Highway 22 corridor. Design concepts should be consistent with the Jackson/Teton County Comprehensive Plan (2020¹) policy 7.2.b “Discourage use of single-occupancy vehicles”.
2. All conceptual designs for Highway 22 should include multimodal access and consider the burden on pedestrians, cyclists, and transit users’ access and egress throughout the entire study corridor.
3. For scoring of all alternatives, a metric of passenger delay or person delay should be used as opposed to vehicular delay for comparing travel times and delay among alternatives.
4. For scoring of all alternatives, utilize best practices for Complete Streets guided by FHWA’s most recent Highway Safety Improvement Program and Safe Streets and Roads for All policy guidance.
5. For scoring and evaluating all intersection alternatives, include bicycle and pedestrian level of service and safety parameters. For example, use National Cooperative Highway Research

¹ Jackson/Teton County Comprehensive Plan (November 2020)
<https://jacksontetonplan.com/270/Comprehensive-Plan>

- Program (NCHRP) and National Association of City Transportation Officials (NACTO) guidance on intersection design.
6. In design alternatives, include continuous, separated pathways that meet or exceed the connectivity of the existing conditions and are designed to modern best practices and guidelines, such as applicable NACTO design guides and FHWA Small Town and Rural Multimodal Networks².
 7. WYDOT should reference the Teton County Wildlife Crossings Master Plan³ and Action Summary (2018) with priority locations to design effective wildlife crossings in the corridor.
 8. WYDOT should prioritize safe and efficient connections for people and wildlife on this Complete Corridor, including evaluating all intersections within the project limits (including the Tribal Trail Connector). Example treatments to consider in alternatives analysis would include traffic calming; safety and aesthetic measures such as roundabouts; opportunities for safe U-turns or right-turns only; and vegetated medians.
 9. The 2014 WY22/390 Planning and Environmental Linkage study (PEL) establishes a corridor-wide framework that can be referenced; however, we request the Purpose and Need be reviewed and updated to account for existing conditions and the adopted goals of the Teton County/Town of Jackson Comprehensive Plan (2020) and Integrated Transportation Plan (2020). BUILD projects (ongoing) and the Wilson Multimodal Transportation Study (adopted February 2022) will also impact the existing conditions and needs in the corridor.
 10. Recognizing that pedestrian and bicycle modes of travel are defined in federal law as transportation and are fully eligible for federal-aid highway funds, Jackson and Teton County request that WYDOT plan for the use of federal funding to address the cost of relocating and/or constructing active transportation Pathways along WY22. FHWA's policies and programs on Context Sensitive Solutions, safety, and community connectivity encourage such use where needs are identified, such as along WY22.
 11. The existing pathways along the entire WY22 corridor from the "Y" in Jackson through Wilson function as both an active transportation facility and a recreational facility that connects parks, schools, homes, and businesses. The existing pathways are a critical and high-quality link in our transportation and recreation networks – providing a safe, quality, and efficient connection in the study area and beyond. We request that the study team comply with 23 CFR 774.13(f) to determine whether Section 4(f) approval is necessary and note that "whether Section 4(f) applies or not, it is FHWA's policy that every reasonable effort should be made to maintain the continuity of existing and designated shared use paths and similar facilities"⁴. We emphasize the need to meet or exceed the existing conditions of the pathway network along WY22.

Traditional measures of highway function and congestion, such as "Level of Service" as defined by the American Association of State Highway Transportation Officials (AASHTO), historically do not match our

² Federal Highway Administration, Small Town and Rural Multimodal Networks (December 2016)
https://www.fhwa.dot.gov/environment/bicycle_pedestrian/publications/small_towns/

³ Teton County Wildlife Crossings Master Plan Action Summary (May 2018)
<https://jacksontetonplan.com/DocumentCenter/View/1331/Teton-County-Wildlife-Crossings-Action-Summary>

⁴ Federal Highway Administration, "15. Trails and Shared Use Paths" (2012)
<https://www.environment.fhwa.dot.gov/legislation/section4f/4fpolicy.aspx#addex15>



TOWN COUNCIL

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community's definition of transportation efficiency or the desired character of our transportation corridors. Along similar lines, FHWA⁵ promotes "design flexibility to allow for roadway designs that better meet the objectives set through the state and local planning processes" and "Context Sensitive Solutions (CSS), a collaborative and holistic approach that addresses community needs and considers goals beyond an identified transportation challenge."

We believe that including the modern design guidelines and evaluation metrics will result in a safer, higher-quality, and more efficient corridor that moves people and freight across our communities and the larger region. Our overarching goal is for a NEPA process that truly takes into consideration the goals of the community and results in a corridor design that meets the mobility needs of all users while retaining the unique character of our community. Thank you for the opportunity to provide input on the WYO22 Jackson to Wilson NEPA study scope.

Sincerely,

TETON COUNTY, WYOMING

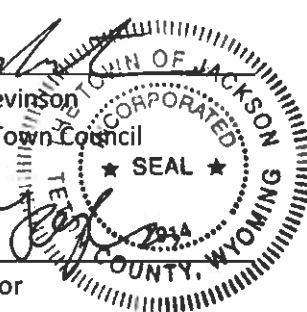
Luther Propst

Chair, Teton County Board of County Commissioners

Attest: Maureen E. Murphy
Teton County Clerk



TOWN OF JACKSON, WYOMING

Hailey Morton Levinson
Mayor, Jackson Town Council
Attest: Riley Taylor
Town Clerk

⁵ U.S. Department of Transportation. "Evolving Use of Level of Service Metrics in Transportation Analysis." Accessed June 27, 2023, https://www.transportation.gov/sites/dot.gov/files/docs/mission/office-policy/transportation-policy/266046/los-case-study-intro508_0.pdf.



JOINT INFORMATION MEETING AGENDA DOCUMENTATION

SUBMITTING DEPARTMENT: Town & County Administration

PRESENTERS: Tyler Sinclair and Jodie Pond

MEETING DATE: June 2, 2025

SUBJECT: Fiscal Year 2026 Joint Department/Division and Board Budget Review

STATEMENT/PURPOSE

The purpose of this meeting is for the Town Council and the Board of County Commissioners to continue discussion and provide direction on the Fiscal Year 2026 Joint Department/Division budgets.

BACKGROUND/ALTERNATIVES

At the April 29 Joint Meeting the Boards were given a presentation, discussed and identified additional information to be presented at a future meeting on the following Joint Department/Division and Board budgets:

- Transportation & Pathways
- START
- Fire/EMS & Emergency Management
- Housing
- Long Range Planning
- Parks & Recreation
- JH Airport
- Energy Conservation Works
- Travel & Tourism Board
- Joint Discussion

At the May 5, 2025 Joint Meeting the Town and County approved the Jackson Hole Airport, and Energy Conservation Works budgets as presented and continued the Jackson Hole Travel and Tourism Board budget. The Travel and Tourism Board budget was approved on May 13, 2025.

At the May 13, 2025 JM the Boards discussed and gave direction on the following items in the Joint Requested Budgets for Fiscal Year 2026:

- Parks and Recreation items were added back into the FY26 Budget due to large fund balance; \$285,508
- Fire/EMS added the annual cost of the Wildfire Detection AI software; \$45,000
- START added the Van Pool Project and the Teton Village Summer Service; \$171,400
- Emergency Management added to the revenue requested to account for Federal Grants; \$190,000
- Staff removed Warning Sirens from the Emergency Management budget as they were not recommended; \$320,000
- START Capital has been updated to account for increases/decreases in the costs of bus purchases
 - Diesel bus cost was revised to \$700,000/bus from \$800,000/bus
- START consideration of additional funding for the purchase of hybrid buses from the recommended purchase of diesel buses; continued for further discussion at today's meeting, see below

At the May 13 Joint Meeting, the Boards requested additional information regarding the purchase of START replacement buses. The staff recommendation is to replace six (6) diesel buses with 2 hybrids and 4 diesels (Option 1). The Boards requested information on an alternative to replace six (6) diesel buses with 6 hybrid buses and the associated increase to the local match amount (Option 2). In addition, the Boards discussed whether utilizing an alternative approach to funding sources (BUILD and WYDOT) with their different local match requirements might result in a reduced local match (Option 3). Staff do not find Option 3 as a viable option that should be considered.

Please see the three alternatives and associated bus type and quantity and associated impacts to the local match below.

Option 1: Staff Recommendation – Original Capital Request – Two Hybrid and Four Diesel

Bus to be Replaced	New Bus Type	Quantity	Unit Cost	Total Cost	Local Share (Town & County)	Federal Funding Source
40 foot (Diesel)	Hybrid Electric	2	\$1,100,000	\$2,200,000	\$658,000	BUILD
40 foot (Diesel)	Diesel	4	\$700,000	\$2,800,000	\$420,000	WYDOT
Total		6		\$5,000,000	\$1,078,000	

Option 2: Six Hybrid Electric

Bus to be Replaced	New Bus Type	Quantity	Unit Cost	Total Cost	Local Share (Town & County)	Federal Funding Source
40 foot (Diesel)	Hybrid Electric	6	\$1,100,000	\$6,600,000	\$1,318,000	BUILD & WYDOT
Total		6		\$6,600,000	\$1,318,000	

- \$240,000 more than Option 1
- requires amendment of existing WYDOT grant to increase dollar amount and change bus type

Option 3: Two Diesel and Four Hybrid

Bus to be Replaced	New Bus Type	Quantity	Unit Cost	Total Cost	Local Share (Town & County)	Federal Funding Source
40 foot (Diesel)	Hybrid Electric	4	\$1,100,000	\$4,400,000	\$660,000	WYDOT
40 foot (Diesel)	Diesel	2	\$700,000	\$1,400,000	\$280,000	BUILD
Total		6		\$5,800,000	\$940,000	

- \$138,000 less than Option 1
- Requires amendment of existing WYDOT grants to increase dollar amount and change bus type
- **Requires amendment of BUILD grant to change bus type from hybrid to diesel- unlikely to happen**

This is the last scheduled joint meeting for discussion of the Fiscal Year 2026 Joint Budgets. The Boards should identify for discussion any additional items they would like to have the Boards consider for inclusion in the Recommended Budget. The Town and County will adopt their Fiscal Year 2026 Joint Departments separately pursuant to their individual public notice and adoption schedules.

Town and County staff have provided their individual elected bodies with Joint Department and Board budget information as part of each jurisdiction's individual budget review process for consideration prior to the meeting.

COMPREHENSIVE PLAN ALIGNMENT

To successfully implement the Comprehensive Plan, the Town Council and County Commission must set priorities, be strategic, and be disciplined. Chapter 8 - Quality Community Service Provision calls for “Timely, efficient and safe delivery of quality services and facilities in a fiscally responsible and coordinated manner.”

STAKEHOLDER ANALYSIS

All residents of Teton County.

FISCAL IMPACT

Fiscal impact varies based on direction received today.

STAFF IMPACT

Town and County staff have spent hundreds of hours preparing the recommended budgets.

LEGAL REVIEW

N/A

ATTACHMENTS

None

RECOMMENDATION

Provided in the proposed Fiscal Year 2026 Budget documents.

SUGGESTED MOTION

None at this time.