Regular Town Council Workshop

July 20, 2026
1:30 PM
Town Council Chambers
Chair: Arne Jorgensen

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I. ZOOM LINK FOR PUBLIC PARTICIPATION

The Town reserves 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.

A. To join, click link or copy it to your browser: https://us02web.zoom.us/j/89716444112?pwd=tbiFT5SLlnZSOi7SWekuxF4Ml5crPy.1
Or join at zoom.com with Webinar ID: **897 1644 4112** and Password: **83001** or by phone: **+1 669 900 9128**

II. CALL TO ORDER AND ROLL CALL

III. WORKSHOP ITEMS

A. Sustainability Plan Progress Report - Year Two (Tanya Anderson, 30 mins)

B. Potential Pollinator Protection Initiatives (Tanya Anderson & Audrey Jones, 30 mins)

C. Overview of the Draft Community Streets Plan and Draft Transportation Engineering Design Manual (Brian Schilling, 60 mins)

IV. MATTERS FROM MAYOR AND COUNCIL

A. Board and Commission Reports

V. UPCOMING AGENDA UPDATE

A. Council Priorities

VI. ADJOURN

Please note that at any point during the meeting, the 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.

STAFF REPORT

Meeting Date:	July 20, 2026	**Meeting Title:**	Workshop
Submitting Department:	Administration	**Presenter:**	Tanya Anderson
Agenda Item:	Town of Jackson Sustainability Plan Progress Update – Year Two	**Public Comment:**	Yes

Purpose or Policy Considerations.
The purpose of this item is to:

1. update Town Council on progress since Council accepted the Town Sustainability Plan on July 1, 2024, and
2. receive direction on next steps.

Recommendations.
Staff recommends that Council supports moving forward with implementation of Sustainability Plan strategies that are currently in progress or were approved last year, and begin work on the following strategies:

1. Research options for centralized delivery hubs.
2. Support local and regional production of renewable energy.
3. Research land sequestration potential through vegetative management practices.

Background.
The Town of Jackson has pursued leadership in sustainability initiatives since 2006. At the July 1, 2024, Regular Town Council meeting, Council accepted a new Town Sustainability Plan. Council's acceptance of the plan indicates support for its goals and strategies but does not make them binding. Regulatory changes must return to Council for consideration, and budget requests for implementation must be approved by Council.

The Sustainability Plan includes targets and initiatives for municipal operations within the Town of Jackson and in the greater community, with the overarching priorities of climate sustainability, climate resiliency, and environmental quality. The Sustainability Plan vision and goals dovetail with the vision and goals of the Town of Jackson/Teton County Comprehensive Plan. The Sustainability Plan contains six areas of focus that each have a vision statement, goals, targets, and strategies. An accountability section at the end encourages public and transparent communication about the Sustainability Plan and associated initiatives.

Providing an annual update to Council on Sustainability Plan progress is one of the targets in the accountability section. Staff are currently working with consultants to create a Sustainability Plan Progress Dashboard, which should be completed this fall. The dashboard will display progress towards goals and strategies in a way that is available to the public and will be updated more than once annually. Next year's progress report to Council will pull from the dashboard. The Sustainability Plan progress update dovetails with the Ecosystem Health Indicator Report; progress made towards completion of strategies within the Sustainability Plan leads to improvements in ecosystem health.

Figure 1: Overarching priorities and goals of the Town of Jackson Sustainability Plan

Figure 2: Town of Jackson Sustainability Plan Areas of Focus

The Sustainability Plan includes a total of 30 goals, 36 targets, and 105 strategies. All strategies have been assigned a timeline in which they should be implemented: within two years, four years, six years, or eleven years. The current version of the Sustainability Plan is intended to last through 2030, and to be updated every five years thereafter.

The attached Town of Jackson Sustainability Plan Year 2 Progress Report measures progress towards completion of goals, targets, and strategies within the Plan that are intended to be completed by 2030 and provides status updates on strategies that have been started or that were included in the Two-Year Implementation Plan. Staff highly recommend that Council members read that report. Highlights from the past year are summarized below.

Figure 3: Fiscal Year 2026 Snapshot:

	The Town of Jackson maintained 100% Green Power for the electricity that powers our operations for the 19th consecutive year. Solar energy provided 18% of the electricity used at Town facilities that have solar installations. Fees at the public Direct Current Fast Charging EV Charging Stations incentivize charging during off-peak hours to reduce demand on the system.
	100% of public-facing Town-owned trash cans are bear-resistant, and Town Council approved a two-phase expansion of the Bear Conflict Zone. The Town of Jackson reduced municipal building operational emissions by 10%.
	The Town launched our Be Water Wise outreach campaign, partnered with the Teton Conservation District to incentivize water efficiency, passed an irrigation ordinance that provides predictability as to when restrictions go into effect, and increased tiered water rates.
	The Town purchased two new Ford F150 Lightning pickup trucks and launched a renewable diesel pilot at our fuel station, providing a lower-emission fuel alternative for Town and County vehicles. START purchased two new diesel buses, which produce less pollution than the older buses they replaced.
	Eco-steward volunteers donated 122 hours removing 558.6 pounds of trash and 222 pounds of invasive weeds from Karns Meadow. Additionally, 0.4 miles of fence bordering Town property on East Gros Ventre Butte was removed. Two model native plant gardens were installed on Town property at 155 E. Pearl Ave., modeling native, drought-tolerant plants and improving the habitat value.
	Town departments diverted an estimated 65% of our waste from the landfill.
Account-ability	Staff completed Local Government Operations and Community Greenhouse Gas Inventories

GHG Inventory results:

In FY26, staff completed the first Municipal Government Operations Greenhouse Gas (GHG) Inventory as well as an updated Community GHG inventory. These inventories brought several important issues to light.

Town of Jackson Municipal Operations GHG Inventory:

- 58% of the Town's GHG emissions from municipal operations are attributed to buildings and associated operations. Most of this is attributed to natural gas. To reduce our emissions, we should focus on our buildings.

Jackson Hole Community GHG Inventory:

- Transportation remains the biggest source of emissions in our community, accounting for 55% of community emissions.
    - If you break down emissions to those attributed to activities within the Town of Jackson and those attributed to Teton County (not including the Town), transportation comprises 37% of emissions within Town and 60% of County emissions. This is due to the smaller land area within the Town as well as 100% of the airport's emissions being attributed to Teton County.
- The new Community GHG Inventory attributes a greater percentage of our emissions to buildings than the old inventory did. This is due to shifts in the ways we are able to measure emissions, which have advanced greatly and become more standardized since our previous inventory was completed. Within the Town's limits, roughly 60% of emissions can be attributed to buildings. To reduce emissions, the Town can incentivize or require higher standards for new buildings and support building efficiency upgrades in existing buildings.
- Landfilled waste is a larger percentage of our community's emissions than previously thought. Waste can be addressed through a combination of education, infrastructure improvements, and policy changes.
- Land use practices are the primary lever for carbon sequestration in our community.
- Since the baseline year of FY24, the emissions factor for electricity, which is purchased through the Bonneville Power Administration, has more than tripled. This is due to a combination of increased demand for clean hydropower, which is limited in supply, and a decrease in the amount of hydropower available due to regional drought conditions. Finding clean and renewable energy sources to replace losses in hydropower will play a critical role in maintaining a low emissions factor for the electricity used in our community.

Figure 4: Teton County Community-wide GHG Emissions (including the Town of Jackson)

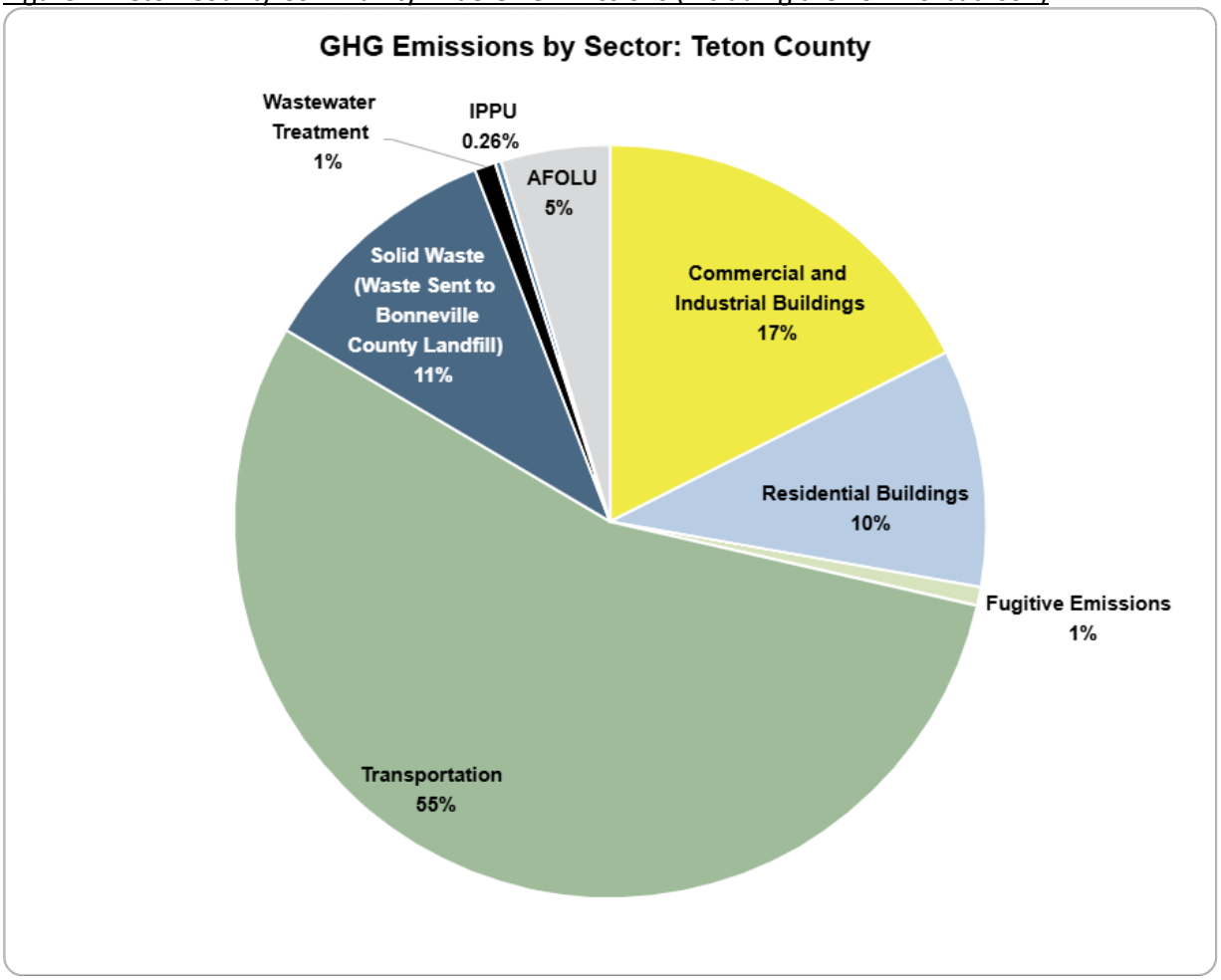


Figure 5: GHG Emissions within the Town of Jackson

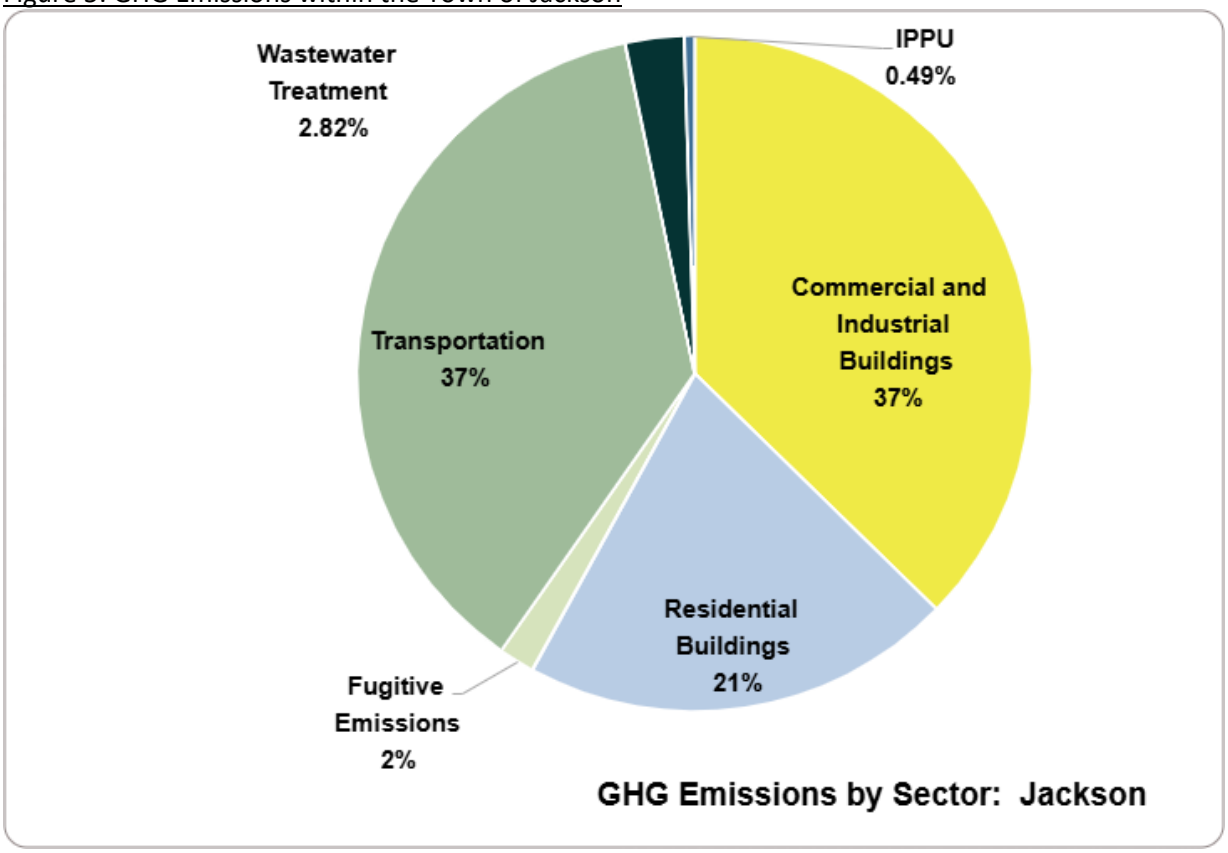
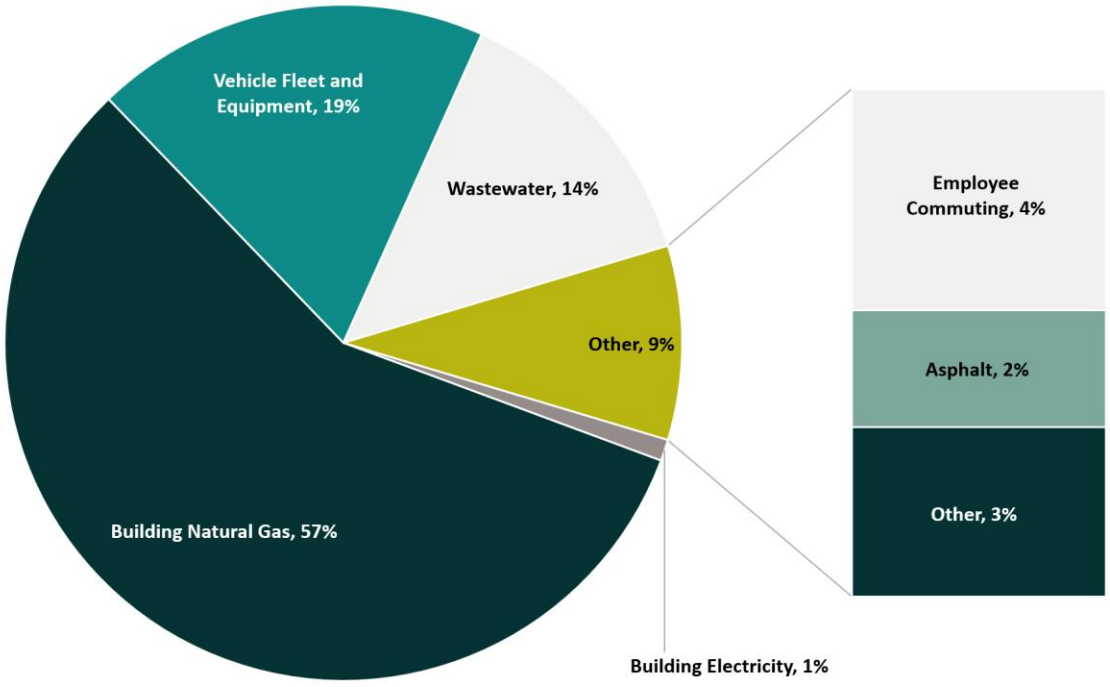


Figure 6: GHG Emissions for Town of Jackson Municipal Operations



FY27 Work Plan

In Fiscal Year 27 (FY27), staff plans to prioritize working on strategies that are currently in progress and strategies that were approved last year (see attachment). It should be noted that much of this work is conducted by departments other than Ecosystem Stewardship. Transportation-related strategies are largely led by Dr. Frei and her team. The Joint Long-Range Planner has been working on Natural Resource Overlay updates that have the potential to address five strategies in the Sustainability Plan: Protect riparian zones and other sensitive natural areas, strengthen protections for keystone and focal species, address wildlife permeability, protect highly used wildlife corridors from development, and prohibit snow storage near bodies of water. Implementation of the recently approved Stormwater Management Program, installation of dark-sky lighting and new irrigation systems, building efficiency improvements, and the purchase of more efficient vehicles are all done primarily by the Public Works Department.

Based upon the results of the GHG Inventories, staff recommend focusing Climate Sustainability work on the levers that will have the greatest impact. Ecosystem Stewardship staff recommend focusing on the following priorities and associated strategies in FY27. Goals are bulleted, and associated strategies are underlined below the goals.

- Reduce GHG emissions associated with surface transportation
    - In progress: Plan for an electric future. Staff will continue managing the Department of Transportation EV Charging and Fueling Infrastructure grant, with plans to begin installation of new stations in the spring of 2027.
    - New: Research options for centralized delivery hubs. A centralized delivery hub with "last-mile" electric delivery, similar to the model in place in Teton Village, improves safety by removing large delivery trucks from pedestrian areas and reduces pollution from heavy-duty vehicles within Town, reducing emissions while improving public health and community character. In FY27, staff would begin preliminary research on cost, benefits, potential locations, and other feasibility issues, in coordination with other departments and community groups. Next steps would be to bring a staff report back to Council.
- Maintain a clean electricity supply. Low-carbon electricity is critical to meeting our goals. Staff propose working with Lower Valley Energy (LVE) and Energy Conservation Works (ECW) to encourage our local utility to use the tools available to them to increase local and regional renewable energy production and reduce peak demand and collaborate with them on ways that the Town can support these efforts.
    - New: Support local and regional production of renewable energy. Since its inception, ECW has been highly effective at encouraging energy efficiency and renewable energy production at household, business, and community scale. However, the Town could work more closely with ECW and LVE while focusing on levers that are appropriate to address at a municipal scale. For example, some financing mechanisms require municipalities to pass regulations that enable them. Additionally, "plug-in" solar is currently not permitted in Wyoming. Working to enable small-scale solar at a local or state level makes renewable energy attainable to a much wider demographic of residents. Staff could with our local representatives in the Statehouse to re-introduce legislative efforts, or staff could with LVE on a pilot program. The Town could also play a larger role in supporting ECW's Community Solar project.
- Reduce emissions attributed to the Built Environment
    - In progress: Consider adopting the 2024 International Energy Conservation Code (IECC). This item was postponed from FY26. Raising the minimum bar that buildings must meet is an effective way to reduce the impact of new development.
    - In progress: Consider a voluntary stretch code. This item is also in progress. Staff continues to participate in a voluntary stretch code collaborative, working with Utah Clean Energy and the Southwest Energy Efficiency Program to develop an incentive-based, voluntary program that could work in Jackson. Incentivizing above-code development will reduce emissions from new buildings. The next steps are for staff to bring this item before Council in FY27.
    - Planned: Encourage or require smaller, more energy-efficient buildings. Larger homes have a much larger carbon footprint. While they certainly take more energy to heat and cool, the majority of the impact is in the embodied carbon in the materials used to build them. Embodied carbon refers to the emissions

associated with extraction, manufacturing, transportation, installation, maintenance, and disposal of materials. Sustainability should be a part of a larger discussion on community character, affordability, and job creation. This could also be a part of considerations of basement regulations.

- Reduce waste generation and increase diversion rates. The updated GHG inventory underscores the impact of waste, which is much higher than previously thought.
    - In progress: Pair recycling bins with public trash bins. A recent waste audit showed 3.5 times more recycling in public trash cans that were not near a recycling bin compared to those that were. Staff has ordered 22 of the old trash cans to be converted to additional downtown recycling bins and plans to install the new bins later this summer.
    - Planned: Require reusable foodware for dine-in experiences and provision of accessories only upon request. This strategy was approved in the two-year workplan last year. Staff could begin internal and external stakeholder outreach on this topic and to bring this item back to Council in a year.
- Build community resiliency
    - In progress: Engage Community in Pollinator Protection. Creating habitat for beneficial insects supports many of the Town's goals related to water conservation, stormwater management, and supporting healthy wildlife populations, all while sequestering carbon emissions. Staff has outlined potential strategies to improve pollinator habitat in a separate staff report to be discussed today.
    - New: Research land sequestration potential through vegetation management practices. Some of the emissions from the Town's municipal operations are offset by the lands we manage, such as Karns Meadow. Staff would like to work with a consultant or a regional graduate student to 1) determine our current organizational carbon sequestration through land management practices, 2) identify priority actions to increase carbon sequestration through land management practices, and 3) identify potential partnerships through which the Town can support beneficial land practices in the region. This strategy will help the Town get closer to our net zero target while advancing ecosystem stewardship through land management and habitat improvement.

The most impactful work the Ecosystem Stewardship Department does may be contributing to larger policy discussions such as the reenvisioning of Town values, playing a role in a forthcoming update of the Comprehensive Plan, and participating in transportation, housing, and water quality discussions. Supporting larger Town priorities often takes precedence over work on individual Sustainability Plan strategies.

Analysis & Key Questions.

The Town of Jackson Sustainability Plan Progress Report – Year Two is attached and includes details regarding targets and strategies that have been completed, are in progress, are in planning, or have not been started yet. Staff recommends that Council members read that report.

Due to current staff capacity, staff recommend prioritizing completion of projects that are currently underway and limiting work on new strategies to those that have already been prioritized, with the exception of the new strategies recommended in this report.

Key Question #1: Does Council support initiating work on the proposed implementation strategies for the next one to two years?

Possible Alternatives.

- Council may recommend prioritizing different Sustainability Plan strategies.
- Council may direct staff to pause work on implementation of any or all of the strategies within the Town Sustainability Plan.

Comprehensive Plan & Priority Alignment.
Principle 1.1—Maintain healthy populations of all native species.
Principle 1.2 – Preserve and enhance surface water and groundwater quality.
Policy 1.3.d Maintain dark night skies
Principle 2.1 – Reduce energy consumption of non-renewable energy
Principle 2.2 Reduce greenhouse gas emissions through land use
Principle 2.3 – Reduce greenhouse gas emissions through transportation
Principle 2.4 – Increase energy efficiency in buildings
Principle 2.5 – Reduce greenhouse gas emissions through waste management and water conservation
Principle 7.1 – Meet future transportation demand with walk, bike, carpool, transit and micro-mobility infrastructure
Principle 7.2 – Reduce greenhouse gas emissions from vehicles to 2012 levels
Principle 9.3 – Anticipate future issues and pioneer innovative solutions

Fiscal Impact.
The fiscal impact of implementing strategies within the plan will be determined by future budgets and workplans. Strategies will be brought back to Council individually or within annual budget requests.

Staff Impact.
20% of the Ecosystem Stewardship Administrator's job description is dedicated to the Town Sustainability Plan. Implementation of the Sustainability Plan requires cross-departmental coordination as well as support from external organizations; staff impact varies greatly depending on the strategy.

Attachments or Links.
Town of Jackson Sustainability Plan Progress Report – Year 2
Two-Year Implementation Plan
Town of Jackson Sustainability Plan
Town of Jackson FY24 Municipal Greenhouse Gas Inventory
Jackson Hole 2024 Community Greenhouse Gas Inventory

Suggested Motion.
I move to direct staff to work on the Sustainability Plan strategies as proposed in this staff report, including continuation of strategies that are in progress or being planned, and to start working on the following strategies:

1. Research options for centralized delivery hubs.
2. Support local and regional production of renewable energy.
3. Research land sequestration potential through vegetative management practices.

Town of Jackson Sustainability Plan Year Two Progress Report

JULY 2026 | JACKSONWY.GOV

Fiscal Year 2026 was the second year of implementation of the Town of Jackson Sustainability Plan, which the Jackson Town Council accepted on July 1, 2024. Progress centered around improving water conservation and efficiency in response to an emergency irrigation ordinance implemented in the summer of 2025, reducing human-wildlife conflicts by converting existing trash cans to bear-resistant ones, launching an Eco-stewards program, and continuing to reduce emissions from Town-owned buildings, fleets, and waste.

Fiscal Year 2026 Highlights:

	The Town of Jackson maintained 100% Green Power for the electricity that powers our operations for the 19th consecutive year. Solar energy provided 18% of the electricity used at Town facilities that have solar installations. Fees at the public Direct Current Fast Charging EV Charging Stations incentivize charging during off-peak hours to reduce demand on the system.
	100% of public-facing Town-owned trash cans are bear-resistant, and Town Council approved a two-phase expansion of the Bear Conflict Zone. The Town of Jackson reduced municipal building operational emissions by 10%.
	The Town launched our Be Water Wise outreach campaign, partnered with the Teton Conservation District to incentivize water efficiency, passed an irrigation ordinance that provides predictability as to when restrictions go into effect, and increased tiered water rates.
	The Town purchased two new Ford F150 Lightning pickup trucks and launched a renewable diesel pilot at our fuel station, providing a lower-emission fuel alternative for Town and County vehicles. START purchased two new diesel buses, which produce less pollution than the older buses they replaced.
	Eco-steward volunteers donated 122 hours removing 558.6 pounds of trash and 222 pounds of invasive weeds from Karns Meadow. Additionally, 0.4 miles of fence bordering Town property on East Gros Ventre Butte was removed. Two model native plant gardens were installed on Town property at 155 E. Pearl Ave., modeling native, drought-tolerant plants and improving the habitat value.
	Town departments diverted an estimated 65% of our waste from the landfill.
Account-ability	Staff completed Local Government Operations and Community Greenhouse Gas Inventories

Overview:

The Town of Jackson Sustainability Plan includes 30 goals, 36 targets, and 105 strategies with completion dates of 2030 or 2035. This report will focus primarily on the 33 targets and 88 strategies that are intended to be completed by 2030. Strategies with longer timelines that have been started are also included.

Figure 1: Summary of Goals, Targets, and Strategies within Town Sustainability Plan

The goals of the Sustainability Plan are broad and visionary. They require multiple years of data showing incremental change. Targets are measurable and tangible representations of progress. Strategies are actions that will help our community get closer to reaching the targets and, ultimately, the goals within the Sustainability Plan. Strategies are separated into municipal strategies, which are related to Town of Jackson internal operations, and community strategies, which support sustainability throughout Town and the larger community. Some community strategies may be implemented by governmental agencies, nonprofit organizations, and community-based organizations rather than, or in partnership with, the Town of Jackson.

Targets:

Two years into the implementation of the Sustainability Plan, eight out of 33 targets (24%) have been met. Five targets were met in the first year, and five were met in the second year. Some targets that have been met are “continuous” and must be maintained year-over-year.

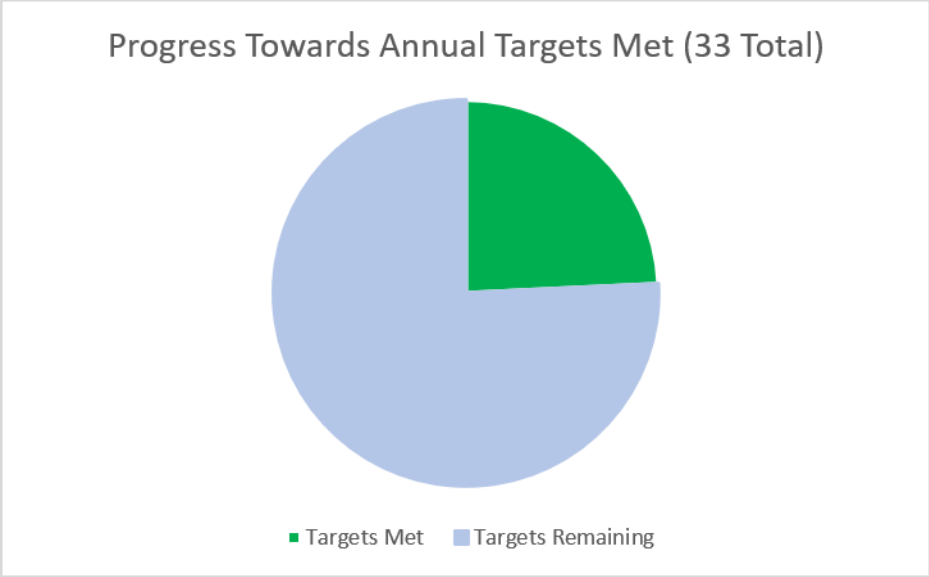


Figure 2: Progress towards annual targets

Community Targets Met:

- An Eco-Stewards program is created and has at least two engagement events annually
    - Karns Meadow FY26: Town supported an Earth Day Trash clean-up in partnership with the Jackson Hole Land Trust, and 4 invasive weed removal dates in partnership with the Teton Conservation District
    - Snow King: In partnership with Snow King Resort and the Bridger Teton National Forest, 40 high school volunteers removed invasive weeds from Town, Forest Service, and Snow King properties near the base of the resort on June 5, 2026.
- Attain Dark Sky Community Certification
    - International Dark Sky Community Certification attained April 11, 2025.
- Communicate with the public about relevant sustainability plan strategies quarterly
    - Communications include social media posts, newspaper ads, Town E-newsletters, think pieces, newspaper articles, and in-person and virtual events. Highlights include:
        - Chat with Council events on Water Quality (8/27/25), Water Conservation (10/29/25), Wastewater Treatment Plant additional testing (12/10/25), Natural Resource Overlay updates (4/29/26), Be Water Wise campaign (6/17/26).
        - Think pieces for the Snake River Headwaters Watershed Group E-newsletter on water conservation (11/5/26) and surface water quality at the Town's wastewater treatment plant (2/4/26).
        - Dark Sky event at the Jackson Hole Airport (12/9/25).
        - Water conservation community engagement event at the Teton County Library (12/27/25).
        - Be Water Wise ad campaign in newspapers (summer 2026).
        - Helped at Bear Wise JH table at the Welcome to Jackson Hole event (5/6/26).
        - Booth at EcoFair (5/16/26).
        - Ecosystem Stewardship focused booth at the People's Market (6/10/26).

- Energy efficiency community engagement event at the Teton County Library (6/23/26).
- Co-presented at MT2030 (10/8/26) and served on a panel at the Snake River Headwaters Symposium (4/17/26).
- Presented to the Systems of Conservation collaborative group on the Ecosystem Health Indicator Report (11/5/26).
- Presented to the Teton Climate Action Partnership on the newly completed Greenhouse Gas Inventories (6/18/26).

Municipal Targets met:

- 100% of Town-owned public-facing trash containers will be bear-resistant by 2026
  - Thanks to funding from the Teton Conservation District and the Jackson Hole Travel and Tourism Board, all public-facing trash cans owned by the Town of Jackson, including those downtown, at START bus stops, and in Town parks.
- There is a model native plant or pollinator garden on Town property
  - Two small native plant gardens have been planted on degraded land at 155 East Pearl Avenue.
- 100% of electricity used for municipal operations is Green Power.
  - The Town has purchased 100% Green Power for the electricity used for municipal operations since 2007.
- Communicate with Town staff about Sustainability Plan initiatives quarterly
  - All staff emails have been sent regarding Sustainability Plan initiatives such as the renewable diesel pilot, incentives to participate in bike-to-work Wednesdays, updates to trash management at Town Hall, and hard-to-recycle material drives.
  - The Ecosystem Stewardship Administrator meets with and trains all new staff.
  - The Ecosystem Stewardship Administrator meets with individual departments to discuss how the Sustainability Plan relates to their work.
- Provide annual update to Town Council on Sustainability Plan Progress
  - Staff has provided an annual update to Town Council each year since the Sustainability Plan was accepted.

<u>Strategies:</u>

Of the 88 strategies intended to be completed by 2030, 34 (39%) were included in the Two-Year Implementation Plan that was accepted with the Sustainability Plan. Strategies in the Two-Year Implementation Plan were intended to be started within two years, but not all were intended to be completed within that timeline. This report focuses on the strategies in the Two-Year Implementation Plan plus additional strategies towards which progress has been made. Progress towards strategies is recorded as Completed, Continuous, Planning, In Progress, or Not Started. "Continuous" strategies are those that have been met but require actions year-over-year to maintain. Percentages are based on the full 88 strategies with 2030 targets. Strategies that are not started are included in the percentages but are not listed unless they were included in the Two-Year Implementation Plan.

In Fiscal Year 2025, four strategies were completed or are continuous (4.5%):

- Apply for International Dark Sky Community certification

- Implement Pay As You Throw Pricing for residential trash
- Commit to quarterly communications with the public
- Continue to purchase 100% Green Power for municipal operations

In Fiscal Year 2026, an additional eight strategies were completed or are continuous (9%)

- Convert Town-owned trash receptacles to bear-resistant ones
- Create a model native plant or pollinator garden on Town property
- Create an Eco-Stewards program
- Complete Local Government Operations (LGO) and Community Greenhouse Gas (GHG) Inventories
- Create or improve LGO and Community GHG emissions data collection
- Implement a water conservation campaign
- Incentivize and encourage water conservation and efficiency
- Create a drought management plan

A total of 12 strategies (13.6%) have been completed or are continuous. Strategies related to implementing a water conservation campaign, incentivizing water conservation and efficiency, and creating a drought management plan, our irrigation ordinance, were spurred by the emergency irrigation restrictions enacted in the summer of 2025. While these strategies are considered “complete”, work will continue in future years.

Of the 25 municipal strategies, four are completed or continuous (16%), 10 are in progress (40%), two are in planning phases (8%), and nine have not been started (36%).

Of the 68 community strategies that are intended to be completed by 2030 or are already underway, eight are completed or continuous (12%), 16 are in progress (24%), eight are in the planning phase (12%), and 36 are not started (53%). Of those, only four were included in the Two-Year Implementation Plan. The others were not anticipated to begin until FY27 or later. An additional 12 strategies have long timeframes extending to 2035 and are not included in this report.

The proposed Natural Resource Overlay (NRO) amendments to the Town’s Land Development Regulations (LDRs) prohibit snow storage near bodies of water, provide greater protection for riparian zones and focal species, improve wildlife permeability, and protect wildlife movement corridors. If approved, five in-progress strategies will be marked completed or continuous.

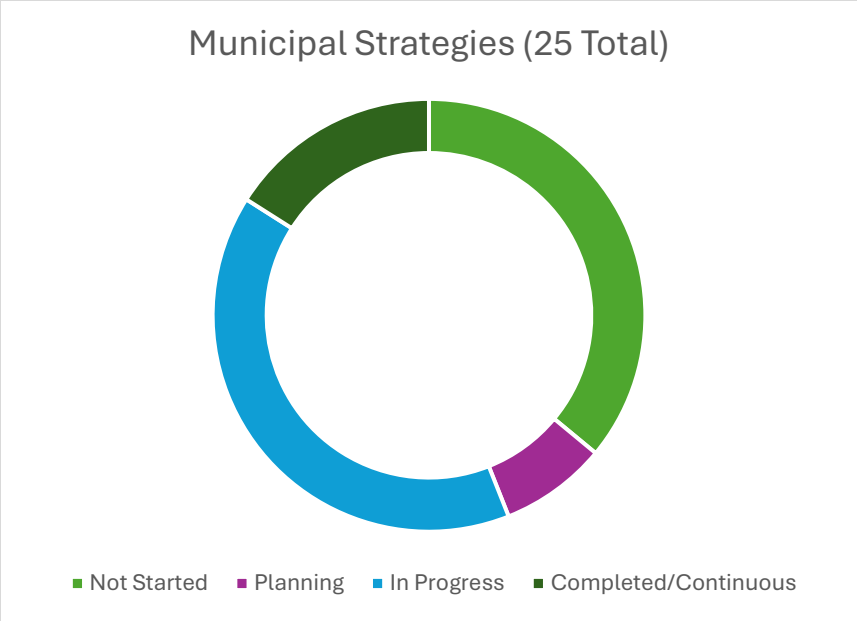


Figure 3: Municipal Strategy Status

Figure 4: Community Strategy Status

More detailed updates on strategy implementation are included in the charts below. Progress on all strategies that are included in the Two-Year Implementation Plan are included in the chart, along with strategies that have been started that were not in the Two-Year Implementation Plan. For brevity, strategies that have not been started and were not included in the Two-Year Implementation Plan are not included in this update.

Table 1: Municipal Strategies

Area of Focus	Strategy	Status Update
Energy	Continue to purchase 100% Green Power	**Continuous.** The Town continues to purchase Green Power.
	Increase percentage of energy from renewable energy sources	**Planning.** Adding solar to the CORE maintenance facility is budgeted for FY27.
Nature-Based Solutions	Create an Eco-Stewards program	**Complete.** The Karns Ambassador Program was launched on Earth Day, April 22, 2026. 8 volunteer dates are scheduled in 2026.
	Create model native plant or pollinator garden on Town property	**Complete.** A native plant garden has been planted at the GLS building. More model gardens are being planned for future years.
The Built Environment	Convert Town-owned trash receptacles to bear-resistant ones	**Complete.** Town upgraded cans in 2025. START bus and Parks and Recreation upgraded cans in 2026.
	Convert Town-owned lighting to dark sky-compliant lighting	**In Progress.** Funding from the Travel and Tourism Board is supporting progress.
	Reduce GHG emissions from Town operations	**In Progress.** Energy efficiency improvements have begun.
	Reduce GHG emissions from Town-owned buildings leased to others	**In Progress.** Efficiency upgrades are made in staff housing units between renters.
	Build for the Future	**Planning.** Engineering staff are taking ENVISION certification coursework.
Mobility	Improve fuel efficiency in Town fleets	**In Progress**. The Town improves fleet efficiency with each fleet purchase.
	Increase use of alternative fuels	**In Progress.** A renewable Diesel pilot program is underway.
	Reduce barriers to commute alternatives and incentivize active transit and ridesharing	**In Progress.** An active transit incentive program was created for summer 2026.
	Implement a vehicle purchasing policy	**Not Started.** Recommend for FY27.
Healthy Watershed	Improve efficiency of faucets, irrigation systems, and practices on Town property	**In Progress.** Irrigation improvements for all Town properties are budgeted for FY27.
	Improve leak detection system	**In Progress.** The Town's leak detection system is identifying where to focus.
Circularity	Digitize paperwork, incentivize workplace recycling, and model zero waste events	**In Progress.** Staff timesheets are digitized; workplace compost grew; we use reusable dishware and napkins at Town events.
	Pair recycling bins with public trash bins	**In Progress**. Increased from 33% to 52% in 2025. Planning 22 more recycling bins.

Table 2: Community Strategies

Area of Focus	Strategy	Status Update
Energy	Support the development of community renewable energy projects	**Planning.** Council approved SPET disbursements for the ECW community solar project.
	Incentivize electric vehicle charging during off-peak hours	**In Progress.** Fees implemented at Level 3 stations July 1, 2026.
Nature-Based Solutions	Engage community in pollinator protection	**Planning**. 2026 summer intern is working on pollinator protection.
	Protect riparian zones and other sensitive natural areas	**In Progress.** NRO updates will improve regulations in buffer zones.
	Strengthen protections for keystone and focal species	**In Progress.** NRO updates will strengthen protections for focal species.
	Incentivize or require landscaping with native plants	**In Progress.** Water conservation education encourages native plants.
The Built Environment	Apply for International Dark Sky Community certification	**Completed**. Certification received April 11, 2025.
	Educate, encourage, and incentivize conversion of non-compliant lighting to dark sky lighting	**In Progress.** Education initiatives led by Wyoming Stargazing.
	Review LDRs to address wildlife permeability and climate mitigation, adaptation, and resilience	**In Progress.** NRO updates will improve wildlife permeability.
	Expand Bear Conflict Zone to the entire town	**In Progress.** Town Council has approved two expansions of the Bear Conflict Zone.
	Protect highly used wildlife corridors from development	**In Progress.** NRO updates protect the most used wildlife corridors.
	Commit to reviewing and adopting the latest International Energy Conservation Code within one year of their release	**Planning.** Postponed from 2025. On "Plug & Play" list to go before Council.
	Adopt a voluntary energy conservation stretch code	**Planning.** Town staff have been participating in a voluntary stretch code development program.
	Develop strategies to reduce energy used to heat outdoor spaces	**Not Started**. Recommend for 2027.
	Encourage or require smaller, more energy-efficient buildings	**Not Started.** Recommend for 2027.
	Update parking management program downtown	**In Progress.** Parking garage overnight fees were implemented, intersection daylighting is being implemented. Additional work is still needed.

Mobility	Prioritize access to multi-modal mobility when considering new housing developments	**In Progress.** Staff presented to Council on June 1, 2026, on the potential to use traffic impact analysis and travel demand management to streamline expectations for all development.
	Implement Travel Demand Management strategies and programs in the Integrated Transportation Plan	**In Progress**. Transportation Manager Charlotte Frei is working to fill the Transportation Planner role to continue this work.
	Plan for an electric future	**In Progress.** DOT grant funding will support EV charging expansion.
	Expand Park and Ride facilities and mobility hubs	**Planning.** Transportation Manager Charlotte Frei is leading this initiative, which will support more seamless mobility across Town through convenient hubs. A 2025 grant application was not successful. Staff continues to seek funding opportunities.
	Pilot community-wide carshare and bikeshare program with low-emission vehicles	**Planning.** Transportation Manager Charlotte Frei is developing implementation options and has been communicating with the Travel and Tourism Board about carsharing to support the hospitality workforce.
Healthy Watershed	Implement a water conservation campaign	**Continuous**. A stronger campaign was launched in the spring of 2026.
	Incentivize and encourage water conservation and efficiency	**Continuous.** The Teton Conservation District is providing a cost share for irrigation audits and upgrades.
	Create drought management plan	**Complete.** Irrigation ordinance was approved by Council in spring of 2026.
	Prohibit snow storage near bodies of water	**In Progress.** NRO updates will prohibit snow storage in the buffer zone.
	Support efforts to ensure adequate, consistent, and reliable flow from the Jackson Lake Dam	**In Progress**. Council supported grant writing to fund the Snake River Headwaters Watershed Group.
	Address large sources of sedimentation entering Flat Creek	**Planning.** Strategic Stormwater Prevention Plan was completed and approved by Council in December of 2025. Funding discussion is delayed.
	Implement an emerging pollutant education campaign	**Planning**. Conducted PFAS testing spring/summer 2025 to gather data.

Circularity	Implement Pay-As-You-Throw pricing	**Completed**. Approved in December 2024. Started August 1, 2025.
	Update events form to encourage or require waste reduction or recycling	**In Progress.** Some changes were made. Discussions continue.
	Require commercial recycling of beverage containers for alcohol beverage service permit holders	**Not Started.** Recommend postponing or considering different pathway to increase container recycling.
	Require reusable food ware for dine-in experiences, prohibit food ware containing expanded polystyrene or PFAS, and require provision of accessories only upon request	**Not Started**. Recommend for 2027.
Accountability	Commit to quarterly communications with the public	**Continuous.** Accomplished during first year
	Complete a Local Government Operations and Community-wide GHG Inventory within one-year of adoption	**Complete**. Inventory completed by Lotus in FY26.
	Create or improve LGO and community-wide GHG emissions data collection	**Complete**. Inventory completed by Lotus in FY26.
	Create a publicly accessible dashboard for tracking progress towards goals	**In progress.** Contract with Verdis Group approved June 1, 2026.

Two-Year Implementation Plan

The Two-Year Implementation Plan is structured to initiate the necessary actions for our community to achieve its goals and targets. This plan encompasses all strategies slated for immediate implementation. Although we will begin making progress on some longer-term strategies during the first two years, this document includes only those with significant work already budgeted or approved.

Cost Estimates

The cost estimates provided cover upfront capital costs, staff time, and any ongoing expenses through 2030, categorized as follows:

Small Costs ($): Less than $100,000
Medium Costs ($$): Between $100,000 and $1,000,000.
Large Costs ($$$): Exceeding $1,000,000.

These estimates exclude potential funding sources that could mitigate overall costs. The federal Inflation Reduction Act now offers a Direct Pay option for local governments, potentially providing rebates of up to 40% for renewable energy projects, electric vehicles, and electric vehicle charging infrastructure.

Financial and Community Benefits

Strategies that offer direct cost savings or revenue-generating potential for the Town of Jackson, Teton County, local businesses, or individuals are highlighted in green. While the simple payback period varies depending on the strategy and is not specified in this chart, the indirect benefits—such as improved community health, economic growth, and environmental sustainability—are equally significant, although harder to quantify.

This plan is a foundational step towards a sustainable future, ensuring our community is well-prepared to meet its long-term objectives efficiently and effectively.

Community Strategies

Green $ indicates long term cost savings

Status	Area of Focus	Strategy	Departments/Partners	Cost
In progress	The Built Environment	Apply for International Dark Sky Community certification	Teton County, Wyoming Stargazing	$
In progress	Mobility	Implement Travel Demand Management strategies and programs in the Integrated Transportation Plan	Regional Transportation Planning Administrator	$$
In progress	Healthy Watershed	Implement a water conservation campaign	Administration, Community Partners	$
In progress	Circularity	Update events form to encourage or require waste reduction and recycling	Communications and Strategic Initiatives	$
In progress	Accountability	Commit to quarterly communications with the public	Communications and Strategic Initiatives, Administration	$
Prioritized for 2024	Circularity	Implement Pay-As-You-Throw Pricing	Administration, Teton County ISWR	$
Prioritized for 2024	Circularity	Require commercial recycling of beverage containers for alcoholic beverage service permit holders	Administration, Teton County ISWR	$
Budgeted for Fiscal Year 2025	Accountability	Complete a Local Government Operations (LGO) and Community-wide GHG inventories within one year of adoption	Administration	$
Budgeted for Fiscal Year 2025	Accountability	Create or improve LGO and community-wide GHG emissions data collection	Administration	$
Awaiting approval	Energy	Support the development of community renewable energy projects	Energy Conservation Works	$$$
Awaiting approval	Mobility	Pilot community-wide carshare and bikeshare program with low-emission vehicles	Regional Transportation Planning Administrator	$$
2025	The Built Environment	Commit to reviewing and adopting the latest International Energy Conservation Codes (IECC) within one year of their release	Planning and Building	$
2025	The Built Environment	Encourage or require smaller, more energy-efficient buildings	Planning and Building, Administration	$
2025	The Built Environment	Develop strategies to reduce energy used to heat outdoor spaces	Planning and Building, Administration	$
2025	Mobility	Update parking management program downtown	Regional Transportation Planning Administrator	$$
2025	Mobility	Prioritize access to multi-modal mobility when considering new housing developments	Administration, Teton County Housing Authority	$
2025	Healthy Watershed	Implement an emerging pollutant education campaign	Administration, Community Partners	$
2025	Accountability	Create a publicly accessible dashboard for tracking progress towards goals	Administration	$$
2026	Circularity	Require reusable foodware for dine-in experiences, prohibit foodware containing expanded polystyrene or PFAS, and require provision of accessories only upon request	Administration, Teton County ISWR	$
2026	Nature-based solutions	Engage community in pollinator protection	Administration/Community Partners	$

Municipal Strategies

Green $ indicates long term cost savings

Status	Area of Focus	Strategy	Departments/Partners	Cost
Ongoing	Energy	Continue to purchase 100% Green Power	Finance	$$
In progress	The Built Environment	Convert Town-owned trash receptacles to bear-resistant ones	Administration, Public Works, Parks & Rec, Transit	**$$**
In progress	Circularity	Digitize paperwork, incentivize workplace recycling, and model zero waste events	Internal Services, Administration, Communications and Strategic Initiatives, Information Technology	**$$**
In progress	Healthy Watershed	Improve efficiency of faucets, irrigation systems, and practices on Town properties	Public Works, Parks & Rec	**$**
In progress	The Built Environment	Reduce GHG emissions from Town operations	Public Works, Administration	**$$$**
Pilot in 2024	Mobility	Improve fuel efficiency in Town fleets	Public Works, Administration, Transit	**$**
Pilot in 2024	Mobility	Increase use of alternative fuels	Public Works, Administration, Transit	$
Start in 2024	The Built Environment	Convert Town-owned lighting to dark-sky compliant lighting	Public Works, Administration	$$$
2025	Mobility	Implement a vehicle purchasing policy	Administration, Public Works	$
2025	Nature-based solutions	Create model native plant or pollinator garden on Town property	Administration, Parks & Rec, Teton Conservation District	$
Start in 2025	The Built Environment	Reduce GHG emissions from Town-owned buildings leased to others	Public Works, Administration	**$**
Start in 2025	The Built Environment	Build for the future	Public Works	**$**
2026	Circularity	Pair recycling bins with public trash bins	Administration, Public Works, Transit, Parks & Rec	**$$**
Start in 2026	Energy	Increase percentage of energy from renewable energy sources	Public Works, Administration	**$$$**

STAFF REPORT

Meeting Date:	July 20, 2026	**Meeting Title:**	Workshop
Submitting Department:	Administration	**Presenter:**	Tanya Anderson and Audrey Jones
Agenda Item:	Pollinator Protection	**Public Comment:**	Yes

Purpose or Policy Considerations.
The purpose of this item is for the Council to consider undertaking a pollinator protection program.

Recommendations.
Staff recommend:

1) Modeling pollinator-supporting practices on Town property and using them to launch community education efforts including informational signage and events,
2) Leveraging partnerships with organizations already working on pollinator protection, and
3) Pursuing a Bee City USA Certification.

Background.
Pollinators and Municipal Code
During the Town Workshop on February 26, 2024, staff presented "Municipal Code Update: Title 7, animals". Councilors discussed allowing honeybee keeping within the Town. During this Workshop, Councilors noted the connection between honeybees (*Apis mellifera*) and native species in the area. Honeybees have been known to outcompete native bees for resources due to their generalist tendencies. This means that native pollinators, which are adapted to pollinate specific plants, may not have adequate food sources if honeybees, which pollinate many types of plants, get to them first. At the same time, honeybees do not pollinate native plants as effectively as native pollinators. This could lead to a decline in the reproduction of native plants, which benefit other wildlife. Councilors voted against allowing beekeeping within the Town limits due to concerns about apiaries, or the locations where colonies of honeybees are kept and managed, attracting bears. Much of the public comment at this workshop was over concerns for the health of native pollinators in Jackson and the global native pollinator decline. Councilors expressed interest in supporting native pollinators in a natural way by limiting herbicide and pesticide use as an alternative. At the Town Workshop on October 21, 2024, the idea was revisited. Council also prioritized it at the 2026 annual retreat as an item on the plug-and-play list for staff to bring forward when time allowed. The Administration Department has an Ecosystem Stewardship Intern supporting pollinator protection, which has added to staff's capacity. Staff recommend a more holistic approach to Council's interest in preserving our native pollinators without disrupting important weed and pest control methods.

What is Jackson currently doing?
The Town of Jackson Sustainability Plan includes goals to increase the proportion of landscaping with native plants, and to support healthy populations of keystone species, focal species and minifauna. Keystone species are species that have a disproportionately large impact on their natural environment, such that their removal from an ecosystem triggers dramatic and often catastrophic change. Focal species refer to the 17 species that were selected by Teton County for their Focal Species Habitat Mapping report as good indicators of ecosystem health. Minifauna are small, visible animals such as insects. Associated targets include having a model native plant or pollinator garden on Town property, creating an Eco-Stewards program and having at least two engagement events annually, and attaining a Bee City USA Certification. The pollinator protection strategies

outlined in this report will help the Town meet these goals and targets. To date the Town has initiated the following actions towards meeting these goals:

1. Two small native plant gardens have been planted on Town property near the alley behind the Geittmann Larson Smith LLC (GLS) building at 155 E Pearl Avenue this summer. Pollinator-friendly gardens can be improved, expanded, and added to other Town properties in the future. Pollinator gardens increase the suitable habitat available to native pollinators.
2. The Town of Jackson maintains Trout Friendly Lawns at Town Hall, Murie Park, Mike Yokel Park, the Si Ferrin Building, and Town Square, and helps advertise the program to residents. The Trout Friendly Lawn Program indirectly benefits pollinators by encouraging appropriate and minimal use of herbicides and pesticides and landscaping with native plants.
3. Managing lands through appropriate treatment and removal of invasive plant species helps restore beneficial native plants to the landscape. The Town works with Teton County Weed and Pest (TCWP) to treat invasive species on Town property. This summer, staff launched an Eco-Stewards program, focusing primarily on the Karns Ambassador Program and volunteer projects on shared land at the base of Snow King Resort. The Town has hosted five events so far this summer, engaging volunteers in the mechanical removal of invasive plants in Karns Meadow. Town staff have also partnered with the Bridger-Teton National Forest and Snow King Resort to recruit 70 high school volunteers and chaperones, including Jackson Hole Ski and Snowboard Club participants, over two dates to mechanically remove invasive weeds at Snow King Resort and Town-owned properties at the base. Removing weeds without the use of herbicides is appropriate on small parcels when manual labor is available. It reduces the use of chemical treatments and encourages community stewardship of our shared resources. In the future, volunteers could also replant denuded areas with native plants that benefit pollinators.

In addition to the Town's efforts, the Teton Conservation District (TCD) hosts a bulk purchase of native plants each spring and manages the Trout Friendly Lawns Program. Teton Botanical Gardens supports the use of native plants in landscaping and habitat restoration. Pollinator Pathways of the Tetons is a newly formed nonprofit that promotes native plants and pollinators.

<u>Pollinator protection</u>

The term "native pollinators" encompasses not only native bees such as bumblebees and carpenter bees, but also includes butterflies, hummingbirds, moths, flies, wasps, beetles, and more. There are currently between 700-800 species of native bees in Wyoming (Collins, 2022). These numbers are declining due to a combination of habitat loss, improper or excessive pesticide and herbicide use, disease, and climate change (Potts et al., 2010; Brunet & Fragoso, 2024). According to the 2025 Bumblebee Atlas, an initiative by the Xerces Society, there was only one bumblebee observed within the Town of Jackson that year. This number only shows presence and does not prove absence, as we do not know how many people participated. However, it is consistent with informal observations of few bumblebees observed in the Town. Urban environments can harm native pollinator populations in several ways. Urbanization can decrease the amount of habitat available for native pollinators by replacing natural landscapes with impervious surfaces such as roads and sidewalks (Liang et al., 2023). However, incorporating native pollinator gardens within these urban environments to supply floral resources to native pollinators can create unique and highly supportive habitats (Baldock, 2020). Pollinator gardens installed in urban areas have also been found to attract the highest diversity of pollinators when they contain a higher ratio of native plants (Fukase, 2016). Native bees are more morphologically suited to pollinate native plants due to their evolutionary adaptations, making native bee species a keystone species in the

ecosystem. Without these native pollinators, most flowering plants and crops would not survive. This would significantly impact the ecology of the Greater Yellowstone Ecosystem.

Staff looked into native pollinator protection strategies provided by the Xerces Society and determined the following strategies to be the most appropriate for consideration in our community:

1. Encouraging appropriate herbicide and pesticide use and manual control over weeds and non-native plants when possible,
2. Creating diverse "pathways", or interspersed gardens, of native flowering plants in areas of Town dominated by impervious surfaces (roads and sidewalks) to serve as food sources that support native pollinators in town,
3. Improving public education and awareness of native pollinators.

What are other communities doing?

Location	**Actions taken**	**How can this be applied to Jackson?**
City of Boulder	Pollinator Pathways (corridors of diverse plants that foster biodiversity for native pollinators) and limiting pesticide and herbicide use.	Create pollinator pathways with high native plant diversity throughout Town.
Toronto	Increase pollinator-friendly native plants, "pollinator patches" in urban agriculture sites, adjust city landscaping practices to benefit pollinators, enhance unused city land, partner with Master Gardeners and landscaping programs to install pollinator-friendly areas, partner with local plant nurseries to provide access to native plants, support university and citizen science pollinator research, make education and resources accessible to the public about native pollinator protection, and celebrate and recognize efforts towards goals.	Use Toronto's program as a blueprint to make pollinator education more accessible to the community. Recognize efforts and celebrate those helping native pollinators as an incentive to continue making progress.
Southeast Idaho	Portneuf Pollinator Partnership—a stewardship program to enhance pollinator habitats in and around the Portneuf River corridor. The mission is "to increase pollinator habitat and native species of the Portneuf Valley through education, demonstration gardens, community involvement, and collaboration between various civic organizations that understand the vital nature of pollinator habitat." They've also incorporated an iNaturalist project into the work to allow for community participation in the research.	Create demonstration gardens to lead by example. Use iNaturalist programs such as a bioblitz to get the community involved and aware of pollinator protection.
Gallatin County, Montana	Pollinator Initiative program for residents to receive free seed to create pollinator plots from a small backyard plot all the way up to 2,500 square feet.	Direct people to Teton Conservation District (TCD) for support in incorporating native plants into their lawns and gardens (general support, free walk-and-talk, native plant bulk sale, limited grant funding).

Bee City USA Certification

Bee City USA was founded in Asheville, North Carolina in 2012 by Phyllis Stiles, and it an initiative of the Xerces Society for Invertebrate Conservation. It is "a certification program that recognizes, supports, and encourages pollinator conservation in cities, towns, townships, and counties." Bee City USA supplies direct access to professionals in pollinator conservation and access to resources from the Xerces Society. This access gives communities a wider range of resources to increase native pollinator protections and support their populations year-round. The program also supplies branding material and training opportunities, such as workshops and webinars, and outreach kits to support education efforts. Bee City certified communities receive specific recognition on the official Bee City USA website, which enhances public awareness of their efforts and may increase eco-tourism. Bee City also outlines the following benefits to the community of obtaining the certification: ensuring the survival of these vital species, building the community locally and nationally through working with the same commitment, improving local food production, supporting the growth of local businesses that supply native plants and provide pollinator friendly landscaping, addressing pest problems more holistically, and a heightened community awareness of biodiversity (Bee City USA, 2025). The requirements of a Bee City Certification are directly aligned with the goals and strategies within the Town Sustainability Plan, and the Bee City USA organization would provide resources to support implementation of them. Education and outreach to the public on native pollinators is the biggest area currently being overlooked. With a Bee City certification, the resources to enhance this would be far more accessible and create a more open pathway for the public to be able to apply this information to their own efforts.

The requirements to qualify for a Bee City USA certification are as follows:

1. Celebration: Host at least one educational event or pollinator habitat planting/ restoration event annually.
    - This could be an existing event such as the Eco-Fair, or a part of the Karns Ambassador program. It could also be a standalone event.
2. Publicity & Information: Install and maintain at least one authorized BEE CITY USA street sign in a prominent location, and create and maintain a webpage on the Town website which includes, a copy of the resolution discussed below and links to the national website; contact information for your BEE CITY Liaison and Committee; reports of the pollinator-friendly activities the community has accomplished the previous year(s); and your recommended native plant species list and integrated pest management plan.
    - This could be added to the Ecosystem Stewardship and Sustainability Plan webpages.
3. Habitat: Develop and implement a program to create or expand pollinator-friendly habitat on public and private land, which includes, but is not limited to, inventorying Town property that can be enhanced with pollinator-friendly plantings; creating a recommended native plant list and list of local suppliers; and, tracking annual area of pollinator habitat created or enhanced.
    - Two small native plant gardens have been installed this summer. Summer interns can inventory Town property for other suitable locations and create a plan for future plantings. This can be tracked in the Sustainability Plan Dashboard. The Teton Conservation District has a recommended native plant list and other resources.
4. Pollinator-Friendly Pest Management: Create and adopt an integrated pest management (IPM) plan designed to prevent pest problems, reduce pesticide use, and expand the use of non-chemical pest management methods.
    - Teton County Weed & Pest utilizes Integrated Pest Management in all of their work. However, to maintain the ability to incorporate the latest science, they do not have a written document

outlining their practices. To meet this requirement, the Town would need to draft a plan for the management of Town-owned properties and review it regularly to ensure adherence to the best scientific practices for pest management. Ecosystem Stewardship staff would need to work with relevant departments, including Parks and Recreation, to determine what is appropriate on different Town properties.

5. Policy & Plans: Establish a policy within an existing plan or code to acknowledge and commit to the BEE CITY USA designation, review the Sustainability Plan, Comprehensive Plan, and other relevant documents to consider improvements to pest management practices as they relate to pollinator conservation, identify appropriate locations for pollinator-friendly plantings, and consider other appropriate measures.
    - This would require developing a new policy. Pollinators can be considered when existing plans are updated, such as the Comprehensive Plan and the Sustainability Plan. Ecosystem Stewardship staff can identify appropriate locations for pollinator-friendly plantings.
6. Renewal: After completing the first calendar year as a BEE CITY USA affiliate, each February, apply for renewal of the Town's designation following the format provided, including a report of the previous year's activities, and paying the renewal fee based on population (currently $200).

To fulfill these requirements, the Town would need to:

1. Form a committee consisting of a mix of volunteers and city staff, including at least one park or groundskeeping staff. Meetings must be regular and open to the public.
2. Assign facilitation to a local government body or non-profit organization
3. Designate a local government department as a sponsor and an employee from that department as the Bee City USA committee liaison to facilitate communications between the Town, staff and Council, and the Bee City USA committee.
4. Complete the online application form.
5. Complete the draft Bee City USA resolution.
6. Submit the application and resolution to your local government for approval.
7. Submit our adopted resolution and pay the application fee ($200 based on population)

Analysis & Key Questions.

1- Model initiatives for pollinator protection within the Town along with educational signage conveying the efforts and goals:

Increasing the abundancy of native plants throughout the Town is one way to support pollinators. This strategy is already in motion with the implementation of two small native pollinator garden plots on Town land. One of these is against the alley behind 155 E Pearl Avenue, and the other is the small plot between the Si Ferrin building and the Bunkhouse across from Town Hall. In future years, more unused and degraded plots can be transformed to beneficial plants that support native pollinators. Replacing sections of turf grass (lawns) or ornamental plants with native plants on Town properties will also help support pollinators. Including signage will draw attention to these efforts and serve as a method of community education.

Key question #1: Does Council support staff's recommendation to continue expanding native plant gardens on Town property, converting non-native plants to native plants, and adding signage to increase education about these efforts?

Staff Recommendation: Staff recommend leading by example by supporting pollinators on our own properties and educating the public about these efforts.

2- Leverage partnerships with local organizations:
There is already valuable work being done in pollinator conservation in Jackson. For example, Teton Conservation District provides agricultural and residential Conservation Planting Programs that provide support and a cost-share for residents who improve their properties with native plants. They also run the annual native plant sale, which makes native plants cheaper and more accessible to residents, helping to increase habitat and resources for native pollinators. Pollinator Pathways of the Tetons is a new nonprofit organization based on a nationwide initiative to encourage native plant gardens. They support pollinator well-being while educating the community on native plants, protecting nesting areas, and minimizing the use of pesticides when possible. Teton Botanical Gardens supports the use of native plants in landscaping and habitat restoration and manages several native plant gardens in Town. By partnering further with these organizations, we gain the ability to increase support for their efforts and increase public outreach. The Town can provide support by participating in events, using our public platform to spread the word about important actions, and expanding existing events and resources to a larger audience.

Key question #2: Does council agree with staff's recommendation to leverage partnerships with local organizations already participating in pollinator conservation efforts as a valuable next action in advancing Town protection of native pollinators?

Staff Recommendation: Staff recommend improving and expanding partnerships with organizations such as Teton Conservation District, Teton Botanical Gardens, and Pollinator Pathways.

3-Obtaining a Bee City USA Certification:
Bee City USA is a successful organization promoting pollinator protection. It provides structure and resources to guide the Town through the actions we have identified as the most impactful ways to support pollinators. Attaining a Bee City USA credential would also increase recognition of Town sustainability efforts while supporting native pollinators. The requirements are relatively simple to implement, and the Town is already fulfilling many of them. Staff recommends pursuing this certification as a way to not only accomplish the goals in our Sustainability Plan, but also to increase recognition of the Town's ecosystem stewardship initiatives.

Pros	Cons
• Guidance through actions that will result in increased pollinator protection • More recognition for Town efforts with sustainability • More access to resources for pollinator protection • Access to regionally accurate educational materials	• Annual renewal fee of $200 • Some ongoing effort for staff to maintain certification year after year • Participation in a committee will take staff time • Adopting a resolution and an Integrated Pest Management Plan will take some staff time initially

Key question #3: Does Council agree with staff's recommendation to pursue a Bee City USA certification as an efficient and effective way to increase awareness and efforts towards conservation of native pollinators?

Staff Recommendation: Staff recommend pursuing a Bee City USA certification as a pathway to increase pollinator protection at the Town level.

Possible Alternatives.

1. Council could vote to take no further action towards pollinator protection.
2. Council could vote to move forward with recommendation #1 and/or recommendation #2 without pursuing a Bee City USA certification.
3. Council could direct staff to take a different pollinator protection strategy not discussed in this staff report. This could include partnering with a local organization to increase citizen science engagement or doing a Town-wide bioblitz to increase community involvement and awareness of native pollinators in the Town.

Comprehensive Plan & Priority Alignment.

Jackson-Teton County Comprehensive Plan

- Principle 1.1: Maintain healthy populations of all native species.
    - Policy 1.1.b: Protect wildlife from the impacts of development
    - Policy 1.1.i: Protect against and mitigate for invasive and nonnative species
- Principle 2.2: Reduce greenhouse gas emissions through land management
- Principle 2.5: Reduce greenhouse gas emissions through waste management and water conservation
    - Policy 2.5.a: Encourage water conservation

Town Sustainability Plan

- Goals: Increase the proportion of landscaping with native plants
- Goal: Support healthy populations of keystone species, focal species and minifauna
- Target: Attain Bee City USA certification
- Municipal Target: There is a native plant or pollinator garden on Town property
- Strategy: Engage community in pollinator protection
- Strategy: Incentivize or require landscaping with native plants
- Municipal Strategy: Create model native plant or pollinator garden on Town property

Fiscal Impact.

In order to renew the Bee City USA certification, a $200 annual fee is required for towns with populations between 10,000 to 24,999 people. Staff recommend an annual budget of $1000-$2000 to be used for informational signage, educational materials, and events. The cost of additional native plants for Town gardens is dependent upon the type and number of native plants to be integrated. Staff will include line items for native plant projects annually with approval of the Town's budget.

Staff Impact.

If the Council supports pursuing a Bee City USA certification, staff will need to establish a committee or include Bee City responsibilities within an existing committee. Bee City USA recommends that the committee contain at least one park/grounds/landscape staffer and be managed by the affiliate (the Town). The Ecosystem Stewardship Division would serve as the sponsor for the certification, and the Ecosystem Stewardship Administrator would serve as the Bee City USA committee liaison and would facilitate communications between the city, the city staff and elected body, and the Bee City USA committee. Staff estimate this would take no more

than 40 hours per year and would not have a significant impact on other priorities. Staff estimate education and events will take an additional 24 hours annually. The initial time needed to create policies and resolutions will take an estimated 60 hours of staff time, some of which can be completed by interns.

Attachments or Links.
Bibliography
2025 Bumblebee Atlas Map

Suggested Motion.
I move to direct staff to:

1. Model pollinator-supporting practices on Town property and launch community education efforts through informational signage and events.
2. Leverage partnerships with community organizations already working on pollinator protection.
3. Pursue a Bee City USA certification.

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STAFF REPORT

Meeting Date:	July 20, 2026	**Meeting Title:**	Workshop
Submitting Department:	Transportation - Pathways Division	**Presenter:**	Brian Schilling
Agenda Item:	Overview of the Draft Community Streets Plan and Draft Transportation Engineering Design Manual	**Public Comment:**	Yes

Purpose or Policy Considerations.
The purpose of this workshop is to review the **Community Streets Plan** (CSP) and **Transportation Engineering Design Manual** (TED), provide feedback and direction to staff, and identify any major concerns before the plans are brought back for formal adoption in September 2026.

No final decisions are made today. Council's direction from this workshop will shape revisions staff brings back for adoption in September.

Recommendations.
Staff recommends Council review the plans as presented, provide specific feedback and direction on the Key Discussion Topics identified in the Analysis section, and direct staff to incorporate any changes before bringing the plans back for adoption at a September Council meeting.

Background.
The **Community Streets Plan (CSP)** and the **Transportation Engineering Design (TED) Manual** are companion documents that, together, provide a framework for planning, designing, and implementing streets in the Town of Jackson that are safe, context-sensitive, and support the community's long-term transportation vision. They were developed as part of the community-driven Safe Streets for All (SS4A) planning process that looked at projects, programs, and policies to improve safety and mobility on the Town of Jackson and Teton County transportation systems. The overarching purpose of the CSP and TED is to provide an improved mobility network plan and street design toolkit for the Town of Jackson. The Jackson/Teton County Comprehensive Plan Strategy 7.1.S.9 calls for "developing a Community Streets Plan that acts as a guide for the process of developing and retrofitting the street network within the Town of Jackson".

The new CSP also provides an update for the Town's 2015 Community Streets Plan, the document which has provided guidance for street design for the past 10 years but is outdated in its approach and lacks the capacity to serve as a regulatory document. The updated plan builds on the foundation established by the 2015 version by retaining its commitment to complete, context-sensitive streets while incorporating current best practices, updated community priorities, and a stronger emphasis on safety, multimodal mobility, and a comprehensive approach to network planning. Unlike the 2015 plan, which focused on selecting design elements based on travelway needs and neighborhood context, the new CSP introduces a modal overlay framework and street typologies that work in tandem with the Transportation Engineering Design (TED) Manual, creating a clearer distinction between planning policy and detailed engineering guidance.

The CSP is the policy and planning document. It establishes the vision, goals, and framework for creating a transportation system that prioritizes safety, equitable access, environmental stewardship, and multimodal mobility. The CSP recognizes that streets serve different purposes and should be designed accordingly so that a street's design matches its desired function. It introduces street typologies and design elements that help determine how each street should function based on its context and the needs of people walking, bicycling, using transit, driving, and moving goods and services. The CSP can be summarized as a blueprint for designing streets that work for everyone.

The CSP provides staff, developers, and the public a step-by-step process for translating transportation priorities to conceptual street design. It outlines four basic steps for successful street design, beginning by identifying modal

priorities, understanding critical design elements, selecting an appropriate street design type, and then applying detailed engineering guidance.

The TED Manual is the technical companion to the CSP. Its purpose is to translate the policies and street typologies established in the CSP into consistent engineering guidance that can be applied during project development, design, construction, and maintenance. It standardizes the design of street elements, including travel lanes, sidewalks, bikeways, intersections, transit facilities, and traffic calming measures, to promote safety, accessibility, operational efficiency, environmental sensitivity, and long-term maintainability. The TED is intended to be used throughout project development so that multimodal concepts are incorporated from the earliest planning stages rather than added later. It builds upon best practices from various national transportation agencies such as AASHTO, FHWA, and NACTO[1] and tailors these guidelines to work in the local context unique to Jackson and Teton County's needs and conditions.

The simplest way to understand how the two documents relate is this: the Community Streets Plan answers "What kind of street network do we want and who does it serve?" The Transportation Engineering Design Manual answers "How do we design and build it?' Table 1 summarizes the distinction.

Table 1 - CSP and TED Summary

Community Streets Plan	**TED Manual**
Establishes the community's vision for aligning the design of a street with its desired function and role in mobility networks.	Provides the engineering standards and design requirements used to implement that vision.
Focuses on transportation outcomes, land use, safety, mobility, and placemaking. Defines mobility networks and street design types.	Focuses on technical design details such as roadway geometry, intersections, sidewalks, bicycle facilities, drainage, utilities, and construction standards.
Answers **"What kind of street network do we want and who does it serve?"**	Answers **"How do we design and build it?"**

Timeline and Project Development

The CSP and TED were funded through a federal Safe Streets and Road for All (SS4A) program grant which provided $600,000 for the development of a Comprehensive Safety Action Plan and the associated CSP and TED. Alta Planning and Design was awarded the contract to oversee the process, which started in December 2023. Over the next 18 months, the project team combined comprehensive public engagement with extensive expert analysis to create the three documents. Public engagement was conducted through a variety of community activities, public meetings, steering committee meetings, stakeholder workshops, open houses, surveys, and targeted outreach. The methods of communication to inform and involve the public included press releases, posters and tabling at events and community centers, newspaper ads, podcast and radio interviews, email lists, individual outreach, and social media. The community engagement is summarized in the attached project development documents.

Key events in the development of the CSP and TED between February 2024 and June 2025 include the following:

Table 2 - SS4A Engagement Events

Engagement Event	**Audience/Event Type**	**Date**
Kick-off Community Survey	Public Outreach	Feb. 26 to May 15, 2024
Project Steering Committee Meeting #1	Project Steering Committee	March 18, 2024
Vision, Goals, and Placemaking Workshop	Stakeholder Workshop	March 20, 2024

[1] AASHTO (American Association of State Highway and Transportation Officials); FWHA (Federal Highway Administration); NACTO (National Association of City Transportation Officials).

Public Open House	Public Outreach	May 7, 2024
Project Steering Committee Meeting #2	Project Steering Committee	August 21, 2024
Mobility Overlay and Street Design Stakeholder Workshop	Stakeholder Workshop	August 22, 2024
Chamber of Commerce Presentation	Targeted Outreach	August 28, 2024
StoryMap #1 and Community Survey	Public Outreach	Oct. 14 to Nov. 21, 2024
Voices JH Open House	Targeted Outreach	October 18, 2024
Project Steering Committee Meeting #3	Project Steering Committee	February 26, 2025
StoryMap #2 and Community Survey	Public Outreach	May 12 to May 29, 2025
Project Steering Committee Meeting #4	Project Steering Committee	May 14, 2025
Public Open House	Public Outreach	May 15, 2025
Conservation Alliance Staff Presentation	Targeted Outreach	May 29, 2025
Internal Staff Review Workshop	Town Staff Outreach	September 17, 2025
Teton Transportation Coalition Presentation	Targeted Outreach	October 9, 2025

The initial events focused on engaging the public to learn more about how people want to move through the community. The project team then analyzed this input and the street network to develop the mobility overlays, strategic corridor maps, and street design elements featured in the CSP and TED. The later engagement events then provided an opportunity to share the results of the early detailed analysis and development work with the community. Throughout the process, the project team documented the community input and analysis work in a series of reports which form the basis for the final CSP and TED documents. These reports are provided as attachments to this staff report.

The first draft of the CSP was released in April 2025 followed by the first draft of the TED in June 2025. Since then, the project team and Town staff have performed extensive review and refinement of the documents in more than a dozen internal meetings and review sessions. The July 2025 administrative draft of the CSP and the October 2025 draft of the TED have been available for viewing on the engagetetonwy.com/safe-streets-for-all webpage for several months. A revised July 2026 draft of the CSP is now available and attached to this staff report. The development process is now in the final sharing and feedback phase before formal adoption.

Community Streets Plan – Overall Framework

The Community Streets Plan is organized into four chapters that outline the progression from a broad transportation and mobility policy vision to a well-defined network of varied street designs that meet the needs of all users.

Table 3 - CSP Chapter Summary

Chapter	Primary Purpose
1. Introduction	Defines the vision, goals, and planning process for creating safer, more people-oriented streets.
2. Mobility Overlays	Establishes priority networks for walking, bicycling, transit, trucks, and motor vehicles, balancing “flow” and “place”.
3. Design Elements	Introduces the individual street components that can be combined to support different modal priorities and contexts.
4. Street Design Types	Combines modal priorities and design elements into eight typical street typologies that serve as templates for future projects and connect directly to the detailed engineering guidance in the TED Manual.

See attachment Appendix A – Community Streets Plan Chapter Summary for an in-depth summary of the purpose and contents of each chapter.

Transportation Engineering Design Manual – Overall Framework

The TED manual is organized around the major components—or **zones**—of a street with additional chapters devoted to intersections, transit, implementation strategies, and maintenance that provide the technical details and standards for translating the vision of the CSP to actual street design and built projects.

Table 4 - TED Manual Chapter Summary

Chapter	Primary Purpose
1. Introduction	Establishes the purpose of the TED Manual, explains how it should be used, and describes its relationship to the Community Streets Plan, Land Development Regulations, and other applicable design standards.
2. Design Needs & Users	Defines the needs of all transportation users and introduces a context-sensitive design approach that right-sizes streets to improve safety, comfort, and accessibility.
3–6. Street Design Zones	Provides engineering guidance for the major components of the public right-of-way, including the Vehicle Zone, Pedestrian/Sidewalk Zone, Bikeway Zone, and Pathways, with recommended dimensions and design criteria for each.
7–10. Multimodal Design Elements	Establishes detailed guidance for designing intersections, pedestrian crossings, bicycle crossings, and transit facilities that safely integrate all transportation modes.
11. Quick-Build Treatments	Describes temporary and phased implementation strategies that allow agencies to rapidly improve safety, evaluate design concepts, and deliver projects incrementally.
12. Maintenance & Operations	Provides guidance for maintaining streets, sidewalks, bikeways, and pathways to ensure long-term safety, functionality, and year-round performance.

See attachment Appendix B – Transportation Engineering Design Manual Chapter Summary for a more detailed summary of each chapter.

Regulatory Structure

One of the most important structural decisions Council will confirm today is how the Community Streets Plan and Transportation Engineering Design Manual are adopted and enforced. The prior Community Streets Plan, adopted in 2015, was never incorporated into the Land Development Regulations. As a result, staff can recommend, but not require, that developers follow it. This has created a consistent gap between what the community's plans call for and what developers are actually obligated to build.

The Planning and Public Works departments agree that both documents should be adopted as appendices to the Land Development Regulations so they become enforceable requirements rather than advisory guidance. This is the key change from the 2015 approach and one of the most significant policy decisions embedded in this workshop.

Analysis & Key Questions.
Before Council reaches the specific Key Discussion Topics, two framing points are important.

First, this workshop is not asking Council to relitigate the Comprehensive Plan vision. The Community Streets Plan is built on the Comprehensive Plan transportation goal that Council and the County Commission affirmed to guide this process at their Joint Meeting on May 6, 2024, "that travel by walking, biking, shared mobility, and transit should be safer and more convenient than travel by single-occupancy vehicle". The Key Questions in this section assume that goal remains Council's direction.

Second, some of the Community Streets Plan recommendations for Street Types in Chapter 4 will look familiar. For example, the Local Street design type already exists across most of Jackson and requires no change. Others will be new or represent a departure from current conditions, such as the Main Street type with traversable medians and raised crossings, or the Multimodal Connector applied to corridors that currently look different. These departures are intentional and reflect the analytical process and public engagement that identified where changes are needed to achieve the community's safety and mobility goals. Any changes Council recommends to the Street Design Types map should receive a similar level of informed analysis, changing one street type on one corridor has implications for the entire network.

Key Discussion Topics and Key Questions
For discussion purposes, Staff have highlighted several points below as Key Discussion Topics. These represent a selection of the CSP recommendations that have a high level of complexity (i.e. no "easy" answer) or are in challenging or potentially controversial locations. This is not an exhaustive list—there are certainly other recommendations that could be discussed in addition to the ones listed here.

Street Design Types Overlay Map

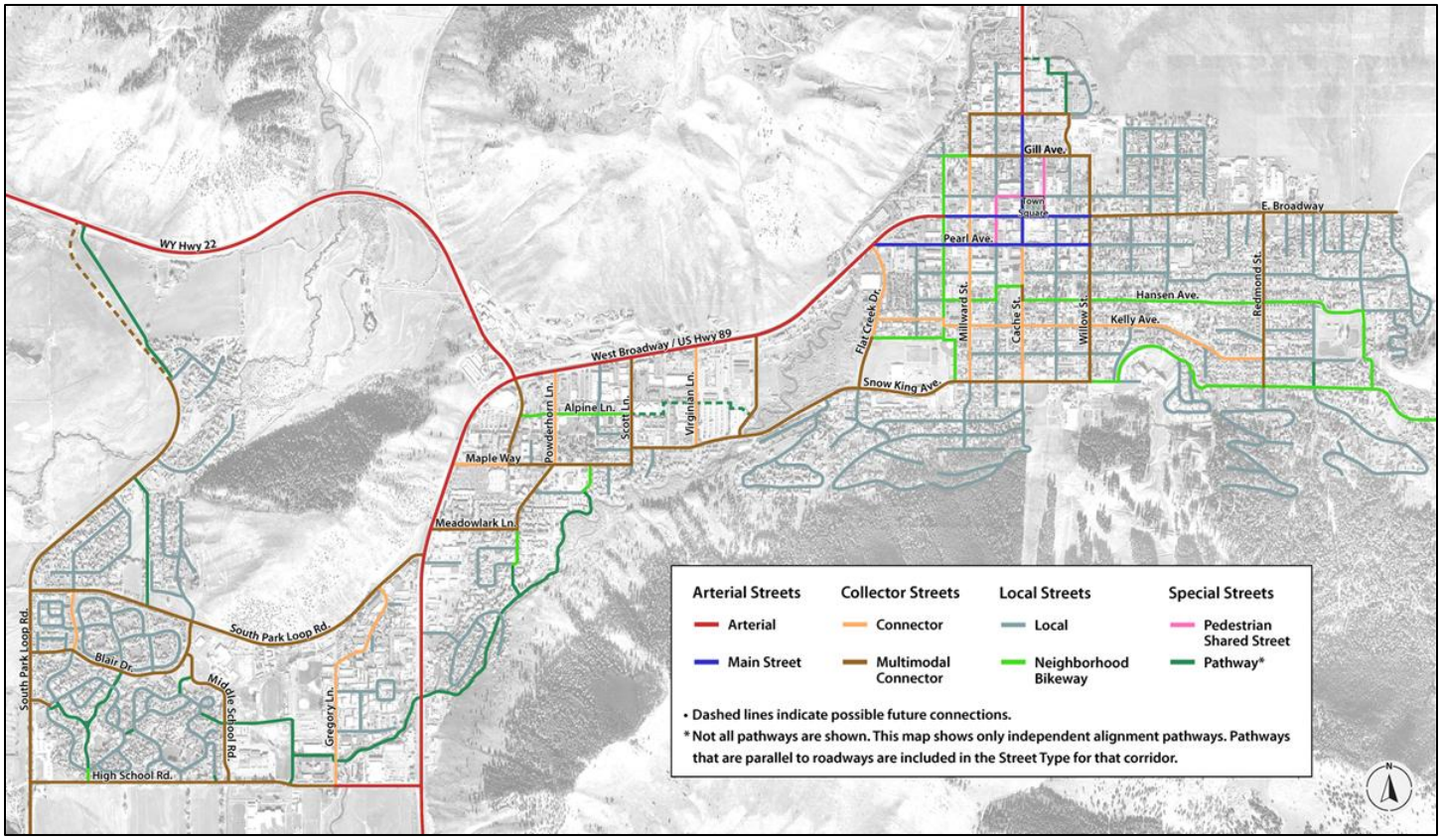

Figure 1- Street Design Types Overlay Map (CSP p. 30)

The Street Design Types Overlay Map depicts how the eight different street types are applied to the Jackson street network. Many of the key questions below reference this map. The Street Design Types are described and shown in Chapter 4 of the CSP, starting on page 29.

Street Design Types

- **Main Street**
  - CSP pages 36-37. Applied on Pearl Avenue from Broadway to Willow, Broadway from Jackson to Willow, and Cache Street from Pearl to Mercill.
  - The Main Street type introduces street design elements that have not been widely used locally, such as a traversable median, raised crossings, and parking bays.
  - Generally, a pedestrian-oriented place with high traffic volume and parking demand.
  - It may have high bike volumes but does not include separated bike facilities.
  - Needs high-level pedestrian facilities and crossings and active management of vehicle speeds.
  - Challenge: the combination of these elements will result in a street layout that is potentially a significant change from the existing form and, in some cases, may reduce space allocated to vehicles in favor of pedestrians.

Key Question - Does Council support the layout and application of the Main Street type on the corridors identified on the Combined Street Design Types map?

Staff recommend yes. The Main Street type is specifically designed for corridors with high pedestrian activity and commercial frontage, which describes Pearl Avenue, Broadway, and Cache Street accurately. The design elements, traversable medians, raised crossings, and parking bays, are standard tools in peer mountain communities and directly address the pedestrian safety and experience goals Council adopted in the transportation vision. Staff acknowledge this will represent a visible change to those corridors and anticipate public discussion, which is why additional outreach is estimated in the Fiscal Impact section.

- **Pedestrian Shared Street**
  - CSP pages 48-49. Applied on Center St., Deloney Ave., and Glenwood St. in the area around the Town Square.
  - Challenge: This proposes a significant change in the traffic use patterns in and around the Town Square, which is a highly sensitive area.
  - The pedestrianization of the Town Square area is a concept that has been talked about in various forms over many years and seems to have high levels of both strong support and vocal resistance. The 2020 Comprehensive Plan explores the Town Square sub-area in detail in the "Illustration of Our Vision" appendix, District 1 section. The Plan states that "future community reinvestment in the district will create great public spaces and amenities for residents and visitors alike," and that "the community should consider the temporary and permanent closure of some streets to vehicles to create a vibrant pedestrian environment."
  - A Pedestrian Shared Street is different than a pedestrian mall in that vehicles are allowed but must operate at very slow speeds. Pedestrians are the primary users.
  - Requires thoughtful design to create a pedestrian-oriented space and "permeability" that invites people to feel comfortable using the entire right of way.

Key Question – Does Council wish to include the Pedestrian Shared Street as an option for future development to support a vibrant pedestrian environment around the Town Square? Are there different options for the same areas that should be considered?

Staff recommend yes, with the important clarification that including this street type in the plan does not implement it, it creates the framework for future projects to use this approach if and when the community chooses to pursue it. The 2020 Comprehensive Plan explicitly envisions this possibility for the Town Square area. Staff recommends including the type in the plan while noting that any specific application would require its own public process and Council action.

- **Neighborhood Bikeway**
  - CSP pages 46-47. Applied on sections of Hansen, Jackson, Karns, Alpine, Cache Creek Dr., and other short segments.
  - Essentially a "Local Street" with enhanced priority for bicyclists and pedestrians. Bikes still share street space with vehicles, but there are enhanced traffic calming and filtering elements to create slower speed, low-volume streets that are suitable for shared use.
  - More basic forms of this street type currently exist (such as Hansen Ave.). The proposed street type adds traffic calming and filtering elements.
  - Challenge: some of the traffic calming and filtering elements may generate resistance from drivers.

Key Question – Is Council comfortable including the additional traffic calming and filtering elements in the Neighborhood Bikeway street type in order to create safer conditions for vulnerable users on low-volume streets?

Staff recommend yes. The traffic calming and filtering elements are what distinguish a Neighborhood Bikeway from an ordinary local street. Without them, the designation is a label without a functional difference. Staff anticipate some resistance from drivers accustomed to cut-through routing on these streets and recommend proactive communication when specific corridors are designed.

- **Multimodal Connector (MMC)**
  - CSP pages 40-41 and 42-43. Applied on Snow King Ave., Willow, E. Broadway, Maple Way, and other major bicycle routes throughout town where it is not safe for pedestrians or bicyclists to share space with vehicles.
  - MMC's are collector streets (carrying higher levels of vehicular traffic) with Major Walkway or Major Bikeway designations. Separated sidewalks and protected (separated) bikeways are required.
  - There are existing examples of MMC's on Snow King Ave. and Willow, although these are currently done through "quick build" treatments with bollards and paint rather than true separated facilities.
  - The CSP proposes expanding the use of the MMC to other corridors because it is an important tool for the safety and overall connectivity of the Bicycle and Pedestrian mobility networks in high traffic corridors.
  - The MMC is also the street type that runs into the most significant spatial challenges. Most rights-of-way in town do not have enough space to accommodate everything that might be desired in the MMC cross section. Because of these spatial challenges, the MMC street type proposes a wider variety of layout options (see insets on p. 41) that all still accomplish the primary goals (vehicle flow and separated bicycle and pedestrian facilities) but allow for flexibility in elevating other secondary goals (e.g. parking, street trees, wider multimodal facilities).
  - In some locations, the spatial challenge is not a significant issue, but in others (such as the northern part of downtown Jackson and in some parts of Midtown) there are likely to be concerns about impacts on existing parking and traffic patterns. This is where it is important to look at the entire street network holistically and bear in mind that there may need to be tradeoffs for which uses are prioritized between individual streets in order to make the whole system work for all users. For example, rather than trying to squeeze in everything on all streets, it may be beneficial to prioritize a protected bike lane and reduce parking on one street, but, on the next street over, prioritize parking and not include any bicycle facilities. This would allow both streets to function well in tandem instead of having both streets operate poorly and fail to meet the needs of any users.
  - Challenge: spatial constraints that require compromise and thoughtful prioritization of potentially competing goals.

Key Question – Does Council support the layout and application of the Multimodal Connector street type that may require a configuration of current traffic patterns and/or parking layouts in order to prioritize walking and biking on selected corridors? Should additional layout options be considered?

Staff recommend yes. The Multimodal Connector is the most critical tool in the plan for improving safety on high-traffic corridors where pedestrians and cyclists currently share space with vehicles. The spatial challenges are real and will require tradeoffs on specific corridors, but those tradeoffs are made at the project level, not by the plan itself. Adopting the plan does not predetermine which tradeoff is made on any given block.

Combined Street Design Types Map Details

- **Midtown Superblocks**
  - This discussion point focuses on the "superblocks" in the sub-area of Midtown located generally south of Broadway/US89 and west of Karns Meadow. These are the large blocks of mostly commercial uses that do not have a dense street grid and lack connectivity or accessible routes, especially for pedestrians.
  - The 2020 Comprehensive Plan explores this sub-area in detail in the "Illustration of Our Vision" appendix, District 4 section. It says that "opportunities should be taken to expand the currently limited street network to break up large blocks and increase connectivity for all transportation modes."
  - The proposal to break up the superblocks was discussed extensively during the stakeholder workshops and street design site visits that informed the CSP and TED development. The CSP proposes a modest increase in multimodal connectivity (shown as the "possible future connection" between Scott Lane, Virginian, and Karns Meadow) that would be located on public property or existing easements but does not propose truly breaking up the superblocks in a significant manner.
  - Challenge: new connections to more significantly break up the superblocks would cross private property.

Key Question – Does Council wish to explore or propose additional connectors in the Midtown sub-area to more fully meet the goal of improved connectivity for all modes?

Staff recommend Council direct staff to explore additional connectors in the Midtown area. The Comprehensive Plan is explicit that breaking up these superblocks is a priority. The current proposal is intentionally modest given the private property constraints, but staff believe there is value in identifying what additional public-property connections are feasible before the plan is finalized.

- **Multimodal Connectors – North Jackson**
  - Also discussed in the previous section, the proposed MMC corridors on Mercill and Gill would require changes to the current street layout to accommodate protected bike lanes and sidewalks. This represents a potentially significant change to those streets and could impact parking and/or vehicle traffic patterns.
  - Similar challenges exist on other nearby routes, but these are the two most challenging spatially and different in terms of current vs. proposed future layouts. They are key connections in the combined mobility network, so careful consideration is needed.
  - The chance of acquiring increased right of way on the blocks west of Cache St. is low—this limits the possible layout options available to street designers and steers the process towards having to make a difficult choice about what modes and uses to prioritize.
  - Challenge: spatial constraints will require compromises for prioritizing the desired uses on these important corridors.

Key Question – Is Council comfortable proposing the MMC street type that may require a configuration of current traffic patterns and/or parking layouts in order to prioritize walking and biking on the corridors in north Jackson?

Staff recommend yes on the Multimodal Connector designation for Mercill and Gill. These are key links in the bicycle and pedestrian network and the safety case for separated facilities on these corridors is strong. Staff acknowledge the tradeoffs on parking and traffic and recommend these corridors be among the first subjects of detailed project-level design engagement with affected property owners and businesses.

- **Multimodal Connectors and Neighborhood Bikeways – Midtown**
  - This region, because of its broad mix of commercial uses and different housing types, superblocks, and important corridors for all five mobility overlays, was particularly challenging in trying to decide which street type to apply in order to maintain functional networks for all modes. The design team considered many options in developing the proposed map, and it should be noted that there is ample room for discussion on the proposed street types.

- A similar challenge exists for Multimodal Connectors here as in other locations. While there are the same overall concerns of spatial constraints that will require street designers to make potentially difficult choices for what is included in the street layout (particularly for Maple Way between Powderhorn Lane and Buffalo Way), the Midtown area generally has more flexibility and space to allow for creative layouts than the area north of downtown.
- Challenge: assigning street types for the Midtown area is difficult because of the mixed use and high demand for connectivity for all modes, and there are many different options that could be considered.

Key Question – Is Council comfortable with the street types proposed for Midtown? Are there other options the Council would prefer?

Staff recommend Council affirm the proposed street types for Midtown with the understanding that Midtown has more spatial flexibility than the north downtown area and the plan's proposals reflect that.

❖ **Bike Network Shift to Jackson Street**

- The alignment of the bicycle network on the west side of the downtown area was one of the most challenging decision points for the design team. For the past 10 years, the bike route has been located on Millward St. This allows cyclists to cross Broadway at a signalized intersection, but it also puts cyclists on the same route as the designated truck route, which is highly undesirable.
- Jackson Street is a more desirable route for a bicycle mobility corridor because it has significantly lower traffic volume than Millward and is not a designated truck route. However, the main obstacle to using Jackson Street is that there is not currently a safe crossing for cyclists or pedestrians at Broadway. The intersection is unsignalized and lacks a pedestrian refuge area (a key safety component for crossing a multilane roadway at an unsignalized intersection).
- Ultimately, the design team chose in favor of shifting the bike route to Jackson Street and trying to work with WYDOT to improve safety for pedestrians and cyclists crossing Broadway at Jackson Street.
- There is still a stretch of combined bike and truck route that unfortunately cannot be avoided (on Millward and Mercill from Gill to Cache). This segment is shown as a Multimodal Connector which will have protected bike and pedestrian facilities which will help mitigate concerns about routing the bike route and truck route on the same corridor.
- Challenge: selecting the preferred corridor for the bicycle route on the west side of downtown. The two options, Jackson and Millward, both have pros and cons.

Key Question – Does Council agree with the recommendation to put the bicycle network route on Jackson Street in order to reduce overlap with the truck route?

Staff recommend yes. Jackson Street is the safer and more appropriate bicycle corridor, and the proposed shift reduces the dangerous overlap between the bike route and the designated truck route on Millward. Working with WYDOT on the Broadway crossing at Jackson Street is a necessary next step and staff is prepared to initiate that coordination.

Other/General Key Discussion Items

❖ **Street Design Elements**

- CSP Chapter 3 and the TED contain recommendations for a range of street design elements. Some of these would be new to Jackson or they are recommended to be applied in areas where they haven't been used previously. This unfamiliarity and newness might create some hesitation for using them locally. The proposed list is also not a comprehensive list of all street design elements, and maybe there are additional street design elements that were not considered but should be.

Key Question - Are there street design elements missing from the CSP and TED that should be included? Or elements that should be removed from the list?

Staff do not have a specific recommendation on additions or removals at this time; this question is genuinely intended to solicit Council's input. Staff will evaluate any suggested additions for feasibility and consistency with national best practices.

Possible Alternatives.
Adoption does not happen today regardless of which path Council chooses. Today's action is to provide direction to staff. The formal adoption vote occurs at a September Regular Council meeting.

The primary path forward is for Council to provide specific feedback and direction today and for staff to incorporate those changes and return with revised documents for adoption at a September Council meeting. Staff recommend this path. A second option is to reject the plans in their entirety and not pursue adoption further. Staff do not recommend this alternative. The documents reflect substantial public engagement, federal investment, and Council direction given throughout the development process. The 2015 Community Streets Plan would remain in place as non-enforceable guidance, leaving the Town without updated tools to address its transportation and safety goals.

Comprehensive Plan & Priority Alignment.
The CSP and TED were developed with the specific intent of creating a plan and toolkit that would reflect the transportation and safety goals of the Jackson/Teton County Comprehensive Plan (2020). The transportation vision crafted in the Comprehensive Plan states:

> *The community's transportation vision is to create a multimodal transportation system by enhancing the current automobile-oriented system to include a network of complete streets, transit, and pathways system accessible by residents and visitors of all ages and abilities. By pursuing this Vision, the community will ensure all users of the public right-of-way, including pedestrians, bicyclists, automobile drivers, trucks, and transit riders, can do so safely and efficiently.*

The Community Streets Plan is the operational expression of this vision. Specific Comprehensive Plan policies and strategies the plans advance include:

a) Meeting future transportation demand with walking, biking, carpool, transit, and micromobility infrastructure (Principle 7.1).
b) Increasing the capacity for walking, biking, carpooling, and riding transit (Policy 7.1.a) even though that may be accompanied by increased congestion and a reduction in the level of service on many of our roadways for the automobile.
c) Creating a transportation network based on "complete streets" and "context sensitive solutions" (Policy 7.1.b) that prioritize the movement of pedestrians, bicyclists, carpoolers, and transit riders.
d) Consider adopting "complete streets" and/or "context-sensitive" policies and updated road design standards for all roadways (Strategy 7.1.S.2).
e) Working with WYDOT to have "complete streets" and/or "context sensitive" policies incorporated into all WYDOT roadways within the community (Strategy 7.1.S.3).
f) Developing a Community Streets Plan that acts as a guide for the process of developing and retrofitting the street network within the Town of Jackson (Strategy 7.1.S.9).

Fiscal Impact.
The cost to develop the CSP and TED was covered entirely by a $600,000 federal grant (with local match donated by the Garaman Family Foundation) through the SS4A funding program. The grant was awarded to Teton County and the Town of Jackson to fund development of the Safety Action Plan and the CSP and TED. Moving forward, staff will handle revisions to the plans, so additional costs associated with plan adoption would likely be if Council directs staff to perform additional public engagement or additional analysis that requires services of an outside consultant. Post-adoption, there may be costs to integrate the plans into the Town's Land Development Regulations and to create online information and resources so that the public and developers can easily access the plans.

- Cost to adopt the plan: $0
- Plan revisions: $0 (will be handled by staff)
- Additional outreach and public awareness: estimated $10,000 maximum
- Additional analysis: estimated $25,000 maximum
- Regulatory updates (LDR changes): $0 if done in-house, TBD if consultant services are needed.
- Other administrative updates—website, other: TBD based on scope.

These amounts are estimates and would be requested and reviewed and approved by Council in in future budget requests, no future funding is being approved with consideration of these documents.

Staff Impact.
Initial development, review, and revisions to CSP and TED through June 2026 (estimated):

- Pathways Coordinator – 210 hours
- Transportation Administrator – 46 hours
- Town Engineer/Public Works staff – 60 hours
- Town Planning staff – 10 hours
- Town Public Info/Communications – 15 hours
- Town Attorney – 6 hours

Future revisions, outreach, adoption, and implementation (estimated):

- Pathways Coordinator – 50+ hours
- Transportation Administrator – 12 hours
- Town Engineer/Public Works staff – 40+ hours
- Town Planning staff – 50+ hours (if standalone LDR updates are required)
- Town Public Info/Communications – 10 hours
- Town Attorney – 30+ hours for LDR updates

Attachments or Links.

1. Appendix A - Community Streets Plan Chapter Summary
2. Appendix B – Transportation Engineering Design Manual Chapter Summary
3. CSP and TED Project Development and Background Documents
4. Community Streets Plan July 2026 DRAFT
5. Transportation Engineering Design Manual October 2025 DRAFT

Suggested Motion.
I move to direct staff to make the changes to the Community Streets Plan and Transportation Engineering Design Manual as discussed today and return with revised documents for adoption at a future Regular Council meeting in September 2026.

July 20, 2026 Town Council Workshop

Agenda Item: Community Streets Plan and Transportation Engineering Design Manual

Staff Report Attachments

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Appendix A - Community Streets Plan Chapter Summary

Chapter 1. Introduction

The Introduction establishes the vision and philosophy behind the CSP. Rather than viewing streets simply as corridors for moving vehicles, the plan presents streets as public spaces that support community life, economic vitality, safety, accessibility, and environmental stewardship. The central premise is that different streets have different functions and should be designed accordingly.

Vision and Goals

At the beginning of the SS4A process that produced the SS4A Safety Action Plan, the CSP, and TED Manual, community members were invited to help define a vision and goals for the transportation network that would be carried throughout the process and reflected in the proposed projects and plans. The resulting vision and goals were approved by the Town Council and County Commission at their Joint Meeting on May 6th, 2024. The vision also mirrors the transportation vision described in the Jackson/Teton County Comprehensive Plan, and is included in the CSP:

> *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.*

The CSP establishes goals for a transportation system that:

- Provides safe and equitable mobility for all users
- Supports walking, bicycling, transit, and shared mobility
- Creates healthier neighborhoods
- Supports the local economy
- Protects natural resources
- Adapts to future transportation needs

Safety for all users is identified as the highest priority throughout the document.

How to Use the Plan

The CSP outlines a four-step design process:

1. Identify modal priorities using the Mobility Overlays.
    a. What kind of street is this and which modes have priority?
2. Select the critical street design elements.
    a. What tools in the toolbox will help achieve the goals for this street?
3. Choose an appropriate Street Design Type.
    a. How do we assemble the pieces together in a way that meets the needs for all the intended users?
4. Apply the detailed dimensions and engineering guidance from the Transportation Engineering Design (TED) Manual.
    a. Get specific with the engineering and design but also be flexible with the standards and tools.

Chapter 1 establishes that the CSP is the planning framework, while the TED Manual supplies the detailed engineering standards. The intent is that, during development projects or entire street reconstruction projects, developers, staff, and the public will be able to follow the steps in the CSP and TED to create a street layout that assures that the needs of all the intended users of that street are met.

Chapter 2. Mobility Overlays
Chapter 2 begins the process of defining how different transportation modes (walking, biking, transit, freight, and automobiles) should function throughout Jackson's street network. Rather than assigning every street equal priority for every mode, the CSP "unbundles" the transportation network and establishes mode-specific networks.

These **mobility overlays** reduce conflicts between incompatible modes and improve safety by directing each mode to the corridors best suited for it. The overlays were developed through extensive public engagement and network analysis by:

- Building upon previous transportation plans
- Identifying conflicts between vulnerable users and motor vehicles
- Prioritizing the characteristics of each transportation mode
    - Different modes have different tolerances for elements like route directness, trip time, spatial quality, traffic safety, and level of sociability.
- Balancing mobility ("Flow") with community character ("Place")
    - All streets represent a balance between Place and Flow. It is easier to have streets that are high in one or the other, but not both. Mixing high Place value with high Flow value typically invokes trade-offs in design and potentially compromises the goals for that street.

Mobility Overlays are defined for the following modes:

- Pedestrian+ p. 6-7 (the "+" notes universal accessibility and accommodations for people with disabilities).
- Bicycle p. 8-9
- Transit p. 10-11
- Truck p. 12-13
- Motor Vehicle p. 14-15

Each modal network has two (or three) levels:

- **"Major"** through routes
- **"Minor"** community connections
- **Pedestrian+** adds "Pedestrian Districts"
- **Motor Vehicle** has "Arterial", "Collector", and "Local" streets

See the CSP for maps and detailed descriptions of each Overlay.

Chapter 3. Design Elements
This chapter identifies the individual "building blocks" that compose complete streets. These are the elements that shape how a street feels, how it functions, and who it serves.

They include items such as sidewalks, curb extensions, continuous crossings, bike facilities, street furniture, tree planters and landscaping, medians, transit facilities, stormwater treatments, mobility hubs, pedestrian crossings, and other traffic calming measures. These tools are what help align the street's design with its desired function. By assembling these elements differently depending on context, this allows street designers to custom fit streets based on the available right-of-way and the desired goals for the street rather than prescribing a one-size fits all cross-section for every street. Detailed dimensional information and implementation guidance for the Design Elements are covered in the TED.

Chapter 4. Street Design Types

Chapter 4 is where the five individual mobility networks are "re-bundled" into a comprehensive network plan. It is out of this re-bundling process that the eight different Street Design Types arise. The Street Design Types emerged from the most common mobility pairings and reflect the balance between Flow and Place that provide for safe mobility for all modes of travel. These typologies are intended to serve as starting points rather than final designs. They provide a common vocabulary for planners, engineers, developers, and decision-makers while allowing flexibility to respond to local context, right-of-way constraints, surrounding land uses, and community input. Detailed dimensions and engineering requirements are intentionally left to the TED Manual.

The eight Street Design Types were then applied to the Town's street system with the goal of maintaining the integrity of each mobility network (see the Combined Street Design Types Map on p. 30 of the CSP). This is the most challenging step in the process and where difficult decisions must be made, especially where there are overlapping networks or intersections of conflicting modes.

The Street Design Types are also integrated with the Town's existing Land Use designations (Comp Plan Character Districts) so that the transportation network reflects the local land use context and there are not mismatches of an inappropriate street type to a specific land use or neighborhood.

Below is a summary of the eight different street types. Diagrams and additional description are in Chapter 4 of the CSP on pages 34-51. The detail pages in the CSP provide sample layouts and note a subset of the design elements that can be applied to the Street Type. They also discuss application considerations (including design speed), land use context and Character District, which mobility modes are prioritized, and show where on the street network the Street Type is applied.

Table 1 - Street Design Types Summary

Street Type	Functional Classification	Description
Arterial Street p. 32-33 and 34-35	Arterial	High-capacity corridors designed primarily to move large volumes of people and goods efficiently while safely accommodating all transportation modes through separated facilities.

Main Street p. 36-37	Arterial or Collector	A mixed-use corridor with both a significant Flow (mobility) function and a high Place function, balancing vehicle movement with pedestrian activity, commerce, and public life.
Connector Street p. 38-39	Collector	Streets that connect neighborhoods and destinations, providing moderate traffic capacity while supporting safe travel for multiple modes.
Multimodal Connector Street p. 40-41 and 42-43	Collector	Collector streets that place greater emphasis on walking, bicycling, and transit while maintaining local and cross-town connectivity.
Local Street p. 44-45	Local	Streets that prioritize property access over through movement, with low vehicle speeds and traffic calming to support neighborhood character.
Neighborhood Bikeway p. 46-47	Local	Low-speed local streets that serve as key bicycle corridors using traffic calming and modal filters to create comfortable, low-stress bicycle routes.
Pedestrian Shared Street p. 48-49	Special Street	Special streets where pedestrians have priority and vehicles operate as guests at very low speeds within a shared public space.
Pathway p. 50-51	Special Street	Dedicated off-street shared-use facilities for pedestrians and bicyclists that provide low-stress, car-free connections throughout the community.

Chapter 4 reinforces the CSP's core principle that successful streets are defined not simply by how many vehicles they carry, but by how effectively they balance mobility, safety, economic activity, and community character.

Appendix B – Transportation Engineering Design Manual Chapter Summary

Chapter 1. Introduction

The introduction explains that the TED Manual standardizes the design of streets and pathways to ensure consistency, safety, efficiency, environmental sensitivity, and long-term maintenance. It is intended to be used throughout project development—from planning through final design—rather than only during engineering. The chapter also explains that the Community Streets Plan establishes street typologies and modal priorities, while the TED Manual provides the detailed dimensions and engineering guidance needed to implement those typologies. Safety is identified as the overriding design principle throughout the manual.

Chapter 2. Design Needs & Users

Establishes the context-sensitive design philosophy that underlies the entire manual. It emphasizes that streets should be "right-sized" for their intended users and that over-designed streets often reduce safety and user comfort. Separate guidance is provided for motor vehicles, pedestrians, bicyclists, and micromobility users, encouraging designers to select appropriate design vehicles and accommodate users of all ages and abilities while balancing project context and operational needs.

Chapter 3. Vehicle Zone

Establishes engineering guidance for travel lanes, design speeds, curbside management, medians, parking, loading zones, bicycle corrals, parklets, and traffic calming. A central theme is that vehicle lane widths and roadway geometry should be minimized where appropriate to encourage lower operating speeds and improve safety while still accommodating buses, freight, and emergency vehicles. The chapter reinforces the CSP's emphasis on designing streets that support community context rather than maximizing vehicle capacity.

Chapter 4. Pedestrian/Sidewalk Zone

Provides guidance for sidewalk inclusion, sidewalk width, pedestrian clear zones, landscaping, utilities, lighting, bicycle parking, and covered walkways. It emphasizes creating accessible, comfortable, and attractive pedestrian environments that support walking as a primary mode of transportation while integrating streetscape elements that contribute to community character and environmental quality.

Chapter 5. Bikeway Zone

Establishes criteria for selecting appropriate bicycle facilities based on street context and modal priorities identified in the CSP. Guidance includes striped bicycle lanes, protected bikeways, neighborhood bikeways, and bicycle wayfinding. The objective is to provide a connected bicycle network that is comfortable for riders of varying ages and experience levels while integrating safely with other transportation modes.

Chapter 6. Pathways

This chapter addresses the planning and design of shared-use pathways that accommodate pedestrians, bicyclists, runners, and other non-motorized users. Guidance includes pathway geometry, trailheads, crossings, signing, markings, accessibility, and other design

considerations that create safe, low-stress connections outside the roadway network. These facilities correspond directly to the Pathway street typology established in the CSP.

Chapter 7. Intersections
Recognizing that intersections are among the highest-conflict locations within the transportation system, this chapter establishes guidance for curb-return radii, truck aprons, curb extensions, intersection visibility, raised intersections, traffic circles, signalized intersections, and modal filters. The chapter emphasizes balancing operational efficiency with lower vehicle speeds and safer crossings for pedestrians and bicyclists.

Chapter 8. Pedestrian Intersection Design
Building upon the general intersection guidance in Chapter 7, this chapter provides detailed guidance for selecting pedestrian crossing treatments, designing curb ramps, raised crosswalks, continuous crossings, Rectangular Rapid Flashing Beacons (RRFBs), and Pedestrian Hybrid Beacons (PHBs). The emphasis is on improving visibility, accessibility, and crossing safety while reducing conflicts between pedestrians and motor vehicles.

Chapter 9. Bikeway Intersection Design
This chapter provides guidance for selecting bicycle crossing treatments and designing protected intersections and other bicycle specific crossing treatments. The objective is to reduce conflicts between bicyclists and turning vehicles while maintaining continuity of the bicycle network through intersections and encouraging comfortable riding conditions for users of all ages and abilities.

Chapter 10. Bus Stops
Establishes best practices for locating bus stops, designing boarding areas and passenger amenities, and integrating transit facilities with sidewalks and bikeways. The guidance seeks to improve the accessibility, comfort, and efficiency of transit while minimizing conflicts with pedestrians and bicyclists and supporting the multimodal transportation objectives established in the CSP.

Chapter 11. Quick-Build Treatments
Outlines methods for implementing lower-cost, quickly deployable transportation improvements that can improve safety, test design concepts, or bridge the gap before permanent reconstruction. Examples include temporary medians, curb extensions, traffic calming treatments, and quick-build bicycle facilities. These treatments allow the Town to evaluate performance and respond more rapidly to safety needs.

Chapter 12. Maintenance & Operations
Emphasizes that effective maintenance is essential to preserving the safety and usability of streets, sidewalks, bikeways, and pathways. It addresses pavement preservation, snow and ice removal, vegetation management, inspection practices, and maintenance coordination. Particular attention is given to the needs of pedestrians and bicyclists, who are more affected by surface defects and winter maintenance conditions than motor vehicles. The chapter reinforces the principle that maintenance considerations should be incorporated during project planning and design, not after construction.

Attachment 01
Phase 1 Community Engagement Summary

To: Teton County and Town of Jackson

From: Brandon Gonzalez, Collin Hodges, and Katie Selin, Alta Planning + Design

Date: June 14, 2024

Re: **Jackson/Teton County Safe Streets for All Safety Action Plan**
Phase 1 Community Engagement Summary

Introduction

Teton County and the Town of Jackson are collaborating to create the Safe Streets for All Comprehensive Safety Action Plan. The purpose of the project is 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 includes various strategies and activities to meaningfully engage with community members that align with technical work of the project. The detailed outreach plan is described in the *Jackson/Teton County Safe Streets for All Community Engagement Plan* (January 2024). The engagement process also includes targeted efforts to engage historically harder to reach community members with varied backgrounds as well as communication strategies for the public. The engagement efforts are based around three distinct phases:

- **Phase 1: Listen & Learn** – Introduce the project, understand mobility needs and transportation safety experiences to inform the project vision and goals, establish a leadership commitment, and identify connectivity and accessibility needs.
- **Phase 2: Reflect & Dive in** - Share opportunities for public input on safety analysis, discuss performance measures, right-of-way uses and limitations, refine proposed mobility network and cross-sections, and identify and prioritize projects for implementation.
- **Phase 3: Refine** – Share how public input affected project outcomes and final recommendations, receive input on complete draft plan and recommendation summaries, and present at elected and appointed body meetings.

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

	Location	Timeframe	Participants
Survey	Online	Feb 26, 2024 – May 15, 2024	281
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 14th, 2024, and May 14th, 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.

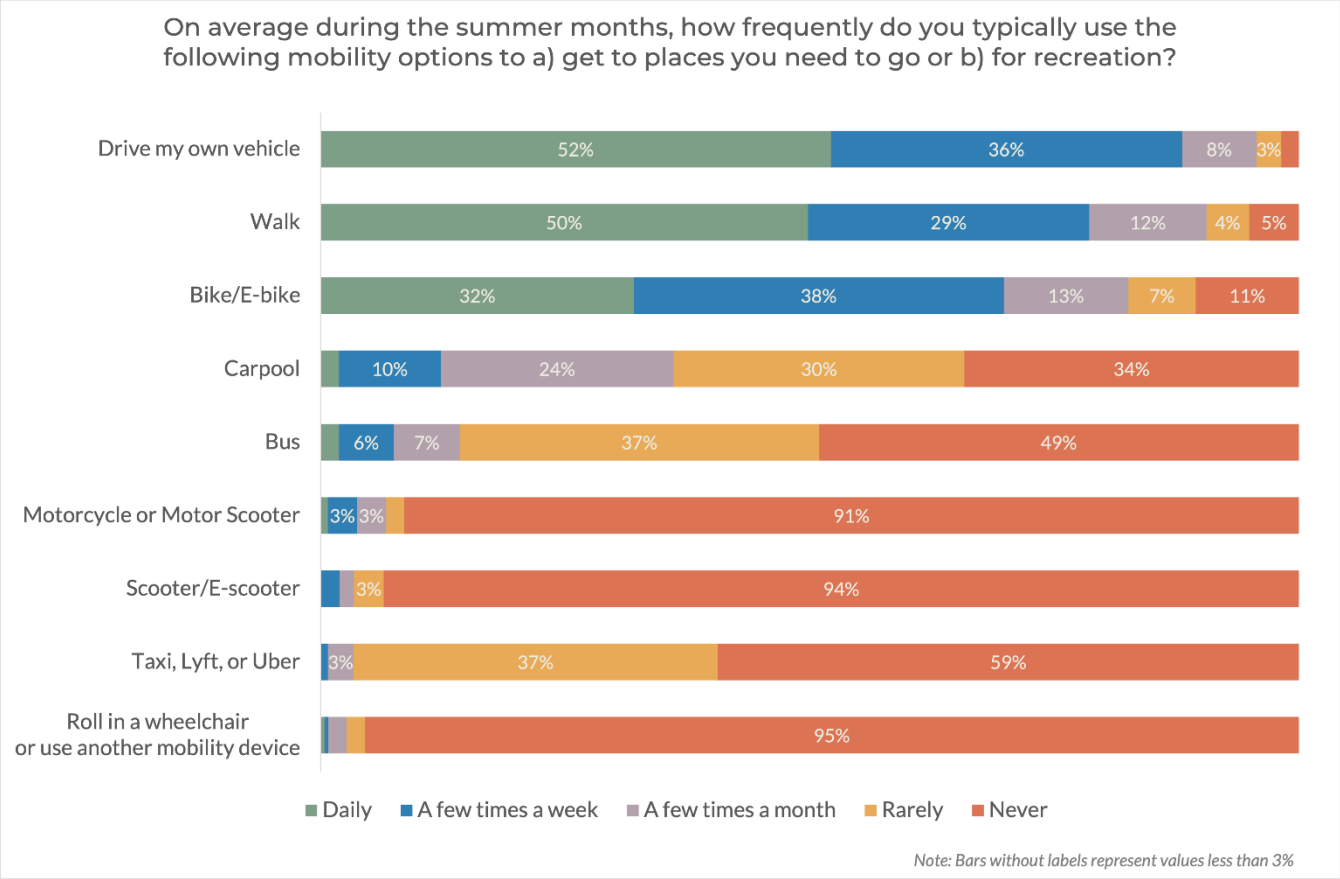
Community members shared information about their destinations around the community, frequency of the transportation modes they use, perceptions of safety, and their transportation needs and priorities. The survey also included an interactive map where respondents could add comments about their transportation 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

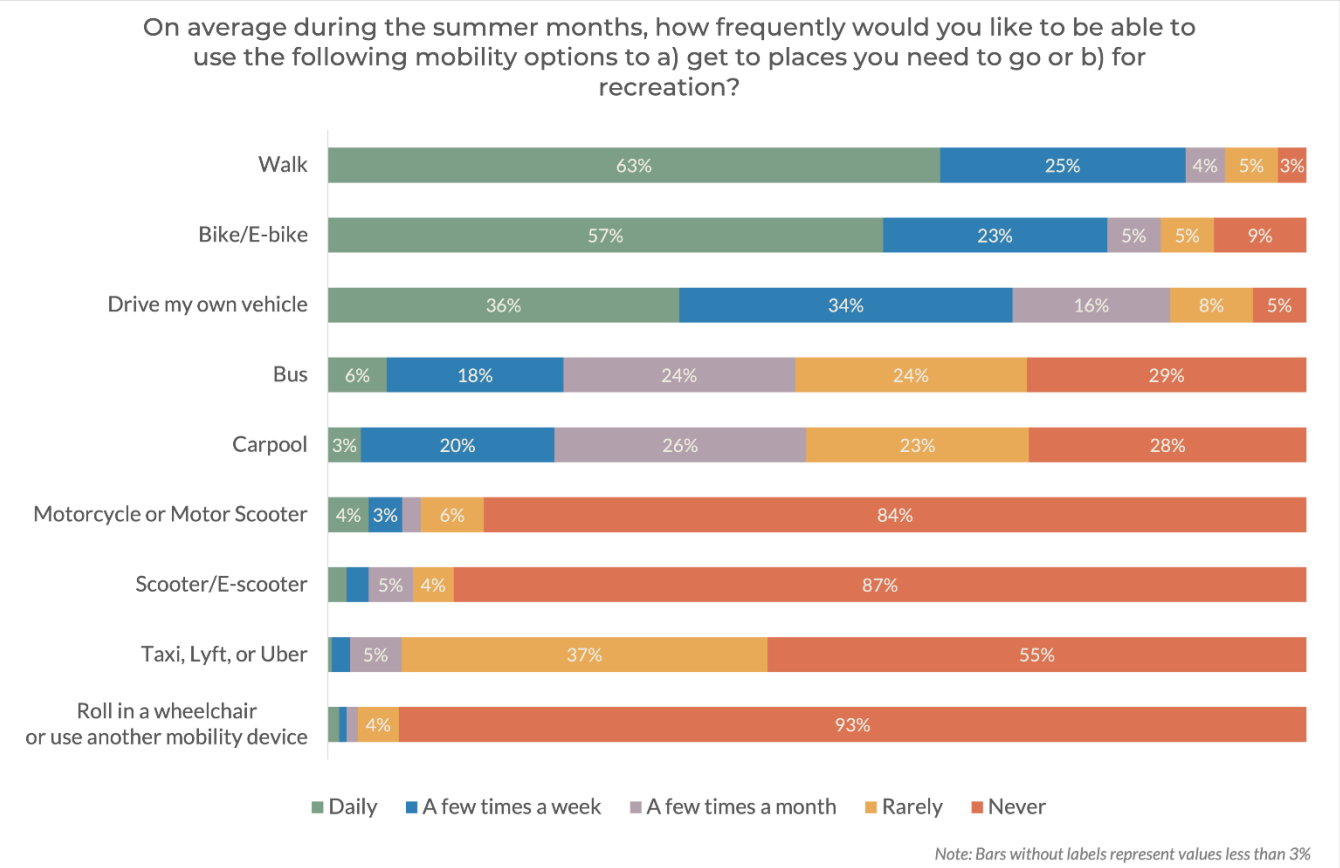
Q1: On average during the summer months, how frequently **do you typically use** the following mobility options to a) get places you need to go or b) for recreation?

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.


On average during the summer months, how frequently do you typically use the following mobility options to a) get to places you need to go or b) for recreation?
Drive my own vehicle
52%
36%
8%
3%
Walk
50%
29%
12%
4%
5%
Bike/E-bike
32%
38%
13%
7%
11%
Carpool
10%
24%
30%
34%
Bus
6%
7%
37%
49%
Motorcycle or Motor Scooter
3%
3%
91%
Scooter/E-scooter
3%
94%
Taxi, Lyft, or Uber
3%
37%
59%
Roll in a wheelchair or use another mobility device
95%
Daily
A few times a week
A few times a month
Rarely
Never
Note: Bars without labels represent values less than 3%

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)

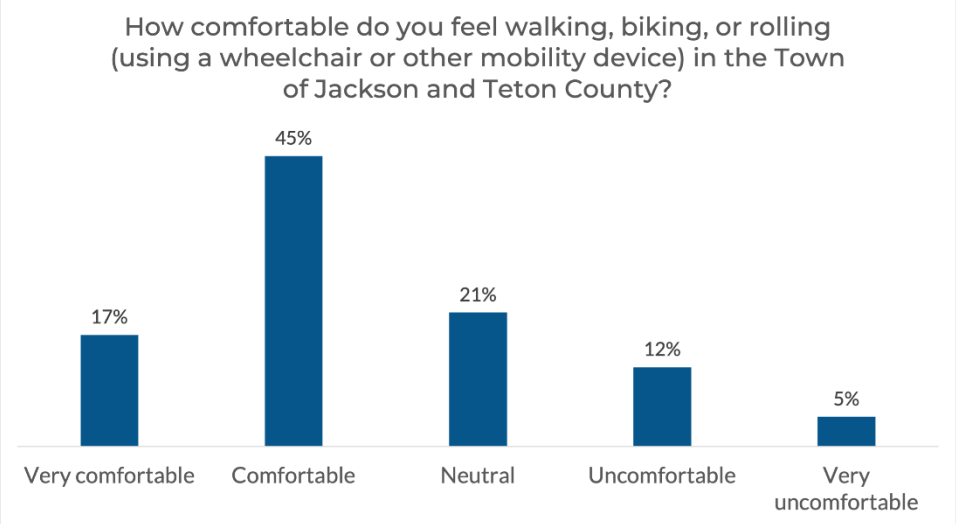
Some places respondents would like to walk/bike/roll to include Whole Foods, Vine street, Town Square, biking in Targhee - Ski Hill Road, South Park Loop on the east side of the road, Spring Gulch, Snake River Bridge/Dikes, pathway north of town, school zones, Moose Wilson Road, Cache Creek Drive to 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

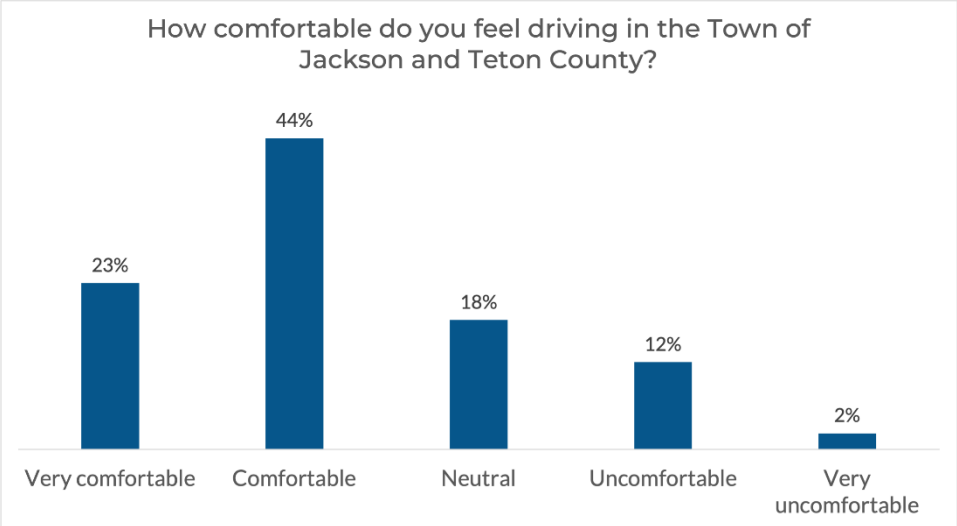
Q4: How comfortable do you feel walking, biking, or rolling (using a wheelchair or other mobility device) in the Town of Jackson and Teton County?

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.



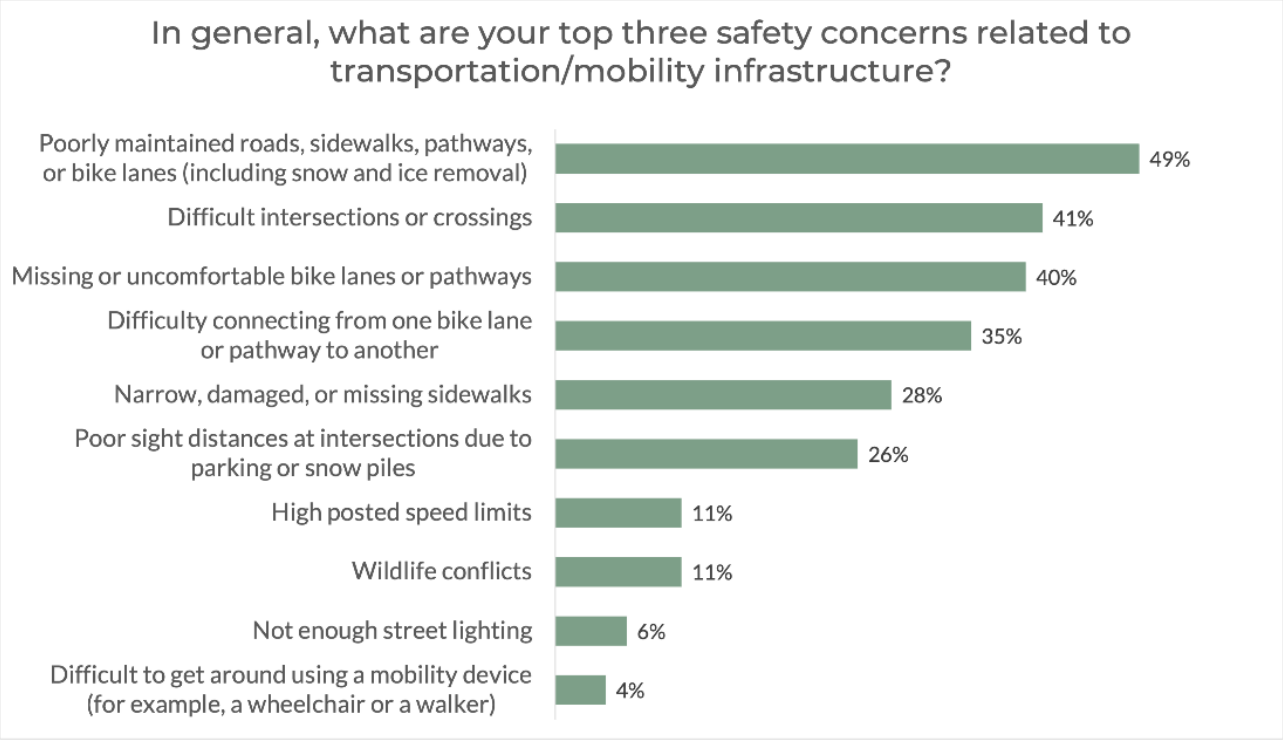
Q5: How comfortable do you feel driving in the Town of Jackson and Teton County?

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.



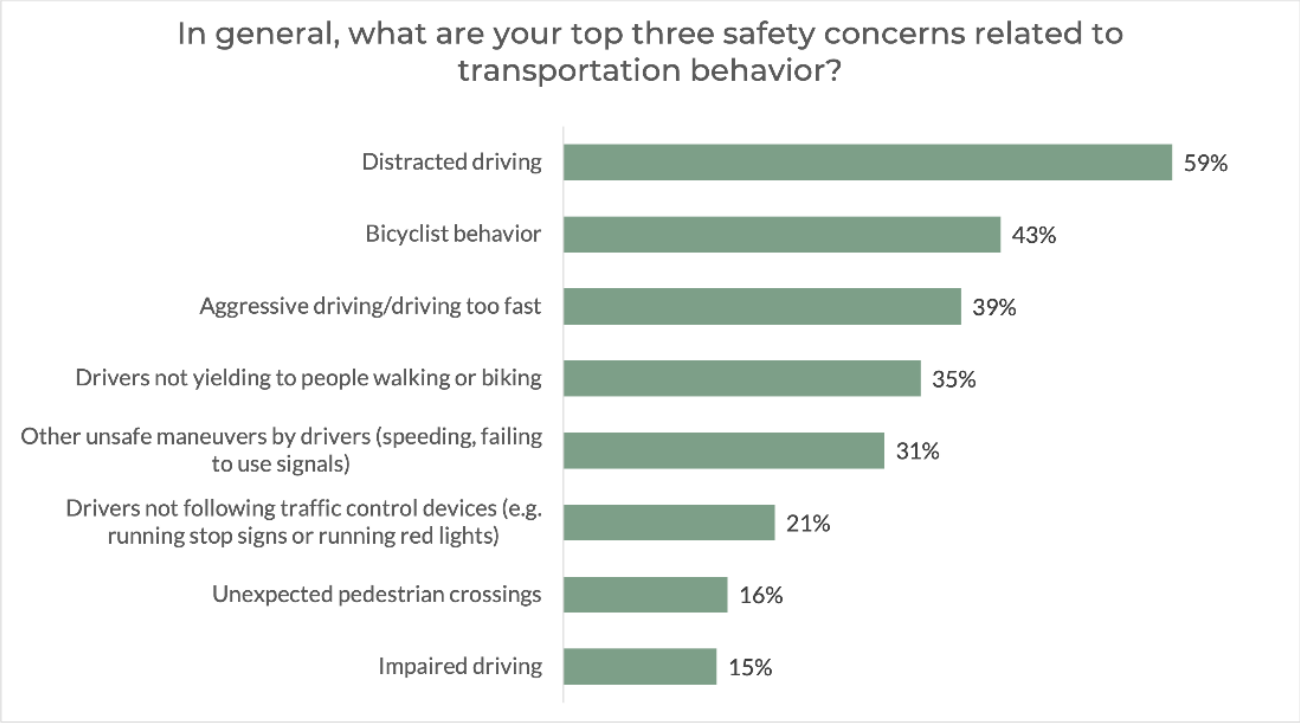
Q6: In general, what are your top three safety concerns related to transportation/mobility infrastructure?

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?

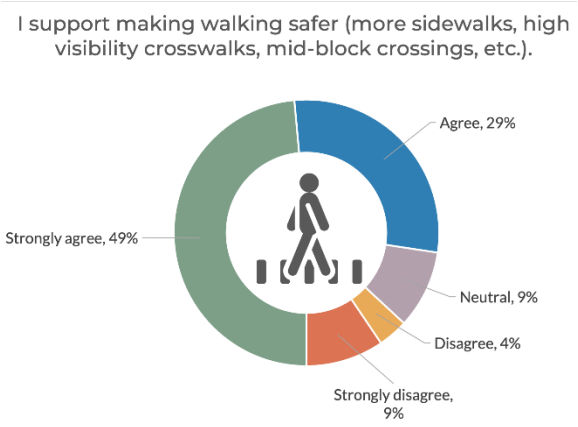
In terms of transportation behavior, distracted driving rose to the top of the safety concerns for 59% of respondents followed by bicyclist behavior (43%) and aggressive driving/driving too fast (39%). With less than 15% each, unexpected pedestrian crossing or impaired driving were relatively a low priority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

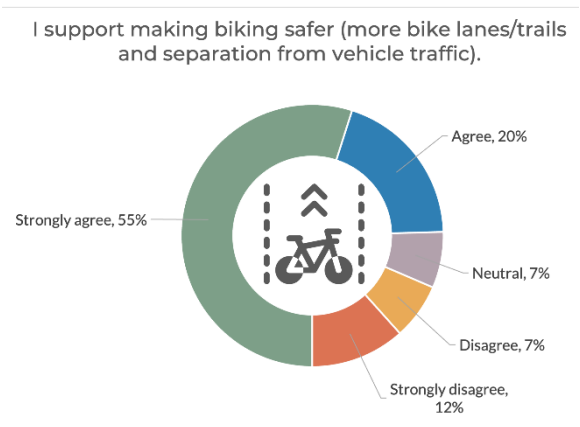


Safety Improvement Strategies

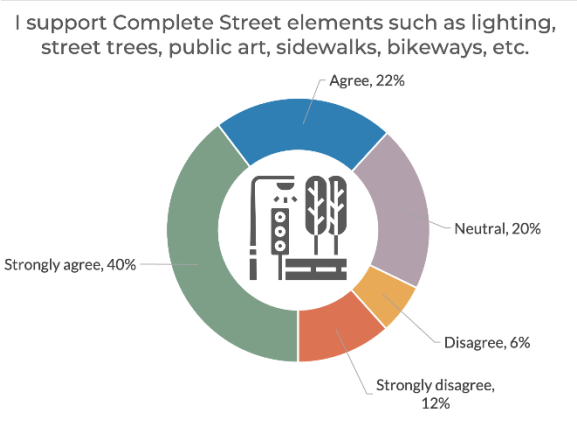
Q8: Share your level of support for the following safety strategies.

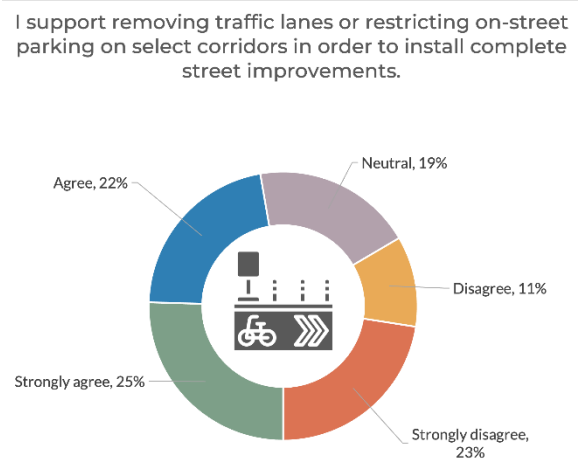
Over 75% of the respondents strongly agreed or agreed to making walking and biking safer through improved infrastructure. 9% of respondents strongly disagreed to making walking safer and 12% disagreed to making biking safer. Smaller percentage of respondents were neutral to making to walking (9%) and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



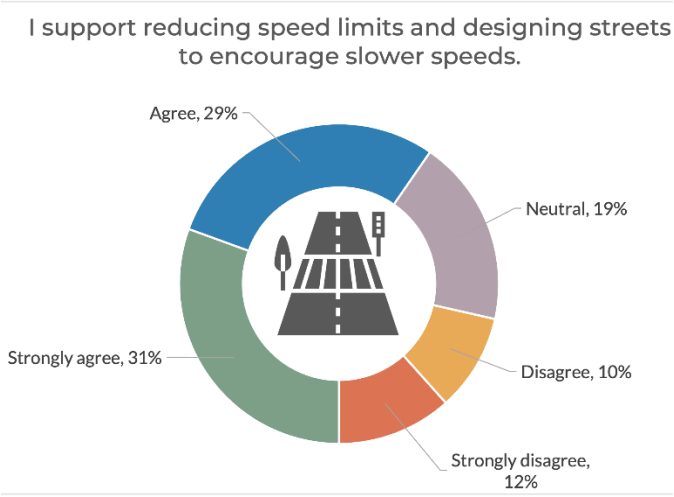


40% of respondents supported Complete Street elements such as lighting, street trees, public art, sidewalks, bikeways, etc**., but only 25% supported removing traffic lanes or restricting on-street parking in order to install complete street improvements**. 22% of respondents were in support of complete 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.

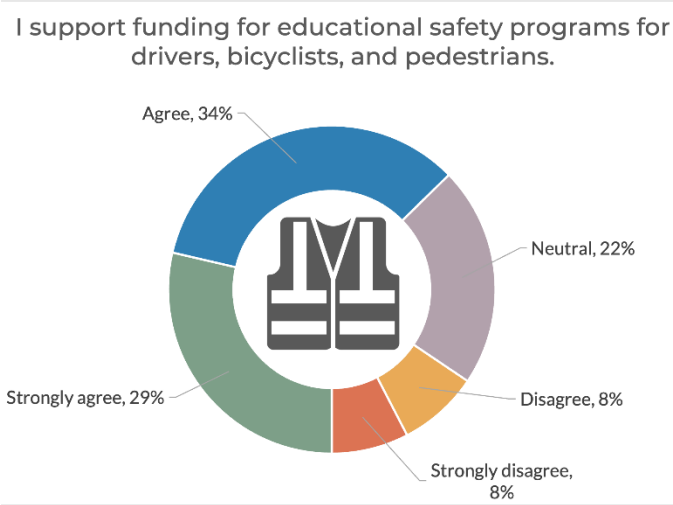




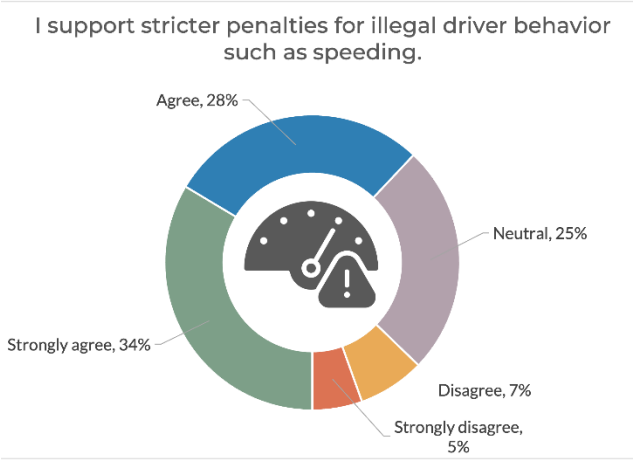
With 60%, a majority of survey respondents strongly agreed or agreed with reducing speed limits and designing streets to encourage slower speeds. On the other hand, 22% of respondents disagreed or strongly disagreed, and 19% were neutral about this safety strategy.

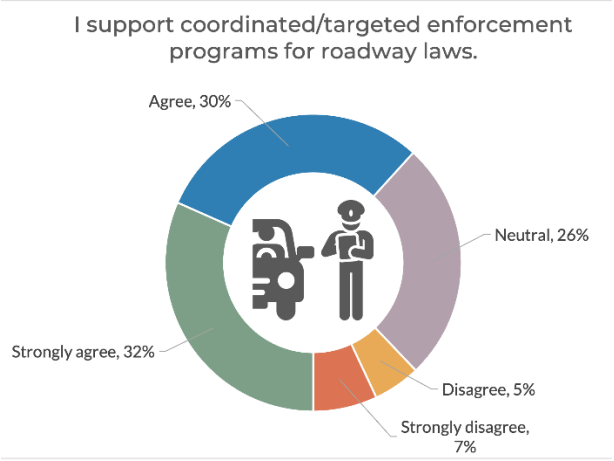


Over 70% of respondents supported or strongly supported funding for educational safety programs for drivers, bicyclists, and pedestrians. A relatively smaller percentage of respondents (16%) disagreed or strongly disagreed and 22% were neutral about this safety strategy.



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.





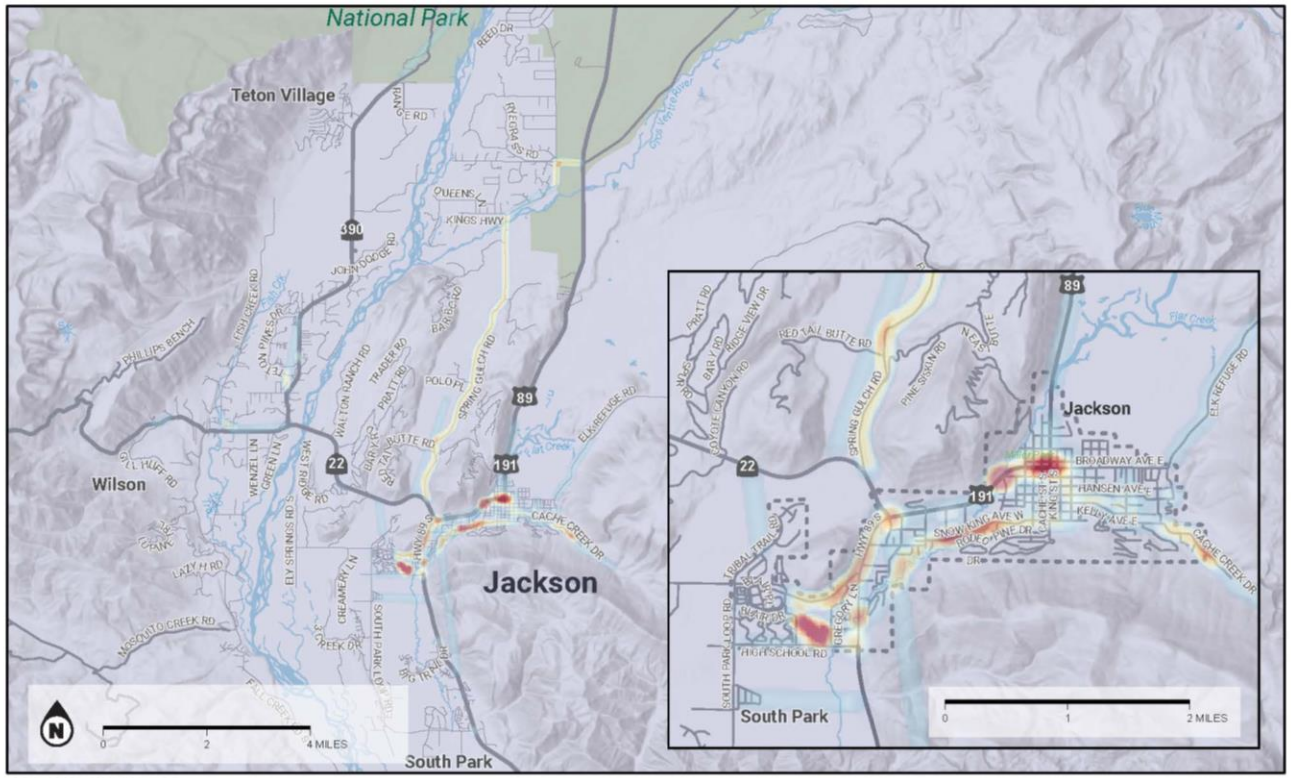
Mapping Safety & Mobility

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 with all comments.
(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
- 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
- Spring Gulch Rd
    - Pathway for bicycling and walking.

Figure 1: Heat Map of Community Safety Concerns

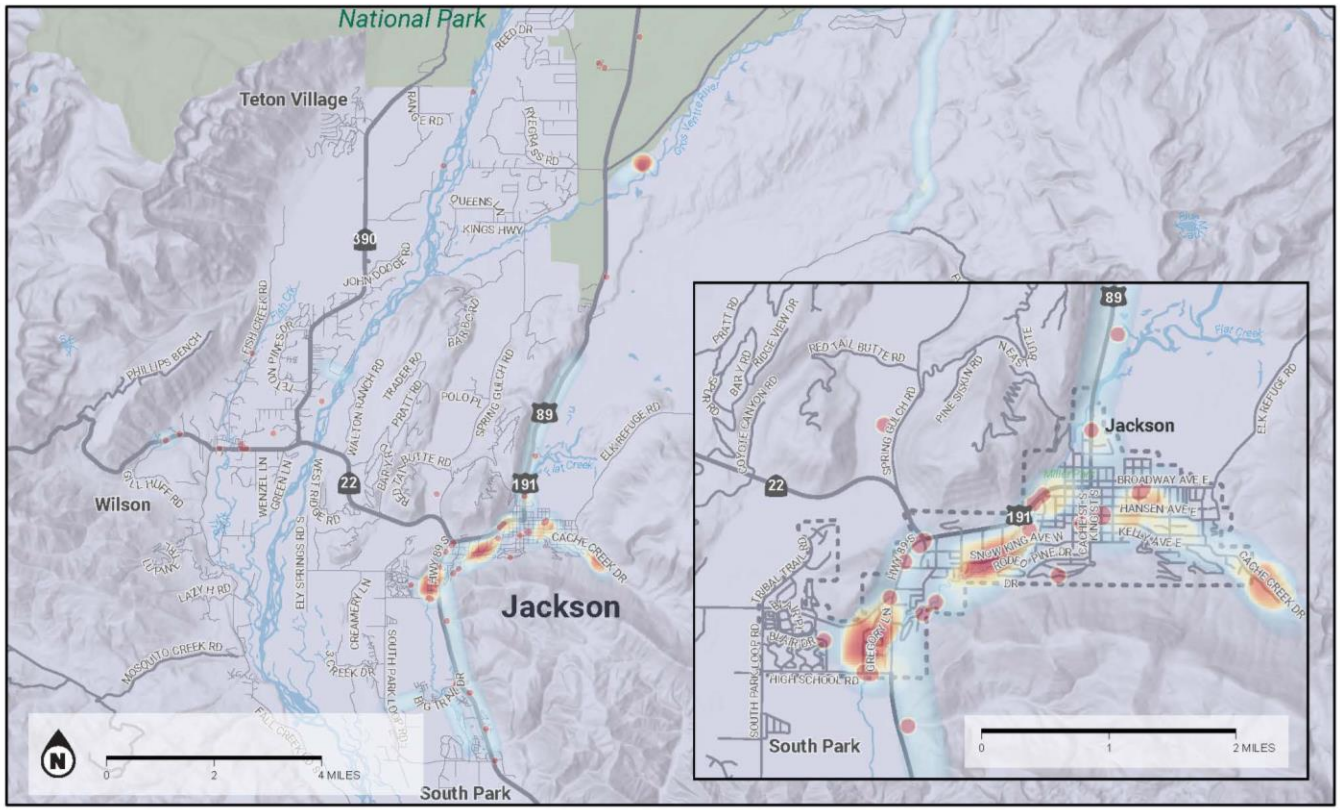


Q9 Part 2- MOBILITY: In an ideal world, where (routes and destinations) would you like to walk, bike, or roll that you can't today? (Figure 2)

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

Figure 2: Heat Map of Community Desired Walking, Biking, and Rolling Destinations

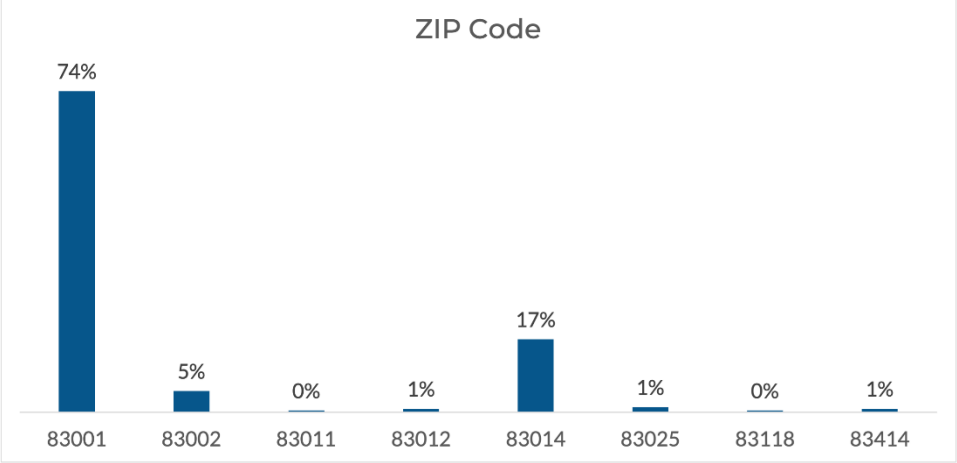


About You

Zip code

Q10: What is your ZIP code?

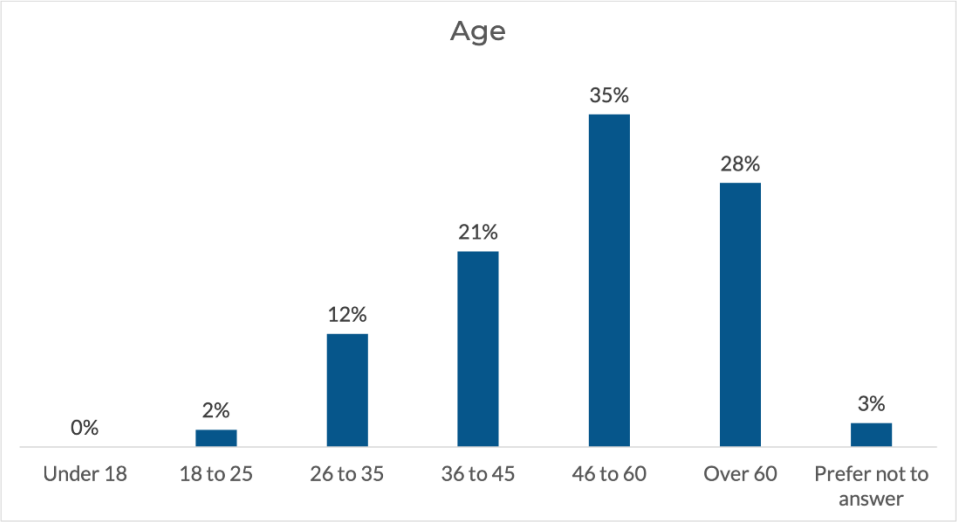
Most survey respondents (74%) were from ZIP Code 83001 or Town of Jackson. 17% of respondents were from Wilson and surrounding areas.



Age

Q11: What is your age?

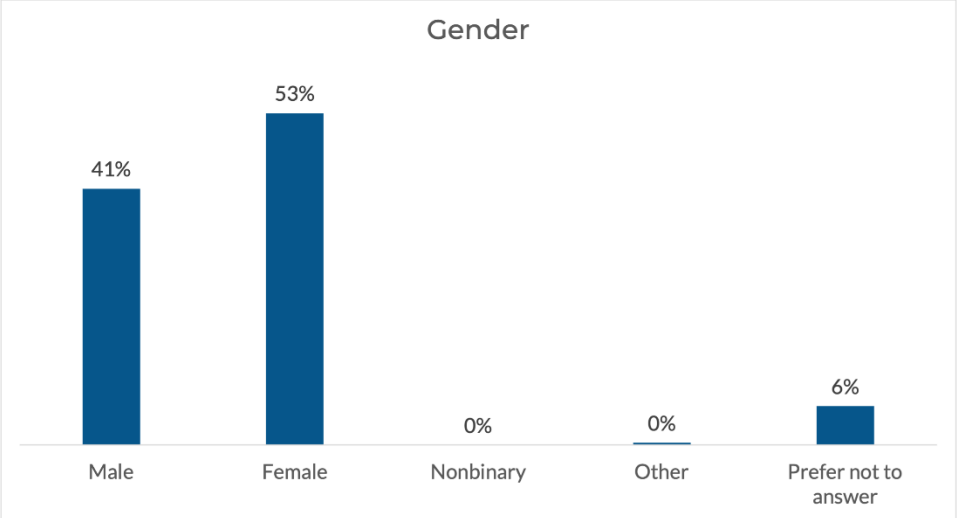
Respondents of the survey came from a variety of age categories. The highest number of survey respondents, with 35%, were people between 40-60 years of age. People aged over 60 years of age represented the second highest proportion (28%) of survey respondents. None of the respondents were under 18 years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



Gender

Q12: What gender do you identify with?

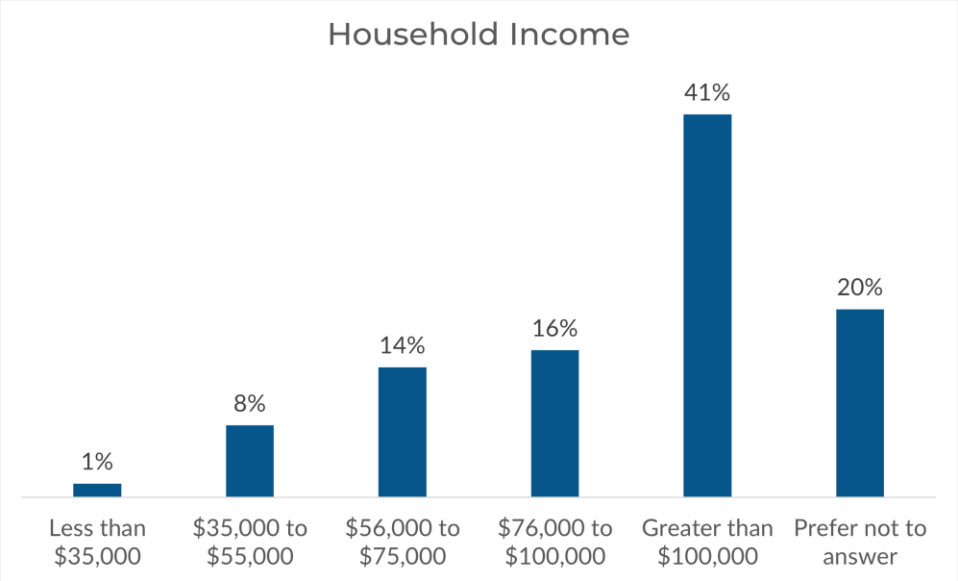
A higher percentage of respondents (53%) identified as female while 41% identified as male. 6% of respondents preferred not to respond to the question.



Income

Q13: What is your household income?

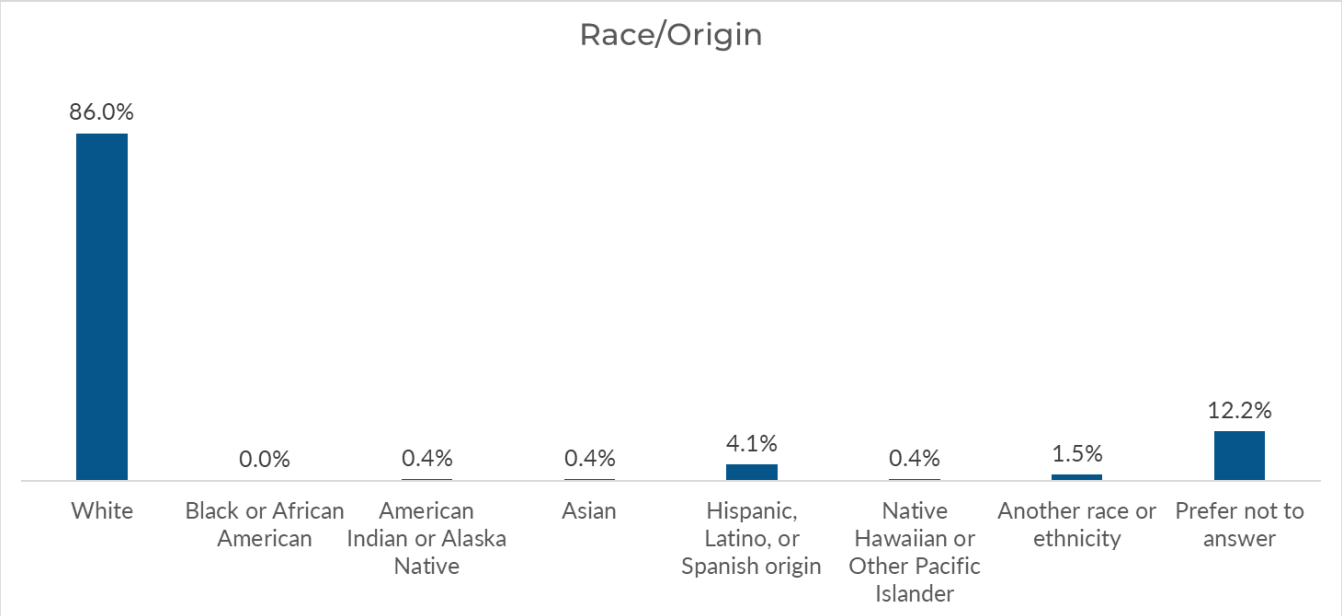
Respondents of the survey came from a range of income groups, but some categories were more represented than the others. The highest number of survey respondents, with 41%, were people whose households earned more than $100,000. 9% of survey respondents' household income was less than $55,000.



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%).



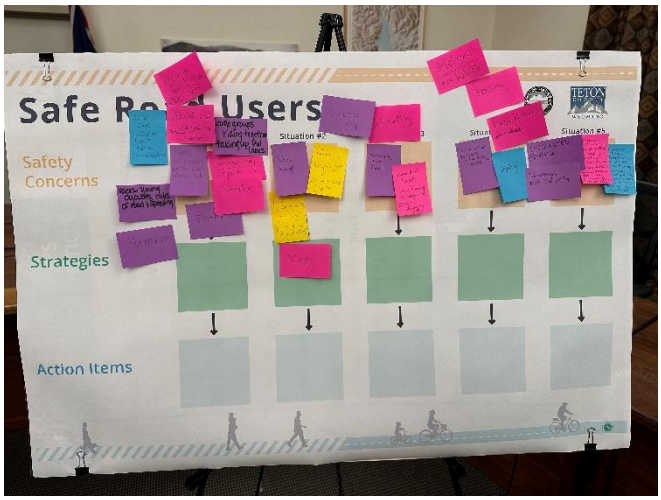
Steering Committee Meeting #1 Engagement

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 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 travelling 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 towards 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 Compete 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 6th, 2024, 2:00 PM
Location: Teton County Commissioners Chambers

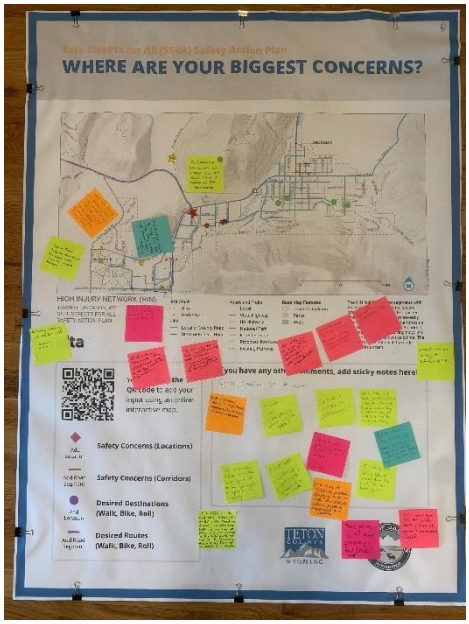
Staff and the project consultant presented an update on the SS4A Safety Action Plan process to the Jackson Town Council and Teton County Commissioners on May 6th. The meeting agenda was publicly noticed per local and state legal notice laws and distributed to the Town and County e-mail notification lists. 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 7th, 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

Figure 4: Postcard Front and Back

Figure 5: Social Media Posts

Related Past Engagement Efforts:

Teton Mobility Project / Pathways Master Plan Addendum

Year Updated: 2020
Lead: Teton County, Town of Jackson, and Friends of Pathways

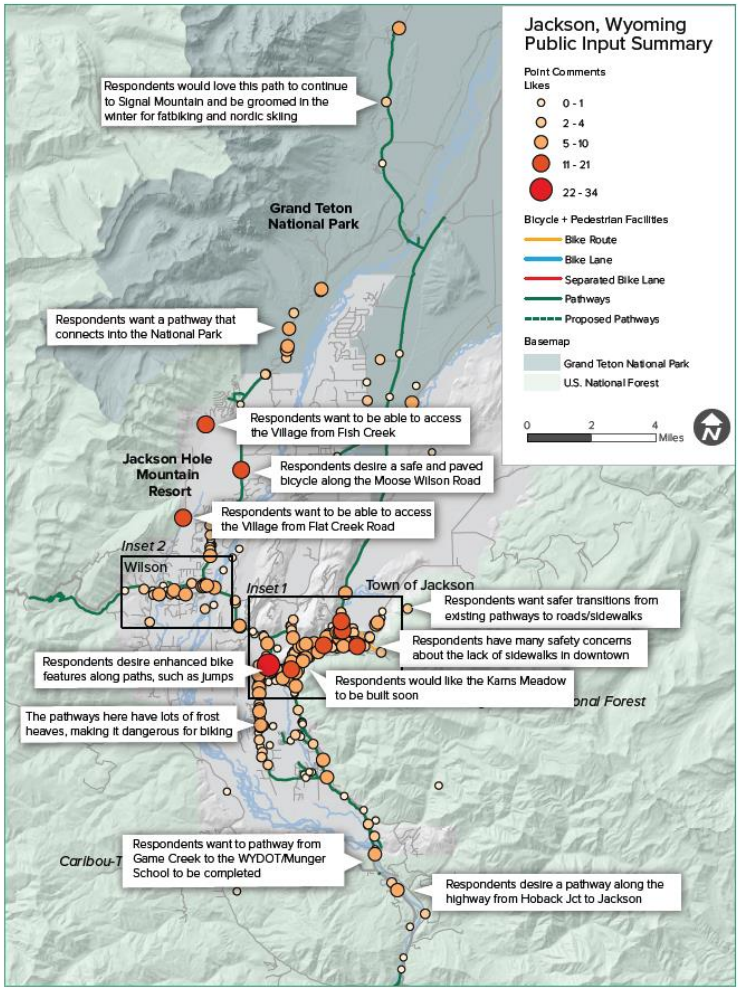
Plan Description: The Pathways Master Plan was initially adopted in 2007 and the 2020 addendum aims to address the changing infrastructure needs of the region. Establishes policy and focus areas for development and maintenance of facilities.

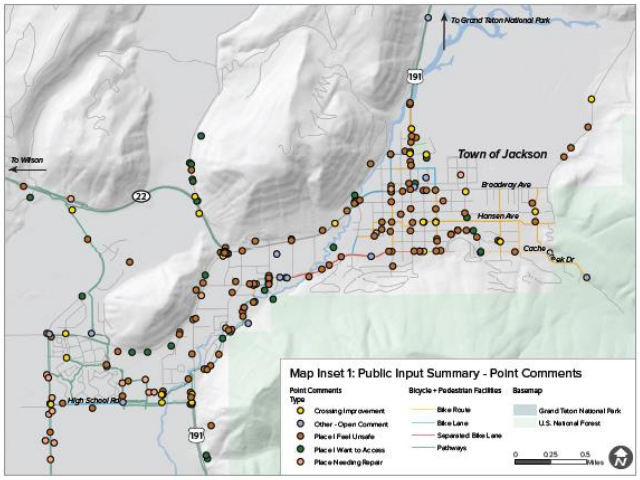
Public Engagement (Addendum): Due to COVID-19 limitations, public engagement was done only using an interactive web map where residents and visitors could provide feedback on the existing pathway network and propose routes for future development. Key themes are very similar to recent findings from the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

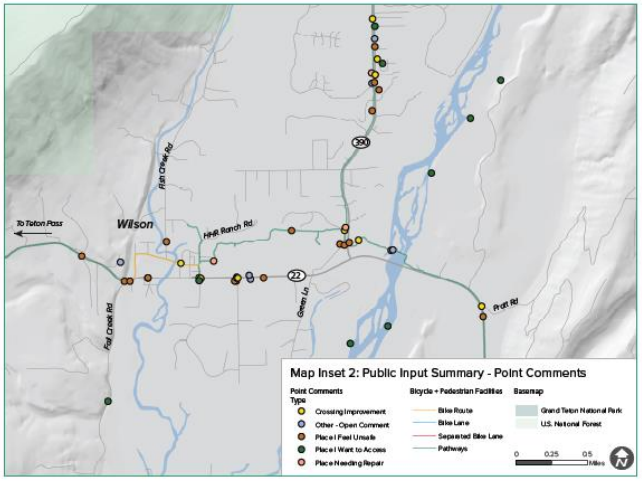
- The **top three themes** of comments included new safe connections to neighborhoods, upgrade existing pathways and bike lanes for safety, comfort, or to reduce user conflict, and new recreational routes, including pathways, county roads, and recreational trails.
- **Frequently mentioned public desires:** 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.

Web map Results:

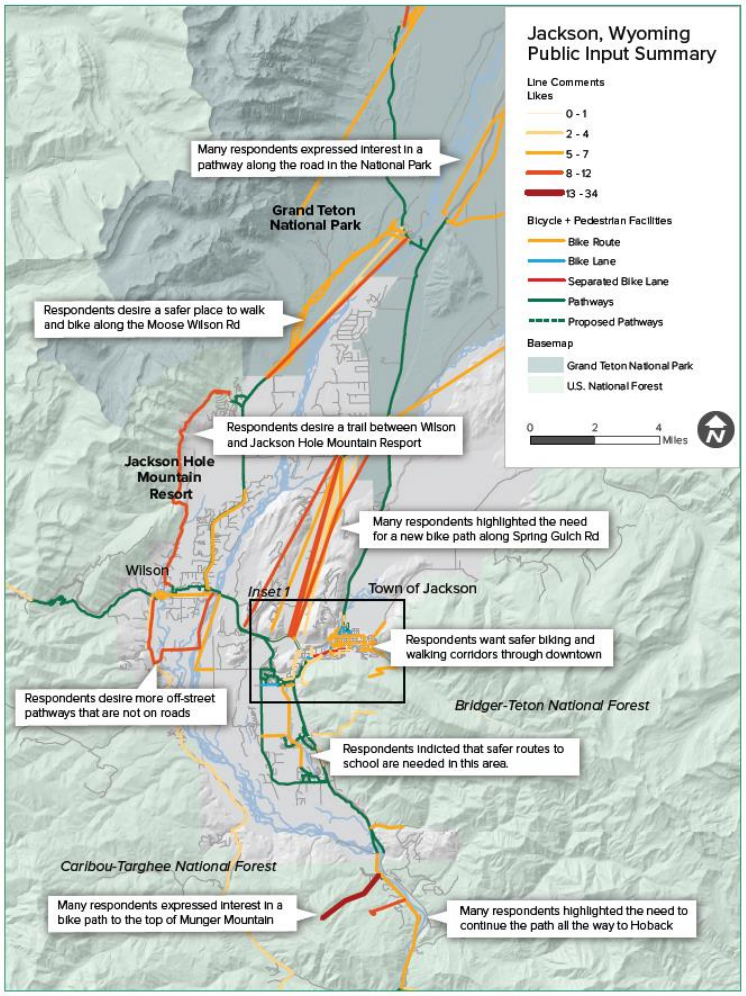


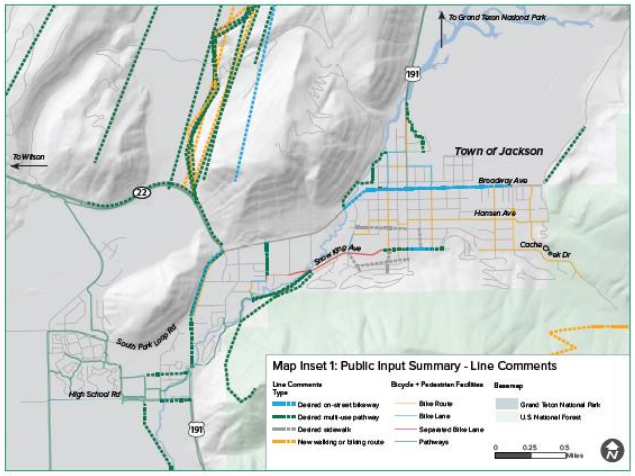




WEBMAP RESULTS

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





WEBMAP RESULTS

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

Attachment 02
Phase 2 Community Engagement Summary

MEMORANDUM

To: Teton County and Town of Jackson

From: Brandon Gonzalez, Collin Hodges, and Katie Selin, Alta Planning + Design

Date: January 10, 2025

Re: **Jackson/Teton County Safe Streets for All Safety Action Plan**
Phase 2 Community Engagement Summary

Introduction

Teton County and the Town of Jackson are working together to create the Safe Streets for All Comprehensive Safety Action Plan. The project identifies projects to create safer and more connected streets in Teton County and the Town of Jackson. Throughout the project, community ideas are considered along with technical analysis to identify the most important needs in the region. The project employs a range of strategies and activities to share information about the project and gather community input. The detailed outreach plan is described in the *Jackson/Teton County Safe Streets for All Community Engagement Plan* (January 2024). The engagement process includes targeted efforts and partnerships to engage Slavic and Spanish-speaking community members. The engagement efforts are based around three distinct phases:

- **Phase 1: Listen & Learn** – Introduce the project, understand mobility needs and transportation safety experiences to inform the project vision and goals, establish a leadership commitment, and identify connectivity and accessibility needs.
- **Phase 2: Reflect & Dive in** - Share opportunities for public input on safety analysis, discuss performance measures, right-of-way uses and limitations, refine proposed mobility network and cross-sections, and identify and prioritize projects for implementation.
- **Phase 3: Refine** – Share how public input affected project outcomes and final recommendations, receive input on complete draft plan and recommendation summaries, and present at elected and appointed body meetings.

The report outlines the engagement activities and communication methods used in the *Phase 2: Reflect & Dive in* and summarizes key takeaways. The following table shows the engagement events that took place during Phase 2 between October and November 2024.

Engagement Activity	Location	Timeframe	Participants
StoryMap + Survey	Online	October 14 - November 21	*Story Map Visits:* 776 (English version) 41 visits (Spanish version) *Surveys*: Safety: 83 responses Mobility: 28 responses
Spanish Language Focus groups	Cloudveil Room, Rec Center, 220 N King St.	October 18th, 2024	22 participants
Interviews with Eastern European immigrants	In-person	October- November 2024	5 participants
Steering Committee Meeting	Jackson/Teton County Recreation Center	August 21, 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 Intro Page

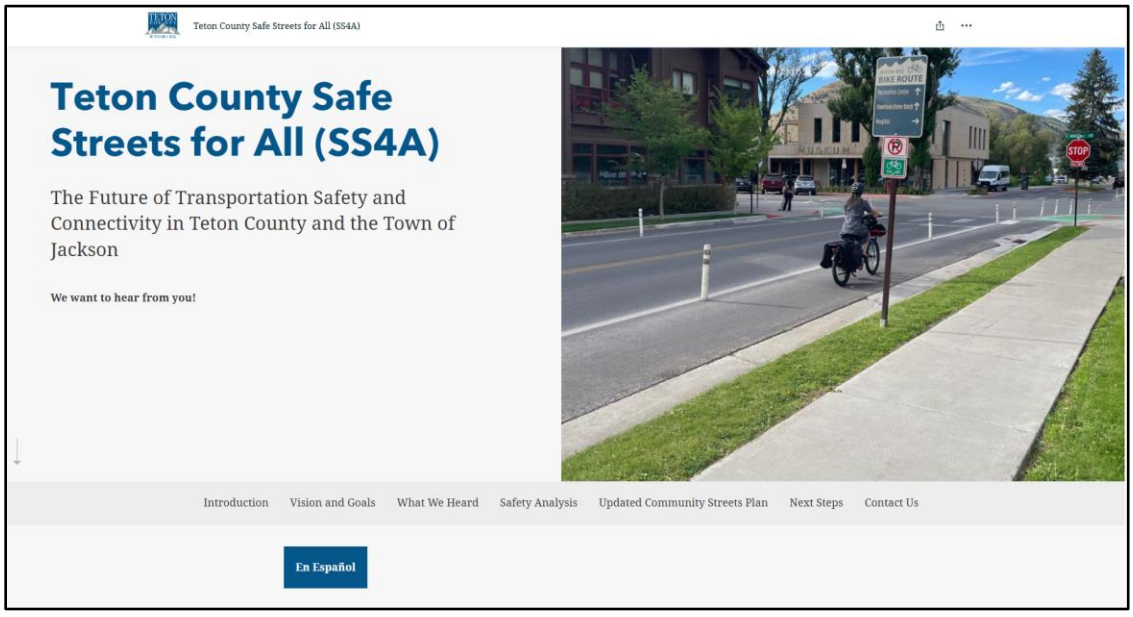


Figure 2: Screenshot of the Story Map showing the safety analysis accompanied by an interactive map

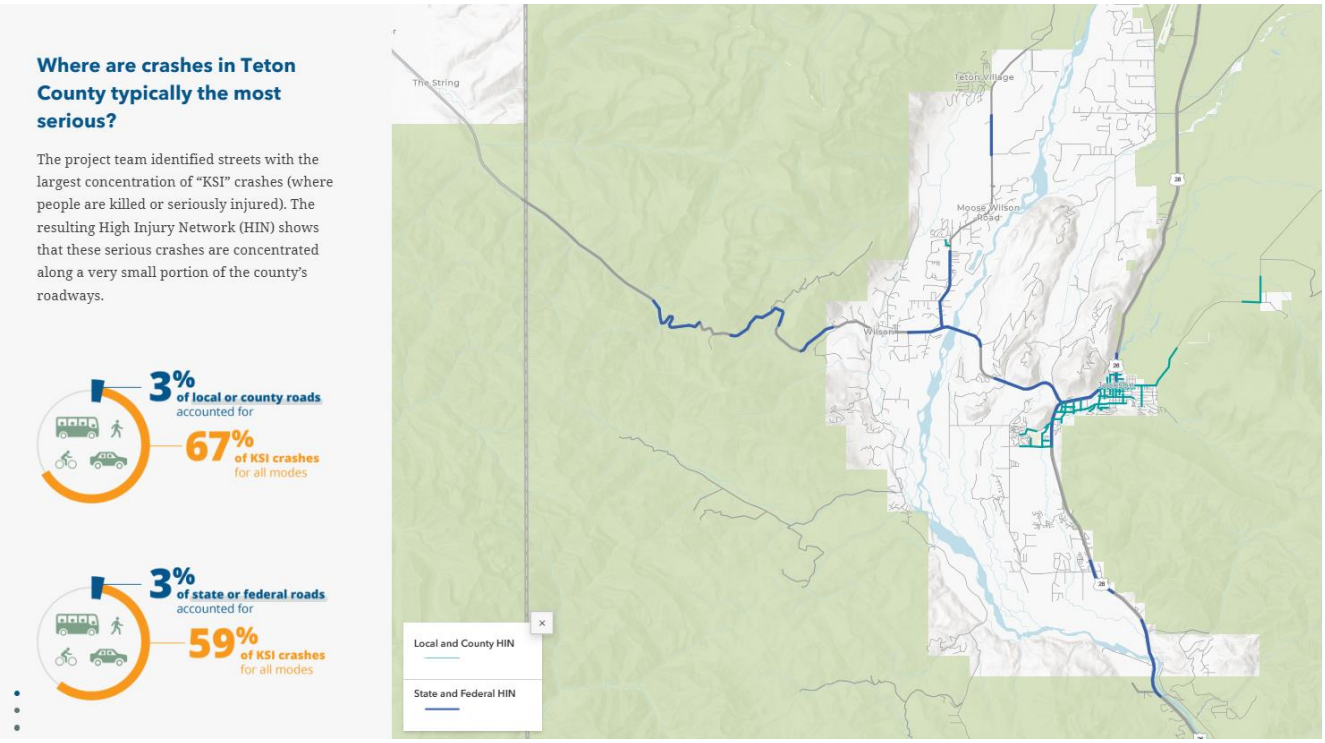


Figure 3: Screenshot of the Story Map showing equity need areas through an interactive map

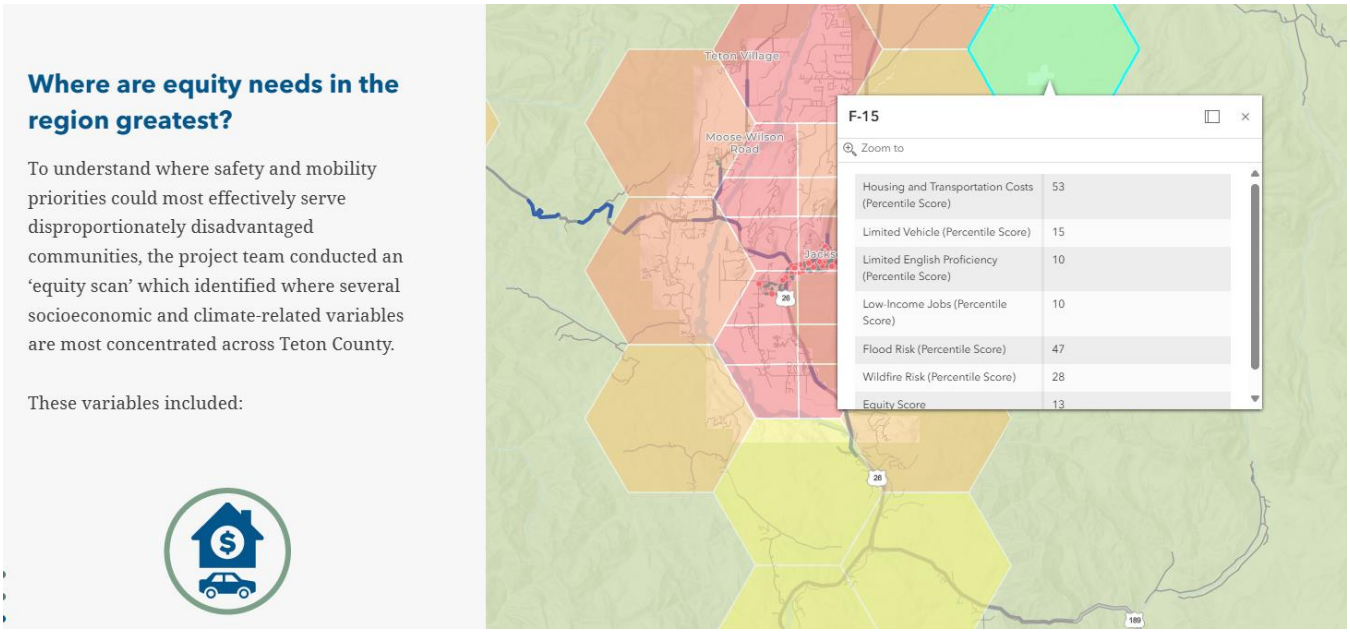


Figure 4: Screenshot of the Story Map sharing the progress on community engagement

Outreach by the Numbers

Community-identified Themes

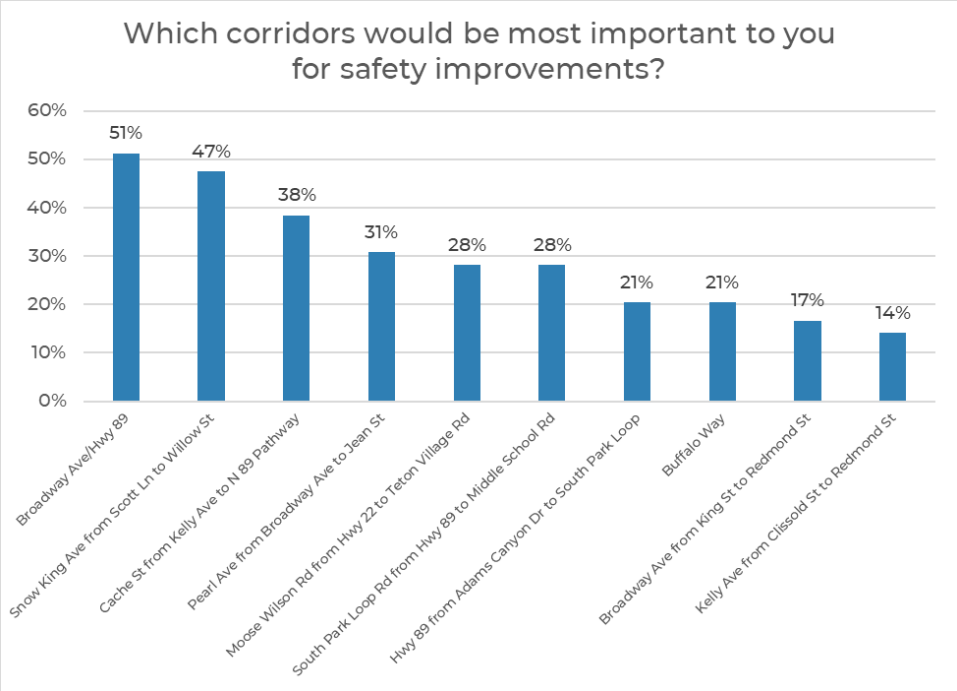
- **More opportunities to walk and bike:** People want to walk and bike more. About 13% of people typically walk and bike now, while about 25% would like to walk and bike more regularly.
- **Safety improvements at crossings and intersections:** Difficult intersections and pathway crossings without proper infrastructure make it difficult for people to use the road safely and predictably.
- **Transit and shared transportation options:** Improved public transit system and service, light rail from Jackson to airport, shuttles to important destinations, employer shuttle options and park and ride were brought up.
- **Wildlife safety:** Considering wildlife interactions and safety in designing and implementing transportation improvements was important for community members.

Open House - May 2024

Survey Questions

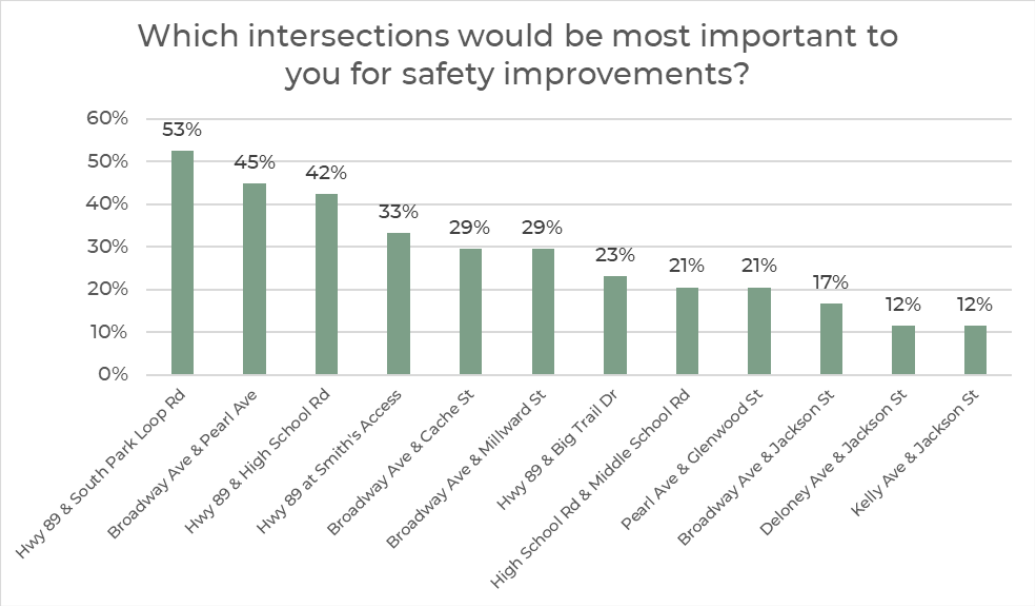
Q1: Which corridors would be most important to you for safety improvements?

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. East 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/Broadway, overall, were ranked higher than the rest of the intersection options. The top seven intersections were on Hwy. 89 or Broadway Avenue, particularly on the busy corridor though the central part of town. 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 for the safety analysis, 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 opinions of which mode belongs on which corridor. Some expressed the need to focus on vehicle throughput while others want streets to be designed for all users.

Focus Groups and Interviews

Teton County and Town of Jackson collaborated with Voices JH (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 either in the participants' 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 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 towards 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.

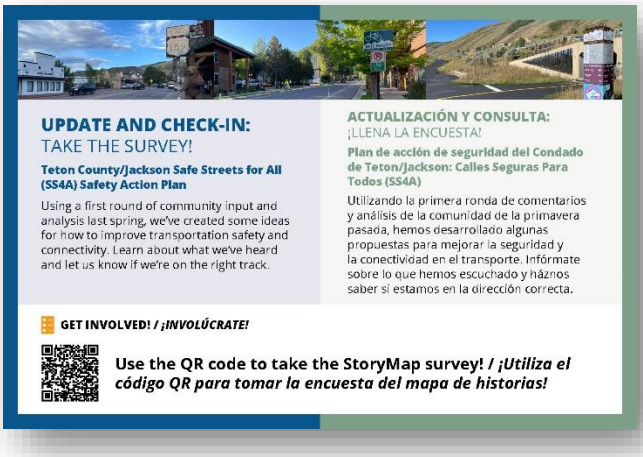
Promotional Activities and Communication Materials

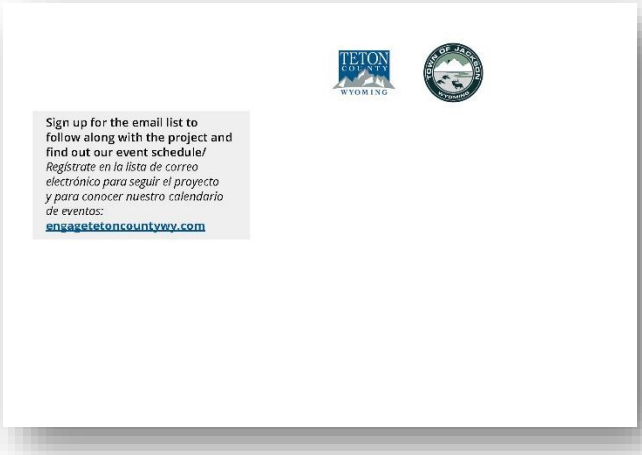
The project employed a range of strategies and communication materials to share information and updates about the project and direct community members to the StoryMap. Communication materials included tabling events, fliers, postcards, and emails. Social media platforms were also used to communicate 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 Method	Location	Timeframe	Description
Pumpkin Sale Tabling	Jackson Elementary School	10/14	Tabled and discussed project updates
Health Living Festival, Free Health Fair	Jackson Recreation Center	10/24	Passed out fliers
Email		10/24	Sent an email with Subject "Safe Streets for All - Interactive StoryMap" to all stakeholders via BCC with StoryMap link
Newspaper Ads	JH News & Guide	10/28-11/21	¼ page ad in the daily (2x per week) and weekly editions
Social Media	Online	10/29-11/21	Insta and Facebook 3x posts, shared every other day
Press Release	Teton County list	10/25	Media list, nonprofit listserv, business listserv, employees, and posted on County website, Insta, and Facebook accounts
Listserv		11/21	Sent a reminder to the Town of Jackson listserv
Fliers	Around Town of Jackson (Library bulletin board, Admin Building, Rec Center)	10/16	Fliers with StoryMap link were posted around Town of Jackson
Postcards	Around the Downtown Core		Postcards were distributed within the Downtown core

Postcard with Story Map Survey QR Code – Front and Back





Interview Invite English (left) and Spanish Language Focus Group Invite (Right)

Fliers with Story Map Survey QR Code – English and Spanish

Newspaper Ad with Story Map Survey QR Code – English and Spanish

Attachment 03
Phase 3 Community Engagement Summary

MEMORANDUM

To: Teton County and Town of Jackson

From: Brandon Gonzalez, Collin Hodges, and Katie Selin, Alta Planning + Design

Date: June 13, 2025

Re: **Jackson/Teton County Safe Streets for All Safety Action Plan: Phase 3 Community Engagement Summary**

Introduction

Teton County and the Town of Jackson worked together to create the Safe Streets for All Safety Action Plan that will help create safer, more connected streets and paths in the region. This multi-year planning effort identified transportation investments and projects that benefit everyone, no matter how they travel. The Safety Action Plan was adopted on June 02, 2025. Throughout the plan development process, community input was pivotal in shaping the vision and goals, identifying needs and safety improvements, and establishing priorities.

The engagement efforts were based around three distinct phases:

- **Phase 1: Listen & Learn** – Introduce the project, understand mobility needs and transportation safety experiences to inform the project vision and goals, establish a leadership commitment, and identify connectivity and accessibility needs.
- **Phase 2: Reflect & Dive in** - Share opportunities for public input on safety analysis, discuss performance measures, right-of-way uses and limitations, refine proposed mobility network and cross-sections, and identify and prioritize projects for implementation.
- **Phase 3: Refine** – Share how public input affected project outcomes and final recommendations, receive input on complete draft plan and recommendation summaries, and present at elected and appointed body meetings.

The report outlines the engagement activities and communication methods used in the *Phase 3: Refine* and summarizes key takeaways. Table 1 summarizes the events during Phase 3.

Table 1:Phase 3 Engagement Events

Engagement Activity	Location	Timeframe	Participants
StoryMap + Survey	Online	May 12- May 29, 2025	~ 800 StoryMap Visits
Steering Committee Meeting #4	Community Recreation Center	May 14, 2025	10 members
Open House	Jackson/Teton County Recreation Center	May 15, 2025	~ 50 attendees
Tabling Event	Smith's Grocery Store	May 15, 2025 10 am - 12 pm	Distributed ~ 150 flyers

Engagement Activity	Location	Timeframe	Participants
Tabling Event	Albertson's Grocery Store	May 16, 2025 9.30 am – 11.30 pm	Distributed ~ 150 flyers
Bike Film Fest Event	Center for the Arts	May 1, 2025 4:30 pm – 6:30 pm	Distributed ~ 50 flyers, 2 dozen conversations

StoryMap + Survey

The project team updated the StoryMap that was created during the Phase 2 engagement to communicate the project updates to the public and key partners, as well as gather public feedback on the project recommendations and the final plan. A StoryMap is a web-application that showcases an interactive narrative using a combination of text, images, and maps for the project. The StoryMap provided an overview of the project, the vision and goals, prior engagement efforts, safety analysis, project and program recommendations as well as the updated community streets plan. A pulse survey included as part of the StoryMap to gather feedback about the plan and help prioritize recommendations. The StoryMap was available in English and Spanish. **About 800 people visited the StoryMap.**

The project team publicized the StoryMap and survey through fliers posted around town, in print and website advertising, Town of Jackson and Teton County newsletters and websites, and several mobile outreach events. Emails were sent to members on the project listserv directing them to the project website and to the ongoing StoryMap survey.

Figure 1: Screenshot of the StoryMap

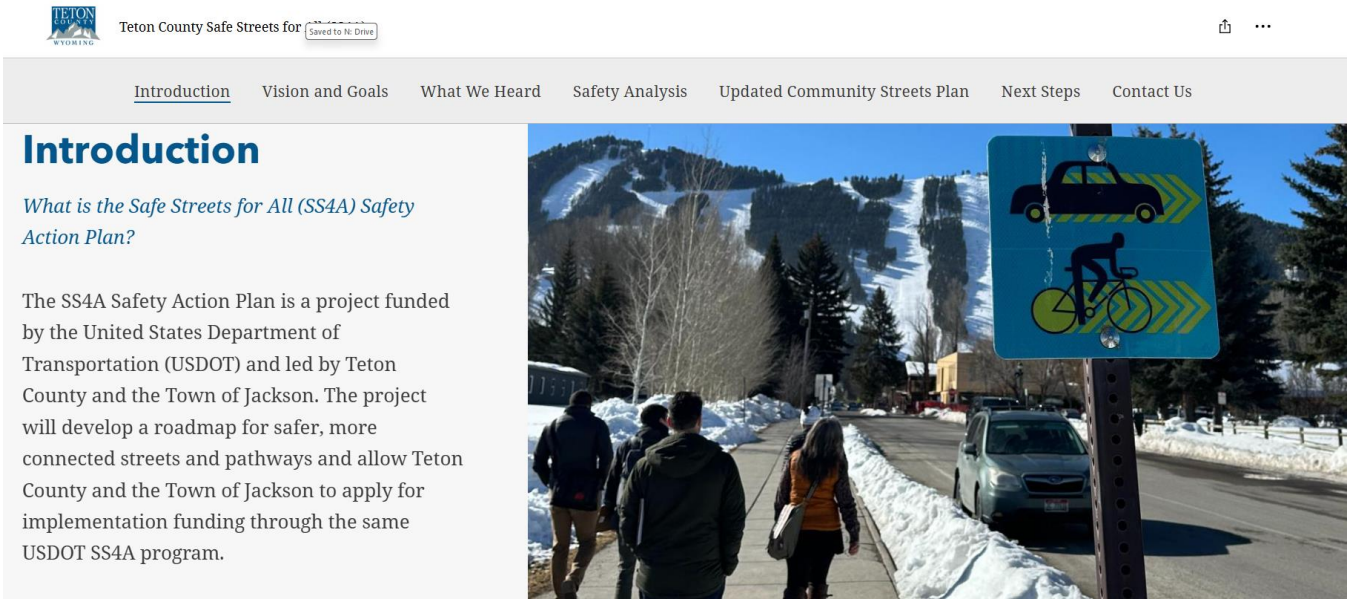


Figure 2: StoryMap Safety Analysis Page

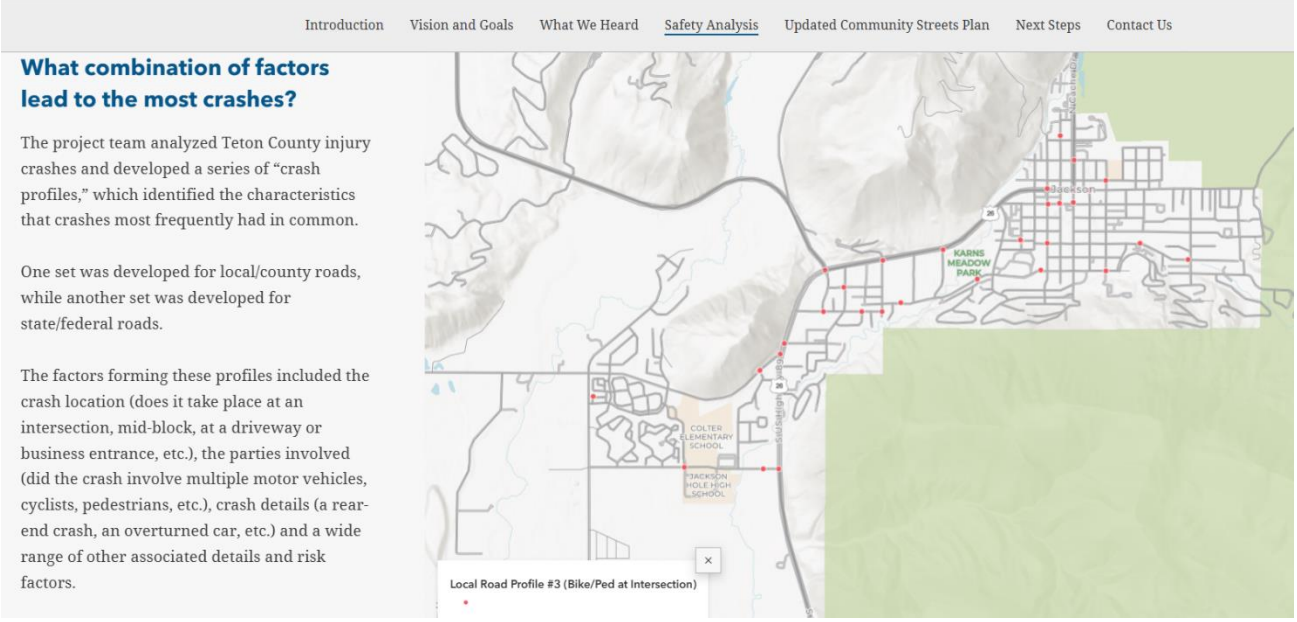
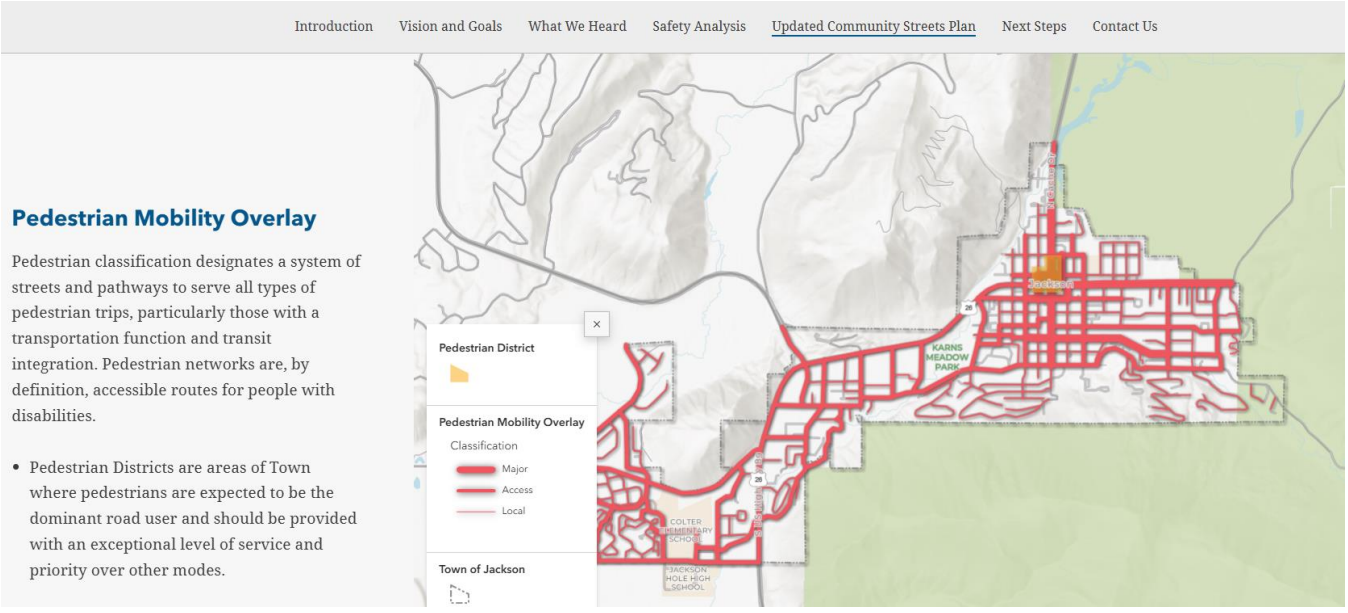


Figure 3: StoryMap Pedestrian Mobility Overlay Page



StoryMap Pulse Survey Results

Top recommendations

The Teton County SS4A StoryMap included 28 plan recommendations across five categories: design, land use (development regulations), plans, policy, and programs. Community members were asked to select the three most important recommendations to them. Twenty-three responses were collected. Table 2 shows the top 10 recommendations.

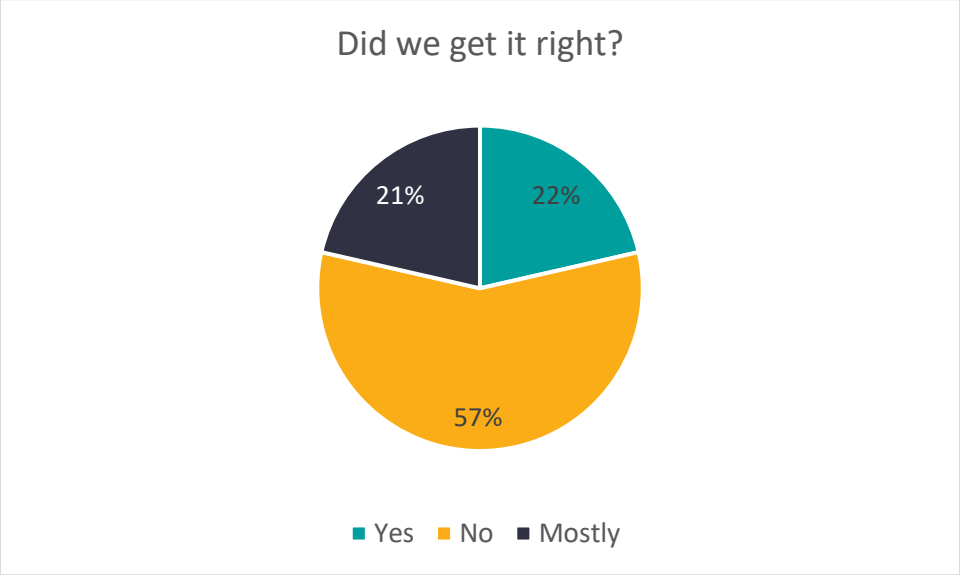
Table 2. Top Recommendations

Recommendation	% of Respondents
D.4 Address bicycle and pedestrian safety at intersections and driveways on town, county, and WYDOT roads.	48%
D.7 Improve pedestrian and bicycle infrastructure and connect gaps.	48%
D.5 Mitigate risks for single-vehicle crashes involving wildlife conflicts.	22%
D.6 Improve roadway lighting in accordance with dark sky standards, focusing first on the HIN.	22%
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.	17%
L.4 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.	17%
PR.8 Invest in and expand the pathways network, focusing on the HIN and Updated Community Streets Plan typologies.	17%
D.1 Implement safety improvements on the High Injury Network (HIN).	13%
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.	13%
PR.6 Reduce EMS response crash times below 9 minutes.	13%

Plan Feedback on the Draft Plan

At the end of the StoryMap, community members were asked to provide feedback on the plan. 28 people participated.

Table 3. General Approval of the Safety Action Plan



Next, survey participants who answered "No" or "Mostly" to the first question were asked to elaborate on what was missing from the plan. From the 23 comments collected, the following themes arose:

- The top concern was about the impact of the recommended safety improvements on congestion in the Town of Jackson, especially with increased development in the region.
- There was also concern about the ability of large vehicles to travel through the Town of Jackson with the recommended safety improvements.
- Some participants were concerned about additional four-way stop intersections and how it would impact driver and cyclist behavior.

Lastly, participants were asked **"What would you be most excited to see happen in the next 12-24 months?"** From the 15 responses collected, the following themes arose:

- Many participants that responded are excited to see improvements that will make biking and walking safer, especially the added protection for bike lanes and improvements that make pedestrians more visible near crosswalks.
- Participants are also looking forward to improvements that further connect the pathways in the region

Steering Committee Meeting

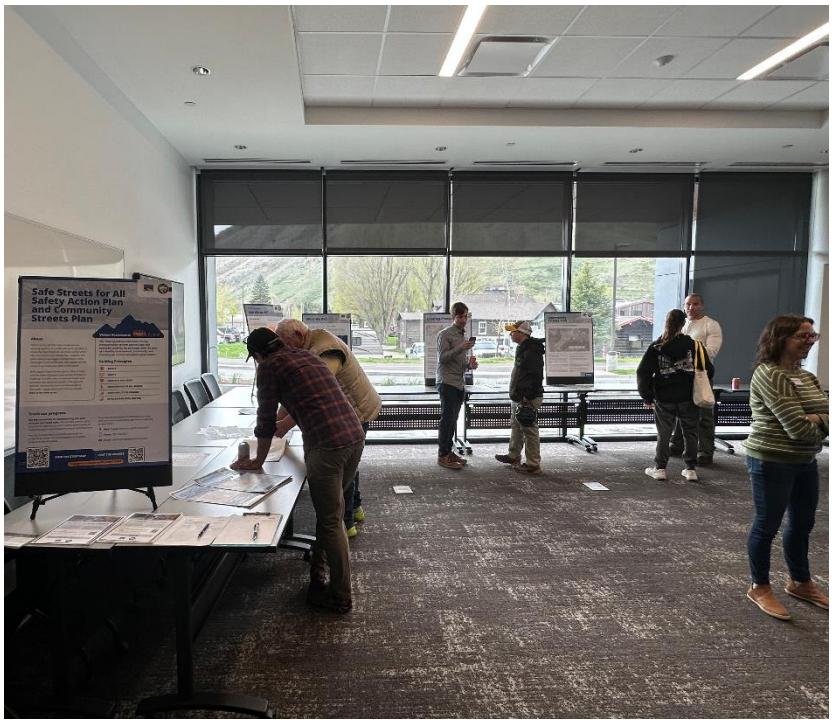
The fourth Steering Committee meeting for this project was held on May 14, 2025, to present project updates and get feedback on various identified projects, policies and processes recommendations in the Safety Action Plan. The TEDS Manual and Community Streets Plan updates were also shared. The committee members provided valuable general feedback as well as specific edits to the plan including:

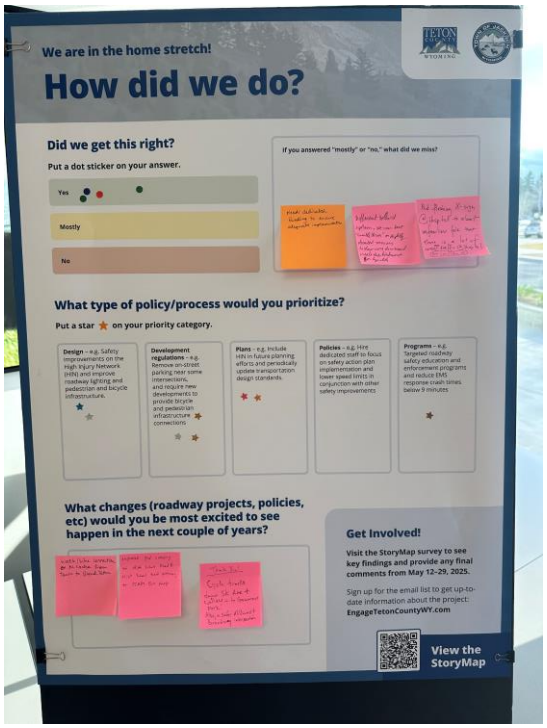
- Recommending that Council and Commission adopt the Plan to proceed with the SS4A Implementation Grant application.
- Identify areas on Pearl Street and other spots where more people are coming onto the street and flag this in the cutsheets.
- Include a campaign about neighborly behavior and giving way for people with accessibility needs.
- Recommendation for County and Village mobility plan as follow up to community streets plan.
- Update transportation demand management recommendation to acknowledge existing programs.

Open House

Date: May 15th, 2025, 4pm – 7pm
Location: Community Recreation Center

The open house engagement event included updates on the project and sought feedback to help prioritize policy and process recommendations. Staff members were stationed at the boards to answer questions. Spanish handouts were provided for each of the boards and an interpreter was present to help with communicating with Spanish-speakers. A variety of outreach strategies were used for the project including custom fliers, ads in the newspapers, and social media posts on Facebook and Instagram. The open house location at the Rec Center was useful for recruiting people who were visiting the Rec Center for other reasons to stop by the Open House.





Left Image: Project team in conversation with the participants in the open house
Right Image: Participant feedback on open house board

Participant feedback:

- Participants generally felt positive about the plan outcomes.
- Participants shared some issues and ideas: dedicated funding to ensure implementation of the plan; different treatments like rumble strips, elevated bikeways to improve safety for bicyclists; and improving pedestrian safety near the hospital.
- Some changes that community members are excited to see happening in the next few years include walking and biking connection on N. Cache, improved pedestrian crossing on High School Road and High School entrance, and a safer Millward Street and Broadway Avenue intersection.
- Among the different types of policies and processes, development regulations related elements were prioritized.

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. This included fliers, tabling events and emails and social media updates 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 4: Communication Methods for Phase 3 Engagement

Communication Method	Location	Timeframe	Description
Tabling	Smith's Grocery Store	05/15 10 am - 12 pm	Tabled and discussed project updates
Tabling	Albertson's Grocery Store	05/16 9.30 am - 11.30 pm	Passed out fliers
Email		April/May 2025	
Newspaper Ads	JH Daily and JH News and Guide (weekly)	May 4 – May 15, 2025	Daily and Weekly Newspaper Ad
Social Media Posts	Online	May 2025	Media, County, and non-profit partner posts
Press Release	Media outlets and email lists	May 5, 2025	Summary of SS4A process, invitation to Open House and StoryMap
Listserv			
Fliers	Around Town of Jackson	May 2025	Fliers with StoryMap link were posted around Town of Jackson

Promotional Materials

Newspaper Ad (left), community open house Invite (top right), and social media post

Fliers with StoryMap Survey QR Code – English and Spanish

Tabling Events

Date: May 15th and 16th, 2025, 4pm – 7pm
Location: Smith's grocery store and Albertson's grocery store

The project team tabled at two grocery stores to share information about the project and invite community members to visit the StoryMap and take the survey. At each event, about 150 flyers in English and Spanish were distributed. County staff tabled at the Bicycle Film Fest event to promote the project.

Project team tabling at a local Smith's Grocery Store on a Snowy Day

Attachment 04
Place Assessment Workshop Summary Memo

MOBYCON

PLAN • DESIGN • LEARN

April 9, 2024

To: Brian Schilling, Teton County, Town of Jackson
From: Nick Falbo, Mobycon
Stephen Kurz, Mobycon
CC: Collin Hodges, Alta Planning + Design
RE: Town of Jackson Place Assessment Workshop Summary Memo

On March 20th, 2024, the day after the Visioning and Goals workshop, Mobycon hosted a Place Assessment workshop focused on the mobility networks and places only within the Town of Jackson rather than throughout the entire county. The workshop attracted slightly fewer attendees than the previous day, at around 30 people. Mobycon educated participants on the value of place when thinking about mobility and transportation – that is, the locations that draw people in and *stay*, as opposed to simply passing through. The interactive aspects of the workshop challenged attendees to work together to rethink the Town's transportation network on the principles of "place" and "flow".

Like the Visioning and Goals workshop of Task 2.1, this workshop consisted of both presentation materials as well as interactive group exercises in which participants had the opportunity to ask questions and offer feedback about mobility in Jackson Hole.

Place Assessment Workshop Agenda

Topic	Details
Introduction	Introduction to the Place Assessment Workshop
Presentation: Value of Place-based Mobility in Cities and Towns	Presentation on the value of place and relationship to streets as public spaces and the concept of place vs. flow
Presentation: Integrated Place Assessment Tool	Introduction to the Place Assessment tool
Tour: Interactive Walking Tour	Using maps, clipboards, pens, and stickers, participants document and evaluate the place value of nearby streets
Activity: Place Identification and Opportunity Mapping	Working on large maps, participants help identify and refine key destinations, both current and future
Activity: Flow Mapping	Building on place identification, participants explore primary flow routes. Once complete participants identify problem areas where place and flow conflict and reflect upon possible solutions
Wrap Up	Closing discussion

555 South Mangum Street, Suite 100 • Durham, NC • USA 27701 • +1 (704) 740-0614 • info@mobycon.com
www.mobycon.com

Presentation: Value of Place-based Mobility in Cities and Towns

In this presentation, Mobycon introduced the Dutch concept of "Sustainable Safety" (also referred to as "Safe Systems" in the U.S.), highlighting the relationship between design and safety that it describes and the reasoning and science behind the concept. Participants learned about topics including the effect of speed on injury severity in a collision and the role that the road and street hierarchy play in achieving healthy and safe places for all. This was linked to the concepts of "place" (staying) versus "flow" (moving), in which "good" places provide spaces for both. A well-designed street hierarchy supports this by separating areas for flow and areas for place. These concepts are eventually translated to the local street level and are expressed through street design features. Mobycon highlighted several local locations that, based on their introduction to Jackson, seemed to express a high "sense of place" in Jackson.

Activity: Integrated Place Assessment Tool and Interactive Walking Tour

Our first activity used the Integrated Place Assessment Tool which we developed with Project for Public Spaces. The tool allows anyone to assess a space on how well it serves various aspects of place and flow (Appendix A). This begins with an evaluation of the following place factors on the left side of the diagram below:

- Comfort & Image
- Access & Linkages
- Uses & Activities
- Sociability

These are broken down into five concrete measures that are given a rating of 1 to 5 (poor to good, respectively). Once the place factors are assessed, users move on to the right side of the diagram where they assess flow factors (the Level of Service or LoS) of the space:

- LoS for pedestrians
- LoS for bicyclists
- LoS drivers of private vehicles
- LoS public transit users

Once both columns of the assessment are complete, participants calculate the approximate average of each place and flow factor. The results of the assessment are then charted using the accompanying spider graph chart that indicates which factors of place and flow are dominant or lacking.

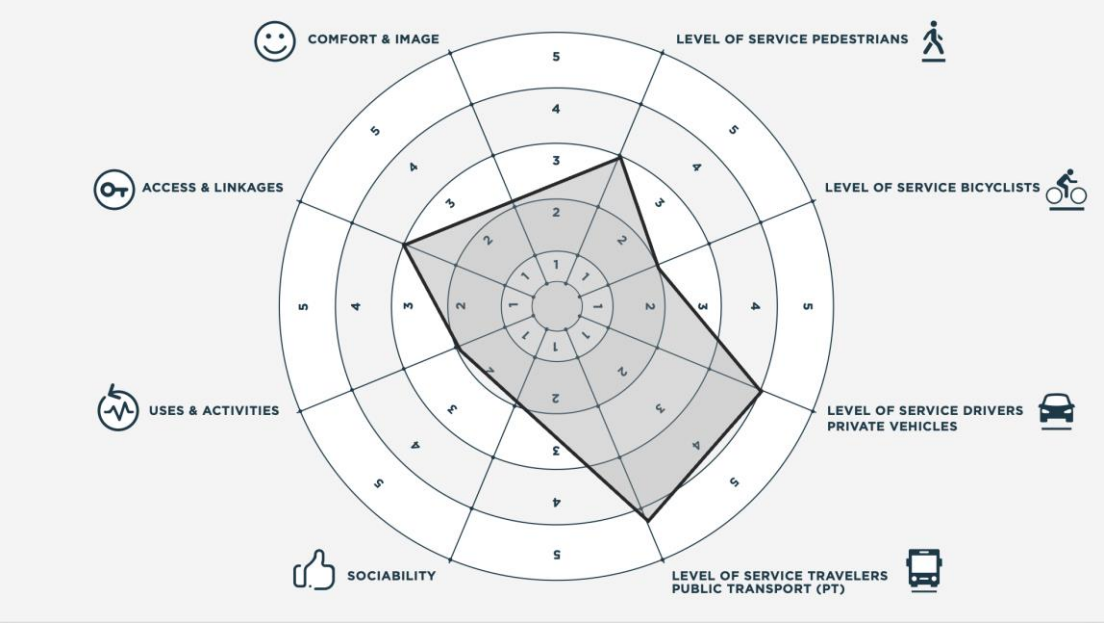


Figure 1: An example of the resulting spider graph from the Integrated Place Assessment. Results will vary depending on the assessment location.

The Integrated Place Assessment forms were distributed to each group (divided by table) and locations were assigned to each group, with some visiting more than one location. A one-hour integrated place assessment was conducted for the following locations:

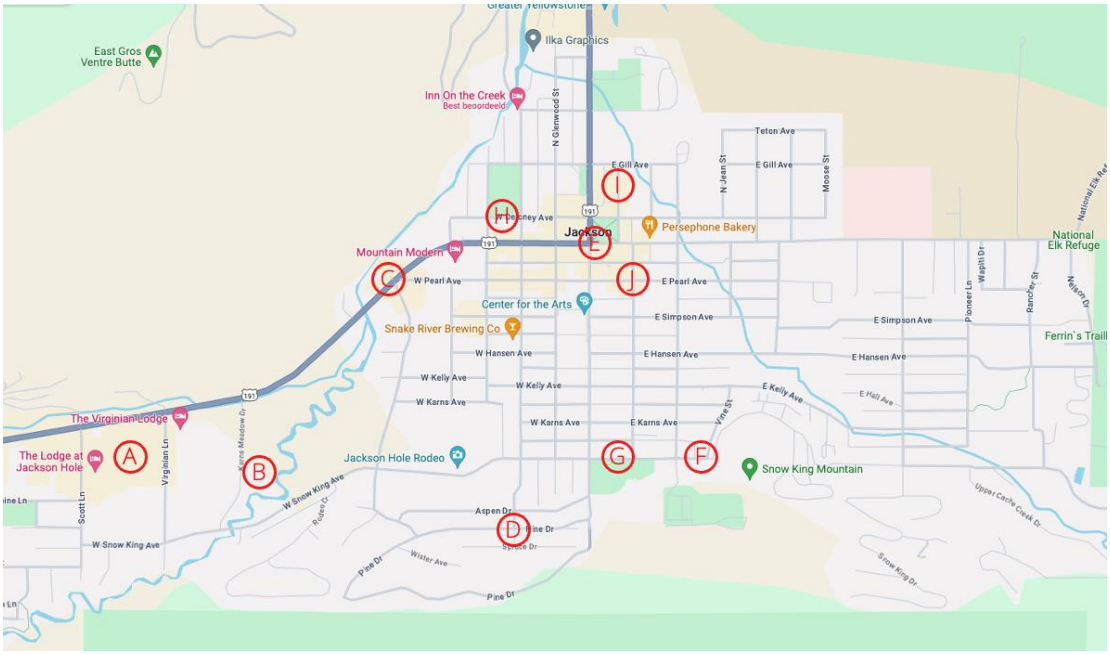


Figure 2: Map of proposed visited for place assessment (a) Grand Teton Plaza (Virginian Lane and Broadway), (b) Karns Meadow Park (c) W. Broadway / Flat Creek Dr. (d) Pine Dr. / Millward St. (e) Town Square (f) Snow King Resort (g) Phil Baux Park (h) Deloney Ave. and Millward St. (i) Center St. between Gill Ave. and Deloney Ave. (j) Pearl Ave. / King St.

After lunch, we reviewed the results of the place assessments for each location (Appendix B) and why they scored as they did. Selected examples include:

Location (D): Pine St. & Millward St.

Comfort & Image: 2 / 5
Access & Linkages: 3 / 5
Uses & Activities: 2 / 5
Sociability: 2 / 5

LoS pedestrians: 3 / 5
LoS bicyclists: 3 / 5
LoS private vehicles: 4 / 5
LoS public transport: 2 / 5

Pine & Millward is a mostly residential area that scored medium-low on place. It is mostly detached single-family homes where the only visitors to the area are visiting family or friends that live in the area. It scored mid-range for the level of service to bicycles and pedestrians. Despite the lack of sidewalks, pedestrian service scored better than was maybe expected, mainly due to the low volumes of through vehicular traffic which makes it fairly comfortable to walk on the street. The group scored public transit LoS low as the closest START bus route runs several blocks away along Snow King Avenue. Private vehicles are served best in this area with wide rights-of-way and parking both on private driveways and on-street.

Location (E): Town Square – Antler Arch

Comfort & Image: 3 / 5
Access & Linkages: 4 / 5
Uses & Activities: 4 / 5
Sociability: 4 / 5

LoS pedestrians: 2 / 5
LoS bicyclists: 1 / 5
LoS private vehicles: 4.5 / 5
LoS public transport: 2 / 5

Town Square scored high on several of the place values. It is described as a place that is loved by many, but private vehicles dominate the space. Evaluators express the area as having a tension between being an incredibly desirable place to spend time and a space that prioritizes movement and flow. In other words, a space that is trying to accommodate both place and flow. In the flow categories, pedestrians, cyclists, and public transport were underserved compared to private vehicles.

Location (I): Center Street between Gill Ave. and Deloney Ave.

Comfort & Image: 4 / 5
Access & Linkages: 3 / 5
Uses & Activities: 5 / 5
Sociability: 4 / 5

LoS pedestrians: 2.5 / 5
LoS bicyclists: 2 / 5
LoS private vehicles: 4 / 5
LoS public transport: 5 / 5

This area has a lot to offer and is represented in the scores it received for place. There are several destinations in the area, primarily for a touristic audience with restaurants, shops, and galleries. At the northern edge is a large public parking lot, also serving RV's, with public restrooms nearby. Pedestrians score average. A sidewalk is present but is narrow at some points and not ADA-compliant. Private vehicles are well served with wide streets and a large surface parking lot. The area is also well-served by multiple bus lines and stops.

Activity: Place Identification and Opportunity Mapping

The next exercise looked exclusively at the concept of "place" in the town of Jackson. Each table was given a map with a piece of tracing paper and colored markers. Groups were asked to mark important origins and destinations on the tracing paper. These could include things like hospitals, schools, and parks, but also large residential areas. They then were asked to define zones (not points) with distinct characteristics and to note the types of activity that take place in that zone. They were prompted with questions such as "Who is the main user?", "What is the feel of the area today?", and "How do you want it to feel or be improved in the future?". The end product of this activity was several maps of Jackson with selected zones of activity, marking both current and future key destinations.

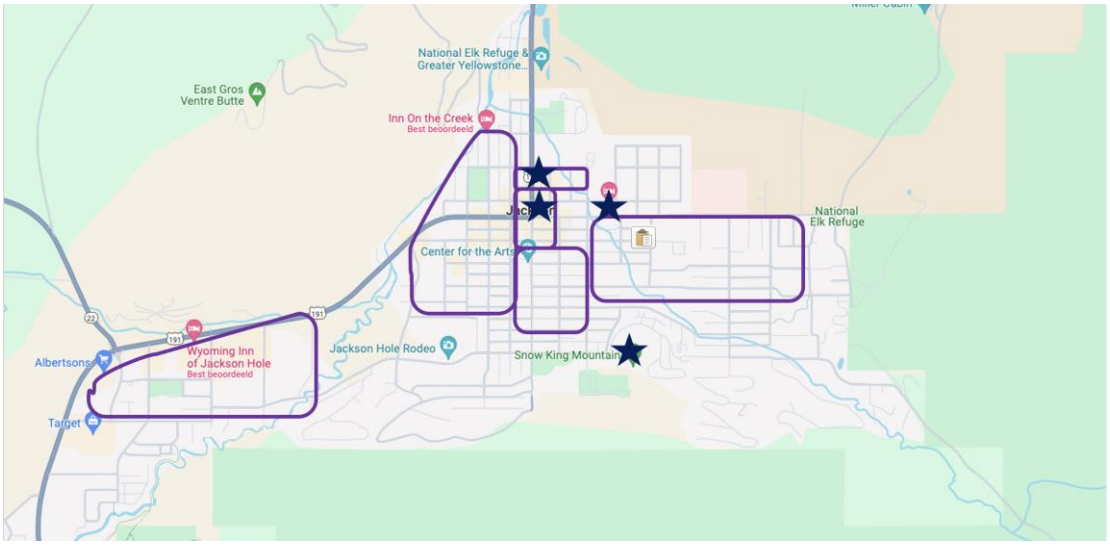


Figure 3: A sample visualization of place mapping (note: this map does not necessarily represent real conditions and is made for demonstrative purposes only).

Activity: Flow Mapping

Once the Place Identification step was complete, we asked participants to take the tracing paper off the map and replace it with a new sheet of tracing paper. Groups were tasked with identifying the main transport flows through and around town for each mode (walk, cycle, transit, car). For modal networks that aren't fully developed, groups were asked to indicate where the *future* network could go and to think about what it would mean for the other modes. Participants were encouraged to reflect not only on the routing of the network but also on the speed and volumes of traffic.

Figure 4: A sample visualization of a flow map (note: this map does not necessarily represent real conditions and is made for demonstrative purposes only).

Activity: Integrating Place and Flow

Once both place and flow were mapped out, we asked participants to place the two maps over each other and identify conflict points in town. Groups were prompted with questions like "Do major flows interrupt the cohesive zones identified in the place identification map?" and "Thinking creatively and without constraints, what are some potential solutions to these conflicts between place and flow?". See Appendix C for each group's resulting map.

Results: Note that these results reflect the output from the group exercise and are not intended to be a comprehensive catalogue of Places, Flows, and Conflict points in the Town of Jackson.

Places

- Jackson Elementary School
- Hub of schools south of South Park Loop Road and north of High School Road
- St. John's Hospital in East Jackson
- Town Square/Downtown (where use targets mainly tourists)
- Snow King Mountain and Snow King Resort
- Karns Meadow in between the town center and midtown
- Residential areas scattered throughout town. Large area in East Jackson.

Flows

- Broadway is the main vehicle connection through town.
- Broadway creates barriers for pedestrians and cyclists but is also the main flow in and out of town.
- Broadway/US 89 sends large volumes of traffic directly through town either from the north (airport), south (South Park, Hoback), or the west (Wilson, Teton Village)
- Snow King Avenue is the secondary east-west route through town.
- WY 22 connects Wilson, Stilson, and Teton Village to Jackson

- Airport connection through Highway 191 north of town
- Truck route on North Millward Street

Conflicts

- Broadway / WY 22 intersection is a troublesome crossing for pedestrians or cyclists trying to access destinations (grocery store, bank, restaurants, housing and lodging) on either side of the street.
- Town Square: high volumes and speed of traffic hard to mix with pedestrians and cyclists.
- School drop-off and pick-up, especially in the school hub around South Park Loop Road
- Bike route crossings on Snow King Ave and the Willow/Snow King intersection
- WY 22 & Spring Gulch Rd
- Crossing at South Park Loop Road / US 89 (Movieworks Plaza, south end of Broadway)
- 5-Way crossing at Flat Creek Drive / Broadway
- The truck route through the northern portion of downtown

***

Place

The Town Square and surrounding downtown was often labeled as a place that held a particular value and identity to Jackson, despite it being primarily used by tourists. It is relatively walkable though the high traffic volumes conflict with the slower modes, especially at intersections. This makes cycling less attractive in the area surrounding the Town Square. Snow King Resort at the south end of downtown is also a site of much activity for tourists as well as hosting local events. In contrast, amenities for locals are mainly found west of Karns Meadow and south of Broadway, forming a "local hub" of sorts with several grocery stores, banks, home furnishings, general supply stores, and numerous restaurants. The town has access to a variety of natural landscapes from virtually every side, as well as Karns Meadow within Jackson's built-up area. The natural beauty of the community is an important asset and is a large part of the town's identity.

Two of the major trip generators in town are the schools and the hospital. There are two main school locations in Jackson: Jackson Elementary School in the east side of town at the intersection of Gill Avenue and Willow St.; and the group of Colter Elementary, JH Middle School, and multiple high schools west of Broadway/US 89 between South Park Loop Road and High School Road. This means that some pupils live on the other side of town from their school location. The hospital is also an important location as it is one of the largest employers in Jackson. Located in East Jackson, almost all hospital employees must traverse all the way across (or through) town to get to work. The east-west connection through town was a common theme for many groups, especially between the large residential area in East Jackson and many of the local amenities in the west. Most groups labeled various zones using the categories *Commercial, Industrial, Recreational, Natural,* and *Schools.*

Flow

The largest flow identified in the groups' maps was that of Broadway and WY 22, which carry large volumes of traffic directly through town, from the north (National Parks, airport), south (South Park, Hoback) or the west (Wilson, Teton Village, Idaho). Much of the internal movements in Jackson are on an east-west axis. Broadway carries most of this traffic, however Pearl Avenue and Snow King

Avenue serve as secondary routes that are increasingly used by drivers looking to avoid congestion on Broadway.

Cache St. (Hwy 191) sees the highest flows of traffic on the north-south axis. This route is also frequented by those passing through Jackson to access communities north or south of town. For movements within town, Flat Creek Drive, Millward Street, and Willow Street serve as secondary north-south routes that are increasingly busy during peak hours.

West of Highway 89 (South Broadway), West Jackson is served by High School Road and South Park Loop Road, effectively forming a loop around the neighborhood. Middle School Road splits the neighborhood in half and serves as the main access point to schools in the area. While Gregory Lane also runs north-south through the area, it mainly serves the industrial uses on the eastern side of West Jackson.

Most of the pathway system is located west of downtown and west of Highway 89 (South Broadway), reserving travel by bike in and around downtown to bike routes shared with vehicular traffic and seasonal buffered bike lanes on Snow King Avenue. This leaves Jackson's north-south axis relatively underserved, with no single clear option for north-south travel. Millward Street, Jackson Street, Cache Street, and Willow Street serve north-south travel on both sides of Broadway, however only Willow has (seasonal) buffered cycle facilities. The north-south axis through town was identified as an existing deficiency for the cycle network.

Conflicts

Several conflict areas were identified in the process of overlaying place and flow layers on top of one another. The most obvious and central conflict is that of Broadway and Cache Street, where traffic flows from all directions come together. It is also a location with a high volume of pedestrian traffic due to its proximity to the Town Square, tourist shops, and other destinations nearby.

Participants marked the east end of Snow King Avenue as a high-conflict area. Snow King attracts locals and tourists alike, is a popular route through town for all modes of travel, and is a hub for many local events. The segment from the intersection of Cache St. and Snow King Ave. up to the Snow King Resort sees high volumes of traffic travelling in all directions. At any time, there may be many people searching for parking, leaving the parking lots, and dropping people off. There are also two START bus stops nearby (Snow King Resort & Snow King Center), further contributing to pedestrian volumes in the area. Snow King Ave. also carries a high volume of bicycle traffic using the seasonal buffered bike lanes from Willow St. west to Scott Lane.

The corner of Maple Way and Scott Lane was also identified as a conflict point. Since Snow King Avenue is often used as a secondary east-west route through town, many drivers are continuing onto Maple Way. Participants noted that drivers making the right turn onto Maple Way often cut off the cycle lane, an unprotected portion of the buffered cycle lane.

Several intersections along Broadway/US 89 were also flagged as conflict points, including the intersections with Flat Creek Drive, WY 22, and South Park Loop Road. It was noted that, due to high

speeds and volumes of traffic, left turns onto Broadway at uncontrolled intersections are becoming increasingly difficult. This also causes dangerous situations where drivers seek to enter a small gap in traffic on Broadway. Participants also expressed concerns about pedestrian safety at these intersections. The north-south crossing of Broadway at Flat Creek Drive was of particular concern, where pedestrians can be hard to spot for car drivers. This intersection operates as a 5-way intersection, making it difficult to navigate for pedestrians and cyclists.

Middle School Road, which connects several of Jackson's schools to the collector streets in the area, was also flagged as a concern. Pick-up and drop-off times were described as "chaotic," with people driving in and out of the school parking lots. This is particularly troublesome for kids wanting to travel to school by bike or on foot and contributes to a cycle of increased private vehicle usage. The less safe it is to walk or cycle, the fewer kids will be allowed to do so, which then leads to more people driving and more congestion, which then further degrades safety for kids walking and biking, and so on.

Conclusion and Next Steps

The Place Assessment Workshop gathered important information about stakeholders' perception of the concepts of "place" and "flow" in the Town of Jackson and identified those areas with strong unique place value. When those areas are compared with maps of heavy traffic flow, we can see potential points of conflict to be addressed through network redesign, street design changes, or both.

Project staff will develop a series of place and flow maps based on the results of this workshop. These maps will serve as a reference when developing the Mobility Overlay framework and may prompt changes to mobility networks in the Town of Jackson.

Appendix A

Rate the Place

COMFORT & IMAGE (Poor 1 2 3 4 5 Good)
- Overall attractiveness
- Feeling of safety
- Cleanliness/Quality of Maintenance
- Comfort of places to sit
- *Comments/Notes*

LEVEL OF SERVICE PEDESTRIANS (Poor 1 2 3 4 5 Good)
- Are the sidewalks wide enough?
- Is it easy and convenient to cross the street?
- Do you feel safe and comfortable walking here?
- Are there many obstacles on the sidewalk?

ACCESS & LINKAGES (Poor 1 2 3 4 5 Good)
- Visibility from a distance
- Ease in walking to the place
- Transit access
- Clarity of information/signage
- *Comments/notes*

LEVEL OF SERVICE BICYCLISTS (Poor 1 2 3 4 5 Good)
- Is there enough space for cyclists?
- Do cyclists have to mix with a high volume of cars?
- What is the operating speed of vehicles?
- Is there adequate bike parking available?

USES & ACTIVITIES (Poor 1 2 3 4 5 Good)
- Mix of stores/services
- Frequency of community events/activities
- Overall busy-ness of area
- Economic vitality
- *Comments/Notes*

LEVEL OF SERVICE DRIVERS PRIVATE VEHICLES (Poor 1 2 3 4 5 Good)
- Is the operating speed for cars adequate?
- Is there a lot of delay at the intersections?
- How much parking is available?
- Is the street well connected? (think about one-way etc)

SOCIABILITY (Poor 1 2 3 4 5 Good)
- Number of people in groups
- Evidence of volunteerism
- Sense of pride and ownership
- Presence of children and seniors
- *Comments/Notes*

LEVEL OF SERVICE TRAVELERS PUBLIC TRANSPORT (PT) (Poor 1 2 3 4 5 Good)
- How well is the street connected via PT?
- Is there ample seating at the PT stops?
- How delayed is PT on this street?
- Is the PT frequent enough and of high quality?

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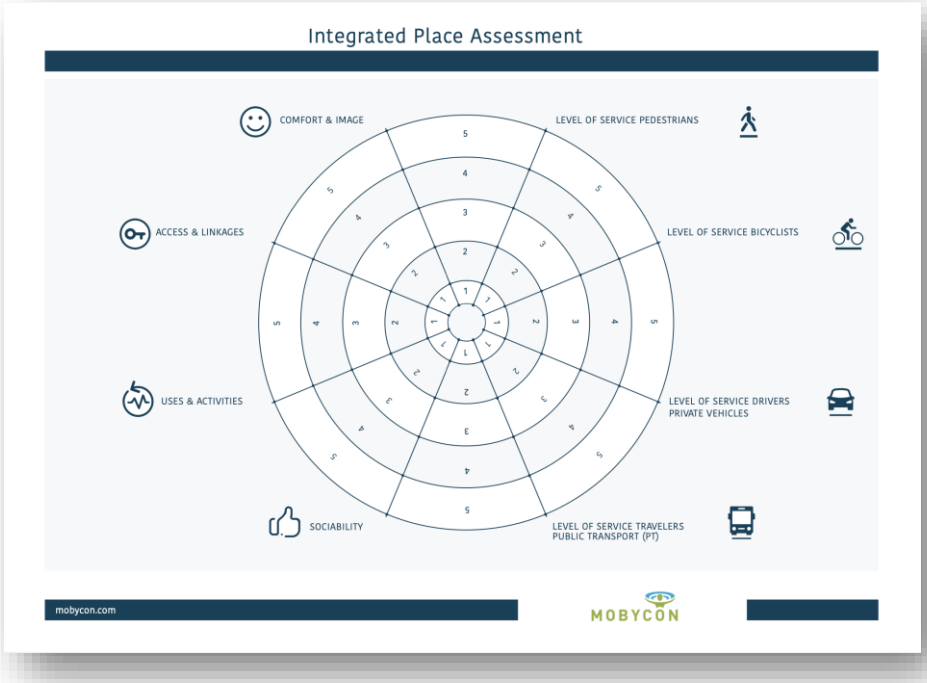
MOBYCON

This Game is based on the Place Game by PPS and Functional Ambiance by De Urbanisten



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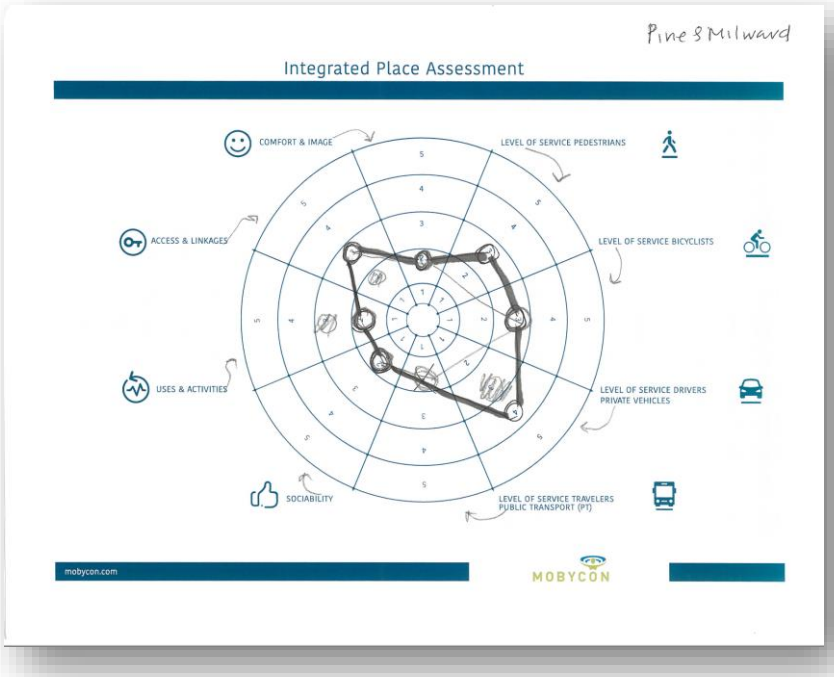
Appendix B

Town Square at the Antler Arch

Area around Pine Dr and S Millward St



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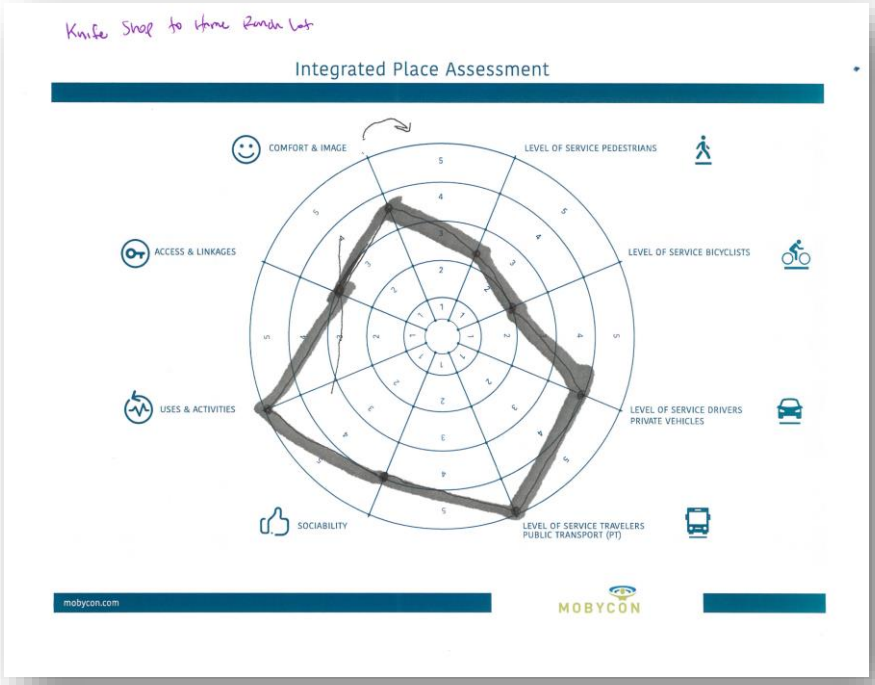
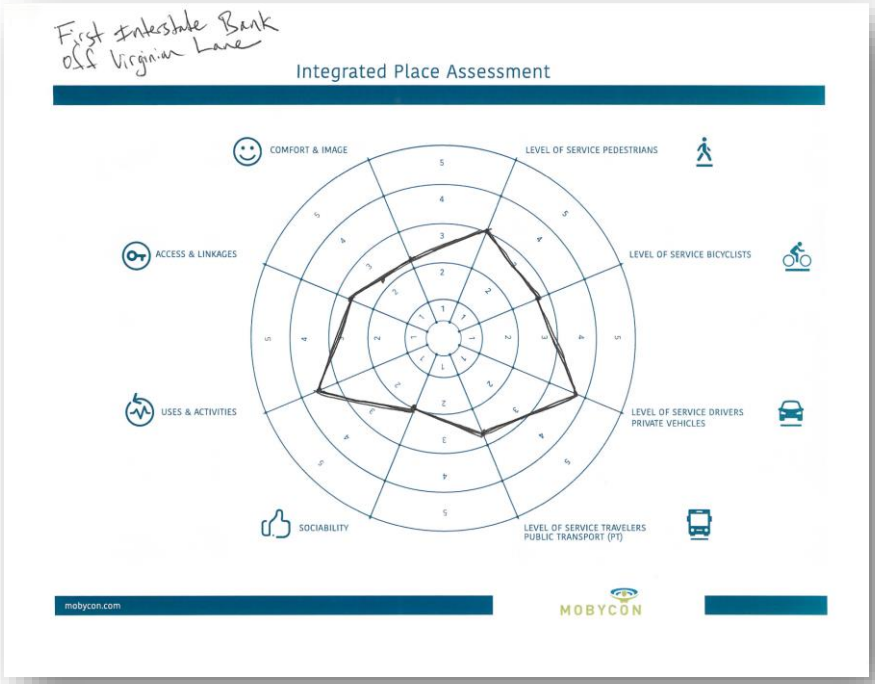
N Center St from E Deloney Ave to E Gill Ave

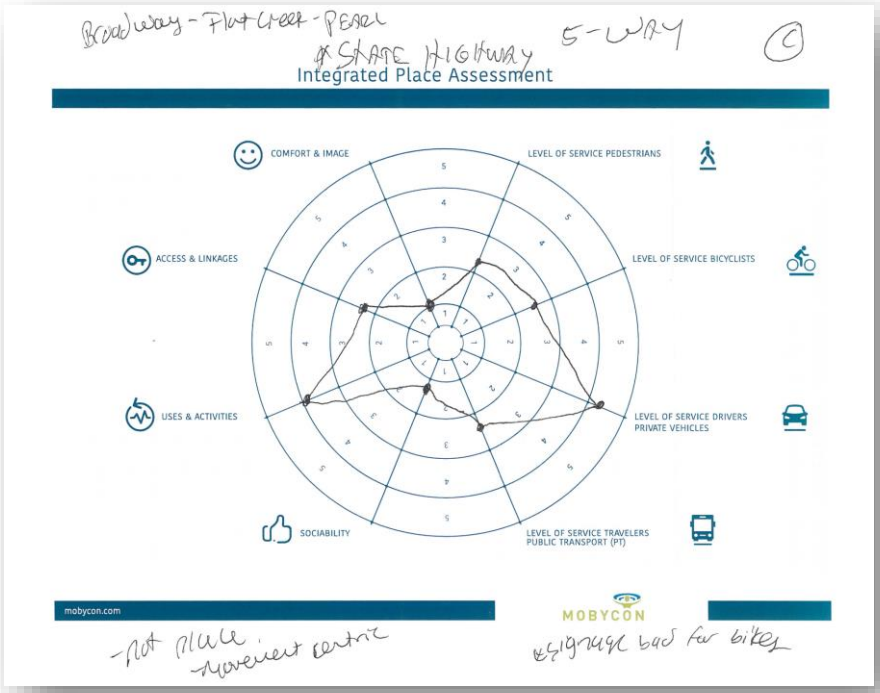


W

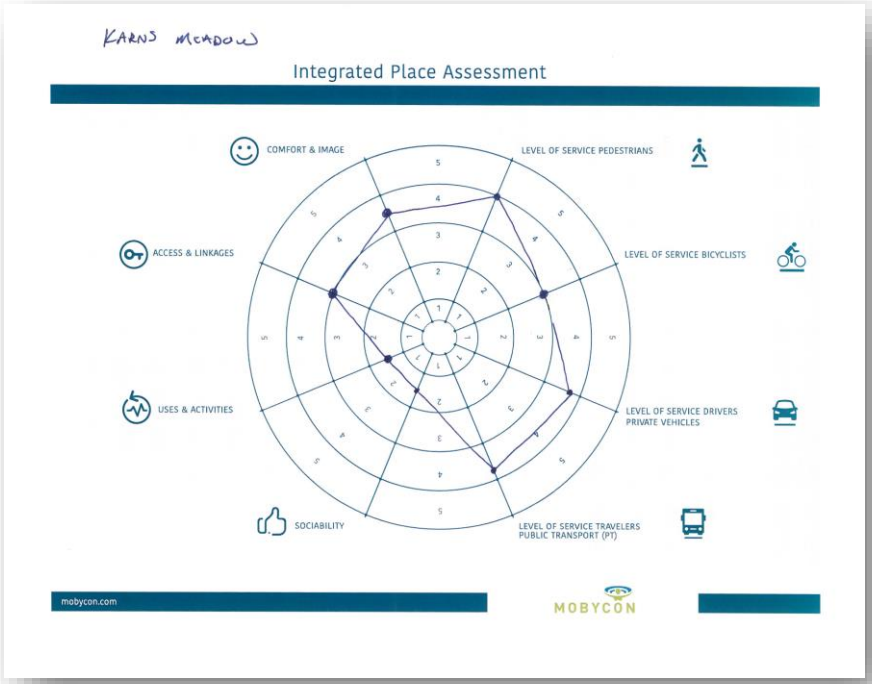
Broadway at Virginian Lane



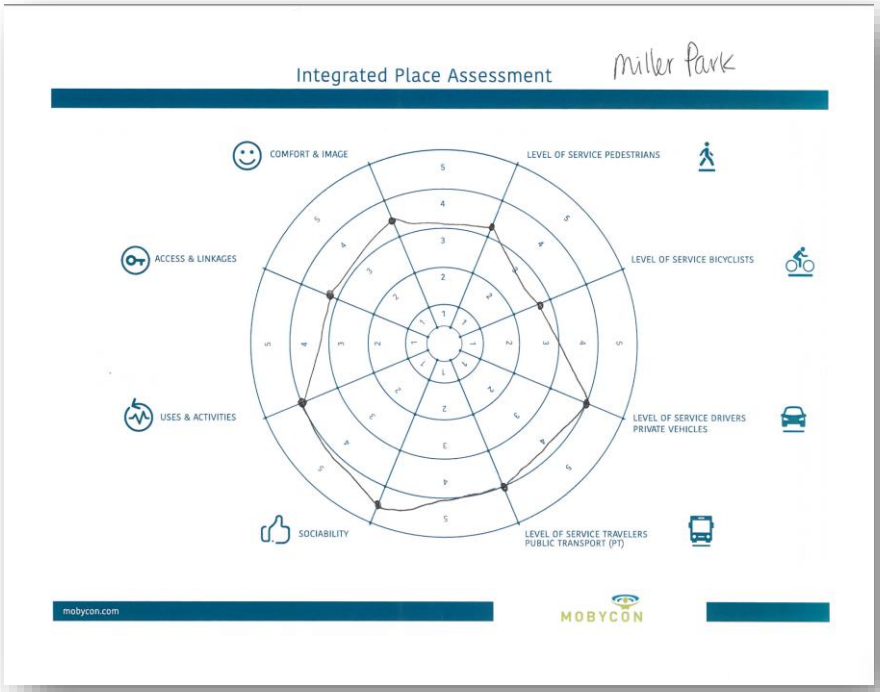
Intersection of W Broadway, Flat Creek Dr and W Pearl Ave



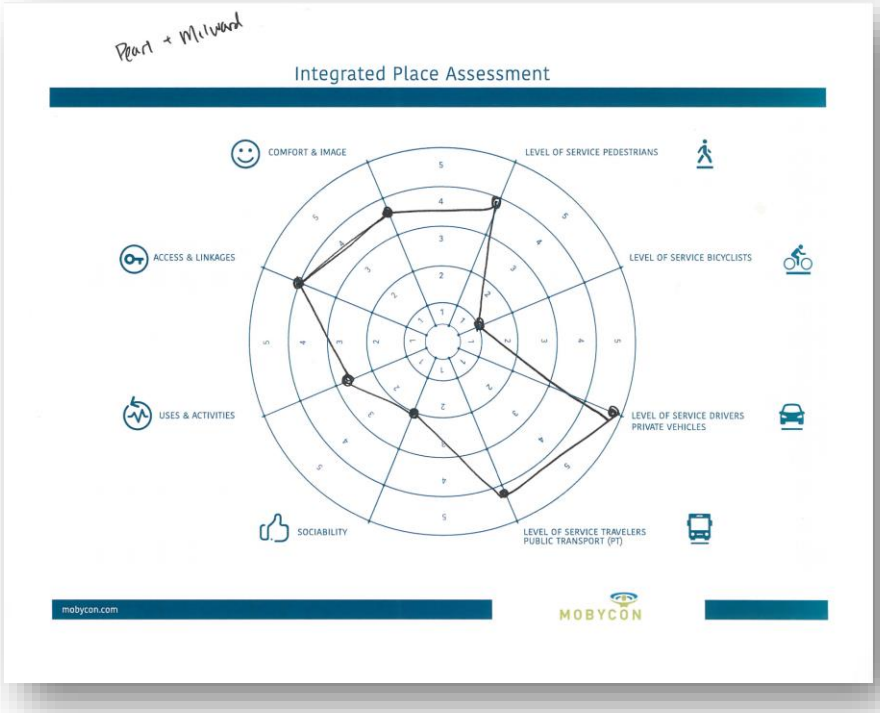
Karns Medow Park Area



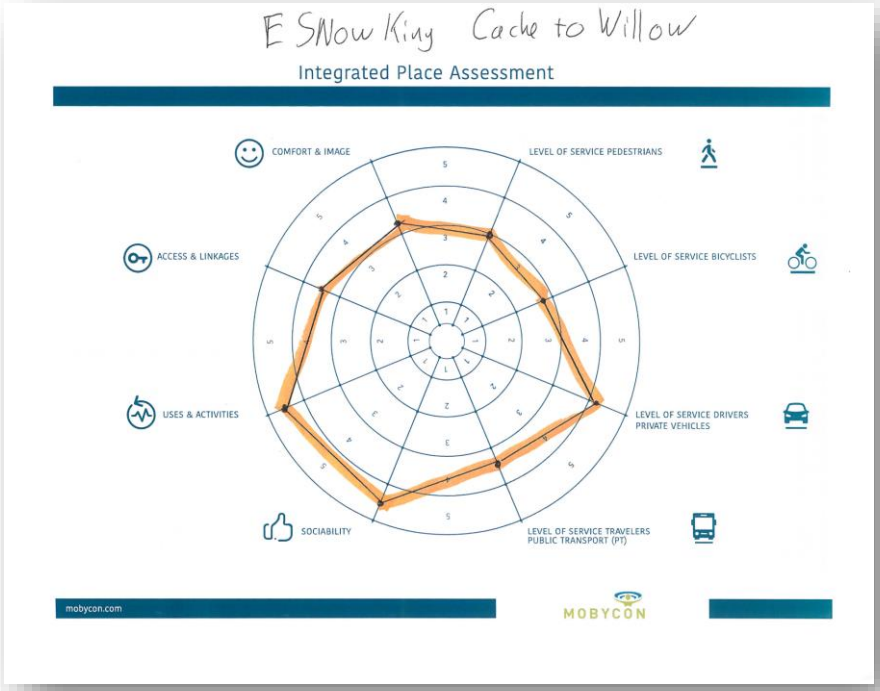
Miller Park Area



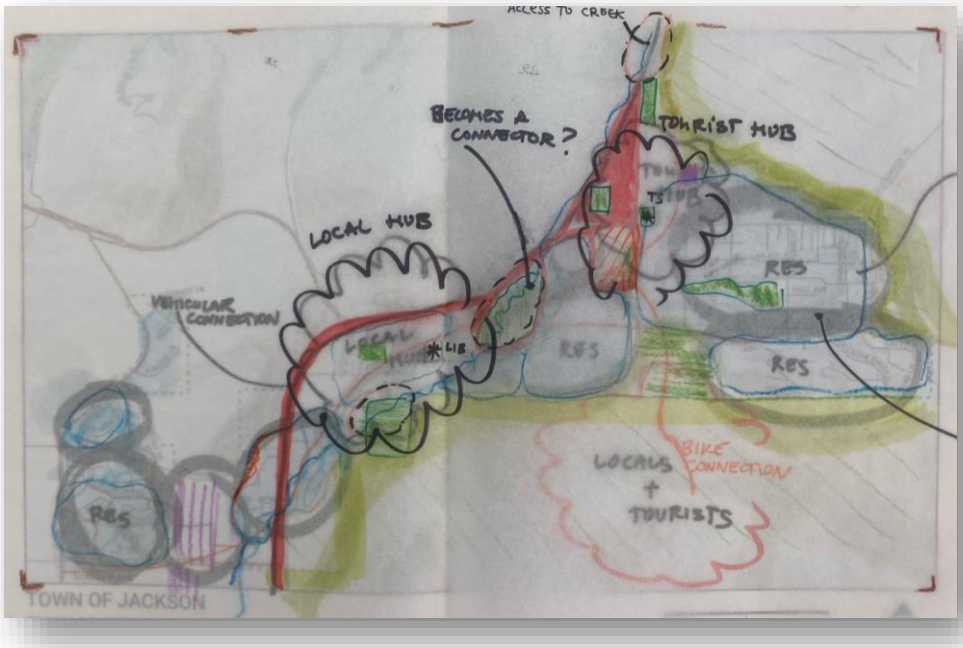
W Pearl Ave at S Millward St

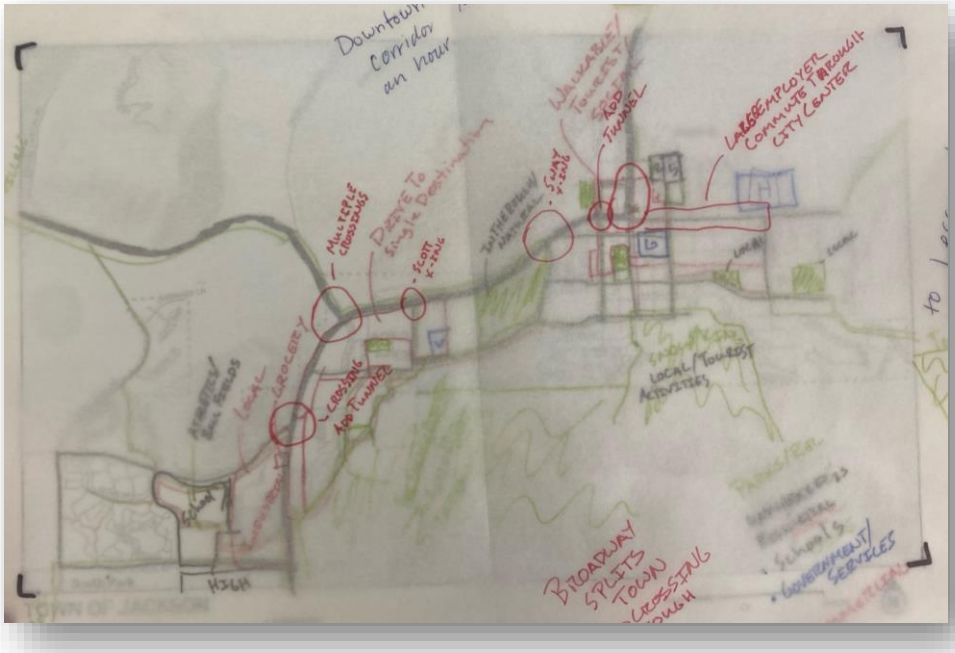


E Snow King Ave from S Cache St to S Willow St

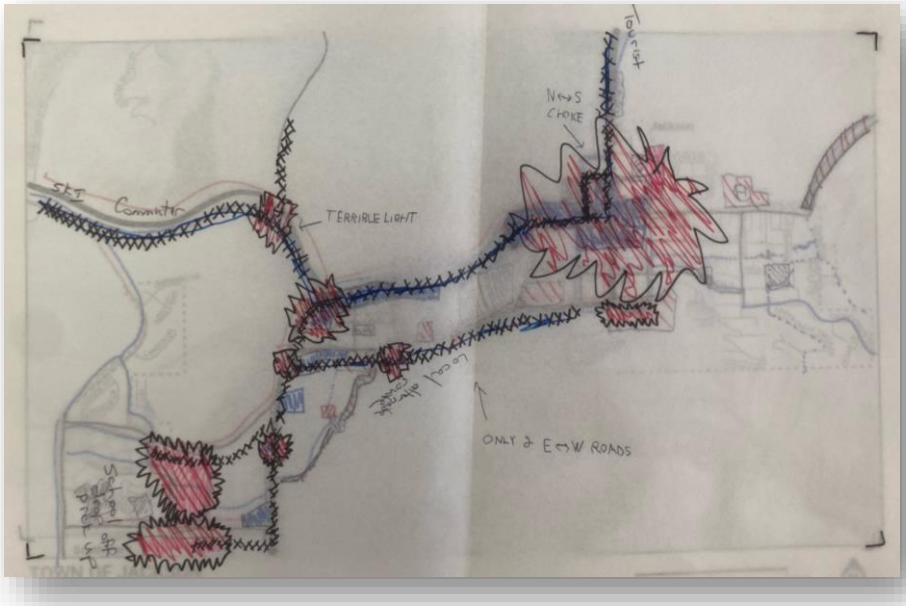


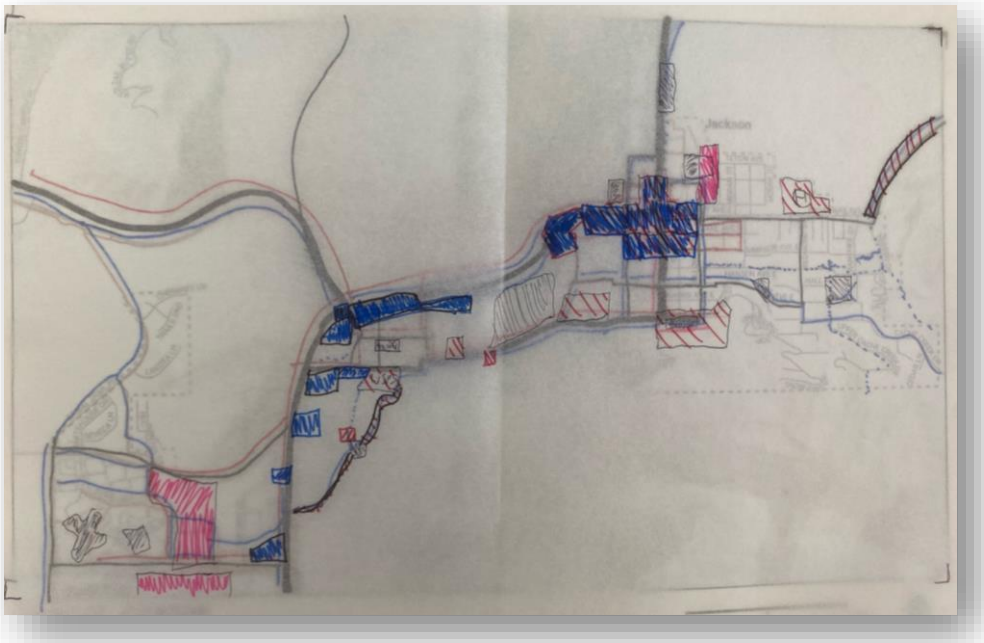
Appendix C

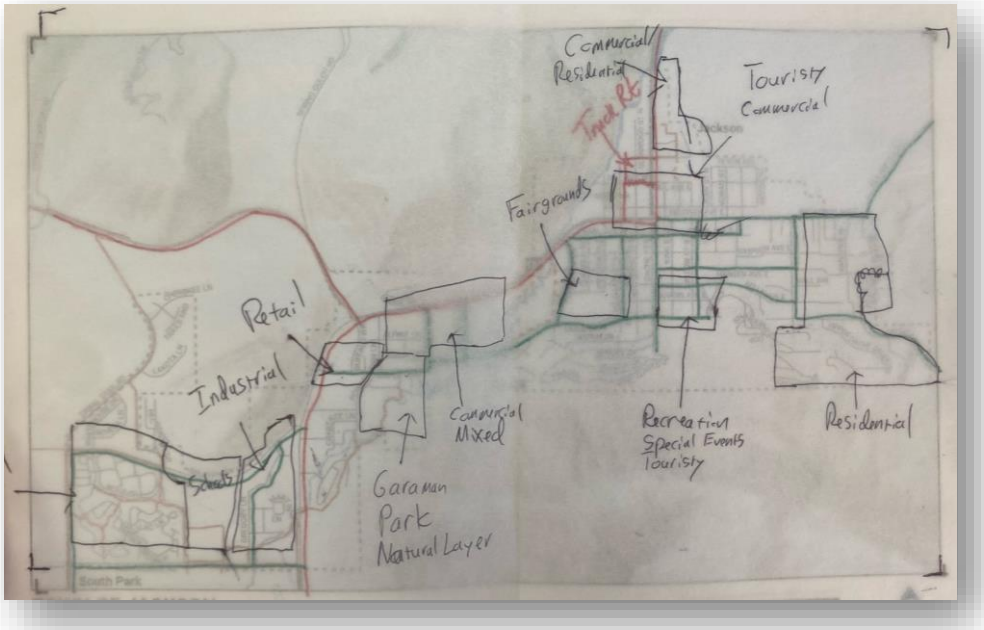

ACCESS TO CREEK
BECOMES A CONNECTOR?
TOURIST HUB
LOCAL HUB
VEHICULAR CONNECTION
LIB
RES
RES
RES
LOCALS + TOURISTS
BIKE CONNECTION
TOWN OF JACKSON


Downtown Corridor an hour
Multiple Crossings
Drive To Single Destination
Scott x-ings
Grocery
Crossings
Hwy Tunnels
Local/Tourist Activities
Broadway Splits Town
Schools
Entertainment/ Services
TOWN OF JACKSON

TOWN OF JACKSON


Tourist
News
Choke
Ski
Commute
TERRIBLE LIGHT
ONLY 2 E↔W ROADS




Commercial/
Residential
Tourist Rt
Tourisy
Commercial
Fairgrounds
Retail
Industrial
Commercial
Mixed
Recreation
Special Events
Tourisy
Residential
Garaman
Park
Natural Layer

Attachment 05
Mobility Overlay Workshop Summary Memo

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Sept 11, 2024

To: Brian Schilling, Teton County, Town of Jackson
From: Nick Falbo, Mobycon
Narayan Donaldson, Mobycon
CC: Collin Hodges, Alta Planning + Design
RE: Mobility Overlay and Street Design Workshop Summary Memo

On August 22nd, 2024, Mobycon hosted a Mobility Overlay Workshop and Street Design at the Teton County Fairgrounds in Jackson Hole. The workshop was attended by approximately 20 local stakeholders ranging from business owners, municipal staff, advocacy organizations, and independent citizens. The intention of the workshop was to share and verify the draft Mobility Overlay proposal and co-create street design alternatives with participants to explore alternative ways of thinking about our streets.

The workshops consisted both of presentation materials as well as interactive group exercises in which participants had the opportunity to ask questions and offer feedback about the future direction of mobility in Jackson Hole.

This memo includes a summary of the Mobility Overlay Workshop and the Street Design Workshop, and also documents comments received on the Mobility Overlay, workshop generated concepts for Town Square Circulation, and workshop generated alternatives for new types of Street Designs.

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MOBILITY OVERLAY WORKSHOP SUMMARY

In this workshop, Mobycon presented the proposed Mobility Overlay framework for the Town of Jackson. An orientation presentation provided a grounding in existing classification frameworks and considerations and discussed the need for separating mobility networks.

In small groups, participants reviewed and commented on the proposed mobility overlay maps, definitions, and policy implications.

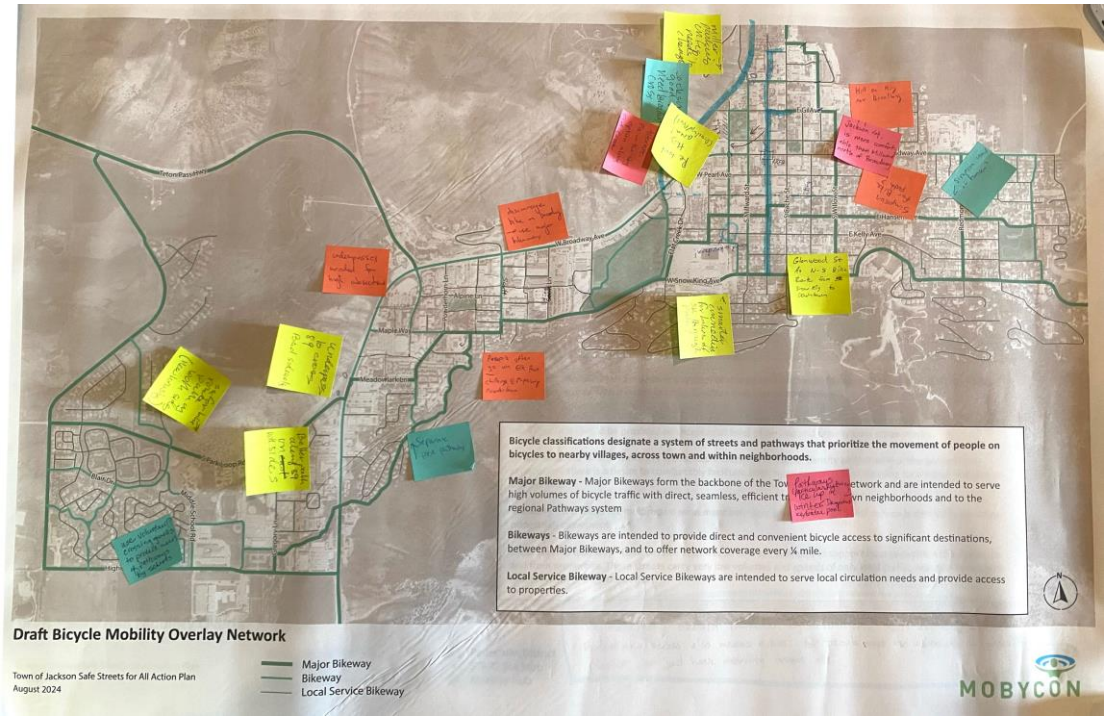
Agenda

Time	Topic	Details
9:00-9:15	**Welcome and Introduction**	Introduction to the project status, background and Mobility Overlay
9:15-9:30	**Presentation: Existing frameworks and strategic flow corridors**	Overview of existing street classification frameworks, and identification of strategic flow corridors.
9:30-10:00	**Presentation: Mobility Overlay**	Introduction to proposed mobility overlay framework, maps, and definitions.
10:00-11:00	**Activity: Mobility Overlay**	On large maps, using pens and sticky notes, participants will comment on mobility overlay proposals, ask key questions, and explore implications of the new network proposal.
11:00-11:45	**Activity: Town Square Circulation**	In small groups, explore alternative traffic circulation patterns in the Town Square area and report back to the larger group.
11:45-12:00	**Wrap Up**	Close out the morning workshop and share about the afternoon session.

Activity: Mobility Overlay Review

After an introductory presentation on the benefits of mobility networks and the draft proposal developed for the Town of Jackson, participants worked in small groups to provide feedback for each of the five mobility overlays. Comments included reflection on particular streets in the network, decisions around classifications, and questions about applicability.

Bicycle Mobility Overlay Classification



-

Streets Network and Classification Considerations

- New street grid suggestions in midtown (see ped map)
- Glenwood St as a N-S Bike Route from Snow King to Downtown
- Smarter connection for bikes off Snow King Ave through park?
- Consider Simpson instead of Hansen? (2x)
- Jackson St. is more comfortable than Millward north of Broadway
- Hill on King near Broadway
- Miller Park: Rework this area
- Jackson St. good – need Broadway crossings

- Miller parking configuration needs changes
- Flat Creek Corridor: Flat Creek to Snow King, and Pathway north of Broadway [Comment from truck map]
- Millward: Bollard bike lane, no parking
- Glenwood St. as bikeway
- E Gill Ave. as bikeway
- Glenwood/Perry to Cache Connection
- Discourage bikes on Broadway – use major bikeway
- People often detour around pathway via Elk Run Lane – Challenge at Maple Way and Powderhorn

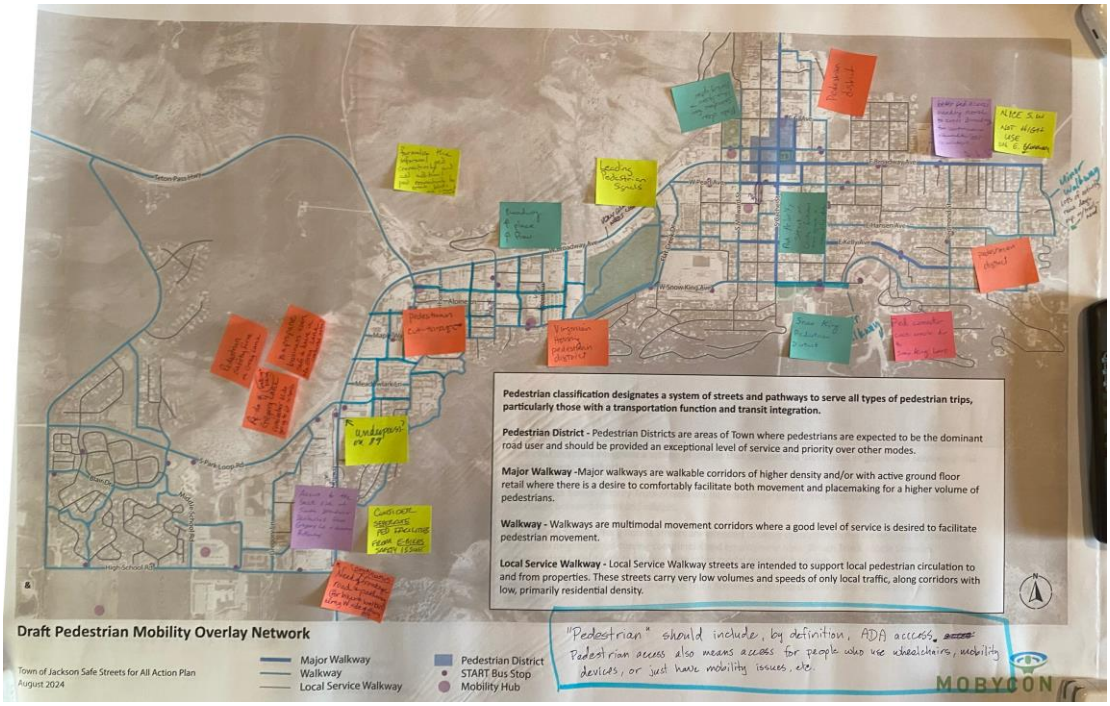
Project/Street Design Comments

- Confusing intersection at Jackson and Kelly Ave
- Underpass needed for high volume intersections near the Y
- Underpass to cross S89 – bad sidewalks
- Better path along S89 on both sides
- S Park Loop Rd from S89 to Middle School Road: Safer bike route path on both sides (new housing)
- Future Flat Creek Pathway crossing of Broadway Ave

Other Comments

- Pathways (particularly tunnels) ice up in the winter. Dangerous ice/water pool.
- Use volunteer crossing guards to protect users of pathways by schools

Pedestrian Mobility Overlay



Street Network and Classification Considerations

- Midtown Street Network w/pedestrian cut throughs where possible. (2x)
- Glenwood 1 block south of Pearl as Major
- Make clear connections from Town Square to parking options
- Ped connector – Cache Creek Dr to Snow King Loop
- New access to the back side of S Broadway businesses from Gregory Ln and Graman Pathway
- Gregory Lane: Pedestrian safety first on Gregory Ln
- Gregory Lane: Redo Gregory Ln – remember kids going to schools
- Pedestrian district in SE of Town Core near May Park
- Pedestrian District near Virginian Housing
- Pedestrian District near the rec center
- Pedestrian District near Snow King Resort
- Broadway: Increase Place, Increase Flow
- Cache St: Ped Priority between Snow King Ave. and Broadway

Project/Street Design Comments

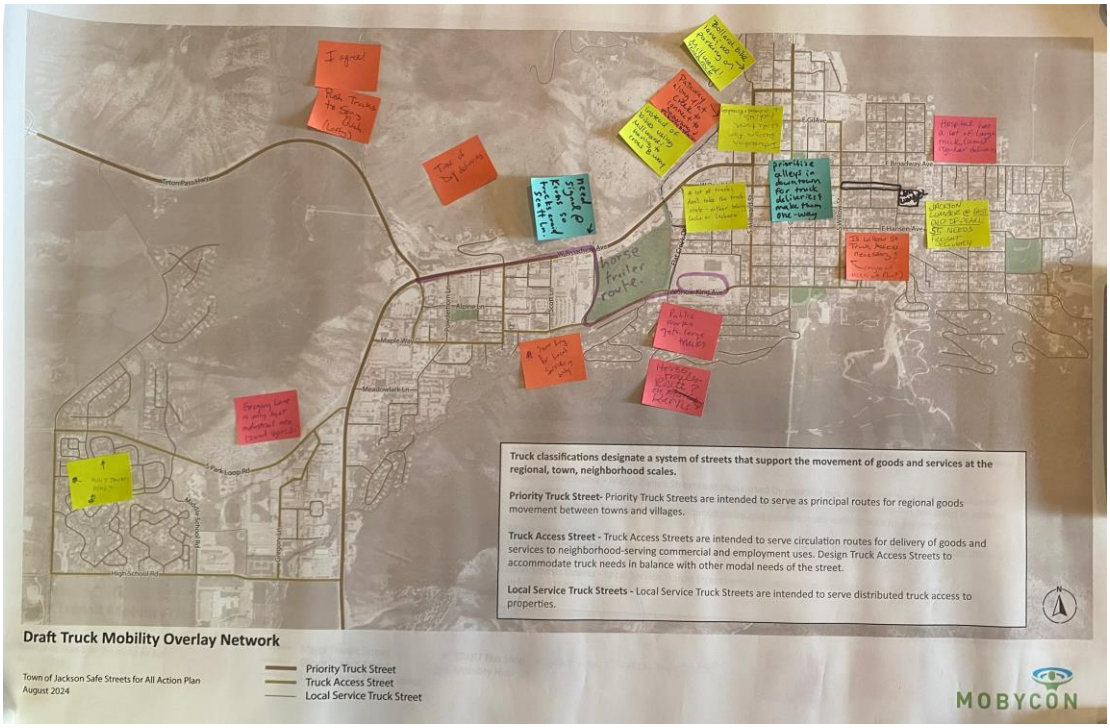
- Leading Pedestrian Interval at signals.

- E Broadway: Better ped access to cross the street to get to sidewalk connection in winter.
- Nice sidewalk, not high use on Broadway
- Underpass on 89
- Consider separate pedestrian facilities from e-bikes [it is a] safety issue (Graman Pathway)
- Need frontage road and pathway (for bikes and walkers) along W side of S89

Other Comments

- "Pedestrian" should include, by definition, ADA Access. Pedestrian access also means access for people who use wheelchairs, mobility devices or just have mobility issues, etc.
- Gregory Ln: is a propane business even safe to have in the Gregory Lane congested area?

Truck Mobility Overlay



Streets Network and Classification Considerations

- Horse Trailer Route: W Broadway – Karns Meadow – Snow King w/ Loop through Fairgrounds
- E Broadway to Hospital
- Pearl Ave to Jackson Lumber site
- Push Trucks to Spring Gulch (Lofty) [2x]
- Karns Meadow between Broadway and Snow King
- South of Snow King/Fairground: Public Works gets large trucks
- Prioritize alleys in downtown for truck deliveries and make them one-way
- “Why Trucks here” in reference to local service truck streets in West Jackson
- Gregory Ln area is a light industrial
- Snow King [through midtown] for local service only?
- Town Square: A lot of trucks don’t take the truck route – either taking Cache or Jackson
- Willow St: is Truck Access necessary?
- E Pearl St: Jackson Lumber needs freight delivery
- E Broadway: Hospital has regular large truck deliveries

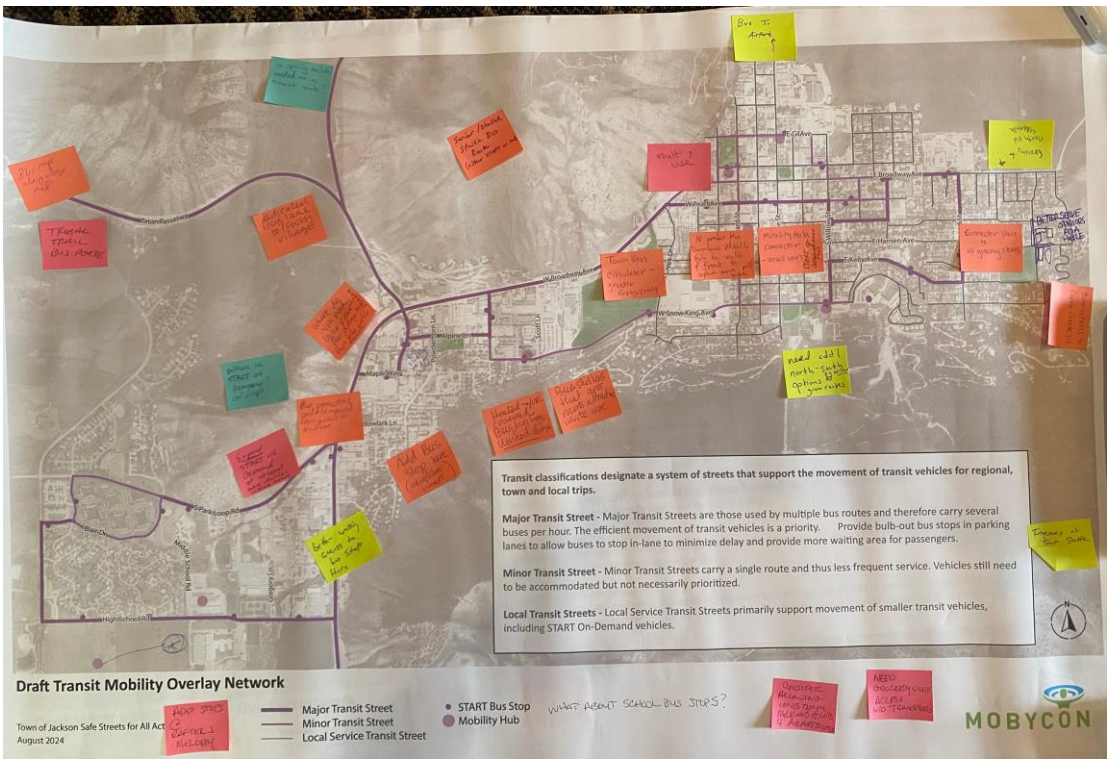
Project/Street Design Comments

- Signal at W Broadway & Karns
- Public Works gets large trucks
- Millward & Broadway: Intersection for wide turn radius

Other Comments

- Time of Day deliveries

Transit Mobility Overlay



Streets Network and Classification Considerations

- Spring Gulch: Not a transit route [listed in error]
- Scott Ln: Label error on map
- Tribal Trail Bus Route
- Is Spring Gulch needed as a transit route?
- Connection to Cache Creek Trailhead
- Where is START on Demand map [Response: this is local service transit street]

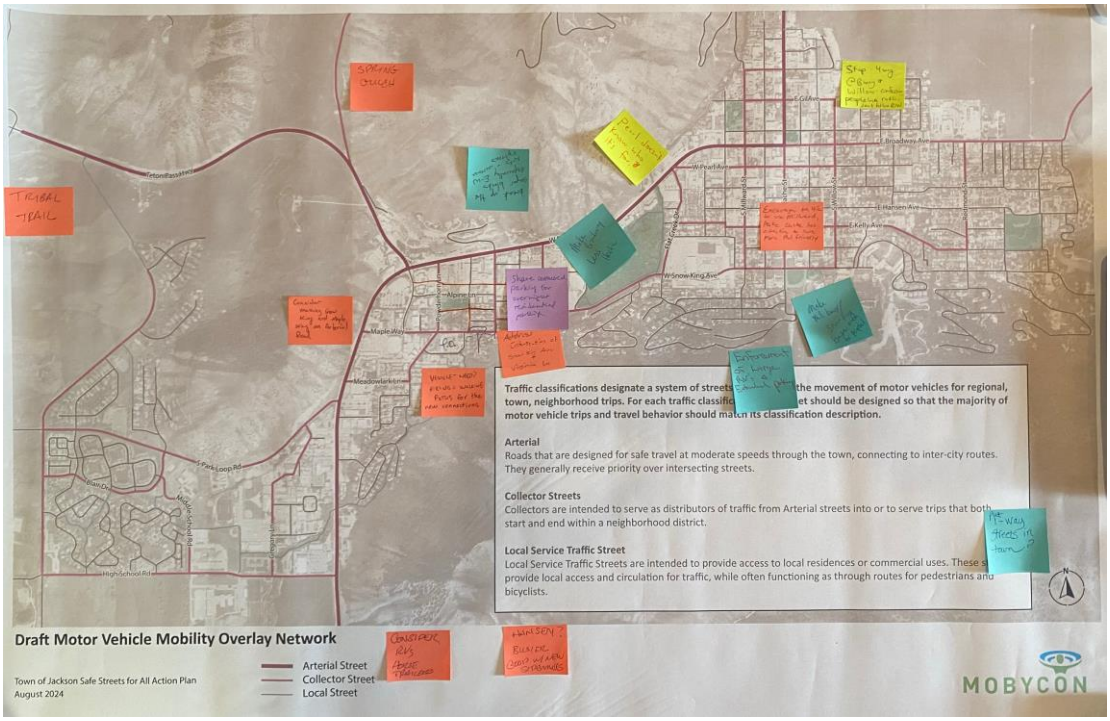
Project/Street Design Comments

- Bus stops along Village Road [missing?]
- Dedicated Bus Lane to Teton Village
- Add Bus Stop/Route in southern Midtown residential neighborhood
- Bus shelter on east side of Buffalo Way

Other Comments

- School Bus: What about school bus stops and routes?
- Senior/Disabled specific Bus Route (either START or not)
- Bus stops that are more attractive invite use
- Heated and/or covered bus shelters with unified design
- Town van/circulator with greater frequency. Connecting to grocery store
- Bus to Airport via 191
- Prefer downtown mobility hub to be closer to Broadway (versus parking garage)
- Need grocery store access without transfers
- Consider adding long term parking at lots for Airport shuttle access.

Vehicle Mobility Overlay



Streets Network and Classification Considerations

- New Midtown street network
- Tribal Trail [future roadway]
- Consider making Snow King and Maple Way an arterial street
- Pearl doesn't know who it's for
- Encourage traffic to use Millward. Make Cache less attractive to cars and more ped friendly

Project/Street Design Comments

- Snow King & Virginian Ln: Address intersection
- Stop 4-way at Broadway and Willow – Confusion, people in a rush don't follow right of way rules.
- Make Snow King base area for people
- Enforcement of large RVs and Extended parking
- Put one-way streets in town.
- Hansen has been busier. New sidewalks are good.
- New connections: Do we need vehicles, or can it be just biking and walking paths?

- Consider RVs and horse trailers.

Other Comments

- Make Broadway less hectic
- Share commercial parking for overnight residential parking

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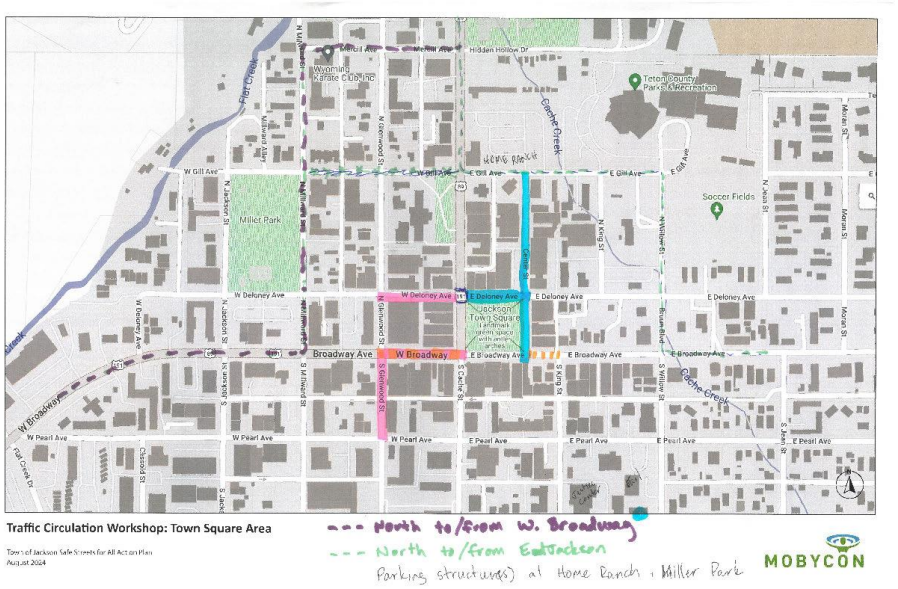
Town Square Circulation Alternatives

Participants collaborated in groups to explore potential alternative circulation plans for the Town Square area. The goal of the exercise was to identify potential alternative driving routes, to remove heavy traffic from nearby the Town Square, and to identify a complementary zone of pedestrian-oriented streets.

These explorations are intended to test the waters with participants about attitudes around circulation in the Town Square area and discover new ideas informed by local knowledge. These ideas involve many stakeholders including WYDOT, local businesses, and town staff, and must be considered with care. The consultant team will discuss the potential for advancing these ideas with Town staff.

The resulting workshop concepts are displayed below. Key ideas emerged from these explorations:

Workshop Concepts



Alternate traffic routes:

- Routing west-bound traffic on Mercill->Millward -> Broadway
- Routing east-bound traffic on Willow -> Gill -> Cache

Pedestrian Priority Blocks:

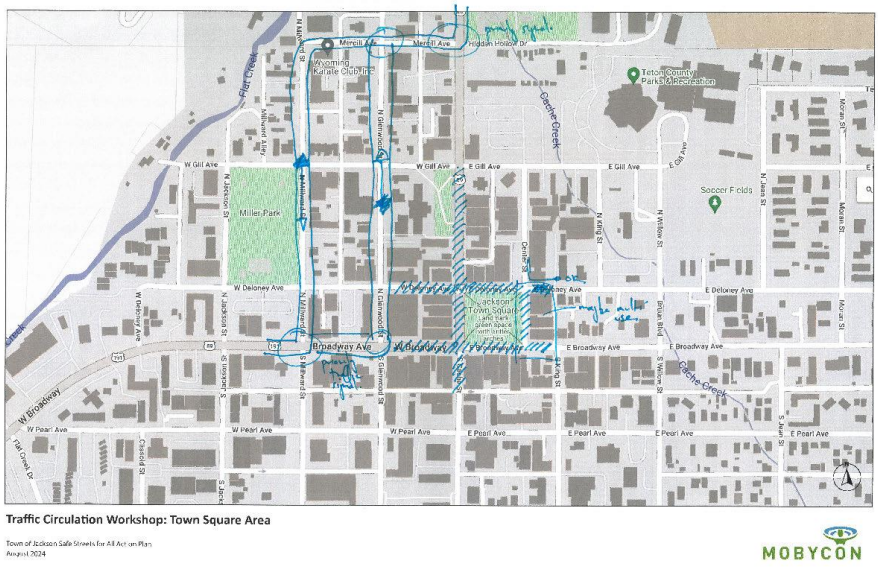
- First priority: Deloney, Center
- Deloney, Broadway, Glenwood

Alternate traffic routes:

- Couplet on Broadway and Pearl Ave to Cache

Pedestrian Priority Blocks:

- Broadway, Deloney, Center around Town Square

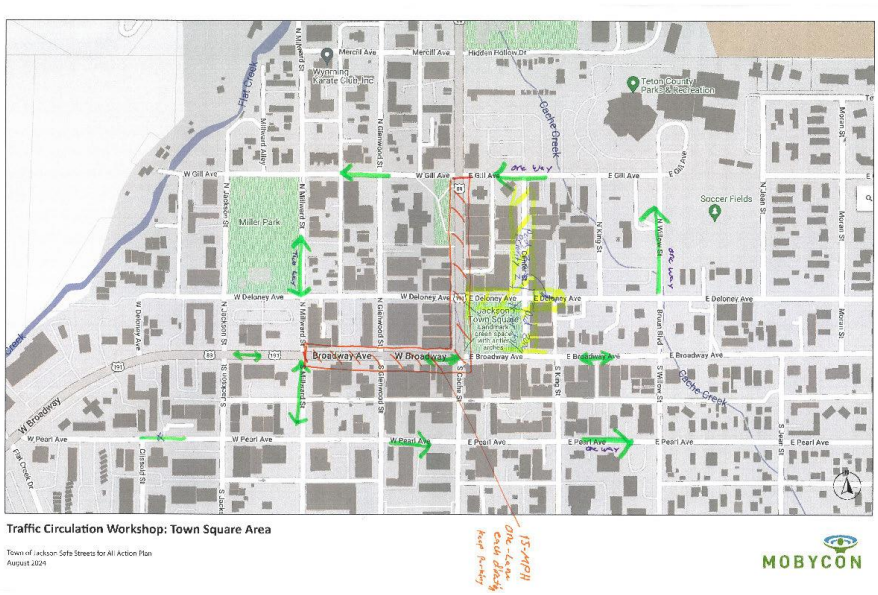


Alternate traffic routes:

- Couplet on Millward and Glenwood

Pedestrian Priority Blocks:

- Cache, Deloney, Broadway, Center



Alternate traffic routes:

- East/West couplet on Gill, Pearl, connected by Willow St
- Main route on Millward

Pedestrian Priority Blocks:

- Broadway and Cache
- Deloney and Center

Alternate traffic routes:

- Couplet on Millward and Cache

Pedestrian Priority Blocks:

- Broadway, Deloney, Center, King

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STREET DESIGN WORKSHOP SUMMARY

In this workshop, Mobycon explored modifications to the standard street designs in the Community Streets Plan. An opening presentation oriented participants to existing street cross sections and potential new tools to include in future designs. Participants worked in groups to develop alternative cross sections for selected locations in the Town of Jackson.

Using Streetsketch software, Mobycon produced a rapid prototyping of these example streets to test whether a specific cross section matches the mobility goals for the project.

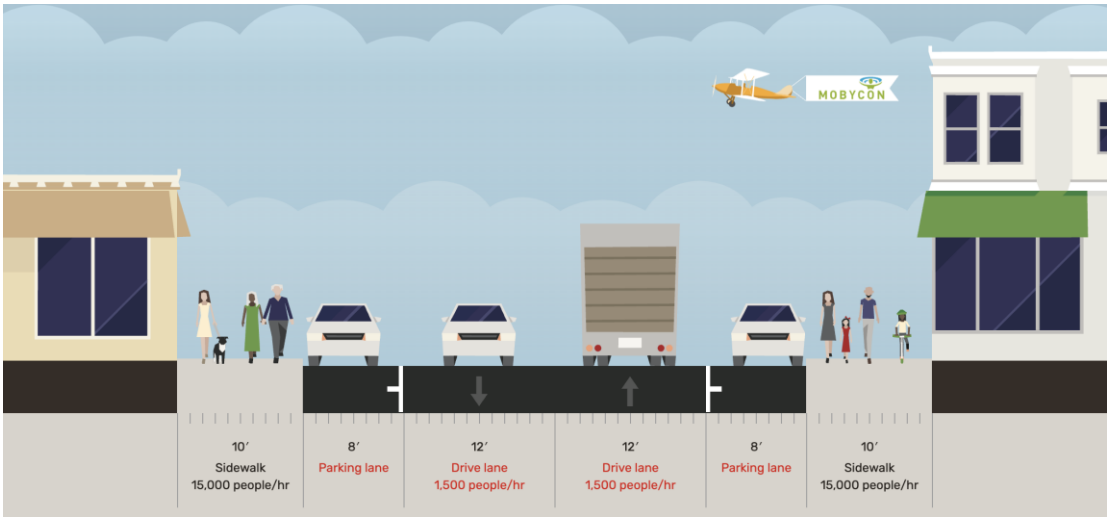
Street Design Workshop Agenda

Time	Topic	Details
1:00-1:05	**Welcome and Introduction**	Introduction to the Street Design workshop.
1:15-1:30	**Presentation: Existing Street Design Guidelines**	Overview of existing street designs, opportunities and innovations since 2015 Community Streets Plan.
1:30-2:00	**Presentation: Proposed Street Design Elements**	Introduction to potential street design changes and elements.
2:00-3:30	**Activity: Street Design**	At small groups, participants will explore proposed street design changes. Interactive opportunity to modify street designs in groups.
3:30-3:45	**Wrap Up**	Close out the afternoon workshop and discuss next steps.

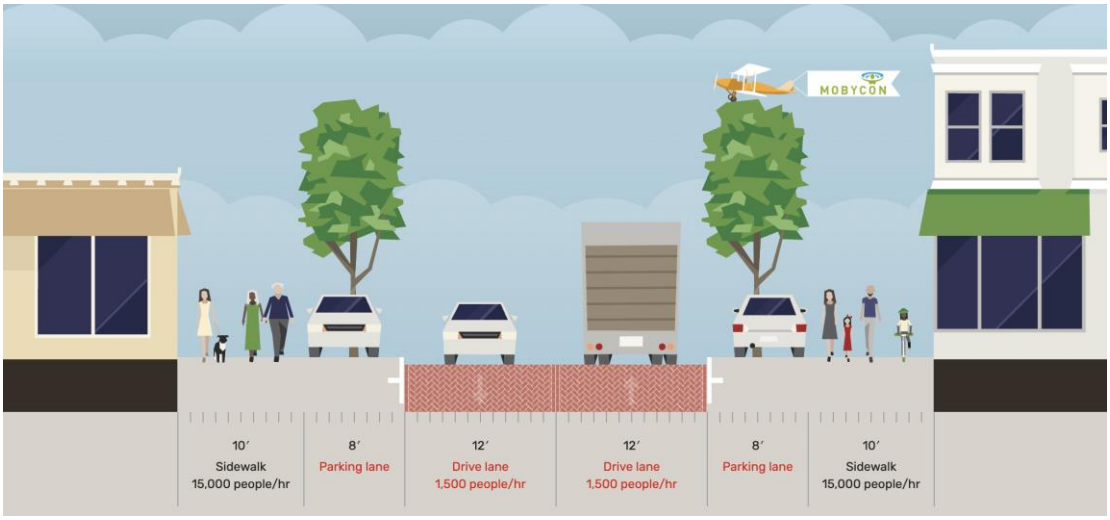
Workshop Generated Street Design Concepts

Pearl Ave

Existing

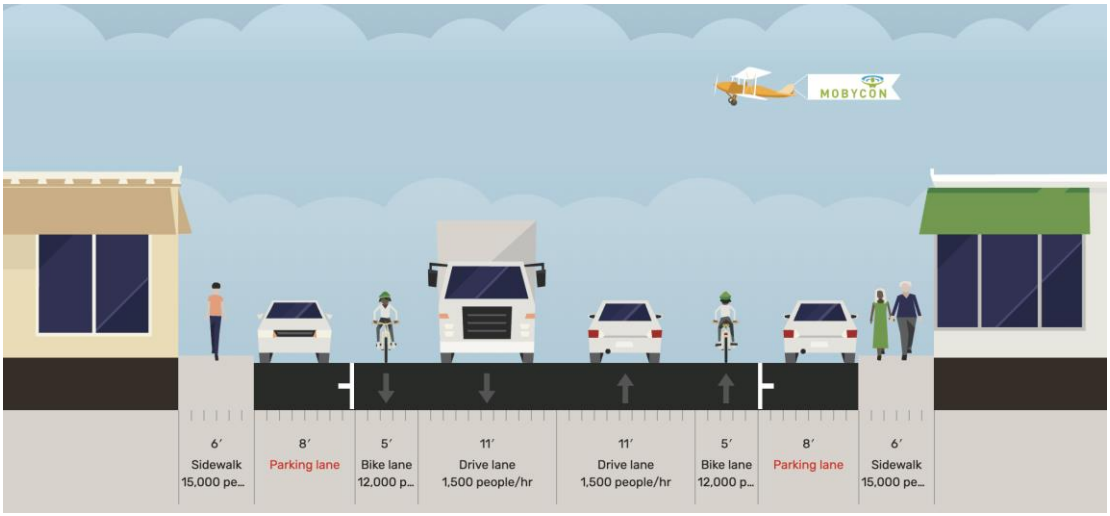


Workshop Results

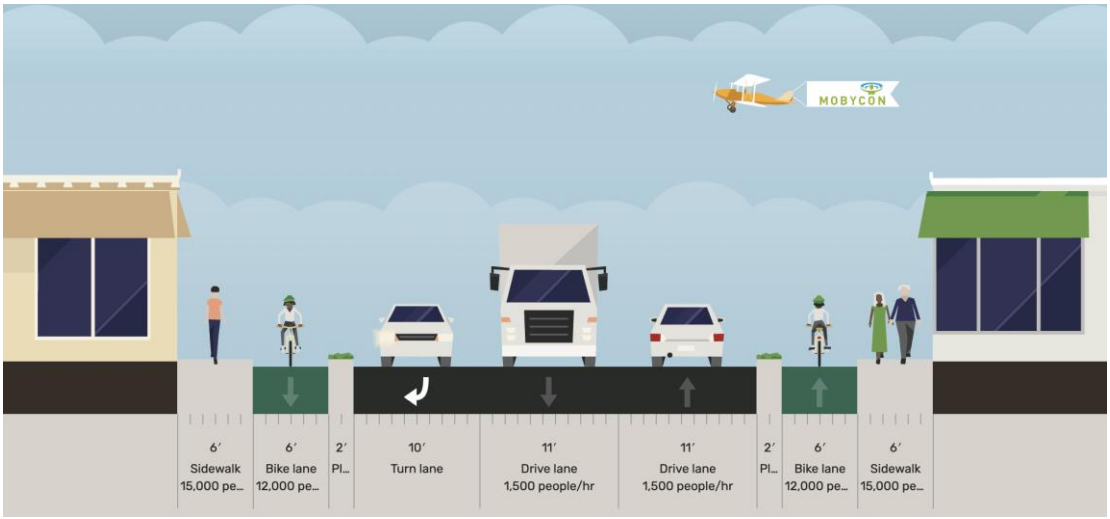


Millward St

Existing

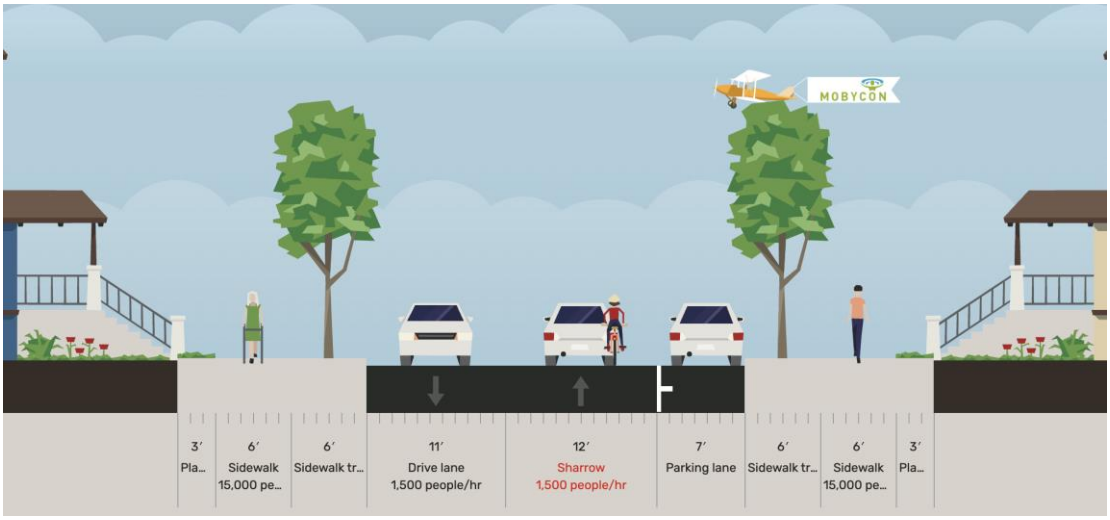


Workshop Results

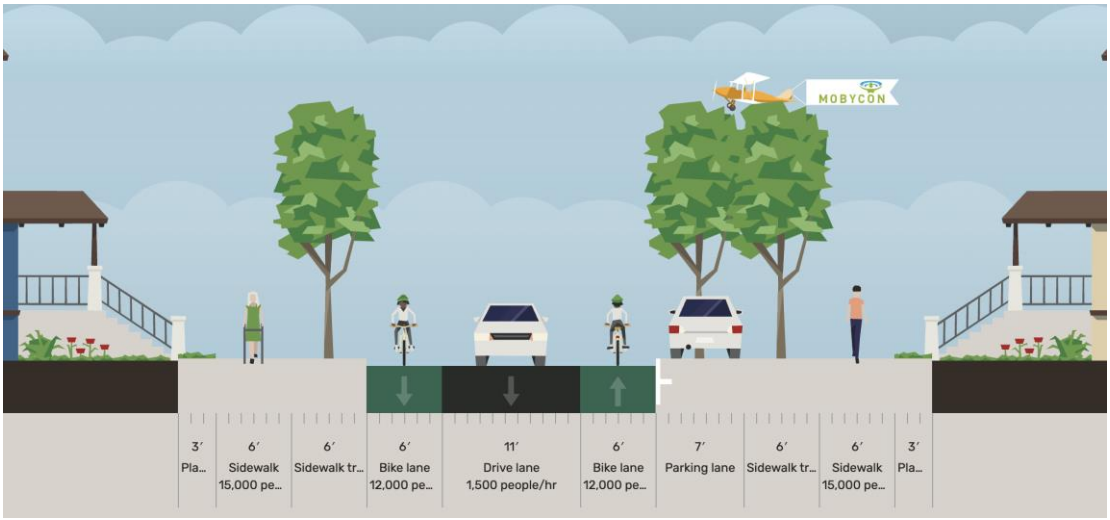


Redmond St

Existing

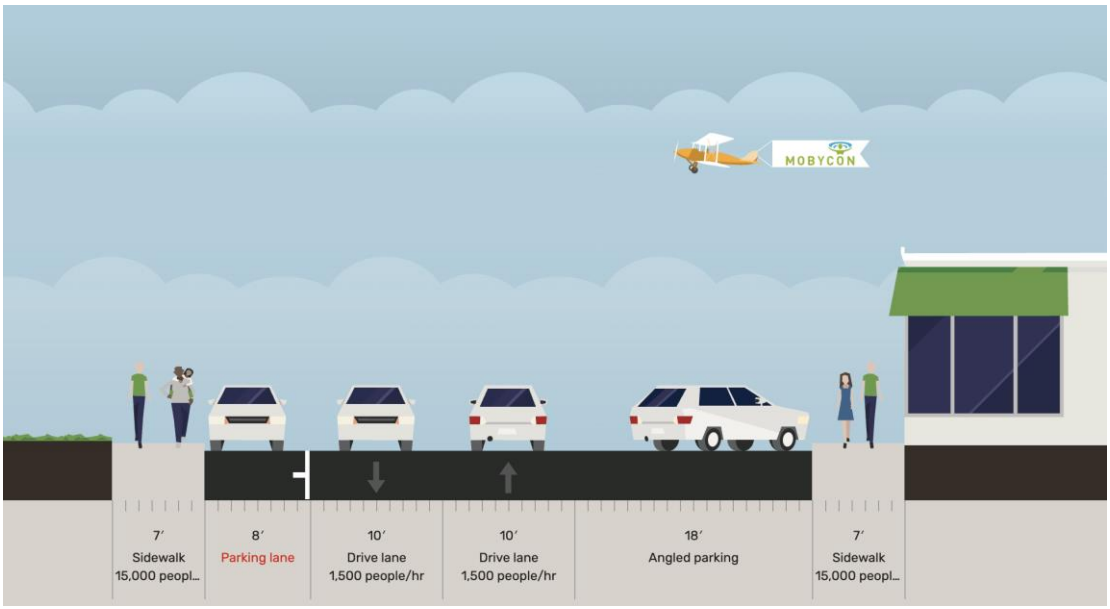


Workshop Proposal

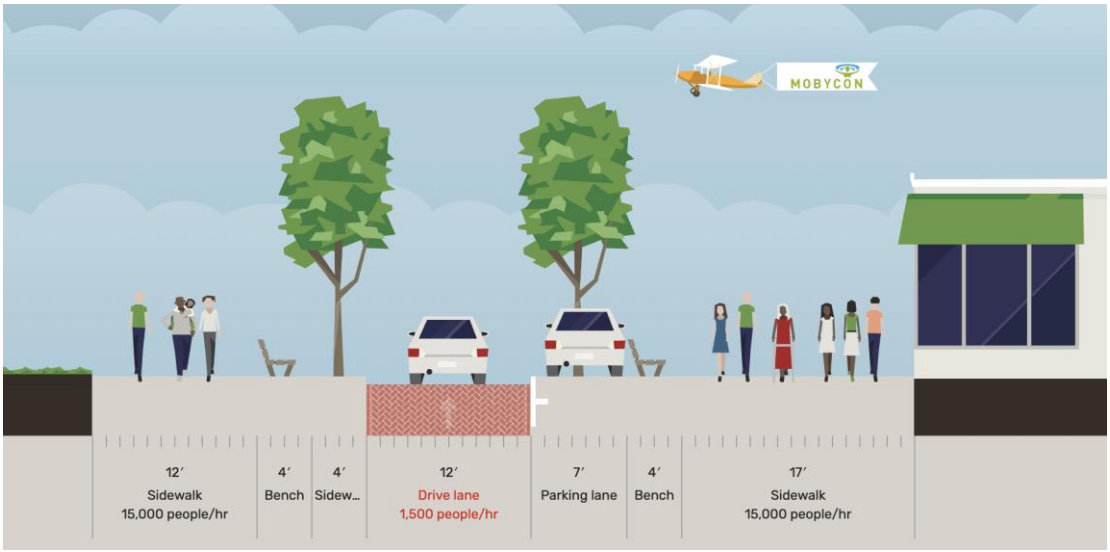


Center Street

Existing



Workshop Results



Attachment 06
Strategic Flow Corridors Memo

MOBYCON

PLAN • DESIGN • LEARN

November 8, 2024

To: Brian Schilling, Teton County, Town of Jackson
From: Nick Falbo, Mobycon
Stephen Kurz, Mobycon
CC: Collin Hodges, Alta Planning + Design
RE: Traffic Assessment Mapping and Strategic Flows

To understand the interactions between transportation modes, the project team examined the transportation networks and flows in the Town of Jackson. These flows are represented by the existing and transportation networks and are compared with each other to identify corridors with critical constraint and a high degree of multimodal overlap. This memo maps networks and flows for the following topics:

- Bicycle Flows and Network
- Pedestrian Flows and Network
- Automobile Traffic Flows and Network
- Truck Flows and Network
- Transit Flows and Network
- High Injury Network

A core challenge of this study is to address the conflicts that arise when competing networks intersect or overlap. Areas with a high level of multimodal overlap are considered “Strategic Flow Corridors”. These corridors must be managed to facilitate safe mobility for all network users and will be the primary focus of future mobility overlay network development.

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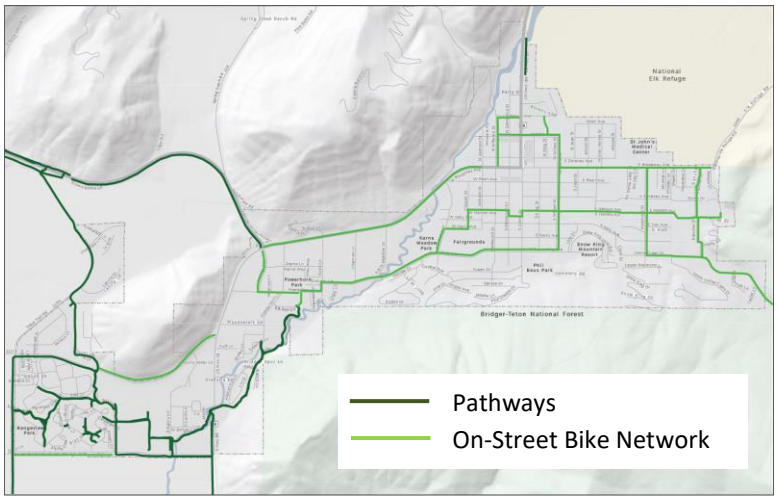
www.mobycon.com

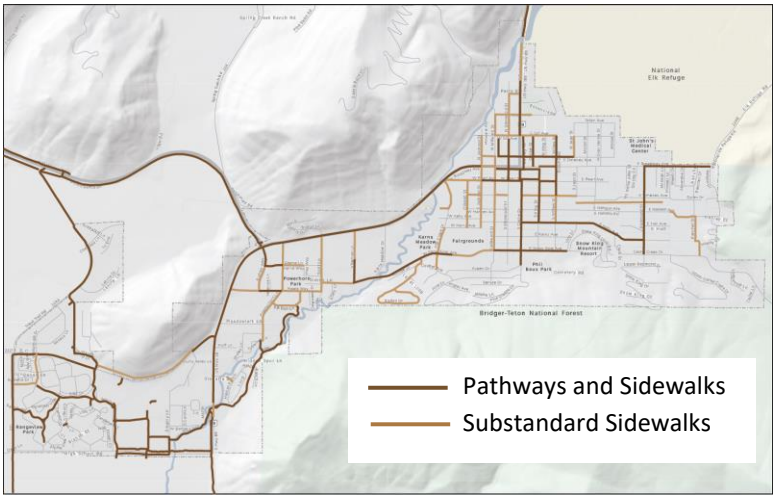
1.2 Bicycle Flows and Network



The backbone of the bicycle transportation system in the greater Jackson Hole area is the Jackson Hole Community Pathways system, which connects communities and neighborhoods across Teton County. As the pathway system extends into the Town of Jackson, the separated pathways transition to surface streets that feature a range of bikeway facility types. The Bicycle Flows and Network map illustrates the existing bicycle network on the ground and described in the Community Streets Plan. This includes all facility types, including pathways, protected bike lanes, bike lanes, and bike routes.

Network Implications: Bicyclists rely on the pathway system for low-stress travel through the region. Some neighborhoods such as West Jackson have a mature pathway system, while other parts of Jackson rely on the on-street bikeway network. Bikeway network quality varies from protected bike lanes on busier roads to shared roadways on quiet streets. Pathways provide a lower-stress experience even on busy, high volume arterial streets. Expanding the pathway system with low-stress, intuitive connections into town can transform how residents and visitors to Jackson get around.

1.3 Pedestrian Flows and Network



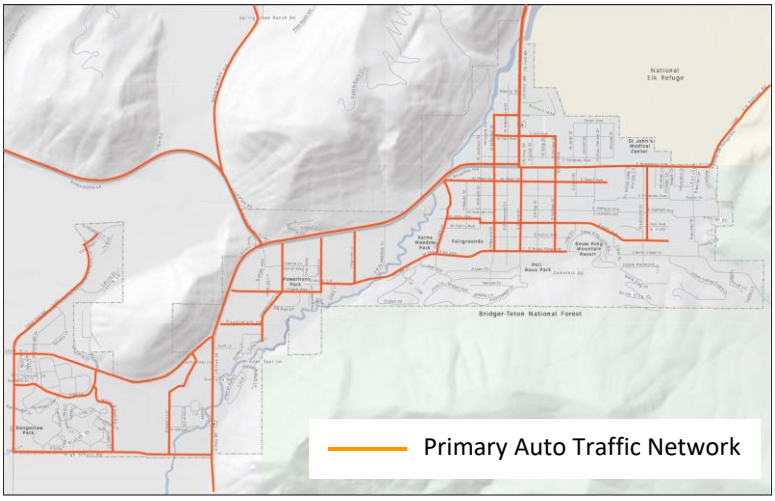
This map shows the pedestrian network from the 2015 Community Streets Plan and 2021 Pathways Master Plan Addendum. It includes Pathways, sidewalks, and substandard sidewalks. The downtown boardwalk district is a priority pedestrian area where multimodal overlaps are of a particular concern.

Network Implications: Traveling as a pedestrian is a fundamental mode of transportation and should be accommodated on all town streets in a contextually sensitive

manner. The presence of a sidewalk is an indication of basic accommodation. Lack of a properly designed sidewalk in a higher volume or higher speed condition is a safety and mobility concern.

1.4 Traffic Flows and Network

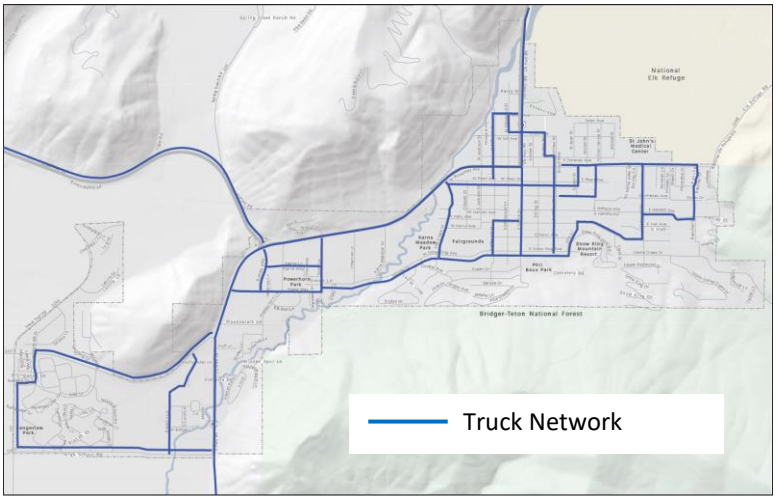
In addition to the networks in the Community Streets Plan, WYDOT manages a Functional Classification system for all roads in the state, classifying each roadway by its role in providing movement and access functions for motor vehicles. This map illustrates arterial and collector classifications, representing roadways with a through-travel function in contrast to streets that primarily serve local automobile trips.



Network Implications: High levels of auto traffic flow and circulation heavily influence the street environment. Increased traffic requires increased separation for people walking and biking. The WYDOT functional classification system blankets much of the Town with collector streets, which require support for through travel and higher-volume use. This may influence the level of traffic management possible on these streets.

1.5 Truck Flows and Network

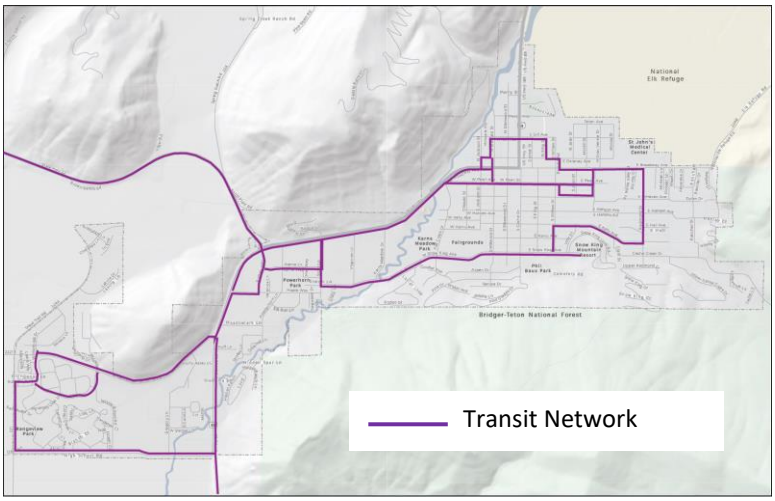
The truck network includes the Bus/Truck network from the Community Streets Plan from 2015. Included in this map are the Bus and Truck routes and the WYDOT State Highway.



Network Implications: The bus/truck network combines two separate transportation systems due to similar geometric design needs. Identifying priority truck routes separately from the bus network may create a more intentional network, freeing up more room for other modes.

1.6 Transit Flows and Networks

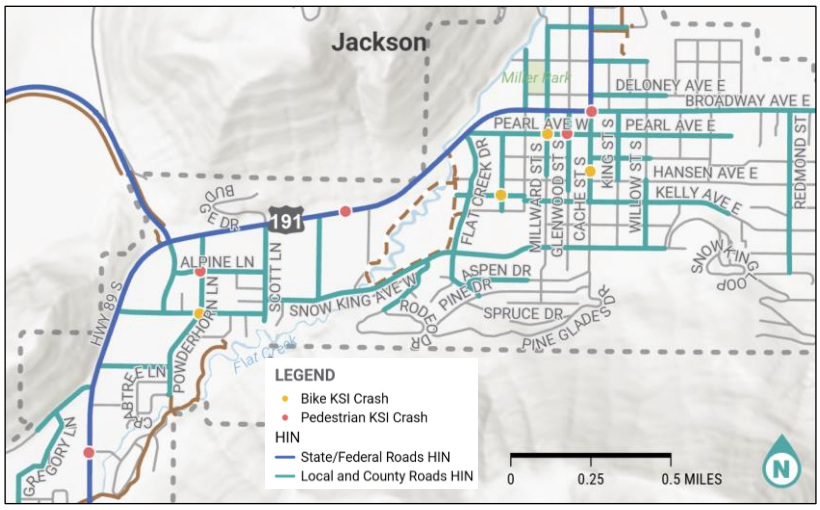
This transit network map includes bus routes from the START Bus 2020-2025 Route Plan. Some routes serve multiple bus lines, others single circulation service lines.



Network Implications: Transit service provision is responsive to population density and demand for destinations, and scales with increasing operating budgets. Transit corridors tend to mirror that of the auto and truck network, operating within the existing roadway lanes and requiring roadside improvements for bus stops, shelters or other amenities. Geometric design for transit must support large vehicle turning movements similar to those of trucks. In high demand corridors, transit may warrant dedicated lanes or other transit priority enhancements.

1.7 High Injury Network Map

The below map is of the High Injury Network (HIN) including collisions with cyclists and pedestrians. This map comes from Alta Planning and Design's crash analysis developed as part of the Safe Streets for All Action Plan process. The dots on the map indicate instances in which a collision resulted in a pedestrian or bicyclist being killed or seriously injured.



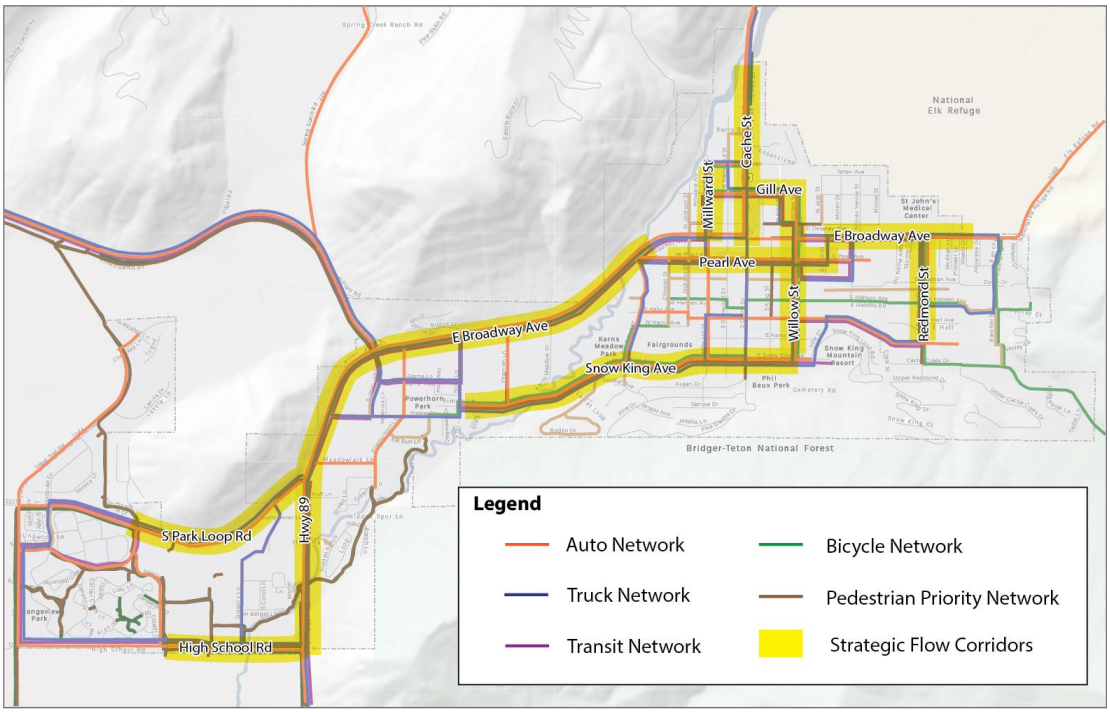
Network Implications: Parts of several roads in the Town Core ranked on the top ten high injury corridors in the HIN analysis, including W. Pearl Ave., E. Broadway Ave., and W. Kelly Ave. This points to safety concerns in the Town Core that could include recurring conflicts between users. Safety interventions may include street design changes to create safer interactions between users or network changes to separate incompatible uses.

2. STRATEGIC FLOW CORRIDORS

The maps below are a synthesis of all the different networks above to identify streets that act as "strategic flow corridors" which serve multiple modes. As currently designed, these streets as may be limited in their ability to serve future multimodal trips or to serve existing trips in safety and comfort.

Strategic flow corridors will be the primary routes under investigation for network and street design changes. Modal overlap between Auto Traffic, Transit, and Truck routes is less of a concern, as these routes can operate within the same traffic context with minimal impacts to operations of these modes. Overlap involving the Bicycle and Pedestrian networks with the Auto and Truck networks is of more concern for mobility, user comfort, and safety, and will require more creativity in street design and a higher level of attention to safety for the various users.

2.1 Strategic Flow Overview



The Strategic Flow assessment identified five distinct strategic flow areas across the town of Jackson:

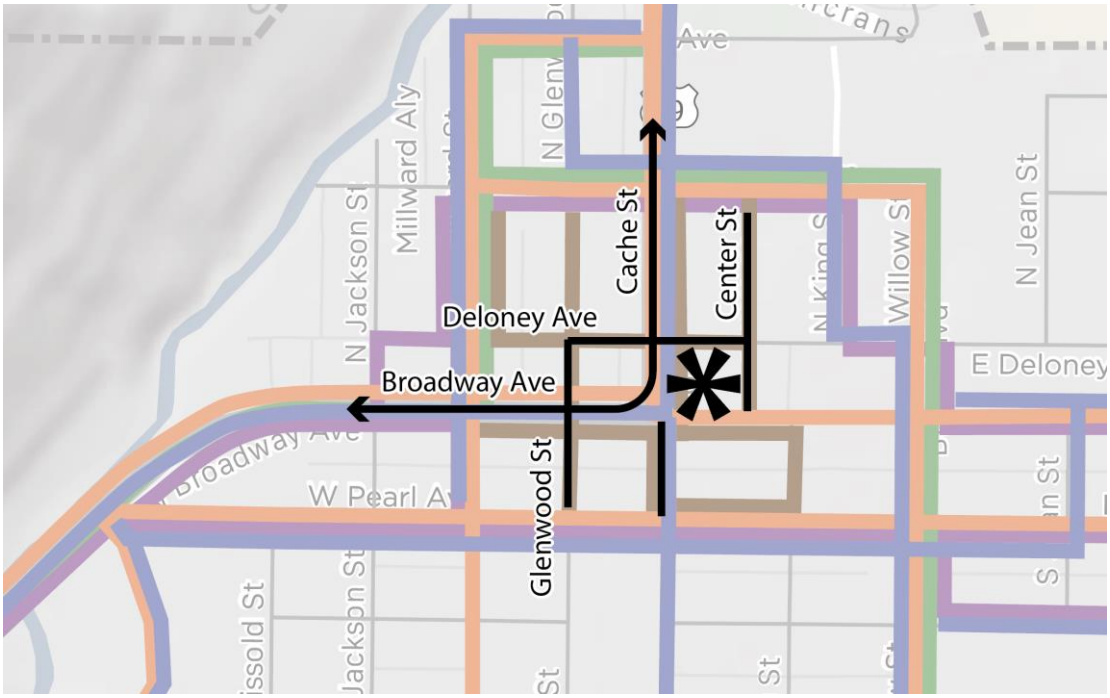
- **Town Square District:** The district surrounding the Town Square is an area of high pedestrian use and major traffic flows to and next to the Town Square, such as Cache St.
- **Town Core North/South**: North/south connections link major destinations and pass through the Town Core. Multiple alternative routes exist, and they converge at the north end of town approaching the National Elk Refuge/N. Hwy 89.
- **Town Core East/West**: East/west connections link Jackson neighborhoods and pass through the Town Core. These follow main lines of Broadway Ave. and Snow King Ave., with interior streets of Hansen Ave. and Kelly Ave.
- **Midtown**: The network analysis highlights a limited street grid in midtown, concentrating users on connectors such as Virginian Lane, Scott Lane, and Alpine Lane. These flows indicate a need for local circulation in a community-oriented neighborhood.
- **West Jackson**: This area is well served by the pathways system. Where the pathways are lacking, all users are concentrated onto the corridors of S. Park Loop Road and Hwy. 89.

The identified strategic flow corridors represent key opportunities for refinement to the transportation network and street cross section, but do not represent all issues and opportunities for change. The following pages highlight key opportunities within each strategic flow area.

2.2 Town Square District

Description: The Town Square area is Jackson's major tourism draw, and the Comprehensive Plan describes it as the "heart of the heart." The public space and surrounding streets are home to commercial businesses, community events, and activities, and serve the highest number of pedestrians in the region.

Key Question: With major multimodal overlap and a high potential for conflict, what network and street design strategies can improve pedestrian priority in the Town Square area?



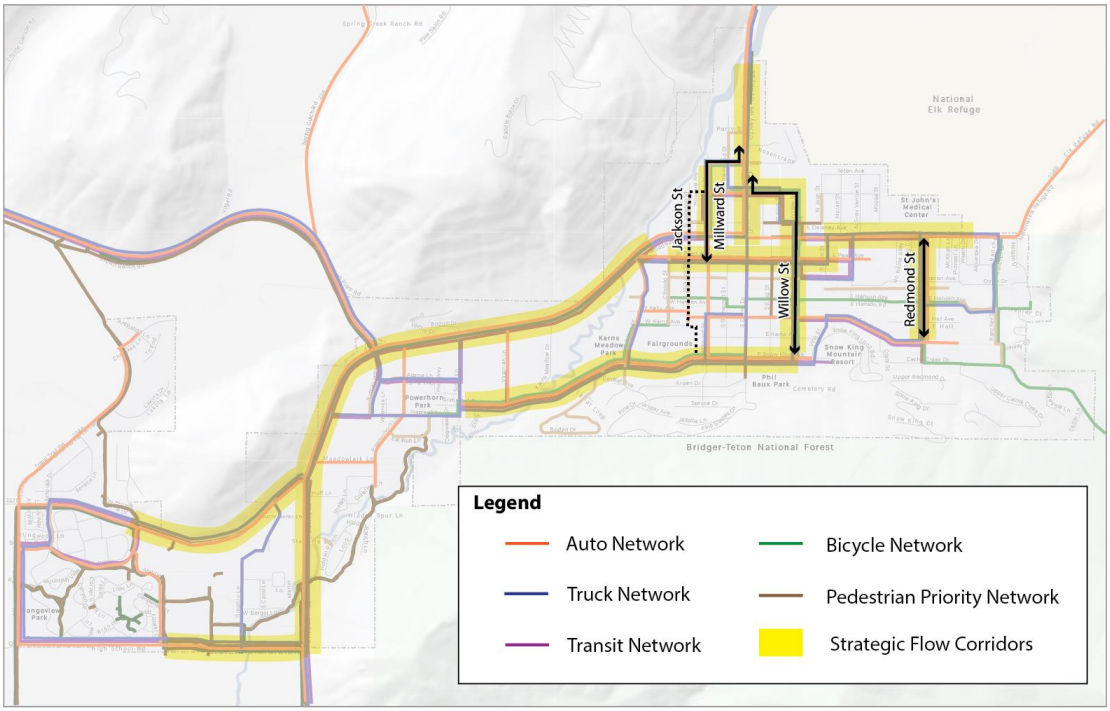
Notable Conditions and Considerations:

- Highway 89 travels through the heart of downtown as Broadway Ave. and turns north along the Town Square at Cache Street. As a state highway, network redesign proposals will be challenging but may allow for the most transformative level of change.
- Pedestrian-oriented design changes to nearby Town-controlled streets may be most promising for near term transformation, with the opportunity to rethink the role of Deloney Ave., Center St., and Glenwood St. and Cache St. south of Broadway as highly pedestrian-oriented places.
- Businesses in the area bring strongly-held perceptions and opinions on the use and needs of these streets and their concerns must be considered in the future of any street or network design changes. These stakeholders should be included early in design processes to feel heard and valued.

2.3 Town Core North/South

Description: North/South routes in the Town Core connect people through the Town Square area and neighborhood. Multiple travel routes exist today on Millward St., Cache St., and Willow St., with distinction in user priority. These routes converge at the north end of town approaching the National Elk Refuge/N. Hwy. 89.

Key Question: Can further refinement of modal networks create more separation and safety in our transportation network? Or can complete street design concepts meet all user needs within a street cross section?

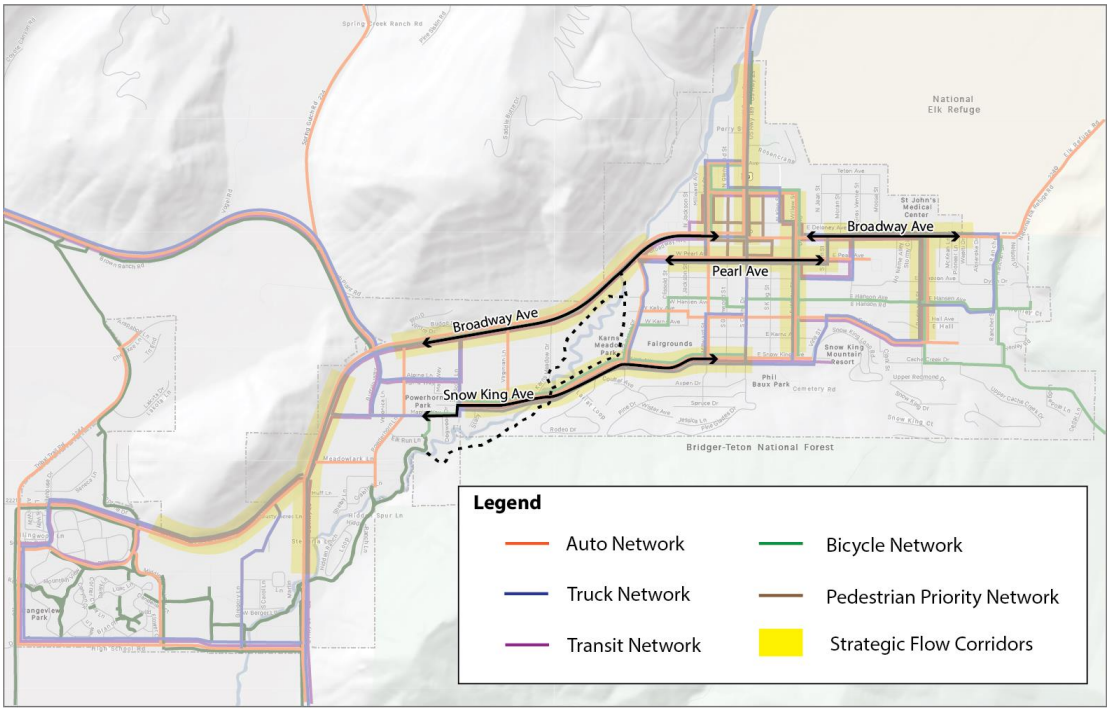


Notable Conditions and Considerations:

- Millward St.: Millward St. is a highly trafficked route and is a bus / truck route. A cycle lane exists both on Millward St. and Mercill Ave. as a connection to Cache. Flows are less intense south of Broadway. This is the most central N-S corridor after Cache Street. Can this street be improved, or should the bicycle network be refined to an alternate parallel street such as Jackson St.?
- Willow Street: Despite being a bus and truck route, Willow appears to be one of the calmer N-S corridors. A seasonal buffered bike lane is already in place on Willow between Snow King Ave. and Gill Ave.
- Redmond St: Redmond St. is one of the only connecting north/south streets through the residential core of Jackson, serving as an important link for all modes. The last reconstruction of Redmond did not include space for bicycle lanes, requiring bicyclists to share the road in higher traffic conditions.

2.4 Town Core East/West

Description: East/West routes connect people across town from West Jackson, through Midtown, and into the Town Core. Two roughly parallel through routes exist today, with Hwy 89/Broadway to the north, and Snow King Ave. to the south. These streets attempt to serve all users with protected bicycle facilities and sidewalks, but the Hwy 89/Broadway option does not provide a complete connection for bicycling to the Town Core. Within the Town Core, Pearl Ave. and Broadway Ave. connect community destinations but lack facilities for bicycling.
Key Question: With limited route options, these key arterial streets must serve all users. Are they successful? Are there network changes that can improve conditions and connections in this important corridor? In the Town Core there may be more opportunity for network-level changes.



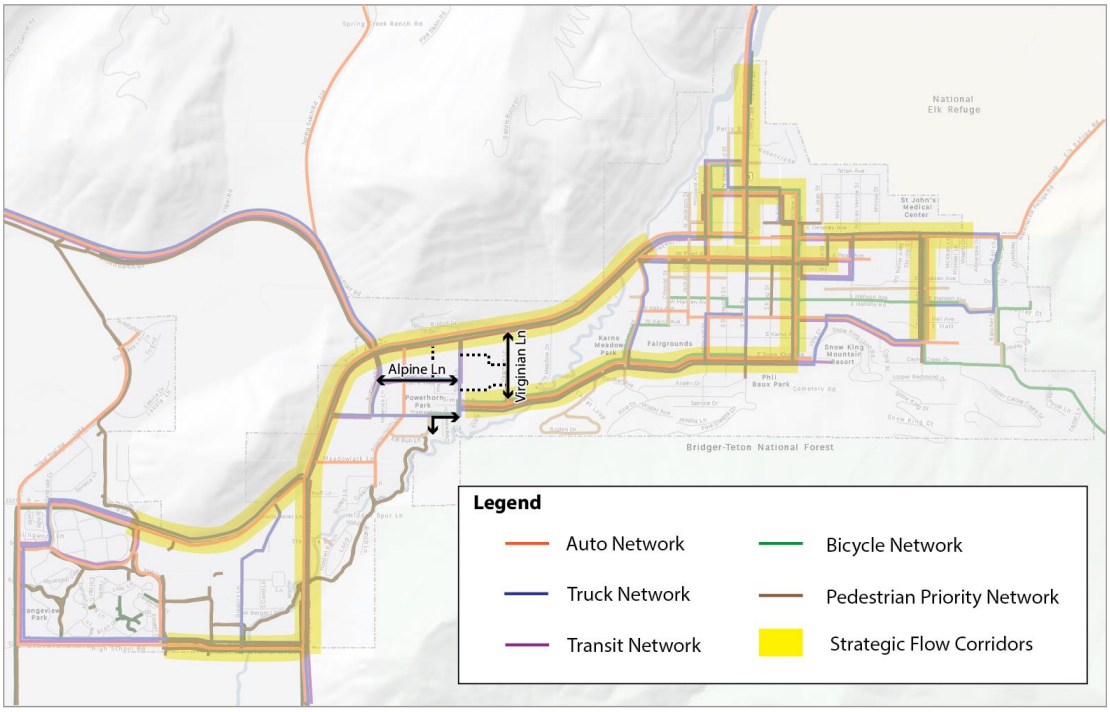
Notable Conditions and Considerations:

- Broadway Ave. and Snow King Ave.: These two streets serve as connectors linking West Jackson and Midtown to the Town Core with protected bike lanes, although the bike lanes on Broadway terminate before reaching the Town Core.
- Prior pathways plans identify a pathway along Flat Creek through Karns Meadow Park, a potential low-stress addition to the network. There is a current application for the Karns Meadow Park in the Town of Jackson development review process.
- Pearl Ave.: Pearl Ave. remains a higher-volume corridor for cars, buses, and trucks and is often used as an alternative route to Broadway. It is not part of the existing cycle network. It is a central and key town corridor with many local businesses and amenities such as the post office and Town Hall.

- Broadway Ave.: East of the Town Square, Broadway is important for connectivity to the hospital and across town but does not require the same level of service as the Highway 89 portion west of the Town Square.

2.5 Midtown

Description: Midtown is a growing hub of community-oriented destinations and amenities. The developed street grid in the area has limited formal connections, concentrating all users onto the same collector or arterial streets.
Key Question: Can network changes recognize the developing nature of this district and introduce a more fine-grained street grid for local access and circulation?



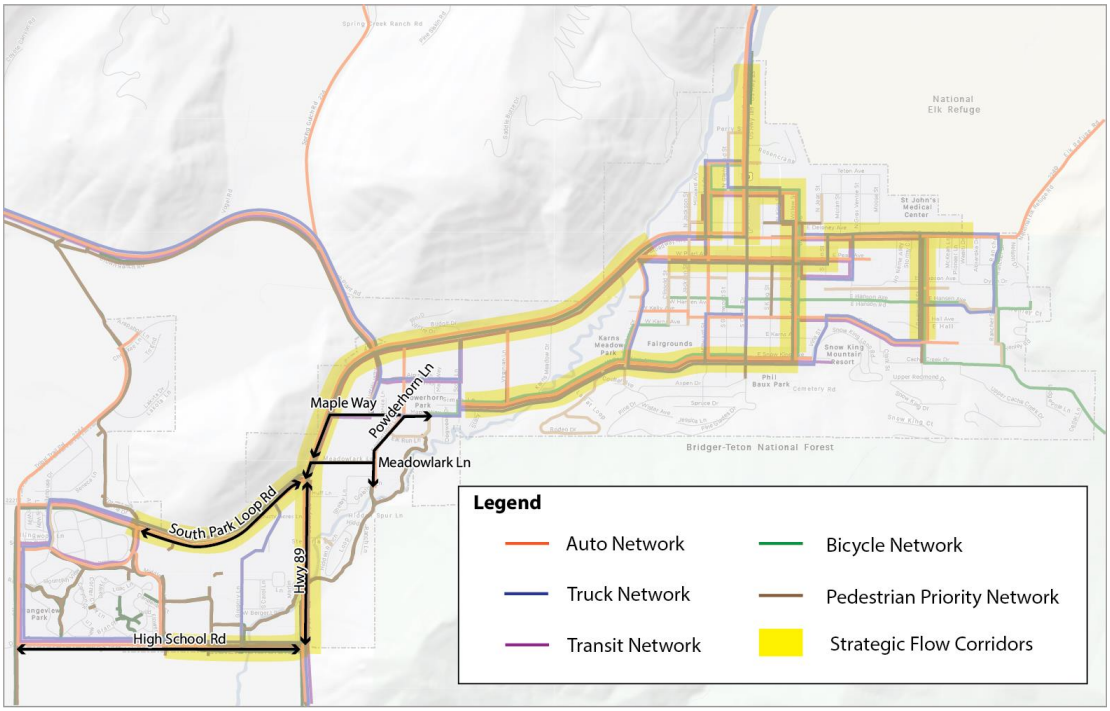
Notable Conditions and Considerations:

- Virginian Lane: This street is home to new development and future development opportunities. Virginian Lane is not yet officially part of the cycle network but does constitute an important link to the midtown district. With relatively low traffic volumes, it forms a quick and direct connection between two major E-W corridors, Snow King Ave. and Broadway Ave.
- Alpine Lane and Buffalo Way: These collector streets serve Powderhorn Park and commercial destinations within the midtown neighborhood as an alternative to Broadway Ave. and Snow King Ave.
- Missing local streets: Private access lanes serve as an informal pedestrian and bicycle network today. Currently they are used as loading docks and waste disposal, however there

is the possibility of using them as safe routes for cyclists, away from surrounding streets with higher speeds and volumes of motorized traffic.

2.6 West Jackson

Description: West Jackson is home to residential neighborhoods, schools, and a mature pathway system.
Key Question: Major corridors such as Highway 89/Broadway and South Park Loop Rd. lack bicycle facilities and connected sidewalks. Does the existing network serve these users or should key links on all or parts of these streets help close the gaps?



Notable Conditions and Considerations:

- South Park Loop Rd.: Pathway plans identify South Park Loop Rd. for future pathway connectivity.
- Connectivity between West Jackson and Midtown could be accommodated with pathways on W. Broadway and Maple Way, or via on-street routes on Meadowlark Ln. and Powderhorn Ln.
- Perimeter roads of Hwy 89 and High School Road have incomplete infrastructure for multimodal use but have few alternative routes.

3. NEXT STEPS

Highlighting Strategic Flow Corridors identifies key points of constraint in the Town of Jackson transportation system and points to design solutions involving network design changes or street design changes.

Mobycon will propose revised modal network maps to address these constraints, unravelling the network, where possible, to prioritize different users on different streets and make room for higher quality and more comfortable facilities. On segments where streets must continue to serve all modes, Mobycon will propose revised cross sections for improved safety, mobility, and comfort.

Attachment 07
Roadway Classification Review Memo

MOBYCON

PLAN • DESIGN • LEARN

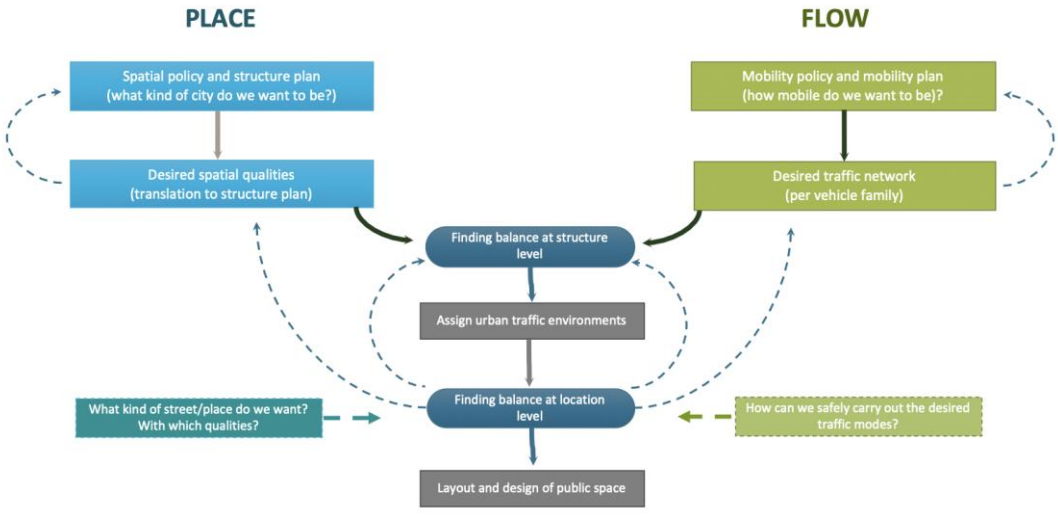
November 8, 2024

To: Brian Schilling, Teton County, Town of Jackson
From: Nick Falbo, Mobycon
Matt Pinder, Mobycon
CC: Collin Hodges, Alta Planning + Design
RE: Roadway Classification Review and Mobility Overlay Proposal

The Town of Jackson is prioritizing safety in the Safe Streets for All (SS4A) plan. A part of this process is to evaluate existing policies and plans for systemic adjustments to improve safety.

To support these goals, the project team proposes a Mobility Overlay framework to unravel and rationalize the transportation networks of the Town of Jackson into a system that identifies clear priority networks for each mode, ultimately resulting in streets designed to cater to those modes and to improve mobility and safety.

This memo discusses core principles of multimodal network design, evaluates existing classification frameworks in Jackson, and proposes a series of modal networks in the form of a Mobility Overlay. This memo broadly follows the process as outlined in the diagram below, focusing largely on the "Flow" side of the diagram.



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www.mobycon.com

1. PRINCIPLES OF MULTIMODAL NETWORK PLANNING

Vision

In the early phases of this project, the consultant team and town staff engaged with community members and stakeholders to develop the following vision for the future of transportation in the Town of Jackson and Teton County:

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.

Values

Supporting this vision is a series of key values and goals to guide project work:

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 + 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.

Principles

To achieve the vision and values as outlined above, we need to set principles that guide the development of networks and infrastructure. Based on the underlying community values, we have distilled the following set of network design principles.

Access First for Pedestrians and People with Disabilities

As tourism is a strong driver of the economic prosperity and identity of the Town of Jackson, it is vital for the future of the town to be an attractive, comfortable, and safe place to walk.

> NOTE: When this document refers to "walking" and "pedestrian", these terms are inclusive of people with disabilities and all forms of pedestrian mobility, such as using a wheelchair, and may also be described as "pedestrian+" or "walking+" or similar terms. All pedestrian/ pedestrian+ environments will provide accessible mobility options for people with and without disabilities.

Visitors to the Town will appreciate a high-quality and accessible walking+ environment, and international research suggests that a high-quality pedestrian environment is directly linked to high economic prosperity.

A fundamental principle for the development of town and neighborhood mobility networks is that everyone should have access to all properties and amenities in the community. First and foremost, all properties should be safely accessible by pedestrians and people with disabilities, since walking+ mobility is the most fundamental, equitable, and accessible mode of transportation. At a fundamental level, all modes that have a higher speed and weight, such as bicycles and motor vehicles, pose a risk to pedestrians. This is a risk society is usually willing to accept, but we need to ensure that future network and infrastructure decisions do not infringe on the basic quality of access for pedestrians and people with disabilities.

New infrastructure or redesigned infrastructure must be designed in ways that minimize the **risk** and maximize the **comfort** and **accessibility** for pedestrians, including people with disabilities.

Safe Traffic Environments

The Town of Jackson does not exist in a vacuum. As the Town services a large population of residents and visitors in the surrounding county and neighboring communities, it is important to ensure access

to the Town's services for people from outside the town limits as well as local residents. That means that car-based transportation will continue to be an important part of the mobility sector.

At the same time, everyone has the right to navigate the city safely, regardless of their choice of travel mode. Because cars and trucks will remain an integral part of society in Jackson and because these vehicles pose a significant hazard to more vulnerable road users, it is important to apply best practices to help establish a high fundamental level of safety for all modes. In this mobility overlay, we will always prioritize safety over traffic flow. Two key elements of this are the choice of appropriate traffic speeds based on the environment and the separation of modes based on their respective size, weight, and speed.

Integrate Transportation & Land Use

Ensuring that transportation networks reflect the local land use context is critical to maintaining and building vibrant, healthy, and safe neighborhoods and places. It should also be recognized that conscious land-use choices must be made to maintain transportation functions; while high pedestrian activity locations (e.g., Town Square district) demand a lower motor vehicle presence, corridors focused on transportation capacity should not strive for diverse land uses that engage the corridor. Streets that try to combine high motor vehicle flow with active land uses and high levels of pedestrian activity will result in user conflict and stress and will fail to achieve the desired goals for any user. Making explicit choices between place and flow corridors is paramount to creating an attractive town while maintaining good levels of access to ensure economic and social vitality.

Modal Networks

The development of effective networks for each mode (walking+, bicycling, transit, trucks, cars) requires a deep understanding of the needs of each mode as well as how it interacts with its surrounding environment. To help establish this for each mode, six characteristics are identified:

- **Ideal Trip distance:** What is the preferred range of trip distances this mode serves in the transportation system? For example, a 15-minute walk covers about half a mile, while a 15-minute drive can cover 5 miles or more.
- **Route Directness:** How sensitive are users to route directness? For example, "desire lines" or "desire paths" often form when pedestrians find an informal route that is more direct than the formal walking route provided.
- **Trip time:** How sensitive are users to additional trip time? For example, trucks can be quite sensitive to trip times due to the value of the goods being transported.
- **Spatial Quality:** How sensitive are users to the spatial quality of routes? For example, people walking are very sensitive to traffic noise, while this goes entirely unnoticed when travelling in a car.
- **Traffic Safety:** How sensitive is a mode to traffic safety and security? For example, people cycling are likely to avoid routes that feel unsafe to them.
- **Level of Sociability:** What is the impact of other users on this mode? Do they prefer to be around others? For example, when travelling by foot it is easy and enjoyable to stop and chat with someone else on the sidewalk.

In order to evaluate each characteristic and define clear distinctions between modes for the purpose of developing a mobility overlay, a relative level of sensitivity is assigned to each. This is intended to provide an overview of each mode's general characteristics and values.

High Sensitivity **Low Sensitivity**

+++++ | ++++ | +++ | ++ | +

Traffic Mode	Ideal Trip Distance	Route Directness	Trip Time	Spatial Quality	Traffic Safety	Level of Sociability
Pedestrian	< 1 mi	+++++	++++	+++++	+++++	+++++
Cyclist	< 5 mi	++++	++++	++++	++++	++++
Car	> 2 mi	+	++	++	++	+
Truck	N/A	++	+++	+	++	+
Transit	> 2 mi	++	++++	++	+++	++++

Applying Priorities to Modal Networks

Establishing networks for each mode should adhere to the following general guidance:

- While all modes should be able to navigate the town safely, **pedestrian access should be established first and foremost**; after that, access for larger modes can be granted so long as safety for pedestrians, users with disabilities, and bicycle riders is maintained.
- **Traffic flow (moving vehicles efficiently through a corridor) and access (providing direct access to destinations within a corridor) are largely incompatible** as they are competing interests. Optimal network design seeks to prioritize one *or* the other based on the environment. A street should be primarily an access street or a flow road, not both.
- The 'most appropriate' mode choice(s) for trip types (e.g. distances) should be identified and prioritized through network design. **Priority modes should be provided a more direct network** (through time and/or distance) than competing modes.
- Network density and connectivity should be tied to a mode's **sensitivity to distance**. While motor traffic is less sensitive to increased distances with limited to no imposition on drivers, increased distances in a cycle or pedestrian network can significantly increase physical impacts for the users.
- Transportation networks and infrastructure should seek to **minimize negative externalities** on their communities including safety outcomes, emissions, and noise pollution.

Neighborhood Forms and the Mobility Network

Transportation networks should reflect the places in which they exist. Streets can either work to reinforce a sense of place and create vibrancy or they can prioritize the movement of people and goods over long distances. A slow-moving street that provides a quality public realm and access to frontages will enhance the quality of a community; similarly, a road providing good flow between

places will enhance the mobility of a community but will have negative impacts on the quality of the public realm.

The table below characterizes the mobility network structure for each of the main Neighborhood Forms in Jackson established in the Jackson|Teton Comprehensive Plan (2020) and Community Streets Plan (2015).

Neighborhood Form	Land-use mix	Street Network Structure	Crossing demand	Street frontage	Building Density	Traffic function	Place function
Town	**Mixed-Use:** Town Square & Downtown, with ground-floor commercial/retail	Historic grid with high block density (300-600 ft)	Moderate to high interaction between two sides of street	Engaging and fine-grained street frontages	Medium to high	Mix of access and flow	High
Village	**Residential:** Mixed densities, with some mixed-use.	Historic grid with high block density (<600 ft)	Moderate interaction between two sides of street	Building frontages overlook the street	Low to medium	Primarily Access	Medium
Village Center	**Mixed-Use:** With ground floor commercial/office residential, and industrial	Suburban grid with lower block density (700-1000 ft)	Low interaction between two sides of the street	Low interaction with the street	Low to medium	Mix of access and flow	Medium
Residential	**Residential:** Low to medium density	Suburban form with "loops and lollipops"	Low interaction between two sides of street	Front doors and yards engage with the street	Low	Primarily Access	Low

Town and most Village areas are characterized by a dense historic grid network that provides a high degree of choice and directness for different modes of travel. Village Center streets have developed with a more suburban form but still have some grid structure. Residential areas have streets with limited connectivity that are designed to minimize cut-through traffic.

In Town areas, the role of the street in creating a sense of place is high. This means streets should include a higher investment in placemaking as well as efforts to curtail negative externalities caused by motor vehicle traffic such as higher vehicle speeds or volumes.

Balancing Traffic and Place value

It is inevitable that preferred networks and area types will have conflicting objectives; for example, a street with a high mobility function (such as principal arterials like Broadway or Cache) that runs through an area with a high place function (such as the Town Square). Where these conflicts occur, there are various options available to mitigate the impacts:

- **Redirect the traffic flow around the area**, so that the area can maintain its spatial quality but not through traffic functions; or

- **Maintain network routing through the area, but at a reduced speed.** The preferred traffic function may not be fully realized (e.g., road classification may be downgraded) and a negative impact on spatial quality will result from higher-than-ideal traffic volumes; or
- **Maintain the flow route of the network through the area.** The preferred traffic safety and spatial quality will not be realized.

The first approach is the most ambitious and relies on the opportunity to create significant change at the network level. The second approach may only be suitable for areas where speed reduction is feasible and acceptable and often requires a reduction in the number of lanes to achieve the required quality of the place. This may lead to (the perception of) traffic delays. The third option is relatively easy but is economically the least sustainable.

Mixing Versus Separation

The final phase of integrating preferred networks and area types focuses on the decision to mix or separate modes. Separation of modes allows for more speed differentials to be achieved in a single right-of-way (for example, 6 mph on a sidewalk, 16 mph on a bike lane, and 30 mph on a vehicle lane), but if this is not feasible, safe mixing is only desirable where the higher speed modes are made to operate at speeds that match the lower speed modes; for example by using traffic calming to slow motorists to 20 mph to be closer to bicycle travel speeds.

2. ROADWAY CLASSIFICATION REVIEW

The Mobycon team reviewed relevant plans, policies, and guidance to identify the established, stated intents of the various modal networks and classification systems in place today. While these are subject to change with the update of each source document, the stated goals and definitions can help to provide the context for more concrete implications when competing interests are identified. This seeks to set the foundation to begin addressing a core concern identified at the outset of this study, which is balancing the competing interests of multiple classifications within a corridor or for intersecting networks.

The Community Streets Plan (2015) is the primary document governing modal-based street classifications, facility types, and street design-related policies. Additional classification and policy guidance includes the WYDOT Roadway Functional Classification system and the Jackson| Teton County Comprehensive Plan (2020).

Table 1: Modal Network Summary

Mode	Primary Source	Policy Framework
Automobile and Truck	WYDOT Functional Classification System	The WYDOT Functional Classification system designates roadway classification and policy guiding decisions around system elements, such as access to traffic signals, provision of turn lanes, access management, and driveways. The Functional Classification is generally understood to align with truck routes and emergency response routes.
Automobile and Truck	Community Streets Plan	The motor vehicle network in the Community Streets Plan classifies the motor vehicle network into State Highways, Bus/Truck (BT) Streets, and local streets, with guidance on the design of each classification type.
Bicycle	Community Streets Plan; Pathways plan	The Community Street Plan features a facility-based classification system, with identification of preferred bicycle facility types on particular streets, and the existing and planned Pathways system for off-street connections.
Pedestrian	Comprehensive Plan; Community Streets Plan	The Community Streets Plan identifies existing facilities and planning classifications for enhanced pedestrian corridors. The Comprehensive Plan identifies pedestrian-oriented zones and policies such as the boardwalk design districts.
Transit	START Transit bus route network	Served by service planning documents identifying current service. Paired with Bus/Truck (BT) street guidelines in the Community Streets Plan.

2.1 Pedestrian Network Classification System

Pedestrian activity in the Town of Jackson is concentrated in the Town Square but can be expected at various levels in all corners of the Town. The pathways system is useful for pedestrian travel and enjoyment, and traditional sidewalks connect neighbors and neighborhoods.

The existing walking network is characterized by the presence of various pedestrian infrastructure types, defined by the Community Streets Plan as:

- **Wide sidewalks:** streets with sidewalks on both sides, meeting a minimum 5' width and buffered from traffic.
- **Substandard sidewalks:** streets with sidewalks missing on one side, sections that are incomplete, and/or with sidewalks narrower than 5'.
- **Local streets without sidewalks:** though the Town prefers sidewalks on all streets and may add them when opportunities arise, these streets carry only local, non-bus/truck (BT network) vehicle traffic at speeds less than 25 mph.
- **Multi-use pathways:** wider pathways shared with bicyclists, typically found on high-speed corridors outside the built-up area, along Flat Creek, and alongside busier roadways in the more recently developed part of town west of US 89.

The Community Streets Plan layers on additional pedestrian designations to enhance certain corridors:

- **Downtown Boardwalk District:** sidewalks in this district are to include covered walkways with a wooden travel surface that provides a minimum 10' clear width. Sidewalks in this district recognize the historic center and support a unique pedestrian experience.
- **Enhanced Pedestrian Corridors:** corridors designated to become mixed-use over time, with colored and textured pavement treatments used to delineate crosswalks. Includes E. Broadway Ave., S. Willow St., W. Snow King Ave., and S. Cache Street.
- **Primary Cross-Town Bike/Walk Corridor:** running generally east to west across town along South Park Loop Rd., Maple Way, W. Snow King Ave., and E. Hansen Avenue. Streets with this designation are to be comprised of a combination of wide sidewalks and/or traffic calming measures to encourage walking.

Additionally, Character Districts are used to establish sidewalk design criteria:

- In the **Town Center**, sidewalks shall provide a travel way of at least 8' to accommodate high levels of pedestrian use.
- In **Village Center** areas, 8' sidewalks are desired, but this may be lowered to a minimum of 6' in constrained corridors.
- In all other areas, detached sidewalks are preferred and must be at least 5' wide. Where sidewalks attached to the street curb are provided (by exception only), the minimum is 6'.

Table 2: Existing Town of Jackson Pedestrian Facility Type classifications

Policy Document	Classification	Criteria
Community Streets Plan (2015)	General Policy Guidance	Pedestrian routes must be safe, comfortable, interesting, and properly maintained to encourage people to walk for even the shortest distances. Pedestrian comfort levels are greatly impacted by the volume and speed of adjacent motor vehicle traffic. In general, greater separation is required with higher levels of traffic.
	Downtown Boardwalk District	This classification recognizes the western character of the historic center of Jackson Hole and governs the form of the building frontage. A unique pedestrian experience shall be provided through consistent use of covered walkways within the Downtown Boardwalk District.
	Enhanced Pedestrian Corridors	Corridors where the focus is creating attractive pedestrian links along key streets by meeting enhanced Mixed-Use context standards.
	Primary Cross-Town Bike/Walk Corridor	Route is comprised of a combination of designated bicycle facilities, wide sidewalks, and/or traffic calming measures to encourage non-motorized use. Neighborhood Traffic Calming is prioritized on this route.
	Wide Sidewalks	Sidewalks that meet guidance for width (5 ft) and separation.
	Substandard Sidewalks	Sidewalks that are narrow, one side of the street only, missing segments, etc.
	Local Street without Sidewalks	The guide permits exceptions to providing sidewalks on local streets: • in low-density Residential character areas on streets designed for less than 25 mph (sidewalk on one side is still preferred) • in Village character areas that are not BT streets, not designated as priority corridors, and designed for less than 25 mph (one side is required, two sides are still preferred) • in Character District 6 where steep grades are present and ADA requirements are challenging to meet (one side is still preferred) Suggested thresholds are <1,000 ADT; <25mph; <1 d.u./ acre.

Considerations:

- Guidance is provided for “enhanced pedestrian corridors” and the primary “Cross-town Bike/Walk Corridor” to feature streetscape enhancements and increased width in line with a mixed-use context.
- Local Streets without sidewalks are acknowledged in the current framework as an existing legacy. In some cases, this is an indication that the use of these “shared” streets is an

acceptable form into the future, while in some cases it is considered a deficiency to address through construction of sidewalks. The Community Streets Plan suggests that "sidewalks are recommended, but pedestrians may share street space with infrequent, slow-moving vehicles."

Recommendations:

- Recognize that all streets must support pedestrians as the foundation of community mobility.
- Formally adopt Pedestrian Shared Streets as a street design in the right contexts.
- Consider new unique pedestrian street types in the Downtown Boardwalk District to further support goals and historic context.
- Consider whether segments of certain streets can be made car-free or "car-light" to make room for parklets, public play elements, patios, and other features.

2.2 Bicycle Network Classification System

The bicycle network in Jackson is built on a backbone of pathways which connect communities across the region. As these pathways connect into the town transportation system, they transition into on-street roadway facilities that adapt to roadway context.

The existing (2024) bicycle network is based on providing a ¼ mile grid and is differentiated by facility types, which include:

- **Shared streets with no bicycle designation** applies to most local streets that are not designated as a higher-level cycling facility.
- **Signed bicycle routes with sharrows:** applies to a network of lower-traffic streets mostly in the Village area, such as Hansen Ave., that are intended to collect and move higher volumes of cycling traffic without dedicated facilities.
- **Bicycle lanes:** used on corridors with moderate volumes of car traffic such as Millward St. north of W. Broadway.
- **Protected bicycle lanes:** used to provide a higher level of separation on W. Broadway, the highest (vehicle) volume route in the Town.
- **Buffered bicycle lanes**: seasonally-installed bollards create buffered bike lanes on higher-volume Snow King Ave. and Willow St. and provide primary bicycle connections across town to schools and other key destinations.
- **Multi-Use pathways:** used on high-speed corridors outside the built-up area, along Flat Creek, and alongside busier roadways in the more recently developed part of town west of US 89.

In addition to the facility-based network, the Community Streets Plan introduces a **Primary Cross-Town Bike-Walk Corridor** running generally east-west across town along S. Park Loop Rd., Maple Way, W. Snow King Ave., and E. Hansen Avenue. Streets with this designation are to be comprised of a combination of designated bicycle facilities and/or traffic calming measures to encourage cycling. While, in reality, this corridor will be comprised of multiple facility types, its goal is to create a coherent cross-town route that provides a continuous, high-quality cycling experience.

Current plans identify a bicycle network through maps listing existing and planned facilities.

Table 3: Existing Town of Jackson Bicycle Network Classifications

Policy Document	Classification	Criteria and Guidance
Community Streets Plan (2015)	Primary Cross-Town Bike/Walk Corridor	Route comprised of a combination of designated bicycle facilities, wide sidewalks, and/or traffic calming measures to encourage non-motorized use. Neighborhood Traffic Calming is prioritized on these routes.
	Multi-Use Pathway	Separated from car traffic.
	Cycle Track	>9,000 ADT; ≥30 mph
	Bike Lane	4,000-15,000 ADT; 20-30 mph
	Bike Route	<8,000 ADT; <25 mph
	Minor Local Streets	"All other streets are considered to be minor local streets and will be designed for daily use by automobiles, bicycles, and pedestrians, while accommodating less frequent emergency and large vehicle use."
	General Policy Guidance	Per Wyoming Statute, every person riding a bicycle has all of the rights and duties applicable to the driver of any vehicle. As vehicles, bicycles may operate on all streets and roadways except where prohibited by law (e.g. - freeways, etc.).
	Exceptions	Shared roadway (no designated facilities) is acceptable where street carries less than 2,000 vehicles per day and less than 30 mph speeds.

This planning framework identifies facility types, to be selected in response to roadway context. The general guidance being that "in high volume/high speed vehicular corridors, cyclists benefit when physical separation is provided from faster moving vehicles."

Considerations:

- The Community Streets Plan presents inconsistent application of speed and volume criteria. For example, Bike Route volume criteria (<8,000 ADT) broadly overlap those of Bike Lane criteria (4,000-15,000 ADT), introducing ambiguity in the preferred facility type.
- Thresholds in the plan may be out of date compared to current practice. Thresholds guidance is from the 2007 Pathways Master Plan and 2013 Town of Jackson Bicycle Improvement Plan. New guidance from Federal Highway Administration's (FHWA) Bicycle Facility Selection Guide (2019) and the National Association of City Transportation Officials (NACTO) Contextual Guidance for Selecting All Ages and Abilities Bikeways discuss and refine these refined thresholds and should be considered for future updates.

Recommendations

- We recommend a transition to a more formal bicycle network classification system based on goals. Policies can provide additional flexibility while allowing facility types to continue to adapt to local contexts.
- Facility selection thresholds should be refined for more consistency to reflect more recent guidance and a higher expectation for user comfort.

2.3 Transit Network Classification System

The Town of Jackson and surrounding communities are served by the robust and growing START bus system. Transit designation identifies existing transit routes, and classification on this system includes guidance related to travel lane width and corner radii dimensions.

Table 4: Existing Town of Jackson Bus Transit Facility Type classifications

Policy Document	Classification	Criteria
Community Streets Plan (2015)	General Policy Guidance	Where large vehicles regularly turn at an intersection with high volumes of opposing traffic, a larger design vehicle must be accommodated. (i.e. truck and bus routes)
	BT Streets	Introduces "BT Streets" which are bus and/or truck routes designed to meet daily operations of the START transit system and local truck circulation, including provisions for larger vehicle turning radii and transit stop access.
	Bus Route	11' min. lane widths and 28' effective turning radii are needed for regular corridor use by larger vehicles
	Not a Bus Route	On streets where large vehicle use is infrequent, such vehicles may encroach into adjacent lanes as needed when making turns.

Considerations:

- The overlap between Bus and Truck routes makes sense due to physical similarity of vehicles, although bus routes through local neighborhoods used by transit and school buses may not be appropriate to use as truck priority routes.
- Frequency of use is important for assessing the need for large vehicles. An hourly transit service street may not need the same infrastructure as a street that serves many trucks per day.

Recommendations:

- Create distinct classification frameworks for Trucks and Transit. Some routes will continue to overlap, but others will be identified to accommodate a particular mode.
- School bus circulation can be accommodated on most residential local streets through flexible lane positioning and parking restrictions.
- Set different levels of priority for transit based on the frequency of service on a street and the desire/possibility for transit priority to improve travel times

2.4 Truck Network Classification System

The efficient movement of goods is important to support the economy of the Town of Jackson, ensuring that commercial, institutional, and light industrial areas can ship and receive goods and materials. The current street classification system for trucks recognizes the geometric design needs of large vehicles, and identifies a network of streets used by trucks, transit, and school bus vehicles.

Table 5: Town of Jackson Truck Network classifications

Policy Document	Classification	Criteria
Community Streets Plan (2015)	General Policy Guidance	Where large vehicles regularly turn at an intersection with high volumes of opposing traffic, a larger design vehicle must be accommodated. (i.e. - truck and bus routes)
	BT Street	BT Streets are bus and/or truck routes designed to meet daily operations of the START transit system and serve local transit circulation. They include a minimum 11' travel lanes and 28' minimum effective turning radii to accommodate vehicles with 40- and 45-foot wheelbases.
	WYDOT Highway	State Highways will need to meet design criteria of WYDOT and accommodate truck routes within Town limits.
	Minor Local Street	For daily use by automobiles, bicycles, and pedestrians, while accommodating less frequent emergency and large vehicle use.

Considerations:

- The overlap between Bus and Truck routes makes sense due to physical similarity of vehicles, although bus routes through local neighborhoods may not be appropriate to use as truck priority routes.

Recommendations:

- Create distinct networks for Trucks, separate from Transit, with an emphasis on goods movement.

2.5 Motor Vehicle Network Classification System

Motor vehicles are the primary mode of transportation today in the Town of Jackson, carrying people both within the town and connecting people across larger distances. US 89 (West Broadway) carries the majority of through traffic through the Town.

There are two systems currently in use for classifying the motor vehicle network in Jackson.

- The **Community Streets Plan** establishes a three-tiered system consisting of State Highways, BT (Bus and Truck) Streets, and Local Streets. This system is mainly used to establish **geometric design criteria** (i.e., State Highways are designed by WYDOT, BT Streets need to accommodate the frequent use by larger vehicles, and Local Streets are more compact)
- The **WYDOT Functional Classification System** is a five-tiered system consisting of Major Arterials, Minor Arterials, Major Collectors, Minor Collectors, and Local Streets. This system is used to establish each street's intended focus on determining the priority of **vehicle movement versus access**.

Table 6: Town of Jackson Motor Vehicle Network classifications

Policy Document	Classification	Criteria
Community Streets Plan (2015)	Policy Guidance	The creation of multi-modal complete streets and implementation of Transportation Demand Management programs are preferred over new street construction that encourages increased levels of automobile travel
	State Highways	Design parameters will be determined by WYDOT standards and practices, ideally with consideration given to local community character and community values
	Bus and Truck Streets (BT Streets)	Minimum 11' travel lanes and 28' minimum effective turning radii to accommodate vehicles with 40- and 45-foot wheelbases.
	Local two-lane street	Local traffic route carrying low volumes and speeds (<8,000 ADT; < 25 mph).
	Non-local two-lane street with left turn accommodation	Non-local route carrying moderate volumes and speeds (>8,000 ADT; < 30 mph)
WYDOT Functional Classification System (2018)	Principal Arterial	Provides the highest level of service at the greatest speed for the longest uninterrupted distance, with some degree of access control. US 89 is the only corridor in Jackson with this designation.
	Minor Arterial	Roads that link cities and towns and centers of activity within cities. They are designed for relatively high overall travel speeds, with minimum interference to through movement. This designation applies to State Hwy 22 as well as portions of South Park Loop Road and High School Road.
	Major Collector	Provides a less highly developed level of service at a lower speed for shorter distances by collecting traffic from local roads and connecting them with arterials. Moderate speeds are typical.
	Minor Collector	A low- to moderate-capacity road serving to move traffic from local streets to arterial roads. They provide access to residential properties.
	Local Streets	All roads not defined as arterials or collectors. They primarily provide access to land with little or no through movement.

Considerations:

- A **fine-grained historic grid network** exists east of Karns Meadow. In this area, multiple streets provide significant redundancy in the transportation network, resulting in volumes being dispersed across several parallel routes. **In this area of Town there is opportunity to strategically select different corridors to prioritize different modes**; for example, if Cache Street is intended to prioritize pedestrians and cyclists, efforts should be made to restrict car traffic and/or divert it to adjacent streets to allow wider sidewalks and comfortable mixed traffic cycling conditions.

- A more **suburban network structure** west of Karns Meadow. In this area, the network is less dense and less redundant. In this area, there is less opportunity to divert traffic to parallel corridors; **as such, the focus should be on ensuring all locally controlled collector and arterial streets have quality accommodation for all modes**.
- The current functional classification assignments result in classification on a single corridor changing abruptly or featuring orphan stub links. For example, South Park Loop Road transitions from a Minor Arterial to a Major Collector to a Minor Collector over a distance of one mile.
- The 8,000 vehicles per day threshold for left turn lane provision competes with similar thresholds related to bike lane or protected bike lane provisions, creating more competition for space within limited rights-of-way on these corridors.
- Comparison of WYDOT Road Classifications with observed traffic counts identifies misalignment between planned classification and current usage levels. For example, S. Jackson St. (local) carries 4,102 ADT while East Kelly Avenue (minor arterial) carries 2,208 ADT[1].
- US 89 has the highest vehicle movement designation and runs through the highest "place" designation in the Town, presenting a severe mismatch of priorities

Recommendations

- Better align functional classification with actual or expected vehicle volumes.
- Assign typical ADT thresholds/ranges to each road classification within Jackson, including assigning an upper limit on Local streets
- Better align guidance between local plans and WYDOT Functional Classification.

[1] *Data retrieved from WYDOT Interactive Transportation System Map. https://apps.wyoroad.info/itsm/map.html*

3. MOBILITY OVERLAY PROPOSAL

A core challenge of this study is to address the conflicts that arise when competing networks intersect or overlap. To better understand this challenge, two examples are highlighted below to help illustrate the effects and perhaps identify a cause. Mitigating these kinds of scenarios will be a key function of the network principles developed.

Strategic Flow Corridors

One of the key challenges faced by network planning is colloquially referred to as the "Swiss Army Knife street." This refers to streets that, through the additive nature of the planning process, have been identified as priority corridors for multiple needs regardless of the available space (protected right of way). For example, **Broadway Avenue** east of Cache St. has the following designations in the 2015 Community Streets Plan:

- Major Collector (9,413 ADT)
- Bus/Truck Street
- Signed Bike Route with Sharrows
- Enhanced Pedestrian Corridor
- Mix of Town and Village neighborhood forms with ground-floor retail

While it is not completely infeasible for a single corridor to accommodate these functions to their full degree, the 75 ft. ROW on much of E. Broadway Avenue does not have sufficient space to accommodate all these functions. The result of these types of network allocation challenges are often compromised outcomes that do not truly serve any of the networks to their full extent. The consultant team identified these streets as **Strategic Flow Corridors** as candidates for network and/or street design changes.

Figure 1: E Broadway Avenue, an example of a "Swiss Army Knife street"

Arterial roads in the Town Core

As discussed earlier in this memo, it is difficult to provide a roadway that prioritizes both movement and placemaking; the presence of both functions means that neither will be achieved to its potential.

The Jackson Teton Comprehensive Plan (Policy 4.2.c) states that "The primary objective in downtown Jackson will be to enhance pedestrian amenities and connectivity to support a vibrant and walkable downtown core"; however, the central area also possesses the greatest density of arterial roads in the town, including US 89 which carries nearly 10,000 vehicles through the Town Core each day, including 550 trucks. The presence of this high volume of traffic and trucks has potential to work against the primary stated goal of creating vibrancy. Some vehicle traffic can be expected, but typically this should be slower-moving traffic serving local destinations, not through traffic trying to move at higher speeds.

3.1 Recommended Mobility Overlay

The recommended Town of Jackson Mobility Overlay consists of modal classification maps and definitions designed to clarify each street's role in the modal network, helping to resolve modal conflicts and set clear priorities. These mobility overlays were developed based on existing classification frameworks described in Section 2, supplemented by results of stakeholder workshops and community feedback.

Key attributes of each overlay are noted below, with maps and details on the following pages.

The **Pedestrian Mobility Overlay** introduces a **Pedestrian District** designation to elevate pedestrians as a dominant user in a particular area and **Major Walkways** as highly pedestrian-oriented corridors designed to engage active street frontages of adjacent development.

The **Bicycle Mobility Overlay** identifies priority **Major Bikeway** routes through town and connecting Bikeways to complete the network.

The **Transit Mobility Overlay** formalizes a transit classification system that reflects the current transit service in the Town of Jackson, including START On-Demand service area. Routes identified here can and should be revised to respond to future changes in transit provision and land use changes.

The **Truck Mobility Overlay** formalizes a goods movement network, separate from transit network. This proposal is a significant departure from the current B/T Streets in the Community Streets Plan.

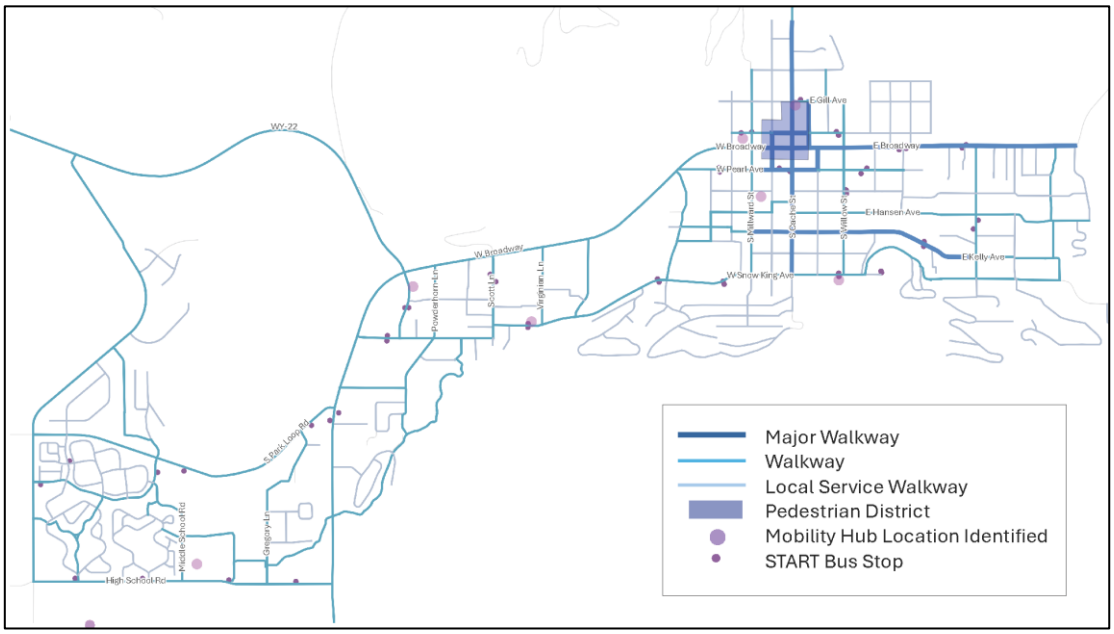
The **Auto Traffic Mobility Overlay** largely aligns with today's functional classification with minor adjustments for clarity.

Note: Any dimensional, traffic volume, and speed recommendations listed below that are noted with an asterisk (*) are preliminary in nature and may need to be adjusted based on further review.

3.1.1 Pedestrian Mobility Overlay Classification

Pedestrian/pedestrian+ classification designates a system of streets and pathways to serve all types of pedestrian trips, particularly those with a transportation function and transit integration, and including access for people with disabilities.

Map 1 - Pedestrian Mobility Overlay Classification



Note: The Pedestrian Mobility Overlay is in DRAFT form and subject to change.

Pedestrian District

Pedestrian Districts are areas of Town where **pedestrians+ are expected to be the dominant road user** and should be provided an exceptional level of service and priority over other modes.

Traffic Context:

- On streets in Pedestrian Districts, auto volumes should be reduced as close as practicable to zero and speeds should be limited to 10 mph* or less.
- Through traffic should be discouraged through network design; active measures such as one-way restrictions should be used to divert through traffic to the periphery of Pedestrian Districts.

Improvements:

- Opportunities should be considered for closing blocks or portions of blocks to vehicle traffic to make space for engaging/interactive and placemaking elements like seating, parklets, street art, patios, and canopies
- Incorporate accessible facilities and improvements to encourage mobility for people with disabilities in all capital improvement projects.

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* *Note: Any dimensional, traffic volume, and speed recommendations are preliminary in nature and may need to be adjusted based on further review.*

- Consider special streets in Pedestrian Districts, such as shared streets, pedestrian-priority streets, or pedestrian-only streets.

Major Walkway

Major Walkways are walkable corridors of higher density and/or with active ground floor retail where there is a desire to comfortably facilitate both movement and placemaking for a higher volume of pedestrians.

Traffic Context:

- Traffic should be calmed to 25 mph* using elements such as curb extensions and reductions to corner radii.

Improvements:

- Sidewalk clear widths should be 8-10 ft.* (minimum 6 ft.)
- Provide trees and landscaping in buffers.

Walkway

Walkways are multimodal movement corridors where a good level of service is desired to facilitate pedestrian movement.

Traffic Context:

- Walkways may be designated on streets of all types and are designed to serve a transportation function

Improvements:

- Sidewalk clear widths of 6 ft. with a buffer that provides comfortable separation based on the volume/speed of vehicle traffic.
- Desire for trees in the buffer zone.

Local Service Walkway

Local Service Walkway streets are intended to support local pedestrian circulation to and from properties. These streets carry very low volumes and speeds of only local traffic along corridors with low, primarily residential density.

Traffic Context:

- Local Services walkways are most common on Local Streets that serve low to very low volumes of traffic at low speeds (<20 mph*)

Improvements:

- No centerline should be marked, and travel areas may be reduced to minimum dimensions.
- On streets with very low volumes (< 500 ADT) and very low operating speeds (<20 mph), no sidewalk is necessary. Traffic calming and volume management may be required to enforce low speeds and volumes.
- Where traffic volumes and speeds are higher, a sidewalk is required.

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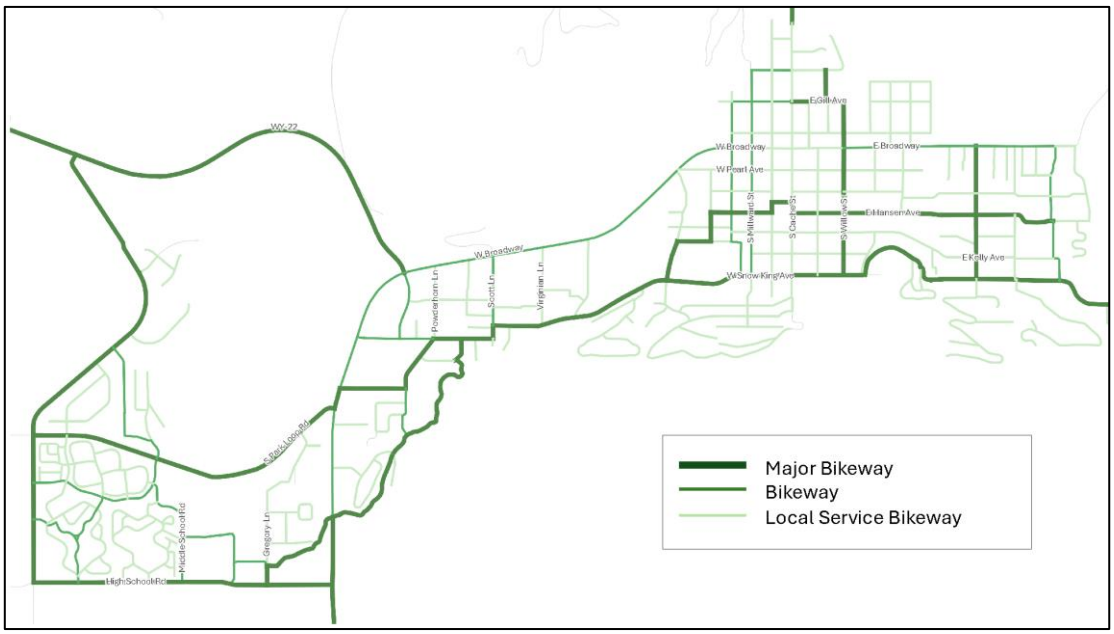
* *Note: Any dimensional, traffic volume, and speed recommendations are preliminary in nature and may need to be adjusted based on further review.*

3.1.2 Bicycle Mobility Overlay Classification

Bicycle classifications designate a system of streets and pathways that prioritize the movement of people on bicycles to nearby areas, across town, and within neighborhoods.

Map 2 - Bicycle Mobility Overlay Classification



Note: The Bicycle Mobility Overlay is in DRAFT form and subject to change.

Major Bikeway

Major Bikeways form the backbone of the Town's bikeway network and are intended to serve high volumes of bicycle traffic with direct, seamless, efficient travel across Town neighborhoods and to the regional Pathways system.

Traffic Context

- Major Bikeways may apply to a variety of traffic contexts from car-free Pathways to Arterial Streets to calm Local Service Traffic Streets.

Improvements

- Provide high-comfort all-ages-and-abilities bicycle facilities that are appropriate for the volume and speed of vehicles, with widths and buffers that exceed minimums.
- At major intersections, consider protected intersections or grade separations. At minor intersections, the bikeway should receive priority over the intersecting street.
- Along these routes, parking removal or other reallocations of the public space may be necessary to establish the desired cycling conditions.
- Filtered permeability or traffic circulation interventions might be required to achieve the desired vehicle volumes along these streets. Special consideration should be given to emergency service accessibility in these instances.

Bikeways

Bikeways are intended to provide direct and convenient bicycle access to significant destinations, between Major Bikeways, and to offer network coverage every ¼ mile.

Traffic Context

- Bikeways may apply to a variety of traffic contexts, from car-free Pathways to Arterial Streets and calm Local Service Traffic Streets.

Improvements

- Similar to Major Bikeways, but with less emphasis on generously wide facilities and less emphasis on providing priority at crossings.
- Facilities along Bikeways should still meet safety criteria for all ages and abilities.

Local Service Bikeway

Local Service Bikeways are intended to serve local circulation needs and provide access to properties.

Traffic Context

- Local Service Bikeways are typically classified on Local Service Traffic Streets in residential areas where traffic speeds and volumes are low.

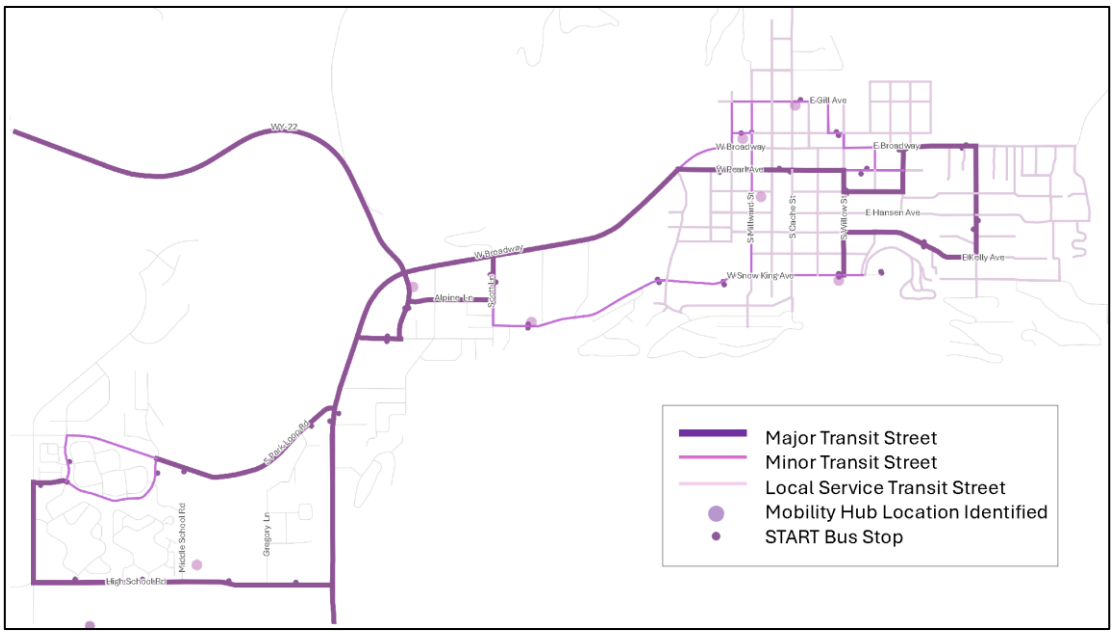
Improvements

- Consider the following design treatments for Local Service Bikeways: shared roadways, traffic calming. Crossings of Local Service Bikeways with other rights-of-way should minimize conflicts.

3.1.3 Transit Mobility Overlay Classification

Transit classifications designate a system of streets that support the movement of transit vehicles for regional, town, and local trips.

Map 3 - Transit Mobility Overlay Classification



Note: The Transit Mobility Overlay is in DRAFT form and subject to change.

Major Transit Street

Major Transit Streets are those used by multiple bus routes and therefore carry several buses per hour. The efficient movement of transit vehicles is a priority. On non-Arterial Streets, provide bulb-out bus stops in parking lanes (rather than bus pullouts) to allow buses to stop in-lane to minimize delay and provide more waiting area for passengers.

Traffic Context

- On Arterial Streets transit vehicles typically share the general-purpose lane with motor vehicles.

Improvements

- Consider measures to reduce delay, particularly at intersections (e.g., queue jump lanes, transit signal priority).
- Provide high-quality amenities at bus stops.
- Serve mobility hub destinations for multimodal transfers.
- Provide 11 ft.* curb lanes and provide 28 ft.* effective turning radius.
- Consider bus only lanes to prioritize transit where traffic congestion is causing significant delay to transit vehicles.

---

* *Note: Any dimensional, traffic volume, and speed recommendations are preliminary in nature and may need to be adjusted based on further review.*

Minor Transit Streets

Minor Transit Streets carry a single route and thus less frequent service. Vehicles still need to be accommodated but not necessarily prioritized.

Traffic Context

- Typically, on Collector Streets, transit vehicles share the general-purpose lane with motor vehicles.

Improvements

- Provide adequate roadway width and provide 28 ft.* effective turning radius.
- Provide basic amenities at bus stops.

Local Transit Streets

Local Service Transit Streets primarily support movement of smaller transit vehicles, including START On-Demand vehicles.

Traffic Context

- Typically, on Local Streets.

Improvements

- Do not typically include transit-specific street design elements such as bus stops.
- No bus-specific geometric design requirements.

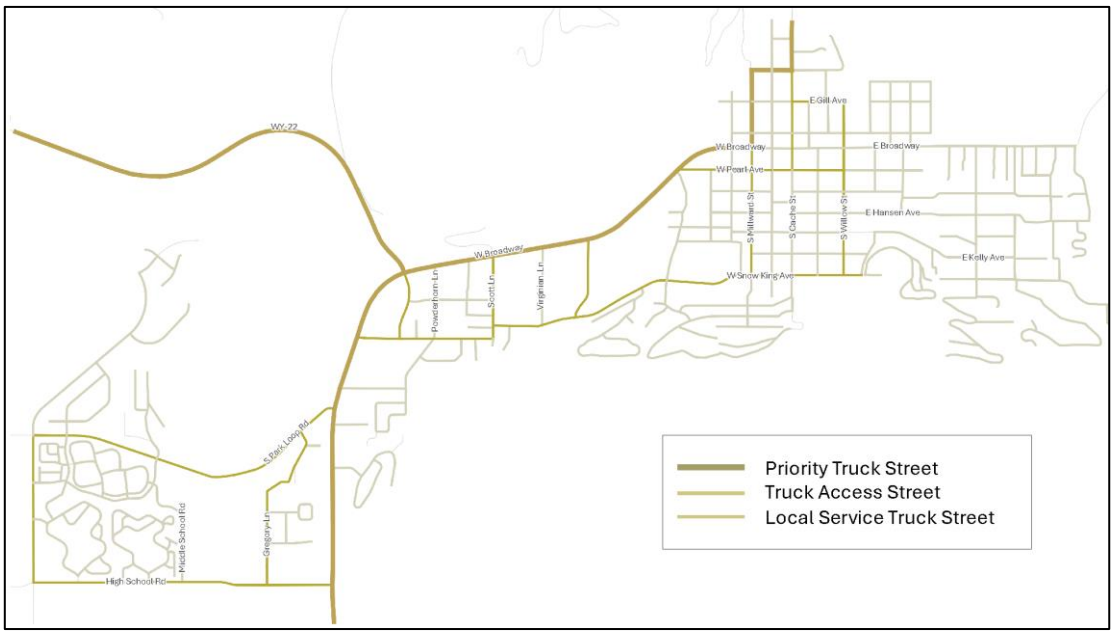
---

* *Note: Any dimensional, traffic volume, and speed recommendations are preliminary in nature and may need to be adjusted based on further review.*

3.1.4 Truck Mobility Overlay Classification

Truck classifications designate a system of streets that support the movement of goods and services at the regional, town, and neighborhood scales.

Map 4 - Truck Mobility Overlay Classification



Note: The Truck Mobility Overlay is in DRAFT form and subject to change.

Priority Truck Street

Priority Truck Streets are intended to serve as principal routes for regional goods movement between towns and villages.

Traffic Context

- They generally follow State Highways but may deviate to avoid impacts on local livability.

Improvements

- Provide 11 ft.* wide curb lanes and 28 ft.* effective turning radii for right turns between Priority Truck Streets and Truck Access Streets.
- Give priority at intersections to minimize stopping.
- Consider opportunities to provide intermodal facilities to transfer goods from large to small vehicles for local deliveries.

Truck Access Street

Truck Access Streets are intended to serve circulation routes for delivery of goods and services to neighborhood-serving commercial and employment uses. Design Truck Access Streets to accommodate truck needs in balance with other modal needs of the street.

---

* *Note: Any dimensional, traffic volume, and speed recommendations are preliminary in nature and may need to be adjusted based on further review.*

Traffic Context

- Efficient through movement is not the top priority on these streets; speeds should be sufficiently low to not deteriorate from the quality of the environment for other modes.

Improvements

- Formal Loading Zones established in districts for final delivery by hand truck.
- Provide 11 ft. wide* curb lanes and 28 ft.* effective turning radii between Truck Access Streets and connections to Priority Truck Streets.

Local Service Truck Streets

Local Service Truck Streets are intended to serve distributed truck access to properties.

Traffic Context

- Typically, on Local Streets with distributed destinations, trucks are infrequent or periodic users of these streets.

Improvements

- Local Service Truck Streets should give preference to accessing individual properties and the specific needs of property owners and residents along the street.
- No truck-specific geometric design requirements necessary on Local Service Truck Streets.

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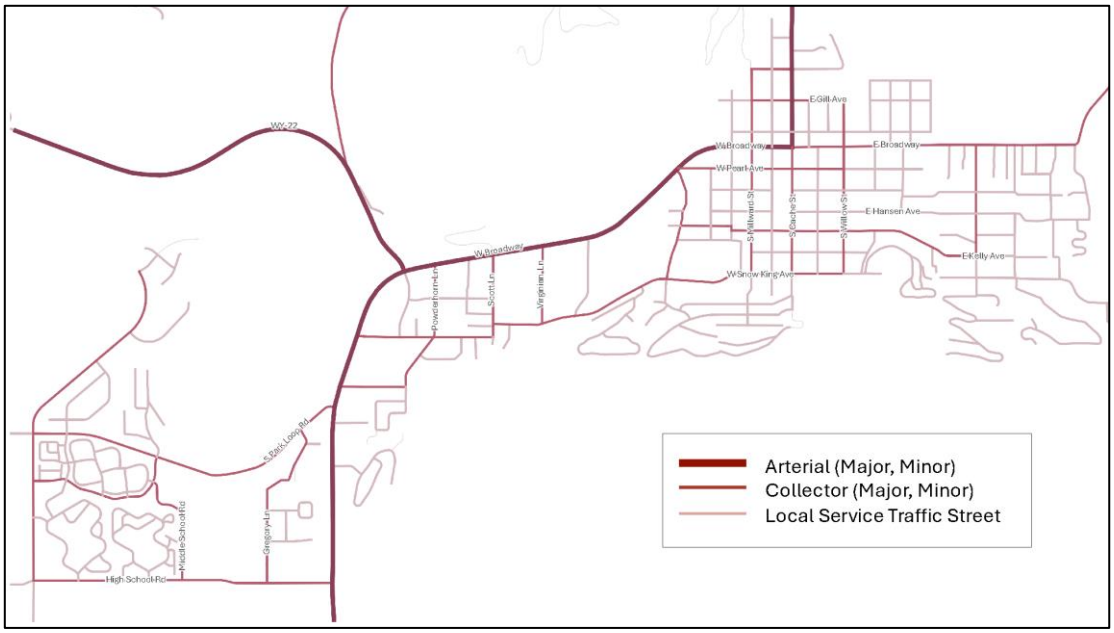
* *Note: Any dimensional, traffic volume, and speed recommendations are preliminary in nature and may need to be adjusted based on further review.*

3.1.5 Auto Traffic Mobility Overlay Classifications

Auto Traffic classifications designate a system of streets that support the movement of motor vehicles for regional, town, and neighborhood trips. For each traffic classification, the street should be designed so that the majority of motor vehicle trips and travel behavior should match its classification description.

Map 5 - Auto Traffic Mobility Overlay Classification



Note: The Auto Traffic Mobility Overlay is in DRAFT form and subject to change.

Arterial

Roads that are designed for safe travel at moderate speeds (25-40 mph*) through the town, connecting to regional routes that are designed for higher speeds (55+ mph*). They generally receive priority over intersecting streets.

Traffic Context

- Traffic volumes of fewer than 18,000 vehicles per day* preferred.
- Traffic operating speeds ≤ 30 mph* in the built-up area may be possible provided this does not detract from other modal priorities.

Improvements

- Walking and cycling facilities should be in distinctly separate spaces from the roadway.
- Where possible, driveways that access directly onto the road should be avoided or consolidated, with traffic directed to Collector or Local streets to access properties instead.
- On-street parking is generally not provided on Arterial Streets.

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* *Note: Any dimensional, traffic volume, and speed recommendations are preliminary in nature and may need to be adjusted based on further review.*

Collector Streets

Collectors are intended to serve as distributors of traffic from Arterial Streets into neighborhood districts or to serve trips that both start and end within a neighborhood district.

Traffic Context

- Traffic volumes of fewer than 8,000 vehicles per day*.
- Traffic operating speeds ≤ 25 mph*.
- Single vehicle lane per direction.

Improvements

- Consistent with the Comprehensive Plan, reduction in motor vehicle congestion (i.e. increased flow) is given less priority than: supporting pedestrian access and enhancing the pedestrian environment; maintaining on-street parking to support land uses; accommodating transit; or accommodating bicycles.
- Access to off-street parking is allowed and encouraged to be located on Collector Streets.

Local Service Traffic Street

Local Service Traffic Streets are intended to provide access to local residences or commercial uses. These streets provide local access and circulation for traffic, while often functioning as through routes for pedestrians and bicyclists.

Traffic Context

- Traffic volumes of fewer than 1,500 vehicles per day*.
- Traffic operating speeds ≤ 20 mph*.

Improvements

- No centerline should be marked on Local Service Traffic Streets.
- Minimum travel area pavement width should be reduced to 17 ft*.
- Traffic calming tools and traffic slowing devices may be used to improve neighborhood safety and livability or if needed to support a walkway or bikeway classification

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* *Note: Any dimensional, traffic volume, and speed recommendations are preliminary in nature and may need to be adjusted based on further review.*

Attachment 08
Mobility Overlay Street Design Memo

MOBYCON

PLAN • DESIGN • LEARN

November 13, 2024

To: Brian Schilling, Teton County, Town of Jackson
From: Nick Falbo, Mobycon
Matt Pinder, Mobycon
CC: Collin Hodges, Alta Planning + Design
RE: Mobility Overlay Applied to Street Design

The following memo describes application of the proposed Mobility Overlay for the Town of Jackson. The goal of the Mobility Overlay framework is to unravel and rationalize the transportation networks of the Town into a system that identifies clear priority networks for each mode, ultimately resulting in streets designed to cater to those modes and to improve mobility and safety.

This Memo presents the general design philosophy and process for applying the mobility overlay, introduces new innovative street design tools, and shares examples of resulting street design cross sections that offer improved mobility, increased safety, and more context sensitivity than typical street designs.

1. DESIGN PHILOSOPHY

1.1 Inside-Out vs. Outside-In

When designing streets, there are fundamentally two approaches. The more traditional traffic engineering approach is to use the number of motor vehicles that travel on the road or street each day as the primary design parameter. This defines the number of lanes that will be included in the design. After that decision is made, the next step is typically to add some car parking before finally evaluating how much space is left and apportioning that space for the various other users of the street. Since this approach starts by defining the number of vehicle travel lanes from the middle of the street and then working out towards the edges, this approach to street design is labelled “from the inside out.”

The second, more holistic approach to street design is to start by evaluating what goals are hoped to be achieved with the street. Process questions include: What does this street need to deliver for the adjacent land uses? Who are the intended users of this street? What is the main function of the street (flow vs. place)? The answers to these questions define specific dimensions of sidewalks, frontage areas, buffers between pedestrian areas and travel lanes,

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www.mobycon.com

and required room for placemaking, bicycles, shared mobility, and car parking. Following this, the next steps are to define what the design audience is for the sustainable modes and what kind of vehicle traffic can be accommodated in light of the above choices.

For example, a residential street that is on a school route will only be able to accommodate a modest level of vehicular traffic at a fairly low speed (<25 mph). Designing for this (where place value is higher than flow value) is a very different approach than a defined arterial road where the priority is to facilitate the movement of thousands of vehicles per day at 30+ miles per hour. As this approach starts with the edges of the right-of-way and then moves to the roadway, this approach is called “from the outside in.”

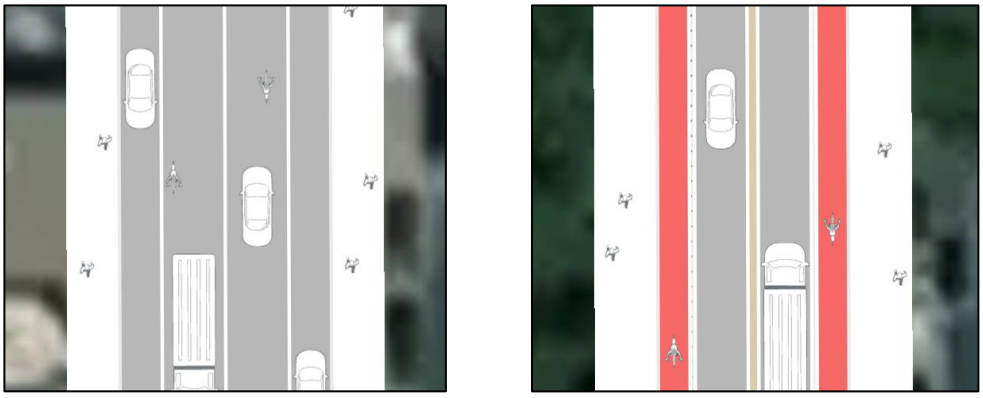


Figure 1: "Inside-Out" design vs. “Outside-In” design on a 60' ROW

In the example shown above, the left side shows the results from a traditional “Inside-Out” approach. The design parameters stipulate two vehicle lanes and car parking. The rest is sidewalk. The right-side approach intentionally acknowledges the value of the place and the role of the street in the bicycle network. The primary modes are accommodated first and then the remaining space can be allocated to vehicles.

This Outside-In approach fundamentally delivers higher place value and more mobility options in the areas where they are needed and wanted, which is considered a more economically, socially, and environmentally sustainable way of designing. It is also consistent with the adopted transportation vision in the Jackson/Teton County Comprehensive Plan and therefore is an appropriate design method to achieve the transportation goals of the Town of Jackson.

1.2 Updated design standards

This project is an update to the 2015 Town of Jackson Community Streets Plan. The Community Streets Plan provides a series of recommended street design solutions for different network typologies. While many of the fundamental assumptions underpinning the 2015 Community Streets Plan are valid, the current best practice identifies significantly

different thresholds for various street design treatments. The updated document will provide new thresholds, dimensions, and guidance to bring the Community Streets Plan up to date and better match the ambitions of the Town.

The updated Community Streets Plan will propose an increased appreciation for placemaking and sustainable travel modes. This means that, frequently, the recommendations in terms of the width provided to people on foot or on bicycles will be an increase from prior standards. As the available Right of Way (ROW) typically has not increased, creative solutions regarding traffic calming and ROW allocation are necessary. The spatial needs to accommodate all modes on a given street often exceed the standard ROW width (60ft). This memo proposes an updated three-dimensional design approach that does not just look at cross sections but outlines birds-eye view solutions to accommodate all required modes within the existing ROW using both the length and width of the street.

While the existing Streets Plan has limited design options, this new plan guides street design elements and proposes a much broader palette of context-sensitive street designs.

1.3 Place and Movement values

Through an extensive interactive process of community engagement and expert analysis, the project team identified key areas in Jackson that have a particularly high place value and corridors with high flow values. This process led to revised and simplified strategic network maps that create new priority corridors for the movement of people and goods.

These new network classifications separate the previously combined transit and freight networks into two distinct networks, clarify the bicycle network to encompass key routes rather than infrastructure design typologies, and reduce the number of pedestrian route types. These changes enable a more streamlined design process and reduce the uncertainty about the hierarchy of route options. The implications of these place and movement values on the street design choices are outlined below.

2. DESIGN PROCESS

The process of street design involves a series of questions that need to be asked to reach the right outcomes for the community. These questions are outlined in the design process diagram below.

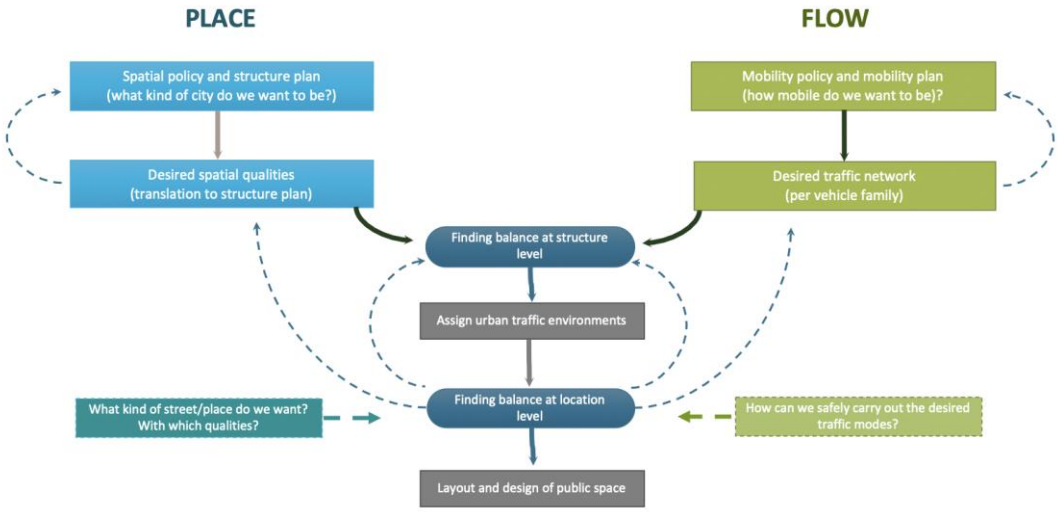


Figure 2: Place and Flow Design Process

This section describes in more detail what the potential outcomes are from the questions raised in the diagram shown above.

2.1 Place vs. Flow Value

The first question that must be asked when (re)designing a street is around the **place value** of the street, i.e. the importance of the area in creating a sense of place where people will want to linger and that highlights pedestrian access to destinations as opposed to emphasizing the movement of traffic through the area. Some streets have a very high place value, some have a very high flow value, some have both. Identifying early in the design process whether you are designing a street with high place value greatly influences the subsequent steps in the process.

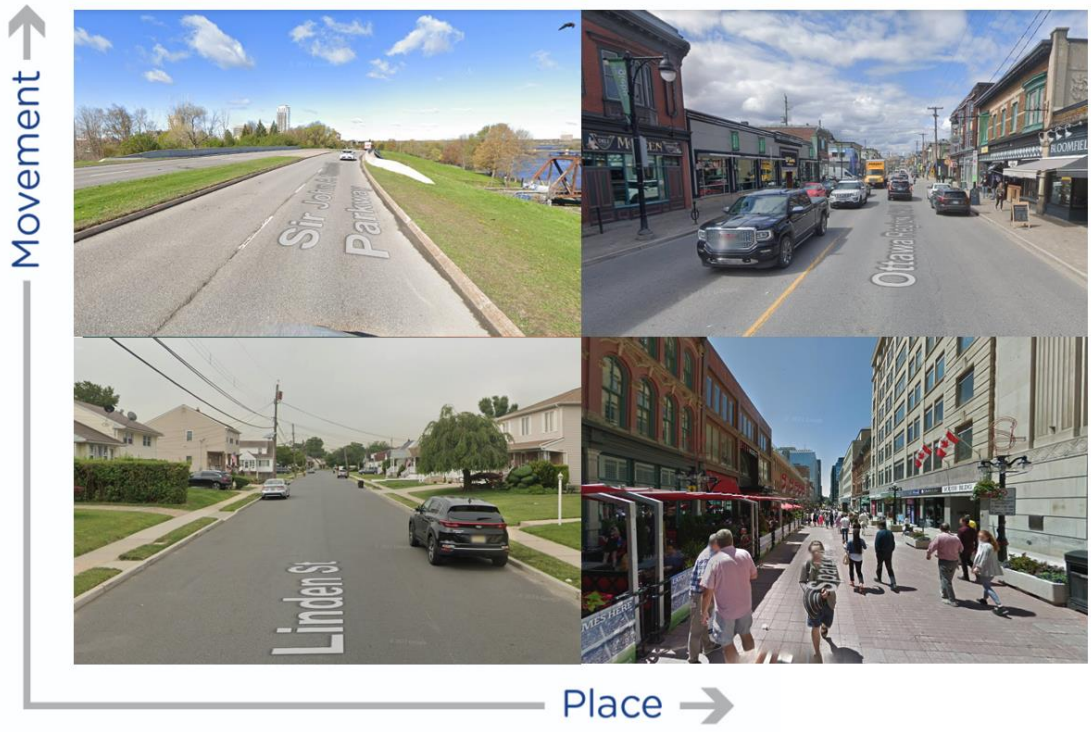


Figure 3: Place Value vs. Flow Value Diagram

2.2 Place value

Locations with a high **place value** are the locations that define the character of the town. Places like Broadway Avenue near the Town Square and Center Street fall in this category. These are places that attract visitors and that are of value to residents and visitors alike. With a high place value generally comes a distinct spatial requirement. If a lot of people want to visit this place, the area or street needs to accommodate that by creating space for pedestrians to linger and stay while de-emphasizing the priority for automobiles.

A high place value can be translated into various street design options including pedestrianized streets, streets with very wide sidewalks and one-way traffic or (space permitting) streets with two-way traffic, on-street parking as well as patio seating and generous sidewalk provisions. The outcome depends largely on the amount of available space in the right of way.

2.3 Flow Value

Most streets do not have a high place value exclusively. Most, but not all streets have at least some flow value as well. Flow value quantifies the importance of that street for facilitating movement of traffic, whether it be pedestrians, cyclists, transit, or cars. Flow value explicitly does *not* cover access to properties. Access to properties for deliveries and

other uses is considered to be a guaranteed feature, although in some cases it may require a short walk.

Streets like West Broadway Avenue (West of Flat Creek) have a particularly high flow value. It is important to codify the expected performance of the street in the network using the multi-modal network classifications. Providing sufficient flow value on selected corridors is important for the Town to maintain its economic vitality and to enable the flourishing of local properties. However, it is also important to not *over*supply capacity. An oversupply of capacity (specifically car capacity) leads to unnecessary and unwanted negative externalities including higher speeds, excessive maintenance cost, reduction in quality of pedestrian experience, and reduced road safety. Finding the *right* level of car capacity is key to creating attractive, economically viable, and sustainable places.

A high flow value street will generally allow car traffic in both directions, while a street with low flow value might only allow for one lane of one-way traffic. Streets with high flow value are also more likely to feature separated bicycle and pedestrian infrastructure, as high traffic volumes are incompatible with safe walking and cycling in mixed traffic. This requirement for accommodating multiple modes of travel in high flow corridors might limit the number of lanes provided for car movement due to a limited ROW width.

2.4 Finding the balance

It is usually relatively easy to make design decisions for areas that score high in either place *or* flow value, but not both, whereas it is harder to design for streets that have a tight balance of place and flow or high demands in both areas. Streets like North Cache (US-89/191 just north of Broadway) have both a high place *and* a high flow value. In cases like these, it is important to refer to the recommended street design requirements to identify trade-offs that may need to be made. This may mean that a reduction in available space to address the place value is needed but may also mean a reduction in flow value and thus car capacity. When trade-offs between place and flow value are necessary, it is important to acknowledge and address the specific trade-offs, consider the impact of these trade-offs, and carefully evaluate these trade-offs against alternative treatments and potential improvements that could help mitigate negative effects (like intersection treatments, signal phasing tweaks, or traffic circulation improvements).

2.5 Trade-offs

Once place and flow values are defined, it is time to start putting the puzzle pieces of the cross section together. This means identifying spatial requirements for each of the elements that make up the street, including sidewalk widths, bicycle facilities, whether and how on-street parking is provided, the number of lanes, and other elements that are required to achieve the goals set out in the place and flow assessment. To assist in this process,

recommended dimensions for each of the elements (based on their network priority) are outlined in Sections 3 and 4.

Sometimes, all elements at their recommended widths will fit within the existing right of way. In these situations, not many trade-offs need to be made. But often, the total required width exceeds the available right of way. In these cases, it is important to identify which elements can be compromised and what values the designer is sacrificing in favor of other values. An example of this is provided below.

2.6 Feedback loops

During the design process, it is possible to reach a point where the required trade-offs lead to a design that is not adequate for any of the desired users. For these cases, the design process includes a distinct feedback loop which allows for re-visiting earlier choices with regards to place or flow value in order to appropriately allocate space for the desired priorities.

Example:
A street has an identified place value that is very significant due to a high density of shops, restaurants, and community services. The street is also of vital importance to freight traffic and car traffic in the wider area. The ROW is not sufficient to enable four lanes of traffic and enough pedestrian and cycling space to do justice to the high place value of this street. This leaves the designer with two options (feedback loops). One option is to accept a lower place value and prioritize truck and car use of the street which will result in four lanes of traffic and relatively narrow sidewalks, significantly compromising the place value. The other option is to re-visit the established networks and consider alternative arrangements (routes) for either driving or walking/cycling. Only if these alternative network arrangements are considered adequate to serve the various mobility needs can the network maps be edited to cater for the reduced flow value for certain user groups. It is noted that these feedback loops are always in the service of achieving the over-arching goals of the mobility overlay.

3. STREET DESIGN ELEMENTS

This section will describe, define, and provide recommended street design elements that help achieve the goals of the over-arching vision of this mobility overlay. These street design elements are to be considered for all future street redesign projects and should be implemented on a retrofit basis on key streets in the network.

3.1 Curb Extensions

Curb extensions are one of the most effective measures available to improve pedestrian safety and comfort in Jackson. Curb extensions not only improve the visibility of pedestrians at intersections, but they also reduce the crossing distance and thus the time it takes to cross the road. This reduces the duration of risk exposure to pedestrians, making the crossing inherently safer. Additionally, curb extensions allow adjustment to the corner radius to slow down turning vehicles where appropriate. This combination of benefits makes curb extensions one of the most effective safety features.

Design Characteristics

Curb extensions can be achieved both through temporary and permanent materials. Special consideration should be given to drainage requirements and snow storage. Creating a permeable extension that does not interfere with existing stormwater drainage facilities is a cost-effective, rapid method of implementation. Bollards and other non-protective, removable components are recommended only as a temporary (maximum of two years) measure, until funds become available for permanent installation. The needs for winter maintenance, particularly snow plowing and snow removal operations, must be factored into the design and use of curb extensions and other traffic calming elements that shift the curb alignment.

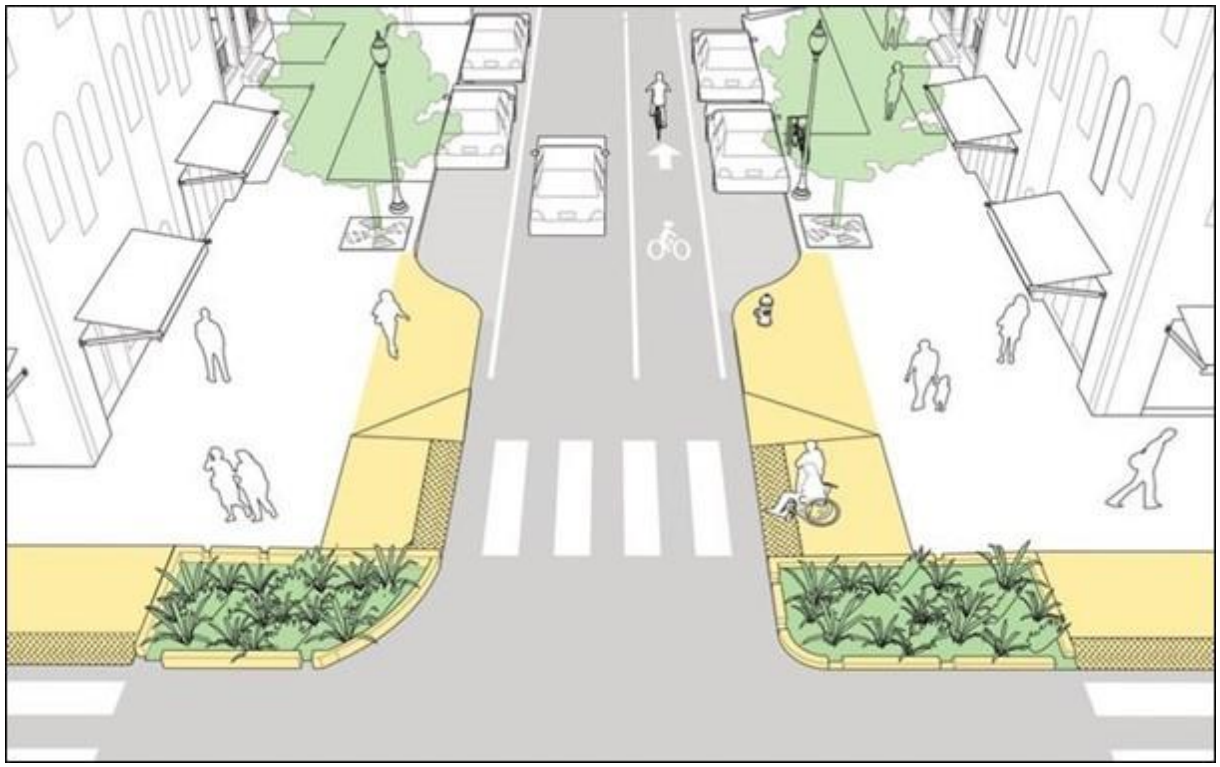


Figure 4: Curb Extensions - Source NACTO

Figure 5: Stormwater Curb Extension - Source: NACTO

3.2 Continuous sidewalks

Another highly effective improvement to the pedestrian experience (and safety) is the continuous sidewalk (and the continuous cycletrack for bicyclists). These interventions have multiple benefits, especially if combined with relatively steep vehicle crossing ramps, curb extensions, and separated bike lanes. The benefits include:

- Improved accessibility for people with disabilities: no pedestrian/ADA curb ramps needed; smooth continuous sidewalk experience.
- Improved safety: cars must slow down significantly to mount the provided ramp, and drivers have instant recognition of the crosswalk, especially when combined with curb extensions, they slow cars and improve intervisibility between drivers and pedestrians.
- Improved interaction: with continuous sidewalks, drivers psychologically and visually enter the domain of the pedestrian and bicycle. This is proven to greatly enhance yielding rates and safety, as drivers and pedestrians have time to make eye contact.

Design Characteristics

A well-designed continuous sidewalk or cycletrack provides a continuous surface and material throughout the crossing of the side street. The sidewalk and cycletrack remain level with the approaching legs of the sidewalk/cycletrack on either side of the intersection. The driving ramp is relatively steep to slow down turning vehicles (1:5 ramp). A buffer of approximately 15 feet is provided between the bikeway and roadway to ensure that drivers of turning vehicles have time to see and stop for pedestrians and cyclists.

Figure 6: Continuous Sidewalk and Cycletrack - Source: Nanaimo, BC

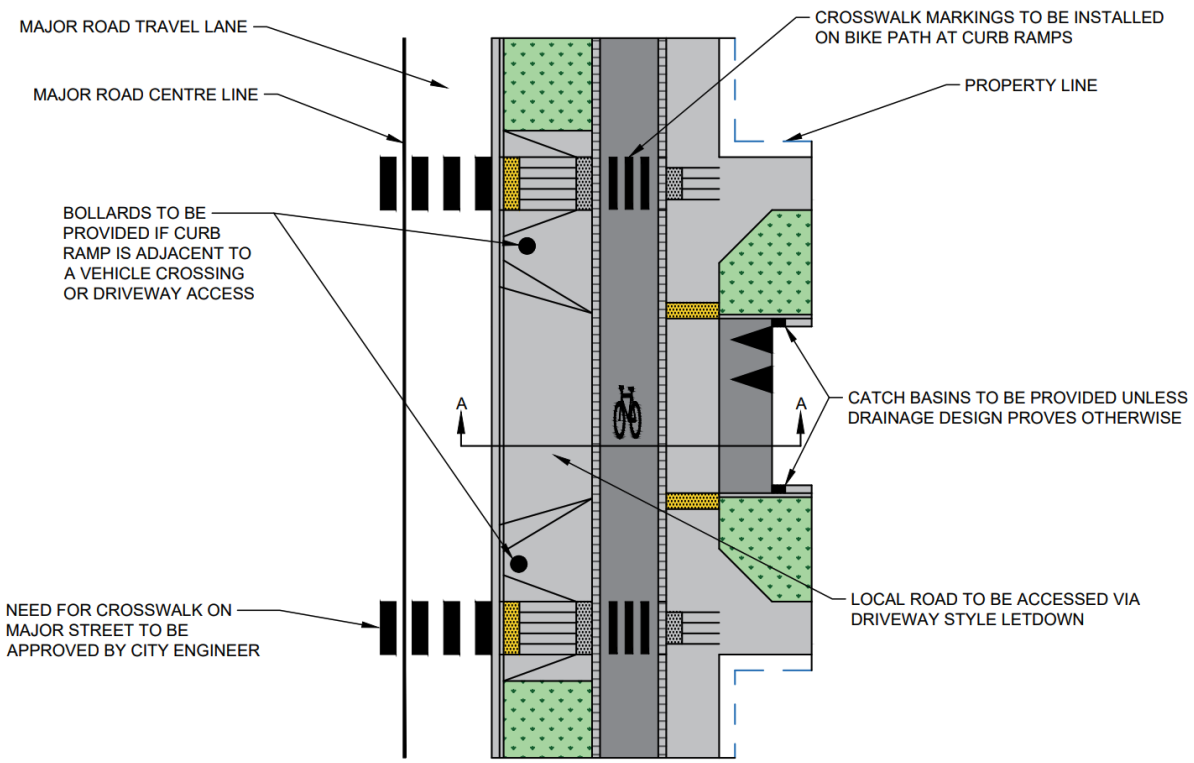


Figure 7: Nanaimo, BC Complete Streets Guide

3.3 Parking bays

Most streets in Jackson that have on-street parking are fitted with uninterrupted parking lanes along the entire length of the block face. While this helps streamline winter maintenance, it results in wide streets which has the negative effect of encouraging high speeds, especially in areas with high ratios of off-street parking and limited parking demand (during the day or in the evening hours). An alternative that has better traffic calming benefits while retaining the on-street parking is to place tree wells, planters, or other streetscape elements in between the parking bays at a rate of around one tree well for every five parking spaces (1:5). This reduces the visual width of the street, slows traffic, adds beautification elements, and still allows for plenty of on-street parking.

Design Characteristics

When introducing tree wells, it is recommended to allow stormwater to drain into the ground unimpeded. The use of full-height curbs around the tree well is not recommended. Ensure the tree well is of sufficient size for the tree to absorb enough water and nutrients, and take special care when using salt for winter maintenance. Special sleeves should be used to protect the trees from salt, grit, and excessive snow build-up. As with Curb Extensions, the design and use of tree wells needs to factor in snow plowing/removal and other maintenance operations.

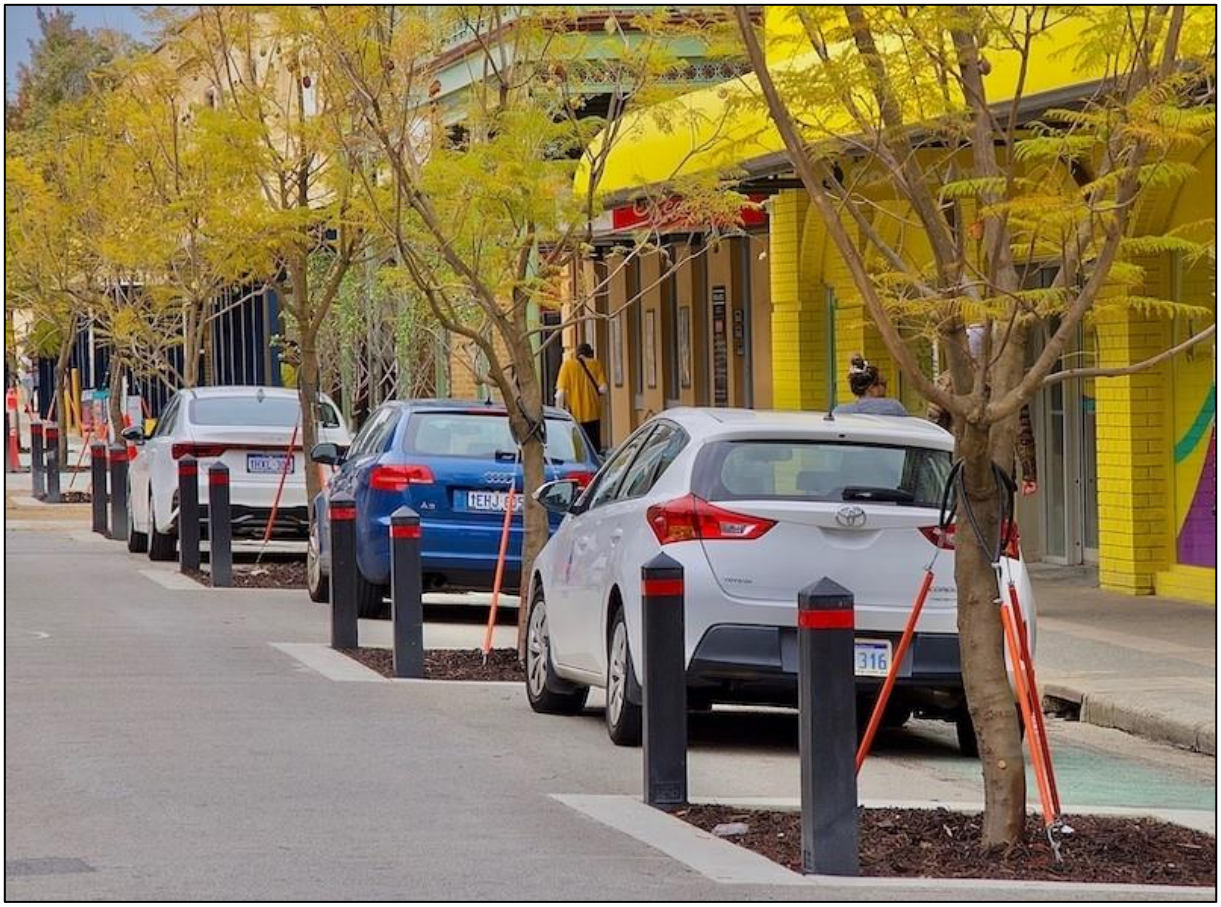


Figure 8: Parking bay tree wells - Source: https://freoview.wordpress.com/2023/08/23/new-william-street-parking-bays-amongst-the-trees/

3.4 Central medians

Many of the streets in Jackson have street/travel lane widths that are wider than necessary for safe vehicular travel. This encourages higher vehicle speeds, makes streets harder to cross on foot, and results not just in higher crash rates, but also higher levels of noise pollution. To remedy excessive travel lane width without removing space for snow storage, one option that carries traffic calming benefits is to introduce central medians on collector and arterial streets.

These central medians can be either planted or filled with stone materials. They can be retrofitted into the existing street pavement without requiring significant drainage adjustments. Operationally they may require that snow be cleared towards the center of the road, which has the benefit of improving the accessibility of on-street parking and crossing opportunities for pedestrians.

Figure 9: Central median - Source: Cyclomedia

The central medians should ideally be 6 ft. wide (if planted). Unplanted medians can be narrower. If available width is limited, it is possible to create a mountable median using a different material from the road surface. For example, cobble stones, stamped concrete, or natural rock types can be used to create a physical, tactile barrier between the different directions of travel without impeding the ability of larger vehicles cross the median.

Figure 10: Mountable central median

4. PLACE VALUE AND NETWORK CONSIDERATIONS

When considering street design options for the Town of Jackson, it is important to focus first on the place value of the street, and secondly, on the different networks that the street serves. This section presents the basic elements that make up a street and proposes an updated range of dimensions for these elements to better address the requirements of the community. The discussion analyses each mode for which a network has been defined to identify what kind of facilities are recommended in the network.

> **All of the dimensions shown in this section are guidelines.** These guidelines are meant to assist planners and street designers in creating streets that provide the necessary balance of both place value and flow value while still meeting the community's range of mobility needs. Used appropriately, guidelines are a starting point for the street designer. It is required to tailor the recommended street elements to the environment, the available right-of-way, and other constraints.

4.1 Place Value

Because each street is unique, it is impossible to apply a single measurement for the space required in the cross section to address a high place value in a street—i.e. there is not a "one size fits all" solution for place value. Even in Jackson there are areas where the place value is so high that the entire street should be pedestrianized to provide the required space for pedestrians. On a smaller scale, there are streets where the place value is locally high. From a design perspective, this could mean the removal of a few parking spaces to allow for public seating for people to rest and take in the environment, or creating a place for school children to safely linger and interact while exiting the school without idling vehicle in the immediate area. Another example could be a particularly picturesque street in an area frequented by high numbers of visitors, and it may be feasible to remove or realign a travel lane for a short section of the street to allow visitors to take photos, thereby increasing the place value of the area and making it a more attractive place for people to gather, spend time, and explore the surrounding area.

Figure 11: Example of location (Center Street east of Town Square) with higher place value than the current street design implies

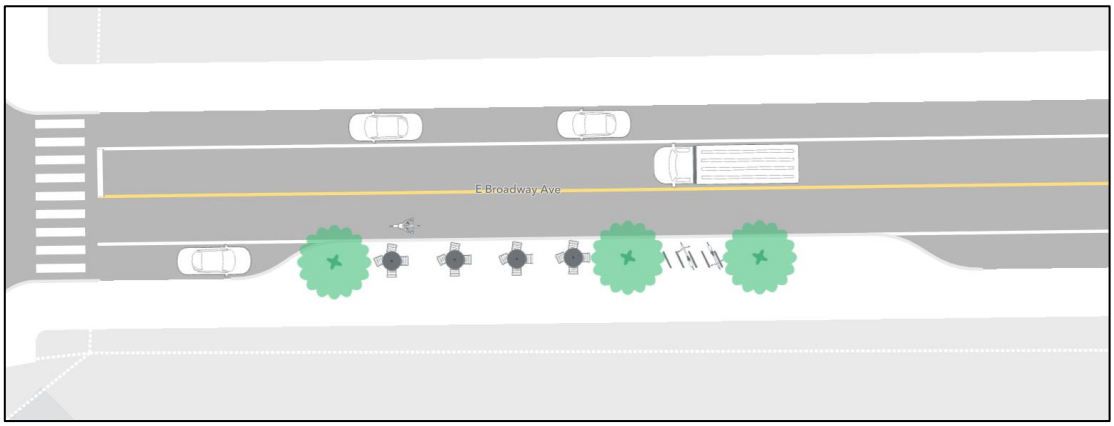


Figure 12: Example of localized high place value treatment: tables, chairs and street trees.

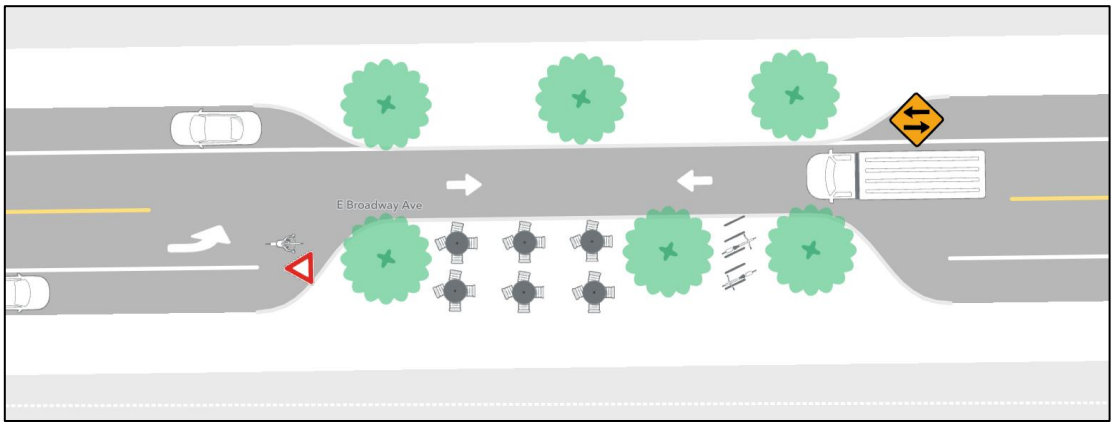


Figure 13: Example of very high place value treatment (localized): more tables, chairs, and street trees, and a neck down restriction for vehicle flow.

4.2 Networks: Pedestrians

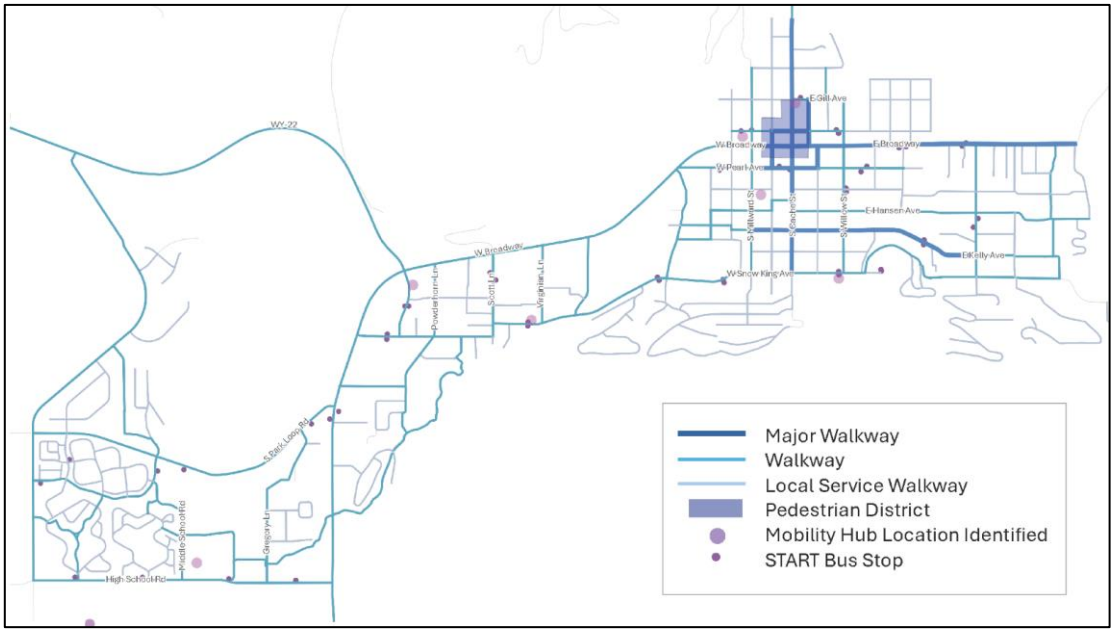
There are three classification levels within the pedestrian network and one district classification proposed in the Mobility Overlay (also referred to as the Updated Community Streets Plan). For each of the types, a recommended minimum sidewalk width is outlined in the table below. Deviation from this minimum is allowed for short sections only if absolutely necessary.

Other treatments like continuous sidewalks and curb extensions should become the default along the major streets in Jackson. Their implementation should be prioritized along the Major Walkways and within the Pedestrian District. Along residential streets they are less crucial in achieving a high level of pedestrian safety and comfort or may not be appropriate depending on the context of the street.

Note: Dimensional recommendations listed below are preliminary in nature and may need to be adjusted based on further review.

	Major Walkway	Walkway	Local Service Walkway	Pedestrian District
Sidewalks on both sides	**Yes**	**Yes**		**Yes**
Sidewalk Width (min)	**8 ft**	**6 ft**	**6 ft**	**Maximized**
Continuous Sidewalks	**Yes**	**Yes**		**Yes**
Priority Curb Extensions	**Yes**			**Yes**

Map 1 - Pedestrian Mobility Overlay Network



Note: The Pedestrian Mobility Overlay is in DRAFT form and subject to change.

4.3 Networks: Cycling

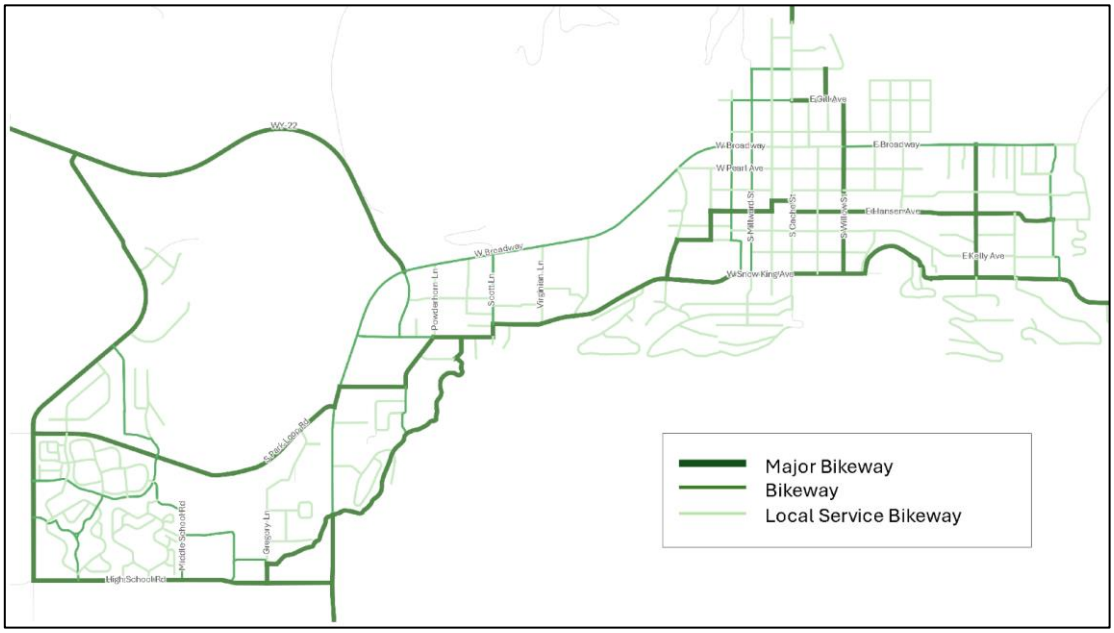
There are three levels of cycling network classification proposed under the Mobility Overlay. A Major Bikeway is considered the highest order of bicycle facility. Generally, this needs to be a fully separated facility, preferably curb separated or using independently aligned car-free infrastructure (separated pathways). *NOTE: there are several legacy bicycle boulevards, such as Hansen Avenue, that are designated as Major Bikeways. This discrepancy will need to be resolved for the final updated Community Streets Plan and Mobility Overlay.

Bikeways are considered more of a connector, and are preferably separated, but can also be on-street bike lanes on traffic-calmed streets, or even bicycle boulevards. Local Service Bikeways are the lowest-tier bike facility which is usually achieved through introducing modal filters and traffic calming features. Along Major Bikeways, protected intersections should become the default for intersection treatments in Jackson, whether signalized or not.

Note: Dimensional recommendations listed below are preliminary in nature and may need to be adjusted based on further review.

	Major Bikeway	**Bikeway**	**Local service bikeway**
Separated Infrastructure	**Always (curb separated) *unless legacy Bike Boulevard (see above)**	**Preferred (buffered)**	**If required**
Minimum Width	**7 ft (1-direction) 12 ft (bidirectional)**	**6 ft (1-direction) 10 ft (bidirectional)**	**n/a**
Continuous Cycleways	**Yes**		
Modal filters		**Yes**	**Yes**
Protected Intersections	**Recommended at major intersections**	**Recommended at major intersections**	

Map 2 - Bicycle Mobility Overlay Network



Note: The Bicycle Mobility Overlay is in DRAFT form and subject to change.

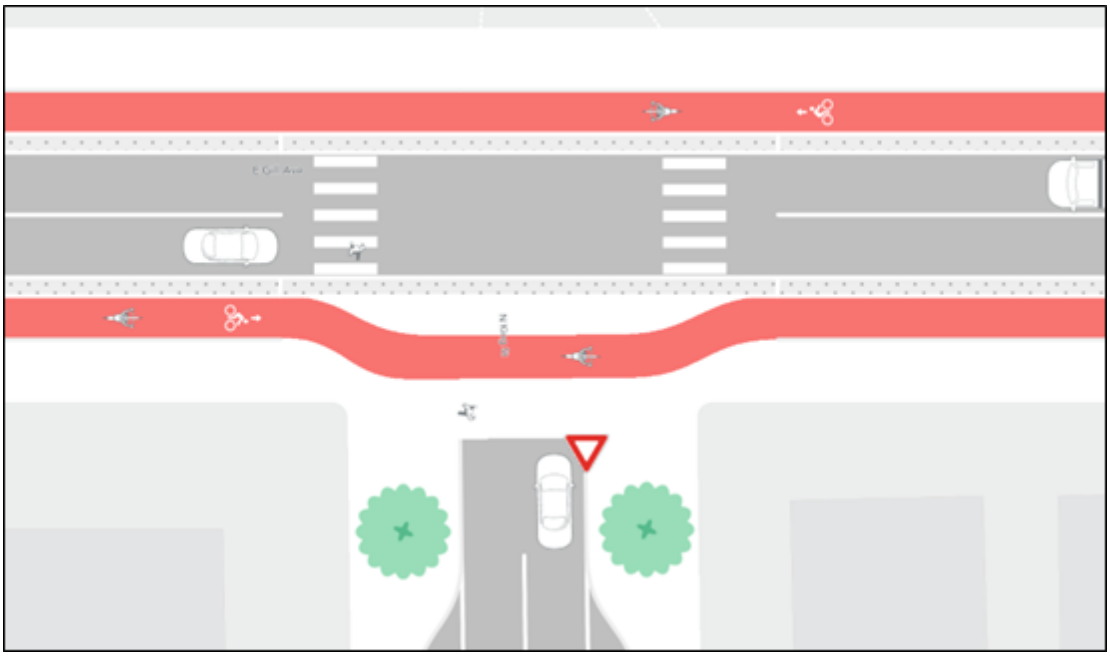


Figure 14: Concept of preferred major bikeway design – Separated/Protected Bikeway with Continuous Bikeway at crossing

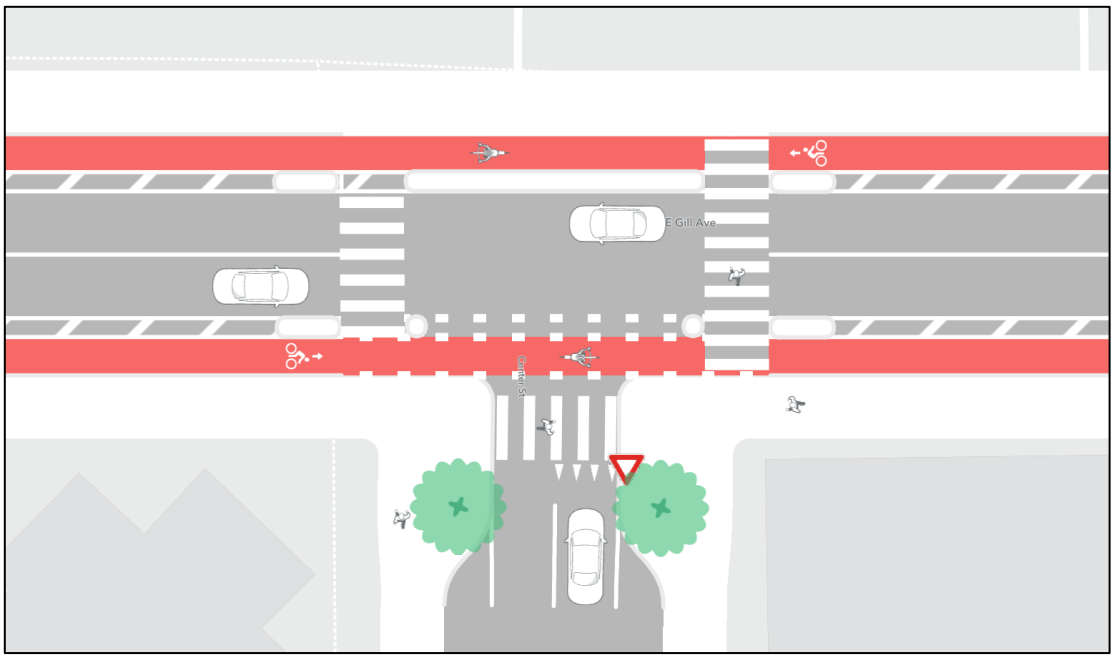


Figure 15: Preferred treatment for a bikeway – Buffered Bikeway

4.4 Networks: Transit

There are three levels of network classification for transit. A Major Transit Street is used by multiple bus routes and will have a higher frequency of buses using the street. A START bus is the design vehicle for the roadway. A Minor Transit Street has a lower frequency of buses and generally serves only a single route. A START bus is the control vehicle for the roadway. On a Local Transit Street, the only transit vehicles are smaller like the vehicles used in the START On-Demand program. This vehicle requires little dedicated infrastructure. For transit routes with significant frequencies (15 minutes or less headway), signal pre-emption is recommended.

Note: Dimensional recommendations listed below are preliminary in nature and may need to be adjusted based on further review.

	Major Transit Street	Minor Transit Street	Local Transit Street
Lane width (max)	**11 ft (curbside)**	**10 ft**	**10 ft**
Floating Bus Stop	**Only when bicycle infra is separated**		
Signal pre-emption	**Yes**	**If required**	

Map 3 - Transit Mobility Overlay Network

Note: The Transit Mobility Overlay is in DRAFT form and subject to change.

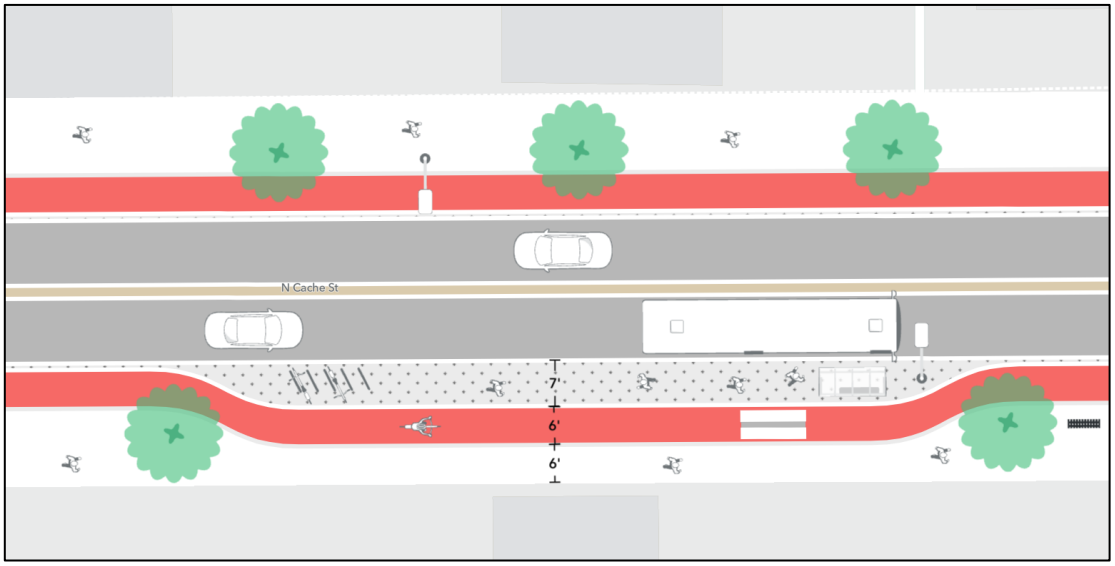


Figure 16: Floating bus stop design

4.5 Networks: Truck

There are three levels of truck network classification proposed in the mobility overlay. Of these three, only the Truck Priority Street has implications for the cross-section design and dimensioning. The key to allowing freight traffic to use the streets is to ensure they can make the required turns. Freight traffic does not require significantly more lane width than normal vehicles (10-11 feet is usually sufficient for truck traffic). Widening the street significantly for trucks will only facilitate higher speeds for passenger vehicles. For this reason, only Truck Priority Streets will have wider curbside lanes. All other types of truck streets only facilitate trucks through the turning radii and the provision of loading zones.

Note: Dimensional recommendations listed below are preliminary in nature and may need to be adjusted based on further review.

	Truck Priority Street	Truck Access Street	Local Service Truck Street
Lane width (max)	**11 ft (curbside)**	**10 ft**	**n/a**
Intersection priority	**Yes**		
Loading Zones	**Yes**	**Yes**	
Turning radii	**28ft**		**n/a**

Map 4 - Truck Mobility Overlay Network

Note: The Truck Mobility Overlay is in DRAFT form and subject to change.

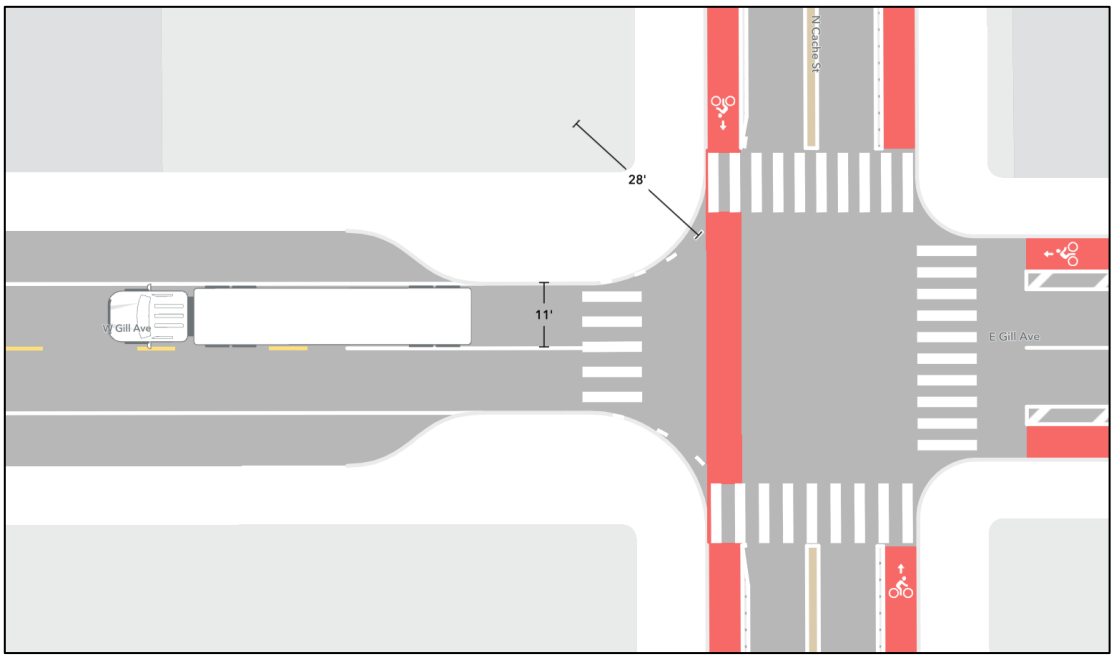


Figure 17: Example of a truck priority street and its intersection

4.6 Networks: Auto traffic

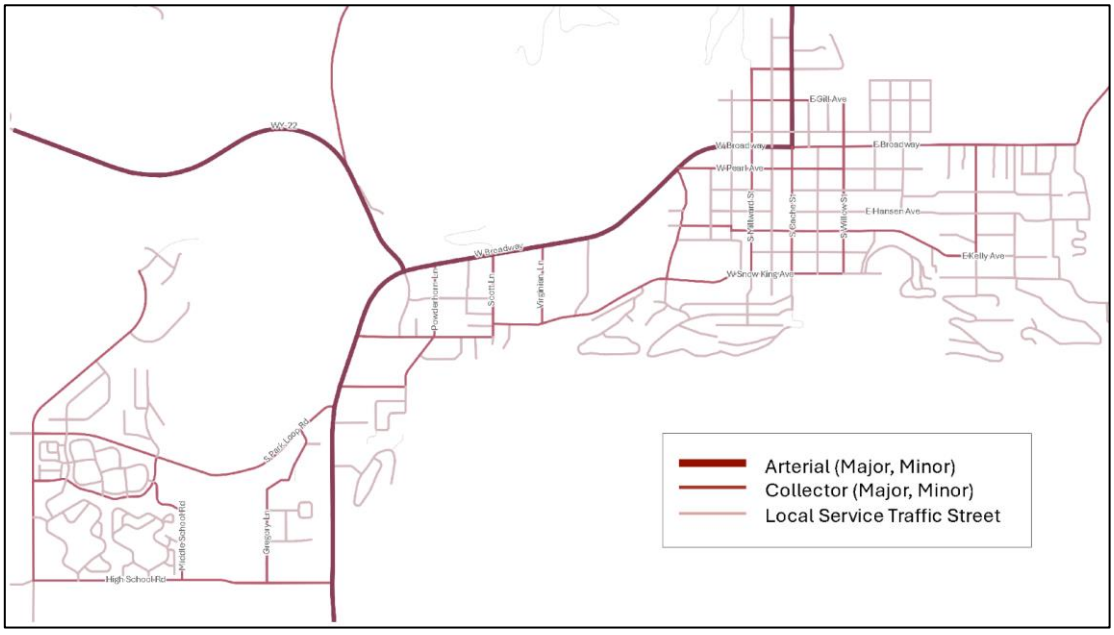
For general car traffic, there are three classifications in the proposed mobility overlay network: Arterial, Collector, and Local. Only Arterials include the option for multiple lanes per direction. Collectors only facilitate one lane of travel per direction, while on Local Streets, the concept of striped lanes is removed altogether. Instead, the street provides a 16-18 ft. wide driving space for vehicles, which is enough for two cars to pass each other at low speeds.

Note: Dimensional recommendations listed below are preliminary in nature and may need to be adjusted based on further review.

	Arterial	Collector	Local
Number of lanes per direction (max)	**2**	**1**	**1**
Lane width (curb-face to curb-face)	**10.5 ft min., 12' max.**	**10 ft min., 11 ft max.**	**n/a**
Design speed	**30**	**25**	**20**
On-Street Parking	**Not recommended**	**If possible**	**Yes**
Continuous sidewalks	**Yes**	**Recommended**	**Not required**
Priority street	**Yes**	**Yes**	**No**
Vertical deflection	**No**	**No**	**Yes**

Horizontal deflection	**No**	**Yes**	**Yes**
Striped centerline	**Yes**	**Yes**	**No**
Curb extension priority street	**Yes**	**Yes**	**No**
Central median	**Yes**	**Preferred**	**No**

Map 5 - Auto Traffic Mobility Overlay Network



Note: The Auto Traffic Mobility Overlay is in DRAFT form and subject to change.

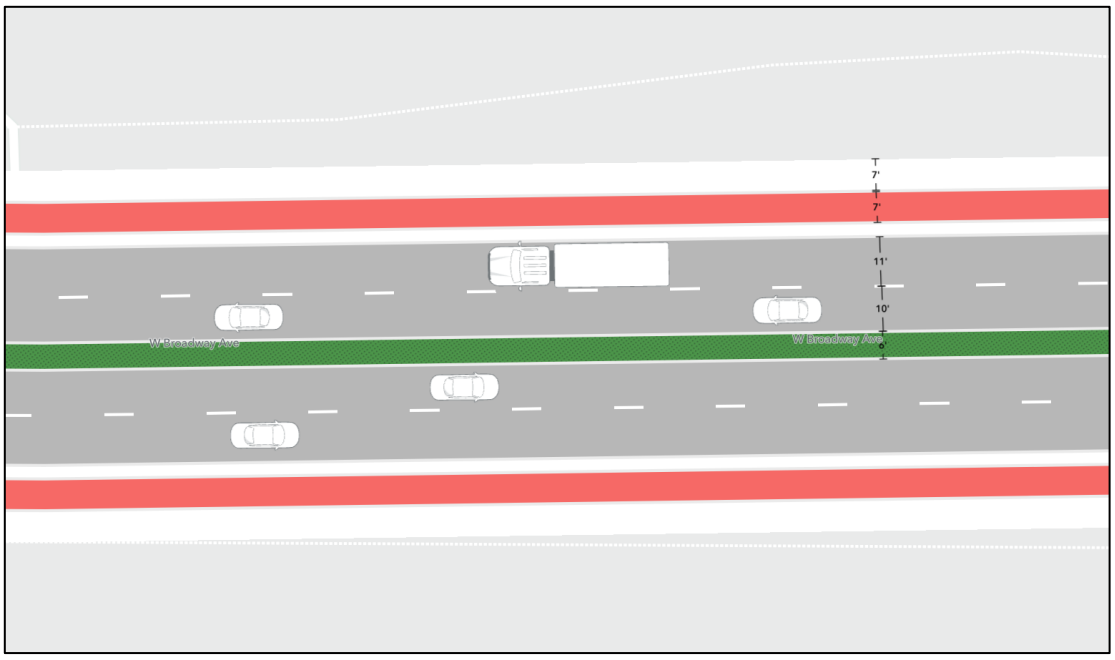


Figure 18: Design example of a 4-lane arterial road

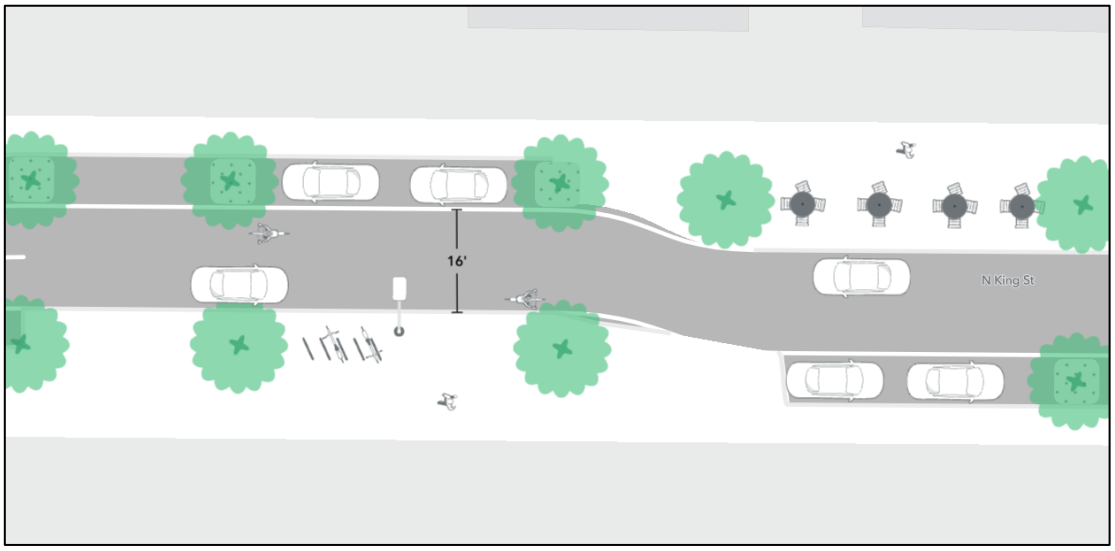


Figure 19: Local street example with additional place features

5. DESIGN SCENARIOS

This section addresses the question of how to put these street elements together to create place-responsive, functional streets in the Town of Jackson.

5.1 The art of street design

This guide is not a prescription of what the streets of Jackson are going to look like in the future. The cross-sections portrayed in this section are not a blueprint, nor a standard. All the dimensions from previous sections are guidelines to assist a street designer in designing a sustainable, community-friendly street that delivers the appropriate balance of both place and flow value. Street design is all about making trade-offs. The perfect street standard does not exist. Historically, poor trade-offs have been made usually in favor of over-supplying capacity for automobiles, which has locked in high operating speeds, created dangerous conditions for pedestrians and people riding bikes, and reduced the accessibility of the town.

Each of the example cross-sections below is intended to highlight which street design elements can be compromised and which ones should be retained in guiding the designer to navigate the list of acceptable trade-offs. These examples are for discussion purposes only and none of them reflects a specific proposal for a street redesign in the Town of Jackson.

5.3 Residential Local Street (50 ft wide)

Network	Classification
Place value	Low
Pedestrian	Local Service Walkway
Bicycle	Local Service Bikeway
Transit	Local Service Transit
Freight	Local Service Truck Street
Car	Local Service Traffic

Note: Dimensional recommendations are preliminary and may need to be adjusted.

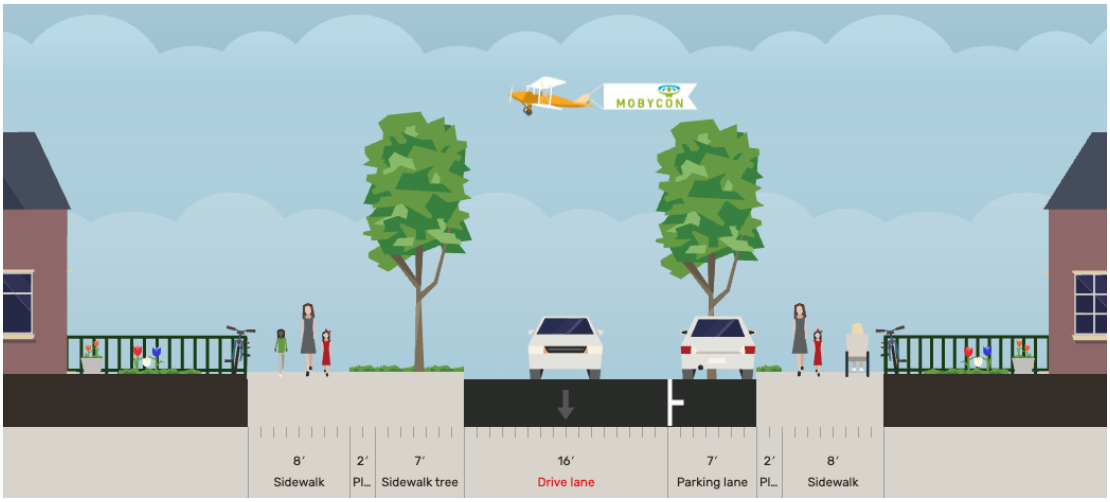


Figure 20: Cross section example of a 50' street

Trade-Offs

This scenario represents the typical local residential street in Jackson. In this scenario, the low-level classification places few requirements on the street, and a bare-bones minimum design is possible. Two-way travel area width should be narrowed to 16-18 ft minimums to reduce pavement, runoff, and cost. Parking is integrated into the sidewalk furnishing zone to increase tree canopy and constrain the roadway.

5.5 Main Street (60 ft wide)

Network	Classification
Place value	High
Pedestrian	Major Walkway
Bicycle	Local Service Bikeway
Transit	Major Transit Street
Freight	Truck Access Street
Car	Collector

Note: Dimensional recommendations are preliminary and may need to be adjusted.

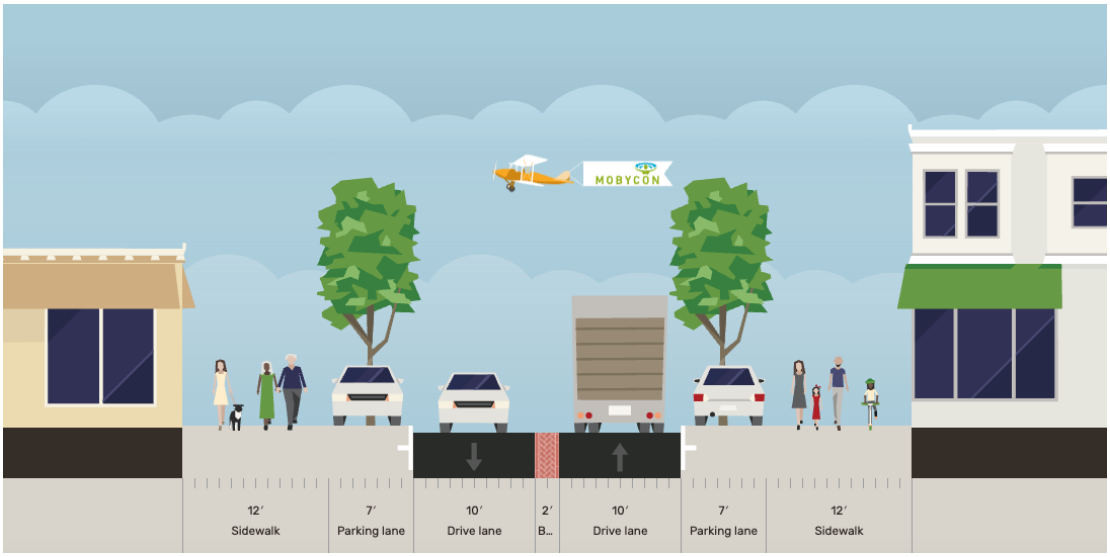


Figure 21: Cross section example of a 60' street

Trade-Offs

In this scenario, the modal overlay prioritizes vehicles, pedestrians and place. The only street design element that is not included in this cross-section is a separated bicycle facility. Because the vehicle access value of this street is considered higher than the bicycle value, on-street parking is provided. However, since the place value is high, the area that encompasses the parking lane should frequently include non-parking purposes, such as enhanced tree canopy, street seating, transit stops, and short-term loading zones.

This design trades off the following things:

1. Less vehicle parking for more place value
2. Less bicycle access for more vehicle parking (consistent with the high place value and local bikeway)

5.7 Multimodal Collector (60 ft wide)

Network	Classification
Place value	Low
Pedestrian	Walkway
Bicycle	Major Bikeway
Transit	Minor Transit Street
Freight	Truck Access Street
Car	Collector

Note: Dimensional recommendations are preliminary and may need to be adjusted.

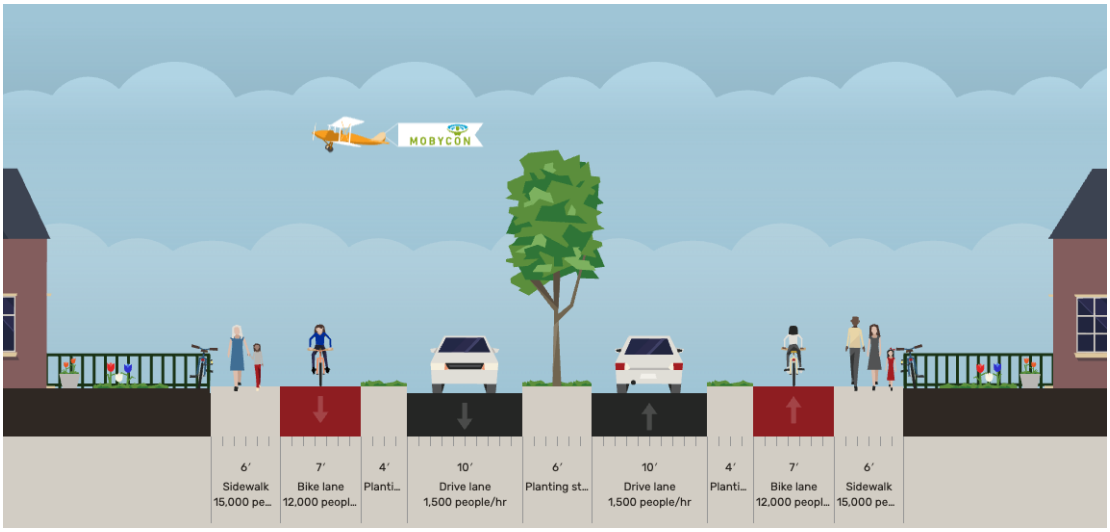


Figure 22: Cross section example of a 60' street

Trade-Offs

In this scenario, there is enough space to provide most requirements as per the previous example. The only street design element that is not included in this cross-section is on-street parking. This is because the flow value of this street is considered higher than the place value, so providing on-street parking would reduce the flow performance.

This section trades off the following things:

1. Less place value for more flow value

5.8 Multimodal Collector with Parking (60 ft wide)

Network	Classification
Place value	Low
Pedestrian	Walkway
Bicycle	Bikeway
Transit	Minor Transit Street
Freight	Truck Access Street
Car	Collector

Note: Dimensional recommendations are preliminary and may need to be adjusted.

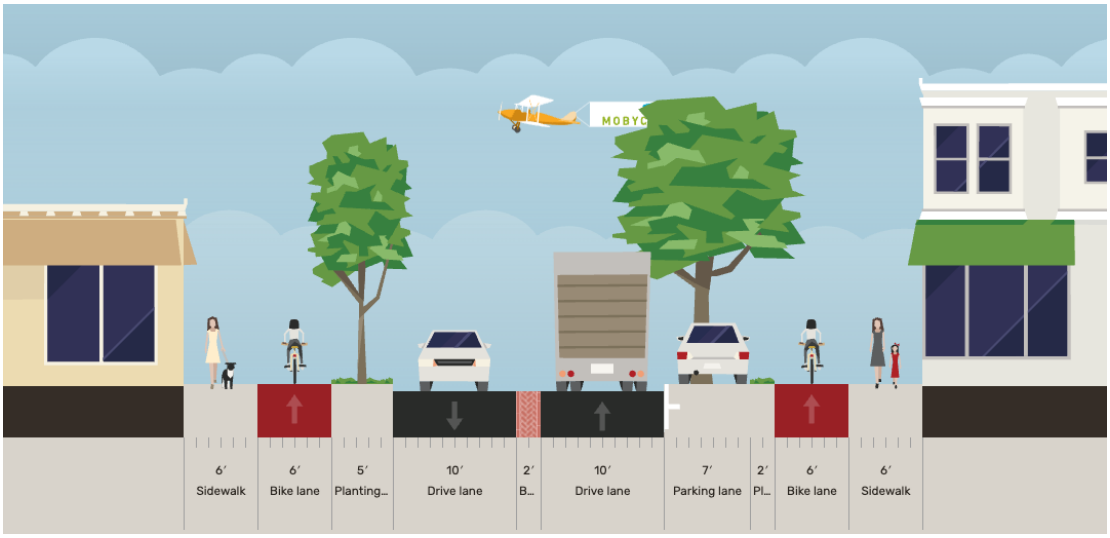


Figure 23: Cross section example of a 60' street

Trade-Offs

In this scenario, there is enough space to meet all requirements as per the previous example. This means no actual trade-offs are necessary. This street has medium-level classifications for walking and biking, allowing for reduced facility widths, which allows on-street parking to be provided for increased vehicle access.

5.9 Multimodal Arterial (60 ft wide)

Network	Classification
Place value	High
Pedestrian	Pedestrian District
Bicycle	Bikeway
Transit	Local service transit street
Freight	Truck Access Street
Car	Arterial

Note: Dimensional recommendations are preliminary and may need to be adjusted.

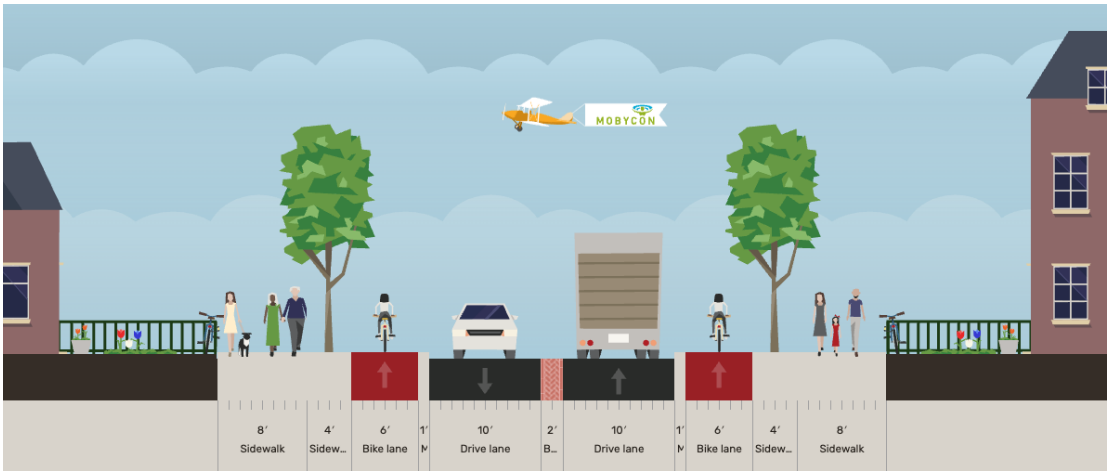


Figure 24: Cross Section of a 60' street

Trade-offs

This street has a high place value, which translates into wide sidewalks. However, the flow value is also considered high, mostly for car traffic. In this design, this is reflected in retaining bidirectional traffic. Due to the expected high traffic volumes (as nothing is restraining the number of vehicles on this section), separated bicycle infrastructure is required. Operating speed is limited due to the mountable central median. The high traffic volume will reduce the place quality but is deemed necessary to maintain a decent level of access to the town.

This section trades off the following things:

1. Less place value for more vehicle access
2. Less place value for better bicycle safety
3. Less place value for more flow value

Alternative street arrangements at this location could include one-way traffic and parking, one way traffic and bidirectional cycleways, or wider sidewalks in exchange for one of the travel lanes.

5.10 Pedestrian Shared Street (60 ft wide)

Network	Classification
Place value	Very high
Pedestrian	Pedestrian District
Bicycle	Local service bikeway
Transit	Local service transit street
Freight	Local service truck access street
Car	Local service access street

Note: Dimensional recommendations are preliminary and may need to be adjusted.

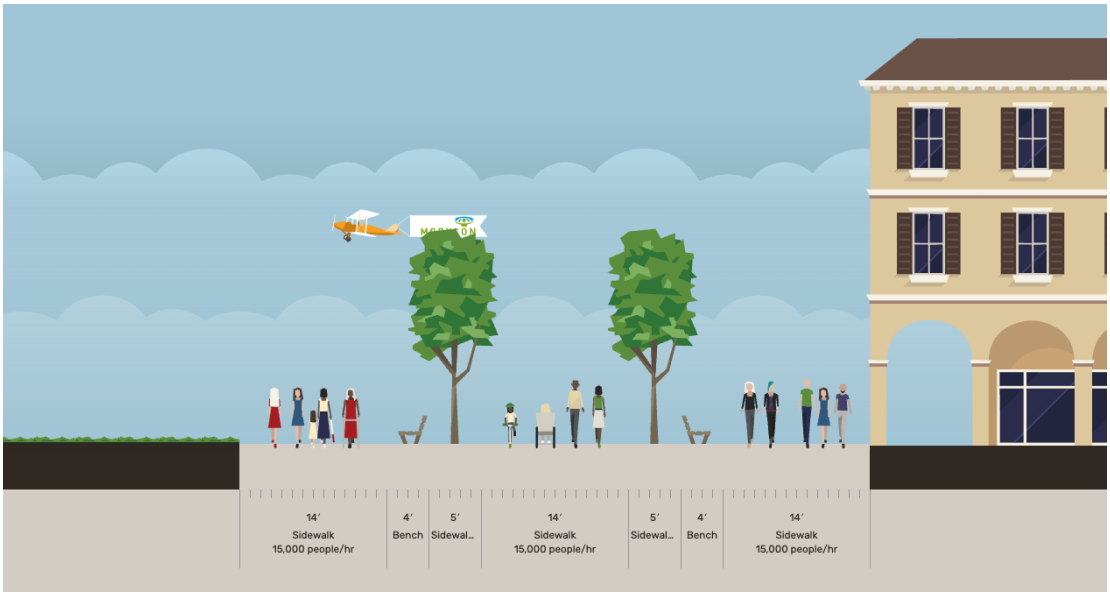


Figure 25: Example of a Pedestrian District

In this type of street, the place value is significantly higher than any of the flow values. In this case, where significant numbers of pedestrians are expected, and there is a desire to encourage people to visit and linger, the street needs to provide plenty of pedestrian space. As the flow value is very minimal, a pedestrianized street is feasible. Access to the adjacent properties can be facilitated through moving bollards and delivery time slots.

Trade-offs

In this scenario, everything is traded off against place value. Only the absolute minimum of vehicular access is allowed, without allocating dedicated space to motorized vehicles at all (or allocating it using retractable metal bollards during freight delivery times). As the indicated flow values of this location are all very low, these design choices are not viewed as trade-offs. The street design is a direct result of the planning decisions at a strategic level.

Credit: Mike Goad, Pixabay

TOWN OF JACKSON COMMUNITY STREETS PLAN

REVIEW DRAFT

July 2026

Photo by Danny Holland, Unsplash

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MOBYCON

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1. INTRODUCTION

About the Community Streets Plan

The Town of Jackson is charting a bold course toward a more connected, resilient, and equitable transportation future. Rooted in the values of safety, access, and environmental stewardship, this plan reflects a deep commitment to the people who call this region home and to the extraordinary natural landscape that surrounds it. In this mountain community, mobility is more than movement—it's about sustaining a way of life that balances adventure, community, and conservation.

This plan begins with a simple truth: the way we design and move through our public spaces shapes the way we live together. When our streets are safe, welcoming, and accessible to all, they become places that strengthen social bonds and foster belonging. When they are built for people, they support local businesses, spark spontaneous conversation, and give everyone a seat at the table.

The Community Streets Plan is a blueprint for designing streets that work—for everyone. It's a framework to help us understand what each street needs to do, and how it can do it safely, effectively, and in harmony with the people and places it serves.

Not every street is the same—and that's the point. Some are front porches for neighborhoods, others are connectors across town. This plan helps match the design of each street with its purpose, making sure walking, biking, transit, and driving all fit together in a way that makes sense, feels safe, and supports daily life.

At its core, this plan is about making choices—thoughtful, place-based choices that reflect our values and prepare us for the future. It's about building streets that feel good to use, no matter how you get around.

Vision

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.

Goals

- **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 + 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.

Using the Community Streets Plan

The Community Streets Plan is for Town of Jackson and Teton County staff, transportation planners and designers, building developers, and community members to understand the future direction and shape of Jackson's streets. The types of projects that use this resource include City-led capital projects, such as street repaving and reconstruction, developer led neighborhood planning, and developer constructed frontage improvements.

Street design is like a giant jigsaw puzzle. You need to have an idea about the final image you are trying to create, but you also need to have a good look at each of the pieces and make sure they all fit together. The purpose of this guide is to help transportation planners, designers and engineers identify priorities for a particular street, undestand the critical design elements to meet these priorities, and craft a street that fits in the space that is available.

There are four steps to using the Community Streets Plan

1. **Identify Modal Overlay Priorities:** This chapter helps identify what type of street to create. What kind of street is this, which modes have priority, and how high is the place value of this street?

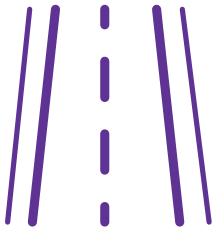
2. **Understand Critical Street Design Elements:** This chapter helps arrange the puzzle defined by the modal overlays. This part identifies the puzzle pieces needed to compose the ideal street for your context, widths, and mobility needs.

3. **Identify street design type to offer a starting point on cross section design:** How do the pieces fit together for different types of streets, how much flexibility is there if the pieces don't fit? Common mobility overlay pairs are translated into street design types to serve as a starting point for your design.

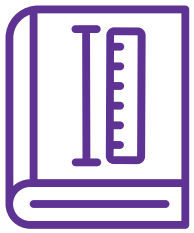
4. **Get specific with the Transportation Engineering and Design Manual (TED Manual)**: Critical dimensions are standardized in the Transportation Engineering and Design Manual. Refer to this for preferred, minimum, and maximum dimensions to apply to the street. In some cases, elements will need to be removed or reconsidered to respond to the right-of-way available, curb-to-curb width, or other site considerations.

1. IDENTIFY MODAL OVERLAY PRIORITIES

2. UNDERSTAND CRITICAL STREET DESIGN ELEMENTS



3. IDENTIFY STREET DESIGN TYPE



4. APPLY THE TRANSPORTATION ENGINEERING AND DESIGN MANUAL

2. MOBILITY OVERLAYS

Mobility Overlays

Great streets serve many roles; but not all at once, and not all in the same way. The Town of Jackson's Mobility Overlays offer a clear, coordinated picture of how our street network supports different types of movement: walking, biking, transit, freight, and motor vehicles. Each mode has its own map, with major and minor priority routes identified based on current and future needs.

By thoughtfully assigning these priorities, designers can reduce conflicts between modes, improve safety for everyone, and make space for a wider range of travel choices. In many places priority routes are separated, such as focusing bike travel on quieter streets while keeping transit flowing on key corridors. This strategic approach allows each mode to function better, while supporting vibrant, people-friendly places along the way.

The Mobility Overlays are a foundation for smarter street design, helping us match the right infrastructure to the right location, and move closer to a system that's safe, intuitive, and ready for the future.

Each modal overlay includes guidelines on infrastructure requirements that are needed to ensure the network operates as intended. These recommendations are included in Part 3 of this document.

Mobility Overlays for Each Mode

Pedestrian+

The Pedestrian+ Mobility Overlay identifies priority corridors and zones where pedestrians are an important user. The "+" denotes that accessibility for people with disabilities is a priority and should be included as a base requirement throughout the Pedestrian+ network. Pedestrian Districts define areas where pedestrians should dominate the environment, Major Walkway routes should be highly pedestrian-oriented places, and Minor Walkway routes form network linking across the Town.

Bicycle

The Bicycle Mobility Overlay identifies a network of Major and Minor routes that cross town and connect to the larger pathways system. Major routes should be designed for higher comfort, quality and overall experience.

Transit

The Transit Mobility Overlay formalizes a transit classification system that reflects the current transit service in the Town of Jackson. Major routes serve multiple bus lines and more riders than Minor routes. Routes should be revised to respond to future changes in transit provision and land use changes.

Truck

The Truck Mobility Overlay formalizes a goods movement network, connecting commercial areas, industrial zones and providing connectivity to all neighborhoods.

Motor Vehicles

The Motor Vehicle Mobility Overlay serves as a base network of Arterials, Collectors and Local streets that the other overlays build upon.

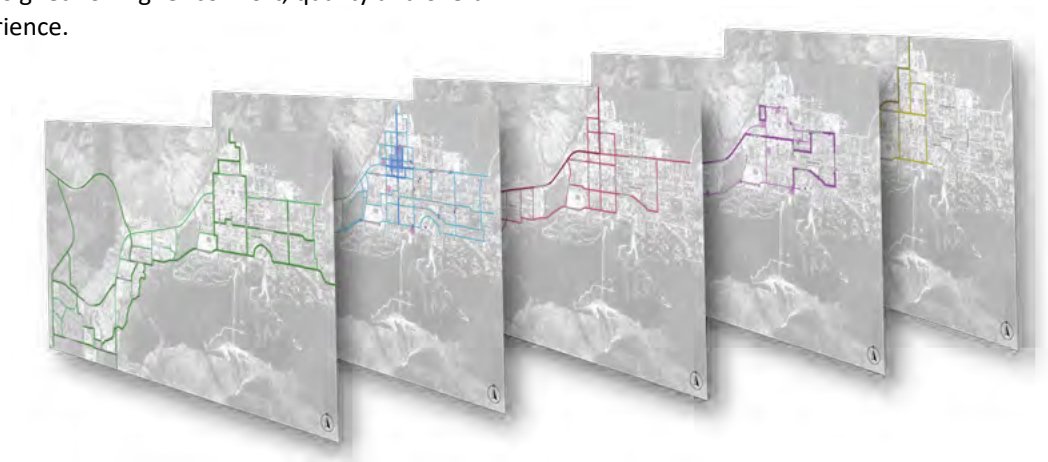


Figure 1. Mobility Overlays of the Town of Jackson work together for a nuanced understanding of mobility needs across town

Network Development Approach

The Modal Overlays presented in this plan formalize and modify today's multimodal routes and seeks to minimize negative externalities on the community, including safety outcomes, quality of the environment, and noise pollution. These objectives align with the Vision and Goals on p. 1. The methodology for modal overlay development included:

Building on the present by mapping existing transportation facilities and reviewing the established, stated intents of the various modal networks and classification systems in place today. These plans included the 2007 Pathways Master Plan, 2015 Community Streets Plan, WYDOT Roadway Functional Classification system, and 2020 Jackson | Teton County Comprehensive Plan.

Identifying modal overlap between motor vehicles and vulnerable users to begin addressing a core concern of balancing the competing interests of multiple classifications within a corridor or for intersecting networks. While all modes should be able to navigate the town safely, pedestrian access should be established above all. Infrastructure for larger modes and higher volumes should only be provided in a way that maintains safety for pedestrians, bicyclist, and users with disabilities.

Stakeholders discussing proposed mobility overlay maps and routes.

Evaluating and prioritizing unique modal characteristics. The 'most appropriate' mode choice(s) for trip types (e.g. distances) should be identified and prioritized through network design. Priority modes should be provided a more direct network (through time and/or distance) than competing modes. Other modal considerations include:

- **Route Directness:** How sensitive are users to route directness? For example, "desire lines" or "desire paths" often form when pedestrians find an informal route that is more direct than the formal walking route provided.
- **Trip Time:** How sensitive are users to additional trip time? For example, trucks can be quite sensitive to trip times due to the value of the goods being transported.
- **Spatial Quality:** How sensitive are users to the spatial quality of routes? For example, people walking are very sensitive to traffic noise, while this goes entirely unnoticed when travelling in a car.
- **Traffic Safety:** How sensitive is a mode to traffic safety and security? For example, people cycling are likely to avoid routes that feel unsafe to them.
- **Level of Sociability:** What is the impact of other users on this mode? Do they prefer to be around others? For example, when travelling by foot, it is easy and enjoyable to stop and chat with someone else on the sidewalk.

Balancing Place and Flow. A street should be primarily an access street, or a flow road, not both, as that leads to unsafe situations. However, It is inevitable that preferred networks and area types will have conflicting objectives; for example, a street with a high mobility function (such as a principal arterial like Broadway and Cache) that runs through an area with a high place function (such as the Town Square). Where these conflicts occur, there are various options available to mitigate the impacts:

- **Redirect the traffic flow around the area,** so that the area can maintain its spatial quality but not through traffic functions; or
- **Maintain network routing through the area, but at a reduced speed.** The preferred traffic function may not be fully realized (e.g., road classification may be downgraded) and a negative impact on spatial quality will result from higher-than-ideal traffic volumes; or
- **Maintain the flow route of the network through the area.** The preferred traffic safety and spatial quality will not be realized.

Place and Flow

When designing streets in the Town of Jackson, it's important to consider both place value—how a street contributes to the social and cultural fabric of an area—and flow value—how well it supports the movement of people and goods.

Place Value

Place value refers to the often intangible qualities that make a street feel welcoming, comfortable, and sociable—qualities that foster a sense of place and encourage people to stay and engage. High place value locations often serve as key gathering points or landmarks in a community. In Jackson, examples include Broadway Avenue near the Town Square and Center Street. These areas require thoughtful design that prioritizes people over cars—such as wider sidewalks, public seating, patio areas, or full pedestrianization where appropriate.

Flow Value

Most streets carry some degree of flow value, supporting daily travel for cars, bikes, pedestrians, and transit. Flow value refers to the street's ability to move people and goods—not just provide access to properties. For example, streets like West Broadway Avenue (west of Flat Creek) have a high flow value. Providing sufficient flow value on selected corridors is important for the Town to maintain its economic vitality and to enable the flourishing of local properties. However, it is also important to not oversupply capacity. An oversupply of capacity (specifically car capacity) leads to unnecessary and unwanted negative externalities including higher speeds, excessive maintenance cost, reduction in quality of pedestrian experience, and reduced road safety.

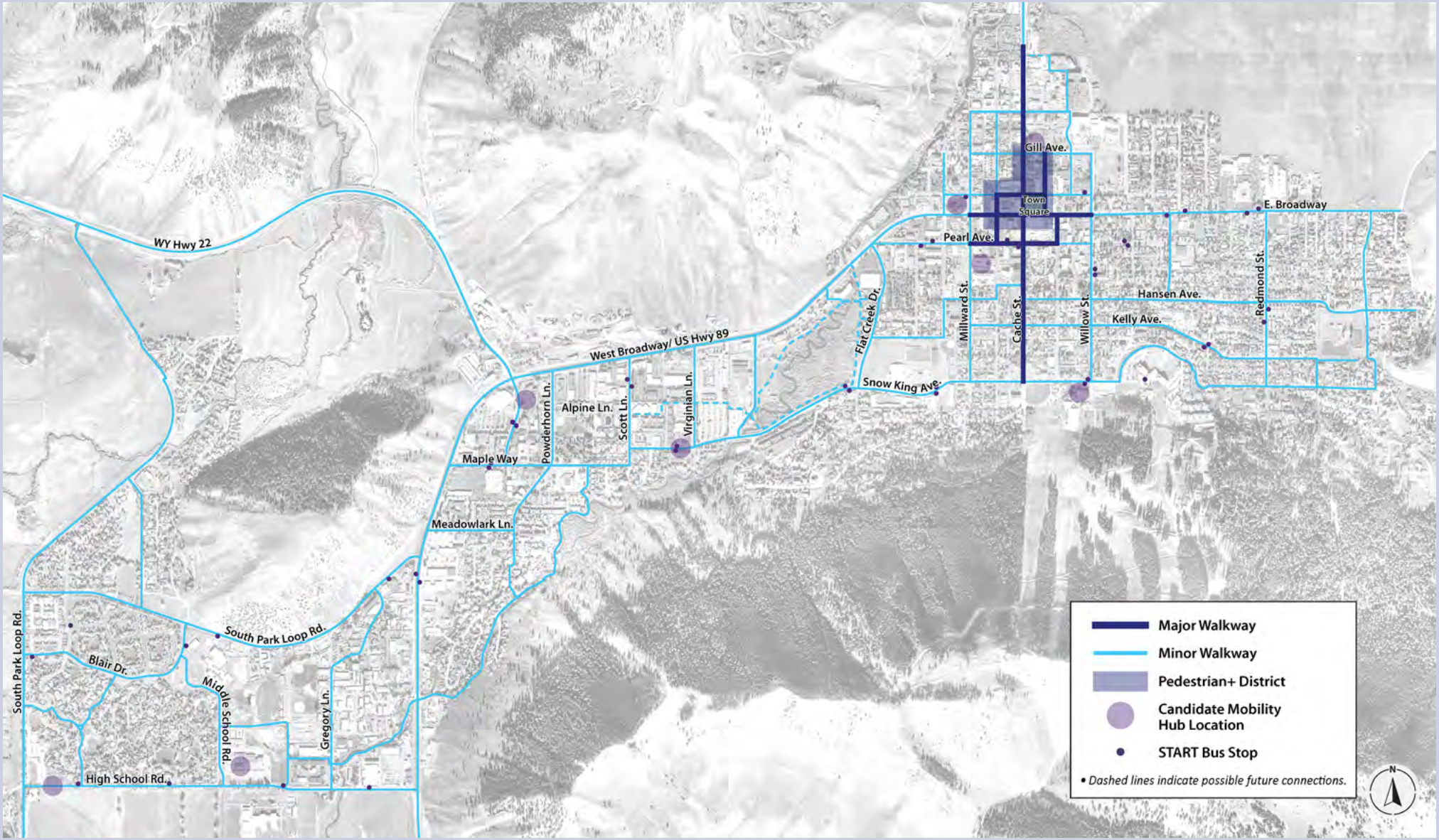
Figure 2. Place Value vs. Flow Value Diagram

Balancing Place and Flow

Not all streets need to be fully pedestrianized to support place value. On a smaller scale, designers might reclaim a few parking spaces for public amenities or create spaces near schools where children can safely gather. A scenic street in a tourist-heavy area might benefit from a realigned or reduced travel lane to make room for photography or seating, enhancing the overall experience and encouraging people to linger.

It is usually relatively easy to make design decisions for areas that score high in either place or flow value, but not both, whereas it is harder to design for streets that have a tight balance of place and flow or high demands in both areas. Streets like North Cache have both a high place and a high flow value. In cases like these, it is important to refer to the recommended street design requirements to identify trade-offs that may need to be made. This may mean that a reduction in available space to address the place value is needed but may also mean a reduction in flow value and thus car capacity.

PEDESTRIAN+ NETWORK



Map 1. Pedestrian+ Mobility Overlay Classification

Pedestrian+ Network

Pedestrian+ is inclusive of people with disabilities and all forms of pedestrian mobility, such as using a wheelchair. All pedestrian/pedestrian+ environments will provide accessible mobility options for people with and without disabilities. This network elevates some streets as places where people outside of vehicles are the most important users.

Pedestrian+ District

Pedestrian+ Districts are areas of Town where pedestrians+ are expected to be the dominant road user and should be provided an exceptional level of service and priority over other modes.

Traffic Context

- On streets in Pedestrian Districts, auto volumes should be reduced as close as practicable to zero and speeds should be managed to 10 mph or less.
- Consider special streets in Pedestrian Districts, such as shared streets, pedestrian-priority streets, or pedestrian-only streets.

Infrastructure Recommendations

- Opportunities should be considered for closing blocks or portions of blocks to vehicle traffic.
- Use extra space for engaging/interactive and placemaking elements like seating, parklets, street art, patios, and canopies. Incorporate high quality accessible facilities and improvements to encourage mobility for people with disabilities in all capital improvement projects.

Major Walkway

Major Walkways are walkable corridors of higher density and/or with active ground floor retail where there is a desire to comfortably facilitate both movement and placemaking for a higher volume of pedestrians.

Traffic Context

- Traffic should be managed to 20 mph or below using elements such as curb extensions and reductions to corner radii.

Infrastructure Recommendations

- Sidewalk clear widths should be suitable for pairs of people to walk side-by-side while easily navigating others.
- Provide trees and landscaping in buffers to provide more distance from roadway traffic.
- Construct curb extensions at intersections and midblock crossings.
- Provide midblock crossings where destinations are spread along long blocks.

Minor Walkway

Minor Walkways are multimodal movement corridors where a good level of service is desired to facilitate pedestrian movement.

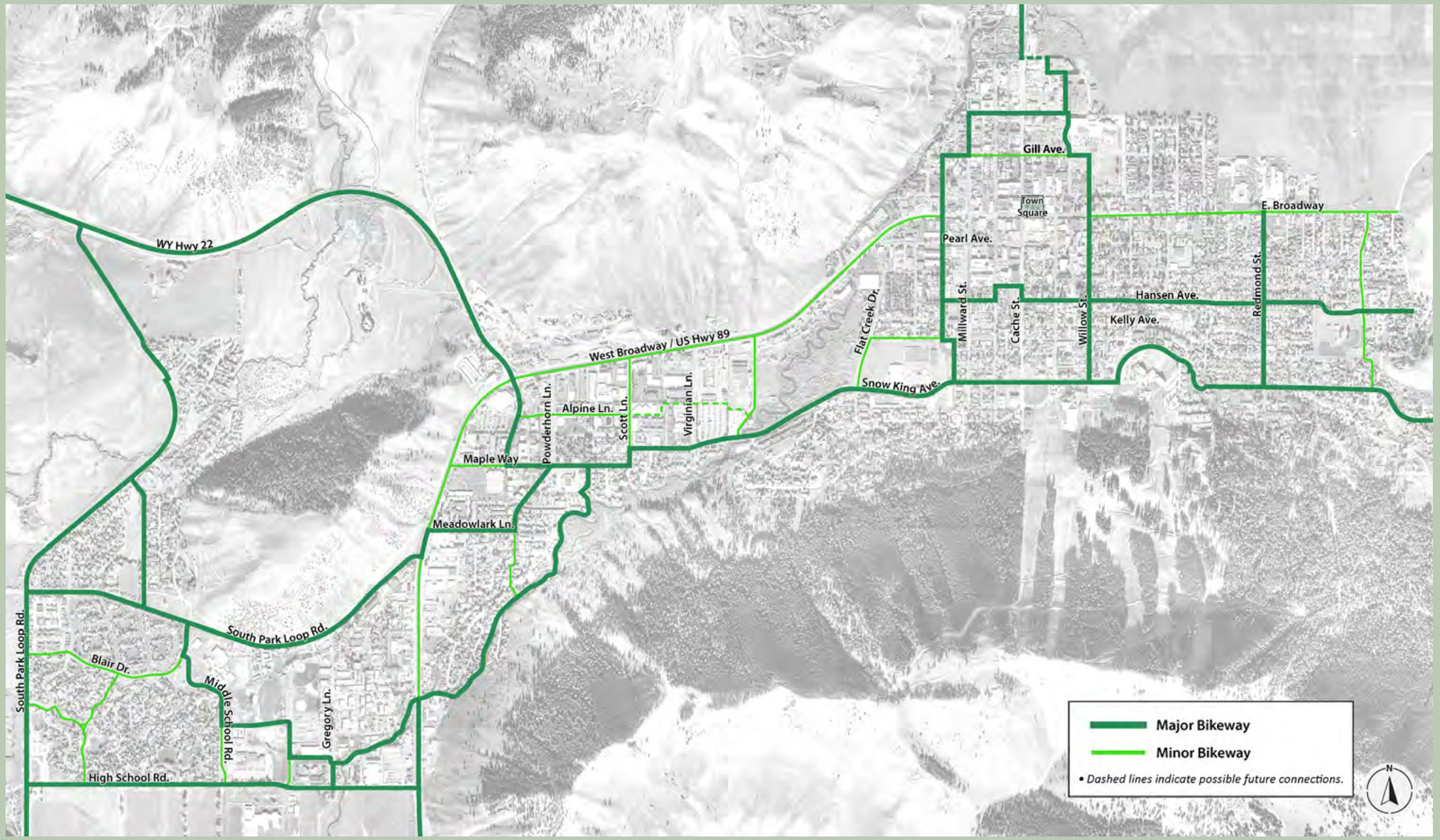
Traffic Context

- Walkways may be designated on streets of all types and are designed to serve a transportation function

Infrastructure Recommendations

- Sidewalk clear widths to support side-by-side walking with a buffer that provides comfortable separation based on the volume/speed of vehicle traffic.
- Plan trees in the buffer zone.

BICYCLE NETWORK



Map 2. Bicycle Mobility Overlay Classification

Bicycle Network

Bicycle classifications designate a system of streets and pathways that prioritize the movement of people on bicycles to nearby areas, across town, and within neighborhoods.

Major Bikeway

Major Bikeways form the backbone of the Town's bikeway network and are intended to serve high volumes of bicycle traffic with direct, seamless, efficient travel across Town neighborhoods and to the regional Pathways system.

Traffic Context

- Major Bikeways may apply to a variety of traffic contexts from car-free Pathways to Arterial Streets to calm Local Service Traffic Streets.

Infrastructure Recommendations

- Provide high-comfort all-ages-and-abilities bicycle facilities that are appropriate for the volume and speed of vehicles, with widths and buffers that exceed minimums.
- At major intersections, consider protected intersections, protected roundabouts, or grade separations. At minor intersections, the bikeway should receive priority over the intersecting street.
- Along these routes, parking removal or other reallocations of the public space may be necessary.

Minor Bikeway

Minor Bikeways are intended to provide direct and convenient bicycle access to significant destinations, between Major Bikeways, and to offer network coverage every ¼ mile.

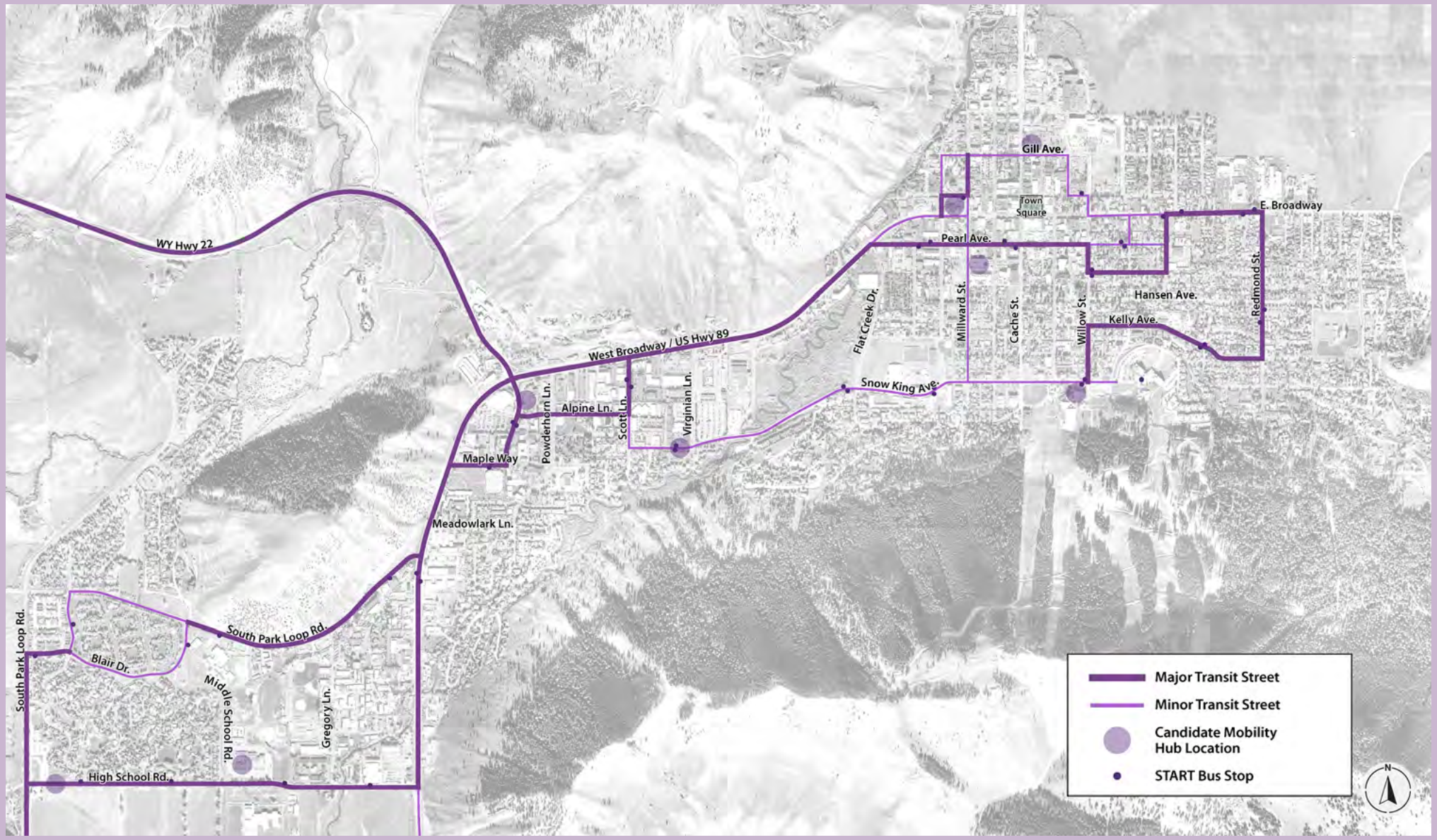
Traffic Context

- Bikeways may apply to a variety of traffic contexts, from car-free Pathways to Arterial Streets and calm Local Service Traffic Streets.

Infrastructure Recommendations

- Facilities along Bikeways should meet safety criteria for all ages and abilities in response to volume and speed of vehicles.
- Minor bikeway facilities have less emphasis on serving high volumes of bicyclists and may be designed with narrower travel area widths and decreased priority at crossings.

TRANSIT NETWORK



Map 3. Transit Mobility Overlay Classification

Transit Network

Transit classifications designate a system of streets that prioritize or facilitate the movement of transit vehicles for regional, town, and local trips.

Major Transit Street

Major Transit Streets are used by multiple bus routes and carry several buses per hour. The efficient movement of transit vehicles is a priority.

Traffic Context

- Typically, on Arterial Streets, transit vehicles share the general-purpose lane with motor vehicles.

Infrastructure Recommendations

- Consider measures to reduce delay particularly at intersections (e.g., queue jump lanes, transit signal priority).
- Provide high-quality amenities at bus stops.
- Serve mobility hub destinations for multimodal transfers.
- Provide transit-supportive travel lane widths and supportive effective turning radius.
- Consider (sections of) bus only lanes to prioritize transit where traffic congestion is causing significant delay to transit vehicles.
- On non-Arterial Streets, curb extension bus stops in parking lanes (rather than bus pullouts) allow buses to stop in-lane to minimize delay and provide more waiting area for passengers.

Minor Transit Street

Minor Transit Streets carry a single route and offer less frequent service. Vehicles still need to be accommodated but not necessarily prioritized.

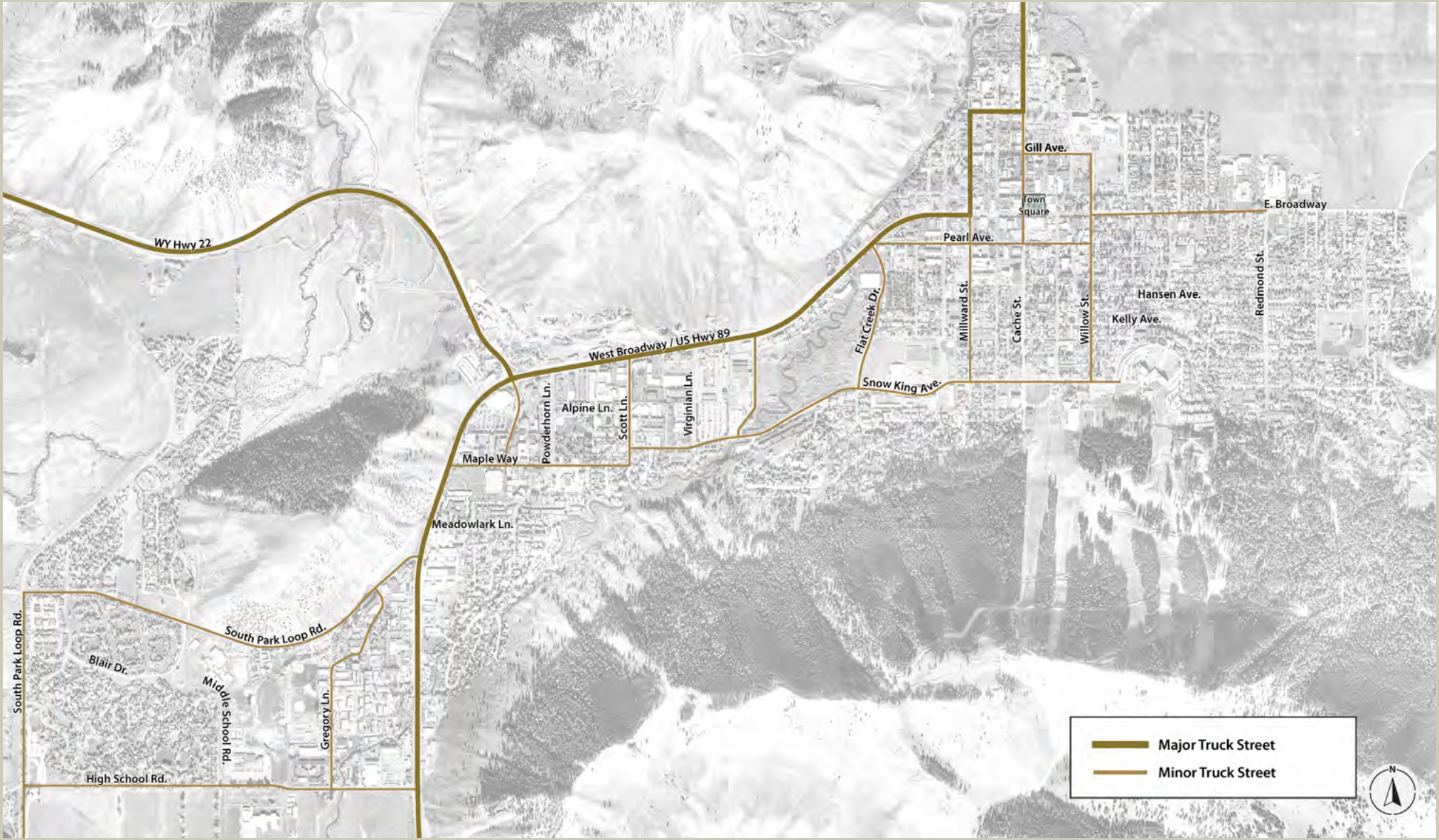
Traffic Context

- Typically, on Collector Streets, transit vehicles share the general-purpose lane with motor vehicles.

Infrastructure Recommendations

- Standard lane widths can support bus travel on minor transit streets.
- Provide transit compatible effective turning radius at turns in transit routes.
- Provide basic amenities at bus stops, such as bench seating.
- Locations with notably high ridership levels should consider providing curb extension bus stops with a shelter for an improved transit user experience.

TRUCK NETWORK



Map 4. Trucks Mobility Overlay Classification

Truck Network

Truck classifications designate a system of streets that support the movement of goods and services at the regional, town, and neighborhood scales. Routes were selected to directly serve Town of Jackson commercial districts, main streets, commercial zones, and industrial land uses.

Major Truck Street

Major Truck Streets are intended to serve as principal routes for regional goods movement between towns and villages.

Traffic Context

- They generally follow State Highways but may deviate to avoid impacts on local livability.

Infrastructure Recommendations

- Provide transit-compatible wide curb lanes and appropriate effective turning radii for right turns between Priority Truck Streets and Truck Access Streets.
- Minimize driveway access on Major Truck Streets to reduce user conflicts.
- Consider opportunities to provide intermodal facilities to transfer goods from large to small vehicles for local deliveries.

Minor Truck Street

Minor Truck Streets are intended to serve circulation routes for delivery of goods and services to neighborhood-serving commercial and employment uses. Design Minor Truck Streets to accommodate truck needs in balance with other modal needs of the street.

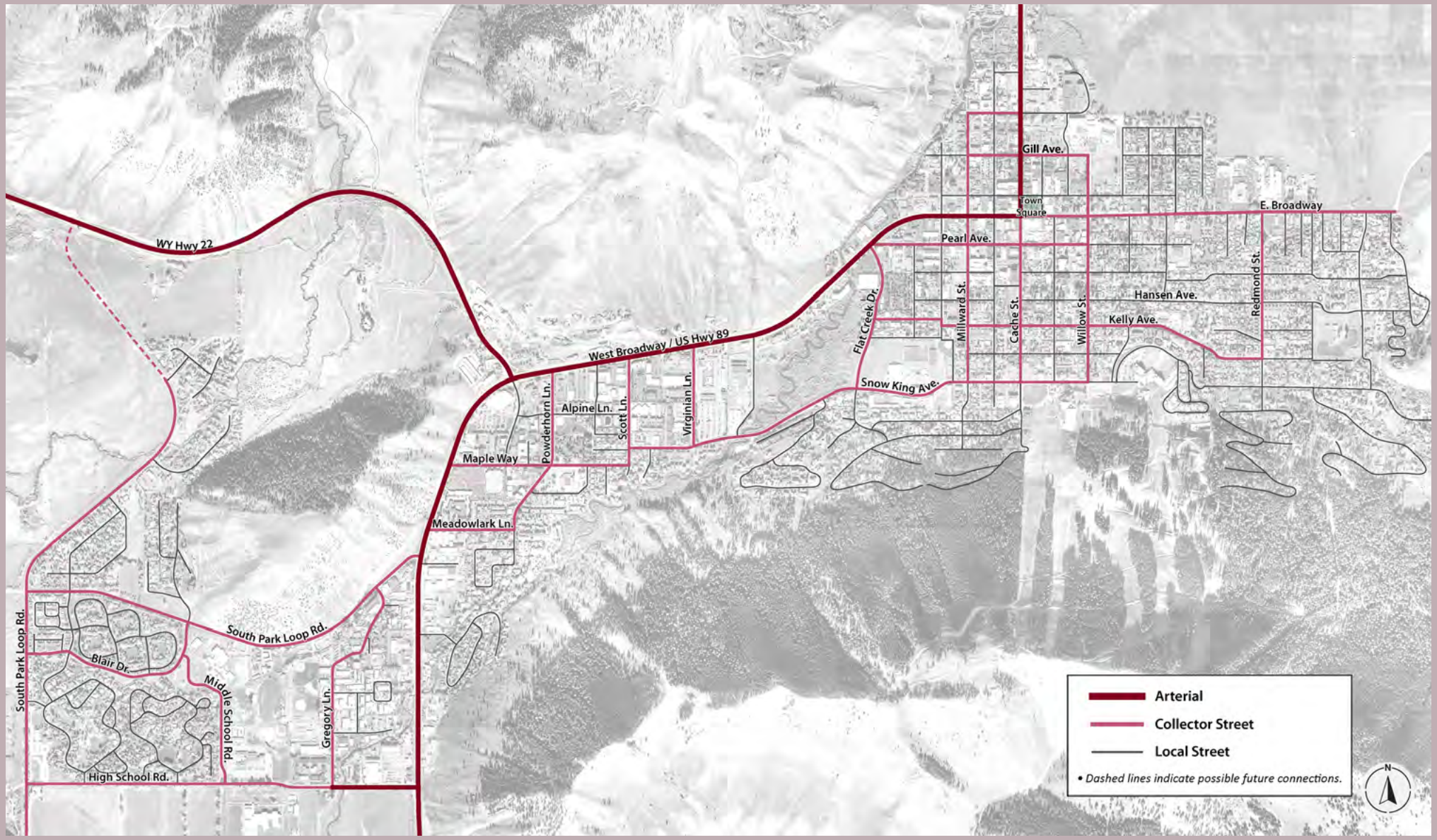
Traffic Context

- Minor Truck Streets often overlap with other modal priorities. High speed through movement is not the focus of these streets; speeds should be sufficiently low to not deteriorate from the quality of the environment for other modes.

Infrastructure Recommendations

- Formal Loading Zones should be established along main streets and near pedestrian districts for final delivery by hand truck.
- Provide transit-compatible wide curb lanes and appropriate effective turning radii between Minor Truck Streets and connections to Major Truck Streets.

MOTOR VEHICLE NETWORK



Map 5. Motor Vehicles Mobility Overlay Classification

Motor Vehicle Network

Motor vehicle classifications designate a system of streets that support the movement of motor vehicles for regional, town, neighborhood trips. For each traffic classification, the street should be designed so that the majority of motor vehicle trips and travel behavior should match its classification description.

Arterial Street

Arterial Streets are designed for safe travel at moderate speeds (25-30 mph) through the town, connecting to regional routes that are designed for higher speeds (55+ mph). They generally receive priority over intersecting streets.

Traffic Context

- Traffic volumes of fewer than 18,000 vehicles per day preferred.
- Traffic operating speeds ≤30 mph in the built-up area may be possible provided this does not detract from other modal priorities.
- Two vehicle lanes per direction where needed (> 12,000 vehicles per day.)

Infrastructure Recommendations

- Lane widths should be minimized for safety. Refer to the **TED Manual** for specific dimensions.
- Walking and cycling facilities should be provided in spaces that are distinctly separate from the roadway.
- Where possible, driveways that access directly onto the road should be avoided or consolidated, with traffic directed to Collector or Local streets to access properties instead.
- On-street parking is generally not provided on Arterial Streets.

Collector Street

Collector Streets are intended to serve as distributors of traffic from Arterial Streets into neighborhood districts or to serve trips that both start and end within a neighborhood district.

Traffic Context

- Traffic volumes of fewer than 8,000 vehicles per day.
- Target operating speeds ≤25 mph.
- Single vehicle lane per direction.

Infrastructure Recommendations

- Consistent with the Comprehensive Plan, reduction in motor vehicle congestion (i.e. increased flow) is given less priority than: supporting pedestrian access and enhancing the pedestrian environment; maintaining on-street parking to support land uses; accommodating transit; or accommodating bicycles.
- On-street parking is not encouraged on Collector Streets, and curb zone space is better used to serve other modes.

Local Street

Local Streets are intended to provide access to local residences or commercial uses. These streets provide local access and circulation for traffic, while often functioning as through routes for pedestrians and bicyclists.

Traffic Context

- Traffic volumes of fewer than 1,500 vehicles per day.
- Traffic operating speeds ≤20 mph.
- Traffic calming features present.

Infrastructure recommendations

- No centerline should be marked on Local Service Traffic Streets.
- Travel area pavement width should be intentionally constrained to slow traffic.
- Traffic calming tools and traffic slowing devices may be used to improve neighborhood safety and livability or if needed to support a walkway or bikeway classification.

MANGELSEN
IMAGES OF NATURE GALLERY
LIBERTY BURGER
Merry Piglets
Mexican Cantina
LIBERTY BURGER

3. DESIGN ELEMENTS

Introduction to Design

Design is where vision becomes reality. The Street Design Elements in this plan are the tools we use to bring our mobility goals to life—curbs, crossings, sidewalks, bike lanes, transit stops, street trees, and more. These elements shape how a street feels, how it functions, and whom it serves.

Each element in this chapter supports the priorities identified in the Mobility Overlays. Together, they allow us to design streets that are safer, more efficient, and more welcoming for everyone—whether you're walking with a stroller, catching a bus, riding a bike, or delivering goods. These tools aren't one-size-fits-all; they're adaptable parts of a toolkit we can tailor to each street's role in the network.

By using the right elements in the right places, we can create streets that don't just move people—but connect them, protect them, and enhance the character of the places they move through.

Street Design Elements

This section describes, defines, and provides recommended street design elements that help achieve the goals of the over-arching vision of this mobility overlay. **These street design elements are the puzzle pieces that need to be considered for all future street redesign projects and should be implemented on a retrofit basis on key streets in the network.**

This section defines the tools in the toolbox and includes a recommendation on which streets these tools are appropriate. For dimensions and more technical guidance, we refer to the Transportation Engineering Design (TED) guide and/or other external design guidelines.

For each element, the applicable Mobility Overlay context has been defined and displayed as a barcode at the bottom of the design element description. The identification of a preferred Mobility Overlay classification isn't exclusive, and while these elements will be most successful in specific mobility contexts, designers and engineers should use professional judgement when selecting and applying design elements.

Figure 3. Wide sidewalk on a main street.

Sidewalks

Sidewalks are dedicated pedestrian facilities that provide safe and accessible pathways for people walking, using mobility devices, or other non-motorized travel. They serve as essential infrastructure for local mobility, connecting homes, businesses, transit stops, schools, and other destinations.

Design Considerations

Sidewalks should include curb ramps at intersections, meet ADA standards for accessibility, and be integrated with crosswalks, signals, and wayfinding elements to support a safe and comfortable pedestrian experience. In areas with higher foot traffic, sidewalks should be wider and include additional amenities like trees, public art, or stormwater planters to enhance the pedestrian experience.

Overlay application

- Pedestrian District
- Major Walkway
- Minor Walkway
- Major Bikeway
- Minor Bikeway
- Major Transit
- Minor Transit
- Major Truck
- Minor Truck
- Arterial Street
- Collector Street
- Local Street

Figure 4. Boardwalk in Jackson's Town Square

Boardwalks

Boardwalks are wooden walkways traditionally used in Jackson's Town Square that enhance the town's unique identity. Boardwalks contribute to the area's walkability and charm, drawing visitors to explore shops, restaurants, and cultural landmarks. They're not just functional infrastructure but are part of the town's identity and visitor experience.

Design Considerations

Boardwalks should be slip-resistant surfaces or treated wood to improve safety in wet or snowy conditions. Adjacent streets outside the Town Square limits may integrate boardwalk design by mimicking the boardwalk slats with concrete.

Overlay application

- Pedestrian District
- Major Walkway
- Minor Walkway
- Major Bikeway
- Minor Bikeway
- Major Transit
- Minor Transit
- Major Truck
- Minor Truck
- Arterial Street
- Collector Street
- Local Street

Figure 5. Stormwater Curb Extension (Source: NACTO)

Curb Extensions

Curb extensions are one of the most effective measures available to improve pedestrian safety and comfort in Jackson. Curb extensions not only improve the visibility of pedestrians at intersections, but they also reduce the crossing distance and thus the time it takes to cross the road. This reduces the duration of risk exposure to pedestrians, making the crossing inherently safer. Additionally, curb extensions allow adjustment to the corner radius to slow down turning vehicles where appropriate. This combination of benefits makes curb extensions one of the most effective safety features.

Design Considerations

Curb extensions can be achieved both through temporary and permanent materials. Special consideration should be given to drainage requirements and snow storage. Creating a permeable extension that does not interfere with existing stormwater drainage facilities is a cost-effective, rapid method of implementation. Bollards and other non-protective, removable components are recommended only as a temporary (maximum of two years) measure, until funds become available for permanent installation. The needs for winter maintenance, particularly snow plowing and snow removal operations, must be factored into the design and use of curb extensions and other traffic calming elements that shift the curb alignment.

Overlay application

- Pedestrian District
- Major Walkway
- Minor Walkway
- Major Bikeway
- Minor Bikeway
- Major Transit
- Minor Transit
- Major Truck
- Minor Truck
- Arterial Street
- Collector Street
- Local Street

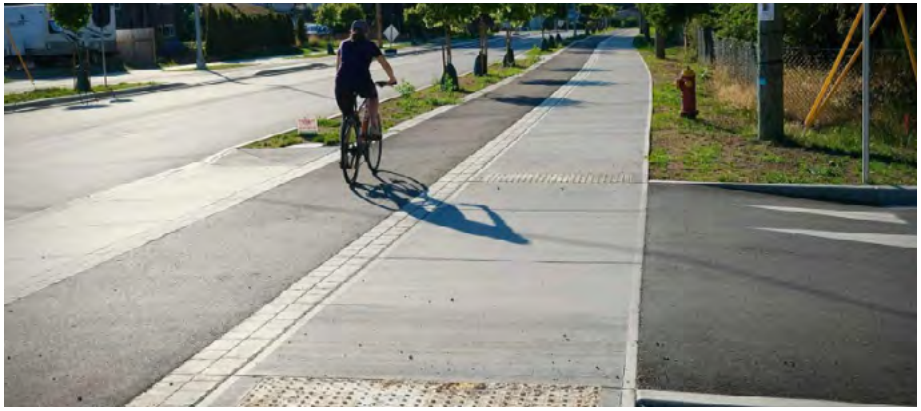


Figure 6. Continuous Side Street Crossing (Source: Nanaimo, BC)

Continuous Side Street Crossing

Continuous side street crossings provide a continuous surface and material for sidewalks and protected bike lanes as they cross side streets. This design has multiple benefits including:

- Improved accessibility for people with disabilities: no curb ramps needed; smooth, continuous sidewalk experience.
- Improved safety: cars must slow down significantly to mount the provided ramp, and drivers have instant recognition of the crosswalk. When combined with curb extensions on the major roadway, they slow cars and improve intervisibility between drivers and pedestrians.
- Improved interaction: This design is proven to greatly enhance yielding rates and safety, as drivers and pedestrians have time to make eye contact.

Design Considerations

Continuous side street crossings are especially effective when combined with steep (1:5) vehicle crossing ramps, curb extensions, and protected bike lanes. The sidewalk and protected bike lanes remain level with the approaching legs on either side of the intersection. A buffer is provided between the bikeway and roadway (through curb extensions on the major roadway where needed) to ensure that drivers of turning vehicles have time to see and stop for pedestrians and cyclists.

Overlay application

- Pedestrian District
- Major Walkway
- Minor Walkway
- Major Bikeway
- Minor Bikeway
- Major Transit
- Minor Transit
- Major Truck
- Minor Truck
- Arterial Street
- Collector Street
- Local Street

Figure 7. Street furniture in Jackson

Street Furniture

Street furniture includes objects and amenities placed in the public right-of-way to support comfort, safety, and functionality for people using streets and sidewalks and patronizing businesses. It enhances the pedestrian experience and helps define the character of a street or neighborhood. Common types of street furniture include benches or seating for resting or dining, trash and recycling bins to maintain cleanliness, street lighting for safety and visibility, wayfinding signage, planters and trees for greening the space, and public art, kiosks, or drinking fountains.

Design Considerations

Design should focus on durability, accessibility, and placement. Materials should withstand weather and wear and be easy to maintain. Placement should avoid obstructing the pedestrian through zone, typically locating items in the furniture or buffer zone between the sidewalk and curb. Well-designed street furniture contributes to a welcoming and functional streetscape, encouraging people to linger, socialize, and safely navigate their environment. Place benches perpendicularly on large curb extensions to create micro public plazas and foster interaction with people walking along the sidewalk.

Overlay application

- **Pedestrian District**
- **Major Walkway**
- Minor Walkway
- Major Bikeway
- Minor Bikeway
- Major Transit
- Minor Transit
- Major Truck
- Minor Truck
- Arterial Street
- Collector Street
- Local Street

Figure 8. Trees wells in Montreal, Quebec

Parking Bays

Most streets in Jackson that have on-street parking are fitted with uninterrupted parking lanes along the entire length of the block face. While this helps streamline winter maintenance, it results in wide streets which has the negative effect of encouraging high speeds, especially in areas with high ratios of off-street parking and limited parking demand (during the day or in the evening hours). An alternative that has better traffic calming benefits while retaining the on-street parking is to place tree wells, planters, or other streetscape elements in between the parking bays at a rate of around one tree well for every five parking spaces (1:5). This reduces the visual width of the street, slows traffic, adds beautification elements, and still allows for plenty of on-street parking.

Design Considerations

When introducing tree wells, it is recommended to allow stormwater to drain into the ground unimpeded. The use of full-height curbs around the tree well is not recommended. Ensure the tree well is of sufficient size for the tree to absorb enough water and nutrients, and take special care when using salt for winter maintenance. Special sleeves should be used to protect the trees from salt, grit, and excessive snow build-up. As with Curb Extensions, the design and use of tree wells needs to factor in snow plowing/removal and other maintenance operations.

Overlay application

- **Pedestrian District**
- Major Walkway
- Minor Walkway
- Major Bikeway
- Minor Bikeway
- Major Transit
- Minor Transit
- Major Truck
- Minor Truck
- **Arterial Street**
- **Collector Street**
- **Local Street**

Figure 9. Central median in Voorschoten, The Netherlands

Central Medians

Many of the streets in Jackson have street/travel lane widths that are wider than necessary for safe vehicular travel. This encourages higher vehicle speeds, makes streets harder to cross on foot, and results not just in higher crash rates, but also higher levels of noise pollution. To remedy excessive travel lane width without removing space for snow storage, one option that carries traffic calming benefits is to introduce central medians on collector and arterial streets. These central medians can be either planted or filled with stone materials. They can be retrofitted into the existing street pavement without requiring significant drainage adjustments. Operationally they may require that snow be cleared towards the center of the road, which has the benefit of improving the accessibility of on-street parking and crossing opportunities for pedestrians.

Design Considerations

The central medians should ideally be wide enough to support trees and plantings. Unplanted medians can be narrower. If available width is limited, it is possible to create a mountable median using a different material from the road surface. For example, cobble stones, stamped concrete, or natural rock types can be used to create a physical, tactile barrier between the different directions of travel without impeding the ability of larger vehicles cross the median.

Overlay application

- Pedestrian District
- Major Walkway
- Minor Walkway
- Major Bikeway
- Minor Bikeway
- Major Transit
- Minor Transit
- Major Truck
- Minor Truck
- **Arterial Street**
- **Collector Street**
- Local Street

Figure 10. Median Crossing Island (Source: Iowa State University)

Pedestrian Refuge Islands

A pedestrian refuge island is a curbed space between opposing lanes of traffic, which can be designed to help people more safely and comfortably cross a street. They reduce the mental load on people crossing due to the fact that they only cross one lane of traffic at a time. Median islands are particularly beneficial at midblock crossing locations but can also greatly improve the safety of unsignalized intersections of collector streets.

Design Considerations

To ensure the safety of pedestrian refuge islands, it is important that they provide adequate protection. There should be some horizontal deflection for car drivers to reduce their speed and heighten their attention. This can be achieved by removing parking spots at the location of the crossing.

Pedestrian refuge islands designed with adequate width may be used for snow storage. In areas of regular snowfall, median islands may be marked with objects visible to plow operators.

Overlay application

- **Pedestrian District**
- **Major Walkway**
- **Minor Walkway**
- Major Bikeway
- Minor Bikeway
- Major Transit
- Minor Transit
- Major Truck
- Minor Truck
- **Arterial Street**
- **Collector Street**
- Local Street

Figure 11. Mini roundabout

Overlay application

Pedestrian District
Major Walkway
Minor Walkway
Major Bikeway
Minor Bikeway
Major Transit
Minor Transit
Major Truck
Minor Truck
Arterial Street
Collector Street
Local Street

Mini Roundabouts and Neighborhood Traffic Circles

In locations where two local roads meet, a four-way stop may be an appropriate solution. However, four-way stops rely completely on compliance for effectiveness. To improve safety, it can be appropriate to apply mini roundabouts at the intersection of two local roads. Also known as a neighborhood traffic circle, a mini roundabout comes in many shapes and forms but generally leads to reduced speed at the intersection while maintaining a more continuous traffic flow.

Design Considerations

The biggest design consideration is whether to design a mini roundabout to be mountable or not mountable. Mountable allow for larger vehicles to roll over the roundabout, but also have limited speed reduction factor. Non-mountable roundabouts are more efficient at deflecting traffic, but require more space and can limit the maximum vehicle size that uses the street.

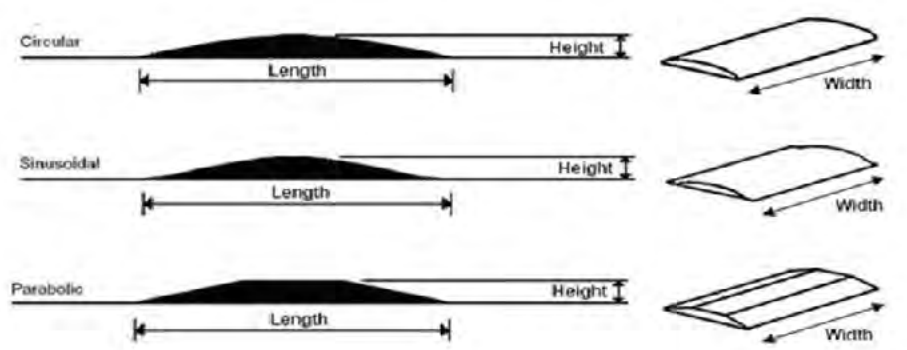


Figure 12. Speed table types (Source: Speed hump design study)

Overlay application

Pedestrian District
Major Walkway
Minor Walkway
Major Bikeway
Minor Bikeway
Major Transit
Minor Transit
Major Truck
Minor Truck
Arterial Street
Collector Street
Local Street

Traffic Calming Features

Ensuring vehicle speeds remain close to the desired design speed (20 mph, depending on the street classification), traffic calming is important for safety and livability. The lower the design speed, the more traffic calming features are required to encourage drivers to maintain a consistently low speed.

The first option for traffic calming is width reduction. Narrow lanes, removed center lines and added street trees are all design tools to achieve slower speeds. However, width reduction alone is not always enough. At the lower design speeds horizontal deflection may be required. This means adding chicanes, swapping the location of on-street parking and adding short sections of one-way at traffic.

Design Considerations

If opportunities for horizontal deflection are limited or at pedestrian crossings, vertical deflection may be required. Speed tables function well to retrofit existing streets at low cost. When built, speed tables should be designed to an appropriate speed, using preferably sinusoidal profiles (see above) to ensure higher levels of comfort while achieving maximum speed reduction.

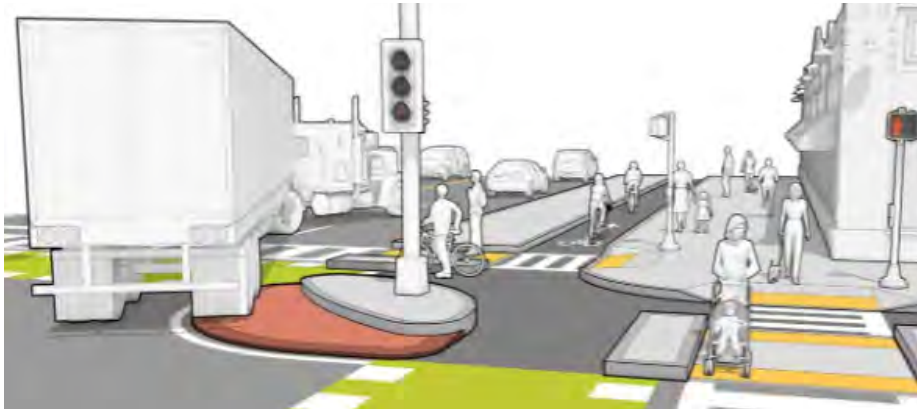


Figure 13. Protected Intersection Detail (Source: MassDOT)

Protected Intersections

The default treatment for any signalized (and some unsignalized) intersections on the Bicycle Mobility Overlay should be the protected intersection typology. Protected intersections, which have been standard practice in several areas of Europe for years, are now becoming common in North America and are included in the 2024 AASHTO Bicycle Guide. They provide cyclists and pedestrians improved protection, better visibility for all users and shorter crossing distances, leading to better overall intersection performance. Especially on streets that are important bicycle and pedestrian routes, it is recommended to implement this style of intersection. Refer to AASHTO Bike Guide section 7.9.7 for guidance on protected intersection design.

Design Considerations

Protected intersections feature protected bike lanes through the intersection, protected by corner islands that include a vertical feature. Separate pedestrian crossings with refuge islands are also provided. This gives bicycles and pedestrians a shorter crossing distance, better intervisibility and a tighter turning radius for vehicles. Physically separated bicycle and pedestrian facilities with buffer zones allow for snow clearance of each facility without impacting the other.

Overlay application

- Pedestrian District
- Major Walkway
- Minor Walkway
- **Major Bikeway**
- **Minor Bikeway**
- **Major Transit**
- **Minor Transit**
- **Major Truck**
- Minor Truck
- **Arterial Street**
- Collector Street
- Local Street

Figure 14. Protected Roundabout Detailing (Source: Mobycon)

Protected Roundabouts

Roundabouts are a significantly safer intersection solution than traffic signals. According to the FHWA, a transformation from a traffic signal to a roundabout may result in a 78% reduction in fatal and injury crashes. Well designed roundabouts also provide high levels of safety and comfort for pedestrians and cyclists. For this purpose, it is recommended to investigate the application of a protected roundabout, (a roundabout with enhanced safety features for pedestrians and cyclists) for every major intersection in Jackson. If due to space constraints, a roundabout is not feasible, it is possible to revert back to a protected intersection.

Design Considerations

A well-designed protected roundabout has perpendicular approach angles, protected bike lanes, pedestrian priority and a design speed for the circulatory roadway of 15-20 mph. Specialist design guidance will be required for the design of this type of protected roundabout. Physically separated bicycle and pedestrian facilities with buffer zones allow for snow clearance of each facility without impacting the other.

Overlay application

- Pedestrian District
- Major Walkway
- Minor Walkway
- **Major Bikeway**
- **Minor Bikeway**
- **Major Transit**
- **Minor Transit**
- Major Truck
- Minor Truck
- **Arterial Street**
- **Collector Street**
- **Local Street**

Figure 15. Protected bike lane

Protected Bike Lanes

Protected bike lanes are on-street bikeways that are physically separated from motor vehicle traffic and distinct from sidewalks. They provide a safe, comfortable, and low-stress space for people of all ages and abilities to ride bikes, e-scooters, and other micromobility devices.

Design Considerations

Protected bike lanes are typically installed on Major streets where traffic volumes and speeds are higher, making unprotected bike lanes less comfortable or safe. A physical barrier such as curbs, flexible bollards, parked cars, planters, or raised medians can separate the bike lane from moving vehicles. The bike lane should be made of a smooth, well-marked surface, with clear striping and bike symbols. Major Bikeways should be wide enough for passing, refer to the TED Manual for dimensions. At intersections, dedicated bike signals or signage could reduce conflicts with turning vehicles. Bike lanes should be integrated with bike parking for safe connections to destinations. Physically separated bicycle and pedestrian facilities with buffer zones allow for snow clearance of each facility without impacting the other.

Overlay application

- Pedestrian District
- Major Walkway
- Minor Walkway
- **Major Bikeway**
- **Minor Bikeway**
- Major Transit
- Minor Transit
- Major Truck
- Minor Truck
- **Arterial Street**
- **Collector Street**
- Local Street

Figure 16. Pathway in Jackson, WY

Pathways

Pathways are off-street facilities designed for multiple modes of active transportation, including walking, biking, running, and rolling. They are typically separated from motor vehicle traffic and provide a safe, comfortable, and low-stress environment for people of all ages and abilities. Shared use paths are often located along greenways, waterways, utility corridors, or rail lines, and serve both recreational and transportation purposes.

Design Considerations

Design characteristics of shared use paths include a wide, smooth surface with a minimum width to accommodate two-way travel and multiple users. Clear signage, centerline striping, and frequent access points help promote safe sharing of space and connectivity to surrounding neighborhoods and destinations. Additional features like lighting, wayfinding, seating, and landscaping enhance comfort and usability, while gentle grades and curb ramps ensure accessibility for all users.

Overlay application

- **Pedestrian District**
- **Major Walkway**
- **Minor Walkway**
- **Major Bikeway**
- **Minor Bikeway**
- Major Transit
- Minor Transit
- Major Truck
- Minor Truck
- Arterial Street
- Collector Street
- Local Street

Figure 17. Bike parking corral in Jackson, WY

Bike Parking

Bike parking on Minor streets typically includes standard inverted-U racks or other small-scale fixtures installed on sidewalks or near building entrances. These are placed out of the pedestrian clear zone and are often located near destinations like shops, schools, or community centers. Their design focuses on accessibility, visibility, and security, allowing cyclists to lock the frame and at least one wheel of their bike. On Major streets, where pedestrian volumes are higher, cities often install bike parking corrals. These are groups of racks placed within the street, typically in the space of one or two car parking spots. They should be applied along major and minor bikeways, but also in high density destination areas and close to major transit stops.

Design Considerations

Corrals are often protected with curb extensions, planters, or flexible posts to provide a buffer from moving traffic.

Overlay application

- **Pedestrian District**
- Major Walkway
- Minor Walkway
- **Major Bikeway**
- **Minor Bikeway**
- **Major Transit**
- Minor Transit
- Major Truck
- Minor Truck
- Arterial Street
- Collector Street
- Local Street

Figure 18. Example of a modal filter

Modal Filters

Modal filters are very effective measures to reduce vehicle volumes, reduce cut-through traffic in neighborhoods and avoid high speeds in grid-like street configurations. They can help achieve safe and comfortable bicycle boulevards without the need for investment in protected bike lanes. They can easily be retrofitted, don't require expensive infrastructure and are easily moved in case something changes in the network. There are many options available from low cost options like boulders to more expensive automatic bollards. Strategic use of modal filters is an easy solution for improving the safety and quality of life on local streets.

Design Considerations

When planning modal filters, it is important to ensure access to all properties is maintained and that emergency vehicle routes and truck routes are still being facilitated appropriately. If necessary, raising bollards or run-over bollards can be used to guarantee emergency vehicle access. Ensure there is a local vehicle circulation plan in place before placing the modal filters.

Overlay application

- Pedestrian District
- Major Walkway
- Minor Walkway
- **Major Bikeway**
- **Minor Bikeway**
- Major Transit
- Minor Transit
- Major Truck
- Minor Truck
- Arterial Street
- Collector Street
- **Local Street**

Figure 19. START bus shelter near Jackson's Town Square

Transit Shelters and Stops

Transit shelters are installed at high-ridership stops or transfer points along Major Transit streets. These shelters provide seating, lighting, protection from the elements, and often include real-time arrival information, system maps, and advertising panels. Given the higher pedestrian and vehicular traffic on major streets, shelters are designed to be highly visible and allow for safe boarding. On Minor Transit streets with low ridership, transit stops may include a sign pole with route information, a bench, and in some cases, a small canopy or shelter. Stop accessibility, visibility, and connectivity ensures that riders can safely wait and access the stop.

Design Considerations

Placement of transit shelters often incorporates features like curb extensions or bus bulbs for service efficiency and passenger comfort. While less infrastructure-intensive, transit stops should still follow universal design standards and be coordinated with curb ramps and pedestrian access routes.

Overlay application

- Pedestrian District
- Major Walkway
- Minor Walkway
- Major Bikeway
- Minor Bikeway
- **Major Transit**
- **Minor Transit**
- Major Truck
- Minor Truck
- Arterial Street
- Collector Street
- Local Street

Figure 20. Floating bus stop in Vancouver, Canada

Floating Bus Stops

Streets that serve both bicycle and transit priority are key streets on which floating bus stops should be implemented. Floating bus stops allow the bus to stop in the roadway, it allows for comfortable disembarking of passengers and safe passage of bicycles. This type of infrastructure provides superior safety and comfort for both pedestrians, cyclists and bus passengers. Refer to AASHO Bike Guide section 7.9.14 for guidance available on the specific design requirements of these facilities, as they require good design for accessibility, particularly for people with vision or mobility impairments.

Design Considerations

Floating bus stop islands should be wide enough for bus passengers to comfortably disembark the bus before crossing the cycleway. The crossing of the cycleway can be indicated by a marked or unmarked crosswalk. Preferably there is a flush surface between bus island and cycleway, with a material difference and a tactile strip on either side.

Overlay application

- Pedestrian District
- Major Walkway
- Minor Walkway
- **Major Bikeway**
- **Minor Bikeway**
- **Major Transit**
- **Minor Transit**
- Major Truck
- Minor Truck
- Arterial Street
- Collector Street
- Local Street

Figure 21: Mobility Hub Diagram

Mobility Hubs

Mobility hubs are places in a community that bring together public transit, bike share, car share and other ways for people to get where they want to go without a private vehicle. Mobility Hubs can allow visitors, workers, and residents to seamlessly transfer between transit, driving, biking, and walking to make routine as well as once-in-a-lifetime trips.

Design Considerations

Mobility hubs should be easily identifyable and intuitive to navigate. They provide safe, comfortable, and inviting spaces for people to transfer between walking, biking, transit, and shared-use vehicles.

Mobility hubs should connect to the surrounding multimodal network. A hub must function as part of a larger ecosystem, tying into transit routes, pedestrian infrastructure, bike networks, and curb management strategies.

A successful hub reflects its place type—whether it's anchoring a bustling commercial district or supporting quiet neighborhood connections—by offering the right scale and mix of amenities.

Overlay application

- Pedestrian District
- Major Walkway
- Minor Walkway
- Major Bikeway
- Minor Bikeway
- Major Transit
- Minor Transit
- Major Truck
- Minor Truck
- Arterial Street
- Collector Street
- Local Street

Figure 22: Truck loading zone in Bronx, New York

Truck Loading Zones

Priority truck streets and truck access streets do not have significant infrastructure requirements besides a larger design vehicle, which will impact turning radii and the type of traffic calming infrastructure that can be implemented. On these streets, it is important to implement enough truck loading zones where trucks can safely and comfortably unload their goods. These loading zones should be prioritized over on-street parking on truck priority streets.

Design Considerations

Truck loading zones should be relatively wide, easily accessible for entry, egress and loading/unloading. Conflict with on-street bike infrastructure should be avoided. Additional considerations are sight lines to pedestrian crossings and intersections.

Overlay application

- Pedestrian District
- Major Walkway
- Minor Walkway
- Major Bikeway
- Minor Bikeway
- Major Transit
- Minor Transit
- Major Truck
- Minor Truck
- Arterial Street
- Collector Street
- Local Street

Photo by Larry Johnson via Flickr (CC BY 2.0)

4. STREET DESIGN TYPES

Street Design Types

To bring the Community Streets Plan into practice, the most common Mobility Overlay pairings form a set of Street Design Types. These design types serve as starting points—templates to guide early thinking about how a street can support its intended users and functions. Each type reflects typical combinations of walking, biking, transit, freight, and vehicle priorities, and illustrates how the right mix of Street Design Elements can come together to support safe, effective, and people-friendly travel. But these are not final designs—they're a foundation. Every street lives in a unique context, and real-world designs should be refined through local knowledge, community input, and the critical design dimensions laid out in the Town of Jackson's Transportation Engineering & Design (TED) guidelines.

The goal isn't to prescribe—it's to empower. These design types give planners and engineers a common language and a shared starting point for creating streets that respect their setting and serve the people who use them every day.

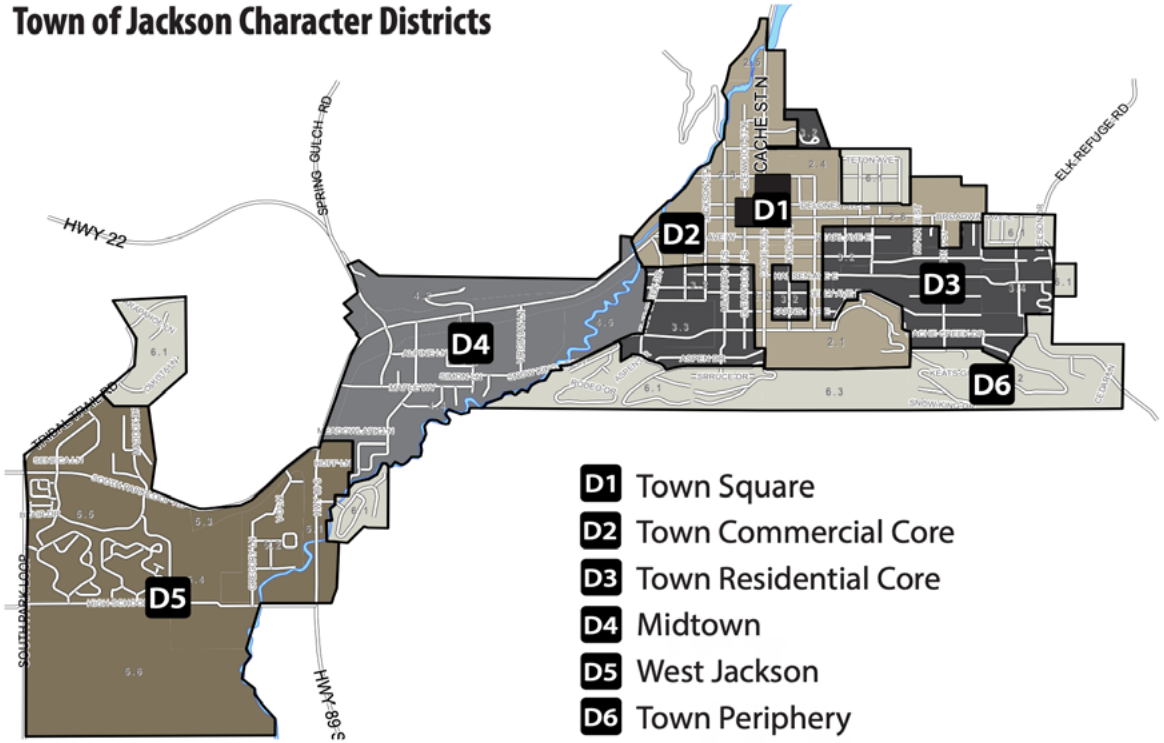
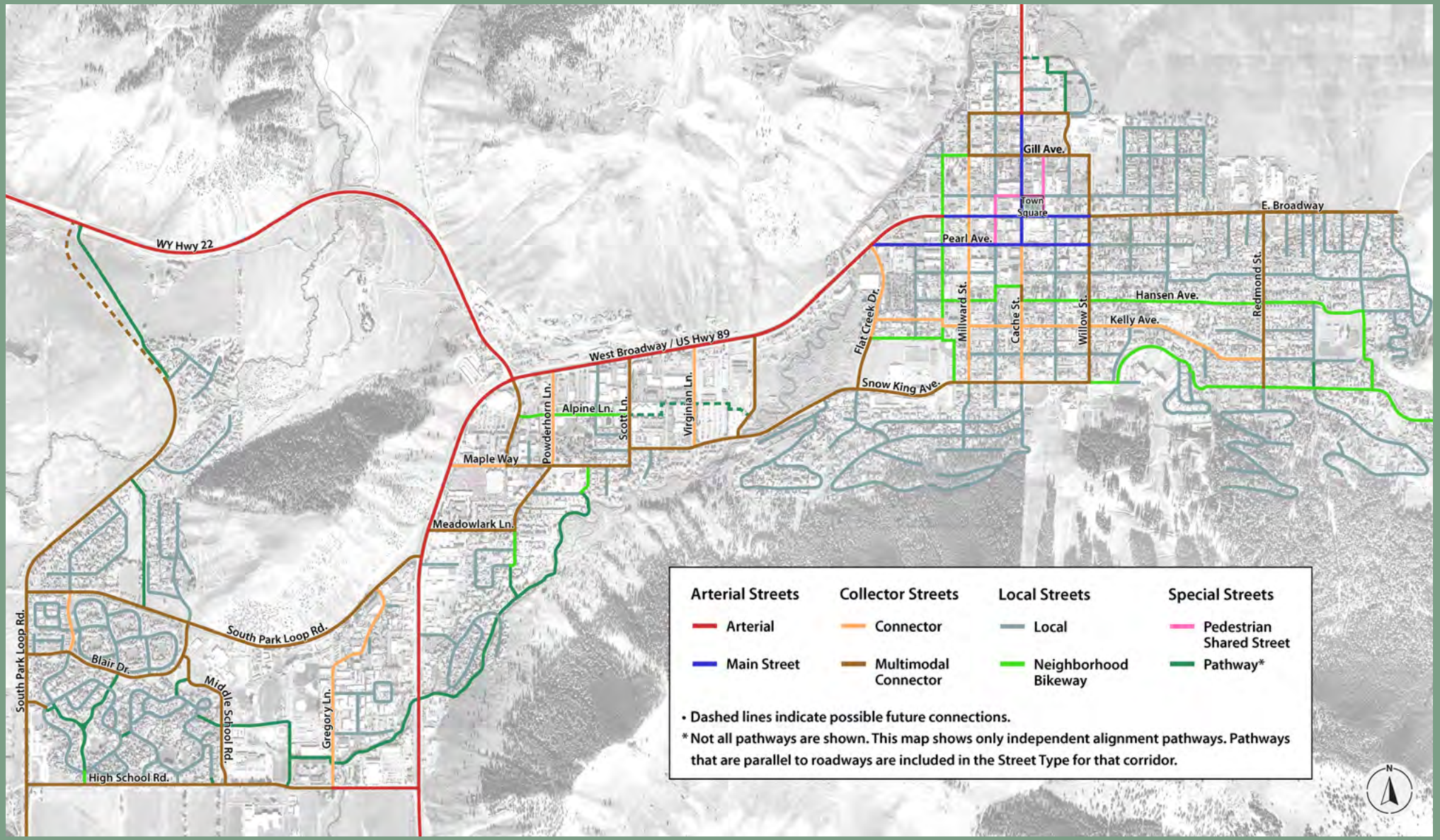


Figure 22. Town of Jackson Character Districts from the Jackson-Teton Comprehensive Plan, 2020.

Land Use Integration

Ensuring that transportation networks reflect the local land use context is critical to maintaining and building vibrant, healthy, and safe neighborhoods and places. It should also be recognized that conscious land-use choices must be made to maintain transportation functions; while high pedestrian activity locations (e.g., Town Square district) demand a lower motor vehicle presence, corridors focused on transportation capacity should not strive for diverse land uses that engage the corridor. Streets that try to combine high motor vehicle flow with active land uses and high levels of pedestrian activity will result in user conflict and stress, and will fail to achieve the desired goals for any user. Making explicit choices between place and flow corridors is paramount to creating an attractive town while maintaining good levels of access to ensure economic and social vitality.

STREET DESIGN TYPES



Map 6 - Street Design Types

Mapping Street Designs

After pairing the most common mobility overlay combinations, eight distinctive street typologies emerge across the Town of Jackson. Each of these street typologies is a combination of various characteristics and should have a similar look and feel, with adjustments made in response to local land use or modal-specific considerations. The following section shows an example of the design interventions we expect to see on each of these types of streets.

Arterial Street

These streets have an important flow function and are designed to move a lot of people and goods. While a regular arterial has a low place function, a main street can be defined as an arterial with a high place function.

Main Street

A main street can be defined as an arterial or collector street with a high place function.

Connector Street

Collector streets have a medium people moving function and generally a minor place function. On regular connectors we expect to see fewer pedestrians and people riding bicycles and we design for safe speeds and consistent traffic flow.

Multimodal Connector Street

Multimodal connectors have a higher place function and generally support increased numbers of active mode and transit users.

Local Street

Local streets have a limited flow function and are generally places of residence or industry. Access is more important than flow, which also allows for more sophisticated traffic management interventions. Speed is of little importance on these streets.

Neighborhood Bikeway

Neighborhood bikeways have the added functionality of being a spine in the bicycle network and define the way modal filters are placed and where bicycle boulevards run.

Pedestrian Shared Streets

These are special streets with a very high place function with a pedestrians first orientation in all regards.

Pathways

Pathways offer a low-stress, car free connection separate from the rowadway network. They support high flows for non-motorized traffic.

Street Design Types by Functional Classification

	Arterial	Collector	Local
Arterial Street	■		
Main Street	■	■	
Connector Street		■	
Multimodal Connector		■	
Local Street			■
Neighborhood Bikeway			■
Pedestrian Shared Street			■
Pathway			

Street Design Types and Typical Modal Overlays

	Walk	Bike	Transit	Truck
Arterial Street	■	■	■	■
Main Street	■		■	■
Connector Street	■		■	■
Multimodal Connector	■	■	■	■
Local Street				
Neighborhood Bikeway		■		
Pedestrian Shared Street	■	■		
Pathway	■	■		

Arterial (Town)

In town arterials feature both high volumes and relatively high speeds, while at the same time having to deal with many driveways either side of the road. It is recommended to try and minimize the number of vehicle lanes and add a solid median with frequent turning bays.

Application Considerations

- Roundabouts are preferred at low-volume intersections, while traffic signals are warranted for higher traffic volumes.
- Protected bike lanes are required on suburban arterials due to high speed and volume of cars.
- For major transit streets, consider bus pull-out bays and floating bus boarding islands.
- Design speed: 30 mph

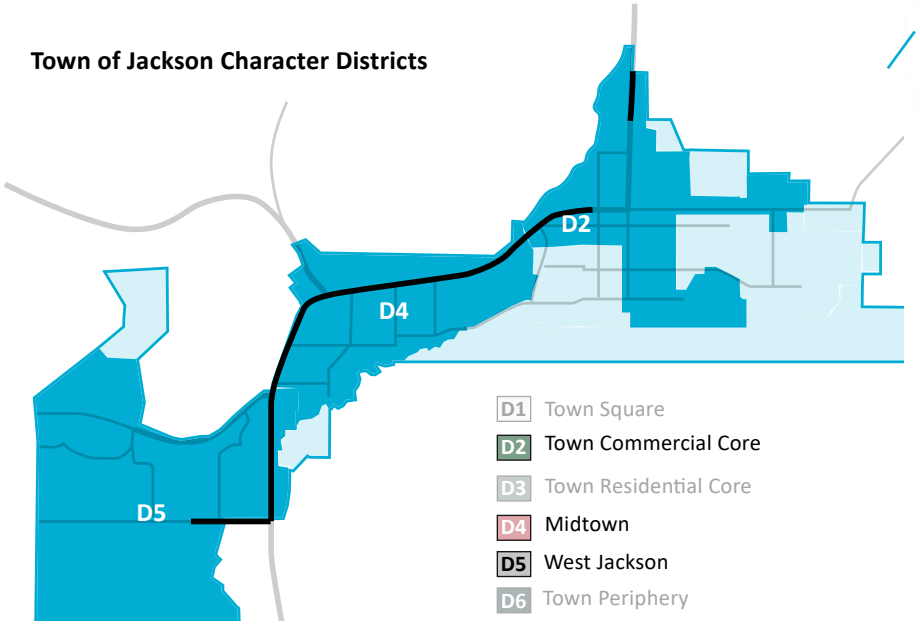
Priority Mobility Overlay

- Major/Minor Walkway
- Major/Minor Bikeway
- Major/Minor Transit
- Major/Minor Truck
- Arterial Traffic

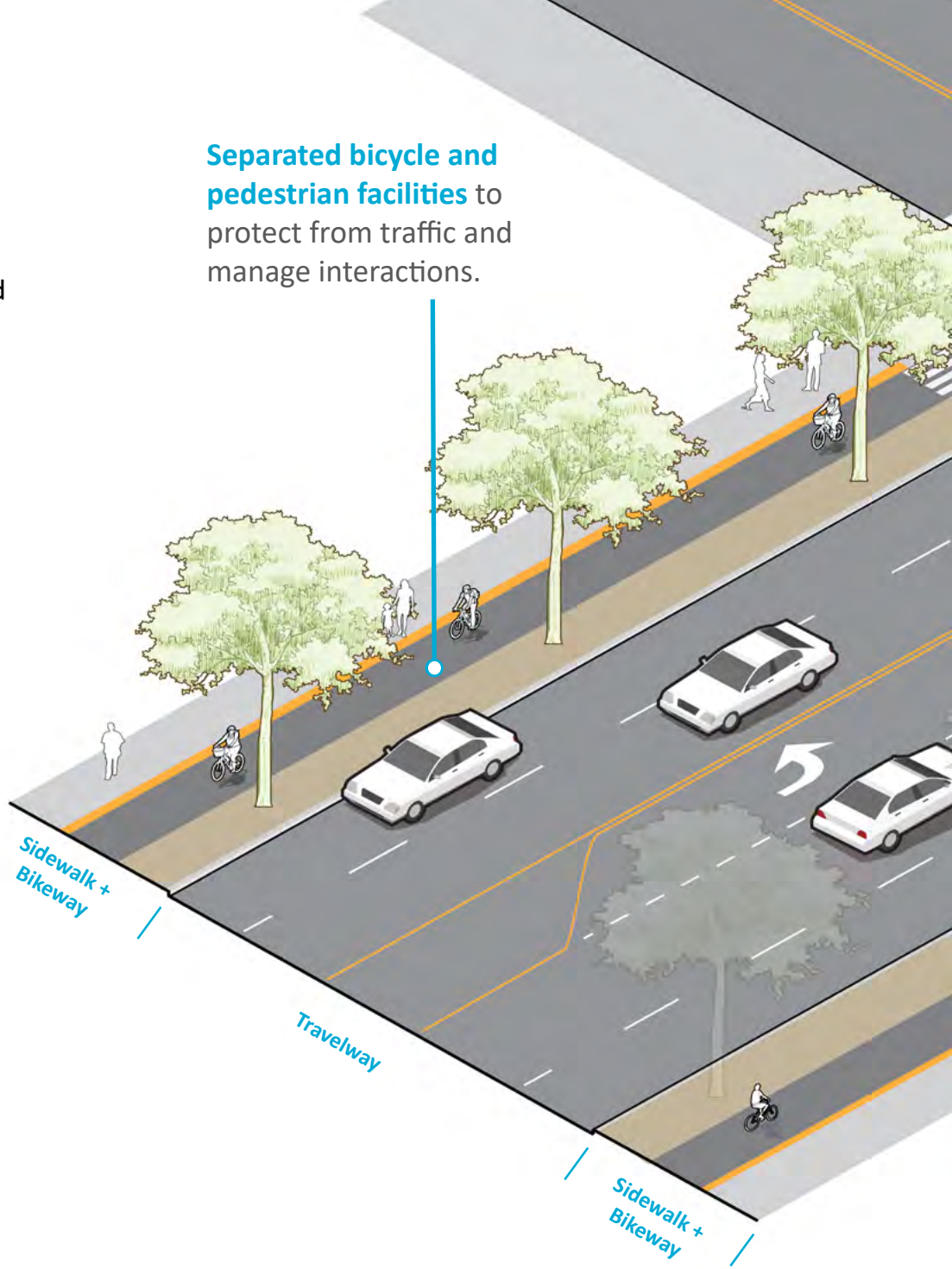
Land Use

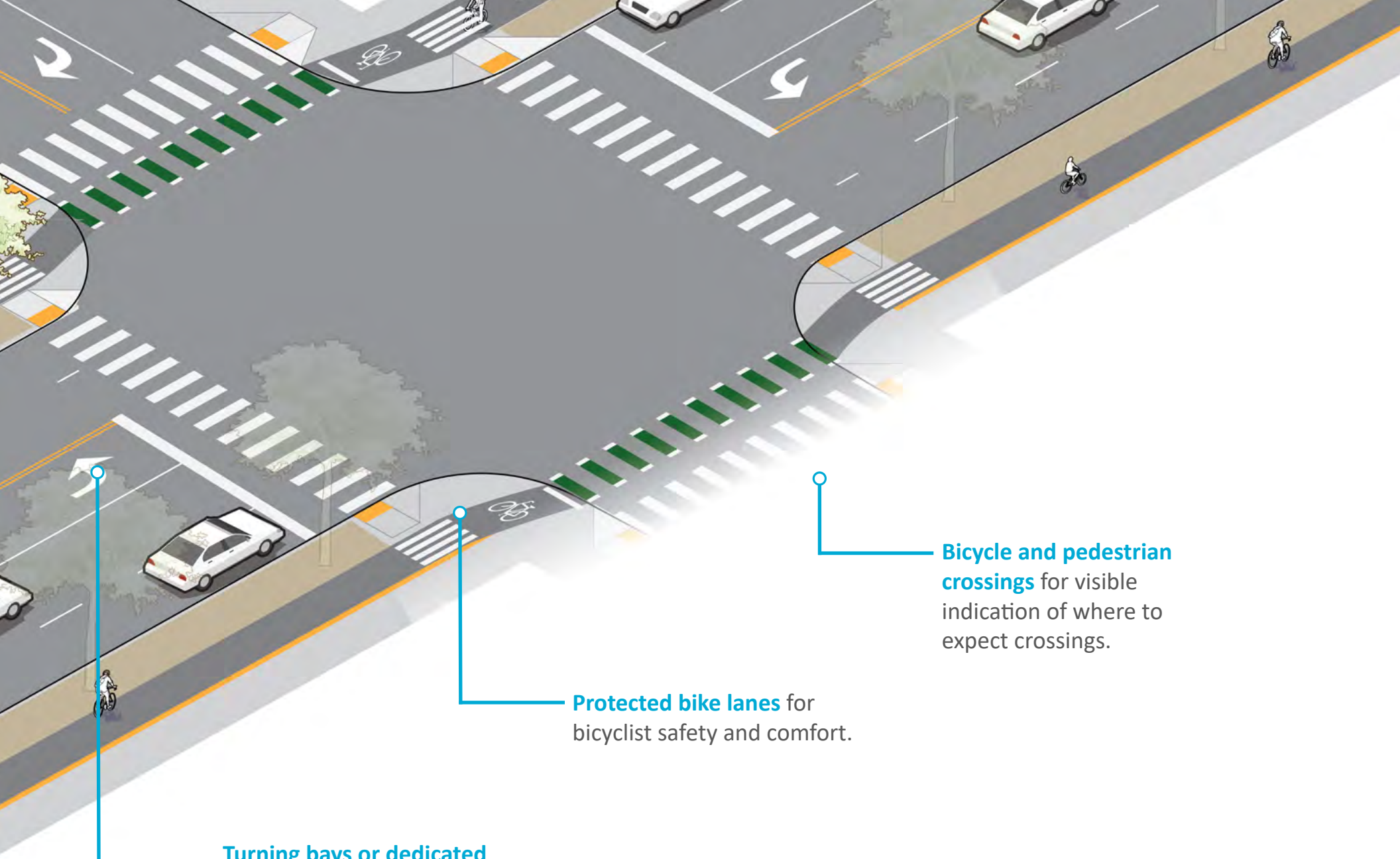
- Suburban arterials found in Town Commercial Core (D2), Midtown (D4) and West Jackson (D5)

Town of Jackson Character Districts



Separated bicycle and pedestrian facilities to protect from traffic and manage interactions.





Bicycle and pedestrian crossings for visible indication of where to expect crossings.

Protected bike lanes for bicyclist safety and comfort.

Turning bays or dedicated turn lanes and solid median to separate turning traffic from through traffic.

Arterial (Edge of Town)

Arterial streets are designed to move significant volumes of traffic at reasonable speeds. These streets are designed primarily for flow. Place value should be limited. In principle, arterial streets should be designed as single lane roads, but certain streets will require two-lane roads.

Application Considerations

- Roundabouts are preferred at lower volume intersections, while traffic signals are warranted for higher traffic volumes.
- Minor bikeways can be designed using pathways, major bikeways require protected bike lanes.
- Minor side streets yield to arterial traffic.
- Design speed: 30 mph

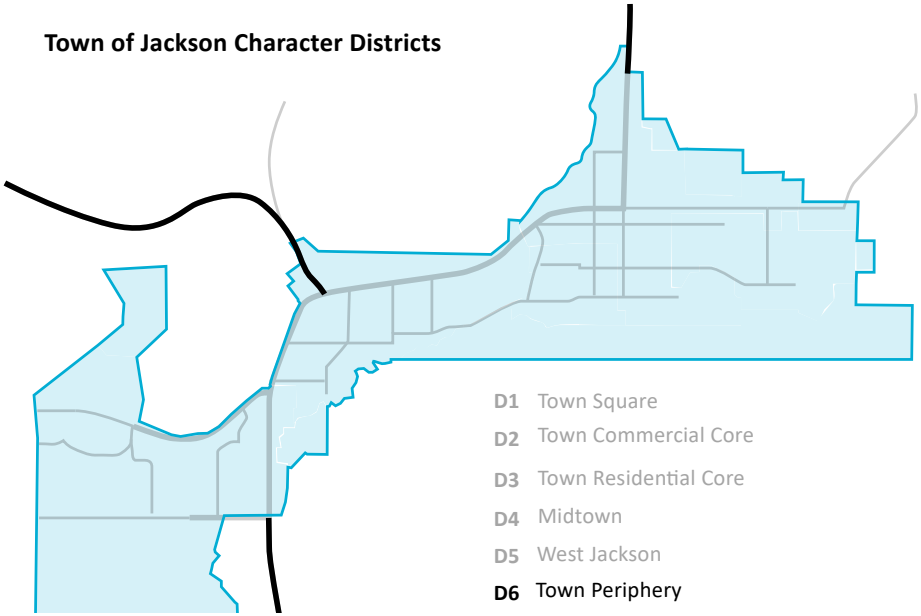
Priority Mobility Overlay

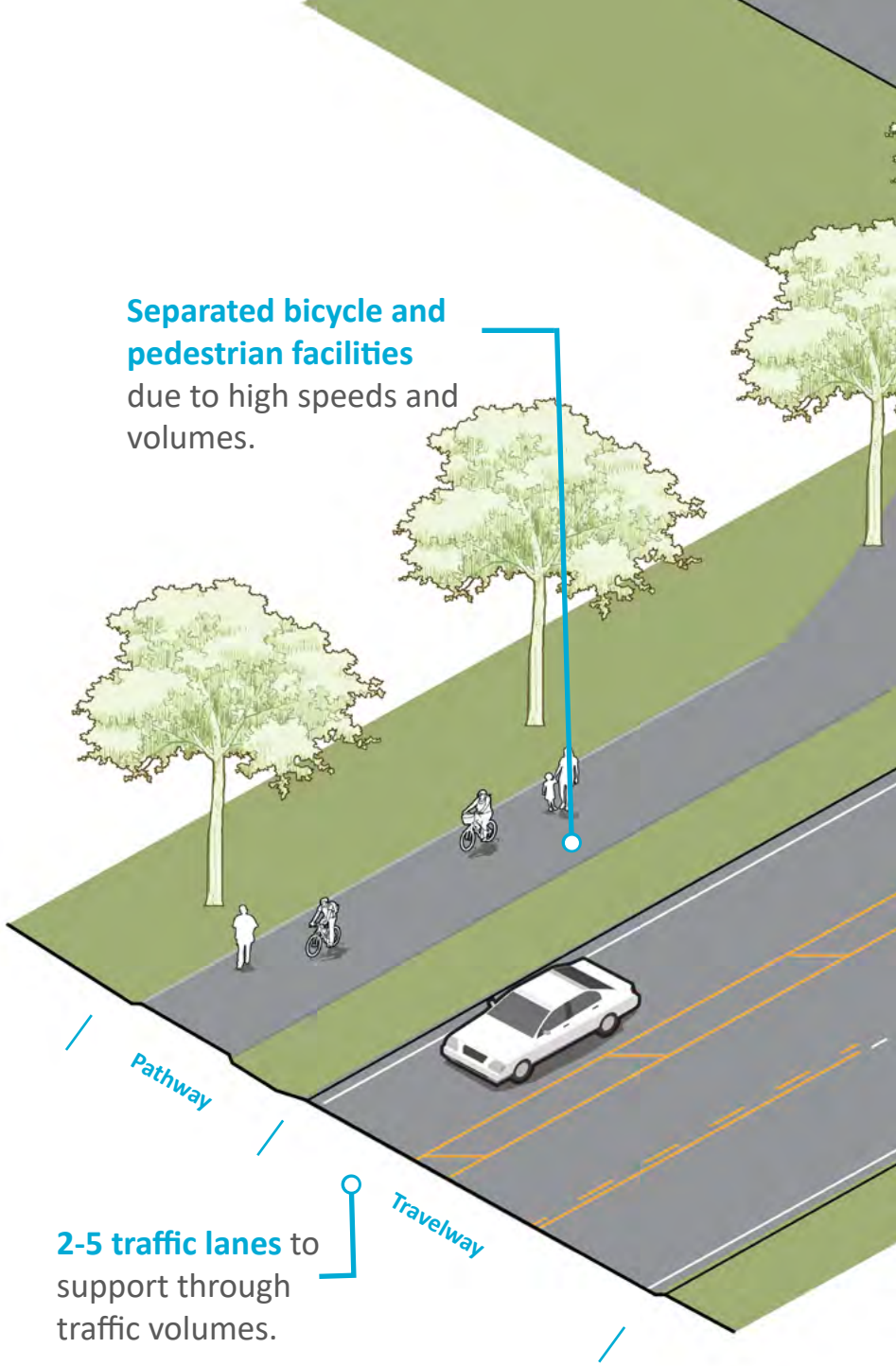
- Major/Minor Walkway
- Major/Minor Bikeway
- Major/Minor Transit
- Major/Minor Truck
- Arterial Traffic

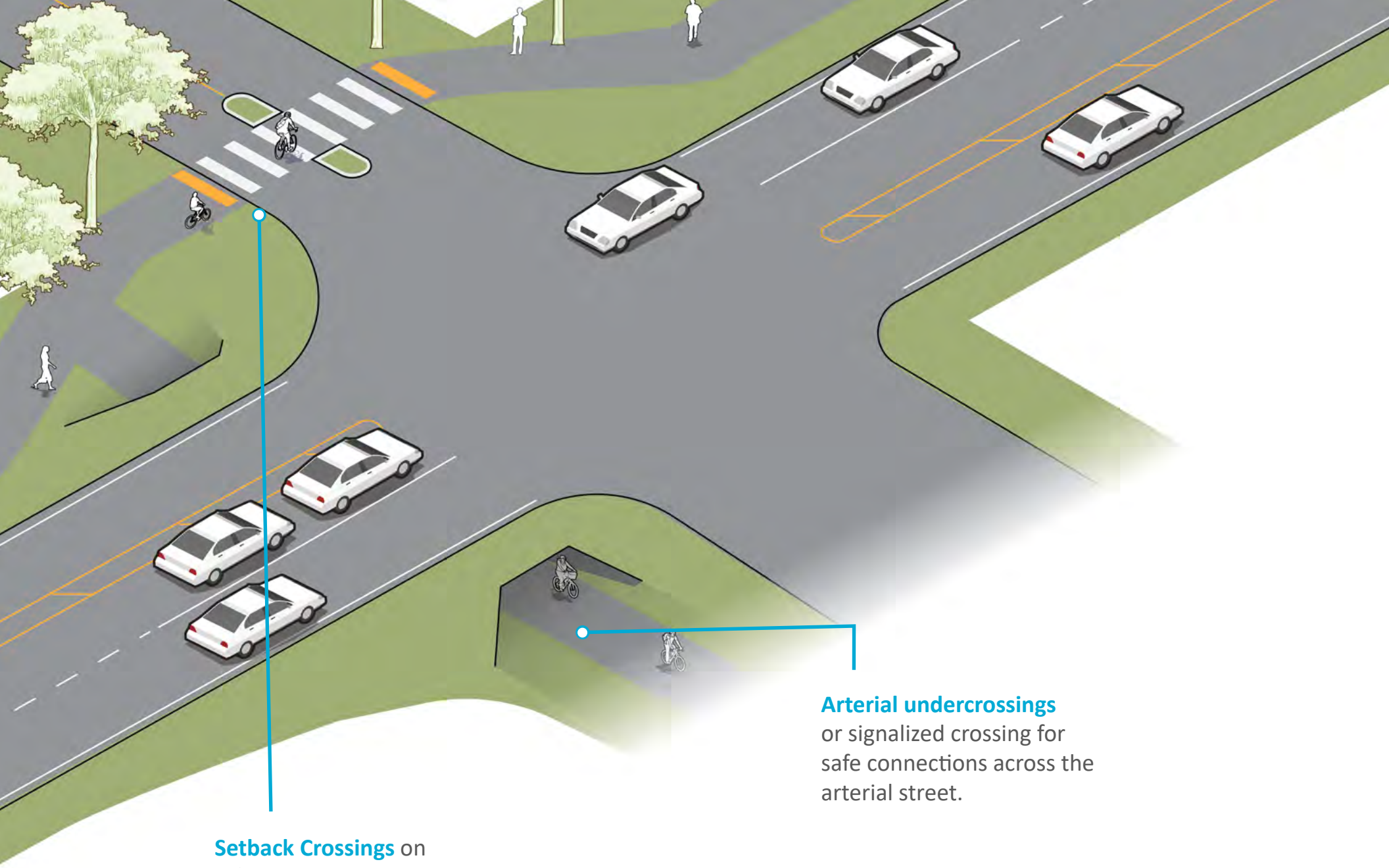
Land Use

- These types of Arterial streets are state highways approaching town, or arterial streets on the edge of town.

Town of Jackson Character Districts







Setback Crossings on side streets, to encourage visibility and yielding.

Arterial undercrossings or signalized crossing for safe connections across the arterial street.

Main Street

Main streets are pedestrian-oriented places with street-fronting businesses. They may cater to high volumes of car traffic, but speed should be well-managed. On-street parking may be provided. Dedicated cycling facilities are generally not required if speed management is adequate.

Application Considerations

- Main streets should have priority over side streets for steady traffic flow. Transit should stop in-lane for improved service and reliability.
- On-street parking is important to provide, but prioritize curb extensions with transit and pedestrian amenities.
- Solid median and narrow lanes to help achieve low operating speed
- Design speed: 15-20 mph

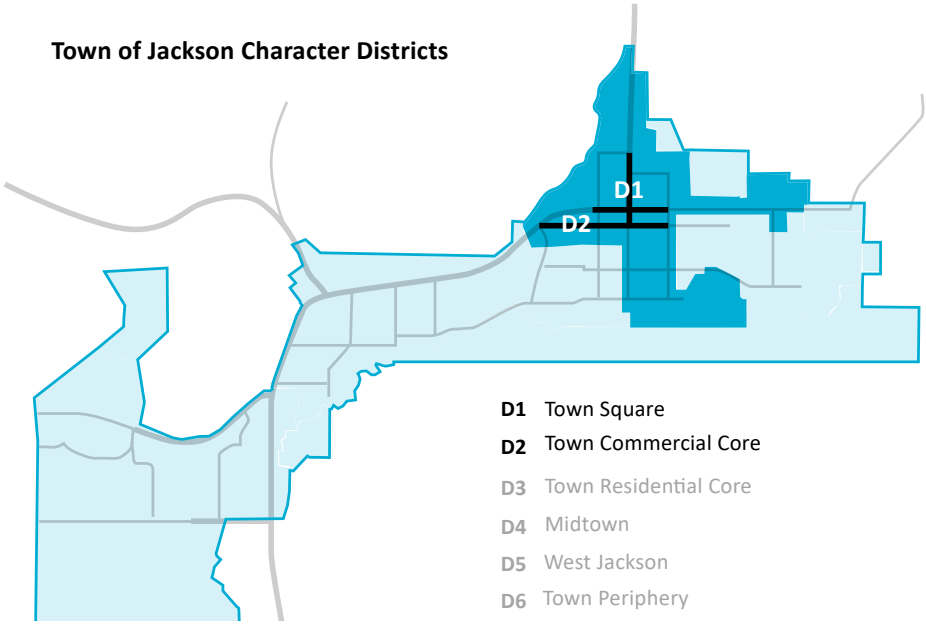
Priority Mobility Overlay

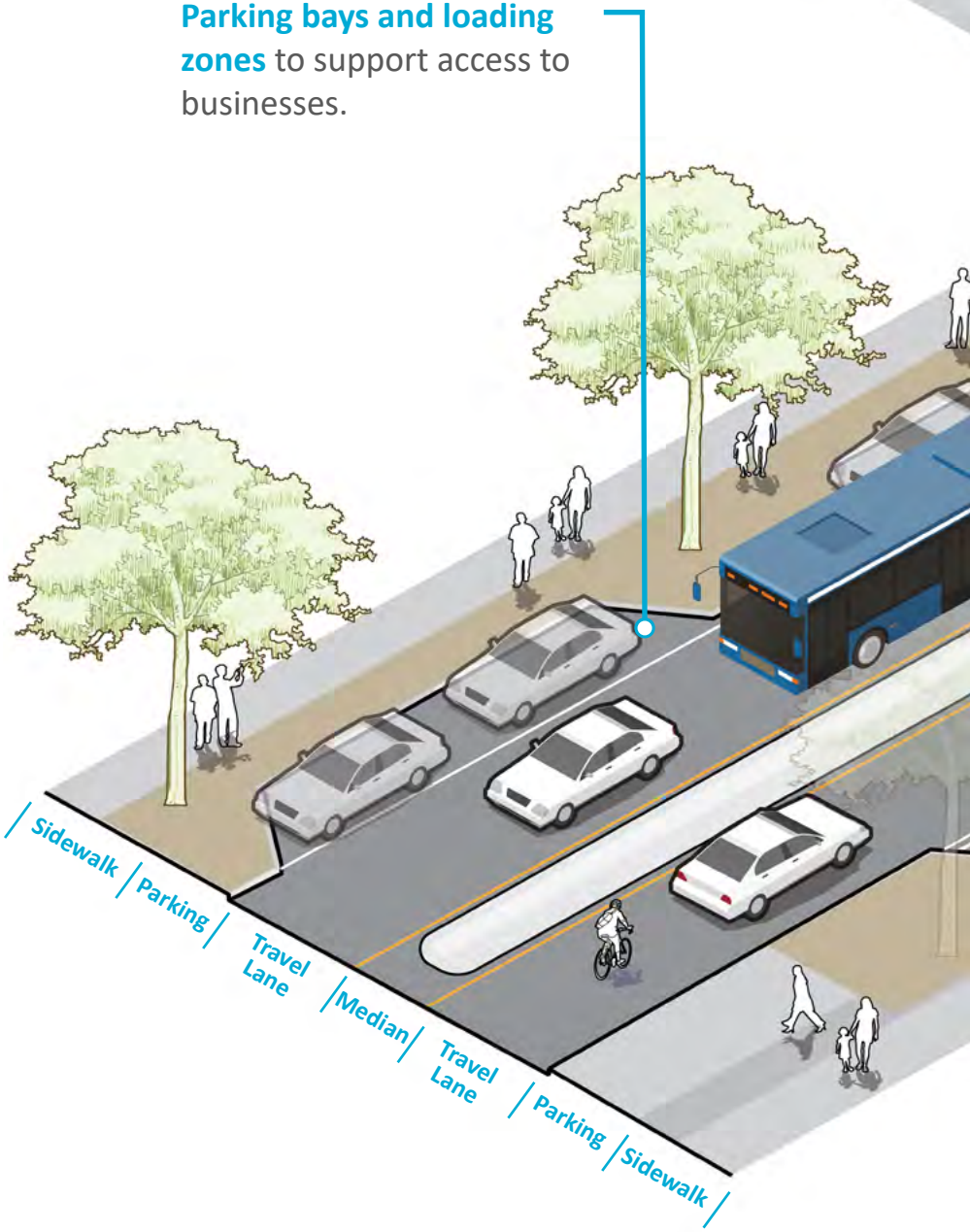
- Major Walkway
- Major Transit
- Minor Truck
- Arterial/Collector Traffic

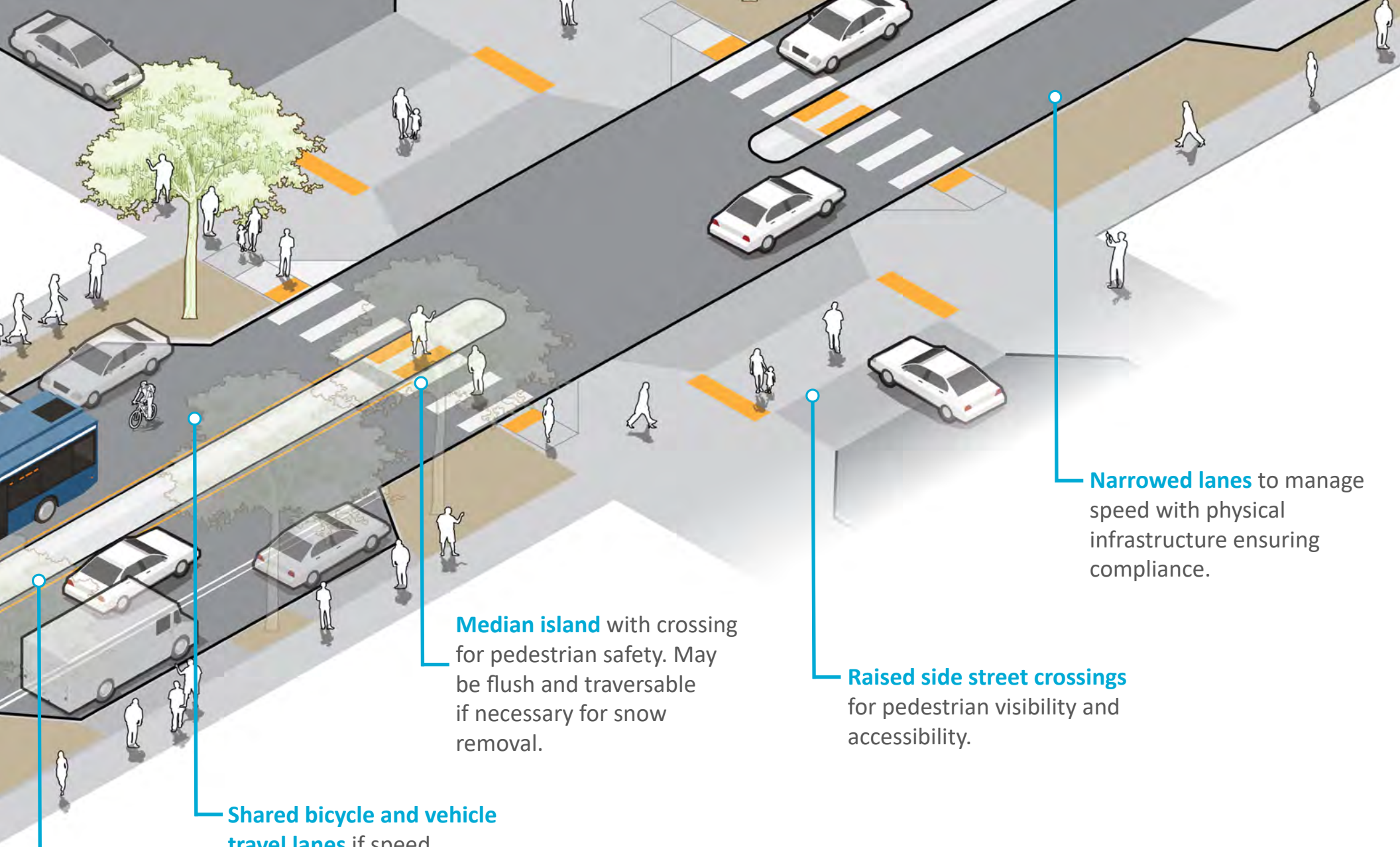
Land Use

- Main Streets are found in Town Square (D1) and Town Commercial Core (D2)

Town of Jackson Character Districts







Narrowed lanes to manage speed with physical infrastructure ensuring compliance.

Median island with crossing for pedestrian safety. May be flush and traversable if necessary for snow removal.

Raised side street crossings for pedestrian visibility and accessibility.

Shared bicycle and vehicle travel lanes if speed management is adequate.

Mountable median to reduce road width and speeding.

Connector Street

Connector Streets support movement of motor vehicles, freight, and transit. When not a part of the bicycle mobility overlay, parallel multimodal connectors or bicycle boulevards are required.

Application Considerations

- Where a connector meets a local street, the local street should yield.
- At intersections and crossings, median pedestrian refuges and/or curb extensions in the parking lane are highly recommended for pedestrian safety.
- Bus stops and shelters to support transit service.
- Design speed: 25 mph

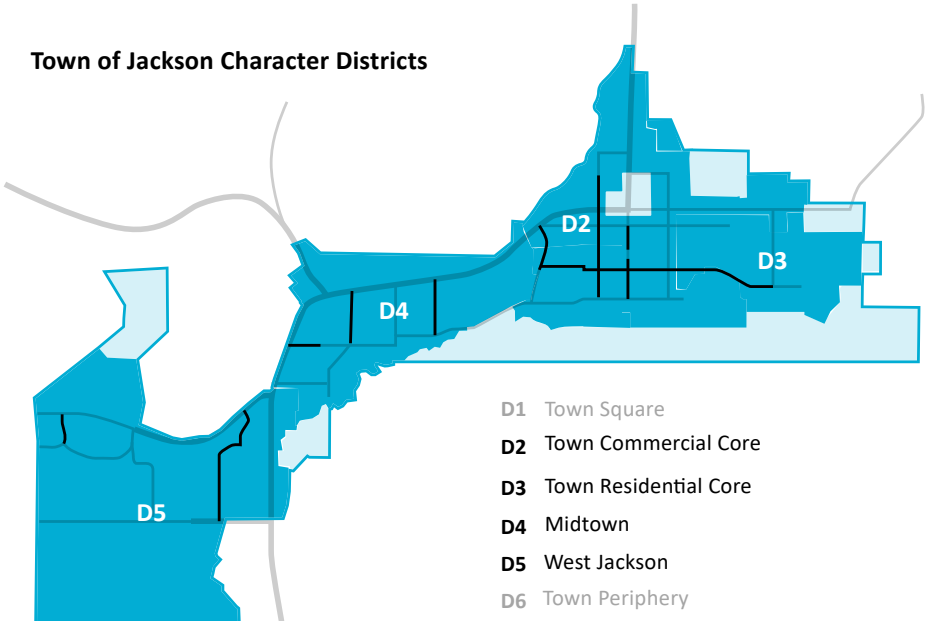
Priority Moblity Overlay

- Major/Minor Walkway
- Major/Minor Transit
- Minor Truck
- Collector Traffic

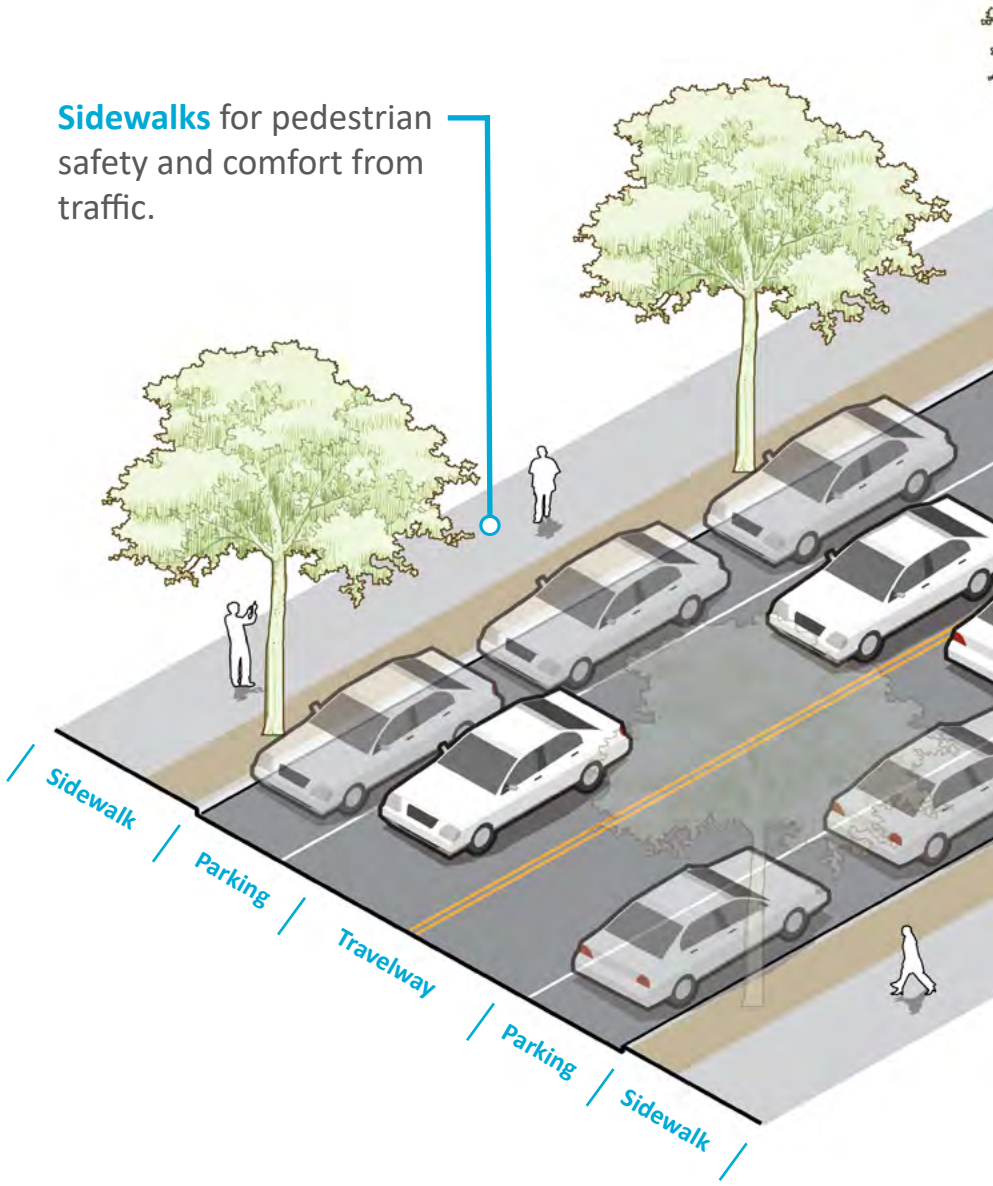
Land Use

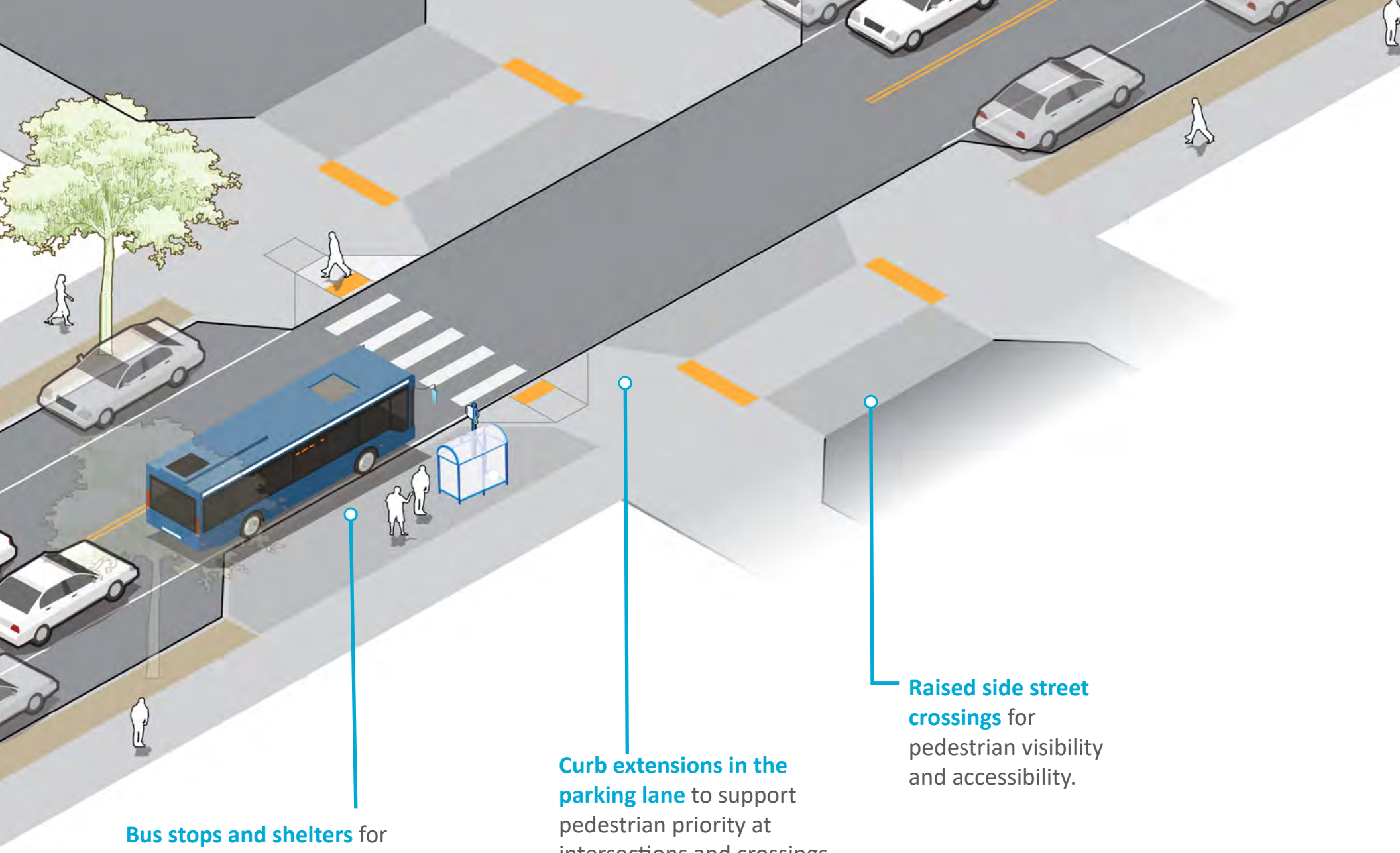
- Connector streets are found in Commercial Core (D2), Town Residential Core (D3), Midtown (D4), and West Jackson (D5).

Town of Jackson Character Districts



D1 Town Square
D2 Town Commercial Core
D3 Town Residential Core
D4 Midtown
D5 West Jackson
D6 Town Periphery





Bus stops and shelters for efficient and comfortable transit use. Curb extension bus stop, or parking restriction for curb access.

Curb extensions in the parking lane to support pedestrian priority at intersections and crossings.

Raised side street crossings for pedestrian visibility and accessibility.

Multimodal Connector (Town)

Multimodal Connectors are collector streets with Major Bikeway or Major Walkway destinations and should provide for comfortable bicycling and walking with separated facilities. In urban settings, protected bike lanes should be prioritized and be physically separated by a curb or barrier and may be adjacent to the sidewalk.

Application Considerations

- Intersection treatments can be protected intersections (at the intersection with an arterial) or yield control (at the intersection with a local street).
- Special consideration should be given to crossing opportunities for pedestrians, with curb extensions and median refuge islands.
- Design speed: 25 mph

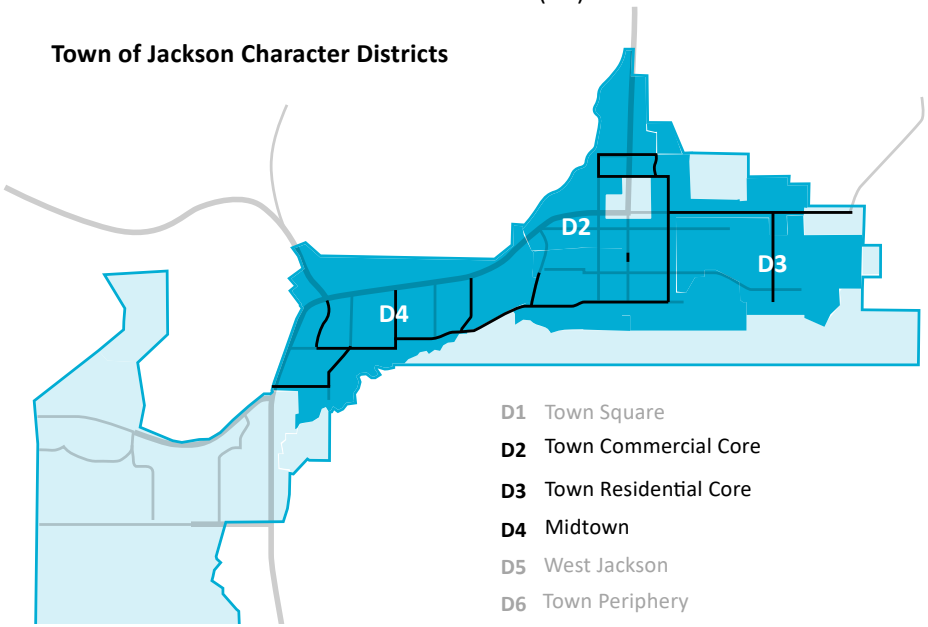
Priority Mobility Overlay

- Major Walkway
- Major Bikeway
- Major/Minor Transit
- Minor Truck
- Collector Traffic

Land Use

- Connector streets are found in Commercial Core (D2), Town Residential Core (D3), and Midtown (D4).

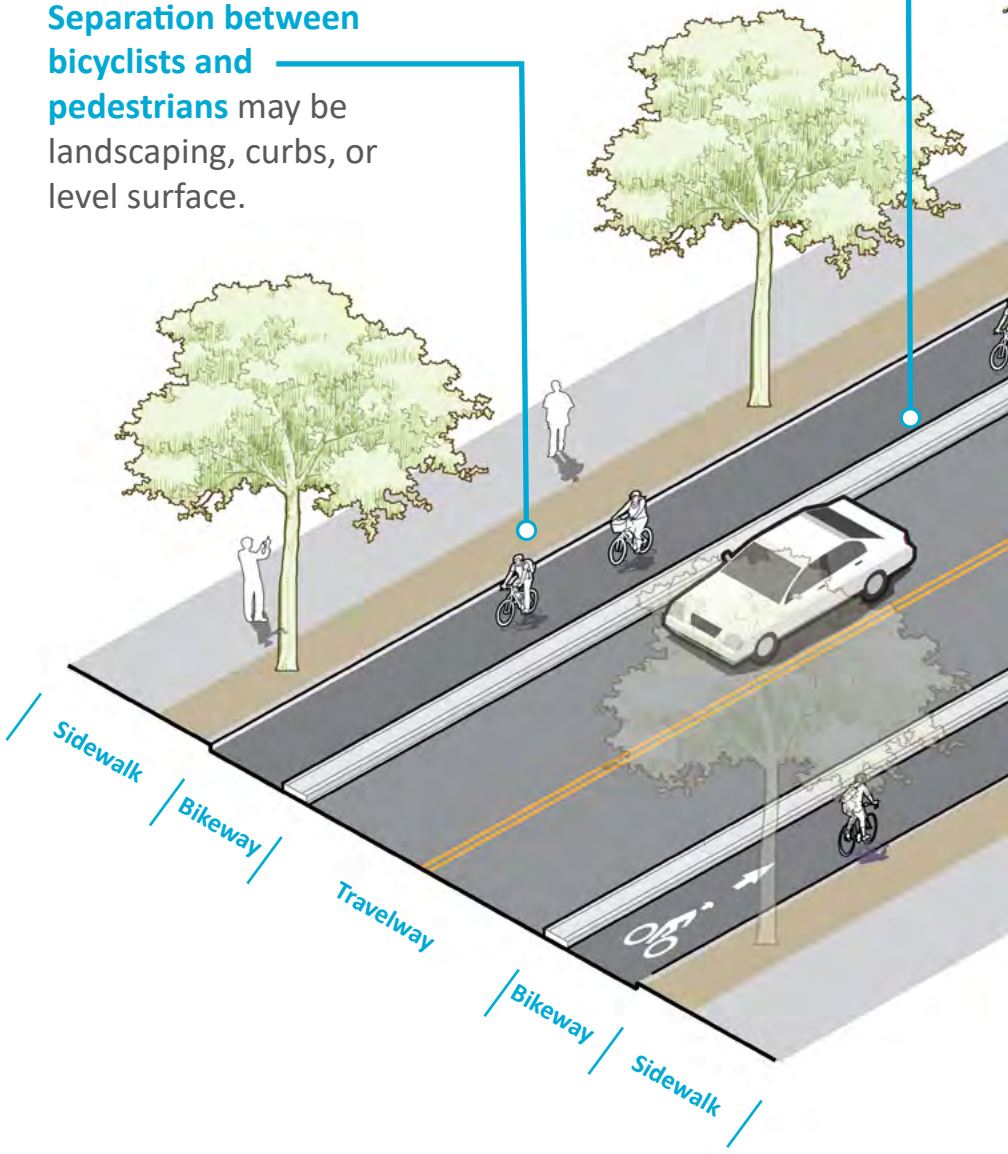
Town of Jackson Character Districts



D1 Town Square
D2 Town Commercial Core
D3 Town Residential Core
D4 Midtown
D5 West Jackson
D6 Town Periphery

Protected bikeway facilities with raised concrete separator for comfortable bicycling.

Separation between bicyclists and pedestrians may be landscaping, curbs, or level surface.

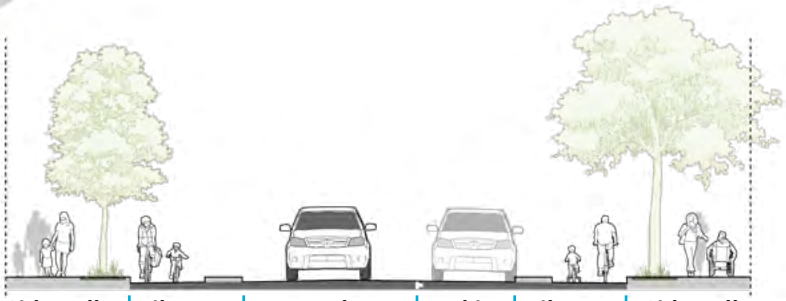


Crossing facilities for bicyclists and pedestrians are set back from the roadway.

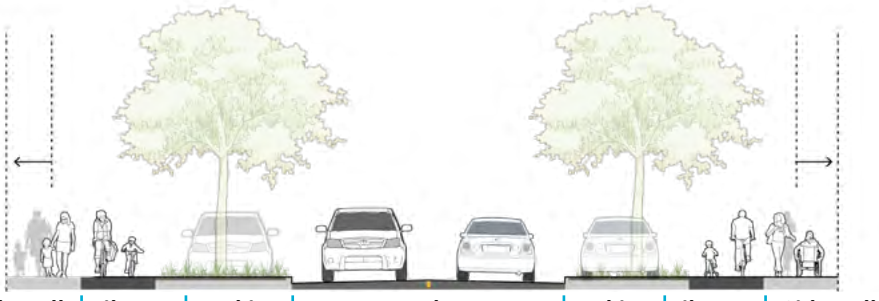
Curb extension and median refuges with bend-out to protect bicyclists and pedestrians at intersections and crossings.

Design variations with on-street parking are possible with roadway reconfiguration and reconstruction.

Reconstruct curb edge



One-Way with parking



Reconstruct curb edge and expand right-of-way

Multimodal Connector (Edge of Town)

Multimodal Connectors are collector streets with Major Bikeway or Major Walkway destinations and should provide for comfortable bicycling with separated facilities. In less urbanized settings, these bikeways may be provided as multi-use pathways, set back from the road.

Application Considerations

- The required width of the bikeways depends on the volume of users.
- At intersections, the bikeway should be set back from the roadway to allow for enough intervisibility between drivers and pedestrians and cyclists.
- On longer stretches of road with limited driveways, a solid median should be provided.
- Design speed: 25 mph

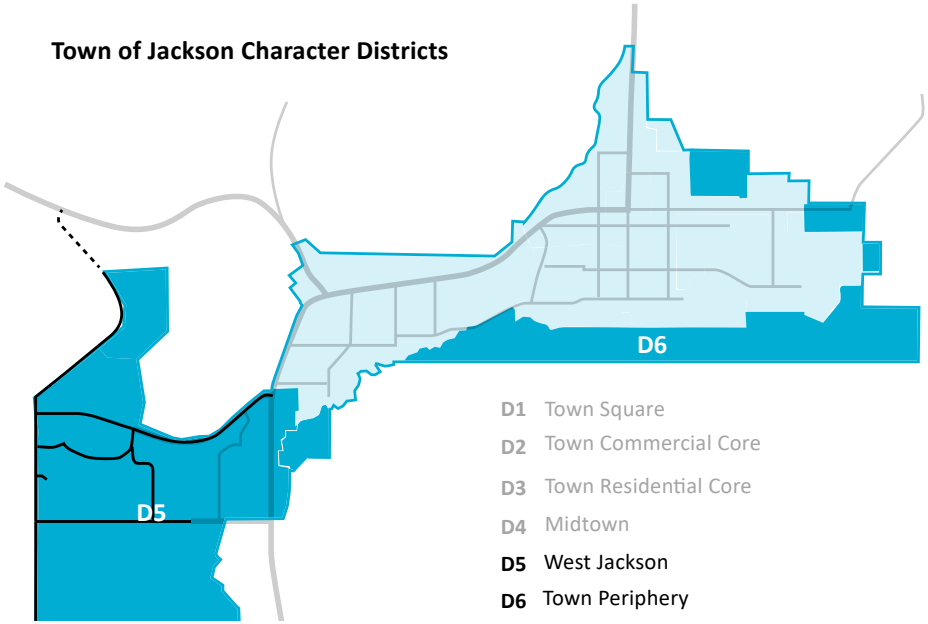
Priority Mobility Overlay

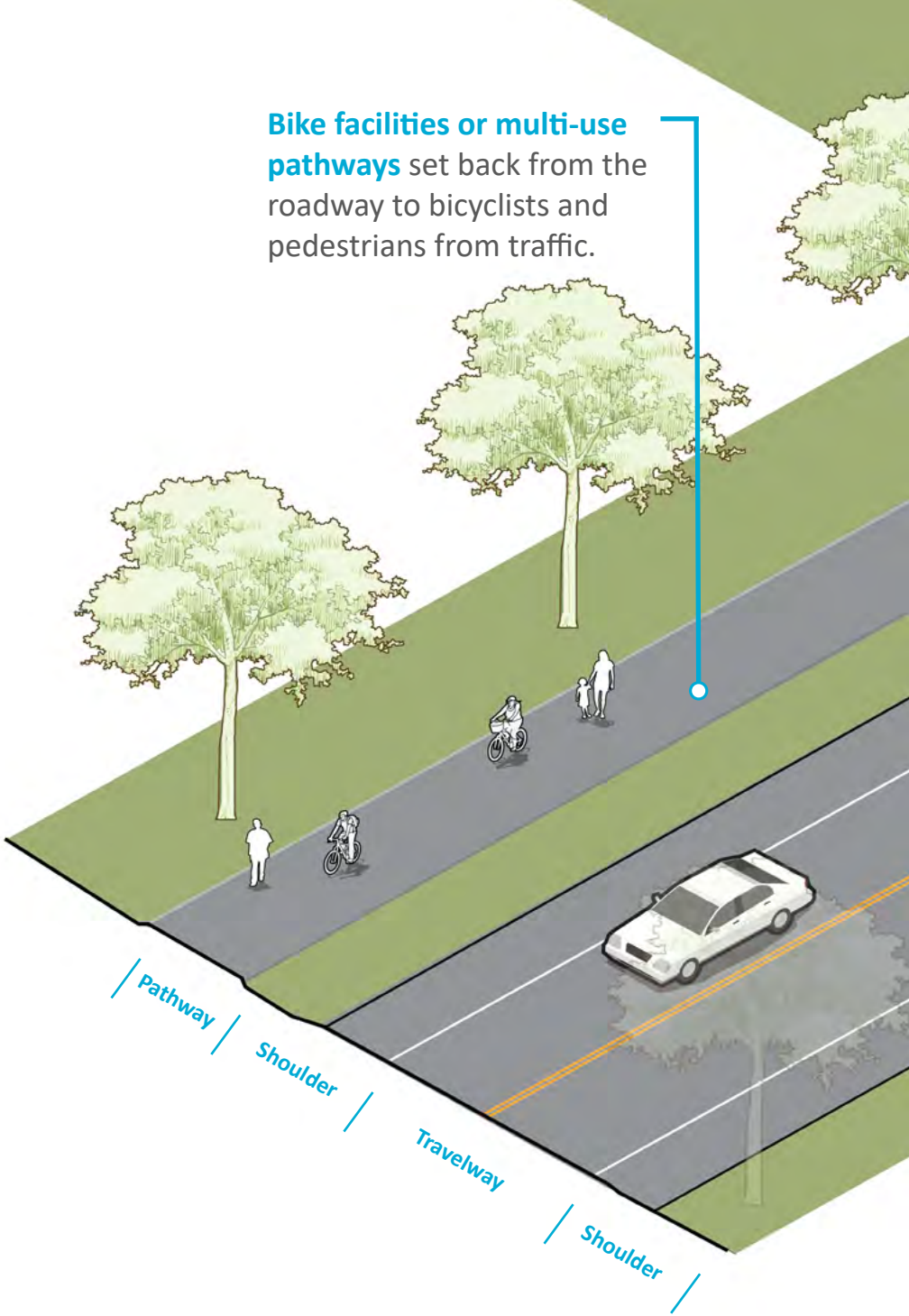
- Major/Minor Walkway
- Major/Minor Bikeway
- Major/Minor Transit
- Minor Truck
- Collector Traffic

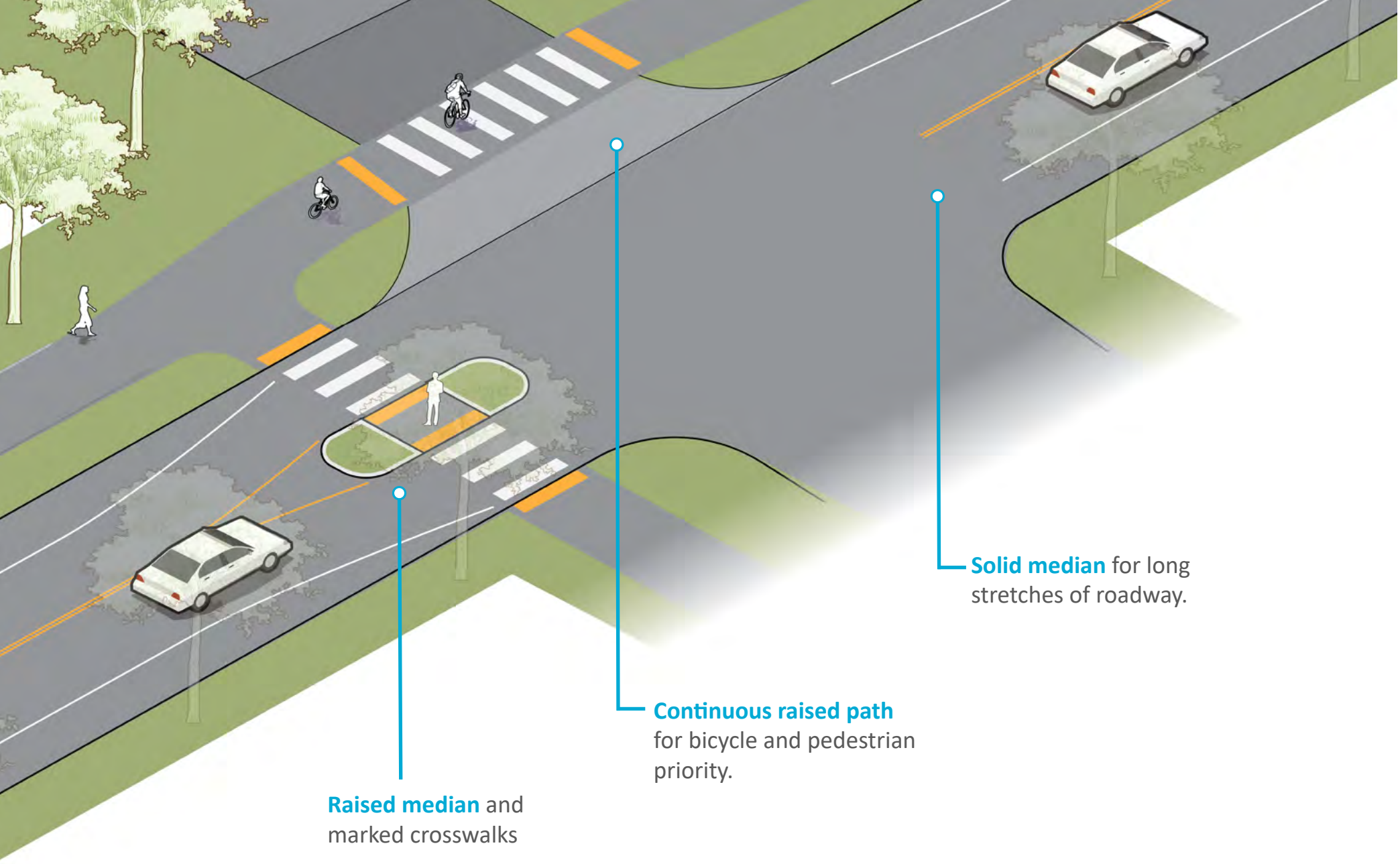
Land Use

- Multimodal Connector streets in D5 and D6 districts have a rural cross section with a pathway on one or both sides of the roadway.

Town of Jackson Character Districts






Solid median for long stretches of roadway.
Continuous raised path for bicycle and pedestrian priority.
Raised median and marked crosswalks

Local Street

Local streets serve all users at low volumes and speeds. The primary purpose of local streets is access to property. Speed management is primarily achieved through reduced lane widths. Volume is managed through local traffic circulation plans.

Application Considerations

- Intersections can be managed through mini-roundabouts, four-way stops, raised intersections or yield signs.
- Because of the low volume and low speeds, it is safe for users to mix. Application in D5 and D6 may lack sidewalks, with pedestrians operating in the roadway.
- Design speed: 15-20 mph

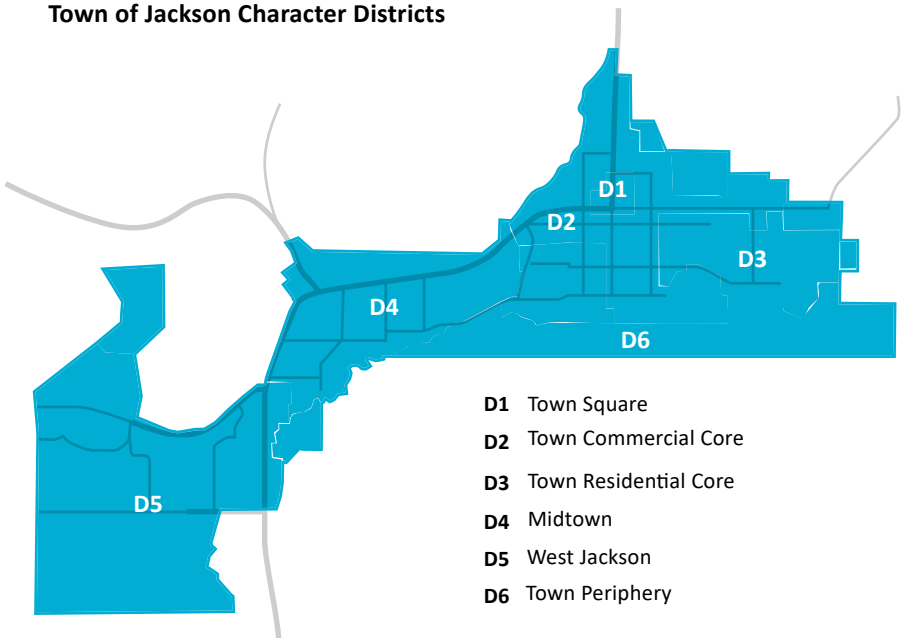
Priority Mobility Overlay

- Local street with no mobility overlay priorities.

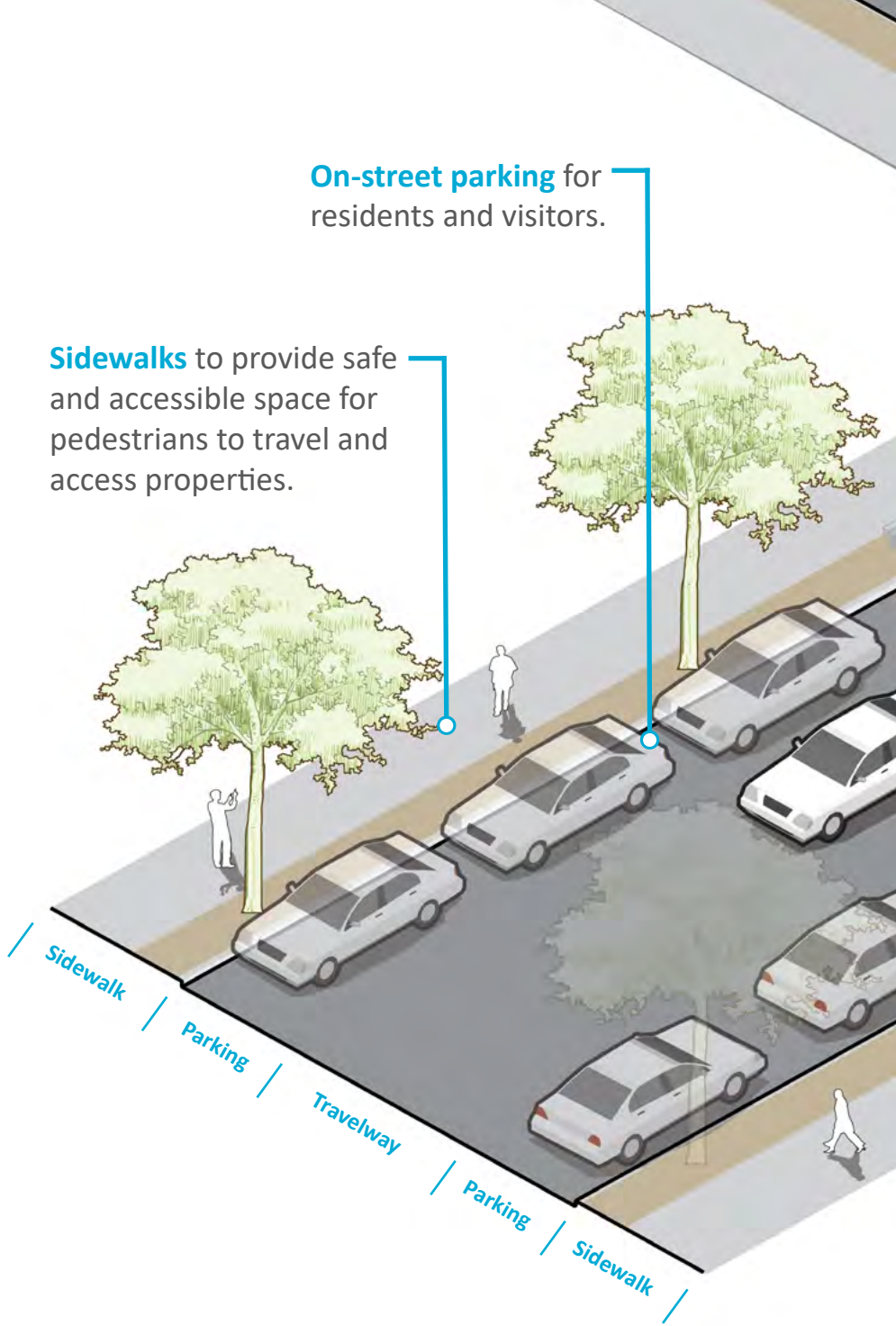
Land Use

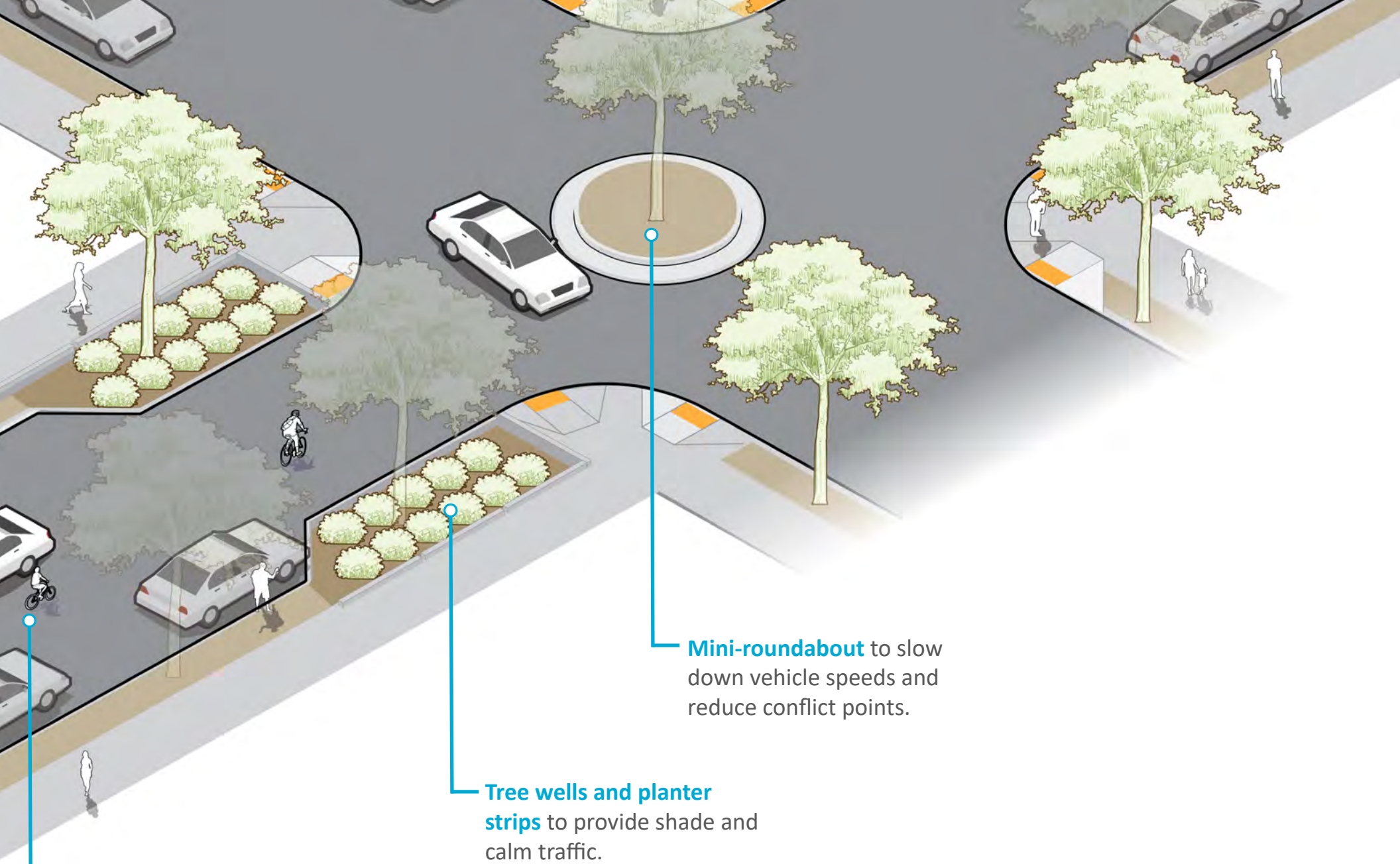
- Local streets are found in all districts.

Town of Jackson Character Districts



D1 Town Square
D2 Town Commercial Core
D3 Town Residential Core
D4 Midtown
D5 West Jackson
D6 Town Periphery





Mini-roundabout to slow down vehicle speeds and reduce conflict points.

Tree wells and planter strips to provide shade and calm traffic.

Narrow travel lanes to manage traffic speeds to 20 mph or lower.

Neighborhood Bikeway

Neighborhood Bikeways are local streets designed to prioritize bicyclists and pedestrians by creating calm traffic conditions. Local streets typically have low automobile volumes and speeds, allowing transportation modes to share space in the street.

Application Considerations

- In addition to serving bicycling, Neighborhood Bikeways provide access for people and goods deliveries to residences and destinations like schools and parks.
- Where necessary to create calm conditions, traffic calming and traffic filtering should be installed.
- Applications in D5 and D6 may lack sidewalks, with pedestrians operating in the roadway.
- Design speed: 15-20 mph

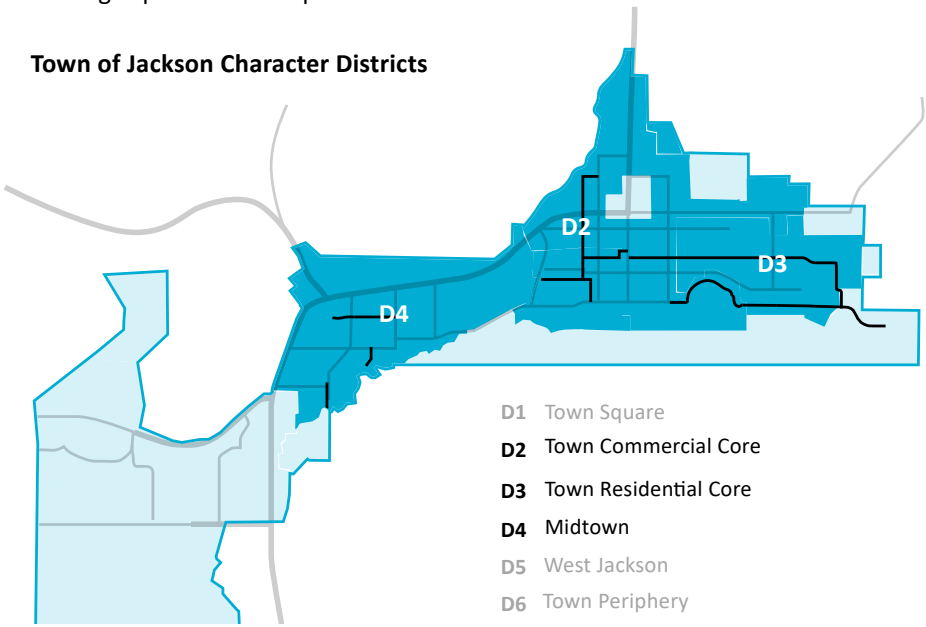
Priority Mobility Overlay

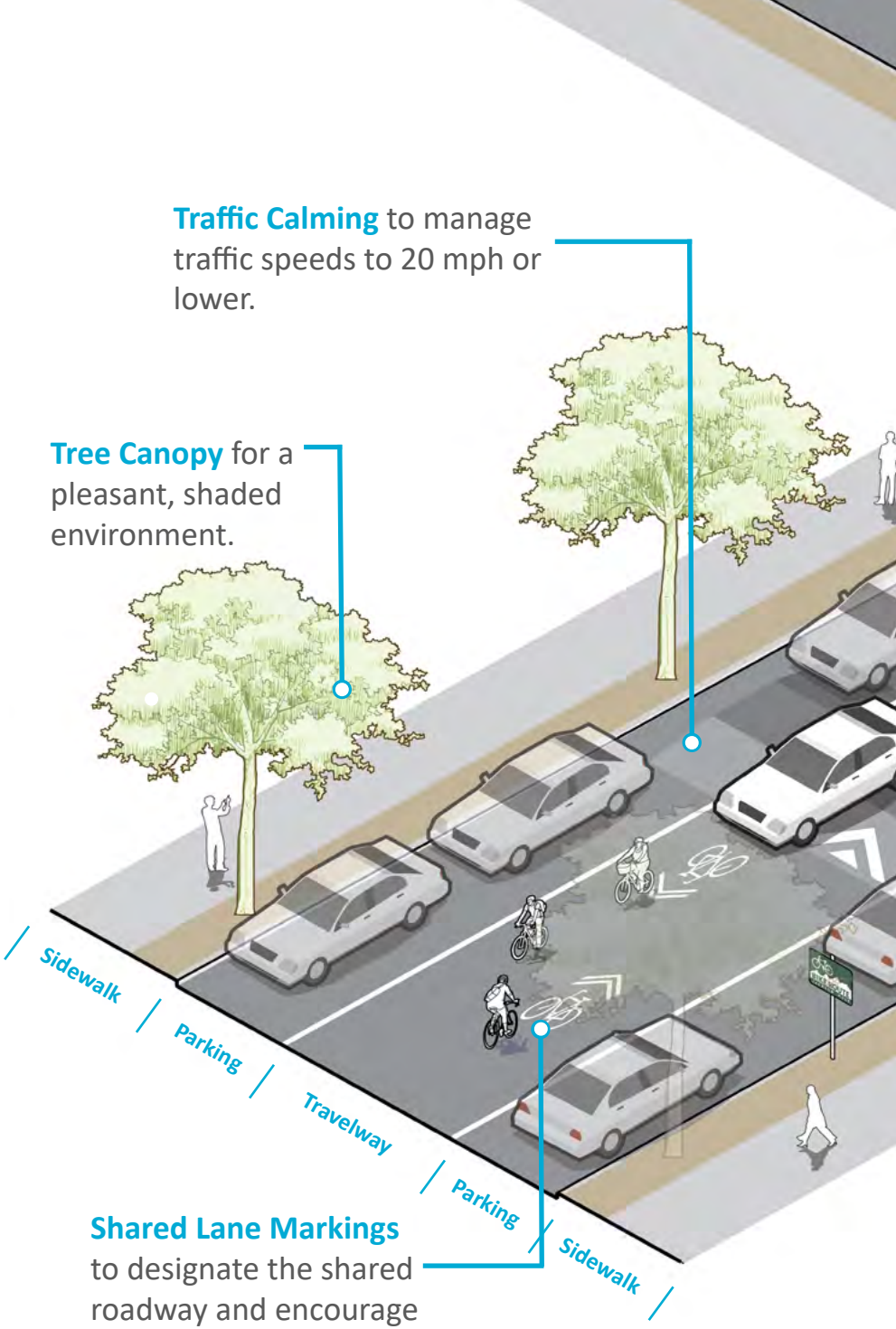
- Major Walkway
- Major Bikeway

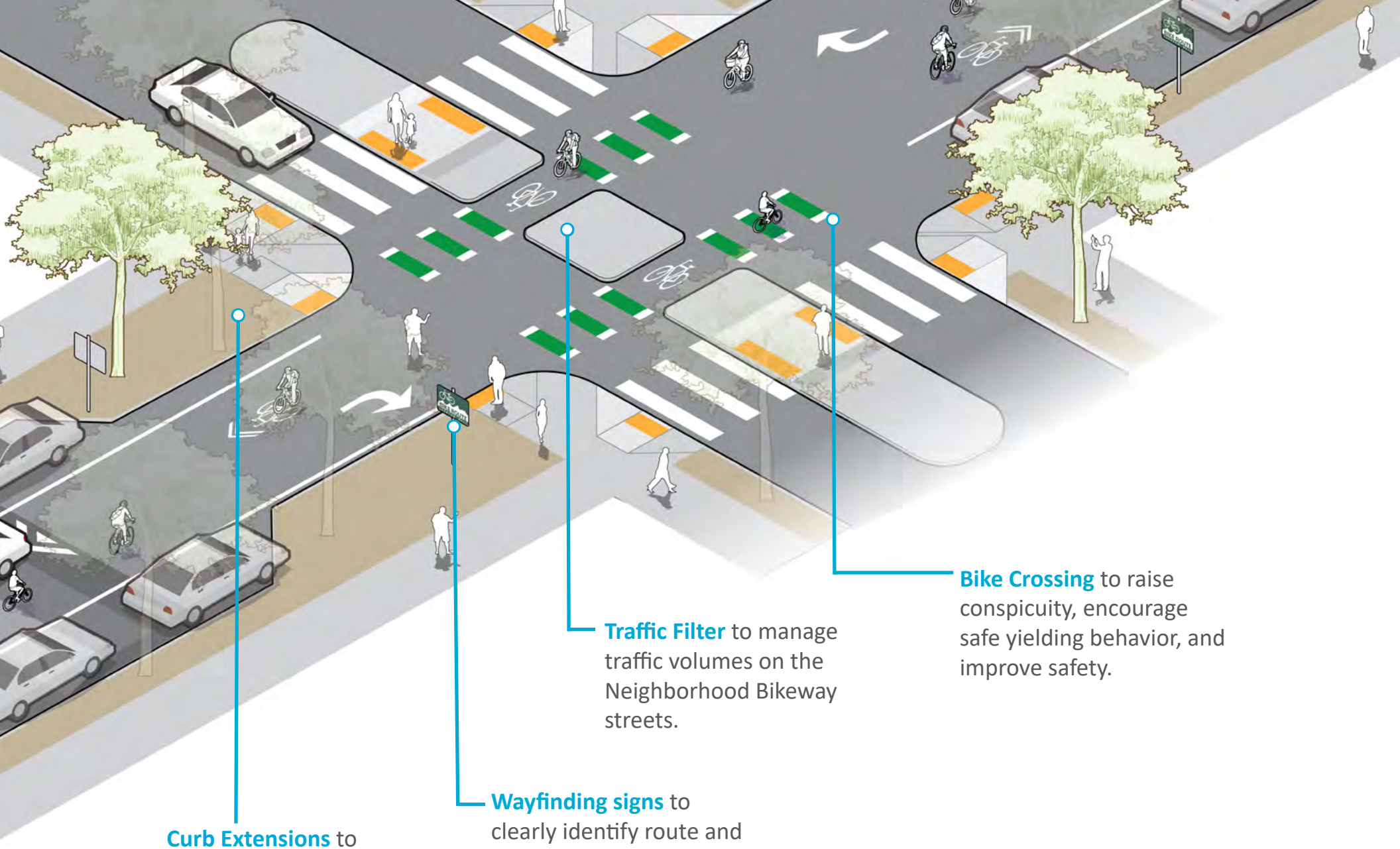
Land Use

- Neighborhood bikeways are found in all parts of Town, but are most prominent in Town Commercial Core (D2), and Town Residential Core (D3), where local streets can serve as functional parallel routes to busier streets.

Town of Jackson Character Districts







Curb Extensions to encourage slow speeds and expand space for people.

Wayfinding signs to clearly identify route and destinations.

Traffic Filter to manage traffic volumes on the Neighborhood Bikeway streets.

Bike Crossing to raise conspicuity, encourage safe yielding behavior, and improve safety.

Pedestrian Shared Street

Pedestrian shared streets are unique streets that are designed for people walking, biking and driving to share the same area. These streets may be closed to motor vehicles on a part-time or permanent basis.

Application Considerations

- Design for permanent or part time closure to traffic.
- Unique paving materials designed to feel more like a public plaza than a street and helps welcome pedestrians into the roadway.
- Trees, benches, bike parking, tables within the typical 'parking' lane space.
- Design speed: 5 mph.

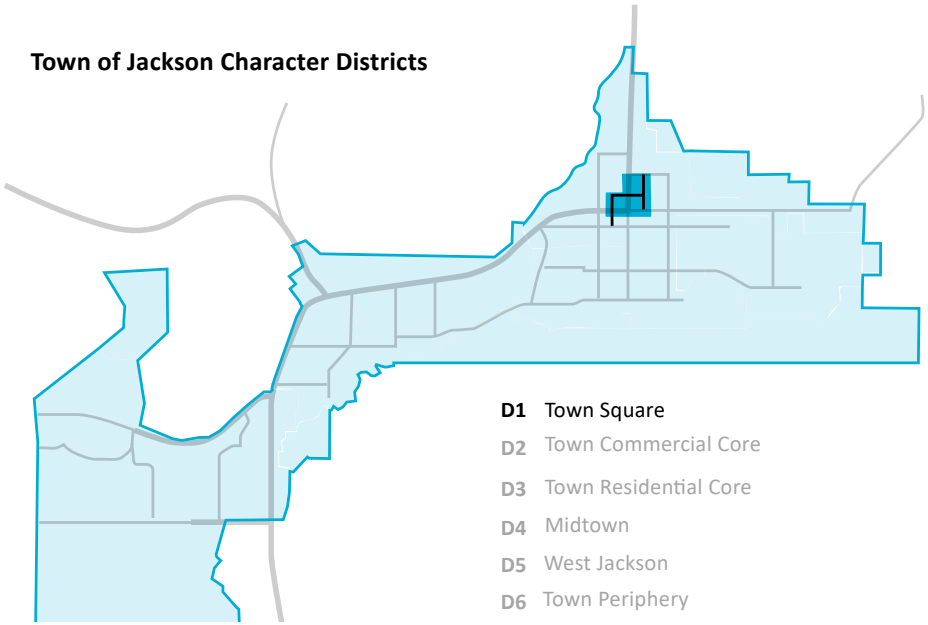
Priority Mobility Overlay

- Pedestrian District
- Major Walkway
- Local Traffic

Land Use

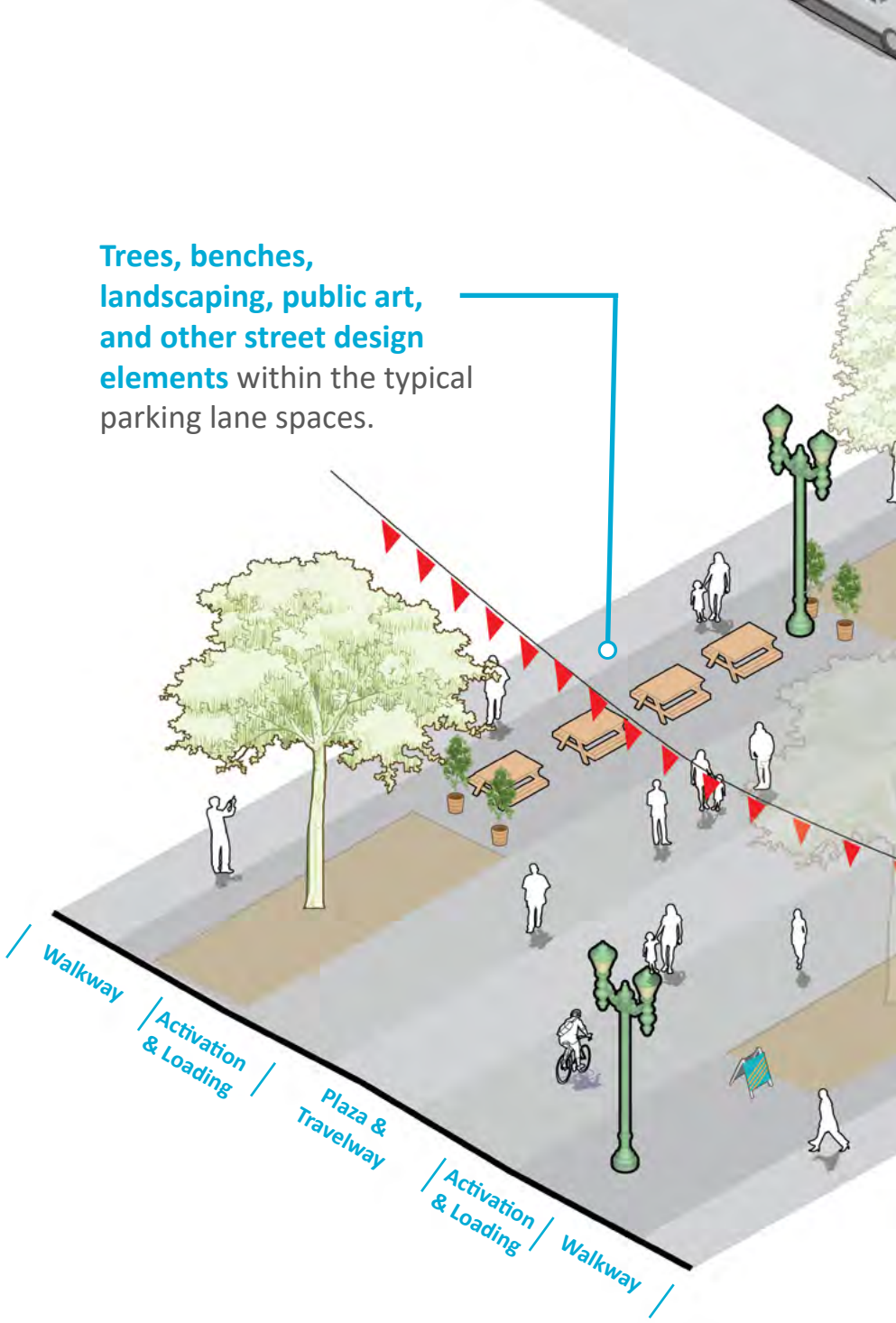
- Pedestrian Shared Streets are generally appropriate for the busiest pedestrian areas and would be found in and around the Town Square area (D1).

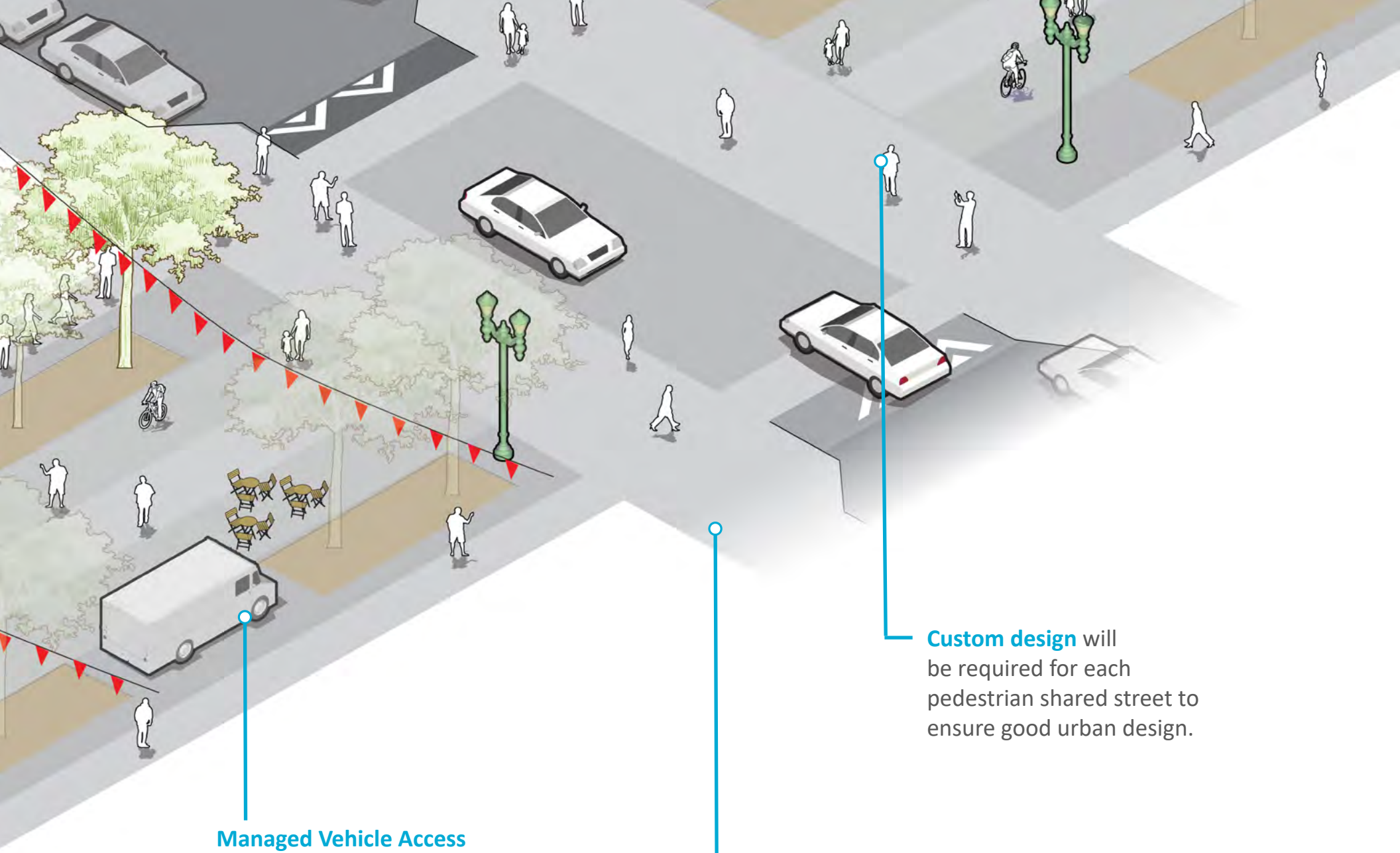
Town of Jackson Character Districts



D1 Town Square
D2 Town Commercial Core
D3 Town Residential Core
D4 Midtown
D5 West Jackson
D6 Town Periphery

Trees, benches, landscaping, public art, and other street design elements within the typical parking lane spaces.





Custom design will be required for each pedestrian shared street to ensure good urban design.

Speed humps to create slow vehicle operating conditions.

Managed Vehicle Access for deliveries and other essential needs. May be allowed at certain times or with access codes.

Pathways

Pathways support movement of people walking and biking, separated from traffic or in an independent corridor. Pathways provide the highest comfort for users, offer unique newtork connections, and connect community to natural environments.

Application Considerations

- In high volume conditions, consider wide path dimensions and marking separate zones for people walking and biking.
- Make sure there are plenty of connections to the street network to increase use of the path and improve safety.
- Design speed: 15 mph

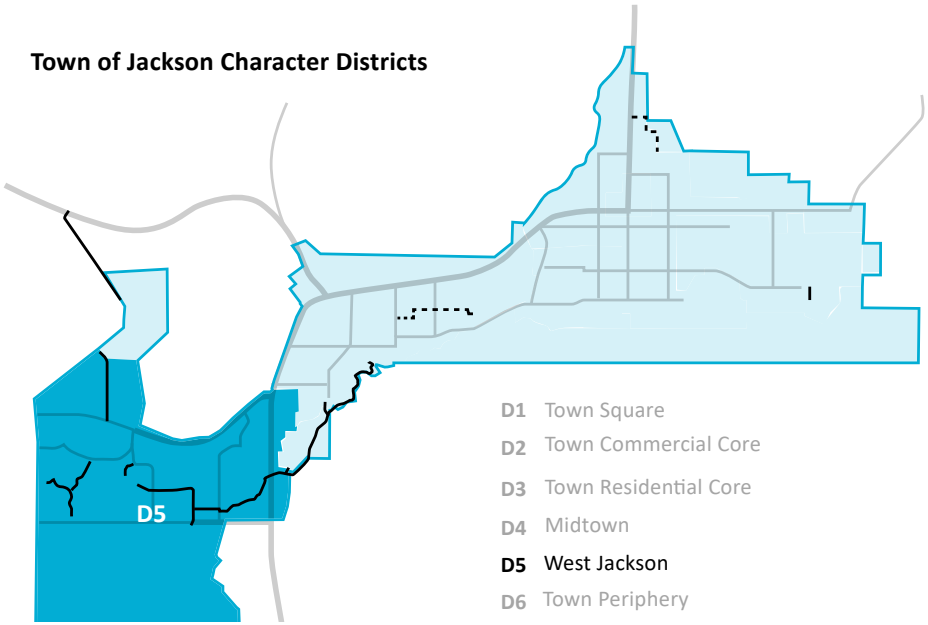
Priority Mobility Overlay

- Major Walkway
- Major Bikeway

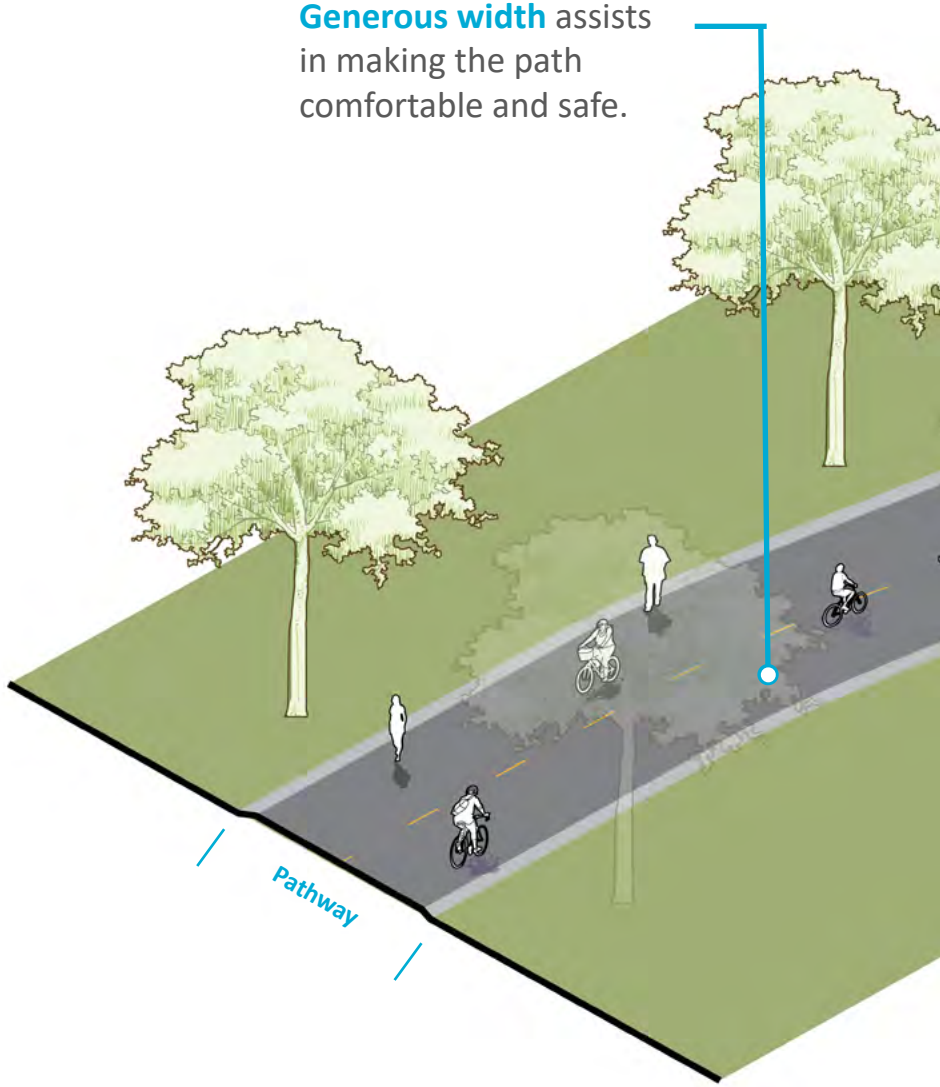
Land Use

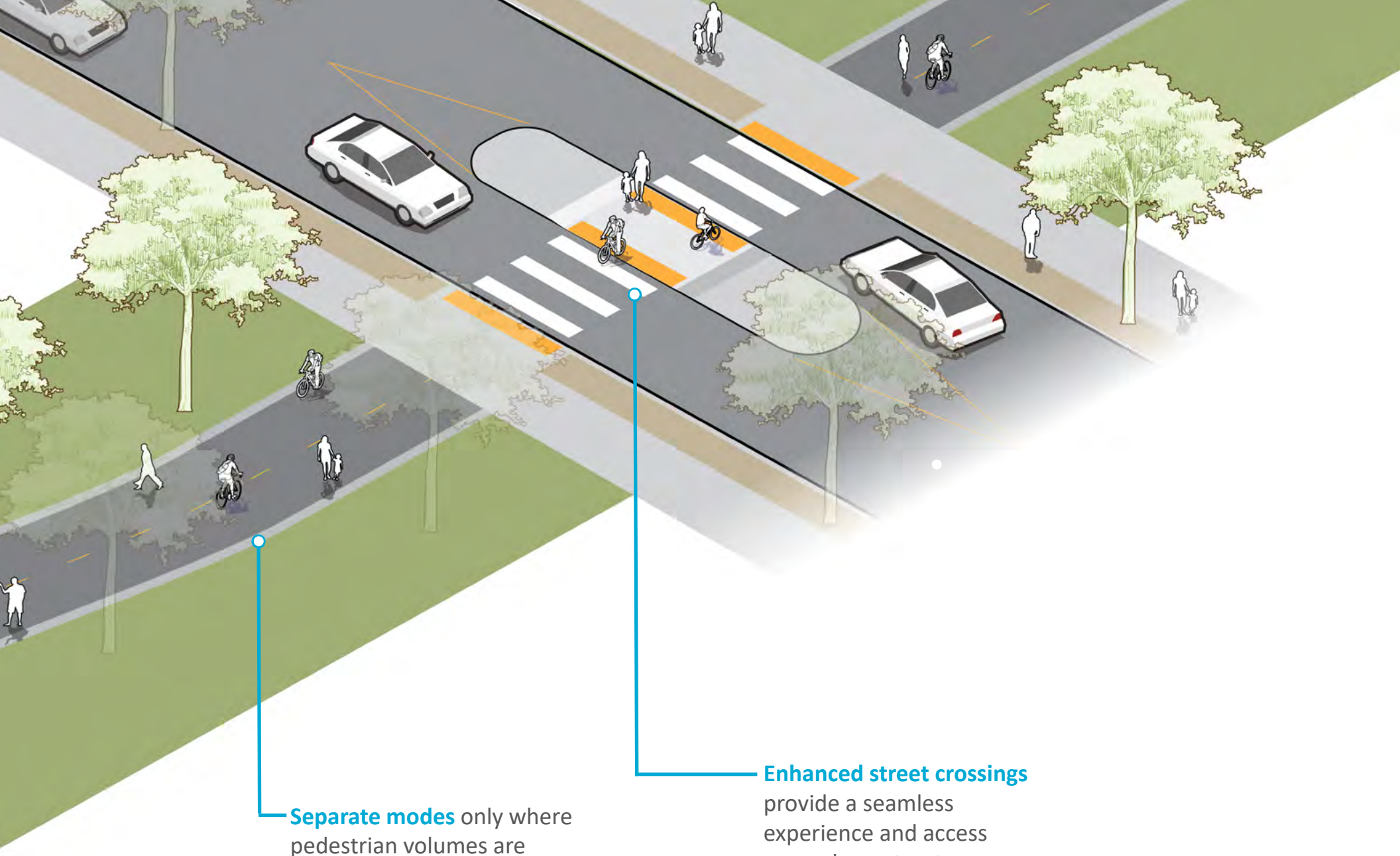
- Shared Use Paths are commonly found in West Jackson (D5) and outside of town.
- In other districts, shared use paths may provide shortcuts bewteen disconnected streets.

Town of Jackson Character Districts



Generous width assists in making the path comfortable and safe.





Separate modes only where pedestrian volumes are expected to be significant.

Enhanced street crossings provide a seamless experience and access across busy streets.

Transportation Engineering Design (TED) Manual

2025

Acknowledgments

PROJECT TEAM

First Last Name, Title

First Last Name, Title

STEERING COMMITTIEE

First Last Name, Title

First Last Name, Title

CITY COUNCIL

First Last Name, Title

First Last Name, Title

COUNTY COMMISSION

First Last Name, Title

First Last Name, Title

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CHAPTER 1

Introduction & Purpose

1 Introduction

The Transportation Engineering Design Manual informs the planning and design of all future street and pathways projects in Teton County and the Town of Jackson, including street reconstructions and street retrofit projects. The Manual also informs how the County and Town will approach street projects led by partner agencies such as the Wyoming Department of Transportation (WYDOT) and state or federal agencies. This manual standardizes street design elements where necessary for consistency and to ensure that minimum requirements are met for efficiency, safety for all users, welfare, convenience, aesthetics, environmental sensitivity, and economical maintenance.

The guidance in this Manual advances the Jackson/Teton County Comprehensive Plan (2020), the 2009 Pathways Master Plan, the 2013 Town of Jackson Bicycle Improvement Plan, the 2015 Town of Jackson Community Streets Plan, the 2012 Town of Jackson Construction Standards, and the 2025-2030 START Transit Routing Plan, and was developed in tandem with the 2025 Town of Jackson and Teton County Comprehensive Safety Action Plan. This Manual is a key step to make walking, biking, and transit real options for people of all backgrounds throughout the County and Town.

This Manual, along with the updated Community Streets Plan (2025), will provide the Town and County with a more systematic approach to transportation design, from the planning and decision-making process to implementation. This Manual should be used during the design process, but it should also be used earlier in the project development process to ensure that the concepts are incorporated at the outset of project development, not as an afterthought.

Street maintenance, from snow plowing operations to infrastructure repair, should always be considered during the planning and design of all street and pathway projects. The last chapter in this Manual provides information and guidance related to street maintenance.

Lastly, while this Manual is intended as a best-practices guide, it cannot address every scenario that may arise, so elements such as project context, intent, and other constraints should always be taken into consideration. The manual is intended to inform all projects, but each project has unique characteristics that impact final design decisions and, in some cases, the best design for a particular situation might not be found in this manual.

Source: Alta Planning + Design

1.2 HOW TO USE

This Manual provides both general design guidance and additional considerations for many street design elements that would be found within the streetscape. These are referred to as 'elements' or 'facilities'. For the purposes of this document 'street' refers to the public right of way that forms the transportation network. For example, sidewalks and vehicle lanes are both elements that make up part of the street. Each section of this manual is organized into categories including **General Guidance, Considerations, Relevant Resources, and Applicable Street Typologies.** Some sections within the TED Manual may not have each of the following subsections depending on applicability.

GENERAL GUIDANCE

This subsection provides general design guidance that should largely be applied regardless of context.

CONSIDERATIONS

This subsection provides additional discussion about specific design details and nuance, and provides guidance for unique contexts.

Relevant Resources

Much of this design guidance was developed or adapted from other resources. For each design element/facility or group of similar design elements, the Manual provides information on which external guidance resource(s) are relevant for that element . Where applicable, specific chapters or sections of those resources are referred to as well.

Applicable Street Typologies

This subsection ties the design guidance to the Community Streets Plan (CSP) typologies. This is an attempt to provide useful guidance on which types of streets each element will typically be most applicable to; it should not be used to supersede project-specific needs or other contextual considerations.

1.3 RELATIONSHIP TO OTHER STANDARDS & GUIDANCE

The TED Manual provides local street design guidance that builds on state and national standards and best practices. This Manual is intended to assist Town and County staff and those working within the two jurisdictions with the planning and design of streets that both reflect Town and County policies and guidelines and are informed by national multi-modal planning and design best practices. The Wyoming Department of Transportation (WYDOT) Standard Plans and Town of Jackson Construction Standards offer additional standards and information to guide detailed design.

1.3.1 BASIS OF GUIDANCE

The guidance in this Manual is based on national best practices, including guidance from the American Association of State Highway and Transportation Officials (AASHTO), the Federal Highway Administration (FHWA), and the National Association of City Transportation Officials (NACTO). Specific guidance referenced in this document includes, but is not limited to:

AASHTO

- A Policy on Geometric Design of Highways & Streets (2018)
- Guide for the Development of Bicycle Facilities (2024)
- Guide for the Planning, Design, & Operation of Pedestrian Facilities (2021)

FHWA

- Manual of Uniform Traffic Control Devices (2023)
- Small Town and Rural Multimodal Networks (2016)

NACTO

- Urban Bikeway Design Guide (3rd Edition, 2025)
- Urban Street Design Guide (2013)

UNITED STATES ACCESS BOARD

- Public Right of Way Access Guidelines (2023)

While the versions cited above were used to develop this Manual, the user is directed to ensure that they are following the most current and recent version of the referenced document.

1.4 LOCAL POLICY GUIDANCE

The TED Manual is one of the three primary documents that will inform street planning and design in Teton County and the Town of Jackson. Paired with the Land Development Regulations (LDRs) and 2025 Community Streets Plan (CSP), these documents will regulate and guide land development, the street network, street cross sections, and street design elements. The following table summarizes the coordination between the regulatory tools and applicability for different elements.

The TED Manual includes applicable references to the LDRs and the CSP , but these documents themselves should also be referenced by designers and developers during projects as needed. For projects within the Town of Jackson, the Town LDRs will apply. Teton County's LDRs apply outside of the Town of Jackson.

Table 1. *Coordinated Regulatory Tools*

	THIS MANUAL (TED) *TOWN & COUNTY*	**LAND DEVELOPMENT REGULATIONS (LDRS)** *TOWN & COUNTY*	**COMMUNITY STREETS PLAN (CSP)** *TOWN ONLY*
Street Network & Uses	• Refers to CSP	• Generally, refers to CSP and other relevant County plans. • Includes TS-1 zoning district Boardwalk requirement.	• Primary source for guidance on street networks in the Town of Jackson. Defines typologies and modal priorities for each street in the Town.
Street Cross Sections	• Refers to CSP, and provides dimensions based on context. See Section 1.6 for more information.	• Refers to CSP (§2.2.1B) • In some cases, contains specific standards for right-of-way and facility widths.	• Provides typical street cross sections without dimensions.
Street Design Elements	• Primary source for detailed road facility dimensions, design guidance, and street elements.	• Provides standards for certain amenities that are often constructed as part of private development projects.	• Includes cross section elements for each street typology. • Refers to TED for facility details.
Private Development	• Refers to LDRs. Private development projects that construct public facilities such as sidewalks should reference the TED Manual for consistency.	• Contains minimum standards for private streets and public facilities (like sidewalks and boardwalks) developed as part of private development projects.	• Not applicable, except in cases where LDRs refer to CSP cross sections.

1.5 SAFETY ACTION PLAN

The TED Manual was developed in tandem with the Town of Jackson and Teton County Comprehensive Safety Action Plan (2025) and the updated Town of Jackson Community Streets Plan (2025) , both of which envision a street network that is safe for people of all ages, abilities, and modes. Teton County and the Town of Jackson intend to incorporate safety for all users into every facet of street design, and the guidance in this Manual reflects that.

1.5.1 SAFETY COUNTERMEASURES

The Safety Action Plan identifies countermeasures that can be used to address common crash types and high frequency crash locations in Teton County and the Town of Jackson with the goal of reducing fatalities and serious injuries. Additional information for each countermeasure, such as crash profile applicability and crash modification factor, is also provided. Further design guidance for many of these countermeasures is provided here in the TED Manual.

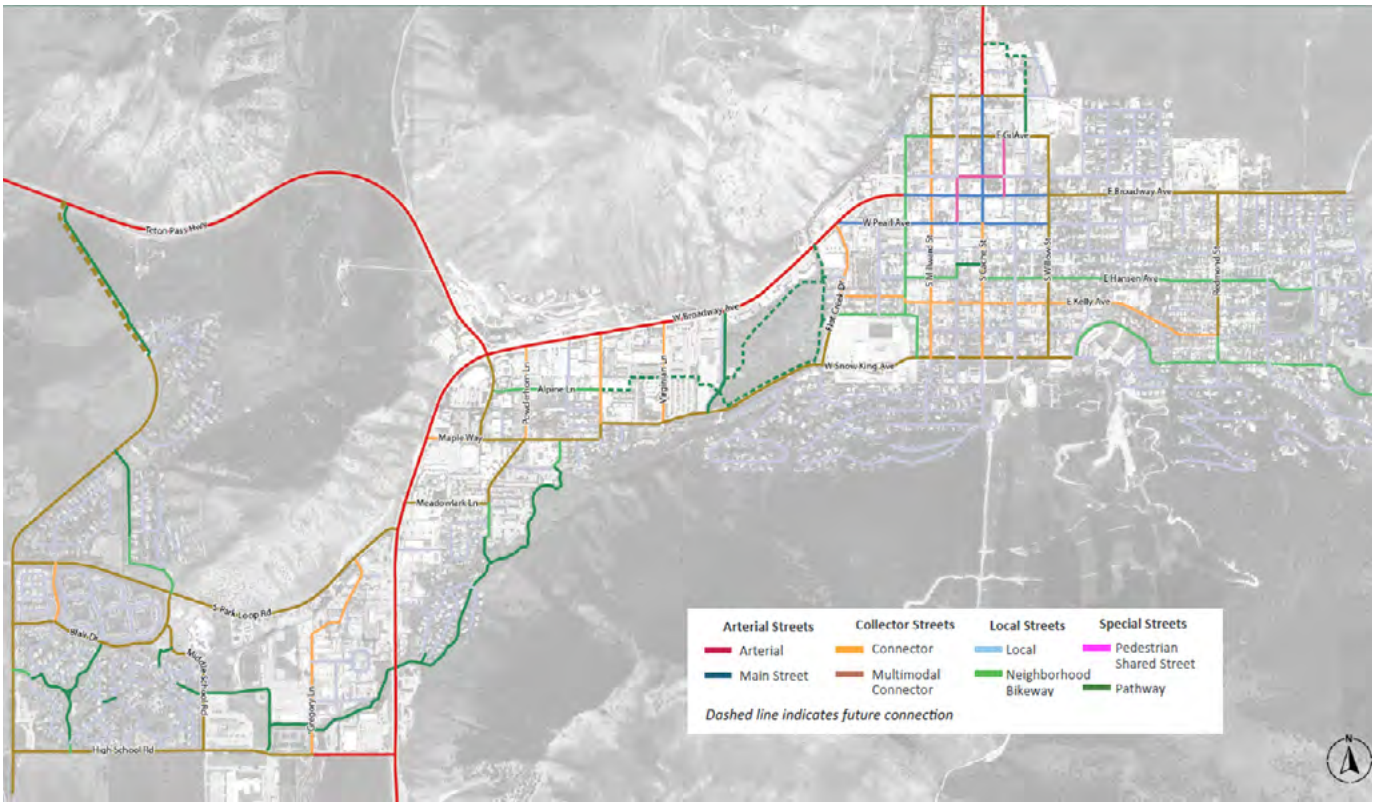
Relevant Resources

- FHWA Proven Safety Countermeasures
- FHWA Pedestrian Safety Guide & Countermeasure Selection System

1.6 COMMUNITY STREETS PLAN

The Community Streets Plan (CSP) is an updated mobility framework for the Town of Jackson and includes eight Street Typologies within four categories: Arterial Streets, Connector Streets, Local Streets, and Special Streets. These street typologies and typical sections are based upon the intended type and level of use for each street. The adopted street typologies in the Community Streets Plan are shown on the Street Typologies Map below.

Figure 1. *Community Streets Plan's Street Typologies Map*

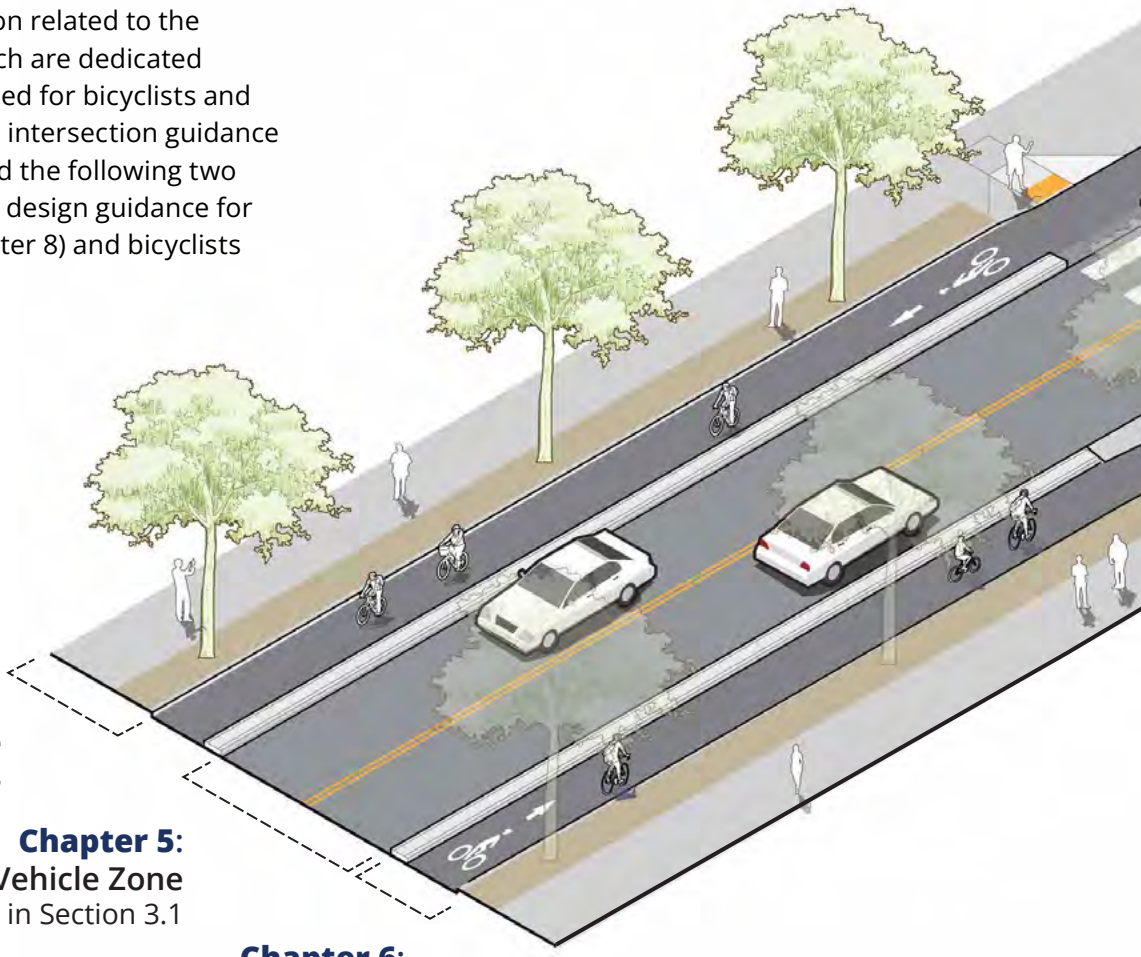


1.6.1 IMPLEMENTING THE STREET TYPOLOGIES

The Town of Jackson will use the design guidance in this Manual to implement the Street Typologies and associated typical sections found in the CSP. For more information on these Street Typologies and to view all the typical sections for each Street Typology, please refer to the Community Streets Plan.

The typical sections show what a typical street of that Typology may contain, but do not provide dimensional or contextual guidance, as that guidance instead resides within this Manual. The guidance in this Manual is organized by the primary zones found within a given street; the Vehicle Street Zone (Chapter 3), the Pedestrian/ Sidewalk Zone (Chapter 4), and the Bikeway Zone (Chapter 5).

Chapter 6 provides information related to the Pathway Street Typology, which are dedicated paths, often off-street, intended for bicyclists and pedestrians to share. General intersection guidance can be found in Chapter 7, and the following two chapters provide intersection design guidance for specifically pedestrians (Chapter 8) and bicyclists (Chapter 9).



Chapter 4:
Sidewalk/Pedestrian Zone
Widths found in Section 4.3

Chapter 5:
Vehicle Zone
Widths found in Section 3.1

Chapter 6:
Bicycle Zone
Widths found in Section 5.2 and 5.3

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.

CHAPTER 2

Design Needs & Users

2 Design Needs and Users

The design of each Street Design Element should consider the specific context of its application and its use by the intended design users. Judgement and flexibility are important factors in ensuring that the street is designed appropriately for its context with regards to the design users and the needs for the roadway and individual elements. A common problem in traffic engineering is streets that are overdesigned for their needs, which leads to lower safety and decreased comfort of users. This Manual is a tool to help “right-size” the design of streets to best serve all users.

Source: Alta Planning + Design

2.1 VEHICLES

Vehicles are the "user" of the vehicle lanes. The design vehicle of a street should be appropriate for the surrounding environment and context. The Mobility overlays from the CSP can help to identify modal priority on a given street, which can help guide design vehicle selection.

A large variety of vehicles use the street network, occupying different dimensions and operating space while making turns. Based on adjacent land use, traffic counts or assumptions can be made to determine the number and type of heavy vehicles that need to be accommodated along a roadway or at an intersection. Design vehicles and their applications are discussed within the Intersections Chapter (Chapter 7) in Section 7.1, with discussion of appropriate vehicle selection and design flexibility/assumptions for accommodating them at intersections.

2.2 PEDESTRIANS

Pedestrians of all ages and abilities represent a key part of the transportation landscape and are made up of a wide range of physical, cognitive, and sensory capabilities. Pedestrians may include children, adults, and older individuals; people walking, running, or rolling in wheelchairs or other mobility devices; people pushing strollers, using canes or walkers, and people who are blind or have impaired vision. The needs of all of these pedestrian users must be considered when designing streets.

Generally, a pedestrian design speed of 3.5 ft/sec should be used when designing for pedestrians at signalized intersections. In areas with larger populations of older pedestrians or pedestrians with physical disabilities, a design speed of 3.0 ft/sec may be more appropriate.

The average adult pedestrian operates in a width of about 2.5 ft when walking in a straight line. Those using mobility devices, pushing strollers, or carrying bags typically require 3-4 ft of operating space. These widths factor into minimum sidewalk requirements discussed in the Sidewalk chapter.

Relevant Resources

- AASHTO Guide for the Planning, Design, and Operation of Pedestrian Facilities (Chapter 2.4)

2.3 BICYCLISTS AND OTHER MICROMOBILITY USERS

Bikeway users include children, teens, adults, older adults, and people with disabilities using a variety of different bicycle types and other micromobility devices (see Devices below). Children, older adults, and people with disabilities all have different abilities when it comes to riding a bicycle than able-bodied adults, and all are particularly vulnerable in the event of a crash. The needs and comfort of all these bikeway users should be considered during design.

The average adult bicyclist cycles 8 to 12 mph on level grades, but some can maintain up to 25-30 mph. Electric bicycles, or e-bikes, can travel at speeds of 15 mph or faster, depending on the class of e-bike. It should be kept in mind that even among adults, the ability, knowledge, and comfort levels of people on bikes vary widely. Children typically cycle 6.5 to 11.5 mph and have lower physical, spatial, and temporal abilities than adults. This means they may have slower reaction times, less-developed motor skills, less understanding of the 'rules-of-the-road', and often cannot judge the speed or distance of approaching vehicles. Older adults also require special consideration, as they may ride slower and have reduced stability and slower reaction times.

People with a wide range of disabilities ride bikes, and for some people with disabilities, bicycling is a critical mobility alternative to driving. Those with disabilities may use many devices such as e-bikes, recumbent bicycles, hand-cycles, trikes, or assistive mobility devices such as scooters or wheelchairs. These bikeway users benefit from wider bicycle lanes and less physical obstacles at or near the bikeway. People with low vision benefit from clear and legible wayfinding, delineation, and pavement markings.

An All Ages and Abilities (AA&A) bikeway is one that is comfortable for all users. Most bikeways should be designed as AA&A facilities, as this will not only encourage more people to use them, but it will also provide a higher level of comfort and safety for everyone. Anticipated speed differentials between users is another important consideration in bikeway design.

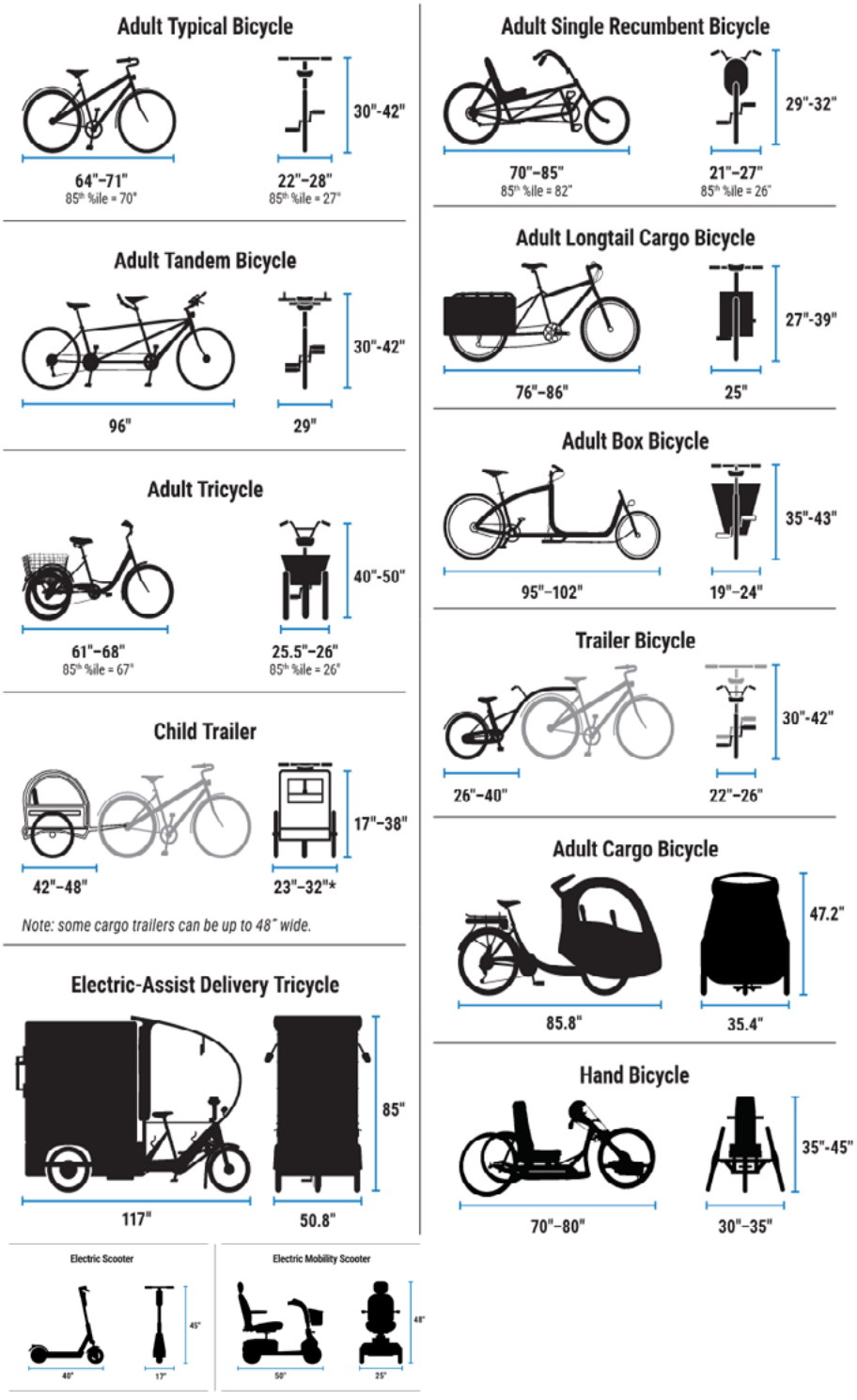
The speed and operation of bikeway users also depends on the bike or micromobility device they are riding; for example, e-bikes reach and maintain significantly higher average speeds. Some of the typical bikeway devices are shown in the graphic below, along with typical operating dimensions.

Bikeway design and bicycle parking should account for non-standard bicycles and devices that may be wider, longer, and/or lower to the ground than standard bicycles.

CONSIDERATIONS

The Town of Jackson and Teton County Pathway system serves pedestrians, bicyclists, e-bikers, and other users such as joggers and rollerbladers. See Section 6.1 for additional information on those design users.

Figure 2. *Common Adult Bicycles and Electric Assist Mobility Devices (AASHTO Guide for the Development of Bicycle Facilities, Figure 2-3)*



Relevant Resources

- AASHTO Guide for the Development of Bicycle Facilities (Chapter 2.3, 2.4, 2.5, 5.2, 5.3)
- NACTO Urban Bikeway Design Guide (Chapter 3.1)

CHAPTER 3

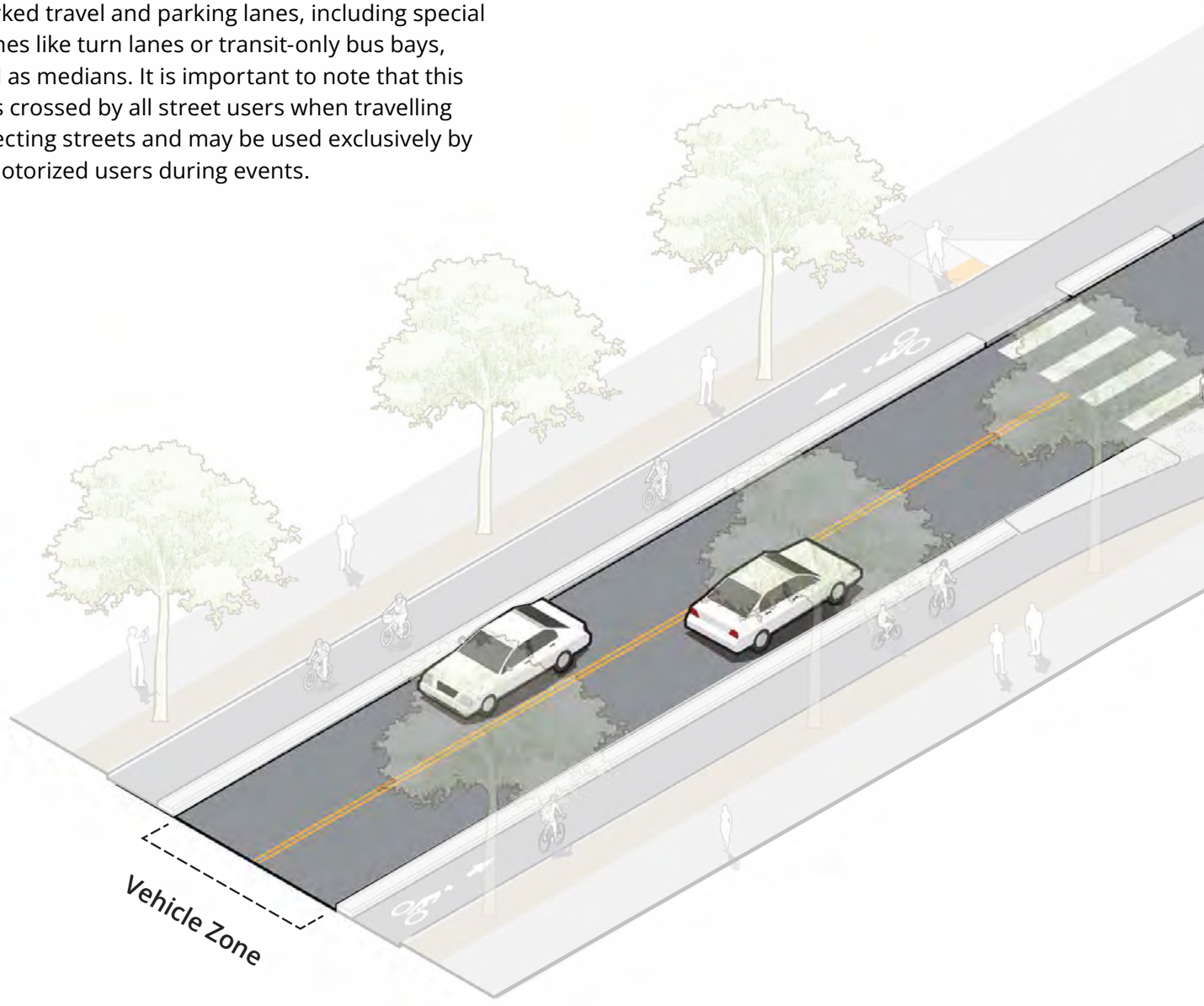
Vehicle Zone

3 Vehicle Zone

The zone for motorized vehicles is typically located in the center of the right-of-way. This zone provides space for people driving and riding in motor vehicles, including transit. On many corridors, people riding bicycles and micromobility also share this space, and the bikeway zone – if present – may be in the street zone as well. The edges of this zone often provide space for motor vehicle parking, stopping buses, loading and unloading, or parklets and bicycle corrals.

The vehicle zone may contain multiple marked or unmarked travel and parking lanes, including special use lanes like turn lanes or transit-only bus bays, as well as medians. It is important to note that this zone is crossed by all street users when travelling intersecting streets and may be used exclusively by non-motorized users during events.

Gutters and catch basins are also included typically at the edge of the vehicle zone; they provide critical space for conveyance of stormwater and are generally not considered functional travel space for vehicles or bicyclists/micromobility users but can be included in width considerations with respect to vehicle parking.



3.1 LANE WIDTHS

GENERAL GUIDANCE

The widths allocated to lanes for vehicles, bikes, and parked vehicles is a sensitive and crucial aspect of street design. The space provided for each street element should serve all needs and reflect the intent, context, and character of the street. Vehicle lane widths should be informed by an understanding of the goals for traffic calming as well as making adequate space for larger vehicles such as trucks and buses.

Wider vehicle lanes correlate with higher vehicle speeds, which in turn increases crash severity and potential for serious injury or death, especially for vulnerable users. Care should be taken to minimize vehicle lane widths while still providing adequate space for larger vehicles.

3.1.2 TYPICAL DIMENSIONS

The following table provides guidance for lane widths based on CSP Street Typology. Refer to the CSP for specific context for each Typology.

Lane widths are typically measured from center of pavement marking stripe to center of adjacent lane stripe or face of curb. On streets without curb, the edge of pavement should be used in determining dimensions.

Table 2. *Recommended Lane Widths*

	RECOMMENDED LANE WIDTHS (FT)					
Street Typology	Travel Lane	Turn-Only	Bus-Only	Median	Parking	Bus Pull-Out
Arterial	11	10	11*	6+	n/a	10
Main Street	11	10	11*	6+	9	10
Connector	10	10	11*	6+	8	10
Multimodal Connector	10	10	11*	6+	8	10
Local	8-10**	10	n/a	***	7-8	n/a
Neighborhood Bikeway	8-10**	10	n/a	***	7-8	n/a
Pedestrian Shared Street		n/a	n/a	n/a		n/a

** 10' if adjacent to 2' gutter pan*

*** Local streets often do not have nor require center-line striping. In this case, street width can be as narrow as 16' for the two-way un-striped travel space.*

**** See traffic calming section*

CONSIDERATIONS

1. For streets with frequent transit or heavy truck volumes, one travel lane of 11 ft in each direction may be considered.

2. For turn lanes with heavy bus or heavy truck volumes, 11 ft may be considered.

3. 4-6 ft medians can be considered in constrained rights-of-way but crosswalk striping should be maintained through the median where applicable. See Median section.

4. 7 ft wide parking lanes should be considered in residential areas with constrained right-of-way. In some industrial areas or streets with heavy truck volumes, 9 ft wide parking lanes may be considered.

5. In constrained right-of-way, an 8 ft wide bus pull out may be considered. A bus pull-out of 4 ft may be used on local streets to provide space for the bus to pull partly out of the travel lane to provide space for traffic to pass while the bus is stopped.

6. For County Roads, refer to Teton County LDR Div. 7.6.4 for lane widths. widths.

7. Variations from these widths should be approved by the Town or County Engineer.

Relevant Resources

- AASHTO A Policy on Geometric Design of Highways and Streets
- AASHTO Guide for Geometric Design of Transit Facilities on Highway and Streets
- FHWA Achieving Multimodal Networks (2016) (Part 1)
- NACTO Urban Street Design Guide

3.2 DESIGN SPEED

Safe traffic speeds are essential to eliminate traffic deaths and severe injuries. Streets also help define the character of neighborhoods and the ability of all street users to get around safely and comfortably regardless of their mode. A street's design should interact with the surrounding context including its history, character, land uses, and nearby landmarks. Design speed contributes to the function and character of a street to be more walkable and bikeable, support investments in transit, foster social engagement and community pride, support the local economy and property values, and improve livability.

GENERAL GUIDANCE

Design speed should be established considering surrounding land uses, available right-of-way, street type, adopted general and specific plans, and overall intent of the corridor in coordination with other Town or County codes and ordinances.

Recommended design speeds apply to design factors that impact vehicle speed (e.g. horizontal and vertical curves, stopping sight distance, and traffic calming measures). Design speeds on individual streets should generally match the desired speed limit after construction. The table below provides design speeds based on street classification or typology and differentiates between Town and County streets.

Designing streets with a design speed that matches the target speed for vehicles can result in "self-enforcing" streets, encouraging operating speeds that match the posted, target speeds of the street, resulting in safer driver behaviors and street environments.

Table 3. *Vehicular Design Speed*

	DESIGN SPEED (MPH)	
Street Typology	Town Street	County Street
Arterial	Per WYDOT Standard	Per WYDOT Standard
Main Street	15-20	Per WYDOT Standard
Connector/Collector	25	Per County LDR (25-40)
Multimodal Connector	20-25	Per County LDR (25-40)
Local	15-20	Per County LDR (15-30)
Neighborhood Bikeway	15-20	15-20
Pedestrian Shared street	15-20	5
Pathway	10-15	10-15

CONSIDERATIONS

Pedestrian Shared Streets, Neighborhood Bikeways, Local Streets, and Multimodal Connectors may have posted speed limits lower than the design speed to encourage safety and reflect modal priority such as walking and biking.

The addition of vertical and horizontal traffic calming elements may be used to align the design speed with the posted speed. See Section 3.5 for guidance on traffic calming.

Design and posted speed limits on Town and County streets should be appropriate based on factors such as crash history, level of bicycle and pedestrian activity, surrounding land use, intersection spacing and driveway frequency, roadway geometry and terrain, traffic volumes, and observed and target speeds.

Relevant Resources

- AASHTO A Policy on Geometric Design of Highways and Streets
- FHWA Proven Safety Countermeasures (Appropriate Speed Limits for All Road Users)
- FHWA Self-Enforcing Roadways: A Guidance Report (2018)
- NACTO City Limits (2020)

3.3 CURBSIDE AREA

The curbside area of the street zone is often used for uses such as -- but not limited to -- vehicle parking, freight loading and unloading, bus boarding and alighting, passenger drop-off, bicycle corrals, mobility hubs, parklets, street cafes, expanded landscaping/greening, signage, and furniture.

Source: Nick Falbo, Mobycon

3.3.1 VEHICLE PARKING

General Guidance

Vehicle parking may be provided on-street based on the available right of way and intended street use. Parking may sometimes be reduced to allocate space for bicycle, pedestrian, and frontage facilities.

For guidance on parking lane widths, see Section 3.1.

Applicable Street Typologies

- Main Street, Connector, Multimodal Connector, Local, Neighborhood Bikeway

3.3.2 ACCESSIBLE PARKING ZONES

General guidance

Generally, accessible parking spaces are required on streets where parking is metered or designated for public use. Accessible parking spaces must comply with the most recent version of the Public Right of Way Access Guidelines (PROWAG). Accessible parking spaces must be 13 ft by 24 ft long. For dimensions and the required number of accessibility parking spaces please refer to PROWAG. Please also see Teton County LDR 6.2 and Town of Jackson LDR 6.2 for additional accessible parking requirements.

Accessible parking spaces should be located near a crosswalk wherever possible, both midblock and at intersections, with access to the crosswalk via a curb ramp or blended transition. Ramps that only serve accessible parking spaces do not require detectable warnings. Tactile directional indicators (TDIs) may be used to guide blind or pedestrians with low vision to the accessible parking space.

Considerations

Where adjacent to a separated bikeway, access to the sidewalk should be provided with a curb ramp or blended transition. The bikeway may be narrowed to a minimum width of 4 ft along the accessible parking space to provide the width for the parking space.

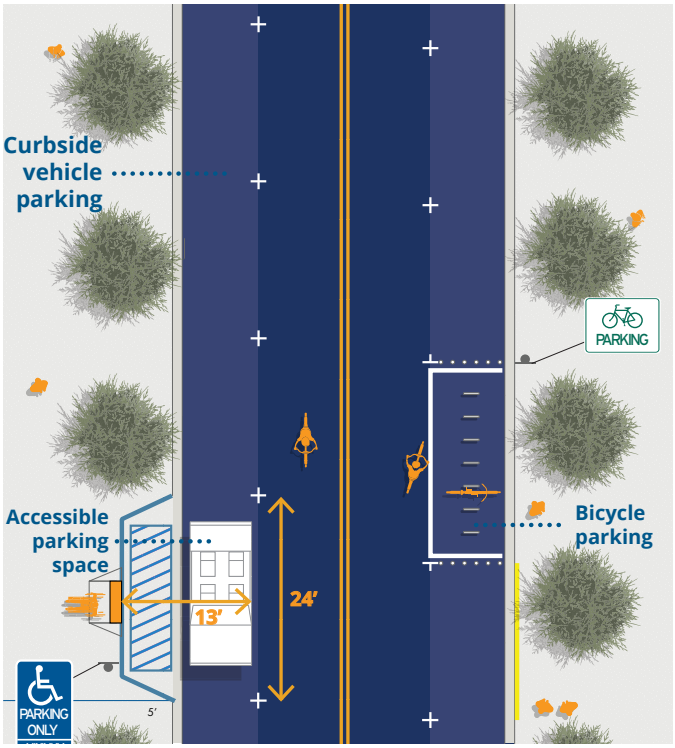


Figure 3. *Curbside Uses*

Applicable Street Typologies

- Main Street, Connector, Multimodal Connector, Local, Neighborhood Bikeway

Relevant Resources

- Public Right of Way Accessibility Guidelines
- NACTO Urban Bikeway Design Guide (Chapter 3.6)

3.3.3 BICYCLE CORRALS AND MOBILITY HUBS

The curbside area on streets with sufficient space may be utilized to provide parking and amenity space that supports multiple modes of transportation. These spaces often occupy the space of one or two on-street parking spaces to accommodate on-street bicycle parking (also called bicycle corrals) and/or micromobility share (bikes, scooters). For additional information on bicycle parking, see Section 4.7.

Applicable Street Typologies

- Main Street, Connector, Multimodal Connector

Relevant Resources

- AASHTO Guide for the Development of Bicycle Facilities (Chapter 16.3)
- NACTO Urban Bikeway Design Guide (Chapter 5.3)
- APBP Essentials of Bike Parking: Selecting and Installing Bike Parking That Works (Section 2)

3.3.4 LOADING ZONES

General Guidance

Where possible, locate both passenger and commercial loading zones at block ends for easier maneuverability and turnover.

For passenger loading, the site design should provide the lengths below for one vehicle. If more than one vehicle is expected to be accommodated at once, add 20' per extra vehicle.

- 20' length for far-side locations
- 40' length for near-side locations
- 60' length for mid-block locations, to provide maneuvering in and out

For commercial loading for box trucks or vans, provide 50' to accommodate entering, exiting, and parking within the loading zone.

Considerations

If a loading zone is adjacent to a bikeway, the design should minimize conflicts between users.

If a loading zone is next to a separated bikeway where the bikeway remains curbside, such as a parking-protected bikeway (see Section 5.3), the bikeway may be narrowed to a minimum width of 4 ft along the length of the loading zone (or a minimum of 8 ft if a two-way bike facility) with a minimum 5 ft buffer between the loading zone and bikeway. This 5 ft buffer provides space for various loading/ unloading activities to occur outside of the bikeway.

If a loading zone is next to a striped bike lane (See Section 5.2) where the loading zone is curbside, loading/ unloading vehicles will need to cross the striped bike lane to enter the loading zone. As with parking-adjacent striped bike lanes, the bike lane must be a minimum of 6 ft in width when adjacent to loading zones. This width allows for bicyclists to maneuver around the hazard of loading/ unloading activities. Green crossbikes and warning signage should be provided along the length of the loading zone to alert both bikeway users and loading zone users to the potential conflict.

Applicable Street Typologies

- Main Street, Connector, Multimodal Connector, Pedestrian Shared Street

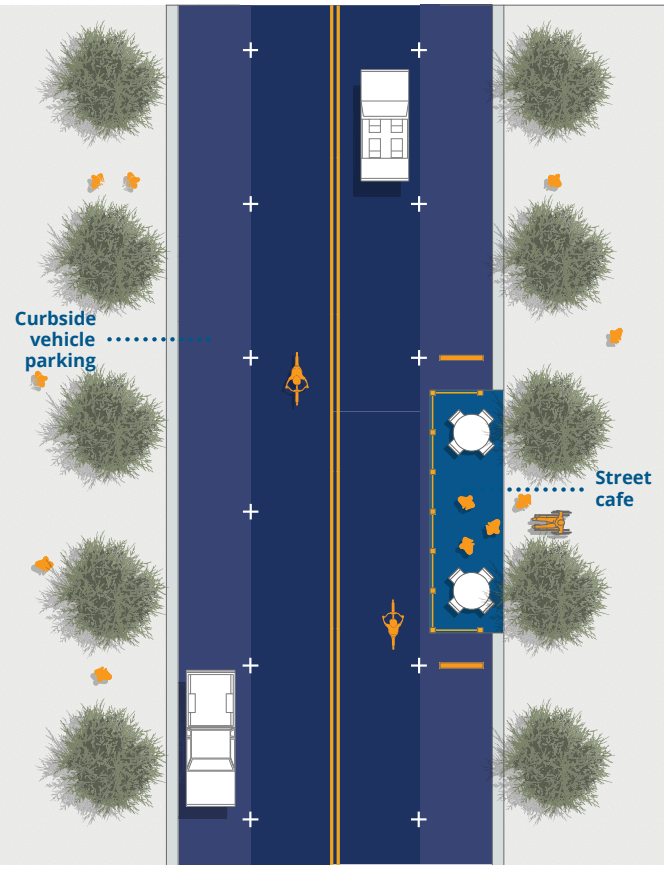
Relevant Resources

- NACTO Urban Bikeway Design Guide (Chapter 3.6)

3.3.5 PARKLETS AND STREET CAFES

Curbside parking lanes may also accommodate parklets and/or street cafes to extend the pedestrian zone into the street. Care should be taken when designing parklets and seating space within the parking lane to protect pedestrians from the travel lanes. Reference Town LDR Chapter 12.10 for additional requirements regarding parklets.

Figure 4. *Curbside Street Cafe*



Applicable Street Typologies

- Main Street, Connector, Multimodal Connector, Local, Pedestrian Shared Street

Relevant Resources

- NACTO Urban Street Design Guide

3.4 MEDIANS

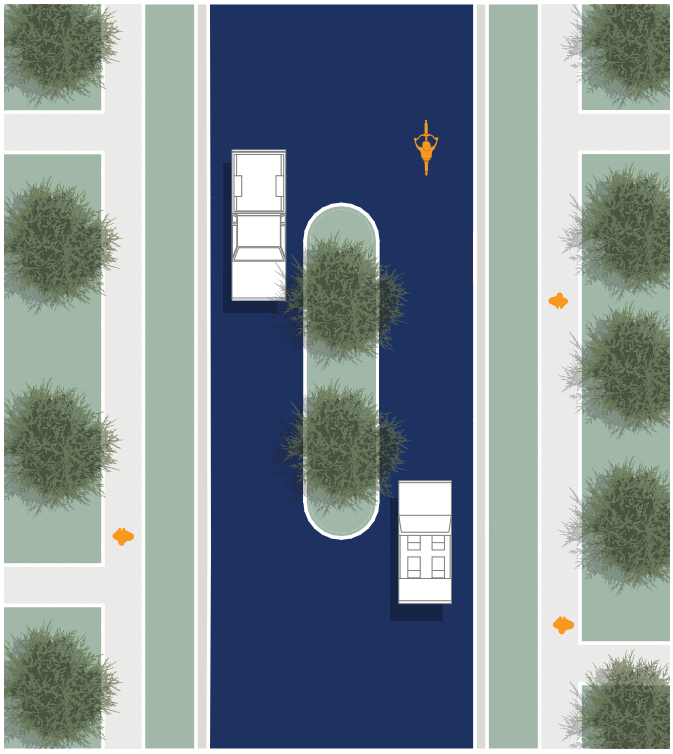
Medians provide a physical, typically raised, barrier between traffic lanes. They are an effective speed-calming measure, and are mentioned below in Traffic Calming, but they are also used for other intended benefits. They can be used to provide refuge for people walking and biking, to protect against head-on motor vehicle crashes, to prevent turns, and to provide space for greening. Medians can be installed as part of street reconstruction or retrofit projects.

GENERAL GUIDANCE

A 1 ft gutter pan is typically used with medians, but storm infrastructure such as catch basins may require a 2 ft gutter pan. The width of the gutter pan should not be calculated as part of the usable travel lane width. If parking is provided adjacent to a median, the gutter pan should be included in the width of the parking lane. See Lane Width section.

Medians should be landscaped, where possible, to provide street greening, shade, beautification, and green stormwater infrastructure where feasible. Landscaping shorter than 3 ft in height allows for continuous visibility across the median. Where trees are planted, gaps should be provided to create clear sight lines. Maintenance of median landscaping should be coordinated ahead of installation with the appropriate Town and/or County staff.

Figure 5. *Median*



CONSIDERATIONS

Medians may be designed to be mountable where there is a desire to maintain traversability while discouraging most vehicles from crossing. This consideration is typically for emergency vehicles near hospitals or fire stations. Mountable medians do not have the same benefits as typical curbed medians as they can be crossed by all types of vehicles.

Table 4. *Median Width Design Guidance & Applicability*

MEDIAN WIDTH (FEET)	GUIDANCE & APPLICABILITY
<6	On streets with constrained right of way, medians of <4 ft may be considered, but cannot serve as pedestrian refuge space; any pedestrian crossings through the median should assume the full street width for signal timing purposes and the median should not have detectable warning devices. Often found on local streets as traffic diverter 'islands'.
6	A median width of 6 ft is the absolute minimum that allows for an accessible pedestrian refuge space within the median per PROWAG. Detectable warning surfaces must be at least 2 ft from each other, and each DWS must be at least 2 ft.
8-10	Widths of 8 ft or greater are preferred as they allow for comfortable storage of bicycles and higher volume of pedestrians within the median refuge.
10-11	Widths of 10-11 ft allow for a consistent cross section with two-way left turn lanes (TWLTLs) or dedicated left turn lanes at intersections.

Medians may be placed on local streets, typically spaced periodically as traffic calming islands. These medians, or splitter islands, create a pinch-point in the center of the street, slowing vehicles as they navigate around the island. On most local streets, installation of an island will impact on-street parking for the full length of the island as well as at least one space on either end of the island to allow maneuvering back to the normal travel lanes.

Low-cost or interim/pilot medians may be implemented using paint and delineator posts. These may be effective during street retrofit projects before reconstruction. See Chapter 11 for additional information.

3.4.2 MEDIAN PEDESTRIAN REFUGE

Median refuges are spaces within median islands that accommodate (typically midblock) pedestrian crossings. The refuge shortens pedestrian crossing distances and minimizes potential conflict by splitting the crossing into two stages, requiring pedestrians to cross only one direction of travel at a time.

General Guidance

To provide an accessible refuge, the median must be 6 ft wide to provide detectable warning strips (2 ft) on each edge of the median with a 2 ft minimum gap in between.

To promote safe pedestrian behavior and better driver yielding, angling the cut-through or a z-crossing encourages eye contact between pedestrians and drivers. However, the detectable warnings, crosswalk, and receiving ramps should provide a perpendicular crossing of the street and not be angled or skewed. Rectangular Rapid Flashing Beacons (RRFBs) may be installed in tandem with Median Refuges to further enhance the crossing and promote driver yielding.

Applicable Street Typologies

- Arterial, Main Street, Connector, Multimodal Connector, Local, Neighborhood Bikeway

Relevant Resources

- AASHTO A Policy on Geometric Design of Highways and Streets (Chapter 4.11)
- AASHTO Guide for the Planning, Design, and Operation of Pedestrian Facilities (Chapter 3.6)
- Public Right of Way Access Guidelines
- AASHTO Guide for the Planning, Design, and Operation of Pedestrian Facilities (Chapter 3.6)

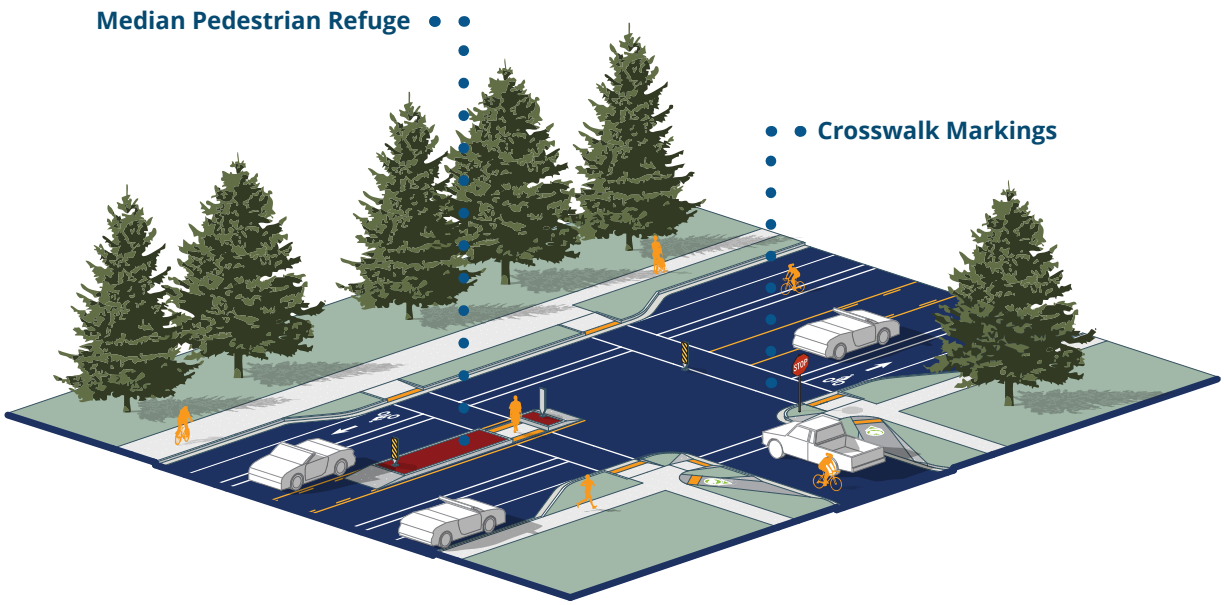


Figure 6. *Median Pedestrian Refuge*

3.5 TRAFFIC CALMING AND SPEED MANAGEMENT

A combination of vertical and horizontal traffic calming elements can be effective at managing safe speeds and traffic volumes appropriate for the street context. These features are most commonly applied on lower speed and volume neighborhood streets, but some of these features can be effectively applied on higher speed and volume roads as well.

GENERAL GUIDANCE

The matrix below outlines the various traffic calming elements that may be installed, as well as information related to the intended outcome of each. Design guidance for each individual element is provided in more detail following the matrix. Design guidance for intersection treatments can be found within the Intersection Section.

CONSIDERATIONS

Emergency services should be consulted prior to installation of vertical and horizontal speed control elements. Identification of designated emergency response routes can aid in the selection of streets to install speed control. The design details of speed humps, tables, and/or cushions can be informed by emergency vehicle specifications to allow emergency vehicles to pass over or through with little to no interference but still have the intended speed control for passenger vehicles.

Applications that narrow the travel way, such as medians, chicanes, and neck-downs/gateways should accommodate the minimum width required by emergency services and maintenance vehicles.

Coordination with emergency services to determine a length at which the minimum width requirement can be deviated from can be useful in placing traffic calming on narrower local streets.

Design and implementation of traffic calming features should include coordination with those responsible for street maintenance. Designs should limit debris, snow, and ice buildup. Sweeping and snow removal methods may need to be adjusted, including specific removal procedures and the use of operators who are familiar with the locations of traffic calming elements. See Chapter 12 for more information.

Table 5. *Intended Outcome of Traffic Calming Treatments*

Intended Outcome of Traffic Calming Installation								
Traffic Calming Element	Reduce Vehicular Operating Speeds	Reduce Vehicular Crash Severity, Frequency	Increase Pedestrian & Bicyclist Safety					
			Reduce Crossing Distance	Decrease Pedestrian Exposure	Increase Pedestrian Safety and Comfort	Reduce Conflict Points	Improved Visibility	Improved Sight Lines
Horizontal Deflection								
Curb Extension	X	X	X	X	X		X	X
Chicane	X							
Neckdown/ Gateway	X				X			
Traffic Circle/ Roundabout	X	X	X		X	X	X	
Median/ Median Refuge	X	X	X	X	X	X	X	X
Vertical Deflection								
Speed Hump	X	X			X			
Speed Cushions	X	X						
Speed Table/ Raised Crosswalk	X	X			X		X	X
Raised intersection	X	X	X		X		X	X

Relevant Resources

- NACTO Urban Street Design Guide
- NACTO Urban Bikeway Design Guide (Chapter 3)
- AASHTO Guide for the Development of Bicycle Facilities (8.4)
- FHWA Small Town and Rural Multimodal Networks (Chapter 2, 5)

3.5.1 VERTICAL DEFLECTION

Vertical traffic calming elements slow vehicle speeds through raised vertical deflections on the street that vehicles need to navigate over. They are most appropriate on streets with speed limits of 30 mph or less. Vertical deflections include speed humps, speed cushions, raised crosswalks, and raised intersections (discussed in Section 7.7).

Speed Humps and Cushions

Speed humps and cushions are parabolic vertical speed control devices designed to lower speeds to 15-20 mph. Speed humps are singular devices that span the full width of the travel way or street. Speed cushions are speed humps with cut-throughs that allow bicycles and emergency vehicles to pass through unimpeded while still requiring typical passenger vehicles to slow down. They are typically used on key emergency response routes.

Speed humps and speed cushions should be placed in a series and at regular intervals for speed calming purposes to maintain an 85th percentile speed of 20-25 mph along the street. For most local streets and neighborhood bikeways, the spacing should be less than 500 ft to maintain target speeds. Signs, like the MUTCD W17-1 “SPEED HUMP” with an advisory speed plaque, should accompany speed humps and cushions to warn drivers of the upcoming device. Speed humps and cushions shall not be placed in front of driveways or other accesses.

- 3-6" high, 12-14' long, with ramps 3-6' long

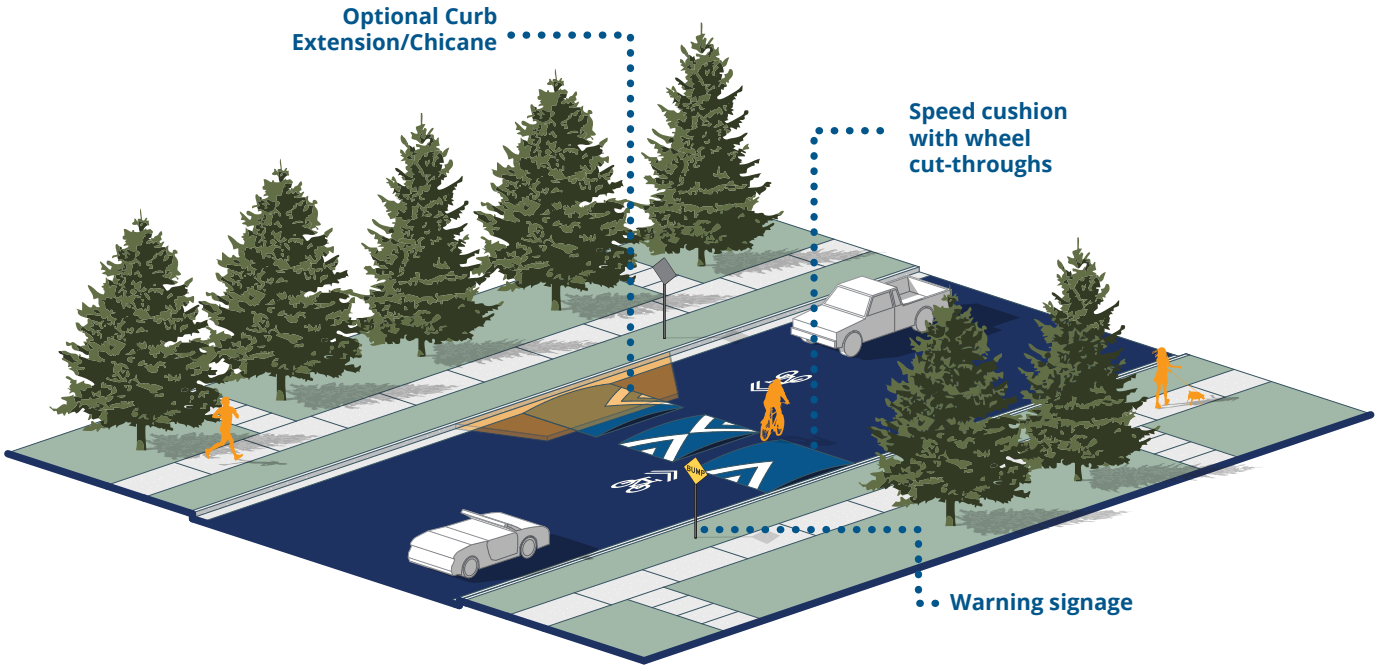


Figure 7. *Speed Cushion*

Speed Tables, Raised Crosswalks, and Continuous Sidewalks

Speed tables are longer than speed humps and raise the entire wheelbase of a passenger car when traversing to reduce traffic speed. When located at a pedestrian crossing location, midblock, or at an intersection, a speed table serves as a raised crosswalk. Similar to speed humps and cushions, signs (MUTCD W17-1 “SPEED HUMP”) should be installed with speed tables to warn drivers of the raised element. If used as raised crosswalk, a MUTCD W11-2 Pedestrian Crossing sign with arrow plaque should be installed at the crossing location.

- 3-6" high, 22' long including ramps 3-6' long

Raised crosswalks increase visibility of pedestrians by keeping them at sidewalk height and encourage driver yielding behavior by slowing vehicles down prior to the crossing. Reference the Raised Crosswalk Section for additional information.

Continuous sidewalks and bikeways are a side street application of a raised crosswalk, maintaining a continuous surface for pedestrians and cyclists and slowing vehicles turning onto or off of the side street as they cross the sidewalk or cycle track. Reference Section 8.5 for additional information.

Applicable Street Typologies

- Local, Neighborhood Bikeway, Pedestrian Shared Street, Main Street

3.5.2 HORIZONTAL DELFLECTION

General Guidance

Horizontal traffic calming elements slow vehicle speeds through horizontal deflection that alters the configuration of the street. Horizontal traffic calming treatments include chicanes and neck-downs, discussed in this section; as well as median islands discussed in Section 3.4; and curb extensions and traffic circles, discussed in Section 7.4 and Section 7.8, respectively.

Chicanes

Chicanes slow driving speeds by creating a sinusoidal travel path with the use of islands or on-street parking that alternates sides of the street. Chicanes may be implemented with curb extensions, islands, or alternating parking. Parking-only applications are best used on streets with high parking utilization to achieve the desired horizontal deflection.

Chicanes have an impact on on-street parking to provide adequate space for the lateral shift in travel path. Drive path simulations should be performed to identify the space needed at the target speed of 15-20 mph. Signs that clearly mark where cars can and cannot park should be installed to maintain maneuvering space and, especially in parking-only applications, to create the desired chicane effect.

Neck-Downs / Gateways

Neck-downs or gateways, also referred to as chokers or pinch points, utilize curb extensions to narrow the street width to deter traveling at high speeds. When installed at midblock crossing locations, neck-downs increase pedestrian visibility and safety by shortening the crossing distance and bringing pedestrian visibility in front of parked cars.

Neck-downs or pinch points impact on-street parking for the length of the pinch point and the

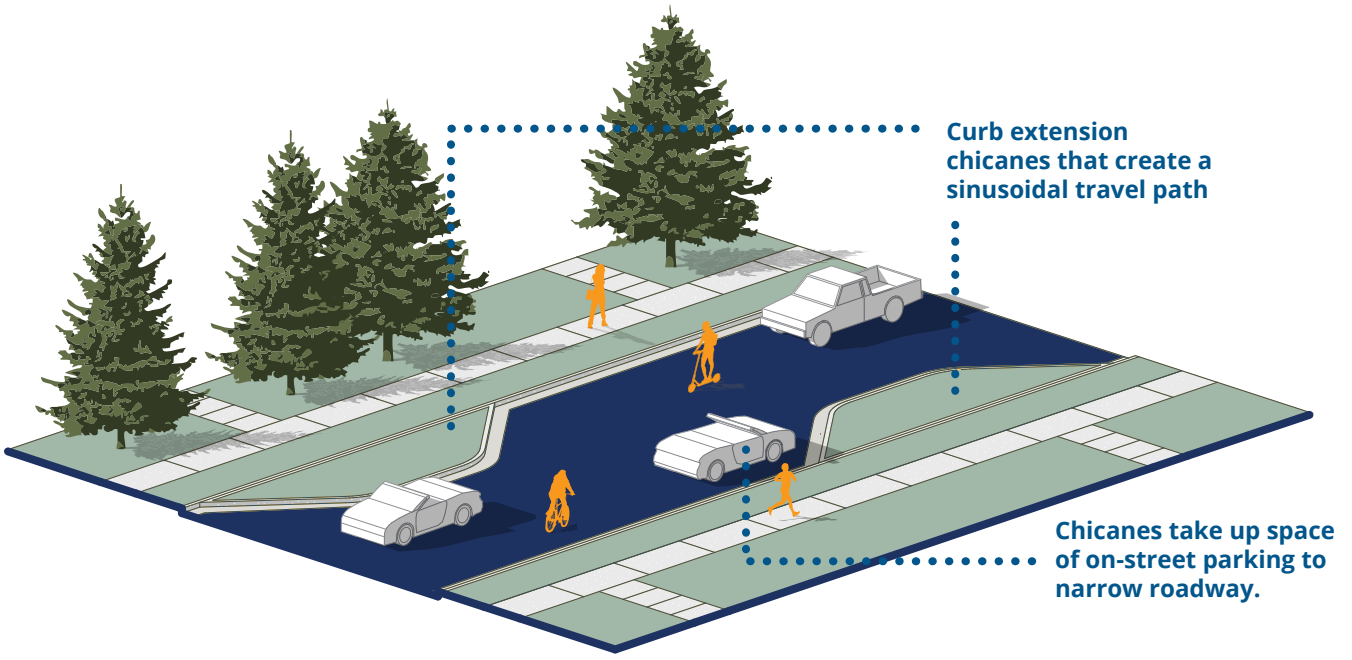


Figure 8. *Chicane*

Applicable Street Typologies

- Main Street, Multimodal Connector, Local, Neighborhood Bikeway, Pedestrian Shared Street

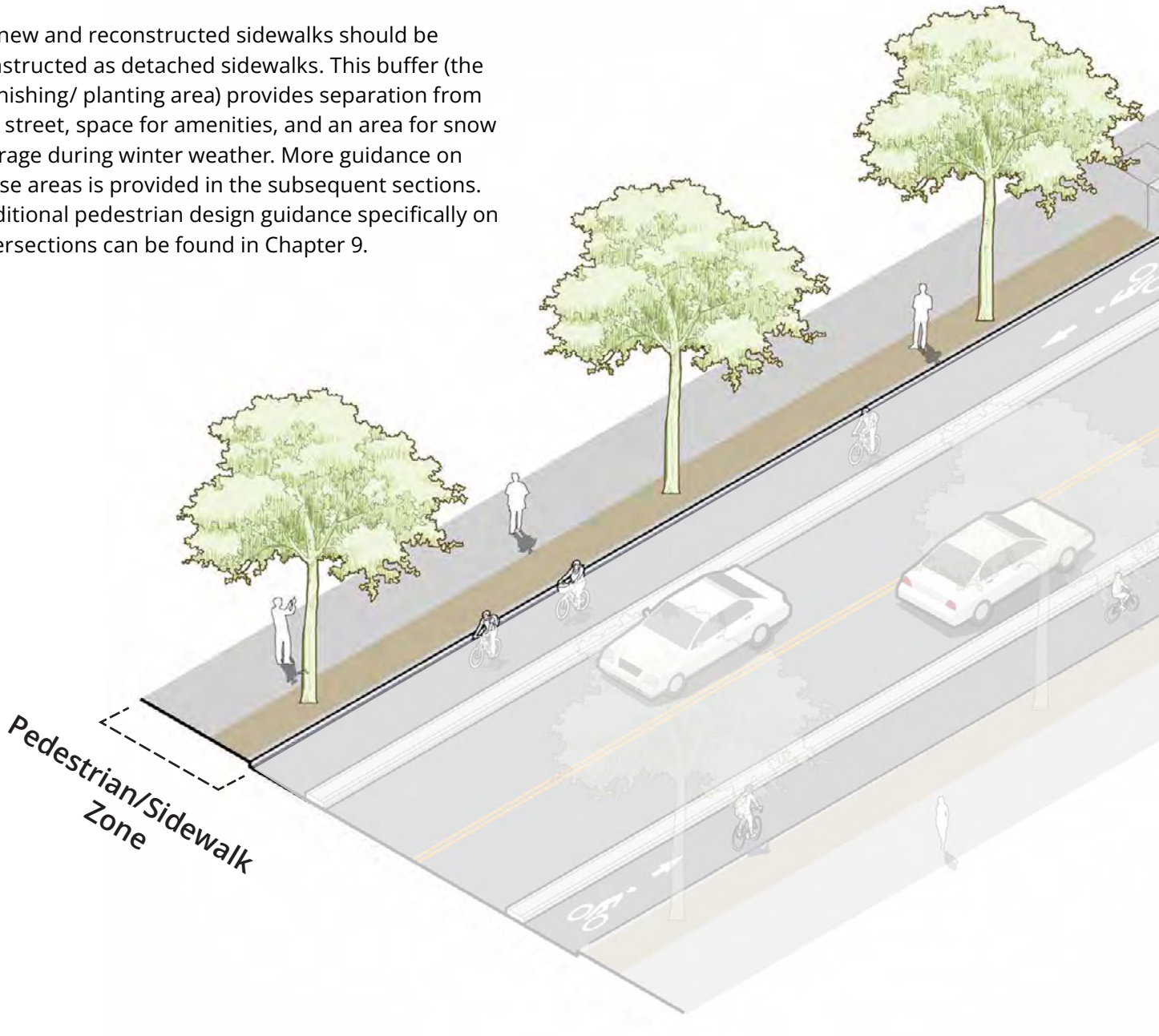
CHAPTER 4

Pedestrian/ Sidewalk Zone

4 Pedestrian/Sidewalk Zone

Comfortable, safe, and accessible pedestrian facilities play an essential role in creating better public spaces for everyone. Building and maintaining accessible sidewalks and adjacent zones is a critical part of any transportation network. The pedestrian zone is the portion of a street that is between the edge of street and the edge of right-of-way. For the purpose of this chapter, sidewalks include the building transition/frontage area adjacent to buildings, the pedestrian through area for people to walk and roll through, and the furnishing/ planting area near the curb.

All new and reconstructed sidewalks should be constructed as detached sidewalks. This buffer (the furnishing/ planting area) provides separation from the street, space for amenities, and an area for snow storage during winter weather. More guidance on these areas is provided in the subsequent sections. Additional pedestrian design guidance specifically on intersections can be found in Chapter 9.



4.1 INCLUSION OF SIDEWALKS

4.1.1 GENERAL GUIDANCE

Sidewalks should be included on both sides of any newly constructed street. Pathways or other facilities intended for shared use by pedestrians and cyclists negate the need for an additional sidewalk as the shared facility is providing use for pedestrians. However, streets with a pathway on one side should aim to provide a sidewalk or pathway on the other side as well.

A street without any local access on one side, such as adjacent to a highway or cemetery, may only have a sidewalk on the side of the street with local access.

Development projects should include construction of a continuous sidewalk system adjacent to the development and connecting to the existing sidewalk system. This includes properties that border an alley or driveway; the sidewalk should be extended across the alley or driveway to connect to the sidewalk on the other side and provide a continuous facility. See Section 8.4 for design guidance on continuous crossings. Sidewalk construction beyond the property frontage or on an adjacent block may be required as a result.

ADA

The Americans with Disabilities Act (ADA) prohibits discrimination on the basis of disability and mandates equal opportunity for individuals with disabilities. Teton County follows the most recent 2010 ADA Standards for Accessible Design and looks to the 2023 Accessibility Guidelines for Pedestrian Facilities in the Public Right of way (PROWAG) for guidance on how to supplement the 2010 ADA Standards. Key elements from those standards are included in this sidewalk guidance to ensure accessibility. Sidewalks shall be designed in accordance with current ADA guidelines.

4.2 SIDEWALK AREAS

The pedestrian/sidewalk zone is one of three street zones (along with vehicle and bicycle zones). The sidewalk zone is typically located directly adjacent to the edge of the public right of way. Sidewalks serve as the backbone of the pedestrian network and support access between private property and streets. Sidewalks are for people to walk or gather. Bicycles may use the sidewalk zone as allowed by law or where pathways are co-located in the sidewalk zone. More information on pathways can be found in Chapter 6. Motor vehicles also may need to travel across the sidewalk zone to access private property via driveways or alleys.

GENERAL GUIDANCE

Building Transition Area

The Building Transition Area is located immediately adjacent to the edge of the public right of way. This area is sometimes referred to as the Frontage Zone/ Area. This area provides space for street users to access land uses and serves as a buffer between the Clear Sidewalk Area and buildings, structures, or elevation changes. Potential uses in this area include landscaping, transit shelters, retail displays, building door-swing buffers, sidewalk cafes and seating, or other features that make the pedestrian environment more attractive.

Clear Sidewalk Area

The Clear Sidewalk Area (often referred to as the sidewalk) is located between the Building Transition Area and the Furnishing/ Planting Area. This area provides space for pedestrians to travel along streets and must be kept clear of obstructions, vertical discontinuities (e.g. manhole or utility covers that protrude up), slippery surfaces (e.g. tree grates or other slick metal), and non-compliant cross slopes. The Clear Sidewalk Area serves as the Pedestrian Access Route (PAR), as defined by the Americans with Disability Act of 1990. The Pedestrian Access Route ensures a minimum passable space for those using mobility devices such as wheelchairs and provides predictability for those using other devices such as canes.

Furnishing/Planting Area

The Furnishing/ Planting Area is located between the Clear Sidewalk Area and either the bikeway zone or the street zone. This area provides separation between people walking and motor vehicles/ bicyclists. This area also provides space for many activities: space for pedestrians to gather or wait for transit, trees, landscaping, greening, furnishings, snow storage, signs, wayfinding, streetlights, street signal infrastructure, utility cabinets, bicycle and scooter parking, charging stations for electric vehicles, and the curb. Some of these uses are discussed further in this Chapter.

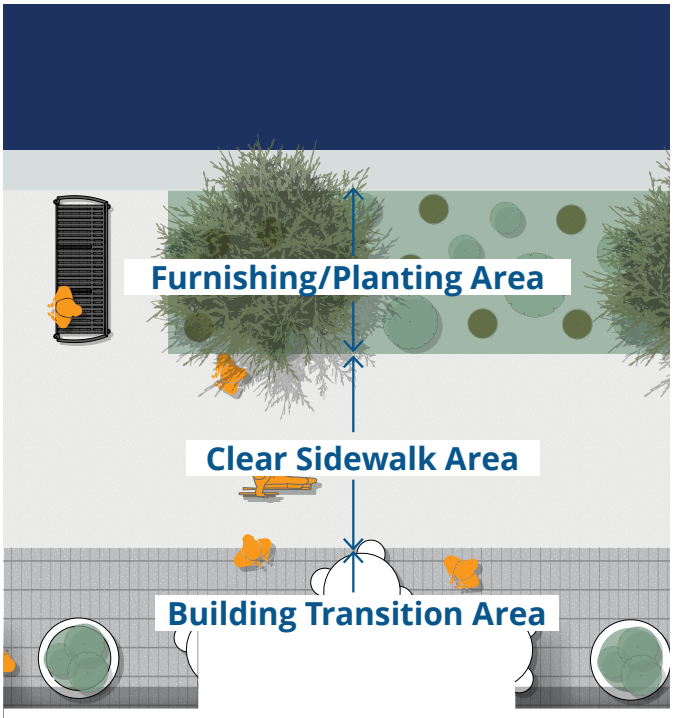


Figure 9. *Sidewalk Areas*

Applicable Street Typologies

- All except Pathway

Relevant Resources

- Public Right of Way Access Guidelines
- AASHTO Guide for the Planning, Design, and Operation of Pedestrian Facilities (Chapter 3.1 and 3.3)
- NACTO Urban Street Design Guide

4.3 SIDEWALK WIDTHS

A balanced approach for determining the width of pedestrian zones begins with an understanding of conditions and must also consider the character of the surrounding neighborhood, existing and anticipated pedestrian activities, and existing and anticipated land uses and zoning abutting the right-of-way. The width of the pedestrian realm should also be influenced by the street width, traffic volumes, and traffic speeds.

Table 6. *Recommended Sidewalk Area Widths (Feet)*

Street Typology	Building Transition Area (Feet)	Clear Sidewalk Area* (Feet)		Furnishing/Planting Area (Feet)		Total Width (Feet)
	Recommended	Recommended	Minimum	Recommended	Minimum	
Arterial	2+	8+	6	6	4	12-16+
Main Street	2+	10+	6	6+	4	12-18+
Connector	2+	8+	6	6	4	12-16+
Multimodal Connector	2+	8+	8	6+	4	12-16+
Local	1+	6+	5	4+ for trees	2	7-11+

**Attached sidewalks should be a minimum of 7.5 ft wide, while detached sidewalks should be a minimum of 5 ft wide. Areas with high pedestrian activity should consider wider sidewalks.*

4. 4 COVERED WALKWAYS

GENERAL GUIDANCE

Within certain areas of the Town of Jackson covered walkways, attached to the adjacent buildings, are provided within the pedestrian zone. The following guidelines apply to the pedestrian frontage to retain and replicate the western character of the historic center of Jackson. Additional information can be found in the Jackson Downtown Design Overlay and Historic Preservation Design Guidelines.

All boardwalks along these covered walkways must meet criteria for providing an unobstructed pedestrian travel way that meets ADA criteria. Roof support posts and a building frontage zone should be fully outside of the Clear Sidewalk Area. Boardwalk surfaces should be 2”x 6” decking without gaps, maintained to be free of protruding screws and/or warped boards. See the relevant Town of Jackson standards for further information.

Clear sidewalk area

The clear area provided for pedestrians travelling on covered boardwalks within downtown commercial areas should, wherever possible, provide 10 ft of clear width to allow pairs of pedestrians to meet and pass. Within the Town Square Zoning Overlay, part of the boardwalk Clear Sidewalk Area may be accommodated on private property if within constrained ROW.

Building transition area

A min. 2.5 ft buffer zone of additional boardwalk width is desired to be provided on private property to accommodate door openings, window shopping, and merchandise displays. Where outdoor dining is desired, the building transition area should be increased to accommodate the boardwalk use without encroachment into the 10 ft pedestrian Clear Sidewalk Area.

Figure 10. *Covered Boardwalk*

Applicable Street Typologies

- Main Street, Pedestrian Shared Street

4.5 LANDSCAPING & STORMWATER MANAGEMENT

Street trees, green stormwater infrastructure (GSI), and landscaping/ greening are a critical part of the public right-of-way with numerous benefits. Landscaping and green stormwater infrastructure are typically located within the amenity zone.

GENERAL GUIDANCE

Landscaping encompasses a range of vegetative and pervious treatments that include street trees, grass, native plantings, or GSI, which additionally provide aesthetic, stormwater management, and cooling benefits. Street trees should generally be prioritized over other types of vegetation; designers should make every effort to provide space for street trees on both sides of the street whenever feasible, balancing other demands for the street.

For additional information such as species, spacing, and other requirements, refer to Teton County LDR Div. 5.5 and Town of Jackson LDR Div. 5.5 on Landscaping Standards. Also refer to the Strategic Stormwater Program Plan and Town Municipal Code, Title 12 for best practices, maintenance, clearance, and visibility requirements.

Green stormwater infrastructure along streets includes a variety of storm management practices such as bioretention, bioswales, and permeable pavement. GSI is typically integrated into landscaping, providing greening while capturing, managing, and filtering stormwater. For additional information on stormwater requirements refer to Teton County LDR Div. 5.7.4 and Town of Jackson LDR Div. 5.7.4 on Stormwater Management Standards.

CONSIDERATIONS

More space for street trees/landscaping should be provided whenever feasible while balancing other demands for the street. In most cases, designers should make every effort to include at least 5 ft of space on both sides of the street to support healthy street trees and green stormwater infrastructure. If needed, these strategies should be considered, in combination as needed, to support healthy trees on both sides of the street:

- Eliminating parking from one side of the street;
- Provide midblock curb extensions to provide space for trees in between pockets of parking spaces;
- Narrowing the Clear Sidewalk Area width to 5 ft can be considered in some street types if needed to accommodate a tree-supporting boulevard or to address critical flooding concerns/green stormwater infrastructure needs. Every effort should be made to first narrow the street zone to accommodate street trees and pedestrian needs before narrowing the pedestrian zone. Narrowing the pedestrian through zone width below 6 ft should not be done on streets with high pedestrian demand.

Relevant Resources

- NACTO Urban Street Stormwater Guide
- EPA Green Streets Handbook (2021)

4.6 UTILITIES & SIGNS

GENERAL GUIDANCE

Refer to the MUTCD for sign clearance requirements. 2 ft of clearance is generally required from the face of curb to utilities and signs, including fire hydrants, utility poles, waste bins, signs, and bike racks. 1 ft minimum clearance should be used between the face of curb and the edge of the foundation for streetlights. 7 ft of vertical clearance should be provided for signs placed adjacent to a pedestrian facility, especially if the Furnishing/ Planting Area is less than 3 ft, to provide space for pedestrians to walk unimpeded by the sign panel.

For maintaining pedestrian and bicycle clear zones, utilities and signs (besides signal push buttons) should not be located in the clear corner zone, the pedestrian clear zone, or bikeways. Refer to the Public Right of Way Access Guidelines (PROWAG) and the AASHTO Guide for the Planning, Design, and Operation of Pedestrian Facilities guide for detailed obstruction limits.

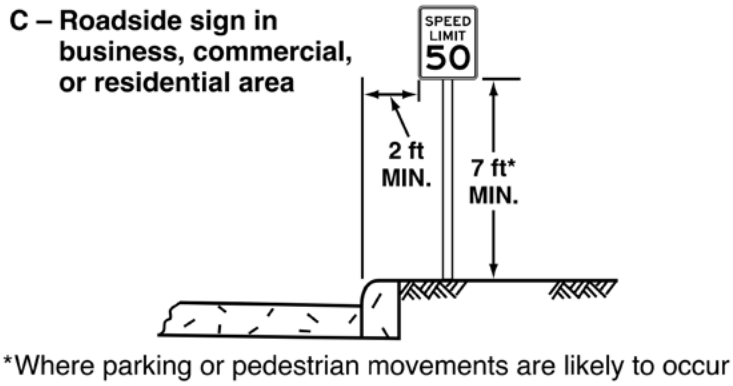


Figure 11. *MUTCD Figure 2A-2*

Relevant Resources

- AASHTO Guide for Planning, Design, and Operation of Pedestrian Facilities (Chapter 3.3)
- Manual on Uniform Traffic Control Devices (Part 2)
- Public Right of Way Access Guidelines
- WYDOT Standards

4.7 BICYCLE PARKING

GENERAL GUIDANCE

Location and Spacing

Refer to Teton County LDR Div. 6.2.2 and Town of Jackson LDR Div. 6.2.2 for required bicycle parking facilities and location and Town of Jackson LDR Appendix A – Short-Term Bicycle Parking Specifications for detailed layout options and design considerations.

The best location for racks is immediately adjacent to the entrance it serves. The rack area should be as close or closer to the front entrance than the nearest car parking space. Racks should not be placed in the clear corner zone, in the accessible boarding/ landing area of a transit stop, in a loading/unloading zone, or in a location that would block a fire escape.

Bike racks should accommodate a variety of bicycle types and sizes. See Section 2.3 for additional information on the types of bicycles and micromobility devices that should be planned for.

Mounted bike racks should be placed on a flat, hardscape surface not to exceed a 2% slope. Bike parking should be easily accessible for cyclists to get to from the street or bicycle facility, either in a parking corral adjacent to the street/bikeway or via a curb ramp.

NEARBY ELEMENT	MINIMUM CLEARANCE DISTANCE
Edge of Door	2'
Utilities	2'
Fire Hydrants	10'
Face of Curb	2.5'
Street Furnishings that Require Access (e.g. benches)	5'

Table 7. *Clearance Minimums for Bicycle Parking*

Proper clearance should be maintained from bicycle rack to other elements. The minimum distances should be as follows:

Additional bike rack installation and layout standards may be found in Appendix A of the LDRs.

Maintaining Pedestrian Access Routes

A minimum 6 ft Clear Sidewalk Area must be retained adjacent to bicycle racks to ensure that the minimum Pedestrian Access Route (PAR, as defined by the Americans with Disability Act of 1990) is retained when bicycles are parked as they may extend into the sidewalk area.

Applicable Street Typologies

- All

Relevant Resources

- AASHTO Guide to the Development of Bicycle Facilities (Chapter 16)
- NACTO Urban Bikeway Design Guide (Chapter 5.3)
- APBP Essentials of Bike Parking: Selecting and Installing Bike Parking That Works (2015)

4.8 STREET LIGHTING

GENERAL GUIDANCE

Street lighting contributes to the safety and comfort of all street users by increasing visibility of the street context and of other users. On pedestrian-priority streets, pedestrian-scale lighting should be considered along pedestrian sidewalks, paths, and boardwalks and prioritized at intersections to improve the visibility and safety of pedestrians traveling during darker times of day. Lighting contributes to pedestrian safety by improving their ability to see their designated space and any obstructions as well as drivers' ability to see the pedestrians and other users.

Street lighting should generally be placed at intersections with multi-user crossings and as needed in the Furnishing/ Planting Area, between the sidewalk and the street. When adjacent to a bikeway, there should generally be a minimum clearance of 2 ft between the streetlight foundation and the bikeway.

CONSIDERATIONS

Street lighting designers should consider light pollution and avoid excessive lighting. Dark-sky policies may impact the quantity and brightness of lighting allowed. For additional lighting guidance and standards, refer to Teton County LDR Div.5.3.1 and Town of Jackson LDR Div. 5.3.1.

Relevant Resources

- AASHTO Guide for the Planning, Design, and Operation of Pedestrian Facilities (Chapter 3.3.10)

Applicable Street Typologies

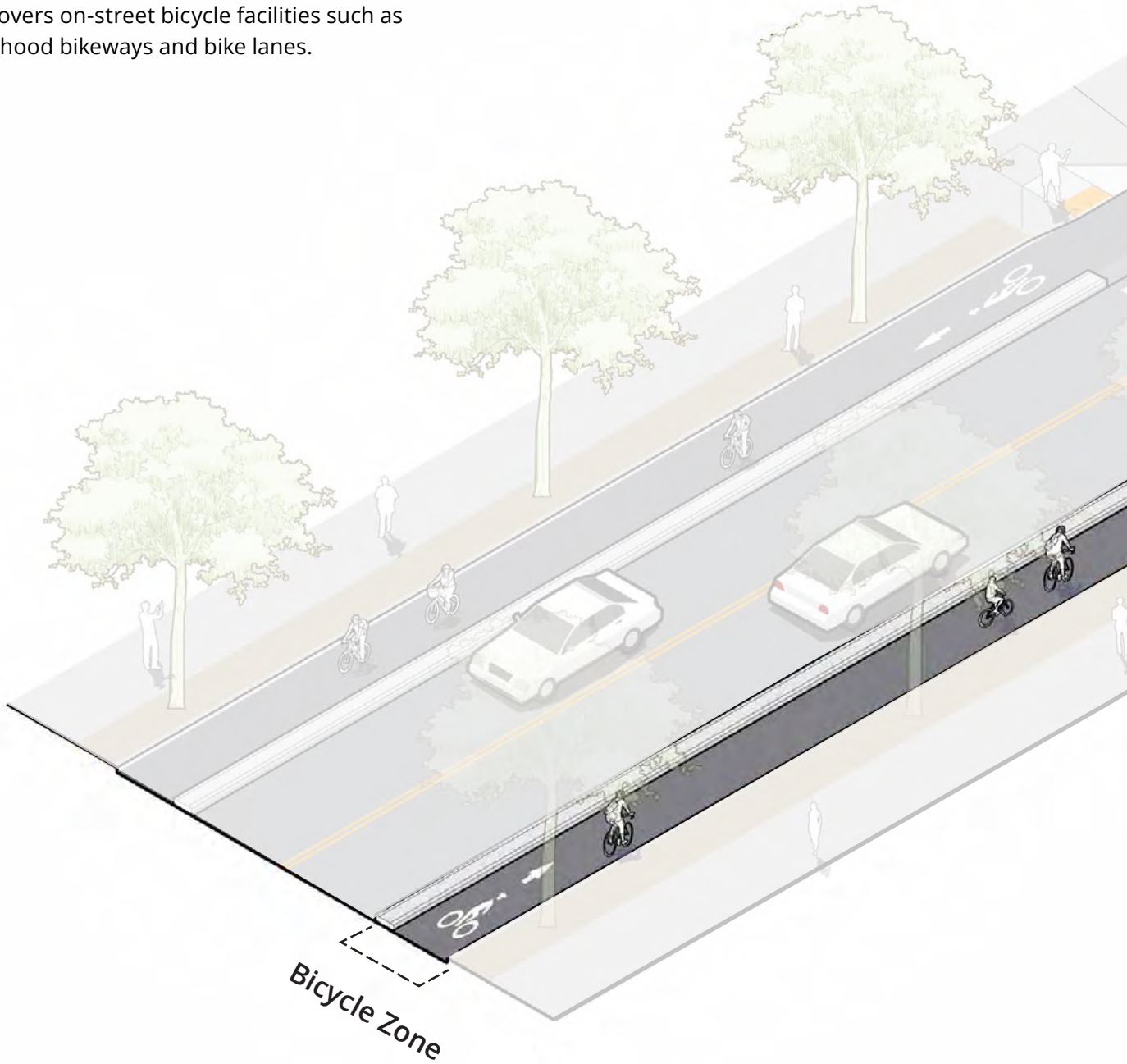
- Main Street, Multimodal Connector, Local, Neighborhood Bikeway

CHAPTER 5

Bicycle Zone

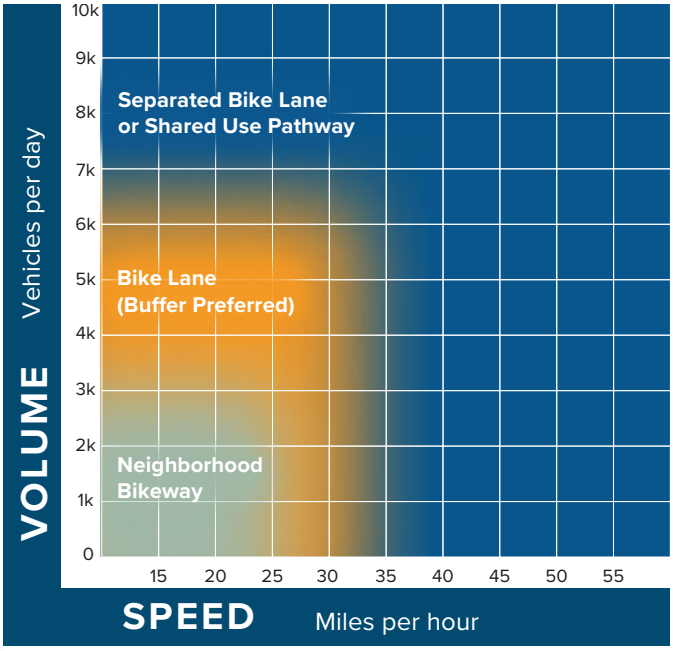
5 Bicycle Zone

Building and maintaining a safe, comfortable, and connected bicycle network is critical to a complete transportation network. Reference the Community Streets Plan for prioritized bikeway corridors. A comprehensive bicycle system typically consists of a variety of facility types, based on street contexts, expected users, and intended function. For design guidance related to the Town of Jackson/ Teton County Pathways, please see Chapter 6. This section covers on-street bicycle facilities such as neighborhood bikeways and bike lanes.



5.1 FACILITY SELECTION

Bikeway facility design should meet the needs of a diverse array of potential bike riders. An All Ages and Abilities (AA&A) bikeway is one that is comfortable for all users. Many people are interested in bicycling, both for recreation or transportation purposes, but are dissuaded by stressful and uncomfortable interactions with motor vehicles. AA&A facilities are designed with considerations for age, ability, type of bicycle, socioeconomic status, race, and gender. High quality AA&A facilities can encourage and increase usage by a broader variety of people.



Notes

1 *Chart assumes operating speeds are similar to posted speeds. If they differ, use operating speed rather than posted speed.*

Figure 12. *Bicycle Facility Selection Chart (AASHTO Guide for the Development of Bicycle Facilities)*

Comfort Typology of Bicyclists

Design User Profile	Non-Bicyclist	Interested but Concerned	Somewhat Confident	Highly Confident
Bicycling Preferences	Uncomfortable bicycling in any condition, have no interest in bicycling, or are physically unable to bicycle.	Often not comfortable with bike lanes; may bike on sidewalks even if bike lanes are provided. Prefer off-street or separate bicycle facilities or quiet or traffic-calmed residential roads. May not bike at all if bicycle facilities do not meet needs for perceived comfort.	Generally prefer more separated facilities, but comfortable riding in bicycle lanes or on paved shoulders if need be.	Comfortable riding with traffic; will use roads without bike lanes.
Percent of Population	31–37%	51–56%	5–9%	4–7%

Figure 13. *Comfort Typology of Bicyclists (AASHTO Guide for the Development of Bicycle Facilities, Section 2.3)*

The table below provides general recommended AA&A facility types based on street volumes and speeds. When selecting a bikeway facility, other considerations should be made such as broader network goals, transit use, adjacent land use, and curbside demand. The following sections provide information and guidance on each type of bicycle facility.

Table 8. *Bicycle Facility Selection Guidance*

BICYCLE FACILITY SELECTION GUIDANCE	AADT	SPEED	APPLICABLE STREET TYPOLOGY
Neighborhood Bikeway	Desired <2k, max 3k	Desired 20 mph, max 25 mph	Neighborhood Bikeway, Local
Bike Lane *Should have buffer wherever space permits regardless of low speeds / volumes*	Desired <3k without buffer, max 6k with buffer	Desired 20 mph, max 30 mph	Connector, Multimodal Connector, Main Street
Separated Bike Lane	Applicable with any AADT, strongly desired anywhere >6k	Applicable with any speeds, strongly desired anywhere >25 mph	Arterial, Connector, Multimodal Connector, Main Street
Pathway	N/A	N/A	Pathway

CONSIDERATIONS

In some cases, a bicycle facility may face constraints that cause it to fall short of the desired criteria. This improved bicycle facility can still significantly improve comfort and safety for bicyclists; the inability to meet desired criteria should not be used as an excuse to avoid implementing a bikeway but engineering judgement should be used to balance all other street design elements to provide the best facility possible.

Relevant Resources

- AASHTO Guide for the Development of Bicycle Facilities (Chapter 4)
- NACTO Urban Bikeway Design Guide (Chapter 2.1 and 3.1)

5.2 STRIPED BIKE LANES

This section refers to conventional striped bicycle lanes that are not physically separated from the adjacent traffic, although they may be buffered. Where space allows all striped bike lanes should have a buffer between adjacent vehicular traffic, regardless of vehicular speeds and volumes. This type of bicycle lane is only appropriate on streets with low enough traffic speeds and volumes, see Section 5.1 for additional guidance.General Guidance

GENERAL GUIDANCE

The gutter should not be included in the width for any bike lane adjacent to the curb.

CONSIDERATIONS

In constrained areas, vehicle lanes should be narrowed as much as possible to accommodate preferred bicycle lane widths and buffers adjacent to on-street parking.

On streets with low volumes and speeds, conventional bike lanes adjacent to on-street parking with low turnover may omit the buffer between the bike lane and parked cars. On streets with posted speed limits greater than 25 mph and daily traffic volumes greater than 3000 vehicles per day, consider speed and/or volume management strategies (see Section 3.5) to bring the street within these thresholds or consider removing parking on one or both sides of the street to provide buffers. Constrained bike lanes adjacent to parking without a buffer on streets with greater speeds and/or volumes than these will not serve cyclists of all ages and abilities comfortably.

Applicable Street Typologies

- Arterial, Main Street, Connector, Multimodal Connector, Local

Relevant Resources

- AASHTO Guide for the Development of Bicycle Facilities (Chapter 9.4, 9.5)
- NACTO Urban Bikeway Design Guide (Chapter 3.2.4)

Table 9. *Bike Lane Width Recommendations*

BIKE LANE CONTEXT	ADJACENT CONTEXT	BIKE LANE WIDTH MINIMUM WIDTH (FEET)	BIKE LANE WIDTH PREFERRED (FEET)
	Adjacent to edge of pavement or curb (exclusive of gutter)	5	6-7
	Between vehicle through-lanes and turn-lanes	5	6-7
	Between striped buffers	4	6-7
	Adjacent to parking	6	6-7
High Volume of Bicyclists (passing and/or side-by-side riding expected)		6.5	8-10 - with buffer to discourage use as parking lane
Cargo bikes or other large bikes expected		6.5	8-9 - with buffer to discourage use as parking lane

5.3 SEPARATED BIKEWAYS

Separated bikeways provide safe and comfortable facilities for people of all ages and abilities (AA&A). Separated bikeways is a term for any facility intended primarily for bicyclists that provides a certain level of separation and protection from the adjacent motor vehicle traffic. Protected bike lanes, raised bike lanes, and two-way bike lanes (often called cycle tracks) are all types of separated bikeways. They are an important tool in the effort to create a safer and more inclusive multimodal network.

GENERAL GUIDANCE

A separated bikeway physically separates bicyclists from both motor vehicle traffic and the sidewalk. They may be one-way or two-way, and may be at street level, at sidewalk level, or at an intermediate level. A variety of treatments and methods can be used to physically separate these bike lanes from traffic.

Separation options can include raised medians, raised landscaped medians, cast-in-place curb, pre-cast curb, bollards, and flexible delineators between the striped bike lane and travel lane, typically in a buffer space. Parked cars may also be used as bikeway separation when parking is provided between the travel lane and bicycle lane. The roadway volume, speeds, and other characteristics should be considered when selecting the separation type. Generally flexible delineators or other quick-build materials are best for either temporary use or on lower volume/speed streets. Curbs, medians, and parked cars provide more comfortable protection for bicyclists at street level, and raised bikeways with a buffer provide the highest level of comfort.

See Table 10 for general consideration for eactype of protection/ separation. The context, intent, expected/ design user, and network connectivity should all be considered when choosing the protection type.

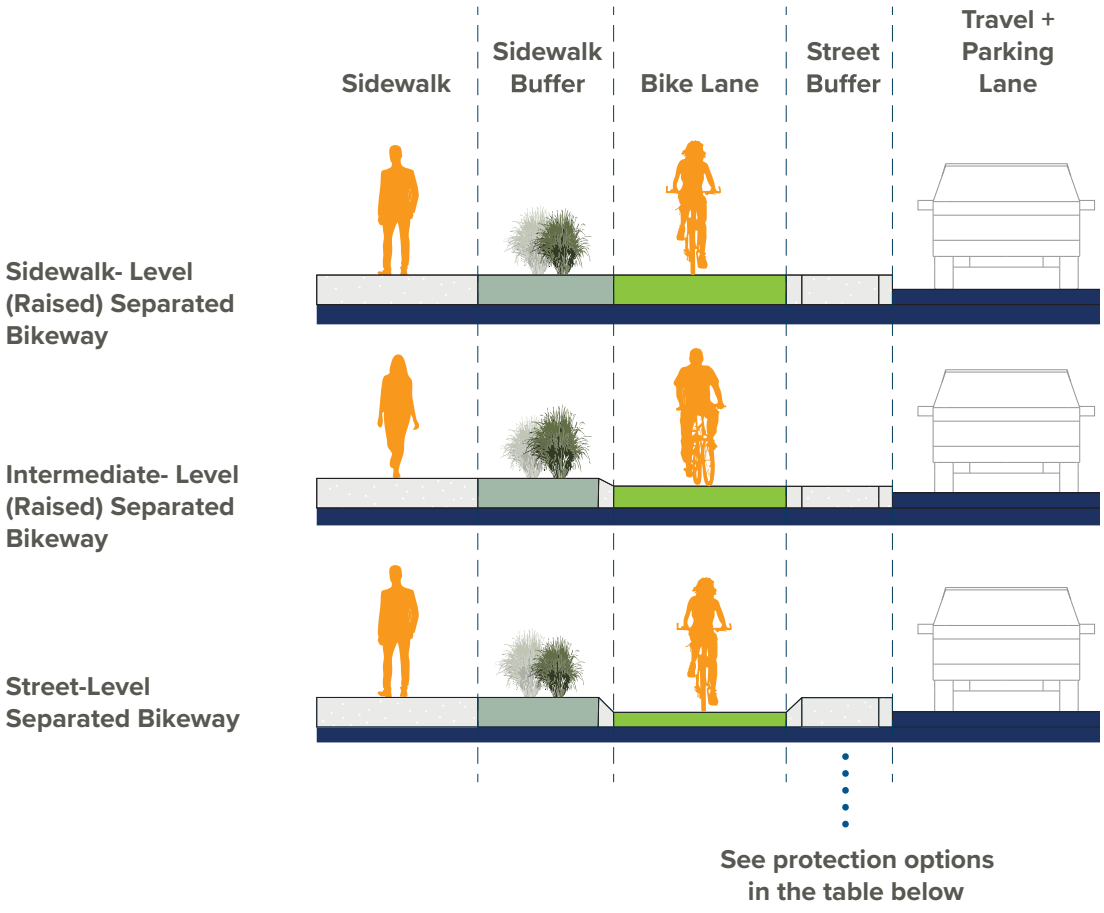
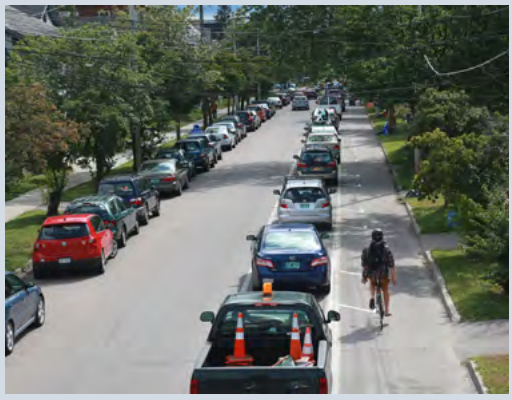
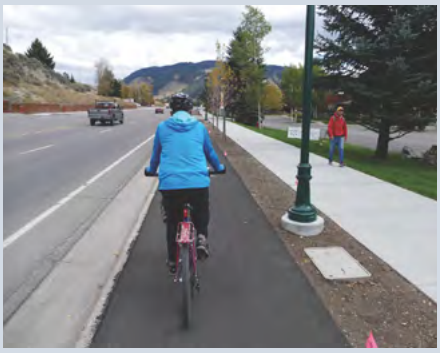


Figure 15. *Protected Bike Lane*

Table 10. *Separated Bike Lane Protection Recommendations*

PROTECTION TYPE	MINIMUM BUFFER WIDTH (FEET)	PREFERRED BUFFER WIDTH (FEET)	CONSIDERATIONS
Flexible Delineator / Bollard	2	3-4	▶ Can allow encroachment by motor vehicles ▶ Required regular maintenance, including seasonal maintenance after snow
Precast or Cast-in-Place Curb	2	3-4	▶ Provides a more comfortable facility ▶ Requires a street sweeper that can fit in facility ▶ Some vertical elements such as flexible delineators may still be needed for maintaining visibility in winter months ▶ More expensive
Parked Cars 	3	3-5	▶ May allow vehicle encroachment into buffer/bike lane if additional vertical elements are not added within street buffer ▶ Low parking utilization may not provide as much separation ▶ Potential for dooring with improper (<3 ft) buffer width or parking positioning ▶ Potential for passenger-bicycle conflicts between car and sidewalk

PROTECTION TYPE	MINIMUM BUFFER WIDTH (FEET)	PREFERRED BUFFER WIDTH (FEET)	CONSIDERATIONS
Median with or without landscaping 	2	3-5	▶ Provides a more comfortable facility ▶ Requires a street sweeper that can fit in facility ▶ More expensive ▶ Allows for landscaping and green stormwater infrastructure (required min. 3’ width) ▶ Landscaping can be expensive to maintain ▶ Provides space for snow storage outside of bicycle facility
Raised Bikeway 	1	3 for snow storage	▶ Minimizes need for buffer space or treatments ▶ Most expensive ▶ No special snowplow or sweeper needed for sidewalk-level bikeway ▶ Requires a detectable edge between pedestrian facility ▶ Can be sidewalk level or intermediate level

CONSIDERATIONS

Drainage and snow operations should be considered when adding vertical elements to separate a street-level bike lane. Providing frequent breaks in the separation type will allow water and debris to flow to the flowline and towards inlets.

Separated bike lanes that maintain the bikeway at street grade or an intermediate level between the sidewalk and street may require special equipment for sweeping and snow removal. Where the bikeway is raised to sidewalk level, snow and debris removal may be done in tandem with the sidewalk.

The separation between the bikeway and the adjacent sidewalk must be separated by a cane-detectable edge treatment, including curbs, landscaped buffer, or tactile delineators. Similarly, ensure that the pedestrian travel way is clearly identified across protected bike lanes to provide ADA access to intersecting sidewalks and pedestrian spaces.

Applicable Street Typologies

- Arterial, Main Street, Connector, Multimodal Connector

Relevant Resources

- AASHTO Guide for the Development of Bicycle Facilities (Chapter 7)
- NACTO Urban Bikeway Design Guide (Chapter 3.3)

5.4 NEIGHBORHOOD BIKEWAYS

Neighborhood Bikeways are neighborhood streets that give bicyclists transportation priority and are pleasant streets for pedestrians to walk. They are characterized by low motor vehicle speeds and volumes. Neighborhood Bikeways are also sometimes referred to as bicycle boulevards.

GENERAL GUIDANCE

Pavement Markings

Shared lane markings on neighborhood bikeways should be placed within 50 ft of the beginning and end of every block, and approximately every 250 ft midblock. They should typically be placed in the center of each directional lane to encourage full use of the lane by bicyclists and to avoid the door zone on streets with on-street parallel parking. Shared lane markings may also be used in intersections or during roadway shifts to help cyclists navigate those shifts and turns.

Centerline stripes should be omitted along midblock sections for neighborhood bikeways to encourage slower speeds.

Signing

Green MUTCD "Bike Route" (D11-1) signs are typically used to designate neighborhood bikeways in Jackson. See Section 5.5 for additional bike route signs. It is also recommended to provide BICYCLES ALLOWED FULL USE OF LANE (R9-20) along designated neighborhood bikeways. See MUTCD Section 9B.14 for additional guidance.

Figure 17. *D11-1 Sign*

Traffic Calming

Neighborhood bikeways should include traffic calming elements to manage vehicle speeds and volumes. The ideal traffic speed on neighborhood bikeways is 20 mph and traffic volumes should be less than 3,000 vehicles per day. Traffic calming includes both midblock treatments and intersection treatments. See Section 3.5 for guidance on traffic calming treatments.

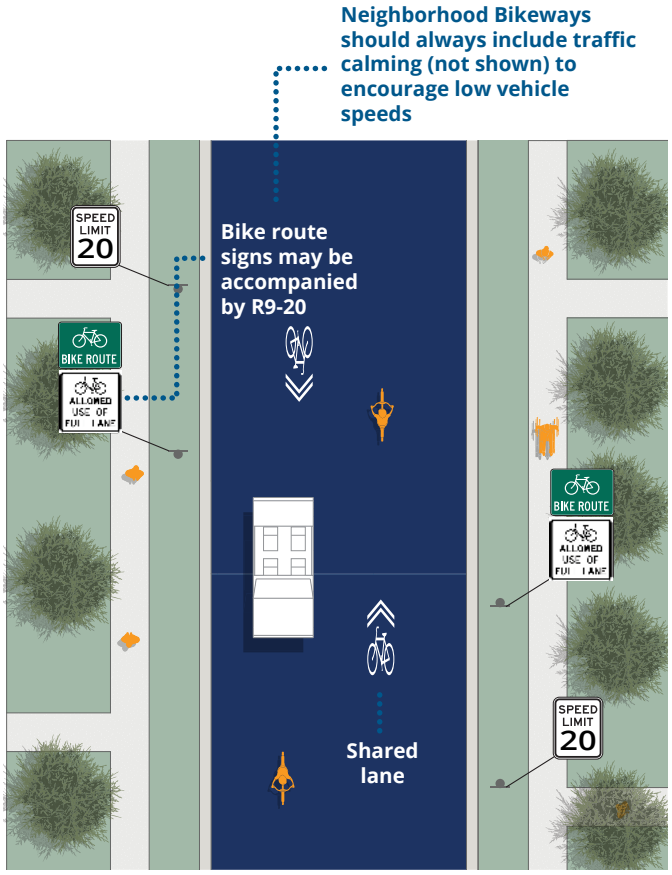


Figure 16. *Neighborhood Bikeway*

CONSIDERATIONS

Where a neighborhood bikeway crosses a larger, higher volume street, care should be taken to provide a comfortable and accessible crossing for people biking and walking. All portions of the bicycle route should be similarly low-stress and accessible, including the major roadway crossings.

For Neighborhood Bikeway intersection design, please refer to Chapter 9.

Applicable Street Typologies

- Local, Neighborhood Bikeway, Pedestrian Shared Street

Relevant Resources

- AASHTO Guide for the Development of Bicycle Facilities (Chapter 8 and 9)
- NACTO Urban Bikeway Design Guide (Chapter 3.1.2 and 3.2)

5.5 WAYFINDING

GENERAL GUIDANCE

Bicycle wayfinding signage helps guide and orient bicyclists along designated bicycle routes and provides indication to motorists that bicyclists will be present along a given segment of street. Wayfinding along shared facilities such as pathways or bikeways adjacent to sidewalks is also useful for pedestrians.

Green Jackson Hole "Bike Route" wayfinding signs with directional arrows and supplemental destination information should be placed along bicycle routes where applicable. Wayfinding signs should be placed at regular intervals frequently enough to keep bicyclists (and pedestrians) informed of changes in route direction. Wayfinding signs should be consistent with and integrated into the citywide wayfinding network.

Table 11. *Wayfinding Signs*

	CONFIRMATION	DECISION	TURN
Sign Example			
Purpose	To notify people of the type of route they are on and the name of the route.	Marks the junction of different bikeway routes; provides direction, distance, and mileage to important locations on the route.	To direct people to turn onto different steets when required to remain on a particular route.
Location	At the beginning of the route or up to 100' from the intersection; after junction of another bikeway or pathway; along the route between long gaps of decision signs.	Prior to a point of divergence (intersection of another bikeway or pathway) to reach a key destination.	Installed at the intersection or up to 50' prior to the intersection.
Message	Route name	Direction; destination and mileage	Route name and direction

CONSIDERATIONS

Wayfinding signs should be easy to read and understand, even at a distance. Wayfinding signs should be visible to people on bikes, which may require locating them in different places than for people in cars or on foot.

Relevant Resources

- MUTCD Section 9D
- AASHTO Guide for the Development of Bicycle Facilities (Chapter 14)
- NACTO Urban Bikeway Design Guide (Chapter 3.7)

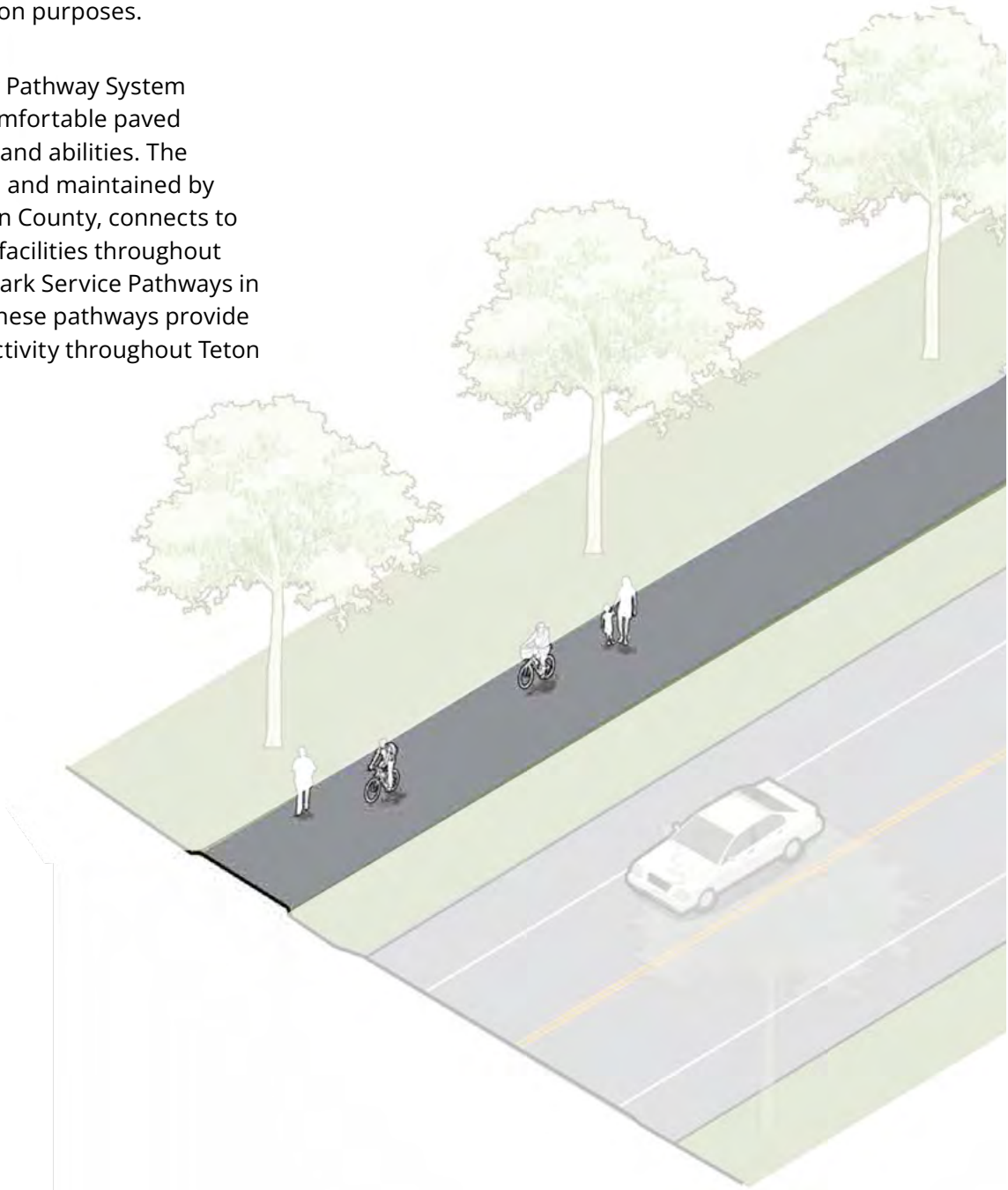
CHAPTER 6

Pathways

6 Pathways

Pathways are shared facilities designed for people walking, biking, running, and rolling. Pathways may be located along greenways, waterways, utility corridors, or existing streets, and they serve both recreational and transportation purposes.

The Jackson Hole Community Pathway System provides miles of safe and comfortable paved shared-use paths for all ages and abilities. The Pathway System, constructed and maintained by the Town of Jackson and Teton County, connects to other pedestrian and bicycle facilities throughout the area, including National Park Service Pathways in Grand Teton National Park. These pathways provide enhanced multimodal connectivity throughout Teton County and its communities.



6.1 DESIGN NEEDS AND USERS

GENERAL GUIDANCE

The varied use and diverse user group of pathways mean that the design criteria for pathways needs to accommodate many different operating widths and speeds, travel in both directions, and be accessible and comfortable for people with disabilities. The table below describes general operating speeds for different uses and considerations related to desired width or elements that may affect comfort. These operating speeds and considerations should guide pathway design for width and vertical and horizontal curvature.

Table 12. *Pathway Users & Design Considerations*

PERMITTED USES	SPEED OF TRAVEL	DEFINITIONS / CONSIDERATIONS
Walking / Running	1 to 9 mph	• Need wider areas for traveling in groups or walking dogs • Prefer separation from faster-moving trail users • Prefer trails with consistent lighting • May prefer a soft-surface tread
Wheelchairs	1 to 3 mph (nonmotorized) 3 to 5 mph (motorized	• Prefer separation from faster-moving trail users
Equestrians	3 to 8 mph (trot)	• Prefer a soft-surface tread separate from people riding bicycles
Pedal Cycles	6 to 25 mph (20 mph limit on trails)	• Human Powered • Includes unicycles, bicycles, tricycles, and adaptive pedal cycles
Class 1 E-bikes	20 mph max.	• 750 watt motor of less; pedal assist only (no throttle); number of wheels not specified
Class 2 E-bikes	20 mph max.	• 750 watt motor of less; pedal assist only (no throttle); number of wheels not specified
Class 3 E-bikes	28 mph max. (20 mph limit on trails)	• 750 watt motor of less; pedal assist only (no throttle); number of wheels not specified • Commonly used as transportation device for bicycle commuters
Other Personal Mobility Devices	20 mph max.	• Includes in-line skates, one-wheels, hover boards, electric scooters, electric skateboards, segways, or other personal mobility devices that do NOT exceed 20 mph exclusively using motor power

6.2 GENERAL PATHWAY DESIGN

GENERAL GUIDANCE

Width

Pathways should generally be a minimum of 12 ft wide to allow for a variety of users, comfortable passing, and side-by-side riding. A width of 10 ft may serve lower volumes in more constrained areas. An absolute minimum pathway width of 8 ft is allowable to avoid obstacles like trees, utilities, or other elements that narrow the available space for a short length of the pathway.

Path width greater than 12-feet is recommended where high volumes of path users are expected, where the desired travel speed for cyclists is 20-30 mph, on regional travel corridors, to accommodate maintenance vehicles, and/or to navigate steep grades or through curves and tunnels.

Available right of way (ROW) may limit the space for a pathway. Typically, ROW 10-15 feet greater than the pathway width is desired, to allow for maintenance and path-side amenities and shy distance. If the ROW does not provide for this additional width, an easement may be necessary. The Town or County engineer should be consulted in pathway cases with limited ROW.

Sight Distance

Appropriate sight distances provide an unrestricted view of upcoming potential conflict points (such as intersections or pathway crossings) in order for users to slow and come to a stop if necessary based on the speed of travel and distance. They are typically calculated according to the fastest design vehicle (e.g. electric bicycles) and take into account grades and curves. The AASHTO Guide for the Development of Bicycle Facilities provides guidance on calculating sight distance for pathways.

Grades

Typically, pathways that serve all ages and abilities should strive for a maximum running grade of 5% or less to meet ADA guidelines. This may not be feasible in all locations due to natural topography. Where this cannot be met, sections of pathway steeper than 5% should be limited as much as possible. A cross slope of 1.5% is preferred for drainage and accessibility but may go up to 2% in constrained conditions.

CONSIDERATIONS

Pathways that run parallel to Town streets should have a 5-ft minimum buffer space between the pathway and the street. Pathways along state highways require a wider buffer, with a preferred separation of 17 feet for clear zone considerations; refer to WYDOT standards for clear zone widths. This separation from the roadway improves comfort while traveling alongside vehicle traffic, and provides space for amenities, snow storage and rain splashing, etc. Where these buffer widths cannot be met, a physical barrier should be provided between the pathway and the roadway.

Applicable Street Typologies

- Pathway

Relevant Resources

- AASHTO Guide for the Development of Bicycle Facilities (Chapter 6, 7, 12.6)
- NACTO Urban Bicycle Design Guide (Chapter 3.4)
- AASHTO Guide for the Planning, Design, and Operation of Pedestrian Facilities (Chapter 3.4)
- FHWA Small Town and Rural Multimodal Networks (Chapter 4-3 and 4-11)

6.3 PATHWAY ENTRANCES AND TRAILHEADS

Pathway entrances and trailheads serve as information and gathering spaces, as well as transition spaces between the pathway and sidewalk or street facilities.

GENERAL GUIDANCE

Pathway entrances should be wider than the primary pathway alignment, where possible, to accommodate groups of people and people waiting or looking at signage and maps. Larger entrance or trailhead spaces also reduce potential for conflicts by allowing space to maneuver.

Any amenities provided in the entrance or trailhead space should be located outside of the primary path of travel, but still accessible to users with disabilities. Pathway entrances are great places for additional trail information, kiosks, and wayfinding signage.

Entrances should be designed to discourage large, motorized vehicles from entering the path through signage, striping, and geometric design. A conspicuous center island that splits the entryway into two sections can be used to prevent motor vehicles from entering the pathway. Very tight curb returns can also discourage motor vehicles from entering at pathway entrances. Routine use of bollards or similar barriers to vehicle entry is not typically recommended because they often pose a hazard to path users. If used, bollards shall be set back 30' from the street and marked with retroreflective material.

Most pathway entrances are also at street crossings/ intersections. See Section 6.4 for additional guidance on pathways design at street crossings.

Source: Alta Planning + Design

6.4 STREET CROSSINGS/INTERSECTION DESIGN

Where pathways intersect stre ets, the design of the pathway crossing should minimize exposure to vehicle traffic and minimize the speed differential as much as possible. Right-of-way for all intersection users should be clear and intuitive based on design features.

GENERAL GUIDANCE

The following guiding principles should be followed at all street crossings:

- Make pathway users highly visible at crossing locations and maintain unobstructed sight lines.
- Ensure that pathway users and vehicle drivers can see both the intersection and one another.
- Slow and warn both vehicles and pathways users in advance of crossings locations.
- Develop a clear hierarchy and delineation of modes.
- Minimize crossing distances across streets.
- Cross streets at established intersections, where feasible.
- Create intuitive designs to minimize the needs to clutter crossings with signs.
- Establish recognizable crossing designs and features across the Pathway System.

Pathway intersection crossings use many of the same design elements and treatments that pedestrian intersection crossings do. The considerations provided for pedestrian and bicycle safety across intersections in Chapter 8 and 9 should be applied to pathway intersection crossings as well.

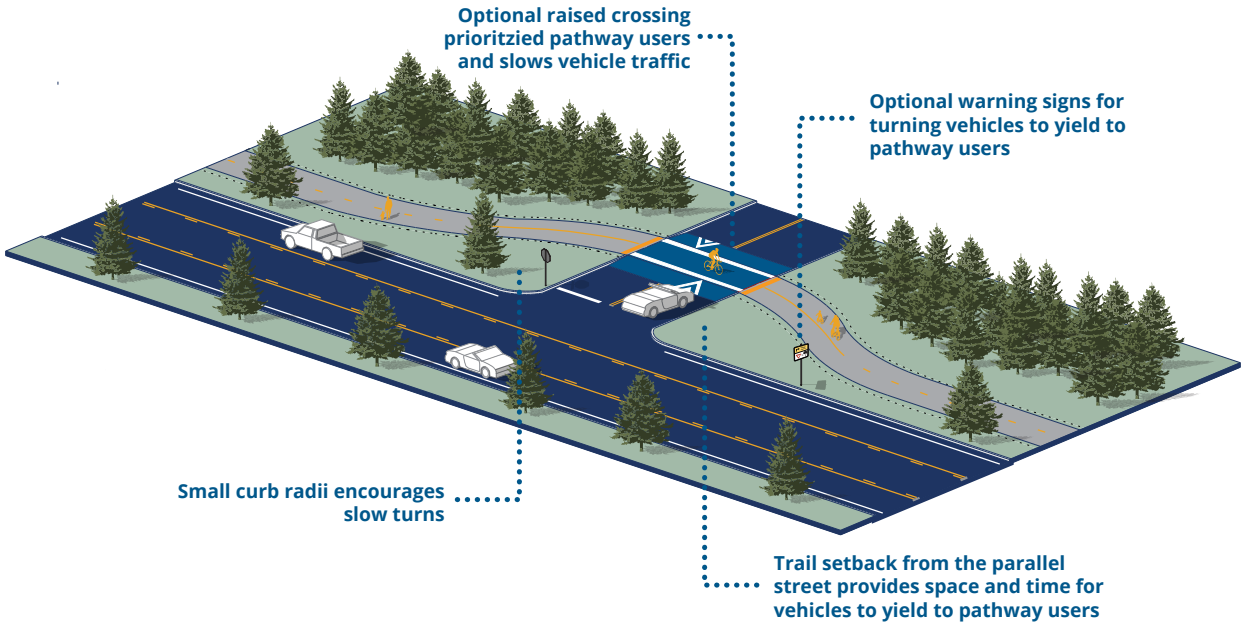
If a pathway crosses at an uncontrolled intersection, the **Crossing Treatment Selection Table** in Section 8.1 should be used to determine the appropriate treatment. If a pathway crosses at a signalized intersection, the pedestrian and bicycle signal considerations found in Section 7.6 apply.

Side Street Crossing

If a pathway crosses a side street or driveway while running parallel to a larger street, it is recommended to continue the pathway at curb level height to visually and physically emphasize trail-user priority. The design recommendations in Section 8.3 for raised crossings and Section 8.4 for continuous crossings apply. Similar to protected bikeway intersection design discussed in Section 9 .2, a setback from the parallel street can hel p to give motorists space and time to yield to pathway users.

Signing and pavement markings should be used to inform pathway users of the approaching intersection and proper right-of-way behaviors. The application of signing and marking pathways is

Figure 18. *Pathway Side Street Crossing*



largely dependent on pathway characteristics such as horizontal and vertical curvature, sight lines, design speed, and the same characteristics for the intersecting roads or driveways.

Curb ramps at pathway crossings must extend at least the full width of the pathway, not including the width of ramp flares. Pathway ramps should be designed to meet accessibility standards and include detectable warning surfaces at the edge of the street to ensure usability for individuals with disabilities.

High-visibility style crosswalks, also extending the full width of the pathway, should be used where a pathway crosses a street. A marked crosswalk of some kind must be provided at every street crossing per the MUTCD. Sidewalks on the crossing road should continue/ extend across the pathway to indicate pedestrian priority.

CONSIDERATIONS

Changes in the horizontal alignment of the pathway via chicanes or horizontal curves in advance of the intersection can help reduce pathway users' approach speed. If used, chicanes or other horizontal alignment changes should be done far enough in advance of the intersection to allow navigation through the curves before focusing on yielding or stopping and navigating through the intersection. Warning signs of upcoming curvature or alignment changes and solid centerline striping through chicanes can help delineate the proper positioning and speeds for cyclists through the curves.

Relevant Resources

- FHWA Guide for Improving Pedestrian Safety at Uncontrolled Intersections
- AASHTO Guide for the Development of Bicycle Facilities (Chapter 5, 6.7, 7.9, and 11)
- AASHTO Guide for the Planning, Design, and Operation of Pedestrian Facilities (Chapter 3.6)
- Manual on Uniform Traffic Control Devices (Part 9)
- NACTO Urban Bikeway Design Guide (Chapter 4)
- FHWA Small Town and Rural Multimodal Networks (Chapter 4-3 and 4-11)

6.5 SIGNING AND MARKING

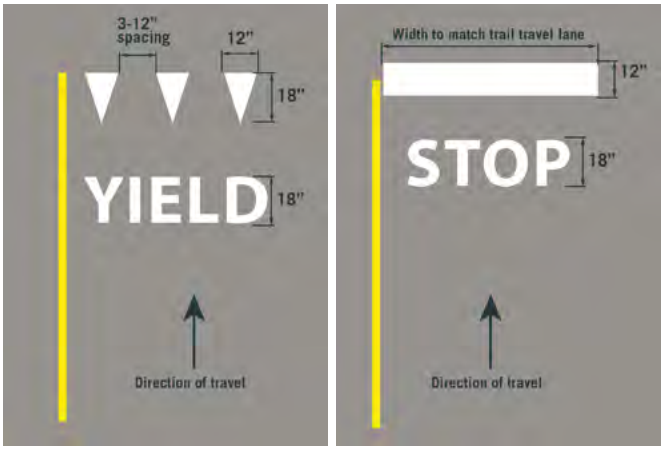
Signing and pavement markings may be used to delineate pathways and directions of travel, to alert bicyclists and pedestrians of potential conflict zones, and to warn both pathway users and motorists where streets or driveways intersect with the pathway.

GENERAL GUIDANCE

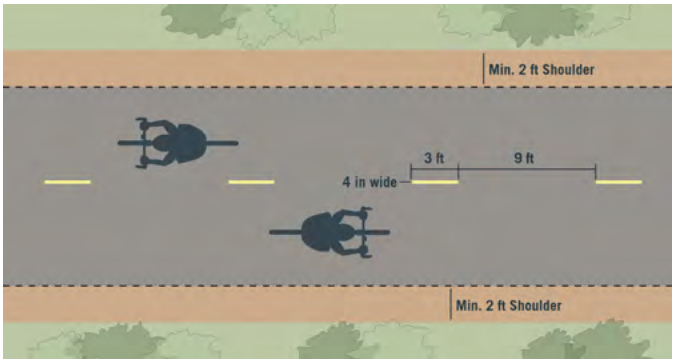
Pathway centerline striping may be used to delineate lanes of travel if desired. Centerline striping may also be omitted for the majority of the pathway and only used when needed. Striping patterns can include:

- Dashed yellow lines to separate directions of travel where sight lines allow safe passing
- Solid yellow lines to separate directions of travel and indicate no passing due to limited sight lines, upcoming conflict points, or upcoming obstructions in the center of the pathway

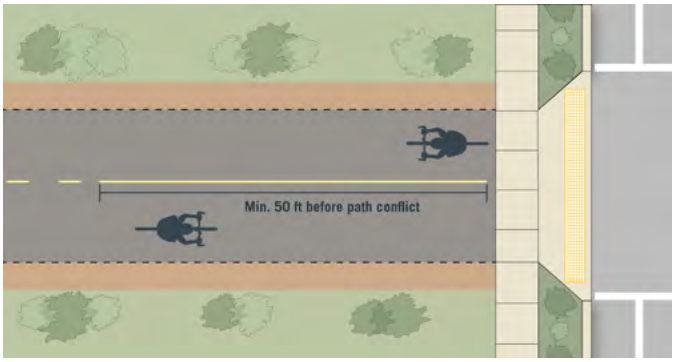
STOP and YIELD signs must be placed along the pathway where pathway users are required to stop or yield. Optional pavement markings may be used to supplement these signs. These pavement markings may be similar to pavement markings intended for vehicles but smaller in size. Signs intended for pathways users are typically smaller than signs intended for vehicles and should follow the sign size guidance found in the MUTCD Part 9. Signs intended only for pathways users should face towards the pathway and may need to be shielded from motorists to avoid confusion.



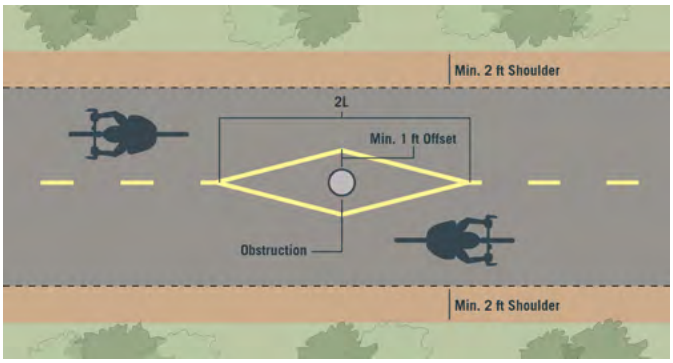
Dashed Yellow



Solid Yellow



Solid Yellow - Obstruction within Pathway



Stop and yield controls should be determined based on priority, not just volume or speed. STOP signs should not be placed when YIELD signs would provide adequate control. More information on assigning priority and determining appropriate traffic control for pathways can be found in the AASHTO Guide for the Development of Bicycle Facilities, Chapter 5.9.

Advanced warning signs may be used on pathways to warn pathway users about upcoming intersections where there is insufficient sight distance to the intersection. AASHTO Guide for the Development of Bicycle Facilities provides sight distance guidance in Chapter 5.5, and additional signing and striping guidance in Chapter 6.6. Advanced warning signs may be placed on streets to warn motorists prior to

uncontrolled pathway crossings. See Section 6.4 in this Manual for additional information.

NO MOTOR VEHICLES or similar signs may be used a pathway entrances if there are concerns about vehicles entering the pathway. See Section 6.3 for additional guidance on entrance design.

Street name and pathway name signs should be placed at all pathway intersections with streets to help orient pathway users. Other wayfinding signage may also be placed along pathways to guide pathway users. See Section 5.5 for additional Wayfinding guidance.

Etiquette signs may be placed along pathways. Etiquette signs are informal signs intended to promote courtesy and educate path users on how to perform passing and other maneuvers safely. Potential signs may include 'Pass on Left', 'Slow Down', 'Yield to Pedestrians' or 'Use Voice or Bell to Pass'.

The AASHTO Guide for the Development of Bicycle Facilities provides additional guidance for pavement markings and signage on pathways in Chapter 6.6.

CONSIDERATIONS

Pathway pavement markings may have longer duration than roadway markings, due to lighter vehicles (bicycles) tracking over. However, plowing, weather, and pathway use will cause wear and fading over time. Regular maintenance of signs and markings should be maintained, especially at areas with geometric or topographic changes that signs and markings provide warnings for. More general maintenance guidance is provided in Chapter 12.

Relevant Resources

- Manual on Uniform Traffic Control Devices (Part 9)
- Guide for the Development of Bicycle Facilities (Chapter 5.5, 5.9, 6.6)

6.6 OTHER PATHWAY DESIGN CONSIDERATIONS

BRIDGES AND UNDERPASSES FOR PATHWAYS

Refer to the following guidance for best practices related to Bridges and Underpasses: AASHTO Guide for the Development of Bicycle Facilities Chapter 13: 13.2.2 Bikeway Structures, 13.3 Design Details for Bridges, and 13.4 Design Details for Tunnels and Underpasses

SHARED USE PATH TRANSITIONS

Refer to AASHTO Guide for the Development of Bicycle Facilities Chapter 6.7.5

AMENITIES AND LIGHTING

Refer to AASHTO Guide for the Development of Bicycle Facilities Chapter 6.7.5

CHAPTER 7

Intersections

7 Intersections

Intersections should be designed to be safe, comfortable, and predictable for all street users, including people walking, biking, and using transit in addition to people driving.

Intersections should be designed to be as compact as possible while accommodating the appropriate design vehicles, to reduce exposure for vulnerable road users, and to slow turning vehicles. They should be accessible for people with disabilities and provide clear sightlines between all road users for safe and predictable interactions. Intersections should maintain the modal priorities of the streets they serve, delineate space for each mode, and manage the interactions and conflict points between modes.

When designing intersections, the following details should be considered. More detail for each is provided in the subsequent sections.

- Managed, design, and control vehicles
- Corner radii
- Visibility
- Pedestrian Crossings
- Bikeway Crossings
- Truck aprons and corner islands

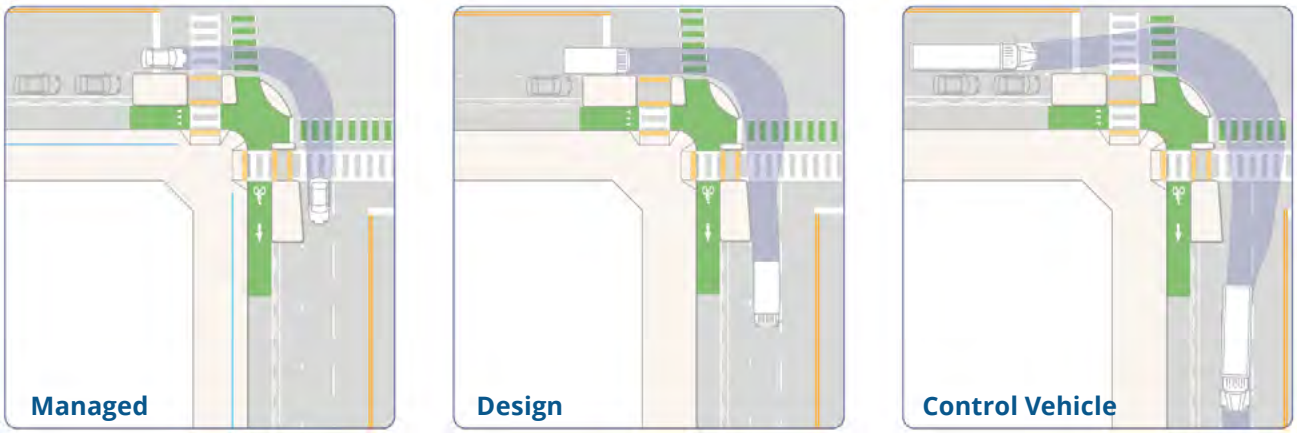
7.1 MANAGED, DESIGN, AND CONTROL VEHICLES

The managed, design, and control vehicles are important determinants for designing intersections and curb-return radii. Selection of an appropriately sized vehicle is a critical aspect of achieving streets that prioritize safety for the most vulnerable users of the street. When designed to accommodate vehicles larger than typically necessary, the safety of people walking, biking, and driving is negatively impacted by intersections that are larger than necessary, promoting higher turning speeds and longer crossing distances. Conversely, designing for vehicles smaller than appropriate also compromises the safety of people biking and walking, as large vehicles may frequently be required to mount the curb to complete a turn.

GENERAL GUIDANCE

The sections below describe the difference between and application of the managed, design, and control vehicles. Tables for each vehicle group identify the recommended design and control vehicles based on street typology.

Figure 19. *Managed, Designed and Control Vehicles (Source: NACTO UBDG 3, Section 4.1.1)*



TURN ENCROACHMENT				
	Approach	**Corner Elements or Roundabout Center Island**	**Receiving Street Lane Line**	**Receiving Street Centerline**
Managed Vehicle	No encroachment.	No overtracking is necessary.	No encroachment.	No overtracking.
Design Vehicle	Encroachment is acceptable within the same direction of travel.	Overtracking of mountable corner or truck apron is expected. No overtracking of pedestrian space or protected bike space is allowed.	Encroachment within the same direction of travel is expected.	Overtracking permitted.
Control Vehicle	On arterial streets, may use the full approach width within the same direction of travel. On collector or local streets, may approach into opposing flow on local streets.		Encroachment within the same direction of travel is expected.	On arterials, minor overtracking into opposing flow is expected. On collector or local streets, overtracking into opposing flow is expected.

Managed Vehicle

The managed vehicle is the most common vehicle to use the intersection. It is typically a passenger car or light truck, and due to its smaller size is capable of higher turning speeds than larger design and control vehicles. When designing, the managed vehicle should be able to make turns slowly from within its lane and into the receiving lane without encroaching into adjacent or opposing lanes and without traversing buffers, truck aprons, or vertical elements.

- Ideal intersection turning speed: <10 mph

Design Vehicle

The design vehicle is the least maneuverable vehicle expected to regularly use the intersection; it informs what vehicular operations need to be accommodated regularly in the geometric design of the intersection. Design vehicles should typically be accommodated to use all of the first lane of the receiving street and part of a second or opposing lane. Design vehicles are expected to traverse buffers and mountable elements.

- Ideal intersection turning speed: 5 mph

The smallest appropriate design vehicle should be selected based upon the street type and adjacent land use context. The table below provides recommended design vehicle types for intersecting street typologies..

- Connectors where higher volumes of heavy vehicle traffic are expected, a WB-62 semi-trailer truck should typically be used as the control vehicle.

Table 13. *Typical Design Vehicles by Intersecting Street Typology*

	STREET TYPE	PEDESTRIAN SHARED STREET	NEIGHBORHOOD BIKEWAY	LOCAL STREET	MULTI-MODAL CONNECTOR	CONNECTOR	MAIN STREET	ARTERIAL STREET
DESIGN VEHICLE	Pedestrian Shared Street	DL-23	DL-23	DL-23	SU-30	SU-30	SU-30	SU-30
	Neighborhood Bikeway	DL-23	DL-23	DL-23	SU-30	SU-30	SU-30	SU-30
	Local Street	DL-23	DL-23	DL-23	SU-30	SU-30	SU-30	SU-30
	Multimodal Connector	SU-30	SU-30	SU-30	SU-30	SU-30	SU-30	WB-40
	Connector	SU-30	SU-30	SU-30	SU-30	SU-30	SU-30	WB-40
	Main Street*	SU-30	SU-30	SU-30	SU-30	SU-30	SU-30	WB-40
	Arterial Street*	SU-30	SU-30	SU-30	WB-40	WB-40	WB-40	WB-40

**Or WYDOT Standard*

Table 14. *Typical Control Vehicles by Intersecting Street Typology*

	STREET TYPE	PEDESTRIAN SHARED ST.	NEIGHBORHOOD BIKEWAY	LOCAL ST.	MULTI-MODAL CONNECTOR	CONNECTOR	MAIN ST.	ARTERIAL ST.
DESIGN VEHICLE	Pedestrian Shared Street	FIRE	FIRE	FIRE	FIRE	FIRE	FIRE	FIRE
	Neighborhood Bikeway	FIRE	FIRE	FIRE	FIRE	FIRE	FIRE	FIRE
	Local Street	FIRE	FIRE	FIRE	FIRE	FIRE	FIRE	FIRE
	Multimodal Connector	FIRE	FIRE	FIRE	FIRE	FIRE	WB-62**	WB-62**
	Connector	FIRE	FIRE	FIRE	FIRE	FIRE	WB-62**	WB-62**
	Main Street*	FIRE	FIRE	FIRE	FIRE	WB-62*	FIRE	WB-62**
	Arterial Street*	FIRE	FIRE	FIRE	WB-62*	WB-62*	WB-62**	WB-62**

**Or WYDOT Standard*
*** Project managers should confirm whether WB-62 turning movements need to be accommodated at all intersections during the design process*

Control Vehicle

The control vehicle is the largest vehicle that will use the intersection infrequently. In design, the control vehicle should be expected to make turns very slowly, traverse mountable elements, use adjacent receiving lane space, and/or overtrack the centerline of the intersecting street. Stop lines may need to be moved back to accommodate any overtracking or encroachment.

- Ideal turning movement speed: 1-5 mph
- For Local Streets, Neighborhood Bikeways, and streets without a striped centerline, control vehicles may generally use the full curb-to-curb width to complete their turns.
- Emergency vehicles always need to be accommodated, regardless of street type. Therefore, a fire truck (Aerial Fire Truck) is the identified control vehicle for most street types with low volumes of heavy vehicle traffic. The Aerial Fire Truck will accommodate turning movements for all vehicles including and smaller than a WB-40.
- For truck routes, Arterials, and Multimodal Connectors where higher volumes of heavy vehicle traffic are expected, a WB-62 semi-trailer truck should typically be used as the control vehicle.

CONSIDERATIONS

County and WYDOT Roads: City staff should encourage design and control vehicles in line with the guidance in this section when coordinating with Teton County and WYDOT staff on intersections with County and WYDOT roads.

Relevant Resources

- NACTO Urban Bikeway Design Guide (Chapter 4.1.1)

7.2 CURB-RETURN RADII

GENERAL GUIDANCE

The smallest practical curb-return radius should be used at all intersections to manage the speed of turning vehicles, shorten the length of pedestrian crosswalks, and provide adequate space at the corner for properly aligned curb ramps. See Section 8.2 for additional guidance on curb ramp design. It is important to choose a practical radius based on street classification and appropriate design/control vehicles as selecting design and control vehicles smaller than appropriate can compromise the safety of people biking and walking if large vehicles are required to frequently mount the curb to complete a turn.

Choose the smallest practical radius with all other intersection safety improvements included. Designers should weigh the balance of wider radii with other safety treatments in each situation.

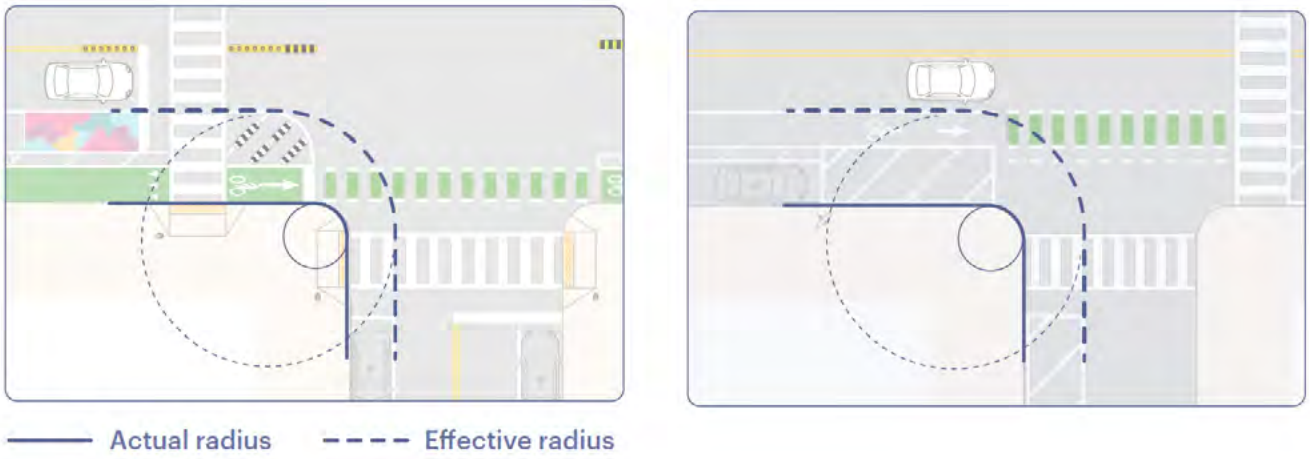
Extra attention should be paid to tightening curb-return radii where:

- There are adjacent or nearby trip generators where high pedestrian volumes are observed or anticipated;
- Turning vehicles will cross a protected bike lane, shared use path, or trail;
- There is no existing or anticipated future need to regularly accommodate large turning transit buses or trucks; and
- Where adjacent parking lanes, on-street bike lanes, or striped shoulders create a larger effective radius.

Table 15. *Curb Return Radii*

STREET TYPE	CURB RETURN RADIUS (FEET)
Arterial	20
Main Street	20
Connector	18
Multimodal Connector	18
Local	15
Neighborhood Bikeway	15
Pedestrian Shared Street	5

Figure 20. *Actual vs. Effective Radius (Source: NACTO Urban Bikeway Design Guide 3.4.1.3)*



Actual vs Effective Radius

The effective radius of an intersection corner may differ from the actual radius when elements such as on-street parking, bike lanes, or striped shoulders are present.

Turning movements for the design vehicle can inform the effective radius. Once determined, a tighter corner radius should be implemented where practicable. Some strategies to tighten curb radii include:

- Compound radii, which can encourage slower speeds with smaller radii as drivers approach crosswalks and a larger radius as the turn progresses beyond the crosswalk;
- Corner islands, single or dual-radius; fixed or mountable
- Hardened centerlines and lane lines
- Curb extensions
- Adjusting stop bar locations to accommodate control vehicle turn tracking;
- Access or turning restrictions based on land use

CONSIDERATIONS

On Major and Minor Transit streets, a 28 ft effective radius should be provided to accommodate turning transit vehicles.

Relevant Resources

- NACTO Urban Bikeway Design Guide (Chapter 4.1.3)

7.3 TRUCK APRONS AND CORNER ISLANDS

Truck aprons, typically applied at roundabouts, are effective treatments at standard intersection corners to slow the frequent use by managed and design vehicles, while accommodating the infrequent control vehicle. Where on-street bikeways are present, corner islands have the same effect. See Section 9.2 for more information on bicycle protected corners. The path of the control vehicle shall be completely outside of the intended bicycle and pedestrian path of travel and waiting areas.

GENERAL GUIDANCE

There are two primary applications of truck aprons and corner islands that may be implemented. Each has multiple variations based on intersection and modal context.

- ▶ Single Radius, Mountable Corner

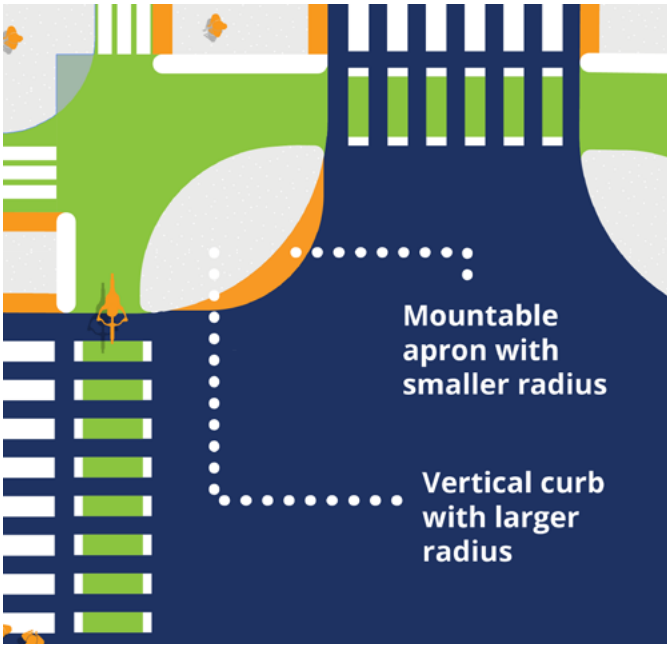
  Single Radius designs guide turning movements for managed and design vehicles without tracking over the radius. Control vehicles will mount the corner in order to complete the turning movement

  - » Concrete single radius designs should have traversable curbs and a flat top.
  - » Quick build applications of single radius corners should utilize edge striping for the managed radius and mountable, flexible materials

- ▶ Dual Radius with Defined Mountable Apron

  - » Dual radius designs provide a smaller radius for managed vehicles, and a secondary larger radius to accommodate design and control vehicles
  - » The small radius may be flush with the roadway, or fully traversable. Contrasting pavement colors and/or surfaces, or a striped edge line, delineate the intended path for managed vehicles.
  - » If not flush, a mountable, beveled curb 2-3 inches in height should be used for the mountable area between the small and large areas. .
  - » The larger radius is provided with a vertical curb 5-6 inches in height that is not intended to be mounted. The tightest radius possible should be used for this inner radius.

Figure 21. *Mountable Truck Apron*



Elevation and Curb Profile

The elevation of a raised apron or corner island may be between the existing road grade and the adjacent sidewalk or pedestrian corner area. Many raised aprons use an intermediate height between the two, allowing for a mountable surface while still providing clear vertical distinction from the sidewalk.

For raised aprons, the profile of the edge of the mountable element determines how easily a vehicle can mount it.

- A traversable curb is better for the stability of larger design and control vehicles, but may not provide enough deterrence for some managed passenger vehicles.
- A mountable curb typically has a steeper bevel, providing more deterrence to passenger vehicles.
- Dual-radius applications allow for curb profiles with a vertical plus a mountable/traversable portion.

Less frequent control vehicles should be accommodated with greater vertical portions, to increase the penalty for encroachment. If pedestrians or bicyclists need to cross the apron, traversable curbs may be more suitable.

Color and Materials

Color reinforces the distinction between the apron and other road elements. A surface material that is the same color as the sidewalk reinforces the distinction from the street for drivers, but may encourage pedestrians to dwell on it, as it may be mistaken as a continuation of the pedestrian area. A more aesthetically enhanced apron distinguishes it from both the street and sidewalk, but if the surface finish looks too "nice" it may be unclear to truck drivers that the surface is intended to be driven over. Edge striping can also specifically reinforce the desired turning path, especially in applications where the turning path may not be clearly conveyed by the apron shape, such as corner speed humps (see Rumbles, Humps, and Bumps section below).

- Color options may include brick or other colored pavements that differ from the street and sidewalk/path treatment.
- Stamped or other textured pavement treatments indicate the apron is not a walking surface, but will deter smaller passenger vehicles from regularly mounting the apron.

CONSIDERATIONS

If frequently tracked over by larger vehicles than designed for, mountable corners may need more frequent maintenance to replace chipped concrete or broken flex-posts.

Drainage should be considered when modifying the existing flowline to install dual-radius corners. Inlets may need to be relocated and/or added to maintain positive drainage around the corner.

Snowplowing and street sweeping vehicles and operation should be considered in the design of dual-radius corners.

Applicable Street Typologies

- Arterial, Main Street, Connector, Multimodal Connector

Relevant Resources

- NACTO Urban Bikeway Design Guide (2025), 4.1.3
- AASHTO Guide for the Development of Bicycle Facilities (2024), 5.10.4

7.4 CURB EXTENSIONS

Curb extensions, or bump outs, extend the pedestrian zone or curb line into the street zone. Curb extensions are most often applied at intersections or midblock crossings but may also be used at transit stops or for traffic calming purposes.

Curb extensions improve sight lines between pedestrians and drivers, reduce pedestrian crossing distances, may slow turning vehicles with tighter curb radii and narrower streets, and allow for space to build perpendicular curb ramps.

Streets with on-street parking or excess travel lane width should generally have curb extensions installed at all intersections. The curb extensions bookend the parking lanes, clearly delineating the travel space and parking lane, while also shortening pedestrian crossing distances, improving sightlines between all intersection users, slowing vehicle turns and providing space for amenities and/or landscaping.

Curb extensions may also be placed at mid-block locations to enhance pedestrian crossing locations, calm traffic, and/or provide space for amenities and greening. If not specifically intended to serve a pedestrian crossing, midblock curb extensions should be designed so as not to encourage crossing the street, by placing trees or other elements to discourage crossing.

GENERAL GUIDANCE

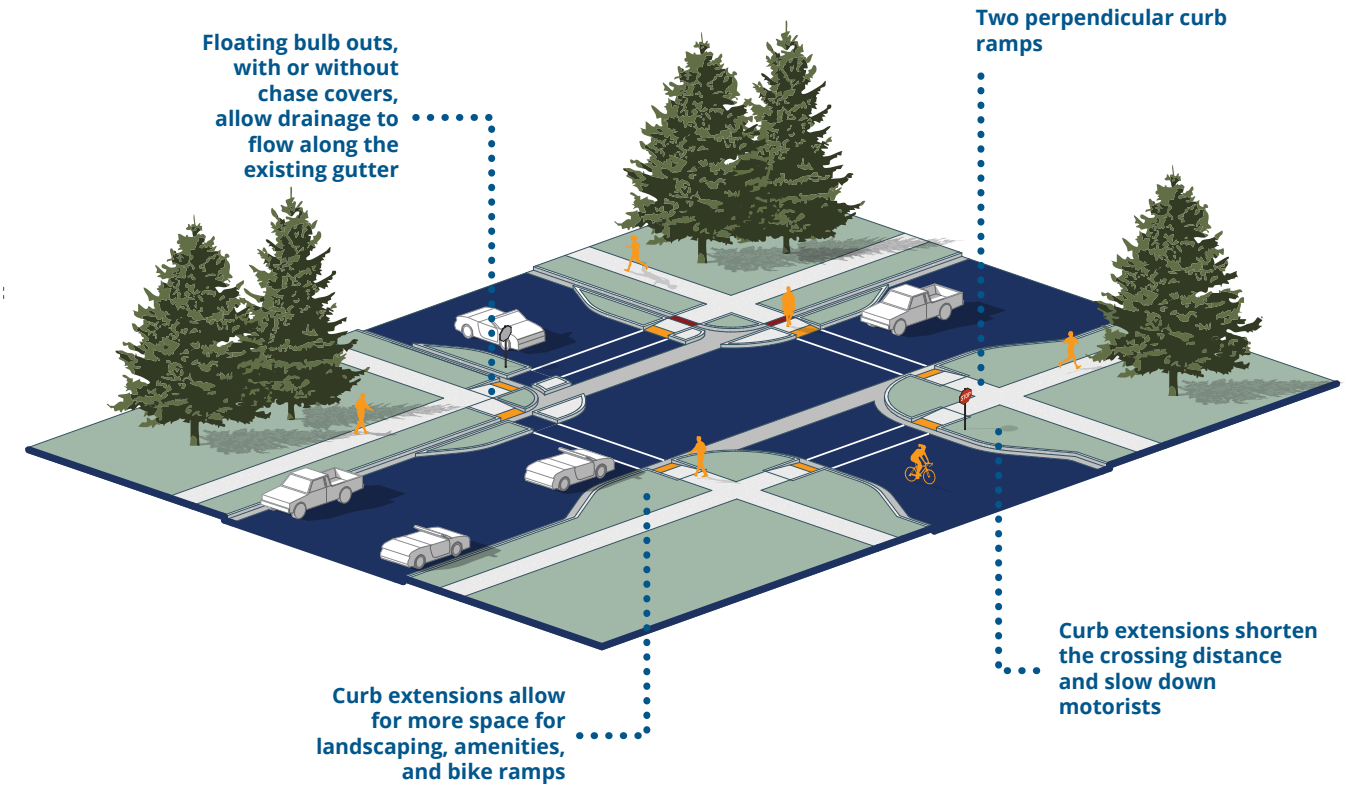
Curb extensions should extend far enough into the street to narrow travel lanes to the desired width. The gutter pan of curb extensions should not encroach into the desired travel lane width (see Section 3.1) or reduce bike lane width below the minimum width (see Section 5.2 for bike lane widths).

For constructability and maintenance, curb extensions should be a minimum of 3 ft wide. For a typical 8 ft parallel parking lane, a curb extension should be 6 ft wide to keep the gutter out of the travel or bike lane. On one-way streets, a minimum curb-to-curb width of 13 ft should be maintained for emergency and street maintenance vehicles.

A 5:1 taper is preferred for the extension of the curb. In areas with high parking demand, a 3:1 taper may be used. When curb extensions are used at intersection corners, the corner radius should be determined based on street classification and anticipated design and control vehicles. Reducing the width of curb extensions can accommodate larger turning movements and maintain the safety and visibility benefits before eliminating the curb extensions entirely.

Curb extensions should be designed, where feasible, to include two perpendicular curb ramps that align with sidewalks and crosswalks. The pedestrian clear zone at intersections and midblock crossings should not be impeded by the addition of street furniture, landscaping, or other amenities placed in the curb extension.

Figure 22. *Curb Extensions*



7.4.2 CONSIDERATIONS

The following considerations should be taken when implementing curb extensions at intersections:

- On streets and intersections with high volumes of large trucks, curb extensions may not be feasible given large turning movements.
- Streets and intersections that serve bus routes may benefit from turn lanes or bus pull-out areas over curb extensions.
- Streets that have a high volume of bicycle traffic may need to accommodate bicyclists within the curb extension

The design of curb extensions should maintain proper drainage and avoid ponding and debris buildup, especially at pedestrian ramps. Catch basins may need to be relocated or added to accommodate changes in drainage flow patterns. Other drainage design options include floating bulbouts, or floating bulbouts with chase covers.

Curb radii on the curb extension should be designed to accommodate street maintenance such as sweeping and plowing. Using a wide radius for the minor corners of curb extensions can also help reduce debris, snow, and ice accumulation at the inside corners and reduce the likelihood of maintenance equipment snagging the corner. A minimum of 5 ft inner corner radii is suggested.

Curb extensions can be built with specific high-strength concrete if there are concerns about heavy vehicles and maintenance equipment frequently hitting the curb extensions.

Applicable Street Typologies

- Arterial, Main Street, Connector, Multimodal Connector, Local, Neighborhood Bikeway

Relevant Resources

- NACTO UBDG (Chapter 4)
- AASHTO Guide for the Development of Bicycle Facilities (Chapter 5.10.2)

7.5 PARKING AND INTERSECTION VISIBILITY

GENERAL GUIDANCE

On-street parking can impede visibility at intersections, which can impact safety for all street users at the intersection. Therefore, it is important to effectively and consistently manage parking near intersections. Parking restriction, or intersection daylighting, can be done in a number of ways, including using curb extensions to physically prohibit parking, and/or with signage informing drivers of where they may or may not park.

The table below outlines general parking restrictions for various contexts. Wyoming statutes require no parking within 20 feet between parking and a marked crosswalk.

CONSIDERATIONS

- Parking restrictions through code or ordinance alone is often not effective without enforcement or the use of signs or curb extensions. Red curbs are typically not visible during winter, so signs indicating the end of the parking zone should be used.
- Curb extensions should generally be included at intersections on streets with full-time on-street parking. See Curb Extensions.

Applicable Street Typologies

- Arterial, Main, Connector, Multimodal Connector, Local, Neighborhood Bikeway, Pedestrian Shared Street

Relevant Resources

- NACTO Urban Street Design Guide
- FHWA Proven Safety Countermeasures

Table 16. *Parking Restrictions at Intersections*

INTERSECTION / STREET CONTEXT	GENERAL PARKING RESTRICTION (FEET)	NOTES / EXCEPTIONS
Traffic Signal	30	
Stop Sign, without concrete curb extension	30	
Stop Sign, with concrete curb extension	18	Curb extension should be 6 ft wide to fill parking lane
Crosswalk at intersection, marked or unmarked	20	Crosswalks on the far side of one-way street may consider shorter parking restrictions, if WY statues are met.
Marked midblock crosswalk	20	
Alleway or Driveway	5	
Fire Hydrant	10	
Marked Bus Stop	Length of Bus Stop + Maneuvering Space	
Railroad Crossing	50	
Fire Station Driveway	20	

7.6 SIGNALIZED INTERSECTIONS FOR SAFETY

GENERAL GUIDANCE

Traffic signal design and operation should take into consideration both vehicle and pedestrian and bicycle comfort and safety. Traffic signals create gaps in the traffic flow and allow pedestrians and bicyclists to cross the street at locations where they would often otherwise experience excessive delay. Modifying the signal timing and phasing can also improve pedestrian and cyclist safety by mitigating potential conflicts through separation in time.

Where pedestrian traffic is regular, pedestrian phases should be activated automatically. Pedestrian activation should only be used when pedestrian crossings are infrequent and intermittent.

CONSIDERATIONS

Marked crosswalks should be placed at all signalized intersections where pedestrians cross. High-visibility crosswalks can be used to improve the conspicuity of the crossing. Advanced stop bars should be placed 4 ft back from the marked crosswalk to limit motorists encroaching upon the pedestrian crossing.

Relevant Resources

- Public Right of Way Access Guidelines
- FHWA Proven Safety Countermeasures
- Manual on Uniform Traffic Control Devices (Part 4)
- WYDOT Standards

Table 17. *Signal Treatments*

SIGNAL TREATMENT	DESCRIPTION	WHERE / WHEN IT SHOULD BE CONSIDERED
Accessible Pedestrian Signals (APS)	A pedestrian pushbutton with integrated vibro-tactile and audible versions of the visual indications presented by the pedestrian signal displays.	Recommended at all new or modified traffic signals. Installation and operation should be consistent with PROWAG R308.1
Leading Pedestrian Intervals (LPIs)	A 3-7 second 'head start' for the pedestrian signal prior to the parallel vehicle signal. Partially protects the pedestrian movement and allows pedestrians to get through the turn conflict zone prior to vehicular traffic being given a green light.	Recommended as a wide-spread treatment for signalized intersections with pedestrian signals.
Leading Bicycle Intervals (LBIs)	A 3-7 second 'head start' for the bicycle signal prior to the parallel vehicle signal. Partially protects the bicycle movement and allows cyclists to get through the turn conflict zone prior to vehicular traffic being given a green LBIs typically last the same duration as the LPI when implemented together.	Recommended as a wide-spread treatment for signalized intersections with bicycle signals.
Bicycle Signals	A signal head for bicyclists. They indicate bike signal phases and other bike-specific timing strategies.	Intersections with bicycle lanes and high vehicular turning movements where exclusive, protected, or specifically timed bicycle phases are desired to mitigate conflicts.
No Right Turn on Red	A restriction on vehicles turning right on a red light. Eliminates right-hook conflict with pedestrians and cyclists as well as oncoming vehicles.	Recommended in areas with medium-high pedestrian volumes or concerns of pedestrian/ right turn conflicts. Time of day restrictions may be appropriate.
Left Turn Phasing	A protected left turn phase provides a green arrow for left turning vehicles while stopping parallel traffic and pedestrian crossings.	Recommended in areas with concerns of left-turn conflicts. Requires a left turn arrow signal and an exclusive left turn lane. May be used as protected-only left turns or protected-permissive.
Pedestrian Exclusive Phase	A traffic signal phase exclusively for pedestrians. Pedestrians may cross in all directions during this phase. Also known as a pedestrian scramble.	Recommendation for intersections with high pedestrian volumes and high vehicle turning volumes. Requires No Right on Red. Increases intersection delay for all users and may have poor compliance if ped and vehicle volumes are not high.
Bike Boxes	A dedicated space for bicyclists to line up ahead of vehicles in order to enter the intersection first.	Recommended on minor street approaches to intersections without bicycle signals. May serve as a two-stage box for intersecting bikeways. Requires No Right on Red implementation.

7.7 RAISED INTERSECTIONS

GENERAL GUIDANCE

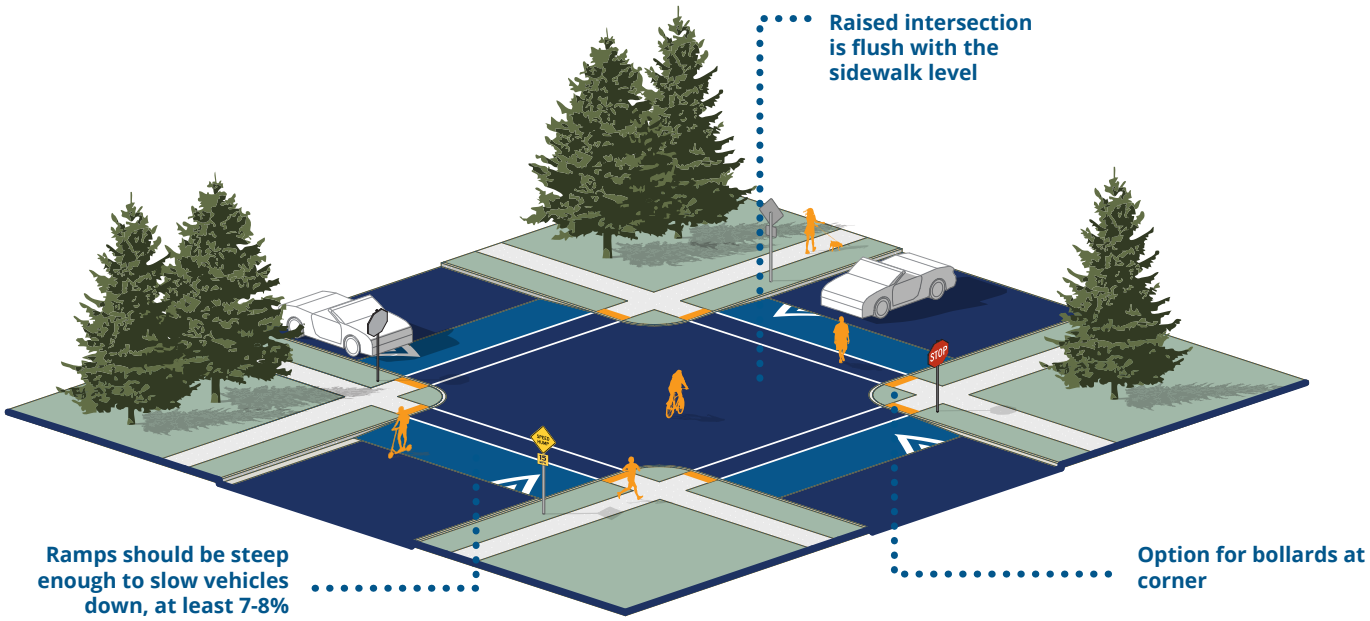
Raised intersections lower speeds and slow turns for vehicles traveling through an intersection, creating a high-comfort facility for people walking and biking across streets. Raised intersections may be appropriate at locations with high pedestrian activity, where neighborhood bikeways turn to a cross street, or intersections that are offset.

The full intersection is raised to sidewalk level, ramping streets up in advance of pedestrian crosswalks.

Raised intersections should be designed so that:

- Approach and departure ramps for vehicles use a slope of at least 7-8%, for smooth transitions for bikes and vehicles that effectively slow vehicles through the intersection;
- The smallest possible curb radius is used on intersection corners, while still accommodating design vehicles; and
- The intersection is flush with the sidewalk and detectable warning surfaces are provided to inform non-visual cues that pedestrians are leaving the pedestrian zone and entering the street zone.

Figure 23. *Raised Intersection*



CONSIDERATIONS

Bollards or planters may be placed at the corners of raised intersections to help prevent drivers from turning into the pedestrian space. Clear pedestrian paths through the crosswalks should be maintained and not impeded upon by bollards or other vertical elements. Clear sight lines must be maintained at intersection corners with any vertical elements that are installed.

The center of the raised intersection may be enhanced with various materials, patterns, or colors to create a visual aesthetic in areas such as downtown main streets. Crosswalks and crossbikes shall be kept smooth and should meet MUTCD compliance for colors and striping.

Drainage – raised intersections modify the flow line of the roadway. Drainage at the intersection should be evaluated and additional storm infrastructure may need to be considered.

Snow plowing – the design of the raised intersection should consider snow and street sweeping operations to accommodate maintenance vehicles. Additionally, snow removal methods will need to be adjusted, including specific removal procedures and the use of operators who are familiar with the locations of raised intersections.

Applicable Street Typologies

- Main Street, Multimodal Connector, Local, Neighborhood Bikeway

Relevant Resources

- NACTO Urban Bikeway Design Guide (Chapter 4.2)
- AASHTO Guide for the Development of Bicycle Facilities (Chapter 8.4.3.2)

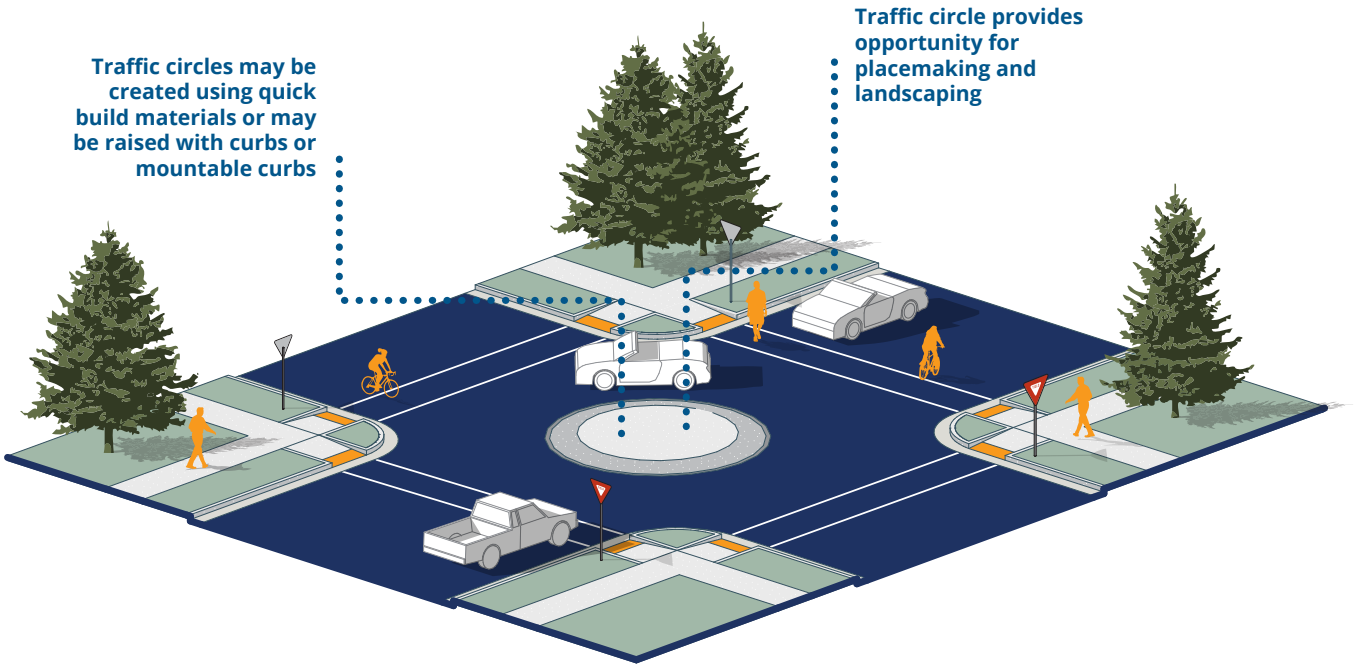
7.8 TRAFFIC CIRCLE

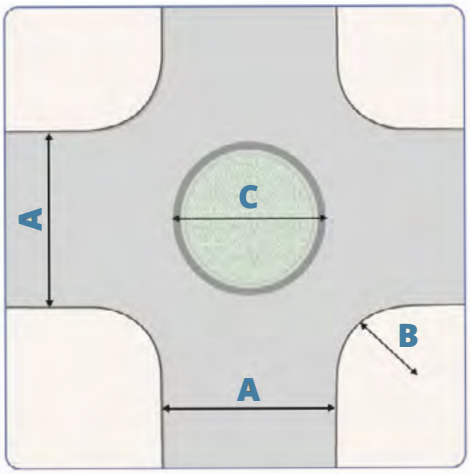
GENERAL GUIDANCE

Traffic circles are raised or delineated islands placed in the center of minor street intersections. They encourage slower motor vehicle movements through the intersection and are recommended with yield on entry control for all legs. Raised traffic circle design can vary and may include mountable curbs, landscaping, and signage.

Most traffic circles feature 15 ft clear from the corner to the edge of the circle. Traffic circles can include both paved aprons and mountable curbs as needed to accommodate the turning movements of larger vehicles.

Figure 24. *Traffic Circle*





NACTO

Table 18. *Traffic Circle Radii and Diameter*

STREET WIDTH (A)	CURB RETURN RADII (B)	CENTER ISLAND DIAMETER (C)
20 ft	15 ft	9 ft
	20 ft	11 ft
	25 ft	12 ft
25 ft	15 ft	15 ft
	20 ft	16 ft
	25 ft	18 ft
30 ft	10 ft	19 ft
	15 ft	20 ft
	20 ft	22 ft
	25 ft	24 ft
36 ft	10 ft	26 ft
	15 ft	27 ft
	20 ft	29 ft
	25 ft	33 ft
40ft	10 ft	30 ft
	15 ft	32 ft
	20 ft	34 ft
	25 ft	38 ft

CONSIDERATIONS

Landscaping within the traffic should be low level and preserve sight distance.

Emergency services should be consulted when planning the design of traffic circles. If placed on emergency routes, design for full traversing of the circle by the emergency vehicle or making left turns on the inside of the circle.

Applicable Street Typologies

- Local, Neighborhood Bikeway

Relevant Resources

- NACTO Urban Bikeway Design Guide (Chapter 4.2)
- AASHTO Guide for the Development of Bicycle Facilities (Chapter 8.4.2.3)

7.9 MODAL FILTERS

Modal Filters, sometimes referred to as Diverters, are a form of traffic volume control by restricting – or filtering out – vehicular movements at intersections while maintaining connectivity for pedestrians and cyclists. Modal filters also limit neighborhood cut-through traffic, i.e. diversion of vehicles onto local streets adjacent to busier corridors during times of congestion.

Modal filters can be applied on the centerline of the major street, creating right-only movements on minor streets at intersections. Diagonal modal filters are another application, maintaining two directions of vehicular travel but forcing a turn and restricting through-movements on both of the intersecting streets. In both applications, bicyclists and pedestrians are unrestricted in their movements through the modal filter and are accommodated through cut-throughs and refuge islands.

Emergency routes may limit applicability of modal filters. The design should consider the needs of emergency vehicles and offer alternative routing or mounting of the median by emergency vehicles. Street maintenance, snow plowing, and waste services should be considered when designing modal filters.

7.9.1 CENTERLINE MODAL FILTERS

General guidance

Centerline modal filters create a hardened centerline along the major street, restricting through movements on the minor street. Vehicles traveling along the minor street are limited to a right-only movement onto the major street. The centerline filter may be achieved using concrete median islands, delineator posts, or planters.

Considerations

Additional volume control may be accomplished by creating one-way approaches on the minor street. A segment of protected bicycle lane restricts vehicles from turning onto the minor street from the major street, and only allows right turns off of the minor street.

Gaps in the centerline filter provide through access for people on bikes and pedestrians. If space allows, a 6 ft or wider median filter allows refuge space for people walking and biking to make the crossing in two stages. A refuge for pedestrians and bicyclists (see Section 3.4.2) should be prioritized on higher volume streets and crossing enhancements like Rectangular Rapid Flashing Beacons (See Section 8.5) should also be considered. If less than 6 ft wide, pedestrian crosswalks should be striped continuous through the filter.

The bicycle gaps in the filter should not allow for vehicles to turn through.

Applicable Street Typologies

- Local, Neighbor Local, Neighborhood Bikeway, Connector, Multimodal Connector hood Bikeway

Relevant Resources

- AASHTO Guide for the Development of Bicycle Facilities (2024), 8.5.3
- NACTO Urban Bikeway Design Guide (2025), 4.2.3

7.9.2 DIAGONAL MODAL FILTERS

General guidance

Diagonal modal filters are typically installed at intersections of two local streets. They restrict through movements in all directions, forcing left or right turns for vehicles.

Pedestrian access to the diagonal islands should be restricted. This can be done by constructing corner curb extensions with perpendicular ramps to maintain the desired pedestrian crossing alignment. On retrofit projects with apex corner ramps, floating curb extension islands may be installed to minimize impact to drainage flowlines but enforce perpendicular crossings.

Considerations

Diagonal filters may be implemented with concrete or landscaped islands and curb extensions, or flexible delineator posts and paint. Gaps in the islands allow bicycles to continue through but should not be wide enough to allow for cars to access.

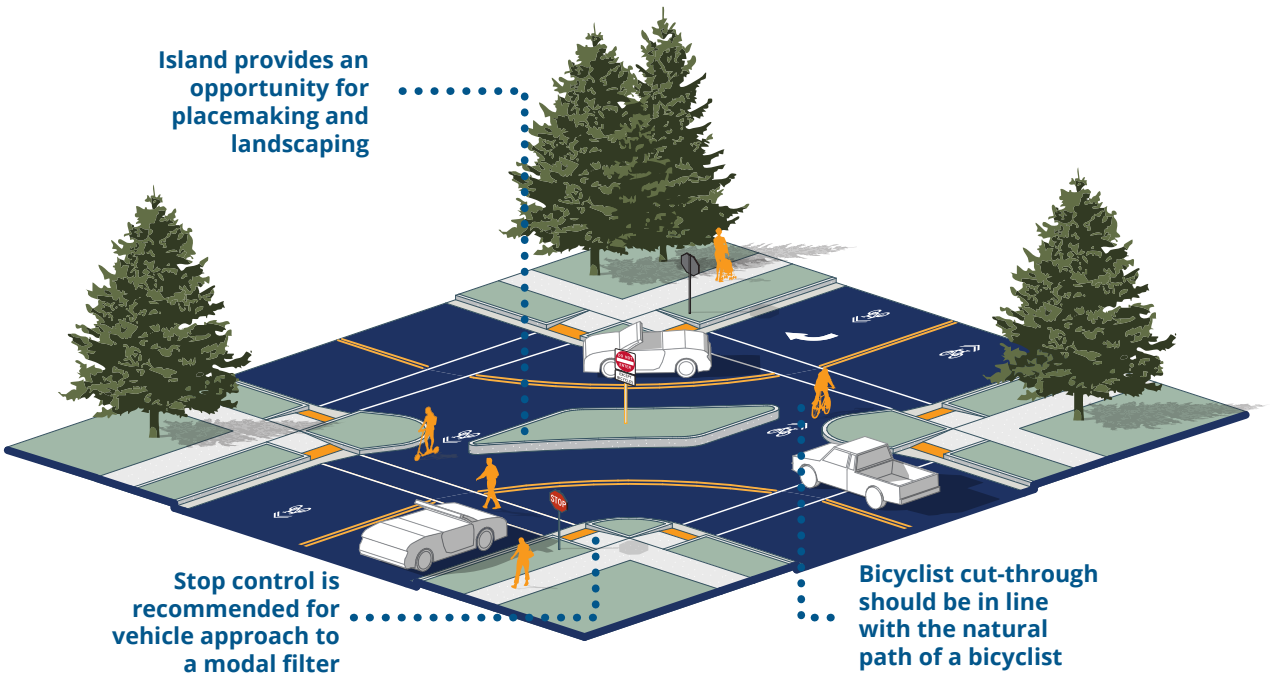
Applicable Street Typologies

- Local, Neighborhood Bikeway

Relevant Resources

- AASHTO Guide for the Development of Bicycle Facilities (Chapter 8.5.3)
- NACTO Urban Bikeway Design Guide (Chapter 4.2.3)

Figure 25. *Diagonal Modal Filters*



CHAPTER 8

Pedestrian Intersection Design

8 Pedestrian Intersection Design

Pedestrian safety at intersections is a crucial part of the pedestrian mobility network. All people who walk and roll on sidewalks should be able to cross intersections safely, comfortably, and without excessive delay. Pedestrian crossing safety includes safe pedestrian waiting areas, accessible curb ramps, pedestrian signals, crosswalk markings, and vehicle traffic control that allows for pedestrian crossings, among other things.

GENERAL GUIDANCE

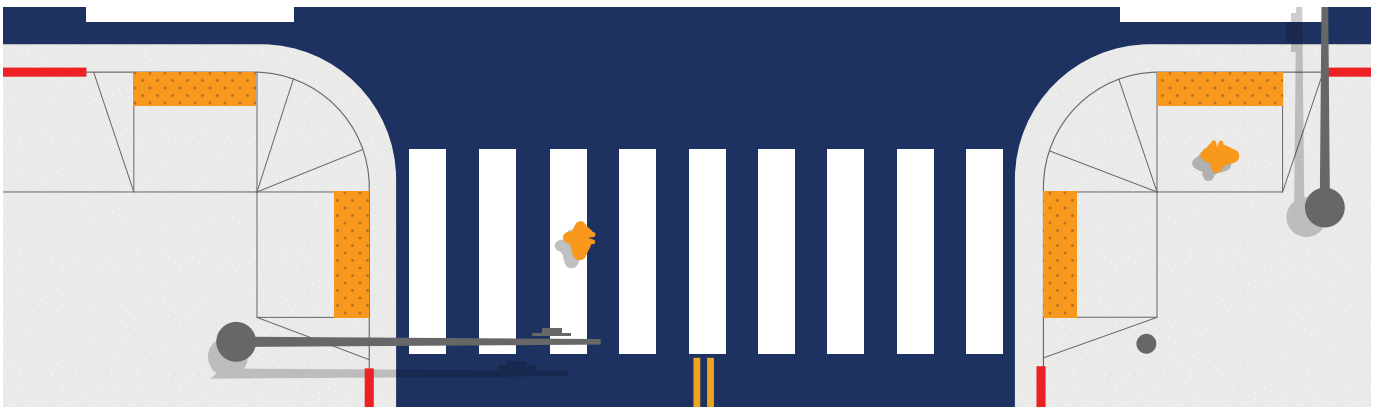
- Crossing frequency should be appropriate to the street and land use context.
- Pedestrian crossing length should be as short as possible to reduce conflict exposure.

Narrowing the street as much as possible, through the use of curb extensions, narrow lane widths, and median islands shortens the pedestrian crossing distance and reduces the exposure to conflicts as well as slowing vehicles. Median islands can simplify crossings to one direction of travel at a time.

- Curb-return radii should be as small as feasible to balance the needs of turning vehicles and proper curb ramp design. See Curb-Return Radii section.
- Crossing locations and right-of-way expectations should be clear to all pedestrians and street users.

High-visibility crosswalk markings should be installed at most marked pedestrian crossings, especially in areas with high pedestrian and vehicular traffic volumes. On local-local intersections, it may be acceptable not to stripe pedestrian crosswalks, however sight lines should be clear and painted stop bars may be needed to encourage proper stopping location outside of the pedestrian crossing line.

- Signalized crossings should provide sufficient crossing time and frequency with minimal delay to accommodate pedestrians of all ages and abilities. See MUTCD crossing guidance and Signalized Intersections section.



8.1 CROSSING TREATMENT SELECTION

At controlled intersections, such as signalized intersections and all-way stop-controlled intersections, pedestrian (and bicycle and pathway) crossings should be safe and comfortable and provide enough time for pedestrians and bicyclists to cross vehicular traffic.

For uncontrolled intersections, or intersections where only the minor roadway is stop-controlled, additional crossing treatments may be needed to provide a safe and comfortable crossing without excessive delay. These crossing treatments can typically serve both pedestrians and bicyclists, and should be considered at sidewalk, pathway, and bikeway crossings. A few additional bikeway-specific crossings are discussed in Chapter 9.

GENERAL GUIDANCE

The recommendations in this table are based on FHWA's Guide for Improving Pedestrian Safety at Uncontrolled Intersections. Engineering judgment should be used on a case-by-case basis to determine final recommendations for safety countermeasures at uncontrolled crossings. Designers should provide adequate justification for any recommendations that deviate from those outlined in the table.

Relevant Resources

- FHWA Guide for Improving Pedestrian Safety at Uncontrolled Intersections
- AASHTO Guide for the Development of Bicycle Facilities (Chapter 10 and 11)
- AASHTO Guide for the Planning, Design, and Operation of Pedestrian Facilities
- NACTO Urban Bikeway Design Guide (Chapter 4)

Table 20. *Crossing Treatment Selection*

Roadway Type	ADT < 9,000			ADT 9,000 - 15,000			ADT > 15,000		
	≤ 30 mph	35 mph	≥ 40 mph	≤ 30 mph	35 mph	≥ 40 mph	≤ 30 mph	35 mph	≥ 40 mph
2 lanes	A 1245	A 45	B 457	A 246	B 46	C 467	B 246	B 46	C 467
3 lanes w/ raised median	A 1235	A 35	B 357	B 236	B 36	B 367	B 236	B 36	C 367
3 lanes w/o raised median	A 12345	B 345	C 3457	B 2346	B 346	C 3467	C 2346	C 346	C 3467
4+ lanes w/ raised median	A 356	B 356	C 3567	B 356	B 356	C 3567	C 356	C 356	C 3567
4+ lanes w/o raised median	A 3456	B 3456	C 34567	B 3456	B 3456	C 34567	C 34567	C 34567	C 34567

A Marked crosswalk and signage

B RRFB + "A" treatments

C PHB or Signal + "A" treatments

Additional Enhancements:

1. Raised Crosswalk
2. In-street pedestrian sign
3. Advanced "yield here to" markings & signage
4. Pedestrian refuge island
5. Curb extensions/bulbouts
6. Road diet
7. Grade separation

Notes:

- Suggested additional enhancements should be considered and implemented based on context and feasibility
- Use actual speed data where available
- On-street parking should be restricted within 30' of all crossings on both sides

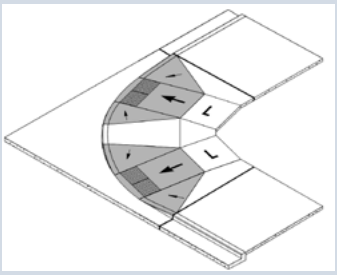
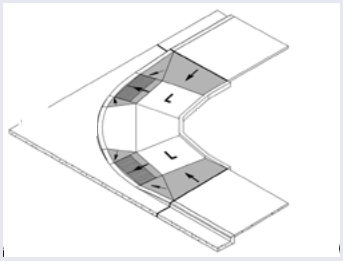
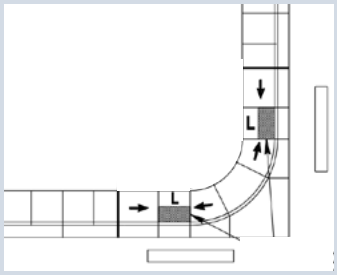
8.2 CURB RAMPS

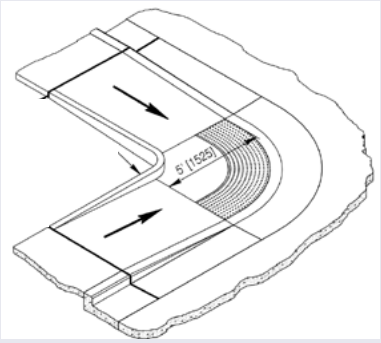
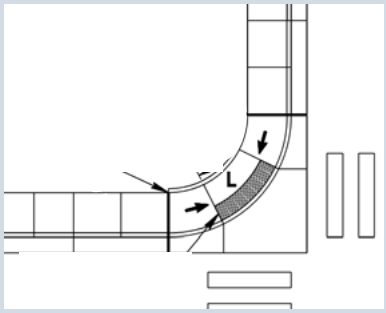
GENERAL GUIDANCE

Pedestrian crossings must be accessible and compliant with ADA and PROWAG requirements, including compliant curb ramps and pedestrian signals. Applicable Town of Jackson and/or WYDOT Standard Details should be used for Town and County projects.

Designers should prioritize directional curb ramps in line with the direction of pedestrian travel instead of a single diagonal curb ramp on the apex of the corner. However, street context and available right of way often create constraints that do not always allow for directional curb ramp design. The table below describes various types of ramp design, and considerations for each.

Table 21. *Curb Ramp Types*

RAMP TYPE	DESIRABILITY	PROS	CONS
Two Perpendicular (Directional) 	Preferred	• Provides directionality and physical wayfinding for the visually impaired • Eliminates grade changes within the pedestrian access route	• Requires more ROW/space to construct ramps
Two Combined Perpendicular (Directional) 	Acceptable, less preferred than non-combined perpendicular	• Fits in more constrained conditions • Provides directionality and physical wayfinding for the visually impaired	• Creates some grade changes within the pedestrian access route
Two Parallel 	Acceptable, less preferred than combined perpendicular	• Fits in constrained conditions • Provides directionality and physical wayfinding for the visually impaired	• Creates multiple grade changes within the pedestrian access route

RAMP TYPE	DESIRABILITY	PROS	CONS
Blended Transition/Depressed Corner (Square Back Radius) 	Undesirable, but accessible if two ramps can't be fit	• Fits in constrained conditions	• Does not provide directionality or wayfinding • Drainage and debris concerns • Easier for vehicles to track over
Single Parallel or Perpendicular (Diagonal) 	Undesirable, but acceptable if no other ramp option will work	• Fits in constrained conditions	• Does not align pedestrians with path of travel • Requires more maneuvering for wheelchairs and other wheeled devices within roadway • Drainage and debris concerns • Difficult to site push button and pedestrian signals

Applicable Street Typologies

- All

Relevant Resources

- Public Right of Way Access Guidelines (PROWAG)
- WYDOT Standards

8.3 RAISED CROSSWALK

GENERAL GUIDANCE

Raised crosswalks elevate a pedestrian, bicycle, or trail crossing to sidewalk level or an intermediate level between the street and sidewalk/trail across a street. Raised crosswalks are intended to slow vehicles, improve visibility and comfort of vulnerable road users, and improve yielding rates.

Raised crosswalks may be installed at intersections and midblock crossing locations to improve safety and visibility of pedestrian, bike, and trail crossings. They should generally be included at busy pedestrian crossing locations, sidewalk-level protected bikeways or shared-use paths.

CONSIDERATIONS

Raised crosswalks should be designed to fit the specific location context, including drainage. Additional or relocated storm infrastructure may be required to maintain proper drainage flows. Chase drains may be used to maintain the existing flowline.

Applicable Street Typologies

- Main Street, Connector, Local, Neighborhood Bikeway, Pedestrian Shared Street

Relevant Resources

- NACTO Urban Bikeway Design Guide (Chapter 4.2)
- AASHTO Guide for the Development of Bicycle Facilities (Chapter 8.4.3.2)

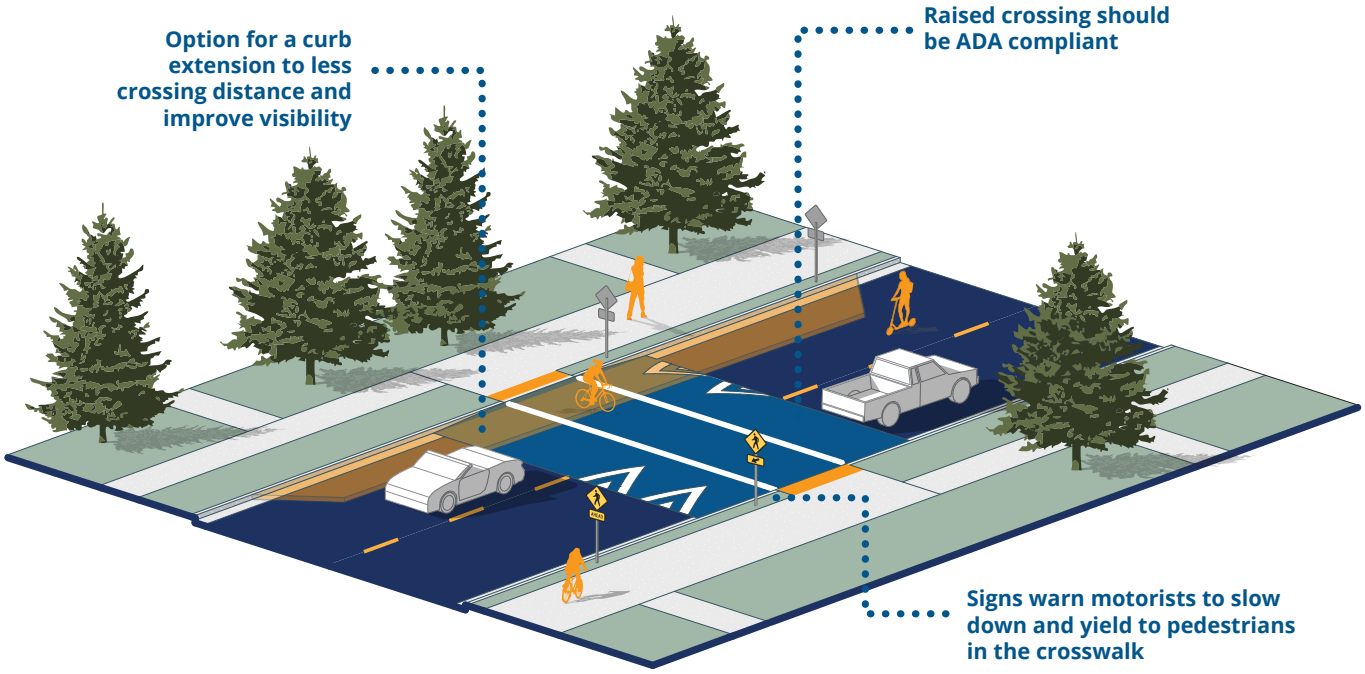


Figure 26. *Raised Crosswalk*

8.4 CONTINUOUS CROSSINGS

Continuous crossings provide a continuous surface and material throughout the crossing of a side street or major driveway instead of ramping down the sidewalk, raised bicycle lane, or shared-use pathway to street level for pedestrians and bicyclists to cross. Traditional intersection design requires pedestrians to step down off the sidewalk onto the street to cross, despite having the right-of-way. A continuous crossing indicates and reinforces pedestrian priority, shifting the paradigm from a pedestrian entering the vehicle space (street) to the vehicle entering the pedestrian space. Continuous crossings also increase accessibility and comfort by reducing the need for curb ramps.

Continuous crossings function very similarly to raised crosswalks in that they slow vehicles, improve visibility and comfort of vulnerable road users, and improve yielding rates. Continuous crossings are typically used when the pedestrian/ bicycle facility crosses a side street or major driveway.

GENERAL GUIDANCE

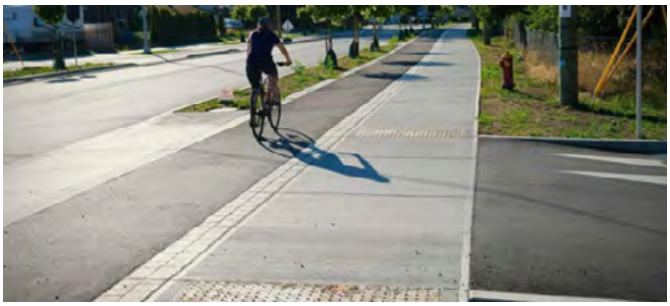
For continuous crossings, the material from which the sidewalk (or raised bicycle lane or shared-use path) is constructed is extended to create a continuous surface. This creates a visual and tactile effect that further emphasizes pedestrian and bicycle priority. Crosswalk markings are not typically used with continuous sidewalks, but detectable warning surfaces should still be used to indicate to visually impaired pedestrians that they are encountering a side street.

Continuous crossings should be designed with steep and short vehicle crossing ramps to effectively slow vehicles down. Typically, continuous crossings have steeper vehicle ramps than raised crosswalks.

The Furnishing/ Planting Area between the roadway and bikeway and/or sidewalk creates the width of the ramp between the roadway and the continuous crossing. To create an equal slope on both sides of the continuous crossing, the width and slope of the ramp on the side-street side of the crossing may match.

CONSIDERATIONS

Continuous crossings can be supplemented with warning signage for the side street if concerns remain about yielding. Additional or relocated storm infrastructure may be required to maintain proper drainage flows.



Source: Roy Symons

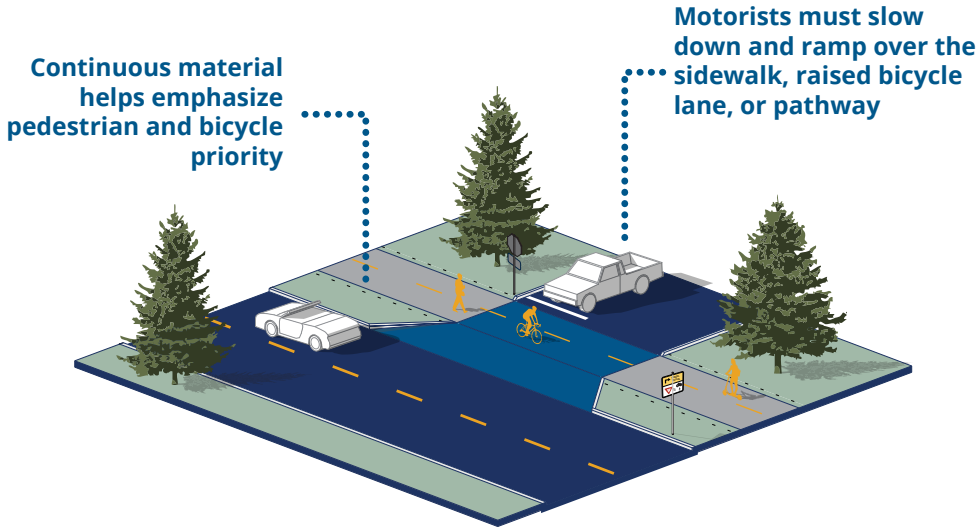


Figure 27. *Continuous Crossing*

8.5 RECTANGULAR RAPID FLASHING BEACON (RRFB)

GENERAL GUIDANCE

Rectangular Rapid Flashing Beacons (RRFBs) are used at uncontrolled crossing locations to enhance pedestrian and bicycle conspicuity. While an RRFB is applicable in many types of crossings, they are recommended for two- to three-lane crossings with speeds less than 35 miles per hour. See Section 8.1 for additional selection guidance. On three-lane roads, a pedestrian refuge island is recommended to decrease exposure for pedestrians in the roadway. RRFB may also be used on four-lane roads with median islands. Consider a Pedestrian Hybrid Beacon (PHB) for higher volume and higher speed roads (guidance provided in Section 8.6).

CONSIDERATIONS

RRFBs can be placed at a mid-block crossing or an intersection crossing. Advanced RRFB assemblies can be placed prior to the RRFB crossing in locations with roadway curvature or other sight line concerns. The advanced RRFB is activated at the same time as the RRFB located at the crosswalk and provides an early warning to drivers that a pedestrian may be crossing ahead and they should yield.

For RRFB crossings on a bicycle route, green crossbike pavement markings should be provided adjacent to the crosswalk. A bicycle ramp or protected corner can also be used to enhance bicyclist protection and visibility at the crossing. See Protected Intersection for additional information on protected corner design. Additional bike push buttons may be provided.

Relevant Resources

- NACTO Urban Bikeway Design Guide (Chapter 4.2)
- Manual on Uniform Traffic Control Devices (Part 4L and 9)

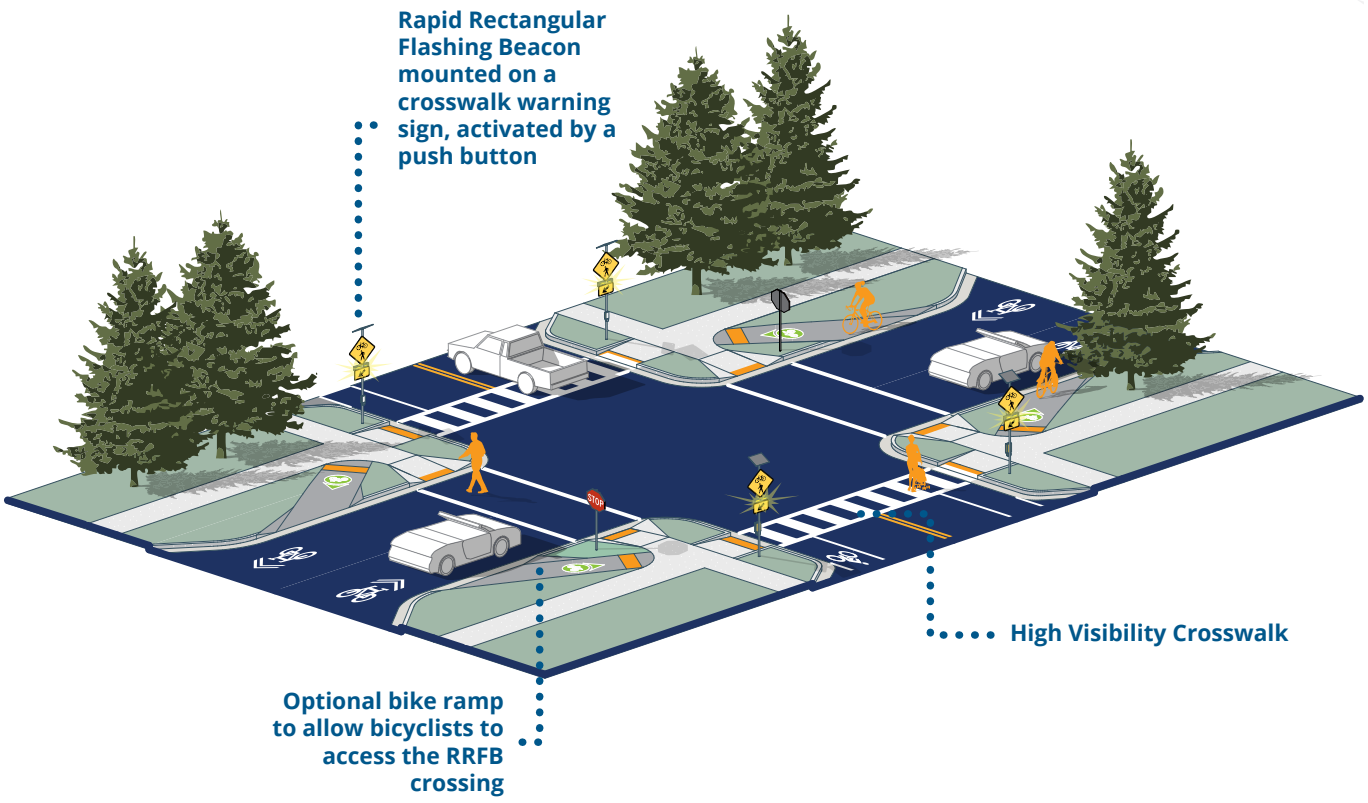


Figure 28. *RRFB*

8.6 PEDESTRIAN HYBRID BEACON (PHB)

GENERAL GUIDANCE

A Pedestrian Hybrid Beacon (PHB), sometimes referred to as a High Intensity Activated Crosswalk (HAWK), is best suited for uncontrolled crossings of multilane, higher speed or higher volume streets where there is a need to provide occasional pedestrian and/or bicyclist crossings without the warrant for a full signal. See Section 8.1 for additional treatment selection guidance.

The beacons on PHBs remain unlit until activated by a pedestrian or bicyclist wishing to cross. The lights then first flash yellow to signal to motorists to slow down, then they turn solid red. This is when a bicyclist or pedestrian can cross. After a set interval the beacons flash red, signaling that motorists may proceed once the crosswalk is clear, and finally return to their unlit status.

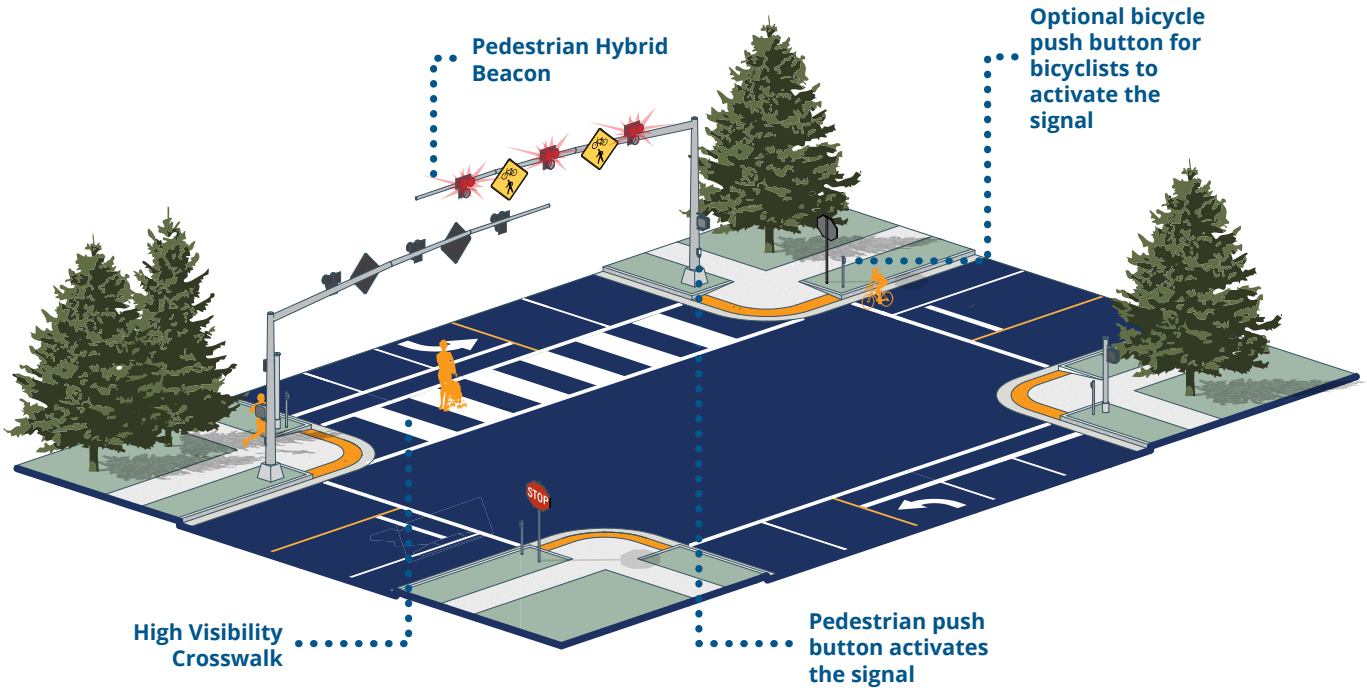
CONSIDERATIONS

For PHBs intended to serve bicyclists as well as pedestrians, provide green crossbike pavement markings directly adjacent to the crosswalk. A bicycle ramp or protected corner can also be used to enhance bicyclist protection and visibility at the crossing. See Protected Intersection for additional information on protected corner design. Additional bike push buttons may be provided.

Relevant Resources

- AASHTO Guide for the Planning, Design, and Operation of Pedestrian Facilities
- NACTO Urban Bikeway Design Guide (Chapter 4.2.5)
- Manual on Uniform Traffic Control Devices (Part 4J and 9)

Figure 29. *PHB*



CHAPTER 9

Bikeway Intersection Design

9 Bikeway Intersection Design

Bicyclists' comfort and safety at intersections is a crucial part of the bike network. A high-quality, protected, all ages and abilities (AA&A) suitable bikeway facility that does not provide a safe AA&A suitable street crossing does not serve the broader bicycle network, and will not be used by all people. Bicyclists should be able to cross intersections safely, comfortably, and without excessive delay.

GENERAL GUIDANCE

- Limit the bikeway crossing length as much as possible. Use curb extensions, lane reductions, and medians to reduce crossing distances.
- To slow traffic and improve visibility, apply roundabout concepts. If a roundabout isn't possible, some elements of roundabout design can still be applied, such as intersection setbacks and median islands.
- Reduce speed and volume. Apply traffic calming measures along all streets approaching an intersection or volume management strategies such as modal filters. At the intersection, consider methods to make yielding and turning safer, such as approach speed humps, median refuge islands, parking restrictions, protected corners, and appropriate lighting.
- Identify appropriate intersection crossing control. This should be done after speed reduction measures have been selected.
- In lower-volume and lower-speed intersections, assign priority to bikeways (stop control or by applying geometric design such as traffic circles to create all-yield conditions). More intensive traffic controls, such as RRFBs, PHBs, or signals are appropriate where bikeways cross higher-volumes or higher-speed streets. Additional guidance on crossing treatment selection can be found in the next section.
- Use crossbikes (green bike conflict markings) and crosswalks. They should be considered at all bikeway crossings.

9.1 BIKEWAY CROSSING TREATMENT SELECTION

Bicycle crossing safety includes many of the same design considerations that pedestrian crossings require. For bicycle intersection crossing treatments, the Crossing Treatment Selection Table from the Pedestrian Intersection Design Chapter has been provided, with a few additional bikeway-specific treatments.

Relevant Resources

- AASHTO Guide for the Development of Bicycle Facilities (Chapter 10 and 11)
- NACTO Urban Bikeway Design Guide (Chapter 4

GENERAL GUIDANCE

Engineering judgment should be used on a case-by-case basis to determine final recommendations for safety countermeasures at uncontrolled crossings. Designers should provide adequate justification for any recommendations that deviate from those outlined in the table.

Table 22. *Bicycle Crossing Treatment Selection*

Roadway Type	ADT < 9,000			ADT 9,000 - 15,000			ADT > 15,000		
	≤ 30 mph	35 mph	≥ 40 mph	≤ 30 mph	35 mph	≥ 40 mph	≤ 30 mph	35 mph	≥ 40 mph
2 lanes	A 1245	A 45	B 457	A 246	B 46	C 4675	B 246	B 465	C 4675
3 lanes w/ raised median	A 1235	A 35	B 357	B 2365	B 365	B 3675	B 2365	B 365	C 3675
3 lanes w/o raised median	A 12345	B 345	C 3457	B 23465	B 3465	C 3467	C 23465	C 3465	C 34675
4+ lanes w/ raised median	A 356	B 356	C 3567	B 356	B 356	C 3567	C 356	C 356	C 3567
4+ lanes w/o raised median	A 3456	B 3456	C 34567	B 3456	B 3456	C 34567	C 34567	C 34567	C 34567

A **Crossbike and signage**

B **RRFB + "A" treatments**

C **PHB, Signal, or TOUCAN + "A" treatments**

Additional Enhancements:

1. Approach speed humps
2. Advanced crossing warning signage
3. Advanced "yield here to" markings & signage
4. Median refuge island
5. Protected corners / corner islands
6. Road diet
7. Grade separation

Notes:

- Suggested additional enhancements should be considered and implemented based on context and feasibility
- Use actual speed data where available
- On-street parking should be restricted within 30' of all crossings on both sides

9.2 PROTECTED INTERSECTIONS

GENERAL GUIDANCE

Protected intersections and corners provide physical separation between bicycles, pedestrians, and vehicle traffic at the corners of intersection, creating greater visibility and encouraging proper yielding behavior and slower turns through geometric and signal design elements including a setback of the crossbike and crosswalk locations, raised corner islands, advance queuing areas and refuge spaces, bike and pedestrian signals, etc . Well-designed protected intersections create low-stress transitions between intersecting bikeways, reduce the conflict zones between vehicles and cyclists, add predictability to movements for all intersection users, and are comfortable for cyclists of all ages and abilities.

Protected intersections and corners can be implemented in a number of ways, including quick build, constrained on-street configurations, and with raised bikeways. Regardless of configuration, protected intersections include the following core design elements:

- Offset (setback) bikeway approach;
- Bicycle and pedestrian forward queuing area; and,
- Reduced corner radius or corner islands.

Offset Bikeway Approach

As the bikeway approaches the intersection, it should be designed to be setback from the street to improve sight lines between cyclists and drivers and create space for drivers to yield to bicyclists and pedestrians crossing the street. A maximum taper of 3:1 should be used to bend out the bikeway, though rates of 5-7:1 are preferred for more gradual transitions at comfortable speed.

Bending out the bikeway to create the offset often places the bikeway adjacent to the sidewalk. A detectable edge and/or buffer should be placed between adjacent bike- and pedways for accessibility concerns.

The offset of the bikeway creates the driver yielding area. The ideal setback is 16.5 ft to allow for most vehicles to yield to crossing bicyclists and pedestrians outside of the path of through vehicles. However, a setback of at least 6 ft can still be effective. The setback should generally not be greater than 20 ft in order to maintain slow turning speeds and encourage driver yielding at the slowest part of the vehicle turn movement.

Bicycle and Pedestrian Forward Queuing Area

To create queuing space outside of the bikeway, a setback of at least 6 ft creates an accessible refuge space for pedestrians. A minimum of 6 ft also provides space for bikes to queue without encroaching into the through bikeway space.

Pedestrian access to dedicated pedestrian queuing areas should be perpendicular to the bikeway and align with the street crosswalk. Detectable warnings should be placed at the edge of the sidewalk before entering the bikeway, and on either edge of the pedestrian queuing/refuge area.

The width of pedestrian and bike queuing areas should generally match the width of the bicycle facility and pedestrian crosswalk, no less than 6 ft. Where the bicycle and pedestrian queue areas are adjacent to each other without vertical separation, detectable warnings should be placed across the full length of both facilities.

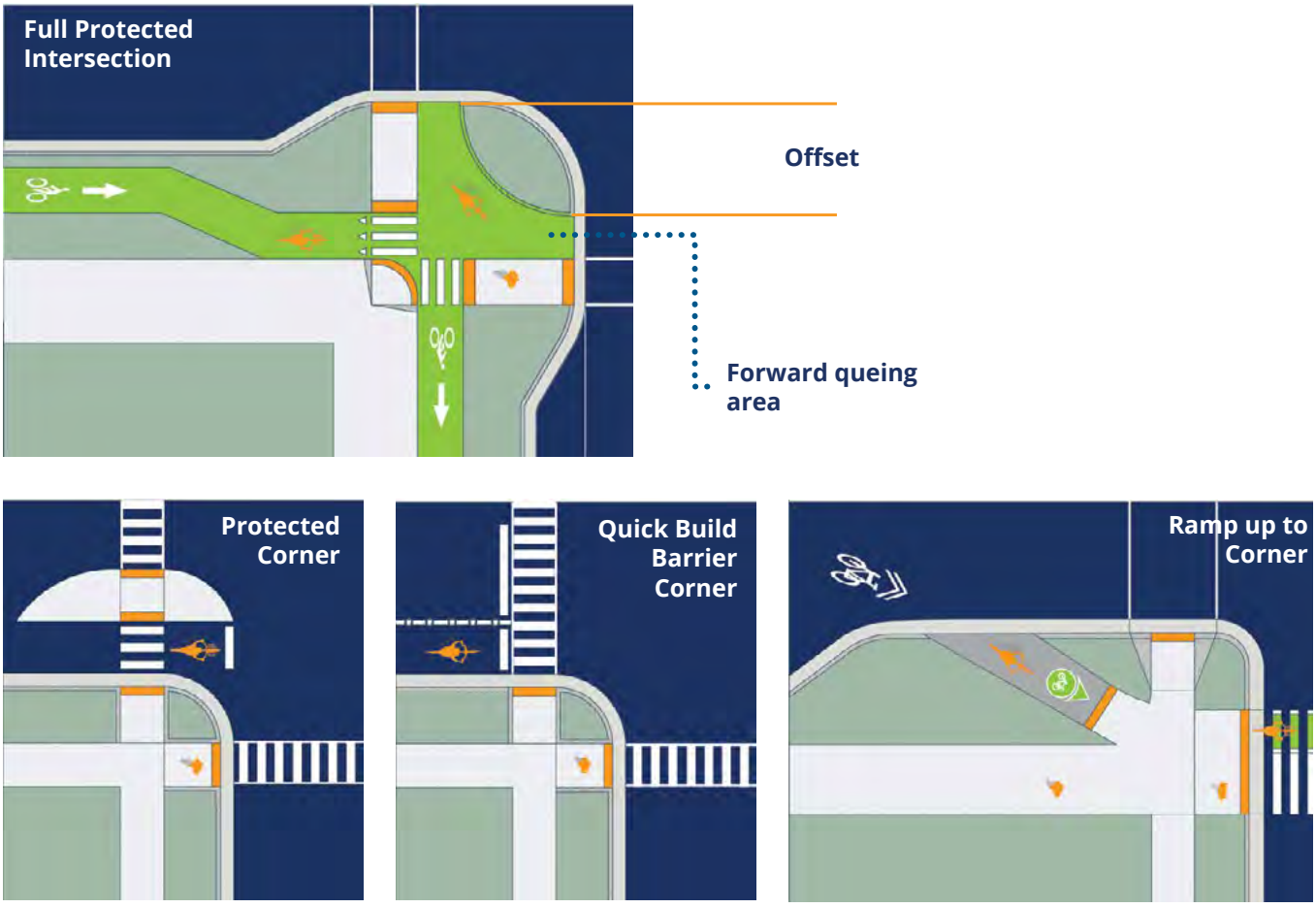
Stop bars for bicyclists and pedestrian detectable warnings should be placed near the edge of the intersecting street, but outside of any large vehicle tracking area.

Corner Radius and Islands

The corner radius of a protected intersection extends the physical separation of the bikeway to provide the setback, queuing area, and driver yield zone. Mountable corner design principles may be used to accommodate the design and control vehicles for the intersection. See earlier design guidance in Chapter 7 for appropriate corner radii, design vehicles, and mountable corners.

Examples of protected corner types can be seen in Figure 30.

Figure 30. *Protected Corner Types*



CONSIDERATIONS

The considerations for separated bikeways and dual radius intersection corners also apply to protected corners/intersections.

Drainage should be considered when modifying curb lines for protected corners and intersections. Inlets may need to be relocated and/or added to maintain positive drainage along the flowline and around corners.

Protected corners or intersections that maintain the bikeway at street grade or an intermediate level between the sidewalk and street may require special equipment for sweeping and snow removal. Where the bikeway is raised, snow and debris removal may be done in tandem with the sidewalk.

Where the bikeway and pedestrian spaces at the corner and crossings are delineated, the bikeway must be separated by a cane-detectable edge treatment.

Applicable Street Typologies

- Local, Connector, Multimodal Connector, Arterial, Main Street

Relevant Resources

- AASHTO Guide for the Development of Bicycle Facilities (7.9.7)
- NACTO Urban Bikeway Design Guide (4.3.1)

9.3 TOUCAN CROSSING

GENERAL GUIDANCE

A Toucan, originating from the phrase 'TwO groUps CAN cross', is a half-signal design intended to allow both pedestrians and bicyclists to safely cross a street while restricting through vehicle traffic. Unlike PHBs, Toucans also function as a volume control measure by restricting vehicle cut-through traffic; motorized traffic on the minor street must turn right at the intersection.

Toucans use a standard signal head for motorists along the major street. The major street traffic signal rests on green until the other direction is activated by a bicyclist or a pedestrian. Bicyclists cross using a bicycle signal, and pedestrians get a standard WALK indication on a pedestrian signal head. This design creates a protected crossing for bicyclists and allows pedestrians to continue through the intersection as well.

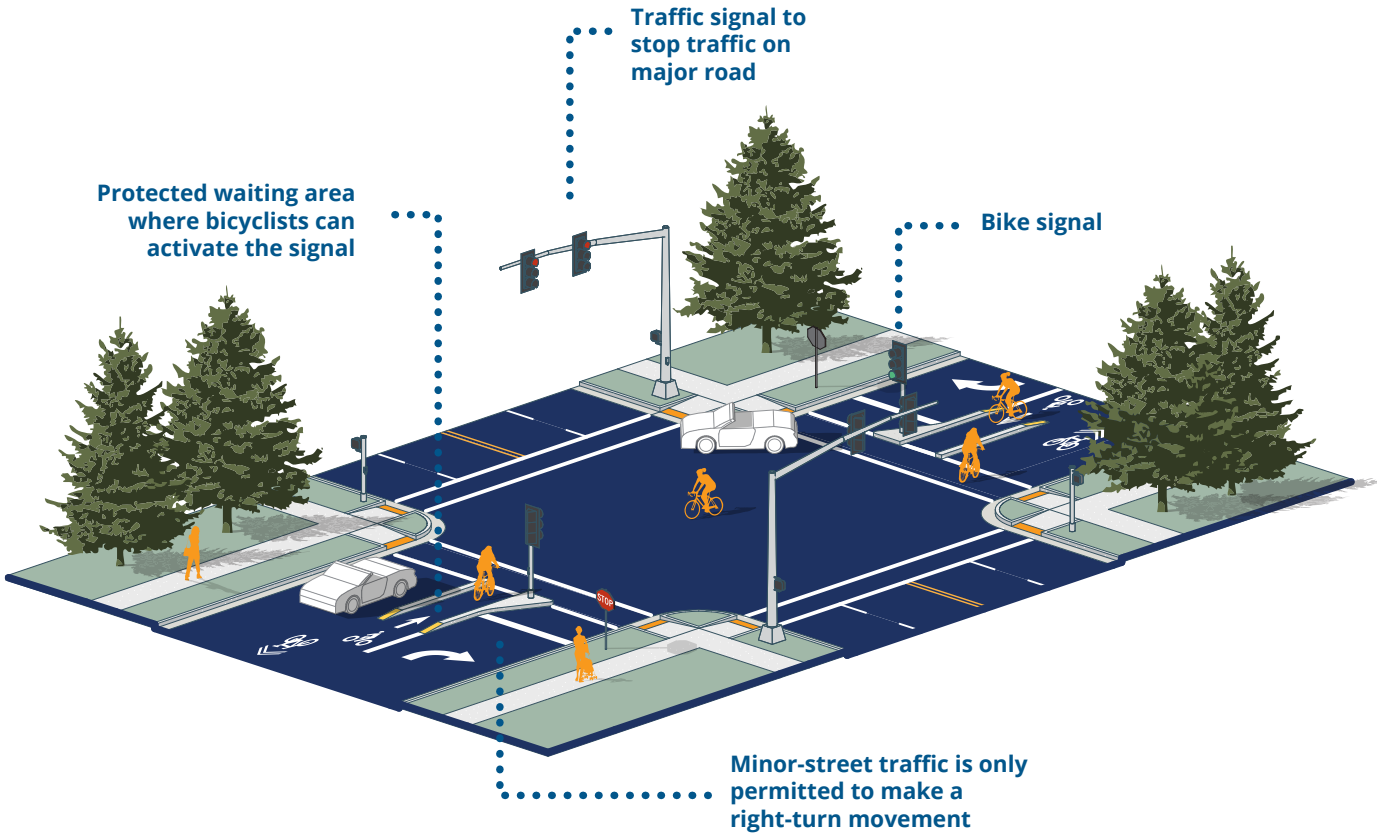
CONSIDERATIONS

A Toucan requires a traffic signal for the major street traffic but does not require one for the minor street traffic as they are only permitted to make a right-turn movement. This design should be considered for a major arterial crossing where it is not desirable to provide a PHB or a full signal.

Relevant Resources

- AASHTO Guide for the Development of Bicycle Facilities (Chapter 10.8)
- NACTO Urban Bikeway Design Guide (Chapter 4.2.5)

Figure 31. *Toucan Crossing*



CHAPTER 10

Bus Stops

10 Bus Stops

Transit plays a critical role in the multimodal transportation system. Bus stops should be well-connected to the broader multimodal network and accessible to all users. Bus stop design should manage interactions between the variety of sidewalk, transit, bikeway, and curbside users and clarify if/where conflict zones may exist. For bus stops and other transit-related elements the Town's transit authority, START, should be consulted.

The Rhode Island Bus Stop Design Guide (2024) may also be referenced for further bus stop design guidance beyond that provided by this Manual.

Bus Vehicle Types

The current bus fleet in Teton County includes 45 ft long MCI coaches and 40 ft long Gilligs. As the fleet changes, bus stop design may need to change to accommodate newer fleet vehicles. Curbside transit bulbs need to accommodate the bus merging in and out of traffic, in addition to the length of the vehicle itself.

10.1 BUS STOP LOCATION

GENERAL GUIDANCE

Bus stop location is an important design consideration that influences transit operations, intersection capacities, and pedestrian safety. Far-side stops are typically preferred in Jackson and Teton County, especially where vehicle or pedestrian volumes are high. Sight distance is improved for pedestrians, and re-entering traffic is typically easier for bus drivers. Near-side stops are sometimes used where traffic conditions aren't critical, and buses are able to use the intersection area to re-enter traffic.

Bus Stop Types

Curbside stops where the bus pulls to the curb to serve the bus stop. They can be used on all types of streets. Parking may be permitted or prohibited. The bus may stop within the vehicle travel lane or pull out of it, depending on the street design.

Bus bays where the bus pulls out of the travel lane into the dedicated curbside 'bay'. They are typically used along streets with higher volumes and speeds.

Bus bulbs where the curb is shifted into the roadway, typically past parking, so that the bus may reach the curb/ bus stop without pulling over. They should be used along streets with permitted parking.

Floating bus stops, or **boarding islands**, where a bicycle facility runs along the street and is routed behind the transit stop to eliminate passenger/ bicycle conflicts. Floating bus stops function similarly to bus bulbs, with the advantage of working along streets with bikeways. See Section 10.3 for additional information.

Applicable Street Typologies

- Arterial, Main Street, Connector, Multimodal Connector, Local

Relevant Resources

- Public Right of Way Access Guidelines (PROWAG)
- AASHTO Guide for Geometric Design of Transit Facilities (2014)
- NACTO Transit Street Design Guide (2016)

10.2 BUS STOP AREAS AND AMENITIES

Every transit rider is also a pedestrian before and after they ride the bus. Pedestrian connectivity, comfort, and accessibility at bus stops are critical parts of the transit service. Bus stops must meet all American with Disabilities Act of 1990 requirements per the Public Right of Way Access Guide (PROWAG).

GENERAL GUIDANCE

Accessible Boarding/Landing Area

An accessible passenger boarding/landing area must be provided at all bus stop locations to comply with PROWAG and to facilitate boarding and unloading of passengers. This area is where passengers enter and exit the bus and where bus operators deploy the lift for passengers using a mobility device such as a wheelchair.

This area must have a minimum clear length of 8 ft (measured from the curb or street edge) and a minimum clear width of 5 ft (measured parallel to the street). This area should be paved, contiguous to the sidewalk, and have a maximum 2% cross slope. The boarding landing area should not be obstructed by any physical features such as sign poles, utility poles, shelters, or other bus stop amenities.

Back-door Access Area

Where feasible, a rear-door access area should be provided as well. Designers should reference the type of bus vehicle that serves that particular route and locate the rear-door access area accordingly.

Pedestrian Access Route

A clear Pedestrian Access Route (PAR), as defined by the Americans with Disability Act and PROWAG, must be provided between the boarding/landing area, the sidewalk, and any bus stop amenities.

This Pedestrian Access Route must be 4 ft minimum clear width, free of obstacles or protruding objects, to comply with PROWAG. The PAR surface should be stable, firm, and slip resistant with a 2% max. cross slope. The PAR is often provided within the Clear Sidewalk Area. See Section 4.2 for additional discussion on sidewalk areas and pre ferred widths.

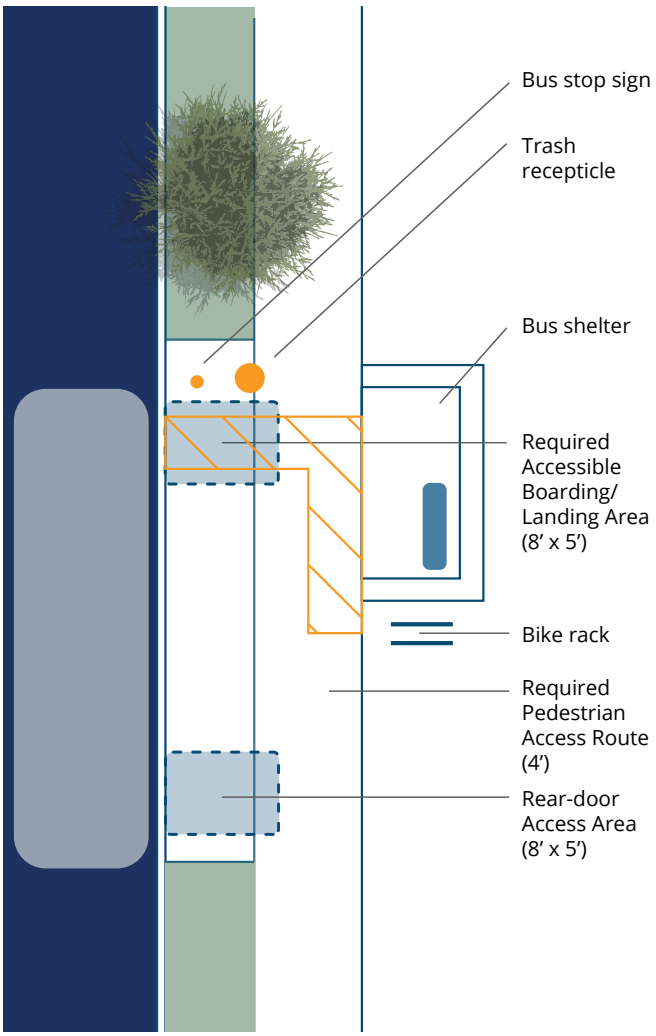
Bus Stop Signs

Bus stop signs must be installed at all bus stops to identify the bus stop. The poles should be placed a minimum of 2.5′ from the curb and adjacent to the passenger boarding/landing area so that passengers know where to board, and bus drivers know where to stop.

Amenities

Different amenities and designs should be considered based on the street and route context. Transit stops with higher volumes of passengers and more frequent bus service should provide more space and amenities than stops that serve fewer people. Similarly, transit stops on busy streets with many other street users should provide more space and conflict prevention than stops on small, local streets.

Figure 32. *Bus Stop Areas*



Applicable Street Typologies

- Arterial, Main Street, Connector, Multimodal Connector, Local

Relevant Resources

- Public Right of Way Access Guidelines (PROWAG)
- AASHTO Guide for Geometric Design of Transit Facilities (2014)
- NACTO Transit Street Design Guide (2016)

10.3 BUS STOPS AND BIKEWAYS

Bikeways and pathways can be integrated into bus stop design in a variety of ways to maintain bus and bicycle operation and minimize conflicts as much as possible.

GENERAL GUIDANCE

Where feasible, a separated bike lane or pathway should be designed to route behind transit stops to eliminate the direct conflict between transit users and the bike lane. This is typically referred to as a floating bus stop or a bus boarding island. Where this is not feasible, the bus must use the same space as the bicycle lane to access the bus stop.

Floating bus stops

Floating bus stops are the preferred design for managing interactions between bus stops and separated bikeways. They allow for improved transit service, as the bus does not have to pull in and out of traffic. They also improve bicycle safety at transit stops by removing the bus-bike conflict at the bus stop entirely. Floating bus stops require pedestrians to cross the bikeway to access the bus stop, and so pedestrian-bicycle conflict zones must be managed.

- The boarding island should be 8 ft wide or more to accommodate the 8' x 5' accessible boarding/landing area. See Section 10.2, above, for additional information. A boarding island that is wider can accommodate additional amenities such as benches/shelters.
  - » Where space does not allow for an 8 ft island adjacent to the bikeway, the bikeway surface may encompass the 5'x 8' landing area. To do so, the bikeway must be raised to sidewalk level and meet all other PROWAG requirements. This option does present higher potential for bicyclist-pedestrian conflict.
- The bike lane may be narrowed to no less than 5 ft to fit the full boarding island width.
- All pedestrian crossings, including across the bikeway, should be marked.
- Detectable warning surfaces should be provided where pedestrians can expect conflicts with traffic, including bicycles. Tactile directional indicators should be provided to guide people who are blind or low-vision tothe accessible boarding/landing area from the sidewalk.

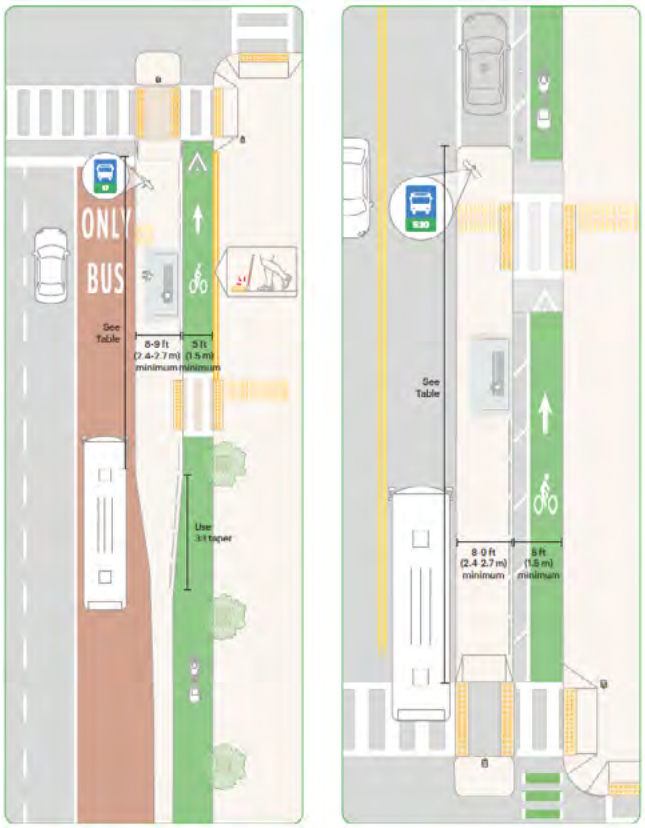


Figure 33. *Floating Bus Stop (NACTO Urban Bikeway Design Guide)*

Curbside bus stops

Floating bus stops are not feasible for every street. Curbside stops along bikeways, where the bus must use the same space as the bicycle lane, may be needed.

Applicable Street Typologies

- Arterial, Main Street, Connector, Multimodal Connector

Relevant Resources

- Public Right of Way Access Guidelines (PROWAG)
- AASHTO Guide for the Development of Bicycle Facilities (Chapter 7.9.14)
- NACTO Urban Bikeway Design Guide (Chapter 3.5)
- NACTO Transit Street Design Guide

CHAPTER 11

Quick-Build Treatments

11 Quick-Build Treatments

GENERAL GUIDANCE

Quick-build treatments are designed to address immediate needs and can be deployed quickly to enhance road safety. Quick build treatments utilize low-cost measures, such as paint, plastic delineators, planters, or other separators. The low-cost and non-permanent materials allow for testing and experimentation with designs without significant financial investments. Supporting quick build safety treatments is essential to enacting the Safety Action Plan and reaching Town and County goals to support and promote walking and rolling.

Quick-build facilities are a great way to implement projects quickly, gain public feedback, and iterate on designs. The planning of quick-build facilities should align with long-term planning goals and priorities. Considerations for maintenance, snow storage, and material replacement costs should also be considered within the project context and goals.

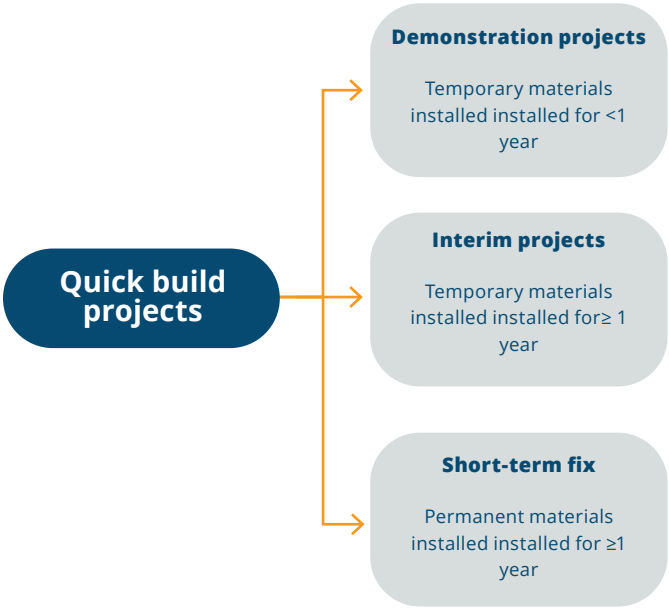


Figure 34. *Quick Build Categories*

11.1 QUICK-BUILD PROJECT CATEGORIES

Demonstration projects, or **pilot projects**, are intended to last anywhere from one month to one year. These projects are typically intended to show the public what a particular treatment or facility looks like.

Interim projects are intended to last for more than a year but are still considered temporary and will need to be replaced or upgraded to more permanent facilities. These projects are a great way to test certain designs, treatments, or facilities without significant financial investment.

Short-term fixes are intended to last for more than a year, and they are built out of more durable, long-lasting materials. These projects are closer to permanent installations and help to bridge the gap between quick-build and permanent facilities.

11.2 QUICK BUILD TREATMENTS

Quick-build materials should be selected based on the intended project timeline, as different materials have significantly different levels of durability and longevity. Is this project intended to be a quick demonstration project, or a more permanent installation? Short-lived materials are typically faster and cheaper to install, while more durable and permanent treatments are typically more expensive and may require more time and equipment to install.

There are many options for the facility types that can be built with 'quick-built' materials and tactics. A few options include:

Delineator Medians

Low-cost medians can be implemented using delineators and/or raised separators in street retrofit or safety projects

Curb extensions

Low-cost curb extensions can be implemented using delineators and/or raised separators in street retrofit or safety projects

Centerline Hardening

Also referred to as left turn calming, these treatments typically include a combination of mountable separators and delineators to slow vehicular turning speeds and increase yielding to pedestrians

Right-turn Calming

Low-cost treatments that can serve a similar function to corner truck aprons can be implemented using mountable separators. These are intended to allow similar operations between managed, design and control vehicles similar to truck aprons.

Quick-build Bikeways

Quick build bikeways should follow this manuals guidance on bikeways but there is flexibility for the treatment materials and types.

Relevant Resources

- NACTO Urban Bikeway Design Guide
- CalBike and Alta Planning + Design Quick-Build Guide (2020)
- People for Bikes Quick Builds for Better Streets (2016)

CHAPTER 12

Maintenance & Operations

12 Maintenance & Operations

It is crucial that transportation facilities of all modes are maintained to ensure that they are safe and operable for all users. Maintenance is the inspection, preservation, repair, and restoration of facilities, and includes snow, ice, debris, and vegetation removal. Proper maintenance leads to lower costs over time for a transportation system compared to one that needs major repairs due to inconsistent maintenance.

Sidewalk, bikeway, and pathway facilities can require additional resources, knowledge, and coordination to ensure their proper maintenance. As new facility types and designs are built within the Town of Jackson and Teton County, designers should coordinate with maintenance departments and staff to identify appropriate maintenance responsibility and protocols for the facility after construction. Ongoing coordination is important throughout the life cycle of each facility as the process for determining proper design and procedures for maintenance is iterative.

The brief overview of maintenance recommendations provided here in the TED Manual focuses primarily on the maintenance of active transportation facilities. People who walk, bike, and roll are especially susceptible to debris, ice, snow, potholes, cracks, root damage, and other surface imperfections. Active transportation maintenance and operations, where possible, should be combined with maintenance of other transportation infrastructure to ensure that maintenance precedence aligns with Teton County and the Town of Jackson multimodal intents and available resources to sustain.

12.1 YEAR-ROUND MAINTENANCE

GENERAL GUIDANCE

Pavement Maintenance

Pavement maintenance for streets, bikeways, sidewalks, and pathways is one of the most important maintenance tasks. People who walk, bike, and roll are especially susceptible to potholes, cracks, and other surface imperfections. Recommendations include:

- Regular pavement condition surveys for all paved facilities including streets, bikeways, sidewalks, and pathways to observe potential damage
- Develop proactive and high-quality maintenance practices for short-term surface fixes, especially in bikeways or pathways where smaller wheels can get stuck in small cracks and minor potholes. Examples of short-medium term surface fixed include:
  - Asphalt patching
  - Mastic/gap sealing
  - Crack sealing
  - Fog sealing/sealcoating
  - Chip sealing (not applicable for pathways)
  - Slurry sealing
- Develop proactive and intentional maintenance policies for pavement restoration and sidewalk repair. Restoration work for bikeways and pathways should span the width of the facility, placing any longitudinal joints out of the path of wheeled travel.
- Non-skid surfacing and bike-friendly inlet grates should be used for on-street bikeways
  - Where possible, work to move stormwater grates and utility covers entirely out of bike lanes
  - Asphalt or concrete surfaces surrounding existing utility covers should have an even finished grade with the cover, or if bikeways are a new element in a street reconstruction then utility covers should be raised or lowered to match finished grade
- Utility cuts should cover the entire width of the on-street bikeways
- Concrete sidewalks, as much as possible, should be kept even and free of large cracks
- Concrete surfaces that will accommodate wheeled travel (especially for smaller diameter wheels) should have saw-cut joints rather than troweled joints.

Pavement Markings

Pavement markings deteriorate over time and may become hard to see, especially at night or in snowy conditions. Pavement markings should be maintained and periodically refreshed to a high standard, especially for bikeways and intersections where markings play a crucial role in safe operations. Recommendations include:

- Conventional bike lanes may need to be refreshed more frequently than protected bike lanes as they typically receive more motor vehicle wear
- Using durable surfacing treatments such as thermoplastic, preformed tape, or inlaid thermoplastic/ tape will reduce the frequency of maintenance
- High-visibility crosswalk markings should be placed with vehicle wheel patters in mind, so that a standard vehicle in the center of the lane will avoid running over the crosswalk markings

Sweeping

Debris, dirt, and leaves on streets typically end up near the gutter, where bikeways are generally placed. These directly impact the safety and comfort of bicyclists. Regularly scheduled maintenance should involve the regular sweeping of debris in the travelled way. Recommendations include:

- Street sweepers should have access to all bikeways. Design protected bike lanes so that they are wide enough to fit sweeping equipment; these facilities may require special equipment
  - Raised bikeways may also require special equipment or clearing by hand

- Street sweepers should also have access to pathways, as pathways that run through wooded areas can have high levels of leaf/ vegetation debris
- Sidewalks should be kept clear of encroaching vegetation, which can impede pedestrians and decrease visibility. Roots should be controlled to limit surface break-up.

Quick-Build Maintenance

Quick build improvements using paint and temporary materials should be monitored regularly to maintain integrity and the intent of the improvements. Temporary materials such as delineator posts and curb stops are easily moved out of place or damaged if hit by a vehicle and should be replaced in a timely manner to maintain safety and efficacy of the improvements. This is especially important for quick-build improvements that are reallocating roadway space for other uses besides vehicular; missing vertical elements or paint may make the space confusing as to who is supposed to utilize it and put pedestrians and cyclists at risk. Budget for replacing materials should be incorporated into the project and maintenance budget for quick-build improvements.

Relevant Resources

- FHWA Guide for Maintaining Active Transportation Facilities
- AASHTO Guide for the Development of Bicycle Facilities (Chapter 15)
- AASHTO Guide for the Planning, Design, and Operation of Pedestrian Facilities (Chapter 4)
- NACTO Urban Bikeway Design Guide (Chapter 5)

12.2 SNOW MAINTENANCE

GENERAL GUIDANCE

With the quantity of snowfall received annually in Teton County, special provisions are required for the maintenance of transportation infrastructure throughout the winter months.

Street design should plan for winter conditions and operations. Sufficient snow storage space should be provided outside of the travel way for all modes. Where possible, design snow storage areas that are downslope from the bike lane to reduce icing risk. Typically, the Furnishing/ Planting Area, or sidewalk buffer, functions as a snow storage space.

Sidewalks, curb ramps, pathways, and crosswalks should be cleared to remain safe and accessible to pedestrians.

Bikeways and pathways that are designated as year-round transportation routes should be kept ice-free and clear of snow for year-round bike travel. Pathways designated as winter recreation trails may be groomed for over-snow travel. Conventional bike lanes should be plowed to the curb, and additional de-icing measures applied on vehicular lanes should be extended to include the bike lane. Vertical markers can be installed along bikeways prior to winter events to guide snow clearance during and after storms. Neighborhood bikeways should be prioritized to receive both plowing and de-icing agents.

Protected bike lanes require particular consideration for snow removal as there may be vertical elements such as curb or posts that interfere with typical winter maintenance. Public Works and Parks and Recreation maintenance departments should be consulted early in the design process to ensure a facility that is maintainable in winter for year-round cycling use.

Protected bikeways that are wide enough to accommodate snow storage (this may include independently aligned protected bikeways or bikeways that are immediately adjacent to sidewalks and at the same level as the sidewalk) should be plowed so that the stored snow forms a protective berm between the bikeway and the adjacent street or roadway. Where this is not possible, snow may be stored between the bikeway and the sidewalk.

Make sure bikeways, vehicle travel ways, and adjacent parking lanes are all designed to accommodate equipment for snow clearing and removal. Facility widths, radii, and tapers should all be considered through the lens of snow maintenance. Drainage should also be carefully designed to avoid the pooling of water and accumulation of ice.

Inlaid thermoplastic or tape pavement markings that are recessed below the pavement surface reduce the damage that snowplows do to pavement markings and decrease the need for frequent refreshing of pavement markings.

Coordination with the Town Public Works and Parks and Recreation Departments is advised to understand current snow maintenance prioritization throughout the transportation network. Setting or modifying winter maintenance standards may be done as part of this coordination with Parks and Recreation and/or Public Works.

Relevant Resources

- FHWA Guide for Maintaining Active Transportation Facilities (Chapter 7.7)
- AASHTO Guide for the Development of Bicycle Facilities (Chapter 15)
- AASHTO Guide for the Planning, Design, and Operation of Pedestrian Facilities (Chapter 4)
- NACTO Urban Bikeway Design Guide (Chapter 5.1.2)

Town Council's 'Working Calendar' 2026

Note: This 'Working Calendar' shows all Council meetings and upcoming items at regular meetings that are likely to take 60-90 minutes. Anticipated Planning Items are designated with a (P) after them. This calendar is subject to change and will be shared with Council approximately every two weeks.

Guiding Principles of Council's '26 Work Plan:

1. Ensuring financial responsibility;
2. Increasing Environmental Stewardship;
3. Defining Community Character;
4. Improving County Partnership;
5. Maintaining Town Facilities & Assets;
6. Continuing to Work on Housing & Transportation

COUNCIL'S WORKING CALENDAR | 2026		
JANUARY	**FEBRUARY**	**MARCH**
JOINT MEETING |JANUARY 5	**JOINT MEETING | FEBRUARY 2**	**EVENING MEETING | MARCH 2**
Comp Plan Scoping	Joint Powers Agreement Updates | Parks & Rec	Revolving Rights from Housing Trust for Town Employees
	Emergency Management Exercise	Employee Housing Opportunities at 90 Virginian Lane
EVENING MEETING | JANUARY 5		
Legislative Approach	**EVENING MEETING | FEBRUARY 2**	**SPECIAL JOINT MEETING | MARCH 9**
Flock Safety Contract Review	N. South Park Area 1 Request for Water/Wastewater	START JHMR Contract
	Annual Liquor License Renewals	90 Virginian Lane
WORKSHOP | JANUARY 20		
Water Efficiency	**WORKSHOP | FEBRUARY 17**	**WORKSHOP | MARCH 16**
LDR Updates to Address Development Impacts	Parking Update for Summer 2026	FY27 Budget Revenue & Reserve
	Parks & Rec 5 Year Capital Improvement Plan (CIP)	Visioning Workshop for Changes to LDRs
EVENING MEETING | JANUARY 20		Utility Rate Update & Water Efficiency Ordinance
90 Virginian Lane - Town Funding Approach	**EVENING MEETING | FEBRUARY 17**	
Nelson Drive Annexation Hearing	S4 Flats Housing Project	**EVENING MEETING | MARCH 16**
	Town Council Salaries	Parklets Check In (Plug 'N Play)
SPECIAL MEETING, RETREAT | JANUARY 28 & 29		Karns Meadow Ecological Monitoring Plan
	SPECIAL MEETING, STRATEGIC BUDGET | FEB. 19	
		SPECIAL JOINT MEETING | MARCH 17, Board Interviews
		SPECIAL MEETING | MARCH 18, STRATEGIC BUDGET

APRIL	MAY	JUNE
JOINT MEETING | APRIL 6	**JOINT MEETING | MAY 4, CANCELLED**	**JOINT MEETING | JUNE 1**
90 Virginian Lane		Joint Budget Finalization
	EVENING MEETING | MAY 4	Fire/EMS Joint Powers Agreement Finalization
EVENING MEETING | APRIL 6	Working Agreements Check In & Council Pay Philosophy	
Title 5 & 9: Municipal Code Updates	SPET Allocation for Stilson Transit Center	**EVENING MEETING | JUNE 1**
Executive Session		Update on Parking Garage and Parking Action Plan
	SPECIAL MEETING | MAY 5, FY27 BUDGET	Traffic Impact Study LDR Updates (P)
SPECIAL MEETING | APRIL 13, FY27 BUDGET		
	SPECIAL JOINT MEETING | MAY 11, 90 Virginian Ln.	**WORKSHOP | JUNE 15**
WORKSHOP | APRIL 20		Town Long Range Planning Work Plan & Indicator Report
Stormwater Utility Policies	**SPECIAL JOINT MEETING | MAY 12,** FY27 BUDGET	LDR FY26 Development Impact Updates
Joint Powers Agreement Updates - Town Only		START Bus Grant Update
Potential Changes to Bear Conflict Zone	**SPECIAL MEETING | MAY 13,** FY27 BUDGET	
		EVENING MEETING | JUNE 15
EVENING MEETING | APRIL 20	**WORKSHOP | MAY 18**	Working Agreements Check In
Community School Expansion Conditional Use Permit (P)	Town Employee Housing Strategy	Budget Hearing
Executive Session	Natural Resource Overlay LDR Update	90 Virginian Lane
	Joint Powers Agreement Updates - Town Only	
SPECIAL JOINT MEETING | APRIL 27, FY27 BUDGET		
Nonprofits	**EVENING MEETING | MAY 18**	
	145 W. Pearl Ave. Development Plan (P)	
SPECIAL JOINT MEETING | APRIL 28, FY27 BUDGET	Teton Village Resort Master Plan Amendments (P)	
Joint Departments	Scoping of Hidden Ranch Speed Limit	
Transportation & Housing Work Plan		
	SPECIAL MEETING | MAY 26, FY27 BUDGET	

JULY	AUGUST	SEPTEMBER
~~**JOINT MEETING | JULY 6**~~	**JOINT MEETING | AUGUST 3**	**JOINT MEETING | SEPTEMBER 8**
~~Joint Powers Agreement - Town Update~~	START Budget Amendments	Comp Plan Request for Proposals (RFPs)
~~START Budget Amendment Update~~	Transportation Impact & Maintenance Fees Nexus	Parks & Rec Joint Powers Recap & New Ideas
~~Parks & Rec Joint Powers Recap & New Ideas~~	Housing Rules & Regs Issue Identification	
~~Housing Rules & Regs Issue Identification~~	Aquatics Commissioning Workshop	**EVENING MEETING | SEPTEMBER 8**
		Biennial LDR Update
~~**EVENING MEETING | JULY 6**~~	**EVENING MEETING | AUGUST 3**	Community Streets Plan Adoption
~~String Lighting LDR Amendment (P)~~	Rodeo Concession Agreement	
	Wastewater Capacity Analysis	**WORKSHOP | SEPTEMBER 28**
~~**SPECIAL MEETING | JULY 7,** BOARD INTERVIEWS~~	Title 15 Changes to Contractor Licensing (P)	Cemetery Master Plan & Fees
	FY27 Rodeo Grounds Capital Contribution	Health & Human Services & Community Initiatives Update
SPECIAL MEETING | JULY 14, 90 VIRGINIAN LANE		LDR Update for Wildlife Friendly Fencing/Permeability (P)
	WORKSHOP | AUGUST 17	
WORKSHOP | JULY 20	Ecosystem Indicator Report	**EVENING MEETING | SEPTEMBER 28**
Community Streets Plan Draft	Building Permit Fees & Waiver Policy	
Sustainability Plan Update	LDR FY26 Development Impact Updates	
Pollinator Protection		
	EVENING MEETING | AUGUST 17	
EVENING MEETING | JULY 20	Traffic Impact Study LDR Update (P)	
Virginian Lodge Development Plan (P)	Update on Parking Garage Management	
Natural Resource Overlay LDR Update	Dogs In Parks Scoping Report	

OCTOBER	NOVEMBER	DECEMBER
JOINT MEETING | OCTOBER 5	**JOINT MEETING | NOVEMBER 2**	**JOINT MEETING | DECEMBER 7**
Housing Rules & Regs		
	EVENING MEETING | NOVEMBER 2	**EVENING MEETING | DECEMBER 7**
EVENING MEETING | OCTOBER 5	Legislative Approach	Reimagining Special Events
Update on Parking at Home Ranch	PI List & Plug 'N Play Review	
Parklet Program Scoping Report		**WORKSHOP | DECEMBER 21**
	WORKSHOP | NOVEMBER 16	Town Facilities & Property Master Plan
SPECIAL MEETING | OCTOBER 13, STRATEGIC BUDGETING	Staff Benefit Package Review	Rodeo Grounds
	Title 8: Health & Safety Update	Investment Options | Strategic Budgeting 2.0
WORKSHOP | OCTOBER 19	Willow/King/Gill Complete Street	
Title 13: Utilities Update		**EVENING MEETING | DECEMBER 21**
Town Employee Housing Strategy	**EVENING MEETING | NOVEMBER 16**	
	Nelson Drive Solutions	
EVENING MEETING | OCTOBER 19		
Shifting Meetings to Tuesday		
Hotel Development Plan at 210 N. Glenwood (P)		

CURRENT SCOPING REPORT ITEMS	PLUG 'N PLAY ITEMS	
~~Changing Speed Limit in Hidden Ranch~~	~~Parklets~~	
Parklet Program (October)	~~Bear Conflict Zone Potential Expansion~~	
Dogs in Parks (August)	~~Working Agreements Check In (June)~~	
Council Pay Philosophy (in process)	Pollinator Protection (July)	
	PI List Review (November)	
	Nelson Drive Solutions (November)	
	Shifting Meetings to Tuesday (October)	
	Investment Options | Strategic Budgeting 2.0 (December)	
	Cemetery Residency Requirements Policy	
	Analysis of Abstention/Excused Absences/Rules of Debate/Additions	
	Int'l Energy Conservation Building Code Update	
	Drone As First Responder	
	Voluntary Stretch Codes for Building Efficiency	
	Mounted Patrol Implementation	