



Board of County Commissioners - Staff Report

Meeting Date: January 7, 2025

Submitting Dept: Public Works - Pathways

Presenter: Brian Schilling

Subject: Consideration of Design Options for the Wilson Active Transportation Improvements Project (Downtown Wilson)

Statement / Purpose:

- A) To consider options for specific design elements of the Wilson Active Transportation Improvements project; and
- B) To consider approval to advance the project to final design and bidding.

Background / Description (Pros & Cons):

- **Project Background**

Staff provided an extensive description of the project background in the September 30, 2024 BCC workshop staff report linked here and in the attachments:

<https://tetoncountywy.gov/DocumentCenter/View/31262/Workshop-Downtown-Wilson-Multimodal-Transportation-Improvements-Project-Update>. The staff report included a discussion of the numerous prior planning efforts focused on the Wilson area, with the most recent being the Wilson Multimodal Transportation Plan that was approved by the Board of County Commissioners (BCC) in February 2022, and which forms the basis for the proposed Wilson Active Transportation Improvements (Downtown Wilson) project. The staff report also highlighted the proposed elements of the Downtown Wilson 90% plan set, which includes a 3-lane roadway (two travel lanes and a center turn lane) and 10' wide pathways separated from the roadway by a landscaped buffer.

The September 30, 2024 workshop was intended to be a project update and an opportunity for the BCC to provide input on the 90% plans and direction to proceed to final design and bidding. There was significant public input at the workshop, both in support of and opposed to the proposed project. Staff was directed to explore selected design options to bring back to the Board for consideration. Discussions and design development since the September 30, 2024 workshop have informed additional alternatives for consideration.

- **Key Policy Questions**

Many of the comments received at the workshop and in subsequent discussions recommend changes to the project design that would be a significant departure from the design and vision approved by the Board in the February 2022 Wilson Multimodal Transportation Plan (WMMTP). At that time, the Board of County Commissioners directed staff to implement elements of the approved plan with the Wilson Active Transportation Improvements project. There was a two-year process of public engagement, extensive and thorough planning and design work, and multiple agency partners involved in developing the WMMTP. The Wyoming Department of Transportation (WYDOT) submitted a letter of concurrence formally endorsing the WMMTP in February 2022. The concurrence from WYDOT was a key milestone in the WMMTP process. Any changes that substantively impact the goals of the plan or diminish the function of the preferred design approved in the plan would require reopening the extensive public engagement and planning process, including final approval by WYDOT.

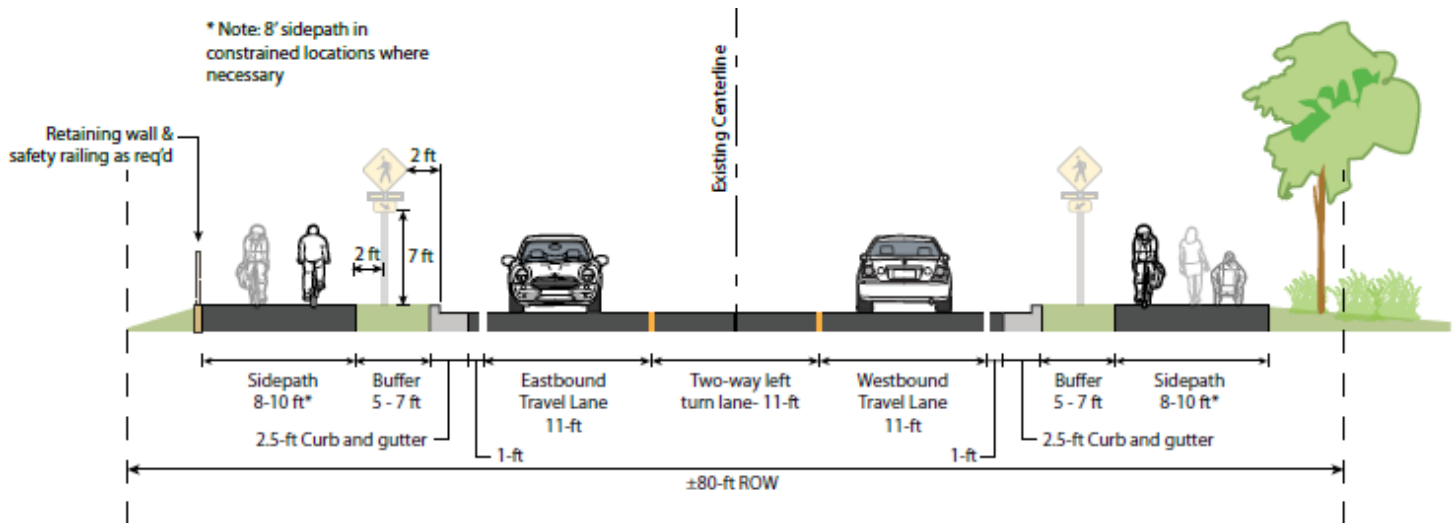
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WMMTP Vision Statement: *The Community of Wilson, Wyoming will be served by a safe and efficient transportation network that includes an improved multimodal main street corridor along with enhanced local streets and pathway connections that provide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

WMMTP Goals:

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

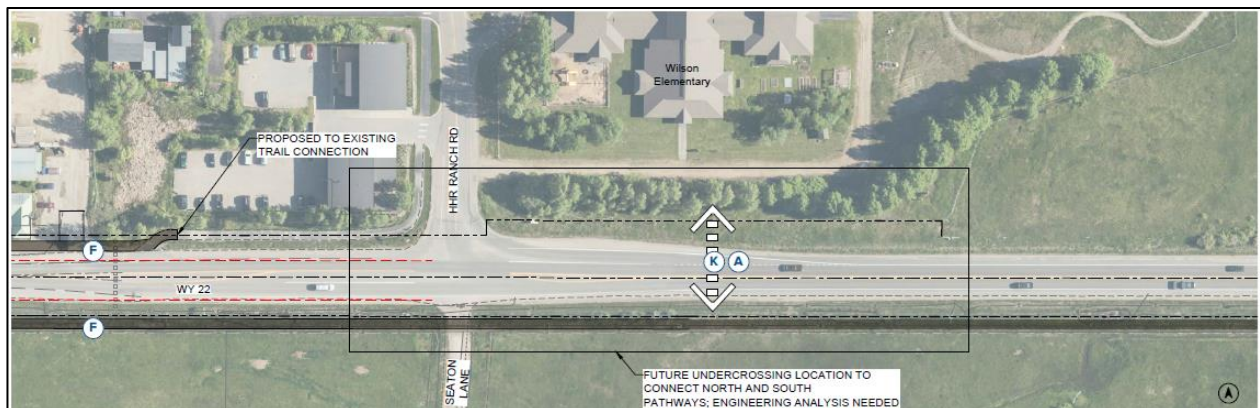
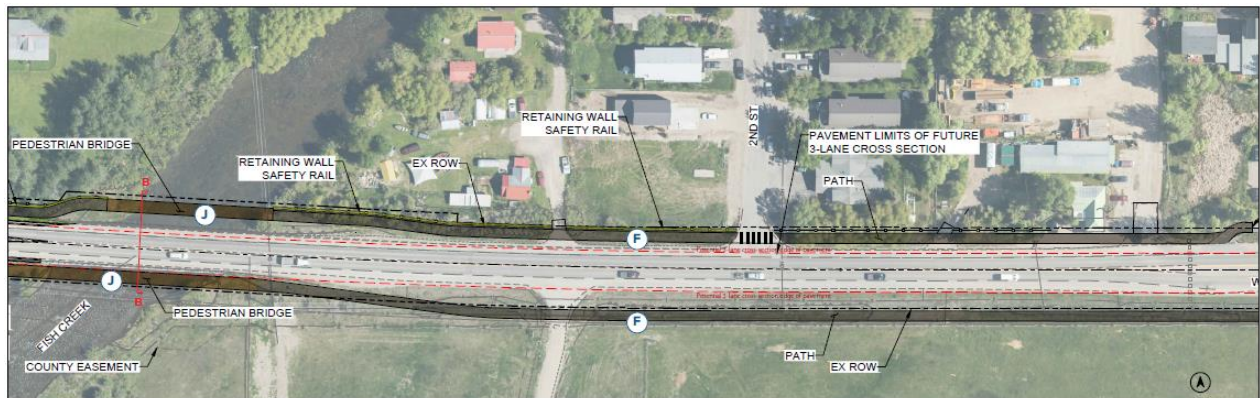
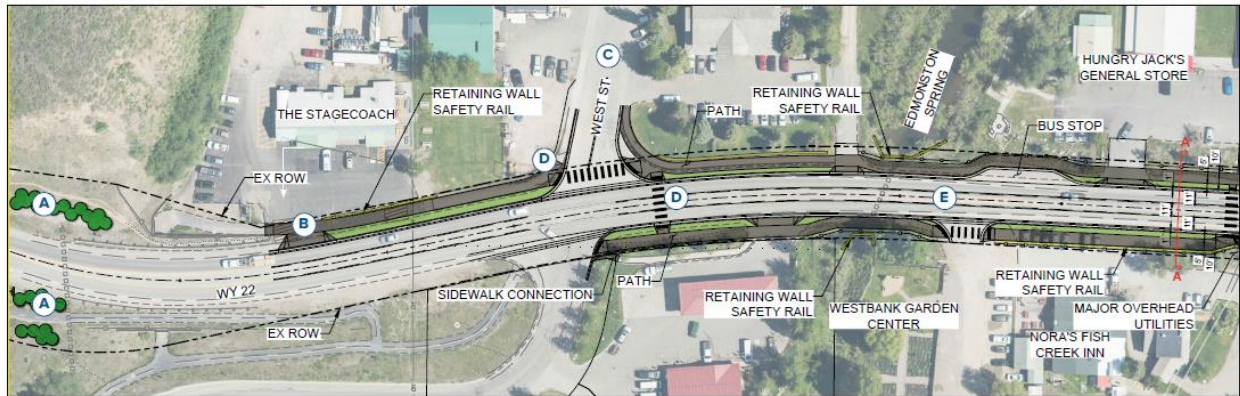
WMMTP Preferred Concept (Approved February 2022)



Above: Figure 1 – Standard Cross Section (excerpted from Wilson Multimodal Transportation Plan)

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Below: Figures 2 - 5 – Preferred Concept Plan View (excerpts from Wilson Multimodal Transportation Plan)



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Above: Figure 6 - Photo rendering of the WMMTP Preferred Concept and the 90% Design looking east from Basecamp. Some elements shown are under consideration for changes.

Key policy questions that should be reflected upon by the Board when considering the design options proposed by staff are as follows:

1. Does the Board still support the project vision and goals as approved in the WMMTP?
2. Does the Board still support the preferred concept design as approved in the WMMTP?
3. How does the proposed design change align with the community's goals in the Comprehensive Plan?

• Changes to Design Elements

The following design options for consideration by the Board have been identified at the September 30, 2024 BCC workshop, through public comment, or as recommendations from the project team. Each item identifies the approved concept from the WMMTP, the current proposed design (90% Plan Status), which can be seen in the 90% plan set linked below (see Attachments section), and one or more alternatives for consideration to the 90% design.

In evaluating these options, staff has considered the effects of the proposed changes in relation to accepted engineering standards such as AASHTO as well as their impact on the core design principles for multimodal networks. For the Board's reference, it is standard best practice that mobility networks for pedestrians and bicyclists should be developed and evaluated based on the following parameters:


Design Principles for Multimodal Networks

- **Cohesion (or Connectivity)** – Ensure that there are no gaps in the system and that access is provided to the desired destinations for users of all ages and abilities.
- **Directness** – Offer the most direct route available and minimize detours, turns, and delays.

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- **Safety** – Reduce exposure to crash risk and possible conflict points. Separate users by speed and mass. Also reduce exposure to health risks (pollution, noise, stress).
- **Comfort** – Include elements that make walking and biking comfortable and thereby a more inviting option. Things such as intuitive layouts and alignments, smooth pavement conditions, eliminating unnecessary stops or exertion, minimizing stressful situations, and providing route finding assistance.
- **Attractiveness** – Not considered the most important factor, but attractive routes that include greenspace and relaxing environments can be more desirable than routes on more industrialized or high-traffic corridors.

Discussion key and notes:

- * = Staff recommendation (also highlighted in green).
-  = change is significant and may require additional planning and public engagement
- Fiscal impacts are noted in relation to changes from what is proposed in the 90% plans. “None” or “No Change” indicates no change from the cost estimate for the 90% design.
- A table summarizing the Design Element Options is included in the attachments.
- A photo rendering of the Wilson Multimodal Transportation Plan Concept Design that was approved in February 2022 is included in the attachments.

• Design Options for Board Consideration


1. Pathway Alignment – Downtown Core

Detail/Question: Whether to include a north side pathway through the downtown core of Wilson (between the base of Teton Pass and Fish Creek).

WMMTP Approved Concept Design: Pathway is included on the north side (and south side) of WY22.

90% Plan Status: Same as Concept Design. Pathway is included on the north side. Reference Sheets C1.0-C1.2.

Options:

	Option A*	Option B 
Options	Keep north side pathway through the downtown core	Remove north side pathway in the downtown core
Fiscal Impact ¹	No Change	Estimated \$400,000 decrease (but could jeopardize all project funding)

¹Fiscal impacts are noted in relation to changes from what is proposed in the 90% plans.

Discussion: The comments recommending removal of the north side pathway generally state that it is redundant and is not needed to provide access to the businesses and residences on the north side of WY22 in the downtown core (or outside the downtown), as people on bikes or on foot can use a different route such as Main Street and West Street or the boardwalk from Owen Bircher Park, although these require a 1/3-mile detour for people traveling along WY22.

Staff and the project team strongly recommend keeping the north side pathway as it is a key component for providing connectivity to the destinations on the north side of the highway, and its removal would significantly compromise the goals of the WMMTP and the function of the multimodal network. This component speaks to the most basic planning and design principles for all

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transportation networks (bicycle, pedestrian, vehicular), including Connectivity and Directness, which are especially important for non-motorized networks. It also provides the fundamental Safety element of taking vulnerable users off the highway where there are high volumes of motorized vehicles, including large trucks, traveling through the corridor. Additionally, removal of this component would trigger the need to amend the BUILD Grant paper grant agreement with the Federal Transit Administration (FTA) and could jeopardize funding for this entire project component, as well as other project components.

The vehicular network provides direct connections to all the destinations in downtown Wilson with two travel lanes (and a third proposed), and parking in front of all the businesses. Bicycle and pedestrian networks should provide a comparable level of convenience and safety as the vehicular network. Or, as stated in the Comprehensive Plan, bicycle and pedestrian mobility should actually be prioritized over single-occupancy vehicle access.

Staff Recommendation: Option A - Keep north side pathway as shown in the plans to provide basic connectivity and safety for all non-motorized users in Downtown Wilson.

Public Engagement: 🔄 Option B would substantively impact the goals of the WMMTP and diminish the function of the preferred design approved in the plan. This would require reopening the entire public engagement and planning process.

Fiscal Impact: None for Option A (staff recommendation)

2. Pathway Width

Detail/Question: 10' wide vs. 8' wide pathway/sidewalk

WMMTP Approved Concept Design: 10' wide pathways with short sections of 8' wide in constrained locations.

90% Plan Status: Same as Concept Design. 10' wide pathway generally with short 8' sections at constricted points. Reference Sheets C1.0-C1.2 and C3.1-C3.3.

Options:

	Option A*	Option B	Option C 🔄
Options	Keep at 10'	Reduce to 8'	Reduce to < 8'
Fiscal Impact ¹	No Change	Estimated \$21,000 decrease	Estimated \$42,000 decrease

¹Fiscal impacts are noted in relation to changes from what is proposed in the 90% plans.

Discussion: Comments about the pathway/sidewalk width are mostly related to concerns that the overall project footprint is too wide, that the path cannot fit within the right of way, that the pathway is replacing street parking, that a wide pathway/sidewalk will result in speeding e-bikes through downtown Wilson, or not wanting cyclists in downtown Wilson in general.

The engineering of transportation facilities including roadways, bike facilities, and pedestrian facilities, is informed by accepted design guidelines and standards. For shared-use pathways that provide facilities for both bicycle and pedestrian travel, the AASHTO Guide for the Development of Bicycle Facilities is widely considered the standard for design and engineering. AASHTO also publishes manual

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for roadway design and pedestrian facilities. The WMMTP identifies¹ two-directional shared use pathways as the preferred design for downtown Wilson. Per the AASHTO manual (4th Edition):

The **minimum paved width for a two-directional shared use path is 10 ft** (3.0 m). Typically, widths range from 10 to 14 ft (3.0 to 4.3 m), with the wider values applicable to areas with high use and/or a wider variety of user groups.

In very rare circumstances, a reduced width of 8 ft (2.4 m) may be used where the following conditions prevail:

- Bicycle traffic is expected to be low, even on peak days or during peak hours.
- Pedestrian use of the facility is not expected to be more than occasional.
- Horizontal and vertical alignments provide frequent, well-designed passing and resting opportunities.
- The path will not be regularly subjected to maintenance vehicle loading conditions that would cause pavement edge damage.

In addition, a path width of 8 ft (2.4 m) may be used for a short distance due to a physical constraint such as an environmental feature, bridge abutment, utility structure, fence, and such. Warning signs that indicate the pathway narrows [(W5-4a), per the MUTCD (7)] should be considered at these locations.

The Teton County standard for shared-use pathway width is 10'. A minimum width of 10' is desired in order to allow a cyclist to safely pass two pedestrians walking side by side. This scenario is expected to occur on a regular basis in downtown Wilson and should be accommodated safely. Less than a 10' width does not provide enough space for this to occur safely.

The effect of reducing the pathway to 8' or less and trying to restrict use of the pathway/sidewalk by cyclists is that cyclists will either be forced to choose to ride in the roadway, which is unacceptable from a safety perspective, or will choose to still ride on the pathway/sidewalk which, at less than ten feet wide, would not safely accommodate shared use. Either way, this would create an unacceptable safety risk for cyclists, pedestrians, or both. The expectation that cyclists will dismount and walk their bikes through downtown Wilson is not realistic. However, the expectation that cyclists operate at a safe speed is reasonable and realistic, and concerns about the speed of cyclists should be addressed. This can be done through design elements that discourage higher speeds on the pathway, such as pathway surface texture and color, frequent crossings, signage, trees or other landscaping, or benches and other amenities that create "friction" and help slow speeds. Several of these are included in this list of recommended alternatives below.

There is enough space within the existing right of way to accommodate 10' wide pathways in downtown Wilson. The only location where the pathway narrows to 8' is for a short distance near Ida Lane to avoid the existing overhead power utility poles.

Staff Recommendation: Option A - Keep the pathway at a 10' width to comply with AASHTO design guidelines and to provide safety for all non-motorized users in downtown Wilson. Incorporate additional design elements intended to slow down the speed of cyclists.

¹ Wilson Multimodal Transportation Plan, Page 50, Preferred Design Element Option F.

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Public engagement: 🔄 Option C (and Option B to a lesser degree) fundamentally alter the function of the pathways from a multimodal facility to a pedestrian-only facility. This significantly diminishes the function of the preferred design approved in the plan and could require reopening the entire public engagement and planning process.

Fiscal Impact: None for Option A (staff recommendation)

3. Pathway Surfacing, Texture, and Color

Detail/Question: Should the pathway surfacing, texture, and/or color be changed from black asphalt to something else?

WMMTP Approved Concept Design: Does not include a specific discussion about surfacing but shows pathways as standard asphalt.

90% Plan Status: Same as Concept Design. Pathways are shown as standard black asphalt. Reference Sheets C0.4. See *Attachment Item #3 Stamped and Colored Asphalt* for examples of different options.

Options:

	Option A	Option B*	Option C*
Options	Keep as black asphalt	Change to concrete	Change to stamped, colored asphalt
Fiscal Impact ¹	No Change	Estimated \$750,000 increase	Estimated \$75,000 increase

¹Fiscal impacts are noted in relation to changes from what is proposed in the 90% plans.

Discussion: This design alternative is considered with the intention of slowing the speed of cyclists on the pathways. Fast moving cyclists, especially people using e-bikes, is a common concern. One strategy to encourage slower speeds is to introduce surfacing texture or color that indicates to users that they are entering a different zone where slower speeds are expected. Concrete is traditionally used for sidewalks and generally communicates a pedestrian-orientation to users, although it is used for shared pathways as well. Stamped, colored asphalt can be an effective way to convey a “slow zone” feel to an area. Surfacing needs to comply with ADA requirements and should be selected to not introduce significant maintenance challenges, but otherwise there are no functional or safety concerns with changing to a different material, texture, or color. See *Attachment Item #3 Stamped and Colored Asphalt* for examples of different options.

Staff Recommendation: Option B or Option C. Staff favors Option C due to cost.

Public engagement: This change could potentially impact the look and feel (character) of the project but likely does not substantively impact the goals of the WMMTP so it would not require reopening the public engagement process.

Fiscal Impact: Potentially significant increases to project cost. Concrete could add approximately \$750,000 to the project cost (estimate based on local concrete pricing). Stamped asphalt is not a commonly used local option, so a local estimate for stamped asphalt was not able to be obtained, but the design team estimates an increase of \$75,000 for stamped and colored asphalt based on manufacturer pricing info.

**Board of County Commissioners - Staff Report****4. Bus Turnouts**

Detail/Question: Whether to keep or remove the proposed bus turnouts

WMMTP Approved Concept Design: Includes bus turnouts at Hungry Jack's and the Fish Creek Center.

90% Plan Status: Same as Concept Design. Bus turnouts are shown at Hungry Jack's and the Fish Creek Center. Reference Sheets C1.2 and C3.3.

Options:

	Option A*	Option B
Options	Keep bus turnouts	Remove bus turnouts
Fiscal Impact ¹	No Change	Estimated \$150,000 decrease

¹Fiscal impacts are noted in relation to changes from what is proposed in the 90% plans.

Discussion: Public feedback has suggested that the bus turnouts are too “urban,” take up too much room, eliminate shoulder parking, and will be dangerous for pedestrians. Page 50 of the WMMTP, preferred design element G ‘START Bus Pullouts’ indicated “providing pullouts for the START bus will help formalize stations for the existing START bus route while accommodating ADA access. Due to ROW constraints, easements from local property owners may be needed in order to construct bus shelters.” The START Board has also indicated that the bus turnouts are an important component to increasing regional service to Teton Valley, as well as local service between Wilson and other points throughout Jackson and Teton County, Wyoming. START has expressed support for formalized, safe, accessible bus stops to serve Wilson, WY.

Staff Recommendation: Option A – Keep the bus turnouts as designed. The START Board and the project goals support providing safe bus turnouts and transit service in Wilson.

Public engagement: Transit is not specifically addressed in the goals or vision statement of the WMMTP but is mentioned numerous times in the broader transportation goals discussed in the document. This change could potentially impact the general goals of the project (notably safety for transit riders) but may not require reopening the entire public engagement and planning process. Staff have discussed the bus turnouts with the FTA who have stated that removing them would likely not require amending the BUILD Grant paper grant agreement.

Fiscal Impact: None for Option A (staff recommendation)

5. North Side Pathway East of Fish Creek (East Segment Pathway)


Detail/Question: Whether to keep or remove the pathway segment on the north side of WY22 east of Fish Creek that runs from the Wilson Medical Center to the residential driveway immediately west of 2nd Street.

WMMTP Approved Concept Design: Includes the East Segment pathway.

90% Plan Status: Same as Concept Design. The East Segment pathway is included. Reference Sheets C2.0-C2.1.

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Options:

	Option A*	Option B 
Options	Keep East Segment pathway	Remove East Segment pathway
Fiscal Impact (change from 90% design estimate)	No Change	Estimated \$300,000 immediate-term reduction but with possible long-term cost increase

Discussion: The comments suggesting removal of the East Segment pathway generally state that it is redundant or that it should not be constructed as part of this project because it would not (for the time being) connect to downtown Wilson across Fish Creek on the north side of the highway. At least one person commented that it will not be safe.

Similar to the discussion of pathway connections within downtown Wilson, the rationale for including this segment is that it provides connectivity and direct access for people walking and on bikes. It will connect to residences, the Wilson Elementary School and the newly constructed pathway tunnel under WY22, will extend the existing pathway access along WY22 to 2nd Street, and, in the future, will be part of a complete pathway network connecting to downtown Wilson on the north side of WY22. It will provide a safe and convenient route for people wishing to travel from the HHR Ranch Road/2nd Street neighborhoods and the Wilson School to downtown Wilson. This addresses the multimodal network design principles of Connectivity, Directness, and Safety. Much as the roadway network in this area provides multiple routes and direct access to desired destinations, the pathway network approved in the WMMTP also identifies multiple routes that create convenient and safe travel options for residents and visitors traveling through the area.

Staff Recommendation: Staff recommends Option A. However, because the current project does not provide the full connection to downtown Wilson, the East Segment has less utility than it would if it did make the full connection across Fish Creek. Due to this current limited utility, it is not seen as a critically needed component at this time. If the East Segment pathway is not constructed as part of the current project (Option B), then it should be constructed later as part of the full connection from the Wilson Medical Center to downtown Wilson as approved in the WMMTP. This could be done when the highway bridge over Fish Creek is replaced or upgraded by WYDOT. Staff discussed this segment with FTA representatives, who have stated that removing it would likely NOT require amending the BUILD Grant paper grant agreement.

Public engagement:  A permanent removal of this segment would substantively impact the goals of the WMMTP and diminish the function of the preferred design approved in the plan. This would require reopening the entire public engagement and planning process. However, if the removal of the East Segment is considered a temporary change (Option B) and there is a commitment to build the connection in a future project, perhaps in conjunction with the future highway reconstruction and Fish Creek Bridge replacement, then it would not require reopening the public engagement process.

Fiscal Impact: Option A – None. Option B - Removing the East Segment pathway would eliminate approximately \$300,000 from the current project cost, although this segment would have to be funded later and there could be a future cost increase due to inflation.

**Board of County Commissioners - Staff Report****6. Landscaping**

Detail/Question: Whether to add irrigation conduit to the buffer strips and include street trees or other landscaping beyond the proposed native grasses.

WMMTP Approved Concept Design: Mentions landscaping but does not provide specific recommendations.

90% Plan Status: Consistent with the Concept Design. Native grasses proposed in the buffer strip. Irrigation conduit was recommended at the September 30, 2024 workshop but not formally added to the plan. Reference Sheet C0.4.

Options:

	Option A	Option B*	Option C*
Options	No change – native grasses	Add conduit only	Add conduit and street trees/other
Fiscal Impact ¹	No Change	Estimated \$50,000 increase	Estimated \$85,000 increase

¹Fiscal impacts are noted in relation to changes from what is proposed in the 90% plans.

Discussion: There have been numerous requests to add street trees to the project to enhance the natural and rural feel of downtown Wilson and add greenery to the corridor. Street trees can have positive effects for traffic calming and aesthetics but require maintenance and irrigation. Tree maintenance would likely be the responsibility of the Parks and Recreation Department. The project team has proposed to add conduit for future irrigation connections to the buffer strip between the paths and roadway. Irrigation hookups will likely require agreements with adjacent property owners. Staff is exploring a street tree plan to determine where trees can be placed along the corridor. Installation of street trees must comply with WYDOT and other engineering standards pertaining to sight distance, clear zone requirements, setbacks from driveways, plowing considerations, etc. The number of street trees that can actually be installed may be less than is generally envisioned.

Staff Recommendation: Option B – adding conduit is strongly recommended with an option to include Option C if agreements with adjacent properties can be reached for providing irrigation to street trees.

Public engagement: Changes to landscaping would not require a reopening of public engagement.

Fiscal Impact: Additional costs for Option B estimated at \$50,000 (2,100 LF @ \$22.50 per LF + contingency). Option C (street trees) adds approximately \$35,000.

7. Retaining Wall and Safety Railing Style

Detail/Question: Should the style of the retaining walls and/or the safety railings be changed?

WMMTP Approved Concept Design: Identifies retaining wall and safety railing locations but does not specify style or design details.

90% Plan Status: Consistent with Concept Design. The 90% plans include concrete block walls with a 54" tall metal safety railing. Reference Sheets C0.5 and C9.4. See *Attachment Item #7 Wall and Railing Styles* for examples of different wall and railing styles.

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	Option A	Option B	Option C*
Options	No change to wall or railing styles	Change the wall style or the railing style	Change the style of both the walls and the railings
Fiscal Impact (change from 90% design estimate)	No Change	Variable cost increase depending on wall type selected	Variable cost increase depending on railing type selected

Discussion: Comments have been received that the aesthetics of the retaining walls and railings do not match the desired character for downtown Wilson and are too “urban.” Staff agrees that a different style for both the walls and the safety railings would be a better fit for Wilson and more consistent with what has been used on other pathway projects throughout Teton County. Options for the retaining walls include using a different material such as modular stone blocks, staining the walls a different color, or a combination of color and texture that softens the look of the walls. Railings made of wood or a combination of wood and metal are options. See *Attachment Item #7 Wall and Railing Styles* for examples of different wall and railing styles. Staff will present options and take direction from the Board on the desired style.

Staff Recommendation: Option C – change the style/materials of both the walls and the railings to something that is more suited for downtown Wilson and reduce the safety railing to 42” tall. Note: this item may be eliminated altogether pending direction on Item #8 below.

Public engagement: Changes to wall and/or railing styles would be in line with the goals of the WMMTP and would not require a reopening of public engagement.

Fiscal Impact: Variable from negligible to moderate, depending on the wall or railing type selected.

8. Retaining Walls/Safety Railings at Nora’s, Stagecoach, TGR – Wall and Grading Options

Detail/Question: Should the retaining walls at the Stagecoach, TGR, and Nora’s be eliminated if possible?

WMMTP Approved Concept Design: Retaining walls identified at Nora’s, Stagecoach, and TGR and shown on the Concept Design.

90% Plan Status: Same as Concept Design. There are 2-3’ tall retaining walls located directly in front of the existing buildings and parking lots on the Stagecoach, TGR, and Nora’s properties to accommodate the change in elevation from the pathway to the parking lots. Reference Sheets C1.0 (Stagecoach and TGR), C1.1 (TGR), C3.2 (Nora’s), and C10.1 (wall profiles). See *Attachment Item #8 No-Wall Option* for revised plans showing Option B.

Options:

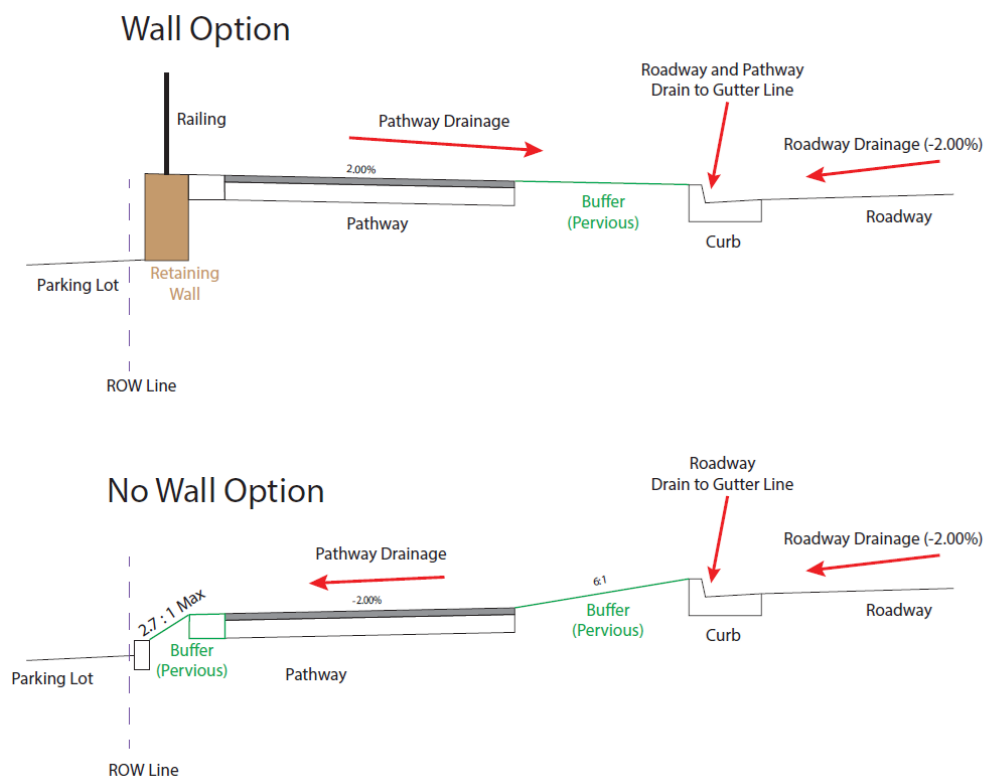
	Option A	Option B*
Options	Keep walls as designed	Eliminate walls by sloping towards private property from back of curb (requires property owner consent)
Fiscal Impact ¹	No Change	Estimated \$125,000-\$150,000 reduction

¹Fiscal impacts are noted in relation to changes from what is proposed in the 90% plans.

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Discussion: Public comments have stated opinions that the proposed retaining walls are too urban and could inhibit wildlife movement. Comments have suggested to segment and/or step the retaining walls or replace the retaining walls with grading.

The retaining walls were designed as a needed element to make up vertical grade differences between the roadway/pathway section elevation and that of the adjacent private properties. At the Stagecoach and Nora's, the walls are located at the edge of the right of way and serve to preserve parking spaces on the private property to the maximum extent possible. The walls are located in the existing paved parking areas and are directly in front of the existing buildings, which also pose a barrier to wildlife mobility. At TGR there is an existing wall in the same location as the proposed wall on the outside edge of the existing sidewalk. The new wall would be slightly higher and would serve to limit grading onto the property and save the existing trees along the property frontage.



As depicted in the diagram above, the design proposed in the 90% plans shows the components outside the curb (the buffer area and pathway) sloping up as they go out from the curb towards the edge of the right of way, to direct drainage back to the curb and gutter and away from the adjacent properties. The project team has developed a modified design that would eliminate the need for retaining walls in these three locations by reversing the slope of the buffer and pathway so that it angles down from the back of the curb and drains towards the adjacent properties. The buffer between the road and pathway would have a noticeable grade of 6:1 which allows the buffer to make up the majority of the elevation change between the road and the adjacent property. The pathway needs to be no greater than 2% cross slope from one edge of the path to the other to meet ADA requirements. Outside the pathway, the wall would be replaced by a sloped grass area and a standard 6" curb at the base of the slope.



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Option A channels the roadway and pathway runoff to the gutter, while Option B channels the roadway runoff to the gutter and the pathway runoff to the adjacent property. So, while Option B does drain the pathway onto the adjacent property, the design is still a significant improvement over the existing conditions which currently drains all runoff from the centerline of the roadway onto the adjacent property. See *Attachment Item #8 No-Wall Option* for revised plans showing Option B.

Staff Recommendation: Option B. This option will require consent from the adjacent property owners to allow the pathway to drain onto their property but does not otherwise encroach onto the property. Overall, Option B (without retaining walls) is a substantial improvement from the proposed 90% design with retaining walls.

Public engagement: Eliminating the walls and railings would be in line with the goals of the WMMTP, would allow for better wildlife permeability, and would not require a reopening of public engagement.

Fiscal Impact: Significant reduction from the 90% plans (estimated \$125,000-\$150,000). Grading and a 6" curb are less expensive than retaining walls and railings.

9. Edmiston Springs Retaining Walls – Wall and Grading Options

Detail/Question: Should the retaining walls at Edmiston Springs be replaced by a fill slope or shorter wall/fill slope combination if possible?

WMMTP Approved Concept Design: Retaining walls identified at Edmiston Springs and shown on the Concept Design. See *Attachment Item #9 Edmiston Springs Wall and Fill Options* for revised plans showing Options A and B.

90% Plan Status: Same as Concept Design. There are retaining walls north and south of the roadway/pathway ranging from 2'-9' tall. Reference Sheets C1.1 (north side), C3.2 (south side), and C10.1 (wall profiles). See attachments for revised plans showing Option B.

Options:

	Option A	Option B*
Options	Keep walls as designed	Replace walls with graded slopes or shorter wall/fill slope combo
Fiscal Impact ¹	No Change	Estimated \$50,000-\$100,000 reduction

¹Fiscal impacts are noted in relation to changes from what is proposed in the 90% plans.

Discussion: The proposed retaining walls at Edmiston Springs have generated significant comments on the project, mostly regarding concerns about wildlife mobility and aesthetics.

The retaining walls are designed as a needed element to make up the vertical grade difference between the roadway/pathway section elevation and the spring elevation and to minimize impacts to the adjacent wetland areas, vegetation, and open water in and around Edmiston Springs. The existing roadway fill is approximately 9' above the spring and the overall footprint fills approximately 75 linear feet of the spring from the north side to the south side of the roadway. There is a 36" culvert that conveys water underneath the roadway.

Generally, when faced with potential impacts to wetland areas, the directive is to first avoid impacts, if possible, then minimize impacts, and lastly, mitigate any impacts. The retaining walls limit the impacts to wetlands to a very small area (0.035 acres) and less than 5 linear feet of additional fill, but have potential negative impacts to wildlife mobility and aesthetics.

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An alternative would be to construct a fill slope or a combination of a fill slope with a reduced retaining wall to make up the grade change from the roadway/pathway section elevation down to the spring. A fill slope would have greater wetland impacts but is a better choice for wildlife mobility and aesthetics. The fill slope option would require the culvert to be extended on both sides of the roadway and would increase the linear distance of fill by approximately 20 feet on the north side and 10 feet on the south side. The County owns the parcel on the north side, but the south side parcel is privately owned, so the culvert extension (and possible headwall construction for the combo option) would require permission from the owner. See *Attachment Item #9 Edmiston Springs Wall and Fill Options* for revised plans showing Options A and B.

	Retaining Wall Option	Fill Slope/Combo Option
Wetland Impacts	Less (.035 acres)	More (<0.1 acres)
Wildlife Mobility	Worse	Better
Aesthetics	Worse (walls are not visible from the roadway but railings are).	Better
Cost	\$\$\$	\$-\$\$ (depending on mitigation)
Property Impacts	Less (none)	More (culvert extension and fill)

The area of wetlands that the fill slope option would impact would be less than 0.1 acres (the threshold for the Army Corps of Engineers mitigation requirement) but the exact area is not known and may not be able to be fully assessed until spring.

Staff Recommendation: Option B. Staff recommends the graded slope option given the strong resistance to retaining walls and safety railings, and the benefits for wildlife mobility, aesthetics, and cost. Either option will require careful consideration of the various environmental impacts and values as well as a review of planning and permitting implications.

Public engagement: Eliminating the walls and railings would be in line with the goals of the WMMTP and would not require a reopening of public engagement. However, both options carry impacts to different resources, so either option will require careful consideration and should take into account input from planning and environmental experts.

Fiscal Impact: The fill slope option could provide significant savings, but this depends on the amount of wetland mitigation work that would be needed. The elimination of the walls could save \$50,000-\$100,000.

10. Edmiston Springs Culvert

Detail/Question: Should the existing culvert under WY22 at Edmiston Springs be replaced with a larger culvert that would facilitate fish and small animal passage?

WMMTP Approved Concept Design: The WMMTP did not directly address the Edmiston Springs culvert, but the plan's goals specifically support "ecological resiliency, wildlife corridor preservation, [and] protected water resources."

90% Plan Status: Consistent with the Concept Design. Does not replace the existing culvert. Reference Sheet C1.1.

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Options:

	Option A	Option B*
Options	Keep the existing culvert	Replace with a larger culvert
Fiscal Impact (change from 90% design estimate)	No Change	Estimated increase of \$150,000 (engineering) plus \$1,000,000 (construction) = \$1.15M total additional cost

Discussion: The desire for improved wildlife mobility in downtown Wilson has been a major concern expressed in some of the public comments. Staff has identified an opportunity to replace the existing 36" tall culvert with a concrete box culvert that would provide greater vertical clearance. Replacing the culvert will require significant analysis, design, and permitting work, some of which cannot be performed until spring when the ground will be visible and geotechnical analysis can be done, so information about the cost, feasibility, and possible benefits of this item is currently limited.

Teton County staff are exploring design options to determine how much extra vertical clearance would be achievable. The exact increase was not known at the time of drafting this staff report, but staff hopes that the engineering work will have progressed enough to have an accurate estimate for the meeting. Based on the current elevation of the road, it does not appear that it will be possible to create enough clearance for the box culvert to be usable by moose or other large mammals, but it likely would be enough to provide a benefit for fish and small mammals.

Construction will have a significant impact on vehicular traffic flow on WY22, so there will need to be extensive coordination with WYDOT to develop a robust traffic control plan.

Staff Recommendation: Option B. There is a tangible benefit for the area's natural resources, but there is a significant cost as well.

Public engagement: Replacing the culvert would be in line with the goals of the WMMTP, as well as with the goals of the Teton County Wildlife Crossings Master Plan, although this specific location is not prioritized in the plan. It would not require a reopening of public engagement.

Fiscal Impact: Significant. Planning and engineering is estimated at \$150,000, and construction is estimated at \$1,000,000, for a total of \$1.15M. There is a considerable amount of engineering and permitting required. Installation of a box culvert will require excavating the entire roadway which will require a complex traffic control plan. See *Attachment Item #10 Edmiston Springs Culvert* for a scope of work and proposals from Jorgensen Associates and Biota Consulting.

11. West St. Crosswalk and RRFB

Detail/Question: Should a Rectangular Rapid Flashing Beacon (RRFB) be added at the crosswalk at West St./Fall Creek Rd.? If WYDOT does not allow the RRFB, should the proposed crosswalk also be removed?

WMMTP Approved Concept Design: Shows a crosswalk and mentions that "an RRFB may also be considered at this location."

90% Plan Status: Consistent with WMMTP. A crosswalk is shown for West St., but no RRFB is shown. Reference Sheets C6.1 and C9.4

**Board of County Commissioners - Staff Report****Options:**

	Option A	Option B*
Options	No change (No RRFB)	Add the RRFB
Fiscal Impact ¹	No Change	Estimated \$70,000 increase

¹Fiscal impacts are noted in relation to changes from what is proposed in the 90% plans.

Discussion: Comments on this intersection have been nearly unanimous in support of adding an RRFB. Staff and the design team concur and had already planned to submit the request to WYDOT to allow an RRFB on the east leg of the Fall Creek/West Street/WY22 intersection as suggested in the WMMTP. See *Attachment Item #11 RRFB Memo* for a memo to WYDOT analyzing the intersection and requesting the RRFB. A key question to consider is whether to remove the crosswalk markings on WY22 if the RRFB is not permitted. Would it still be safe to have a marked crosswalk here without an RRFB?

This section of road has the same road characteristics (< 30 mph, AADT 9k-15k, 3 lanes, no raised median) as Ida Lane, and thus also considered by the "FHWA Proven Safety Countermeasure Guide" as an acceptable candidate for an RRFB. The 2018 pedestrian counts recorded 4 pedestrian crossings within a peak hour. This is less than the 13 recorded near Ida Lane, but West St. has the following qualitative reasons for it to be considered a priority crossing within Wilson:

- Primary commercial destinations the Stagecoach (northwest corner) and Basecamp (southeast corner) are adjacent to the intersection and generate need for pedestrians to cross WY22 from the nearby residences coming from the north along West St (within 250 linear feet [lf]) and from the south along Lundy Lane/N. Fall Creek Rd (within 400 lf).
- The proposed shared use paths will cross this intersection on both the north and south side, generating future crossing bike/ped traffic.
- Ida Lane and West Street serve as the two primary pedestrian circulatory points for both residential and commercial access within the center of downtown Wilson, and thus would provide the most benefit for an enhanced RRFB crossing.

Staff Recommendation: Option B. If the RRFB is not permitted, the County should consider removing the crosswalk striping across WY22.

Public engagement: Adding the RRFB would be in line with the goals of the WMMTP and would not require a reopening of public engagement.

Fiscal Impact: The cost of an additional RRFB for West St. is estimated at \$70,000.

12. Gateway Monuments/Signage

Detail/Question: Should gateway elements such as a structure or signage be added? Should they be included as part of this project or pursued as a separate effort? Should management of gateway elements be added to the Pathways program's responsibilities?

WMMTP Approved Concept Design: The WMMTP identifies gateway elements as one of the six key goals and an effective tool for slowing traffic speeds and maintaining rural character.

90% Plan Status: The 90% plans do not include gateway elements, but they were recommended as part of the WMMTP (reference the WMMTP p. 50-51).

**Board of County Commissioners - Staff Report****Options:**

	Option A	Option B	Option C*
Options	No change	Add gateway elements to current project and relocate east gateway sign	Add gateway elements and sign relocation as a separate project or independent community effort
Fiscal Impact ¹	No Change	Estimated \$15,000-\$85,000 increase	No change to current project. Estimated \$15,000-\$85,000 future cost to County or third party.

¹Fiscal impacts are noted in relation to changes from what is proposed in the 90% plans.

Discussion: Numerous comments have been submitted supporting the addition of gateway elements and relocating the existing sign on the east end of Wilson to a more visible location. Gateway elements are identified in the WMMTP as a traffic calming and community enhancement opportunity. The WMMTP states:

(Goal 2) Use natural features to establish a gateway into the community. The use of community gateways and streetscape enhancements such as landscaping, medians, or maximum setbacks will reinforce Wilson's unique character while also calming traffic speeds on WY-22.

Encouraging safe speeds for motorists entering Wilson and preserving Wilson's unique character were two commonly cited requests from Wilson residents. Developing a gateway monument and associated landscaping, especially for motorists entering town from Teton Pass, can help signal to visitors that they are entering a community and slower traffic speeds should be expected.

Staff supports the inclusion of gateway elements in Wilson. The main questions for the County concern timing, responsibility for project management and costs, and long-term maintenance/ownership. If gateway elements are added, would they be installed as part of the current project or through some other process? Staff feels that the development of new gateway elements should be a community-driven process. Long-term maintenance, capital funding, and ownership are also considerations. Should the long-term maintenance and ownership of gateway elements fall under the responsibility of the County Pathways program, a different County department, or a third (non-County) party?

Staff Recommendation: Option C. Staff recommends adding gateway features as a separate project or as an independent effort. Due to workload issues and the amount of time and coordination this type of project could require, staff does not recommend adding this as part of the current project. These projects should be pursued as a community-based effort or as a separate project managed by the County or an independent (non-County) party at a later date. Staff has previously provided assistance with moving the east gateway sign by coordinating stakeholders and the Jackson Hole Land Trust to find a suitable location for the sign and outlining the process for Land Trust approval. However, the relocation of the east gateway sign has not yet occurred.

Public engagement: Adding gateway elements is in line with the goals of the WMMTP and would not require a reopening of public engagement.

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Fiscal Impact: A future effort could develop a cost estimate. Preliminary estimates for sign relocation are \$5,000-\$10,000 and staff time. A new gateway feature could range from \$10,000-\$75,000 (or more) plus staff time.

13. Wayfinding/Informational Signage

Detail/Question: Should wayfinding and/or informational signage be added to the project?

WMMTP Approved Concept Design: Wayfinding signage is briefly mentioned as a possible enhancement but is not included in detail.

90% Plan Status: Consistent with the WMMTP. The current plan does not identify any wayfinding or informational signage. Reference Sheets C6.0-C6.8.

Options:

	Option A	Option B*
Options	No wayfinding or informational signage	Add wayfinding and/or informational signage
Fiscal Impact ¹	No Change	Estimated \$3,000-\$10,000 increase

¹Fiscal impacts are noted in relation to changes from what is proposed in the 90% plans.

Discussion: Many comments have expressed concerns about the possibility of cyclists, particularly e-bikes, travelling too fast on the pathway. As discussed in Item #2, the expectation that cyclists operate at a safe speed is reasonable and realistic, and staff recommends that the project incorporate elements that discourage fast speeds by cyclists on the pathway. One way to communicate and encourage desired behaviors is through informational signage describing the standard expected pathway etiquette messages, such as “Travel to the Right, Pass on the Left,” “Pass Safely—Ring your bell or say ‘On Your Left’,” “Travel at a safe speed,” etc.

Wayfinding signage could also be considered. This has not been raised as a concern in public comments, but wayfinding signage is commonly included in pathway projects. The County already has a pathway wayfinding signage system, so this would be relatively easy to incorporate (unless there was a desire to create a different style/motif for wayfinding signs for Wilson).

Staff Recommendation: Option B. Creating a signage plan for wayfinding and informational signs and installing signs could be done as part of the current project or as a separate follow-up to the project.

Public engagement: Adding wayfinding or informational signage is in line with the goals of the WMMTP and would not require a reopening of public engagement.

Fiscal Impact: Estimated \$3,000-\$10,000.

14. Amenities

Detail/Question: Option to add amenities such as benches, public art, interpretive signage, or other elements.

WMMTP Approved Concept Design: The WMMTP does not specifically mention amenities, but amenities are related to some of the goals highlighted in the WMMTP including traffic calming, community character, and encouraging active transportation in downtown Wilson.

90% Plan Status: Consistent with the Concept Design. Nothing has been identified or included.

**Board of County Commissioners - Staff Report****Options:**

	Option A	Option B*
Options	No amenities	Identify locations for possible amenities
Fiscal Impact ¹	No Change	Future amenities costs to be determined and budgeted through separate project process

¹Fiscal impacts are noted in relation to changes from what is proposed in the 90% plans.

Discussion: The term “amenities” describes any element that adds value, convenience, or comfort to the user experience. These include items such as benches, water fountains, interpretive signs, public art, and pocket parks. Amenities have not been mentioned much in public comment for this project, but the Pathways program receives frequent requests for seating (benches) and other amenities for downtown commercial areas and on the pathways system in general. Similar to Item #13 above, amenities could provide a pathway “traffic calming” effect that could slow down faster cyclists by adding friction to the edges of the pathways within the downtown Wilson core area. They can also add value to the user experience, provide a place for people to stop and chat with friends (which helps strengthen community), serve as a meeting place, or simply create a visual focal point to break up the homogeneity of a corridor.

Staff Recommendation: Staff is neutral on this item but generally supports Option B. A full amenities plan may be too much to add to the project and outside of staff’s work plan. Staff recommends a smaller task of identifying candidate areas as placeholders for future installation of amenities such as benches.

Public engagement: Adding amenities is in line with the goals of the WMMTP and would not require a reopening of public engagement.

Fiscal Impact: A typical bench installation costs \$4,000-\$6,000 depending on the amount of site prep required. Other amenities can range in cost from \$1,000 for interpretive signs to \$25,000+ for a pocket park. Additional amenities could be installed later.

- **Design Elements – Summary**

A table summarizing the Design Element Options is included in the attachments.

- **Other Frequently Asked Questions/Information Items**

The following is a list of topics that come up as frequent questions and may be discussed in more detail at the meeting but are not proposed as options for design changes.

1. **How was the design for the Fish Creek pathway bridge selected?**

See Attachments - Fish Creek Bridge History

Over the course of 5+ years, Teton County pursued multiple avenues to find a way across Fish Creek in the most cost effective and aesthetically compatible way possible while still meeting the need to provide safe connectivity for the Wilson-Stilson Pathway project and the longer-term goal of multimodal connections to and through Downtown Wilson. The attached Fish Creek Bridge History documents the extensive efforts that were made by the County to either not have to construct a separate bridge at all or to construct a low-profile bridge far enough south that it wouldn’t be affected by a future replacement of the highway bridge. Despite multiple years trying to work with WYDOT and adjacent property owners, the County was unsuccessful in these efforts and, by early 2022, it was

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clear that the County's only option was to construct a separate bridge in the space between the existing highway bridge and the right of way. This required free spanning a distance of just under 200 feet while working directly beneath overhead power lines. The bottom chord of the bridge could be no lower than the bottom of the existing highway bridge, and the structural depth of the bridge was determined by the length of the span. These parameters and constraints are what dictated the structure's design. On May 5th, 2022, the BCC reviewed options for the Wilson School Crossing and the Fish Creek Bridge design. The board approved the bridge design with the shortest overall profile based on four style options and directed staff to proceed with final design and installation.

2. How does the project affect wildlife mobility?

Transportation facilities such as roadways and pathways can potentially create barriers to wildlife mobility. In downtown Wilson, there are numerous existing barriers to wildlife mobility, including the highway, buildings, and fences that run behind the businesses. The Downtown Wilson project proposes to add a third vehicle lane (widening the highway in some areas), which is of some concern to wildlife given the high hazard posed to wildlife by automobiles. However, downtown Wilson currently does not have a high rate of vehicle-wildlife collisions and was not identified as a collision hot spot or priority crossing area in the Teton County Wildlife Crossings Master Plan. Additionally, the posted speed through downtown is 25mph, so while the addition of a third lane does increase the distance animals have to cross, it may not necessarily pose a significant threat to wildlife. Similarly, the presence of a pathway/sidewalk in an already heavily developed area is generally not a major concern for wildlife permeability. Pathways will be contained within the right of way adjacent to the highway and mostly in already impacted areas where there is currently compacted gravel or asphalt and do not pose significant barriers above those that already exist. Many public comments have expressed concern about retaining walls associated with the pathways in downtown Wilson. Other than at Edmiston Springs, the walls would be located directly in front of existing buildings and parking areas, and there would still be permeability throughout the downtown Wilson area. While the actual impact of the walls on wildlife mobility is not definitive, it is undoubtedly better to not have walls. The proposal to replace the walls with graded slopes would eliminate concerns about wildlife barriers and should be pursued. According to several wildlife advocacy groups, "one of the biggest existing deterrents to wildlife permeability is the 448 foot long, 6 foot tall privacy fence that runs on the north side of Ward Lane, behind the businesses on the south side of Highway 22."² The wildlife groups recommend exploring opportunities to remove this barrier as well.

3. How will stormwater and runoff be treated? Will water quality and runoff into Fish Creek and Edmiston Springs improve?

The proposed improvements include facilities to capture and treat stormwater before it makes its way into local waterways. The storm water runoff that currently goes untreated and eventually to Fish Creek would, post-project, go to a treatment unit for removal of suspended solids and oil/grease and then to a bioswale before going to Edmiston Spring and then Fish Creek. Wyoming DEQ will be part of the design review team to evaluate the proposed stormwater treatment improvements. The project will result in an improvement in water quality being discharged into local waterways.

² 12/20/24 Letter from Jackson Hole Conservation Alliance and Jackson Hole Wildlife Foundation to Teton County Commissioners

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4. Where will vehicles with failed brakes or other emergencies pull over?

WYDOT has jurisdiction over the roadway section and right of way and has approved the 3-lane section as proposed in the plans. Even though there is only a narrow shoulder proposed through downtown Wilson, the 3-lane section will provide sufficient space for vehicles to pull over in emergency situations and still maintain two-way traffic. Additionally, there is much wider shoulder space available just outside of downtown across Fish Creek approximately 1000 feet east of the bottom of the Pass.

5. Why is the shoulder parking and other right of way parking being removed?

The scoping process for the Wilson Multimodal Transportation Plan included requests from WYDOT to remove the on-street parking and delineate formal accesses and off-street parking areas outside of the public right of way to improve safety for motorists and maintenance workers and improve conditions for walking and biking through downtown Wilson. These recommendations from WYDOT remained consistent throughout the development of the Wilson Multimodal Plan. The WMMTP goals include "Formalize business access, circulation, and parking." WYDOT's letter concurring with the preferred concept of the WMMTP reiterates their support of the formalized access and parking. In terms of spatial constraints, the addition of a third vehicle lane (the two-way left turn lane) and provision of even basic accommodations for pedestrians and bicyclists require using most of the right of way, and there is not sufficient space in the public right of way to also provide for on-street parking serving the adjacent private properties. The project design has retained maximum parking for business use by utilizing the available area on the private properties. The design team has also explored ways to retain some of the existing on-street parking, which would require obtaining a narrow (3-4') easement from the adjacent property owner, but the adjacent property owner is not interested in pursuing this.

6. How are the locations and widths for driveway accesses determined?

Proposed access widths and locations are designed to meet or exceed WYDOT access standards while balancing vehicle turning movements with pedestrian safety. Each access was evaluated to ensure that the width and location accommodates the necessary turning movements for the standard vehicles that will be accessing the properties. Driveways and roadways should be wide enough to accommodate the necessary turning movements but not overly wide that pedestrian safety is compromised.

7. Where will snow be plowed? Will the pathways be plowed?

Snow from the highway will be plowed outside the curb and gutter and stored in the buffer area between the roadway and the pathways. Snow may also be stored between the outside edge of the pathway and the right of way where space is available. It is possible that plowed snow may have to be hauled away in heavy snow years. The County may opt to plow the pathways through downtown Wilson. Currently, the County contracts snowplowing for other roads and pathways in the Wilson area and staff recommends adding the downtown segments to those plowing contracts.

8. Why is the highway being expanded to three lanes?

WYDOT is responsible for the design and operation of WY22. All planning documents and communications from WYDOT since at least the 2014 22/390 Planning and Environmental Linkage Study have consistently stated the intention to add a center turn lane to the roadway cross section in downtown Wilson. (Some of the planning documents also mention a raised median). The WMMTP project vision statement notes the requirement for "continuing to serve regional transportation needs

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for WY22 that connects Teton County, Wyoming and Teton County, Idaho.” Initial scoping comments and all further input from WYDOT on the WMMTP required the three-lane section. Inclusion of a two-way left turn lane through the commercial core will help improve access to local businesses, particularly during the peak hour when gaps in traffic are infrequent. It will help facilitate turning movements on and off the highway and will reduce delays experienced for through-traffic.

9. How is the speed limit set in and around downtown Wilson?

WYDOT sets the posted speed limits on WY22. This process typically involves a speed study and using 85% percentile speeds to determine the appropriate posted speed limit. The downtown Wilson project does not propose any changes to posted speed limits. Local communities can request a review of the posted speed limit.

10. Why does the project have curb and gutter? Is it necessary?

The WMMTP notes that the curb and gutter is necessary to fit the widened highway, pedestrian and bicycle improvements, and other proposed improvements within the existing right of way. It allows more efficient use of the ROW space than using traditional shoulders. It also allows for more formalized access management of the corridor and helps control the haphazard shoulder parking that currently occurs. The plan notes that, despite these benefits, curb and gutter does somewhat detract from the rural character of Wilson and requires the treatment of stormwater before discharging it into local waterways, but these tradeoffs are necessary for the overall project.

11. What traffic calming elements are or are not included? Why?

Traffic calming is discussed extensively in the WMMTP and prior planning efforts as a desired feature and is a common request for downtown Wilson. The WMMTP proposes a few elements to help calm traffic, such as the reduced shoulder width (1' shoulders adjacent to curb and gutter), 11' wide travel lanes (narrower than is used on the higher speed stretches of WY22), curb and gutter, marked pedestrian crossings, gateway elements, and possible street trees or other landscaping. There are other effective traffic calming measures that have been shown in past planning efforts but were not approved in the WMMTP. The most notable is a raised median, which is an effective tool to slow vehicle speeds and provide refuge for pedestrians crossing the road, but is not feasible in downtown Wilson due to roadway geometry, maintenance, and snow removal challenges.

• Next Steps and Timeline

The next steps in delivering the project to bid include:

- Receive direction from Board on design options
- Update 90% plans for WYDOT review (95% plan set)
- Finalize plans – incorporate edits and comments from 95% plans into the Final Plan Set
- Obtain Temporary Construction Easements (in progress)
- Prepare Project Manual and Bid Documents
- Obtain Army Corps, WYDOT, and Teton County permits
- Advertise for bids

The original goal was to start construction in spring 2025 and complete the project in a single construction season; this is highly unlikely given the delays in the 90% plan set review process and the substantial changes



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that may occur late in the project development. It is likely that two construction seasons (2025 and 2026) will be needed. The latest project schedule shows April 2025 as the earliest possible date for releasing bids. The County's agreement with the Federal Transit Administration for the BUILD Grant requires that the project will be fully completed before September 2027.

Stakeholder Analysis & Involvement:

It is highly likely that the Downtown Wilson project has been provided the most extensive stakeholder outreach and engagement of any project in the County's history. Teton County has conducted extensive public engagement work on this project over five years and involving dozens of public meetings, community events, targeted outreach, and individual meetings. The engagement encompassed several interrelated projects including the development of the Wilson Multimodal Transportation Plan, the design process for Wilson Downtown project, and the larger Teton Mobility Corridor Improvements (BUILD Grant) process.

The planning history for the WY22 corridor in and around Wilson dates back decades, some of which is documented in the WMMTP. Stakeholder and general public outreach for the most recent iteration of the Wilson-area projects, including the Wilson-Stilson Pathway, the Downtown Wilson project, and the Stilson Transit Center and other projects, started in earnest in 2017. Because the Wilson-Stilson Pathway and the Downtown Wilson projects are directly connected, there was considerable overlap in the outreach and planning processes for the two.

Public outreach for the Wilson Multimodal Transportation Plan started in 2019 and ran through 2022. It is documented in the WMMTP and included three public open houses, numerous steering committee meetings, individual stakeholder interviews, extensive coordination with WYDOT and local stakeholders, and public meetings to approve the Plan.

For the Downtown Wilson Multimodal Improvements design process, staff has continued to coordinate closely with WYDOT, local stakeholder groups, and key interested parties (property and business owners in the project area). The general public has been kept informed through public open houses, including a review of the 30% design at the Old Wilson Schoolhouse in December 2023 and the Transportation Expos at Jackson Hole Middle School and the Wilson School in February 2024. The 90% design was publicly reviewed at the September 30, 2024 BCC Workshop and a community Open House at the Wilson School in October 2024.

Additionally, County staff has hand delivered project information to every property owner and business in the project corridor, and has met individually with dozens of property/business owners to discuss project details and concerns. County staff and elected officials have met with dozens of project stakeholders on more than ten site visits to downtown Wilson over the last three months.

The following is a timeline of selected public meetings, events, and other opportunities for public engagement in the various Wilson area projects since 2018. This list does not include every event or any of the press releases or news articles covering the projects, but is simply a representation of some of the opportunities that were available and advertised to the general public.

2018

- April – Wilson-Stilson Pathway design contract approved – BCC
- September – Community Open House on Wilson-Stilson project – Old Wilson Schoolhouse
- October – Workshop to initiate Wilson Corridor planning – BCC
- November – Request to WYDOT approved for Wilson Corridor planning partnership - BCC

2019

- January – Wilson-Stilson workshop - BCC

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April – Approval of MOU with WYDOT for Wilson Corridor planning - BCC

December – Wilson Multimodal Corridor Study contract approved - BCC

2020

March – Downtown Wilson Plan Public Open House – Old Wilson Schoolhouse

March – BUILD projects workshop - BCC

May – BUILD grant application approved - BCC

September – Virtual Open House on Downtown Wilson Plan

2021

July – BUILD grant engineering consultant contract approved - BCC

October – Teton BUILD grant website goes live

October – Yellowstone Teton Clean Cities Coalition BUILD grant projects presentation

November – BUILD Grant quarterly update – BCC and Town Council

December – Chamber of Commerce Business Over Breakfast

December – Contract update for Wilson Multimodal project – BCC

December – Wilson Workshop for HHR and Fish Creek crossings – BCC

2022

January – Downtown Wilson Final Plan Review – BCC

January – Chamber of Commerce Business Over Breakfast

February – Final Downtown Wilson Plan Approval – BCC

March – County Connection Open House at Recreation Center

May – Fish Creek Bridge BCC workshop

May – BUILD projects cost estimate presentation for BCC

September – BUILD Grant Paper Agreement approved - BCC

November – Transportation Alternatives SPET wins almost 60% of the vote

December – Transportation Open House at Old Wilson Schoolhouse

2023

January – START Board retreat BUILD projects presentation

January – Stilson Transit Center Open House at Teton Science Schools

May – Rotary luncheon BUILD projects presentation

November – Joint Monthly Meeting BUILD projects presentation

December – Flyer distribution to all Downtown Wilson project area businesses and property owners

December – Teton BUILD Grant Update on Wilson Projects at Old Wilson Schoolhouse

2024

February – Wyoming Society of Professional Engineers BUILD projects presentation

February – Kiwanis Club BUILD projects presentation

February – Regional Transportation Expo at JH Middle School

February – Regional Transportation Expo at Wilson Elementary School

March – Teton County, Idaho and Teton County, Wyoming BUILD projects presentation

April – Teton Transportation Coalition BUILD grants projects presentation

May – START Board meeting BUILD grant projects presentation

September – Downtown Wilson 90% design review at BCC

October – Downtown Wilson 90% Open House at Old Wilson Schoolhouse

October, November, December – Project stakeholder site visits and walkthroughs



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Fiscal Impact:

Due to the requests for additional design options at the 90% stage, there has been a significant impact to the project's engineering and design budget. Staff and the consultant are in the process of tabulating the total costs incurred so far, but it appears that the entire engineering budget for this project component of the Teton Mobility Corridor Improvements (BUILD) contract has been used up with the latest round of design work. The consultant may be able to shift budget from other projects in the larger TMCI contract to cover some of the remaining Wilson costs. However, dependent upon how many additional design options and variables are introduced at this stage, future design and engineering costs may be significant. Changes to the project construction costs are also potentially significant, depending on which elements are approved. Staff will present an update on the additional design and engineering fees at the BCC January 7, 2024 meeting.

Staff Impact: This project has generated the greatest impact to Pathways staff of any project in the last 18 years. There has been significant impact to staff from multiple departments over the course of the entire project, and the impact has increased considerably since the September 30, 2024 BCC workshop. Over the last three months, Pathways staff time alone has exceeded 200 hours, and there have been significant additional impacts to staff from Public Works, Legal, START, and Administration departments of more than 200 cumulative hours.

Legal Review: Gingery and Moore

Staff Input / Recommendation: Staff is recommending that the Board provide direction on all fourteen design option items and direct staff to proceed to final design and bidding to keep the project on a timeline for possibly starting construction in 2025. This will limit further staff impacts and fiscal impacts and will reduce the risk of project delays and BUILD Grant delinquencies.

Attachments:

1. September 30, 2024 BCC Workshop Staff Report Link:
 - a. <https://tetoncountywy.gov/DocumentCenter/View/31262/Workshop-Downtown-Wilson-Multimodal-Transportation-Improvements-Project-Update>
2. Wilson Multimodal Plan link:
 - a. <https://tetoncountywy.gov/2475/Wilson-Multi-Modal-Transportation-Plan>
3. Wilson Active Transportation Improvements 90% Plans:
 - a. <https://www.tetoncountywy.gov/DocumentCenter/View/31256/Downtown-Wilson-Active-Transportation-Improvements---90-Plans---20240924>
4. Wilson Multimodal Transportation Plan Photo Rendering
5. Item #3 – Stamped and Colored Asphalt
6. Item #7 – Wall and Railing Styles
7. Item #8 – No-Wall Option
8. Item #9 – Edmiston Springs Wall and Fill Options
9. Item #10 – Edmiston Springs Culvert
10. Item #11 – RRFB Memo
11. Design Options Summary Table
12. Fish Creek Bridge History



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Suggested Motion:

I move to:

A) Approve the Wilson Active Transportation Improvements project with the following design options:

Item 1: Option A – Keep the north side pathway as approved in the WMMTP;

Item 2: Option A – Keep the pathway width at 10' as approved in the WMMTP;

Item 3: Option C – Replace the pathway surfacing with stamped, colored asphalt;

Item 4: Option A – Keep the bus turnouts as approved in the WMMTP;

Item 5: Option A – Keep the East Segment pathway as approved in the WMMTP;

Item 6: Option C – Add irrigation conduit and street trees;

Item 7: Option C – Change the style of the retaining walls and safety railing. (Or may delete this item);

Item 8: Option B – Eliminate the walls at the Stagecoach, TGR, and Nora's;

Item 9: Option B – Replace the retaining walls at Edmiston Springs with a fill slope;

Item 10: Option B – Replace the culvert at Edmiston Springs with a larger culvert;

Item 11: Option B – Add the RRFB at the West St./Fall Creek Rd. crossing;

Item 12: Option C – Add gateway elements as a separate project or independent community effort;

Item 13: Option B – Add wayfinding and/or informational signage;

Item 14: Option B – Identify locations for possible amenities;

And:

B) To direct staff to advance the project to final design and bidding.

ment - Downtown Wilson Multimodal Plan Concept Design (Approved Feb. 2022) - Photo Rendering



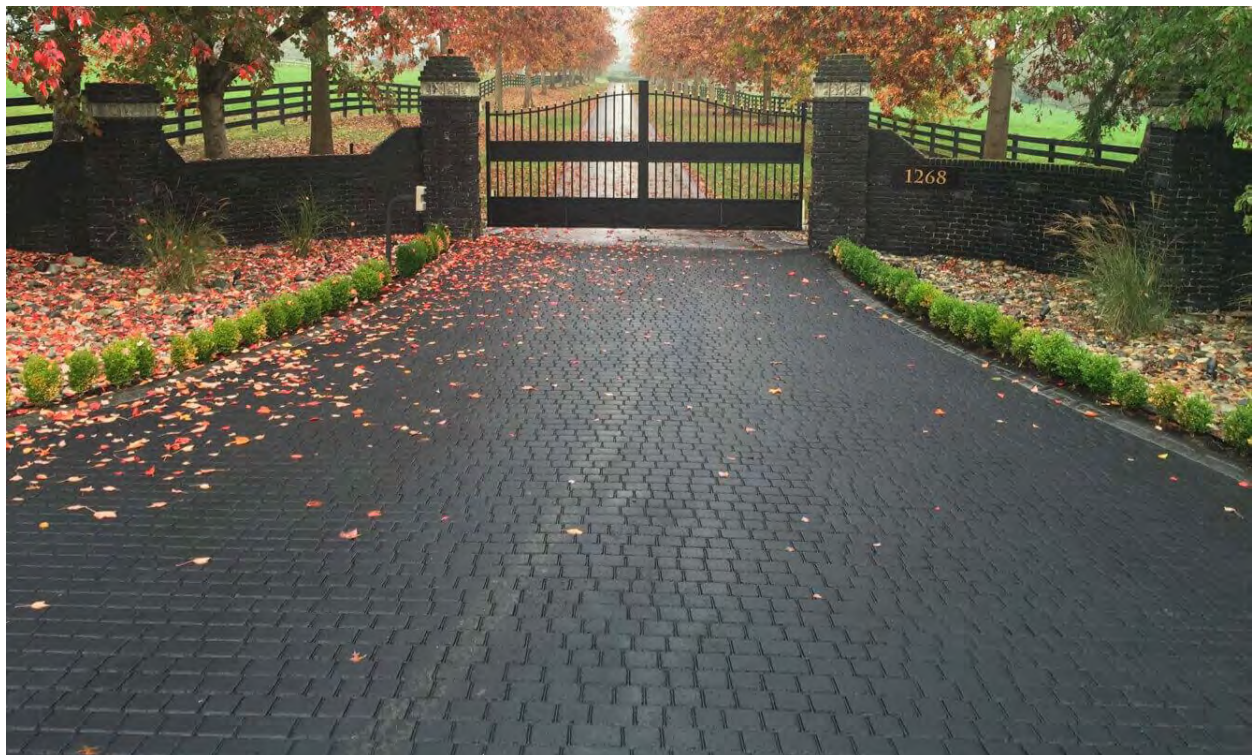
Attachment Item #3 – Stamped and Colored Asphalt Examples

Asphalt can be stamped, colored, and textured to create a plaza or pedestrian-oriented feel. A few examples are shown below.











Attachment Item #7 - Wall and Railing Style Examples

There are a variety of retaining wall style options available. Concrete walls can be stained or textured to a wide range of different colors and finishes. A few examples are shown below.











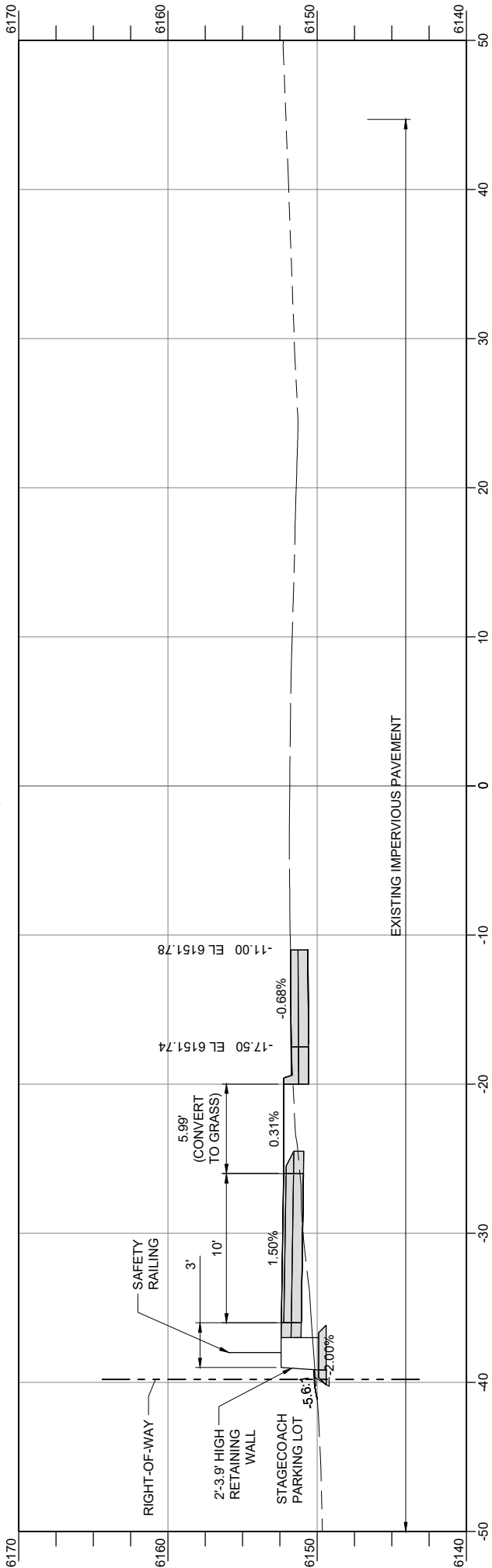
Railings can be made of metal, wood, or a combination of wood and metal. A few examples are shown below.





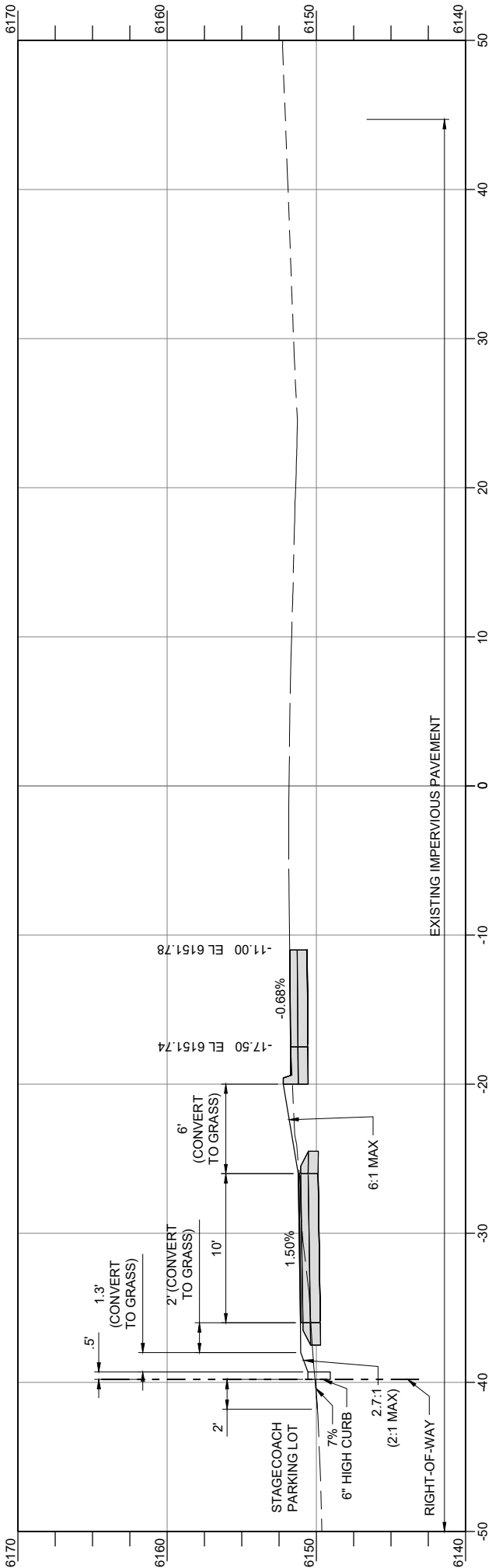
OPTION A: WITH RETAINING WALL (AS SHOWN ON PLAN)

3+72



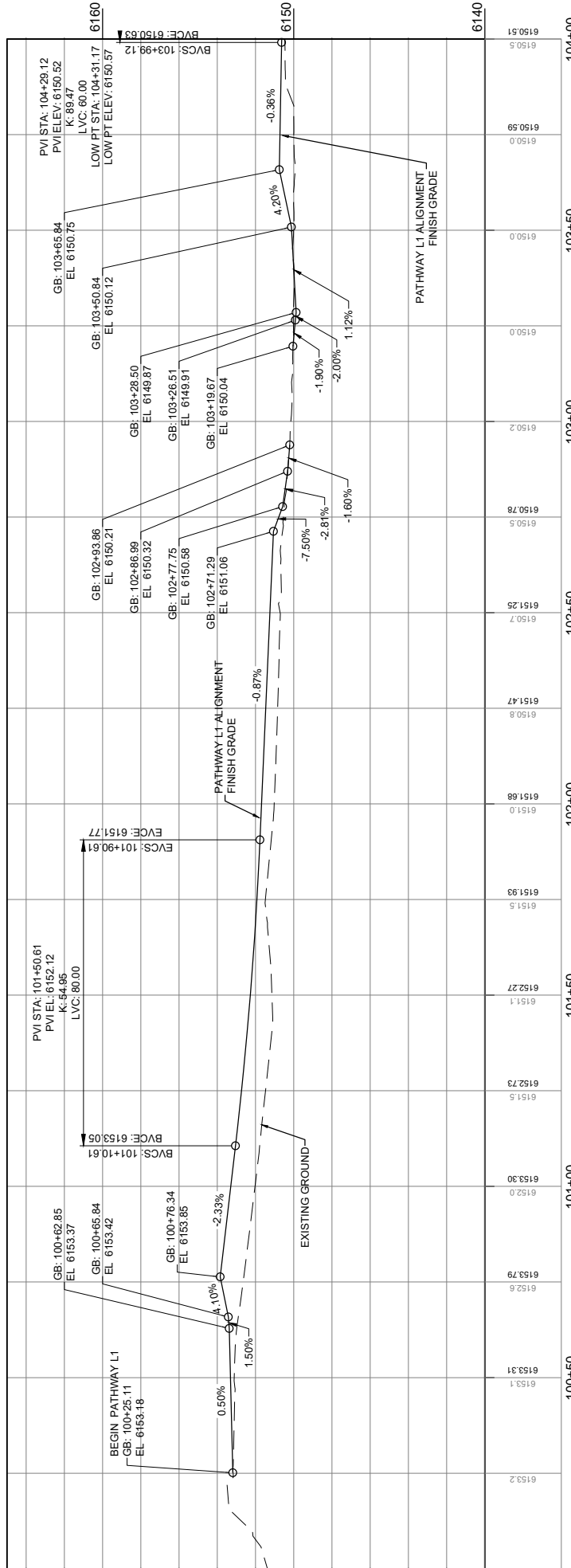
OPTION B: WITH CURB AND TRAIL SLOPED TOWARD PARKING LOT

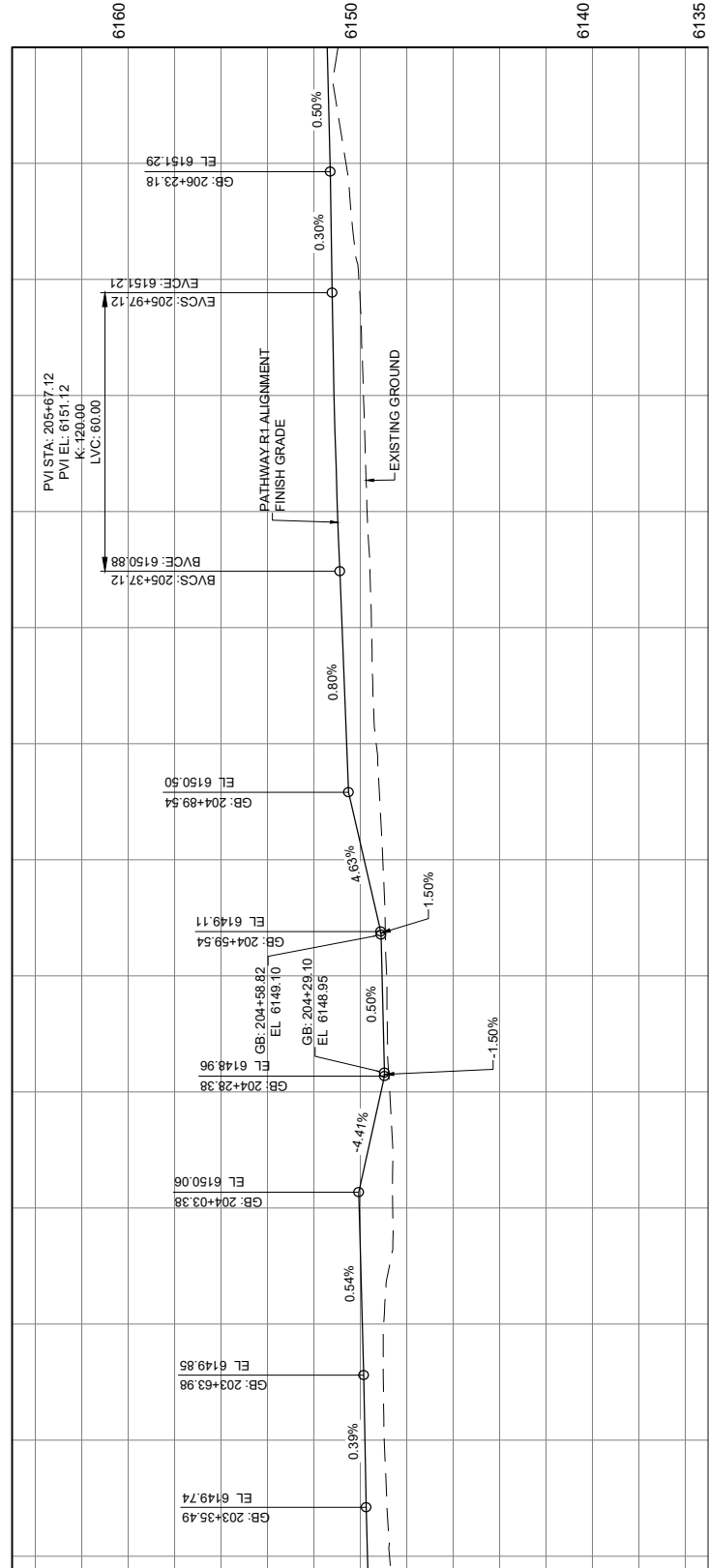
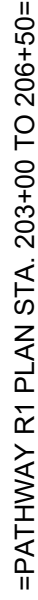
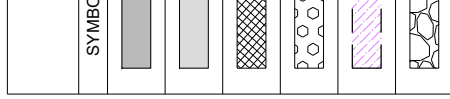
3+72





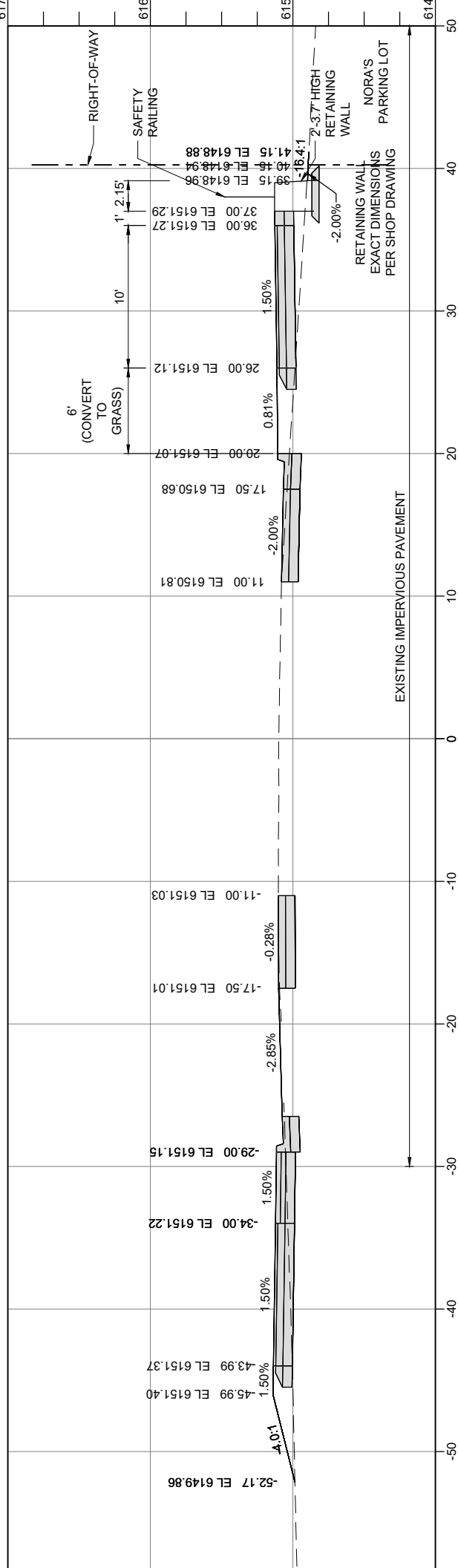
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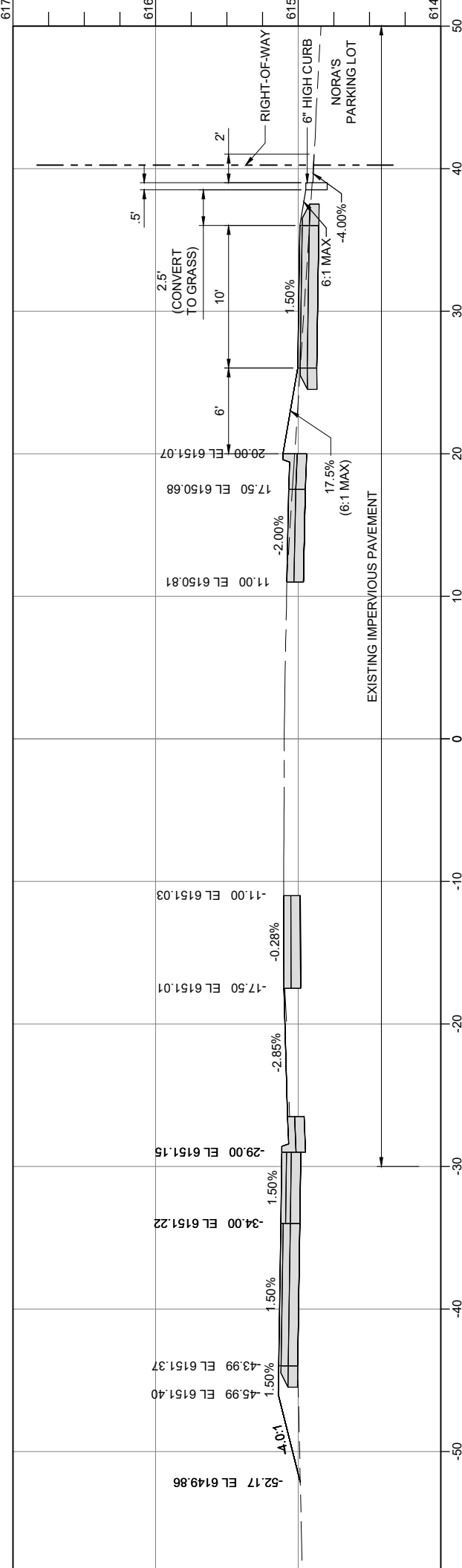


PROPOSAL	PROPERTY OWNER	FISH CREEK INDEPENDENT L.L.C. PID: 22-41-17-17	NORA'S PID: 22-41-17-17
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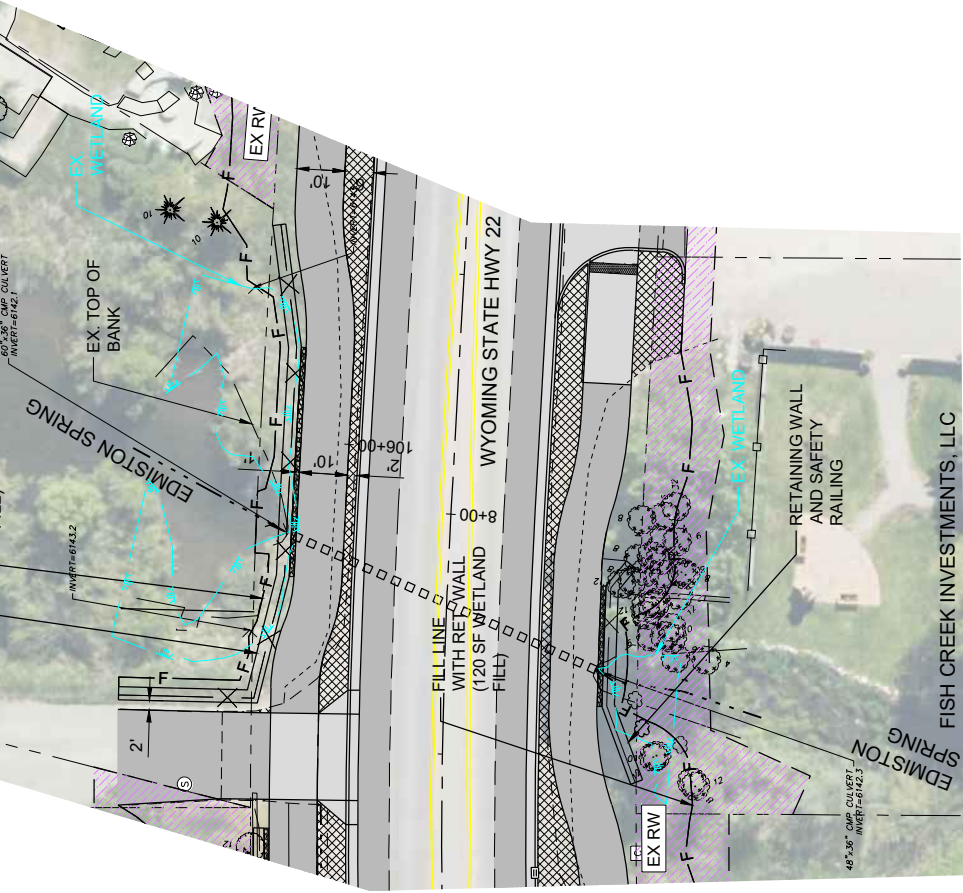
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10+00



Options



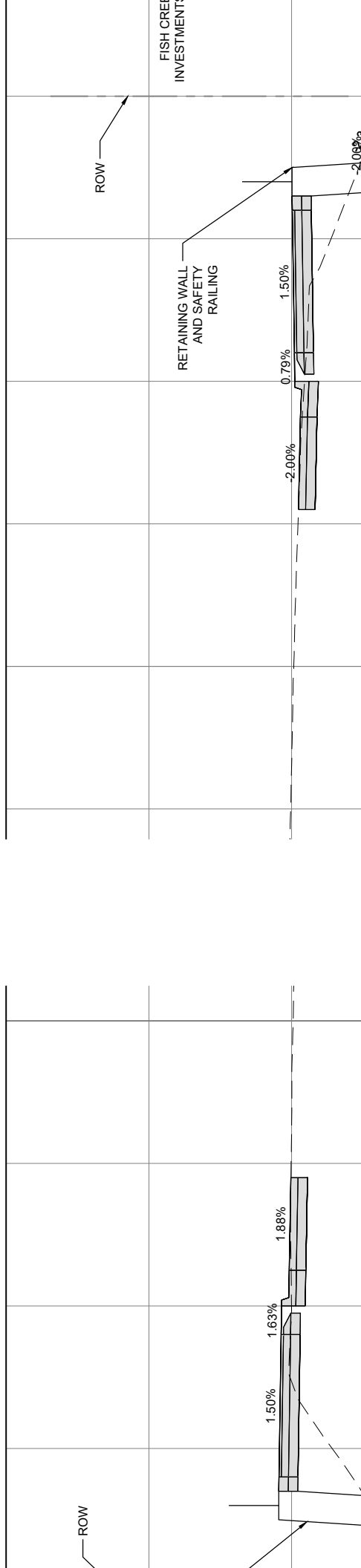
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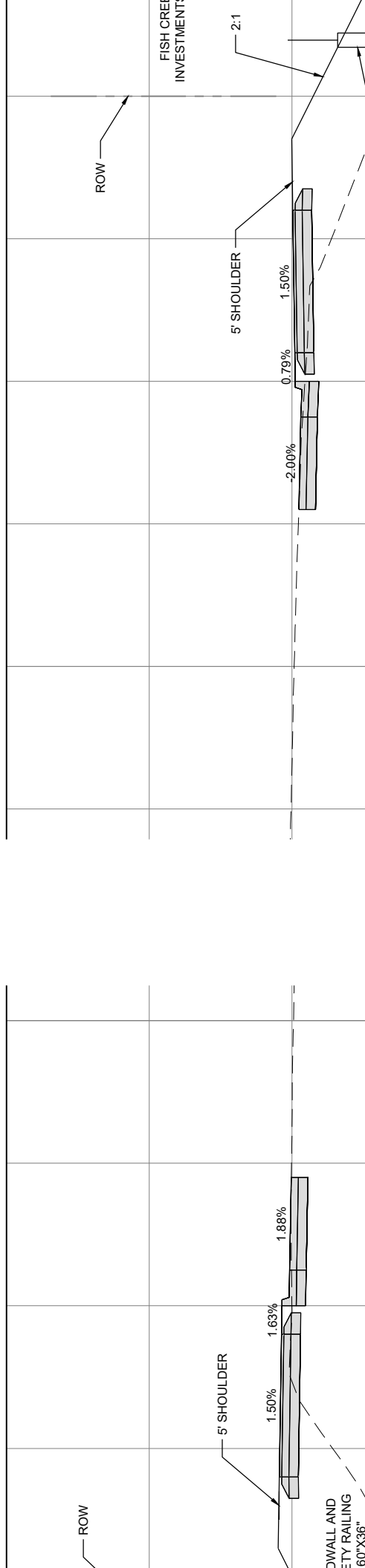
SYMBOL	

OPTION WITH RETAINING WALL

8+00

7+75







JORGENSEN
It's About People, Trust and Know How

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Jackson, WY 83002
PH: 307.733.5150
www.jorgeng.com

December 24, 2024

Mr. Brian Schilling
Teton County Pathways Coordinator
320 S. King St.
Jackson, WY 83001

RE: Downtown Wilson Edmiston Spring Culvert Replacement Fish/Small Mammal Passage Scope and Fee)

Dear Mr. Schilling:

Jorgensen Associates, Inc. (Jorgensen) is pleased to submit this scope of work and fee proposal for the replacement of the existing Edmiston Spring WY22 60-inch by 36-inch corrugated metal culvert. The goal of the project is to enhance fish and small mammal passage through the culvert. This process includes the development of an Aquatic Organism Passage (AOP). To fully address all the AOP requirements specific and unique to this project, we have included Biota Design and Consulting (Biota) as part of our team.

The responsibilities of our team includes:

Jorgensen

- Project Management
- Structure (culvert) type selection and design
- WYDOT coordination and communications
- Surveys specific to culvert design
- Geotechnical Investigation
- Culvert and WY22 Design (Concept, 60%, 90%, Contract and Permit Documents)
- Easement Coordination (this scope assumes TCE's obtained for the BUILD Downtown Wilson Project are sufficient)

Biota

- AOP Design
- Hydrology and Hydraulics

Scopes of Work for Jorgensen and Biota are summarized below:

Jorgensen Scope of Work:

1. Project Management.
 - Budget tracking/monitoring.
 - Coordination and communications with project team.
 - Monthly progress reports and invoicing.
 - Schedule: Jorgensen will work with Teton County to identify and coordinate a schedule that reconciles the Edmiston Spring Culvert Replacement project with the BUILD TCMI Downtown Wilson Project schedule.

2. Team Kickoff Scoping Meeting and Field Review
 - Coordinate roles and responsibilities, lines of communication, etc.
 - Scope of Work and Schedule Review.
 - Field Review – Review of the physical conditions and identify physical constraints (i.e. utilities) and right-of-way and temporary construction easement limits.
 - Schedule.
3. Geotechnical Investigation
 - Drill two bore holes (each end of culvert) and collect material samples
 - Laboratory testing
 - Geotechnical evaluation and recommendations
 - Install groundwater monitoring piezometers
4. Supplemental Detail Topographic for Culvert Design
 - North side of WY 22 culvert inlet.
 - South side of WY 22 culvert outlet.
5. Concept Design of Culvert (Note: This scope assumes no vertical changes to WY22 and Edmiston Spring stream elevations).
 - Structure Type Selection – based on sizing parameters/requirements from Biota:
 - Identify structure material type alternatives
 - This scope assumes a precast structure – structural will provide detail dimensions and structural specifications/requirements. Wingwall/headwall requirements and foundational elements will be designed for cast-in-place construction.
 - Identify foundation requirements
 - Edmiston Spring/groundwater mitigation options during construction
 - Right-of-Way/Easement needs and availability
 - Concept level cost opinions
 - Utility coordination.
 - Teton County Staff Review and review meeting.
 - WYDOT coordination meetings.
 - Wilson Sewer District Coordination meeting
 - Report Documenting Concept Design and Feasibility Analysis process – including selected alternative.
6. 60% Design
 - Culvert Horizontal and Vertical Alignments.
 - Typical WY22 Section.
 - Water Mitigation during Construction.
 - Culvert Horizontal and Vertical Design (including clearances for small mammal passage).
 - Construction Traffic Control Plan.
 - Preliminary Opinion of Construction Costs.
 - Teton County and WYDOT Review and Incorporate Comments.
 - Present at Board of County Commissioner Public Hearing/Workshop
7. 90% Design
 - Advance Culvert Design level of detail to 90%

- Coordination and Review with Teton County and WYDOT
 - Plan and Profile Sheets
 - Typical Sections
 - Details and Quantities
 - Project Manual
8. Construction Documents and Teton County Permit
- Incorporate 90% TC Staff and WYDOT Review Comments
 - Advance 90% Plan Set to final Construction Documents
 - Construction Traffic Control Plan
 - Coordination with WYDOT
 - Finalize Project Manual
 - Prepare Teton County Grading and Erosion Control Permit Application
9. Construction Administration – Assumes a 12-week Construction Schedule
- Bidding
 - Contracting
 - Owner's Representative – CA/CM
 - Contract Closeout – Including Record Drawings

Please contact me if you have any questions regarding this submission.

Sincerely,
JORGENSEN ASSOCIATES, INC.



Reed Armijo, P.E.
Principal Engineer

cc: Mr. Chris Colligan, Teton County Public Works Project Manager
Ms. Heather Overholser, Teton County Public Works Director



Edmiston Spring Creek Fish Passage Project

PROPOSAL



Biota Research and Consulting, Inc.

DUNS: 624387163

Tax ID: 83-0251789

Contact: Ryan Colyer, 307-733-4216

rcolyer@biotaresearch.com

PO Box 8578, Jackson, WY 83002

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INTRODUCTION AND QUALIFICATIONS

Biota's multidisciplinary staff specializes in the numerous areas of expertise required to advance Teton County's Edmiston Spring Creek Fish Passage Project located in Wilson, Wyoming. Our team at Biota is pleased to submit this proposal to provide professional services to Teton County associated with Aquatic Organism Passage (AOP), hydraulics, hydrology, engineering, fluvial geomorphology, stream restoration, and project design development.

Biota is a Jackson-based environmental consulting and licensed Professional Engineering firm that was established in 1980 as a corporation (an S-Corporation). Biota is a registered engineering firm in the state of Wyoming (EIN #83-0251789).

1.0 PROPOSED PROJECT APPROACH

The existing culvert on Edmiston Spring Creek appears to be a partial barrier to fish passage (due to impediments to fish passage during some seasonal conditions and due to impairment of fish passage for some age classes of native fish). The proposed project approach described below would include a highway crossing replacement that would address aquatic passage, improve sediment transport, provide for the passage of debris, and increase fluvial function.

Biota professional staff would perform data collection, site assessment, site survey, and design development and refinement. Biota would work with Jorgensen Associates to provide them with project materials needed to complete civil, geotechnical, and (WYDOT) consultation components of the project. It is anticipated that the project permitting could be coupled with permitting efforts that are ongoing for the Wilson Downtown Improvement Project. The following subsections describe our approach to the elements anticipated to be required for the Edmiston Spring Creek Fish Passage project.

Biota proposes to maximize the fluvial function and ecological value of projects by incorporating stream restoration tools during project assessment and design. Our typical approach to fluvial projects includes assessment of geomorphic condition, hydrologic regime, fisheries composition and condition, modeling of peak flow and low flow hydraulic conditions, quantification of sediment transport and local hydraulic conditions, and identification of wild fishery life history requirements. Biota would prepare all designs and construction plans for this project using various hydraulic modeling software packages (HEC-RAS, Fish Xing, Hydraulic Toolbox). Electronic copies of the final construction documents would be provided to Teton County.

1.1 PROJECT KICKOFF

Individual project efforts would begin with a kickoff meeting to discuss site-specific issues and design constraints. The kickoff meeting could be held virtually or at the project site, depending on the preference of Teton County. Project objectives would be outlined, and design criteria would be generated based on objectives. The design criteria would guide the AOP design process. In order to maintain the proposed project schedule, Biota would be available to attend the kickoff meeting as soon as possible.

1.2 FIELD ASSESSMENT

Professional grade GPS survey equipment would be used to collect geomorphic survey data describing channel morphology, floodplain characteristics, and site conditions within the project

area. Given the current season and the onset of winter conditions, field survey work cannot be accurately completed until snow recedes, which would likely occur in April of 2025. Biota proposes to complete geomorphic assessment and field data collection as soon as environmental conditions are suitable, with the intent to then advance the Edmiston Spring Creek Project in a manner that enables project construction to occur coincidentally with the Wilson Downtown Improvement Project construction.

GPS control would be set to enable the survey data to be in real world coordinates and elevation. This would allow for the incorporation of available LiDAR data into project designs, as needed. The survey data would be used to generate existing condition data for design and hydraulic modeling. The stream assessment would quantify channel dimension, pattern, and profile through the project area, and include measurement of potential barriers to fish movement.

Numerous aspects of channel geometry including mean and maximum depth, width-depth ratio, bankfull elevation, and flood-prone width would be evaluated within the project area in accordance with the stream simulation design approach. These data would be critical to understanding high flow and low water aquatic habitat and fish passage, peak flow shear stress, and sediment transport.

If a suitable analog site (reference reach data) can be located downstream of the project sites, or in a nearby tributary, the analog site would be surveyed and collected morphologic data used to inform the project designs. In addition, Biota maintains a dataset of analog (reference reach) data that would be suitable for use in informing the project. We have developed this reference reach data set over the course of many years working in this region.

Stream substrate, armoring, and available bedload would be investigated using pebble counts and subsurface sediment evaluation. Sediment data would be used during analysis and design efforts to investigate vertical channel stability and bedload sediment transport regime.

1.3 HYDROLOGY AND HYDRAULIC MODELING

The hydrologic regime of the project area reach would be investigated using all available data in combination with statistical analysis techniques. Biota has flow data from past fluvial projects and assessments completed within Edmiston Spring Creek, and those data would be used to help quantify local hydrologic regime in this spring dominated system. Bankfull discharge would be determined based upon channel morphology, field-identified indicators of bankfull stage, and hydraulic analysis.

Hydraulic modelling would be used to describe existing project area flow conditions based on the hydrologic analysis results. The hydraulic model is developed for use in computing estimates of velocity, flow depth, shear stress, and other hydraulic characteristics in riverine systems. Iterative modelling is completed in order to quantify the existing condition flood conditions (inundation depths, velocity, etc), and then the model is updated with the proposed site conditions. Comparison of output from the existing condition and proposed condition model output would be evaluated to ensure the effectiveness and stability of the proposed design.

1.4 AQUATIC ORGANISMS PASSAGE AND STREAM SIMULATION

Aquatic habitat and hydraulic conditions impacting upstream and downstream aquatic organism passage would be assessed in the context of native fish species, notably wild Snake River fine-spotted cutthroat trout (SRC). Habitat resulting from existing channel and/or structure morphology (pool frequency, riffle length, cover, spawning habitat, refuge, diversion structures type and

dimension) would be quantified and assessed. Generated designs would ensure passage for all age classes of focal fish species during critical seasonal flow levels (both peak flow conditions during spring spawning and low flow conditions during out-migration, rearing, and over-wintering). In addition, the passage of beavers and other species of interest will be assessed.

Culvert structure modifications or improvements would subsequently be designed as needed to achieve desired hydraulic conditions, design flow velocities, aquatic organism passage during all discharge rates, and appropriate channel stability. Instream structures would typically use native materials, with emphasis on utilization of wood, vegetation, root wads, and various bioengineering techniques. Project designs would achieve channel stability and would maximize aquatic habitat objectives based upon hydraulics, sediment load, and boundary conditions, and life history requirements of the target species.

Biota has expertise in designing AOP projects using principles that are founded upon hydrologic investigations, morphologic condition, hydraulic analyses, sediment transport, and functional self-maintaining channel morphology. We also have experience utilizing Stream Simulation Culvert Design techniques to develop crossing designs that achieve organism passage objectives while enabling natural fluvial processes. Utilizing the stream simulation design techniques ensures that the stream channel within the structure is representative of natural passable conditions and would be stable under the range of expected conditions.

1.5 ALTERNATIVES AND CONCEPTUAL DESIGNS

Biota has a proven track record of developing high quality designs, maintaining project schedules, and providing deliverables that are clear, concise, and accurate. All designs would evolve through an iterative process of hydraulic modeling to ensure channel stability and fish passage objectives. The design process would incorporate analog, empirical, and analytical design techniques. The Edmiston Spring Creek Fish Passage Project would include Stream Simulation design development and fish passage modeling based on target species (and age class) swimming abilities. These multiple analyses and design elements would ensure that the final design achieves:

- Increase movement of fluvial SRC and other native fish upstream past the project location.
- Configure infrastructure to provide fish passage at all flows.
- Ensure the AOP design integrates properly with Hwy 22 and other project constraints.

The design process is anticipated to include identification of at least two (2) alternatives for culvert replacement that meet the project goals and objectives. Culvert replacement alternatives could include a bottomless arch pipe, a bottomless concrete structure, an aluminum box culvert, a squashed pipe, a custom culvert structure, or a suite of structures. The alternatives would be identified and fully described within the project design materials. The pros and cons of each alternative, including relative cost, would be presented to Teton County, who would select the preferred alternative for design advancement. All presented alternatives would ensure AOP based upon the design criteria identified during project initiation. Example design alternatives from recent Biota projects are depicted in the project descriptions above.

1.6 DESIGN DEVELOPMENT

The advancement of the preferred alternative would involve iterative hydraulic modelling to ensure that the design meets the objectives of fish passage and site stability. HEC-RAS modelling

techniques would be conducted to quantify hydraulic characteristic for both the existing and proposed site conditions.

Project design development steps will include a preliminary design (60%), the draft final design (90%), and the final design. Project design materials at each stage would be comprised of a basis of design report, design drawings that depict construction plans, construction materials quantity and volumes, documents, field benchmarks, and an engineer's cost estimate of construction. The final design package would include all materials required for construction including technical specifications, material quantities, and a final engineer's estimate of probable construction costs.

Biota would provide the limits of disturbance and other design related information required for permitting. Biota staff is adept at project permitting, and we have decades of experience securing authorization for fluvial projects to comply with Section 404 of the Clean Water Act (through the Army Corps of Engineers), and Section 401 of the Clean Water Act (through the Wyoming Department of Environmental Quality). Design and permitting materials could be provided to enable the Edmiston Spring Creek Project permitting to be completed within the ongoing Downtown Wilson Improvements Project permitting efforts, to the maximum extent feasible.

Biota staff have decades of experience supervising construction and project implementation, and we would be available to complete these efforts for the Edmiston Spring Creek Fish Passage Project. Our office location in Jackson would enable us to readily and cost-effectively work with a contractor selected by Teton County to ensure that the project is constructed according to the plans, that project components are installed correctly, and that construction activities comply with any permit conditions imposed by regulatory agencies. We have experience managing projects in their entirety or working with project proponents in a team environment to complete construction staking, and construction supervision. We would be available to provide these optional construction oversight services under a separate contract as the project progresses, depending on the desires of Teton County.

2.0 SCOPE OF WORK HOURS AND BUDGET

Task Description	Cost
Task 1 – Project Kickoff	\$1,244
<ul style="list-style-type: none"> Project Manager/Fisheries Biologist, 4 hrs x \$160 = \$640 Professional Engineer, 2 hrs x \$157 = \$314 Fluvial Geomorphologist, 2 hrs x \$145 = \$290 	
Task 2 – Field Assessment	\$3,254
<ul style="list-style-type: none"> Project Manager/Fisheries Biologist, 2 hrs x \$160 = \$320 Professional Engineer, 2 hrs x \$157 = \$314 Fluvial Geomorphologist, 16 hrs x \$145 = \$2,320 	
Task 3 – Field Alternatives and Conceptual Designs	\$4,524
<ul style="list-style-type: none"> Project Manager/Fisheries Biologist, 2 hrs x \$160 = \$320 Professional Engineer, 12 hrs x \$157 = \$1,884 Fluvial Geomorphologist, 16 hrs x \$145 = \$2,320 	
Task 4 – 60% Designs	\$9,410
<ul style="list-style-type: none"> Project Manager/Fisheries Biologist, 4 hrs x \$160 = \$640 Professional Engineer, 30 hrs x \$157 = \$4,710 Fluvial Geomorphologist, 20 hrs x \$145 = \$2,900 Restoration Ecologist, 8 hrs x \$145 = \$1,160 	
Task 5 – 90% Designs	\$3,702
<ul style="list-style-type: none"> Project Manager/Fisheries Biologist, 2 hrs x \$160 = \$320 	

<ul style="list-style-type: none"> Professional Engineer, 16 hrs x \$157 = \$2,512 Fluvial Geomorphologist, 6 hrs x \$145 = \$870 	
Task 6 – 100% Final Designs	\$3,440
<ul style="list-style-type: none"> Project Manager/Fisheries Biologist, 4 hrs x \$160 = \$640 Professional Engineer, 8 hrs x \$157 = \$1,256 Fluvial Geomorphologist, 8 hrs x \$145 = \$1,160 Restoration Ecologist, 2 hrs x \$145 = \$290 	
Total Cost	\$25,574

Note: Project scope of work and costs do not include regulatory agency permit application fees.

3.0 RECENT PROJECTS AND REFERENCES

Biota has completed dozens of fish passage projects during our 40+ years in business in the region. Biota recently completed several projects that highlight our specialties. The following project examples represent Biota’s recent experience working on fish passage projects and include project references that can attest to the professional capabilities and expertise. A list of recently completed fish passage projects is also included in Table 1 (below).

Washington Department of Transportation Fish Passage Projects

Point of Contact: Inder Atwal, Washington Department of Transportation, 360-591-5253, AtwalI@wsdot.wa.gov

Location: Olympic Peninsula, Washington

Project Description: Biota is currently working with a team of consultants designing four fish passage barrier performance management projects in western Washington. The projects are included in the federal culvert injunction that was issued in 2013. The permanent injunction requires the state to significantly increase the effort for removing state-owned culverts that block habitat for salmon and steelhead by 2030. Biota’s senior staff are responsible for geomorphic assessment, analyses, hydraulic modeling, and engineering design for these projects.



Dry Fork Smiths Fork Fish Passage and Channel Restoration

Point of Contact: Michael Fiorelli, Trout Unlimited, 435-899-1459, mike.fiorelli@tu.org

Location: Lincoln County, Wyoming

Project Description: Biota was contracted by a collaborative group that included Trout Unlimited, Lincoln County, WY, and the Bureau of Land Management to complete an assessment and develop a fish passage and stream restoration design plan. A primary objective of the project was to provide upstream passage for Northern Leatherside Chub and other aquatic organisms. Additional project objectives were to improve roadway safety at the crossing and improve stream function and habitat throughout the project reach

The crossing structure design was refined based upon stream simulation techniques to mimic natural channel conditions through the crossing in order to ensure passage for Northern Leatherside Chub. A specific size gradation of sediment to be placed within the crossing culvert was developed to optimize fish passage conditions based on the results of recent research. Project construction was completed in the summer of 2024 under the supervision of Biota.



Caboose Culvert Fish Passage Project

Point of Contact: David Weskamp, Henry's Fork Foundation – South Fork Initiative, 208-652-3567, david@henrysfork.org

Location: Rainey Creek, Swan Valley, Idaho

Project Description: Biota was hired by the Henry's Fork Foundation to complete an assessment and develop a fish passage and stream restoration design plan for a barrier culvert referred to as the 'Caboose Culvert', on Rainey Creek in Swan Valley, Idaho. The project is a follow up to a previously completed project that included installing multiple cross vane grade control structures and construction of a flood relief channel to the west of Rainey



Creek for flood mitigation. The primary objectives of the Caboose Culvert project are to provide fish passage through the road crossing, improve habitat conditions for native Yellowstone cutthroat trout, and improve sediment transport conditions.

The project design process included an alternatives analysis to evaluate the pros and cons of several proposed crossing structures that would achieve the fish passage and stream restoration objectives. The crossing structure alternates included a multi-plate arch pipe (BridgeCor), an aluminum box culvert (ALBC), a prefabricated concrete structure (Conspan O Series), and a prefabricated steel bridge (Big R). Construction of the preferred alternative (prefabricated bridge) is anticipated in 2025.

Salt Creek Restoration Project

Point of Contact: Jim DeRito, Trout Unlimited; 208-360-6165; James.DeRito@tu.org

Point of Contact: Luke Schultz, WY Game and Fish Dept.; 307-231-6996; Luke.Schultz@wyo.gov

Location: Lincoln County, WY

Project Description: Biota was contracted by a collaborative group that included Trout Unlimited, Wyoming Game and Fish Department, and US Forest Service to complete an assessment and develop a fish passage and stream restoration design plan for 3 miles of Salt Creek in the Thomas Fork drainage. Biota completed hydrologic investigations, a geomorphic assessment, application of stream simulation design techniques, a sediment transport analysis, and hydraulic modeling to design restoration treatments and an improved USFS road crossing of Salt Creek. The project replaced a perched corrugated metal pipe culvert with an aluminum box culvert to restore fish passage into the upper watershed.

The final design incorporated a primary crossing structure that enabled conveyance of the 50-year recurrence interval flow while providing fish passage for native cutthroat trout. Floodplain conveyance culverts were then incorporated within the design to enable the conveyance of the 100-year flood through the reach while maintaining fish passage even during base flood conditions. This final design also included bioengineered bank stabilization treatments throughout the 11,200 ft project reach. Design treatments in the vicinity of the USFS road crossing included establishment of stable channel dimension, pattern, and profile to be achieved using natural materials including log structures, willow clumps, herbaceous



vegetation mats, and native alluvium. The project was constructed in 200-2001 under the direction of Biota.

Gibson Jack Fish Passage Project

Point of Contact: Lynn Van Every, Idaho Department of Environmental Quality, (208) 236-6160; Lynn.Vanevery@deq.idaho.gov or David Teuscher, Idaho Department of Fish and Game, 208-232-4703; david.teuscher@idfg.idaho.gov

Location: Bannock County, Idaho

Project Description: Biota was hired jointly by the Idaho Department of Fish and Game and the Idaho Department of Environmental Quality to complete site assessment and design work to restore fish passage at an existing perched pipe barrier on Gibson Jack Creek in southeastern Idaho. Biota complete geomorphic channel survey work and hydrologic modelling to inform the design of a fish passage solution. The designed crossing structure was ultimately implemented and included replacement of the perched 3-ft diameter culvert with a 30-ft long, 9-ft wide, 6-ft tall, corrugated metal multi-plate culvert embedded 3 ft and in-filled with a 50/50 blend of native alluvium and D50 of 9” rock gradation in order to achieve the specified live bottom simulation and vertical channel stability.



Angus Creek Fish Passage Projects

Point of Contact: Matt Woodard, Trout Unlimited, (208) 221.1353; *(retired)*

Location: Caribou County, Idaho

Project Description: Biota was hired by Trout Unlimited to complete site assessment and design of 2 road crossings of Angus Creek in the upper Blackfoot River basin. The project included design and installation of 2 concrete crossing structures sized for fish passage in-filled with alluvium to simulate live stream bottom conditions. The crossings serve a county road that experiences regular heavy equipment traffic, and the crossings have provided capacity for hydrologic inputs, improved fluvial function, and passage for native cutthroat trout.



Table 1 Recent Biota Fish Passage Projects

Project Name	Project Location	Status	Completion Date
Dry Fork Smiths Fork Fish Passage and Channel Restoration	Lincoln County, WY	constructed	2024
Lava Creek Fish Passage Project	Teton County, WY	constructed	2024
Washington Department of Transportation Fish Passage Projects	Several counties, WA	designed	2024
Caboose Culvert (Rainey Creek) Fish Passage Project	Bonneville County, ID	designed	2023
Carlson Ditch Improvement Project	Carbon County, WY	constructed	2021
Big Lost River, Flanigan Project	Custer County, ID	constructed	2020
Salt Creek Fish Passage and Channel Restoration Project	Lincoln County, WY	constructed	2020
Upper Gros Ventre River Tributary Restoration and Fish Passage	Teton County, WY	constructed	2020
Morel Creek Restoration Project	Teton County, WY	constructed	2019
Granite Ranch, Granite Creek Fish Passage Project	Teton County, WY	constructed	2019
Taylor Creek and Alaska Ditch Restoration Project	Teton County, WY	constructed	2018
Chippy Creek Fish Passage Project	Caribou County, ID	constructed	2017
Rock Creek Ranch Diversions Project	Blaine County, ID	constructed	2016
Angus Creek Fish Passage and Channel Restoration	Caribou County, ID	constructed	2016
P-B Ranch, Burson Ditch Diversion Project	Teton County, WY	constructed	2016
Gibson Jack Fish Passage Project	Bannock County, ID	constructed	2016
New Fork River Fish Passage and Channel Restoration	Sublette County, WY	constructed	2015
Spring Creek and Cody Creek Fish Screens and Channel Restoration	Teton County, WY	constructed	2015
Huyler Ditch Diversion Project	Teton County, WY	constructed	2015
Canyon Creek Pump Stations Fish Passage Projects	Madison County, ID	constructed	2014
Desert Canal Diversion Fish Passage Project, South Leigh Creek	Teton County, ID	constructed	2014
Canyon Creek Upper Diversion Fish Passage and Restoration	Madison County, ID	constructed	2013
Lake Creek Ranch, Irrigation System Improvement Project	Teton County, WY	constructed	2012
Kilpack Diversion Fish Passage Project	Teton County, WY	constructed	2010

4.0 PROFESSIONAL STAFF ROLES

The Biota team is comprised of a senior river engineer (P.E.), a fish biologist, a senior fluvial geomorphologist, a senior wetland scientist, a hydrologist/aquatic ecologist, and a natural resource analyst. Our team of experienced practitioners provides a one-stop-shop for fish passage and river restoration projects, and our staff members hold the following relevant professional qualifications:

- Wyoming Licensed Professional Engineer (Chad Bailey #17420)
- Fluvial Geomorphologist (MSc. University of British Columbia)
- Fisheries Biologist (American Fisheries Society, 2010-2020)
- Certified Fluvial Morphologist (Rosgen Level IV, Wildland Hydrology)
- Certified Professional Wetland Scientist (Society of Wetland Scientists)
- Certified Professional Ecologist (Ecological Society of America)

Our team includes senior staff trained by Robert Gubernick in the methods of AOP survey, assessment, and design. Key staff member bio-sketches are provided below.



Ryan Colyer – Biota Principal/Fluvial Geomorphologist/Fisheries Biologist. Ryan is the principal at Biota and is a Rosgen Level IV certified fluvial morphologist and a fish biologist who has more than 20 years of experience. Ryan has completed geomorphic assessments and restoration projects across hundreds of streams. Ryan's expertise includes the ability to incorporate advanced fluvial geomorphic techniques to complete comprehensive river restoration projects that achieve objectives associated with recreation, fluvial function, sediment transport, hydraulic analysis, floodplain connectivity, flood hazard mitigation, wild fish spawning and utilization, and fish passage.

Chad Bailey, P.E. – Biota Senior River Engineer. Chad is a Licensed Professional Engineer (WY, MT, WA, ID) with over 18 years of experience. Chad has worked with TU on many recent fluvial projects and has demonstrated exemplary qualifications and expertise.



Jeff Phillips – Biota Senior Fluvial Geomorphologist. Jeff is a fluvial geomorphologist with experience in hydrology and geology specializing in aquatic habitat restoration with over 16 years of experience. He specializes in applying advanced geomorphic analysis techniques to identify and develop process-based restoration treatments and has developed dozens of in-stream, riparian, and floodplain restoration designs.



Kent Werlin – Biota Senior Wetland Scientist. Kent is a Certified Professional Wetland Scientist and a Certified Ecological Restoration Practitioner. Specializing in wetland and riparian ecology, he has more than 20 years of experience conducting research, restoration, and rehabilitation of wetland/riparian ecosystems. He is an active member of the Society of Ecological Restoration and Ecological Society of America and the Society of Wetland Scientists. Additionally, Mr. Werlin has been certified as a Technical Service Provider for NRCS, and he has received advanced training in jurisdictional wetland delineation, wetland creation and restoration, revegetation design,



bioengineering, hydric soils, fluvial geomorphology, NEPA/ESA compliance, and aquatic ecosystem monitoring/assessment.



Pat Calhoun – Biota Hydrologist/Geomorphologist. Pat has an MSc. in environmental science and management from Idaho State University School of Engineering. He is a hydrologist and geomorphologist with more than 12 years of experience. He has completed hydrologic analyses, geomorphic assessments, and channel/topographic surveys across countless regional watercourses.

5.0 SUMMARY

Biota is confident that our multi-disciplinary approach, our understanding of fisheries and fluvial processes, and our experience in the region would enable us to provide Teton County with highly beneficial work products that restore fish passage and maximize channel stability, stream function, and aquatic habitat within the project area. We emphasize that our team possesses the required multi-disciplinary expertise in fluvial geomorphology, hydrology, hydraulic modeling, and fish passage. Biota has decades of experience implementing projects of similar scope and scale in this region. We would welcome the opportunity to work with Teton County to advance this ecologically important project.



To: Darin Kaufman, WYDOT

From: Chris Allen, Alta Planning + Design

Date: December 17, 2024

Re: Justification for Rectangular Rapid Flashing Beacon (RRFB) Installation at Wyoming State HWY 22
Pedestrian Crossing at Ida Drive and West Street

Rectangular Rapid Flashing Beacon (RRFB) Justification

Background

The proposed Rectangular Rapid Flashing Beacons (RRFB) are intended for installation at the Wyoming State HWY 22 pedestrian crossing near Ida Drive and at the east leg of Wyoming State HWY 22 at West Street in Wilson, WY. These installations aim to enhance pedestrian safety at critical crossing points, coinciding with the planned roadway upgrade that will transform the current two-lane highway into a three-lane configuration featuring a two-way turn lane between travel lanes and new shared use paths on both sides of the roadway. The existing road at both locations is a Minor Arterial with a posted speed limit of 25 mph, which will remain unchanged under the proposed design. Pedestrian count data collected in June 2018 (see Appendix A) provides insight into pedestrian activity between the hours of 7:00 am and 9:00 am.

Justification for RRFB Installation

The purpose of this memorandum is to justify the installation of a Rectangular Rapid Flashing Beacon (RRFB) at the State HWY 22 pedestrian crossings of Ida Drive and West Street in conjunction with the planned roadway and Shared Use Path enhancements. Although there are no specific RRFB warrants based on pedestrian counts outlined in the WYDOT Pedestrian and School Traffic Control Manual or the FHWA MUTCD (2023, 11th Edition), several factors support the installation:

- Compliance and Best Practices
- Land Use and Future Path
- Public Involvement

Compliance and Best Practices

While the above referenced guidelines do not have RRFB warrants based on pedestrian counts, the traffic characteristics and proposed configuration of HWY 22 fit with FHWA guidance for RRFBs. According to the FHWA *Proven Safety Countermeasures* guide, RRFBs are particularly effective at multilane crossings with speed limits under 40 mph, which corresponds well with the existing and proposed roadway conditions on State HWY 22. Implementation of RRFBs has shown to improve motorist yielding rates, up to 98%, and can reduce crashes by up to

47%, as documented in the FHWA guidelines. The FHWA *Field Guide for Selecting Countermeasures at Uncontrolled Pedestrian Crossing Locations* includes further detail on the range of roadway characteristics in which an RRFB is appropriate. The HWY 22 road characteristics at Ida Drive and West Street include 3 lanes without raised median, posted speed less than 30 mph, and an AADT (2021) of 10,304¹. Applying these characteristics to the FHWA Field Guide Table 1 signifies that the RRFB countermeasure is a candidate treatment at a marked uncontrolled crossing location.

Table 1. Application of pedestrian crash countermeasures by roadway feature.

	Posted Speed Limit and AADT								
	Vehicle AADT <9,000			Vehicle AADT 9,000–15,000			Vehicle AADT >15,000		
Roadway Configuration	≤30 mph	35 mph	≥40 mph	≤30 mph	35 mph	≥40 mph	≤30 mph	35 mph	≥40 mph
2 lanes (1 lane in each direction)	① 2 4 5 6	① 6 7 9	① 5 6 7 9	① 2 4 5 6	① 5 6 7 9	① 5 6 7 9	① 2 4 5 6	① 5 6 7 9	① 5 6 7 9
3 lanes with raised median (1 lane in each direction)	① 2 3 4 5	① 3 5 7 9	① 3 5 7 9	① 3 4 5 7 9	① 3 5 7 9	① 3 5 7 9	① 3 4 5 7 9	① 3 5 7 9	① 3 5 7 9
3 lanes w/o raised median (1 lane in each direction with a two-way left-turn lane)	① 2 3 4 5 6 7 9	① 3 5 6 7 9	① 3 5 6 7 9	① 3 4 5 6 7 9	① 3 5 6 7 9	① 3 5 6 7 9	① 3 4 5 6 7 9	① 3 5 6 7 9	① 3 5 6 7 9
4+ lanes with raised median (2 or more lanes in each direction)	① 3 5 7 8 9	① 3 5 7 8 9	① 3 5 8 9	① 3 5 7 8 9	① 3 5 7 8 9	① 3 5 8 9	① 3 5 7 8 9	① 3 5 8 9	① 3 5 8 9
4+ lanes w/o raised median (2 or more lanes in each direction)	① 3 5 6 7 8 9	① 3 5 6 7 8 9	① 3 5 6 8 9	① 3 5 6 7 8 9	① 3 5 6 7 8 9	① 3 5 6 8 9	① 3 5 6 7 8 9	① 3 5 6 8 9	① 3 5 6 8 9

Given the set of conditions in a cell,

- # Signifies that the countermeasure is a candidate treatment at a marked uncontrolled crossing location.
- Signifies that the countermeasure should always be considered, but not mandated or required, based upon engineering judgment at a marked uncontrolled crossing location.
- Signifies that crosswalk visibility enhancements should always occur in conjunction with other identified countermeasures.*

The absence of a number signifies that the countermeasure is generally not an appropriate treatment, but exceptions may be considered following engineering judgment.

- 1 High-visibility crosswalk markings, parking restrictions on crosswalk approach, adequate nighttime lighting levels, and crossing warning signs
- 2 Raised crosswalk
- 3 Advance Yield Here To (Stop Here For) Pedestrians sign and yield (stop) line
- 4 In-Street Pedestrian Crossing sign
- 5 Curb extension
- 6 Pedestrian refuge island
- 7 Rectangular Rapid-Flashing Beacon (RRFB)**
- 8 Road Diet
- 9 Pedestrian Hybrid Beacon (PHB)**

The project location does not present any conditions that would render RRFBs inappropriate according to these guidelines.

Pedestrian Activity and Land Use

1. The crossing at Ida Drive is in Wilson's town center, surrounded by numerous and diverse local businesses , including the U.S. Post Office, Hungry Jack's General Store, and Nora's Fish Creek Inn. The businesses are located within 100 ft of HWY 22 and on opposite sides of the roadway from Ida Drive, [CA1] which generates need for pedestrian crossing. In a 2018 study, pedestrian crossing data was collected around the HWY 22 crossing at Ida Drive, which is shown in Appendix A. Table 1, titled "Pedestrian Count Near WY State HWY 22 Pedestrian Crossings – 5% Growth Rate Annually," summarizes the 2018 data and for pedestrian crossings near Ida Drive and applies a 5% annual growth rate to the peak hour volumes (PHV). The "Expected Pedestrian Count per Hour" column in Table 1 is based on a PHV of 13 for Ida Drive, derived from pedestrian

¹ WYDOT Interactive Transportation System Map <<https://apps.wyroad.info/itsm/map.html>>

counts observed within the vicinity of each intersection Nora's Fish Creek Inn, the crosswalk, and 100 feet east of the crosswalk) between 7:30 and 8:30 AM.

2. The crossing at West Street is in Wilson's town center, surrounded by numerous and diverse local businesses that promote pedestrian crossings at the intersection. In a 2018 study, pedestrian crossing data was collected around the HWY 22 crossing at Ida Drive, which is shown in Appendix A. Table 1, titled "Pedestrian Count Near WY State HWY 22 Pedestrian Crossings – 5% Growth Rate Annually," summarizes the 2018 data and for pedestrian crossings near West Street and applies a 5% annual growth rate to the peak hour volumes (PHV). The "Expected Pedestrian Count per Hour" column in Table 1 is based on a PHV of 4 for West Street, derived from pedestrian counts observed within the vicinity of the intersection at Stagecoach Bar and the gas station between 7:00 and 8:00 AM. The primary commercial destinations to be accessed by pedestrians from West Street such as the Stagecoach Bar on the Northwest corner and Basecamp Gourmet Grocery & Liquor on the south east corner are immediately adjacent to the West Street intersection and generate need for pedestrians to cross HWY 22 from the nearby residences coming from within 250 feet from the north side of West Street and from the south along Lundy Lane / North Fall Creek Road within 400 feet. The proposed shared use path will cross this intersection on both the north and the south side, generating future crossing bike/pedestrian traffic.

Table 1. Pedestrian Count Near WY State HWY 22 Pedestrian Crossings – 5% Growth Rate Annually

Year	Expected Pedestrian Count Per Hour
2018 - Ida Drive (Collection year, PHV)	13
2025 – Ida Drive (Projected at Road Construction)	19
2018 – West Street (Collection year, PHV)	4
2025 – West Stree (Projected at Road Construction)	6

This growth is anticipated to rise further with the addition of a Shared Use Path along HWY 22, which will channel more pedestrian and bicycle traffic to this crossing, particularly due to a proposed gap in the north side Shared Use Path necessitating use of the HWY 22 crossing to navigate to the south side to cross Fish Creek.

Public Involvement

The *Wilson Multimodal Transportation Plan* (2022) facilitated input from local stakeholders, including business owners who expressed concerns about pedestrian safety at this crossing. Feedback highlighted instances where vehicles failed to yield to pedestrians, prompting specific requests for enhanced safety measures such as a flashing light at the crossing. This sentiment was echoed by a representative of Teton County School District, as the project location is within a 1-mile radius of Wilson Elementary School, where walking is required for students residing within the designated area. Installing an RRFB would further improve pedestrian safety within this school zone vicinity.

Conclusion

FHWA guidelines indicate that the uncontrolled crossings of HWY 22 at Ida Drive and West Street are an appropriate candidate for an RRFB enhancements based on the number of lanes, posted speed, and traffic volumes. Being the center of the Town of Wilson's commercial activity, these crossings have a particularly higher need to accommodate pedestrian crossings on foot between the local businesses. Public feedback has supported interest in using this pedestrian crossings but reported crossing difficulty due to failure of vehicles to yield. Expanding the road to 3-lanes will likely further decrease vehicular yielding rates. The new shared use paths proposed along the north and south

sides of HWY 22 will generate more pedestrian traffic. The proposed shared use path on the north side will terminate shortly to the east of Ida Drive, which will require pedestrians and cyclists to cross HWY 22 at Ida Drive to access the crossing over Fish Creek. Given the current land use and future shared use path pedestrian demands at these particular crossings, RRFB's are recommended to alert traffic to crossing pedestrians and increase vehicular yielding rates. Overall, Ida Drive and West Street serve as the two primary pedestrian circulatory points for both residential and commercial access within the center of downtown Wilson, and thus would provide the most benefit for an enhanced RRFB crossing. These two intersections are over 500 ft apart, therefore consolidating the enhanced RRFB crossing to only Ida Drive would require unreasonably out of the way travel for pedestrians coming from West St.

Please contact me if you require any further information or clarification.

Regards,

Chris Allen

Alta Planning + Design

Ped Crossing 2018

June 28th

Legend

Wilson

Stagecoach

Gas Station

Nora's Restaurant

Crosswalk

100' East Crosswalk

Time	Stagecoach	Gas Station	Nora's	Crosswalk	100' East of crosswalk
7:00 - 7:30	2	1		2	
7:30 - 8:00		1	3		2
8:00 - 8:30		1		2	6
8:30 - 9:00			2		2

Google Earth

N

400 ft

Detail/Question	Design	90% Plan Status	Sheets	Option A	Option B	Option C	Recommendation	Engineering
Whether to include a north side pathway through the downtown core?	Pathway is included on the north side (and south side) of WY22.	Same as Concept Design. Pathway is included on the north side.	C1.0-C1.2	Keep north side pathway through the downtown core	Remove north side pathway through the downtown core	N/A	Option A	Optimal Recommendation
Whether to include a north side pathway through the downtown core? s. 8'	10' wide pathways with short sections of 8' wide in constrained locations.	Same as Concept Design. 10' wide pathway (generally) with short 8' sections at constricted points.	C1.0-C1.2 and C3.1-C3.3					Optimal Recommendation
Whether to include a north side pathway through the downtown core? s. 8'	Does not include a specific discussion about surfacing but shows pathways as standard asphalt.	Same as Concept Design. Pathways are shown as standard black asphalt.	C0.4	Keep as black asphalt	Change to concrete	Change to stamped, colored asphalt	Option B or C. Staff favors Option C due to cost.	Optimal Recommendation
Whether to keep or remove the proposed bus turnouts	Includes bus turnouts at Hungry Jack's and the Fish Creek Center	Same as Concept Design. Bus turnouts are shown at Hungry Jack's and the Fish Creek Center.	C1.2 and C3.3	Keep bus turnouts	Remove bus turnouts	N/A	Option A	Optimal Recommendation
Whether to keep or remove the north side pathway east of Fish Creek Center	Includes the East Segment pathway	Same as Concept Design. The East Segment pathway is included.	C2.0-C2.1	Keep the East Segment pathway	Remove the East Segment (for the time being)	N/A	Option A	Optimal Recommendation
Whether to add additional trees or other landscaping	Mentions landscaping but does not provide specific recommendations.	Consistent with the Concept Design. Does not include conduit or street trees or any landscaping beyond native grasses	C0.4	No change - native grasses	Add conduit only	Add conduit and street trees/other	Option B or C	Optimal Recommendation
Whether to add additional retaining walls and/or safety railings be considered?	Identifies retaining wall and safety railing locations but does not specify style or design details	Consistent with Concept Design. Current style is concrete blocks and metal railing	C0.5 and C9.4	No change	Change the wall style or the railing style	Change the style of both the walls and the railing	Option C	Optimal Recommendation

Detail/Question	Design	90% Plan Status	Sheets	Option A	Option B	Option C	Recommendation	En
Should the retaining walls at the Stagecoach, and Nora's be eliminated if possible?	Retaining walls identified at Nora's, Stagecoach, and TGR and shown on the Concept Design.	Same as Concept Design. 2'-3' tall walls are shown at all 3 properties.	C1.0, C1.1, C3.2, and C10.1	Keep walls as designed	Eliminate walls by sloping towards private property from back of curb	N/A	Option B	No
Should the retaining walls at Edmiston be replaced by a steeper slope or shorter wall/fill slope combination if possible?	Retaining walls identified at Edmiston Springs and shown on the Concept Design	Same as Concept Design. There are retaining walls north and south of the roadway/pathway ranging from 2'-9' tall.	C1.1, C3.2, and C10.1	Keep walls as designed	Replace walls with graded slopes or shorter wall/fill slope combo	N/A	Option B (requires property owner permission)	No
Should the existing culvert at Edmiston be replaced with a larger culvert that would facilitate fish and wildlife passage?	Does not suggest any changes to the Edmiston Springs culvert, but project goals support wildlife corridors and protected water resources.	Consistent with the Concept Design. Does not replace the existing culvert.	C1.1	No change - keep the existing culvert	Replace the culvert with a larger culvert	N/A	Option B	No
Should an RRFB at West Edmiston on all Creek Rd.? If not, why not?	Shows a crosswalk here and mentions that "an RRFB may also be considered at this location."	Consistent with the Concept Design. Crosswalk is marked but RRFB is not included.	C6.1 and C9.4	No change (No RRFB)		Remove the crosswalk and the RRFB	Option B	No
Should we consider options to add gateway elements as part of this project or a separate project.	The WMMTP identifies gateway elements as one of the six key goals and an effective tool for slowing traffic speeds and maintaining rural character	No gateway elements.	N/A	No change	Add gateway elements to current project and relocate east gateway sign	Add gateway elements and sign relocation as a separate project or independent community effort	Option C	No
Should wayfinding or informational signage be added to the project?	Not included	Same as Concept Design. No specific wayfinding/informational signage plan identified.	N/A	No change	Add wayfinding and/or informational signs	N/A	Option B	No
Should we consider options to add amenities such as benches, public art, etc.?		Same as Concept Design. No			Identify locations for possible			

Fish Creek Bridge History

Introduction – This summary describes the progression of planning, discussions, and events that led to the eventual selection and implementation of the pathway crossing of Fish Creek. The summary discussion does not capture every discussion or event that occurred but provides an overview with key points and highlights from the process. It also does not restate the purpose and need for a bridge or reopen the discussions from the Wilson Multimodal Plan about connectivity or why it would have been a bad idea to end the pathway on the east side of Fish Creek. What it does do is demonstrate that Teton County, over a period of more than five years, made numerous attempts on multiple fronts to not have to build a bridge at all or to build a differently aligned, lower profile bridge. It also shows that Teton County staff and elected officials were acutely aware of the issues and the community's sensitivity to aesthetics. Ultimately, the County's attempts to craft a different outcome were not successful.

Summary

Teton County pursued multiple avenues to find a way across Fish Creek in the most cost effective and aesthetically compatible way possible while still meeting the need to provide safe connectivity for the Wilson-Stilson Pathway project and the longer-term goal of multimodal connections to and through Downtown Wilson. The top choice was to not have to construct a separate bridge at all, perhaps by utilizing space on the existing highway bridge or getting WYDOT to replace the existing bridge. But if this was not possible, the next best option was to construct a low-profile bridge far enough south that it wouldn't be affected by the replacement of the future highway bridge. This was envisioned as a low-profile bridge that would be aligned south of the overhead power lines and outside of the highway right of way.

Planning for a Fish Creek crossing started in late 2015 when the LOR Foundation contacted Teton County to discuss granting an easement on the east side of Fish Creek (the old Sandy Z parcel) for the specific purpose of being able to route a bridge via the shortest crossing distance and far enough south of the power lines that it would allow construction of a low-profile bridge. This easement was conveyed to the County in 2016. However, the easement only solved the problem on the east side of the creek--landing a bridge on the west side of the creek required getting an easement from the property owner on the west side (the Fish Creek Center parcel) as well. In September 2016, Fish Creek Investments LLC acquired both the Fish Creek Center property and the old Sandy Z parcel. Teton County attempted to engage the property owner of Fish Creek Center multiple times over the next several years to discuss a possible bridge easement and other elements of the Wilson-Stilson pathway design. These attempts were not successful.

Concurrent with the planning process for a possible new bridge, Teton County was also pursuing an option to avoid having to construct a new bridge at all by exploring the possibility of reallocating space on the existing Hwy 22 Fish Creek WY22 highway bridge as an interim solution until the highway bridge could be replaced. Teton County submitted a proposal to WYDOT suggesting this in January 2019. WYDOT responded with a memo rejecting the proposal. (See memos).

Starting in early 2020, the County began work on the Wilson Multimodal Transportation Plan, which included addressing the Fish Creek crossing as one of the key questions. This plan was approved in February 2022 and called for safe crossings on both the north and south sides of the highway.

The County continued to try to engage the owners of the Fish Creek Center through the beginning of 2022 to consider an easement that would allow for a lower-profile bridge, but the owners indicated repeatedly that they were not willing to consider it. (See email correspondence).

During mid- to late-2021, the County made another effort with WYDOT to consider a revised proposal to reallocate space on the highway bridge. This process involved in-depth discussions with WYDOT staff, including Director Reiner, but ultimately WYDOT rejected the revised proposal and affirmed its position recommending that the County build a new, separate pathway bridge to the south of Highway 22. The County and WYDOT eventually signed an MOU in April 2022 regarding the Fish Creek crossing and other components of the Wilson-Stilson Pathway. (See meeting notes, proposal, letters from WYDOT, and MOU.)

By early 2022, it was clear that the County's only option was to construct a separate bridge in the space between the existing highway bridge and the right of way line (approximately 17 feet wide). This required free spanning a distance of just under 200 feet while working directly beneath overhead power lines. The bottom chord of the bridge could be no lower than the bottom of the existing highway bridge, and the structural depth of the bridge was determined by the length of the span. These parameters and constraints are what dictated the structure's design.

On May 5th, 2022, the BCC reviewed options for the Wilson School Crossing and the Fish Creek Bridge design. The board approved the bridge design with the shortest overall profile based on four style options and directed staff to proceed with final design and installation of the bridge. (See Staff Report).

Project construction on the Wilson to Stilson Pathway started in 2023, and the bridge was installed in spring 2024.

Timeline Highlights

11/24/2015 - First discussion with LOR Foundation on Sandy Z parcel easement

- The LOR Foundation contacts the County to discuss an easement on the east side of Fish Creek just south of WY22. Primary objective of easement was to help with alignment of pathway and bridge to get to downtown Wilson from the TCSPT parcel and minimize crossing distance of Fish Creek.

11/2015 through 6/2016, ongoing coordination with LOR

7/5/2016 - BCC approval of the Sandy Z/LOR (Green Investors) easement.

- Staff report mentions "The easement under consideration is located directly west of the County-owned parcel and would greatly improve the County's ability to make this connection across Fish Creek and into downtown Wilson."
- Easement included in attachments.

9/2016 – Fish Creek Investments LLC acquires Sandy Z parcel and Fish Creek Center property

Late 2016/Early 2017 – Start of initial planning for Wilson-Stilson Pathway

6/12/2017 (week of) – first meeting with Kelly Kayem (Fish Creek Investors)

- Met with Kelly Kayem and Jennifer (Kronberger) Overcast at Teton Pines to discuss the Wilson-Stilson project and Fish Creek Bridge.
- Follow up emails with Stefan Fodor (Fish Creek Investors attorney) discussing the project and future plans for downtown Wilson. (see emails)

2/1/2018 – emails with Fish Creek Investments attorney regarding meeting with property owner to discuss the Wilson-Stilson project and Fish Creek Bridge. (Emails included below)

3/8/2018 – internal (staff) memo on Wilson to Snake Pathway Options (doc included in attachments). Excerpt:

- West End drop options [*options for ending the path in Wilson*]
 - Stop project at Teton Raptor Center/Sandy Z property line
 - No bridge crossing of Fish Creek, just route users onto WY22
 - Pros
 - Eliminates bridge design and engineering
 - Eliminates bridge construction, power line conflicts
 - Eliminates need for easement discussion with Kayem
 - Makes current project pretty easy, just a straight shot pathway from TRC to Green Lane
 - Could do all engineering in-house (assuming bandwidth) for the TRC to Green Lane pathway.
 - Cons
 - Doesn't get people safely to downtown Wilson.
 - Significant safety concerns of people on highway between TRC and downtown Wilson.
 - Doesn't help with TRC traffic or connectivity
 - Doesn't deal with bridge, which we're gonna have to do at some point.
 - We'll get blasted even harder for a pathway from nowhere to nowhere.

4/10/2018 - Wilson-Stilson Pathway Civil Design Contract with Jorgensen approved

- For preliminary design/planning on Wilson-Stilson Pathway, including Fish Creek Bridge

6/25/2018 – Project Team Kickoff Meeting for Wilson-Stilson Pathway planning.

- Meeting notes include (full doc included in attachments):
 - **Bridge Types:**
 - The group discussed potential bridge options for the Fish Creek crossing. Loris presented images of similar project bridges that could be considered for this project as well as images of construction material treatments to potentially match within Wilson (rough cut timber, rusted steel, etc). The following key points were discussed:

- Character: match adjacent Wilson buildings
- Bridge material: mixture of timber and steel
- Railing considerations: steel vs. timber or combination (42"-52")
- Finished surface: concrete decking preference for maintenance, timber preference for aesthetic
- **Cross Section: Minimize depth/overall mass**
- **The group discussed considering alternative criteria based on cost, aesthetics, and construction materials.** Loris explained the challenges of a free span relative to cost and aesthetics (**depth of the cross section**, use of trusses or higher vertical members). The design team will look into a hydraulic analysis of Fish Creek in order to include options for multi-span foundation elements to reduce the bridge cross section and overall depth of the bridge.
- There was a short discussion on pathway cross section options. Primary consideration for a 10' wide asphalt pathway with some consideration for an 8' asphalt path with a soft surface 2' gravel shoulder for use by runners, dogs, etc.
- Fish Creek Bridge:
 - The group discussed bridge options/information that would be worth looking into further:
 - Alignment relative to overhead power lines (contact LVE for options to bury lines)
 - **Contact property owner for acquiring possible easement on west side**
 - Western terminus to be connector from parking to highway shoulder
 - Consideration to include pathway within sewer easement to not further encumber property
 - Contact Stefan Fodor – Attorney and contact for Fish Creek Investments, LLC

7/2018 through 9/2018 – Fish Creek Bridge engineering

- Preliminary (but extensive) design and engineering to explore crossing options, hydraulic analyses, and permitting for single span and multi-span structures both in the existing right of way and further to the south.
- Developing options to present at the Wilson Open House in September

8/2018 – emails between Jorgensen Associates and Stefan Fodor (Fish Creek Investments attorney) indicating Fish Creek Investments not willing to discuss an easement.

9/11/2018 – Wilson Open House for Wilson-Stilson project

- Open House in Wilson to share project info. Meeting mostly focused on the design and alignment of a bridge over Fish Creek. (Power Point attached). Press release went out for this, and there was probably a newspaper article.

1/28/2019 – BCC Workshop

Staff report and presentation on the Wilson-Stilson pathway project included extensive discussion about the bridge and covers all the talking points that tend to come up. The meeting video backs this up. Excerpt from the staff report:

- Segment 1 – Ida Lane/Downtown Wilson across Fish Creek to the Raptor Center parcel (approx. 850')
 - Primary challenges are defining how the pathway terminates in downtown Wilson and **how to provide a safe crossing of Fish Creek.**
 - Also, integrating the pathway with existing use of the road shoulder (short-term parking) along the Fish Creek Center.
 - Note: **there is a separate but related planning process in the works to address transportation issues in the Wilson area (Wilson Area Corridor Study),** so for purposes of the pathway project the goal is to keep things simple in connecting to downtown. The recommendation is to terminate the pathway at Ida Lane in a manner similar to other pathways in Wilson.
 - The need for a connection on the north side of WY22 between the Wilson School/HHR Ranch Road across Fish Creek and to downtown Wilson was also discussed. This connection was not included in the scope of the current project; however it should be addressed in the Wilson Area Corridor Study.
 - Fish Creek Crossing
 - Two options currently being considered:
 - **A separate bridge constructed south of the existing highway bridge, or;**
 - **Reallocating space on the existing roadway bridge and installing a barrier to physically separate users in a protected lane (see attached Fish Creek memo)**
 - The project team is working with WYDOT to explore the option of reusing the existing bridge. **This option is significantly less expensive and would eliminate a number of concerns with constructing an entirely new bridge. This could be considered a low-cost interim solution until WYDOT replaces the existing bridge with a new bridge that could provide protected pathways on both the north and south sides of the bridge.**
 - The team has also done preliminary investigation of a separate bridge, including bridge type options, permitting issues, construction challenges, and costs.
 - If a separate pedestrian bridge is pursued, installation of a barrier could also be used to provide a protected sidewalk on the north side of the existing bridge.
 - Teton County holds an easement on the parcel on the east side of Fish Creek for possibly locating a bridge outside of the highway right of way corridor. In order to make use of this easement, there would need to be an easement on the parcel on the west side of the creek as well. **However, the property owner on the west side of Fish Creek is not currently willing to consider an easement, which restricts the County's ability to use the easement on the east side parcel for a bridge.**
 - Segment Recommendation
 - Terminate pathway at Ida Lane
 - Align pathway in highway ROW

- Request approval from WYDOT to allocate space on the existing Fish Creek bridge

1/2019 to 2/2019 – Request to WYDOT to reallocate space on existing highway bridge

- Teton County spent considerable time developing a design to reallocate space on the existing highway bridge to create a temporary protected space for pedestrians and cyclists until the eventual replacement of the highway bridge. This would have been an interim solution that would have provided an 8' wide, concrete barrier-protected path on the south side of the bridge. The County submitted the proposal to WYDOT in mid-January. WYDOT rejected the proposal.
- Teton County memo (1/11/2019) and response from WYDOT (2/27/2019) attached.

3/19/2019 Wilson - Stilson Phase 2 Civil Design Contract approved

- From the Staff Report: "Segment 1 (Ida Lane to Fish Creek Bridge) – includes design for the alignment using the existing highway bridge as opposed to constructing a new, separate pathway bridge. The County is exploring the opportunity to utilize the existing highway bridge as an interim solution, which would save the project approximately \$850,000 in the short-term and would avoid conflicts with existing power lines and potential future conflicts with replacing the highway bridge. WYDOT has not been favorable to this approach so far, but due to the significant cost savings, staff feels that it is worth pursuing further."

11/2019 to 12/2019 - emails with Jennifer Overcast requesting a meeting with Fish Creek Investors to discuss bridge alignment and a possible easement. Jennifer explains that the owners are not willing to grant an easement and recommends that the County work within the existing WYDOT right of way to cross Fish Creek.

1/27/2020 – BCC project update

- Discussion with BCC on key decisions for Wilson-Stilson project. Excerpt from the Staff Report:
- **Segment 1 – Ida Lane/Downtown Wilson to the Raptor Center parcel (approx. 850')**
 - **Status:** On hold. The crossing at Fish Creek is unresolved.
 - **Recommendation:** postpone Segment 1 for the foreseeable future. In the meantime, the Wilson Area Corridor Study process currently underway should develop options with WYDOT and/or private property owners for crossing Fish Creek, and also develop options for a safe crossing of WY22 at HHR Ranch Road to the Wilson School.
 - **TBD/Unknowns**
 - Crossing Fish Creek—there are two options here to provide safe bicycle/pedestrian access to downtown Wilson: use the existing bridge or construct a new bridge south of the existing bridge. WYDOT was not open to the proposal to provide bicycle/pedestrian access on the existing Fish Creek Bridge. The private property owner on the south side of WY22 has not been receptive to granting an easement for a separate pathway bridge. At this time, there is no option available for dedicated access across Fish Creek, so the pathway will terminate east of Fish Creek for the time being.

- **Next Steps**

- Proceed with Wilson Area Corridor Study to resolve Fish Creek and HHR Ranch Road crossing issues.

January 2020 through February 2022 – Wilson Multimodal Plan development

- The Wilson Multimodal Plan specifically addresses the question of the Fish Creek crossing (both north and south sides) in the document planning and recommendations.
- Acknowledges that future reconstruction of the highway bridge is likely to impact a pathway bridge to the south.
- The Fish Creek ped bridge receives the highest level of support for proposed design elements of any element in the whole plan.
- The plan is available here: <https://tetoncountywy.gov/2475/Wilson-Multi-Modal-Transportation-Plan>
- From the plan:
 - Fish Creek Pathway Bridges – Preferred Design Elements
 - With pathways planned for both sides of WY-22 and little space available on the existing Fish Creek roadway bridge, it is necessary to develop independent pathway bridges on both sides of the highway to facilitate connectivity between the commercial core, the east end of Wilson, and beyond. While there is adequate space on both sides of the existing bridge within the ROW, **future reconstruction or widening of the roadway bridge will likely impact the southern pathway bridge.** Teton County should continue to collaborate with WYDOT regarding the WY-22 corridor and if, or when, reconstruction of the Fish Creek bridge is contemplated, it should include pathway accommodations on both sides of the highway. This may be facilitated with independent pathway bridges, or an integrated roadway and pathway bridge.
 - Fish Creek Bridge Implementation
 - The 2014 WY-22/390 PELS document identified the Fish Creek Bridge as being in poor condition, however there is currently no timeline associated with its replacement. As the Fish Creek Bridge exists today it would not be able to accommodate a three-lane section if the current two-lane configuration is deemed insufficient for future traffic demands. The Fish Creek Bridge was also identified as being eligible for historic status and if replaced would be classified as an adverse impact under Section 106 of the National Historic Preservation Act. **Teton County should continue to coordinate with WYDOT on the status and timing of the replacement of this bridge as well as the addition of pedestrian enhancements with special consideration of providing pathway accommodations along either side of WY-22 (if they do not already exist as a separate structure by the time of bridge replacement).** In approaching WYDOT, Teton County should be prepared with cost sharing opportunities to help fund the pathway component of the bridge.

6/2021 through 11/2021 – continued Fish Creek crossing engineering and revised proposal

- In light of the ongoing challenges and cost of constructing a separate bridge within the WYDOT right of way, Teton County and the design team continue to pursue alternatives, including developing a revised proposal to use the existing Fish Creek Bridge. (Proposal from 8/19/21 attached.)
- Excerpt from the 7/22/2021 project team meeting notes: “Coordinating with the Wilson Study to re-analyze options at Fish Creek in an effort to **investigate connectivity on the south side of WY 22 to include crossing [using] the bridge shoulder or a new ped bridge to the south within WYDOT ROW**. Set-up discussions with WYDOT on the framework of agreements necessary for the scope of improvements that may be impacted if future widening occurs.”

10/8/2021 – Meeting with WYDOT staff in Rock Springs

- The County meets with WYDOT to discuss Fish Creek crossing issues in general and the revised proposal to use the existing bridge instead of constructing a new, separate bridge. This meeting followed up discussions with WYDOT staff over the past several months trying to resolve the crossing issues. Meeting minutes included in attachments.
- WYDOT responds with a letter dated 11/1/2019 (included in attachments) stating that the proposed use of the existing bridge is not acceptable to WYDOT, and that the only acceptable option is to construct a new, separate bridge south of the existing highway bridge.

11/8/2021 and 11/9/2021 – Meetings with WYDOT Director and staff on Fish Creek Crossing

- BCC members meet with WYDOT senior staff (Director Reiner, Chief Engineer Gillett) on Wilson-Stilson project. Project team follows up with District staff reps on Wilson-Stilson project. Excerpt from meeting notes (full doc included in attachments):
 - Fish Creek Bridge – WYDOT will not allow a protected shoulder on the existing highway bridge for pedestrians and cyclists, as the County requested. **WYDOT is asking County to use BUILD funds to install temporary bridge structure within WYDOT ROW on the south side of highway bridge**; County to construct bridge as part of the Wilson-Stilson pathway project in 2022-2023.
 - County still approach the Kayems to see if they will provide easement so that it could potentially become a permanent structure. In that case, WYDOT would not need to include pedestrian space on the new highway bridge when it is constructed.
 - If in WYDOT ROW and not a permanent structure, WYDOT would only need pedestrian area on the south side of the bridge because pathway users could use the pedestrian bridge on the north.
 - County complete pathway project in sync with these other elements – bridge, underpasses, etc.
 - County will install pedestrian bridge on north side of highway bridge – either in the pathway project or the Wilson downtown improvements project.

- NOTE: subsequent to this meeting, the proposal to construct a north side bridge in addition to the south side crossing was postponed indefinitely.

11/24/2021 – Letter from WYDOT Director Luke Reiner for Fish Creek crossing and other Wilson-Stilson items (included in attachments).

- Letter from WYDOT Director Reiner to BCC Chair Macker confirming the agreement between Teton County and WYDOT to construct a separate bridge, funded by the County, within the WYDOT right of way.

12/20/2021 – BCC approves letter of concurrence to WYDOT (included in attachments).

- BCC discusses the Fish Creek crossing and other Wilson-Stilson items at three consecutive meetings and approves a letter on 12/20/21 concurring with WYDOT's request to construct a new, separate bridge.

4/12/2022 – BCC approves the MOU with WYDOT for Wilson-Stilson Pathway crossings

- Includes the agreement for crossing Fish Creek with the County funding and constructing a new bridge in the WYDOT right of way. Staff report and MOU included in attachments.

5/10/2022 BCC approves the bridge concept design

- Decision by County Commission to proceed with a separate pathway bridge south of the existing highway bridge. The keystone arch design is selected, as it is the lowest profile of the four viable options presented. Staff report included in attachments.

Attachments

1. Selected Emails
2. 07.05.16 BCC Staff Report - Green Investors Sandy Z parcel easement
3. 03.08.18 Wilson to Snake Options internal memo
4. 06.25.18 Wilson-Stilson Pathway Kickoff Meeting Notes
5. 09.11.18 Wilson-Stilson Open House presentation
6. 01.28.19 BCC Workshop Staff Report
7. 01.11.19 Teton County memo to WYDOT
8. 02.27.19 WYDOT letter to Teton County
9. 01.27.20 BCC Workshop Staff Report
10. 08.19.21 Fish Creek Crossing Proposal Packet
11. 10.08.21 Teton County-WYDOT Meeting Minutes
12. 11.01.21 WYDOT-Stinchcomb letter to Teton County
13. 11.09.21 Teton County-WYDOT Meeting Notes
14. 11.24.21 WYDOT-Reiner letter to Teton County
15. 12.20.21 Teton County Letter of Concurrence to WYDOT
16. 04.12.22 Wilson-Stilson Pathway Crossings WYDOT MOU
17. 05.10.22 BCC Workshop Staff Report – Bridge Design Selection

Attachment 1 – Selected Emails

Selection of emails showing attempts by the County or the property owners to coordinate on the project. There were many other emails and discussions in addition to what is shown here—these primarily serve to highlight a couple instances when it was communicated to the County that the property owner was not willing to consider granting an easement, or when the County reached out to the property owners to offer to share project information and plans.

6/2017 Emails with Stefan Fodor following up on initial meeting with Kelly Kayem and providing materials on future plans for downtown Wilson.

From: Stefan Fodor [<mailto:stefan@fodorlaw.com>]
Sent: Thursday, June 15, 2017 10:48 AM
To: Brian Schilling <bschilling@tetonwyo.org>
Subject: Wilson Pathways - Fish Creek Investments properties

Brian:

I hope all is well. I represent Fish Creek Investments, LLC which owns both the property located at 5660 Ward Lane and the Fish Creek Commercial Center at 1230 N. Ida Drive.

I was meeting with the principals today discussing a number of related land use matters and Kelly Kayem mentioned that the two of you had spoken recently. She indicated you gave her a courtesy notice of Pathways' intent to flag the easement on the Ward Lane property and that you were seeking permission to flag and survey the Ida Drive property.

The Kayems are supportive of the pathways in general. They would, however, like to see what the long term vision is for pathways in Wilson before moving any further on the Ida Drive property.

I assume you have some preliminary plans for the Wilson pathway and if so, would you be kind enough to share those with me?

Thanks in advance.

Stefan

Stefan J. Fodor

Fodor Law Office, PC

307.733.2880

From: Brian Schilling
Sent: Wednesday, June 21, 2017 1:42 PM
To: Stefan Fodor <stefan@fodorlaw.com>
Subject: RE: Wilson Pathways - Fish Creek Investments properties

Stefan,

I've attached a copy of the 2001 Wilson Charrette. This document represents probably the most extensive planning process that has been attempted for downtown Wilson, but it really should not be considered to be a "final" plan. If I had to guess, I would bet that any proposed changes to the look and feel of the public realm in downtown Wilson will go through significant additional public review and process, and while the end result might share some common components with what's presented in the Charrette, many of the details could differ significantly from the "Preferred Alternative" in Section IV. I hesitate to speculate what that will be, but I would expect that generally it would include features such as bike lanes, a sidewalk or shared-use pathway, and safer crossings—basically elements to help non-motorized users travel along and across WY22 safely. **

However, the Charrette is a good reference in documenting the characteristics of downtown Wilson, the design challenges, and many of the community's values—I think that despite the passage of 16+ years, these components have remained largely intact and that we would hear similar feedback if the process were repeated today.

For purposes of the current project (which we're referring to as the "Path 22 – Wilson to Snake River" project), the primary focus on the west end is how to terminate the pathway in downtown Wilson. How the pathway interacts with the Fish Creek Center parcel will be a key question—alignment of the pathway, terminus point (options seem to include the south edge of WY22, the east edge of Ida Lane, or the north edge of the parking lot), possible amenities or other opportunities to enhance interaction with the businesses, and options for pathway users at the pathway terminus. WYDOT has authority over Hwy 22 so we will also be working with them to address pathway questions--this could include some minor changes to the road and getting pedestrians across WY22, but the current project scope does not include substantial changes to downtown Wilson west of Ida Lane.

The project will include a public process, so I expect that many of these questions will be addressed during that. I'm hoping to do some outreach events in Wilson later this summer but have been holding off on any announcements until I had the opportunity to connect with the private property owners that will be most directly affected by the project. Similarly, we are in the very preliminary stages of planning—the notification, property owner contact, and information gathering stage—so at this point no design work has been completed.

Thanks for your help with the Kayems, and please call if you have any questions.

Brian

Added note: ** - literally all of this paragraph ended up being a 100% spot-on accurate prediction.

2/1/2018 – Emails with Stefan Fodor regarding meeting with Kayems to discuss the Wilson-Stilson project and Fish Creek Bridge.

From: Stefan Fodor [<mailto:stefan@fodorlaw.com>]

Sent: Thursday, February 01, 2018 10:59 AM

To: Brian Schilling <bschilling@tetoncountywy.gov>
Cc: Brian Schilling <bschilling@tetoncountywy.gov>
Subject: FW: Pathways Project Contact

Brian:

It is my understanding you are interested in discussing pathway options for the Fish Creek Commercial Center located at 1230 N Ida Lane owned by my client Fish Creek Investments, LLC.

I am the point of contact for all discussions relating to pathways and would be happy to sit down and visit with you. If you want to offer up some times that work for you, I can then let you know what works for me.

Regards,

Stefan J. Fodor

Fodor Law Office, PC

307.733.2880

From: Brian Schilling
Sent: Thursday, February 1, 2018 12:27 PM
To: Stefan Fodor <stefan@fodorlaw.com>
Subject: RE: Pathways Project Contact

Stefan,

Yes, I would very much like to get together with you to discuss this...we are in the process of hiring a consultant to head the planning and design process for the pathway connection from Wilson east toward the river. We plan to have the consultant on board by February 20th and I'm hoping to do a public outreach meeting in Wilson sometime in March, so I wanted to touch base with Kelly before that process gets underway. I was able to meet with her last year to introduce the general project concept, but wanted to make sure that we connect again prior to any sort of public rollout or discussion. Two of the key design elements will be integrating the path with downtown Wilson and determining the bridge alignment and design, both of which will involve extensive coordination with Kelly.

I'm available next week Monday 11-2, Tuesday before 11 and after 2, and Thursday I'm flexible. Thanks for reaching out, talk to you soon,

Brian

8/2018 - Email from Stefan Fodor to Brendan Schulte (project team member from Jorgensen Associates), who had reached out to Stefan to ask about coordination with his client (the Fish Creek Center property owners).

On Wed, Aug 22, 2018 at 5:05 PM, Stefan Fodor <stefan@fodorlaw.com> wrote:

Brendan:

I did not get a voicemail from you. I represent Fish Creek Investments. I will not have any time to discuss this before I leave as I have a stack of mounting deadlines.

I can tell you, however, that **my clients are unlikely to be receptive to any advances by the County on a pathway easement**. They have been put through the wringer, and continue to be, by the County on a variance application that will be heard in early September and are being dragged along as well on another adjacent property they own. Their view of the County is pretty low these days.

If you would like to visit after 9/4 I can do so, I just want to manage your expectations. **I communicated to Brian Schilling in the past that my clients will not grant any easement for a pathway that ends on their property**, they do not want to be the dumping ground for a terminus of a pathway that is not planned out for the remainder of Wilson. They do not subscribe to the 'build part now and plan for the rest later' when the results of those efforts burden their property unnecessarily.

I know you are engineers and don't make policy, but I want to make you aware of their position at the outset before you expend too much time and effort designing something that terminates on their commercial property.

Regards,

Stefan J. Fodor

Fodor Law Office, PC

From: Brendan Schulte [mailto:bschulte@jorgensenassociates.com]

Sent: Thursday, September 06, 2018 3:52 PM

To: Brian Schilling <bschilling@tetoncountywy.gov>

Cc: Aaron Japel <ajapel@jorgensenassociates.com>

Subject: Re: Pathways / Fish Creek Investments Contact

Brian,

I talked to Stefan. His client is not interested in any discussions until you have a plan for the rest of Wilson. He was pretty firm about this. His client does not want to be a dumping group for the pathway. I pushed lightly that we would like to hear his opinions about what Wilson will be, and he reaffirmed his position. I suggest we just send Stefan the meeting information so our bases are covered and follow up after. He is pretty sore about those denials.

Brendan Schulte, LEED AP BD+C, ND

Senior Planner

11/2019 email to Jennifer Overcast requesting a meeting with Kayems to discuss bridge alignment and a possible easement.

From: Brian Schilling
Sent: Friday, November 19, 2021 12:36 PM
To: 'jennifer.overcast@jhsir.com' <jennifer.overcast@jhsir.com>
Subject: Wilson projects

Hi Jennifer,

I'm writing to see if you might be able to help set up a meeting between the Kayems and Heather Overholser (County Public Works Director) to discuss the County's projects in downtown Wilson and the pathway between Wilson and Stilson. We are at a critical design junction for the bridge across Fish Creek—specifically we need to determine whether we will be constructing the bridge in the existing WYDOT right of way or if the Kayems would be willing to consider an easement on the Fish Creek Business Center parcel.

We would be happy to meet in person or via Zoom—I think either format would work for discussing the options and reviewing a proposed easement area. I've listed a few dates and times below that Heather would be available for the week after next.

Thank you—hope you're doing well, and hope to hear from you soon.

Brian

Monday, Nov. 29 – 11am-1pm
Tuesday, Nov. 30 – Anytime
Wednesday, Dec. 1 – 4pm
Friday, Dec. 3 – 8-11am and 3-5pm

Brian Schilling

Pathways Coordinator

Town of Jackson/Teton County

From: Jennifer Overcast <jennifer.overcast@jhsir.com>
Sent: Thursday, December 2, 2021 11:40 AM
To: Brian Schilling <bschilling@tetoncountywy.gov>
Subject: Re: Wilson projects

Hi Brian:

I reached out to them this morning to discuss. Yes, they would like to see what you are proposing if you are willing to pass along.

However, they are not willing to grant any additional land under easement at this time. Working with the existing WYDOT right of way seems to be the approach.

Thank you,

Jennifer

From: Brian Schilling
Sent: Thursday, December 2, 2021 1:18 PM
To: 'Jennifer Overcast' <jennifer.overcast@jhsir.com>
Cc: Heather Overholser <hoverholser@tetoncountywy.gov>
Subject: RE: Wilson projects

Jennifer,

Thanks for the info...that may be all that we needed to know for the immediate future, but I'll check with Heather to see if she still would like to schedule time to go over the plans. Thanks,

Brian

12/2023 email to representatives of Fish Creek Investments informing them of the Downtown Wilson Project open house and offering to meet ahead of time to review the plans.

From: Brian Schilling
Sent: Friday, December 1, 2023 3:17 PM
To: Stefan Fodor <stefan@fodorlaw.com>; Jennifer Kronberger <jennifermailbox@icloud.com>
Subject: Downtown Wilson Improvements - 30% design and Open House

Hi Stefan, Jennifer,

Brian Schilling here, checking in on the Downtown Wilson Improvements project. We have our 30% design plans ready to review and we are hosting an Open House next Wednesday, Dec. 6th from 5:00-6:30 at the Old Wilson Schoolhouse to share the design with the public, but I wanted to reach out to you first to see if you and/or the Kayems wanted to take a look at the plans before the Open House. I'd be happy to swing out to Wilson or meet wherever is convenient for you. I'm planning to be out there Monday morning but am generally pretty open through Wednesday.

Thanks—hope you're doing well!

Brian

Brian Schilling

Pathways Coordinator

Town of Jackson/Teton County

1/2024 email to Fish Creek Investments owner offering to meet to review project plans

From: Brian Schilling
Sent: Wednesday, January 3, 2024 3:10 PM
To: Chris Kayem <Chriskayem@texisle.com>
Subject: Downtown Wilson BUILD project

Hi Chris,

Brian Schilling with Teton County here...wondering if you have time this week or next to talk about the Downtown Wilson project. I'd like to do a quick overview of the project for you, discuss design options at the Fish Creek Center, and answer any questions you have. I can do Zoom or meet in person if you happen to be in town. I'm looking pretty open all of next week except Thursday afternoon, and our easement specialist will be in town next Wednesday to Friday—it might be helpful to have him available but is not an absolute necessity if those days don't work for your schedule.

I look forward to hearing from you—thanks!

Brian

Brian Schilling

Pathways Coordinator

Town of Jackson/Teton County

307.732.8573 (w)

Email search words:

Belonger (a bunch on the bridge design that isn't included so far), Compton, Kayem, Schulte,

Board of County Commissioners

Staff Report

Matters from Staff Agenda item #____

Meeting Date: July 5, 2016

Presenter: Brian Schilling

Submitting Dept: Engineering - Pathways

Subject: Consideration of a Pathway Easement Agreement with Green Investors, LLC

Statement / Purpose:

Approval of an agreement between Green Investors, LLC and Teton County for a pathway easement along WY22 in Wilson.

Background / Description (Pros & Cons):

Green Investors, LLC, owner of a parcel of property east of Fish Creek and south of Wyoming Highway 22 in Wilson, has offered to grant an easement to Teton County for the purpose of constructing a non-motorized multi-use (bicycle, pedestrian, ski, equestrian) pathway. As stated in the Jackson/Teton County Pathways Master Plan (2007), it is the County's intent to construct a pathway connection between downtown Wilson and the Snake River (or a logical terminus near the WY22/WY390 intersection). The majority of this connection will be located in the 15'-wide strip of land reserved for a future pathway and owned by Teton County along the south side of WY22 between the Green Investors parcel and Hardeman Lane (approximately 4840 feet to the east). The continuation of the pathway at either end of the County-owned parcel will likely occur either in the highway right of way or across easements dedicated by private property owners. The easement under consideration is located directly west of the County-owned parcel and would greatly improve the County's ability to make this connection across Fish Creek and into downtown Wilson.

Green Investors intends to list the property for sale as soon as possible and would like to have the easement approved and recorded prior to listing. By accepting the easement, the County would not be obligated to construct the pathway immediately, but the easement would be abandoned if the pathway was not constructed within 20 years.

Statement of Strategic Intent addressed by this item (Identify BCC goals accomplished/addressed):

Environmental Stewardship

- Support an integrated and efficient multi-modal transportation system
- Partner and collaborate with local, state, federal and other agencies

Economic Sustainability

- Partner to develop economic vitality consistent with community values as expressed in the Comprehensive Plan
- Deliver efficient government services to ensure the safety and welfare of residents and visitors

Attachments:

1. Easement agreement
2. Easement exhibits A and B

Fiscal Impact:

Teton County will record the easement at an estimated cost of \$30. There are no additional fees associated with the approval or acceptance of the easement. Overall, the easement would provide expanded options for the future pathway which could result in significant cost savings to the public.

Staff Impact:

None.

Legal Review:

The easement language and legal descriptions have been reviewed and approved by the Teton County Attorney's office.

Recommendation:

Staff recommends that the Board approve the pathway easement.

Suggested Motion:

I move to approve the pathway easement agreement between Teton County and Green Investors, LLC and to authorize the Board Chair to execute the agreement.

_____, 2016, by and between Green Investors, LLC, a Wyoming limited liability Company the address of which is 98 Center Street, Jackson, Wyoming 83001 ("Grantor") and Teton County, a duly organized county of the State of Wyoming, the address of which is P.O. Box 1727, Jackson, Wyoming 83001 ("Grantee").

WHEREAS, the Grantor is the owner in fee simple of that certain real estate situated in Teton County, Wyoming, more particularly described in Exhibit "A", and shown on the Easement Sketch, Exhibit "B" attached hereto, over which the Grantee wishes to obtain a right for the public to enter and pass for non-motorized transportation and recreational purposes, under circumstances where Grantor is provided the immunity from liability recorded by W.S. §34-19-101 (1977) *et seq.*, and

WHEREAS, the Grantee is a governmental body whose powers include the authority to receive easements in land for the public that has joined in the creation and funding of the Jackson Hole Community Pathways Program;

NOW, THEREFORE, for and in consideration of good and valuable consideration paid by the Grantee to the Grantor, receipt of which is hereby acknowledged, and in consideration of the covenants and undertakings hereinafter set forth, the Grantor hereby does give, grant, bargain, sell, and confirm to the Grantee an easement and right over and on the hereinafter described real estate, of the nature and character and to the extent hereinafter expressed, for the purpose of permitting the Grantee to construct and maintain a pathway for non-motorized bicycle, pedestrian, equestrian, and ski passage and repassage by the public on and along a pathway easement as described in Exhibit "A", and shown on the Easement Sketch, Exhibit "B" attached hereto, under the following terms and conditions:

The Grantee, for itself and for its successors and assigns, covenants and agrees that, once constructed, it will maintain the aforesaid pathway for public transportation and recreational purposes, including pedestrian, bicycle, equestrian, and ski passage and repassage, and that:

1. There shall be no operation of motorcycles, all-terrain vehicles, snowmobiles, or any other type of motorized vehicle, except that the Grantor shall permit the operation of vehicles by the Grantee in a manner and to an extent satisfactory to the Grantor for the initial construction and periodic maintenance and repairs of the pathway.
2. There shall be no removal, destruction, cutting, or alteration of any vegetation, whether dead or alive, nor any disturbance or change in the natural habitat in any manner beyond that necessary for construction, maintenance and/or repairs of the pathway for public passage and prevention of trail deterioration or erosion.
3. There shall be only such spraying or application of biocides as are necessary to control noxious weeds or plants interfering with the use of the easement.
4. Once constructed, Grantee shall be deemed to be in control of and shall maintain the pathway at its expense in a neat and orderly condition, free of trash, rubbish, or any other unsightly materials, to the satisfaction of the Grantor, and it shall undertake periodic inspections to ensure that the pathway is maintained in a safe, neat, and orderly manner and that the terms and conditions of this indenture are met.
5. Grantee shall save, defend, indemnify, and hold harmless Grantor and any and all of its Members, owners, affiliate companies, officers, employees, tenants, invitees, licensees, successors, assigns, or any other person or party claiming under it against any losses, damages, suits, claims, costs, judgments, and expenses, including reasonable attorneys' fees which any of them may directly or indirectly suffer, sustain, be liable for, or subject to, arising out of or connected with the exercise by Grantee or the public of the easement herein granted. Grantor shall have no duty to maintain the easement once nor shall it have any duty to serve, grantee or the

Agreement, Grantee is not obligated to construct any pathway immediately, but must do so within twenty (20) years of the date hereof or this Easement shall be deemed to be abandoned and shall terminate. Grantor hereby authorizes Grantee to enter upon the property for purposes of clearing, grading, and constructing such trail improvements, including paving, culverts, bridges, etc., as may be necessary to utilize the Easement granted. However, there shall be no construction or placement of billboards or any other structures (except signs, interpretative or exercise stations, benches, rest areas, or safety fences) in addition to the trail improvements without the express consent of the Grantor.

8. In the event that the property or any part thereof shall ever be condemned or taken by eminent domain, or as a result of an inverse condemnation action, then the Easement herein granted shall terminate automatically as to the portion of the property so taken, and in such event the Grantor, or its successors or assigns, shall be as fully compensated as though this Easement had never been granted.
9. This grant shall be for non-motorized transportation and recreational purposes, as defined and provided for under Wyoming's Recreational Use Statute (W.S. §34-19-101 (1977), *et seq.*), and in the event such statute shall be repealed or amended so as to remove the immunity provided to Grantor, and Grantor is not adequately protected by insurance or by other means, Grantor may immediately terminate the Easement by written notice delivered to Grantee.

RESERVED RIGHTS

Notwithstanding any of the foregoing covenants to the contrary, the Grantor specifically reserves for itself, its Members, owners, affiliate companies, officers, employees, tenants, invitees, licensees, successors, assigns, and any other person or party claiming under it the following reserved rights:

1. The right to enter, pass, and repass the burdened lands at any time, including the superior right to use any prior easement affecting the property described herein.
2. All rights as owner of the property, including the right to use the property for all purposes not inconsistent with this indenture.
3. The right, in a reasonable manner and at reasonable times, to enforce, by proceedings at law or in equity, the terms and conditions of this indenture. Nothing herein shall be construed to entitle the Grantee to institute any enforcement proceedings against the Grantor for any changes to the granted easements due to causes beyond the Grantor's control, such as changes caused by fire, storm, landslide, erosion, falling trees or branches, plant growth, water, or any other act of nature, or the unauthorized acts of third persons.
4. It is understood and agreed that this indenture shall not affect or reduce the total acreage of the property for any regulatory purposes, such as permitted or required site areas, Floor Area Ratios (F.A.R.), open space ratios, building coverage, or site coverage.
5. It is understood and agreed that this indenture imposes no other obligations or restrictions upon the Grantor, its Members, owners, affiliate companies, officers, employees, tenants, invitees, licensees, successors, assigns, or any other person or party claiming under it, and that neither the Grantor nor its family members, affiliate companies, officers, employees, tenants, invitees, licensees, successors, assigns, or any other person or party claiming under it shall be in any way restricted in their use of said lands for all purposes, present and future, not inconsistent with this grant.
6. Nothing herein shall be deemed to affect any mortgage, lien, or other interest in the lands described herein which were in existence at the time of the execution of this

reserved rights are impaired or restricted, Grantor may upon thirty (30) days written notice and failure to cure by Grantee, terminate this Easement.

TO HAVE AND TO HOLD the said granted and bargained easement to the Grantee and to its successors and assigns throughout the term hereof for its proper use in accordance with the terms hereof. The provisions hereof shall bind and the benefits and advantages shall inure to the respective successors and assigns of the parties hereto.

GRANTOR:

GREEN INVESTORS, LLC

STATE OF WYOMING)
) SS.
County of Teton)

The foregoing Pathway Access Easement and Agreement was acknowledged before me by _____, this ____ day of _____, 2016.

WITNESS my hand and official seal.

Notary Public

[SEAL]

My commission expires:

GRANTEE:

TETON COUNTY, WYOMING

BOARD OF COUNTY COMMISSIONERS OF TETON COUNTY, WYOMING

By: _____
Barbara Allen, Chair

Attest:

Sherry Daigle, Teton County Clerk

[SEAL]

STATE OF WYOMING)
) SS.
County of Teton)

The foregoing Pathway Access Easement and Agreement was acknowledged before me by _____, Chairman of the Board of County Commissioners of Teton County, Wyoming, this ____ day of _____, 2016.

WITNESS my hand and official seal.

Notary Public

[SEAL]

My commission expires:

**LEGAL DESCRIPTION
PATHWAY EASEMENT
GREEN INVESTORS, LLC**

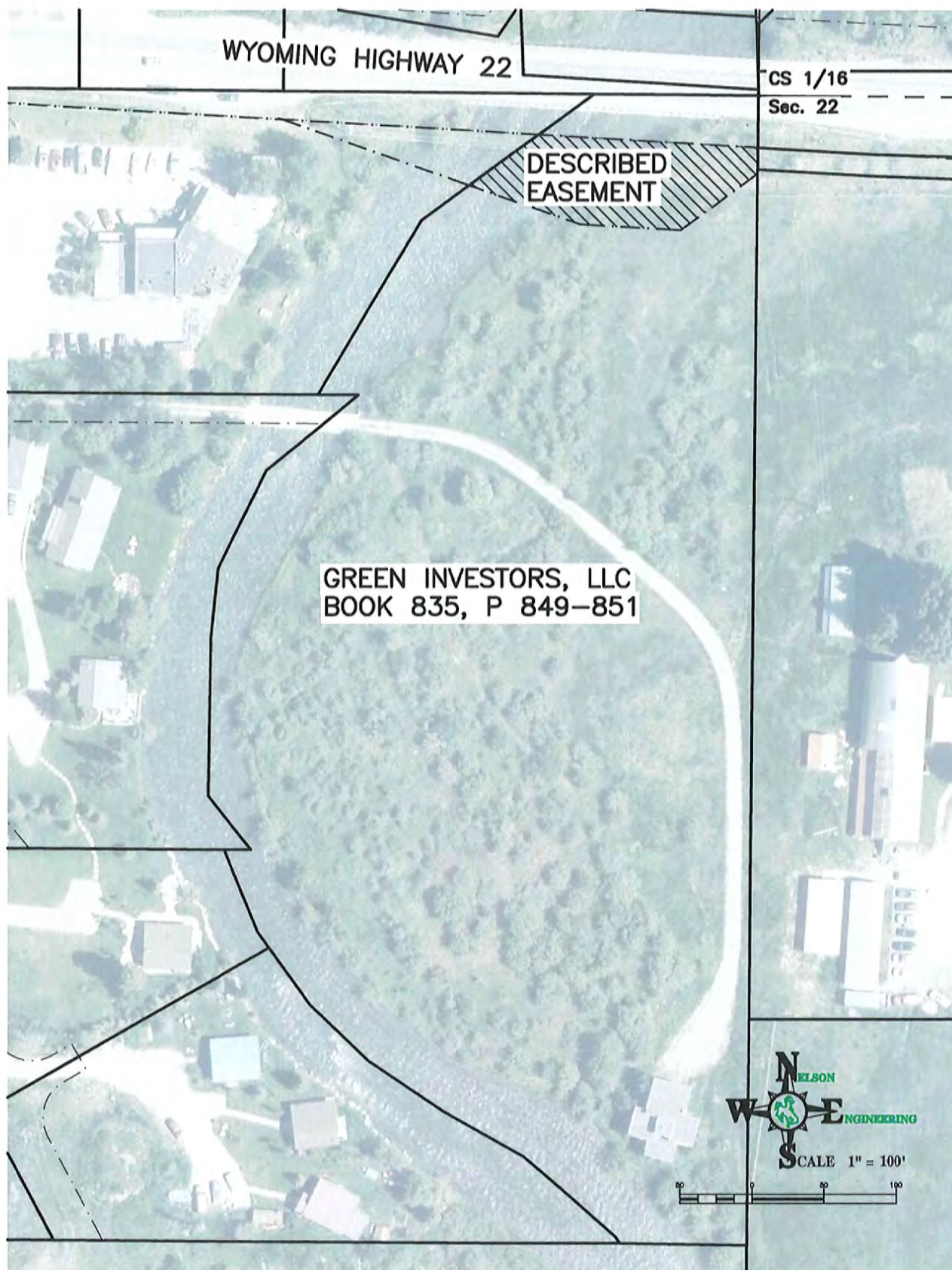
A Parcel of Land located in the SE1/4 SW1/4 of Section 22, Township 41 North, Range 117 West, 6th P.M., Teton County, Wyoming, being a portion of that tract described and conveyed in Book 835 pages 849-851, records of Teton County, and being more particularly described as follows:

Beginning at a Point on the east line of Said SE1/4SW1/4 and the east line of said tract in Book 835, which Point lies S00°00'08"W, 35.78 feet from the Center-South One-Sixteenth Corner of Said Section, the northwest corner of Said SE1/4SW1/4 and said tract, a point on the southerly Right-of-Way line of Wyoming Highway 22;
thence along said east line of Said SE1/4SW1/4 and said tract, S00°00'08"W, 17.66 feet;
thence S53°11'02"W, 66.46 feet;
thence N87°12'13"W, 69.98 feet;
thence N71°18'20"W, 81.36 feet, more or less, to the thread of the channel of Fish Creek and the westerly boundary line of said tract;
thence northeasterly along said thread of Fish Creek, N53°E, 59 feet, more or less, to the intersection of said thread with said southerly Right-of-Way line;
thence along said southerly Right-of-Way line, S87°12'13"E, 152.53 feet, more or less, to the Point of Beginning.

Said Parcel contains 9140 sq. ft., or 0.21 acres, more or less, and is subject to easements, rights-of-way, reservations and restrictions, of sight and/or of record.

Michael Quinn
Wyoming Professional Land Surveyor 4270
16 June 2016

S:\Pro\2016\001-16 (Pathway Easement- Brian Schilling- Fish Creek)\Pathway easement.DWG (Bd1D) - Jun 16 2016 12:49:42 pm PLOTTED BY: qjnn



DRAWING NO

1

JOB NO

16-001-06

TITLE

PATHWAY EASEMENT
GREEN INVESTORS, LLC

**NELSON
ENGINEERING**

P.O. BOX 1599, JACKSON WYOMING (307) 733-2087

DATE

16 June 2016

REV.

SURVEYED

ne

DRAWN

mjq

CHECKED

APPROVED

Wilson to Snake Options – 3/8/2018

- Trying to address BCC concerns about project and contract as proposed with JA to do prelim/concept design of pathway from Wilson to Snake River.
- Project really involves 3 parts.
 - Main Line (straight shot pathway between Teton Raptor Center and Green Lane)
 - West End – Sandy Z parcel west to Ida Lane, includes Fish Creek Bridge and connection to downtown Wilson
 - East End – Green Lane east to Snake River and/or existing pathways at Stilson/Snake River Bridge, might include underpass of WY22
- What are the concerns?
 - Not 100% sure—thought I answered all the points/questions PV raised. Mark even said so.
 - Cost? Scope? Maybe these need to be examined.
 - PV cited
 - Concerns are not about the need for the project, but about process and timing.
 - Legal review? (Legal review is complete)
 - WYDOT's plans for 22/390 intersection. (Coordination with WYDOT is specifically called out in scope of work—literally part of JA's job)
 - Was this an RFP when it should have been an RFQ? (Ok, let's review our terminology and use of "RFP" in qualification based selection. Maybe it should be called an RFQ.)
 - Costs? Why is there a reluctance to share the costs from each proposal? (Staff noted that the costs were included in the staff report. Staff has offered to provide the full proposals to the board if they would like to review them).
 - Budgeting—we only have \$40k left in the FY18 budget, how are we going to pay for this? (We budget for it. FY19 budget request includes \$200K funding request for design work. If FY18 needs additional funding, we do a budget amendment. This is simple enough.)
- Options for changing scope (and cost by extension)
 - No change
 - Keep contract as is. Concept phase planning and design for entire project area (downtown Wilson to Snake River/Stilson)
 - Pros
 - Keeps project on track, doesn't require additional rounds of negotiation with consultant or additional staff time for redos/re-reviews.
 - Cons
 - Doesn't change cost or scope, just plows ahead
 - Main Line design in-house
 - Pull the pathway design from TRC to Green Lane (the easy part) out of the contract and do that in-house.
 - Pros
 - Minor reduction in contract costs
 - Still designs the entire project corridor (assuming JA does the ends)

- Cons
 - TC Engineering bandwidth? This gets dumped on Sean or Amy.
 - Coordination issues between TC plans and JA plans (will have to link/coordinate stationing and alignment, make sure changes are reflected in other plan set)
 - May not really be worth the effort—additional coordination for minor gain.
 - East End drop
 - Stop project at Green Lane.
 - Wait for WYDOT. Don't do anything east of Green Lane, just terminate path at Green.
 - Pros
 - For the time being, saves money on design (no underpass, no pathway east of Green).
 - For the time being, saves money on construction.
 - Avoids having to deal with WYDOT or trying to figure out connection to Stilson or Snake River
 - Cons
 - May cost more in the long run
 - Coordination issues with future path extension? Probably minimal
 - Connectivity. Users are dumped onto the highway at Green Lane. What if their destination is somewhere beyond Green Lane?
 - No connection to existing pathway system
 - We'll get blasted for a pathway to nowhere.
 - West End drop
 - Stop project at Teton Raptor Center/Sandy Z property line
 - No bridge crossing of Fish Creek, just route users onto WY22
 - Pros
 - Eliminates bridge design and engineering
 - Eliminates bridge construction, power line conflicts
 - Eliminates need for easement discussion with Kayem
 - Makes current project pretty easy, just a straight shot pathway from TRC to Green Lane
 - Could do all engineering in-house (assuming bandwidth) for the TRC to Green Lane pathway.
 - Cons
 - Doesn't get people safely to downtown Wilson.
 - Significant safety concerns of people on highway between TRC and downtown Wilson.
 - Doesn't help with TRC traffic or connectivity
 - Doesn't deal with bridge, which we're gonna have to do at some point.
 - We'll get blasted even harder for a pathway from nowhere to nowhere.
- Questions

- What is Paul really concerned about?
 - What concerns/questions did we not answer?
 - Is it impractical to try to coordinate with WYDOT to look at short-term and long-term solutions? Or is it realistic?
 - We're going to have to address this stuff at some point, this just kicks can down the road. But then again...
 - If we don't actually ask any hard questions then we won't have to try to answer them.
- 😊



KICKOFF MEETING AND FIELD VISIT
WILSON TO SNAKE RIVER PATHWAY CONNECTOR PROJECT

**KICKOFF MEETING AND FIELD VISIT
MEETING NOTES**

Monday, June 25, 2018

8:30 to 10 am Internal Organization and Meeting Preparation

Participants: (Jorgensen) Reed Armijo, Aaron Japel, Joseph Lovett;
(Loris) Scott Belonger, Dan Beltzer;

The design team met to go over the overall strategy for the kickoff meeting. Discussions and topics included the internal goals, responsibilities, and lines of communication. Presentation materials were discussed and key information to cover. The basic goal was to define users, stakeholders, options, challenges, and alternatives.

10 am to 12 pm Kickoff Meeting

Participants: (Jorgensen) Reed Armijo, Aaron Japel, Joseph Lovett;
(Loris) Scott Belonger, Dan Beltzer;
(JH Pathways) Brian Schilling
(TC Engineering) Amy Ramage
(TC Parks & Rec) Cody Daigle
(Friends of Pathways) Jack Koehler
(Wyoming Pathways) Tim Young
(WYDOT) Bob Hammond
(Wilson Advisory Group) Susie Temple

Review Agenda and Goals of Kickoff Meeting/Field Visit:

Reed started the meeting with an introduction of the project design team. The group participants introduced themselves and described their connection to the project. A basic overview of the project was relayed to the group. Reed stressed the need to hear from everyone as there are many factors from multiple angles that impact the project. Overall, this meeting is intended to fine tune the direction and eliminate unusable options. The mission of this project was described as providing pedestrians and cyclists safe local and regional connections to the existing and future pathway systems.

Define Project Limits

The scope of the project was described to include the kickoff meeting and conceptual design of a pathway connection between the Town of Wilson and the Snake River. Specifically, the evaluation includes defining options for a new bridge across Fish Creek on the west end to a potential Highway 22 crossing near the Stilson Ranch on the east end. Generally, the section of pathway in between the limits will be within the highway right-of-way, parallel with the existing highway. The team will explore alternate alignments for the section east of Hardeman Lane as potential easements are explored. The section between the potential Highway 22 underpass and the Snake River will also be evaluated for connectivity.

Bob Hammond explained WYDOT's plan to replace the Snake River Bridge and improve the Highway 22/390 intersection to a point west approximately 2/3 of the distance to the Stilson Ranch intersection with Highway 22. Currently, WYDOT is in the concept design stage of these improvements with construction planned for 2023. The



WYDOT Project is expected to include coordination with wildlife crossings on all 3 sides of the 22/390 intersection which will likely hinder the inclusion of a separated pathway unless it were kept at the highway grade. A pathway in this area would increase the length of wildlife underpasses and/or increase wildlife/pathway user interaction. The group discussed making suggestions within the concept study for inclusion within the WYDOT Project as well as the design and layout of the wildlife crossings. The team will coordinate with Teton County and the Greater Yellowstone Coalition with regard to the current and future Wildlife Report.

Establish Stakeholders List:

The stakeholders for the project were discussed. The following list was identified as the groups to provide project information prior to presentations to the public. Specific contacts are included, where applicable.

- WYDOT – Bob Hammond, Chris Compton
- Teton County – Brian Schilling (JHCP), Amy Ramage (TC Eng)
- TC Parks and Rec – Steve Ashworth, Cody Daigle
- Pathways Task Force
- TC School District – Wilson School
- JHMR/TVA – Stilson Parking
- START Bus – Stilson Parking
- Lower Valley Energy – Jan Woodmancy
- Wilson Sewer District
- Safe Wildlife Crossings – Amy Ramage (TC Eng), Chris Collingsworth (GYC)
- Wilson Advisory Group – Susi Temple, Marylee White
- Property Owners – River Hollow, Green Lane, Hardeman Lane, Wenzel Lane, Teton Raptor Center,
- Fish Creek Center Properties
- Friends of Fish Creek

JA is currently building the contact list of stakeholders.

Primary User Groups:

The primary user groups for the project were defined as Cyclists and Pedestrians. The group discussed what type of user this section of pathway would likely see, who is currently using the corridor, and who will be drawn to the corridor once this pathway is built. The following list of users were identified:

- Cyclists (commuters, mixed levels, parents with trailers, residents south of highway)
 - Low Experience – require roadway separation.
 - Intermediate Experience – prefer separation, consider efficiency
 - Advanced Experience – prefer efficiency
- Pedestrians (school commuters, recreational walkers)
- Equestrians (consider separate gravel path)
- Runners/Dog Walkers (consider separate gravel path)
- Nordic (grooming requires 20' buffer, not likely to include)

The group discussed the importance of maximizing separation from the highway. Advantages being a better user experience and facilitate maintenance related to roadway runoff sand/snow.



Bridge Types:

The group discussed potential bridge options for the Fish Creek crossing. Loris presented images of similar project bridges that could be considered for this project as well as images of construction material treatments to potentially match within Wilson (rough cut timber, rusted steel, etc). The following key points were discussed:

- Character: match adjacent Wilson buildings
- Bridge material: mixture of timber and steel
- Railing considerations: steel vs. timber or combination (42"-52")
- Finished surface: concrete decking preference for maintenance, timber preference for aesthetic
- Cross Section: Minimize depth/overall mass

The group discussed considering alternative criteria based on cost, aesthetics, and construction materials. Loris explained the challenges of a free span relative to cost and aesthetics (depth of the cross section, use of trusses or higher vertical members). The design team will look into a hydraulic analysis of Fish Creek in order to include options for multi-span foundation elements to reduce the bridge cross section and overall depth of the bridge.

There was a short discussion on pathway cross section options. Primary consideration for a 10' wide asphalt pathway with some consideration for an 8' asphalt path with a soft surface 2' gravel shoulder for use by runners, dogs, etc.

Identify Constraints and Concerns:

The group discussed potential constraints related to the project limits. There have been concerns related to safe connectivity for pathway users crossing Highway 22 near the elementary school. The team discussed the potential for an at-grade crossing with signage and activation, but this area is outside the current scope of the project. The group also discussed the continuation of pathway improvements west of the Fish Creek Bridge. This area is also outside the current scope of the project and the group agreed that the west terminus of this study would be the spur walkway that extends from the Fish Creek Center parking lot to the Highway 22 shoulder.

There was a short discussion on pathway cross section options.

1 p.m. to 4 p.m. Field Visit

Participants:	(Jorgensen) Aaron Japel, Joseph Lovett;
	(Loris) Scott Belonger, Dan Beltzer;
	(Alder Environmental) Heidi Bellorado
	(JH Pathways) Brian Schilling
	(TC Engineering) Amy Ramage
	(TC Parks & Rec) Cody Daigle
	(Wyoming Pathways) Tim Young
	(Greater Yellowstone Coalition) Chris Colligan
	(Wilson Advisory Group) Susie Temple, Marylee White

The group met at the west end of the Snake River Pathway Bridge to begin the field walk site inspection. Chris Colligan from GYC shared exhibits showing the potential wildlife crossings for the area around the bridge and the WY22/390 intersection. Chris explained the ideas behind the locations and connectivity for wildlife within the



riparian zones. Currently, the plan includes for 4 total crossings (East and West of Snake, East and North of 390). Typical crossing will likely be a 12' x 20' box culvert extending under the roadway.

West Bank of the Snake River:

The group walked the section under the bridge on the west bank of the river and discussed the potential of a soft surface path to connect the boat ramp on the north side of the bridge to the levee that currently extends south along the river. The preliminary WYDOT design for this area removes the vehicle access and parking on the south side of the bridge. The pathway connection in this location would allow users to continue to access the levee. Pathway construction in this area would likely involve lowering the grade and resetting riprap above the high water line.

WY 22/390 Intersection:

The group discussed the importance of incorporating possible improvements into the WYDOT design for the intersection once concepts are developed. Tim Young suggested a pedestrian crossing be included in the WYDOT design. The team will evaluate options once the WYDOT preliminary design is available for review.

WY 22/390 Underpass at Stilson:

The group evaluated and discussed the area east of the Stilson Ranch intersection for a potential underpass. The area east of the Stilson Ranch appears to be a practical location for an underpass given the elevation/height of the existing embankment. On the south side of the highway, the pathway could traverse the existing embankment in order to drop to the underpass elevation at a reasonable slope. On the north side of the highway, the path could maintain the underpass elevation and traverse directly north through the willows with fairly minimal impact to connect to the roadway/parking lot access toward the existing 390 underpass. Alternate alignments also seem feasible if there were challenges related to wetland impacts.

Green Lane to Hardeman Lane:

The existing right-of-way between Green Lane and Hardeman Lane limits the separation from the existing highway. It was discussed that the preferred pathway alignment and cross section would extend outside the right-of-way through the existing trees and willows and would require easements from adjacent property owners. Brian mentioned that there had been discussions with these property owners in the past and there was potential to secure a more favorable alignment. The team will continue discussions and pursue an alignment outside the right-of-way.

Hardeman Lane to Wenzel Lane:

The section between Hardeman Land and Wenzel Lane includes an additional 15' of land (Teton County Scenic Preserve) that allows the construction of the pathway. The preferred alignment locates the path within the 15' easement centered between the existing overhead power poles and the fence on the southern boundary. The team agreed that the 16' between the power poles and the fence may be used to center the 10' path with a 3' buffer on each side. The typical section for the project will be based on these parameters.

Wenzel Lane to Fish Creek:

Similar to the previous section, the team agreed that typical section centering the 10' path between the power poles and fence is the preferred arrangement for the section from Wenzel Lane to Fish Creek. The group discussed considering cross walk surface treatments for Wenzel Lane and to consider adding curvature before and after the road crossing. The group also discussed the opportunities for increased separation from the highway around the Raptor Center depending on the alignment of the Fish Creek Bridge.



Fish Creek Bridge:

The group discussed bridge options/information that would be worth looking into further:

- Alignment relative to overhead power lines (contact LVE for options to bury lines)
- Contact property owner for acquiring possible easement on west side
- Western terminus to be connector from parking to highway shoulder
- Consideration to include pathway within sewer easement to not further encumber property
- Contact Stefan Fodor – Attorney and contact for Fish Creek Investments, LLC

Members of the group took pictures throughout the field inspection. The team will assemble the photos for future reference.

Tuesday, June 26, 2018

9 am to 12 pm Kickoff Meeting Follow Up

Participants: (Jorgensen) Aaron Japel, Joseph Lovett, Brendan Schulte;
 (Loris) Scott Belonger, Dan Beltzer;
 (JH Pathways) Brian Schilling
 (TC Parks & Rec) Cody Daigle

The group reconvened to continue the project discussion. Topics to include lines of communication, rolls and responsibilities, milestones, action items, public meeting.

Communications Strategies to Property Owners, Public, and Elected Officials

The group discussed how best to communicate the project to the stakeholders and general public. All agreed on the importance to stay open to feedback and that different user groups will have different needs/opinions. Brian suggested presenting “some” info to the Elected Officials at a midpoint when some direction was achieved. The group discussed contacting the stakeholders and Elected Officials with an introduction to the project through phone and/or mail. The group agreed to respond to stakeholders and to be open to feedback. JHCP/FOP suggested showing progress and defining parameters on their web sites. Placing information and markup boards at Town and County buildings will also help notify the public. The task is to make sure options are feasible, but flexible. Specifically, the following was discussed:

Fish Creek Bridge – Fish Creek Investments:

- Consider alternate options to share
- Ideal alignment includes allowing pathway within sewer easement
- Consider Wilson Advisory Group support
- Explore possibility of overhead power line relocation
- Explore exhibits with bridge alignments

Hardeman Lane to Green Lane:

- Easements required for ideal alignment
- Currently, disconnect between property owners relative to storage unit uses
- Preliminary TC outreach suggests there is a willingness to negotiate easements
- Construction would likely include screening



- Consider initial on site meetings to be limited to basic aerial mapping

The group discussed the public communication to be limited to overview maps and identification of connectivity routes. Discussion items may include advantages/challenges for the routes selected/discarded. A higher detailed discussion for the public may include the bridge options/character.

Confirm Roles, Responsibilities, Line of Communication:

The project team was defined. The top role was defined as the combined effort from the Town of Jackson and Teton County through the Jackson Hole Community Pathways. The next tier includes the consultant team made up of Jorgensen, Loris, & Alder Environmental. It was discussed that communication from the design team would go through Jorgensen to the appropriate entity.

Project Milestones:

- July 2018 – Begin setting up property owner meetings
- August 2018 – Public Meeting to present concept, include bridge options (consider voting)
- September/October 2018 – Present Concept Design to BCC
- Future Scope – Permitting/Planning (GEC/EA/WYDOT/Army Corps/Wetland)
- July 2019 – Project Construction

Action Items:

- Loris to prepare bridge board photos for internal review and preparation for Public Meeting
- Loris to review hydraulic model and prepare scope and fee to evaluate 'no rise' options and potential mid-span piers.
- JA to build and distribute cad base map from Nelson Topo and add aerial photos.
- JA to begin negotiations/conversations with Lower Valley re: overhead power at Fish Creek.
- JA to begin adjacent property owner outreach.
- JA to build connectivity exhibit overview with assistance from JHCP.

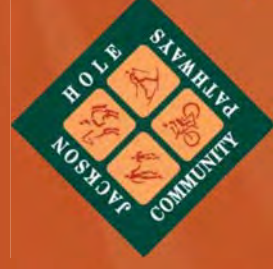
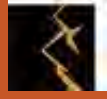
Public Meeting Agenda Items:

- Pathway Connectivity Exhibits
- Fish Creek Bridge Types (Alignments and Materials)
- Yellowstone Coalition Wildlife Crossings
- 2023 WYDOT Bridge Project

Attachment 05-09.11.18 Wilson-Stilson Open House presentation

Wilson to Snake River Pathway Connector

Town of Jackson / Teton County



PUBLIC MEETING
September 11, 2018

Introductions

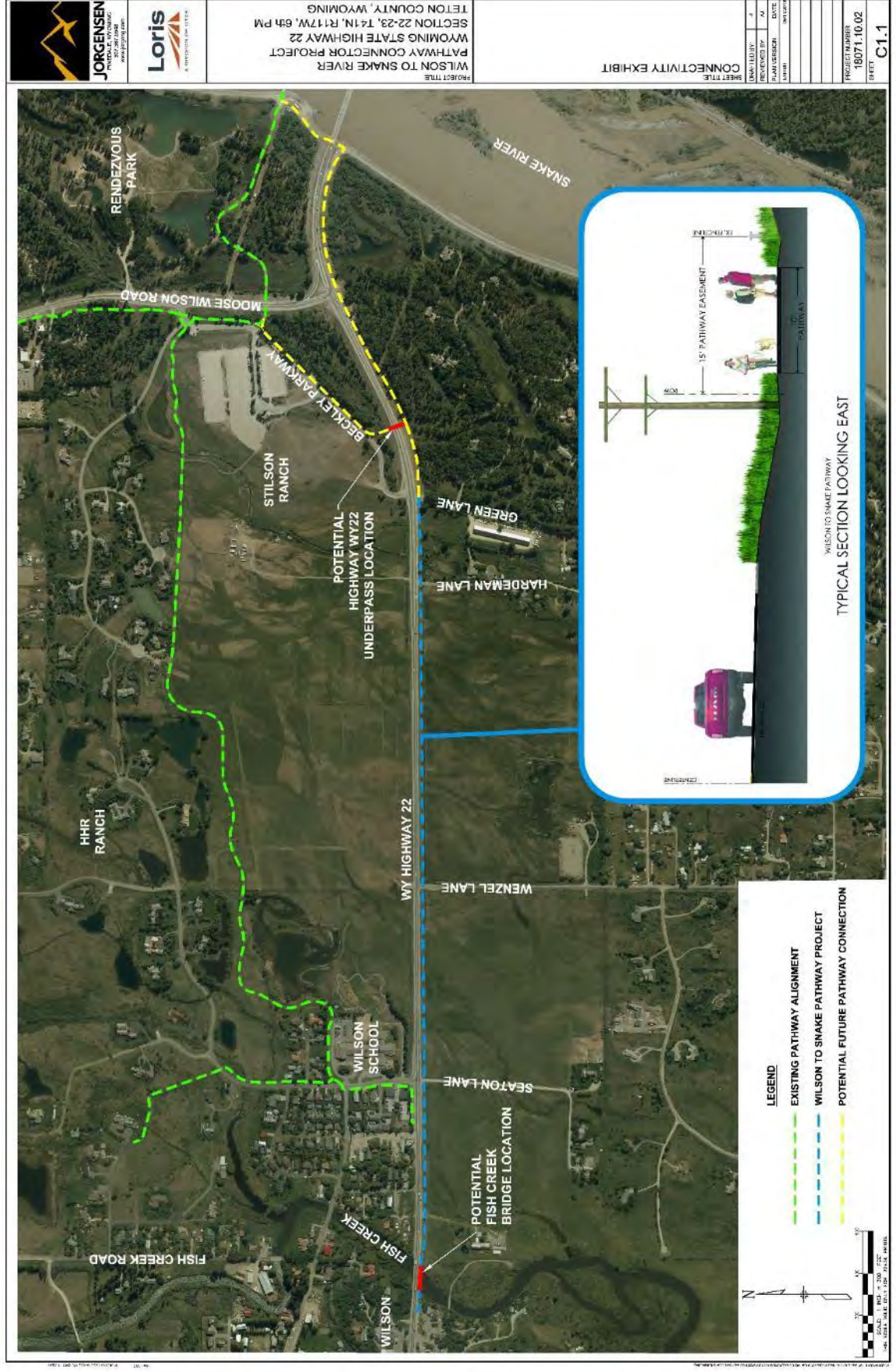
Project Overview

- ❑ Scope of Project
- ❑ Project Implementation Schedule

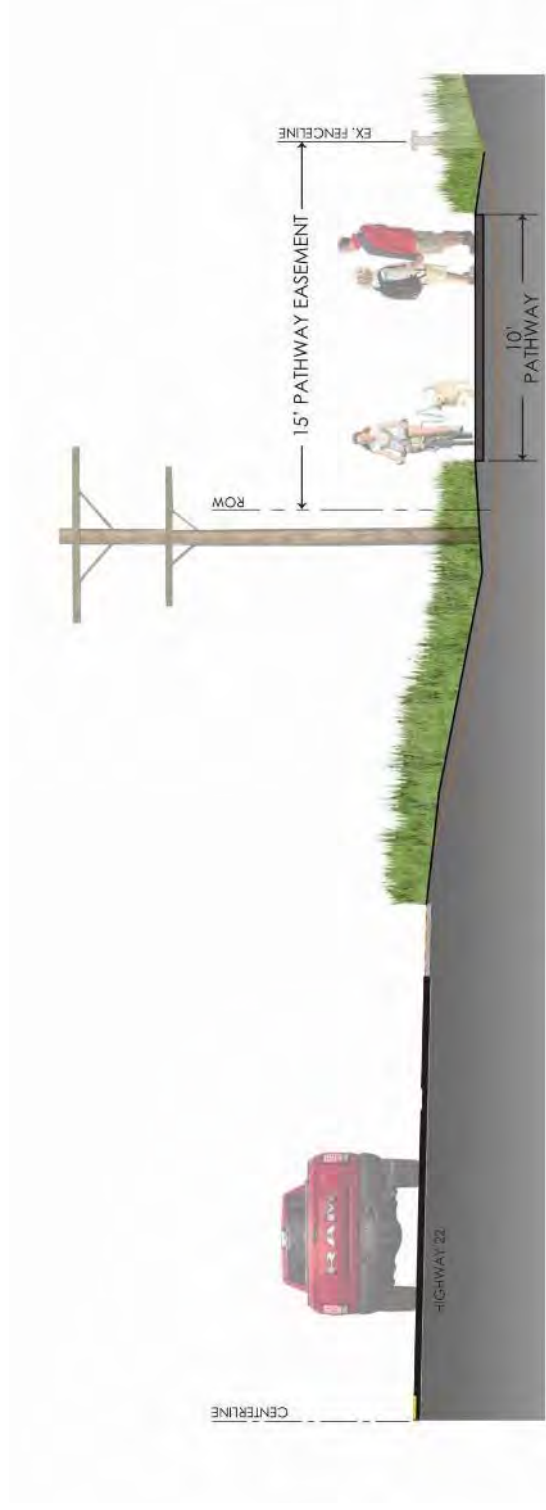
Meeting Overview

- Project Connectivity
- Pathway Typical Section
- Fish Creek Pathway Bridge
- Open Discussion
- Sticker Voting for Bridge Elements

Pathway Connectivity



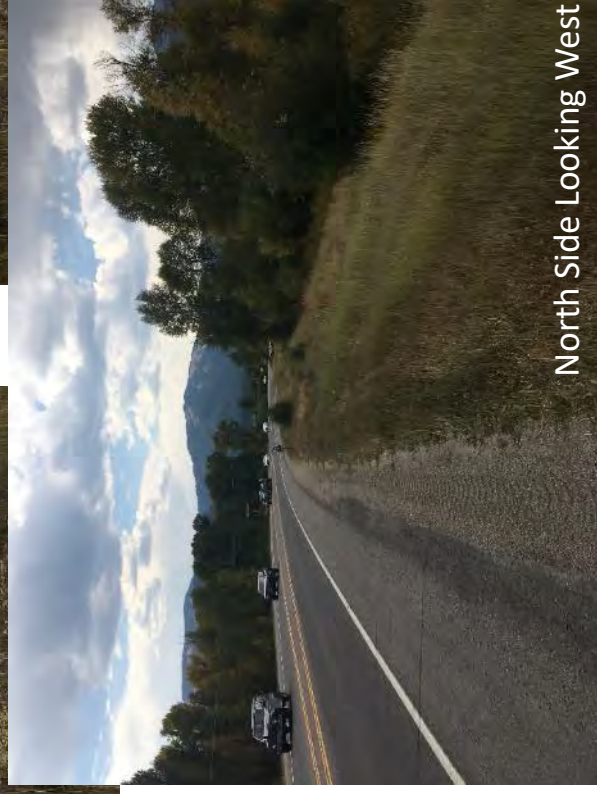
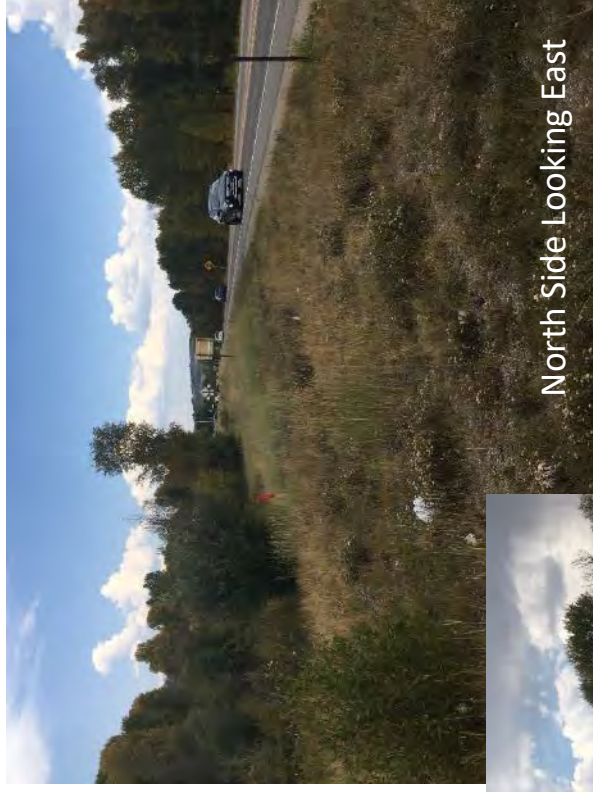
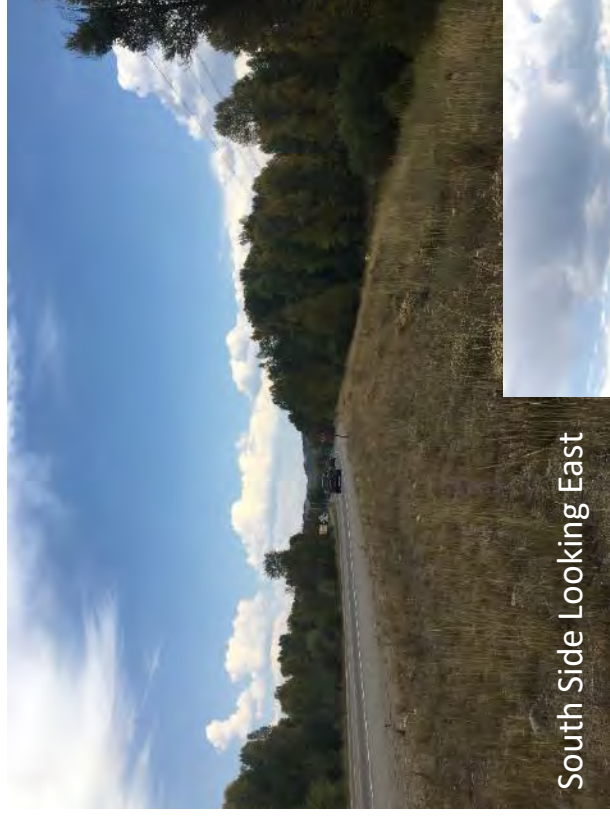
Pathway Typical Section



WILSON TO SNAKE PATHWAY
TYPICAL SECTION LOOKING EAST



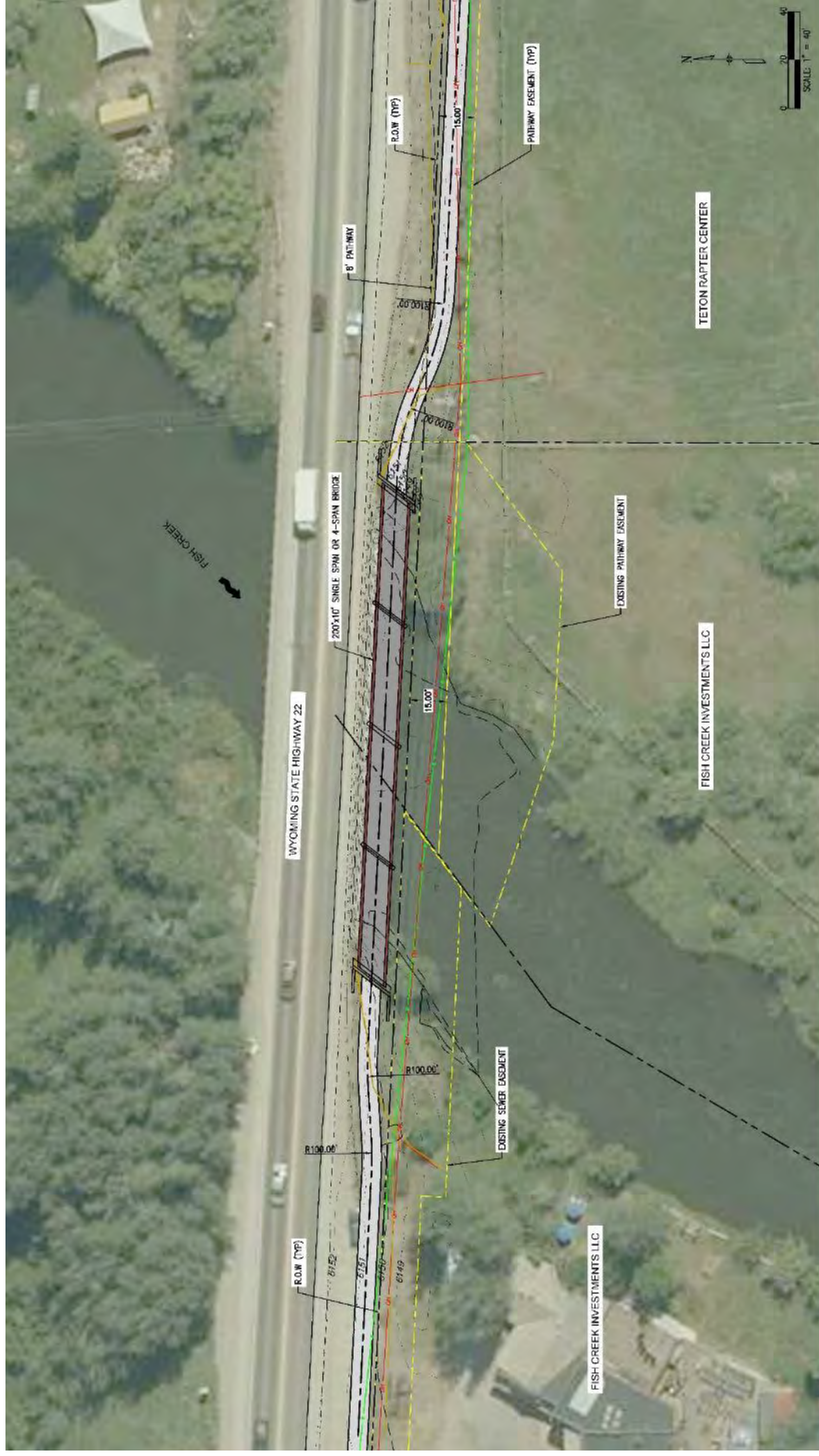
WY22 Underpass at Stilson Ranch



Fish Creek Pathway Bridge - Location A

Directly Adjacent to Road

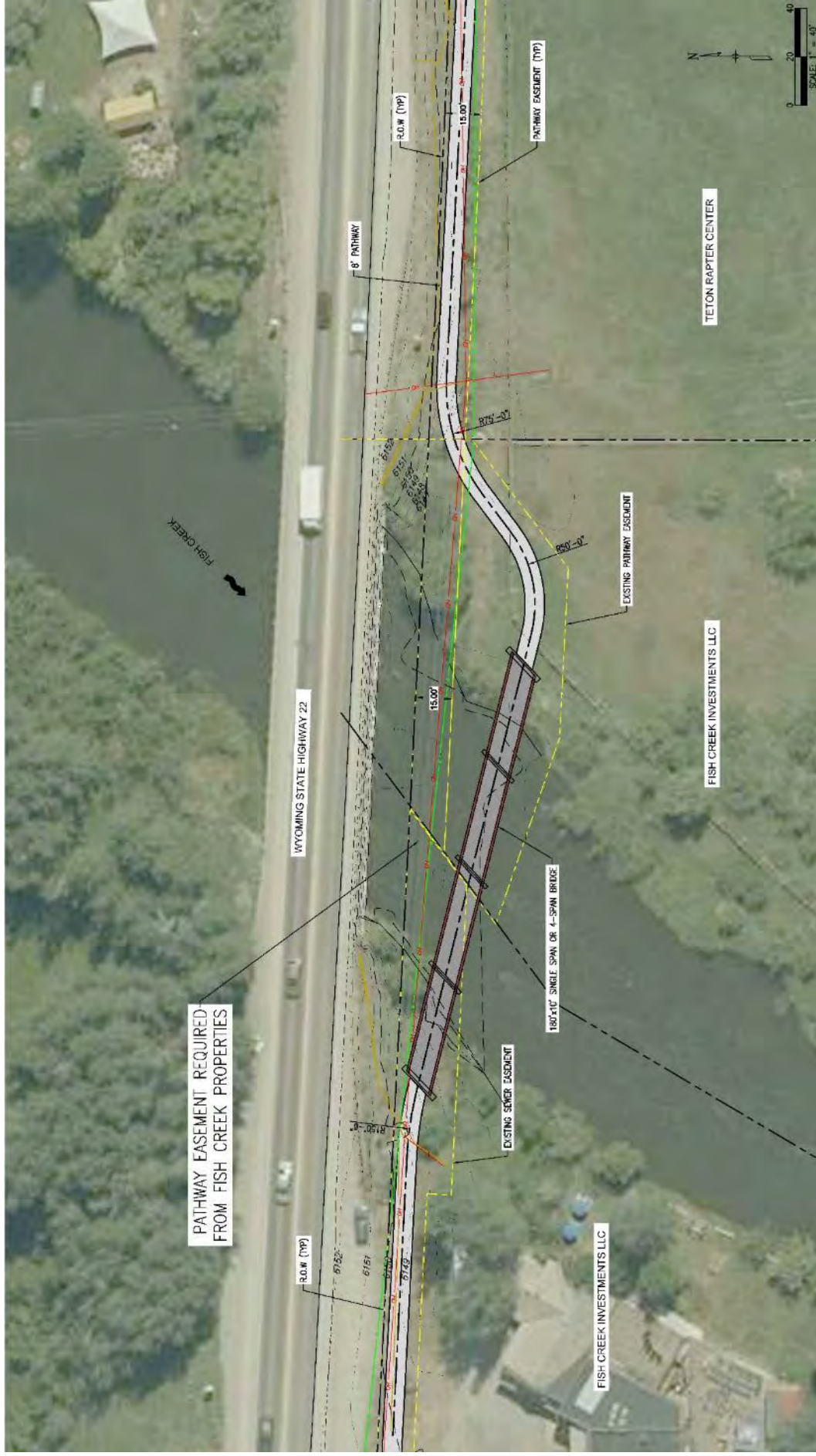
+ No New Easements Required - Close to Traffic, -Viewshed Concerns



Fish Creek Pathway Bridge - Location B

Separated From Road

+ Further from Traffic + Less View Obstruction, -New Easement Required



Bridge Hydraulics

- No Rise in Floodplain
- ✓ Match Highway Bridge Low Cord
- ✓ Span Across Floodplain



Single Span Options

- + No Work in Creek
- + Faster Construction
- Requires a Tall Structure (Viewshed Concerns)



Single Span Options – Steel Box Truss

- + Simple / Economical
- Not especially graceful



Single Span Options – Modified Box Truss



Single Span Options – Bowstring Truss

- + More Graceful
- Bulkier



Single Span Options – Bowstring Truss



Single Span Options – Timber Arched Truss



Single Span Options – Steel Tied Arch

- + More Transparent
- Tall



Single Span Options – Steel Tied Arch



Single Span Options – Timber Tied Arch



Multi-Span Options

- + Shallower Structure
- Requires Work in Creek



Multi-Span Options – Standard Weathering Steel Truss

- + Low Maintenance
- Common



Multi-Span Options – Standard Truss – Mixed Materials



Multi-Span Options – Custom Steel Truss



Multi-Span Options – Timber Stringers / Timber Rail



Multi-Span Options – Timber Truss



Multi-Span Options – Steel Stringers / Log Railing

- + Rustic Appeal
- High Maintenance



Multi-Span Options – Timber Stringer / Timber Railing



Multi-Span Options – Timber Strings / Steel Railing



Enhancements and Details

Applicable to Either Span
Arrangement



Enhancements and Details – Approach Plaza



Enhancements and Details - Entrance Gateway



Enhancements and Details - Overlook



Enhancements and Details – Bridge Lighting



Enhancements and Details – Stone Masonry Accents



Enhancements and Details - Art



Enhancements and Details – Timber Accents on Steel

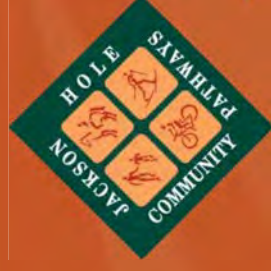


Enhancements and Details – Cable Railing

More Transparent but Less Rustic



Discussion



PUBLIC MEETING
September 11, 2018

**Board of County Commissioners - Staff Report****Meeting Date:** January 28, 2019**Presenter:** Brian Schilling**Submitting Dept:** Public Works - Pathways**Subject:** WY22 Wilson to Snake Pathway – Phase 1 Planning Report

Statement / Purpose:

To update the Board on the WY22 Wilson to Snake Pathway project Phase 1 planning and design. To provide recommendations for next steps.

Background / Description (Pros & Cons):

In April 2018, the Board of County Commissioners approved a contract with Jorgensen Associates for Phase 1 (conceptual) planning and design for a pathway on the south side of WY22 between the town of Wilson and the Snake River. Please see the March 6, 2018 and the April 10, 2018 staff reports for additional background information.

March 6: <http://www.tetoncountywy.gov/DocumentCenter/View/6062>

April 10: <http://www.tetoncountywy.gov/DocumentCenter/View/6384>

Project Purpose and Phase 1 Planning Scope

The project intent is to provide a safe non-motorized connection from the neighborhoods south of WY22 between Seaton Lane and Green Lane to downtown Wilson, the Snake River, and to the greater pathway system. The scope of work for Phase 1 planning specified conceptual design and engineering from downtown Wilson (Ida Lane) to Green Lane and included a field visit, public open house, and alignment analysis for the entire project corridor. It excluded any detailed engineering for components east of Green Lane but did include general alignment planning and coordination with WYDOT and others to examine how to make long-term connections to the pathway at Stilson Ranch and to the Snake River. (See the April 10 report for detailed project scope).

Phase 1 Planning Process

Phase 1 planning included a project team kickoff meeting and a public Open House, and has also included numerous project team meetings, coordination with WYDOT, coordination with the Wilson advisory group, and initial outreach to property owners on easement discussions.

On June 25, 2018, the project team held a kickoff meeting that included a site visit with numerous stakeholders and project partners. (See the attached “Kickoff Meeting and Field Visit Meeting Notes” report for a detailed writeup). Key takeaways/outcomes from the Kickoff meeting included:

- Coordination with WYDOT and wildlife crossing advocates
- Stakeholder identification
- User group identification
- Standard cross section analysis
- Bridge type options and constraints for crossing Fish Creek
- Alignment options from Green Lane to Stilson and the Snake River, possible Hwy 22 underpass location
- Crossing at the Wilson School
- Connection/extension to downtown Wilson

On September 11, 2018, the project team held a public open house at the Old Wilson Schoolhouse. Approximately 40 people attended the event, which included a presentation by the project team, an open Q&A session, and distribution of written comment forms. (See attached Open House Discussion Notes and Comments). Attendees and the project team discussed the path alignment, WY22 crossing options, key destinations and connections, Fish Creek bridge type options, and integration with wildlife crossing projects. A few of the key takeaways were that people want to see something completed sooner rather than later,

*Organizational Excellence * Environmental Stewardship * Vibrant Community * Economic Sustainability*

Board of County Commissioners - Staff Report

coordination with wildlife crossings is very important, there is an expressed need for a safe crossing at the Wilson School, and the suggestion to consider modifying the existing highway bridge rather than build an entirely new bridge across Fish Creek. No significant concerns were expressed by the public or project team regarding the proposed pedestrian bridge with regards to blocking of viewsheds or bridge aesthetics.

Phase 1 Analysis and Recommendations

- Alignment overview and alternatives
 - The attached connectivity exhibit shows the recommended alignment connecting the neighborhoods south of WY22 to the primary destinations identified in project planning.
 - Primary destinations include:
 - Downtown Wilson
 - Wilson School (with safe crossing of WY22)
 - Existing pathway system at Stilson Ranch near the WY390 underpass
 - The southwest levee of the Snake River
 - Neighborhoods south of WY22 (Seaton/Wenzel/Hardeman/Green Lane, Teton Raptor Center)
 - The mainline pathway will be located in the parcel owned by Teton County that runs parallel to WY22 south of the highway. In some cases there was an obvious best way to make these connections, in other cases there were a range of options. These are discussed in more detail in the Project Segments below.
- Typical Cross Section
 - 10' wide paved surface pathway (recommended)
 - Project team also discussed possibility of an 8' wide path with an adjacent dirt single track trail. A reduced-width pathway can be appropriate for lower-volume spur pathways and the trail would provide options for equestrian use, running, or trail biking.
- Segment 1 – Ida Lane/Downtown Wilson across Fish Creek to the Raptor Center parcel (approx. 850')
 - Primary challenges are defining how the pathway terminates in downtown Wilson and how to provide a safe crossing of Fish Creek.
 - Also, integrating the pathway with existing use of the road shoulder (short-term parking) along the Fish Creek Center.
 - Note: there is a separate but related planning process in the works to address transportation issues in the Wilson area (Wilson Area Corridor Study), so for purposes of the pathway project the goal is to keep things simple in connecting to downtown. The recommendation is to terminate the pathway at Ida Lane in a manner similar to other pathways in Wilson.
 - The need for a connection on the north side of WY22 between the Wilson School/HHR Ranch Road across Fish Creek and to downtown Wilson was also discussed. This connection was not included in the scope of the current project; however it should be addressed in the Wilson Area Corridor Study.
 - Fish Creek Crossing
 - Two options currently being considered:
 - A separate bridge constructed south of the existing highway bridge, or;
 - Reallocating space on the existing roadway bridge and installing a barrier to physically separate users in a protected lane (see attached Fish Creek memo)
 - The project team is working with WYDOT to explore the option of reusing the existing bridge. This option is significantly less expensive and would eliminate a number of concerns with constructing an entirely new bridge. This could be considered a low-cost interim solution until WYDOT replaces the existing bridge with a new bridge that could provide protected pathways on both the north and south sides of the bridge.

Board of County Commissioners - Staff Report

- The team has also done preliminary investigation of a separate bridge, including bridge type options, permitting issues, construction challenges, and costs.
 - If a separate pedestrian bridge is pursued, installation of a barrier could also be used to provide a protected sidewalk on the north side of the existing bridge.
 - Teton County holds an easement on the parcel on the east side of Fish Creek for possibly locating a bridge outside of the highway right of way corridor. In order to make use of this easement, there would need to be an easement on the parcel on the west side of the creek as well. However, the property owner on the west side of Fish Creek is not currently willing to consider an easement, which restricts the County's ability to use the easement on the east side parcel for a bridge.
 - Segment Recommendation
 - Terminate pathway at Ida Lane
 - Align pathway in highway ROW
 - Request approval from WYDOT to allocate space on the existing Fish Creek bridge
- Segment 2 – Raptor Center parcel to Green Lane (approx. 5120 feet)
 - The main section of the project is located in the 15' wide Teton County-owned parcel south of WY22.
 - This is a straightforward segment as the alignment is mostly pre-determined by the parcel limits, which allows for a good separation between the road shoulder and the pathway.
 - The Teton County parcel terminates at Hardeman Lane (the east end of the segment). Continuing east, the pathway alignment will either shift north to the highway right of way, or, if easements can be obtained from the property owners, it could continue in essentially the same alignment as the rest of the segment. An easement would allow the pathway to remain comfortably separated from the highway shoulder. Discussions with the two property owners have been initiated and are ongoing.
 - This segment also addresses the need for a safe crossing to the Wilson School (Segment 2.2)
 - This issue has come up repeatedly through the current pathway planning process and in discussions for many years prior.
 - An underpass is difficult and expensive due to technical challenges, so the project team is exploring at-grade options to improve crossing safety.
 - The preferred alternative is to install a pedestrian-activated crossing beacon with a pedestrian refuge island. The design team is also exploring opportunities to extend the 25mph zone east to include the HHR Ranch Road intersection in order to slow highway traffic in the school zone. This treatment would reduce speeds naturally to help support a speed limit reduction in this area.
 - Any crossing options will require WYDOT approval
 - This item could also be part of the larger Wilson Area Corridor Study
 - Segment Recommendation
 - Construct pathway in the County parcel from Teton Raptor Center to Hardeman Lane
 - Pursue easements with property owners between Hardeman and Green
 - Continue design development and discussion with WYDOT for crossing options at the Wilson School/HHR Ranch Road
- Segment 3 – Green Lane to Stilson and Snake River (approx. 1755')
 - Primary goals are to provide the link to the existing pathway at Stilson and to the Snake River, and to provide a safe option for crossing WY22 near the 22/390 intersection.
 - Challenges include project timing, coordination with the WY22/WY390 intersection reconstruction project, avoiding conflicts with future wildlife crossings, and coordination/planning requirements with JHMR and Teton County on the Stilson parcel.



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- The proposed alignment goes east from Green Lane, crosses WY22 via an underpass, then runs along Beckley Parkway to connect to the existing pathway near the WY390 tunnel.
- The proposed alignment achieves the dual goal of connecting directly to the existing pathway system and providing a connection to the Snake River.
- A direct connection along the south side of WY22 from Green Lane to the Snake River southwest levee was considered but eliminated in order to avoid conflicts with the WYDOT 22/390 project and future wildlife crossings. However, it could be included in a future project.
- Access to the southwest levee can be provided via an extension from the existing Snake River pathway bridge and coordination with the highway bridge replacement project.
- There is an optimal location for an underpass approximately 400' east of Green Lane. The location would not interfere with the proposed project area for the WYDOT 22/390 intersection project. This location would also minimize grading for the underpass approaches and minimizes potential drainage and groundwater problems.
- Further investigation and survey work is needed for the JHMR parcel to the north of WY22.
- This segment could be phased to combine construction with the 22/390 intersection project (scheduled for 2023) or it could be done as a standalone project.
- Segment Recommendation
 - Alignment as shown on Connectivity Exhibit
 - Provide an underpass approximately 400' east of Green Lane
 - Connect to existing pathway system via alignment along Beckley Parkway. Conduct additional survey and resource work to determine best route and minimize impacts.
 - Coordinate with WYDOT on the highway bridge replacement project to provide a connection to the southwest levee.

Summary of Key Challenges

- Fish Creek Crossing
 - Two options: new, separate bridge or allocate space on existing bridge
 - Work with WYDOT to refine options
- Wilson School Crossing
 - Safe, at-grade crossing of WY22 to access the Wilson School/HHR Ranch Road
 - Work with WYDOT to identify solutions; the current preferred option is a pedestrian-activated crossing beacon and speed reduction.
- Underpass east of Green Lane
 - Timing and coordination with WYDOT 22/390 project
- Connection to Stilson
 - Timing and coordination with JHMR, Teton County
- Connection to southwest levee
 - Coordination with WYDOT on highway bridge replacement project
- Pathway alignment from Hardeman to Green, and easement acquisition
- Overall project construction timing
- Funding

Stakeholder Analysis & Involvement:

The Phase 1 planning identified numerous stakeholder individuals and groups. See the full list in the Kickoff Meeting Notes attachment. The stakeholder involvement up to this point has focused on partner agencies at the kickoff meeting and field visit, including WYDOT, Friends of Pathways, the Wilson Advisory Group, Greater Yellowstone Coalition, and Wyoming Pathways. We performed outreach with the general public and local residents from River Hollow and the Wilson area at the Open House in September. Staff has also met individually with several property owners to discuss easements along the project corridor. Internally, Teton

**Board of County Commissioners - Staff Report**

County Planning and Teton County Parks and Recreation will be increasingly involved as the project design moves forward. There will also need to be significant coordination with WYDOT on the planning for Fish Creek and crossing WY22 at the Wilson School, and with JHMR and Teton County for connecting to the pathway at Stilson Ranch.

Fiscal Impact:

The project team has developed preliminary cost estimates for each segment as shown in the attached Engineer's Cost Opinion and summarized below. The total design cost for the proposed alignment is estimated at \$185,000 and the total construction cost is estimated at \$1,515,760. NOTE – these are preliminary cost estimates based on current (30%) design information:

Segment	Description	Design Cost (estimated)	Construction Cost (estimated)
Seg. 1 Option B	Ida Lane to Raptor Center – existing bridge	\$15,000	\$99,750
Segment 2-1	Pathway from Raptor Center to Green Lane	\$54,000	\$442,905
Segment 2-2	WY22 Crossing to Wilson School	\$31,000	\$123,950
Segment 3	Green Lane to Stilson, incl. WY22 underpass	\$85,000	\$849,155
Combined 1-3	Proposed Alignment Total Cost	\$185,000	\$1,515,760
Alternate – Segment 1 Option A	Ida Lane to Raptor Center – New Bridge	\$54,000	\$892,150

Staff Impact:

Significant staff time will be required for the next phase of the design process. The majority will be the Pathways Coordinator, but other Engineering staff (Amy Ramage and the Public Works Director) will also be involved. County Planning staff and Parks and Rec staff will also participate in permitting and design review.

Legal Review:

N/A

Staff Input / Recommendation:

For the next phase of the project, staff recommends taking the proposed alignment as shown on the Connectivity Exhibit to final design (i.e. ready for construction), recognizing that the key challenges noted above will need to be resolved and that the proposed design will require partner agency and landowner approvals. The recommendation includes Segment 1 Option B (allocating space on the existing Fish Creek Bridge for a protected pathway lane) and Segment 2.2 (an improved at-grade crossing option at the Wilson School/HHR Ranch Road). Staff recommends prioritizing construction of Segments 1 and 2 from Wilson to Green Lane with phasing of Segment 3 east of Green Lane to be determined later based on factors including the timing of design completion, Segment 1 and 2 construction, and the 22/390 project.

Attachments:

1. Wilson to Snake Pathway Connectivity Exhibit (1 page)
2. Kickoff Meeting and Field Visit Meeting Notes (6 pages)
3. Open House discussion notes and comment forms (16 pages)
4. Fish Creek Crossing Memo and Exhibit to WYDOT (3 pages)
5. Engineer's Opinion of Probable Cost (6 pages)



Jackson Hole Community Pathways Memorandum

RE: Path 22 – Wilson to Snake – Fish Creek Crossing

To: Keith Compton, WYDOT District 3 Engineer

CC: Sean O'Malley, Teton County Engineer; Aaron Japel, Jorgensen Associates

From: Brian Schilling, Town of Jackson and Teton County Pathways Coordinator

Date: January 11, 2019

Keith,

Teton County is developing designs for a multi-use (non-motorized) pathway on the south side of WY Hwy. 22 that will start in the town of Wilson and extend east toward Stilson Ranch and the Snake River. One of the key challenges to the project will be crossing Fish Creek as the pathway leaves downtown Wilson. The objective for crossing Fish Creek is to provide a safe facility that physically separates pathway users from roadway vehicles. The design process has highlighted two options for achieving this: 1) constructing a separate pathway bridge immediately to the south of the existing roadway bridge, and 2) reallocating space on the existing roadway bridge and installing a barrier to physically separate users in a protected lane.

Each option has its advantages, of course, so we are currently exploring the viability of both. In order to help us in our design process and conversations with the Board of County Commissioners, we would like to request input from WYDOT on creating a protected space for pathway users on the existing Fish Creek Bridge. I have attached a cross section of how this might be accomplished—recognizing that this represents a starting point to discuss possible layouts, and that the dimensions, specific barrier types, and other elements could be adjusted based on specific needs or concerns.

A recent project in Colorado (the Castle Creek Bridge Project) might serve as a model for considering our options, as it bears remarkable similarity to the scenario at Fish Creek. Colorado DOT partnered with the City of Aspen to reallocate space on the Castle Creek Bridge which has a posted speed limit of 25mph and ADT of 27,100 vehicles. Lane widths were reduced from 12 to 11 feet, and shoulders were reduced to 2.5 feet in order to accommodate a barrier-protected lane for cyclists and pedestrians. CDOT implemented a pilot project first to assess impacts to vehicular traffic and the effectiveness of the bike/ped improvements (shown as the top photo in the attached cross section). The protected lane was made permanent in 2018 (shown in the bottom photo). More information is available at <http://castlecreekbridge.com/>.

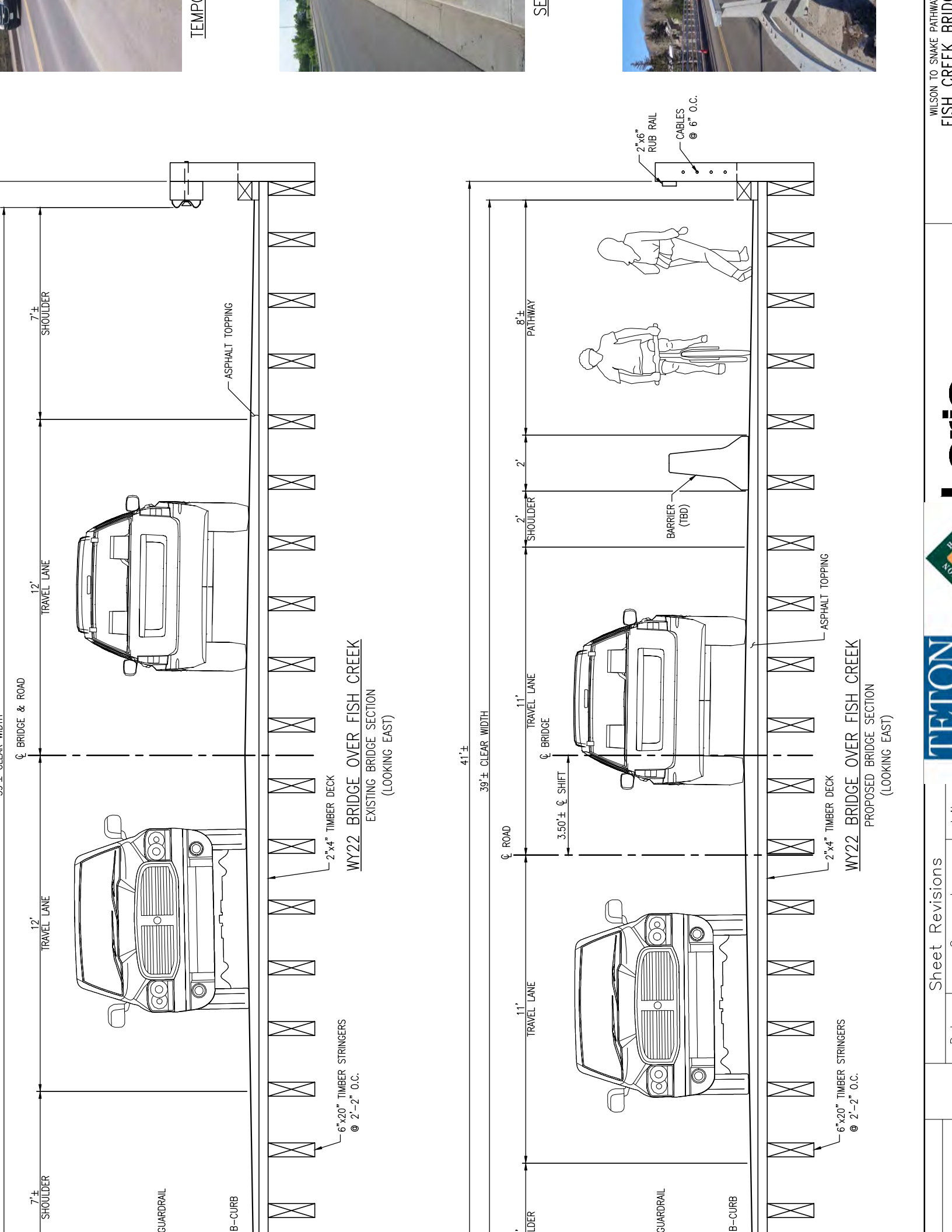
We have identified a few pros and cons to each option. This is not an exhaustive list by any stretch, and we would rely on your input to help identify the feasibility of this approach, especially with regards to the design, construction, and maintenance of a protected lane.

- Separate Pathway Bridge
 - Pros
 - Higher comfort for pathway users and likely a better overall experience due to increased separation from motor vehicles
 - Cons
 - Significantly higher cost
 - Construction challenges (complexity, overhead power lines)
 - Greater operational impacts during construction
 - Stream impacts
- Repurpose Existing Bridge
 - Pros
 - Significantly lower cost
 - Much simpler construction, fewer operational impacts
 - Reduces stream impacts
 - Could be implemented as a test/interim solution
 - Cons
 - Experience/comfort for cyclists and pedestrians not as good
 - Maintenance—snowplowing, sweeping, roadway?
 - Other?

We appreciate you taking the time to provide input on this and look forward to hearing from you. Please feel free to contact me or Sean O'Malley with any questions.

Thank you,

Brian Schilling





Mark Gordon
Governor

WYOMING Department of Transportation

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

3200 Elk Street, Rock Springs, Wyoming 82901



William T. Panos
Director

February 27, 2019

Brian Schilling
Town of Jackson and Teton County Pathways Coordinator
Teton County
P.O. Box 3594
Jackson, WY 83001

RE: Request for Pathway Crossing Over the WYO 22 Fish Creek Bridge

Dear Mr. Schilling:

I am in receipt of your Memorandum dated January 11, 2019 expressing interest in exploring the option of creating a safe space for pathway users on the existing Fish Creek Bridge at Reference Marker 5.4 on WYO 22 in the community of Wilson. The attached detail suggests a cross section that proposes to shift the centerline of the highway to the north approximately 3.5 feet and placement of a physical barrier along the south edge of the bridge to facilitate an 8 foot pathway. We have reviewed this request internally and offer the following comments:

Bridge Program: The additional weight of the concrete barrier railing does not affect the load rating. The concrete barrier needs to be pinned and have acceptable end terminals. The bridge railing on the pedestrian side would have to be replaced with a pedestrian railing.

Engineering Services: There is some concern about barrier options for this bridge. Portable concrete barrier is shown to have deflections from about 60 inches to 75 inches or more under the current crash testing standards (MASH), depending on the type of portable barrier. These tests are conducted at 62 mph and at 25 degrees. Wyoming 22 is posted at 25 mph across the bridge. Eastbound (EB) traffic, which would be adjacent to the bike path, increases in posted speed to 40 mph beyond the bridge, so it is not very likely the barrier would have as severe deflections as stated above, but still could be as high as perhaps two feet. Of equal concern would be snow plows possibly pushing the barrier to where it might narrow the bike path. It was mentioned above that pinning the barrier to further reduce deflections would be necessary, but most of the time that is done into a concrete bridge deck. In this case, the deck is timber with asphalt pavement on top. Therefore, pinning would not have sufficient anchorage and could lead to damage of the timber deck. Also, portable concrete barriers are typically only 32 inches tall, which could allow bicyclists to overtop the barrier and land in a traffic lane. Additionally, portable barriers don't have very large drainage scuppers, therefore water might accumulate on the traffic side of the bridge causing drainage problems. Finally, there is some concern about using turned down ends to terminate the portable barrier in this situation, so it may be necessary to consider costly crash cushions.

As stated above, the existing south side barrier would need to be replaced with a pedestrian rail, tall enough to detour bicyclists from falling off the bridge.

In the case of the Castle Creek Bridge project in Aspen, the final railing used to separate traffic appears to be a bridge railing system with the posts anchored into a concrete bridge deck. In the case of the Fish Creek Bridge, the deck is timber which really makes separation guardrail much more challenging.

Traffic: There appears to be an EB lateral lane shift to the north of about 5 feet and a WB lateral shift of 2 feet. The EBL shift is significant and would result in an "s" curve being placed in the horizontal alignment. This would violate driver expectancy and could be especially problematic in the winter in snow pack and/or adverse weather conditions.

Maintenance: Installing barrier on the bridge would narrow the bridge and potentially cause build up of snow that would result in added weight on the structure. Placing barrier as proposed would result in the EBL, and vehicles traveling down it, straddling the crown in the roadway. This would cause more issues in maintaining this roadway. Snow removal on the EBL would be plowed across the crown which would be difficult. The only effective way to remove snow on the bridge for that portion of the EBL north of the crown would be from the west bound direction crossing the centerline. This is not safe and is illegal.

In addition to the above comments, this structure is eligible for listing on the National Register of Historic Places. Modifications to this structure would be scrutinized to determine if they adversely affect this status.

Based on the above, I am not willing to allow the pathway to be placed on the highway bridge. I would encourage the County to pursue a separate bridge crossing of Fish Creek. There would be an opportunity to design and place the pathway on a new structure in the future, but this is not currently on WYDOT's radar. Let me know if you have any additional questions.

Sincerely,



Keith L. Compton, P.E.,
District Engineer
307-352-3031

cc: Amy Ramage, P.E. Teton County Engineer, P.O. Box 3594 Jackson, WY 83001
Bob Hammond, P.E., Resident Engineer, Jackson
Leroy Wells, P.E., District Construction Engineer, Rock Springs
Mark Gillett, P.E., Assistant Chief Engineer of Operations, Cheyenne
File

**Board of County Commissioners - Staff Report****Meeting Date:** January 27, 2020**Presenter:** Brian Schilling (Pathways and Trails Coordinator)**Submitting Dept.:** Public Works - Pathways**Subject:** WY22 Wilson to Snake Pathway – Phase 2 Design Report**Statement / Purpose:**

To update the Board on the WY22 Wilson to Snake Pathway project Phase 2 planning and design. To provide recommendations for next steps.

Background / Description (Pros & Cons):

The Board of County Commissioners approved a contract for Phase 2 design work in March 2019. The design is at a point where additional review and direction is needed to move the project to the next phase and prepare for construction. Design plans for Segments 2 and 3 are attached. Segment 2 from Fish Creek to Hardeman Lane is at 90% design and is ready to proceed to final design. Segment 3 from Hardeman to Stilson is between 50% and 75% design: the general alignment and underpass location are fairly well established (pending ongoing coordination with project partners like WYDOT and JHMR), but additional elements such as the detailed underpass engineering and the path alignment from Hardeman to Green Lane are not as far along and will require additional design and engineering. Staff will go over these items in detail and will also discuss permitting requirements related to wetland impacts and County environmental regulations. Staff will also provide updates on coordination with WYDOT, JHMR, and other project stakeholders. A summary for each segment follows below.

- **Segment 1 – Ida Lane/Downtown Wilson to the Raptor Center parcel (approx. 850')**
 - **Status:** On hold. The crossing at Fish Creek is unresolved.
 - **Recommendation:** postpone Segment 1 for the foreseeable future. In the meantime, the Wilson Area Corridor Study process currently underway should develop options with WYDOT and/or private property owners for crossing Fish Creek, and also develop options for a safe crossing of WY22 at HHR Ranch Road to the Wilson School.
 - **TBD/Unknowns**
 - Crossing Fish Creek—there are two options here to provide safe bicycle/pedestrian access to downtown Wilson: use the existing bridge or construct a new bridge south of the existing bridge. WYDOT was not open to the proposal to provide bicycle/pedestrian access on the existing Fish Creek Bridge. The private property owner on the south side of WY22 has not been receptive to granting an easement for a separate pathway bridge. At this time, there is no option available for dedicated access across Fish Creek, so the pathway will terminate east of Fish Creek for the time being.
 - **Next Steps**
 - Proceed with Wilson Area Corridor Study to resolve Fish Creek and HHR Ranch Road crossing issues.
- **Segment 2 - Raptor Center parcel to Green Lane (approx. 5120 feet)**
 - **Status:** 90% design complete through Hardeman Lane.
 - **Recommendation:** proceed with final design and construct in 2020 (as a standalone segment if necessary)
 - **TBD/Unknowns**
 - WYDOT/wildlife fencing alignment
 - Wildlife fencing will extend west to Wenzel Lane as part of the 22/390 intersection project. It is still to be determined if the fence is located north or



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south of the proposed pathway. Either alignment appears feasible west of Green Lane, but there are likely advantages to a south side alignment. (One fence vs. two fences—a north side alignment results in the pathway being wedged between two fences 15' apart—and possible conflicts between the pathway and cattle guards at the intersections).

- Hardeman to Green Lane
 - Easements from two property owners are needed. One property owner has been receptive but the easement still needs to be finalized. The other property owner has not yet indicated a commitment to granting an easement for the pathway.
 - Path alignment details, wildlife fencing location (north or south of the pathway), and pathway screening elements.
- **Next steps**
 - Determine wetlands impacts and develop wetlands mitigation plan (underway)
 - Teton County and Army Corps permitting
 - Project area is in the Scenic Resources Overlay (SRO) but not in the Natural Resources Overlay (NRO)
 - Plan to install culverts at ditches this spring/early summer
 - Coordinate wildlife fencing with WYDOT and other agencies (underway). This may need a formal request from Teton County to WYDOT.
 - Procure easements from Hardeman to Green Lane (ongoing).
 - Prepare construction plans (pending contract amendment with design team).
- **Segment 3 - Green Lane to Stilson (approx. 1755')**
 - **Status:** 50% design. WYDOT reviewed preliminary plans and recommended a change to the initial tunnel location, which is reflected in the latest plan set.
 - **Recommendation:** proceed with final design work and combine construction with Segment 2 if possible. However, if there are any design or permitting issues that would delay construction beyond 2020, then Segment 3 construction should be postponed to a future date and Segment 2 should be separated out for construction in 2020.
 - **TBD/Unknowns**
 - WYDOT/wildlife fencing alignment
 - There is a notable issue at Green Lane where the pathway and the cattleguard would likely overlap if the fence is located north of the pathway. This is not acceptable from a safety standpoint. Additional coordination with WYDOT is needed.
 - 22/390 Project grading and traffic diversion details
 - The pathway alignment east of Green Lane and the underpass could conflict with WYDOT's proposed temporary traffic detour as part of the 22/390 project. WYDOT's grading plans are still being developed, but additional coordination with WYDOT is needed.
 - Stilson parcel path alignment and easement
 - The County will need an easement from Jackson Hole Mountain Resort for the pathway that crosses the JHMR parcel north of WY22. JHMR has been provided the proposed alignment for consideration of granting an easement and the discussion is ongoing.



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- This parcel also requires more extensive planning and permitting with Teton County since it is in the Natural Resources Overlay and there will be wetlands and vegetation impacts.
- **Next steps**
 - Determine wetlands impacts and develop wetlands mitigation plan (underway)
 - Teton County and Army Corps permitting
 - Project area is in the Scenic Resources Overlay (SRO) and in the Natural Resources Overlay (NRO). This will require additional permitting with Teton County (EA).
 - The Stilson parcel is also under a Teton County Scenic Preserve Trust easement.
 - Coordinate wildlife fencing with WYDOT and other agencies (underway). This may need a formal request from Teton County to WYDOT.
 - Continue design work
 - Procure easement from JHMR for the Stilson parcel
 - Encroachment permit from WYDOT (for work in the WY22 right of way)

Stakeholder Analysis & Involvement:

The project team continues to work with identified stakeholders and partners, including: WYDOT, Jackson Hole Mountain Resort, various private landowners, Wyoming Game and Fish, Teton Conservation District, the Wilson Advisory Group, Friends of Pathways, and others. We are coordinating with these agencies on items such as overall pathway alignment, easements, wildlife fencing, wetlands mitigation, and construction timing.

Fiscal Impact:

Updated construction estimates were not available at the time the staff report was due, but will be provided at the workshop. An estimate and work plan for final design and permitting will also be provided.

Staff Impact:

Significant staff time will be required for the next phase of the design process. The majority will be the Pathways Coordinator, but other Engineering staff (Amy Ramage and the Public Works Director) will also be involved. County Planning staff and Parks and Rec staff will also participate in permitting and design review.

Legal Review:

N/A

Staff Input / Recommendation:

See recommendations listed above in the Background section. Summary recommendations are as follows:

- Proceed with final design for Segments 2 and 3. Pending direction from the Board, staff will provide a contract for final design for Board approval in February.
- Construct Segment 2 (and Segment 3 if possible) in 2020.
- Separate Segments 2 and 3 construction if needed (if Segment 3 would cause a delay in construction past 2020).
- Proceed with Wilson Area Corridor Study to resolve Fish Creek and HHR Ranch Road crossing issues in Segment 1.

Attachments:

1. Segment 2 plans (50%) – 15 pages
2. Segment 3 plans (50%) – 8 pages



MOVING TOGETHER

Pathway Connections Options Across Fish Creek (South Side)



Fish Creek Options

Activity
Needs
view

WYDOT
Memo
Review

Option 1:
Pathway Across
Fish Creek South
Shoulder

Option 2: Pedestrian
Bridge on South
Side of Fish Creek Bridge
(Within WYDOT
ROW)

Connectivity Needs

BICYCLE AND PEDESTRIAN CONNECTIVITY

LINEAR PEDESTRIAN FACILITIES

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

PEDESTRIAN CROSSING

Wilson has a grade separated crossing at the intersection of Fall Creek Rd and WY-22. This crossing is convenient for pedestrians, but there is one marked crosswalk on the east side of the intersection. Vehicle yielding compliance is reportedly poor as are reasons including:





10/19

John and Teton County Pathways Coordinator

33001

for Pathway Crossing Over the WYO 22 Fish Creek Bridge

ing!

of your Memorandum dated January 11, 2019 expressing interest in exploring the
ing a safe space for pathway users on the existing Fish Creek Bridge at Reference
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1. The additional weight of the concrete barrier railing does not affect the load
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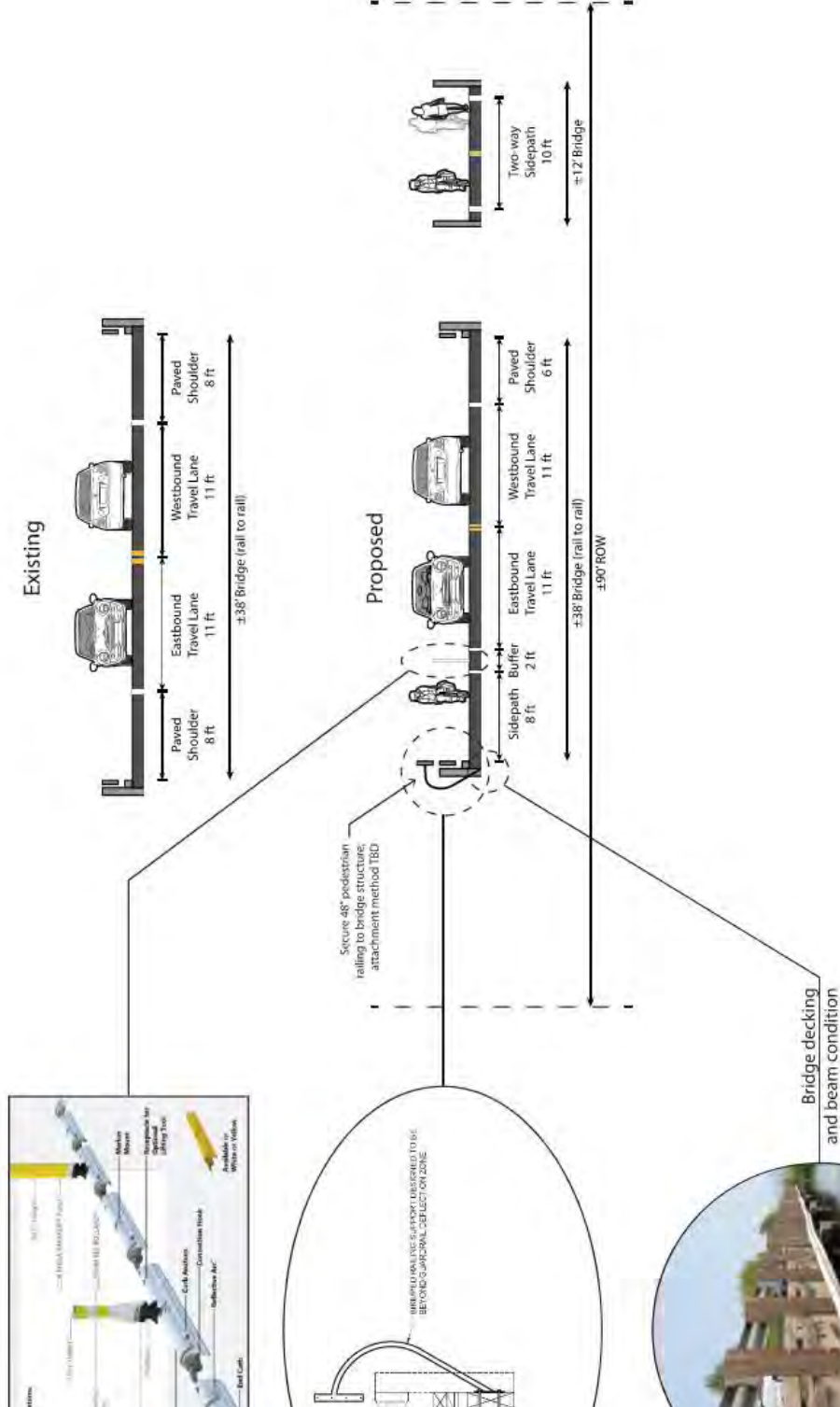
WYDOT Memo Review

Concerns of Initial Proposal:

1. Load Rating – Weight of concrete barrier
2. Concrete Barrier Wall
 - a) Concerns with Deflection
 - b) Concerns with snow plows pushing barrier wall into the shoulder pathway
 - c) Pinning/ anchorage of barrier wall into wood deck
 - d) Height of barrier wall between pathway and travel way
 - e) Drainage
 - f) End Terminals (Crash Cushion Costs)
3. Lack of Pedestrian Rail (South Side)
4. Traffic Shift Concerns (S-Curve)
5. Snow Removal
 1. Removal and weight concern
 2. Plowing would be across crown (if rigid concrete barrier)
6. SHPO (Eligibility for National Register of Historic Places)

Option 1

Pathway Across Fish Creek (Shoulder)



Approvals Required

1. WYDOT
2. SHPO

Approvals Required

1. WYDOT
2. SHPO

Order of Magnitude Costs

1. Quick Kurb: \$15,000
2. Pedestrian Rail: \$14,000
3. Striping: \$2,000
4. **Total: \$ \$31,000**



Option 1

Option 1: Pathway Across Fish Creek S
Shoulder

- Guidance criteria review
- Shoulder Use- Preferred / Most Effective Option
- Determination of maintenance responsibilities and winter v. summer maintenance accommodations

Section 5.2.2 Shared Use Paths Adjacent to Roadways (Side

The minimum recommended distance between a path and the roadway curb (i.e., face of curb) or edge of traveled way (where there is no curb) is 5 ft (1.5 m). Where a paved shoulder is present, the separation distance begins at the outside edge of the shoulder.

Where the separation is less than 5 ft (1.5 m), a physical barrier or railing should be provided between the path and the roadway. Such barriers or railings serve both to protect path users from making undesirable or unintended movements from the path to the roadway and to reinforce the concept that the path is an independent facility.

Width and Clearance

Minimum

width for a two-directional shared use path (3.0 m). Typically, widths range from 10 to 12.0 to 4.3 m), with the wider values recommended for areas with high use and/or a wider range of user groups.

dition, **a path width of 8 ft (2.4 m)** may be recommended for a short distance due to a physical constraint such as an environmental feature, bridge structure, utility structure, fence, and such.

WYDOT

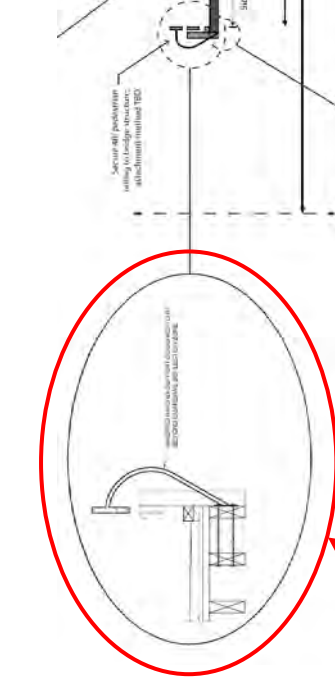
Memo

Review

Option

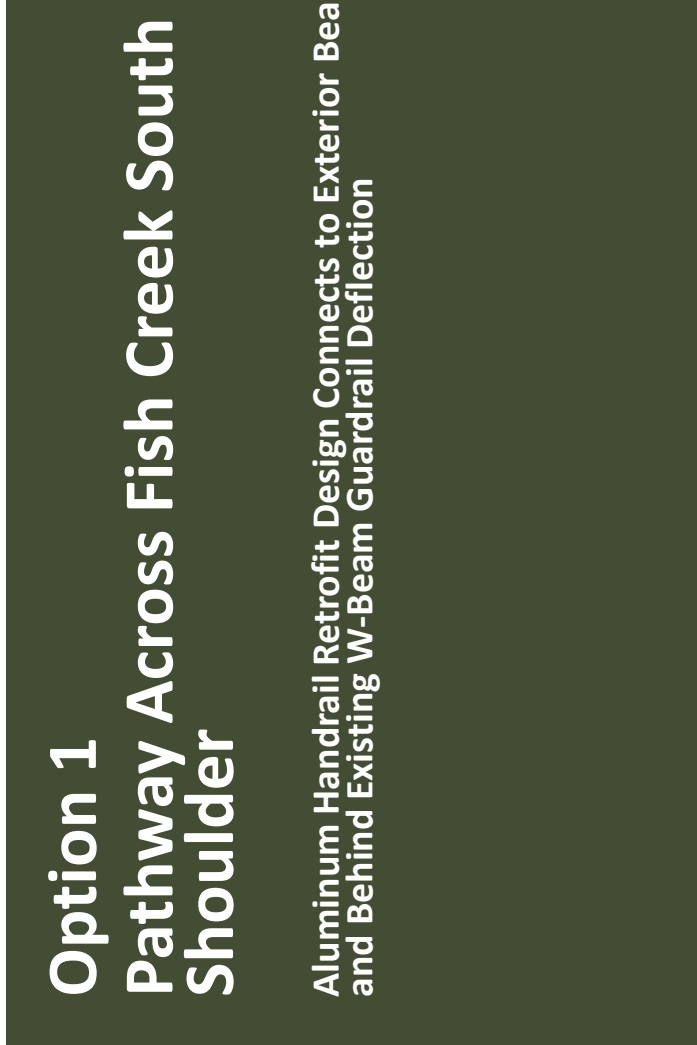
Solution

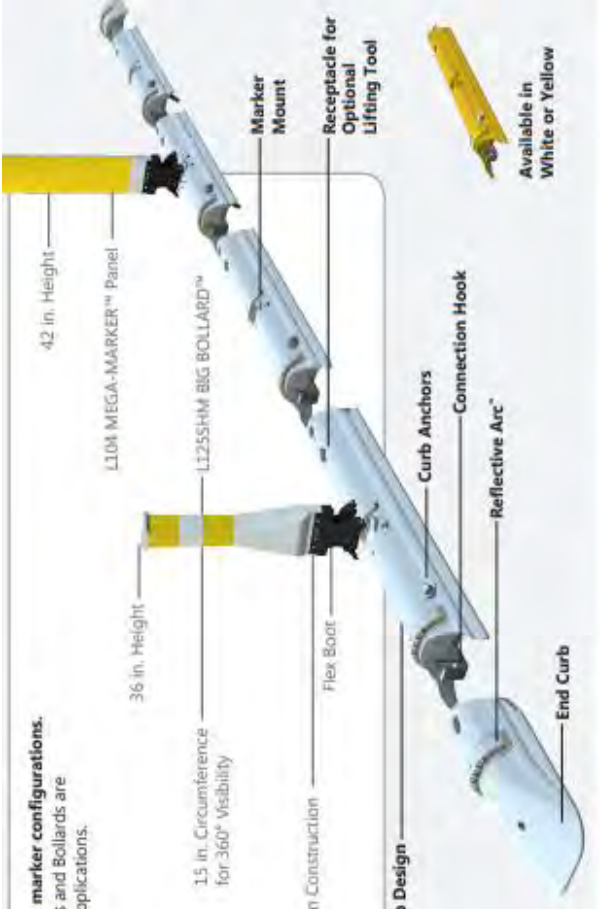
Proposal Concerns	Option 1 Solution
g	Changed from concrete barrier wall to Qwick Kurb & Aluminum Handrail
2. Concrete Barrier Wall	
with Deflection	Crash worthiness not required per guidance criteria. Qwick Kurb meets MASH / NCHRP-350 eligibility requirement adherence for TL-3 and meets intent of barrier separation
concerns with wall	Flexible and open channelizing Qwick Kurb does not impound snow – OR- option to remove in winter
anchorage	Qwick Kurb can be anchored at each end off of the bridge deck without bridge anchors (Can explore minimal number of pins within deck to minimize maintenance re-sets while not damaging underlying deck)
barrier wall next to travel lane	No height requirement for proposed barrier separation
	Openings can be accommodated for positive drainage as desired with no end anchorage or crash cushion required
als (Crash Cushion Costs)	Not required with proposed Qwick Kurb
estrian Rail (South Side)	Proposed Aluminum Handrail (Outside Deflection of Guardrail)
t Concerns (S-Curve)	Acceptable shift can be accommodated with BUILD project construction
oval (Weight from build-up and WB lane concerns)	Open barrier (Qwick Kurb) allows for snow plowing in EB lanes with no impact to operations or build-up. Maintenance responsibilities TBD and option to remove Qwick Kurb in winter months
IP Eligibility Determination)	SHPO determination pending



Min. dimension

THROUGH





KURB continuous raised curb system is used to
motorists are more are discouraged from driving
cycle and pedestrian areas.



SYSTEM CAN WITHSTAND MULTIPLE IMPACTS
Each durable raised curbing element is designed to be anchored to the road surface and interlocked with other elements to create a permanent bond with the roadway. A heavy-duty hook is molded directly into the curb to further strengthen the system. The two-tier profile is designed to help keep curbing stationary during run overs. In addition, continuous curbing is only 10 5/8" wide making it ideal for urban environments.

MAINTENANCE-FREE CONTEXT SENSITIVE DESIGN
QWICK KURB Continuous Curbing is designed to be installed year round in all climates. The durable design means maintenance is not required for regular use. The QWICK KURB System optimizes safety for both bike riders and motorists while preserving the aesthetic of the surrounding environment.



CONTINUOUS
AND CHANNELIZING

QWICK
CHANNELIZING

Option 1 Pathway Across Fish Creek South Shoulder

Qwick Kurb "Bike Lane" Channelizing System



PRATT

truss style is the Pratt. A parallel chord truss with diagonal members slanting toward the ends and separated by verticals. Double diagonals can be added at additional expense. Single members. Multiple spans are near flat.

QUOTATION

06/09/21



Wheeler Lumber LLC
9534 W 78th Street, Ste. 100 | Minneapolis, MN 55344
Matt Winters | Sales - Engineered Products
mwinters@wheelerlbr.com | 612.249.0838

Truss Recreation Bridge – Timber Deck Option

10'	Finish:	Weathering (SP 7)	Weld Code:	AWS D1.1
10'	Web:	Print	X-Section:	H-Shape
Vehicle Load:	ASHTO	Design Code:	AASHTO LRFD	
Rail Spacing:	ASHTO	Rail Material:	Steel angle	
Hand Rail:	None	Lifting Weight:	132,700 lbs.	
Field Splices:	3	Bearings:	Stainless/iron	
Specs:	DF	Treatment:	CAC	

Bridge is shipped with decking installed. Lifting weight is for fully assembled bridge. All steel deck piers and grill and epoxy anchor system (bolts, nuts, washers and epoxy for anchoring, installation, approach railing or substructure design details). Does not include the cost of unloading, installation, approach railing or substructure design details.

Lump sum / ea... \$ 382,475.00

Truss Recreation Bridge – Concrete Deck Option

10'	Finish:	Weathering (SP 7)	Weld Code:	AWS D1.1
10'	Web:	Print	X-Section:	H-Shape
Vehicle Load:	H-S	Design Code:	AASHTO LRFD	
Rail Spacing:	ASHTO	Rail Material:	Steel angle	
Hand Rail:	None	Lifting Weight:	132,700 lbs.	
Field Splices:	3	Bearings:	Stainless/iron	
Reinforcement:	6,300 lbs.	Concrete Qty:	32' cy	

Concrete and reinforcement by others. Quantities are subject to change based on final design and site conditions. All steel deck piers and grill and epoxy anchor system (bolts, nuts, washers and epoxy for anchoring, installation, approach railing or substructure design details). Does not include the cost of unloading, installation, approach railing or substructure design details. Lifting weight is for fully assembled bridge without concrete and reinforcement.

QUOTATION

08/09/21

PRATT

Pratt truss bridge assumed. Bridge includes timber abutment pile, timber backing, pile cap, wingwall cap, etc. Bridge to attach to timber pile cap. Pile assumed to be 18" in length with a 16" wide abutment pile cap. Piles assumed for each abutment. All steel deck piers and grill and epoxy anchor system (bolts, nuts, washers and epoxy for anchoring, installation, approach railing or substructure design details). Does not include the cost of unloading, installation, approach railing or substructure design details. Lifting weight is for fully assembled bridge without concrete and reinforcement.

and a survey of the site be required for Wheeler to design & supply timber abutments. All site preparation and foundation work will be done prior to treatment. All hardware is not shipped guaranteed.

Lump sum / ea... \$ 27,390.00

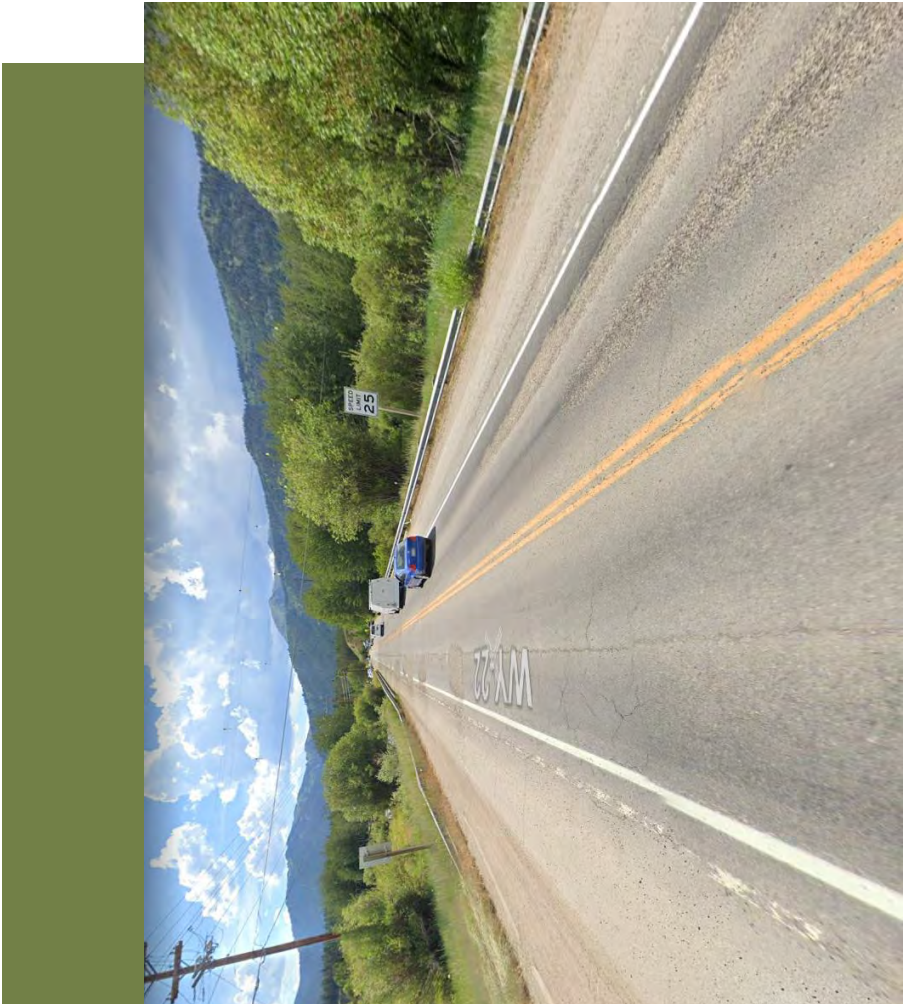
Option 2

Pedestrian Bridge on South Side of Fish Creek Bridge (Within WYDOT ROW)

Work Element	Cost
Pratt Bridge	
Abutments / Piles	\$450,000 - \$
Asphalt Pathway Connectivity / Striping	
Substructure Design/Bridge Installation/ Site Prep/ Abutment & Pile Construction	\$400,000 - \$
TOTAL	\$850,000 - \$1

Approvals Required

1. WYDOT
2. Teton County



Summary

Pathway Connection Options Across Fish Creek (South Side)

Option 1 meets WYDOT criteria / regulatory requirements and is proposed for WYDOT conceptual approval and placed into Wilson Multi-Modal Corridor Study Report for County Commission Acceptance and for advancement into design and construction with TMCI BUILD Project

Option	Cost Estimate
1: Shoulder Use	\$30,000 - \$40,000
2: New parallel ped bridge	\$850,000 - \$1,000,000

SHORTHAND WYDOT/ TETON COUNTY MEETING MINUTES- OCTOBER 8 MEETING

WHAT: Teton County and WYDOT Pathway / Underpass/ Wilson Coordination Meeting
WHEN: October 8, 2021
ATTENDEES: WYDOT: Pete Stinchcomb and Keith Compton
TETON COUNTY: Heather Overholser, Amy Ramage, Brian Schilling
BUILD CONSULTANT TEAM: Bill Jones (Jorgensen Associates), Joe Lovett (Jorgensen Associates), Dave Foster (Alta Planning + Design)

Note: Black text = original agenda/ discussion items

Red text = notes taken during the discussion

1. **WY- 22 Underpass**

- a. Confirm disposition of Green Lane at-grade crossing proposal for pedestrian maintenance of traffic – **Not an acceptable option to pursue**
- b. Construction phasing opportunities of the underpass/ Segment 3 within WYDOT contract (Confirm preliminary discussions that it can be an initial construction item, preferably in spring 2023 if contract lets in November 2022? Discuss contract mechanisms
 - Pete stated that he and Bob spoke and they are planning to get Segment 3 of the pathway (which is the underpass segment) into the WYDOT Snake River Bridge contract and construct as early as possible in calendar year 2023....Pete / Keith to confirm internal discussions on how to make it happen. Heather asked if Pete could send her a confirmation.
 - Pete thought the On-System Enhancement (TeAS) decision is hopefully occurring soon.
 - NEPA coordination will need to occur to tie the WYDOT project and the Wilson to Stilson project together but does not seem to be a large challenge. If there are concerns with wetlands or impacts, instead of a pathway from Green Lane up to Stilson (including the underpass) put into WYDOT contract, the option would be to pull back WYDOT construction limits to just underpass "box" itself.
 - Next Steps: Nick Hines looking at NEPA, then be prepared to coordinate design efforts, limits, specs, traffic control phasing to match the WYDOT project efforts, need to synchronize schedule and "who/ how the opening happens". Next steps needed to close the loop on fencing, right-of-way parcel coordination, etc. to make clean package and get PS&E done.
- c. Next steps with plans, specs, limits, ARS – Discuss details of who does what for plans / specs
 - Waiting for Nick Hines review in item b. and then SME meetings with the technical team members can occur.

SHORTHAND WYDOT/ TETON COUNTY MEETING MINUTES- OCTOBER 8 MEETING

- Can wildlife fence installation prior to pathway happen? May not be feasible with timing if pathway goes to construction in 2022, but can continue to coordinate that operation...May need to close pathway at times if it opens to pedestrians prior to fence installation to allow for fence operations to minimize damage and ped / work zone conflicts.

2. Fish Creek Bridge Pathway Connectivity

- a. Disposition of providing pathway across the south side of existing Fish Creek bridge utilizing Qwick Kurb and bridge railing
 - Being discussed internally with WYDOT- may be opportunity to advance it...Pete recommended setting up SME discussion.
 - MOU for maintenance / any other agreements would need further discussion.
 - Discussed removing Kurb and Ped drop-off handrail in winter to minimize damage and maintenance hardships in winter.
 - Need to review the merits of removing Kurb and handrail in winter even if pathway is closed because pedestrians/ bicycles may still use it on their own.
 - NEXT STEPS: Requested a decision from WYDOT on south shoulder option by end of October. Options include adding a certain limiting duration of shoulder use be in an agreement as a more permanent structure option is explored.
- b. Opportunities to advance the NEPA and construction of a new Fish Creek Bridge, with Teton County providing funding for this effort and paying for NEPA and contribute to construction? Any other bridge maintenance/ safety options to replace just the bridge in this scenario as well to construct bridge within next 5 years with pedestrian pathway part of the bridge?
 - Keith found that it is not on bridge replacement schedule. It won't be replaced with any existing plans. if advanced asap, County offered to explore paying.
- c. Pathway connectivity option of separate pedestrian bridge within WYDOT ROW constructed with BUILD project
 - Overhead utilities an issue to review if new bridge goes in? Design team to review
 - Pete and Keith did not have any concerns with placement of pedestrian bridge in WYDOT ROW and it was noted if a new bridge ever was constructed in the future, the pedestrian bridge can be taken and used on other County projects
 - County also discussed an option to approach the property owner on west side of Fish Creek and discuss a small easement to allow for the placement of a pedestrian bridge in an ultimate location that would be outside any potential future WYDOT 3-lane bridge widening. This would require BOCC involvement and if not advanced, the option to place in WYDOT ROW is still viable.

3. WY-22 At Grade crossing at 2nd Street/ HHR Ranch

- a. Discussion on recent correspondence, potential new speed study status
 - Darin Kaufman and technical team is currently gathering data and in the midst of the speed study analysis
- b. Renewed safety discussion on FHWA and WYDOT criteria and opportunities for at grade pedestrian crossing based on similar applications on other WY state highways
 - Briefly reviewed FHWA criteria and other local, regional, and national placements of at-grade crossings with RRFB/ other regulatory devices.
 - There is a concern with the traffic volumes and saturation that could cause challenges with reducing the number of gaps and conflicts with vehicles by creating a sanctioned pedestrian crossing that is not there now. At the technical and District level, it is not endorsed.
 - Multiple discussions about grade separated options and preference to pursue that option as it has been done in other similar applications.

4. WY-22 future expansion accommodation with pathway placed in ultimate location

- a. Review of proposed pathway location on north side of WY-22 east of Fish Creek bridge and the proposed accommodation of any potential WYDOT 3-lane typical sections in the future
 - Dave Foster briefly previewed the typical sections produced that illustrate the pathway on the east side of Fish Creek along WY-22 can be constructed in the ultimate location without requiring future reconstruction if WYDOT ever widens to a 3-lane typical section.
 - Dave illustrated the roadway typical can be curb and gutter, or a variation of differing shoulder widths and center line adjustments to make this geometry work.
 - Pete stated that Director Reiner was personally interested in the corridor, so Pete wanted to review them and get leadership concurrence on the concept and placement.

Add-on: Heather extended the invitation to have Director Reiner join the County in a meeting / BOCC meeting

SHORTHAND WYDOT/ TETON COUNTY MEETING MINUTES- OCTOBER 8 MEETING

CRITICAL PATH ACTION ITEMS

ACTION	BY WHO	BY WHEN
WY-22 Pedestrian Underpass Limits and NEPA synchronization decision	Nick Hines / Pete S.	In Review
WY-22 Underpass ARS Agreement Confirmation	Pete S. / Bob Hammond	Pending
Fish Creek Bridge South Side Shoulder Use Decision	Keith Compton / Pete S.	Requested by end of October
Ultimate Pathway Location Concurrence	Dave Foster sends typical sections to Pete S. for approval	Dave sends by 10/15/2021. Requested decision by end of October



Mark Gordon
Governor

WYOMING Department of Transportation

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

3200 Elk Street, Rock Springs, Wyoming 82901



K. Luke Reiner
Director

November 1, 2021

Teton County and BUILD Grant Team

RE: Fish Creek Bridge and Pedestrian Pathway

Dear Heather Overholser and BUILD Team,

I am writing you today in response to the Fish Creek Structure and the Pedestrian Pathway interaction that was discussed in our meeting in Rock Springs on October 8th, 2021. In this meeting we (Teton County, Build Grant Team, Keith Compton and I) discussed options for routing the pathway over the river on the south side of Highway 22 and the challenge/concerns of the different options. After discussing these options with the District, Executive Staff and the major parties of the WYDOT team, the following is our decision on the options discussed:

Option 1 presented to WYDOT is routing the path up onto Highway 22 and directing pedestrian and bicycle traffic across the structure via the shoulder of the roadway. This is apparently the preferred option of the County. It would entail the installation of "Quick Curb / Delineators," a bolt on pedestrian railing, and a shift of the highway centerline to accommodate this option. The mountable curb and reboundable markers would clearly delineate the location of the pathway relative to the vehicle lanes that currently exist. The pedestrian railing is proposed to provide fall protection for pathway users, and act as a barrier to the edge of the structure. Lastly, a shift of the horizontal centerline would be necessary to accommodate the width needed for the different types of pathway users.

The advantages of Option 1 are that it is a quick install and could be operational almost instantly, it requires less design and engineering, and it is by far the most cost-effective option at this time.

However, the disadvantages are just as apparent in this case. With Highway 22 being over 10,000 vehicles per day, this lends itself to being a very dangerous situation to our most vulnerable user, the pedestrian. In the case of Option 1, the pedestrian will be placed in an 8-to-10 foot slot of roadway with no effective physical barrier to protect them from any type of vehicle interaction. The proposed lateral shift in the highway centerline may actually need to be an additional 1.5 to 2' for shy distance from the lay down/mountable curb. The centerline shift increases the potential for a vehicle to depart from their lane due to road conditions or distracted driving. The pathway user will not have any type of escape route should an errant vehicle encroach upon the pathway.

We also know from previous investigation (reference the letter from the District Engineer dated Feb 27, 2019) that a concrete barrier cannot be utilized to provide the physical separation.

I regret to inform you, WYDOT is not in favor of Option 1. The traffic volumes in this area are just too high and this Option exposes the most vulnerable users to too much risk. We feel this

Option is also not suitable for a short period of time, as we discussed, while Option 2 could be explored.

Option 2, which has been presented to WYDOT, is a full separate structure to the south of the WYDOT structure within the WYDOT right-of-way. This entails the county designing and building the necessary parts of a full pedestrian structure and will require structural abutments, a structure that can span the creek fully and enough land to place this structure.

The advantages here are also apparent. This will protect the vulnerable user from the adjacent traffic. It is a separate facility that can be more easily and safely maintained, and as we all agreed at the meeting, this will provide a much better experience for the user.

The disadvantages are also apparent. This will require much more design work, and it will come at a much higher cost to the county. The one not so apparent disadvantage is the fact that when Highway 22 is rebuilt in this area, the structure would likely need to be removed from this location to allow for a new highway structure over the creek. However, when/if the highway structure is replaced in the future, a pathway would likely be incorporated into the structure and will properly keep the safety of the user as a top priority. In this case it may be advantageous for the county to install a portable or more easily removed and reset type structure that could be used at a different location.

Option 2 is acceptable to WYDOT and is the preferred option.

To recap, Option 1 of installing the Qwick Curb and running pedestrians and bicyclists over the existing structure, even for a short period of time, is not acceptable to WYDOT. Option 2 of installing a separate structure immediately to the south of the highway is acceptable. As always, we can discuss the details and I am always available to answer questions and discuss items further.

Thank you for your time and thank you for allowing us the time to evaluate all options in this matter.

Sincerely,

A handwritten signature in black ink, appearing to read 'Peter Stinchcomb', with a large, stylized loop at the end.

Peter Stinchcomb
District 3 Construction Engineer
3200 Elk Street
Rock Springs, WY 82901
peter.stinchcomb@WYO.gov
307-352-3032

cc: Tory Thomas, P.E., D3 Interim District Engineer, Rock Springs
Mark Gillett, P.E., Chief Engineer, Cheyenne
Tom DeHoff, P.E., Assistant Chief Engineer, Cheyenne
Bob Hammond, P.E. Resident Engineer, Jackson

Attachment 13-11.09.21 Teton County-WYDOT Meeting Notes

WYDOT meeting

11-9-2021

In attendance: Keith Compton, Bob Hammond, Pete Stinchcomb, Amy Ramage, Heather Overholser

Follow up on meeting Natalia Macker and Luther Propst had with Director Reiner, Mark Gillett and Alyssa on 11-8-2021

WYDOT's goal - Safety and synchronization – how do we complete these projects in sync so that we don't build pathways that send people to a location where they can't safely cross?

WYDOT is proposing:

- 1) Green Lane pathway tunnel – WYDOT will complete by (at the latest) 10-2023, but possibly as early as July.
 - a. WYDOT will cover the cost of the entire box as part of their 22-390 project. No ARS necessary. This will be part of WYDOT project, funded by project funds. They will take our plans and put them into their plans.
- 2) County will build Wilson-Stilson pathway concurrently, with similar completion date – October 2023.
- 3) Fish Creek Bridge – WYDOT will not allow a protected shoulder on the existing highway bridge for pedestrians and cyclists, as the County requested. WYDOT is asking County to use BUILD funds to install temporary bridge structure within WYDOT ROW on the south side of highway bridge; County to construct bridge as part of the Wilson-Stilson pathway project in 2022-2023.
 - a. County still approach the Kayems to see if they will provide easement so that it could potentially become a permanent structure. In that case, WYDOT would not need to include pedestrian on the new highway bridge when it is constructed.
 - b. If in WYDOT ROW and not a permanent structure, WYDOT would only need pedestrian area on the south side of the bridge because pathway users could use the pedestrian bridge on the north.
 - c. County complete pathway project in sync with these other elements – bridge, underpasses, etc.
 - d. County will install pedestrian bridge on north side of highway bridge – either in the pathway project or the Wilson downtown improvements project.
- 4) HHR Ranch pathway underpass – WYDOT will provide \$400K toward this underpass – grade separated crossing at HHR Ranch Road. Tie into school property on the north side.
 - a. Target is to have this complete in October 2023, in sync with the completion of the other projects.
 - b. All of the funds will be 100% state money. Proposed as a separate project, not part of the BUILD grant and only funded with state and local county money.
 - c. WYDOT Geology is trying to get a handle on groundwater in the area.
 - i. WYDOT is doing groundwater level piezometer tubes. WYDOT will be regularly checking water levels.
 - ii. Amy requested that they have their folks so all Geotech. Keith will check.
 - d. County would lead design and construction, and WYDOT would provide funding.
 - e. Enhancement co-op agreement? WYDOT is providing funding only.

- f. Pete suggested WYDOT bid out the underpass as a separate state-funded project, with the county contributing anything over \$400k. Keith will check.
 - g. Amy asked if WYDOT can have a consultant design project. This would be similar to TTC consultant. *****KEITH WILL GET BACK TO US ASAP.
 - h. *****ASK ALYSSA - County puts this out for RFP for consultant or do a task work order for Jorgensen? This must happen immediately!
 - i. *****COUNTY will need to put design and underpass (\$400K from WYDOT) in CIP and budget!!!!!!
- 5) *****Keith will follow up regarding how County and WYDOT will document this overall proposal and acceptance.
- 6) Tribal Trail
 - a. Pete, Bob and Keith will have a more in-depth discussion with Director Reiner and Mark Gillett and will clarify moratorium of new access permits on 22, with TTC being the exception.
 - b. *****Keith will follow up with Heather and Amy on this – likely week of Nov. 15.
- 7) NEPA process for 22 – Advance schedule one year to start NEPA in October 2022 (beginning of WYDOT FY2023)
- 8) Munger Mountain School – concern expressed by Propst – WYDOT has committed to looking into striping in a deceleration lane on the west side (south-bound). This would be after it is fully-striped as a 5-lane. Final lift of pavement on S89 south section will not go in until summer 2022. This re-striping would not happen until then.
- 9) Truck arrestor – WYDOT is planning to put this in the FY2024 STIP.



WYOMING Department of Transportation

"Provide a safe and effective transportation system"

5300 Bishop Boulevard, Cheyenne, Wyoming 82009-3340



November 24, 2021

Natalia D. Macker
Teton County Commission Chairwoman
P.O. Box 3594
Jackson, WY 83001

RE: Wilson to Stilson Pathway Meeting and On-system Enhancement Funding Request

Dear Chairwoman Macker:

I am writing as a follow up to our meeting on November 8, 2021, regarding the Wilson to Stilson Pathway that is currently a part of the BUILD Grant the County has received. I appreciate the willingness of yourself and Vice-Chairman Propst to meet with WYDOT Chief Engineer Mark Gillett and myself. In addition, WYDOT has received a letter of request from Ms. Heather Overholser dated September 13, 2021, concerning on-system enhancement funding for the proposed pathway structure near Green Lane just west of the intersection of WYO 22 and 390. This letter will also serve to document the direction of our conversation regarding the funding and construction of this structure.

As stated in our meeting, WYDOT has concern with the planned design and construction of the pathway. This concern centers on the safety of the pathway user as they approach and enter the highway right-of-way. Three specific locations were discussed: the crossing of Fish Creek, the highway crossing at HHR Ranch Road, and the highway crossing east of Green Lane. Below is a brief summation of each location and a recap of our discussions.

Fish Creek – This crossing has been a point of discussion during the planning and design of the pathway from the beginning. Specifically, the south side crossing does not have the needed property to provide a separate crossing outside of the highway right of way. WYDOT has worked closely in the review of various options to bring the pathway up onto the highway structure but ultimately has concerns over the safety of the pathway user and length of exposure immediately adjacent to traffic even if used as a temporary solution. County Staff have suggested, and WYDOT agreed to, the option of utilizing a separate pathway bridge placed within the highway right-of-way as close to the existing highway bridge as feasible. The County will fund this structure at 100 percent. BUILD grant money, previously committed to the Green Lane concrete box underpass, could be available for this structure (see the discussion below). The new pathway bridge would be constructed prior to, or concurrent with, the new pathway.

HHR Ranch Road Crossing – Options originally proposed at this location involved an at-grade crossing. WYDOT has concern over the safety of the pathway user should an at-grade crossing be pursued here. The large volume of traffic this section of WYO 22 experiences, combined with the often false sense of security an at-grade crossing provides, exposes someone crossing the highway to significant risk. This issue is even further amplified with school-aged children. WYDOT will not authorize an at-grade crossing of WYO 22 at this location. There was a general consensus from those at the meeting that a grade separated crossing is best at this location. Investigation of the existing site conditions is necessary to further the design of an underpass structure given the probability of ground water at this location. WYDOT offered to provide \$400,000 of enhancement funding toward the construction of this separated crossing structure provided it is constructed prior to, or concurrent with, the new pathway.

Green Lane East Crossing – It has been previously discussed that there could be a benefit in constructing this underpass box structure on the upcoming WYDOT Snake River Bridge and WYO 22/390 Intersection project. WYDOT and Teton County Staff have been working together closely to determine the best way to add this work to the project to ensure minimal impact to traffic, optimize funding due to economy of scale, and ensure the structure is in place prior to or concurrent with the completion of the pathway. WYDOT is in agreement to add this work to the project. In addition, WYDOT is proposing to pay for 100 percent of the cost to construct the underpass box provided this crossing structure is constructed prior to, or concurrent with, the new pathway.

Thank you for your positive feedback and being receptive to the proposals offered by WYDOT for the HHR Ranch Road and Green Lane East crossings. It is a common goal for the County and WYDOT to ensure the safety of the pathway user and making sure the Wilson to Stilson pathway is not completed without safe crossings in place is important to meet this goal. To accomplish this, the completion of the pathway may need to be delayed until the end of October 2023.

The next step needed to document our discussions is to draft an MOU for review by the Board of County Commissioners. WYDOT will begin this process immediately. In the interim, I would request a written letter of concurrence with the proposals offered by WYDOT and subsequently outlined in this letter. This will aid in the timely execution of the MOU.

I want to thank you and Vice-Chairman Propst for your time, genuine concern and open discussion on these issues. It is WYDOT's plan to continue this cooperation and collaboration with Teton County to ensure a successful pathway project.

Sincerely,

A handwritten signature in dark ink, appearing to read "Luke Reiner", written in a cursive style.

Luke Reiner
WYDOT Director

cc: Luther Propst, Teton County Commission Vice-Chairman, Jackson
Heather Overholser, Teton County Director of Public Works, Jackson
Mark Gillett, P.E., Chief Engineer, WYDOT, Cheyenne
Tory Thomas, P.E., Interim District Engineer, WYDOT, Rock Springs



BOARD OF COMMISSIONERS

Natalia D. Macker, Chair
Luther Propst, Vice-Chair
Mark Barron
Greg Epstein
Mark Newcomb

December 20, 2021

Retired Maj. Gen. K. Luke Reiner, Director
Wyoming Department of Transportation
5300 Bishop Blvd.
Cheyenne, WY 82009-3340

Re: Wilson to Stilson Pathway Meeting and On-System Enhancement Funding Request Letter

Dear Director Reiner:

I am writing on behalf of the Teton County Board of County Commissioners in response to your letter dated November 24, 2021 regarding the Wilson to Stilson Pathway and crossings of WY-22 and Fish Creek. Teton County appreciates WYDOT's innovative approach to resolving the safety concerns around pedestrian and cyclist crossings of WY-22.

Teton County is writing to provide concurrence with your proposal. We accept WYDOT's offer to fund and construct the Green Lane pathway underpass as part of the Snake River Bridge/22-390 intersection project, as well as provide \$400,000 of State funds for the grade-separated pathway crossing near the Wilson School. Teton County commits to constructing the pathway from Wilson to Stilson, and a pathway bridge over Fish Creek to the south of the highway bridge. Teton County also commits to providing local funding to cover all costs associated with the Wilson School grade-separated crossing, beyond the \$400,000 committed by WYDOT. The Board will have staff work in good faith to achieve a target completion date for all of these projects of October 31, 2023, understanding that WYDOT commits to adhere to the same completion date for the Green Lane pathway underpass.

Of note, the grade-separated pathway crossing of WY-22 at the Wilson School has challenges that introduce project uncertainty. This effort will require significant coordination between WYDOT and Teton County staff to succeed and has outside influences (right-of-way needs, sewer line, etc.) that may affect the project development process. If fatal flaws or timing constraints are identified during the project development process, County staff will immediately work with WYDOT staff to devise a solution.

We request that WYDOT staff provide a draft MOU, as outlined in your letter, to Teton County Public Works staff, which will be brought in front of our board for approval. Again, thank you for your cooperative approach to providing these important infrastructure resources for the Wilson area.

Sincerely,

Natalia D. Macker
Chairwoman
Teton County Board of County Commissioners

**Board of County Commissioners - Staff Report****Meeting Date:** April 12, 2022**Presenter:** Heather Overholser**Submitting Dept:** Public Works**Subject:** Consideration of MOU with WYDOT for WY-22 Pathways and Crossings

Statement / Purpose: To consider a Memorandum of Understanding between WYDOT and Teton County, WY related to the Wilson to Stilson pathway and crossings of WY-22 and Fish Creek.**Background / Description (Pros & Cons):** On December 6, 2021, the County Commission approved a letter of agreement in response to a proposal from WYDOT for the planning, design and construction of the Wilson to Stilson Pathway, including two grade-separated crossings of WY-22 and one bridge over Fish Creek. The Commission requested that WYDOT provide an MOU to formalize the agreement, which is being brought to the Board for consideration. Specifically, the MOU includes:

- WYDOT funding and constructing the Green Lane pathway underpass as part of the Snake River Bridge/22-390 intersection project (County is responsible for the planning, NEPA and design);
- Teton County constructing the pathway from Wilson to Stilson and a pathway bridge over Fish Creek to the south of the highway bridge, funded in part by the BUILD grant; and,
- Teton County planning, designing, and constructing (if found to be feasible) a grade-separated (tunnel or overpass) pathway crossing of WY-22 at the Wilson School, for which WYDOT has committed \$400,000 of State funding. Teton County will provide local funding to cover all remaining costs for the Wilson School grade-separated crossing.

Lastly, the MOU commits Teton County and WYDOT to a target completion date of October 31, 2023 for all project components identified in the MOU.

Stakeholder Analysis & Involvement: Teton County staff has worked in close collaboration with WYDOT, the Wilson Advocacy Group and the Downtown Wilson Multi-Modal Steering Committee on these projects.**Fiscal Impact:** WYDOT will fund 100% of the costs for construction of the pathway tunnel east of Green Lane. Teton County will be responsible for funding the planning, design and construction of the Wilson to Stilson pathway, including the bridge over Fish Creek, as well as the grade-separated crossing of WY-22 at the Wilson School, with the exception of \$400,000 from WYDOT State funding.

- Wilson to Stilson Pathway and Fish Creek Bridge (BUILD project): The original budget in the BUILD Grant application was \$1,431,060. The revised construction estimate for this project is \$1,750,000. BUILD will provide \$1,045,395 in funding, leaving \$704,605 to be funded by Teton County.
- Crossing at Wilson School (Non-BUILD project): The consultant team is currently assessing the feasibility and cost of constructing a grade-separated crossing of WY-22 at the Wilson School and a cost estimate is not yet available. WYDOT will provide \$400,000 for this project from State funding.

Staff Impact: The overall BUILD grant and project components are of high focus for staff and account for a considerable amount of staff time at Public Works. Staff is closely involved in all aspects of planning for these projects and will continue to be involved through completion.**Legal Review:** Moore**Staff Input / Recommendation:** Staff recommends approval of the MOU with WYDOT.**Attachments:** Memorandum of Understanding with WYDOT***Service • Excellence • Collaboration • Accountability • Positivity • Innovation***



Board of County Commissioners - Staff Report

Suggested Motion: I move to approve the Memorandum of Understanding with WYDOT for the Wilson to Stilson pathway and crossings of WY-22 and Fish Creek.

**MEMORANDUM OF UNDERSTANDING BETWEEN
WYOMING DEPARTMENT OF TRANSPORTATION
AND
TETON COUNTY, WYOMING**

WYDOT Project Numbers
Fish Creek Crossing: N/A
HHR Ranch Road Crossing: CN22038
Green Lane Crossing: 2000058

1. **Parties.** The parties to this Memorandum of Understanding (MOU) are the Wyoming Department of Transportation (WYDOT), whose address is 5300 Bishop Blvd., Cheyenne, Wyoming 82009, and Teton County, Wyoming (County), whose address is 200 S. Willow Street, PO Box 1727, Jackson, Wyoming 83001.
2. **Purpose.** The purpose of this MOU is to outline the roles and responsibilities of WYDOT and the County related to the Wilson to Stilson Pedestrian/Bike Pathway, a component of the County's Teton Mobility Corridor Improvement Project (TMCI) being funded in part by its Better Utilizing Investments to Leverage Development (BUILD) federal grant award, around and under WYO 22, and to outline the terms and conditions by which WYDOT will provide the County four hundred thousand dollars (\$400,000.00) toward the design and construction of the grade-separated bike/pedestrian crossing under WYO 22 near HHR Ranch Road. This MOU does not cover permitting requirements, including but not limited to WYDOT utility licensing, access application, and encroachment permits, which must be obtained through normal WYDOT processes; Federal Highway Administration (FHWA) Air Rights Agreement, National Environmental Policy Act (NEPA) requirements, environmental permitting; and other governmental agency permitting and/or agreements. No funds will be exchanged for the grade-separated bike/pedestrian crossing to be installed adjacent to the WYO 22 Fish Creek Bridge and the grade-separated bike/pedestrian crossing of WYO 22 at or near Green Lane. WYDOT will cover the construction costs for the grade-separated bike/pedestrian crossing of WYO 22 east of Green Lane, and the County will be responsible for the cost in its entirety of the pedestrian bridge over Fish Creek.
3. **Term of MOU.** This MOU shall commence upon the day and date last signed and executed by the duly authorized representatives of the parties to this MOU and shall remain in full force and effect until completion of the crossings.
4. **Payment.**
 - A. WYDOT agrees to reimburse the County up to four hundred thousand dollars (\$400,000.000) for the cost of survey work, preliminary engineering, right-of-way acquisition, utility adjustments, bid letting administration, construction and construction engineering of the grade-separated bike/pedestrian crossing of WYO 22 at or near HHR Ranch Road if it is constructed. The County acknowledges that any costs exceeding WYDOT's contribution will be the responsibility of the County.

- B. Payment shall be made by WYDOT to Teton County on a monthly basis upon receipt of invoice. Payment shall be made within forty-five (45) days after acceptance of invoice pursuant Wyo. Stat. § 16-6-602. The County shall submit invoices in sufficient detail to ensure that payments may be made in conformance with this MOU.
- C. No payment shall be made for work performed before the Effective Date of this MOU. Should the County fail to perform in a manner consistent with the terms and conditions set forth in this MOU, payment under this MOU may be withheld until such time as the County performs its duties and responsibilities to the satisfaction of WYDOT.

5. **Responsibilities of the Parties.**

- A. **Fish Creek Crossing.** For the crossing over Fish Creek near the Fish Creek Bridge on WYO 22:

- (i) **County Responsibilities.**

- (a) Design, construct, and maintain a pedestrian/bike pathway crossing over Fish Creek to the south side of the WYO 22 Fish Creek Bridge (Structure No. CEA).
- (b) This crossing is in a Federal Emergency Management Agency (FEMA) flood zone. Perform a hydraulic analysis and select a structure that meets all FEMA flood zone requirements and does not adversely impact the adjacent highway Fish Creek Bridge (Structure No. CEA).
- (c) Allow WYDOT to review the design calculations, hydraulic analysis and plans prior to construction. Ensure the design and plans are stamped by a Professional Engineer licensed in the State of Wyoming.
- (d) Provide all necessary funding to construct the pedestrian/bike pathway crossing of Fish Creek.
- (e) Obtain all necessary permits and approvals and complete required utility adjustments for the crossing prior to construction.
- (f) County will not allow use of the Wilson to Stilson Pedestrian/Bike Pathway until completion of this bridge structure.
- (g) Indefinitely maintain the pedestrian/bike pathway and structure at no cost to WYDOT. Maintenance shall include, but not be limited

to, weed and pest control, trash removal, painting, utilities, snow removal, vandalism repairs, crash damage repairs, and necessary miscellaneous repairs or modifications to keep this area in a neat and pleasing condition.

- (h) Remove the bridge if in conflict with future WYDOT proposed construction.

(ii) WYDOT Responsibilities.

- (a) Allow construction and maintenance of a pedestrian/bike pathway bridge within WYDOT right-of-way on the south side of the Fish Creek Bridge (Structure No. CEA).

B. HHR Ranch Road Crossing. For the pedestrian/bike pathway crossing of WYO 22 at or near HHR Ranch Road:

(i) County Responsibilities.

- (a) If mutually found to be feasible and constructible, design and fully construct a grade-separated pedestrian/bike pathway crossing of WYO 22 at or near HHR Ranch Road. Ensure the design is in accordance with the latest version of the American Association of State Highway Transportation Officials (AASHTO) Load and Resistance Factor Design (LRFD) Bridge Design Specifications. Allow WYDOT to review the design calculations and plans. Ensure the design and plans are stamped by a Professional Engineer licensed in the State of Wyoming.
- (b) Provide WYDOT with final design calculations and as-constructed plans and specifications.
- (c) Obtain all necessary permits and approvals and complete required utility adjustments prior to construction.
- (d) Obtain associated power service necessary for pedestrian/bike pathway lighting.
- (e) Acquire all necessary permanent easements. The County shall keep easements across private property in force for perpetuity.
- (f) County will not allow use of the Wilson to Stilson pedestrian/bike pathway until completion of this grade-separated structure.

(g) Indefinitely maintain the pedestrian/bike pathway and structure at no cost to WYDOT. Maintenance shall include, but not be limited to, weed and pest control, trash removal, painting, utilities, snow removal, lighting, drainage, vandalism repairs, crash damage repairs, and necessary miscellaneous repairs or modifications to keep this area in a neat and pleasing condition.

(h) Invoice WYDOT in accordance with Section 4 above.

(ii) WYDOT Responsibilities.

(a) Pay the County in accordance with Section 4 above.

(b) Allow construction and maintenance of a pedestrian/bike pathway and structure within WYDOT right-of-way.

C. Green Lane Crossing. For the crossing of WYO 22 east of Green Lane:

(i) County Responsibilities.

(a) Provide WYDOT plans and specifications for the design of a grade-separated pedestrian/bike pathway crossing under WYO 22 for the WYDOT Snake River Bridge & WYO 22/390 Intersection Reconstruction Project by February 15, 2022. Ensure the design is in accordance with the latest version of the AASHTO LRFD Bridge Design Specifications. Allow WYDOT to review the design calculations and plans. Ensure the design and plans are stamped by a Professional Engineer licensed in the State of Wyoming.

(b) Provide a copy of the completed NEPA document for this work to WYDOT as soon as it becomes available, but no later than April 15, 2022.

(c) Obtain all necessary permits and approvals, including all environmental permitting outside of the WYDOT right of way, prior to September 9, 2022.

(d) Obtain associated power service necessary for tunnel lighting.

(e) Provide an authorized person to make design decisions during construction in a timely manner.

(f) Upon completion and acceptance of the project by WYDOT and the County, County shall return, within thirty (30) days of WYDOT

Resident Engineer's request, WYDOT's Acceptance Certificate, or any other required WYDOT documents.

- (g) Indefinitely maintain the pedestrian/bike pathway and structure at no cost to WYDOT. Maintenance shall include, but not be limited to, weed and pest control, trash removal, painting, utilities, snow removal, lighting, drainage, vandalism repairs, crash damage repairs, and necessary miscellaneous repairs or modifications to keep this area in a neat and pleasing condition.
- (h) County will not allow use of the Wilson to Stilson Pedestrian/Bike Pathway until completion of this box underpass structure.
- (ii) WYDOT Responsibilities.
 - (a) Incorporate construction of an underpass box structure to the planned WYDOT Snake River Bridge & WYO 22/390 Intersection Reconstruction Project (2000058) and pay for all associated structure costs.
 - (b) Require the contractor selected to perform the work to complete underpass construction no later than October 31, 2023.
 - (c) Allow maintenance of a pedestrian/bike pathway and structure within WYDOT right-of-way.

6. General Provisions.

- A. **Amendments.** Either party may request changes in this MOU. Any changes, modifications, revisions, or amendments to this MOU which are mutually agreed upon by the parties to this MOU shall be incorporated by written instrument, executed and signed by all parties to this MOU.
- B. **Applicable Law.** The construction, interpretation, and enforcement of this MOU shall be governed by the laws of the State of Wyoming. The courts of the State of Wyoming shall have jurisdiction over any action arising out of this MOU and over the parties, and the venue shall be the First Judicial District, Laramie County, Wyoming.
- C. **Assignment Prohibited and Contract Shall Not be Used as Collateral.** Neither party shall assign or otherwise transfer any of the rights or delegate any of the duties set out in this MOU without the prior written consent of the other party. The County shall not use this MOU, or any portion thereof, for collateral for any financial obligation without the prior written permission of WYDOT.

- D. Audit and Access to Records.** WYDOT and its representatives shall have access to any books, documents, papers, electronic data, and records of the County which are pertinent to this MOU.
- E. Availability of Funds.** Each payment obligation of WYDOT is conditioned upon the availability of government funds which are appropriated or allocated for the payment of this obligation and which may be limited for any reason including, but not limited to, congressional, legislative, gubernatorial, or administrative action. If funds are not allocated and available for continued performance of the MOU, the MOU may be terminated by WYDOT at the end of the period for which the funds are available. WYDOT shall notify the County at the earliest possible time of the services which will or may be affected by a shortage of funds. No penalty shall accrue to WYDOT in the event this provision is exercised, and WYDOT shall not be obligated or liable for any future payments due or for any damages as a result of termination under this section.
- F. Compliance with Laws.** The County shall keep informed of and comply with all applicable federal, state, and local laws and regulations in the performance of this MOU.
- G. Confidentiality of Information.** Except when disclosure is required by the Wyoming Public Records Act or court order, all documents, data compilations, reports, computer programs, photographs, data, and other work provided to or produced by the County in the performance of this MOU shall be kept confidential by the County unless written permission is granted by WYDOT for its release. If and when the County receives a request for information subject to this MOU, County shall notify WYDOT within ten (10) days of such request and shall not release such information to a third party unless directed to do so by WYDOT.
- H. Entirety of MOU.** This MOU, consisting of nine (9) pages, represents the entire and integrated agreement between the parties and supersedes all prior negotiations, representations and agreements, whether written or oral.
- I. Ethics.** County shall keep informed of and comply with the Wyoming Ethics and Disclosure Act (Wyo. Stat. § 9-13-101, et seq.) and any and all ethical standards governing County's profession.
- J. Force Majeure.** Neither party shall be liable for failure to perform under this MOU if such failure to perform arises out of causes beyond the control and without the fault or negligence of the nonperforming party. Such causes may include, but are not limited to, acts of God or the public enemy, fires, floods, epidemics, quarantine restrictions, freight embargoes, and unusually severe weather. This provision shall become effective only if the party failing to perform immediately notifies the other party of the extent and nature of the problem, limits delay in performance to that required by the event, and takes all reasonable steps to minimize delays.

- K. Indemnification.** Each party to this MOU shall assume the risk of any liability arising from its own conduct. Neither party agrees to insure, defend, or indemnify the other.
- L. Independent Contractor.** The County shall function as an independent contractor for the purposes of this MOU and shall not be considered an employee of the State of Wyoming for any purpose. Consistent with the express terms of this MOU, the County shall be free from control or direction over the details of the performance of services under this MOU. The County shall assume sole responsibility for any debts or liabilities that may be incurred by the County in fulfilling the terms of this MOU and shall be solely responsible for the payment of all federal, state, and local taxes which may accrue because of this MOU. Nothing in this MOU shall be interpreted as authorizing the County or its agents or employees to act as an agent or representative for or on behalf of the State of Wyoming or WYDOT or to incur any obligation of any kind on behalf of the State of Wyoming or WYDOT. The County agrees that no health or hospitalization benefits, workers' compensation, unemployment insurance or similar benefits available to State of Wyoming employees will inure to the benefit of the County or the County's agents or employees as a result of this MOU.
- M. Nondiscrimination.** The County shall comply with the Civil Rights Act of 1964, the Wyoming Fair Employment Practices Act (Wyo. Stat. § 27-9-105, et seq.), the Americans with Disabilities Act (ADA), 42 U.S.C. § 12101, et seq., and the Age Discrimination Act of 1975 and any properly promulgated rules and regulations thereto and shall not discriminate against any individual on the grounds of age, sex, color, race, religion, national origin, or disability in connection with the performance under this MOU.
- N. Notices.** All notices arising out of, or from, the provisions of this MOU shall be in writing either by regular mail or delivery in person at the addresses provided under this MOU.
- O. Prior Approval.** This MOU shall not be binding upon either party unless this MOU has been reduced to writing before performance begins as described under the terms of this MOU, and unless this MOU is approved as to form by the Attorney General or her representative.
- P. Insurance Requirements.** County is protected by the Wyoming Governmental Claims Act, Wyo. Stat. § 1-39-101, et seq., and certifies that it is a member of the Wyoming Association of Risk Management (WARM) pool or the Local Government Liability Pool (LGLP), Wyo. Stat. § 1-42-201, et seq., and shall provide a letter verifying its participation in the WARM or LGLP to WYDOT.
- Q. Severability.** Should any portion of this MOU be judicially determined to be illegal or unenforceable, the remainder of the MOU shall continue in full force and effect, and the parties may renegotiate the terms affected by the severance.

- R. Sovereign Immunity.** Pursuant to Wyo. Stat. § 1-39-104(a), the State of Wyoming and WYDOT expressly reserve sovereign immunity by entering into this MOU and the County expressly reserves governmental immunity. Each of them specifically retains all immunities and defenses available to them as sovereign or governmental entities pursuant to Wyo. Stat. § 1-39-101, et seq., and all other applicable law. The parties acknowledge that the State of Wyoming has sovereign immunity and only the Wyoming Legislature has the power to waive sovereign immunity. Designations of venue, choice of law, enforcement actions, and similar provisions shall not be construed as a waiver of sovereign immunity. The parties agree that any ambiguity in this MOU shall not be strictly construed, either against or for either party, except that any ambiguity as to immunity shall be construed in favor of immunity.
- S. Termination of Contract.** This MOU may be terminated, without cause, by WYDOT upon thirty (30) days written notice. This MOU may be terminated by the WYDOT immediately for cause if the County fails to perform in accordance with the terms of this MOU.
- T. Third Party Beneficiary Rights.** The parties do not intend to create in any other individual or entity the status of third party beneficiary, and this MOU shall not be construed so as to create such status. The rights, duties, and obligations contained in this MOU shall operate only between the parties to this MOU and shall inure solely to the benefit of the parties to this MOU. The provisions of this MOU are intended only to assist the parties in determining and performing their obligations under this MOU.
- U. Waiver.** The waiver of any breach of any term or condition in this MOU shall not be deemed a waiver of any prior or subsequent breach. Failure to object to a breach shall not constitute a waiver.
- V. Time is of the Essence.** Time is of the essence in all provisions of this MOU.
- W. Titles Not Controlling.** Titles of sections and subsections are for reference only and shall not be used to construe the language in this MOU.
- X. Waiver.** The waiver of any breach of any term or condition in this MOU shall not be deemed a waiver of any prior or subsequent breach. Failure to object to a breach shall not constitute a waiver.
- Y. Counterparts.** This MOU may be executed in counterparts. Each counterpart, when executed and delivered, shall be deemed an original and all counterparts together shall constitute one and the same MOU. Delivery by the County of an originally signed counterpart of this MOU by facsimile or PDF shall be followed up immediately by delivery of the originally signed counterpart to WYDOT.

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7. **Signatures.** The parties to this MOU, through their duly authorized representatives, have executed this MOU on the dates set out below, and certify that they have read, understood, and agreed to the terms and conditions of this MOU as set forth herein.

The Effective Date of this MOU is the date of the signature last affixed to this page.

ATTEST:

TETON COUNTY, WYOMING

Maureen E. Murphy
Teton County Clerk

Natalia D. Macker, Chairwoman
Teton County Board of County
Commissioners

Date

(SEAL)

ATTEST:

**WYOMING DEPARTMENT
OF TRANSPORTATION**

Caitlin Casner, Secretary
Transportation Commission of Wyoming

Mark J. Gillett, P.E., Chief Engineer

Date

(SEAL)

Approved as to form:



Alysia Goldman, Assistant Attorney General

218960
3/28/22



JORGENSEN
It's About People, Trust and Know How

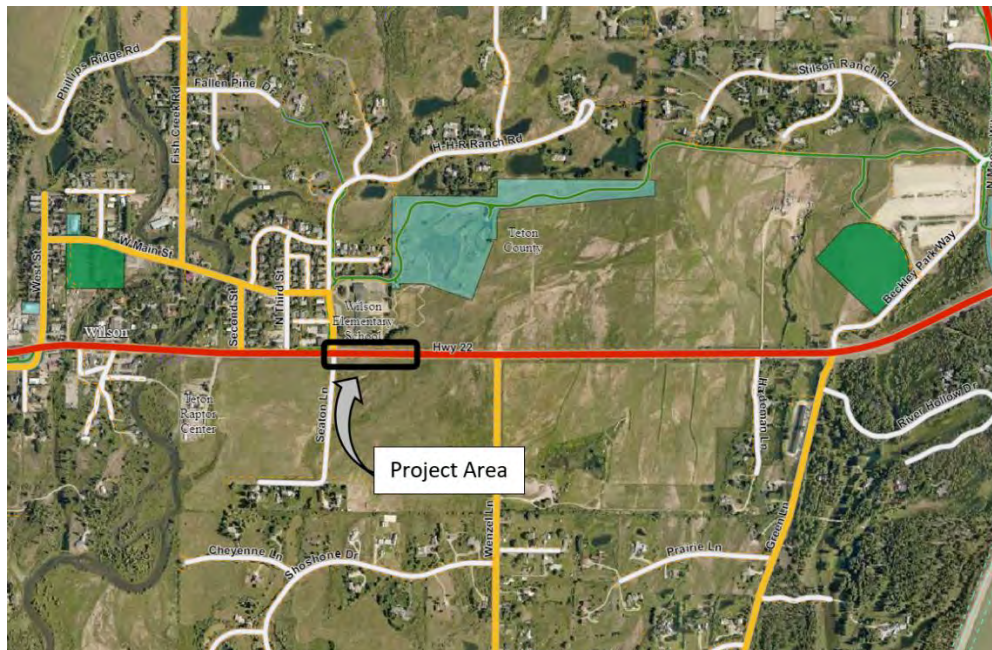
PO Box 9550 · 1315 HWY 89 S., Suite 201
Jackson, WY 83002
PH: 307.733.5150
www.jorgeng.com

Wilson Elementary School Crossing Project

May 6, 2022

Executive Summary

The purpose of the Wilson School Crossing Project is to provide elementary school students and residents a safe location to cross WY 22 near the HHR Ranch Road intersection. The crossing is expected to serve more residents from the southeast region, including Wenzel Lane, than the west, due to the number of residential properties within the area.



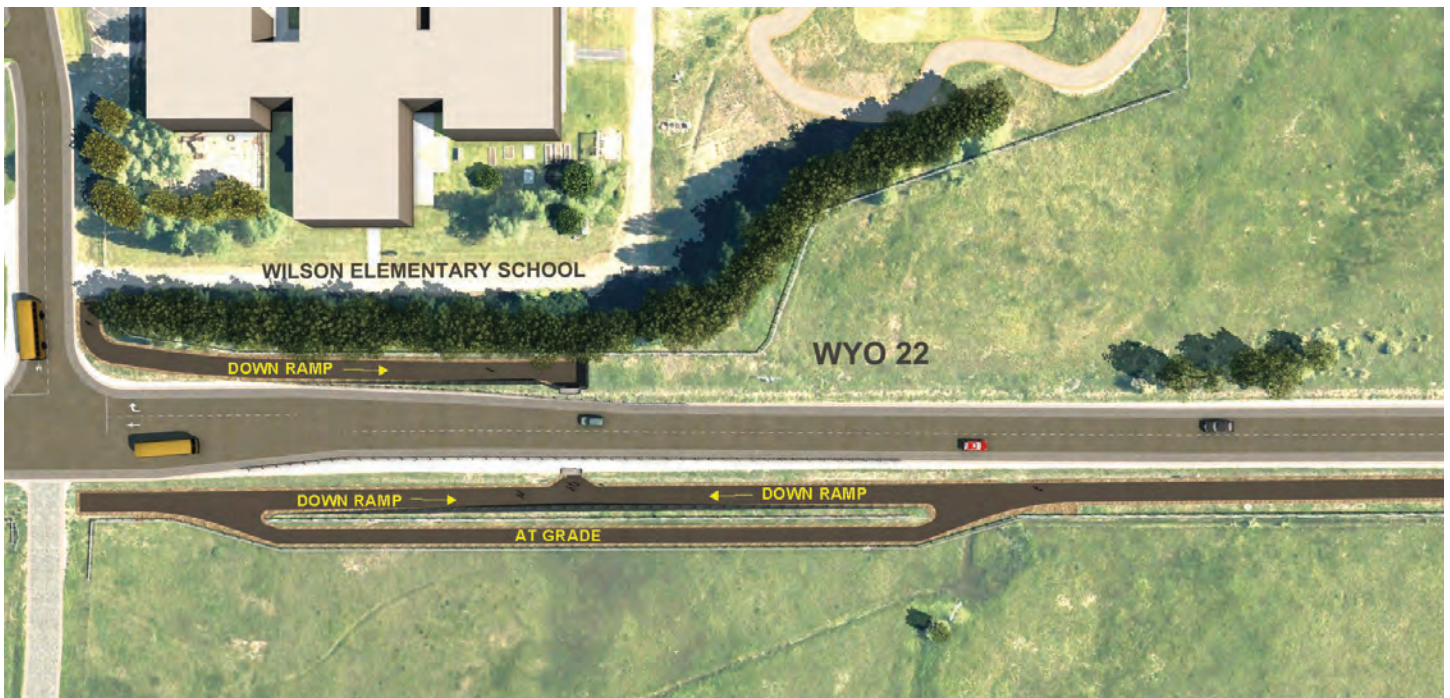
Groundwater is the main project constraint; during peak season (July) groundwater is near ground surface and during the off season, it approaches 7 feet below ground surface. Due to the high groundwater levels, the underpass will require ballast slabs to offset the groundwater buoyant forces and significant waterproofing to maintain a dry underpass and pathway system. The volume of groundwater that will need to be dewatered during construction is significant.

Teton County staff, WYDOT and Jorgensen have been conducting weekly meetings over the past two months to discuss feasibility and options. Four options were developed to provide a variety of crossing solutions. Option A and C include an underpass located fully below the grade of WY22, Option C proposes to raise the grade of the highway to minimize groundwater impacts to the underpass and pathways, and Option D includes an overpass to fully avoid groundwater impacts.

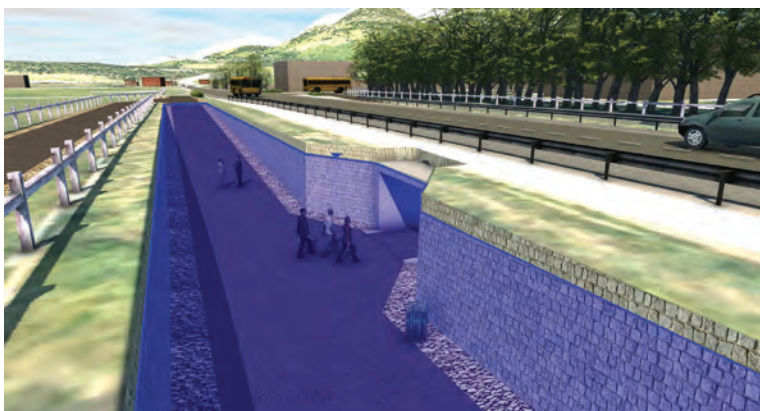
Metrics reviewed for each option include: easement requirements, convenience/accessibility, pathway safety, roadway safety, comfort, aesthetics, community support, constructability, cost, operations and maintenance of the road and pathway.

The project team has been coordinating with the property owner to the south (EZ Ranch), the Jackson Hole Land Trust, Scenic Preserve, Wilson Elementary School and Wilson Advocacy Group.

OPTION A - Parallel Pathways



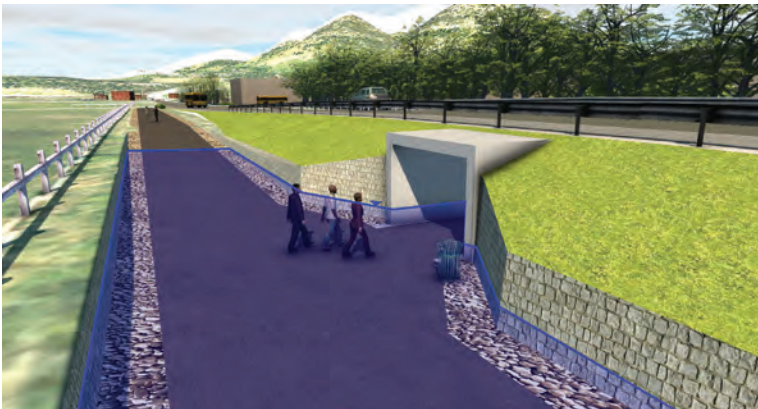
Two parallel pathways provide full separation of through east-west traffic and the north-south underpass access to minimize conflict points along the pathway. The total length of pathway for underpass access is approximately 460 feet and the at grade portion is also 460 feet. No change to the elevation of the highway in this option.



Relative groundwater level

Pros	Minimize pathway conflict points, allow through west-east pathway traffic all year if underpass closed during extreme peak groundwater conditions
Cons	Additional pathway length, high groundwater influence, underpass may need to be closed during extreme high groundwater conditions
Convenience	High Convenience (315' from intersection)
Maintenance	High maintenance for pathway
Cost	\$4M range
Easement	Pathway easement (approx. 20') & construction easement necessary

OPTION B - Raised Grade 22



Relative groundwater level

One pathway is provided for through traffic and for underpass access from the east and west. This includes a grade change of WY 22 to reduce the groundwater influence on the underpass structure and access ramps. This option reduces the length of ramps and height of retaining walls. The raising of the highway in this option allows for flatter pathway slopes minimizing the need to separate east-west thru users from north-south

Pros	Reduced long term groundwater influence, no parallel pathways, vehicle traffic calming, no pedestrian railings required along ramps, improved constructibility with no dewatering
Cons	Significant length of WY 22 road improvements in order to raise the highway
Convenience	High Convenience (415' feet from intersection), reduced length of ramps
Maintenance	Low maintenance for pathway
Cost	\$2M range
Easement	Pathway easement (approx. 10') & construction easement necessary

OPTION C - East Access & Stairs



Relative groundwater level

Traffic from the east will have immediate access to the underpass ramp. Bicyclists traveling from the west will be required to extend their travel distance to get to the ramp access by performing a U-turn at the underpass access ramp. A stairway is proposed at the south side of the underpass to provide direct pedestrian access between the underpass and the at-grade through pathway; this will eliminate the need for a detour to and from the underpass and through pathway. This option will include parallel pathways at the location of the underpass ramp. The underpass is oriented at a 45-degree angle to improve sight distance and user comfort.

Pros	Increase convenience and usability with angled underpass, reduced impact from option A, allow through west-east pathway traffic all year if underpass closed high groundwater
Cons	High groundwater influence, underpass may need to be closed during extreme high groundwater conditions, parallel pathways
Convenience	Reduced convenience from west (315' feet from intersection)
Maintenance	High maintenance with pathway and additional stairs
Cost	\$3M range
Easement	Pathway easement (approx. 20') & construction easement necessary

OPTION D - Overpass



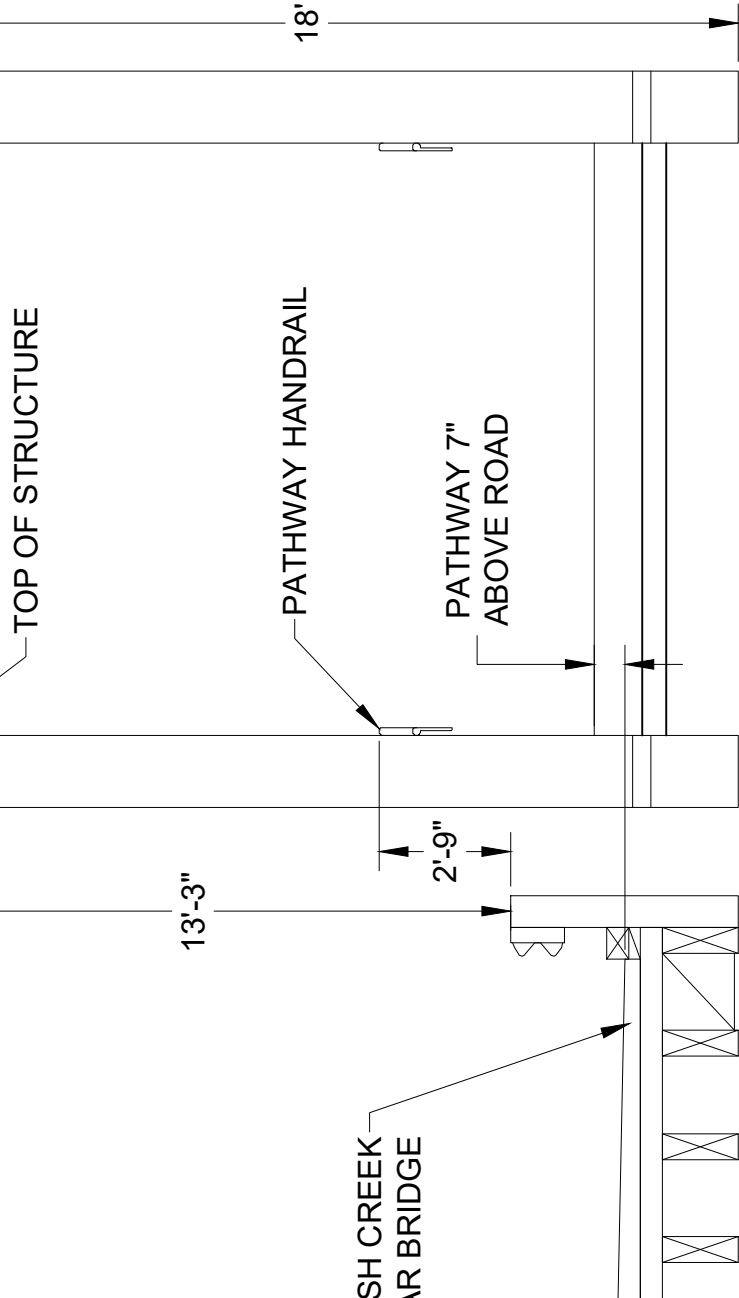
This proposed overpass option is preliminary and can be modified to fit within the Wilson Community. The orientation and styles of the ramps, overpass structure, and pedestrian rails will need additional review. The overpass assumes a 16-foot clearance from the road center line. The ramp lengths will range from 360 to 400 feet in length with a 5% slope.

Bicyclists traveling from the west will be required to extend their travel distance to get to the ramp access by performing a U-turn at the overpass access ramp. A stairway is proposed at the south side of the overpass to provide direct pedestrian access between the overpass and at-grade pathway; this will eliminate the need for a detoured route to and from the overpass and through pathway. This option will include parallel pathways at the location of the overpass ramp.

Pros	Vehicle traffic calming, Wilson gateway, no groundwater influence, reduced traffic impact during construction
Cons	Increased visibility from south and impact, Decreased convenience, increased ramp length, will meet ADA but at 5% slope.
Convenience	Reduced convenience from west (315' feet from intersection), significant length of ramps
Maintenance	High maintenance
Cost	\$2M range
Easement	Pathway easement (approx. 20') & construction easement necessary (EZ Ranch not in favor of option)

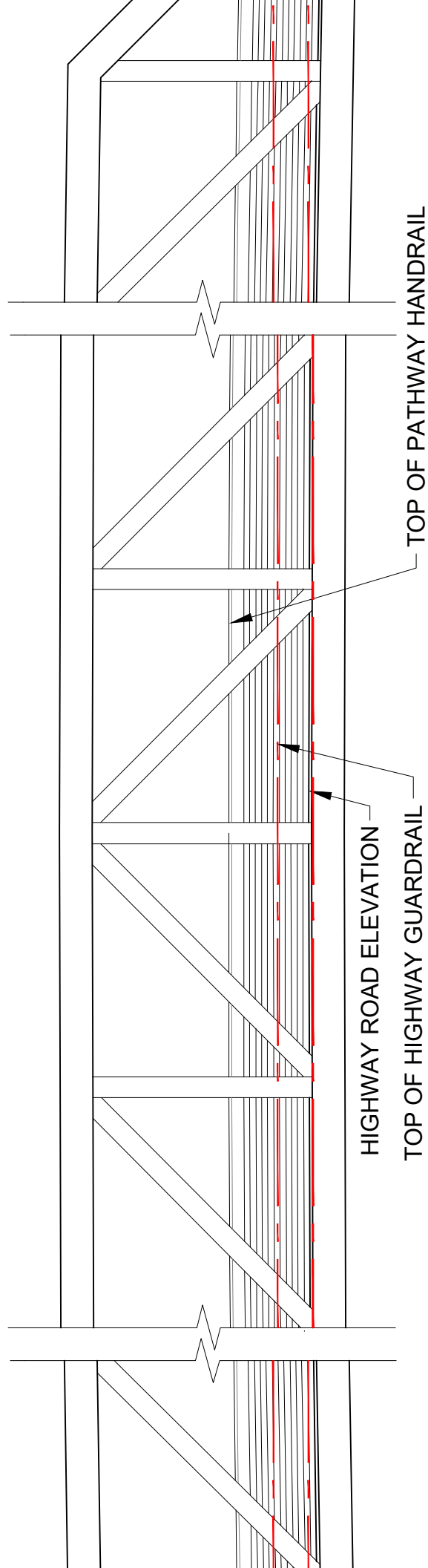
Wilson Elementary School Crossing Considerations

Land Security	Necessity of property easements, noting that options could be completed without easements, but are considered the improved option with an easement. Construction easement will be necessary for all options. Current project assumes 20' easement. Additional easement for Option D may allow for additional ramp options. Construction easement will be necessary.
Convenience	Pathway usage convenience depends on walking distances and how convenient the crossing is for potential users. This will review the length of travel for users utilizing the crossing from various directions (1. Those traveling from Wilson crossing the road, 2. those traveling from the east and crossing the road) and what length of detour will be necessary to cross WY 22. Will also address if the option have limited use during the year because of peak groundwater levels.
Pathway Safety	Separation from the highway, number of conflict points (diverging/merging/crossing) at the crossing entrance, sight distance for pathway users.
Roadway Safety	Reflects how well an option provides for good sight distance to potential conflict areas, maintains driver expectation when approaching and leaving the community of Wilson, and maintains roadside and highway safety at or better than its current condition.
Comfort	Will review pathway slopes, weather exposure, how comfortable a user may feel relative to traffic, pathway width for crossing. This also includes review of the horizontal & vertical location of the pathway and vertical profile of the roadway.
Aesthetics	Appearance of the crossing from various vantage points, including surrounding properties, visibility for those traveling on WY 22, and those using the pathway.
Community Support	Community perspective and preference
Constructability	Overall construction timeline, roadway, traffic and utility impacts, as well as groundwater influence. The groundwater is considered a main project challenge since it is near the surface during the peak irrigation season and 4-6' from the surface during the off season. Significant dewatering will need to take place during construction to maintain a dry excavated area to properly install the ballast slabs and waterproofing materials. The dewatering flows may exceed 800 gpm and will need to be discharged in to a near by irrigation ditch (with permission) or multiple dewatering wells.
Cost	Overall project cost
Pathway O&M and Long Term Solution	Long term maintenance and operations of the pathway (snow plowing, sump pumps, railings, landscaping, surfacing, crossing).
Roadway O&M and Long Term Solution	The degree to which an option will increase the resources necessary for maintenance of the roadway surface (snow removal, icing mitigation, etc.) and long-term maintenance of the roadway facility (pavement, guardrail, structure, etc.)

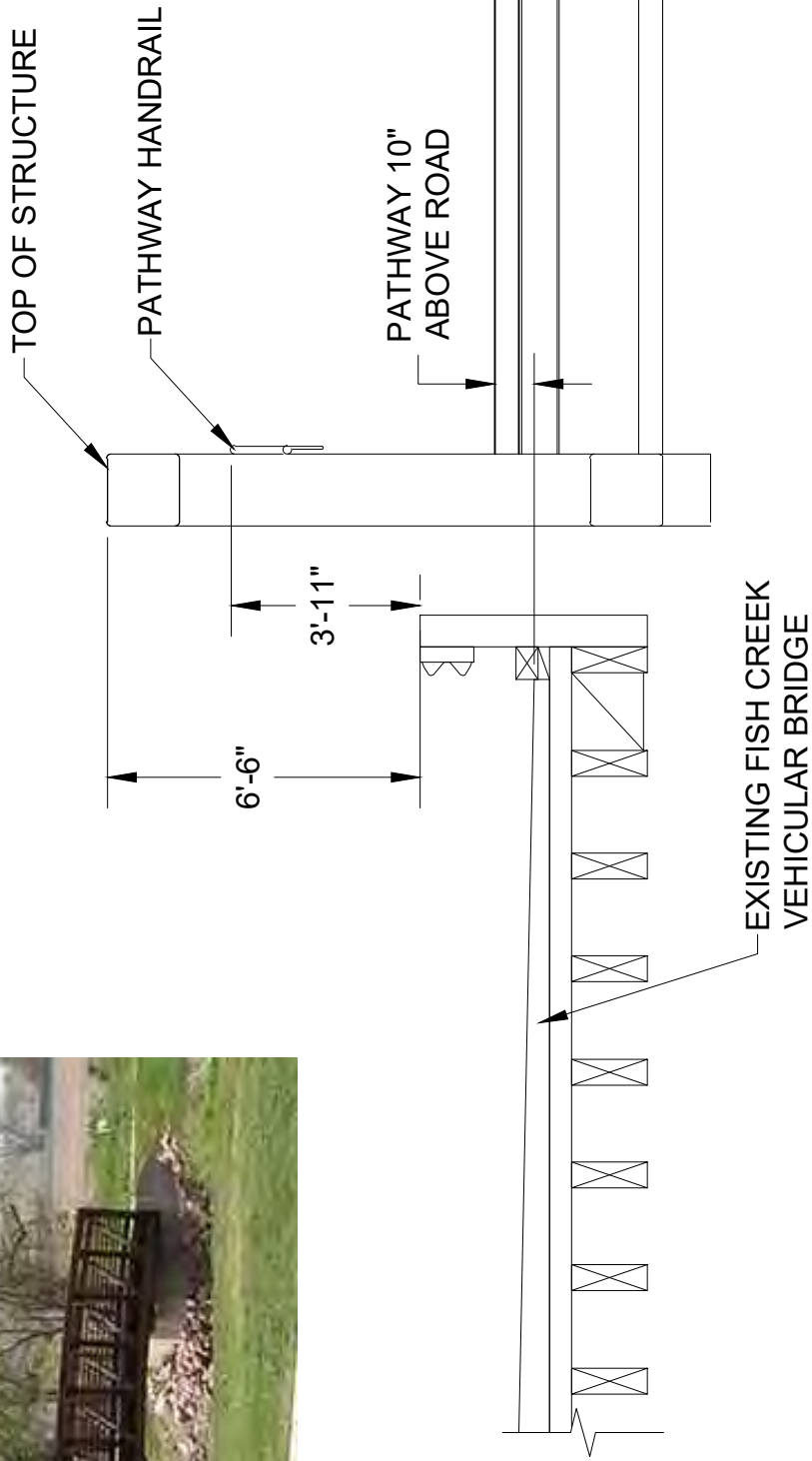


OPTION 1 - TRUSS BRIDGE SECTION

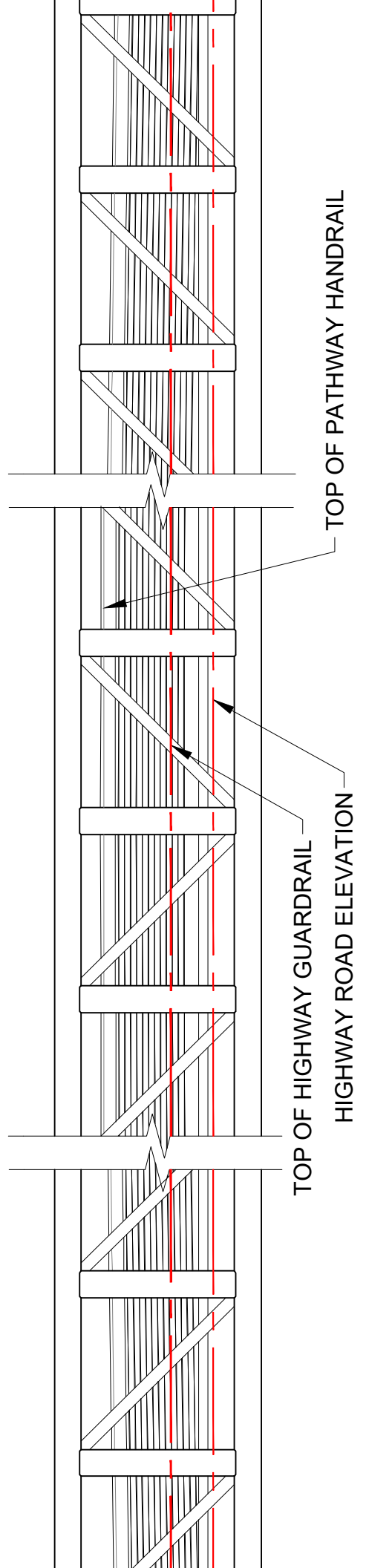
NOT TO SCALE



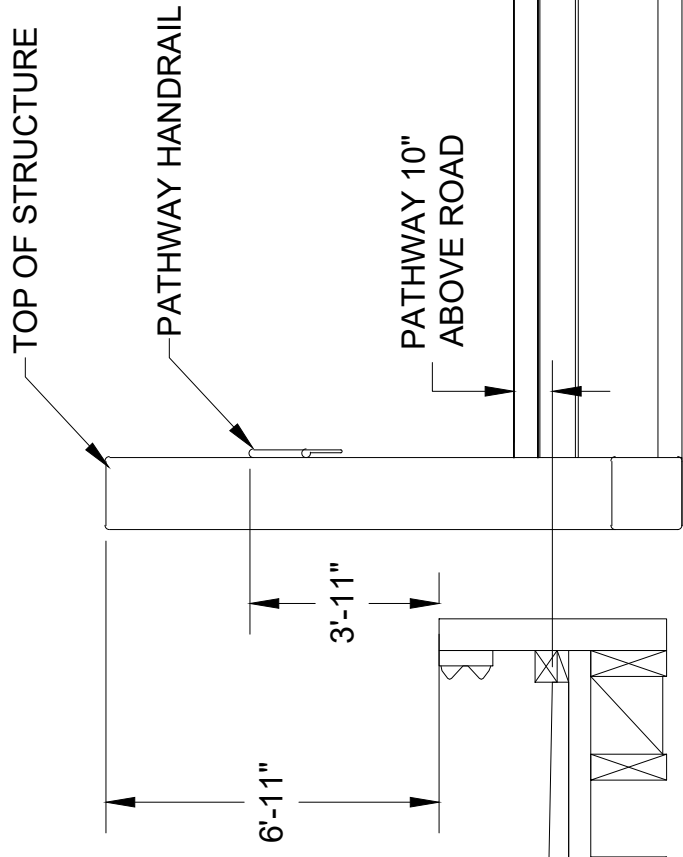
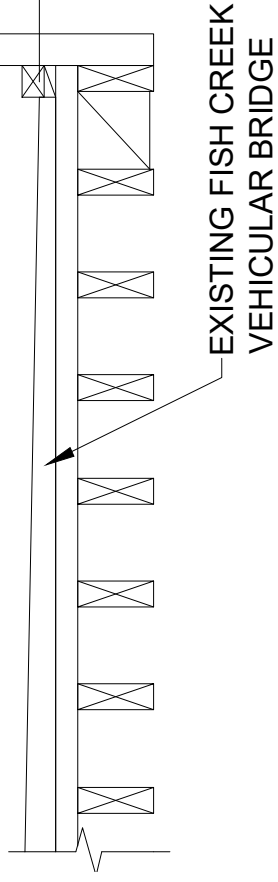




OPTION 2 - CAPSTONE BRIDGE SECTION
NOT TO SCALE







OPTION 3 - KEYSTONE BRIDGE SECTION

NOT TO SCALE

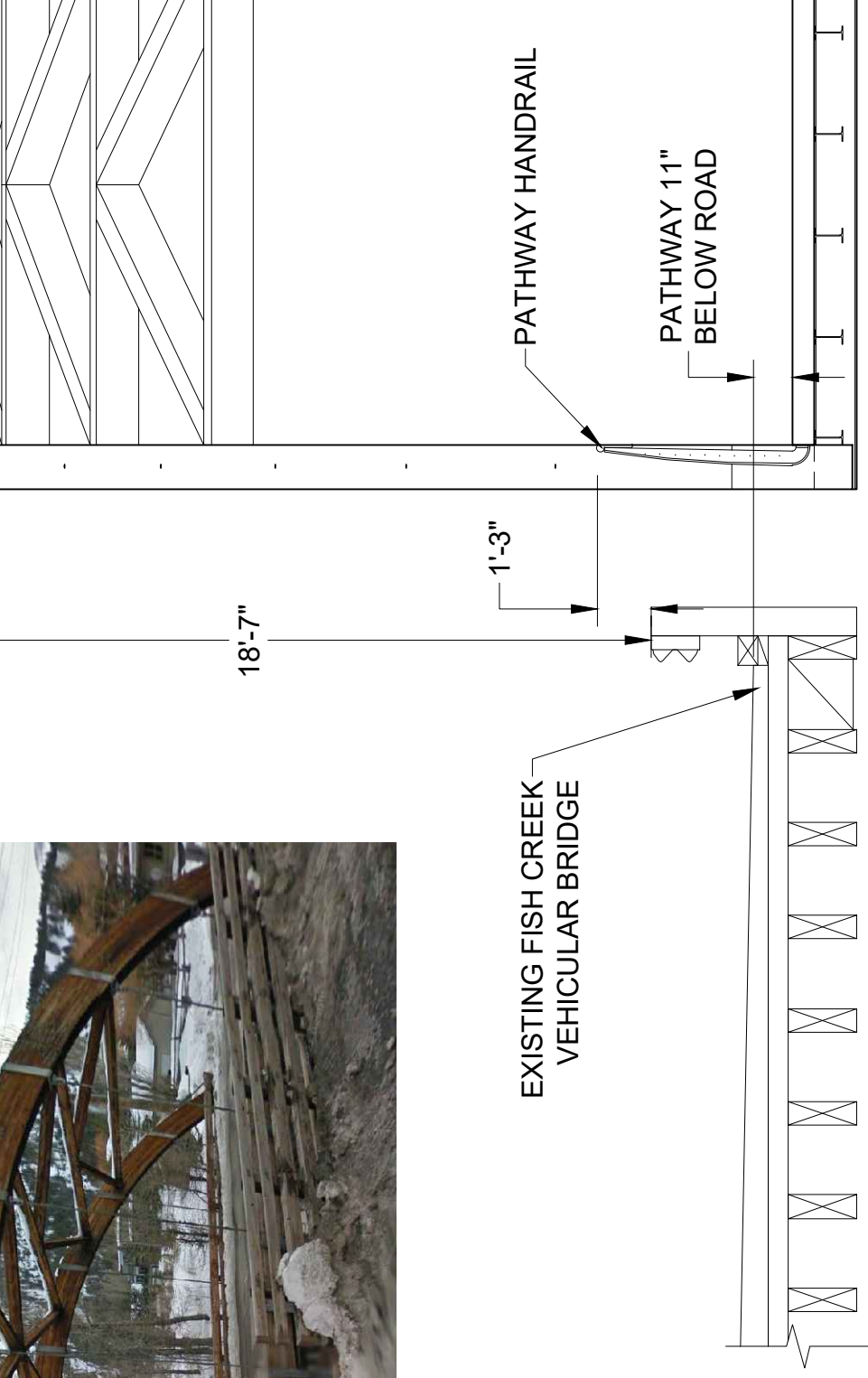
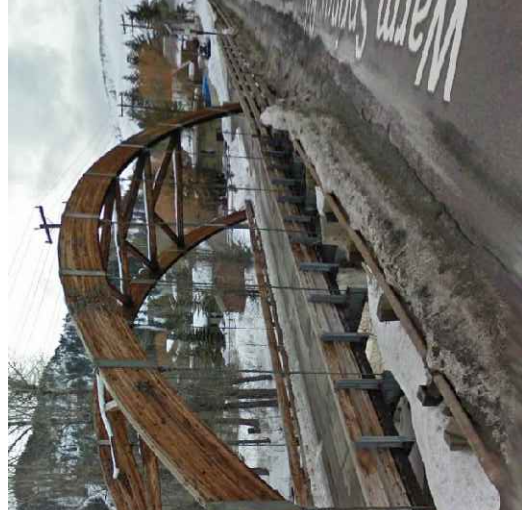
TOP OF HIGHWAY GUARDRAIL

PATHWAY HANDRAIL

HIGHWAY ROAD ELEVATION

OPTION 3 - KEYSTONE BRIDGE SECTION





OPTION 4 - BOWSTRING BRIDGE SECTION

NOT TO SCALE

