



# JOINT INFORMATION MEETING

## AGENDA DOCUMENTATION

**SUBMITTING DEPARTMENT:** County Public Works

**PRESENTER:** Charlotte Frei

**MEETING DATE:** June 2, 2025

**SUBJECT:** WY22 Transportation Advisory Committee Memorandum

### STATEMENT/PURPOSE

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

### BACKGROUND/ALTERNATIVES

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

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

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

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

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

The Council and Commission have several alternatives:

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

### COMPREHENSIVE PLAN ALIGNMENT

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

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

Chapter 7 of the Comprehensive Plan Principles include:

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

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

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

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

### STAKEHOLDER ANALYSIS

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

### FISCAL IMPACT

None for this memorandum.

### STAFF IMPACT

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

### LEGAL REVIEW

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### ATTACHMENTS

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

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

### RECOMMENDATION

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

### SUGGESTED MOTION

#### Teton County:

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

Town of Jackson: Same motion



## MEMORANDUM

TO: WYDOT WY-22 Project Team

FROM: Jackson/Teton County Transportation Advisory Committee

DATE: May 16, 2025

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

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

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

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### 1. Safety: The Paramount Consideration

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



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

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



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

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

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

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



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

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## 6. Wildlife and Pathway Integration

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

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## 7. Constructability and Implementation Practicalities

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



*Image Source: Seattle.gov*

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

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



## MEMORANDUM

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

FROM: Jackson/Teton County Transportation Advisory Committee

DATE: October 22, 2024

SUBJECT: WY22 Level 2A Intersection Screening Comments

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

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

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

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



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

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

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

Thank you for your work on this important study.

July 12, 2022

Via electronic delivery to:

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

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

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

**Re: WY 22 Corridor Project – Agency Scoping Input Requested**

Dear Mr. Gamo and Mr. Hines:

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

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

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

1. WYDOT should develop multiple design concepts that include High Occupancy Vehicle design components in the alternatives development. These may include combinations of physical, temporal, and vehicle type and occupant restrictions on the Highway 22 corridor. Design concepts should be consistent with the Jackson/Teton County Comprehensive Plan (2020<sup>1</sup>) policy 7.2.b “Discourage use of single-occupancy vehicles”.
2. All conceptual designs for Highway 22 should include multimodal access and consider the burden on pedestrians, cyclists, and transit users’ access and egress throughout the entire study corridor.
3. For scoring of all alternatives, a metric of passenger delay or person delay should be used as opposed to vehicular delay for comparing travel times and delay among alternatives.
4. For scoring of all alternatives, utilize best practices for Complete Streets guided by FHWA’s most recent Highway Safety Improvement Program and Safe Streets and Roads for All policy guidance.
5. For scoring and evaluating all intersection alternatives, include bicycle and pedestrian level of service and safety parameters. For example, use National Cooperative Highway Research

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

Program (NCHRP) and National Association of City Transportation Officials (NACTO) guidance on intersection design.

6. In design alternatives, include continuous, separated pathways that meet or exceed the connectivity of the existing conditions and are designed to modern best practices and guidelines, such as applicable NACTO design guides and FHWA Small Town and Rural Multimodal Networks<sup>2</sup>.
7. WYDOT should reference the Teton County Wildlife Crossings Master Plan<sup>3</sup> and Action Summary (2018) with priority locations to design effective wildlife crossings in the corridor.
8. WYDOT should prioritize safe and efficient connections for people and wildlife on this Complete Corridor, including evaluating all intersections within the project limits (including the Tribal Trail Connector). Example treatments to consider in alternatives analysis would include traffic calming; safety and aesthetic measures such as roundabouts; opportunities for safe U-turns or right-turns only; and vegetated medians.
9. The 2014 WY22/390 Planning and Environmental Linkage study (PEL) establishes a corridor-wide framework that can be referenced; however, we request the Purpose and Need be reviewed and updated to account for existing conditions and the adopted goals of the Teton County/Town of Jackson Comprehensive Plan (2020) and Integrated Transportation Plan (2020). BUILD projects (ongoing) and the Wilson Multimodal Transportation Study (adopted February 2022) will also impact the existing conditions and needs in the corridor.
10. Recognizing that pedestrian and bicycle modes of travel are defined in federal law as transportation and are fully eligible for federal-aid highway funds, Jackson and Teton County request that WYDOT plan for the use of federal funding to address the cost of relocating and/or constructing active transportation Pathways along WY22. FHWA's policies and programs on Context Sensitive Solutions, safety, and community connectivity encourage such use where needs are identified, such as along WY22.
11. The existing pathways along the entire WY22 corridor from the "Y" in Jackson through Wilson function as both an active transportation facility and a recreational facility that connects parks, schools, homes, and businesses. The existing pathways are a critical and high-quality link in our transportation and recreation networks – providing a safe, quality, and efficient connection in the study area and beyond. We request that the study team comply with 23 CFR 774.13(f) to determine whether Section 4(f) approval is necessary and note that "whether Section 4(f) applies or not, it is FHWA's policy that every reasonable effort should be made to maintain the continuity of existing and designated shared use paths and similar facilities"<sup>4</sup>. We emphasize the need to meet or exceed the existing conditions of the pathway network along WY22.

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

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<sup>2</sup> Federal Highway Administration, Small Town and Rural Multimodal Networks (December 2016)  
[https://www.fhwa.dot.gov/environment/bicycle\\_pedestrian/publications/small\\_towns/](https://www.fhwa.dot.gov/environment/bicycle_pedestrian/publications/small_towns/)

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

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



TOWN COUNCIL

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community's definition of transportation efficiency or the desired character of our transportation corridors. Along similar lines, FHWA<sup>5</sup> promotes "design flexibility to allow for roadway designs that better meet the objectives set through the state and local planning processes" and "Context Sensitive Solutions (CSS), a collaborative and holistic approach that addresses community needs and considers goals beyond an identified transportation challenge."

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

Sincerely,

TETON COUNTY, WYOMING

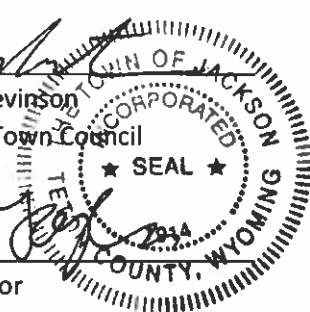
Luther Propst

Chair, Teton County Board of County Commissioners

Attest: Maureen E. Murphy  
Teton County Clerk



TOWN OF JACKSON, WYOMING

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

<sup>5</sup> U.S. Department of Transportation. "Evolving Use of Level of Service Metrics in Transportation Analysis." Accessed June 27, 2023, [https://www.transportation.gov/sites/dot.gov/files/docs/mission/office-policy/transportation-policy/266046/los-case-study-intro508\\_0.pdf](https://www.transportation.gov/sites/dot.gov/files/docs/mission/office-policy/transportation-policy/266046/los-case-study-intro508_0.pdf).