

# TRANSPORTATION



## CHAPTER

Transportation planning is an essential function for the community. It helps the City adequately prepare for its future travel demands and ensure safe movement of people and efficient transport of goods throughout the community and beyond. Access to, through, and within the community, whether by air, bus, automobile, bicycle, or foot, is vital for the physical, economic, and social well-being of Laramie. A well-planned and highly coordinated transportation system will contribute to the character of the community and its pattern of future growth.

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### INTRODUCTION

Transportation is of significant value and importance to Laramie. A transportation system offers the ability to depart from an origin and arrive at a destination in an efficient, timely, and safe manner. It allows the movement of goods, materials, and people in a manner that permits the local economy to function successfully. The transportation system includes, as its primary mode, a network of highways, primary and secondary arterial roads, and collector and local streets, which must function seamlessly with varying other modes of transport such as air transportation, public transit, bicycling, and walking. Communities that are successful in their mobility programs have a true “system” of transportation, meaning that there is a balance among modes.

The primary transportation system in Laramie is the street system, which consists of a series of rights-of-way that connect the community’s neighborhoods and destinations such as employment centers, educational institutions, public buildings and spaces with the larger region, state, and nation. These linear alignments largely define the shape and form of the urbanized areas, which translates into the pattern of development. Since each of these corridors carry both residents and non-residents, they also convey to the public a sense of community by way of the appearance of the corridor environs themselves and the adjacent development and vacant lands.

A **Major Street Plan** is an official plan for the development of the major street system for an area, which is adopted by the local government.

While a focus of this chapter is on the surface transportation system, i.e. street network, each of the other modes is addressed, as well, particularly in light of the demand for other modes resulting from the student population and the propensity for walking and bicycling. The surface transportation system unveils itself in the form of a Major Street Plan, which establishes the general alignments and functional classifications of roadways throughout the community and its one-mile planning area. The essence of this plan is the preservation of rights-of-way to secure the needed land for roadway extensions, widening, and new alignments. The other modes addressed in this chapter are the airport, the public transportation system, bicycling, and pedestrian mobility.

There is an essential relationship between this chapter and other elements of the plan. For instance, the future land use and overall development patterns outlined in *Chapter 3, Community Character*, and *Chapter 7, Urban Growth*, help determine the transportation infrastructure necessary to meet future mobility needs. The transportation system also relates, albeit indirectly in some cases, with each of the other elements, such as *Chapter 4, Parks and Recreation*; *Chapter 5, Housing and Neighborhoods*; *Chapter 9, Economic Development*; and *Chapter 10, Public Safety*. For instance, the transportation system is vital to the movement of goods and people, thereby having direct influence on the community's economic development. Businesses seeking to locate or expand in the community are interested in their access to and within the community and, in the case of a major industry, the proximity to the interstate and its external markets. Transportation arteries provide opportunities for linear connections via sidewalks and/or bicycle trails, which complement the parks and recreation system. The location, design, and capacity of roadways may also determine the type and character of development. In essence, the transportation system is a common thread that ties each element of this plan together.

The purpose of this chapter is to plan well in advance of ensuing development so as to preserve necessary rights-of-way and effectively coordinate the long-term investments of modal infrastructure. An effective plan will guide decisions regarding the pattern of future thoroughfare development and the corresponding infrastructure needed to meet the mobility needs of the community. It includes the extension and improvement of streets.

## MOBILITY ISSUES

In conjunction with the Citizens' Project Advisory Team (CPAT), as well as input received from citizens who participated in stakeholder interviews, community forums, small group workshops, and community group presentations, there were a number of key transportation issues identified, including those described below.

### Available City-wide Public Transportation Services

Public transportation is often a perplexing proposition for communities the size of Laramie. While it is inarguably a needed segment of the overall transportation system, particularly for those who are transit dependent, such as the elderly and disabled or those without reliable transportation, it is difficult to fund due to its significant required capital investment and limited State and Federal funding assistance. Those communities who are successful in meeting the needs of their citizens are those who commit local funds, identify a dedicated funding source, and/or partner with local business and industry to contribute

As defined in the Federal Transit Act, **Public Transportation** involves transport by bus, rail, or other conveyance, either publicly or privately owned, providing to the public general or special service (but not including school buses, charter, or sightseeing service) on a regular and continuing basis. Public transportation is also synonymous with the terms mass transportation and transit.

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the necessary funding. The current Public Assisted Transportation System (PATS) is funded by the City of Laramie and, in part, by the County through the provision of fuel at no cost, which indicates their pledge and commitment to public transit services. According to community residents, though, there are needed improvements and service expansions to better serve the community.

Among the various issues regarding transportation, the most often cited concern was the need to address public transportation in the community. The vast majority of trips that occur are by single occupant vehicles due to the distant proximity of neighborhoods to employment areas and commercial centers, as well as the community's remote location from larger market areas. While public transit will not replace the automobile as the standard and preferred means of travel, the availability of public transportation can play a significant role in achieving efficiency in the transportation system.

During the public involvement process, there were several comments received about the adequacy of the current public transit services. Residents cited both stable and increasing transit needs warranting continuing evaluation and the feasibility of expanding the current transit services. Particularly, there was concern voiced about its timely availability and the route of the current fixed route service. There were requests by residents for added service, particularly connecting Downtown with the University and the Civic Center (possibly including an expanded University shuttle service), shorter headways (less wait time between buses), more connections and increased trips to West Laramie, increased days and hours of service, better availability of route maps and information about the services offered, and enhancement of transit stops and improved rider amenities. There were also suggestions for a circulator route using a rubber-tired trolley as an attraction for visitors and tourists. The challenge confronting the City though, is the feasibility of offering such expanded public transit services. The current system is funded by the City and County as well as other public and private businesses and organizations. With State and Federal funding support shrinking, it is increasingly difficult to provide these services.

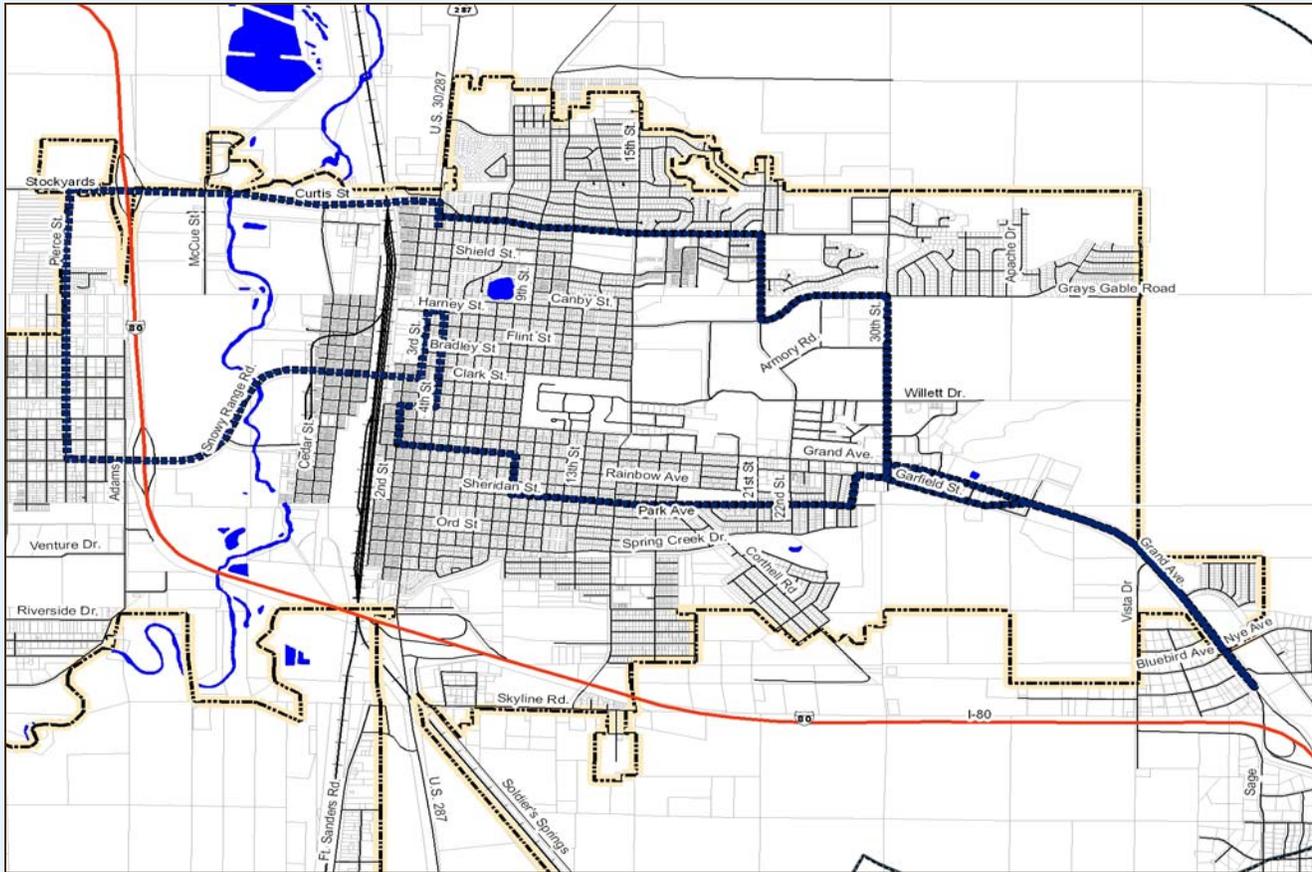
Currently, the Eppson Center for Seniors provides door-to-door service for persons of need, as well as a Public Assisted Transportation System (PATS) fixed-route circulator that operates daily with service on the hour between 9:00 a.m. and 5:00 p.m. (last bus departs at 4:00 p.m.). For both the door-to-door and fixed route services, the ridership in 2003-04 was approximately 1,717 per month, which increased to 1,821 in 2004-05<sup>1</sup>. The ridership has declined since September 2005 since the Center no longer provides service for the Head Start program. For the first seven months of FY 2005-06, the average monthly ridership is approximately 1,533 persons.

As shown above in *Figure 8.1, Public Assisted Transportation System Fixed Route*, the fixed route service generally operates from the Eppson Center north on 3<sup>rd</sup> Street to Curtis Street, west to Pierce Street, south to Snowy Range Road, east into the Downtown area (north on 3<sup>rd</sup> and back south on 4<sup>th</sup> Street), to Garfield and then farther south to Sheridan Street, east to 26<sup>th</sup> Street, north to Garfield Street, along S.H. 30 to I-80 and back to 30<sup>th</sup> Street north to

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<sup>1</sup> The monthly ridership numbers are for both the door-to-door and fixed route services together, which were provided by the Eppson Center for Seniors, as reported to the Wyoming Department of Transportation (WYDOT)

Figure 8.1 Public Assisted Transportation System Fixed Route



Source: The Eppson Center for Seniors

Grays Gable, west to 22<sup>nd</sup> Street, north to Reynolds Street, and back west to create a complete loop. There are 22 stops along the route including:

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|--|--|
| 1. The Eppson Center for Seniors                               | 13. Wal-Mart   |
| 2. KOA Kampground  | 14. Gem City Bone and Joint Clinic                                   |
| 3. PETRO   | 15. Tumbleweed Express (interface with Greyhound bus lines)          |
| 4. Pierce Street @ Snowy Range Road                            | 16. Ivinson Memorial Hospital  |
| 5. Gateway Plaza (@ Safeway & K-Mart)                          | 17. 30 <sup>th</sup> Street and Harney Street                        |
| 6. 2 <sup>nd</sup> Street and Grand Avenue                     | 18. 22 <sup>nd</sup> Street and Binford Street (hospice)             |
| 7. Civic Center  | 19. 21 <sup>st</sup> Street and Reynolds Street                      |
| 8. 9 <sup>th</sup> Street and Sheridan Street                  | 20. 15 <sup>th</sup> Street and Reynolds Street                      |
| 9. 15 <sup>th</sup> Street and Sheridan Street                 | 21. 9 <sup>th</sup> Street and Reynolds Street                       |
| 10. 26 <sup>th</sup> Street and Sheridan Street                | 22. 4 <sup>th</sup> Street and Reynolds Street (Family Dollar Store) |
| 11. Albertson's Grocery Store                                  |  |
| 12. Laramie Recreation Center (+LCCC Campus across the street) |  |

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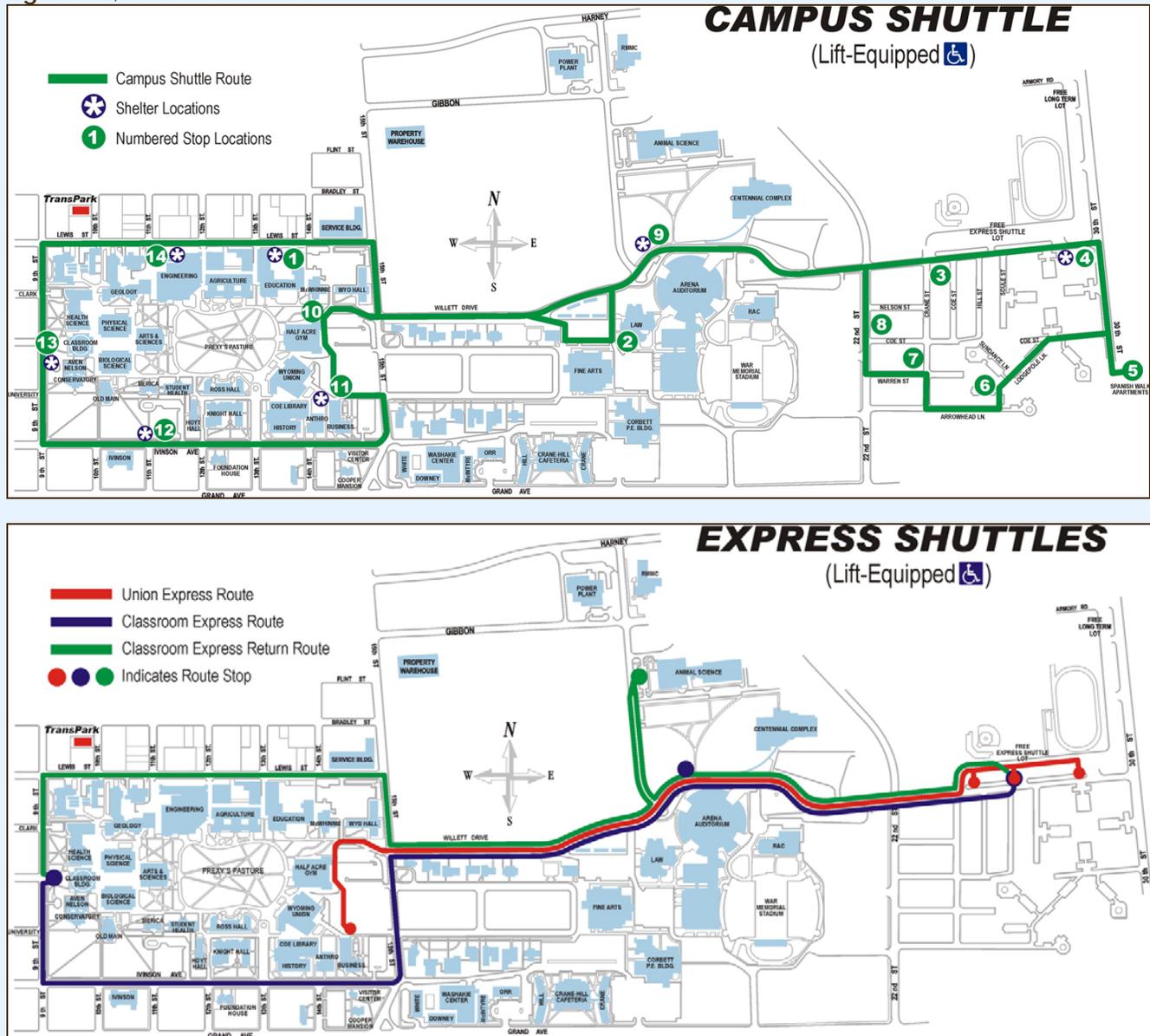
In addition to the fixed route service operated by the Eppson Center for Seniors, the University also provides a campus shuttle service (TransPark) around the perimeter of campus between the hours of 7:00 a.m. to 9:30 p.m. on University business days (*Figure 8.2, UW Shuttle Routes*). Two buses serve this route every 15 minutes until roughly 6:00 p.m. when the schedule becomes a 30-minute route. The Campus Shuttle reverts to a 30-minute schedule for the summer session and scheduled breaks. The University also operates Union Express and Classroom Express services every five and 15 minutes, respectively, delivering students from the express lot at Willett Drive and Crane Street to the Union and Classroom Building. A paratransit service is also operated by the University for transportation to/from work, school, and medical/dental appointments; to meet nutritional, social, and recreational needs; and other personal travel within the City limits and a two-mile area. The service is open to the public for persons who are disabled or are faculty, staff, or students enrolled at the University.

Perhaps another long-term approach for meeting the public transportation needs is through minimization of the necessity for public transit. In other words, responsible development patterns require less vehicular travel and provide viable mode options, e.g. sidewalks, trails and bikeways, other than the single occupant vehicle. Examining the development ordinances and making amendments that lead to these types of development patterns and outcomes is highly advocated by the plan, although they will not be fully realized for an extended period of time.

Other issues should also be examined when it comes to the public transportation system. Cooperation between all the different groups around Laramie such as the Local School Districts, Head Start, UW, LCCC, WYDOT, Eppson Center, City of Laramie and WyoTech could help maximize the public transportation service without a lot of extra funding, buses and drivers needed. Cooperation between these groups can provide a wide variety of options for these programs. Programs to service other areas of town like the Downtown could also provide additional ridership that in turn could provide revenue. With the potential for changes, physical improvements such as bus routes, turning lanes and turnouts may be needed to help improve the effectiveness of the public transportation system.

In addition to improved physical planning and subdivision design, the City's current and ongoing economic development initiatives will also positively impact those persons who are unemployed or underemployed and thus, dependent on transit by offering better paying jobs. However, there will remain a certain portion of the population who are dependent on public transit for reasons of age and/or disability.

Figure 8.2, UW Shuttle Routes



Source: University of Wyoming (<http://uwadmnweb.uwyo.edu/tap/TransServices.htm#Express%20Shuttle>)

### Pedestrian Mobility Improvements

Among the various issues regarding transportation, the second most cited concern was the need to address pedestrian infrastructure in Laramie. In this case, pedestrian refers to walking and jogging. Bicycle lanes and bikeways are discussed in *Chapter 4, Parks and Recreation*, with proposed trail extensions and bicycle lanes exhibits in *Map 4.4 Bicycle and Trails Master Plan*. With the emphasis commonly placed on the street system, such as the impending viaduct replacement/construction, infrastructure for pedestrians has been a secondary priority. Although this may be the case, increased emphasis needs to be placed on pedestrian mobility.

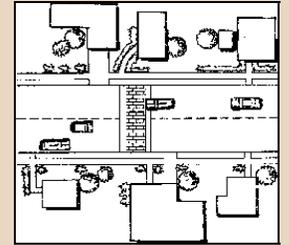
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A transportation system offers a variety of modes, including both motorized and non-motorized transportation options. Especially in a community with a high student population, the importance of walking and bicycling is heightened. There were comments received through the public input sessions regarding the need for better sidewalks around and adjacent to the University and all around the city, as well as crosswalks and traffic calming improvements to improve pedestrian safety. At the same time, pedestrian improvements such as pedestrian-actuated traffic signals, crosswalk signage, pavement markings, a speed table, curb cuts, boulevards, reduced speeds, handicap ramps, and median breaks are an essential part of the infrastructure necessary to support and encourage pedestrian activity.

In many of Laramie's neighborhoods, the sidewalk is placed immediately at the back of the street curb, which provides a walking surface, but is less desirable than one that is placed a safe distance from the street. As displayed in *Figure 8.3, Sidewalk Placement*, the lower photograph of an arterial street depicts a condition that is preferable aesthetically due to the green parkway. Even though the upper photograph shows a local residential street, it is perceived to be safer for the sidewalk to be removed a distance away from the travel lane. To accommodate the preferred scenario, the subdivision regulations must be structured properly to allow sufficient right-of-way (*Figure 8.4, Alternative Cross-Sections*). The zoning ordinance must also allow a sufficient lot size and front yard setback to

provide separation from the front façade. For higher density housing types the front setback may be reduced to limit the distance from the sidewalk to the front façade.

With the exception of West Laramie, most of the neighborhoods and commercial areas have sidewalks; however, they lack continuity and connection within and between neighborhoods and other districts. In addition, there are significant barriers to their use, including wide, highly traveled street sections with worn pavement markings and no pedestrian refuge (center median, i.e. 3<sup>rd</sup> & Grand Ave.), a lack of signal warning lights at high pedestrian crossing locations, lack of American's with Disabilities Act (ADA) improvements (particularly in the older areas where the



A speed table is a long raised speed hump with a flat section in the middle and ramps on the ends; sometimes constructed with brick or other textured materials on the flat section.

Source: Institute of Traffic Engineers (ITE); <http://www.ite.org/traffic/table.htm>

**Figure 8.3, Sidewalk Placement**



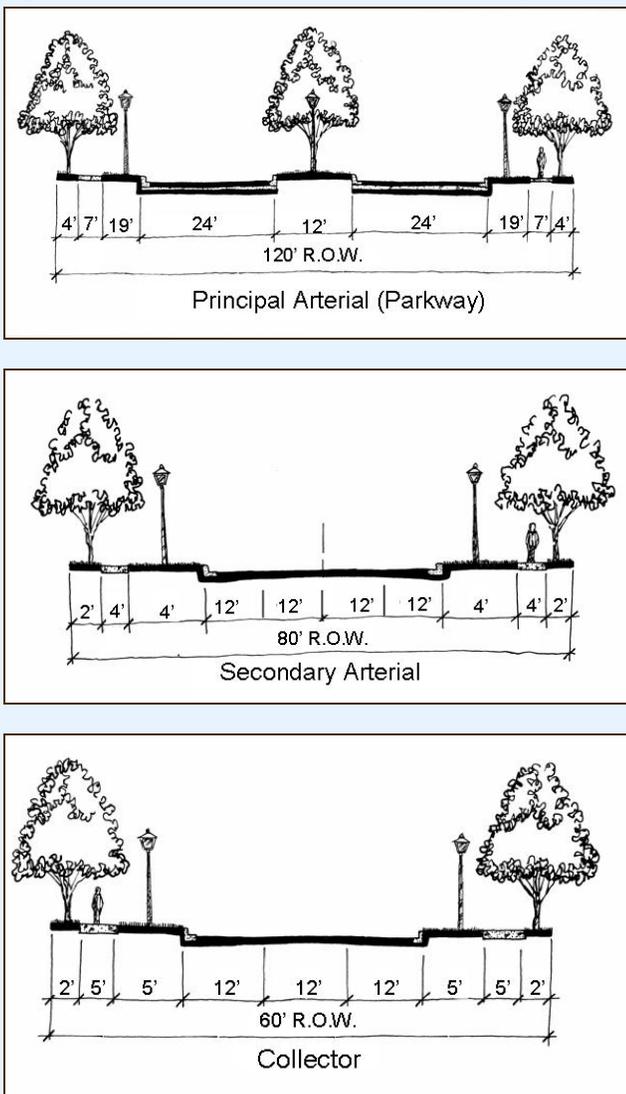
sidewalks were installed before the Federal law), cracked and uneven surfaces, as well as poor surface conditions during the winter months. Other more prominent physical barriers include the railroad, Interstate 80, Laramie River and Spring Creek. These barriers contribute to the lack of use, which must become a priority if the community is to change the current choice of transportation mode. Pedestrian mobility should be considered in design of subdivisions, street and other improvements due to the fact that this was identified as a high priority throughout the community.

Efficient Surface Transportation Mobility

A surface transportation system is formed by a network of highways and streets, each with different designations as to their function within the overall system and their designed traffic carrying capacity. Each street segment contributes to the interconnectivity of the network. Without a continuous system, there are unnecessary interruptions, thereby altering natural traffic movement patterns onto street segments that are not designed to carry the associated traffic volume and, thus, become overly congested. Therefore, for a network to operate efficiently, it is essential for there to be a complete network of roadways designed in a hierarchy from highways, to arterial and collector streets, to the local street network. Each link is intended to function according to its design capacity, in effect, distributing traffic from the lowest design classification, local streets, to the highest functional classification, highway or expressway. Connectivity is a key to providing an efficient, safe, and convenient roadway network for vehicular traffic.

The grid street pattern in the original, well-established areas of the community displays a sound network of continuous roadways. This street pattern maximizes continuity and the efficiency of the overall street network. However, the newer development areas, such as Alta Vista and Indian Hills, have departed from the one block grid with diagonal and discontinuous streets and very long block lengths. The result is desirable from the perspective of reduced traffic volume but disrupts the continuity of the system. This is best reflected by the termination of Reynolds Street at Arapahoe Street. Reynolds Street is a long, continuous principal arterial roadway that extends from west to east across the community until it abruptly ends within the Alta Vista subdivision. While there is no solution to this situation at present, future subdivision approvals elsewhere in the community must ensure roadway continuity by requiring dedication of the necessary right-of-way through the development. In this instance, this

Figure 8.4, Alternative Cross-Sections



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terminated arterial street affects the larger street network by requiring unnecessary rerouting onto other roadways.

An optimum street network has a principal or secondary arterial roadway each mile, which forms a neighborhood superblock. Within the superblock, collector roadways should be spaced at one-half mile intervals in each direction, north-south and east-west. The local streets within each quadrant of the superblock may allow curvilinear streets, which distribute traffic to the one-half mile collector streets and onward to the arterial street network. Such network manages traffic at the neighborhood level without compromising the continuity of the street network. This also allows for connections between neighborhoods.

The development of the street network may be attributable to the occurrence of small development phases. While this will continue to occur as a result of the local housing market, it must occur in a planned sequence to ensure adequate roadway continuity and integration with the existing street network. Sidewalk and trail development, as well as public access easements must also occur at the same time as road development during the subdivision process, including the 1 mile boundary developments, to ensure accessibility, convenience, efficiency, and safety. Recommended street cross-sections and pavement widths must be strictly adhered to in all new developments. In certain instances where there are unavoidable constraints for complying with the City's standards that are peculiar to the location and not brought about by the subdivider by cause of the subdivision layout or design, the City may allow an exception as long as it is the minimum variation needed to otherwise abide by the City's standards. Regulations should also require marginal access roads and/or cross access easements along all commercial frontage abutting arterial and collector roads to minimize the number of driveways. The number of residential streets with access to arterial streets should be restricted by requiring marginal access streets or collector roadways. Design standards could be incorporated that allow new design concepts such as rear loading garages. Taking these measures improves street network connectivity and traffic flow.

Many times impact studies are necessary in specific situation to assess the impacts on the surrounding street system and neighborhoods and evaluate viable and warranted alternatives. The use of the land use designations contained in this plan allows quantification of the transportation impacts, including population and dwelling unit counts, trip generation, and other model inputs. In this way, there is a high level of coordination between the adopted land use and growth plan and the resulting thoroughfare network, thereby greatly improving the accuracy of the trip generation and the corresponding assignment and distribution of trips.

The design and arrangement of the local street system is confronted with several barriers, including the ridgeline near Indian Paintbrush School (the preservation of which is of great value to the community), Casper Aquifer, multiple creeks, Irrigation canals, Laramie River, Interstate 80, railroad tracks, and existing and proposed development, among others. As a result, there are only limited options for creating a complete arterial and collector street grid. The major street plan depicted later in this chapter identifies the proposed extensions

of existing thoroughfares and new alignments of arterial and collector streets to form a complete street network.

One of the significant barriers is the railroad rights-of-way adjacent to Downtown. There have been multiple alignment options evaluated in the Major Street and Highway System Report 2004, including, among the alternatives, reconstruction of the current Clark Street Bridge or construction of a new bridge aligned with Harney Street. A traffic study being conducted concurrently with this plan will evaluate the options and feasibility for a reconstructed and/or new bridge. The Wyoming Department of Transportation has indicated that it will provide funding assistance for one, but not both bridges, meaning that the City would be required to fund a second bridge should the local decision be made to maintain two bridges. From a financial standpoint this is likely not feasible and possibly not warranted from a traffic capacity perspective. In fact, according to the 2004 report, there would be 2,400 vehicles per day (vpd) fewer on the Harney crossing versus the Clark Street bridge, with the remainder diverting to I-80 and Reynolds Street. The idea of preserving the existing Clark Street bridge structure and using it for pedestrian access has merit. This connection would tie the community together with West Laramie and provide direct access to Downtown and the University. This option requires a funding commitment that is a local decision and one which is advocated by this plan.

From a thoroughfare planning perspective and on the basis of continuity, Harney Street is an advisable location for a new bridge since it would allow connection to State Highway 130/Snowy Range Road (whether the final alignment bends south before the Laramie River or crosses the river, through West Laramie, and tying into State Highway 130/Snowy Range Road near Welsh Lane). This would allow a continuous cross-town arterial street connecting from State Highway 130/Snowy Range Road to the eastern City limits and the proposed northern extension of Vista Drive/45<sup>th</sup> Street. Other than U.S. 30/Grand Avenue and I-80, this would be the only thoroughfare providing cross-town access. Its spacing relevant to the other two east-west roadways is also appropriate, per the criteria of *Table 8.1, Functional Classifications*. An important consideration of such street classification though, is the low density residential nature of Harney Street to the east of 3<sup>rd</sup> Street. While this road is generally functioning as an arterial road today, there would be essential design considerations to improve traffic and pedestrian safety and mitigate the environmental impacts associated with higher traffic volumes. Final decision of the alignment will be based on the 2007 engineering report done by HDR, a consulting firm hired to evaluate the different proposed routes.

An essential element of thoroughfare efficiency is preservation of its traffic carrying capacity. Even though roadways are designed to carry a certain volume of traffic, similar to that expressed in *Table 8.1, Functional Classification*, there are situations that affect its efficiency including the number of access points, lane width, synchronization of signals, number of intersections, impedance of traffic flow by vehicles entering and exiting properties, allowance for deceleration/acceleration at each ingress/egress point, and the presence or nonexistence of a center turn lane or median, among other factors. In addition new street widths should be considered to provide alternative rights-of-way and pavement widths for certain conditions. The following are possible street configuration and widths and are displayed in *Figure 8.4, Alternative Cross-Sections*:

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- a. **Parkway** - 120 feet of right-of-way, four, 12-foot travel lanes with 48 feet of pavement, and a 12-foot median. On-street parking should be prohibited. This section is particularly appropriate for the 30<sup>th</sup> Street extension so as to provide additional green space and room for streetscape enhancements, as well as the proposed northern loop on top of the ridge. The median may also be depressed and used to channel and filter stormwater runoff.
- b. **Secondary arterial** - undivided street section within 80 feet of right-of-way with a 48-foot pavement section. On-street parking should be prohibited.
- c. **Alternative Collector** - 60 feet of right-of-way with a pavement width of 36 feet, which is sufficient to achieve its traffic-carrying capacity of 15,000 vehicles per day (VPD). On-street parking may be permitted on one side, which may alternate daily.

**Table 8.1** Functional Classification

Criterion	Highway	Principal Arterial	Minor Arterial	Collector	Local Street
Functional Role	Entirely through traffic movement with no direct access to property.	Mobility is primary, access is secondary. Connects Freeways and other Arterials.	Connects Freeways, Principal Arterials, and lower classification roadways. Access is secondary.	Collects traffic destined for the Arterial network. Connects Arterials to Local Streets. Also land access.	Access is primary. Little through movement.
Roadway Continuity	Inter-city, regional, and interstate	Connects Freeways to lower classification roadways. Connects major activity centers.	Connects Freeways and Principal Arterials to lower classification roadways.	Continuous between Arterials. May extend across Arterials.	Discontinuous. Connects to Collectors.
Roadway Length	Usually more than 5 miles	Usually more than 5 miles	Usually more than 3 miles	Varies from roughly one-half mile to 2 miles	Generally less than 1 mile
Traffic Volumes (VPD = vehicles per day)	40,000+ VPD	20,000 to 60,000 VPD	5,000 to 30,000 VPD	1,000 to 15,000 VPD	100 to 5,000 VPD
Desirable Spacing	5 miles or more	2 miles or more	Generally one-half to 2 miles	Generally one-quarter to one-half mile	Varies with block length (at least 125 feet between)
Posted Speed	55 to 75 mph	40 to 55 mph	30 to 45 mph	30 to 35 mph	20 to 30 mph
Access	Controlled access. Grade separated interchanges and frontage/service roads.	Intersects with Freeways, Arterials, Collectors, and Local Streets. Restricted driveway access.	Intersects with Freeways, Arterials, Collectors, and Local Streets. Restricted driveway access.	Intersects with Arterials and Local Streets. Driveways limited.	Intersects with Collectors and Arterials. Driveways permitted.
On-Street Parking	Prohibited	Restricted	Restricted	Normally permitted	Permitted
Community Relationship	Defines neighborhood boundaries	Defines neighborhood boundaries	Defines and traverses neighborhood boundaries	Internal and traverses neighborhood boundaries	Internal
Through Truck Routes	Yes	Yes	Permitted	No	No
Bikeways	No	Limited	Permitted	Yes	Yes
Sidewalks	No	Yes	Yes	Yes	Yes

Based on the above alternative street sections, amendments to the subdivision regulations to include performance standards for residential streets, whereby the type of access, number of dwelling units served, and the units' average frontages determine the street right-of-way, pavement width, and other design requirements such as parking lanes, curb

width, parkways, and sidewalks would be recommended. The standards would be based on the requisite roadway design capacities and the volume of traffic generated by abutting and cumulative developments. This approach is only for local streets and is not applicable for collector or arterial streets. The standards must be tailored based upon the allowable densities of each zoning district and other dimensional criteria such as county developments located within the one mile boundary.

Of relevance to this plan is the management of property access along each of the community’s major arteries. While the one block grid maximizes access and continuity, it allows an increased disruption of traffic flow with vehicles entering and exiting the thoroughfare from local streets. In addition are the numbers of driveways, particularly along the older sections of Grand Avenue and 3<sup>rd</sup> Street, for instance. The numbers of potential conflict points all affect the operating efficiency of the street system. A solution to this problem is through shared driveways (or shared access), which effectively reduce the number of breaks in traffic since motorists have reduced turn opportunities on and off of major roads and into/out of abutting properties. Similarly, cross access can also be effective in minimizing traffic problems. Cross access is accomplished by a platted and/or recorded easement giving access between two nonresidential properties thereby eliminating the need for motorists to use major roads to move between abutting and nearby properties.

Multi-Modal Systems

An effective transportation system is truly multi-modal, meaning that it offers all available modes necessary to transport people and goods in the most effective and cost efficient manner. For travel outside of the nearby region and state, the airport offers a viable option providing daily air service to the Denver International Airport and Worland Municipal Airport. Sustaining the commercial air service relies on enplanements, meaning that every passenger trip counts toward preserving or possibly expanding the service. Therefore, it is essential for the community to promote usage of the airport and market its advantages aggressively to ensure long-term protection of this valuable community asset. The “Fly Wyo” state advertising campaign will greatly aid in this effort.

The railroad is looked upon by many as an obstacle or barrier between Laramie and West Laramie. While this presents a challenge, the railroad is yet another viable option for the transport of large and heavy quantities of materials that are more costly via other modes. The decision regarding the location of the proposed new viaduct will help remedy the accessibility, particularly if the decision is made to preserve the Clark Street Bridge structure for use as a pedestrian and bicycle way. Nonetheless, the railroad helped to give existence to the community and has long been a part of its physical framework.

Air Travel

Beyond the local and regional transportation system, the airport provides opportunity for longer distance travel. This, too, is a key component of the community’s economic sustainability. Air transportation provides yet another viable opportunity for transporting materials and supplies, as well as visitors and clientele, to and from local businesses. It also provides access to residents, to conduct business and socialize.

**Laramie Regional Airport (LRA)** was built in 1934 and was originally named Brees Field, after General Herbert Jay Brees of the US Army. The original hangar still stands today. In 1944, the runways were paved to allow hundreds of B-24 bombers to land at Laramie and bring crews for rest and recuperation to the UW recreation camp in the Snowy Range. In 1945, Summit Airways began to provide passenger service. The Brees Field Airport Board was formed in 1965 to oversee airport operations. In 1992, the airport's board changed the airport's name to Laramie Regional Airport. The terminal originally built in 1959 was remodeled in 1994. A fourth community heated hangar was completed at the end of 1997. Also completed was a runway extension to accommodate larger aircraft and a City of Laramie airport water project. Future plans include bringing businesses out to the airport industrial sites and increasing charters out of Laramie Regional Airport.

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The Laramie Regional Airport (LRA) offers commercial air service to/from the Denver International Airport through Great Lakes Airlines. There are three flights daily providing access via Denver throughout the U.S. and world, which carry an average of approximately 10,000 passengers annually. A co-share program that allows Great Lakes Airlines two carriers increases the connecting flights one can have in Denver. In addition to these positive aspects the time savings for those flying directly out of Laramie is immensurable. However, due to the amount of airfare for the flight from Laramie to Denver and the availability of E-470, many residents choose to drive to Denver, which makes it increasingly difficult for LRA to serve the community.

In addition to the commercial air service operated out of LRA, there is an average of 40 based aircraft, including private and corporate planes. Cowboy Aviation is operated by LRA to provide Fixed Base Operator (FBO) service to private, corporate, and commercial aircraft. LRA also houses the University of Wyoming's Department of Atmospheric Science aircraft, used to conduct state of the art research. There are three community hangars available for rent, the newest of which is heated. LRA is also home to Eagle One private hangars and the University of Wyoming hangar.

Laramie Regional Airport is funded by the City and County. It is Part 139 Air Carrier Certified with trained Aviation and Rescue Fire Fighting personnel and non-precision instrument approaches. LRA also provides airport weather conditions. The airport has two runways, one (runway 03/21) of which was recently extended by 800 feet to accommodate larger aircraft thereby allowing better access to charters and commuter airlines. In addition, Albany County recently approved a one percent capital facilities tax, which included \$1.2 million for the airport to improve its water system. The airport has been working with the City in planning a water system that will store 1 million gallons of water and provide 4,000 gallons a minute to the airport for fire suppression.

Continued development and expansion of the airport is essential for sustaining and growing the community economic development program, and seizing opportunities to both attract and retain businesses. In addition to the other modes of transportation, commercial air service, the new airport business park, as well as general aviation service, is an important part of the overall local and regional transportation system, offering convenient and accessible access throughout the nation. LRA is a asset that many other communities this size can not offer, thus making Laramie unique and ready for any opportunity.

Protection of the airport and its airspace is essential for its continued use and operation. As stated in *Laramie Municipal Code 17.37, Aviation Influence Area*, the purpose of establishing an influence area is to “minimize exposure of residential and other land uses to aircraft noise, to minimize the risks to public safety, to minimize hazards to aviation users and those employed or residing in proximity to public aviation facilities and to promote sound land use planning and zoning practices on lands influenced by aviation operations.”<sup>2</sup> Therefore, one of the stated purposes of this plan must be the management of future land use within and adjacent to the airport’s area of influence.

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<sup>2</sup> Chapter 17.37 Aviation Influence Area, 17.37.010 Purpose

14 CFR Part 139 requires the Federal Aviation Administration (FAA) to issue airport operating certificates to airports that---

- ♦ Serve scheduled and unscheduled air carrier aircraft with more than 30 seats;
- ♦ Serve scheduled air carrier operations in aircraft with more than 9 seats, but less than 31 seats; and
- ♦ The FAA Administrator requires to have a certificate.

Airport Operating Certificates serve to ensure safety in air transportation. To obtain a certificate, an airport must agree to certain operational and safety standards and provide for such things as firefighting and rescue equipment. These requirements vary depending on the size of the airport and the type of flights available. The regulation, however, does allow the FAA to issue certain exemptions to airports that serve few passengers yearly and for which some requirements might create a financial hardship.

Source: Federal Aviation Administration ([http://www.faa.gov/airports\\_airtraffic/airports/airport\\_safety/part139\\_cert/?p1=what](http://www.faa.gov/airports_airtraffic/airports/airport_safety/part139_cert/?p1=what))

**Multi-modal** refers to the availability of multiple transportation options, especially within a system or corridor. A concept embraced in the Intermodal Transportation Surface Efficiency Act (ISTEA), a multi-modal approach to transportation planning focuses on the most efficient way of getting people or goods from place to place, be it by truck, train, bicycle, automobile, airplane, bus, boat, foot or even computer modem.

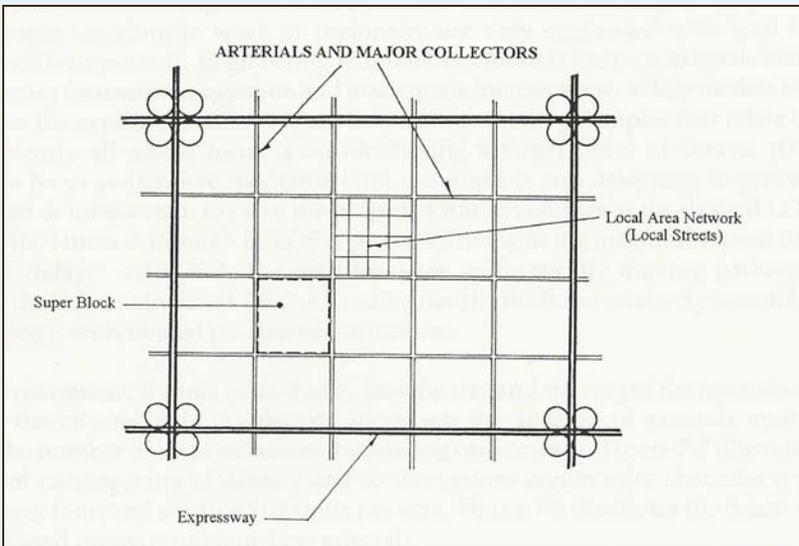
Rail Travel

The railroad is a substantial physical feature in the community, located parallel to U.S. 287 and immediately adjacent to the railroad. Similar to each of the other modes, the railroad is equally important to the community, particularly due to its rail service to local business and industry. Along with its benefits, though, come its constraints, the most significant of which is access across the rail rights-of-way. At present, there are approximately 58 trains daily operating through town at speeds up to 55 m.p.h. Therefore, the railroad has, to this point, acted as a de facto barrier between the majority of the community to the east, including Downtown, the University and LCCC, and a majority of the retail, entertainment, and service areas from West Laramie. The railroad has been problematic in that it is costly to cross, which is an issue regarding the Clark Street crossing and each of its alternatives. It is also a barrier, albeit to a lesser extent, for trail and pedestrian access since at-grade crossings are highly discouraged or, in many cases, disallowed.

Major Street Planning

The City's Major Street Plan is designed to provide for the future travel needs of the community by ensuring orderly development of the street system, including the extension and improvement of existing streets, as well as planned future roadways. The Major Street Plan is designed to ensure that adequate rights-of-way are preserved with a general alignment and sufficient width to allow for efficient expansion and improvement of the street transportation system. In addition, it is designed to provide opportunities for other

transportation modes so as not to place a fiscal burden on the community to fund extensive road improvements, which, in turn, require long-term maintenance. This latter objective is essential given the level of current infrastructure investment and reinvestment needs in Laramie.



A typical thoroughfare network forms a grid defined by arterial and collector roadways, within which are superblocks and the local street network.

Displayed in *Map 8.1, Major Street Plan*, are the proposed general alignments for the extensions of existing collector and arterial roadways and planned new roadways. It is important to note that the actual alignments of these roadways will likely vary from this plan and will be determined through the subdivision development process and the preliminary engineering phase of construction.

Refinement of the Major Street Plan on this basis is both warranted and accepted. Modifications that alter the intentions of the plan to create a complete and continuous network, though, should not be permissible without the necessary study and proposals to achieve the objectives, policies, and purposes of the plan.

Perhaps more than any other component of this plan, the thoroughfare system will affect and directly influence the pattern of future community growth and development. For this reason, it is particularly essential for the community to be cognizant and remain diligent and steadfast in adhering to this plan so as not to act in a short-sighted manner. Rather, decisions about thoroughfare improvements must be made in coordination with the future land use plan and the policies of *Chapter 3, Community Character*, and the policies and guidance principles of *Chapter 7, Urban Growth*.

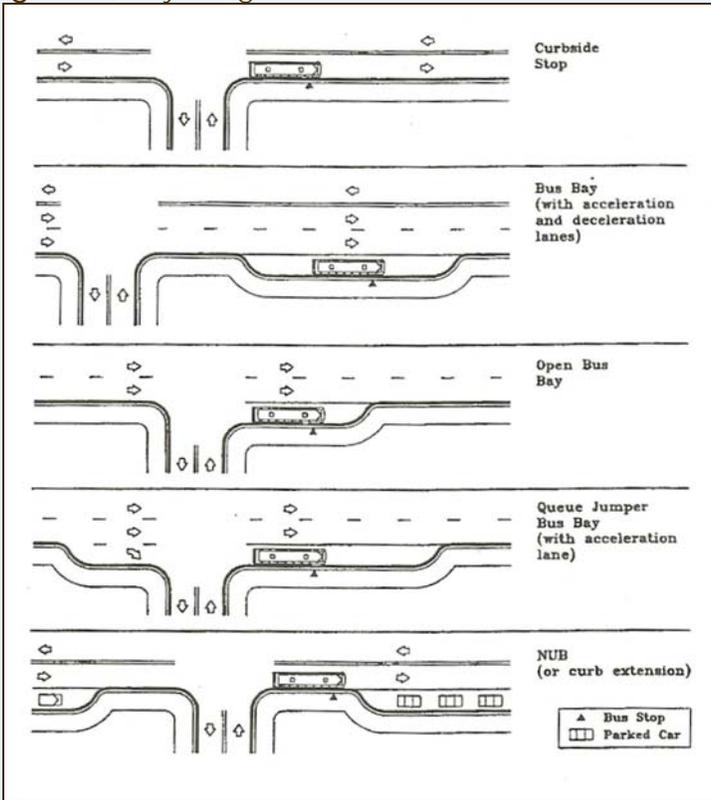
### TRANSPORTATION GOALS AND ACTION STATEMENTS

In this section the goals and action statements for each element of the plan are set forth. The goals and action statements are to be used as a starting point to achieve the overall vision of this plan.

#### Public Transportation Goals and Action Statements

1. Follow goals and action statements found in *Chapter 3, Community Character and Chapter 7, Urban Growth*, regarding restructuring the planned unit development standards to provide incentives for neighborhoods that integrate appropriately designed and scaled mixed uses.
2. Prepare a transit study to evaluate the current performance of the fixed route and establish service performance standards. Potential new routes, coordination opportunities, feasibility of commuter routes, fuel alternatives, vehicle types and specifications, infrastructure improvements, future funding, revenue options, and funding strategies should also be examined.
3. Continue to support the PATS fixed route service currently operated by the Eppson Center for Seniors.
4. Develop and execute an advertising, marketing and education campaign to inform the public as to the public transportation services and schedules available in Laramie.
5. Facilitate meetings and cooperation between the City, the Eppson Center, the University (relating to TransPark), LCCC, the Wyoming Department of Transportation (WYDOT), and other area transportation providers to identify opportunities for coordination of service as well as other issues such as longer times, more routes, fees, joint maintenance and driver training.
6. Coordinate with the University and the Eppson Center shuttle and transit service providers to identify locations for construction of street and curb side improvements. Explore low-cost transit-oriented street improvements such as:
  - a. Special left turn-lane signal phases at select intersections;
  - b. Preferential signal timing to aid bus travel time;
  - c. Initiation of parking regulations to clear the curb lane for bus operations, particularly at high volume transit stop locations and during peak travel periods;
  - d. Improved identification of bus stop locations and installation of no parking signs; and;

Figure 8.5, Bay Design Alternatives



Source: Transit Cooperative Research Program (TCRP) Report 19, Federal Transit Administration

e. Pavement markings in support of signing at transit stops.

7. Prepare guidelines for pedestrian access to transit stop locations.
8. Within future street improvement projects along bus routes, incorporate design provisions relating to sidewalks, curb cuts, handicap accessibility, non-slip surfaces, marked, signed and/or signaled pedestrian crossings and installation of pedestrian actuated traffic signals.
9. Evaluate potential locations for the installation of bus pull-out bays, which are specially constructed areas separate from the street travel lanes providing for passenger boarding and alighting (Figure 8.5, Bay Design Alternatives).

Non-Motorized Transportation System Goals and Action Statements

1. Update the current trail plan to include the recommended new and extended trails identified in Chapter 4, Parks and Recreation. A comprehensive review and

update of this parks plan is necessary to conform with the new Comprehensive Plan.

2. Stripe, re-stripe, sign and maintain streets designated as bike lanes. Bike lane locations should follow the bike and trail plan layout. Maintenance issues such as snow removal and regular street sweeping should be considered. These maintenance issues should also be applicable to sidewalks and trails.
3. Establish requirements within the subdivision regulations pertaining to the location of sidewalks and boulevards within the right-of-way. Pedestrian safety should be considered pertaining to all requirements. Traffic calming measures such as signs, traffic singles and crosswalks should all be considered.
4. Amend the subdivision regulations to include a requirement for sidewalks to be installed on both sides of all arterial, collector, and local streets.
5. Perform a condition inventory of sidewalks/bike lanes/trails to assess condition and maintenance requirements, especially in areas with high pedestrian traffic. Programs and Capital Improvement Programs should be used to repair areas in disrepair based on city standards.
6. Amend the subdivision regulations to require public access easements every 800 feet, or portion thereof and at the end of cul-de-sacs where there are continuous rows of homes abutting trails or collector and arterial roads.

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7. Make use of the current access easements located along Spring Creek Drive to improve access to the proposed trail along the creek.
8. Implement pedestrian safety improvements within neighborhoods through updates in code. Areas to include are schools, parks and churches with improvements like signage and raised crosswalks.
9. Perform a barrier analysis to identify significant barriers for safe and convenient use of the pedestrian infrastructure system.
10. Displayed in *Figure 8.6, Viaduct Walkway*, is the pedestrian area crossing the existing Clark Street Bridge, which is in deteriorating condition, and unprotected and too narrow. Consideration must be given to a wide, protected pedestrian way on a new viaduct bridge no matter the location.
11. Include requirements within the subdivision regulations as to the installation of bicycle racks at all commercial developments over 5,000 square feet of gross floor area and for businesses employing more than 10 persons.
12. Continue maintenance and use of the Garfield Street Footbridge as a bike and pedestrian bridge which connects the west side of Laramie to the east side of Laramie. In addition this bridge serves as a focal point for the downtown.
13. Consider maintenance and necessary reconstruction of the Clark Street Bridge for ongoing use as a pedestrian and bicycle cross-over of the railroad between Laramie and West Laramie. While this would require a substantial investment, at the same time, it would foster improved accessibility and convenience.
14. Research the available sources of funds relating to railroad crossing safety as well as pedestrian, bicycle, and other transportation improvements, including following:
  - a. National Highway System funds may be used to construct bicycle transportation facilities and pedestrian walkways on land adjacent to any highway on the National Highway System, including Interstate 80.
  - b. The Safe, Accountable, Flexible, and Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU) added "the modification of public sidewalks to comply with the Americans with Disabilities Act" as an activity that is specifically eligible for the use of these funds.
    - i. High Priority Projects and Designated Transportation Enhancement Activities identified by Section 1602 of SAFETEA-LU include numerous bicycle, pedestrian, trail, and traffic calming projects in communities throughout the country.
    - ii. Title 49 U.S.C. (as amended by SAFETEA-LU) allows the Urbanized

**Figure 8.6, Viaduct Walkway**



- Area Formula Grants, Capital Investment Grants and Loans, and Formula Program for Other than Urbanized Area transit funds to be used for improving bicycle and pedestrian access to transit facilities and vehicles. Eligible activities include investments in "pedestrian and bicycle access to a mass transportation facility" that establishes or enhances coordination between mass transportation and other transportation.
- iii. SAFETEA-LU also created a Transit Enhancement Activity program with a one percent set-aside of Urbanized Area Formula Grant funds designated for, among other things, pedestrian access and walkways, and "bicycle access, including bicycle storage facilities and installing equipment for transporting bicycles on mass transportation vehicles."
- c. Surface Transportation Program (STP) funds may be used for either the construction of bicycle transportation facilities and pedestrian walkways or non-construction projects (such as maps, brochures, and public service announcements) related to safe bicycle use and walking.
    - i. Ten percent of Wyoming's annual STP funds are set-aside for Transportation Enhancement Activities (TEAs). The law provides a specific list of activities that are eligible and this includes "provision of facilities for pedestrians and bicycles, provision of safety and educational activities for pedestrians and bicyclists," and the "preservation of abandoned railway corridors (including the conversion and use thereof for pedestrian and bicycle trails)."
    - ii. Another ten percent of Wyoming's STP funds are set aside for the Hazard Elimination and Railway-Highway Crossing programs, which address bicycle and pedestrian safety issues. The State is required to implement a Hazard Elimination Program to identify and correct locations which may constitute a danger to motorists, bicyclists, and pedestrians. Funds may be used for activities including a survey of hazardous locations and for projects on any publicly owned bicycle or pedestrian pathway or trail or any safety-related traffic calming measure. Improvements to railway-highway crossings "shall take into account bicycle safety."
  - d. Recreational Trails Program funds may be used for trail projects. Of the funds apportioned to the State, 30 percent must be used for motorized trail uses, 30 percent for non-motorized trail uses, and 40 percent for diverse trail uses (any combination).
  - e. Provisions for pedestrians and bicyclists are eligible under the various categories of the Federal Lands Highway Program in conjunction with roads, highways, and parkways.
  - f. National Scenic Byways Program funds may be used for "construction along a scenic byway of a facility for pedestrians and bicyclists."
  - g. Job Access and Reverse Commute Grants are available to support projects, including bicycle-related services, designed to transport welfare recipients and

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eligible low-income individuals to and from employment.

- h. Pedestrian and bicyclist safety remain priority areas for State and Community Highway Safety Grants funded by the Section 402 formula grant program. Wyoming is eligible for these grants by submitting a Performance plan (establishing goals and performance measures for improving highway safety) and a Highway Safety Plan (describing activities to achieve those goals).
- i. Research, development, demonstrations and training to improve highway safety (including bicycle and pedestrian safety) is carried out under the Highway Safety Research and Development (Section 403) program.
- j. Federal/State Matching Requirements. In general, the Federal share of the costs of transportation projects is 80 percent with a 20 percent State or local match. However, there are a number of exceptions to this rule, including: Federal Lands Highway projects and Section 402 Highway Safety funds are 100 percent Federally funded; Bicycle-related Transit Enhancement Activities are 95 percent Federally funded; Hazard elimination projects are 90 percent Federally funded; Bicycle-related transit projects (other than Transit Enhancement Activities) may be up to 90 percent Federally funded; Individual Transportation Enhancement Activity projects under the STP can have a match higher or lower than 80 percent; and states with higher percentages of Federal Lands have higher Federal shares calculated in proportion to their percentage of Federal lands.

### Thoroughfare Improvement and Effective Capacity Management Goals and Action Statements

1. Adopt a hierarchical thoroughfare network to be shown on the Major Street Plan, along with the corresponding policies and regulatory amendments as stated in this plan.
2. Utilize the future land use plan for incorporation into the urban area transportation model to define the functional classification of streets and the necessary roadway capacities.
3. West Laramie must be brought up to City of Laramie paving standards. Paving should be required at the time of any property improvements such as building, subdivision and remodeling. This issue is closely related to drainage issues that occur in this area.
4. Acquire rights-of-way in adherence with the City's land use and growth policies (refer to *Chapter 3, Community Character*, and *Chapter 7, Urban Growth*) to ensure that a sufficient amount of land is dedicated to meet transportation needs for roadways, sidewalks, and trails, while also meeting community design and appearance objectives.
5. Update the Major Street and Highway Plan based on suggestions found within the plan. Changes are needed to lessen the rigid, non-planned location of many of the roads found in the Major Street and Highway Plan.
6. Coordinate with WYDOT, Albany County and private property owners in conducting a traffic engineering and design study along collectors, arterials and other major roads

to identify necessary and feasible improvements such as acceleration/deceleration lanes, turn lanes at major intersections, ROW property acquisition and the effective use of medians.

7. Adopt new minimum street widths and performance standards as alternatives to those in the subdivision regulations to provide alternative rights-of-way and pavement widths for certain conditions (*Figure 8.7, Alternative Cross-Sections*).
8. Streets facility standards should be replaced with the standards that give them the longest life and quality available at this time. This should help reduce the backlog of maintenance.
9. It is an essential prerequisite to adopt the land use policies and growth management guidelines in *Chapter 3, Community Character*, and *Chapter 7, Urban Growth*, prior to improvement of the roadways reflected on the Major Street Plan. Of particular relevance is the following:
  - a. The proposed alignment of Harney Street, assuming this is the selected viaduct alternative.
  - b. The proposed northern loop, which is an extension of 45<sup>th</sup> Street south tying into Vista Drive. The extension should be continued to the north and west tying into U.S. 287 by means of Beaufort. The road must be designed in the context of its environment, being highly sensitive to the Casper Aquifer.
  - c. The proposed extension of 30<sup>th</sup> Street south to I-80 and continuing further south to the extended Skyline Road.
  - d. The proposed extension of Skyline Road to the east running generally parallel to I-80.
  - e. The proposed extension of McCue Street north of Curtis Street and continuing northward and westward and traveling back to an east-west extension of Welsh Lane, as reflected on the Major Street Plan.
  - f. Collector roadways are required to be located no less than every one-half mile and shall continuously connect to other collector and/or arterial roadways. In no case shall a collector roadway be terminated within a neighborhood.
10. Amend the subdivision regulations to incorporate traffic calming requirements, which would be applicable where there are continuous and relatively straight streets (for a distance of 500 feet or more) carrying higher volumes of traffic in excess of 100 vehicles per hour during peak hours, when actual speeds exceed the posted limit on a regular basis, and/or when the street is in close proximity to a school, park, or other location frequented by children.
11. Periodically conduct travel speed studies to determine appropriate speed restrictions in neighborhood pedestrian areas.
12. Street pavement markings and signage for all school safety zones should be improved and regularly maintained.
13. Adopt access management regulations to restrict the number, location, and spacing of driveways, street intersections, medians and median openings, marginal access roads,

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and turn lanes at major intersections.

14. Identify levels of service for major intersections and streets. These levels of services are needed to evaluate the effect of development on existing neighborhood and already constructed roadways.
15. Complete a comprehensive transportation study relating all modes of transportation; public, private, non-motorized, motorized, air, interstate and rail. The study should focus prioritization of improvements, standards, recommendations in addition to any accomplishing goals listed in this chapter.

### Multi-Modal Systems Goals and Action Statements

1. Support the continued development and expansion of the airport through provision of improved infrastructure (water and sewer) capacity, thereby allowing development of the business park.
2. The Laramie Regional Airport board should prepare and development a Master Plan. Information such as an inventory study, usage statistics, future land use plan, surveys and business/marketing plan among others items should be considered.
3. Consider amendment of the Aviation Influence Area<sup>3</sup> to include the more common approach, transition, horizontal, and conical surfaces, which better define the limits and requirements of the Federal Aviation Regulations. These regulations should include general environmental standards relating to noise, vibration, emissions, hazardous materials, dust and debris to include references to the latest standards and requirements. Definition of such surfaces would require an update to the airport master plan.
4. The City may consider the use of amortization of any existing nonconforming uses within the aviation influence area, which would establish the period within which the use or structure must be removed. This may be necessary so as not to limit or harm the viable operations of the airport.

### Major Street Planning Goals and Action Statements

1. Continue review of all preliminary and final plats and their compliance with the Major Street Plan to ensure consistency and availability of sufficient rights-of-way for the general roadway alignments shown on the plan.
2. The general location and alignment of thoroughfares must be in conformance with the Major Street Plan. Although alignments are approximate, any major change in thoroughfare alignment that is inconsistent with the plan should require the approval of the Planning and Zoning Commission through a public hearing process (*Map 8.1, Major Street Plan*).
3. Necessary, total, rights-of-way must be dedicated at the time of final platting. Properties proposed for subdivision that include or are adjacent to an existing thoroughfare with insufficient right-of-way should be required to dedicate land to compensate for any deficiency.

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<sup>3</sup> Chapter 17.37 Aviation Influence Area

Cities often use **amortization** to eliminate nonconforming uses or structures, which may apply to building, signs, towers, or any other type of regulated use of structure. The use of amortization is considered fair and reasonable because it allows depreciation of an asset over an established number of years so as not to unduly restrict or deny reasonable use and value of the building.

4. Existing streets adjacent to land proposed for subdivision should be continued so as to meet the continuity objectives of the Major Street Plan. The arrangement of streets in a new subdivision must make provision for continuation of the principal existing streets in the adjacent areas.
5. Land owners and developers are 100 percent responsible for constructing sections of collector roadways and also responsible for participating in the construction of arterial roadways adjacent to their property pursuant to the City's improvement policies and funding participation program, as applicable.
6. To maximize mobility, collector streets must traverse adjacent neighborhoods to provide access and circulation not only within, but also between, neighborhoods. Collectors should generally connect arterial streets, rather than allowing development to have a street system with no points of ingress and egress other than the major entrance.
7. Community entryway/corridor/major street improvements should occur with development. At the time of development, opportunities exist for the city to contribute additional funding for landscaping and other improvements that will help aid in the look to these major streets.
8. Streets identified as collectors on the plan may not ever be widened due to physical constraints and right-of-way limitations. Instead, the designation signifies its traffic-handling role in the overall street system and the importance of maintaining it in good condition.
9. Collectors must be situated to connect arterial streets with other collectors and local streets. Their continuity in the roadway system is essential to its function of distributing traffic within the hierarchical system.
10. Individual improvements may be constructed by a variety of implementing agencies, including the City, County, Wyoming Department of Transportation, private developers, and intra-governmental agencies.
11. The future alignments of local streets are dependent upon individual land development plans and, thus, are not set forth by the Major Street Plan.
12. City should revise engineering design standards to incorporate the *Alternative Cross Sections* in *Figure 8.4* which address issues such as asphalt widths, sidewalks, parkways, raised medians and decorative improvements.
13. Identify and develop when traffic studies should be required prior to subdivision approval.