



**Subject:** Stakeholder Advisory Committee Meeting #8

**Project Name:** Tribal Trail Connector EA

**Location:** BCC Chambers 200 S. Willow Street  
Skype Meeting | Call in Number 1-469-214-8538 | Conference ID: 362 870 934

**Date/Time:** March 4, 2020 scheduled 10 am to 4 pm.

**Participants:**

Dave Schuler – Stakeholder  
Dave Schofield – Stakeholder (phone)  
Jeff Daugherty – Stakeholder  
Andy Weenig Stakeholder proxy for Lisa Carpenter (phone)  
Tom Holland – Stakeholder  
Frank Lane – Stakeholder  
Alex Muromcew – Stakeholder  
Michael Halpin – Stakeholder proxy for Ralph Haberfeld  
Scott Pierson – Stakeholder  
Amy Ramage – Teton County  
Chris Neubecker Teton County  
Heather Overholser – Teton County  
Kristen Waters – Teton County  
Jazmine Watson – Teton County  
Bob Hammond – WYDOT  
Darin Kaufman – WYDOT  
Kevin Stogsdill – WYDOT  
Carolyn Moore – WYDOT  
Nick Hines – WYDOT  
Sean McAfee – Cambridge Systematics  
Keir Opie – Cambridge Systematics  
Randy Bomar – Morrison Maierle  
Tim Brugger – Morrison Maierle  
Steve Lowman – Morrison Maierle (phone)  
Jim Clarke – Jacobs  
Whitney Wimer – Jacobs

**Facilitator:**

Sara Flitner

**Press:**

Billy Arnold – JH News & Guide

**Public:**

Jared Smith  
Tom Hogan  
Bill Smith  
Carl Salerno

**Copies to:** Ted Wells/WYDOT

## Meeting Summary Notes

Action Items found in these notes are **underlined in bold**. Group decisions are highlighted. The notes presented below are summary notes. Copies of all materials presented, and recordings of the meeting can be found on the Stakeholder page of the Tribal Trail website, <http://www.tribaltrailconnector.com>.

### Meeting Purpose

Presenting results of the Public Meeting and determining Stakeholder Preferred Alternative

### Introductions/Review Meeting Purpose and Goal

- Sara Flitner asked Dave Schuler to review stakeholder ground rules. A copy of the Stakeholder ground rules is included as Attachment A.
- Sara provided an overview of the stakeholder’s responses, Attachment B, from the forms they completed when applying for the advisory committee.
- Questions from the group to start the meeting?
  - Alex Muromcew: What is the stakeholder role in providing recommendations to the commissioners?
    - Sara, the goal is for the stakeholders to give input.
    - Alex feels like a handful of stakeholders presented a viable option, but it was rejected (N14).
    - Heather: we need to bring forward an option for an actual road design that meets the Purpose and Need, that alternative did not include the connection to WY-22
    - Jim Clarke; we’ve had a transparent process to identify screening criteria to meet the Purpose and Need and project objectives. N-14 was screened out as part of that process. N-14 also is similar to the No Build Alternative, which will advance through the process and be evaluated in the Environmental Assessment (EA).
- Sara provided an overview of meeting participate roles (Stakeholder, study team, etc.)
  - No “voting” to take place today
  - Minority AND majority opinions are important
  - Commissioners will use info from these meetings as one decision making component

### Public Meeting Review

- Whitney Wimer provided a public comment overview and summarized comments and themes. The full [public meeting summary](#) is available on the website. Highlights mentioned during the meeting:
  - Public Meeting took place on February 19, 2020 at the Teton Science Schools’ Jackson Campus.
  - Meeting was held as an open house from 5– 5:30 p.m. with a presentation at 5:30 p.m. Following the presentation, a question and answer session occurred that lasted past 7:00p.m.
  - 110 people signed in
  - 63 people provided comment: 21 paper comments; 37 website comment forms; and, 9 email. 6 people provided duplicate comments.
  - Comments showed a majority of the public that commented is in favor of the project:

	Number of Responses	Percentage Based on Responses
In favor	36	57%
Against	25	40%
Unclear	2	3%

- Question 1 requested people’s preference on the North Alternative options

	Number of Responses
No Build	21

Interchange	17
Signalized Intersection	17

- Question 2 requested people’s feedback on creating an underpass between Indian Springs Drive and Coyote Canyon Road.

Number of Responses	
In favor	20
Against	14
Unclear	5

- Question 3 requested people’s feedback on whether or not traffic calming should be included in a build alternative.

Number of Responses	
Yes	32
No	18

- Traffic calming options in order of public preference.

Number of Responses	
Neighbourhood traffic circles	26
Chicanes	22
Center Islands	22
Roundabouts	21
Speed tables	18

- Question 4 requested people’s preference on the Southern Intersection Alternative options.

Number of Responses	
No Build	14
2-Way Stop with Center Island	6
4-Way Stop	13
Roundabout	21

- Question 5 requested people’s feedback on building a new separated pathway on the west side of existing Tribal Trail with a crossing at Seneca Lane to tie-into the existing pathway system.

Number of Responses	
In favor	16
Against	4
Unclear	3

- Question 6 requested additional information about environmental resources in the study area. Common responses were:

- Wildlife movement/crossings/fencing
- Air pollution
- Water resources i.e. wetlands, fen, Spring Creek
- Threatened and endangered species in Spring Creek

- Question 7 requested information on any additional issues or concerns. Many of the responses listed were provided below each individual question. The main themes were:

- Increased traffic
- Impacts to neighborhoods
- Safety in School areas
- Questions on how the Gill Ranch development will impact the project.

- All the comments can be grouped into 17 general themes:

- Quality of life
- Natural resources
- Public involvement
- Support for project

- Oppose project
- Study
- Neighborhood impacts
- Design elements
- Project cost
- Bike/pedestrian facilities
- Safety
- START
- Traffic
- Traffic Calming
- Timing
- EMS
- Specific Alternatives

*UPDATE: In the Public Meeting Summary “Quality of Life” and “Neighborhood Impacts” were combined into one theme.*

### **Public Meeting Q&A**

- Dave Schofield asked if this will be last stakeholder meeting?
  - Response. This will be the last stakeholder meeting prior to the County Commissioners’ vote on the project. If the project moves forward, the stakeholders will be reconvened further into the design process. Project Charter calls for another meeting at Final Design stage of the project.
  - Staff will be having a project workshop with the County Commissioners on Monday, April 6. The Commissioners will vote on the project on at either the April 25 or May 5 meetings.

*UPDATE: Due to the coronavirus pandemic the County Commissioners workshop has been delayed. The workshop is tentatively scheduled for Monday, May 4, 2020 at 10am. The date may change as the County monitors and adjusts to the situation.*

- Alex asked for clarification on the Stakeholders role since an alternative submitted by seven of the Stakeholders (I-N14) was eliminated without being discussed by the Stakeholder group.
  - Response. Stakeholders have been providing input on project objectives and design alternatives throughout the entire process. Several alternatives were revised or developed based on Stakeholder input.
  - Staff and Stakeholders were charged with selecting a build alternative that best meets the Purpose and Need to present to the Commission.
  - The project team took alternative I-N14, through Level 1 screening prior to the November 15, 2019 Stakeholder meeting, as was done with all alternatives in an effort to be most efficient with time at the stakeholder meetings. The results of the Level 1 were discussed during that meeting. I-N14 did not meet Level 1 screening criteria therefore the alternative was eliminated from further consideration.
  - Level 1 screening criteria determined if an alternative met the project Purpose and Need and/or had a fatal flaw. The Purpose and Need for the project were established in the Integrated Transportation Plan and the Project Charter and approved by the elected officials. The level 1 and level 2 evaluation criteria based on the Purpose and Need were established early in the process with input of the stakeholders and based on the Project Charter and Stakeholder input.

### **Stakeholder Memo Review Study Update**

- Stakeholders were sent an update memo on January 24, 2020.
- Memo summarized:
  - Teton Science Schools and Indian Springs proposal to design, construct and fund an underpass connecting Indian Springs Drive and Coyote Canyon Road.
  - WYDOT’s preliminary review of alternatives with two access points. WYDOT made recommendations to eliminate a few alternatives and proposed four new alternatives.
  - On November 15, Frank Lane and County staff attended the Pathways Task Force Meeting to review proposed pathway connections and get feedback from the task force.
  - Results of preliminary design modeling of the northern frontage road.

- Explanation of how the Level 2 criteria ranking was influenced by the Stakeholders' responses to the Project Objective criteria survey.
- Summary of the alternative evaluation updates that resulted in changes to the Level 1 and 2 alternative evaluation matrices.
- Study team recommendations of alternatives to move forward for public comment.
- Alex asked about how multi modal is defined.
  - Response: Multi modal is defined as transit, bicycle, pedestrian, and any other form of alternate transportation.
- Dave Schuler asked if the location of the Tribal Trail underpass and intersection locations shown on I-N17 could be swapped whereby the underpass would be further west, allowing the frontage road to be shortened.
  - Response. Study team agreed that this is a possibility that could be explored. The ramp and intersection locations for this alternative could be adjusted during design.

### Traffic Updates

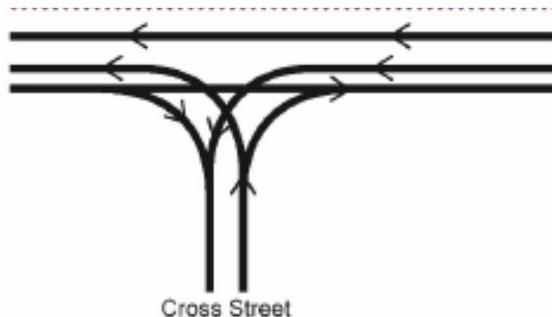
- Cambridge Systematics provided an update on work done to date with the micro simulation (micro sim). Cambridge's traffic presentation is available on the [Tribal Trail website](#).
- First level traffic analysis tool is the travel demand model which takes a regional look at how and where people travel. Answers the questions:
  - How many trips are people making?
  - Where will they go?
  - What route will they take?
  - What mode will they use?
- Travel demand model is used to forecast the future traffic volumes for Tribal Trail.
- Second level traffic analysis tool is the micro sim which uses output from the travel demand model to develop more detailed transportation operational analysis.
- Micro sim is an operational tool to show how the roadways will operate in future conditions as specific items are changed, such as new roads, signal, signage, etc.
- Micro sim simulates driver behaviors and response for the simulation time frame.
- Models for Tribal Trail are dynamic simulation models that allow the simulated drivers to choose their own path through the roadway network based on the information from the travel demand model.
- Models are calibrated to Teton County drivers and their specific driving patterns.
- Alex: In previous discussion the model results indicate that traffic from S. Park Loop Road going to Tribal Trail/WYO 22 would not increase because the model showed that the time difference was not significantly different to divert traffic off of WYO 89. Can the model consider drivers that might use S. Park Loop Road because it's a nicer albeit slightly longer drive?
  - Response: Sean noted that they've looked at travel demand model and varied the speed limits on the southern portion of S. Park Loop Road to see how much traffic the increased speeds would attract. Traffic speeds were adjusted to 45 and 55 mph. The model did not show a significant increase in vehicles using that portion of S. Park Loop Road. The reason a significant increase in traffic is not observed is because S. Park Loop Road is competing with a highway that has free flowing traffic.
  - Current results reflect 25 mph on Tribal Trail Connector.
- Alex asked if the travel demand forecast included the construction of the Classical Academy and proposed 500 home development to south?
  - Response. The Classical Academy and other confirmed developments are included in the travel demand model. However, the 500-home development is not because it has been recently proposed but not further planned.
- Model results being shown reflect AM and PM summer conditions.
- Data are calibrated to match local driving conditions. Collection points include:
  - Collect field data at 35 intersections, such as turning movement counts

- Had people drive a reasonable speed and do travel time runs on seven different routes to get real data to calibrate the model.
  - Headway, how much space people leave between vehicles.
  - Gap acceptance, how big of gap are people willing to take when trying to enter the traffic stream.
  - Speed adherence, how well people follow the speed limit.
- Data that can be captured in the micro sim model includes:
  - Delays (total and per vehicle)
  - Queue lengths
  - Corridor travel times
  - Vehicle hours traveled
  - Roadway level of service (LOS)
  - Animations of vehicles moving through the model
- Tom Holland asked: In other communities where you've developed models and calibrated, when you go back 3 years later to gauge accuracy, how well do these do?
  - Response. With operations, models do fairly well. Operations include evaluating congestion, travel delay, etc. Tougher with traffic forecasting. Biggest variable in traffic forecasting is changes in land use and development, for which we have limited control.
- Dave Schuler asked a clarification question. The variability is mainly in predicting the demand over time not the effect of the demand in the model?
  - Response: Yes, that is correct.
- After calibration, several high-level micro sim models were developed. The micro sims do not have as much detail as the alternative drawings and might not relate specifically to specific northern alternatives.
  - No build alternative
  - Interchange – full diamond interchange with Tribal Trail
  - Roundabout
  - Signalized intersection
- Models look at two different future year conditions 2030 and 2045. The main difference between the two years is growth and configuration of WYO 22.
  - 2030 WYO 22 is 2-lane
  - 2045 WYO 22 is 4-lane
- The Florida T intersection improvement at WYO 22/390 improves congestion on WYO 22. The intersection improvement is included in the all the models including the “No Build”.
- Details on the model results are in the Traffic Presentation which can be found on the [Tribal Trail website](#) Stakeholder Meeting 8 information.
- Interchange functions well from an operational perspective in both the 2030 and 2045 conditions.
- Signalized intersection will have some delays in each scenario but not significant. In the 2030 scenario the signalized intersection doesn't function as well as in the 2045 scenario due to WY-22 going to 4 lane in 2045.
- LOS grades are based on turning movements to get through the intersection:
  - A indicates less than 15 second delay to get through the intersection
  - B indicates between 10 – 35 second delay
  - C indicates between 30 – 45 second delay
  - D indicates between 40 – 55 second delay
  - E indicates between 55 – 80 second delay
  - F indicates an 80+ second delay
- Roundabout scenario indicates that WYO 22 operates fairly well. However, there are some significant delays with traffic entering the roundabout from Tribal Trail and Coyote Canyon/Indian Springs. The reason for delays is traffic has to wait for gaps on WYO 22.
- Looked at how the Tribal Trail connector affects other roads.
  - Y Intersection experiences a decrease in left hand turns on to WYO 22 and right turns off of WYO 22.
  - Tribal Trail improves conditions at the Y but does not solve all congestion at the Y.

- Same traffic reductions seen at the Y are also seen at the Spring Gulch intersection.
- With the No Build Alternative, Spring Gulch starts to fail in 2030 causing additional congestion on Highway 22.
- Alex asked if the decrease at the Y is because the people that live in Cottonwood and Indian Trails would be using Tribal Trail and not the Y?
  - Response: Yes, that is correct.
- Alex asked a follow up on questions regarding the Gill Ranch development (intersection of High School Road and South Park Loop Road) and the renewed interest in an East/West connector road to the south. How is that development factor in the modeling? Is that another option for Tribal Trail? Appears to be cheaper to build a two-lane road on flat ground that doesn't have all the complicated issues that Tribal Trail has.
  - Response: Currently the Gill development is not in the model because the development is in its preliminary planning stages. Land use decisions still need to be made and approved. Once some decisions are made, the development can be added to the model. The east/west connector is identified in the ITP but serves a different purpose than Tribal Trail Connector.
- Mike Halpin asked how many vehicles are expected to travel Tribal Trail based on the 2045 PM 10-12% right turn reduction of traffic on WYO 22 as shown on slide 39 of the traffic presentation?
  - Response: The 10-12% reduction at the Y is based on peak hour and equates to about 150 vehicles. It's a little bit more for the left turn movement.
  - Follow up question from Mike. Is that 10 - 15 cars per hour going thru the intersection or 100 cars per hour?
  - Response: The reduction is about 150 cars per hour during the peak hour.
  - Follow up question from Mike. Over ten hours that would mean 1,500 cars are using Tribal Trail?
  - Response: No, because 1,500 cars is based on peak hour. A general rule of thumb that can be used is applying a factor of ten for determining the number of trips per day. Let's assume 150 cars are turning right on to Tribal Trail using the factor of 10 that equates to about 1,500 cars using Tribal Trail (for one lane). Reversing the travel, people making left hand turns, would also equate to 1,500 cars or about 3,000 total vehicles a day. Induced demand, people taking trips to Wilson area that might not if they had to go through the Y with this new connectivity shows there is a volume on Tribal Trail that is a little more than the reduction we see at the Y.,
- Frank Lane asked Bob Hammond, when is the Florida T (WYO 22/390 intersection) scheduled?
  - Response: Construction is scheduled to start in 2023. Construction period will be 2023/2024. It will take more than one season to construct the bridge and intersection project.
- Keir wanted to make sure it's clear that there will still be congestion at the Y.
- Mike asked if the model assumes the Y intersection is improved by 2045?
  - Response: No, the model is showing the Y intersection in its current configuration.
  - Follow on question: Isn't the Y scheduled to be improved within the next 10 years?
  - Response: No, WYDOT is examining and looking at the Y, basically monitoring how the Y functions. State transportation improvement plan only goes out 6 years and the Y is not in that schedule. WYDOT's anticipated time frame for intersection failure, meaning major congestion, is about 14 years from when the intersection was constructed. Which was about 2 years ago. That puts failure around the 2030 time frame.
- Scott Pierson asked what rate of growth is being used to predict traffic?
  - Response: we used growth rates developed by the Town and County GIS group (planning staff) using recent job and housing studies. The growth rates we used are even more recent than what was used in the ITP. Based on the information provided, job growth is estimated at 2.1% per year, compound growth rate; housing growth at 1.6% per year, compound growth rate. Seeing jobs outpace housing.
- Keir added regarding operations assessment, with reductions seeing at Y, one thing found in simulation model is that the same reductions seeing at Y are seen at Spring Gulch Road. Spring

Gulch Road begins to fail in the 2030 year, but with Tribal Trail, there are some improvement to Spring Gulch Road operation.

- Frank asked whether the failure on Spring Gulch is based on how it's built now. He wonders why we didn't go out 4-lane from Y to Spring Gulch.
  - Response: Yes, it's based on Spring Gulch's current configuration. The improvement you suggested is a possible way that WYDOT could consider making incremental improvements without having to upgrade the entire corridor.
- Heather asked what the traffic model show for other roads, like High School Road?
  - Response: Everything shown in operations model confirms what was found in the demand model. Shows reductions on High School Road and South Park Loop Road with the Tribal Trail Connector.
  - In the future year conditions, growth will cause operational issues with the stop signs on High School Road and South Park Loop Road. The operational issues will occur with or without the Tribal Trail Connector.
- Tom asked for clarification. Can we apply the information to the intersection alternatives and the interchange options? Basically, all the information related to the interchange can be applied to all the interchange alternatives even if some of the details don't match. Same for the at grade intersection?
  - Response: Yes, generally, as the designs change, small changes would happen to the model, but generally the information would apply.
  - Follow up question. The difference between travel time for a signal verses an interchange is insignificant when it comes to travel time, correct?
  - Response. It's not insignificant but the not a dramatic impact either. The travel time change for WYO 22 is not significant. The delays occur from traffic accessing WYO 22 from Tribal Trail.
- Dave Schuler: Big picture point as it relates to the Jackson area ITP. The model is looking at improved travel time for intersections for this project and others; typically look at improved travel time as a positive. The ITP has improved multi-modal as a goal so selecting alternatives that are always improving travel time is actually a negative when considering multi-modal as a priority. Slow travel times encourage people to look for alternative ways of travel.
- Dave Schofield: What is the Florida T? If a no build is the selected option, how does the Florida T improve the travel times?
  - Response: A Florida T keeps traffic free flowing in the WY-22 east-bound (right lane) at the 22-390 intersection by adding a barrier to keep traffic from crossing into the lane. The left lane is used as turn lane for people entering and exiting a road. A stick drawing of a Florida T intersection is below. A video simulation of the WYO 22 /390 intersection can be found at on the [Jackson Hole News & Guide website](#). Additional information about the WYO 22 /390 project is available at the [WYDOT Snake River Bridge website](#)..



- Travel times are improved on HWY 22 assuming the improvements of the WYO 22 /390 intersection are completed. The intersection improvements include:
  - The left turns from Moose/Wilson Road are doubled
  - West bound movements through the signal are doubled
  - East bound traffic by-passes the signal all together

## Design Updates

- Study team received questions about what impacts would occur to the hill on the north side of WYO 22. High level 3D modeling was done to determine cut/fill for the two basic alternative types: interchange and at-grade signalized intersection.
- Three 3D design models were developed:
  - At grade crossing with northern frontage road
    - Retaining wall heights range between 10 – 40 feet
    - Design is within WYDOT right-of-way
    - WYO 22 is 4-lane
  - Interchange (underpass)
    - Retaining wall heights range between 10 – 60 feet
    - Design is within WYDOT right-of-way
    - WYO 22 is 4-lane
  - Southern frontage road
    - Study team modeled the southern frontage road to determine if this could be viable.
    - Close proximity to fen wetland
    - Southern walls are about 20-feet tall
    - Outside of WYDOT right-of-way.
- Alex asked if the southern fill slopes related to the at-grade intersection of Tribal Trail could be constructed without impacting the fen.
  - Response: Yes, the at-grade intersection can be constructed without impacting the fen. Regular wetlands would be impacted (and could be mitigated for) but it would impact the fen.
- Scott wanted to confirm that the retaining wall heights shown do not account for the switching of access locations discussed earlier today.
  - Response: Correct.
- Alex asked for idea of the cost associated with retaining walls of that height? And can they be built to reduce the threat of slides?
  - Response: There is a concern with cutting into the slope, which is why we prepared the 3D model. WYDOT has talked to their geotechnical staff to get a rough idea of cost. Kevin S. noted that large retaining walls could increase the project cost by millions. A very approximate guess based off the preliminary model is about \$10 million.
- Frank asked if the retaining wall would be necessary for only the northern frontage road or will it also be necessary for an interchange?
  - Response: Both would need the retaining wall.
- Dave Schuler asked why the design has a curve for the north frontage road/underpass. Is it to get the appropriate grade?
  - Response: Partially for grade but it's also allowing for the minimum turning movement for a truck.
- Alex asked if the models relate to specific alternative numbers?
  - Response: The models do not reflect specific alternatives but can be applied to alternatives to make judgements. For example, the northern frontage road correlates to I-N6c. The one exception is the southern frontage because we modeled it to see if it was feasible.
- Alex asked does the diamond interchange fit within WYDOT right-of-way?
  - Response: With walls it would. The diamond interchange (I-N2a) is similar to the interchange (underpass) model. In that model the frontage road would mimic a ramp.
  - Follow on question: Has any thought been given to how the retaining walls will work with the wildlife crossing that's being built?
  - Response: That slope is so steep it's not an ideal place for wildlife movement. The retaining walls would funnel wildlife. The tie-in of fencing would need to be looked at to determine where it's most effective to help with funneling animals to the crossing.

**Review of Level 2 Update Modifications**

- Proposed changes to the Level 2 matrix based on the modeling presented and feedback from the public meeting.
- Proposed changes shown in table:

Alternative ID	Improves multi-modal connections	Minimize impacts to natural resources	Minimize impacts to human environment	Minimize safety concerns	Minimize private property impacts	Provide more direct and efficient multi-modal routing	Be cost effective	Constructability
No build				Poor to Fair	Poor to Good			
I-N2a			Fair to poor				Fair to poor	
I-N2c*			<del>Fair to Poor</del>					
I-N6c			Fair to Poor				Fair to Poor	
I-N17			Fair to Poor					

\*I-N2c was removed for the discussion because it was not presented at the public meeting.

- Reason for the changes:
  - Minimize impacts to human environment.** Retaining walls on the northside of WYO 22 estimated would run the length of the frontage road or access ramps; tapering from 10-foot to 60 feet high changing the visual character of the landscape.
  - Minimize safety concerns.** Changed after 2/19 public meeting because, while it does not address improving driver safety, it does address minimizing adverse impacts to neighborhood residents and wildlife.
  - Minimize private property impacts.** Revised after 2/19 public meeting. An oversight by study team and Stakeholders. The No Build alternative does avoid impacts to private property including conservation easements.
  - Cost Effectiveness.** Cost associated with retaining walls on the northside of WYO 22 did not account for the length or height of the walls.
- Alex asked why constructing retaining walls do not change the constructability rating?
  - Response: The retaining walls are captured under constructability. We aren't showing a change in the rating because constructability is already shown as poor.
- Stakeholders generally agreed with the Level 2 changes except for:
  - Frank suggested keeping I-N2a as Fair for Impacts to Human Environment because the access ramp is shorter than the frontage road. Most Stakeholders agreed with Frank's suggestion.
  - Dave Schuler recommended I-N2a stay the same for Be Cost Effective. Most Stakeholders agreed. Change made.
- Finalized table showing approved Stakeholder changes. The matrix is available in Attachment C.

Alternative ID	Improves multi-modal connections	Minimize impacts to natural resources	Minimize impacts to human environment	Minimize safety concerns	Minimize private property impacts	Provide more direct and efficient multi-modal routing	Be cost effective	Constructability
No build				Fair	Good			
I-N2a			Fair				Fair	
I-N6c			Poor				Poor	
I-N17			Poor					

### Preferred Alternative Identification

- Broke discussion into 3 parts - North Intersection, Tribal Trail extension, South intersection
- Jeff Daugherty wanted to correct the record on an inaccurate narrative circulating that the school district and START are not supportive of the project. School busses would utilize Tribal Trail Connector.
- North intersection - Each Stakeholders preference listed below:
  - Jeff: I-N2b and I-N11 are adequate for School transportation needs.
  - Mike: I-N2b is probably best choice followed by I-N2a. Need to look into WYO 22 expansion timing issues.
  - Scott: I-N11 because it doesn't preclude future underpass at Coyote Canyon/Indian Springs from being built. Traffic light will allow for break in traffic for people to turn left from the Science School. If the underpass at Coyote Canyon/Indian Springs is built, design needs to be big enough to be used as an additional wildlife crossing.
  - Tom: I-N2b. Retaining walls are a concern. Concerned about kid safety and not doing anything about Coyote Canyon/Indian Springs intersection. Believe additional modelling on visual impacts is needed for both I-N2a and I-N2b.
  - Dave Schuler: I-N2b and I-N2a. Leaning toward I-N2b because it feels a bit safer for the TSS. Will also make multi-modal more popular because traffic isn't free flowing.
  - Frank: the items that are important, in order, are: safety, redundancy, wildlife, cost. Leans toward I-N2a. Concerned a signal will back up traffic to Coyote Canyon. Prefers free flow traffic.
  - Alex: likes Coyote Canyon/Indian Springs underpass. For Tribal Trail, if a build option is selected, he would prefer I-N2b or I-N6c. Preference is because of the visual impact and cost of the interchange, I-N2a. Feels the interchange is too big.
  - Andy Weenig: passed.
  - Dave Schofield: prefers I-N2b, then I-N2a. Believe they will accomplish the same thing, but the cost will be less on I-N2b.
- Roadway alignment and south intersection alternatives, each Stakeholders preference listed below:
  - Frank favors making this as a neighborhood road so make it slower or equal to current speeds.
    - For funding, whatever roadway alternatives is chosen, ensure that traffic calming features aren't removed due to cost.
    - Straight alignment, O-N1;
    - Preferred traffic calming features include:
      - Traffic circles at the intersections
      - Speed tables, if there are no issues with buses and/or maintenance
      - Center islands but has some concerns about snow on them.
    - Southern intersection prefers roundabout, I-S2
  - Mike's preferences:
    - Straight alignment, O-N1,
    - Traffic calming features include:
      - Roundabout
      - Traffic circles
      - Landscaping, mainly trees, along roadway
    - Concern about center island due to snow and the money necessary to maintain the island landscaping;
    - Pathway on west side to Seneca
    - Southern intersection roundabout, I-S2.
  - Jeff preferences: same as Mike.
  - Alex's preferences:
    - Moderate chicanes, O-N2b

- Concerned that the speed limit will be raised. Would like traffic calming features that help keep speed limit at 25 mph
      - Southern intersection roundabout, I-S2.
    - Dave Schuler's preferences:
      - Roadway alignment, main concern is selecting a design that will keep the speeds low while making the road palatable to the neighborhood. Likes chicanes O-N2a and O-N2b. Mild chicanes, O-N2a, if they are cheaper and can be effective at keeping speeds low. People don't have to pay attention to double yellow lines.
      - For the southern intersection, likes the roundabout but has concern about designing to be safe for bike/peds and not impacting too much private property. The 4-way may be the better option because it's cheaper and easier. Both will achieve the same thing.
    - Tom preferences:
      - Seconded Alex's concerns about the speed limit and traffic calming measures.
      - Moderate chicanes, O-N2b
      - Southern intersection roundabout, I-S2.
    - Scott's preferences:
      - For the roadway alignment, investigate shifting ROW east closer to Brown's property so you can have larger curves to slow speeds; i.e. don't be hemmed in by existing ROW.
      - Preferred traffic calming features include:
        - speed tables, if they would work.
        - Traffic circle at Seneca
      - Does not like the center islands because of their cost and maintenance
      - Southern intersection roundabout, I-S2. Although not completely convinced traffic circle of any kind work well.
    - Dave Schofield's preferences:
      - Straight alignment, O-N1,
      - Preferred traffic calming features include speed tables. Not in favor of center islands.
      - Southern intersection prefers 4-way stop signs. Not a fan of roundabouts.
    - Andy's preferences:
      - Roadway alignment preference for moderate chicanes, O-N2b
      - Preferred traffic calming features include:
        - Speed tables
        - Raised pedestrian crossings
      - Southern intersection roundabout, I-S2.
  - Mike has a few items he would like the County to bring before the County Commissioners.
    - Concern from the beginning has been restricting the road to commercial traffic. Apparently, the Town of Jackson can restrict commercial traffic. Would like the County Commissioners to consider annexing a part of the road to the Town so they could restrict the traffic.
    - In other meeting with the County, Lot 50 has been discussed for realignment into lot 57, basically shifting the existing easement into lot 57. This could be an option to allow for the access point with HWY 22 to be shifted to have a different connection and possibly be safer. Would need agreement from the land owner, land trust, and home owner's association.
    - Dave Schuler clarified that if the best roadway design needed required an alignment shift, he didn't believe that any of the parties would be opposed. Mike agreed with that statement.
  - Dave Schofield offered a follow on to Mike's comment about weight restriction, since he represents the commercial interest. Even if the road was weight restricted by the County or Town, the issue is that there is no way to enforce the restriction. The commercial truckers look at the weight fine as just the cost of doing business.

- Offered to send Heather some examples of how other communities are dealing with commercial traffic. **He will provide to Heather in 4-5 days**
- Tom pointed out that the process has been challenging because words like “safer” or “more costly” have not been clearly defined. Given the information we have, we’ve made the best choices we could. However, without real numbers we cannot truly weigh the difference between safety and cost for the retaining walls and the underpass.

### Next steps

- Staff report will be on the County website a week before workshop.
- Commissioners workshop April 6, 10 am.
- Commissioners to vote on Tribal Trail Connector Project: April 21 or May 5

*UPDATE: Stakeholders were notified via email on March 24, 2020 that the date of workshop had been shifted to May 4, 2020 due to the coronavirus pandemic. The date of the BCC meeting at which they will vote on the TTC project has not yet been set.*

- Tom Holland requests staff to provide stakeholders with an update after the Commission's vote. Would also like the opportunity to provide “lesson learned” on how the Project Charter process has gone and ideas for improvement. **County agreed to have follow-on conversations or meeting to discuss lessons learned.**
- If Commission approves, project will be presented to the WYDOT access review committee.

**Attachment A**  
**Stakeholder Ground Rules**

## Stakeholder Committee Meeting: Ground Rules

- State views and ask ~~genuine~~ questions *instead of stating untested assumptions*. This enables the team to shift from monologues and arguments to a conversation in which members can understand everyone's point of view and be curious about the differences in their views.
- *Respect confidentiality and anonymity requests.*
- Share all relevant information. This enables the team to develop a comprehensive, common set of information with which to solve problems and make decisions.
- *Share "air time." ("Two before you.") Allow others to finish before you speak.*
- Use specific examples and agree on what important words mean. This ensures that all team members are using the same words to mean the same thing.
- Explain reasoning and intent. This enables members to understand how others reached their conclusions and see where team members' reasoning differs.
- Assume positive intent on the part of others; those having differing opinions are not bad people. *Avoid assigning intention beliefs or motives.*
- Focus on interests, not positions. By moving from arguing about solutions to identifying needs that must be met in order to solve a problem, you reduce unproductive conflict and increase your ability to develop solutions that the full team is committed to.
- Test assumptions and inferences. This ensures that the team is making decisions with valid information rather than with members' private stories about what other team members believe and what their motives are.
- Jointly design next steps. This ensures that everyone is committed to moving forward together as a team.
- Discuss undiscussable issues. This ensures that the team addresses the important but undiscussed issues that are hindering its results and that can only be resolved in a team meeting.
- Don't let passion preclude judgement.
- *Be present.*

Source: <https://hbr.org/2016/06/8-ground-rules-for-great-meetings>

# STAKEHOLDER ADVISORY COMMITTEE: ROLES AND RESPONSIBILITIES

(FROM PROJECT CHARTER)



- Stakeholders shall provide perspective to inform the project development process.
- Stakeholders shall review and comment on pending decisions and actions.
- Stakeholders shall serve as an avenue of communication to the community concerning the project.
- The Stakeholder Committee shall set the general meeting schedule.
- The Stakeholder Committee will not have formal approval authority and will attempt to reach consensus on issues where possible. The Project Team will distill the Stakeholder Committee comments when consensus cannot be reached.
- The Stakeholder Committee shall publish meeting summaries.

# STAKEHOLDER COMMITTEE MEETING: GROUND RULES



- State views and ask genuine questions. This enables the team to shift from monologues and arguments to a conversation in which members can understand everyone's point of view and be curious about the differences in their views.
- Share all relevant information. This enables the team to develop a comprehensive, common set of information with which to solve problems and make decisions.
- Use specific examples and agree on what important words mean. This ensures that all team members are using the same words to mean the same thing.
- Explain reasoning and intent. This enables members to understand how others reached their conclusions and see where team members' reasoning differs.
- Assume positive intent on the part of others; those having differing opinions are not bad people
- Focus on interests, not positions. By moving from arguing about solutions to identifying needs that must be met in order to solve a problem, you reduce unproductive conflict and increase your ability to develop solutions that the full team is committed to.
- Test assumptions and inferences. This ensures that the team is making decisions with valid information rather than with members' private stories about what other team members believe and what their motives are.
- Jointly design next steps. This ensures that everyone is committed to moving forward together as a team.
- Discuss undiscussable issues. This ensures that the team addresses the important but undiscussed issues that are hindering its results and that can only be resolved in a team meeting.
- Don't let passion preclude judgement.

**Attachment B**  
**Stakeholder Application Responses**

## Stakeholder Application Responses

- I would like Tribal Trail to have a positive impact on our community.
- My greatest priority is for Tribal Trail to be successful, both in process and in its final outcomes. I commit to keeping an open mind to all points of view and respecting the views of all fellow committee members.
- I am excited about the opportunity this connector presents to us as a community; we can use this infrastructure as an example of thoughtful planning that genuinely considers the balance of the interest groups listed above. I am hopeful that the Tribal Trails Connector will not only alleviate motorized vehicle traffic issues, but also enhance our non-motorized transportation system in a safe manner while preserving the scenic nature of the area.
- Should I be selected to serve on this committee, I would be honored to work towards the interests of not only non-motorized vehicle use, schools, and neighbors, but also for the advancement and improvement of our community as a whole.
- The board's position prior to our most recent elections was that we hoped to be able to influence the design to minimize environmental and wildlife damages to our neighborhood and the excessive expense of relocating our north entrance.
- Keep an open mind
- I will actively listen, ask pertinent questions and be open to new ideas
- Any outcome that fails to meet our goals without fact-based evidence of overwhelming benefit to the
- greater community will be difficult to support
- Is there any time period, of greater than one month, when you will be away and unable to meet between now and December 2019? Only if I die.
- Are there outcomes that you are unable to support? For example: constructing the road or not constructing the road? No, so long as the outcome does not involve out right physical conflict.
- Answered on behalf of TCSD #1
- My goal would be to work for what is best for the entire county, not just one geographical area or interest group. Heavy traffic and traffic backups effect all of the county not just those near the connector, so this group needs to concentrate on what is best for the county as a whole.
- I understand if the connector is built it will have an impact on my neighborhood and my commuting to town and back. I can certainly voice my opinion and/or concerns, but as a committee member I am bound to think and work for what is best for the county and not me personally.
- I am a great candidate for this as I am coming to this without an agenda. If the road gets constructed, great. If it does not, I am fine with that too.

**Attachment C**

**Updated Level 2 Evaluation Matrix**

# Level 2 Alternative Evaluation Screening Matrix

		Purpose and Need Screening					Project Objective Screening							Study Team Recommendations			
Description of Alternative		Provide travel redundancy?	Reduce VMT associated with circuitous routing of traffic?	Reduce local trips through the Y intersection?	Improve emergency response?	Provide improved multi-modal connections?	Minimize impacts to natural resources	Minimize impacts to the human environment	Minimize safety concerns	Minimize private property impacts.	Provide more direct and efficient multi-modal routing	Be cost effective	Constructability		Maintenance		
Roadway Alignments	No Build	Existing conditions	○	○	○	○	○	●	●	●	●	○	●	●	●	Carry Forward	
	O-N1	Roadway centered within right-of-way.	●	○	●	●	●	○	○	○	●	●	●	●	●	●	Carry Forward
	O-N2a	Roadway with chicanes maintaining a minimum of 20 feet of snow storage on each side of the road.	●	○	●	○	○	○	○	●	○	●	●	●	○	○	Carry Forward
	O-N2b	Roadway with chicanes maintaining a minimum of 12 feet of snow storage on each side of the road.	●	○	●	○	○	○	○	●	○	●	●	●	○	○	Carry Forward
North Intersection Options	I-N2a <sup>1</sup>	Tribal Trail Road, access to Hwy 22, is via an interchange. Coyote Canyon Road and Indian Springs Drive access to Hwy 22 is converted to right on/off. Eastbound traffic from Coyote Canyon Road uses an underpass to access Hwy 22.	●	○	●	●	●	○	○	○	●	○	○	○	○	○	Carry Forward
	I-N2b	Tribal Trail Road has a signalized at-grade crossing on Hwy 22. All other design elements are the same as I-N2a.	●	○	●	●	●	○	○	○	●	●	●	●	●	●	Carry Forward
	I-N2c	Tribal Trail Road access to Hwy 22, is via a one-way underpass diagonal underpass. Traffic from Tribal Trail Road is limited to west bound travel. Eastbound traffic can exit Hwy 22 at Tribal Trail Road. Coyote Canyon Road and Indian Springs Drive access to Hwy 22 is converted to right on/off. Eastbound traffic from Coyote Canyon Road uses an underpass to access Hwy 22.	○	○	○	○	○	○	○	○	○	○	○	○	○	○	Dismissed
	I-N4a	Coyote Canyon Road and Indian Springs Drive existing accesses to Hwy 22 are closed. Coyote Canyon Road traffic uses a frontage road on the north side of Hwy 22 to access the Tribal Trail Road interchange. Indian Springs Drive access is to the south via W. Boyles Hill Road.	●	○	●	●	●	○	○	○	○	○	○	○	○	○	Dismissed
	I-N6b	Tribal Trail Road accesses Hwy 22 with a two-lane roundabout. Indian Springs Drive access to Hwy 22 is closed. Indian Springs Drive uses an underpass to access the Coyote Canyon Road frontage on the north side of Hwy 22 to the roundabout.	●	○	●	○	○	○	○	○	○	○	○	○	○	○	Dismissed
	I-N6c	Tribal Trail Road has a signalized at-grade crossing on Hwy 22. Indian Springs Drive access to Hwy 22 is closed. Indian Springs Drive uses an underpass to access the Coyote Canyon Road frontage on the north side of Hwy 22 to the signalized intersection.	●	○	●	●	●	○	○	○	○	○	○	○	○	○	Carry Forward
	I-N9	Coyote Canyon Road and Indian Springs Drive existing accesses to Hwy 22 are closed. An underpass is built to connect Coyote Canyon Road and Indian Springs Drive. Traffic uses a frontage road on the north side of the highway to access the Tribal Trail Road Hwy 22 interchange.	●	○	●	●	●	○	○	○	○	○	○	○	○	○	Carry Forward
South Intersection Options	I-N11	Tribal Trail Road has signal intersection on HWY 22. Coyote Canyon Road and Indian Springs Drive would remain the same.	●	○	●	●	○	○	○	○	○	○	○	○	○	Carry Forward	
	I-N17	Tribal Trail Road has an east bound right-on, right-off ramp and Hwy 22 underpass to connect traffic to Coyote Canyon Road. Existing access at Coyote Canyon Road is closed. West bound traffic would utilize right-on, right-off ramps near the Tribal Trail Road underpass. Existing access at Indian Springs Drive is closed. Indian Springs traffic would use an underpass to access Tribal Trail access points.	●	○	●	●	○	○	○	○	○	○	○	○	○	○	Carry Forward
	I-S1	Four way stop signs at Boyles Hill Road	●	○	●	●	●	○	○	○	○	○	○	○	○	Carry Forward	
Cross-sections: Built Section of Tribal Trail Rd.	I-S2	Roundabout	●	○	●	●	○	○	○	○	○	○	○	○	○	Carry Forward	
	I-S3	Roadway alignment of Boyles Hill Road is shifted, as a visual cue that a stop sign is ahead.	●	○	●	●	○	○	○	○	○	○	○	○	○	Carry Forward	
	T-E1	Existing roadway typical from S. Park Loop road to the Shepherd of the Mountains Lutheran Church. Lanes are 12-foot wide with 5-foot shoulders.	●	○	●	●	○	○	○	○	○	○	○	○	○	Carry Forward	
	T-E2	Existing roadway typical from Church of Christ to Cherokee Lane. Lanes are 12-foot wide with 5-foot shoulders. Pathway is on the east side of Tribal Trail Road.	●	○	●	●	○	○	○	○	○	○	○	○	○	Carry Forward	
	T-A1	Lanes are 11-foot wide with 5-foot shoulders. Pathway on the east side of Tribal Trail. 20 feet of snow storage between Tribal Trail and pathway.	●	○	●	●	○	○	○	○	○	○	○	○	○	Dismissed	
Cross-sections: Built Section of Tribal Trail Rd.	T-A2	Lanes are 11-foot wide with 5-foot shoulders with a median. Pathway on the east side of Tribal Trail. 10 feet of snow storage between Tribal Trail and pathway.	●	○	●	●	○	○	○	○	○	○	○	○	○	Dismissed	
	T-A3	Lanes are 11-foot wide with 5-foot shoulders. Pathway on the west side of Tribal Trail. 20 feet of snow storage between Tribal Trail and pathway.	●	○	●	●	○	○	○	○	○	○	○	○	○	Carry Forward	

	Description of Alternative	Purpose and Need Screening					Project Objective Screening							Study Team Recommendations	
		Provide travel redundancy?	Reduce VMT associated with circuitous routing of traffic?	Reduce local trips through the Y intersection?	Improve emergency response?	Provide improved multi-modal connections?	Minimize impacts to natural resources	Minimize impacts to the human environment	Minimize safety concerns	Minimize private property impacts.	Provide more direct and efficient multi-modal routing	Be cost effective	Constructability		Maintenance
Proposed Typical	T-A4	Lanes are 11-foot wide with 5-foot shoulders and median. Pathway on the west side of Tribal Trail. 10 feet of snow storage between Tribal Trail and pathway.	●	●	●	●	●	●	●	●	●	●	●	●	Carry Forward
	T-A5	Transitional area between Shepherd of the Mountains Lutheran Church and Lakota Lane. The existing pathway is on the east side of Tribal Trail, while the new pathway is on the west side.	●	●	●	●	●	○	●	●	●	●	●	●	Dismissed
Proposed Typical Cross-sections: Tribal Trail Rd. on New Alignment	T-B1	Lanes are 11-foot wide with 5-foot shoulders. Pathway on the east side of Tribal Trail. 20 feet of snow storage between Tribal Trail and pathway.	●	●	●	●	●	○	●	●	●	●	●	●	Carry Forward
	T-B2	Lanes are 11-foot wide with 5-foot shoulders. Pathway on the west side of Tribal Trail. 20 feet of snow storage between Tribal Trail and pathway.	●	●	●	●	●	○	●	●	●	●	●	●	Carry Forward
	T-B3	Lanes are 11-foot wide with 5-foot shoulders. Pathway outside of the ROW. This option can be used for either the straight roadway alignment or chicane alignment.	●	●	●	●	●	○	●	●	●	●	●	●	Carry Forward

Legend	
Good	●
Fair	●
Poor	○

Blue highlighting indicates a change from what was presented at Stakeholder Meeting #7 on 11/21/2019.