



Stakeholder Committee Meeting #9 Preliminary Information Packet Tribal Trail Connector Project

To: Tribal Trail Stakeholders

From: Tribal Trail Project Team

Date: June 17, 2021

We can't believe how the time has flown and it's been over a year since our last stakeholder meeting. It's been a challenging year in so many ways for everyone and we're glad to be able to bring our stakeholder group back together. Although things are improving on the COVID front in Jackson Hole, our meeting on June 21 will be virtual to accommodate everyone's schedules and locations most easily. You should all have received a "panelist" link to the meeting via e-mail. If you didn't please contact Heather.

While the year has been quiet for the Tribal Trail Stakeholder Committee, the project team - county staff, engineering and environmental consultants, and WYDOT partners - has been progressing on work on the Tribal Trail Connector study. We look forward to dialogue at our meeting about the summary of progress to date. Also, we look forward to welcoming our new stakeholder group members:

- Colby Stevens – Teton County School District
- Deb Wuersch – At-Large Citizen
- Virginia Powell Symons – Neighbor
- Lindsay Kissel – Arts

Here is a quick summary to help orient you for the upcoming stakeholder meeting. Attachment A, the study process flowchart has been revised to include more steps to better illustrate recent activities and current project status. Attachment B includes copies of the stakeholder roles and responsibilities, and the project chartering document. Attachment C includes figures of the four alternatives discussed below.

Recap:

At our last meeting, stakeholders determined I-N2a (interchange) and I-N2b (signalized intersection) were the preferred build alternatives for the WYO 22 intersection. Copies of previous stakeholder meeting notes, presentations, and recordings can be found on the Tribal Trail Connector website - [Stakeholder Advisory Committee page](#). On June 2, 2020, the Teton County Board of County Commissioners (County Commissioners) approved both alternatives to advance into preliminary design and the continuation of the environmental review process.

Project updates:

As preliminary design was initiated, new or more detailed information, as well as a directive from the County Commissioners, elevated several issues that were identified during the Level 2 evaluation. These included:

- Footprint concerns of the interchange alternative (I-N2a)
- WYO 22 single access point on the south side
- Traffic analysis on WYO 22
- Commissioner directive to work with Teton Science Schools and Indian Springs Ranch on their intersection issues

Footprint of the interchange alternative (I-N2a): As design progressed from conceptual to 10% design on the interchange alternative, AASHTO and WYDOT design standards enlarged the initial footprint of the alternative. The



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actual footprint of the interchange would require the relocation of both Coyote Canyon Road and Indian Springs Drive access points. The footprint also created additional safety issues due to traffic weaving and would require more of impact to the north slope than originally anticipated.

WYO 22 Single point access: Before Fall 2020, the study team intended to request approval from WYDOT's Access Review Committee to allow for a new access point on WYO 22 for I-N2a or I-N2b. However, in a letter dated October 22, 2020, WYDOT stated they "will allow a single connection to WYO 22 for Tribal Trail and Indian Springs as per the access permit stipulations that came with the original Indian Springs tie-in." From an access management perspective, WYDOT's preference is for the Tribal Trail connection to WYO 22 to be at the existing Coyote Canyon Road/Indian Springs Drive intersection. Allowing only one access on the south side of WYO 22 in this location closely aligns with the direction on the Indian Springs Plat and the WYDOT approach permit, which both state that the Indian Springs approach is to eventually be abandoned when Tribal Trails is completed.

Traffic analysis on WYO 22: As discussed at the last stakeholder meeting, the traffic model shows WYO 22 functions well with the I-N2a (interchange), while I-N2b (signalized intersection) will cause some delays until WYO 22 is widened. The traffic model made some assumptions about improvements to be made to WYO 22 at the intersection of Spring Gulch Road. Upon further review, WYDOT felt that those future improvements should not be assumed, which altered the I-N2b (signalized intersection) traffic model results. In short, a non-signalized alternative provides far less delay impacts to Highway 22, particularly until the highway is multi-laned.

Commissioner directive: During the July 20, 2020 County Commissioners Meeting, County staff was directed to work with Teton Science Schools and Indian Springs Ranch to help resolve their intersection issues by working to develop a concept for the Tribal Trail Connector intersection with WYO 22 that could tie into the Coyote Canyon Road/Indian Springs Drive intersection.

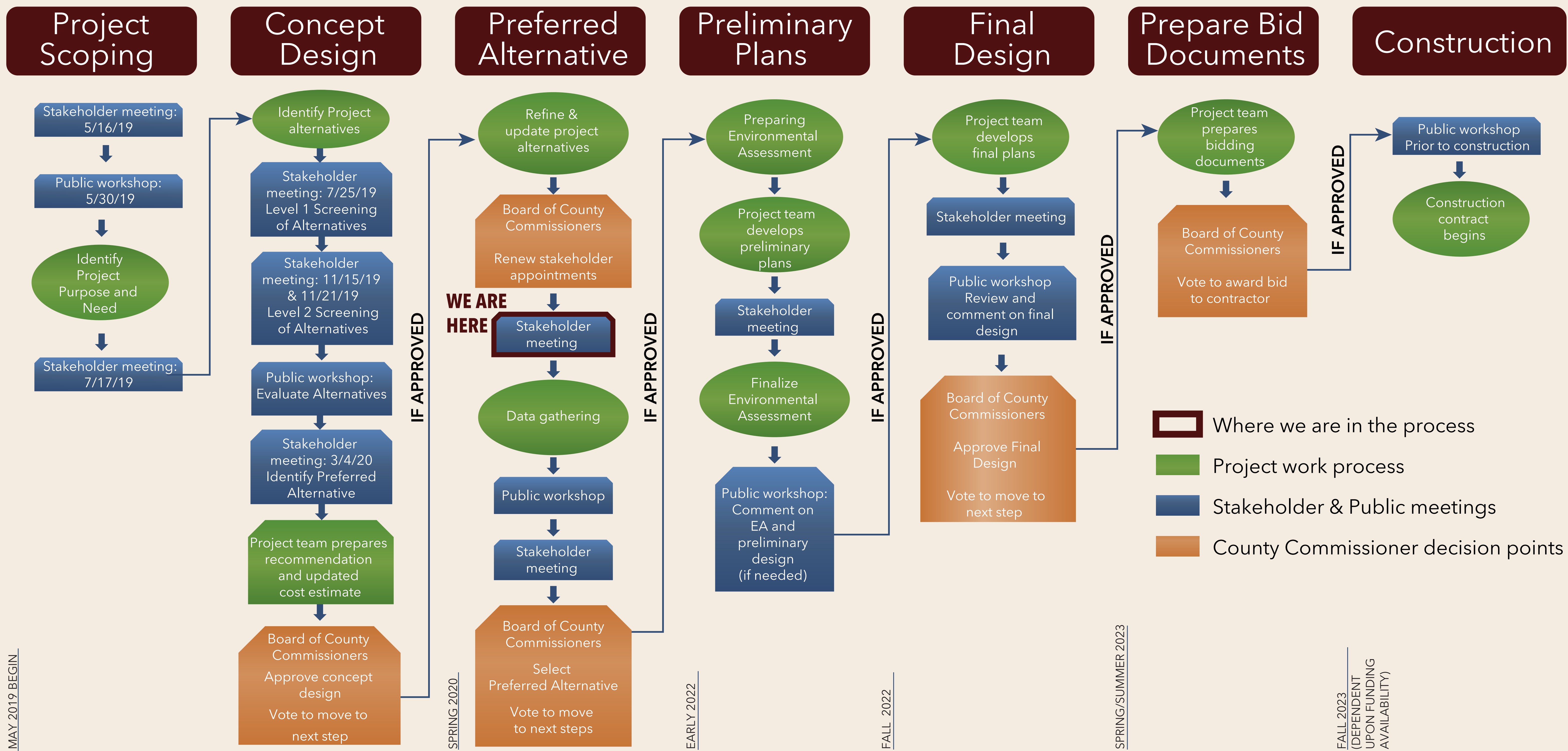
These four items have led the Study team to explore additional alternatives and do further data collection. The interchange was dismissed, while the signalized intersection (I-N2b) is still be considered as option. Additionally, two new alternatives are also being investigated: a southern frontage road and a "Lazy J." The southern frontage road is similar to alternatives that were screened out during the Level 1 evaluation process on July 25, 2019. The two southern frontage road alternatives now being considered are I-N5b and I-N18. The "Lazy J" (I-N19h) is a hybrid alternative with a WYO 22 underpass connecting southern and northern frontage roads closer to the Coyote Canyon/Indian Springs intersection. Attachment C contains figures of the four alternatives being considered.

Conclusion:

The Study team will discuss the items that resulted in changes to alternatives being reviewed and present the four conceptual designs to the stakeholders at the June 21 meeting. The intent of this meeting is a project update and a meet and greet opportunity for the new stakeholders. Additional data collection is warranted to adequately screen the current alternatives; therefore, the alternatives will not undergo screening until the data collection is complete. A determination on subsurface hydraulic flows will require data collection through the growing season (April - October). The project team is also planning to obtain geotechnical data related to north slope stability. Once the data have been collected and processed, the compiled results will be presented to the Stakeholders for further discussion and alternatives screening, as well as to the public through an open house or other public engagement opportunity.

Attachment A – Process Graphic

STUDY DECISION PROCESS



- Where we are in the process
- Project work process
- Stakeholder & Public meetings
- County Commissioner decision points

Estimated timeline (subject to change)



Attachment B – Stakeholder Documents



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.

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



Board of County Commissioners - Staff Report

Meeting Date: July 3, 2018

Presenter: Sean O'Malley

Submitting Dept: Public Works

Subject: Consideration of a Project Charter for Tribal Trails Road

Statement / Purpose: Consideration of approval of the Project Charter for Tribal Trails Road, in accordance with the Integrated Transportation Plan (ITP) approved in September 2015 by the Jackson Town Council and Teton County Commission.

Background / Description (Pros & Cons): Per Chapter 5 of the Integrated Transportation Plan, major capital projects specifically identified in the ITP are to be guided by a Project Charter. The Project Charter is to be initiated by the appropriate elected body. As the Board of County Commissioners have jurisdiction over the lands within the Tribal Trails Road project boundary, the BCC shall vote to initiate this project.

Among other elements, the Project Charter shall identify or describe the following: purpose and need for the project; project objectives; project location, project extents, and project elements; environmental review required; roles and responsibilities of the project development team, elected officials, and Stakeholder Committee; required resources including project cost, staff resources, professional services, and funding; and risk assessment.

On March 20, 2018, the County Commissioners voted to enter into a Cooperative Agreement with Wyoming Department of Transportation (WYDOT). Under the agreement, WYDOT will manage the design, approval and construction process for the Tribal Trails Road project. WYDOT will conduct all preliminary survey work, engineering investigations, environmental and right-of-way studies and will develop conceptual and final design plans and specifications. Teton County will be responsible for public outreach throughout the project. WYDOT will assist with public meetings and conduct any NEPA-required processes. Approval of the Tribal Trails Road project charter will mark the formal start of work by Teton County and WYDOT on the project.

Stakeholder Analysis & Involvement: County staff, with assistance from Transportation Advisory Committee members, prepared this project charter.

Fiscal Impact: Teton County's FY2019 budget includes \$400,000 for preliminary planning and design.

Staff Impact: Engineering and Planning staff will have significant responsibilities overseeing the Project Charter process.

Legal Review: Gingery

Attachments:

- Tribal Trails Project Charter
- Preliminary Project Charter Schedule
- Exhibit A – Tribal Trails Map

Suggested Motion: I move to approve the Project Charter for Tribal Trails Road.

Tribal Trails Project Charter

- Project Description
 - To plan, design, and potentially construct the 2,600' long segment of Tribal Trails Road that extends from Cherokee Lane north to Highway 22.
- Purpose and Need
 - Purpose - To provide travel redundancy and improved multi-modal connectivity between South Park neighborhoods and areas accessed by Highway 22, including Wilson, Teton Village, other West Bank neighborhoods, and eastern Idaho. Currently, motor vehicles making these connections must travel through the Y intersection (US Highways 26/89 and Wyoming Highway 22), adding to the congestion at this major crossroad. This poor connectivity limits options for better transit services as well as fire ambulance service to affected neighborhoods in West Jackson and parts of Teton County that include Boyles Hill, Cottonwood Park, Indian Trails, 3 Creeks, and Teton County School District #1 campuses.
Need – This project is needed to reduce vehicle miles of travel (VMT) associated with circuitous routing of traffic, to reduce local trips through the Y intersection, to improve emergency response, and to provide improved transit options.
- Project Objectives
 - Safety - To improve emergency vehicle access and provide route redundancy in and around West Jackson and South Park.
 - Environmental Protection – To provide better connectivity and capacity in order to reduce vehicle miles travelled and vehicle emissions.
 - Cost Effectiveness – To reduce vehicle miles travelled and thus reduce travel costs for the community.
 - Roadway Network Compatibility – To provide network redundancy to reduce local trips through the Y intersection. To minimize delays caused by maintenance operations and crashes on US-26/89 and WY-22. These events can isolate the Town from Teton Village, Wilson, and other West Bank areas
 - Multimodal Function – To provide more direct routing for START transit services and Teton County School District buses between South Park and the West Bank.
- Project Location, Extents and Elements
 - The platted alignment for the unfinished portion of Tribal Trails Road is approximately 2,600' long and extends north of the Tribal Trails Road/Cherokee Lane intersection to Highway 22. This project may also include improvements to the existing segment of Tribal Trails that is located between South Park Loop Road and Cherokee lane. Several

specific issues will be evaluated during the planning and design process including:

- The location and design of the intersection with WY-22, taking into consideration the potential for a grade separation;
 - The potential to use berms, landscaping or other barriers to reduce visual and noise impacts to existing neighborhoods;
 - Roadway design features that discourage or prevent cut-through traffic from using this route as a shortcut to US-26/89 by way of either South Park Loop Road or High School Road;
 - Roadway design features that slow vehicular speeds – including protected turn lanes, roundabouts, traffic calming features, or other intersection improvements; and,
 - A grade separate crossing feature (bridge or underpass) for the WY-22 pathway.
- Project Process
 - Teton County has entered into a Cooperative Agreement with Wyoming Department of Transportation (WYDOT). Under the agreement, WYDOT will manage the design, approval and construction process for this project. WYDOT will conduct all preliminary survey work, engineering investigations, environmental and right-of-way studies and will develop conceptual and final design plans and specifications. Environmental studies and public involvement will follow Teton County and/or the National Environmental Policy Act (NEPA), as needed. Work will be pursued consistent with the Project Charter process as outlined in the Integrated Transportation Plan.
 - The County will be responsible for public outreach throughout the project. WYDOT will assist with public meetings and conduct any NEPA-required processes.
 - Environmental Review
 - This project will meet the environmental review requirements of Teton County including, but not necessarily limited to, wetland mapping and environmental assessment. Any elements of the project that utilize federal funds, or otherwise trigger NEPA, will follow the NEPA review process.
 - Identify Roles and Responsibilities
 - Project Sponsor – Teton County
 - Project Manager – Wyoming Department of Transportation
 - Preliminary Project Team –
 - WYDOT Planning and/or WYDOT Consultant
 - Teton County Engineer or designee
 - Teton County Planning Director or designee
 - Teton County Transportation Coordinator
 - START Director

- Pathways Coordinator
 - Elected Body – Teton County Commission – (see MOU for BCC roles and responsibilities)
 - Identify Stakeholder Committee responsibilities and select members
 - Stakeholders may include, among others, neighborhood representatives, wildlife and environmental representatives, non-motorized advocates, school district representatives, emergency services personnel, a citizen at large, and representatives from the art, business, and tourism communities.
 - 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.
 - Public Engagement – The Project Team, in consultation with the Stakeholder Committee and Board of County Commissioners, shall determine public workshop schedule. A preliminary proposed schedule is attached to this Project Charter.
- Identify Required Resources
 - Project Cost Estimate – per the memorandum of understanding with WYDOT, the current project estimate is \$6,826,500. The estimate will be revised once a preferred alternative has been selected and designed.
 - Staff Resources - to be determined.
 - Professional Services – WYDOT will use a consultant for their project elements. Teton County will likely engage a facilitator for Stakeholder Committee oversight and public workshops.
 - Funding Sources – the Teton County FY2019 budget has funds allocated for the initial project elements.
- Prepare Risk Assessment
 - Determine ability to meet Project Objectives and risks of failure to do so
 - Outcomes Risk - The risk of failing to achieve the Project Objectives is moderate to high. Failure to achieve the objectives would result in more congestion along the major roadway corridors, reduced safety for residents with respect to emergency service access, and reduced effectiveness of multimodal options.

Another possible risk is that the process is delayed or stalled by a lack of participation by all interest groups. To mitigate this risk, the Stakeholder Group will ideally be representative of all interest groups that are potentially affected. The Stakeholder group will also operate by consensus, rather than voting.

- Business Risk – Because any approved construction is unlikely to occur for several years, there is moderate risk that the project costs will exceed the estimates. Another associated risk is that the funding might not be available when the project is ready to be built. To mitigate these risks, project estimates should be updated frequently throughout the process and budget requests for the projects should be based on the latest available estimate – including a contingency.
- Transparency
 - The charter shall be made available on the County’s website. Media releases and updates to elected official and the public will occur throughout the process.
 - Initiate project-specific website.

End Project Charter

Preliminary Schedule

- BCC Approves Project Charter and Stakeholder Committee **BCC #1 – July 2018**

Project Development

- Stakeholder Committee Meeting #1 **SC #1 – August 2018**
 - Set meeting ground rules (facilitator); make introductions (Stakeholders and Project Team); present adopted charter; request feedback on Purpose and Need, Project Objectives, and request suggestions for alternatives and potential design options; collaboratively create a timeline for subsequent meetings; determine preferred communication methods; and discuss other (future) information needs.
- Public Workshop #1 **PW #1 – Sept 2018**
 - Informational meeting and opportunity for public to comment on Purpose and Need, Project Objective(s), and suggest potential design options and alternatives.
- Planning and Concept Design Phase
 - Identify Project Alternatives **Team – 120+ days**
 - Project Team meets to evaluate alternatives
 - Stakeholder Committee Meeting #2 **SC #2 - TBD**
 - Identify/evaluate alternatives
 - Public Workshop #2 **PW #2**
 - Obtain public review and comment on alternatives
 - Stakeholder Committee Meeting #3 **SC #3**
 - Select preferred alternative
 - Project Team prepares recommendation to BCC
 - Update project cost estimate
 - BCC Approval Meeting **BCC #2**
 - Approve Preferred Alternative
 - Approve Concept Design
 - Approve moving to next phase
 - Develop 30% project plans **WYDOT – 240+ days**
 - Plan & Profile sheets
 - Identify utility relocation requirements
 - Identify right of way requirements
 - Update project cost estimate

- Complete Environmental Review
- Stakeholder Committee Meeting #4 **SC #4**
- Optional Public Workshop if needed **PW #3**
 - Obtain public comment on 30% design
- Final Design
 - Renew Stakeholder Advisory Committee appointments and meeting schedule (if needed) **BCC #3**
 - Develop final design **WYDOT – 180+ days**
 - Stakeholder Committee Meeting #4 **SC #4**
 - Public Workshop #4 **PW #4**
 - Obtain public review and comment on proposed final design before it is presented to the BCC for approval.
 - BCC approves final design prior to moving to next step **BCC #4**
- Right of Way Acquisition
 - Obtain additional right of way as needed **None required**
- Plans, Specifications, Estimates, and Bid Letting
 - Prepare bid package **WYDOT**
 - Prepare final design drawings, material specifications, unit quantities, and contract requirements for bid letting.
 - Advertise bid package **WYDOT**
 - BCC approves bid and contract documents **BCC #5**
- Construction and Construction Engineering
 - Public Workshop #5 **PW #5**
 - PSI's, newspaper/radio ads, web page, etc., informing public of construction updates and ongoing construction impacts.

COYOTE CANYON

SPRING GULCH ROAD

WYOMING 22

GENERAL LOCATION OF
TRIBAL TRAILS CONNECTOR

THE "Y"

EXISTING TRIBAL TRAILS ROAD

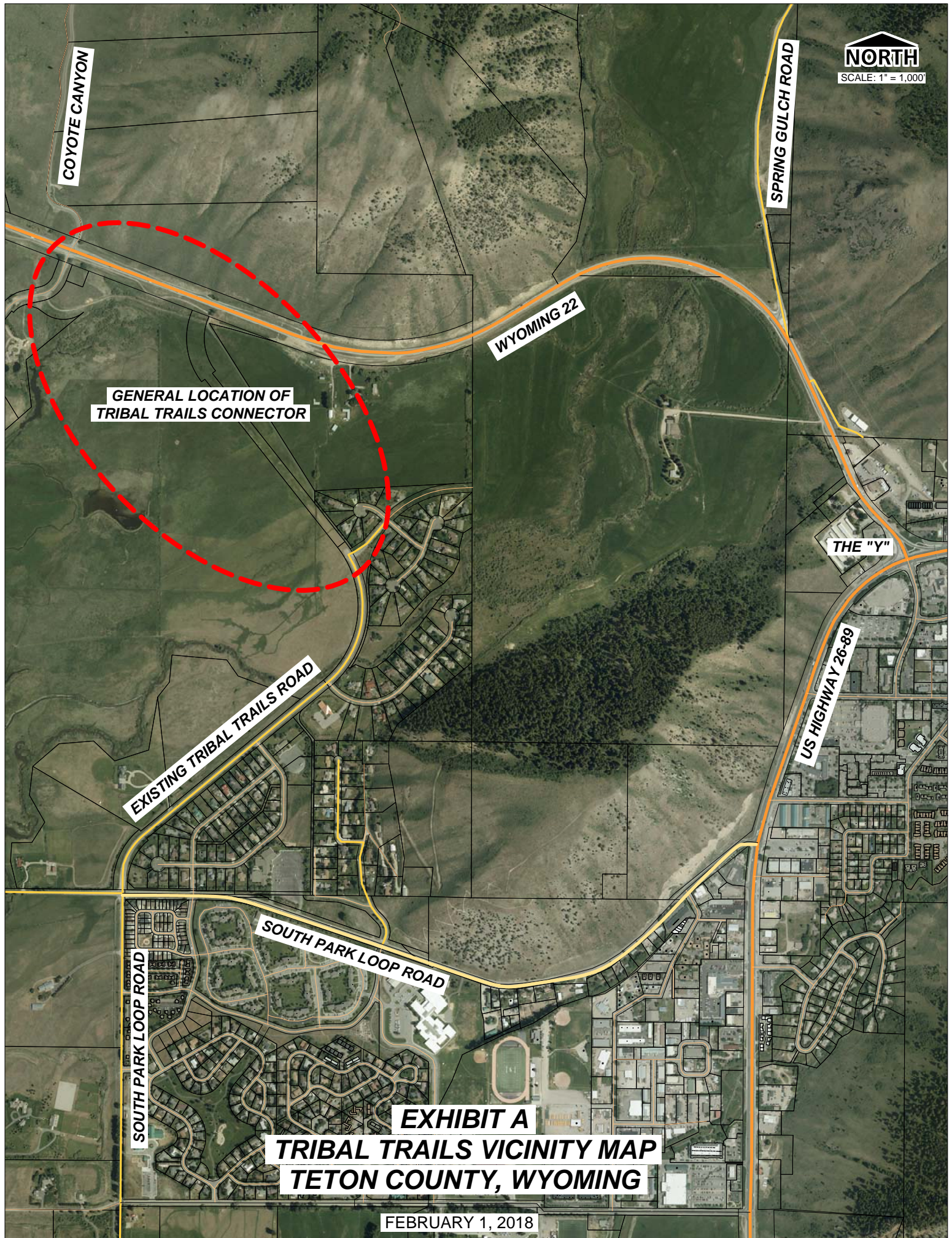
US HIGHWAY 26-89

SOUTH PARK LOOP ROAD

SOUTH PARK LOOP ROAD

EXHIBIT A
TRIBAL TRAILS VICINITY MAP
TETON COUNTY, WYOMING

FEBRUARY 1, 2018



Attachment C - Figures

COYOTE CANYON

NO CHANGES TO EXISTING APPROACH

NOTE: 4-LANE HWY 22 SHOWN FOR FUTURE PLANNING ONLY

HIGHWAY 22

AT-GRADE W/ SIGNAL

EXISTING APPROACH REMOVED

NOTE: INDIAN SPRINGS RANCH ACCESS VIA SWAN ROAD TO BOYLES HILL OR PRIVATE UNDERPASS TO COYOTE CANYON

APPROX. FEN BOUNDARY

NOTE: ENVIRONMENTAL CONCERNS ARE STILL BEING REVIEWED/INVESTIGATED; INDIRECT IMPACTS TO THE FEN ARE UNKNOWN AT THIS TIME

LOT AND PARCEL LINES (TYP)

INDIAN SPRINGS

TRIBAL TRAIL

**TRIBAL TRAIL CONNECTOR
I-N2B: SIMPLE SIGNAL
INTERSECTION**

4/12/21



COYOTE CANYON

AT-GRADE W/
STOP SIGNS
OR
ROUNDBOUT

NOTE: 4-LANE HWY 22 SHOWN FOR
FUTURE REFERENCE ONLY

RIGHT-IN/OUT
ONLY

UNDERPASS
(LAYOUT APPROX.)

NO SIGNAL/
NO CROSSING
MEDIAN

HIGHWAY 22

LOT AND PARCEL
LINES (TYP)

RIGHT-IN/OUT
ONLY

I.S./C.C. ACCESS
ROAD

APPROX. FEN BOUNDARY

NOTE: ENVIRONMENTAL CONCERNS ARE
STILL BEING REVIEWED/INVESTIGATED;
INDIRECT IMPACTS TO THE FEN ARE
UNKNOWN AT THIS TIME

INDIAN SPRINGS

AT-GRADE W/
STOP SIGNS
OR
ROUNDBOUT

TRIBAL TRAIL

**TRIBAL TRAIL CONNECTOR
I-N5B: SOUTH FRONTAGE RD.
WITH RIGHT-IN/OUT**

4/12/21

2 OF 4



COYOTE CANYON

NOTE: 4-LANE HWY 22 SHOWN FOR FUTURE REFERENCE ONLY

NO CHANGE TO EXISTING APPROACH

AT-GRADE W/ SIGNAL

HIGHWAY 22

LOT AND PARCEL LINES (TYP)

AT-GRADE W/ STOP SIGN OR ROUNDABOUT

APPROX. FEN BOUNDARY

NOTE: ENVIRONMENTAL CONCERNS ARE STILL BEING REVIEWED/INVESTIGATED; INDIRECT IMPACTS TO THE FEN ARE UNKNOWN AT THIS TIME

TRIBAL TRAIL

**TRIBAL TRAIL CONNECTOR
I-N18: SOUTH FRONTAGE RD.
WITH SIGNAL**

4/12/21



3 OF 4

COYOTE CANYON

AT GRADE WITH STOP SIGN OR ROUNDABOUT

EXISTING APPROACH REMOVED

RETAINING WALL

NOTE: 4-LANE HWY 22 SHOWN FOR FUTURE PLANNING ONLY

NO SIGNAL/ NO CROSSING MEDIAN

HWY 22 UNDERPASS

HIGHWAY 22

AT-GRADE, NO SIGNAL/ NO CROSSING MEDIAN

EXISTING APPROACH REMOVED

STOP SIGN

LOT AND PARCEL LINES (TYP)

RIGHT-IN/OUT ONLY

TRIBAL TRAIL/COYOTE CANYON ACCESS ROAD

AT GRADE WITH STOP SIGN OR ROUNDABOUT

INDIAN SPRINGS (NEW ALIGNMENT)

APPROX. FEN BOUNDARY

NOTE: ENVIRONMENTAL CONCERNS ARE STILL BEING REVIEWED/INVESTIGATED; INDIRECT IMPACTS TO THE FEN ARE UNKNOWN AT THIS TIME

TRIBAL TRAIL

**TRIBAL TRAIL CONNECTOR
I-N19H: LAZY J W/ UNDERPASS
(CONCEPTUAL LAYOUT)**

6/15/21

4 OF 4

