

**OFFICIAL SUMMARY PROCEEDINGS OF THE BOARD OF
COUNTY COMMISSIONERS, TETON COUNTY, WYOMING**

The Teton County Board of Commissioners met in regular session on **May 4, 2020** in the Commissioners Chambers located at 200 S. Willow in Jackson. The meeting was called to order at 9:04am.

Commission present: Natalia Macker Chair, Greg Epstein Vice-Chair, Mark Barron, Mark Newcomb, and Luther Propst were present.

The meeting was recessed at 9:05am and reconvened at 9:21am due to technical difficulties.

ADOPT AGENDA

A motion was made by Commissioner Epstein and seconded by Commissioner Barron to adopt the agenda as presented. Chair Macker called for a vote. The vote showed all in favor and the motion carried.

PUBLIC COMMENT

There was no public comment.

ACTION ITEMS

1. Consideration of Payment of County Vouchers

A motion was made by Commissioner Propst and seconded by Commissioner Epstein to approve the May 4, 2020 county voucher run in the amount of \$591,092.09. Chair Macker called for a vote. The vote showed all in favor and the motion carried.

2. Consideration of Administrative Items

- a. 24-Hour Liquor Permits
- b. SLIB Drawdowns
- c. Tax Corrections
- d. Human Service/Community Development Contracts for Service
- e. Special Events Permits – Applications Pending *(for informational purposes, no action taken)*
 - i. **Teton Food Tour** – July 12, 2020; Location - A bike ride along the 390 pathway from R Park to the Aspens, Snake River Ranch, and Teton Village – Bodega; Attendees – 350

3. Consideration of Proposed Outgoing Commissioner Correspondence

There was no outgoing correspondence.

EXECUTIVE SESSION

There was no executive session.

DISCUSSION ITEMS

1. Known Matters for Discussion

- A. Identify Consent Agenda

The agenda for May 5, 2020 was reviewed and items for the consent agenda were pulled.

PUBLIC COMMENT (re-opened due to technical difficulties)

Public comment was given by John Wright regarding Tribal Trail Connector.
Public comment was given by Alexander Muromcew regarding Tribal Trail Connector.

DISCUSSION ITEMS (continued)

Known Matters for Discussion (continued)

- B. June Special Events

Alyssa Watkins, Board of County Commissioners Administrator, presented to the Board for consideration of alternative action on approval of certificate of compliance.

- i. **Jackson Hole Half Marathon & 5K** – June 6, 2020; Location – Pathway near Teton Village to Phil Baux Park; Attendees – 300; Set Up – 6/6/2020 @ 5:00am; Clean-Up – 6/6/2020 @ 12:00pm.
- ii. **Grand Teton Half Marathon** – June 5-6, 2020; Location – Wilson and Jackson, WY (Stilson Lot, Wilson, Teton Hwy, Spring Gulch Road, Jackson Hole Golf and Tennis Club); Attendees – 2500; Set Up – 6/5/2020 @ 8:00am; Clean-Up – 6/6/2020 Stilson Lot by 7:30am and remainder of course by 1:00pm.

A motion was made by Commissioner Barron and seconded by Commissioner Epstein to add to the compliance certificate a requirement to abide by health orders that are in place on the date of the event. Chair Macker called for a vote. The vote showed all in favor and the motion carried.

- C. County Building Closures - COVID-19

Judge Day, Ninth District Court, gave an update on the Wyoming Supreme Court's order that suspends all jury trials that extends through the end of May. They will be reviewing the closure on May 20, 2020 with the possibility of the closure extending through June.

Anne Sutton, Clerk of District Court, addressed the Board regarding the counter guards for the offices that have yet to be installed and requested that buildings are not re-opened until they are installed.

Melissa Shinkle, County Assessor, addressed the Board regarding the re-opening of the county buildings, a procedure for sanitizing county wide, and consistency with how we help customers.

The Crisis Action Team (CAT) has recommended we postpone the re-opening of the county buildings until at least May 18, 2020.

A motion was made by Commissioner Newcomb and seconded by Commissioner Barron to maintain the closure of county buildings until May 18th pending the development of a suite of recommendations on practices needed to open public facilities within the guidelines of recommendation and orders administered by the health officials. Chair Macker called for a vote. The vote showed all in favor and the motion carried.

2. Other Matters for Discussion

There were no other matters for discussion.

MATTERS FROM COMMISSIONERS

1. Calendar review - The Board reviewed their weekly calendars.
2. BCC Administrator – Alyssa Watkins, Board of County Commissioners Administrator, gave updates via email on Water Quality, Housing, Transportation, Culture of Leadership, LDRs, and Areas of Focus.
3. Liaison reports / Commission updates
 - A. Natalia Macker had no updates.
 - B. Greg Epstein had no updates.
 - C. Mark Barron had no updates.
 - D. Mark Newcomb gave an update from the Housing Authority and Housing Supply Board – Grove Phase 3, 174 N. King Street, 105 Mercill Ave, 430 and 440 W. Kelly, Interviews with Finalists for Low Income Multi-Developer RFQ, Initial Stakeholder Interviews for the Jackson and Kelly Apartments are complete, Rent Deferral Program for Grove Phase 1 Tenants, and staff is tracking a COVID Relief Bill discussed by the Management Council.
 - E. Luther Propst gave an update on BUILD Grant application – currently moving forward, parking at Stilson, Stilson Transit Center, transit signal prioritization, 6 Buses including 2 electric, pathway improvements, construction of pathways through Wilson, construction of Path 22, controversy over inclusion of Teton Pass Trail, improvements for transit in Teton County, ID, and a matching fund requirement.

MATTERS FROM COMMISSIONERS

The meeting was recessed at 9:59am and reconvened at 10:07am.

WORKSHOPS

Tribal Trail Connector

Heather Overholser, Director of Public Works, presented to the Board an information session on the Tribal Trail Connector Study. Tribal Trail Road, a County Road, is a long-planned, unfinished connection between South Park Loop and WY-22. In March 2018, the Board of County Commissioners (BCC) voted to approve a Cooperative Agreement with Wyoming Department of Transportation (WYDOT). Under the agreement, WYDOT was contracted to manage the design, approval and construction process for the Tribal Trail project. In July 2018, the BCC voted to adopt a charter process for the study. WYDOT then contracted engineering firm Morrison-Maierle and their subconsultant Jacobs Engineering to manage the design, NEPA, stakeholder, and public processes. In January 2020, Teton County hired Flitner Strategies to facilitate the final design alternative evaluation with the public, stakeholders, and project team.

In late summer 2018, the BCC appointed a community stakeholder committee and staff was tasked with engaging the group in the stakeholder process. The stakeholder group consists of representatives from residential areas and entities that would be directly impacted by the completion of the connector road: Indian Trails; Indian Springs Ranch; Dairy Ranches subdivision; South Park Loop residents; Teton Science Schools; Teton County School District; non-motorized; transit; public art; local business; tourism; wildlife; environmental; and, emergency services. Along with the consultants, the project team includes county public works staff, the START director, and WYDOT staff. Five stakeholder meetings were held from May 2019 through February 2020 with the ten stakeholders, although one stakeholder stepped down in December 2019 due to other obligations. As assigned, staff worked with the stakeholders and project team to develop multiple design alternatives and present a recommendation that meets the Project Charter Purpose and Need and has been shown to best address the project objectives. In total, 33 design alternatives were studied and vetted by the stakeholders and the project team.

Project Purpose and Need

The study criteria were developed using the Project Charter and adopted by the stakeholders and project team as the project Purpose and Need Statements:

- **Redundancy:** A transportation system's ability to provide more than one independent way in or out of an area. Allows the transportation system to accommodate variable and unexpected travel conditions (e.g. emergencies) without failure.
- **Reduce Vehicle Miles of Travel (VMT):** Per the ITP, since year 2000, most County traffic growth is made up of local traffic associated with short trips. To manage traffic growth and reduce VMT, the ITP calls for "more productive use of road and street capacity." Reducing VMT in a community decreases petroleum use, reduces emissions, and saves driver time.
- **Improve traffic congestion at the Y-intersection:** Although the WYDOT reconstruction of the Y-intersection has resulted in improved operations, the Y-intersection still experiences congestion and back-ups based on average year-round traffic volumes, and congestion worsens in summer and winter. Mobility through the Y-intersection is also impaired during times of traffic disruptions (i.e. accidents, etc.). There is a community desire and financial incentive to delay the time at which the Y will require additional improvements.
- **Improve Emergency Response Time:** Route redundancy would improve emergency evacuation and emergency service access and response time.
- **Multi-Modal Connections:** Provide Alternate bus route for START, school buses, and van pools to improve travel efficiency. Better and more safely accommodate cyclists and pedestrians by creating additional pathway connections throughout the project area, including at all intersections.

Project Objectives

To further adhere to BCC direction, objectives were developed by the project team and stakeholders to supplement the Purpose and Need criteria in order to help differentiate between design alternatives and to help identify which alternative best meets the community needs. Project Objectives criteria evaluated an alternative's relative ability to:

- **Minimize impacts to natural resources (e.g., wildlife, wetlands, scenic resources, water quality):** The alternative's potential effects to wildlife connectivity, wetlands, and scenic resources. Scoring is based on the level of environmental impacts. Alternatives that resulted in limited adverse environmental effects or would have beneficial environmental effects were rated good; effects that could be substantial or require extensive mitigation were rated poor.
- **Minimize impacts to the human environment (e.g., relocations, traffic noise, recreation, historic, air quality):** Identification of the alternative's potential effects to neighborhoods, residents, and the travelling public due to relocations, traffic noise increases, and/or effects on recreational, historic, visual, and air quality resources. Alternatives that resulted in limited adverse environmental effects or would have beneficial environmental effects were rated good; effects that could be substantial or require extensive mitigation were rated poor.
- **Minimize safety concerns:** The alternative's potential effects to improve driver safety and minimize adverse safety impacts to neighborhood residents and wildlife. Scoring was based on a qualitative assessment informed by traffic analysis for driver safety. The alternative's ability to include design elements that would minimize vehicle conflicts with pedestrians, cyclists, and wildlife were considered good.
- **Minimize private property impacts:** The alternative's potential ability to avoid or minimize private property acquisition, including conservation easements. Alternatives that resulted in no or very limited parcel or conservation easements acquisitions were rated good while alternatives that require acquisition from more parcels were rated poor.
- **Provide more direct, safe, aesthetically pleasing, and efficient multi-modal routing (for START and school buses/vans, cyclists, and pedestrians) between South Park and the West:** Scoring based on qualitative assessment.
- **Be cost effective, based on reduced travel costs for the community and ability to fit within overall project funding constraints:** Scoring based on order of magnitude alternative costs.
- **Be constructed, based on constructability issues and constraints:** Ability of an alternative to be constructed using traditional and accepted construction practices, availability of materials, in compliance with applicable design standards and legal requirements. This considers potential issues with right-of-way acquisition as well as temporary construction effects to the travelling public.
- **Be maintained, particularly for snow removal and storage.**

As part of the analysis of project Purpose, Need and Objectives, Jim Charlier, as Transportation Planning Consultant and author of the ITP, provided input on the neighborhood connector road. His memo, attached to this report, summarizes his conclusions about this connector as it pertains to BCC and community goals.

Review Process

The review process for each alternative utilized two levels of screening. Level 1 screening process assessed whether each alternative met Purpose and Need criteria and whether it had any fatal flaws. The assessment determined whether a design alternative had irresolvable (or "fatal") flaws, such as environmental impacts that could not be mitigated and/or was not constructible. Of the 26 northern intersection designs (WY-22), 16 were eliminated at the Level 1 screening, due to not meeting Purpose and Need criteria and/or one of these fatal flaws.

Other Design Elements

In addition to the 26 design alternatives for the north intersection with WY-22, all other design alternative elements were taken through Level 1 and Level 2 screening, including the south intersection with Boyles Hill Road and South Park Loop.

- **Pathways** - The project team asked the Pathway Taskforce for its input on the preferred location of a new pathway along the existing Tribal Trail Road. The Taskforce did not have a strong opinion but concluded that the pathway should be built on the west side of Tribal Trail Road with a pedestrian crossing at Seneca Lane. A new portion of pathway will be needed on the east side of Tribal Trail to connect Seneca Lane and the existing pathway at the church on Lakota Lane.
- **Speed Calming** - Consistently, stakeholders and the public asked for slower speed limits and construction that considers neighborhood character. In response, the project team is recommending a narrow cross section with speed calming measures to ensure slow speed travel. Originally, the project team was considering a design speed of 35mph, but, in response to community feedback, is proposing to plan for a 25mph residential street.
- **Southern Intersection** - The intersection at Boyles Hill Road and South Park Loop is the southern terminus of this project and is currently a two-way stop for northbound and southbound traffic. After much consideration, research and review of public and stakeholder input, the project team is recommending a roundabout for this southern intersection. It will keep traffic moving, as well as reduce noise impact for close neighbors who report that they currently can hear the traffic braking. Keeping traffic moving in this scenario reduces emissions, important for environmental impact priorities. This option does, however, come at increased cost.

Traffic Model

A traffic study was conducted for Teton County by Cambridge Systematics (CS). CS evaluated Teton County's existing traffic and then projected 2030 and 2045 peak time scenarios. CS collected field data in July 2019 and February 2020. For the traffic simulation, they projected jobs and housing growth in the community and assumed a two-lane WY-22 in 2030, and a 4-lane WY-22 for 2045. The model also assumed the intersection at WY-22 and WY-390 will be upgraded to the Florida T design in 2023/2024.

CS's simulation evaluated three different types of intersections at WY-22 and Tribal Trail: a round-about; an interchange; and, a signalized at-grade intersection. CS also looked at the "no build" alternative for 2030 and 2045. The simulations show that most of today's traffic using Tribal Trail Road start and/or end their trips within the study area (the greater South Park Loop neighborhoods). The simulations demonstrate low likelihood that the road will be a used as a shortcut, as it shows longer travel times to cut through Tribal Trail Road vs. going through the Y-intersection. This scenario was analyzed several different ways to confirm the result as the project team received comments that showed skepticism of this result. Additional route choice analyses and iterations using different speeds all showed similar results. This is important when considering that navigation tools typically recommend the quickest route.

Traffic model results show that Tribal Trail would:

- **Have an estimated volume of 3,000 vehicles per day (in 2030) 4,400 vehicles per day (in 2045)**
 - Similar volumes to west leg of High School Road
- **Mostly be used for local trips**
 - 90+% of trips have origins or destinations in the South Park neighborhoods/schools
 - Not cut-thru traffic with low speed design that increases travel time
- **Reduce traffic at the Y-intersection**
 - Reduce right turn traffic from WY-22 to Broadway by 10-12% in the future AM and PM peak hours
 - Reduce left turn traffic from Broadway to WY-22 by 15-20% in the future AM and PM peak hours
 - Overall reduction of traffic through the intersection by approximately 7% with the TTC built
 - With these reduced volumes at the 'Y', peak hour conditions at the signal improve slightly (however still congested in future year conditions)
- **Reduce school area traffic**

Public Outreach and Stakeholder Involvement

This study, including the accompanying public process, is the most extensive the County has ever conducted for a single road project. It continues to be a priority for staff to provide an inclusive and transparent process. Staff conducted individual, group and public meetings, as well as hosted informational neighborhood meetings within the study area. Staff answered questions, accepted many personal meeting requests, listened to concerns and ideas and took them into consideration when determining the best possible design alternatives. From July 2018 to present, County staff has held multiple meetings per week on this study with constituents and project team experts for an estimate of approximately 500 meeting hours. Public and stakeholder input and BCC direction have been crucial, along with technical expertise and input from the project team.

Preferred Alternatives

The recommended two northern intersection design alternatives have been vetted with the stakeholders and public input has been received. Alternative IN2A, is an interchange at the intersection of Tribal Trail Road and WY-22. Alternative IN2B is an at-grade signalized intersection.

WYDOT Review

When the Tribal Trail connector was originally platted, it included the requirement for the Indian Springs access to WY-22 be abandoned. To accommodate this, the plat included an easement for Indian Springs to connect to Tribal Trail Road. The reasoning behind this was to consolidate the access points onto WY-22. The Coyote Canyon access point does not have this stipulation attached to it. The project team conducted a wetland delineation and ultimately determined that the Indian Springs connector road should not be built at the proposed easement location shown on the plat due to its close proximity to a fen (a marshy flooded area of land) that cannot be mitigated. Because the Indian Springs access point cannot be moved as initially anticipated and in compliance with WYDOTs requirements, the recommended alternatives must be reviewed and approved by the WYDOT access committee. If this project is approved to move forward by the BCC, staff anticipates this could happen in June 2020.

Coyote Canyon/Indian Springs intersection

In order to improve safety, preliminary design work was completed to determine the best way to consolidate the Coyote Canyon and Tribal Trail intersections. A frontage road on the north and south side of WY-22 was analyzed. All the frontage road alternatives were ultimately eliminated from consideration due to the fen wetland on the south side and the need for severe hillside cuts and large retaining walls on the north side. The preferred alternatives include an underpass at Coyote Canyon and Indian Springs to allow for right on/right off access only to improve safety at this intersection. The underpass allows traffic on Coyote Canyon and Indian Springs to gain left turn access. As these are private roads, an agreement on project funding must be agreed upon between Indian Springs and Teton Science Schools, and, if desired, the county.

ADJOURN

A motion was made by Commissioner Epstein and seconded by Commissioner Barron to adjourn. Chair Macker called for the vote. The vote showed all in favor and the motion carried. The meeting adjourned at 11:30am.

Respectfully submitted,
Shelley Fairbanks
Deputy County Clerk

TETON COUNTY BOARD OF COMMISSIONERS

Natalia D. Macker, Chair

Greg Epstein, Vice-Chair

Mark Barron

Mark Newcomb

Luther Propst

ATTEST:

Sherry L. Daigle, County Clerk

**TETON COUNTY CLERK'S OFFICE
05-04-2020 WARRANTS**

Warrant Number	Name	Amount
389439	ACTION EXCAVATION LLC	30,809.25
389440	ACE HARDWARE	567.34

389441	ALL ACCESS LOCKSMITH	170.00
389442	ANDA INC	502.78
389443	ANN GONZALEZ	52.50
389444	PIASTRELLA, LLC	672.00
389445	ARLEEN WERMUTH	52.50
389446	ASCENTIS CORPORATION	11,642.00
389447	AT&T	4,356.62
389448	BRAUN NW, INC.	162.37
389449	BRIAN COE	216.20
389450	CANYON TRUCKING	897.50
389451	CENTURYLINK	2,672.94
389452	CHARTER COMMUNICATIONS	90.06
389453	COMMUNITY ENTRY SERVICES	4,167.00
389454	COPRO EFP LLC	53.76
389455	DANIEL LONG	300.00
389456	DEPT.OF FAMILY SERVICES	20.00
389457	DUBBE-MOULDER ARCHITECTS, P.C.	42,662.75
389458	E.R. OFFICE EXPRESS INC.	735.38
389459	ESi ACQUISITION INC.	5,390.00
389460	FEDERAL EXPRESS CORP.	7.21
389461	FLITNER STRATEGIES INC.	7,500.00
389462	GOLDER ASSOCIATES INC	1,728.83
389463	GRAINGER	431.73
389464	GREAT AMERICA FINANCIAL SERVICES	115.24
389465	HUNT CONSTRUCTION, INC.	22,979.00
389466	INDUSTRIAL/ORGANIZATIONAL	217.00
389467	JACKSON PEDIATRICS,P.C.	800.00
389468	J.H.COURT REPORTING SERV.,INC.	7,150.00
389469	JH HIST.SOCIETY AND MUSEUM	23,986.75
389470	MCKESSON MEDICAL SURGICAL	113.76
389471	NELSON ENGINEERING COMPANY	169.50
389472	OFFICE OUTLET	2,100.00
389473	PRAZMA PAINT & AUTO BODY	5,868.92
389474	QUADIENT INC	80.85
389475	ROCKY MOUNTAIN COMPETITIVE SOLUTION	154.23
389476	R&S NORTHEAST	306.23
389477	SENIOR CENTER OF JH	35,712.50
389478	SHILA MORILLON ARELLANO	213.75
389479	SHERRY L.DAIGLE	60.00
389480	STATION 22 ACCOUNTS RECEIVABLE	80.41
389481	STANDARD DRYWALL INC	7,991.40
389482	ELIOR INC.	8,646.84
389483	TETON COUNTY CLERK'S OFFICE	12.00
389484	TCSAR FOUNDATION	595.85
389485	TETON COUNTY TREASURER	16,198.90
389486	TETON COUNTY TREASURER	13,123.62
389487	TETON MEDIA WORKS INC.	1,609.60
389488	THE MASTER'S TOUCH LLC	2,834.31
389489	TOTAL FUNDS	3,000.00
389490	TOWN OF JACKSON	70,986.51
389491	TRANSAMERICA EMPLOYEE BENEFITS	3,236.19
389492	TRITECH SOFTWARE SYSTEMS	159.23
389493	VERMEER ROCKY MOUNTAIN INC	63.74
389494	VISA	84.54
389495	VIRTUALLYWELL LLC	1,521.75
389496	WAPITI CORPORATION	243,161.13
389497	WILSON HARDWARE	224.80
389498	WYOMING RETIREMENT SYSTEM	795.00
389499	WYOMING RETIREMENT SYSTEM	30.00
389500	XEROX FINANCIAL SERVICES	327.82
389501	YELLOW IRON EXCAVATING, LLC	520.00