



## **Board of County Commissioners - Staff Report**

**Meeting Date:** May 5, 2025

**Presenter:** Brian Schilling

**Submitting Dept:** Public Works - Pathways

**Subject:** Teton Pass Trail Project 90% Design Workshop

**Statement / Purpose:** Staff will provide an update on the Teton Pass Trail (BUILD Grant) project and seek direction from the County Commission to move 90% design plans to construction documents and bidding.

**Background / Description (Pros & Cons):** Teton Pass Trail Phase 2 – a segment of the Greater Yellowstone Trail - is project component #7 of the Teton Mobility Corridor Improvements (BUILD grant). Per the grant agreement, Teton County will construct a 3.5-mile pathway on the west side of Teton Pass between Trail Creek Campground and Coal Creek Trailhead, running along the south side of WY22 with a pedestrian underpass at Coal Creek. Segment 1 of the Teton Pass Trail, which runs from the Mike Harris Campground to the Trail Creek Campground, was completed in 2022. Segment 2 picks up at Trail Creek Campground where Segment 1 ends. The Segment 2 project is currently at 90% design and is expected to be ready for bidding this summer. At the workshop, staff will provide a project update, answer questions, and seek direction from the County Commission to move the 90% design plans to 100% design, construction documents and bidding.

Staff and the Jorgensen Associates consultant team have been working on project planning and design since mid-2021. The following is a discussion of some of the project elements that have been addressed in the planning process through coordination with outside agencies. These items will also be discussed at the workshop.

- **Coordination with Wyoming Department of Transportation (WYDOT)**

The project is located in the WYDOT Right of Way on the south side of WY22 between Trail Creek Campground (just east of the Wyoming/Idaho state line) and the Coal Creek Trailhead parking lot. There are several short segments of the trail that are located outside of the current WYDOT ROW in the Caribou-Targhee National Forest. These areas will be transferred from the USFS to WYDOT as part of the project.

WYDOT has offered to provide Teton County with approximately 20,000 tons of fill material from the "Big Fill" landslide construction project on Teton Pass. This material will provide a significant benefit to Teton County in reduced costs and reduced construction-related traffic.

The County has coordinated with WYDOT on design from the outset of the process, addressing elements such as pathway alignment, snow plowing, shoulder and embankment slopes, the Coal Creek pedestrian underpass, traffic control, and construction staging. All project designs and construction operations are subject to review and approval by WYDOT.

WYDOT has reviewed the 90% plans, and their comments will be incorporated as the 90% plans are advanced to final design/bidding documents.

- **Coordination with Caribou-Targhee National Forest (USFS)**

Teton County has coordinated with the USFS on transferring Right of Way to WYDOT (see the discussion regarding transfer of right of way to WYDOT in the above section on coordination with WYDOT). This process is actively ongoing and is expected to be finalized in the next several months; the review timeline will depend on USFS staff capacity.

Teton County has also worked with the USFS on issues at the Trail Creek Campground, including adjustment of the vertical and horizontal pathway alignment to minimize impacts to the campground, renting out the entire campground for several weeks to mitigate impacts during construction, and constructing a privacy/wildlife fence along the northern edge of the campground.

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## **Board of County Commissioners - Staff Report**

- **Public Outreach**

Public outreach from May 2021 through June 2022 is outlined in the attached memo *Summary of Project Outreach and Agency Coordination*. Additional public outreach events after June 2022 included a December 2022 Transportation Open House at the Old Wilson Schoolhouse, a BUILD grant projects presentation at the November 2023 Monthly Joint Meeting, and Regional Transportation Expos at JH Middle School and Wilson Elementary School in February 2024.

The project planning included a public NEPA process that included public notices, a project open house in February 2022, and the opportunity to provide public comment on the project.

- **Design Elements**

This project is exceptionally challenging from a technical design and construction standpoint. The construction corridor is tightly constrained between the highway to the north and a wilderness study area (bounded by Trail Creek) to the south, which limits options for pathway alignment. There are significant cross slopes and longitudinal grades along the entire corridor, requiring extensive use of retaining walls and imported fill material (some of the fill material will be provided by WYDOT's Big Fill landslide project as mentioned above). Access to the site and construction corridor is challenging and will complicate staging and construction operations.

The design team has made significant effort to address these challenges while trying to minimize impacts to natural resources. The 90% design pathway alignment:

- minimizes impacts to existing wetlands to less than 0.1 acres over the entire project area;
- minimizes height and length of retaining walls; and
- coordinates with the future West Side Teton Pass wildlife crossings and wildlife fencing project.

The County is also using the project to capitalize on opportunities to reclaim previously impacted areas near Burbank Creek, which will provide additional fill material on site for the project, and provide improved fish passage at Coal Creek.

Despite the technical challenges, the project team has developed a viable design that meets the project goals of providing a safe option for non-motorized travel and recreation along WY22 to the Coal Creek Trailhead. This segment expands the Greater Yellowstone Trail within the BUILD grant scope of work to provide multi-modal connectivity from the Coal Creek Trailhead, west to Victor, ID and continuing north to the Driggs Airport.

- **Environmental Clearance**

The project planning included a public NEPA process that included public notices, a project open house in February 2022, and the opportunity to provide public comment on the project. The FTA approved a Categorical Exclusion for the project in June 2022.

The NEPA files are posted here: <https://publicinput.com/Customer/File/Full/a645b457-88cf-40c4-9796-47220308692b>

- **Project Schedule**

Based on the length of the project and the expected complexity of the construction process, construction is expected to take two seasons. With the BUILD Grant funding availability deadline of September 2027, it is critical that construction starts in 2025. There are several steps remaining in both the design review and the Right of Way transfer processes before the project can be let for bidding. The BUILD project team controls most of the design process and can exert some influence on the timeline, but several of the steps, especially in the ROW transfer process timeline, are subject to external agency review. In order to bid the project in summer 2025, staff and the project team are making a major push to complete the plans and submit to WYDOT and the USFS for review, as well as

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## **Board of County Commissioners - Staff Report**

to compile the necessary materials and concurrence from WYDOT to be able to submit the ROW request to the USFS. Assuming construction can begin in late summer/early fall 2025, staff expect the construction to carry through all of 2026 and possibly into 2027.

The estimated project schedule is as follows:

- Spring/Early Summer 2025: Complete the design and Right of Way transfer processes
- Summer 2025: Bidding
- Late Summer/Early Fall 2025: Start construction
- Spring-Fall 2026: Construction
- Spring/Summer 2027: Project completion

**Fiscal Impact:** The 90% Engineer's Opinion of Probable Cost is \$12.4M. (See the attached Engineer's Estimate). This includes 15% contingency in the amount of \$1.5M and 10% escalation in the amount of \$995,000. A major portion of the cost is the retaining walls and handrails (approx. \$4.6M). Other major cost items include the underpass at Coal Creek, the privacy fence along the Trail Creek Campground, traffic control, and the structural embankment and pathway components. The County will realize substantial cost savings on embankment fill material and pit run subbase from the re-use of materials obtained from nearby sources at Burbank Creek and the WYDOT Big Fill project on Teton Pass, but these items are nonetheless major costs simply due to the large quantities required. The semi-remote location of the project will also impact construction costs.

The project has \$6,151,498 in external funding from the BUILD Grant (\$5,151,498) and \$1,000,000 from a FLAP grant for the Coal Creek Underpass. The remainder of the project costs (estimated at \$6.3M) will come from Teton County.

The cost of the improved fish passage at Coal Creek, which is in addition to the \$12.4M Engineer's Cost Estimate for the Teton Pass Trail Segment 2, can utilize 2019 Wildlife Crossing SPET funds to cover the entire fish passage project cost.

Teton Pass Trail Segment 2 will be an asset of Teton County, Wyoming, which will be responsible for asset maintenance and preservation, including sealcoating, crack sealing, striping, signage and any decided upon winter maintenance, if any.

**Staff Impact:** Teton County Legal, Pathways, and Public Works staff have been and will continue to be impacted. The following is a summary of estimated tasks prior to starting construction.

- Public Works and Pathways will be involved in final design review, estimated at 20 hours.
- Right-of-way acquisition will require approximately 10 hours of work by Legal and Pathways staff.
- Permitting will require approximately 12 hours of Public Works and Pathways staff time.
- Construction bidding will require approximately 20 hours of work by Legal, Public Works, and Pathways staff.

Following completion of design work (expected by summer 2025), the construction phase will require significant involvement by Public Works, Pathways, Public Information, and Parks and Recreation staff from fall 2025 through fall 2026 and possibly extending into 2027. Future maintenance of the Teton Pass Trail will be the responsibility of Teton County.

**Staff Input / Recommendation:** Staff recommends approval of the 90% design and seeks direction from the BCC to take the design to 100%, construction docs and bidding.

### **Attachments:**

1. Project Overview (8 pages)

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**Board of County Commissioners - Staff Report**

2. Engineer's 90% Opinion of Probable Cost (1 page)
3. Summary of Project Outreach and Agency Coordination- June 2022 (2 pages)
4. Link to 90% Plan Set (12mb): <https://publicinput.com/Customer/File/Full/21a32108-8afb-4efc-8476-7d2476fd4d6a>
5. Link to NEPA Documents (31mb): <https://publicinput.com/Customer/File/Full/a645b457-88cf-40c4-9796-47220308692b>

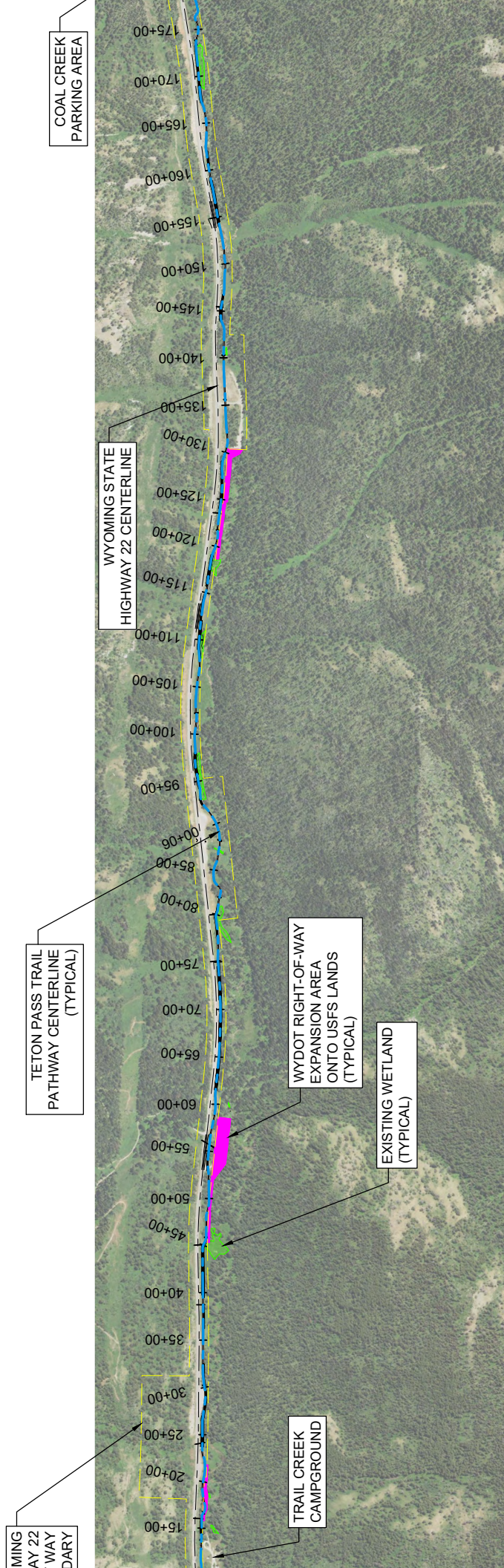
**Motion:** No motion – workshop format.



# PROJECT 7: GYT TETON PASS TRAIL

## PROJECT OVERVIEW

SOUTH SIDE OF HIGHWAY 22  
TETON COUNTY, WYOMING



### PROJECT OVERVIEW

SCALE: 1" = 1500'  
FOR 11" x 17" PRINTS

EXISTING LEGEND		PROPOSED	
---	SECTION LINE	---	---
---	HWY 22 CENTERLINE	---	---
---	BOUNDARY, HWY 22 ROW	---	---
---	EDGE OF PAVEMENT	---	---
---	EDGE OF GRAVEL	---	---
---	GUARDRAIL	---	---
---	EDGE OF CONCRETE	---	---
---	TOP OF BANK	---	---
---	TOE OF SLOPE	---	---
---	FLOWLINE	---	---
---	INDEX CONTOUR	---	---
---	INTERMEDIATE CONTOUR	---	---
---	CULVERT	---	---
---	TREE LINE	---	---
---	WETLAND	---	---

---	POST
---	ROCK
---	SIGN
---	ELECTRIC JUNCTION BOX
---	ELECTRIC METER



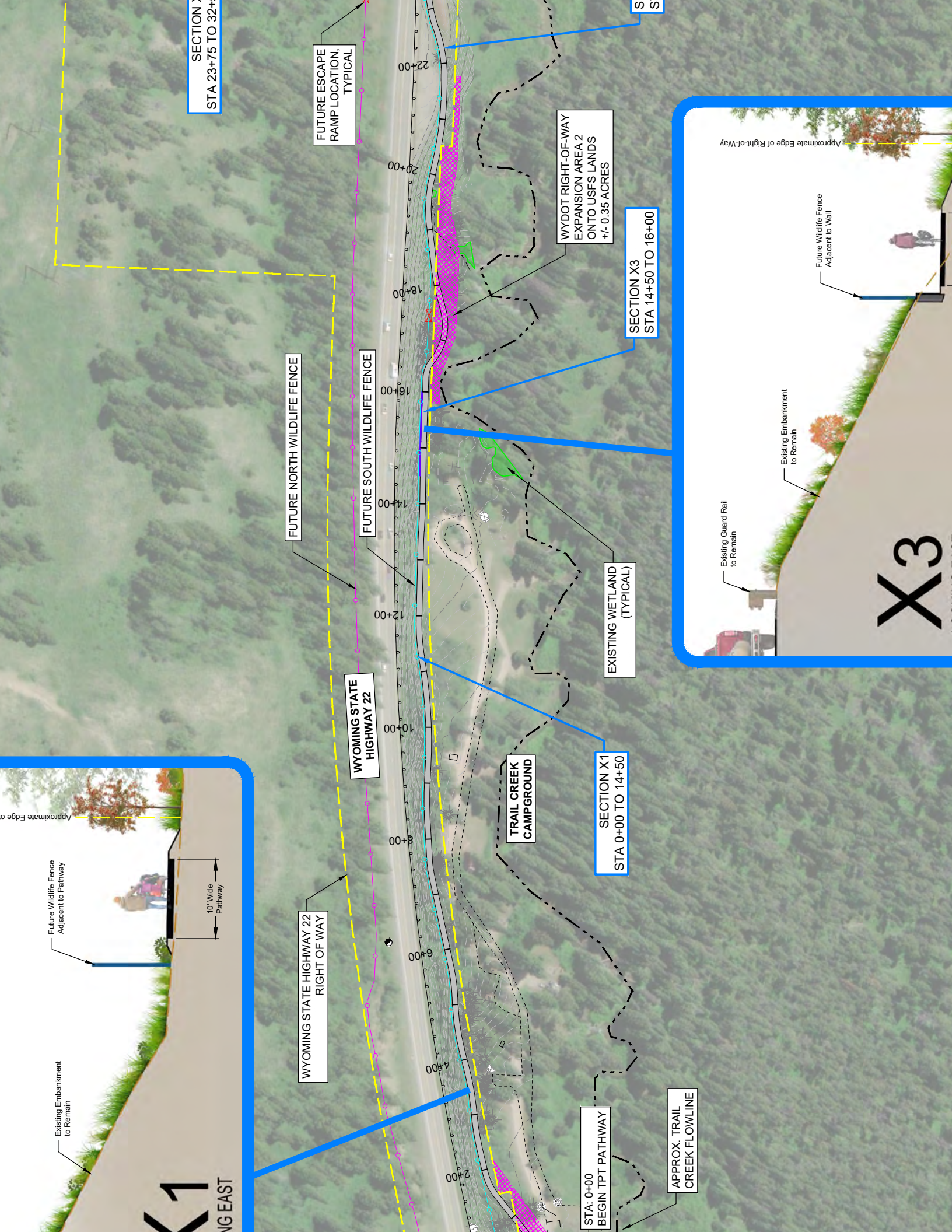
**CIVIL ENGINEER**  
Jorgensen Associates, Inc.  
1315 S. Highway 89, #201  
P.O. Box 9550  
Jackson, WY 83002-9550  
(307) 733-5150



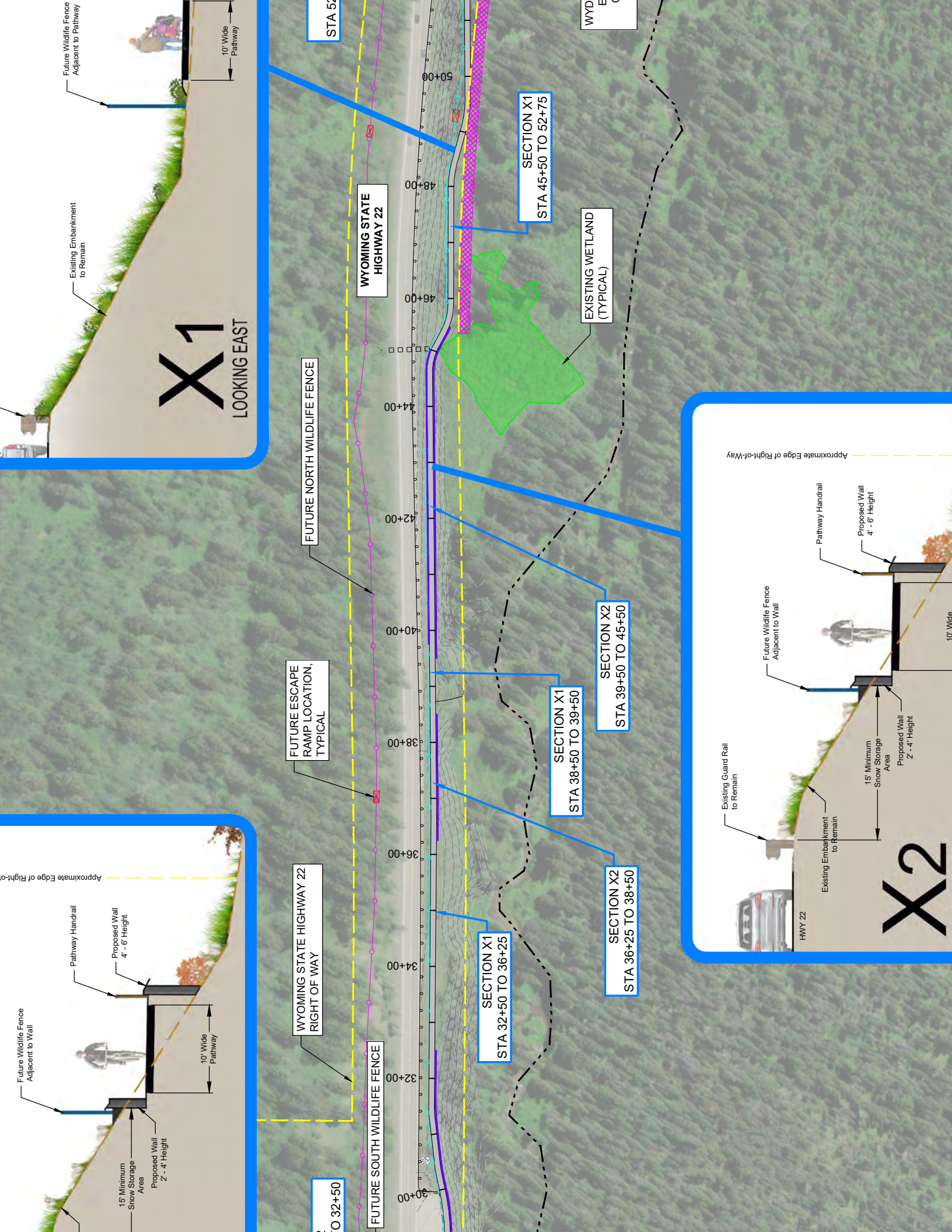
**ENVIRONMENTAL CONSULTANT**  
Biota Research & Consulting, Inc.  
140 E. Broadway Suite 23  
P.O. Box 8578  
Jackson, WY 83002  
(307) 733-4216

- C0 - SITE OVERVIEW
- C1 - PATHWAY
- C2 - PATHWAY
- C3 - PATHWAY
- C4 - PATHWAY

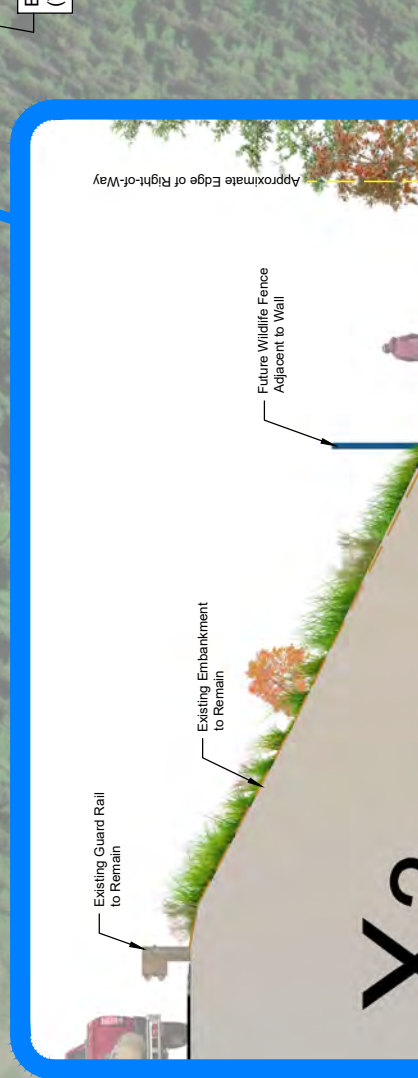
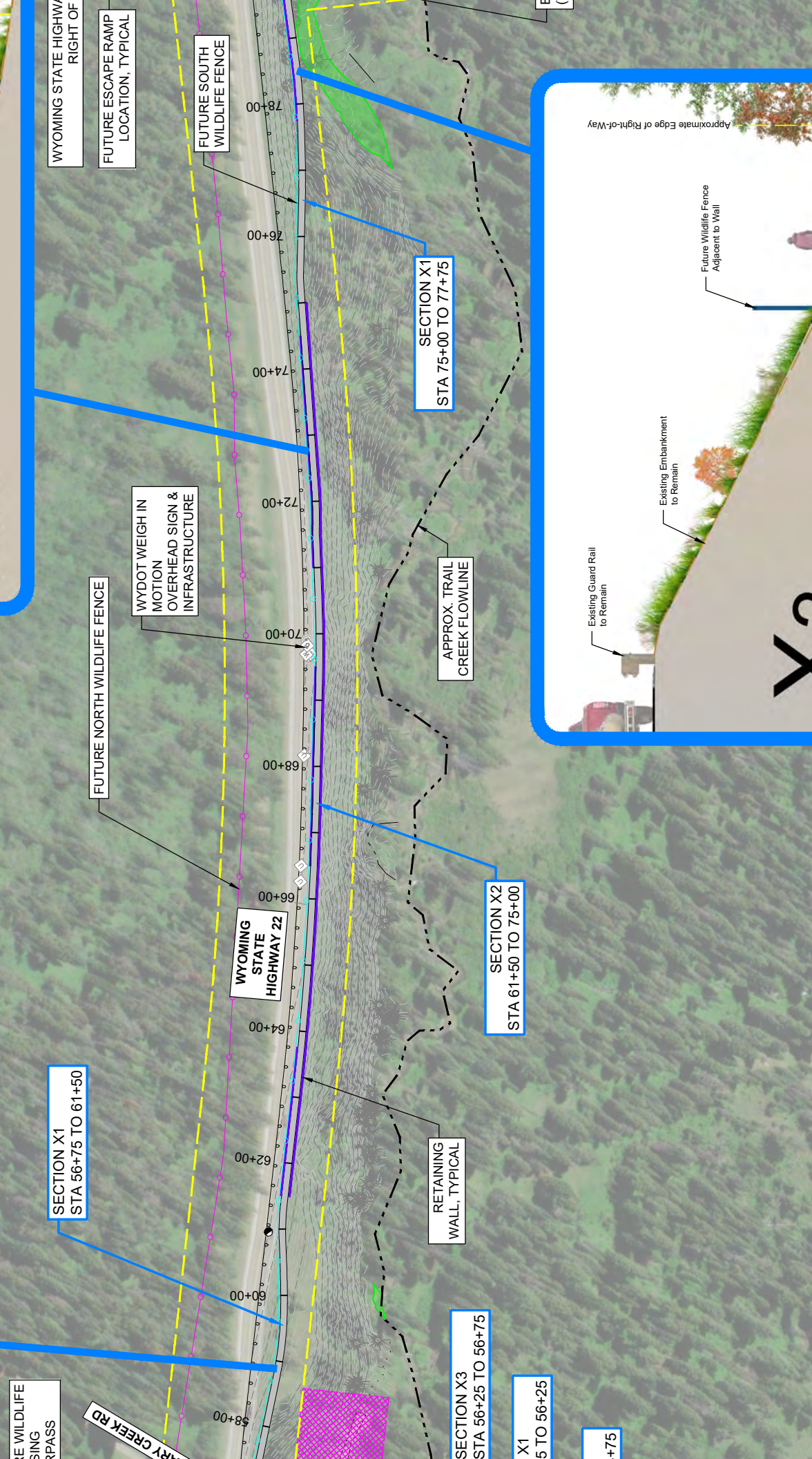
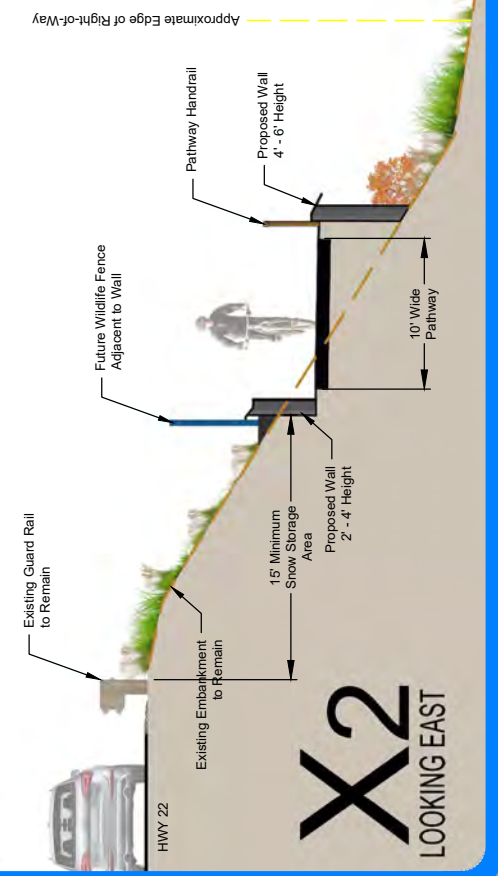
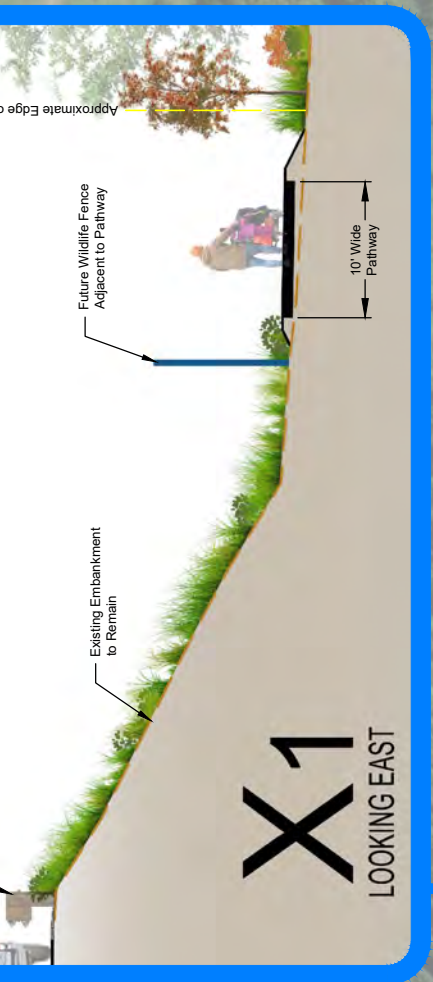




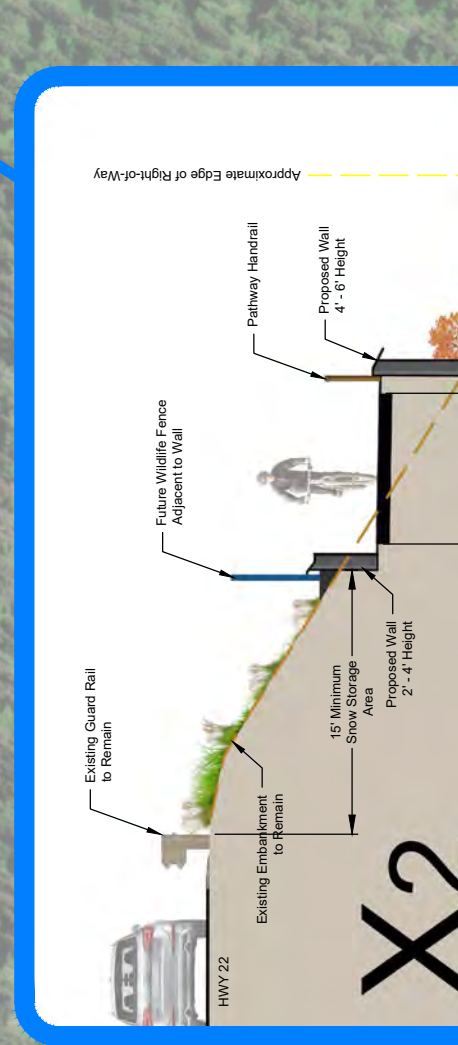
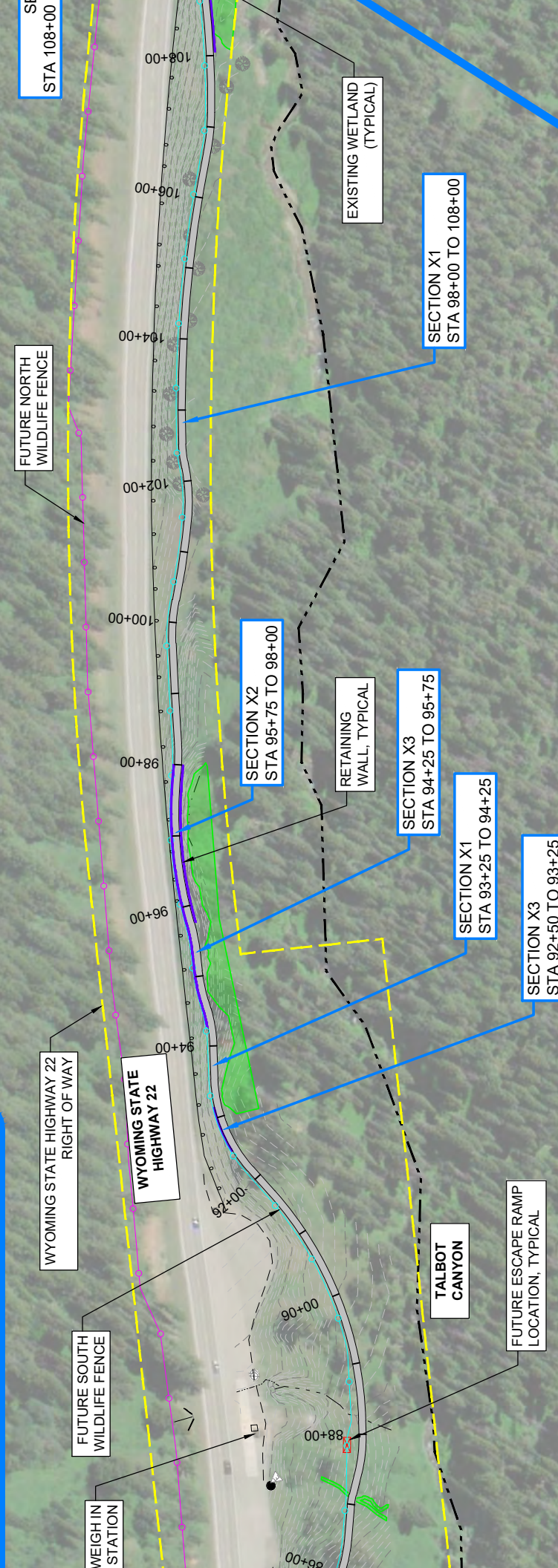
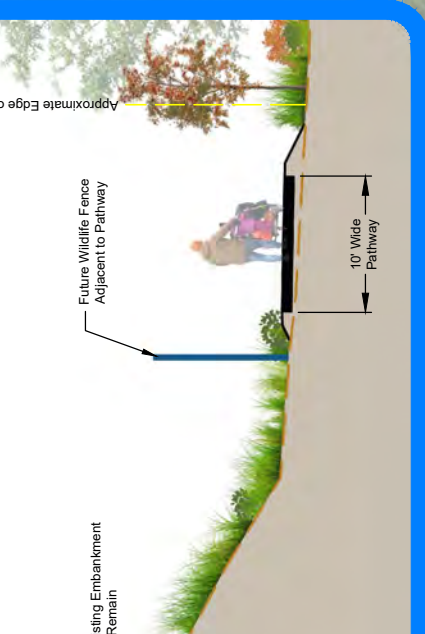




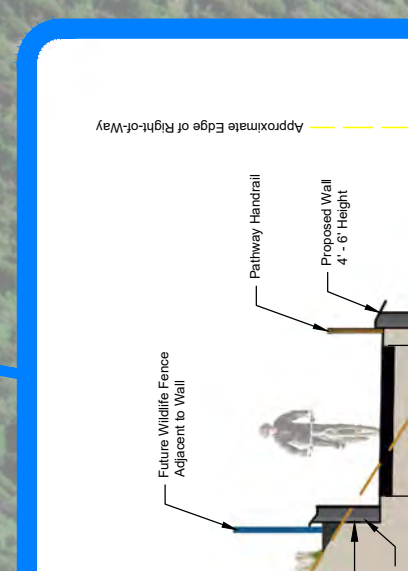
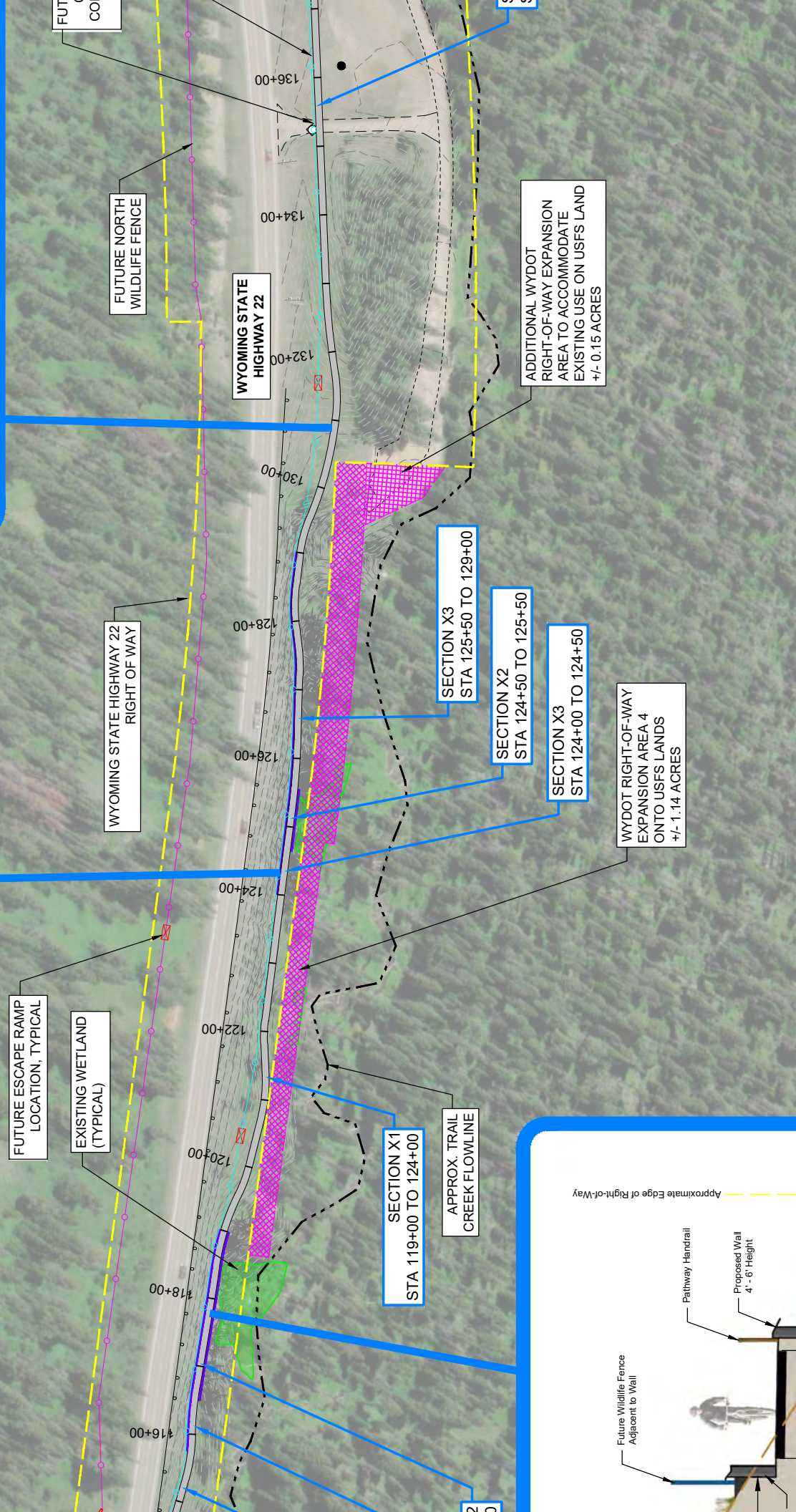
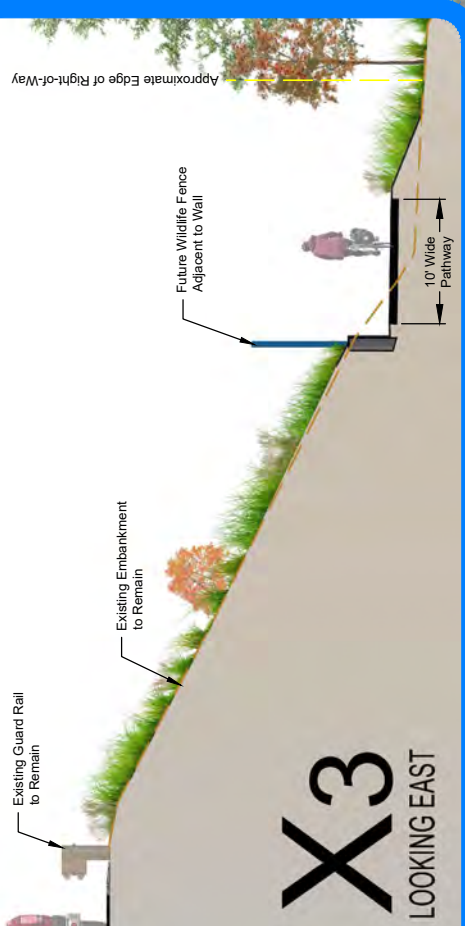
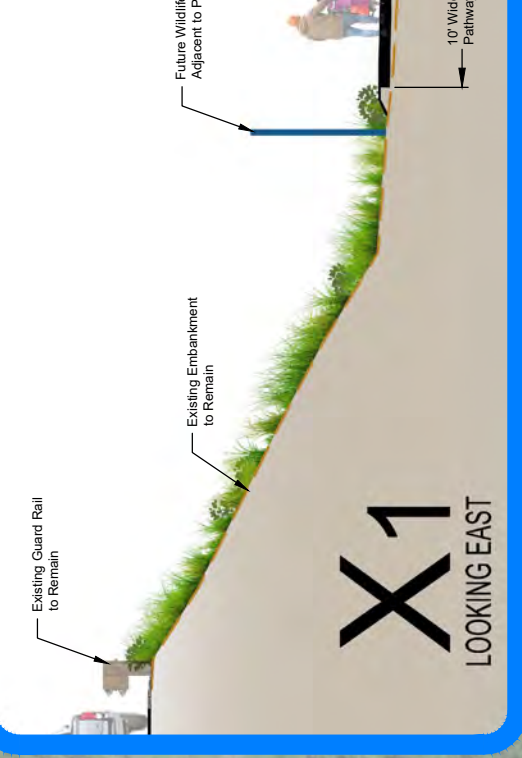




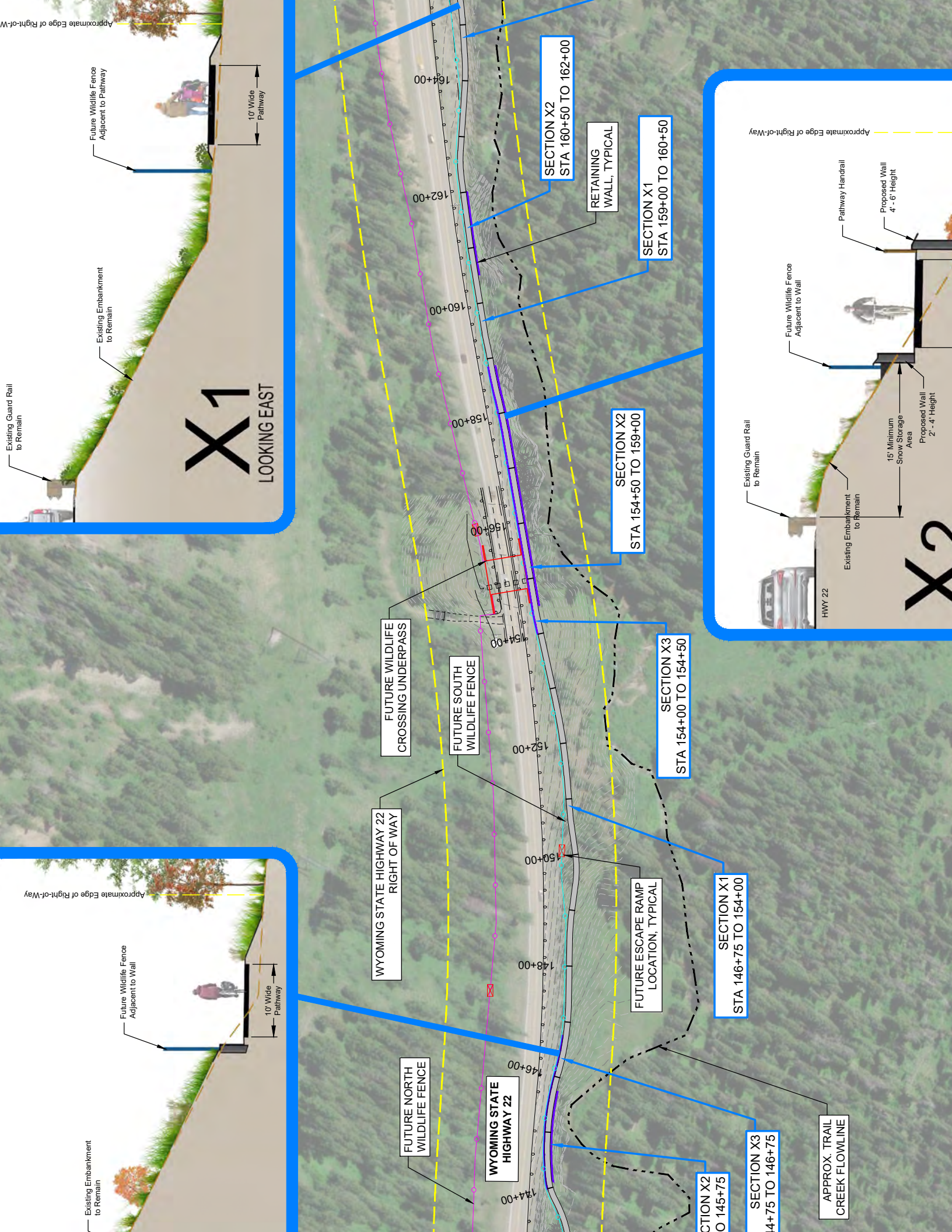




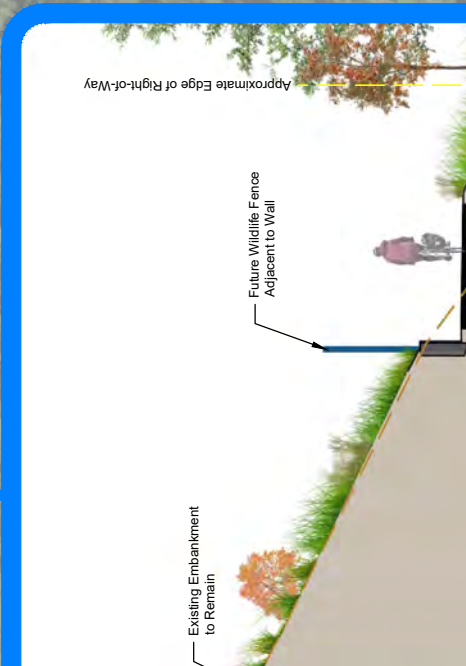
















**TMCI TETON BUILD GRANT**  
**PROJECT 7: GYT TETON PASS TRAIL - 90% Plans**  
**ENGINEERS OPINION OF PROBABLE COST JA**  
**Project: 21068.2-7**

Date: 23 April 2025 By: AJ/KB/HDR

PATHWAY IMPROVEMENTS PROJECT						
Item	Spec	Description	Quantity	Unit	Unit Price	Extension
1	01760	Force Account	1	LS	\$50,000.00	\$50,000.00
2	01000	Mobilization	1	LS	\$500,000.00	\$500,000.00
3	01550	Traffic Control	1	LS	\$325,000.00	\$325,000.00
4	02110	Clearing and Grubbing	1	LS	\$75,000.00	\$75,000.00
5	02280	Topsoil Stripping (12" Depth)	11,259	CY	\$14.00	\$157,629.63
6	02280	Topsoil Placement (8" Depth)	6,704	CY	\$45.00	\$301,661.85
7	02210	Unclassified Excavation Above Subgrade (Cut and Fill)	10,880	CY	\$26.00	\$282,888.32
8	02210	Embankment Fill Material (Burbank Restoration, Cut and Fill)	12,000	CY	\$24.00	\$288,000.00
9	02210	Unclassified Excavation Below Subgrade (Remove/Replace)	1,000	CY	\$75.00	\$75,000.00
10	02210	Pitrun Subbase (Owner Provided from Stockpile 36+00)	19,760	TON	\$41.00	\$810,160.00
11	02231	Crushed Gravel Base	8,978	TON	\$95.00	\$852,862.50
12	02512	2" Plant Mix Bituminous Pavement	2,296	TON	\$235.00	\$539,520.83
13	02835	Retaining Wall (0 - 4' Height)	15,900	SF	\$75.00	\$1,192,500.00
14	02835	Retaining Wall (4' - 10' Height)	29,980	SF	\$110.00	\$3,297,800.00
15	02725	12" CMP Culvert	90	LF	\$200.00	\$18,000.00
16	02725	18" CMP Culvert	200	LF	\$225.00	\$45,000.00
17	02725	24" CMP Culvert	20	LF	\$250.00	\$5,000.00
18	02725	30" CMP Culvert	30	LF	\$275.00	\$8,250.00
19	02725	36" CMP Culvert	70	LF	\$350.00	\$24,500.00
20	02725	42" CMP Culvert	70	LF	\$450.00	\$31,500.00
21	02725	48" CMP Culvert	90	LF	\$550.00	\$49,500.00
22	02725	12" Area Drain, Complete	8	EA	\$2,250.00	\$18,000.00
23	02810	Pathway Signage	1	LS	\$5,000.00	\$5,000.00
24	02810	Pathway 4" Striping	300	LF	\$3.50	\$1,050.00
25	02815	Pathway Handrail	5,150	LF	\$32.00	\$164,800.00
26	02820	Bicycle Rack, Complete	5	EA	\$1,575.00	\$7,875.00
27	02915	Pathway Screening Fence (Trail Creek Campground)	1,475	LF	\$75.00	\$110,625.00
28	02075	WY22 Pavement Sawcut	250	LF	\$6.00	\$1,500.00
29	02050	WY22 Pavement Removal & Disposal	1,500	SY	\$11.00	\$16,500.00
30	02512	WY22 Pavement Replacement	50	TON	\$275.00	\$13,750.00
31	WY502	WY22 Underpass - Precast Box Culvert 12ft x 8ft	75	LF	\$5,500.00	\$412,500.00
32	WY617	WY22 Underpass - Class A Concrete (Headwall)	15	CY	\$1,800.00	\$27,000.00
33	WY500	WY22 Underpass - Wingwalls	715	SF	\$95.00	\$67,925.00
34	02725	WY22 Underpass - Underdrain System, Complete	1	LS	\$12,500.00	\$12,500.00
35	02150	WY22 Underpass - Temporary Shoring and Underpinning	1	LS	\$25,000.00	\$25,000.00
36	02050	WY22 Highway Guard Rail Removal and Disposal	150	LF	\$25.00	\$3,750.00
37	WY606	WY22 Highway Guard Rail Installation	90	LF	\$125.00	\$11,250.00
38	02820	Erosion Control (Silt Fence/Straw Wattle)	13,000	LF	\$5.50	\$71,500.00
39	02920	Revegetation/Seeding	30,471	SY	\$1.50	\$45,706.34
<b>SUBTOTAL</b>						<b>\$9,946,004.47</b>

**CONTINGENCY (15%) \$1,491,900.67**

**ESCALATION (10%) \$994,600.45**

**TOTAL PRELIMINARY COST ESTIMATE \$12,432,505.59**

# Summary of Project Outreach and Agency Coordination

## BUILD Grant Teton Pass Trail Project

May 26, 2021: Biota staff called Jay Pence to discuss NEPA process for Teton Pass Trail.

November 1, 2021: Joint Information Meeting with the Teton County Board of Commission and the Jackson Town Council

December 6, 2021: BUILD Project website went live: <https://tetonbuildgrant.com/>

January 6, 2022: Public presentation with the Jackson Chamber of Commerce's Business Over Breakfast program.

January 20, 2022: Jay Pence emailed design review comments to the BUILD team.

February 8, 2022: Virtual (Zoom) public outreach meeting, attended by 30 members of the public. Meeting attendees listed to the right.

March 9, 2022: Coordination meeting with USFS and FTA. Jay Pence subsequently emailed meeting attendees to clarify elements of the meeting minutes.

March 14, 2022: Informal consultation/scoping efforts initiated with the WGFD.

March 17, 2022: BUILD team consultants field site visit to the Teton Pass Trail project area with Joe McFarlane (USFS) to discuss project specifics around the Trail Creek Campground.

March 17, 2022: Coordination meeting with USFS, WYDOT, and FTA.

March 17, 2022: Darin Martens (USFS) provided the BUILD team with an MOU between USFS, WYDOT, and FHWA outlining process for ROW expansion along Highway 22.

March 29, 2022: BUILD project team emailed potential mitigation measures relevant to the Trail Creek Campground and Burbank Creek Trailhead to Jay Pence and Joseph McFarlane.

March 29, 2022: Joseph McFarlane (USFS) emailed BUILD project team with suggestions for mitigation measures proximate to the Trail Creek Campground.



**Teton Mobility Improvements Corridor BUILD Grant Projects**  
Greater Yellowstone Trail: Teton Pass Trail

Meeting – February 8, 2022

**Video Recording:**  
<https://bit.ly/34QMhGL>

**Attendees:**

- Abigail Rossman
- Arantza Zabala
- Heidi Bruner
- C. Frei
- Charles Otto
- Darin Kaufman
- Deb Grove
- Doug Self
- Esther
- Jackson Hole Wildlife Foundation
- Joe Levett
- Jonathan Stanley
- K. Werlin
- Kevin
- Lindley Kunce
- Lindsay Nohl – Mountain Bike the Teton
- Lisa
- Liz McCane
- Reed Armijo
- Sam Petri
- Seth Patterson
- Stefania S.
- Stephanie Harsha
- Susie
- Teddy Collins
- Tim Young
- Will Mook

March 29, 2022: WGFD submitted project comments to the BUILD team in conjunction with informal consultation/scoping efforts.

March 29, 2022: BUILD Project website updated with Teton Pass Trail project information.

April 12, 2022: Draft NEPA documentation sent to USFS and WYDOT for review and comment.

April 12, 2022: Public notices posted in County Administration building.

April 15-22, 2022: Notices advertised in the Jackson Hole News and Guide.

April 18, 2022: WYDOT confirmed no additional comments on draft NEPA documentation.

April 29, 2022: FTA sent Section 4(f) paperwork to Jay Pence, with current project design plans, for USFS concurrence that the project would represent a *de minimus* use.

June 9, 2022: Jay Pence emailed NEPA documentation (Section 4(f)) paperwork to BUILD team.

June 14, 2022: FTA NEPA clearance document signed and submitted to Teton County.

of reflection and learning for you. You might explore or renew your spiritual or religious beliefs. This year will become more exciting as it goes along.

ARIES (March 21-April 19)  
\*\*\* Today the Moon is opposite your sign building to the Full Moon tomorrow. This could trigger tensions between you and close friends and partners. Fortunately, although problems increase as the Full Moon approaches, after it peaks, they diminish or disappear. Tonight: Be patient with close friends and partners.

TAURUS (April 20-May 20)  
\*\*\* As we approach tomorrow's Full Moon, you might find it increasingly difficult dealing with co-workers. You also might be at odds with someone about a pet. Or you might feel increasing concerns about your health. This will all fade by Sunday. Tonight: Get organized.

GEMINI (May 21-June 20)  
\*\*\* Romantic partners must be patient with each other today, and likewise, parents must be patient with their kids. There is a buildup of energy happening today before tomorrow's Full Moon that can create animosity in everyone. Stay chill. Tonight: Socialize. Enjoy playful times with children.

CANCER (June 21-July 22)  
\*\*\* The Moon is your ruler, which means you definitely feel the Full Moon. Tomorrow's Full Moon will be a bit challenging because it is at odds with your sign. After it peaks, things will be easier. But in the meantime, today, be patient with others, especially parents, bosses and authority figures. Tonight: Home and family.

LEO (July 23-Aug. 22)  
\*\*\* Be careful today, because this is an accident-prone day for you. We're talking physical accidents as well as verbal accidents. ("Did I just say that?") Therefore, go slowly and think before you say or do anything. Be cautious. Tonight: A meaningful conversation.

VIRGO (Aug. 23-Sept. 22)  
\*\*\* Today you might find that financial matters are coming to a head. It could create a bit of angst for you. It's encouraging to know that after the Full Moon peaks tomorrow, these problems will diminish and possibly even disappear! Tonight: Focus on cash flow.

day. (It's simply heightened emotions.) Therefore, do what you can to remain calm and grounded. By Sunday, everything will feel much better. Tonight: You win.

SCORPIO (Oct. 23-Nov. 21)  
\*\*\* Today you have to be patient with co-workers as well as yourself because of the buildup of energy before tomorrow's Full Moon. This buildup of energy might create a situation when dealing with a pet or perhaps something related to your health. Everything will improve after the Full Moon peaks tomorrow. Tonight: Research.

SAGITTARIUS (Nov. 22-Dec. 21)  
\*\*\* Parents should know that this is a mildly accident-prone day for their kids, so please keep an eye on them. That's because there is a buildup of energy today before tomorrow's Full Moon. You might sense that people are over-animating in social situations. Tonight: Easy does it.

CAPRICORN (Dec. 22-Jan. 19)  
\*\*\* Tomorrow the Full Moon will take place at the top of your chart. This is the only time all year this can happen. This is why today you might have difficulty dealing with bosses, parents, teachers or the police. Relax. Things will be much better by Sunday. Tonight: You are noticed.

AQUARIUS (Jan. 20-Feb. 18)  
\*\*\* Pay attention to everything you say and do, because today is a mildly accident-prone day for your sign due to the buildup of the energy before tomorrow's Full Moon. Do not be hasty. Think twice before endorsing unusual belief systems or theories. Tonight: Go with the flow.

PISCES (Feb. 19-March 20)  
\*\*\* Financial matters might be challenging today, especially regarding other people's money or the responsibility you have for someone else. (This includes wills, inheritances, bills, taxes and shared property.) By Sunday, you will have more clarity on these issues — one hopes. Tonight: Check your finances.

BORN TODAY  
Renaissance artist Leonardo da Vinci (1452), actress Emma Watson (1990), actress Maise Williams (1997)  
\*\*\* Find more Georgia Nicols horoscopes at georgianicols.com.  
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April 15, 2022 2:27 pm (GMT -6:00)

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**MOVING TOGETHER**

**GREATER YELLOWSTONE TRAIL:  
TETON PASS TRAIL**

**PUBLIC NOTICE**

**TEMPORARY CLOSURE  
OF TRAIL CREEK CAMPGROUND SUMMER 2024**

The proposed Teton Pass Trail is planned to extend from the ID/WY state line at the Trail Creek Campground to the Coal Creek Trailhead, located 3.5 miles to the east, on the west side of Teton Pass. The Teton Pass Trail project will provide a safe pathway alternative that will reduce roadway conflicts and allow pedestrians and cyclists to avoid this busy and narrow section of Wyoming Highway 22.

It is anticipated that the Trail Creek Campground will be temporarily closed so that the project contractor can complete clearing and grubbing along the adjacent segment of pathway while maximizing public safety. During the campground closure, Teton County will rent the entire campground facility. It is anticipated that the temporary closure will occur for a 10 day period in the summer of 2024. After the temporary campground closure, the facility will re-open to the public for normal operations during the remainder of the construction effort; the campground will not be used for equipment access to the project area during the remaining phases of project implementation.

There is a primitive spur road off of Highway 22 that is occasionally used to access the Burbank Creek trailhead located at mile marker 17.3 near Trail Creek Campground to mile marker 13.9 near Coal Creek Parking Lot. The new Teton Pass Trail will link this trailhead to a formal trailhead located at the Trail Creek Campground, located approximately 1 mile to the west. The project will effectively relocate the Burbank Creek Trailhead to the Trail Creek Campground, where amenities including signage, kiosk, and parking facility will provide improvements to the trailhead.

For more information or to submit public comment, visit [tetonbuildgrant.com](https://tetonbuildgrant.com).