FHWA Office of Federal Lands Highway

West Yellowstone Trail Planning and Design Engagement Strategy



To: West Yellowstone Trail Planning and Design Project

Management Team

From: FHWA Western Federal Lands Highway Division

Subject: Memo 1: Engagement Strategy

Project Name: West Yellowstone Trail Planning and Design
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Introduction

This document outlines the engagement strategy for the West Yellowstone Trail Planning and Design project. The engagement strategy describes how the Project Management Team (Town of West Yellowstone, Western Federal Lands Highway Division, and US Forest Service) will engage with the public and key stakeholders. This document includes the proposed engagement goals, milestones, engagement tools, timeline, and outcomes for this project.

The study area encompasses the Town of West Yellowstone, Montana, and a proposed trail within the Town boundaries. The study considers connection with the trails connecting to and passing through West Yellowstone as well. The relevant trails to this project include the Yellowstone Shortline Trail, Frontier Trail, Boundary Trail, Rendezvous Nordic Ski Trail, and Riverside Trail.

Applicable Federal Regulations

The engagement strategy for the West Yellowstone Trail Planning and Design project must comply with federal regulations for Section 508 of the Rehabilitation Act of 1973, Environmental Justice, and Title IV of the Civil Rights Act of 1964.

Section 508

Section 508 of the Rehabilitation Act of 1973 (Section 508) is a federal law that requires Federal agencies to make their information and communication technology (ICT) accessible to people with disabilities in accordance with standards issued by the U.S. Access Board. (https://www.fhwa.dot.gov/508/authorities.cfm)

Environmental Justice

Executive Order 12898 requires that "each Federal agency shall make achieving environmental justice part of its mission by identifying and addressing, as appropriate, disproportionately high and adverse human health or environmental effects of its programs, policies, and activities on minority populations and low-income populations in the United States...."

(https://www.environment.fhwa.dot.gov/env_topics/environmental_justice.aspx

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Title VI

Title VI of the Civil Rights Act of 1964 –prohibits discrimination based upon race, color, and national origin. Specifically, 42 USC 2000d states that "No person in the United States shall, on the ground of race, color, or national origin, be excluded from participation in, be denied the benefits of, or be subjected to discrimination under any program or activity receiving Federal financial assistance." The use of the word "person" is important as the protections afforded under Title VI apply to anyone, regardless of whether the individual is lawfully present in the United States or a citizen of a State within the United States.

In addition to Title VI, there are other Nondiscrimination statutes that afford legal protection. These statutes include the following: Section 162 (a) of the Federal-Aid Highway Act of 1973 (23 USC 324) (sex), Age Discrimination Act of 1975 (age), and Section 504 of the Rehabilitation Act of 1973/Americans With Disabilities Act of 1990 (disability).

(https://www.fhwa.dot.gov/civilrights/programs/title_vi/)

Engagement Goals

The engagement goals for the West Yellowstone Trail Planning and Design project aim to keep the public and stakeholder voices actively involved from beginning to the end of the process. Making sure community input is fostered and accurately represented through the entirety of the project ensures that the final designs achieve community concerns and needs.

- **Goal 1** Ensure continuous and comprehensive engagement with public and stakeholders throughout project
- **Goal 2** Understand user and community preferences to ensure context-sensitive design solutions
- **Goal 3** Address and incorporate public and stakeholder feedback into project decisions and deliverables

Key Stakeholders

The following stakeholders have been identified as key groups to engage with during the scope of the project. However, engagement is not limited to these groups and new groups may be added to this list as the project continues.

Table 1. Identified project stakeholders

Government agencies and institutions	 Town of West Yellowstone Council Montana Department of Transportation Chamber of Commerce Town of West Yellowstone Parks and Recreation Advisory Board Town of West Yellowstone Planning Board Town of West Yellowstone Business Improvement Advisory Board Gallatin County West Yellowstone School (K-12) National Park Service US Forest Service
Business Community	 Sea Reach Freeheel and Wheel Polaris West Yellowstone Adventures Backcountry Adventures Yellowstone Vacations 3 Bear Rentals Hi Mark Rental Three Bear Lodge/Yellowstone Tour & Travel
Non-profit organizations	 Museum of the Yellowstone Greenup West Yellowstone Yellowstone Shortline Trail Committee West Yellowstone Ski Education Foundation

Engagement Strategy

WFL shall facilitate and lead public engagement activities over the proposed twelve-month study period. Engagement activities shall reflect engagement goals and align with the four planned milestones.

Table 2. Proposed engagement timeline and activities

	Milestone 1	Milestone 2	Milestone 3	Milestone 4
Purpose	Develop Engagement Strategy	Existing conditions	Conceptual designs and cost estimates	Final report
Timing	September 2022 – November 2022	January 2022	January 2023 – May 2023	June 2023 – August 2023
Engagement activity	Introduce project elements to public and stakeholders to begin initial dialogue and feedback process.	Introduce project elements to public and stakeholders to begin initial dialogue and feedback process.	Solicit public and stakeholder feedback on project route, designs, and other decisions.	Produce a report summarizing findings and incorporating all public feedback on project.
Engagement tool	 Website Initial email messaging to identified stakeholders 	WebsiteWebinar on Existing Conditions	 Webinar on proposed designs Open house (in-person/online) prior to final report 	Public comment period prior to completion of final report

The proposed engagement activities shall form the foundation of project engagement. Additional stakeholders and engagement opportunities may be identified over the course of the project by the project team, engagement activities, or otherwise. These improvements to the engagement strategy shall be incorporated as they arise.

Engagement Summary for Milestone One

The first project milestone was to introduce project elements to public and stakeholders to begin initial dialogue and feedback process as well as share the project website. The initial email to stakeholders is shown below, which was also adapted for the general public through the Town's social media.

Feel free to share with your networks

Hello everyone,

My name is Cole Grisham and I'm with FHWA Western Federal Lands and I am managing the West Yellowstone Trail Planning and Design project alongside Dan Walker (copied), Town Manager for the Town of West Yellowstone, and Jason Brey and Wendi Urie, District Rangers for Custer Gallatin National Forest. The project is only just starting, but we are reaching out to a number of organizations to share the project's scope, schedule, and engagement.

The project team identified a number of agencies, organizations, boards, and businesses we are especially interested gathering perspective, needs, and interests on the proposed trail project. To that end, I have included a few items below of interest:

- Project Overview and Goals. The project will develop a proposed route, conceptual design, and cost estimates for a future in-town trail that connects the Yellowstone Shortline, Frontier, Boundary, Rendezvous Nordic Ski, and Riverside Trails. The goals are to:
 - I. Identify a proposed trail corridor route connecting existing trail and recreation facilities in the Town of West Yellowstone
 - II. Produce conceptual designs and cost estimates for future design and construction grant applications
 - III. Ensure proposed trail route, design, and other considerations reflect the interest of Town residents, visitors, and stakeholders
- Project Website and Documents. We developed a project website that includes the scope of the
 project and a printable project overview (also attached). As the project progresses, we will add further
 information and documents to this page. Website: https://highways.dot.gov/federal-lands/projects/mt/flap-wyells-2021-1
- 3. Save the Date. Please hold January 18th, 2022, from 12PM 1PM (MST) for an introductory webinar. More information and the webinar link will be available as we get closer, but this public webinar will cover the project background, goals, existing conditions, and planned engagement activities. There will also be plenty of space for questions and discussion about your own organization's perspective, interests, and needs.

Lastly, if you have any questions or concerns, please reach out to me (<u>Nicholas.grisham@dot.gov</u>; 202.839.1409) or <u>Dan Walker</u> directly and we would be happy to talk with you. Otherwise, we look forward to engaging with you on this community project going forward!

Best,

Cole Grisham

Engagement Summary for Milestone Two

The sections above were shared with the public and stakeholders through two formats for feedback. The first was a public webinar with option for viewing and participating from the Town's Administrative Offices as well as online. The webinar featured an overview of the project background, purpose, and existing conditions followed by questions and discussion between the project team and attendees. The second format was a virtual public involvement approach that provided the draft Existing Conditions document along with a link to provide section-by-section and overall feedback to the project team. The comments received and the project team's response is included below.

Table 3. Summary of Public Webinar (January 18th, 2023)

Comment Received	Project Team Personne
Why wasn't the east side of the 80-acres parcel considered?	Project Team Response Navigating the trail through the 80-acre parcel instead of directly along Iris Street is certainly an option and will be considered during the design task. The need to cross US 20 at Iris Street regardless due to vehicle speeds along with the uncertainty of how the 80-acres will develop put the initial route option along Iris Street for consideration.
Will plowing and storing of snow on Boundary damage a paved surface along Boundary Street?	The plowing and storing of snow on the Boundary Street segment should cause no damage to the trail facility.
People can drive into the Old Airport from pretty much any point off Iris Street. Will there be designated crossings off of Iris to get to the Old Airport field or will vehicles still be able to cross the paved trail at any point still?	Access to the 80-acre parcel from Iris Street will likely change over time with the development of the trail system as well as development of the property. It is likely that access routes will become more specific over time.
What is water table depth? is it feasible to put underpass culvert under Hwy 20?	The water table shows approximately 40' below ground for wells within or near the project area. Project team engineers will determine whether an underpass or other engineering solutions for crossing US20 are feasible for water table and other engineering considerations.
What is the timeline?	The project is expected to be completed by June 2023.
How will safety be addressed for a multi-use trail. Specifically non-motorized combined with motorized during all four seasons?	Safety of different users will be addressed through facility width and signage during snow-free seasons. Motorized users, such as snowmachines, are only allowed during certain times of the year per Town code.
Will the final project proposal include wayfinding?	Yes, the trail will include signage and wayfinding for users that aligns with similar features designed for the Yellowstone Shortline Trail.
I think it will be important that we do not exclude the motorized trail opportunities that also may be used by hikers, walkers, bikers, and others. West Yellowstone has extensive trails of all types that all begin within the community.	The project team agrees and is designing the trail for all possible users. Paved facilities within Town boundaries are subject to Town code regulations on when where they may operate, which the proposed trail complied with.

¹ See the Montana Bureau of Mines and Geology for information on specific wells in the area. https://gisdata-hub-mbmg.hub.arcgis.com/apps/d226763591a0433285c0057031d22d60/explore

The virtual public comment period included the following questions for participants:

- 1. First and Last Name (Optional)
- 2. Organization (If applicable; optional)
- 3. What feedback do you have for the project team on the Existing Conditions: Planning Context (Pages 3-9)?
- 4. What feedback do you have for the project team on the Existing Conditions: Site Conditions and Considerations (Pages 10-20)?
- 5. What would you add, remove, or revise in the Existing Conditions and why?
- 6. What other comments, questions, or considerations do you have for the project team on the Existing Conditions or any other aspect of the project?

Where applicable, comments have been edited to ensure anonymity of participants.

Table 4. Summary of Virtual Public Involvement (February 1st through 19th, 2023)

Comment Received	Project Team Response
I wish the trail would follow the west perimeter of the 80 acres instead of the east side of it. It would be great if the trail was infused into the 80 acres design providing both its original intended use and also	Navigating the trail through the 80-acre parcel instead of directly along Iris Street is certainly an option and will be considered during the design task.
offering a great trail for those that will reside in the 80 acres. It would seem more peaceful to follow the western perimeter than to follow Iris street, I would be more inclined to use it the more it is immersed or bordering a more rustic part of town, similar to the Boundary Trail.	The project team will need to address this option for the next public and stakeholder engagement milestone.
I love that our town is considering this project, I think it is a great idea and I look forward to using the trail and sharing it with others.	Thank you for your support.
Relocating the Western section of the trail currently running N/S along west side of Iris Street. The trail will experience far less vehicle vs pedestrian/bicycle conflict if it is relocated to the western most portion of town property. Still running N/S however avoiding future conflicts with the development of the "80" acre egress and ingress to and from Iris Street (possibly 6 or more points of conflict) Similar to the section on the eastern portion of town adjacent to Boundary Street.	Navigating the trail through the 80-acre parcel instead of directly along Iris Street is certainly an option and will be considered during the design task. The project team will need to address this option for the next public and stakeholder engagement milestone.
The map on page 12 has crash clusters circled on the east end of Yellowstone Ave on the proposed route but on page 11 you show the proposed route as south of those locations. The proposed route shown on page 11 is Obsidian Ave extending east so those crash clusters would not be on the route.	That is correct; the trail route would be between Yellowstone and Obsidian Streets, crossing Obsidian Street south of, but very close to, the clusters shown. The North-South segment along Iris Street would be adjacent to the clusters shown. Without knowing the causes of these crashes, the project team seeks to be cautious of any bicycle and pedestrian activity crossing a roadway with known crashes nearby.
[Identifying information removed] I believe a key stakeholder and meaningful destination that has not	The project team very much agrees with this comment. We have included the school administration in the

been highlighted in the plan is the West Yellowstone Kstakeholder outreach to ensure their perspective is 12 school. The school is not directly on the trail route included. but students living in town and future students living in the Old Airport land need to cross Highway 20. It The feedback provided is also very helpful for the should always be the goal of the school and the project team's design considerations, considering community that children are encouraged to safely travel possible users, and implementation tasks for funding to school on foot or on bicycles. Safe Routes To School considerations. is a national organization, with a Montana chapter, that has terrific resources to help communities incorporate safe routes in their street and trail design. There may also be grant money available to offset costs of signage, paving, pedestrian bridge, etc. The success of Safe Routes depends on using the 6 E's: Engineering, Education, Enforcement, Encouragement, Evaluation and Equity. More information can be found at saferoutespartnership.org I applaud the work that is being done and am thrilled Thank you for your support and consideration for how that the trails will be connected someday. I have a the trail could be used. home in West Yellowstone and I use my bike for recreation and chores in and around town. A dedicated, connected trail will be useful for people like me but also a bonus for those tourists who have been in their car all day in the Park. It will be important to thoroughly consider winter use of Yes, the winter uses of the trail should align with the connected trails. The Rendezvous Ski Trails, existing winter recreation trails that it connects to, Boundary Trail, and Riverside Trail are all groomed for subject to Town code for when and where Nordic skiing and snowshoeing in the winter. Creating a snowmachines are allowed. connection among these trails would be beneficial to users. With the popularity of snowmobiling in West Yellowstone, it is also important to consider multi-use connectors. The in-town portion of the Yellowstone Shortline Trail along with the other proposed trail routes could provide safe paths through town for both motorized and non-motorized users in the winter. To allow for both uses, the design would need to focus on heavily on safety to avoid potential incidents between motorized and non-motorized users. Correction: The Yellowstone Historic Center was Thank you for the correction. The dates have been founded in 1998, not 1908. Construction of the historic corrected to reflect this comment. depot, which houses the Museum of the Yellowstone, was completed in 1909. Several of the maps throughout have the north part of Madison Addition, the area of the Town North of D the Town of West Yellowstone shaded as US Forest Parkway, is indeed within the boundaries of the Custer Service Lands. Gallatin National Forest. Parking is often an issue when town is busy during the Thank you for your comment and consideration for how this trail might be used. summertime. Another benefit of this project would be alleviating some traffic/parking issues through improving options for pedestrians and better promoting such options. This project can also be used to improve the aesthetics The project team agrees and address some aspects of and appearance of portions of West Yellowstone. The aesthetics through the design process within the scope part of the Yellowstone Shortline Trail going through of this study but further aesthetic considerations and the town could be transformed into a greenway and/or decisions will occur in later stages post study as well.

linear park (similar to the High Line of NYC) that provides more than pedestrian path. The path could include plants and trees, public art, benches, water features, and more.

I have been involved in trail planning in West Yellowstone since 1996. The studies included in the Planning Context have all concluded that we need this pathway connecting all of the existing trails. Decades of work and collaboration with the Forest Service have created these recreation and transportation opportunities. We now need the town to create a safe and comprehensive system for moving visitors and locals through and around town. The children in our community have also expressed a desire for safe routes to school and parks and areas for gathering that are safe and away from the high volume of traffic Highway 20 and 191 generate year around. The city park is currently the only area in town where youth can gather and play but that park is sandwiched by both extremely busy highways.

Thank you for your comment and consideration for how this trail might be used. Safety of all users, especially children, is a key consideration for the engineering design options to be considered and proposed for public and stakeholder feedback at the next project milestone.

In terms of existing conditions I support the early stages of development of this connecting trail system. I would like to expand on the anticipated users of this trail to include people with baby joggers, roller skiers, roller bladers, skate boarders, roller skaters, bird watchers, photographers, handicapped users in wheel chairs or hand cycles, and dog walkers.

Thank you for your comment and consideration for how this trail might be used. The users you identify are also included in the design considerations for trail users and will continue to be so.

I would highly recommend that consideration is given for pedestrian/bike underpasses for the highway crossings. The volume of traffic is so high that vehicles have a hard time crossing and entering the highway. Many students have to cross highway 20 to get to school. I would also recommend development of the trail which will connect the Museum of the Yellowstone to the Shortline Trail on Iris Street as a greenbelt through our community. The community has expressed a desire for areas along this corridor (which is partly the historic district) to be a series of picnic areas, a dog park, a skate park, a story telling fire pit as well as the paved pathway connecting the Boundary, Rendezvous and the Yellowstone Shortline Trail. This corridor also passes next to the Little Rangers Learning Center and the Povah Community Center. This is the headquarters for our Summer Recreation Program. Developing this corridor as a park will create a safe and fun environment for the kids and visitors alike. This area is away from both highways and is much less congested than the City Park in the center of town.

Design considerations for an underpass at applicable highway crossings will need to be considered in the design task of the project.

The Town envisions the segment of trail adjoining the Museum of the Yellowstone and related community facilities on the former rail bed being a linear park long term, with the proposed trail as one element. Design of the linear park in the former railbed is outside the scope of the current project but this comment will be considered in the trail design and otherwise be provided to the Town for future planning considerations.

I would ask that the team please consider multiple meetings for community input. The seasonal nature of our town means that many residents are gone or traveling during the shoulder seasons. If meetings are held during the shoulder seasons you may not get

The project does and will have several opportunities for public and stakeholder engagement before project completion and we do recognize the shoulder season considerations. The project team will review your

good attendance or feedback. I would like to include all ideas and developments in order to develop a "master plan" for West Yellowstone's parkways and pathways. Implementation of the plan may then follow in phases. Thank you so much for this opportunity. "In summary, snowmobiles would be allowed on the proposed trail during the winter months when enough snow has accumulated to allows snowmobiles to operate on the trail without damaging

recommendations further and revise our Engagement Strategy as needed.

the underlying trail infrastructure, similar to the Town regulations for snowmobiles on roadways."

This project does not directly allow or disallow snowmobiles on the trail, but Town code regulations would allow snowmobiles on the trail facility in certain seasons of the year as currently written.

I propose limiting the trails to non-motorized traffic, even in the winter. Snowmobiles are already able to use most roads throughout the town all winter. The speed and noise of snowmobile traffic may deter use of the trails by skiers/hikers/bikers for concerns of safety, especially in lower visibility conditions.

That said, the Town can restrict motorized use of the proposed trail when complete as it has done with other roadway facilities.

"For these locations, a variety of design options are possible depending on site conditions, cost, community preference, and other criteria. Options the project team can consider include improved signage, pavement markings, crossing center islands, rapid flashing beacons, roundabouts, and other possible designs.""

Design considerations for an underpass at applicable highway crossings will need to be considered in the design task of the project.

Crossing highway 20, especially in busy summer months, is a deterrent for cycling and walking into town. Crossing options should enable hikers/bikers/skiers of all ages to be able to cross safely. Tunnel below highway 20 at Iris Street would be incredible.

The initial site visit, follow on project discussion, and public and stakeholder feedback all support a design solution to address bicycle and pedestrian safety at highway crossings, especially during peak travel seasons for Yellowstone National Park.

In the summer, traffic to enter Yellowstone sometimes goes as far back as Iris Street, on numerous side streets, which should also be taken into consideration when designing safe road crossings.

The route will do an excellent job enabling the connection of a number of different trails in town and will facilitate greater access to the town from surrounding houses/hotels/campgrounds.

Thank you for your comment and consideration for how this trail might be used.

Two things to consider to facilitate broader use.

- 1. Connection to the paved multiuse trail that runs through the Madison Addition. This trail provides access to the local school, Safe Routes to Schools may have additional funding available for creating additional trail connections.
- 2. Greater availability of bike and ski racks in town for

Thank you for identifying the connection to the Madison Addition trail. The project team will need to address the possibility of this connection in the design task for the next engagement milestone.

use while bikers/skiers visit local businesses and restaurants.

The addition of bike and ski racks helps address access by different users and recreators. The project team will need to address this in the design task for the next engagement milestone.

I think stressing the importance of connecting the town of West Yellowstone with the locals and visitors through

Thank you for your comment and consideration for how this trail might be used.

pathways and trails is very important. By providing safe ways to travel in and around west Yellowstone with developed pathways and roadways will promote a healthier lifestyle. Not only will outdoor enthusiasts enjoy the proposed trail but also summer employees as well as the youth will enjoy an easier and safer way to move through town and access the public areas As far as the road crossings, I think the consideration of two underpasses on Hwy 20 and Hwy 191 are very Important. This would allow safer travel throughout the greater West Yellowstone area including the proposed trail, all of west Yellowstone, the proposed 80 acres, other trailheads and Yellowstone National Park.	Design considerations for an underpass at applicable highway crossings will need to be considered in the design task of the project. The initial site visit, follow on project discussion, and public and stakeholder feedback all support a design solution to address bicycle and pedestrian safety at highway crossings, especially during peak travel seasons for Yellowstone National Park.
I would add and stress the importance of including the planning of the "Parkway" in this addition of the West Yellowstone Trail Planning and Design. The Parkway is the connector from downtown West Yellowstone to the Yellowstone Shortline Trail. It begins behind the West Yellowstone Museum and follows the old railroad grade till it meets the YST. It is important to note that this section should be considered a Greenbelt through town, including the casting pond, benches, tables, landscaping, possible dog park and skate park, etc.	The Town envisions the segment of trail adjoining the Museum of the Yellowstone and related community facilities on the former rail bed being a linear park long term, with the proposed trail as one element. Design of the linear park in the former railbed is outside the scope of the current project but this comment will be considered in the trail design and otherwise be provided to the Town for future planning considerations.
It is Important to break all of these additions and changes be done in stages.	Yes, the design and cost estimates will consider how to phase the trail design and construction just as you describe.
On page 8 (and I believe in a couple of other locations as well), Three Bear Lodge/Yellowstone Tour & Travel are not mentioned. This business is directly across the street from some of the Union Pacific Buildings and is a principal snowmobile and snowcoach business and has been since the early 1970's. Somehow it was missed.	Thank you for this. The project team has included both in the applicable sections of the Existing Conditions and Table 1 of this document.
Motorized use of Forest Service trails that all start from West Yellowstone need to have more emphasis. In many cases they will cross the proposed trail. They will need to be addressed in several aspects including wayfinding (like to the Two Top Trail that is the First National Recreational Snowmobile Trai)l, safety, and acknowledgement of the very large current and future economic impacts they have for the community.	The winter uses of the trail should align with existing winter recreation trails that it connects to, including applicable signage, subject to Town code for when and where snowmachines are allowed.
Mention of the great work and creativity that was brought forth by the art classes of the West Yellowstone School as they considered the trail, especially along the Yellowstone Avenue corridor. Possible incorporation of some of their ideas and designs would be worth some of the team's time.	The project team will include this feedback in our engagement with the West Yellowstone School.
For the parkway that connects the museum to the shortline, youth in our community were invited to develop ideas of what they envisioned for this space. Students created and exhibited artworks that illustrated	The project team will include this feedback in our engagement with the West Yellowstone School.

beautiful ideas. Some of the favorites that are still being discussed and hoped for by youth and community members include interesting benches, a gazebo, covered area with picnic tables, fire pits, interactive splash area or fountain, a big kids park, a skatepark, a dog park, a sculpture garden, and landscaping the path with rocks, endemic plants, and wildflowers. The overall vision was making this area a beautified place that offered opportunities for people to connect, gather and be inspired by nature and creativity. Our hope is that some of these visions of our youth can be realized, experienced, and enjoyed.