

# Jefferson Parkway Public Highway Authority Special Board Meeting Agenda



**Monday, April 2, 2018**  
**Arvada City Hall**  
**8101 Ralston Road, Arvada, CO 80002**  
**2:00 p.m. – Public Meeting**  
**Council Chambers, 2<sup>nd</sup> Floor**

- I. Call to Order
- II. Pledge of Allegiance
- III. Approval of January 18, 2018 board meeting minutes
- IV. New Business
  - A. Presentation of Level One Traffic and Revenue Study - CDM Smith
  - B. Discussion of Partnership Structures and Next Steps – Ernst and Young, Infrastructure Advisors
- V. Report from Staff
- VI. Report of the General Counsel
- VII. Report from the Board of Directors
- VIII. Public Comment (3 minute limit)
- IX. Executive Session
  - A. Executive session, pursuant to C.R.S., Section 24-6-402(4)(a), Section 24-6-402(4)(b) and Section 24-6-402(4)(e) for the purposes of discussing real property matters, receiving legal advice on specific legal questions and determining positions relative to matters that may be subject to negotiations and instructing negotiators related to FAA matters, right-of-way agreements and professional services agreements.
- X. Adjournment

# Jefferson Parkway Public Highway Authority Board Meeting Minutes



**Thursday, January 18, 2018  
3:00 p.m.  
Arvada City Hall  
8101 Ralston Road, Arvada, CO 80002  
Council Chambers, 2<sup>nd</sup> Floor**

## I. Call to Order:

Chairman David Jones called the meeting of the Jefferson Parkway Public Highway Authority (JPPHA) to order at 3:05 p.m. Present were Director Marc Williams, Director Libby Szabo, and Director David Beacom. Also in attendance was Bill Ray, *Interim Exec. Director*; Tamara Seaver, *JPPHA Counsel*; Kevin Standbridge, *Broomfield Deputy City and County Manager*; Kate Newman, *Jefferson Co. Dep. County Administrator*; Chris Daly, *Arvada Counsel*. Absent: Director Randy Ahrens.

- A. Director Williams made a motion to excuse Director Ahrens.

The following votes were cast on the Motion:

Those voting Yes: Williams, Szabo, Beacom, Jones

- B. Director Szabo made a motion to move the Executive Session to the end of the board meeting following public comment.

The following votes were cast on the Motion:

Those voting Yes: Williams, Szabo, Beacom, Jones

## II. Approval of Minutes:

- A. Director Williams made a motion to approve the December 21, 2017 board meeting minutes as presented.

The following votes were cast on the Motion:

Those voting Yes: Williams, Szabo, Beacom, Jones

III. Consent Items:

- A. Director Williams made a motion to approve the Letters of Engagement for LS Gallegos, Icenogle Seaver Pogue, and Jones and Keller as presented.

The following votes were cast on the Motion:

Those voting Yes: Williams, Szabo, Beacom, Jones

IV. New Business:

- A. Director Williams made a motion to approve Resolution 18-01: A Resolution Concerning Annual Administrative Items with the following amendment: regular board meetings will begin with an Executive Session at 3:00 p.m. in the Council Conference Room followed by a public meeting at 3:30 p.m. in the Council Chambers.

The following votes were cast on the Motion:

Those voting Yes: Williams, Szabo, Beacom, Jones

- B. Director Williams made a motion to approve HDR Task Order #4 as presented.

The following votes were cast on the Motion:

Those voting Yes: Williams, Szabo, Beacom, Jones

- C. The following nominations were submitted for the 2018 election of officers:

Chairman: David Jones  
Vice Chairman: Libby Szabo  
Secretary: David Beacom  
Treasurer: Randy Ahrens

Director Williams made a motion to approve the nominations as presented.

The following votes were cast on the Motion:

Those voting Yes: Williams, Szabo, Beacom, Jones

V. Report from Staff:

- A. Don Hunt gave an update on the procurement process. Don suggested a special board meeting in early April for the purpose of updating the board on the financial feasibility process with a presentation by CDM Smith.
- B. Bill Ray reported that the Jefferson Parkway Advisory Committee (JPAC) held its first meeting on January 18 at the Apex Field House. Meeting dates and summaries will be posted on [jppha.org](http://jppha.org).
- C. Bill Ray reported on a meeting he attended with CDOT on January 17 regarding the 1601 process. No additional work is needed from the authority as this time.

VI. Report from the General Counsel: none

VII. Report from the Board of Directors: None

VIII. Public Comment:

- Marian Whitney, Arvada resident, addressed the board regarding safety concerns related to the proposed parkway alignment near the former Rocky Flats site.
- Bonnie Graham Reed, Arvada resident, addressed the board regarding concern of contaminants along the proposed parkway alignment near the former Rocky Flats site.
- Ted Ziegler, Denver resident, addressed the board regarding safety concerns related to the proposed parkway alignment near the former Rocky Flats site.

IX. Executive Session:

Tamara Seaver, JPPHA Counsel, requested matters for discussion that required an Executive Session, pursuant to C.R.S., Section 24-6-402(4)(a), Section 24-6-402(4)(b) and Section 24-6-402(4)(e) for the purposes of discussing real property matters, receiving legal advice on specific legal questions and determining positions relative to matters that may be subject to negotiations and instructing negotiators related to FAA matters, right-of-way agreements and professional services agreements.

- A. Director Williams made a motion to go into Executive Session for the purposes stated above. Director Szabo seconded the motion.

The following votes were cast on the Motion:

Those voting Yes: Williams, Szabo, Beacom, Jones

X. Adjournment: Meeting was adjourned at 4:17 p.m.

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David Jones  
Chairman

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Michele Broski  
Recording Secretary

Jefferson Parkway Advisory Committee  
Protocols – FINAL 2.7.18

**Purpose and Authority**

The purpose of the Jefferson Parkway Advisory Committee (JPAC) is to discuss issues related to the Jefferson Parkway, learn together, and provide feedback to the Jefferson Parkway Public Highway Authority (JPPHA) Board of Directors via reports and/or presentations to the Board.

**Working Group Members**

The Working Group is comprised of twelve named members selected by the JPPHA Board of Directors, Bill Ray, Kevin Standbridge, and Heather Bergman.

Bini Abbott  
Bill Branyan  
Rebecca Kallio  
Vera Ladtkow  
Britta Nelson  
Ian Owens

Brent Smith  
Randy Stafford  
Jill-Ellyn Straus  
Gerald Taylor  
Brett Vernon  
Marc Wills

**Representation**

There will not be proxies allowed, but if someone who represents an organization or neighborhood is unable to attend a JPAC meeting, they may ask that someone else attend the meeting. That person would sit in the public seats to observe and take notes, but would not participate in the meeting.

**Primary Driver of Group Discussion Topics**

The JPAC group members are the primary drivers of the topics that will be discussed. Group members may request or invite experts to come speak about specific topics.

**Decision Making**

On a case-by-case basis, JPAC members will decide how their agreements, or lack thereof, will be described to the JPPHA Board of Directors.

**Meeting Attendance and Public Participation**

All the JPAC meetings are public. Any member of the public may attend, but not participate in, JPAC meetings. JPAC members may decide in advance of a meeting if they would like to reserve time in the meeting for public comment. The group will specify how much time they would like to set aside for public comment. Members of the public will also be offered the opportunity to write their thoughts on comment cards.

**Meeting Announcements**

JPPHA staff will post a notice about the commencement of the JPAC with all the meeting dates in local newsletters and reports. The entire meeting schedule will be posted on the JPPHA website. The agendas will be posted one week in advance on the JPPHA website, and meeting summaries will be posted at least a week before the next meeting. JPAC members can distribute the final meeting summaries and agendas freely.

**Documentation**

Peak Facilitation Group will provide detailed, non-attributory meeting summaries for each meeting. All participants will have a chance to review and edit these meeting summaries before they are finalized.

Jefferson Parkway Advisory Committee  
Protocols – FINAL 2.7.18

**Interaction with the Media and Other Decision Makers**

JPAC members may speak to decision makers and the press at their discretion. They are strongly encouraged to use caution and to clearly state that they only represent themselves, not the entire JPAC. Members will notify the group when they have spoken to a decision maker or a member of the press. If a JPAC member is contacted by the press and prefers not to speak to them, the member is encouraged to refer the press to Bill Ray. Heather Bergman, the facilitator, may present to the Board of Directors about the work of the group and will notify and discuss the presentation with the group in advance of her presentation. Ms. Bergman will not speak to the press.

**Jefferson Parkway Advisory Committee (JPAC)**  
**January 18, 2018**  
**Location: Apex Field House (5724 Oak Street, Arvada)**  
**Meeting Summary FINAL**

**ATTENDANCE**

*Participants:* Bini Abbott, Bill Branyan, Rebecca Kallio, Vera Ladtkow, Britta Nelson, Ian Owens, Bill Ray, Brent Smith, Randy Stafford, Jill-Ellyn Straus, Brett Vernon, Marc Wills.

*Facilitation:* Heather Bergman, Sam Haas

**ACTION ITEMS**

<b>Heather Bergman</b>	<ul style="list-style-type: none"> <li>• Bring the list of discussion topics that the group brainstormed to the next meeting, and the group will prioritize them.</li> <li>• Distribute the agenda for the JPPHA Board when she sends the next JPAC agenda.</li> <li>• Circulate the draft meeting summary and the draft group protocols. When these documents are finalized, they will become public documents and posted to the website.</li> <li>• Send out the contact information of JPAC members to the group.</li> </ul>
<b>Bill Ray</b>	<ul style="list-style-type: none"> <li>• At the next meeting, provide a comprehensive presentation to address many of the topics identified by the group.</li> <li>• Reach out to a project engineer to see if they can walk through some of the more technical aspects of the project.</li> <li>• Post a notice about the commencement of the JPAC with all meeting dates in local newsletters and reports. The entire meeting schedule will be posted on the JPPHA website.</li> </ul>
<b>JPAC Group Members</b>	<ul style="list-style-type: none"> <li>• Make sure that the rescheduled February meeting date of Tuesday, February 20, from 6:30 – 8:30 PM at the Apex Field House is on the calendar.</li> <li>• Review the draft meeting summary and protocols document and send revisions to Heather Bergman and Sam Haas.</li> </ul>

**WELCOME AND INTRODUCTIONS**

Participants introduced themselves. Members of the Jefferson Parkway Advisory Committee (JPAC) represent a broad spectrum of perspectives and geographic areas, including Candelas, Broomfield, Leyden Rock, Arvada, Ken Caryl, and Interlocken. Some of the selected participants offered law, engineering, or development expertise, and some represent personal interests in the Jefferson Parkway project.

**HISTORY AND STATUS OF THE JEFFERSON PARKWAY**

Bill Ray, the Interim Executive Director of the Jefferson Parkway Public Highway Authority (JPPHA), provided a brief overview of the history and current status of the Parkway.

- Regarding determined policy decisions, the Board is not open to debating whether to build the Jefferson Parkway. By way of brief history, Colorado Department of

Transportation (CDOT) engaged in a process from 2003 to 2008 that narrowed 73 original alternatives to one recommended alternative to connect the end of the Northwest Parkway to the end of C-470. Due to several issues, CDOT was unable to complete this process. In response, the JPPHA was created, and assumed goal of completing the ten-mile alternative alignment. JPPHA adopted the recommended alternative as the basis for its work. As an initial policy decision, the JPPHA Board decided to forego the use federal dollars for the project. Consequentially, JPPHA is not subject to federal rules, regulations, and processes.

- In terms of permitting, the project has gone through various processes to be included in the Denver plan and achieve conformity with regional and state air quality standards. The acquired right of way is consistent with the recommended alternative alignment of the CDOT process.
- More recently, JPPHA has gathered a team of professionals headed by Don Hunt, the recently retired Director of CDOT, to update the financial feasibility analysis. That analysis will be presented to the Board by the end of March. If the Board decides to proceed, the next phase will be to determine the best approach and the available public/private partnerships. The goal is to reach financial closure in August 2019, meaning the funding would be in place to immediately proceed to construction. To find a viable partner, the Board may choose to issue a request for information (RFI) or a Request for Qualifications (RFQ). This will allow them to gather a list of qualified teams. Those teams would describe in detail their particular approach to meeting certain standards and guidelines of construction, operations and maintenance prescribed by the JPPHA Board.
- JPPHA's negotiation with the prospective partner will largely be about risk assignment (i.e., what risks they are willing to bear). Because JPPHA would like the private partner to bear the bulk of the liability for design and construction, they have left most of the design decisions at a conceptual level. The project is currently at a two-percent conceptual level because the Board knows that the prospective partners will have different ideas about how the Parkway should be constructed. While the JPAC cannot be prescriptive, they may make recommendations on what they would like to see achieved in the design criteria.
- There is an unresolved issue with the Federal Aviation Administration (FAA) about the section of the Parkway that will pass through the runway protection zone.
- Approximately 70 percent of the Parkway will go through public land or Open Space. After construction, those lands will keep their designations. The only parcel of land that is not designated Open Space is the terminus at Highway 93, which is owned by the City of Arvada Utility Department. A reservoir will be built there eventually, but there will not be any private developments built there. The north end of the Parkway is owned by Jefferson County and is under a contract with Verve Development, LLC for airport-related development.
- The Parkway will have several intersections and interchanges. There will be an interchange built at Simms Street, which will be relocated from its current place. Going westbound, there will be an interchange where the Parkway runs parallel to Indiana about a half mile south of the SH 128/Indiana Street intersection. There will also be an interchange at Candelas Boulevard, but there will not be one at 96<sup>th</sup>



Avenue. There will be interchange on opening day at Highway 72 and eventually at Highway 93.

## **JPAC PROTOCOLS**

The group discussed and agreed to collaborative group protocols. Below are the key themes and outcomes of their discussion.

### **What is the Purpose of the Group?**

- The JPPHA Board supported the formation of the JPAC because they believe it is important to understand the various perspectives in the community. The Board appreciates that the selected group members reflect a wide range of viewpoints.
- The Board does not expect the group to come to an agreement about what should happen, but they would like to have continued access to the different community voices and hope that the group serves a two-way communication function.

*Agreement: The purpose of the JPAC is to learn together, provide feedback to the JPPHA Board, and discuss issues related to the Jefferson Parkway.*

### **What, if Any, Decision-Making Protocols Are Needed?**

- When the meeting summaries are written, they should reflect the different perspectives and clearly state that “some group members thought X, and some group members thought Y.”
- The JPPHA Board has made several firm decisions. For example, the Board has decided that the Parkway will be built and federal dollars will not be used. The alignment is also well-defined, as the required right-of-way is associated with the recommended alignment. The Board has also determined that the Parkway will go underneath the railroad. However, the height issues, the noise mitigation, and the trail alignments have not yet been determined.
- While the JPAC may not agree on all issues, it may be possible for the group to reach consensus on some issues. This would likely hold more weight with the Board.
- JPAC members had questions about the authority or influence of the group. The influence of the group may depend on the degree of agreement that is found.
- Consensus-based decision-making is not the same as unanimous decision-making. Reaching consensus is a process during which someone proposes an idea and works with the group to amend the preliminary idea so that the entire group can live with it. If someone cannot get on board with the idea, the group may choose to defer to voting, or the group may agree to simply reflect the different opinions in the final document.
- At any point during the discussion, a member may propose a group agreement. Agreements are then documented in the meeting summaries. The summaries include the different questions and points made by group members. Summaries will be written within a week and then circulated to the group. JPAC members may review and propose changes to the summary. The final summary is then distributed to the Board and posted on the website.

- If, by the end of the nine months, the JPAC decides that there would be value in continuing to meet, they may decide to propose extending the timeframe. The advantage of having a time-bound process is that it encourages the group to focus.
- JPAC members can determine what the group's final work product will be. Final work product options include a (or multiple) written report(s) or a (or multiple) presentation(s) to the Board.

*Agreement: On a case-by-case basis, the JPAC will decide how their agreements or lack thereof will be described to the Board.*

### **Who is the Primary Driver of What the Group Discusses?**

- The group should decide what is discussed. JPAC members will consider any recommendations by the Board about what they would like to see addressed.
- Group members should be able to ask for guest experts to come to a meeting and speak about topics of interest to the group.

*Agreement: The JPAC group members are the primary drivers of the topics that will be discussed and may request or invite experts to come present on specific topics about which they would like to learn more.*

### **Who Can Attend?**

- JPAC meetings are open to the public because public dollars are funding the group. The JPAC represents a range of community perspectives so group members may elect to hear from members of the public.
- If the group would like to hear public comments about a specific topic, the group should inform the facilitator before the meeting that they would like to set aside time during that meeting for public comment.
- Some members of the group had questions about whether they can appoint a proxy if they are unable to attend a meeting. Some group members thought that proxies should not be permitted because JPAC members will gain cumulative knowledge about the issues throughout the course of the meetings. Members were individually chosen to be on the JPAC for certain qualities or experience that they possessed. There are several JPAC members were chosen because they represented a specific entity or Board.
- JPPHA recruited JPAC members through a variety of platforms, such as NextDoor, Homeowners Associations, and city websites. A total of 25 people applied and 12 were chosen. The Board identified perspectives that they wanted to have represented on the JPAC and read every application. They wanted people along the spectrum of supportive to unsupportive of the Parkway.

*Agreements:*

- *Any member of the public can attend, but not participate in JPAC meetings. JPAC members may decide in advance of a meeting if they would like to reserve time for public comment. The group will specify how much time they would like set aside for public comment.*

- *Members of the public will be offered the opportunity to write their thoughts on a comment card.*
- *There will not be proxies allowed, but if someone who represents an organization or neighborhood is unable to attend a JPAC meeting, they may ask that someone else attend the meeting. That person would sit in the public seats to observe and take notes, but would not participate in the meeting.*

### **How Will Meetings Be Announced?**

- The group may choose to either proactively notify the public about upcoming meetings or provide passive notification (i.e., posting it on a website). The group would like to avoid disruptive participation from members of the public.
- It may be helpful for JPPHA staff to send out an announcement with all upcoming meetings in the newsletter that is sent to residents of unincorporated Jefferson County. Ian Owens will send Bill Ray the name of this newsletter.

*Agreement: JPPHA will post a notice about the commencement of the JPAC with all meeting dates in local newsletters and reports. The entire meeting schedule will be posted on the JPPHA website. The agenda will be posted a week before each meeting, and the meeting summaries will be posted once they have been finalized.*

### **What Are the Group's Preferences and Expectations About Members Talking to JPPHA Board Members, Council Members, Other Decision Makers, and/or the Media Outside of JPAC Meetings?**

- Members of the JPAC may decide whether they should individually be able to talk to the press and decision makers. Members of the press may attend the meetings and approach group members.
- Some members of the JPAC thought that they should not speak to the press outside of meetings, and some members would like the choice to speak to whomever they would like.
- If a member talks to the press, they should qualify that they are only speaking for themselves and that they do not reflect the opinion of the entire JPAC. If a member of the group has spoken to the press or a decision maker, they should inform the rest of the JPAC. If a member would prefer not to speak to the press, they may refer the press to Bill Ray.

### *Agreements:*

- *Members of the JPAC may speak to decision makers and the press at their discretion. They are strongly encouraged to use caution and to qualify that they only represent themselves.*
- *Members will notify the group when they have spoken to a decision maker (elected official or Board member) or member of the press.*
- *If a JPAC member is contacted by the press and prefers not to speak to them, they are encouraged to refer that person to Bill Ray.*
- *Members of the JPAC may circulate final meeting summaries.*

- *Heather Bergman, the facilitator, may present to the Board about the work of the group and will notify and discuss the presentation with the group beforehand.*
- *Heather Bergman will never speak to a member of the press.*

## **DISCUSSION TOPICS AND/OR QUESTIONS**

The group identified potential topics for discussion. Below are the topics the group identified.

- The group would like to discuss potential mitigation of light, sound, air quality, erosion/drainage, visual components, and the impact on the surrounding community.
- The group would like a detailed overview of the current status and plans of the Parkway. This would be a presentation by Bill Ray. Among other issues, they would like for him to talk about the number of people that will likely use the toll road, the connections, and the existing land uses.
- The group would like to discuss landscaping.
- The group would like to discuss options for multi-modal paths, both for bikers and pedestrians.
- The group would like an overview of potential non-Parkway improvements (i.e., the requests that JPPHA may be able to make of the partner for the opportunity to build the Parkway). Examples of potential improvements include sidewalks, drainage, etc.
- The group would like to discuss enhancements (e.g., lighting, landscapes, bridges, public art/murals, etc.).
- The group would like to consider the potential risk to public health of disturbing the soil along Indiana Street.
- The group would like to learn more about the mass transit aspect of the project.
- The group would like more information about safety (i.e., how people cross at the intersections and wildlife crossings).
- The group would like to discuss the existing trails (i.e., Rocky Mountain Greenway trails) and the potential pedestrian crossing locations. The group emphasized the importance of ensuring that there are several crossing points along the Parkway. They would like to see a pedestrian bridge at Leyden Rock.
- The group would like to discuss what should be recommended to be allowed or precluded in the corridor.
- The group would like to learn more about how to build the intersections to accommodate the expected growth, specifically issues related to ease of access.
- The group would like more information about the future of Indiana Street traffic. Specifically, they would like to ensure that people who refuse to pay the toll do not continue to re-route themselves through Indiana Street.

## **JPPHA BOARD MEETING ON JANUARY 18**

- During the meeting, the Board set Administrative Officers. David Jones is the Chair, and Libby Szabo is the Vice Chairman.
- The Board adopted a change order for the scope of work for HDR.

## **NEXT STEPS**

- At the next meeting, Bill Ray will provide a comprehensive presentation to address many of the topics identified by the group. The group will then decide what they would like to discuss at the third meeting.
- The next meeting has been rescheduled to Tuesday, February 20, from 6:30 – 8:30 PM at the Apex Field House.
- Bill Ray will reach out to a project engineer to see if they can present some of the more technical aspects of the project.
- JPPHA staff will post a notice about the commencement of the JPAC with all meeting dates in local newsletters and reports. The entire meeting schedule will be posted on the JPPHA website.
- Heather Bergman will bring the list of brainstormed topics, and the group will prioritize them.
- Heather Bergman will distribute the agenda for the JPPHA Board when she sends the next JPAC agenda.
- Heather Bergman will circulate the draft meeting summary and the draft group protocols. When these documents are finalized, they will become public documents and posted to the website.
- The names of JPAC members will be publicly available, but contact information will not be posted. Heather Bergman will send out the contact information of JPAC members to the group.

**Jefferson Parkway Advisory Committee (JPAC)  
February 20, 2017  
Apex Field House  
5724 Oak St, Arvada, CO 80002**

**Meeting Summary - FINAL**

**ATTENDANCE**

*Participants:* Bini Abbott, Bill Branyan, Rebecca Kallio, Vera Ladtkow, Britta Nelson, Chau Nguyen, Ian Owens, Bill Ray, Brent Smith, Randy Stafford, Jill-Ellyn Straus, Gerry Taylor, Brett Vernon, Marc Wills.

*Facilitation:* Heather Bergman, Sam Haas

**ACTION ITEMS**

<b>Brett Vernon</b>	Send Heather the information that was presented at the WestConnect open house.
<b>Bill Branyan</b>	Send Heather the plan for the Verve development.
<b>Bill Ray</b>	<ul style="list-style-type: none"> <li>• Bring the large map to the meeting.</li> <li>• Begin the effort of creating a master map with the following overlays: wildlife corridors, the Rocky Mountain Greenway trail and existing trails, parks (including the current air modeler’s park), planned commercial and residential developments, medical facilities, Candelas Master Plan, Verve Master Plan, and the Pioneer Master Plan. Bring the new map to the meeting on March 15.</li> <li>• Make sure that all public documents are available on the website.</li> </ul>
<b>Heather Bergman, Chau Nguyen, Bill Ray, Randy Stafford</b>	Coordinate speakers/experts for the next three meetings and create a schedule.
<b>Heather Bergman</b>	Send the final meeting schedule with planned presentations to the entire Jefferson Parkway Advisory Committee (JPAC).

**JEFFERSON PARKWAY BACKGROUND AND TECHNICAL INFORMATION**

Bill Ray, Jefferson Parkway Public Highway Authority (JPPHA), and Chau Nguyen, HDR Engineering (HDR), provided a map-based presentation of details related to the Jefferson Parkway. HDR has been working with JPPHA through the Colorado Department of Transportation’s (CDOT) 1601 process and access permit process, which requires JPPHA to outline the different access and connection points between the Jefferson Parkway and state highways. The map showed the roadway from Broomfield down to Golden. The summary is split into sections corresponding to geographic areas shown on the map. The first section is from State Highway 93 to State Highway 72; the second section is from State Highway 72 to Rocky Flats Wildlife Refuge; the third section is from Rocky Flats Wildlife Refuge to Broomfield. Below are the key themes from the presentation and group discussion.

## Process Overview

- As part of the CDOT 1601 and access approval process, JPPHA was required to conduct a traffic analysis (with a 2040 horizon year) and environmental documentation. While the environmental documentation was not required to comply with federal nexus standards, JPPHA did do some environmental assessment of existing conditions and potential impacts where the Parkway will connect to a state highway.
- The environmental assessment was a light version of what the federal nexus would require. In 2009, when the Transportation Commission created the system-wide feasibility study (the 1601 process), there were conditions. One condition was that there would be a National Environmental Policy Act (NEPA)-like review of documentation presented to CDOT where the Parkway will connect to a state highway.

## State Highway 93 to Highway 72

- At State Highway 93, HDR has proposed an opening day scenario with a signalized intersection and has proposed an alternate location for the air modeler park on the Pioneer gravel pit property.
- On opening day, the travelers southbound on the Parkway will reach the signal at State Highway 93 and the signal will allow them to take both left and right turns. In the future, there may be a grade-separated interchange. This future scenario will be dictated by traffic volume. JPPHA is working with CDOT to determine the triggers for implementation of this scenario.
- Driving north on the Jefferson Parkway, there will be a bridge over 82<sup>nd</sup> street which will be on average approximately 50 feet high.
- Continuing through Leyden Rock, the grading is already what it will be in the planned proposal.
- At Barbara Gulch, the Parkway will be higher, but on average it will be approximately 50 feet high.
- The Parkway will continue under the railroad and under State Highway 72. The railroad's grade will stay the same.

## Clarifying Questions

Participants asked clarifying questions about this section of the Parkway. Questions are indicated in italics, followed by the response.

*Will the Jefferson Parkway be at grade on plateaus?*

There will likely be some cut and fill. One of the goals of the Jefferson Parkway is to balance the earth work so that there does not have to be a lot of dirt hauled off or brought in. Ultimately, the chosen contractor will do their own design based on the design started by HDR.

*Will there be a park planned for this area?*

There was a master plan that presented many use options (shooting range, solar garden, regional composting facility, future water reservoir, prairie dog refuge, etc.), so there are many conceptual proposals, but it is still at the bubble diagram stage. Part of the charge of work for this area is to ensure connectivity between the north and south side (whether that is an underpass or an overpass).

*How do people living in Leyden Rock on the west side of the Jefferson Parkway get south on Indiana?*

They would drive under the bridge on Leyden Rock Road, which is inside the neighborhood.

*Are there local examples of highways that go through neighborhoods with as close proximity to a high number of houses as Jefferson Parkway is planned to go through Leyden Rock?*

E-470, east of I-25 and south of the airport runs close to many houses. E-470 is holding a similar conversation about impacts as it expands. The right of way for the Jefferson Parkway was already determined when Leyden Rock was zoned.

*Was noise, light, and air quality mitigation considered during the planning process through Leyden Rock?*

Landscaping and lighting design will occur later in the planning process. The air quality issue was addressed in 2010 when the Jefferson Parkway went through the Denver Regional Council of Government's (DRCOG) process to get included in the transportation plan. The Jefferson Parkway was required to comply with state air quality standards. A noise study was completed recently and information will be shared from that.

### **Highway 72 to Rocky Flats Wildlife Refuge**

- On opening day, there will be an interchange at State Highway 72 (two additional intersections with stop signs at the ramps, not traffic lights). This is the ultimate solution; JPPHA does not foresee any needed capacity improvements beyond those being proposed, though signals may be required in the future if traffic volumes dictate them. CDOT views projects like the Jefferson Parkway through a 25-year timeframe lens, and they want to make sure they understand what it will look like in 2040.
- There will be a bridge over Welton Reservoir, then Jefferson Parkway will go underneath Candelas Parkway. There will be a partial interchange there.
- The Jefferson Parkway will curve along near the new King Soopers and drop down, ending up on the west side of Indiana Street. As the Jefferson Parkway goes parallel to Indiana Street, there will be a bridge over Woman Creek and Walnut Creek.
- At the Indiana Street interchange, someone driving north on the Jefferson Parkway can get off at Indiana Street and can choose to go north or south on Indiana Street (there is a roundabout), and if someone is driving south on Indiana Street, they can get on the Jefferson Parkway to go south, but not north. This is called a three-quarter interchange. The only movement that the interchange does not accommodate is going south on Indiana Street to going north on the Jefferson Parkway.

### **Clarifying Questions**

Participants asked clarifying questions about this section of the Parkway. Questions are indicated in italics, followed by the response.

*What if traffic increases at the intersection of Jefferson Parkway and State Highway 93 before 2040?*

JPPHA has been talking with CDOT about this and are negotiating periodic check-ins (every three to five years) to review the conditions and data about the level of service. These check-ins may require additional traffic studies to determine if it is time to take steps.

*Are there any improvements planned south of the 93 intersection?*

The City of Arvada is a participant in a process that is trying to answer that question for the whole western half of the metro system (from Kipling Street at C-470 to Marshall Road in Boulder County to the north). The report does not call for a timeframe, but as opportunities arise over time, the WestConnect Coalition as a group has already pre-agreed to what the improvements will look like



(e.g., the number of lanes, bike/pedestrian operations, etc.). Improvements will be gradual. There is consensus about what should happen, but funding has not yet been allocated/determined.

*What is a cloverleaf interchange design?*

A cloverleaf interchange is a two-level interchange in which left turns are handled by ramp roads. Wadsworth and 6<sup>th</sup> avenue is an example of a classic cloverleaf. The interchange at State Highway 72 is a partial cloverleaf, and it is the ultimate design (it will not be built out in the future to be a full cloverleaf).

*Will there be stop signs for State Highway 72 at the intersection?*

No, there will just be stop signs for the ramps. The Jefferson Parkway will go under State Highway 72. At some point in the future, the intersection may require traffic signals.

*Will the Parkway go over the golf course in Interlocken?*

The Parkway will go between the golf course and the airport. At some point, Simms Street will be relocated and there will be a connection scenario. The Jefferson Parkway will go through Verve Innovation Park, which is Jefferson County land. The FedEx distribution center is in the Verve development.

*How far into Rocky Flats Wildlife Refuge will the Jefferson Parkway go?*

It will not go into Rocky Flats Wildlife Refuge. When the National Wildlife Refuge Act was adopted in 2001, Congress set aside 300 feet at the eastern edge of the Refuge for a future transportation corridor. The land is now in the ownership of JPPHA. The 300 feet was cleared as part of the original designation. Clean up of the Central Operable Unit (COU) occurred, then the National Wildlife Refuge Act was enacted and the responsibility for the property was transferred from the Department of Energy to the Department of the Interior. The US Fish and Wildlife Service's environmental impact statement was issued in the fall of 2004.

### **Rocky Mountain Wildlife Refuge to Broomfield**

- The Jefferson Parkway will go underneath the existing Simms Street and curve around in front of the runway. Simms Street will be relocated to line up with Eldorado. The existing Simms Street will become a service road for aviation use. The new Simms Street location is not projected for opening day, but it is an ongoing discussion between the JPPHA and Jefferson County. On opening day, there will be a signalized intersection at State Highway 128.
- The Jefferson Parkway will go southeast of the existing State Highway 128.

### **Clarifying Questions**

Participants asked clarifying questions about this section of the Parkway. Questions are indicated in italics, followed by the response.

*Is the intersection at Candelas Parkway a partial interchange?*

Yes, and if traffic volumes require an interchange at State Highway 128 and State Highway 93, the 1601 process will have to be completed. The interchange at State Highway 128 is a joint responsibility between the Northwest Parkway and Jefferson Parkway.

### **GENERAL QUESTIONS**

Participants asked general clarifying questions about the Jefferson Parkway. Questions are indicated in italics, followed by the response.

*Is JPPHA required to do traffic analysis and environmental impact analysis along the entire Jefferson Parkway, or just at the intersections of state highways?*

The traffic analysis was completed as part of the Northwest Corridor environmental impact statement (EIS). There was not a significant amount of analysis done for the Candelas Parkway interchange or the Indiana Street interchange because those areas are not connected to the state highway system.

*Do the proposed aesthetics of the Jefferson Parkway replicate the Northwest Parkway?*

The JPPHA Board expects the Jefferson Parkway to be aesthetically attractive, much like the Northwest Parkway.

*If the JPAC agreed to provide recommendations on landscaping, would that be acceptable?*

Yes, but there are no existing designs to use as a foundation, so their recommendations would not be based on existing ideas.

*Will the multimodal trails go parallel to the Parkway, even when there are bridges?*

Yes, but plans are not yet clear for where the Parkway goes under the railroad. There are several park planners who have given thought to this question but are not finished with their assessment. Multimodal trail designs should not preclude future transit opportunities (trails should allow for other transit opportunities to be incorporated within the 300-foot right of way). Therefore, multimodal trails may not be at the same plane (trails may be elevated).

*How wide is the right of way for the Jefferson Parkway?*

The right of way is 300 feet. The separation between the houses and the Parkway varies. There is a capacity to add two lanes to the Parkway if needed.

*What is the centerline separation that is obligated for the median?*

In the 300-foot right of way, the centerline is anywhere between 150 and 180 feet; 42 feet is the median. The lane widening would happen on the outside so that the median would be on the inside. The median may be a place for transit or snow in the future.

*When the additional outer lanes are added, are the interchanges designed to accommodate the additional lane?*

The ramps would have to be modified.

*How long will revenue be collected on the Jefferson Parkway?*

P3 concession is a classic project development model where the revenue risk sits entirely with the concessionaire. Because the private partners are required to operate, maintain, and replace the Jefferson Parkway, they will need the money to operate it on an ongoing basis.

*Has the JPPHA considered federal incentive programs?*

No, because the JPPHA Board made a policy decision not to pursue federal funding. If JPPHA decided to accept federal funding, the full process of environmental review would have to be completed. At the time when JPPHA decided to progress with the Jefferson Parkway, there was no federal funding available and they did not want to wait. They thought the private partner option would be a nimbler process. E-470 and the Northwest Parkway followed the same process.

*Does the map represent the current or projected number of houses in Candelas?*

It is based on Google Maps. Some existing development is noted on the map, but there has been some additional development since the map was published.

*Will there always be a local Indiana Street?*

Yes, but with the 300-foot transportation corridor right of way, the location of Indiana Street may change. It could be on the east side of the parkway if locating it there would require the least amount of dirt movement.

*Why is JPPHA concerned with the minimization of the movement of dirt during construction?*

It is standard practice in development to minimize the movement of dirt. The amount of dirt moved does equate to a dollar value. The highest costs of the Parkway are earthwork, pavement, and bridges. Due to the rolling hills along Indiana Street, it is expected that the cut and fill technique will be used heavily in the Indiana corridor.

*Will improvements be made at the same time?*

Yes.

*Will there be a tollbooth at every intersection?*

The location of the tolls will be determined by the concessionaire. Tollbooths are expensive, so it would likely be a system similar to the Northwest Parkway, E-470, or US Route 36.

*When will the Jefferson Parkway be connected to the Northwest Parkway, and when will the Northwest Parkway build out Interlocken Loop?*

When the Northwest Parkway concession and lease agreement was initially negotiated in 2003, there were two incentives that the concessionaire, Brisa, offered to encourage the development of the Jefferson Parkway. Building out Interlocken Loop is phase two of the Northwest Parkway process. There are intermediate steps that Broomfield can take to add to the existing Interlocken Loop. The first incentive was for a portion of the upfront payment for the long-term lease agreement to be placed into escrow, pending notice to proceed with the Jefferson Parkway by December 2018 or completion by 2021. The second incentive was a contractual obligation that Brisa put in the contract that required \$60 million to be spent to construct the Northwest Parkway extension to State Highway 128.

*Is JPPHA pursuing approval from the Federal Aviation Administration (FAA)?*

The property near the airport was purchased using no federal funds. The FAA is required designation of a runway protection zone, which runs from the runway to the golf course. Vertical development in the runway protection zone is restricted. The FAA would like to understand the environmental clearance process and safety implications of the Jefferson Parkway to ensure that it would not interfere with their objectives. There are over 50 national examples of trains and highways that run through runway protection zones. The runway protection zone starts at the surface of the runway and goes upward, not downward.

*Does JPPHA have any oil and gas constraints along the right of way?*

No.

*What are the dust suppression requirements during construction?*

JPPHA plans to follow standard CDOT dust mitigation procedures for any highway project during construction.

*Are there any towns/entities that oppose the Parkway?*

There were three major events that significantly moved the meter regarding opposition to the Jefferson Parkway. The first was the acquisition of section 16, which is a piece of land owned by the

Colorado State Land Board. The City of Boulder and the County of Boulder both wanted this land to remain open space. The Colorado State Land Board's mandate is to generate money for public education. In 2010, Jefferson County offered to purchase the land for \$5 million if the City of Boulder and Boulder County also paid \$2 million each and dropped their opposition to the proposed Jefferson Parkway. They did. The second occurred in 2013, when the City of Golden and CDOT reached an understanding for how Golden's transportation would be integrated into CDOT's master planning process. They signed a memorandum of understanding and the agreement stated that there will be further lane expansion on both State Highway 93 and US Route 6 through Golden in the future. The agreement also stated that there would be traffic counts that would trigger such lane expansion and an ongoing effort to have grade separations for certain streets in Golden. Golden was satisfied and no longer opposes the Jefferson Parkway. The third was a lawsuit filed by the City of Golden and the Town of Superior against the US Fish and Wildlife Service over the transfer of right-of-way to JPPHA, which Golden and Superior lost.

*What is the estimated cost of the Jefferson Parkway?*

The rough number, which is just a personal estimate by Bill Ray, is \$250 million (plus or minus 20 percent).

*Will the Jefferson Parkway use suspension structures?*

At Walnut Creek and Woman Creek, there will potentially be a box culvert.

*Has JPPHA researched indigenous peoples' historic trails?*

Yes, and the only trail that is near the projected Jefferson Parkway is the Arapahoe Teepee rings on the northwest end of the Pioneer Gravel property.

## **JEFFERSON PARKWAY ENVIRONMENTAL RELATED PERMITS AND APPROVALS**

Bill Ray provided a list of the permits for the Jefferson Parkway. He offered clarification for several of the permits/consultations.

- JPPHA has not started the permitting process with the railroad because the railroad has requested to see the detailed design. At some point, a JPPHA member will go to Omaha, Nebraska to meet with the railroad about the permitting process.
- The Army Corps of Engineers requires a Section 404 permit for compliance with the Clean Water Act. That has not been done yet. As part of the NEPA-like process completed by JPPHA, there was an initial resource agency meeting between JPPHA, Army Corps of Engineers, CPW, Colorado Department of Public Health and the Environment (CDPHE), and the US Fish and Wildlife Service. The nationwide permit is easier to obtain and is dependent on the number of acres of US waters impacted by the project. The 10-mile Jefferson Parkway design has minimal impact on US waters, so JPPHA plans to pursue a nationwide permit. Box culverts may be installed under the parkway at Walnut Creek and Woman Creek.

## **Clarifying Questions**

Participants asked clarifying questions about the permits and approvals. Questions are indicated in italics, followed by the response.

*Are all the documents related to the permits available for review?*

Bill Ray will check to confirm that all public documents are available online. The traffic study is called the Michael Baker study on the website. There was no document or report that was written to reflect the outcomes of the preliminary meeting with the Corps of Engineers. The access permit with CDOT and the environmental reports are all draft documents so are not publicly available.

*What are the concerns related to wildlife that CPW expressed during the initial permit meeting?*

CPW was primarily concerned with aquatic passage and less concerned with big game. They want to keep big game west of the Parkway so the animals do not get stuck in the residential/commercial areas. JPPHA has not reached the level of design that allows them to determine whether they are going to build a wildlife barrier. CPW requested that the design include ways for small mammals to cross but did not say there should be crossings for large mammals. JPPHA welcomes experts from CPW or another agency to speak at a future JPAC meeting about wildlife issues.

## **TOPICS**

Participants agreed that the following topics should be addressed during upcoming JPAC meetings.

- Wildlife corridors and risks associated with wildlife
- Public health issues related to Rocky Flats (what has been done, what questions remain)
- Snow mitigation
- Lighting mitigation, sound buffering, results of the noise mitigation study, visual mitigation
- Operations and maintenance related to soil containment (landscaping/windbreaks)
- Permeability and crossings for bikes and pedestrians
- Cost feasibility of the Jefferson Parkway
- Off-Parkway improvements that the community would like to see be done by the contractor (trails, bikeways, etc.).

## **Timeline**

Participants agreed that the next three meetings (March, April, and May) should be dedicated to learning about the topics listed above. While this timeline is subject to change depending on the availability of speakers/experts, below is a rough outline. The group agreed that they should prioritize learning sessions on public health issues, wildlife migration corridors, and cost feasibility. Heather Bergman, Bill Ray, and Randy Stafford will work together to reach out to potential expert speakers and put together a final schedule/sequence for the next three meetings.

### *March Meeting*

- Invite a panel of experts to speak about public health issues related to the development of the Jefferson Parkway.
- If public health speakers are not available for the March meeting, this topic can be pushed to the April meeting and there will be an update on the sound study. If the sound study speakers are unavailable, there will be expert presentations on wildlife corridors and risks associated with wildlife.

### *April Meeting*

- There will be a presentation of the cost feasibility of the Parkway (this information is pending until after the Board meeting during the first week of April).
- Depending on the March meeting agenda, wildlife experts, public health experts, or sound study experts will speak at the April meeting. If the public health meeting is bumped to April, the cost feasibility, wildlife presentations, and sound study presentation will wait until May.

### *May Meeting*

- The agenda for the May meeting will be determined by the plan for the March and April meetings.

- If the cost feasibility, wildlife presentations, and sound study presentations have occurred, the May meeting will address public health issues.

*June Meeting*

- The Advisory Committee will explore options and begin a visioning effort related to mitigation (sound, visual, light) and off-Parkway improvements (trails, landscaping, etc.).
- The results of the sound study are separate from issues related to visual enhancements/barriers.