

**Jefferson Parkway Advisory Committee (JPAC)
February 20, 2018
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

Brett Vernon	Send Heather the information that was presented at the WestConnect open house.
Bill Branyan	Send Heather the plan for the Verve development.
Bill Ray	<ul style="list-style-type: none"> • Bring the large map to the meeting. • 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. • Make sure that all public documents are available on the website.
Heather Bergman, Chau Nguyen, Bill Ray, Randy Stafford	Coordinate speakers/experts for the next three meetings and create a schedule.
Heather Bergman	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 82nd 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 6th 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.