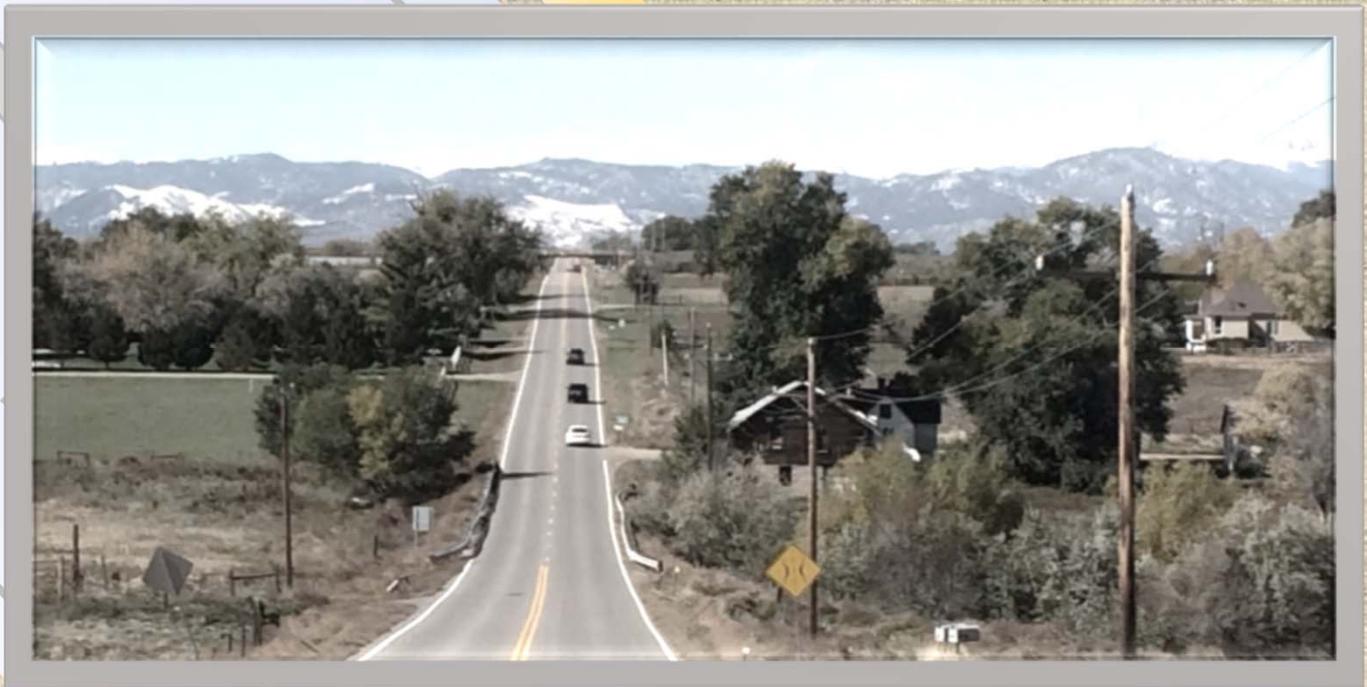


FREEDOM PARKWAY ACCESS CONTROL PLAN

October 16, 2018



Prepared in cooperation with the Freedom Parkway Coalition:

City of Evans

Larimer County

City of Greeley

City of Loveland

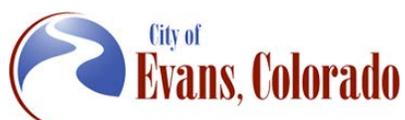
Town of Johnstown

Town of Milliken

Town of Kersey

Weld County

Colorado Department of Transportation (CDOT)



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I. INTRODUCTION

Project Background and Study Area

Freedom Parkway is a key east-west corridor connecting I-25 on the west to the Town of Kersey on the east, running approximately one to two miles south of and parallel to US-34. It traverses through or near several local jurisdictions, including Loveland, Johnstown, Milliken, Greeley, Evans, Kersey, and unincorporated Larimer and Weld Counties. The name Freedom Parkway was coined by local government representatives from these jurisdictions, who comprise the Freedom Parkway Coalition along with the Colorado Department of Transportation (CDOT) as an ex-officio member.

To ensure protection of future county investments along this multijurisdictional corridor, the Weld County Board of County Commissioners recommended the preparation of an Access Control Plan (ACP) and



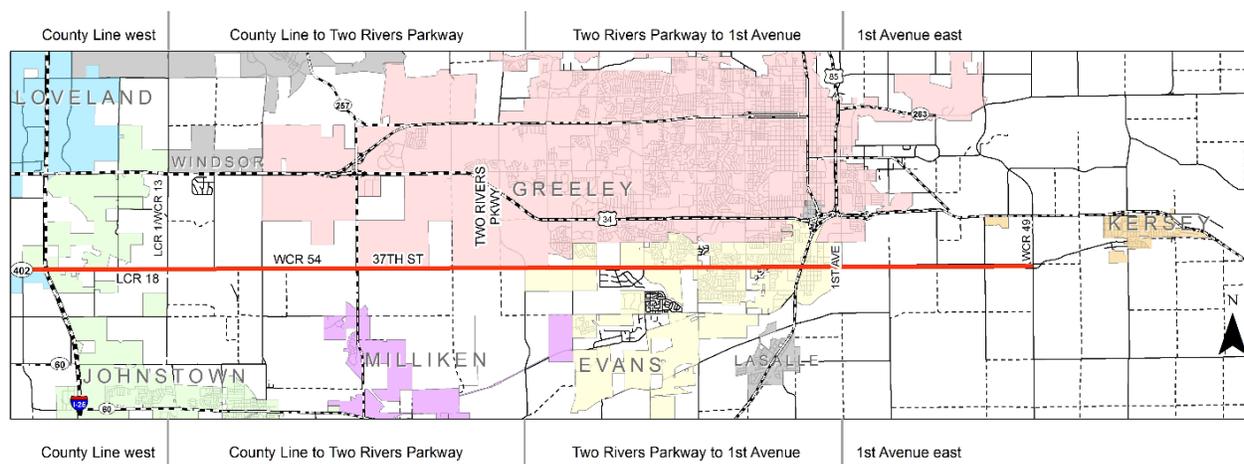
Intergovernmental Agreement (IGA) prepared through cooperation with the government entities in the vicinity of the corridor. The Freedom Parkway Coalition met for the first time on June 30, 2016 and agreed to meet regularly to work together in developing an ACP and IGA for Freedom Parkway.

Figure 1 and **Appendix A** show the corridor and study area for the Freedom Parkway ACP. The corridor includes all or portions of SH-402, Larimer County Road (LCR) 18, Weld County Road (WCR) 54, and 37th Street. It is approximately 25 miles long, starting at LCR 7 near the Loveland – Johnstown boundary on the west to WCR 49 near Kersey on the east. Four sections were defined for analysis and reporting purposes based on the character of local development, the street cross-section design elements, and traffic characteristics:

- Section 1 – LCR 7 to Larimer/Weld County boundary (at County Line Rd. / WCR 13)
- Section 2 – Larimer/Weld County boundary to Two Rivers Parkway
- Section 3 – Two Rivers Parkway to 1st Avenue
- Section 4 – 1st Avenue to WCR 49

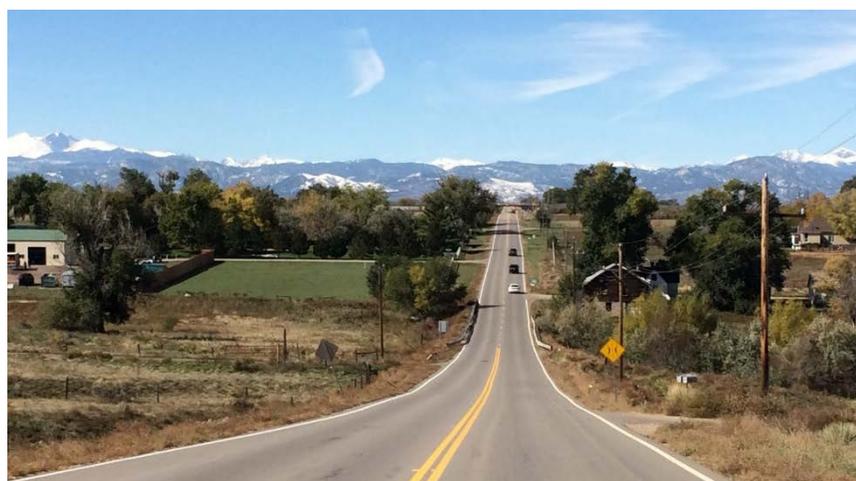


Figure 1 - Freedom Parkway Corridor Study Area



Freedom Parkway exists as a predominantly rural two-lane road except for a 4-lane section in the developed area between 1st Avenue and 35th Avenue in Evans. Traffic volumes are anticipated to increase on the corridor as development continues, which will necessitate safety and mobility improvements at intersections and other locations. Managing driveway and street access along the corridor is fundamental to improving safety and mobility.

There are a variety of land uses along the corridor, including agriculture, residential (including low, medium, and some higher density housing), commercial/retail, oil and gas, and industrial development. Two schools adjoin corridor in Evans. Since

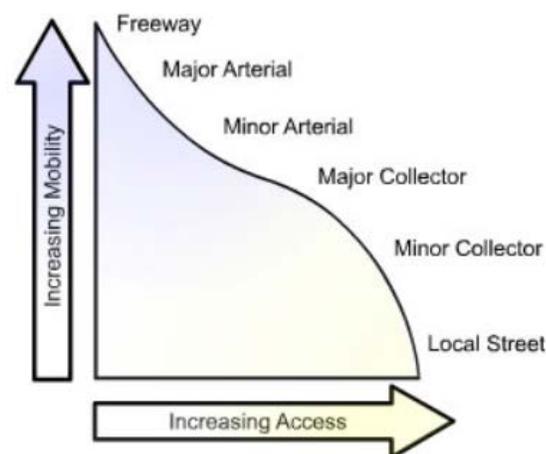


transportation and land use are symbiotic, the Freedom Parkway Coalition recommends future land use subarea plans be developed by local jurisdictions to consider and plan for future land uses, street designs, access management, crossings, and other aspects of the corridor in advance of future development.



Purpose

Roads generally serve two functions – 1) mobility for people and freight and 2) access to adjoining properties. For example, freeways and expressways typically have limited access points and primarily exist for efficient movement of vehicles at higher travel speeds. On the other end of the access-mobility continuum, local streets provide access to residential and commercial properties at low travel speeds. Collector and arterial streets tend to have moderate speeds while balancing mobility and access needs.



The purpose of this ACP is to maintain and enhance the safety and mobility of the Freedom Parkway corridor while also providing reasonable access to adjoining properties. Safety is the main purpose for evaluating access and developing an ACP, although mobility and access are also important. Each intersecting driveway and street is an access point that increases the potential for conflicts between through-traffic and traffic using the access.

Access management improves safety by controlling the number, location, and spacing of these access points along the corridor. It benefits traffic flow by reducing roadside interference, thereby allowing drivers on the corridor to better predict where other vehicles will turn and cross. Access management also allows for more efficient management of roadside drainage.

Another important characteristic of the roadway system is reliability, which can be affected by traffic incidents/accidents, flooding, wind (e.g., downed trees & powerlines), underground utility issues, and other factors. Since Freedom Parkway runs parallel to US-34, the two facilities can serve as an alternative reliever route to the other when reliability is impacted. A Planning and Environmental Linkages (PEL) study for the US-34 corridor is taking place in a similar timeframe as the development of this Freedom Parkway ACP. PEL studies encompass a more in-depth analysis of growth, traffic impacts, and environmental factors than does an access control plan, but both have similar objectives – safety, mobility, reasonable access to adjoining properties, and travel reliability.

The recommended policies and standards established by this ACP will be implemented over time as development continues to meet the safety and mobility objectives for the Freedom Parkway corridor.



Process

Access control plans are prepared through a process that involves the following efforts:



The Freedom Parkway Coalition was responsible for guiding the study and establishing final recommendations based on the technical analysis and public input. The Coalition was made up of both elected officials and technical staff. The elected officials comprised the policy group that approved the plan's recommendations. Staff made up the Technical Advisory Committee (TAC), who reviewed and analyzed data and input to make recommendations to the policy group. The Freedom Parkway Coalition first met on June 30, 2016 and continued



to meet monthly to develop this plan. Members of the public attended the monthly meetings on occasion.

Two rounds of public meetings were held during the study. The first, in July 2017, introduced the ACP and sought input on the corridor vision, project goals, existing conditions, access location inventory, issues/concerns, and potential solutions. Another round of meetings was conducted in June 2018 to review the recommended policies and potential improvements. Chapter IV, *Public Involvement*, contains detailed information about the outreach process.



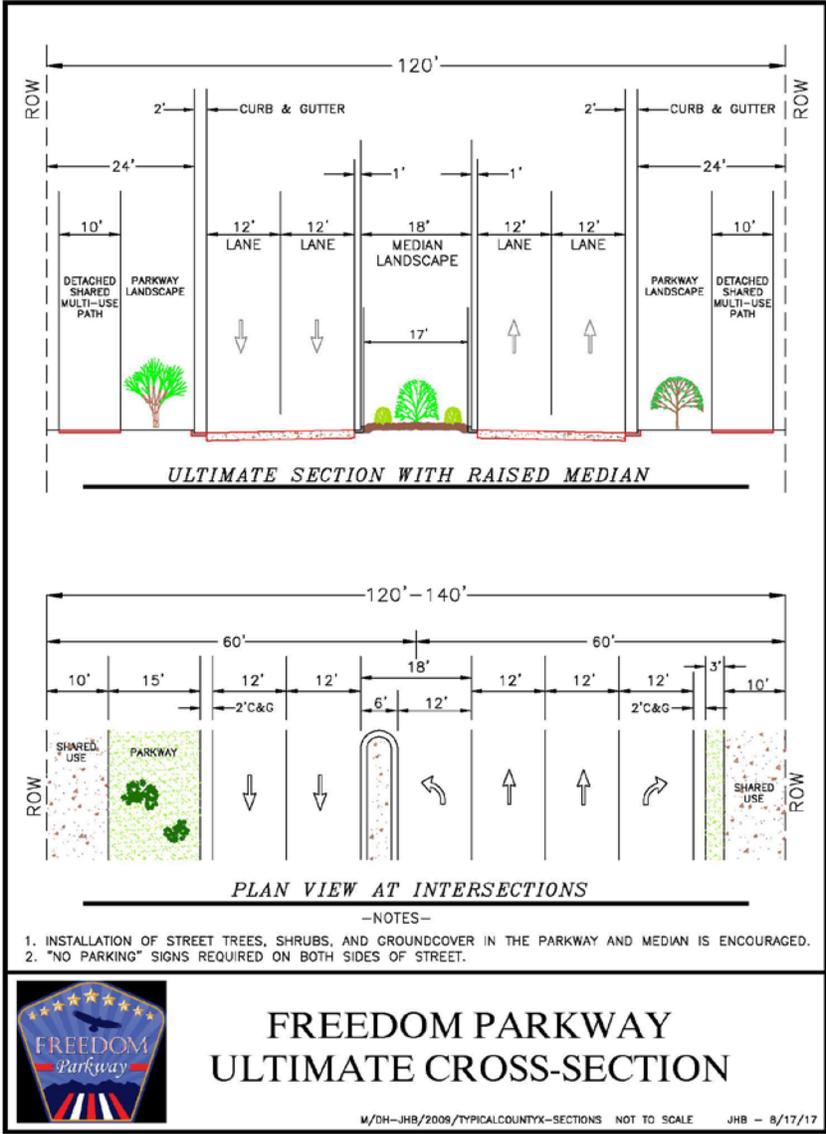
The Freedom Parkway Access Control Plan was finalized and adopted during the fall of 2018 along with Intergovernmental Agreements (IGA) among the various local governments. The IGA binds each jurisdiction into an agreement to regulate access to portions of the Freedom Parkway corridor under their jurisdiction in compliance with this Freedom Parkway Access Control Plan. The IGA is discussed in more detail in Chapter VII, *Referrals and ACP Amendments*.



Corridor Vision

The first major step in preparing the ACP was a visioning process to establish a target framework for the analysis and subsequent policies. During a half-day workshop, the Freedom Parkway Coalition envisioned the corridor as a regional, multimodal, urbanized transportation link between Loveland and Kersey. Specifically, the Coalition established an ultimate cross-section for the corridor as a 4-lane, divided, limited access urban arterial, shown in **Figure 2** and **Appendix B**.

Figure 2 – Corridor Vision Ultimate Cross-section





Each section of Freedom Parkway is expected to develop in a distinct manner with regard to the type of development and timing of its implementation. Local governments are expected to make improvements to Freedom Parkway to correspond to development pressure. In many cases, this may include interim improvements that will accommodate the ultimate cross-section at time point in the future. Interim improvements may stay in place for a significant length of time before a section of road is improved to the ultimate cross-section. In one case, the ultimate cross-section has been largely implemented – from 23rd Avenue to 35th Avenue in Evans.

The ultimate cross-section shown in **Figure 2** does not set a design standard for Freedom Parkway. Rather, it serves as a framework for local governments to consider as future roadway improvements occur. The ACP recognizes that each jurisdiction may have an arterial street standard that differs to some degree from the corridor vision ultimate cross-section. Implementation policies, discussed in Chapter VI, provide jurisdictions with the flexibility to improve Freedom Parkway to their local design standards along with the responsibility to adhere to the tenants of the corridor vision – 4 lanes, median-divided, turn lanes, and detached sidewalks.

Goals and Objectives

The Freedom Parkway Coalition coordinated the development of the study's goals and objectives with the corridor vision and to establish a foundation for recommending the plan implementation policies discussed in Chapter VI, *Policies*. They include:

- Improving safety along the corridor,
- Coordinating development, improvements, access, design standards, and other issues among jurisdictions,
- Promoting economic vitality along the corridor,
- Protecting investments in infrastructure, and
- Maintaining the functional integrity of the corridor by reducing traffic conflicts and improving traffic flow.

As the goals evolved into common policies and standards for Freedom Parkway, they help to provide a more consistent and cohesive corridor, even where local governments have conflicting objectives. For example, one jurisdiction may strive to better accommodate commercial vehicle traffic where another would like to reduce or even eliminate truck traffic on the corridor. The ACP process allows communities to discuss their common and differing objectives and reach agreement on how to best address them. Local jurisdictions have a great deal of flexibility to implement roadway improvements and apply their own design standards within the ACP framework.



Access Control Strategies

As previously presented, the purpose of an Access Control Plan is to improve safety, mobility, and reliability by managing the number, location, and configuration of access points along a corridor. The reduction and refinement of access points helps to achieve these objectives while maintaining reasonable access to adjoining properties. The following access control strategies were considered in the development of the ACP and are discussed in detail in Chapter V, *Access Recommendations*.

- Elimination – Access points may be removed at unsafe locations, where there are more than two existing access points for a parcel, or where spacing requirements are not met.
- Relocation – Access points may be relocated to meet spacing requirements or align with other access points. This could include moving access from Freedom Parkway to an intersecting side street.
- Consolidation / Shared Access – Access points in close proximity may be consolidated into a single location and/or shared between adjoining developments. This often requires cooperation between neighboring property owners.
- Movement Conversion / Reconfiguration – Allowable vehicular movements at some existing access points may be reduced to meet safety and mobility objectives. One example might be a location with full access into and out of a driveway that is reduced to a right-in, right-out configuration.





II. EXISTING CONDITIONS

Data collection, analysis, and documentation of existing conditions is the logical next step in preparing an Access Control Plan (ACP). This includes information on land uses, roadway characteristics, access locations and type/function, environmental considerations, and others.

Land Use

A key issue for the sustainable development of the Freedom Parkway corridor is the relationship between land use and transportation. Just as the amount and location of land development impact traffic volumes and roadway performance, the transportation system has a strong influence on how and where land development occurs. Access management is a necessary and important component in planning for development and transportation improvements on Freedom Parkway. Understanding the existing types, quantity, and location of land uses along the corridor is a key part of the ACP preparation process.

Development and Zoning

The land use discussion is organized around the four unique segments defined for the Freedom Parkway corridor.

LCR 7 to County Line Road/WCR 13

West of I-25, Freedom Parkway is a 2-lane rural arterial configuration with agricultural uses on both the north and south sides of the road as shown in **Figure 3a**. The road and land uses east of I-25 are similar but with some additional residential uses and sporadic business development. There are limited shoulders and turn lanes along this segment.

Figure 3a – Land Uses (LCR 7 to County Line Road)





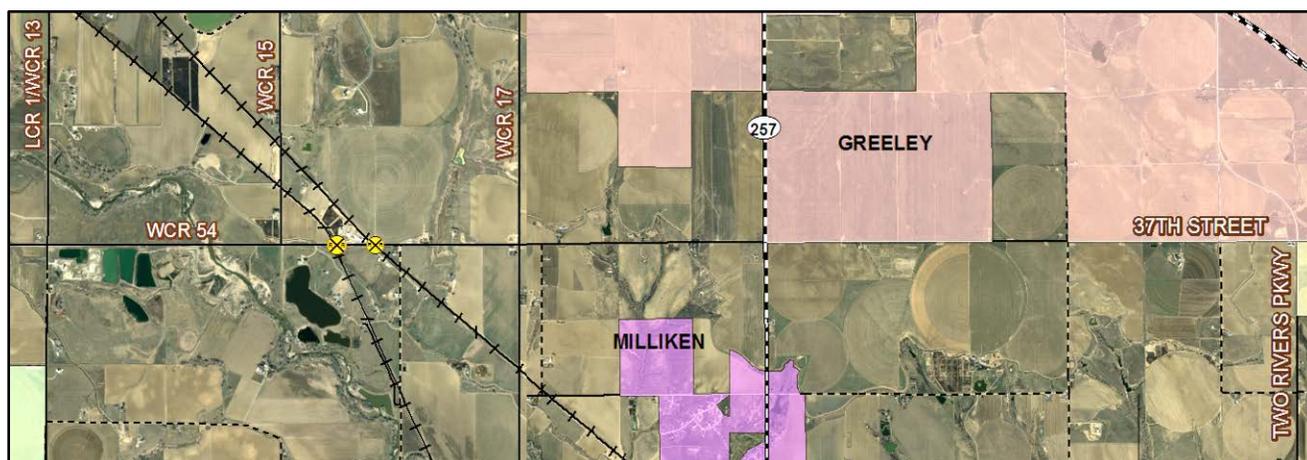
County Line Road/WCR 13 to Two Rivers Parkway

SH-257 intersects Freedom Parkway in about the middle of this segment shown in **Figure 3b**. West of SH-257, land uses are agricultural with some residential and oil and gas uses. Business development is very limited in this segment of the corridor. Other crossings of Freedom



Parkway on this section include two railroads (Union Pacific and Great Western), irrigation ditches, and the Big Thomson River. Employers in this area include concrete supplier Johnson Ready Mix and a commercial greenhouse. The land uses and roadway characteristics between SH-257 and Two Rivers Parkway are similar to those east of SH-257.

Figure 3b – Land Uses (County Line Road to Two Rivers Parkway)

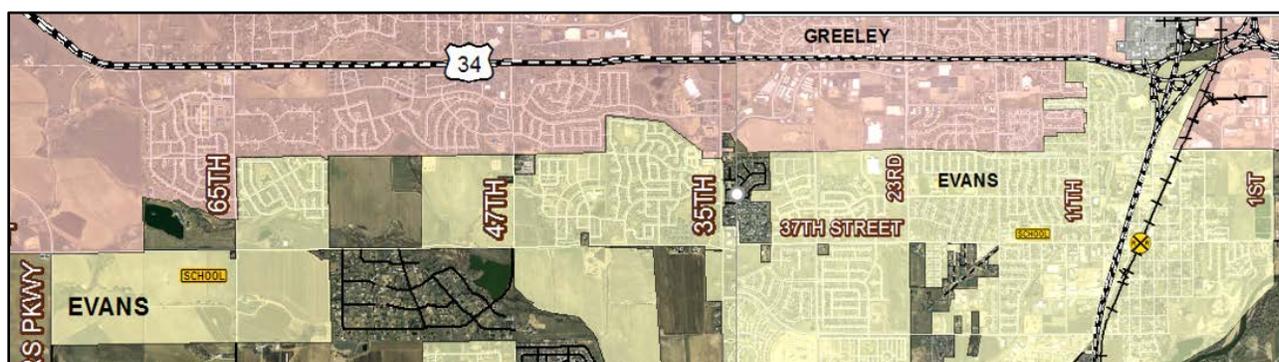




Two Rivers Parkway to 1st Avenue

East of Two Rivers Parkway, suburban style residential development begins to appear as the corridor traverses into the City of Evans; although agricultural and large lot residential uses are present as well. These land uses continue until 35th Avenue, where the road widens to a 4-lane divided arterial and the development becomes more urbanized. The divided 4-lane cross-section occurs between 35th and 23rd Avenues and is consistent with the Corridor Vision's ultimate cross-section. East of 23rd Avenue, it is a 4-lane undivided arterial. There is a fair amount of vacant land and therefore development potential adjoining Freedom Parkway in this segment as shown in **Figure 3c**.

Figure 3c - Land Uses (Two Rivers Parkway to 1st Avenue)



Prairie Heights Middle School is located at 65th Avenue in Evans. Arrowhead Subdivision in unincorporated Weld County is south of the corridor at 47th Avenue. East of 47th Avenue there is higher density housing in the City of Evans along the corridor starting with Tuscany and Ashcroft Heights Subdivisions, as well as some restaurants and retail. There is vacant commercial land in the area around 35th Avenue and 37th Street.

Evans has two parks along the corridor - Driftwood Park at the corner of Harbor Lane and 37th Street and Village Park at the corner of 17th Avenue and 37th Street. Centennial Elementary School is on the north side of 37th Street between Burlington and Belmont Avenues. This area is mostly single-family housing. City Hall is on the south side of 37th Street at 11th Avenue.





A few blocks east is US 85, with small retail establishments in the area. East of US 85 is a Union Pacific Railroad mainline crossing. This area is mostly single-family residential. At 37th and Golden Street is Riverside Library and Cultural Center where the old town hall was previously located.

On the eastern edge of Evans is vacant land where Eastwood Village mobile home park used to be and the original lagoon wastewater plant that will be decommissioned once the new plant is operational. Between US-85 and 1st Avenue, the road scales back to 2 lanes with primarily residential land use adjoining it; although some commercial uses and vacant land exist just west of 1st Avenue.

1st Avenue to WCR 49

Just east of 1st Avenue is where the South Platte River crosses Freedom Parkway and east of that is a state wildlife area. Further east are farms, large-lot residential development, and oil and gas extraction sites and support service businesses in this rural segment shown in Figure 3d.

Figure 3d – Land Uses (1st Avenue to WCR 49)

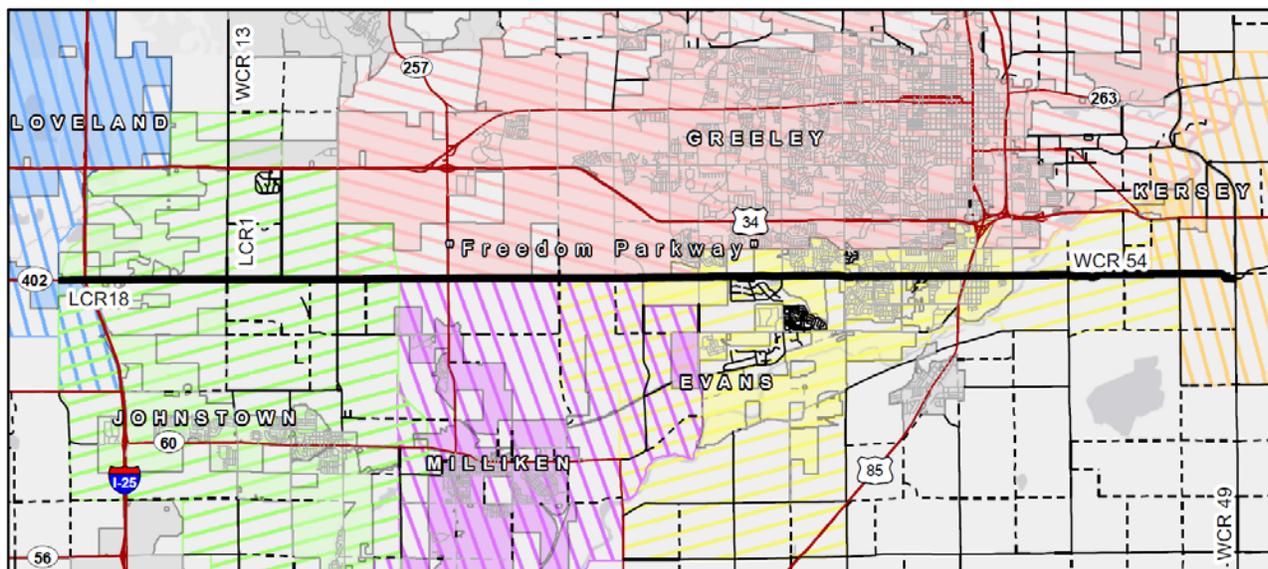




Growth Management Areas

The Growth Management Areas (GMA) of the local governments along the Freedom Parkway corridor, shown in **Figure 4**, represent the future limits of development within each jurisdiction. These jurisdictions will manage the type, amount, location, density, and other aspects of growth within their GMA. The GMA boundaries represent the future city/town limits after all future annexations are complete. But they are only lines on a map until the development and annexations occur. They could change. Only a relatively short section of Freedom Parkway is not covered by a municipal GMA. That area would remain in unincorporated Weld County, which would have the responsibility for growth management and roadway improvements for that section. **Figure 4** is shown in more detail in **Appendix C**.

Figure 4 – Growth Management Areas (2018)



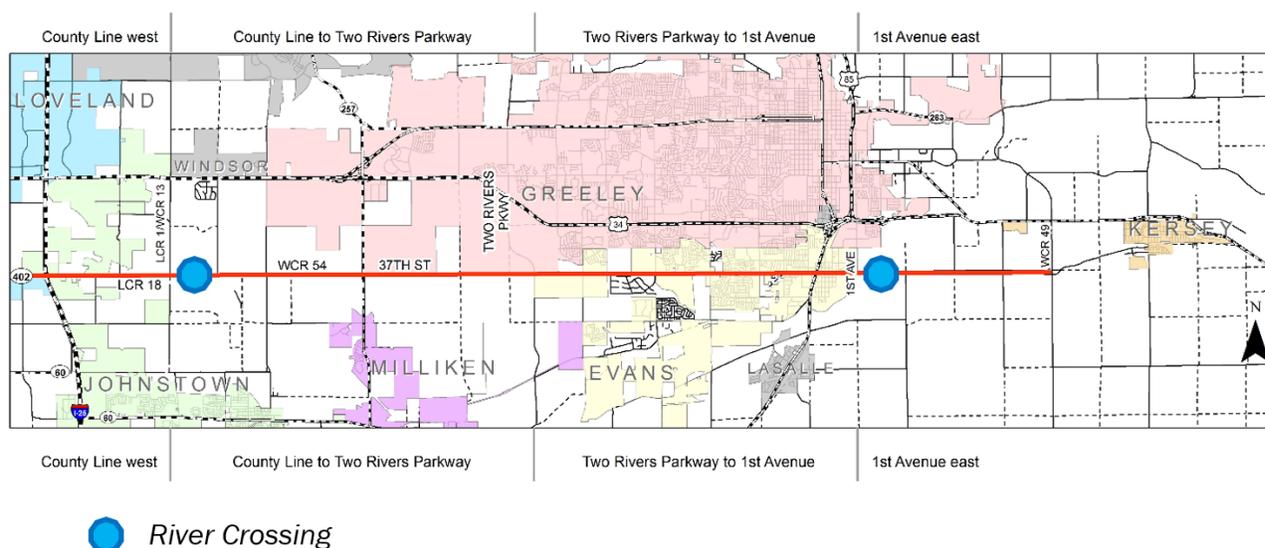


Rivers, Trails, and Parks

Note: The Figures in this section are repeated in greater detail in *Appendix D*.

Freedom Parkway intersects with the Big Thompson River on the west side of the study area and the South Platte River just east of Evans as shown in **Figure 5**. It also crosses the Hillsborough Ditch west of the county line, the Greeley-Loveland Irrigation Canal west of SH 257, the Ashcroft Draw north of Arrowhead Subdivision, the Evans Ditch near 15th Avenue, and the Latham Ditch east of Evans. These bridges at these crossings will increase the cost of roadway improvements along the corridor. Planning for future improvements in the corridor should include factors to increase resiliency against future flood events and other major concerns that could impact the operation of Freedom Parkway.

Figure 5 – Freedom Parkway River Crossings



Both rivers present opportunities for future recreational amenities along the corridor, especially near the South Platte, which is located between Evans' Riverside Park and the Brower State Wildlife Area. They also present potential flood hazard challenges. Riverside Park and neighboring properties sustained extensive damage during the September 2013 flood and road closures on WCR 54 and other roads in the local area caused serious transportation issues. **Figure 6** shows an aerial view of Freedom Parkway at the Big Thompson River after the 2013 flood, and **Figure 7** is an aerial photo at the South Platte River during the same period with flooded sections of the road indicated.

Figure 6 – Big Thompson River Crossing



Note: The aerial photo shows the river crossing during the 2013 flood.

Figure 7 – South Platte River Crossing

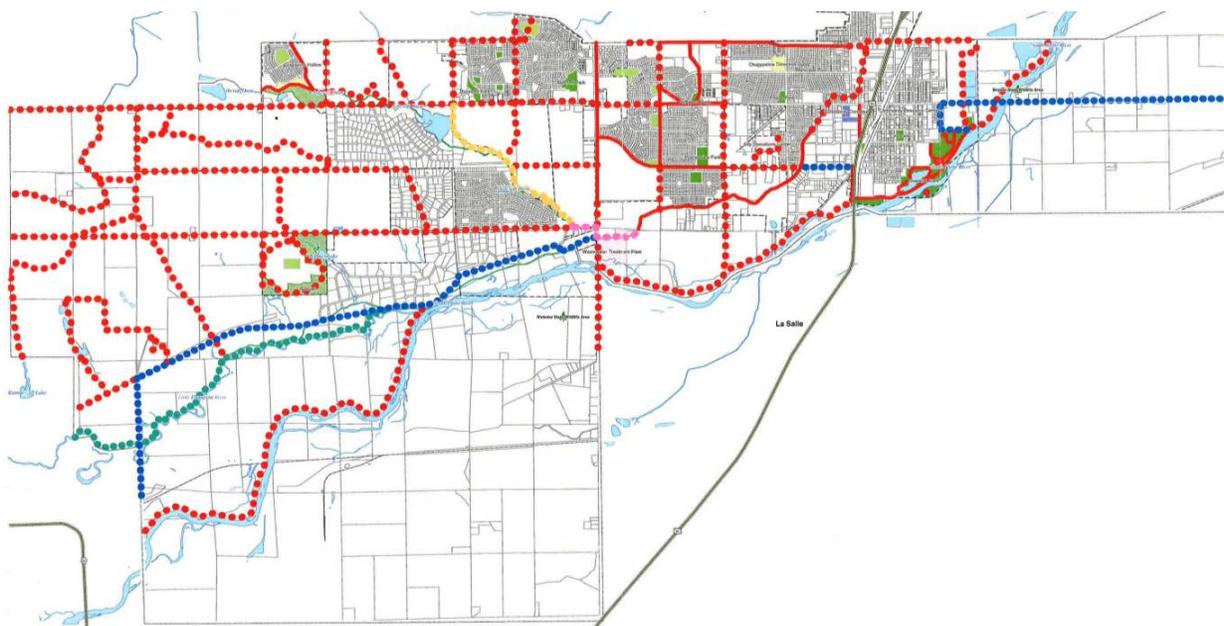


Note – The red circles identify sections of Freedom Parkway that flooded in 2013.



The City of Evans was particularly impacted by the 2013 flood. The City held a groundbreaking ceremony in August 2017 to kick off the effort to rebuild Riverside Park, which was re-opened in October 2018. The City's *South Platte River Recreation Corridor Master Plan* and its *Open Space and Trails Master Plan* envision a trail crossing Freedom Parkway near 1st Avenue, connecting Riverside Park to the north along the river. Other conceptual trail crossings include the Evans Ditch Trail and Ashcroft Draw Trail. **Figure 8** shows the conceptual trails and other amenities in the City of Evans.

Figure 8 – Parks, Trails, and Water Features in Evans

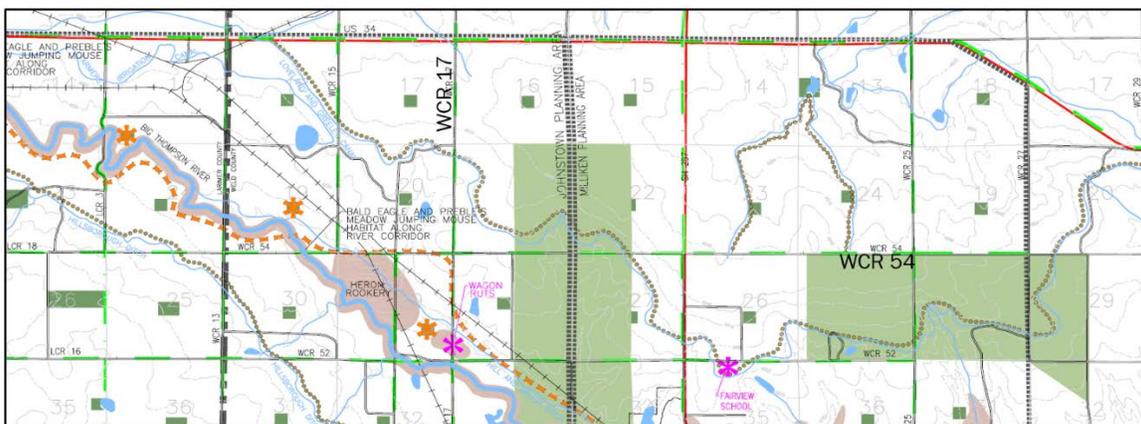


Source: *City of Evans Open Space and Trails Master Plan (February 2004)*



The Johnstown-Milliken Parks, Trails, Recreation, and Open Space Master Plan envisions a Big Thompson River trail that runs along Freedom Parkway from the river to near WCR 17 before heading south again. Other trails are planned along the ditches in the area. **Figure 9** shows a portion of the Master Plan map in the vicinity of Freedom Parkway.

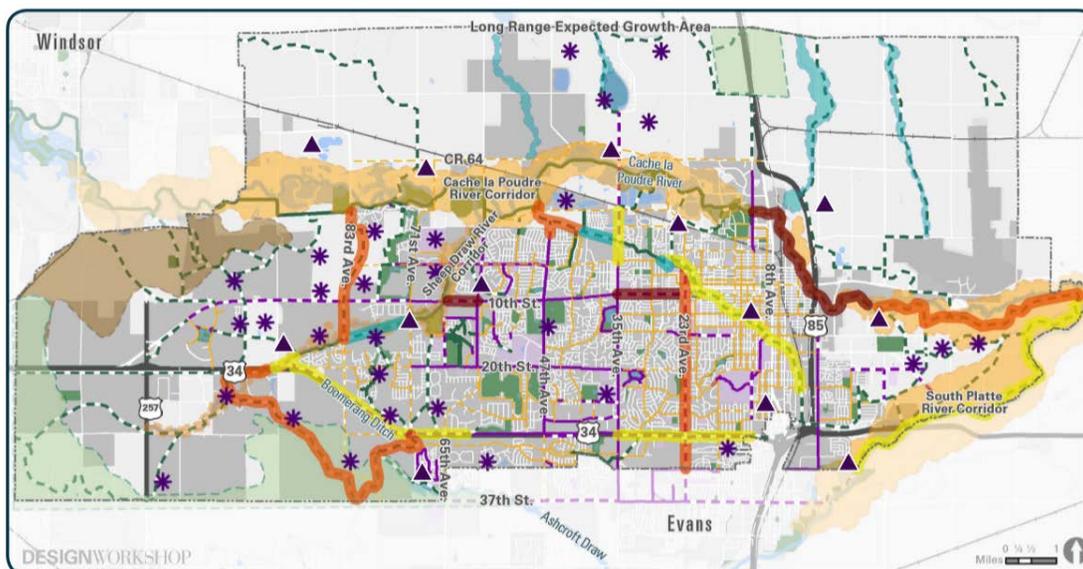
Figure 9 – Parks, Trails, and Water Features in Johnstown / Milliken



Source: Johnstown - Milliken Parks, Trails, Recreation, and Open Space Master Plan (June 2003)

Greeley's Parks, Trails, and Open Lands Master Plan, shown in **Figure 10**, indicates parks, trails, and bicycle facilities in proximity to Freedom Parkway / 37th Street.

Figure 10 – Parks, Trails, and Water Features in Greeley



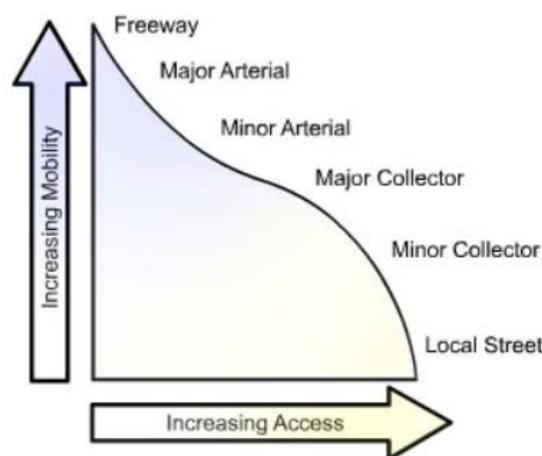


Roadway Characteristics

Functional Classification and Typical Sections

As noted previously, roads provide both access to adjoining properties and mobility for people and goods.

Freedom Parkway is designated as a future arterial road in every jurisdiction's respective transportation plans between I-25 and US 85. East of US 85 it is currently designated a collector road in Evans' plan. Weld County changed its designation between Evans and WCR 49 from a collector to an arterial road in early 2017 with the update of its Functional Classification Map.



The existing 2-lane sections of Freedom Parkway could be described as an interim rural collector/arterial roadway that provides a balance of mobility and access. The four-lane sections through the City of Evans include aspects of both interim and ultimate urban arterial cross-sections. The ultimate cross-section from the Corridor Vision is a 4-lane urban arterial.

Between the western limits of the study area and 35th Avenue in Evans, Freedom Parkway currently has one travel lane in each direction and limited areas with paved shoulders. There are two sets of railroad tracks between WCR 15 and WCR 15.5. These tracks currently do not have much train traffic but they still present a concern due to the topography in the area as the road crosses the tracks. There are also several agricultural and residential accesses near the railroad tracks.

East of 35th Avenue to about US 85 there are two travel lanes in each direction, a center turn lane, and sidewalks in most areas. Sidewalks east of approximately 23rd Avenue are generally attached to the road whereas to the west they are detached. Between Mariner's Landing Drive and Harbor Lane there are landscaped medians.

Between US 85 and 1st Avenue there is one travel lane in each direction with a center turn lane. East of 1st Avenue to WCR 49, the road returns to the rural collector/arterial character with one travel lane in each direction and little or no paved shoulders.

The west half of the study area is moderately hilly, which impedes visibility for drivers to some degree. The hills subside further east and are not an issue east of 95th Avenue (WCR 25).



The road is generally straight except along the Ashcroft Draw north of Arrowhead Subdivision west of 47th Avenue and along the Latham Ditch east of WCR 43. The Latham Ditch is very close to the road and is considered an area of concern for traffic safety. There are curves at the east end of the study area where the road was routed perpendicular to the railroad tracks just west of WCR 49 to make a right angle crossing.

Traffic Counts and Roadway Level of Service

Traffic counts were obtained from the 2014 to 2017 timeframe to support the analysis of existing conditions along the corridor. Traffic volumes are a good indication of roadway level of service (LOS) on Freedom Parkway. LOS is a concept that assigns a letter grade from A to F to a section of road as shown in **Figure 11**. It is based on the carrying capacity of a road, which is affected by the number of lanes, presence of medians and turn lanes, quality of access control, and other factors. Similar to the grading scale used in classrooms, LOS A indicates free-flow travel speeds in very good operational conditions. As traffic volumes build, speeds deteriorate and travel times increase. LOS F indicates failure, or stop-and-go travel at best. Most jurisdictions adopt LOS C or D as the threshold for improving a facility.

Figure 11 – Roadway Level of Service Definitions

	A	B	C	D	E	F
Driver Comfort	High	High	Some Tension	Growing Tension	Un-comfortable	Distressed
Average Travel Speed	Speed Limit	Close to Speed Limit	Close to Speed Limit	Some Slowing	Significantly Slower than Speed Limit	Significantly Slower than Speed Limit
Maneuverability	Almost Completely Unimpeded	Only Slightly Restricted	Somewhat Restricted	Noticeably Limited	Extremely Unstable	Almost None
Intersection Delay (control delay per vehicle, sec)	< 10	> 10 and < 20	< 20 and < 35	> 35 and < 55	> 55 and < 80	> 80
Arterial Volume/Capacity Ratio	< 0.6	0.6 - 0.7	0.7 - 0.8	0.8 - 0.9	0.9 - 1.0	> 1.0

On the Freedom Parkway corridor, existing traffic volumes are highest west of I-25 and in Evans between 29th and 35th Avenues. **Table 1** summarizes available traffic count data for the corridor and provides an estimate of capacity and LOS for each section. Traffic volumes are reported in vehicles per day (vpd) for both directions. This planning level analysis



indicates that the section of Freedom Parkway west of I-25 is at or near capacity and would benefit from improvements. The 4-lane sections in the City of Evans are generally uncongested, but the section to the west between 65th and 35th Avenues is becoming congested.

The capacity and LOS information in **Table 1** is based on a planning level analysis that is not suitable for engineering/design level work. As roadway improvements are planned and designed, a detailed LOS analysis will be conducted based on detailed operations at each intersection and other factors.

Table 1 – Existing Traffic Volumes (2014 – 2017)

Section	Average Daily Trips (vpd, 2-way)	Section Description	Capacity (vpd, 2-way)	LOS
LCR 7 to I-25	13,000 – 14,000	2-lane rural collector / arterial	12,000	E/F
I-25 to WCR 17	3,900 – 5,700	2-lane rural collector / arterial	12,000	A
WCR 17 to 65 th Avenue	5,200 – 6,600	2-lane rural collector / arterial	12,000	A/B
65 th to 35 th Avenue	8,700 – 12,000	2-lane rural collector / arterial	12,000	C/D/E
35 th to US 85	8,300 – 14,300	4-lane arterial	24,000	B
US 85 to WCR 43	2,100 – 4,500	2-lane rural collector / arterial	12,000	A
WCR 43 to WCR 49	1,200 – 1,700	2-lane rural collector / arterial	12,000	A

Source: Evans, Larimer County, and Weld County traffic counts



Intersection Type and Spacing

Freedom Parkway has over 300 access locations, which are categorized as follows:

- **Public Road - Signalized Intersection** – These intersections are at-grade, full movement public road intersections with a traffic signal. There are 12 existing signalized intersections on the corridor.
- **Public Road - Unsignalized Intersection** – These intersections are full movement, at-grade intersections with stop control on the side street approaches. These intersections typically do not have existing acceleration or deceleration lanes.
- **Private Accesses** – The majority of access locations along the corridor are privately owned and provide direct access to residences, oil and gas facilities, irrigation ditches, farms, and other commercial/industrial uses.

Appendix E contains 42 maps showing the types and locations of access points along the Freedom Parkway corridor. **Figure 12** shows an example of these maps for reference with five access locations between 83rd Avenue and Two Rivers Parkway. **Appendix F** includes photos taken in 2018 of each access location along the corridor. **Figure 13** is an example of the photo inventory.

Figure 12 – Access Inventory Example Map

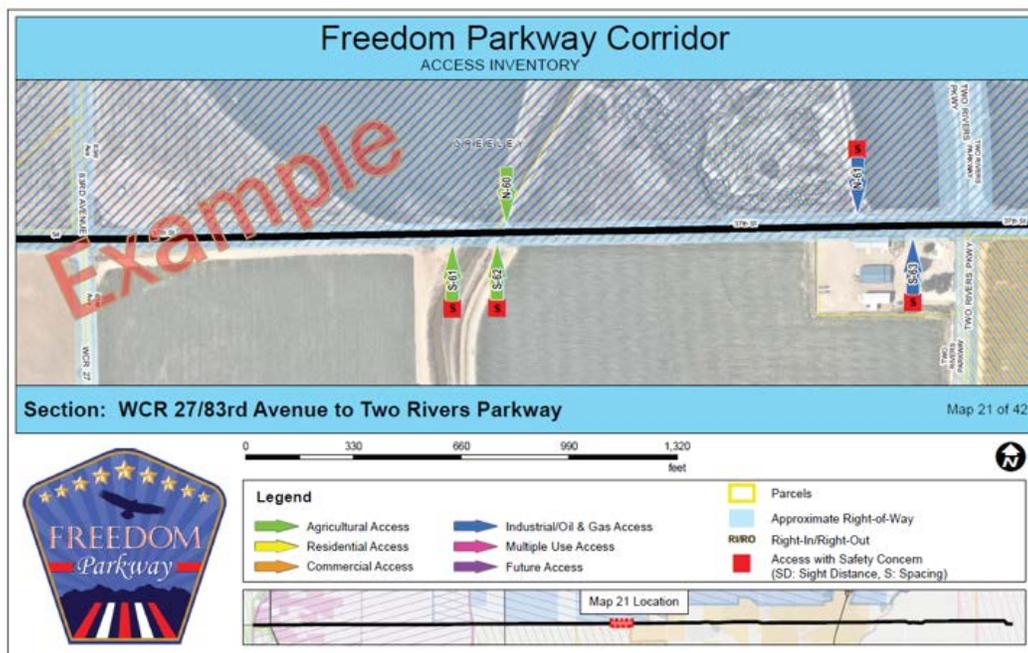




Figure 13 – Access Photo Inventory Example

Access	North Bound	South Bound
<p>Access W-13</p> <p>Mixed Use</p> <p>Residential and Agriculture (Field)</p>		
<p>Access W-14</p> <p>Mixed Use</p> <p>Agriculture (Field) and Oil & Gas</p>		

The Freedom Parkway Coalition recognizes that property owners have a right of reasonable access to the road system. However, the number and proximity of access locations can impact the operation of the road. Access control techniques have been incorporated into the design of the 4-lane sections in the City of Evans but access has not been managed on the rural 2-lane sections of the corridor in the past. Spacing of access points is an important factor in the mobility and safety of the corridor and is based on minimum stopping sight distances and other factors. Chapter V, *Access Recommendations*, and Chapter VI, *Policies*, address spacing and other requirements for new access locations and consolidation, elimination, relocation, or reconfiguration of existing ones.

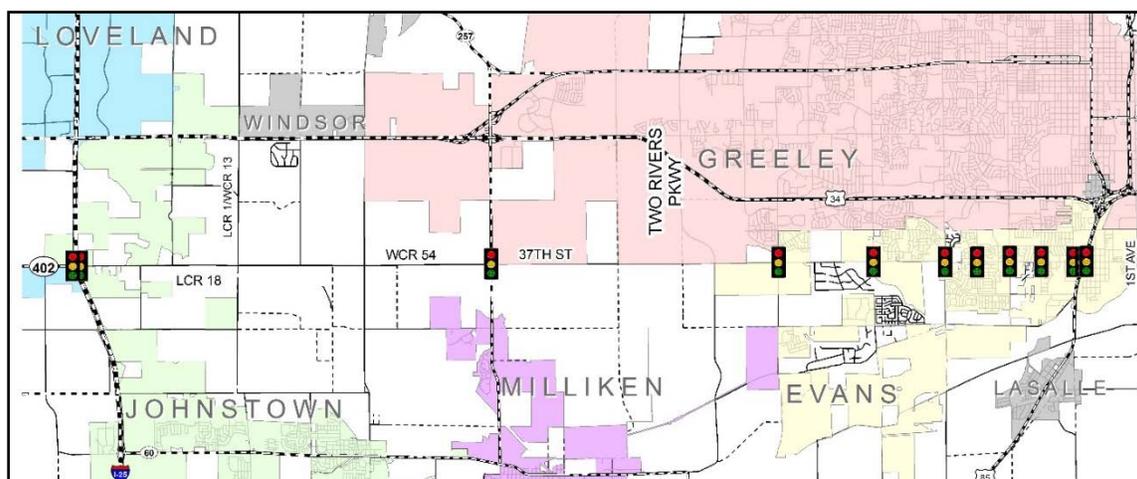


Traffic Signals

Freedom Parkway currently has 12 traffic signals within the study area - on either side of I-25, at SH 257, 65th, 47th, 35th, 29th, 23rd, 17th, and 11th Avenues, and on either side of US 85. **Figure 14** shows the locations of existing signalized intersections along the corridor. **Appendix G** is discussed in Chapter V, *Access Recommendations*. It shows the locations of the existing signals in proximity to potential future signal and roundabout locations.



Figure 14 - Existing Traffic Signals

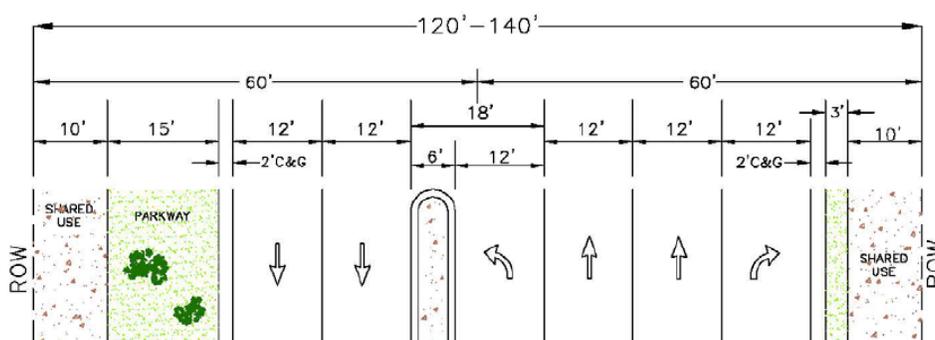


Additionally, there is a fire station signal just west of Larson Avenue and a crosswalk signal in front of Centennial Elementary School. Four-way stops are located on the corridor at WCR 17, WCR 47, and WCR 49. Future traffic signals and roundabouts are discussed further in Chapter VI, *Policies*.



Right-of-Way

The term right-of-way (ROW) has several definitions. In this context, it represents the width of land owned by the agency or jurisdiction responsible for a given section of road. ROW contains the road, turn lanes, medians, sidewalks, roadsides ditches, landscaped areas, clear zones, and sometimes land preserved for future roadway expansion. It is often delineated with fences along each side of the road, which is usually in the middle of the ROW.



Existing plats and right-of-way (ROW) records were examined to determine that the existing right-of-way for most of the corridor outside of Evans is 60 feet. Within Evans, the ROW varies from approximately 80 to 100 feet.

For future roadway improvements, the ROW is specified as 120 feet between intersections and increases to 140' at the intersections to accommodate turn lanes as shown on the Corridor Vision ultimate cross-section in **Figure 2** and **Appendix B**. Future ROW guidelines are discussed in Chapter VI, *Policies*. Local governments are encouraged to begin acquiring ROW along the corridor for preservation.



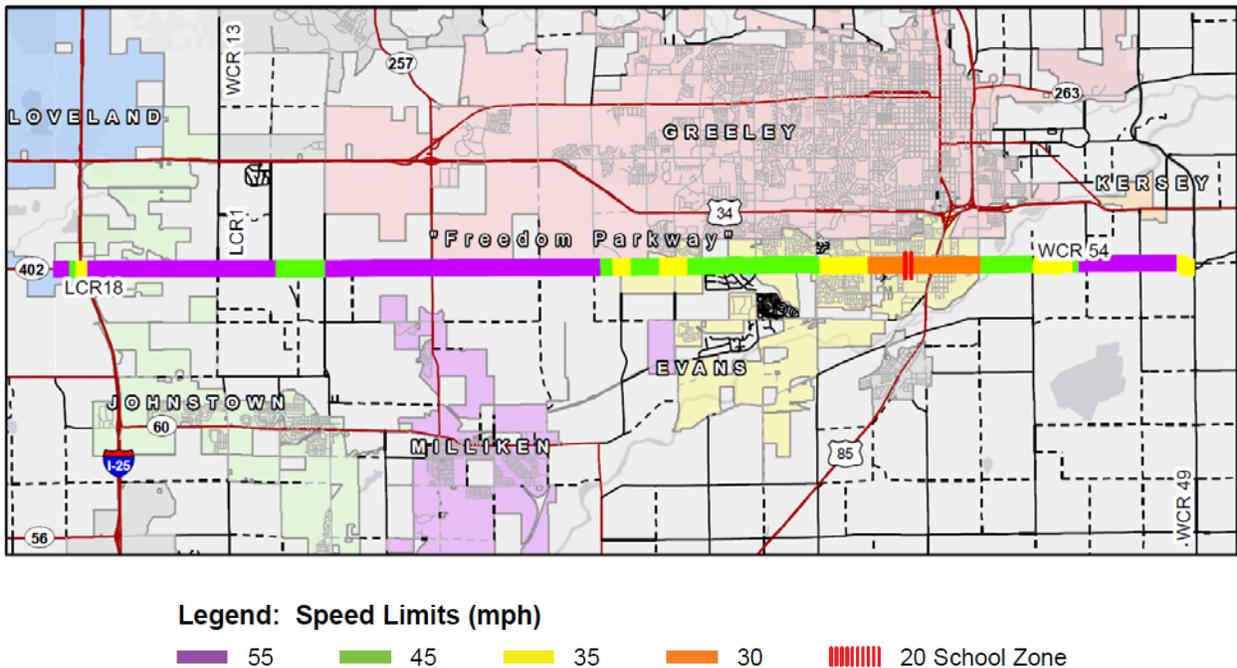


Speed Limits

With the exception of a 20-mph school zone in front of Centennial Elementary School, current speed limits vary along the corridor from 30 mph in Evans to 55 mph in the unincorporated areas. Speed limits are typically set based on a speed study for the speed at which 85 percent of traffic is traveling at or below. The methodology assumes that 85 percent of drivers are traveling at a reasonable and prudent speed. **Figure 15** summarizes speed limits on the corridor, and **Appendix H** repeats this information in greater detail. Chapter VI, *Policies*, contains guidance on the application of speed limits when roadway improvements are made.



Figure 15 – Speed Limits (2018)





Bus Stops

There are four school districts located in the Freedom Parkway corridor study area, including

- Thompson School District west of the county line,
- Johnstown-Milliken RE-5J between the county line and approximately 83rd Avenue (not including the house west of 83rd Avenue on the south side of the road),
- Greeley-Evans District 6 between approximately 83rd Avenue and WCR 47.5, and
- Platte Valley RE-7 east of WCR 47.5.

Thompson School District buses currently stop at three residences along the corridor. Johnstown-Milliken also has three bus stops on the corridor and reports that motorists in this area frequently do not stop for school buses when their red lights are flashing. This is illegal and dangerous due to the presence of children in the vicinity. District 6 has two stops on the corridor east of 1st Avenue. There are no residences on the corridor in Platte Valley's half-mile area between WCR 47.5 and WCR 49.

Local government agencies are encouraged to work with school districts to ensure bus stops are appropriately identified in safe locations. School buses should use side roads or private accesses for loading and unloading children whenever possible and should only stop on Freedom Parkway in safe locations as determined by an engineering safety study.





Route 2 of the Greeley-Evans Transit (GET) system has six stops on each side of Freedom Parkway that provide bus service on between Empire Street and 23rd Avenue. The route has one-hour headways and runs Monday through Saturday. **Figure 16 and Appendix I** depict the route.

Figure 16 – Greeley-Evans Transit Route 2





Accident History

Historical accident data is perhaps the best indicator of the location and severity of safety concerns on the corridor. Crashes are classified as property damage only (PDO), injury accidents, and fatalities. Crash data allows for a detailed analysis of the number, type, severity, causality, and other factors. The crash analysis focuses on reducing the injury and fatal accidents first but also address the causes of accidents at concentrations of PDO crashes.

Based on a statewide database of accident reports, there were 444 crashes recorded between 2014 and 2016 along the Freedom Parkway corridor. **Table 2** summarizes the severity of these accidents. Approximately 300 of the crashes occurred in the Evans area between 1st and 65th Avenues. This is not surprising given the higher traffic volumes on this segment. Injuries and fatalities are more likely to occur on the higher speed sections of the corridor.

Table 2 – Accidents by Severity (2014 - 2016)

Severity	Number	Percent of Total
Property damage only	348	78%
Injury	88	20%
Fatal	8	2%
Total	444	100%

Fatal accidents have occurred at the following locations during the 2014-2016 period:

1. Midway between LCR 3 and the county line (November 2015)
2. At the railroad tracks east of WCR 15 (August 2016)
3. Two at the intersection of State Highway 257 (May 2014 and June, 2016)
4. At the intersection of Two Rivers Parkway (January 2016)
5. West of 65th Avenue (June 2016)
6. Midway between WCRs 43 and 45 (March 2014)
7. At the intersection of WCR 47 (December 2016)

Approximately 2% of the crashes on Freedom Parkway were fatal. Four (50%) of the eight fatal accidents involved drugs or alcohol according to the crash reports. Nationally,



approximately 0.5% of crashes are fatal, and approximately 29% of those are alcohol-related according to 2015 data from the National Highway Traffic Safety Administration.

Tables 3 and 4 show the type of crash and the primary causal factors for the 444 accidents recorded on Freedom Parkway.

Table 3 – Crash Type

Type	Number	Percent of Total
Rear-end	148	33%
Broadside	110	25%
Ran off road	82	19%
Head-on	29	7%
Sideswipe same direction	26	6%
Approach turn	10	2%
Improper backing	9	2%
Unknown	8	2%
Overturning	5	1%
Bike and pedestrian	5	1%
Sideswipe opposite direction	5	1%
All others	7	2%
Total	444	100%



Table 4 – Cause of Accidents

Factor	Number	Percent of Total
None apparent/unknown	94	21%
Failure to yield	63	14%
Distracted driver	58	13%
Followed too closely	44	10%
Careless driving	35	8%
Exceeded safe/posted speed	24	5%
DUI, DWAI, DUID	23	5%
Lane violation	22	5%
Improper turn	16	4%
Failed to stop at signal	15	3%
Asleep at wheel/fatigue	13	3%
Driver inexperience	10	2%
Improper backing	8	2%
Hit & run	5	1%
All others	14	3%
Total	444	100%

Several corridor improvements were made during the three-year timeframe of the crash data, including installation of stop signs at WCR 54 and WCR 47, rerouting the frontage road connection at the northwest corner of US 85 and 37th Street to St. Vrain Street, and lowering the speed limits approaching 65th Avenue and Two Rivers Parkway. At Two Rivers Parkway, street lights were installed and flashing lights were added to the stop signs.

Weld County plans to install a roundabout on the corridor at the intersection of WCR 54 and WCR 17 in 2020 or thereabout. This intersection, currently a four-way stop, had 17 crashes during the three-year timeframe, four of which involved injuries.

The crash data along with site visits and photos of existing access locations were utilized in the safety analysis in which each access point was evaluated for sight distance and/or spacing issues. The results of this analysis are presented in **Appendices E and J** in the next chapter.



III. ACCESS

The Freedom Parkway corridor has both public and private accesses serving various land uses. Public accesses includes state highways, county roads, and local streets. Private accesses are typically driveways serving residences, businesses, farms, commercial/ industrial operations, and utilities. This chapter discusses the configuration, operation, and type of access along the corridor; access control techniques; and an inventory of existing access locations.

Access Configuration and Operation

For the purpose of this access control plan, access configurations and operations are defined as follows:

- FULL** **Full Movement Access** - All potential movements for the access are allowed, including left-in, left-out, right-in, right out, and through movements if there is another facility to accept traffic on the opposite side of Freedom Parkway.
- 3/4** **Three quarter (3/4) Access** – This configuration indicates a restrictive movement access onto Freedom Parkway. Three of the four movements in and out of the access are permitted. Allowed movements include the left-in, right-in, and the right-out. Prohibited movements include the left-out and through movements. A raised median would be the ultimate means of enforcing these restrictions, but an interim measure may involve a raised island at the driveway.
- RI/RO** **Right-in/Right-out (RI/RO) Access** – This configuration indicates restricted movement access at Freedom Parkway. Right turn movements in and out of the access are permitted. Prohibited movements include left-in, left-out, and through movements. A raised median would be the most appropriate means of enforcing these restrictions, but an interim measure may involve a raised island at the driveway.
- ASC** **Access with Safety Concern** – This label indicates there is a safety issue that warrants improvements or some form of access modification or restriction.

Figure 17 shows a typical full-movement intersection. Figures 18 and 19 present typical configurations for $\frac{3}{4}$ movement with restricted north/south left turns and RIRO access with no left turns allowed, respectively.



Figure 17 - Full Movement Intersection

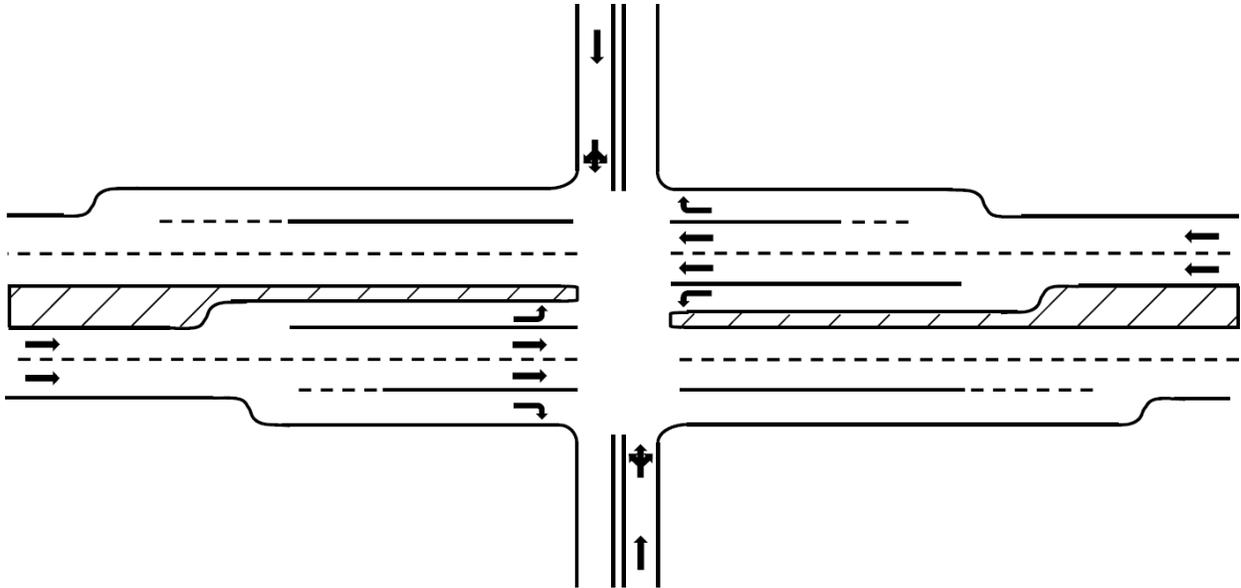


Figure 18 - 3/4 Movement Access

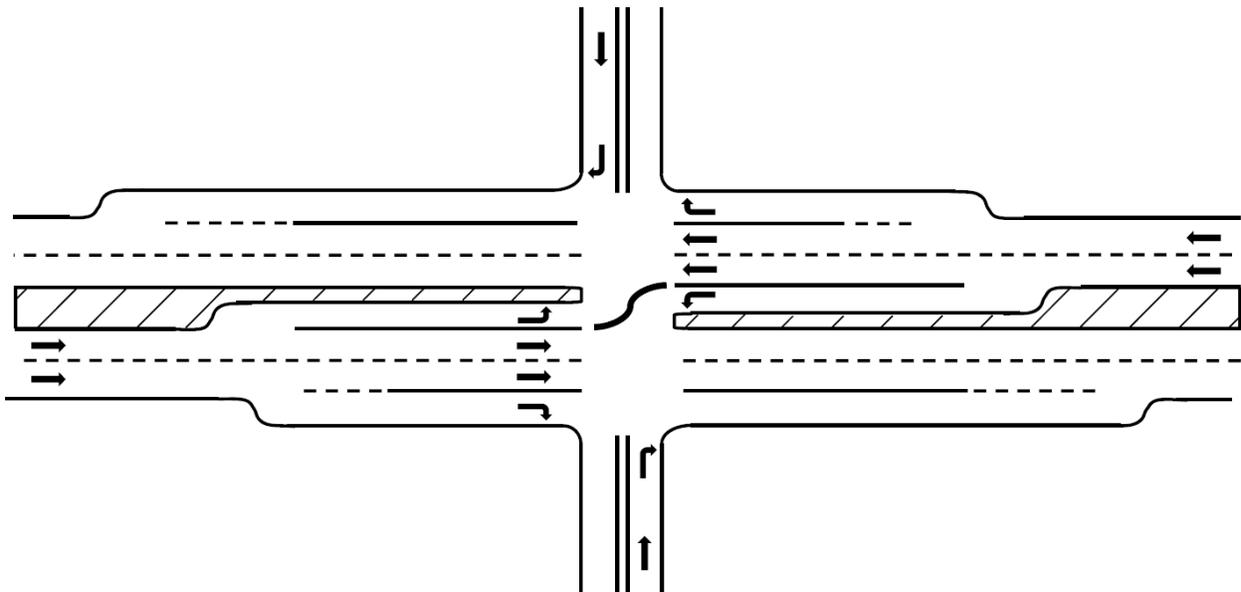
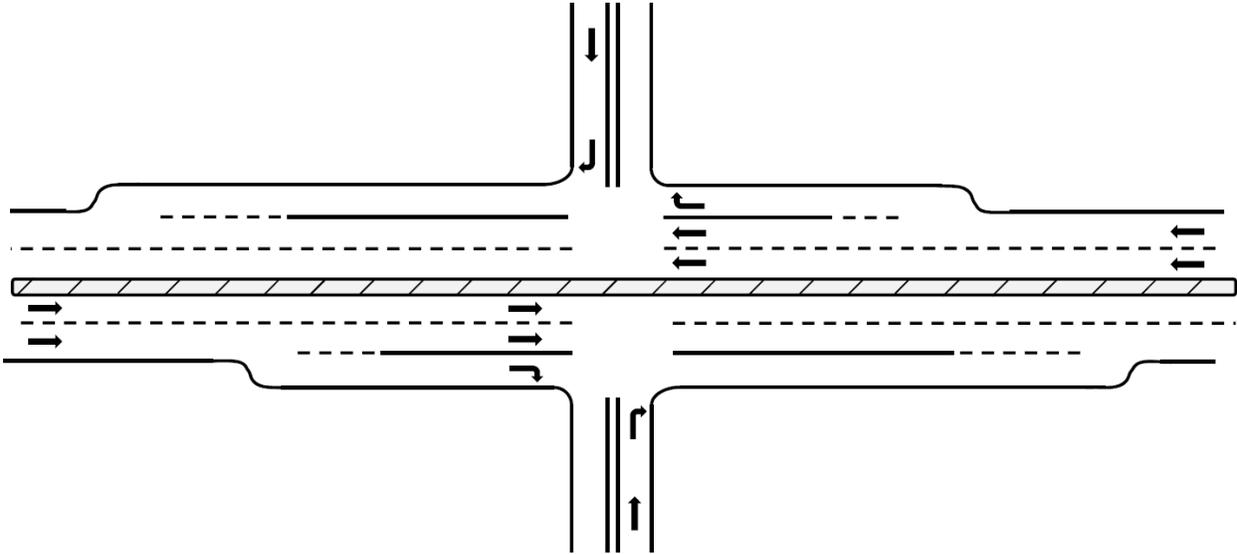




Figure 19 - Right-in / Right-out Access





Access Type

Access type refers to the land use on the adjoining property that the access serves. The colored arrow symbols are used on the access inventory maps presented later in this chapter. They are defined as follows:

-  • **Agricultural/Field/Ditch Access** –These support farm and ranch operations and are generally used seasonally during planting and harvesting seasons.
-  • **Residential Access** - These are typically driveways to residences and multifamily developments.
-  • **Commercial Access** - These access locations serve businesses, schools, government buildings, and utilities such as electric substations.
-  • **Oil & Gas/Industrial Access** - Oil and gas facilities, including wells, tanks, valve sites, etc., and industrial buildings are served by this access type.
-  • **Multiple Use Access** - Shared access occurs where two properties or uses utilize the same access.
-  • **Future Access:** Existing parcels with no frontage on a side road and no existing access on Freedom Parkway are considered landlocked and will be allowed access in the future as appropriate and consistent with the ACP. This access type also includes locations that have been previously approved but not yet constructed.



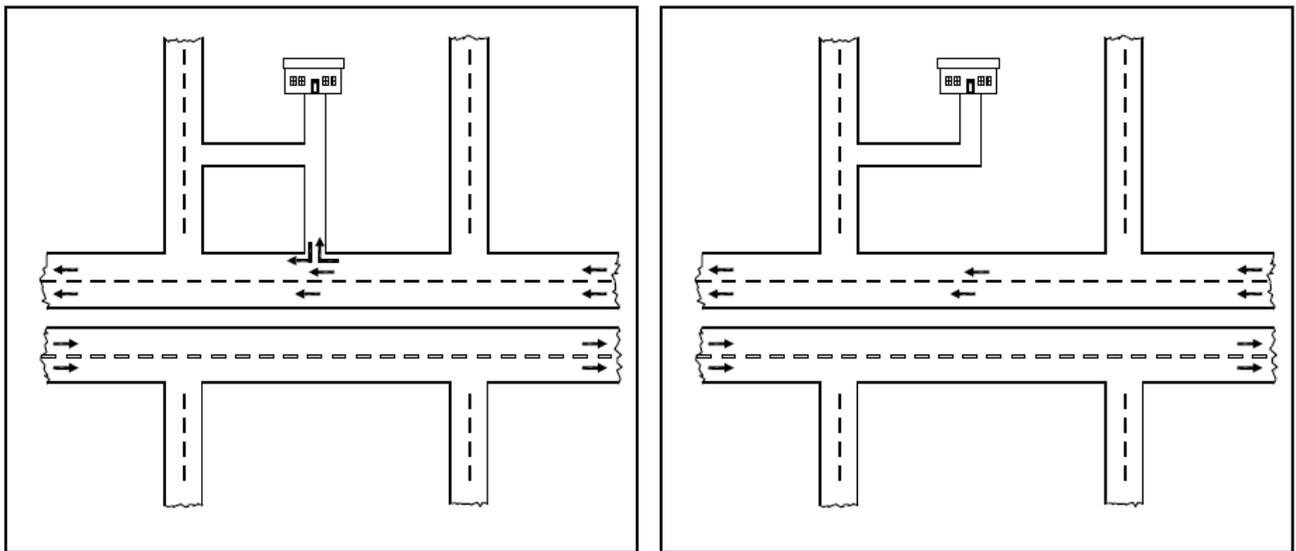
Access Control Techniques

There are several areas along the Freedom Parkway corridor where existing accesses can be modified through elimination, reconfiguration, consolidation, and relocation to improve operations on the corridor. These techniques have unique benefits to improve traffic flow, safety, and reliability while maintaining adequate access to the adjacent land uses.

Elimination

Access elimination is typically used at locations where a property has more than one access point. If possible, access to an adjoining property should occur on a side street that intersects Freedom Parkway. If that is not feasible, each property should have only one access location on Freedom Parkway. **Figure 20** provides a graphic representation of the access elimination technique.

Figure 20 - Access Elimination





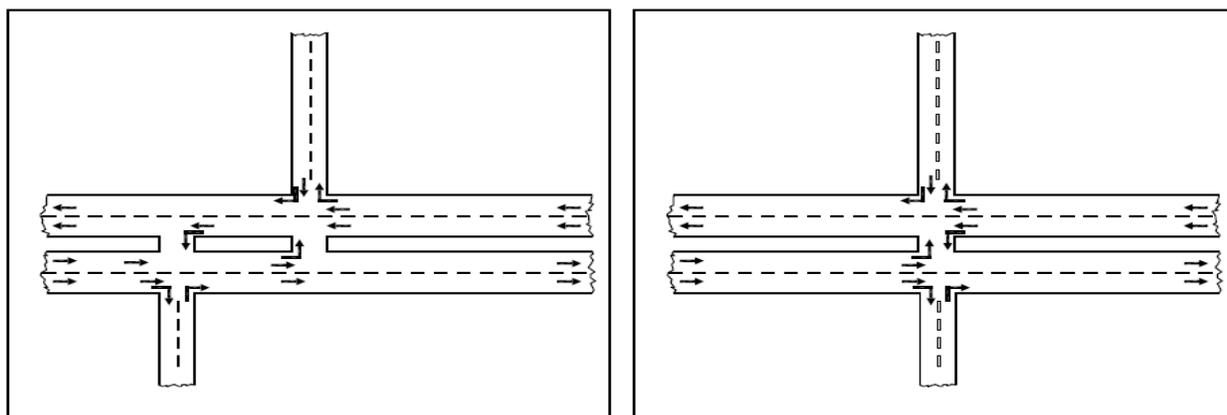
Movement Conversion / Reconfiguration

The purpose of access movement conversion, or reconfiguration through the use of raised islands and median treatments is to eliminate one or more turning movements in order to reduce the number of conflicts. Examples of restricted movement access include a $\frac{3}{4}$ movement access or a right-in/right-out access, shown in **Figures 18 and 19**, respectively.

Relocation

Access relocation is a method that would either align opposite side approaches to create a more familiar intersection design or move an existing access point to a new location. As development occurs or as new roads are constructed, many of these direct connection driveways can be closed at Freedom Parkway and moved to new roads. This will create better spacing of intersections and reduce the number of conflict points on the corridor. **Figure 21** shows a before and after example of access relocation.

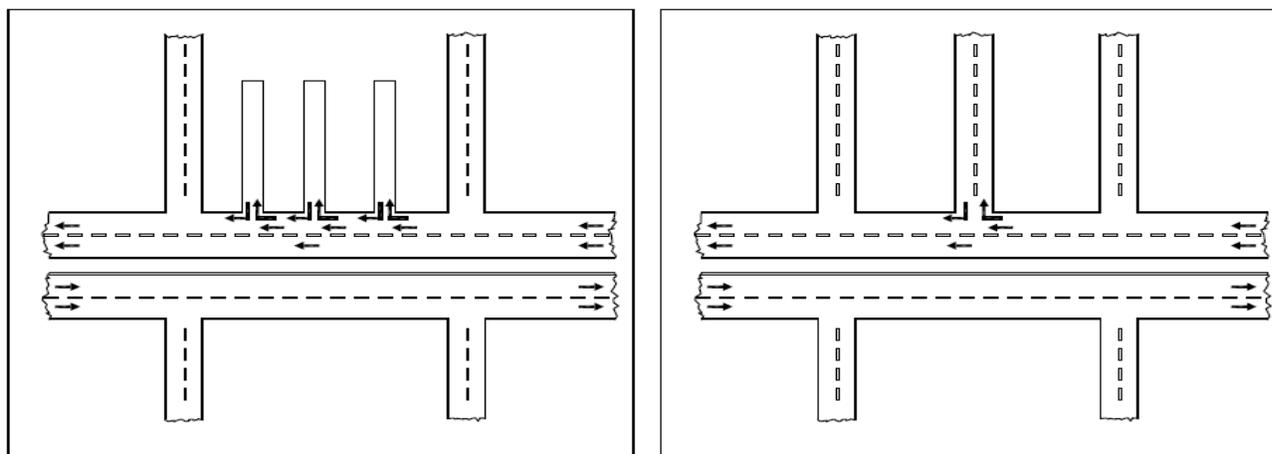
Figure 21 – Access Relocation



Consolidation

Access consolidation is used to reduce the number of access points along the corridor. These locations may exist where adjacent property owners have individual driveways in close proximity that could be consolidated into a single point to reduce conflicts, improve operations, and maintain adequate access to all properties. **Figure 22** shows a before and after example of an access relocation.

Figure 22 – Access Consolidation



Access Inventory

The existing access inventory for the Freedom Parkway corridor consists of three components:

- **map-based inventory (Appendix E)** that shows the specific locations of existing access points, their function, where safety concerns exist, and locations recommended for future closure.
- **photo inventory (Appendix F)** of each access point as they exist in 2018, and
- **access inventory database (Appendix J)** with location, description, use, jurisdiction, safety concerns, recommendations, and other data.

The maps and database tables provide guidance for local jurisdictions in planning and designing future roadway improvements; and the photos serve as a baseline to inform the decision-making process during future access management efforts. **Figures 12, 13, and 23** show examples of the access maps, photo inventory, and database in **Appendices E, F, and J**, respectively.



Figure 23 – Access Inventory Database Example

ID	Map #	Address	Jurisdiction	Use	Description	Safety Concern	Recommendations
Map 12							
S-35	12		Weld County	Agriculture	Access +/-575' from intersection shown on RE-5099 (2012) near property line. Property also has access on WCR 17.5. See AP11-00136.	Spacing	Relocate to WCR 17.5 or align with N-43 to meet spacing requirement from intersection.
N-43	12	8637	Weld County	Multiple Use Residential & Agricultural	Farm and residence.		
S-36	12	8776	Weld County	Multiple Use Oil & Gas &	Shared access on RECX14-0119 (2nd corrected). See AP14-00495. Cattle guard.		
N-44	12/13		Weld County	Agricultural	Field access aligned at WCR 19. (Section line. 30' apparent ROW on east side.)		Relocate access to new road when constructed.
Map 13							
N-45	13		Weld County	Residential	Shared by three residential lots. See RECX12-00130.		
S-37	13	9240	Weld County	Residential	2001 house on 157 acres. Concrete driveway.	Spacing	OK if S-37a consolidated at S-38 or relocated to meet spacing requirements.
S-37a	13		Weld County	Agriculture	Gated field access of four accesses to residential access on one parcel.	Spacing	Consolidate with S-38 at S-38 or relocate to fenceline to meet spacing requirements if S-38 eliminated.
S-38	13	9444	Weld County	Agriculture	Gated field access.	Spacing	Consolidate with S-37 or S-39.
S-39	13		Weld County	Agriculture	Gated field access.	Spacing	Consolidate with S-38 or S-40.
N-45a	13		Weld County	Residential	Gated access constructed without permit.	Spacing	Eliminate - Use N-45.
S-40	13		Weld County	Agriculture	Ditch access.	Spacing	
N-46	13/14	9143	Weld County	Multiple Use Residential, Oil & Gas, Agricultural	Residence, field, ditch, and oil & gas access. See RECX12-00130.	Spacing	OK if N-45a eliminated.
S-41	13/14	9476	Weld County	Residential	1936 house on one acre (no RE). Gated.	Spacing	Consolidate for shared access with S-42.
S-42	13/14	9508	Weld County	Residential	1926 house on 9.9 acres. See RE-966. Gated.	Spacing	Consolidate for shared access with S-41.
Map 14							
S-43	14		Weld County	Agriculture	Second access on parcel. Gated.	Spacing	Consolidate with S-42.
S-44	14		Weld County	Oil & Gas	Oil & gas loop.	Spacing	Consolidate with S-45.
S-45	14		Weld County	Oil & Gas	Oil & gas loop.	Spacing	Consolidate with S-44.
N-47	14		Weld County	Oil & Gas	Oil & gas loop.	Spacing	Eliminate - Use N-48.
N-48	14		Weld County	Multiple Use Oil & Gas &	Field and oil & gas.	Spacing	OK if N-47 eliminated.
S-46	14		Weld County	Multiple Use Oil & Gas &	Wellhead and field access.	Spacing	Consolidate with S-47 at S-46.
N-49	14		Weld County	Multiple Use Oil & Gas &	Field and oil & gas.		
S-47	14	9952	Weld County	Residential	Residential driveway +/-260' from intersection on 102-acre lot. See RE-966. Parcel also has access from SH 257 for oil & gas, field.	Spacing	Consolidate with S-46 at S-46.

There are more than 300 existing private accesses within the study area. Approximately 100 of these are within the City of Evans. Six of the access locations are right-in/right-out configurations, and all are in Evans between 23rd and 35th Avenues where the full cross-section of the Corridor Vision has been implemented.





Table 5 summarizes the accesses on Freedom Parkway by use category, or function. Residential connections are the most prevalent and are expected to increase as future development occurs throughout the corridor. As expected, agricultural and oil & gas uses are high as well.

Table 5 – Accesses by Use Category

Access Type	Number	Percent of Total
Agricultural	66	22%
Residential	98	32%
Commercial	36	12%
Oil & Gas/ Industrial	47	15%
Multiple Use	57	19%
Total	304	100%

Anticipated new access locations are indicated on the access inventory maps and database tables in **Appendices E and J**. The future roads shown connecting to Freedom Parkway were identified from the communities’ transportation plans or indicated by Coalition members. They may not be constructed at the exact location shown on the map, and some may not be built at all depending on future development patterns and other factors. On the other hand, some of these new accesses are in the planning stages or already approved. Planning for future roads is important because they represent opportunities to move driveway access from Freedom Parkway to the side streets.



Access Requirements

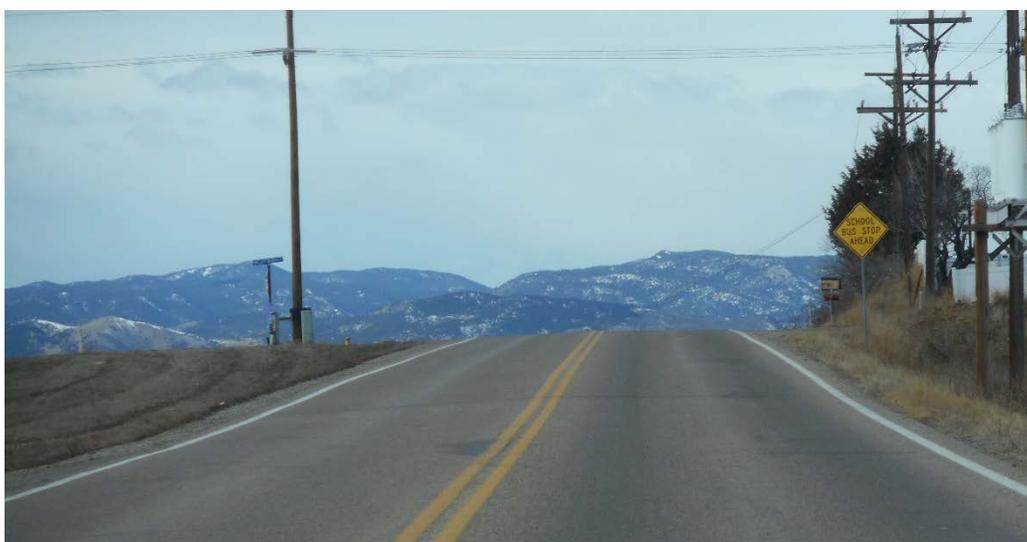
Access Spacing

On arterial roads, 660 feet between accesses is a commonly accepted distance between access points to maintain safety. Where driveways onto Freedom Parkway are permitted, the Coalition therefore agreed they should be separated by a minimum of 660 feet (one-eighth mile) from the nearest driveway or intersection. This distance is measured from the centerline of the access to the centerline of the nearest access or intersection.

New road connections should be spaced 1,320 feet (one-quarter mile). This reduces the number of potential future accesses onto Freedom Parkway and allows room for future installation of auxiliary lanes (acceleration and deceleration), if necessary. More information on access spacing is presented in Chapter VI, *Policies*.

Sight Distance

There are existing accesses on the corridor that are a safety concern due to sight distance obstructions. Accesses should be located so the view of oncoming traffic is not obstructed by hills or curves in the road. All vehicles should have a clear view for at least 550 feet in each direction. These accesses can be made safer either by relocating the access or by addressing the curvature of the road when it is reconstructed, which often requires more right-of-way than would typically be required.





Backing onto the Road

Driveways that require motorists to back onto the road to exit their property are a safety concern as well. Where these accesses cannot be eliminated, they should be redesigned to allow motorists to turn around on-site.

Table 6 shows the number of access locations with safety concerns related to spacing, sight distance, and backing onto the road.

Table 6 – Accesses with Safety Concerns

Side of Road	Total number	Spacing Concerns	Sight Distance Concerns	Backing onto Road Concerns
South	149	128	7	10
North	155	127	13	17
Total	304	255	20	27

Note: Some accesses have more than one safety concern.

Gated Accesses

Gated accesses should have the gate located far enough off the roadway so that the longest vehicle using the access, including trailers, can completely clear the roadway when the gate is closed. A minimum distance of 35 feet from the gate to the edge of the road surface is recommended. Future expansion of the road should also be taken into account when installing gates so they will not need to be relocated when the widening occurs.

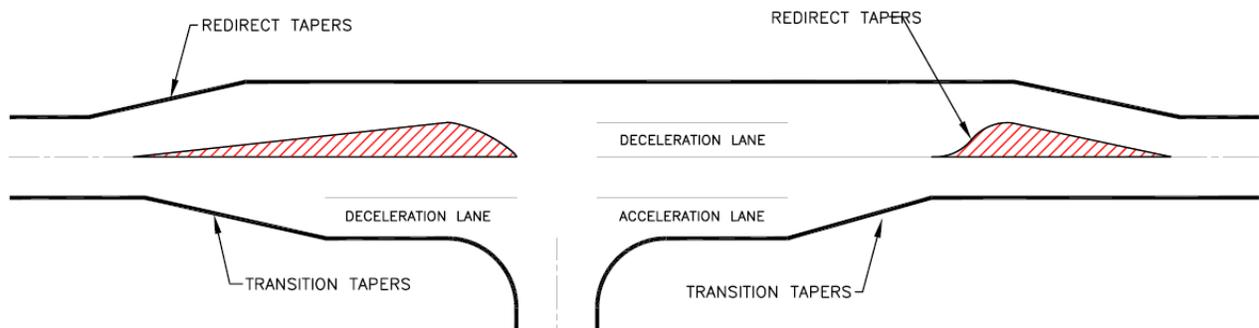




Auxiliary Lanes

New developments projected to add more traffic onto Freedom Parkway may be required to install auxiliary lanes to allow turning vehicles to slow down or accelerate without impeding the flow of traffic in the travel lanes. Depending on the projected turning movement numbers, one, two, or all three of the auxiliary lanes shown in **Figure 24** may be required. In some cases, an acceleration lane for vehicles turning left from the access onto the primary road may also be necessary, especially at locations with truck traffic. The regulations and standards of the agency or local government having jurisdiction shall apply.

Figure 24 – Auxiliary Lanes for Access Locations

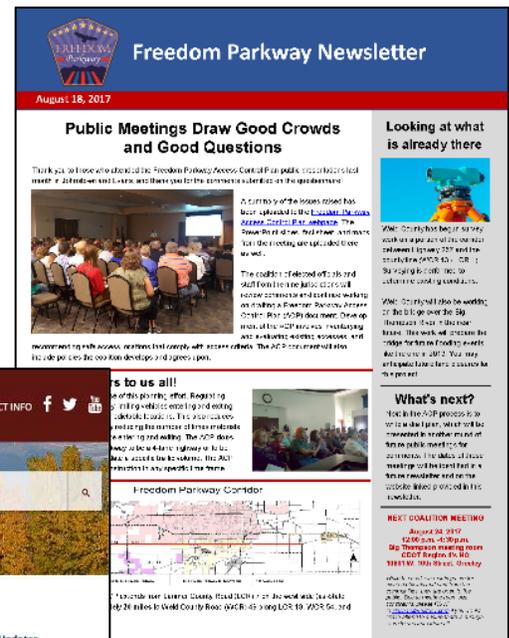




IV. PUBLIC INVOLVEMENT

Public involvement is an important element for any planning effort funded with taxpayer money such as this Freedom Parkway Access Control Plan. Transportation is a formative part of our built environment and influences growth, development patterns, and how and where travel occurs. As such, the Freedom Parkway Coalition maintained an ongoing outreach and education effort to encourage participation from residents, business owners, property owners, and others. The following efforts were conducted in this regard:

- **Website** – Weld County hosted the study website at the following address: www.weldgov.com/departments/public_works/access_control_plans/freedom_parkway/
- **Newsletters** – These were produced approximately monthly or quarterly and distributed to a mailing list of interested persons. The newsletters were posted and archived on the study website.
- **Public Meetings** – Two rounds of public meetings were held in the summers of 2017 and 2018 at project milestones.
- **Neighborhood Meetings** – Smaller, focused meetings were held for residents interested in a particular area or issue on the corridor.





The Freedom Parkway Coalition organized two open house meetings in July 2017 for interested citizens to learn about the project, review existing conditions, identify problem areas, and discuss potential solutions. Notices were mailed to every land owner within one-half mile of the corridor and notice was also published in the *Greeley Tribune* and *Johnstown Breeze* and on the project website. Feedback from the meetings and emails was then incorporated into a draft ACP.

A second round of open house meetings were hosted by the Coalition in June 2018 to review the draft report and access and policy recommendations. The draft ACP was again revised based on feedback received during the open house meetings and posted for review on the project website.



The Freedom Parkway Coalition appreciates the time and energy of those who participated in the study and provided the many thoughtful comments received.





V. ACCESS RECOMMENDATIONS

The access inventory database previously introduced as **Appendix J** contains recommendations for future access management efforts in addition to the existing conditions data and safety concerns. The recommendations are based on concerns identified in the safety analysis and current lot configurations. If adjacent lots are consolidated or re-platted for redevelopment, access control techniques should be applied where necessary to meet spacing and sight distance requirements.

It is important to note that the access recommendations are guidelines for future consideration and not a definitive set of requirements. They are intended to be used by developers, land owners, staff, and elected officials as a guide for future actions to reduce the number of access locations on the corridor and to ensure each access meets safety spacing and sight distance criteria. In many cases, there may be more than one potential action that could be taken. Changes to the access on one property can affect the possible changes on adjacent properties, making the process of determining a best course of action more complicated.





VI. POLICIES

The following policies were established by the Freedom Parkway Coalition for the Access Control Plan (ACP). If there is a conflict between these policies and those of an agency or local government, the more restrictive shall apply.

New Access Policy

- ***Additional Access*** - Only new accesses that comply with the ACP criteria shall be permitted. No new accesses to Freedom Parkway that do not comply with the ACP criteria shall be permitted from existing legal parcels unless approved through the ACP amendment process in accordance with provisions in Chapter VII, *Referrals and ACP Amendments*. New lots shall share accesses where feasible in order to minimize the number of additional accesses. New access locations must meet spacing requirements and should not interfere with the location, planning, and operation of the general street system or access to nearby properties.
- ***New Accesses to be located on Side Roads*** - New access onto Freedom Parkway shall not be permitted if access to a lower classified road is feasible. The proposed new access must meet spacing requirements and should not interfere with the location, planning, and operation of the general street system or access to nearby properties.
- ***Access Spacing*** - No new full-movement access shall be permitted within 660 feet of an existing access or intersection, as measured from the centerline of accesses and/or streets. Minimum spacing shall not apply to gated accesses for emergency vehicles, restricted accesses (for example, right-in/right-out), or future accesses depicted on the access inventory maps.

Access with Safety Concerns Policy

Accesses with safety concerns, as indicated on the access inventory maps in **Appendix E** and the access inventory tables with recommendations in **Appendix J**, shall be eliminated, relocated, consolidated, or reconfigured as soon as feasible, when development occurs, with change of use, or when the road is widened, whichever occurs sooner.



Change of Use Policy

Existing accesses shall be restricted to the current use category identified in the access inventory maps and database in **Appendices E and J**, respectively. Change of use of the property/access will require the existing access to be brought into compliance with spacing and sight distance criteria or eliminated. Change of use is defined as a use substantially different from the previous use of a building or land unless such change can be shown to have no effect on vehicular circulation or traffic volumes anticipated to use the access.

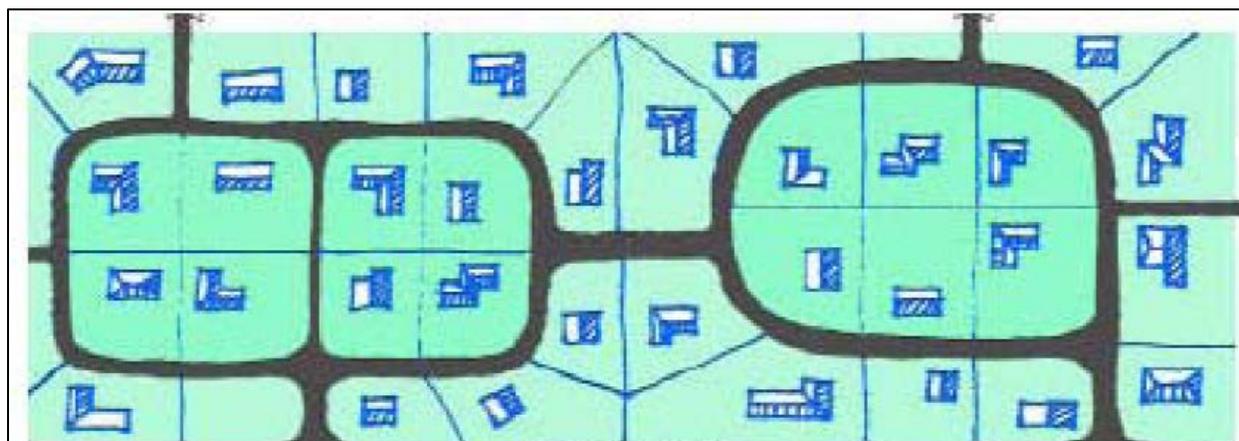
Road Spacing Policy

No new public road shall intersect with Freedom Parkway unless the new road is constructed to an arterial or collector standard and it is located at least one-quarter mile from any other existing public road(s) intersecting Freedom Parkway. However, where there are existing roads on one side of the street (for example, on the north side of 37th Street between 35th and 47th Avenues), it is more important for streets on the other side to align with existing roads than to meet the minimum spacing.

If accesses exist within 660 feet of a new road, such existing accesses shall be eliminated, relocated, or converted to right-in/right-out movement by installation of a median or similar type of improvement to ensure the safety and integrity of the corridor is maintained.

Jurisdictions should require new subdivisions to include street connections to existing and future abutting developments where possible as shown in **Figure 25**. This will keep some traffic on local roads and reduce traffic on Freedom Parkway.

Figure 25 – Subdivision Connections



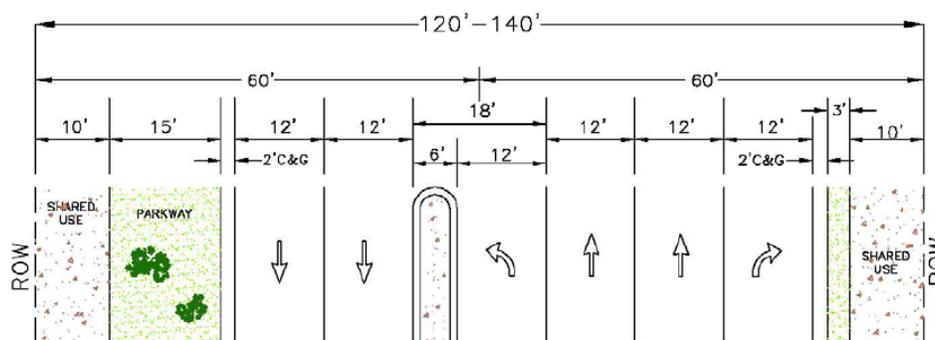


Right-of-Way Policy

The ultimate future right-of-way (ROW) width of Freedom Parkway shall generally be 120 feet along the corridor. At the following intersections it shall be 140 feet for approximately 1,800 feet to the east and west - LCR 3, LCR 1/WCR 13, WCR 17, SH 257, Two Rivers Parkway, WCR 43, WCR 45, WCR 47, and WCR 49. Entities may reduce this distance within their jurisdiction based on a traffic impact study (TIS) prepared by a licensed Colorado Professional Engineer.

For new developments, redevelopment, or changes in land use, the appropriate jurisdiction shall obtain additional ROW as necessary to meet the 120 and 140 foot requirements identified on the ultimate cross-section of the Corridor Vision (see **Appendix B**). New developments and redevelopment projects shall dedicate additional ROW as necessary to meet these width requirements as long as the dedication is in proportion to the development. Exceptions may be made for smaller scale development such as recorded exemptions, which may reserve rather than dedicate future right-of-way.

Setbacks for new structures should be measured from the ultimate future right-of-way to ensure buildings will be an appropriate distance from the widened road.



Speed Limit Policy

Posted speed limits on Freedom Parkway should remain as they are now unless a jurisdiction provides a valid safety reason for speed limits to be altered in accordance with the Manual on Uniform Traffic Control Devices (MUTCD), Colorado Revised Statutes (CRS) 42-4-1102 with a traffic investigation, and/or a speed study. Generally, speed limits in unincorporated and undeveloped areas should be 55 mph. Speed limits may be lower in developed areas but jurisdictions should maintain consistency throughout the corridor to the extent possible to reduce driver confusion.



Weight Limits / Truck Route Policy

Local jurisdictions along the corridor have the authority to prohibit trucks and commercial vehicles from the portion of the corridor under their authority per CRS 42-4-106(3). CDOT has the authority set weight limits (but not prohibit trucks) on highways under their jurisdiction per CRS 42-4-106(4), such as the section of Freedom Parkway west of I-25 which is designated SH-402. Local deliveries shall be exempt from any such weight limits. During a declared emergency or closure of US Highway 34 or 85, weight limits may be suspended.

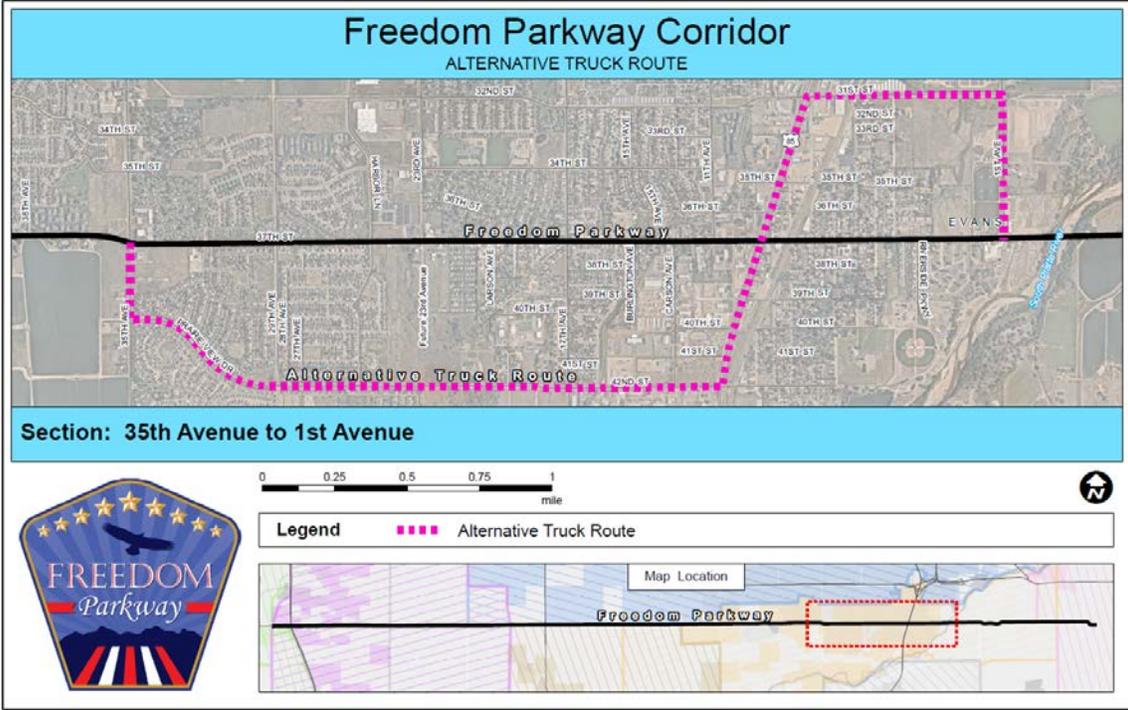
Where weight limits or truck restrictions are enacted along the corridor, it is the policy of the Freedom Parkway ACP that an alternative truck/haul route be established and approved by the agency having jurisdiction in accordance with CRS 42-4-106(3). Future alternative haul routes must be approved by at least five of the eight entities that make up the Freedom Parkway Coalition (i.e., Weld County, Larimer County, Loveland, Greeley, Kersey, Evans, Milliken, and Johnstown).

The City of Evans might in the future restrict trucks from 37th Street in their jurisdiction due to the residential development and limited right-of-way along this section of the Freedom Parkway. The adoption of the Freedom Parkway ACP therefore reserves the City of Evans' right to implement an alternative truck/haul route in Evans as shown in or similar to **Figure 26**.





Figure 26 – Alternative Truck/Haul Route in the City of Evans





Functional Classification Policy

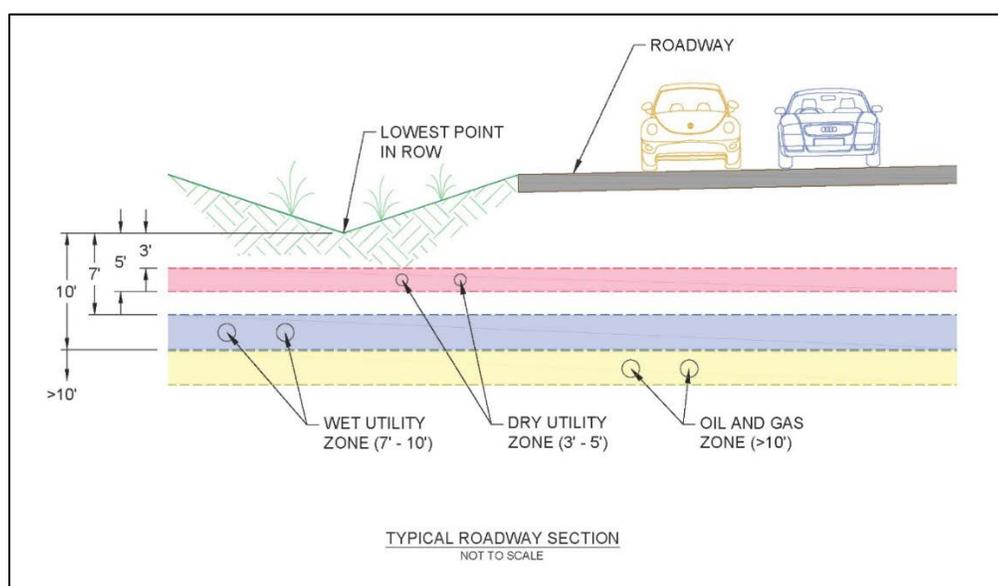
Freedom Parkway is considered by the various entities to be an arterial road, except in the City of Evans' *Transportation Plan*, which identifies the portion east of US 85 as a collector street. If an entity wishes to change the functional classification of any portion of Freedom Parkway to a classification other than arterial, it must first be approved through the ACP amendment process described in Chapter VII, *Referrals and ACP Amendments*.

Road Cut & Boring Policy

In order to preserve the integrity of the road surface, the general policy of the entities is that road cuts will not be allowed in any section of road that has been reconstructed with concrete pavement after adoption of this ACP. Any road cut that may be allowed must include the reconstruction of the affected roadway section to meet design standard to which the road was constructed.

All utility crossings shall be bored under the road to the extents of the future Freedom Parkway right-of-way limits. The zone for typical dry utilities (e.g., electric, phone, fiber, cable) is 3 to 5 feet below the lowest point in the ROW (e.g., roadside ditch flowline elevation). The zone for wet utilities (e.g., water, sewer) is 7 to 10 feet deep. Oil and gas lines must be at least 10 feet below the lowest point in the ROW. **Figure 27** shows these depth requirements graphically. Municipal utilities may deviate from these requirements per the standards and regulations of the applicable jurisdiction.

Figure 27 – Depth Requirements for Utility Crossings





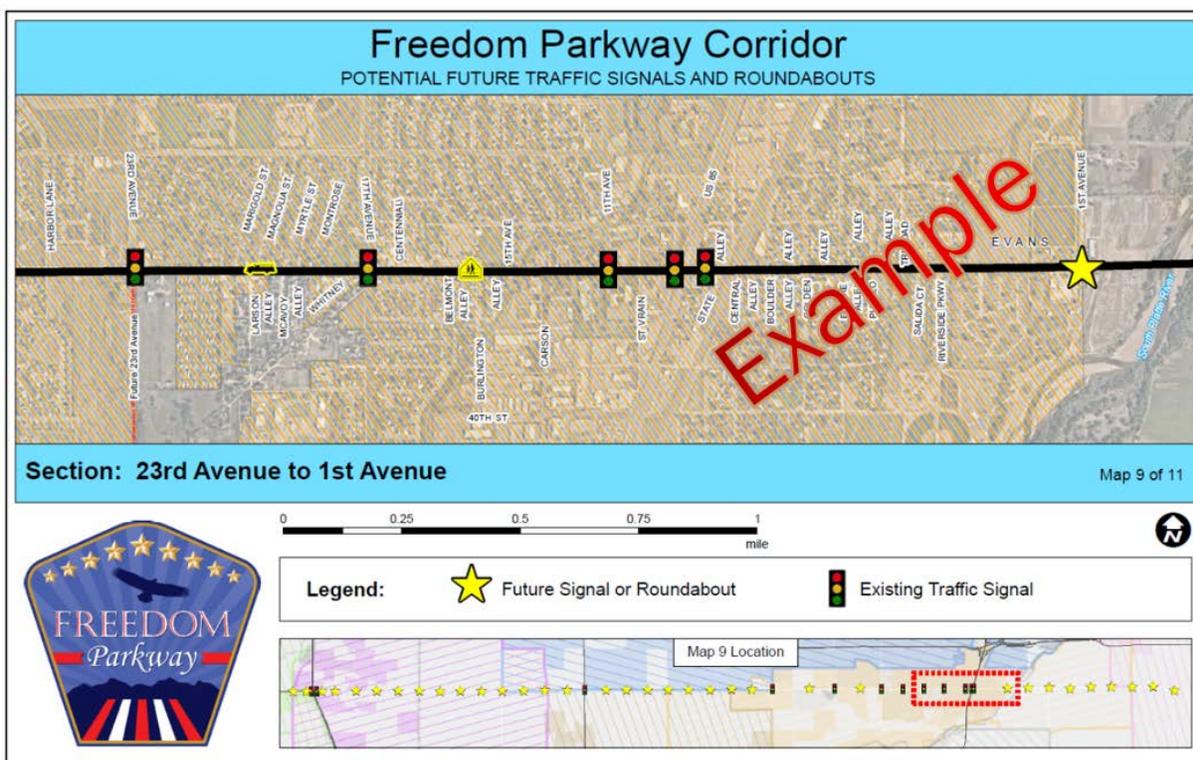
Level of Service (LOS) Policy

Larimer and Weld Counties and CDOT shall endeavor to maintain their respective unincorporated sections of Freedom Parkway at an LOS “C” or better. Within the cities and towns, jurisdictions shall endeavor to maintain their respective sections of Freedom Parkway at an LOS “D” or better. Developments projected to result in traffic generation that would reduce the existing LOS below these standards should be required to install improvements to mitigate the impacts and ensure the minimum LOS is maintained. Road impact fees may be paid by the development in lieu of construction of mitigating improvements. Level of service categories were presented previously in **Figure 11**.

Full Intersection Control (Traffic Signal/Roundabout) Policy

Future traffic signals shall only be installed at major intersections shown on the maps in **Appendix G, Potential Future Traffic Signals and Roundabouts**. **Figure 28** shows an example of the maps in **Appendix G**. New signal or roundabout installations must meet warrants in accordance with the Manual on Uniform Traffic Control Devices (MUTCD). The local jurisdictions will work together to coordinate signal location and timing.

Figure 28 – Potential Future Traffic Signals and Roundabouts (Example)





When a signalized intersection is warranted on Freedom Parkway, a cost-benefit analysis is recommended to determine if a roundabout would be more suitable than a traffic signal in maintaining/enhancing mobility and safety on the corridor. The analysis should include future maintenance and life expectancy considerations for the potential improvements. The decision to implement one or the other may be based on several factors in addition to a cost-benefit analysis. Where roundabouts are installed, they should be lighted and include roll-over truck aprons on the center circle and should be sized to accommodate trucks and farm equipment. A minimum radius of 65 feet to the inside of the travel way and 16-foot travel lanes are recommended.





VII. REFERRALS AND ACP AMENDMENTS

Referrals

As part of the Freedom Parkway Access Control Plan adoption, each participating jurisdiction has signed onto an Intergovernmental Agreement (IGA) governing the implementation of and amendments to the plan. The IGA is included as **Appendix K**.

The parties will be responsible for enforcing the ACP in their respective jurisdictions. However, in order to continue the cooperative spirit of the ACP process after its adoption, each entity will notify the others, by email, of proposed developments adjacent to Freedom Parkway within its jurisdiction, such as re-zonings, subdivisions, special use permits, site plan reviews, and access permits. Each entity will also notify the other ACP members of planned road improvements, such as road widenings and installation of traffic signals and/or roundabouts. Such notifications should provide the other entities an opportunity to comment, usually within a ten-working-day timeframe, but do not transfer any responsibility for approvals from the entity with jurisdiction.

Where a question of interpretation of the ACP arises, the parties may wish to meet to discuss the provision in question to maintain consistency. The entities should also hold a meeting at least annually to update the others on upcoming and recent actions relating to Freedom Parkway.

ACP Amendments

The following process shall be followed for amending the ACP:

1. Proposed amendments shall be submitted to Weld County Public Works by one of the entities participating in this ACP: Weld County, Larimer County, Loveland, Greeley, Kersey, Evans, Milliken, and Johnstown. The submittal request shall include a written description of the proposed amendment to the ACP, justification for the amendment, and supporting traffic analysis performed by a licensed Colorado Professional Engineer.
2. Weld County Public Works will schedule a Freedom Parkway Policy Committee meeting during which proposed amendments shall be considered. The Policy Committee shall consist of one representative from each entity with each entity receiving one vote. Each representative will provide a vote of support or denial on behalf of their entity. The submitting entity will be given an opportunity to present its request and answer questions.



3. The Policy Committee will review the submittal for consistency with the ACP.
4. At least five of the eight entities must vote in favor of the proposed amendment for it to take effect. Proxy votes will not be allowed.