COLORADO
Department of Transportation

Active Transportation Plan

Adopted XX, 2025

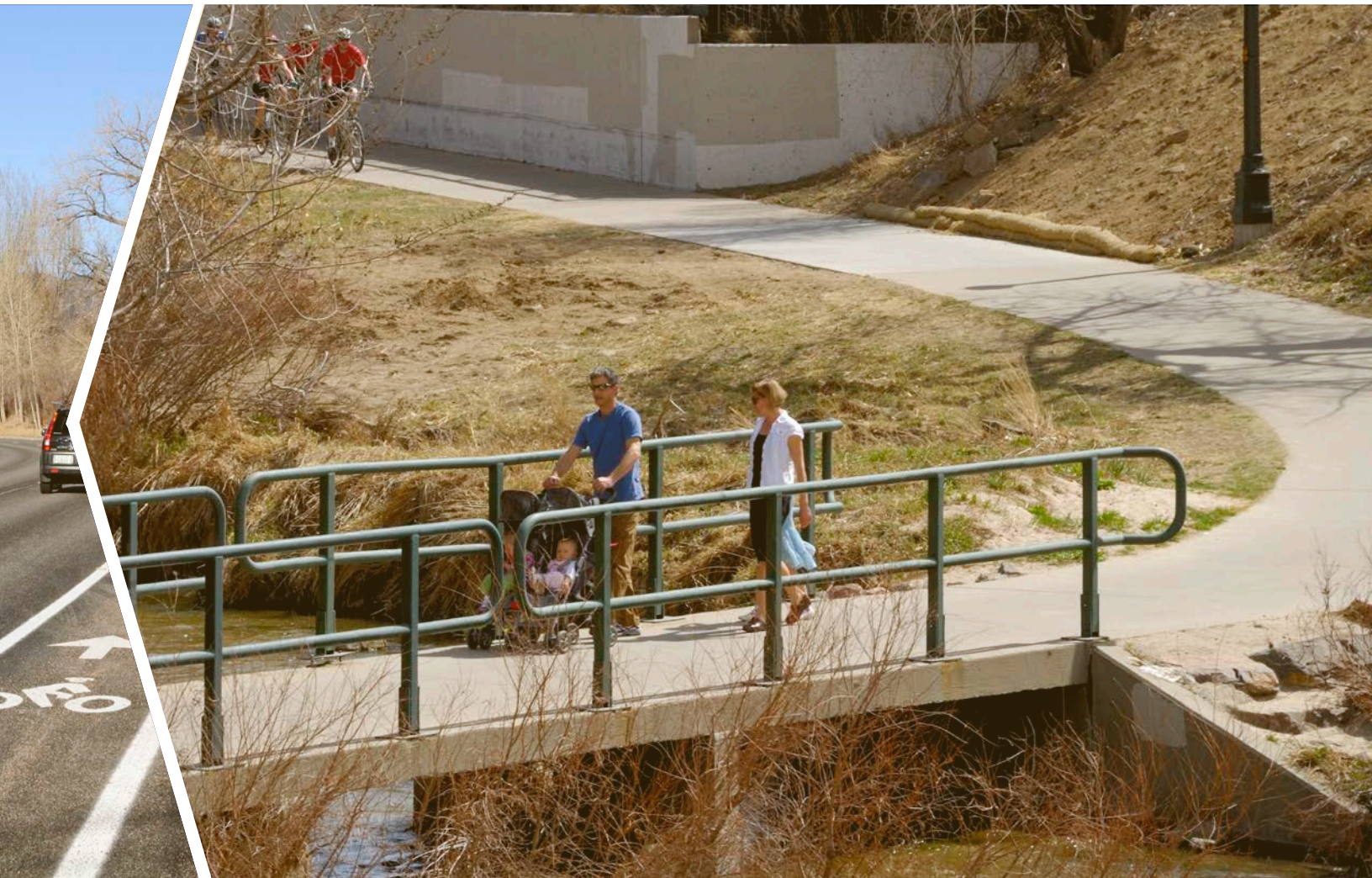


Table of Contents

Introduction

Active transportation is as integral to Colorado's way of life as the scenic mountains and serene plains, and it supports Coloradans' emphasis on health, wellness, and outdoor recreation. The opportunity for an active lifestyle is a major draw for our state; biking, walking, and rolling, whether for transportation or recreation, fit perfectly with the Colorado ethos. They are also a primary transportation option for many Coloradoans - for a variety of reasons, many people (by some estimates up to one third of the general population) do not have access to a personal motor vehicle and/or are not able to drive, and it is imperative that our transportation system serves them as well as it does anyone else. Active transportation, which encompasses any human-scale and typically human-powered mode of transportation, also aligns well with statewide priorities and goals related to safety, equity, accessibility, and sustainability.

In recognition of the importance of active transportation to our state, the Colorado Department of Transportation (CDOT) developed its first-ever Statewide Bicycle and Pedestrian Plan in 2012 to comprehensively assess active transportation conditions, concerns, and opportunities throughout Colorado and identify strategies for improvement. Since its adoption, the need for a robust active transportation plan for the state of Colorado has only grown, fueled by several key developments and advancements in best practices for active transportation planning as well as growing challenges related to the safety, functionality, and resiliency of our transportation system. This comprehensive Active Transportation Plan (ATP) update embraces these evolving best practices and directly addresses these substantial issues, to ensure that Coloradans continue to have access to safe active transportation options and that biking, walking, and rolling continue to thrive and grow as mobility choices for everyone.

Purpose

This CDOT Active Transportation Plan embraces statewide momentum around active transportation investment and establishes goals, policy recommendations, and methods to guide the next generation of active transportation improvements in Colorado in collaboration with local agencies, community members, and other stakeholder groups. The ATP establishes a framework for consistent, defensible, and equitable evaluation and prioritization of active transportation projects - a recognition that the demand for investment in active transportation exceeds available resources. The ATP both builds from and informs other statewide planning initiatives to ensure active transportation is thoroughly considered and prioritized in broader discussions around mobility, equity, safety, connectivity, and sustainability.

Vision & Goals

Vision:

Colorado's active transportation network is well-connected, comprehensive, and convenient - our bikeways, sidewalks, and trails get people where they want to go. This system offers everyone the opportunity to safely and confidently rely on or choose active modes over driving, in turn improving transportation sustainability, reducing car dependency, and mitigating traffic congestion. Enhancing our active transportation network will enhance quality of life for all Coloradoans.

Colorado's Active Transportation Vision is supported by four core plan goals, each of which are supported by associated strategies and performance measures in the plan:

Safety:

Enhance the safety of active transportation users by reducing crashes, injuries, and fatalities.

Equity:

Ensure equitable access to safe and convenient active transportation facilities for all communities, particularly underserved and vulnerable populations.

Mobility Choice:

Increase the availability, accessibility, and convenience of active transportation to create a complete network that provides sustainable and affordable alternatives to driving and improves air quality.

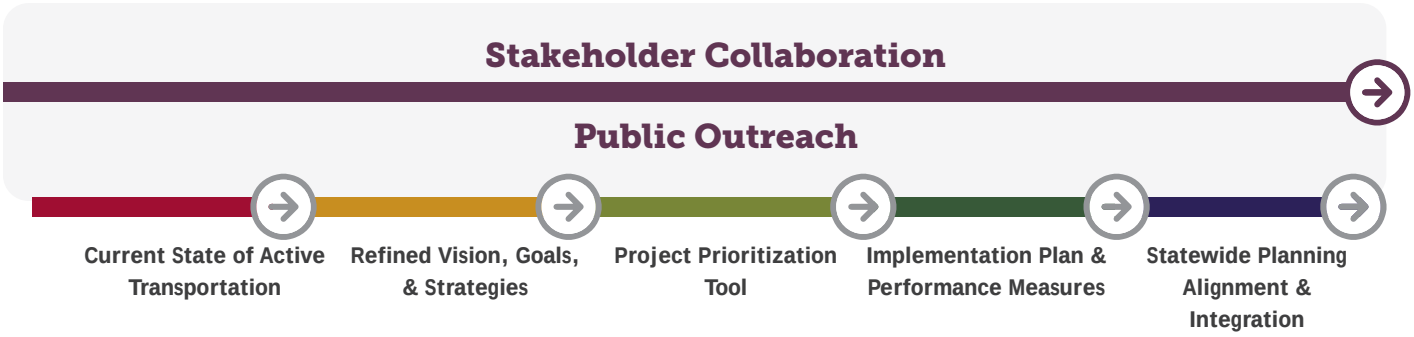
Connected Communities:

Promote connections among active transportation, transit, and the built environment to maximize the impact of investments in active transportation infrastructure and programs.

Planning Process

The ATP was developed through a robust stakeholder process held in 2024 and 2025. Multiple CDOT departments collaborated with several stakeholder groups and the public to craft a refined vision and goals for active transportation in Colorado. This collaboration was supported by a robust analysis tool which will inform ongoing prioritization and implementation of active transportation projects. **Figure 1** outlines the ATP process.

Figure 1. ATP Process Chart



Stakeholder Collaboration

Three primary stakeholder groups were established to guide and inform the planning process. The ATP Project Team and the ATP working Group were composed of CDOT staff, and the ATP Community Advisory Committee included staff representatives of planning partners and active transportation advocacy groups.

The ATP Project Team met monthly during development of the plan. This group included key CDOT staff from the Division of Transportation Development and played a leading role in crafting plan elements and recommendations, and strategizing on broader stakeholder and community outreach.

The ATP Working Group met at least bimonthly during development of the plan. This group included a larger number of CDOT staff from a variety of divisions and regions; and helped to review and provide feedback on draft plan content, shared relevant updates and findings from other CDOT planning efforts, and supported broader outreach.

The ATP Community Advisory Committee met at four key points during development of the plan. This group included dozens of members representing agencies and organizations throughout the state, and provided local and regional feedback on draft plan elements.

Public Outreach

The public helped craft the ATP vision and informed development of strategies. The primary means of engagement was through an online survey administered between June 12th, 2024 and September 13th, 2024 which asked questions about travel habits, barriers to active transportation, preferences on various active transportation facilities, benefits of active transportation improvements, and demographic information. It was distributed in English and Spanish through the CDOT website and social media, at public events, and in partnership with CDOT planning partners and ATP stakeholders. The survey received 3,099 responses. Responses were received from every CDOT planning region and 86% (55) of Colorado counties. At least 1 out of 10,000 residents in every Transportation Planning Region (TPR) completed the survey, with the top three by response rate being Intermountain (26 responses per 10,000 residents), San Luis Valley (9) and Northwest (6). A summary of findings from the survey are presented below, with additional detail provided in Appendix A.

Among survey respondents, exercise and recreation are by far the most common reasons for walking or biking, though 67% walk and 56% bike on at least a weekly basis to reach a destination. Visual preference questions found that most respondents feel confident or comfortable using detached sidewalks, shared multiuse paths, separated bike lanes, and buffered bike lanes.

A series of questions asked respondents to identify the primary barriers that prevent them from walking and biking more, as well as the improvements that would be most likely to increase their use of active modes. The distance required to reach destinations, the amount of car traffic encountered, and a lack of sidewalks were commonly cited barriers for walking; the amount of car traffic encountered, a lack of dedicated bike lanes and/or paths, and concerns for personal safety were commonly cited barriers for biking. Safer intersections and more/better active transportation facilities were commonly cited improvements for encouraging more active transportation use, and shorter distances between origins and destinations was the top identified improvement for encouraging walking.

Figure 2. ATP Survey Responses on Travel Modes

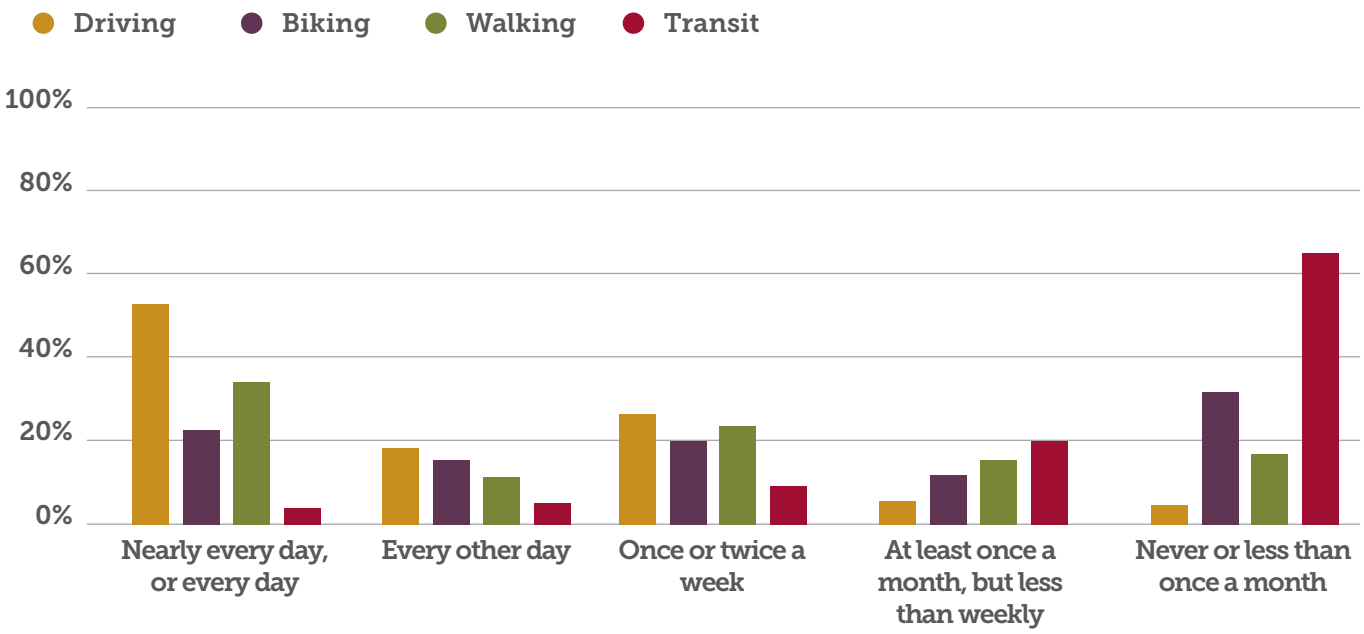


Figure 3. ATP Survey Responses on Barriers to Walking

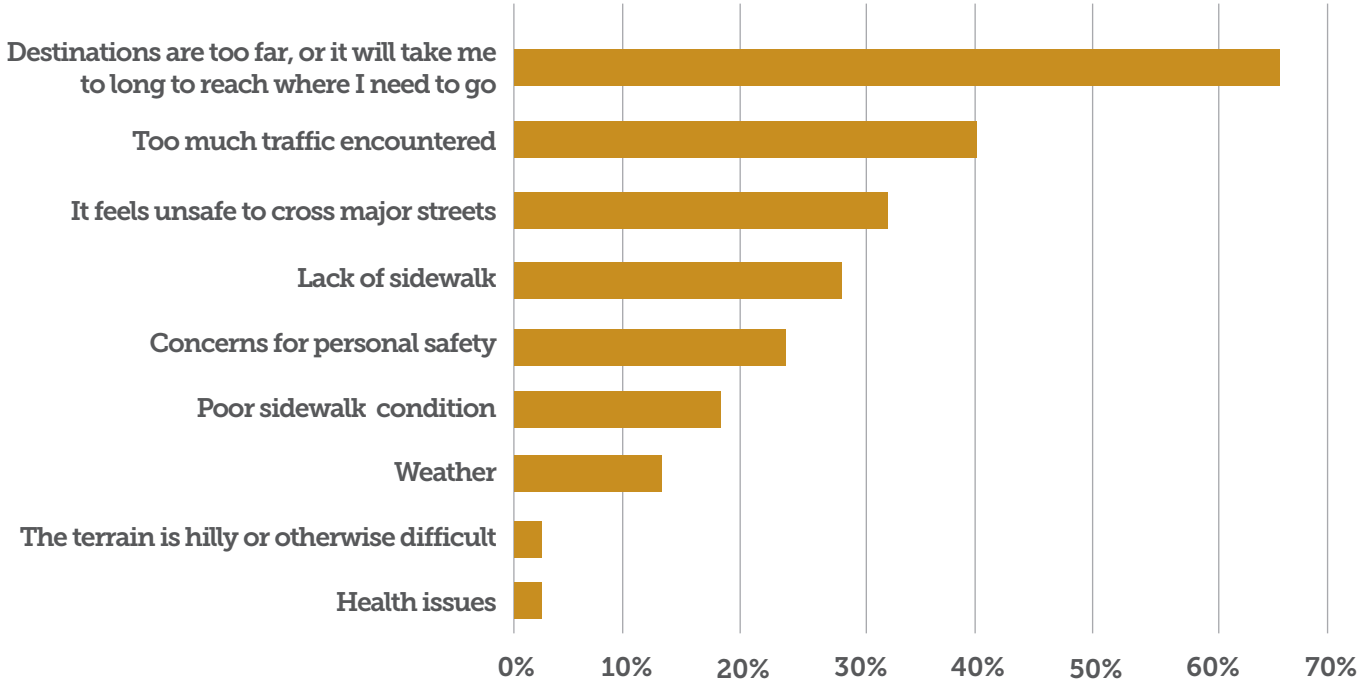
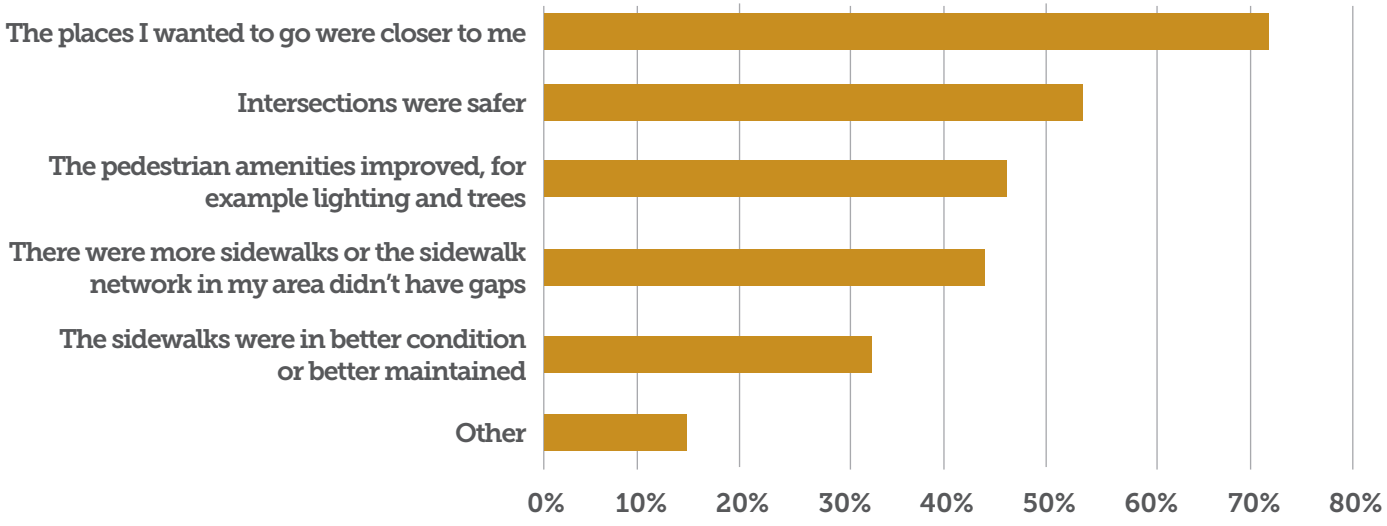


Figure 4. ATP Survey Responses on Priority Walking Improvements



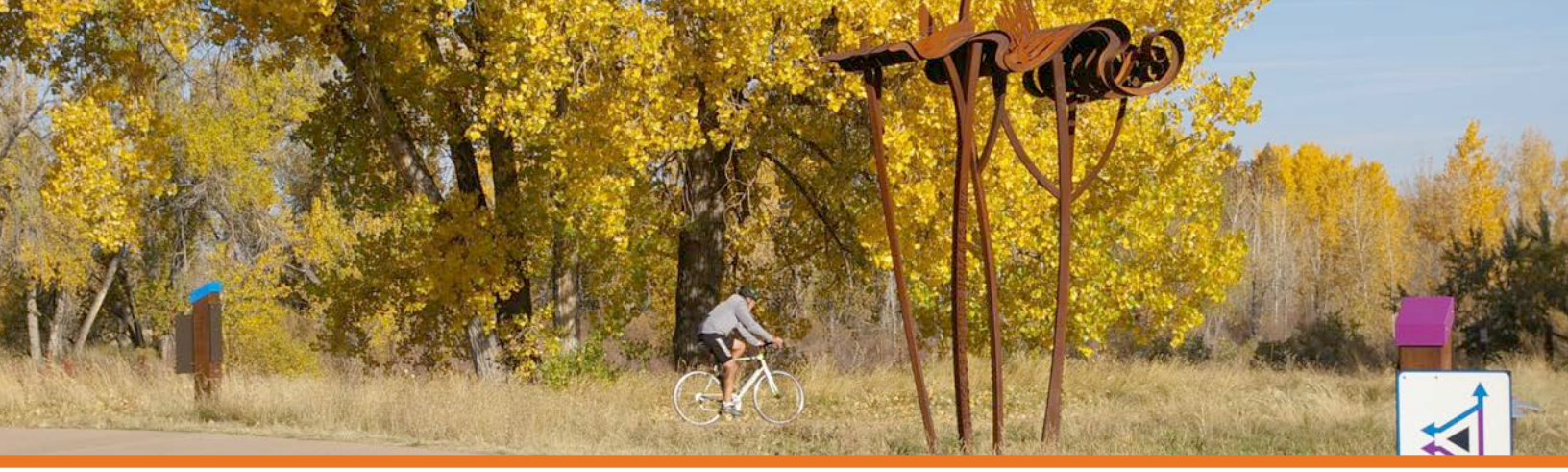


Figure 5. ATP Survey Responses on Biking Barriers

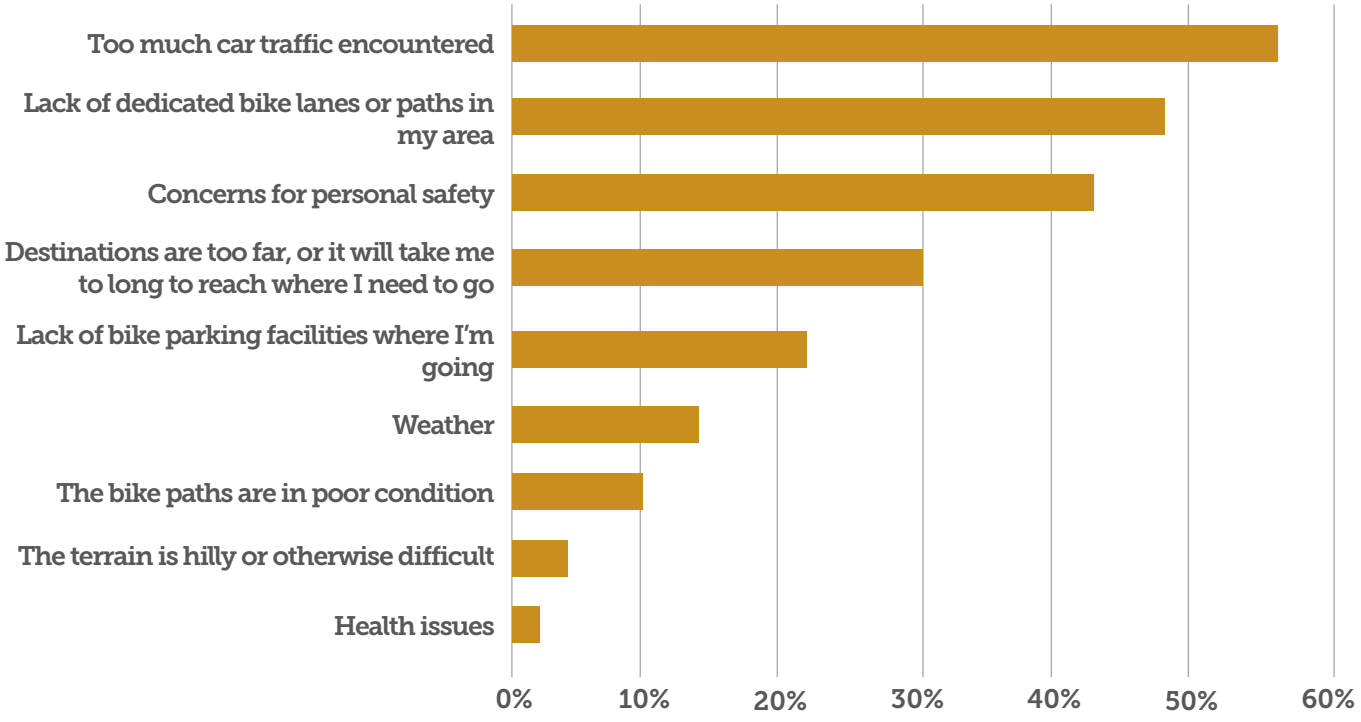
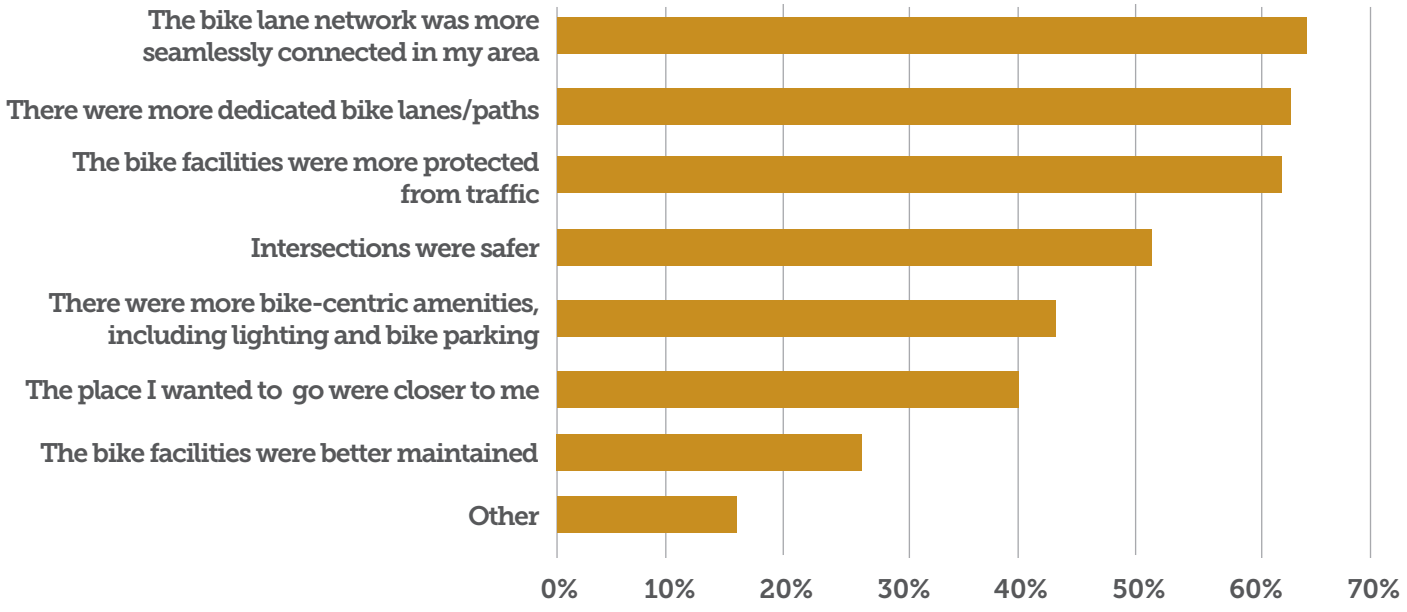
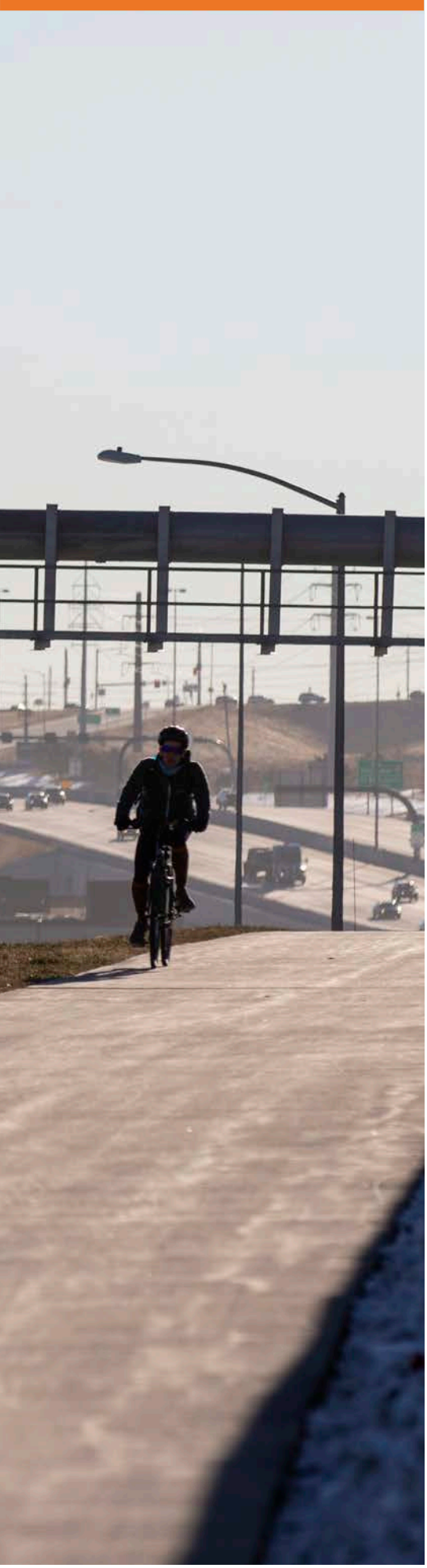


Figure 6. ATP Survey Responses on Priority Biking Improvements





An open-ended question asking respondents to describe their vision for active transportation in Colorado garnered a wide variety of feedback, with some key themes including:

- **Convenience**: connected, seamless network
- **Essential Destinations:** access to work, school, and shops
- **Infrastructure:** separated bike lanes, safe intersections, continuous sidewalks
- **Safety:** more safe places to walk and bike
- **Transit:** access to transit stops

Project Prioritization & Implementation

Building from the plan vision and goals, as well as stakeholder and public input, the planning process culminated in three key outcomes to support prioritization and implementation of active transportation projects throughout Colorado in the coming years: the Priority Active Connections Explorer (PACE) tool, strategies, and performance measures. Each of these plan elements are discussed in more detail later in the report.

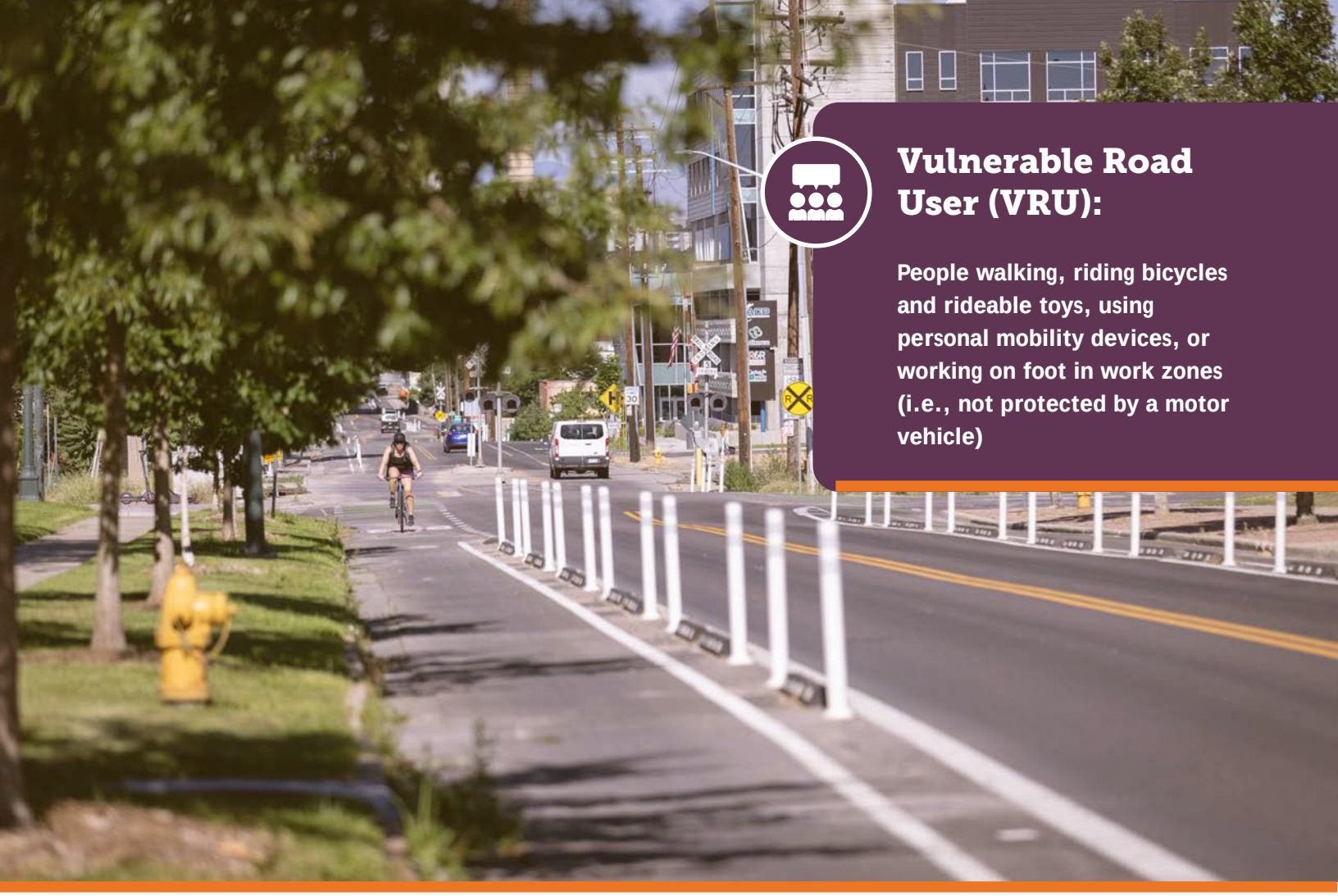
- **PACE**: This tool is a supporting component of the ATP to help CDOT and its planning partners identify and compare locations throughout the state that are priorities for active transportation improvements, based on 14 data inputs. PACE is an interactive webmap-based tool that "scores" active transportation need across the entire state highway system in one-mile increments. The top ten highest scoring segments for each TPR are included in an appendix.
- **Strategies**: A robust and diverse set of 53 recommended strategies for improving active transportation in Colorado was developed for the ATP. These cover planning, policy, funding, data and resources, education, partnerships, and projects; and are further categorized into sub-categories, with responsible agencies and implementation timeframes for each.
- **Performance Measures**: To track progress on enhancing active transportation safety and mobility across Colorado, the ATP defines nine quantitative performance measures - each associated with a specific ATP goal - as well as statewide baseline and target values for each. Maps of the baseline data for each are included for reference.

The Benefits & Importance of Active Transportation Investment

Investment in active transportation is important and beneficial to the people of Colorado for many reasons. High rates of biking, walking, and rolling (via scooters, wheelchairs, and other mobility devices) are positively correlated with a variety of health, environmental, and economic indicators; and high-quality active transportation infrastructure is a key tool in addressing transportation-related safety, equity, and sustainability goals.

Safety

Traffic-related fatalities and serious injuries involving people classified as vulnerable road users (VRUs) are a major problem on Colorado's roads. In recent years, the state has seen approximately 100 fatalities and 500 serious injuries of people classified as VRUs on an annual basis, with sharp increases over the past decade. Compared to 2013, annual pedestrian fatalities and annual bicyclist fatalities have surged by 161% and 67%, respectively, as of 2023. Bicyclists and pedestrians are also highly overrepresented in serious crashes compared to all crashes – only a small fraction of all crashes in the state involve someone classified as a VRU (2.6% of all crashes in 2023), but people classified as VRUs made up between 12% and 18% of all roadway fatalities and serious injuries every year between 2013 and 2023 (17.7% in 2023). Figure 7 highlights this overrepresentation.



Vulnerable Road User (VRU):

People walking, riding bicycles and rideable toys, using personal mobility devices, or working on foot in work zones (i.e., not protected by a motor vehicle)

Figure 7. VRU Overrepresentation in Severe Crashes

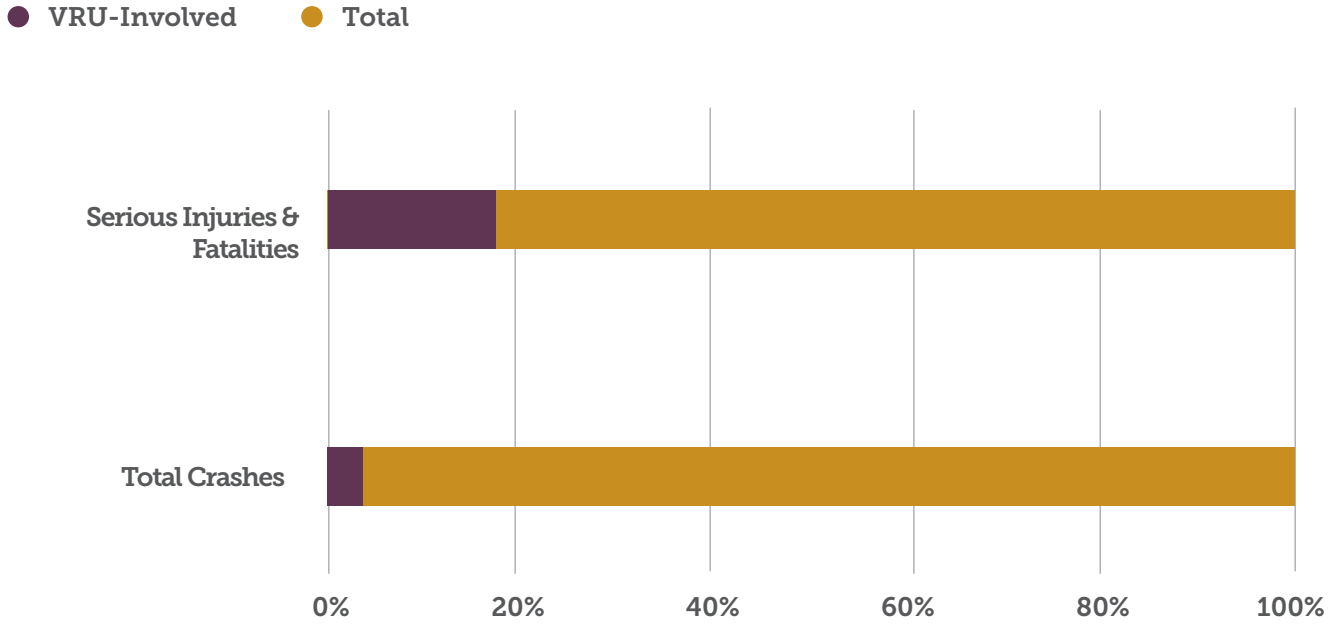
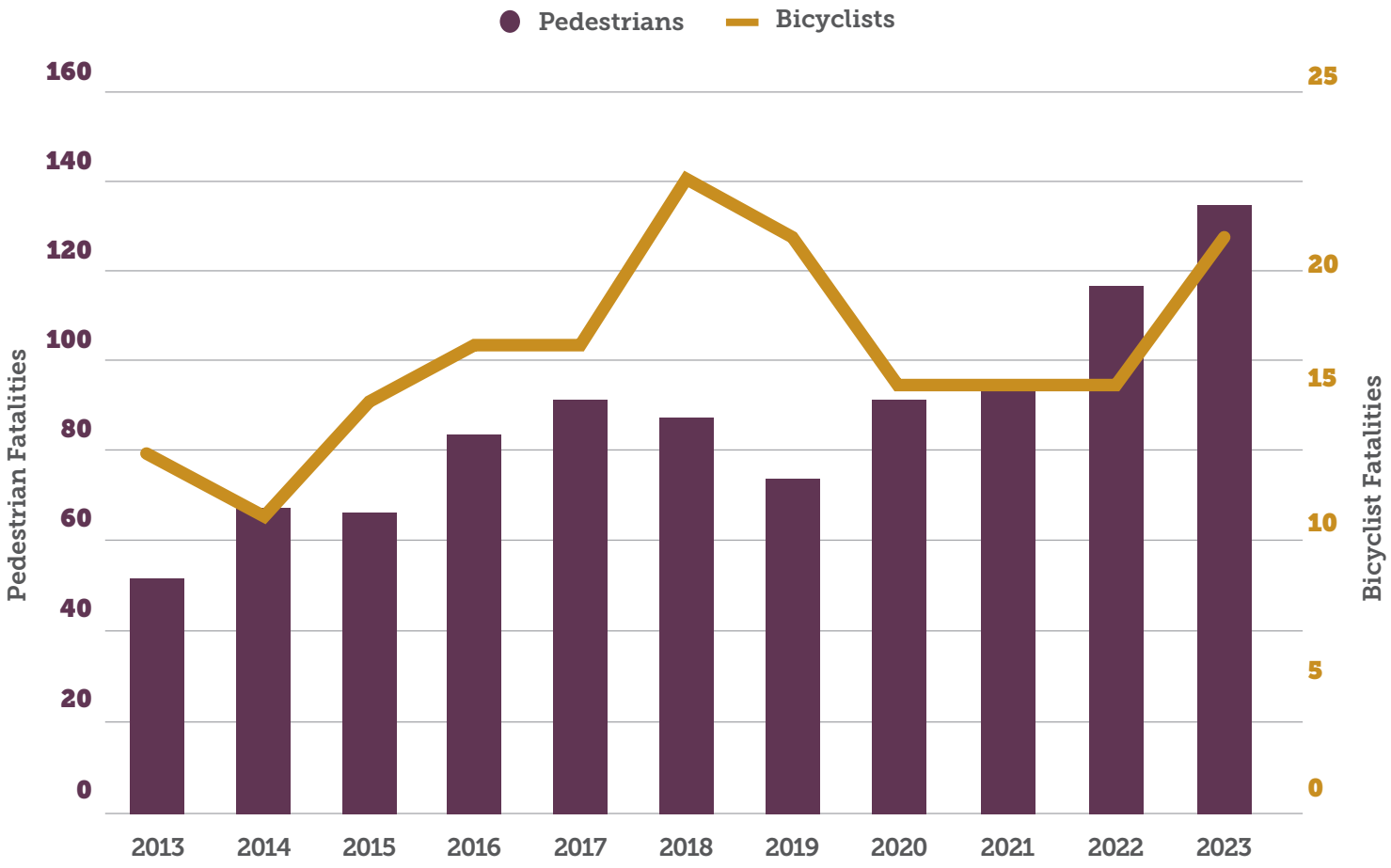


Figure 8. Annual VRU Fatalities in Colorado, 2013-2023

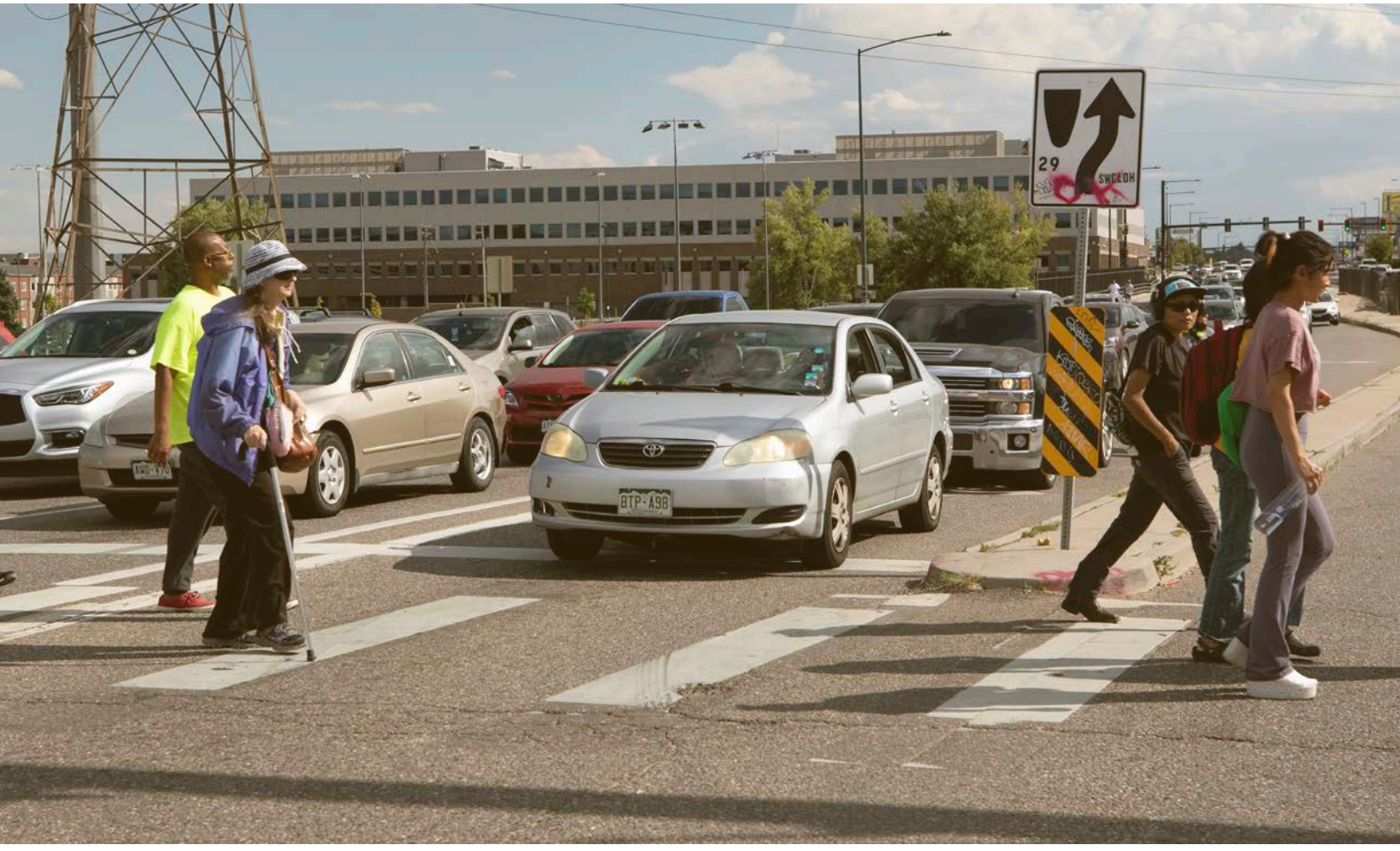


It is important to acknowledge that VRU injuries and fatalities are not distributed equally among demographic groups. The Colorado VRU Safety Assessment found that census block groups in Colorado that meet the definition of Disproportionately Impacted Communities (DI Communities) based on factors related to race, income, English proficiency, etc. have a VRU crash rate per 1,000 population approximately twice as high as non-DI Community block groups. Nationwide, research published in the American Journal of Preventive Medicine found that Black people have pedestrian and bicycling fatality rates of 118% and 348% higher than white people, respectively. Implementation of active transportation facilities and crossing treatments that provide greater separation from vehicular traffic and reduce conflicts between vehicles and vulnerable road users is key to improving safety for people classified as VRUs, along with design interventions to reduce vehicle speeds.

Disproportionately Impacted Communities

Colorado defines disproportionately impacted communities at the census block group scale based on eight primarily demographic-related criteria. The census block group scale is the smallest geographic scale of data available from the U.S. Census Bureau, typically containing 600 to 3,000 people. Disproportionately impacted communities include:

- **Low-income communities**
- **Communities of color**
- **Housing cost-burdened communities**
- **Linguistically isolated communities**
- **Communities with environmental and socioeconomic impacts**
- **Tribal lands**
- **Mobile home communities**
- **Historically marginalized communities**



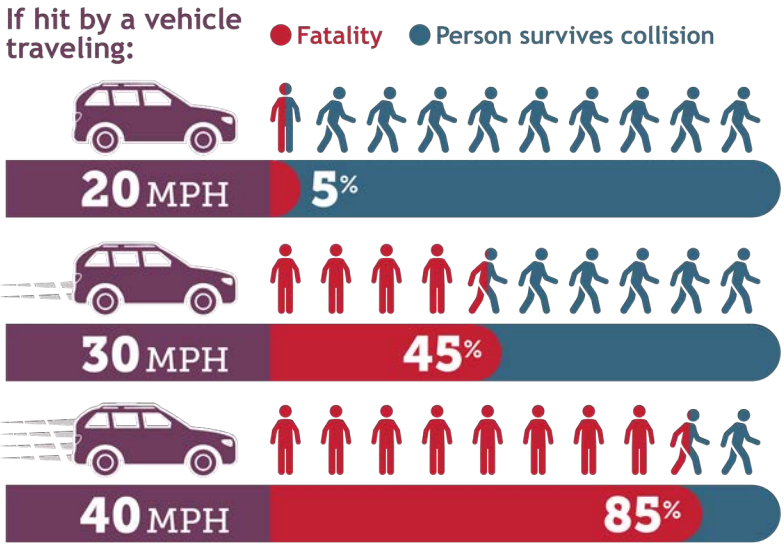
What is Causing the Increase in Pedestrian and Bicyclist Fatalities?

Over the last decade, pedestrian and bicyclist fatalities have risen substantially in Colorado and across the nation, with the number of pedestrians and bicyclists killed in traffic crashes increasing by 144% in Colorado from 2013 to 2023 and by 56% nationwide from 2013 to 2022. Nationwide, pedestrians accounted for 18% of traffic fatalities in 2022, up from 15% in 2013, while bicyclists accounted for 2.6% of traffic fatalities in 2022, up from 2.3% in 2013. Safety is impacted by:

- Level of exposure and conflict (e.g., traffic volumes and crossing points of VRUs with vehicles)
- Factors related to crash likelihood (e.g., lighting, sight distance, signage, etc.)
- Crash severity (i.e., given that a crash has occurred, factors that affect severity include vehicle speed, vehicle mass, impact angle, and protection of the involved vehicle occupants and/or VRUs)

The exponential correlation between vehicle impact speeds and pedestrian mortality rates in crashes is well-documented, with a 2011 AAA study finding that pedestrian survivability of vehicle collisions drops from 75% to 25% when the colliding vehicle speed increases from 32 miles per hour to 50 miles per hour. More recent research indicates that survivability rates have dropped since that study was completed, likely due in part to the marked increase in average vehicle sizes. The 2021 Dangerous by Design Report developed by Smart Growth America documents this trend. Since 2014, SUV sales have far outpaced sedan sales as a percentage of all vehicle sales. SUVs are heavier than sedans and also have a higher profile, making it harder for drivers to see pedestrians ahead when they are up close. In Colorado, about two-thirds (68%) of all passenger vehicle registrations are SUVs and passenger trucks, with sedans comprising the remaining share (32%). The EPA's 2024 Automotive Trends Report shows that average vehicle weight across all models has increased approximately 10% since 2005, and over 25% from the 1980s. Likely due in part to the trend of larger vehicles, a 2017 National Transportation Safety Board (NTSB) study found a decline in pedestrian survivability across all collision speeds compared to the 2011 AAA study, as shown in **Figure 9**.

Figure 9. Pedestrian Collision Survivability by Vehicle Speed



The Safe System Approach, a framework established by the Federal Highway Administration (FHWA) and used in Colorado's Advancing Transportation Safety (ATS) Initiative, aims to eliminate all fatal and serious injuries for roadway users through anticipation of human error and implementation of a transportation system with redundancies to protect everyone. ATS is a statewide collaborative effort among state and local agencies, advocacy groups, academic institutions, and private entities to invest in and commit to transportation safety across Colorado. Colorado's Safe System Approach, which through ATS has been adapted from FHWA's Safe System Approach with altered Emphasis Areas, focuses on five key elements that collectively make for a safer transportation system: Safe People, Safe Vehicles, Safe Speeds, Safe Roads, and Post-crash Care.

Within the Safe Roads element, FHWA has developed a collection of Proven Safety Countermeasures, primarily infrastructure-related strategies/installations for communities to implement in pursuit of safer streets. The agency has compiled implementation guidance, considerations, and quantified safety benefits for each. Examples applicable to active transportation include road diets (roadway reconfiguration), bicycle lanes, walkways, crosswalk visibility enhancements, pedestrian refuge islands, pedestrian hybrid beacons, leading pedestrian intervals, and rectangular rapid flashing beacons (RRFBs). **Figure 10** summarizes the elements of the Safe System Approach and highlights safety statistics of select Proven Safety Countermeasures related to active transportation compiled by FHWA.

Figure 10. Safe System Approach Elements & Proven Safety Countermeasures (source: FHWA)

Proven Safety Countermeasures

Bicycle Lanes: 49% reduction in crashes when added to 4-lane urban roadways

Rectangular Rapid Flash Beacons: 47% reduction in pedestrian crashes

Pedestrian Refuge Island: 56% reduction in crashes

Leading Pedestrian Interval: 13% reduction in pedestrian-vehicle collisions

Sustainability

Greater adoption of zero-emission travel modes like biking, walking, and rolling is a key strategy in achieving the greenhouse gas emissions (GHG) reductions as outlined in the state's GHG Pollution Reduction Roadmap and CDOT's GHG Planning Standard. State legislation establishes a target of reducing statewide emissions 50% by 2030 compared to 2005 levels (a reduction from 140 million metric tons (MMT) of carbon dioxide equivalent to 70 MMT), and the Roadmap identifies near-term actions to achieve the statutory emission reduction targets. The Roadmap seeks to reduce statewide transportation emissions by approximately 42% by 2030 compared to 2005 levels, in line with the statutory requirements for overall emissions reductions. To address transportation-related emissions, the single largest sector for emissions - accounting for approximately 22% of all statewide GHG emissions in 2005 - the CDOT GHG Planning Standard sets emission reduction targets for 2025, 2030, 2040 and 2050 by state region.

While there are many other transportation strategies and actions – vehicle electrification, regional transit expansion, etc. – that will also play a key role in achieving these required reductions, greater use of active modes for general travel is particularly relevant because they have the lowest emissions footprint of any transportation mode. Greater use of transit for local and regional mobility will be another major contributor to the emissions reductions target, and active transportation investment is important to viable transit service. The first/last mile gap recognizes that transit service generally does not bring you directly from your origin to your destination - there is some travel necessary to/from the transit stops - and that if there is no way to safely walk, bike, and/or roll for those first and last miles, people will be less likely to choose transit over a personal vehicle for longer trips even if the actual transit service is convenient.

Economic Vitality

Active transportation is a major driver of economic activity locally and statewide. It contributes hundreds of millions of dollars annually to our economy through sources such as recreation, tourism, retail sales, and manufacturing. The Economic and Health Benefits of Bicycling and Walking study report prepared in 2016 found that active transportation contributed approximately $1.6 billion to Colorado's economy and $4.8 billion in health benefits associated with the reduced mortality rates that come from increased physical activity levels (based on industry-standard statistical values of human lives). Since this study was published in 2016, interest in and embracing of active mobility and outdoor recreation has only grown.

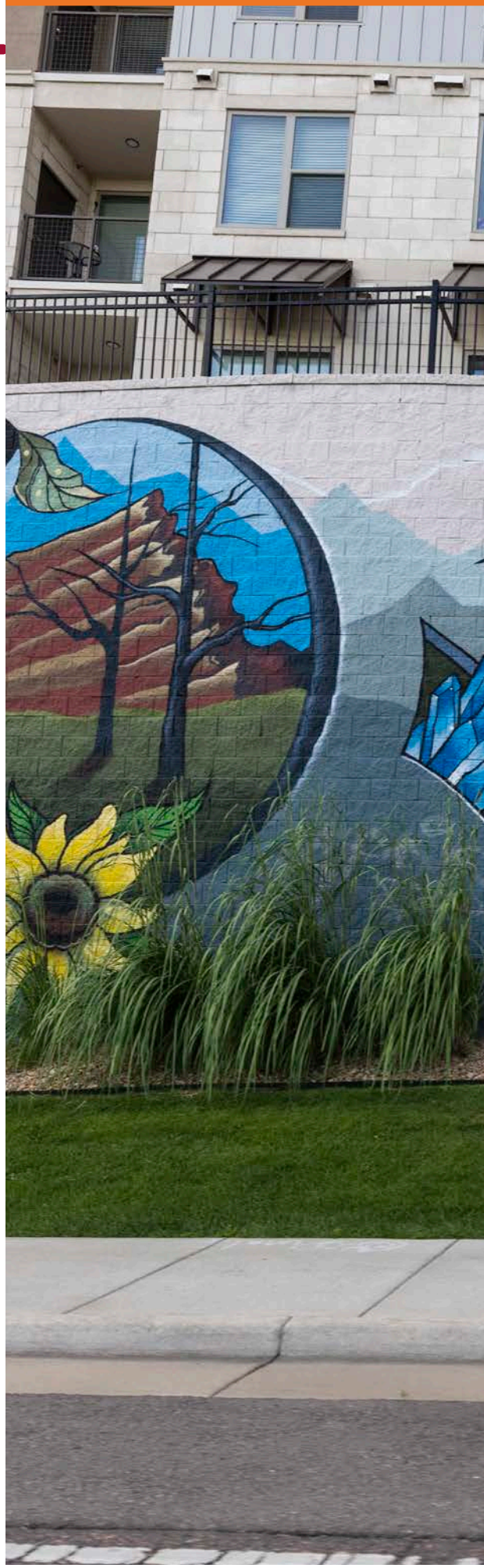
High-quality active transportation networks have also been linked to boosted property values, general increases in economic activity by better connecting people with places, and reduced healthcare costs through the encouragement of physical activity. A 2021 literature review on the economic impacts of active transportation infrastructure which reviewed 45 active transportation facilities constructed across 16 US and Canadian cities found that 57% had demonstrable positive economic impacts on retail and food service establishments within the project areas in terms of sales and/property values and another 29% had no significant economic impact, even in cases when the projects also resulted in reductions in parking or travel lanes.

Public Health

Improvements to the active transportation network help to address health and safety challenges by providing safe and affordable transportation options. Robust active transportation networks can help incorporate physical activity into daily life by encouraging people to walk, bike, and roll for their transportation needs – while also reducing the release of vehicle-generated air pollutants that are harmful to human health. In fact, supporting investment in active mode-friendly infrastructure is a best practice among public health professionals as well due to the strong correlation between physical activity and injury prevention, and reduced mortality. To realize positive and equitable public health outcomes through increased physical activity, safe active transportation infrastructure is necessary.

Research such as a 2018 study published in The Lancet and a 2021 National Institutes of Health study has also demonstrated that being outside, physical exercise, and experiencing nature can improve mental health, with links to reduced anxiety, reduced stress, and lower risk of depression; and active transportation, both for recreation and utilitarian purposes, is a great and accessible way for people to get outside. According to the Economic and Health Benefits of Bicycling and Walking report, bicycling in Colorado helps prevent approximately 50 deaths per year and walking in Colorado helps prevent approximately 285 deaths per year due to the health benefits of active transportation, a collective monetary benefit of over $3 billion annually. Beyond reductions in mortality rates, increased physical activity is also linked to reductions in lifestyle-associated chronic conditions, thus reducing the cost of household medical care.

Safe active transportation infrastructure can reduce loneliness and support social connectedness. The 2023 U.S. Surgeon General's Advisory on the Healing Effects of Social Connection and Community highlights how loneliness poses health risks as deadly as smoking up to 15 cigarettes a day and can lead to a 29% increased risk of heart disease, a 32% increased risk of stroke, a 50% increased risk of developing dementia among older adults, and increases risk of premature death by more than 60%. Increasing walkability can lead to more social interaction and, in turn, support strengthened trust in the community, community participation, and civic engagement.



Equity and Affordability

Active transportation provides an affordable way for travelers to access destinations. Approximately 30% of Colorado's population either cannot drive or choose not to drive, including some people with disabilities, young people, aging adults, and people who cannot afford an automobile or gas. According to a 2022 AAA study, the average annual cost to own and operate a motor vehicle in Colorado is $11,451, and costs associated with insurance, maintenance, and vehicles have increased since then and are expected to continue increasing. In contrast to driving, walking and other forms of active transportation are among the most affordable ways to travel, requiring little to no direct financial investment. Because they rely on human power rather than costly vehicles or fuel, these modes are inherently accessible and can provide reliable mobility options for people across a wide range of incomes. Safe active transportation infrastructure provides nondrivers with independence and the ability to more easily get where they need to go, and benefits society at large by allowing residents to access jobs, school, and community resources.

The conditions under which we all live, work, and play do not always allow active transportation to be a safe choice. As shown later in this report, severe crashes in Colorado involving a bicyclist and/or pedestrian are overrepresented in Disproportionately Impacted Communities compared to the state as a whole. In many communities, including in Colorado, past planning policies and choices have resulted in neighborhoods with higher concentrations of people of color and/or low-income households being targeted for highway expansions and industrial land uses that negatively impact air quality, along with compromised active transportation conditions within them. "Redlining" was a common practice throughout the United States in the 20th century to segregate American cities by not insuring home loans in certain neighborhoods/districts with higher concentrations of people of color, effectively prohibiting most from purchasing homes in new developments and building equity. Over time this practice led to high levels of segregation in many U.S. cities, higher property values and robust investment in newer neighborhoods with predominantly white populations, and underinvestment in the older neighborhoods where there were more people of color.

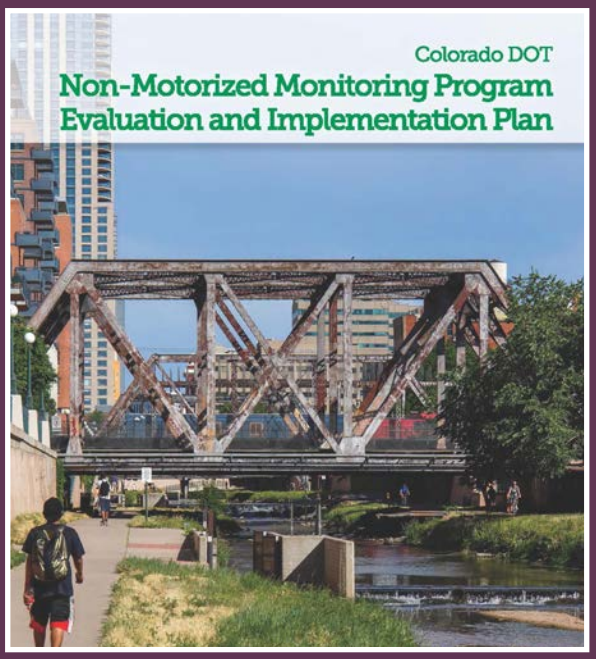
The concept of equitable mobility holds that an equitable society must provide everyone, regardless of age, race, ability, gender, or income, the ability to travel safely, easily, and affordably – and active transportation investment is key to making that vision a reality. The economic and social benefits of connecting nondrivers with their needs are essential to consider.

Accomplishments since 2012

CDOT adopted its first Statewide Bicycle and Pedestrian Plan in October 2012. In the years since its adoption, CDOT has made substantial progress in advancing towards statewide active transportation goals and supporting local investment in active transportation projects. Across the state, and with leadership from CDOT, other state agencies, the Governor, and the Colorado legislature, key accomplishments have included:

Planning Documents & Resources

Developed the Non-Motorized Monitoring Strategic Plan (2016)



This plan established the framework for a formalized program to collect active transportation usage data in the state. It includes an assessment of non-motorized data needs and gaps, program goals and objectives, and recommended strategies for recommendations. Since its completion, CDOT has been working to build a network of continuous bicycle and pedestrian counters, data from which is made publicly available online.

Developed the High Demand Bicycle Corridors network (2018)

CDOT analyzed factors including bicycle level of use, connectivity to the transportation network, crash rates, and bicycle level of traffic stress to define a series of high demand bicycle corridors within the state highway system. The intent of this network is to help guide allocation of resources toward bicycling improvements throughout the state – the corridor segments are identified in four different tiers, with Tier 1 and Tier 2 corridors being the priority for investment. The PACE tool is an update and replacement for the High Demand Bicycle Corridors.

Developed the Colorado Downtown Streets guide (2020)

This guide is a comprehensive reference document of best practices, policies, and processes related to infrastructure improvements that support vibrant, accessible, and walkable main streets and communities. It is intended to be a tool for local agencies, community members, planners, and engineers to inform discussions around improving Colorado's downtown streets. The guide includes information on the benefits of comfortable multimodal streets, design concepts, and implementation steps.

Developed CDOT Region 1 and CDOT Region 4 bicycle and pedestrian safety assessments (2022)

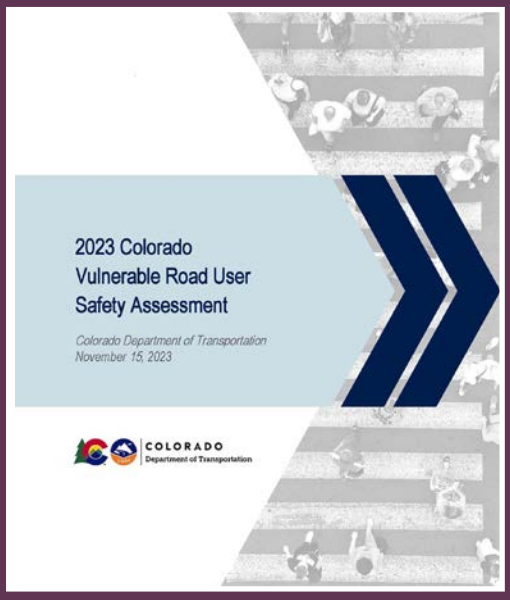
These studies evaluated in-depth active transportation hot spots and systemic network safety concerns in the Denver metro area and northeast Colorado. For the top priority improvement locations in each region, conceptual designs, cost estimates, and benefit-to-cost ratios were developed to inform future grant applications.

Established the Curb Ramp Accessibility Initiative and updated the ADA Transition Plan (2022)

In 2017, CDOT embarked on an effort to bring all curb ramps on state roadways into alignment with accessibility standards. The effort includes an inventory of all ramps and upgrades to deficient ones; with more than 20,000 curb ramps statewide, CDOT is taking a "worst first" approach to addressing deficiencies. The related ADA Transition Plan was updated in 2022 to incorporate refined accessibility guidance and requirements, highlight progress since the previous plan version (2017), and outline next steps.

Developed the Vulnerable Road User Safety Assessment (2023)

This assessment describes safety issues facing people walking and bicycling in the state and how to best address them. It is a high-level planning document that includes a detailed assessment of VRU crash statistics and trends, identification of a statewide High Injury Network, and recommended strategies for addressing VRU safety issues.



Hosted the first Colorado Traffic Safety Summit (2023)

In 2023, CDOT, in collaboration with the Colorado ATS initiative, hosted the first Colorado Traffic Safety Summit over two days in Loveland. This event brought together law enforcement, engineering, community planning, education, advocacy, emergency response, and healthcare professionals to share information and best practices to address critical safety issues on Colorado's roadways. A combination of panel presentations and workshops developed through a call for presentations occurred over the two-day event. The Colorado Traffic Safety Summit was put on again in 2024, and is planned again in the summer 2025.

Updated the CDOT Roadway Design Guide, including Chapter 12 – Accessible Pedestrian Design and Chapter 13 – Bicycle and Pedestrian Facilities (2023)

This guide provides context-specific guidance and criteria for designing transportation facilities in Colorado. It was updated in 2023 to better incorporate considerations relating to all modes of transportation and to integrate new best practices and concepts for multimodal, context-sensitive, and performance-based design. Refinements to Chapter 12 and Chapter 13 include additional details on accessible design requirements and elements, bicycle facility selection guidance, and updated typical active transportation facility details.

Developed the Pedestrian Crossing Installation Guidelines (2021) and Guidelines for Pedestrian Signal Timing (2024)

These documents serve as guides to determining where and how to improve pedestrian crossings on state highways and develop traffic signal timing at signalized pedestrian crossings. The installation guidelines outline a process for evaluating potential crossing locations, including necessary data and a flowchart for identifying proper crossing treatments depending on the context and characteristics of the location. The timing guidelines document CDOT-recommended practices for pedestrian timing intervals.

Published the Colorado Transportation Vision: 2035 (2024)

In November 2024, Governor Polis announced Colorado Transportation Vision: 2035, which includes new goals and strategies to reduce transportation-related air pollution and GHG emissions by increasing transportation options, expanding transit services, and building more housing near train and bus stops. Goals include doubling Colorado's non-auto mode share, an 81% increase in bicycle lanes and separated bicycle paths, and a 3.4% increase in sidewalks. The vision outlines strategies to ensure Coloradans have safe and reliable transportation choices, including taking a bus or train, biking, or walking, reducing traffic for all drivers, and saving Coloradans time and money while improving air quality.

Updated CDOT Project Development Manual to expand multimodal considerations (2024)

CDOT's Project Development Manual provides user-friendly guidance for the most common CDOT preconstruction processes required to develop a project. The 2024 version added sections about Transit Accommodations (Section 8.05) and Context Sensitive Solutions (Section 8.11). Section 8.05 provides guidance on integrating public transit considerations and Transportation Demand Management strategies and evaluations into projects. Section 8.11 provides guidance to incorporate community values and objectives related to scenery, aesthetics, the environment, etc. into design processes, with a focus on incorporating multimodal solutions, promoting equity, and enhancing sustainability.

Policies, Programs & Laws

Updated Policy Directive 1602 (2017)

This policy directive requires accommodating and elevating the needs of bicyclists and pedestrians in CDOT projects, including planning, design, construction, operations, and maintenance. A supporting procedural directive outlines the roles and responsibilities of various agency divisions and staff in ensuring that active transportation is appropriately considered.

Policies, Programs & Laws

Updated Policy Directive 1601 (2021)

This policy directive outlines the new interchange/interchange modification project application and approval process. An update to the directive added a requirement that project applicants incorporate committed Travel Demand Management and/or traffic reduction strategies into their projects to preserve the long-term functionality of the proposed interchange improvement.

Established the Revitalizing Main Streets (RMS) and Multimodal Transportation and Mitigation Options Fund (MMOF) grant programs (2021)

SB21-260 provided funding to the RMS and MMOF grant programs, which award funding to local agencies throughout Colorado to support projects that enhance multimodal safety and accessibility, with a substantial focus on active transportation. RMS grants are targeted specifically at implementation projects that support the vitality of downtowns, mixed-use centers, and community gathering spaces, and MMOF grants can fund a broader collection of multimodal planning, design, and implementation efforts. Since inception, RMS and MMOF have provided $298M in grant funds to 457 local agency projects focused on active transportation improvements.

Improved the Safe Routes to School (SRTS) program (2021)

This program awards State and Federal funds to projects that support Colorado students walking, biking, and rolling to school. Guided by Strategic Plans developed in 2017 and 2024, numerous advancements have been recorded since the program's inception in 2005. These include the development of an online application and management platform, and the publication of the first-ever statewide assessment of SRTS. Additionally, technical assistance support was expanded through a wide variety of webinars and the development of toolkits including one for Community Engagement and one for School Crossing Guards. With a focus on equity, the program began awarding 100% funding to projects from qualifying communities in FY 21. Most recently the grant program has expanded eligibility to include high school projects.

Established the GHG Planning Standard and increased funding for multimodal transportation (2021)

This rule approved in 2021 will reduce pollution and greenhouse gas (GHG) emissions from the transportation sector, improve air quality, and provide more travel options for Coloradans. It requires CDOT and the state's five MPOS to achieve individually set GHG reduction levels by 2025, 2030, 2040, and 2050 through developing and adopting long range plans that identify transportation investments and projects that will reduce emissions. To determine compliance, agencies model the emissions of their existing transportation networks and all future regionally significant capacity projects using travel demand models. CDOT's 10-Year Plan, which complies with the GHG Planning Standard, directs 10% of all strategic funding to transit and active transportation improvements.

Passed the Colorado Safety Stop Law (2022)

This law, passed in April 2022, gives people on bicycles and other low-speed conveyances a new safe and legal option to proceed through intersections across the state. Under the law, people on bikes and other low speed conveyances have the legal option to ride slowly through stop signs without stopping first, as long as they are yielding right of way to pedestrians and other road users who have the right-of-way. They may also proceed at red lights after coming to a complete stop, if there is no oncoming traffic.

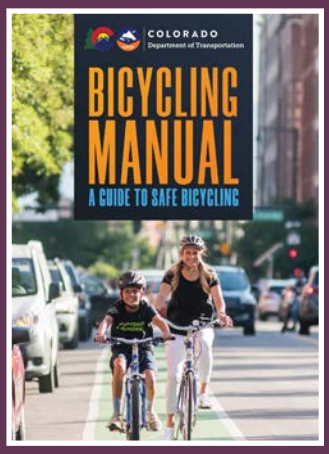
Established a statewide E-Bike Tax Credit (2024)

Colorado is leading the way in making e-bikes more affordable and accessible. Launched on April 1, 2024, the new statewide e-bike tax credit gives every Colorado resident an instant $450 discount at participating retailers when they buy an electric bike - no application or paperwork required. Funded by HB23-1272 and managed by the Colorado Energy Office, this program is one of the most ambitious efforts in the country to improve air quality and reduce greenhouse gas emissions through e-bike incentives. The tax credit will be available through the end of 2032 and builds on years of Colorado-led e-bike programs aimed at increasing access, especially for low-income residents.

Passed SB 25-030 Increase Transportation Mode Choice Reduce Emissions (2025)

This law, passed in May 2025, requires the Department of Transportation, in coordination with local governments and transit agencies, to create a transit and active transportation project inventory that identifies gaps in transit, bicycle, and pedestrian infrastructure and access on state highways and rights-of-way that are controlled and maintained by the department. The bill also requires the Department to update this inventory as part of the planning processes for the regional and statewide transportation plans and use the inventories to inform those plans, other transit service plans, and transportation improvement programs.

Education



Developed the Colorado Bicycle & Byways Map (2018)

This online mapping tool provides information relevant to bicycling for the entire state highway network, including daily vehicular volumes, truck percentages, and shoulder widths. It can also provide routing suggestions for bicycle trips. Local agencies are able to upload information about their local roadway and trail networks through coordination with CDOT.

Updated the Statewide Bicycling Manual (2019)

This safety-focused manual explains the rules of the road for all users, provides tips about biking, and shares basic guidelines for biking in Colorado. Covered topics include different types of bike facilities and intersection treatments, equipment and accessories, guidance for biking with children, and bicycle-related laws. It was refreshed and expanded in 2019 to incorporate updated best practices and information.

Implementation

Planning, design, and implementation of Interstate mobility hubs (2019)

CDOT is working to plan and build out a system of mobility hubs at key points along the state's Interstate highway network. These mobility hubs will re-envision traditional park-n-ride transit locations into centers of transportation activity and connectivity and are designed to complement the regional Bustang transit system, providing interconnectivity with local transit, trails, and other transportation modes. CDOT's mobility hubs will be located all along I-25 from Fort Collins to Pueblo and I-70 from Denver to Grand Junction and provide convenient Bustang express bus services to most of Colorado.

Approved new safe passing signs (2022)

In 2022, CDOT approved and began installing new, clearer roadway signage which communicates the state law requiring drivers to give bicyclists at least three feet of clearance at all times.

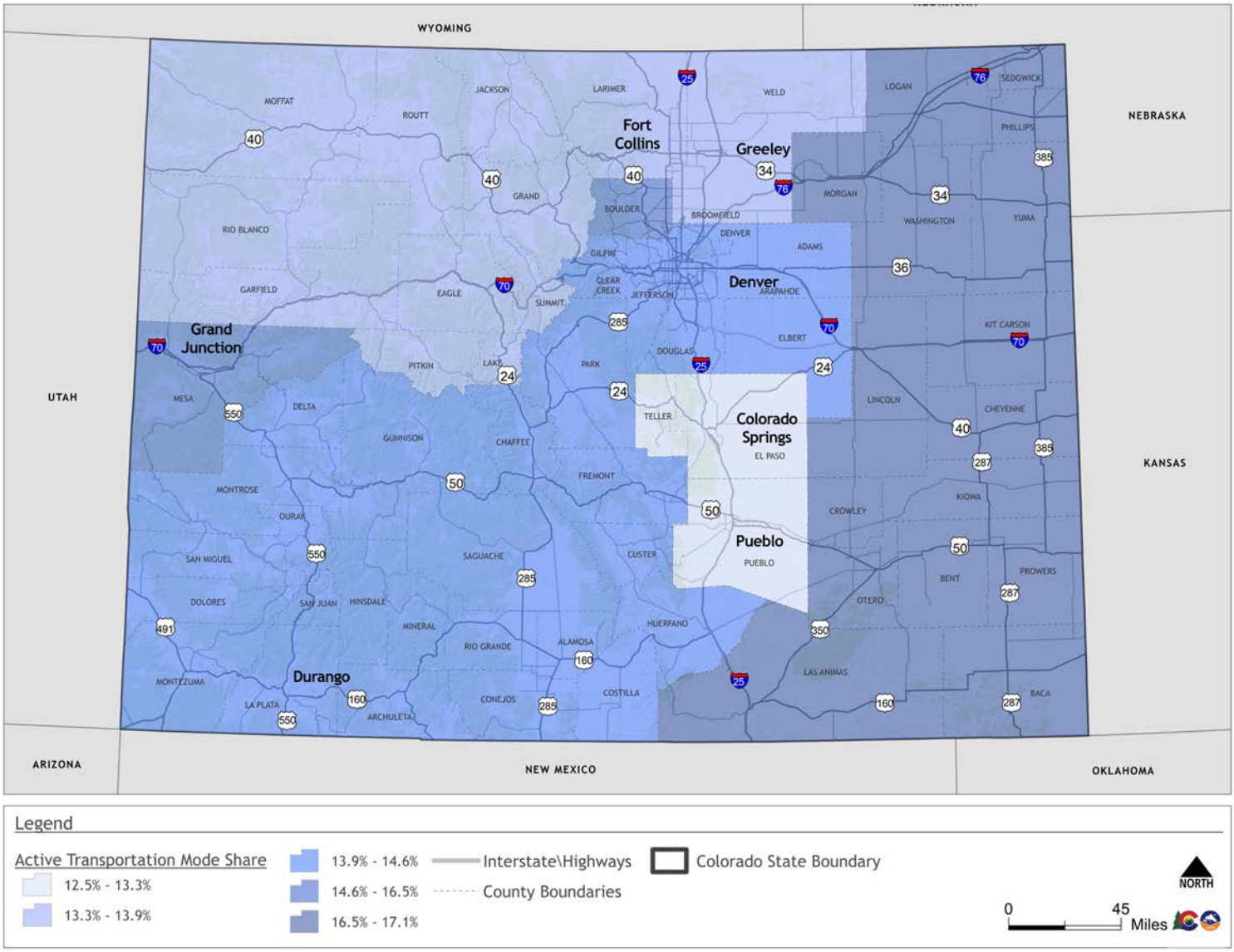
State of Active Transportation in Colorado

Mode Share and Emerging Mobility

The commute mode share for active transportation (i.e., the percentage of all commuters who regularly use active modes for commuting to school, work, etc.) in Colorado, as reported through the American Community Survey, remains above the national average but has declined since 2012. As of 2022, it is estimated that approximately 3.5% of Coloradans primarily commute as bicyclists or pedestrians, higher than the nationwide share of 2.9% but lower than the 2012 statewide share of 4.9%. The largest change in commute mode share since 2012 was a substantial increase in the number of people working from home – an effect of the COVID-19 pandemic – which is likely a contributing factor to reduced active transportation commuting.

Active transportation mode share for non-commute trips is often higher than that for commute trips due to greater flexibility in travel times and often shorter trip lengths, but non-commute mode share data is not as readily available at a large scale. The National Household Travel Survey's NextGen origin-destination data program provides some insight into broader travel behavior through its collection and aggregation of trip totals within and between hundreds of origin-destination zones, broken down by mode. The 2022 data shows that all 10 zones in Colorado, which collectively cover the entire state, had intra-zone active transportation mode shares for all travel of over 12%, ranging from 12.7% in Colorado Springs to 16.5% in Boulder for the seven urban zones; the statewide mode share for active transportation was 13.7%. Figure 11 shows the relative active transportation mode shares by zone. Nationally, the reported active transportation mode share (which includes ferry trips where applicable) for all passenger trips was 12.7%. The Colorado Travel Counts Survey slated for completion in late 2025 will provide additional insight into statewide travel behavior.

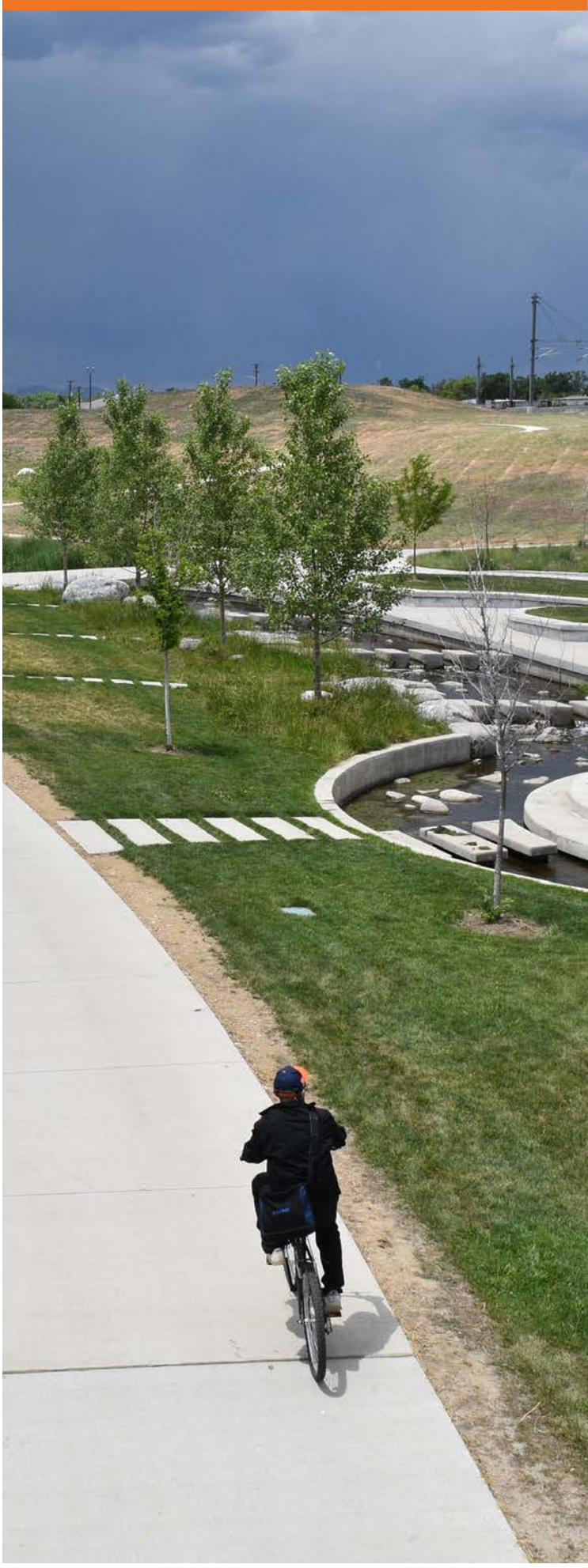
Figure 11. AT Mode Share in Colorado



A major evolution in how people access and use active transportation over the past decade has been the rapid growth of micromobility. Micromobility is a blanket term for any small, low-speed transportation device such as a bicycle or a scooter, including both human- and electric-powered versions. Many communities have developed shared micromobility systems that provide fleets of bicycles and/or scooters (often electric-powered) for short-term rental by community members. In 2015, there were 66 docked bikeshare systems in the United States (primarily in major urban centers), and no formal dockless bikeshare or e-scooter system; as of 2023, the number of docked systems has remained relatively level (57) but there are now 63 dockless bikeshare systems and 252 e-scooter systems. The Ride Report platform, which aggregates micromobility usage data on a daily basis for dozens of cities across the world, currently includes data for ten Colorado cities:

- Arvada
- Aurora
- Boulder
- Brighton
- Colorado Springs
- Denver
- Fort Collins
- Grand Junction
- Littleton
- Thornton

Across all ten, over 26,600,000 micromobility trips have been reported between January 2019 and January 2025, with substantial annual growth in every year of reporting. Approximately 90% of those trips were reported in Denver, which has seen between 15,000 and 20,000 shared mobility trips per day between May and October since 2021.



Safety

Safety is a top priority and concern for active transportation in Colorado. Bicyclists and pedestrians are considered Vulnerable Road Users (VRUs) due to their increased exposure and limited protection relative to motorists. They routinely represent a substantial portion of annual traffic fatalities in Colorado, and are significantly overrepresented in severe crashes compared to all crashes and the overall mode share for active travel statewide.

The 2023 Colorado Vulnerable Road User Safety Assessment found that between 2012 and 2021, people classified as VRUs represented between 12% and 18% of annual traffic fatalities despite being involved in less than 3% of all crashes. Between 2017 and 2023, Colorado saw on average over 2,500 VRU-involved crashes, over 500 VRU injuries, and over 100 VRU fatalities annually. Annual crashes involving people classified as VRUs dropped substantially in 2020 as a result of the COVID-19 pandemic's impact on travel, but have gradually increased back to and above pre-pandemic levels in the years since, with crashes involving people classified as VRUs in 2023 being the highest on record. Since that assessment was conducted, the percentage of fatalities involving people classified as VRUs has increased further to 22% in 2023.

The safety assessment also defined a series of four statewide High-Injury Networks based on crash data and roadway characteristic data: one each for pedestrian crashes on state-owned roads, pedestrian crashes on locally owned roads, bicycle crashes on state-owned roads, and bicycle crashes on locally owned roads, comprised of the top ten high-crash locations for each data set. In all cases, the high-crash locations are largely concentrated in the Denver, Boulder, and/or Colorado Springs metro areas. Crashes between vehicles and people classified as VRUs also occur in many smaller communities throughout Colorado on main street corridors, many of which are state highways providing primary through routes for truckers and the traveling public. Since these main street corridors also serve as popular local destinations for pedestrians and bicyclists, there is often friction and potential for conflict between VRUs and vehicles.

Over the same analysis period, approximately 25% of crashes involving people classified as VRUs and approximately 50% of fatalities of people classified as VRUs occurred on state highways, with the majority of both occurring on city streets; most crashes involving people classified as VRUs occurred during evening and late-night hours and were intersection related.

50%

of VRU fatalities occur on state highways

70%

of pedestrian fatalities occur at night

50%

of VRU serious injuries and fatalities occur at intersections

Over 70% of pedestrian fatalities occurred during dawn, dusk, and overnight hours, indicative of the relationship between the built environment and transportation safety. Poor lighting, insufficient sight distance, and inadequate intersection safety elements for a given context all are major contributing factors to transportation safety concerns and are compounded in night-time conditions. Over 50% of fatal or serious injury VRU crashes were intersection-related, with nearly another 10% of serious bicycle crashes occurring at driveway accesses. At a national level, Colorado ranked 23rd in the country in terms of total fatalities of people classified as VRUs in 2023 (123) according to the National Highway Traffic Safety Administration. In 2023, Colorado had the 34th highest pedestrian fatality rate at 2.31 pedestrian fatalities per 100,000 people (with 1st equating to the highest fatality rate), and in 2021 had the 19th highest bicycle fatality rate at 0.26 bicycle fatalities per 100,000 people.

The VRU Safety Assessment, as well as focused active transportation safety assessments completed for CDOT Region 1 (Denver Metro) and Region 4 (North Front Range and northeastern Colorado), provide more comprehensive assessments of active transportation safety metrics.

Active Transportation Facilities in Colorado

Colorado's highway system has a variety of existing bicycle and pedestrian facilities, ranging from sidewalks and shared-use paths to striped bike lanes to shoulders. As the ATP survey found, there is a wide spectrum of both perceived and actual comfort and safety among active users for all these modes – for example, most survey respondents indicated a high level of comfort with detached sidewalks and separated bike lanes, while most indicated a low level of comfort with shoulders directly adjacent to high-speed roadways. Level of Traffic Stress (LTS) is an assessment tool originally developed by the Mineta Transportation Institute to quantify the comfort level associated with bicycling on different types of streets, and is a useful framework for identifying the low-stress network of a given geography and where critical low-stress gaps exist. Using street characteristics, including traffic speeds and volumes, number of lanes, and bike lane width (where applicable), the tool calculates a grade on a scale of 1 to 4, with each grade corresponding to how stressful it would be to bicycle on that roadway:

- **LTS 1 – Low traffic stress and suitable for all cyclists, including children**
- **LTS 2 – Little traffic stress, but requires more attention, especially for children**
- **LTS 3 – Moderate traffic stress – suitable for confident bicyclists**
- **LTS 4 – High traffic stress**

LTS scores are calibrated to best reflect the preferences and comfort levels of an average bicyclist – someone who is interested in biking, but generally concerned about interactions with traffic and hesitant to use facilities that do not provide higher levels of separation. As **Figure 12**, from the Federal Highway Administration's (FHWA) Bikeway Selection Guide, shows, these "interested but concerned" bicyclists comprise just over half of the total population.

Figure 12. FHWA Bicyclist User Type

Interested but Concerned

51 - 56%
of the population

Often not comfortable with bike lanes, may bike on sidewalks even if bike lanes are provided; prefer off-street or separated bicycle facilities or quiet or traffic-calmed residential roads. May not bike at all if bicycle facilities do not meet needs for perceived comfort.

Somewhat Confident

5 - 9%
of the population

Generally prefer more separated facilities, but are comfortable riding in bicycle lanes or on paved shoulders if need be.

Highly Confident

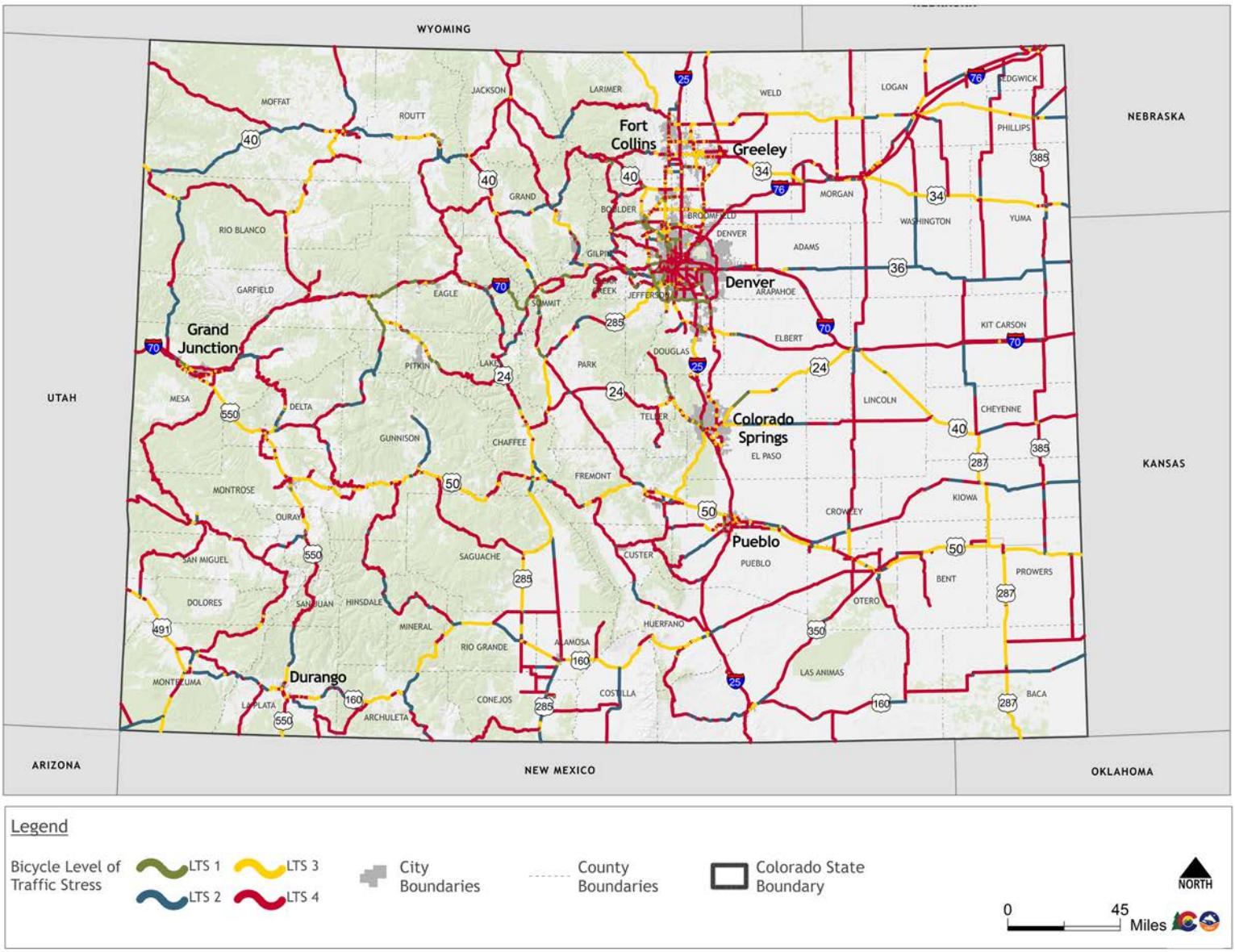
4 - 7%
of the population

Comfortable riding with traffic; will use roads without bike lanes.

Low Stress Tolerance ..... High Stress Tolerance

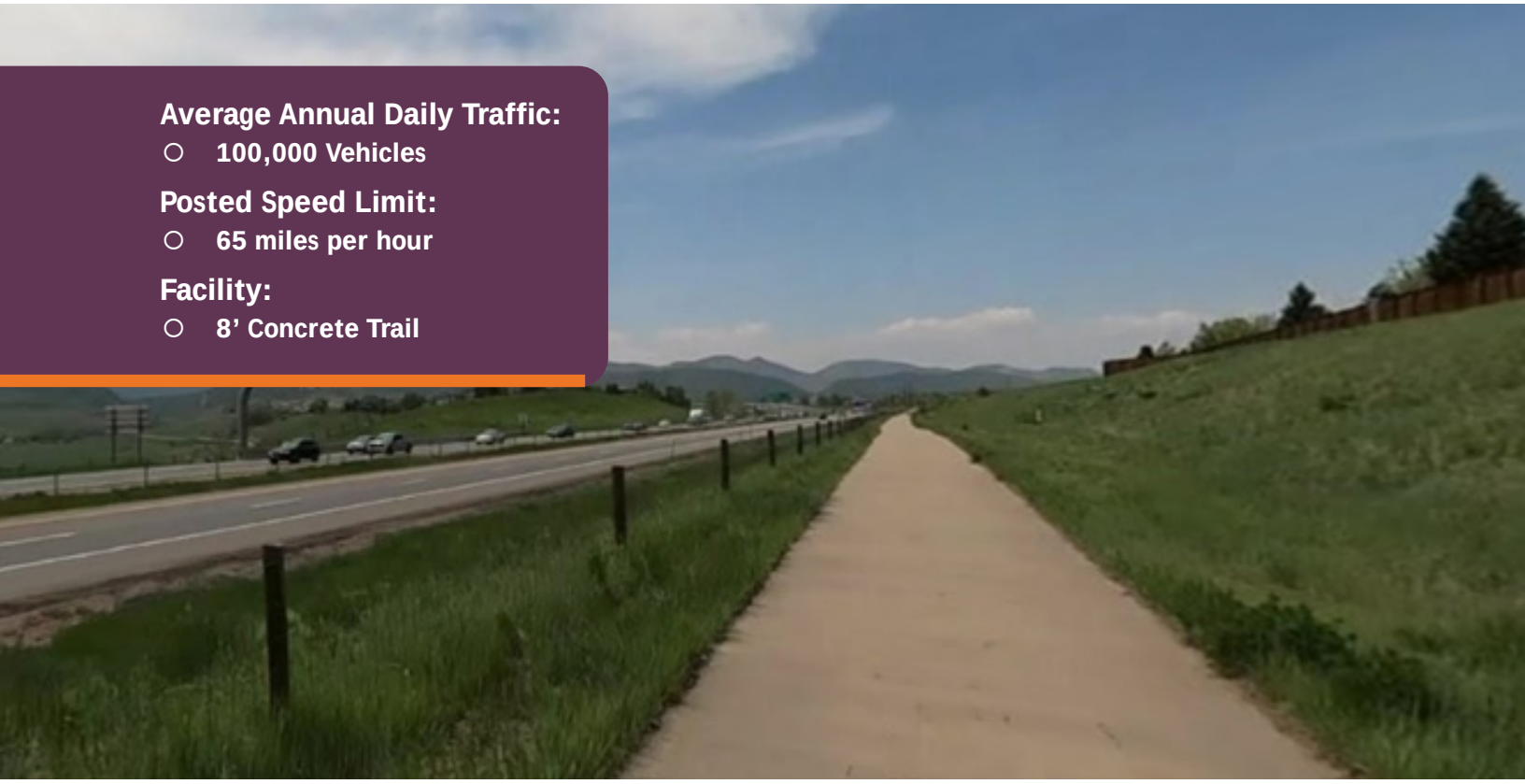
CDOT completed a statewide LTS analysis of the highway system in 2017. The 9,090 existing highway miles in Colorado can be broken down by LTS as shown below. A majority of the highway system classifies as LTS 4 due to the high traffic speeds and minimal separation between bicyclists and motor vehicle traffic, as shown in Figure 13. Reference images of existing roadways that correspond with each LTS score are also shown.

Figure 13. Bicycle LTS Across Colorado



LTS 1: 341 miles (3.7% of total highway miles)

Figure 14. Example LTS 1 Facility: C-470 Trail in Douglas County



Average Annual Daily Traffic:
- 100,000 Vehicles

Posted Speed Limit:
- 65 miles per hour

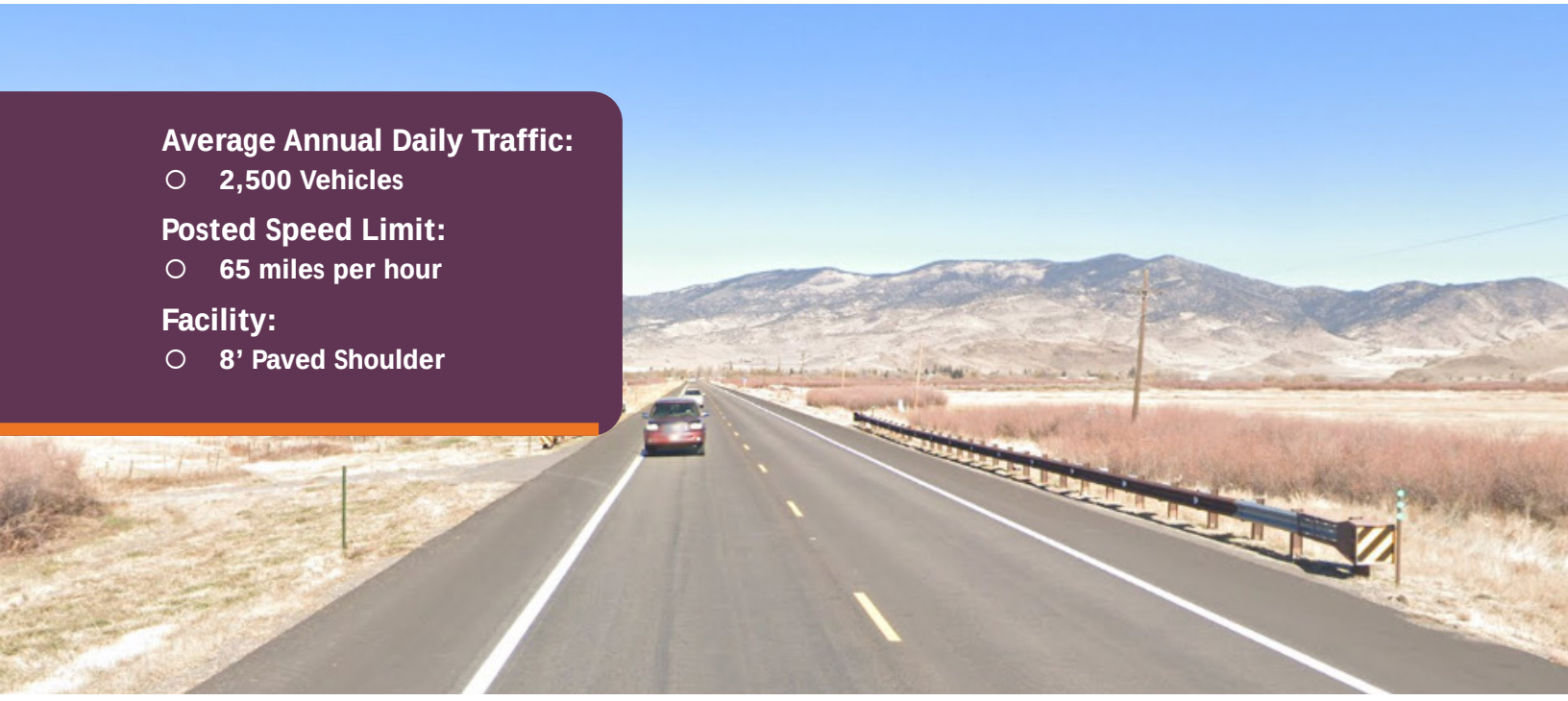
Facility:
- 8' Concrete Trail

LTS 2: 1,278 miles (14.0% of total highway miles)

Figure 15. Example LTS 2 Facility: US 36 in Washington County

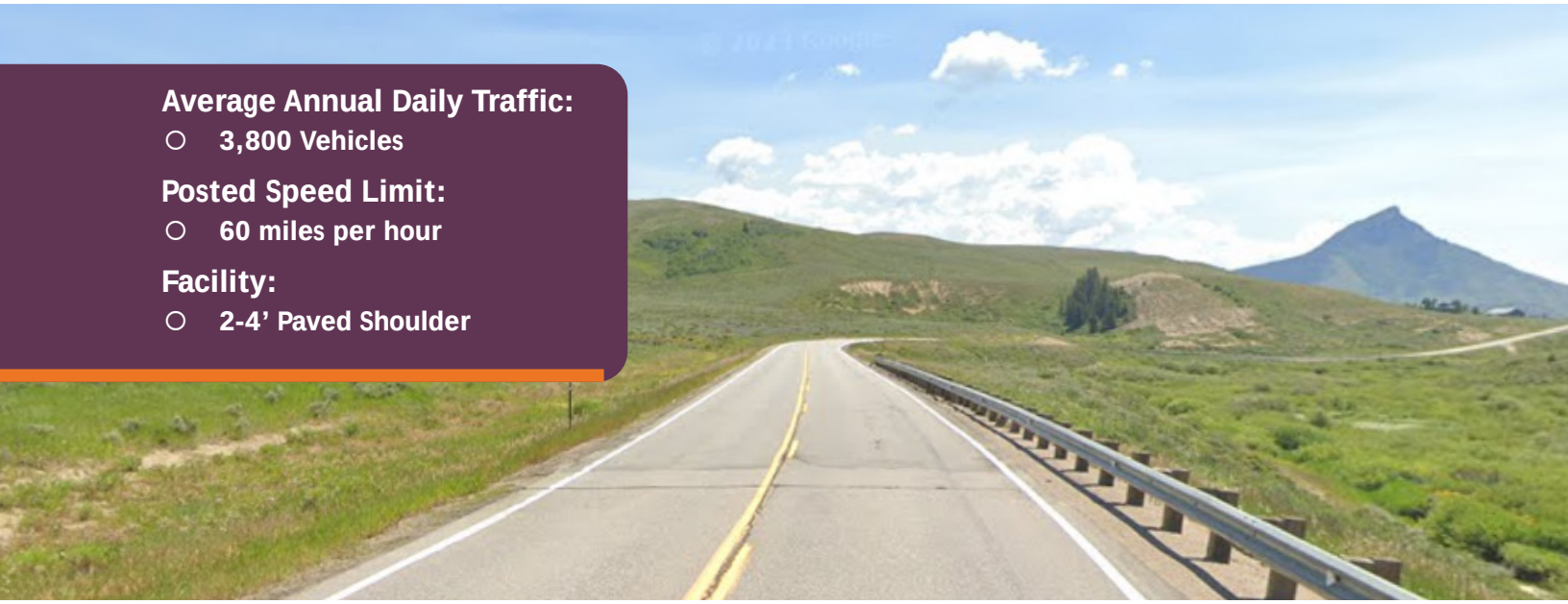
LTS 3: 1,712 miles (18.8% of total highway miles)

Figure 16. Example LTS 3 Facility: US 285 in Saguache County



LTS 4: 5,759 miles (63.4% of total highway miles)

Figure 17. Example LTS 4 Facility: US 40 in Grand County



A common use of LTS analysis is to determine where existing bike facilities do not meet low-stress standards and act as gaps in a larger low-stress network, and prioritize those areas for implementing improved facilities that will be low-stress. FHWA's Bikeway Selection Guide provides two quick-reference charts for determining appropriate low-stress bike facilities for a given road based on its average daily traffic volume and traffic speeds. **Figure 18** applies to roadways in urban, suburban, and rural town contexts; and **Figure 19** applies to rural roads.

Figure 18. FHWA Bikeway Reference Chart

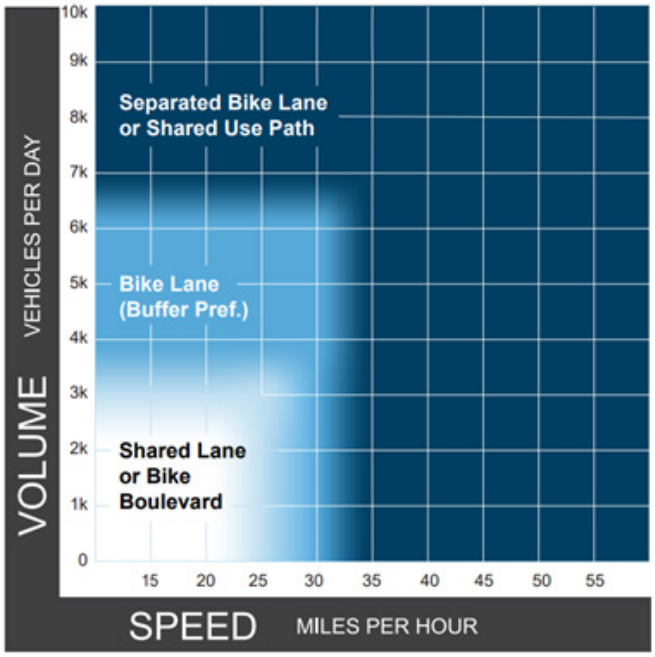
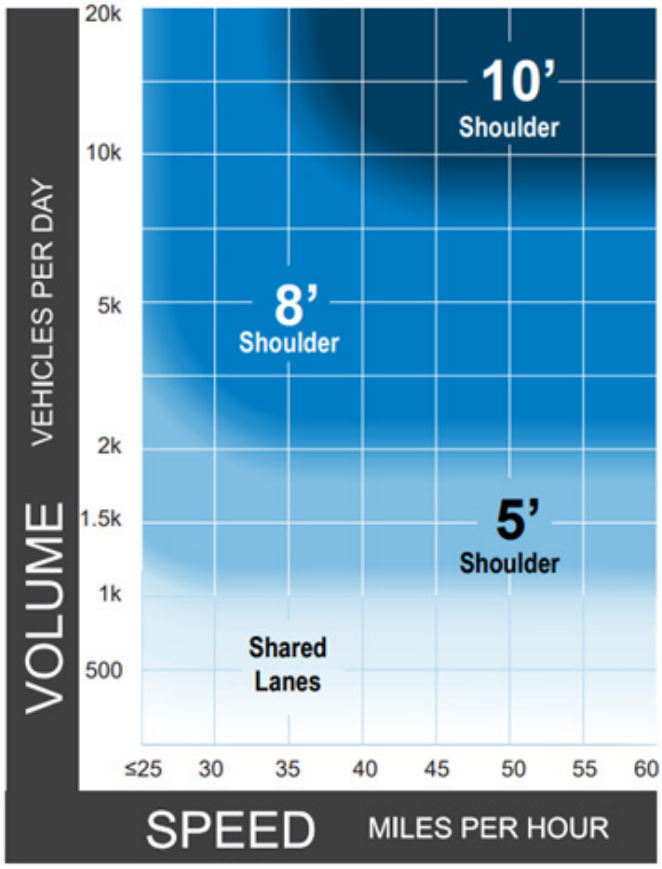
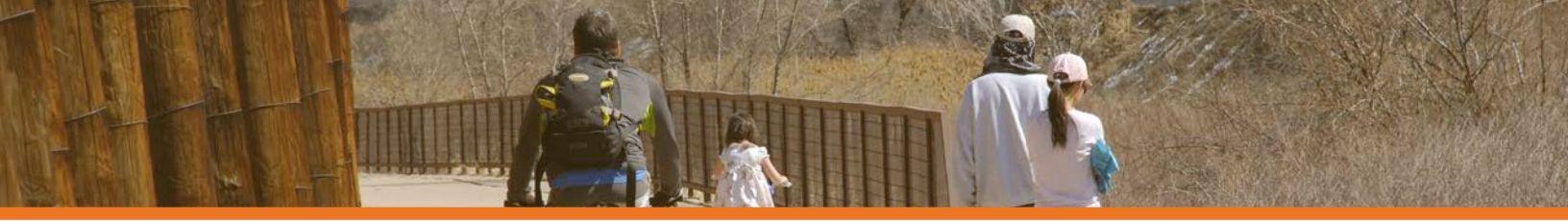


Figure 19.FHWA Rural Bike Shoulder Reference Chart





Short Trip Opportunity Areas

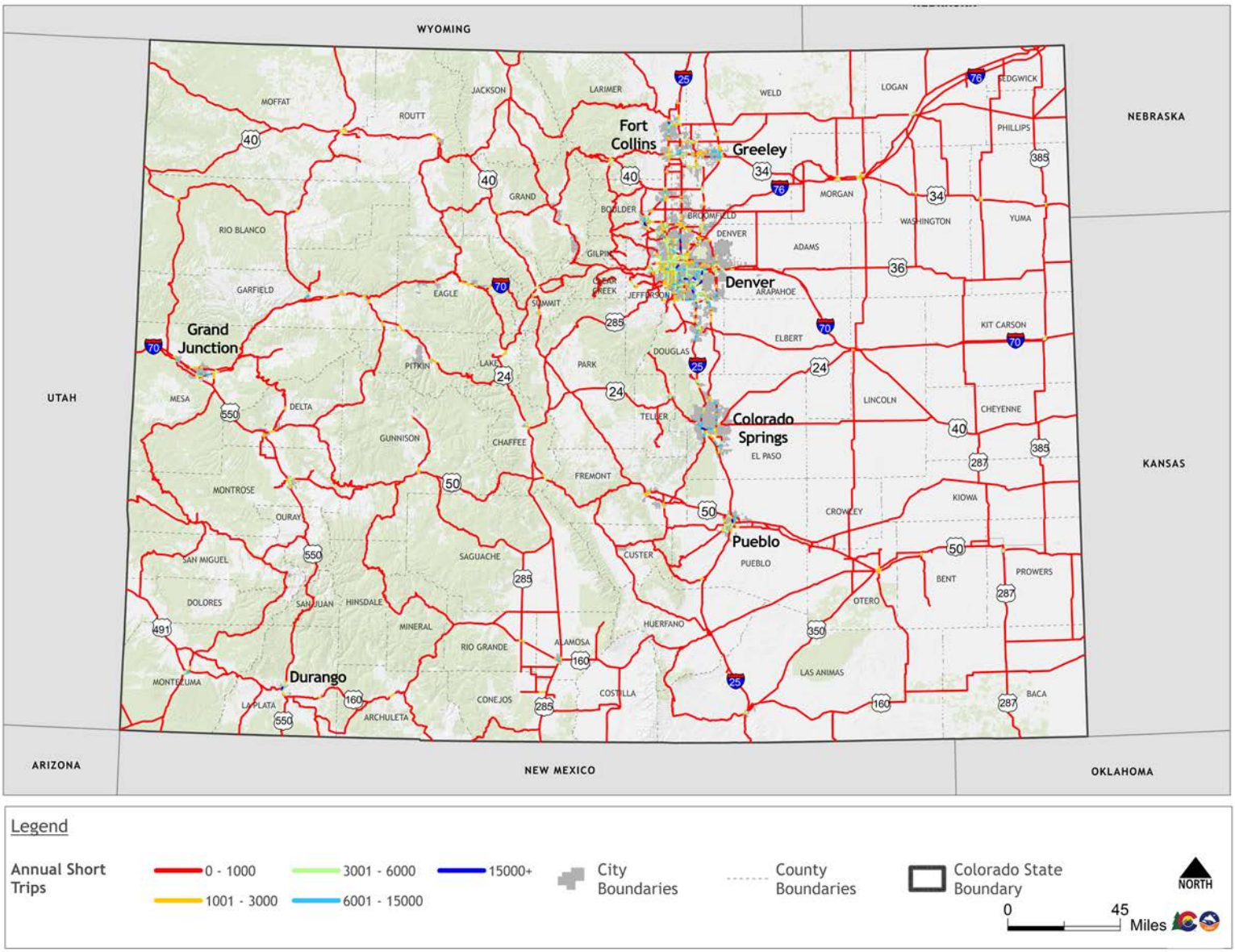
Logic holds that the shorter a trip, the more likely someone is to consider an active transportation mode that requires physical exertion. Thus, targeting active transportation investments towards areas that have a prevalence of short-trip activity is a strategic approach to encourage greater adoption of active transportation modes. Areas with large amounts of short trips (generally considered to be a one-way trip under 3 miles) tend to be denser and have more mixed-use development than average, where homes, employment, shopping, and/or other destinations are all close together. At the statewide level, this correlates largely with the urban centers of Colorado, though small towns often also have a lot of short trips since they are geographically smaller and origins/destinations are closer together. According to data compiled by the USDOT Bureau of Transportation Statistics, approximately just over half of all trips that people take in Colorado (totaling over 600 million trips per day) are less than 3 miles in length; many of these short trips are made via personal vehicle, signaling a substantial opportunity for mode shift. Figure 20 displays the distribution of annual short trips across the state - they are heavily concentrated in urban areas where there are many origins and destinations close together. At the local and regional levels, more specific short trip opportunity areas are often identified in transportation plans through GIS-based analysis and mapping of travel demand model outputs.

Expected growth and development/redevelopment is also important to understand when considering short trip opportunities. Land use and transportation are inextricably linked; areas where lots of different types of land uses are intermixed (residences, employment, services, etc.) are more conducive to active travel while also placing less demand on regional connecting routes that are often barriers to active travel. If areas where denser, more mixed-use development is expected or desired can be identified early, communities can better plan for transportation improvements that will support active transportation as that growth and/or redevelopment is realized.

Per the Colorado State Demography Office, Weld, Adams, and Douglas Counties are the fastest growing in terms of population, and future employment growth is expected to continue to be concentrated along the Front Range, with hundreds of thousands of more jobs expected by 2050. In small rural communities that do not have this same level of projected growth, land use considerations are nonetheless important to supporting active travel; different land uses may be siloed in smaller communities, but geographically they are often close together, so investing in active transportation can be effective in encouraging residents to walk, bike, and roll. It's crucial that active transportation planning be coordinated with future development and land-use planning to ensure opportunities for more short-trips are capitalized on with appropriate infrastructure investments.

In 2024, the state legislature passed into law House Bill 24-1313 – Housing in Transit-Oriented Communities, which requires some communities to allow denser residential development within designated "transit areas" along transit lines. The bill applies to all communities with populations over 4,000 and located within one of the state's five MPO areas and also includes grant funding to improve infrastructure within those transit areas. This bill is targeted at helping address Colorado's housing affordability crisis and will gradually lead to denser land-uses in the state's urban areas, which will in turn expand short-trip opportunities and increase the convenience and attractiveness of active transportation.

Figure 20. Annual Number of Short Trips in Colorado



Legend

Annual Short Trips: 0 - 1000; 1001 - 3000; 3001 - 6000; 6001 - 15000; 15000+

City Boundaries

County Boundaries

Colorado State Boundary

NORTH

0 45 Miles

Equity, Health, and Accessibility

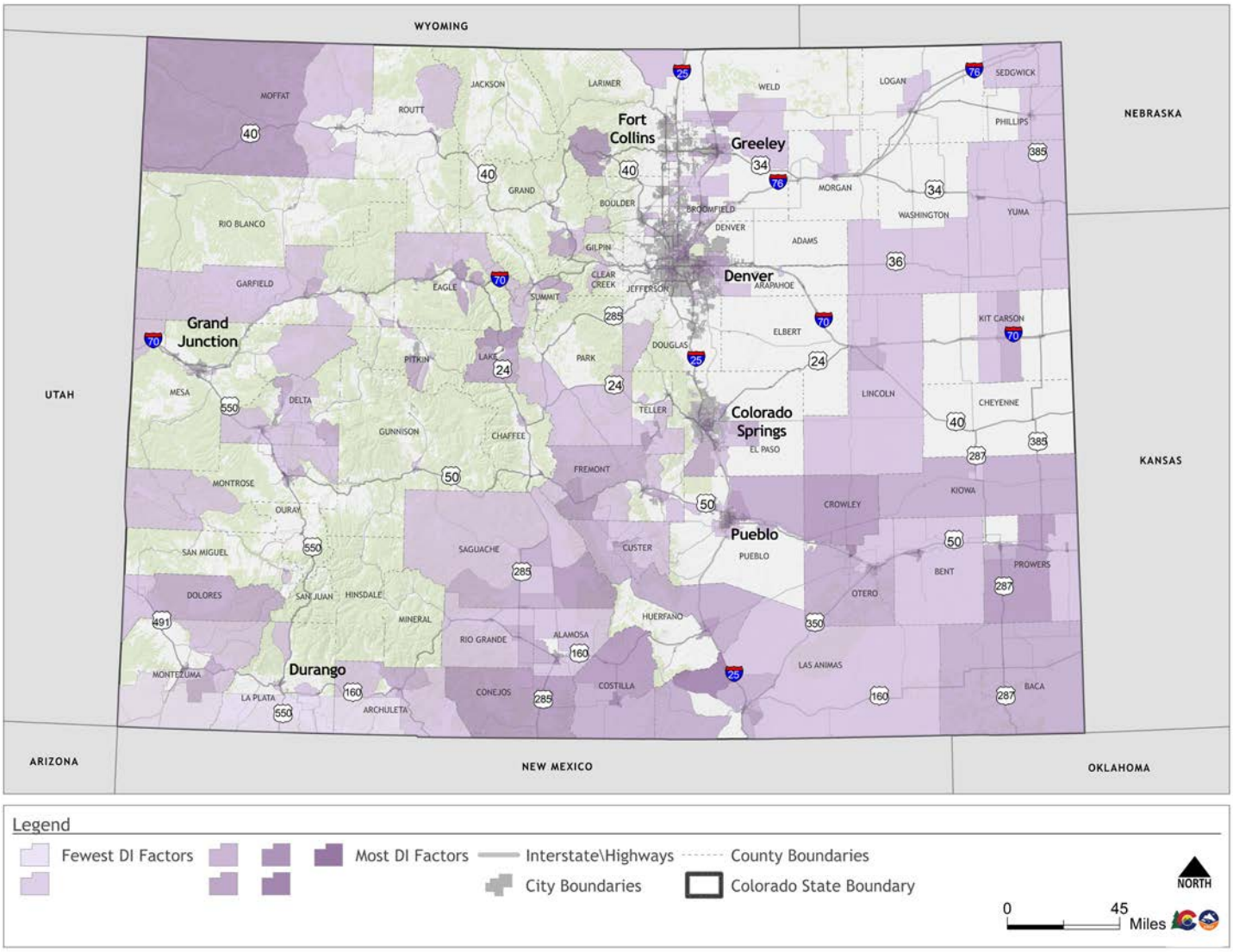
There is significant overlap between equity, public health, and active transportation. Greater rates of active mobility have demonstrated positive correlations with personal well-being, and they serve a major role in expanding access to opportunities (healthcare, employment, socialization, etc.) for segments of the population who are historically overburdened and underserved by transportation infrastructure. As such, focusing active transportation investment in areas with relatively high prevalence of public health concerns (such as asthma, diabetes, or heart disease), higher exposure to negative environmental factors such as air pollution and lead, and/or disproportionately impacted communities supports improved public health and transportation equity.

Colorado Revised Statute 24-4-109 defines Disproportionately Impacted Communities (DI Communities) in Colorado based on eight primarily demographic-related criteria. DI Communities also include communities in Colorado that have more than their fair share of environmental exposure as measured by the EnviroScreen percentile score (referred to as ES80). They are defined at the census block group level based on the following criteria:

- **Low income population above 40%**
- **People of color population above 40%**
- **Housing cost-burdened population above 50%**
- **Linguistically isolated population above 20%**
- **Current and past environmental inequities**
- **Area under tribal jurisdiction**
- **Mobile home community**

These criteria were used in the Priority Active Connections Explorer (PACE) tool described later in this document, and DI Community boundaries were used in calculating baseline and target performance measures under the Equity goal area. **Figure 21** highlights the census block groups in Colorado considered as DI communities by the number of criteria they meet.

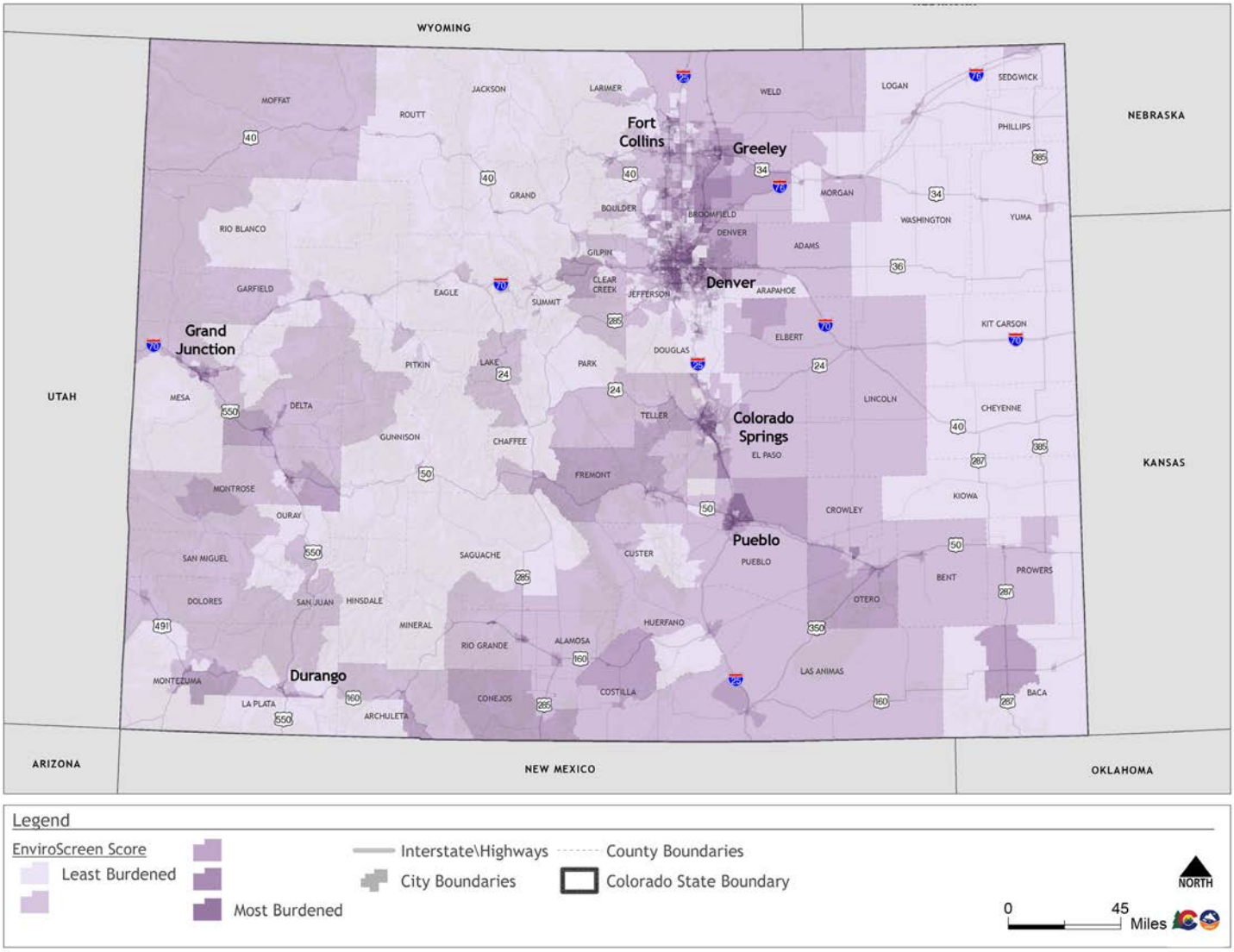
Figure 21. Colorado Disproportionately Impacted Communities (November 2024)



The PACE tool also integrates additional mobility barrier factors into the Equity scoring methodology that are not derived from the DI Community framework. These include zero-vehicle households, population under 18 years old, population over 65 years old, and population with a disability. As a percentage of total population or households by census tract, these demographic groups are most highly concentrated in:

- **Zero-Vehicle Households: Isolated neighborhoods in the Denver metro area**
- **Population Under 18: Far northwest and east central Colorado, and portions of Front Range municipalities**
- **Population Over 65: Southwest, south central, and north central Colorado**
- **Population with a Disability: Far southeast, south central, and far northwest Colorado, and portions of Front Range municipalities**

Figure 22. Colorado EnviroScreen 2.0 Score



The Colorado Department of Public Health and Environment's (CDPHE) EnviroScreen mapping tool identifies areas with current and past environmental inequities, highlights areas with disproportionately impacted communities with greater health burdens and/or those who face more environmental risks, and identifies areas that meet the definitions of disproportionately impacted communities under House Bill 23-1233.

Figure 22 highlights the most burdened counties in Colorado per the Colorado EnviroScreen 2.0 tool with darker shading. Urban areas on the Front Range, south central Colorado, and northwest Colorado present as the most burdened areas in the state. This data can explored in more depth online through an interactive mapping tool (https://www.cohealthmaps.dphe.state.co.us/COEnviroscreen_2/) provided by CDPHE.

The Colorado EnviroScreen 2.0 data can be broken out by the total EnviroScreen Indicator Score, Group Component Score, and Individual Score. The following tables present Colorado counties with the highest individual environmental exposure, environmental effects, climate vulnerability, and sensitive population scores that relate most closely to accessibility and utilization of active transportation. While these individual components are not individually integrated into the PACE framework, they shed additional light on areas of Colorado that would benefit from active transportation investment.

Table 1 shows Environmental Exposure scores, which averages data on diesel particulate matter, traffic proximity, ozone, PM 2.5, air toxics, other air pollutants, lead exposure risk, drinking water violations, and noise. Front Range counties fill out the top five counties with the highest environmental score, with Denver County being first.

Table 1: Environmental Exposures Percentile Score

1	Denver County	100.00
2	Boulder County	98.44
3	Arapahoe County	96.88
4	Pueblo County	95.31
5	El Paso County	93.75

The sensitive populations score (**Table 2**) captures how at risk a community is to environmental exposures and climate impacts as it relates to health. The score is calculated using data on asthma hospitalization rate, cancer prevalence, diabetes prevalence, heart disease prevalence, life expectancy, low birth weight rate, mental health, population over 65, and population under five. Four of the counties with the highest sensitive population score are in southeastern Colorado.

Table 2: Sensitive Populations Percentile Score

1	Prowers County	100.00
2	Sedgwick County	94.55
3	Baca County	96.88
4	Las Animas County	95.31
5	Pueblo County	93.75

Table 3 shows diabetes prevalence across the state as a relative index - the higher the number, the higher the relative prevalence of diabetes in that county compared to other counties. The indicator combines diabetes prevalence and mortality data. Several notable factors included in consideration of the overall score that align with access to active transportation include neighborhood walkability, proximity to fresh food, and air pollution. The counties with the highest diabetes prevalence are distributed across Colorado; however, all counties are in rural areas of the state pointing to the need for equitable active transportation access across urban and rural regions.

Table 3: Diabetes Burden Index

1	Conejos County	96.88
2	Costilla County	96.88
3	Crowley County	93.75
4	Bent County	90.63
5	Huerfano County	89.84

Often overlooked in the way we think of access to pedestrian and bicycle facilities, mental health can be influenced by the availability or scarcity of active transportation options. The mental health indicator score represents how many adults reported poor mental health for more than 14 days in the previous month on a national survey (Table 4). Four of the counties with the highest mental health indicator scores are in southeastern Colorado, plus Moffat County in far northwestern Colorado; notably these are regions with limited transportation options and high transit dependency scores.

Table 4: Mental Health Indicator

1	Baca County	21.80
2	Kiowa County	20.50
3	Prowers County	20.30
4	Otero County	20.00
5	Moffat County	19.80

Accessibility for people with disabilities is also a major consideration in active transportation planning. CDOT's 2022 update to their Americans with Disabilities (ADA) Transition Plan outlines an inventory of curb ramps, pedestrian push buttons, buildings and facilities with public access, and the Bustang family of services, stops, and parking areas and a process for bringing non-compliant infrastructure and facilities up to standard. Enhancements to these different elements of the active transportation system will be a step toward more inclusive mobility across the state. Further, alignment with these efforts will be critical to ensure consistency in improvements and accessibility for people of all ages and abilities.

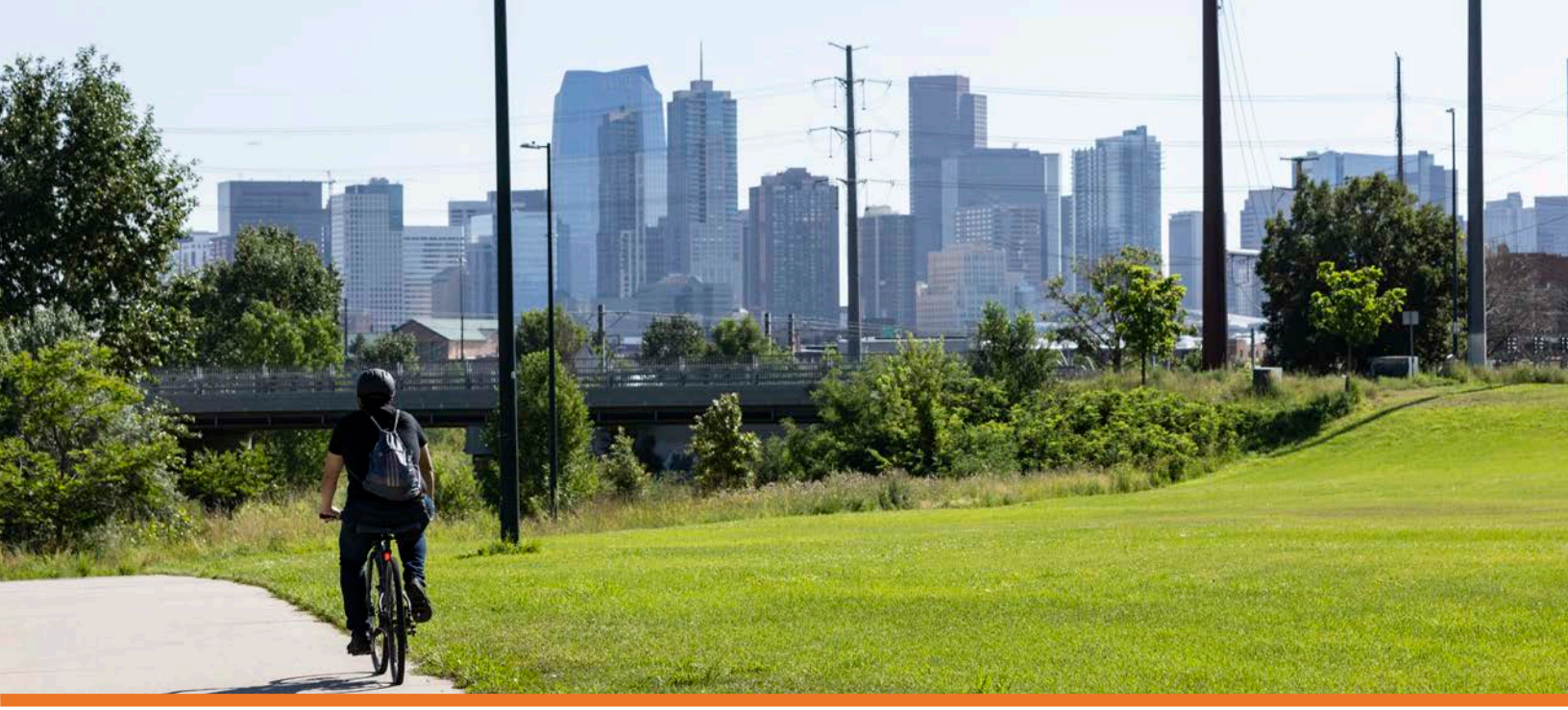
State and Federal Active Transportation Funding Sources

Over the past decade – and especially over the past five years – a shift in transportation investment priorities has led to many new funding opportunities targeted at active transportation improvements. Local government relief programs developed in response to the COVID-19 pandemic helped to seed and launch some of these new programs, as the pandemic spurred renewed interest in safe and comfortable active travel as a vital factor to community well-being. CDOT manages and allocates State and Federal funding for active transportation in Colorado. Collectively these programs have provided hundreds of millions of dollars to local agencies for active transportation projects just since 2020.

The Bipartisan Infrastructure Law (BIL), also known as the Infrastructure Investment and Jobs Act (IIJA) enacted in 2021 reauthorized several Federal surface transportation programs through FY2026 and invested $1.2 trillion in infrastructure projects relating to transportation, water, broadband, and more. Many of the new focused funding programs that have come out of the overall bill relate directly to active transportation, including Safe Streets and Roads for All (SS4A) and Reconnecting Communities, both of which have awarded millions of dollars in planning, design, and construction funding to communities across Colorado. Active transportation can be and often is also a component of projects awarded funding through the larger RAISE/BUILD and INFRA grant programs, which were reauthorized through the BIL. Another new program established by the BIL, the Rural and Tribal Assistance Pilot Program, provides financial, technical, and legal support for rural and Tribal communities interested in pursuing Federal grant funding for transportation infrastructure.

The Transportation Alternatives Program (TAP) is a federal funding source for active transportation, environmental mitigation, and historic/scenic transportation projects. Across Colorado, the TAP program provides about $20 million per year, almost all of which goes toward bicycle and pedestrian projects. Planning, design, and construction are all eligible activities for funding through the program. CDOT awards about 70 percent of TAP funds, with remaining funds awarded by three of the Metropolitan Planning Organizations (MPOs). In the most recent TAP Call for Projects held by CDOT, evaluation criteria included safety, connectivity, emissions reductions, improving quality of life, transportation equity, and community development policies.

The Revitalizing Main Streets (RMS) grant program provides state funding for active transportation infrastructure projects that further safety and promote vitality in Colorado downtowns, mixed-use centers, and community gathering spaces. RMS evolved out of the Safer Main Streets grant program, a collaborative effort between CDOT and DRCOG that provided funds to the Denver metro area. Between 2021 and mid-2025, over $82 million in state and federal funds were awarded to 270 active transportation projects. Costs associated with planning and design are not eligible for this funding. Evaluation criteria relating to downtown vitality, active transportation mobility and safety, and equity comprise most of the project scoring framework. Per SB21-260, the RMS program was funded with $7 million each year from 2025 through 2032. However, due to the state budget shortfall for FY2026, the program no longer has designated state funding.



The **Multimodal Transportation and Mitigation Options Fund (MMOF)** program was established in 2018 and received additional funding through the state's COVID-19 recovery program. Legislation in 2021 allocated additional state revenues to extend the program through 2033. The original program made over $200 million available to local agencies, allocated geographically through a distribution formula developed by CDOT; another $15 million to $20 million is expected to be available annually through 2033. Local match requirements vary by jurisdiction based on the MMOF match reduction formula adopted by CDOT. This program is similarly targeted towards projects that enhance multimodal safety and accessibility, including active transportation. Planning, mobility services, and infrastructure implementation grants are available through the MMOF program. The Regional Planning Commissions within each of CDOT's Transportation Planning Regions are responsible for MMOF project selection within their respective geographies.

The **Safe Routes to School (SRTS)** grant program has awarded State and Federal funds to projects that support Colorado students walking, biking, and rolling to school since 2005. The program has been incredibly impactful across the state, with over $44 million in funding awarded to 300 projects between 2005 and 2025. Funds have been awarded to 66 of Colorado's 179 school districts and have benefited more than 600 schools located across all areas of the state. Eligible projects typically include a 20% local match requirement, with some communities eligible to receive 100% funding based on the MMOF match reduction formula. The program was recently expanded to include eligibility for high schools in addition to elementary and middle schools. Projects can be both capital infrastructure and/or non-infrastructure (e.g., education/encouragement programs); all capital projects must also include an education component. A nine-member advisory committee reviews all applications and scores them relative to criteria which are updated with every funding cycle. The SRTS grant program consists of $2.5 million in funds per year.

The CDOT Office of Innovative Mobility's **Transportation Demand Management (TDM)** Innovation grant program supports an array of creative solutions to addressing gaps in TDM approaches statewide, including actions that reduce vehicular trips by increasing the accessibility and convenience of active transportation. Grant requests can range from $20,000 to $50,000, and a local match is encouraged but not required. Active transportation-related projects that have been awarded funding through this program include bike locker installation, expansion of electric bike share, and micromobility programming.

The Highway Safety Improvement Program (HSIP), administered by CDOT's Traffic Safety and Engineering Services Branch, provides federal funding (90% federal, 10% state/local match) to infrastructure projects that reduce fatalities and serious injuries on public roads. Funding levels for HSIP are approximately $40 million per year, with $46 million estimated to be available in FY2028. Approximately half of the apportioned HSIP funds are planned for CDOT safety improvement projects along state highways while the other half are planned for safety improvement projects along local off-system (non-state owned) public roads across Colorado. Local agencies can apply for HSIP funds via a competitive grant process held once a year. The local program includes a 25% set aside for systemic projects that improve safety for Vulnerable Roadway Users (VRUs) or improve safety along High Risk Rural Roads (HRRRs).

Within the local program, two types of projects are eligible. The first are site-specific safety infrastructure projects that target a known safety deficiency or crash pattern occurring at a particular location. The second are systemic safety infrastructure projects. These target risk factors and crash patterns that may not yet be linked to a specific location, but are evident upon review of the broader crash and roadway data set. The criteria used to evaluate and rank potential HSIP projects include but are not limited to: Level of Service of Safety (LOSS) analysis, crash pattern identification, and Benefit to Cost Ratio (BCR).

Colorado is currently subject to the IIJA's VRU Safety Special Rule, which applies when the total annual fatalities of VRUs in a state exceeds 15% of the total annual crash fatalities in the state. This rule requires that a state obligate at least 15% of the state's apportioned HSIP funding for highway safety improvement projects to address the safety of VRUs. In 2023, 22% of roadway fatalities in Colorado were VRUs.

The FASTER Safety Mitigation (FSM) Program, administered by CDOT's Traffic Safety and Engineering Services Branch, provides state funding to infrastructure projects that improve highway safety along state highways. Funding levels for the FSM program are approximately $70 million per year. At least 10 percent of the FSM revenue but no less than $7 million goes toward projects that improve safety for VRUs, as required by Senate Bill 24-195.

The **Highway Safety Office (HSO)** develops and administers behavioral programs aimed at improving traffic safety in Colorado by reducing the number and severity of traffic crashes. Grants are awarded to a variety of local agencies and organizations on an annual basis to fund projects associated with one of the HSO programs. The programs include Impaired Driving, Police Traffic Services, Community Traffic Safety, Traffic Records Program, Occupant Protection/Child Passenger Safety, Communications, and Pedestrian/Bicycle Safety. In FY24, approximately $13.5 million was awarded to projects across all of the HSO programs.

Within certain regions of the state, additional funding opportunities for active transportation include the **Congestion Mitigation and Air Quality (CMAQ)** improvement program, the **Carbon Reduction Program (CRP)**, and the **Nonattainment Area Air Pollution Mitigation Enterprise (NAAPME)** grant programs.

The transition to a new Federal administration in 2025 has introduced substantial uncertainty around future Federal funding availability for infrastructure projects. Funding levels, investment priorities, and grant evaluation criteria are all in flux, as are the statuses of some previously awarded or authorized grant allocations and programs. This section and the overall ATP have been developed based on historical knowledge and trends related to Federal support for state and local infrastructure investment.

Local Active Transportation Funding Sources

Local agencies in Colorado have devised a variety of strategies for generating additional funding for active transportation to supplement federal and state sources.

Capital Improvement Programs (CIP)

The most common method of local funding for active transportation projects is a Capital Improvement Program (CIP), which generally is a fiscally-constrained, prioritized set of public infrastructure projects to be implemented over a given timeframe (often 10 years). Communities vary in how they develop their CIPs, but often there is a quantitative prioritization framework tied to specific goal areas (e.g., Safety, Reliability) that each potential project is scored based on. Many communities develop separate CIP lists by mode, so sidewalk and bikeway projects can be prioritized independently of general roadway or other infrastructure projects. Formal Complete Streets policies, such as the one adopted by the City of Fort Collins, can also be used to ensure that active transportation facilities are included in and constructed as part of all broader transportation infrastructure projects. The actual funding for implementation of CIP projects is often tax-based – in some cases a dedicated sales tax for transportation projects, and in others a set portion of a larger tax-funded general fund. For example, the City of Durango has a dedicated 0.5 cent sales tax that specifically funds parks and multimodal infrastructure; and the City of Centennial allocates sales taxes and motor vehicle use taxes to a Street Fund that goes toward design and construction of transportation and safety projects (not specifically active transportation). There are also instances of dedicated taxes that are specifically tied to a CIP. Arapahoe County has had a 0.25% Open Space Sales and Use Tax that funds a variety of parks, trails, and open spaces projects, allocated through an application-based process open to any government agency in the County.

Bonds

Another tax-related source of infrastructure funding is a bond program, which is generally a large upfront amount of money generated by a local government (with voter approval) for specified infrastructure projects by selling bonds to investors, and then gradually repaid over time through property tax revenue or other sources to the investors. The City and County of Denver has issued two large bond programs in the past 10 years, collectively allocating over $1 billion to priority infrastructure projects determined through a community engagement process, including many significant active transportation projects throughout Denver. The City of Grand Junction, the City of Durango, and the City of Pueblo are examples of other communities in Colorado that have issued bonds to help fund infrastructure projects.

Tax Increment Financing

Tax Increment Financing (TIF) is a financing tool used to stimulate investment by diverting projected future growth in property tax revenue within a defined area to subsidize development in that area. The diverted funds are generally put towards public infrastructure, including transportation facilities, within the defined district. Many communities in Colorado have established development authorities that consider TIF requests from developers, such as the Englewood Downtown Development Authority and the Timnath Urban Renewal Authority.

Impact Fees

Another common strategy for generating revenue for active transportation and other infrastructure projects is the implementation of impact fees. Depending on the scale of development, developers are generally required to perform varying levels of analysis to understand the impact their buildings will have on local travel. Many communities then require developers to mitigate impacts within the public right-of-way, which may include making improvements to public streets. Impact fees are charges that are assessed on new development based on a standard, community-specific formula applied to all new development. The fees are one-time, up-front charges, with the payment usually made at the time a building permit is issued. Essentially, impact fees require that each new residential or commercial project pay its pro-rata share of the cost of new infrastructure facilities required to serve that development, with consideration to both traffic operations impacts and multimodal safety and access impacts. Transportation impact fees focus on capital projects that increase safety and/or capacity in the city's transportation system. Impact fees should be used on projects that are of citywide benefit.

Types of eligible projects generally include roadway capacity projects, completing the roadway network, new multimodal facilities, and other growth and capacity-related projects. In some cases, developers are allowed to construct the required public improvements themselves rather than paying an impact fee. Communities have flexibility in determining which public projects impact fee revenues go towards, with a common practice being tying the impact fee program directly to project lists prepared through master planning efforts, and they can be crafted in a way to more specifically support active transportation investment. In 2020, for example, the City of Olympia, WA revised their traffic impact fee program and project list to focus primarily on multimodal

investment over roadway capacity investment. The City of Santa Fe, NM, recently adopted new traffic impact study (TIS) guidelines that are much more focused on multimodal/active transportation considerations than a typical TIS process, and intends to subsequently revise statutory developer requirements to match these revised standards and support greater active transportation investment.

Great Outdoors Colorado

Great Outdoors Colorado (GOCO) was established in 1992 through a statewide ballot initiative that redirects a substantial portion of Colorado Lottery proceeds each year towards projects that preserve and enhance the state's parks, trails, wildlife, rivers, and open spaces. These funds are administered through an annual competitive grant process organized around three core programs - Community Impact, Land Acquisition, and Pathways - and overseen by an independent board. In total, GOCO has invested over $1.4 billion in over 5,800 projects in all 64 Colorado counties. Specific to active transportation, GOCO has helped to fund numerous trail planning, design, and construction efforts throughout the state.

Overview of Local and Regional Active Transportation Planning Efforts

Active transportation is a major focus of much local and regional transportation planning throughout Colorado. It factors significantly into general comprehensive planning and transportation master planning because many communities highly value and desire robust active transportation networks, and more focused corridor and neighborhood studies are often specifically focused on enhancing active transportation along auto-oriented roadways.

What are Complete Streets and Complete Networks?

Complete Streets is an approach to transportation planning and design that ensures streets are safe, accessible, and comfortable for everyone - no matter how they travel, their age, or ability. This means making room for people walking, biking, driving, using transit, and using mobility devices. A Complete Street may include sidewalks, curb ramps, bike lanes or wide paved shoulders suitable for biking, frequent and safe crosswalks, comfortable and accessible public transit stops, pedestrian refuge islands, accessible pedestrian signals, curb extensions, narrower travel lanes, special bus lanes, and other features that make it easier and safer for everyone to get where they need to go.

There's no one-size-fits-all design - what makes a street "complete" depends on the surrounding community, whether it is rural, suburban, or urban. When it's not possible or practical to fit everything on one street, a complete network of streets ensures that different users can still move safely and efficiently through a connected system, even if different streets prioritize different modes.

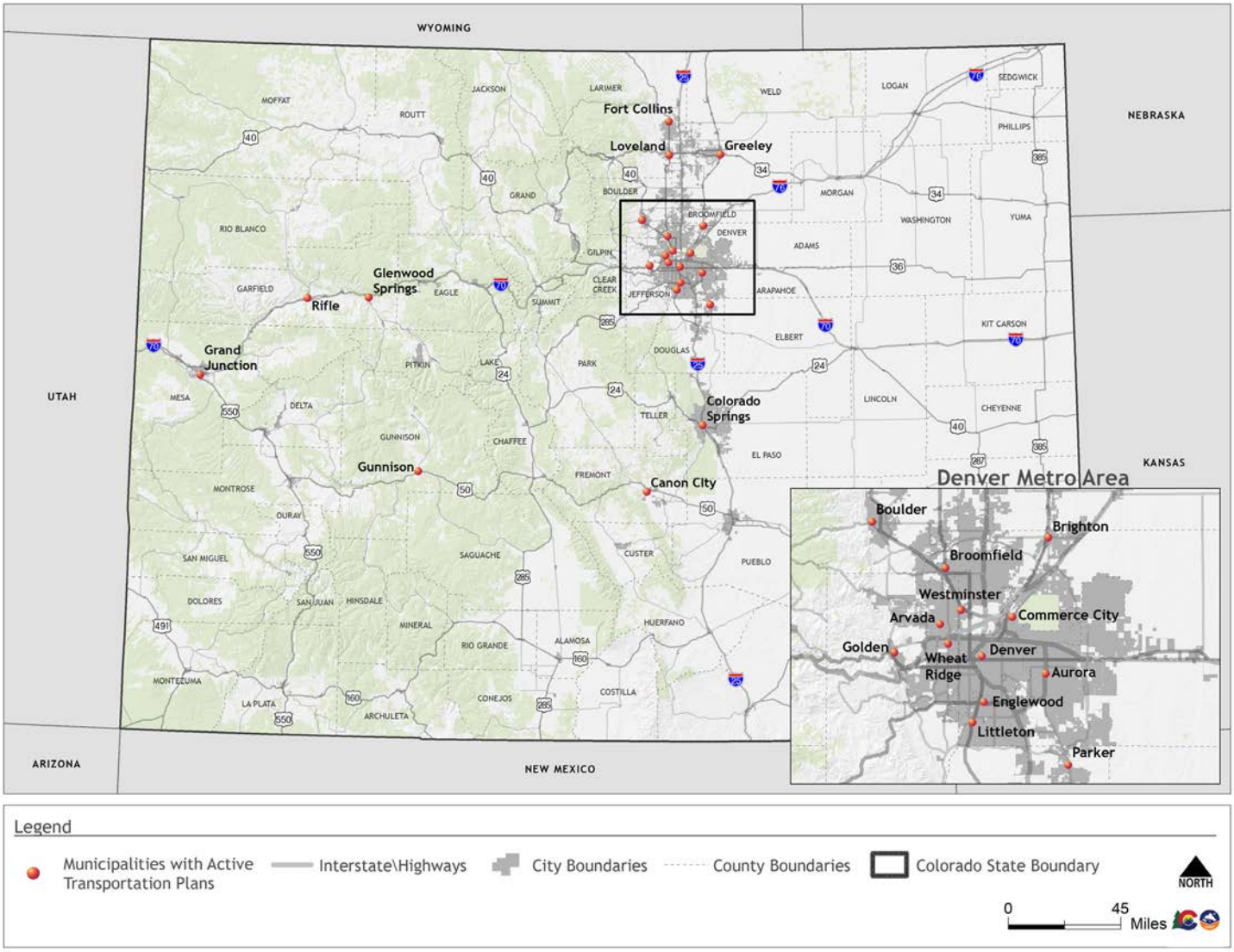
Increasingly though, local and regional agencies are also developing active transportation-specific master plans to more comprehensively analyze current conditions for active transportation and develop network-level recommendations for improvement. These active transportation plans vary somewhat in scope and focus, but generally include existing conditions analysis of safety and connectivity metrics, community input on active transportation issues and opportunities, and specific (and typically prioritized) infrastructure project recommendations. A total of 22 municipalities, as well as all the state's MPOs except for Grand Valley MPO have developed bicycle and/or pedestrians plans. These municipalities are largely concentrated on the Front Range as shown in Figure 23. In addition to these municipalities, many other local governments and regional transportation planning agencies across Colorado have incorporated active transportation considerations into their transportation master plans and/or comprehensive plans. When transportation projects are scoped in areas with an active transportation plan or adjacent to those areas, it is important to refer to those adopted plans and coordinate improvements whenever possible.

Colorado's Commitment to Complete Streets and Complete Projects

Colorado has made strong commitments to Complete Streets through state law, CDOT policy, and local action. CDOT's Complete Streets policy - Policy Directive 1602 - requires the needs of people walking, biking, and rolling be included in all transportation projects on or along the state highway system. This policy is underpinned by Colorado state law which requires CDOT to provide transportation infrastructure that safely and reliably accommodates bicyclists and pedestrians on all public streets. The Federal Infrastructure Investment and Jobs Act (IIJA) further supports this work by requiring states and MPOs to invest a portion of their planning and research funding in Complete Streets activities. Locally, many Colorado communities, including Boulder, Colorado Springs, Denver, and Fort Collins, have adopted their own Complete Streets policies.

At CDOT, we focus on building complete projects - projects that consider people, place, and purpose. This means designing roads that are safe, equitable, cost-effective, and responsive to community needs. Complete projects help create transportation systems that work for everyone and are more competitive for future funding opportunities. By adopting a Complete Streets, Complete Networks, and Complete Projects approach, CDOT aims to provide true mobility choice by providing safe, accessible, reliable, and affordable travel for everyone - regardless of whether they walk, bike, take transit, or drive.

Figure 23. Municipalities with Active Transportation Plans



The Safe Streets and Roads for All (SS4A) grant program, established by the Infrastructure Investment and Jobs Act, appropriated $5 billion in federal funds over 5 years, 2022 through 2026, to support regional, local, and Tribal initiatives aimed at preventing roadway deaths and serious injuries. Two types of grants are available through a competitive application process: Planning and Demonstration Grants to fund development of Comprehensive Safety Action Plans, which include lists of safety-focused projects; and Implementation Grants, which fund projects identified in Action Plans. According to the United States Department of Transportation, over 90% of all Implementation Grant awards have gone towards projects aimed at providing significant safety benefits to pedestrians and/or bicyclists.

Since the program started, 48 agencies across Colorado have received a total of over $73 million in SS4A funding, including:

- Bennett
- Boulder
- Boulder County
- Broomfield
- Castle Pines
- Castle Rock
- Centennial
- Chaffee County
- Colorado Springs
- Commerce City
- Cortez
- Delta County Ambulance District
- Denver
- Denver Regional Council of Governments
- Durango
- Eagle
- Fort Collins
- Fountain
- Glenwood Springs
- Grand Valley Metropolitan Planning Organization
- Greeley
- Gunnison
- Gunnison County
- Gypsum
- Huerfano County
- Jefferson County
- Kersey
- Larimer County
- Longmont
- Loveland
- Lyons
- Minturn
- Montrose County
- Monte Vista
- Nunn
- Paonia
- Pueblo
- Rifle
- Silverthorne
- Summit County
- Telluride
- Thornton
- Timnath
- Upper Arkansas Area Council of Governments
- Upper Pine River Fire Protection District
- Weld County
- Windsor
- Woodland Park

Priority Active Connections Explorer (PACE) Tool

As part of the ATP, CDOT developed the Priority Active Connections Explorer (PACE)- a statewide, map-based tool designed to support data-informed decision-making for active transportation investments along the state highway system. PACE helps CDOT and its planning partners identify and compare locations for improvements by evaluating and "scoring" active transportation need across the entire state highway system in one-mile segments.

Using 14 data inputs tied to the ATP's four goal areas, PACE assigns a score to each highway segment, with higher scores indicating higher active transportation need and opportunity for investment. The tool uses consistent and readily available data to ensure it can be applied across all regions of Colorado - enabling both broad statewide analysis and detailed corridor-level assessments.

PACE offers three core functions:

- Filter: Highlights priority locations for active transportation investments based on network gaps and potential contributions to ATP goal areas. Users can define a geographic focus area and select which goals to prioritize, and the tool highlights the one-mile segments with the highest potential for active transportation investments.
- Compare: Helps users assess the suitability of different project locations by generating scores that reflect how well a one-mile segment or multi-mile corridor supports the ATP's goals. Users can enter two separate locations and compare how each location scores across goal areas.
- Heatmap: Visualizes the PACE scores across the state highway system. Color-coded segments show total scores and allow users to zoom in, select specific segments, and view detailed scoring breakdowns by goal area. Users can toggle score input layers on and off for deeper exploration of the data.

PACE is intended for use by CDOT's Division of Transportation Development, regional planners and engineers, and planning partners. While the tool focuses on identifying priority locations rather than recommending specific facility types, it offers a consistent framework for evaluating state highways for active transportation opportunities, while maintaining flexibility for future integration of local street networks. The tool will be maintained by CDOT and integrated into broader transportation planning efforts, ensuring its continued relevance and useability.

The maps on the following pages illustrate segment scores by ATP goal area as well as the total PACE score for each highway segment. Each goal area uses two to five data inputs to determine the PACE score, with all 14 data inputs informing the total PACE score. A description of each data input is provided on the following pages. Appendix A lists the top scoring highway segments for each of the state's 15 transportation planning regions.

Safety

Vulnerable Road User (VRU) Crashes – Frequency of reported crashes involving bicyclists or pedestrians, adjusted for frequency of active transportation trips.

High Injury Network (HIN) – Highway segments identified as high-risk locations for vulnerable road users considering prevalence of serious injuries and fatalities.

Level of Traffic Stress (LTS) – Measure of how comfortable a roadway is for bicyclists and pedestrians based on roadway characteristics.

Equity

Disproportionately Impacted Communities – Areas with one or more social, economic, or environmental disadvantages, as defined in Colorado Revised Statute 24-4-109.

Mobility Barriers – Presence of factors that limit residents' ability to travel, including zero-vehicle households, population under 18, population over 65, and population with a disability

Mobility Choice

Network Connectivity – Availability and continuity of bicycle and pedestrian facilities along a corridor.

Scenic Byway and/or Proposed US Bicycle Route – Formal or proposed designation as a regional or nationally recognized bikeway, or a Colorado Scenic Byway.

Short Trips – Estimated number of current and future short-distance trips within the corridor.

Current Recreational Active Transportation Demand – Existing usage levels for biking and walking based on aggregated recreational trip data.

Connected Communities

Transit Access – Proximity to intercity and local transit services.

Access to Recreation – Availability of parks, trails, and recreational destinations nearby.

Access to Schools – Presence of educational institutions within a walkable distance.

Main Street – Locations with a designated main street or lower-speed urban environments.

Population and Employment – Density of residents and jobs within the surrounding area.

Figure 24. Statewide Safety Heat Map

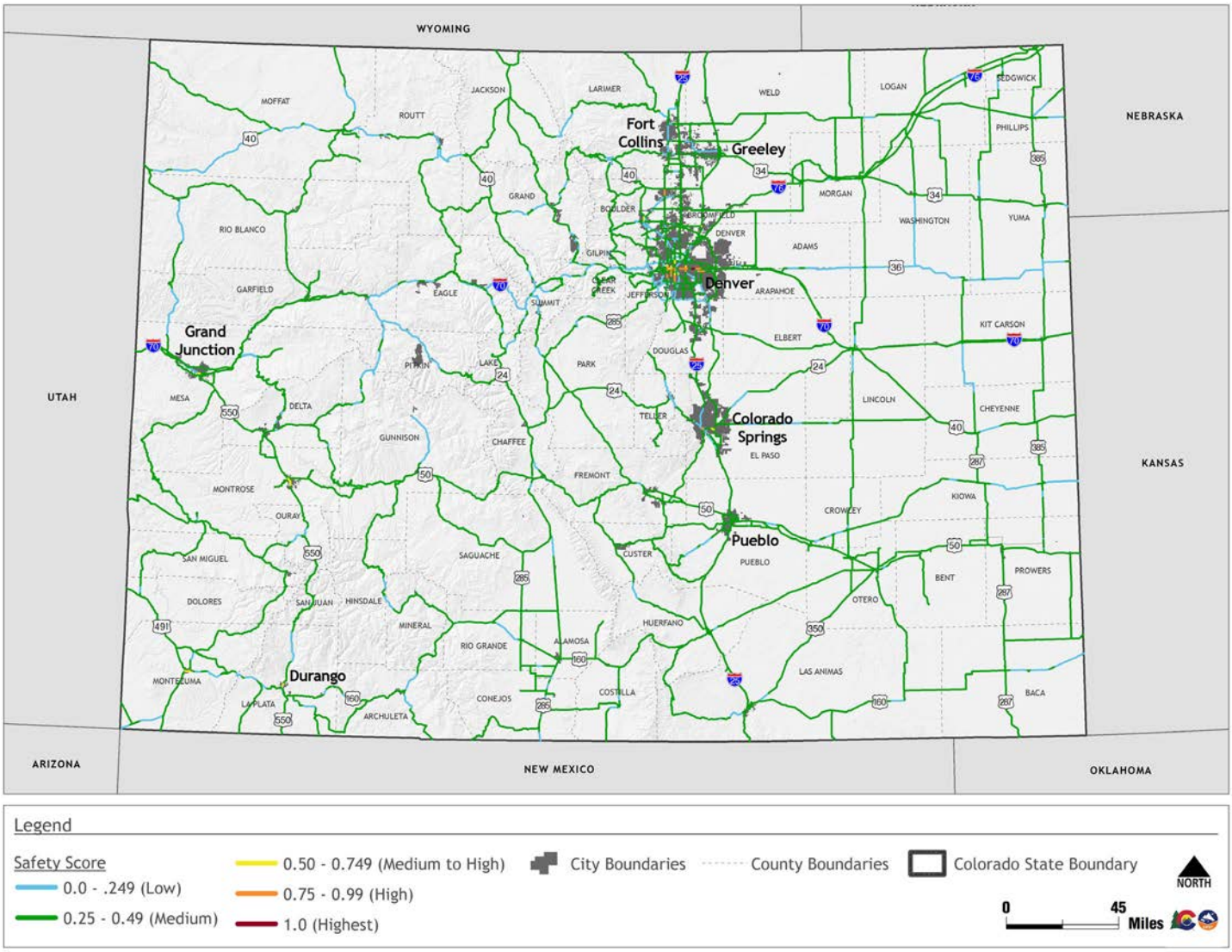


Figure 25. Statewide Equity Heat Map

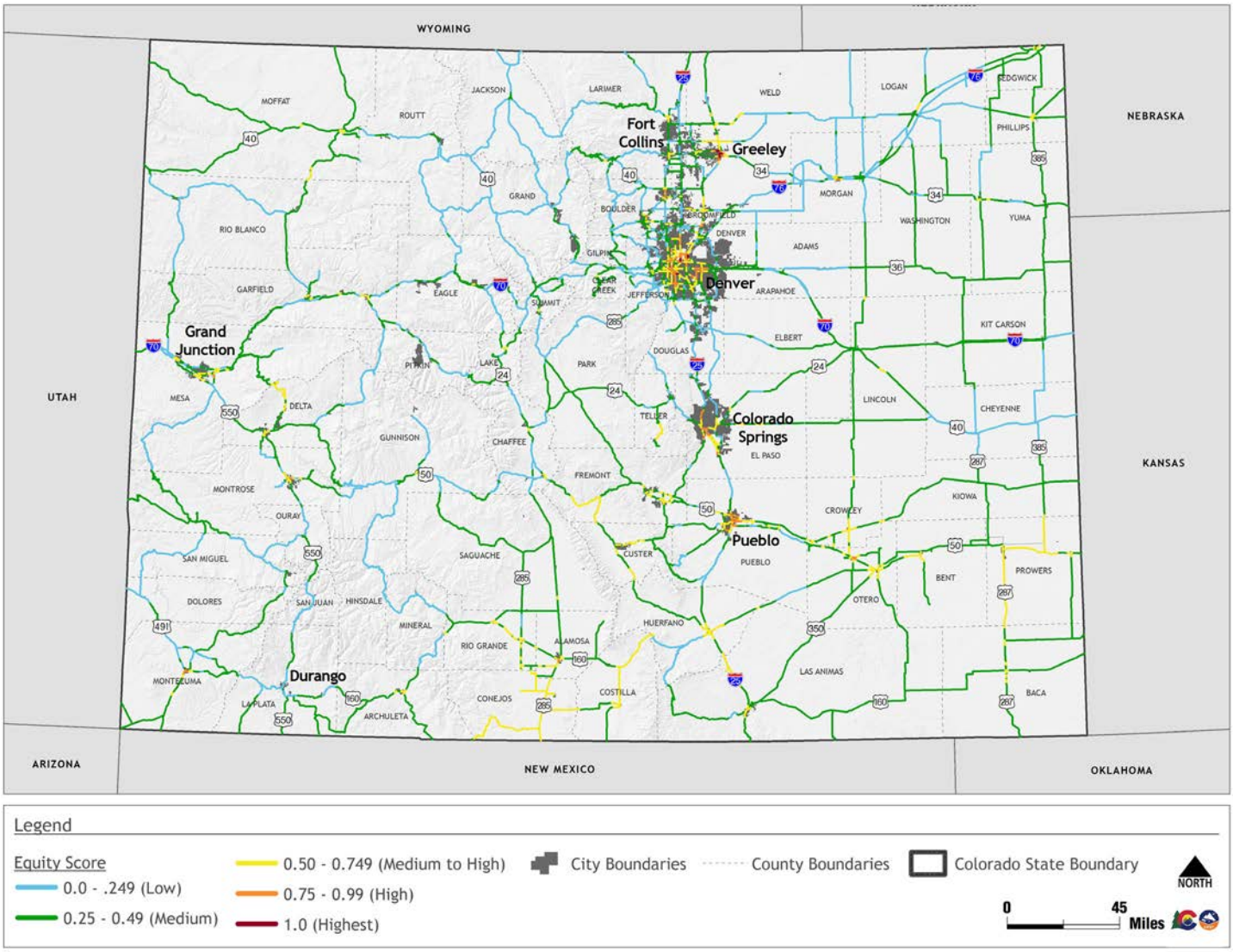


Figure 26. Statewide Mobility Choice Heat Map

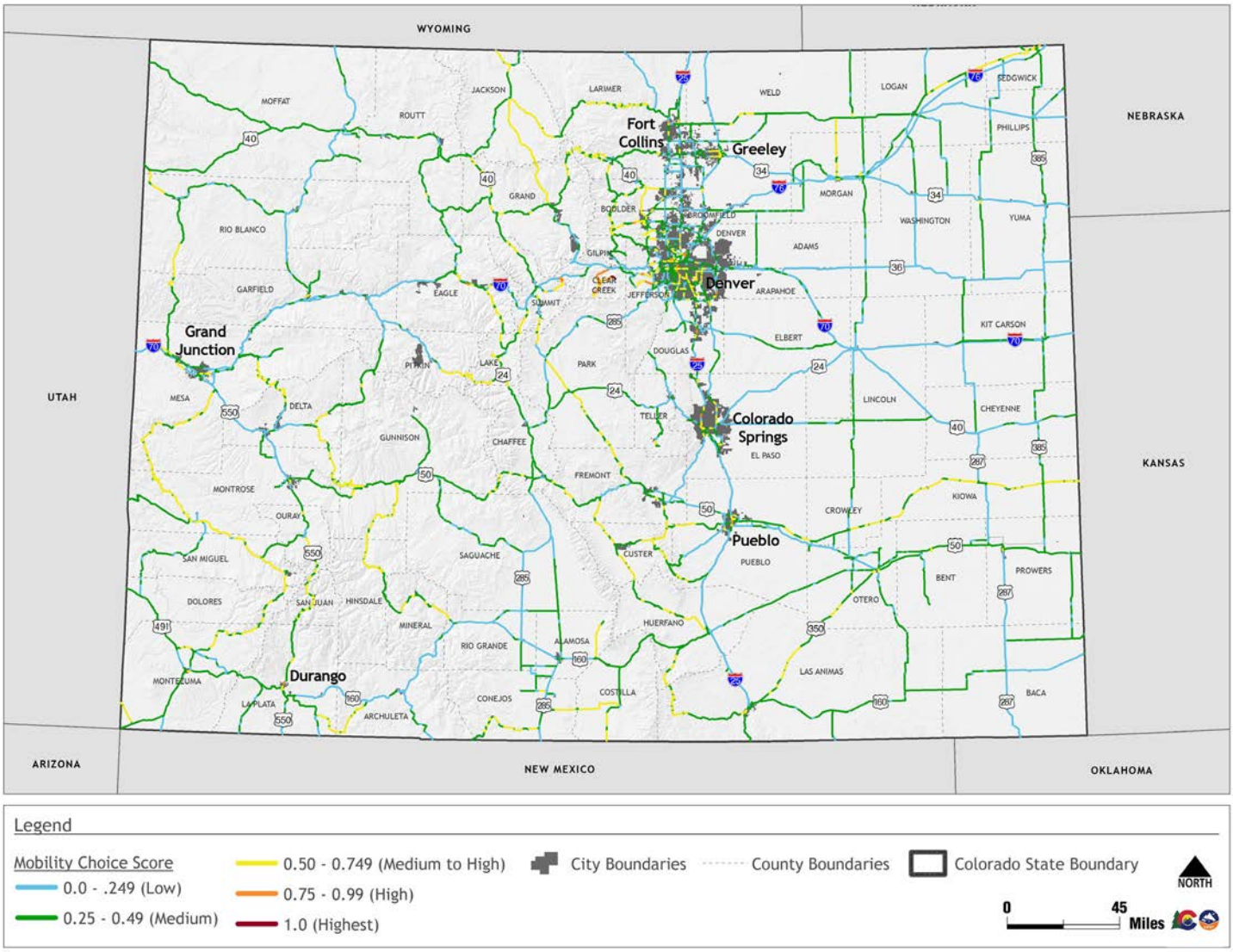
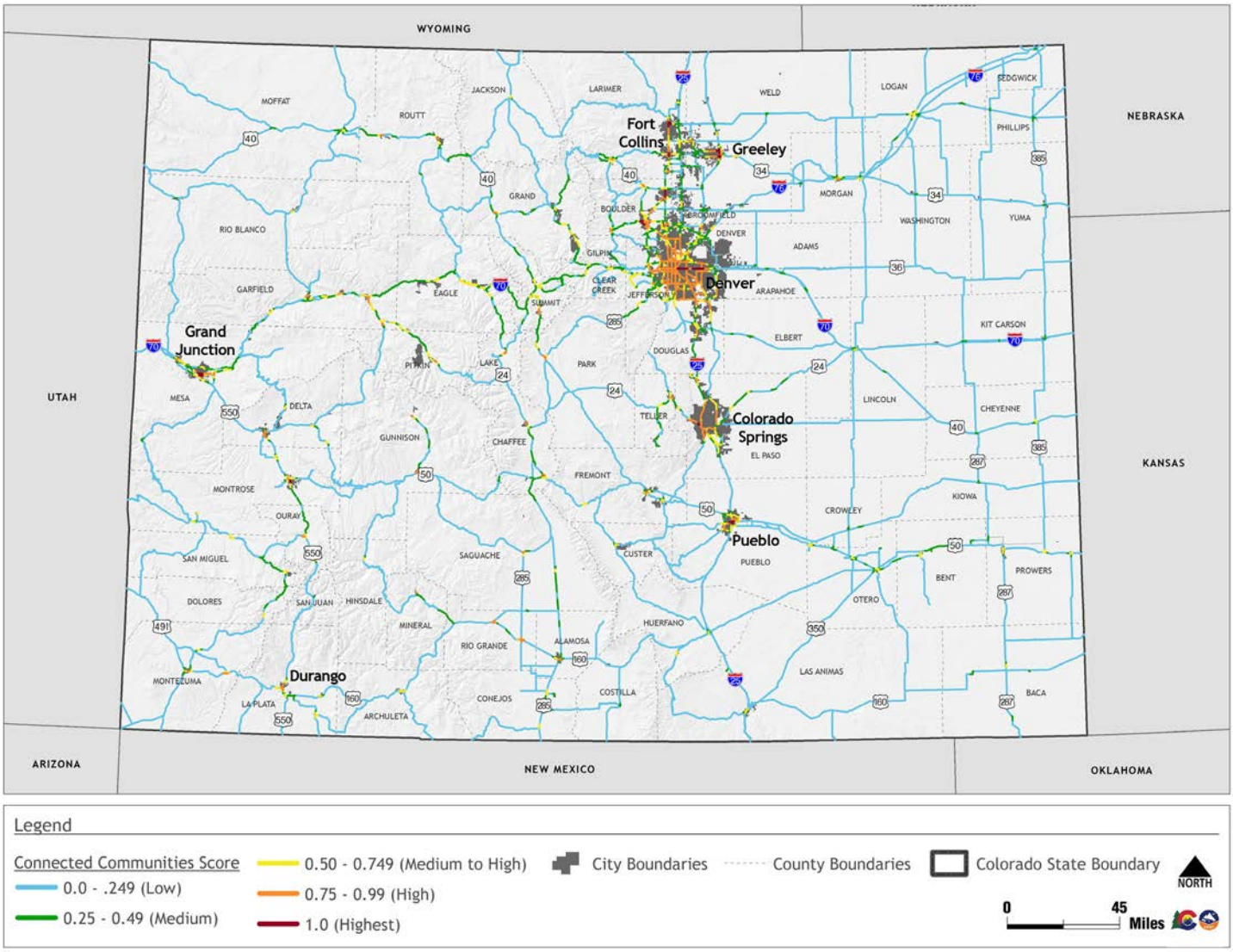


Figure 27. Statewide Connected Communities Heat Map



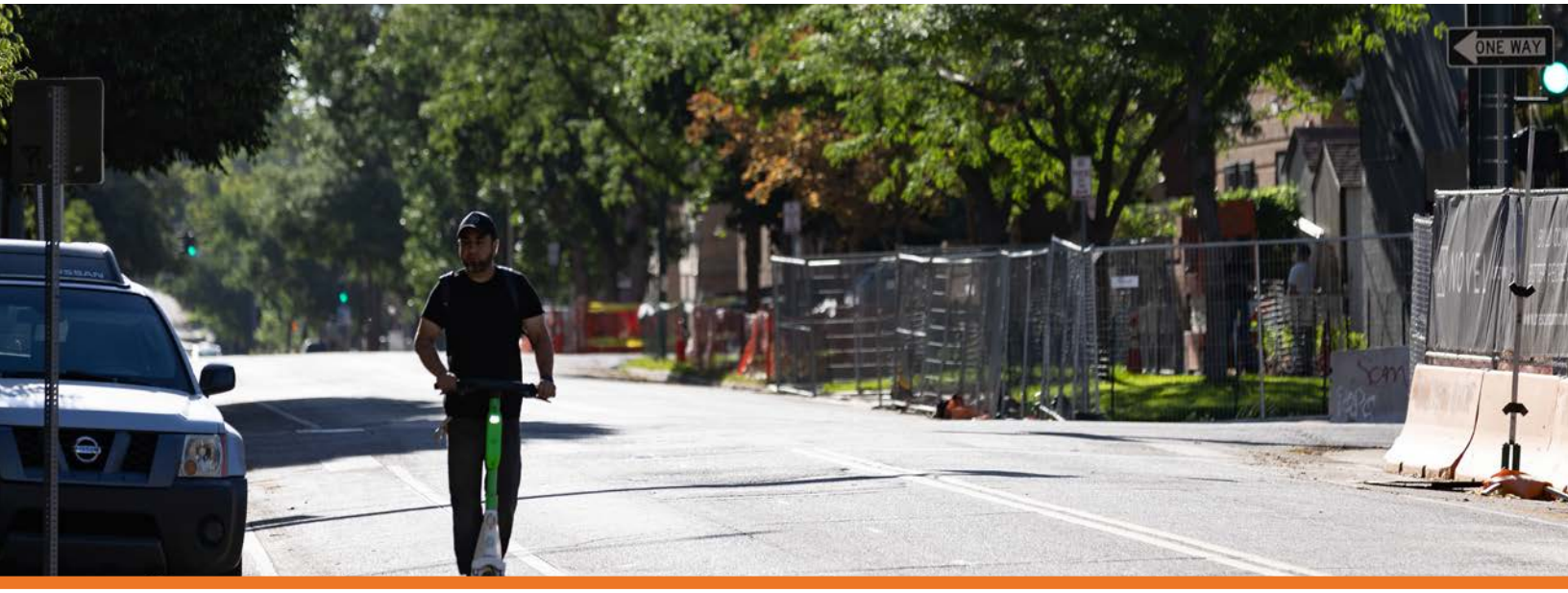
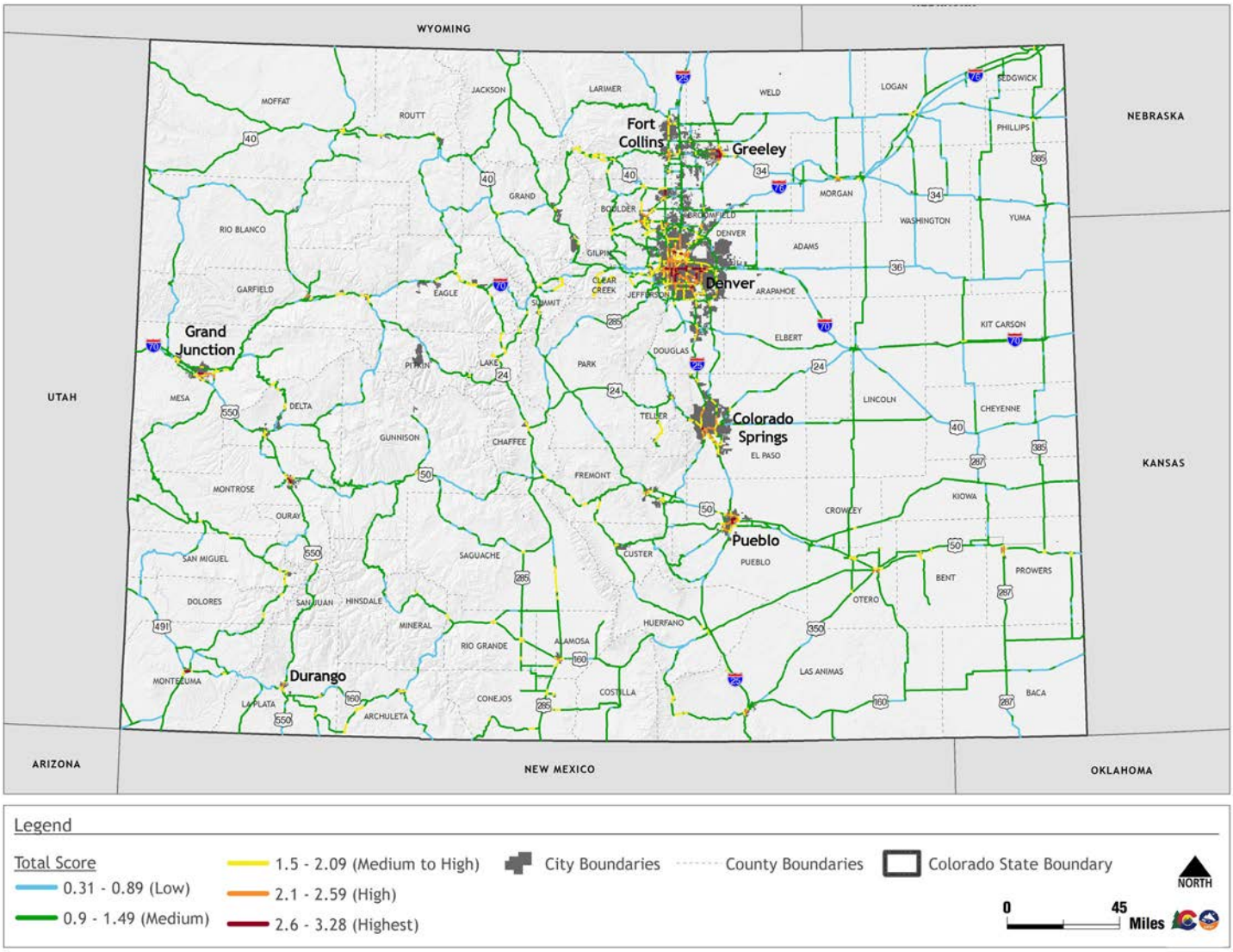
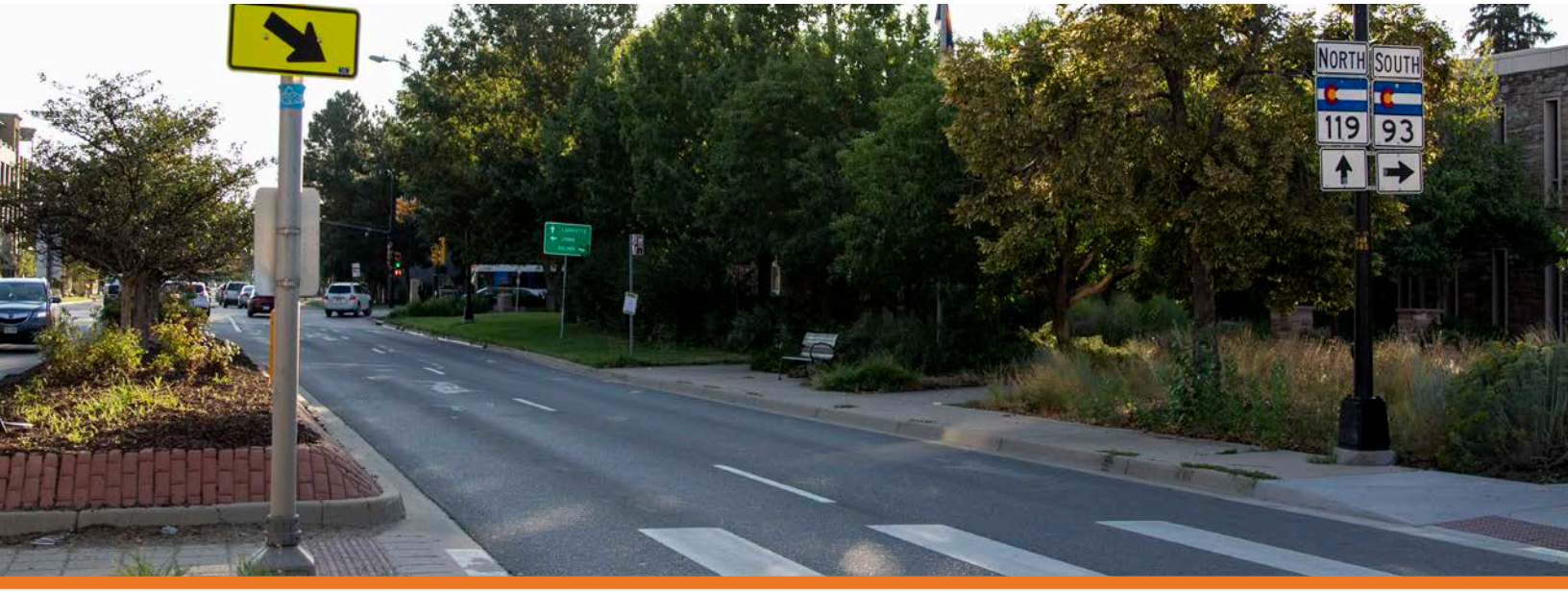


Figure 28. Overall Statewide Performance on Goal Areas





Statewide Planning Alignment

A Coordinated Planning Approach

The Active Transportation Plan (ATP), Statewide Transportation Plan (SWP), and Strategic Highway Safety Plan (SHSP) were developed concurrently to ensure seamless integration and alignment with Colorado's long-range transportation goals, including those in Governor Polis' Colorado Transportation Vision: 2035. By advancing these efforts in tandem, CDOT was able to embed active transpotation considerations directly into the SWP, strengthening the role of walking, biking, and rolling in the state's broader transportation vision. This coordinated approach ensures that active transportation investments are not only prioritized but also serve as integral components of multimodal connectivity, safety improvements, and sustainability initiatives.

The ATP is a critical component of the SWP, reinforcing CDOT's commitment to a multimodal, connected, and safe transportation system. Active transportation investments directly support state priorities such as greenhouse gas (GHG) reduction, equitable mobility, and economic development. The Priority Active Connections Explorer (PACE) tool embodies this philosophy, helping to identify locations where investments in walking and biking can provide the greatest benefits.

Advancing CDOT's Long-Range Goals

CDOT's Policy Directive 14 (PD 14) establishes the framework for long-range transportation planning, guiding investment decisions across the state. Active transportation plays a pivotal role in achieving the PD 14 goals:

Advancing Transportation Safety:

Active transportation investments reduce conflicts between vehicles and vulnerable road users (VRUs), improving safety outcomes for people walking and biking.

Fixing Our Roads:

With over 23,000 lane miles of roadway and almost 3,500 bridges, considerable resources are needed to maintain the state highway system in a state of good repair. Providing active transportation facilities where they can most readily serve trips that otherwise would have been completed in an automobile allows the transportation system to work more efficiently, reducing wear and tear on the roads. In addition, incorporating active transportation elements into planned resurfacing projects ensures a more complete, resilient, and efficient transportation network.

Sustainably Increasing Transportation Choices:

Active transportation supports a more multimodal and equitable transportation system, reducing reliance on single-occupancy vehicles and expanding affordable mobility options for all Coloradans, including through first and last mile connections to transit.

Advancing Colorado's Transportation Vision

Governor Polis' Colorado Transportation Vision: 2035 outlines a systemic framework for expanding transportation choices while meeting Colorado's climate, affordability, safety, and equity goals. The document envisions a future in which Coloradans have a genuine choice on how to move about and between our communities, rather than the status quo of minimal public transit services that are often inconvenient, and a built environment that encourages driving for even short trips. To accomplish this, Vision 2035 sets goals for reliable transportation options such as transit, rail, biking, and walking. Key active transportation goals of Vision 2035 include:

- **Doubling Colorado's non-auto transportation trips from 9.6% to 19.2%;**
- **Building 3,540 miles of new bicycle lanes and separated bicycle paths, an 81% increase; and**
- **Creating 1,345 new miles of sidewalk, a 3.4% increase.**

While Vision 2035 acknowledges that it will take all levels of local, state, and federal government working together to achieve Colorado's climate and transportation goals, the ATP outlines goals, strategies, and targets that will put Colorado on a path to succeed.

Public and Stakeholder Coordination

Public and stakeholder engagement played a crucial role in shaping the ATP and ensuring its alignment with statewide transportation planning efforts. Throughout the development of both plans, CDOT gathered input through a variety of outreach activities, including:

SWP Surveys and Town Halls: The SWP public survey included specific questions on the need for active transportation facilities and safety improvements for bicyclists and pedestrians, helping to shape statewide strategies. An ATP-specific survey that included questions about active transportation facility preferences, barriers to active transportation, priorities for improvement, and active transportation visions was also administered. CDOT held nine telephone town halls covering all regions of the state to gain insights on investment priorities, including active transportation priorities.

Transportation Planning Region (TPR) and Metropolitan Planning Organization (MPO) Coordination: The ATP project team provided guidance to TPRs on developing complete projects that integrate active transportation elements for inclusion in their regional plans, and presented updates on the ATP to TPRs and MPOs.

Statewide Transportation Advisory Committee (STAC) Engagement: Ongoing discussions with STAC and other planning partners reinforced the importance of active transportation in shaping future investments.

Community Advisory Committee: The ATP project team met four times over the course of the planning process with a large stakeholder group composed of representatives from dozens of local jurisdictions, regional planning partners, state agencies, active transportation advocacy groups, and other relevant non-profits. This group offered local perspectives on draft plan elements and helped support broader engagement efforts.

By embedding active transportation discussions into these broader engagement efforts, CDOT ensured that the ATP reflects the needs and priorities of communities across the state.

Equity, Public Health, and Economic Vitality

The ATP prioritizes active transportation improvements that serve disproportionately impacted communities, break down mobility barriers and foster equitable access to transportation. Investments in walking and biking also contribute to broader economic and public health goals by:

- Reducing transportation costs and expanding affordable mobility options.
- Enhancing main streets and commercial corridors, increasing pedestrian and bicycle access to businesses.
- Improving public health outcomes by encouraging physical activity and reducing air pollution.
- These benefits reinforce CDOT's commitment to ensuring that transportation investments create safer, healthier, and more vibrant communities across Colorado.

Integrating Active Transportation into Project Prioritization

Following adoption of the SWP, the ATP will serve as a key resource in identifying and prioritizing projects for inclusion in CDOT's 10-Year Plan. The PACE tool will play a critical role in this process, helping planners and decision-makers assess where investments in walking and biking infrastructure will provide the most significant benefits.

Plan Strategies and Implementation

A robust and diverse set of strategies for improving active transportation in Colorado was developed during the planning process. The 53 recommended strategies cover planning, policy, funding, data and resources, education, partnerships, and projects; and are each associated with one primary ATP goal to demonstrate alignment with the plan vision. Each strategy has a responsible party and implementation timeline identified for accountability. Near term strategies should be initiated in the next one to two years. Mid term strategies should be initiated in the next three to four years, and long term strategies should be initiated in the next five to six years.

Input from a wide array of project stakeholders informed development of the plan strategies. Members of the Community Advisory Committee and ATP Working Group reviewed draft strategy lists and provided input on revisions, additions, and priorities; the project team coordinated with other statewide planning efforts to ensure alignment; and CDOT staff provided input on strategy responsibilities and timeframes.

Safety Strategies

#	Strategy	Category	Responsibility	Timeframe
S1	Set safe and realistic speed limits by considering contextual factors such as road function, land use, traffic volume, active transportation activity, crash history, environmental conditions, and road design.	Policy	CDOT Traffic Safety and Engineering Services	In Progress
S2	Perform regional pedestrian and bicyclist safety studies and support local agencies in conducting pedestrian and bicyclist safety studies.	Planning, Partnerships	CDOT Traffic Safety and Engineering Services; CDOT Region Traffic Engineers	In Progress
S3	Continue to expand CDOT's E-bike Safety campaign	Education	CDOT Office of Innovative Mobility, CDOT Division of Transportation Development (DTD)	In Progress
S4	Continue to evaluate implemented active transportation safety projects through before-and-after studies with established standards and identify most successful project types	Planning, Projects	CDOT Traffic Safety and Engineering Services	In Progress
S5	Work to continually identify priority locations for VRU safety and address the active transportation safety needs through implementing FHWA's Proven Safety Countermeasures.	Planning, Projects	CDOT Traffic Safety and Engineering Services; CDOT DTD	In progress
S6	Improve intersection safety for VRUs, particularly pedestrians, by using proven safety countermeasures and other project design elements that improve safety for VRUs.	Projects	CDOT Region Traffic Engineers	In Progress
S7	Improve safety at high-risk intersections by addressing design deficiencies such as inadequate lighting, insufficient sight distance, and substandard turning radii.	Projects	CDOT Region Traffic Engineers	In Progress
S8	Prioritize safety impacts over operational impacts when evaluating projects	Policy	CDOT Traffic Safety and Engineering Services, CDOT Region Traffic Engineers	In Progress

Safety Strategies

#	Strategy	Category	Responsibility	Timeframe
S9	Collaborate with local and regional partners on projects to provide safer active transportation crossings of highways	Planning, Projects, Partnerships	CDOT Region Active Transportation Representatives	Near Term
S10	Expand the use of automated speed enforcement in high priority active transportation corridors while ensuring disadvantaged areas are not disproportionately impacted by their deployment	Policy	CDOT Traffic Safety and Engineering Services	Near Term
S11	Develop guidance for CDOT and local agencies to evaluate and implement Leading Pedestrian Intervals (LPIs), rectangular rapid flashing beacons (RRFBs), pedestrian hybrid beacons (PHBs), and other pedestrian crossing treatments	Data & Resources	CDOT Region Traffic and Traffic Safety & Engineering Services	Near Term
S12	Continue to update CDOT roadway design standards to increase focus on multimodal safety and maximize accessibility, safety, and comfort for people who walk, bike, and roll	Policy	CDOT Design Area Engineering	Mid Term
S13	Design roads to promote lower vehicle speeds in areas where current and planned land use is conducive to active transportation	Planning, Projects	CDOT Design Area Engineering and Traffic Safety & Engineering Services	Mid Term
S14	Use traffic calming methods and context-sensitive roadway design on design and implementation projects to encourage safer speeds	Planning, Projects	CDOT Region Traffic and Traffic Safety & Engineering Services	Mid Term
S15	Establish a Road Safety Audit (RSA) process for the State of Colorado's highway and roadway system and conduct VRU-specific RSAs.	Policy	CDOT Traffic Safety and Engineering Services	Mid Term
S16	Incorporate VRU counts into Road Safety Audits and Corridor Studies to assess current exposure and level of risk for these roadways	Data & Resources	CDOT Traffic Safety and Engineering Services	Mid Term

Safety Strategies

#	Strategy	Category	Responsibility	Timeframe
S17	Revamp driver's education curriculum, Colorado Drivers' Handbook, and renewal requirements to include more active transportation considerations	Policy, Education	Colorado Department of Revenue; CDOT DTD Office of Transportation Safety (OTS); CDOT Office of Multimodal Planning	Long Term
S18	Expand educational opportunities for state, local, and regional partners on VRU safety, bicycle and pedestrian facility design, Complete Streets, and the Safe Systems Approach	Data & Resources	CDOT DTD Office of Multimodal Planning	Long Term
S19	Implement a large-scale active transportation count program and/or purchase big data on VRU activity and origin-destination data to develop AT volume estimates and calculate crash exposure	Data & Resources	CDOT Office of Data Management, Region Traffic, DTD	Long Term

Equity Strategies

#	Strategy	Category	Responsibility	Timeframe
E1	Integrate Disproportionately Impacted (DI) community scoring into all active transportation grant decision processes at CDOT	Policy	CDOT Equity Office, CDOT Division of Transportation Development	In Progress
E2	Proactively identify project needs within DI Communities through regular, intentional outreach	Partnerships	CDOT Equity Office	Near Term
E3	Improve access to funding and increase active transportation investment in communities disproportionately impacted by traffic safety challenges	Funding	CDOT Government Affairs	Near Term
E4	Increase funding for curb ramp replacement projects	Funding	CDOT Transportation Commission	Near Term
E5	Complete statewide curb ramp inventory	Data & Resources	CDOT Equity Office	Mid Term
E6	Integrate equity considerations and metrics into project evaluation and prioritization, including methodology to assess benefits and burdens of projects for disadvantaged populations	Policy	CDOT DTD Office of Multimodal Planning, CDOT Equity Office	Mid Term
E7	Develop and maintain a repository of best practices related to equitable mobility	Data & Resources	CDOT Equity Office	Long Term
E8	Establish an AT grant coordinator/grant navigator position to support CDOT and local agencies	Data & Resources	CDOT Subrecipient Grants Support Unit, and CDOT DTD Office of Multimodal Planning	Long Term
E9	Consider DI Communities and EnviroScreen 80th percentile communities during all project development stages	Planning	CDOT Environmental Program Branch	Long Term

Mobility Choice Strategies

#	Strategy	Category	Responsibility	Timeframe
M1	Lead and participate in communications campaigns about local and regional multimodal travel options and active transportation-focused events (e.g., Bike to Work Day)	Education	CDOT DTD Office of Multimodal Planning, Office of Communications, CDOT Region Active Transportation Representatives	In Progress
M2	Bolster and expand complete streets/multimodal design trainings for engineers and planners	Education Data & Resources	CDOT DTD Office of Multimodal Planning	In Progress
M3	Consider opportunities to add active transportation facilities in all CDOT projects through retrofits, roadway reallocation, and expansion	Projects	CDOT Project Managers	In Progress
M4	Study and address statutory and policy barriers and opportunities to improve active transportation safety and mobility	Policy	CDOT DTD Office of Multimodal Planning	In Progress
M5	Continue to work with the Colorado Energy Office to support e-bike adoption through e-bike tax credits	Policy, Partnerships	CDOT Office of Innovative Mobility, CDOT DTD Office of Multimodal Planning	In Progress
M6	Establish a list of potential projects, including estimated costs, to close gaps in the statewide active transportation network	Planning	CDOT Division of Transportation Development	Near Term
M7	Prioritize implementation of pedestrian crossings on arterials to reduce travel distance for pedestrians and enhance pedestrian safety	Policy, Projects	CDOT Region Planning and Traffic	Near Term
M8	Set aside more funding for multimodal transportation projects	Funding	CDOT Transportation Commission	Mid Term
M9	Identify priority corridors involving state highways where corridor planning would be beneficial to active transportation and complete streets	Planning	CDOT Division of Transportation Development	Mid Term
M10	Identify ways to prioritize active transportation investments in neighborhood centers and transit-oriented communities as defined in HB24-1313	Planning	CDOT HQ, Region Planning and Traffic	Mid Term

Mobility Choice Strategies

#	Strategy	Category	Responsibility	Timeframe
M11	Regularly update and maintain the existing inventory of active transportation facilities on the state highway system and local roads, including information on ADA compliance, and identify gaps in the active transportation network	Data & Resources	CDOT DTD	Mid Term
M12	Consider opportunities for roadway reallocation and develop a retrofit toolkit	Projects	CDOT DTD	Mid Term
M13	Update pedestrian warrant guidance to allow data on unmet need to inform crossing locations	Policy	CDOT Traffic Safety and Engineering Services	Long Term
M14	Establish a statewide active transportation collaboration group that meets on a regular basis	Partnerships	CDOT DTD, CDOT Office of Innovative Mobility	Long Term
M15	Develop and maintain a repository of best practices related to multimodal infrastructure, including design, construction, and maintenance	Data & Resources	CDOT Design Area Engineering, CDOT DTD Office of Multimodal Planning	Long Term
M16	Encourage local and regional agencies to create community-specific plans for active transportation safety, connectivity, and project recommendations.	Planning, Partnerships	CDOT DTD Office of Multimodal Planning	Long Term

Connected Communities Strategies

#	Strategy	Category	Responsibility	Timeframe
C1	Work with state, regional, and local agencies to promote Safe Routes to Parks	Partnerships	CDOT DTD Office of Multimodal Planning	In Progress
C2	Integrate active transportation and Bus Rapid Transit planning	Planning, Projects	CDOT Office of Innovative Mobility, CDOT Region Planning	In Progress
C3	Proactively lead and support the buildout of a mobility hub network	Projects	CDOT Office of Innovative Mobility	In Progress
C4	Improve sidewalk connectivity and transit user amenities within Bustang station areas	Projects	CDOT Office of Innovative Mobility, CDOT Project Managers	In Progress
C5	Continue to designate appropriate CDOT facilities as formal bicycle routes	Planning	CDOT DTD Office of Multimodal Planning	In Progress
C6	Continue to support local agencies to establish and expand community-based mobility options such as bikeshare and/or shared micromobility programs	Partnerships	CDOT Office of Innovative Mobility	In Progress
C7	Increase funding for the Safe Routes to School grant program	Funding	CDOT Transportation Commission	Near Term
C8	Increase funding for eliminating highway barriers for active transportation within existing grant programs or by establishing a new capital grant program	Funding	CDOT Transportation Commission	Near Term
C9	Support local agency-initiated projects involving active transportation on, along, or across CDOT facilities	Partnerships	CDOT Local Agency Coordinators, CDOT DTD Office of Multimodal Planning	Near Term
C10	Expand access to Safe Routes to School funding by providing planning grants and mini-grants	Funding	CDOT DTD Office of Multimodal Planning	Near Term

Connected Communities Strategies

#	Strategy	Category	Responsibility	Timeframe
C11	Improve active transportation access to transit facilities, especially Bustang and BRT stations	Projects	CDOT Project Managers	Mid Term
C12	Inventory roadway and pedestrian infrastructure in designated school zones and areas around schools	Data & Resources	CDOT Region Traffic, Traffic Safety & Engineering Services	Mid Term
C13	Increase the amount of bike parking available at transit stations and stops, and at key destinations in coordination with local, regional, and transit partners	Projects, Partnerships	CDOT Office of Innovative Mobility	Mid Term
C14	Enhance Colorado's reputation as a go-to cycling destination by improving bicycle facilities along Colorado's Scenic Byways	Planning, Projects	CDOT Project Managers, CDOT DTD	Mid Term
C15	Officially designate proposed US Bicycle Routes in Colorado	Planning	CDOT DTD Office of Multimodal Planning	Long Term
C16	Develop bike parking recommendations for transit stations, transit stops, and private development, including guidance for accommodating e-bikes and micromobility devices	Data & Resources	CDOT DTD Office of Multimodal Planning	Long Term
C17	Provide resources and funding to expand availability of school-based on-bike education	Funding	CDOT DTD Office of Multimodal Planning, CDOT Transportation Commission	Long Term
C18	Build partnerships between state, local, and regional entities to share best practices on active transportation and plan and implement facilities	Partnerships	CDOT DTD Office of Multimodal Planning	Long Term

Performance Measures

Performance measures allow CDOT to track statewide progress in achieving the goals of the Active Transportation Plan. By establishing baseline metrics and setting targets for improvement on a specified timeline, CDOT and its partners have a means to maintain accountability for improving active transportation throughout Colorado. This section summarizes the identified performance measures by goal area, including related objectives, baseline data and maps, and future targets. Equity is presented as the final goal area in this section because its performance measures build off the performance measures from the other goal areas.

Input from a wide array of project stakeholders informed development of the plan performance measures. Members of the Community Advisory Committee and ATP Working Group helped define effective quantitative performance measures for each plan objective, and provided input on appropriate targets. Other CDOT staff helped ensure alignment with related targets from other statewide efforts and provided data for establishing baseline values.

Objectives and Performance Measures by Goal

Safety

Objective:

Reduce the number of traffic-related fatalities and serious injuries involving Vulnerable Road Users.

Performance Measure:

Number of traffic-related fatalities and serious injuries involving Vulnerable Road Users

Baseline:

The data used to establish a baseline for this performance measure was the 2023 crash database, consistent with the data being used for Policy Directive 14. There were 835 traffic-related VRU fatalities and serious injuries in 2023.

Target:

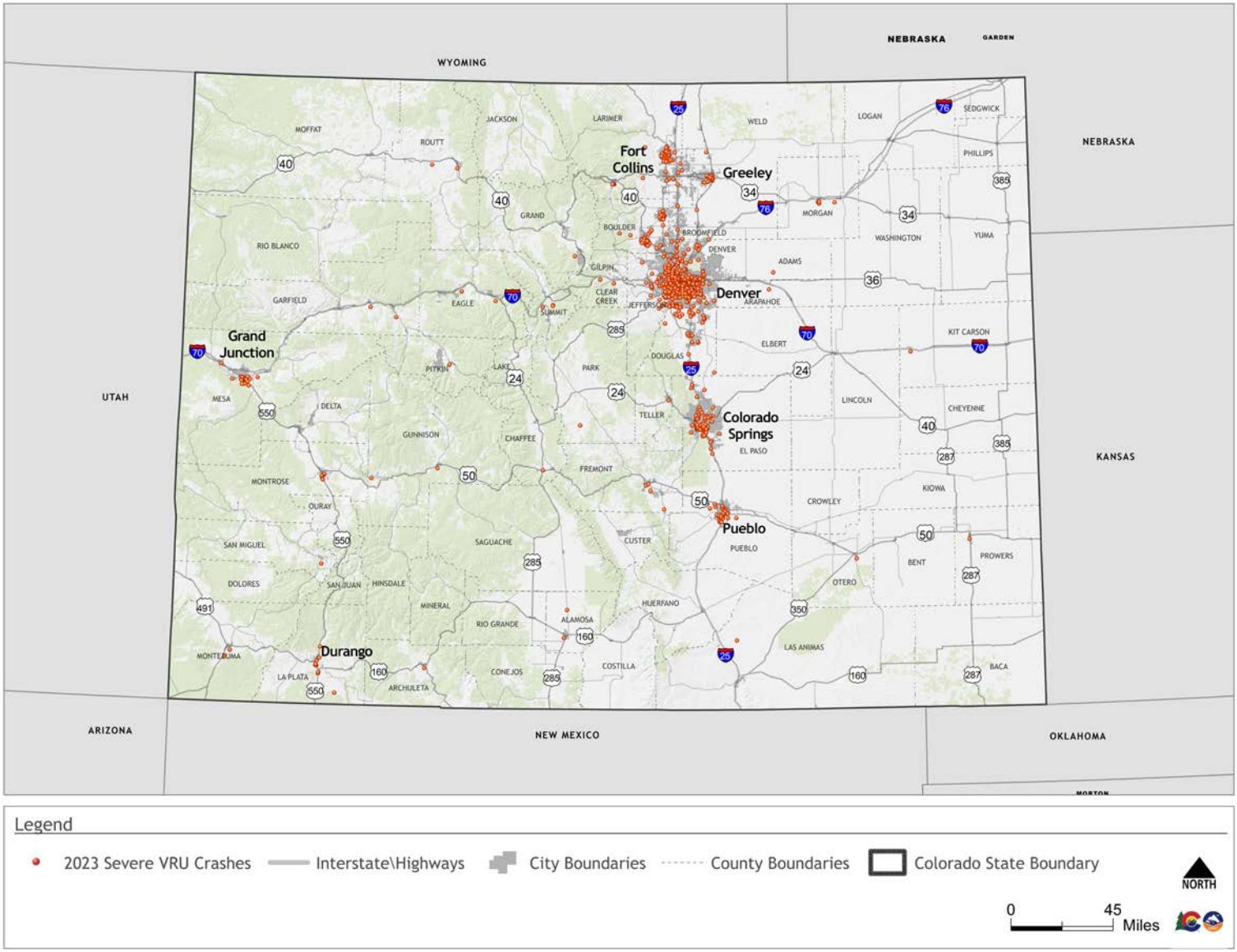
50% reduction by 2037 (417 fatalities and serious injuries involving Vulnerable Road Users)

Context:

The future of Colorado is zero deaths and serious injuries so all people using any transportation mode arrive at their destination safely. Vision Zero is embedded in CDOT's approach to safety and requires a multidisciplinary approach, strong partnerships, and the prioritization of safety across the organization. This vision will be implemented over a long term. The identified target reflects a plausible and aggressive outcome to be achieved by the year 2037.

Figure 29 displays the reported serious injury and fatality crashes involving Vulnerable Road users in 2023. The large majority of severe VRU crashes (92%) in 2023 occurred in urban areas, with a heavy concentration in larger front range communities.

Figure 29. Statewide Severe Vulnerable Road User Crashes, 2023



Connected Communities

Objective:

Improve the continuity and accessibility of active transportation networks by connecting to key community destinations (e.g., schools, parks, commercial areas, transit stops/stations, etc.)

Performance Measure:

Percent of population with access to three or more essential destination types with a walk or bike trip that is less than 15 minutes.

Baseline:

53% of the state's population is within a 15-minute walk trip of at least three essential destination types, and 81% of the state's population is within a 15-minute bike trip of at least three essential destination types.

Target:

By 2037 65% of the state's population is within a 15-minute walk trip of at least three essential destination types and 90% of the state's population is within a 15-minute bike trip of at least three essential destination types.

Context:

The data used to establish a baseline for this performance measure came from Close, a combined database of common destination types and active transportation infrastructure which can be used to determine access to destinations via active modes within a certain time threshold (e.g., schools within a 30-minute walk). Biking and walking times are calculated from the centroid of U.S. Census block groups based on average biking and walking paces. For the ATP analysis, schools, grocery stores, convenience stores, community centers, libraries, transit stops, and parks were considered essential destinations.

Figure 30 shows the census block groups that have 15-minute walk access to at least three essential destination types, and **Figure 31** shows the census block groups that provide 15-minute bike access to at least three essential destination types. In both cases, the census block groups with this level of existing active transportation access are heavily concentrated within municipal boundaries. In terms of area, a large majority of the state does not have this level of active transportation access to destinations, but a majority of the state's population resides within municipal boundaries. **Figure 32** shows the 15-minute bike access analysis results for the Intermountain TPR and **Figure 33** shows the 15-minute walk access analysis results for the Gunnison Valley TPR – at these zoomed-in scales, the concentration of census block groups with the prescribed level of access within municipal boundaries is very apparent.

Figure 30. Census Blocks with 15-Minute Walk Access to 3+ Essential Destinations

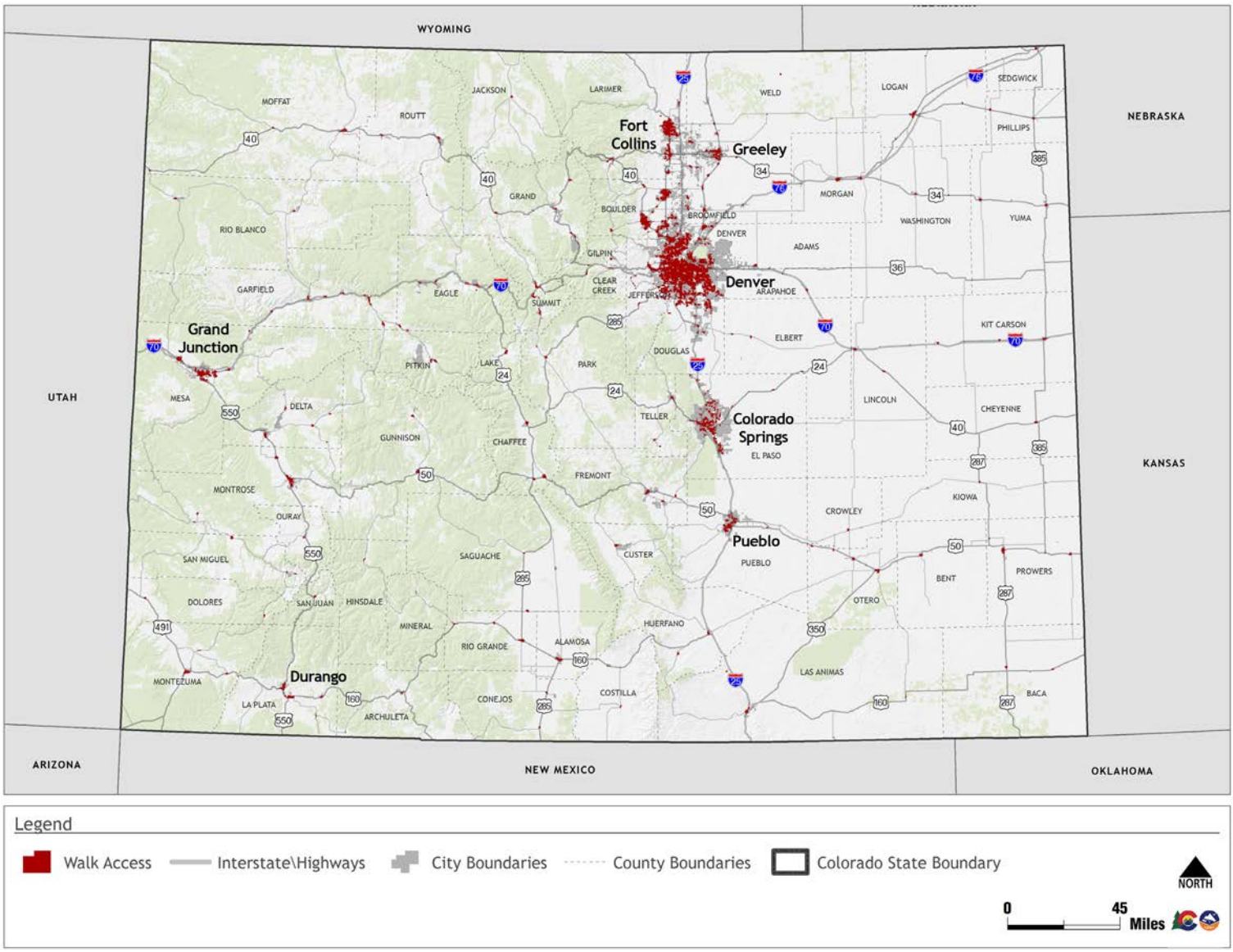


Figure 31. Census Blocks with 15-Minute Bike Access to 3+ Essential Destinations

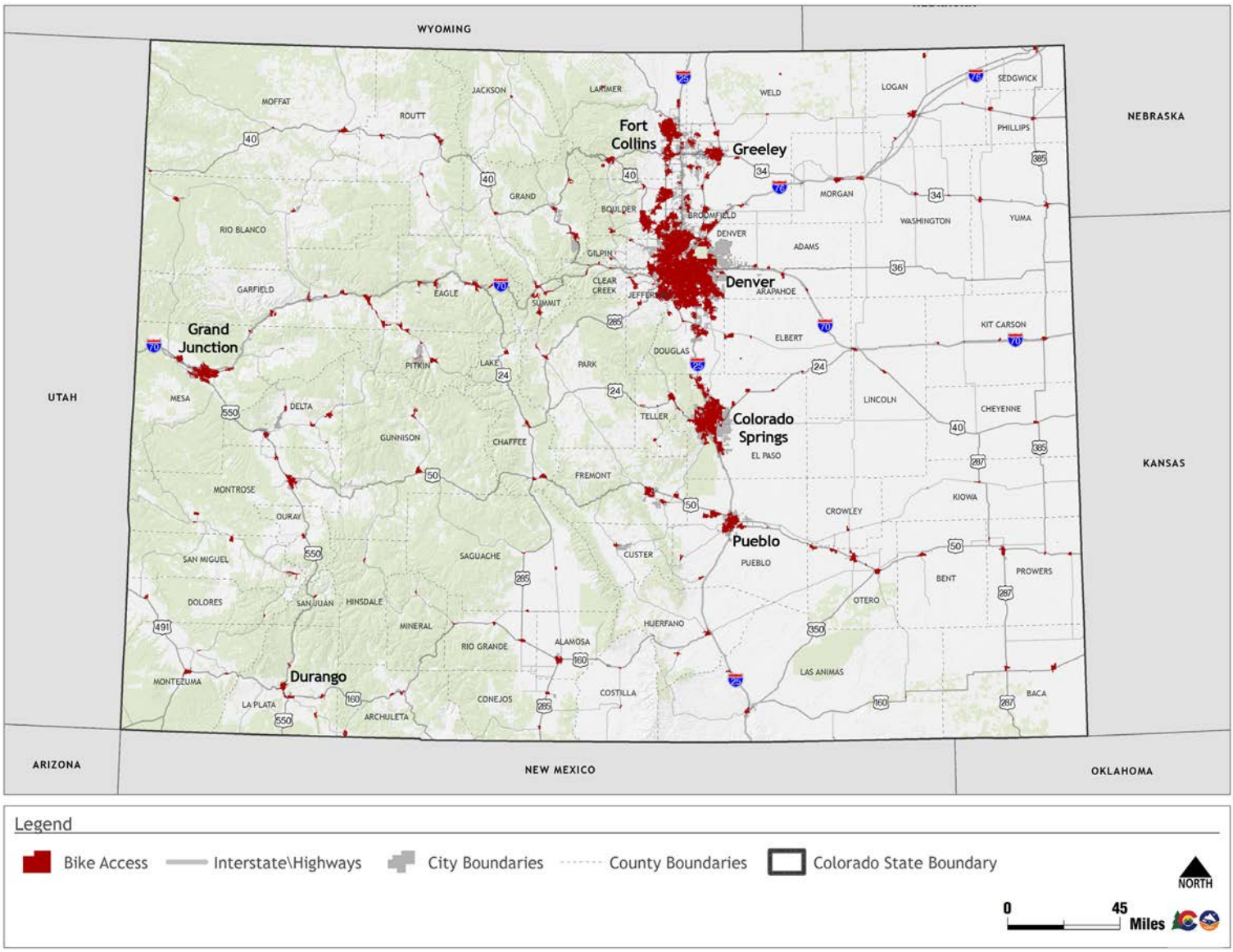


Figure 32. Intermountain TPR Census Blocks with 15-Minute Bike Access to 3+ Essential Destinations

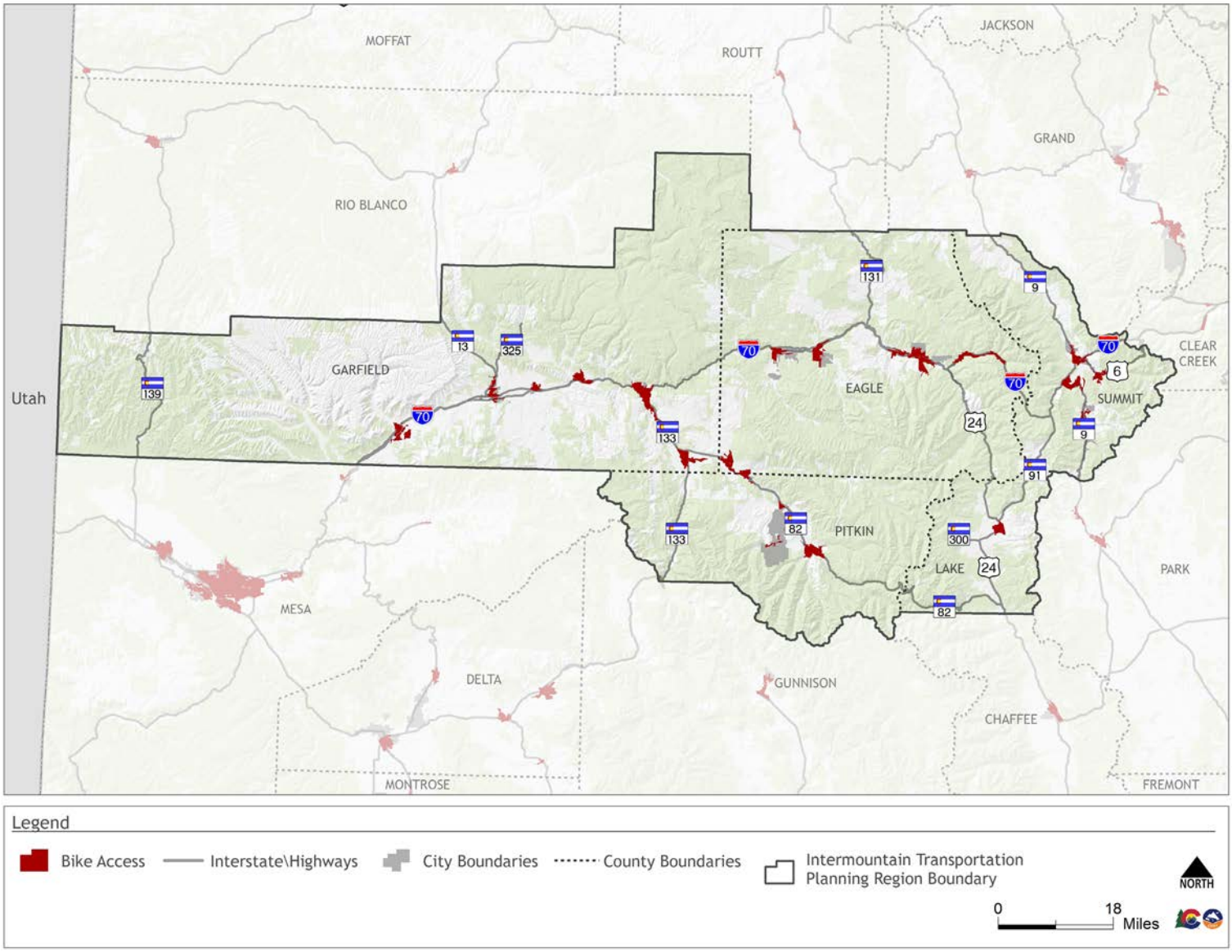
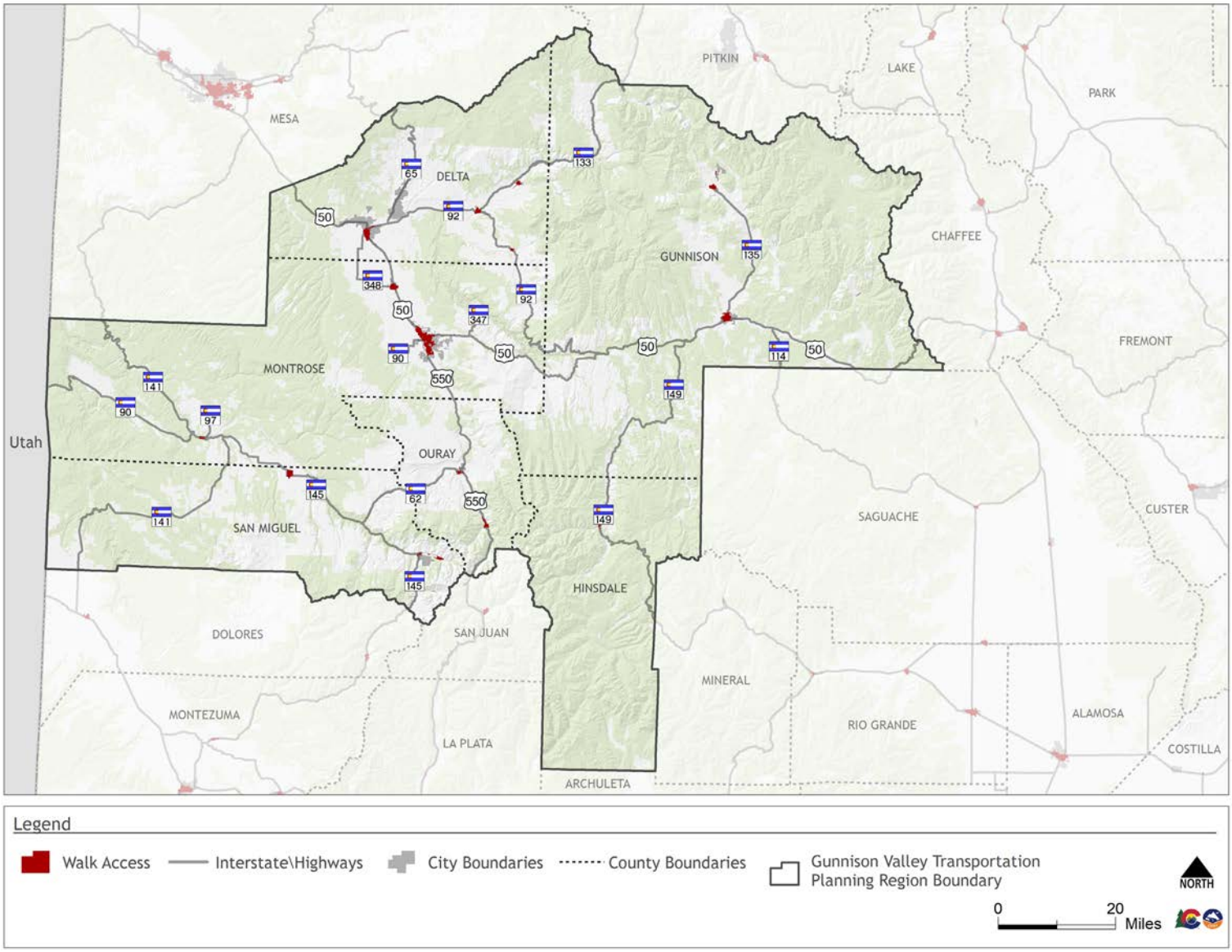


Figure 33. Gunnison Valley TPR Census Blocks with 15-Minute Walk Access to 3+ Essential Destinations



Mobility Choice

Objective:

Expand the available active transportation facilities and increase the percent of trips in Colorado using active modes to contribute to reductions in vehicle miles traveled (VMT) and greenhouse gas (GHG) emissions.

Performance Measure #1:

Percent of total trips in Colorado using an active mode, including walking, biking, or rolling.

Baseline: In 2022, 13.7% of trips in Colorado used an active mode.

Target: 20% by 2037

Context: The data used to establish a baseline for this performance measure was the 2022 NextGen travel data compiled by the National Household Travel Survey (NHTS).

Performance Measure #2

Percent of CDOT-owned roadways with bike lanes, bikeable shoulders, or an adjacent shared-use path.

Baseline: As of 2023, 47% of CDOT-owned roadways – 4,268 of 9,090 total highway miles – have bike lanes, bikeable shoulders, and/or adjacent shared-use paths.

Target: 60% of CDOT-owned roadway miles with bikeable facilities by 2037

Context: Bikeable shoulders are defined as paved shoulders at least 4 feet in width. All CDOT-owned roadways, including limited access roadways, are assessed in the measure because of the inclusion of adjacent shared-use paths. While 4 feet of paved shoulder provides the minimum width to accommodate the bicyclists' operating space, AASHTO recommends providing at least 6 feet of paved shoulder for roadways with 6,000 or more vehicles per day to improve safety and comfort.

Performance Measure #3

Percent of CDOT-owned roadways in urban areas with sidewalks or an adjacent shared-use path.

Baseline: As of 2023, 34% of CDOT-owned roadways in urban areas – 550 of 1,611 total highway miles – have sidewalks or adjacent shared-use paths.

Target: 50% of CDOT-owned roadway miles within urban areas with sidewalks or an adjacent shared-use path by 2037

Context: An area was defined as urban if it is included in the Adjusted Urban Boundaries approved by FHWA in 2024 or was designated as urban in the 2020 census. Highway miles within these urban areas comprise just 18% of the entire state highway system.

Figure 34 displays the extents of existing bikeable facilities (shown in blue) along the state highway system, which are well-distributed across the entire state. A large majority of the bikeable highway mileage (95%) consists of highways with shoulders 4' or wider, the rest being comprised of highways with bike lanes or adjacent shared-use paths. **Figure 35** shows the extents of existing bikeable facilities in the Grand Valley TPR. There is strong coverage of bikeable facilities along the main highways leading into and out of the Grand Junction metro area, with substantial gaps along the more rural highways – a common trend throughout the state. **Figure 36** shows the extents of existing bikeable facilities within the North Front Range MPO; this region has a much higher coverage of bikeable facilities on state highways than the rest of the state.

Figure 34. State Highways with Bikeable Facilities

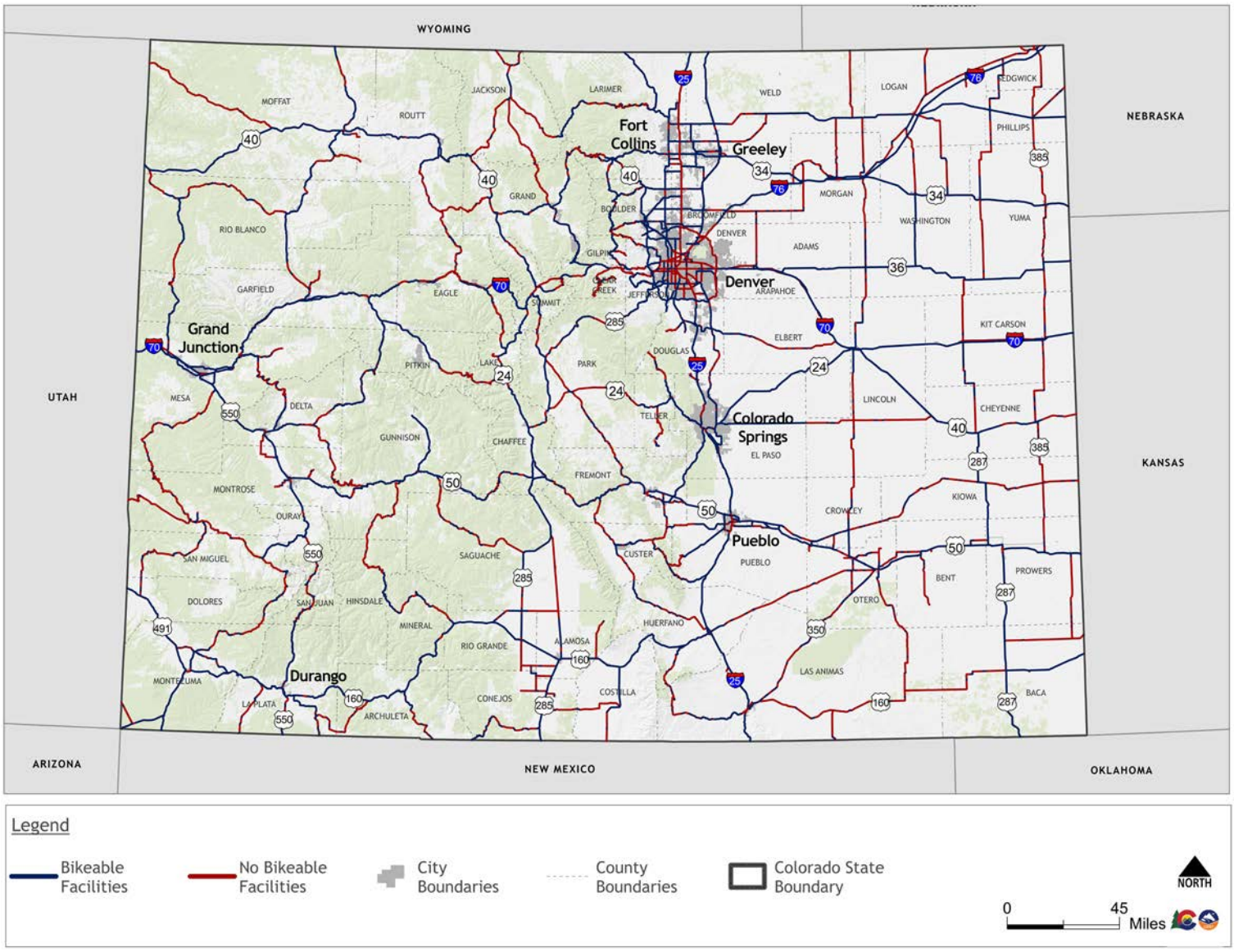


Figure 35. State Highways in Grand Valley TPR with Bikeable Facilities

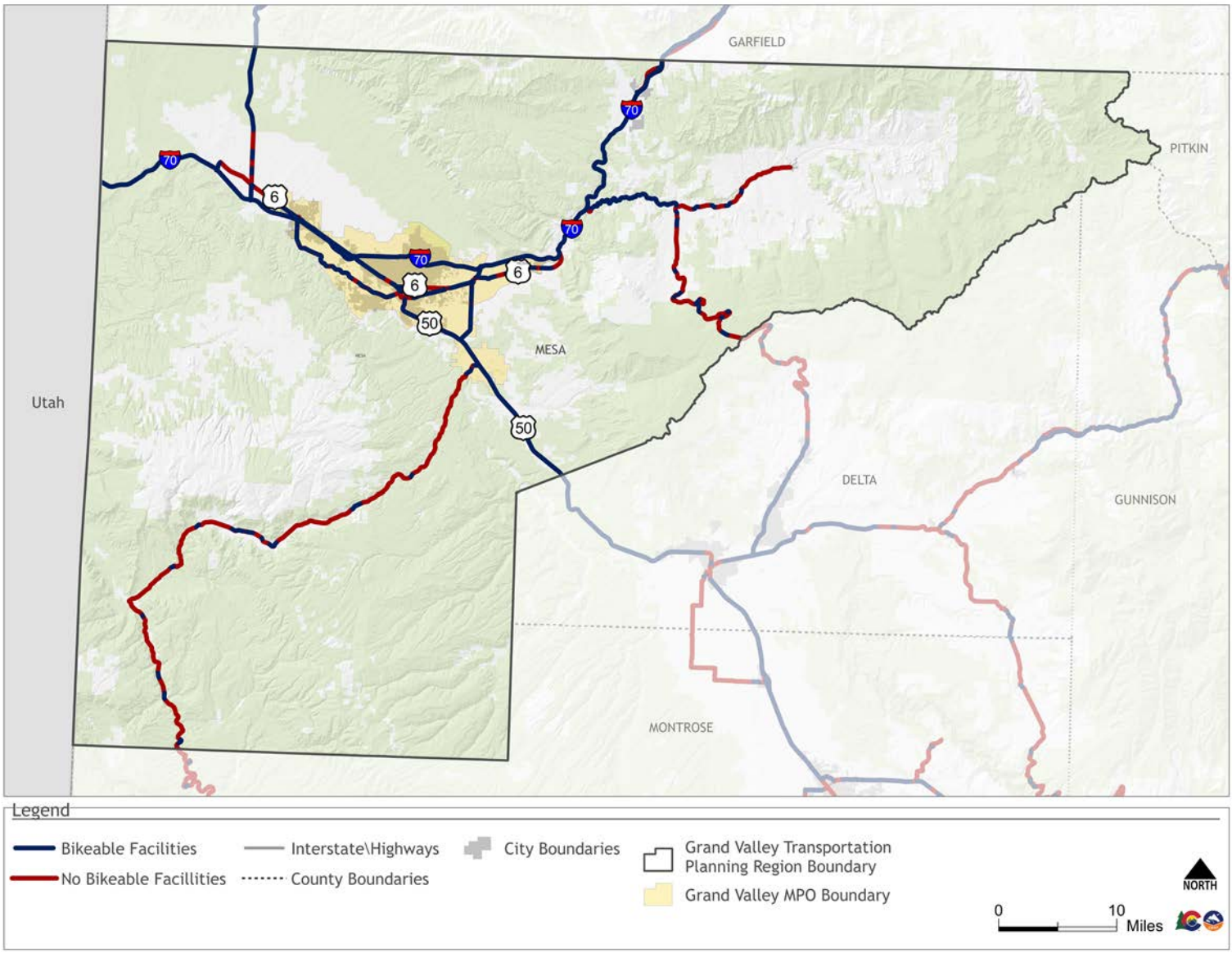


Figure 36. State Highways in North Front Range MPO with Bikeable Facilities

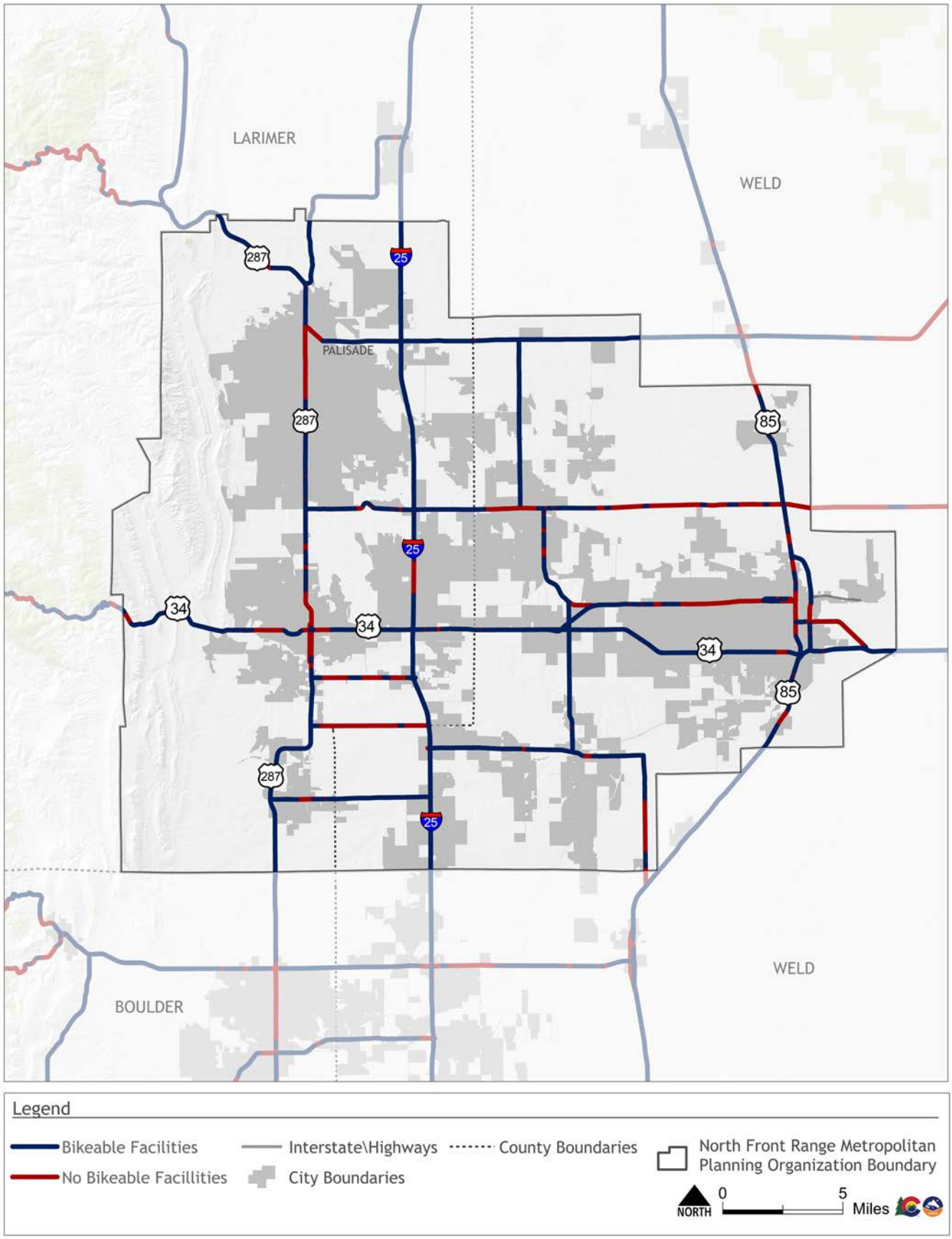


Figure 37 displays the extents of existing pedestrian facilities (shown in blue) along the urban state highway system. There are substantial pedestrian gaps within all of the state's urbanized areas, though highways in the south and west portions of the Denver metro area have relatively robust sidewalk coverage. **Figure 38** shows the extents of existing pedestrian facilities in the Greater Denver Area TPR. Many of the state highways within this TPR function as urban arterial roadways, hence the prevalence of existing pedestrian facilities.

Figure 37. State Highways with Pedestrian Facilities

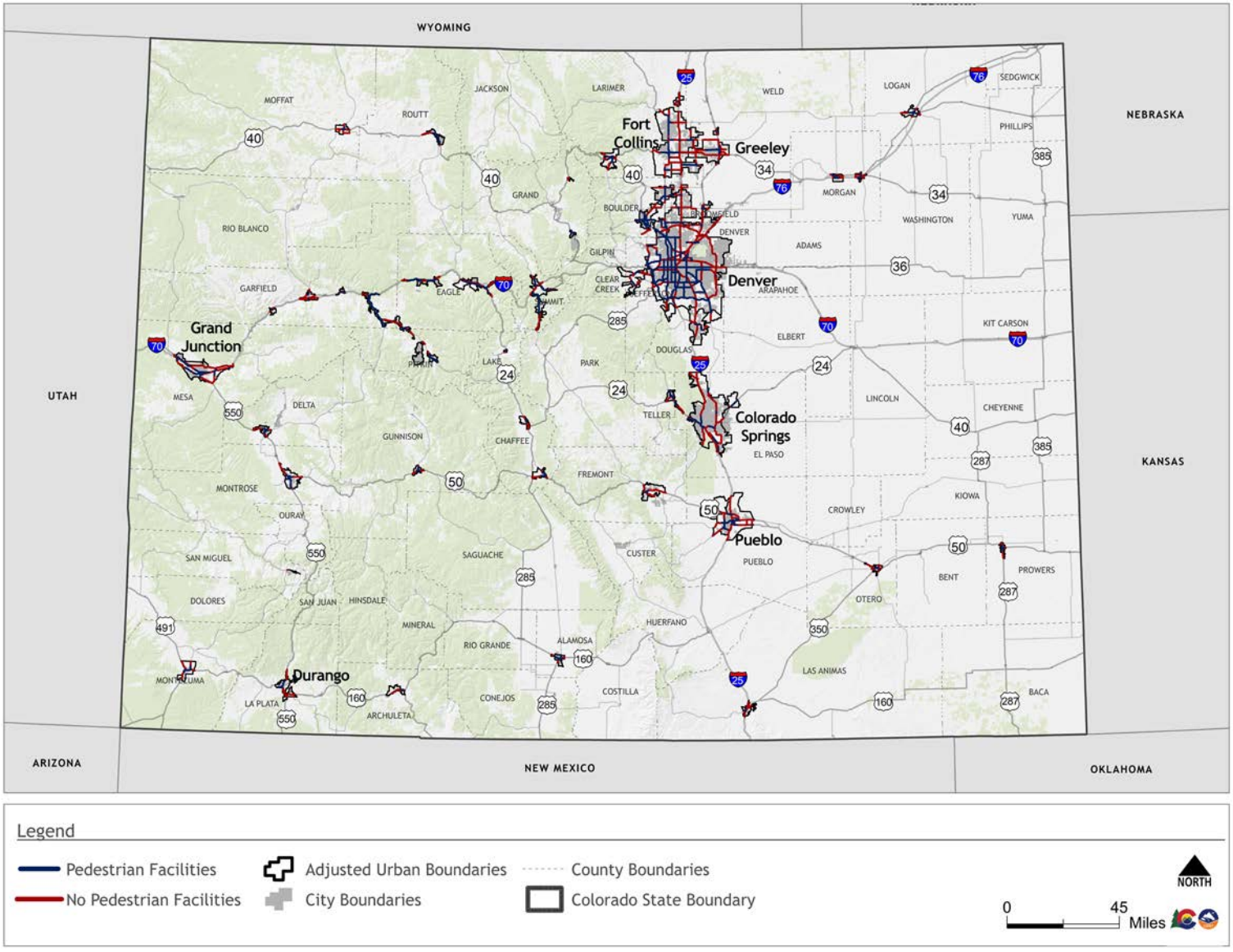
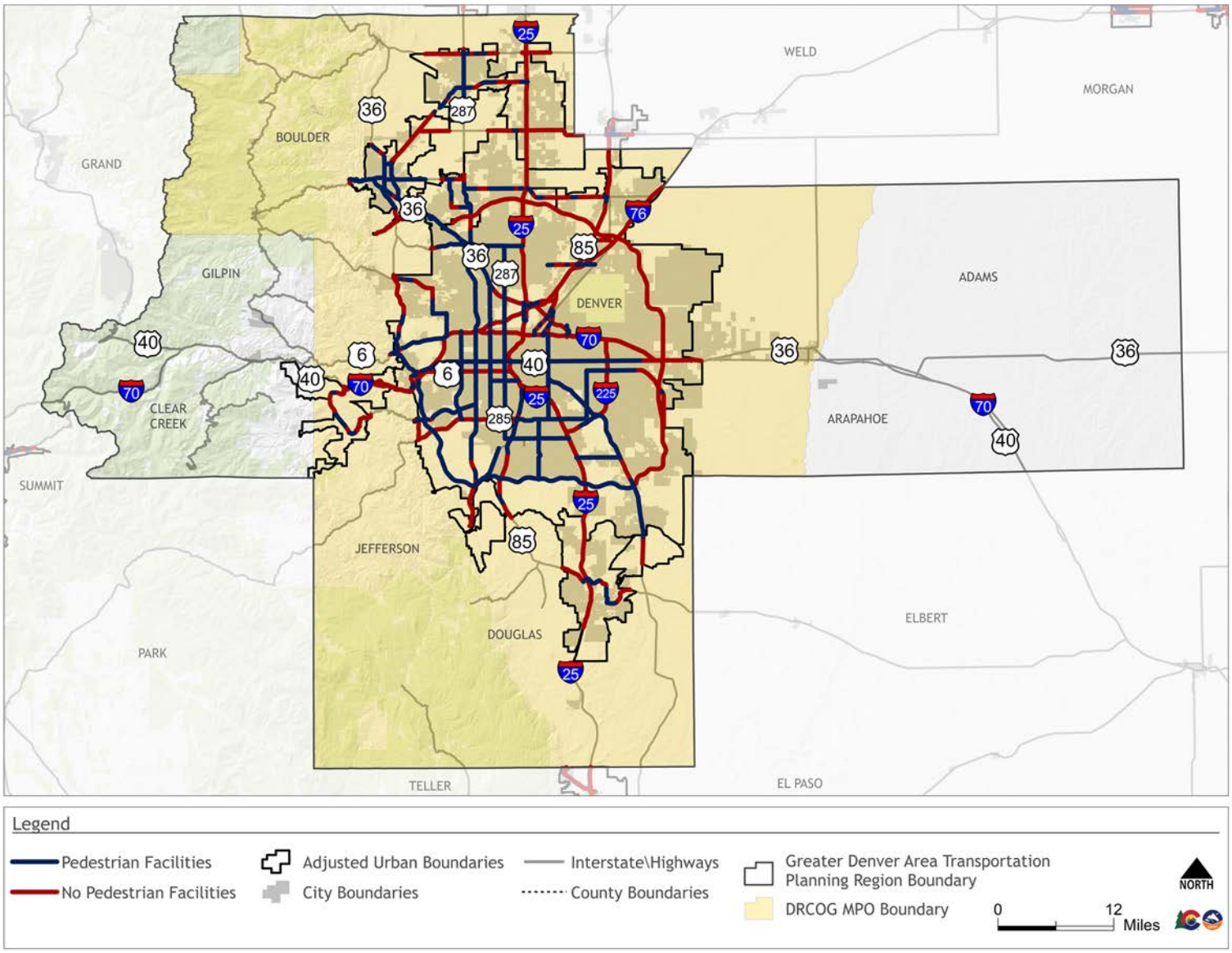


Figure 38. State Highways in Greater Denver Area TPR with Pedestrian Facilities



Equity

Objective:

Increase access to safe and affordable active transportation infrastructure and programming for disproportionately impacted communities.

Performance Measure #1:

Number of traffic-related fatalities and serious injuries involving Vulnerable Road Users in Colorado in DI Communities

Baseline:

The data used to establish a baseline for this performance measure was the 2023 crash database, consistent with the data being used for Policy Directive 14. There were 522 traffic-related VRU fatalities and serious injuries within DI communities (based off the November 2024 definition) in 2023.

Target:

70% reduction by 2037 (261 serious and fatal injury crashes involving Vulnerable Road Users)

Context:

This target reduction in severe crashes is a greater percentage than the statewide target reductions because DI communities are currently overrepresented in the severe VRU crash data relative to their percentage of the state's population - nearly two-thirds of severe VRU crashes in 2023 occurred in DI communities, while just over half of the state's population resides in DI communities. Achieving this target reduction along with the target reduction in the Safety Performance Measure will result in the same per capita severe VRU crash rate for DI communities as for non-DI communities.

Figure 39 shows the distribution of 2023 severe VRU crashes within DI communities statewide, and **Figure 40** shows them within the Greater Denver Area TPR. The geographic distribution of severe VRU crashes in DI communities is similar to the distribution of overall severe VRU crashes statewide: heavily concentrated along the front range, especially in the Denver metro area, with the rest primarily scattered among other municipalities throughout Colorado.

Figure 39. Statewide Vulnerable Road User Crashes in DI Communities, 2023

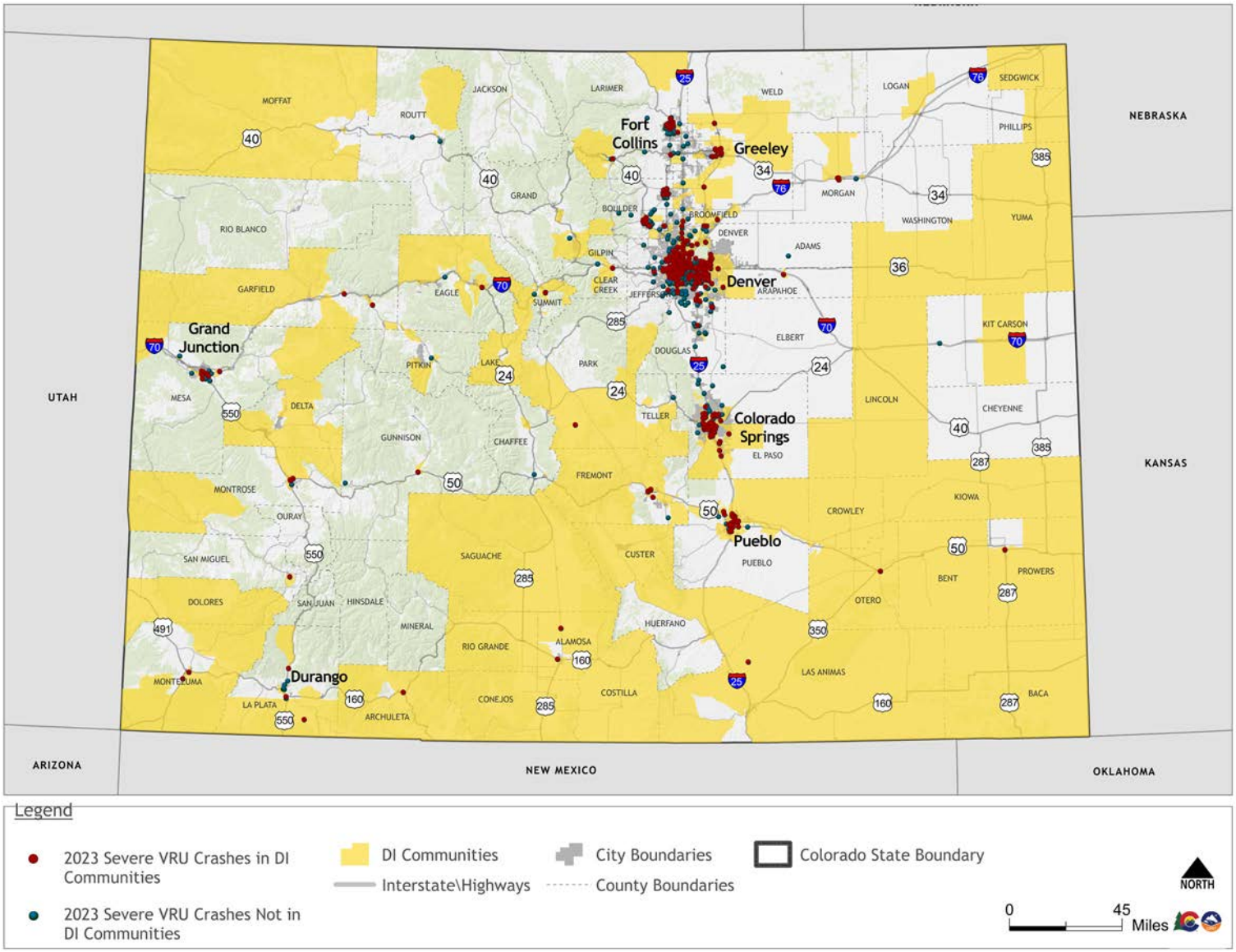
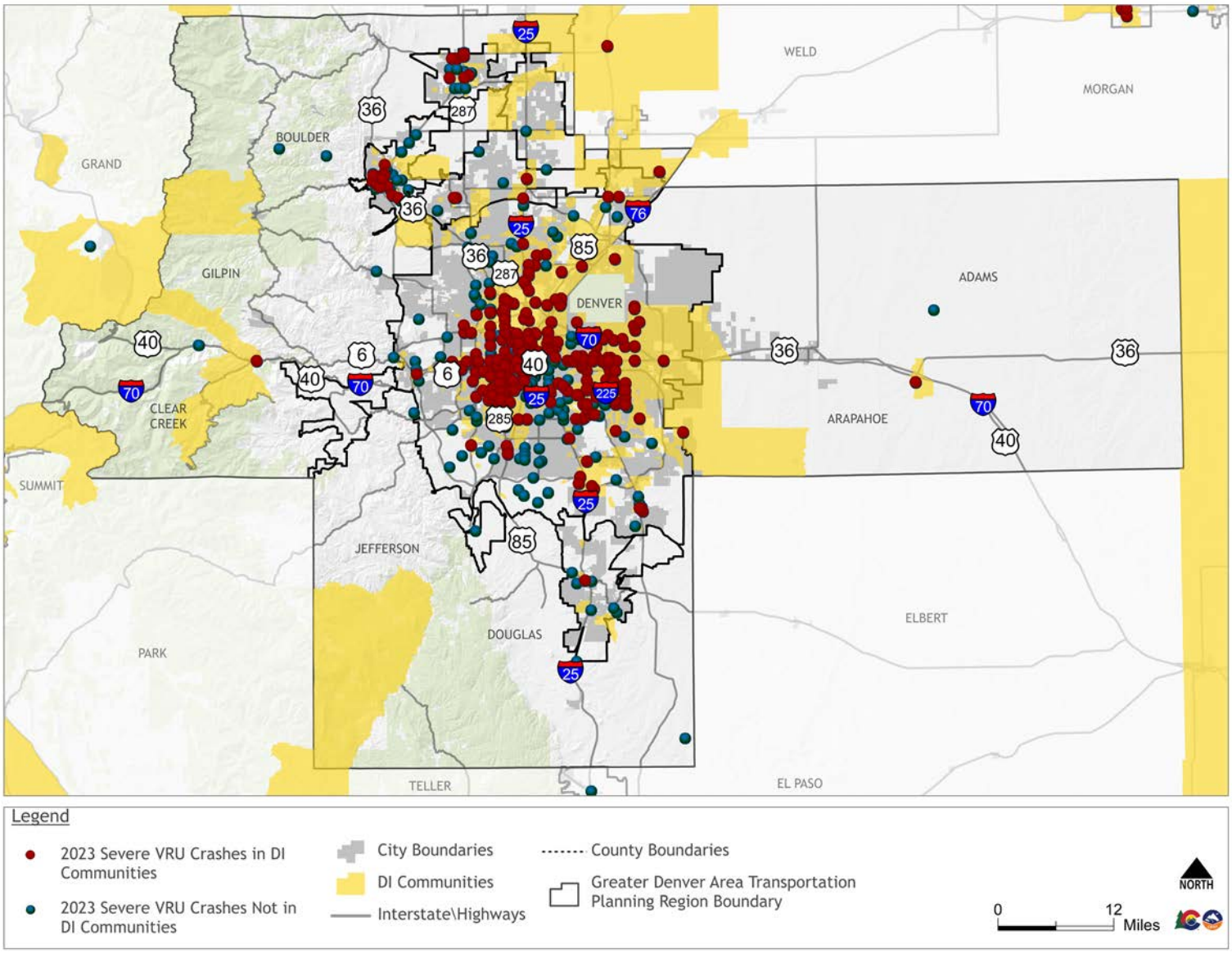


Figure 40. Greater Denver Area TPR Vulnerable Road User Crashes in DI Communities, 2023



Performance Measure #2:

Percent of CDOT-owned roadways with bike lanes, bikeable shoulders, or an adjacent shared-use path in disproportionately impacted communities.

Baseline:

As of 2023, 41% of CDOT-owned roadways within disproportionately impacted communities (based on the November 2024 definition), 1,917 of 4,641 total highway miles, have bike lanes, bikeable shoulders, and/or adjacent shared-use paths.

Target:

60% of CDOT-owned roadway miles in DI communities with bikeable facilities by 2037

Context:

Bikeable shoulders are defined as paved shoulders at least 4 feet in width. All CDOT-owned roadways, including limited access roadways, are assessed in the measure because of the inclusion of adjacent shared-use paths. While 4 feet of paved shoulder provides the minimum width to accommodate the bicyclists' operating space, AASHTO recommends providing at least 6 feet of paved shoulder for roadways with 6,000 or more vehicles per day to improve safety and comfort.

Comparing the baseline data for this performance measure to the baseline for the second Mobility performance measure shows that DI communities currently have a lower percentage of highways with bikeable facilities than the state as a whole (41% compared to 47%).

Figure 41 displays the extents of existing bikeable facilities (shown in blue) along the state highway system within DI communities. As with the entire state highway system, a large majority of the bikeable highway mileage within DI communities consists of highways with paved shoulders 4' or wider. **Figure 42** shows the extents of existing bikeable facilities within DI communities in the San Luis Valley TPR. Highway 285 and Highway 160, the two primary highway routes in this region, have high coverage of bikeable facilities, with relatively little existing along the other highways.

Figure 41. State Highways in DI Communities with Bikeable Facilities

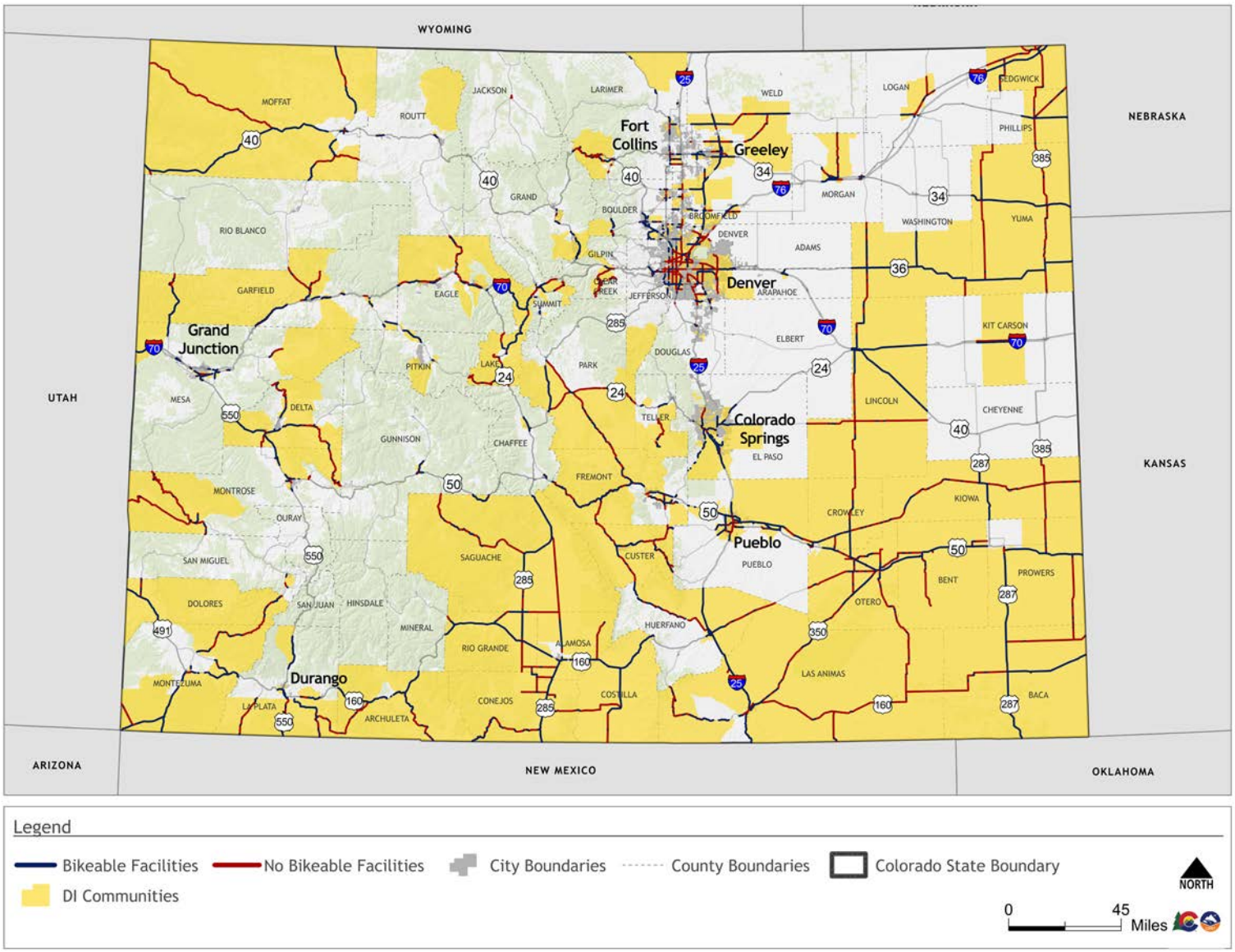
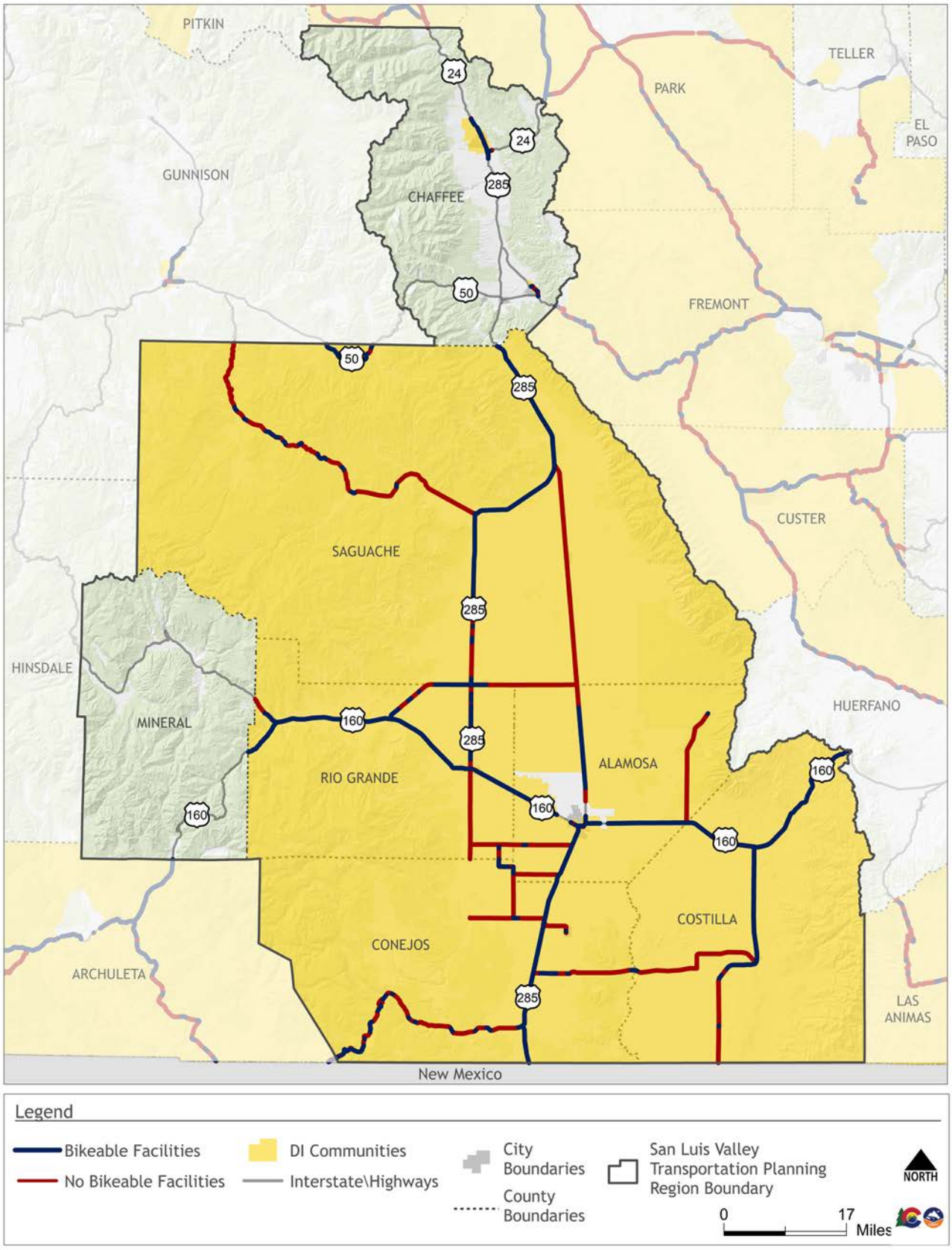


Figure 42. State Highways in DI Communities within San Luis Valley TPR with Bikeable Facilities



Performance Measure #3:

Percent of CDOT-owned roadways in urban areas with sidewalks or adjacent shared-use path in disproportionately impacted communities.

Baseline:

As of 2023, 34% of CDOT-owned roadways within disproportionately impacted urban areas – 265 of 769 total highway miles – have sidewalks or adjacent shared-use paths.

Target:

50% of CDOT-owned roadway miles in urban DI communities with sidewalks by 2037.

Context:

An area was defined as urban if it is included in the Adjusted Urban Boundaries approved by FHWA in 2024 or was designated as urban in the 2020 census. Comparing the baseline data for this performance measure to the baseline for the third Mobility performance measure shows that urban DI communities currently have the same percentage of highways with walkable facilities as all of the state's urban areas. However, DI communities still have a higher VRU crash rate - other infrastructure differences that may be contributing to this discrepancy include motor vehicle volumes and speeds, lighting conditions, and sidewalk quality.

Figure 43 displays the extents of existing pedestrian facilities (shown in blue) along the urban state highway system within DI communities. Similar to the overall statewide urban highway pedestrian network, highways within DI communities in the Denver metro area have higher coverage of pedestrian facilities compared to other urban areas in Colorado,, but there are substantial pedestrian gaps within many other DI urbanized areas throughout the state. **Figure 44** shows the extents of existing pedestrian facilities within urbanized DI portions of the Pikes Peak Area MPO. There are few existing pedestrian facilities along the highways in this geography, a trend that can be seen within most of the state's urban areas besides the Denver metro area.

Figure 43. State Highways in DI Communities with Pedestrian Facilities

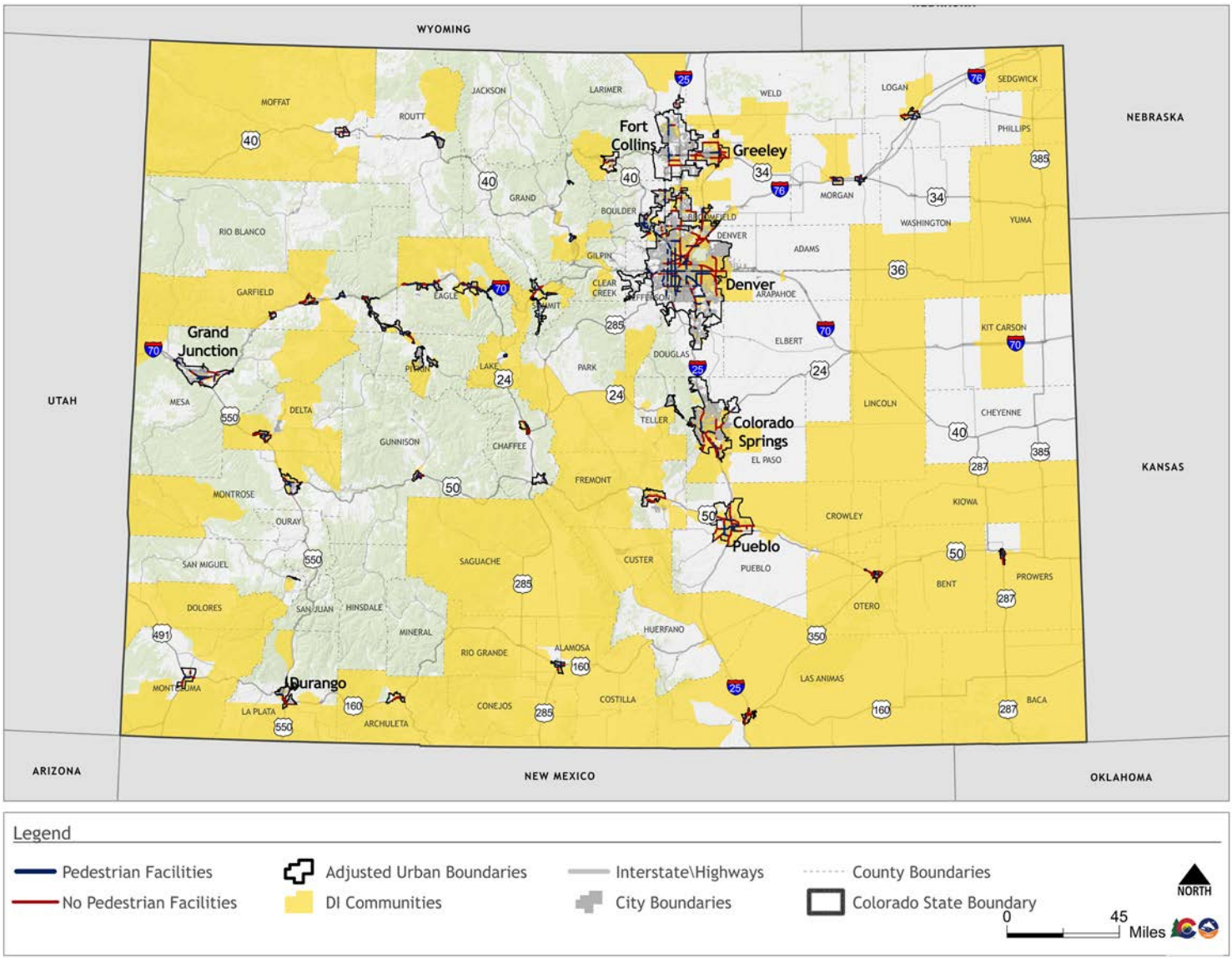
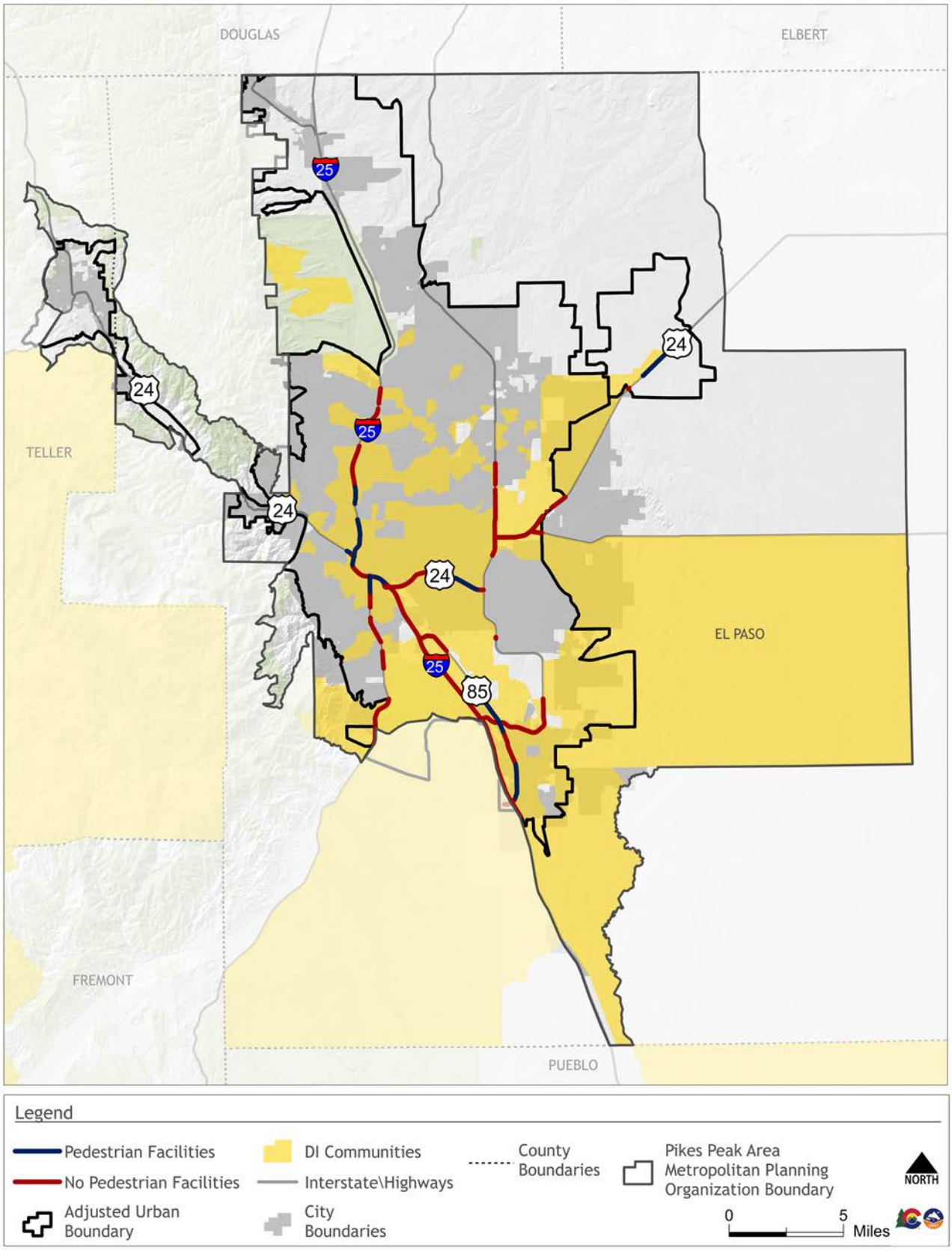


Figure 44. State Highways in DI Communities within Pikes Peak Area MPO with Pedestrian Facilities



Performance Measure #4:

Percent of households in disproportionately impacted communities with access to three or more essential destinations with a walk or bike trip that is less than 15 minutes.

Baseline:

65% of the state's population in DI communities are within a 15-minute walk trip of at least three essential destination types, and 88% of the state's population in DI communities is within a 15-minute bike trip of at least three essential destination types.

Target:

75% of the state's population in DI communities within a 15-minute walk trip, and 95% of the state's population in DI communities within a 15-minute bike trip

Context:

The data used to establish a baseline for this performance measure came from Close, a combined database of common destination types and active transportation infrastructure which can be used to determine access to destination via active modes within a certain time threshold (e.g., schools within a 30-minute walk). Biking and walking times are calculated from the centroid of U.S. Census block groups. For the ATP analysis, schools, grocery stores, convenience stores, community centers, libraries, transit stops, and parks were considered essential destinations.

Figure 45 shows the DI census block groups that have 15-minute walk access to at least three essential destination types, and **Figure 46** shows the DI census block groups that provide 15-minute bike access to at least three essential destination types. Compared to the state as a whole, a higher proportion of people living in DI communities have 15-minute walk access (65% compared to 53%) and 15-minute bike access (88% compared to 81%) to multiple essential destinations. However, it is important to note that the Close data does not account for the quality of existing infrastructure or any other context-specific transportation safety factors. In both cases, the DI census block groups with this level of existing active transportation access are heavily concentrated within municipal boundaries.

Figure 45. Census Blocks in DI Communities with 15-Minute Walk Access to 3+ Essential Destinations

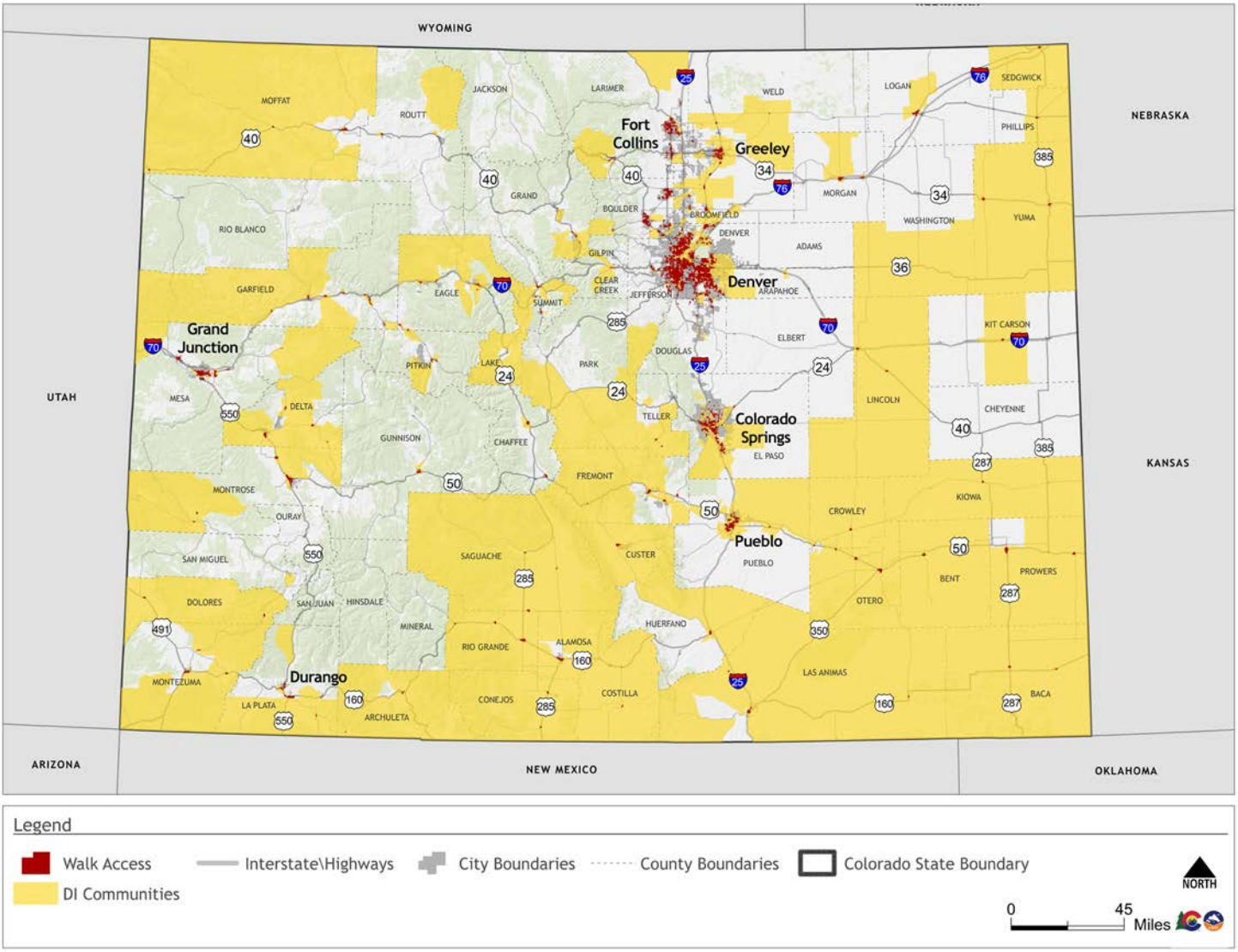
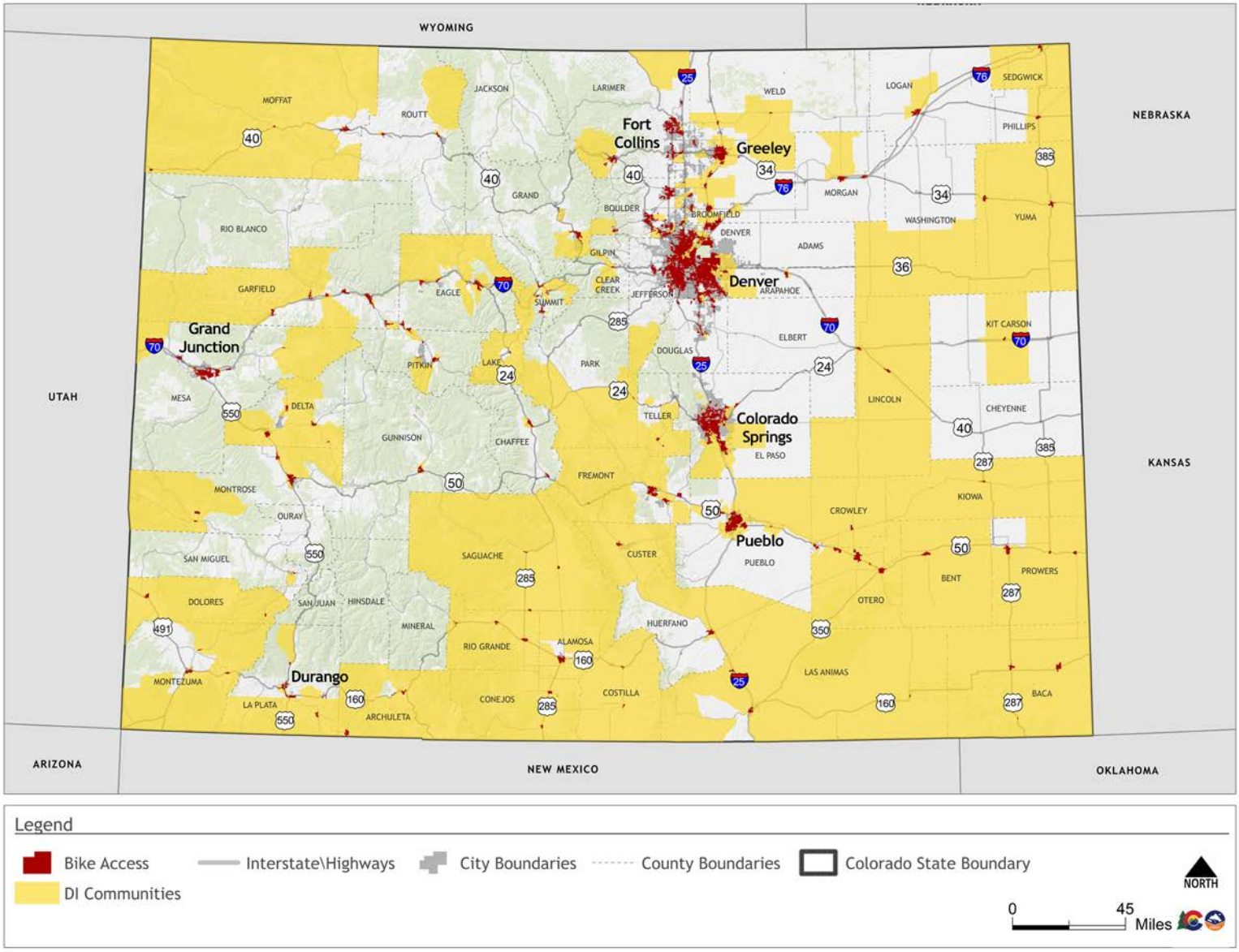


Figure 46. Census Blocks in DI Communities with 15-Minute Bike Access to 3+ Essential Destinations



Future Performance Measures for Consideration

During development of the ATP, other potential performance measures of interest were identified for future planning consideration. Some of these would require collection of data that is not currently readily available and/or different ways of analyzing and interpreting available data. Future performance measures for consideration included:

- A crash reduction performance measure that is correlated with active transportation mode share
- The percent of residents and/or jobs within a certain distance of a low-stress active transportation facility
- The percent of zero vehicle households, people under 18 and over 65, and/or people with disabilities with access to active transportation

Conclusion and Next Steps

This Statewide Active Transportation Plan is Colorado's roadmap for creating safer, more connected, and more inclusive options for walking, biking, and rolling. It sets the direction for how we move forward - together - toward a transportation system that supports healthier communities, cleaner air, and more choices for how people get around. With this plan, CDOT commits to elevating walking, biking, and rolling across the state - not as secondary or "alternative" modes, but as essential components of a healthy, sustainable, and affordable transportation future for all Coloradans.

Taking Action

One of the first steps in putting this plan into action is developing an inventory of active transportation and transit projects, as required by the recent passage of SB 25-030 Concerning Measures to Increase Transportation Mode Choice to Reduce Emissions. By July 1, 2026, CDOT will identify critical gaps in active transportation and transit infrastructure on state highways - especially in places where we know people want and need these options. This list will help us focus on projects that will make the biggest difference in improving safety and making it easier for people to walk, bike, roll, and take transit. The Priority Active Connections Explorer (PACE) tool developed as part of this plan, will be crucial to identifying network gaps and locations with high demand for additional active transportation infrastructure.

Measuring Progress

To ensure accountability and transparency, CDOT will evaluate the plan's performance measures on an annual basis. These key performance indicators will allow us to see how the plan is working over time - where we're making headway, and where we need to do more - to meet our goals around safety, equity, mobility choice, and connected communities.

Another important tool we'll continue to use and improve is our Priority Active Connections Explorer (PACE) tool. As new data become available, the PACE tool will be updated to ensure that it remains a useful and relevant tool that can be increasingly integrated into CDOT's planning processes - including the development of the 10-Year Plan and the development of our forthcoming Active Transportation project inventory.

Looking to the Future

This plan is not a one-time effort. CDOT will update the Statewide Active Transportation Plan every five years to keep it relevant and aligned with the needs of Colorado's communities. Each update will feed into the broader Statewide Transportation Plan, helping to ensure that active transportation remains a core part of Colorado's transportation future.

While CDOT is committed to leading this effort, we know that success depends on strong partnerships and collaboration across all levels of government and the communities we serve. We are grateful for the continued engagement of our partners - including other state agencies, federal entities, local governments, regional planning organizations, tribal nations, elected officials, and active transportation advocates. By working together, we can make real progress - creating more travel options, safer streets, and communities that are better connected for everyone. This plan is just the beginning. With continued collaboration and investment, we can shape a transportation system that gives all Coloradans the freedom to move safely and affordably - supporting healthier lives, stronger economies, and more vibrant, connected communities statewide.

COLORADO

Department of Transportation