Appendix C
Southwest TPR
Federal Lands Access

Southwest 2045
Regional Transportation Plan

May 2020

COLORADO
Department of Transportation

YOUR TRANSPORTATION PLAN
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Appendix C:

Enhancing Federal Lands Access

Enhanced Quality of Life and Economic Vitality Through Improved Federal Lands Access

As referenced on page 6 of this plan and in conjunction with the RTP considerations described for other TPRs, this 2045 plan update is taking a closer look at the needs and priorities associated with the Federal Lands Transportation Program (FLTP) and Federal Lands Access Program (FLAP). Like the bigger pot of federal funds allocated to CDOT on an annual basis, the FLTP and FLAP are also funded by the Highway Trust Fund (HTF). The HTF is funded by a federal tax that collects 18 cents per every gallon purchased nationwide. The Federal Lands Highway Division (FLH) of the FHWA administers the FLTP and FLAP in close partnership with the following federal agencies:

- National Park Service (NPS)
- U.S. Fish and Wildlife Service (FWS)
- U.S. Forest Service (USFS)
- Bureau of Land Management (BLM)
- U.S. Army Corps of Engineers (USACE)
- U.S. Bureau of Reclamation (BOR)

Table 1 shows a breakdown of FLTP funding amongst these agencies nationwide. The NPS, FWS, USFS are non-competitive partners while the remaining three partners have to compete annually for their portion of the FLTP. For the non-competitive partners, the funds are further sub-allocated based on agency processes.

Table 1: Breakdown of FLTP funding among agencies

	FY 2016	FY 2017	FY 2018	FY 2019	FY 2020	Total
NPS	$268M	$276M	$248M	$292M	$300M	$1.420B
FWS	$30M	$30M	$30M	$30M	$30M	$150M
USFS	$15M	$16M	$17M	$18M	$18M	$85M
BLM, USACE, BOR and IFAs	$22M	$23M	$24M	$25M	$26M	$120M
Total	$335M	$345M	$355M	$365M	$375M	$1.775B

It is important to recognize that the FLTP is stretched very thin when compared to the amount of road miles each agency has to manage for public access. For example, the USFS has approximately 65,000 miles[1] of road it maintains as primary public access and it will only receive $18M in 2020. Similarly, the

[1] There are 370,000 miles of FS roads, 267,000 miles of which are open to public motorized use. 65,000 miles are open and maintained for use by low clearance (passenger car) vehicles, and thereby considered "public roads" as defined by 23 CFR 460.2(c) or 660.103. Of those 65,000 miles of public roads only 29,000 miles are designated as FLTP roads and therefore eligible for the $18M. Also within that funding level are 30,000 miles of FLTP trails. Separately, I think it is important to communicate that the FLTP program is intended to fund improvements, not maintenance. The different levels of maintenance standards within the 370,000 miles of FS roads are balanced against our appropriated funding for maintenance. Improving a road under FLTP does not particularly relate to our fiscal ability to meet maintenance needs. In the big picture, we should consider that some FLTP projects may actually lead to an increase in maintenance costs. With the same maintenance funding levels, that could result in a lower standard of maintenance elsewhere, and potentially a reduction in mileage of public roads.

BLM has approximately 45,000 miles, and the other two competitive partners (USACE and BOR) manage networks that are approximately 5,000 and 3,000 miles respectively. Thus, there is only $26M available for about 53,000 miles of road managed by the competitive partners. The NPS and FWS (5,000 and 4,000 miles respectively) are strategically better positioned funding wise with network sizes similar to USACE and BOR and available funding set at higher levels. However, regardless of network size and available FLTP funding, each agency struggles to meet all their transportation needs. Additionally, none of these funds are dedicated to the state of Colorado. Rather local Federal Land Management Agency (FLMA) offices throughout the state have to compete regionally or nationally amongst the other offices in their respective agencies to get their projects funded.

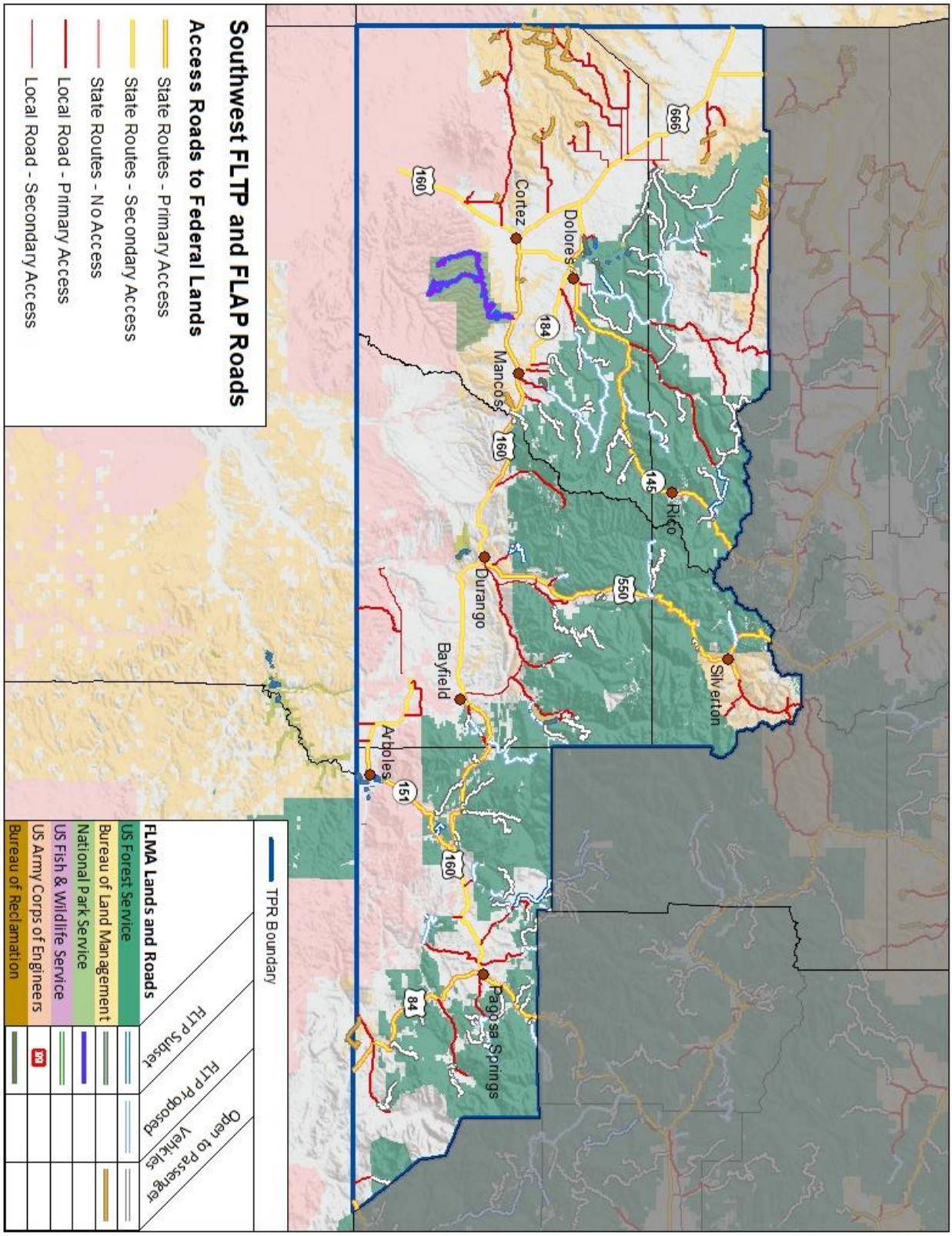
In comparison, the FLAP receives $270M per year nationally of which the state of Colorado receives $15.6M. While the FLTP is prioritized by these federal agencies, the FLAP is prioritized by Program Decision Committees (PDCs) set up in each state. Projects are selected through competitive calls for projects that occur approximately every two years.

Figure 1 and the appended table shows the mileage of the FLTP color coded by the federal agency that owns the routes (TPRs Needs are discussed in next section). The red and gold routes represent the state and local routes that provide primary access to the FLTP and are eligible to receive funding through the FLAP. Three critical considerations need to be made when looking at these routes:

1. The priorities for the FLTP routes are determined by the federal agencies that own them and those set priorities are one of the main factors that infulence how FLAP funding will be allocated.
2. For projects that are identified on the state routes highlighted in gold, there is an opportunity to leverage FLAP funding with other pots of funding managed by Southwest TPR and CDOT.
3. For projects that are identified on the local routes highlighted in red, FLAP provides a rare opportunity for local agencies to receive federal funding for their roads to the extent that those

projects can be shown to enhance primary access to the adjecant federal lands and align with the priorities of the federal agency in charge of those lands and a portion of FLTP funding.

Figure 1: FLAP and FLTP Roads, and Mileage of FLTP roads by agency



FLMA Road Mileage

Southwest	FLTP Subset	FLTP Proposed	FLTP Total	Open to Passenger Vehicles	Paved	Unpaved
US Forest Service	43.5	159.7	203.2	638.2	26.4	611.8
Bureau of Land Management	0	0	0	100.0	0	100.0
National Park Service	55.0		55.0	55.0	55.0	0
US Fish & Wildlife Service	0		0	0	0	0
US Army Corps of Engineers	0		0	0	0	0
Bureau of Reclamation	26.3		26.3	26.3	9.3	17.0
	124.8	159.7	284.5	819.5	90.7	728.8

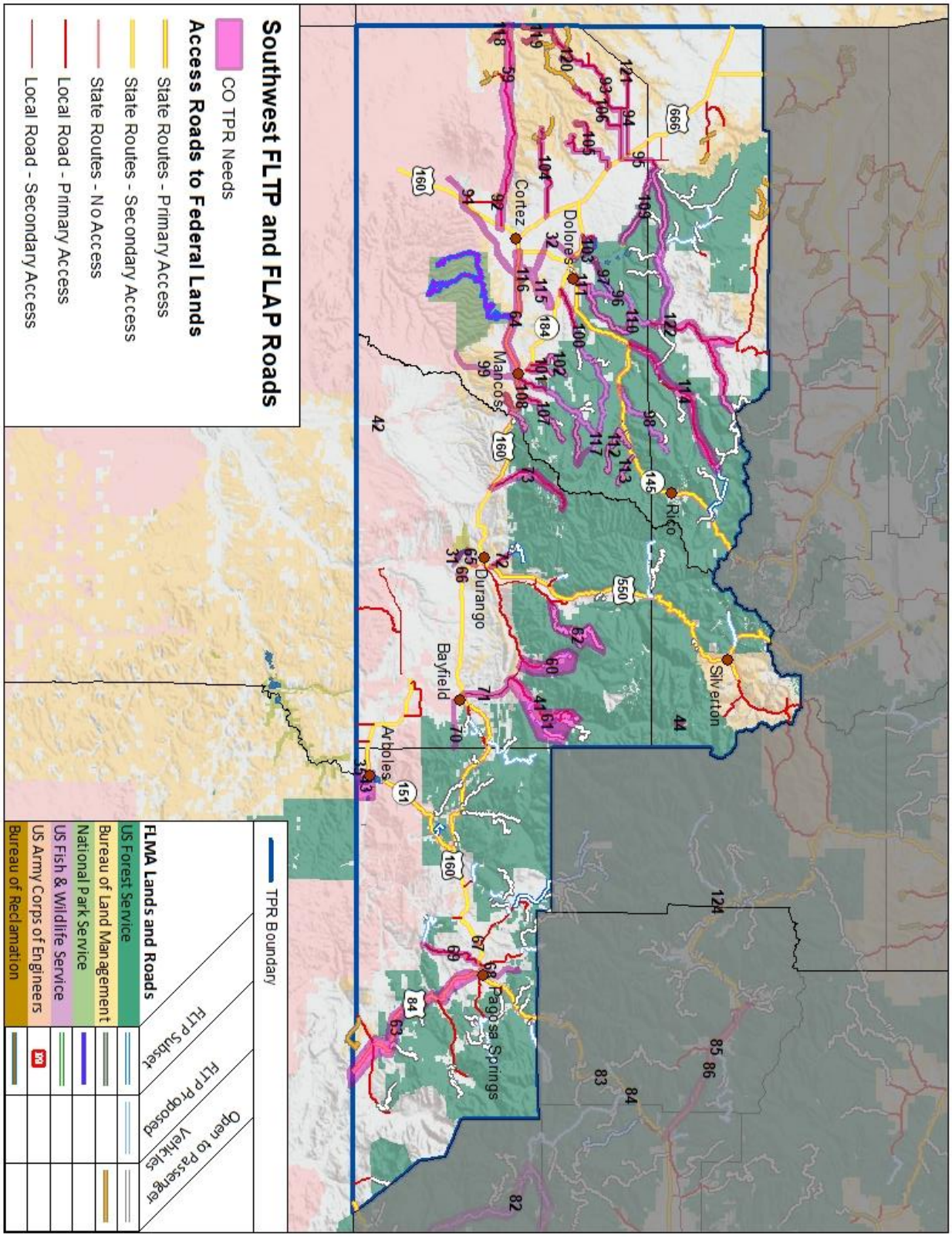
From a planning process standpoint, the differing approach to project prioritization and selection between the FLTP and FLAP creates a number of challenges in terms of aligning project priorities amongst FLTP partners and the PDCs in each state. In Colorado, the PDC is made up of a tri-party member group that includes representatives from FLH, CDOT, and a person from the Association of Counties. Additionally, FLH convenes a Transportation Advisory Group (TAG) to help evaluate the projects submitted during each FLAP call for projects. The TAG is comprised of a representative from each federal agency, and while TAG members aren't formally part of the PDC, they are very influential in the project selection process.

A work session was held with federal, state, and local agencies in Southwest TPR to facilitate a more integrated approach to planning and program projects of mutual interest. As indicated above, Error! Reference source not found.**2** shows an initial list of access enhancement needs that are intended to be the basis for collaboration during the next planning cycle under the 2045 RTP. The FLTP funded projects discussed in this section are separate from the 2045 RTP projects listed in Chapter 6, 8, and 10.

Evaluating Enhanced Federal Lands Access Needs

When looking at the access enhance needs identified in Figure 2, it is important to keep in mind that managing access to Federal Lands and publicly owned land in general requires an ever increasing amount of interagency coordination and collaboration. As many of the needs indicate, demand for open space access continues to grow. Land managers at every levels of government (federal, state, and local) are confronted with seasonal overcrowding in popular locations with a lack of infrastructural capacity which may lead to degraded visitor experience and resource conditions caused by congestion, undesignated parking, and trail crowding. Many of the solutions to these common problems are enhanced and better achieved when agencies work collaboratively outside of their jurisdictional boundaries. Public agencies need to think regionally across the broad landscape and look for creative ways to communicate and coordinate across their boundaries by leveraging partnerships towards common solutions.

Figure 2: Needs Identified



The list of needs represented by numbers in Figure 2 is a product of this type of regional collaboration, and understanding the interconnectedness of the needs is critical. Additionally, it's important to understand the diversity of need represented by the list. The needs represented range from road maintenance to increased emergency response, safety, alternate Interstate access, improved bike/ped connectivity, expanded parking, and improved trailhead access. Both the BLM, USFS, NPS, and BOR as well as Dolores, San Juan, Montezuma, La Plata, and Archuleta Counties have identified a number of roadway improvement needs that currently exceed available funding from the FLTP, FLAP, or other funds managed by CDOT. Note that the needs are organized on the map by Need ID number, and they are organized in geographic clusters. In total, 58 needs were identified and the following is a summary of how they interrelate to each other moving west to east through the TPR.

The needs in the first table below represent an interconnected road network in western Montezuma County. These roads access BLM land west of US 160 and US 491. NPS units, Hovenweep NM and Yucca House NM, are included in the access improvement. The primary need here is roadway rehabilitation on the unpaved roads. There are also some needs for new parking lots and one low water crossing.

Need ID	Need	Description	Need Type	Ownership	FLMA Access
59	County Road G Improvements (McElmo Road)	High Priority; Heavy use. Resurfacing and extended shoulders, signing and striping. Parking and surfacing of parking. Guardrails.	Roadway	County	BLM
91	Yucca House National Monument (NPS)	High Priority; Access road maintenance,160 intersection improvements, and signage needed.	Parking Lot	NPS	NPS
92	BLM Mud Springs Trail Park	BLM SRMA. Priority Level 2 New parking and expanding existing parking is needed. Access Road Maintenance, Mainly surfacing signage and drainage.	parking	BLM	BLM
93	CR BB & CR 10 (Hovenweep Road)	Priority Level 1 (Urgent); Heavy use, Energy Development Use. Re- Surfacing and shoulder widening, striping signs, drainage. Some base work possible. Intersection with 160 , Parking and side access to CANM	Roadway	BLM/NPS/Cy	BLM NPS
94	CR CC (Lowry Ruin Road)	Priority Level 1(CRITICAL); Heavy Public Visitation. Roadway Surfacing, grading and shoulder widening. Drainage, striping and signage. Parking at Lowry Ruin	Parking	BLM/Cnty	BLM

104	CR P; CR 18; CR 17; CR N; BLM Rd 4725 (Goodman Point)	Medium Priority; Significant public access, access to Hovenweep NM (NPS) Impacted heavily by energy development. Road surfacing, gravel and blading. Widen shoulders drainage. Signage.	Roads	County	BLM
105	CR Y; CR 15; CR W; CR U; CR 14; BLM Rd 4528	Priority Level 2; Significant public access to CANM; Heavily impacts by energy development. Widen shoulders drainage, blading , gravel. signs. Also need for parking and pedestrian orientation at Public land nexus.	Roads	County	BLM
106	CR 12; CR Z; CR 11; CR Y; (Hoven Weep Canyon Road)	Priority Level 3; CANM Access with Moderate to low public Use; Heavily impacted by energy development; Road Surface maintenance gravel blading drainage structures.	Roadway	County	BLM
118	BLM 4524	Priority Level 3; Limited public access Low water crossing needed.	Bridge	BLM CANM	BLM
119	BLM 4721a Hovenweep NP	Priority Level 1 (CRITICAL) Primary Public Access to two of the primary Hovenweep Sites. Grading, gravel, drainage, signage and intersections with Road 10.	Roadway	BLM NPS	BLM NPS
120	BLM 4531 Reroute	Route to be reconfigure to resolve private lands conflict. New parking area needed.	Roadway	BLM	BLM
121	CR CC; Public Lands Access to Cross Canyon WSA	Priority Level 3; Low use Public lands access CANM parking & trail head needed. Grading , gravel, drainage.	Roadway	County	NPS

The following needs are primarily located north and east of US 160 and US 491 in Montezuma County, and are mostly US Forest Service related. They are both county and FLMA roads, and many of the routes include transitions from county owned to federally owned roadways. In addition to the roadway rehabilitation needs, there are also three bicycle, pedestrian, and multimodal needs in this area. One is a bike path constructed from Cortez to Mancos along US 160. Another would be developed alongside CR 31 and access USFS land.

Need ID	Need	Description	Need Type	Ownership	FLMA Access
64	US Hwy 160	High Priority; Partly under consideration for funding Construction of multi-use trail along Hwy 160 from Mancos to Cortez	Bike/ped	State	NPS
95	CR 16	Lower Priority; Low to Moderate public access; Regular access by maintenance for the McPhee Dam & Power Generator. .	Roadway	County	USFS
96	CR 31/ USFS RD 526 (Dolores Norwood Road)	High Priority; Heavy Public Use/ Haul Road for Timber Livestock. Access to Private Land inholdings. Resurfacing, Surfacing, stripiing, grading, should widening,signs	Roadway	Cnty/USFS	USFS
97	USFS Rd 528 (House Creek Road)	High Priority; Heavy Public access to marina and campgrounds. Road resurfacing, road base work and subgrade subsidence mitigation. Retaining walls guardrails striping. Parking at House Creek Marine access.	Roadway	USFS	USFS
98	CR 43; USFS Rd 545 (Taylor Mesa Road)	High Priority; Public Access Haul Road Livestock & Timber. Grading; drainage shoulder widening. Vegetation Management (Fire Risk)	Roadway	Cnty/USFS	USFS

99	CR 41 (Weber Canyon Road)	Medium Priority; Public Access to Wilderness Study Area & Access to Ute Mountain Ute Tribal Park ; Road widening and basework. Drainage and shoulders. Gravel and signage. Horse trailer parking needed for wilderness access.	Roadway	BLM/UMU	BLM
100	CR S (Haycamp Road) USFS 556*; USFS 561* West Mancos Road	High Priority; Primary Public lands access and haul road for timber, livestock and mining. Gravel , blading, drainges, signage. widen road shoulders.	Roadway	Cnty/USFS	USFS
101	CR 41; USFS Rd 385• (Chicken Creek Road)	Lower Priority; Heavy public access, Haul Road Livestock & Timber. Gravel and blading, drainage and shoulder widening. Signage.	Roadway	Cnty/USFS	USFS
102	CR 40; USFS Rd 559* (Millwood Road)	Lower Priority; Heavy Public access, haul road timber & livestock. Blading gravel and shoulder work. Drainage signage.	Roadway	Cnty/USFS	USFS
103	CR X; CR 25; USFS Rd 271*,272*,273*,274*(McPhee Recreation Area)	High Priority; (Critical) Heavily used public access including marine access. Campgrounds Picnic and Day use areas.	Roads	Cnty/USFS	USFS
107	CR 44; USFS 566* (Echo Basin Road)	Medium Priority; Heavily used public access; Haul road for livestock timber and mining. Road surface gravel blading and widening. Drainage structures.	Roadway	USFS	USFS
108	Highway 160 Mancos Hill MultiModal Route	High Priority; Multimodal connection along highway 160 to Mancos Hill. BLM Parking of of 160 needed. Public access to BLM and USFS.	Bike / Ped Multimodal	BLM/FS/St	BLM/FS
109	USFS Rd 504 (Lone Dome Road)	Lower Priority; Low to Moderate public access; Regular access by maintenance for the	Roadway	USFS BOR	USFS BOR

		McPhee Dam & Power Generator. .			
110	USFS Rd 527 (Boggy Draw)	Lower Priority; Heavy Public Access for bicycling as well as OHV & hunting. Road needs regular maintenance Gravel Blading drainages.More Parking may be needed in future with growing bike interest.	Roadway	USFS	USFS
111	CR 31 Bicycle access route (Dolores Norwood Road)	High Priority; Develop a multi modal Bike Ped access trail parallel to CR 31 to avoid the traffic on the steep hill. Safety	Bike/Ped Multi-Modal	USFS	USFS
112	USFS Rd 436 (Hillside Drive)	Lower Priority; Moderate Public Access; Mainly Gravel replacement , Some retainment slope stabilization vegetation management. Revegetation rehabilitation.	Roadway	USFS	USFS
113	USFS Rd 435 (Roaring Fork Road)	Lower Priority; Moderate Public Access; Gravel, blading, slope stabilization and some rehabilitation. Drainage structures and maybe guardrail.	Roadway	USFS	USFS
114	CR 38 (West Dolores Road)	High Priority; Heavily used Public access road. Parking , trail heads and campgrounds. Resurfaceing striping	Roadway	County	USFS
115	CR 29; CR L; CR 32; CR P; CR M; BLM Phils World North Access	Priority Level 1(Critical); Heavy Public Use access to BLM Phils World. Parking areas needed. Gravel and Blading Possible surfacing.	Roadway	BLM	BLM
116	RD 30.10 (Private) (Primary Access to Phil's World)	High Priority; Highway 160 Access to Phil's World Highway Modifications. Turn lanes . Private road accesses two BLM Parking areas which need improvements. Road needs	Roadway	BLM	BLM

		improved to resolve landowner conflict.			
117	USFS Rd 350; (Spruce Mill Road) USFS Rd 561; West Mancos Ro	Lower Priority; Moderate to heavy public access. Gravel & Blading drainage structures.	Roadway	USFS	USFS
122	Glade Road / Dolores Norwood Road / Groundhog Road	Very Important roads to Montezuma County's Economy and culture. Heavy Recreational Use and access to private inholdings. Haul Roads for Timber and Livestock some energy development.	Roadway	USFS/Cnty	USFS

The next group of needs are located in and around the Durango area. This is a more diverse collection of needs – some close to the city of Durango, and some more directly USFS related. Almost all of these needs are on local facilities that provide access to federal lands. There are also 4 multi-modal needs here, connecting to BOR, BLM, and USFS via trails. Included here are a few needs related to access to Vallecito Reservoir, a Reclamation owned facility, and the USFS lands beyond, which includes roadway and parking area construction.

Need ID	Need	Description	Need Type	Ownership	FLMA Access
60	County Road 243 - Lemon Road	Resurfacing, shoulder work, and extended parking	Roadway	County	USFS
61	County Road 501	Road resurfacing, shoulder work, and extended parking	Roadway	County	USFS
62	Missionary Ridge Road	Roadway resurfacing, regravel, safety improvements	Roadway	County USFS	USFS
65	Multi-use path to NIghthorse/County rd. 210	Construct multi-use path from Hwy 160 to Nighthorse. State owned county maintained	Bike/ped	St/cnty	BOR

66	Animas River multi-use path	Construct multi-use path from Hwy 160 along Animas River	Bike/ped	State/BLM	BLM
70	County Road 523 Improvements	Rehab County Rd 523 and parking improvements	Roadway	County	USFS
71	County Road 501 multi-use path	Construct multi-use path along County 501 from Bayfield	Bike/ped	County	USFS
72	Junction Creek Rd,	Roadway Improvements and road widening, multi-model improvements	Multi-modal	County	USFS
73	La Plata Canyon	Road improvements and Parking	Roadway	County	USFS

The next group of needs relate to the area of Pagosa Springs and the surrounding FLMA lands. These needs are again primarily road rehabilitation for USFS access – two county and one state highway. The state's primary concern is shoulder repair and maintaining shoulders for safety – both for bicyclists and for emergencies. There is also one need for a multi-modal hub to be constructed near the town of Pagosa Springs, which would provide bike/ped access to BLM lands, and have a transit component.

Need ID	Need	Description	Need Type	Ownership	FLMA Access
63	Highway 84	Shoulder repair, safety improvements, resurfacing	Roadway	State	USFS
67	Pagosa Multi-modal Hub	Construct Multi-modal hub for trails and transit	Multi-modal	County	BLM
68	County Road 200 Improvements	Reconstruction and resurfacing of County Rd. 200. Includes city and county road	Roadway	County	USFS
69	County Road 500 Improvements	Resurfacing and reconstruction of County Road 500	Roadway	County	USFS

The next group of projects relate to BOR needs. These projects were copied from Reclamation's national LRTP needs list, which was compiled in 2018. There is some interesting overlap here, as BOR also identified Vallecito Lake as a place of need for their facilities as well, with three projects linked to that area.

Need ID	Need	Description	Need Type	Ownership	FLMA Access
28	Ridges Basin Dam	Tribute Gard Rd paving ; resurface and repair	Parking Lot	BOR	BOR
29	Ridges Basin Dam	Rehab Power Line Rd	Roadway	BOR	BOR
30	Ridges Basin Dam	Connect Poweline to Dam access	Roadway	BOR	BOR
31	Ridges Basin Dam	Rehab Dam Access	Roadway	BOR	BOR
32	Towaoc Canal	Rehab all access roads; several short seg	Roadway	BOR	BOR
35	Navajo State Park Roads	~3.5 miles of Repace interior roads of Navajo State Park	Roadway	BOR	BOR
40	Vallecito Extra Parking; 5-10 space lots; 2 lots	add two small parking lots near low water locations	Parking Lot	BOR	BOR
41	Resurface Boat Ramp Parking at Vallecito	83000 sq feetchip seal or asphalt existing gravel parking lot and add AIS decontamination area	Parking Lot	BOR	BOR
42	Animas-La Plata	Replace railcar superstructure bridge on the Mitigation Lands Area with a properly engineered bridge	Bridge	BOR	BOR
43	Navajo State Park (CO) Traffic Studies	Traffic and road safety studies on road in and accessing Navajo State Park	Roadway	BOR	BOR
44	Vallecito Lake Visitor Use and Transportation Plan	Visitor Use and Transportation Access Plan; include/address resource concerns through effort	Roadway	BOR	BOR

All of these FLTP and FLAP eligible needs currently exceed the availability of funding. However, their inclusion in this plan is a starting point for improved representation of these important programs and an attempt to organize these containing needs into a program of projects that complement each other as supposed to just being competitors against each other in future calls for projects. While detailed cost estimates have not yet been developed, it is likely that the cost to implement all these projects would require an investment in excess of $100M. Clearly, the gap is large right now for how these needs will be met, but as demand for access to federally owned open space continues to grow so too will improvement needs.

Next Steps – Transitioning to Needs Prioritizations and Project Development

Now that an initial set of federal lands access enhancement needs have been identified, the next steps in the planning process are prioritization and project development. As the transition is made from long range planning to the project implementation phase of the transportation planning process, it is important to recognize the limitations in the availability of funding that all agencies grapple with and the importance of understanding the variance in missions and land management goals that exists amongst the federal agencies involved.

The NPS, for example, has a dual mission of ensuring public access while simultaneously ensuring that the natural and cultural resources are protected for future generations. As the demand for access continues to increase, the NPS faces the ever increasing challenge of finding new and creative ways to accommodate visitor access demands while also ensuring that the integrity of the resources they manage remain intact. By contrast, the USFS and BLM manage significantly great amounts of acreage and missions that allow both dispersed recreation and resource extraction. Additionally, it is often the case that there is a National Park or Monument that is surrounded by a vast wilderness managed by BLM, the USFS, a state park, county open space, or an intricate combination of multiple public land managers.

The FWS, USACE, and BOR have missions that are resource management focused more exclusively, and they often are part of the bigger public land landscape along with the NPS, USFS, or BLM. They too have sites that are in high demand for visitor access, but they may be less compelled by their mission or even prohibited from providing visitor access. Understanding the different visitor capacities across multiple sites at a landscape scale is critical to scaling the transportation system to a level of access that doesn't exceed the capacity of any site in the system. As indicated in the previous sections, federal lands access for the Southwest TPR includes a combination of BLM, USFS, BOR, NPS, and Tribal lands.

In terms of needs prioritization and project development, the next steps will focus on developing multi-agency evaluation criteria in conjunction with CDOT, the FLMAs, and TPR members to determine the comparative priority of the needs identified and the extent to which the needs are shared across jurisdiction. Additionally, the FLMAs will work with FHWA, CDOT and the members of the TPR to research innovative finance options that could introduce new revenue streams into the planning process and provide new opportunities to better leverage existing federal transportation funding programs. Using the established forums and other engagement opportunities built into the transportation process, the FLMAs in the region will continue to work with CDOT and the members of the TPR to move their most important needs identified in this plan into the project development pipeline.

* Road would need to be added to the FLTP to be eligible for funding

• FS Road 385 not a designated public road. It would require a formal travel management decision to revise past decisions informed with public involvement.