Central Front Range
2045 Regional Transportation Plan
Adopted September 2020

Central Front Range
Counties:
Custer, Fremont, Park, Teller (portion), El Paso (portion)
This Regional Transportation Plan (RTP) is the long-range transportation document that guides the continuing development of a multimodal transportation system for the Central Front Range Transportation Planning Region (TPR). The Plan recognizes current needs and identifies solutions to address changing conditions. The Plan communicates the Central Front Range TPR’s transportation needs and priorities to the Colorado Department of Transportation (CDOT) and Colorado’s Transportation Commission. This Plan reflects the TPR members’ input, data and background information, and public sentiment. It extends out 25 years to 2045 but has a particular focus on the first 10 years, allowing decision-makers to consider transportation investments in Central Front Range Colorado today, tomorrow, and in the future.

The Central Front Range TPR has varied terrain ranging from rolling eastern plains of El Paso County to rugged mountain passes surrounding Alma to winding canyons of the Arkansas River. The TPR is served by US 24, US 50, US 285, SH 9, SH 67, SH 69, SH 94, SH 96, SH 115, SH 120, and SH 165. The Central Front Range serves as a transition between urban, rural, and mountain environments—traffic patterns support commuters, tourists, freight, and local daily traffic. Residents of the Region have commented on the long commute times and the negative impacts of through traffic on local roads. Recent population growth in the Region is influenced by the neighboring urban centers of Pueblo and Colorado Springs. The Region has an above-average number of days of sunshine throughout the year and has a popular summer tourist season.

This plan is intended to be a living, useful document that is referred to when transportation decisions are being made and as the TPR implements the action items listed in the final chapter of the RTP. This RTP will be revisited periodically by the TPR and others to ensure that we are on the right path toward accomplishing the vision and goals set forth in this plan.

Your familiarity with our Region’s transportation needs and priorities and the challenges that we face is important now and into the future. I invite you to review this plan and become more engaged in the Central Front Range Region’s transportation future.

Sincerely,

Adam T. Lancaster
Central Front Range TPR Chair

Central Front Range TPR Members

Composed of elected and appointed officials, the TPR is responsible for establishing regional priorities and needs, developing the multimodal RTP, and ongoing planning coordination with CDOT.

Members include:

- Custer County
- El Paso County
- Fremont County
- Park County
- Teller County
- Brookside
- Cañon City
- Cripple Creek
- Fairplay
- Florence
- Ramah
- Victor
- Westcliffe

Legislation at both the state (§43-1-1103, C.R.S.) and federal (CFR 450.206) levels, as well as state transportation planning rules (2 CCR 601-22), requires the development of a comprehensive, long-range Statewide Transportation Plan that encompasses at least a 20-year period and incorporates the priorities and needs of the TPRs across the State. The state and federal requirements have been followed in the creation of this Plan.

Every four to five years, CDOT updates the Colorado Statewide Transportation Plan (Your Transportation Plan), which serves as a long-range planning tool and identifies regional and statewide trends and issues. RTPs are developed to inform the Statewide Transportation Plan and to prioritize transportation projects in the Region.

Plan Development Process

This 2045 RTP was developed over approximately one year and included three primary phases: identification of transportation needs, development of projects, and plan creation. The TPR and public input, along with a data-driven analysis, was critical to plan development. The Coordinated Public Transit and Human Services Transportation Plan was developed concurrently and can be found in Appendix A.
Central Front Range TPR
Regional Transportation Story

The Regional Transportation Story provides a snapshot of current and anticipated future conditions in the Region by 2045. The story summarizes the condition of the transportation infrastructure within the Region, how the transportation system is used, and the people relying on the system. Combined, this information shows the uniqueness of the TPR and helps identify the greatest needs in the Region.

Aging Population

Aging adults are anticipated to have different travel needs; the aging population will likely need public transportation services as alternatives to driving as well as roadway improvements such as better signing, striping, and lighting. The aging population in the Central Front Range TPR is expected to increase by 37 percent, approximately 10 percent higher than the expected population growth. This growth pattern will require special considerations when planning for a more accessible transportation system in the Region.

Vehicle Travel & Congestion

While the total vehicle miles traveled are anticipated to increase by 38 percent in the Region from 2015 to 2045, the travel experience is anticipated to remain at an acceptable level of service with minimal congestion compared to other highways around the State. The Central Front Range TPR experiences higher levels of congestion seasonally due to tourism and when closures of I-70 force detours into the Region.

Road Conditions

- Drivability life is the remaining “life” of the surface of the road and indicates how long a highway will have acceptable road surface and driving conditions.
- Most corridors in the Central Front Range TPR have moderate drivability life (4-10 years).
- Drivability life is lowest on SH 67, north of Silver Cliff towards Canon City and SH 69 between Westcliffe and Texas Creek. Highways with low drivability life are often rough on vehicles and require resurfacing or reconstruction in the near-term.

Population & Employment

The household population is expected to increase by 28 percent, while the employment rate is expected to grow by 65 percent, demonstrating overall growth throughout the Central Front Range TPR in the next 30 years.

Safety

CDOT’s Whole System Whole Safety initiative heightens safety awareness by taking a systematic approach to safety. The goal of the program is to improve the safety of Colorado’s transportation network by reducing the rate and severity of crashes, and improve safety conditions for those traveling by all modes. Understanding crash patterns helps to identify appropriate safety improvements. For example, wild animal collisions can be mitigated with fencing along the roadway and/or a wildlife bridge/tunnel.

Colorado Freight Corridors

Colorado Freight Corridors are highway routes in Colorado that are critical for interregional and interstate commercial vehicles to transport goods. These corridors have been identified as the most critical routes to facilitating the movement of goods into, out of, and within Colorado. Together, these corridors cover more than half of all State Highway System lane-miles. Three Colorado Freight Corridors pass through the Region: US 24, US 50, and US 285.

Transit

The Central Front Range TPR is home to transit providers that operate fixed-route bus service, van pool service, and on-demand service. There are two interregional Bustang Outrider routes that serve the Central Front Range TPR. The Gunnison-Denver line makes two stops in the Region and the Alamosa-Pueblo line has three stops in the TPR. The Park County Commuter connects to the Intermountain TPR. Local and regional transit services offered in this Region are operated by the City of Cripple Creek, Canon City Golden Age Council, Teller Senior Coalition, Wet Mountain Valley Community Service, and Park County. Human service transportation providers in the Region include Fremont County Head Start, Starpoint, Park County Senior Coalition, and Daybreak.

Bicycling & Walking

A High Demand Bicycle Corridor is a designation used by CDOT to plan and prioritize bicycle investment and maintenance around the state. High demand bicycle corridors in the Central Front Range TPR include: SH 9, US 24, US 50, US 67, SH 69, SH 96, SH 115, SH 120, SH 165, and US 285.

State highways serve as “Main Street” through Westcliffe and Florence and also between Cripple Creek and Victor. Other main streets are located in Calhan, Ramah, Silvercliff, Alma, Fairplay and Canon City. These roads require additional considerations and should be designed so people walking, parking, bicycling, accessing transit, and driving can all interact safely.

Airports

The Central Front Range TPR has three general aviation airports: Fremont County in Canon City, Silver West in Westcliffe, and Calhan Airport in Calhan.

Economic Vitality

Primary economic generators in the Central Front Range TPR include mineral extraction, agriculture, military installations, prisons, tourism, and outdoor recreation. To accommodate the consistent traffic and to support the continued growth in these industries, the Region must have a transportation system that allows for efficient travel and access to these destinations.
Central Front Range TPR’s Transportation Focus Areas

Transportation impacts the lives of residents, employees, and visitors of Colorado in various ways across the State. The TPR members identified the following topics that highlight what is most relevant and unique to the Central Front Range TPR when it comes to transportation.

Road Conditions

The Central Front Range TPR experiences regular through traffic from commuters and freight movement to the Denver Metro Area or major activity centers like Colorado Springs and Pueblo. The terrain of the Region is varied and experiences adverse weather conditions throughout the year. The accumulated stress of constant automobile and freight traffic and successive freeze and thaw cycles contributes to the deterioration of road surfaces and increases maintenance needs. When roads are well maintained in the Region, drivers are safer, the wear and tear of cars, trucks, and military vehicles is minimized, and transit services can reliably be provided.

Tourism

Tourism is a primary economic generator in the Central Front Range TPR. Visitors come to the Region for outdoor recreational activities such as white-water rafting, hiking, and cycling. The Region is also home to casinos, the Royal Gorge, the Arkansas River, and several National Forests. While there are no winter recreation resorts in the Region, many highways are frequently used to reach these destinations. Visitors tend to access recreational opportunities in the Central Front Range TPR using private vehicles or private shuttle operators (e.g., rafting operators); continued growth in the Region and state warrant monitoring for the potential need to accommodate access via public transit services. Creating additional transportation options can also help improve public health and quality of life for those who live, work, and recreate in the Region. More information regarding Federal Lands Access can be found in Appendix C.

Bikes, Pedestrian, Scenic Byways

Planning for bicycle and pedestrian options in the Central Front Range helps support the creation of a multimodal transportation network in the Region. Increasing multimodal options also supports efforts in creating healthier communities in the Region. For the Central Front Range, tying bicycle and pedestrian improvements to the local communities and tourism needs is critical. Improvements could include adding shoulders, building adjacent bike lanes where there is high bicycling activity or constructing multiuse trails that parallel the roadway. Multimodal options and safety considerations are important for scenic byways and main streets that often have high traffic volumes. Three scenic byways that travel through the Central Front Range region, Frontier Pathways, Guanella Pass, and the Gold Belt Tour.

Freight and Rail

Colorado freight corridors are roadways that are critical to the inter-regional, intrastate, interstate, or national freight movement, and play an important role in the regional and state economy. The designated Colorado freight corridors in the Central Front Range TPR are US 24, US 50, and US 285. The following rail lines are located in the Central Front Range TPR: Burlington Northern Santa Fe (Clas I freight rail), Union Pacific (Class I freight rail), Rock and Rail LLC (short line freight rail), Royal Gorge Route (tourist train). There are several industries that rely on truck and rail for freight movement in and out of the Central Front Range. Besides tourism and outdoor recreation, Industries that contribute to the regional economy include mineral extraction, and agriculture. These industries require a reliable transportation system to move people and goods. Reliability can be improved through transportation enhancements such as increased and clearly demarcated truck parking, ongoing maintenance.

Military

Highways in El Paso County and near Colorado Springs are used to move military vehicles and often see high commuter traffic volumes. Military traffic often includes larger vehicles that have higher impacts on pavement condition and traffic. US 50 in Cañon City, SH 115 north to Colorado Springs, as well as Elbert road east to I-70 have considerable amounts of military traffic. Maintenance of, and improvements to, these roadways is critical in supporting the needs of mobility and access to and from military installations in the Region.

Resiliency

Resiliency is the ability of communities to rebound, positively adapt to, or thrive amidst changing conditions or challenges including things such as growth, natural disasters, and climate change. Critical resiliency factors for the Central Front Range include preparing for the potential impacts of things such as wildfires, flooding, and rock slides. Addressing these needs includes consideration for alternate routes, adequate shoulders, and improved communication. As extreme weather events increase in occurrence in Colorado, all new investments must evaluate options to reduce risk and implement resilient design solutions.

Environmental Mitigation

Transportation, like all human activities, affects the environment. The rules governing the statewide and regional planning process require CDOT to consider environmental impacts potentially caused by transportation projects. These planning regulations require plans and projects to be coordinated with other local, state, and federal agencies to identify and discuss how to maintain projects and/or restore the environments impacted by the transportation projects. For example, if a project is anticipated to worsen air quality, the project solutions should seek to avoid, minimize, or mitigate this impact. In this case, mitigation measures could include optimizing the traffic signal to improve traffic flow and reduce vehicle emissions. The state and federal requirements pertaining to environmental consultation have been followed in the creation of this Plan.
Vision & Goals

The vision for the Central Front Range TPR is that the transportation system will accommodate the Region’s rapidly growing multimodal transportation needs through a combination of capacity improvements in congested corridors, safety and traffic management improvements elsewhere on the transportation system, and the provision of local and regional public transportation. Transportation development will accommodate and enhance the Region’s high quality of life, while preserving the environmental conditions that make this a great place to live, work, and visit. The transportation system supports economic development by providing mobility for people and goods, as well as multimodal access to services.

Goals:
- Provide mobility to the traveling public at a good level of service that is well maintained in the most efficient manner possible.
- Provide safe travel opportunities.
- Minimize impacts to the Region’s air, water, scenic view corridors, cultural resources, and wildlife habitat.
- Ensure that the transportation system functions as a complete system that provides alternate routes to accommodate emergency evacuations and the increased traffic demands.
- Preserve and enhance the Region’s economy and support military installations and new industries, such as tourism and energy development.
- Provide new and improved intermodal access for commerce and transit connections between towns for individuals.
- Provide a safe and efficient airport system that maximizes existing investment and meets inter- and intrastate travel and emergency needs while supporting Colorado’s diverse economy.
- Maximize investment through strategic partnerships and pursuit of alternative funding sources.

What We’ve Heard:

CDOT officials engaged local and regional stakeholders and community members in the Central Front Range TPR — in person, over the phone, and online. As a result, we heard from many residents throughout the TPR and learned how they travel. Outreach in the Region included:
- Meetings with Custer, Fremont, Park, Teller, and El Paso Counties
- A booth at the Alma in the Clouds Festival
- A pop-up booth at the Canon City City Market
- Regional planning meetings in Canon City, Fairplay, and Florence
- A Telephone Town Hall
- Over 550 online survey responses

Through this stakeholder and public outreach, the highest priority transportation trends and issues in the Central Front Range TPR were identified as:
- Road Conditions and Safety
- Lack of Travel Options
- Growth and Congestion

Online Map Comments by Category

Survey respondents were asked to communicate personal transportation challenges on an interactive map. The pie chart shows the breakdown of comments by key categories in the Central Front Range TPR.

Source: Your Transportation Plan MetroQuest Online Survey (2019)
Central Front Range Transportation Projects

The Region’s transportation project list is characterized by a mix of transit, bicycle, and pedestrian, and intersection/interchange improvement projects. The list also includes safety-related projects that address shoulder deficiencies, passing lanes, and other safety improvements like wildlife mitigation. The project list was developed by first aligning previously identified projects with the known corridor needs and then adding new projects to address unmet needs. The full project list includes the projects best suited to meet the transportation needs of the Region between now and 2045.

Regional Priorities

The Colorado Transportation Commission’s guiding principles of Safety, Mobility, Economic Vitality, Asset Management, Strategic Nature, and Regional Priorities are the basis for project selection in Colorado. The Central Front Range TPR established Regional Priorities by ranking projects based on each project’s ability to meet the project criteria, as defined specifically for the Central Front Range TPR below.

Safety

Addressing known safety problems, such as roadway departures, wildlife collisions, and congestion related crashes is a top priority for the Region. Other important safety considers for the Central Front Range include shoulder improvements, passing lanes, main street crosswalks, improved communication, and the creation of alternate routes for the winter season and natural disasters.

Mobility

Having options for traveling will enhance mobility in the Central Front Range TPR. Options should be beneficial to all people and be site specific according to the needs of the community. Mobility options include multiuse shoulders/trails and/or bike lanes where appropriate, as well as pedestrian connections to local transit.

Economic Vitality

Supporting the mobility needs of key industries, including mineral extraction, agriculture, military, and tourism will support economic vitality in the Region. Transportation should support vibrant main streets and the movement of goods in and through the Region. Access permits along highways is vital for rural areas to encourage corridor development. It is important to continue to enhance the transportation system used by community members, as well as major tourism spots, to ensure everyone in the Region has access to key activity centers.

Asset Management

Supporting the Central Front Range TPR in the grant process will help communities access resources and funding. Announcements of funding availability will assist rural areas in being able to participate in this process and help create a more robust transportation system in the Region.

Strategic Nature

Supporting the mobility needs of key industries, including mineral extraction, agriculture, military, and tourism will support economic vitality in the Region. Transportation should support vibrant main streets and the movement of goods in and through the Region. Access permits along highways is vital for rural areas to encourage corridor development. It is important to continue to enhance the transportation system used by community members, as well as major tourism spots, to ensure everyone in the Region has access to key activity centers.

1. Refined corridor needs using TPR feedback
2. Aligned the previously identified projects in the Region with the corridor needs
3. Identified additional projects to address unmet needs
4. Compiled a comprehensive list of candidate projects

The Central Front Range TPR comprehensive project list includes:

- **99 TOTAL PROJECTS**
- **$830M+ TOTAL COST**
- **IMPROVE SAFETY**
- **MOBILITY**
- **BICYCLING WALKING TRANSIT ROAD CONDITIONS**

The full project list is included in Appendix B.
Central Front Range TPR’s Top 20 Project Priorities

The top 20 projects for the Central Front Range are estimated to cost approximately $200 million. The top project includes passing lane, shoulder, bicycle/pedestrian, and intersection improvements between Cañon City and Florence. Other top projects include developing a US 50 Corridor plan to identify access and multimodal improvements, the addition of passing lanes and slow vehicle pull-offs on SH 67, and shoulder widening along SH 96.

The project list reflects the Region’s top priority projects, all of which are currently unfunded. The timing for project completion will depend on transportation funding availability. The full project list can be found in Appendix B.

Central Front Range TPR Priority Project List

<table>
<thead>
<tr>
<th>Rank</th>
<th>Project Rank</th>
<th>Highway(s)</th>
<th>Project Name</th>
<th>Cost (in $M)</th>
<th>Primary Project Type</th>
<th>Additional Project Benefits</th>
<th>SWP Goal Areas</th>
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<tr>
<td>1</td>
<td>1080</td>
<td>SH 115</td>
<td>SH 115, shoulders, intersection improvements</td>
<td>$10.50</td>
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<td>2</td>
<td>2461</td>
<td>US 50</td>
<td>US 50 Corridor Plan to identify access and multimodal improvements</td>
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<td>1010</td>
<td>SH 67</td>
<td>SH 67 passing lanes and slow vehicle pull-offs</td>
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<td>4</td>
<td>1665</td>
<td>SH 96</td>
<td>SH 96 shoulder widening at select locations (estimated 25% of corridor)</td>
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<td>Asset Management</td>
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<td>5</td>
<td>0018</td>
<td>SH 115</td>
<td>SH 115 Rock Creek bridge replacement and widening south of bridge; surface treatment</td>
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<td>Environmental Protection</td>
<td>Quality of Life, Mobility Options</td>
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<td>2567</td>
<td>SH 69</td>
<td>SH 69 shoulder widening, safety improvements, passing lanes</td>
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<td>7</td>
<td>1007</td>
<td>US 24</td>
<td>US 24 installation of fiber-optics and ITS devices between Colorado Springs and Limon</td>
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<td>Resilience, Mobility Options</td>
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<td>8</td>
<td>0026</td>
<td>SH 69</td>
<td>SH 69 surface treatment from Westcliffe to Hillside</td>
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<td>9</td>
<td>1009</td>
<td>US 50</td>
<td>US 50 passing lanes, shoulder widening, curve correction, rock excavation and rockfall protection east of Salida</td>
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<td>SH 94 installation of fiber</td>
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<td>12</td>
<td>1004</td>
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<td>SH 67 pull out for slow moving vehicles</td>
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<td>SH 115 at US 50 eastbound ramp roundabout</td>
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<td>SH 67 shoulder widening to accommodate bicycles</td>
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<td>18</td>
<td>1066</td>
<td>SH 9</td>
<td>SH 9 chain up station south of Hoosier Pass</td>
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<td>19</td>
<td>1635</td>
<td>Non-corridor specific</td>
<td>Mobility management and expansion of UAACOG marketing, outreach, coordination</td>
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<td>20</td>
<td>1076</td>
<td>SH 67</td>
<td>Cripple Creek Historic Trolley restoration (2 trolleys, 3 miles of railway)</td>
<td>$12.70</td>
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</table>
Relation to the Colorado Statewide Transportation Plan

This RTP is a standalone document that identifies transportation needs and priorities for the Region. The Statewide Transportation Plan (Your Transportation Plan) integrates and consolidates the 15 RTPs from around the state, and the RTPs are appendices in Your Transportation Plan. The Central Front Range TPR’s project priorities were discussed at a joint meeting with the CDOT Region 2 Regional Transportation Director and the TPR Chairs from the Region. This meeting enabled the Central Front Range TPR Chair to advocate for inclusion of the Region’s priority projects in the 10-Year Strategic Project Pipeline, a primary outcome of Your Transportation Plan. This method of planning helps ensure that Your Transportation Plan addresses multiple levels of the transportation network. The RTPs identify contextual solutions that support the statewide vision and initiatives. This approach is key to delivering a comprehensive and cohesive plan customized to the unique needs of each region.

Transportation Funding

There are three sets of projects that pertain to the Central Front Range TPR:

- Comprehensive list of project needs in the Region (Appendix B)
- TPR’s priority projects (pages 12-13)
- Central Front Range projects included in the 10-Year Strategic Project Pipeline

CDOT relies primarily on state ($0.22 per gallon) and federal ($0.184 per gallon) fuel taxes for long-term funding, which have not increased since 1991 and 1993, respectively. CDOT also funds transportation improvements with federal and state transportation funds, including state funds established through FASTER legislation in 2009. Stagnant revenue sources, declining purchasing power of the current fuel tax rate, and increasing vehicle fuel efficiency has gradually diminished CDOT’s ability to fund the maintenance and improvement of the state’s transportation system.

Your Transportation Plan (the Statewide Plan) envisions a long-term investment to build a 10-Year Strategic Project Pipeline. The pipeline reflects a balanced approach to transportation investment that can be acted upon if current funding opportunities from the Colorado Legislature are extended. It also puts Colorado in a good position, with ready projects, in the event of a future economic stimulus package. The 10-year pipeline includes projects in years 1 through 4 that are anticipated to be funded, and projects for years 5 through 10 that are currently unfunded. The aspirational funding for years 5 through 10 would enable an estimated $121 million for projects in the Central Front Range TPR. This funding level is based on what could reasonably be delivered in that timeframe, recognizing the needs statewide and in other TPRs. The Central Front Range projects in the 10-Year Strategic Project Pipeline were identified through a collaborative effort among CDOT Region 2 and the TPRs within the CDOT Region.

For the longer term, 25-year planning horizon, the Central Front Range TPR will have considerable transportation investment needs (as listed in Appendix B) beyond 2030 and the conclusion of the proposed 10-Year Strategic Project Pipeline. Without the additional funding envisioned in the 10-Year Strategic Project Pipeline, CDOT would continue to focus on maintaining the existing system. Subsequently, funding for roadway, freight, and transit improvements would be greatly reduced.

Central Front Range TPR’s Implementation Strategies

The following section contains information about actions that the TPR recommends to implement its RTP. Implementation actions are meant to be near-term, practicable measures related to the Central Front Range TPR’s vision, goals, and priority projects.

The following actions have been developed as a way for the TPR members to actively promote the RTP:

- Advocate for full funding of the Central Front Range TPR’s top priority projects
- Increase communication between CDOT and regional partners to better manage impacts of roadway closures/detours
- Consider the needs of military installations and associated travel patterns and congestion in the Region
- Track seasonal traffic information to better inform planning and capital project needs in the Region
- Integrate fiber installation as a component of all projects
- Improve communication between CDOT and rural regions about project funding availability and support application development
- Focus on multimodal main street projects to improve safety, support local economies, and attract tourists
- Consider transit service expansions that focus on commuter mobility needs and support improved quality of life for all residents
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