San Luis Valley 2045 Regional Transportation Plan
Adopted November 2020

Counties:
Alamosa, Chaffee, Conejos, Costilla, Mineral, Rio Grande, Saguache

Great Sand Dunes National Park and Preserve
Photo Credit: Dave Hattan
Dear Neighbor,

As Chair of the San Luis Valley TPR, representing Alamosa, Chaffee, Conejos, Costilla, Mineral, Rio Grande, and Saguache counties, it is my responsibility to ensure that our area's transportation needs and priorities are recognized, made easily accessible, and communicated to the public and key transportation decision-makers. This RTP accomplishes these goals and more. It recognizes current needs and priorities, while formulating solutions to keep pace with Regional growth and changing conditions.

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 projects and strategic actions documented herein. This RTP will be revisited periodically to ensure that we are on the right path toward accomplishing the vision and goals set forth by it.

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 San Luis Valley's transportation future.

Sincerely,

Michael Yohn
San Luis Valley TPR Chair

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San Luis Valley 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:

- Alamosa
- Alamosa County
- Antonito
- Blanca
- Bonanza
- Buena Vista
- Center
- Chaffee County
- Conejos County
- Costilla County
- Creede
- Crestone
- Del Norte
- Hooper
- La Jara
- Manassa
- Mineral County
- Moffat
- Monte Vista
- Nathrop
- Poncha Springs
- Rio Grande County
- Romeo
- Sagache
- Sagache County
- Salida
- San Luis
- San Luis Valley Council of Governments
- South Fork

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.

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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.
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 of the highways in the San Luis Valley TPR have moderate drivability life (4-10 years). These highways will require surface treatments in the coming years to avoid significant deterioration, especially in light of the increasing travel in the Region.
- Drivability life is lowest on SH 149 west of Creede, on SH 112 between US 285 and SH 17, as well as some sections of SH 114 west of Saguache.
- Bridges in poor conditions are located: on SH 112 east of Del Norte, on US 50 north of Sargents, on US 285 just north of Antonito, and on SH 142 east of Manassa.

Roadway Departure

<table>
<thead>
<tr>
<th>Year</th>
<th>Population</th>
<th>Employment</th>
<th>Aging Population</th>
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</thead>
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<tr>
<td>2015</td>
<td>61,960</td>
<td>12,392</td>
<td>10,006</td>
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<tr>
<td>2045</td>
<td>71,612</td>
<td>15,606</td>
<td>13,691</td>
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</table>

Source: CDOT Statewide Travel Demand Model, 2015 and 2045.

Colorado Freight Corridors

Colorado Freight Corridors are highway routes in Colorado that are critical for inter-regional and inter-state 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. Several Colorado Freight Corridors pass through the Region: SH 17, US 24, US 50, US 160 and US 285.

Airports

There is one commercial airport, located in Alamosa, the San Luis Valley Regional Airport. General aviation airports in the area include: Buena Vista, Salida, Saguache, Center, Del Norte, Creede, Monte Vista and Blanca.

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. Since 1998, CDOT Region 5 has used a data driven approach to safety analysis which is used to prioritize and select safety projects for the Statewide Transportation Improvement Program (STIP).

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 Region include US 50 and SH 291 (west of Salida), US 285 (South of Poncha Springs), and SH 160 (Alamosa to Durango).

Top 3 Crash Types

1. DEPARTURE
2. ROADWAY
3. LIFE

Bicycling & Walking

- Scenic byways are designated routes that have unique features that do not exist elsewhere in the United States; these byways often promote tourism and economic development adjacent to the corridors.
- Scenic byways in the Region include Los Caminos Antiguos, Collegiate Peaks and Silver Thread.

Economic Vitality

Primary economic generators in the San Luis Valley include agriculture, outdoor recreation, and tourism. Transportation allows agricultural goods to leave the TPR and supports visitor access to the TPR for tourism and recreation.

San Luis Valley TPR

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.

Vehicle Travel & Congestion

While the total vehicle miles traveled are anticipated to increase by 43 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 increase in travel on the Region’s highways will have an impact on the road conditions; more traffic means the roads deteriorate more rapidly.

Aging Population

Aging adults have unique travel needs; they often need public transportation services as alternatives to driving as well as roadway improvements such as better signing, striping, and lighting. San Luis Valley is expected to experience continuing growth in the aging population. Older adults are expected to account for approximately 19 percent of the population in 2045 and require special considerations in transportation planning.
San Luis Valley 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 San Luis Valley TPR when it comes to transportation.

Tourism

One of the main economic drivers for the Region is tourism. The Region’s diverse ecosystems offer visitors a broad range of outdoor recreational activities such as hiking, hunting, camping, and skiing in the San Juan and Sangre de Cristo mountains where people can visit popular places such as as Wolf Creek or Monarch ski areas via US 160 or US 50. The Region also offers a diverse historical landscape along the Rio Grande and Arkansas Rivers, where visitors come to fish, raft, cycle, and enjoy touring the valley and learning about its cultural heritage.

Federally-Managed Public Lands

The Region is home to the Great Sand Dunes National Park and Preserve, which has one of America’s most diverse landscapes. A few miles to the west from the Great Sand Dunes sits the Monte Vista National Refuge, an important wetland ecosystem for the Region. Surrounding the valley, the San Juan and Sangre de Cristo high mountain ranges hold a significant forested lands, which are managed and protected by the Bureau of Land Management (BLM) and US National Forests.

Enhanced access to nature has a beneficial impact both to the long term quality of life enjoyed by community members and the economic vitality of the businesses that support the strong and growing tourism and resource extraction sectors. The Federal Lands Transportation Program (FLTP) and Federal Lands Access Program (FLAP) were created by Congress to dedicate funding towards improving and maintaining access to national parks, forests, wildlife refuges, national historic sites, and many other recreation and resource extraction site types. The map shows federally-managed public lands in the Region and the mileage of the FLTP color coded by the federal agency that owns the routes.

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. The San Luis Valley TPR desires a more integrated approach to planning and programming projects of mutual interest between federal, state, and local agencies in the Region. Appendix C provides more detail and includes an initial list of project needs that are intended to be the basis for collaboration during the next planning cycle under this 2045 RTP.

Regional Transit

As the population of the San Luis Valley TPR continues to grow and age, more alternative modes of transportation are needed for people who do not have access to a car, those who want an alternative to driving, and as a strategy for congestion management. The Region is home to a significant population of older adults (>65), and others with a greater need for transportation options. Local and Regional transit service is essential for people’s daily needs such as groceries, medical care, jobs, and social services. Bustang Outrider provides InterRegional service that connects Alamosa and Salida with major activity centers including Pueblo and Denver. Neighbor to Neighbor Volunteers/The Chaffee Shuttle is a local transit provider in the area. Providing reliable transit service is one way to maintain the overall well-being and quality of life for those who choose to live, work, and recreate in the valley.

Freight and Rail

The San Luis Valley TPR economy is rooted in agriculture, and as such there is significant number of routes used for moving valuable goods throughout the Region on a daily basis. From local farm-to-table to more industrialized farming, agriculture plays an essential role in the Region. The main corridors also serve Regional freight and connect local production to the rest of the state and nation. The valley has five designated freight corridors: SH 17, US 24, US 50, US 160 and US 285. The importance of these corridors relies not only on supporting local connectivity for accessing and delivering fresh products and goods to markets, it supports critical north to south and east to west links of the network system, improving its resiliency.

Road Conditions

Well maintained roads are essential to the quality of life for residents, employees, and visitors to the San Luis Valley TPR. When roads are well maintained in the Region, drivers are safer, the wear and tear on cars, trucks, and heavy vehicles is minimized, goods and services can be provided in the Region, recreational areas can be accessed, and transit services can reliably be provided. It is more cost effective to maintain a roadway than let it fall into disrepair and reconstruct it. As the foundation of our transportation system, the condition of our roads determines the level of mobility for a range of modes, whether biking along the highway for recreation, safely transporting agricultural goods to a destination, or using a wheelchair to cross the highway in a downtown community.

Environmental Mitigation

The rules governing the statewide planning process emphasize Colorado’s continually greater integration of multimodal, cost effective, and environmentally sound transportation. The planning regulations require the plans to be coordinated with other state and federal agencies responsible for land use management, natural resources, environmental protection, conservation, and historic preservation; include a discussion of impacts to minority and low income communities; identify and discuss activities that may have the greatest potential to restore and maintain the environmental functions affected by the plan; and, identify and discuss potential environmental mitigation measures. The state and federal requirements have been followed in the creation of this plan.
The San Luis Valley envisions a sustainable, safe, and efficient transportation system that supports the Region’s agricultural and tourism-based economies through capacity and safety improvements, and expanded local and Regional public transportation options. The transportation system will accommodate and enhance the Region’s quality of life, while preserving the cultural and the natural environment that make the TPR a great place to live, work, and visit. 

**Vision:**
- Provide for sustainable economic growth with supportive and efficient transportation infrastructure and programs.
- Improve transportation linkages and modal alternatives for commerce, tourism, and transportation-dependent populations.
- Improve connections to other Colorado Regions and surrounding states to benefit economic development, trading, and markets.
- Minimize impacts to the Region’s air, water, scenic view corridors, wildlife habitat, and cultural resources.
- Provide mobility to the traveling public at an acceptable level of service.
- Maintain the existing system in the most efficient manner possible.
- Improve the safety of the transportation system.
- Provide a safe and efficient airport system that maximizes the existing investment and meets inter- and intra-state travel and emergency needs, while supporting Colorado’s diverse economy.
- Identify, evaluate, and prioritize transportation development options that enhance travel and can be implemented through existing or reasonably anticipated funding.
- Improve and increase bicycle and pedestrian facilities.
- Increase passenger and freight rail opportunities.
- Improve safety for bicyclists and pedestrians in business centers.
- Increase transit connectivity through enhanced intercity and demand response services that support the Region’s diverse population.
- Ensure the transit system contributes to the economic vitality of the Region by providing options and minimizing transportation costs for residents, businesses, and visitors.
- Support the needs of the Region’s diverse population by providing access to basic and critical services such as medical, employment, educational, and recreational services.
- Seek funding opportunities to maintain existing services and expand the transit network.
- Expand mobility options to ensure access within the Region and to other Colorado Regions and New Mexico.

**Goals:**
- Over a five-month period, CDOT officials engaged local and Regional stakeholders and community members in the San Luis Valley TPR — in person, over the phone, and online. As a result, we heard from many residents throughout the TPR and learned about how they travel.
- Outreach in the Region included:
  - Meetings with Alamosa, Chaffee, Conejos, Costilla, Mineral, Rio Grande, and Saguache Counties
  - A booth at SummerFest on the Rio
  - A pop-up booth at the Alamosa Walmart
  - Regional planning meeting in Alamosa
  - A Telephone Town Hall
  - Over 130 online survey responses

**What We’ve Heard:**
Through this stakeholder and public outreach, the highest priority transportation trends and issues in the San Luis Valley TPR were identified as:
- Road Condition and Safety
- Lack of Travel Options
- Growth and Congestion

**Corridor Needs Map**
Through a significant public engagement process, we’ve taken what we heard from county officials, key stakeholders, and the public in the San Luis Valley Region and compared it with key data findings (e.g., crash patterns, road condition, congestion points) to identify corridor transportation needs, as shown on the map. The corridor needs were used to develop projects to address the greatest needs of each highway. A range of multimodal transportation options were considered to address the corridor needs.

**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 San Luis Valley TPR.

- **Pavement**
- **Travel Options: Bicycle & Pedestrian**
- **Travel Options: Rail & Transit**
- **Traffic**
- **Safety**
- **Freight**

Source: Your Transportation Plan MetroQuest Online Survey (2019)
San Luis Valley Transportation Projects

The Region's transportation project list is characterized by a mix of transit, bicycle, 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 San Luis Valley TPR established Regional Priorities by ranking projects based on each project’s ability to meet the project criteria, as defined specifically for the San Luis Valley TPR below.

Safety

Addressing known safety problems is a top priority. These include the importance of intersections, passing lanes, shoulders, and wildlife crashes. Considerations include data, level of service, speed limit, and driver perception.

Mobility

The San Luis Valley TPR is interested in maximizing road capacity and access to travel options to enhance mobility. This includes minimizing congestion, providing reliable infrastructure, enhancing connections for the general public and for commercial truck traffic, providing efficient technology, eliminating “gaps”, and improving multimodal options and facilities.

Economic Vitality

Transportation should support vibrant main streets and the movement of goods and services in and through the Region. A holistic approach was emphasized to support freight, agriculture, access to recreation, tourism, and jobs.

Asset Management

The Region will maximize the project opportunities to combine asset management (road and bridge conditions) projects with already planned projects for mobility, safety, and economic vitality. Integrating technology and maximizing planned projects will support asset management in the Region.

Strategic Nature

The San Luis Valley TPR is interested in leveraging partnerships and prioritizing projects that support Regional and/or statewide objective. Other considerations include maximizing resources, innovative financing, and balancing short term and long-term needs.
The top 20 projects for the San Luis Valley TPR are estimated to cost over $215 million, including 15 highway projects and 5 transit projects. The top highway project involves intersection improvements where two of the Region’s major highways meet in Poncha Springs, US 50 and US 285. The projects also address streetscaping, wayfinding, and multimodal needs in Poncha Springs and Saguache. Intersection improvements are included for Buena Vista, Salida and Alamosa. Other projects include shoulder studies and improvements on several highways, as well as passing lanes on US 60 Wolf Creek pass and on SH 149. The top transit project is a Transit Center in Alamosa. Transit projects include a fixed-route and demand response services south of Alamosa and a one-stop shop for all services.

Many of these projects in local communities will provide significant economic, freight, public health, and tourism benefits to the Region. The project list reflects the Region's top priority projects, most 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.

The top 20 projects for the San Luis Valley TPR can be found in the table below. Each project is ranked by its priority and includes the following information: Highway(s), Project Name, Cost ($M), Primary Project Type, Additional Project Benefits, and SWP Goal Areas.

### San Luis Valley TPR Priority Project List

<table>
<thead>
<tr>
<th>Rank</th>
<th>Planning Project ID</th>
<th>Highway(s)</th>
<th>Project Name</th>
<th>Cost ($M)</th>
<th>Primary Project Type</th>
<th>Additional Project Benefits</th>
<th>SWP Goal Areas</th>
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<tbody>
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<td>2</td>
<td>2069</td>
<td>US 285</td>
<td>US 285 multimodal, streetscaping, and wayfinding improvements in the Town of Saguache</td>
<td>$0.75</td>
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<td>11</td>
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</table>

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<td>US 160 and SH 17 intersection improvements to improve safety and mobility</td>
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<tr>
<td>US 50</td>
<td>US 50 pedestrian crossing improvements in Salida</td>
<td>$0.60</td>
<td>Bike/Ped</td>
<td>Safety, Mobility, Asset Management</td>
<td>Safety, Mobility, Asset Management</td>
</tr>
<tr>
<td>SH 149</td>
<td>SH 149 passing lanes and pull-outs</td>
<td>$4.00</td>
<td>Safety, Bicycle</td>
<td>Mobility Options, Asset Management</td>
<td>Safety, Mobility, Asset Management</td>
</tr>
<tr>
<td>US 285</td>
<td>Poncha Springs Crossroads Welcome Center Improvements</td>
<td>$0.75</td>
<td>Safety, Bicycle</td>
<td>Mobility Options, Asset Management</td>
<td>Safety, Mobility, Asset Management</td>
</tr>
<tr>
<td>Various</td>
<td>Outrider Improvements at Three Locations between Alamosa and Buena Vista</td>
<td>$0.25</td>
<td>Safety, Bicycle</td>
<td>Mobility Options, Asset Management</td>
<td>Safety, Mobility, Asset Management</td>
</tr>
<tr>
<td>US 160</td>
<td>Alamosa Transit Center</td>
<td>$2.80</td>
<td>Safety, Bicycle</td>
<td>Mobility Options, Asset Management</td>
<td>Safety, Mobility, Asset Management</td>
</tr>
<tr>
<td>Regionalwide</td>
<td>One-stop shop for transportation for San Luis Valley (call center, website, mobile application)</td>
<td>$1.00</td>
<td>Safety, Bicycle</td>
<td>Mobility Options, Asset Management</td>
<td>Safety, Mobility, Asset Management</td>
</tr>
<tr>
<td>SH 17</td>
<td>Northeast San Luis Valley Transit Service</td>
<td>$2.16</td>
<td>Safety, Bicycle</td>
<td>Mobility Options, Asset Management</td>
<td>Safety, Mobility, Asset Management</td>
</tr>
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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 San Luis Valley TPR's project priorities were discussed at a joint meeting with the CDOT Region 5 Regional Transportation Director and the TPR Chairs from the Region. This meeting enabled the San Luis Valley 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

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 $117 million for projects in the San Luis Valley TPR. This funding level is based on what could reasonably be delivered in that timeframe, recognizing the needs statewide and in other TPRs. The San Luis Valley projects in the 10-Year Strategic Project Pipeline were identified through a collaborative effort among CDOT Region 5 and the TPRs within the CDOT Region.

For the longer term, 25-year planning horizon, the San Luis Valley 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.

San Luis Valley TPR’s Implementation Strategies

The following discussion contains information about actions that the TPR will take to implement its RTP. Implementation actions are meant to be near-term, practicable measures related to the San Luis Valley 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 San Luis Valley TPR’s top priority projects
- Advocate for safety improvements with elected officials
- Improve communication and advocate for better management of seasonal tourism
- Improve communication between CDOT, cities, counties, and Regional transit partners concerning planned transportation improvements
- Expand transit service to maintain the quality of life for residents, particularly those older residents who desire to age in place and continue to live in the Region
- Consider roadway designs to encourage slower speeds through towns and cities to support walkability, safety, and economic vitality
- Coordinate and plan for future use of the Tennessee Pass Rail Line
TO LEARN MORE:
YourTransportationPlan.com