Southwest
2045 Regional Transportation Plan
Adopted October 2020

Southwest Counties:
Archuleta, Dolores, La Plata, Montezuma, San Juan

Silverton
Photo Credit: Dave Hattan
Dear Neighbor,

As Chair of the Southwest TPR, representing Archuleta, Dolores, La Plata, Montezuma, and San Juan 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 document is the reflection of TPR member input, various types of data and information, and public sentiment. I want to personally thank every member of the public and stakeholder groups who took the time out of their busy lives to contribute the valuable input that was so crucial to formulating this plan.

An RTP that reflects the overall priorities and needs for our area is vital at a time of limited funding for transportation. This plan is integrated into the Statewide Transportation Plan, demonstrating the important role that transportation in the Southwest region plays in the overall state transportation system. This plan will help inform decisions CDOT makes about the state’s transportation system.

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. The plan 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 Southwest TPR’s transportation future.

Sincerely,

Philip Johnson
Southwest TPR Chair

The Southwest TPR is a large region along Colorado’s southern and western border and includes Archuleta, Dolores, La Plata, Montezuma, and San Juan Counties. The TPR is home to the Southern Ute and Ute Mountain Reservations. The TPR is primarily served by the US 160, US 550, and US 491 corridors and consists of rolling plains, high mountain peaks, and small towns. Communities along US 160 such as Cortez, Durango, and Pagosa Springs are centers of employment, medical services, and shopping. Other smaller communities are located far from each other, often resulting in long travel distances to access services. The Southwest TPR is home to Mesa Verde National Park, Canyons of the Ancients National Monument, Four Corners Monument, and offers many recreational opportunities such as hiking, biking, camping, and hunting, drawing visitors from across the country to the Region.

This Regional Transportation Plan (RTP) is the long-range transportation document that guides the continuing development of a multimodal transportation system for the Southwest Transportation Planning Region (TPR). The Plan recognizes current and future needs and identifies solutions to address changing conditions. The Plan communicates the Southwest TPR’s transportation needs and priorities to the Colorado Department of Transportation (CDOT) and Colorado’s Transportation Commission. This Plan incorporates input from TPR members and the public. Although this Plan extends 25 years into the future, the focus is on the first 10 years to better equip decision-makers with tools to consider transportation investments in southwest Colorado today, tomorrow, and in the future.

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 each 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 creation of the Plan. 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.

Southwest TPR Members

Members include:

- Archuleta County
- Dolores County
- La Plata County
- Montezuma County
- San Juan County
- City of Cortez
- City of Durango
- Town of Bayfield
- Town of Dolores
- Town of Dove Creek
- Town of Ignacio
- Town of Mancos
- Town of Pagosa Springs
- Town of Silverton
- Southern Ute Indian Tribe
- Ute Mountain Ute Indian Tribe

Photo Credit: Felsburg Holt & Ullevig (FHU)
Southwest 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.

Population & Employment

The Southwest TPR is expected to grow significantly by 2045, with a 55 percent increase in residents and more than a 46 percent increase in employment opportunities.

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.
- The majority of the highways in the Southwest TPR have moderate drivability life (4 to 10 years). These highways will require maintenance such as repaving to ensure that the road surfaces remain acceptable. Over a quarter of the highways have high drivability life (more than 10 years).
- Drivability life is lowest on US 160 from the Four Corners Monument to SH 41. Highways with low drivability life are often rough on vehicles, create safety issues, and require resurfacing or reconstruction in the near term.

Vehicle Travel & Congestion

The total vehicle miles traveled are anticipated to increase in the Region by 39 percent from 2015 to 2045. Congestion is expected to increase the most on US 160 and US 550 near Durango.

Aging Population

By 2045, 25 percent of the population is expected to be over the age of 65. This dramatic increase will demand special attention in transportation planning over the next 25 years. Aging adults have unique travel needs; they often need public transportation services as alternatives to driving, as well as roadway improvements such as better signage, striping, and lighting.

Vehicle Miles Traveled

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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. Four Colorado Freight Corridors pass through the Region: SH 141, US 160, US 491, and US 550.

Transit

The Southwest TPR has a variety of transit providers that operate fixed-route and commuter bus service, demand response, and some specialized services. CDOT’s Interregional Bustang Outrider service, operated by the Southern Colorado Community Action Agency (SoCoCAA), provides once daily service between Durango and Grand Junction. There are four Bustang Outrider stops in the Southwest TPR: Durango, Mancos, Cortez, Dolores, and Rico. Local and regional transit services offered in the TPR include Durango Transit, Archuleta County/Mountain Express Transit, SoCoCAA, Montezuma County Public Transportation, and Southern Ute Indian Tribal service. Human services agencies in the Region provide additional transportation services for their clients based on available resources and client needs.

Scenic Byways

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.

The Southwest TPR Region is home to many scenic byways, including the Trail of the Ancients, San Juan Skyway, and Tracks Across Borders.

Airports

The Southwest TPR includes two commercial service airports: Cortez-Montezuma County and Durango-La Plata County. The Southwest TPR also includes three general aviation airports: Animas Airport in Durango, Stevens Field in Pagosa Springs, and Dove Creek.

Bicycling & Walking

A High Demand Bicycle Corridor is a designation used by CDOT to plan and prioritize bicycle investment and maintenance around the state. Corridors in the Region include SH 3, SH 145, US 160, SH 172, and US 550. The highest bicycle activity in the Region is along US 160 from Hesperus to Durango and on US 550 from Durango to Silverton. State highways serve as “Main Street” through many communities such as Cortez, Durango, and Pagosa Springs. These highway sections require additional considerations and should be designed so that people walking, parking, bicycling, accessing transit, and driving can all interact safely. People are more inclined to walk in places that feel safe and inviting.

Economic Vitality

Primary economic generators in the Southwest TPR include agriculture, energy development (oil and gas), logging, mining, tourism, and outdoor recreation. The transportation network allows goods to leave the TPR and supports visitor access to the TPR for tourism and recreation.

The Durango and Silverton Narrow Gauge Railroad operates out of its original 1882 depot on Main Avenue in Durango and provides a scenic train experience through the San Juan National Forest to Silverton. The train serves as a popular tourist destination supporting the Region’s economy.
Southwest TPR’s Transportation Focus Areas

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

Road Conditions

Well-maintained roads are essential to the quality of life for residents, employers, and visitors to the Southwest TPR. When roads are well maintained, drivers are safer, the wear and tear on vehicles is minimized, goods and services move more efficiently, and transit services can be provided more reliably. The condition of the road determines the ability of people to get around, whether biking along the highway for recreation or using a wheelchair to cross the highway in a downtown community.

Tourism and Federal Lands

Tourism is a primary economic generator in the Southwest TPR. Visitors come to the Region for outdoor recreational activities such as hiking, hunting, camping, bicycling, and touring along the scenic byways. The Region is home to Mesa Verde National Park, Canyons of the Ancients National Monument, Four Corners, and many scenic byways such as the Trail of the Ancients, San Juan Skyway, and Tracks Across Borders. Enhanced access to these sites or natural assets 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 growing tourism and resource extraction sectors. Congress created the Federal Lands Transportation Program (FLTP) and Federal Lands Access Restoration Program (FLARP) to dedicate funding toward improving and maintaining access to national parks, forests, wildlife refuges, national historic sites, and many other recreation and resource extraction site types.

The map above shows federal lands in the Region and roads that are located on lands managed by federal agencies. 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 Southwest TPR desires a more integrated approach to planning and programming projects of mutual interest among 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.

Tribal Lands

The Southern Ute and the Ute Mountain reservations, the state’s only Native American tribal lands, are located within the Southwest TPR. The Tribes are major economic forces, with their diversified tribal enterprises that provide employment for tribal members, as well as others in the Region. CDOT met with both the Ute Mountain Ute Indian Tribe (UMUT) and Southern Ute Indian Tribe (SUIT) in July 2019 to discuss the state transportation system serving Tribal Lands. The UMUT transportation priorities include adding passing lanes and/or widening the highways on Tribal Lands, adding shoulders and intersection improvements to improve safety. There is also a desire for more public transit to connect to local communities and into bordering states, such as Farmington, New Mexico. The SUIT focused the discussion on safety issues at intersections, infrastructure improvements for cyclists and pedestrians in developed areas, and the lack of rural highway shoulders.

Freight

Freight moves the products and valuables we use on a daily basis. Several critical industries rely on trucks and rail for freight movement in the Southwest Region. From the agricultural fields in the Southwest TPR to the homes of individuals and families across the state and country, freight is how these valuable products reach their destinations. Agriculture, logging, mining, and oil and gas are the primary industries that contribute to the high number of trucks on the highways. These industries need a reliable transportation network to move products to market. As Colorado’s population and economy grows, there will be an even greater demand for products from these key industries in the Southwest TPR.

Resiliency

Resiliency is the ability of communities to rebound, positively adapt to, or thrive amid changing conditions or challenges - including natural and man-made disasters and climate change - and maintain quality of life, healthy growth, durable systems, and conservation of resources for present and future generations. The Southwest TPR has recently been impacted by extreme events such as rockfalls and avalanches, flooding, and fire. With a heightened risk of these events, major highways such as US 491, US 160, and US 550 are critical because they serve as evacuation and alternative routes for residents. As extreme natural events increase in occurrence in Colorado, CDOT must evaluate options to reduce risk and implement cost-effective and resilient design solutions. CDOT can also collaborate with other regional agencies such as the Rock Mountain Restorative Initiative (RMRI) and the Collaborative Forest Landscape Restoration Program (CLRF) to advance resilient 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 Southwest TPR will provide a balanced transportation system that accommodates the movements of residents, employees, visitors, and goods in the Region by offering travel options and preserving the rural character, quality of life, and environment.

Goals:

- Create a safe and accessible regionwide transportation system that integrates all users and modes and supports opportunities to better access recreational activities
- Create and maintain infrastructure that supports advancements in technology
- Maintain a transportation network that maintains and develops natural and cultural resources and highlights scenic beauty
- Maintain and cultivate partnerships with local, state, tribal, and federal entities to improve interagency coordination.
- Maximize the use of existing assets with innovative solutions
- Recognize and celebrate accomplishments throughout the Region

What We’ve Heard:

CDOT officials engaged local and regional stakeholders and community members in the Southwest 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:

- County Meetings: Archuleta, Dolores, La Plata, Montezuma, San Juan
- Community Event: Durango Farmers Market
- Regional Planning Meeting: Durango
- Stakeholder Meeting: Club 20
- MetroQuest Online Survey: Over 210 Responses
- Telephone Town Halls: Regionwide

Through this stakeholder and public outreach, the highest priority transportation trends and issues in the Southwest TPR were identified as:

- Road condition 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 Southwest TPR.

Source: Your Transportation Plan MetroQuest Online Survey (2019).
Southwest Transportation Projects

The Southwest TPR’s transportation project list is characterized by a mix of intersection improvements, operational and safety projects, transit, bicycle and pedestrian, and asset management 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 Southwest TPR established Regional Priorities by ranking projects based on each project’s ability to meet the project criteria, as defined specifically for the Southwest TPR below.

Safety

Safety is a top priority for this Region. Addressing known safety problems, like wildlife conflict areas, is a top priority. Improving the safety of pedestrians and bicyclists, particularly in the downtown areas, is also a priority.

Mobility

Having additional options for traveling, whether it’s enhanced sidewalks or expanded transit service, would enhance mobility in the Southwest TPR. Projects to reduce congestion like passing lanes, pullouts, and real-time highway condition messaging would also enhance mobility in the Region.

Economic Vitality

The Southwest TPR sees mobility and safety as major contributors to the Region’s well-being. Being proactive in reducing congestion and supporting freight movement and tourism opportunities will best support the economic vitality in the Southwest TPR. Transportation should support vibrant main streets and the movement of goods and services in and through the Region. Reliable highways and transit services that connect to centers of employment and services would enhance the economic vitality of the Region.

Asset Management

The Southwest TPR will continue to prioritize asset management projects like bridge repair and culvert replacements. Partnerships to advance new technologies like fiber will also contribute to asset management in the Southwest TPR.

Strategic Nature

Given the unique landscape and travel conditions of the Region, maintaining a transportation system that is resilient despite unpredictable weather events such as rockfall and avalanches, flooding, and fire is strategic for the Region. The transportation system needs to withstand these events and to support, not hinder, the community.
Southwest TPR’s Top 20 Project Priorities

The Southwest TPR identified their priority projects through a collaborative process, and the project priorities were refined by the TPR Chair in coordination with CDOT Region 5. The top 20 projects for the Southwest TPR are estimated to cost over $280 million. The projects shown on the map below represent the top 15 highway projects and the top 5 transit projects. The top project is the culvert replacement at McCabe Creek in Pagosa Springs. Other top projects include the expansion of the state-fiber network on US 160 between Durango and Wolf Creek Tunnel; chain station improvements on US 160 to provide adequate lighting, signing, striping, and space for trucks; and sidewalk and crosswalk improvements in Cortez. The top transit project involves bus stop and shelter improvements at several Outrider stops in the Region. The project list reflects the Region’s top priority projects, many 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.

Southwest 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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<tr>
<td>1</td>
<td>0075</td>
<td>US 160</td>
<td>US 160 culvert replacement at McCabe Creek in Pagosa Springs</td>
<td>$7.37</td>
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<td>2</td>
<td>1303</td>
<td>US 160</td>
<td>US 160 installation of fiber-optics and ITS devices between Durango and Wolf Creek Tunnel</td>
<td>$30.56</td>
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<td>3</td>
<td>1025</td>
<td>US 50, US 160</td>
<td>US 50 and US 160 chain station improvements to provide adequate lighting, signing, striping, and space for trucks</td>
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<td>4</td>
<td>2101</td>
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<td>US 160 ADA ramps and other improvements in Cortez</td>
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<td>5</td>
<td>2119</td>
<td>US 550</td>
<td>US 550 intersection and pedestrian improvements from 9th Street to 12th Street in Durango</td>
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<td>7</td>
<td>1335</td>
<td>US 160</td>
<td>US 160 and SH 151 safety mitigation including extension of westbound passing lane and installation of two wildlife crossing structures and wildlife fencing</td>
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<td>1339</td>
<td>US 160</td>
<td>US 160/Main Street reconstruction and multimodal improvements in Pagosa Springs</td>
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<td>9</td>
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<td>US 160 and CR 225 intersection improvements (roundabout and safety improvements)</td>
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<td>US 160</td>
<td>US 160 and CR 30.1 intersection improvements at Phil’s World in Montezuma County</td>
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<td>US 160 and Piedra Road westbound lane drop at 8th Street in Pagosa Springs</td>
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<td>US 160</td>
<td>US 160 Elmoro’s East improvements including widening, access improvements, and wildlife mitigation</td>
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<td>1338</td>
<td>US 160</td>
<td>US 160 Dry Creek improvements including widening, new structures, realignment of CR 223, shoulder widening, and access consolidation</td>
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<td>1341</td>
<td>US 160</td>
<td>US 160 safety and mobility improvements including passing lanes, turn lanes, shoulders, and wildlife mitigation from CR 225 to Dry Creek</td>
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<td>2493</td>
<td>US 160, SH 145</td>
<td>Durango Transit Zone 7 route expansions from city limits to Durango/La Plata County Airport, Hermosa, Durango West, Hesperus, and Edgemont</td>
<td>$1.40</td>
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<td>T-2</td>
<td>1326</td>
<td>US 160</td>
<td>Pagosa Springs multimodal facility</td>
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<td>2523</td>
<td>US 160</td>
<td>Outrider bus service between Pagosa Springs and Durango</td>
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<td>US 160, US 491</td>
<td>Outrider bus service between Durango and Dove Creek</td>
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<td>T-5</td>
<td>1060</td>
<td>US 160, US 550</td>
<td>Durango Transit Zone 7 route expansions from city limits to Durango/La Plata County Airport, Hermosa, Durango West, Hesperus, and Edgemont</td>
<td>$8.00</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 Southwest 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 Southwest TPR Chair to advocate for the inclusion of the Region’s priority projects in the 10-Year Strategic Project Pipeline, a primary outcome of Your Transportation Plan. 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, to continue to advance and redesign highways to enable safe access for all members of the community, including those walking, biking, and in need of greater assistance.

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

- Continue building partnerships among the counties, cities, towns, and Tribes within the Southwest TPR and the neighboring TPRs (San Luis Valley and Gunnison Valley) to coordinate on transportation issues, particularly the pursuit of creative and long-term funding solutions for the advancement of projects
- Work with the counties, cities, towns, and Tribes of the Southwest TPR to continue to advance and redesign highways to enable safe access for all members of the community, including those walking, biking, and in need of greater assistance
- Coordinate with local transit operators, transit advocates, and CDOT regional staff to discuss ways to advance mutual goals and implement the projects identified in this Pan
- Meet with representatives of the local oil and gas, mineral extraction, and other resource development industries to address the unique needs and impacts of these economic activities on the transportation system
- Continued coordination between CDOT Region 5 and the Southwest TPR to select projects that best align with available funding, prioritizing lower cost projects that can be completed with available funds
- Integrate innovative mobility technologies, such as electronic and wireless communication systems and alternative fuels, to develop new transportation choices and services

Southwest 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 Southwest TPR’s vision, goals, and priority projects.

There are three sets of projects that pertain to the Southwest TPR:

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

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