

Appendix C

Upper Front Range TPR Federal Lands Access

2050 Regional Transportation Plan



**YOUR
TRANSPORTATION**

PLAN

CONNECTION. CHOICE.
COLORADO FOR ALL.



COLORADO
Department of Transportation

Upper Front Range Transportation Planning Region - The Federal Highway Administration & Federal Lands Highways

The Federal Highway Administration & Federal Lands Highways

The Federal Highway Administration recognizes the vital role transportation plays in the lives of the traveling public, influencing economic growth, public safety, and many other aspects of daily life.

Federal Lands Highways, a division of the Federal Highway Administration, provides financial resources, planning, transportation engineering, and project delivery for mobility networks that service the transportation needs of US federal lands and tribal partners. These include the National Park Service, the US Forest Service, the US Fish and Wildlife Service, the Bureau of Indian Affairs and Tribal Governments, the Bureau of Land Management, the Department of Defense, the US Army Corps of Engineers, and the Bureau of Reclamation.

Its mission is to provide efficient, reliable, and effective transportation systems while enhancing natural resources, protecting the environment, and ensuring recreational access for the traveling public. These essential services are delivered in all 50 states, the District of Columbia, Puerto Rico, and US Territories through the Headquarters, Eastern, Central, and Western Federal Lands Highway Division offices.

Federal Lands Highways recognizes that transportation systems are more than just a means of travel—they are often integral to the experience itself. Scenic byways, mountain passes, and historic routes are destinations in their own right, shaping how people connect with the landscapes they traverse. Federal Lands Highway's projects and services are designed to support and seamlessly integrate with the environment, fostering a deeper appreciation for the natural world and enhancing outdoor recreation. By improving access to national parks, forests, wildlife refuges, and public lands, these investments ensure that all Americans can continue to explore and enjoy our shared natural heritage. At the same time, they fuel economic growth by supporting local businesses, outdoor tourism, and gateway communities, generating jobs and revenue that benefit both rural and urban economies across the country.

Enhanced FLMA Coordination: Legislative Basis & Approach

State Departments of Transportation (DOTs), Metropolitan Planning Organizations (MPOs), and local transportation agencies are responsible for considering Federal Land Management Agency (FLMA) transportation access needs in their planning and capital improvement processesⁱ.

However, recreational and FLMA access needs are qualitatively different from transportation needs on the urban, suburban, and inter-urban networks. Whereas the latter systems are built on high-volume, paved facilities, recreational travel tends to occur on low-volume, typically unpaved systems in rural or remote contexts. Furthermore, recreational travel patterns are less predictable than typical 'rush hour' pulses of activity and can be dependent on external factors such as weather and special events.

Upper Front Range Transportation Planning Region The Federal Highway Administration & Federal Lands Highways

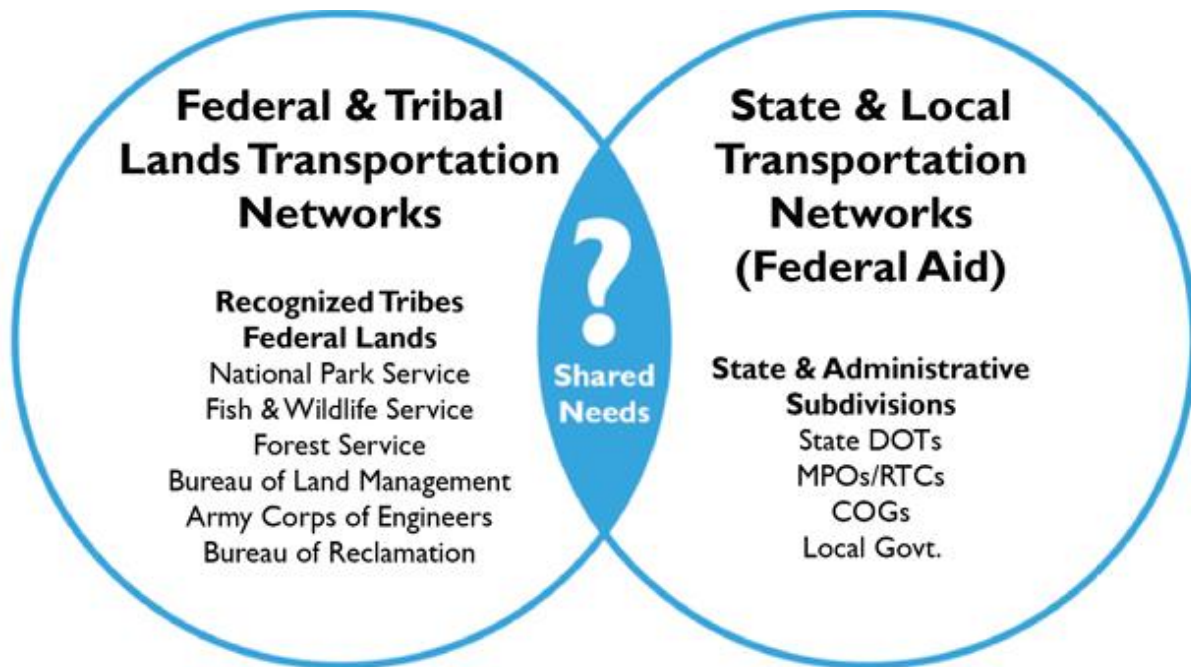
As such, determining the relative priority of projects on discretionary (or recreational) systems versus non-discretionary systems (commute, school, and other daily transportation needs) can be challenging.

The Federal Lands Access Program (FLAP) was created to plan, design, and fund projects in this unique travel niche, however lack of consistent coordination between federal, state, and local agencies can hinder the development of a broad, multi-agency consensus for enhanced recreational travel. This limits chances for partnerships and funds-leveraging and can lead to missed opportunities where shared needs could be aligned in the planning or design processes.

Led by Federal Lands Highways (FLH), enhanced FLMA coordination attempts to solve this challenge through the identification of shared needs through cross-sector, multi-agency workshops (see **Figure 1**). Multi-agency workshops can reveal and elevate projects and opportunities that are:

- Beneficial to multiple agencies and supported by the general public
- Most likely to receive (or have received) state or local investment
- Projects of mutual interest where planning and design can be aligned before final programming and funding decisions are made
- Eligible and competitive for a broad set of state and federal grant funding opportunities (like FLAP, or other discretionary sources at the state or federal levels)

Figure 1 : Shared Needs Schematic



Venn Diagram of Shared Needs between the Federal & Tribal Lands Transportation Networks on the left and State & Local Transportation Networks (Federal Aid) on the right. The blue left circle includes the Recognized Tribes Federal Lands, National Park Service, Fish & Wildlife Service, Forest Service, Bureau of Land Management, Army Corps of Engineers, Bureau of Reclamation. The blue right circle includes the State & Administrative Subdivisions, State DOTs, MPOs/RTCs, COGs, Local Govt. The overlap section in the middle is blue with white text labeled "Shared Needs" with a icon of a white question mark.

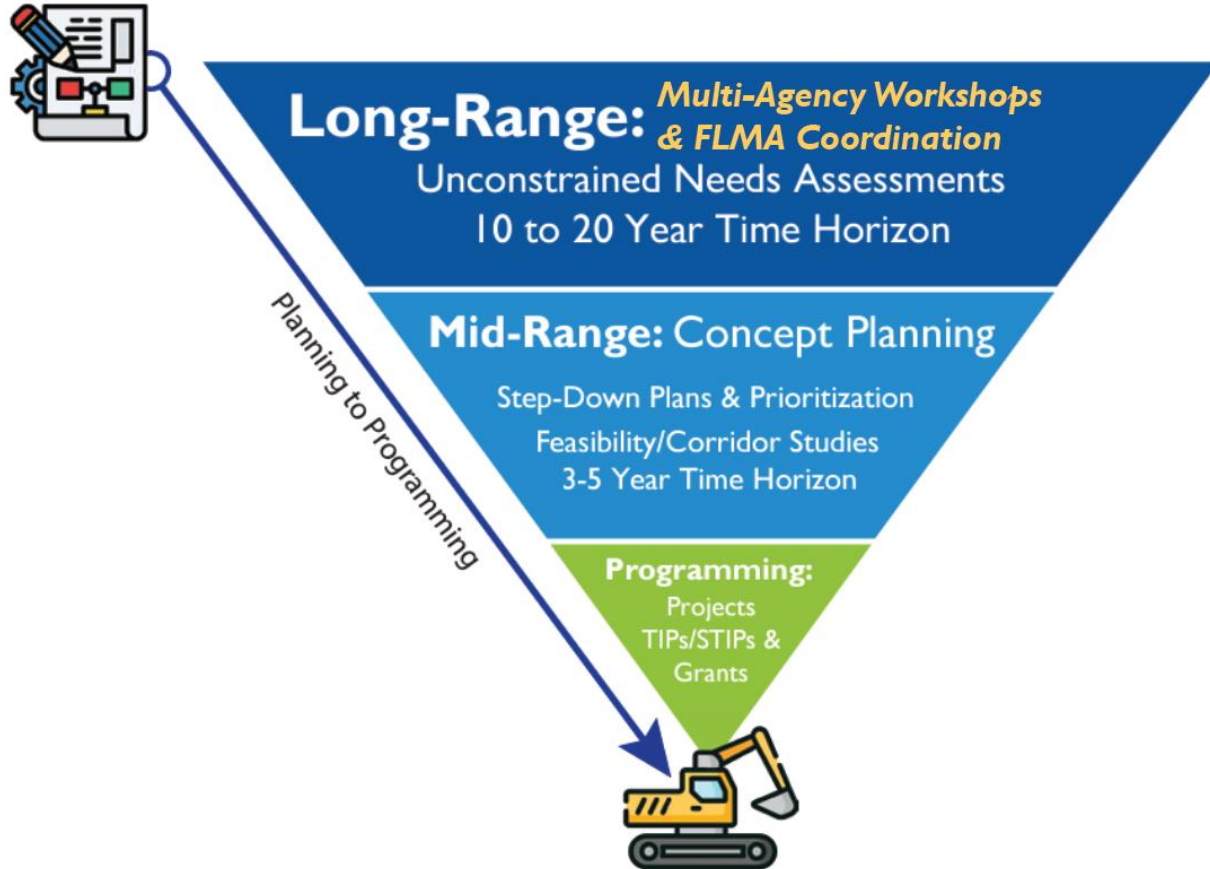
Upper Front Range Transportation Planning Region The Federal Highway Administration & Federal Lands Highways

Enhanced coordination can help FLMAs, along with state and local agencies, better align improvement programs, seek partnerships, leverage resources, and advance shared goals.

Needs identification through the enhanced FLMA coordination process is mostly an exercise with a long-range (10-20 year) time horizon where agencies have flexibility in determining priorities and identifying projects (the top tier of **Figure 2** below). Sometimes referred to as ‘blue sky’ strategy, the FLMA coordination process is a financially unconstrained assessment of current and future need such that capital investments can be identified before safety, congestion, state of good repair, or other concerns become acute. Most needs identified in this study are within this top ‘Long Range’ tier.

Some projects require additional planning, studies, scope refinement, or risk mitigation (e.g., through a public engagement process) before capital investments or programming decisions can be made. Concept planning, in the forms of corridor plans, site plans, modal plans, and other planning projects/studies can ready projects for implementation by reducing risk, refining scope, and/or determining relative priority. A small number of needs identified in this study are in this ‘Mid-Range’ tier. Step-down planning efforts, initiated based on the needs identified in the process, can transition a project from conceptual phases to shovel readiness, as depicted in the implementation, or ‘Programming’, bottom tier of the pyramid. This study is intended to help guide the best projects toward implementation, by highlighting the projects of greatest need and broadest benefit while demonstrating alignment with planning goals and funding streams.

Figure 2 : Planning to Programming Continuum

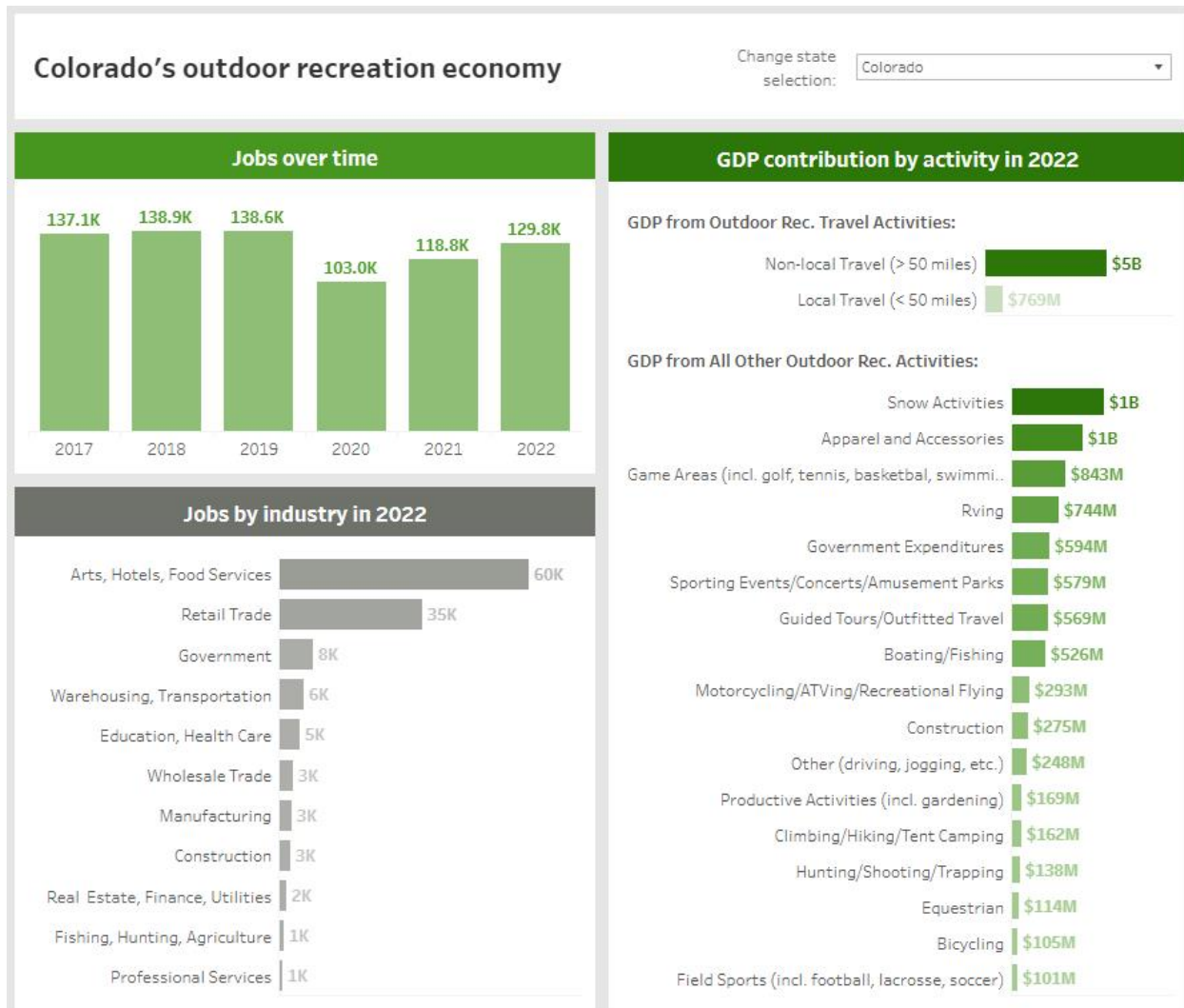


Planning to Programming Graphic is an upside-down triangle divided into three sections. The base of the triangle and largest dark blue section states “Long-Range: Multi-Agency Workshops & FLMA Coordination, Unconstrained Needs Assessments 10 to 20 Year Time Horizon”. The middle light blue section states “Mid-Range: Concept Planning, Step-Down Plans & Prioritization Feasibility/Corridor Studies 3 to 5 Year Time Horizon”. The tip of the triangle green section states “Programming: Projects TIPs/STIPs & Grants”. At the top left corner of the graphic there is a document icon. There is an arrow with the text, “Planning to Programming” along the left side of the triangle pointing down the graphic of an excavator at the bottom of the graphic.

Colorado’s Outdoor Recreation Economy

Driven in large part by the vast amounts of federal public lands, the state’s outdoor recreation industry is a major contributor to Colorado’s economy. Colorado ranks 12th in the nation for outdoor recreational economic activity with \$5.77B in value-add contribution to the state’s GDP while also supporting 129.8K direct employment jobs (2022, see **Figure 3ⁱⁱ**).

Figure 3 : Economic Impact of Outdoor Recreation



The graphic depicts three bar charts. The dark green horizontal bar graph title is “GDP Contribution by activity in 2020”. The first section in the bar graph is “GDP from Outdoor Rec. Travel Activities” with two types of travel. The second section is “GDP from All Other Outdoor Rec. Travel Activities” with seventeen types of travel. The light green vertical bar graph title is “Jobs over time” that depict the years 2017 to 2022 over the number of jobs. The last gray horizontal bar graph title is “Jobs by Industry in 2022”. There are eleven types of industries over the number of jobs.

Non-local travel, defined as greater than 50 miles, alone contributes \$5B to this figure and is driven largely by the internationally renowned ski destinations (on USFS lands) and National Parks throughout the state.

Colorado's Recreational Transportation Network

Access to the outdoor recreational opportunities on federal lands is dependent on safe and reliable mobility on local, state, and federally owned roadway and trail systems. From major highways to rural roads, from developed campsites to backcountry trails, the traveling public expects to be able to move seamlessly between systems and modes, regardless of ownership, to reach their destination.

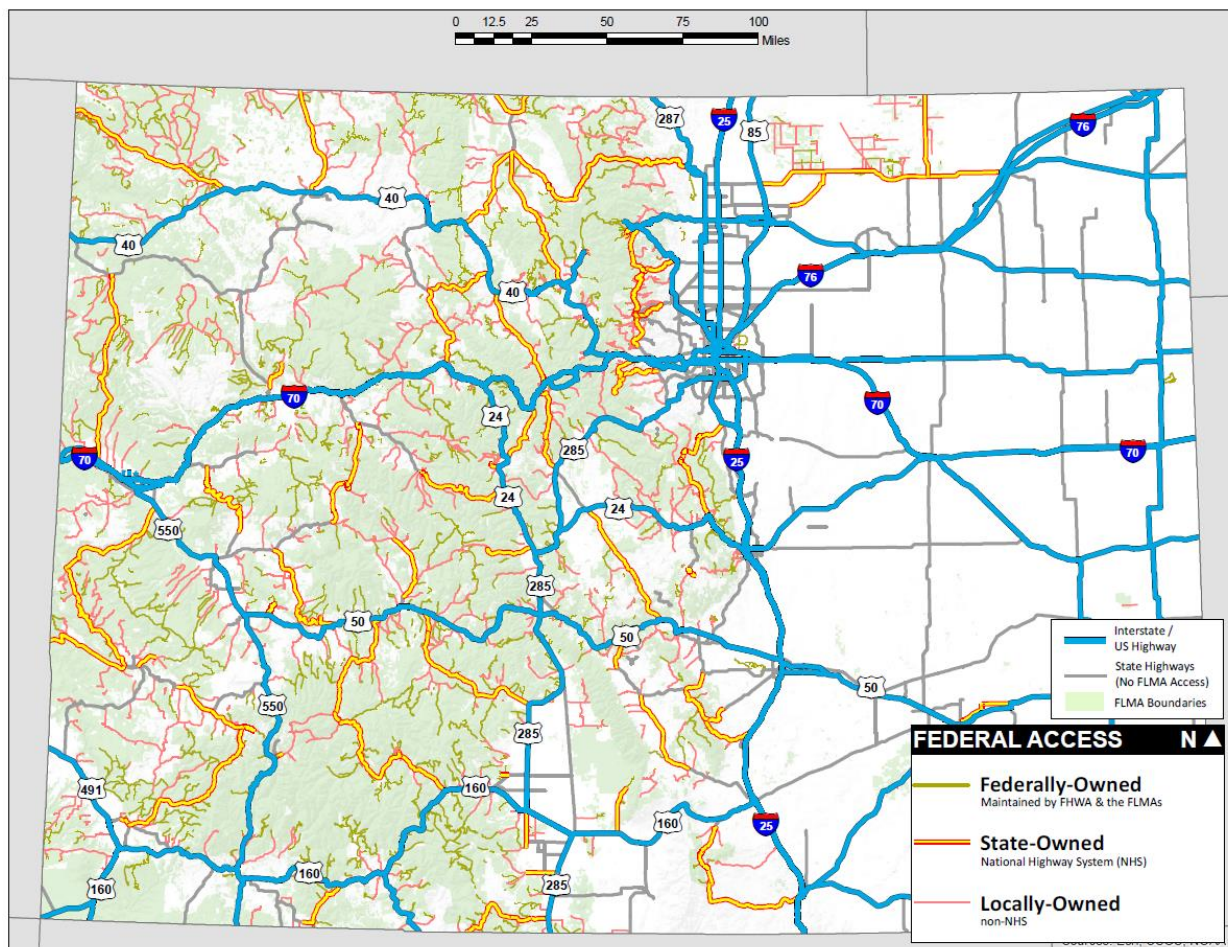
**Upper Front Range Transportation Planning Region
The Federal Highway Administration & Federal Lands Highways**

Colorado's Recreational Transportation Systems

Table 1 : Colorado's Recreational Transportation Systems

Transportation System Ownership Status	Total Miles
Federally Owned Roadway Miles (all FLMAs, paved & unpaved)	7,672 Miles
State Owned FLMA Access Routes	3,897 Miles
Locally Owned FLMA Access Routes	7,154 Miles
Trails & Multi Use Paths, all Ownership	Between 40,000 and 45,000 Miles

Figure 4 : FLMA Access Routes in Colorado



Map of Colorado depicts three types of owned roads based on the color-coded road segment labels in the map legend. The gray road segments are Federally-Owned Maintained by FHWA and the FLMAs, orange road segments are State-Owned National Highway System (NHS), and red road segments are Locally-Owned non-NHS. The legend on the bottom left corner of the map describes the geographic boundaries, dark yellow lines for the interstate/US Highway and dark blue lines for the TPR Boundary and its label on the map.

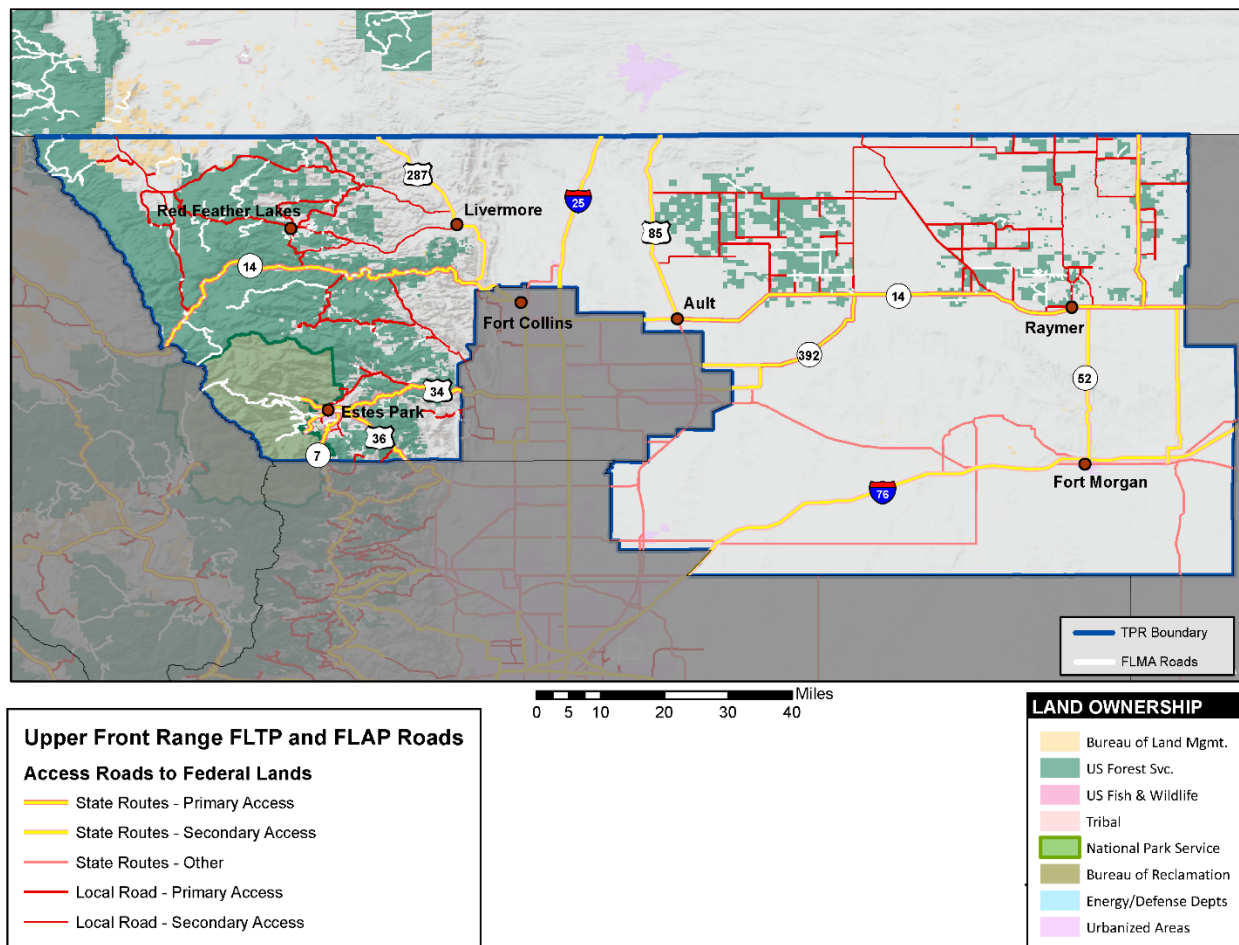
**Upper Front Range Transportation Planning Region
The Federal Highway Administration & Federal Lands Highways**

Upper Front Range TPR Recreational Roadway Systems

Table 2 : Upper Front Range TPR Recreational Roadway Systems

Transportation System Ownership Status	Total Miles
Federally Owned Roadway Miles (all FLMAs, paved & unpaved)	244 Miles
State Owned FLMA Access Routes	325 Miles
Locally Owned FLMA Access Routes	504 Miles

Figure 5 : FLMA Access Routes in Upper Front Range TPR



Map of FLMA Access Routes in the Upper Front Range Transportation Planning Region in Colorado. The legend on the bottom left corner of the map is for the San Luis Valley FLTP and FLAP Roads, Access Roads to Federal Lands. Five different levels of state or local roads and their types of access are depicted by colors. Orange segments are State Routes with Primary Access, yellow segments are State Routes with Secondary Access, pink segments are State Routes with Other Access, red segments are Local Road with Primary Access, and dark red segments are Local Road with Secondary Access. This map helps identify roads of the six types of FLMA Lands and Roads and three types of FLTP. The six types of FLMA Lands and Roads are US Forest Service, Bureau of

Upper Front Range Transportation Planning Region The Federal Highway Administration & Federal Lands Highways

Land Management, National Park Service, US Fish and Wildlife Service, US Army Corps of Engineers, Bureau of Reclamation. The three types of FLTP are FLTP/FLTP Subset, FLTP Proposed (USFS) and Open to Passenger Vehicles. The source is from Esri, USGS, NOAA.

Each system, and its underlying ownership structure, dictates which programs and funding sources can be used for planning and improvements.

Federally Owned System

The federally owned high-use transportation system (and associated facilities, like bridges, trails, trailheads, etc.) is funded by US Congress under the current surface transportation act (the Bipartisan Infrastructure Law, or BIL, 2022-2026). Federal Lands Highways is responsible for improvements to this system under the Federal Lands Transportation Program, or FLTP.

The National Park Service, the US Fish & Wildlife Service, and the US Forest Service all receive a fixed yearly amount (set-aside) to allocate as agency needs dictate. The Bureau of Land Management, US Army Corps of Engineers, and the Bureau of Reclamation compete for the remainder of the yearly funding (see **Table 3**).

Table 3 : FLTP Funding

	2022	2023	2024	2025	2026
FLTP Total Funding (National)	\$422 M	\$430 M	\$439 M	\$448 M	\$456 M
Set-aside for National Park Service	\$332 M	\$339 M	\$346 M	\$354 M	\$360 M
Set-aside for Fish & Wildlife Service	\$36 M	\$36 M	\$36 M	\$36 M	\$36 M
Set-aside for Forest Service	\$24 M	\$25 M	\$26 M	\$27 M	\$28 M
Remaining Amount for: <ul style="list-style-type: none">• Bureau of Land Mgmt.• US Army Corps.• Bureau of Reclamation	\$30 M	\$30 M	\$31 M	\$31 M	\$32 M

All other federally owned transportation facilities (such as administrative or low volume public roads) are managed by the various FLMA's with departmental or agency specific funds.

In Colorado, 7,672 miles of federally owned roadways are eligible for FLTP investment. Within the Upper Front Range TPR, 829 miles of roadway qualify (gray routes in Figure 4). This total excludes trails, trailheads, bridges, and other federally owned transportation systems also eligible for FLTP funding. Note that federally owned transportation assets are eligible for funding under the Access Program (FLAP, see next section) with an agreement whereby a state or local agency agrees to assume operations and maintenance costs of the facility.

State Owned Access System

The state-owned access system, which includes US routes, interstate routes, and some local roads that are crucial to freight transport and airport access, falls under the jurisdiction of state DOTs to maintain and improve as needs dictate. State DOTs receive formulaic funding under the Federal Aid system, and are also eligible for a variety of discretionary (competitive grant) programs under BIL.

Given the prevalence of federal lands in Colorado, many state routes are also eligible for funding from the Federal Lands Access Program or FLAP. FLAP is a formulaic program administered by FLH to improve and expand access to public federal lands that support high-use recreation or economic generation.

By legislative formula, every US state receives a yearly allocation under FLAP. Due to the abundance of federal lands and federal public roadway in Colorado, the state receives one of the largest yearly allocations in the country (see **Table 4**).

Table 4 : FLAP Funding

	2022	2023	2024	2025	2026
FLAP Total Funding (National)	\$286 M	\$292 M	\$297 M	\$304 M	\$309M
FLAP Colorado Funding	\$8.07 M	\$8.21 M	\$8.3 M	\$8.48 M	\$8.62 M

In Colorado, there are 3,897 miles of CDOT roadway that provide primary access to various FLMA units (gold routes in **Figures 4 & 5**). In the Upper Front Range TPR, there are 325 miles of CDOT roadway that provide FLMA access.

The next call for FLAP projects in Colorado is scheduled for mid to late-2025. To request to be placed on a distribution list, please send an email to: CFL.Planning@dot.gov or visit <https://highways.dot.gov/federal-lands/flap> for more information.

Locally Owned Access System

The locally owned system is comprised of various county and municipal facilities (such as roads, streets, bridges, sidewalks, and public transit systems) that provide urban, inter-urban, and rural mobility. Counties and municipalities play a crucial role in the planning, development, and maintenance of these transportation systems. Local governments are responsible for tailoring transportation solutions to meet the unique needs and demands of their communities. They must address issues such as traffic congestion, road safety, public transit accessibility, and infrastructure resilience.

To fund projects, local governments often rely on a combination of revenue sources, including property taxes, sales taxes, vehicle registration fees, and grants from state and federal agencies. While MPOs do not own transportation assets, they play a crucial role in planning and funding transportation systems in urbanized regions. MPOs can bring multiple jurisdictions together, develop funding strategies for projects of regional significance, and provide an excellent forum to discuss shared needs across federal, state, and local systems. In Colorado, there are 7,154 miles of roadway that provide primary access to federal lands and are owned

and maintained by counties and incorporated municipalities (red routes in **Figures Figure 4 & Figure 5**). These routes are also eligible for funding under FLAP.

Trails & Multi-Use Paths

The vast array of natural surface trails, paved trails, and multi-use paths are integral components of Colorado's transportation and recreation infrastructure. Trails and multi-use paths can connect neighborhoods, schools, parks, and commercial areas, fostering community, building resilience, promoting economic growth, and improving public health. More than merely providing multi-modal access, very often these systems are destinations in and of themselves and can provide can users with unique and valuable recreational experiences.

The expansive systems of trails and paths throughout the United States are owned and maintained by a mosaic of local, state, and federal agencies, and can also include some non-governmental agencies. Trails are also eligible for a wide variety of formulaic and discretionary funding sources from local, state, and federal agencies. State, local, and some federally-owned trails are eligible for funding under FLAP. The National Park Service manages the Scenic, Historic, and Recreational trail systems, with many state and local trail systems feeding into these world-class recreational corridors.

In Colorado, there is between 40,000 and 45,000 miles of trails and multi-use paths, both on and off federal lands (not pictured in **Figures Figure 4 & Figure 5**). While official, designated trails make up the majority of this system, the state's abundant remote lands have engendered the development of informal and un-designated trail networks, posing a challenge for land managers.

Federal Land Management in the Upper Front Range TPR

With 24M acres, constituting 36.3% of the state's total landmass, federal lands play a significant role in the Colorado's environmental, recreational, and economic landscape.

The Upper Front Range Transportation Planning Region (UFR TPR), which encompasses Larimer, Morgan, and Weld counties, features diverse federally managed lands and natural resources. These resources play a vital role in supporting recreation, conservation, and local economies.

- **U.S. Forest Service (USFS):** This region is home to portions three National Forests (**Arapaho-Roosevelt and Medicine Bow-Routt National Forests, and Pawnee National Grassland,**), offering extensive opportunities for scenic travel and outdoor recreation, including hiking, camping, rock climbing, and off-highway vehicle use.
- **U.S. Fish & Wildlife Service (U.S. FWS):** The **Arapaho National Wildlife Refuge** was established in 1967 to provide nesting sites for migratory birds. With over 23,000 acres, the refuge hosts many recreational opportunities such as hunting, fishing, and hiking.
- **Bureau of Land Management (BLM):** There is a significant presence of BLM lands in western Colorado and within all counties of the GV TPR region. These public lands support activities such as hiking, mountain biking (notably in areas like Buzzard

Upper Front Range Transportation Planning Region The Federal Highway Administration & Federal Lands Highways

Gulch), dispersed camping, and wildlife observation. These lands also contribute to grazing and mineral resource management.

- **National Park Service (NPS):** Rocky Mountain National Park is a key NPS unit, established in 1915 by Woodrow Wilson. Rocky Mountain National Park is the 5th most visited national park in the country with over 4 million visitors in the past year. It hosts many recreational opportunities such as hiking, camping, and wildlife viewing among other activities.

The region's mix of mountainous terrain, river valleys, and plains supports activities ranging from backcountry exploration to conservation research, making it an integral part of Colorado's public lands system.

Identified Needs for the Upper Front Range TPR

The Upper Front Range Transportation Planning Region (UFR TPR) is experiencing rising travel demand, particularly for recreational access to federal lands such as Rocky Mountain National Park and Arapaho-Roosevelt National Forest. This surge in outdoor recreation has created significant transportation challenges, including congestion, increased seasonal traffic, and infrastructure strain on rural and semi-urban roadways. Additionally, if main roads are shut down, county and FLMA access routes may need to be used to handle traffic.

Key corridors such as US 36, SR 66, and Mary's Lake Rd are experiencing higher traffic volumes, deteriorating roadway conditions, and safety concerns. National Park Service noted that intersections at US 36, SR 66, and Mary's Lake Rd are dangerous and in need of reconfiguration. While the project is on CDOT's TPR list, further outreach to FLMA units in the area may be necessary. There is also a lot of concern about evacuation routes along Forest Service or County roads. This includes CR 73C and CR 74E which access private residences and Forest Service land. Improvements to these roads may require paving, reconfigurations, and other treatments to be considered for evacuation.

With continued growth in outdoor tourism and public lands visitation, the UPR TPR must address federal, state, and local coordination needs to ensure sustainable and safe access to recreation areas while preserving the region's rural character and roadway infrastructure.

Workshops and one-on-one public agency meetings with the UPR TPR and North Front Range MPO led to identification of 13 transportation needs in the planning area. These workshops emphasized the importance of strategic planning, funding alignment, and innovative approaches to address transportation infrastructure challenges. Participants included representatives from the U.S. Forest Service (USFS), U.S. Forest Service, U.S. Fish & Wildlife Service, Colorado Department of Transportation (CDOT), and the North Front Range MPO, among others. The discussions focused on enhancing connectivity to public lands, supporting recreational travel, and balancing growth with visitor experience quality and security concerns.

Where appropriate, project needs should be integrated into state and local planning processes to ensure their consideration for inclusion in improvement programs or implementation through discretionary funding sources, such as grants. Simultaneously, FLAP planners and programmers will explore opportunities for joint funding and partnerships with state and local entities to advance projects that align with shared priorities.

Project Needs: Upper Front Range - North Larimer County

- MPO: No
- Total Number of Projects: 5
- Total Estimated Planning Need: \$200,000 - \$300,000
- Total Estimated Capital Need: \$16,500,000 - \$31,200,000

Overview of Identified Needs

County Road 86 (Project No. 22)

- County Road 86 is county-owned and was described as having “insufficient road geometry” which can be a safety hazard for drivers turning off from the road. The road closes during the winter (Dec. 1) and doesn’t reopen until summer (June 14th). The length of the road is 23 miles long and accesses various hiking, camping, and off-roading sites within and around Roosevelt National Forest and Canyon Lakes.

Greyrock Trailhead Improvements (Project No. 50)

- Greyrock Trailhead begins off Colorado State Highway 14 or Poudre Road and is a popular destination for hiking. The needs identified for the trailhead are possibly road dieting to make the road segment more pedestrian-friendly as people park along the highway once the trailhead fills up. As one of the busiest trailheads in the northern area of the district, a safety study on the road segment was proposed. This project was identified during the Phase I Needs Identification Process in 2020 and verified in 2024.

County Road 63 Bridge on Poudre River and Intersection (Project No. 194)

- County Road 63E and Colorado State Highway 14 intersect at a bridge crossing over the Poudre River. The bridge (built in 1938) needs to be relocated over County Road 63E and intersection with Highway 14 needs to be improved. It was mentioned that a full replacement of the bridge may be needed as it has gone in and out of being structurally deficient with cracks over the past few years. A bridge investment grant is available for \$64,000 and the FS is hoping to apply to more funding.

County Road 73C Improvements (Project No. 195)

- County Road 73C accesses parts of the Arapaho and Roosevelt National Forests and has been identified as a possible alternate evacuation route in the case of natural disasters such as wildfires, snowstorms, etc. Currently, the road is unpaved, and improvements may require paving as the road is subject to wash outs during bad weather events. While the road is only open seasonally, the Forest Service is working to open it year-round. Needs identified were geometric and hydraulic improvements as well as gravel surface treatments on the existing road.

Red Feather Lakes Road Improvements (Project No. 196)

- County Road 74E or Red Feather Lakes Rd accesses parts of the Arapaho and Roosevelt National Forests and has been identified as a possible alternate evacuation route in the case of natural disasters such as wildfires, snowstorms, etc. The road is paved but improvements need to be made to be considered as an evacuation route.

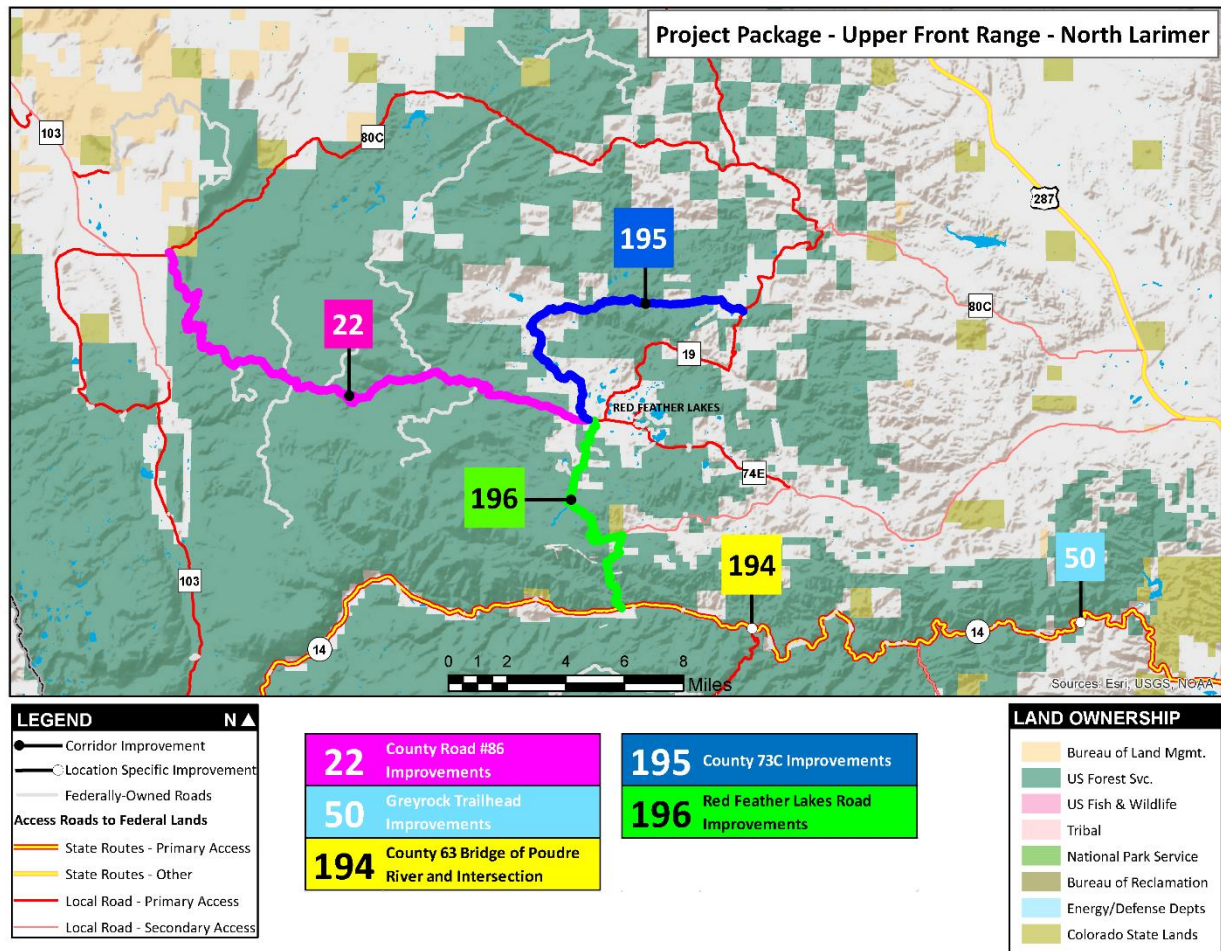
**Upper Front Range Transportation Planning Region
The Federal Highway Administration & Federal Lands Highways**

Table 5 : List of Needs in Upper Front Range TPR

Project Number	Name	Type	Ownership	FLMA Accessed	Cost Estimate	Fund Source
22	County Road #86 Improvements	Roadway	County	USFS	\$1,500,000 - \$3,000,000	FLAP, Fed Aid/Local
50	Greyrock Trailhead Improvements	Parking, Trailhead, Planning	Federal	USFS	\$300,000 - \$500,000	FLTP
194	County 63 Bridge of Poudre River and Intersection	Bridge, Safety	County, State	USFS	\$2,000,000 - \$5,000,000	FLTP
195	County 73C Improvements	Roadway	County	USFS	\$8,000,000 - \$15,000,000	FLAP, Fed Aid/Local
196	Red Feather Lakes Road Improvements	Roadway	County	USFS	\$5,000,000 - \$8,000,000	FLAP, Fed Aid/Local

Upper Front Range Transportation Planning Region The Federal Highway Administration & Federal Lands Highways

Figure 6 : Map of Needs in Upper Front Range - North Larimer County



Map of Projects in North Larimer County. Below the map there are two legends on the right and left corner, and a list of projects in between the legends.

The legend below the map on the bottom left corner labels the three project type labels and four levels of Access Roads to Federal Lands depicted by color-coded road segments. The project label for corridor improvements is a solid black line and solid black dot at the end of the line, location specific improvements are a solid black line, white dot and black outline at the end of the line, and federally-owned roads are light grey line. Orange segments are State Routes with Primary Access, yellow segments are State Routes with Other Access, red segments are Local Road with Primary Access, and dark red segments are Local Road with Secondary Access.

The list of five projects in middle bottom of the map are in a two-columned list organized by project ID, project name and are colored by their matching-colored road segments. The five projects are 22 County Road #86 Improvements in hot pink, 50 Greyrock Trailhead Improvements in light blue, 194 County 63 Bridge of Poudre River and Intersection in yellow, 195 County 73C Improvements in dark blue, and 196 Red Feather Lakes Road Improvements in lime green.

The legend on the bottom right corner of the map is land ownership depicted by color-coded areas. Tan areas are Bureau of Land Management, dark green areas are US Forest Service, dark pink areas are US Fish & Wildlife, light pink areas are Tribal Lands, light green areas are National Park Service, olive green areas are Bureau of Reclamation, light blue areas are Energy/Defense Departments, and the pear color areas are Colorado State Lands.

Project Needs: Upper Front Range - Estes Park

- MPO: No
- Total Number of Projects: 5
- Total Estimated Planning Need: \$200,000 - \$400,000
- Total Estimated Capital Need: \$3,900,000 - \$10,500,000

Overview of Identified Needs

Lilly Lake Access, Parking, and Trailhead Improvements (Project No. 24)

- Colorado State Highway 7 (CO-7), owned and maintained by CDOT, is a key access corridor to Estes Park, Rocky Mountain National Park (ROMO), and the Arapaho and Roosevelt National Forests. Within the Lily Lake area, the corridor faces significant transportation and safety challenges driven by high seasonal visitation. These include recurring congestion, inadequate pedestrian infrastructure, overflow parking on road shoulders, and heavy pedestrian crossings during peak periods. The need for congestion mitigation, improved pedestrian accessibility, new trailhead infrastructure, and guardrail installation along the corridor has been clearly identified.

This project was first documented during the Phase I FLMA Needs Identification Process in 2020 and reaffirmed as a priority in 2024. ROMO has since completed a conceptual traffic safety study for the Lily Lake area, outlining key problem areas and potential design solutions. Concurrently, the CO-7 Corridor Environmental Assessment—already completed by CDOT—addresses the broader environmental context, including Lily Lake. However, the National Park Service anticipates that additional environmental compliance may be needed once specific design treatments are identified. This project is now recognized as a capital need and reflects a collaborative planning and implementation opportunity between CDOT, ROMO, and USFS to ensure safe, sustainable access to one of Colorado’s most heavily visited public lands corridors.

Dunraven Glade Road Improvement (Project No. 197)

- County Road 51B or Dunraven Glade Rd is a gravel road which is county owned and maintained with some sections under USFS ownership and maintenance. About 5 miles of the road need to be upgraded and paved over to navigate the road better. There are roughly 12,000 trips daily during peak season and FS is concerned with maintenance.

Mary’s Lake Recreation Improvements (Project No. 198)

- Mary’s Lake provides afterbay and forebay capacity for the Bureau of Reclamation’s Mary’s Lake Powerplant. The recreation area around Mary’s Lake includes camping and parking facilities which is managed locally by the [Estes Valley Recreation and Park District](#). Mary’s Lake Road leading to the lake needs new guardrails around certain parts of the lake as none are present. Additional facilities such as parking and trails were also identified to support recreation in the area.

**Upper Front Range Transportation Planning Region
The Federal Highway Administration & Federal Lands Highways**

US 36/Mary's Lake/SR 66 Intersection Improvements (Project No. 199)

- There are multiple intersections between US 36, Mary's Lake Road, High Drive Rd, and SR 66 which are owned by state, county, and federal (National Park Service). The intersections need maintenance as well as safety improvements, including reconfiguration. Various parks and facilities are accessed from these roads.

Mary's Lake Road Multi-Use Pathway (Project No. 203)

- Mary's Lake Road, which is municipally owned and accesses Bureau of Reclamation and National Park Service parks, needs various improvements (see Projects Nos. 198 & 199). A proposal for a multi-use pathway along Mary's Lake Road from State Road 7 and US 36 could provide more recreational and transportation alternatives to the area.

US 36 Multi-Use Pathway (Project No. 204)

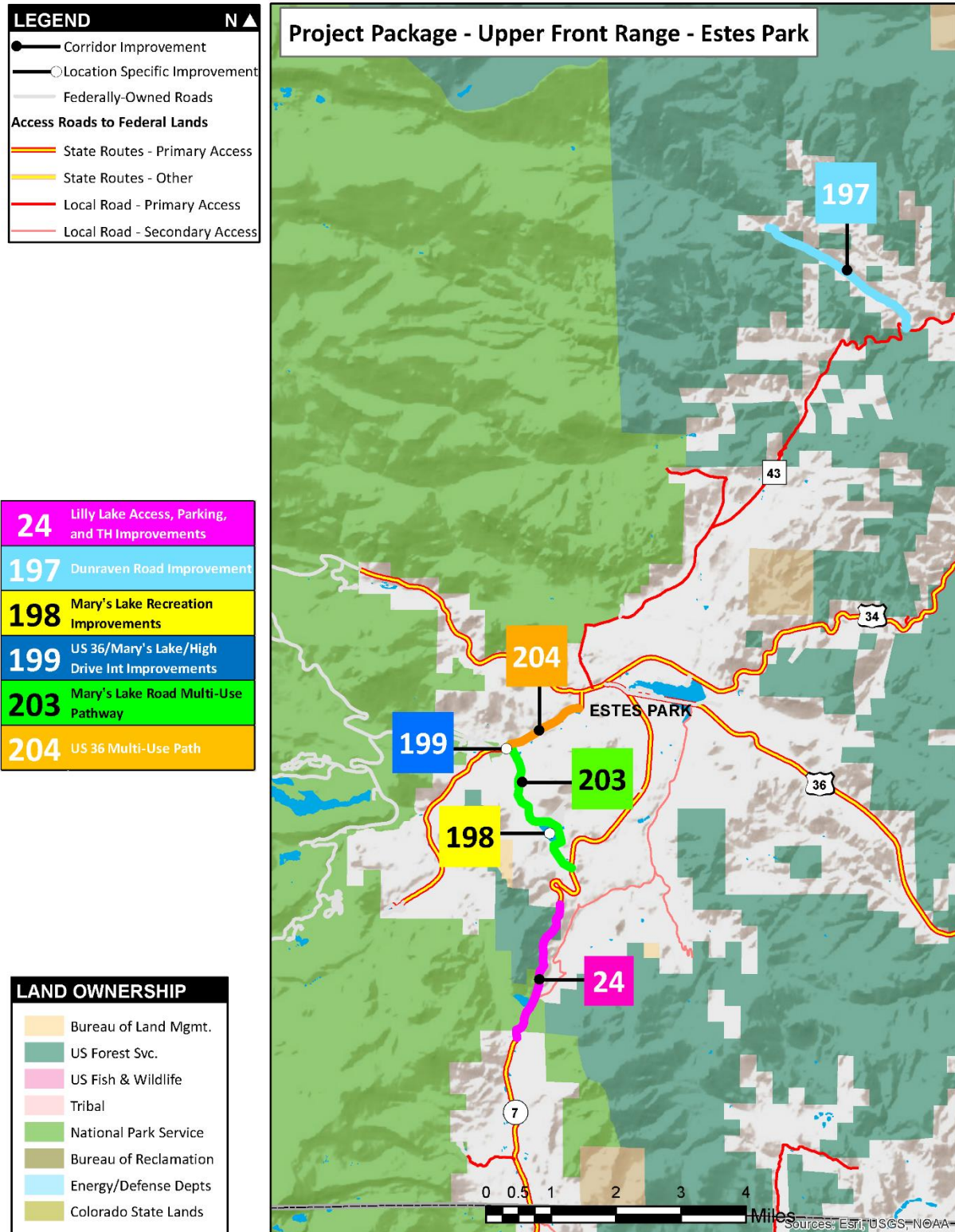
- US 36 which is state and municipally owned, is a major road accessing USFS and NPS recreational facilities. A multi-use path was proposed along US 36 from Mary's Lake Road east to south of Davis St would provide more recreational and transportation alternatives to the area. The multi-use path would connect with the multi-use pathway proposed for Mary's Lake Road (see Project No. 203).

Table 6 : List of Needs in Upper Front Range TPR

Project Number	Name	Type	Ownership	FLMA Accessed	Cost Estimate	Fund Source
24	Lilly Lake Access, Parking, and Trailhead Improvements	Parking, Trailhead, Roadway	State	USFS, NPS	\$1,500,000 - \$2,500,000	FLAP, Fed Aid/Local
197	Dunraven Glade Road Improvement	Roadway	County, Federal	USFS, NPS	\$2,000,000 - \$5,000,000	FLTP, FLAP, Fed Aid/Local
198	Mary's Lake Recreation Improvements	Parking, Trailhead, Roadway	Federal	BOR	\$100,000 - \$200,000	FLAP, Fed Aid/Local
199	US 36/Mary's Lake/SR 66 Intersection Improvements	Roadway, Safety	State, County, Federal	NPS	\$200,000 - \$2,000,000	FLTP, FLAP, Fed Aid/Local
203	Mary's Lake Road Multi-Use Pathway	Multi-Use Path	Municipal	BOR, NPS	\$400,000 - \$500,000	FLAP, Fed Aid/Local
204	US 36 Multi-Use Pathway	Multi-Use Path	State, Municipal	NPS	\$200,000 - \$300,000	FLAP, Fed Aid/Local

Upper Front Range Transportation Planning Region
The Federal Highway Administration & Federal Lands Highways

Figure 7 : Map of Needs in Upper Front Range - Estes Park



Upper Front Range Transportation Planning Region The Federal Highway Administration & Federal Lands Highways

Map of Projects in Estes Park. To the left of the map there are two legends on the top and bottom corner, and a list of projects in between the legends.

The legend below the map on the top left corner labels the three project type labels and four levels of Access Roads to Federal Lands depicted by color-coded road segments. The project label for corridor improvements is a solid black line and solid black dot at the end of the line, location specific improvements are a solid black line, white dot and black outline at the end of the line, and federally-owned roads are light grey line. Orange segments are State Routes with Primary Access, yellow segments are State Routes with Other Access, red segments are Local Road with Primary Access, and dark red segments are Local Road with Secondary Access.

The list of six projects in middle bottom of the map are in a two-columned list organized by project ID, project name and are colored by their matching-colored road segments. The six projects are 24 Lilly Lake Access, Parking, and Trailhead Improvements in hot pink, 197 Dunraven Glade Road Improvement in light blue, 198 Mary's Lake Recreation Improvements in yellow, 199 US 36/Mary's Lake/SR 66 Intersection Improvements in dark blue, 203 Mary's Lake Road Multi-Use Pathway in lime green, and 204 US 36 Multi-Use Pathway in orange.

The legend on the bottom left corner of the map is land ownership depicted by color-coded areas. Tan areas are Bureau of Land Management, dark green areas are US Forest Service, dark pink areas are US Fish & Wildlife, light pink areas are Tribal Lands, light green areas are National Park Service, olive green areas are Bureau of Reclamation, light blue areas are Energy/Defense Departments, and the pear color areas are Colorado State Lands.

Project Needs: Upper Front Range - Weld County

- MPO: Yes
- Total Number of Projects: 1
- Total Estimated Planning Need: \$0
- Total Estimated Capital Need: \$1,000,000 - \$3,000,000

Overview of Identified Needs

County Road 127 / 129 Improvements (Project No. 201)

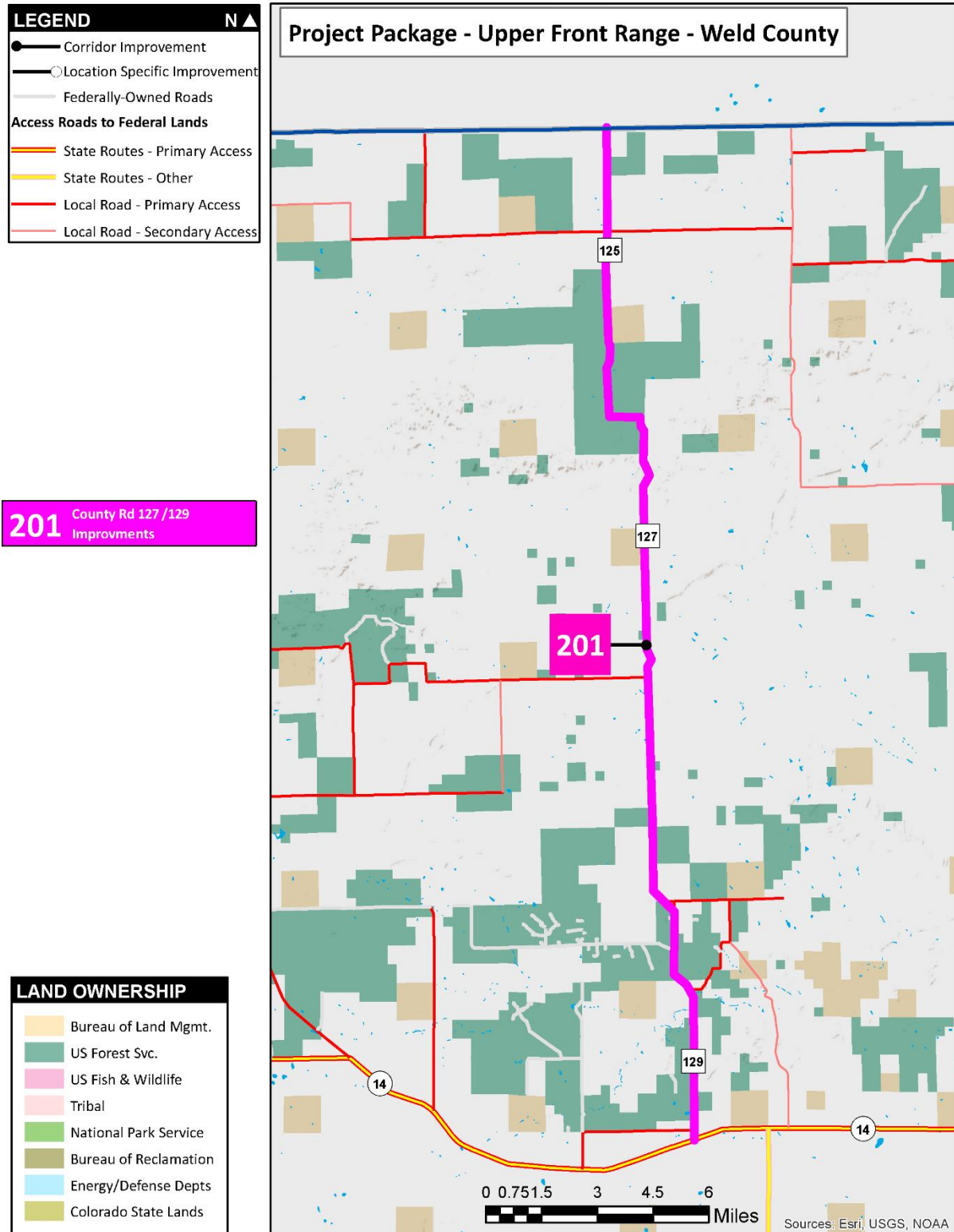
- County Road 127 and County Road 129 access Pawnee National Grassland as well as a Department of Defense facility. The road is a gravel road in need of repaving and widening. There is a possible opportunity for blended funding with the Department of Defense.

Table 7 : List of Needs in Upper Front Range TPR

Project Number	Name	Type	Ownership	FLMA Accessed	Cost Estimate	Fund Source
201	County Road 127 / 129 Improvements	Roadway	County	USFS, DOD	\$1,000,000 - \$3,000,000	Fed Aid/Local, Other

Upper Front Range Transportation Planning Region
The Federal Highway Administration & Federal Lands Highways

Figure 8 : Map of Needs in Upper Front Range - Weld County



Upper Front Range Transportation Planning Region The Federal Highway Administration & Federal Lands Highways

Map of Projects in Weld County. To the left of the map there are two legends on the top and bottom corner, and a list of projects in between the legends.

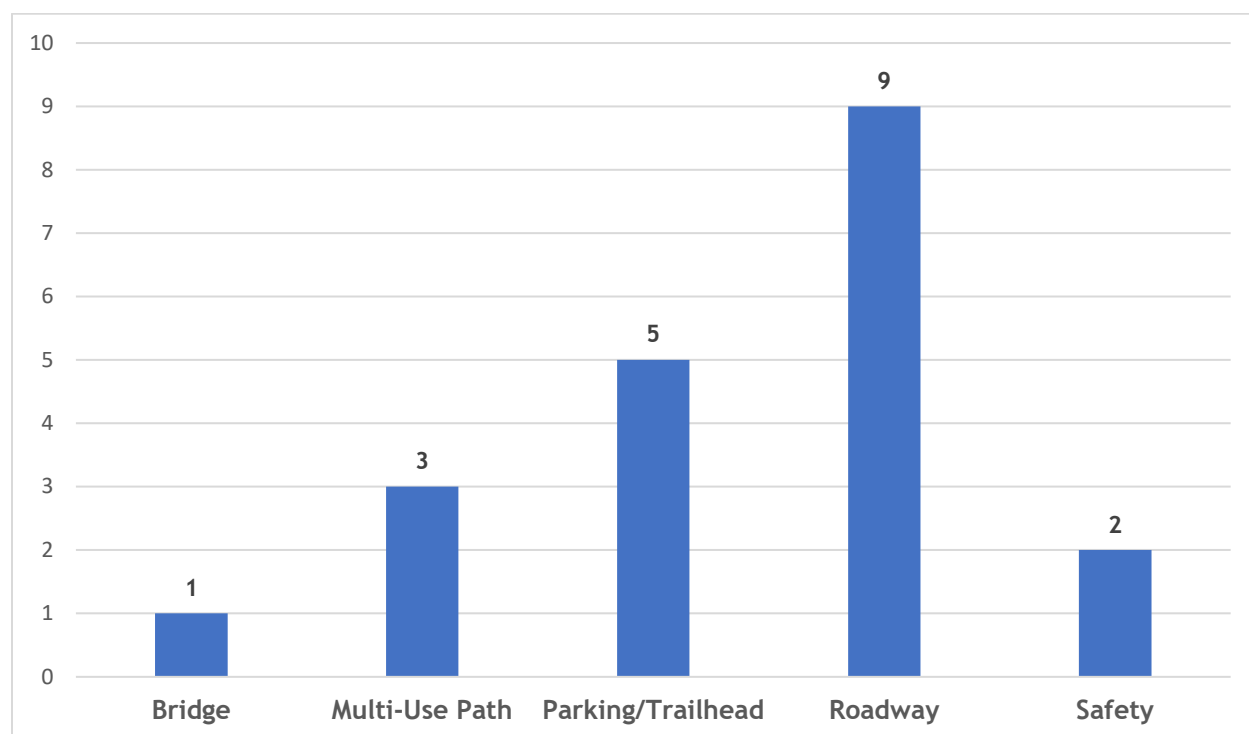
The legend below the map on the top left corner labels the three project type labels and four levels of Access Roads to Federal Lands depicted by color-coded road segments. The project label for corridor improvements is a solid black line and solid black dot at the end of the line, location specific improvements are a solid black line, white dot and black outline at the end of the line, and federally-owned roads are light grey line. Orange segments are State Routes with Primary Access, yellow segments are State Routes with Other Access, red segments are Local Road with Primary Access, and dark red segments are Local Road with Secondary Access.

The list of one project in middle bottom of the map are in a single-columned list organized by project ID, project name and are colored by their matching-colored road segments. The one project is 201 County Road 127 / 129 Improvements in hot pink.

The legend on the bottom left corner of the map is land ownership depicted by color-coded areas. Tan areas are Bureau of Land Management, dark green areas are US Forest Service, dark pink areas are US Fish & Wildlife, light pink areas are Tribal Lands, light green areas are National Park Service, olive green areas are Bureau of Reclamation, light blue areas are Energy/Defense Departments, and the pear color areas are Colorado State Lands.

Summary Data

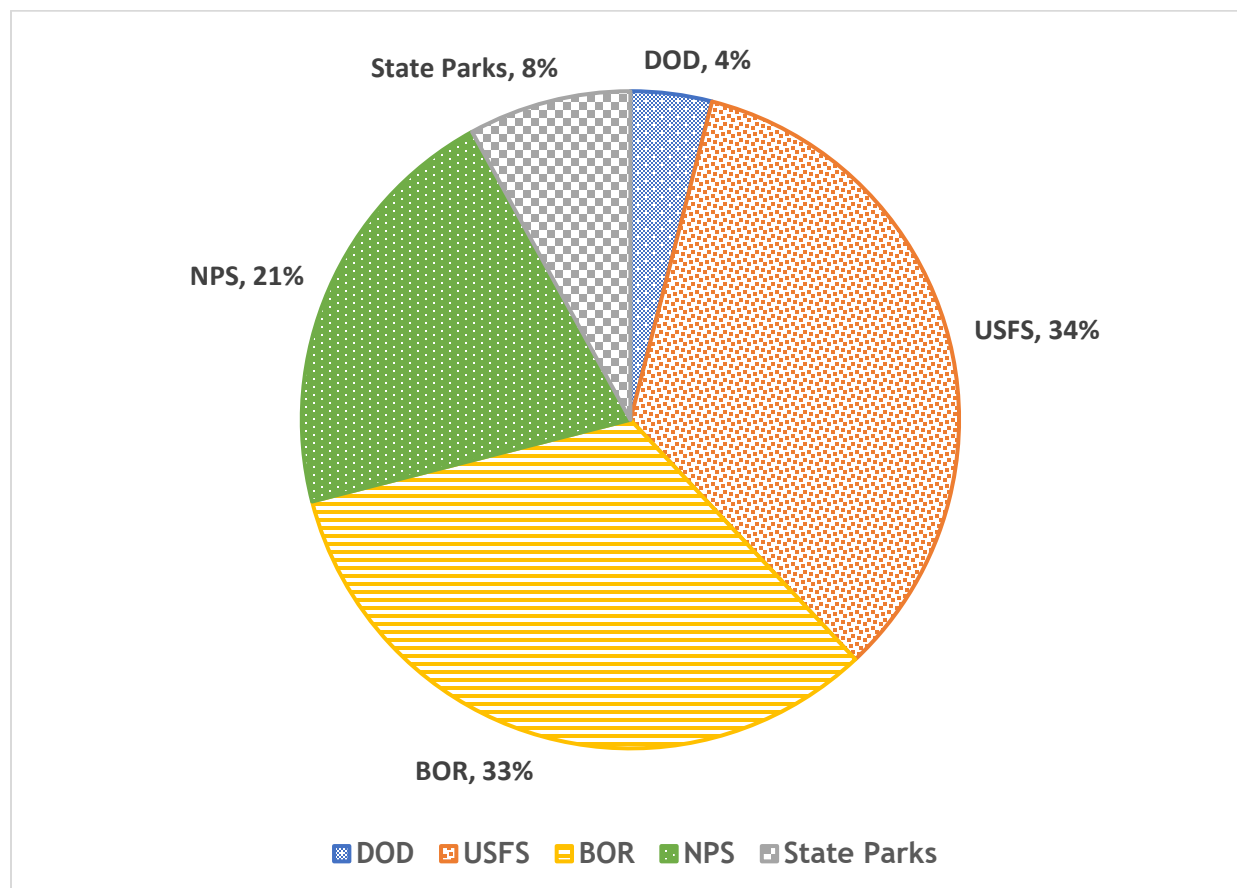
Figure 9 : Project Type



Note: Some projects include more than one type

Vertical bar graph for three project types on the x-axis. The y-axis depicts the number of projects for each type of project. Bridge has 1 project, Multi-Use Path has 3 projects, Parking/Trailhead has 5 projects, Roadway has 9 projects, Safety has 2 projects.

Figure 10 : Public Land Accessed



Note: Some projects include more than one FLMA/Public Land Agency

Pie chart with the largest yellow section for BOR at 33%. The next largest orange section for USFS at 34%. The next green section for NPS at 21%, grey section for State Parks at 8% and blue section for DOD at 4%.

ⁱ Title 23 United States Code (U.S.C.) Sections 134 and 135

ⁱⁱ <https://headwaterseconomics.org>