



1

OVERVIEW

BACK OF SECTION DIVIDER

## 1.0 Overview

### 1.1 Introduction

The regulatory purpose of the Pueblo Area Council of Government (PACOG) *2040 Long Range Transportation Plan (2040 LRTP)* is to update the previous 2035 Long Range Transportation Plan using guidance from the recently released federal legislation Moving Ahead for Progress in the 21st Century (MAP-21)<sup>1</sup>. To begin the process of long range planning, a transportation vision for the region is developed, addressing a set of goals framed by MAP-21 legislation and enhanced and localized by the Metropolitan Planning Organization (MPO). A long range plan is the only comprehensive effort by the MPO that addresses a 20-25 year extent, a fact that makes it valuable as a roadmap for the region. Much of this value comes from the knowledge that residents and decision makers in the region have regarding mobility needs. They are also well aware that as federal requirements evolve the region must evolve with them; hence the care taken to address the new requirements set by MAP-21.

The Intermodal Surface Transportation Efficiency Act (ISTEA) of 1991 posed a major change to transportation planning and policy by presenting an intermodal approach to highway and transit funding with collaborative planning requirements, giving significant additional powers to metropolitan planning organizations. It expired in 1997. It was preceded by the Surface Transportation and Uniform Relocation Assistance Act of 1987 and followed by the Transportation Equity Act for the 21st Century (TEA-21,1998), the Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU, 2005), and MAP-21 in 2012. MAP-21 is the first U.S. transportation bill legislation that asks states and MPOs to develop specific performance based planning measures for use with their regional goals and objectives.

The PACOG region encompasses all of Pueblo County as shown in **Figure 1.1**. The planning area contains the population centers of Pueblo, Pueblo West, Colorado City, Beulah Valley, Avondale, Boone and other. The City of Pueblo dominates the MPO with a population totaling over 160,000 people.

**Figure 1.1: PACOG 3C Planning Area**



<sup>1</sup> <http://www.dot.gov/map21> accessed 2015.

Located at the confluence of the Arkansas River and Fountain Creek, it has been an important crossroads for transportation and trading for more than 150 years, making it the economic hub of southeastern Colorado. Pueblo is also an important city in Colorado's Front Range Urban Corridor. The Historic Arkansas River Project (HARP) is a notable river walk in the Union Avenue Historic Commercial District of Pueblo. Over the last twenty years, the population of the region has increased and its economy has become more diverse. Interstate-25 and U.S. Highway 50 are the key connections to other Colorado cities and to the nation.

As the federally designated MPO for the metropolitan area, PACOG is responsible for developing and maintaining both a long range regional transportation plan and a supporting short-range implementation program, the Transportation Improvement Program (TIP), as a condition of eligibility for federal transportation funding. PACOG has taken up the MAP-21 challenge to develop both goals and performance based measures and has made it the cornerstone of the PACOG *2040 LRTP*.

## 1.2 MAP-21 Guidelines

The Regional Transportation Plan (RTP) for an MPO must include all transportation projects that use federal funds or those that could significantly alter transportation within the designated metropolitan area. The function of the RTP is not regulatory; rather, the plan is developed by the community and its decision makers to determine the best use of public funds. Visions and goals for transportation within a region are set forth and then prepared for implementation using a set of strategies.

As noted above, long range transportation planning is the sole step in the regional decision-making process in which the transportation system as a whole is analyzed and evaluated comprehensively. When a carefully crafted long range plan is prepared, the region has a cohesive starting point for regional coordination. The best plans also lay the groundwork for decision makers to grasp the broader social, economic, and environmental implications of their

transportation and land use decisions. To understand the structure of an LRTP, it is important to understand the federal context in which it operates. MAP-21 legislation provides this context. This section will include a discussion of the MAP-21 federal guidelines and PACOG in a MAP-21 context.

### 1.2.1 MAP-21 Federal Guidelines

The LRTP and the TIP for PACOG are developed using the goals and planning factors contained in MAP-21.

#### MAP-21 Regional Transportation Factors

MAP-21 requires that eight factors be reflected in metropolitan planning processes. The process should:

1. Support the economic vitality of the metropolitan area, especially by enabling global competitiveness, productivity, and efficiency.
2. Increase the safety of the transportation system for motorized and non-motorized users.
3. Increase the security of the transportation system for motorized and non-motorized users.
4. Increase the accessibility and mobility of people and freight.
5. Protect and enhance the environment, promote energy conservation, improve the quality of life, and promote consistency between transportation improvements and state and local planned growth and economic development patterns.
6. Enhance the integration and connectivity of the transportation system, across and between modes for people and freight.
7. Promote efficient system management and operation.
8. Emphasize the preservation of the existing transportation system.

MAP-21 is also linked to the Clean Air Act Amendments (CAAA) of 1990. The CAAA recast the planning function to confirm that transportation planning will help, not hinder, the

region in meeting federal air quality standards. It encourages reduced auto emissions and fewer trips by single-occupant vehicles, and it promotes the use of alternative transportation modes, including transit, bicycling and walking, as a viable part of the transportation system. Making receipt of all federal funding dependent on a region's ability to meet air quality standards reinforces the linkage between transportation planning and federal air quality standards.

Requirements within MAP-21 are similarly linked to the 1964 Civil Rights Act. Title VI of the 1964 Civil Rights Act (42 U.S.C. 2000d-1) which states that “No person in the United States shall, on the ground of race, color, or national origin, be excluded from participation in, be denied the benefits of, or be subjected to discrimination under any program or activity receiving Federal financial assistance”. Title VI bars intentional discrimination as well as disparate impact discrimination (i.e., a neutral policy or practice that has a disparate impact on protected groups). In order to address Title VI for federally funded projects, including transportation infrastructure improvements, Presidential Executive Order 12898 (1994) directs each federal agency to make environmental justice part of its mission. To implement this executive order, the United States Department of Transportation (USDOT) directs its funding recipients to address the following fundamental environmental justice principles:

- To avoid, minimize, or mitigate disproportionately high and adverse human health and environmental effects, including social and economic effects, on minority populations and low-income populations.
- To ensure the full and fair participation by all potentially affected communities in the transportation decision-making process.
- To prevent the denial of, reduction in, or significant delay in the receipt of benefits by minority and low-income populations.

One important addition to the LRTP process is the launch by MAP-21 of a performance-based approach to transportation planning. In this round of long range planning, the development of goals includes setting concrete improvement targets for each area of planning. In the future, regional investments in the TIP will be tied to state and regional performance targets in key

areas of safety, condition, mobility, congestion, freight, and asset management. The process of performance management is evolving as performance data becomes available and guidance on federal regulations is issued. This 2040 LRTP will likely be updated to accommodate changes in federal and state performance measures and targets. In the long run, performance-based planning will lead to more transparent decision-making, more efficient investments, and will help move toward the region's vision for the future.

It should be noted that MAP-21 applies performance-based measurement solely at the programmatic, rather than at the project, level and does not generally link performance measures and targets to funding decisions. The law's emphasis on transparency and accountability is commendable, and MAP-21 should be viewed as a first step toward a larger performance-based funding system.

PACOG has begun the performance management process by:

- Setting metrics for performance of the LRTP transportation goals, where applicable.
- Establishing a “baseline” year, such as 2015, upon which comparative metrics from future years will be measured.

### MAP-21 Regional Transportation Plan Goals

MAP-21 lays out seven planning categories for goal setting, consistent with previous legislation. PACOG staff added an eighth category, multimodal transportation. These goals can be described as follows:

1. **Safety:** To achieve a significant reduction in traffic fatalities and serious injuries on all public roads.
2. **Infrastructure Condition:** To maintain the highway infrastructure asset system in a state of good repair.
3. **Congestion Reduction:** To achieve a significant reduction in congestion on the National Highway System (NHS).
4. **System Reliability:** To improve the efficiency of the surface transportation system.

5. **Freight Movement and Economic Vitality:** To improve the national freight network, strengthen the ability of rural communities to access national and international trade markets, and support regional economic development.
6. **Environmental Sustainability:** To enhance the performance of the transportation system while protecting and enhancing the natural environment.
7. **Reduced Project Delivery Delays:** To reduce project costs, promote jobs and the economy, and expedite the movement of people and goods by accelerating project completion through eliminating delays in the project development and delivery process, including reducing regulatory burdens and improving agencies' work practices.
8. **Multimodal Transportation:** To invest in a wide range of non-motorized travel options, connectivity, and an emphasis on public health.

Using these eight categories, PACOG developed concrete goals and performance measures consistent with the latest MAP-21 focus on metrics and localized to the region. These eight goals are presented in this section of the report. They also form the framework of the *2040 LRTP*.

**MAP-21 Regional Transportation Plan Emphasis Areas**

MAP-21 also cites three planning emphasis areas which require integration in the PACOG LRP process. The planning emphasis areas echo the factors and goals cited by MAP-21:

- A transition to Performance Based Planning and Programming.
- A process of investigating additional collaborative activities to satisfy the Models of Regional Planning Cooperation MAP-21 guidance.
- Reference to the Ladders of Opportunity effort of MAP-21.

In the following sections of this chapter, this guidance from MAP-21 for MPOs will be referenced and expanded. The guidance provided a framework for the PACOG

planning process and served as an outline for the generation of PACOG-specific LRTP goals.

**1.2.2 MAP-21 and the PACOG MPO**

PACOG is the MPO (Federal designation under Title 23 USC 134) and Transportation Planning Region (TPR), a state designation under Title 43 CRS Part 11) for the Pueblo County region. Overall transportation policy, plan adoption, and program approval are the responsibility of the elected officials of the PACOG Board. They are also responsible for implementing the metropolitan transportation planning process.

Under the terms of an annual delegation agreement with the City of Pueblo and PACOG, employees assigned to the Urban Transportation Planning Division (UTPD) function as the professional staff for the regional transportation planning functions of the PACOG MPO/TPR. The cost of the UTPD operation is supported entirely by a Consolidated Planning Grant consisting of 82.79% federal funds and 17.21% local matching funds. Funding is provided by the Federal Highway Administration (FHWA) to the Colorado Department of Transportation (CDOT) which distributes the funds to the MPO. Through a collaborative process, distribution was established that is fair and equitable to all MPOs through the state based on population shares from the most recent U.S. Census – currently from the year 2010.

The requirement for metropolitan planning is established under the requirements of Title 23 United States Code, Section 134. To carry out the transportation planning process required by this section, an MPO shall be designated for each urbanized area with a population of more than 50,000 individuals by agreement between the Governor and units of general purpose local government that together represent at least 75 percent of the affected population (including the central city or cities as defined by the Bureau of the Census).

Transportation planning is a process which is used to balance the interrelated areas of mobility, accessibility, land use, socioeconomic,

and ecological conditions to improve the quality of life for the residing area citizens. In order to anticipate and respond to the ever-changing transportation needs of people and goods moving throughout the region, the process is a coordinated effort between federal, state and local governments, as well as private transportation providers.

The Pueblo area transportation system plays an important role in the local economy and community. It provides citizens access to basic services, allows individuals to travel into and out of the region and serves as a means to boost the local economy. Without continued investment in transportation, the Pueblo area would no longer be able to sustain its residents and workers. This 2040 plan will look at all of these transportation issues as well as continue to develop a safe and efficient multimodal transportation system for all who travel within the region.

### 1.2.3 PACOG's Role in the Regional Transportation Plan Process

#### Introduction to the Regional Transportation Plan at PACOG

The federally mandated *Metropolitan Transportation Plan* refers to the official multimodal transportation plan addressing a no less than 20-year planning horizon that is developed, adopted, and updated by the MPO through the metropolitan transportation planning process. This document serves as the official transportation plan for both the State of Colorado and for the Federal Government.

The Pueblo Area Regional Transportation Plan is a 25+-year plan for the development of transportation programs and projects within the Pueblo Area. The Plan identifies the *Existing Conditions* for each of the transportation modes and identifies the need for and location of future facilities. The *Preferred Plan* sets out a strategy to meet the transportation goals of the region between 2010 and 2034 while the *Fiscally Constrained Plan* applies financial constraints to that same strategy. The LRTP also includes the Coordinated Public Transit – Human Services Transportation Plan, prepared as a locally developed, coordinated public transit-human

services transportation plan to assure Pueblo's eligibility for projects funded through three programs introduced as part of the MAP-21: Urbanized Area Formula (Section 5307), Enhanced Mobility of Seniors and Individuals with Disabilities (Section 5310) and the Rural Area Formula Grants (Section 5311).

The LRTP is developed by the PACOG in cooperation with the jurisdictions and agencies responsible for development and maintenance of the transportation system. These jurisdictions and agencies include:

- The City of Pueblo
- Pueblo County
- Pueblo West Metropolitan District
- The Pueblo Memorial Airport
- CDOT, Region 2
- CDOT Division of Transportation Development
- CDOT Office of Financial Management and Budget

The plan process, scope, initial results and assumptions are developed in collaboration with City and County staff and are reviewed by the PACOG Transportation Advisory Committee (TAC), which is comprised of the Transportation Technical Committee (TTC) and the Citizens Advisory Committee (CAC).

#### Regional Transportation Plan Process

The Long Range Planning process is cyclical in nature and occurs every five years. At each five-year juncture, a revised future scenario year is established, and an updated vision and set of goals are sought for the region. This visioning involves citizens, public agency staff, decision makers, private industry leaders and others. The many viewpoints ensure that the transportation needs of all the residents of a region will be considered.

The LRP process must logically look first to the most recent federal legislation related to MPO RTPs. The vision elements are framed by the current federal guidelines, in this case MAP-21, and use the three emphasis areas as well as the planning factors and goals provided by the federal legislation. **Figure 1.2** shows the general process flow of the PACOG 2040 RTP. This sequence also generally forms the outline of this RTP document.

The steps shown in **Figure 1.2** can also be shown as a sequence of activities, with a feedback loop, that occurs during each 5-year long range planning cycle.

1. Review federal guidelines in the form of MAP-21 requirements.
2. Establish the PACOG regional vision and goals in the 2040 RTP goal-setting task. Include here for the first time performance measures for each goal.
3. Identify the regional needs and priorities for all transportation modes.
4. Prioritize projects referencing the PACOG TIP using the vision plan and goals.
5. Produce the fiscally constrained version of the plan.
6. Devise the means of plan implementation.
7. Continuously monitor the results of the improvements in (6) using all the relevant performance measures.
8. Summarize the project costs, outcome, and performance metrics and start the cycle again.

In the next section, we will discuss work done by PACOG to expand upon the eight LRTP planning goals, establish the performance measures attached to each, and set the targeted years for attainment of each metric.

### 1.3 PACOG 2040 Regional Transportation Plan Goals

The eight 2040 RTP goals are presented in this section. They are also summarized in **Table 1.1**. The outline form of this section of the report conforms to Table 1.1, providing consistency for the reader between the two ways of looking at these important planning categories, with their goals and metrics. **Table 1.2: Planning Goals with Targets** expands upon Table 1.1 by presenting the concrete targets associated with the goal.

**Figure 1.2: PACOG Regional Transportation Planning Process**

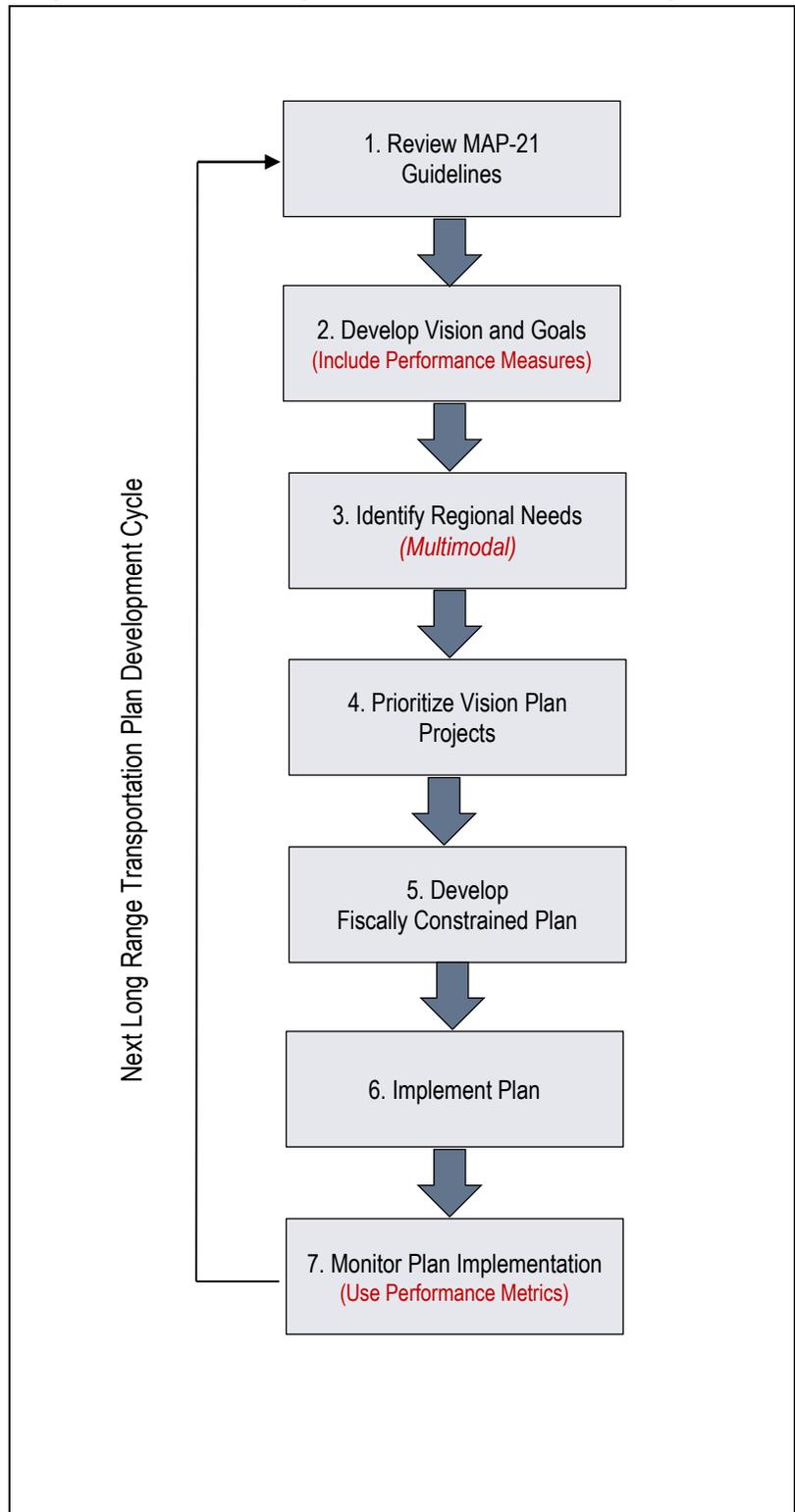


Table 1.1: PACOG Goals Outline

Goal ID	Goal Major Category/Supporting Goal
	<b>1. Safety</b>
1	Goal: Improve safety by providing a multi-modal transportation system that focuses on the reduction of the frequency and severity of crashes
	<b>2. Infrastructure Condition</b>
2	Goal: Improve and sustain the surface conditions of the State highway system
3	Goal: Maintain bridges
4	Goal: Maintain transit and non-motorized facilities
5	Goal: Maintain Passenger Rail
	<b>3. Congestion Reduction</b>
6	Goal: Bring all interstate, NHS, U.S. and other state highways up to current AASHTO standards that improve the flow of motor vehicles and transit
7	Goal: Relieve existing heavy congestion on U.S. highways, NHS highways by implementing alternative transportation corridors (i.e. bypass facilities)
	<b>4. Freight Movement &amp; Economic Vitality</b>
8	Goal: Provide a safe and efficient interstate and NHS, and other State highway system for the movement of freight
9	Goal: Encourage corridor preservation and expansion efforts for both passenger and freight rail, and railroads
10	Goal: Provide a transportation system that encourages new business, economic development and industry expansion that is integrated with future land use plans and policies
	<b>5. System Reliability</b>
11	Goal: Provide transportation facilities that optimize system performance and safety, and preserves and enhances the present and future mobility needs of the Pueblo region
	<b>6. Environmental Sustainability</b>
12	Goal: Reduce fossil fuel consumption and reduce greenhouse gas and other emissions
13	Goal: Improve and support transportation system improvements that address needs for citizens with disabilities, low incomes, and other special needs residents in the region
14	Goal: Reduce transportation-related adverse impacts to communities, neighborhoods, natural environments, and areas identified for cultural and/or historical preservation
15	Goal: Protect and/or avoid areas containing critical habitat for threatened and endangered species, and wildlife travel corridors
16	Goal: Minimize the amount of stormwater runoff and transportation-associated pollutants that enter the region's streams
	<b>7. Reduce Project Delivery Delays</b>
17	Goal: Accelerate the timeframe for the completion of projects
	<b>8. Multi-modal Transportation</b>
18	Goal: Increase the bicycling and walking activity in Pueblo County for people all ages
19	Goal: Improve the quality of life through an increase in attractive multi modal facilities accessible for pedestrians and cyclists and improve connectivity
20	Goal: Increase non-motorized transportation usage in Pueblo by integrating multimodal improvements as part of upgrades to the existing roadway system
21	Goal: Maximize transportation investments with bike and pedestrian enhancements
22	Goal: Increase public & governmental support for bicycling in Pueblo
23	Goal: Improve public health with alternative forms of transportation



**Table 1.2: PACOG Performance Measures – Final Targets**

PACOG Planning Goal		Target by Year
1. SAFETY		1A -- 2015: Establish the 2015 Baseline; 2020: decrease the fatal crash rate by 13%; 2030: decrease the fatal crash rate by 25%; 2040: decrease the fatal crash rate by 50%.
		1B -- 2015: Establish the 2015 Baseline; 2020: decrease the serious injury rate by 6%; 2030: decrease the serious injury rate by 13%; 2040: decrease the serious injury rate by 25%.
		1C -- 2015: Establish the 2015 Baseline; 2020: decrease the injury rate by 6%; 2030: decrease the injury rate by 13%; 2040: decrease the injury rate by 25%.
		1D -- 2015: Establish the 2015 Baseline; 2020: decrease PDO rate of crashes by 6%; 2030: decrease PDO rate of crashes by 13%; 2040: decrease PDO rate of crashes by 25%.
		1E -- 2015: Establish the 2015 Baseline; 2020: decrease public transit crashes by 3%; 2030: decrease public transit crashes by 5%; 2040: decrease public transit crashes by 10%.
		1F -- 2015: Establish the 2015 Baseline; 2020: decrease pedestrian accidents by 19%; 2030: decrease pedestrian accidents by 38%; 2040: decrease pedestrian accidents by 75%.
		1G -- 2015: Establish the 2015 Baseline; 2020: decrease railroad crossing crashes by 19%; 2030: decrease railroad crossing crashes by 38%; 2040: decrease railroad crossing crashes by 75%.
2. INFRASTRUCTURE	Highways	2A -- 2015: Establish the 2015 Baseline for High/Moderate Drivability on Interstates; 2020: achieve 20%; 2030: achieve 40%; 2040: achieve 80%.
		2B -- 2015: Establish the 2015 Baseline for High/Moderate Drivability on NHS; 2020: achieve 20%; 2030: achieve 40%; 2040: achieve 80%.
		2C -- 2015: Establish the 2015 Baseline for High/Moderate Drivability on State Highways; 2020: achieve 20%; 2030: achieve 40%; 2040: achieve 80%.
	Bridges	2D -- 2015: Establish the 2015 Baseline; 2020: get the desired rating for 25% of deficient bridges; 2030: get the desired rating for 50% of deficient bridges; 2040: get the desired rating for 100% of deficient bridges.
		2E -- 2015: Establish the 2015 Baseline; 2020: get the desired rating for 25% of deficient bridges; 2030: get the desired rating for 50% of deficient bridges; 2040: get the desired rating for 100% of deficient bridges.
		2F -- 2015: Establish the 2015 Baseline; 2020: get the desired rating for 12% of deficient bridges; 2030: get the desired rating for 65% of deficient bridges; 2040: get the desired rating for 100% of deficient bridges.
	Transit and Non-Motorized	2G -- FOCUS ON FLEET 2015: Establish the 2015 Baseline; 2020: maintain the percentage of vehicles in the transit fleet to no less than 65% in fair, good, or excellent conditions (FTA definitions);2030: maintain the percentage of vehicles in the transit fleet to no less than 65% in fair, good, or excellent conditions (FTA definitions);2040: maintain the percentage of vehicles in the transit fleet to no less than 70% in fair, good, or excellent conditions (FTA definitions).
		2H -- FOCUS ON TRAIL USAGE 2015: Establish the 2015 Baseline; 2020: Increase trail use by at least an average of 1.5% over a five-year period beginning in 2015; 2030: Increase trail use by at least an average of 1.5% over a ten-year period beginning in 2020; 2040: Increase trail use by at least an average of 1.5% over a ten-year period beginning in 2030.
	Passenger Rail	2I -- FOCUS ON PARTNERSHIP: 2015 and forward: Establish and/or continue participation in statewide, regional and private rail passenger advocacy groups. Maintain a "log" of events and outcomes from these meetings.

**Table 1.2: PACOG Performance Measures – Final Targets (Cont.)**

PACOG Planning Goal		Target by Year
3. CONGESTION REDUCTION		3A -- FOCUS ON UPGRADES OF HIGHWAY FACILITIES 2015: Establish the 2015 Baseline - identify AASHTO deficient locations; 2020: get the desired rating for 12% of deficient locations; 2030: get the desired rating for 65% of deficient locations; 2040: get the desired rating for 100% of deficient locations.
		3B -- FOCUS ON ROADWAY CONGESTION RELIEF IN THE LRTP CORRIDOR VISION PLAN 2015: Establish a Volume-to-Capacity (V/C) Baseline Target; suggested is number of lane miles over V/C = 0.90 during the one hour PM peak. 2020: get the desired rating for 12% of the congested locations; 2030: get the desired rating for 65% of the congested locations; 2040: get the desired rating for 100% of the congested locations.
		3C -- FOCUS ON MOBILE SOURCE POLLUTION ABATEMENT 2020: Retain national air quality health standards and reduce regional transportation-related greenhouse gas (GHG) and air pollutant emissions by 6% compared to 2010 levels; 2030: by 33%; 2040: by 50%.
4. FREIGHT MOVEMENT AND ECONOMIC VITALITY		4A -- 2015: Establish the 2015 Baseline; 2020: decrease the number and severity of truck/freight related crashes by 9% on the New Pueblo Freeway (NAFTA corridor – designated national freight movement corridor) interstate system; 2030: decrease by 49%; 2040: decrease by 75%.
		4B -- 2015: Establish the 2015 Baseline; 2020: decrease the number and severity of truck/freight related crashes by 9%; 2030: decrease by 49%; 2040: decrease by 75%.
		4C -- FOCUS ON PARTNERSHIP: 2015 and forward: Establish and/or continue participation in statewide, regional and private rail advocacy groups. Maintain a "log" of events and outcomes from these meetings.
		4D -- FOCUS ON TRANSIT RIDERSHIP & MODAL CONNECTIVITY 2015: Establish the 2015 Baseline; 2020: increase transit ridership by at least an average of 1.5% over a five-year period beginning in 2015; 2030: Increase transit ridership by at least an average of 1.5% over a ten-year period beginning in 2020. 2040: Increase transit ridership and by at least an average of 1.7% over a ten-year period beginning in 2030.
5. SYSTEM RELIABILITY		All planning goals are covered by other planning goal area targets.
6. ENVIRONMENTAL SUSTAINABILITY	Environmental Justice	6A -- 2015: Establish the 2015 Baseline; 2020: Increase investment benefits to areas identified as having a higher level of at risk populations by 10% over 2010 levels; 2030: increase by 20%; 2040: increase by 30%. At risk populations include Census blocks with higher percentages of minorities, persons with disabilities and low income households.
	Stewardship	6B -- FOCUS ON PARTNERSHIP: 2015 and forward: Establish and/or continue participation in statewide, regional and private advocacy groups related to historical preservation, environmental stewardship, and water sustainability.
7. REDUCE PROJECT DELIVERY DELAYS		7A -- 2015: Establish the 2015 Baseline; 2020: decrease delivery time for projects on average of 3%; 2030: decrease by 5%; 2040: decrease by 10%.
8. MULTI-MODAL TRANSPORTATION	Bicycle/Pedestrian	8A -- BIKE/PED COUNT PROGRAM 2015: Establish the 2015 Baseline - in this case it is a rolling scheme for bike/ped counts; 2020: Complete two bicycle/ped count efforts between 2015 and 2020; 2030: Complete four bicycle/ped count efforts between 2020 and 2030; 2040: Complete four bicycle/ped count efforts between 2030 and 2040.
		8B -- BIKE/PED INFRASTRUCTURE PROGRAM 2015: Establish the 2015 Baseline - in this case it is the existing conditions; 2020: increase all bike/ped amenities by an average of 4% over 2015 levels; 2030: increase all bike/ped amenities by an average of 8% over 2015 levels; 2040: increase all bike/ped amenities by an average of 15% over 2015 levels.
	Partnership	8C -- FOCUS ON MULTI-MODAL PARTNERSHIP: 2015 and forward: Establish and/or continue participation in statewide, regional and county Complete Streets and full-on multi-modal transportation effort and development.

**1.3.1 Planning Category #1: Safety**

The overall goal of the safety category is to reduce fatalities, injuries and property damage across all modes of transportation. PACOG recommends the following targets.

- A. Decrease the fatal crash rate by 50%.
  - a. 2015: Establish the 2015 baseline.
  - b. 2020: Decrease the fatal crash rate by 13%.
  - c. 2030: Decrease the fatal crash rate by 25%.
  - d. 2040: Decrease the fatal crash rate by 50%.
- B. Decrease the serious injury crash rate by 25%.
  - a. 2015: Establish the 2015 Baseline.
  - b. 2020: decrease the serious injury rate by 6%.
  - c. 2030: decrease the serious injury rate by 13%.
  - d. 2040: decrease the serious injury rate by 25%.
- C. Decrease the injury crash rate by 25%.
  - a. 2015: Establish the 2015 Baseline
  - b. 2020: decrease the injury crash rate by 6%.
  - c. 2030: decrease the injury crash rate by 13%.
  - d. 2040: decrease the injury crash rate by 25%.
- D. Decrease the PDO (Property Damage Only) rate of crashes by 25%.
  - a. 2015: Establish the 2015 Baseline.
  - b. 2020: decrease the PDO crash rate by 6%.
  - c. 2030: decrease the PDO crash rate by 13%.
  - d. 2040: decrease the PDO crash rate by 25%.
- E. Decrease the frequency and severity of public transit related crashes by 10%.
  - a. 2015: Establish the 2015 Baseline.
  - b. 2020: decrease public transit crashes by 3%.
  - c. 2030: decrease public transit crashes by 5%.
  - d. 2040: decrease public transit crashes by 10%.
- F. Decrease the frequency and severity of pedestrian related accidents by 75%.
  - a. 2015: Establish the 2015 Baseline.
  - b. 2020: decrease pedestrian accidents by 19%.
  - c. 2030: decrease pedestrian accidents by 38%.
  - d. 2040: decrease pedestrian accidents by 75%.
- G. Eliminate railroad crossing related crashes by 75%.
  - a. 2015: Establish the 2015 Baseline.
  - b. 2020: decrease railroad crossing crashes by 19%.
  - c. 2030: decrease railroad crossing crashes by 38%.
  - d. 2040: decrease railroad crossing crashes by 75%.

PACOG also envisions enhancement of the overall safety of the transportation system by implementing engineering, education, and enforcement strategies to reduce traffic-related injuries and fatalities.

**Goal #1: Safety**

*Improve safety by providing a multi-modal transportation system that focuses on the reduction of the frequency and severity of crashes*

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### Goal #2: Infrastructure Condition

- *Improve and sustain the surface conditions of the State highway system*
  - *Maintain Bridges*
  - *Maintain Transit and Non-Motorized*
  - *Maintain Passenger Rail*
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### 1.3.2 Planning Category #2: Infrastructure Condition

#### Highways

Highways are the backbone of the transportation system and their good conditions drives travel, freight and the economy of the region. Identical drivability life targets are set for interstates, NHS roadways and state highways.

- A. Achieve 80% High/Moderate Drivability Life for the Interstate Highway System based on condition standards and treatments set for traffic volume categories.
  - a. 2015: establish the 2015 Baseline for High/Moderate Drivability on Interstates.
  - b. 2020: achieve 20%.
  - c. 2030: achieve 40%.
  - d. 2040: achieve 80%.
- B. Achieve 80% High/Moderate Drivability Life for the NHS based on condition standards and treatments set for traffic volume categories.
  - a. 2015: establish the 2015 Baseline for High/Moderate Drivability on NHS
  - b. 2020: achieve 20%.
  - c. 2030: achieve 40%.
  - d. 2040: achieve 80%.
- C. Achieve 80% High/Moderate Drivability Life for the State Highway System based on condition standards and treatments set for traffic volume categories.
  - a. 2015: establish the 2015 Baseline for High/Moderate Drivability on State Highways.
  - b. 2020: achieve 20%.
  - c. 2030: achieve 40%.
  - d. 2040: achieve 80%.

#### Bridges

Similarly, the good condition of bridges is a key to effective transportation in the region. In priority, (1) Interstate, (2) NHS and U.S. State highways, and (3) all other State highways, the MPO will work to:

- D. Improve the sufficiency rating of interstate, NHS, and U.S. State highway bridges to a range of 75 to 100. The following targets are set:
  - a. 2015: establish the 2015 Baseline.
  - b. 2020: get the desired rating for 25% of deficient bridges.
  - c. 2030: get the desired rating for 50% of deficient bridges.
  - d. 2040: get the desired rating for 100% of deficient bridges.
- E. Improve the sufficiency rating of all other State highway bridges to a range of 75 to 100.
  - a. 2015: establish the 2015 Baseline.
  - b. 2020: get the desired rating for 25% of deficient bridges.
  - c. 2030: get the desired rating for 50% of deficient bridges.
  - d. 2040: get the desired rating for 100% of deficient bridges.
- F. Bring all functionally obsolete bridge structures at grade or grade separated interchanges, ramps, and acceleration and deceleration lanes to current American Association of State Highway and Transportation Officials (AASHTO) standards.
  - a. 2015: establish the 2015 Baseline.
  - b. 2020: get the desired rating for 12% of deficient bridges.
  - c. 2030: get the desired rating for 65% of deficient bridges.
  - d. 2040: get the desired rating for 100% of deficient bridges.

**Transit and Non-Motorized**

Transit and non-motorized infrastructure also play important parts in regional transportation connectivity and the health of the multi-modal framework. PACOG will work to:

- G. Maintain the condition of all transit related infrastructure (i.e. dedicated bus lanes and stops, shelters, maintenance facilities, fueling stations, transit center facilities, and other transit holdings). PACOG will begin this process by focusing on the transit fleet vehicle conditions.
  - a. 2015: establish the 2015 Baseline.
  - b. 2020: maintain the percentage of vehicles in the transit fleet to no less than 65% in fair, good, or excellent conditions (Federal Transit Administration (FTA) definitions).
  - c. 2030: maintain the percentage of vehicles in the transit fleet to no less than 65% in fair, good, or excellent conditions (FTA definitions).
  - d. 2040: maintain the percentage of vehicles in the transit fleet to no less than 70% in fair, good, or excellent conditions (FTA definitions).
- H. Maintain the condition of all bike/pedestrian trail related infrastructure (i.e. surface condition, signage, safety improvements, and other). The overall goal is to expand and improve the connectivity of the regional system wide trail system. PACOG will focus on trail usage by working to measure the use of trails and other bicycle/pedestrian facilities. PACOG will work to:
  - a. 2015: establish the 2015 Baseline.
  - b. 2020: increase trail use by at least an average of 1.5% over a five-year beginning in 2015.
  - c. 2030: increase trail use by at least an average of 1.5% over a ten-year period beginning in 2020.
  - d. 2040: increase trail use by at least an average of 1.5% over a ten-year period beginning in 2030.

**Passenger Rail**

The region has made a significant commitment to passenger rail service over the years. PACOG will:

- I. Continue to work with CDOT Division of Transit & Rail (DTR) and policy office to sustain passenger rail service to southeastern Colorado including a potential passenger rail stop in Pueblo. PACOG will continue to seek other sources of funding to improve and maintain the existing Burlington Northern Santa Fe (BNSF) rail lines throughout southeastern Colorado. This goal is to be met using a focus on partnership.
 

2015 and forward: PACOG will establish and/or continue participation in statewide, regional and private rail passenger advocacy groups. Wherever possible, maintain a log of events and outcomes from these meetings.

**1.3.3 Planning Category #3: Congestion Relief**

The overall goal of the congestion relief category is to improve traffic flow on roadways in the PACOG region. The following specific metrics will serve as targets of success.

**Achieve AASHTO Infrastructure Standards**

- A. Upgrade all functionally obsolete interchanges, acceleration/deceleration lanes, inadequate ramp lengths, inadequate shoulders, and other. Focus on highway facilities by working to:
  - a. establish the 2015 Baseline by identifying the AASHTO deficient locations.
  - b. 2020: get the desired rating for 12% of deficient locations.
  - c. 2030: get the desired rating for 65% of deficient locations.
  - d. 2040: get the desired rating for 100% of deficient locations.

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**Goal #3: Congestion Relief**

- *Bring all interstate, NHS, U.S. and other state highways up to current AASHTO standards that improve the flow of motor vehicles and transit*
  - *Relieve existing heavy congestion on U.S. highways, NHS highways by implementing alternative transportation corridors (i.e. bypass facilities)*
-

## Address Congestion

- B. Focus on roadway congestion by establishing a Volume-to-Capacity (V/C) baseline target for the PM peak.
- C. On Interstate, NHS, U.S. highways and other state highways: Attain a Level of Service (LOS) C- (through traffic LOS D at grade and grade separated/interchanges).
- 2015: establish a (V/C) Baseline target; suggested is number of lane miles over  $V/C = 0.90$  during the one hour PM peak.
  - 2020: get the desired rating for 12% of the congested locations.
  - 2030: get the desired rating for 65% of the congested locations.
  - 2040: get the desired rating for 100% of the congested locations.
- D. The congestion mitigation will have six steps and a set of tactics to reach them:
- Build or expand alternate bypass state highway facilities to LOS C with through traffic at LOS D on at grade and grade separated interchanges, to reduce congestion on existing heavily congested corridors.
  - Reduce travel time on existing heavily congested corridors by 25%.
  - As identified in the U.S. Highway 50W Planning and Environmental Linkages (PEL) Study, build grade separated interchanges and add when corridor levels of service reach LOS D.
  - As identified in studies related to I-25/Pueblo Freeway, build grade separated interchanges and add additional travel lanes when corridor levels of service reach LOS D.
  - Bring all New Pueblo Freeway functionally obsolete bridge structures at grade or grade separated interchanges, ramps, and acceleration and deceleration lanes to current AASHTO standards.
- f. Initiate steps that will reduce on-road mobile source emissions per capita by various means including:
- Facilitating the creation of Compressed Natural Gas (CNG) fueling stations and private and public use of Natural Gas Vehicles (NGVs) and electric vehicles.
  - As feasible, converting public transit buses and shuttles to alternative fuel vehicles (i.e. CNG, Liquefied Natural Gas (LNG), electric and other future emission reduction fuels).
  - Building strategically located park and ride facilities to reduce out of town commuter trips to work by single occupancy vehicles (SOV).
  - Continuing to encourage (public education and reduce public transit travel times, transfers, etc.) the use of public transit as an alternate to SOV trips.
  - Implementing Transportation System Management (TSM) measures such as intersection improvements, ramp metering, and other, to improve the flow of motor vehicles and transit.
  - Deploying additional Intelligent Transportation Systems (ITS) measures to improve public awareness (accident and construction delays, major event parking and transit alternatives, weather and other safety messages) and alert motorists of traffic conditions to improve the flow of motor vehicles and transit.
  - Expanding and improving the regional on and off-system bicycle routes to facilitate an increase of 3% of work, school and other trip purpose connectivity in a safe and efficient manner.

- Encouraging public and private sector incentives for public transit, carpooling, telecommuting, bicycling, walk to work/school and park and ride utilization.
  - Continuing support of the statewide efforts of the Interregional Connectivity System for Front Range transit and high speed passenger rail service. Identify the gaps and connections (convenient and accessible transfer points). Preserve existing passenger rail service in Southern Colorado through Pueblo County.
- E. Focus on Mobile Source Pollution Abatement where applicable with the following goals:
- a. 2020: Retain national air quality health standards and reduce regional transportation-related greenhouse gas (GHG) and air pollutant emissions by 6% compared to 2010 levels.
  - b. 2030: by 33%.
  - c. 2040: by 50%.

**1.3.4 Planning Category #4: Freight Movement & Economic Vitality**

The overall goal of the freight movement and vitality category is to ensure safe and effective movement of freight commodities into, out of and through the PACOG region. The following specific metrics and targets are established.

**Freight Infrastructure**

- A. Reduce the number and severity of truck/freight related crashes by 75% on the New Pueblo Freeway North American Free Trade Act (NAFTA) corridor – designated national freight movement corridor) interstate system.
  - a. 2015: establish the 2015 Baseline.
  - b. 2020: decrease the number and severity of truck/freight related

- crashes by 9% on the New Pueblo Freeway NAFTA corridor
  - c. 2030: decrease by 49%.
  - d. 2040: decrease by 75%.
- B. Reduce the number and severity of truck/freight related crashes by 75% on U.S. highways and other NHS highways. Improve all functionally obsolete interchanges, acceleration/deceleration lanes, inadequate ramp lengths, and inadequate shoulders to AASHTO standards for the safe and efficient movements of freight through Pueblo County’s interstate system. Sustain and improve a regional roadway system that provides local, regional and statewide efficient access and connectivity for the movement of freight and people.
- a. 2015: establish the 2015 Baseline.
  - b. 2020: decrease the number and severity of truck/freight related crashes by 9%.
  - c. 2030: decrease by 49%.
  - d. 2040: decrease by 75%.

**Corridor Preservation**

- C. Continue efforts with CDOT, USDOT, FTA and Congress to integrate regional passenger and freight rail service into the statewide passenger rail service plans and vision.
 

Focus on partnership: 2015 and forward: Establish and/or continue participation in statewide, regional and private rail advocacy groups. Maintain a log of events and outcomes from these meetings.

**Economic Development**

- D. Improve the integration, accessibility and connectivity of the regional transportation system across and between modes for the movement of freight and people. The transportation system should be planned, maintained, and constructed in a manner that supports access to jobs for workers; access to shopping and services; and the safe and efficient movement of goods to, from, and within the region. It should

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**Goal #4: Freight Movement and Economic Vitality**

- *Provide a safe and efficient interstate and NHS, and other State highway system for the movement of freight*
  - *Encourage corridor preservation and expansion efforts for both passenger and freight rail, and railroads*
  - *Provide a transportation system that encourages new business, economic development and industry expansion that is integrated with future land use plans and policies*
-

**Goal #5: System Reliability**

*Provide transportation facilities that optimize system performance and safety, and preserves and enhances the present and future mobility needs of the Pueblo Region*

support retail, medical, education, manufacturing, energy industry, recreation, and other important economic sectors.

- a. 2015: establish the 2015 Baseline for transit ridership.
- b. 2020: increase transit ridership by at least an average of 1.5% over a five-year period beginning in 2015.
- c. 2030: Increase transit ridership by at least an average of 1.5% over a ten-year period beginning in 2020.
- d. 2040: Increase transit ridership by at least an average of 1.7% over a ten-year period beginning in 2030.

encouraging the increased use of transit and carpooling.

- f. Deploy ITS, such as vehicle flow treatments and national real-time system information programs, and transit monitoring system to improve the effectiveness and efficiency of the transportation system.
- g. Implement transportation projects such as acceleration/deceleration lanes, intersection improvements, and ramp metering, that improve the flow of motor vehicles and transit.
- h. Develop alternate routes that expand system capacity and redundancy for the I-25 and U.S. Highway 50 corridors.
- i. Increase the number of wayfinder signs to assist motorists, bicyclists and pedestrians.
- j. Improve non-motorized system accessibility and connectivity within Pueblo and regionally with Pueblo West.
- k. Identify additional crossing locations of the Arkansas River and Fountain Creek to improve mobility for all transportation modes.

**Goal #6: Environmental Sustainability**

- *Reduce fossil fuel consumption and reduce greenhouse gas and other emissions*
- *Improve and support transportation system improvements that address needs for citizens with disabilities, low incomes, and other special needs residents in the region*
- *Reduce transportation-related adverse impacts to communities, neighborhoods, natural environments, and areas identified for cultural and/or historical preservation*
- *Protect and/or avoid areas containing critical habitat for threatened and endangered species, and wildlife travel corridors*
- *Minimize the amount of stormwater runoff and transportation-associated pollutants that enter the region's streams*

**1.3.5 Planning Category #5: System Reliability**

The overall goal of the system reliability category is to optimize the roadway system and minimize congestion. The specific metrics and targets for system reliability are tied back into those cited in Goal #3 – Congestion Relief.

**Maintain/Improve Reliability**

Reduce minutes of delay on congested corridor segments on interstate, NHS and other state highways by working to:

- a. Maintain and expand the Pueblo region's transit system.
- b. Reduce traffic congestion by implementing TSM measures to improve passenger carrying capacity of the regional.
- c. Increase capacity on congested segments (provide additional lanes) on Interstate; NHS; and other State highways.
- d. Increase intersection capacity through the addition of turn lanes, queuing storage lengths, signal improvements, and grade separated interchanges as identified in the U.S. Highway 50 PEL and at failing intersections.
- e. Reduce the projected SOV trips between 2015 – 2040 by 5% through implementing strategically located park and ride facilities and

**1.3.6 Planning Category #6: Environmental Sustainability**

The overall goal of the environmental sustainability category in the PACOG RTP is to address a wide range of specific topics related to the environment. The topics in this section cover reducing fossil fuel use, addressing special needs travelers, enhancing historical preservation, protecting endangered species, and encouraging water sustainability.

**Emissions**

The focus of the emissions category is to reduce fossil fuel per capita use in the region with the goal of having a 50% reduction from 2015 levels of annual metric tons per capita between 2015 and 2040. The specifics of this goal are addressed under “Mobile Source Pollution Abatement” in Section 1.3.3.

**Special Needs Travelers**

All citizens of the region have a right to access transportation infrastructure. PACOG will work to:

- A. Incorporate social concerns into the planning, design, construction, maintenance, and operation of the Pueblo regional multimodal transportation system. Identify the pros and cons of Environmental Justice (EJ) issues of projects. Have participation from identified (low income, minority populations, and other) that documents the benefits and burdens of projects. At risk populations include Census blocks with higher percentages of minorities, persons with disabilities and low income households. The goals by year are stated below:
  - a. 2015: establish the 2015 Baseline.
  - b. 2020: increase investment benefits to areas identified as having a higher level of at risk populations by 10% over 2010 levels.
  - c. 2030: increase investment by 20%.
  - d. 2040: increase investment by 30%.
- B. The three remaining components of Planning Category 6 – Environmental Sustainability, will use the approach of Focusing on Partnership to move toward these important goals. In 2015 and forward PACOG will establish and/or continue participation in statewide, regional and private advocacy groups related to historical preservation, environmental stewardship, and water sustainability. The MPO will work to maintain a log of events and outcomes from these meetings.

**Historical Preservation**

Within the transportation realm, full effort will be made to incorporate historic preservation needs. PACOG will complete plans and designs that minimize or eliminate impacts to culturally and/or historically significant sites; when feasible, incorporate methods that celebrate and educate the public value of culturally and/or historically

significant areas that are preserved and protected in project areas. PACOG will implement context sensitive design solutions that incorporate the community’s heritage and architectural legacy.

**Endangered Species**

With regard to endangered species, PACOG will develop design alternatives that prioritize natural, cultural, and historical resources impacts by following the CDOT Environmental Stewardship Guide, design projects to avoid significant areas and sites and, if unavoidable, minimize impacts to significant areas and sites, and provide equal value of litigation for unavoidable impacts to significant areas and sites.

**Water Sustainability**

Finally, the area of water sustainability has never been more important in the region and the state. PACOG will design future projects to meet the stormwater standards and Best Management Practices (BMPs) in effect at the time of project construction.

**1.3.7 Planning Category #7: Reduce Project Delivery Delays**

The overall goal of this category is to add value by working to accelerate the timeframe of project delivery in the region. Three strategies will be implemented:

- A. Improve timing to streamline approval processes, including reviews, contracts, and general clearances.
- B. When possible do not require separate design and construction funding and/or consultants for design/construction.
- C. Utilize Design/Build and Every Day Counts concepts to identify and deploy innovation aimed at shortening project delivery, enhancing the safety, and protecting the environment. These concepts include: shortened project delivery, flexibility and coordination in Right of Way and the accommodation and relocation of utilities.

Incremental targets are:

- A. 2015: establish the 2015 Baseline.
- B. 2020: decrease delivery time for projects on average of 3%.
- C. 2030: decrease by 5%.
- D. 2040: decrease by 10%.

Measure progress by counting facilities being built and compare annually: (1) Blocks of new or repaired sidewalks; (2) Miles of new multimodal trails; (3) Miles of striped bicycle lanes on the street - miles of streets with “sharrows” (shared lane bicycle marking); (4) Number of pedestrian countdown signals and crosswalks improved or added; and (5) Number of new access points to existing or new facilities:

- a. Bicycle/Pedestrian Infrastructure Program 2015: Establish the 2015 Baseline - in this case it is the existing conditions.
- b. 2020: increase all bicycle/pedestrian amenities by an average of 4% over 2015 levels.
- c. 2030: increase all bicycle/pedestrian amenities by an average of 8% over 2015 levels.
- d. 2040: increase all bicycle/pedestrian amenities by an average of 15% over 2015 levels.

**Goal #8: Support Multi-Modal Transportation**

- *Increase the bicycling and walking activity in Pueblo County for people all ages*
- *Improve the quality of life through an increase in attractive multi modal facilities accessible for pedestrians and cyclists and improve connectivity*
- *Increase non-motorized transportation usage in Pueblo by integrating multimodal improvements as part of upgrades to the existing roadway system*
- *Maximize transportation investments with bike and pedestrian enhancements*
- *Increase public & governmental support for bicycling in Pueblo*
- *Improve public health with alternative forms of transportation*

**1.3.8 Planning Category #8: Support Multi-Modal Transportation**

The overall goal of this category, which was identified and developed by a local decision making process, is to enhance all aspects of multi-modal travel in the region. One key addition to the RTP is the focus on collecting observed use of bicycle and hiking/walking facilities in the region.

**Trips**

- A. Improve multi-modal corridor bicycling and pedestrian conditions. Create and expand permanent data collection and counting procedures to monitor usage. Complete counts a minimum of two times every five years. Establish a pilot program for a school in Pueblo to increase the number of students walking or bicycling to school. Increase the number of participants within Pueblo County in the National Bicycle Challenge and Bike to Work Events.
  - a. Bicycle/Pedestrian Count Program 2015: Establish the 2015 Baseline - in this case it is a rolling scheme for bicycle/pedestrian (bike/ped) counts.
  - b. 2020: Complete two bicycle/ped count efforts between 2015 and 2020.
  - c. 2030: Complete four bicycle/ped count efforts between 2020 and 2030.
  - d. 2040: Complete four bicycle/ped count efforts between 2030 and 2040.

**Infrastructure**

- B. Provide improved bicycle and pedestrian friendly connections to existing multi-modal facilities and destinations.

**Integration**

This goal will be achieved by working to incorporate ‘Complete Streets’ concepts on City and County transportation projects.

**Maximization**

Maximization of the transportation infrastructure and systems will be an ongoing focus of PACOG with the goal to connect systems during specific projects, to reduce motor vehicle traffic by incorporating safe alternative methods of travel into all feasible projects, and to enhance multimodal, efficiency and transit options where feasible.

**Support**

PACOG will work to enhance membership in national organizations that promote bicycling and to continue to submit and improve ranking for Pueblo as a “Bicycle Friendly City”. The MPO will also promote bicycling for both residents and tourists through local bicycling events, proclamations and resolutions from PACOG and other entities.



## Public Health

Public health goals such as reducing obesity within the overall population by providing more bicycle and pedestrian opportunities will continue. PACOG will partner with public health agencies on initiatives to promote walking and bicycling.

### 1.4 Organization of this Document

There are eleven chapters and four appendices in the PACOG RTP report.

- Chapter 1 – Overview
- Chapter 2 – Existing Transportation System
- Chapter 3 – Socioeconomic Profile
- Chapter 4 – Environmental Profile
- Chapter 5 – Transportation Safety and Security
- Chapter 6 – Mobility and Alternatives Analysis
- Chapter 7 – Vision Plan
- Chapter 8 – Fiscally Constrained Plan
- Chapter 9 – Congestion Management Process
- Chapter 10 – Freight and Commodity Flows
- Chapter 11 – Financial Plan
- Appendix A – Strategic Action Plan
- Appendix B – Public Involvement
- Appendix C – Demographic Forecast Methodology
- Appendix D – Coordinated Human Service Transportation Plan

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