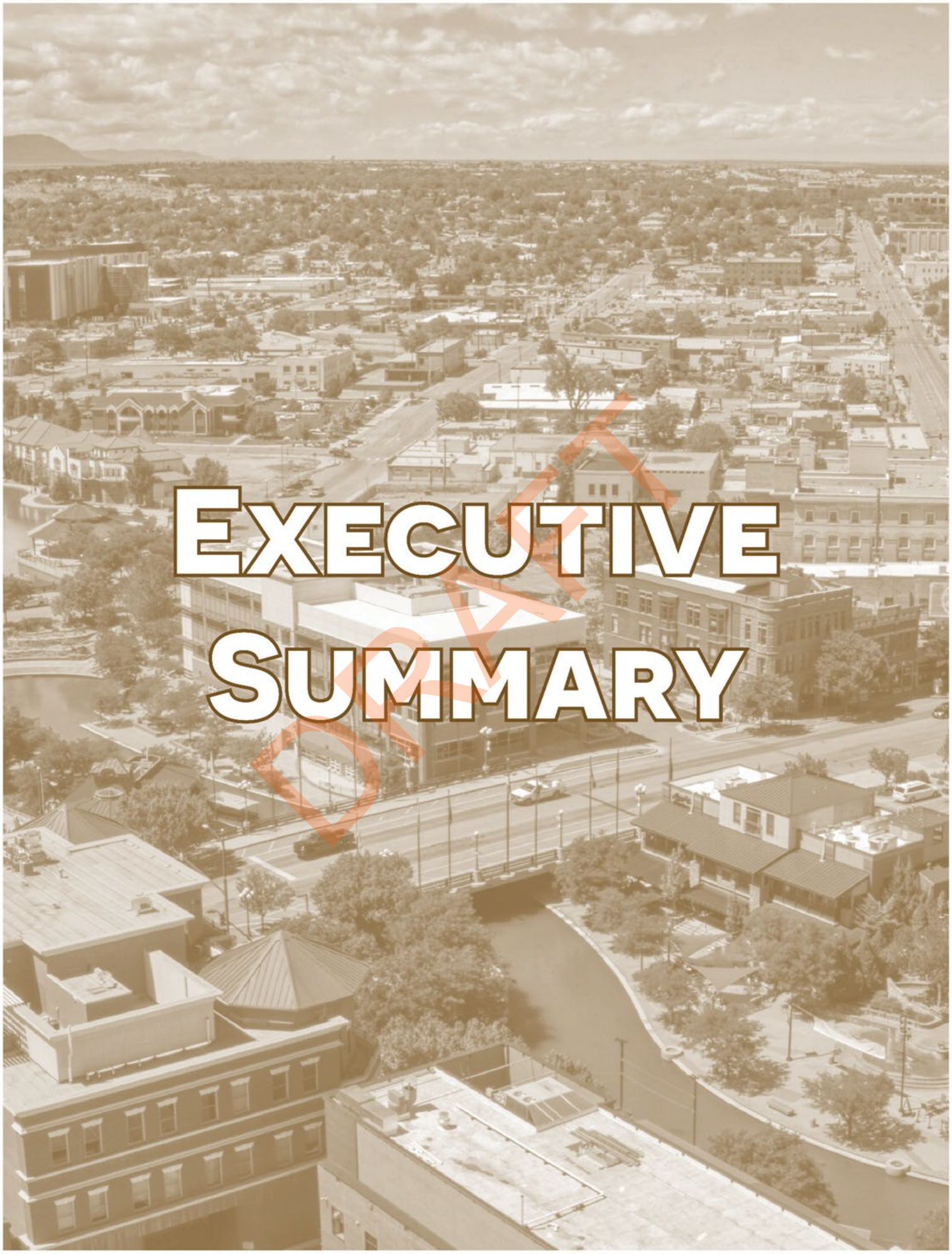
PACOG Bicycle Pedestrian MASTER PLAN

PUEBLO AREA COUNCIL OF GOVERNMENTS | BOHANNAN HUSTON, INC.

PACOG

BICYCLE + PEDESTRIAN MASTER PLAN

Contents



Executive Summary

Executive Summary

Introduction

The Pueblo region has a favorable climate for walking and biking through most of the year, a large existing network of on-street bicycle facilities and multi-use trails, and an active community of organized rides and events, including Bike to Work Day, the Bike Commuter Cup Challenge, and group rides supported by organizations such as Pueblo Active Community Environments (PACE). Despite this activity, walking and biking represent a relatively small share of commute trips in the region. According to the American Community Survey, approximately 0.2 percent of Pueblo County commuters travel by bicycle and 1 percent travel on foot.

The Pueblo Area Council of Governments (PACOG) adopted its first regional bicycle and pedestrian plan in 2020. This update builds on that plan with an expanded technical analysis and a refined set of recommendations for the region's bicycle and pedestrian network. This Bicycle and Pedestrian Master Plan (BPMP) covers approximately 347 square miles, including the City of Pueblo, the Pueblo West Metropolitan District, and surrounding unincorporated communities within Pueblo County.

The BPMP builds on the region's existing strengths while addressing barriers to walking and biking. It updates the analysis of the bicycle and pedestrian network and provides recommendations and implementation strategies to advance a connected, low-stress network for people of all ages and abilities.

Bicycle and Master Plan Vision

The Pueblo Area Council of Governments will support a safe, connected, accessible, convenient, and well-maintained bikeway, sidewalk, and trail system that links neighborhoods, schools, trails, transit stops, and commercial and employment centers across the region, closing the gaps left by the river, railroad, and interstate so that residents and visitors of all ages and abilities can choose walking, biking, or rolling with confidence for everyday transportation and enjoyment of Pueblo's built and natural environments.

Progress Since the 2020 Plan

PACOG adopted its first regional bicycle and pedestrian plan in 2020. Since then, PACOG and its member agencies have made substantial progress on active transportation and safety initiatives, including building the Medal of Honor Boulevard Trail, expanding the Riverwalk, completing new trails in Pueblo West, adding bicycle racks on Pueblo Transit buses, developing a Comprehensive Safety Action Plan, and building Safe Routes to School improvements at Haaf Elementary School.

This update expands the plan's analysis to include a Level of Traffic Stress rating for the bicycle network, a pedestrian latent demand model, a five-year review of crash data, and an extensive public engagement process.

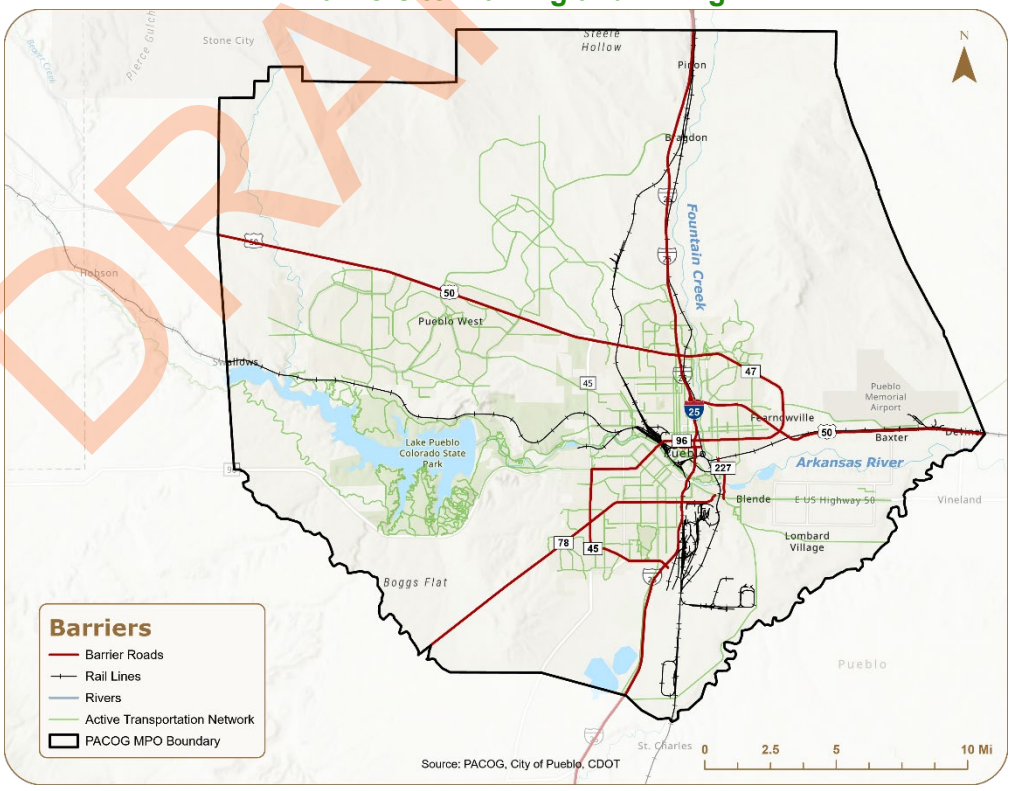
Analysis Approach

The Gaps and Barriers Assessment evaluates the active transportation network through the lenses of comfort, safety, and connectivity, drawing on an assessment of physical barriers, a bicycle Level of Traffic Stress (LTS) analysis, a pedestrian latent demand model, and an assessment of bicycle and pedestrian crashes.

Barriers Assessment

The assessment identifies Interstate 25, Fountain Creek, the Arkansas River, and the BNSF rail corridor as significant physical barriers, along with additional constraints along Pueblo Boulevard, Northern Avenue, and US 50. Low-stress crossings of these corridors are limited, which restricts connections between neighborhoods, destinations, and the regional trail system.

Barriers to Walking and Biking

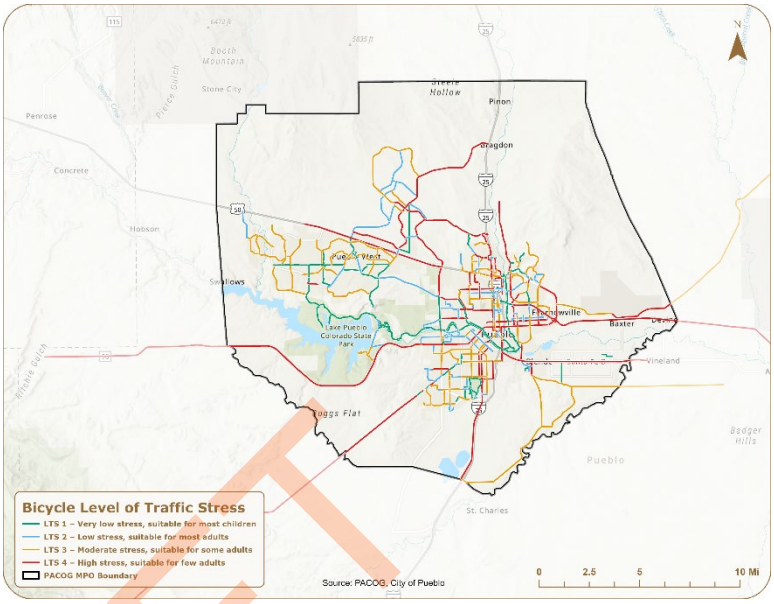


Note: Larger maps are available in the Gaps and Barriers Assessment chapter and Appendix A.

Level of Traffic Stress

The analysis rated every facility in the bicycle network on a scale of 1 (very low stress) to 4 (high stress), based on the type of bicycle facility present and the roadway's functional classification. Only 28 percent of the network is rated LTS 1 or 2, representing lower-stress conditions that are generally more comfortable for a broader range of people bicycling; the remaining 72 percent is rated LTS 3 or 4.

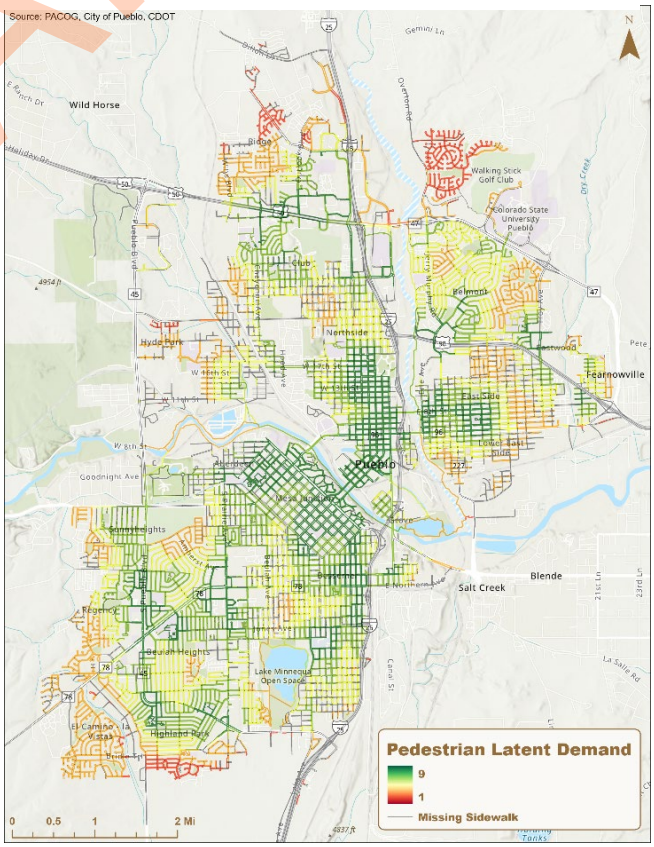
Level of Traffic Stress



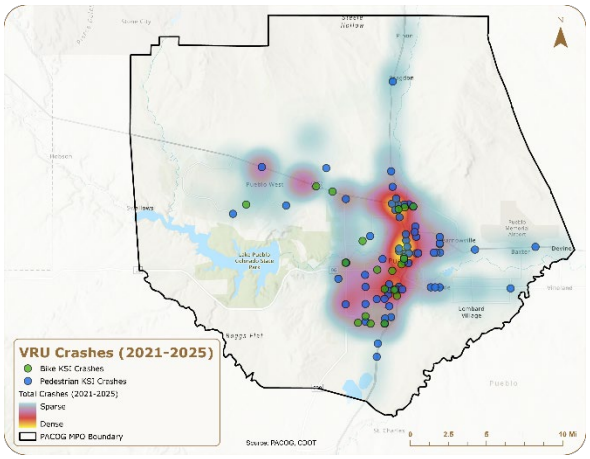
Pedestrian Latent Demand

A pedestrian latent demand model was developed using a GIS-based suitability analysis that considered population density, employment, schools, transit stops, parks, community destinations, and other factors associated with pedestrian activity. The analysis identifies areas with comparatively higher potential for pedestrian activity, which is used alongside available sidewalk data to screen for gaps in the pedestrian network. The highest and most continuous concentrations of latent demand occur within the urbanized Pueblo area, with additional concentrations in Pueblo West and other activity centers.

Pedestrian Latent Demand



Vulnerable Road User Crashes



Safety Assessment

The plan reviewed five years of crash data, from 2021 to 2025, to identify locations and conditions associated with crashes resulting in a fatality or serious injury. People walking and bicycling represent a small share of all crashes in the region, but crashes tend to be more severe, with 80 pedestrian crashes and 19 bicycle crashes that resulted in a fatality or serious injury.

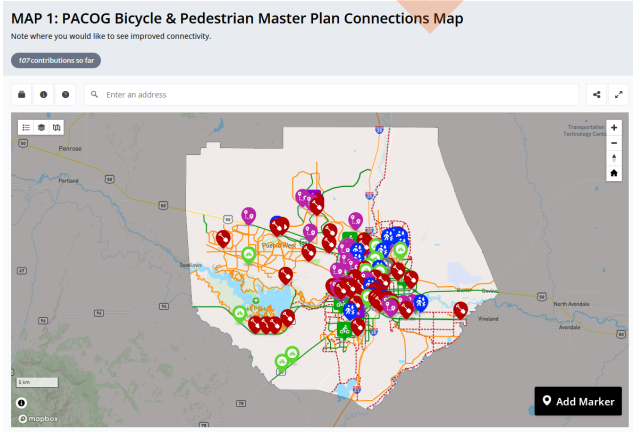
Public Engagement Findings

The plan's public engagement process included an online survey, an interactive comment map, and a bicycle audit workshop. Across these engagement activities, connectivity and safety emerged as consistent priorities for the plan.

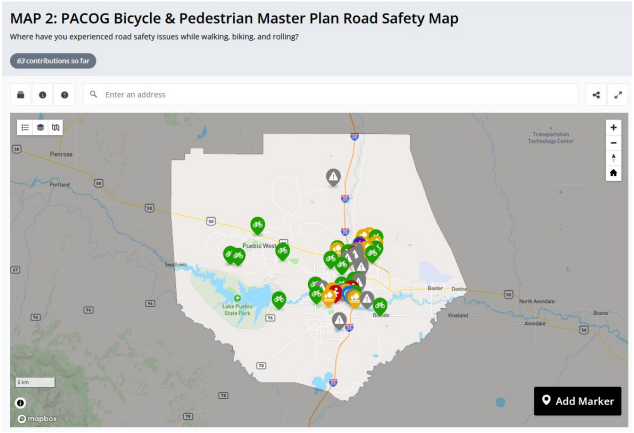
Interactive Comment Map

The interactive comment map received 160 submissions addressing several recurring themes: requests to enhance existing facilities, connectivity gaps at major barriers, new potential facilities, sidewalk gaps in residential areas and along highway corridors, intersection and crosswalk safety concerns, and accessibility issues.

Interactive Map Comments — Connections and Road Safety



Map 1 — Connections (107 contributions)

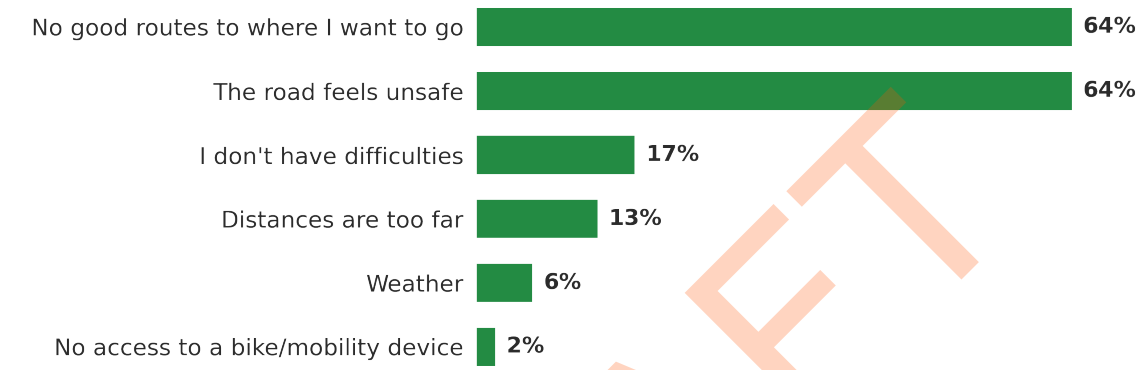


Map 2 — Road Safety (67 contributions)

Survey Findings

When asked what keeps them from walking, biking, or rolling more often, 64 percent of online survey respondents cited feeling unsafe on the road, and an equal share cited a lack of routes connecting them to where they need to go. Trails, sidewalks, and bike lanes separated from vehicle traffic were the improvement most frequently cited as likely to encourage more walking and biking.

Figure 1: Online Survey Responses – Barriers to Active Transportation



Participants could choose up to three responses

Bicycle Audit Workshop

A bicycle audit workshop brought together stakeholders, advocates, and community members to evaluate conditions along key corridors and discuss implementation and funding strategies for the plan's recommendations. Workshop participants raised the possibility of establishing a regional transportation authority as a dedicated funding source for transportation improvements, an idea discussed further in the Policy Recommendations and Implementation and Funding sections of this summary.

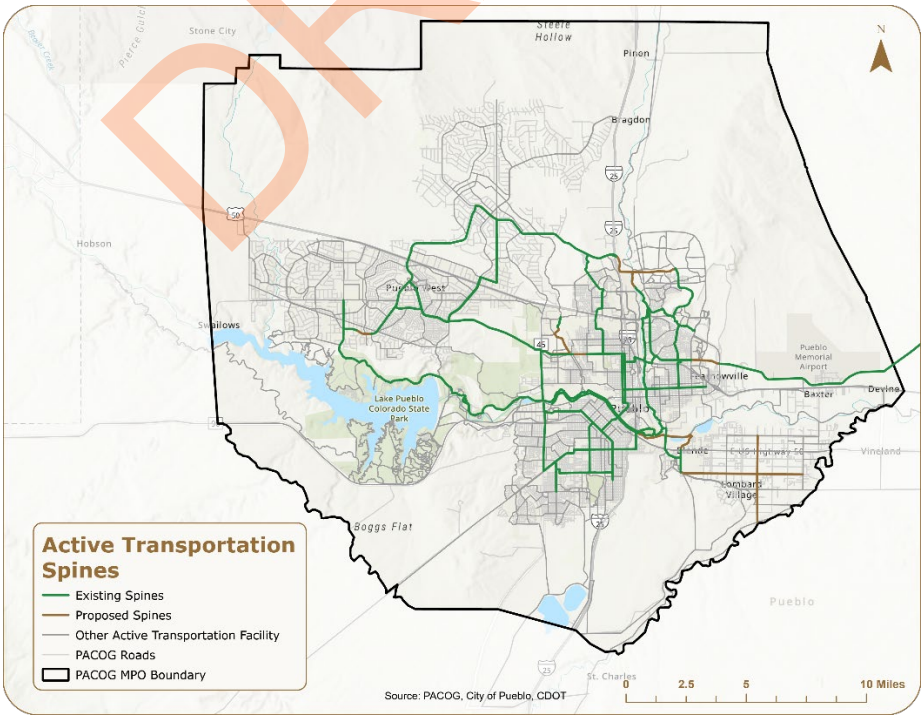
ACTIVE TRANSPORTATION SPINES

The BPMP designated active transportation spines, which form the backbone of the bicycle and pedestrian network. These corridors connect Pueblo's neighborhoods to its major destinations, including schools, hospitals, colleges, downtown, and the fairgrounds, and were selected in part for their ability to cross the barriers identified in the Gaps and Barriers Assessment.

Recommendations are focused on these set of priority corridors. Improvements to each spine are intended to create more consistent, low-stress conditions through bicycle facilities, continuous sidewalks, improved crossings, safe signals, and wayfinding signage. Depending on roadway conditions, recommended treatments include:

- Converting low-volume residential streets to bicycle boulevards using traffic calming and signage
- Narrowing travel lanes to add bicycle lanes
- Evaluating road diets on corridors identified as potential candidates
- Constructing sidewalk trails along corridors with available right-of-way, particularly in areas of new development
- Constructing new spine connectors to close network gaps.

Active Transportation Spines



Crossings and Intersections

Because spines are selected in part for their ability to cross Pueblo's major barriers, the plan identifies potential crossing and intersection treatments along these corridors, including protected crossings where bicycle boulevards meet higher-volume streets, signal improvements along the spine network, and access-controlled crossings where new sidewalk trails cross roadways.

Additional Infrastructure Recommendations

Beyond the priority spine network, the plan recommends a long-range network map the region can build toward over time, incremental upgrades to the remaining higher-stress bicycle facilities as streets are repaved and restriped, a continued spot improvement program for sidewalk and curb ramp repairs, and coordination with the recommendations in the region's Comprehensive Safety Action Plan.

Policy Recommendations

Infrastructure improvements alone will not achieve the plan's goals. The plan includes 32 policy recommendations across education, encouragement, enforcement, engineering, and evaluation categories. Some of the recommendations identified as high priority include:

- Complete Streets policy: requires that repaving and restriping projects consider people walking and biking, allowing routine maintenance to improve the network over time.
- ADA Transition Plan: catalogs and prioritizes accessibility barriers, including missing curb ramps and inaccessible crosswalk push buttons.
- Updated streetscape design standards: incorporates active transportation into the design of future development.

Implementation and Funding

The recommendations in this plan can be implemented through three mechanisms: as a requirement of new development and subdivisions, as part of scheduled street repaving and restriping, and as stand-alone projects funded through grants and local capital budgets. Many corridors will rely on a combination of these mechanisms.

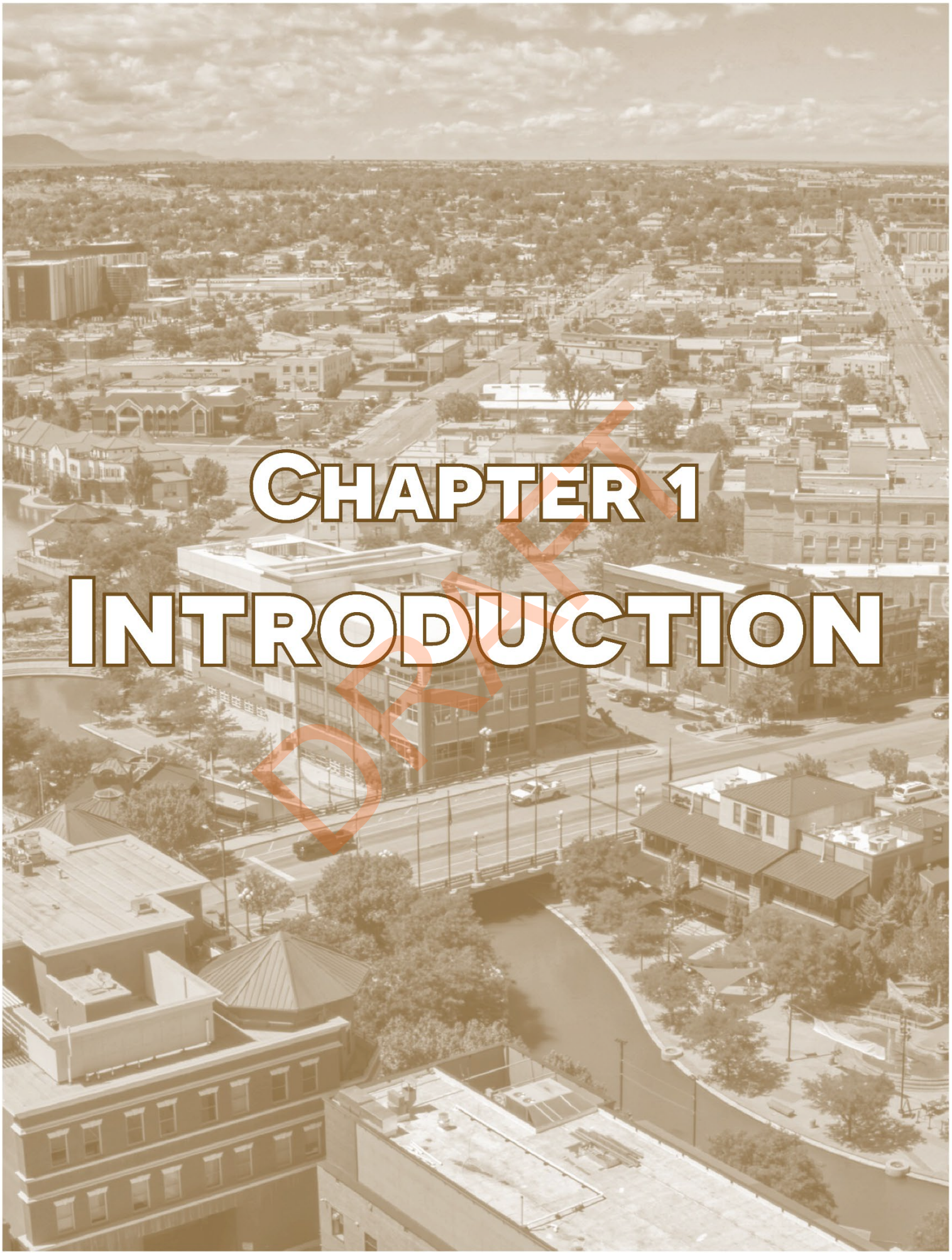
Spine corridors are prioritized for improvements based on safety, pedestrian latent demand, equity, pavement condition, cost, and feasibility. The priority spine corridors are:

- Grand Avenue
- 8th Street
- Hollywood Drive
- Constitution Road Extension (concurrent with development)
- Colorado Avenue
- Mesa Avenue
- Santa Fe Avenue (Mesa Avenue to Santa Fe Drive)
- Bonforte Boulevard
- Orman Avenue
- Beulah Avenue and Polk Street

Funding sources include local maintenance and capital budgets, state and federal grant programs such as Safe Routes to School and trail grants, and development requirements that can deliver facilities as part of private development. A regional transportation authority, if approved by voters, could provide a dedicated, ongoing revenue source and improve the region's competitiveness for grants that require a local match.

Conclusion

PACOG's vision for active transportation is an accessible, safe, well-maintained, and connected system that provides residents and visitors with viable transportation and recreation options. The plan provides analysis, recommendations, and implementation strategy to advance that vision, focusing investment on corridors, crossings, and policies that can improve connectivity and safety throughout the region.



Chapter 1
Introduction

Introduction

The Pueblo, Colorado region is a hub for southern Colorado's Front Range, providing outdoor recreation opportunities, higher education institutions, and a striking downtown. As Pueblo's population grows, so does the demand for diverse, multimodal transportation options. While automobile travel is the primary form of transportation, Pueblo is ideally positioned to become a national leader in active transportation because of its climate, outdoor recreation ethos, active population, and supportive demographic makeup. Focusing on improving physical bicycling and walking conditions while simultaneously educating and encouraging residents to utilize active transportation will support the transition from automobile-dominated transport to more sustainable, healthy, and affordable modes.

Purpose

The Pueblo Area Council of Governments (PACOG) 2026 Bicycle and Pedestrian Master Plan (BPMP) provides a roadmap for the region to create safe, enjoyable, practical, and accessible active transportation network for residents of all ages and ability levels. The plan:

- Updates the 2020 BPMP to include additional analysis, integrate new national design guidance, and refine recommendations.
- Engages the public on the region's vision for the future of active transportation and opportunities for improvement.
- Inventories the current active transportation network and identifies major destinations and spines.
- Identifies gaps in the active transportation network and the primary barriers to creating a complete system.
- Recommends new facilities, improvements to existing facilities, and policy/programming actions that PACOG and local governments can take to create a supportive active transportation culture.

All Ages and Abilities Facilities

The Pueblo Region is building an active transportation network accessible to everyone, from children to seniors, including people with disabilities and varying levels of cycling experience. This requires going beyond standard bike lanes and sidewalks to design safe, comfortable facilities that separate people from traffic, slow vehicle speeds, and offer intuitive connections.

Progress From 2020 – 2026

Since PACOG adopted the 2020 Bicycle and Pedestrian master Plan, the region has added new trail mileage, built active transportation into major roadway projects, and put in place a stronger policy foundation for future investment. The following summarizes the most significant infrastructure and policy achievements completed or advanced since the last plan.

New Trails and Connections

Several projects have added new mileage and connections to the region's active transportation network since 2020:

- Medal of Honor Boulevard, a four-lane roadway connecting west Pueblo to Pueblo West, opened to traffic in April 2026. The corridor's parallel multi-use trail has been built but is not yet paved, providing a critical connection between Pueblo and Pueblo west.
- The I-25/US 50B interchange reconstruction, a diverging diamond interchange designed to relieve congestion and improve safety, is under construction with completion expected in early summer 2027. The redesign includes dedicated bicycle and pedestrian crossings, which will provide connectivity across I-25 and Fountain Creek.
- Riverwalk Phase IV, a channel extension along the Arkansas River in downtown Pueblo, opened in 2025, extending the Riverwalk's trail and public space further through the city center.
- Pueblo West has continued to expand its trail system, including a new paved trail connecting Purcell Boulevard at Hahns Peak Avenue to Liberty Point at Lake Pueblo, along with extending the Joe Martinez trail.
- Pueblo West completed Phase 1 of its Civic Center Park trail.

Planning and Policy Achievements

Alongside new infrastructure, PACOG and its partner agencies have advanced a substantial set of policy and programming initiatives organized around the five Es of active transportation planning: education, encouragement, enforcement, engineering, and evaluation.

Under education, the region has advertised active transportation; built a library of safety videos, including a roundabout safety campaign; hosted hands-on programming such as a free bicycle repair workshop; developed wayfinding and signage themes now visible along the Arkansas River Trail and at Waterworks Park; and published community guides on roadway safety and countermeasures for pedestrians and cyclists.

Under encouragement, partner agencies and nonprofits have published maps of available facilities, expanded programs encouraging walking and biking to school, supported regional cycling teams and public health initiatives such as Communities that Care, added bike racks to public buses, and organized Bike to Work Day.

Under engineering, the region performed safety audits; conducted condition and inventory assessments of bicycle and pedestrian facilities; and began a regional rollout of Safe Routes to School programming, starting with Haaf Elementary School.

A significant policy achievement since the last plan was the completion of the Pueblo Area Comprehensive Safety Action Plan (CSAP) in 2025. The plan gives the region a data-driven foundation for future project selection and strengthens PACOG's position to compete for federal and state infrastructure funding.

Benefits of Active Transportation

- Health: Walking and biking integrates physical activity into day-to-day life and has positive community health outcomes.
- Affordability: Active transportation is an affordable way of getting around and is essential for people who cannot afford to own a car.
- Supporting Local Businesses: People traveling on foot or by bike are more likely to stop and shop at local businesses.
- Safety: Active transportation modes pose less risk to other travelers than driving, creating a safer transportation network.
- Quality of Life: Walking and biking encourages outdoor activities, lowers noise and air pollution, and can help ease traffic and parking issues. Quality of life improvements can also contribute to economic development by attracting new residents, students, and workers to the area.
- Transportation Choices: Active transportation provides options other than driving for travel around Portales, which is especially critical for people who cannot drive, such as youth, seniors, and people with certain mobility issues.
- Fun: Walking and biking are enjoyable ways of getting around for both children and adults.
- Building Community: Walking and biking fosters casual interactions and a sense of connection among neighbors.

Vision and Goals

The BPMP's vision and goals were adapted from previous plan goals and confirmed through public engagement.

Vision

The Pueblo Area Council of Governments (PACOG) will support a safe, connected, accessible, convenient, and well-maintained bikeway, sidewalk, and trail system that links neighborhoods, schools, trails, transit stops, and commercial and employment centers across the region, closing the gaps left by the river, railroad, and interstate so that residents and visitors of all ages and abilities can choose walking, biking, or rolling with confidence for everyday transportation and enjoyment of Pueblo's built and natural environments.

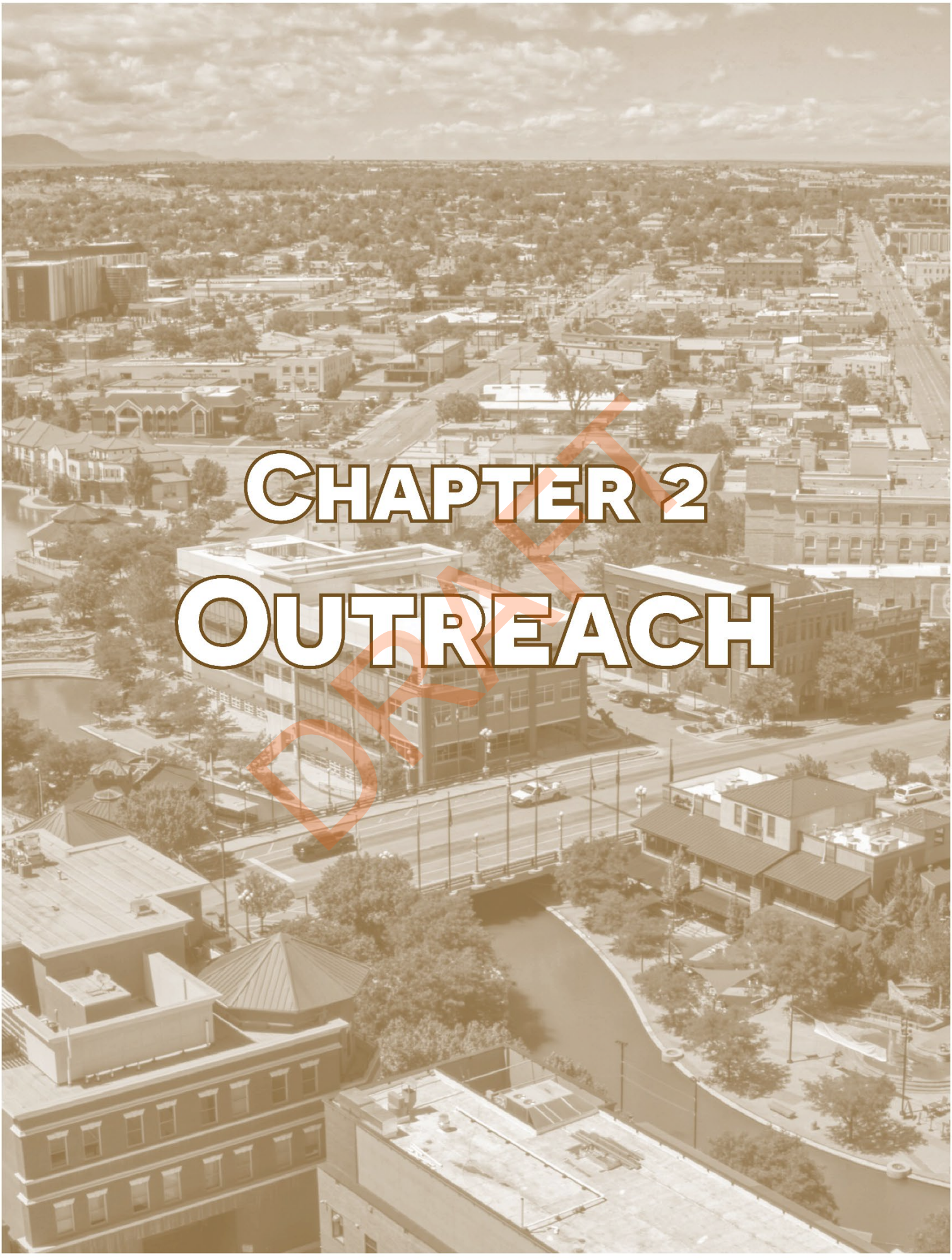
Goals

1. Connectivity: Build a continuous network of walking and biking facilities that link where people live to key destinations like schools, transit, and employment centers.
2. Safety: Protect all road users by designing infrastructure that reduces conflicts between modes, lowers vehicle speeds, and aims for zero traffic-related fatalities and serious injuries.
3. Preservation and Maintenance: Protect public investments through proactive upkeep, timely repairs, and routine clearing of paths to ensure the network remains safe and usable year-round.
4. Accessibility: Ensure the transportation network is inclusive and intuitive, allowing people of all ages and abilities to travel using active modes.
5. Public Health and Recreation: Promote active lifestyles and improve community well-being by providing safe, inviting spaces for daily exercise, outdoor recreation, and play.
6. Infrastructure Resilience and Reliability: Ensure the network remains safe and dependable by designing facilities that withstand extreme weather events and long-term environmental shifts.
7. Local Economy and Tourism: Boost the local economy and increase tourism by creating walkable and bikeable areas, as people traveling by foot or bicycle are more likely to stop, shop, and spend money at local businesses.

Plan Overview

Table 1: Plan Contents

Chapter	Contents
Introduction	Provides an overview of the plan, outlines the purpose of the document, and describes the plan's vision and goals.
Outreach	Summarizes the outreach conducted for the plan.
Planning and Policy Context	Establishes the planning and policy context for the plan and connects the plan to other planning efforts in the region.
Current Active Transportation Network	Describes existing facilities and assets
Gaps and Barriers	Analyzes the safety and comfort of the existing network, identifies network spines, discusses barriers and gaps in the active transportation network, and identifies areas with latent demand for active transportation.
Recommendations	Recommends new bicycle and pedestrian facilities, improvements to existing facilities, locations for crossing improvements, and programs and policies to support active transportation.
Implementation	Describes priority projects for implementation and provides guidance for obtaining funding.
Appendix A: Maps	Large-scale versions of network and analysis maps.
Appendix B: Outreach Materials	Provides detailed information on outreach and public comments.
Appendix C: Bicycle and Pedestrian Infrastructure Toolkit	Describes infrastructure treatments and design guidance for building active transportation infrastructure.
Appendix D: Spine Recommendations and Priorities	Detailed spine recommendations in priority order.
Appendix E: High Stress Bike Facilities	List of on-street bicycle facilities ranked Level of Traffic Stress 3 and 4.



Chapter 2
Outreach

Public Engagement

Public input shaped this plan through three complementary efforts, each reaching a different audience and capturing a different kind of information. An interactive online map collected 160 location-specific comments identifying barriers, gaps, hazards, and opportunities across the region. An online survey gathered 53 responses on goals, barriers, and community vision, and was paired with in-person activity boards at a locally organized community block party. A bicycle audit and workshop brought 18 residents out to ride through the Mesa Junction and Bessemer neighborhoods, rating the comfortableness of the facilities along the route and then identifying the programs, policies, and projects that would improve conditions across the network.

Seven themes recurred across all three formats and form the foundation for the recommendations in this plan.

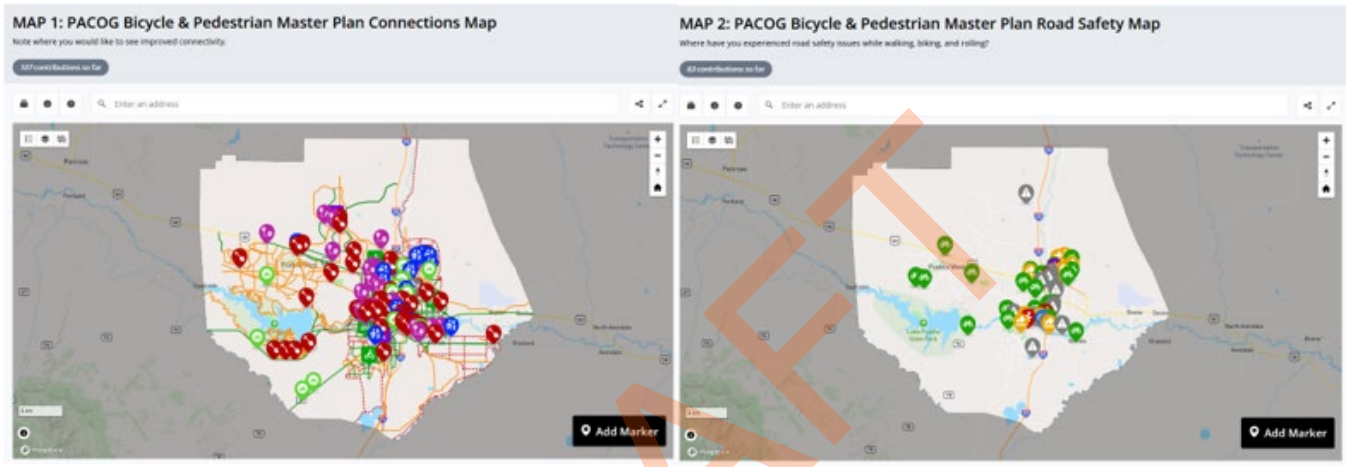
- **Safety is the dominant barrier, and paint alone does not resolve it.** Feeling unsafe on the road was commonly identified both by the survey and the activity boards. On the audit, no segment ridden — including segments that already have bike lanes — reached the upper half of a ten-point comfort scale. Residents consistently asked for physical separation rather than additional striping.
- **Physical barriers divide the network.** US 50, I-25, the BNSF rail yard, the Arkansas River, and Fountain Creek make otherwise short trips impractical. Connectivity ranked as the highest-priority goal in the survey, and requests for safer crossings appeared in every format.
- **Residents favor fewer, higher-quality corridors over broad, thin coverage.** Audit participants said so explicitly, and the same preference shows up in the spine network priorities and in survey comments favoring off-street and protected facilities.
- **The river trail system is both the region's signature asset and its most pressing enforcement and management challenge.** The Arkansas River and Fountain Creek trails drew consistent praise and, at the same time, the most persistent concerns: encampments along the corridor, unauthorized use of illegal motor vehicles, and conflicts among trail users.
- **Maintenance and basic condition matter as much as new construction.** Sweeping lanes, repairing pavement, clearing vegetation, lighting underpasses, and completing sidewalks were raised frequently, along with ADA deficiencies such as missing curb ramps and inaccessible crossing buttons.
- **Secure bicycle parking is a recurring unmet need.** It appeared as an issue in survey write-ins, in workshop policy and project ideas, and in the logistics of the audit event itself.
- **Culture and behavior change are important components of the active transportation environment.** Driver awareness ranked near the top on the activity boards as a deterrent to biking, and workshop participants consistently paired physical improvements with education, enforcement, and programming.

The sections that follow present the results of each effort in detail. The complete survey questionnaire and full set of responses can be referenced in **Appendix B**.

Interactive Map

Pueblo area residents made 160 comments on the project's interactive maps. Comments requested improvements to existing facilities, suggested new facilities, outlined ADA, crosswalk, and sidewalk gap issues, identified recreational opportunities, and described systemic and maintenance improvements to the network as a whole.

Figure 2: interactive Map Comments — Connections and Road



Map 1 – Connections (107 contributions)

Map 2 – Road Safety (67 contributions)

Barriers and Connectivity Gaps

- Systemic fractures: US 50, I-25, and Fountain Creek act as major barriers dividing the network. Biking into the Dillon commercial area, or connecting Pueblo West and Westside Pueblo to Pueblo proper, remains highly restrictive.
- Bridge and crossing constraints: Widening and safety improvements are needed at major pinch points including the 8th St Bridge, the La Crosse Ave. Bridge River crossing, and the Bonforte Blvd. bridge over US 47.
- Highway and river integration: New bridges (US 50, the Arkansas River rail bridge) should incorporate multimodal infrastructure, and safe east/west paths are needed along major highway corridors.
- Urban trail connections: Formalizing informal paths and filling network gaps would connect neighborhoods, schools, the Park West medical complex, and the Runyon Complex directly to the main trail systems.
- Pueblo West: Support for completing the missing trail segments between McCulloch Blvd, Nichols Rd, and Sweetwater.

Existing Facilities and Maintenance

- Bicycle lane safety and signage: Existing lanes on 29th St, Purcell, Union, and Santa Fe near I-25 require better delineation, wider dimensions, and clearer warning where lanes terminate. Commenters also noted that wide, low-volume streets could be leveraged for city-wide striping.
- Stressful corridors: Dillon, Abriendo, and Bonforte were highlighted as high-stress corridors with low perceived safety and frequent near-misses.
- Basic upkeep: Sweeping bike lanes, cleaning and lighting underpasses, clearing overgrown vegetation, and maintaining overpasses were mentioned frequently.
- Surface hazards: Heaving concrete on the river trails, rough road surfaces on designated bike routes, and a hazardous drop-off at the Riverside Drive access point.

Sidewalks, Crossings, and Accessibility

- Sidewalk gaps and condition: Missing sidewalks were identified on Walking Stick Blvd, Carl Sitter, Purcell Blvd, Morris Ave, Small Ave, and Everett Rd, and on high-speed corridors including US 47 and the US 47 bridge over Fountain Creek. Several existing sidewalks were described as poorly maintained or obstructed.
- Intersections and crosswalks: Difficult crossings along US 50 at McCulloch, Morris, and Elizabeth; a need for improved crossings at pedestrian generators throughout the area; and RRFBs or similar treatments where trails meet busy roads, such as Purcell/Platteville on the SDS trail.
- ADA improvements: Upgrades identified at parks near Barkman Library, the Dutch Clark Stadium connection, and Waterworks Park, along with inaccessible crosswalk buttons at Spaulding/McCulloch, rough dirt walking paths at Walking Stick Golf Course, and missing curb ramps at Tyler/Orman and Thatcher Ave.

Recreation, Amenities, and Proposed Projects

- Park optimizations: Improved internal trails and added shade at Lake Minnequa and City Park, and eliminating vehicular traffic in Mineral Palace Park.
- Off-road cycling: Dedicated single-track, mountain biking trails, and bike parks along the river corridor, Runyon Lake, and Big Hill Open Space.
- Amenities and regional scope: Expanded bike parking downtown, improved river trail wayfinding, and long-distance regional pathways such as a Pueblo-to-Beulah trail along CO 78.

- Support for proposed projects: Public support exists for the Bessemer Trail, Medal of Honor trail paving, the 24th St bridge and downtown connection, and bridge extensions over the Arkansas River and rail lines.
- Trail conflicts and safety: Comments noted anxieties about stray dogs and unhoused populations along Fountain Creek, alongside growing conflicts between pedestrians, fast cyclists, and motorized e-bikes and motorcycles.

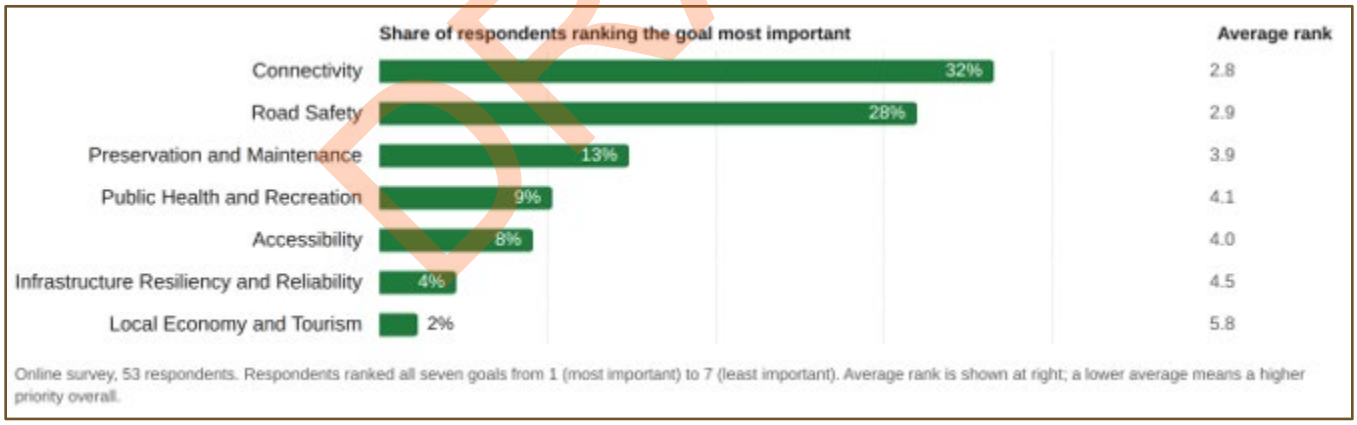
Survey

Public input for the survey came from an online questionnaire open from late April to late June 2026, which received 53 responses, and from an in-person activity board tabling event on April 28 at the P.L.A.C.E. (People Learning About Community Environments) community block party, where participants placed sticky dots to indicate their preferences. The activity boards covered two of the survey questions, allowing direct comparison between online and in-person input. The complete questionnaire and full set of responses can be referenced in the appendix.

What Goals Matter Most for the Plan?

Respondents ranked seven possible goals from most to least important. Connectivity and Road Safety emerged as the clear top priorities, each placed first by roughly three in ten respondents. Local Economy and Tourism ranked lowest, named the top priority by less than 2 percent.

Figure 3: Online Survey Responses — Goal Ranking



In an open-ended follow-up, 33 respondents offered additional goals. The most common theme was personal safety on existing trails, with numerous respondents describing unsafe encounters with homeless encampments, unsanctioned motorized dirt bike and e-moto use on shared paths, and a desire for more enforcement and trail patrols. A second major theme was closing connectivity gaps, particularly safe crossings of the Arkansas River, the rail yard, and I-25, and better links between the City of Pueblo and Pueblo West. Respondents also raised connecting trails to public transit, preserving natural areas, and prioritizing off-street protected facilities over on-street painted bike lanes.

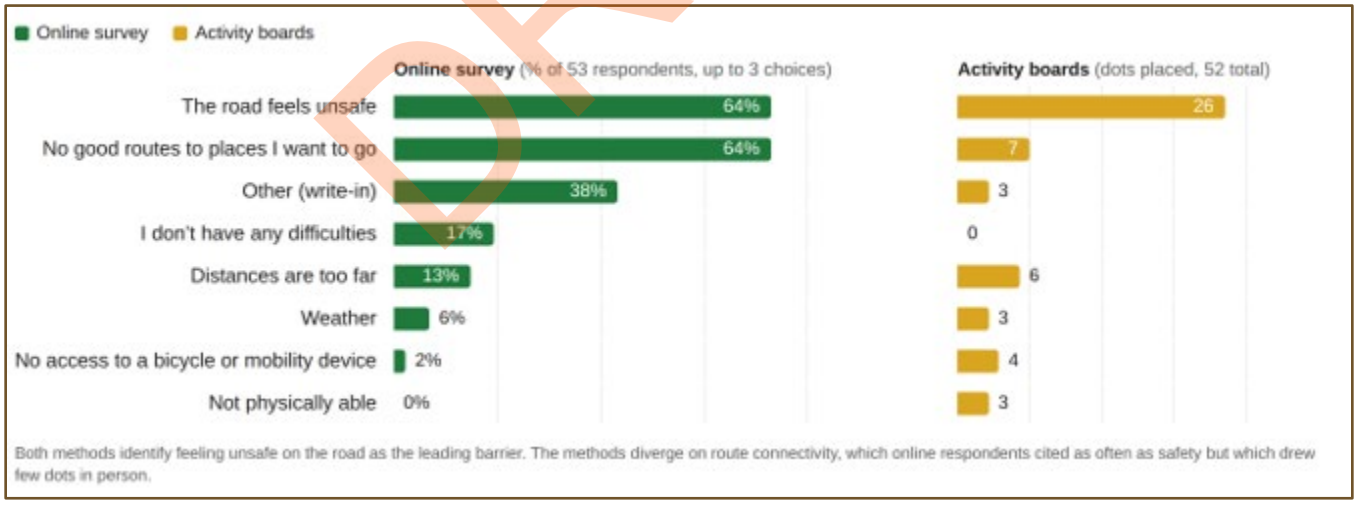
What Is the Community's Vision for Active Transportation?

Thirty-eight respondents described their vision for the future of active transportation in the region. Many envisioned Pueblo building on the Arkansas River and Fountain Creek trail by completing cross-town connections and closing gaps near the river, the railroad, and the interstate. A health and economic development theme was also common, with respondents describing the potential for a stronger bike culture to generate physical and mental health benefits and serve as an economic and tourism driver. Others emphasized integrating active transportation with public transit, expanding safe separated infrastructure so that all ages and abilities feel comfortable, and addressing the perception that Pueblo's streets are not currently safe for cyclists and pedestrians.

What Difficulties Keep People from Using Active Transportation More Often?

Both the online survey and the in-person activity boards asked what keeps community members from biking, walking, or rolling more often. Feeling unsafe on the road was the dominant concern in both formats. The methods diverged on the second most common issue: online respondents frequently cited a lack of routes connecting them to where they want to go, while activity board participants placed relatively few dots on that option.

Figure 4 Barriers to Active Transportation — Survey and Activity Boards



Among the 20 online write-in responses, the most frequent themes were a lack of secure, designated bike parking; sidewalks that abruptly end or are in poor repair; unsafe conditions related to homeless encampments along trails, particularly under the 4th Street and 8th Street Fountain Creek bridges; and conflicts with dirt bikes and other motorized users on the Pueblo West trail system. A smaller number cited distracted drivers and roads with narrow shoulders relative to traffic speeds and volumes.

What Would Encourage People to Use Active Transportation More?

Both methods point to the same top priority: trails, sidewalks, or separated bike lanes that provide separation from car traffic. Beyond that, the two audiences diverged — online respondents placed more emphasis on continuous routes, while activity board participants gave relatively more weight to driver awareness and to better lighting.

Figure 5: Encouragements for Active Transportation — Survey and Activity Boards

Online write-in responses to this question most often called for stronger traffic enforcement, increased security along trails, and more secure bike parking, including bike lockers near destinations.

Additional Comments and Respondent Profile

A final open-ended question drew comments from 32 respondents (60 percent), several echoing earlier themes. Many praised the existing river trail system as a regional asset and potential driver of tourism and economic development while describing significant safety concerns tied to encampments and unauthorized motorized vehicle use. A recurring infrastructure theme was the need for safer crossings of major barriers — US 50, the I-25/Highway 50 interchange, and the BNSF rail yard. Multiple respondents called for protected, off-street facilities rather than painted lanes. A smaller number expressed the opposing view that Pueblo's existing infrastructure is adequate and that funding would be better spent on enforcement and education than new construction. Several asked for stronger connections between the City of Pueblo and Pueblo West, whose trail network was repeatedly cited as a model for the region.

Respondents were distributed across the Pueblo area, with the greatest representation from zip code 81001 (11 respondents), followed by 81007 (10), 81003 and 81004 (9 each), 81005 and 81008 (5 each), 81006 (2), and 81019 (1).

Bicycle Audit and Workshop

On Saturday, July 11, 2026, the project team hosted a combined bicycle audit and workshop on Pueblo's south side, pairing a guided group ride through the Mesa Junction and Bessemer neighborhoods with a facilitated workshop. Eighteen community members took part. The format was intended to capture a different kind of input than the map and survey: rather than recalling conditions from memory, participants rated their comfort in real time, at the location being discussed, alongside other riders reacting to the same conditions.

Event Description

The route was designed around three constraints: a total event length of no more than three hours, an early start to avoid summer heat and heavier traffic, and a grade profile accessible to riders of all abilities. The resulting seven-mile route included stops at Pueblo Community College, Lake Minnequa Park, and the intersection of Spruce Street and Mesa Avenue. The event was promoted through printed materials at Pueblo Community College, the Rawlings and Lamb Branch libraries, local coffee shops, RMSER, and NeighborWorks, and digitally through PACOG, PACE, and City of Pueblo social media.

The ride lasted 1.5 hours with a quick break before the workshop, which was divided into two activities: a facilitated discussion in which participants recorded ideas under the three P's of programs, policies, and projects, and an exercise marking priorities on large, printed boards showing the draft spine network.

Who Participated?

Eighteen people attended the event, not including the project team. Nearly half currently live or have previously lived in Mesa Junction or its surrounding neighborhoods, so much of the feedback reflects direct familiarity with the corridors ridden. Local organizations represented included Southern Colorado Trail Builders, PACE, Pueblo Bike Riders, the Green Chile Bike Bank, and Grassroots Gravel. Additionally, staff from City of Pueblo Public Works, Pueblo County Parks and Recreation, and CDOT were present, as well as one City of Pueblo City Councilor. Asked to describe themselves using a standard cyclist typology, 36.8 percent identified as enthused and confident, 10.5 percent as interested but concerned, and 52.6 percent as "strong and fearless"

Attendance skewed male (77.8 percent) and middle-aged, with 33.3 percent each in the 35–44 and 45–54 brackets. By ethnic background, 82.4 percent identified as White or Caucasian and 17.6 percent as Hispanic or Latino. Relative to the population of the Pueblo region, younger and Hispanic or Latino residents were underrepresented; homeless shelters, workforce centers, and the Green Chile Bike Bank have been identified as additional outreach points to broaden participation at future events.

Feedback from the Bicycle Audit

At each stop, participants rated the comfort of the segment they had just ridden on a scale of one to ten, where one meant very uncomfortable and not something they would recommend to another rider, and ten meant comfortable enough to allow a child to ride the segment independently.

Figure 6: Reported Comfort Ratings by Route Segment

Table 2: Conditions Affecting Comfort, as Reported During Ride

What increased comfort	What reduced comfort
• Lower traffic volumes, particularly along Evans • Quiet neighborhood streets, low speeds, traffic calming • Direct connections to commercial destinations, transit, and trails • Painted lanes, which raised driver awareness even where imperfect	• High-speed traffic and unprotected left turns • Narrow roadways and narrow bike lanes • Door-zone conflicts and vehicles parked in the bike lane • Frequent driveways and intersections • Poor pavement; buses sharing limited roadway width • Paint-only lanes; obstacles narrowing usable width

The consistent message was that comfort depends on more than the presence of a painted bike lane. Participants generally supported prioritizing a connected network of high-quality corridors comfortable for riders of all ages and abilities — the "8-to-80" concept — and indicated they would not feel comfortable allowing a child to ride independently on most of the segments ridden, including those that already have bicycle lanes.

Parked Cars Reduced the Comfort Rating of the Route

Feedback from the Workshop

Participants were asked what would make bicycling and walking in Pueblo better, organized into four categories: programs, policies, projects, and wild ideas. Input was collected on large boards through group discussion and on individual written comment sheets. The most frequently raised ideas are summarized below; the complete list appears in the appendix.

Figure 7: Most Frequently Raised Workshop Ideas by Category

Programs

- Youth bicycle education, on the Kids on Bikes model
- Safe Routes to School programming and bike buses
- Hands-on driver education; bicycle awareness on the driver's test
- Adult skills classes tied to e-bike rebates
- Monthly community rides, a Mayor's Ride, and a City Council ride
- Bicycle-friendly business and employer recognition

Policies

- Adopt and codify a complete streets policy
- Require a multimodal audit for street reconstruction
- Prioritize safety over vehicle speed
- Mandate bicycle parking in code; inventory existing racks
- Consistent traffic enforcement across all modes
- Require bicycle and pedestrian access into new developments

Projects

- Delineators and flexposts protecting existing bike lanes
- Speed humps and bump-outs on Beulah Avenue
- Fix the bicycle left turn at Main and Abriendo
- Pilot a full bicycle boulevard
- Off-street multi-use paths and trail connections
- Bicycle parking at libraries and destinations; a youth traffic garden

Wild Ideas

- Full build-out of an off-street trail network
- A regional transportation authority funding all modes
- A multi-use path circling the city, tied to the river trail
- Protected bike lanes throughout the network
- Remove on-street parking along primary bicycle routes
- Sidewalks everywhere

Two threads ran through every category. The first was that Pueblo's bicycling challenges are as much cultural as physical, and that visible, recurring programming is what shifts a community's expectations. Several participants agreed that rides with elected officials highlight both the best corridors and the hardest segments, and participants expressed appreciation that an elected official had joined the bicycle audit. The second was a preference for physical separation and for institutionalizing multimodal design through a complete streets policy, so that it applies consistently rather than project by project. As one written comment put it, "Everyone can have peace on the road when everyone has their own piece of the road."

Feedback on the Spine Network

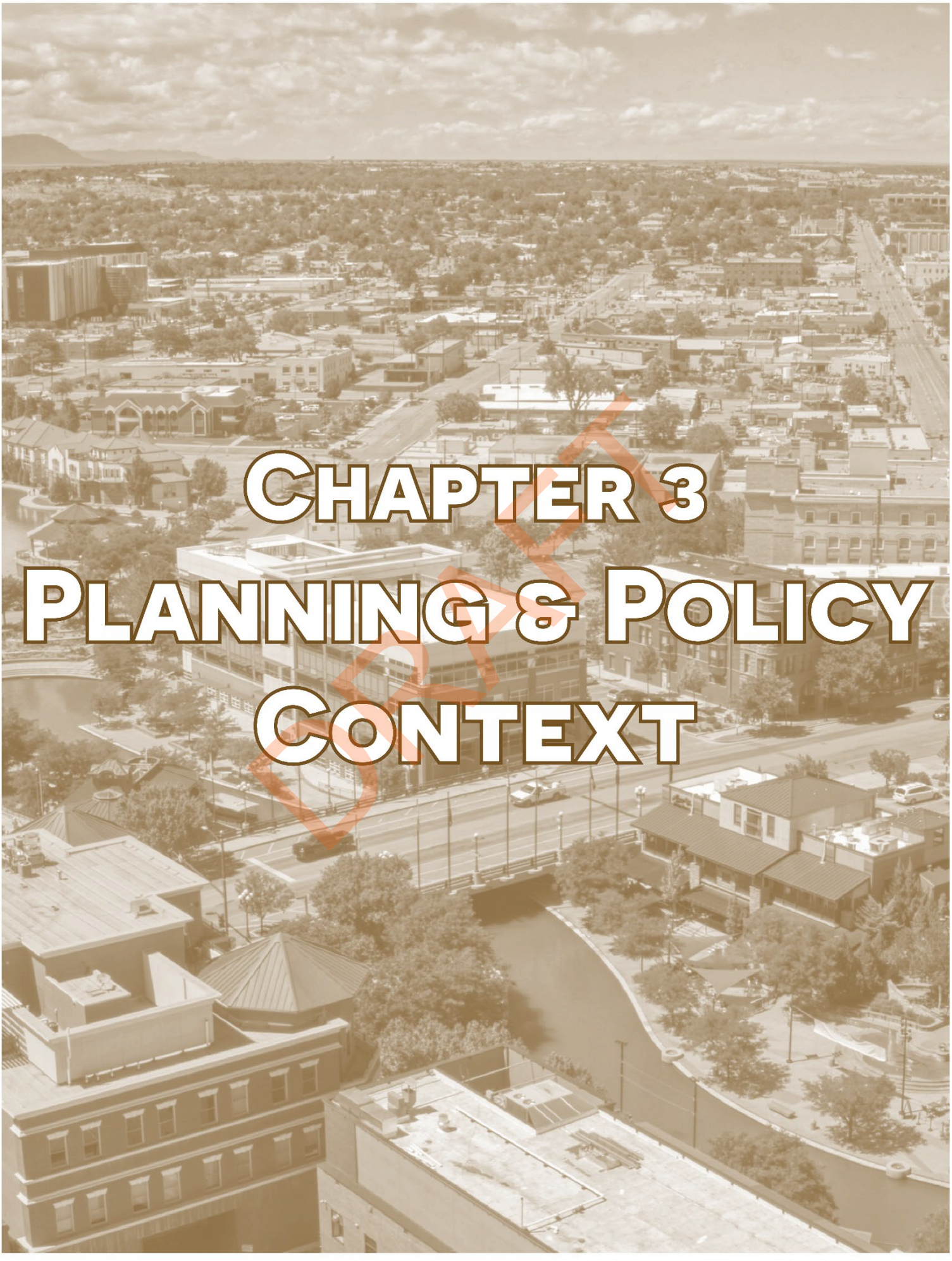
The second workshop activity asked participants to mark priorities on large, printed boards showing the draft spine network — the corridors proposed to form the backbone of the region's bicycle and pedestrian system. Four corridors drew the strongest support:

- The La Crosse river crossing and the corridor south of the river
- Medal of Honor Boulevard and 24th Street
- Pueblo Boulevard
- Orman Avenue

These priorities align closely with the other engagement efforts. The La Crosse crossing and the Medal of Honor/24th Street corridor both address movement across the Arkansas River and the rail corridor — the barriers most frequently identified as dividing the network. Pueblo Boulevard and Orman Avenue connect south-side neighborhoods to destinations across the city; Orman was ridden during the audit and drew some of the lowest comfort ratings of the day, reinforcing that its importance to the network is not matched by the quality of its facilities.

Lessons Learned for Future Audits

Several observations will inform future audits. Starting early on a weekend morning kept traffic to a minimum and supported participant safety but may have obscured how the route feels under typical conditions. Busy intersections caused the group to disperse several times; a fourth staff member would let the front group retain a sweep. Participants were unsure whether their comfort rating applied only to the most recent segment or to everything ridden to that point, and the distinction between the audit and the three P's exercise needed clearer framing. Fifty minutes proved too little for the two workshop activities, and the small-group exercise started slowly until it became an open conversation with staff recording ideas on the boards — a format worth planning for from the outset. Finally, the venue lacked secure bicycle parking, requiring staff to step away to watch participants' bicycles, which directly reinforced the bike parking concerns raised elsewhere in the engagement process.

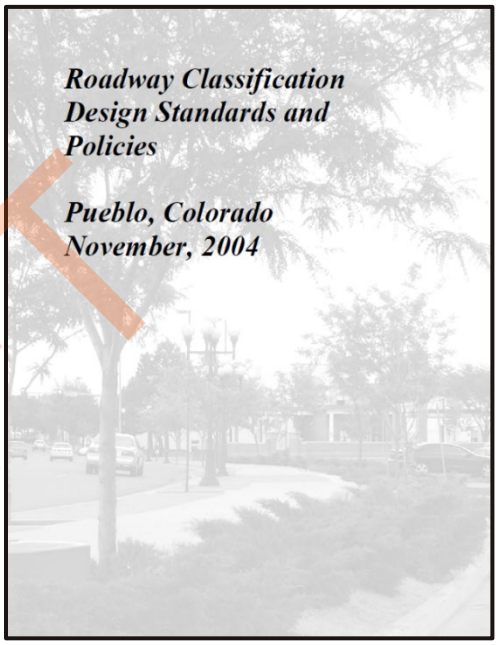


Chapter 3
Planning & Policy Context

Planning and Policy Context

2004 Roadway Classification Design Standards and Policies

The 2004 Roadway Classification Design Standards and Policies manual requires that all master plan developments, subdivisions, re-subdivisions, planned unit developments (PUDs), special area plans, or other proposed developments submitted for approval shall include adequate roadway provisions and comply with the roadway design criteria and policies set forth in the manual.

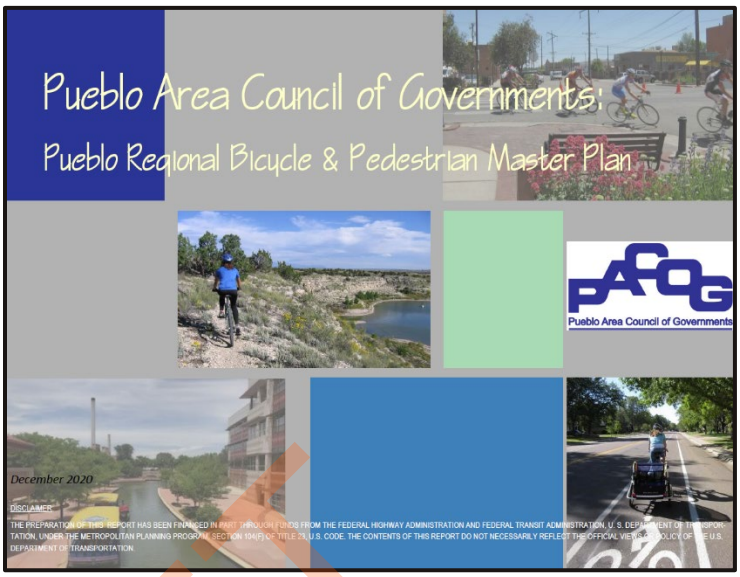


The roadway standards include desired cross sections for public and private roadways. The Roadway Classification Design Standards are aimed at meeting seven objectives: security, convenience, comfort, welcoming, association, efficiency, and aesthetics. While the standards do include pedestrian facilities, there are no standards or requirements to build bicycle facilities. Additionally, many of the standards do not reflect current best practices for safe road design, and the manual's speed limit and roadway width guidance encourage high vehicle speeds.

2020 PACOG Bicycle & Pedestrian Master Plan

The 2020 Pueblo Area Council of Governments Pueblo Regional Bicycle & Pedestrian Master Plan (BPMP) identifies the need for more bicycle and pedestrian infrastructure and better connectivity to routes within the region. With the growing population in the Pueblo region, there is an increase in desire and need for multiple modes of transportation. The plan recommends encouragement, education, empowerment and evaluation programs that will enable Pueblo to sustain and build a strong active transportation network.

The recommendations portion of the plan is separated into four sections: bicycle infrastructure recommendation, bicycle spot infrastructure recommendations, bicycle and pedestrian sport infrastructure recommendations, and pedestrian recommendations. Each of these sections lists out ideas, programs, and physical changes for the Pueblo region to make transportation safer. Recommendations from the previous BPMP that have been completed are listed in Table X, and many recommendations from the previous plan have been carried forward into this plan as future action items.



Vision: The Pueblo Area Council of Governments (PACOG) will continue to support an accessible, safe, well-maintained, and integrated bikeway, sidewalk, and trail system that provides all residents and visitors with viable options for transportation and recreation. This system is critical to balance the city's multi-modal transportation network by accommodating users of all abilities while linking neighborhoods, schools, recreation areas, commercial centers, employment centers, and adjacent communities while improving health and air quality.

2020 Pueblo River Trails Extension Master Plan

The 2020 Pueblo River Trails Extension Master Plan includes the design and context of the Pueblo County River Trail Extension projects along the Arkansas and St. Charles rivers, as well as the Thomas Phelps Creek. Activities such as walking, biking, and rolling are anticipated uses of the trail, so the plan takes a comprehensive approach of incorporating various features that will allow users to enjoy these modes of transportation.

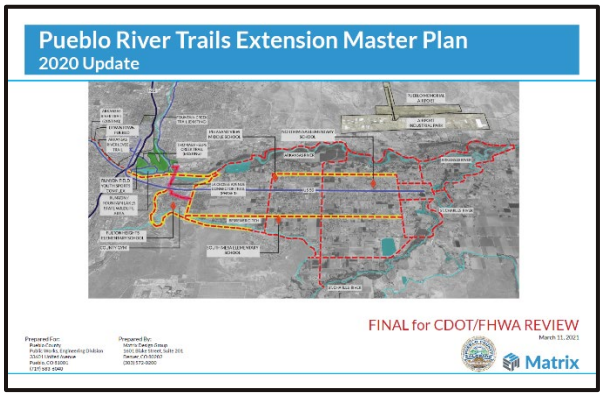
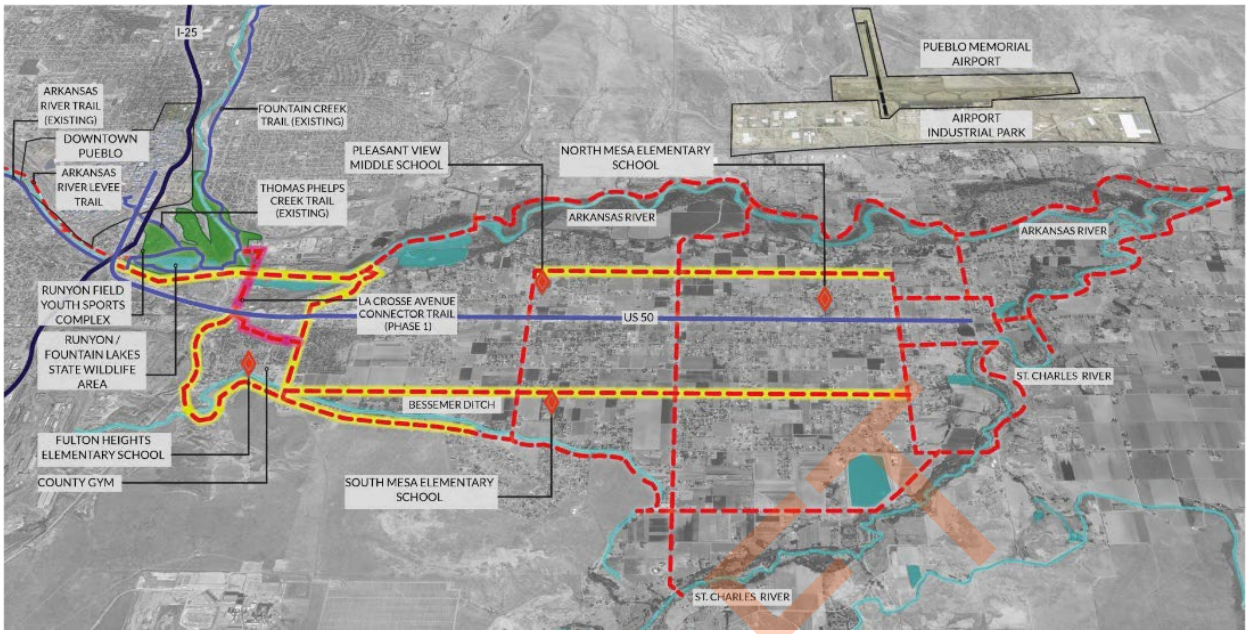


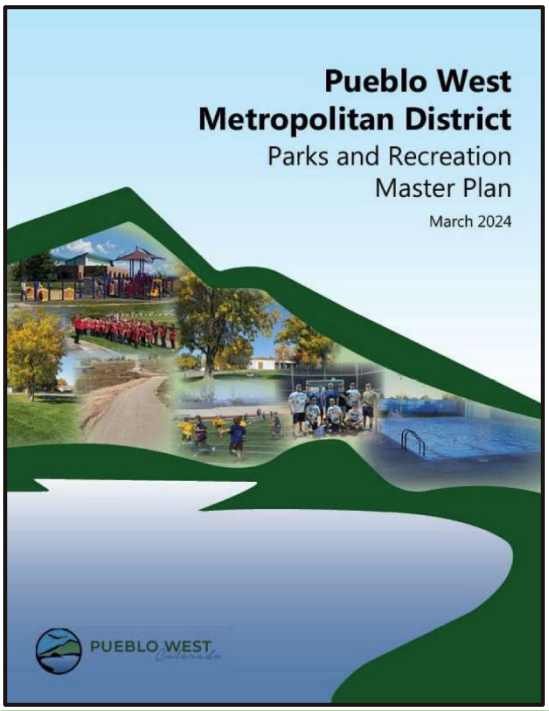
Figure 8 Pueblo River Trails Extension Proposed Trails Map



2024 Pueblo West Metropolitan District Parks and Recreation Master Plan

The Pueblo West Metropolitan District (Pueblo West) is a mixed-use community in unincorporated Pueblo County. Pueblo West was created as a master-planned community, yet no standards for parks and recreations facilities were set. The 2024 Pueblo West Metropolitan District Parks and Recreation Master Plan was created as an update to previous plans, and serves as a guiding document for parks and recreation development throughout the community. The plan established five goals to accomplish this:

- Provide a wide range of recreational and leisure time opportunities for all residents of Pueblo West.
- Equitably distribute and conveniently locate parks, recreational facilities and trails throughout Pueblo West.
- Provide a safe, enjoyable, and comprehensive multipurpose trail system through Pueblo West.

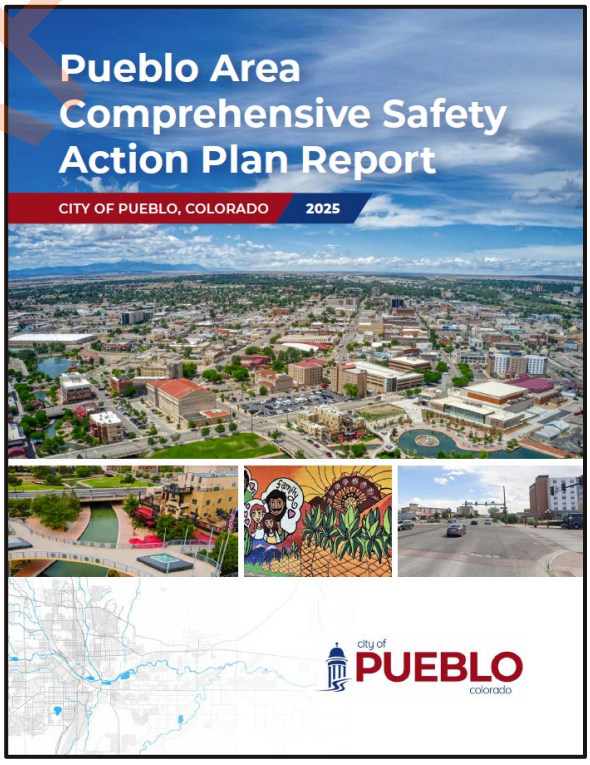


- Develop and maintain parks, trails, recreational facilities, and open lands at a high level of quality that is appropriate for the location, the type of use and nature of the facility.
- Develop and maintain parks, trails, and recreational facilities in an environmentally sensitive manner.

The Parks and Recreation Master Plan lays out the existing and proposed trail system that serves Pueblo West. As Pueblo West has very few sidewalks, these trails are a critical component of its active transportation network, providing connections within Pueblo West as well as to the City of Pueblo and Lake Pueblo Stat Park for both pedestrians and bicyclists.

Vision: Pueblo West will be known as a healthy, friendly, and vibrant community that has an abundance of attractive, high quality outdoor and indoor recreational and leisure time amenities and programs for residents of all ages, interests, and abilities.

2025 Pueblo Area Comprehensive Safety Action Plan Report



The Pueblo Area Comprehensive Safety Action Plan (CSAP) was developed to guide efforts to reduce serious injury and fatal crashes by using crash data and evidence-based strategies. The plan identifies and prioritizes projects aimed at improving roadway safety, strengthening the ability of the City of Pueblo and Pueblo County to compete for state and federal infrastructure funding.

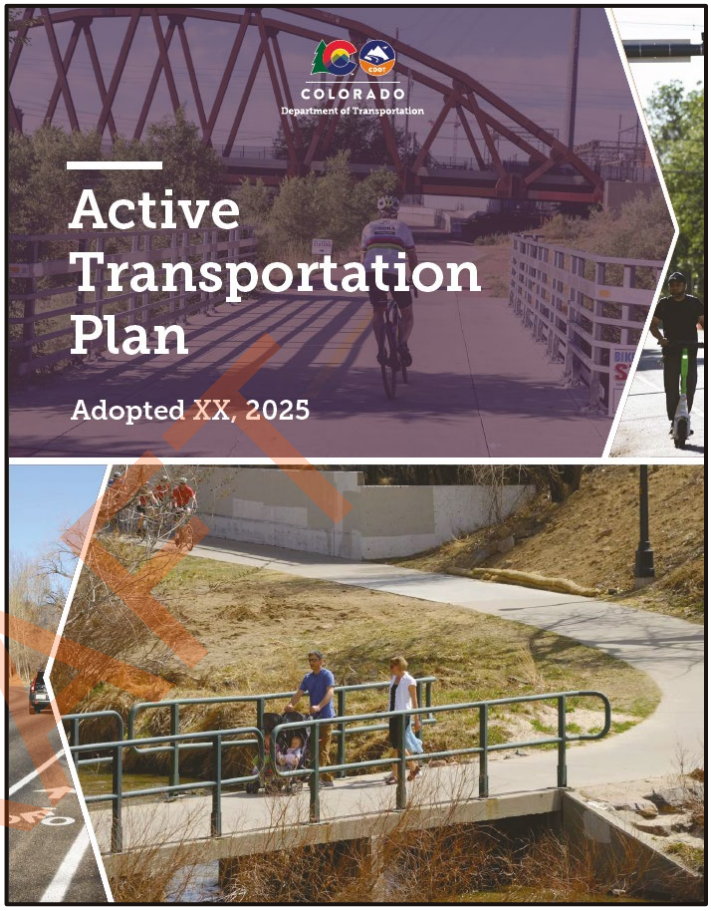
Establishing tailored planning and policy focus areas, along with a set of actionable items, to align with roadway safety best practices is the ultimate goal of the CSAP. The plan recommends that programs and solutions such as Complete Street guidelines and planning, traffic signal timing practices, pedestrian crossing treatments, a roundabouts-first policy, access and speed management, and multi-modal planning be implemented into the community so that the roadways can become safer.

Vision: To create a safe, equitable, and resilient transportation system where all road users—regardless of age, ability, or mode of travel—can move safely and confidently, with the ultimate goal of eliminating traffic-related deaths and serious injuries.

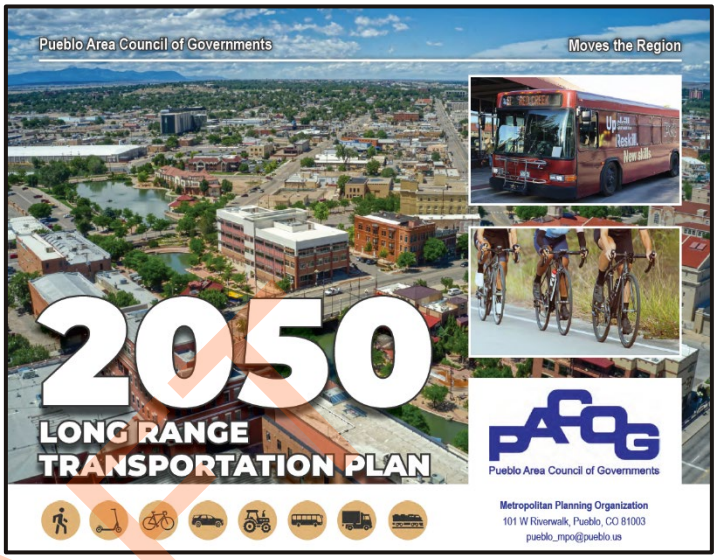
2025 Colorado Active Transportation Plan

The opportunity for an active transportation lifestyle is a major draw for Colorado. Biking, walking, and rolling, whether for recreation or transportation purposes, fit perfectly with Colorado's ethos. Planning for active transportation also ensures that many Coloradans have mobility: many residents do not have access to a personal motor vehicle or are not able to drive, making active transportation an important mode to incorporate into plans.

Vision: Colorado's active transportation network is well-connected, comprehensive, and convenient- our bikeways, sidewalks, and trails get people where they want to go. This system offers everyone the opportunity to safely and confidently rely on or choose active modes over driving, in turn improving transportation stability, reducing car dependency, and mitigating traffic congestion. Enhancing our active transportation network will enhance quality of life for all Coloradoans.



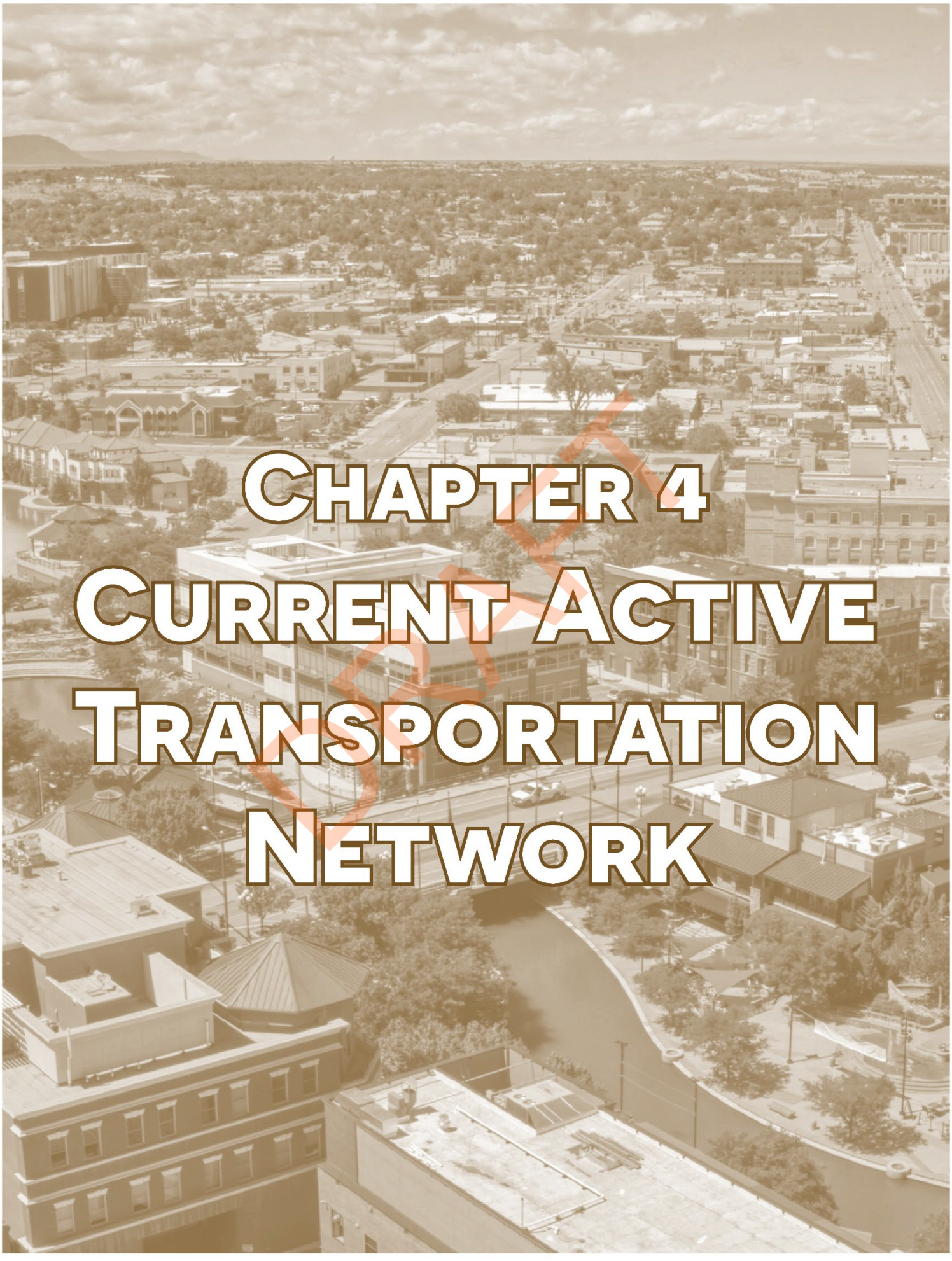
2050 Pueblo Area Council of Governments Long Range Transportation Plan



The Pueblo Area Council of Governments (PACOG) Long Range Transportation Plan (LRTP) is a guide for transportation in the Pueblo region. As the federally-designated Metropolitan Planning Organization (MPO) for the area, PACOG coordinates planning efforts and transportation investments across the county and surrounding communities. The LRTP was developed through public input, technical analysis, and is built upon previous plans to incorporate all modes of travel such as biking, driving, walking, freight, and public transportation.

The purpose of the plan is to guide planning activities and transportation investments for the region over the next 25 years. A list of priority transportation planning projects that meet the current and future needs of the community is included.

Vision: Our region is brought together through a connected, safe, multimodal, and accessible system.



Chapter 4
Current Active Transportation Network

Current Active Transportation network

The Pueblo region boasts an excellent year-round climate and stunning natural amenities, an existing active transportation network that features several high-quality facilities and scenic trails and a community culture that champions walking and biking. However, significant gaps remain across the current network, and many existing routes are uncomfortable for users or lack safe street crossings. By addressing these critical infrastructure deficits, Pueblo can fully leverage its natural attributes to build a truly seamless, walkable, and bikeable region.

Major Destinations

Identifying major destinations that people want to walk or bike to is an important step in planning for active transportation routes that are useful for daily transportation needs. Additionally, major destinations like hospitals and colleges are also employment centers, and providing access to these locations can improve job access.

Figure 8 and **Table 3** describe the region's primary destinations for walking and biking. Linking housing to these destinations via active transportation facilities is critical in providing a well-functioning network.

Figure 9 Major Destinations Map

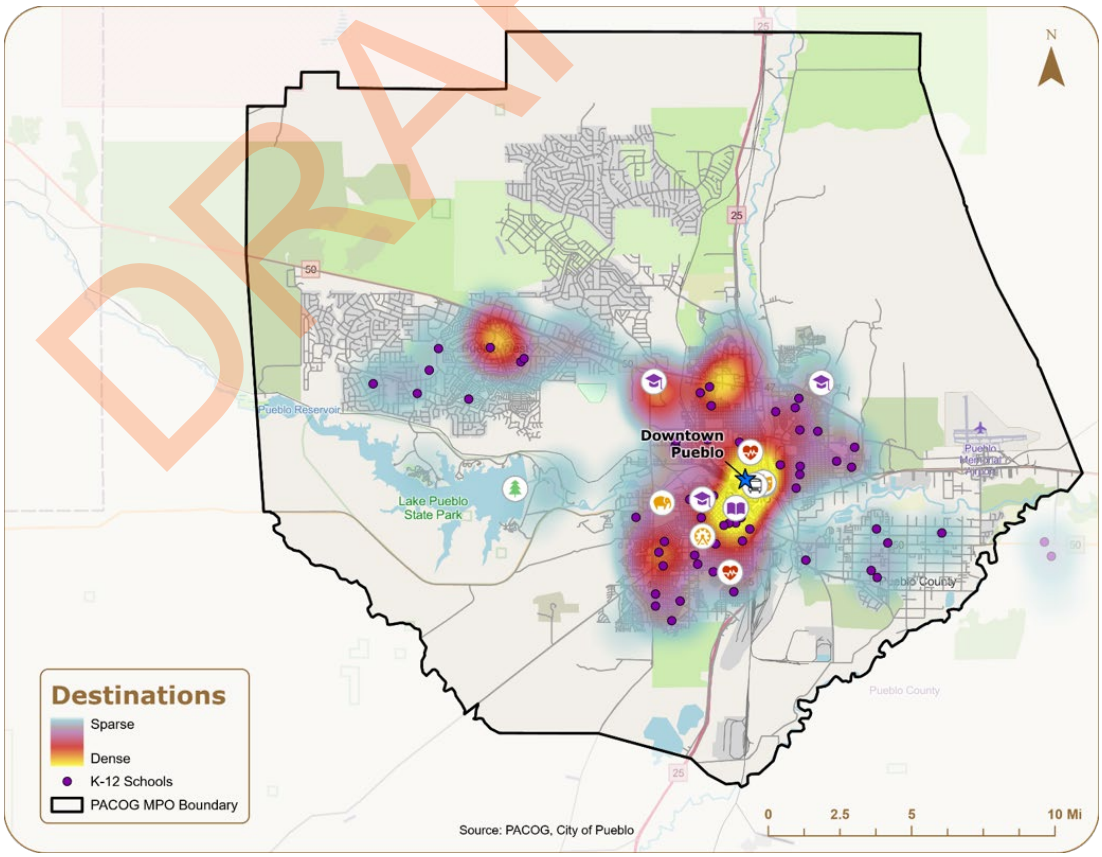


Table 3 Pueblo Area Major Destinations

Major Destinations
Sangre de Cristo Arts & Conference Center
Puebolo Transit Center
IntelliTech College
CSU Pueblo
Parkview Medical Center
St. Mary-Corwin Hospital
Pueblo Zoo/ City Park
CO State Fairgrounds
Pueblo City/County Library
Downtown Pueblo
Pueblo State Park
K-12 Schools

Active Transportation Network

The Pueblo region already has many high-quality facilities for walking, biking, and rolling. **Table 4** shows the miles of active transportation facilities in the region, with a total of 301.5 miles of on-street bicycle facilities, 74.9 miles of paved trails, and 17 miles of sidewalk trails. **Figure 9** provides a detailed map of the region's bicycle facilities, while Figure 3 maps its sidewalks. Maps are also available online via PACOG's GIS portal and in Appendix B. For descriptions of the types of active transportation facilities, reference the Active Transportation Toolkit in **Appendix A.**

Table 4 Miles of Active Transportation Facilities

Facility Type	Length (Mi)
Paved Multi-Use Trail	76.5
Sidewalk Trail	17.1
On-Street Bicycle Facilities	-
Bike Lanes	60.5
Buffered/Protected Bike Lanes	4.3
Signed Bike Routes	92.8
Unsigned Bike Routes	133.6
Total On-Street Bicycle Facilities	291.2
Total Active Transportation Facilities	384.8

Figure 10 Existing Bicycle Facilities and Multi-Use Trails

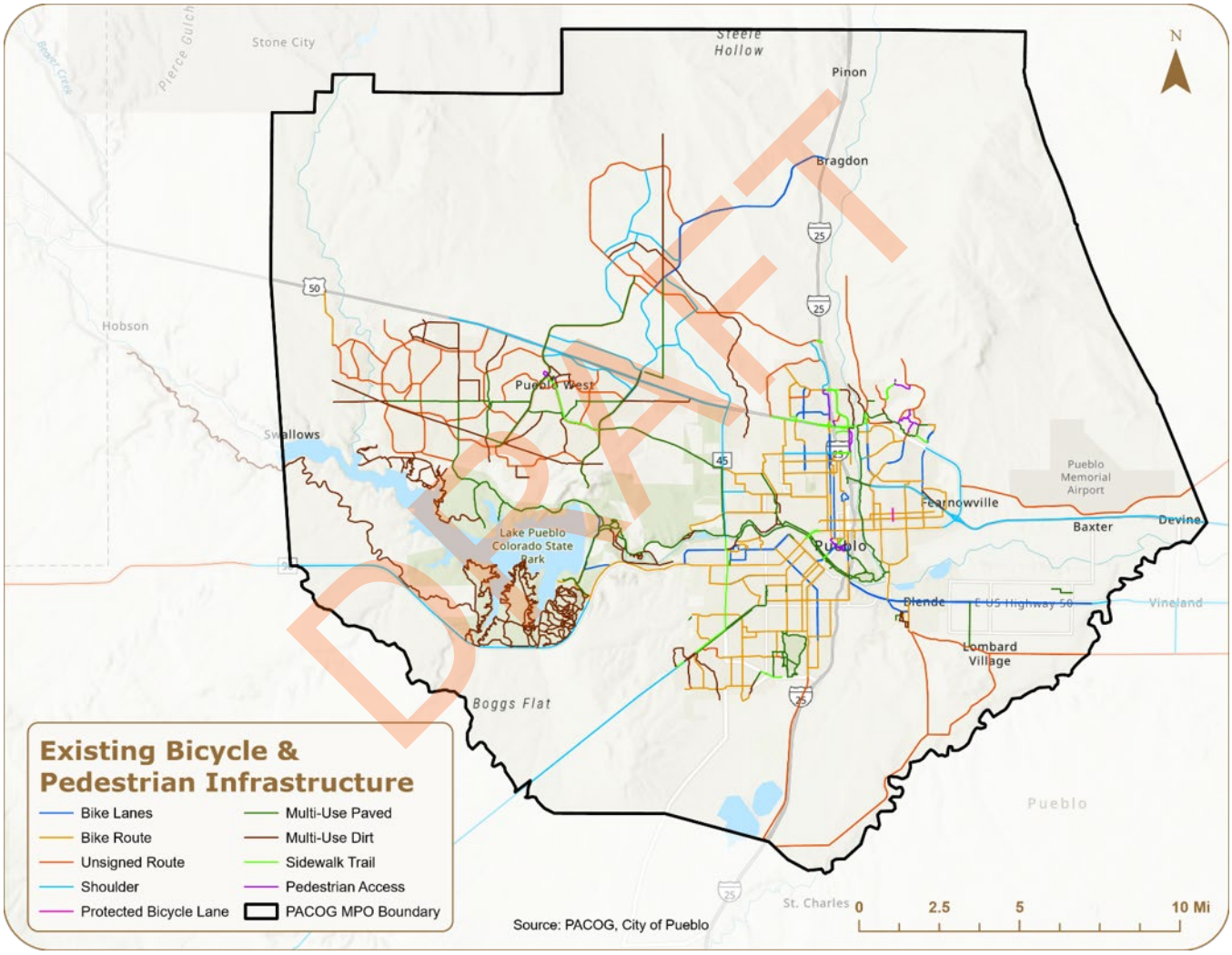
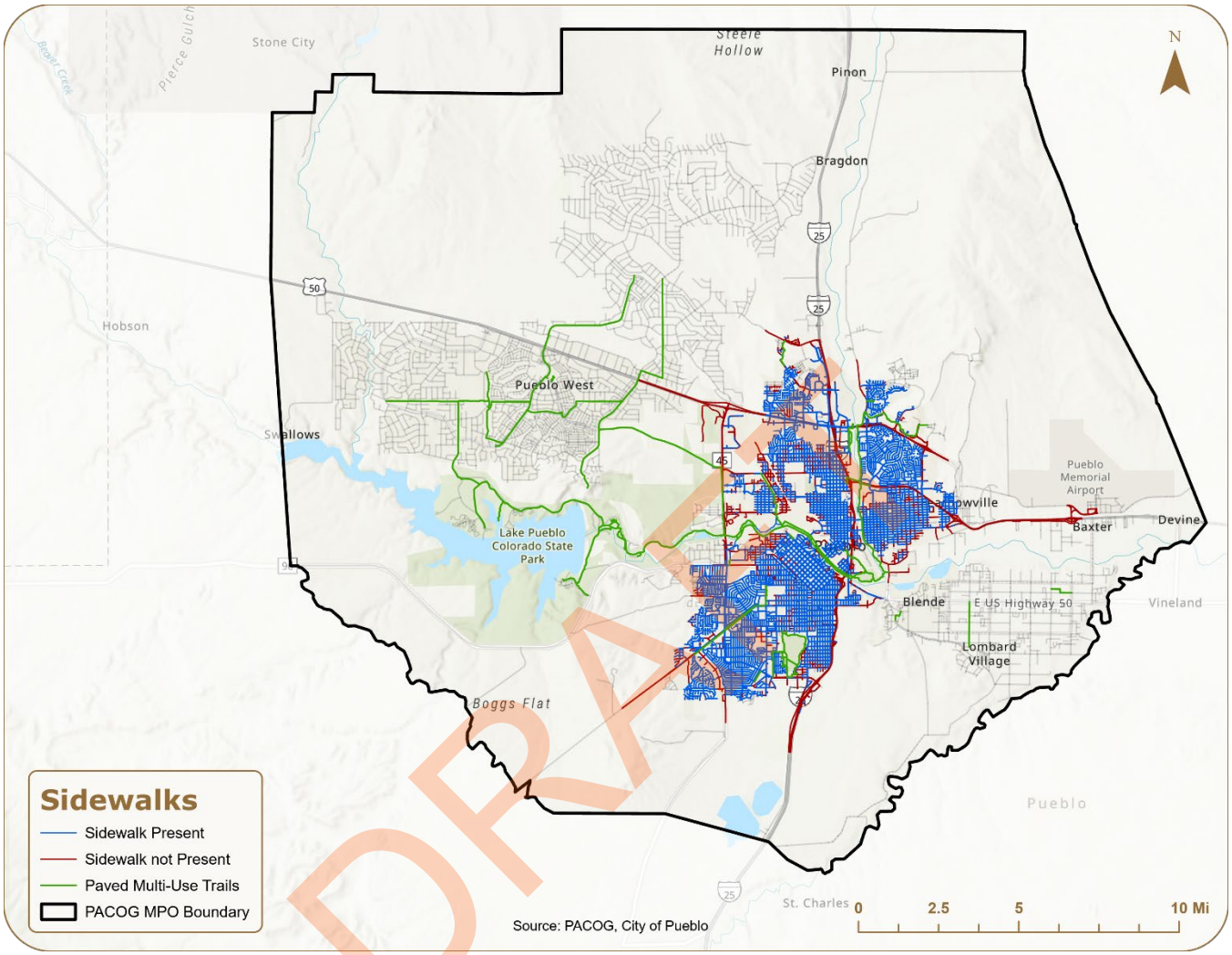


Figure 11 Sidewalk and Multi-Use Trails Map



Transit

Because every transit trip begins and ends on foot or by bicycle, Pueblo area transit providers seek to provide a cohesive multimodal experience. To ensure the system is safe and welcoming for riders of all ages and abilities, the following amenities are integrated into the fleet and infrastructure:

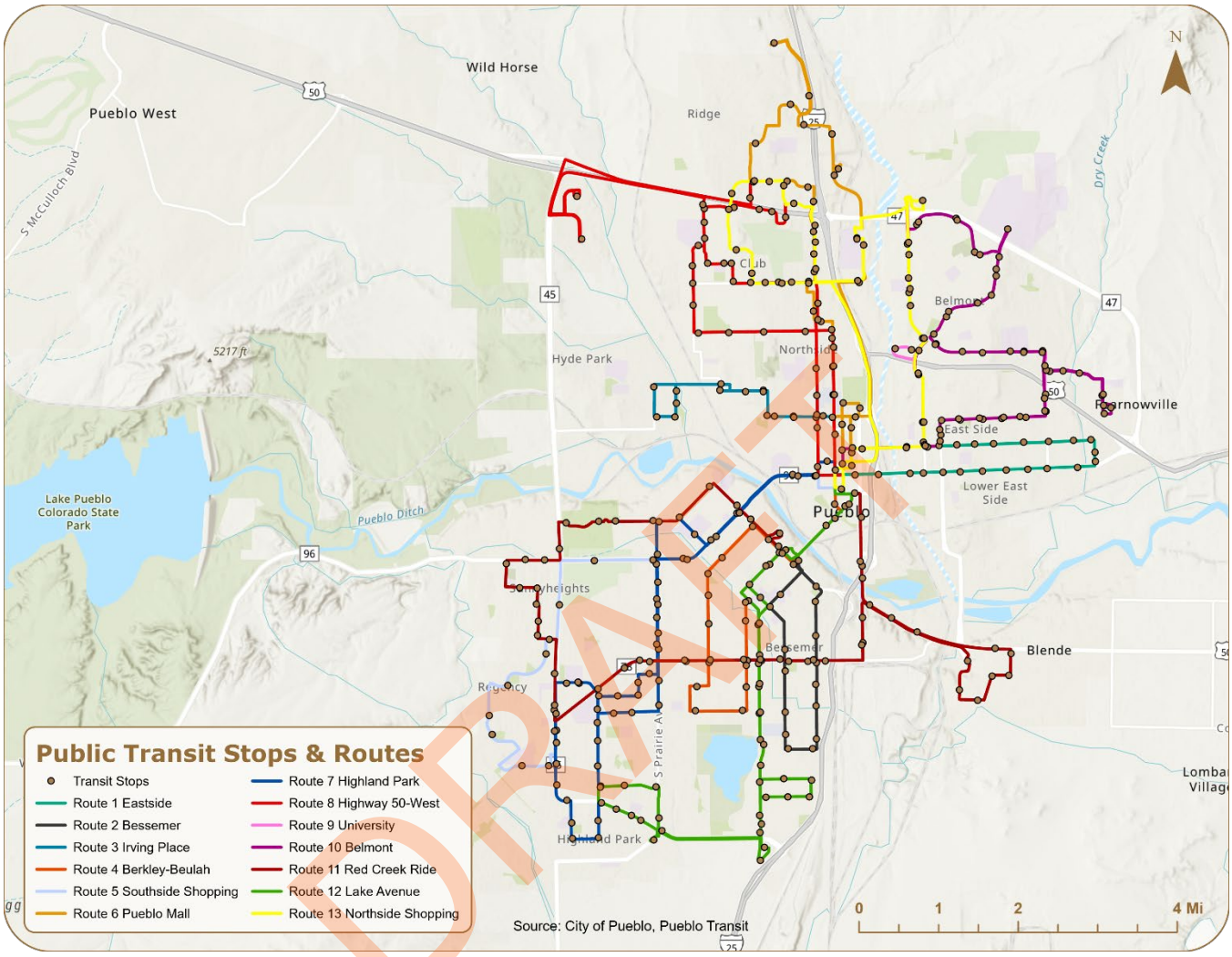
- **Accessibility:** All fixed-route buses and the Transit Center are fully ADA accessible, featuring ramps to ensure ease of use for all passengers. Citi-Lift para-transit provides rides for those who are not able to use the fixed-route system.

- **Cycling Integration:** To support last-mile travel, both Pueblo Transit and CDOT Bustang buses are equipped with bicycle racks.
- **Infrastructure:** The system utilizes bike parking and covered stops to create user-friendly spaces throughout the city. The downtown Pueblo Transit Center serves as a primary hub for bus transfers and provides a covered station, bicycle parking, service desk, and public restrooms.

Table 5 Transit Providers

Transit Service	Type	Provider	Service Area	Cost
Pueblo Transit	Fixed Route (13 routes)	City of Pueblo	Various City of Pueblo Destinations	$1.25 per adult per one-way trip
Citi-Lift	Para-transit	City of Pueblo	Pueblo City limits and corridors that are within ¾ mile of the fixed bus route	$2.50 per one-way trip
Bustang Outrider	Rural regional bus service	CDOT	Routes to Lamar, Colorado Springs, Trinidad, and Salida/Alamosa	$0.17 per mile

Figure 12 Pueblo Transit System



Active Transportation Community Assets

PACOG, the City of Pueblo (Planning, Public Works, Parks and Recreation), Pueblo West Metro District, Pueblo County (Planning, Public Works, Parks and Recreation), and County Health Department partner with citizen groups to plan and develop local active transportation improvements. Supported by a network of residents who value healthy living, community backing is vital to building a successful active transportation network. **Table 6** lists active transportation supporters in the Pueblo region.

Table 6 Active Transportation Supporters

Organization	Type	Contact Information
Pueblo Active Community Environments (PACE)	Community Organization	https://www.activepueblo.net/
Transportation Advisory Commission	Regional Advisory Commission	https://www.pacog.net/tac
National Assoc. for the Advancement of Colored People (NAACP)	National Association with State Chapter	https://naacpdenver.org/
Pueblo West Metro District	Metro District	https://www.pueblowestmetro.us/
Steel City Cycling Club	Non-Profit	Facebook & Instagram
The City of Pueblo	Municipal Government	https://www.pueblo.us/
City of Pueblo Police Department	Municipal Government	https://www.pueblo.us/2899/Police-Department
Colorado Department of Transportation	Government	https://www.codot.gov/
The Sierra Club	Non-Profit	https://www.sierraclub.org/colorado/sangre-de-cristo
Colorado State Parks	State Agency	https://cpw.state.co.us/state-parks-info
Southern Colorado Trail Builders	Non-Profit	https://www.socotrails.org/southern-colorado-trail-builders
Salt Creek	Unincorporated Community	https://www.uncovercolorado.com/counties/pueblo/
Pueblo County	County Government	https://county.pueblo.org/
Avondale	Unincorporated Community	https://www.uncovercolorado.com/counties/pueblo/
Bicycle Colorado	Non-Profit	https://bicyclecolorado.org/
Beulah	Unincorporated Community	https://www.uncovercolorado.com/counties/pueblo/
Great Outdoors Colorado	State Entity and 501c3	https://goco.org/
Colorado City	Unincorporated Community	https://www.uncovercolorado.com/counties/pueblo/
The Town of Rye	Municipal Government	https://townofrye.colorado.gov/
Pueblo County	County Government	https://county.pueblo.org/
Blende	Unincorporated Community	*No available website*
Pueblo County Health Department	County Government	https://county.pueblo.org/public-health/pueblo-department-public-health-and-environment
Vineland	Census Designated Place	*No available website*

Organization	Type	Contact Information
Pueblo Urban Renewal Authority	Redevelopment Authority	https://puebloura.org/
The Pueblo Chamber of Commerce	Non-Profit	https://pueblochamber.org/
Green Chili Bike Bank	Non-Profit	https://gcbbpueblo.org/
Pueblo Bike Riders	Community Group	Facebook

Community Organizations

- **Pueblo Active Community Environments (PACE):** A pivotal player in bicycle/pedestrian planning and multi-modal connectivity. PACE engages in project design conversations with government entities, advocates via social media, hosts events, and funded the Transit Center bike racks. Its mission is to promote walkability, bikeability, historic/cultural preservation, and economic viability.
- **Southern Colorado Runners (SCR) / Southern Colorado Triathlon:** A non-profit leader organizing year-round running races and promoting fitness in the Pueblo area.
- **Southern Colorado Trail Builders:** A nonprofit that partners with organizations to promote single-track mountain biking, running, and hiking trails. They also offer educational and skill-development events.
- **Pueblo Downtown Social Shuffle Run Club:** Meets every Wednesday at a local downtown brewery to advocate for active transportation and enjoy Pueblo's weather.

City and Regional Events

PACE and other organizations host year-round events to showcase the importance of active transportation infrastructure. These activities attract out-of-town visitors, encourage all ages to utilize walking, running, and cycling for both fun and daily commuting, and include:

- Bike to Work Days / Bike Commuter Cup Challenge
- Bike/Walk to School Day
- Spring Fling Ride / Pueblo Classic / Steel City Bike Rides

- Social Shuffle (weekly social run/walk/stroll)
- Ordinary Mortals & Mini Mortals Triathlons
- Spring Runoff / Atalanta Run/Walk / Rock Canyon Half Marathon
- Red Creek Rally weekly Tuesday gravel rides
- Weekly rides for all ability levels at Walter's Brewing Company

Demographic Analysis

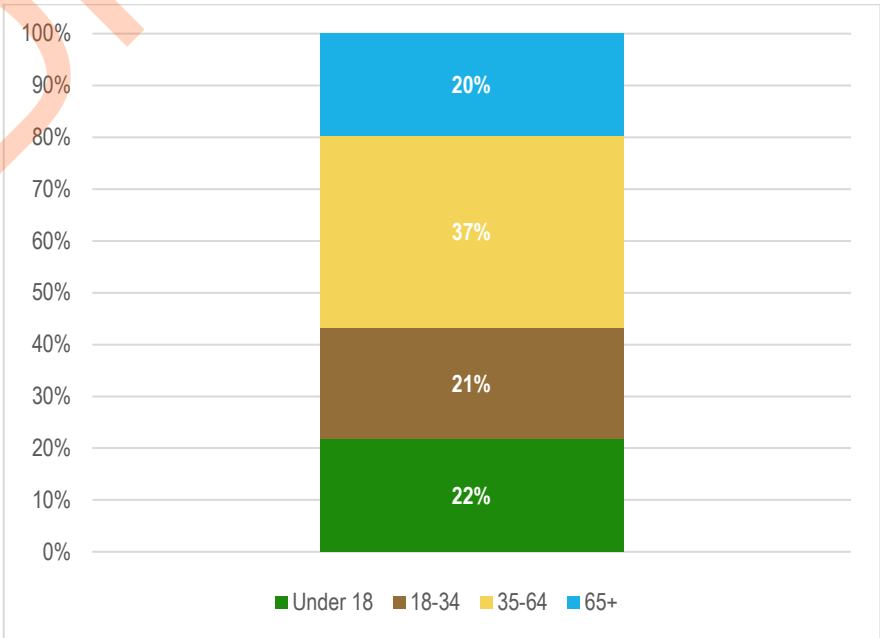
Population and Age

The Pueblo region includes the City of Pueblo, Pueblo County, and surrounding communities, serving a population of 169,356 residents. The City of Pueblo accounts for nearly two-thirds of the county's population, while the remaining population is distributed among Pueblo West and smaller communities throughout the region.

Age is an important consideration for bicycle and pedestrian planning because transportation needs vary across different age groups. Young adults, especially college students, are less likely to own vehicles and are more likely to use active transportation. Children and families need comfortable, low-stress infrastructure. Accessibility becomes especially important for older populations, who are more likely to need mobility devices as they age.

Pueblo County's population is relatively balanced across age groups, with adults ages 35 to 64 representing the largest share of residents (37.1%), while younger adults (18–34) and children under 18 each account for about 22% of the population, and nearly one-fifth (19.7%) are age 65 or older. **Figure 12** breaks down each of these age groups as a part of the entire Pueblo County population.

Figure 13 Pueblo County Population by Age



Safety data from the Pueblo Area Comprehensive Safety Action Plan (CSAP) indicate that younger adults between the ages of 15 and 34 are disproportionately represented in fatal and serious injury crashes, while older adults account for a larger share of non-motorist (pedestrian and bicyclist) injuries. Children ages 10 to 14 are also overrepresented in injury crashes compared to statewide trends. The MPO's Long Range Transportation Plan identifies that by 2050 the population group 65 and older is expected to rise considerably from 20% up to 30%. These findings highlight the need for safe, connected facilities that serve users of all ages and abilities.

Equity and Underserved Communities

The Pueblo area has a long history as a diverse community shaped by industrial development and immigration. Historical patterns of investment and development have contributed to persistent disparities between neighborhoods. According to the American Community Survey, 19.2 percent of City of Pueblo residents are considered low-income, 48.4 percent identify as minority populations, 9.5 percent of households do not have access to a vehicle, and 19.4 percent of residents have a disability. These percentages exceed statewide averages and indicate a greater reliance on walking, bicycling, transit, and other transportation alternatives among many residents.

Table 7 Disproportionately Impacted Populations in the Pueblo Region

	City of Pueblo	Pueblo County	Colorado (Statewide)
Low Income Population	19%	14%	9%
Minority Population	48%	48%	34%
Zero Vehicle Households	10%	7%	8%
Population with a Disability	19%	18%	11%

Transportation

Travel within Pueblo County is heavily dependent on private vehicles, with approximately 89 percent of commuters traveling by car, truck, or van. Walking, bicycling, and transit account for only a small share of daily trips. While commute mode reflects only one type of trip, and does not account for trips such as errands, recreation, and social activities, it provides a snapshot of the most commonly used modes in an area. The limited use of active transportation modes may reflect gaps in the existing bicycle and pedestrian network, including barriers created by major roadways and incomplete connections between neighborhoods and destinations. Expanding and improving the bicycle and pedestrian network can provide safer travel options, reduce transportation barriers, and encourage healthier, more active lifestyles.

Table 8 Means of Transportation to Work for Workers 16 Years and Over in Pueblo County

Workers 16 Years and Over:	**71,229**	
Car, Truck, or Van	62,978	88%
Drove Alone	56,301	79%
Carpooled	6,677	9%

Workers 16 Years and Over:	71,229	
Public Transportation	520	1%
Motorcycle	66	0.1%
Bicycle	171	0.2%
Walked	934	1%
Other Means	422	1%
Worked At Home	6,138	9%

Accessibility Considerations

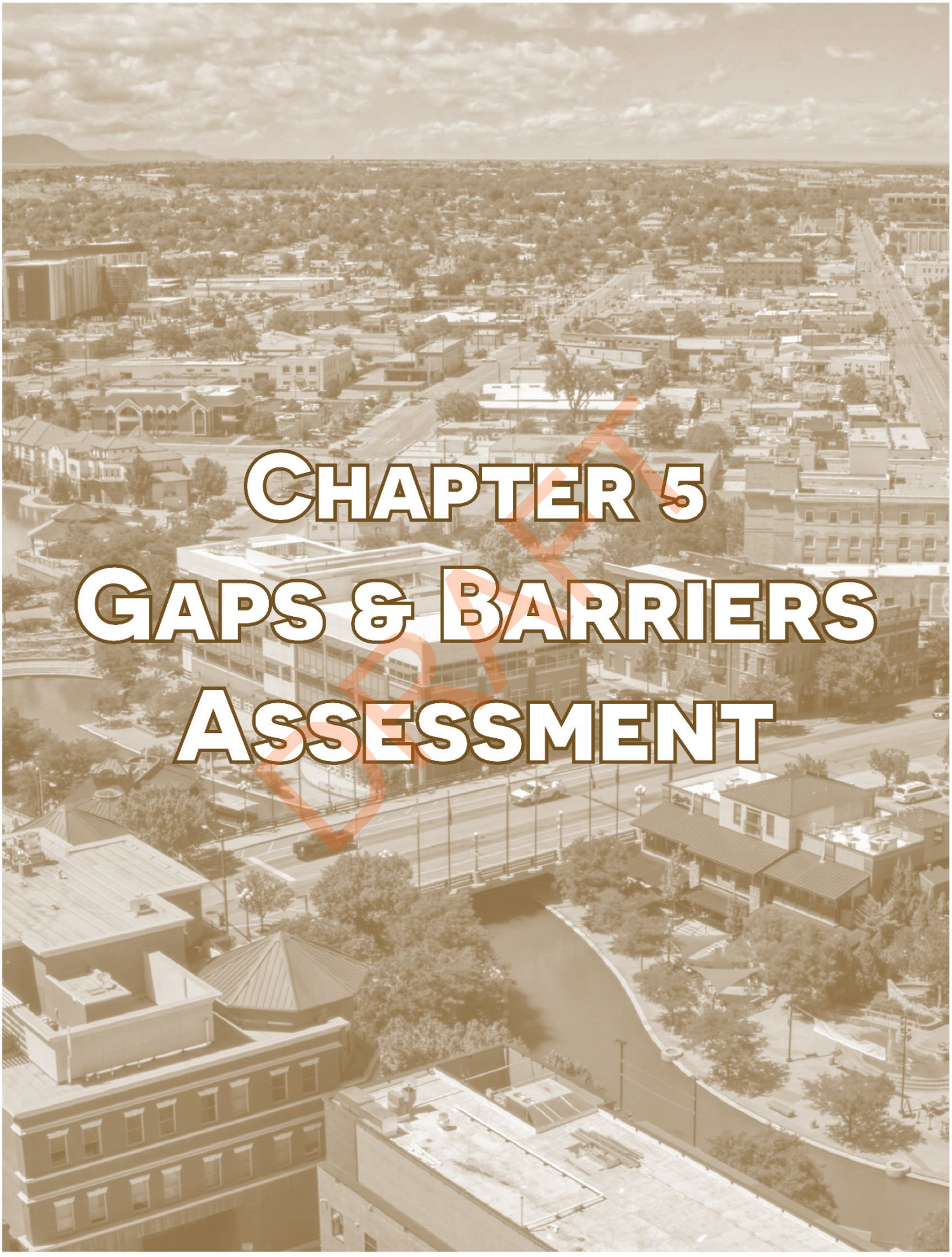
Disability is an important factor in the design of bicycle and pedestrian facilities. Nearly one in five City of Pueblo residents and 17.8 percent of Pueblo County residents report having a disability, compared to 11.2 percent statewide. These demographics reinforce the importance of designing facilities that are accessible and inclusive, including features such as ADA-compliant crossings, accessible trail surfaces, curb ramps, pedestrian refuge areas, and clear wayfinding signage.

Table 9 Disability Status by Age in Pueblo County

Age Group	Total Population	With a Disability	No Disability	Percent with a Disability
Under 5 Years	9,027	29	8,998	0.3%
5 to 17 Years	27,777	2,009	25,768	7%
18 to 34 Years	34,609	3,348	31,261	10%
35 to 64 Years	61,467	11,152	50,315	18%
65 to 74 Years	19,611	5,672	13,939	29%
75 Years and Over	12,726	6,534	6,192	51%

ACS 5-Year 2020-2024

A connected, safe, and accessible bicycle and pedestrian network can improve mobility, support public health, enhance transportation equity, and provide transportation choices. The Pueblo region has a high proportion of low-income residents, zero-vehicle households, and people with disabilities, reflecting a need for a variety of infrastructure types to accommodate people of all ages and abilities.



Chapter 5
Gaps & Barriers Assessment

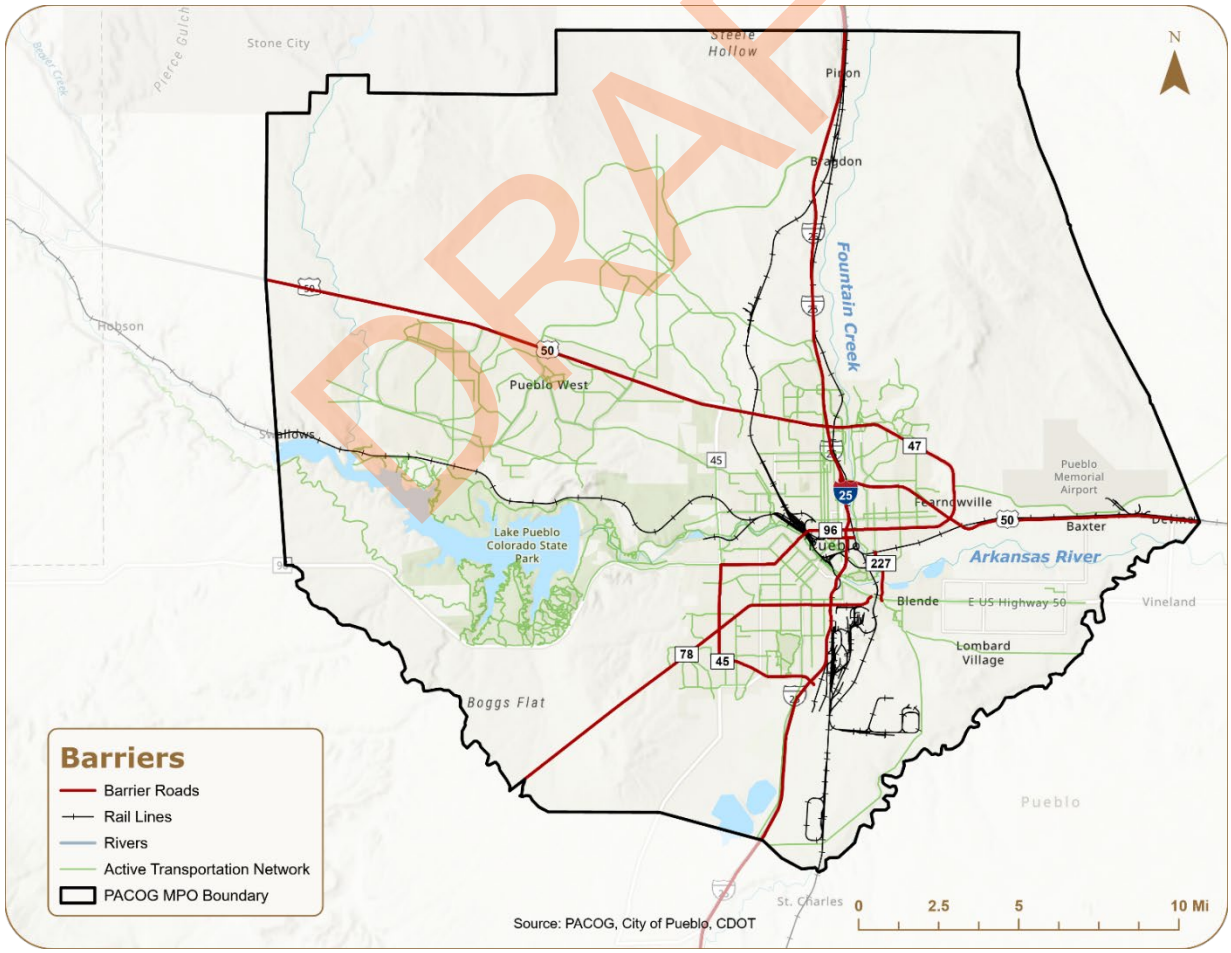
Gaps and Barriers Assessment

The following section analyses the active transportation network, considering comfort, safety, and connectivity. It identifies major physical barriers, classifies active transportation spine corridors that provide connectivity across these barriers, analyzes the bicycle network based on level of traffic stress, assesses areas with latent demand for walking, and identifies locations with known safety issues.

Barriers

Several major physical features create barriers to connectivity within Pueblo's active transportation network, including major arterials and highways, rivers, and rail corridors. As shown in **Figure 13**, these features can limit opportunities for safe and direct bicycle and pedestrian connections across the region.

Figure 14 Active Transportation Barriers



I-25

I-25 is one of the most significant barriers to east-west active transportation connectivity in Pueblo. Running north-south through the city and roughly parallel to Fountain Creek, the interstate limits the number of locations where people walking and biking can comfortably travel between neighborhoods on either side. Together, I-25 and Fountain Creek create a substantial north-south barrier through the community.

Gaps

Crossing opportunities are limited, and many existing underpasses and overpasses require people walking and biking to navigate high-volume roadways, merging traffic, and other conditions associated with high traffic stress. The US 50 Bypass Bridge, Thomas Phelps Creek Trail, and Arkansas River Trail provide the only comfortable crossings, leaving the northern and southern portions of Pueblo without a low-stress crossing of I-25. Difficulty crossing the interstate was also a consistent theme identified through the online interactive map and community survey.

Fountain Creek

Fountain Creek serves as both an asset and a barrier within Pueblo's active transportation network. Flowing south roughly parallel to I-25, the creek provides a corridor for the Fountain Creek Trail while also limiting east-west connectivity between neighborhoods. The relatively small number of crossings means people walking and biking must often rely on higher-stress roadway bridges to cross the creek.

Gaps

Lower-stress crossings of Fountain Creek are available at CO 47, the US 50 Bypass Bridge, and near the creek's confluence with the Arkansas River. Between these locations, however, comfortable east-west connections are limited. Access to Downtown Pueblo from the east requires crossing Fountain Creek on high-volume, multi-lane roadways, including 4th and 8th Streets. Community members identified both bridges as locations where they feel unsafe walking or biking.

There are also no crossings north of CO 47. As development occurs in this area, an additional crossing could improve connections between new neighborhoods east of Fountain Creek and retail destinations to the west.

Railroad Tracks

Rail infrastructure creates significant barriers to active transportation connectivity in several parts of Pueblo. South and east of Downtown Pueblo, multiple BNSF rail lines converge into a wide, active rail yard with relatively few opportunities to cross. From this area, a main rail line extends northwest between the Northside and West Side neighborhoods toward Pueblo West, creating an additional barrier to east-west travel.

Gaps

South of Downtown Pueblo, 4th Street and Union Avenue cross both the rail tracks and Arkansas River. Union Avenue provides an LTS 2 connection, while 4th Street is a higher-stress facility, making Union Avenue the only lower-stress connection into Downtown from the south.

East of Downtown, the Arkansas River Trail provides a separated crossing of the rail line through an underpass near the river confluence.

Santa Fe Avenue also crosses the rail line in this area but provides a higher-stress environment for people walking and biking.

Along the rail line northwest of Downtown, existing crossings occur primarily on high-speed, high-volume roadways, leaving no low-stress connection between the Northside and Pueblo West. This gap is particularly important because both areas have established internal trail and route networks that are not comfortably connected across the rail corridor. Community members identified 24th Street as a potential location for improving this connection.

Arkansas River

The Arkansas River is both a major active transportation asset and a barrier to north-south connectivity in Pueblo. The Arkansas River Trail provides an important east-west route along both banks of the river, but opportunities to cross between the north and south sides are limited, particularly outside of Downtown Pueblo.

Gaps

Because much of the Arkansas River Trail is below the grade of the surrounding street network and roadway bridges, connections between the trail and river crossings are limited. Near Downtown, the Charles Lee Bridge and G. Harvey Nuckolls Bridge allow trail users to cross between the north and south banks, with connections near Main Street and 4th Street. However, these crossings do not extend across the rail corridor north of the river, limiting their ability to provide continuous north-south connections through Downtown.

Farther east, the Thomas Phelps Creek Trail provides another low-stress crossing near Santa Fe Avenue, but no comparable crossings exist farther east. Community members also identified the lack of river crossings on Pueblo's east side as a significant network gap, reinforcing the connectivity issue identified through the network analysis.

Other Major Arterials and Highways

Several major arterials and highways create additional barriers to active transportation connectivity, particularly where high-stress roadway conditions or limited crossing opportunities make it difficult to travel between neighborhoods and destinations. Notable barriers include:

- Downtown
  - City Center Drive
  - 4th Street
- Southside
  - Pueblo Blvd/CO 45
  - Northern Ave/ CO 78
  - US 96
- North Pueblo
  - CO 47
  - US 50 west of I-25
- East Side
  - US 50 east of I-25
  - 4th Street
- West Pueblo/Pueblo West
  - US 50 west of I-25
- Southeast (Blende)
  - 4th Street
  - Santa Fe Ave
  - CO 227/La Crosse Ave

Major arterials and highways create widespread barriers to active transportation throughout the planning area. Many of these corridors bisect or form boundaries between neighborhoods, while limited crossing opportunities can make walking and biking between nearby destinations difficult. Where crossings are available, people may need to navigate multiple vehicle travel lanes and higher-speed traffic. Grade-separated crossings provide lower-stress options in some locations, but they are relatively limited and can require substantial out-of-direction travel.

Across these corridors, the common challenge is a lack of low-stress crossing opportunities at intervals that make walking and biking practical for everyday trips.

Non-Infrastructure Barriers

Even where infrastructure exists, non-infrastructure barriers can discourage residents from walking, biking, or rolling. Understanding these factors is important for identifying strategies that compliment physical improvements and address the broader conditions that influence active transportation.

- **Weather and maintenance:** Pueblo's semi-arid climate provides relatively favorable conditions for walking and biking during much of the year, but snow and ice can temporarily limit the use of sidewalks, bike lanes, and trails particularly where clearing is delayed or inconsistent. Debris can create similar maintenance challenges. Survey respondents specifically identified gravel and garbage along roadway shoulders, as well as broken glass and other debris that can damage tires and limit the usable width of bicycle lanes.
- **Topography**: While much of the Pueblo valley is flat, elevation changes in some locations can make bicycling more difficult. This is particularly noticeable at key crossings and connections, including along Union and Main Avenues.
- **Right-of-way (ROW) constraints:** Limited ROW can make it difficult to add or expand bicycle and pedestrian facilities, particularly along older corridors where development is located close to

the roadway. In these locations, providing additional space for active transportation may require property acquisition or other design solutions that increase the cost and complexity of improvements.

- **Bicycle parking:** Limited secure bicycle parking at destinations such as transit stops, commercial areas, and trailheads can make bicycling less convenient for everyday trips. Survey respondents identified a need for additional bicycle parking, including bike lockers and designated parking at destinations throughout the network.
- **Personal safety:** Community members identified personal safety concerns along portions of the trail system, including concerns associated with homeless encampments. These concerns were raised through both the online survey and in-person engagement activities and may discourage some people from using affected trails.
- **Trail conflicts:** Community members also identified unauthorized use of shared-use paths by dirt bikes, e-motos, and other motorized vehicles as a concern. These conflicts can affect the comfort and perceived safety of people walking and biking on the trail system.
- **Driver behavior and awareness**: Community input identified driver behavior as another barrier to walking and biking, including concerns about vehicle speeds, yielding behavior, and awareness of people walking and bicycling. These conditions can increase traffic stress and discourage active transportation, particularly on higher-speed corridors.

Network Spines

The Pueblo region's active transportation spines form the backbone of the bicycle and pedestrian network, providing longer-distance connections between neighborhoods and major destinations (see **Figure 14** and **Table 10**). Many of these spines follow the region's waterways, including the Arkansas River Trail, Fountain Creek Trail, and Wild Horse Creek Trail, and serve both transportation and recreational trips. Other spines follow streets and roadways using bicycle lanes, sidewalk trails, signed routes, or a combination of facilities. While these corridors provide important regional connections, some do not currently provide low-stress facilities that comfortably serve people of all ages and abilities. **Table 10** identifies these spines as needing enhancements and summarizes existing conditions along each corridor. Local routes complement the spine network by providing shorter connections within neighborhoods and linking people to nearby destinations and the regional spines. Together, the spines and local routes create the framework for a connected active transportation network across the Pueblo region.

Figure 15 Active Transportation Network

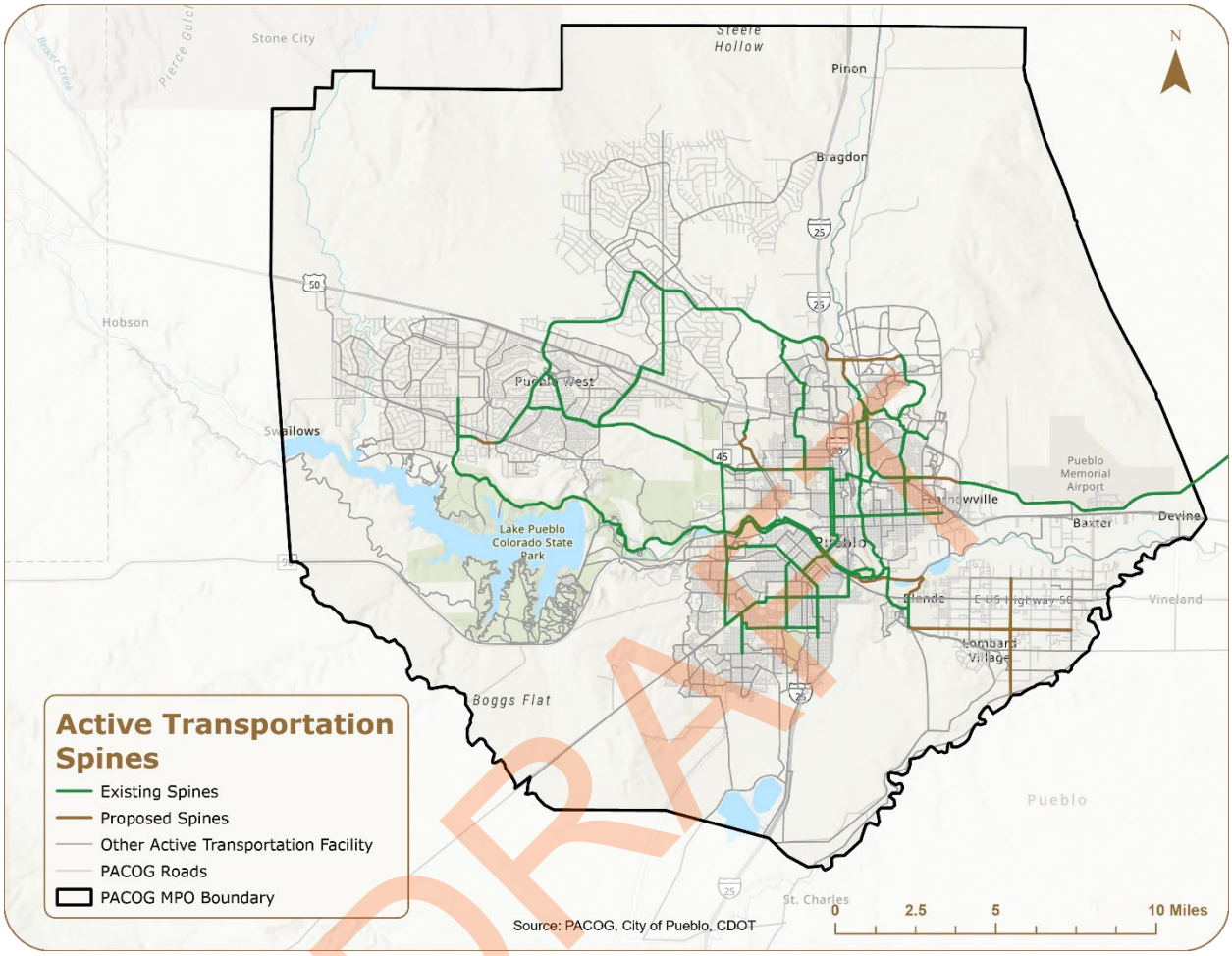


Table 10 Active Transportation Spines

Route Name	Type	Length (mi)	Bicycle Facility Type	Pedestrian Facility Type
21st Street	Existing	0.4	Bike Route	Sidewalks
24th Street	Existing, Needs Enhancements	2.4	Bike Route	Sidewalks
24th Street Proposed Extension	Proposed	0.5	Proposed Paved Multi-Use Path	Proposed Paved Multi-Use Path
27th Lane	Proposed	2.8	Various proposed options	None proposed
8th Street	Existing, Needs	2.7	Bike Route	Sidewalks

Route Name	Type	Length (mi)	Bicycle Facility Type	Pedestrian Facility Type
	Enhancements			
Alamosa Dr	Existing	0.4	Sidewalk Trail	Sidewalk Trail
Arkansas River Trail	Existing	16.6	Paved Multi-Use Path	Paved Multi-Use Path
Arkansas River Trail	Proposed	1.8	Proposed Paved Multi-Use Path	Proposed Paved Multi-Use Path
Aspen Circle	Proposed	1.4	Proposed bike lanes	Proposed sidewalks
Bonforte Blvd	Existing, Needs Enhancements	1.6	Bike Route, Bike Lane	Sidewalks
Buelah Ave	Existing, Needs Enhancements	1.5	Bike Route	Sidewalks
College Trail	Existing	1.8	Paved Multi-Use Path	Paved Multi-Use Path
Colorado Ave	Existing, Needs Enhancements	0.5	Bike Route	Sidewalks
Constitution Rd	Existing, Needs Enhancements	1.2	Bike Route	Sidewalks
Constitution Rd Extension	Proposed	1.0	Proposed Paved Multi-Use Path	Proposed Paved Multi-Use Path
County Farm Road	Proposed	4.0	Proposed Bike Lanes	None Proposed
Dillon Dr	Existing, Needs Enhancements	1.7	Bike Route, Paved Multi-Use Path	Paved Multi-Use Path
Eagleridge Blvd	Existing, Needs Enhancements	1.5	Bike Route, Paved Multi-Use Path	Paved Multi-Use Path
Elizabeth Street	Existing, Needs Enhancements	1.7	Bike Route, Bike Lane	Sidewalks
Fountain Creek Extension	Proposed	1.2	Proposed Paved Multi-Use Path	Proposed Paved Multi-Use Path

Route Name	Type	Length (mi)	Bicycle Facility Type	Pedestrian Facility Type
Fountain Creek Trail	Existing	5.9	Paved Multi-Use Path	Paved Multi-Use Path
Goodnight Ave	Existing	1.9	Bike Route, Bike Lane	Sidewalks
Grand Ave	Existing, Needs Enhancements	0.2	Bike Route	Sidewalks
Greenwood Street	Existing, Needs Enhancements	1.9	Bike Route, Bike Lane w/ Buffer	Sidewalks
High Street	Existing, Needs Enhancements	1.5	Bike Lane	Sidewalks
Highway 50 Bypass Trail	Existing	0.8	Paved Multi-Use Path	Paved Multi-Use Path
Hollywood Dr	Existing, Needs Enhancements	1.0	Bike Route	Sidewalk
Home of the Heroes Parkway	Proposed	1.1	Proposed Paved Multi-Use Path	Proposed Paved Multi-Use Path
Jerry Murphy Rd	Existing, Needs Enhancements	3.0	Bike Lane, Shoulder, Bike Route	Sidewalks
Joe Martinez Trail	Existing	3.8	Paved Multi-Use Path	Paved Multi-Use Path
John Powell Trail	Existing	0.9	Paved Multi-Use Path	Paved Multi-Use Path
Lakeview Ave	Existing, Needs Enhancements	2.0	Bike Route	Sidewalks
Macalester Rd	Existing, Needs Enhancements	0.6	Bike Route	Sidewalks
McCulloch Blvd Trail	Existing, Needs Enhancements	6.8	Paved Multi-Use Path, Bike Lanes, Bike Route	Paved Multi-Use Path

Route Name	Type	Length (mi)	Bicycle Facility Type	Pedestrian Facility Type
Medal of Honor Blvd Trail	Existing	4.4	Paved Multi-Use Path	Paved Multi-Use Path
Mesa Avenue	Existing, Needs Enhancements	2.0	Bike Route	Sidewalks
Nichols Trail	Existing	1.6	Paved Multi-Use Path	Paved Multi-Use Path
Northern Avenue	Existing, Needs Enhancements	1.3	Sidewalk Trail	Sidewalk Trail
Orman Ave	Existing, Needs Enhancements	5.1	Bike Route, Bike Lane	Sidewalks
Outlook Blvd	Existing	1.3	Bike Lane w/ Buffer	Sidewalks
Peter Jimeniez Parkway	Existing, Needs Enhancements	22.7	Bike Route	None
Platteville Blvd	Existing, Needs Enhancements	3.8	Bike Route	None
Portland Ave	Existing	1.0	Bike Route	Sidewalks
Pueblo Blvd from Northern to 24th Street	Existing, Needs Enhancements	3.8	Paved Multi-Use Path	Paved Multi-Use Path
Purcell Blvd Trail	Existing, Needs Enhancements	4.6	Bike Lane, Shoulder, Paved Multi-Use Path	Paved Multi-Use Path
Santa Fe Avenue	Existing, Needs Enhancements	0.6	Bike Route	Sidewalks
SDS Trail	Existing	2.6	Paved Multi-Use Path	Paved Multi-Use Path
Union Avenue	Existing	1.5	Bike Route, Bike Lane, Bike Lane w/ Buffer	Sidewalk
Walking Stick Blvd	Existing, Needs	2.3	Bike Route	None

Route Name	Type	Length (mi)	Bicycle Facility Type	Pedestrian Facility Type
	Enhancements			
Wildhorse Creek Trail	Existing	0.4	Paved Multi-Use Path	Paved Multi-Use Path
Wildhorse Creek Trail Proposed Segment	Proposed	0.8	Proposed Paved Multi-Use Path	Proposed Paved Multi-Use Path

Major destinations that can be accessed from the existing network spines include:

- Pueblo City-County Library District
- K-12 Schools
- Pueblo Zoo
- Pueblo Community College
- CSU Pueblo
- Parkview Medical Center
- CommonSpirit St. Mary-Corwin Hospital
- Pueblo Transit Center
- Downtown Pueblo
- Sangre de Cristo Arts & Conference Center
- Colorado State Fairgrounds

Destinations that are currently not accessible via a spine are:

- 11 K-12 Schools
- IntelliTec College
- 4 Health Clinics, including the Southern Colorado Clinic complex

Bicycle Level of Traffic Stress

Creating a connected bicycle network requires not only building a robust network of bicycle facilities, but also providing routes that people feel comfortable using. The Level of Traffic Stress (LTS) framework evaluates bicyclist comfort by classifying roadways according to the level of stress they are likely to create for people bicycling. Unlike crash analyses, which identify where crashes have occurred, LTS identifies where people are likely to feel comfortable bicycling and where roadway conditions may discourage riding.

Figure 16 Bicycle Level of Traffic Stress and the Four Types of Bicyclists

Methodology

A baseline LTS analysis was completed for the bicycle transportation network throughout the PACOG planning area. The analysis applies nationally recognized LTS principles through a simplified logic-based methodology tailored to the PACOG region and available roadway data. The bicycle network included roadway-adjacent shared-use paths, on-street bicycle facilities, and connector trails. Recreational trails, such as those at Lake Pueblo State Park, that do not contribute to regional bicycle connectivity were excluded.

The methodology evaluates two primary variables: bicycle facility type and roadway functional classification. Bicycle facility type represents the degree of accommodation and separation from motor vehicle traffic, while roadway functional classification serves as a planning-level proxy for traffic volume, speed, lane configuration, and the overall roadway environment. These two variables were combined using a logic-based decision matrix to assign each roadway segment an LTS score ranging from 1 (very low stress) to 4 (high stress), with intermediate values used where roadway conditions represented a transition between primary stress categories.

Table 11 Bicycle Level of Traffic Stress Decision Matrix

Bike Facility Type	Local / Unclassified	Collector	Minor Arterial	Principal Arterial
Multiuse Path	1	1	1	1
Sidewalk Trail	2	2	2.5	3
Buffered Bike Lane	2	2	2.5	3
Bike Lane	2	2.5	3	4
Signed Route	2.5	3	4	4
Shoulder	2.5	3	4	4
Shared Lane Marking (Sharrow)	2.5	3	4	4
Unsigned Route	3	3	4	4

Table 12 Bicycle LTS Classification

LTS Score	Classification	Typical Rider
1.0–1.5	Very Low Stress	Suitable for riders of all ages and abilities

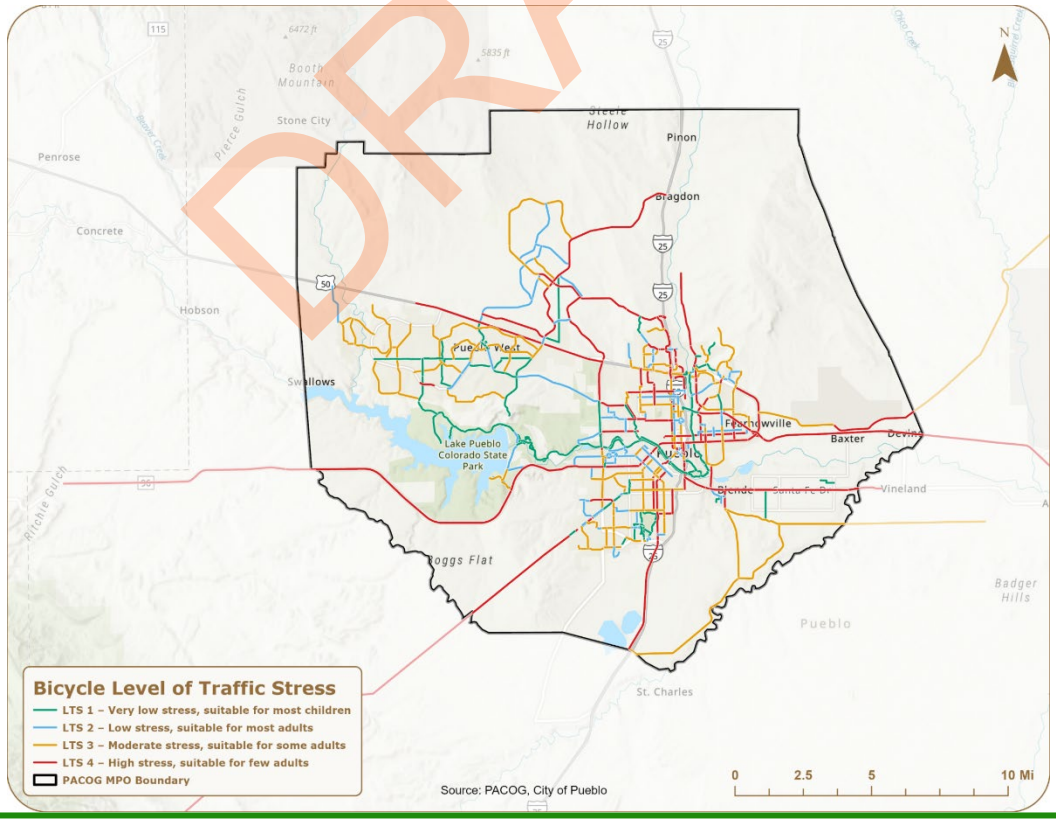
LTS Score	Classification	Typical Rider
2.0–2.5	Low Stress	Comfortable for most adults
3.0–3.5	Moderate Stress	Suitable for experienced or confident bicyclists
4.0	High Stress	Comfortable only for highly confident riders

Existing LTS Network

The completed LTS analysis reveals substantial variation in bicyclist comfort across the Pueblo region. While many residential streets and shared-use paths provide low-stress bicycling environments, higher-stress corridors create significant barriers between neighborhoods, destinations, and regional trail systems.

Overall, approximately 28 percent of the bicycle network is classified as LTS 1 or LTS 2, representing lower-stress facilities that are generally comfortable for most riders. The remaining 72 percent is classified as LTS 3 or LTS 4, representing roadway conditions that many people may find uncomfortable or unsuitable for everyday bicycling.

Figure 17 Bicycle Level of Traffic Stress



Findings

The LTS analysis shows that lower-stress facilities represent a relatively small portion of the Pueblo region's bicycle network. Approximately 28 percent of the network is classified as LTS 1 or LTS 2, compared with 32 percent classified as LTS 3 and 40 percent classified as LTS 4. This distribution indicates that higher-stress riding conditions remain prevalent across the regional network. Facility type and roadway context strongly influence traffic stress. Shared-use paths and corridors with dedicated bicycle infrastructure generally provide the lowest-stress riding environments, while many local and collector streets fall within the moderate-stress range depending on roadway conditions and the type of bicycle accommodation provided. Higher-stress conditions are concentrated along principal arterials, state highways, and other major transportation corridors where higher traffic volumes, multiple travel lanes, and limited separation from motor vehicle traffic create less comfortable bicycling conditions.

Although the Pueblo region contains numerous low-stress bicycle facilities, they often function as individual corridors or isolated segments rather than as a continuous regional network. Many trips require bicyclists to transition from lower-stress facilities onto moderate- or high-stress roadways to reach destinations or continue along a route. As a result, relatively short sections of higher-stress roadway frequently determine the overall comfort and usability of an otherwise low-stress trip.

The LTS analysis also reinforces the physical barriers identified elsewhere in this chapter. Crossings of I-25, the Arkansas River, Fountain Creek, active railroad corridors, and several major arterial roadways, including Pueblo Boulevard, Northern Avenue, Santa Fe Avenue, and portions of US 50, represent some of the highest-stress bicycling environments within the planning area. These conditions reduce low-stress connectivity between neighborhoods, employment centers, schools, parks, and the regional trail system. Addressing these critical connections represents an important opportunity to expand and better connect the region's low-stress bicycle network.

Table 13 Network Mileage by LTS Classification

LTS	Approx. Mileage	Percent of Network
LTS 1	64.0	14%
LTS 2	62.9	14%
LTS 3	142.1	32%
LTS 4	176.2	40%

Key Findings

Higher-stress facilities comprise the largest share of the bicycle network.

Approximately 40 percent of the regional bicycle network is classified as LTS 4, representing higher-stress conditions that may be uncomfortable or unsuitable for many bicyclists. An additional 32 percent of the network is classified as LTS 3, indicating that nearly three-quarters of the overall network consists of moderate- or high-stress facilities. While lower-stress routes exist throughout the region, they represent a smaller share of the overall network.

Shared-use paths and dedicated bicycle facilities provide the lowest-stress riding environments.

Regional trails and corridors with dedicated bicycle infrastructure consistently provide the most comfortable bicycling conditions and serve as important components of the existing transportation network. These facilities represent valuable assets that can serve as the foundation for future network expansion.

High-stress corridors are concentrated along major arterial roadways.

Principal arterials, state highways, and other high-volume roadways consistently receive the highest LTS classifications due to their roadway environment and limited separation between bicyclists and motor vehicle traffic. These corridors often present significant challenges for people bicycling throughout the region.

Connectivity is a greater challenge than facility availability.

Although many low- and moderate-stress bicycle facilities exist throughout the Pueblo region, they frequently function as disconnected segments. Short sections of higher-stress roadway often interrupt otherwise comfortable routes, limiting the usefulness of the overall bicycle network for everyday travel.

Low-stress routes are often disconnected from destinations.

Many low-stress routes are along trails or lower-volume roadways that do not provide direct access to commercial areas or other important destinations. In contrast, high-stress routes tend to follow busier commercial corridors and provide more direct access to destinations. Providing comfortable, clear, and well-signed connections from low-stress facilities to destinations can greatly improve the functionality of Pueblo's lower-stress routes.

Strategic investments can significantly expand the low-stress network.

Because many comfortable bicycle facilities already exist, relatively targeted improvements, such as protected crossings, intersection improvements, and short facility connections, have the potential to substantially improve regional bicycle connectivity by linking existing low-stress routes into a more continuous network.

Data Limitations

This analysis is intended as a planning-level assessment and is not an engineering design evaluation. It uses roadway functional classification as a proxy for several roadway characteristics and does not explicitly evaluate intersection operations, lane widths, driveway density, parking activity, or detailed traffic operations. Despite these limitations, the methodology provides a transparent, repeatable, and regionally consistent framework for evaluating bicyclist comfort and prioritizing future improvements.

Pedestrian Latent Demand Analysis

Understanding where people are most likely to walk is an important component of identifying gaps and priorities within the regional pedestrian network. While existing pedestrian activity provides information about where people currently walk, it does not capture locations where people may choose to walk if better connections or infrastructure were available. The Pedestrian Latent Demand Analysis provides a planning-level assessment of where the potential for pedestrian travel is greatest across the Pueblo region.

The analysis uses a GIS-based suitability model to evaluate the relative potential for pedestrian travel based on the location of residents, employment, schools, transit, parks, community destinations, existing low-stress facilities, and surrounding land uses. Areas where multiple factors associated with pedestrian activity overlap receive higher latent-demand scores. The analysis does not predict the number of pedestrian trips that will occur at a specific location; rather, it identifies areas where investments in pedestrian connectivity and infrastructure have the potential to serve greater pedestrian demand.

Methodology

The Pedestrian Latent Demand Analysis was developed using ArcGIS Pro's Suitability Modeler. Nine criteria representing factors associated with pedestrian activity were transformed to a common suitability scale and combined into a composite score ranging approximately from 1, representing lower relative latent demand, to 9, representing higher relative latent demand.

Criteria weights were developed using professional judgment to reflect the relative influence of each factor on potential pedestrian activity within the Pueblo region. Population density received the greatest individual weight in the model at 20 percent, reflecting the importance of proximity to potential pedestrian trip origins. Employment and community destinations were each weighted at 15 percent. K–12 schools, higher education institutions, transit stops, and future land use were each weighted at 10 percent, while parks and proximity to existing low-stress facilities were each weighted at 5 percent.

For criteria representing destinations or facilities, the model generally assigns greater suitability to locations within a reasonable walking distance, with suitability decreasing as distance increases. Population density and future land use were evaluated based on their relative potential to support pedestrian activity. Combining these criteria allows the model to identify areas where multiple conditions supportive of walking occur together.

Table 14 pedestrian Latent Demand Analysis Criteria and Weights

Criterion	Weight
Population Density	20%
Employment	15%
Community Destinations	15%
K-12 Schools	10%
Higher Education	10%
Transit Stops	10%
Future Land Use	10%
Parks	5%
Low-Stress Facilities	5%
Total	100%

Existing Pedestrian Latent Demand

The analysis identifies substantial variation in pedestrian latent demand throughout the Pueblo region. The highest and most continuous concentrations occur within the urbanized Pueblo area, where population, employment, schools, transit, parks, and other destinations are located in relatively close proximity.

Higher latent demand is particularly concentrated in central Pueblo and extends through surrounding established neighborhoods and activity centers. Additional concentrations occur in Pueblo West and at smaller activity nodes elsewhere in the planning area, although these areas generally exhibit a more dispersed pattern than central Pueblo.

Lower latent-demand scores are primarily found in less-developed portions of the planning area where population and destinations are more dispersed and typical travel distances are longer. These patterns do not necessarily indicate that pedestrian improvements are unnecessary in lower-scoring locations; rather, they indicate that fewer of the factors included in the regional model overlap in those areas.

Available sidewalk data provides additional context for comparing areas of higher latent demand with the existing pedestrian network. Sidewalk coverage is generally more extensive within the urbanized Pueblo area, where the model also identifies the most continuous concentrations of latent demand. The comparison also highlights locations where sidewalks appear less continuous within or between areas of higher latent demand, indicating potential gaps in the pedestrian network.

Because available sidewalk data does not provide a complete inventory across the planning area, this comparison should be considered a planning-level screening rather than a comprehensive assessment of sidewalk presence or absence. Potential gaps identified through the analysis should be verified through more detailed review before advancing specific improvements.

Figure 18 Pedestrian Latent Demand and Available Sidewalk Data

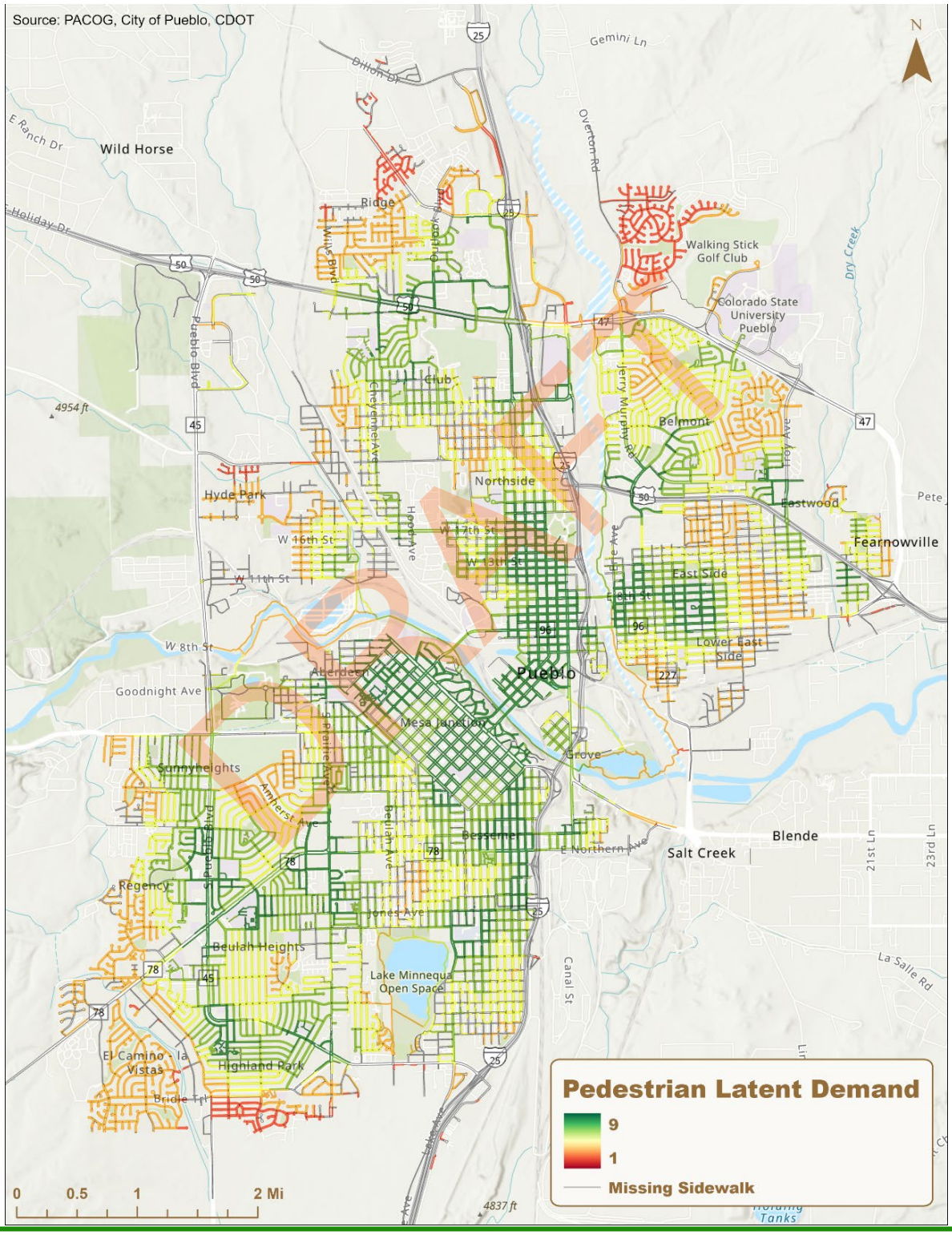
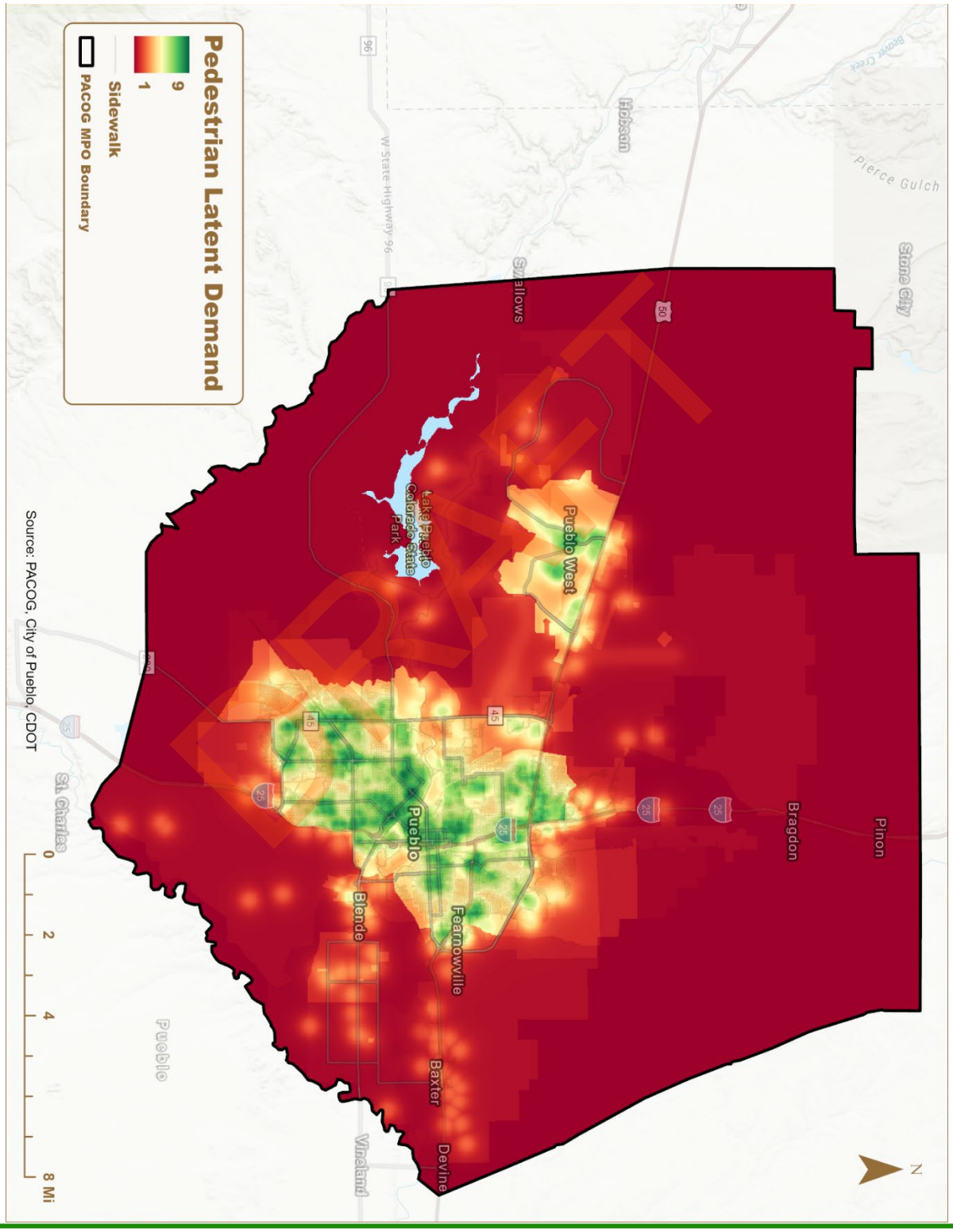


Figure 19 Pedestrian Latent Deman Analysis



Findings

Potential pedestrian activity is concentrated primarily within the developed portions of the Pueblo region, with the largest and most continuous areas of higher demand in urbanized Pueblo. These patterns, reflect the concentration and proximity of population, employment, schools, transit, parks, and other destinations. Localized concentrations also occur outside the urban core, including in Pueblo West and other activity nodes, and may warrant targeted pedestrian connections even where surrounding development patterns are less supportive of a continuous pedestrian network.

Connectivity between activity centers is also an important consideration for the pedestrian network. Areas of higher latent demand are frequently separated by major roadways, waterways, railroad corridors, or less pedestrian-oriented development. As a result, the usefulness of pedestrian infrastructure depends not only providing sidewalks, but also on comfortable, direct connections between them. The active transportation spines can provide important links between these areas.

The latent-demand model is most useful as a screening and prioritization tool rather than as a standalone project-selection process. Locations where higher latent demand overlaps with documented safety concerns, physical barriers, or pedestrian infrastructure gaps may represent particularly strong opportunities for future investment.

Key Findings

Pedestrian latent demand is concentrated within urbanized Pueblo.

The strongest and most continuous latent-demand patterns occur within Pueblo's established urban area, where residents, employment, schools, transit, parks, and other destinations are concentrated within relatively short distances.

Pedestrian demand reflects the interaction of multiple destinations and land uses.

The highest-scoring areas generally occur where several pedestrian-supportive factors overlap rather than around individual destinations alone. This highlights the importance of connected, mixed-use activity areas in supporting walking.

Pedestrian demand also exists outside the urban core.

Localized areas of higher demand occur in Pueblo West and other portions of the planning area, indicating opportunities for targeted pedestrian improvements even in areas with more dispersed development patterns.

Connections between high-demand areas are important.

Major roadways and other physical barriers frequently separate areas with relatively high pedestrian demand. Improving crossings and connections between these areas may therefore be as important as completing pedestrian facilities within individual neighborhoods or activity centers. Active transportation spines discussed earlier in this chapter provide the connections between areas of high latent demand.

Available sidewalk data can help identify potential network gaps.

Comparison of latent demand with available sidewalk information provides a screening tool for

identifying locations where additional pedestrian connections would be utilized. Because the sidewalk inventory is incomplete in portions of the planning area, these potential gaps should be verified before being used to identify specific projects.

Data Limitations

The Pedestrian Latent Demand Analysis is intended as a regional planning-level assessment and does not represent observed pedestrian volumes or predict the number of walking trips that will occur at a particular location. Results are influenced by the datasets, assumptions, transformations, and weights used in the suitability model.

The model also does not directly evaluate every condition that may influence an individual's decision to walk, including sidewalk condition, crossing quality, localized topography, lighting, shade, personal safety perceptions, or individual mobility needs.

Available sidewalk data are not comprehensive throughout the entire PACOG planning area and should not be interpreted as a complete inventory of existing pedestrian infrastructure. Accordingly, apparent sidewalk gaps identified through comparison with the latent-demand model should be field-verified or evaluated using more detailed local data before advancing specific projects.

Safety Assessment

Safety is a critical consideration for people walking, biking, and rolling because these users are more vulnerable to serious injury when crashes occur. This plan focuses its safety analysis on crashes resulting in a fatality or serious injury, referred to as killed and serious injury (KSI) crashes. Additional information on regional safety conditions and strategies is provided in the Pueblo Area Comprehensive Safety Action Plan (CSAP). The BPMP uses crash data to identify locations and roadway characteristics associated with severe crashes involving people walking and bicycling. The analysis compares KSI crashes with total crashes to identify conditions and factors that are disproportionately represented in crashes resulting in serious injury or death. As documented in the Pueblo Area CSAP, Pueblo County experienced the highest number of fatal and serious injury crashes per capita among Colorado's 11 most populous counties between 2018 and 2023. During this same period, Pueblo County also had the highest rate of fatal pedestrian crashes per capita among these counties. Fatal bicycle crashes, however, occurred at the second lowest rate and were considerably lower than state and national rates.

Figure 19 shows bicyclist and pedestrian KSI crashes across the PACOG region between 2021 and 2025. Crashes are concentrated primarily within the urbanized Pueblo area and along major transportation corridors, highlighting locations where severe crashes involving vulnerable road users have occurred most frequently. **Table 15** identifies corridors and locations with concentrations of KSI crashes, followed by a closer look at the areas with the highest concentrations.

Figure 20 VRU Crashes, 2021-2025

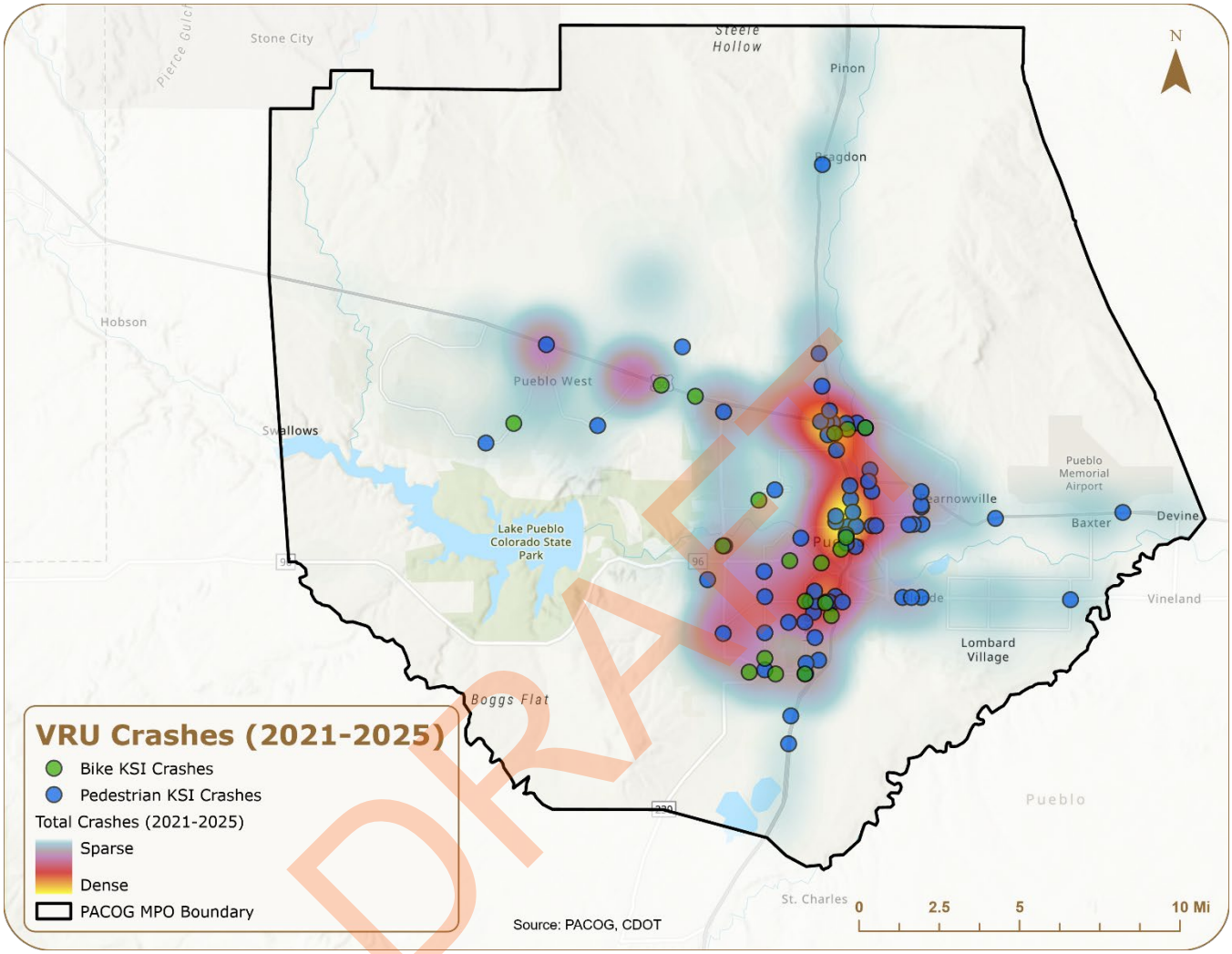


Table 15 Pueblo Region KSI Crash Hotspots

Location	Bike crashes	Pedestrian Crashes
W Northern Ave (E Routt Ave to E Abriendo Ave)	0	5
N Santa Fe Ave & W City Center Dr	1	1
E 4th St (N Santa Fe Dr to N Iola Ave)	0	4
W Northern Ave (Lake Ave to Cedar St)	1	2
S Pueblo Blvd (W Northern Ave to Surfwood Ln)	0	1
US 50 (Morris Ave to Dillon Dr)	0	4
US 50 (SH 227 to Frontier St)	0	3

Figure 20 identifies a concentration of bicycle and pedestrian KSI crashes in central Pueblo, particularly along the Northern Avenue, Abriendo Avenue, Prairie Avenue, and Elizabeth Street corridors. Notable crash concentrations occur near the intersections of Northern Avenue and Elizabeth Street, Abriendo Avenue and Prairie Avenue, as well as surrounding roadways. These patterns identify central Pueblo as an important area for more detailed safety analysis and consideration of targeted bicycle and pedestrian improvements.

Figure 21 Bike and Pedestrian KSI Crash Hotspot 1 (South Pueblo)

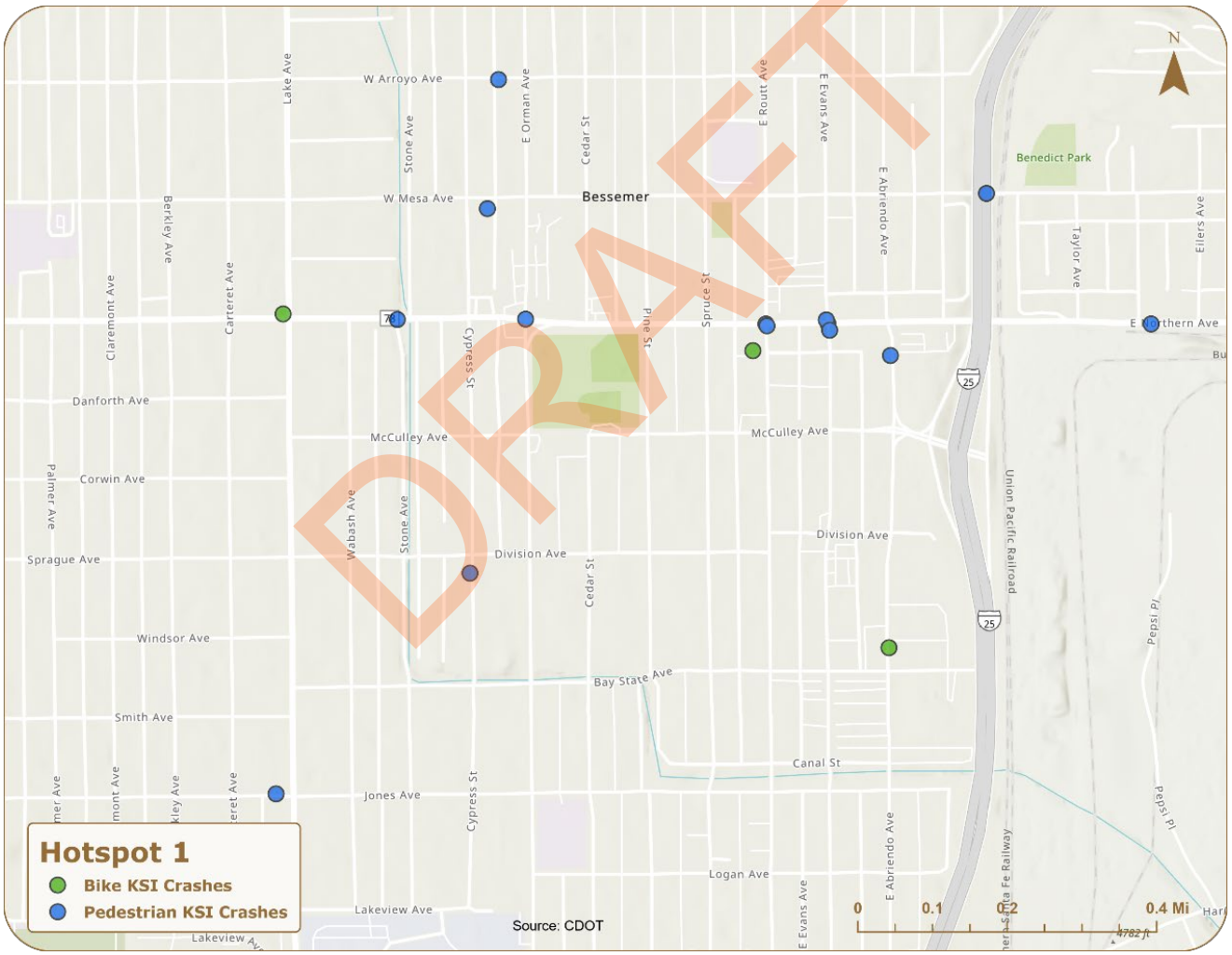


Figure 21 identifies a concentration of bicycle and pedestrian KSI crashes in and around Downtown Pueblo, particularly along the I-25 corridor, Santa Fe Avenue, 6th Street, and 4th Street. Notable crash concentrations occur near the intersections of Santa Fe Avenue and 4th Street, Santa Fe Avenue and

6th Street, and surrounding downtown streets. These patterns identify Downtown Pueblo as an important area for more detailed safety analysis and consideration of targeted improvements for people walking and bicycling.

Figure 22 Bike and Pedestrian KSI Crash Hotspot 2 (Downtown Pueblo)

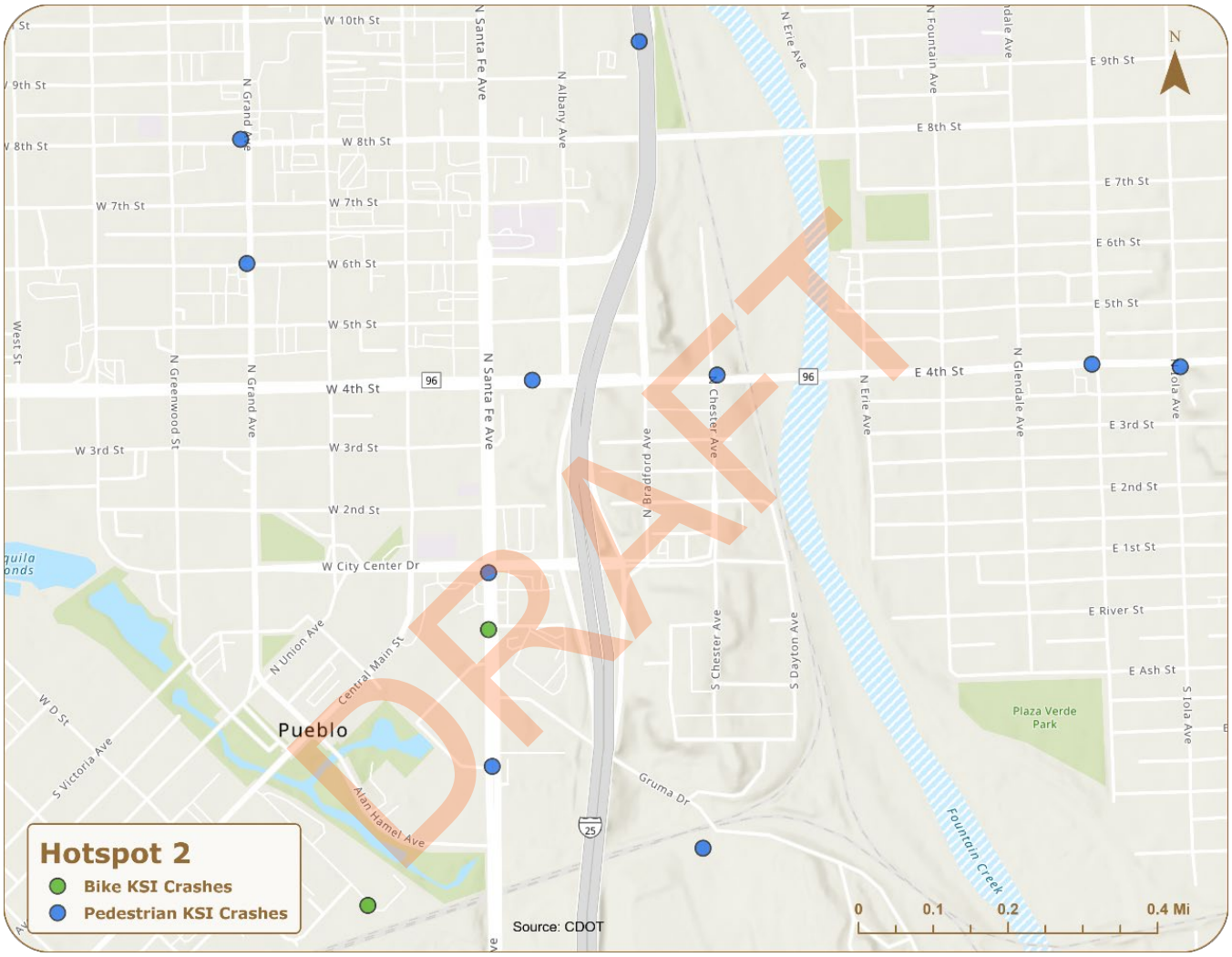
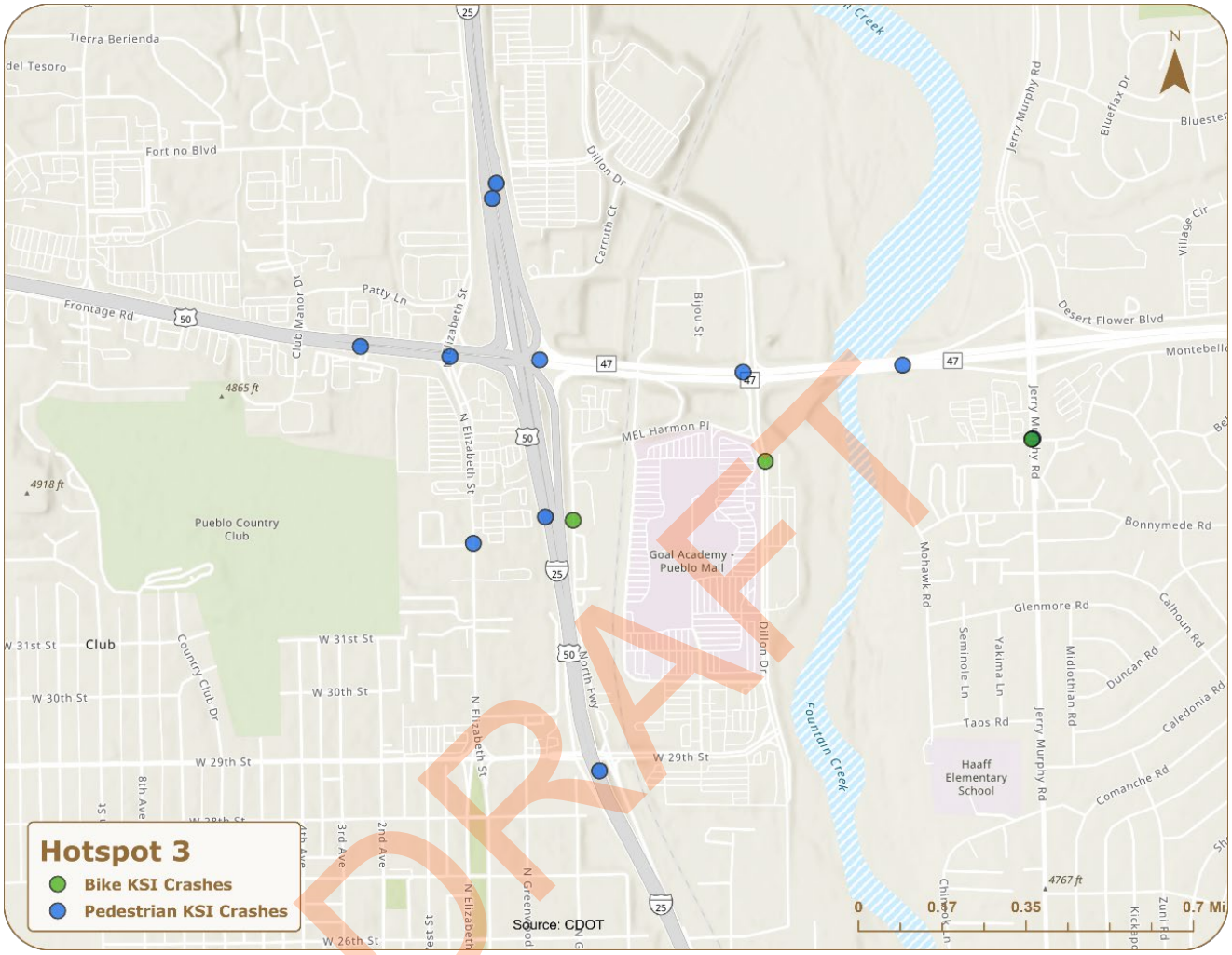


Figure 22 identifies a concentration of bicycle and pedestrian KSI crashes along the I-25 corridor in northern Pueblo, particularly near the US 50 interchange, Dillon Drive, and Eagleridge Boulevard. Notable crash concentrations occur around the interchange area and along adjacent commercial corridors serving the Pueblo Mall and surrounding businesses. These patterns identify northern Pueblo as an important area for more detailed safety analysis and consideration of targeted bicycle and pedestrian improvements.

Figure 23 Bike and Pedestrian KSI Crash Hotspot 3 (Northern Pueblo)



Crash Types and Severity

Crash data can also be examined by crash type and severity to better understand the circumstances and outcomes of crashes involving people walking and bicycling. Crash type describes how a crash occurred, while severity reflects the most serious injury sustained by anyone involved.

Data Limitations

Crash data are collected via police reports and are subject to variation in reporting based on the responding officer. Some issues that commonly arise from crash data include:

- Crash severity ratings are subjective and determined by a non-medically trained officer. Some injuries may appear more or less severe at the scene of the crash, and data are not corroborated by a medical diagnosis.

- Police officers may have varying opinions on driver actions or other factors that contributed to a crash.
- Some crashes may go unreported, where there are no injuries and no police called to the scene, or self-reported on the Colorado Department of Revenue's new online Report a Crash filing system.
- Some data fields for crashes are missing due to incomplete crash reporting.
- GIS coordinates for crashes are reported with varying levels of precision and may not reflect the exact location of a crash.

Findings

Crash Severity and Mode

Between 2021 and 2025, there were 11,342 crashes in the Pueblo region. Of these, 130 involved at least one fatality and 419 involved at least one serious injury. **Table 16** summarizes crashes by severity and mode. Pedestrian-involved crashes were a notable component of severe crashes, including 35 fatal crashes and 45 serious injury crashes during the five-year period.

The crash analysis identified several factors that were more prevalent among fatal and serious injury crashes in the Pueblo region. Key findings include:

Mode (Vulnerable Road Users)

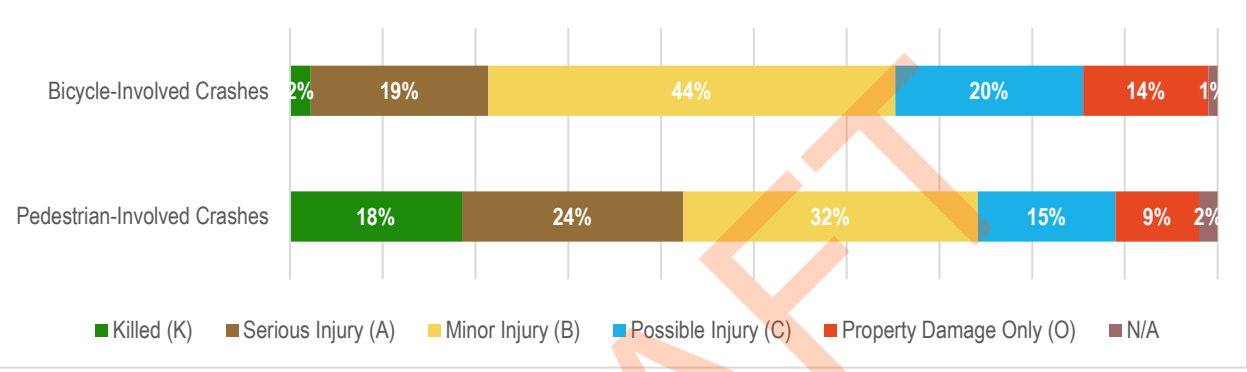
- While crashes involving people walking and biking represent a relatively small share of crashes overall, they account for a disproportionate share of fatal and serious injury crashes in the Pueblo region. From 2021 through 2025, there were 2 (11 percent) fatal and 17 (89 percent) serious injury bicyclist crashes.
- From 2021 through 2025, there were 35 (18 percent) fatal and 45 (24 percent) serious injury pedestrian crashes, indicating that a higher number of pedestrian crashes lead to the most extreme outcomes, underscoring the heightened vulnerability of pedestrians in particular.
- Across all modes, only a small share of crashes result in fatal or serious injury outcomes (130 fatal and 419 serious injury crashes out of 11,342 total crashes).
- Pedestrians account for 27 percent of all fatal crashes despite representing a much smaller share of total crashes.
- Bicyclists account for a smaller share of fatalities but still experience disproportionately severe outcomes relative to their exposure.

Table 16 Crash Severity for Pedestrian and Bicycle-Involved Crashes

Crash Severity	All Crash Severity	Pedestrian-Involved Crashes	Bicycle-Involved Crashes
(K) Fatal Injury	130	35	2
(A) Suspected Serious Injury	419	45	17
(B) Suspected Minor Injury	1,659	60	39

Crash Severity	All Crash Severity	Pedestrian-Involved Crashes	Bicycle-Involved Crashes
(C) Possible Injury	1,594	28	18
(O) Property Damage Only	7,295	17	12
N/A or Null	245	5	0
Total	11,342	190	88

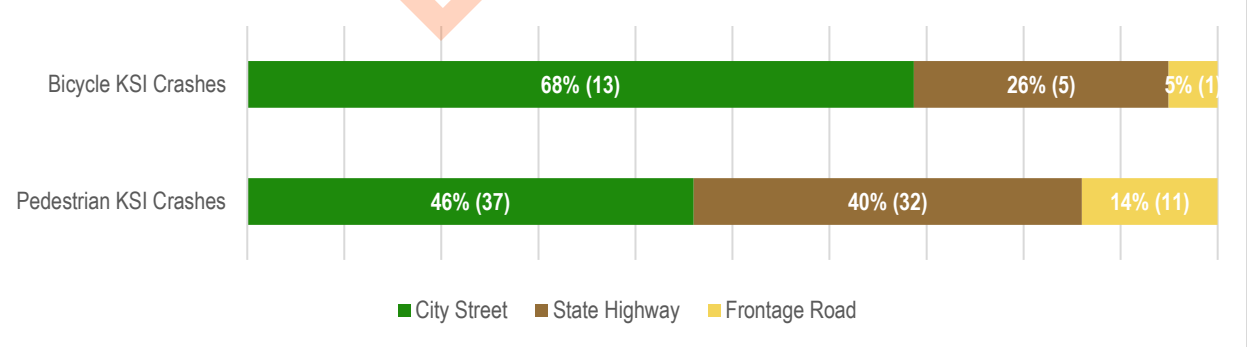
Figure 24 Crash by Type, 5-Year Total



Functional Classification / System Type

Bicyclist KSI crashes are concentrated on city streets (approximately 68 percent), while pedestrian KSI crashes are more distributed between city streets (approximately 51 percent) and state highways and interstates (approximately 43 percent). This pattern highlights the importance of state highways and interstates in understanding pedestrian safety, while bicyclist crashes are more concentrated within the local street network.

Figure 25 KSI Crashes by System Type



Many crashes occur along state highways and arterial corridors where dedicated pedestrian and bicycle infrastructure may be limited or incomplete. While crash reports identify a range of contributing factors the concentration of crashes along these corridors highlights the importance of considering

roadway design, crossing opportunities, pedestrian and bicycle facilities, and network connectivity when evaluating safety needs.

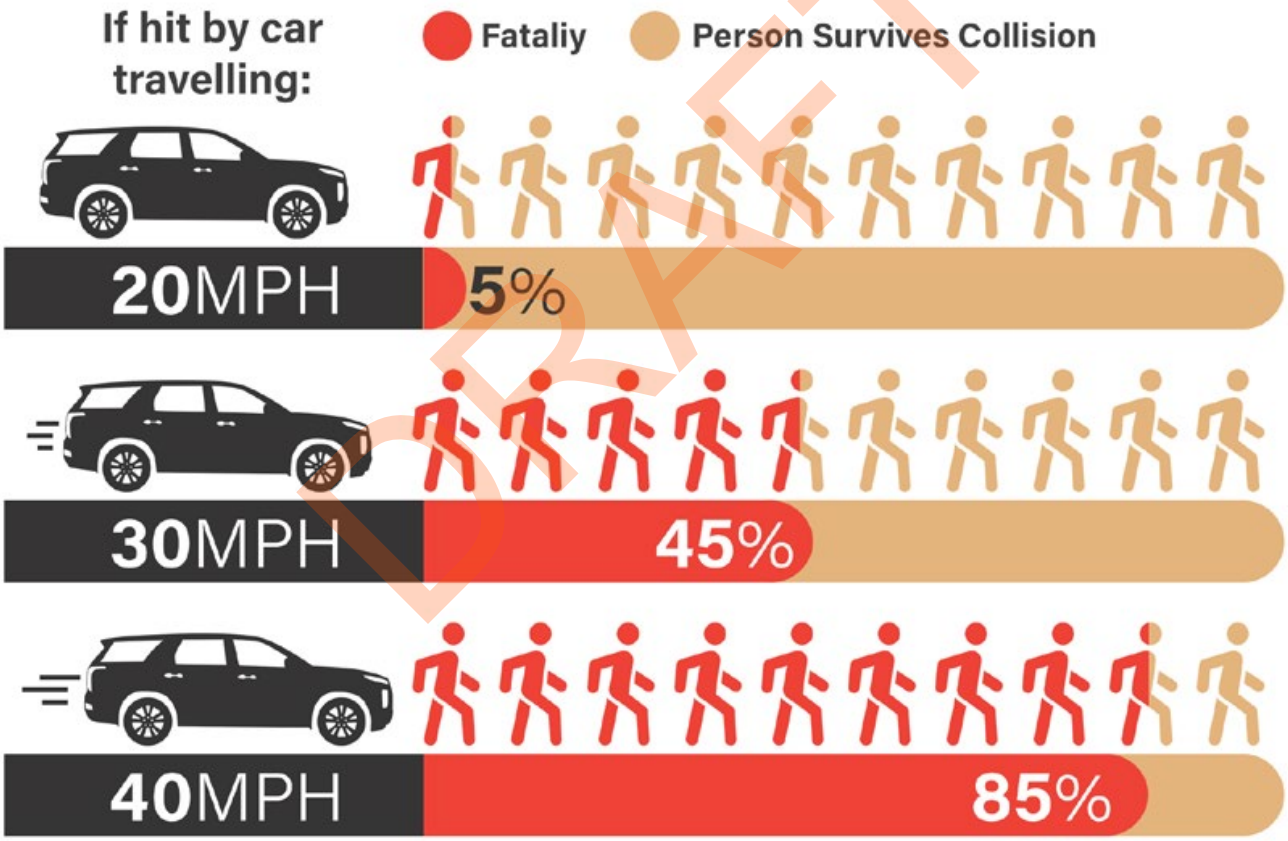
Alcohol- and Drug-Involvement

Alcohol or drug impairment was identified as a contributing factor in approximately 10 percent of pedestrian KSI crashes and 11 percent of bicycle KSI crashes in the Pueblo region.

Speed

Approximately 92 percent of pedestrian and bicycle KSI crashes occurred on roadways with posted speed limits of 30 mph or higher, highlighting the concentration of severe crashes on higher-speed roadways.

Figure 26 Likeliness of Pedestrian Fatalities Based on Vehicle Speed

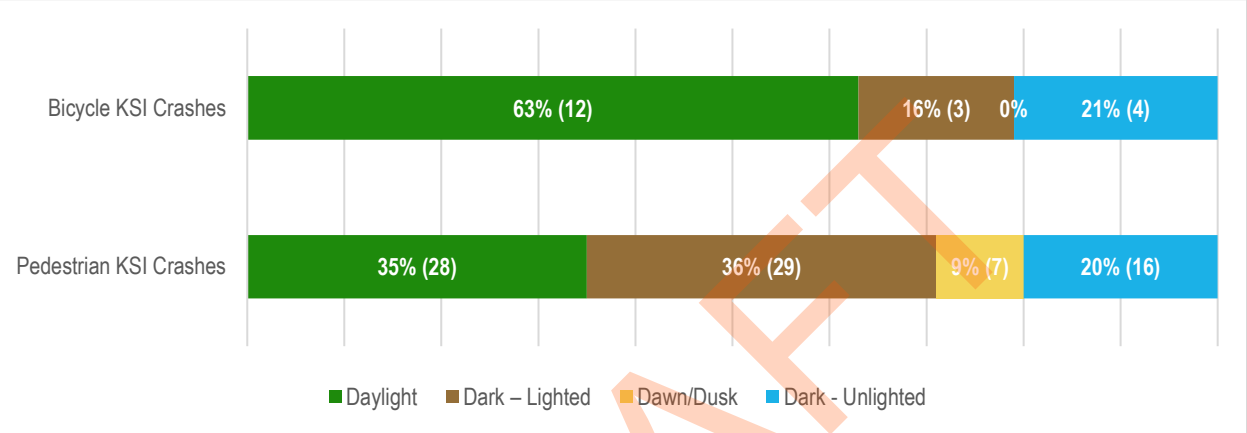


National Traffic Safety Board (2017) Reducing Speeding-Related Crashes Involving Passenger Vehicles.

Lighting Conditions

The majority of bicycle KSI crashes occurred during daylight (approximately 78 percent), while pedestrian KSI crashes are more evenly distributed between daylight and dark conditions. Approximately 43 percent of pedestrian KSI crashes occurred in dark conditions, including crashes on lighted roadways. This pattern highlights nighttime conditions as an important consideration in evaluating pedestrian safety.

Figure 27 KSI Crashes by Lighting Condition



Key Findings

Pedestrians

Pedestrians are the most vulnerable roadway users in the region. The high number of fatal pedestrian crashes suggests systemic safety challenges such as:

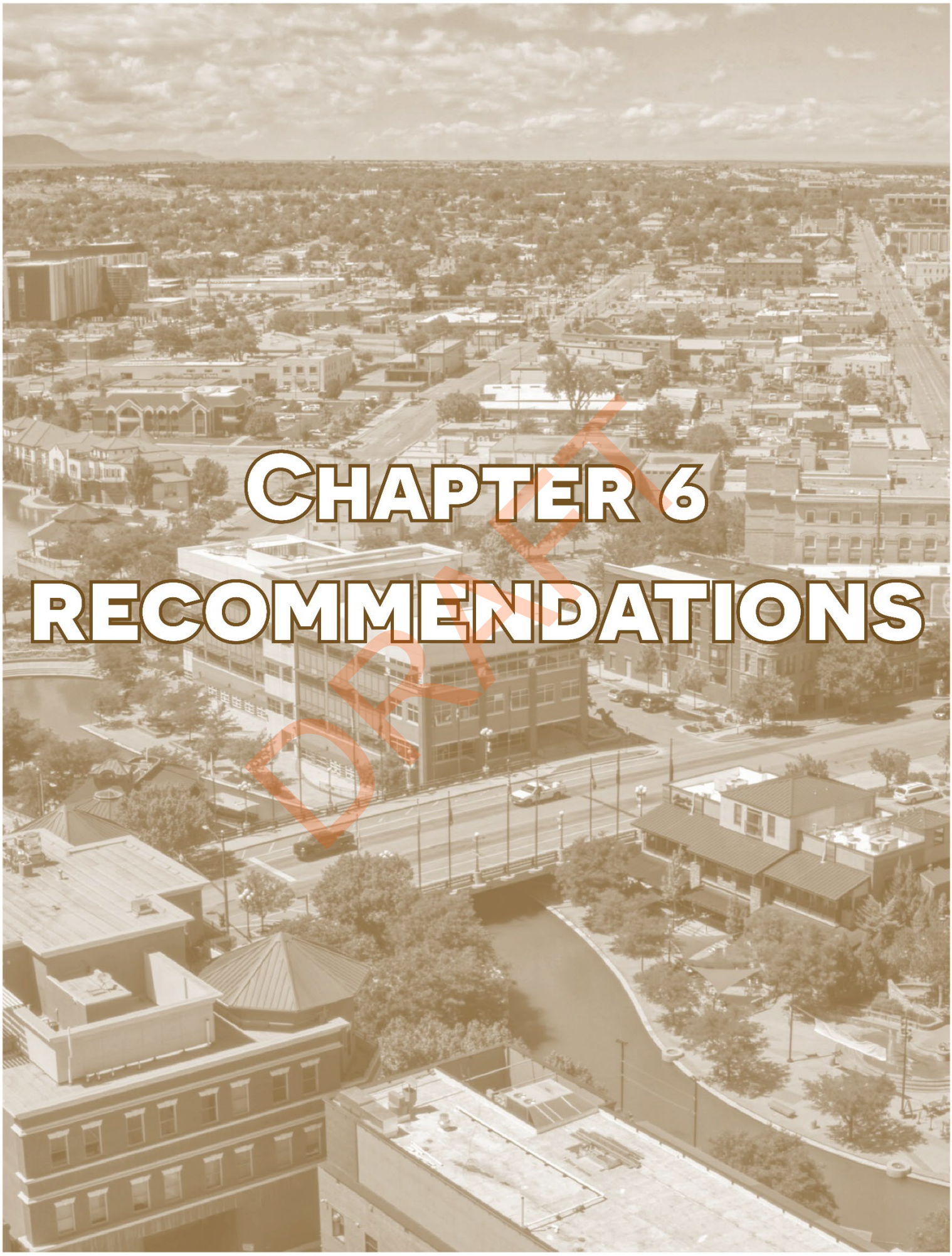
- Exposure to higher-speed roadways
- Limited crossing opportunities or unsafe crossing locations
- Potential gaps in nighttime visibility and lighting conditions

Bicyclists

Bicycle crashes are less frequent but still result in a high rate of serious injury. This may reflect:

- Lack of dedicated bicycle infrastructure
- Conflicts with motor vehicles at intersections and along corridors
- Limited separation from traffic on higher-speed roadways

Together, these trends highlight the need to prioritize lower-speed environments, improved crossings, lighting, and separated facilities, particularly along state highways and major corridors, to reduce fatal and serious injury crashes among bicyclists and pedestrians in the Pueblo region.

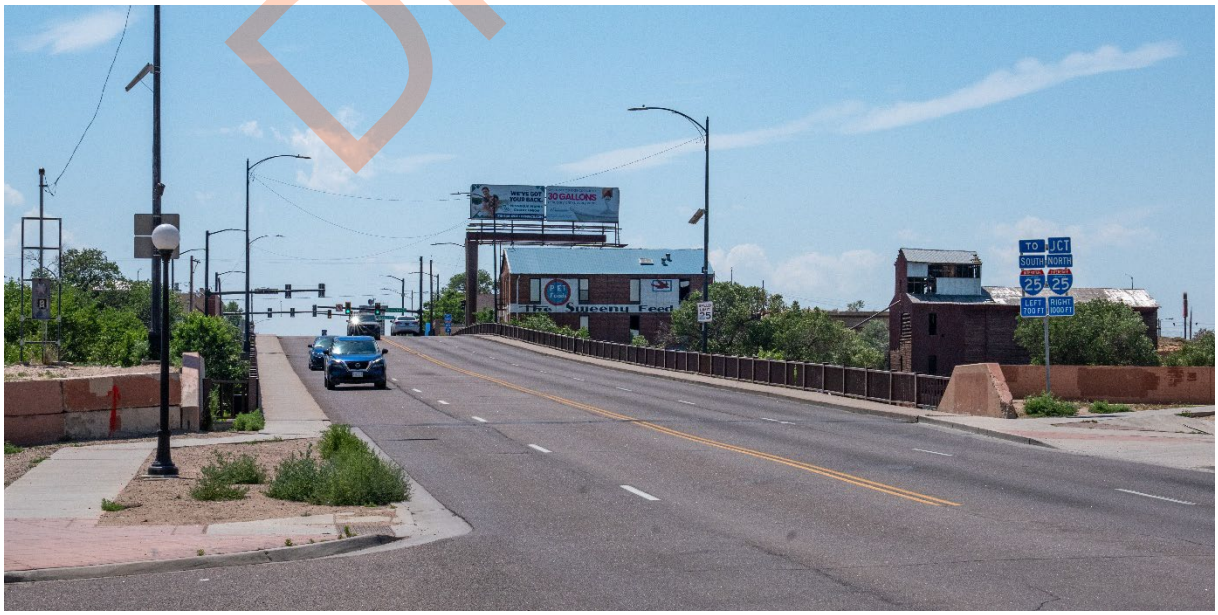


Chapter 6
Recommendations

Recommendations

Creating a safe, connected, and comfortable active transportation network in the Pueblo region will require a multi-faceted approach that combines infrastructure investments with supportive policies and programs. This chapter organizes recommendations in the following areas:

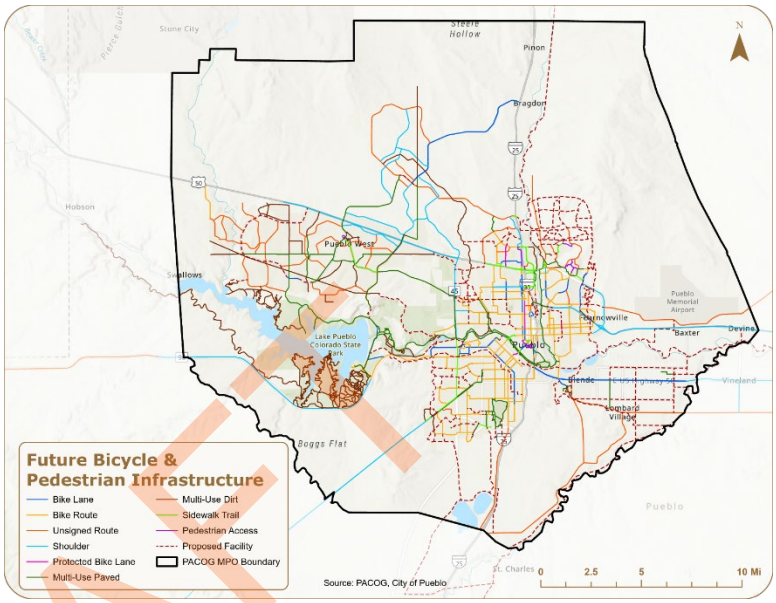
- **Long Range Active Transportation Map**: Identifies new facilities and connections needed over the long-range planning horizon to build out a more complete regional active transportation network.
- **Active transportation spines**: Identifies priority corridors for investment that provide critical connections throughout the region.
- **Bicycle network recommendations**: Identifies opportunities to incrementally improve bicycle infrastructure beyond the spine network incrementally over time.
-
- **Pedestrian infrastructure recommendations**: Identifies additional planning needs, areas of pedestrian safety concern, and targeted improvements to support walking throughout the Pueblo region.
- **Intersection and crossing recommendations**: Identifies improvements to enhance safety and comfort at spine crossings and intersections identified as safety priority areas through the CSAP.
- **Policy recommendations:** Identifies education, encouragement, enforcement engineering, and evaluation strategies that support implementation of the infrastructure recommendations.



Long Range Active Transportation Map

The proposed long-range bicycle and trail network (Figure 1) builds on existing bike lanes, routes, and multi-use paths to close gaps and create a more continuous and connected system for people walking and biking. The map establishes a long-term vision for expanding the network over the planning horizon as funding and implementation opportunities become available. A large-scale version of the map and a table of proposed facilities are provided in **Appendix A**.

Figure 28 Long Range Active Transportation

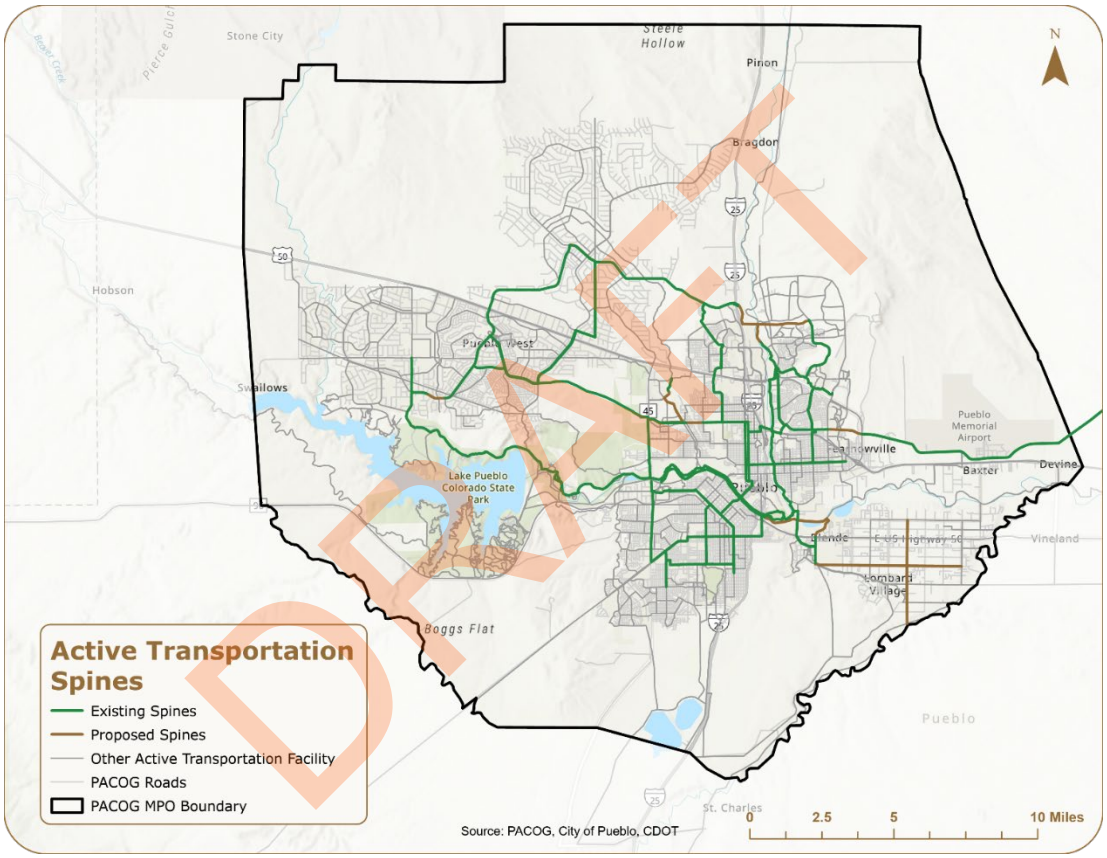


Active Transportation Spines

Active transportation spines are the priority corridors of the regional network, connecting major destinations and providing continuous, low-stress routes for people walking and biking. Spine corridors should generally provide LTS 1 or LTS 2 conditions. As improvements are implemented, a walking and biking audit should be conducted to confirm that proposed treatments respond to current conditions and to identify additional opportunities to reduce traffic stress and improve corridor comfort and connectivity.

The following section identifies recommended improvements to existing spines that do not currently meet the desired LTS 1 or LTS 2 standard, and describes future spines that would connect existing corridors into a more continuous, regional network.

Figure 29 Active Transportation Spines



Upgrade High Stress Spines

Existing active transportation spines with higher-stress conditions should be upgraded to LTS 1 or LTS 2 conditions, making them more comfortable and accessible to a broader range of people walking and biking. Table 1 summarizes recommended improvements for these spines, while Appendix D provides additional details on bicycle and pedestrian facilities and crossing and intersection enhancements.

The Active Transportation Toolkit in Appendix C includes guidance on facility types, design treatments, and selecting context-sensitive facilities.

Low-Volume Roadways

Convert bike routes to bicycle boulevards on low volume roadways (under 3,000 vehicles per day): Bike routes can be enhanced by adding traffic calming treatment, pavement markings, and signage to create awareness of the route.

Convert bike routes to bicycle boulevards by diverting traffic on roadways with slightly higher traffic volumes: Shared lane bicycle facilities (such as bike routes and boulevards) are appropriate LTS 1-2 facilities on streets with less than 3,000 vehicles per day. Many of Pueblo's spines are on roadways with traffic volumes ranging between 3,000 – 4,000 vehicles per day, slightly over this threshold. For these spines, treatments such as traffic calming and traffic diverters can reduce volumes by diverting traffic to parallel roadways. These treatments also help to slow traffic speeds, creating a safer and more comfortable bicycle route.

Medium- and High-Volume Roadways

Narrow travel lanes to create room for bike lanes: Many of Pueblo's roadways have wide travel lanes that can be narrowed to 10 – 11 feet to create room for bicycle lanes. Narrowing lanes in urban environments has been shown to have little to no negative effects on traffic congestion or vehicular safety.[1]

Remove vehicle lanes to create room for bike lanes: Many roadways in the Pueblo region have excess capacity. Conducting traffic studies of these corridors can help determine if a road diet is feasible, creating space for adding bike lanes or widening existing narrow bike lanes.

Remove turn lanes to create room for bike lanes: Some corridors require removal of the two-way left turn lane (TWLTL) or standard turn lanes to create space for bicycle lanes. Traffic studies can be conducted to examine the impacts of removing turn lanes. In many locations, traffic volumes are likely low enough that these turn lanes may be unnecessary.

Remove on-street parking to create room for bike lanes: In areas with constrained right-of-way, on-street parking on one or both sides of the roadway may need to be repurposed to create room for bicycle lanes. Removing parking can be unpopular, but maintaining parking on one side of the road

[1] FHWA Achieving Multimodal Networks Report, 2016.

where possible is one strategy for mitigating this trade-off. This strategy is recommended only in cases where there are few alternative options for adding bike facilities.

Construct new sidewalk trails adjacent to the roadway: Along many corridors, undeveloped land provides an opportunity for building sidewalk trails parallel to the roadway. Where new development is anticipated, the sidewalk trail can be incorporated into development agreements. Additionally, future development should be planned so that access is controlled and directed to fewer driveways, reducing conflict points with the trail.

Sidewalk Gaps

Active transportation spines are intended to serve people walking, biking, and rolling. Multi-use trails inherently accommodate multiple modes, while spines with on-street bicycle facilities should also provide continuous, ADA- compliant sidewalks to support pedestrian travel. Pedestrian improvements may not be appropriate along some rural spines, such as those in the Blende community, where land use and roadway context differ from more developed areas of the region.

Table 17 Existing Spines Recommendations

Route Name	Length (mi)	Recommended Treatments (Summary)	Regional Connectivity Benefit
21st St (Greenwood to US 50 Bypass Bridge)	0.3	Bike route/boulevard treatments	21st Street connects the Greenwood Street spine to the new US 50 Bypass Trail, providing a critical connection across I-25 and Fountain Creek.
24th Street (Pueblo Blvd to Tuxedo) 24th Street (Atlanta to Greenwood)	2.4	Add a sidewalk trail and bike lanes/bike boulevard treatments along the corridor, with crossing improvements at Wildhorse Creek Bridge and intersection improvements at High St.	This 24th Street segment, paired with the proposed 24th St rail crossing, connects the Northside neighborhood to West Pueblo and the Medal of Honor Blvd trail.
32nd St and Morris Ave (High St to US 50)	0.7	Remove on-street parking to add bike lanes, with intersection improvements at 32nd/Morris and US 50.	32nd Street and Morris Avenue connect the High Street and Fortino Boulevard spines and provide the only bicycle and pedestrian connectivity across US 50 in this part of the network.
8th Street (Elizabeth to Amarillo)	2.7	Road diet to add protected/buffered bike lanes, with signalized intersection upgrades.	8th Street is a core east-west spine connecting downtown and the East Side neighborhood. It links to the Fountain Creek Trail and six K-12 schools, and provides a critical crossing of I-25 and Fountain Creek.
Aspen Circle (County Farm to Santa Fe Dr)	0.7	Remove TWLTL to add bike lanes and fill sidewalk gaps, with intersection improvements at Taos Rd.	Aspen Circle connects the Arkansas River Trail and Roselawn Road spines to the County Farm Rd spine.

Route Name	Length (mi)	Recommended Treatments (Summary)	Regional Connectivity Benefit
Beulah Ave (Lakeview to Polk St) **Polk St (Beulah to Orman)**	1.5	Bicycle boulevard treatments on Beulah and bike lanes on Polk, with a potential neighborhood traffic circle at Lucas/Beulah/Veta/Polk.	Beulah and Polk connect the Lakeview Ave and Mesa Ave spines, and connect to Central High School and Pueblo Community College.
Bonforte Blvd (US 50 to CSU-Pueblo)	1.6	Road diet and buffered bike lanes along the corridor.	This corridor is the region's primary bicycle and pedestrian connection to CSU Pueblo and links to the Constitution Rd, Macalester Rd, Jerry Murphy Rd, and US 50 Bypass Trail spines, while crossing the US 47 bridge identified as a regional pinch point.
Colorado Ave (Orman to Abriendo)	0.5	Remove TWLTL to add buffered bike lanes, with signalized intersection upgrades.	Colorado Avenue connects the Orman Avenue and Union Avenue spines, linking south Pueblo to downtown and the Union Ave spine.
Constitution Rd (Bonforte to Troy)	1.2	Remove parking or TWLTL to add bike lanes, with a Bonforte Blvd crossing, school crossing enhancements, and a PHB at Troy Ave.	Constitution Road links the Bonforte Boulevard, Macalester Road, and Portland Avenue spines and connects to the proposed Constitution Road Extension toward Peter Jimenez Parkway.
Dillon Dr (Railroad tracks to I-25)	1.7	Extend the sidewalk trail west of I-25, with enhanced crossings at side streets and driveways.	Dillon Drive crosses I-25 and links the Eagleridge Boulevard, Platteville Boulevard, and Fountain Creek spines. Paired with the Fountain Creek Extension spine, this corridor will become an important connection as development occurs in north Pueblo.
Eagleridge Blvd (Outlook to Mark Twain) **Mark Twain Ln and Mesa View Ave (Eagleridge to Dillon)**	1.5	Widen sidewalks into a trail on Eagleridge and add bike boulevard treatments on Mark Twain Ln.	Eagleridge Boulevard connects the Dillon Drive and Outlook Boulevard spines, providing a north/south link on the west side of I-25.

Route Name	Length (mi)	Recommended Treatments (Summary)	Regional Connectivity Benefit
Elizabeth Street (Greenwood to 24th St)	1.7	Road diet to add buffered/protected bike lanes, with signalized intersection upgrades.	Elizabeth Street complements the parallel Greenwood Street spine, connecting to 8th Street, City Center Drive, and 24th Street while extending low-stress access toward Parkview Medical Center and area schools.
Grand Ave (Union to City Center Dr)	0.1	Narrow travel lanes to add bike lanes, with signalized intersection upgrades.	This short segment links the Union Avenue and Elizabeth St spines in downtown Pueblo, providing access to the Pueblo Transit Center, Sangre de Cristo Arts & Conference Center, and Central High School.
Greenwood Street (City Center Dr to 24th)	1.9	Road diet to add buffered bike lanes, with signalized intersection upgrades.	Paired with the Elizabeth St spine, Greenwood Street ties together the 8th Street, City Center Drive, and 24th Street spines and provides direct access to Parkview Medical Center and the Pueblo Transit Center.
Hollywood Dr (O'Neal to Northern)	1	Remove TWLTL or parking for bike lanes, with signalized intersection and school crossing improvements.	Hollywood Drive connects directly to the Lakeview Avenue spine and provides access to Pueblo South High School.
Jerry Murphy Rd (Bonforte to College Trail)	3	Road diet/parking removal to add buffered and protected bike lanes, with signalized intersection upgrades.	Jerry Murphy Road connects the Bonforte Boulevard and Fountain Creek Trail spines to the College Trail, extending regional access to CSU Pueblo and adjacent commercial areas.
La Crosse Ave (Santa Fe Dr to Fountain Creek Trail connection)	0.7	Narrow travel lanes to add bike lanes, with roadway widening at the Roselawn Rd underpass and potential Arkansas River bridge widening.	La Crosse Avenue links the Arkansas River Trail, Fountain Creek Trail, and Roselawn Road spines. It would provide a critical crossing of the Arkansas River in the eastern part of the Pueblo region.

Route Name	Length (mi)	Recommended Treatments (Summary)	Regional Connectivity Benefit
Lakeview Ave (Englewood to Orman) Includes Jones Ave and Englewood connection to Hollywood	2	Bicycle boulevard treatments and sidewalk gap fill, with enhanced crossings and a new trail connection to Orman Ave.	Lakeview Avenue links the Hollywood Drive, Beulah Avenue, and Orman Avenue spines, and provides a connection to Lake Minnequa.
Macalester Rd (Constitution to Bonforte)	0.6	Repurpose pavement width for bike lanes or bike boulevard treatments, with unsignalized crossing improvements at both ends.	Macalester Road provides a connection to Pueblo East High school and is an important link between the Constitution Road and Bonforte Boulevard spines, both of which provide direct access to CSU Pueblo.
Mesa Avenue (Prairie to Santa Fe Ave)	2	Bicycle boulevard treatments along majority of corridor, with bike lanes across the I-25 bridge.	Mesa Avenue is a major connector linking the Beulah Avenue, Northern Avenue, Orman Avenue, and Santa Fe Avenue spines, crossing I-25 to provide access between the Bessemer and Salt Creek communities.
Northern Avenue (Pueblo Blvd to Prarie Ave, with connection to Mesa Ave)	1.3	Where existing sidewalk trail is narrow, widen the sidewalk, add enhanced side-street and signalized intersection crossings.	Northern Avenue links the Pueblo Blvd and Mesa Avenue spines and provides paved trail access to Pueblo South High School and other K-12 schools along the corridor, as well as major commercial areas.
Orman Ave (Indiana to Cleveland)	5.1	In constrained segments, apply bicycle boulevard treatments or remove parking to widen bike lanes. In wider segments, narrow driving lanes to widen existing bike lanes.	Orman Avenue is one of the network's most connected spines, linking to the Cleveland Street, Colorado Avenue, Lakeview Avenue, Mesa Avenue, and Polk Street spines while providing direct access to Central High School, Pueblo Community College, and St. Mary-Corwin Hospital.
Peter Jimeniez Parkway (East of US 47)	22.7	Road diet or ROW expansion to convert shoulders into bike lanes.	Peter Jimenez Parkway is one of the region's longest spines, connecting to the Constitution Road Extension and providing a continuous low-stress route along US 47 through the rural eastern part of the network.

Route Name	Length (mi)	Recommended Treatments (Summary)	Regional Connectivity Benefit
Platteville Blvd (McCulloch to railroad tracks)	3.8	Widen the roadway for bike lanes or build a parallel trail, with an enhanced SDS Trail crossing.	Platteville Boulevard connects the McCulloch Trail network to the Dillon Drive and SDS Trail spines, extending Pueblo West's low-stress network toward north Pueblo.
Portland Ave (8th St to US 50) 2nd St and Queens Ave connection to Constitution	1	Bicycle boulevard treatments and sidewalk gap fill, with US 50 underpass wayfinding.	Portland Avenue links to the Constitution Ave spine, and its US 50 underpass connection crosses a major highway barrier.
Pueblo Blvd (Northern to 24th St)	3.8	Add a landscaped buffer between the trail and roadway where feasible, with PHB crossings and a completed Arkansas River bridge connection.	Pueblo Boulevard is a central spine connecting the Arkansas River Trail, Goodnight Avenue, Medal of Honor Blvd Trail, and Northern Avenue spines, providing trail access to the Pueblo Zoo, City Park, and the golf course while crossing the Arkansas River.
Purcell Blvd (Hahns Peak to Industrial)	4.6	Widen and separate the sidewalk trail from the roadway, with enhanced crossings and accessibility upgrades at Industrial Blvd.	Purcell Boulevard is a key Pueblo West spine, linking the Medal of Honor Blvd Trail, Joe Martinez Blvd/Trail, Industrial Blvd Trail, and SDS Trail spines into one connected trail network.
Santa Fe Avenue (Mesa to Santa Fe Dr)	0.6	Fill sidewalk gaps and add a buffered or protected bike lane, with a new trail connection to the Arkansas River trailhead.	Santa Fe Avenue is a short segment that connects the Mesa Avenue spine to the Arkansas River Trail.
Walking Stick Blvd (Desert Flower to Home of the Heroes Pkwy)	2.3	Build a multi-use path adjacent to the roadway.	Walking Stick Boulevard links the College Trail spine near CSU Pueblo to the Home of the Heroes Parkway corridor, connecting newer residential growth areas to the university trail network.

Road Diet Candidates

Many active transportation spines are located along corridors with potential opportunities to re-allocate vehicle travel lanes for bicycle and pedestrian improvements. Some roadways in the Pueblo region may have been designed with more vehicle lanes than are need to accommodate existing traffic volumes, creating potential opportunities for road diets or other roadway reconfigurations. Roadways with low traffic volumes and multiple lanes can also contribute to higher vehicle speeds where roadway width and available capacity allow drivers to travel faster.

Table 4 identifies roadways on the active transportation spine network that meet initial screening criteria for potential road diets, generally defined as four or more lanes and fewer than 20,000 vehicles per day.[2] These corridors should be considered road diet candidates rather than recommended projects and require additional analysis before implementation. Further study should consider intersection operations and Level of Service (LOS) analyses, future land uses, traffic projections, roadway context, and other corridor-specific conditions. Where appropriate, road diets can create space for walking and biking facilities while also providing opportunities to reduce crossing distances, manage vehicle speed, and improve safety and comfort for all road users.

Table 18 Road Diet Candidates on Spine Network

Street Name	Facility Type	Average Daily Traffic	Number of Existing Vehicle Travel Lanes	Number of Vehicle Travel Lanes After Road Diet
8th Street	Bike Route	<8,000	3-4	2
Peter Jimeniez Parkway	Unsigned Bike Route	<8,000	4	2
Bonforte Boulevard	Bike Route	<11,000	4	2
24th Street	Bike Route	<5000	2-4	2
Jerry Murphy Road	Bike Route /Bike Lane	<10,000	2-4	2
Purcell Boulevard	Bike Lane	<20,000	4	2
Hollywood Drive (Pueblo S High School to Northern)	Bike Route	<6,000	4	2
Greenwood Street (4th St to 6th St)	Bike Lanes	<4,000	3 (one-way)	2 (one-way)
Greenwood Street (8th St to 17th St	Bike Route	<3,500	2 (one-way)	1 (one-way)

[2] FHWA Road Diet Informational Guide

Street Name	Facility Type	Average Daily Traffic	Number of Existing Vehicle Travel Lanes	Number of Vehicle Travel Lanes After Road Diet
Elizabeth Street (2nd St to 4th St	Bike Route	<2000	4	2
Elizabeth Street (4th St to 10th St)	Bike Lane	<10,000	3 (one-way)	2 (one-way)
Grand Ave (Union to City Center Dr)	Bike Route	<7,000	3-4	2

The Comprehensive Safety Action Plan (CSAP) also identified several corridors for road diets, two of which are on the bicycle network.

- 4th St (La Crosse Ave to US 50): The CSAP does not specifically identify bike lanes as part of the proposed cross section. However, multimodal improvements should be evaluated when this road diet is conducted as the corridor is currently a highly uncomfortable, LTS 4 bike route.
- 8th St (Midtown Circle Dr to Norwood Ave): The CSAP identifies bike lanes for the proposed redesign of this corridor.

Construct New Spines

While the spine network largely follows existing infrastructure, some new spines are needed to fill critical gaps and strengthen regional connectivity. **Table 19 i**dentifies these proposed spines, and summarizes the connectivity benefits each would provide.

Table 19 Proposed Spines Recommendations

Route Name	Length (mi)	Recommended Treatments Summary	Regional Connectivity
24th Street Proposed Extension	0.5	New trail crossing to extend 24th St across the railroad tracks.	This extension links 24th Street directly into downtown Pueblo, completing the connection between the Elizabeth Street/Greenwood Street spines and the Medal of Honor Blvd Trail.
27th Lane	2.8	Advisory bike lane, or widen the roadway to add bike lanes/sidewalk trail as a higher-cost option.	27th Lane is part of the proposed Pueblo River Trails Extension Master Plan, connecting to the Aspen Circle and Aspen Road spines to planned Arkansas River Trail extensions.
Arkansas River Trail	1.8	New paved multi-use path, with a trail connection to Aspen Circle.	This proposed segment extends the regional Arkansas River Trail, the network's longest spine, providing access to the trail network for the Blende and Salt Creek communities.

Aspen Circle	1.4	Remove TWLTL to add bike lanes, with signalized intersection treatments at Santa Fe Ave.	This proposed Aspen Circle segment connects the Arkansas River Trail to Roselawn Road and Country Farm Rd.
Constitution Rd Extension	1	New paved multi-use path.	This extension connects the Constitution Road spine to Peter Jimenez Parkway, completing one continuous route along the network's eastern edge.
County Farm Road	4	Convert roadway shoulders to bike lanes.	County Farm Rd provides an alternative to the high-stress bike lanes on Santa Fe Dr.
Fountain Creek Extension	1.2	New paved multi-use path.	This proposed extension continues the Fountain Creek Trail toward the Home of the Heroes Parkway spine and Dillon Drive spine.
Home of the Heroes Parkway	1.1	New paved multi-use path.	Home of the Heroes Parkway connects the Walking Stick Boulevard spine to the Fountain Creek Trail network, linking new development areas to the regional waterway trail system.
McCulloch Blvd	0.5	New paved multi-use path, filling a short gap in the trail network.	McCulloch Boulevard is a key Pueblo West spine, connecting the North McCulloch, South McCulloch, and Nicholas Trail segments and providing access to area K-12 schools. This project would fill a short gap between existing bike lanes and trails.
Wildhorse Creek Trail Proposed Segment	0.8	New paved multi-use path.	This segment extends the Wildhorse Creek Trail to connect with important West Pueblo destinations, such as the YMCA and Intelitech College.

Bicycle Network Recommendations

The BPMP recommends additional bicycle network improvements, including making changes to the existing network and upgrading LTS 3 LTS 4 on-street facilities incrementally.

Changes to Existing Network

As part of the BPMP update, several changes were made to the existing bicycle network, including. re-routing signed and unsigned bicycle routes, adding bicycle route connections, and correcting errors in the previous network data. **Table 20** summarizes these changes.

Where bicycle routes are removed or rerouted, existing signage should be updated accordingly. Signage should also be added along unsigned routes as much as possible to improve route identification, provide wayfinding, and increase driver awareness of people bicycling. Signage improvements should prioritize active transportation spines, connections to transit, and locations where wayfinding is particularly important for maintaining continuity between routes.

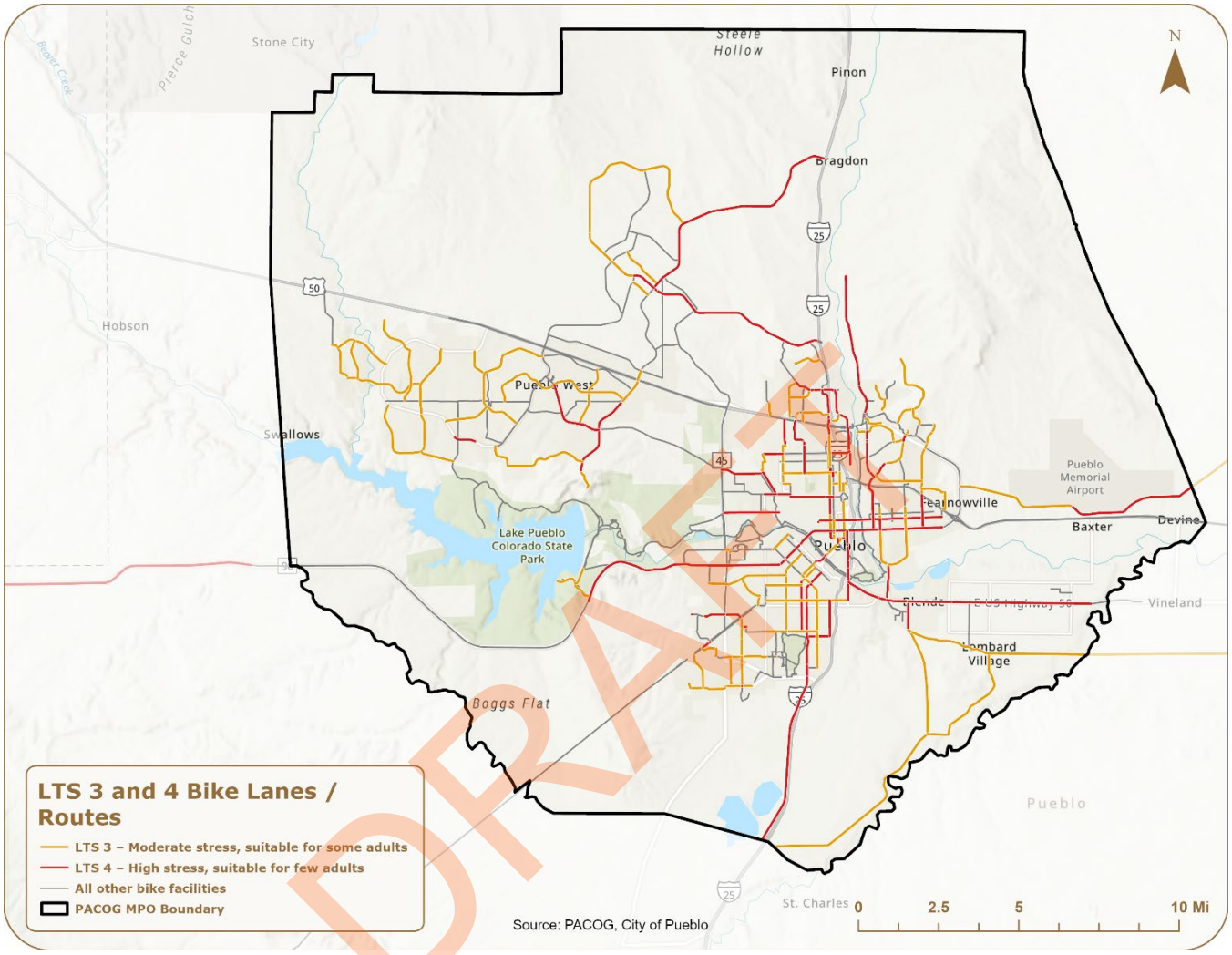
Table 20 2026 Updates to Existing Bicycle Network

Location	Change
Abriendo / Evans	Removed Abriendo bike route, rerouted to Evans
US 50 / Mineral Palace Park	Connection from US 50 bypass bridge to Mineral Palace park via Main St
Moffat St	Connecting Santa Fe to Arkansas River
County Farm Rd	Added to existing network as shoulder route
Everret Rd	Added to existing network as unsigned route
21st St	Added to existing network as unsigned route
17th St	Extended to Mineral Park
Mark Twain Ln	Added spine connection on Mark Twain Ln
Macalester Rd	Added spine connection on Macalester Rd
McCulloch Blvd	Reorganized into separate facilities, added existing bike lane segment and proposed multi-use trail segments (removed as unsigned route)
West St	Removed from network
Goodnight Arroyo/AVC Trail	Removed from network
E Abriendo Ave	Removed from network
Ivywood Ln	Removed from network
Monument Ave	Protected bike lane added (~0.32 miles)

Upgrade LTS 3 and LTS 4 Bicycle Facilities

The Pueblo region already has a robust network of on-street bicycle facilities; however, the majority of its infrastructure is uncomfortable for most bicyclists. Figure 2 maps the location of these high-stress on-street facilities.

Figure 30 LTS 3 and 4 Bike Lanes and Bike Routes



Bike Routes

Bike routes that are uncomfortable for most riders (LTS 3 and LTS 4) can be upgraded to enhance the comfort and safety of the route. The Pueblo region includes 183 miles of bike routes that are LTS 3 or LTS 4 (81 percent of the region's bike routes), showing that considerable efforts need to be made to bring these facilities up to a standard where most people would feel comfortable biking on them. If a Complete Streets policy is adopted, improvements can be made incrementally as streets are repaved and restriped.

- For routes with enough right-of-way and higher traffic volumes, bike lanes (including buffered or protected bike lanes) may be a more appropriate treatment. In some cases, trade-offs may need to be made by removing on-street parking or vehicle lanes to create space for bike lanes.

- Bike routes with relatively low traffic volumes can be upgraded to bicycle boulevards by improving wayfinding signage and striping, enhancing crossings, and slowing traffic through traffic calming treatments like mini roundabouts, speed humps, and bulb-outs.

Reference the Active Transportation Toolkit in **Appendix C** for information on design of these bicycle facilities and guidance on choosing a bicycle facility depending on roadway context.

For most LTS 3 – LTS 4 bike routes, upgrades can occur during regularly scheduled maintenance and restriping (especially if a Complete Streets policy is put in place). For LTS 3 – 4 bike routes on the spine network, it may be necessary to upgrade facilities more quickly as stand-alone projects (see the Active Transportation Spines recommendations for more details).

Bike Lanes

About 50 miles of the Pueblo region's current bike lanes (77 percent of current bike lanes) are uncomfortable for the majority of bicyclists. Bike lanes can be upgraded to a higher-comfort facility type, such as a buffered bike lane, protected bike lane, or sidewalk trail. The Active Transportation Toolkit provides further guidance on choosing a comfortable bicycle facility and design considerations.

If a Complete Streets policy is adopted, improvements can be made incrementally as streets are repaved and restriped. For LTS 3 – 4 bike lanes on the spine network, it may be necessary to upgrade facilities more quickly as stand-alone projects (see the **Active Transportation Spines** recommendations for more details).

Pedestrian Infrastructure Recommendations

Pedestrian safety is a significant concern in the Pueblo region. Between 2021 and 2025, at least 80 pedestrians were killed or seriously injured, including 35 fatalities and 45 serious injuries. The recommendations in this section focus on improving pedestrian infrastructure along active transportation spines and in areas where concentrations of severe pedestrian crashes, while continuing to lay the groundwork for broader pedestrian improvements through additional planning. Recommendations specific to street crossings and intersection treatments are addressed in the Intersection and Crossing Recommendations section.

Active Transportation Spines

Active transportation spines are intended to support both bicycle travel and pedestrian connections between neighborhoods, activity centers, and major destinations. Along these corridors, sidewalk gaps should be filled, and crossings should be enhanced for pedestrian safety and connectivity. Where appropriate, sidewalk trails can provide additional space and connections for people walking, biking, and rolling. Additional recommendations are provided in the Active Transportation Spines section of this chapter.

ADA Transition Plan

The 2050 LRTP identifies development of a Sidewalk Connection Plan as a near-term project. This effort could be scoped to also support development of an ADA transition plan, including an inventory of noncompliant curb ramps, obstructed or substandard sidewalks, and other accessibility barriers within the pedestrian network. The inventory could build on the City of Pueblo's existing ADA Curb Ramp Program and establish a framework for prioritizing accessibility improvements throughout the region.

Analysis completed for this BPMP can help inform the development of an ADA transition plan and support prioritization of improvements. In particular, the Pedestrian Laten Demand assessment can help identify areas where accessibility improvements may serve greater potential pedestrian demand. Community engagement conducted for the BPMP also identified several accessibility concerns that should be considered as part of future accessibility planning, including:

- Park accessibility
- Trail accessibility
- Inaccessible crosswalk push buttons
- Rough, unpaved walking paths
- Missing ADA curb ramps

Pedestrian Crash Hotspots (KSI)

The Gaps and Barriers Assessment identifies seven corridors that account for a disproportionate share of the region's pedestrian KSI crashes.

Table 21 Pedestrian Crash Hotspots

Location	Pedestrian KSI Crashes
W Northern Ave (E Routt Ave to E Abriendo Ave)	5
E 4th St (N Santa Fe Dr to N Iola Ave)	4
US 50 (Morris Ave to Dillon Dr)	4
US 50 (SH 227 to Frontier St)	3
W Northern Ave (Lake Ave to Cedar St)	2
N Santa Fe Ave & W City Center Dr	1
S Pueblo Blvd (W Northern Ave to Surfwood Ln)	1

Source: CDOT crash data 2021-2025

These corridors should be prioritized for pedestrian-focused countermeasures, such as crossing improvements, lighting, sidewalk gap closures, and traffic calming. The CSAP has also identified St Clair Ave as a corridor project for sidewalk improvements.

Safe Routes to School

The 2050 LRTP identifies development of a Safe Routes to School (SRTS) plan as a near-term action. PACOG and its member agencies should build on the improvements already completed at Haaf Elementary School, which received high-visibility crosswalks, ADA curb ramps, and new sidewalks, by developing a formal, region-wide SRTS plan that identifies and prioritizes schools most in need of infrastructure improvements and strengthens future funding applications. 8th Street is an important SRTS focus corridor and active transportation spine that connects to six K-12 schools.

Spot Improvement Program

The region should continue relying on its existing maintenance budget to address small pedestrian hazards on an as-needed basis rather than waiting for a larger capital project. This includes trip hazards and debris, cited in outreach as a barrier to using existing sidewalks; sidewalks and paths made unusable by snow and ice; and curb ramp and cracked-sidewalk repairs that will be identified through the ADA transition plan inventory. The 2050 LRTP sets aside $3 million for PACOG Area Safety and Operational Improvements, a non-project-specific fund intended for this type of maintenance and safety work, and it can serve as a funding source for the spot improvement program.

Intersections and Crossing Recommendations

Priority Spine Intersections

As active transportation spines are built or upgraded, intersections should be considered as part of the improvement projects. The recommendations table in **Appendix D** summarizes intersection improvements that will be needed to complement the corridor facilities.

Intersection recommendations vary based on the type of bicycle facility being constructed and the traffic volumes of the roadway segment:

- **Bicycle routes and boulevards and low-volume roadways:** While bicycle boulevards and walking routes on low-volume roadways are generally lower-cost to implement with fewer tradeoffs and impacts to the vehicular network, these routes oftentimes cross major roadways at unsignalized locations. Depending on the volume of vehicles and speed of the roadway, Pedestrian Hybrid Beacons (PHBs), Rectangular Rapid Flashing Beacons (RRFBs), or other types of enhanced crossings, may be needed.
- **Bicycle lanes and higher-volume roadways:** Higher-volume roadways generally have more signalized intersections, which can create easier crossings for people walking and biking. However, signalized intersections should be assessed carefully to ensure that they can be safely navigated by bike and are ADA-accessible. In some cases, geometric improvements, adding bike boxes, or providing protected intersection approaches may be needed to create a safe crossing. Improvements to the intersection's signalization can also help, such as ensuring that bicyclists can be detected waiting at the stoplight, adding leading bicycle or pedestrian intervals, or adjusting signal timing and operations to better accommodate people walking and biking.
- **Sidewalk trails:** While sidewalk trails provide a comfortable and separated form of infrastructure for both bicyclists and pedestrians, conflicts can arise where driveways and minor roads cross the trail. Treatments such as enhanced crossings, setting the trail back from the intersection, raised crossings, and tightening turn radii can create safer crossings. Additionally, good access control along the corridor can concentrate vehicular access into fewer driveways, minimizing trail conflicts.

For more information on intersection and crossing treatments, reference the Active Transportation Toolkit in **Appendix C**.

CSAP Pedestrian Crossing Locations

The Pueblo Area CSAP identifies several unsignalized intersections as locations for enhanced pedestrian crossings:

- Northern and Acero: Rectangular Rapid Flashing Beacon (RRFB) and Pedestrian Refuge
- 8th and Glendale: RRFB
- 4th and Corona: Pedestrian Hybrid Beacon (PHB) or RRFB
- 4th and Midtown: PHB or RRFB
- 4th and Monument: PHB or RRFB

These intersections are on the active transportation network and would increase the connectivity of the network, as well as addressing safety.

CSAP Intersection Improvements

The Pueblo Area CSAP recommends a range of intersection improvements, many of which are located along the existing bicycle network. As these improvements are advanced, bicycle needs should be considered as part of intersection design to improve safety, comfort, and continuity for people bicycling.

For the following CSAP-recommended countermeasures, corresponding bicycle facilities and considerations should be incorporated where appropriate:

- **Roundabouts:** Include bike accommodations through the roundabout (e.g., a separated bike lane or shared-use path around the perimeter), rather than mixing bicyclists into driving lanes.
- **Signal upgrades:** Ensure signals can detect bicycle presence or that push-buttons are accessible by bike.
- **Curb extensions/bulb-outs:** Ensure curb extensions do not block bike lanes or preempt the installation of bike lanes in the future.
- **Turn lane additions:** Adding turn lanes is oftentimes a trade-off for bicycling infrastructure, and they oftentimes cut off the bike lane before it reaches the intersection. Preserving space for a bike lane is critical in maintaining safety for bicyclists through the intersection.
- **Time-of-day (TOD) protected left turns:** Where left-turn protection is only scheduled during peak vehicle hours, confirm the protected window also covers periods when bicyclists are present, or pair it with a leading bicycle/pedestrian interval so cyclists aren't left exposed during unprotected hours.

Policy Recommendations

The planning process resulted in a robust set of policy and program recommendations organized around the “Five E’s” framework: Education, Encouragement, Enforcement, Engineering, and Evaluation.. The 32 recommendations, including 11 identified as high-priority, address programming, planning, and policy actions intended to improve active transportation conditions for community members and visitors. Each recommendation identifies a responsible party and priority level to support implementation. The recommendations were informed by stakeholder and community input, findings from this BPMP, and relevant previous planning efforts.

What Has Been Completed

PACOG, its member agencies, and community organizations have completed several policy recommendations from each of the Five Es that directly and indirectly improve multimodal conditions for community members.

Education

The Education category focuses on efforts aimed to inform the community about multimodality in the region. This policy element works to promote understanding of cycling and pedestrian infrastructure, while teaching community members about safety and alternative transportation options.

- **Advertised or campaigned with different media mediums** on local media outlets, bus wraps, billboards, and flyers placed around the community. Social media and other digital and auditory mediums were utilized as well.
- **Created a library of safety videos** such as the educational campaign on roundabouts within the community.
- **Facilitated active transportation group activities** such as the free bicycle repair workshop.
- **Created wayfinding and signage themes** that can be seen in popular destinations such as the Arkansas River Trail and Waterworks Park.
- **Published guides for community education** on relevant transportation topics such as roadway safety and countermeasures for pedestrians and cyclists.

Encouragement

The Encouragement category focuses on building confidence in the community by providing incentives and supporting community initiatives through policy and practice.

- **Provided resources and incentives for residents and students to commute by cycling or walking** through partnership with nonprofit and nongovernmental organizations within the region.
- **Created maps to serve as a resource for available facilities throughout the region**, allowing interested parties to access information in a visual format on what active transportation has to offer in the community.

- **Encouraged more cycling and walking to schools** by implementing recommended programs found in the other four Es.
- **Supported regionally-based cycling teams, Communities that Care, and other public health initiatives** through partnership with nonprofits and nongovernmental organizations.
- **Supported efforts to allow bicycles to be brought inside public busses** by installing bike racks on public transportation vehicles.
- **Organized Bike to Work day** to encourage residents to try bicycling for their commutes.

Enforcement

The Enforcement category hosts policies that focus on standardizing processes through code and enforcing traffic laws.

- **Established policy to allow mobility vendors and emerging transportation technology in the region** by planning for emerging technologies and multimodal trends.

Engineering

The Engineering category focuses on policy recommendations for regulating and improving physical characteristics of the region to better facilitate bicycle and pedestrian infrastructure.

- **Performed safety audits and enhanced facilities in high traffic areas** by implementing recommendations from the Long Range Transportation Plan, Comprehensive Safety Action Plan, and utilizing engineering methodologies.
- **Conducted condition and inventory assessments of existing bicycle and pedestrian facilities, bicycle parking, speed limits, sidewalks, and curb ramp conditions** to ensure accessibility, appropriate treatment options, and adequate infrastructure.
- **Converted designated, larger suburban sidewalks to multi-use trails** such as the Highway-50 multi-use trail.
- **Began a regional deployment of Safe Routes to School programming** with Haaf Elementary School receiving improvements in the form of high visibility crosswalks, ADA curb ramps, and new sidewalks in front of the school.

Evaluation

The Evaluation category functions as a tool for grading the active transportation system within the region. Benchmarking is an important part of measuring a plan's effectiveness, so these metrics are important.

- **Created methodology for evaluating problematic network areas in need of additional safety measures** as a part of the Comprehensive Safety Action Plan.
- **Used cost guides to establish estimated project costs** as a part of the planning process.
- **Provided community feedback opportunities** to ensure that the community's voices are represented in the planning process.

Next Steps

The policy recommendations in the following subcategories of the Five Es are recommended to continue supporting and expand active transportation in the region.

Education

Although significant education efforts have already been promoted throughout the region, there are still more ways to educate the community on active transportation.

- A **Volunteer Ambassador Program** that recruits and trains local residents, bicycle enthusiasts, and walkers to reach out to would-be bicyclists and walkers to provide education and resources.
- A **regional wayfinding and signage program** can be established to design and build signage, bike parking, and street furniture.
- **Create a bicycle, walking, and hiking "active" Hub downtown** where volunteers can provide assistance and resources to local residents and university students. Used as a resource center, the Hub can be the center of bicycling in Pueblo. Many resources and programs can be centered around this Hub as well.
- **Distribute bike and pedestrian information** by partnering with transit agencies.
- **Develop and implement a youth education program** to teach youth about the rules of biking on roadways, bike signals, and proper bike safety.

Encouragement

Implementing encouragement recommendations will help residents to use active transportation for more of their daily trips and for recreational purposes.

- **Provide incentives for historic building owners** to provide accessible rear entrances that meet Americans With Disabilities Act standards.
- **Track buildings in geospatial format for accessible features**, such as accessible entrances and facilities, and provide this information to the public via an online web map.
- **Establish and promote a Pueblo-based "Pro-Am" (professional-amateur) event** for athletes, including cyclists and skateboarders.
- **Establish a vehicle donation program in exchange for bus tickets**.
- **Inventory bike racks in the region, potentially using a crowd-sourced data collection program, and publish the information online.**
- **Invite and involve city council members to participate in community biking activities** to involve personnel in civic engagement and continue to encourage use of multimodal transportation within the region.

Enforcement

The policy recommendations in the Enforcement category can continue to provide a basis for the other policy recommendations by ensuring that traffic regulations support active transportation use.

- **Provide bike registration program** for theft recovery.

- **Set city-wide regulations around e-moto use** and enforce accordingly.
- **Enforce no parking in bike lanes** to discourage repeat offenders.
- **Continue to enforce additional traffic violations** to keep multimodal transportation users safe.

Engineering

Engineering- and planning-level studies can be conducted on a regional and corridor-specific basis to implement 2026 BPMP recommendations that upgrade preexisting infrastructure and construct new infrastructure.

- **Adopt regional and City of Pueblo Complete Streets policies** to mandate that roadway designs consider the needs of all roadway users (pedestrians, bicyclists, drivers, and transit riders).
- **Develop and implement an ADA Transition Plan** to outline accessibility barriers within the region and make recommendations to remediate the barriers.
    - **Collaborate with the Pueblo ADA Committee** to ensure that pedestrian and cyclist infrastructure are up to ADA standards.
- **Develop a sidewalk and bike lane repair, trip hazard, and debris removal spot improvement program**.
- **Integrate the BPMP recommendations into the TIP prioritization process:** Add prioritization criteria to the TIP scoring process that raise a project's score if it is a BPMP-recommended project or spine, elevating the priority of active transportation projects in funding decisions.
- **Incentivize or require new developments to include bicycle parking and bicycle and pedestrian facilities** within new developments.
- **Adapt wayfinding signage** to include accessible content and features.
- **Develop public pump tracks and bicycle repair stations** along the trail system.
- **Cooperate with bike sharing companies** to implement bike share in the Pueblo region.
- **Work with neighborhoods to establish local design covenants** for sidewalk placement.
- **Study the feasibility of extending bus services** to 24 hours a day or earlier/later times.
- **Define developers' responsibilities** to aid in system enhancements and connectivity.
- **Update the City of Pueblo's Roadway Classification and Design Standards** to reflect current best practices in design, such as reduced speed limits, adding requirements for bicycle facilities, and narrowing driving lanes in urban environments.
- **Create a Safe Routs to School Plan** that prioritizes sidewalk, crossing, and bicycle facilities improvements near schools.
    - **Continue to apply for funding for Safe Routes to School programming at additional schools in the region** to upgrade existing infrastructure.
- **Establish a regional transportation authority** to fund infrastructure improvements (see the Funding section for more information).
- **Require multimodal street audits** along spines when repaving/restriping occurs to help identify locations in need of repair.

Evaluation

Continuous evaluation is necessary to ensure that these policy recommendations are being implemented to their fullest potential, making this category of the Five Es vital to the success of the plan.

- **Continue publishing reports** that include relevant cycling and pedestrian metrics such as new bikeways, greenways, and sidewalk facility construction, major project completions, bicycle and pedestrian-involved crashes, and organized events. The report can also include information on user satisfaction, public perception of safety, and other relevant qualitative data that has been collected.
- **Conduct parent surveys** to help Safe Routes to School programs stay in touch with parents and understand their concerns and perceptions of walking and bicycling.
- **Conduct regional surveys on active transportation use and perceptions.**
- **Evaluate effectiveness of and modify current wayfinding facilities** and use data to develop wayfinding facilities.
- **Conduct before/after studies** of active transportation improvement projects to study their effects on safety and vehicle/pedestrian/bicycle volumes.

Policy Recommendations Table

Table 22 summarizes the recommended next steps, responsible organizations, and anticipated implementation timeframe for each policy recommendation. Implementation timeframes are defined as follows:

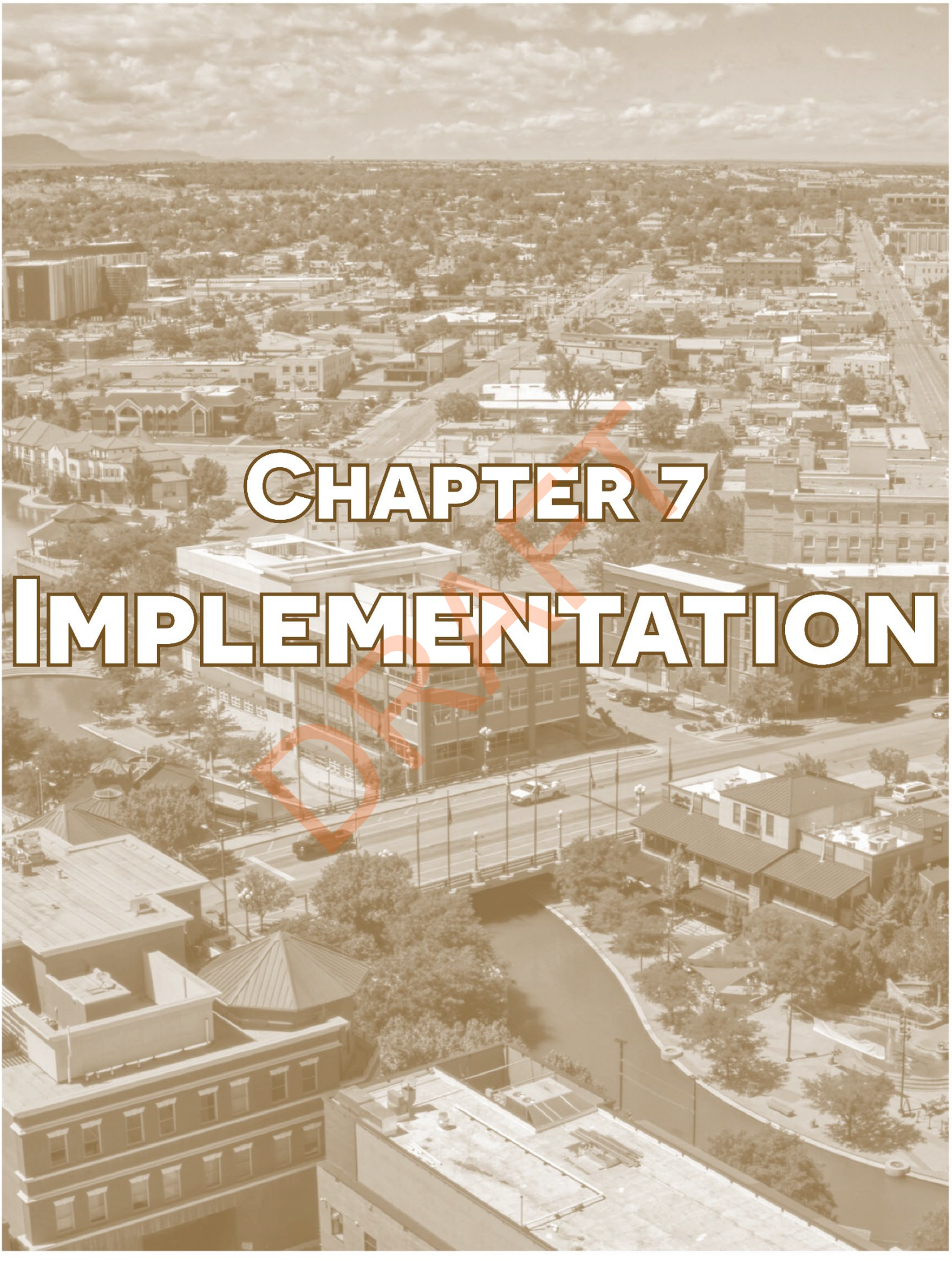
Short Term	Medium Term	Long Term
1 to 2 Years	3 to 5 Years	5+ Years

Table 22 Policy and Programming Recommendations

Policy	Element	Lead(s)	Timeframe	High Priority
Create a Volunteer Ambassador Program	Education	Community Organization, PACOG MPO	Short Term	No
Establish a regional wayfinding and signage program	Education	PACOG MPO	Medium Term	No
Create a bicycle, walking, and hiking "active" hub downtown	Education	Community Organization, PACOG MPO	Short to Medium Term	No
Distribute bike and pedestrian information via a partnership with transit agencies	Education	PACOG MPO, Pueblo Transit	Short Term	No
Develop and implement a cyclist youth education program	Education	Community Organization	Short to Medium Term	No

Policy	Element	Lead(s)	Timeframe	High Priority
Provide incentives for historic building owners	Encouragement	Local governments	Medium Term	No
Track buildings in geospatial format for accessible features	Encouragement	PACOG MPO, local governments	Medium Term	No
Establish and promote a Pueblo-based "Pro-Am" event	Encouragement	Community Organization	Short to Medium Term	No
Inventory bike racks in the region	Encouragement	PACOG MPO	Short Term	Yes
Invite and involve elected officials to participate in the community biking activities	Encouragement	PACOG MPO, local governments, community organizations	Short Term	Yes
Provide bike registration program	Enforcement	Local police departments	Short to Medium Term	No
Set city-wide regulations around e-moto use	Enforcement	Local governments	Short Term	Yes
Continue to enforce additional traffic violations	Enforcement	Local police departments	Short Term	No
Require multimodal street audits	Enforcement	PACOG MPO, local governments, community organization for assistance	Medium Term	Yes
Adopt Complete Streets policies	Engineering	PACOG MPO, local governments	Short Term	Yes
Develop and implement an ADA Transition Plan	Engineering	Local governments	Short Term	Yes
Develop a sidewalk and bike lane spot improvement program	Engineering	PACOG MPO, local governments	Short Term	Yes
Integrate the BPMP recommendations into the TIP and LRTP prioritization processes	Engineering	PACOG MPO	Short Term	Yes
Incentivize or require new developments to include bicycle parking and bicycle and pedestrian facilities	Engineering	Local governments	Medium Term	No
Adapt wayfinding signage to include accessible content and features	Engineering	Local governments, community organizations	Medium Term	No

Policy	Element	Lead(s)	Timeframe	High Priority
Develop public pump tracks and bicycle repair stations	Engineering	Local governments	Medium Term	No
Cooperate with bike sharing companies	Engineering	Local governments	Medium Term	No
Work with neighborhoods to establish local design covenants for sidewalk replacement	Engineering	Local governments	Medium Term	No
Study bus service extension feasibility	Engineering	Pueblo Transit, PACOG MPO for assistance	Short to Medium Term	No
Update streetscape design standards	Engineering	City of Pueblo	Short Term	Yes
Create a Safe Routes to School Plan	Engineering	Local governments, PACOG MPO	Short to Medium Term	Yes
Establish a regional transportation authority	Encouragement	PACOG MPO, local governments	Medium Term	Yes
Continue publishing multimodal metric reports	Evaluation	PACOG MPO	Short Term	No
Conduct parent surveys to help SRTS programs meet the needs of students	Evaluation	PACOG MPO, local governments	Short to Medium Term	No
Conduct surveys of active transportation users	Evaluation	PACOG MPO	Short Term	No
Evaluate effectiveness of and modify current wayfinding facilities	Evaluation	PACOG MPO, local governments	Medium Term	No
Conduct studies before and after transportation improvement projects	Evaluation	PACOG MPO, local governments	Short Term	No



Chapter 7
Implementation

Implementation

Methods of Implementation

The recommendations in this plan can be implemented through three distinct mechanisms:

1. New development and Planned Unit Developments
2. Street retrofits
3. Stand-alone projects

Most corridors will rely on more than one: a single spine may be built partly by private development, restriped during a scheduled overlay, and constructed partly as a stand-alone project.

New Development and Planned Unit Developments

A substantial share of the proposed network, particularly trails in Pueblo West and the developing areas of unincorporated Pueblo County, falls on land that has not yet been built up. Active transportation facilities can be implemented through private development at little or no public cost, but only if the appropriate requirements are in place before entitlement. Once a subdivision plat or PUD is approved without active transportation facilities, retrofitting it later requires buying right-of-way through a built neighborhood.

County and City development standards can be updated to make active transportation a condition of development, ensuring that facilities are built and designed as development occurs. Each jurisdiction should reference this plan's network map during subdivision and PUD review so that proposed trails, sidewalks, and connections crossing a development site are dedicated and constructed as a condition of approval. The Active Transportation Toolkit in Appendix C can be referenced to determine appropriate facilities based on roadway context. Development reviews should also require internal walkways and pathways to connect to adjacent neighborhoods, schools, and existing trails rather than terminating at the property line, and should require bicycle parking in commercial and multifamily projects.

Roadway Design Standards

The City of Pueblo will update its Roadway Classification and Design Standards through an upcoming funded project, which is an opportunity to incorporate active transportation into design standards that will be built into

Street Retrofits

Adding multimodal facilities to existing streets can be an inexpensive method of improving and adding active transportation facilities, as improvements occur during work that is already scheduled. A Complete Streets policy is essential to ensure that multimodal facilities are included in repaving and

restriping projects. The policy would require that every roadway evaluate and accommodate people walking, bicycling, and using transit, with a documented process for granting exceptions.

PACOG has identified adopting a regional Complete Streets policy as a next step, and adopting one at PACOG and within each member jurisdiction would make the annual paving program a reliable delivery mechanism for active transportation. This can be implemented by referencing this plan to determine if streets on the paving schedule are on the existing or proposed bicycle network, or are in areas with high pedestrian latent demand. If so, multimodal considerations should be given priority on the street. This approach allows the network to be expanded and improved incrementally over time at a low cost.

Stand-Alone Projects

Some improvements cannot be constructed though development or repaving, or are near-term priorities that should be advanced sooner than other implementation methods allow for. Examples of these types of projects are road diets on corridors not scheduled for resurfacing, filling sidewalk gaps and replacing failed sidewalk, Safe Routes to School improvements around schools, and new trail construction on publicly owned land. Because they require dedicated funding, design, and in some cases right-of-way acquisition, these are the type of projects that compete for grants and are programmed through the Transportation Improvement Program. The prioritized project list presented in in the Prioritization section and in Appendix D identifies where those investments will deliver the greatest benefit.

TIP and LRTP Integration

The 2050 Long Range Transportation Plan (LRTP) and the Transportation Improvement Program (TIP) are the primary mechanisms that turn the recommendations in this plan into funded projects. Any project programmed in the TIP must first appear in the LRTP, either on the fiscally constrained list of funded projects or the aspirational list of projects awaiting funding. The 2050 LRTP includes active transportation projects on both lists, ranging from regional trail connections already underway to pedestrian crossing improvements, sidewalk gap analysis, and new bicycle and pedestrian connections across the region's major barriers.

Aspirational projects can be added to the TIP through the amendment process once funding is identified. Potential TIP projects could be scored based on inclusion in this plan, either in the future active transportation network or BPMP recommendations. Using the BPMP as a scoring criteria would help elevate active transportation projects for funding and ensure that funding priorities align regionally.

Table 23 Active Transportation Projects in the 2050 LRTP

Project	Lead Agency	Description
Fiscally Constrained (Funded)		
Connecting Communities	City of Pueblo	Completes the Medal of Honor Trail, extends it along Pueblo Boulevard to the river trail, develops mobility hubs, and connects the trail system to Water Works Park.

Project	Lead Agency	Description
Pueblo Supplemental Planning and Demonstration Project	City of Pueblo	Updates the City's Roadway Classification and Design Standards and trials safety improvements along Northern Avenue.
Aspirational (Awaiting Funding)		
RRFB Project	City of Pueblo	Installation of rectangular rapid flashing beacons at pedestrian crossings citywide.
Northern Pedestrian Improvements	City of Pueblo	Bump-outs and signal improvements along the corridor.
Sidewalk Connection Plan	City of Pueblo	A GIS inventory of sidewalks and identification of gaps in the existing network.
11th Street Bridge	City of Pueblo	Guardrail and sidewalk improvements.
San Pedro Trail	Pueblo County	Multimodal improvements and connectivity.
24th Street Bridge and Corridor	City of Pueblo	Extension of 24th Street across the western railroad and into downtown.

Prioritization

Active transportation spine recommendations (summarized in the Recommendations section and described in full in **Appendix D**) were prioritized with the six criteria described in **Table 24**. **Table 25** identifies the top 15 projects from the prioritization exercise. These projects are considered near-term projects for implementation.

Table 24 Prioritization Criteria

Criteria	Metric	Scoring Weight
Safety	Spine is on the CSAP High Injury Network.	25%
Pedestrian Latent Demand	Pedestrian latent demand scores range from 1, representing the lowest demand, to 9, representing the highest demand.	20%
Equity	Data from the Colorado EnviroScreen dataset ranges from 0 to 100, with higher scores representing more underserved areas. Scores are based on a combination of factors, including exposure to environmental hazards, income, health and demographic characteristics, and other socioeconomic factors.	20%
Pavement Condition	Pavement condition scores range from 0 to 100, with 100 representing pavement in excellent condition that is unlikely to require near-term repaving and 0 representing pavement in the poorest condition and most in need of improvement.	15%
Cost	Low: Restriping and basic intersection improvements	10%

Criteria	Metric	Scoring Weight
	Medium: Sidewalk or trail improvements adjacent to roadway without curb and gutter replacement, protected bike lanes, bicycle boulevards. High: Sidewalk improvements that require curb and gutter replacement, long segments of new trail, new bridges or crossings, significant ROW acquisition needed, road widening needed.	
Feasibility	Low: Curb and gutter reconstruction, significant ROW needs, parking removal on both sides of street, roadway widening. Medium: Some ROW acquisition may be needed (not extensive), parking removal on one side of roadway, TWLTL removal on roadways with low traffic volumes. High: Road diets on roadways with significant excess capacity, narrowing driving lanes, bicycle boulevard treatments.	10%

Table 25 Priority Projects

Route Name	Type	High Injury Network	Pedestrian LT	Equity	Pavement Condition	Cost	Feasibility	Timeframe	Priority Score (0-100)	Priority Rank
Grand Ave (Union to City Center Dr)	Existing	Yes	8	93	52	Low	High	Near Term	94.4	1
8th Street (Elizabeth to Amarillo)	Existing	Yes	7	96	49	Low	Medium	Near Term	87.6	2
Hollywood Dr (O'Neal to Northern)	Existing	Yes	6	74	49	Low	High	Near Term	86.3	3
Constitution Rd Extension	Proposed		6	85	49	Low	High	Long Term	86.1	4
Colorado Ave (Orman to Abriendo)*	Existing	Yes	8	86	77	Low	High	Medium Term	85.9	5
Mesa Avenue (Prairie to Santa Fe Ave)	Existing	Yes	6	92	63	Medium	High	Near Term	82.2	6
Santa Fe Avenue (Mesa to Santa Fe Dr)	Existing	Yes	6	97	51	Medium	Medium	Near Term	82.0	7
Bonforte Blvd (US 50 to CSU-Pueblo)	Existing	Yes	6	84	59	Low	Medium	Medium Term	80.9	8
Orman Ave (Indiana to Cleveland)	Existing	Yes (Lincoln to Cleveland)	7	86	66	Low to Medium	Medium	Near Term	78.5	9
Beulah Ave (Lakeview to Polk St) **Polk St (Beulah to Orman)**	Existing	Yes	6	86	66	Medium	High	Near Term	77.3	10
Northern Avenue (Pueblo Blvd to Prarie Ave, with connection to Mesa Ave)	Existing	Yes	7	71	62	Medium	Medium	Near Term	72.4	11
Jerry Murphy Rd (Bonforte to College Trail)	Existing	Yes	5	75	65	Medium	Medium	Near Term	68.8	12
Pueblo Blvd (Northern to 24th St)	Existing	Yes	5	51	49	High	Medium	Near Term	61.3	13
Portland Ave (8th St to US 50) 2nd St and Queens Ave connection to Constitution	Existing	No	5	91	53	Low	High	Near Term	59.7	14
Macalester Rd (Constitution to Bonforte)	Existing	No	5	84	40	Low to Medium	High	Near Term	78.7	15

*If the Union/Main Master Plan is constructed, consider re-routing this spine to Broadway Ave.

Funding

Multiple sources of funding over many years will be needed to create a safe, connected active transportation network in the Pueblo region. The recommended improvements in this BPMP range from restriping and spot improvements costing a few thousand dollars to trail segments and roadway reconstruction costing millions, and they fall across multiple jurisdictions (City of Pueblo, Pueblo County, and Pueblo West Metro District). A realistic approach combines three categories of revenue: existing local capital and maintenance funds, state and federal grants, and potentially a new dedicated regional source.

Jurisdictional Considerations

The region's active transportation network crosses the City of Pueblo, unincorporated Pueblo County, and the Pueblo West Metropolitan District. Regional cooperation is critical for developing the active transportation network, as many spines cross jurisdictional boundaries. Each has independent revenue authority and its own capital program. PACOG itself does not fund projects, but as the metropolitan planning organization, it programs federal transportation funds through the Transportation Improvement Program (TIP). Regionalizing project funding through the TIP process ensures that funds are directed toward shared priorities and that projects are implemented cohesively across jurisdictional boundaries.

Local Capital and Maintenance Funds

Local dollars are critical for funding the active transportation network, either directly or as the local share that unlocks a state or federal award. Each jurisdiction already operates programs that build and repair walking and bicycling infrastructure.

Spot Improvement and Repair Funds

The City of Pueblo maintains a request-driven ADA curb ramp program, and each jurisdiction funds sidewalk repair, crossing markings, signage, and similar small-scale work through annual operating and capital budgets. Directing a defined share of the annual budget toward the priority locations and spines identified in this plan can help improve maintain these facilities as high-comfort corridors and make incremental improvements to Pueblo's most important facilities.

Resurfacing Programs

The least expensive way to add bicycle and pedestrian facilities is to add them to work that is already funded. When a street is resurfaced, restriping is already in the project budget, so narrowing travel lanes to add a bike lane or widen existing bike lanes costs little more than restoring the previous striping. Federal accessibility rules treat resurfacing as an alteration, which requires curb ramps within the project limits to be brought up to current standards as part of the work. Having a Complete Streets policy would support this work, and would require that multimodal facilities be considered as streets are resurfaced.

State and Federal Grants

State and federal grants can be leveraged to expand funding, and many opportunities exist focused on improving multimodal safety or increasing access to recreational opportunities. **Table 26** describes several grant opportunities that could be pursued to advance BPMP recommendations.

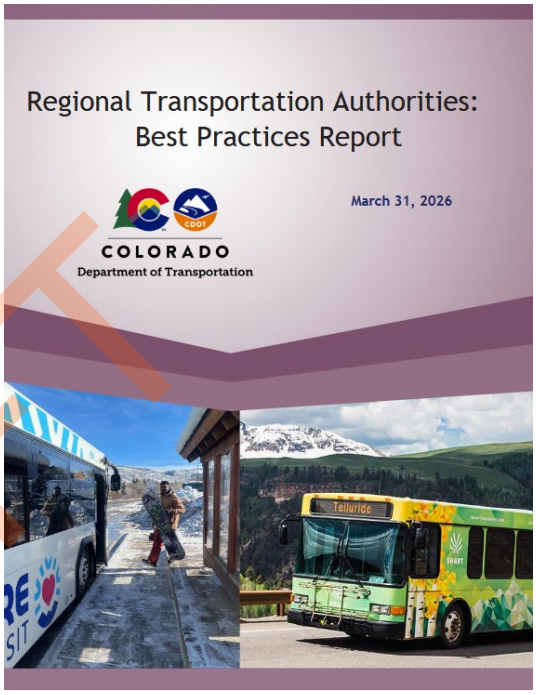
Table 26 Active Transportation Grant Opportunities

Source	What It Funds	Notes for the Pueblo Region
Safe Streets and Roads for All (SS4A)	Projects and strategies identified in an adopted safety action plan; quick-build demonstration projects.	The CSAP satisfies the action plan prerequisite. Implementation awards require a 20 percent local match. Contingent on 2026 reauthorization.
Transportation Alternatives (TA Set-Aside / TAP)	Shared-use paths, sidewalks, crossings, bicycle facilities, Safe Routes to School infrastructure.	Administered by CDOT with regional scoring.
Colorado Safe Routes to School	Infrastructure near schools, education and encouragement programs.	Minimum 20 percent match, with a sliding scale for lower-resource applicants.
STBG and other federal formula funds	Roadway and multimodal capital projects, including active transportation elements of larger reconstruction work.	Programmed through the PACOG Transportation Improvement Program. Inclusion in this plan strengthens a project's case for TIP programming.
Colorado Parks and Wildlife (CPW) Non-Motorized Trails Grants and Greater Outdoors Colorado (GOCO) Grants	Trail construction and maintenance, trail planning, GOCO parks and trails awards.	Funded by GOCO and the federal Recreational Trails Program. Requires a 25 percent match, at least 10 percent cash. Strong fit for river corridor and trailhead projects.
RAISE and other USDOT discretionary grants	Large capital projects with regional significance.	Best suited to a signature corridor such as an Arkansas River Trail extension rather than dispersed improvements.
Conservation Trust Fund	Trail and park improvements	Parks and recreational purposes are eligible, which includes paths and trails.
Development requirements and dedications	Trail segments, sidewalks, and connections built as a condition of subdivision or PUD approval.	Much of the proposed network falls in developing areas of Pueblo West and the county. Code updates cost little and deliver infrastructure at no public expense.

Regional Transportation Authority Discussion

During the bike audit workshop conducted for this plan, participants raised the possibility of forming a regional transportation authority (RTA) supported by a voter-approved tax or fee. This is a well-established funding mechanism in Colorado and can help not only with funding, but with easing implementation across the multiple jurisdictions in the PACOG region. An RTA can fund a variety of transportation improvements, including roadway maintenance, transit, and active transportation. It is also a multi-year undertaking that would require careful design to succeed at the ballot.

Figure 31: CDOT Regional Transportation Authorities: Best



CDOT's Regional Transportation Authorities: Best Practices Report is a resource for PACOG to pursue the feasibility of establishing an RTA for the Pueblo Region.

How it Would Work

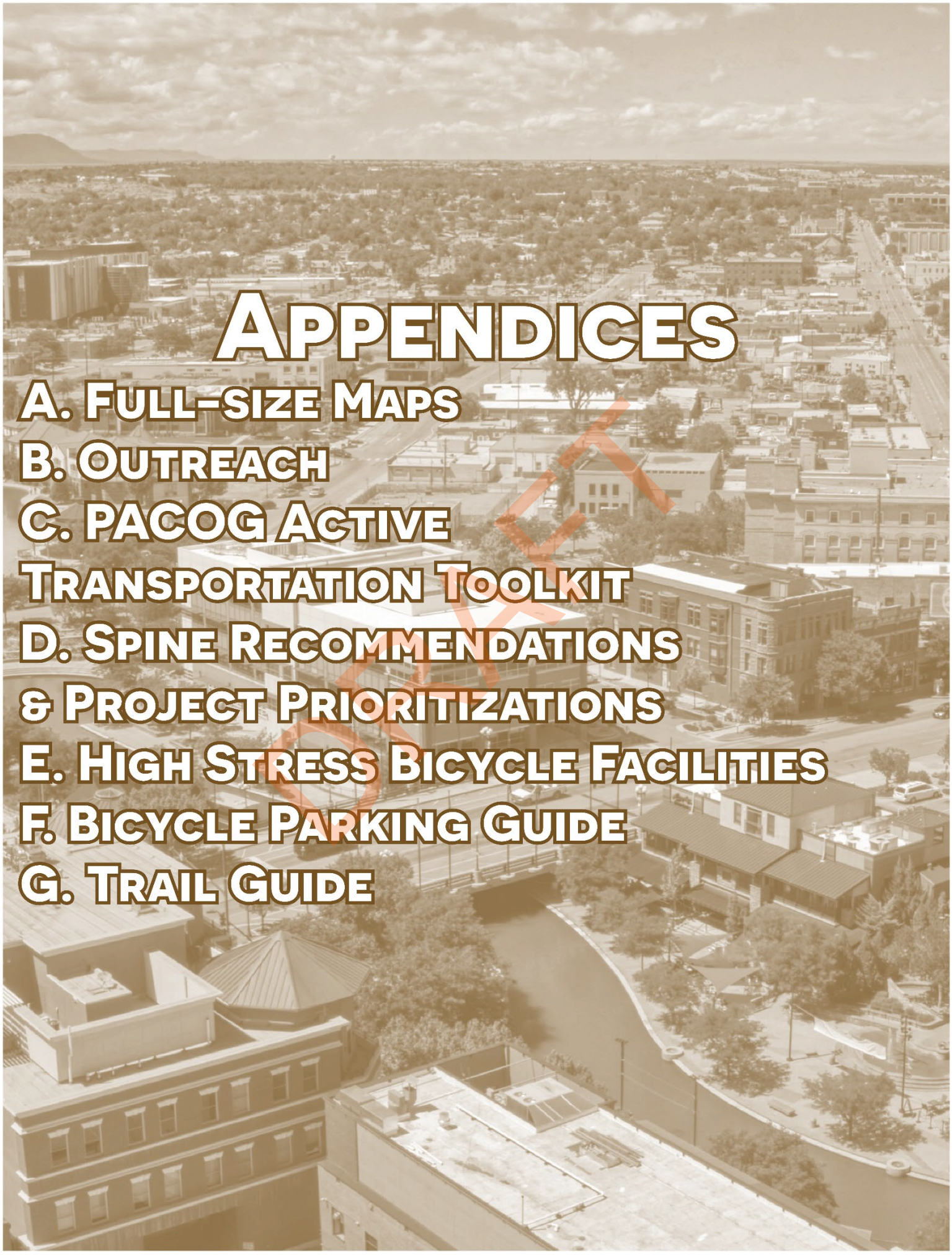
Colorado's Regional Transportation Authority Law allows two or more counties, municipalities, or special districts to form an authority to fund and operate transportation improvements. The City of Pueblo, Pueblo West, and Pueblo County are all eligible members. Formation of an RTA requires intergovernmental agreements, public hearings, and a public vote on increased taxes and/or fees. Once approved, an authority may levy a sales or use tax, an annual motor vehicle registration fee, a lodging tax, a mill levy, or a combination of these revenue sources. Funds can be pledged to revenue bonds, which would allow infrastructure to be built much sooner than waiting for revenue to accrue over time.

Feasibility Considerations

Several factors support the feasibility of establishing an RTA:

- The Pikes Peak Rural Transportation Authority in neighboring El Paso County establishes a precedent and local model, and has operated since 2004.
- The RTA can be used for a variety of transportation needs and modes, broadening its potential base of support beyond active transportation advocates.
- An RTA would create more local capacity for matching funds, making the region more competitive for grant funding.

However, seeking approval from voters to establish or increase taxes is never an easy ask. The City of Pueblo has historically seen greater success obtaining voter approval for specific public purposes, rather than general ones. If an RTA tax is pursued, specificity around how the funds will be used could help with voter acceptance.



Appendices

A. Full-size Maps
B. Outreach
C. PACOG Active Transportation Toolkit
D. Spine Recommendations & Project Prioritizations
E. High Stress Bicycle Facilities
F. Bicycle Parking Guide
G. Trail Guide