



Pikes Peak Area
Council of Governments
Communities Working Together

Meeting Agenda
Community Advisory Committee
Wednesday, September 30, 2026, 3:00 PM

In-Person

Pikes Peak Area Council of Governments Main Conference Room
14 S. Chestnut St., Colorado Springs, CO 80905

Virtual: Microsoft Teams (Video and Audio)

Meeting ID: 233 406 107 450 446

Passcode: wf33Zd9x

Virtual: Phone (Audio Only)

Phone: (929) 242-8427

Conference ID: 959 950 441

1. Call to Order / Establish a Quorum / Introductions

2. Agenda Approval

3. Consent Items

(These items will be acted upon as a whole, unless they are called up for discussion by a Committee member or a citizen wishing to address the Committee.)

A. Approval of the minutes (August 26, 2026) ☒

4. Public Comments / Presentations

Public comments can be made before or during the meeting. Public comments during the meeting are limited to three minutes and can be done at the meeting location or remotely by using the posted Microsoft Teams link. Individuals are encouraged to notify the meeting organizer at ppacg@ppacg.org before the start of the meeting with the agenda item they would like to comment on. Public comments can be submitted before the meeting via email to ppacg@ppacg.org for distribution to the committee members.

5. Action Items

A. Site Application: Colorado Springs Utilities Wastewater System Expansion, Milton Proby
Interceptor: Angie Martell, Environmental Planner ☒

B. Regional Freight Plan Adoption: Josh Squires, Transportation Planner ☒

C. Committee Membership: Danelle Miller, Associate Transportation Director ☒

6. Information Items

A. Federal Transit Administration Section 5310 Review Panelist Selection: Lisa Gagnon,
Transit Planner ☒

B. Committee Schedule: Danelle Miller, Associate Transportation Director ☒

7. Member Entity Announcements

8. Meeting Schedule ☒

9. Adjournment

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Si necesita ayuda con traducción, llame por favor al (719) 471-7080 x139 o ppacg@ppacg.org.



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Meeting Minutes
Community Advisory Committee
Wednesday, August 26, 2026, 3:00 PM

In-Person

Pikes Peak Area Council of Governments Main Conference Room
14 S. Chestnut St., Colorado Springs, CO 80905

Virtual: Microsoft Teams (Video and Audio)

Meeting ID: 247 164 075 314 225

Passcode: 3WL7Lj3x

Virtual: Phone (Audio Only)

Phone: (929) 242-8427

Conference ID: 435 324 852

1. Call to Order / Establish a Quorum / Introductions

The meeting was called to order at 2:59 pm.

2. Agenda Approval

Welling Clark motioned to approve; Chuck Theobald seconded. The motion carried unanimously.

3. Consent Items

(These items will be acted upon as a whole, unless they are called up for discussion by a Committee member or a citizen wishing to address the Committee.)

A. Approval of the minutes (July 29, 2026)

Kathy Hisey motioned to approve; Welling Clark seconded. The motion carried unanimously. Ed Dills abstained as he was not at the previous meeting.

4. Public Comments / Presentations

None.

5. Action Items

A. Fiscal Year 2027-2031 Transportation Improvement Plan Amendment #1: Danelle Miller, Associate Transportation Director, discussed the amendment. John Hall, of CDOT, addressed questions about roundabout improvements and the impact to Meadow Lake Airport.

Welling Clark motioned to recommend approval of Fiscal Year 2027-2031

Transportation Improvement Program Amendment #1; Steve Schleiker seconded. The motion carried unanimously.

- B. Federal Transit Administration Section 5310 Review Panelist Selection: Lisa Gagnon, Transit Planner, discussed the document.
The members of the Community Advisory Committee collectively nominated and voted Steve Schleiker to serve on the application review panel. The motion carried unanimously.
- C. Unified Planning Work Program Adoption: Danelle Miller, Associate Transportation Director, discussed the changes to the funding.
Chuck Theobald motioned to recommend the Board of Directors adopt the Unified Planning Work Program Amendment 1; Teresa Cheek seconded. The motion carried unanimously.
- D. Public Participation Plan Adoption: Danelle Miller, Associate Transportation Director, discussed the document.
Kathy Hisey motioned to recommend the Board of Directors adopt the Public Participation Plan, seconded by Teresa Cheek. The motion carried unanimously.

6. Information Items

- A. Fall/Winter Meetings: Danelle Miller, Associate Transportation Director, provided an overview of the upcoming meeting schedule conflicts for October, November, and December. A poll will be sent to members to determine the meeting dates and meeting type.

7. Member Entity Announcements

Danelle Miller announced that the City of Colorado Springs has chosen a Community Advisory Committee member.
Welling Clark announced the Regional Air Show will be held on September 19-20, 2026.
Tyler Peoples announced the Springs Rescue Mission will hold a summer block party and welcomed members to attend.

8. Meeting Schedule ☒

9. Adjournment

The meeting was adjourned at 3:21 pm.

Attendees

<u>Present</u>	<u>Name</u>	<u>Agency/Affiliation</u>
	Andrea Perry	League of Women Voters
X	Amanda DeMarco	City of Colorado Springs
X	Brad Simmons	El Paso County
	Candi Boyer	At-large
X	Chuck Broerman	At-large
X	Chuck Theobald	City of Colorado Springs
	Dave Betzler	Northern El Paso County Coalition of Community Associations
X	Ed Dills	Town of Ramah
X	Gary Shugart	At-large

Present	Name	Agency/Affiliation
X	Kathy Hisey	Town of Calhan
	Karen Lusby	Town of Monument
	Kelley Hakes	City of Green Mountain Falls
X	Kevin Clark	El Paso County
X	Leah Tunnell	Hey Neighbor
	Shayla Frazier	City of Fountain
X	Steve Schleiker	At-large
x	Teresa Cheek	At-large
X	Tyler Peoples	At-large
X	Welling Clark	El Paso County
X	Staff and guests	Pikes Peak Area Council of Governments

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Date: September 30, 2026

To: Pikes Peak Area Council of Governments Community Advisory Committee

From: Angie Martell, Environmental Planner

Subject: Site Application for Colorado Springs Utilities, Milton Proby Interceptor.

Action Requested: See Proposed Motions

Previous Action

- 1) The Application was reviewed and recommended by the Lower Fountain Water Quality Management Association and recommended for review by the Site Application Review Committee (SARC) on June 25, 2026.
- 2) The application was reviewed and recommended by the SARC for review by the Water Quality Management Committee (WQMC) on August 18, 2026.
- 3) The application was reviewed and recommended by the Water Quality Management Committee on August 26, 2026.

Summary

As required by §22.12(1) of the Colorado Department of Public Health and Environment's Regulation 22 - Site Location and Design Regulations for Domestic Wastewater Treatment Works, Kiewit, on behalf of Colorado Springs Utilities, is providing the Pikes Peak Area Council of Governments Community Advisory Committee with the attached summary of a site application for the Milton Proby Interceptor as part of the Colorado Springs Utilities Wastewater System Expansion project.

The purpose of this project is to support the Colorado Springs Utilities Wastewater System Expansion project. In 2019 Colorado Springs Utilities completed their Wastewater System Plan which established the need for wastewater infrastructure to serve the future Banning Lewis Ranch (BLR) Development in the City of Colorado Springs. It was determined that the WSE projects are necessary to ensure timely development of integrated utility systems and ensure that Utilities continues to provide reliable service to the community while addressing the long-term needs. Without expansion, the current system is expected to reach capacity by 2028.

The WSE project is a portfolio of projects, including four distinct and interrelated projects that will occur in phases over a 25-year planning horizon. The first phase of the project is this Milton

Proby interceptor, starting in 2026, and will include installing approximately 17 miles of new pipeline and the construction of two lift stations. Key components include a seven-mile gravity pipeline conveying flows from the northeast and eastern portions of the City of Colorado Springs and a four-mile pipeline supported by two new lift stations and seven miles of force main to transport wastewater from the southern areas to the Las Vegas Street Water Resource Recovery Facility via the Sand Creek Lift Station. The project alignment will be located within the City of Colorado Springs city limits within El Paso County. This will accommodate current and future projected flows and loads, while continuing to provide a reliable and safe level of service to current and future customers.

This phase is estimated to cost \$396 million and will be funded through a combination of revenue bonds, customer base-rate revenues, and cost recovery from new development. Colorado Springs City Council approved a 9 percent annual base-rate increase from 2025 through 2029 to support the project, supplemented by developer cost recovery as new users connect to the system. This funding strategy helps reduce long-term customer impacts and avoids the substantially higher cost of constructing a new wastewater treatment facility, which would have relied solely on ratepayer funding. Construction is anticipated to occur between 2027 and 2030, with preliminary design and pre-construction activities completed in 2026 and final design beginning in 2027. Colorado Springs Utilities is the owner of the project and will continue to maintain the infrastructure.

All questions raised by the Water Quality Management Committee have been sufficiently addressed by the applicant.

Proposed Motions

Recommend the Site Application for the Milton Proby Interceptor to the PPACG Board of Directors for approval.

Attachments

1. [Site Application Report](#) for the Milton Proby Interceptor
2. Site Application presentation slides
3. Water Quality Management Committee Meeting Minutes from August 26, 2026

Strategic Plan Goals

- ☐ Advocacy: Serve as an effective advocacy voice for common ground issues.
- ☒ Information Sharing: Serve as a significant resource for PPACG members to collect and share information with regional partners.
- ☐ Aging: Expand and extend senior access, awareness, education, and connectivity to support age-friendly communities and empower individual seniors.
- ☐ Transportation: Maintain and improve a coordinated, validated plan for transportation needs across the PPACG region.

- ☒ Program Excellence: Continue to excel in the key fundamental areas of PPACG: Military support, Environmental programs, Transportation, Area Agency on Aging, and regional communication and collaboration.



Colorado Springs Utilities
It's how we're all connected

Milton Proby Interceptor Wastewater System Expansion

PPACG Community Advisory Committee Meeting

September 30, 2026

Agenda

1. WSE Program Background
2. Program Purpose
3. Program Overview
4. What is an Interceptor Sewer?
5. Construction Impacts & Safety
6. Questions

Wastewater System Expansion (WSE) Program

- We are making a major investment in our wastewater system to ensure it continues to serve our community reliably – today and into the future.
- Without this expansion, our system could reach capacity by 2030.
- The program will occur in phases over a 50-year planning horizon. We are focused on Phase 1 through 2034.

Colorado Springs Utilities



WSE Program Purpose



Reliability & Efficiency

Improve system reliability, treatment efficiency, and public health protection



Infrastructure & Growth

Support long-term wastewater infrastructure needs and future community growth



Sustainability

Environmental stewardship through efficient wastewater management and responsible infrastructure

Program Overview

Four major projects will work together to expand wastewater service and support future development:

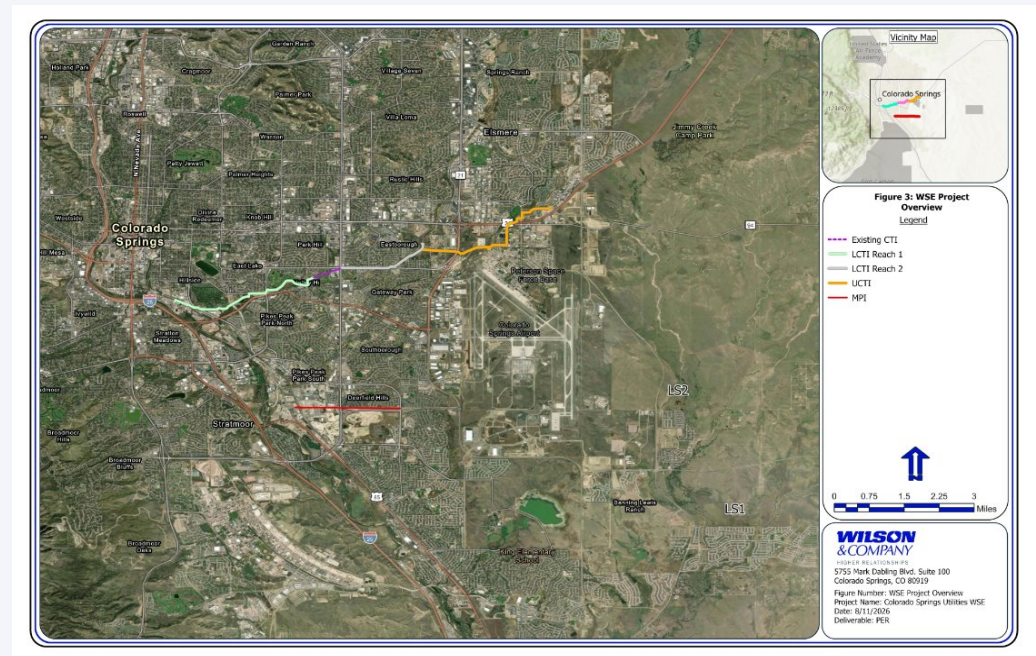
Airport Road Waterline **2027**

Milton Proby Interceptor **2028**

Lower Crosstown Interceptor **2028**

Pressure System **2031**

Year Construction Begins



What is an Interceptor Sewer?

- An interceptor is a main sewer pipeline that moves wastewater through the system.
 - Collects wastewater from smaller sewer lines.
 - Carries flow toward the wastewater treatment system.
 - Uses gravity where possible to reduce pumping needs.
 - Serves a larger area than a typical neighborhood sewer line.

How is an Interceptor Installed?



The interceptor will be installed underground along the planned route.

1

PREPARE



Set up the work area and locate existing utilities.

2

EXCAVATE



Dig the trench needed for the pipeline.

3

INSTALL PIPE



Place and connect the new sewer pipe.

4

TEST



Inspect and test the system.

5

RESTORE



Backfill the trench and restore roads and other disturbed areas.



Most construction impacts are temporary.

Once complete, the interceptor will be underground and the surface will be restored.



Minimizing Construction Impacts

We will work to keep traffic moving and maintain access throughout construction. To do this we will:

- Coordinate closely with the Airport on access and operations.
- Maintain access to the airport, businesses, and properties whenever possible.
- Use traffic control, signs, detours, and lane shifts to safely move vehicles around work areas.
- Sequence construction to limit the duration and extent of traffic disruptions.

Our top priority is to complete the work safely while minimizing delays and maintaining reliable access to the airport and surrounding community.

Safety Culture – Our Priority, Everyday

- Protect pedestrians, drivers, airport users, residents, and businesses around our work.
- Clearly separate people from construction activities with appropriate barriers, signs, lighting, and traffic control.
- Maintain safe access to homes, businesses, sidewalks, and the airport throughout construction.
- Identify public safety risks before work begins and adjust plans as conditions change.
- Sequence work to reduce unnecessary traffic impacts and other community disruptions.
- Monitor conditions in the field and address hazards quickly.

Our goal is zero incidents — for our workforce and for the public.

Questions?

Learn more at csu.org/wse or get in touch at engage@csu.org





Meeting Minutes
Water Quality Management Committee
Wednesday, August 26, 2026, 9:00 AM

1. Call to Order / Establish a Quorum

A. The meeting was called to order at 9:01 am and a quorum was established.

2. Agenda Approval

A. A motion to approve the agenda was made by Wally Eaves, Seconded by Mark Volle, approved unanimously.

3. Approval of Minutes from June 24, 2026

A. A motion to approve the minutes was made by Joshua Watkins, seconded by Mark Volle, approved unanimously.

4. Public Comments / Presentations

A. None.

5. Action Items

A. Site Application: Colorado Springs Utilities Wastewater System Expansion, Milton Proby Interceptor – Alexandra Parr, of Kiewit and John Strandberg of Wilson & Company provided an overview of the site location application. The Wastewater System Expansion (WSE) Milton Proby Interceptor (MPI) project is a key component of the WSE portfolio, which consists of four sanitary sewer projects. In 2019, Colorado Springs Utilities completed their Wastewater System Plan which established the need for wastewater infrastructure to serve the future Banning Lewis Ranch (BLR) Development. Without an expansion, the current system is expected to reach capacity by 2028. This initial phase will include installing 17 miles of new pipeline and two new lift stations (LS) to accommodate current and future projected flows. Land acquisition for the project is currently underway. Colorado Springs Utilities will own, operate and maintain the system.

i. WQMC Questions:

1. Are there any pump stations that will be decommissioned due to the gravity line?
 - a. Not currently, but a future project for the windmill gulch lift station located on the east side of the project and south of Milton Proby would tie in to the project in the future and will be able to support the capacity from this. This is in planning stages currently. No other lift station will come offline.
 - b. Considering regionalization intent of the 208 Plan, are there other wastewater plants nearby that it can be tied into?

- i. Colorado Springs Utilities did an alternatives analysis that considered different treatment plants that could serve this area. For rate payers, Colorado Springs Utilities determined this was the best alternative to access the existing capacity at the Las Vegas Street Water Resource Recovery Facility (LVSRRF).
 - 2. What is being done to update the sand creek pump station? This station has been in service 45-50 years.
 - a. All flow from MPI will go to the Sand creek lift station. Colorado Springs Utilities is currently doing an alternatives analysis for rehab and expansion of this station. Design phase is anticipated to start in 2027-2028. The timing is based on projections of population that will be served by it.
 - 3. Some of the exhibits in the application need to be brought up to date. Specifically, the wetlands exhibit needs to be updated with more field work to represent what is actually there. Currently it is representing Little Johnson Reservoir as a significant impoundment, and it is not. Also, the well exhibit could be updated and be more complete.
 - ii. A motion was made to move the application to the CAC by Roger Sams, seconded by Joshua Watkins, unanimously approved.
- B. Draft 208 Plan Review, Chico Creek Watershed – Angie Martell, Environmental Planner
 - i. Ammonia levels – did not actually list what the ammonia levels are. This is important for those who contribute to the ammonia levels to know what they are. Ask State or look at the background of the 303d listing in terms of what sampling and what rationale went into putting this on the list. The broad brush description of possible ammonia sources may not be very precise.
 - ii. How does the stormwater process fit into the 208 process? City and County have a joint board that review how stormwater needs to be addressed. With the development that is happening in the Chico Creek, it would be important to understand this.
 - 1. The 208 Plan is not regulatory. The goal would be to have City and County stormwater plans reference the 208 Plan and tie recommendations from stormwater plans to the broader watershed goals of the 208 Plan. However, the 208 Plan is not regulatory, it functions more like a comprehensive plan providing recommendations.
 - iii. The WQMC is encouraged to review the “Overview of Issues and Activities” (Section 1.1.2) and “Recommendations” (Section 1.6.2) sections of the Chico Creek Watershed chapter, and ensure that your watershed concerns are

accurately represented and documented, and that the recommendations fit with goals for the watershed.

- iv. The WQMC would like to continue review and comments for the Chico Creek Watershed chapter at the next WQMC meeting.

6. Discussion Items

A. Winter Meeting Schedule

- i. Move October meeting to Oct 21
- ii. Nov and Dec have already been moved and these work for the group. November meeting will be November 18. December meeting will be on the 16th.

7. Information Items

A. None.

8. Member Entity Announcements

- A. Angie provided an overview of a new EPA Grant program focused on workforce development for the water sector, including drinking water and utilities. The grant is called the Innovative Water Infrastructure Workforce Development Program. The goal is to accelerate career pipelines in the water utilities sector and provide access to water utility workforce opportunities. It aims to help inform people about the role of water and wastewater utilities in their communities and increase the awareness of water utility career opportunities, and support expanding career opportunities in the drinking water and wastewater utility sector and elevating public awareness about jobs in the water workforce. Eligible activities include apprenticeship and internship programs, education programs designed for elementary, secondary, and higher education students, regional industry collaborations, and training programs designed to support decentralized workforce.
 - i. Renee Zents runs a workforce program more focused on construction, but could be an opportunity to build upon training available, could set up an organization to build upon this.
 - ii. Roger is working with a committee part of the AWWA (AWWA stands for the [American Water Works Association](#), an international nonprofit organization dedicated to managing and improving drinking water quality and supply). Focus is on training opportunities, and there are some aspects that could be helpful industry wide.
 - iii. Send out info to WQMC, please let PPACG know if you have contacts you'd like us to send this out to and encourage someone in our region to apply.
 - iv. Pikes Peak State College could also be an option because they used to run a workforce development program focused on wastewater.

9. Meeting Schedule

10. Adjournment A motion to adjourn was made at 9:41 by Joshua Watkins, seconded by Wally Eaves, all in favor.



Date: September 30, 2026

To: Pikes Peak Area Council of Governments Community Advisory Committee

From: Josh Squires, Transportation Planner, and Cambridge Systematics

Subject: Regional Freight Plan Draft Adoption

Action Requested: Review and Recommend

Summary

The Pikes Peak Area Council of Governments, with assistance from Cambridge Systematics, has completed the draft Regional Freight Plan. The plan builds upon the 2023 Regional Freight Mobility Study and evaluates freight movement throughout the Pikes Peak region while identifying strategies to support the safe, reliable, and efficient movement of goods.

At the July meeting, the Community Advisory Committee received an overview of the draft plan, including the Freight Project Prioritization Framework, Projects and Corridors, and Funding Opportunities sections. Following committee review and incorporation of feedback, the draft Regional Freight Plan was released for a 30-day public comment period. The public comment period has concluded, and no comments were received.

Staff requests that the Community Advisory Committee recommend that the Pikes Peak Area Council of Governments Board of Directors adopt the Regional Freight Plan.

Proposed Motion

Recommend that the Pikes Peak Area Council of Governments Board of Directors adopt the Regional Freight Plan.

Attachments

- 1) Pikes Peak Area Council of Governments Regional Freight Plan Draft

Strategic Plan Goals

- ☐ Advocacy: Serve as an effective advocacy voice for common ground issues.
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REGIONAL FREIGHT MOBILITY PLAN

October 2026



Delivering Pikes Peak Regional Freight Plan

Regional Freight Mobility Plan



Pikes Peak Area
Council of Governments

Communities Working Together

prepared by



&

WILSON
& COMPANY

October 2026

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SECTION 1

INTRODUCTION

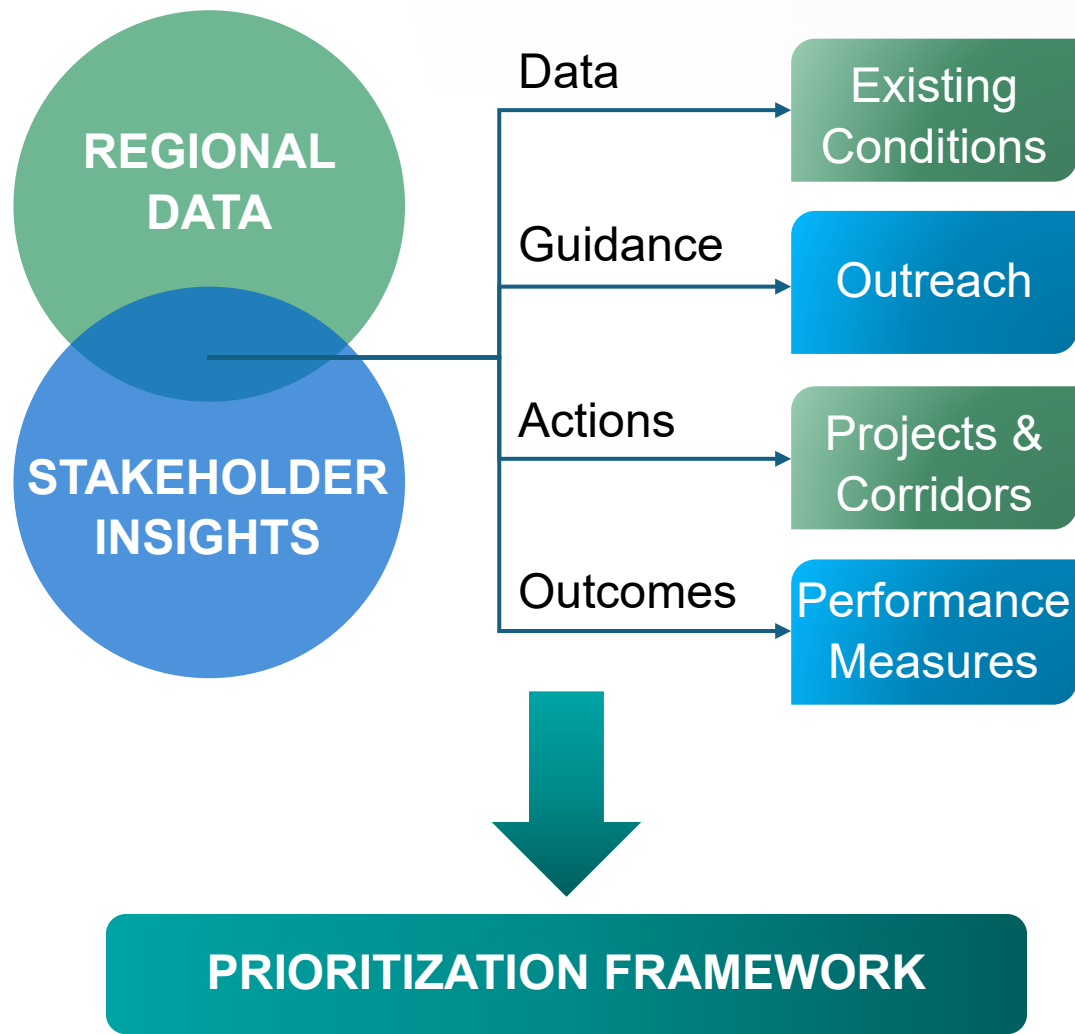
1.1 Freight Plan Objective

The Pikes Peak Area Council of Governments (PPACG) is a voluntary organization of municipal and county governments serving the PPACG region, which consists of El Paso, Teller, and Park Counties. Formed in 1967, PPACG's role has evolved over time to become the region's Metropolitan Planning Organization (MPO), as well as serving important functions related to air and water quality, land use, and rural transportation. Planning for current and future transportation needs is an important function of PPACG having recently adopted the 2050 Long Range Transportation Plan in February of 2025. In the Spring of 2023, PPACG began the development of its first Regional Freight Study, with the goal of gaining a deeper understanding of the regional freight system and to support future funding applications, both at the regional, statewide, and federal level, as well as planning initiatives. Today, this Regional Freight Plan builds on the accomplishments of the Regional Freight Study and establishes a data-driven decision-making framework to advance freight regional goals and objectives, informed by community input and engagement with freight stakeholders.

1.2 Approach and Outline

To provide a comprehensive decision-making framework that is both functional and implementable the Regional Freight Plan draws from both regional data on freight as well as stakeholder insights, creating an actionable plan that is informed by the region and supported through data. This decision-making framework, referred to in this plan as the Prioritization Framework, is the primary outcome of the plan and developed through the implementation of four main tasks:

1. **Existing System and Conditions:** A key outcome of the Freight Study, the existing conditions assessment provides the data to understand the freight system infrastructure and operational conditions that inform stakeholders and identify where key areas of opportunity and challenge exist for current and future freight performance. Building on this foundation, updated LOCUS data was incorporated to enhance the understanding of truck flows.
2. **Outreach:** This was a central element of this plan, with ongoing engagement shaping the understanding of regional priorities, strengths, concerns, and opportunities and directly informing the development of a responsive, needs-driven prioritization framework.
3. **Performance Measures:** Based on available data and stakeholder feedback performance measures were developed to guide decision-making to align with regional priorities.
4. **Projects & Corridors:** Understand where investments have been made, and where future projects and priority corridors exist supports decision-making for freight related planning and programming.



The Prioritization Framework is intended to be a resource for decision making with freight priorities in mind. This framework is built off of a Goal-Objective-Performance Measure approach that describes the focus areas for freight in the region, defines the outcomes that would advance these goals, and which metrics are representative of these outcomes. This Plan, through each of the four outlined tasks, works toward the development of this hierarchy using stakeholder insights supplemented by regional data to build a prioritization framework curated to the vision and needs of the community.

SECTION 2

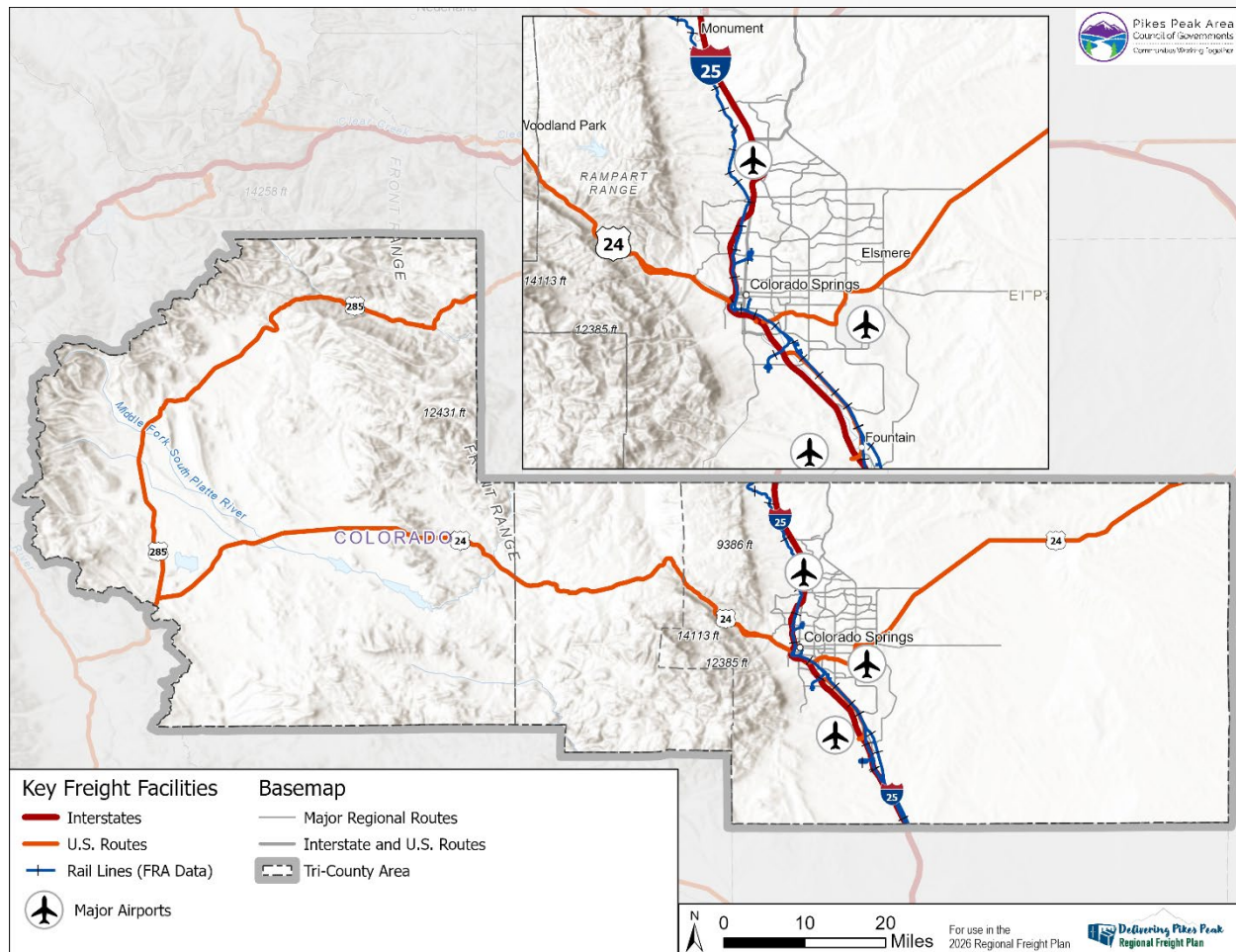
EXISTING SYSTEM AND CONDITIONS



2.1 PPACG Regional Freight Network

The PPACG region lies snugly along the eastern side of the Southern Rocky Mountains which outlines the major freight corridors in the region. This corridor is home to the region's major freight carrying railroad corridor operated jointly by Burlington Northern Santa Fe (BNSF) and Union Pacific (UP) Railroads as well as three airports- Colorado Springs Airport (COS), United States Air Force Academy Airfield (AFF) and Butts Army Airfield (AFF). US-285 provides north south connections for towns in Park county including Fairplay, the county seat. US-285 connects with US-24 in the former town of Antero Junction and further north connects with the city of Denver. I-70 the next closest interstate which runs through Denver connects with US-24 to the East of the PPACG region. US highway 24 serves as the east and west freight corridor across the region. Figure 2-1 outlines the region's freight network. The I-25 corridor is the main connection to larger trading hubs in the state and beyond as well as being the only location where certain modes such air and rail can access the region. This is where the major population center in the region is located as well as a large military base, Fort Carson.

FIGURE 2-1. PPACG REGIONAL FREIGHT NETWORK



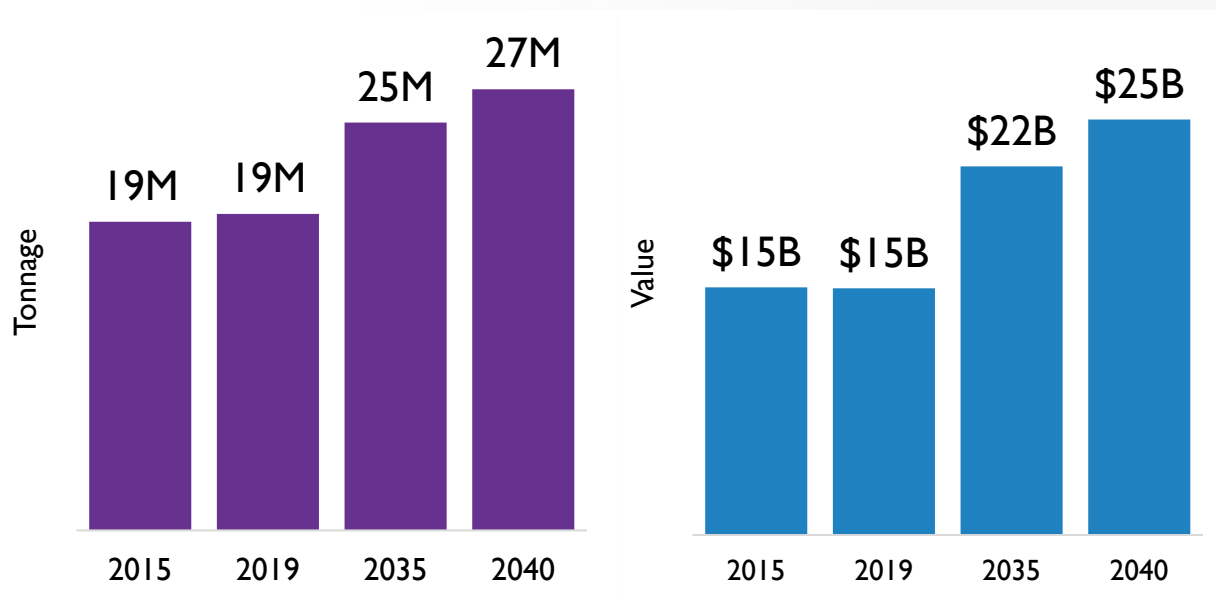
Source: PPACG

2.2 Economic Development

This section analyzes economic and population trends using Colorado employment data and Transearch data for current and future years to predict how freight infrastructure will need to adapt to support the region's economy. Transearch is a third party data product provided by S&P Global that tracks historic supply chain freight flows in North America for most freight modes and commodity types. The dataset includes future year projections of these same flows at the county level, which provides a useful basis for assessing freight trends in a region the size of PPACG.

Figure 2-2 shows the projections for freight growth in the region in terms of tonnage and value of commodities traveling into and out of the region. Between 2019 and 2040 the region is expected to see a 39% increase in the tonnage and a 68% increase in the value of goods traded in the region. These figures are in year 2020 dollars and do not reflect the potential rise in the price of goods but rather the higher value of goods being traded in the region.

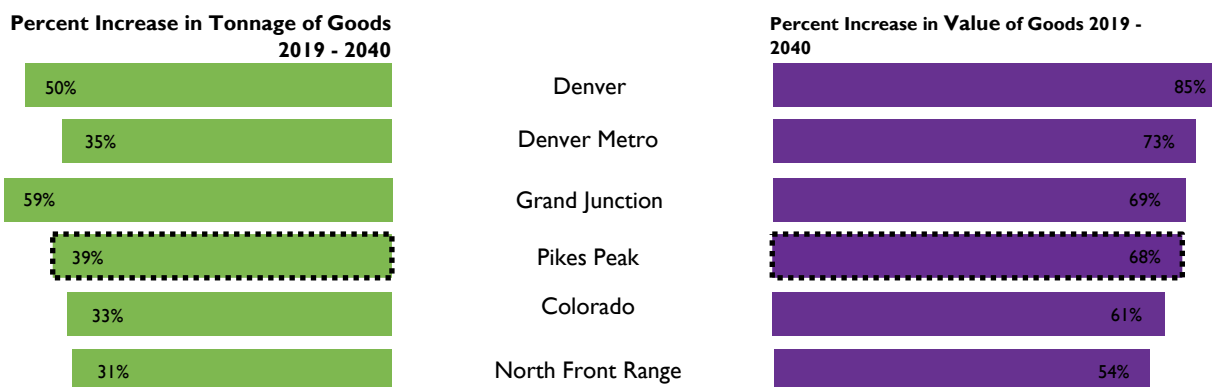
FIGURE 2-2 FREIGHT PROJECTIONS FOR FUTURE YEARS, TONNAGE AND VALUE



Source: Transearch 2019-2040

Figure 2-3 compares the PPACG region to other regional geographies. Overall the region is growing at a slightly higher rate than Colorado as a whole but is outpaced by Denver. Discrepancies in the value and tonnage are due to shifts in the mix of commodity types being traded in any given region. In general higher value commodities are further along in the manufacturing supply chain. Goods such as electronics, pharmaceuticals, and consumer goods, tend to be lighter than raw material commodities such as minerals, aggregates, agricultural products, and fuel.

FIGURE 2-3 PROJECTED ECONOMIC GROWTH 2019-2040



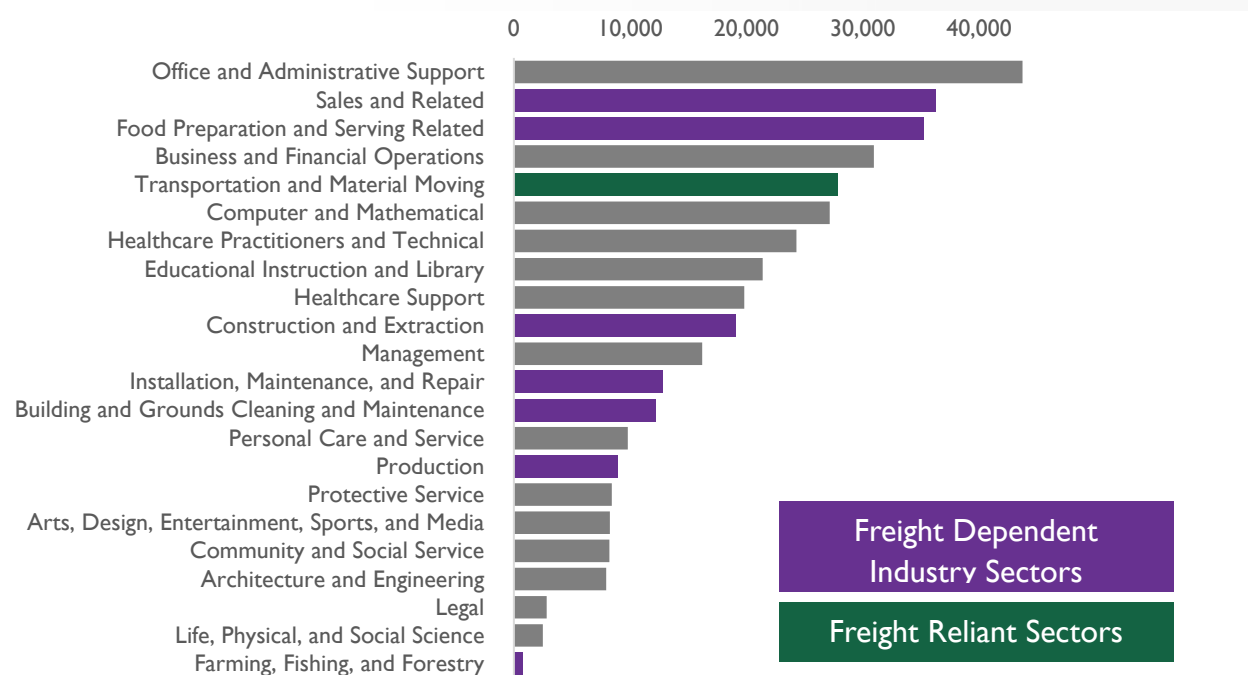
Source: Transearch 2019-2040

The Colorado Department of Local Affairs predicts that the population of the PPACG region will increase by 36% by 2050 from 774,212 people in 2020 to 1,051,765 people. 98% of that growth is expected to occur in El Paso county.

Figure 2-4 shows the projected levels of employment for different industries in Colorado Springs in 2031 using the Colorado Department of Labor and Employment forecasts. Several freight dependent sectors

have thousands of employees such as sales, food preparation, and construction. The transport and warehousing sector is expected to employ 28,000 people as well.

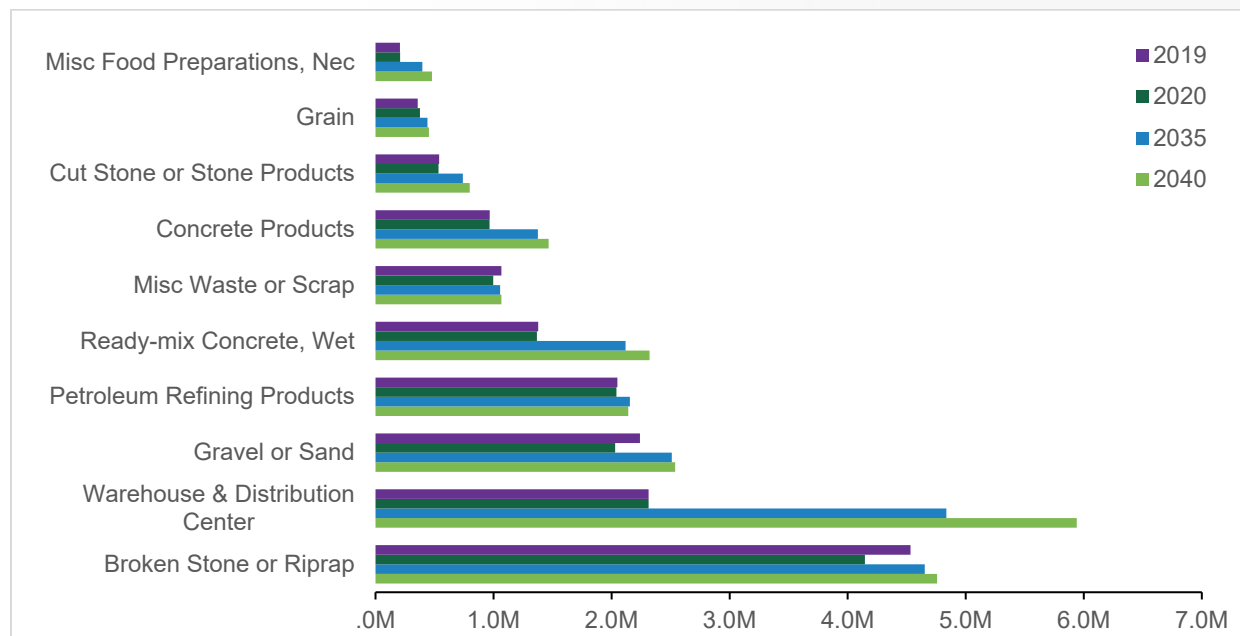
FIGURE 2-4 PROJECTED OCCUPATIONAL EMPLOYMENT IN COLORADO SPRINGS, 2031



Source: Colorado Department of Labor and Employment. Employment forecasts, 2023.

Figure 2-5 shows the top commodities by tonnage for each year of Transearch data available. While most of these top commodities are expected to grow in tonnage in 2035 and 2040, construction materials such as concrete products, especially ready-mix concrete and warehousing and distribution products, are expected to show the largest growth.

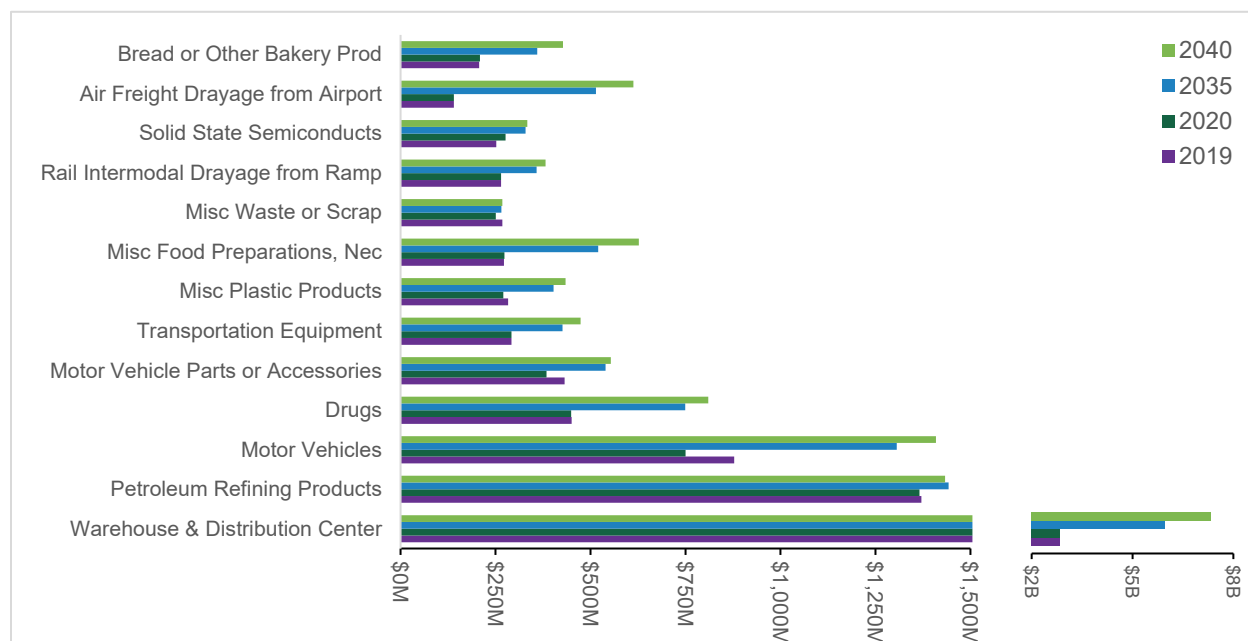
FIGURE 2-5: TOP COMMODITIES BY TONNAGE



Source: Transearch 2019-2040 ("Warehouse and Distribution Center" is mostly composed of consumer and retail items moving over short distances but can include any secondary movements of freight that were processed at a warehouse that does not report more specific commodity types)

Figure 2-6 shows the top 10 commodities for all four years by value. Here, warehouse and distribution center products still show a strong growth of 157%, but the largest changes in value are due to motor vehicles, drug, food preparation, and air freight drayage.

FIGURE 2-6: TOP COMMODITIES BY VALUE



Source: Transearch 2019-2040 ("Warehouse and Distribution Center" is mostly composed of consumer and retail items moving over short distances but can include any secondary movements of freight that were processed at a warehouse that does not report more specific commodity types)

The growth in the population and economic activity documented in this section will provide new sites of potential intervention and cooperation for regional actors such as PPACG to better shape the future towards improving the quality of life and economic efficiency of the region. It is clear the region is growing robustly, on par with the state as a whole. The rate of growth will require investments in infrastructure, labor, and housing as inputs to capture the full economic potential presented here. Geographically - near Denver and along a major corridor for both truck and rail traffic - PPACG is both a facilitator of freight movements and a key destination in its own right. Some of the industries with the largest growth in the region – warehousing and construction - have huge physical and economic footprints that can extend well beyond PPACG. It's important that the region capture some of the economic activity flowing along I-25 for itself which may involve leveraging statewide investments as well as nurturing a competitive local labor and consumer market.

2.3 Summaries by Mode

The three major modes operating in PPACG have their own needs and advantages to supply the region with commodities and essential goods that support the local economy. Truck is by far the most important mode to the region's economy, handling the majority of its freight by tonnage and value. Truck is also the only mode that covers the entire region, with the only rail depots and airports exclusively located in El Paso County. Figure 2-7 shows the relative levels of freight movements for each mode for each year of available Transearch data. Truck carries 99% of all tonnage and nearly 92% of all value in the region for each year.

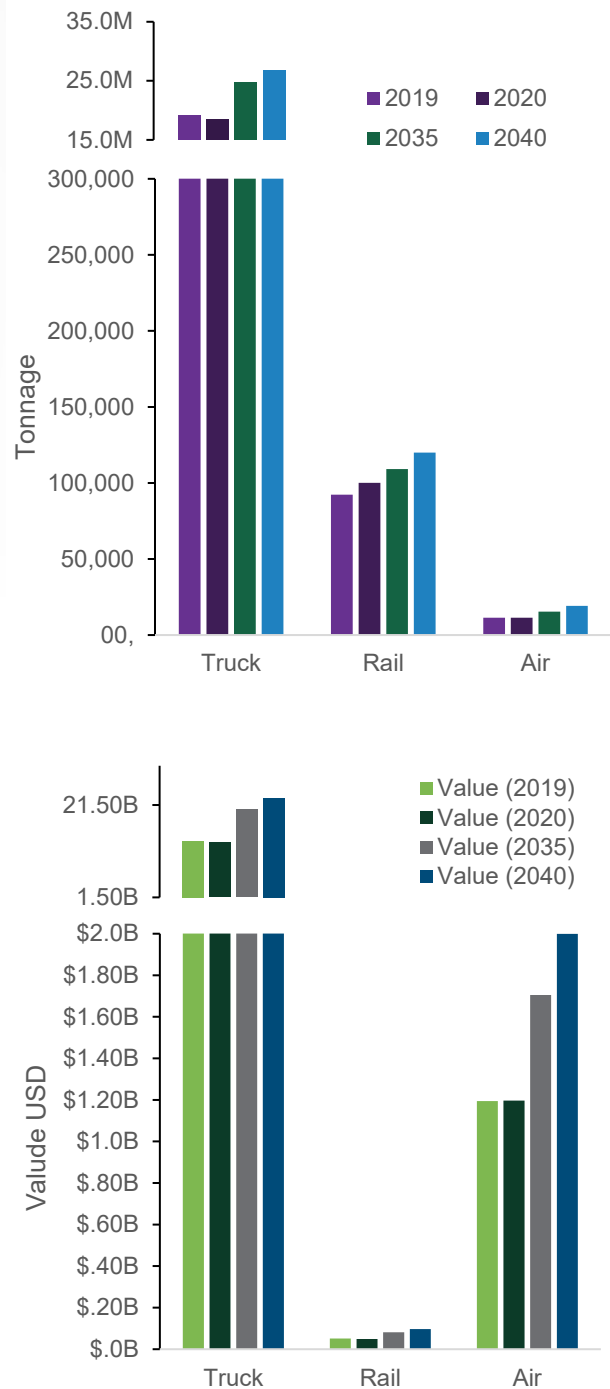
2.3.1 Truck

Trucks are a versatile mode of freight transportation capable often used a primary means of transporting goods as well as a secondary means of transporting goods from transfer facilities with other modes including rail and air. Figure 2-8 shows the average annual daily truck traffic (AADTT) for roadways in the PPACG region. AADTT is a measure of the volume of trucks that move on a roadway and is an important measure for understanding how many trucks are using infrastructure in the region.

The following describes the highest AADTT segments for important roadways:

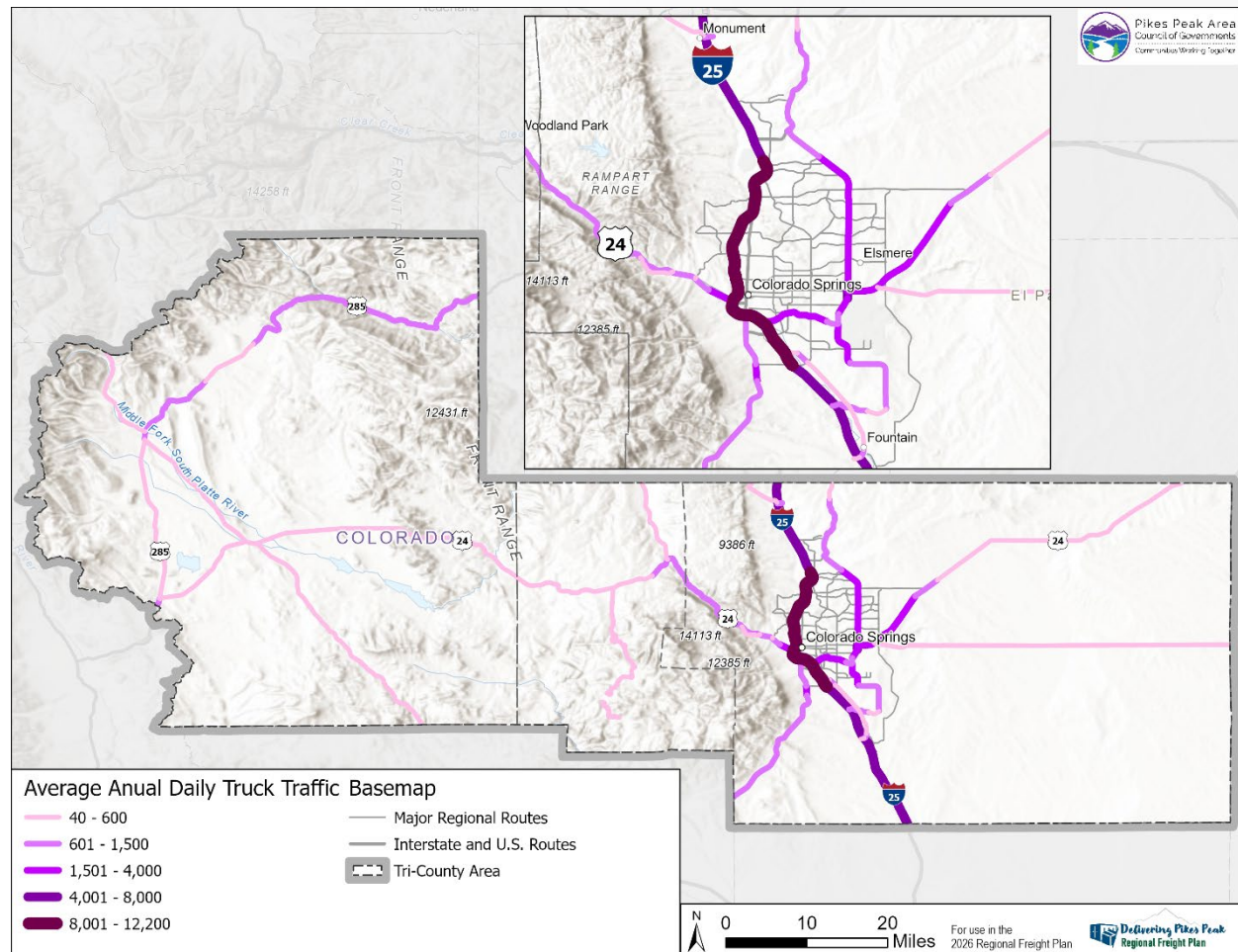
- I-25 – running north south through Colorado Springs has the highest volume of trucks in the region from a low of 4,400 AADTT to 12,200. The highest scoring segment occurs between S Academy Blvd to Briargate Parkway.
- US-24 – running east west through the entire region the highest scoring segments occur in El Paso County with a high AADTT of 3,000.
- US-285 - an important route running east – northwest in Park County with a high AADTT of 850.
- CO-21/CO-83 – running north south on the east side of Colorado Springs and known locally as Powers Blvd, with a high of 4,400 AADTT from E Fountain Blvd (near Peterson Air Force Base) to Briargate Pkwy.

FIGURE 2-7 TONNAGE (ABOVE) AND VALUE (BELOW) FOR FREIGHT MODES



Source: Transearch. 2019-2040

FIGURE 2-8: AVERAGE ANNUAL DAILY TRUCK TRAFFIC

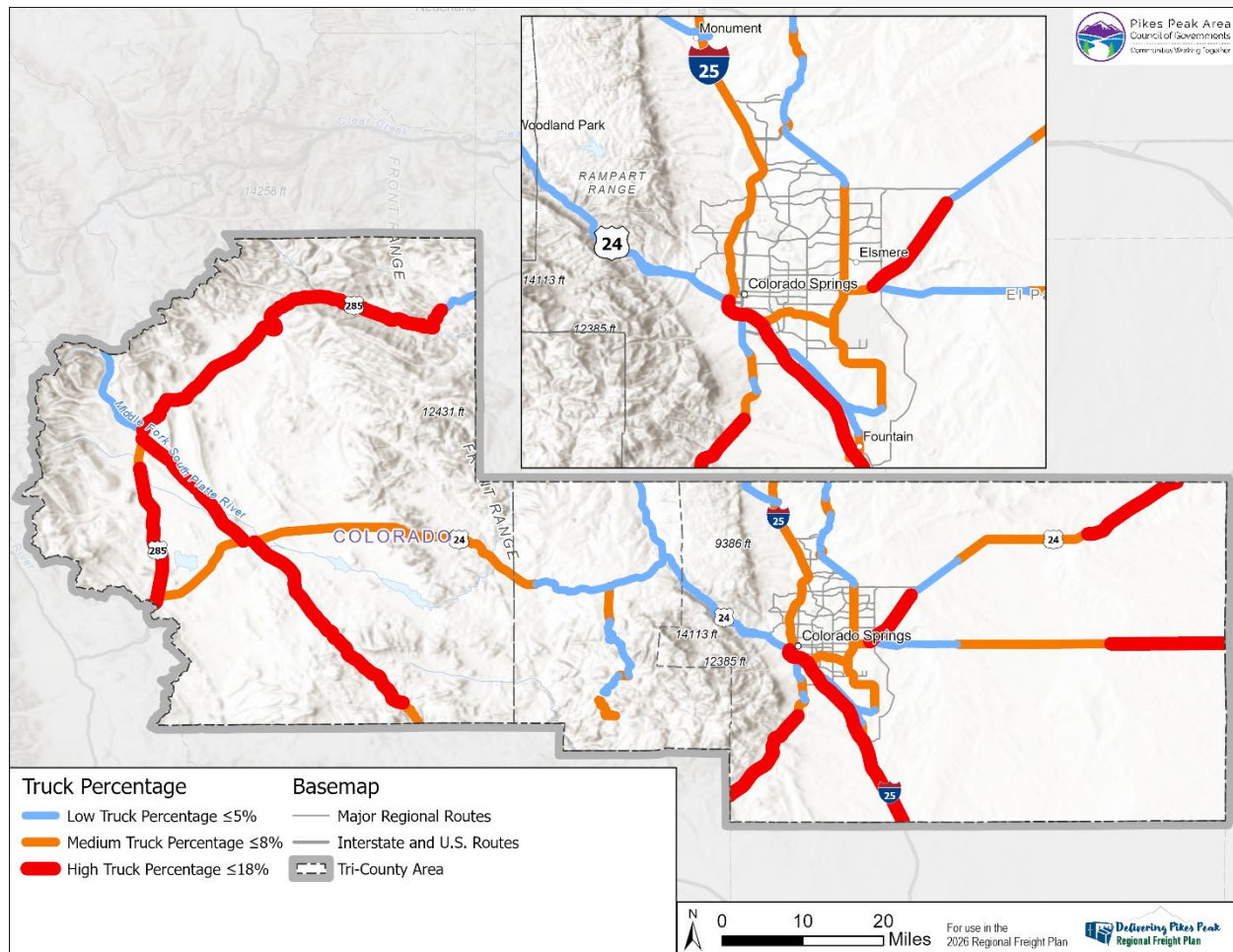


Source: Source: CDOT Roadway Inventory, 2022.

Notably, truck counts are considerably higher on specific segments of both US-24 and US-285 than other connecting segments. In exploring the segments where these increase from the 40-600 range to the 601-1,500 range it is evident that these increases correspond to raw materials extraction industries, in this case minerals mining like gold and gravel. This indicates that these routes are critical for connecting Park County and Teller County freight related industries to the broader Colorado economy, especially given that these are the only two corridors that trucks can use to access front range communities like Denver and Colorado Springs. Both CO-67 and CO-9, despite not carrying high numbers of trucks relative to other routes in the region, are critical arterials to connecting key freight industries in the western portions of the PPACG region.

Truck percentage is a measure of the ratio of trucks to regular traffic on a particular road. Critical freight roadways may have low overall truck volume (AADTT) but a high truck percentage meaning the road is used by trucks more than regular vehicles. Figure 2-9 shows the truck percentage for roadways in PPACG. Comparing AADTT and Truck Percentage we see that US 285, the eastern portion of US-24, CO-94 east of Colorado Springs, CO-115 south of Colorado Springs, and CO-9 in Park County are all essential freight roadways.

FIGURE 2-9: TRUCK PERCENTAGE



Source: CDOT Roadway Inventory, 2022.

Table 2-1 and Table 2-2 show the top commodities moved by truck in 2019 by tonnage and value respectively. Overall trucks transport a wide variety of goods from food, construction materials, raw materials, and even advanced equipment such as semi-conductors with little overlap between the value and tonnage.

TABLE 2-1: TOP COMMODITIES BY TRUCK TONNAGE, 2019

	Tonnage	Value
Broken Stone or Riprap	4,532,189 (23.4%)	\$50,397,952 (0.3%)
Warehouse & Distribution Center	2,314,106 (12.0%)	\$2,852,924,619 (19.1%)
Gravel or Sand	2,240,188 (11.6%)	\$19,209,073 (0.1%)
Petroleum Refining Products	2,042,309 (10.6%)	\$1,367,889,902 (9.2%)
Ready-mix Concrete, Wet	1,377,669 (7.1%)	\$124,331,089 (0.8%)
Misc. Waste or Scrap	1,066,394 (5.5%)	\$268,065,407 (1.8%)
Concrete Products	967,378 (5.0%)	\$174,701,192 (1.2%)
Cut Stone or Stone Products	538,465 (2.8%)	\$89,267,348 (0.6%)
Grain	357,944 (1.9%)	\$37,268,652 (0.2%)

	Tonnage	Value
Misc. Food Preparations, Nec	207,339 (1.1%)	\$272,252,480 (1.8%)

Source: Transearch, 2019 (“Warehouse and Distribution Center” is mostly composed of consumer and retail items moving over short distances but can include any secondary movements of freight that were processed at a warehouse that does not report more specific commodity types)

TABLE 2-2: TOP COMMODITIES BY TRUCK VALUE, 2019

Top Truck Commodities by Value	Tonnage	Value
Warehouse & Distribution Center	2,314,106 (12.0%)	2,852,924,619 (19.1%)
Petroleum Refining Products	2,042,309 (10.6%)	1,367,889,902 (9.2%)
Motor Vehicles	81,637 (0.4%)	860,154,760 (5.8%)
Motor Vehicle Parts or Accessories	46,801 (0.2%)	431,449,670 (2.9%)
Pharmaceutical Drugs	10,588 (0.1%)	311,339,695 (2.1%)
Misc. Plastic Products	73,747 (0.4%)	283,025,188 (1.9%)
Misc. Food Preparations, Nec	207,339 (1.1%)	272,252,480 (1.8%)
Misc. Waste or Scrap	1,066,394 (5.5%)	268,065,407 (1.8%)
Rail Intermodal Drayage from Ramp	56,766 (0.3%)	264,409,861 (1.8%)
Solid State Semiconductors	9,773 (0.1%)	251,919,368 (1.7%)

Source: Transearch, 2019 (“Warehouse and Distribution Center” is mostly composed of consumer and retail items moving over short distances but can include any secondary movements of freight that were processed at a warehouse that does not report more specific commodity types)

2.3.2 Rail

TABLE 2-3 MILEAGE BY RAILROAD OWNERSHIP

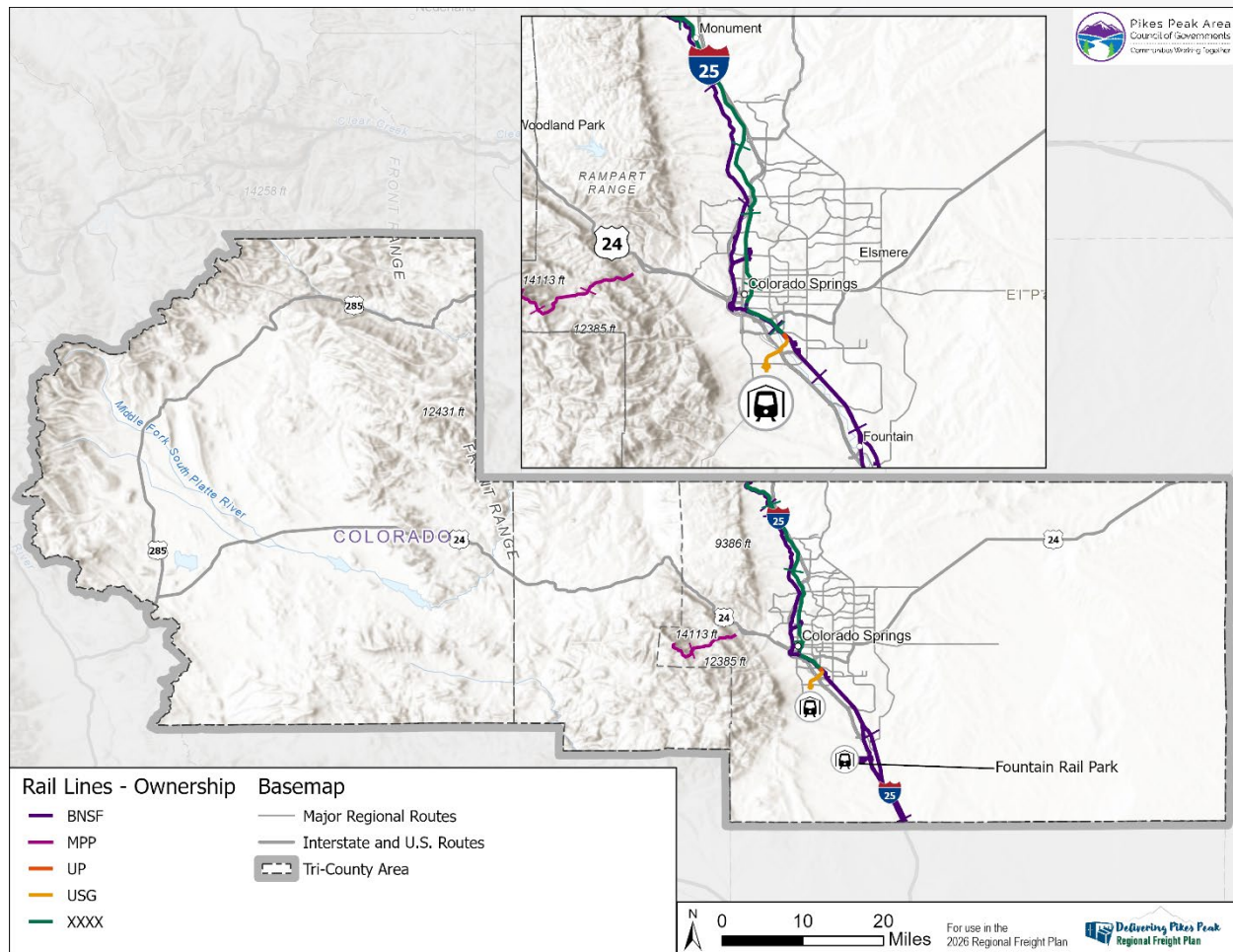
Railroad First Owner	Railroad Second Owner	Mileage
BNSF		12.5 (10%)
BNSF	UP	71.6 (56%)
MPP		8.8 (7%)
UP		0.4 (0.3%)
USG		7.0 (6%)
Other or XXXX		26.5 (21%)

Source: Federal Railroad administration (FRA)

which was approved by the project's public-private partnership (P3) Oversight Committee in 2018 and by the City of Colorado Springs and Colorado Springs Utility in 2023, is a future dual service rail park that will provide enhanced facilities for both BNSF and UP trains in southern Colorado. USG is operated by the Department of Defense and connects to the Fort Carson Rail Center. MPP is a renovated railroad currently used for tourism.

Table 2-3 shows the total mileage by owner for all railroads and Figure 2-10 shows all existing rail corridors by the first owner. The major corridor which parallels I-25 is owned by BNSF with a similar railroad which is currently without ownership named "XXXX" per the Federal Railroad Administration's designation for the track. The corridor operated by BNSF is jointly owned by UP for the majority of its track miles and both rail operators use these facilities in Colorado Springs. The Southern Colorado Rail Park,

FIGURE 2-10: RAILROAD FACILITIES IN PPACG REGION



Source: Federal Railroad Administration (FRA)

Table 2-4 and Table 2-5 show the top commodities moved by rail in 2019 by tonnage and value, respectively. Rail tends to be used to ship bulk, heavy commodities with relatively lower value. However, several commodities shipped by rail in Colorado Springs are essential inputs into the local economy, such as fertilizers, lumber and wood products, and fossil fuels.

TABLE 2-4 TOP COMMODITIES BY RAIL TONNAGE, 2019

Top Rail Commodities by Tonnage	Tonnage	Value
Fertilizers	29,565 (32.0%)	8,912,842 (17.3%)
Lumber or Dimension Stock	19,397 (21.0%)	3,752,909 (7.3%)
Misc. Wood Products	18,260 (19.8%)	7,088,347 (13.7%)
Petroleum Refining Products	6,747 (7.3%)	3,034,757 (5.9%)
Fak Shipments	4,616 (5.0%)	2,529,491 (4.9%)
Malt Liquors	2,404 (2.6%)	1,811,844 (3.5%)
Motor Vehicles	1,722 (1.9%)	17,945,386 (34.8%)
Nut or Veg Oils or By-products	1,360 (1.5%)	448,565 (0.9%)
Liquefied Gases, Coal or Petroleum	1,271 (1.4%)	561,115 (1.1%)

Top Rail Commodities by Tonnage	Tonnage	Value
Misc Nonmetallic Minerals, Nec	1,184 (1.3%)	429,500 (0.8%)

Source: Transearch, 2019

TABLE 2-5 TOP COMMODITIES BY RAIL VALUE, 2019

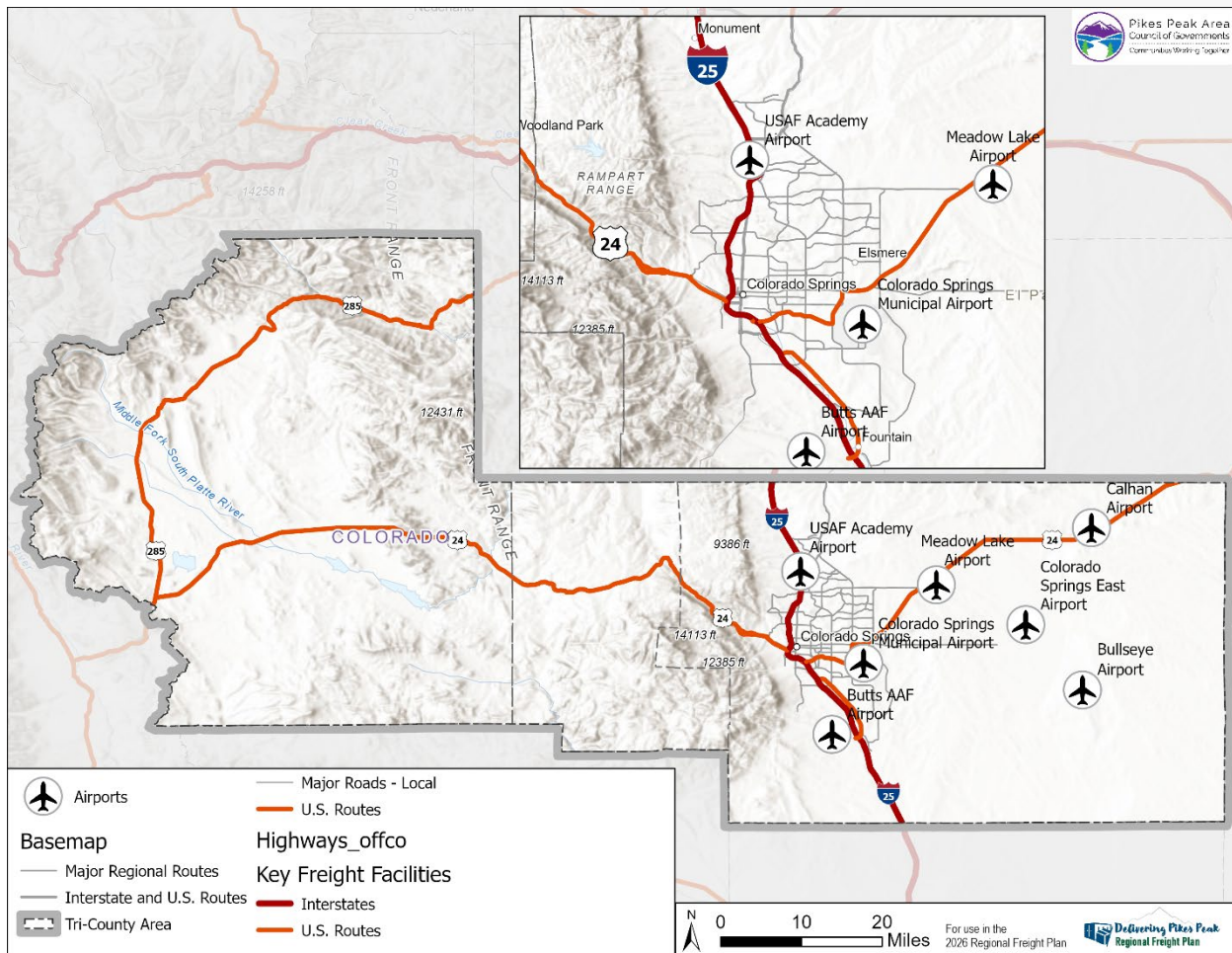
Top Rail Commodities by Value	Tonnage	Value
Motor Vehicles	1,722 (1.9%)	17,945,386 (34.8%)
Fertilizers	29,565 (32.0%)	8,912,842 (17.3%)
Misc. Wood Products	18,260 (19.8%)	7,088,347 (13.7%)
Lumber or Dimension Stock	19,397 (21.0%)	3,752,909 (7.3%)
Petroleum Refining Products	6,747 (7.3%)	3,034,757 (5.9%)
Fak Shipments	4,616 (5.0%)	2,529,491 (4.9%)
Malt Liquors	2,404 (2.6%)	1,811,844 (3.5%)
Liquefied Gases, Coal or Petroleum	1,271 (1.4%)	561,115 (1.1%)
Fabricated Metal Products, Nec	170 (0.2%)	529,700 (1.0%)
Steel Springs	147 (0.2%)	492,905 (1.0%)

Source: Transearch, 2019

2.3.3 Air

Seven airports operate in the PPACG region, all within El Paso County. Only 1 of these airports the Colorado Springs Municipal airport handles freight traffic including mail, parcel, and commodity shipments. The airport also shares runways with the Peterson Space Force Base.

FIGURE 2-11 ALL AIRPORTS IN PPACG REGION



Source: Bureau of Transportation Statistics, 2023

Table 2-6 and Table 2-7 show the top commodities moved by air in 2019 by tonnage and value respectively. Air tends to be used to ship mail, small packages, and lightweight, time sensitive commodities with much higher values. The majority of air commodity tonnage is used for small packaged freight shipments which are likely consumer goods. Recent years have seen a massive increase in this type of good. Prices for these individual package are not disclosed to the public. Most other top commodities shipped by air are specialized equipment or products.

TABLE 2-6 TOP COMMODITIES BY AIR TONNAGE, 2019

Top Air Commodities by Tonnage	Tonnage	Value
Small Packaged Freight Shipments	5,585 (49.2%)	Unknown
Instrum, Photo Equipment, Optical Eq	899 (7.9%)	\$208,837,386 (17.5%)
Transportation Equipment	733 (6.5%)	\$292,079,247 (24.4%)
Electrical Equipment	696 (6.1%)	\$186,779,665 (15.6%)
Printed Matter	586 (5.2%)	\$12,254,206 (1.0%)
Textile Mill Products	455 (4.0%)	\$9,223,408 (0.8%)
Fabricated Metal Products	381 (3.4%)	\$16,957,357 (1.4%)

Top Air Commodities by Tonnage	Tonnage	Value
Machinery	361 (3.2%)	\$46,001,676 (3.9%)
Pharmaceutical Drugs	300 (2.6%)	\$138,755,843 (11.6%)
Misc. Manufacturing Products	249 (2.2%)	\$203,828,255 (17.1%)

Source: Transearch, 2019

TABLE 2-7 TOP COMMODITIES BY AIR VALUE, 2019

Top Air Commodities by Value	Tonnage	Value
Transportation Equipment	733 (6.5%)	\$292,079,247 (24.4%)
Instrum, Photo Equipment, Optical Eq	899 (7.9%)	\$208,837,386 (17.5%)
Misc. Manufacturing Products	249 (2.2%)	\$203,828,255 (17.1%)
Electrical Equipment	696 (6.1%)	\$186,779,665 (15.6%)
Pharmaceutical Drugs	300 (2.6%)	\$138,755,843 (11.6%)
Machinery	361 (3.2%)	\$46,001,676 (3.9%)
Fak Shipments	135 (1.2%)	\$19,299,402 (1.6%)
Primary Metal Products	166 (1.5%)	\$18,050,617 (1.5%)
Fabricated Metal Products	381 (3.4%)	\$16,957,357 (1.4%)
Chemicals or Allied Products	136 (1.2%)	\$14,978,945 (1.3%)

Source: Transearch, 2019

2.3.4 Summary

The vast majority of movements within the region occur by truck, which is typical in the U.S., and it is the key freight mode in the region. Trucks are the only mode which connect to the more remote regions of the Rocky Mountains in Teller and Park counties. They move a wide variety of commodity types, and they are projected to grow in the coming decades, highlighting the increasing need for roadway investment and maintenance. The region should prepare for the growth in infrastructure needs from increasing truck movements on the system and consider how those improvements will be invested to make an impact for the whole region. Freight investments could be focused on roadways with a high truck percentage potentially targeting barriers to trucks such as improving at-grade crossings with rail or improving vertical clearance issues at bridges with known bridge strike issues.

Rail carries lower volume and value of goods and is an extremely efficient mode of transportation. The types of goods moved on rail lines are essential inputs to the economy, many are raw materials such as lumber. Regional projects such as the future Southern Colorado Rail Park (SCRIP) will likely increase the overall volume of goods being moved by rail. Rail investments are critical to strengthening the efficiency, reliability, and resilience of the freight transportation system. Improving rail infrastructure helps reduce congestion on both rail networks and parallel highways, enabling goods to move more efficiently and lower overall transportation costs. Strategic rail improvements such as capacity expansions, grade separations and operational enhancements can reduce delays, improve safety, and support long-term economic growth.

Air is essential for maintaining efficient, reliable connections for high-value and time-sensitive goods. Improvements to airports, air cargo facilities and supporting infrastructure helps reduce delays, increase capacity and ensure consistent operations especially as just in time delivery constitutes to grow, indicating the need for consistent coordination with COS as freight continues to grow in the region.

2.4 PPACG Freight Operations and Safety

This section describes freight operations in the PPACG region. The focus of this section is to detail the metrics, designs, and other considerations that impact and define operations. This includes safety, travel time reliability, route restrictions, military installations, hazardous materials routes, and other components of the transportation of freight.

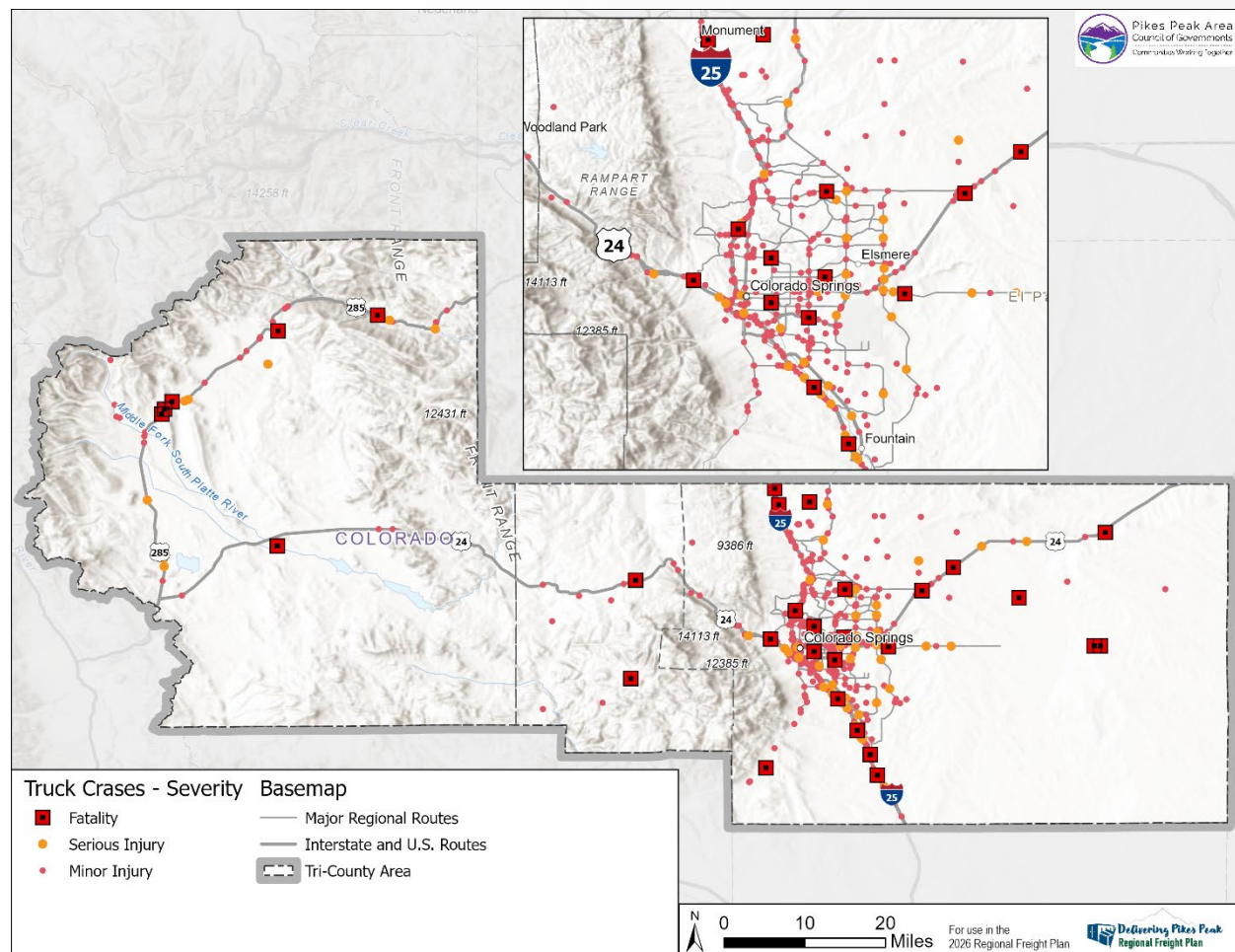
Safety is an important consideration for transportation and freight. Using crash and incident data is critical for identifying locations where safety is a concern, studying the causal factors of reduced safety and prioritizing and rectifying those issues. This section examines crash and incident data for truck and rail crossing related incidents.

2.4.1 Truck Safety

Truck related crashes represent less than 4 percent of all crashes in the PPACG region but account for more than 7 percent of fatalities. This discrepancy is typical for truck activity, but identifying locations where fatalities are occurring frequently provides the opportunity to improve safety for all road users through design, technology and driver information. The region's most heavily trafficked freight highways represent the largest share of incidents, both fatal and non-fatal. These include the following locations which, among others, are candidates for studying the cause behind the incidents and implementing solutions for improving safety:

- US 285 in Park County saw 7 fatalities in the 8-year span between 2015 and 2022, 5 of which happened on a short segment northeast of Fairplay, despite having a far lower truck AADT of 750 compared to many of the major routes in El Paso County which regularly exceed 3,000 truck AADT (4X of the US 285 segment).
- I-25, south of Colorado Springs and also near Monument, has a high share of fatal incidents. Nearly 60% of the fatal crashes on I-25 in El Paso County between 2015 and 2022 happened on the segments either north of Davis Airfield to the northern county border or south of Academy Blvd to the southern county border, though those segments have lower truck AADT (4,000-8,000 compared to 8,000-12,200 for the segment of I-25 between Davis Airfield and Academy Blvd).

FIGURE 2-12 LARGE VEHICLE INJURY CAUSING CRASHES (2015-2022)



Share of Crashes by Route

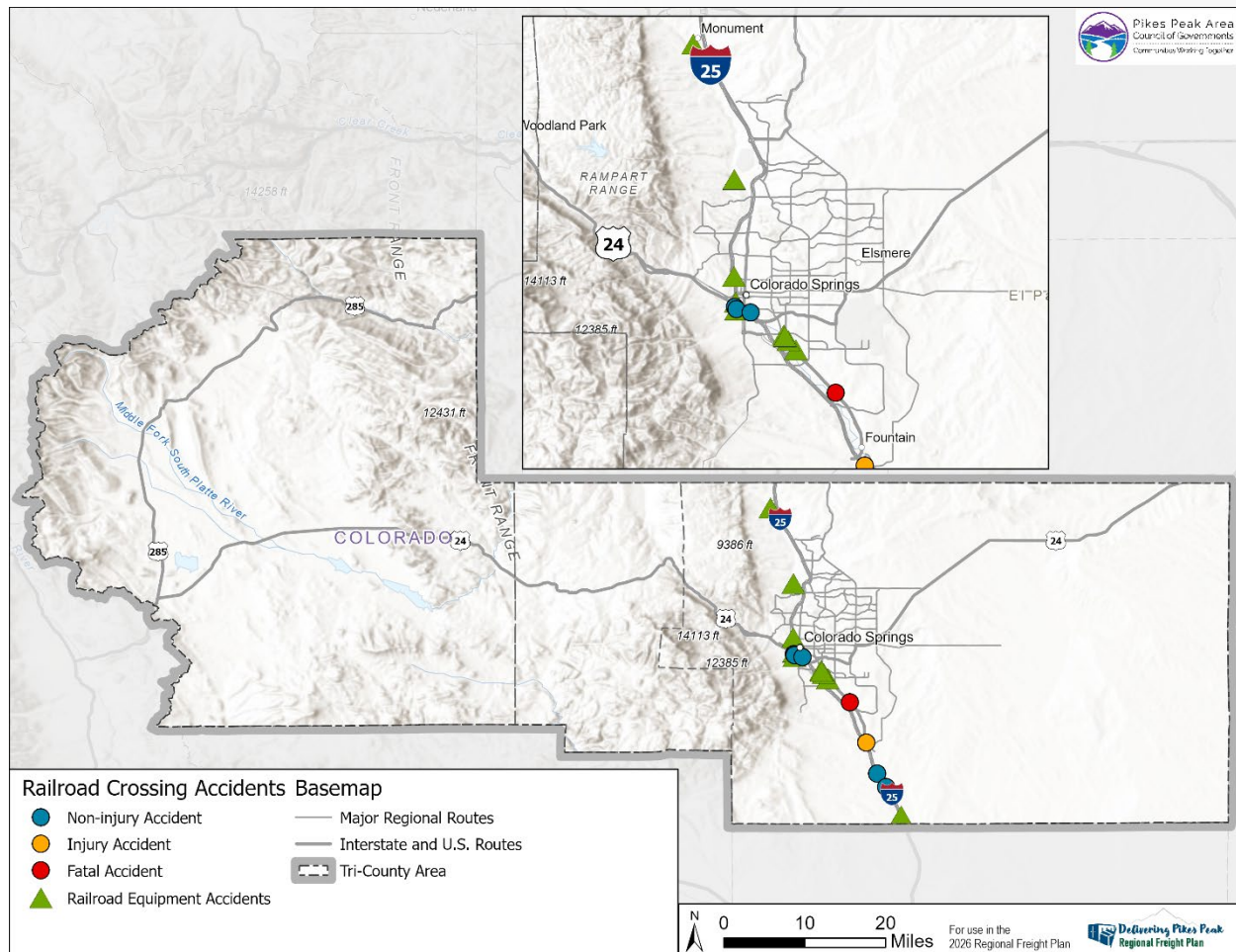
I-25	US-24	SH-21	US-285	Other
49%	19%	10%	7%	15%

Source: PPACG Traffic Crashes Dataset, CDOT Crash Database

2.4.2 Rail Safety

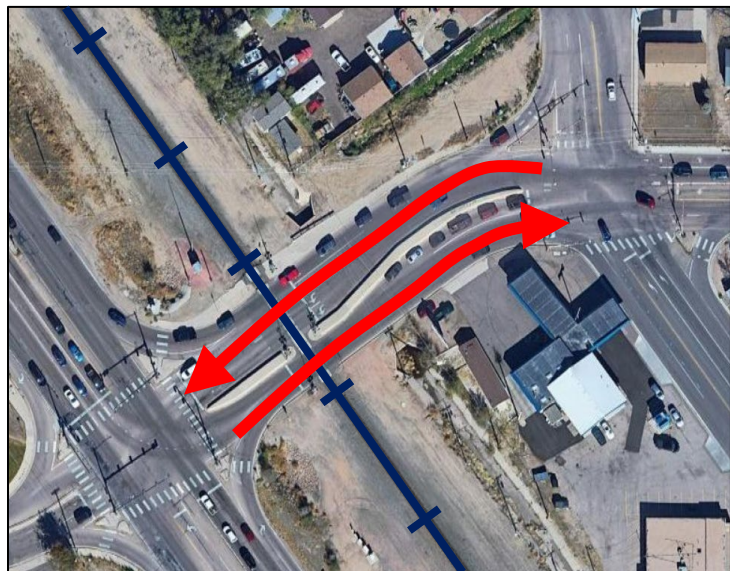
Rail incidents and accidents are rare but can be catastrophic and costly given the magnitude of rail freight. From 2000 to 2022, PPACG has seen fewer than 200 rail freight incidents, and only 2 resulted in either a fatality or serious injury. Figure 2-13 shows the locations of highway-rail crossing incidents and recorded equipment accidents in the region.

FIGURE 2-13 RAIL CROSSING INCIDENTS AND EQUIPMENT ACCIDENTS (2000-2022)



Source: Safety Data and Reporting, Federal Railroad Administration

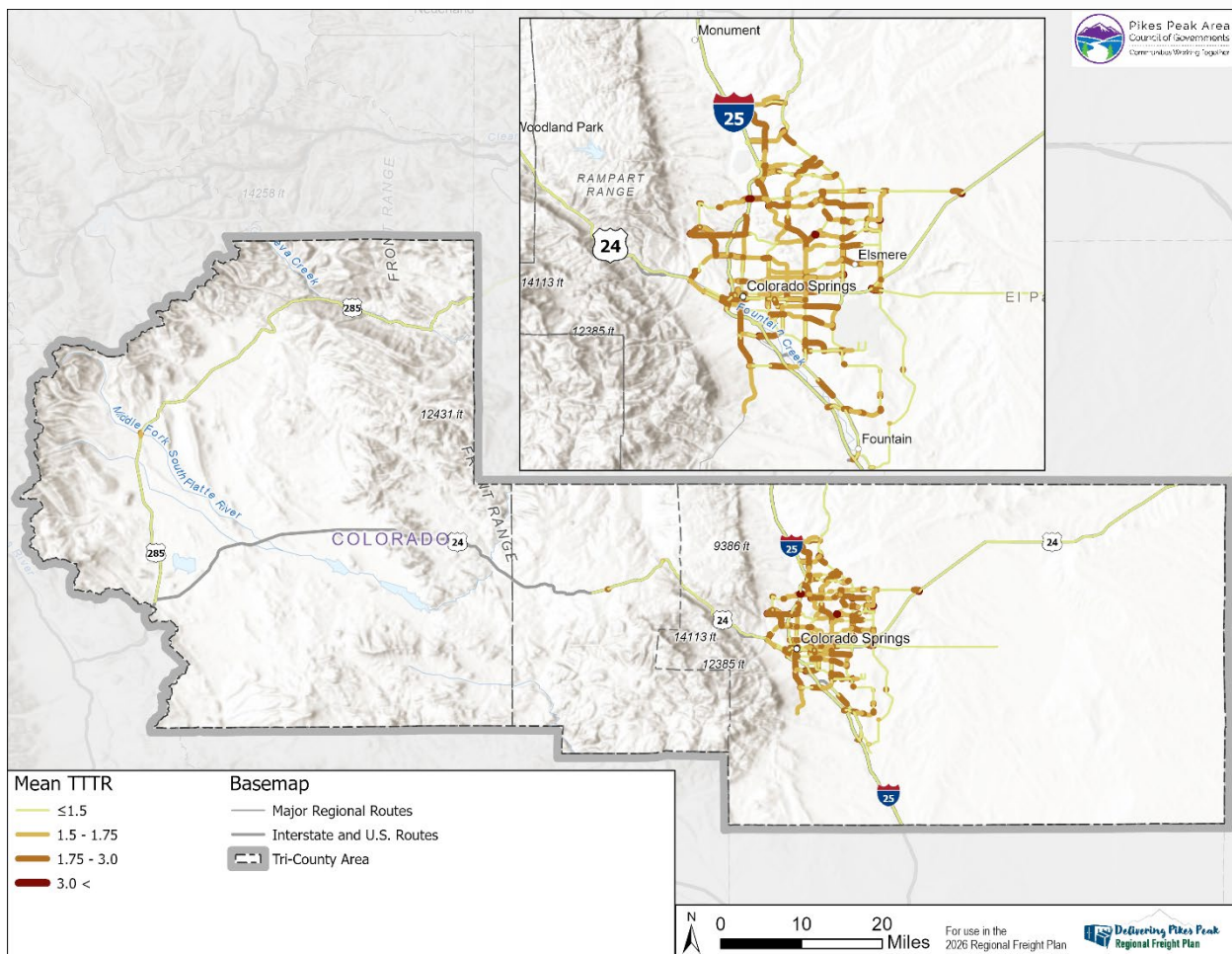
The singular fatality in the region was on the BNSF Fontaine Boulevard crossing, pictured right. The crossing where the fatality occurred corresponds with two roadway intersections, CanAm Highway (US-85) at Fontaine Boulevard, and Security Boulevard/Widefield Boulevard at Fontaine Boulevard.



2.5 Truck Travel Time Reliability Index (TTTR) & Truck Parking

Truck Travel Time Reliability Index (TTTR) is the ratio of the 95th percentile truck travel time to the “average” (50th percentile) travel time. Every unit increase indicates an additional 50th Percentile increase. The regional objective is to keep TTTR at 1.42 or lower, which many of the north-south oriented routes, including most segments of I-25, meet. Figure 2-14 shows TTTR for routes across the region. Notably, most of the worst TTTR is in the west-east direction, and only US-24 has TTTR under 1.5 among the west-east corridors. This indicates that there isn’t a well-defined west-east uninterrupted flow freight corridor. The routes most closely reflecting a freight corridor are US-24 and Milton E. Proby Parkway.

FIGURE 2-14 TRUCK TRAVEL TIME RELIABILITY, 2025

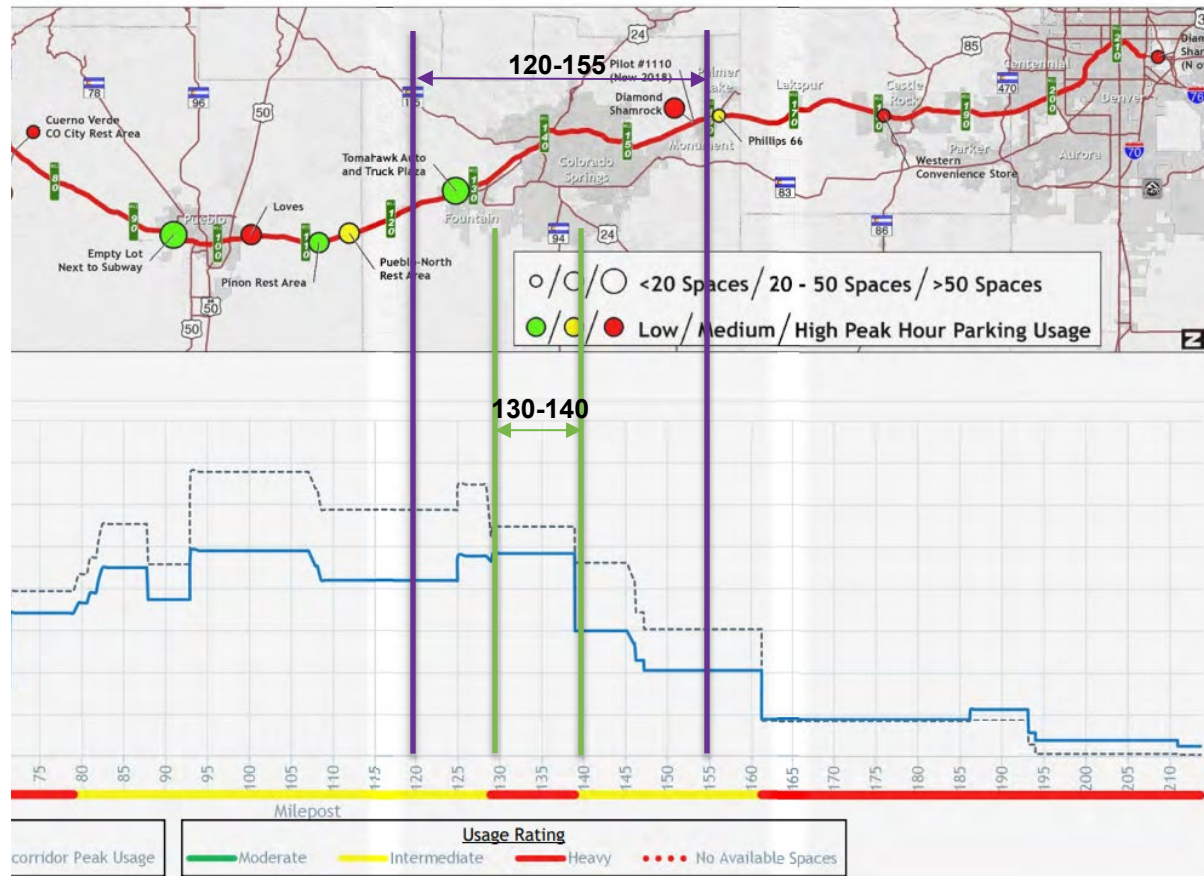


Source: National Performance Management Research Data Set, Federal Highway Administration

Additionally, truck parking is critical strategic infrastructure for drivers. Identifying parking shortages is important for both the safety of drivers and for the ability to navigate peak hour traffic and inclement weather. Figure 2-15 shows the map of the parking usage for the southern half of I-25 from CDOT’s 2019 Truck Parking Assessment. The PPACG region is approximately between mile markers 120 and 155 (blue), with none of that length supporting “moderate” usage (the lowest usage). Heavy usage was noted specifically between mile markers 130 and 140 (green), between Fountain and Colorado Springs.

Identifying opportunities for parking infrastructure supports safe and functional freight transportation infrastructure. In order to further understand truck parking demand and trends, a regional truck parking study could be developed in the future to further identify specific locations for truck parking.

FIGURE 2-15 EXHIBIT FROM 2019 CDOT TRUCK PARKING ASSESSMENT

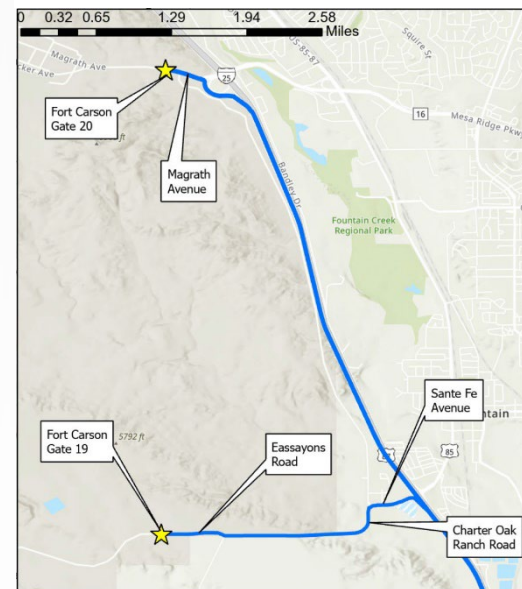


Source: 2019 Truck Parking Assessment, CDOT

2.6 Military

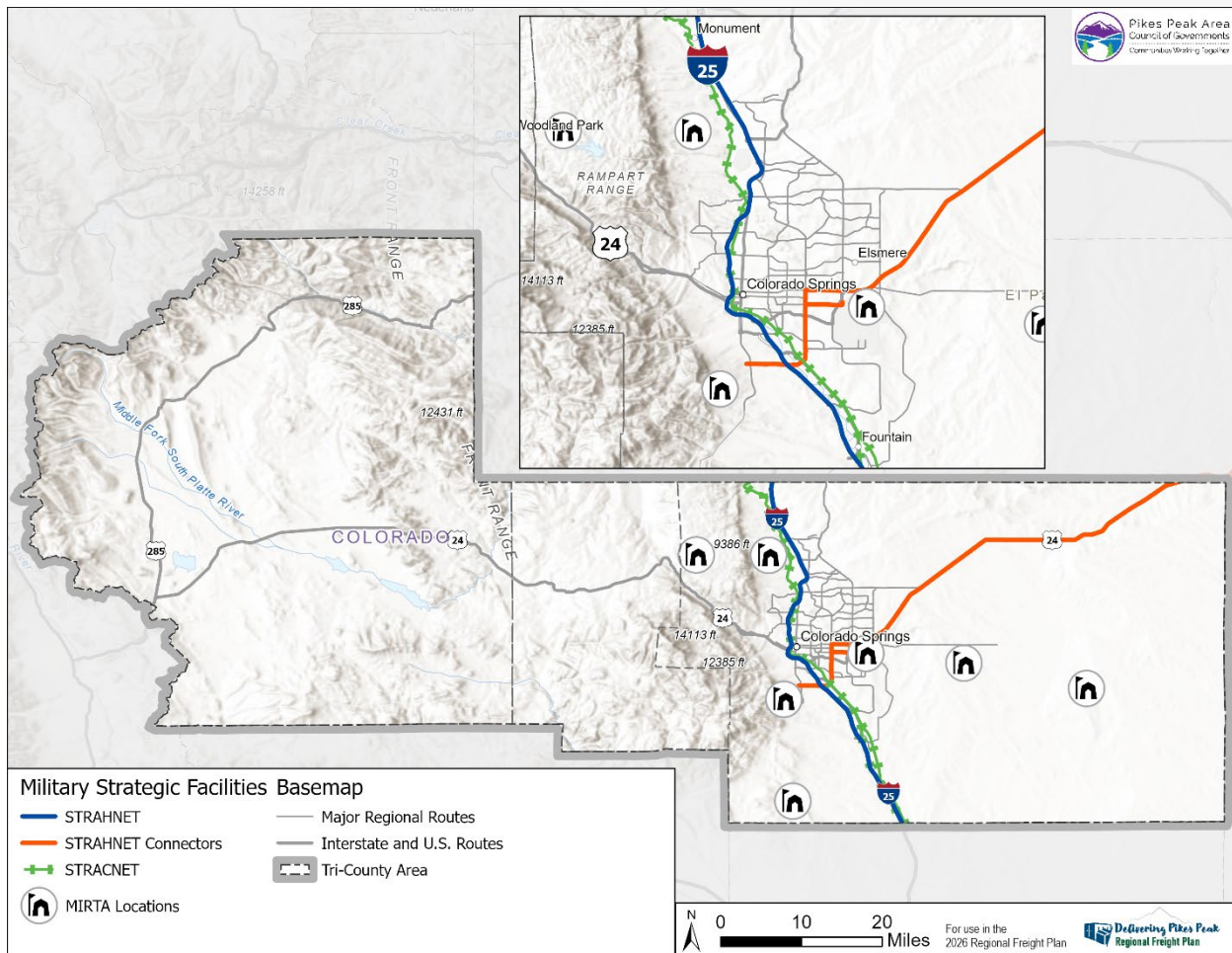
The region has a substantive federal military presence that is woven into the culture and economy of the region. The installations support the mass movement of both personnel and equipment, along with the necessary resources to support operations. For this reason, it is critical to identify those highway routes designated for military deployment. Figure 2-17 shows the strategic highway (STRAHNET), railway (STRACNET), and installations in the Pikes Peak Area. Additionally, the state is host to one of the nation's 17 Power Projection Platforms (PPPs) in Fort Carson. PPPs are strategic army installations that mobilize and deploy army assets and personnel for rapid national response. Fort Carson is the only PPP in the state, making the region's interstate assets among the most critical response-related infrastructure. The Department of Defense (DOD) is currently in the process of assessing a new PPP route for Fort Carson, which designates Fort Carson's Gate 19 and Gate 20 as the starting points, with the Colorado portion of the route continuing south along I-25 until the New Mexico border. The final destinations of the route are Port Beaumont and Port of Port Arthur in Texas. The PPP route enters I-25 at Exits 132 and 128 for Gates 20 and 19, respectively.

FIGURE 2-16 COLORADO PPP ROUTES



Source: SDDCTEA, Department of Defense

FIGURE 2-17 STRATEGIC MILITARY INSTALLATIONS, STRAHNET, AND STRACNET

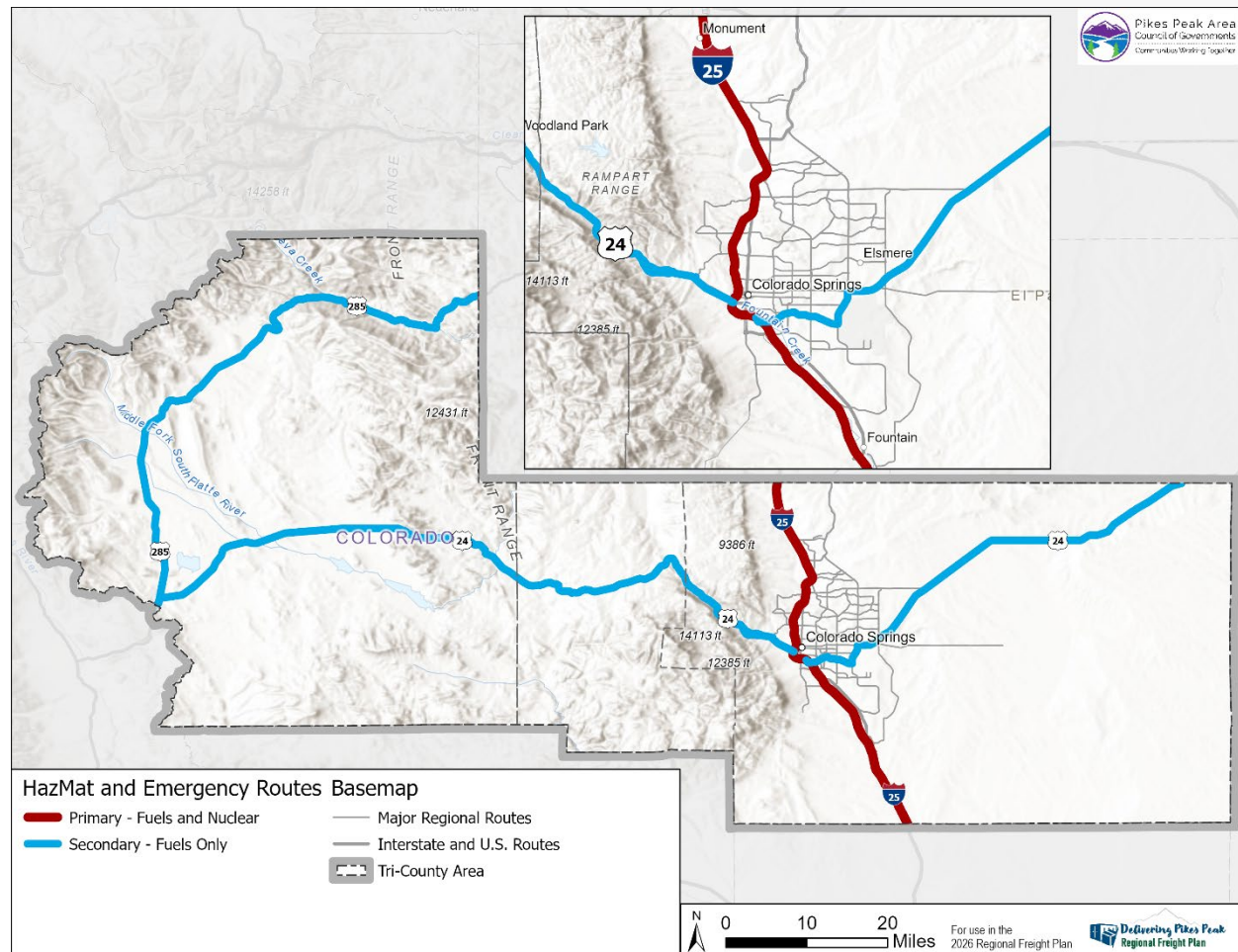


Source: SDDCTEA, Department of Defense

2.7 HazMat/Emergency Routes

The transportation of hazardous materials (HazMat) in the region is largely defined by the movement of fuels and nuclear products, though other HazMat products are transported in the region. These routes also coincide with the emergency response, with I-25 being the primary emergency route, and US-24 and US-285 as a secondary route. I-25 is the only route in the region, and one of only three in the state, that is designated for both the transport of nuclear products and other HazMat. The only other HazMat routes in the region are US-24 and US-285, both of which are designated for the transport of non-nuclear HazMat. Figure 2-18 shows the routes designated for the transport of HazMat products.

FIGURE 2-18 HAZMAT AND EMERGENCY ROUTES



Source: Colorado Information Marketplace, CDOT

The fact that HazMat routes leverage the highly developed infrastructure of the interstates and US routes means they are highly correlated with some of the major cities, communities, and ecosystems of the region. These major routes tend to have continuity with water resources including Monument and Fountain Creeks in El Paso County and the North Fork of the South Platte River headwaters in Park County, among the many other tributaries across all three counties in the PPACG region. [CDOT](#) is responsible for the permitting of hazardous materials transport in the state, with the [Colorado State Patrol](#) as the response agency. HazMat routing in the region is monitored through the permitting process, so understanding the needs of HazMat freight with from the local perspective is largely in the context of determining hazardous materials producing industries and identifying high risk communities and ecosystems. These are largely will defined as those locations immediately adjected to these HazMat corridors, therefore proactively determining the response strategy to potential incidents will strengthen the regions HazMat policy despite being largely hands-off for transport permits.

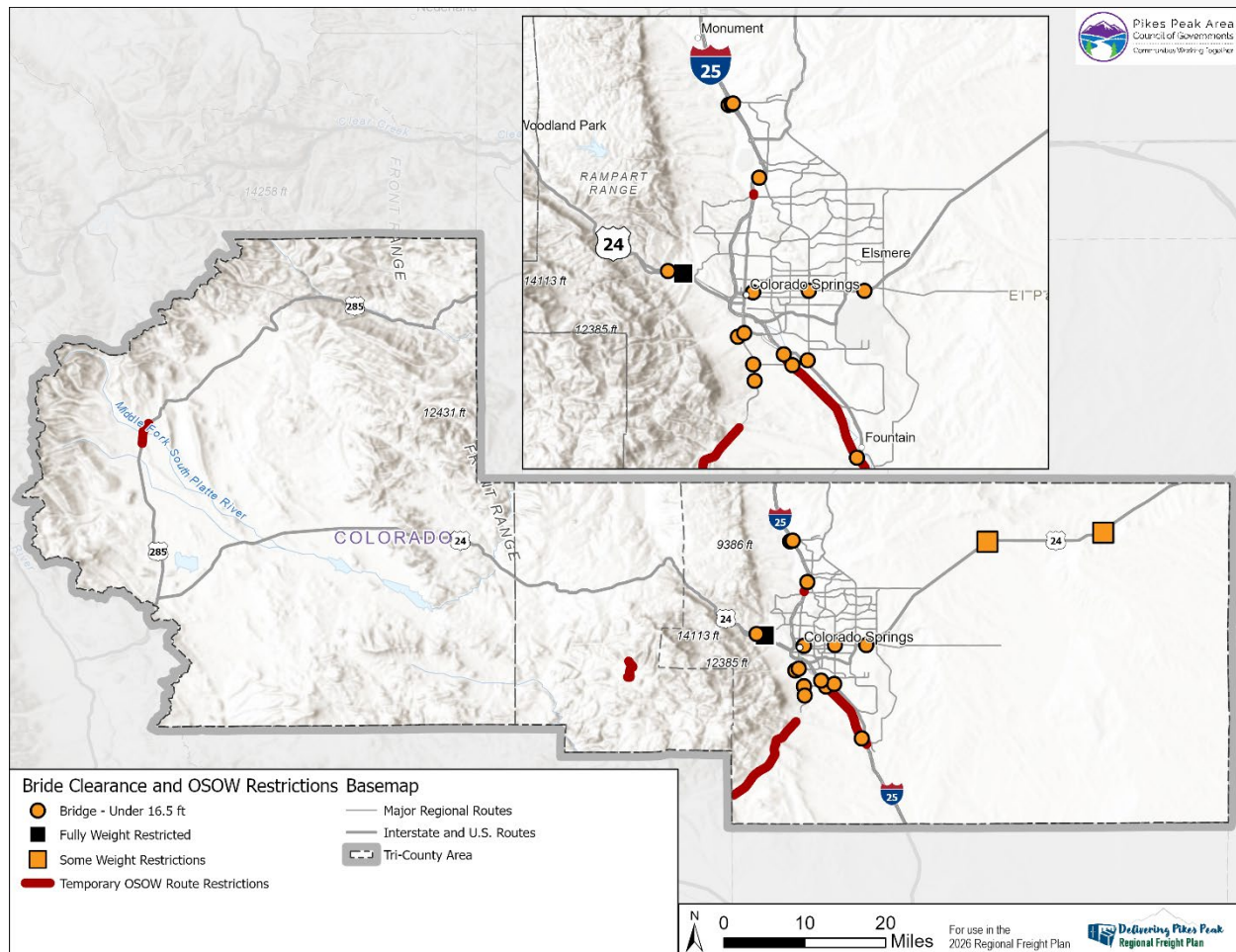
2.8 Truck Restrictions

Truck restrictions, in the form of dimensional and weight limitations, are critical for identifying locations where freight may be required to divert from traditional truck routes. In the PPACG region there are 8 active Oversize-Overweight (OSOW) restrictions, all of which are width restrictions. I-25 accounts for 5 of

the restrictions and represents an important consideration for the most heavily trafficked freight corridor. Additionally, there are 17 under 16.5 ft height limitations on bridges, two of which are located on US-24, a primary freight route, in Manitou Springs and north of Peterson Air Force Base. Only one bridge in the region fully excludes overweight trucks and is located on the US-24 Business Route east of Manitou Springs over Fountain Creek, while two other bridges on the eastern portion of US-24 in Peyton and Calhan have notable weight restrictions. Figure 2-19 shows the OSOW routes, vertical clearance and weight restricted bridges in the region.

OSOW and bridge restriction considerations are important because they impose truck limitations and require permits to supersede. The roadways at the locations shown in Figure 2-19 represent approximately one out of every six truck miles driven. Not all trucks are necessarily concerned with these limitations, so this mileage is lower when eliminating trucks with standard cargo and dimension, but is substantive particularly along the major freight corridors like I-25 and US-24. Truck limitations, particularly on major freight routes, are a barriers to entry for businesses that rely on large truck units for economies of scale. Grocery stores, warehouses, and distribution centers are then required to take extra steps, and incur additional costs, to ensure compliance with OSOW regulations. Additionally, detours could be required to circumvent the restriction resulting in higher travel costs and possible truck movements through communities. The military presence in the region could experience interruptions in everyday operations, though this would not impact emergency military response. It is generally important to understand these locations when planning for future development and identifying possible infrastructure improvements.

FIGURE 2-19 TRUCK RESTRICTIONS AND LIMITATIONS



Source: Colorado Information Marketplace, CDOT

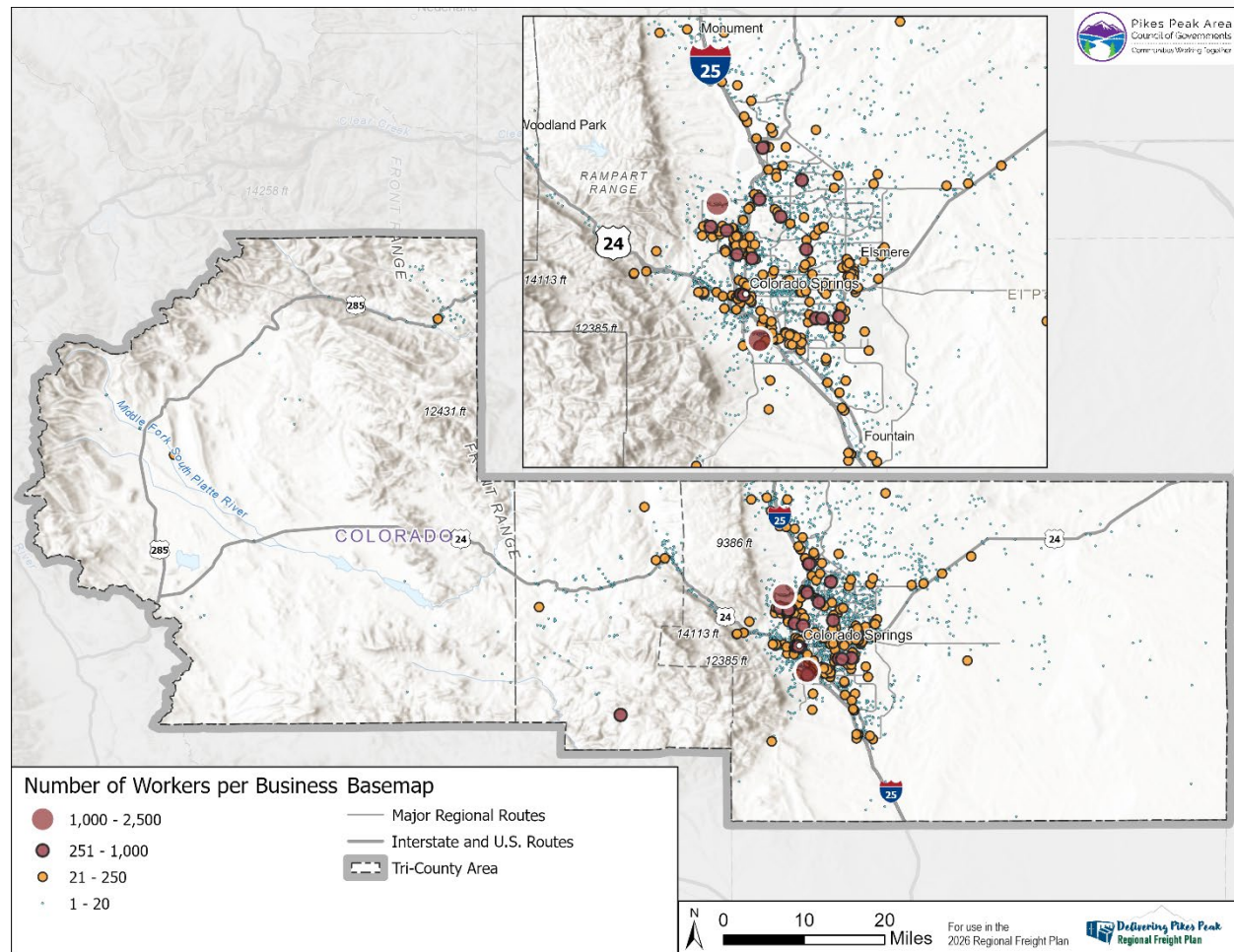
2.9 Last-Mile Considerations

The region's consumer goods are largely supplied by truck via I-25 in the Colorado Springs area, bringing commodities to various retailers and distribution centers. Figure 2-20 shows the freight industry employment and the routes associated with the clusters. Notably, and expectedly, downtown Colorado Springs has the highest freight employment density considering the retail presence, with E Platte Ave also supporting heavy freight employment for similar reasons. The advent of online retailing has also brought big box retailers, warehouses and distribution centers to the region. The "from warehouse-to consumer" leg of goods transportation, known as the last-mile, is an increasingly important consideration. The region, and specifically Colorado Springs, has recently seen growth in online retail distribution as evidenced by the introduction of an Amazon warehouse, and the growth of other big box retailer footprints, including Walmart, Target, Home Depot, Lowe's, and others. It is therefore critical to monitor the freight corridors identified in Figure 2-20 for non-traditional freight transport in the form of delivery vehicles.

The key corridors identified in Figure 2-20 are generally consistent with existing major freight corridors. Notably, however, lower functional classification routes in the downtown Colorado Springs area and around Garden of the Gods Road may not functionally serve as major truck routes, so considerations

around the industries that exist and are developing there, and what kinds of truck will be operating through there, is important to establishing regulation as to what vehicle can and should operate in those areas. Additionally, those vehicles operating in these areas must consider loading and parking needs, which can result in complications if not properly addressed. Businesses should be responsible for providing adequate facilities based on expected truck volumes. Furthermore, the last mile associated with residential deliveries has changed with the advent of e-commerce, so while businesses engaging in these operations should be responsible for considering the availability of parking and loading space, recognizing these types of freight as an economic reality for the region is important for freight planning.

FIGURE 2-20 FREIGHT EMPLOYMENT CLUSTERS



Source: InfoUSA, 2020

The operations and safety piece of this plan supports the identification of key corridors in the region and narrows the scope for proposing improvements to the system as they relate to freight. The information presented provides a framework for targeting safety projects, enhancing the freight transportation infrastructure, and identifying/improving truck policy. There are several safety takeaways regarding mountain travel and at-grade rail crossings, and planning considerations regarding truck routing and W-E travel in the region. There should be an emphasis on ensuring rural areas have the appropriate resources for safe design and freight supporting infrastructure, and ensuring urban areas continue purposeful planning for sustainable and equitable growth.

2.10 Truck Flows

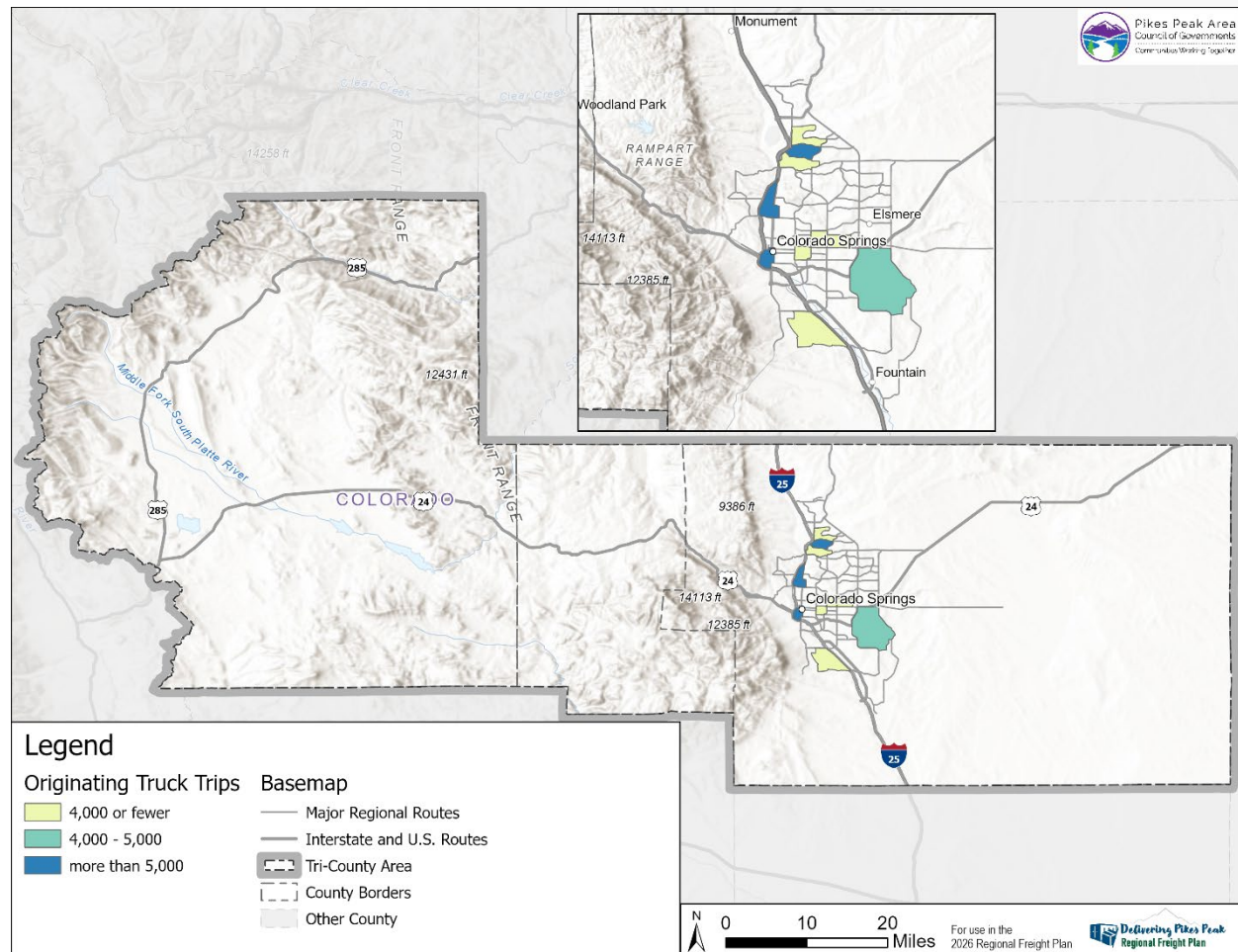
The region's top truck trip generators and attractors provide deeper insight into how freight vehicles are currently moving through the PPACG roadway network and where growth can be expected. Figure 2-21 and The top three destination tracts for truck trips are the same as the top three origin tracts in the region, which speaks to the importance of the interstate in the region's freight-related operations. The northern most destination tract is unique from the origin tracts, and corresponds to several big-box department stores serving a large proportion of the residential areas of the northern Colorado Springs area. The airport tract is in the top 5 for origin and destination tracts in the region. This indicates that despite being removed from direct interstate access the attractiveness of collocating large freight businesses with airports is strong enough to elevate the truck traffic. Additionally, this tract is among the more open in terms of growth opportunities. There are fewer total developments and a large existing truck traffic base, so infrastructure coordination may lead to growth in freight related industries in this area.

Figure 2-23 shows the location of wholesale trade and manufacturing businesses in the PPACG region, and in comparison to the top truck trip tracts there is a strong relationship between the location of these two kinds of businesses and where trucks are traveling. High density of both business types in the Garden of the Gods Road and US-24 interchange areas describe two of the top three tracts for truck trip origination and destination. The airport tract also has a high density of these businesses, though not as numerous in count.

Figure 2-22 show the top 10 truck trip generators and trip attractors in the PPACG Region, respectively. The data for these figures were derived from the LOCUS Truck trip tool which uses location-based services and big data to estimate tract-level origin-destination daily truck trips within a study area.

There are two high level takeaways from both the trip generators (originating) and trip attractors (destination) figures. First, the top 10 tracts for both are very similar, though not identical, due in part to the fact that vehicles entering a tract will at some point also exit the tract; but is also indicative of possible intermingling truck trips between tracts and large-scale manufacturing, shipping, or commercial/industrial activity. The second, more notably, is that many of these tracts are immediately adjacent to I-25 which means the interstate is not simply important, but a foundational element of freight in the region. Looking more specifically at the top 10 originating tracts, all of the highest trip generators are at or north of the I-25/US-24 interchange; this despite a number of commercial and industrial land uses in and around the airport. The density of businesses in these high origin tracts heavily outweighs volume associated with large-scale shippers and warehousing in the region.

FIGURE 2-21 TOP 10 ORIGINATING TRACTS FOR TRUCK TRIPS

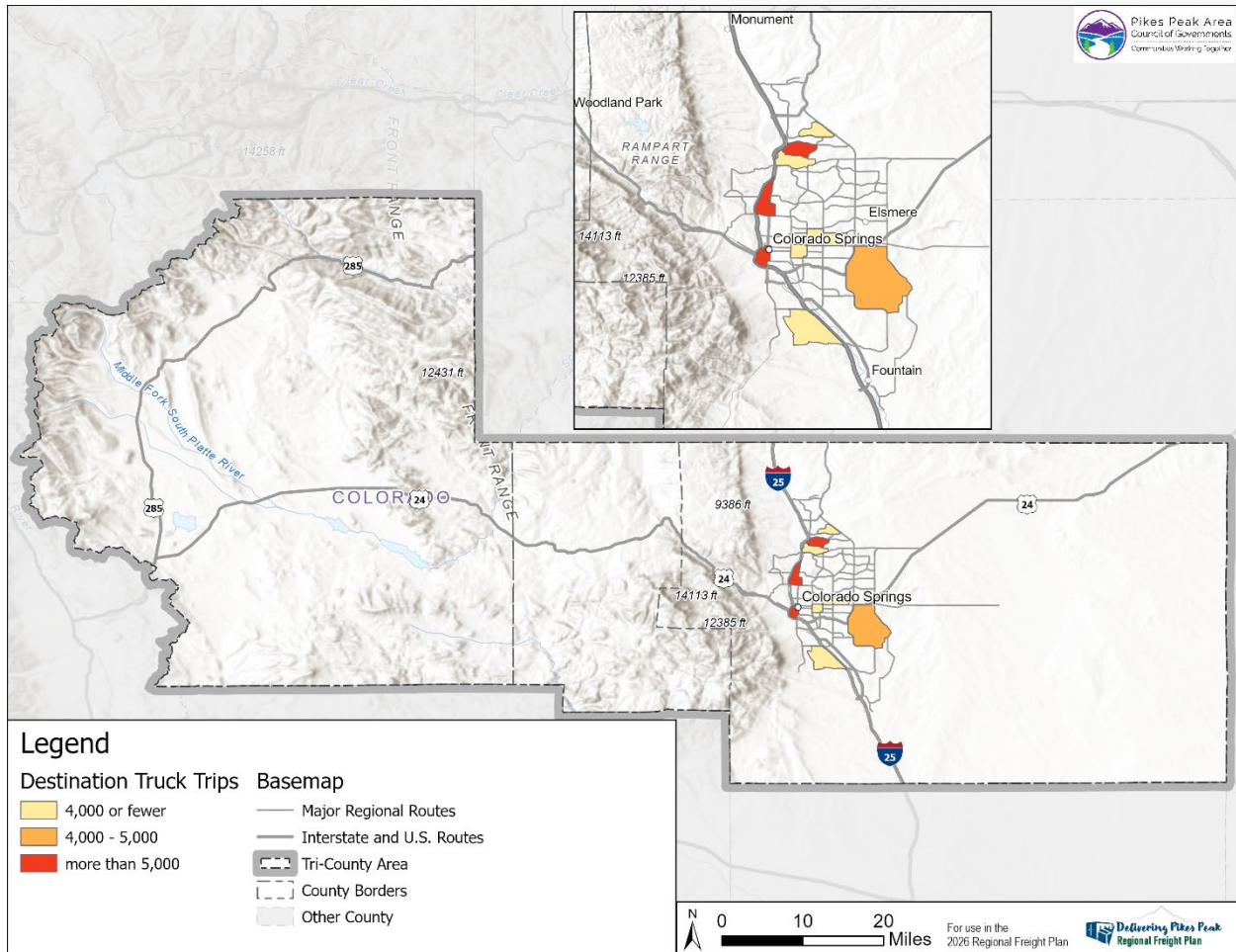


Source: LOCUS Truck, 2024

The top three destination tracts for truck trips are the same as the top three origin tracts in the region, which speaks to the importance of the interstate in the region's freight-related operations. The northern most destination tract is unique from the origin tracts, and corresponds to several big-box department stores serving a large proportion of the residential areas of the northern Colorado Springs area. The airport tract is in the top 5 for origin and destination tracts in the region. This indicates that despite being removed from direct interstate access the attractiveness of collocating large freight businesses with airports is strong enough to elevate the truck traffic. Additionally, this tract is among the more open in terms of growth opportunities. There are fewer total developments and a large existing truck traffic base, so infrastructure coordination may lead to growth in freight related industries in this area.

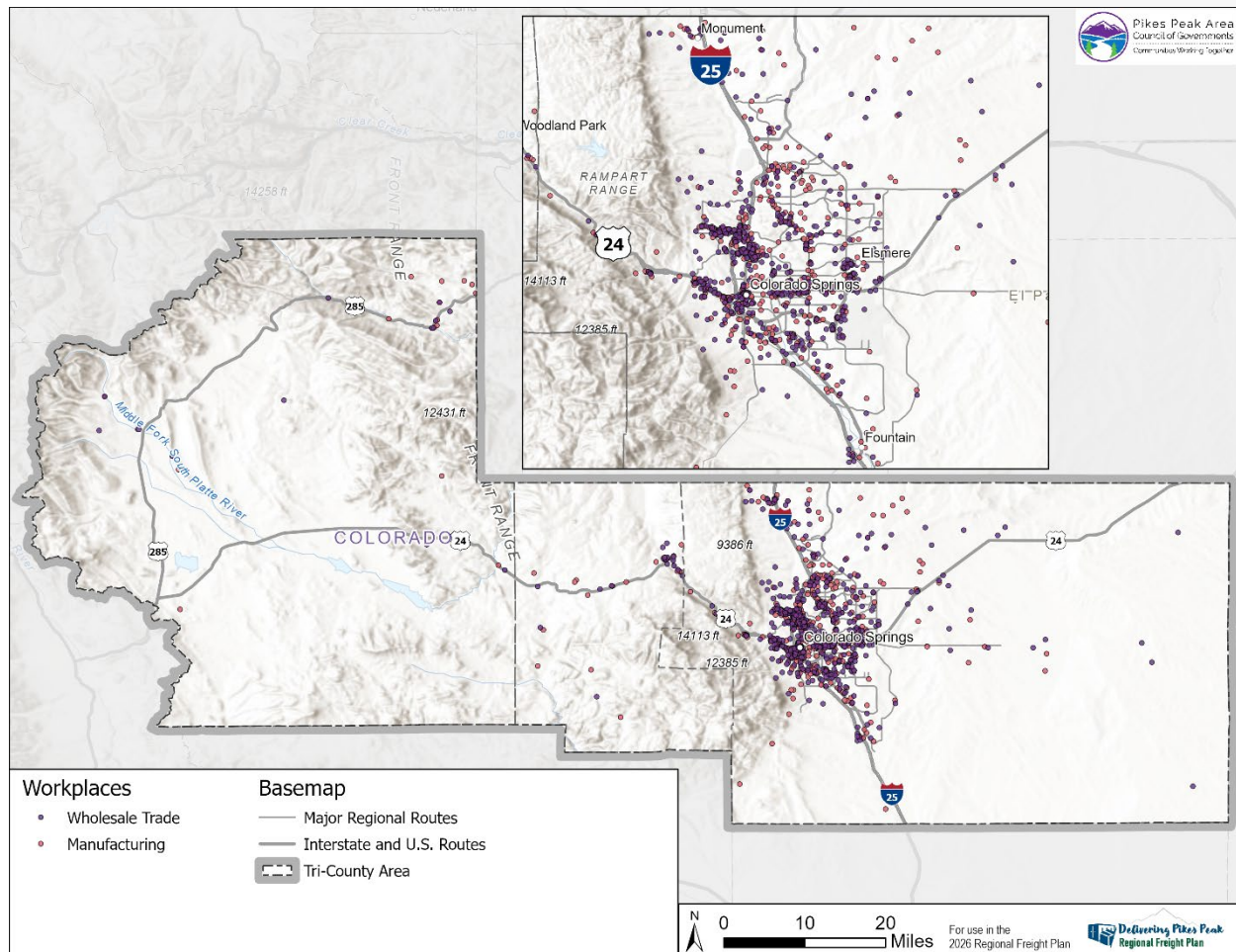
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FIGURE 2-22 TOP 10 DESTINATION TRACTS FOR TRUCK TRIPS



Source: LOCUS Truck, 2024

FIGURE 2-23 MANUFACTURING AND WHOLESALE TRADE WORKPLACES



These findings show that the region has predictable truck travel patterns, but also many major investment opportunities that play to the strengths of the region, both rural and urban. While many of the top truck trips are located in El Paso county, and more specifically the Colorado Springs area, both Teller and Park support key corridors for transportation through and within the region and are full of opportunities for strategic growth.

SECTION 3

OUTREACH

3.1 Introduction

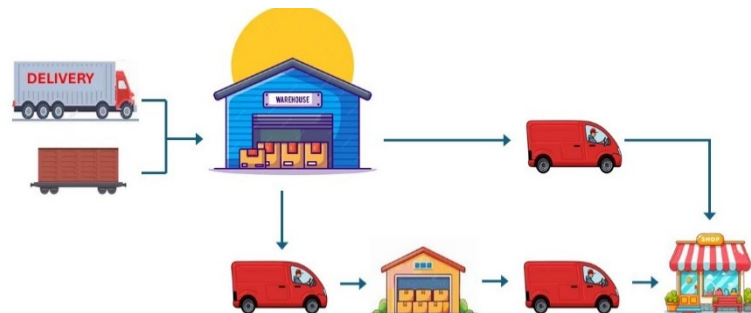
This stakeholder chapter summarizes the approach that was used to reach public and private-sector freight stakeholders during the development of the PPACG Freight Plan. The document describes how stakeholders were involved to provide input on the transport of freight-in regards to planning, investment, and operations. Stakeholder outreach objectives were to:

- Establish a broad public and private stakeholder base to guide the development of the plan.
- Provide meaningful opportunities for early and continued participation throughout the stakeholder outreach period.
- Gather stakeholder input to identify current freight needs, issues and potential opportunities.

The stakeholder engagement was to implicitly engage a broad array of industry representatives to guide the development of the plan - to gather personal perspectives on the regional freight system.

An effective regional freight plan is essential for optimizing transport efficiency and economic growth for the Pikes Peak Region. The Pikes Peak Local Freight Operation is somewhat standard with most shipping starting from regional distribution centers, where goods are then delivered to retailers and consumers, or they may pass through an additional local

FIGURE 3-1 PIKES PEAK FREIGHT OPERATION



distribution center before delivery. Final deliveries are predominantly made by truck to retail outlets or increasingly to the consumer's front door. However, stakeholder input has suggested emerging technologies in freight delivery may change how the last mile transportation is accomplished, particularly in urban areas.

This section discusses the strategies used to identify freight movement enhancements to optimize the efficiencies across the region from the users perspective. It also identifies the participants key challenges such as congestion, infrastructure needs, and a review of freight transport policies. By integrating stakeholder input and leveraging data-driven insights, the plan aims to create a sustainable and resilient freight network that supports local businesses and improves overall logistics performance. Emphasizing collaboration among public and private sectors, the regional freight plan serves as a roadmap for future investments and policy decisions, ensuring that the region remains competitive in a rapidly evolving global marketplace.

Freight planning directly influences local employment, business competitiveness, and infrastructure investment—creating opportunities across urban and regional economies. Connecting people and goods through freight movement is essential to keep the economy growing and provides a better quality of life for all. An optimized freight system reduces delivery costs and addresses congestion, enabling carriers and shippers to operate efficiently while generating warehouse and transportation jobs.

3.1.1 Stakeholder Participation

A successful freight plan begins with clearly defined objectives that align transportation activities with broader business priorities. The broader business priorities identified by stakeholders involved with the freight industry were key in developing strategies and projects for the freight plan.

The areas around Pikes Peak is home to a vibrant economy built in part on the effective movement of goods both for consumers and businesses as well as the mining and aggregate industries. The transport of freight is organized into supply chains that connect corridors, including highways and rail, and transfer and distribution centers. These corridors are used to link modes and consolidate goods and first and last mile connectors to facilitate pick-up and deliveries of goods. The reliability of the freight transportation network is critical when planning the transport of raw material and the distribution of finished products. Unexpected delays can result in slowing or halted manufacturing processes and decreasing productivity, which increases manufacturing costs and prices for the end consumer. To enhance future economic growth, the Pikes Peak region and State of Colorado must invest and implement strategies to support the increasing demand for a safe and reliable freight transportation network.

Three key stakeholders for the development of the plan include the Colorado Motor Carriers Association (CMCA), the Peak Innovation Center located on the Colorado Springs Airport, and the Southern Colorado Rail Park (SCRIP). The CMCA and Peak Innovation Center are currently in place and have a major role with transporting freight in the region. The SCRIP is a major initiative to establish a regional rail transport

Regional Benefits

- Build upon previous planning efforts intended to improve, enhance, and grow the transport of freight in the Pikes Peak region
- Identify projects that optimize safety and the movement of freight
- Identify roadway conditions that are substandard for trucking operations
- Identify locations for truck parking to provide safer operations
- Organize data to pursue freight related grants to improve infrastructure
- Identify locations for grade separated RR Crossings to remove train/vehicle conflicts
- Support economic growth by developing relationships with area businesses and attracting new businesses

hub in El Paso County, located west of I-25 and adjacent to Fort Carson and the Colorado Springs Ray Nixon Power Plant. All three provided valuable input for economic growth and identification of barriers for transporting freight in the region.

Colorado Motor Carriers Association – “The Voice of Colorado’s Trucking Industry” Is a 501(C)6 organization established in 1939 to unite the trucking industry and its business strength throughout the State of Colorado. The association is the sounding board for trucking issues in the state, with a long-standing, substantial relationship with private trucking companies. The CMCA has the ability to speak for numerous trucking issues within the tri-county region.

Peak Innovation Center – Includes the Amazon Fulfillment, Sorting, and Distribution Centers, Northrup Grumman, and Aerospace Corporation, Arrival/Departure Airfield Control Group (A/DACG), with 1600 acres available for air freight industry companies. It is the largest private trucking freight distributor in the region.

Southern Colorado Rail Park – The planned Dual-Service Class I Industrial Rail Park is situated along the front range on over 3,000 acres of rural land situated between the Colorado Springs Nixon Power Plant (CSU) and Fort Carson Military Reservation west of I-25. The foundational premise of the project is to extend an existing CSU dual service rail spur (UP and BNSF) that will provide a catalyst for commercial development and job creation under a public-private partnership while also strengthening the military resiliency of Fort Carson.

Rail is a key component of freight movement in El Paso County which, according to stakeholder input, has a demand for increased transload facilities for freight distribution in the region. The Freight Network includes the BNSF and UP Class I railroads. The rail network that is served by these Class I railroads, will include the planned Southern Colorado Rail Park, the major railyard in downtown Colorado Springs, and various minor transload facilities throughout the City of Colorado Springs, City of Fountain, and El Paso County. The rail freight network for the region consists of approximately 90 miles of Class I rail routes.

The military is a critical economic driver for the region, especially El Paso County, City of Fountain, and the City of Colorado Springs. It is also a major driver of freight and cargo movements, especially for the Fort Carson Army Post. This includes the movement of military personnel, supplies and equipment for training and deployment, both within Colorado and nationally, and ultimately throughout the world. In the Pikes Peak Region, there are five military installations including the Fort Carson Army Post, Peterson Space Force Base, Schriever Space Force Base, United States Air Force Academy, and the North American Aerospace Defense Command (NORAD). Freight needs differ immensely for each of these installations. It should be noted existing military facilities are often reviewed for freight transportation assets as a contributing factor in base expansion and realignments.

3.1.2 Value of Stakeholder Input

Stakeholder input ensured that diverse perspectives were considered, which can lead to more effective and sustainable recommendations. An effectively run stakeholder process will establish more commitment towards decision-making, accountability, and trust with all involved.

Enhanced Decision-Making - Stakeholder engagement provides valuable insights that can improve decision-making processes. By understanding the needs and concerns of various groups, organizations can tailor solutions more effectively and garner more support for implementation.

Accountability - Engaging stakeholders fosters a sense of accountability and responsibility. This is essential for creating systems that are not only innovative but also sustainable and aligned with industry needs.

Improved Adoption and Trust - When stakeholders are involved in the process, it can lead to greater trust and acceptance of proposed recommendations. This is vital for successful implementation and long-term sustainability of projects and policies.

The input received should ensure the regional freight plan will reflect real world operations and safety priorities by capturing perspectives from those directly delivering goods and services, and managing freight logistics for the region. For the PPACG Regional Freight Plan, it was necessary for stakeholders to help support goals and objectives development; understand freight needs and safety concerns from the those who rely on local and regional the freight system; and build consensus and support for the effort.

3.2 Process

Meaningful stakeholder engagement started with participation from a broad range of public and private sector stakeholders. Their input is important to guide the development of the plan and to gather perspectives on the freight system, how freight-dependent industries use the system, current needs and issues and potential opportunities. The stakeholder process was focused on listening and documenting the feedback from those who rely on and use the Pikes Peak freight system daily. Four approaches to provide input on regional freight transportation were used to obtain feedback:

- Listening/Input Sessions (Dec 4, 2025, TAC, CAC, PPACG Board).
- One-on-One Interviews (Schriever/USAFA, Fort Carson, Amazon/Peak Innovation Park, BNSF, SCRP, City of Fountain).
- Regional Freight Plan Steering Committee.
- Online survey and an interactive map to pinpoint issues and concerns.

A pointed list of 38 public/private stakeholders was developed as a comprehensive, yet manageable, number of businesses to contact for participating in the development of the plan. From this list, the consultant team was able to make direct contact with 22 entities. For those not reached by the consultant team, the Colorado Springs EDC and CMCA were able to either represent those businesses or were able to reach the stakeholders to inform them of the plan and forward the invitation to attend the December 4, 2025 listening session and share the link to the online survey and mapping tool. They also shared study information and the meeting notice with other freight companies who may have interest in participating.

TABLE 3-1 LIST OF PUBLIC/PRIVATE STAKEHOLDERS

Regional Planning Entities	Carriers, Shippers & Logistics Providers
Pikes Peak Area Council of Governments (PPACG)	Old Dominion Freight Line
Denver Regional Council of Governments (DRCOG)	JB Hunt
Pueblo Council of Governments	Amazon Fulfillment Center
	United Parcel Service (UPS)
County & Local Government	FedEx
El Paso County	XPO Logistics
Teller County	Swift Transportation
Park County	Saia LTL Freight
City of Colorado Springs	Titan Worldwide Logistics
City of Woodland Park	Triple E Trucking
Town of Fairplay	ABF Freight
City of Fountain	Entegris
Town of Monument	RMB Products
Military Installations	Industrial Commerce
Fort Carson	Colorado Springs Utilities
	Aggregate & Mining Operations
Peterson Space Force Base	Martin Marietta Materials
Schriever Space Force Base	Acorn Petroleum
	Waste Connections of Colorado
US Air Force Academy	Southern Colorado Rail Park
Air Freight	Chamber of Commerce/EDC
Colorado Springs Airport	Colorado Springs Chamber of Commerce
Railroads	Associations
BNSF Railway	Colorado Motor Carriers Association
	Peak Innovation Park

3.2.1 Listening Session

On December 4, 2025, a listening session was held as a hybrid meeting to extend as large of a net as possible for stakeholders to participate while making it convenient for those who could not attend in person. The stakeholders were able to provide detailed feedback focusing on barriers to transportation. A summary of the listening session feedback may be found in Section 3.0. A link to the online survey and interactive map was shared with participants who were encouraged to provide it to other stakeholders who may not have attended the meeting.

3.2.2 Targeted Interviews

Several stakeholders were identified for follow-up one-on-one meetings to collect additional information from participants and for some key stakeholders who did not attend, such as Amazon and the Southern

Colorado Rail Park. It was also decided to meet with the regions' military installations for follow-up questions. Feedback from these meetings is incorporated into the summary found in Appendix A. Specifically, these meetings were held with representatives from:

- Peterson Space Force Base (12/15/2026)
- Schriever Space Force Base (12/15/2026)
- United States Air Force Academy (12/15/2026)
- Fort Carson Army Post (01/15/2026)
- Colorado Motor Carriers Association (01/27/2026)
- BNSF Railroad (02/06/2026)
- Peak Innovation Park/Amazon (02/11/2026)
- City of Fountain URA-Kimberly Bailey (02/11/2026)
- Southern Colorado Rail Park (02/16/2026)

3.2.3 Committees

A Steering Committee was established to provide oversight with the development of the regional freight plan. This committee included PPACG staff, Todd Frisbie from the City of Colorado Springs, Kimberly Bailey from the City of Fountain, Dan Ungerleider from the Town of Monument, the consultant team, and Tracy Sakaguchi from the CMCA in an advisory role.

Although members of the PPACG Technical Advisory Committee were part of the Public/Private Stakeholders participants for the listening session, the committee was also provided opportunity for input at their February 19, 2026, meeting.

Steering Committee

The Steering Committee was tasked with providing direction and guidance for the development of the Regional Freight Plan. The committee provided strategic oversight - providing significant guidance for the development of the Goals and Objectives. The committee, fostered collaboration for various elements and played a significant role with recommending strategies and projects for the region.

Technical Advisory Committee (TAC)

The role of the TAC is to provide technical advice and to recommend appropriate courses of action to the Pikes Peak Area Council of Governments Board of Directors and PPACG staff on current and emerging transportation issues, goals, plans, and programs. As a committee of technical experts and advisors to the Council of Governments for transportation related activities, the TAC has the best representation to provide technical input with the development of the Regional Freight Plan.

3.2.4 Online Input

To gather targeted stakeholder input, a survey and interactive map with the ability to pin online comments was created on a Social Pinpoint webpage. This provided an easy to use platform for participants to provide their business framework, identify common barriers, unique business needs, and potential growth opportunities. The interactive map allowed participants to identify specific locations for the consultant team to review to address barriers and areas of concern in the freight system. The identified locations

helped determine where specific projects could be located for project and strategy implementation, such as chaining stations, truck parking, and railroad siding extensions.

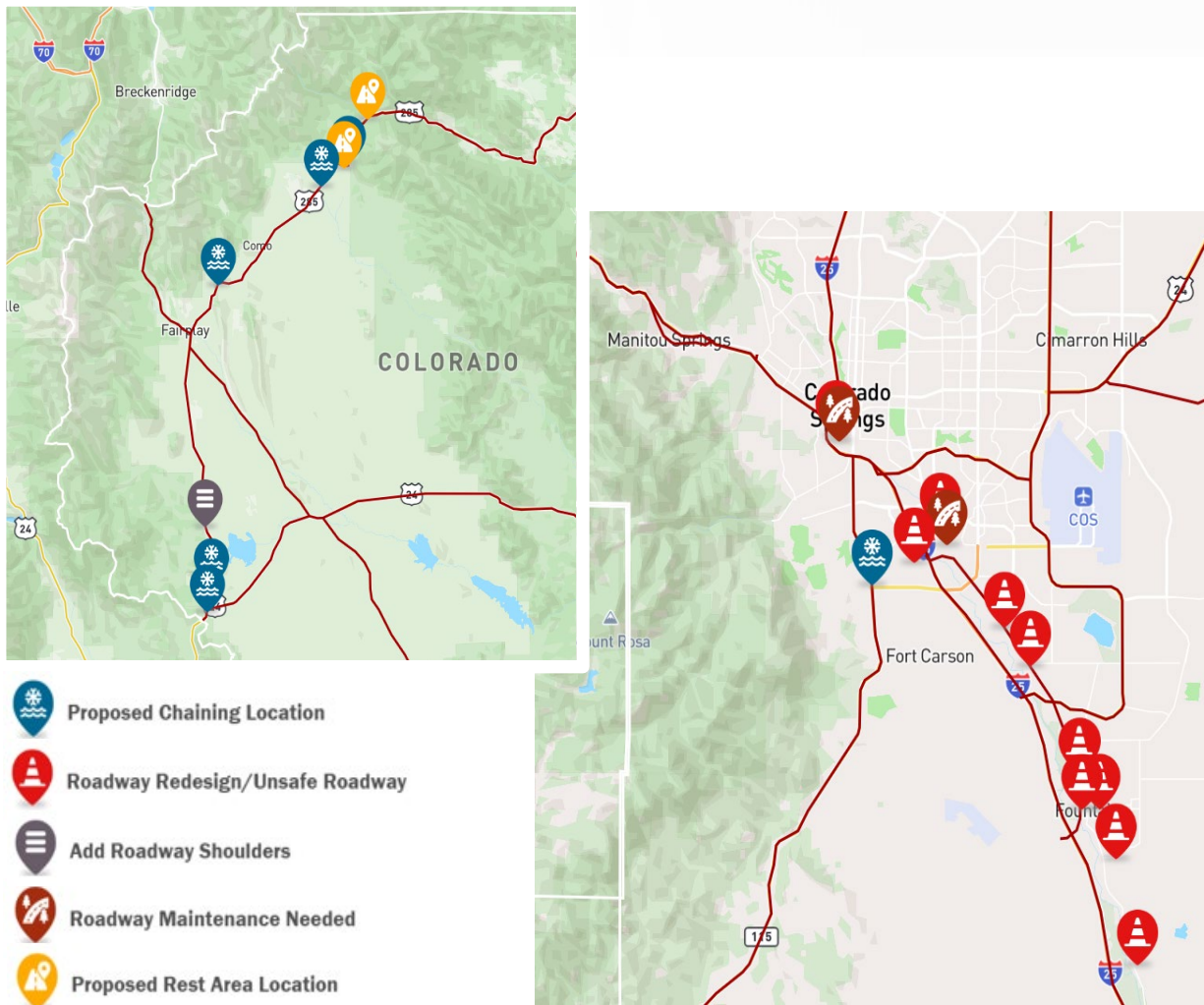
The Social Pinpoint survey allowed the consultant team to collect feedback from the freight industry and public sector about freight safety, operations, resiliency/maintenance, effective corridors/routes, technology (tracking, communications, and automation) and economic needs/opportunities. Direct interaction with the BNSF Railroad and the CMCA was invaluable as both interact with their colleagues with the CMCA being direct representatives for the trucking industry in Colorado.

The interactive map comments focused on five areas of concern - chaining stations, roadway geometric concerns, the need for shoulders/wider shoulders, roadway maintenance, and locations for rest areas.

Survey Priorities

- Road condition monitors
- Warning/advisory signs
- Additional shoulder parking
- Wider shoulders (in general)
- Chain-up/chain down infrastructure
- Additional rest stops
- Prioritization of truck routes for snow removal

FIGURE 3-2 STAKEHOLDER INTERACTIVE MAP COMMENTS



3.3 Findings

In-person feedback was the most successful approach in receiving stakeholder input. This feedback focused on the four topical areas of Safety, Economic Development, Resiliency, and the Military. It should be noted the findings from this effort do not supplant the findings of the 2024 PPACG Regional Freight Study but affirm and build upon the stakeholder input from that previous effort. One of the main outputs of the stakeholder engagement process from the prior study was a comprehensive Strengths, Weaknesses, Opportunities, and Threats (SWOT) analysis for the PPACG region.

Figure 3-3 depicts the SWOT analysis from the 2024 Regional Freight Study which also included extensive stakeholder input. Throughout previous stakeholder interviews and partner listening sessions, participants were asked about strengths or operational challenges within the region. The 2024 Regional Freight Mobility Study SWOT findings can be found in Appendix B.

FIGURE 3-3 2024 PPACG REGIONAL FREIGHT MOBILITY STUDY SWOT SUMMARY



3.3.1 3.1 Safety

Stakeholder feedback on safety had several commonalities with the most being issues with existing railroad crossings and the safety concerns with their proximity to intersections. Another railroad concern is the length of the railroad sidings being short as today's train sidings need to be approximately 10,000 feet. Most sidings in El Paso County are about 7,000 feet. Truck parking, roadway surface conditions, chaining stations and communications combined with variable message signs were other areas of concern.

Safety Notes

1. South Sierra Madre St. in Colorado Springs is a Top 10 crossing in the state for railroad safety incidents-can be a source of a lot of backups (safety incidents at this location impact all road users).
2. The City of Colorado Springs completed a study that included the replacement of the Tejon and Nevada bridges (both low-bridge crossings) is worth consideration. It also includes addressing the low-speed railroad curve near Las Animas Street, a high incident location.
 - SODO Colorado Springs Railroad Realignment Study
3. In northern El Paso County the Countyline Rd in Palmer Lake; Icelake Rd; and 2nd St in Monument have intersections close to the railroad crossings.

4. In southern El Paso County the US 85/Main Street intersection is close to the railroad crossing.
5. All City of Fountain railroad crossings are an issue and are Top 10 potential incident locations in El Paso County.
6. The Fountain Downtown Master Plan notes there are several rail crossings impeding Downtown District revitalization.
7. The landfill along Blaney Road, which has a gravel surface, has high truck traffic. The impact on the roadway surface is significant and needs to be upgraded.
8. Truck parking in neighborhoods and along roadways is a recurring problem.
9. US 285 is a prominent freight corridor – there are minimal safe locations for commercial drivers to pull off and/or park. It is worth bringing this up for the State Freight Plan since it is such an important corridor for freight travel through the mountains.
10. US 285 is a significant concern for chain-up/chain down stations, particularly since there are state regulations drivers are required to follow (infrastructure is non-existent to properly support compliance).
 - Hot brake issues can arise, and downhill grade speeding is double fined, new stations can support brake cooling and other truck needs.
 - Not just 285, but the mountain corridors generally.
11. US-24 is a significant concern for chain-up/chain down stations particularly since there are state regulations drivers are required to follow (insufficient infrastructure to properly support compliance).
 - Hot brake issues can arise especially with heavy use as downhill speeding is a double fine. Stations can support break cooling and other truck service needs.
12. Communication and variable message signage for inclement weather including station wayfinding is important for mountain weather events.
13. Plan development should investigate Front Range Passenger Rail (FRPR) impacts with freight trains.
 - District report (3-10 round trips, whatever the necessary frequency is) has information. The Freight Plan will want to note impacts to freight rail traffic from FRPR.
14. All three railroad sidings in El Paso County are sub-standard length – 7,100' is the longest siding – industry standard is 10,000'.
15. South of Fountain on I-25 to Pueblo is a high incident corridor for trucks.
16. Access to the Peak Innovation Park on HazMat routes is very important.
17. Hazmat routes at rail crossings are a concern.
18. Southern Colorado Rail park will need to consider grade separated crossings and truck parking with its implementation.

3.3.2 Economic Development

Stakeholder input highlighted opportunities to enhance the movement of freight within the region. Both urban and rural areas are experiencing increased demand for the movement of goods in the region. The

SCRIP and Peak Innovation Park were both identified as areas of high freight movement for both over the road and rail freight. The SCRIP will be a key transload facility for Southern Colorado integrating both. Increasing the use of existing railroad spurs was also suggested as an area to focus economic growth.

Economic Development Notes

1. There are opportunities on the west side of the City of Fountain in the Gateway District near I-25 and Fort Carson. The east side of I-25 is getting an industrial “face lift” to attract industrial businesses in an area focused to promote their growth. Signage, infrastructure, etc. is being installed that will complement this growth is a critical consideration for freight focused businesses.
2. Bandle Drive in the City of Fountain is an important road for freight as it provides access to existing and planned warehousing and industrial development.
3. In 2023 Fountain implemented a truck route with adoption of its Master Transportation Plan and should be a consideration of the study.
4. El Paso county is experiencing a lot of warehousing and distribution centers, most of which are supportive of e-commerce.
5. Regional waste sites are mostly located in El Paso County and will continue to be an important service for the region.
6. The eastern roadways in El Paso County are important for the transport of local agriculture and other industries located in the rural area increasing the need for hardened infrastructure to ensure their longevity, safety, and continued growth.
7. Existing railroad spurs are underutilized in the region.
8. The Southern Colorado Rail Park, from the perspective as a multimodal transload facility, is invaluable to the region.
9. From Denver to Pueblo there are no public transload facilities - having something in the region for connecting truck to rail is important.
10. The Peak Innovation Park is experiencing rapid office and commercial warehouse development and needs to have safe and efficient freight access. Powers Blvd is a corridor that can provide access to the airport development along with other commercial development along its corridor. Its value as a truck route will likely increase with its connection north to I-25.
11. The demand on Milton Proby Parkway from the Colorado Springs Airport to I-25 is increasing as freight traffic chooses to use the interstate as the major transportation corridor in the region. On the East side of the airport more growth is anticipated and needs to have appropriate freight infrastructure.
12. Amazon Distribution Centers are located in Aurora, Thornton, Colorado Springs (2)
 - Intermodal distribution site is in Adams county for stocking Amazon fulfillment centers.
 - Prioritizes getting trucks off the public ROW and onto Amazon property.
 - Contracts 3rd party operators over the road, but amazon stays on top of them.
 - Considered Air freight delivery for COS, but airspace restrictions and not enough demand yet limit any near-term pursuit.
 - Acquiring land in Buena Vista and will transport freight via US-24.

13. Drone delivery not necessarily consideration for Peak Innovation Park because of airspace restrictions.
14. I-25 is the primary N-S corridor for truck movements in the region.

3.3.3 Resilience

Resiliency of the freight system was identified as a critical factor, particularly in maintaining operations when disruptions occur within the system. There is only one main line rail corridor in the region which travels through El Paso County. The regional highways of Interstate 25, US 24, and US 285 are key for the delivery of freight and include mission critical military routes. Communication is important when one of these corridors is closed and real time information of detours will save time and money.

Resilience Notes

1. In 2024 there was a military resiliency study on how Fort Carson, along with other garrisons, connect to the Port of Galveston (Power Projection Platform). This study should be reviewed for recommendations to be included in the Regional Freight Plan.
2. Train scheduling can see significant impacts if its main lines are closed to the BNSF and UP Railroads. Alternate routes have to take a large detour through Kansas affecting other ancillary freight operations.
3. Communication is an important element of rerouting trucks from closed routes and is a critical priority for the industry. An example is when the Town of Fairplay was overwhelmed with traffic when I-70 was unexpectedly shut down and traffic was rerouted to US 285 as the detour route.
4. Redundancy goes hand in hand with resiliency. The Powers Blvd South PEL study shows how improving and providing an appropriate alternative supports I-25 in the event of closure. Enhancing the infrastructure can also support incident management and evacuation.
5. The impacts on communities when I-25 (and US 24) are shut down are significant on their local roadways. HazMat freight can experience long detours since they are not allowed to operate on certain routes.

3.3.4 3.4 Military

The collaboration between PPACG, its member agencies, and the military installations is important to the stakeholders. The general sentiment with the military stakeholders was traffic congestion at the entrance to their installations was the largest concern. There is appreciation for the ongoing efforts to improve access to Peterson Space Force Base with the construction of the Powers Boulevard interchange. SH 94 access to Schriever Space Force Base is congested for its personnel but the freight delivery access from Irwin Drive operates fine. The United States Air Force Academy (USAFA) freight access is from its South Gate and generally operates fine.

3.3.5 Military Notes

1. Priority for the Fort Carson Army Post are the access points - to ensure the flow of traffic into and out of the installation is maintained. Most delays occur where the access points meet local infrastructure.

2. Anything going to/from Fort Carson to the A/DACG facility would already be moving through a designated route, so an appropriate freight route is already established. A contingency plan is in place.
3. Railroad bridging across I-25 to Fort Carson needs to be replaced and is being coordinated with CDOT. The project will need to maintain rail operations to the army post.
4. Freight must go through gate 3 with some exceptions to postal or other minor related movements
5. Buses are not limited to gate 3 for the 5 on-base schools.
6. Some freight deliveries will accidentally exit prematurely to Gate 4 where the delivery trucks go under the South Academy Blvd underpass and get locked into the traffic. For trucks to turn around, the gate needs to be closed for inbound and outbound traffic which can be time consuming. Installing wayfinding signage saying "Commercial Vehicles Gate 3, Use Exit #123" would go a long way in reducing this reoccurring problem.
7. The traffic in the morning between gates 3 and 4 (and in the early evening with low daylight in the winter) poses safety and congestion problems.
8. Mission oriented rail improvements are in the planning phase for the south entrance. This planning is a long-term item.
9. On the east side of Las Vegas Street, an old Fort Carson siding connects to the railroad mainline. The siding was at one time leased to Fort Carson and has now fallen into disrepair. Fort Carson is currently working with the UPRR to renew this lease but there is no estimated timeline for its reactivation. This would be used for staging and enhancing the Post's rail operations efficiency.
10. Freight access is being improved for Peterson Space Force Base with the improvements at the North Gate at US 24 and the West Gate at Airport Road/Powers Boulevard. The Florida "T" signal at the East Gate and Marksheffel Road has improved safety.
11. Schriever Space Force Base has no rail or air freight service so access is highway dependent. The base footprint is a little smaller than some of the other installations so while the volume of freight is less than other installations it is still critical. Irwin Road, connected to Bradly Road and Curtis Road, is the key entry point. It is approximately 0.5 miles from the entry gate to Curtis/Bradley Rd, so backups aren't as much of an issue. Deliveries are restricted to an access point for scanning prior to being allowed into the base.
12. Key regional roadways that connect Schriever to the broader network are SH-94, US-24, Bradley Road and Powers Boulevard to a lesser extent.
13. There are no major freight transport issues for US Air Force Academy to report - generally just regular traffic congestion at the south gate activity. Regular and Hazmat cargo must go through South Gate (outside of select considerations as necessary).
14. USAFA has only two access points, North Gate and South Gate, so if the base needs to evacuate it is limited to these two exits. There is a potential for evacuation delays because they offload to other regionally significant evacuation routes with the rest of the community.
15. There is a railroad running through the academy, but there are no logistic points on the base.
16. There is no intention of ever creating a rail stop within the USAFA Base.

17. The military installation personnel wanted to explicitly state that collaboration with PPACG has been excellent and wanted it to be conveyed in the comments. PPACG continues to prioritize military needs and projects, and the military stakeholders look forward to this partnership continuing

3.4 Plan Development

3.4.1 Integration into Goals and Objectives

Early stakeholder involvement established focus areas to consider while developing the Goals and Objectives of the Plan. Since the 2024 Freight Mobility Study was still valid being completed only two years prior, it made sense to combine the findings for the two efforts. Ultimately, the stakeholder information from the 2024 Freight Mobility Study and current findings were used to provide the most comprehensive stakeholder input possible.

With the blending of the two efforts, the consultant team was able to develop draft Goals and Objectives to present to the advisory committees of the study. As mentioned prior, the stakeholder input for this effort focused on Safety, Economic Development, Resilience, and Military aspects of the regional freight transportation system. Following are highlights of the findings for each focus area:

Safety- The safety impacts of Colorado snow is particularly burdensome on the private freight industry with the need for chaining stations, safe truck parking, priority snow removal, immediate reporting of roadway closures and detour routes. One of the benefits of moving freight by railroad is the low impact poor weather conditions have on delivery schedules although the length of railroad sidings being too short does present other safety and train scheduling issues. Substandard safety concerns such as height limitations, weight restrictions, turning radius, and steep roadway grades were identified as safety concerns in the previous plan and are still valid.

Economic Development- According to Transearch and as reported in the 2024 Freight Mobility Study, between the years 2015 and 2040 the region is expected to see a 39% increase in the tonnage and a 68% increase in the value of goods traded in the region. In 2015, 19 million tons of freight passed through the region which is projected to increase to 27 million in 2040. The value of freight is expected to increase from \$15 billion to \$25 billion over the same time period. These figures are in year 2020 dollars and do not reflect the potential rise in the price of goods but rather the higher value of goods being traded in the region.

Stakeholder input identified the need to continue to support freight dependent companies with safe, efficient freight infrastructure along with development of freight hub/transload facilities in the region. It is important for the Pikes Peak Region to continue its attractive business environment to support job growth and investment in the freight industries.

Resilience- Resilience of the freight transportation system refers to its ability to adapt, respond, and recover from disruptions in operations. This includes the availability and reliability of alternative routes, as well as clear communication of those options to drivers. Redundancies such as parallel facilities or adequately sized railroad sidings that support efficient train scheduling are critical to maintaining system performance when disruptions occur.

For all areas of the region the weather can be a major factor, and it has the ability to change roadway conditions very fast. It is important to have a freight system that can adapt to quickly changing roadway conditions be it with chain stations for trucks to chain-up/chain down, truck parking, rest areas, or real-time communications to changing conditions and notification of road closures. It is here where technology

and other roadway innovations to improve operations can make a difference with both safety and on-time delivery.

Military- Military collaboration and cooperation between the regions' military installations and the PPACG is a valuable partnership that stakeholders wanted to emphasize. It is important to maintain this relationship and collaboration.

The Strategic Highway Network (STRAHNET) and Strategic Rail Corridor Network (STRACNET) extend to and through the Pikes Peak Region connecting local priority military transportation corridors to the national network. Access from local military installations is improving with projects such as Charter Oak Ranch Road to Fort Carson and the interchange construction to the Peterson Space Force Base West Gate. The widening of US 94 to Schriever Space Force Base is still needed to address traffic congestion and the reliability of this primary access route to the base. Wayfinding can also be enhanced for the installations. Fort Carson identified the need to properly route trucks to Gate 3 as they are often mistakenly taking the exit to Gate 4 which creates delays at that gate to turn freight traffic around.

3.5 Outreach Summary

Stakeholder engagement—primarily through in-person outreach—identified key priorities for the regional freight system across four focus areas: **safety, economic development, resilience, and military coordination**. These findings reinforce and build upon the 2024 PPACG Regional Freight Mobility Study, including its SWOT analysis.

Safety:

The most consistent concern was rail crossing safety, particularly at locations where crossings are in close proximity to intersections, causing delays and incidents. Additional issues include substandard rail siding lengths, insufficient truck parking, poor roadway conditions (e.g., at high truck volume sites), and lack of infrastructure to support chain-up/chain-down requirements in mountain corridors. Improved communication, variable message signage, and consideration of passenger rail impacts on freight were also identified as priorities.

Economic Development:

Stakeholders emphasized growing freight demand across both urban and rural areas and the importance of supporting freight-intensive development. Key opportunities include expanding multimodal facilities such as the Southern Colorado Rail Park and Peak Innovation Park, improving access to industrial areas, leveraging underutilized rail spurs, and enhancing infrastructure along critical freight corridors (e.g., I-25, Powers Boulevard, Proby Parkway). Continued growth in warehousing, distribution, and e-commerce is increasing pressure on the freight network.

Resilience:

The freight system's ability to adapt to disruptions—particularly given reliance on key corridors such as I-25, US 24, US 285, and a single primary rail line—is a significant concern. Stakeholders highlighted the need for reliable alternate routes, real-time communication, and system redundancies (e.g., parallel corridors, longer rail sidings). Weather-related disruptions and limited detour capacity can significantly impact operations and surrounding communities.

Military Coordination:

Strong collaboration between PPACG and regional military installations was emphasized. Key concerns include congestion at base access points, the need for improved wayfinding (e.g., directing trucks to correct gates at Fort Carson), and maintaining reliable access via STRAHNET/STRACNET corridors.

Ongoing and planned infrastructure improvements are enhancing access, but continued coordination is critical to support military operations and freight mobility.

3.6 Additional Themes

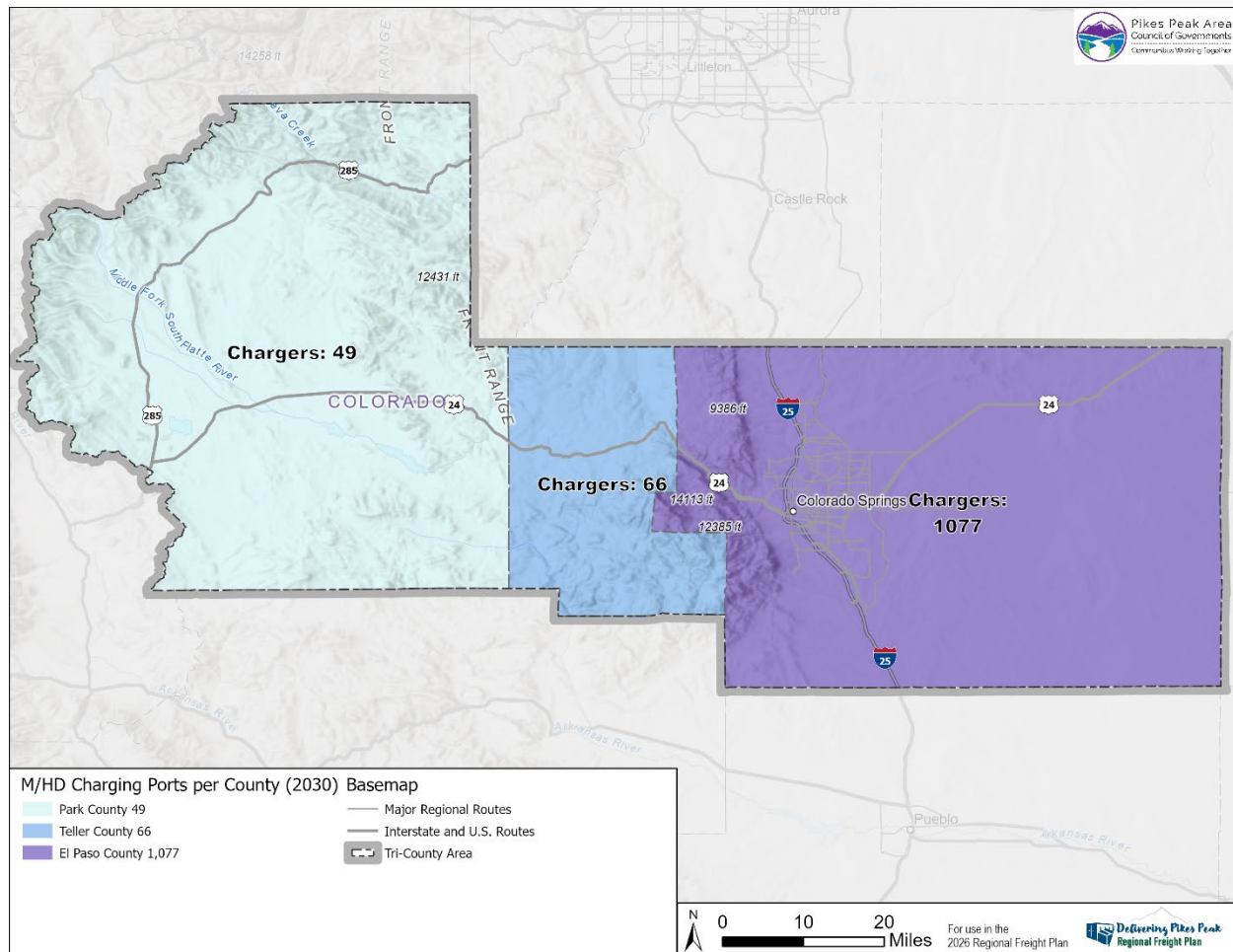
This section reviews some of the additional questions, concerns, ideas, and opportunities identified in the outreach process for the PPACG Regional Multimodal Freight Plan that are otherwise not directly responded to in the existing conditions, outreach, and projects and corridors sections of this plan. Additionally, this section provides best practices and planning considerations to PPACG Region stakeholders as planning and programming decisions are discussed, evaluated and enacted.

3.6.1 Electrification

Electrification of medium and heavy duty vehicles (M/HD) is a major trend in Colorado, among neighboring regions, and trade-partner states. In Colorado specifically, preliminary medium- and heavy-duty charging priority areas have been identified through Colorado's Medium/Heavy Duty Charging Infrastructure in the State of Colorado. The DRCOG Region is also pursuing electric vehicles initiatives, including among M/HD vehicles with a high level of focus on inter-regional and medium-distance inter-regional shipping where electrification is most immediately implementable. The PPACG Region, in recognition of these regionally relevant initiatives, supports private sector investment in these initiatives to align with industry trends and implementation to ensure sustainable and resilient supply chains in the rapidly changing electrification and automation landscapes.

The [Colorado M/HD Corridors map](#) identifies anticipated charging needs across and defines long-haul corridors and charging areas across the state. The PPACG region's only long-haul corridor is I-25 and the key long-haul charging areas coincide with DRCOG and Pueblo Area COG, reducing the need for PPACG to plan for long-haul level charging. The map also provides an anticipated 2030 charging port needs by county for conservative M/HD electric vehicles adoption, the results of which are presented in Figure 3-4. Based on the adoption rate, key utilities include Colorado Springs Utilities, Fountain Municipal, Black Hills Energy, Mount View Electric Association, and CORE Electric Cooperative.

FIGURE 3-4 M/HD CHARGING PORTS ANTICIPATED BY 2030



3.6.2 Curb Management

Curb management, while more of a local strategy, is an important element of urban freight distribution. As urban corridors densify curb space has become a constrained and highly competitive asset used by freight, passenger vehicles, transit, and micromobility. Effective strategies must balance these demands while improving safety, reducing congestion, and supporting local economic activity. Hearing from several City representatives, primarily in El Paso county, identifying strategies for curb management is increasingly more important and the Region's municipalities have a variety of policy and technology management practices that can be implemented.

Policy

Best practices from Colorado and peer regions emphasize transitioning from static regulations to dynamic, performance-based management.

- Curbside Access Plans (CAPs): Neighboring cities, such as Denver, use neighborhood-level curbside plans to align loading zones with land use, freight demand, and business needs.¹
- Flexible, Time-Based Regulations: Policies that designate peak-hour loading zones or off-peak delivery windows improve freight efficiency while reducing conflicts with other users.
- Modernized Municipal Codes: Consider updating local ordinances to allow dynamic pricing, reservation systems, and adaptable curb uses where appropriate.²

Technology

Emerging technologies allow agencies to better understand and actively manage curb activity in real time.

- Smart Loading Zones (SLZs): Digital reservation systems allow freight vehicles to book curb space in advance, improving reliability and reducing illegal parking.³
- Curb Data Platforms: Tools such as the Curb Data Specification (CDS) enable agencies to map, manage, and communicate curb regulations digitally.⁴
- Sensors and Video Analytics: Pilot projects use camera and sensor data to monitor dwell times, violations, and curb utilization patterns.⁵
- Dynamic Pricing Systems: Demand-based pricing encourages turnover and reduces cruising for parking, which can account for significant delivery inefficiencies.⁶

Immediate next steps for regional partners considering implementing curb management strategies included: Inventorying and mapping concerns that currently exist or may exist in the near future based on utilization rates, zoning/land uses, and growth; Understanding what policies or technologies already exist in these areas to manage freight delivery and pick-up; Consider implementation of the above listed or other best practices strategies based on efficacy (actual impact on curb management) and efficiency (timeliness and costliness of implementation).

3.6.3 Rail Siding

One of the key concerns identified in outreach with rail stakeholders was the identification of the three rail sidings in the PPACG Region are sub-standard length. This presents logistical challenges that impact movement of freight rail in and through the region. Train operators must consider more deeply the number of train cars that can be included on a corridor that could face potential conflicting train movements, and my need to forego trip efficiency (number of train cars per trip) for safety and operational purposes This can reduce overall corridor capacity and reliability, potentially discouraging rail use for regional shippers. Documenting this concern is an important element of this plan because demonstration of coordination with private stakeholders in the region builds confidence in the prioritization and reliability

¹ [Curbside & Parking Toolkit - City and County of Denver](#)

² [Curb Policy Guidance](#)

³ [Curb-management innovations: Lessons from smart and zero-emission loading zone pilots | Smart Cities Dive](#)

⁴ [SMART Curb Collaborative | Open Mobility Foundation](#)

⁵ [Curb-Management Pilots Smooth the Flow of Traffic, Deliveries](#)

⁶ [Parking & Curb Management Insights | Curb Institute](#)

of freight in the region. Possible future solutions include working with rail operators to understand land use needs for expanding existing siding, supporting visibility of this concern as other uses for rail lines (such as regular passenger and military rail) emerge, and contextualized the need in conjunction with other rail-intermodal initiatives such as the Southern Colorado Rail Park.

3.6.4 Front Range Passenger Rail

The Colorado Front Range Passenger Rail (FRPR), branded as the Colorado Connector (“CoCo”), is a proposed intercity passenger rail service that will connect major population centers along the I-25 corridor from Fort Collins through Denver to Colorado Springs and Pueblo. The system is being advanced by the Front Range Passenger Rail District in partnership with CDOT and federal agencies, with an initial “starter service” anticipated by 2029 and full corridor buildout in the early 2030s.

For the PPACG region, which includes Colorado Springs and surrounding communities, the introduction of passenger rail service on freight-owned corridors presents both opportunities and challenges. As a benefit to the region, a project of this kind can improve regional mobility and support economic development near and around stations. On the other hand, shared corridor operations can create capacity constraints and operational conflicts with freight rail, especially on segments that are already single track or constrained by short sidings and limited passing opportunities. Freight trains—often longer and slower—may experience reduced scheduling flexibility, while passenger trains typically require higher reliability and priority dispatching.

Implementation of FRPR will, therefore, require targeted infrastructure and operational strategies to maintain freight efficiency. Key considerations include expanding passing sidings and, where feasible, adding double-track segments to increase corridor capacity (elements discussed for the rail sidings concerns raised by rail stakeholders); implementing advanced dispatching and scheduling agreements to balance passenger and freight movements; and negotiating long-term access agreements that protect freight rail performance. In some cases, peer regions have moved toward partial separation of passenger and freight operations through dedicated tracks or right-of-way acquisition to ensure reliability for both services. Additionally, early coordination with freight railroads and regional stakeholders will be essential to identify bottlenecks within the PPACG Region and prioritize improvements that benefit both passenger and freight mobility. **While PPACG does not take a stance on advancing this service at this time,** thoughtful integration with freight rail infrastructure and operations is critical to ensure that expanded passenger service does not adversely impact freight movement, reliability, or economic competitiveness. PPACG does not take a stance for advancing this service at this time

3.6.5 Interregional Freight Network Connectivity

The 2026 PPACG Regional Freight Mobility Plan coincides with the 2026 DRCOG Regional Freight Mobility Plan, and as such presents to opportunity to ensure continuity between freight transportation networks across the regions. Close partnership with the DRCOG Region is an important part of the economic foundation of the PPACG Region, and alignment between the two regions present opportunities for mutually beneficial growth and specialization.

Both the PPACG Region and the DRCOG Region have independently identified three key corridors connecting the two regions.

- The first, and most important from the standpoint of truck volumes, is I-25. The interstate is the most important freight transportation network in the country, and particularly along Colorado’s Front Range where only a few alternatives exist for North-South aligned freight transportation. I-

25 is a key element of intra-regional, inter-regional, and interstate travel for both regions. Additionally, I-25 is the lone freight-priority corridor connecting the PPACG Region with the Pueblo Area COG Region further reinforcing it's importance.

- The second route is CO-83, connecting the southern portion of the DRCOG Region with the northern portion of the PPACG Region, similar to I-25. The route is the only other route connecting the two region along Colorado's Front Range, and provides important access to local agricultural areas between the regions.
- The last route is US-285 connecting Jefferson County in DRCOG to Park County in PPACG. This is the only mountain corridor connecting these two regions, but represents a critical route for connecting DRCOG with freight industries in Central Colorado. Additionally, it is a key corridor for connecting DRCOG industries and commodities with residents of not only Park County but also other communities in Central, South-Central and South West Colorado (and vice versa).

3.6.6 Drones and UAVs

A unique concern for the PPACG Region is drone and unmanned arial vehicles (UAVs) for last-mile delivery services, particularly as they relate to e-commerce. because the commercial air and military installations in the region, specifically in El Paso County where this technology would most imminently implemented, have strict air space controls and restrictions. Through the discussions with industry stakeholders in the engagement and outreach elements of this plan, due to broad restrictions around airspace control drones and UAVs are not being explored in the PPACG

Region at this time. However, as this form of last-mile delivery continues to be explored and adopted the region should consider working with commercial and military airspace partners to explore incorporation of air-shipping corridors where e-commerce and other drone shipping businesses can freely use the airspace at designated altitudes for shipping purposes. This technology, though is likely several years to decades away from moves towards major adoption in the region

FIGURE 3-5 UAV DELIVERY VEHICLE



3.6.7 Other Last-Mile Considerations

While this plan does not deeply explore the to-home delivery there are notable relationships between last-mile delivery needs in the PPACG Region. The last-mile challenges for large shippers and distributors typically orient around delivery scheduling and reliability. Truck parking for warehousers and distributors is limited on the pick-up end of heavy duty trucking transportation. This corresponds to understanding how existing an new developments use technology or municipal guidance for providing adequate truck staging and parking to ensure congestion does not spill onto the pubic right of way and shipping is reliable and timely. On the receiver end of this transaction delivery windows for large businesses, retail stores, and shopping centers can be limited, particularly for circumstances where business collocated with other businesses in denser urban areas. The strategies for addressing these needs include exploring urban micro-hubs to consolidate goods before final delivery, off-peak delivery policies ensuring delivery vehicles avoid impacting peak-hour traffic, and curb management policies and technologies (several of which are discussed in the curb management subsection above) to reduce conflict, enhance navigation flexibility for drivers, and avoid congestion. These are important considerations for freight related policy making at the municipal level.

SECTION 4

PROJECTS AND CORRIDORS



4.1 Upcoming & Current PPACG Projects

I-25 serves as a backbone of commercial freight movement for the Pikes Peak region, the state of Colorado and the extended CanAm Corridor (from Mexico to Canada). Additional freight corridors, including US 24, CO 94, CO16/CO 21, and CO 115, are key elements of the overall freight network, providing interregional freight movement connectivity to the broader national freight network and supporting mobility of residents of the Pikes Peak Region. Within the Pikes Peak region and beyond, all these corridors are essential to commercial freight movement, military access/deployment, and regional mobility.

Recognizing the importance of these critical corridors to economic stability, military access and mobility, the PPACG region has prioritized long range planning and strategic improvements targeted at improving and enhancing each of these corridors as well as strengthening the essential connections among these freight and military access routes. Recently completed, ongoing and programed projects include the multi-corridor Military Access, Mobility & Safety Improvement Project (MAMSIP), CO 115 safety improvements, I-25 ramp metering, the Southern Colorado Rail Park, I-25 Safety Improvements (Circle Drive to Academy Boulevard), and completion of a CO 21/Powers Boulevard I-25 bypass/loop freeway.

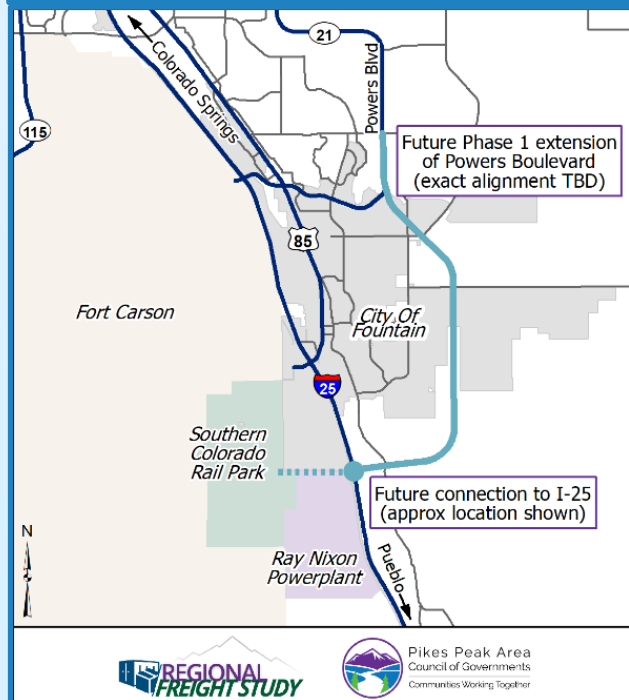
SOUTHERN COLORADO RAIL PARK

The Southern Colorado Rail Park (SCRP) is a significant upcoming freight project within the PPACG region. Shown in Figure 4-1, SCRCP is a proposed industrial park and freight hub project that is currently progressing through the development review process. The SCRCP industrial park site is currently located within El Paso County, Colorado, and a trackage agreement with the City of Colorado Springs was recorded May 30, 2023. The site is bordered by Fort Carson to the north, south, and west, City of Fountain property to the east, and the Ray Nixon powerplant to the southeast. The site is planned to be developed over four phases, with the first phase including only the exiting rail line into Fort Carson. The planned land use mix for the site will be primarily light and heavy industrial, with some retail and storage/warehousing uses also expected. The buildout of the site is expected to progress over a period of about 20 years.

Background

The planning, funding, and implementation process for the Southern Colorado Rail Park rail-served industrial complex began in 2014. The initiative by El Paso County and the City of Fountain was fueled by findings from a local Economic Development Assessment Team (EDAT) Report (October 2014) that was undertaken in response to a series of natural disasters in El Paso County in 2012 and 2013. Prominent among the findings cited by the report were: that while population was increasing, job creation was not, that while El Paso County was gaining jobs, the region was losing total jobs, and that El Paso County was losing manufacturing jobs at a rate that was well beyond the national trend. El Paso County funded a Proof of Concept Report (2015) for the El Paso County Office of Economic Development and gained transition with the U.S. Economic Development Agency (EDA) offices in Denver. The 2015 report validated the concept, lauded multijurisdictional collaboration and potential for regional multiplier effects, and identified a site for the proposed rail park adjacent to Colorado Springs Utilities Ray Nixon coal-fired power generation plant and immediately east of Fort Carson.

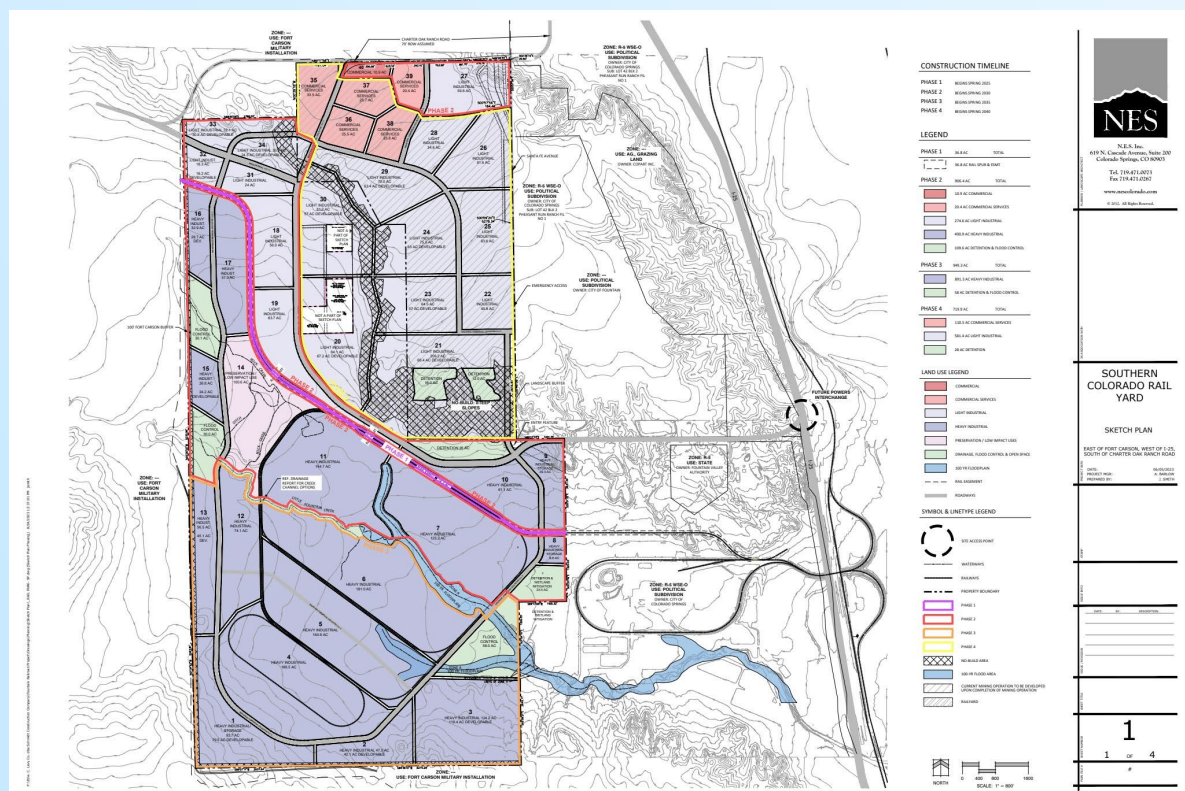
FIGURE 4-1. SOUTHERN COLORADO RAIL PARK



Over the next seven years, El Paso County and Fountain were joined by new partners, including Colorado Springs Chamber and Economic Development Corporation, the City of Colorado Springs, and the Edward C. Levy Corporation (owner of the vacant tract of land). The partners entered an MOU advance the rail park and collaboratively further supporting study the produced the Front Range Dual-Service Rail Park of Southern Colorado Project Feasibility Study in May (May 2022) prepared for the U.S. EDA and supported a public/private partnership to make the rail park a reality.

As shown in Figure 4-2, initially, access to the site will be to Charter Oak Ranch Road only. A planned future connection to Interstate 25 (I-25) near mile post (MP) 125.7 (or approximately 2.25 miles south of the US 85 interchange) will improve access to the site and provide the connectivity to adequately serve full buildout of the development. The planned connection to I-25 would align with the proposed extension of Powers Boulevard, which will connect with I-25 from the east.

FIGURE 4-2. SOUTHERN COLORADO RAIL PARK SKETCH PLAN



Military Access, Mobility & Safety Improvement Project (MAMSIP)

Improvements to CO 94, South Academy Boulevard, I-25, and Charter Oak Ranch Road comprise the MAMSIP project, as discussed below and labeled in Figure 4-3. The \$161 million project, funded by contributions from CDOT, El Paso County, Pikes Peak Rural Transportation Authority (PPRTA), and a federal BUILD grant, will improve safety, operational efficiency, and economic vitality of primary commercial freight routes, while reinforcing strategic mobility throughout west and south Colorado Springs.

- **MAMSIP CO 94 Improvements Component (1)**

This \$11 million project was completed in June 2023. Improvements to CO 94 included the addition of a westbound passing lane (between North Franceville Coal Mine Road and US 24), installation of fiber (from US 24 to Enoch Road), construction of a “jug handle” intersection at Blaney Road. Together these three project components, completed in summer 2023, will increase operational efficiency of westbound traffic and improve safety between North Franceville Coal Mine Road and US 24, enable future installation of ITS along the corridor as well as high speed communications for future development, and remove slow moving traffic from the passing lane at Blaney Road, thereby increase the operational efficiency of eastbound traffic.

- **MAMSIP South Academy Boulevard Widening and Resiliency Component (2)**

Academy Boulevard is a key arterial roadway that runs north to south for approximately 15 miles through Colorado Springs and was formerly CO 85. Prior to expansion of the City far to the east of the historic urban core, Academy Boulevard was envisioned as a loop/beltway alternative route to I-25. The South Academy Boulevard project segment includes only the southern mile and a half of from the I-25 interchange, crossing US 85/ 87, and continuing to the road’s approach to Milton Proby Parkway which connects to CO 21. The project segment is a key corridor for commuters and inter-regional travel, as well as critical defense access and haul route for military personnel and equipment travelling between Peterson Space Force Base and Fort Carson providing access to six of Fort Carson’s entrances (Gates 1-6), including the primary freight access to the Post. Carrying an Annual Average Daily Traffic (AADT) traffic flow of approximately 57,500, this segment of I-25 is characterized by recurring congestion during peak hours.

Improvements to the South Academy Boulevard project segment include widening to provide three dedicated travel lanes in each direction, scour protection to improve the resilience of bridges crossing Fountain Creek, widening of bridges crossing over Bradley Road and other corridor infrastructure to accommodate three travel lanes in each direction, noise abatement treatments, drainage improvements, and lighting improvements.

Together, the South Academy Boulevard project segment improvements, to be completed in 2026, will provide enhanced safety and mobility for motorist, provide a smoother surface and safer driving while extending life of the asphalt pavement, reduce the impact of highway noise on the surrounding environment, and improve bridge resiliency, ensuring no movement or settlement during major storm events thereby mitigating the need for bridge closure and delays for inspections.

- **MAMSIP I-25 Safety Improvements Component (3)**

I-25 is the spine of Colorado’s vehicular mobility and freight movement as well as the major north to south transportation corridor in Colorado Springs. The 7.5-mile project segment extends from South Academy Boulevard to Santa Fe Avenue (US 85/87), the exit for Fort Carson Gate 19. Improvements to the project segment include replacement of two bridge crossings over South Academy Boulevard, widening of both inside and outside shoulders and installing safety improvements, a concrete surface treatment overlay, installation of median barriers for the entire length of the corridor, maintenance work of four bridges, and installation of a (SB) deceleration lane at the CO16 interchange.

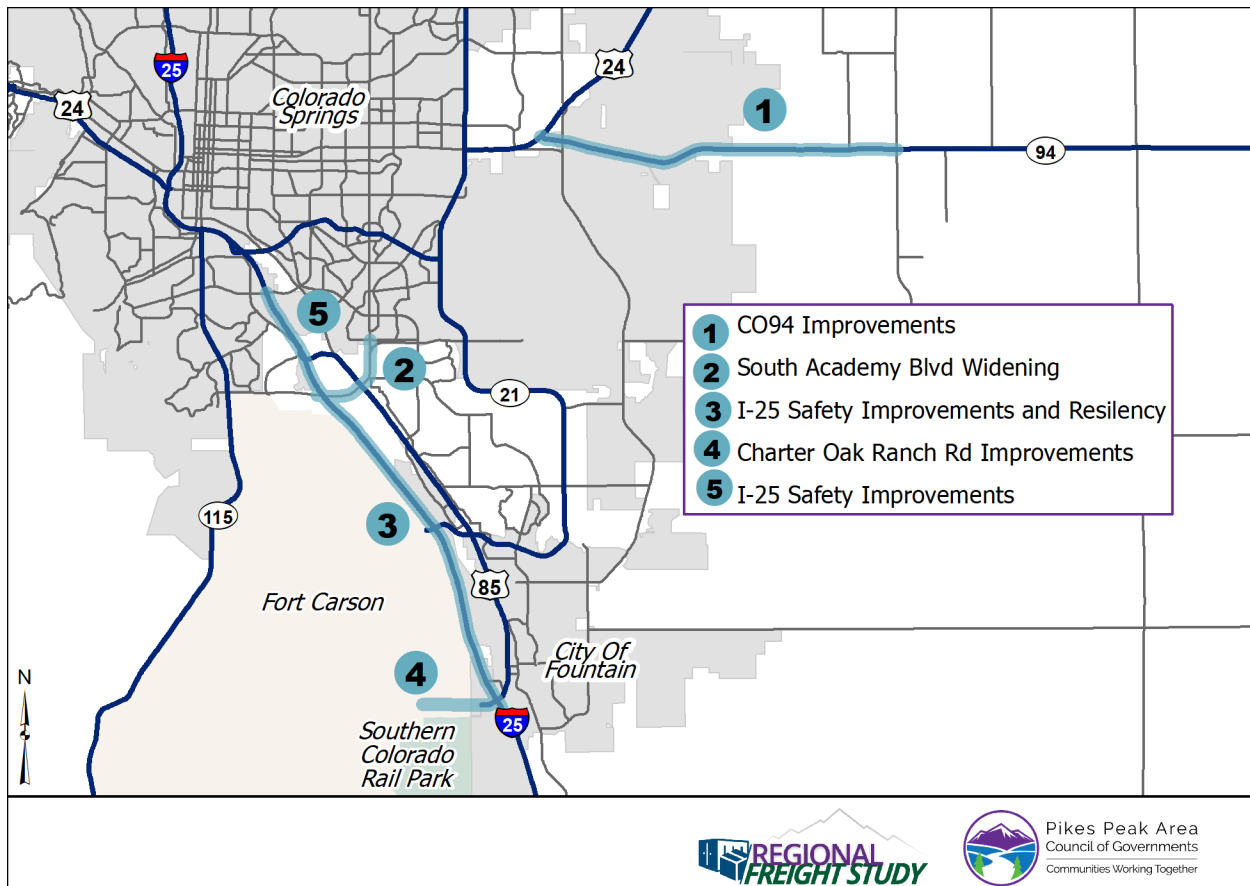
Collectively, the work on the I-25 project segment will improve safety, resulting in reduction of accidents, injuries, and fatalities; and will improve mobility along one of the state's busiest instates while maintaining the economic vitality provided by this critical north to south route.

- **Charter Oak Ranch Road Improvements Component (4)**
Charter Oak Ranch Road is accessible off I-25 via Santa Fe Avenue (US 85) and is the only access to Gate 19 of Fort Carson, the region's largest employer. In 2009, Charter Oak Ranch Road was designated by the U.S. Department of the Army as important to national defense. More than 40 percent of the traffic using Charter Oak Ranch Road is heavy vehicles, and the road is characterized by crumbling pavement, poor drainage, steep grade, narrow lanes, and no facilities for cyclists or pedestrians.

I-25 Safety Improvements (Circle Drive to South Academy Boulevard) (5)

CDOT recently awarded a contract to develop conceptual design for the I-25 segment located immediately to the north of the MAMSIP project segment. Improvements to the new segment will include the types of improvements underway for the MAMSIP segment and will also focus on key connections to this segment including operational improvements to the southbound weaving section between the southbound Circle Drive on-ramp and South Academy Boulevard off-ramp.

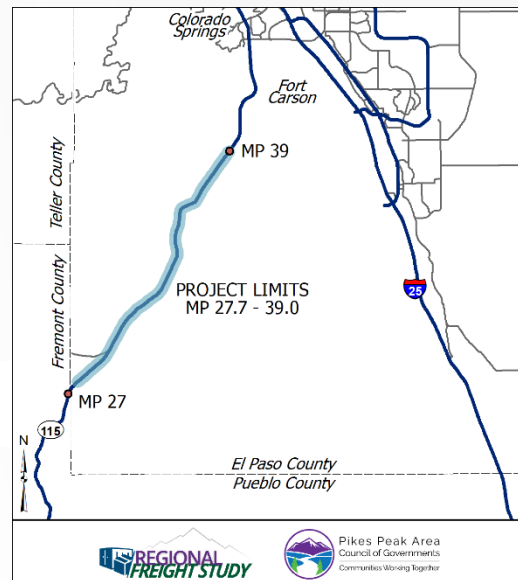
FIGURE 4-3. MILITARY ACCESS, MOBILITY & SAFETY IMPROVEMENT PROJECT (MAMSIP) PROJECTS



CO 115 Safety Improvements (MP 27.7 to MP 39)

Shown in Figure 4-4, this \$40 million project includes addition of passing lanes and right turn lanes to the CO 115 project segment as well as rehabilitation or reconstruction of cracked and distressed pavement between and Rock Creek Canyon Road and one mile south of Barrett Road. These improvements, completed in late 2024, improve roadway and bridge safety, and enhance corridor mobility by adding turning lanes and passing lanes. Reconstruction of this CO 155 project segment also provides a smoother driving surface and increased the longevity of the highway.

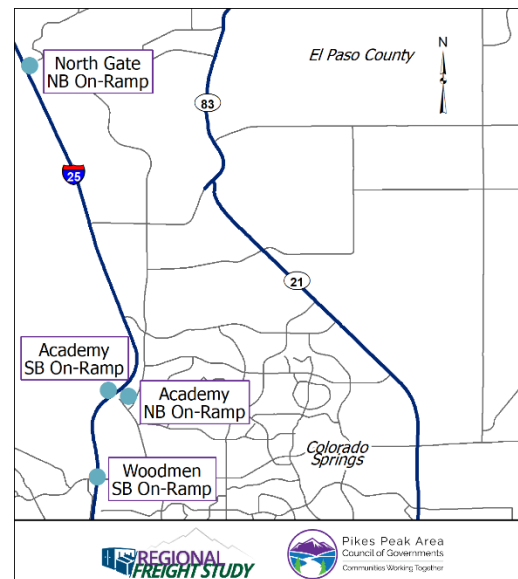
FIGURE 4-4. CO 115 SAFETY IMPROVEMENTS (MP 27.7 TO MP 39)



I-25 Ramp Metering in Southeast Colorado

Shown in Figure 4-5, I-25 on-ramp widening and ramp metering improvements at Woodmen Road (SB on-ramp), North Academy Boulevard (NB and SB on-ramps) and North Gate Boulevard (NB on-ramp) has been completed since 2023. Intelligent Transportation Systems (ITS) will use automated vehicle/queue detection to monitor, trigger and time vehicle release to adjust meter timing and mitigate any traffic backups. Ramp metering at these locations will enhance roadway safety and improve I-25 congestion through spacing and pacing vehicle entry onto the interstate.

FIGURE 4-5. I-25 RAMP METERING IN SOUTHEAST COLORADO



CO 21/Powers Boulevard

- There are three planned projects along CO 21 and Powers Boulevard, listed below and shown in Figure 4-6. These projects will enhance the regional freight network by providing an additional north to south route parallel to I-25. This improved route will also serve as a connection between east to west routes, such as US 24 and CO 94. CO 21 currently ends at a signalized T-intersection at CO 83/Interquest Parkway. With planned extension of CO 21 to a connection with I-25 at the Voyager Parkway interchange, this intersection will be upgraded to a full interchange.
- **North Powers Connection to I-25 (2)**
This project will extend CO 21 north from the current terminus at CO 83 to a north connection to I-25. Design for the extension is underway and rough grading of dedicated right-of-way has been completed.
- **South Powers Extension (3)**
An ongoing Planning and Environmental Linkage (PEL) Study for extension of Powers Boulevard/CO 21 south from CO16 has identified recommended alignments for phased extension of Powers Boulevard to the south. The recommended alignment for the initial phase of the project would connect to I-25 at a new interchange located approximately 1.7 miles south of the existing Santa Fe Avenue/CO 85/87 interchange. A future phase of the project would take off from the initial alignment to extend further south to connect to I-25 at an upgraded PPIR interchange (located approximately 6.2 miles south of the existing Santa Fe Avenue/CO 85/87 interchange).

FIGURE 4-6. CO21/POWERS BOULEVARD



4.2 Potential Future Freight Projects

Through PPACG's comprehensive, continuing, and collaborative planning process potential future projects for support commercial freight movement within the region were identified and prioritized. Projects are described below and are labeled to correspond with Figure 4-7, following this section, and only corresponds to the locations of the projects and does not imply any level of prioritization among them. Potential future projects include improvements to primary commercial freight movement corridors as well as to key network connectors as well as the addition of new connectors and freight hubs.

Primary Freight Corridor Improvements

1. **US 24 W Operational & Safety Improvements (I-25 to Manitou Avenue)**
Recommended improvements from the Environmental Assessment (May 2012) include both capacity/operational improvements and safety improvements. While selected improvements have been completed, implementation of the remaining recommended improvements is needed to serve the commercial freight movement and mobility needs of the "pinch point" corridor segment.
2. **US 24 W Operational & Safety Improvements (Manitou Avenue to Green Mountain Falls Road)**
The steep grades and sharp curves that characterize this segment of the corridor cause differential travel speeds and backups. Where feasible, the addition of climbing lanes and wider lanes or shoulders would be beneficial from both safety and operational perspectives. speeds, congestion. The feasibility of implementing widening though the Ute Pass segment of this corridor is limited due to the proximity to the travel lanes of the Fountain Creek and steep rock cropping.
3. **US 24 E Operational & Safety Improvements – CO 21 to Ramah Road**
A Planning and Environmental Linkage (PEL) Study for US 24 E, from Powers Boulevard/CO 21 to the Town of Ramah was completed in 2018. The recommended alternative includes widening and addition of passing lanes as well as intersection and access improvements.
4. **CO-94 E Operational & Safety Improvements – Mile Post 0 to US287**
The MAMSIP project included improvement to CO94 west of North Franceville Coal Mine Road. Similar improvements continuing east are needed, including passing lanes, safety improvements and selected intersection improvements. This extended upgrade of CO 94 will result in a connection to the Ports to Plain Corridor (US287/US40 at Kit Carson).
5. **CO 16/CO 21 at Mesa Ridge Parkway Interchange Improvements**
Fort Carson Gate 20, that processes the highest level of entries/departure from the Post, is accessed from Mesa Ridge Parkway (CO 16/CO 21). Mesa Ridge Parkway is the final leg of CO 21 that provides connectivity to I-25. CO 16 operates at capacity, providing poor levels of service. Improvements to the interchange could optimize ramp and cross street processing of high volumes.

Network Connector Improvements

6. **Bradley Road to CO 21 Connector**
Bradley Road currently ends to the east of Grinnell Boulevard. To improve freight network connectivity, Bradley Road should be extended to Powers Boulevard/CO 21.
7. **Bradley Road Improvements (CO 21 to Drennan Road)**
East of CO 21, Bradley Road exists between CO 21 and Drennan Road. Safety and operational improvements to this segment of Bradley Road would enhance its function as a freight network connector to Marksheffel Road and the future Briargate Stapleton Loop Road/Beltway.
8. **Curtis Road (US 24 to Drennan Rd)**
Supporting the Briargate/Stapleton Loop Road/Beltway, this project would bring this section of Curtis

Road up to current freight standards, as the rural road has no shoulders and needs intersection safety improvements, as well as drainage improvements.

9. Blaney Road/Davis Road Improvements – CO94 to Curtis Road
This project supports the regional use of the landfill on Blaney Road. These connector roads are gravel and have too many truck trips to safely function for freight. The gravel roads need to be paved and brought up to current standards including shoulders, safety improvements, and drainage improvements.
10. Woodmen Rd (US 24 to Golden Sage)
Woodmen Road is a major east west connector from I25 to US24 East. While the Colorado Springs segment is currently 6 lanes, the El Paso County section needs to be widened to 6 lanes, along with intersection and drainage improvements and multimodal accommodations.
11. Eastonville Rd (Londonderry to Sweet Rd)
As the Falcon area has grown and is now a major population center, the important north-south connection is a redundant road connection to Meridian Road and handles not only freight, but also serves schools and new development is already being planned. There are currently too many trips on this gravel road, which would be converted to pavement
12. Elbert Road (US 24 to County Line Improvements)
Elbert Road makes an important connection from US24 East going to Douglas County and connects to SH86. This rural road needs to be brought up to current standards as the road has no shoulders, needs intersection safety improvements and drainage improvements.
13. South Powers Blvd Extension – I-25 to CO 21
This project will serve as a redundant road for I25 and will serve freight from Powers north, COS airport and the Freight distribution centers around the airport and Powers south will make the southern connection back to I25..
14. South Academy Blvd
The segment east I25 needs to be increased to 6 lanes and an interchange is potentially needed at the Pikes Peak State College (PPCC) /commercial area, which is important for military readiness, connection to rail, and the connection from Hancock Expressway, COS airport, and SH115.
15. US 285 Safety Improvement (Park County)
A sharp curve on US 285 northeast of Fairplay afford limited sight distance and poor operational performance, both of which could be improved by flattening the curve and or reducing vertical obstruction at this location.
16. Hoosier Pass/CO 9 Safety Improvements (Park County)
The Hoosier Pass segment of CO/9 is characterized by sweeping curves and deep drops. Safety improvements including wide shoulders and passing/climbing lanes are needed to support improved efficiency and safety performance.
17. CO 15/Elkhorn Road (Park County)
Elkhorn Road is a local collector roadway that parallels CO 9, east of Hartzel and provides redundant connection between US 24 and US 285. This project would upgrade Elkhorn Road so that it could be used as a detour route for CO 9, a high volume freight route, for closures/incidents.

Resiliency/Incident Management Improvements

18. Briargate Extension to Meridian Road– Stapleton Loop Road/Beltway
The Briargate-Stapleton Loop Road/Beltway, a redundant route for I-25, has been part of planning for El Paso County since 1987. Several segments have been constructed and planning to preserve the corridor and control access to the future loop road have been developed and adopted.

19. Hwy105 – I25 to CO83 Improvements

This project is a northern connection from I25 to US83. It serves as an important redundancy project for incident management on both state highways.

Bridge Improvements

Identifying and improving low height bridges, as well as those with oversize/overweight restrictions is a vital step in improving regional freight mobility. These restrictions pose a challenge for oversize/overweight vehicles, leading to detours and increased travel times, in turn resulting in additional costs. Improvements such as raised bridge clearances or structural reinforcements can mitigate these challenges, improving the economic competitiveness of the regional freight network by ensuring that the infrastructure can handle a range of freight vehicle. The list below provides the locations of bridges with load and height restrictions. There are currently 3 load restricted bridges in the region and 11 height restricted bridges.

Load Restriction Bridges

20. US-24 East of Manitou Springs

21. US-24 West of Peyton

22. US-24 East of Calhan

Height Restriction Bridges

23. I-25 at Interquest Pkwy

24. I-25 at N Academy Blvd

25. & 26. I-25 North of E Academy Blvd

27. US25 South of City of Fountain

28. US24 Bypass at I-25

29. US-24 East of Manitou Springs

30. SH 105 at Railroad Crossing in Monument

31. SH 115 at S Academy Blvd

32. SH115 East of Cheyenne Mountain AFB

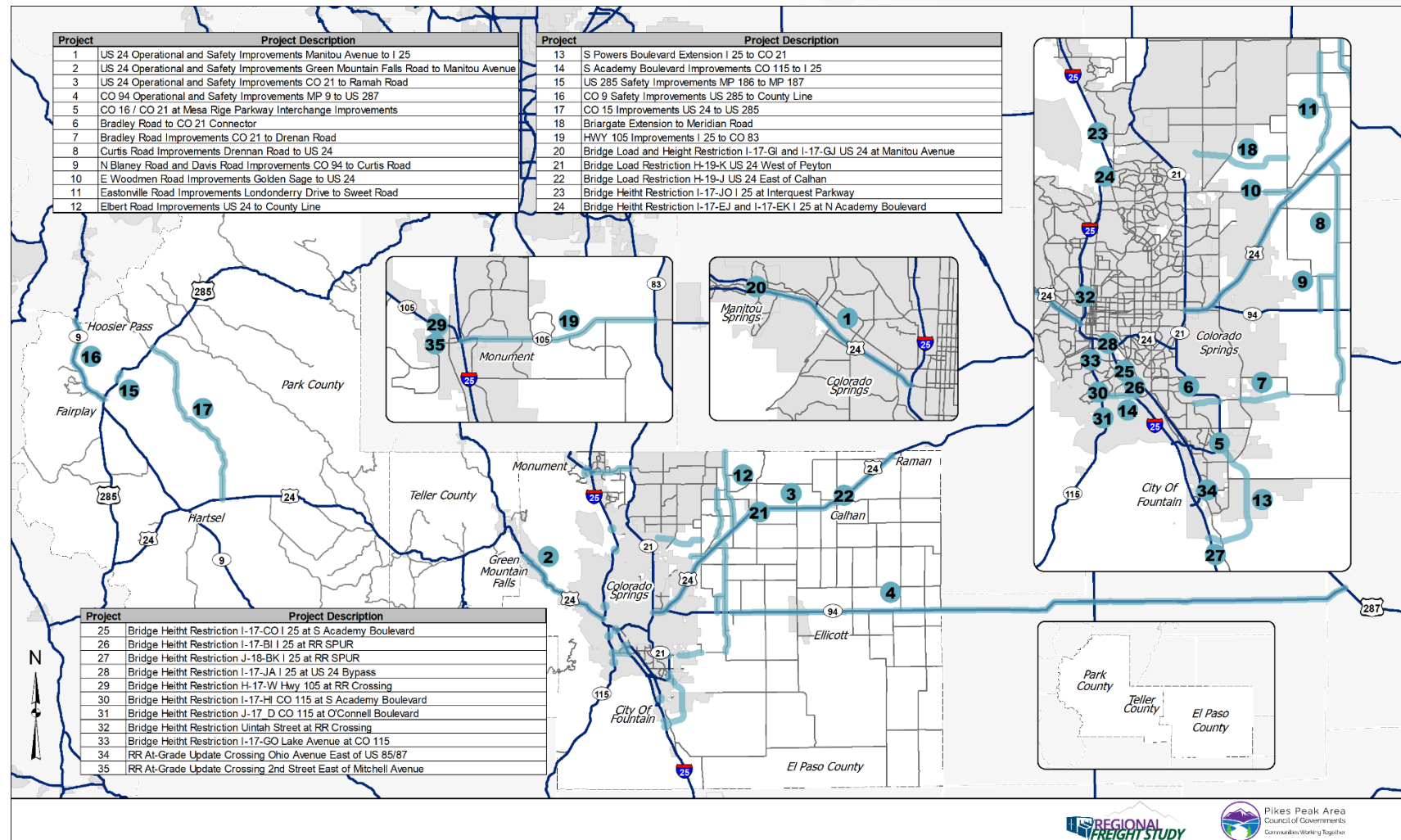
33. Uintah Street at I-25

34. Nevada Ave at Lake Ave West of Stratton Meadows

Railroad Crossing Improvements

Improving railroad crossings is crucial for enhancing freight efficiency and reducing delays in the regional freight transportation network. Single and dual track rail lines bisect various communities within the PPACG region. Upgrading these crossings can lead to reduction in travel times and delays in freight shipments. For example, these cities include both Fountain and Monument. While the rail lines are at grade through the majority of the City of Fountain, the crossing at **(34)** Ohio Ave East of US 85/87 is a priority given its location along a higher volume corridor. The city of Monument contains one at-grade railroad crossing at **(35)** 2nd Street East of Mitchell Ave. Additional grade-separated crossings may be needed within the region at these types of crossings, that intersect communities or major freight corridors, to reduce delays and improve freight efficiency.

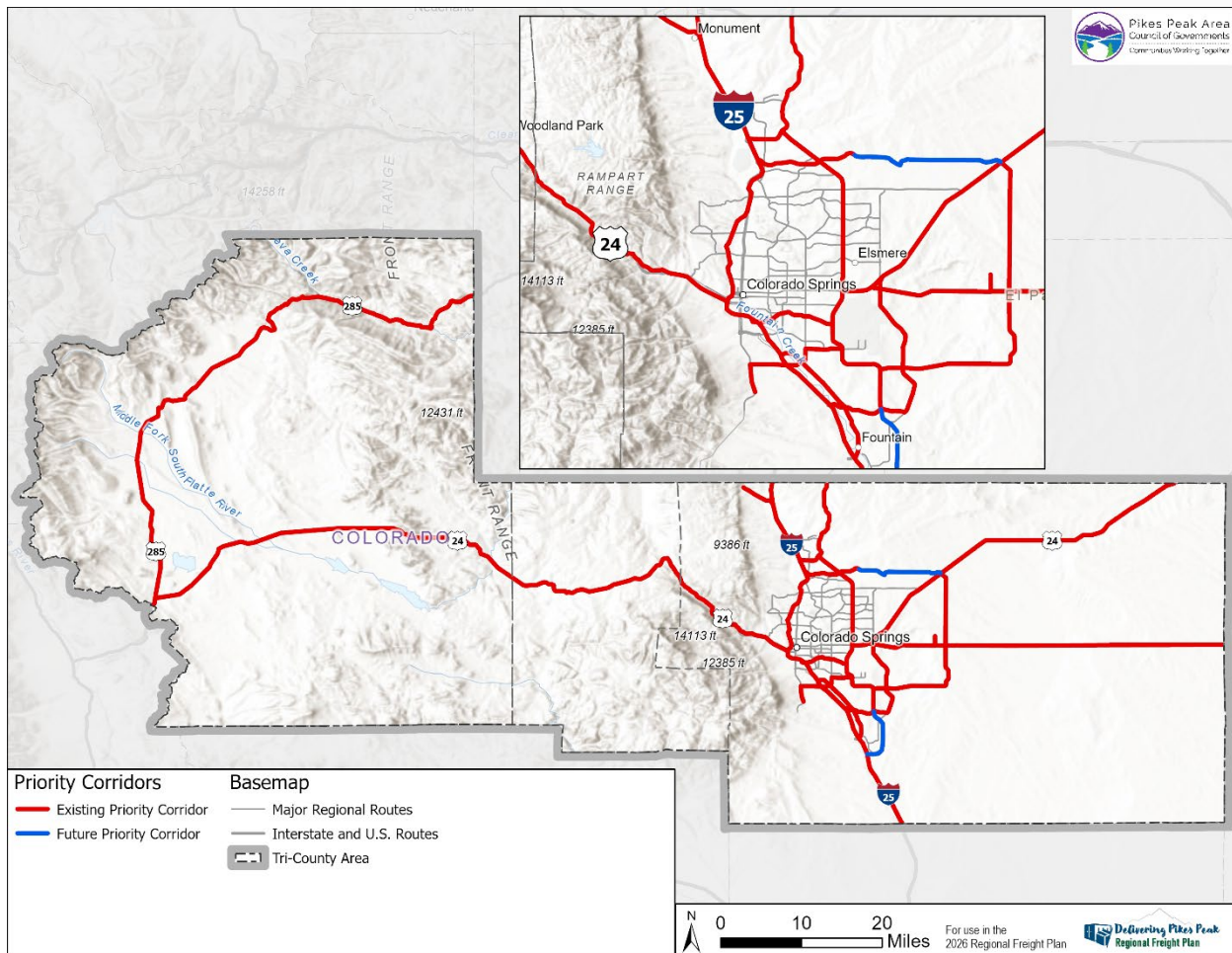
FIGURE 4-7. PPACG POTENTIAL FUTURE FREIGHT PROJECT LOCATIONS



4.3 Vision Freight Network

Building off the analysis of existing conditions and operations, as well as stakeholder engagement, the PPACG Regional Freight Study established a Vision Freight Network. Shown in Figure 4-8, this network consists of existing and future corridors that are regional priorities for freight infrastructure developments, some of which are part of upcoming and current PPACG projects. These corridors were identified based on high truck volumes, high percentages of trucks related to total volume, and additional corridors recommended by stakeholders. These corridors are vital to the transportation of goods in and through the PPACG region and, as such, is recognized again here in the Regional Freight Plan.

FIGURE 4-8. PPACG VISION FREIGHT NETWORK



SECTION 5

PRIORITIZATION FRAMEWORK

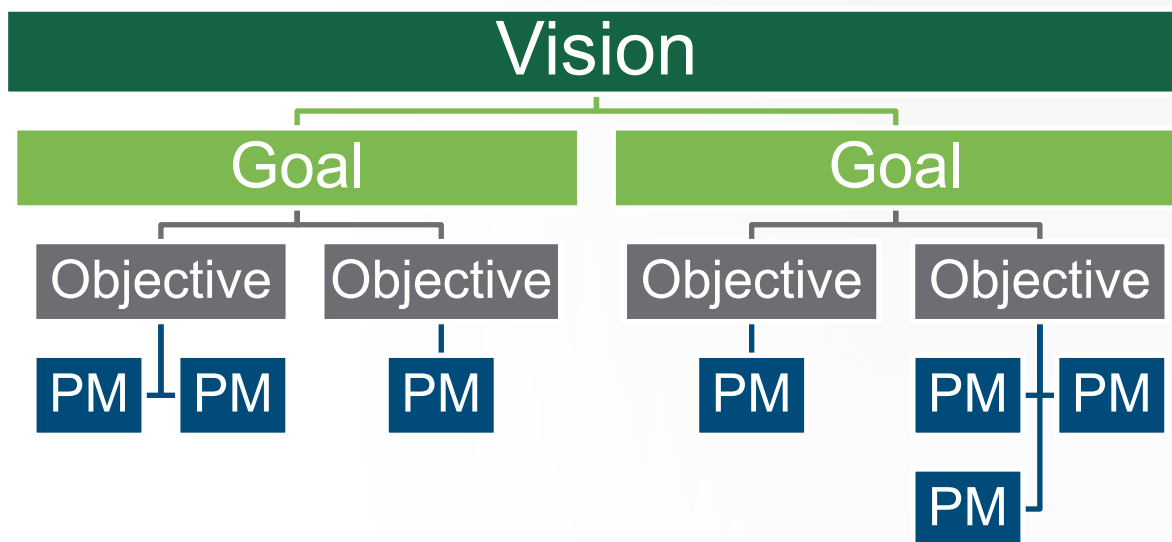


5.1 Prioritization Framework Introduction

This section provides a decision-making framework to allow the data, engagement, and analyses to become both implementable and informational. This section addresses the need for decision-making tools and resources by providing a composite Goal-Objective-Performance Measure synthesis that both informs decision makers of freight priorities and builds a system for measuring progress as the region grows and invests in itself. Additionally, this section provides guidance on freight funding sources by funding entity and applicable project types to support identification of funding for freight planning and programming as opportunities become available. Goals-Objectives-Performance Measures

The key outcome of this Regional Freight Plan is creating document that can serve as a guidepost for decision-making in the context of freight needs. To achieve this, the region has built a Goals-Objectives-Performance Measures framework that expands on the articulated vision for the region to identify goal areas for what the region would like to advance in freight planning, describes specific objectives that the region would like to achieve and support in the world of freight, and defines the data and information by which the performance of these objectives can be measured. Figure 5-1 describes the hierarchy of this approach and how each element is contained within the vision for freight in the region.

FIGURE 5-1. GOAL-OBJECTIVE-PERFORMANCE MEASURE HIERARCHY



The Pikes Peak Area Region Vision is as follows:



Recognizing the importance of developing a deeper understanding of freight needs and opportunities as a fundamental part of growth in the region, this plan, being stakeholder inspired and data-driven, seeks to provide the planning framework for developing a safe, reliable, resilient, growth conscious and freight sensitive transportation svstem.

In pursuit of this vision, there were **four goal areas** selected, including **Safety**, **Economic Development**, **Resilience**, and **Military**, with each goal area including between three and six objectives. Each objective contains a **Priority** level for the objective, the **Performance Measure(s)** by which the objective will be compared, and the **Performance Description** detailing the desired outcome(s).

Priority: The priority levels are Low, Medium, and High and designate the level of additional consideration objectives should be given in the context of achieving the overall goal. Low implies that either the measure is relatively low priority in comparison to others within the goal area, and High implies the objective and it's performance measures are key elements of freight planning for the region.

Performance Measures: The performance measures detail the individual metrics that determine the success of achieving the objective. These are not comprehensive, but detail one or several key features to successful implementation of the objective.

Performance Description: The performance description simply describes the desired outcome as it relates to the performance measure. This is important to understanding the direction the measure should be moving and supporting decision makers in further understanding what the pursuit of the objective entails.

Table 5-1, and the breakdown that follows, detail the specific decision-making framework for this plan.

TABLE 5-1 PPACG GOALS, OBJECTIVES AND PERFORMANCE MEASURES

Goal	Objective	PM
Safety	Enhance safety for vulnerable road users, motorcycles and other road users.	Crash counts and rates by vehicle type
	Enhance safety for truck drivers while parked and advance awareness of, and encourage response to, human trafficking	Truck parking amenities; Extent of public outreach
	Reduce unsafe conditions created through undesignated truck parking.	Crash counts for trucks that are parked
	Enhance safety at, or eliminate where possible, at-grade highway-rail crossings.	At-Grade Crossing incident counts; Highway-rail at-grade crossing inventory
	Facilitate the safe transport of hazardous materials and oversize/overweight vehicles (OSOW) within and through the region.	Hazmat involved incident counts and impact
Economic Development	Create an attractive business environment in the region.	Total business count
	Understand the role of freight in the tri-county economy.	Freight businesses by industry and county
	Connect the workforce with regional freight employment.	Transit frequency in key industrial/commercial areas; Service in currently unserved areas
	Encourage freight workforce education, investment, and growth in the region.	Total employment; Freight employment
	Identify infrastructure investment opportunities to manage and facilitate growth.	Annual freight project impact
	Elevate a regional rail-freight hub (Southern Colorado Rail Park) and explore opportunities to maximize use of inner-city rail spurs.	Inventory of rail served parcels
Resilience	Ensure a resilient, reliable regional freight transportation system.	Travel time, Travel time reliability, Delay, Bottlenecks
	Support truck drivers through safe and dependable parking options.	Number of truck stops and parking slips
	Strategic use of technology and other innovations to improve operations, direct vehicle routing/rerouting, and keep freight operators informed.	Signage and changeable message signs (CMS) Count
	Understand supply chain vulnerabilities and strengthen primary and alternative truck routes.	Road condition index; Truck AADT on non - designated routes
Military	Continue collaboration between military installations and regional agencies/organizations.	Open invitation for discussion of freight related needs
	Enhance wayfinding on public roadways in coordination with installations.	Count of military designated CMS/Signage and truck base-access information
	Maintain and strengthen infrastructure in conjunction with military needs.	Road condition index and OSOW Bridge count on military routes

Safety

Enhance safety for vulnerable road users, motorcycles and other road users.

This objective encompasses the most immediately visible safety benefits impacting both the freight sector and the general road-using public. The region supports an independently hosted data dashboard that contains the full geospatial crash dataset necessary to monitor this kind of objective. The objective utilizes both crash count and crash rate performance measures to emphasize raw number of incidents as an important factor in determining where safety measures would be most effective while elevating locations where crashes are relatively high in comparison to truck traffic.

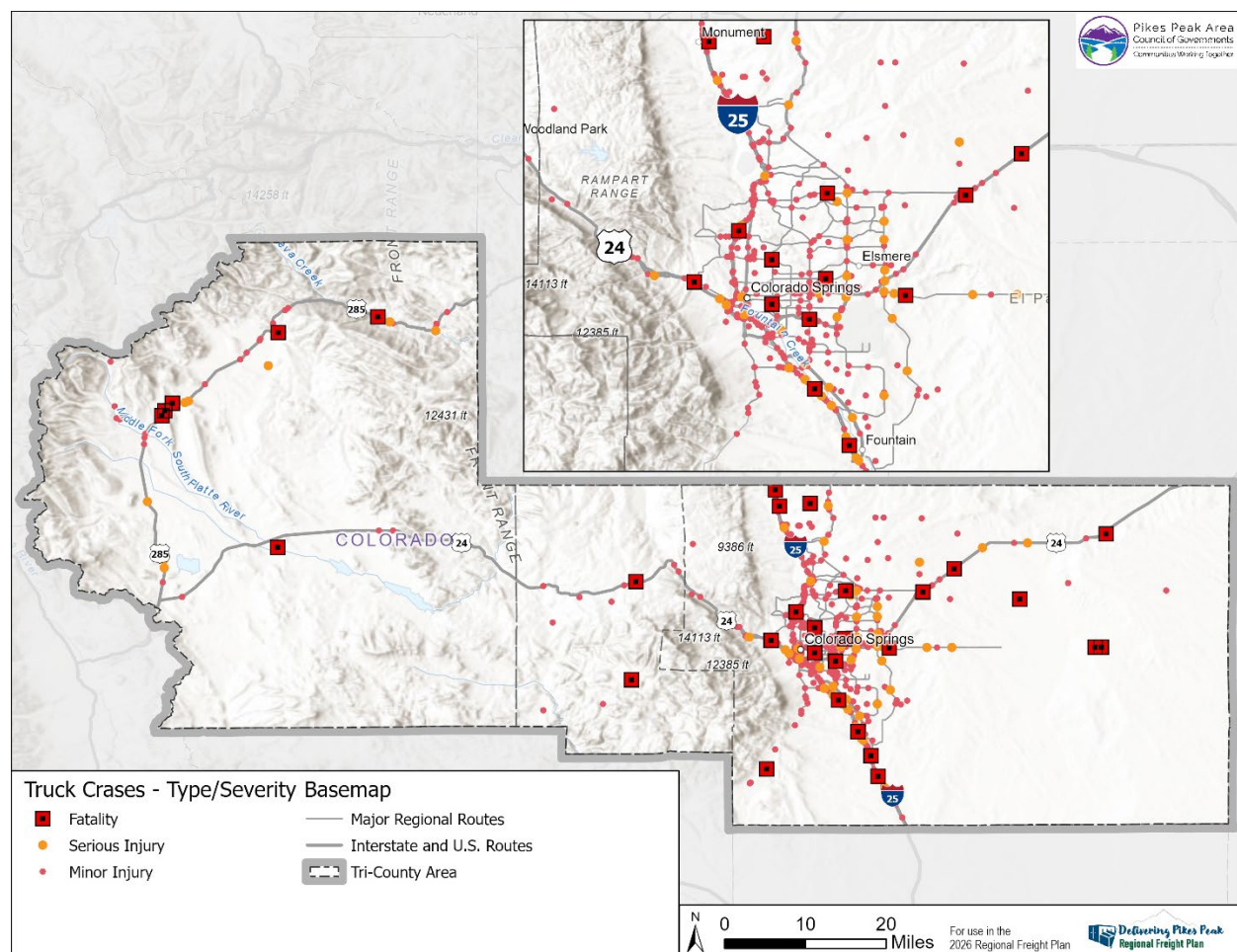
Priority Level: High

Performance Measure: Crash counts and rates by vehicle type.

Performance Description: Decrease incidents between trucks and other road users

Data Source: [PPACG Traffic Crashes Dashboard](#)

FIGURE 5-2 TRUCK CRASHES BY SEVERITY



Enhance safety for truck drivers at designated parking facilities and advance awareness of, and encourage response to, human trafficking.

This objective prioritizes the needs of drivers parked at designated truck parking facilities by itemizing the types of amenities they have access too. Long-haul driver in particular are in need of regular options for rest given federal requirements for consecutive hours of service. Even locally based drivers are susceptible to closures or disruptions that may require they use short-term parking alternatives. Both cases require parking alternatives with appropriate amenities to allow drivers safe, comfortable rest. Additionally, the Region seeks to elevate the issue of human trafficking to protect vulnerable individuals and truck operators are uniquely close to this issue at everything from the international to the intrastate level. While a specific metric with reliable, highly-accessible data is challenging to identify the Region still seeks to elevate this issue through public outreach and awareness campaigns, where feasible, including at truck parking facilities.

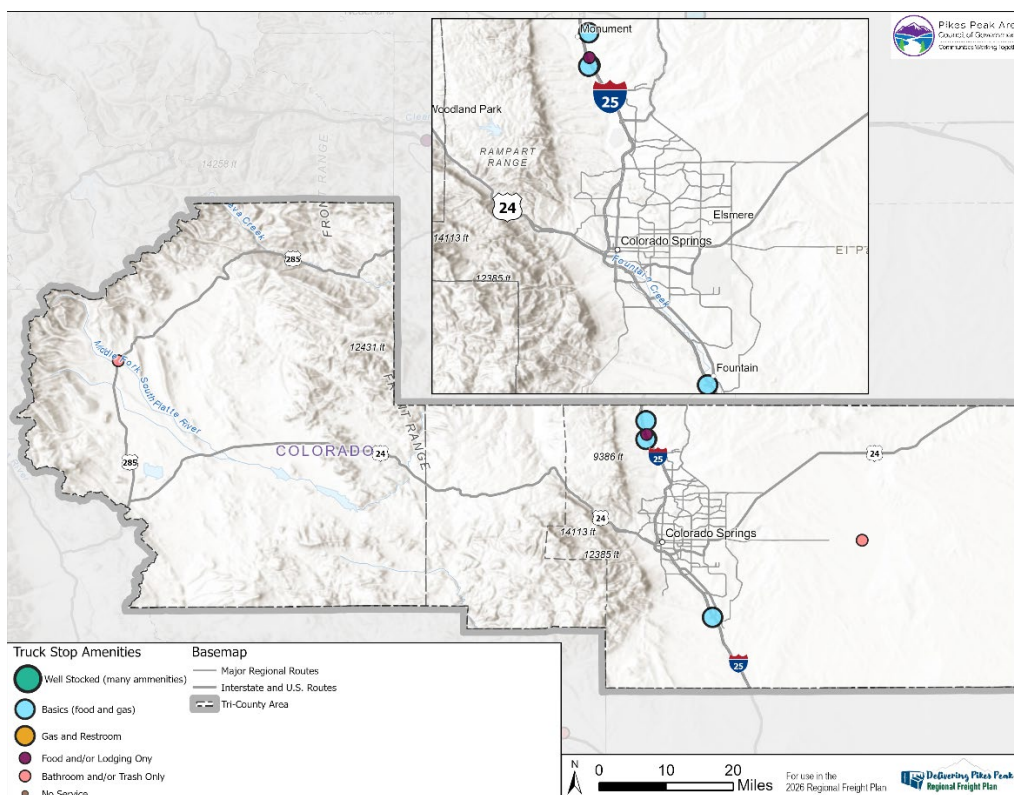
Priority Level: Medium

Performance Measure: Truck parking amenities; Extent of public outreach

Performance Description: **Enhance** extent of truck parking and the amenities offered; **Increase** public knowledge through awareness campaigns

Data Source: CDOT – Truck Stop Dataset (request through CDOT Freight Mobility and Safety Branch)

FIGURE 5-3 TRUCK PARKING LOCATIONS BY AMENITIES



Reduce unsafe conditions created through undesignated truck parking.

This objective is independent to the previous objective because where the first looks at driver safety at designated facilities, this one looks at reducing undesignated parking in the region which can be both a nuisance to the community and, more seriously, can create unsafe driving conditions. Trucks parked on shoulders of interstates and high-speed arterials, interstate ramps, roadways that obscure vision due to geometry, and others can result in rear-end collision of parked trucks and have the potential to be extremely serious and even fatal. This objective seeks to reduce the number of parked truck-related crashes by implementing parking supplies, enforcement, and other strategies.

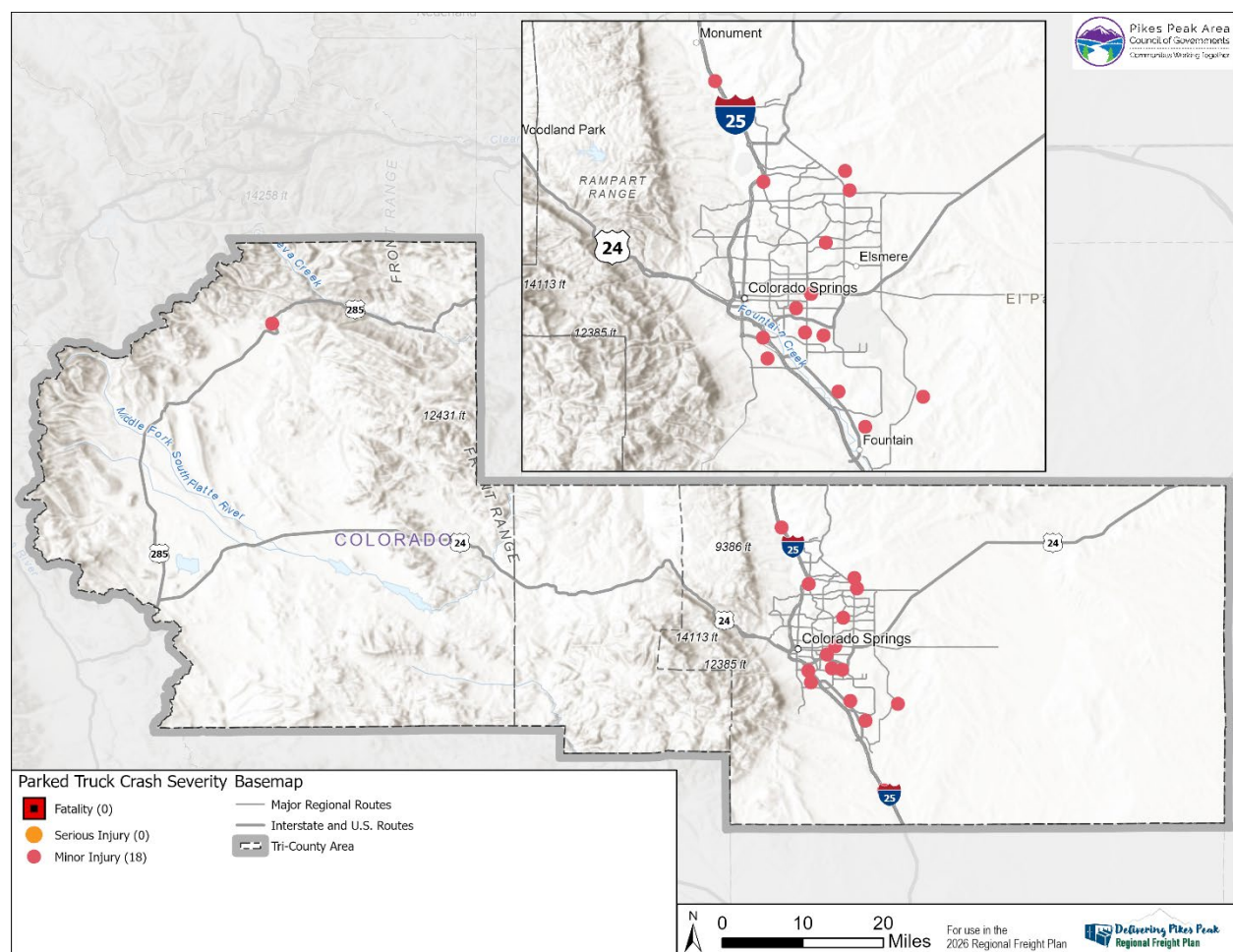
Priority Level: Low

Performance Measure: Crashes counts for trucks that are parked

Performance Description: Decrease parked truck crashes

Data Source: [PPACG Traffic Crashes Dashboard](#)

FIGURE 5-4 PARKED TRUCK CRASHES (2015-2020)



Enhance safety at, or eliminate where possible, at-grade highway-rail crossings.

This objective is the result of strategizing between both rail operators and regional stakeholders that support a mutually beneficial outcome. Rail operators have reduced highway related conflict and roadway owners enhance safety for road users while improving system signaling coordination and operational efficiencies. Using the number of at-grade highway-rail crossings and the number of incidents at these crossings provides the framework for addressing the immediate safety element of crashes while not distracting from the other element of the objective, eliminating crossings where feasible.

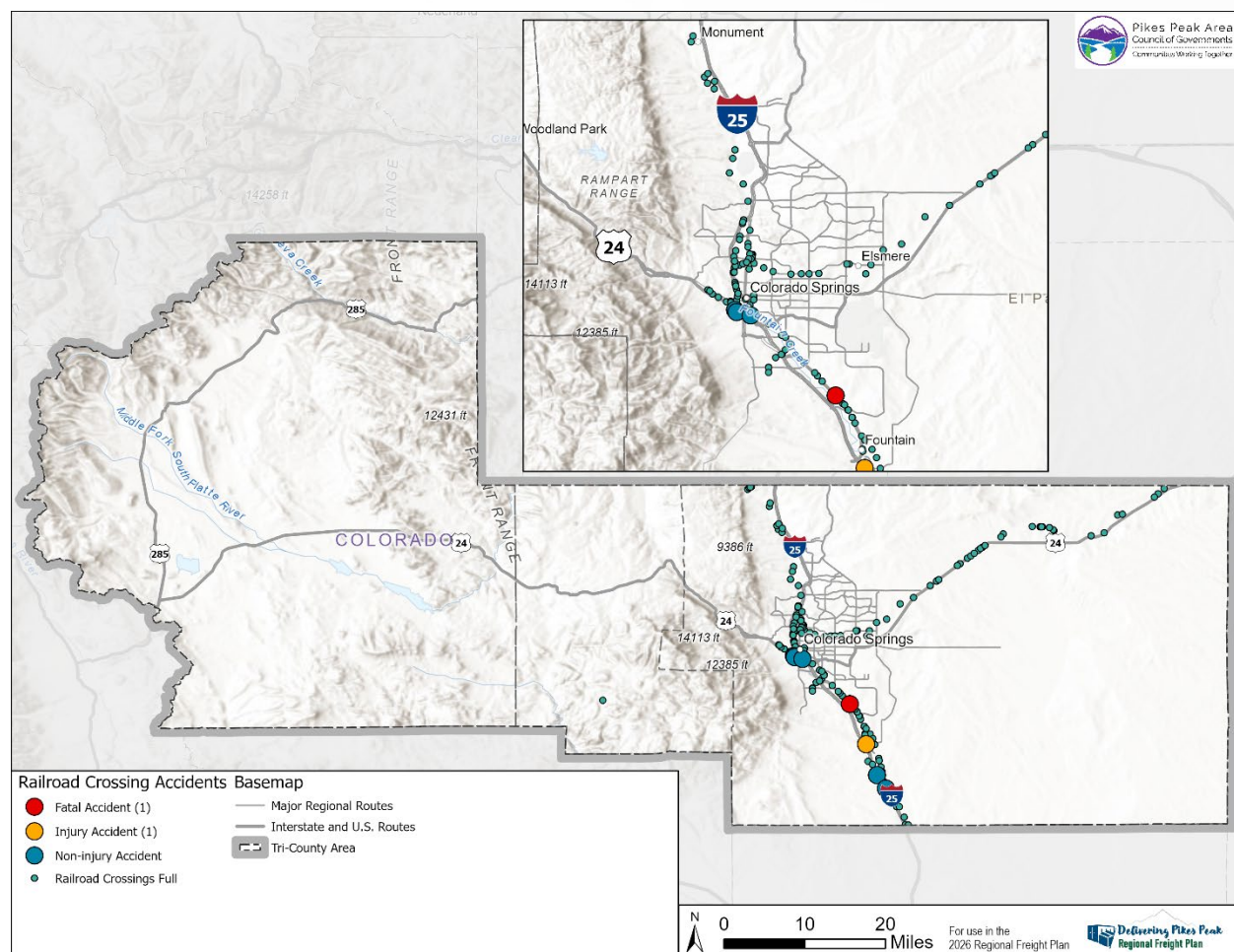
Priority Level: Moderate

Performance Measure: At-Grade Crossing incident counts; Highway-rail at-grade crossing inventory

Performance Description: **Decrease** incidents at crossings; **Reduce** number of at-grade crossings

Data Source: [FRA Safety Data](#) | [FRA](#)

FIGURE 5-5 RAIL CROSSINGS AND INCIDENTS (2000-2022)



Facilitate the safe transport of hazardous materials and oversize/overweight vehicles (OSOW) within and through the region.

Oversize and Overweight (OSOW) and hazardous materials (HazMat) truck transportation is an important element of statewide freight planning and understanding how the region fits into transportation of these commodities is a critical element of coordinating PPACG freight planning efforts with Colorado's state freight plan. This objective encompasses understanding where incidents involving overturned trucks occur to reduce the impact of HazMat and OSOW vehicle crashes and to enhance safety measures at these locations thereby elevating the need for safer routes and alternatives for HazMat and OSOW vehicles.

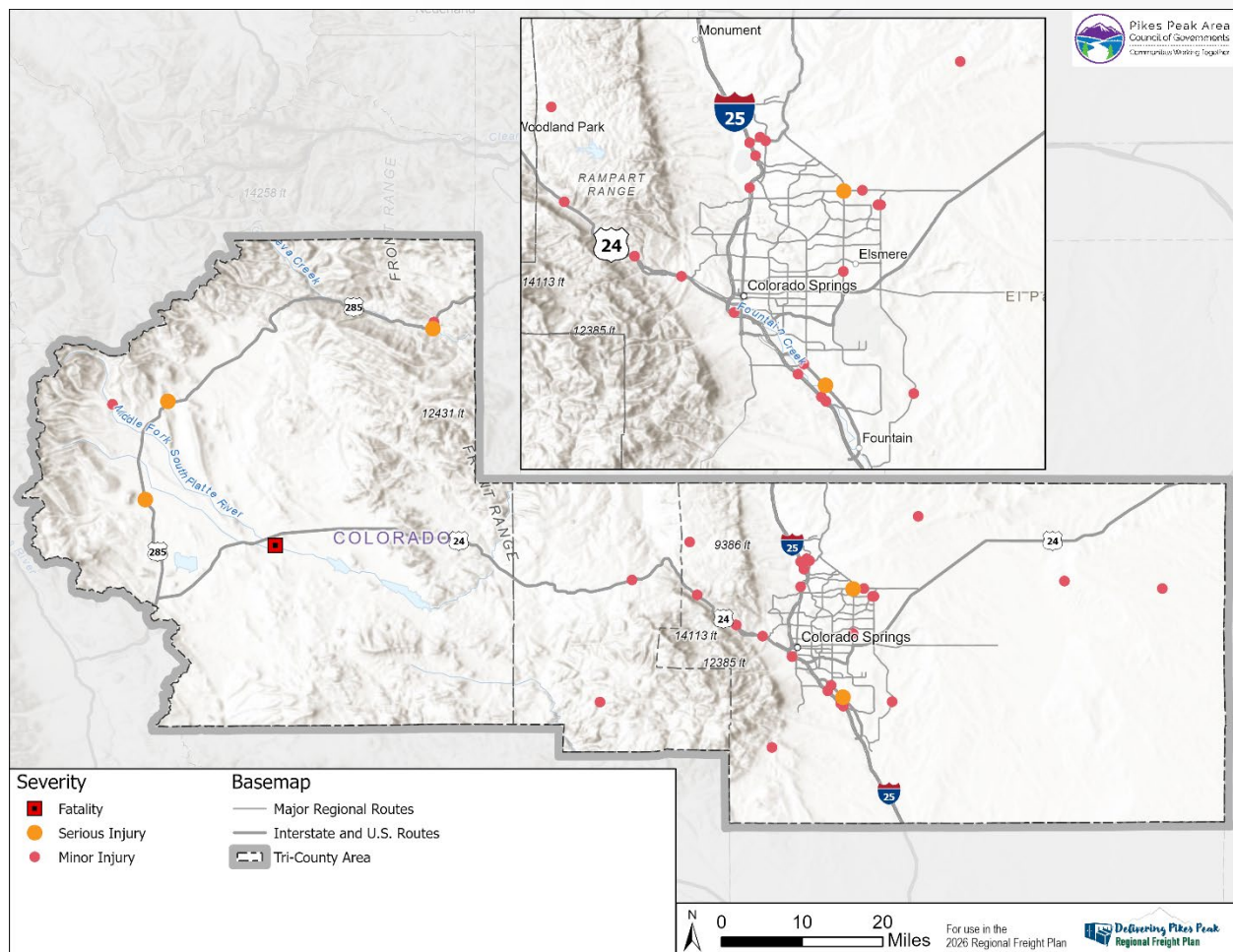
Priority Level: Low

Performance Measure: Overturn incident counts and severity

Performance Description: **Decrease** overturn incidents, particularly those involving HazMat/OSOW vehicles, counts and severity (OSOW and Hazmat is not an accessible characteristic now, but if available in the future should be included)

Data Source: [PPACG Traffic Crashes Dashboard](#)

FIGURE 5-6 OVERTURNING TRUCK CRASHES BY SEVERITY



Economic Development

Create an attractive business environment in the region.

Key elements of economic development are increasing the opportunities for employment, growing existing industries, and encouraging the entrance of emergent industries in the region. One of the underlying indicators for this is the number of businesses active in the PPACG Region. Freight transportation has a deep influence on the underlying economy despite the industry, so tracking the total number of businesses across Park, Teller, and El Paso Counties speaks to the broader economy, and by uplifting all industries the region provides opportunities for freight-related growth, employment, and economic diversity.

Priority Level: High

Performance Measure: Business count

Performance Description: Increase Business count

Data Source: [Census Bureau - CB:ZBP Tables](#)

Total Businesses (count) by Year

2023: 18,852

2022: 18,769

2021: 18,618

2020: 18,165

Understand the role of freight in the tri-county economy.

One of the important points discussed by PPACG private and public stakeholders broadly was understanding the independent needs of each county within the PPACG Region. Each county has unique economic profiles with distinct needs, so developing an understanding of what kinds of freight businesses are operating in each region and the driving factors for growth and any possible threats. Additionally, understanding the kinds of freight businesses describes the connections of the county to other economies both in and outside the region, which supports understanding the transportation system needs. The count of freight businesses by industry is the underlying indicator for understating the tri-county freight economy more deeply.

Priority Level: Medium

Performance Measure: Businesses by industry

Performance Description: Increase freight sector businesses

Data Source: [Census Bureau - CB:ZBP Tables](#) – [OnTheMap](#)

TABLE 5-2 BUSINESS COUNTY BY FREIGHT INDUSTRY

Year	Agriculture/ Forestry	Mining and Oil/Gas	Utilities	Const.	Manuf.	Whole- sale Trade	Transport and Ware -housing	All Freight
2020	42	18	22	1,223	305	607	853	3,070
2021	45	19	18	1,213	296	610	847	3,048
2022	46	16	18	1,342	316	676	861	3,275
2023	45	19	20	1,305	316	688	863	3,256

Connect the workforce with regional freight employment.

Workforce growth and opportunities were recognized as critically important in the how the region measures success in economic development and was split into two objectives. This objective looks at how the freight workforce gets connected to jobs through alternative modes of transportation. The primary mode for transportation, across industries both freight and non-freight, is personal vehicle, typically single occupant. Freight sector employment areas by nature of their footprint tend to lack the level of access to alternative modes of transportation to connect the workforce from home to workplace. In particular, major regional manufacturing facilities, industrial areas, and warehousing/distribution hubs lack the job density to warrant deep thought to connecting the workforce. This objective seeks to put that on the map, understanding that in the freight sector getting people to a physical location is paramount to maintaining operations.

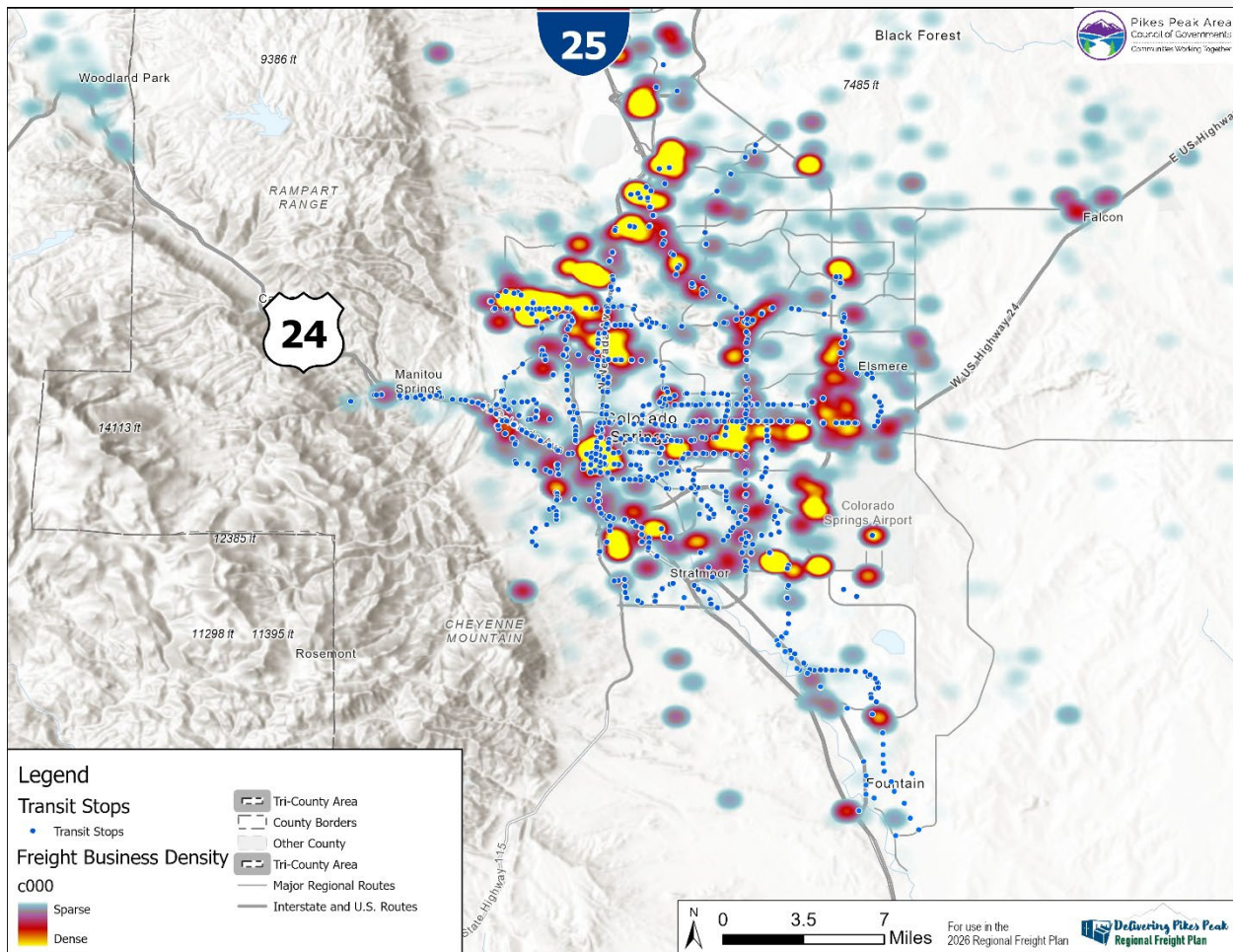
Priority Level: Low

Performance Measure: Transit frequency in key industrial/commercial areas; Service in currently unserved areas

Performance Description: **Increase** transit service to freight businesses; **Increase** service where service does not already exist

Data Source: [National Transit Map Routes | Geospatial at the Bureau of Transportation Statistics](#)
[Colorado GTFS – Welcome to the download site for Colorado's GTFS data](#)

FIGURE 5-7 TRANSIT STOPS AND FREIGHT BUSINESS DENSITY



Encourage freight workforce education, investment, and growth in the region.

The second objective relating to the workforce focuses on growing the freight workforce and providing opportunities for residents and newcomers to the region to find high-paying, stable, and career-advancing jobs in a core economic sector. Providing training, education, and placement opportunities reacts to a broader freight trend of workforce shortages and gives business that are currently in the tri-county area or looking to invest in the region the confidence that they will be able to grow with the PPACG community. While transportation projects may not have a direct impact on this objective, it is important to identify this as a priority in a Regional Freight Plan to highlight its importance for localities and member jurisdictions.

Priority Level: High

Performance Measure: Total employment, Freight employment

Performance Description: Increase total employment; Increase freight sector employment

Data Source: [Longitudinal Employer-Household Dynamics \(LEHD\)](#) - [OnTheMap](#)

TABLE 5-3 TOTAL PRIMARY JOBS BY FREIGHT INDUSTRY AND TOTAL

Year	Ag./ Forestry	Mining and Oil/Gas	Utilities	Const.	Manuf.	Whole- sale Trade	Transp ortatio n and Wareh ousing	All Freight	All Total
2020	626	704	17,482	580	12,175	5,884	4,354	41,805	218,575
2021	564	706	17,073	618	11,968	5,639	4,725	41,293	221,875
2022	441	559	17,961	436	12,189	6,311	8,736	40,509	237,799
2023	443	577	18,301	594	12,864	6,333	8,134	47,246	244,007

Identify infrastructure investment opportunities to manage and facilitate growth.

This objective comes from a desire among PPACG region stakeholders to not simply be reactive to planning freight in the region, but proactive and actively coordinating transportation investments. The region does a lot of work with private stakeholders in the freight-related industries to ensure when major investments are being made the necessary transportation system assets are coordinated, but as freight industries continue to grow in the region the public and community stakeholders would like transportation investment to enhance the ability of business to do operate and coordinate freight land-uses as a result of the transportation system fitting their needs.

Priority Level: Medium

Performance Measure: Annual freight project impact.

Performance Description: Track freight-positive project impacts

Data Source: [Transportation Improvement Program – Pikes Peak Area Council of Governments](#)

The table of projects is too large for this document, but is readily available at the following link: [Public Website](#). The 2025-2029 TIP includes \$446,114,510 worth of programmed projects.

Elevate a regional rail-freight hub (Southern Colorado Rail Park) and explore opportunities to maximize use of inner-city rail spurs.

This objective seeks to maximize the existing rail system, getting the most out of the assets the region already has, and create a regional rail-freight hub to better serve the growing population of the region in conjunction with the needs of the military installations in the region, namely Fort Carson. Identifying where the existing rail spurs are within the region and what coordinated land-uses make sense with those spurs allows the region to access immediate rail-highway freight intermodal opportunities with minimal investment. A rail-freight hub is of keen interest among PPACG stakeholders, both public and private,

because it creates a dedicated area for industrial, raw materials handling, and intermodal operations that does not compete with existing warehousing, manufacturing, and distribution in the region. It also supports some of the freight needs of regional military partners and in-sources efficiencies associated with rail freight shipping.

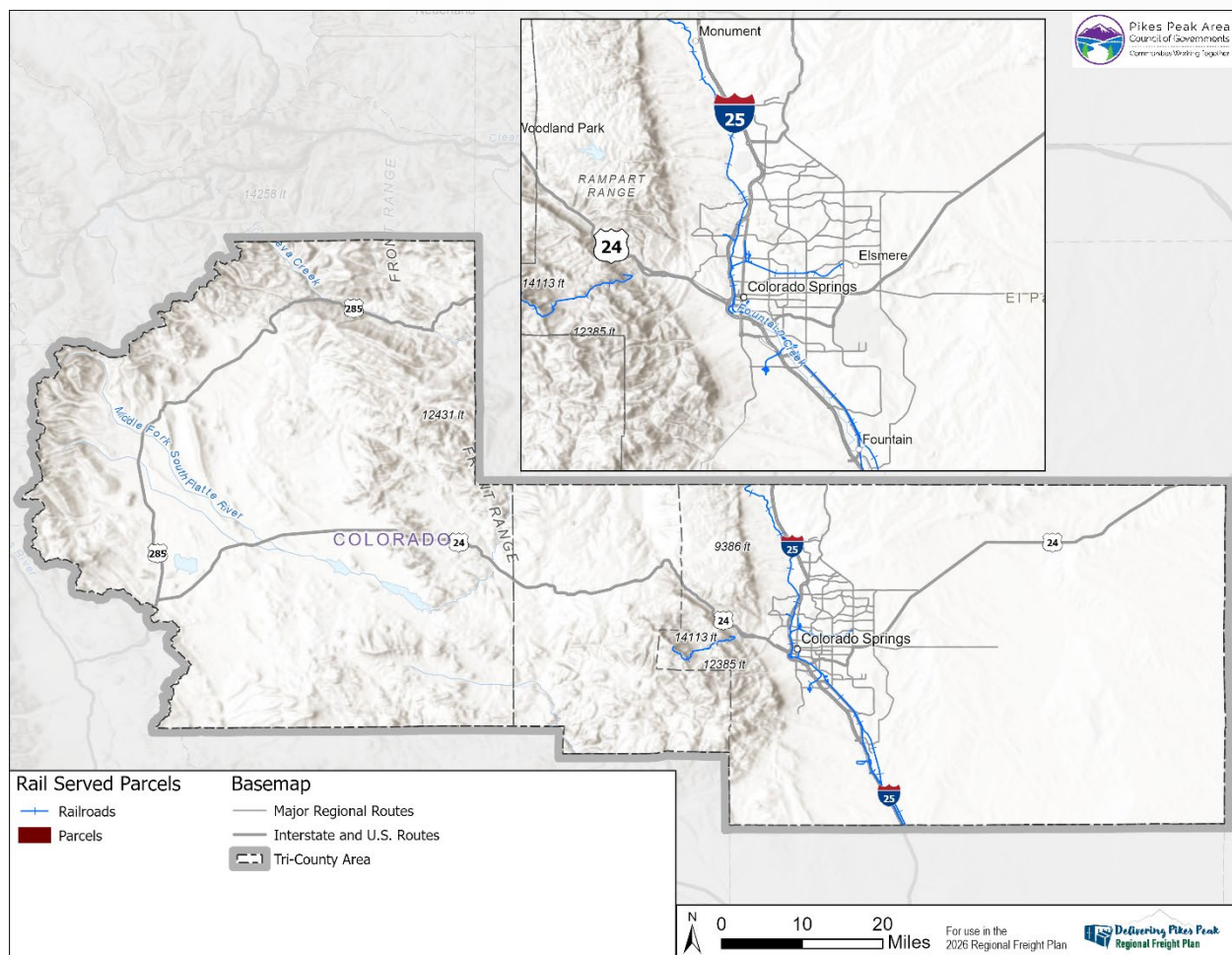
Priority Level: High

Performance Measure: Inventory of rail served parcels

Performance Description: Increase number of rail served parcels

Data Source: Parcel Layer: [Parcels | El Paso County GIS Open Data Portal](#); Rail Layer: [Railroads | El Paso County GIS Open Data Portal](#)

FIGURE 5-8 RAIL SERVED PARCELS, 2026



Resilience

Ensure a resilient, reliable regional freight transportation system.

This objective is among the highest priority within the resilience goal area because it encompasses many of the NCHRP reliability measures that are indicative of the performance on transportation routes. Measures like travel time reliability and bottleneck locations help to identify targeted investment that has highly data-driven backing. This objective and its performance measures should carry a higher weight within the resilience goal area, as indicated by the “high” priority rating.

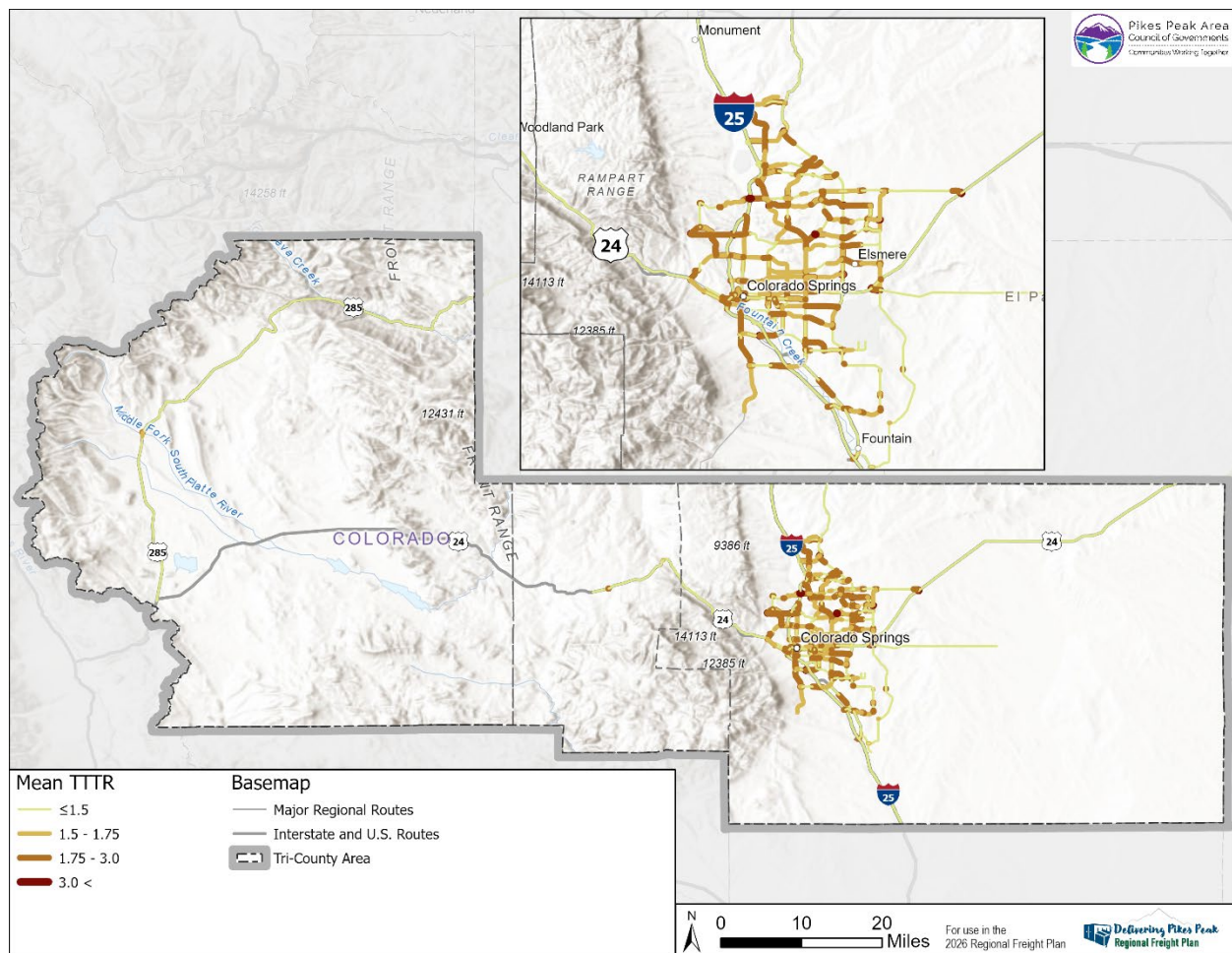
Priority Level: High

Performance Measure: Travel time, travel time reliability, delay and bottlenecks

Performance Description: Improve NPMRDS measures

Data Source: [NPMRDS - RITIS](#)

FIGURE 5-9 TRUCK TRAVEL TIME RELIABILITY (TTTR), 2025



Support truck drivers through safe and dependable parking options.

This goal looks at the availability of truck parking in the region, and recognizes the growing need for safe, dependable truck parking as the region continues to grow. This objective is also driven in part by the knowledge that the region has a wide range of geographic obstacles while supporting a number of key US routes alongside I-25. The regions mountains, mountain passes, valleys, eastern plains, and the Palmer Divide incorporate a dynamic landscape that is susceptible to weather related closures and other natural incidents like river flooding and rock slides. Providing a place for truck drivers to rest is essential for regional freight resilience.

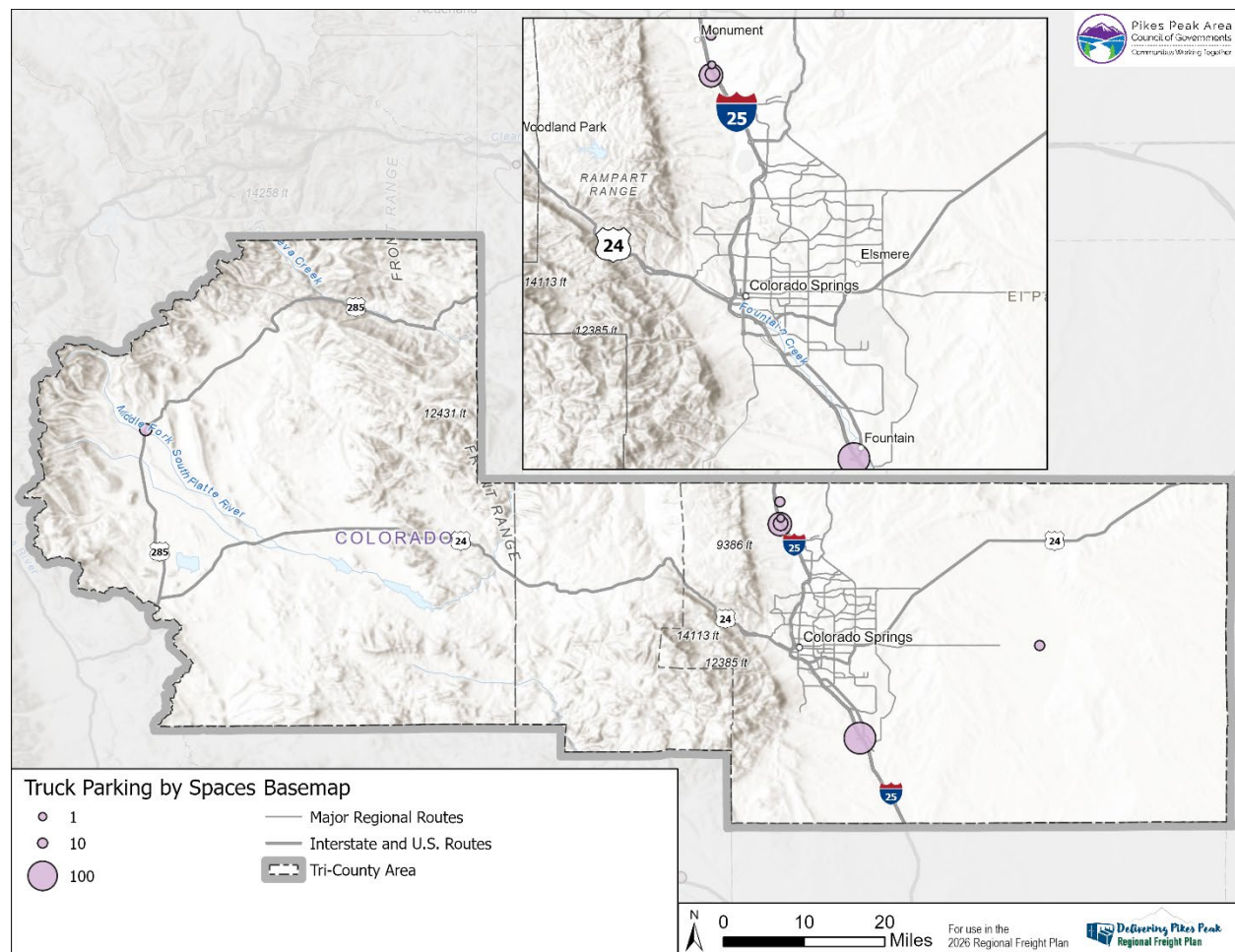
Priority Level: High

Performance Measure: Number of truck stops and parking slips

Performance Description: Increase truck parking availability

Data Source: CDOT – Truck Stop Dataset (request through CDOT Freight Mobility and Safety Branch)

FIGURE 5-10 TRUCK PARKING SPACES



Strategic use of technology and other innovations to improve operations, direct vehicle routing/rerouting, and keep freight operators informed.

One of the key elements discussed by truck drivers and truck driver advocates was timely communication of closures, expected slowdown, and other trip interruptions that would require either detouring or delays. This objective seeks to incorporate strategic vehicle routing technologies, such as changeable message signs and in-cab routing alerts, to provide up-to-the-minute information that might impact routing and shipping logistics. This relates particularly to many of the major arterials in the PPACG region supporting inter-regional shipping including I-25, US-24, US-285, and several state routes in the region.

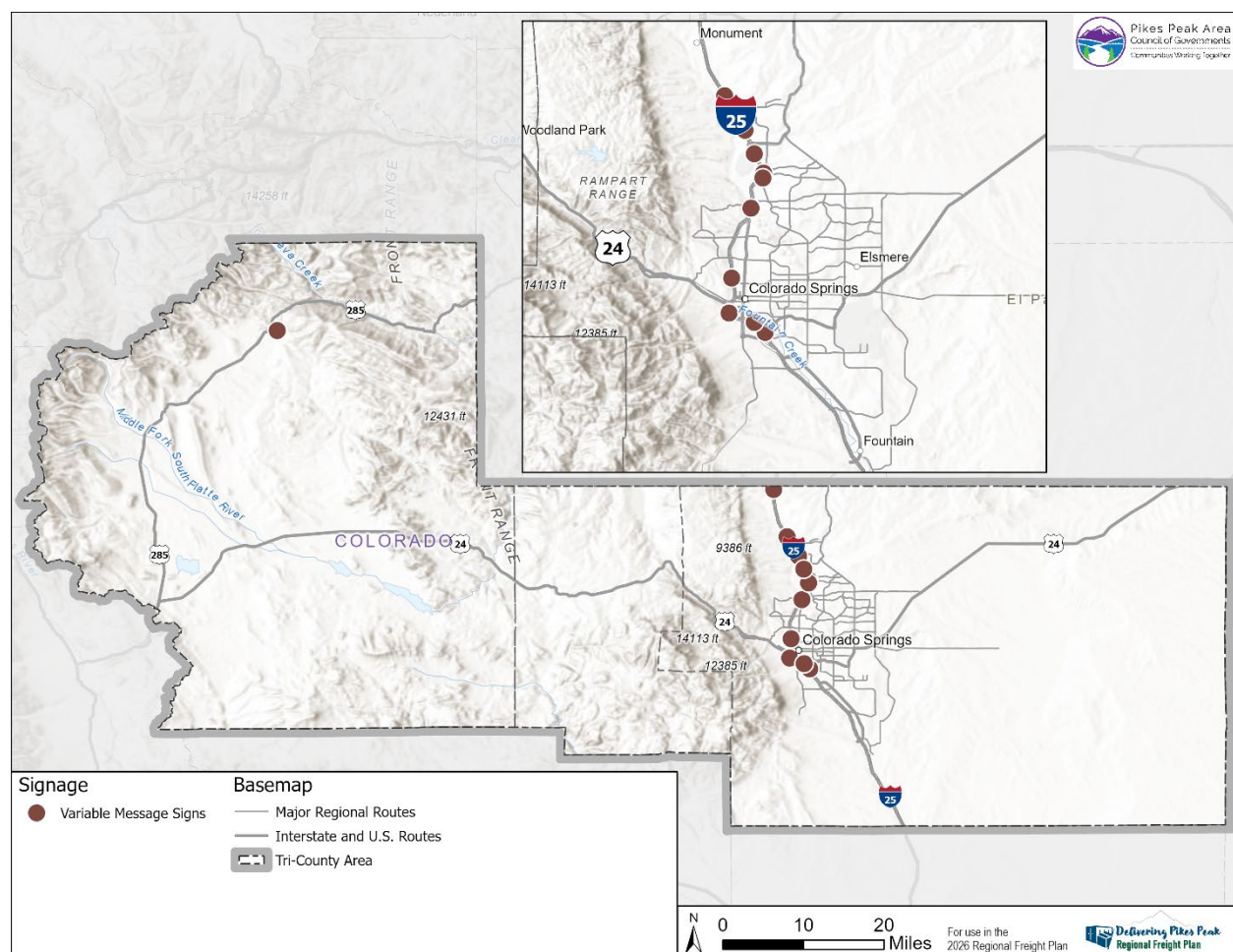
Priority Level: Medium

Performance Measure: Count of signage and changeable message signs (CMS)

Performance Description: Enhance truck wayfinding through signage and digital truck routing tools

Data Source: [Structures \(all types\)](#) | [CDOT Public Maps and Data](#)

FIGURE 5-11 VARIABLE MESSAGE SIGNS



Understand supply chain vulnerabilities and strengthen primary and alternative truck routes.

This objective looks at ensuring a robust and resilient freight transportation network in the event of route detouring requirements for inter-regional trips. Closures and re-routing is not an uncommon event for interregional trips, and strengthening roadway alternatives enhances the region's ability to remain flexible and responsive. The performance measures for this objective look at the routes where closures are common, what alternatives might be elected in the event of closures, and the road condition index of these alternatives.

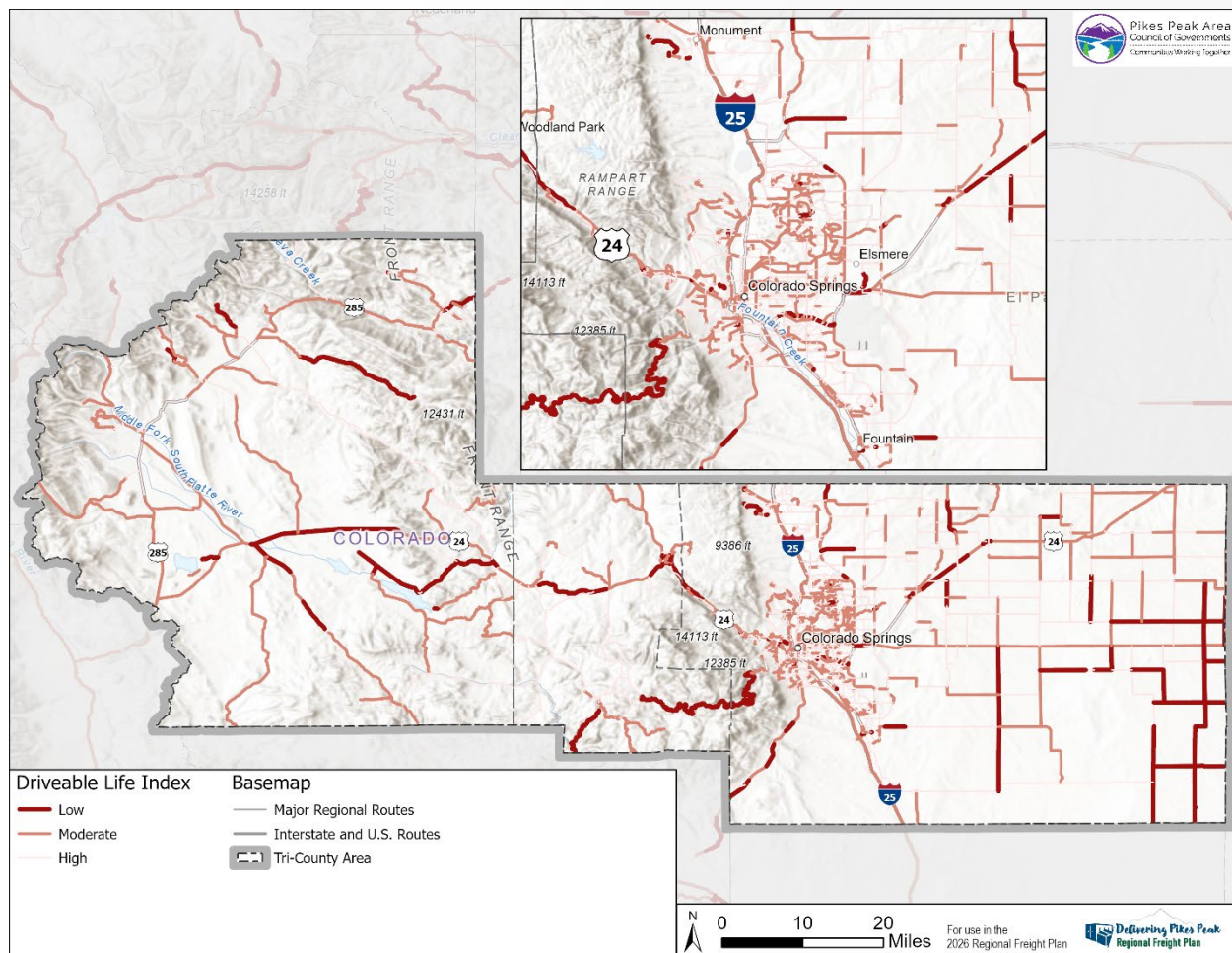
Priority Level: Low

Performance Measure: Road condition index on non -designated routes; Roadway closure counts

Performance Description: **Improve** road condition along primary and alternative truck routes; **Reduce** impact of road closures by identifying vulnerable routes

Data Source: [Layer: Local Roads \(ID: 14\)](#); [Layer: Highways: Drivability Life \(ID: 10\)](#);

FIGURE 5-12 DRIVEABLE LIFE INDEX



Military

Continue collaboration between military installations and regional agencies/organizations.

This objective is built on the unique presence and relationship that the region has with military personnel and installation. It is important to foster this relationship, and to the regions credit there has be a strong symbiotic connection with open discussion and coordinated growth and investment strategies. Military representatives are encouraged to continue to engage with the PPACG Region's planning stakeholders to identify freight opportunities and rectify freight weaknesses.

Priority Level: Low

Performance Measure: Open invitation for discussion of freight related needs with military stakeholders

Performance Description: **Maintain** military representation at regional meetings and forums

Data Source: [Transportation Advisory Committee Meetings – Pikes Peak Area Council of Governments](#)

Continue tracking to ensure Military Members are present at Transportation Advisory Committee Meetings.

Enhance wayfinding on public roadways in coordination with installations.

One of the key freight related issues identified in engagement efforts with military representatives was the need for improved wayfinding for truck freight. Trucks are required to enter through specific gates for security reasons, and when trucks navigate to improper gates, it can cause delays and back-ups not only for shipments but also for the general traffic navigating installation entry points. The region can support navigation by providing appropriate wayfinding infrastructure, such as signage, on public road right-of-way.

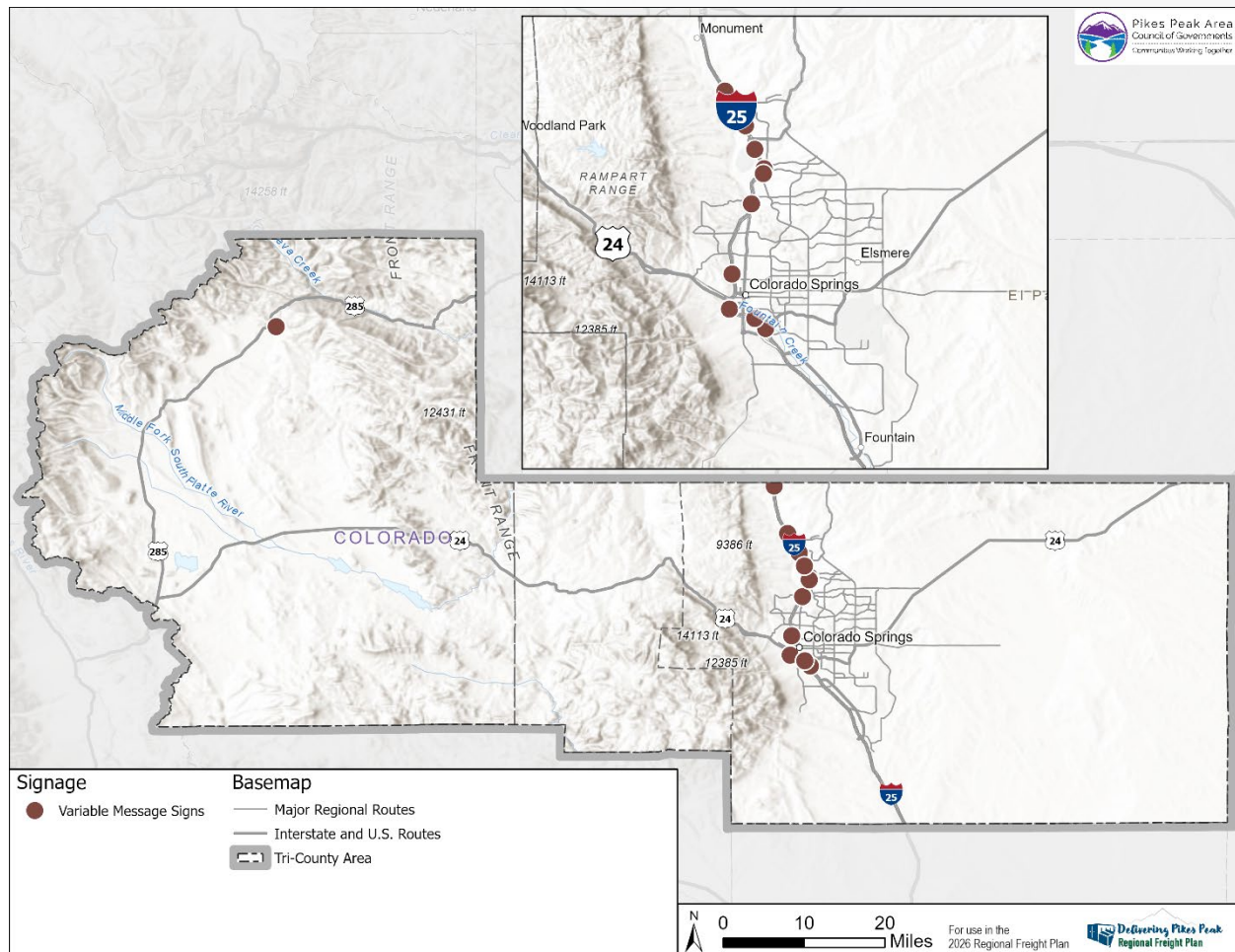
Priority Level: Medium

Performance Measure: Count of military designated CMS/Signage and truck base-access information

Performance Description: **Increase** strategically located CMS and interstate signage.

Data Source: [Structures \(all types\) | CDOT Public Maps and Data](#);

FIGURE 5-13 LOCATIONS OF VARIABLE MESSAGE SIGNS



Maintain and strengthen infrastructure in conjunction with military needs.

The other key element of military freight is coordination with military routes, ensuring the transportation infrastructure can support load standards required by unique military shipments. This objective looks at roadway condition and bridge weight specifications specifically along designated military routes to ensure freight movements between installations within the region, and with installations outside of Colorado, are fully supported for both day-to-day and defensive requirements.

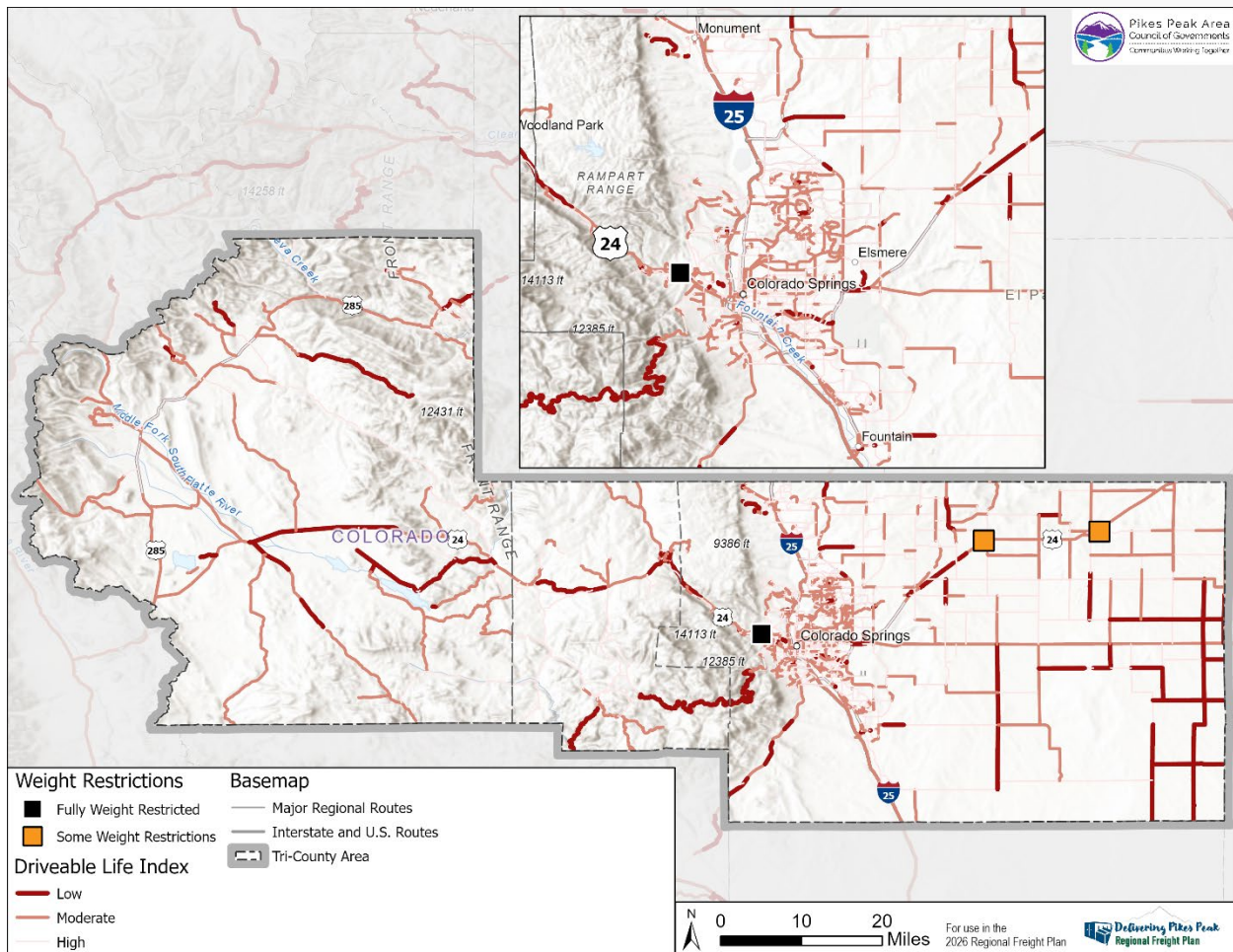
Priority Level: Medium

Performance Measure: Road condition index on military routes; OSOW bridge condition on military routes

Performance Description: **Improve/Maintain** road condition on strategic military routes;
Improve/Maintain OSOW bridges on strategic military routes

Data Source: [Layer: Local Roads \(ID: 14\)](#); [Layer: Highways: Drivability Life \(ID: 10\)](#); [National Bridge Inventory - Bridge Inspection, FHWA](#)

FIGURE 5-14 WEIGHT RESTRICTIONS AND DRIVEABLE LIFE



5.2 Freight Grants and Funding Opportunities

Identifying and leveraging funding sources for freight projects is essential to advancing performance measures, improving freight safety, and implementing priority investments. The table below summarizes key federal and state funding programs that can support a wide range of freight improvements. These programs include both formula funds, administered through the Colorado Department of Transportation (CDOT) or other state agencies, and competitive discretionary grants, which can fund projects ranging from safety improvements and rail crossings to truck parking and corridor enhancements.

TABLE 5-4 FUNDING SOURCES FOR FREIGHT PROJECTS

Funding Source	Abbv.	Federal Formula	Federal Discretionary Grants	State	Typical Uses
National Highway Freight Program	NHFP	Yes	No	No	Freight corridors, truck parking, bottlenecks, multimodal freight-CDOT owned roadways- collaborate with CDOT regional staff with ideas on established freight routes
National Highway Performance Program	NHPP	Yes	No	No	NHS highways, capacity, pavement/bridge condition
Surface Transportation Block Grant	STBG	Yes	No	No	Flexible use: roads, bridges, freight, multimodal
Highway Safety Improvement Program	HSIP	Yes	No	No	Safety improvements, crash reduction
Congestion Mitigation and Air Quality Improvement Program	CMAQ	Yes	No	No	Emissions reduction, congestion relief
Promoting Resilient Operations for Transformative, Efficient, and Cost-Saving Transportation	PROTECT	Yes	Yes	No	Resilience and climate adaptation
Carbon Reduction Program	CRP	Yes	No	No	GHG reduction, electrification
National Electric Vehicle Infrastructure Program	NEVI	Yes	No	No	EV charging infrastructure
Railway-Highway Crossings Program	RHCP	Yes	No	No	Rail crossing safety
Nationally Significant Multimodal Freight and Highway Projects Program	INFRA	No	Yes	No	Large freight projects, corridors, truck parking

Funding Source	Abbv.	Federal Formula	Federal Discretionary Grants	State	Typical Uses
National Infrastructure Project Assistance Grant Program	MEGA	No	Yes	No	Major infrastructure projects
Rural Surface Transportation Grant Program	RSTP	No	Yes	No	Rural freight, highways, bridges
Rebuilding American Infrastructure with Sustainability and Equity Program	RAISE	No	Yes	No	Multimodal, safety, equity
Railroad Crossing Elimination Grant Program	RCE	No	Yes	No	Grade separations, crossings
Innovative Technology Deployment Program	ITD	No	Yes	No	ITS, freight technology
Clean Ports Program	CPP	No	Yes	No	Port emissions, electrification
Charging and Fueling Infrastructure Grants	CFI	No	Yes	No	Alternative fuel and EV charging infrastructure
Clean Fleet Vehicle and Technology Grant Program		No	No	Yes	Low/zero-emission fleet vehicles
Colorado Clean Diesel Program / DERA		No	No	Yes	Diesel emissions reduction
DCFC Plazas Program		No	No	Yes	Fast charging infrastructure
Energy/Mineral Impact Assistance Fund (EIAF)		No	No	Yes	Community and infrastructure projects
Fleet-ZERO		No	No	Yes	Fleet electrification and charging
Innovative Motor Vehicle Tax Credits		No	No	Yes	EV purchase incentives
Reduction of Truck Emissions at Port Facilities		No	Yes	No	Reduce truck idling/emissions
Statewide Planning and Research (SPR)		No	No	Yes	Planning and coordination
Utility Rebates and Support		No	No	Yes	EVs and charging infrastructure
Wildlife Crossings Pilot Program		No	No	Yes	Wildlife safety and crossings

Effective use of these funding sources requires close coordination with CDOT to ensure that priority freight needs within the PPACG region are identified, advanced, and aligned with statewide priorities. In addition,

discretionary grant opportunities can be strategically pursued in coordination with CDOT to strengthen applications and improve competitiveness. Several federal programs also include dedicated set-asides or scoring advantages for rural areas, presenting additional opportunities for the PPACG region to secure funding for freight-related projects.

It is important to note that the current federal surface transportation authorization, the Infrastructure Investment and Jobs Act (IIJA), is set to expire on September 30, 2026. While freight is expected to remain a priority in future legislation, specific programs particularly discretionary grant opportunities may be modified, restructured, or replaced.

Another opportunity to advance freight improvements is to integrate freight considerations into MPO-funded projects. This plan provides a framework for ensuring that freight needs are consistently incorporated into regional project development and delivery. PPACG can play a key coordinating role by identifying freight-related needs early and incorporating them into project review processes and broader coordination efforts. Additionally, PPACG can facilitate collaboration by bringing together the appropriate stakeholders including freight industry representatives, local jurisdictions, and agency partners to ensure that freight considerations are effectively addressed throughout project planning and implementation.

5.3 Next Steps

The purpose of the Prioritization Framework is to be a resource for decision-making in the PPACG Region, so incorporating the elements of the Prioritization Framework section into **decision-making toolkit**, such as one-pagers, cheat-sheets, action summaries, and/or online maps, will make decision making with freight context easier. Additionally, where possible these performance measures can be updated on a regular basis to track the progress of regional freight objectives. The Goal-Objective-Performance Measure framework can continue to be used in future planning efforts, freight related or otherwise, to provide a vision for freight in the region and to understand how the vision can be achieved.



Date: September 30, 2026

To: Pikes Peak Area Council of Governments Community Advisory Committee

From: Danelle Miller, Transportation Associate Director

Subject: Committee Membership

Action Requested: Provide Guidance

Summary

Four members of the Community Advisory Committee have terms expiring November 20, 2026.

- Karen Lusby has represented Monument for the past 3 years. Ms. Lusby has advised staff that she does not wish to serve a second term. Staff has advised the Town of Monument that a new representative may be appointed.
- Gary Shugart has been an at-large member for the past 6 years. Because the committee by-laws limit members to two consecutive terms, Mr. Shugart may not be reappointed at this time.
- Tyler Peoples and Teresa Cheek have been at-large members for the past 3 years. They may serve another term should they wish to serve and should the committee reappoint them. No decision or action is needed at this time; however, the committee may choose to reappoint members at the October meeting.

Because the committee will have at least one at-large opening, staff is seeking guidance on the process. The previous application period was in spring 2026. The committee may choose to include applications received at that time and/or hold a new application period.

Staff also asks members to consider being part of the membership subcommittee. This subcommittee will review and recommend applicants for at-large positions. The previous subcommittee consisted of Kevin Clark, Tyler Peoples, and Teresa Cheek.

The committee may choose to provide guidance on these items today or delay action until the October meeting.

Proposed Motion

Provide guidance on the Community Advisory Committee vacancy and a potential membership subcommittee.

Attachments

None.

Strategic Plan Goals

- ☐ Advocacy: Serve as an effective advocacy voice for common ground issues.
- ☒ Information Sharing: Serve as a significant resource for PPACG members to collect and share information with regional partners.
- ☐ Aging: Expand and extend senior access, awareness, education, and connectivity to support age-friendly communities and empower individual seniors.
- ☐ Transportation: Maintain and improve a coordinated, validated plan for transportation needs across the PPACG region.
- ☒ Program Excellence: Continue to excel in the key fundamental areas of PPACG: Military support, Environmental programs, Transportation, Area Agency on Aging, and regional communication and collaboration.



Date: September 30, 2026

To: Pikes Peak Area Council of Governments Community Advisory Committee

From: Lisa Gagnon, Transit Planner

Subject: Federal Transit Administration Section 5310 Update

Action Requested: Information Only

Summary

The Pikes Peak Area Council of Governments released the Notice of Funding Availability for the Federal Transit Administration Section 5310 Enhanced Mobility of Older Adults and Individuals with Disabilities Program. This funding is for programs and projects that serve older adults and individuals with disabilities within the Metropolitan Planning Organization urbanized area. Selected projects will be eligible for funding from February 1st to December 31, 2027.

The Pikes Peak Area Council of Governments will provide an update on the timeline, the review panel, and application.

Attached Documents

- 1) Notice of Funding Availability
- 2) Application Questions
- 3) Scoring Criteria

Proposed Motion

Information Only

Strategic Plan Goals

- ☐ Advocacy: Serve as an effective advocacy voice for common ground issues.
- ☒ Information Sharing: Serve as a significant resource for PPACG members to collect and share information with regional partners.
- ☒ Aging: Expand and extend senior access, awareness, education, and connectivity to support age-friendly communities and empower individual seniors.
- ☒ Transportation: Maintain and improve a coordinated, validated plan for transportation needs across the PPACG region.

- ☒ Program Excellence: Continue to excel in the key fundamental areas of PPACG: Military support, Environmental programs, Transportation, Area Agency on Aging, and regional communication and collaboration.



Pikes Peak Area Council of Governments 2027 Notice of Funding Availability for Programs/Projects Serving Older Adults and Individuals with Disabilities

Introduction

The Pikes Peak Area Council of Governments is issuing a Notice of Funding Availability to call for transportation programs and projects serving older adults and individuals with disabilities in the Metropolitan Planning Organization. Programs/projects awarded funding from this call will be eligible to receive funds from February 1, 2027, to December 31, 2027. Pikes Peak Area Council of Governments receives funding for programs/projects serving older adults and individuals with disabilities through:

- Federal Transit Administration Section 5310 Enhanced Mobility of Older adults and Individuals with Disabilities Program (Only available for services provided in the Colorado Springs Urbanized Area)

This Notice of Funding Availability sets forth guidelines for the program/project eligibility, evaluation criteria, selection process, and schedule for this call. Applications are due to Pikes Peak Area Council of Governments via online application system by October 15, 2026, 5:00 p.m. Late applications will not be accepted or considered for funding.

Definitions

Federal Transit Administration 5310 provides funding for programs that support older adults and individuals with disabilities under the age of 60, including:

- Assisted Transportation: assistance and transportation, including escort, to a person who has physical or cognitive difficulties using regular vehicular transportation.
- Contracted Mobility Services: direct cost associated with providing transportation provided to older adults and individuals with disabilities through the Federal Transit Administration 5310 program.

- Paratransit Services: Americans with Disabilities Act transportation services provided by Mountain Metropolitan Transit.
- Specialized Transportation: transportation services provided beyond Mountain Metropolitan Transit's paratransit services for older adults and individuals with disabilities.
- Subrecipient: a non-federal entity that receives a federal award from a direct recipient to carry out part of a federal program but does not include an individual that is a beneficiary of such program. A subrecipient may also be a recipient of other federal awards directly from a federal awarding agency

Application Process and Deadlines

All applicants will apply through Pikes Peak Area Council of Government's via online application system.

- **Notice of Funding Availability release:** September 14, 2026, Pikes Peak Area Council of Governments
- **Applications Due:** to Pikes Peak Area Council of Governments via the Notice of Funding Availability online application system by October 15, 2026 by 5:00 pm. Application found here:
https://forms.cloud.microsoft/Pages/ResponsePage.aspx?id=oYks1pY79kmsxL_-T4Nilio4MMPtkvJnCbtPMmE2YNUNTRLQkE0Vk5aM0w3S0hRNudKVIUyOVpXNS4u
- **Award notification and contract execution:** February 2027

Program Descriptions

Federal Transit Administration 5310 is a formula program that provides Pikes Peak Area Council of Governments funds for contract mobility services in the Colorado Springs urbanized area. These transportation services are designed to improve mobility and meet the needs of older adults and individuals with disabilities.

Federal Transit Administration 5310 program provides funds for transportation carried out to meet the special needs of older adults and individuals with disabilities when public transportation and complementary paratransit services are insufficient, inappropriate, or unavailable. For example, beyond a ¾ mile radius of paratransit services, service needed beyond paratransit level of service, i.e., Door thru Door, and/or services that extend beyond the time paratransit services are

available. Federal Transit Administration 5310 projects must be targeted toward meeting the transportation needs of older adults and individuals with disabilities, although they may be used by the public on an incidental basis. It is not sufficient that older adults and individuals with disabilities are included (or assumed to be included) among the people who will benefit from the project.

Available Funding

Pikes Peak Area Council of Governments reserves the right to award some or all the funds available listed below based on application evaluation outcomes. Funds are subject to change based on the appropriations process at the state and federal levels. [Click here for service area map](#)

- Federal Transit Administration 5310: \$700,000 Funding is available for the Colorado Springs Urbanized Area (UZA).

The total amount of funding available is subject to change based on the undetermined federal congressional appropriations. If funding levels are adjusted, applicants will be notified, and a separate Notice of Funding Availability may be issued.

Subrecipient Eligibility and Allowable Expenses

The following organizations are eligible for funding:

- A private nonprofit organization
- A state or local governmental authority

Must have a good standing SAM.gov account.

Allowable expenses include:

- Direct costs (those costs that may be computed and identified directly with a particular program/project)
- Fuel and oil expenses
- Vehicle maintenance activities
- Vehicle insurance
- Driver, supervisor, and dispatcher salaries and fringe benefits

Local Match

Approved applicants are required to provide a local match. The local share of eligible capital costs shall be not less than 20 percent of the net cost of the activity, and the local share for eligible operating costs shall be not less than 50 percent of the net operating costs. Mobility management is an eligible capital cost. Mobility management techniques may enhance transportation access for populations beyond those served by one agency or organization within a community. Local match can come from many sources, including state or local appropriations, tax revenues, private donations, revenue from service contracts, income generated from advertising and concession, and volunteer hours – provided its use as match is not prohibited or disallowed by that funding source. Local match may only be used once, e.g., the same OAA funds may not be used for two different grant applications.

Local match may include local cash or in-kind match. In-kind match may consist of non-cash contributions of time, equipment, space, and other items committed to the goals of the program. In-kind matching may involve the use of items or personnel time donated by a third party, i.e., volunteer labor. Local cash match is cash to cover program costs not already covered by Pikes Peak Area Council of Governments. The difference between the program's actual cost and Pikes Peak Area Council of Governments reimbursements may also be considered a cash match. It may include the grantee organization's own funds or cash donations from non-federal third parties.

Selection Process

The selection process is a public process involving external stakeholders and committee members comprised of community members, programmatic experts, and representatives from regional municipalities.

A review panel will largely determine the eligibility of each applicant project on the information provided in the application, and staff knowledge. Staff and the selection committees will consider funding projects from each program for which an applicant and each project is eligible, subject to availability and scoring of the project.

Committee Review Schedule
1. Staff screen applications to ensure eligibility.

2. Applications are reviewed and scored by the Review Panel
3. PAPCG staff will present the Review Panel funding recommendations to the Transportation Advisory Committee and the Community Advisory Committee at their monthly public meetings. Public comment period for recommendations begins.
4. Applicants can contest recommendations in writing to the Transit Planner.
5. Recommendations from the Transportation Advisory Committee and the Community Advisory Committee for review before making the final funding recommendations to Pikes Peak Area Council of Government's Board of Directors.
6. Pikes Peak Area Council of Government's Board of Directors will review funding recommendations from the review committees and any contests or public comments that were relevant to the selection of projects and funding allocations.
7. Pikes Peak Area Council of Governments Board of Directors, after review, approves the distribution of funds or requests further review from committees.

Each criterion is scored from 0 to 3 points, using ¼-point increments. The criterion score is multiplied by its assigned weighting factor to calculate the weighted score. The weighted scores for all six criteria are then added together to determine the applicant's Total Merit Score. The maximum unweighted score is 18 points, and the maximum weighted score is 3.0 points.

Example

Evaluation Criterion	Weight	Reviewer Score	Weighted Score
Financial Need	10%	2.5	0.25
Service Justification	15%	3.0	0.45
Coordination and Effectiveness	15%	2.5	0.375

Evaluation Criterion	Weight	Reviewer Score	Weighted Score
Alignment with Regional and Agency Plans	20%	3.0	0.60
Budget & Financial Management Capacity	20%	2.0	0.40
Past Performance	20%	3.0	0.6
Total	100%	16.0 / 18.0	2.675 / 3.00

More information on the scoring process can be found in the attached scoring criteria document

Any applicant not meeting the criteria will be contacted by Pikes Peak Area Council of Governments and given the opportunity to respond to any finding of ineligibility. Applicants must be prepared to take full responsibility for carrying out the proposed project. Projects cannot later be transferred or reassigned to another agency. Pikes Peak Area Council of Governments encourages agencies to collaborate on projects.

Funding recipients will be assessed annually for civil rights, programmatic, and fiscal compliance. Recipients must verify expenses and tie them to the program outcomes listed in their application. Once an agency's budget is approved by Pikes Peak Area Council of Governments staff, a recipient cannot change or add a line-item expense to their budget to help prove cost.

Non-discrimination and Civil Rights

All recipients of 5310 transportation must adopt a Title VI plan that meets the requirements stated in Federal Transit Administration's Title VI Circular. Applicants will be required to have Title VI plans developed and adopted prior to receiving any funds. Applicants will be provided templates to craft their plans if there is not a current plan in place. Recipients will be monitored yearly for Title VI compliance during their program review period.

The Title VI Plan must include.

- A detailed description of how your organization will provide outreach and services to Limited English Proficient individuals
- Assurances of following ADA rules and regulations, including certificates of equivalent service for vehicles that are not ADA accessible
- Policies and procedures of how a citizen may submit a Civil Rights complaint and a description of the review process
- Equal Opportunity Employer Statement

Please refer to the Federal Transit Administration Circular for more information on Title VI requirements.

<https://www.transit.dot.gov/sites/fta.dot.gov/files/2024-10/C9070.1H-Circular-11-01-2024.pdf>

2027 FTA 5310 Subrecipient Application

The **FTA Section 5310: Enhanced Mobility of Older Adults and Individuals with Disabilities Program** provides formula funding to support transportation services that address the needs of older adults and people with disabilities when existing public transit options are insufficient, unavailable, or inappropriate. This grant supports both mobility services and program administration.

Expected Outcomes: Maintain coordinated, specialized mobility services for seniors and individuals with disabilities who are unable to use complementary paratransit services due to their location or the level of assistance required.

Intended Beneficiaries: Seniors and individuals with disabilities throughout the Colorado Springs urbanized area.

Program Implementation:

PPACG distributes Section 5310 funds through a competitive selection process to nonprofit subrecipients that provide contracted mobility services.**Eligible Activities:** Mobility management coordination to improve efficiency and effectiveness across providers and programs.

For more information about the 5310 program: <https://www.transit.dot.gov/sites/fta.dot.gov/files/2024-10/C9070.1H-Circular-11-01-2024.pdf>

required

Agency Information

1. Submitting Agency *

2. Federal Employer ID Number *

3. Date Established *

4. Type of Organization *

Agency Contacts

5. Name, Title, Role, Email, Phone Number *

6. Name, Title, Role, Email, Phone Number *

7. Name, Title, Role, Email, Phone Number

8. Name, Title, Role, Email, Phone Number

Agency Description

9. Provide a brief history of your organization, programs offered, and service area. *

10. Please provide specific information about the level of services offered, hours of operation, capacity, and how the public can access your services. *

11. Does your organization require a fee for service? If so, what percentage of your program is funded by fees? Describe any accommodations made for low-income individuals? *

12. Demonstrate the need for services in your area. We suggest applicants include any relevant statistics. If a statistic is used, please note the source. *

Proposed Services

Transportation services proposed to be supported with FTA 5310 funds

13. Please list your proposed services with requested federal funding amount. *

14. Please describe your proposed services. *

15. Please provide a detailed budget for the proposed service. (Revenues, local cash, local in-kind, program income, expenses, unit rate analysis, ect) *

16. Please provide the service area offered for each proposed service *

17. Please provide a description of volunteer support for the proposed service. *

Funding Narrative Questions

18. Funding sources through PPACG require a match. Please describe how your organization will source matching funds through in-kind and cash. *

19. Has your entity had difficulty meeting local match requirements in the past three years? *

20. Is this funding request 10% or more of your entity's overall budget? *

21. Has your organization managed federal funds in the past three years? *

22. What is the total federal funding your entity has been awarded for the last federal fiscal year, and what is your entity's fiscal year-end? *

23. Describe your agency's efforts to obtain funds for the project from non-FTA sources. *

24. Is the program you are trying to fund new to your entity? *

Accounting Narrative Questions

25. Will your accounting system provide the recording of expenditures for each award by the budget cost categories shown in your budget? *

26. Does your payroll system have the capability to track time and effort towards grant awarded projects? *

27. Does your accounting system identify the receipts and expenditures of program funds separately for each award? *

28. Does your agency have a review process for all expenditures that will ensure that all costs are reasonable, allowable, and allocated correctly to each funding source? *

29. Does your entity have written procurement policies? *

30. Does your entity have a written process assuring subcontractors conform to the rules and regulations that apply to the programs you may receive funding for? *

31. How many total full time employees perform accounting functions within your organization? *

Staff Narrative Questions

32. Has your entity had any significant changes in key personnel in the last year? (e.g., Controller, Executive Director, Program Manager, Accounting Manager, etc.) If so, please describe the changes and/or vacancies. *

33. Does your staff assigned to this program have at least three full years of experience managing federal transportation programs? *

34. Is your staff familiar with the relevant PPACG policies and federal program requirements? (FTA Section 5310 Circular for transportation, OAA program requirements, and 2 CFR 200 for all programs) *

Audit Narrative Questions

35. Were there any non-compliance issues in your last review and/or single audit? If so, please describe the issues and corrective action taken to remedy the issues. *

36. Has your entity had an on-site project or grant review from an external entity (e.g., CDOT, PPACG) within the past three years? *

37. Has your entity been required to return funds after a program audit? *

General Narrative Questions

38. Describe your organization's efforts to coordinate services with other organizations or programs. *

39. Detail how your organization's funding request and program align with the following relevant plans to your project: PPACG's Strategic Plan, Specialized Transit Plan (transportation only) *

40. Describe your organization's efforts to target or promote your services to minority groups and people with limited English proficiency. *

Conflicts of Interests Narrative Questions

41. For this award, has your entity had any violations of Federal criminal law involving fraud, bribery, or gratuity violations that would potentially affect your eligibility? If so, please describe. *

42. For this upcoming federal award or in the immediate future, does your entity have any potential conflicts of interest in accordance with applicable Federal awarding agency policy? If Yes, please disclose these conflicts in writing, along with supporting information. (*Any practices, activities, or relationships that reasonably appear to be in conflict with the full performance of the Subrecipient's obligations to PPACG.) *

Documents

43. Please email, PPACG's Transit Planner, Lisa Gagnon, lgagnon@ppacg.org with the following documents:

- Board Resolution Template (Required)
- Certificate of Good Standing (Required)
- Certificates of Insurance (Required)
- Self Assessment (Required)
- ADA Plan Template (Transportation Specific) (Not Required)
- EEO Plan Template (Not Required)
- Title VI Plan Template (Transportation Specific) (Not Required)
- Any additional documents

Terms and Conditions

44. In submitting a proposal, you agree to the following terms and conditions. It is understood and agreed by the proposer that:

1. Funds granted as a result of this request are to be expended for the purposes as allowed under the Federal Transit Administration and as set forth herein, and in accordance with all applicable laws, regulations, policies, and procedures of the Pikes Peak Area Council of Governments (PPACG), the State of Colorado, and the Administration on Aging of the U.S. Department of Health and Human Services;

2. Funds granted as a result of this request are contingent upon the services provided being allowable expenses;

3. Payment for services rendered cannot occur until the parties have fully executed a contract and PPACG has confirmed that the services are eligible for funding;

4. Funds awarded as a result of this request may be terminated at any time for violations of any terms or requirements of the required contract or any applicable laws, regulations, policies or procedures, or in the event that it is determined that the services are not eligible for funding under the Federal Transit Administration;

5. The Required Reading Section of this proposal application will be read prior to finalizing and submitting a proposal.

It is further acknowledged and agreed to that this application is a solicitation and not an offer to contract. PPACG reserves the right to reject any and all proposals. PPACG further reserves the right to issue clarifications and other directives concerning this application; to require clarification or further information with respect to any proposal; and to determine the final terms of any contract.

It is further agreed that the proposer also represents that its agency and its principals are not suspended or debarred per federal requirements

45. In signing this proposal, we acknowledge and consent to the above terms and conditions *

46. Date of signing *



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SECTION 5310 NOFA EVALUATION CRITERIA

Evaluation and Scoring Process

All projects will be evaluated based on the criteria outlined below. Each criterion will be scored on a scale of 0 to 3 points, using ¼-point increments. The score assigned to each criterion will be multiplied by the applicable weighting factor. The weighted scores will then be combined to determine the applicant's score.

Reviewers should base their scores on the information provided in the application, supporting documentation, and other available information relevant to the evaluation criteria.

1. Financial Need — 10%

Evaluation Factors

- Lack of appropriate or adequate funding sources available to the applicant.
- Good-faith efforts to obtain funding from non-FTA sources.
- Reasonableness of the costs associated with operating and administering the proposed project.
- Amount of available revenue and other earmarked funding.
- Amount and availability of local funds to support the project.
- Applicant's ability to provide the required match.

Scoring

Score	Description
0 — No Demonstrated Financial Need	The application does not demonstrate a financial need for Section 5310 funding or provides insufficient information to establish a need.
1 — Limited Financial Need	The applicant demonstrates some financial need; however, the proposed project relies heavily on Section 5310 funding, with limited evidence of other funding sources or the ability to meet required matching funds.
2 — Demonstrated Financial Need	The applicant demonstrates a clear financial need and has limited resources available to support the proposed transportation program. The applicant

	demonstrates some effort to identify or leverage additional funding sources.
3 — Significant Financial Need with Diverse Funding Support	The applicant demonstrates a significant need for Section 5310 funding while maintaining multiple funding sources to support transportation services for older adults and individuals with disabilities. The applicant demonstrates a strong commitment to leveraging local and non-FTA resources.

2. Service Justification — 15%

Evaluation Factors

- Lack of appropriate public transportation alternatives and demonstrated service gaps.
- Transit dependency of the population served.
- Extent to which the applicant provides services to other organizations or community partners.
- Size and geographic characteristics of the applicant's service area.

Scoring

Score	Description
0 — No Demonstrated Need	The application does not provide sufficient justification for the proposed service or demonstrate a transportation need within the region.
1 — Anecdotal Demonstration of Need	The application provides general or anecdotal information regarding the need for the proposed service but does not provide supporting data from published sources or the applicant's own service records.
2 — Demonstrated Need Based on Service Data	The application provides data regarding past service usage, ridership, or demand but provides limited information demonstrating how the proposed project will address existing service gaps.

3 — Comprehensive Demonstration of Need	The application provides comprehensive data regarding past service use, demographics, demand, and identified service gaps. The proposed project clearly responds to gaps identified through the applicant's assessment and/or established regional or community data sources.
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3. Coordination and Effectiveness — 15%

Evaluation Factors

- Extent to which coordination reduces operating costs, vehicle use, or passenger scheduling requirements.
- Coordination with community organizations and human service agencies to promote and provide transportation.
- Extent to which the proposed service complements rather than duplicates existing transportation services.
- Use of partnerships, shared resources, or coordinated programming to improve service efficiency and effectiveness.
- Performance measures demonstrating the project's potential to improve access, mobility, independence, and quality of life for individuals served.

Scoring

Score	Description
0 — No Demonstrated Coordination	The applicant does not demonstrate previous coordination with other organizations and does not identify meaningful opportunities to coordinate with other providers or community partners through the proposed project.
1 — Planned Coordination	The applicant demonstrates a desire or intent to coordinate with other organizations but provides limited evidence of existing coordination activities or established partnerships.
2 — Established Informal Coordination	The applicant demonstrates existing coordination through committees, referral networks, community partnerships, or

	other collaborative activities but does not have formal agreements or shared programming with other organizations.
3 — Formal and Effective Coordination	The applicant demonstrates strong coordination through formal partnerships, agreements, shared programming, referrals, or other collaborative efforts that enhance efficiency, expand access, reduce duplication, or improve transportation services within the urbanized area.

4. Alignment with Regional and Agency Plans — 20%

Evaluation Factors

- Proposed projects focus on addressing service gaps identified through PPACG and PPAAA plans.

Scoring

Score	Description
0 — No Alignment	The proposed project does not demonstrate alignment with the priorities, goals, or strategies identified in the applicable plans.
1 — Limited Alignment	The proposed project aligns with at least one identified goal, strategy, or priority within the applicable plans.
2 — Moderate Alignment	The proposed project aligns with two or more identified goals, strategies, or priorities within the applicable plans.
3 — Strong Alignment	The proposed project directly addresses three or more identified goals, strategies, or priorities and demonstrates a clear connection between the proposed activities and documented regional or community needs.

5. Budget Review and Financial Management Capacity — 20%

Evaluation Factors

- Completeness and reasonableness of the proposed project budget.
- Reasonableness of proposed project costs.
- Applicant's understanding of the financial requirements associated with the proposed project.
- Applicant's ability to provide and document required local matching funds.
- Results of the applicant's risk assessment, including the adequacy of internal controls and financial management systems.
- Staffing and organizational capacity to administer a federally funded transportation program.
- Ability to track expenditures, revenues, match, and program performance.
- Previous experience managing federal or other grant funds.

Scoring

Score	Description
0 — Inadequate Financial Capacity	The application includes an incomplete or unreasonable budget and/or the applicant's risk assessment indicates significant deficiencies in the controls or systems necessary to manage federal funds.
1 — Limited Financial Management Capacity	The applicant demonstrates limited capacity to manage federal funds due to staffing limitations, insufficient financial controls, inadequate tracking mechanisms, or other identified weaknesses.
2 — Adequate Financial Management Capacity	The applicant demonstrates sufficient staffing, financial controls, tracking mechanisms, and fiscal management capacity to administer the proposed project but has limited or no previous experience managing federal transportation funds.
3 — Strong Financial Management Capacity	The applicant demonstrates strong organizational, staffing, financial management, and tracking capacity to effectively administer federal transportation funds and has an established record of successfully managing grant-funded programs.

6. Past Performance Managing PPAAA and CDOT Grants — 20%

Evaluation Factors

- Previous programmatic findings.
- Previous financial findings.
- Timeliness and accuracy of reporting.
- Compliance with grant requirements.
- Responsiveness to corrective actions.
- Results of recent program and financial assessments.
- Overall history of successfully managing grant funds.

Scoring

Score	Description
0 — Significant Compliance Concerns	The agency is currently on restriction from receiving grant funds or has significant unresolved findings that affect its eligibility or ability to effectively administer grant funds. OR has no past experience with managing PPACH or CDOT grants.
1 — Significant or Recurring Findings	The agency has received findings through previous programmatic and/or financial assessments, including findings that have remained unresolved or recurred over multiple assessment periods.
2 — Corrective Action Demonstrated	The agency has received findings through previous programmatic and/or financial assessments but has demonstrated successful corrective action, as reflected in its most recent assessment(s).
3 — Strong Past Performance	The agency has demonstrated a strong record of grant administration, with no findings in programmatic or financial assessments during the past three years and a demonstrated history of compliance with applicable grant requirements.

Scoring Summary

Criterion	Weight
1. Financial Need	10%
2. Service Justification	15%
3. Coordination and Effectiveness	15%
4. Alignment with Regional and Agency Plans	20%
5. Budget Review and Financial Management Capacity	20%
6. Past Performance Managing PPAAA and CDOT Grants	20%
Total	100%

Score Calculation

Each criterion is scored from 0 to 3 points, using ¼-point increments. The criterion score is multiplied by its assigned weighting factor to calculate the weighted score. The weighted scores for all six criteria are then added together to determine the applicant's Total Merit Score. The maximum unweighted score is 18 points, and the maximum weighted score is 3.0 points.

Example

Evaluation Criterion	Weight	Reviewer Score	Weighted Score
Financial Need	10%	2.5	0.25
Service Justification	15%	3.0	0.45
Coordination and Effectiveness	15%	2.5	0.375
Alignment with Regional and Agency Plans	20%	3.0	0.60
Budget & Financial Management Capacity	20%	2.0	0.40
Past Performance	20%	3.0	0.6
Total	100%	16.0 / 18.0	2.675 / 3.00



Date: September 30, 2026

To: Pikes Peak Area Council of Governments Community Advisory Committee

From: Danelle Miller, Transportation Associate Director

Subject: Committee Schedule

Action Requested: Information Only

Summary

Following the August meeting, a poll was distributed by staff regarding committee meetings for October, November, and December to ensure quorum. The committee meetings for those months will be held at the following dates and times.

- Thursday, October 29 at 3 p.m. – Please note that virtual attendance is encouraged as the meeting may be located in the upstairs conference room.
- Friday, November 20 at 3 p.m.
- Wednesday, December 30 at 3 p.m.

Proposed Motion

Information Only

Attachments

None

Strategic Plan Goals

- ☐ Advocacy: Serve as an effective advocacy voice for common ground issues.
- ☒ Information Sharing: Serve as a significant resource for PPACG members to collect and share information with regional partners.
- ☐ Aging: Expand and extend senior access, awareness, education, and connectivity to support age-friendly communities and empower individual seniors.
- ☐ Transportation: Maintain and improve a coordinated, validated plan for transportation needs across the PPACG region.
- ☒ Program Excellence: Continue to excel in the key fundamental areas of PPACG: Military support, Environmental programs, Transportation, Area Agency on Aging, and regional communication and collaboration.