

Chapter 1 - Introduction

Destination 2025: A Mobility Plan for the Pikes Peak Region (Destination 2025 Plan) is intended to guide the development of the transportation system in the Colorado Springs Urbanizing Area. It describes the intermodal transportation system components designed to facilitate mobility of people and goods throughout the region. The *Destination 2025 Plan* shows how the transportation system assures maintenance of air quality standards and meets the mobility needs of persons with disabilities. The *Destination 2025 Plan* is fiscally constrained and identifies funding sources that are reasonably anticipated to be available to implement the transportation system improvements set forth in the Plan.

The *Destination 2025 Plan* proposes a comprehensive strategy for enhancing regional mobility and achieving air quality mandates. Developed through a multimodal approach, the *Destination 2025 Plan* emphasizes the need to encourage alternative modes of transportation in resolving mobility issues. It balances the goals of improving mobility for the region's citizens with the need to protect the natural and the human environments. It emphasizes the provision of facilities for alternative modes of travel to enable citizens to choose travel options that reduce dependency on the single-occupant vehicle. It addresses the need to provide opportunities for citizens with limited mobility options to access jobs and services to improve their quality of life. The *Destination 2025 Plan* provides balance in describing investments to be undertaken within a \$2.23 billion "fiscally constrained" budget based upon revenues reasonably expected to be available through 2025.

Formulation of the *Destination 2025 Plan* involved an extensive public participation process, which included citizen representatives on committees, public agencies, and members of the general public. Each step in the planning process included outreach and public participation techniques to assure that the final recommendations in the *Destination 2025 Plan* reflected the region's goals and values. Through this public process, a comprehensive assessment of the region's long-term transportation needs was made. Goals are listed below. A full discussion of the goals and objectives is provided in Chapter 4, Goals and Objectives.

The *Destination 2025 Plan* is contained in three volumes: 1) Executive Summary; 2) *Destination 2025 Plan*, and 3) Appendices.

1.1 *Destination 2025 Plan* Goals

MOBILITY GOAL: Plan, develop and maintain a safe and efficient transportation system to meet the present and future mobility needs of the region.

ENVIRONMENTAL GOAL: Create and maintain a healthy and pleasant living environment.

ALTERNATIVE MODES GOAL: Develop and promote transportation modes offering alternatives to the single-occupant automobile.

IMPLEMENTATION GOAL: Implement and maintain the planned transportation system in a coordinated and cost-effective manner.

1.2 Purpose and Scope

The *Destination 2025 Plan* establishes a 24-year plan for transportation system improvements for the Colorado Springs Urbanizing Area (see Figure 1-1 at end of this chapter). It supports a multi-modal approach in providing mobility to all citizens and in moving goods efficiently through the region. A Congestion Management System Plan within the *Destination 2025 Plan* combines travel demand management strategies and multimodal planning solutions to mitigate congestion.

The *Destination 2025 Plan* is required to comply with several federal and state planning requirements. Planning within Metropolitan Planning Organizations (MPO) is defined with the Code of Federal Regulations (CFR) Title 23. Within the Title 23 CFR, Parts (or sections) 420 and 450 describe the requirements for regional and state transportation planning. Key aspects of these federal rules include:

- Fiscally Constrained Program
- Specific Public Involvement Plan
- Meets Federal Air Quality Standards
- List of Multi-Modal Projects/Programs
- Twenty Year Planning Horizon
- Six-year Priority Project Implementation Plan
- Cooperative Effort by All Participants
- Revised every three years

Also shown in the Plan are projects of regional significance to be implemented using private and/or local funding sources.

The Pikes Peak Area Council of Governments is the designated Metropolitan Planning Organization (MPO) for conducting the urban transportation planning process and is the lead agency for air quality planning in the Colorado Springs Urbanizing Area¹. The PPACG Board of Directors has designated the Urban Area Policy Committee (UAPC) as the decision-making body for regional transportation plans. The Urban Area Policy Committee also serves in an advisory capacity to the PPACG Board of Directors for air quality planning matters. Both citizen and technical committees support the PPACG Board of Directors and Urban Area Policy Committee in their deliberations with regard to transportation and air quality planning.

The Plan is in conformity with Clean Air Act requirements. The U.S. Environmental Protection Agency (EPA) has classified the Colorado Springs Urbanized Area as a maintenance-attainment

¹ For transportation and air quality planning purposes, the term “Urbanizing Area” is used to refer to the geographic area that has urban densities plus that which is projected to develop urban densities within the 20-year planning horizon (Title 23 CFR, 450.308). El Paso and Teller Counties, the Cities of Colorado Springs, Fountain, Manitou Springs and Woodland Park, the Towns Green Mountain Falls, Monument and Palmer Lake comprise the Colorado Springs Urbanizing Area.

area for carbon monoxide. The geographic extent of the Colorado Springs maintenance area has been determined by the EPA to be the same as that of the transportation study area shown in Figure 1-1. The conformity determination ensures that transportation plans, programs, and projects do not produce new air quality violations, worsen existing violations, or delay timely attainment or maintenance of national ambient air quality standards.

The conformity determination of the *Destination 2025 Plan* has been based on these criteria. Air quality modeling indicated that each of the analysis year scenarios would result in carbon monoxide emissions lower than the established emissions budget. The modeling undertaken to determine conformity is documented in Chapter 10 and Appendix A.

1.3 Community Impacts of the Recommended Transportation System

The efficient movement of people and goods is essential to the overall economic and environmental well being of the regional community. The *Destination 2025 Plan* is based on a thorough examination of the issues related to the provision of transportation services to the region.

Central to the development of the *Destination 2025 Plan* and identification of the transportation improvements described within was the formulation of the Project Prioritization Process. The Project Prioritization Process embodied the principles set forth in the Transportation Equity Act for the 21st Century in that the seven planning factors provided the framework for project analysis. Locally developed Goals and Objectives were integrated into the planning factors to form a broad-based evaluation process that encompassed the federal requirements and the region's desires for its transportation system. Chapter 5 presents a full discussion of the development of the Project Prioritization Process.

The Project Prioritization Process ensured that the multimodal transportation system selected to serve the region through 2025 was consistent with local goals and values. Further, the Project Prioritization Process assured a thorough analysis of the social, economic, energy and environmental impacts of each project considered for implementation.

Social Impacts

Executive Order 12898 (1994) made environmental justice a priority for all federal agencies and required that efforts be made to examine the effects of all programs, policies, and activities on minority and low-income populations. Within the context of a long-range transportation plan, the effects of transportation decisions must be analyzed to ensure that the following three fundamental environmental justice principles are met:

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

- To prevent the denial of, reduction in, or significant delay in the receipt of benefits by minority populations and low-income populations.

Federal planning regulations (23 CFR 450) require Metropolitan Planning Organizations (MPO) to “seek out and consider the needs of those traditionally underserved by existing systems, including, but not limited to, low-income and minority households.” Title VI of the Civil Rights Act of 1964 prohibits discrimination on the basis of race, color, or national origin in connection with programs and activities using federal financial assistance.

The environmental justice impacts of the public transportation system are considered in the Public Transportation Plan, which is included in Appendix D. Additionally, the needs of disabled and elderly persons were explicitly considered and addressed in the Specialized Transportation Plan, which is included in Appendix E.

In FY-2000, PPACG started to implement an enhanced Geographic Information System project. An objective of the GIS project is to build geographic coverage to facilitate the analysis of environmental, social, and economic impacts of the transportation system. Using these GIS coverage, maps depicting concentrations of minority populations and low-income populations by census tract were prepared. The proposed transportation system projects were then overlaid to illustrate any potential impacts to the minority and low-income populations shown in Figures 1-2 and 1-3 at the end of this chapter.

1.4 Description of the Area

The Colorado Springs Urbanized Area is the second largest metropolitan area within the state of Colorado. Located 60 miles south of Denver, the Colorado Springs Urbanizing Area is composed of the Cities of Colorado Springs, Fountain, Manitou Springs, and Woodland Park; the Towns of Green Mountain Falls, Monument, and Palmer Lake; and El Paso and Teller Counties (Figure 1-1). The Colorado Springs Urbanized Area comprises about 800 square miles and in 2000, had grown to a population of over 500,000 residents.

The area covered by PPACG is part of many organizational and political boundaries. The key boundaries include:

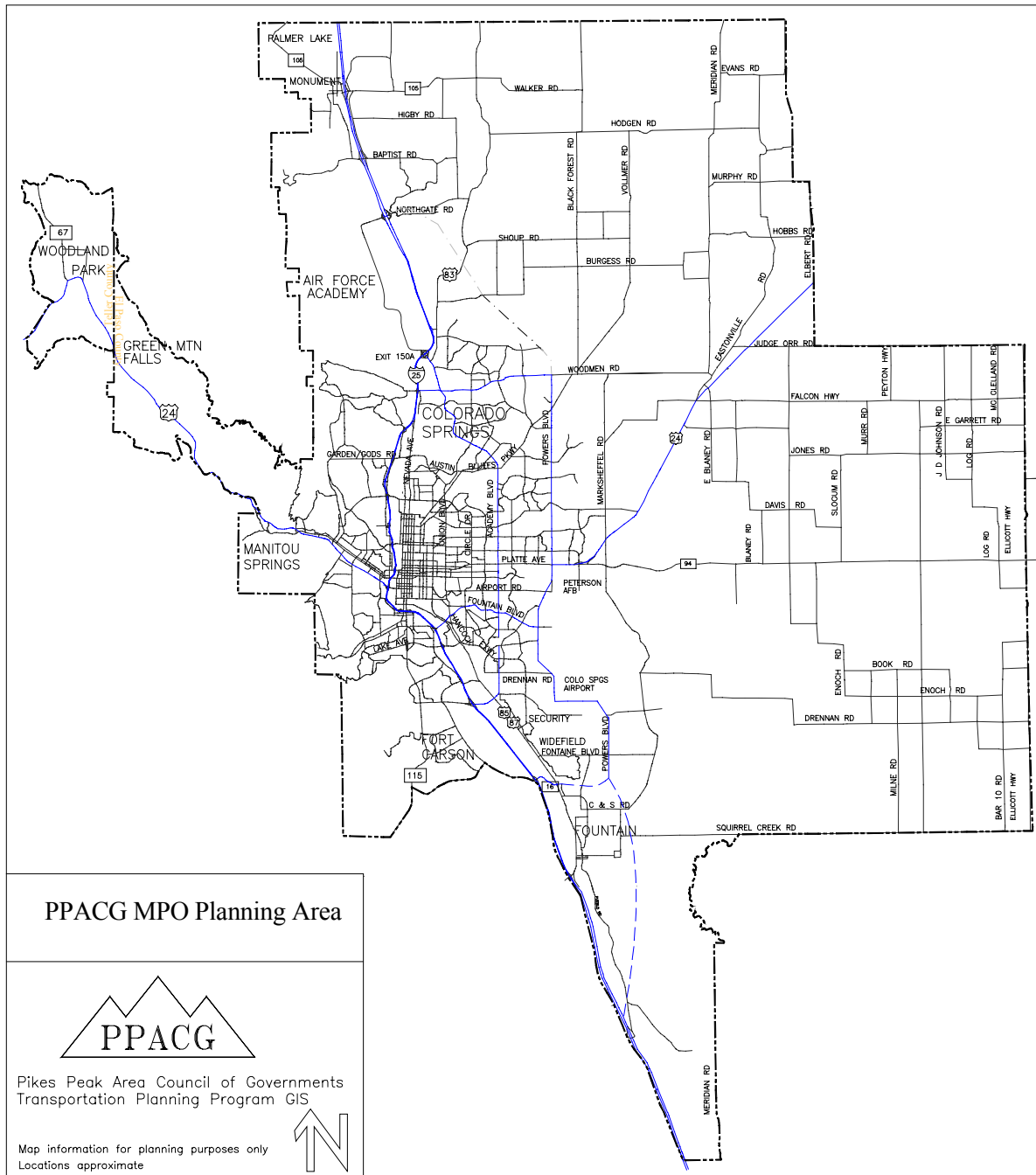
- Federal designation as Metropolitan Planning Organization (urbanizing area with population of more than 50,000), and a Transportation Management Area (urbanizing area with a population over 200,000)
- Region 8 for Federal Highway Administration (FHWA) and Federal Transit Administration (FTA) and Environmental Protection Agency (EPA)
- Colorado designation as the Pikes Peak Area Transportation Planning Region (TPR)
- Colorado Department of Transportation Engineering Region 2
- Colorado Transportation Commission District 9
- Portions of El Paso and Teller Counties

The area has a diverse topography. Eastern El Paso County is part of the high mountain plains, while the remaining area is composed of foothills and mountainous terrain. Because of the mountains to the west, and the Monument Divide to the north, the Colorado Springs area enjoys moderate temperatures throughout the year.

The major employment sectors in the Colorado Springs Urbanizing Area are Services, 30 percent, Trade, 20 percent, Government, 14.3 percent, Manufacturing, 10.3 percent, and Military, 9 percent. Related to these activities are 5.9 million annual tourists, the influence of 5 military installations and significant industries related to space technology, computers and electronics, and printing and publishing.

The military influence within the Urbanizing Area is very dynamic. With five different military installations within the Urbanized Area, Colorado Springs' population includes many active and retired military personnel. The United States Air Force Academy, in the northwest corner of the area, has an enrollment of 4,000 students and employs over 9,500 faculty and staff. Fort Carson, located in the southwest corner of the region, employs 20,000 military and civilian personnel. Peterson Air Force Base, home to the United States Space Command, employs 11,000 military and civilian personnel and shares space with the Colorado Springs Airport. Schriever Air Force Base (formerly Falcon Air Force Base), with 5,000 personnel, is also a significant employer in the area. Finally, the North American Aerospace Defense Command (NORAD) is located within Cheyenne Mountain. Employment information is unavailable for this military installation.

Figure 1-1
Colorado Springs Urbanizing Area



**Figure 1-2
Distribution of 2025 Projects in Relation to Minority Areas**

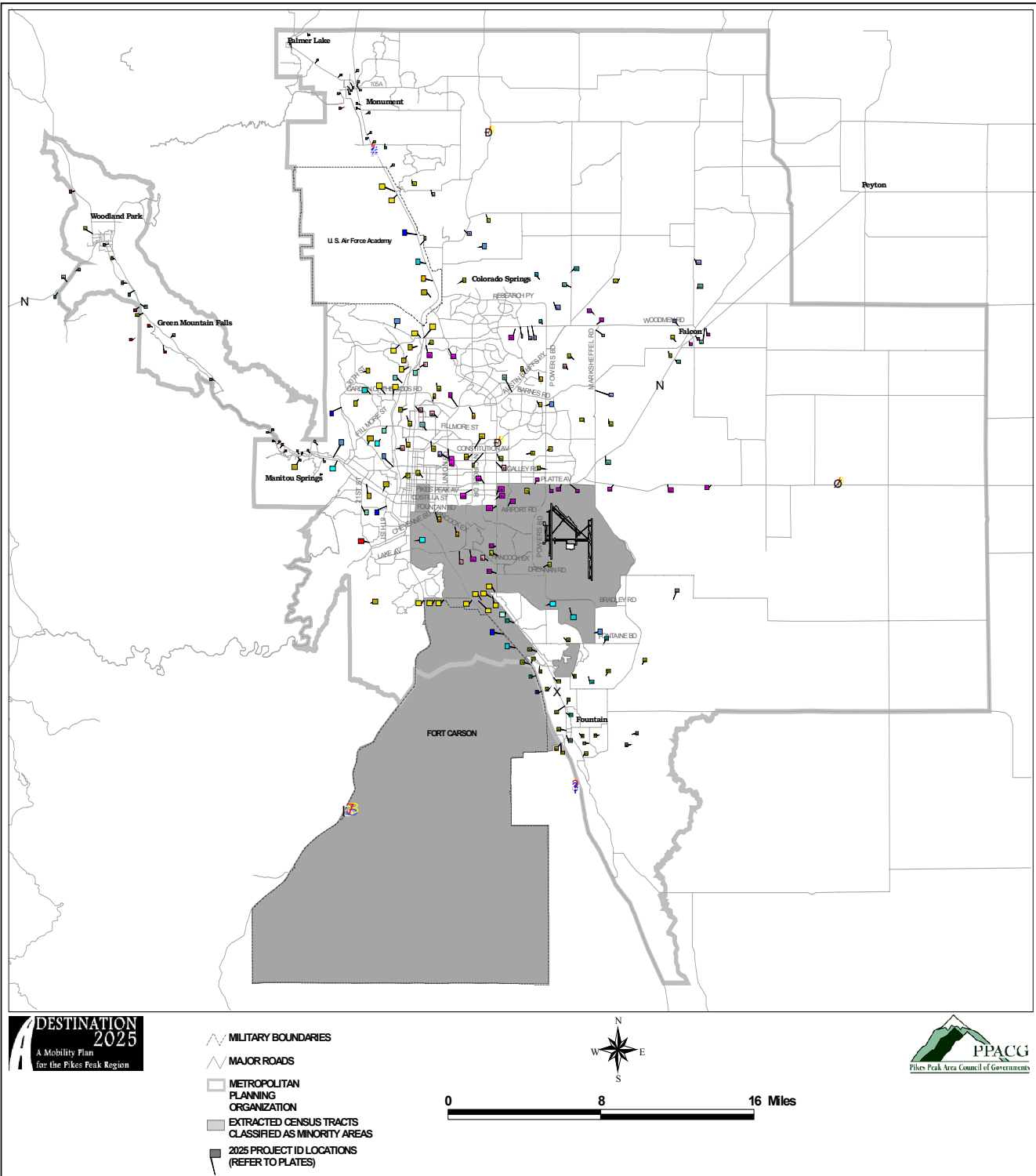


Figure 1-3
Distribution of 2025 Projects in Relation to Low-Income Areas

