2 Background

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The Glenwood Hot Springs Pool is a major destination for visitors and residents.

Purpose of the Plan

The Glenwood Long Range Transportation Master Plan builds upon the success of the City's 2003 Long Range Transportation Master Plan, the City and CDOT's 2010 Corridor Optimization Plan, and the City's 1991 River Trail Master Plan. Based on existing conditions and input from the community, this plan establishes objectives for Glenwood Springs to focus on and prioritized recommendations to develop a complete multi-modal transportation network.

Glenwood Springs sits at the confluence of the Colorado and Roaring Fork Rivers

Regional Context

The City of Glenwood Springs is located at the confluence of the Colorado and Roaring Fork Rivers 180 miles west of Denver along I-70. Incorporated in 1885, the city is both the county seat as well as the most populated city in Garfield County. From 2000 to 2010, the City population increased by roughly 24%, with additional growth slowing to two percent from 9,614 in 2010 to 9,837 in 2013. Within the city, the topography is generally flat and rolling, and distances are generally short. Both of these characteristics are indicative of high potential for active transportation modes such as bicycling and walking.

The City stretches north-south following the Roaring Fork River and SH-82. At the north end of the city, Interstate 70 moves east-west along the Colorado River. Glenwood Springs has a total area of 4.8 square miles (12km²) and a population density of 2,049 people per square mile. It has historically been known for its medicinal hot springs, scenic beauty and access to abundant outdoor recreational opportunities. Glenwood Springs welcomes large numbers of tourists throughout the year for multi-season sports and leisure within and surrounding the city

limits.

The City was recognized for its accessibility as it was named among America's Most Walkable Communities by the Public Broadcasting Service and Walking Magazine in 2002. This plan builds upon those successes and lays out the basis for future development of a complete transportation network.

A family uses a high visibility crosswalk

Relevant Plans

Current and recent plans offer strong support for making multi-modal improvements that benefit all forms of mobility throughout the City of Glenwood Springs. The following plans have had implications for mobility in Glenwood Springs.

Long Range Transportation Master Plan (2003)

The *2003 Long Range Transportation Master Plan* discussed and considered all forms of transportation systems; from Streets and Bridges to a transportation demand management program. It also included a robust section on values and vision, and goals and strategies that strongly recommend provision of mobility and safety infrastructure improvements. This document has guided improvements to the transportation network over the last decade.

River Trail System Plan (1991)

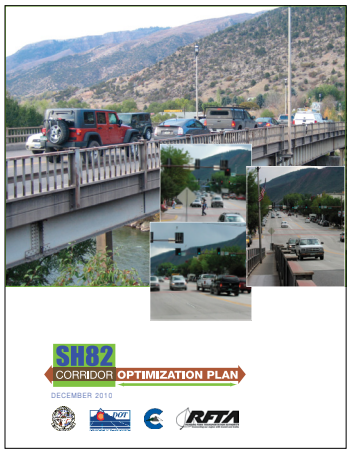
As stated in the *2003 Long Range Transportation Master Plan*, the main component of the *River Trail System Plan* as it relates to mobility is the trails system. More specifically, the trail system should play a significant role in connecting key destinations such as, parks, schools, neighborhoods and that it needs to be separated from existing roadways.

Parks and Recreation Comprehensive Master Plan (2006)

The purpose of the *Park and Recreation Comprehensive Master Plan* is to provide a framework document for decision-making as it relates to Parks and Recreation, Trails, and Open Space in Glenwood Springs. Recommendations from the plan were described in terms of short-term and long-term goals that explored various funding mechanisms and prioritized spending. One of the five primary themes that emerged from the plan was development of additional trails to provide better connectivity to desired destinations.

Corridor Optimization Plan (2010)

The *Corridor Optimization Plan* (COP) was part of a larger corridor optimization process designed to identify and assess programs and projects to reduce congestion on SH-82 through Glenwood Springs. The State Highway 82 COP identified and evaluated ten strategies for addressing future transportation demand within Glenwood Springs that ranged from no action to SH-82 relocation.



The Corridor Optimization Plan informed the development of this plan's infrastructure and network recommendations.

Comprehensive Plan (2011)

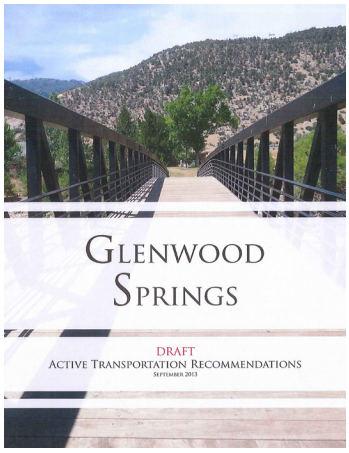
The *2011 Comprehensive Plan* identifies the current challenges and goals related to vitality, growth and many others facing Glenwood Springs. Related to transportation, the Comprehensive Plan establishes the goal of addressing transportation needs and providing multiple convenient travel choices. See the Comprehensive Plan for more specific transportation objectives and strategies.

State Highway 82 Access Control Plan (2013)

The State Highway *82 Access Control Plan* was adopted by the City of Glenwood Springs in July 2013. It was developed to define future property access points, reduce congestion, and improve safety along the SH-82 corridor.

Glenwood Springs Active Transportation Recommendations (2013)

The purpose of the *2013 Active Transportation Recommendations* was to evaluate and provide recommendations to improve the pedestrian and bicycle network on and around the State Highway 82 (Grand Avenue) vehicular, and pedestrian bridge improvements by the Colorado Department of Transportation (CDOT). If incorporated into the final design, residents and visitors alike will experience a more connected Downtown that is safe, functional and easy to navigate.



The Glenwood Springs Active Transportation Recommendations outlined on- and off-street projects that informed this plan's priorities.

Glenwood Ridge Traffic Impact Study (2014)

The *Glenwood Ridge Traffic Impact Study (March, 2014)* was developed to analyze the traffic impacts associated with the Glenwood Ridge Development on Four Mile Road. The study looks at existing roadway network, existing peak hour traffic conditions, and future volume forecasts in order to make recommendations for improvements to the road system. Data was collected in February 2012 and resulting data is presented as a LOS rating.

Downtown Vehicular and Pedestrian Circulation Study (2014)

The *Downtown Vehicular and Pedestrian Circulation Study* captured traffic patterns related to vehicular, bicycle and pedestrian volume. It also evaluated existing and future circulation opportunities and challenges within the transportation network of Glenwood Springs. While the boundaries of this study area were restricted to the downtown area alone, the findings at key intersections are significant to the City's transportation network as a whole.

Vision

Glenwood Springs recognizes the importance of transportation and mobility for citizens of Glenwood Springs. The City understands that a complete transportation system is essential for active living, quality of life, and the economic vitality of the City and its business community. A vision statement outlines what the city wants to be. It concentrates on the future and is a source of inspiration. The following vision statement, developed in coordination with the Internal Review Team, City Council, and the Commissions, guides the Glenwood Springs Long Range Transportation Master Plan:

Create a multi-modal transportation system that safely and efficiently moves people and goods, enhances the quality of life, promotes economic vitality, and exemplifies the historic community character that is Glenwood Springs.

Goals

The success of the transportation system within a community is dependent on the interaction of many factors. To develop a transportation system that works to preserve our historic community character, we must consider all of these issues and develop long-range solutions.

Every project the City undertakes will consider each of the following goals and objectives:

1. **Connectivity.** Improve multi-modal transportation network connectivity in Glenwood Springs.

Covered bicycle parking at VelociRFTA transit stop at SH-82 and 27th Street is an example of good bicycle support facilities.

A) Objective: Prioritize implementation projects that will close transportation gaps in the system.

B) Objective: Connect bicycle and pedestrian facilities to transit.

C) Objective: Prioritize implementation of the multi-modal transportation system with a focus on connecting neighborhoods with parks, trails, schools, commercial areas, and other neighborhoods.

2. Safety. Promote system safety for all modes of transportation.

Bozeman, MT Safe Routes to School program.

A) Objective: Improve communication and cooperation between government agencies, transportation agencies, law enforcement, public schools, emergency services and transportation users to support an interconnected transportation network.

B) Objective: Improve safety for pedestrians and bicyclists of all levels of ability through best practices based facility design. Foster safe interactions between users of all modes through programmatic development.

C) Objective: Improve the ability to identify high crash locations, and evaluate their impacts in LRTP project prioritization.

D) Objective: Establish a unified set of design guidelines for transportation system safety, comfort, and positive user interaction.

3. **Accessibility.** Expand multi-modal system to offer better choices for all users.

Kiosks and signage along Centennial Way in San Bruno, CA orients users and promotes awareness of the trail bicycle and pedestrian network.

A) Objective: Implement a wayfinding signage program to promote awareness of the system as a travel choice for residents and visitors.

B) Objective: Provide an easy-to-use electronic map and trip planner; include parking, route length, and rules.

C) Objective: Promote non-automobile transportation alternatives and create efficient connections between all transportation modes.

D) Objective: Ensure that through public outreach, transportation needs are met for all populations, especially for the youth and elderly, the mobility impaired, and the economically disadvantaged.

E) Objective: Provide hard copy maps, directional signage, and information about the multi-modal system at transit hubs and key transit stops.

4. **Convenience.** Provide efficient and convenient multi-modal travel throughout Glenwood Springs.

Bike racks on RFTA busses

A) Objective: Maximize transportation system efficiency by creating multi-modal street designs that: encourage safe pedestrian, bicycle, and vehicular travel; provide access to public transportation; and ensure connectivity.

B) Objective: Establish performance standards that will measure the effectiveness of the urban area's overall transportation system in supporting access to goods, services, activities, and destinations.

C) Objective: Develop cooperative TDM strategies with area employers and RFTA to reduce congestion and increase the efficiency of the transportation system.

5. **Sustainability.** Consider the economic costs, benefits, and partnerships for each identified project.

Recommended as an early action in the LRTP planning process, Glenwood Springs' Bike to Work Day was implemented in June 2015.

A) Objective: Promote health and economic benefits of walking and bicycling as practical modes of transportation.

B) Objective: Enhance and expand services for alternative modes of transportation including but not limited to transit, walking and bicycling through increased funding and cooperative regional planning.

C) Objective: Outline a maintenance policy to protect local and regional investments in transportation and to foster the upgrade of select facilities over time.

6. **Accountability.** Consider the environmental and health costs and benefits for each identified project.

The Rio Grande Trail is an existing recreation and transportation facility that provides locals and visitors alike with a sustainable transportation option throughout the city.

A) Objective: Conserve natural resources and reduce energy consumption.

B) Objective: Establish performance standards and report on transportation impacts on the public health, natural environment, cultural resources, and social systems.

C) Objective: Identify and protect environmentally sensitive areas early in the planning process.

D) Objective: Modify the transportation system to reduce pollutants in highway runoff and vehicle emissions in accordance with best practices and federal, state and local clean air and water legislation.

E) Objective: Develop and implement a transportation system that supports and is coordinated with local greenhouse gas and carbon reduction plans.

F) Objective: Develop and implement modifications to the transportation system that reduce the rate of growth in vehicle miles traveled (VMT).

7. **Livability.** Improve quality of life for residents and visitors in Glenwood Springs.

The recently installed streetscape on 7th Street has added vitality to the Downtown Core.

A) Objective: Include considerations of pedestrian lighting, parking lot layout, short-term and long-term bicycle parking, location relative to buildings, and strong aesthetics in core or high-activity areas of town.

B) Objective: In addition to infrastructure recommendations, provide programmatic elements such as wayfinding, kiosks, public art, and events on open streets and along sidewalks such as walking tours, street festivals, and markets.

C) Objective: Determine which elements of the Transportation Plan would support or detract from the public's desired lifestyle.

D) Objective: Identify and recommend land use patterns, parking requirements, and development policies that increase overall mobility and that improve and support compact, mixed-use, transit-friendly, and walkable development.

8. **Adaptability.** Identify measurable strategies for each project.

Grand Avenue enhancements successfully integrate land use patterns and transportation needs to preserve Glenwood Springs' character.

A) Objective: Establish an annual review of this plan by City staff, the Transportation Commission, and City Council over the first half of each year, prior to the mid-summer City budget process.

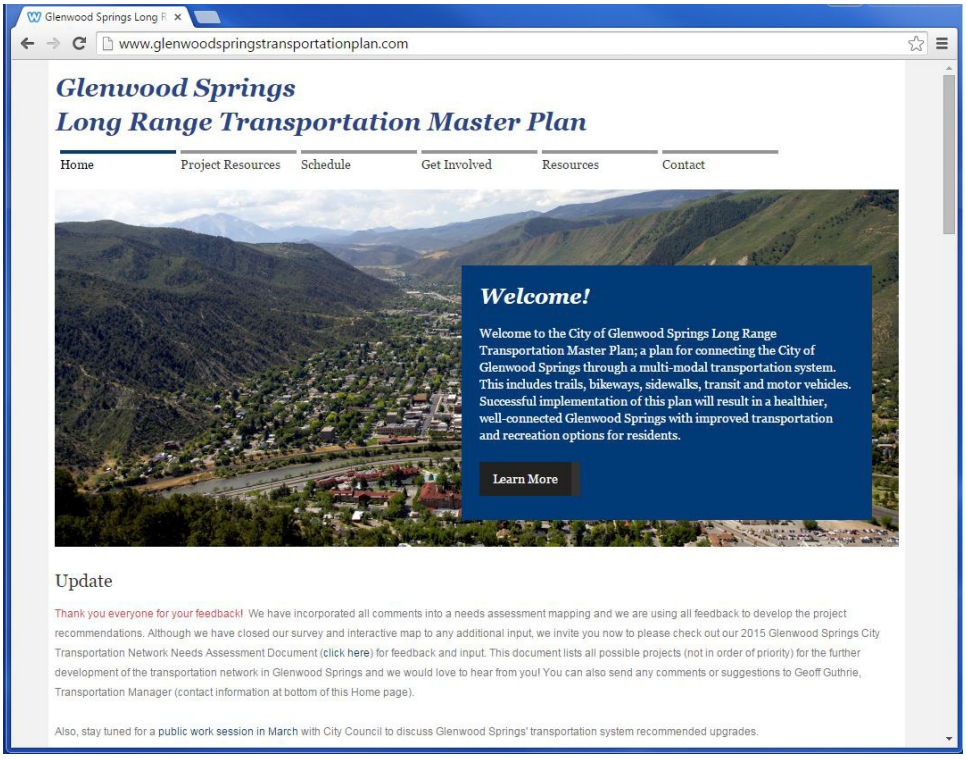
B) Objective: Implement an annual review of transportation system capital improvement prioritization by City staff and the Transportation Commission over the first half of each year, prior to the mid-summer budget process with City Council.

Community Engagement Activities

Community engagement plays a key role in developing a master plan. Through the creation of a public involvement and outreach strategy (described in Appendix C), an approach was developed that included multiple methods of public involvement and encouraged cooperation among agency stakeholders, community members, and public officials. Opportunities for input were provided throughout the planning process, from data gathering to final recommendations.

Project Website

A project website (http://www.glenwoodspringstransportationplan.com) was used throughout the master plan development process to announce workshops, provide project resources, collect input, and direct the public to an online survey and interactive mapping exercises.



Wikimap

Two interactive, online mapping exercises were conducted using the wikimaps platform. The first mapping exercise enabled members of the public to contribute information on existing conditions. Participants were asked to add lines representing:

- Desirable bike routes
- Gaps in biking/walking networks
- Destinations for bikers/walkers
- Routes that are taken but could be improved for biking and walking
- Routes that are desired for biking and walking but not taken
- Locations where bike parking is needed
- Intersection crossing conflicts
- Roadway bottlenecks
- Locations where transit stops are needed

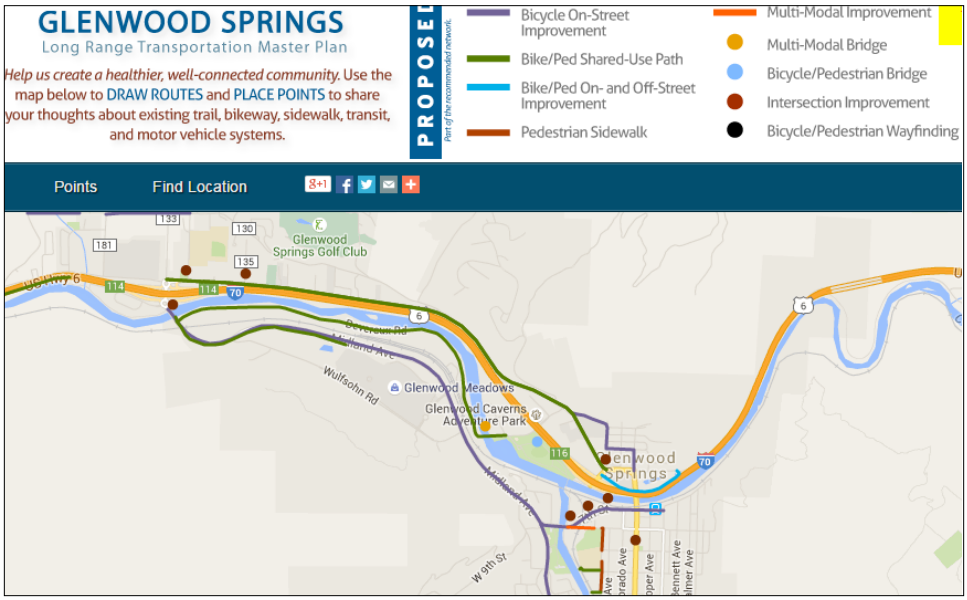
Information from this mapping exercise was incorporated into the infrastructure and network recommendations.

The second mapping exercise collected feedback on the infrastructure and network recommendations. Participants were asked to add lines representing:

- Great route, great facility
- Great route, with a different facility
- Gap in the network
- Route addition
- Route deletion

Information from this exercise was considered and incorporated into the final network recommendations, as appropriate.

The wikimap shows publicly generated recommendations for the multi-modal system



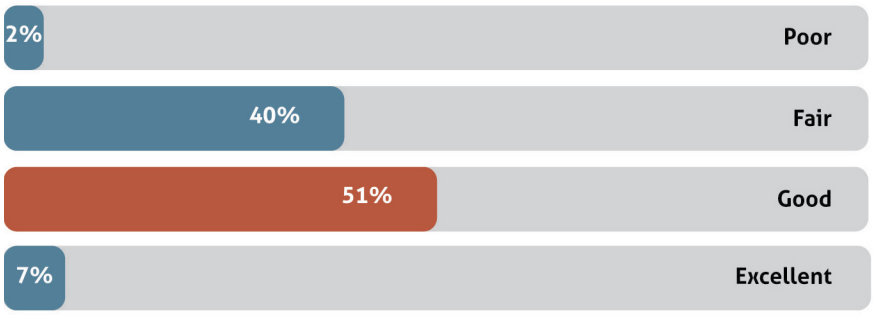
Community Survey

The Glenwood Springs Long Range Transportation Plan Survey was developed to gain feedback from the community on transportation, bicycling and walking. The survey, which was open from September to December 2014, was distributed at the first public workshop and was also available on the project website. In total, the survey generated feedback from over one hundred participants.

Survey respondents indicated the overall quality of the transportation system is good and expressed a desire for expanded and safer bike and pedestrian facilities. Although gaps in these networks were identified, most respondents rated the overall experience of bicycling and walking as good to excellent. A summary of the questions asked and responses received is included in the following pages.

Overall Transit System

Q. What is the overall quality of transportation in Glenwood Springs?
Survey respondents indicated that the overall quality of the transportation system, including roads, bicycles, pedestrians and transit, is good.



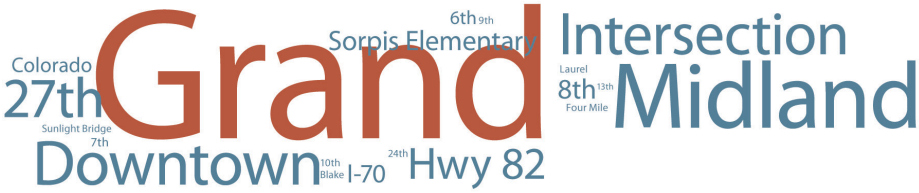
Q. How can the system be improved?

48% of respondents indicated a need for more/safer bike lanes and trails

42% of respondents expressed a desire for more bus stops within their neighborhoods

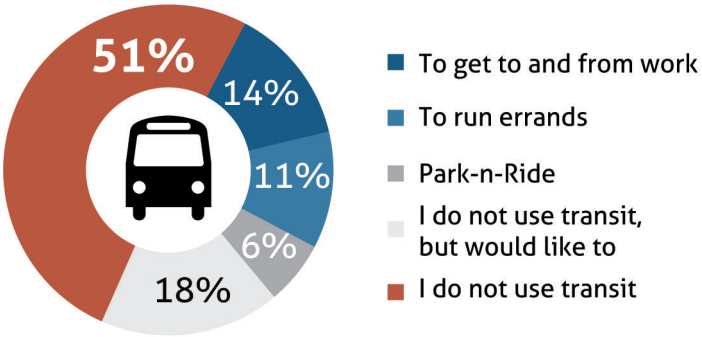
61% of respondents said that improving the bicycle and pedestrian environment in Glenwood Springs is VERY IMPORTANT.

Q. Where have you experienced traffic congestion?



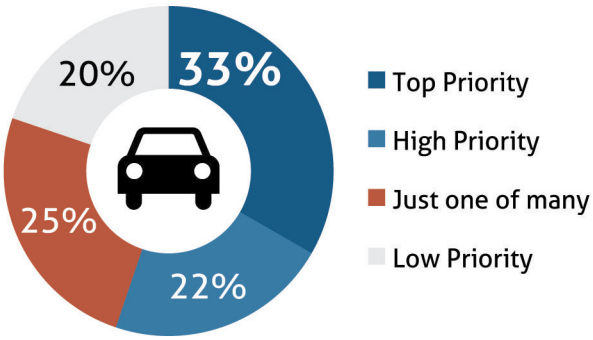
Q. How do you use transit?

Although over half of all respondents do not use transit, many indicated that they would like to use transit. Of the respondents who do use transit, most use it to get to and from work.



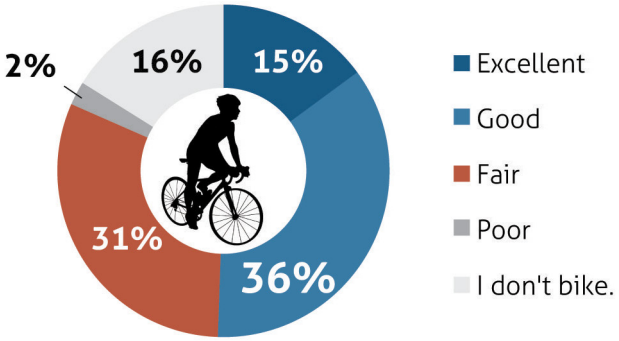
Q. What level of priority is a north-south bypass route for Grand Ave to SH-82?

The response for a north-south bypass route was largely split with a slightly higher percentage of respondents indicating the route as a top priority.



Bicycling and Walking System

Q. What is the overall bicycling experience in Glenwood Springs?
Half of respondents indicated that bicycling is good to excellent.



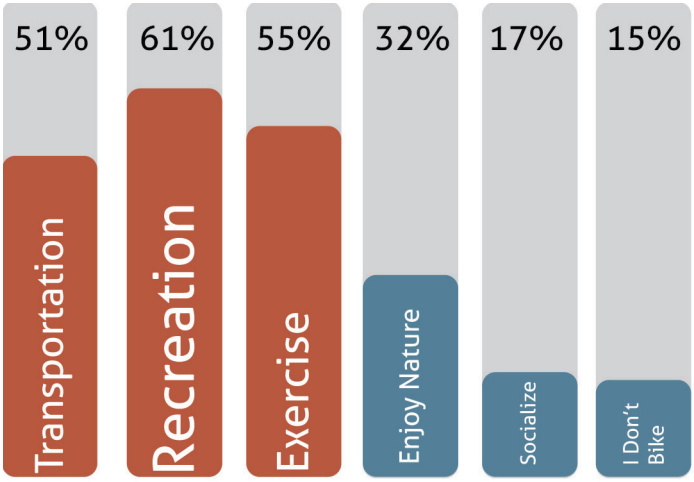
Q. What are the top bicycling destinations in Glenwood Springs?

75% of people said they would like to be able to reach PARKS or TRAILS.

58% of people said they would like to be able to reach DOWNTOWN.

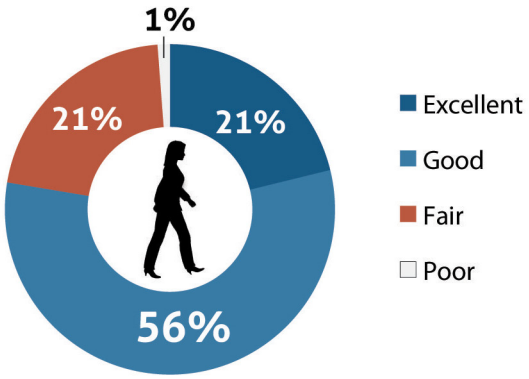
46% of people said they would like to be able to reach WORK.

Q. Why are people in Glenwood Springs choosing to bike?



Q. What is the overall walking experience in Glenwood Springs?

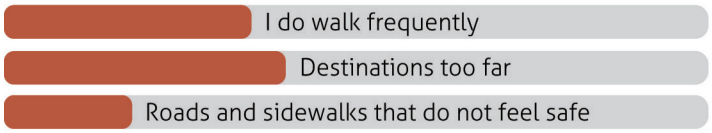
Over 75% of respondents rated the walking experience as good to excellent.



Q. Are city sidewalk complete?

Less than half of respondents indicated that Glenwood Springs' sidewalk network is complete and takes them where they need to go.

Q. What are local obstacles or concerns related to walking?



Event/Public Workshop

Two public events were held as part of the master plan process. The events occurred on September 2nd and 3rd, 2014 at the existing conditions and needs stage of the process. Over 100 community members participated in the public events described below.

Public Event

The September 2nd meeting was held at Glenwood's Downtown Market to encourage participation from a variety of demographics within the local community and visitors alike, with the goal of getting input from a wider range of potential Glenwood Springs users. The event was designed to allow the public to provide input on the gaps in the existing system, identify desired destinations, help identify opportunities and constraints, and provide input for the survey (same interface as online survey).

A variety of community members provide feedback on the transportation system at the Downtown Farmer's Market

Public Workshop

The purpose of the September 3rd workshop was to solicit public feedback on the gaps in the existing system, identify desired destinations, help identify opportunities and constraints, and provide input for the survey (same interface as online survey). Flyers were distributed and advertisements placed in the Glenwood Springs Post Independent to notify the public of the workshop.

Commission Engagement

Commissions

Throughout the planning process the project team engaged the City Council and Transportation and River Commissions numerous times to provide updates and opportunities to provide input and feedback on draft memos and documents. In addition, both commissions were significantly involved in the prioritization of the identified multi-modal infrastructure projects.

Internal Review Team (IRT)

A steering committee with representation from a variety of city departments met regularly to review draft documents and generally guide development of the Glenwood Springs Long Range Transportation Master Plan. The committee met bi-monthly during the course of the project.

City Council and the commissions attend a meeting during the data gathering phase of the project