Chapter 2: Existing Conditions

The 2013 Regional Bicycle Plan, 2016 Non-Motorized Plan, and the 2021 Regional Active Transportation Plan each contained a review and inventory of NFRMPO member community plans, programs, and policies related to active transportation.

Regional Infrastructure Inventory

The NFRMPO is consistently updating and improving the geographic information systems (GIS) inventory of existing active transportation facilities in the region. Collecting and managing this inventory involves combining datasets from various agencies and including additional features based on aerial imagery, development plans, and other pertinent information. Currently, the inventory only indicates the presence of facilities and does not consistently identify characteristics of the facilities such as facility width and surface condition. The NFRMPO will continue to update the regional active transportation facility inventory to include more data on facility condition, width, and build-out status. The regional active transportation inventory can be found at the NFRMPO Open Data Page.

Definitions

- **Sidewalk-** Hard-surface paths providing space intended for pedestrian travel within the public right-of-way and separated from motor vehicle traffic by curb buffer, or curb with buffer. Sidewalks often also serve bicyclists.

- **Shared-Use Path-** Typically distinguished from sidewalks by having a consistent width of eight feet or greater that allows for two-way travel or passing by different types of users (foot traffic, wheelchair users, bicyclists, roller skaters, skateboarders, etc.). Shared-use paths (often referred to as trails or multi-use paths) are sometimes characterized by more separation from traffic than sidewalks. Shared-use paths can be paved (hard surface) or unpaved (soft surface). The NFRMPO inventory includes all hard-surface paths and some soft-surface paths where information is available.

- **Bicycle Lane-** A portion of roadways that has been designated by striping, signage, and pavement markings for the preferential or exclusive use of bicyclists. Bike lanes enable bicyclists to ride at their preferred speed without interference from prevailing traffic conditions and facilitate predictable behavior and movements between bicyclists and motorists. Bike lanes can have physical barriers (bollards, medians, raised curbs, etc.) that restrict the encroachment of vehicle traffic.

- **Bicycle Route-** Streets with low motorized traffic volumes and speeds, designated and designed for bicycle safety, comfort, and connectivity. Bicycle routes typically use signs, pavement markings, speed and volume management measures, and enhanced bicycle crossings of busy arterial streets. Although the NFRMPO has some information on local bicycle routes, they are not currently included in the inventory due to varying definitions across local jurisdictions.

Chapter 3 includes high-level guidance for identifying appropriate active transportation treatments based on state and federal guidance.

Active Transportation Facility Miles per Capita

Table 2-1: Active Transportation Facilities per Capita (Sidewalks, Bike Lanes/Bikeable Shoulders, Shared-Use Paths)

Year	Total Miles	Total Population	Miles per 1,000 residents
2016	3,313	483,144	6.87
2020	4,013	526,402	7.62
2023	5,064	549,237	9.22

Table 2-1 summarizes the expansion of active transportation infrastructure among the first comprehensive inventory in 2016, the 2021 Regional Active Transportation Plan inventory for 2020, and the updated inventory for 2023. Over the course of 3 years, the NFRMPO region has

added 1,051 miles of active transportation infrastructure, which equates to an additional 1.6 miles of facilities per 1,000 residents.

Active Transportation Facilities by Community

Table 2-2 summarizes the 2023 active transportation facility mileage by jurisdiction.

Table 2-2: Active Transportation Facilities Mileage by Jurisdiction

Jurisdiction	Sidewalks	Shared-Use Paths/Trails	Bike Lanes/ Bikeable Shoulders
Berthoud	104.38	6.56	1.81
Eaton	48.68	2.2	0
Evans	120.93	8.69	11.16
Fort Collins	1,041.98	153.74	399.89
Garden City	2.93	0	0
Greeley	688.65	67.17	190.97
Johnstown	155.87	11.73	3.32
LaSalle	14.56	0	0
Loveland	670.05	37.05	162.6
Milliken	56.62	4.01	0
Severance	83.91	7.85	.6
Timnath	111.59	9.09	16.06
Windsor	369.59	35.91	69.80
Unincorporated Larimer County (NFRMPO Portion)	57.11	150.48	145.74
Unincorporated Weld County (NFRMPO Portion)	7.87	31.6	1.9
Total	3,534.52	526.08	1,003.85
Note: Figures in this table may differ from local estimates. Bicycle routes were omitted because they are defined differently across communities.			

The presence of bike infrastructure does not always signify a low-stress facility for people on bikes. For example, properly designed bike routes can play an integral role in creating connectivity and filling gaps in a local or regional bike network at a low cost. Bike route designations are most appropriate where traffic volumes and speeds are low, a road connects to other bike facilities or destinations, and/or there is not space for more intensive

infrastructure. For future inventory, baseline qualifications for bike routes will be agreed upon and the mileage will be quantified.

This inventory does not consistently distinguish sidewalks from shared-use paths or classify bike lanes into categories such as striped bike lanes, buffered bike lanes, protected bike lanes, bikeable shoulders, and cycletracks. The NFRMPO will work with local communities to include more robust information on the varying levels of bicycle infrastructure in future inventory updates. These efforts should focus on classifications that are meaningful and informative for users trying to choose a route and understand active transportation options in their area.

Soft Surface Trails

The NFRMPO does not currently maintain a complete inventory of current or proposed soft-surface trails. Data about these facilities are not consistently maintained across communities. Although the regional inventory is lacking, soft-surface trails play a critical role in the multimodal connectivity for all types of trips. Within the NFRMPO, the Great Western Trail and the Little Thompson River Trail are great examples of regional soft-surface facilities that can be used as much for transportation as for recreation. Less formalized trail spurs can provide crucial connections to neighborhoods, business districts, schools, natural areas, and more. A prime example of the potential impact soft-surface trails is the 240-mile Katy Trail across Missouri. The Katy Trail connects over 34 communities, attracts over 400,000 annual visitors, and has an annual economic impact of $18.5M in 2011 which would be around $26,750,000 in 2026.[1]

With a firm and stable surface, soft-surface trails can be accessible for individuals with disabilities and are eligible for federal funding through the NFRMPO and other recipients. They may also provide a great interim trail surface if full funding is not yet available for a hard surface. Soft-surface trails paralleling hard-surface trails also help minimize conflicts between users, such as cyclists and equestrians, and are the preferable surface for many runners. It is important to note that multiple jurisdictions within the NFRMPO have a ban on e-bikes on soft surface trails which creates a barrier for e-bike access. Future local and regional active transportation planning efforts should better incorporate and consider soft-surface trails while taking into account the barriers associated with soft-surface trails.

[1] https://mostateparks.com/sites/mostateparks/files/Katy_Trail_Economic_Impact_Report_Final.pdf

Travel Patterns

Commuting, or Journey to Work, data from the US Census Bureau is the most reliable and readily available source of information about how people get to work and how long it takes to get there. For the *ATP*, 2015-2019 and 2019-2023 American Community Survey (ACS) 5-year estimates were used. **Table 2-3** shows the primary mode share for workers commuting by community.

Table 2-3: Commuting Patterns by Community (Workers Age 16 and Over)

Community	Percent of Workers													
	Drive Alone		Carpool		Public Transportation		Walk		Bicycle		Taxicab, Motorcycle, or Other		Work From Home	
	2019	2023	2019	2023	2019	2023	2019	2023	2019	2023	2019	2023	2019	2023
Berthoud	81.4	75.5	7.8	6.1	1.3	0	0	1.6	0	0	0.7	1.4	8.7	15.4
Eaton	90	84.9	3.7	1.7	0	0	3.7	1.3	0	0	0.5	.3	2.1	11.7
Evans	81.4	79.8	11.3	9.2	0.9	1	0.6	.4	0.6	.1	0.6	1.2	4.6	8.4
Fort Collins	71.9	63.3	7.2	5.6	2.3	1.5	4.2	4.2	5.4	4.2	1	.9	8	20.2
Garden City	77.2	47.9	7.9	43.8	0.8	0	7.9	6.6	0.8	.8	5.5	0	0	.8
Greeley	79.5	74.8	11.3	12.9	0.6	.4	2.8	2.3	0.7	.6	1.2	.8	3.9	8.2
Johnstown	77.3	74.3	8	5.4	0.5	0	2.7	4	0.6	.2	2.7	1.1	8.2	15
LaSalle	88.4	73.3	7.3	10.3	0	0	1.1	1.9	0	0	0.9	9.9	2.2	4.7
Loveland	81.1	75.5	7.3	5.6	0.6	.3	1.4	1.1	0.7	.6	1.6	1.2	7.3	15.7
Milliken	82.9	73.5	10.6	10.1	0.4	.6	2.9	0	0	0	0.5	2	2.5	13.8
Severance	77.6	67.8	11.7	8.4	0	0	0.8	1.3	0.4	0	1.2	.9	8.3	21.6
Timnath	77	67.6	9.6	5.1	0	0	0	2	0	0	5.3	0	8	25.3
Windsor	82.5	73.1	6.9	5.1	0.2	.1	0.5	1.4	0.2	.1	1	1.1	8.9	19.2
Note: Respondents only report the mode they use to get to or from work "most of the time." To fully understand travel patterns, bike and pedestrian counts and travel surveys are recommended.														

Source: 2015-2019 American Community Survey (ACS) 5-year estimates; 2019-2023 American Community Survey (ACS) 5-year estimates

Within the region, an estimated 4,851 workers typically bike to work and 7,260 workers typically walk to work. Of those who walk to work, 11% travel 25 minutes or longer one way. For many of these workers, improved bicycle infrastructure could result in significant travel time savings. Additionally, some workers bike or walk to work on an occasional or less frequent basis and therefore cannot be captured in the survey results shown above.

Looking at the travel patterns of those who do not currently use active modes can help the NFRMPO quantify the portion of the population who might be interested in choosing an active

mode under the right circumstances. This section summarizes some of the data about trips that could be taken by active modes, either under current conditions or with some improvements or incentives.

Regionwide, 234,198 workers age 16 or older report car, truck, or van as their primary commute mode, and 90% of these workers drive alone as their primary commute mode. **Table 2-4** shows average commute time (one-way) for these workers. Commuting under 10 minutes are likely to be very bikeable (and potentially walkable) some of the time, assuming safe infrastructure exists. Commuting between 10-15 minutes or 15-19 minutes may also be somewhat bikeable, especially as electric assist (e-bike) popularity grows. This is discussed more in Chapter 3.

Table 2-2: Travel Times for Workers Commuting by Car, Truck, or Van

Commute Travel Time	Number of Workers	Percent of all workers commuting by car, truck, or van
Less than 10 minutes	28,909	12.3%
10-14 minutes	36,108	15.4 %
15-19 minutes	41,192	17.6%
Total Under 20 Minutes	106,209	45.4%

Source: 2019-2023 American Community Survey (ACS) 5-year estimates

An additional 2,058 workers commute via public transportation as their primary mode. Of these workers, 754 (36.6%) have travel times of 30 minutes or longer. Many of these trips have longer times due to long walks or bike rides to (access) and from (egress) transit stops. Active transportation system improvements could shorten these access and egress times, improve safety, and/or provide access where there previously was none. Studies suggest the average person is willing to walk five or ten minutes to access transit but is willing to bike significantly longer.[2] The lack of bike storage accommodations on-board transit vehicles and at transit stops or transit centers may also create a barrier for bike access to transit (discussed more in Chapter 3). Additional guidance can be found in the FTA's Manual on Pedestrian and Bicycle Connections to Transit.

For the 1,304 workers with shorter public transportation commutes (less than 30 minutes), active transportation system improvements could provide a reliable alternative mode in instances when public transportation service does not meet their schedule or needs.

[2] Federal Highway Administration (FHWA). Pedestrian Safety Guide for Transit Agencies. 2013.

Figure 2-1 shows the connectivity of Transfort, City of Loveland Transit (COLT), Greeley Evans Transit (GET), and Bustang bus stops to the regional sidewalk network. Bus stops are represented as connected to the sidewalk network, have sidewalk infrastructure at the bus stop, but are disconnected from the larger sidewalk network, or have no sidewalk infrastructure. Connected bus stops connect into the municipal network at multiple points, while disconnected bus stops may have a portion of a sidewalk but it does not connect into the larger network. Based on the map, areas in need of sidewalk upgrades include northwest Fort Collins, northeast Fort Collins, and along US287 between Fort Collins and Loveland. Data included in this map is available from NFRMPO staff upon request.

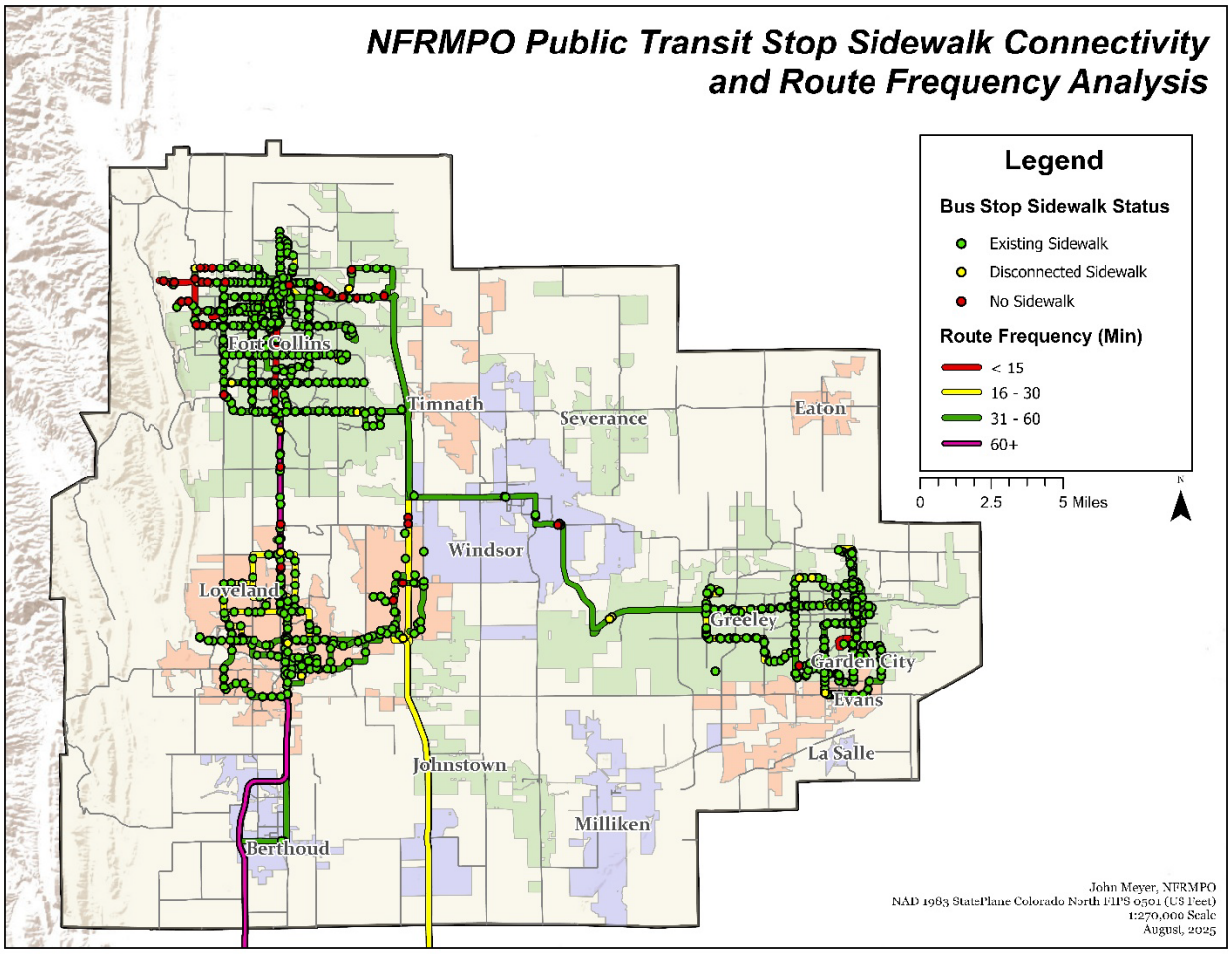
Overall, there were 974 bus stops in the NFRMPO region as of November 2025. A further analysis finds:

- 918 (94.3%) are connected; 17 (1.7%) have sidewalk infrastructure at the bus stop but are disconnected; and 39 (4.0%) have no sidewalk infrastructure.
    - Of Transfort's 512 bus stops, 471 (92.0%) are connected, 9 (1.8%) have sidewalk infrastructure at the bus stop, but are disconnected, and 32 (6.3%) have no sidewalk infrastructure.
    - Of GET's 313 bus stops, 305 (97.4%) are connected, 6 (1.9%) have sidewalk infrastructure at the bus stop, but are disconnected, and 2 (.6%) have no sidewalk infrastructure.
    - Of COLT's 179 bus stops, 171 (95.6%) are connected, 3 (1.7%) have sidewalk infrastructure at the bus stop, but are disconnected, and 5 (2.8%) have no sidewalk infrastructure.

Table 2-3: Transit Stop to Sidewalk Connectivity Analysis

Transit Agency	Total Bus Stops	Connected	Have sidewalks, but disconnected	No sidewalk infrastructure
Transfort	512	471	9	32
GET	313	305	6	2
COLT	179	171	3	5

Figure 2-1: Transit Stop to Sidewalk Connectivity Analysis



Demand

On any given day, nearly everyone is a pedestrian at some point. Anyone who parks their car or bike or gets off a bus still needs to be able to safely walk or roll to and from their destination, no matter the distance. Although active transportation affects everyone regardless of their main transportation mode, quantifying the demand for active transportation is a difficult task. It can be approached through tools such as surveys; however, if safe walking or biking options do not exist in an area and community members are unaware of the possibilities for safer active transportation options, survey respondents in that area may not report demand even when asked what would help them to walk or bike more often. This is a form of latent demand, in which the option either is not available, or the user does not know the option exists, so the user does not report their demand The phenomenon in which more people suddenly want to walk or bike because they see infrastructure improvements is called induced demand, With induced demand for active transportation, the provision of safe infrastructure reveals pent-up

latent demand, or previously suppressed trips. Local agencies should consider the possibilities of latent and induced demand within their communities when planning for active transportation.

Responses to the 2025 Active Transportation Plan Survey indicate potential latent demand for walking and/or biking across the region. Of the respondents, 26.5% walk to/from work at least once a week or more, 46.5% walk to go shopping for groceries and other errands at least once a week or more, and 93.1% walk for exercise and recreation at least once a week or more. For bikes, 49% bike to/from work at least once a week or more, 56.8% bike to go shopping for groceries and other errands at least once a week or more, and 80.7% bike for exercise and recreation at least once a week or more.

Respondents were asked "I would walk or roll more if" then were presented with a series of statements. Respondents were asked to choose all that apply. Of the respondents, 26% would walk more if it did not take so long to walk/roll to their destination, 16% would walk more if there were safer crosswalks, and 16% would walk more if there were more off-street sidewalks or off-street walking paths.

Respondents were asked a similar question pertaining to biking. Of the respondents, 15% would bike more if there were more space separating bicycles from automobiles on roads (bike lanes or shoulders), 15% would bike more if there were more physical barriers between bikes and automobiles on roads (barrier-protected bike lanes), and 14% would bike more if there were more off-street trails/multi-use paths.

Community Health Assessments

Periodically, the Health District of Northern Larimer County (HDNLC) and the Weld County Department of Public Health and Environment (WCDPHE) conduct community health assessments (CHAs) in which they survey a sample of residents on various topics related to health and quality of life. These CHAs are increasingly including questions related to active transportation. The collected data is useful in assessing overall perceptions on the ease of walking or biking, infrastructure deficiencies and barriers, individual habits, and latent demand for improved infrastructure.

According to the 2022 HDNLC CHA, 83% of Larimer County adults agree that walking is "easy to do", but only 30% agree that walking gets them to their destination. 47% of respondents between 18 and 34 agreed that walking gets them to their destination while only 30% of adults 65 and older agree. For bicycles, 83% agree that bicycling is "easy to do", and 65% agree that

bicycling gets them to their destinations. 79% of respondents between 18 and 34 agree that bicycling gets them to their destinations while only 43% of respondents 65 and older agree.

According to the 2022 WCDPHE CHA, 69.1 percent of respondents agree that "it's easy to walk in my community", 65 percent of respondents agree that "it's easy to bike in my community", but only 36.8 percent agree that "it's easy to get many places I need to go by walking or biking".

Moving forward, NFRMPO Staff and its partners should work more closely with HDNLC and WCDPHE to analyze geographic and socioeconomic disparities in CHA results related to active transportation.

Count Program

In 2016, the NFRMPO began a regional active transportation counting and monitoring program. Through this program, the NFRMPO has purchased 5 permanent electronic counting devices (counters) and four mobile/temporary counters for use on trails and roadways. The five mobile/temporary counters are available to any NFRMPO member agency. To date, they have been loaned out to Eaton, Loveland, Timnath, Windsor, and Greeley for various purposes. The counters help highlight travel patterns, quantify facility usage, evaluate investment effectiveness, identify areas of need, and develop maintenance schedules that avoid the periods of highest usage. The data is often used to support grant applications and other investment decisions.

Local agencies are encouraged to take advantage of the NFRMPO count program and invest in their own equipment.

Safety

In February 2025, the NFRMPO chose to set its own regionally-specific safety performance measure target of reducing the number of non-motorized fatalities and serious injuries to an average of 41 from 2021-2025. The safety performance measure targets are a five-year average using three years of actual crash data and two years of future estimated crash data. It is important to note that these safety targets must be data-driven and cannot be aspirational. The NFRMPO does not currently have region-specific targets related to pedestrian and bicycle safety. In September 2020, the NFRMPO Planning Council took a step towards a safer transportation system by adopting an organizational safety vision called the Towards Zero Deaths Policy. This vision was developed out of a desire to eliminate deaths and serious injuries on the region's roadways. The Towards Zero Deaths Policy commits the NFRMPO to:

- Continue prioritizing safety in future NFRMPO Calls for Projects;

- Analyze all available crash data to make more informed decisions for safety related projects;
- Integrate the Towards Zero Deaths framework in future planning initiatives, including *the Active Transportation Plan (ATP), Congestion Mitigation Process (CMP)*, and *Regional Transportation Plan (RTP*);
- Provide regionally specific crash data to compare to statewide crash data when possible; and
- Identify crash types and characteristics which are most prevalent in the region as well as best practices to mitigate those specific crash types.

Other NFRMPO partner agencies have been leaders in safety initiatives. **Table 2-6** shows NFRMPO partner agencies' transportation safety policies.

Table 2-4: NFRMPO Partner Agency Safety Policies

Organization	Year Adopted	Policy
Fort Collins	2023	0 fatalities and serious injuries by 2032
Greeley	2025	0 fatalities and serious injuries by 2045
Larimer County	2025	0 fatalities by 2040 and 0 serious injuries by 2045
Loveland	2025	20% reduction by 2035
Weld County	2025	25% reduction by 2045
Windsor	2025	0 fatalities and serious injuries by 2035

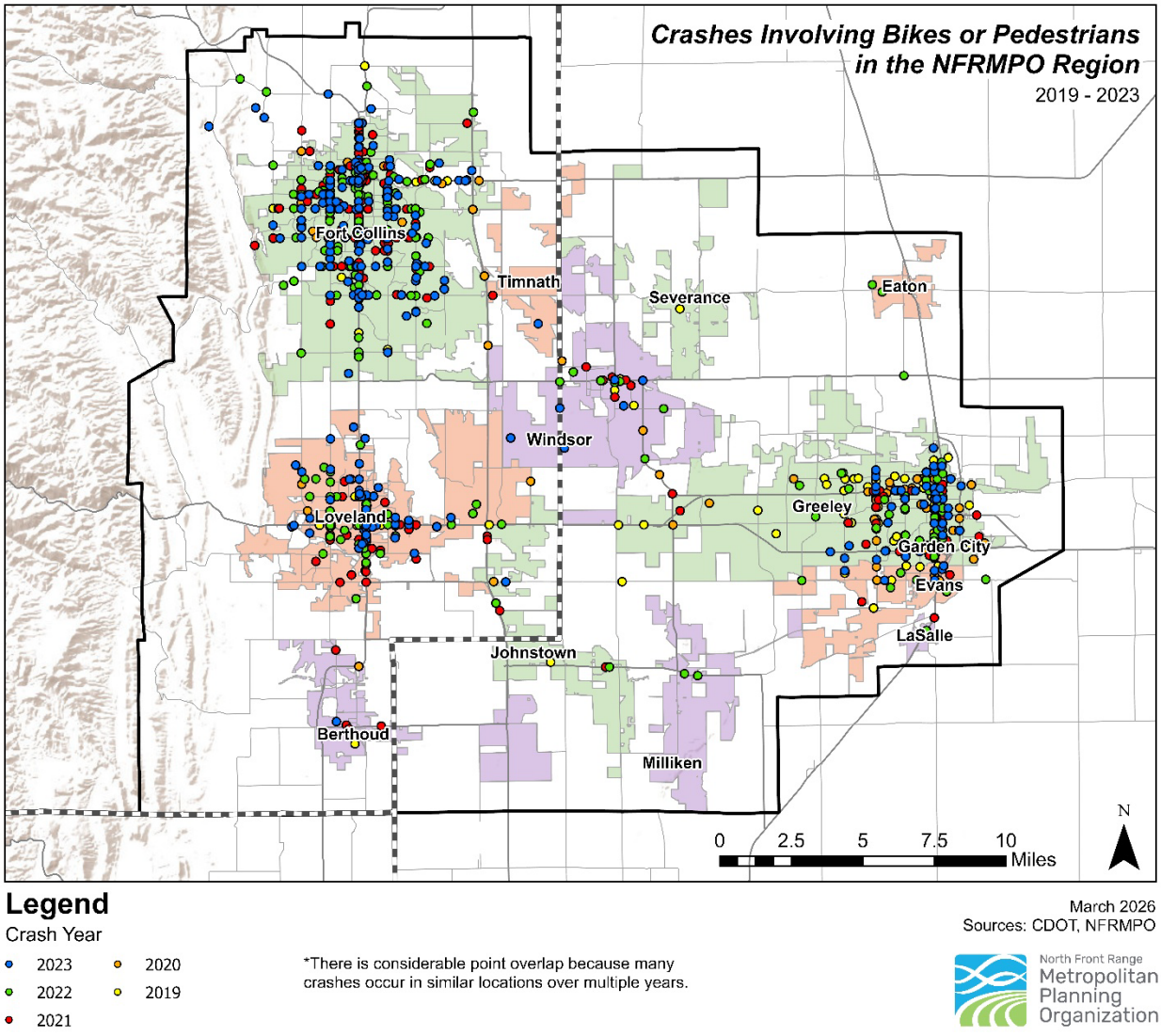
Regionwide Crash Trends

Between 2019 and 2023, there have been 898 bicycle-and/or pedestrian-involved crashes. Over this five-year period, bike/ped crashes have trended upward with the exception of 2020. This could be due to changes in travel patterns due to the COVID-19 pandemic. **Table 2-7** shows the number of bike/ped crashes per year, and **figure 2-2** shows the location of these crashes.

Table 2-5: Bicycle- and/or Pedestrian-Involved Crashes between 2019 and 2023

	2019	2020	2021	2022	2023
Injuries	102	68	153	165	189
Fatalities	2	7	8	6	13
Total	138	97	193	213	257
Note: The total number of injuries and fatalities will not add up to the total due to a third category of crash. This category is property damage only.					

Figure 2-2: Bicycle- and/or Pedestrian-Involved Crashes between 2019 and 2023



For fatalities and serious injuries (FSI), the numbers increased year over year except for 2022 for fatalities and 2020 for injuries. Most regions across the nation have seen the crash and FSI trends increase over the same time period.

Crash data presented in this section was obtained from the Colorado Department of Transportation and is based on reported crashes collected through law enforcement reporting systems. While this data provides a valuable foundation for understanding regional safety trends, it is subject to several limitations. Not all crashes, particularly those involving bicyclists and pedestrians, are reported to law enforcement, which may result in underrepresentation of total incidents. Additionally, there may be inconsistencies in reporting practices, location accuracy, and crash severity classification across jurisdictions and over time. In many cases, the available data does not clearly identify which party in a crash sustained a specific injury severity level; as a result, analyses involving vulnerable road users often assume that the most severe injury reported in a crash applies to the bicyclist or pedestrian. Recent years of data may also be subject to revision as additional reports are finalized. Despite these limitations, the dataset remains the most comprehensive and consistent source available for analyzing regional crash patterns and informing safety planning efforts. For more information on CDOT's crash data, please visit their Crash Data webpage.

National Crash Trends

A nationwide analysis of 60 pedestrian crash "hot spots" with six or more pedestrian deaths over eight years found consistent characteristics, including:

- 97 percent were multilane roadways (70 percent required pedestrians to cross five or more traffic lanes);
- Over three-quarters have speed limits of 30 mph or higher;
- 62 percent had volumes over 25,000 vehicles per day;
- All had adjacent commercial retail and service land uses;
- 72 percent had billboards; and
- 75 percent were bordered by low-income neighborhoods.[3]

Reducing bicycle and pedestrian crashes can also have significant direct economic impacts. According to a 2010 National Highway Traffic Safety Administration (NHTSA) report, pedestrian-involved crashes resulted in $65B in comprehensive costs (includes economic costs

[3] Schneider, R. J., Sanders, R., Proulx, F., & Moayyed, H. (2021). United States fatal pedestrian crash hot spot locations and characteristics. Journal of Transport and Land Use, 14(1), 1-23. https://doi.org/10.5198/jtlu.2021.1825

and quality-of-life valuations) annually, a cost of $258,094 per crash. Likewise, bike-involved crashes results in $21.7B in comprehensive costs, or $118,938 per crash.

Motor vehicle design is also a major factor in bicycle and pedestrian safety, according to a 2020 study by the Insurance Institute for Highway Safety, sport utility vehicles (SUVs) are disproportionately likely to injure and kill pedestrians compared with cars, primarily at crashes of intermediate speed (20-39 mph).[4] This raises concerns for walkability in communities across the nation given the rising consumer preference for SUVs. In 2010, 27 percent of total car sales in the United States were SUVs. In 2018, that number was up to 48 percent.[5] Over the past decade, pedestrian fatalities involving SUVs have increased 69 percent, compared with just a 46 percent increase for pedestrian fatalities involving passenger cars.[6] As the motor vehicle size continues to trend upward, additional infrastructure, traffic control, and enforcement that promote safe driving practices will become increasingly important.

Highways through Community Cores

The Towns of Severance and Timnath are the only NFRMPO member communities without a state highway bisecting its main street or a primary commercial corridor. Across the NFRMPO region, heavily traveled highway corridors pass directly through centers of commerce and dense downtown areas that are important to community character. In most instances, these highways can inhibit safe biking and walking. Often, they isolate neighborhoods where household access to motor vehicles is already low. Although these corridors may not be appropriate for on-street biking, destinations along them should be accessible via parallel alternatives and safe intersections or access points. Multi-agency coordination is important to facilitate mobility for all user types. The NFRMPO and its partners should continue to work closely with CDOT Region 4 on upcoming safety initiatives and needs assessments.

[4] https://www.iihs.org/topics/bibliography/ref/2203

[5] https://www.iea.org/commentaries/growing-preference-for-suvs-challenges-emissions-reductions-in-passenger-car-market

[6] Projected 2020 U.S. Pedestrian Death Rate on Pace for Record High Despite Significant Drop in Driving.: Governors Highway Safety Association (GHSA). https://www.ghsa.org/resources/news-releases/pedestrians21