

Staff Report

Date: December 3, 2025
To: Douglas County Planning Commission
From: Janet Herman P.E., Director of Public Works *J for Janet Herman*
CC: Kathie Haire, PTP, Principal Traffic Engineer
Jason Oldham P.E., Traffic Engineering and Operations Manager
Zeke Lynch P.E., Assistant Public Works Director
Curtis J. Weitkunat, AICP, Long Range Planning Manager
Subject: **2050 Douglas County Transportation Plan**
Project File: **MI2025-011**

Planning Commission Hearing:

December 15, 2025 @ 6:00 p.m.

I. EXECUTIVE SUMMARY

The Douglas County 2050 Transportation Plan ("2050 DCTP"), a sub-element of the Comprehensive Master Plan (CMP) defines a long-range vision for a multimodal transportation system that offers more choices in how people travel. The purpose of the 2050 Douglas County Transportation Plan update is to review present conditions, identify future transportation network improvements, and ensure that adequate right of way is preserved for future improvements.

The 2050 Douglas County Transportation Plan will serve as a key resource document for Douglas County staff as well as the community. Staff will utilize the updated plan for development review, determining right of way dedication requirements, and in capital project planning. The update process will evaluate a range of alternatives to meet demand, including different travel modes, capital investments and land uses. Specific network improvements will be identified and prioritized based on relative need, timing, and cost.

II. REQUEST

A. Request

The request is for adoption of the 2050 Douglas County Transportation Plan.

B. Process

In the State of Colorado, it is the duty of the County Planning Commission to draft and adopt a Comprehensive Master Plan for the unincorporated territory of the county, pursuant to C.R.S. 30-28-106 (1). Per 30-28-106 (3a) the master plan of a county may include the general location and extent of transportation facilities including the

priorities, anticipated costs, and funding proposals. The development of the Douglas County 2050 Transportation Plan with the Comprehensive Master Plan integrates land use and transportation planning.

C. Project Description

The purpose of the 2050 Douglas County Transportation Plan is to understand present conditions, identify future transportation network improvements, and ensure that adequate right of way is preserved. The 2050 Douglas County Transportation Plan will serve as a key resource document for Douglas County staff as well as the community. Staff will utilize the updated plan for development review, determining right of way dedication requirements, and in capital project planning. The update process will evaluate a range of alternatives to meet demand, including different travel modes, capital investments and land uses. Specific network improvements will be identified and prioritized based on relative need, timing, and cost.

Research and Review

The 2050 DCTP incorporates and builds upon the concepts and recommendations from previous planning efforts reviewing existing plans, studies, standards, and guidelines. Local, regional and statewide plans were also incorporated into the 2050 DCTP foundation. The 2050 DCTP considers and builds upon information within the previous Douglas County 2040 Transportation Master Plan (adopted 2019), the most recent local agency transportation plans, recent studies conducted by the County and local agencies, and the most recent Denver Regional Council of Governments (DRCOG) 2050 Regional Transportation Plan.

Existing Conditions

Data describing the transportation facilities and services in the County were developed through an evaluation of the existing transportation system. Urban and rural areas have fundamental different characteristics with regards to density of road networks, land use, and travel patterns. Consequently, roadway types are established within a functional classification system to reflect the diverse influences and characteristics of roads within Douglas County. The Douglas County Engineering Division has adopted a Functional Street Classification Plan based on projected traffic volumes, land use, and expected growth levels.

Multimodal Facilities and Services

Technical analysis evaluated the existing transportation network for level of service (LOS) type operational performance, connectivity, and service gaps to identify strengths and weaknesses. Future conditions for the plan year were evaluated based on the DRCOG travel demand model. The DRCOG activity-based model was reviewed to identify travel patterns and corridor mobility performance and validated using StreetLight data specific to Douglas County. Origin-Destination (O-D) links and demands between activity centers and gateways into/out of the County were reviewed along with details such as trip type, mode of travel, and trip attributes

including trip length and time may also be analyzed to provide insights into travel demand. Alternative travel modes are an important component of the 2050 DCTP including bicycles, pedestrians, and transit. Vehicular flow has enhanced service through the use of Intelligent Transportation System providing communication to all County traffic signals and network devices.

Travel Demand Development

A travel demand model for Douglas County was prepared as part of the 2050 DCTP update. The model provides for the input of land use for each planning horizon, along with an assumed roadway network, to assess the travel demand placed on the roadway system. The DRCOG model was utilized to develop daily vehicular forecasts on the primary roadway facilities and develop forecasts based on the density and location of households and jobs; existing and planned roadways and how much traffic they can accommodate, as well as the associated multimodal system. Through coordination with the Community Development Department's 2040 Comprehensive Master Plan, revised land use data were utilized on a zonal level. Travel demand forecasts were developed for four planning horizons: 2030, 2040, 2050, and beyond.

Travel Forecasts and Network Performance

The purpose of the TP travel demand forecasts are to produce future average daily traffic volumes for use in planning and design. These forecasts are utilized to determine the need of a project, number of roadway lanes needed and for alternative transportation systems. A network performance evaluation was conducted for each of the planning horizon years of 2030, 2040, 2050, and beyond 2050 by comparing the forecasted traffic volumes to the level of service (LOS) daily threshold volume for the corresponding roadway function classifications. This process allowed the determination where daily volumes would be approaching or exceeding the specified LOS threshold volume for the corresponding roadway type. Douglas County has identified threshold criteria of LOS D for urban roadways and LOS C for rural roadways. This evaluation criterion was used to help facilitate a determination when specific roadway improvements are needed.

Integrated Planning Effort

The 2050 DCTP was managed by the Douglas County Public Works Engineering Department with a Stakeholder Engagement Team (SET) providing direction and review of the technical analysis and draft recommendations. The SET included an interdisciplinary team of key staff from Public Works Engineering, Community Development, and Open Space and Natural Resources.

Agency outreach was conducted to receive input from local, regional, and state transportation stakeholders that involved representatives from CDOT, Regional Transportation District (RTD), DRCOG, Aurora, Castle Pines, Castle Rock, Larkspur, Littleton, Lone Tree, Parker, and the Highlands Ranch Metro District.

Recommended Transportation System Plan

The projects and programs recommended by 2050 DCTP vary in type and scale to address near- and long-term mobility needs aligned with the guidance of the CMP and the Goal Framework. The comprehensive list of projects and programs are intended to advance the county's mobility goals including safety, service to all users, sustainability, resiliency, and system efficiency.

The projects are presented in project horizon "bands" based on recommended timing, including Near-Term (2026-2030), Mid-Term (2031-2040), and Long-Term (2041-2050). These three bands are also constrained by forecast funding using current funding strategies. There are additional projects listed in a Vision 2050+ horizon based on the total needs analysis of the planning project to meet the county's mobility goals including, service to all users, sustainability, resiliency, and system efficiency. These projects should be considered if additional funding becomes available within the 2050 DCTP planning horizon.

Public Outreach

The 2050 Transportation Plan involved significant community engagement during key phases of the planning process. Community engagement efforts offered opportunities for members of the community to participate.

The public engagement efforts included Public Meetings, Project Web Page, Comment Database Site, Agency Coordination and the Referral Process.

An engagement process that actively listened to voices in the community to shape project outcomes and that considered a broad range of solutions mutually explored through information sharing, education, and respectful discussion.

- Collaborated with County leaders and staff, agencies, and other stakeholders representing the diverse interests of the community to identify the goals, priorities, and preferred strategies that will meet future mobility needs and other goals such as quality of life, sustainability, and economic opportunity.
- Delivered a data driven analysis to transparently identify needs and communicate the strategy choices and consequences, to identify a specific list of projects and other actions to advance implementation of the plan. The process of developing the Plan included an evaluation of strengths, weaknesses, opportunities, and constraints (SWOC) to characterize the functioning of the current and future mobility network relative to a goal framework established through collaboration with the County and advisory stakeholders. The results of the SWOC analysis will be used to generate potential strategies and solutions to enhance future mobility. Preferred strategies and solutions will be refined into specific projects and other actions as an implementation plan. This plan includes an implementation toolbox of recommended priorities, potential funding strategies, and information to support future project funding pursuits.

Review and Inclusion of Outreach Comments

Community feedback and agency comments were analyzed and synthesized relative to transportation goals, objectives, and policies.

Referral Process

The "referral draft" of the 2050 DCTP was referred for review and comment by referral agencies and the public over a 30-day period. The scheduled public meeting provided an opportunity for additional discussions with citizens.

Post-referral Analysis and Review

Referral agency and public comments on the draft Plan were evaluated by staff, inclusive of analysis and synthesis of community feedback comments relative to transportation goals, objectives, and policies. Four (4) local agency referral responses requested incorporation of specific local improvements into the 2050 DCTP. The requested improvements were reviewed and incorporated into the 2050 DCTP.

Final Draft

The final compilation of the document has been developed with revised text, maps, and graphics and was reviewed by the Planning Commission on November 17, 2025.

Planning Commission Review & Adoption

The Planning Commission reviewed the draft 2050 Douglas County Transportation Plan and provided the listed comments and suggested revisions:

- Review for consistency in terminology
- Review the graphs for accuracy and display
- Review staff-suggested rural road paving in light of CMP policies
- Review statistical significance of survey results
- Review work from home percentage
- Enhance bicycle facility discussion differentiating between bike to work trips and work from home
- Passenger rail expansion
- Added locational description to numbered sub-areas

The comments and suggestions were reviewed and incorporated into the final draft.

The 2050 Transportation Plan is scheduled for public hearing and adoption before the Planning Commission. Following its adoption, the Plan will be certified to the Board of County Commissioners.

D. Public Outreach

The 2050 DCTP was shaped through a collaborative process that reflects the needs of Douglas County's diverse communities. It engaged three key groups: county leadership, who offered operational and policy insights; a Stakeholder Engagement Team of planning and advocacy partners who regularly advised on the plan's

direction; and the public, whose input helped guide priorities for the county’s transportation future. The public outreach effort focused on:

- Website: [2050 Transportation Plan - Douglas County](#)
- News: [Colorado county asks for public input on \\$2 billion plan for transportation improvements to accommodate growth - CBS Colorado](#)
- Four Stakeholder Engagement Team (SET) meetings
- Four Public Road Show Pop-Up Events (Parker, Highlands Ranch, Castle Rock, and Castle Pines)
- Two countywide surveys with over 1,000 combined responses
- Online public comment map

E. Summary of Recommendations

The recommended transportation system includes improvements for the roadway network, bicycle and pedestrian facilities, and transit services and considers emerging trends likely to impact the DCTP into the future. The provision of adequate facilities to satisfy the forecasted travel demand is an important consideration in the development of the recommended multimodal transportation system. The TP recommends an efficient transportation system that is integrated with local agency and jurisdiction transportation plans to provide countywide connectivity.

III. PUBLIC NOTICE AND INPUT

The 2050 DCTP "Draft Referral" was sent out for review through the referral process on October 15, 2025 to obtain public and referral agency feedback. Referrals were sent electronically to all agencies on the County's referral list, inclusive of homeowners' associations. Additionally, social media outreach was utilized to reach the broader community and individuals.

IV. STAFF ASSESSMENT

In staff’s assessment, the 2050 Douglas County Transportation Plan is consistent with the CMP and relevant statutory requirements of the State of Colorado and may be approved. The Planning Commission may adopt the 2050 Douglas County Transportation Plan.

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RESOLUTION NO. PC25-____

DOUGLAS COUNTY PLANNING COMMISSION
A RESOLUTION ADOPTING
THE DOUGLAS COUNTY 2050 DOUGLAS COUNTY TRANSPORTATION PLAN

WHEREAS, pursuant to C.R.S. § 30-28-106(1), it is the duty of the Douglas County Planning Commission (“Planning Commission”) to make and adopt a master plan for the physical development of the unincorporated territory of Douglas County; and

WHEREAS, pursuant to C.R.S. § 30-28-108, the Planning Commission may amend, extend, or add to a master plan or carry out any part of it into greater detail from time to time; and

WHEREAS, pursuant to C.R.S. § 30-28-106(3)(a) the master plan of Douglas County shall, in part, show the Planning Commission’s recommendations for the development of the unincorporated territory of the county and includes the general location, character, and extent of existing, proposed, or projected streets or roads, rights-of-way, highways, bridges, parkways, mass transit routes and corridors; and the general location and extent of transportation facilities including the priorities, anticipated costs, and funding proposals of such facilities; and

WHEREAS, in 2003, the Planning Commission adopted the Douglas County 2020 Transportation Master Plan; and

WHEREAS, in 2009, the Planning Commission adopted the Douglas County 2030 Transportation Master Plan; and

WHEREAS, in 2019, the Planning Commission adopted the Douglas County 2040 Transportation Master Plan; and

WHEREAS, staff engaged with the Douglas County citizens in a thorough public outreach process in support of the update to the 2040 Transportation Master Plan; and

WHEREAS, Public Works Engineering Division and the Planning Services Division of the Department of Community Development worked in conjunction with each other to engage the public in the community outreach process; and

WHEREAS, pursuant to C.R.S. § 30-28-106(1), the 2050 Douglas County Transportation Plan has been reviewed by the Planning Commission, and the Planning Commission has accepted and considered oral and written public comments throughout the process of developing it; and

WHEREAS, the Planning Commission considered the 2050 Douglas County Transportation Plan at a public hearing held on December 15, 2025.

NOW, THEREFORE, BE IT RESOLVED, by the Douglas County Planning Commission, that:

1. The 2050 Douglas County Transportation Plan dated December 15, 2025, including any amendments approved by the Planning Commission by motion in the public hearing held on December 15, 2025, all of which are incorporated herein and made a part hereof by this reference, is hereby adopted for the unincorporated area of Douglas County, superseding the 2040 Transportation Master Plan approved October 19, 2019, as amended.
2. In connection with the printing of the 2050 Douglas County Transportation Plan, the Director of Public Works Engineering is authorized to make any appropriate corrections to the grammar, syntax, and format of the 2050 Transportation Plan.
3. A copy of the 2050 Douglas County Transportation Plan, together with a copy of this resolution, shall be certified to the Board of County Commissioners of the County of Douglas, State of Colorado, and to the Planning Commissions of all municipalities within Douglas County.

BE IT FURTHER RESOLVED, that the 2050 Douglas County Transportation Plan is hereby incorporated by reference into and is a part of the Douglas County 2040 Comprehensive Master Plan adopted August 5, 2019.

PASSED AND ADOPTED this 15th day of December 2025, in Castle Rock, Douglas County, Colorado.

DOUGLAS COUNTY PLANNING COMMISSION

BY: _____
Jack Gilmartin, Acting Chair

ATTEST:

BY: _____
Calvin Downs, Secretary