

# MEMORANDUM

## DEPARTMENT OF TRANSPORTATION

4201 East Arkansas Avenue  
Denver, Colorado 80222  
(303) 757-9011



**DATE:** August 1, 2013

**TO:** Statewide Plan Committee

**FROM:** Debra Perkins-Smith, Division of Transportation Development (DTD) Director

**SUBJECT:** Policy Directive 14

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### Purpose

This memorandum summarizes the discussion planned for the Statewide Planning Committee in August.

### Action Requested

At the August meeting, staff will request input on the following for Policy Directive (PD) 14:

- System Performance Objectives
  - Highways (Planning Time Index and Daily Minutes of Delay)
  - Transit (Transit Utilization and Transit Connectivity)

### Background on PD 14

MAP-21 requires States to establish performance measures and targets (objectives in draft PD 14) and allocate funds to achieve those targets/objectives. System Performance in PD 14 addresses two National Goals in MAP-21: congestion reduction and system reliability.

Proposed objectives for highway System Performance are for the average daily travel-time delay on all congested corridors and for the Planning Time Index, the amount of extra time travelers need to allow to get to their destinations on time.

Committee members have already reviewed asset condition objectives and measures for transit in PD 14. MAP-21 requires asset management for transit. Although MAP-21 doesn't have any System Performance measures for transit, CDOT is proposing a few transit objectives in August because of the belief that transit contributes to an efficient transportation system. Transit System Performance objectives are Transit Utilization (ridership of rural and small transit agencies) and Transit Connectivity (the amount of revenue service miles provided by all transit entities in the state). The System Performance measures for transit have been reviewed with the Transit and Intermodal Committee and the Transit and Rail Advisory Committee.

### Next Step on PD 14

- September – Review Infrastructure Condition – Highways objectives and Program Delivery measures and objectives
- October – Report to full Transportation Commission
- November – Adoption of PD 14



**Policy Directive 14  
Statewide Plan Committee  
August 14, 2013**

**Debra Perkins-Smith**

**Director, Division of Transportation Development**



# Today's Agenda

- Policy Directive 14 System Performance Measures and Objectives:
  - Highways
  - Transit

# System Performance in MAP-21

MAP-21 National Goal Areas	Safety	Infrastructure Condition	Congestion Reduction	Freight Movement and Economic Vitality	System Reliability	Environmental Sustainability	Reduced Project Delivery Delays
MAP-21 Perform. Measures	<ul style="list-style-type: none"> <li>• Serious injuries per VMT</li> <li>• Fatalities per VMT</li> <li>• Number of serious injuries</li> <li>• Number of fatalities</li> </ul>	<ul style="list-style-type: none"> <li>• Pavement condition of the Interstate system</li> <li>• Pavement condition of the NHS (excluding Interstates)</li> <li>• Bridge condition on the NHS</li> <li>• Transit State of Good Repair</li> </ul>	<ul style="list-style-type: none"> <li>• Traffic congestion</li> </ul>	<ul style="list-style-type: none"> <li>• Freight movement on the Interstate system</li> </ul>	<ul style="list-style-type: none"> <li>• Performance of Interstate system</li> <li>• Performance of the NHS (excluding Interstate system)</li> </ul>	<ul style="list-style-type: none"> <li>• On-road mobile source emissions</li> </ul>	None

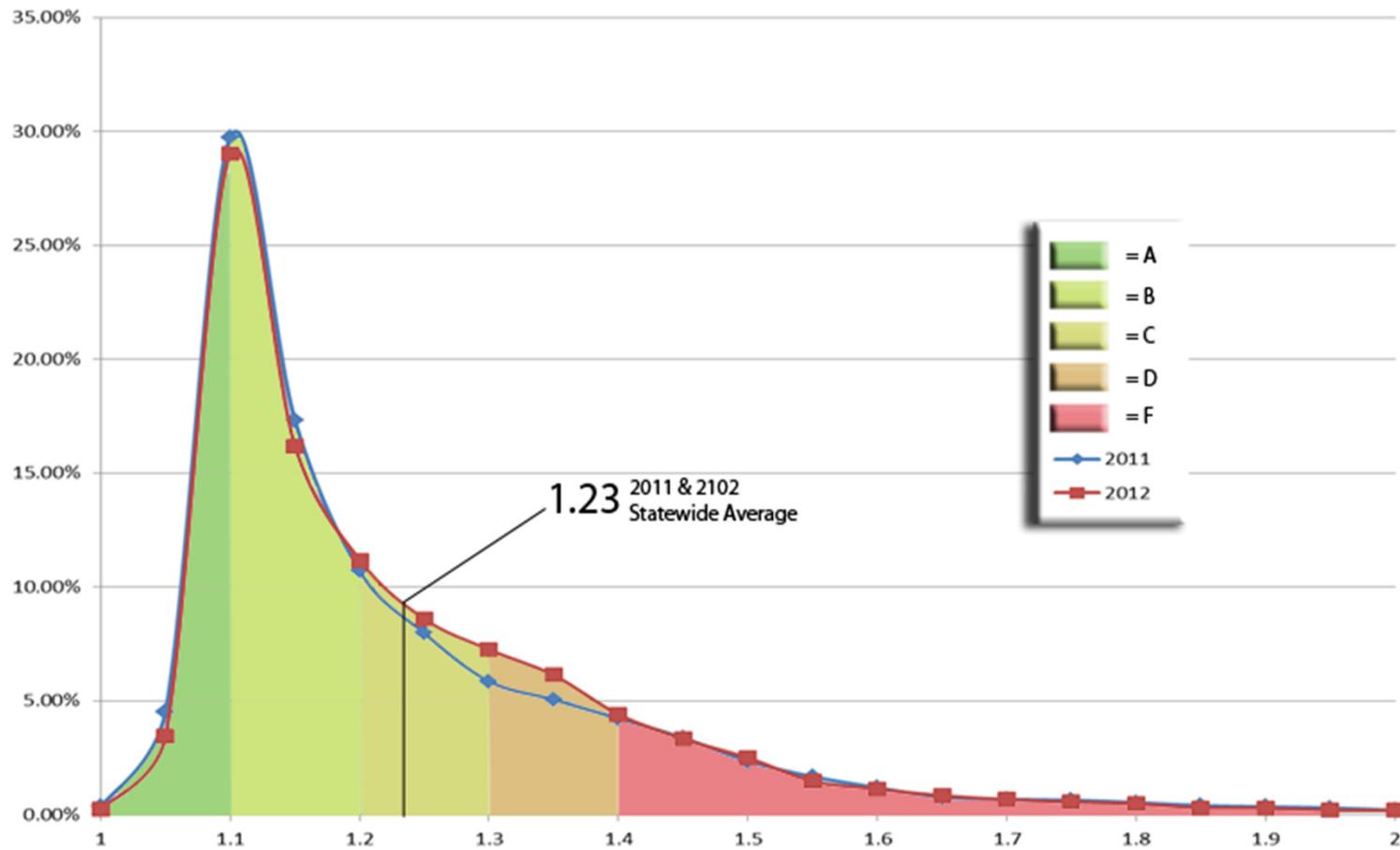
# Measure for System Performance – Interstates and NHS

- Planning Time Index (PTI) measure – time to arrive with certainty
- Colorado PTI Measure
  - 95<sup>th</sup> Percentile Travel Time  
*Free Flow Travel Time*
  - Applies to state and federal highways on NHS system
  - Does not yet include “enhanced” on-system NHS

# NAVTEQ Speed Data

- Average Speed
- NAVTEQ Segment
  - NAVTEQ segments differ from CDOT highway segments
- 15-minute intervals
- By day-of-week, by month, by year
  - For example, average Tuesday in March 2012

# Colorado Segment PTI by Year



# Colorado PTI Grading

A	B	C	D	F
1.00 – 1.10	1.11 – 1.20	1.21 – 1.30	1.31 – 1.40	1.41 and Below

## Annual Percentage of Segments by Grade

	A	B	C	D	F
2011	35%	28%	14%	9%	14%
2012	33%	27%	16%	11%	14%

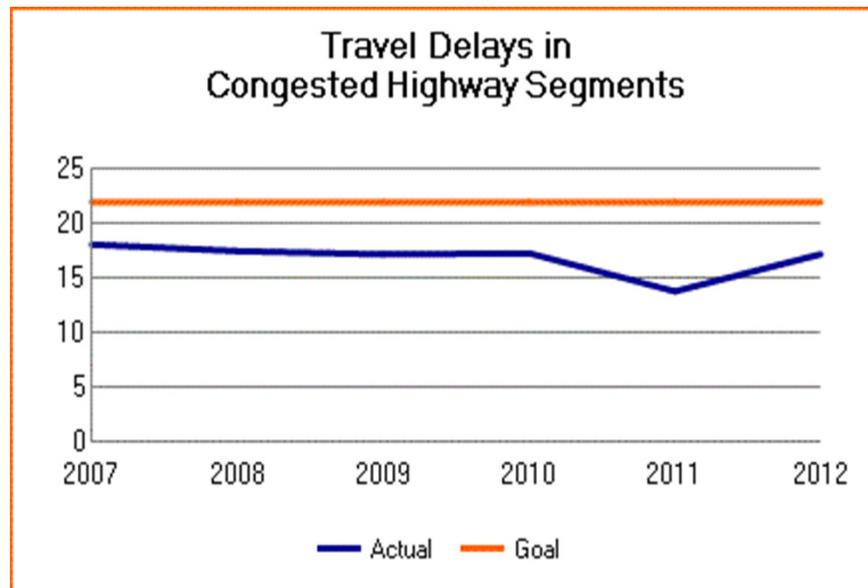
2011		2012	
1.23	C	1.23	C

# Highway Congestion

- Congested highways - Segments where peak traffic volume is 85% or greater than what the highway is designed to sustain.
- Travel-time delay - Difference between travel time on highways at free flow versus time spent in current traffic.
- CDOT measures – Minutes of delay experienced daily on *congested* segments of highways. Goal is no more than 22 minutes of delay per day per traveler.
- Approaches - Ramp metering, signal timing, overhead variable message signs, and high-occupancy vehicle lanes are examples of approaches to reducing congestion.

# Highway Congestion - Highway System Performance

	2007	2008	2009	2010	2011	2012
Long Range Goal	22	22	22	22	22	22
Actual	18.1	17.5	17.2	17.3	13.8	17.2



# PD 14 System Performance - Highways Measures and Objectives

MEASURES*	OBJECTIVES
<b>Interstate Performance</b> – Planning Time Index (PTI) for the Interstates	Maintain a <b>statewide PTI average of 1.23 or less</b> for the Interstates.
<b>NHS Performance</b> – PTI for the NHS system, excluding Interstates.	Maintain a <b>statewide PTI average of 1.23 or less</b> for the NHS roadways, excluding Interstates.
<b>Traffic Congestion</b> – Daily minutes of delay on congested segments of state highway system corridors	Maintain daily travel time delay on congested segments of state highway corridors at or below <b>22 minutes</b> of delay per traveler.
* <i>Bold = MAP-21 measure, but not yet defined</i>	

# System Performance - Transit

- USDOT Strategic Plan supports transit as a transportation system component in reducing emissions, providing capacity in congested corridors, and sustainable transportation.
- The Federal Transit Administration (FTA) funds, monitors, and analyzes National Transit Database information including ridership.
- CDOT grant management of FTA funds and funding of transit agencies under FASTER transit program.

# System Performance – Transit Considerations

- **Transit Utilization (Ridership)**

- Limited to what CDOT can control or influence. Example: transit grant management for rural and small urban transit services.
- Moving average adjusts for year-to-year ridership fluctuations.
- Statewide transit ridership tracked on YourCDOTDollar annually.

- **Transit Connectivity**

- Captures revenue service miles for general public passenger rail and bus (includes CDOT's future Regional Commuter Bus, Amtrak, Greyhound, RTD, Roaring Fork Transit Agency, etc.).
- Includes public, private, and private non-profit services.
- Focus on regional, inter-city, and inter-regional connections.

# System Performance – Transit Measures and Objectives

MEASURES	OBJECTIVES
Transit Utilization – Ridership statewide and by subcategory: small urban and rural	Increase ridership of small urban and rural transit grantees an average of <b>1.5%</b> annually over a 5-year moving average.
Transit Connectivity – Revenue service miles provided	Maintain or increase the total number of revenue service miles of regional, inter-regional, and inter-city passenger service over that recorded for <b>2012</b> .

# Next Steps

- September
  - Review:
    - Infrastructure Condition – Highways objectives
    - Program Delivery measures and objectives
- October
  - PD 14 Workshop with Transportation Commission
- November
  - Adopt PD 14

**Transportation Commission of Colorado  
Statewide Plan Committee Meeting**

**Meeting Agenda  
Wednesday, August 15, 2013 – 2:00-2:30 pm  
4201 East Arkansas Avenue  
Denver, Colorado**

**Debra Perkins-Smith, Director  
Division of Transportation Development**

**Ed Peterson, Chair  
District 2, Lakewood**

**Douglas Aden  
District 7, Grand Junction**

**Kathy Gilliland  
District 5, Livermore**

- **Introductions – 2 minutes – Ed Peterson**
- **Adopt SWP minutes of July 17, 2013 – 2 minutes – Ed Peterson**
- **TPR Outreach Update – 5 minutes – Debra Perkins-Smith/Michelle Scheuerman**
- **PD14 – System Reliability – 15 minutes – Eric Sabina**
- **PD14 – Transit Performance – 10 minutes – Mark Imhoff**
- **Adjourn**

**THE AGENDA MAY BE ALTERED AT THE CHAIR'S DISCRETION.**

## **STATEWIDE PLAN COMMITTEE MEETING**

**Date:** July 17, 2013

**Committee Members Attending:** Commissioner Ed Peterson, Commissioner Kathy Gilliland, Commissioner Doug Aden

**Other Commissioners Attending:** Commissioner Steven Hofmeister, Commissioner Kathy Connell, Commissioner Doug Aden, Commissioner Gilbert Ortiz, Sr., Commissioner Les Gruen, Commissioner Gary Reiff, Commissioner Heather Barry.

**Others Attending:** CDOT HQ: Debra Perkins-Smith, Herman Stockinger, Sandi Kohrs, Michelle Scheuerman, Gail Hoffman, Aaron Willis, Scott Richrath, Ermias Weldemicael, Rick Zabel, JoAnn Mattson, Erik Sabina, William Johnson, Scott McDaniel, Stephen Henry, Mark Imhoff, Toni Birch. Regional Transportation Directors: Kerrie Neet, Johnny Olson, Tony DeVito, Dave Eller. Others: Vince Rogalski, STAC Chairman; Todd Cottrell, DRCOG.

- *Meeting Minutes:* Minutes were approved as written for the May 15, 2013 meeting of the Statewide Plan Committee.
- *Planning Process, MPACT64 and Public Process:* Debra Perkins-Smith summarized the planning process and the relationship to the request from MPACT 64. Staff gave a presentation on the plan for broader public outreach that had also been given at STAC. STAC had received the presentation to alleviate concerns that the planning process would be limited to the initial two meetings being held this summer. Many other meetings will be needed before the regional plans are completed. The project lists that will be developed by August 2013 will be used by MPACT64 to inform its work on a potential sales tax ballot issue to support transportation. The Transportation Commission's approval of any list of state highway projects will be sought before anything is finalized.

Staff discussed the potential transit element of the MPACT 64 ballot ideas. Transit needs are being discussed at the TPR outreach meetings but are not part of the "planning range" priority lists. Multimodal needs will be incorporated into the corridor based SW Plan. At the TPR outreach meetings conducted to date, many TPRs recognized transit as among their top three transportation issues.

- *Broad Public Outreach for TPR Plans and Statewide Transportation Plan:* CDOT plans to have broad public outreach for the TPR and statewide plans and use such means as telephone Town Hall conferences, open houses, website, webinars, mailings, and postcards.

During meetings in September, the TPRs will determine the outreach techniques that would be most effective in their areas. Four more meetings November through May 2014 will be used to develop the regional transportation plans. For the Statewide Transportation Plan, a dedicated website and even a video outlining the Colorado transportation story are among the primary outreach techniques. The Statewide Transportation Plan will consist of an executive summary, as well as such methods as interactive PDF (portable document format) to make the plan more accessible to the general public.

The Metropolitan Planning Organizations (MPOs) have their own processes, and the MPOs plans will be amended into the Statewide Transportation Plans as they are completed. Some of the MPO plans may not be completed until several months past anticipated completion of the Statewide Plan.

- *TPR Meetings and MPO Approach Summaries:* Commissioners were referred to a handout listing the main results from the TPR outreach meetings conducted through July 25, as well as the different approaches the MPOs will take in developing their own project lists.
- *Expiration of Memorandums of Understanding:* The MOUs that CDOT signed with Denver Regional Council of Governments (DRCOG) and Pikes Peak Area Council of Governments (PPACG) relating primarily to the equitable allocation of federal and state transportation revenues have lapsed as of June 30, 2013. . The DRCOG MOU was signed in November 2004 and the PPACG MOU in April 2005, and both MOUs have been extended twice. DRCOG Board voted to allow the current MOU to expire and PPACG requested an extension of the MOU. Boards of both MPOs recognize that the MOU's are out of date but would like to hold discussions with CDOT on some new funding agreements.

The Commissioners agreed with the staff recommendation to let the MOUs lapse since they are outdated under the current MAP-21 requirements and program distribution process . Commission agreed that alternatives as continued monitoring and coordination and discussions could be explored.

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# MEMORANDUM

## DEPARTMENT OF TRANSPORTATION

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Denver, Colorado 80222  
(303) 757-9011



**DATE:** July 31, 2013

**TO:** Statewide Plan Committee of the Transportation Commission

**FROM:** Debra Perkins-Smith, Division of Transportation Development (DTD) Director

**SUBJECT:** Transportation Planning Region (TPR) Outreach Meetings

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**Purpose:** This memorandum summarizes the TPR outreach meetings conducted during July.

**Action Requested:** None. Information only.

**Background:** CDOT has been conducting TPR outreach meetings to gather information on TPR transportation needs, priorities, and projects as a component of developing the Statewide Plan and in response to an MPACT64 request for a potential project list. These projects reflect where funds may be applied should additional funding beyond projected revenue become available.

*Status of Meetings Held to Date:* From the transportation needs and priorities identified during the first group of meetings in May and June, TPRs developed a general consensus list of projects at their meeting in July. To guide the discussions in July, CDOT Region staff provided rough cost estimates for highway projects derived from the lists of transportation needs and priorities. The project cost ranges were planning-level estimates for planning discussion purposes only. Also in preparation for the July meetings, Government Relations established the overall planning-level ranges for each TPR to use in order to set some fiscal constraints for generation of project lists. Government Relations used three factors for these planning ranges that respond to concerns from urban and rural areas as well as relate to a potential sales tax initiative: population, lane miles, and sales tax revenue. The planning ranges provided exceed the revenue expected from a ballot measure so that each TPR could have a robust list. TPRs identified an A and B list roughly within the respective planning ranges. Staff will compile all the MPO and TPR project lists and will provide to the Transportation Commission at a future meeting.

**What We Heard:** Attachment 1 includes highlights of what we heard regarding key corridors and main concerns that supported the project lists during the second group of rural TPR meetings that took place from July 8 through July 30. Attachment 1 also includes brief summaries of progress the Metropolitan Planning Organizations have made in developing their project lists.

**Next Steps:** In addition to the first two meetings of the rural TPRs, CDOT plans a number of additional meetings September through May 2014 in each TPR to develop the regional plans.

**ATTACHMENT 1**  
**SUMMARY OF TPR MEETINGS AND MPO ACTIVITIES**  
**As of July 30, 2013**

This attachment includes information gathered from the rural TPR meetings in July on key corridors and projects and progress of the Metropolitan Planning Organizations (MPOs) in developing their project lists. The rural TPR information reflects the opinions of those who attended the meetings. Each TPR created an A list and B list based on the planning ranges provided to them.

**RURAL TPR MEETINGS**

**Eastern TPR – Meeting on July 8, 2013**

- Key Corridors – US 385, I-76, SH 71, SH 23, SH 59, I-70, SH 63, US 34, and SH 14
- Main Concerns - Pavement condition, safety (improve intersections, add passing lanes and shoulders)

**Upper Front Range TPR – Meeting on July 9, 2013**

- Key Corridors – I-76, US 34 and local Estes Park streets, US 85, and US 287
- Main Concerns – Safety, capacity (traffic circulation improvements)

**Southwest TPR – Meeting on July 15, 2013**

- Key Corridors – US 160, US 491, SH 172, US 160, US 550, US 550/US 160
- Main Concerns – Safety (add passing lanes, intersection improvements), capacity (widen to four lanes, complete interchange)

**San Luis Valley TPR – Meeting on July 16, 2013**

- Key Corridors – US 160, US 24, US 50, SH 17, US 285
- Main Concerns - System preservation (improve bridges), bike/pedestrian improvements, capacity (expand to four lanes), safety (improve intersections, add passing lanes or vehicle turnouts, widen and add shoulders, add turn lanes), rail (add commuter and excursion rail lines), aviation (add precision approach and runway)

**Southeast TPR – Meeting on July 24, 2013**

- Key Corridors – US 287, US 50, US 50/US 287, SH 96, US 287
- Main Concerns – Safety (add passing lanes, improve shoulders), capacity (add additional general purpose lanes, construct Lamar bypass)

**South Central TPR – Meeting on July 25, 2013**

- Key Corridors – SH 350, US 160, SH 12, I-25, I-25C, SH 12
- Main Concerns – System preservation (resurface highways), safety (add shoulders, add turn lanes, rock fall mitigation, new traffic signal), economic vitality (reconstruct and extend I-25 frontage road, I-25 exit improvements)

**Northwest TPR – Meeting on July 25, 2013**

- Key Corridors – SH 9, US 40, SH 131, SH 13
- Main Concerns – Safety (build wildlife crossings, add and widen shoulders, add passing lanes, improve intersection), capacity (widen travel lanes), system preservation (improve pavement)

**Intermountain TPR – Meeting on July 26, 2013**

- Key Corridors – I-70, SH 82, I-70, SH 9, SH 24
- Main Concerns – Capacity (bypass construction, interstate interchanges, interstate on/off ramp improvements), bike/pedestrian improvements, transit (bus rapid transit), safety (realignment, add passing lanes, construct climbing lanes on interstate)

**Central Front Range TPR – Meeting on July 29, 2013**

- Key Corridors – US 50, SH 67, SH 115, SH 9, US 24
- Main Concerns – Safety (add passing and turning lanes, add and widen shoulders, construct sidewalks, traffic signals), bike/pedestrian improvements, capacity (extension of four-lane section), system preservation (resurfacing, bridge replacement)

**Gunnison Valley TPR – Meeting on July 30, 2013**

- Key Corridors – US 50, US 550, SH 92, SH 62, SH 65/SH 92, SH 145, SH 133, SH 65, SH 135
- Main Concerns – Safety (add shoulders, turning and passing lanes, wildlife mitigation such as fencing and animal underpasses, improve access control), capacity (widen roadway)

## **MPO ACTIVITIES**

Below is an update on recent MPO activities in developing project lists.

### **Denver Regional Council of Governments**

- DRCOG decided not to develop a prioritized or fiscally constrained list.
- Submitted project information to CDOT in June on all projects in DRCOG's:
  - Adopted Regional Transportation Plan
  - 2035 Vision Plan (unfunded needs plan)
  - List of any regionally significant RAMP projects not included in either the RTP or the Vision Plan (to be determined after CDOT determines RAMP eligibility).

### **Grand Valley MPO**

- Developed a list of projects based on the most recent long-range plan.
- Prioritized list approved on July 22.

### **North Front Range MPO**

- Developed a list of projects based on most recent long-range plan and current needs.
- Advisory committee and board are prioritizing projects.

### **Pikes Peak Area Council of Governments**

- Developed and prioritized a list of projects from the most recent long-range plan.
- Review and approval of the prioritized project list set for Aug. 14.

### **Pueblo Area Council of Governments**

- Advisory group and board have determined two highest transportation corridors.