HB 23-1101:
Transportation Planning Region Study

COLORADO
Department of Transportation

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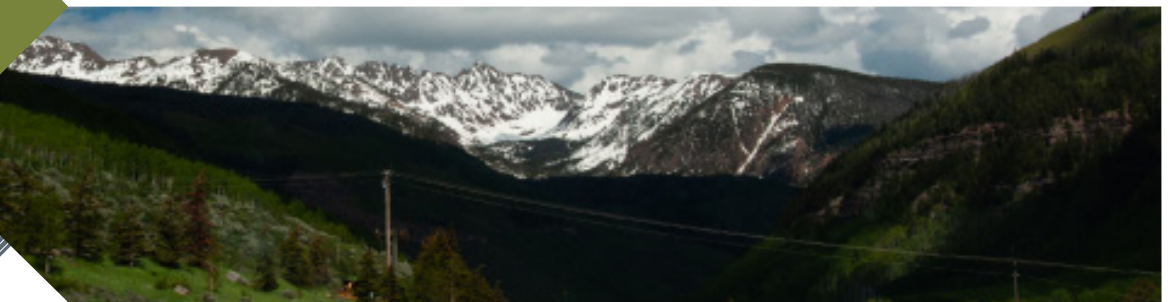
HB 23-1101

On April 28, 2023, Governor Polis signed House Bill 23-1101, the Ozone Season Transit Grant Program Flexibility bill, into law. The bill's main focus was to allow state transportation agencies to have more flexibility when using ozone season transit grants. Section 3 of the bill requires the Colorado Department of Transportation (CDOT or Department) to analyze the consistency and transparency of the transportation planning process across Transportation Planning Regions (TPRs) in a study and provide recommendations for possible changes to the Transportation Commission (Commission or TC) on or before November 30, 2023.

The study requires review of the membership of the State Transportation Advisory Committee (STAC) and the special interim Transit and Rail Advisory Committee (TRAC), and analysis of the Transportation Planning Region (TPR) boundaries. The study must include consideration of specified analysis criteria as provided for in statute and shall not include any recommendation that, if adopted, would reduce the number of rural TPRs. The analysis criteria list, not in priority order, includes:

- Highway, Transit Corridors and Transit District Boundaries
- Disproportionately Impacted Communities
- Vehicle Miles Traveled, Truck Vehicle Miles Traveled, Transit Vehicle Revenue Miles, and Lane Miles
- Population Trends
- Safety and Management Considerations
- Commuting, Commercial Traffic, Freight Movement, Tourism Impacts, and Other Travel Patterns
- Transit-Oriented Development and Access to Affordable Housing
- Levels of Air Pollutants, Criteria Pollutants, and Greenhouse Gas Pollutants
- Communities of Interest

In addition to an analysis of the TPR boundaries, the Department must include a study of:

- Membership of the Transportation Advisory Committee
- Membership of the Special Interim Transit and Rail Advisory Committee
- The consistency and transparency of the transportation planning process across the Transportation Planning Regions

This legislation directs the Transportation Commission to then review the study and open the rules governing the TPR boundaries 2 CCR 601-22. It does not mandate that the Commission adopt the Department's recommendations.

The report is organized into seven chapters. Chapter One provides a summary of House Bill 23-1101 and the study requirements. Chapter Two explains the history of the transportation planning process in Colorado, including the TPR boundaries, roles of planning organizations, and the role of the Rules. Chapter Three describes and summarizes each Transportation Planning Region in Colorado. Chapter Four details the process CDOT followed in conducting the study. Chapter Five highlights the public outreach process CDOT used to gain valuable feedback from a wide variety of stakeholders. Chapter Six includes the study findings and recommendations. Finally, Chapter Seven explains the next steps to comply with the legislative requirements. These include a requirement for the Transportation Commission to "open" the Rules by June 30, 2024; the substance of the required rulemaking is fully within the Transportation Commission's purview and authority.

History of Transportation Planning Regions and Metropolitan Planning Organizations

TPRs were formed to assist in the statewide planning process. Each TPR is responsible for preparing a long range Regional Transportation Plan (RTP) to identify goals and future needs for their communities. They were established in 1992 after the Colorado General Assembly enacted legislation in 1991 that directed CDOT to provide strategic statewide transportation planning. The term TPR is inclusive of these types: non-MPO TPRs, MPO TPRs, and TPRs with both MPO and non-MPO areas. The 10 rural TPRs in Colorado include the Central Front Range, Eastern, Gunnison Valley, Intermountain, Northwest, San Luis Valley, South Central, Southeast, Southwest, and Upper Front Range. The 5 urban MPOs in Colorado include the Denver Regional Council of Governments, Grand Valley MPO, North Front Range MPO, Pikes Peak Area Council of Governments, and the Pueblo Area Council of Governments.

Mapping/Data Process

Several datasets were collected to assess the factors outlined in HB 23-1101. This data was summarized, visualized, and analyzed in both tabular and map form. A web mapping tool was developed to dynamically visualize the data associated with each criterion. The web mapping tool allows users to turn data layers on and off, zoom into areas of interest, and investigate underlying details associated with each dataset. This tool was valuable in helping project team members and stakeholders visualize the bill's criteria in an interactive geospatial environment and better understand the interplay between each dataset. Static maps were also produced to illustrate each dataset. These maps were distributed to stakeholders and included in stakeholder and public presentations.

TPR Governance Analysis

Part of the study involved analyzing the governing documents and structures within TPRs to make sure all TPRs are following state regulations and guidelines. It was important for staff to analyze the governing documents to make sure TPRs are following best practices and develop recommendations to help amplify the current governance structures of the TPRs rather than just creating a "one size fits all" model as the TPRs are all different and have different needs. Staff analyzed the existence and availability of governing documents and their accessibility to a member of the public seeking to become knowledgeable about regional transportation planning.

TPR Outreach

Over a seven month period from April 2023 to November 2023, CDOT staff traveled over 7,000 miles across Colorado to participate in every rural TPR meeting and many MPO meetings to give updates and receive stakeholder and public comments. Staff attended meetings in person when possible, and joined some meetings virtually. These meetings generated important conversations regarding the priorities of each TPR and MPO as well as their thoughts about possible changes to the TPR boundaries.

Public Meetings

During the end of July and early August, CDOT conducted five virtual public meetings, one for each of the CDOT engineering regions. Over 200 people registered for the meetings and 149 people attended at least one meeting. CDOT used the public meetings to share initial observations regarding each TPR based on the analysis criteria required in statute, including observations related to boundaries and the governance of the TPRs.

Public Survey

CDOT staff conducted a survey from mid-July until August 31st to get more information on how TPRs are being governed. The feedback included ways to improve public participation within TPRs and how CDOT can better represent TPR needs. There were over 900 respondents to the survey from all over Colorado.

Staff Recommendations

CDOT developed 23 staff recommendations resulting from this study, and they have been grouped into four categories:

1. Recommendations for CDOT Staff

The first set of recommendations are improvements that should be made by CDOT staff, and result from a combination of public survey results, TPR administrator survey results, and many conversations with stakeholders.

   a. An improved TPR-related website to better enable the public to find information about all TPRs in the state.

   b. Increased outreach to elected officials, especially newly elected, to make sure they have the background and understanding of CDOT as an organization and the role of TPRs and MPOs.

   c. Organize annual or biannual meetings for all of the TPR administrators to discuss processes and share best practices for TPR management.

   d. Consider whether current funding to TPRs is adequate and make necessary adjustments if needed.

2. STAC and TRAC Recommendations

The second set of recommendations relate directly to the requirement from the legislature to study the membership of both the STAC and the Special Interim Transit and Rail Advisory Committee (TRAC). In doing so, CDOT staff considered a number of recommendations related to participation by elected officials at both the TPR level and the STAC level.

   a. Establish term limits for STAC Chairs and Vice-Chairs. Up to two consecutive terms of two years each, with details worked out by STAC via an update to their bylaws.

   b. Rotate Chairs/Vice-Chairs between rural TPRs and urban TPRs, ensuring STAC leadership always has both a rural and urban voice, with details worked out by STAC via an update to their bylaws.

   c. Add the Chair of the TRAC to STAC as a non-voting member.

   d. Encourage multiple TPRs whose members have overlapping political jurisdictions to adopt governing documents to disallow a single political jurisdiction from representing two TPRs on STAC at any given time.

3. TPR Governance Recommendations

One of the early efforts for the study was gathering each TPR's governing documents. Some TPRs update their bylaws every year, while others have IGAs or bylaws that have not been updated in thirty years. Still others have never adopted bylaws. Overall, TPRs manage their organizations well, but with the change in leadership and administration, sometimes governing documents are lost or not updated in a timely manner.

TPR governing documents need to follow statutory requirements and best practices for public bodies. In order to ensure TPRs understand and incorporate these requirements, the Transportation Commission should require the TPRs' governing documents and processes include the following information:

a. Who: The name of the organization, and the members.

b. What: The duties of the organization, ability to spend and receive funds, ability to sue and be sued, and enter into contracts.

c. Ability to terminate and amend.

d. When/Where: Overview of general meeting cadence and locations.

e. Officers, Elections of Officers, Length of term of Officers.

f. Quorum & Voting structure (if not simple majority).

g. Ensures all meetings are open to the public and will be publicly noticed.

h. Agendas and meeting minutes are available and accessible to the public.

i. Meetings allow time for public comment on the agenda.

j. Identifies how the TPR's STAC representative is chosen.

k. Provides for how the TPR is to be administered.

l. Includes a Conflict of Interest Statement.

m. Ensure TPR information can be found on the internet.

4. TPR Boundary Recommendations

CDOT staff have two related recommendations for boundary changes, and they are focused primarily on representation at STAC. Staff analyzed statewide and regional data covering the various statutory requirements, and solicited and received public comments as part of the effort. Formal support or opposition to proposed boundary changes has been recorded by CDOT and are included in this study.

     a. Combine SETPR and SCTPR into one new TPR.

     b. Divide the Intermountain TPR in two TPRs. The West IMTPR would include Garfield, Pitkin, and the SW portion of Eagle County. The East IMTPR would include Summit, Lake, and the bulk of Eagle County. Eagle County would be divided along the shared Eagle County RTA/ RFTA boundaries.

Next Steps

Now that CDOT has completed the required study, the Transportation Commission can review this report and consider the recommendations. The rulemaking process is expected to kick off in January, 2024, with the Department requesting the Transportation Commission open the Planning Rules. The process will include formal public hearings and is expected to conclude by July, 2024.
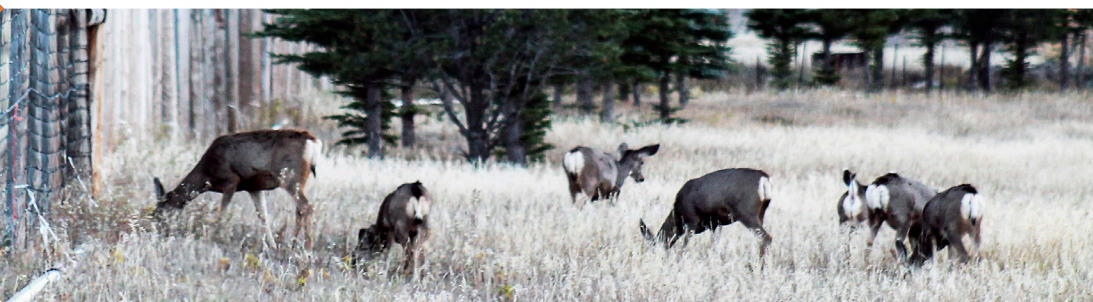
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TPRs in Colorado were created to ensure that regional voices had a place at the table when transportation projects that directly impacted their communities were being designed and built. Ten rural TPRs and five urban TPRs, which also fit under Metropolitan Planning Organizations (MPOs), were identified for a total of 15 planning regions. TPR boundaries were decided in 1992 and have not been meaningfully reviewed in 30 years.

As Colorado's growth has accelerated, all areas of the state have experienced significant changes over those years, and it may be time to better group communities with similar geography, priorities, and objectives. Urban MPO boundaries are federally mandated, so their boundaries will not be adjusted through this process. MPO boundaries are reviewed every ten years following each US Census update.

The Transportation Commission has the authority to promulgate rules related to TPR boundaries. The rules related to TPR boundaries are the Rules Governing Statewide Transportation Planning Process and Transportation Planning Regions (State Planning Rules or Rules), the same rules that were amended in 2022 to include requirements related to Greenhouse Gas pollutants, 2 CCR 601-22.

House Bill 23-1101 (HB23-1101) includes an extensive list of criteria that CDOT staff must examine in the study. These criteria include factors that impact communities and their access to transportation, along with how these criteria are important for transportation planning. The list in the bill is not in priority order:

- Highway, Transit Corridors and Transit District Boundaries
- Disproportionately Impacted Communities
- Vehicle Miles Traveled, Truck Vehicle Miles Traveled, Transit Vehicle Revenue Miles, and Lane Miles
- Population Trends
- Safety and Management Considerations
- Commuting, Commercial Traffic, Freight Movement, Tourism Impacts, and Other Travel Patterns
- Transit-Oriented Development and Access to Affordable Housing
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In addition to an analysis of the TPR boundaries, the Department must include a study of:

- Membership of the Transportation Advisory Committee
- Membership of the Special Interim Transit and Rail Advisory Committee
- The consistency and transparency of the transportation planning process across the Transportation Planning Regions

It is CDOT's responsibility to ensure that Colorado's transportation needs and priorities are recognized, made easily accessible, and communicated to the public and key transportation decision-makers.
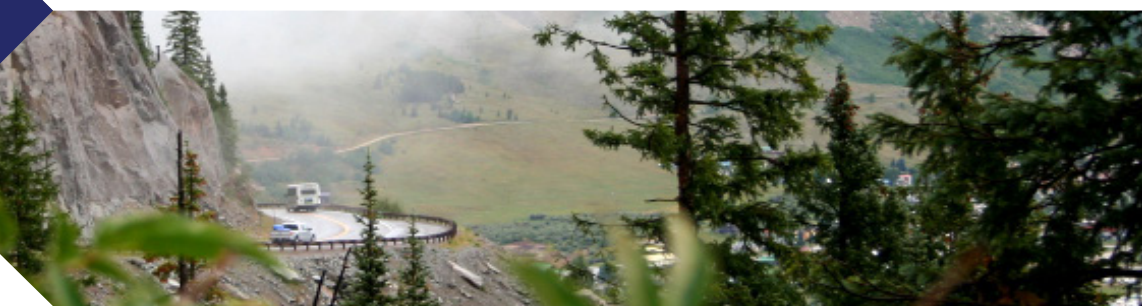
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History of Transportation Planning Regions & Metropolitan Planning Organizations

TPRs and MPOs were formed to assist in the statewide planning process. Each TPR/MPO is responsible for preparing a long range Regional Transportation Plan (RTP) to identify goals and future needs for their communities. They were established in 1992 after the Colorado General Assembly enacted legislation in 1991 that directed CDOT to provide strategic statewide transportation planning

TPRs also fit under the definition of a Transportation Planning Organization (TPO) which is defined as "a metropolitan planning organization or a rural transportation planning organization responsible for transportation planning for a transportation planning region in Colorado" (See C.R.S. § 43-1-1102(7.5)). The 10 rural TPRs in Colorado include the Central Front Range, Eastern, Gunnison Valley, Intermountain, Northwest, San Luis Valley, South Central, Southeast, Southwest, and Upper Front Range. Composed of elected and appointed officials, the Colorado TPRs are responsible for establishing regional priorities and needs, developing the multi-modal RTP, and ongoing planning coordination with CDOT. Each TPR meets on a quarterly basis throughout each year to talk about the TPR's transportation priorities.

Transportation Planning Regions or TPRs are defined as "a geographically designated area of the state, defined by section 2.00 of the Rules in consideration of the criteria for Transportation Commonality, and for which a regional transportation plan is developed pursuant to the provisions of 43-1-1102 and 1103, C.R.S. and 23 U.S.C. 134. The term TPR is inclusive of these types: non-MPO TPRs, MPO TPRs, and TPRs with both MPO and non-MPO areas." (See Rule 1.58 in the Planning Rules).
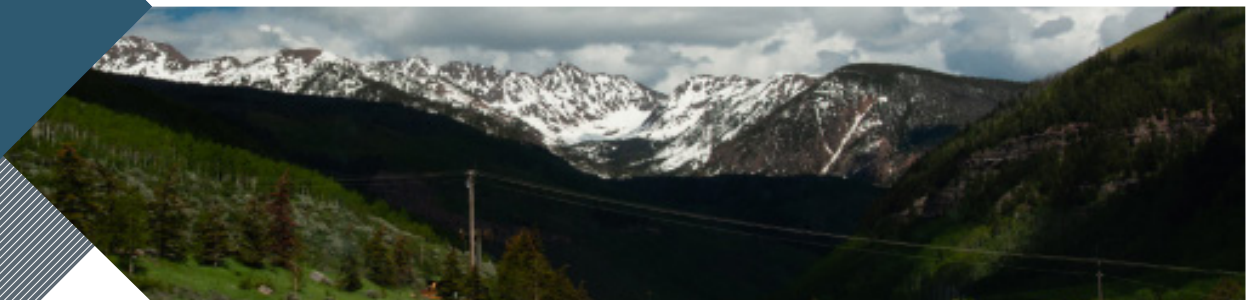
The TPR Study is tasked with analyzing the current boundaries and evaluating if the current boundaries are appropriate for Colorado's transportation needs. The boundaries currently established in CDOT Rule 2 CCR 601-22 are as follows:

1. The Pikes Peak Area Transportation Planning Region (PPACG) that comprises the Pikes Peak Area Council of Governments' metropolitan area within El Paso and Teller counties.
2. The Greater Denver Transportation Planning Region (DRCOG), which includes the Denver Regional Council of Governments' planning area, and comprises the counties of Adams, Arapahoe, Boulder, Broomfield, Clear Creek, Denver, Douglas, Gilpin, Jefferson, and parts of Weld.
3. The North Front Range Transportation Planning Region (NFRMPO) comprises the North Front Range Transportation and Air Quality Planning Council's metropolitan area within Larimer and Weld counties.
4. The Pueblo Area Transportation Planning Region (PACOG) comprises Pueblo County, including the Pueblo Area Council of Governments' metropolitan area.
5. The Grand Valley Transportation Planning Region (GVMPO) comprises Mesa County, including the Grand Valley Metropolitan Planning Organization's metropolitan area.
6. The Eastern Transportation Planning Region (ETPR) comprises Cheyenne, Elbert, Kit Carson, Lincoln, Logan, Phillips, Sedgwick, Washington, and Yuma Counties.
7. The Southeast Transportation Planning Region (SETPR) comprises Baca, Bent, Crowley, Kiowa, Otero, and Prowers counties.
8. The San Luis Valley Transportation Planning Region (SLVTPR) comprises Alamosa, Chaffee, Conejos, Costilla, Mineral, Rio Grande, and Saguache counties.
9. The Gunnison Valley Transportation Planning Region (GVTPR) comprises Delta, Gunnison, Hinsdale, Montrose, Ouray, and San Miguel counties.
10. The Southwest Transportation Planning Region (SWTPR) comprises Archuleta, Dolores, La Plata, Montezuma, and San Juan counties, including the Ute Mountain Ute and Southern Ute Indian Reservations.
11. The Intermountain Transportation Planning Region (IMTPR) comprises Eagle, Garfield, Lake, Pitkin, and Summit counties.
12. The Northwest Transportation Planning Region (NWTPR) comprises Grand, Jackson, Moffat, Rio Blanco, and Routt counties.
13. The Upper Front Range Transportation Planning Region (UFRTPR) comprises Morgan County, and the parts of Larimer and Weld counties that are outside both the North Front Range and the Greater Denver (metropolitan) TPRs.
14. The Central Front Range Transportation Planning Region (CFRTPR) comprises Custer, El Paso, Fremont, Park, and Teller counties, excluding the Pikes Peak Area Council of Governments' metropolitan area.
15. The South Central Transportation Planning Region comprises Huerfano and Las Animas counties.

Transportation Planning Regions

Data Source: CDOT 2021
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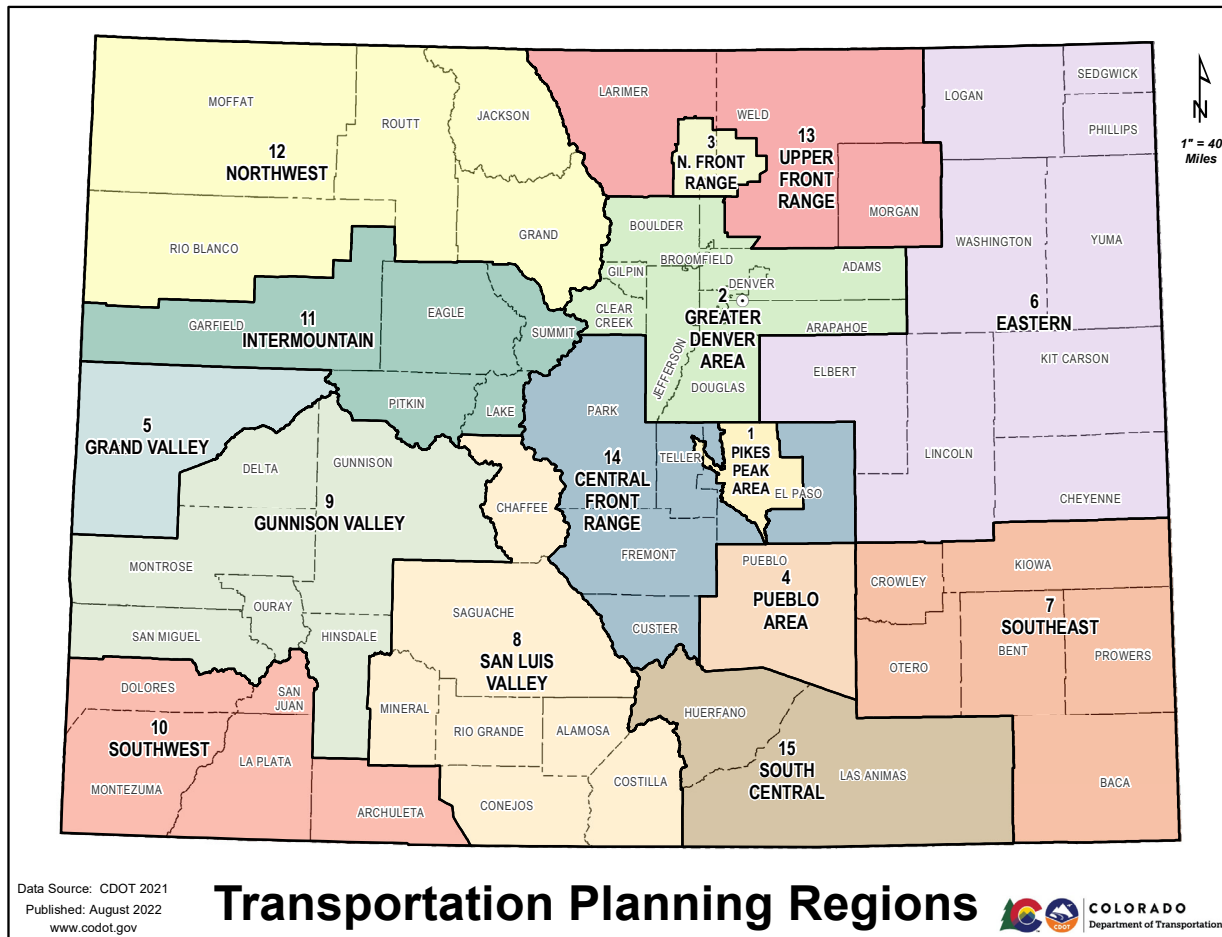
Of the 15 TPRs in Colorado, there are five TPRs that also fit under the category of an MPO. The MPOs in Colorado are the Denver Regional Council of Governments (DRCOG), Grand Valley MPO (GVMPO), North Front Range MPO (NFRMPO), Pikes Peak Area Council of Governments (PPACG), and Pueblo Area Council of Governments (PACOG). An MPO is an organization designated to carry out the federal metropolitan transportation planning process. The formation of MPOs is required in areas with populations that are over 50,000, also known as census urbanized areas (UZAs) according to 23 U.S.C § 134 - Metropolitan transportation planning. An MPO is governed by representatives from local governments and transportation authorities from the Metropolitan Planning Area (MPA). It is the MPO's responsibility to plan, program, and coordinate federal transportation funds. According to the Code of Federal Regulations, an MPO designation can be made by the Governor and units of general purpose local government that together represent at least 75 percent of the affected population through an agreement or in accordance with procedures established by applicable state or local law. MPOs with populations over 200,000 are designated as Transportation Management Areas subject to additional federal requirements for long-range transportation planning.

How MPOs Relate to TPRs

The MPOs in Colorado also include TPR designated areas. Three of Colorado's five MPOs (DRCOG, GVMPO and PACOG) also carry out "rural" transportation planning functions for a larger boundary area than their designated metropolitan planning area (MPA) boundaries. MPOs are also tasked with carrying out public participation within the MPO during the development of regional and statewide transportation plans pursuant to Title 23 CFR Part 450.316 (b).
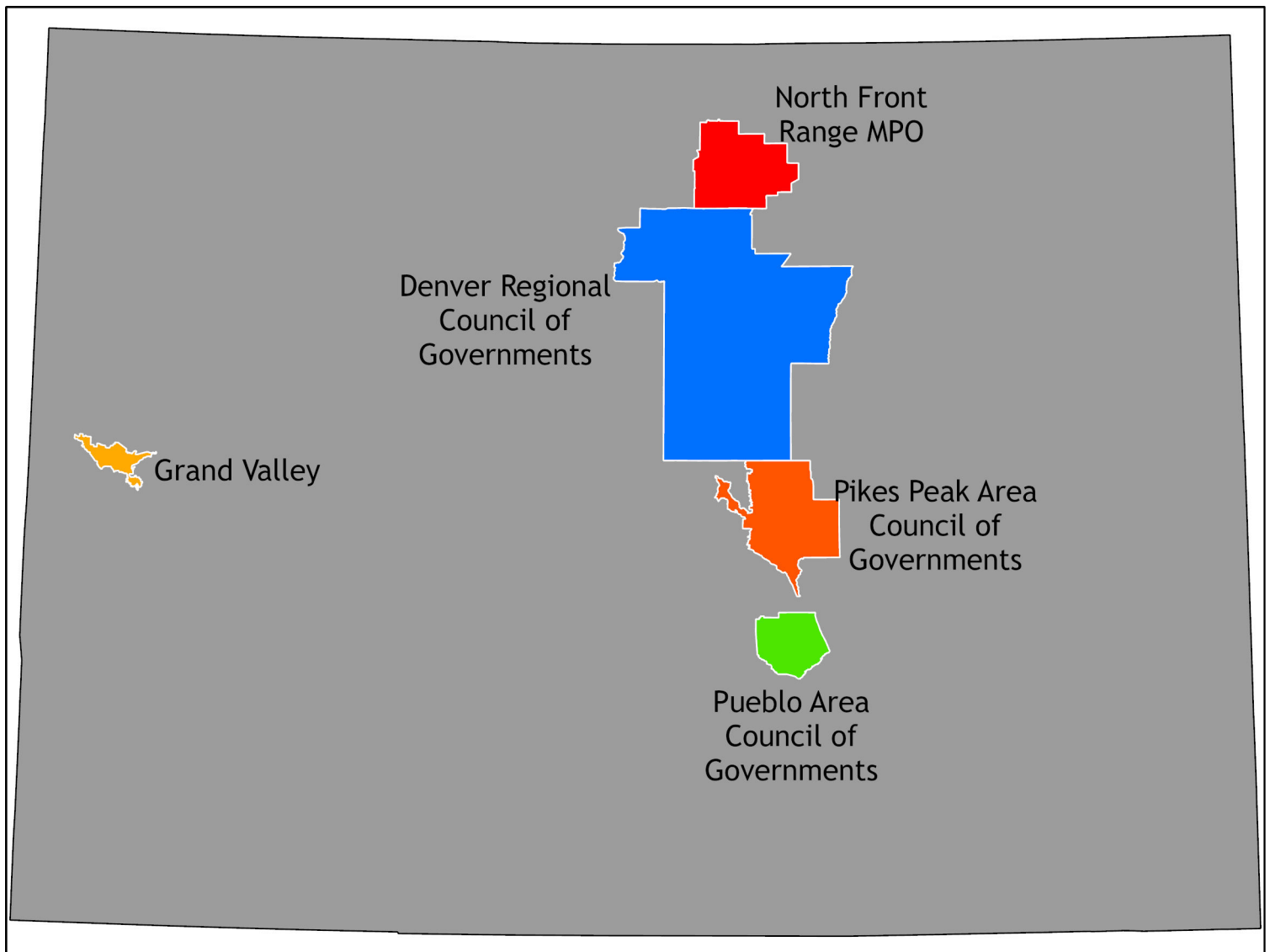
Statutes That Impact TPRs

There are several state statutes that impact TPRs. The basic definitions of MPOs, Regional Planning Commissions (RPCs), TPOs, and TPRs are found in Section 43-1-1102, C.R.S. More detailed descriptions of RPCs are found in another state statute, Section 30-28-105, C.R.S. This statute describes RPCs and allows the RPC flexibility in making a range of organizational decisions, including which governing bodies can be members, the number and qualifications of members, how members are appointed and removed, and officers other than Chair. Each participating county or municipality must be allocated a minimum of one representative. Also, the RPC elects a Chair to a one-year renewable term. Paragraph 8 of this statute enables, but does not require, the RPC to adopt articles to regulate and govern its affairs. If such articles are adopted, the statute requires that they contain rules pertaining to the transaction of the RPC's business. Additionally, the RPC must keep records of its actions and such records are public. Paragraph 10 of this statutory provision allows a county or municipality to be a member of more than one RPC at the same time. Notably, Section 30-28-105 does not reference transportation planning or Title 43.

Section 43-1-1103(1), C.R.S. references Intergovernmental Agreements (IGAs) defined in the RPC statute, but the RPC statute itself does not mention IGAs. Section 43-1-1103(3)(a), C.R.S. makes any TPR or RPC formed for the purpose of conducting regional transportation planning responsible for carrying out necessary continuing, cooperative, and comprehensive transportation planning for the region. Section 43-1-1103(3)(b), C.R.S. states that in the absence of a locally generated regional transportation plan by a duly formed RPC, CDOT shall include the area(s) in the statewide transportation plan and be responsible for the appropriate level of planning and analysis to incorporate the needs and recommendations of the region in an equitable and consistent manner with other regions of the state.

STAC

The Colorado Legislature created the Statewide Transportation Advisory Committee (STAC) in §43-1-1104 (1)(a) to provide advice to both CDOT and the Transportation Commission on the needs of the transportation system in Colorado. STAC is composed of one representative from each TPR, one representative of the Southern Ute tribe, and one representative of the Ute Mountain Ute tribe. The Statewide Transportation Advisory Committee advises on the needs of the transportation systems in Colorado, including but not limited to budgets, transportation improvement programs, transportation plans, and state transportation policies. STAC is tasked with reviewing and providing comments to both the Department and the Commission on all regional transportation plans submitted for the transportation planning regions. Each TPR must select its representative to the STAC pursuant to §43-1-1104, C.R.S.

TRAC

The Colorado Legislature created the Transit and Rail Advisory Committee (TRAC) in 2009 to provide advice to the CDOT Division of Transit and Rail (DTR) on the needs of the transportation system in Colorado. C.R.S. § 43-1-1104 (1)(b). The Committee is composed of 17 members appointed by the CDOT Executive Director. These members are representatives from public and private transit providers, Class I and short line railroads, interest groups, transportation planning regions, counties, cities, and the general public. The TRAC works with DTR staff to develop and promote CDOT's vision, policies, and priorities for transit and rail services in Colorado. The focal points of TRAC include accessibility, mobility, safety, economic development, environmental and resource conservation, efficiency, and system preservation and expansion. The TRAC holds frequent meetings and their agendas are posted online.

STAC REPRESENTATIVES

A STAC representative's duties include, but are not limited to:

- Attending monthly STAC meetings, as well as other official STAC events.
- Serving as the communication liaison between the Department, the STAC, and the members of the TPR.
- Providing advice to the Department and TC on the needs of the transportation system.
- Reviewing and commenting on updates and amendments to the Regional and Statewide Transportation Plans.
- Providing assistance in resolving transportation-related conflicts which arise between TPRs, or between the Department and a TPR.
- Making recommendations to the Department concerning the integration and consolidation of Regional Transportation Plans (RTPs) into the Statewide Transportation Plan.
- Furnishing regional perspectives on transportation problems requiring statewide solutions.
- Providing advice and comment on TPR boundaries.

Regional Planning Process

As noted earlier in this study document, rural TPRs and urban TPR/MPOs in the state of Colorado go through the process of creating a long-range regional transportation plan based on the transportation priorities in each TPR. Regional transportation development is guided by 23 CFR 450 and the State Planning Rules. The results of the regional transportation planning process are the 15 long-range Regional Transportation Plans (RTPs). This process occurs every five years with the exception of MPOs in areas of non-attainment that must update every four years for air quality standards.

The rural TPR RTPs are the long-range transportation documents that guide the continuing development of a multi-modal transportation system for Colorado's 10 rural TPRs. These plans recognize current transportation needs and identify solutions to address changing conditions in the TPRs. The RTPs communicate the rural TPRs' transportation needs and priorities to CDOT and the Transportation Commission. These plans reflect the TPR members' input, CDOT data and background information, and public sentiment. CDOT coordinates closely with the rural TPRs and offers technical and administrative support to assist with developing the 10 rural RTPs.

Statewide Planning and STIP Process

The recommendations and projects identified during the regional transportation planning process are put into the Statewide Transportation Plan (SWP) that is updated every four to five years. The SWP guides what is included in the 10-Year Plan and the 4-Year Statewide Transportation Improvement Program (STIP). The 10-Year Plan provides a statewide list of priority transportation projects that focuses on achieving the strategic safety, resilience, fix it first, and multi-modal goals from the long-range plan. The STIP is the list of projects where transportation improvements are identified for funding over the next four years. Federal and state regulations that guide statewide planning and the STIP are outlined in 23 CFR 450 and 2 CCR 601-22.

MPO Planning Process

The five Colorado Metropolitan Planning Organizations (MPOs) are responsible for developing their own long-range transportation plans. MPO long-range plans are integrated into the Statewide Transportation Plan primarily by reference. Federal regulations pertaining to Regional Transportation Plan Development for MPOs are also outlined under 23 CFR 450.

Summary and History of CDOT's Planning Rule

In addition to statutory authority and requirements, the transportation planning process in Colorado is governed by the State Planning Rules, 2 CCR 601-22. The Transportation Commission originally adopted the Rules as 2 CCR 604-2 in 1992.

The purpose of the Rules was to prescribe the planning process to result in a 20-year intermodal, comprehensive state transportation plan. The desired goal was a balanced, financially feasible, environmentally sound transportation system and transportation management plan for Colorado. A further purpose of the rules was to identify the TPRs and prescribe the process for initiating transportation planning in the regions. The rules also described the organization and function of STAC and set the initial TPR boundaries which have largely remained unchanged.

The original version of the Rules contained a requirement that the TC review TPR boundaries, excluding MPO-related boundaries, every five years, including a process for boundary revision requests from counties, municipalities, MPOs, and RPCs for the TPRs. If the TC approved a change to the boundary of a TPR with an RPC, the RPC in each affected TPR had to meet the requirements of the Rules in order to continue the planning activities for the affected TPRs.

The original version of the Rules contained provisions for CDOT to coordinate transportation planning with the MPOs and the two tribes (included in Southwest TPR's RTP). The Rules described the duties of the Transportation Advisory Committee (TAC, now known as STAC). Specifically, the Rule required each TPR to select its TAC representative pursuant to Section 43-1-1104, C.R.S. and notify the DTD Director of the selection, including providing updates as necessary. The Rules required TAC to document recommendations in meeting minutes for consideration by CDOT during the planning process. The TAC was required to establish procedures to govern its affairs in the performance of its advisory capacity, including but not limited to the appointment of a Chair and the length of the Chair's term. The Rules required the TAC to meet quarterly, at minimum, with DTD support. While the Rule language has changed a bit over the last 30 years, these same concepts and requirements exist in today's Planning Rule.

The original Rules required public participation in the planning process with a stated objective to provide a mechanism for public perspectives, needs, and ideas to be incorporated into the process. If a TPR did not have a Planning Organization (now known in statute as a Transportation Planning Organization or TPO), CDOT would coordinate with the local governments to carry out the public participation requirements. The original minimum requirements for CDOT and the Planning Organizations included:

- Establishing a mailing list of all known parties interested in transportation planning and providing the persons on the list reasonable notice and opportunity to comment on regional and state transportation planning-related activities and meetings.
- Holding at least one public meeting in each TPR.
- Making available to the public meeting minutes and responses to issues raised at meetings.

The Rules were updated in 1994 to expand the Public Participation section. The update added more robust participation language, including "[t]he process shall be proactive and provide complete information, timely public notice, full public access to key decisions, and opportunities for early and continuing involvement." The Rules added the phrase "demonstrating explicit consideration and response to public input" as an objective.

The 1994 update added detailed minimum requirements to enhance public participation. These requirements included expansion of the types of policies and plans for which public review and comment should be received and public meetings should be held and efforts to involve under-served groups. CDOT and the Planning Organizations were required to provide opportunities for increasing the general public's awareness and understanding of transportation planning. The methods to achieve this were left flexible based on resource availability, but noted suggestions in the rule included "issuing press releases and public service announcements, and utilizing reasonably available media opportunities to provide timely notices of regional and state

transportation planning-related activities and meetings to members of the general public," "periodically reviewing the effectiveness of the public involvement process to ensure that the process provides full and open access to all members of the public, and revising the process as necessary," and requiring written responses to significant issues raised during public comment. Additionally, CDOT and the Planning Organizations were required to prepare written summaries or a recording of public meetings and make them available to the public whereas the original version merely referenced meeting minutes. The 1994 rules referenced the CDOT Guidelines for Public Involvement in Statewide Transportation Planning and Programming.

The Rules were updated again in 1997. The 1997 version updated definitions and changed terminology, including TAC to STAC and Planning Organization to Transportation Planning Organization (TPO). The section on TPR Boundaries made minor language clarification changes and added Mesa County to the Grand Junction TPR. A new section replaced the original language regarding the formation of RPCs, referencing Section 43-1-1103(1), C.R.S. The Rule required notification to the DTD Director within 30 days of execution of an IGA, including an executed copy of the IGA, the name of the chair, and contact information for the RPC. The new 1997 provision stated that local governments may form an RPC for the purpose of transportation planning. The update required CDOT to review boundaries prior to each update cycle, replacing the requirement to review the boundaries every five years. No boundary changes were proposed.

The Commission requested a revision of the STAC rule to align the rule language with the statutory language. The quarterly STAC meeting requirement was changed to allow STAC to set its own meeting schedule, agenda, and other administrative matters with the caveat that CDOT can ask STAC to meet to consider time-sensitive matters. The Public Participation section of the Rules was again updated and clarified public participation and referenced a "Guidelines for Public Involvement in Statewide Transportation Planning and Programming" document. The Rules emphasized that RPCs must meet state and federal requirements for public participation and those requirements are passed on to RPCs via the Rules. Also, the Rules clarified that CDOT is responsible for statewide plan update activities within any planning region that chooses not to update its plan because both state statute and federal rules require a statewide plan for all areas of the state regardless of RPC involvement.

The Rules were updated again in 2006 with minor boundary changes to adopt the boundaries used currently. The Greater Denver Metropolitan TPR now includes Broomfield and parts of Weld County. A new name of Grand Valley TPR now references only the Grand Valley MPO metropolitan area. Upper Front Range TPR now contains only parts of Larimer and Weld Counties and states it does not include the Greater Denver metropolitan area. A new Rule related to Transportation Planning Coordination Among TPRs required consultation when transportation improvements cross or affect TPR boundaries.

Public Participation was updated to include these minimum requirements: the mailing list requirement was expanded to include additional transportation stakeholders and representatives of minorities, low-income, and disabled communities; the use of reasonably available media opportunities to provide timely public notices added "use of the World Wide Web; news media, such as newspapers, radio, or television; mailings and notices, including electronic mail," and suggested locations for providing reasonable access and opportunity for public comment included government offices and the World Wide Web.

The 2012 update reorganized the State Planning Rules as 2 CCR 601-22 in the modern rule format. This included the first use of "continuing, cooperative, and comprehensive" planning. Notable definition changes included a deletion of the reference to Section 30-28-105, C.R.S. in the IGA definition, which the RPC definition references, and addition of "for the purpose of transportation planning." The definition of TPO was deleted, but TPO remains defined in statute. The STAC definition specified "composed of one representative from each TPR" to review and comment on plans and advise CDOT and a definition for TRAC was added.

Other relevant changes included a new reference to the RPC statute in Rule 2.02 (Formation of RPC). Rule 2.03 (Boundary Revision Process) added that MPO boundary review will follow federal law and changes will be provided so the Rules can be updated accordingly. STAC will review and comment on all non-metropolitan area TPR boundary revision requests. CDOT will notify the TC of MPO boundary changes. Rule 2.05 (Transportation Planning Coordination with Non-MPO TPRS) was added to require that CDOT and the TPRs work together for planning.

Rule 4.02 (Public Participation) emphasized "early and continuous" opportunity for public participation in transportation planning by moving this phrase to the first sentence. The participation process must provide timely information, adequate public notice, reasonable public access, and opportunities for public review and comment at key decision points in the process. This update added "internet or traditional" to media opportunities to provide timely notices and updated "World Wide Web'" to "internet." The under-served group with transportation needs that should be explicitly considered in planning added the elderly.

The next substantive update to the Rules occurred in 2018. (A technical update occurred in 2013 at the request of the Office of Legislative Legal Services to incorporate federal authorities by reference.) The purpose of the 2018 update was to conform to updated federal law and clarify the membership and duties of the STAC, along with other minor changes. There were new definitions for MOA and MPA. The MPO definition deleted the reference to serving as RPCs for their respective TPRs. The RPC definition added the phrase "within a rural TPR." The STAC definition added one representative from each tribal government and noted that STAC advises both CDOT and the TC.

Other substantive changes in 2018 included deletion of Rule 2.02 (Formation of RPCs). The Boundary Revision Process became the new Rule 2.02, but the substance of the process was not changed. Rule 2.04 (Transportation Planning Coordination with Non-MPO TPRS) replaced TPRs with RPCs. Rule 3.01 (Duties of STAC) listed additional topics on which STAC provides advice. Rule 3.02 (Notification of Membership) added the tribes and deleted the language for an alternative selection mechanism if no RPC formed. Rule 4.02 (Public Participation) remained largely the same, but added consideration of those with limited English proficiency, reference to mailing lists and "other various communication methods," and using "minority and diverse media" for public notices.

The Rules were updated twice in 2022. The first update was a significant revision to add language related to the state's efforts to reduce greenhouse gas emissions and improve air quality. The Public Participation rules were updated to state that reasonable public notice for Disproportionately Impacted Communities requires the notice to be translated in the primary languages spoken in the community. The second update in 2022 was a minor update to provide clarification regarding a fall 2022 reporting requirement in Rule 8.02.5 and to explicitly require a "rural TPR chair with experience with and representing rural planning interests" on the Interagency Consultation Team.

03
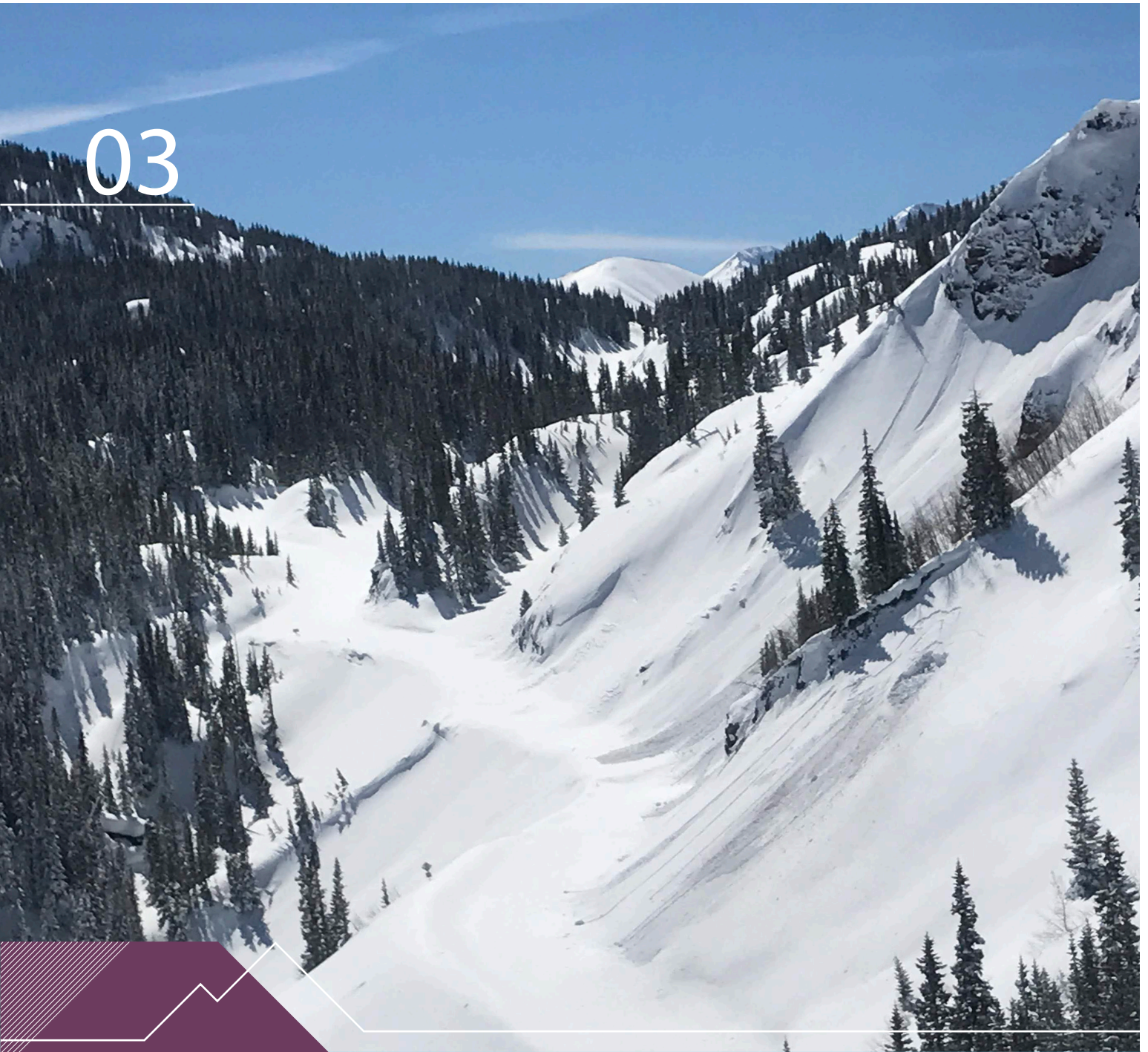
TPR #1: Pikes Peak Area Council of Governments (PPACG)
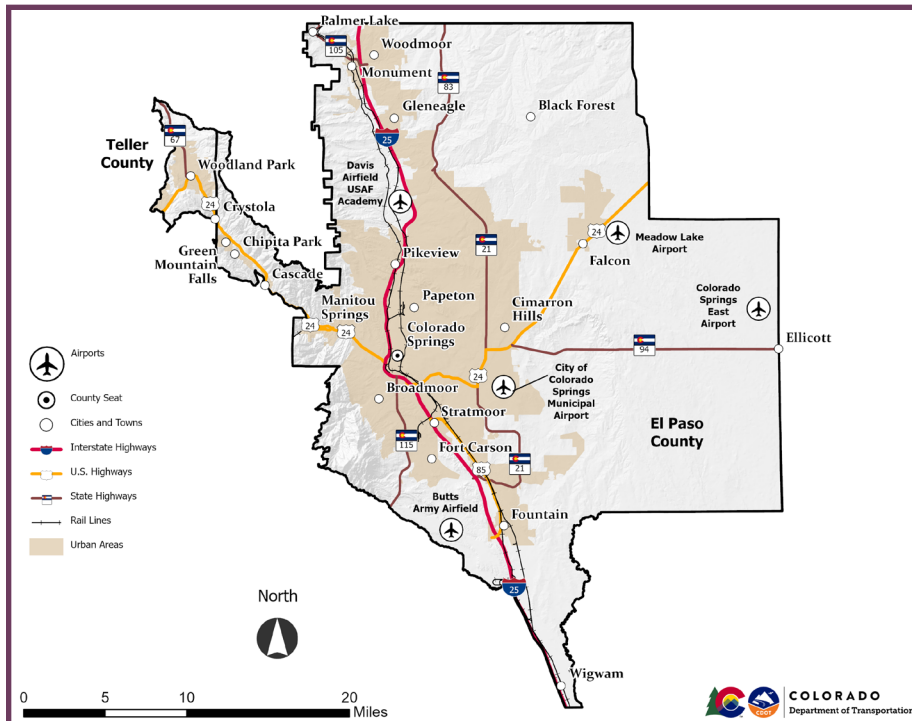
As a TPR, the PPACG serves the counties of El Paso and Teller along with different municipalities in the greater Pikes Peak Area of Colorado. They are an MPO, a TPR, and a COG. The goals of PPACG are to assist local governments with discussions on issues that impact the region, assist with identifying opportunities and challenges in the region, and develop strategies to help improve the region. They are responsible for developing the Long Range Transportation plan and Transportation Improvement Program for the region.

CDOT Region(s): 2
Transportation Commission District(s): 9
Counties: El Paso, Teller
Member Governments: El Paso County, City of Colorado Springs, City of Manitou Springs, Town of Fountain, Town of Green Mountain Falls, Town of Palmer Lake, Town of Woodland Park

Administrative Entity: Pikes Peak Area Council of Governments (PPACG)
TPR Website: http://www.ppacg.org

2020 Population: 726,799
2021 Lane Miles: 640.7
2021 VMT: 7,014,085

Highways: I-25, US 24, US 85, CO 16, CO 21, CO 67, CO 83, CO 105, CO 115

Transit Providers:
Colorado Springs, City of (MMT)
Community Services & Supports
Daybreak
Disability Services, Inc.
El Paso Fountain Valley Senior Citizens Program Inc.
Goodwill of Colorado
Pikes Peak Area Council of Governments
Rocky Mountain Health Care Services (RMHCS)
Silver Key Senior Services

Aviation Facilities
Medium Hub Airport: Colorado Springs Municipal Airport
General Aviation Airports: Meadow Lake, Colorado Springs East Airport

TPR #2: Denver Regional Council of Governments (DRCOG)
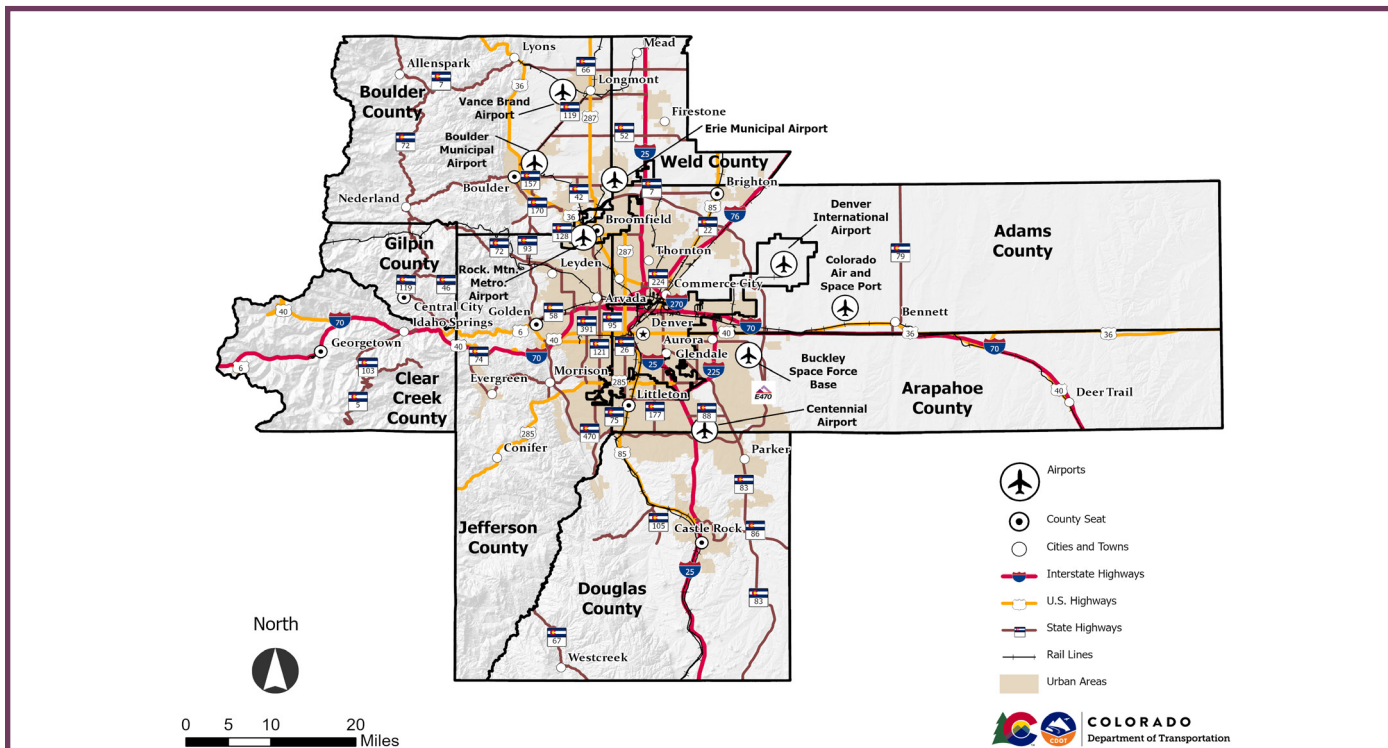
DRCOG was formed in 1955 with the goal to encourage cooperation amongst local governments in the area. The DRCOG serves the greater Denver Region encompassing Adams, Arapahoe, Boulder, Clear Creek, Douglas, Gilpin, and Jefferson counties alongside the cities and counties of Broomfield and Denver. Important factors for the DRCOG region's transportation planning include easing the congestion caused by large amounts of traffic, creating better quality multi-modal options for transit, and creating sustainable transportation for all communities. Some DRCOG priorities also include establishing policy and allocating funding in the areas of transportation and personal mobility, growth and development, and aging and disability resources.

CDOT Region(s): 1, 4
Transportation Commission District(s): 1, 2, 3, 4, 6
Counties: Adams, Arapahoe, Boulder, Broomfield, Clear Creek, Denver, Douglas, Gilpin, Jefferson, Southwest Weld
Member Governments: Adams County, Arapahoe County, Boulder County, City and County of Broomfield, City and County of Denver, Clear Creek County, Douglas County, Gilpin County, Jefferson County, City of Arvada, City of Auro-ra, Town of Bennett, City of Black Hawk, City of Boulder, Town of Bow Mar, City of Brighton, City of Castle Pines, Town of Castle Rock, City of Centennial, City of Central City, City of Cherry Hills Village, Town of Columbine Valley, City of Commerce City, City of Dacono, Town of Deer Trail, City of Edgewater, Town of Empire, City of Englewood, Town of Erie, City of Federal Heights, Town of Firestone, Town of Foxfield, Town of Frederick, Town of Georgetown, City of Glendale, City of Golden, City of Greenwood

Village, City of Idaho Springs, City of Lafayette, City of Lakewood, Town of Larkspur, City of Littleton, Town of Lochbuie, City of Lone Tree, City of Longmont, City of Louisville, Town of Lyons, Town of Mead, Town of Morrison, Town of Nederland, City of Northglenn, Town of Parker, City of Sheridan, Town of Silver Plume, Town of Superior, City of Thornton, City of Westminster, City of Wheat Ridge

Administrative Entity: Denver Regional Council of Governments (DRCOG)
TPR Website: http://www.drcog.org/

2020 Population: 3,331,605
2021 Lane Miles: 4,433.7
2021 VMT: 45,091,639

Highways: I-25, I-70, I-76, I-225, I-270, C-470, E-470, US 6, US 36, US 40, US 85, US 285, US 287, CO 2, CO 5, CO 7, CO 8, CO 22, CO 26, CO 30, CO 35, CO 42, CO 44, CO 46, CO 52, CO 53, CO 58, CO 66, CO 67, CO 70, CO 72, CO 74, CO 75, CO 79, CO 83, CO 86, CO 88, CO 93, CO 95, CO 103, CO 105, CO 119, CO 121, CO 157, CO 170, CO 177, CO 224, CO 265, CO 391

Transit Providers:
Adams County
A Little Help
Black Hawk, City of
Boulder County
Broomfield, City and County of
City of Boulder
Clear Creek County
Colorado Community Revitalization Association, Inc.

Colorado Nonprofit Development Center (CNDC)
Continuum of Colorado
Denver Regional Council Of Governments
Developmental Disabilities Center
Developmental Disabilities Resources Center
Developmental Pathways
Douglas County
Easter Seals Colorado
Goodwill Industries of Denver
Lakewood, City of
Laradon Hall Society for Exceptional Children and Adults
Littleton Omnibus
Regional Transportation District (RTD)
Seniors' Resource Center, Inc. (SRC)
Via Mobility Services
American Red Cross
Castle Rock Senior Center
CU Transportation Services
Lakewood Rides
North Metro Community Services
Volunteers of America/Gilpin-Clear Creek Project
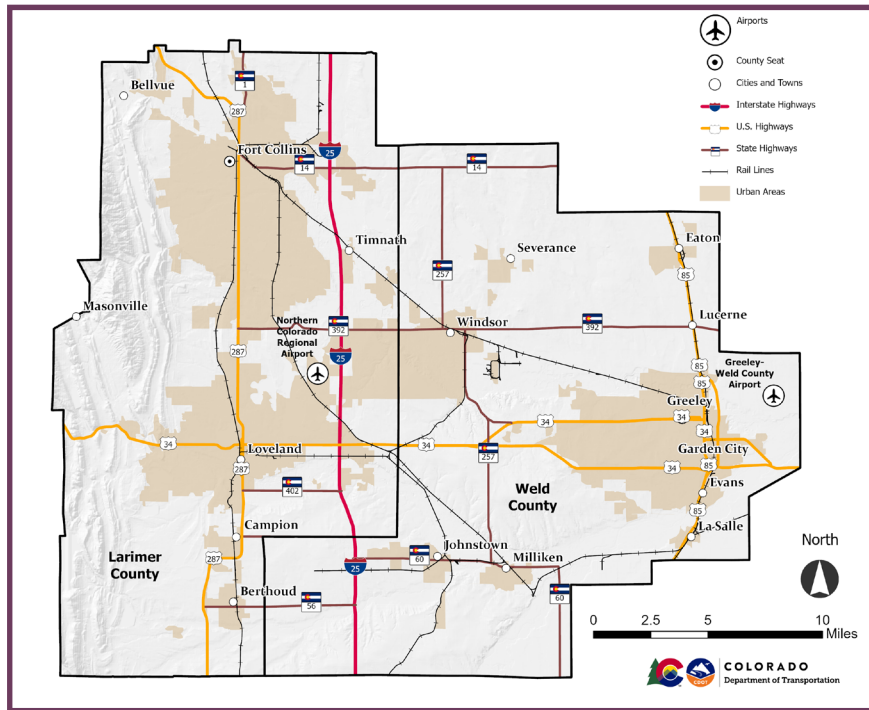
Aviation Facilities:
Large Hub Airport:
Denver International Airport (DIA)
Major General Aviation Airports:
Centennial Airport
Rocky Mountain Metropolitan Airport
Colorado Air and Space Port
Vance Brand Municipal Airport

TPR #3: North Front Range MPO

The NFRMPO is the transportation and air quality planning agency that serves the urban portions of Larimer and Weld counties in Northern Colorado. The entire NFRMPO region is in the nine-county Denver-North Front Range 8-hour Ozone Nonattainment Area so environmental mitigation is extremely important to this region. The NFRMPO amplifies the voices of local governments through incorporating their input on polices and programs funded through the MPO. This is one of the fastest growing regions in the state and consistent transportation evolution is essential.

CDOT Region(s): 4
Transportation Commission District(s): 5
Counties: Larimer, Weld
Member Governments: Berthoud, Eaton, Evans, Fort Collins, Garden City, Greeley, Johnstown, Larimer County, LaSalle, Loveland, Milliken, Severance, Timnath, Weld County, Windsor, Portions of unincorporated Larimer and Weld counties

Administrative Entity: North Front Range MPO (NFRMPO) (a.k.a. North Front Range Transportation & Air Quality Planning Council)
TPR Website: http://www.nfrmpo.org

2020 Population: 530,833
2021 Lane Miles: 689.3
2021 VMT: 5,402,698

Highways: I-25, US 34, US 85, US 287, CO 1, CO 14, CO 56, CO 60, CO 257, CO 263, CO 392, CO 402

Transit Providers:
Envision, Creative Support for People with Developmental Disabilities
Fort Collins, City of
Johnstown Senior Center
Loveland, City of
Milliken, Town of
North Front Range Transportation & Air Quality Council (NFRMPO)
Berthoud Area Transportation Services
COLT Bus Service
Greeley-Evans Transit (GET)
SAINT Volunteer Transportation

Aviation Facilities
Major General Aviation Airports:
Northern Colorado Regional Airport (Loveland)
Greeley-Weld County Airport

TPR #4: Pueblo Area Council of Governments (PACOG)
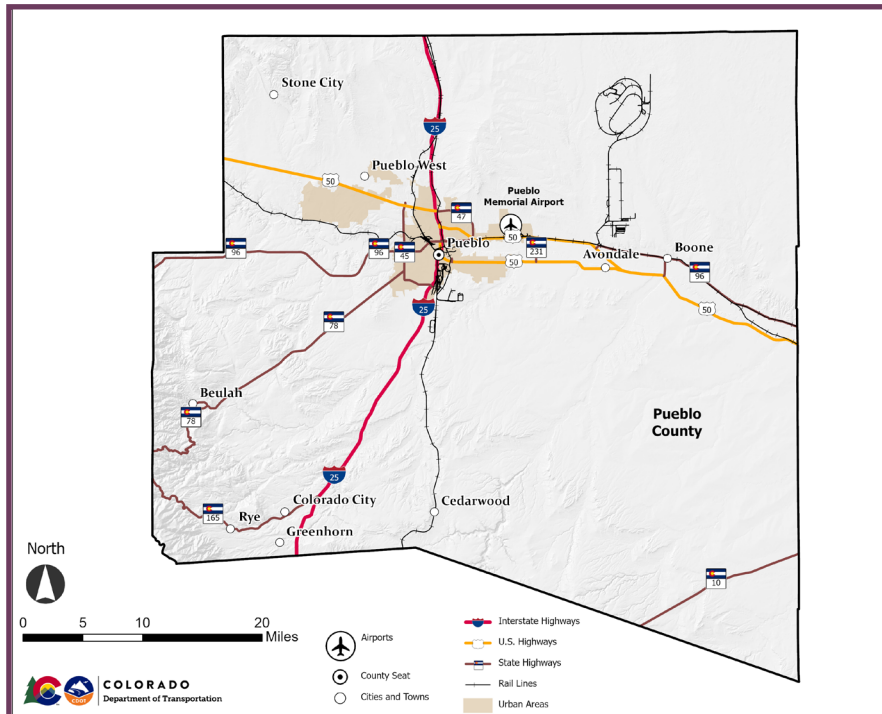
The PACOG is the designated MPO, COG, and TPR for the Pueblo area. PACOG is responsible for long and short term urban transportation planning, along with providing transportation planning services to the Pueblo area. They are also in charge of developing their Long Range Transportation Plan and Transportation Improvement Program.

CDOT Region(s): 2
Transportation Commission District(s): 10
Counties: Pueblo
Member Governments: City of Pueblo, County of Pueblo, Pueblo Board of Water Works, School District No. 60, School District No. 70, Pueblo West Metropolitan District, Colorado City Metropolitan District, Salt Creek Sanitation District

Administrative Entity: Pueblo Area Council of Governments (PACOG)
TPR Website: http://www.pacog.net

2020 Population: 168,161
2021 Lane Miles: 721.6

2021 VMT: 2,810,737
Highways: I-25, US 50, CO 10, CO 45, CO 47, CO 78, CO 96, CO 165, CO 209, CO 227, CO 231, CO 233
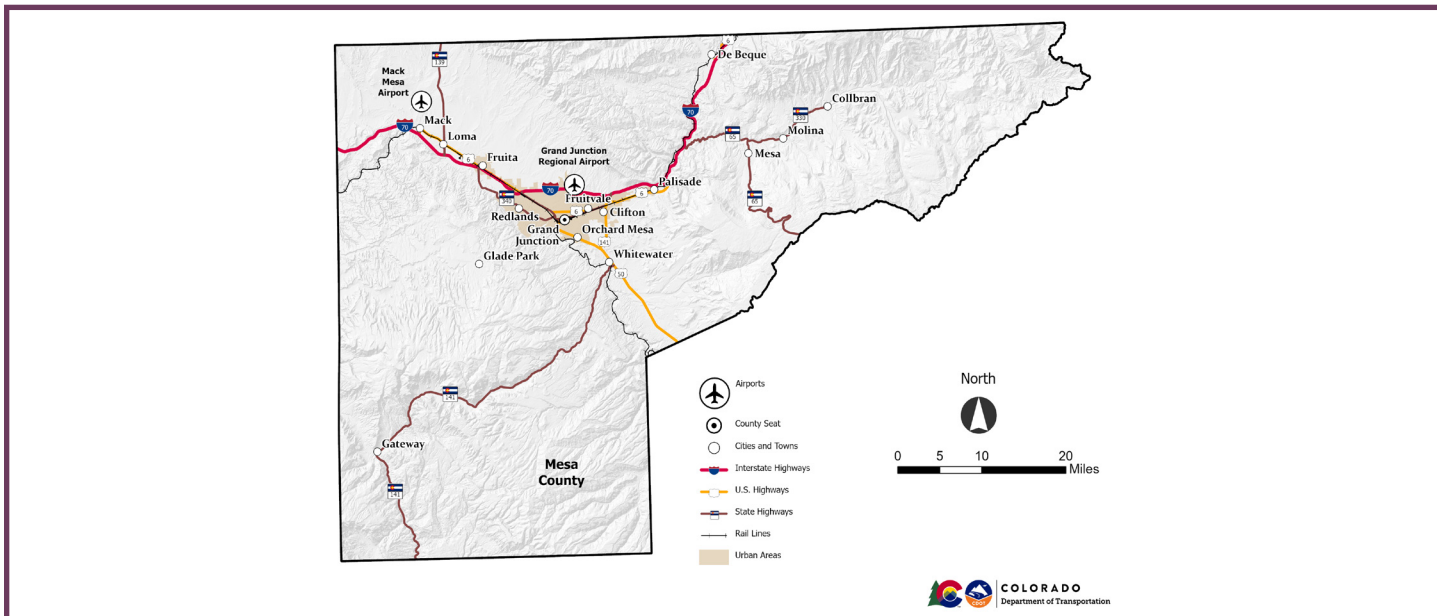
Transit Providers:
City of Pueblo
Senior Resource Development Agency, Pueblo, Inc. (Pueblo SRDA)

Aviation Facilities
Commercial:
Pueblo Memorial

TPR #5: Grand Valley MPO

The GVMPO serves Mesa County on Colorado's Western Slope and administers the GVTPR. The Grand Valley Regional Transportation Committee is charged with policy and decision making for both the GVMPO and the GVTPR. The GVRTC is made up of voting members that are elected from Mesa County, Grand Junction, Fruita, and Palisade. The GVMPO is a major regional hub on Colorado's Western Slope and serves as an important gateway to public lands and state lands. Mesa County has an expanding population which demonstrates a need for a regionally connected transportation system that grows to ensure residential, employment, and recreational centers in the Grand Valley are accessible to all residents and visitors.

CDOT Region(s): 3
Transportation Commission District(s): 7
Counties: Mesa
Member Governments: Clifton, Collbran, DeBeque, Fruita, Gateway, Glade Park, Grand Junction, Loma, Mesa, Mack, Palisade, Whitewater and the rest of Mesa County

Administrative Entity: Grand Valley MPO (GVMPO)
TPR Website: http://rtpo.mesacounty.us

2020 Population: 155,703
2021 Lane Miles: 751.2
2021 VMT: 2,276,219

Highways: I-70, US 6, US 50, CO 65, CO 139, CO 141, CO 330, CO 340

Transit Providers:
Center for Independence
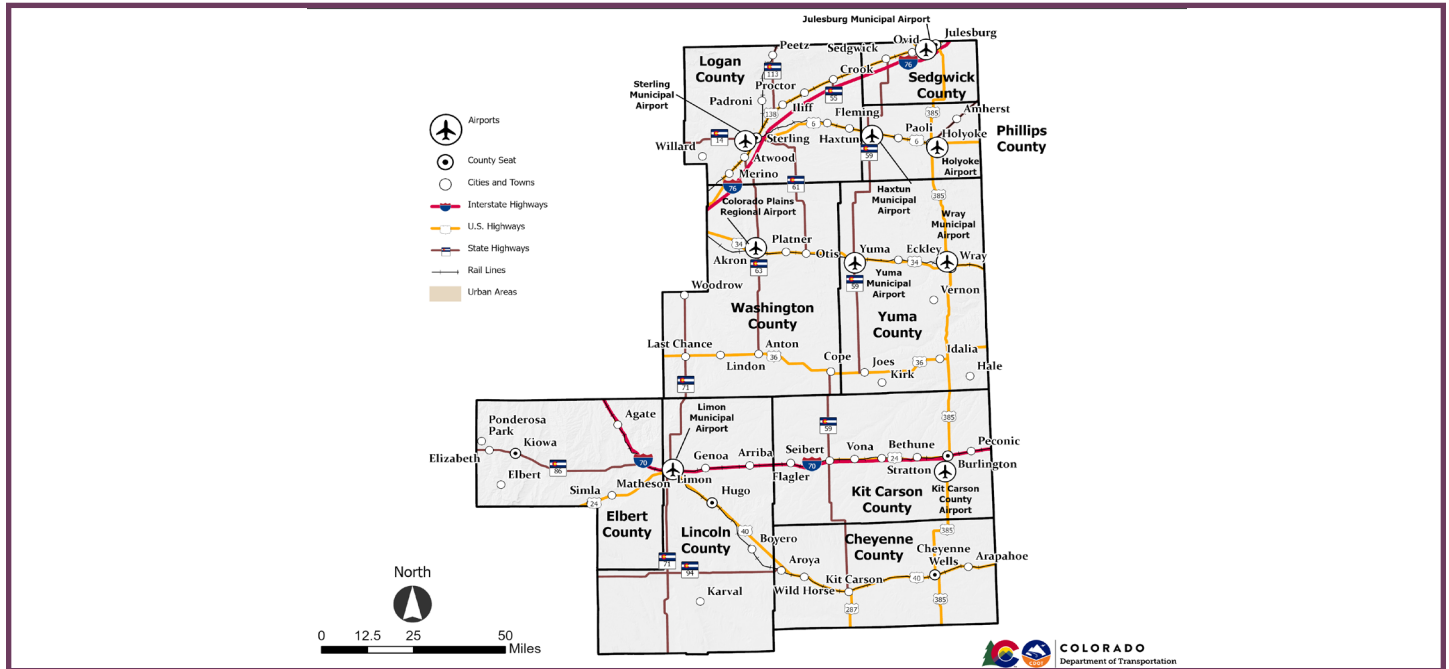Family Health West
GVMPO
HopeWest
Mesa County RTPO
Mesa Developmental Services

Aviation Facilities
Primary Airport with Commercial Service:
Grand Junction Regional Airport

TPR #6: Eastern TPR

The Eastern TPR is the TPR that represents Cheyenne, Elbert, Kit Carson, Lincoln, Logan, Phillips, Sedgwick, Washington and Yuma counties and is the largest TPR in Colorado geographically. Yuma County is the administrator of the Eastern TPR per the 2022 Memorandum of Agreement between the county and TPR. Administrators of the TPR, transportation planners, and others attend and plan a quarterly meeting that is specific to the Eastern TPR's transportation needs. The TPR is home to rolling plains, varied temperatures, and a semi-arid climate. Maintaining freight and rail movement within Eastern Colorado is very important because of the various industries in the Eastern TPR that rely on freight and rail. The industries that contribute to the movement of goods in the region include oil, gas, and alternative energy. Freight rail is also a key mode for commodity import and export. Railways that serve the Region include the Union Pacific Railroad, the Burlington Northern Santa Fe Railway, the Kyle Railroad, and the Nebraska, Kansas & Colorado Railway.

CDOT Region(s): 4
Transportation Commission District(s): 11
Counties: Cheyenne, Elbert, Kit Carson, Lincoln, Logan, Phillips, Sedgwick, Washington, Yuma
Member Governments: Cheyenne County, Elbert County, Kit Carson County, Lincoln County, Logan County, Phillips County, Sedgwick County, Washington County, Yuma County, Akron, Arriba, Bethune, Burlington, Cheyenne Wells, Crook, Eckley, Elizabeth, Flagler, Fleming, Genoa, Haxtun, Holyoke, Hugo, Julesburg, Kiowa, Kit Carson, Limon, Merino, Ovid, Otis, Paoli, Peetz, Sedgwick, Siebert, Simla, Sterling, Stratton, Vona, Wray, Yuma

Administrative Entity: Yuma County
TPR Website: https://yumacounty.net/commissioners/eastern-transportation-planning-region/

2020 Population: 83,827
2021 Lane Miles: 3,286.8
2021 VMT: 3,929,560

Highways: I-70, I-76, US 6, US 24, US 34, US 36, US 40, US 138, US 287, US 385, CO 11, CO 14, CO 23, CO 55, CO 57, CO 59, CO 61, CO 63, CO 70, CO 71, CO 86, CO 94, CO 113

Transit Providers:
East Central Council of Governments
Northeastern Colorado Association of Local Governments (NECALG)
City of Burlington
Burlington Trailways
Dynamic Dimensions
Eastern Colorado Services
Town of Limon

Aviation Facilities
Colorado Plains Regional Airport (Akron)
Kit Karson Airport (Burlington)
Sterling Municipal
Holyoke Municipal
Yuma Municipal
Wray Municipal

TPR #7: Southeast TPR
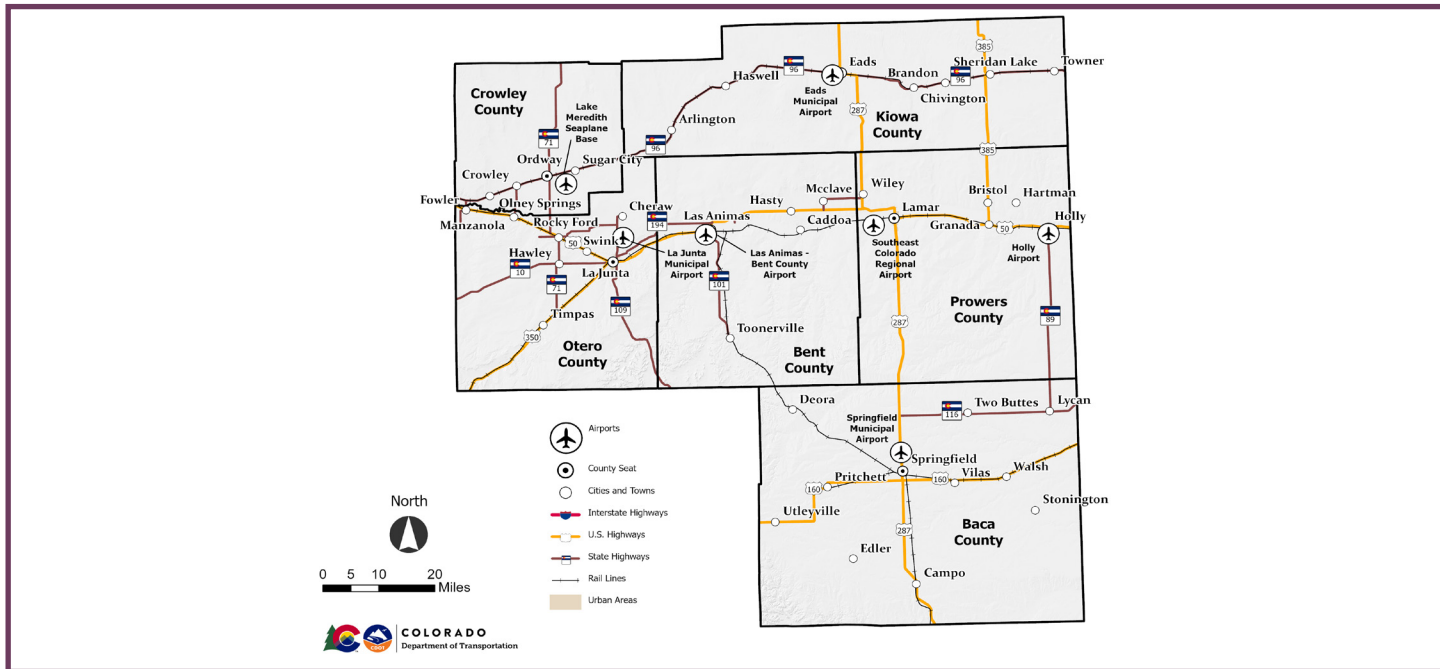
The Southeast TPR is a large region in Colorado that borders Kansas, New Mexico, and Oklahoma. The TPR is administered by the Southeast Colorado Enterprise Development or SECED. Communities are located far from each other, resulting in long travel distances to access jobs, medical services, and shopping. The Southeast TPR's economic base includes agriculture, energy production, and advanced manufacturing which all rely on freight. This region contains three scenic byways and 20 corridors. There are four designated Colorado Freight Corridors in the TPR: US 50, CO 10, US 160, and US 287. Freight rail in the TPR includes the movement of goods along the Victoria Southern, Cimarron Valley, and the Burlington Northern Santa Fe Railway.

CDOT Region(s): 2
Transportation Commission District(s): 10
Counties: Baca, Bent, Crowley, Kiowa, Otero, Prowers
Member Governments: Baca County, Bent County, Cheraw, Crowley County, Haswell, Kiowa County, Otero County, Pritchett, Prowers County, Campo, Eads, Fowler, Granada, Holly, La Junta, Lamar, Las Animas, Manzanola, Olney Springs, Ordway, Rocky Ford, Sheridan Lake, Springfield, Sugar City, Swink, Town of Crowley, Two Buttes, Vilas, Walsh, Wiley

Administrative Entity: Southeast Colorado Enterprise Development, Inc.
TPR Website:
http://www.seced.net/services_Southeast-CO-Transportations-plan.shtml

2020 Population: 47,213
2021 Lane Miles: 1,591.3
2021 VMT: 1,282,980

Highways: US 50, US 160, US 287, US 350, US 385, CO 10, CO 71, CO 89, CO 96, CO 100, CO 101, CO 109, CO 116, CO 167, CO 194, CO 202, CO 207, CO 266

Transit Providers:
Baca County Seniors Van
Bent County
City of La Junta
Inspiration Field
Kiowa County Transit Services
Prowers County
Southeast Colorado Enterprise Development, Inc.
Southeastern Developmental Services Inc.
Golden Age Shuttle

Aviation Facilities:
General Aviation Airports:
Lamar Municipal Airport
Springfield Municipal
La Junta Municipal
Eads Airport

TPR #8: San Luis Valley TPR
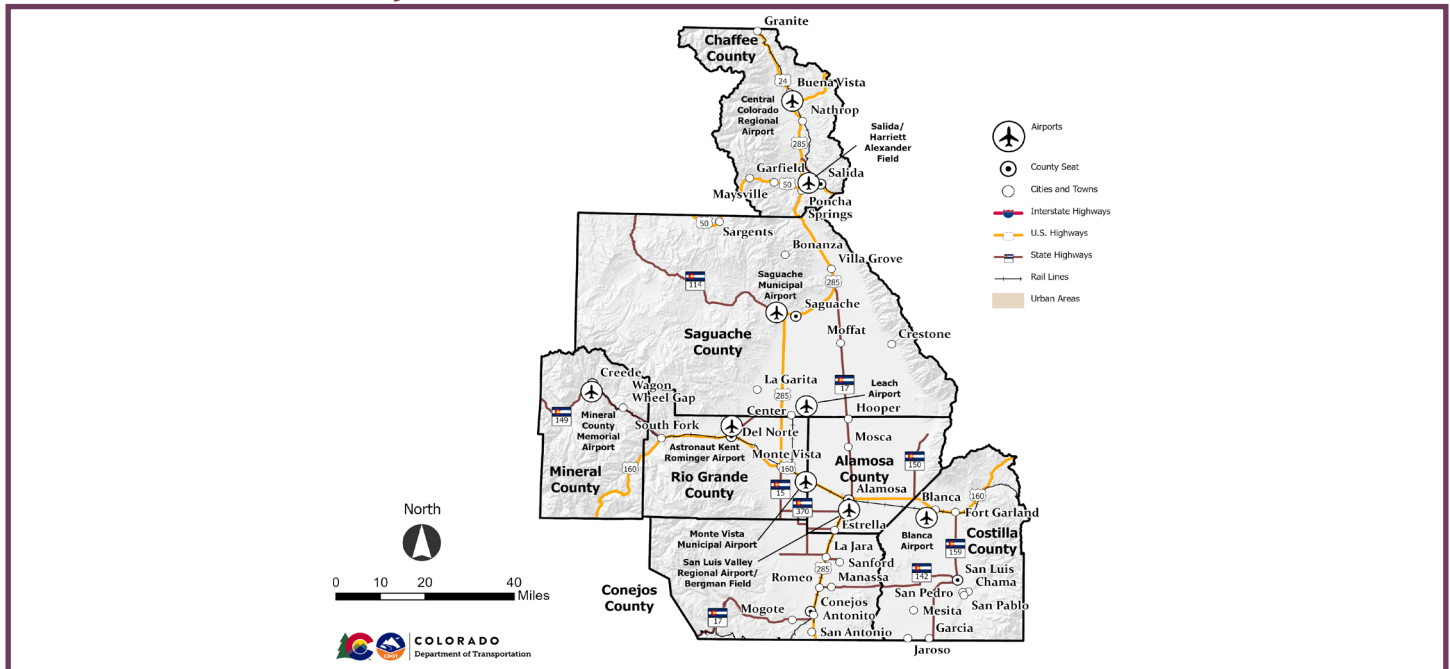
The San Luis Valley TPR is a large region that borders New Mexico on its southern edge. The valley is surrounded by high mountain ranges including the Sangre de Cristos and San Juan Mountains and includes the counties of Alamosa, Chaffee, Conejos, Costilla, Mineral, Rio Grande, and Saguache. It is administered by the San Luis Valley Development Resources Group or SLVDRG. The TPR is primarily served by the US 160, US 285, US 50, and CO 17 corridors. Some of the San Luis Valley TPR's transportation priorities include facilitating traffic movement from tourism, preserving the environment in the region, incorporating multi-modal options, and facilitating the movement of freight and rail. Bustang Outrider provides Interregional service that connects Alamosa and Salida with major activity centers including Pueblo and Denver. The Chaffee Shuttle is another local transit provider in the area that provides transit from two different lines, the Eagle line and Pronghorn line. The Eagle line provides transit from Saguache to Salida and KV Estates to Alamosa while the Pronghorn line provides transit from Creede or Saguache to Alamosa. The valley has five designated freight corridors: CO 17, US 24, US 50, US 160, and US 285. Freight rail lines serving the San Luis Valley TPR include San Luis Central and San Luis Rio Grande Railroad.

CDOT Region(s): 5
Transportation Commission District(s): 7, 8
Counties: Alamosa, Chaffee, Conejos, Costilla, Mineral, Rio Grande, Saguache
Member Governments: Alamosa, Alamosa County, Antonito, Blanca, Bonanza, Buena Vista, Center, Chaffee County, Conejos County, Costilla County, Creede, Crestone, Del Norte, Hooper, La Jara, Manassa, Mineral County, Moffat, Monte Vista, Nathrop, Poncha Springs, Rio Grande County, Romeo, Saguache, Saguache County, Salida, San Luis, South Fork

Administrative Entity: San Luis Valley Development Group
TPR Website: https://www.slvdrg.org/

2020 Population: 65,583
2021 Lane Miles: 1,447.5
2021 VMT: 2,091,261

Highways: US 24, US 50, US 160, US 285, CO 15, CO 17, CO 112, CO 114, CO 136, CO 142, CO 149, CO 150, CO 159, CO 291, CO 368, CO 370, CO 371

Transit Providers:
Blue Peaks Developmental Services
Neighbor to Neighbor Volunteers
Poncha Springs, Town of
San Luis Valley Development Resources Group
Alamosa Senior Citizens, Inc
Costilla County
Northerner Senior Center
Tri County Senior Citizens
Veterans Transportation

Aviation Facilities
Commercial Service:
San Luis Valley Regional Airport
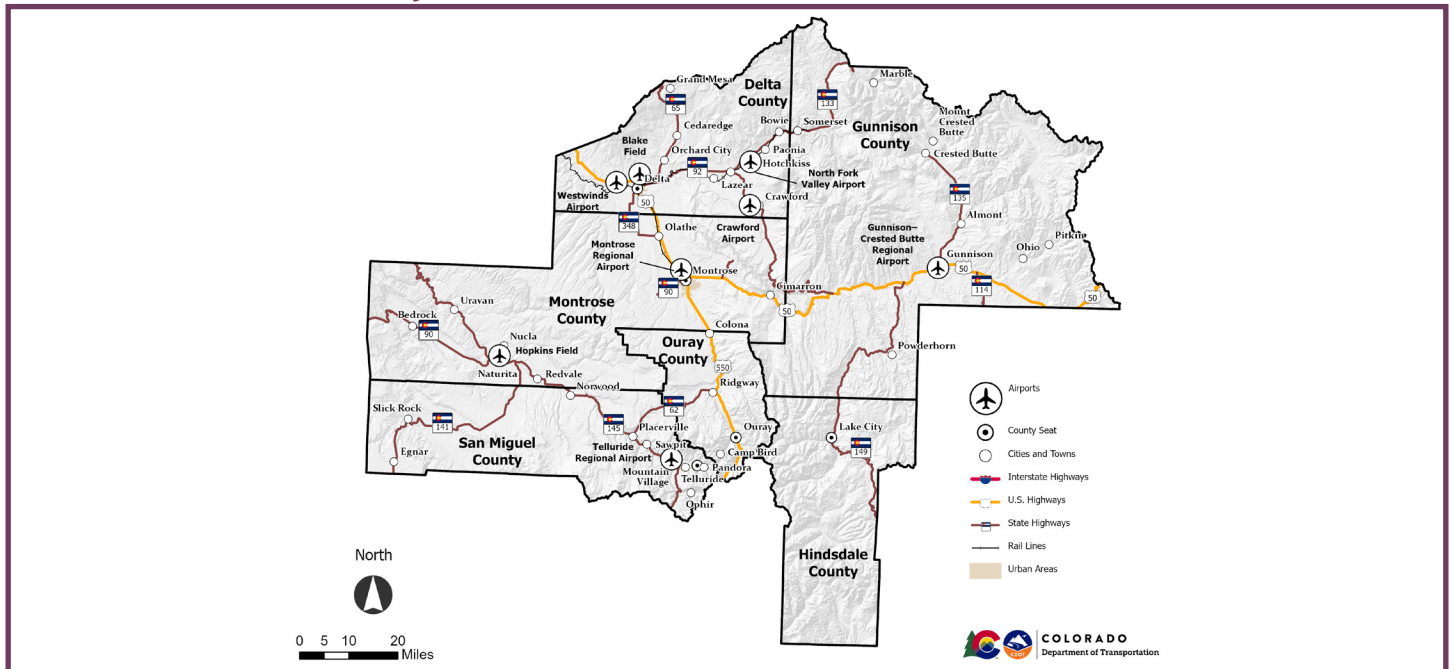General Aviation Airports (Intermediate):
CentralColorado Regional
Mineral County Memorial
Harriet Alexander
Monte Vista Municipal
Leach Airport

TPR #9: Gunnison Valley TPR

The Gunnison Valley TPR spans a large portion of Colorado's Western Slope and includes Delta, Gunnison, Hinsdale, Montrose, Ouray, and San Miguel counties. The Gunnison Valley TPR is administered by Region 10 which facilitates input on transportation planning. The TPR is primarily served by the US 50 and US 550 corridors, and there are many other state highways within the TPR that provide local and regional access. The region is home to key visitor destinations such as the resorts of Crested Butte and Telluride as well as state and national parks including the Black Canyon of the Gunnison National Park. Bicycling in the region is also a popular activity for both transportation and recreation, and with six scenic byways in the area, it is important that all modes of transportation can safely use the roadways in the region. The Gunnison Valley TPR is served by the Union Pacific Railroad and three Colorado freight corridors with US 50, US 550, and CO 141.

CDOT Region(s): 3, 5
Transportation Commission District(s): 7, 8
Counties: Delta, Gunnison, Hinsdale, Montrose, Ouray, San Miguel

Member Governments: Cedaredge, Crested Butte, Delta, Delta County, Gunnison, Gunnison County, Hinsdale County, Hotchkiss, Mt. Crested Butte, Montrose, Montrose County, Mountain Village, Olathet, Ouray, Ouray County, Paonia, Ridgway, San Miguel County, Telluride

Administrative Entity: Region 10 League for Economic Assistance
TPR Website: http://www.region10.net/programs/transportation

2020 Population: 104,526
2021 Lane Miles: 1,507.3
2021 VMT: 2,291,995

Highways: US 50, US 550, CO 62, CO 65, CO 90, CO 92, CO 97, CO 114, CO 133, CO 135, CO 141, CO 145, CO 149, CO 347, CO 348

Transit Providers:
Community Options, Inc.
Gunnison Valley Rural Transportation Authority
Hinsdale County
Montrose, City of
Montrose County Senior Citizens Transportation, Inc.
Mountain Express
Mountain Village, Town of
San Miguel Authority for Regional Transportation
San Miguel County
Town of Telluride
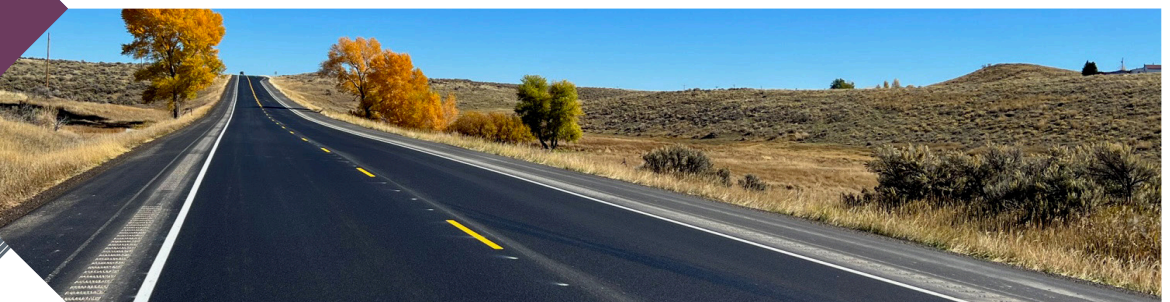Gunnison County Seniors
Ouray County Council on Aging

Aviation Facilities
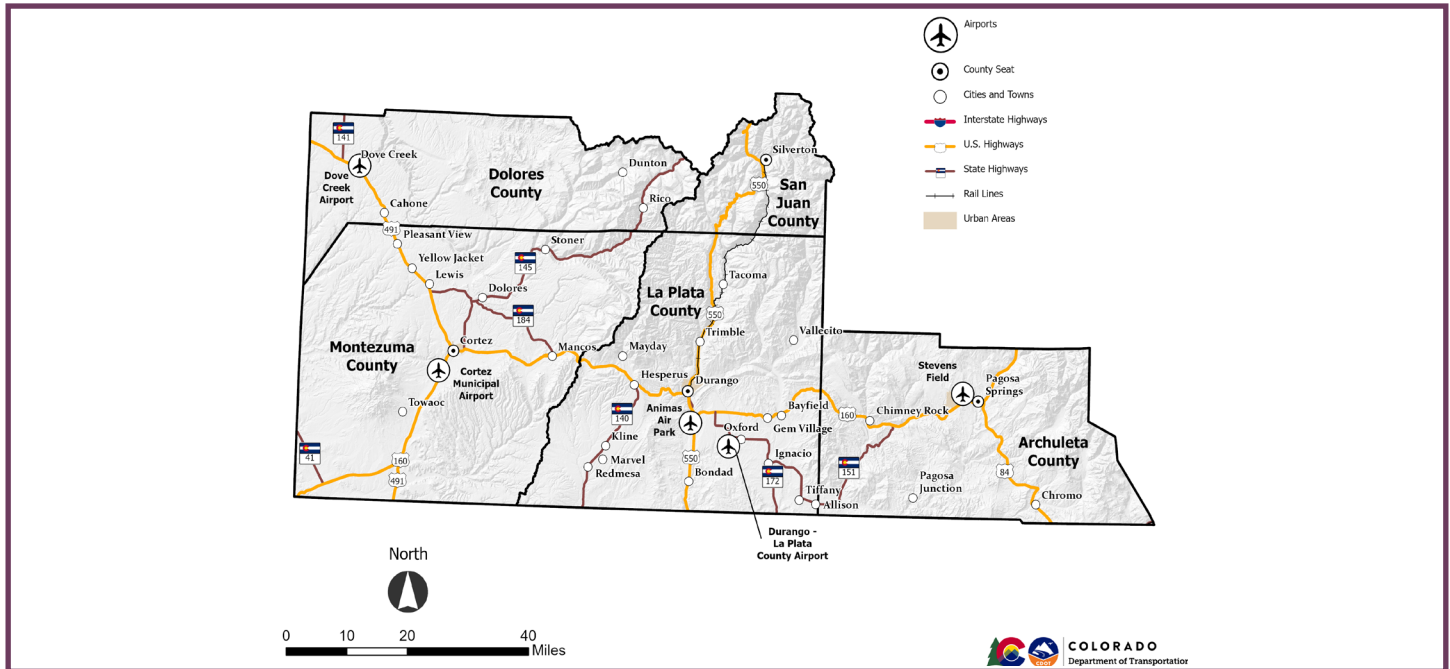Primary Airports with Commercial Service:
Gunnison-Crested Butte Regional Airport
Telluride Regional Airport
Montrose Regional Airport

TPR #10: Southwest TPR

The Southwest TPR is a large region along Colorado's southern and western border and includes Archuleta, Dolores, La Plata, Montezuma, and San Juan Counties. It is administered by the Southwest Colorado Council of Governments or SWCCOG. The TPR is home to the Southern Ute and Ute Mountain Ute Reservations. The TPR is primarily served by the US 160, US 550, and US 491 corridors. Communities along US 160 such as Cortez, Durango, and Pagosa Springs are centers of employment, medical services, and shopping. The Southwest TPR is home to many scenic byways such as the Trail of the Ancients, San Juan Skyway, and Tracks Across Borders. Agriculture, logging, mining, and oil and gas are primary industries that contribute to the high number of freight travel on the highways.

CDOT Region(s): 5
Transportation Commission District(s): 8
Counties: Archuleta, Dolores, La Plata, Montezuma, San Juan
Member Governments: Archuleta County, Dolores County, La Plata County, Montezuma County, San Juan County, City of Cortez, City of Durango, Town of Bayfield, Town of Dolores, Town of Dove Creek, Town of Ignacio, Town of Mancos, Town of Pagosa Springs, Town of Silverton, Southern Ute Indian Tribe, Ute Mountain Ute Indian Tribe

Administrative Entity: Region 9 Economic Development District
TPR Website: http://www.swccog.org/projects/transportation/

2020 Population: 97,877
2021 Lane Miles: 1,108.9
2021 VMT: 2,468,527

Highways: US 84, US 160, US 491, US 550, CO 3, CO 17, CO 41, CO 110, CO 140, CO 141, CO 145, CO 151, CO 172, CO 184

Transit Providers:
Archuleta County
Community Connections,Inc.
Dolores County
Durango, City of
La Plata County Senior Services
Montezuma County
Southern Colorado Community Action Agency, Inc.
Southwest Center for Independence
Southwest Colorado Council of Governments
Ute Mountain Ute Tribe

Aviation Facilities
Primary Airports with Commercial Service:
Durango-La Plata Airport
Non-Primary Airports with Commercial Service:
Cortez Municipal Airport
General Aviation Airports:
Stevens Field

Ute Mountain Ute Tribe (Southwest TPR)
CDOT Region(s): 5
Transportation Commission District(s): 8
Counties: La Plata, Montezuma
Website: https://www.utemountainutetribe.com/

Transit Providers:
Montezuma County Senior Services (specialized)
Road Runner Transit/Southern Ute Community Action Programs (SUCAP) (rural and specialized)
Ute Mountain Ute Tribe(rural – Towaoc)

Aviation Facilities
None

Southern Ute Indian Tribe (Southwest TPR)
CDOT Region(s): 5
Transportation Commission District(s): 8
Counties: Archuleta, La Plata, Montezuma
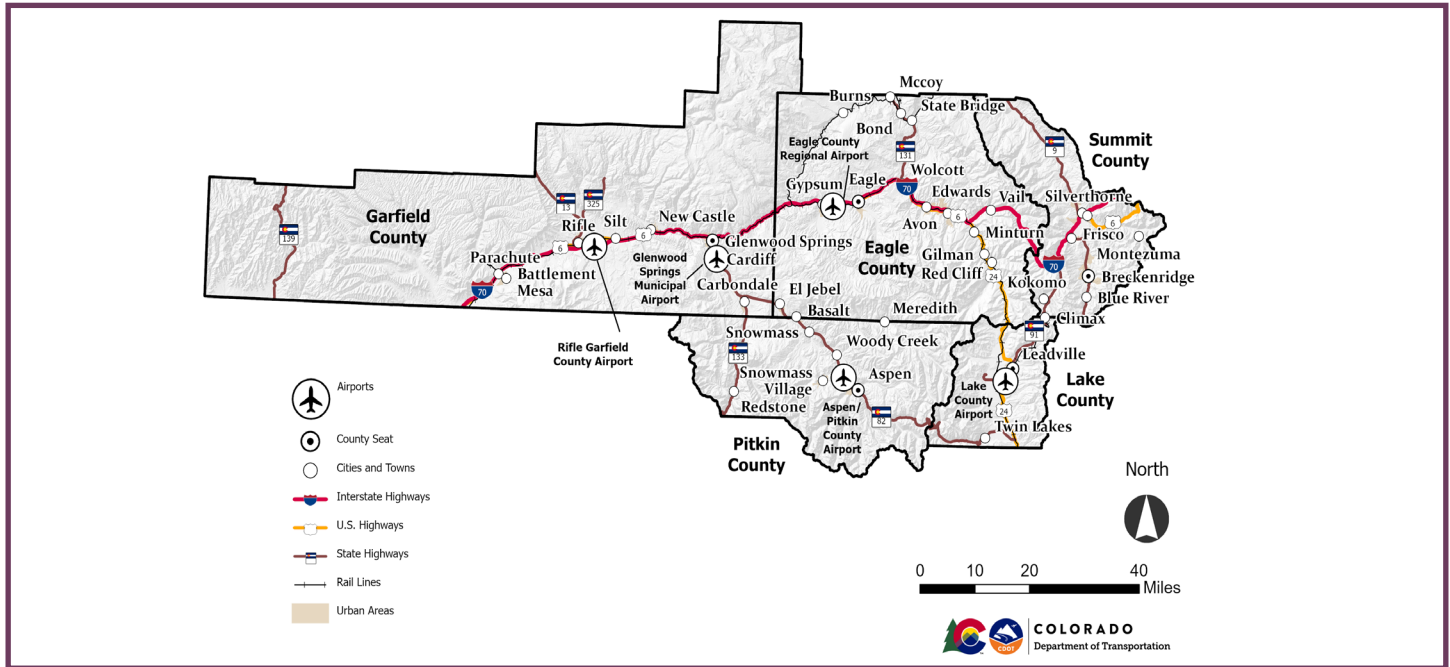**Website:** https://www.southernute-nsn.gov/

Transit Providers:
Ignacio Road Runner/Southern Ute Community Action Programs (SUCAP) (rural and specialized)

Aviation Facilities
None

TPR #11: Intermountain TPR

The Intermountain TPR is a region in the western part of the state and extends to the Utah border. It encompasses Eagle, Garfield, Lake, Pitkin, and Summit Counties. Intermountain TPR is administered by Eagle County. The TPR is primarily served by the I-70, CO 13, SH 82, and US 24 corridors. The region is home to mountainous terrain and must accommodate visitors and the movement of freight along roadways with low redundancy and limitations for expansion. Maintaining roadway conditions is critical for the corridors I-70, SH 9, SH 13, SH 82, and SH 91 where closures inhibit emergency vehicles, access to essential services, and the delivery of necessary goods. Freight is invaluable for economic development and the vitality of communities in the Intermountain TPR. The primary industry that contributes to goods movement in the region is oil, gas, and energy. The Intermountain TPR has three Colorado Freight Corridors: I-70, US 6, and CO 13. The Intermountain TPR is also served by the Union Pacific Railroad. Tourism is a top economic generator for the Intermountain TPR and is dependent on the resiliency of roadways.

CDOT Region(s): 3
Transportation Commission District(s): 7
Counties: Eagle, Garfield, Lake, Pitkin, Summit
Member Governments: Eagle County, Garfield County, Lake County, Pitkin County, Summit County, Aspen, Avon, Basalt, Breckenridge, Carbondale, Dillon, Eagle, Frisco, Glenwood Springs, Gypsum, Leadville, Minturn, New Castle, Parachute, Red Cliff, Rifle, Silt, Silverthorne, Snowmass Village, Vail, RFTA

Administrative Entity: Eagle County
TPR Website: N/A

2020 Population: 173,265
2021 Lane Miles: 1,520.3
2021 VMT: 6,517,755

Highways: I-70, US 6, US 24, CO 9, CO 13, CO 82, CO 91, CO 131, CO 133

Transit Providers:
Breckenridge, Town of
City of Aspen
Eagle County
Glenwood Springs, City of
Lake County
Mountain Valley Developmental Service
Northwest Colorado Council of Governments (NWCCOG)
Pitkin County
Roaring Fork Transportation Authority (RFTA)
Snowmass Village, Town of
Summit County (Summit Stage)
Town of Avon
Vail, Town of
Beaver Creek Dial-A-Ride
Copper Mountain
Eagle County Senior Services

Aviation Facilities
Major Commercial Service:
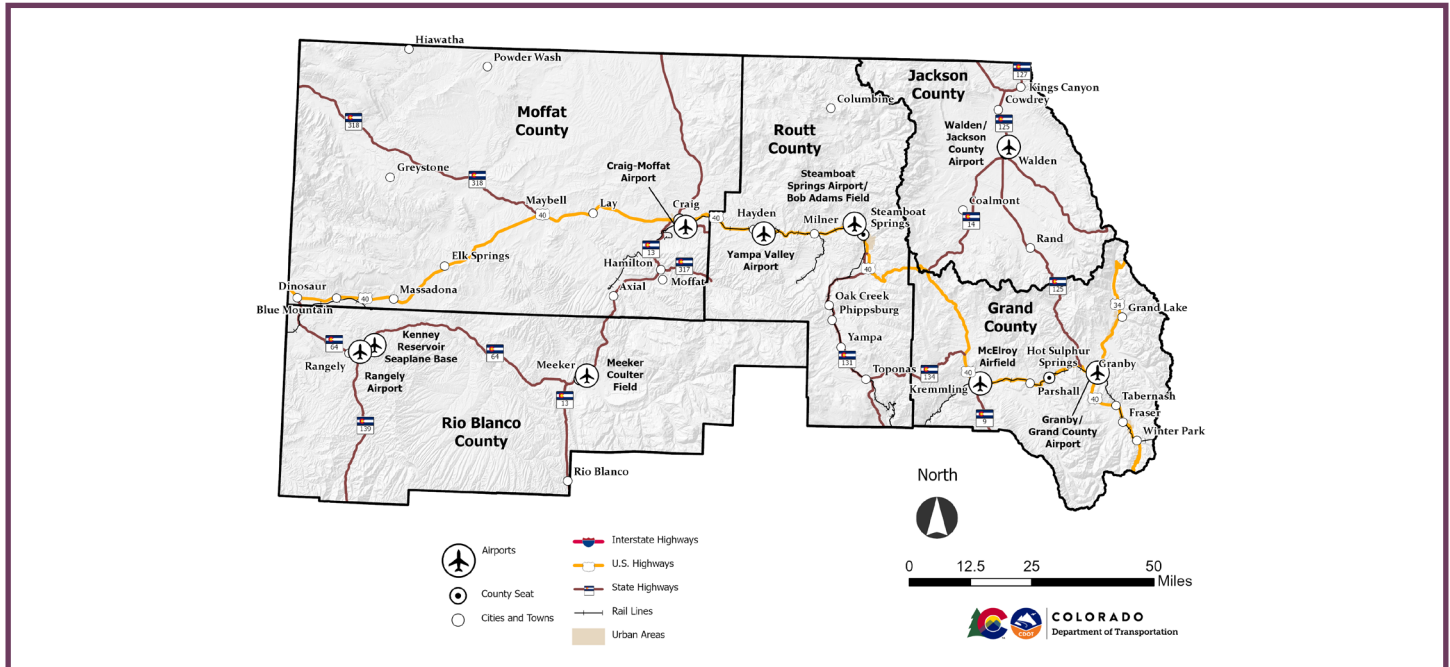Eagle County
Aspen-Pitkin County Airport
Major General Aviation:
Rifle Garfield County Airport
Intermediate General Aviation:
Lake County Airport
Glenwood Springs Municipal Airport

TPR #12: Northwest TPR

The Northwest TPR is a large region that borders Wyoming and Utah. It encompasses Grand, Jackson, Moffat, Rio Blanco, and Routt Counties. Northwest TPR is administered by the City of Steamboat Springs. The TPR includes primary highway corridors and scenic byways such as US 40, CO 13, and US 34 that are important to the region and to the rest of the state. Roadway conditions are critical on US 40 (Berthoud Pass and Byers Canyon), CO 139 (Douglass Pass), CO 13, and CO 14 where closures impact the ability for communities to access essential services. Jackson County is isolated with minimal local amenities and is reliant on CO 14 for access to important services. Maintaining assets such as roadways and bridges are critical, most importantly during the winter season. Tourism is a top economic generator for the Northwest TPR which includes five scenic byways, four high demand bicycle corridors, popular winter and summer resort destinations, and federal lands such as Rocky Mountain National Park.

CDOT Region(s): 3
Transportation Commission District(s): 6
Counties: Grand, Jackson, Moffat, Rio Blanco, Routt
Member Governments: Jackson County, Moffat County, Rio Blanco County, Routt County, Craig, Dinosaur, Fraser, Granby, Grand Lake, Hayden, Hot Sulphur Springs, Kremmling, Meeker, Oak Creek, Rangely, Steamboat Springs, Yampa, Walden, Winter Park

Administrative Entity: City of Steamboat Springs
TPR Website: N/A

2020 Population: 61,747
2021 Lane Miles: 1,665.4
2021 VMT: 1,859,260

Highways: US 34, US 40, CO 9, CO 13, CO 14, CO 64, CO 125, CO 127, CO 131, CO 134, CO 139, CO 317, CO 318, CO 394

Transit Providers:
City of Craig
Horizons Specialized Services
Mountain Family Center
Northwest Colorado Center for Independence (NWCCI)
Routt County Government
Steamboat Springs, City of
Winter Park, Town of
Grand County Council on Aging
Jackson County Council on Aging
Meeker Streaker Transit System
Moffat County Housing Authority

Aviation Facilities
Primary Airport with Commercial Service:
Yampa Valley Regional (Hayden)
General Aviation Airports:
Emily Warner Field-Grand County Airport (Granby)
McElroy Field (Kremmling)
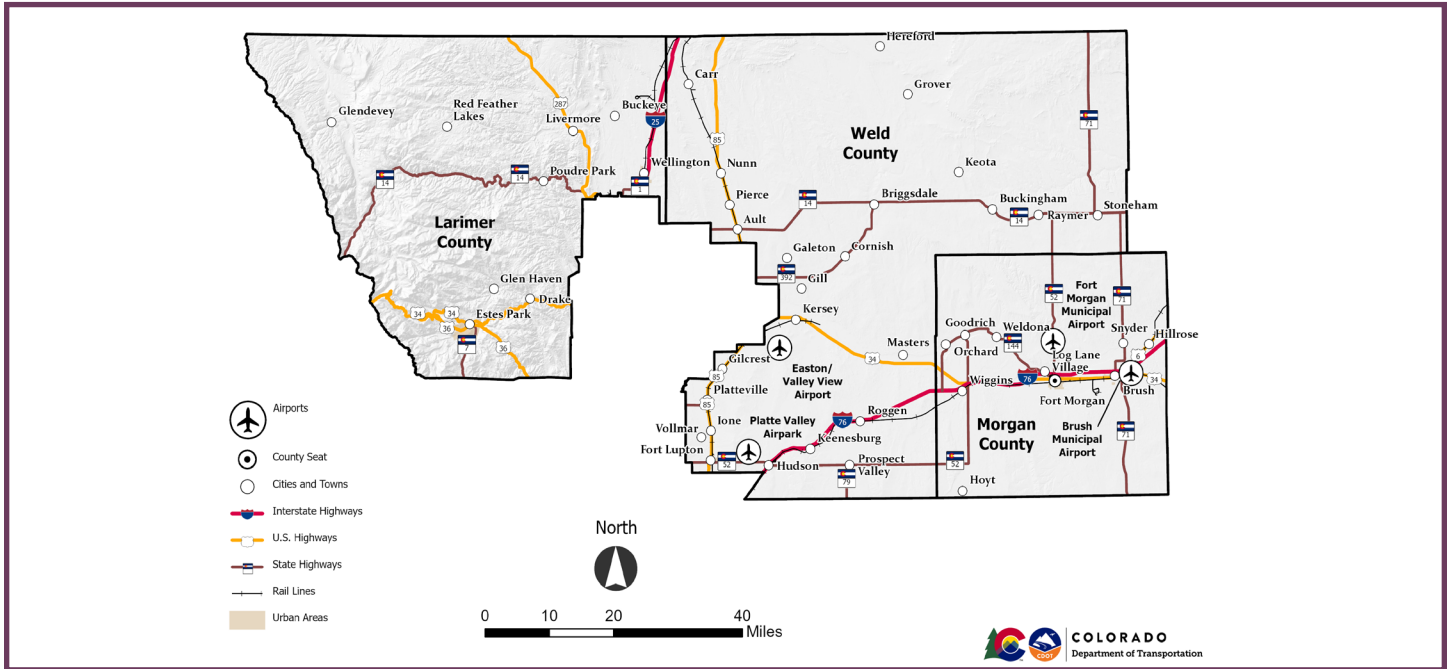Walden/Jackson County
Craig-Moffat County
Meeker Airport – Coulter Field
Rangely Airport
Bob Adams Field (Steamboat Springs)

TPR #13: Upper Front Range TPR

The Upper Front Range TPR includes the predominantly rural areas of Larimer and Weld Counties, and all of Morgan County. It is administered by Weld County. The region is heavily influenced by growth in the adjacent urban areas of Denver, Fort Collins, and Greeley. The TPR is primarily served by I-76, I-25, US 85, US 36, US 287, and CO 14. The region consists of productive agricultural land and significant oil and gas activity on the eastern plains. The western portion of the region is mountainous and home to many US Forest Service lands that offer outdoor recreational activities to residents and visitors of the region. The TPR is tasked with incorporating all of these unique regional characteristics to develop a comprehensive strategy for improving transportation in the region. The region is home to Estes Park and Rocky Mountain National Park and experiences a high amount of seasonal traffic congestion, particularly during the peak months for visiting, July and September. Bustang provides a transit option for tourists and locals to get around the TPR. The Upper Front Range TPR is home to many different industries that rely heavily on roadways in the region. Both Weld and Morgan Counties are the top agricultural producers in the state and Weld county is also the top producer of oil and gas in the State. US 85, I-76, and I-25 carry some of the highest truck volumes when compared to other TPRs. A portion of Larimer and Weld Counties is part of the 8-hour ozone nonattainment area, meaning the air pollution levels persistently exceed national standards. The Upper Front Range TPR works in coordination with both the Denver Regional Council of Governments (DRCOG) and the North Front Range Metropolitan Planning Organization (NFRMPO) in the development and adoption of the conformity determinations.

CDOT Region(s): 4
Transportation Commission District(s): 5
Counties: Larimer, Morgan, Weld
Member Governments: Larimer County, Morgan County, Weld County, Town of Ault, City of Brush!, Town of Estes Park, City of Fort Lupton, City of Fort Morgan, Town of Gilcrest, Town of Grover, Town of Hillrose, Town of Hudson, Town of Keenesburg, Town of Kersey, Town of Lochbuie, Town of Log Lane Village, Town of New Raymer, Town of Nunn, Town of Pierce, Town of Platteville, Town of Wellington, Town of Wiggins

Administrative Entity: Weld County
TPR Website: N/A

2020 Population: 105,865
2021 Lane Miles: 1,677.4
2021 VMT: 4,312,785

Highways: I-25, I-76, US 6, US 34, US 36, US 85, US 287, CO 1, CO 7, CO 14, CO 39, CO 52, CO 60, CO 66, CO 71, CO 79, CO 144, CO 392
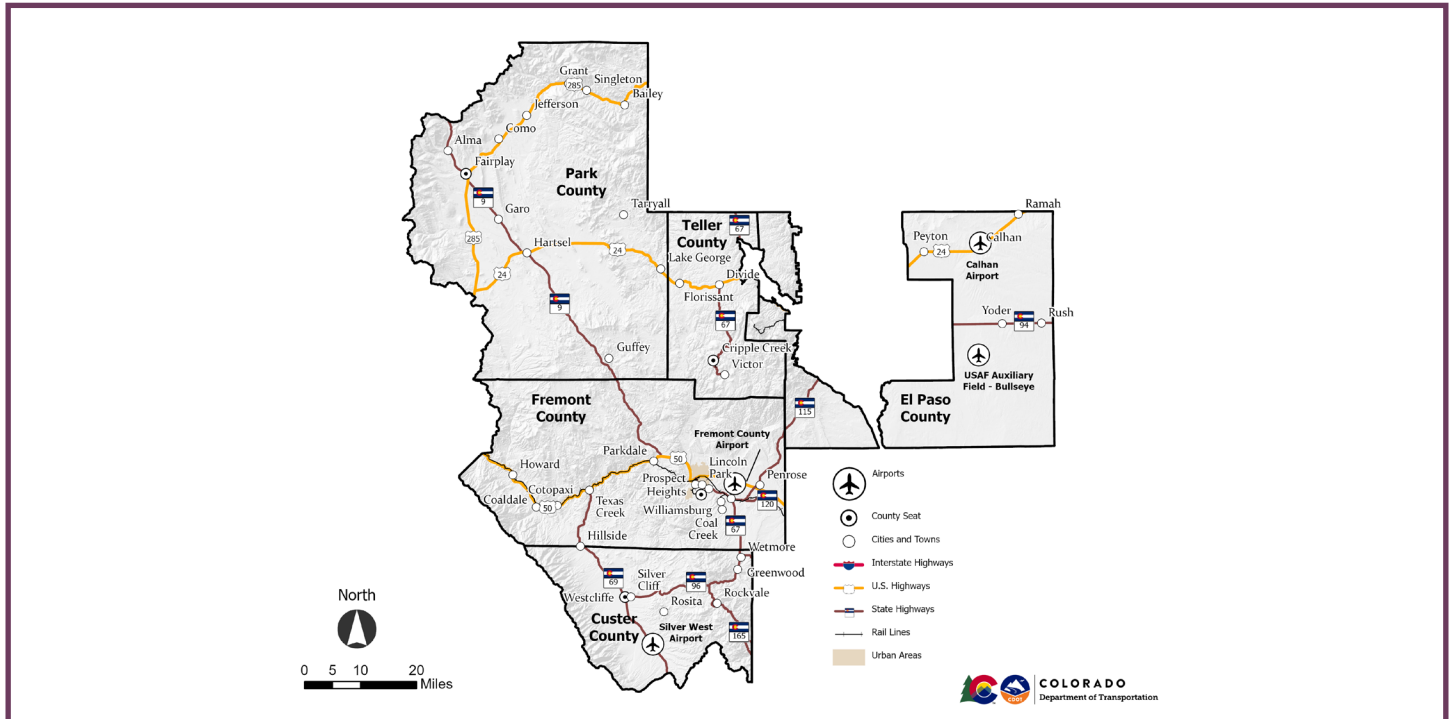
Transit Providers:
Estes Park, Town of
Greeley, City of
Northeastern Colorado Association of Local Governments (NECALG)
Town of Platteville
Wellington Senior Resources

Aviation Facilities
General Aviation Airports:
Fort Morgan Municipal
Erie Municipal

TPR #14: Central Front Range TPR

The Central Front Range TPR is the TPR that represents El Paso, Fremont, Custer, Teller and Park counties. The Central Front Range TPR is administered by the Upper Arkansas Area Council of Governments. Some transportation priorities for the TPR include easing the burden from traffic that comes from the Denver Metro Area and other large metropolitan areas such as Colorado Springs and Pueblo, multi-modal transportation planning, and maintaining three scenic byways: Frontier Pathways, Guanella Pass, and the Gold Belt Tour. The Central Front Range TPR is home to many important freight and rail corridors. The designated Colorado freight corridors in the Central Front Range TPR are US 24, US 50, and US 285. The Central Front Range TPR also has many important rail lines which include the Burlington Northern Santa Fe, Union Pacific, Rock and Rail LLC, and the Royal Gorge Route. There are considerable amounts of military traffic on US 50 in Cañon City, CO 115 north to Colorado Springs, as well as Elbert Road east to I-70. These are all transportation priorities that are unique to the Central Front Range TPR and require discussion during the quarterly meetings held by the TPR.

CDOT Region(s): 2
Transportation Commission District(s): 9, 10
Counties: Custer, El Paso, Fremont, Park, Teller
Member Governments: Custer County, El Paso County, Fremont County, Park County, Teller County, Brookside, Cañon City, Cripple Creek, Fairplay, Florence, Ramah, Victor, Westcliffe

Administrative Entity: Upper Arkansas Area Council of Governments (UAACOG)
TPR Website: https://www.uaacog.com/what-we-do/transportation.html

2020 Population: 99,333
2021 Lane Miles: 1,067.4
2021 VMT: 2,175,656

Highways: US 24, US 50, US 85, US 285, CO 9, CO 67, CO 69, CO 78, CO 96, CO 115, CO 120, CO 165

Transit Providers:
Community of Caring Foundation
Cripple Creek, City of
Park County
Teller Senior Coalition
Upper Arkansas Area Council of Governments
Senior Transit of Canon City
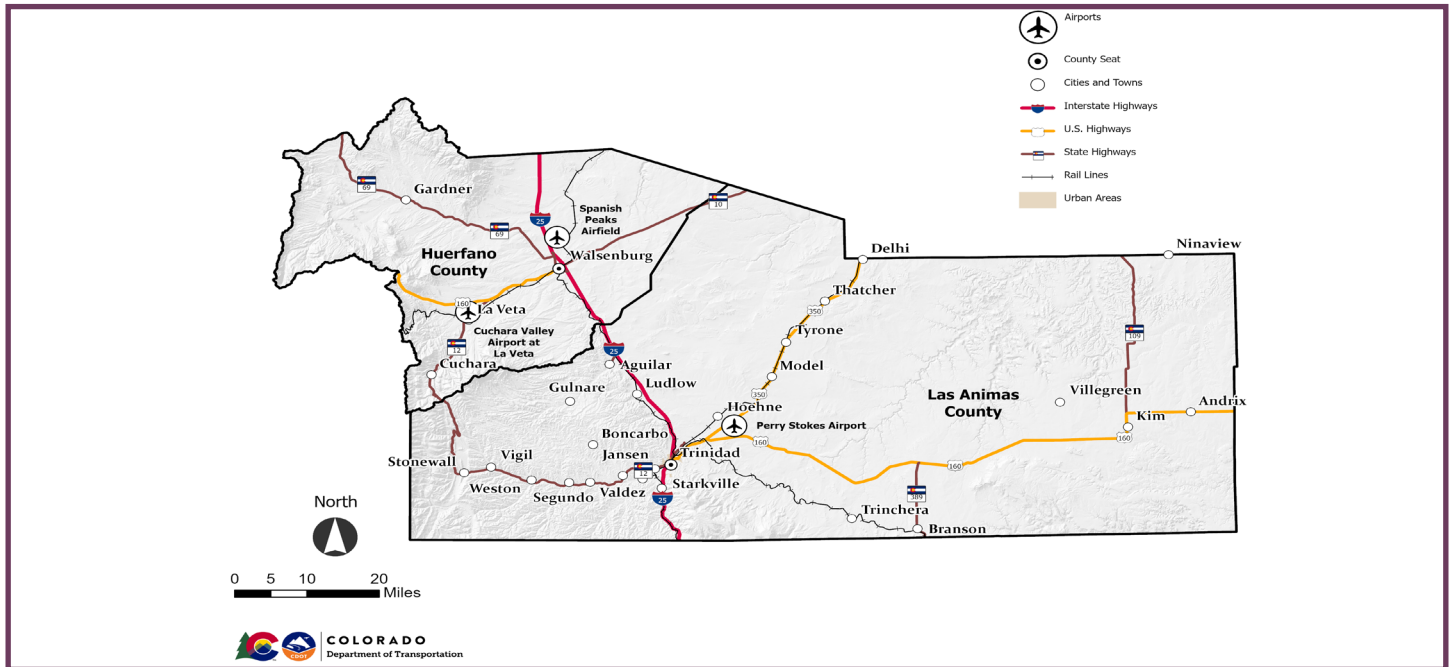Wet Mountain Valley Community Services

Aviation Facilities
General Aviation Airports:
Major General Aviation Airport: Fremont County Airport

TPR #15: South Central TPR

The South Central TPR is a large region along Colorado's southern border with New Mexico and includes Huerfano and Las Animas Counties. The TPR is administered by the South Central Council of Governments. The TPR is primarily served by the I-25 and US 160 corridors. The region is home to the Spanish Peaks, Comanche National Grassland, Trinidad Lake State Park, and Fisher's Peak State Park. There are two scenic byways in the Region: the Highway of Legends and the Santa Fe Trail. The South Central TPR includes three designated freight corridors: CO 10, US 160, and I-25. Amtrak's Southwest Chief, Burlington Northern Santa Fe Railway, San Luis Rio Grande Railroad, and Union Pacific Railroad are located in the South Central TPR. Agriculture is the primary industry that contributes to goods movement in the region; however, oil, gas, and alternative energy contribute to the significant freight movement.

CDOT Region(s): 2
Transportation Commission District(s): 10
Counties: Huerfano, Las Animas
Member Governments: Huerfano County, Las Animas County, Aguilar, Kim, La Veta, Trinidad, Walsenburg

Administrative Entity: South Central Council of Governments (SCCOG)
TPR Website: http://www.sccog.net
2020 Population: 21,374
2021 Lane Miles: 970.0
2021 VMT: 1,314,491

Highways: I-25, US 160, US 350, CO 10, CO 12, CO 69, CO 109, CO 160, CO 389

Transit Providers:
Huerfano/Las Animas Area Council of Governments (SCCOG)
Las Animas County Rehabilitation Center, Inc.
Trinidad, City of
Las Animas County Rehabilitation Center, Inc.

Aviation Facilities
General Aviation Airports:
Perry Stokes Airport
Spanish Peaks Airport
Cuchara Valley Airport

04

Mapping/Data Process

Several datasets were collected to assess the factors outlined in HB 23-1101. This data was summarized, visualized, and analyzed in both tabular and map form. A web mapping tool was developed to dynamically visualize the data associated with each criterion. The web mapping tool allows users to turn data layers on and off, zoom into areas of interest, and investigate underlying details associated with each dataset. The tool also provides the ability to filter to specific Transportation Planning Regions and print maps configured by the user. This tool was valuable in helping project team members and stakeholders visualize the bill's criteria in an interactive geospatial environment and better understand the interplay between each dataset. Static maps were also produced to illustrate each dataset. These maps were distributed to stakeholders and included in stakeholder and public presentations.

Data was collected from readily available, authoritative sources including state and federal agencies. The following table outlines the bill's factors for consideration and the data and data sources used to analyze those factors.

The statewide maps developed from the datasets may be found in Appendix IV.

Study Data and Sources

Dataset	Dataset Source	Dataset Source Date
Commuting, Commercial Traffic, Freight Movement, and Tourism		
Commuter Origin and Destination (100+ Commuters)	United States Census Bureau, Longitudinal Employer-Household Dynamics	2019
County Level Commuters (commuters flowing into the county)	American Community Survey County Data 2015-2019	2019
County Level Movement of Goods	Transearch	2021
County Level Tourism Statistics	Colorado Tourism Office	2019
Disproportionately Impacted Communities		
Disproportionately Impacted Communities	Colorado Department of Public Health and Environment/American Community Survey Block Group Data 2015-2019	January 2023
Highway and Transit Corridors and Existing and Planned Transit District Boundaries		
Colorado Transit Network	Colorado Department of Transportation	March 2023
Highways: Drivability Life	Colorado Department of Transportation	January 2023
Transit Service Areas for Census Designated Places	Colorado Department of Transportation/American Community Survey 2015	2015
Levels of Air Pollutants, Including Criteria Pollutants as Defined in Section 32 43-1-128 (2)(b), and Greenhouse Gas Pollutants as Defined in Section 43-1-128 (2)(d); and (IX) Communities of Interest		
Enviroscreen Air Quality Measures	Colorado Department of Public Health and Environment/Colorado Enviroscreen Pollution and Climate Burden	May 2023
Ozone Nonattainment Areas	Environmental Protection Agency/Colorado Department of Transportation	May 2022
Population Trends		
2021 Population by County	American Community Survey Block Group Data 2017-2021	2021
2050 Population Estimates	Colorado Department of Local Affairs "County Population 1-year Forecasts, 2000 to 2050"	October 2022
Census Designated Place Population Estimates	American Community Survey 2017-2021	2021
1990 Population by County	U.S. Census	1990
Safety and Management Considerations		
Bridges and Major Culverts	Colorado Department of Transportation	April 2022
Vehicle Crashes by County	Colorado Department of Transportation	2021
Vehicle Crashes by TPR	Colorado Department of Transportation	2021

Vehicle Miles Traveled, Truck Vehicle Miles Traveled, Transit Vehicle Revenue Miles, and Lane Miles		
Lane Miles per TPR	Colorado Department of Transportation	2021
Truck Vehicle Miles Traveled (VMT)	Colorado Department of Transportation	2021
Vehicle Miles Traveled (VMT)	Colorado Department of Transportation	2021
Reference Data		
2020 Census Designated Urban Areas	Census 2020	2020
Colorado Census Tract Boundaries	Census 2020	2020
Council of Government Regions	Colorado Planning and Management Regions, Colorado Association of Regional Organizations	2021
County Boundaries	Colorado Department of Public Health and Environment	February 2018
CDOT Engineering Regions	Colorado Department of Transportation	January 2023
Transportation Planning Regions (TPRs)	Colorado Department of Transportation	December 2022
Ute Mountain Ute Reservation	Ute Mountain Ute Reservation	2019
Southern Ute Reservation	Southern Ute Reservation	2019

Governing Documents Review and Analysis

State law requires TPRs to have a governance structure that allows for public participation in transportation planning. The study's early analysis of TPR governance documents and resources established that individual TPRs are governed in a variety of ways. Governing documents may have been updated in the last few years or have been unchanged since TPRs were created in 1993. Governance documents are an important part of TPR governance to ensure TPRs are running in accordance with all requirements of state statute, including the requirement for public participation in the planning process.

TPRs are local public bodies and as such, have statutory requirements related to Open Meeting and Public Notice of meetings.

TPRs form RPCs to assist with developing and maintaining the Regional Transportation Plan. A TPR is able to do this through an IGA that formalizes the role of the RPC in regional and statewide transportation planning. Without an RPC, no RTP is developed for the region and the responsibility resides with CDOT for engaging stakeholders throughout the TPR in the ongoing statewide transportation planning process and the consideration of the region's transportation needs in statewide plans.

An important part of how TPRs are run are open meetings laws and "good governance"

The public participation role in TPR governance and transportation planning requires compliance with open meeting laws. As important regional transportation planning occurs, TPR meetings must be open to the public and decisions must be made in a transparent manner. This requirement originates in the Colorado Sunshine Law of 1972 which creates a forum for public access to meetings where public business is being discussed by any state or local body. A local public body ("LPB") includes "any board, committee, commission, task force, authority or other advisory, policy-making, rule-making, or formally constituted body of any political subdivision of the state . . . to which a political subdivision, or an official thereof, has delegated a governmental decision-making function but does not include persons on the administrative staff of the local public body." C.R.S. § 24-6-402(1)(a). RPCs created in C.R.S § 30-28-105(1) meet the definition of a "local public body." The law provides that all "meetings" at which two or more members of a state public body, or three or more members (or a quorum) of a local public body, discuss "public business" must be "open to the public at all times." C.R.S § 24-6-402(1)(b) and CRS §§ 24-6-402(2)(a) and (2)(b). C.R.S. § 24-6-402(2)(c) indicates that "Any meetings at which the adoption of any proposed policy, position, resolution, rule, regulation, or formal action occurs or at which a majority or quorum of the body is in attendance... shall be held only after full and timely notice to the public." An initial review of the TPRs and their online

resources revealed that some TPRs may not be publicly noticing their meetings in a manner and/or location that is easily accessible to the public. In addition, the General Assembly has updated the Colorado Sunshine Law to encourage a transition from posting physical notices of public meetings to posting notices on a website, social media account, or other official online presence.

TPR Analysis

Part of the study involved analyzing the governing documents and structures within TPRs to make sure all TPRs are following state regulations and guidelines. Each TPR has adopted similar ways of governing, but not all have the same governance structure. All TPRs have unique priorities, populations, and geographic structures so it is important that the TPR has a proper governing structure that works for them while ensuring adequate public participation. Because of this, it was important for staff to analyze the governing documents to make sure TPRs are following best practices and develop recommendations to help amplify the current governance structures of the TPRs rather than just creating a "one size fits all" model as the TPRs are all different and have different needs. Regardless of the title of a document, staff analyzed the existence and availability of governing documents and their accessibility to a member of the public seeking to become knowledgeable and informed about regional transportation planning. Staff noted that many TPRs adopted a template IGA that CDOT provided in 2017, though some have added additional governance content or adopted a more recent version that fits their particular circumstances.

Overview of "best practices" and sources

In order to properly run a TPR, it is necessary for governing documents to include certain important items. Best practices may include items that are not specifically required by statute, but that one would expect to find in the governing documents of any well-run organization. These best practices could be memorialized in an IGA or in bylaws. The creation of bylaws is not required under C.R.S § 30-28-105 but is considered to be a best practice. A benefit of adopting bylaws includes the ability to update the bylaws through the organization's usual voting process, without the need to obtain signatures from all member governments, as is necessary for changes to an IGA. If one document does not have information needed to meet best practices, it is best practice for the other document to include what has been missed.

As discussed in the Introduction section of this report, RPCs are defined in statute with reference made to IGAs and the ability to adopt "articles" which should contain the "rules" by which the RPC is organized and governed. C.R.S § 30-28-105(2) requires that any RPC determine and agree upon the number and qualifications of its members, their terms, and the method of their appointment or removal. The statute specifically empowers the RPC to receive and expend all grants, gifts, and bequests, including state and federal funds, and to enter into contracts. RPCs are legally required to keep public records of resolutions, transactions, contractual undertakings, findings, and determinations. The statute also allows for the RPC to contract for staff to assist in the RPC's work, and to sue and be sued.

The 2017 IGA template provided by CDOT included the following best practices: RPC membership (each party would have one member); a listing of the RPC's designated responsibilities, to include carrying out transportation planning for the TPR, creating or updating RTPs in compliance with public participation requirements from rule or statute, participating in the STIP development process, and keeping public records of the RPC's actions and decisions; election of a Chairperson with a renewable one-year term who would either serve as the TPR's STAC representative or designate someone else to serve; the ability to contract with another entity to perform the administrative responsibilities of the TPR; the ability to spend or receive funds designated for regional transportation planning via an MOA; and a description of how to amend or terminate the agreement. Although the statute does not include an exhaustive list of best practices, the adoption of terms such as the name of the RPC, its members, the duties of the RPC, its ability to spend and receive funds, its ability to sue and be sued, and to enter into contracts are basic requirements for an IGA. In addition, the IGA template included the ability to terminate the RPC and the ability to amend the IGA; both are important to organizational function and transparency.

In addition to the basic information provided in the IGA template (and adopted by most TPRs), best practices would entail including the following information in either an IGA or bylaws:

- When: Date/time of TPR meetings; this could include the cadence of meetings (e.g., quarterly, monthly, schedule set at the January meeting, etc.). This allows members of the public to know when meetings will be held so they can participate.
- Where: location/forum for meetings. Will meetings be held in person or virtually, or some combination of the two?
- Officers: Chair is included in the RPC statute, but the TPR has flexibility for other officers. Will there be an Executive Committee? If so, what decisions can they make?
- Elections of Officers: how are officers other than Chair elected? Are there requirements about who can serve as an officer?
- Length of term: the RPC statute provides that the Chair is elected to a one-year renewable term. Will the TPR apply that practice to other officers?
- Quorum: how many members must be present in order for the TPR to take official action or vote?

- Voting structure: does each member get one vote or does the TPR use a weighted voting system? Are proxy votes acceptable?
- Notice of the meeting: to meet public participation requirements, it is important that the public knows where to find notice of a meeting and that the method is consistently used. It would be helpful for governing documents to address both the method and the timing of notice of meetings.
- Meeting minutes: Who is responsible for taking minutes and where are they maintained? Ideally, they would be accessible to members of the public on a website.
- Meeting agendas: Who is responsible for creating and distributing the agenda? How or when is it made available?
- STAC representative: who serves as the TPR's STAC representative and alternate?
- Administration: many TPRs have MOAs/MOUs that include an agreement for another organization to provide administrative support for the TPR.

Bylaws should include:

- Conflict of Interest Statement: Modern governance documents for organizations typically include a statement about conflicts of interest. A simple statement telling members that they should recuse or abstain from a decision item in the event of a conflict of interest communicates an awareness of the potential and a commitment to transparency.
- Transit vote: this is a more recent development. It would be helpful to include a statement about the participation, including voting, of a transit agency.

It has become more important in recent years to ensure TPRs have adequate guiding documents to govern their activities as their roles and responsibilities have expanded. For example, in 2021 the Colorado legislature approved SB 21-260, which contained a provision requiring 85% of the Multi-modal Transportation and Mitigation Options Fund (MMOF) to be dedicated to local projects. Each TPR now receives an annual allocation of MMOF funds to select and prioritize those projects, and is required to annually report to CDOT the status of local multi-modal projects from within their TPR that have received funding from the MMOF. This is the first time TPRs have been given the primary responsibility of selecting and awarding transportation projects using state funds.

In this study, we have seen excellent examples of governance documents that merit highlighting. Yuma County, as the administrator of the Eastern TPR, makes excellent use of its website to post notice of meetings for the entire year, including meeting minutes and agendas. Intermountain TPR's website, through Eagle County, has a helpful calendar feature with upcoming meeting dates. Northwest TPR and Southwest TPR have IGAs with helpful details beyond what was suggested in the 2017 template. These include quorum, voting structure (noting that Northwest uses a weighted voting approach to achieve balance between municipalities and counties), and Southwest TPR's IGA allows for electronic voting. South Central TPR uses Articles rather than an IGA or bylaws, but they are thorough and allow proxy votes. Central Front Range TPR's bylaws include a conflict of interest statement and Upper Front Range TPR's bylaws are robust, with detailed information about quorum and voting. CDOT staff discussed the particular strengths and opportunities for governance document updates with each TPR during this process and encouraged the TPRs to make use of the templates in the appendices. As before, CDOT recognizes that each TPR is different and they should feel free to adapt the templates to suit their circumstances.

Federal Planning Funding TPRs Receive

Rural TPRs and MPOs that include rural areas in their TPR boundary receive funds to cover planning activities required for rural planning and rural TPR administration. They receive funds from CDOT's Rural Planning Assistance grant program (RPA). The program is funded by Federal State Planning and Research funds (SPR). There are general federal requirements that impact how SPR funds can be used. All federal grant funding regulations are outlined in 2 CFR 200.

All costs incurred within a TPR must be reasonable costs as determined by these factors:

- Whether the cost is of a type generally recognized as ordinary or necessary for the operation of the governmental unit or performance of the federal award;
- The restraints and requirements imposed by factors including sound business practices, arm's-length bargaining, the terms and conditions of the federal award, and federal, state, and local laws and regulations;
- The market price of comparable goods or services;
- Whether the individuals concerned acted with prudence in the circumstances, considering their responsibilities to the governmental unit, its employees, the public at large, and the federal government;
- Any significant deviation from the established practices of the governmental unit which may unjustifiably increase the federal award's cost.

Aside from the reasonableness of specific costs, the concept of allocable costs is also factored into transportation funding. A specific transportation cost fits under the category of an allocable cost if the goods or services used for a transportation planning activity are within the benefit parameters.

There are specific allowable activities that qualify for reimbursements from SPR funding within the RPA Program. The following general activities are considered allowable expenses:

- Travel
- Personnel expenses
- Public participation
- Food and beverages
- Long Range Regional Transportation Plan

Types of Eligible Expenses	Reimbursement Eligibility
Lodging	Actual
Meals	Per Diem Rate
Incidental Expenses	Per Diem Rate
Transportation (other than airfare)	Actual
Rental Vehicles	Actual
Mileage for use of personal vehicles	Specific federal rules apply
Airfare	Actual
Tips	Included in Per Diem Rate for incidental expenses
Registration Fees	Actual
Personnel Expenses	Actual
Media/Technology	Actual
Other allowable travel expenses	Actual

Rural TPRs receive RPA funds annually, as listed in the table below, to execute their TPR planning responsibilities as defined in the following section. These planning contracts observe the state fiscal year - July 1 through June 30. It should be noted that three of the five MPOs have rural areas and therefore are also eligible to receive RPA funds - DRCOG, Grand Valley MPO, and Pueblo Area COG. The Ute Mountain Ute tribe and Southern Ute tribe both receive funding from the Southwest TPR.

Rural Planning Assistance Grant Funds by TPRs in 2022

Central Front Range TPR	$5,000
Denver Regional Council of Governments	$9,550
Eastern TPR	$6,700
Grand Valley MPO	$10,500
Gunnison Valley TPR*	$30,000
Intermountain TPR	$11,350
Northwest TPR	$10,050
Pueblo Area Council of Governments	$7,400
San Luis Valley TPR	$12,650
South Central TPR	$11,350
Southeast TPR	$10,400
Southwest TPR	$22,100
Upper Front Range TPR	$5,350
TOTAL	**$152,400**

* TPR representatives that are elected to serve as STAC chair have additional duties, and are eligible to receive additional RPA program funding support.

05

Introduction

In order to meet the statutory requirements of HB23-1101, the TPR study needed to include an opportunity for public comment. As part of those efforts, CDOT formed a Study Advisory Committee, attended over 30 TPR meetings around the state, held five virtual public meetings and distributed a survey to thousands of stakeholders. It was important to provide multiple methods of receiving public comment to ensure interested parties had the opportunity to make their voices heard.

TPR Study Advisory Committee

At the beginning of the study, CDOT formed an advisory committee made up of key transportation stakeholders from across Colorado. The committee included elected officials, TPR members, and MPO staff who represented both rural and urban areas. The role of the advisory committee was to provide outside points of view and generate conversation around experiences with different Transportation Planning Regions. The advisory committee helped CDOT staff determine content and form for public comment - including but not limited to public meeting format, reviewing questions for the public survey, and discussing pros and cons of the proposed recommendations. The advisory committee was not intended to be fully representative of the entire state, represent their TPR's specific interests or concerns, or make recommendations on the process or boundary changes proactively. The committee of 11 members met on a monthly basis with CDOT Executive Director Shoshana Lew and other CDOT staff. Members of the advisory committee include:

Name	Organization	Position
Keith Baker	Chaffee County	County Commissioner
Dick Elsner	Park County	County Commissioner
Jonathan Godes	City of Glenwood Springs	City Councilor
Andy Gunning	Pikes Peak Area Council of Governments	Executive Director
Terry Hofmeister	Phillips County	County Commissioner
David Johnson	Roaring Fork Transit Authority	Planning Manager
Suzette Mallette	North Front Range MPO	Executive Director
Ron Papsdorf	Denver Regional Council of Governments	Transportations Operations Director
Tamara Pogue	Summit County	County Commissioner
Kristin Stephens	Larimer County	County Commissioner
Anna Stout	City of Grand Junction	Mayor

TPR Outreach

Staff attended meetings in person when possible, and joined some meetings virtually. These meetings generated important conversations regarding the priorities of each TPR and MPO as well as their concerns about possible changes to the TPR boundaries. The meetings that CDOT staff attended, provided updates, and solicited feedback include:

Over a seven-month period from April 2023 to November 2023, CDOT staff traveled over 7,000 miles across Colorado to attend every rural TPR meeting and many MPO meetings to give updates and receive stakeholder and public

Public Meetings

During the end of July and early August, CDOT conducted five virtual public meetings, one for each of the CDOT engineering regions. Over 200 people registered for the meetings and 149 people attended at least one meeting. CDOT used the public meetings to share initial observations regarding each TPR based on the analysis criteria required in statute, including observations related to boundaries and the governance of the TPRs.

Location	Date	Method of Attendance	Location
Southwest TPR	4/13/23	Virtual	
Central Front Range TPR	4/17/23	In Person (Fairplay)	Fairplay
Intermountain TPR	4/21/23	In Person (Eagle)	Eagle
Southeast TPR	4/26/23	In Person (Lamar)	Lamar
South Central TPR	4/27/23	In Person (Trinidad)	Trinidad
Gunnison Valley TPR	5/11/23	In Person (Montrose)	Montrose
Northwest TPR	5/11/23	In Person (Steamboat)	Steamboat
PACOG	5/25/23	In Person (Pueblo)	Pueblo
Upper Front Range TPR	6/1/23	In Person (Fort Lupton)	Fort Lupton
North Front Range MPO	6/1/23	In Person (Greeley)	Greeley
Eastern TPR	6/5/23	In Person (Limon)	Limon
Southwest TPR	6/8/23	Virtual	
Grand Valley MPO	6/26/23	Virtual	
Central Front Range TPR	7/11/23	In Person (Florence)	Florence
DRCOG	7/19/23	In Person (Denver)	Denver
Intermountain TPR	7/21/23	In Person (Eagle)	Eagle
Grand Valley MPO	7/24/23	In Person (Grand Junction)	Grand Junction
Southeast TPR	7/26/23	In Person (Lamar)	Lamar

South Central TPR	7/27/23	In Person (Walsenburg)	Walsenburg
Northwest TPR	8/7/23	Virtual	
Southwest TPR	8/10/23	In Person (Durango)	Durango
Gunnison Valley TPR	8/10/23	Virtual	
San Luis Valley TPR	8/24/23	In Person (Alamosa)	Alamosa
Upper Front Range TPR	9/7/23	Virtual	
Eastern TPR	9/11/23	In Person (Akron)	Akron
Northwest TPR	9/14/23	In Person (Steamboat Springs)	Steamboat Springs
Southeast TPR (SECED)	9/27/23	In Person (Lamar)	Lamar
Intermountain TPR	10/4/23	In Person (Eagle)	Eagle
Central Front Range TPR	10/9/23	In Person (Divide)	Divide
Southwest TPR	10/12/23	Virtual	
Pikes Peak Area Council of Governments	10/16/23	In Person (Colorado Springs)	Colorado Springs
Southeast TPR	10/25/23	In Person (Lamar)	Lamar
South Central TPR	10/26/23	In Person (Trinidad)	Trinidad
Intermountain TPR	10/27/23	Virtual	
San Luis Valley TPR	11/9/23	Virtual	

These meetings generated conversations with attendees and allowed stakeholders to share thoughts about the observations and if the analysis warranted changing the boundaries, changing the governance documents, or their general views regarding their TPR. Most participants expressed support for retaining their existing TPR boundaries and supported analyzing each TPR's governance structure. Feedback from these meetings helped CDOT staff as they began to consider study recommendations.

CDOT staff clearly noted that many of the TPRs had different ways of governing based on their governing documents and practices. Many attendees indicated that they were supportive of reviewing the governance documents and structure of each TPR but not changing their TPR's boundaries. While there were similar themes shared across all five meetings, there were also important region-specific comments as described below.

The Region 1 public meeting had 29 people registered and 14 attendees. This region has only one urban TPR, the Greater Denver Area TPR, also known as DRCOG within its service area. This TPR also includes a federally designated MPO within its boundaries. One of the observations presented was that there are non-MPO areas, Clear Creek and Gilpin counties, that are part of DRCOG and therefore the TPR. They are rural mountainous communities while the rest of the communities in DRCOG are urban. This prompted a conversation about whether a realignment into a rural TPR was appropriate for these two counties. It was noted that DRCOG represents 56% of the state population, 50% of the Daily VMT, 13% of the Centerline Miles, and 21% of the On-System Lane Miles but has just one vote of 17 votes on the STAC (15 TPRs and two tribes).

Both Adams and Arapahoe counties also have non-MPO portions of their county in the TPR, but it is more efficient for DRCOG to coordinate regional transportation planning for the entire county.

The Region 2 public meeting had 28 people registered and 19 attendees. Region 2 includes the Central Front Range TPR, the South Central TPR, the Southeast TPR, the Pikes Peak Area TPR (PPACG), and the Pueblo Area TPR (PACOG). The bulk of the comments from the meeting included interest in multi-modal transportation, and how TPRs can prioritize multi-modal transportation through the use of grants. Attendees also asked how TPRs can leverage resources to help different populations. Many attendees had questions about traffic fatalities and how this study can help with safety, which is one of the statutorily required data sets included for analysis. Positively, there was a lot of praise for the cooperation with local partners, especially with the robust construction projects within Region 2.

CDOT staff presented observations about the Southeast and South Central TPRs, noting their small populations, particularly in comparison to the most populous rural TPRs in the state. "Population Trends" is one of the statutory requirements to be analyzed, and staff noted that the SE TPR is the only TPR whose population declined since the boundaries were established in the early 1990s. Projections from the State Demographer's office indicate that both TPRs are expected to lose additional population in the 2050 horizon year. Other observations for these two TPRs followed a similar pattern, noting the small number of vehicle crashes, commuters, tourism activity, and pollutants as compared to the other rural TPRs.

The PPACG area was also highlighted during the meeting for a number of observations. Among the 15 TPRs, PPACG is the second largest in both population and daily VMT, but has the smallest number of highway Centerline Miles and Lane Miles of all the TPRs. Additionally, PPACG's MPO boundaries match their TPR boundaries, meaning only the urban areas are part of the MPO. That means, unlike in the DRCOG area where they conduct both urban and rural planning for the counties in their MPO area, it is actually the Central Front Range TPR that conducts the regional planning for rural El Paso and Teller counties. Further, the PPACG area provides other services to rural El Paso and Teller counties, such as the Area Agency on Aging, as part of their services as a Council of Governments. This analysis of "split counties" or counties that belong to multiple TPRs, became a common theme of the study and resulted in a number of considerations to bring split counties together into one TPR.

Region 2 is also home to one of the two small MPOs - the Pueblo Area Council of Governments (PACOG). The observations related to PACOG were that the state's two "single county MPOs" (the other is the GVMPO in Mesa County) work well as single county MPOs and it would be unlikely that CDOT would consider changing their TPR-area boundaries.

The Region 3 meeting had 31 attendees and 59 people registered. The TPRs within Region 3 are the Gunnison Valley TPR, Intermountain TPR, Northwest TPR, and the Grand Valley MPO. There were many questions at this meeting regarding the statutory requirements of the study. One question was about the relevance of vehicle crashes when analyzing TPR governance boundaries, which correlates with the statutory requirement of safety considerations. Many vocalized support regarding improvements with TPR oversight and governance, but did show concern regarding the potential impact on TPR funding if boundaries change.

During the meeting, the observation that the Gunnison Valley TPR is split between two CDOT Regions was discussed. It is currently the only TPR that is in two different CDOT Regions (Region 3 and Region 5). TPR members and Region staff in attendance agreed that having a TPR in two different CDOT regions does create a bit more work for everyone involved. However, the extra work didn't rise to the level of considering whether to change the situation given that the TPR study is not intended to influence the boundaries of CDOT's engineering regions. The public comment did inform potential considerations in other areas of the state related to the desire to not create more TPR boundaries that fall in two different CDOT regions.

The Northwest TPR's observations were mostly related to how similar the data was for each of their counties. While Moffat and Rio Blanco counties were noted for their low income areas as compared to the other counties in the TPR, data points such as priority corridors, commuters, and vehicle crashes reflected a TPR whose existing boundaries work well based on the data analyzed.

The Intermountain TPR had a number of comments related to their governance documents and boundaries. At this meeting, CDOT staff presented observations about representation concerns arising from the study data. The Intermountain TPR has the highest population of any of the 10 rural TPRs - representing 60% more people than the next largest rural TPR. Additionally, the Intermountain TPR represents 50% more VMT than the next closest rural TPR and has almost the same daily VMT as the second highest volume TPR, the PPACG MPO, despite having about one quarter of the population.

Like PACOG in Region 2, the GVMPO is one of the two small MPOs in Colorado. These single county MPOs work well, and CDOT staff observed that it would be unlikely that CDOT would consider changing their TPR-area boundaries.

The Region 4 meeting had the largest attendance with 48 attendees and 70 people registered. Region 4 consists of the Eastern TPR, Upper Front Range TPR, the North Front Range MPO, and part of DRCOG. There was a comment about incorporating a heavy traffic analysis for Region 4 to assess the impacts of capacity, noting that Weld County is the state's fastest growing county. Another topic was how TPRs use rural planning grant funding from CDOT, how the fund is underutilized, and how TPRs can use those funds beyond in-person meetings. There was a significant focus on rural communities and funding equity. Many rural communities struggle to find financial dollars when they compete against bigger communities, but good relationships with larger counties allow for better ideas for how to deal with population growth and facilitate funding for all communities without taking away resources from one or the other. Many vocalized that their TPRs are going in the right direction, but some would like to make changes for better representation and avenues for grievances for those who are not as content with how their TPR is representing them.

Morgan County was a focus of some of CDOT's early study observations. During the public meeting CDOT shared observations that questioned whether Morgan County would be better represented by the TPR they are currently in—the Upper Front Range TPR—or if they should move to the Eastern TPR. Some communities within the Upper Front Range TPR, such as Ft. Morgan, appear to have little in common with communities like Estes Park in western Larimer County, also part of the Upper Front Range TPR. Public comments subsequent to the public meeting were strongly in favor of Morgan County remaining in the Upper Front Range TPR.

It was also discussed whether the North Front Range MPO, which includes the urban parts of Larimer and Weld counties, should structure their TPR similar to DRCOG, where they bring in the rural parts of those two counties under one TPR. Doing so would essentially eliminate the Upper Front Range TPR, likely moving Morgan County into the Eastern TPR or into the North Front Range area along with the rural parts of Larimer and Weld counties. Additionally, it was noted that Weld County is the only political jurisdiction in the state with two members on STAC, based on their current leadership on both the North Front Range MPO and the Upper

Front Range TPR. In Region 2, El Paso County and Teller County also have the potential to have two representatives on STAC due to their membership on both the PPACG MPO and the Central Front Range TPR. CDOT staff made an observation that no "county" should have more than one representative on STAC, and later refined the observation based on public input to indicate a preference for no single "political jurisdiction" to have more than one representative on STAC.

The Eastern TPR (ETPR) is also in Region 4 and is made up of nine counties- more than any other TPR. While its population is only 10th highest among the 15 TPRs, it has the third highest VMT among the rural TPRs, the second highest Truck VMT, and the second highest Lane Miles (behind only DRCOG). It also ranks first statewide with 1,415 Centerline Miles.

Turnout for the **Region 5** meeting consisted of 19 attendees and 37 registrations. Region 5 consists of part of the Gunnison Valley TPR, Southwest TPR, and the San Luis Valley TPR. The importance of the statewide plan was highlighted as it helps with transportation development and setting goals to improve transportation in communities all over Colorado. Observations related to the TPR study itself were more limited in Region 5 compared to some of the other regions. As with the Region 3 public meeting, the Gunnison Valley TPR was discussed as it relates to being in two different CDOT regions, and general observations were shared related to the Southwest TPR.

More focus was placed on the San Luis Valley TPR and Chaffee County's membership in that TPR. It was noted that Chaffee County is the only county in the San Luis Valley TPR that is not considered to be in the San Luis Valley. CDOT staff discussed whether representation would be better served if Chaffee County was in the Central Front Range TPR. Multi-modal options for transportation became a hot topic in that conversation, with many positive comments regarding the Chaffee shuttle. The Chaffee shuttle chair, Kate Garwood, was in attendance and she spoke to the history of the shuttle and how Chaffee was chosen to provide transportation to the region as it was the closest agency. This demonstrated how important Chaffee County is for the San Luis Valley TPR, and went a long way in informing CDOT's eventual recommendations. Another important public comment was that each TPR and Region needs to help their neighboring counties with their transportation needs as some do not have the same access to resources.

Overall, the five public meetings facilitated conversation among various different stakeholders and allowed CDOT staff to get a better idea of what improvements may be made to the TPRs. They highlighted a willingness among all TPRs to improve their governance processes and revealed a general opposition to changing their boundaries.

STAC and TC Updates

In addition to attending TPR meetings and the more formal virtual public meetings in each CDOT Region, staff has presented an update at every meeting of the STAC since the legislation was passed in April. Additionally, staff presented early updates to the TC on study progress and implementation plans, and presented final recommendations for the TPR study to TC during the November meeting.

Presentations to STAC & TC	
June 1st - STAC	August 2nd - STAC
June 14th - TC	September 7th - STAC
July 6th - STAC	October 5th - STAC
July 19th - TC	November 2nd - STAC
November 16th - TC	

Public Survey

CDOT staff conducted a survey from mid-July until August 31st to get more information on how TPRs are being governed. The feedback that was received was regarding ways to improve public participation within TPRs and how CDOT can better represent TPR needs. There were over 900 respondents to the survey from all over Colorado, from various backgrounds. To get an idea of who was responding to the survey, the first survey question was what organization does the respondent represent. The majority of survey respondents, 61%, were concerned individuals that did not know a lot about their transportation planning process. Approximately 15% of the respondents were local government staff which included council of government staff. 12% of respondents were elected officials, 3% were from transit agencies, 4% were from non profit or community organizations, and the remaining 5% answered "other." Another question asked the respondent to identify their county of residence. There were responses from every county in Colorado. The counties with the highest number of respondents included Denver County, El Paso County, Jefferson County, and Weld County.

Survey Question: What do you represent?

61.3%

● Concerned Individual   ● Local Government Employee or Staff from a Council of Governments   ● Elected Official
● Non Profit or Community Organization   ● Transit Agency   ● Other
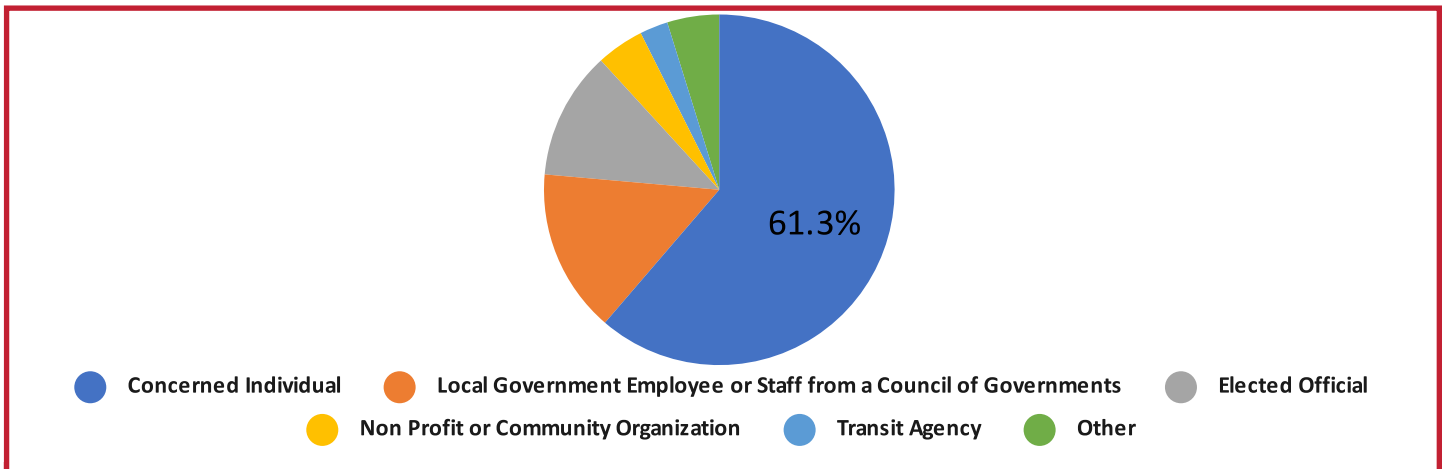
It was important for CDOT staff to understand a respondents' level of participation or familiarity with their TPR. Approximately 30% of respondents answered that they are active members in their TPR and the other 70% responded that they are not active members. There were a few questions asked in the survey that requested open-ended feedback from respondents about what they think could be improved in their TPR. One overarching comment from most respondents that are active in their TPR when asked what improvements could be made to their TPR's meetings and boundaries was that they want to be receiving more information on their TPR and how to attend meetings. This was a frequent comment that CDOT staff heard in the public outreach process, as many TPR members felt that getting involved with the TPR process was often difficult and there is not a lot of readily available information for getting educated on one's TPR. There were also a few comments from non-active TPR members that they would like to learn more about how to get involved with their TPR. Another important comment that was made by a respondent that is active in their TPR was that their TPR works well but it appears to be difficult to get all communities in the TPR to engage with the planning and input. There was also a call out by an active TPR member to STAC representation regarding Weld county having two seats and how that respondent felt that there should be more diverse representation on STAC. There were also many comments from active TPR members about wanting a boundary change within the North Front Range MPO to incorporate Wellington and Estes Park. Many of the comments from respondents who were not active in their TPRs mentioned various highways and roads that they felt like CDOT should focus more attention on, along with creating better multi-modal transportation options and making them safer, such as creating safer bike routes. There were also comments from both active and inactive TPR members that there needs to be more of a focus on Colorado's rural communities. Additionally, both active and non-active TPR members responded that they prefer that the boundaries stay the same.

The respondents who were active members of their TPR had an overall positive response to how their TPR was being governed. A few of the questions in the survey asked about specific TPR processes. Many responded that they received meeting minutes before and after the TPR meetings, that quorum is met before making decisions, that their meetings are open to the public, and that their meeting information is publicly noticed. However, some respondents stated that their TPR did not do one or more of those factors.
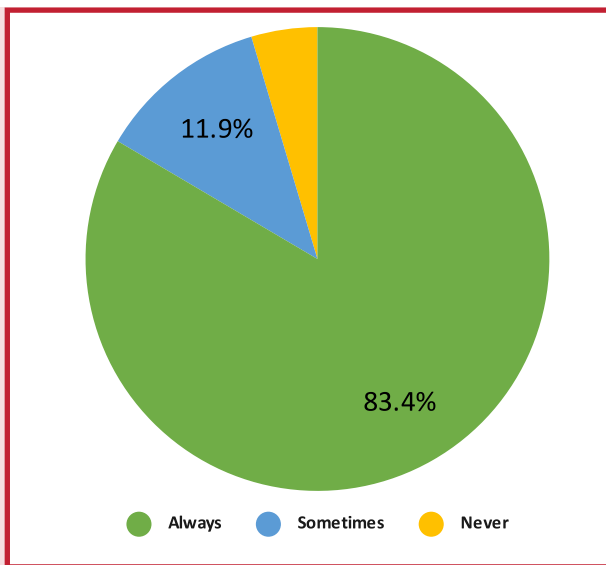
Survey Question: Do you receive meeting summaries from previous meetings?

18.5%

17.8%

63.7%

- Always
- Sometimes
- Never
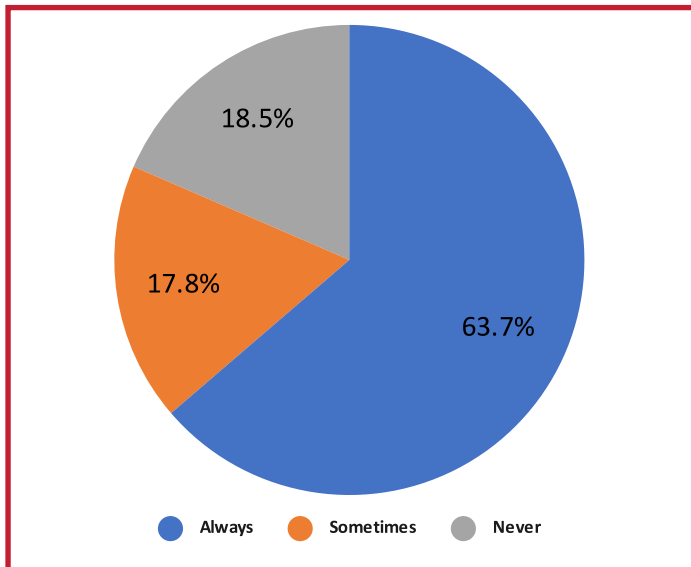
When asked if they receive meeting summaries from previous meetings, 64% responded that they always receive the meeting minutes, 18% responded that they only receive meeting minutes sometimes and 18% responded that they never receive meeting minutes.

Survey Question: Does your TPR meet quorum requirements?

When asked if their TPR ensures that they always reach a quorum of voting members when making decisions, about 83% answered always, only approximately 5% of respondents said the TPR does not always have a quorum when voting on decisions, and nearly 12% responded that their TPR reaches a quorum sometimes when voting on decisions.

11.9%

83.4%

- Always
- Sometimes
- Never

Survey Question: Do you receive an agenda before meetings?

8.70%

10.56%

80.75%

● Always   ● Sometimes   ● Never
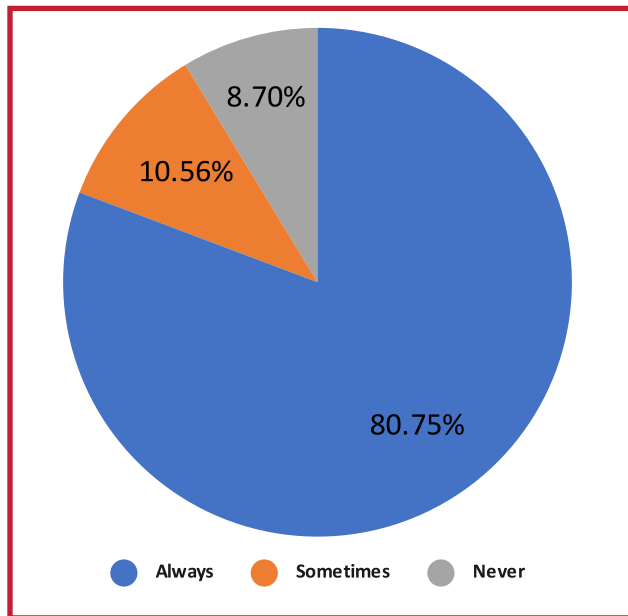
When asked if they receive an agenda before TPR meetings, around 80% answered always, close to 11% responded that they sometimes receive a meeting agenda before their TPR meetings and about 9% responded that they never receive an agenda before their TPR meetings.

Survey Question: Are your TPR meetings open to the public?

11.11%

84.97%

● Always   ● Sometimes   ● Never
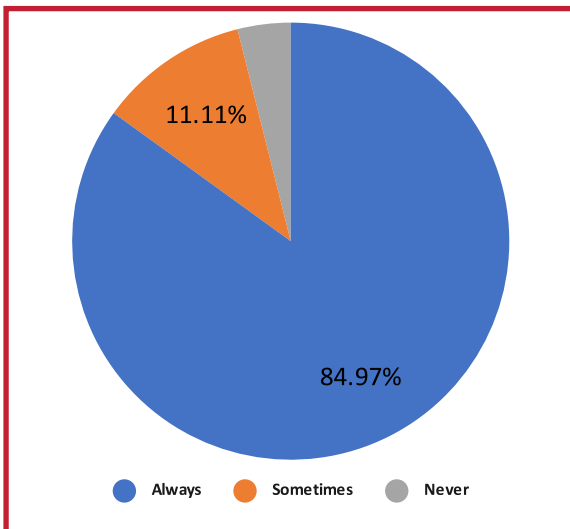
Another question asked was if TPR meetings are open to the public, something that ensures that TPRs are following the Colorado Open Meetings law. 85% responded that meetings are always open to the public, approximately 11% of respondents answered that their TPR's meetings are sometimes open to the public and about 4% responded that their TPR meetings are never open to the public.

Survey Question: Are your TPR meetings publicly noticed on a website?

A follow up question to this was if their TPR meetings were publicly noticed on a website- about 76% answered meetings are always publicly noticed on a website, 14% answered that the meetings are sometimes posted to a public website and 10% responded that the TPR meetings are never publicly posted. Although many active TPR members showed satisfaction with the governance process of TPRs, there is still room for improvement.

10.29%

13.97%

75.74%

● Always   ● Sometimes   ● Never
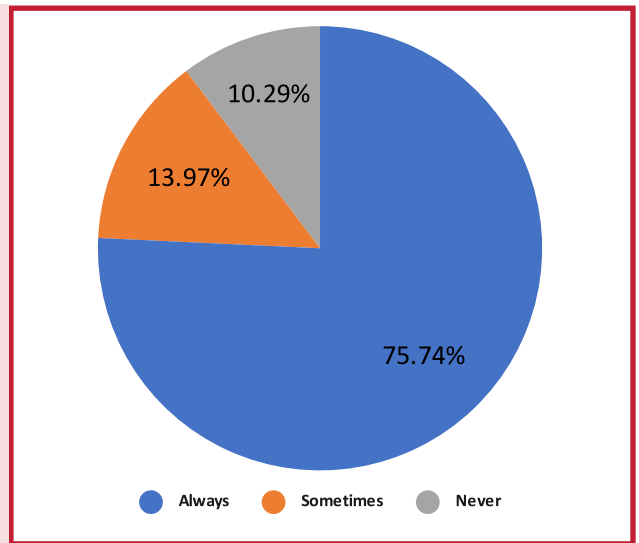
The survey also asked active TPR members questions related to governance that were more focused around membership and representation. These questions were asked and are important for the study as they illustrated how informed active TPR members are and whether additional improvements are needed.

Survey Question: Can you identify the voting members of your TPR?

|	
Yes	9.8%	No

Scale: 0, 0.25, 0.5, 0.75, 1
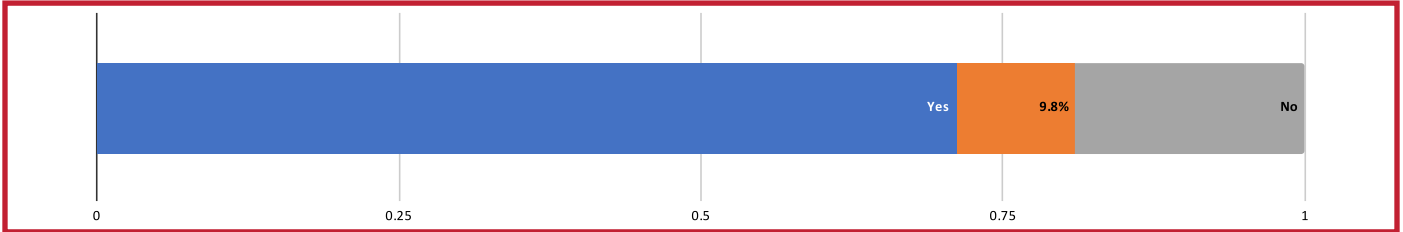
When respondents that are active in their TPR were asked if they knew who were the voting members of their TPR, 71% of respondents answered that they know who the voting members of their TPR are, close to 19% of respondents answered that they do not know who the voting members of their TPR are and 10% answered maybe to knowing who the voting members of their TPR are.

Survey Question: Do you know the boundaries of your TPR?

| Yes | Maybe | No |

Scale: 0%, 25%, 50%, 75%
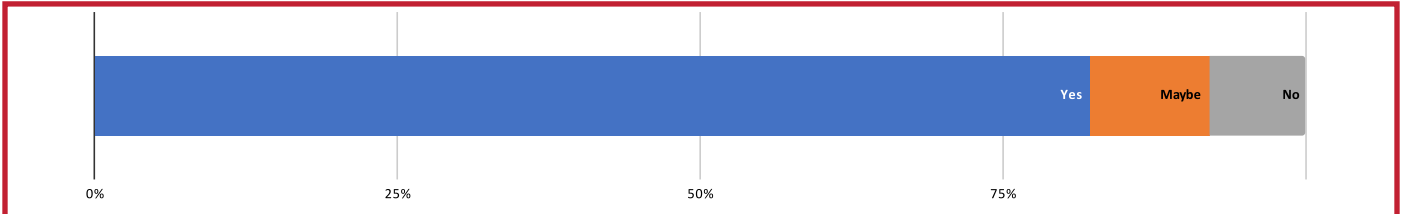
When asked about their TPR's boundaries, 82% answered they do know their TPR boundaries, 10% answered that they might know their TPR boundaries and 8% responded that they do not know their TPR boundaries.

Survey Question: Do you know who chairs your TPR?

No
17.9%

Maybe
9.3%

Yes
72.8%
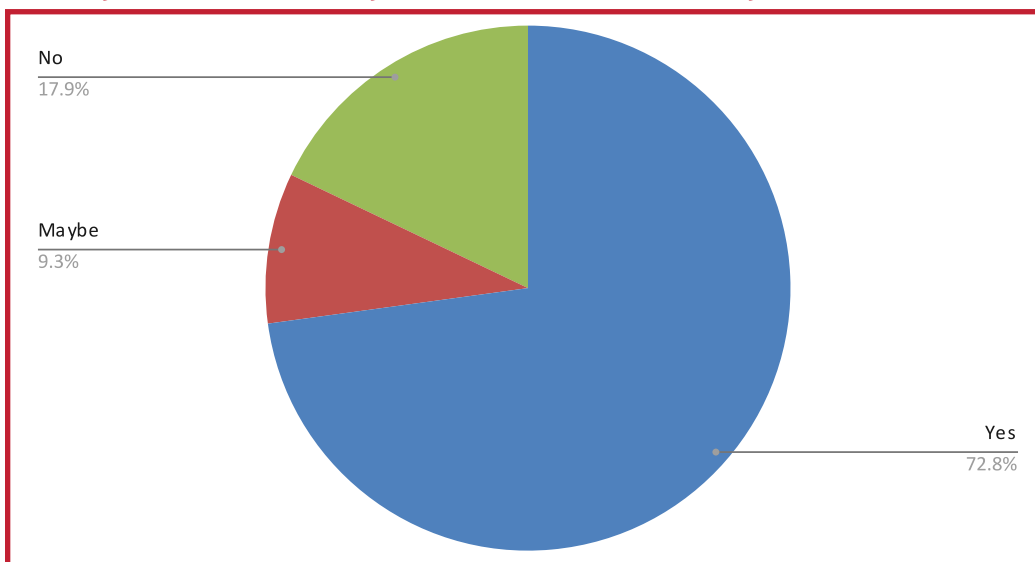
When asked about who chairs their TPR, 73% answered that they know who chairs their TPR, approximately 18% of respondents answered they did not know who chairs their TPR and 9% of respondents answered that they might know who chairs their TPR.
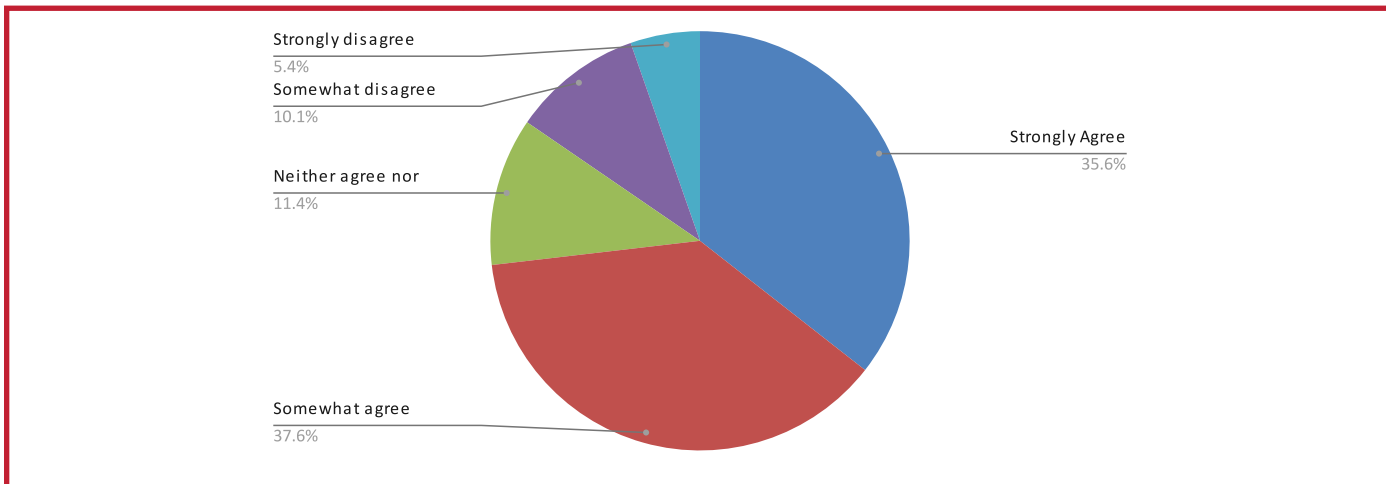
Survey Question: Do you know who represents your TPR on the STAC?

No
21.6%

Maybe
14.2%

Yes
64.2%
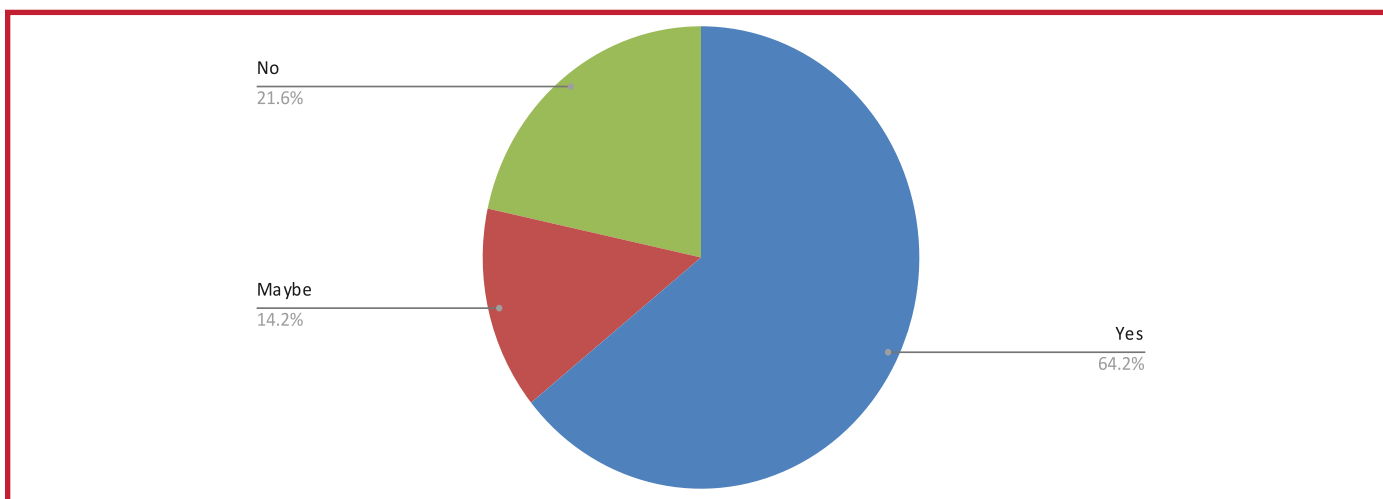
The final question about membership was if the respondent knew who represents their TPR on STAC. 64% of respondents answered that they do know who represents their TPR on STAC, 22% of respondents answered that they did not know who represents their TPR on STAC and 14% responded that they might know who represents their TPR on STAC. Although the percentages of responses showing uncertainty are low in comparison to those who responded yes to all of the governance questions, there is still a margin for improvement that slight governance changes and improved education could help with.

The survey also included questions about respondent's satisfaction with CDOT. CDOT staff analyzed that those who responded that they are more familiar with their TPR were more satisfied with CDOT and its transparency.

Opinion: CDOT provides important information and listens to us when we identify priority needs.

Strongly disagree
5.4%
Somewhat disagree
10.1%
Neither agree nor
11.4%
Strongly Agree
35.6%
Somewhat agree
37.6%

When asked if CDOT provides important information and listens to the priorities of Coloradans, approximately 36% of respondents strongly agree that CDOT listens to their needs at TPR meetings and that the process of choosing projects is transparent and fair. Approximately 38% of respondents answered that they somewhat agree, 11% answered that they neither agree nor disagree, 10% answered they somewhat disagree, and 5% answered they strongly disagree.

Opinion: The process for considering projects is fair and transparent.

Another survey question was if respondents felt that CDOT's process for considering projects was fair and transparent. Close to 36% of respondents answered they strongly agreed, 33% responded that they somewhat agreed, 15% responded they neither agree nor disagree, 10% responded they somewhat disagree, and 6% responded they strongly disagree.
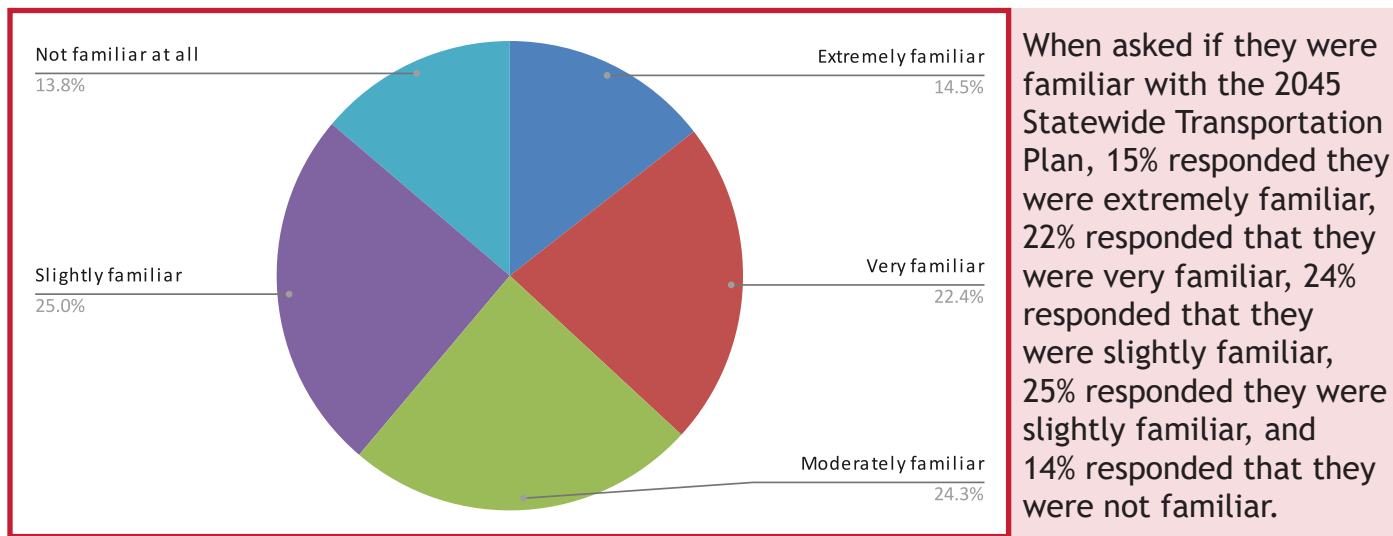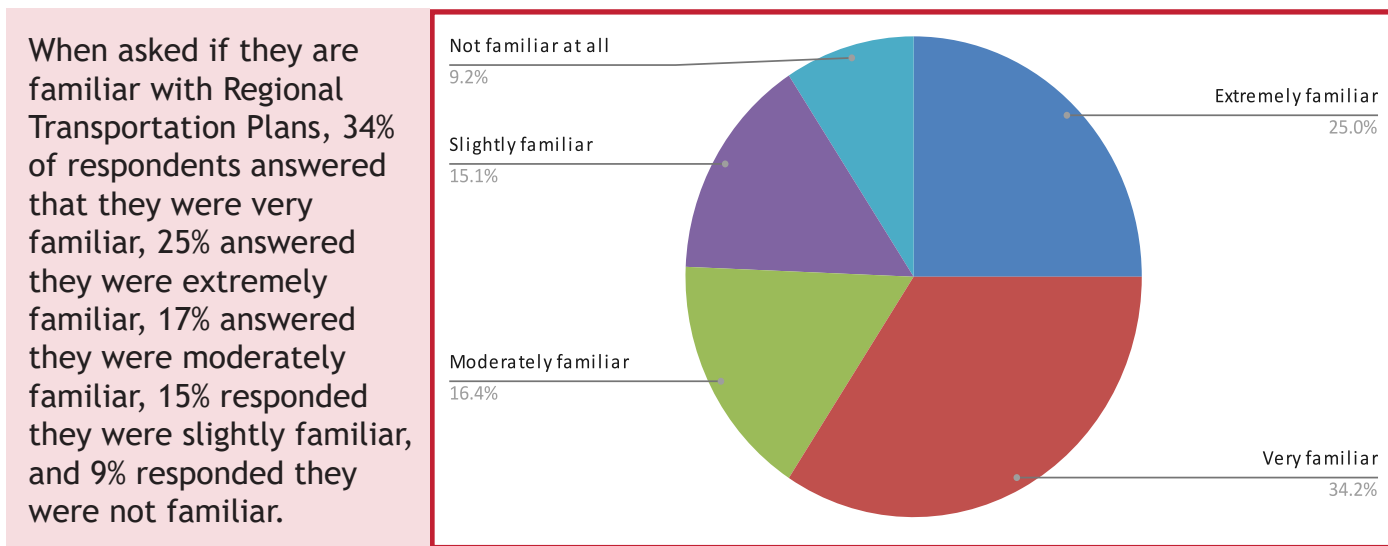

Strongly disagree
6.0%
Somewhat disagree
10.0%
Neither agree nor
15.3%
Strongly Agree
35.3%
Somewhat agree
33.3%
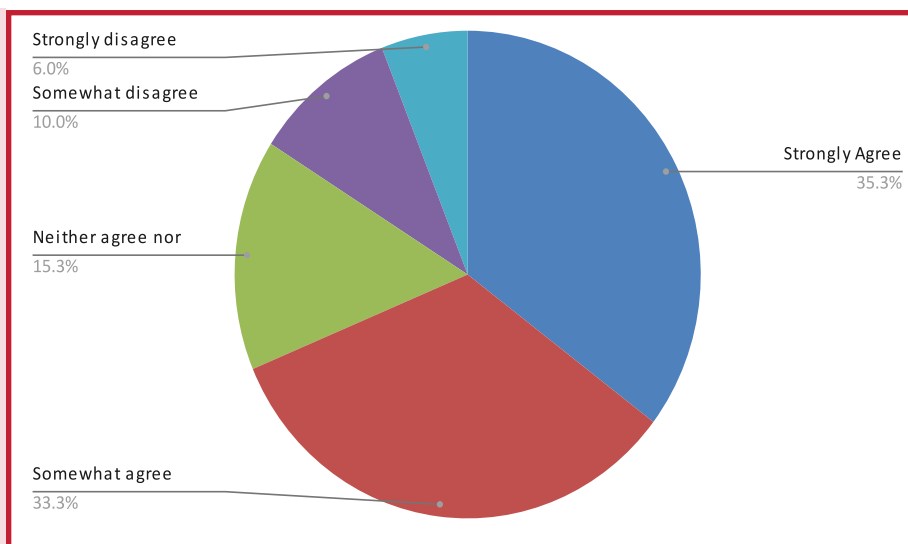
In a later section of the survey, the questions asked were designed to build a better understanding about the respondent's familiarity with CDOT planning documents, boundaries, and decision-making bodies. Many respondents, over 70%, answered that they were familiar with CDOT's planning process which includes the 2045 Statewide Transportation Plan, Regional Transportation Plans, the 10-Year Plan, the five CDOT Engineering Regions, and the Transportation Commission.

Survey Question: How familiar are you with the 2024 Statewide Transportation Plan?

Not familiar at all
13.8%

Extremely familiar
14.5%

Slightly familiar
25.0%

Very familiar
22.4%

Moderately familiar
24.3%

When asked if they were familiar with the 2045 Statewide Transportation Plan, 15% responded they were extremely familiar, 22% responded that they were very familiar, 24% responded that they were slightly familiar, 25% responded they were slightly familiar, and 14% responded that they were not familiar.

Survey Question: How familiar are you with Regional Transportation Plans?

When asked if they are familiar with Regional Transportation Plans, 34% of respondents answered that they were very familiar, 25% answered they were extremely familiar, 17% answered they were moderately familiar, 15% responded they were slightly familiar, and 9% responded they were not familiar.

Not familiar at all
9.2%

Slightly familiar
15.1%

Extremely familiar
25.0%

Moderately familiar
16.4%

Very familiar
34.2%

Survey Question: How familiar are you with the CDOT 10-Year Plan?

Not familiar at all
11.9%

Extremely familiar
19.9%

Slightly familiar
18.5%

Very familiar
22.5%

Moderately familiar
27.2%
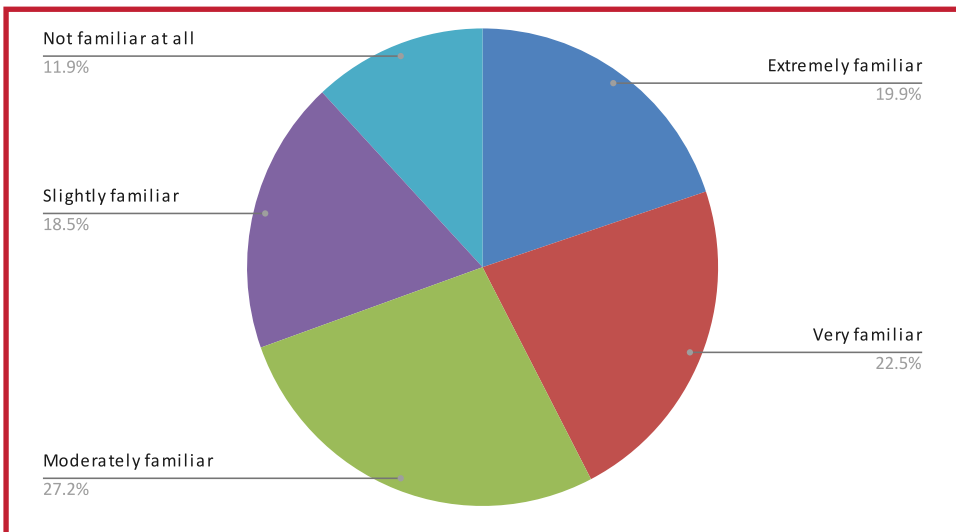
Respondents were also asked about their familiarity with the CDOT 10-Year Plan. 20% responded that they were extremely familiar, 22% responded they were very familiar, 27% answered they were moderately familiar, 19% responded they were slightly familiar, and 12% answered they were not familiar.

## Survey Question: How familiar are you with CDOT's five Engineering Regions?

When asked about their familiarity of the Five CDOT Engineering Regions, 26% responded they were very familiar, 24% responded they were extremely familiar, 19% responded they were moderately familiar, 17% responded they were slightly familiar, and 14% responded they were not familiar.

Not familiar at all
13.8%

Extremely familiar
24.3%

Slightly familiar
17.1%

Very familiar
25.7%

Moderately familiar
19.1%
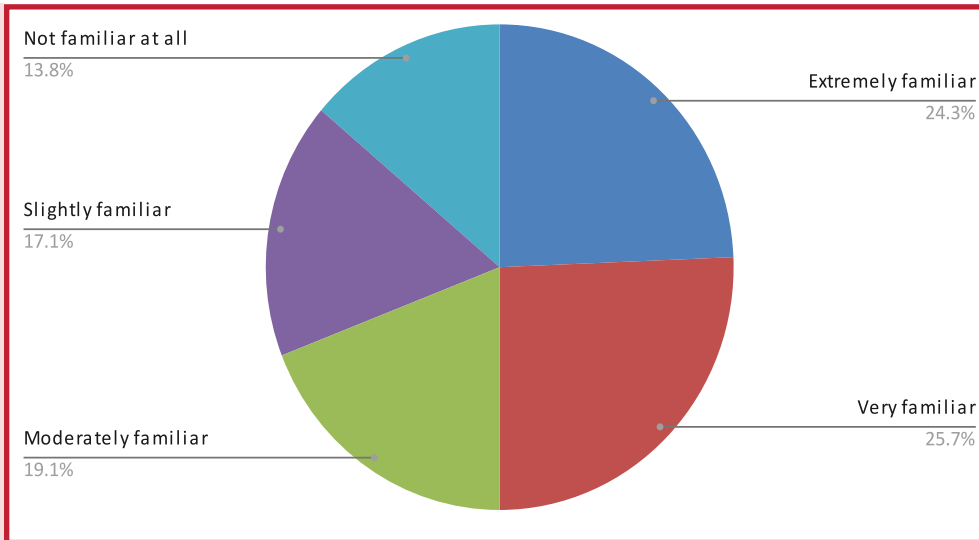
Survey Question: How familiar are you with the Transportation Commission of Colorado?

Not familiar at all
15.8%

Extremely familiar
15.1%

Slightly familiar
19.1%

Very familiar
19.7%

Moderately familiar
30.3%
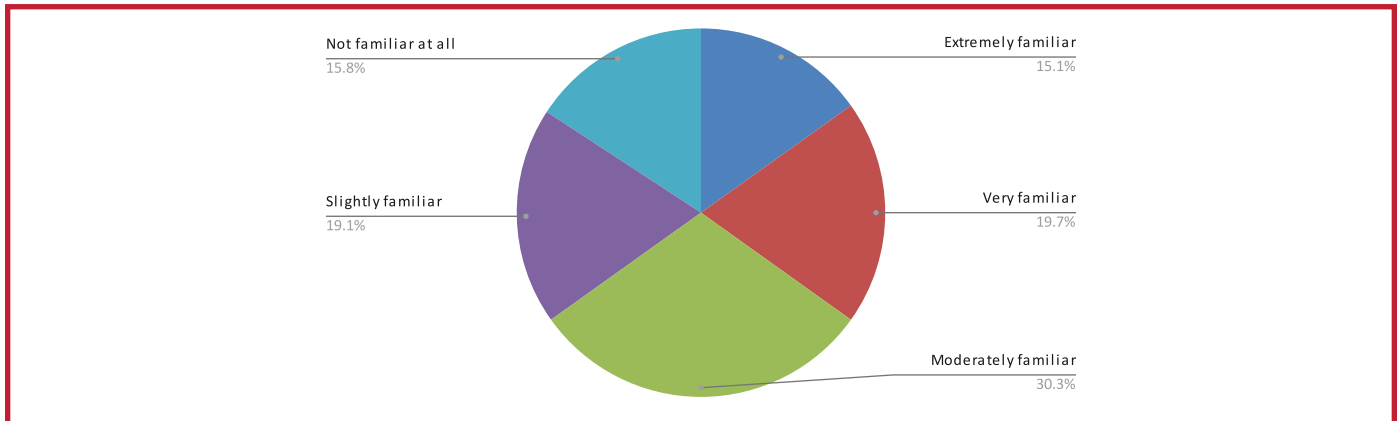
The final question in the section asked if respondents were familiar with the Transportation Commission of Colorado. About 30% responded they were moderately familiar, 20% responded they were very familiar, 19% responded they were slightly familiar, 15% responded they were extremely familiar, and 16% responded that they were not familiar. Overall, the public survey demonstrated that TPR governance can be improved upon, and CDOT can do a better job at improving TPR public outreach and facilitating TPR improvements.

One of the final portions of the survey included questions about how each TPR community has changed within the past few years. All of the questions asked were designed to observe the many ways the respondent's community might or might not have changed in the last 30 years.
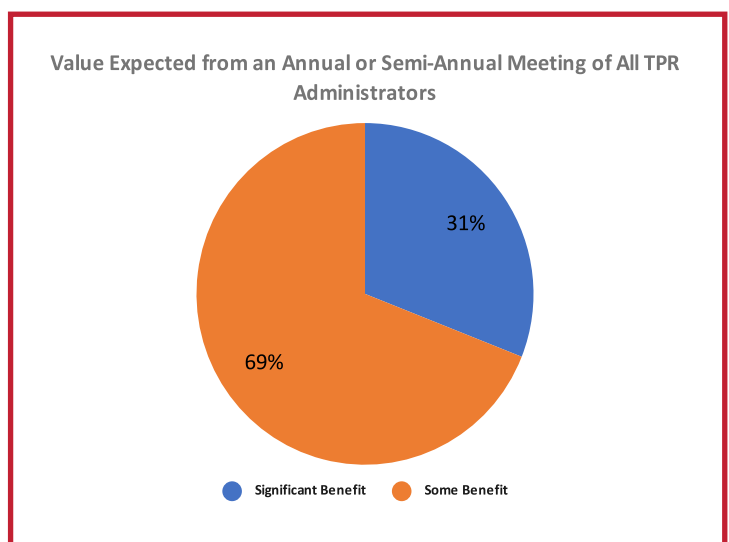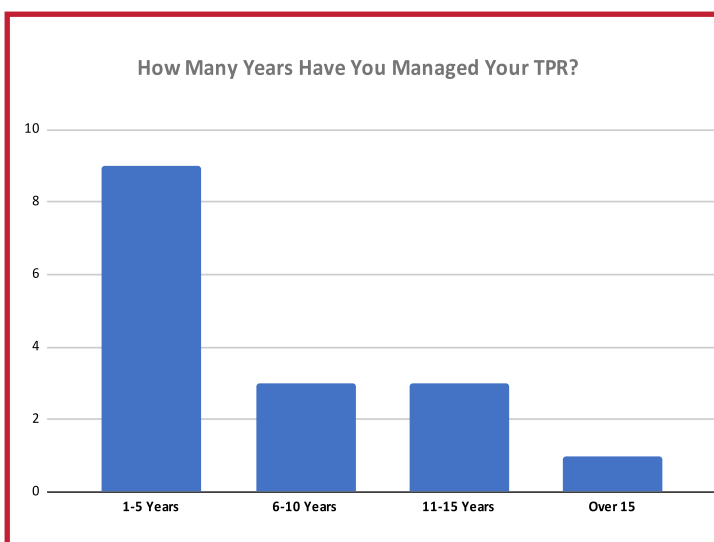
- When asked about population change, nearly 85% of respondents answered that the population in their TPR has increased, 12% answered that their communities have stayed the same, and 3% responded that the population in their communities has decreased.
- When asked about changes in local businesses, 78% of respondents answered that the amount of local businesses in their community has increased, 14% answered that the amount of local businesses has remained the same, and 8% responded that the amount of local businesses in their TPR community have decreased.
- When asked how employment opportunities have changed in their TPR, 70% of respondents answered that employment opportunities have increased, 22% responded that employment opportunities have stayed the same, and 8% responded that employment opportunities have decreased.
- When asked about housing cost, nearly 99% of respondents answered that housing costs in their TPR have gone up, less than 1% answered that housing costs have stayed the same.
- The final question asked was how transit access has changed in the respondent's TPR. 57% responded that transit access has gone up, 30% responded that transit options have stayed the same, and 13% answered that transit opportunities have gone down.

Overall these questions demonstrated how much each TPR has changed within the past 30 years since TPR boundaries were created.

TPR Administrator Survey

CDOT staff also created a survey specifically for TPR administrators to gain a better understanding of how TPRs are administered and what CDOT can do to improve their support for TPRs. The survey was designed to get an idea of what role each administrator plays and how their meetings are administered. The survey was sent to all 15 TPRs at the end of August and almost all TPRs that received the survey responded. Some of the questions included in the survey were the percentage of their job devoted to TPR administration, how long they have administered their TPR, specific duties of TPR administrators, and if they give public notice about their meetings. One of the questions asked was if TPR administrators felt that they would benefit from a yearly or bi-annual TPR administrator meeting through CDOT. There was interest overall from all of the TPR administrators to have an annual TPR meeting for all TPR administrators to discuss what is and isn't working in regards to TPR administration. This would allow for a better flow of information between all of the TPRs and CDOT and allow for a more consistent governing process.

According to the survey results, the average number of years that a TPR administrator has been administering the TPR was seven years. Similarly, the amount of time that their TPR chair has been chair also varied across all TPRs; some had their chair for only a few months and others had their chair for over 20 years. One of the questions asked what the administrator's specific duties and responsibilities are. Many responded that they develop the agenda, organize meeting locations, create and distribute the meeting packet, send out meeting invitations and reminders, update the TPR website, run the virtual meeting technology, train new TPR board members, manage the TPR budget, and manage contracts associated with the TPR. Additionally, TPRs distribute their agendas on varied timelines, ranging from three days to two weeks before the meeting. Many of the TPR administrators responded that they had limited or no interaction with other TPR boards, which supports the idea of a CDOT-led annual or bi-annual meeting with all Colorado TPR administrators to foster more connection and allow for a better flow of ideas within all of the TPRs.

How Many Years Have You Managed Your TPR?

Value Expected from an Annual or Semi-Annual Meeting of All TPR Administrators

06

Staff "Considerations" and Analysis Process

Leading into CDOT's five public meetings between July 25 and August 3, staff's primary effort was data gathering and analysis, including developing the maps and data tables used in the study. One of the early focus areas was to gather all TPR governance documents, particularly their IGAs and Bylaws. This was a key priority given the statutory requirement to study the "consistency and transparency of the transportation planning process across the TPRs." The other significant effort was to create a set of "observations" related to each TPR that could later inform potential recommendations, and share those at the public meetings.

Following the conclusion of the public meetings, staff developed a series of "considerations" related to TPR governance, boundaries and STAC representation, and reached out to TPR Chairs and other stakeholders to share those considerations with them and talk through potential pros and cons prior to the considerations becoming formal study recommendations. As a result of those meetings with TPR leadership representatives, which in many cases also resulted in subsequent full TPR meetings to discuss the considerations, staff declined to pursue many of their initial considerations.

For example, one early emphasis area for boundary considerations was to avoid "split counties" where one county is represented in two different TPRs. Weld and Larimer Counties are in that category, as the urban areas are part of the North Front Range MPO, and the rural areas of the counties are in the Upper Front Range TPR. CDOT staff approached leaders from both TPRs to discuss the options. Bringing the rural parts of those counties into the North Front Range MPO could be an effective model, similar to DRCOG, which conducts both urban and rural transportation planning with Arapahoe and Adams Counties. However, unlike DRCOG, the North Front Range MPO does not also serve as a "council of governments" and does not provide additional, non-transportation related services to their broader membership. The NFR MPO currently only exists as the region's designated MPO providing federally mandated metropolitan transportation planning, meaning the "one stop regional shop" aspect of DRCOG's council of governments would not apply here. Additionally, while it would be possible to expand the scope of the MPO's duties, the NFR MPO currently has 15 local governments on their Planning Council, and would be faced with doubling the size of their board as a result bringing in the rural parts of their two counties, and even more if Morgan County was included. It would be difficult to ensure effective transportation planning for those rural governments if they were combined with the MPO.

There were also concerns about adequate representation of member governments in these two northern TPRs, as well as concern about whether member governments were being given the opportunity to fully participate in the TPR and STAC processes. Both TPRs, upon hearing of those concerns, agreed those were issues that could be fixed with governance improvements, and have already begun making those changes.

The Pikes Peak Area Council of Governments also has two "split counties" - El Paso and Teller. While Teller County's inclusion in PPACG is primarily to bring Woodland Park into the MPO area, El Paso County has a large rural area, primarily on the eastern side of the county. The data analysis suggests that rural El Paso County has more in common with the rest of El Paso County and their transportation priorities and similarities more closely match with PPACG than the Central Front Range TPR, which they currently belong to. Further, PPACG is, unlike the NFR MPO, a council of governments that already provides a number of services to all of El Paso County. Adding the county's rural transportation planning to PPACG was a consideration CDOT staff were interested in pursuing. CDOT staff attended the Central Front Range TPR meeting on October 9th, 2023 and a PPACG Board of Directors special meeting on October 16th, 2023 to present the draft recommendation. There were many concerns that came from the PPACG meeting regarding this possible change that generated significant conversation regarding the impacts on each TPR's funding. A concern was raised in the PPACG meeting that rural El Paso County would have to compete against urban areas for funding which may result in that portion of the county receiving less funding. Some of the plan implications of this recommendation include PPACG taking on rural planning responsibilities for rural El Paso County, including current Central Front Range members El Paso County, Ramah, and Calhan, and incorporating those projects and priorities into the PPACG regional plan. Although CDOT staff felt that this could be a beneficial boundary change, they decided against it after stakeholder discussion.

Not all boundary change considerations were related to split counties. The San Luis Valley TPR has only one county as a TPR member that is not considered to be in the geographic area known as the San Luis Valley - Chaffee County. One consideration based on the data analysis was to move Chaffee County into the Central Front Range TPR. However, as was discussed in the Region 5 public meeting, Chaffee County has been an important leader across the San Luis Valley, providing regional transit services to various communities. Additionally, all of the other Central Front Range TPR counties are in CDOT Region 2, while Chaffee County is in CDOT Region 5. Making the TPR boundary change would add to the complexity of regional transportation planning rather than improving it. Finally, at one of the San Luis Valley TPR meetings where staff presented the idea and fielded comments, one stakeholder summed it up well by saying "the San Luis Valley needs Chaffee County more than Chaffee County needs us."

Staff Recommendations

CDOT developed 23 staff recommendations resulting from this study, and they have been grouped into four categories:

1. Recommendations for CDOT Staff
2. STAC and TRAC Recommendations
3. TPR Governance Recommendations
4. TPR Boundary Recommendations

1. Recommendations for CDOT Staff

The first set of recommendations are improvements that should be made by CDOT staff, and result from a combination of public survey results, TPR administrator survey results, and many conversations with stakeholders.

1a. CDOT should develop an improved TPR-related website to better enable the public to find information about all TPRs in the state. As the lead coordinator for statewide and rural regional planning, CDOT has a website that includes a good deal of information about each TPR. While it is important for each TPR to maintain a website where the public can find information about that specific TPR, improvements to the CDOT website will make it easier for the general public, and for TPR members themselves, to find helpful information about all fifteen TPRs.

1b. CDOT should increase outreach to elected officials, especially newly elected ones, to make sure they have the background and understanding of CDOT as an organization and the role of TPRs and MPOs. During the study process, staff discovered that many TPRs, the MPOs in particular, do a good job of educating their new members. CDOT staff could assist in this process, particularly in rural areas, by identifying outgoing TPR elected officials and the member governments where those members serve, and helping to educate newly elected local officials on the state and regional transportation planning processes, including when their TPR meets and how best to become involved in regional transportation planning. Staff recommends that CDOT prepare "Transportation 101" briefings that articulate the state and regional planning processes for newly elected officials. One area of critique that CDOT noticed throughout the study was that there is a lack of education when it comes to transportation planning. It should be noted that the North Front Range MPO has a wonderful set of short videos for their newly elected officials which could serve as a model for CDOT's effort.

1c. CDOT staff should organize annual or biannual meetings for all of the TPR administrators to discuss processes and share best practices for TPR management. HB 23-1101 required CDOT to report on the "consistency and transparency of the transportation planning process across transportation planning regions." We found that while all TPRs serve basically the same function, and do it effectively in most cases, there is not as much knowledge, understanding, or relationships among those individuals that administer a TPR. The survey that CDOT sent to TPR administrators indicated that every respondent felt that occasional meetings between TPR administrators would, at a minimum, have "some benefit."

1d. CDOT should consider whether current funding to TPRs is adequate and make any necessary adjustments. As discussed in Chapter 4, rural TPRs (and MPOs that conduct rural transportation planning in addition to metropolitan planning) receive a small amount of funding to help administer their TPR. Traditionally, the funds have been used for travel reimbursement by STAC members to attend monthly STAC meetings. Post-COVID, the funds have been underutilized, probably for three main reasons. First, more STAC meetings are being held virtually and travel to Denver is less frequent. Second, there may not be a full understanding of what the funds can be used for. Third, in some cases the funding may not be enough to make it "worth the effort" to request reimbursement through CDOT for the expenses incurred in running the regional planning process. While the study is not necessarily recommending an increase in funding, it is recommending that CDOT staff work more closely with the TPR administrators (perhaps through the meetings proposed in recommendation 1c) to determine if an increase (or decrease) in funding is appropriate.

2. STAC and TRAC Recommendations

The second set of recommendations relates directly to the requirement from the legislature to study the membership of both the STAC and the Special Interim Transit and Rail Advisory Committee (TRAC). In doing so, CDOT staff considered a number of recommendations related to participation by elected officials at both the TPR level and the STAC level. Despite the high value of elected official participation in these groups, this study does not include recommendations related to requiring elected officials to serve as TPR or STAC representatives for two reasons. First, it is not within the Transportation Commission's authority to dictate membership on either the TPRs or STAC. Per § 30-28-105(2), C.R.S., the member governments of a Regional Planning Commission choose their own representatives to the RPC (and therefore to the TPR), and the TPR Chair (or the chair's designee) serves as the TPR's representative on STAC (§ 43-1-1104(1)(a), C.R.S.). Second, many elected officials do not have the time to serve on multiple committees and must rely on dedicated and interested local government staff or others to assist in representing a community on a TPR, or representing the TPR on STAC. Further, this study did not seek to recommend broad, comprehensive changes to STAC representation to guarantee fully equitable representation based on any one analysis criteria (such as Lane Miles, Vehicle Miles Traveled, or Population Trends). For this section, CDOT has developed four recommendations.

2a. The Transportation Commission should establish term limits for STAC Chairs and Vice-Chairs, allowing for up to two consecutive terms of two years each, with details worked out by STAC via an update to their bylaws. For any public body to be successful, it needs to have leaders who are interested, active, engaged, and who care about the work. STAC has been lucky to have that with its current Chair, who has served in that position for twenty years. Over STAC's thirty year history, it is believed to have had only three Chairs. CDOT believes it is equally important to have a diversity of opinion in a body's leadership, and with fifteen TPRs and two tribal nations represented on STAC, the occasional rotation of both the Chair and Vice-Chair is healthy and appropriate. Further, while staff believes it is important that the Transportation Commission lay out the term limits in Rule, it is equally important that STAC be given the opportunity to work through the details via their bylaws, as there are many potential variables to consider that are best determined by the STAC members themselves.

2b. The Transportation Commission should require a rotation of STAC Chairs and Vice-Chairs between rural TPRs and urban MPOs, ensuring STAC leadership always has both a rural and urban voice, with details worked out by STAC via an update to their bylaws. Staff sees the model utilized by the Transportation Commission, where the Chair and Vice-Chair are split between rural and urban representation, and when the Chair leaves their position, the Vice-Chair ascends to the Chair position, as an effective way of ensuring a diversity of opinion is represented within the STAC leadership positions. Like recommendation 2a, there are multiple variables to consider when establishing this process, and should the Transportation Commission adopt this recommendation in rule, staff will work with STAC and their bylaws so they may determine the most effective way of meeting this Transportation Commission requirement.

2c. The Transportation Commission should add the Chair of the Transit and Rail Advisory Committee (TRAC) to STAC as a non-voting member. HB 23-1101 contained a provision which required TPRs to have a voting transit member on their TPR. Given the TPR is a regional planning body that "rolls up" to STAC, a similar requirement to have transit representation on STAC include the Chair of TRAC would be appropriate and consistent with the corresponding legislative requirement for TPRs. Because adding the TRAC Chair as a voting member to STAC would require a legislative change, and this study is not proposing legislative solutions, staff recommends the TRAC Chair be a non-voting member of STAC.

2d. The Transportation Commission should encourage TPRs whose members have overlapping political jurisdictions with other TPRs to adopt governing documents to prohibit a single political jurisdiction from representing two TPRs on STAC at any given time. As noted in the section summarizing the Region 4 public meeting, Weld County is currently the only political jurisdiction in the state with two members on STAC, but this could also happen with Larimer County, El Paso County, Teller County, and potentially Eagle County if they are split and represented within two TPRs. This recommendation is for the Commission to "encourage" TPRs to prevent this overlap because it is not within the Commission's statutory authority to prohibit it. Impacted counties have agreed with this recommendation and some have already begun taking steps to update their bylaws.

3. TPR Governance Recommendations

One of the early efforts for the study was gathering each TPR's governing documents. Some TPRs update their bylaws every year, while others have IGAs or bylaws that have not been updated in thirty years. Still others have never adopted bylaws. Overall, TPRs manage their organizations well, but with the change in leadership and administration, sometimes governing documents are lost or not updated in a timely manner. At one TPR meeting that CDOT staff presented at early in the TPR study process, the need for these governing documents was articulated in the presentation. Through prior interactions and vocalization during the meeting, the TPR members were not sure whether they had bylaws or if they did where they were located. Because of this meeting, a TPR member that was present located adopted bylaws on an old hard drive of a former county employee.

TPR governing documents need to follow statutory requirements and best practices for public bodies. In order to ensure TPRs understand and incorporate these requirements, the Transportation Commission should require the TPRs' governing documents and processes to include the following information:

3a. Who: Clearly identify the name of the TPR, its members, and the organization providing administrative support, such as Weld County for the Upper Front Range TPR. This allows members of the public to quickly understand who the TPR represents and who administers the TPR in case they have questions.

3b. What: Explain the core duties and authority of the organization, including the ability to spend and receive funds, the ability to sue and be sued as an organization, and to enter into contracts. This information was well-covered in the earlier IGA template and should be retained in any updated or new versions of documents.

3c. Provide information on the organization's ability to terminate and amend the organization. How much advance notice is required and who must agree?

3d. Meeting Time/Place: Provide at least a general overview of meeting time and location(s) so the public can plan to join if desired. For some TPRs, this may be something like the third Thursday of each month. Other TPRs may determine the year's meeting schedule at the January meeting and publish the calendar online. If the meeting always occurs in the same location, the governing documents could include the location. If the location may change or be virtual, the documents should tell the public where to find the information on an ongoing basis.

3e. Officers, Elections of Officers, Length of Term of Officers: This information helps the public understand who leads the organization and how they are selected. This is important for transparency and accountability. At least four TPRs do not adequately identify officers other than Chair; two of these have had co-Chairs in recent history which is not addressed in their governing documents.

3f. Quorum & Voting Structure (if not simple majority): Identify how many members must be present in order to conduct TPR business, including any special requirements to meet quorum. Four TPRs do not specify the number required for quorum in their documents. Upper Front Range TPR has a requirement that two of the three county representatives must be present in order to have a quorum. Most TPRs use a simple majority voting structure, but Northwest TPR balances municipal and county votes through a weighted system.

3g. State law requires that all meetings of public bodies are open to the public and will be publicly noticed. Many members of the public have basic familiarity with the Colorado Sunshine Law, but they may not all realize it must be followed by their TPR. This requirement also applies to notice and accessibility to meetings of an executive committee or other subcommittee of two or more TPR members discussing TPR business. There is broad variation in how TPRs are currently providing notice of meetings to the public, but it was difficult to find consistent and updated meeting information for seven TPRs on the internet where a broad segment of the public would be likely to search.

3h. Ensure agendas and meeting minutes are available and accessible to the public. The legislature has emphasized that these items should be available electronically, but a TPR is welcome to use other communication mechanisms as well. The important point is to provide consistent access to the public so they can be informed about TPR business and regional transportation planning. As TPRs are now responsible for decisions about spending MMOF funds, it is more important than ever to ensure the public knows when these important conversations are happening and how to participate as they make primary decisions about these funds.

3i. Meetings must allow time for public comment on the agenda. Following the example of the Transportation Commission, it would be most helpful to have a consistent time set on the meeting agenda so a member of the public knows when to join and comment if they desire.

3j. State law identifies the TPR Chair as the representative to the STAC, but the Chair may select a representative. Governing documents should identify how the STAC representative is chosen and include the process for selecting an alternate representative to the STAC.

3k. Provides for how the TPR is to be administered.

3l. Documents should include a statement about conflicts of interest. This requirement is important for transparency because there are times when a TPR decision may impact a representative's personal or professional interests. The member should disclose the potential conflict of interest and abstain from participating in the discussion and vote on that topic. This does not disqualify the member from serving as a representative or participating in other discussions or votes, but it makes clear to the public that their TPR actions are made in the public interest.

3m. TPRs should ensure that TPR information can be found easily on the internet to encourage full public participation and access. If a TPR is administered by another entity and that entity hosts the TPR's website, please ensure that the website can be located through a simple web search using the name of the TPR. For example, Intermountain TPR's website is hosted by Eagle County, but it is listed as IMTPR, so it is more difficult to find on the internet unless the member of the public knows to search IMTPR rather than Intermountain TPR.

Although many TPRs have good governing documents and websites, there are minor improvements that can help keep the governing process more consistent across all TPRs in Colorado. CDOT staff have documented governance recommendations specifically for each TPR, though each TPRs' specific recommendations are not included in this document. Staff will work with each TPR to ensure their governing documents and processes are updated and adhere to any requirements the Transportation Commission adopts.

4. TPR Boundary Recommendations

CDOT staff have two related recommendations for boundary changes, and they are focused primarily on representation at STAC. Staff analyzed statewide and regional data covering the various statutory requirements, and solicited and received public comments as part of the effort. Formal support or opposition to proposed boundary changes have been recorded by CDOT and uploaded to the CDOT webpage for TPR, and are included in Appendix VII of this study.

4a. Combine Southeast and South Central TPR to create one Southeast TPR.

4b. Divide the Intermountain TPR in two TPRs. The West IMTPR would include Garfield, Pitkin, and the SW portion of Eagle County. The East IMTPR would include Summit, Lake, and the bulk of Eagle County. Eagle County would be divided along the shared Eagle County RTA/ RFTA boundaries.

Proposed New TPR Boundaries DRAFT
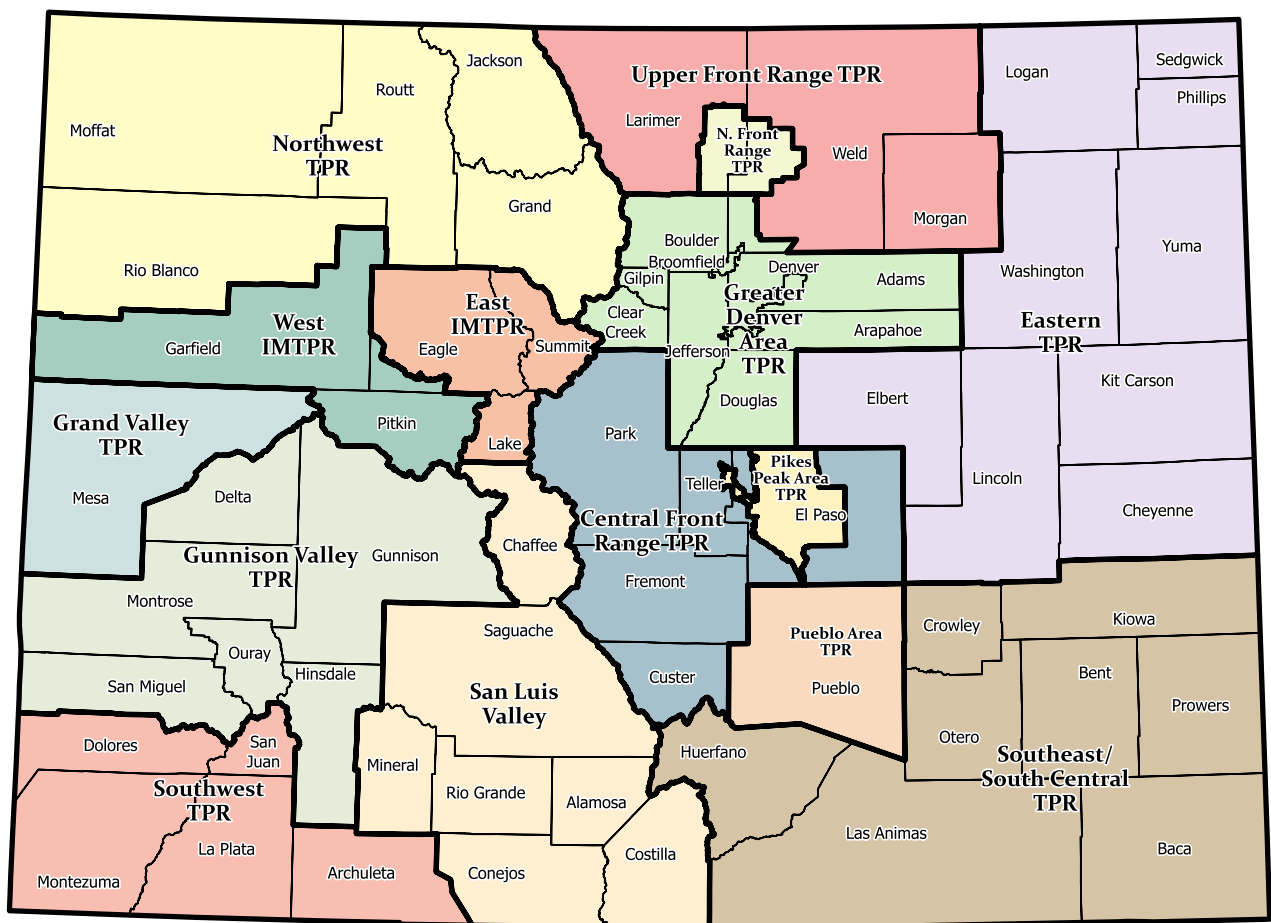
In the process of analyzing the maps and data tables that were developed to correspond with the statutory criteria for analysis, there were several observations related to how the IMTPR had larger numbers than many TPRs, and the SC and SE TPRs had low numbers compared to other TPRs.

When determining which factors may be considered important by the TC or STAC to consider, a look at the Commission's most flexible funding program, the Regional Priority Program (RPP), was helpful. When dividing these flexible funds between the five CDOT engineering regions, the current RPP formula includes Population, Lane Miles, and Truck Vehicle Miles Traveled. The immediate past formula for RPP (from 2015) was Vehicle Miles Traveled, Lane Miles, and Truck Vehicle Miles Traveled. Most recently, STAC this year recommended a formula for RPP to include Vehicle Miles Traveled, Population, Lane Miles, and Truck Vehicle Miles Traveled.

Vehicle Miles Traveled: The IMTPR represents more highway travel than any other rural TPR, and more than three of the five MPOs. In fact, the IMTPR has 50% more VMT than the next closest rural TPR, and of the 10 rural TPRs, the IMTPR represents nearly 25% of all VMT. By contrast, the SC and SE TPRs are 14th and 15th, respectively, in the VMT factor, and combined represent just 9% of the total non-MPO VMT. If the IMTPR were split relatively evenly as proposed, each of those new TPRs would still represent more VMT than the combined SC/SE TPR.

VMT By TPR 2021	
Greater Denver Area TPR	45,091,639
Pikes Peak Area TPR	7,014,085
Intermountain TPR	6,517,755
North Front Range TPR	5,402,698
Upper Front Range TPR	4,312,785
Eastern TPR	3,929,560
Pueblo Area TPR	2,810,737
Southwest TPR	2,468,527
Gunnison Valley TPR	2,291,995
Grand Valley TPR	2,276,219
Central Front Range TPR	2,175,656
San Luis Valley TPR	2,091,261
Northwest TPR	1,859,260
South Central TPR	1,314,491
Southeast TPR	1,282,980
Total	90,839,647

TVMT By TPR 2021	
Greater Denver Area TPR	2,833,580
Eastern TPR	1,010,930
Upper Front Range TPR	606,791
Intermountain TPR	587,426
Pikes Peak Area TPR	469,920
North Front Range TPR	385,324
Southeast TPR	331,596
Grand Valley TPR	253,713
Pueblo Area TPR	236,867
South Central TPR	209,521
Southwest TPR	204,615
San Luis Valley TPR	182,750
Northwest TPR	168,405
Gunnison Valley TPR	161,521
Central Front Range TPR	159,402
Total	7,802,361

Truck Vehicle Miles Traveled: Unlike VMT, the SE and SC TPRs represent a fair amount of truck traffic. The SE TPR has the 4th highest of the 10 rural TPRs and the SC TPR 5th highest of the 10 rural TPRs. The IMTPR is the 3rd highest of the rural TPRs, and represents more than the SE and SC TPRs combined.

Lane Miles: Lane Miles are generally a reflection of the size of the TPR, with larger TPRs by land area having more Lane Miles. The SE TPR has the 4th most Lane Miles of the rural TPRs, with IMTPR next at 5th. The SC TPR has the fewest Lane Miles of the rural MPOs, and about 50% less than either the SE TPR or IMTPR.

A combined SE/SC TPR would make it the rural TPR with the second most Lane Miles. This is concerning to these TPRs and public comment also notes that a combined SE/SC TPR would have the second largest geographic size, behind only the Eastern TPR, and stakeholders have expressed concern about managing such a large land area and so many member governments.

Lane Miles By TPR 2021	
Greater Denver Area TPR	4,434
Eastern TPR	3,287
Upper Front Range TPR	1,677
Northwest TPR	1,665
Southeast TPR	1,591
Intermountain TPR	1,520
Gunnison Valley TPR	1,507
San Luis Valley TPR	1,448
Southwest TPR	1,109
Central Front Range TPR	1,067
South Central TPR	970
Grand Valley TPR	751
Pueblo Area TPR	722
North Front Range TPR	689
Pikes Peak Area TPR	641
Total	23,079

Population Trends: Perhaps the most dramatic contrast between the IMTPR and the SE and SC TPRs is Population Trends. Currently the SE and SC TPRs are the two smallest TPRs of the 15 TPRs and combined represent just 8% of the rural population total. The IMTPR has the highest population (by far) of any rural TPR, and even represents more people than the Grand Valley and Pueblo MPOs. Of the ten rural TPRs, IMTPR contains 20% of the rural population total, 60% more people than the next largest rural TPR, and is 2.5 times larger than the combined SE and SC TPRs. If those two TPRs were combined and the IMTPR was split relatively evenly, as the recommendation suggests, the two new IMTPRs would each be larger than the combined SE/SC TPR.

The legislative mandate was to consider Population Trends, so CDOT staff looked back at the census information that was active at the time of the creation of the TPRs, and considered what changes have occurred over the last 30 years. The SE and SC TPRs combined gained in total population 368 additional residents (though the SE TPR has lost population over the last 30 years). The IMTPR more than doubled, gaining 93,601 residents - significantly more than any other rural TPR.

Population by TPR 2021 Data	
Greater Denver Area TPR	3,299,015
Pikes Peak Area TPR	713,984
North Front Range TPR	518,412
Intermountain TPR	172,844
Pueblo Area TPR	167,453
Grand Valley TPR	154,685
Upper Front Range TPR	110,632
Central Front Range TPR	104,470
Gunnison Valley TPR	104,104
Southwest TPR	97,842
Eastern TPR	83,788
San Luis Valley TPR	65,548
Northwest TPR	61,638
Southeast TPR	47,443
South Central TPR	21,318
Total	5,723,176

Looking ahead to the 2050 planning horizon- the 2050 statewide and regional planning efforts will kick off next summer- the contrast continues to grow. The IMTPR's population is projected to continue to grow, gaining 72% more residents through 2050. The SE and SC TPRs are both expected to lose approximately 18% of their population by 2050. By 2050, without a change in TPR boundaries, the IMTPR will continue to have one vote on the STAC. The SE TPR will also have one vote, despite representing a population 17% of the size of the IMTPR, and the SC TPR representing less than 7% of the IMTPR's population.

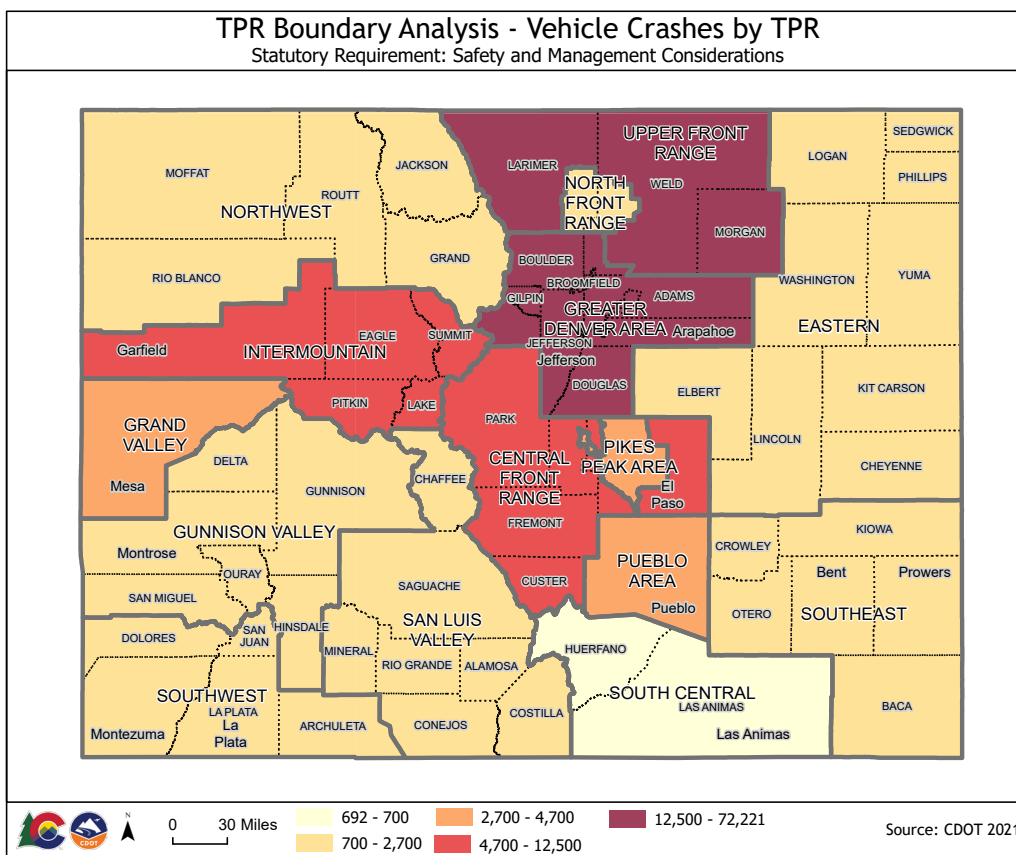| Population by TPR 2021 Data	
Intermountain TPR	172,844
Southeast TPR	47,443
South Central TPR	21,318

Population by TPR 2050 Data	
Intermountain TPR	239,506
Southeast TPR	40,510
South Central TPR	16,135

As discussed, CDOT staff considered all of the analysis criteria. The corresponding maps and data may be found in the appendix. It is notable that several of the other factors, including Direct Travel Spending (a measure of tourism), and Vehicle Crashes and Fatalities, followed a similar pattern. For the tourism measure, the IMTPR was second highest only to the DRCOG area of the 15 TPRs, more than even NFR MPO and PPACG, and double the TPR with the next highest direct travel spending. This data shows that tourism is a key industry on the western slope, and in Eagle and Summit Counties in particular. The tourism data helps support the high VMT levels in the IM TPR, and lend support to the idea that additional representation in the area may be appropriate. In contrast, even if the SE and SC TPRs were combined, the result would still be that the new TPR would have half the direct travel spending as the TPR with the least amount of tourism by this measure.

Direct Travel Spending Per TPR	
Greater Denver Area TPR	10,735,799,999
Intermountain TPR	4,186,100,000
Central Front Range TPR	2,103,100,000
Pikes Peak Area TPR	1,953,800,000
Upper Front Range TPR	1,208,600,000
Northwest TPR	1,202,300,000
North Front Range TPR	1,153,000,000
Gunnison Valley TPR	1,060,800,000
Southwest TPR	850,500,000
San Luis Valley TPR	360,100,000
Grand Valley TPR	332,400,000
Eastern TPR	287,400,000
Pueblo Area TPR	267,500,000
Southeast TPR	69,600,000
South Central TPR	64,900,000
Total	25,835,899,999

TPR Boundary Analysis - Vehicle Crashes by TPR
Statutory Requirement: Safety and Management Considerations

Source: CDOT 2021

Legend:
- 692 - 700
- 700 - 2,700
- 2,700 - 4,700
- 4,700 - 12,500
- 12,500 - 72,221

Per Capita Crash Data	
Northwest TPR	0.021
Southwest TPR	0.017
South Central TPR	0.017
San Luis Valley TPR	0.017
Intermountain TPR	0.016
Upper Front Range TPR	0.014
North Front Range TPR	0.014
Southeast TPR	0.012
Greater Denver Area TPR	0.012
Eastern TPR	0.012
Central Front Range TPR	0.012
Gunnison Valley TPR	0.011
Pueblo Area TPR	0.010
Grand Valley TPR	0.009
Pikes Peak Area TPR	0.008

Similarly, the IMTPR has the highest number of crashes of the rural TPRs, and a combined SE/SC TPR would still have fewer overall crashes than the next lowest TPR.

However, as noted in public comments, the low crash statistics for SE and SC TPRs are largely a reflection of their low population. CDOT staff also analyzed the crash rate by TPR. By that measure, the SC TPR has the 3rd highest crash rate of the rural TPRs, the IMTPR has the 5th highest, and SE TPR has the 7th highest.

STAC View / Recommendations

On November 2, CDOT staff presented this report's recommendations to STAC so that the body's view on the recommendations could be included in this final report. STAC voted unanimously (with an abstention) to support all Recommendations for CDOT Staff (the first set of recommendations) and the TPR Governance Recommendations (the third set of recommendations). Overall there was strong support for the STAC and TRAC Recommendations (the second set of recommendations). STAC did have a conversation about whether a two term limit or three term limit would be most appropriate for the Chair and Vice Chair, and voted 7-6 with one abstention and two absent to support a three term limit. STAC also voted unanimously (with one abstention) to oppose the boundary changes proposed in the TPR Boundary Changes (the fourth set of recommendations). Representatives of the Intermountain, South Central, and Southeast TPRs spoke against the boundary changes impacting their area, and in particular the SC TPR representative asked that the impact on disproportionately impacted communities be more closely examined.
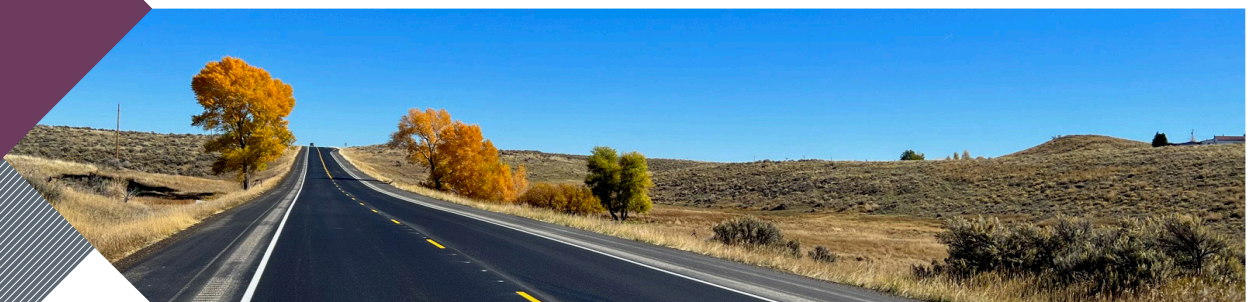
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Next Steps

Now that CDOT has completed the required study, the Transportation Commission can review this report and consider the recommendations. As stated above, HB 23-1101 requires the Commission to "open" the Rules in response to the study by June 1, 2024, but the Commission has discretion regarding the nature and type of rule changes. CDOT staff expect to request the Commission open the rules in January, 2024, in order to complete the rulemaking process by June, 2024.

The Rulemaking Process

When the legislature passes laws, they may provide a state agency with rule making authority to adopt administrative rules and regulations to assist in the implementation of the new law. Rules and regulations are adopted in strict compliance with the State Administrative Procedure Act (APA), C.R.S. § 24-4-101 et seq. The APA process for adoption of permanent rules takes approximately four months and includes public comment and a public hearing.

The process begins with the Department requesting authorization from the Transportation Commission to "open" the particular rule to consider changes. The Transportation Commission adopts a resolution granting such authorization and enabling an administrative hearing officer to oversee the official rulemaking hearing. Notice of the proposed rule changes and the public hearing date is filed on the websites of the Secretary of State and the Department of Regulatory Agencies, then published in the Colorado Register. CDOT typically allows at least six weeks of written public comment prior to the public hearing. All comments received and all hearing exhibits demonstrating compliance with APA requirements are provided to the Transportation Commission along with the hearing officer's recommendation.

The State Planning Rules fall under the Transportation Commission's authority and only the Transportation Commission may adopt changes to the rule language. At the conclusion of the public comment and hearing process, the Transportation Commission may adopt changes by approving a resolution. After a resolution is adopted, CDOT staff file the final adopted version of the rule with the Secretary of State, request an opinion from the Attorney General, and notice of the adopted rule is published in the Colorado Register. The rule changes become effective two weeks after the final rule is published.

Summary

The HB 23-1101 Study required public outreach and CDOT Staff traveled over 7,000 miles across the state over six months. During that time CDOT and the Transportation Commission received 40 formal written statements from counties, municipalities, and TPRs. They are linked below in Appendix I.

During the study, CDOT staff reviewed all of the TPR's IGAs and Bylaws and noticed a lack of consistency in the documents across the state. One of the recommendations of the study is to encourage TPRs to update their IGAs and Bylaws to promote organization and transparency. A proposed IGA template and a proposed bylaws template are linked in Appendix II and Appendix III.

The HB 23-1101 Study required extensive data gathering and analysis. Appendices IV, V, and VI contain statewide maps that show how each statutory consideration looked across the state, tables used to compare and calculate data gathered during the mapping process, and comprehensive results from the public survey conducted as part of the study.

All appendices linked:

    I. Formal Written Stakeholder Comments Received

    II. Proposed IGA Template

    III. Proposed Bylaws Template

    IV. Statewide Maps

    V. Data Tables

    VI. Survey Results