

**COLORADO**  
Department of Transportation

# HB23-1101 TPR Study

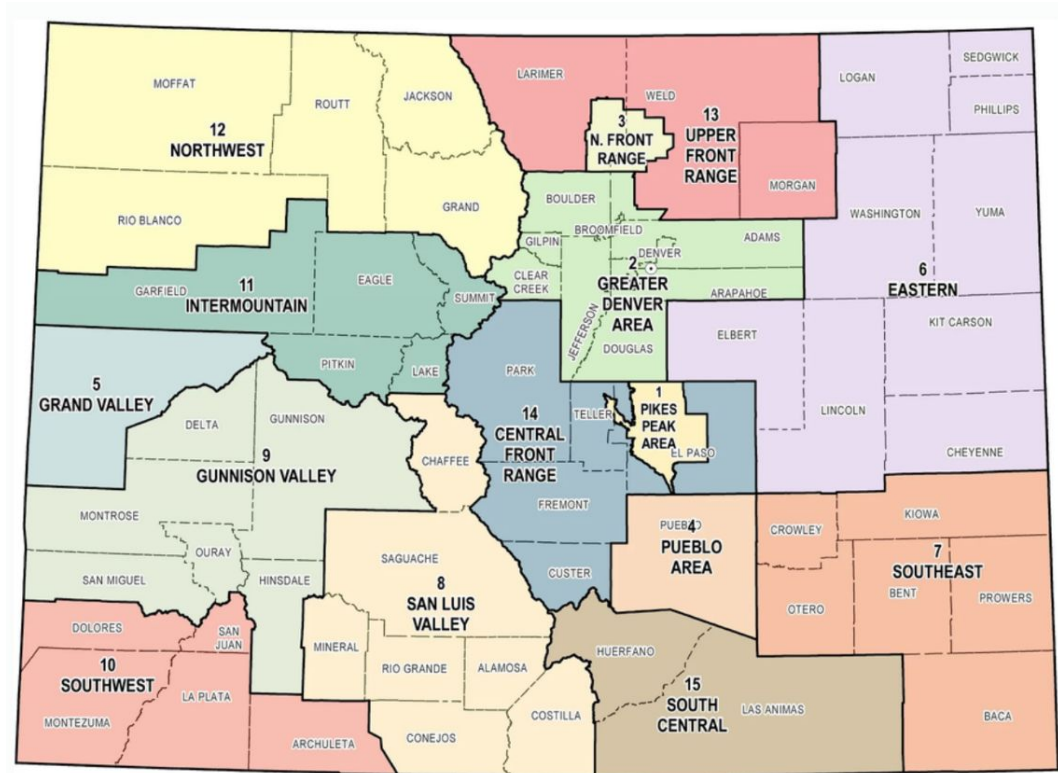
Region 1 Public Meeting

August 2, 2023



# Agenda

1. Introductions
2. Introduction to HB23-1101
3. TPR 101 - What TPRs & MPOs are and their role in the planning process
4. TPR/MPO Governance Analysis
5. Region TPR Specific Observations
6. Next Steps, Q & A and Public Comment
7. Other Resources







# Introductions







# Introduction to HB23-1101





# Why Are We Conducting This Study?

The study was introduced through the amendments to HB 23-1101, the Ozone Season Transit Grant Program.

- The original bill expanded the popular grant program to provide more flexibility for transit agencies to utilize the funds.
- While Transportation Commission Rule 2 CCR 601-22 requires TPR boundaries to be reviewed at the beginning of each state planning cycle, they have not been meaningfully analyzed since 1993, and Colorado has changed significantly over those thirty years.
- With increased responsibility for TPRs, ensuring their approach to planning is consistent and transparent is an important priority.



# HB23-1101 TPR Study Provision Language

On or before **November 30, 2023**, the Department shall complete a Study and Study Report of:

- The Consistency and Transparency of the Transportation Planning Process Across the TPRs
- The boundaries of the Transportation Planning Regions (TPRs)
- Membership of the State Transportation Advisory Committee (STAC)
- Membership of the Special Interim Transit And Rail Advisory Committee (TRAC)

In Conducting The Study, **The Department shall provide opportunity for public comment throughout the State** and consider input from stakeholders throughout the State.

The amendment **protects rural Colorado's transportation interests** by mandating that the number of rural TPRs can not be reduced. There are currently 10 rural TPRs and 5 urban MPOs. This number will remain the same.

The Department shall submit the Study Report to the Transportation Commission and to the Transportation Legislation Review Committee on or before **November 30, 2023**.

Following completion of the study and with consideration of its findings, the Transportation Commission shall initiate updates to the rules before **June 1, 2024**, though we anticipate the TC completing the task by this date as the next state planning effort will kick off at that time.



# Statutory Requirements

## Factors for consideration identified in legislation:

- Highway and 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

You can find a link to our mapping tool with this link - What observations will you find?

<https://www.codot.gov/programs/planning/planning-partners/tpr-mpo>



# Advisory Committee: Their Role in the Study

The Advisory Committee is intended to:

- Provide general advice from outside the department to CDOT executive staff and TPR study staff on a monthly basis
- Assist in determining content and forum for public comment - including these public meetings
- Assist in the development of questions for the survey being conducted
- Be a “first check” for observations and future recommendations from TPR study staff

The Advisory Committee is **Not** Intended to:

- Be fully representative of the entire state
- Represent their TPR’s specific interests or concerns
- Make recommendations on the process or boundary changes proactively (but instead respond to potential recommendations from study staff)
- Be the body that makes any recommendations to the Transportation Commission (that is CDOT’s statutory responsibility)





# Advisory Committee Members

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	Transportation Operations Director
Tamara Pogue	Summit County	County Commissioner
Kristin Stephens	Larimer County	County Commissioner
Anna Stout	City of Grand Junction	Mayor



# Transportation Planning Regions (TPR) 101





# Transportation Planning and TPRs

Colorado law requires the state to develop a twenty-year comprehensive statewide transportation plan that incorporates regional transportation plans from around the state.

- To provide a geographic structure for planning processes, statute creates “Transportation Planning Regions” and assigns responsibility to the State Transportation Commission to set TPR boundaries in rule ([C.R.S. § 43-1-1103](#)).
- State statute also sets the maximum number of such regions at fifteen unless additional metropolitan planning regions are designated within the state ([C.R.S. § 43-1-1102\(8\)](#)).
- Regional Planning Commissions (RPC) are formed among the local governments within each TPR. The RPC conducts the transportation planning process within their TPR and develop a Regional Transportation Plan according to the planning requirements under Title 43.





# TPR Responsibilities

The following tasks describe responsibilities of a TPR Regional Planning Commission (RPC) pursuant to [C.R.S. § 43-1-1101](#), and Rules and Regulations for the Statewide Transportation Planning Process and the Transportation Planning Regions, [2 CCR 601 -22](#) (The Rules).

## Statutory Responsibilities Include:

- Development of a Regional Transportation Plan (RTP)
- In cooperation with the state and other governmental agencies, carrying out necessary “continuing, cooperative and comprehensive transportation planning”
- Participation in the Statewide Transportation Advisory Committee (STAC)
- Selecting projects under the Multimodal & Mitigation Options Fund (MMOF) (new responsibility)

## Responsibilities Detailed in [Transportation Commission Rule](#) Include:

- Working with CDOT on development of the Statewide Transportation Plan, incorporation of RTPs into the Statewide Transportation Plan, and inclusion of projects into the STIP.
- RPC planning officials shall work with all Planning Partners affected by transportation activities when planning future transportation activities.

## Other Responsibilities Include:

- Advising CDOT on transportation priorities and needs within their TPR



# What is an MPO?

A Metropolitan Planning Organization, known as an MPO is the policy board of an organization created and designated to carry out the federal metropolitan transportation planning process. MPOs are required to represent localities in all urbanized areas (UZAs) with populations over 50,000 ([23 U.S. Code § 134 - Metropolitan transportation planning](#)).

- An MPO is made up of representatives from local government and transportation authorities within its designated 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, [CFR 450.310](#), an MPO designation shall be made by agreement between the Governor and units of general purpose local government that together represent at least 75 percent of the affected population (including the largest incorporated city) or in accordance with procedures established by applicable State or local law.



# How MPOs Relate to TPRs

Colorado has 15 Transportation Planning Regions- including 5 Metropolitan Planning Organizations (MPOs). Four of the MPOs include a TPR or COG area that is larger than their MPO boundaries.

- **DRCOG** (the MPO) includes the urbanized areas of the Denver Metro Area. DRCOG (the TPR and COG) also includes Clear Creek and Gilpin Counties, as well as the eastern, non-urbanized portions of Adams and Arapahoe Counties.
- **GVMPO** (the MPO) includes Grand Junction, Fruita, Palisade, and the urban portions of unincorporated Mesa County. The Grand Valley TPR boundary also includes all of Mesa County, including Collbran and DeBeque.
- **PACOG** (the MPO) includes Pueblo and the urban portions of Pueblo County. The Pueblo Area COG (and TPR) also includes the rural portions of Pueblo County, including small communities such as Avondale and Boone.
- **PPACG** (the MPO and TPR) only includes the urban areas of El Paso and Teller Counties. PPACG (the COG) also includes the rural areas of El Paso and all of Teller and Park Counties.
- The North Front Range MPO (the MPO and TPR) includes only of the urban areas of Larimer and Weld County.

While this study process could result in a recommendation to change an MPO or COG organization's broader TPR boundaries, federal rules dictate MPO boundaries, and this study will not impact those boundaries.





# Statewide Transportation Advisory Committee

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 comprised 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
  - State and regional transportation improvement programs
  - State and regions transportation plans
  - State transportation policies



# STAC Member Duties

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

- Attend 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 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.



# Transit and Rail Advisory Committee (TRAC)

The Colorado Legislature created the Transit and Rail Advisory Committee (TRAC) to advise the CDOT Division of Transit and Rail (DTR) and on the needs of the transportation system in Colorado.

## [§43-1-1104 \(1\)\(b\)](#)

- The Committee is comprised of 17 members appointed by the CDOT Executive Director, with representatives from public and private transit providers, Class I and Shortline railroads, interest groups, transportation planning regions, counties, cities and the general public.
- The TRAC works with DTR staff to develop and promote the CDOT's vision, policies, and priorities for transit and rail services in Colorado.
- The focus points of TRAC include accessibility, mobility, safety, economic development, environmental and resource conservation, efficiency, and system preservation and expansion.
- The TRAC holds a meeting every other month, the first Thursday of the month beginning at 1:00 or 1:30 pm and their agendas are posted online.





# TPR Governance Analysis





# Importance of IGAs and Bylaws

- When the TPRs were established in 1993, the communities within the regions signed Intergovernmental Agreements (IGAs) to form a representative body that would conduct the business of the TPR.
- As part of this study, staff have been reviewing the TPRs' IGAs and their other governing documents such as bylaws to see if required or important components are missing.
- Clear IGAs/bylaws help ensure that organizations are acknowledging and following required open meeting processes for “public bodies” under state statute.
- IGAs/bylaws often detail how officers are selected, how often meetings occur, how members may be added to or removed from the organization or board, what constitutes a quorum for taking official action, etc.
- These documents and processes ensure transparency and common understanding between the public, members, state government, and others.
- In Colorado, the creation of bylaws is not required under [C.R.S § 30-28-105](#) but [C.R.S § 30-28-105 \(8\)](#) specifically allows for the adoption of articles and is considered to be “best practice”.



# Denver Regional Council of Governments

- For MPOs, we are shifting the focus from a governance analysis of things like IGAs and Bylaws to whether the COG or MPO organization manages a broader TPR to include rural areas, and how that representation process works.
  
- The Denver Regional Council of Governments (DRCOG) is a COG that also provides additional services beyond transportation to their COG members, and the TPR area extends beyond their urban area to cover the entire COG area, including the rural portions of Adams and Arapahoe Counties, as well as all of Clear Creek and Gilpin Counties.
  - DRCOG assists the non-MPO portions of the COG (TPR) with transportation planning.
  
- For the other large MPOs:
  - The Pikes Peak Area Council of Governments (PPACG) is a COG that includes rural membership where services such as the Area Agency on Aging is included, but transportation planning is managed by a separate TPR group (Central Front Range TPR).
  - The North Front Range MPO is different than either of those structures- the MPO is not a COG, and the TPR covers only the urban MPO area, with transportation planning responsibilities in rural Weld and Larimer Counties being covered by the Upper Front Range TPR.





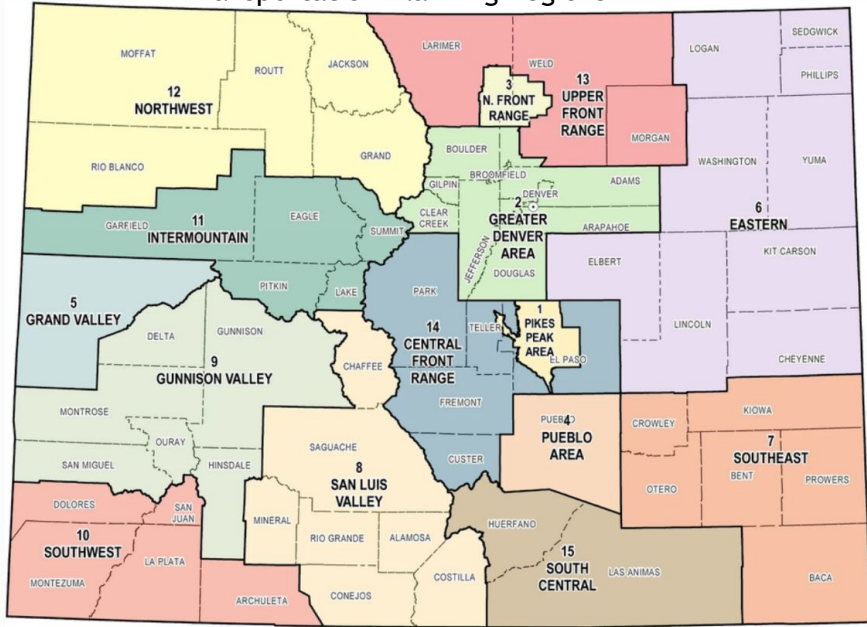
# Observations





# Data Observations: TPRs and COGs

Transportation Planning Regions



COLORADO PLANNING AND MANAGEMENT REGIONS







# Data Observations: DRCOG

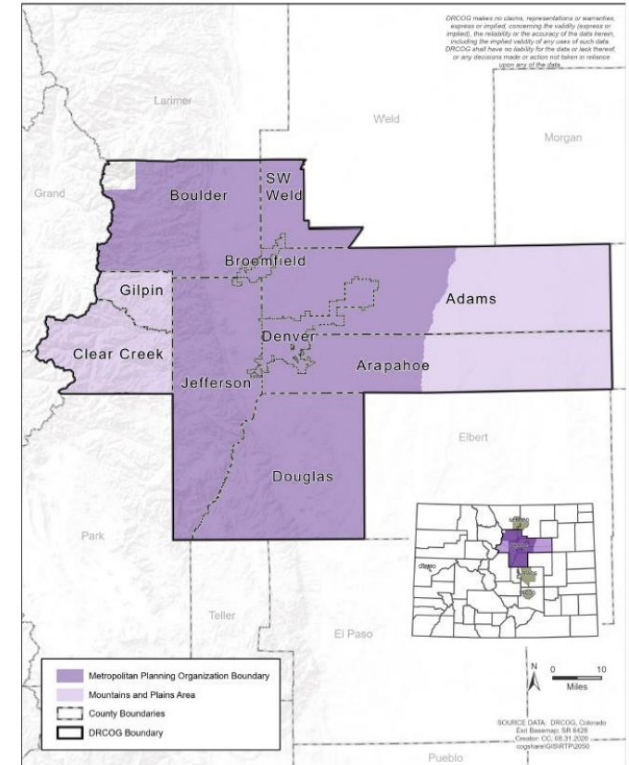
## An MPO, a COG, a TPR (RPC), and More

According to the DRCOG Website

### DRCOG...

- Is a **Council of Governments**, serving as a planning organization, technical assistance provider and forum for visionary local member governments.
- Functions as a **Regional Planning Commission** per Colorado state statute and prepares the plan for the physical development of the region, known as Metro Vision.
- Is the federally designated **Area Agency on Aging (AAA)**.
- Serves as the **Metropolitan Planning Organization (MPO)** for the region.

<https://drcog.org/> (about DRCOG)

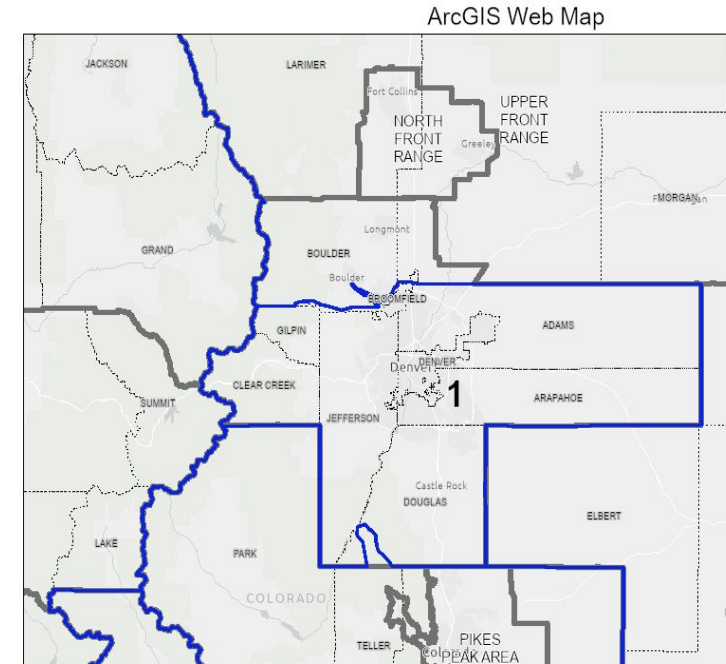


<https://drcog.org/> (UPWP doc)



# Data Observations: Region 1 & DRCOG

Adams County	All in R1, All in DRCOG
Arapahoe County	All in R1, All in DRCOG
Boulder County	All* in R4, All in DRCOG
Broomfield County	All in R1, All in DRCOG
Clear Creek County	All in R1, All in DRCOG
Denver County	All in R1, All in DRCOG
Douglas County	Most in R1, All in DRCOG
Jefferson County	All in R1, All in DRCOG
Gilpin County	All in R1, All in DRCOG
Weld County	All in R4, Piece in DRCOG



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- CDOT Engineering Regions
- Transportation Planning Regions (TPR)
- County Boundaries



# Data Observations: DRCOG in Relation to STAC and Other TPRs

HB 1101 requires CDOT to look at representation on STAC, but also requires that we maintain 10 rural TPRs.

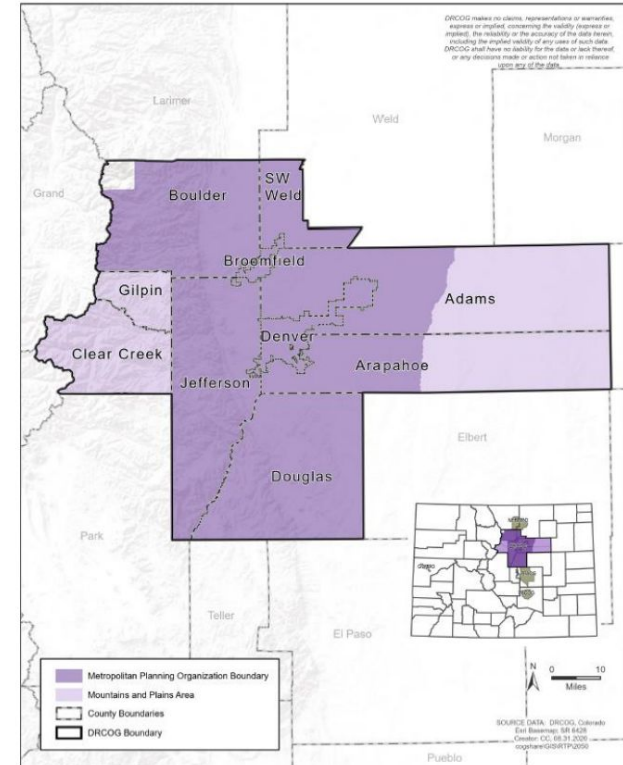
- DRCOG has 1 of 17 votes at STAC (including the two tribes).
- It also has:
  - 56% of the state's population.
  - 50% of the Daily VMT.
  - 13% of the Centerline Miles.
  - 21% of the On-System Lane Miles.

Geography	2021 Population	2021 On-System Daily VMT	2021 On-System Centerline (CL) Miles	2021 On-System Lane Miles
Central Front Range TPR	104,470	2,175,656	489.0	1,067.4
Eastern TPR	83,788	3,929,560	1,414.9	3,286.8
Grand Valley TPR	154,685	2,276,219	265.5	751.2
Greater Denver Area TPR	3,299,015	45,091,639	1,210.7	4,433.7
Gunnison Valley TPR	104,104	2,291,995	687.7	1,507.3
Intermountain TPR	172,844	6,517,755	540.7	1,520.3
North Front Range MPO	518,412	5,402,698	216.2	689.3
Northwest TPR	61,638	1,859,260	805.9	1,665.4
Pikes Peak Area TPR	713,984	7,014,085	169.1	640.7
Pueblo Area TPR	167,453	2,810,737	246.5	721.6
San Luis Valley TPR	65,548	2,091,261	685.1	1,447.5
South Central TPR	21,318	1,314,491	411.0	970.0
Southeast TPR	47,443	1,282,980	750.1	1,591.3
Southwest TPR	97,842	2,468,527	496.2	1,108.9
Upper Front Range TPR	110,632	4,312,785	685.0	1,677.4
<b>COLORADO</b>	<b>5,814,707</b>	<b>90,839,648</b>	<b>9,073.2</b>	<b>23,078</b>



# Data Observations: DRCOG & Eastern Adams and Arapahoe Counties

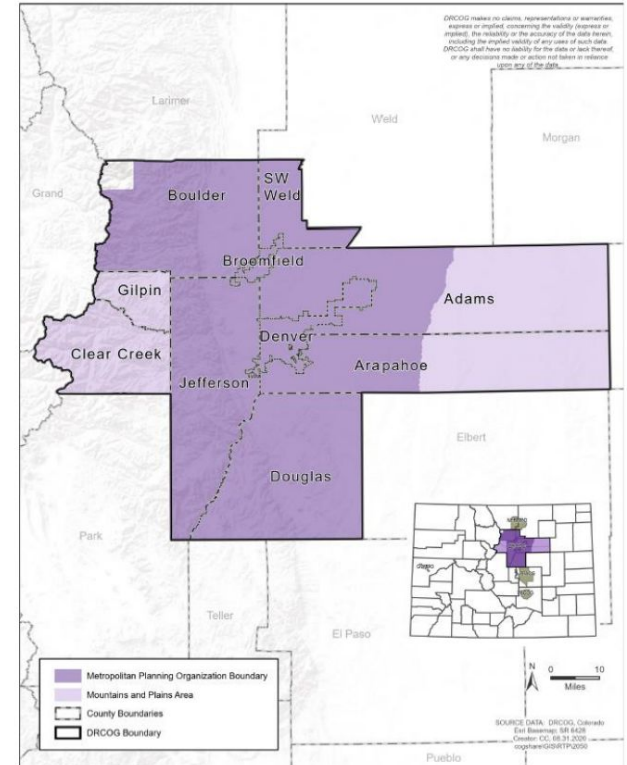
- Most of the data CDOT has been drawing from for this study has been at the county or TPR level, making it difficult to assess the data related to the “split counties” within the DRCOG counties.
- Generally speaking, CDOT sees value in “keeping counties together” rather than “splitting them apart” - and has received public comment in support of that during this study process.





# Data Observations: DRCOG & Clear Creek & Gilpin Counties

- Some maps and data indicate that Clear Creek and Gilpin Counties do not closely resemble the rest of DRCOG.
- Statistics such as County-
  - Population
  - Direct Travel Spending
  - Crash Statistics
  - Movement of Goods
  - Air Quality & Ozone Nonattainment
  - Disproportionately Impacted Communities
  - Commute Patterns-
  - Highlight the differences between the urban and more rural parts of DRCOG



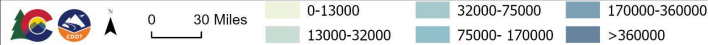
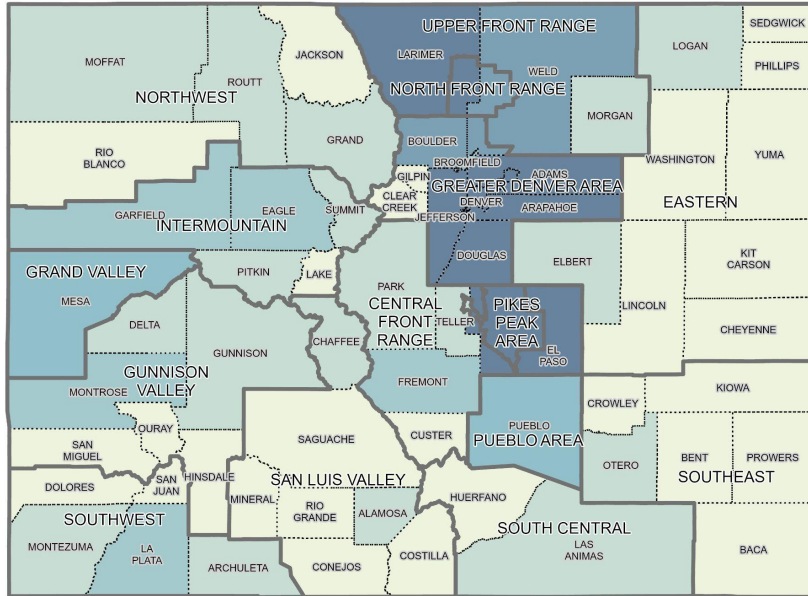




# Data Observations: DRCOG & Clear Creek & Gilpin Counties

TPR Boundary Analysis - 2021 Population by County

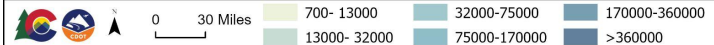
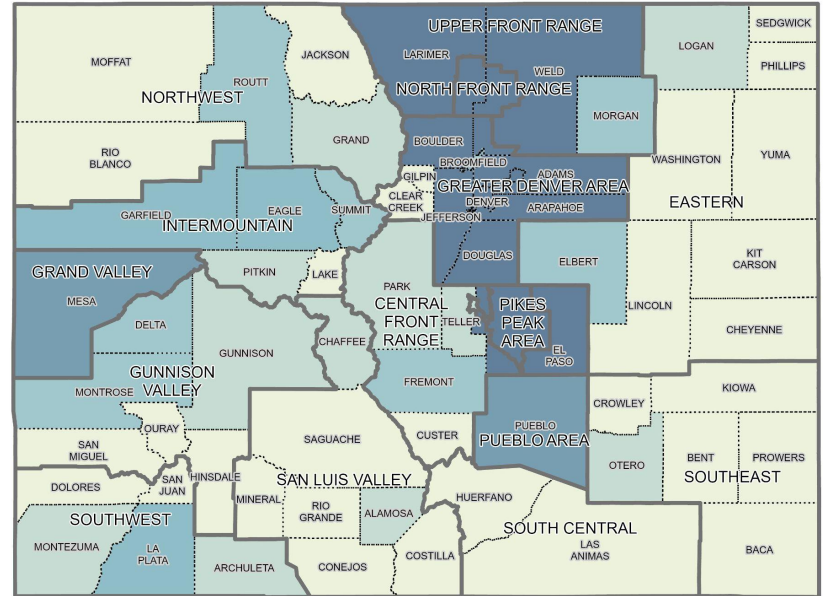
Statutory Requirement: Population Trends



Source: US Census 2021

TPR Boundary Analysis - 2050 County Population Projection

Statutory Requirement: Population Trends



Source: DOLA 2022

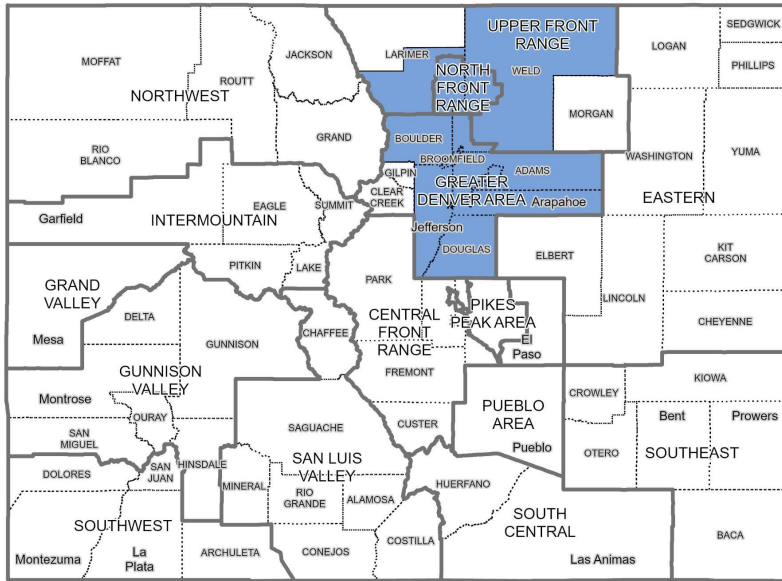




# Data Observations: DRCOG & Clear Creek & Gilpin Counties

TPR Boundary Analysis - Ozone Nonattainment

Statutory Requirement: Levels of Air Pollutants

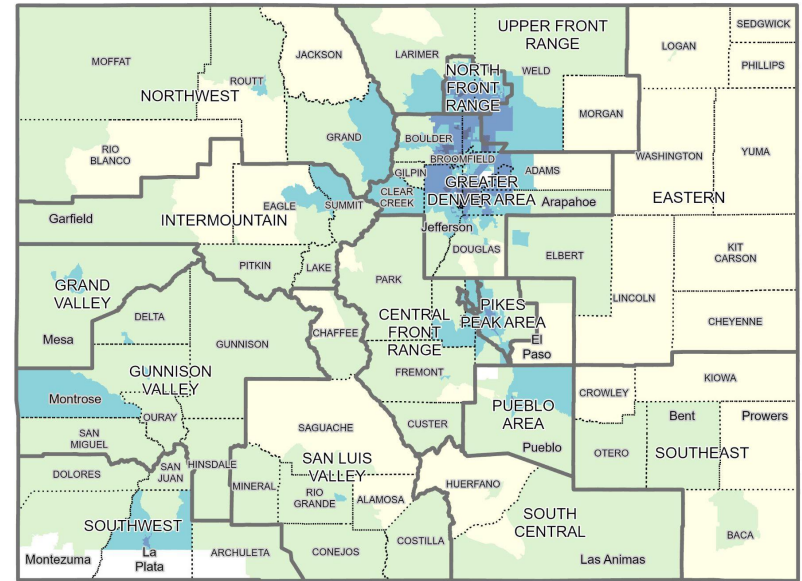


■ Ozone Nonattainment

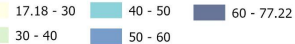
Source: CDOT 2021

TPR Boundary Analysis - EnviroScreen Air Quality Measures

Statutory Requirement: Levels of Air Pollutants



0 30 Miles



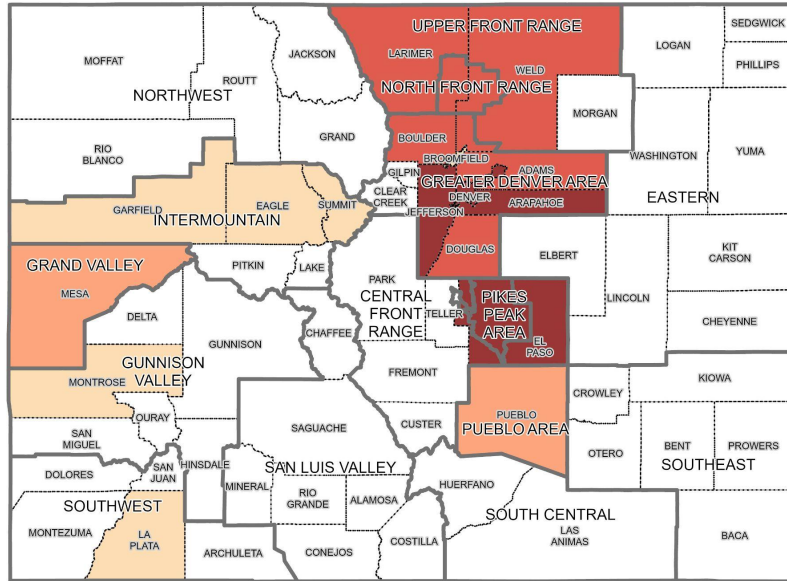
Data reflects the Pollution and Climate Burden Score

Source: CDOT 2021



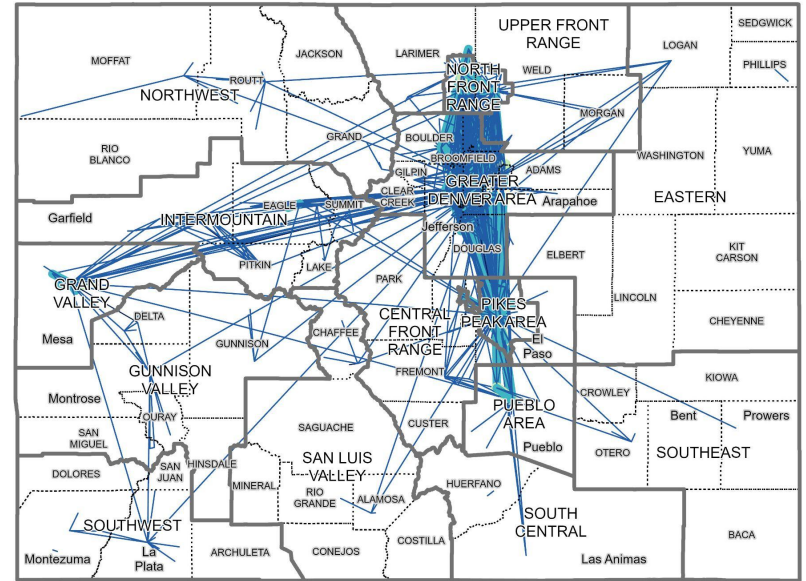
# Data Observations: DRCOG & Clear Creek & Gilpin Counties

TPR Boundary Analysis - Commuters from Out of County  
Statutory Requirement: Commuting



Source: Census 2021  
Data Represents  
Commuting Flow into the  
County

TPR Boundary Analysis - Commuter Origin and Destination (100+ Commuters)  
Statutory Requirement: Commuting



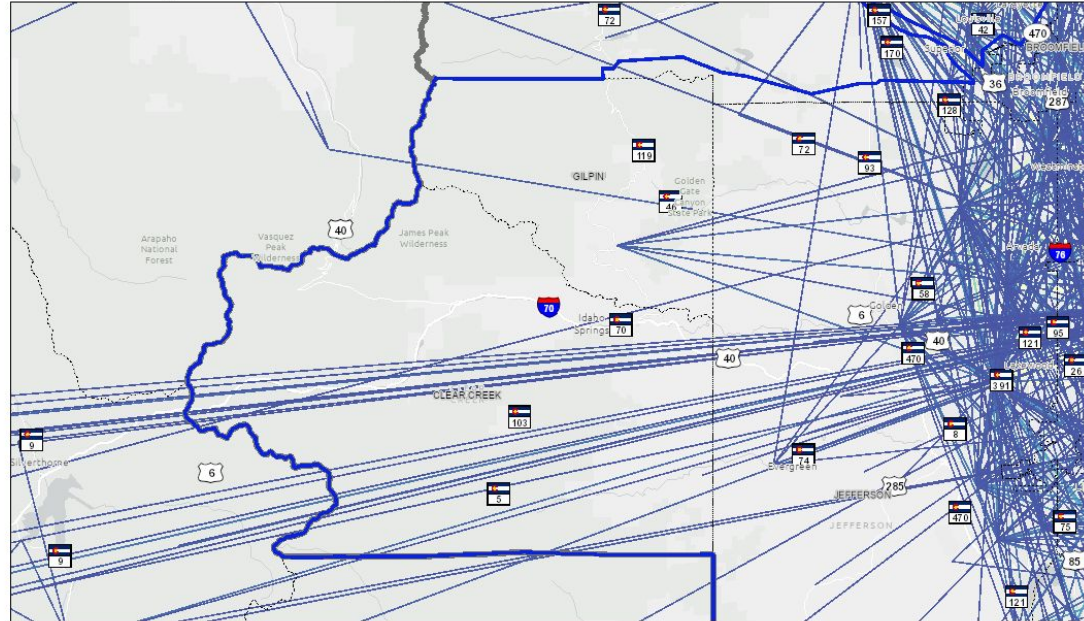
Source: US Census 2019





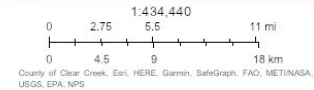
# Data Observations: DRCOG & Clear Creek & Gilpin Counties

Region 1 Commuter Origin and Destination Gilpin and Clear Creek Counties



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- Highways for Anno
- CDOT Engineering Regions
- Transportation Planning Regions (TPR)
- County Boundaries
- Commuter Origin and Destination (100+ Commuters)
- 10,000
- 100,000
- 100
- 100
- 1,000
- 5,000







# Next Steps for the TPR Study

- The first round of statewide public meetings will continue through August 3rd, 2023
- We will continue to collect and analyze data received from the survey responses through August 31st when it closes
- Staff will begin to develop recommendations following the first round of public meetings and analysis of survey results in August/September
- We expect to have another series of public meetings in the fall to provide you our draft recommendations
- We will finalize the study in November and present our final findings by November 30th, 2023

## Do You Have Additional Ideas or Thoughts to Share?

Any additional comment can be sent to: [Melissa.Lewis@state.co.us](mailto:Melissa.Lewis@state.co.us)

Please continue to fill out the [survey](#)



# Links and Resources

We will be posting updates and this presentation here:

<https://www.codot.gov/programs/planning/planning-partners/tpr-mpo>

## Other helpful resources:

- [Mapping Tool](#)
- [Survey](#)
- [TPR Information](#)
- [TPR At a Glance](#)
- [TPR CDOT Website](#)
- [Public Meeting Registration and Minutes](#)
- [Statewide Transportation Plan](#)
- [CDOT Engineering Region Information](#)
- [Rural Planning Guide](#)
- [HB23-1101: The Ozone Season Transit Grant Program Flexibility bill](#)
- [DRCOG Website](#)
- [CDOT Planning Process](#)



# Questions?

