

**COLORADO**  
Department of Transportation

# HB23-1101 TPR Study

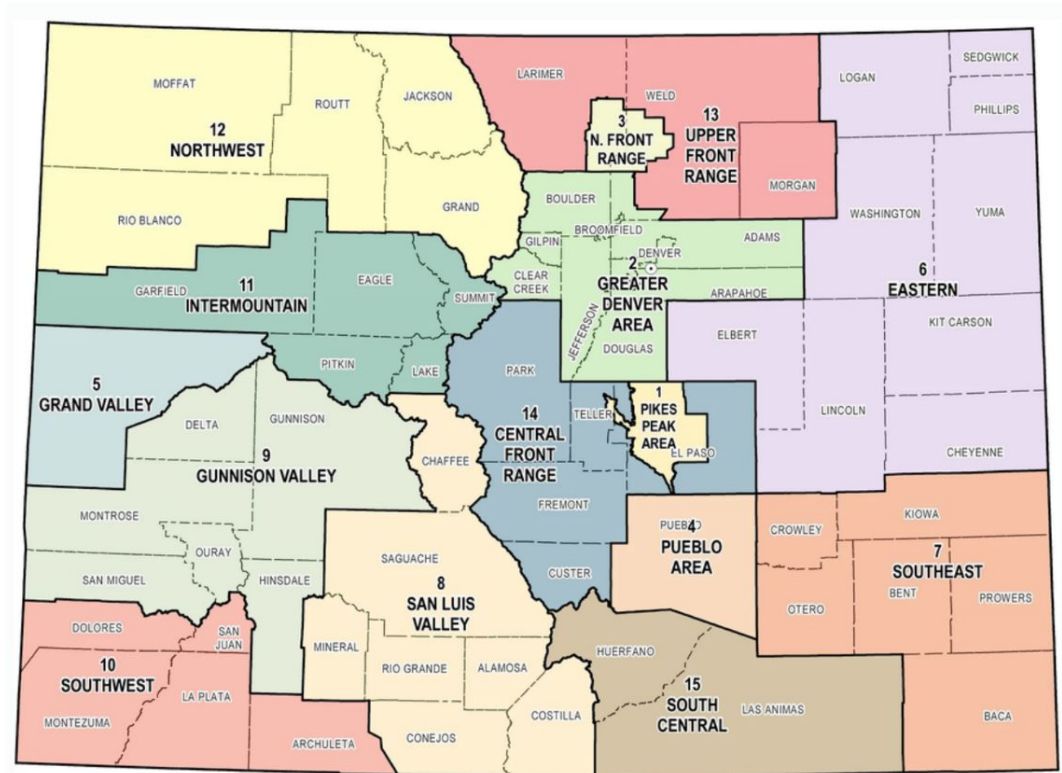
Region 2 Public Meeting

August 1, 2023



# Agenda

1. Introductions
2. Introduction to HB23-1101
3. TPR 101 - What TPRs are and their role in the planning process
4. TPR Governance Analysis
5. Region TPR Specific Observations
6. Next Steps, Q & A and Public Comment
7. Statewide and Region Maps and 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.
- Assisted 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 a 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”.



# Central Front Range TPR

## ➤ Contents of IGA

- Determines how chairpersons are elected, how funds are spent, and record keeping
- Establishes that each member county/municipality has one member on the TPR board
- Provides that the Chairperson is elected and serves a term of one year. This person is the STAC rep or can designate a STAC rep.
- Provides the TPR can contract and spend/receive funds.
- Provides for termination of IGA six months after written notice or when all parties agree unless they have a grant contract with the State, in which case the State must approve the termination and come to terms for completing the subject project.
- IGA can be changed at any time if all parties agree.
- El Paso County's 2019 Board Resolution approving the IGA designates the County Engineer or their designee as their TPR rep.

## ➤ Bylaws

- Bylaws were updated in 2017 and contain the information we would hope to see in bylaws.

## ➤ Website

- Information for how and when to attend meetings is on their website (this information is limited to providing an email to access the information).
- Located on UAACOG website but is not easy to find



# South Central TPR

## ➤ Documentation

- 1993 notice to the Colorado Department of Transportation stating the formation of the South Central Transportation Planning Region RPC and designation of Huerfano-Las Animas Area Council of Governments (HLAACOG)
- This is not quite an IGA or MOA, but includes the 1975 HLAACOG Articles of Association

## ➤ Articles of Association

- Article IV.3.c. provides that HLAACOG acts as the Regional Planning Council.
- Members include a member of the Board of County Commissioners for any member county and one elected member of each member municipality for one year terms, and addresses vacancies
- Each member gets one vote. They vote on three officers: Chair, Vice Chair, and Secretary-Treasurer.
- Meetings are quarterly at a minimum. Three members are a quorum and votes are a simple majority. Proxies are ok.
- Articles say they shall adopt bylaws but we were not able to find them.
- HLAACOG is SCCOG's official name but they use SCCOG when conducting business



## ➤ IGA

- Provides each member has one representative on the TPR board.
- Provides the TPR can contract and spend/receive funds.
- Provides for termination of IGA six months after written notice or when all parties agree unless they have a grant contract with the State, in which case the State must approve the termination and come to terms for completing the subject project.

## ➤ MOU

- MOU with SECED - this MOU differs from the others in that it creates Southeast TPR within SECED rather than contracting with SECED.
- Can terminate six months after written notice, will act on TPR behalf, follow all laws, etc.

## ➤ Website

- SECED website lists 2019 Board of Directors - calendar lists board meetings, but it is unclear if those are TPR meetings. Nothing on quorum, voting, officers, etc.

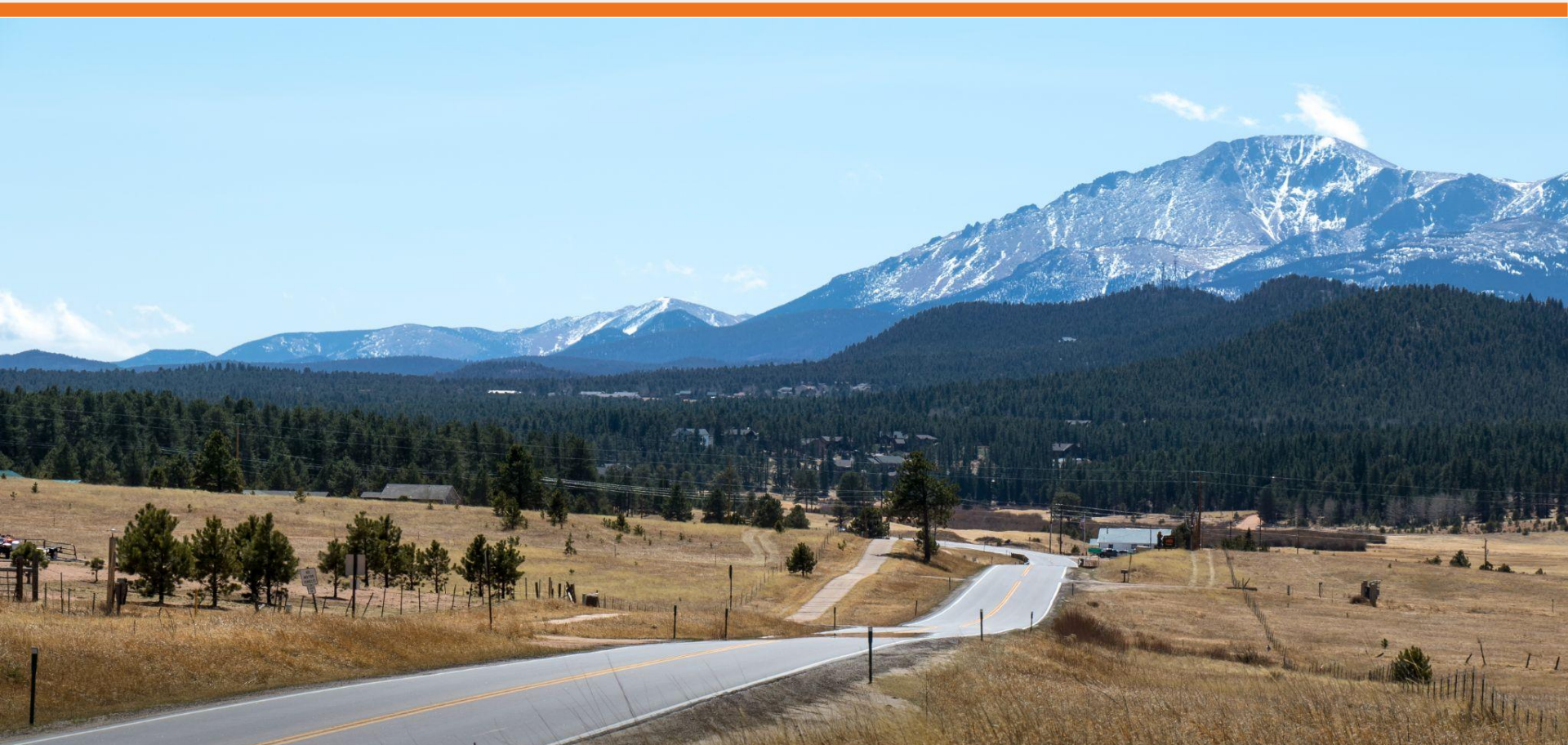


# Region 2's Metropolitan Planning Organizations

- 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 **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 **Pueblo Area Council of Governments (PACOG)** is a COG that also includes rural membership, and the COG also manages the rural transportation planning functions in Pueblo County.



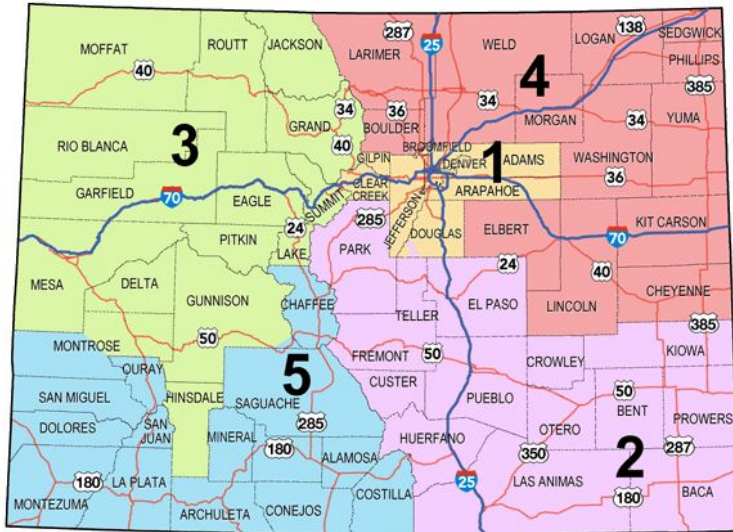
# Observations





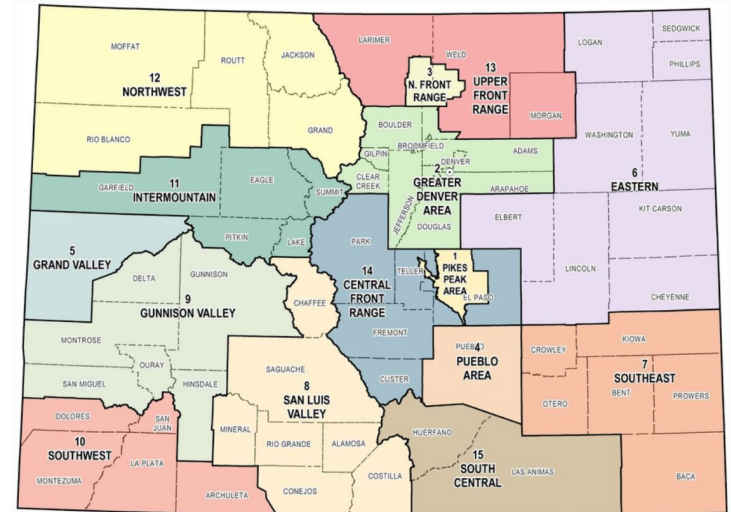


# Data Observations: Region 2



- Region 2 is the only CDOT Region with 2 MPOs (PPACG and PACOG).
- Additionally, with 3 other TPRs, Region 2 has the most TPRs with 5, which is  $\frac{1}{3}$  of the statewide total.

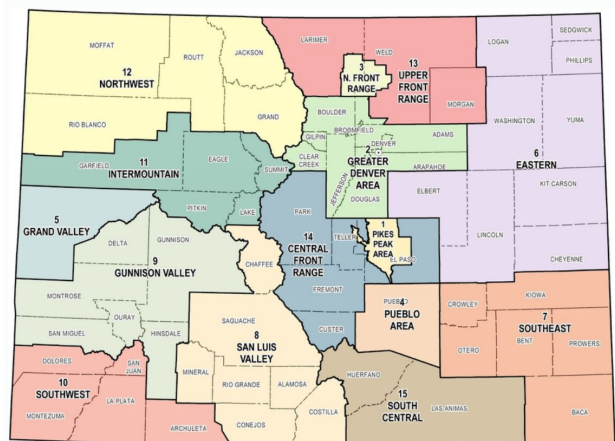
The TPR study will not be making recommendations to change CDOT Region boundaries.





# Data Observations: Council of Governments Boundaries

- Southeast TPR, South Central TPR, and the Pueblo Area Council of Governments have boundaries that match up with their COG. Not all TPRs have those matching boundaries, but it can help.





# Observations: Southeast and South Central TPRs

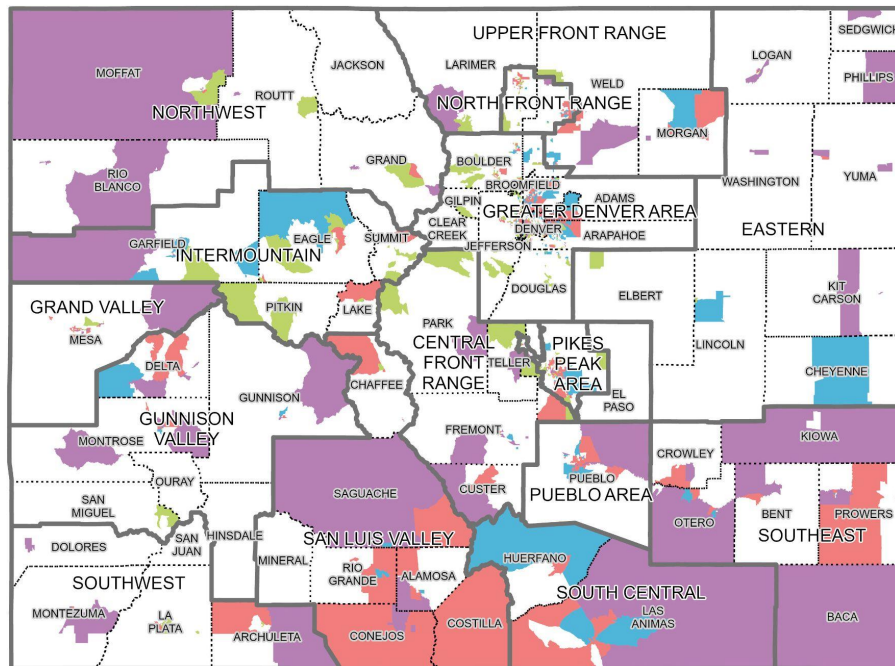
- South Central TPR
  - Just 2 counties and 5 member governments, making it the smallest TPR in those categories.
  - Smallest TPR in terms of population.
- Southeast TPR
  - Second smallest TPR by population.
  - Only TPR with negative population growth since 1990.
- Added together the two TPRs still would be the third smallest TPR by population, and still be less than half the size of than the Intermountain TPR, the largest TPR with a population of 172,844.
- Population data trends looking to 2050 show similar results.

Geography	1990 Population	2021 Population
<b>South Central TPR</b>	<b>19,776</b>	<b>21,318</b>
Huerfano	6,004	6,945
Las Animas	13,772	14,634
<b>Southeast TPR</b>	<b>48,617</b>	<b>47,443</b>
Baca	4,526	3,489
Bent	5,027	5,722
Crowley	3,929	6,016
Kiowa	1,688	1,452
Otero	20,210	18,555
Prowers	13,237	11,978



# Observations: Southeast and South Central TPRs Disproportionately Impacted Communities

TPR Boundary Analysis - Disproportionately Impacted Communities  
 Statutory Requirement: Disproportionately Impacted Communities



0 30 Miles

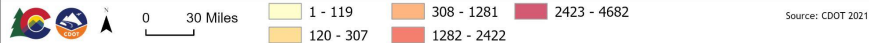
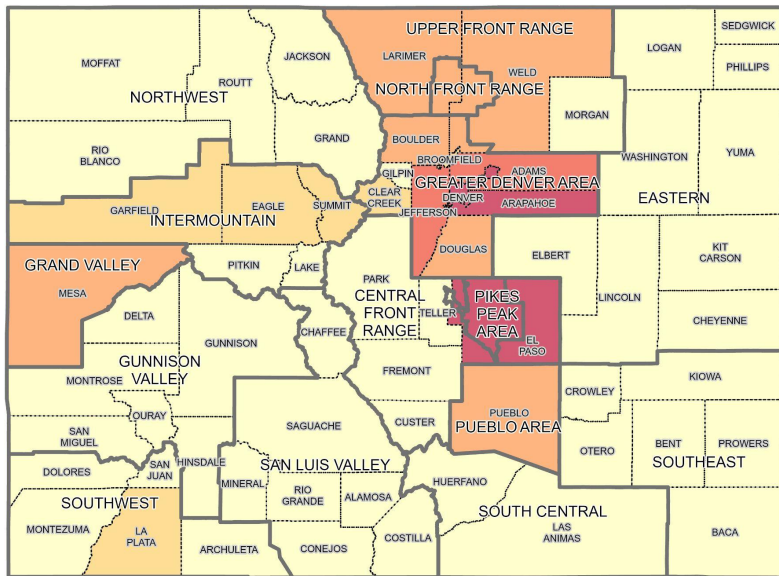
- More than one category
- Housing Burden
- People of Color
- Low Income

Source: CDPHE 2021

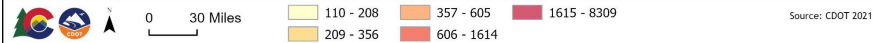
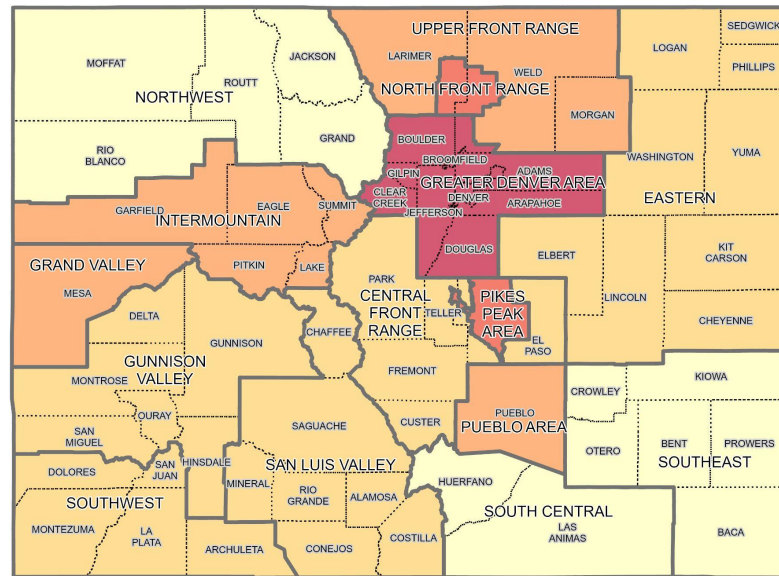


# Observations: Southeast and South Central TPRs Vehicle Crashes

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



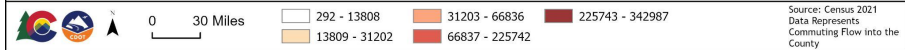
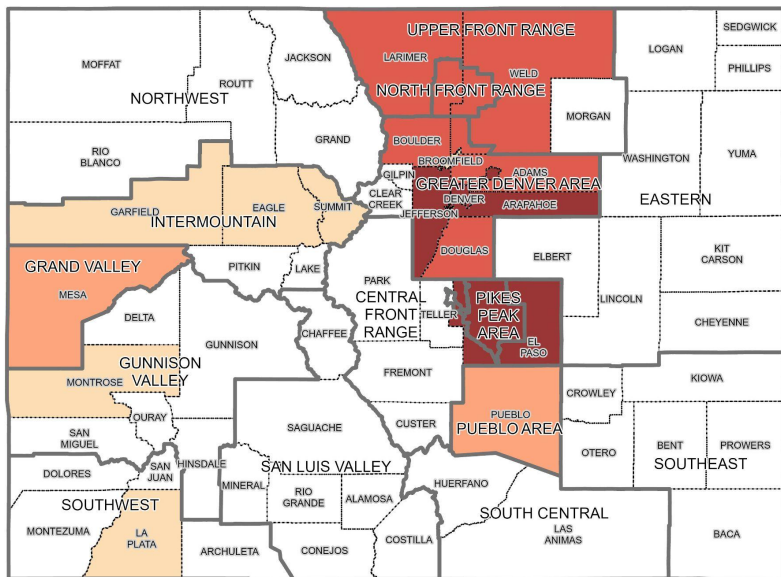
TPR Boundary Analysis - Vehicle Crashes by TPR  
Statutory Requirement: Safety and Management Considerations



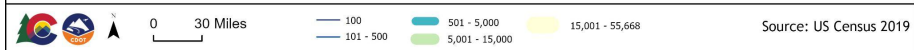
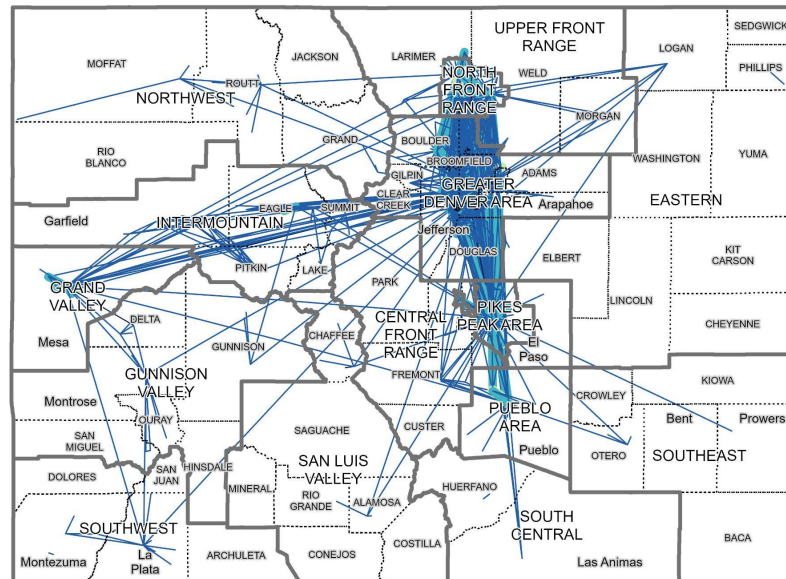


# Observations: Southeast and South Central TPRs Travel Patterns

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



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



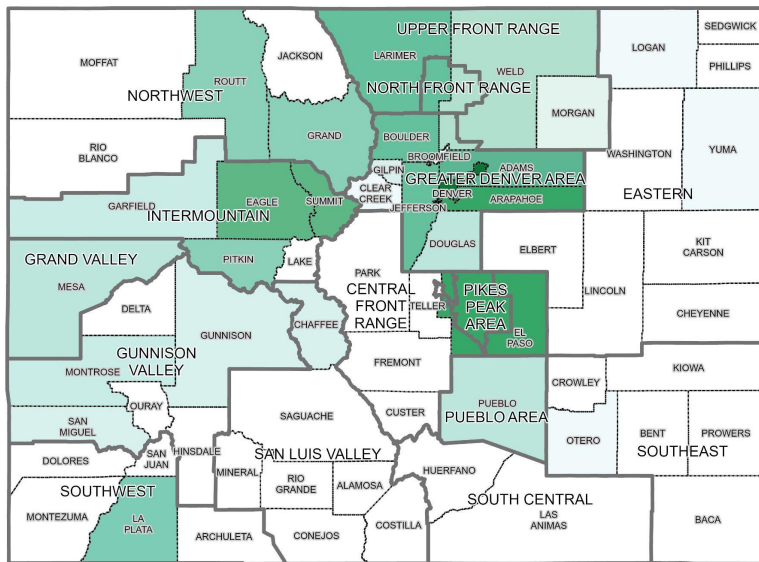


# Observations: Southeast and South Central TPRs

## Travel Spending and Movement of Goods

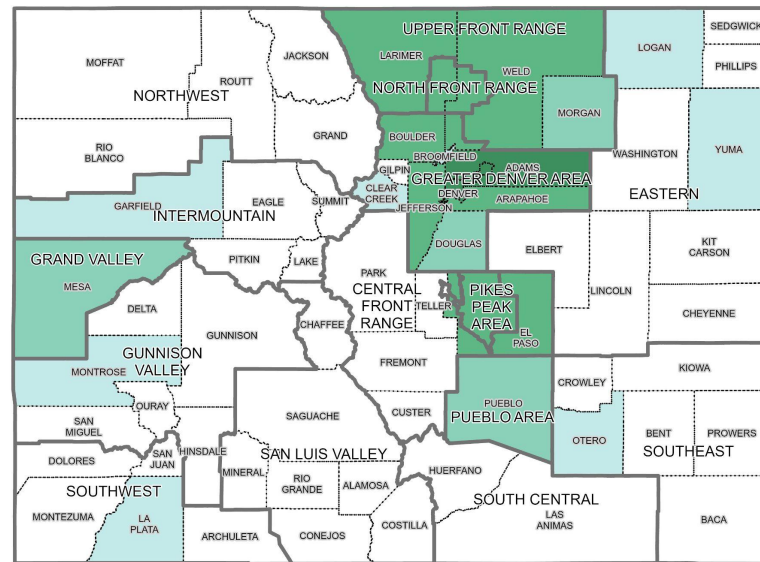
TPR Boundary Analysis - County Level Tourism Statistics (Direct Travel Spending)

Statutory Requirement: Tourism Impacts



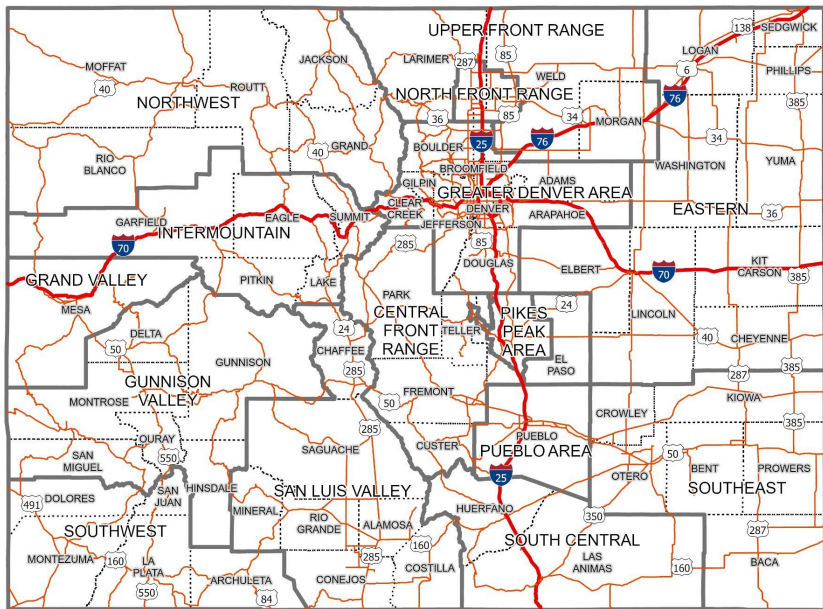
TPR Boundary Analysis - County Level Movement of Goods

Statutory Requirement: Freight Movement

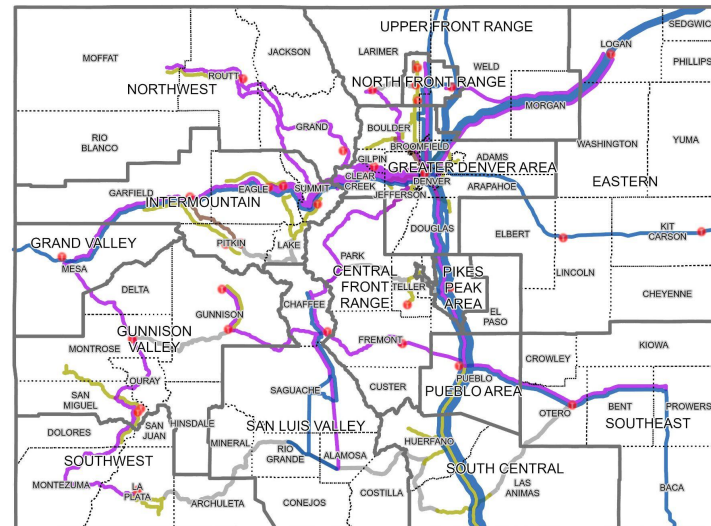




# Observations: Southeast and South Central TPRs Highway and Transit Corridors



TPR Boundary Analysis - Colorado Transit Network  
Statutory Requirement: Transit Corridors



0 30 Miles  
Local Transit Systems Intercity Bus Routes Regional Bus Routes  
Bus Rapid Transit Bustang/Outrider Transit Gaps

Source: CDOT 2021





# Data Observations: PPACG and CFR TPR

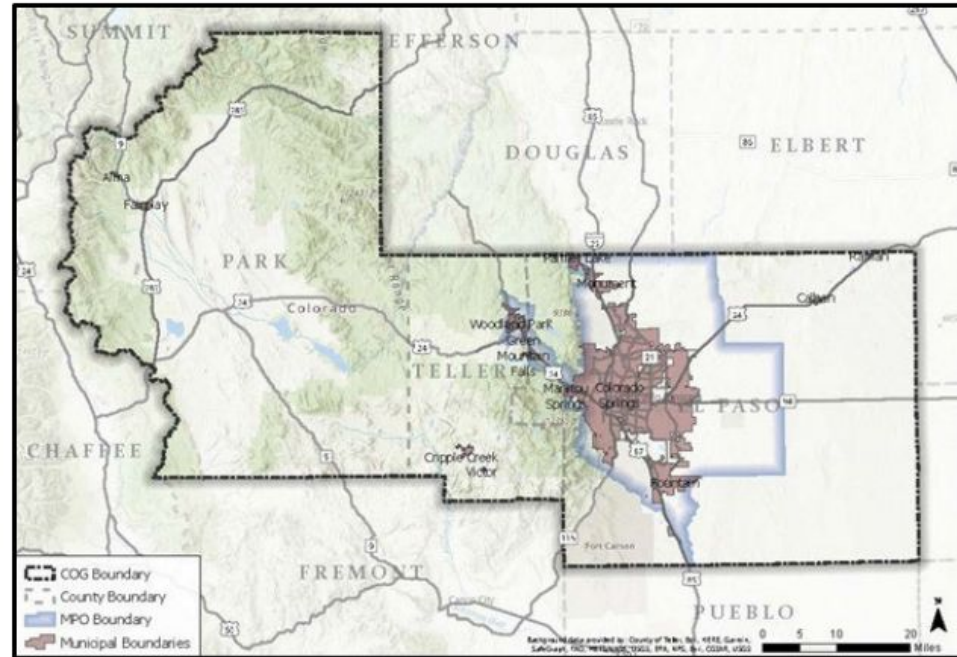
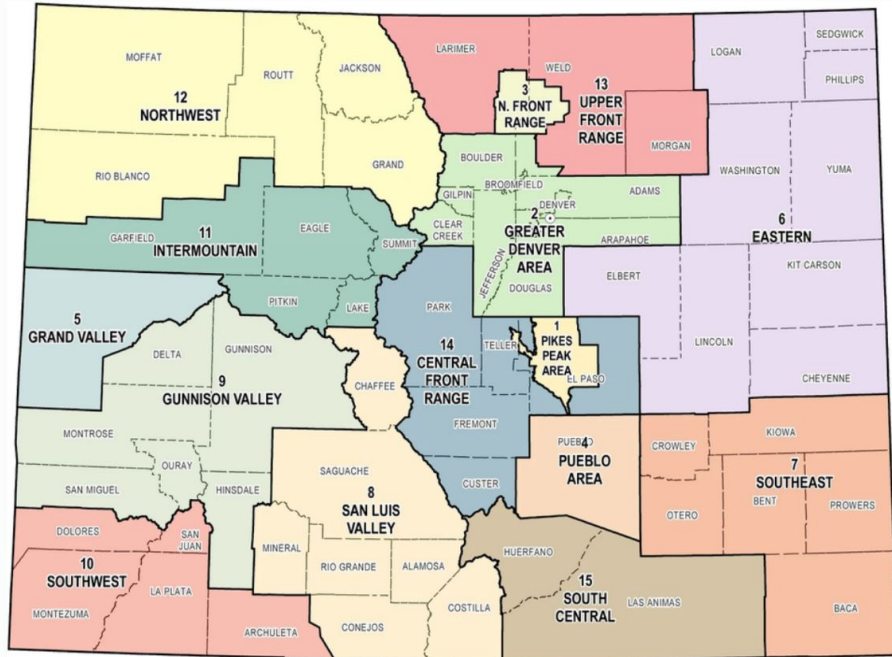


Figure 1: COG and MPO Boundaries

<https://www.ppacg.org/>



# Data Observations: PPACG

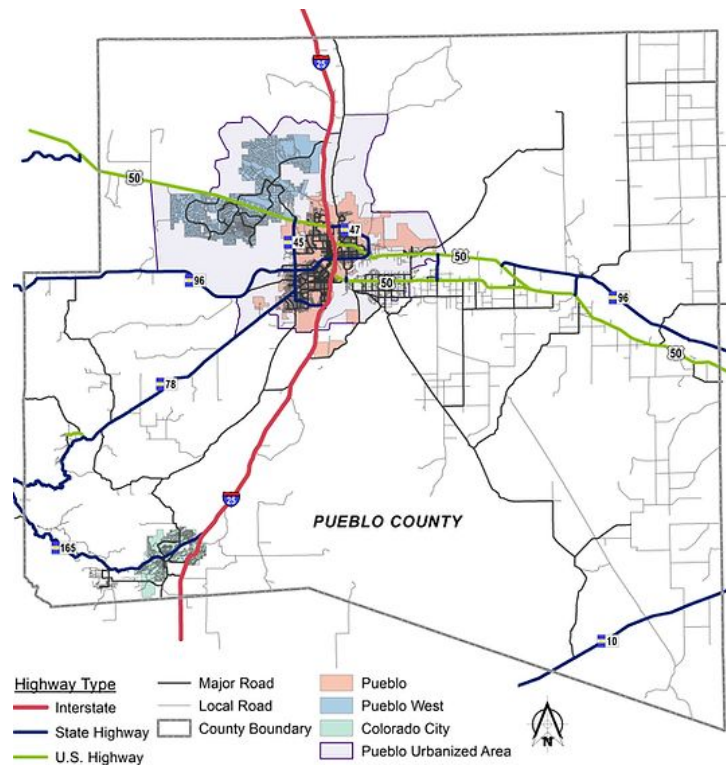
Geography	2021 Population	2021 On-System Daily VMT
Central Front Range TPR	104,470	2,175,656
Eastern TPR	83,788	3,929,560
Grand Valley TPR	154,685	2,276,219
Greater Denver Area TPR	3,299,015	45,091,639
Gunnison Valley TPR	104,104	2,291,995
Intermountain TPR	172,844	6,517,755
North Front Range MPO	518,412	5,402,698
Northwest TPR	61,638	1,859,260
Pikes Peak Area TPR	713,984	7,014,085
Pueblo Area TPR	167,453	2,810,737
San Luis Valley TPR	65,548	2,091,261
South Central TPR	21,318	1,314,491
Southeast TPR	47,443	1,282,980
Southwest TPR	97,842	2,468,527
Upper Front Range TPR	110,632	4,312,785
<b>COLORADO</b>	<b>5,814,707</b>	<b>90,839,647</b>

Geography	2021 On-System Centerline (CL) Miles	2021 On-System Lane Miles
Central Front Range TPR	489.0	1,067.4
Eastern TPR	1,414.9	3,286.8
Grand Valley TPR	265.5	751.2
Greater Denver Area TPR	1,210.7	4,433.7
Gunnison Valley	687.7	1,507.3
Intermountain TPR	540.7	1,520.3
North Front Range MPO	216.2	689.3
Northwest TPR	805.9	1,665.4
Pikes Peak Area TPR	169.1	640.7
Pueblo Area TPR	246.5	721.6
San Luis Valley TPR	685.1	1,447.5
South Central TPR	411.0	970.0
Southeast TPR	750.1	1,591.3
Southwest TPR	496.2	1,108.9
Upper Front Range TPR	685.0	1,677.4
<b>COLORADO</b>	<b>9,073.2</b>	<b>23,078.4</b>



# Data Observations: A Note About PACOG

- Like the Grand Valley MPO and Mesa County, Pueblo and Pueblo County is a single county TPR with the MPO contained within that county.
- While no recommendations have been considered yet, neither the data nor public input has revealed any observations that would cause CDOT staff to consider recommending changes at this time.





# Next Steps for the TPR Study

## Study Process/Next Steps

- The first round of statewide public meetings will continue through August 3rd, 2023
- We plan to continue collecting and analyzing 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
- Later in the Fall we expect to have another series of public meetings to provide you our draft recommendations
- We plan to finalize the study in November and present our final findings by November 30th, 2023

## Do You Have Additional Ideas/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](#)
- [CDOT Planning Process](#)
- [Statewide Transportation Plan](#)
- [CDOT Engineering Region Information](#)
- [Rural Planning Guide](#)
- [Central Front Range TPR Website](#)
- [South Central TPR Website](#)
- [Southeast TPR Website](#)
- [HB23-1101: The Ozone Season Transit Grant Program Flexibility bill](#)



# Questions?

