



**COLORADO**  
Department of Transportation

# HB23-1101 TPR Study

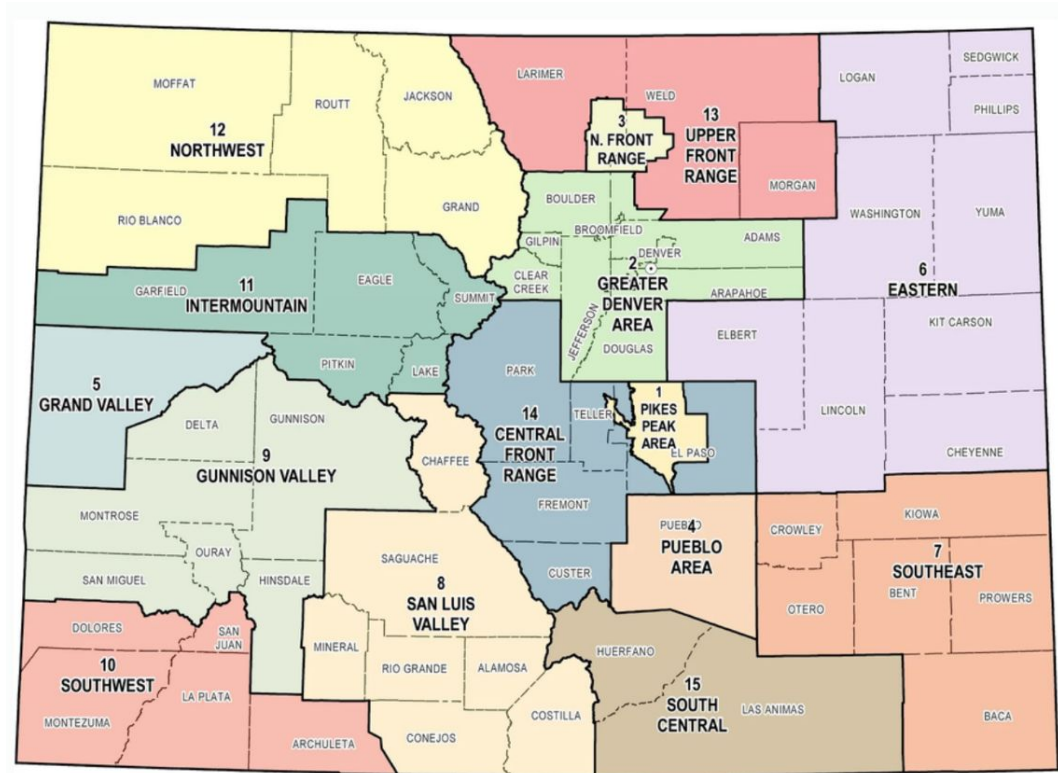
Region 3 Public Meeting

August 3, 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. 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.

- **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.
- **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, for example.
- **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”.





# Gunnison Valley TPR

## ➤ IGA

- Provides one representative to the TPR board per member, outlines the election of the chair who also serves as the STAC representative or can designate a representative.
- Can enter contracts to spend and receive funds.
- Any party can terminate six months after written notice or if all agree (same grant language as others).
- IGA can be modified at any time by agreement of all parties.
- GVTPR Committee: each board member appoints 1 rep and 1 alt, also chair and vice chair of each county transit advisory committee are rep and alt. Members are appointed annually in January and can serve unlimited one-year terms. One vote each, simple majority, chair breaks tie. Chair can be compensated by R10.

## ➤ Website

- According to [the website](#), the organization meets quarterly and sends out a monthly newsletter to member communities.
- The newsletters are archived on the website and contain meeting information for the upcoming board meetings.
- There does not appear to be a meeting schedule, agenda, or minutes posted on the R10 website.

## ➤ 2012 R10 Bylaws

- Includes purpose, membership, board membership, board appointment/removal process, term length, attendance requirements, 10 members required for quorum allowing vote, can proxy or vote electronically, simple majority vote, budget and bylaws amendment requires 2/3 approval.
- Each board member gets one vote. Elected officers are Chair, Vice Chair, Treasurer. They form the Exec Committee along with named others, including past Chair. Secretary can be staff.
- Meetings are annual or when needed with notice. Officer meetings noted. Minutes distributed to board.

## ➤ MOA

- MOA between the TPR and R10 states that R10 will provide administration and agrees to meet all legal obligations.
- This MOA can be terminated six months after written notice unless there is a grant contract in which case State approval is needed



# Intermountain TPR

## ➤ IGA

- Provides each member of the TPR has one representative on the board
- Provides that the TPR can contract, spend, and receive funds.
- Contains standard language that one party can terminate six months after written notice or the entire IGA can be terminated if all agree (unless grant contract).
- IGA can be amended at any time if all agree.
- The IGA we found is dated 1993. It does not appear that the organization used the updated IGA template in 2016-17.
- The IGA does not include officers, election information, quorum, or voting procedures

## ➤ Website

- Located on the Eagle County government website.
- It has contact information, links to planning documents, and recent meeting materials archived, but does not appear to have information about the next meeting

## ➤ Bylaws

- CDOT staff were unable to find bylaws



## ➤ IGA

- Provides that each member gets one primary representative to the board and one alternate; they can appoint a temporary replacement with 24 hours notice.
- Every representative gets one vote, but votes are weighted.
  - Votes are weighted so that every county has a total of two votes between the county and the municipalities. For example: Routt County has 1 full vote but Steamboat, Hayden, Oak Creek, and Yampa each have 0.25% of a vote to equal a second full vote for Routt County.
  - Simple majority wins. Chair breaks tie.
- Provides Chair and Vice Chair are elected to one year renewable terms, ideally they are the STAC representative and alternate.
- Provides that TPR can contract, spend & receive funds.
- Provides a party can terminate their membership six months after written notice or if all agree unless there is a grant contract, in which case the State must approve the termination.

## ➤ Website

- CDOT staff were unable to find a TPR specific website

## ➤ MOA

- 2022 MOA between the TPR and Steamboat Springs states that the City will provide administration and agrees to meet all legal obligations.
- This MOA can be terminated six months after written notice unless there is a grant contract in which case State approval is needed





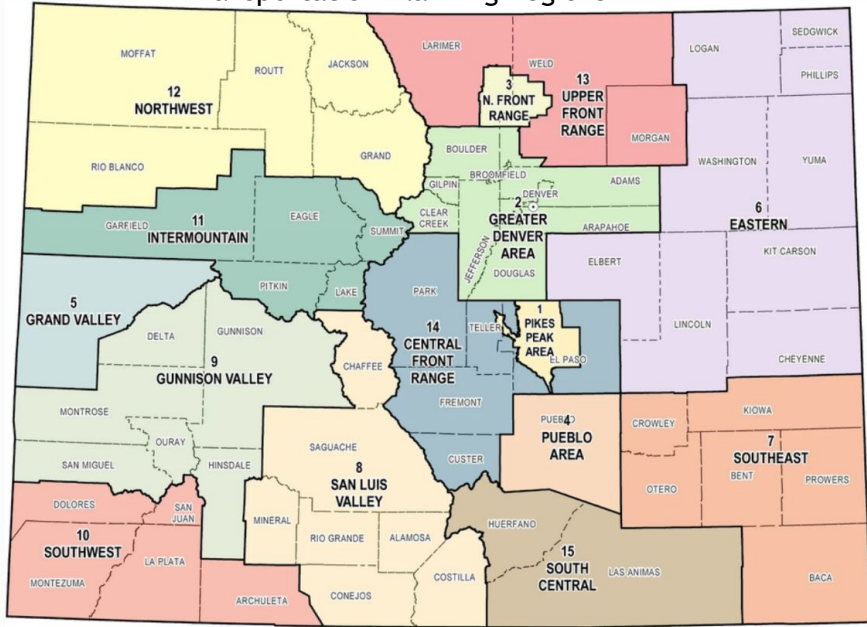
# Observations





# Data Observations: TPRs and COGs

Transportation Planning Regions



COLORADO PLANNING AND MANAGEMENT REGIONS

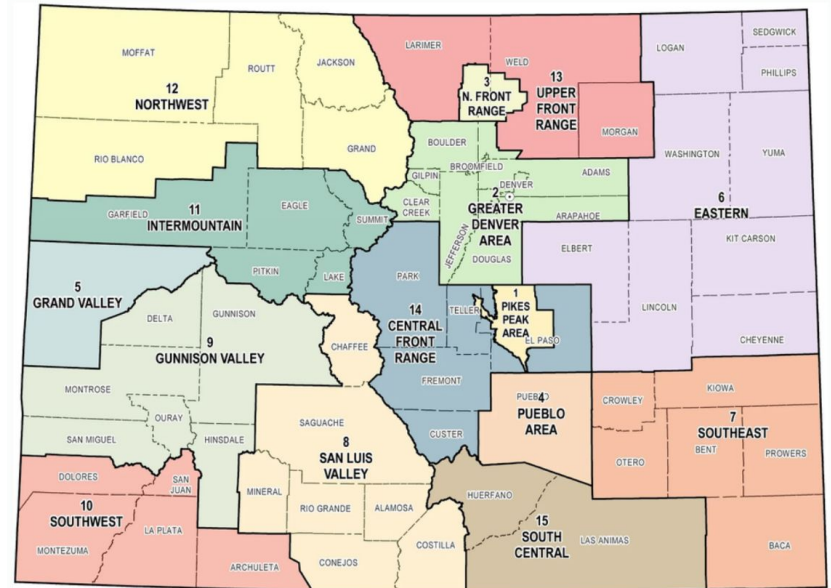




# Data Observations: Gunnison Valley, Montrose County and CDOT Regions

Gunnison Valley TPR is in two different CDOT Regions:

- Delta, Gunnison and Hinsdale Counties and half of Montrose County are Region 3.
- Ouray and San Miguel Counties and half of Montrose County are in Region 5.
- None of the data/mapping suggests an obvious change.
  - Grand Valley TPR is a relatively self-contained MPO/TPR consisting of Mesa County and the cities and towns therein.
  - Intermountain TPR already has the highest population and VMT of the rural TPRs.
  - Southwest TPR could be considered to accept Ouray, San Miguel and half of Montrose County, but the SWCOG's boundaries already match the TPR boundaries.



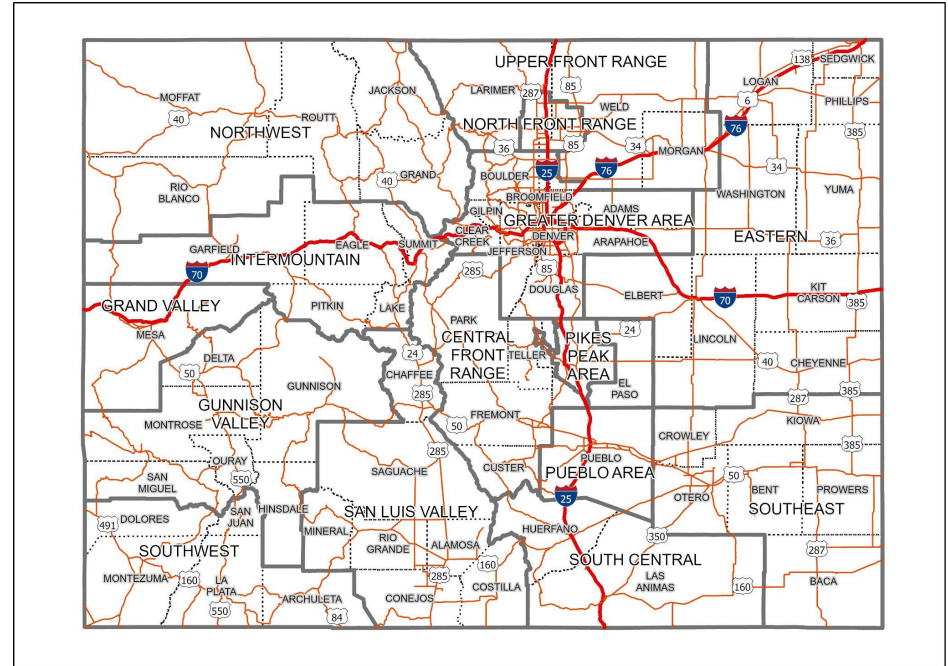
The TPR study will not be making recommendations to change CDOT Region boundaries.



# Data Observations: Northwest TPR

Northwest TPR is the only TPR in Region 3 that does not include I-70.

- Priority Corridors in the Northwest TPR include CO 13 and US 40.
- A shift to move counties from the Intermountain TPR to I-70 would likely result in current priorities in Northwest Colorado shifting to accommodate I-70 needs.
- Public comment to date has expressed significant concerns over that scenario.

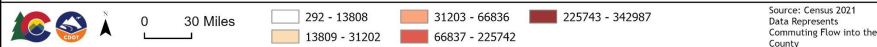
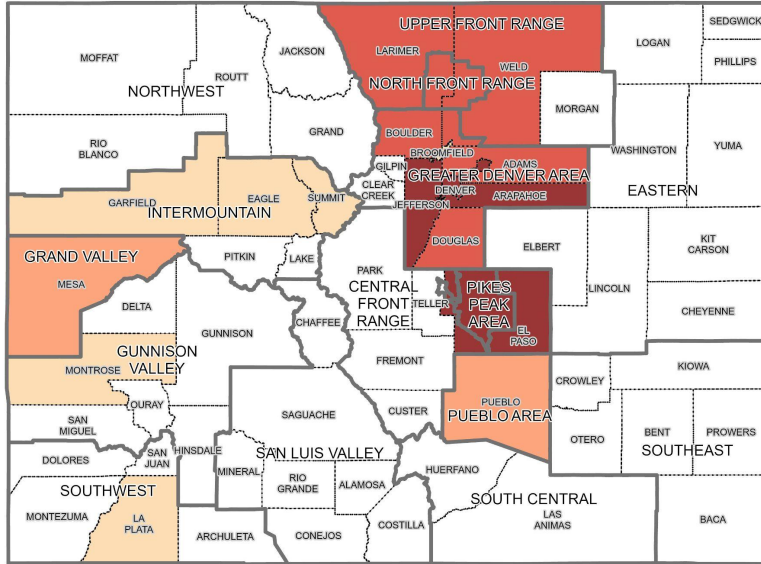




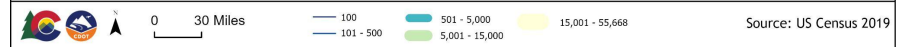
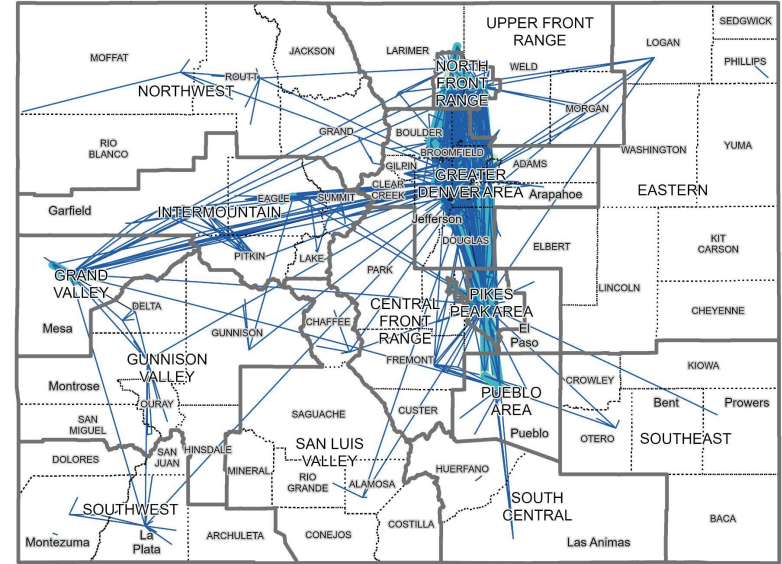


# Observations: Northwest TPR Commute Behavior

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



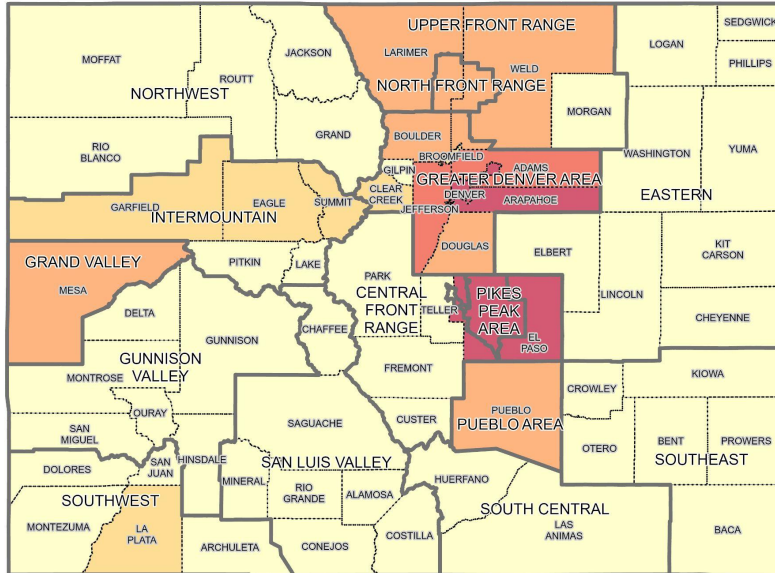
TPR Boundary Analysis - Commuter Origin and Destination (100+ Commuters)  
Statutory Requirement: Commuting



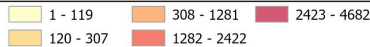


# Observations: Northwest TPR Vehicle Crashes and Safety

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

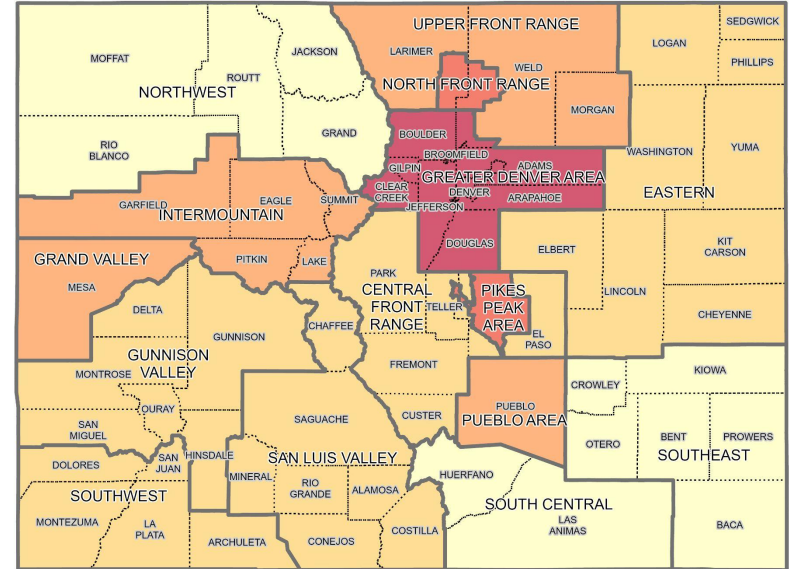


0 30 Miles

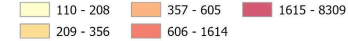


Source: CDOT 2021

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



0 30 Miles

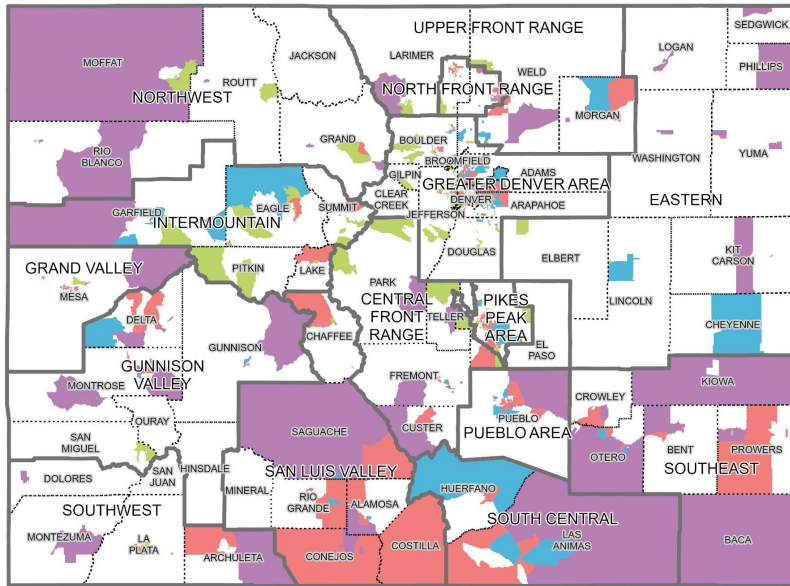


Source: CDOT 2021



# Observations: Northwest TPR DI Communities & Transit Connections

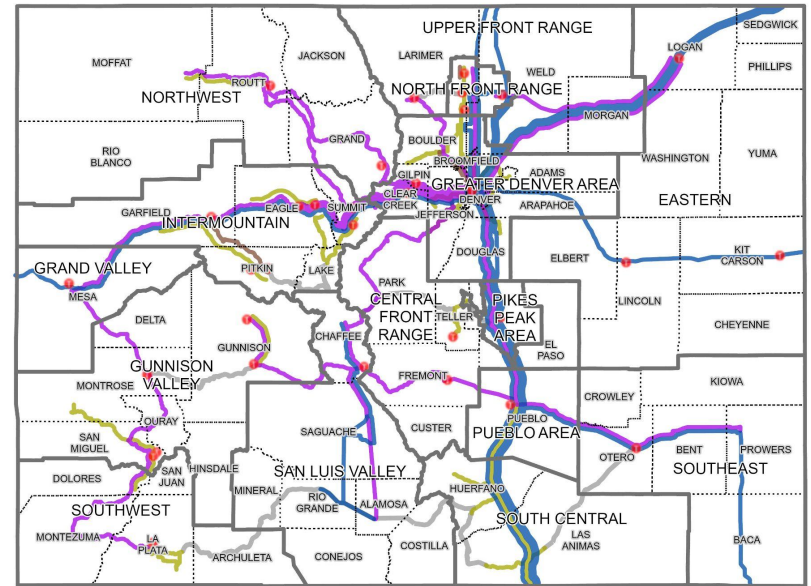
**TPR Boundary Analysis - Disproportionately Impacted Communities**  
Statutory Requirement: Disproportionately Impacted Communities



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

Source: CDPHE 2021

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



● Local Transit Systems  
— Intercity Bus Routes  
— Regional Bus Routes  
— Bus Rapid Transit  
— Bustang/Outrider  
— Transit Gaps

Source: CDOT 2021



# Data Observations: Intermountain TPR

Intermountain represents a large population and a large amount of travel.

- Has the highest population (by far) of any rural TPR.
  - Represents more people than even the Grand Valley and Pueblo MPOs.
  - Represents more people than the 3 smallest rural TPRs combined.
  - Represents 60% more people than the next largest rural TPR.
- Represents more highway travel than any other TPR, including MPOs, except for DRCOG and PPACG.
  - Represents 50% more VMT than the next closest rural TPR.

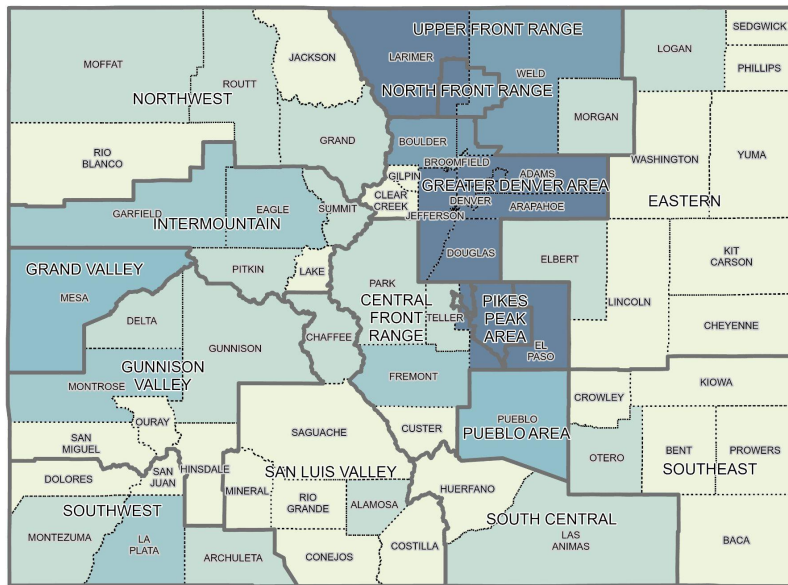
Geography	2021 Population	2021 On-System Daily VMT
Central Front Range TPR	104,470	2,175,656
Eastern TPR	83,788	3,929,560
Grand Valley TPR	154,685	2,276,219
Greater Denver Area TPR	3,299,015	45,091,639
Gunnison Valley TPR	104,104	2,291,995
<b>Intermountain TPR</b>	<b>172,844</b>	<b>6,517,755</b>
North 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>



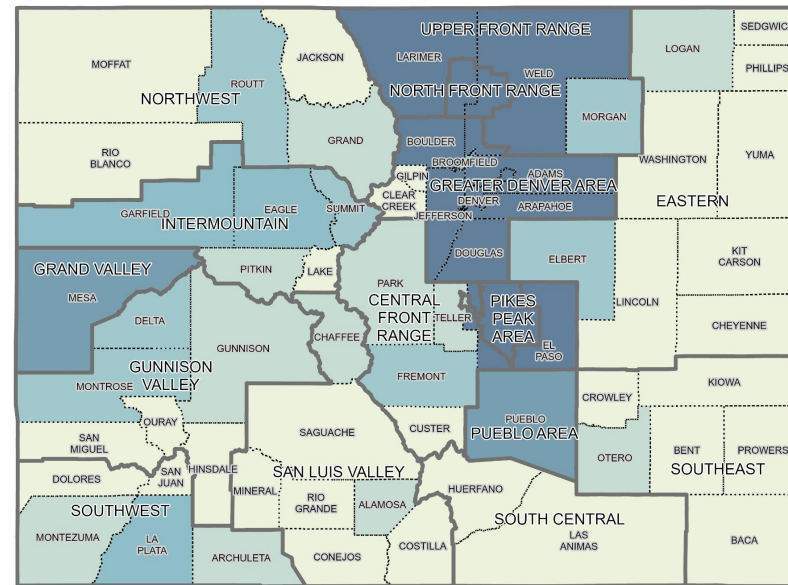


# Observations: Intermountain TPR Population Changes

TPR Boundary Analysis - 2021 Population by County  
Statutory Requirement: Population Trends



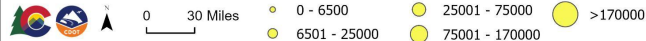
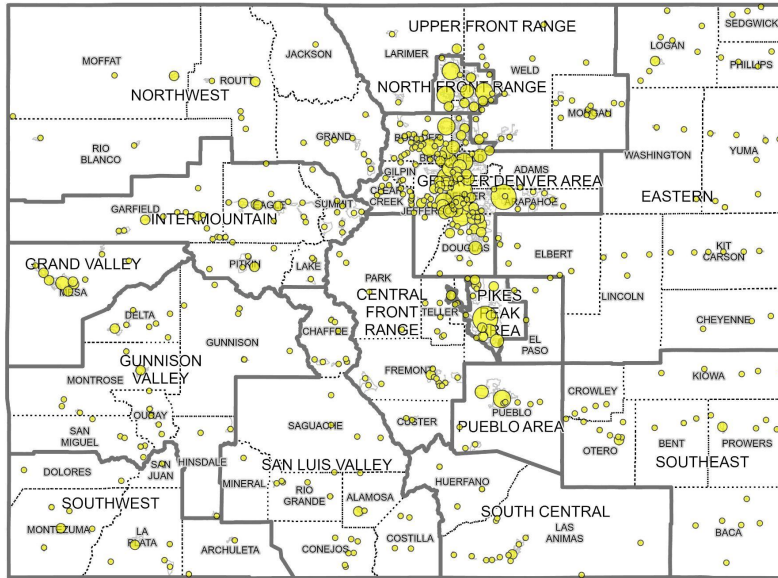
TPR Boundary Analysis - 2050 County Population Projection  
Statutory Requirement: Population Trends





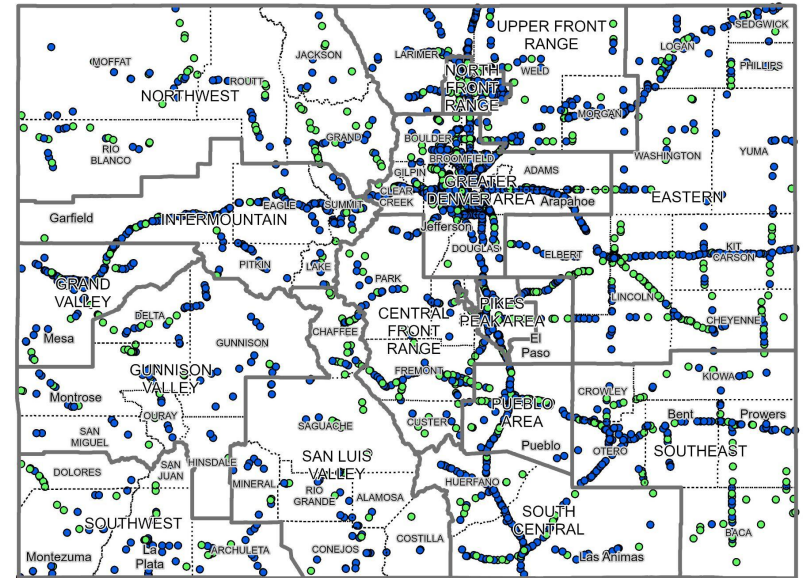
# Observations: Intermountain TPR Interstate Focus

TPR Boundary Analysis - Population of Census Designated Places  
Statutory Requirement: Population Trends



Source: US Census 2021

TPR Boundary Analysis - Bridges and Major Culverts  
Statutory Requirement: Safety and Management Considerations

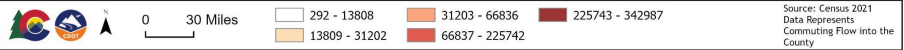
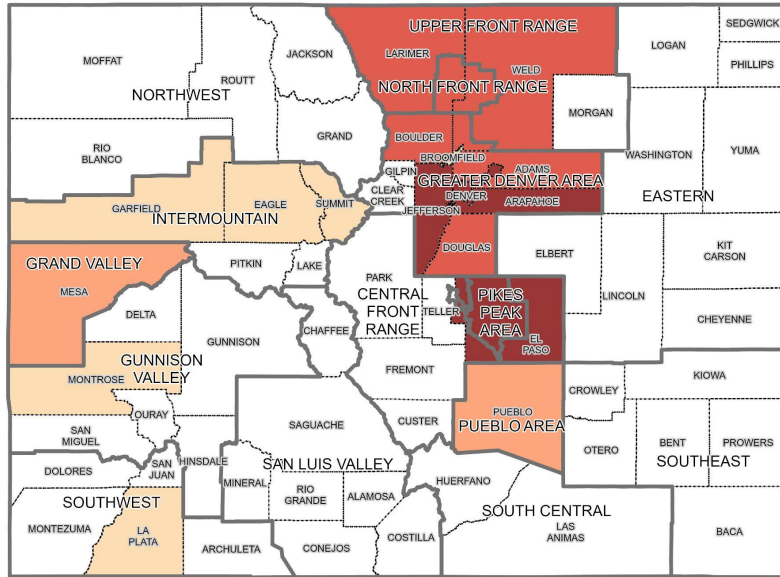


Source: CDOT 2021

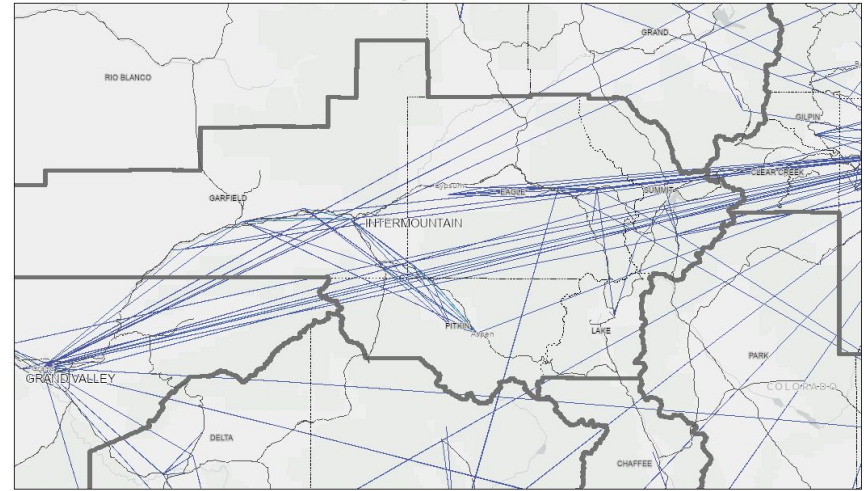


# Observations: Intermountain TPR Commute Patterns

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

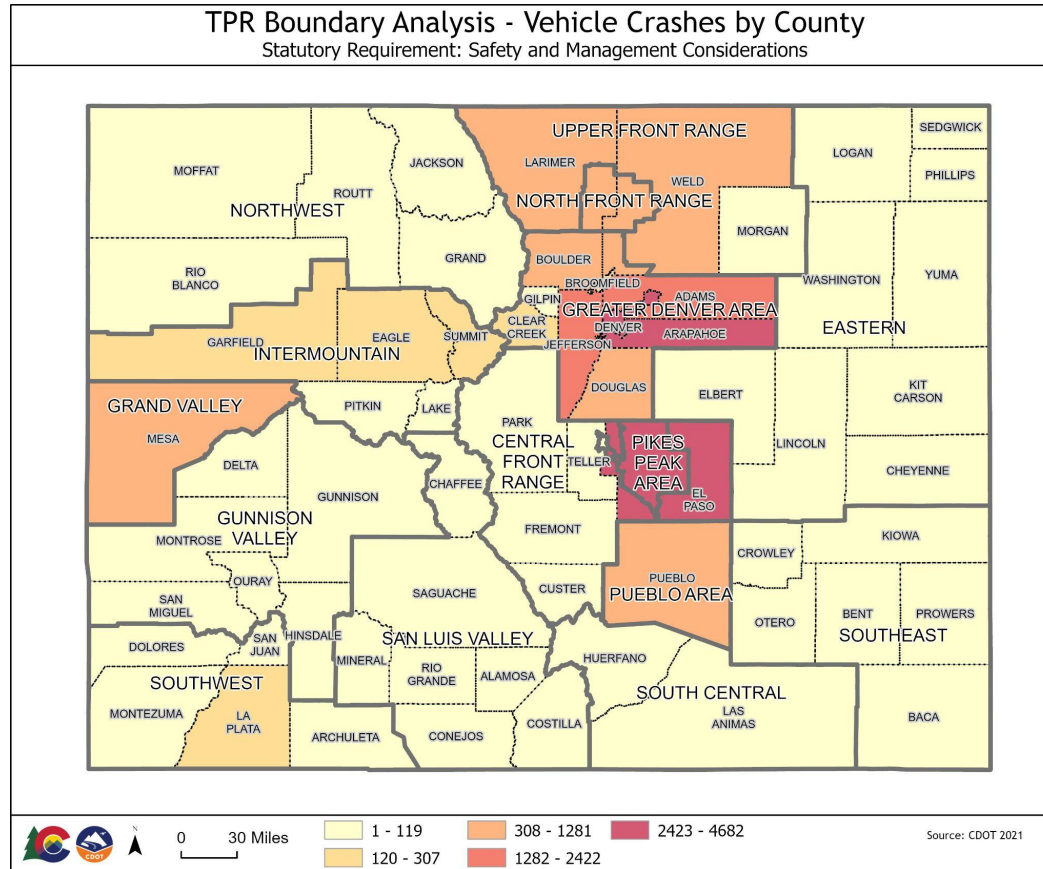


IM TPR Origin and Destination





# Observations: Intermountain TPR Vehicle Crashes

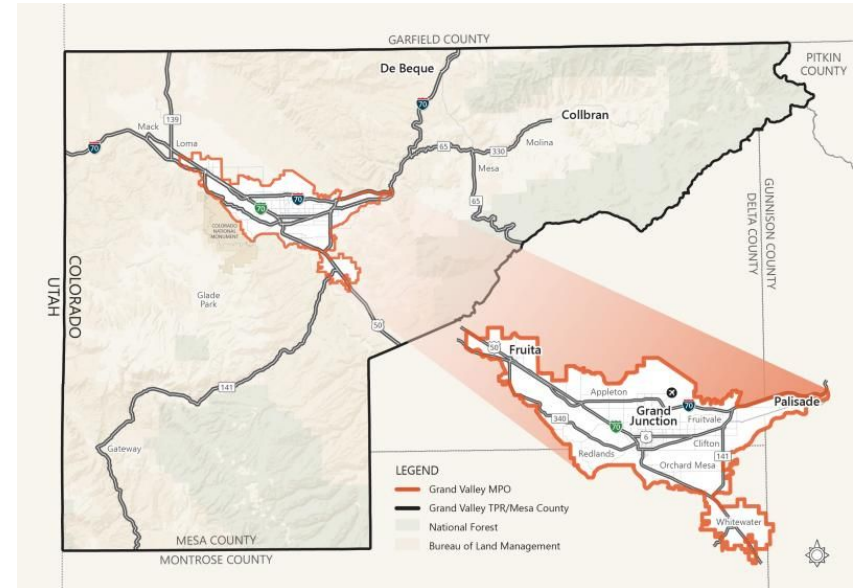






# Data Observations: A Note About Grand Valley MPO

- Like the Pueblo Area Council of Governments, Grand Valley MPO and Mesa 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.



<https://www.mesacounty.us/departments-and-services/rtpo/about>



# 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](#)
- [HB23-1101: The Ozone Season Transit Grant Program Flexibility bill](#)
- [CDOT Planning Process](#)
- [Statewide Transportation Plan](#)
- [CDOT Engineering Region Information](#)
- [Rural Planning Guide](#)
- [Gunnison Valley TPR Website](#)
- [Grand Valley MPO Website](#)
- [Intermountain TPR Website](#)



# Questions?

