



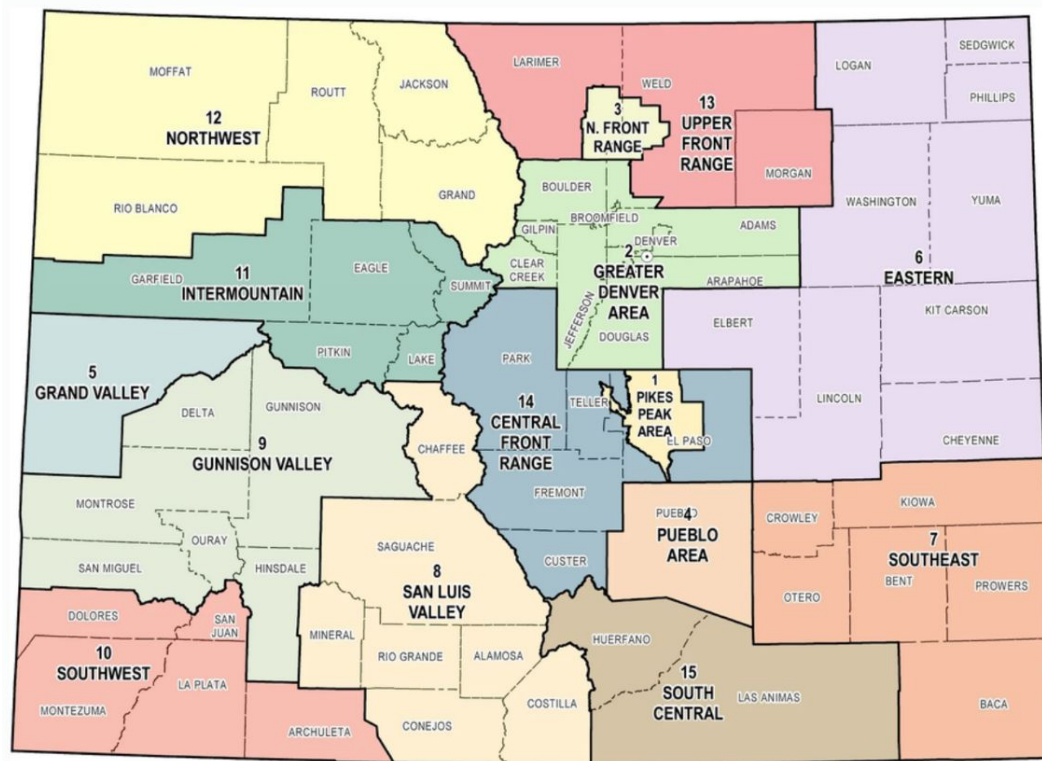
**COLORADO**  
Department of Transportation

# HB23-1101 TPR Study

Region 4 Public Meeting

July 31, 2023

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 bill expanded the grant program that was established in 2022 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>



# Formation of an Advisory Committee and their Role in the Study

CDOT formed an Advisory Committee made up of representative from outside the department to provide general advice to CDOT executive staff and TPR study staff on a monthly basis.

The Advisory Committee is intended to:

- 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 Regulations and Laws

Colorado law ([C.R.S. § 43-1-1103](#)) requires the state to develop a twenty-year comprehensive statewide transportation plan that incorporates regional transportation plans from around the state.

- To assist in the development of regional plans, statute creates “Transportation Planning Regions” and assigns responsibility to the State Transportation Commission to set the boundaries for the TPRs in rule [2 CCR 601 -22](#) .
- State statute 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\(8\)](#)).
- All of Colorado’s [Regional Planning Commissions \(RPC\)](#) that were formed for the purposes of fulfilling the regional transportation planning requirements under [Title 43](#) in statute are the governing bodies within the Transportation Planning Region boundaries but are often referred to as, “the TPR.”



# 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 there 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)

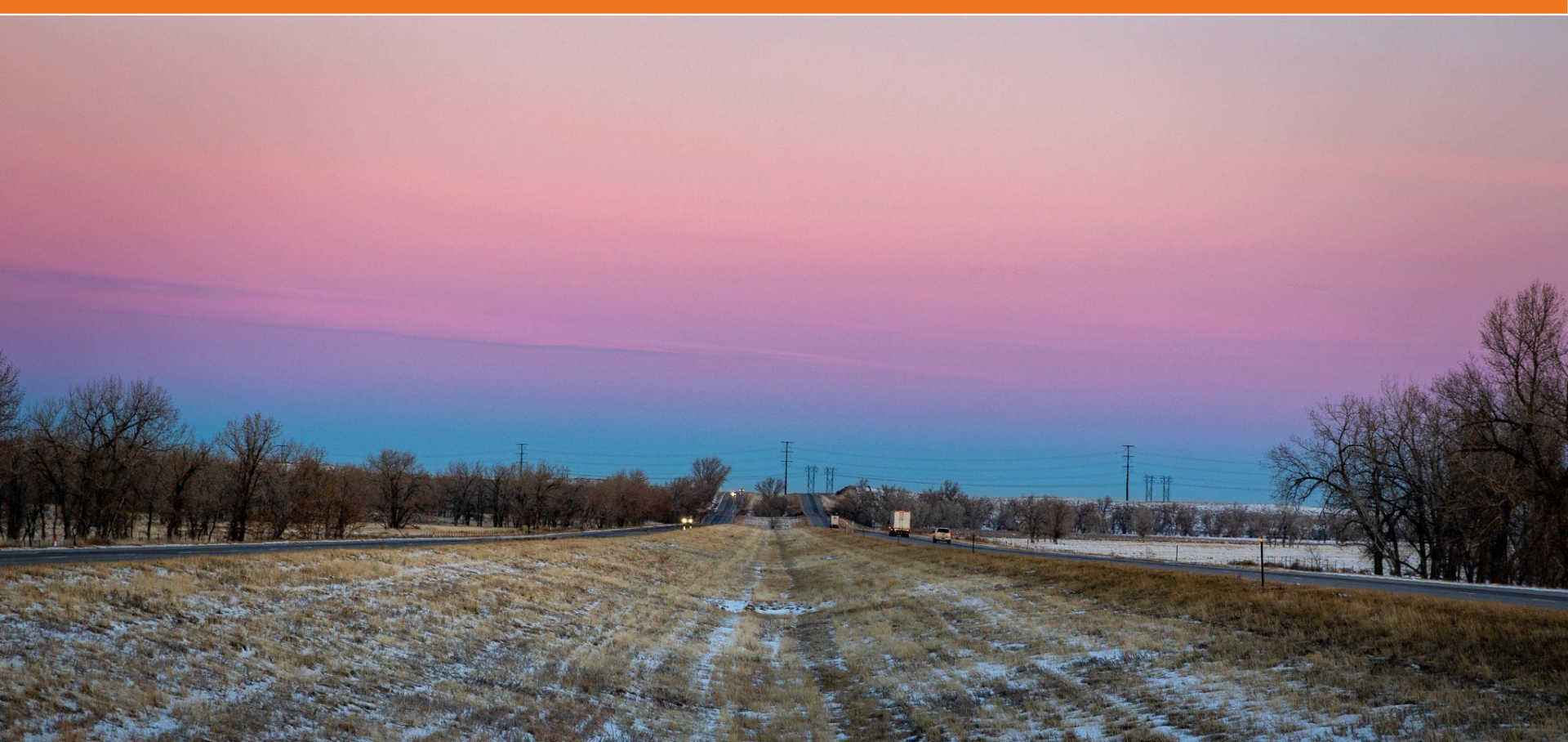
The Colorado Legislature created the Transit and Rail Advisory Committee (TRAC) to advise the CDOT Division of Transit and Rail (DTR) and on the needs of the transportation system in Colorado.

## [§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

- As part of the HB23-1101 TPR 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.
- 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.
- 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”.



# Eastern TPR

## ➤ Contents of IGA

- Provides each member county/municipality gets one member on the TPR.
- Provides chair is elected for renewable one year term and is the STAC representative or can designate
- 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.
- Provides the IGA can be amended at any time with agreement of all parties.

## ➤ Bylaws

- CDOT staff did not find a record of existing bylaws

## ➤ Memorandum of Agreement (MOA)

- 2022 MOA between the TPR and Yuma County states that the County 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

## ➤ Website

- Website (via Yuma County) provides meeting dates, times, locations through end of 2023
- Minutes and agendas are posted aside from recent June 5th meeting
- IGA, MOA, transportation plan, project lists, and contact info are on the website and is easily accessible.





# Upper Front Range TPR

## ➤ IGA

- Provides each member county/municipality gets one member on the TPR.
- 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.
- Provides the IGA can be amended at any time with agreement of all parties.

## ➤ Bylaws

- Last updated 2017 names the members of the TPR and articulates inclusion and withdraw process for members.
- Provides for representation on the board- counties must be represented by a current elected County Commissioner.
- Officers must be county commissioners elected for 1-year term - Chair attends STAC, TPR votes on STAC alternate.
- Quorum is articulated, and must include 2/3 of county representatives. Each member gets one vote, no proxies.
- Requires open meetings and public notice. UFR posts meeting notices in several regional newspapers including the Fort Collins Coloradoan and the Greeley Tribune.
- Bylaws can be amended by vote with 30 days' notice in advance.

## ➤ MOA

- MOA between the TPR and Weld County states that Weld County 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

## ➤ Website

- Weld Co's transportation planning website links to the DRCOG meeting calendar and the NFRMPO meeting calendar but not UFRTPR calendar. There is a link to CDOT's website for info about the TPR and the UFR 2045 RTP is linked.



# North Front Range MPO and DRCOG

- 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 North Front Range MPO is not a COG, and the TPR covers only the Federally designated MPO area, with transportation planning responsibilities in rural Weld and Larimer Counties being covered by the Upper Front Range TPR.
- The Denver Regional Council of Governments (DRCOG) is a COG that also provides additional services to their rural COG representatives, but their TPR area extends beyond their urban area to include 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, but those areas are not included in their UPWP, TIP, or Region Plan.



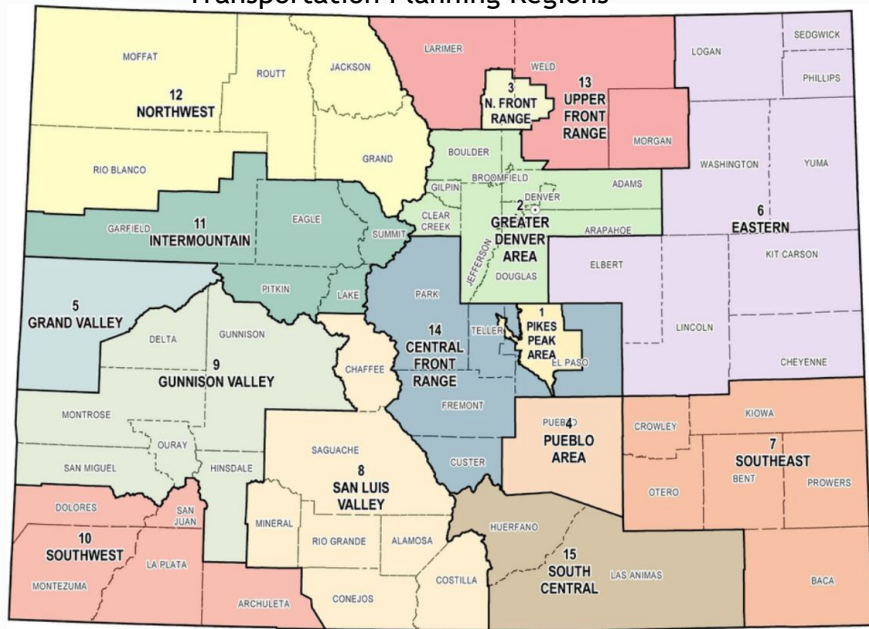
# Observations





# Data Observations: TPRs and COGs

Transportation Planning Regions



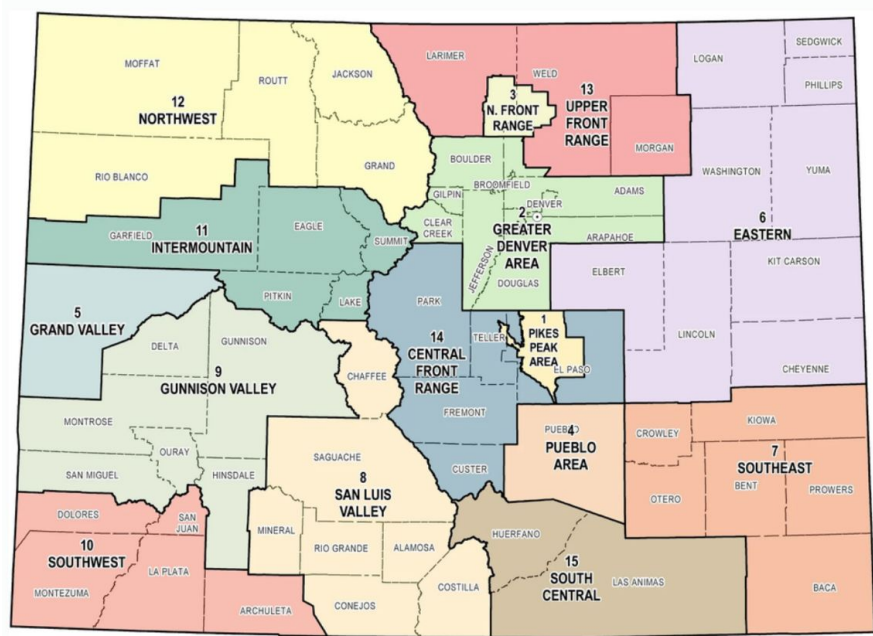
COLORADO PLANNING AND MANAGEMENT REGIONS







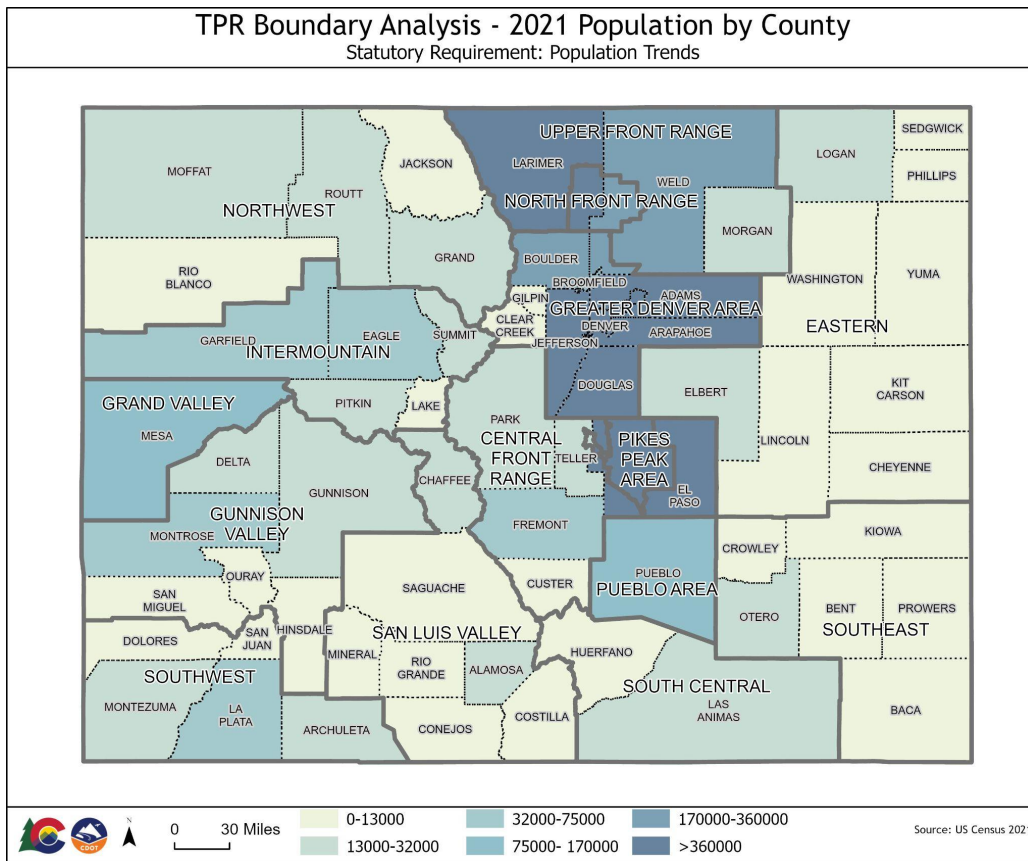
# Data Observations: Morgan County





# Observations: Morgan County Current Population

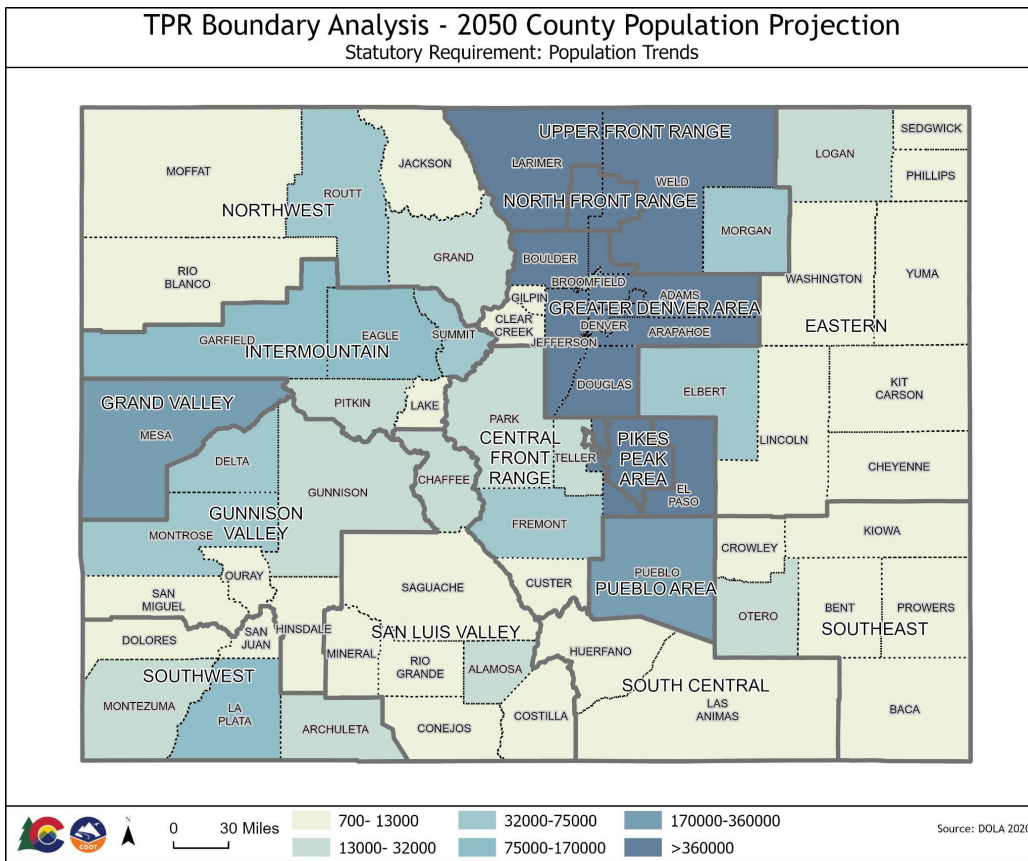
Current county-level populations seem to indicate a closer relationship to the counties in the Eastern TPR as compared to the NFRMPO and UFR TPR counties.





# Observations: Morgan County Future Population

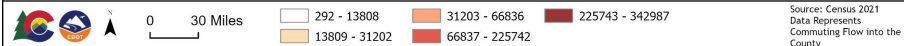
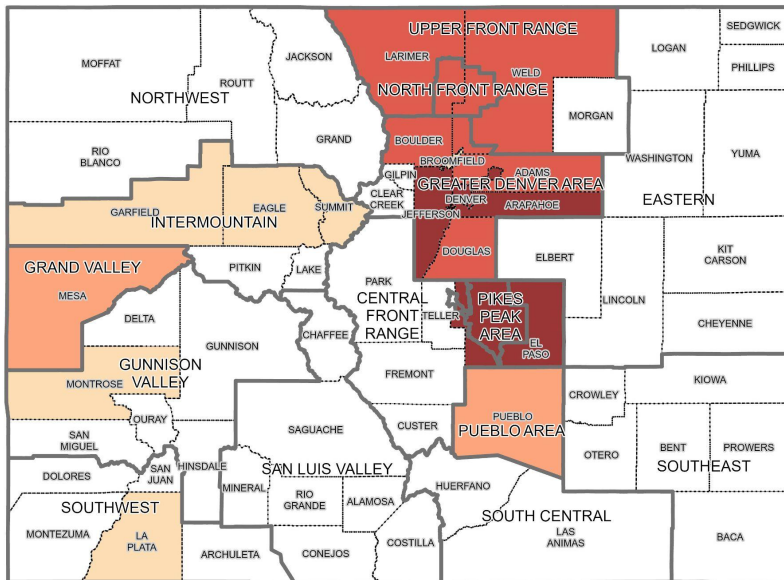
However, projected populations put the county somewhere between the Eastern TPR and the NFRMPO/Upper Front Range TPR counties by 2050.



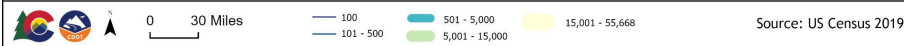
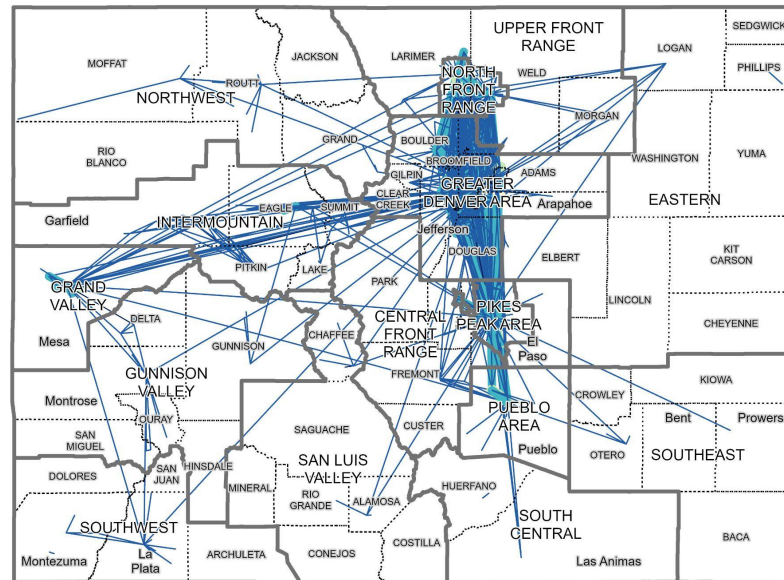


# Observations: Morgan County Commuters and Travel Patterns

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



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

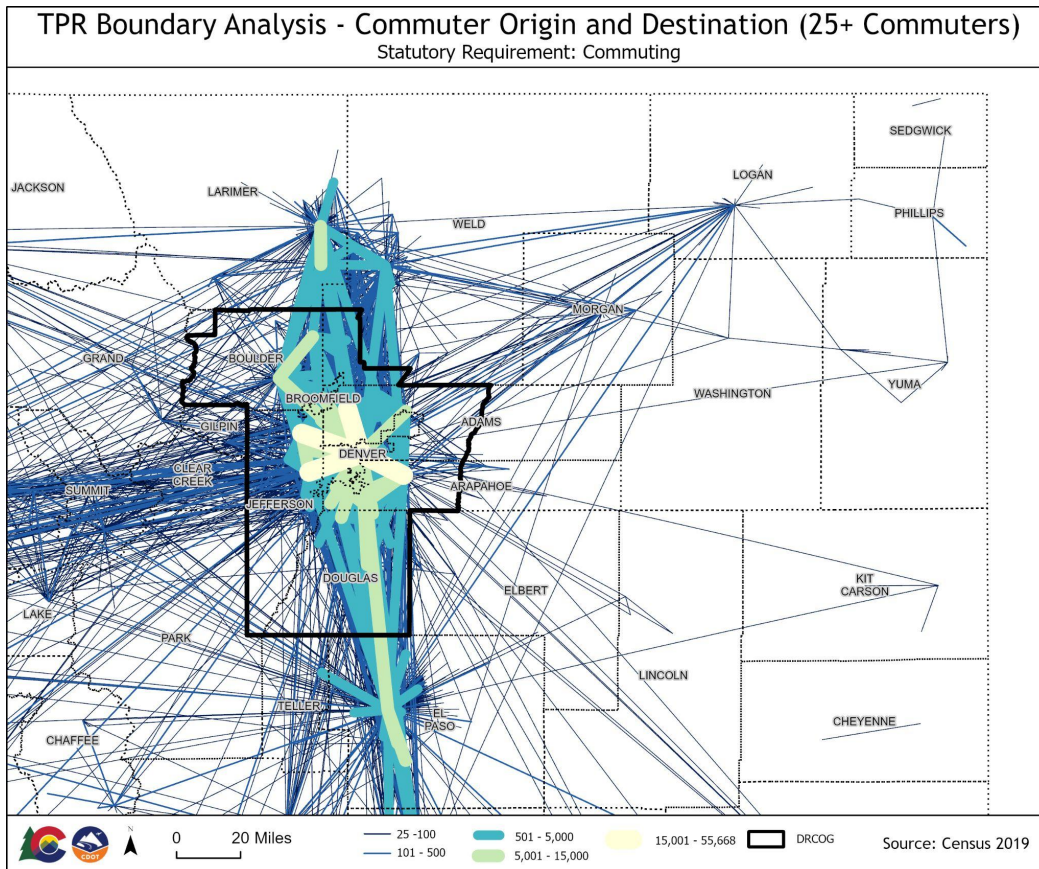






# Observations: Morgan County Commuters and Travel Patterns

Zooming into our Region and changing the commute numbers from 100+ to generate a line to 25+ on this map more clearly shows the Eastern (and Logan) commuters going to the more urban areas of NFR and DRCOG.



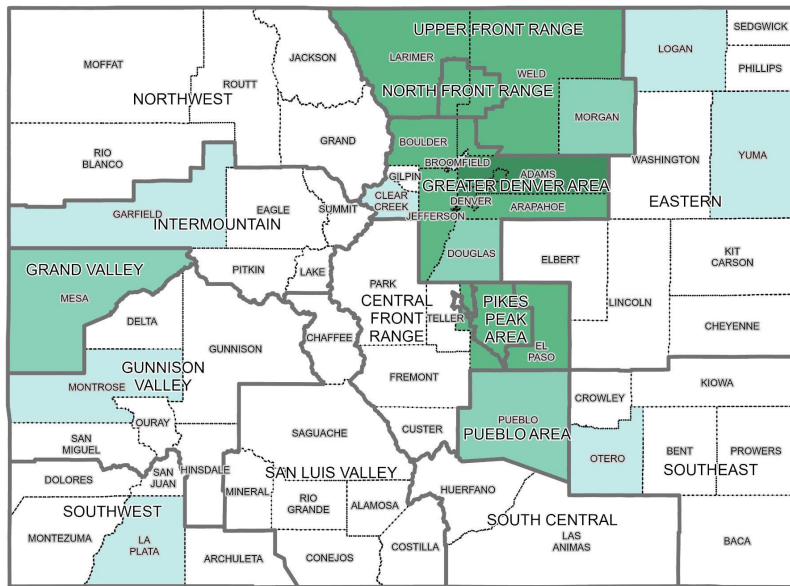


# Observations: Morgan County

## Movement of Goods and Direct Travel Spending

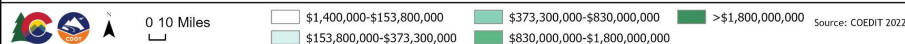
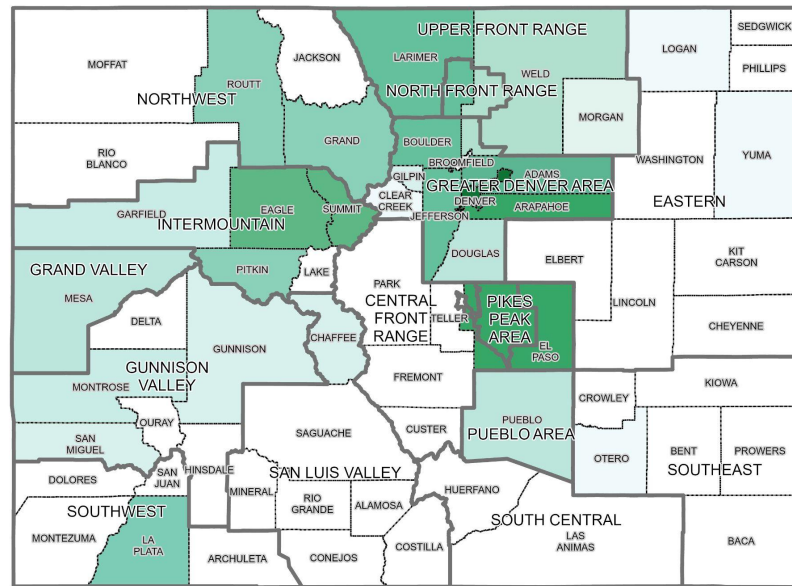
TPR Boundary Analysis - County Level Movement of Goods

Statutory Requirement: Freight Movement



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

Statutory Requirement: Tourism Impacts

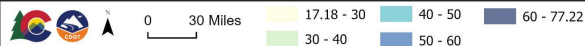
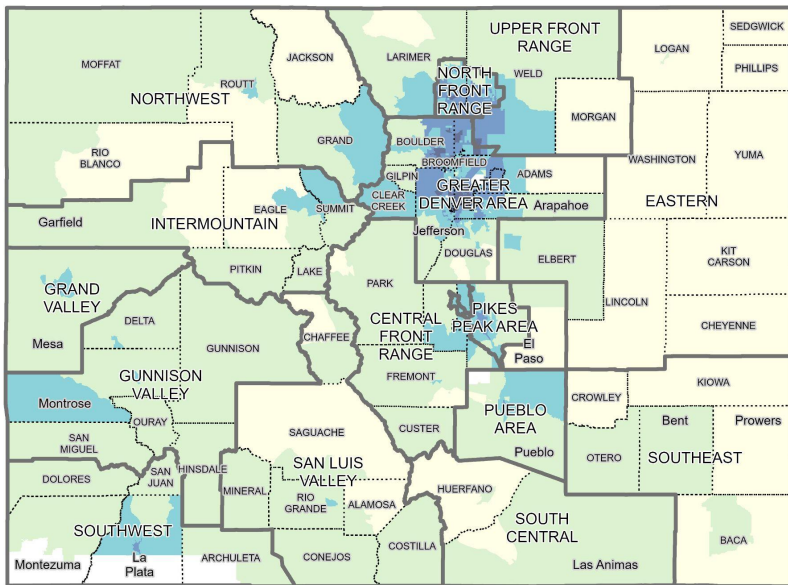




# Observations: Morgan County Air Quality and Ozone Nonattainment

TPR Boundary Analysis - EnviroScreen Air Quality Measures

Statutory Requirement: Levels of Air Pollutants

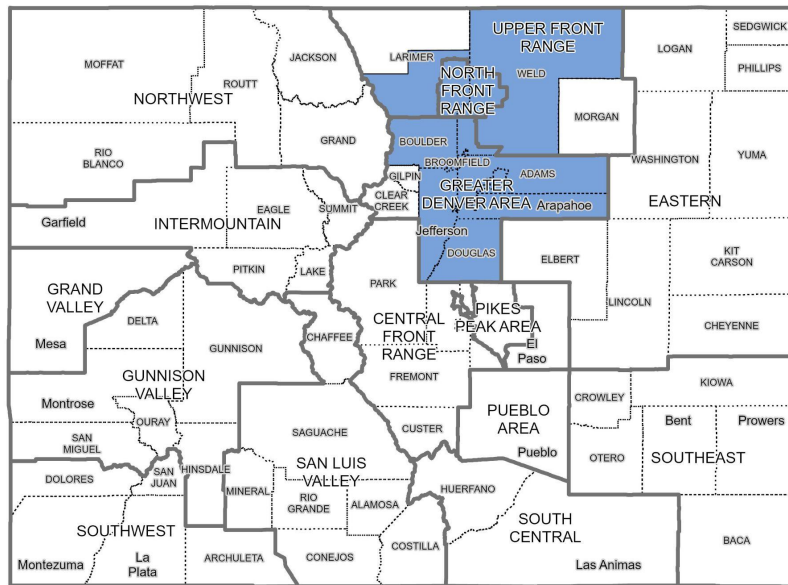


Data reflects the Pollution and Climate Burden Score

Source: CDPHE 2022

TPR Boundary Analysis - Ozone Nonattainment

Statutory Requirement: Levels of Air Pollutants

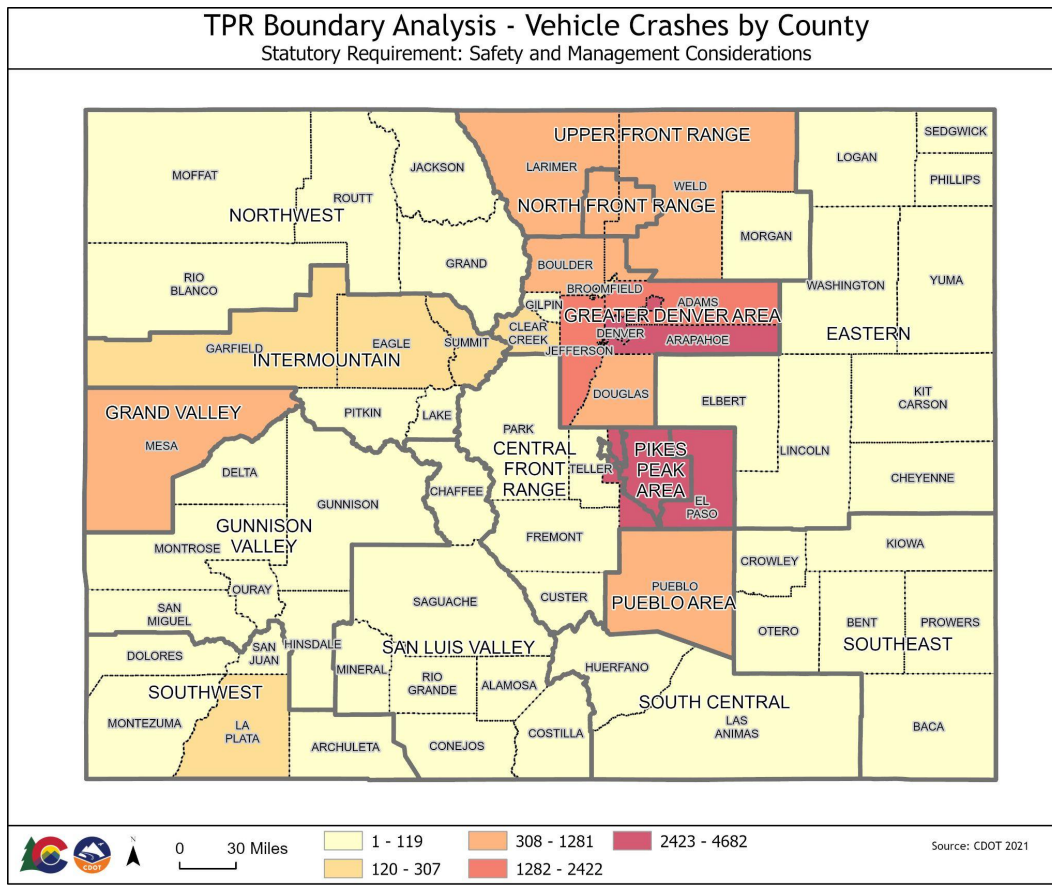


Ozone Nonattainment

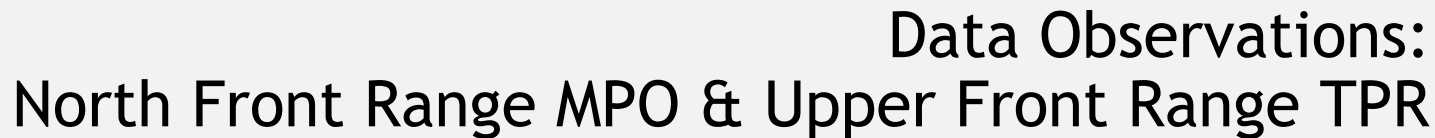
Source: CDOT 2021



# Observations: Morgan County Crashes







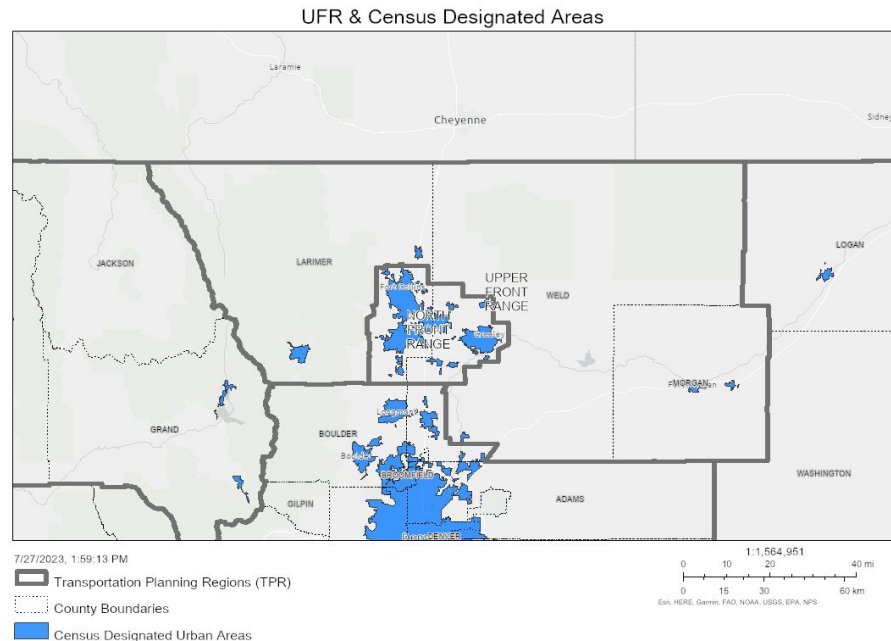
- 
- TPR Boundary Analysis - Ozone Nonattainment**  
 Statutory Requirement: Levels of Air Pollutants
- The map illustrates the TPR Boundary Analysis for Ozone Nonattainment in Colorado. Shaded regions indicate areas of nonattainment, including the Upper Front Range, North Front Range, Greater Denver Area, and Pike's Peak Area. The map also shows various counties and regions across the state, such as Northwest, Intermountain, Grand Valley, Gunnison Valley, Southwest, South Central, and Southeast. A legend indicates 'Ozone Nonattainment' with a blue square. A scale bar shows 0 to 30 miles. Source: CDOT 2021.





# Observations: NFR, UFR and Census Designated Areas

- One of the items the legislature asked us to look at is something that is harder to map - “Communities of Interest.”
- With the UFR TPR wrapping around the NFR MPO, communities like Fort Morgan in Morgan County and Estes Park in Larimer County belong to the same TPR.





# Data Observations: Weld County is a Bit Unique

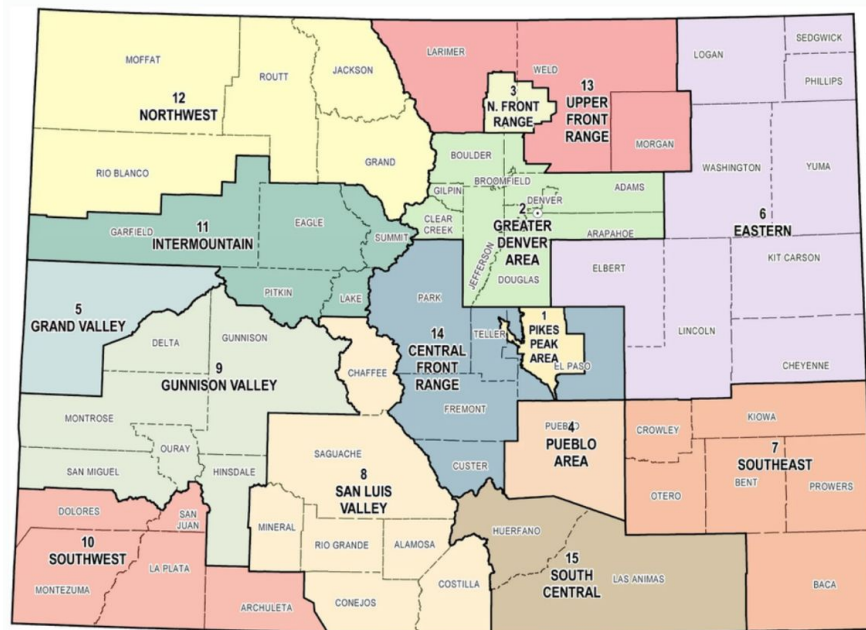
- The only county that is in 3 TPR areas (including 2 MPOs). A portion of Weld County is in:
  - DRCOG urban boundaries
  - NFRMPO urban boundaries
  - UFR TPR
- Weld County is the only county with two members on STAC.
- Based on TPR memberships, Larimer County, El Paso County and Teller County also have the potential to have two representatives on STAC because they are each in two TPRs.





# Data Observations: Let's Hear it for the Eastern TPR!

ETPR has 9 counties - more than any other TPR and though its population is only 10th highest among the 15 TPRs, it shows impressively in several transportation categories.

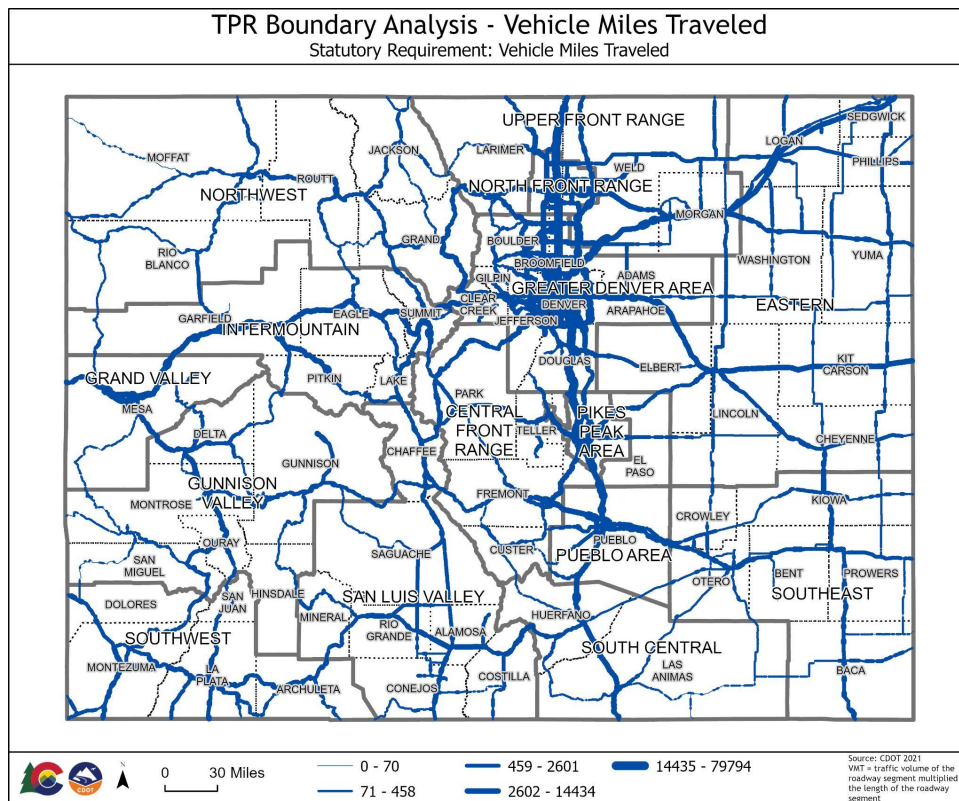




# Observations: Eastern TPR

## Vehicle Miles Traveled

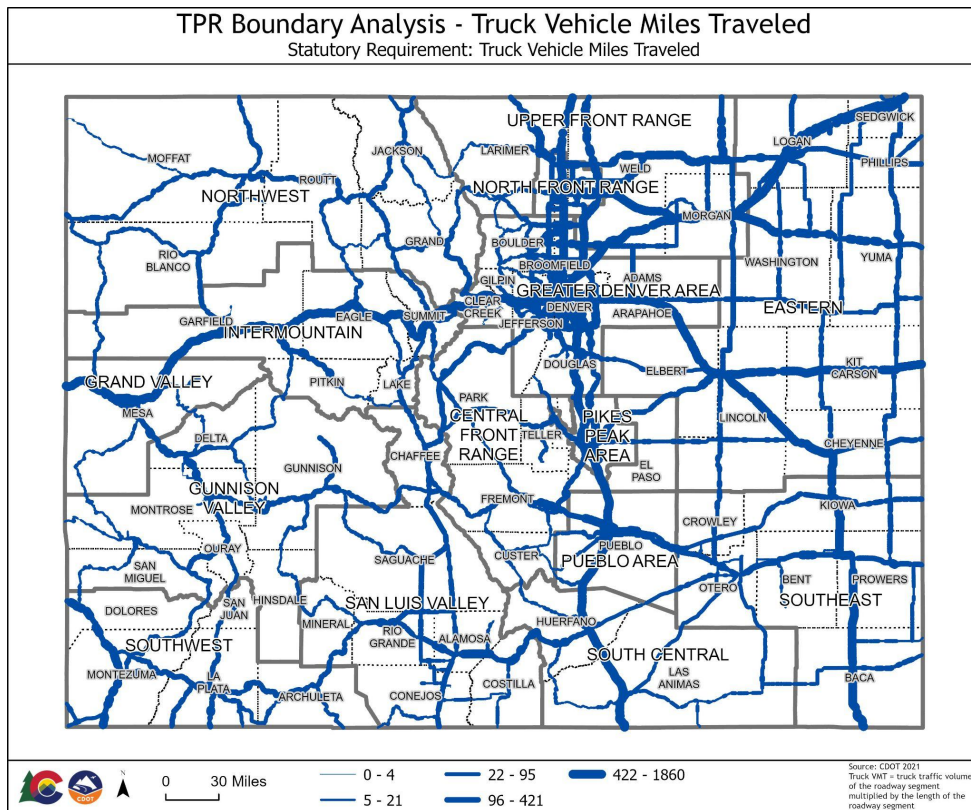
- ETPR has the 3rd highest VMT of the 10 rural TPRs at 3.9 million daily VMT.
- Intermountain TPR has 6.5 million.
- Upper Front Range TPR has 4.3 million.
- These TPRs have more daily VMT than even the two smaller urban MPOs- Grand Valley and Pueblo (though they each represent just one county).





# Observations: Eastern TPR Truck Vehicle Miles Traveled

- Eastern TPR has the second highest daily truck VMT at just over 1 million truck VMT (and 83k population).
- DRCOG has over 2 million truck VMT, but with a population of 3.3 million.
- UFR is the next highest truck VMT with about 606,000.



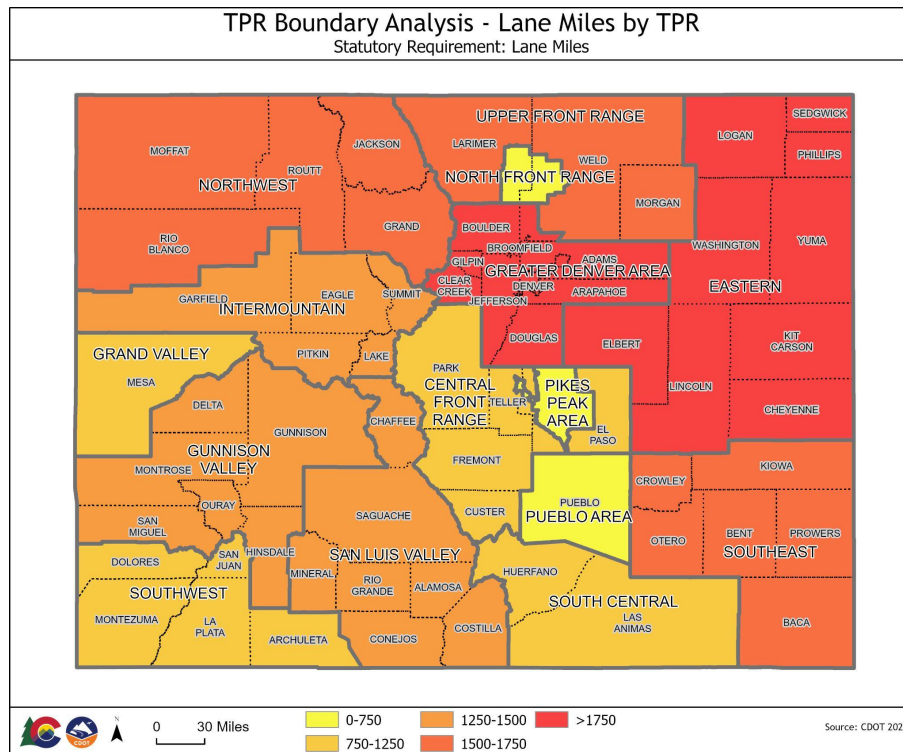




# Observations: Eastern TPR Lane Miles and Centerline Miles

- ETPR has 3,286 on system lane miles- 2nd highest of all 15 TPRs.
  - DRCOG has over 4,000
  - Next closest if UFR with 1,677
- ETRP ranks first statewide with 1,415 Centerline miles.
  - DRCOG is next with 1,210

1 mile of road with 2 lanes  
in each direction =  
4 Lane Miles and 1 Centerline Mile





# 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/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](#)
- [Gunnison Valley TPR website](#)
- [Southwest TPR website](#)
- [San Luis Valley TPR website](#)
- [HB23-1101: The Ozone Season Transit Grant Program Flexibility bill](#)



# Questions?

