



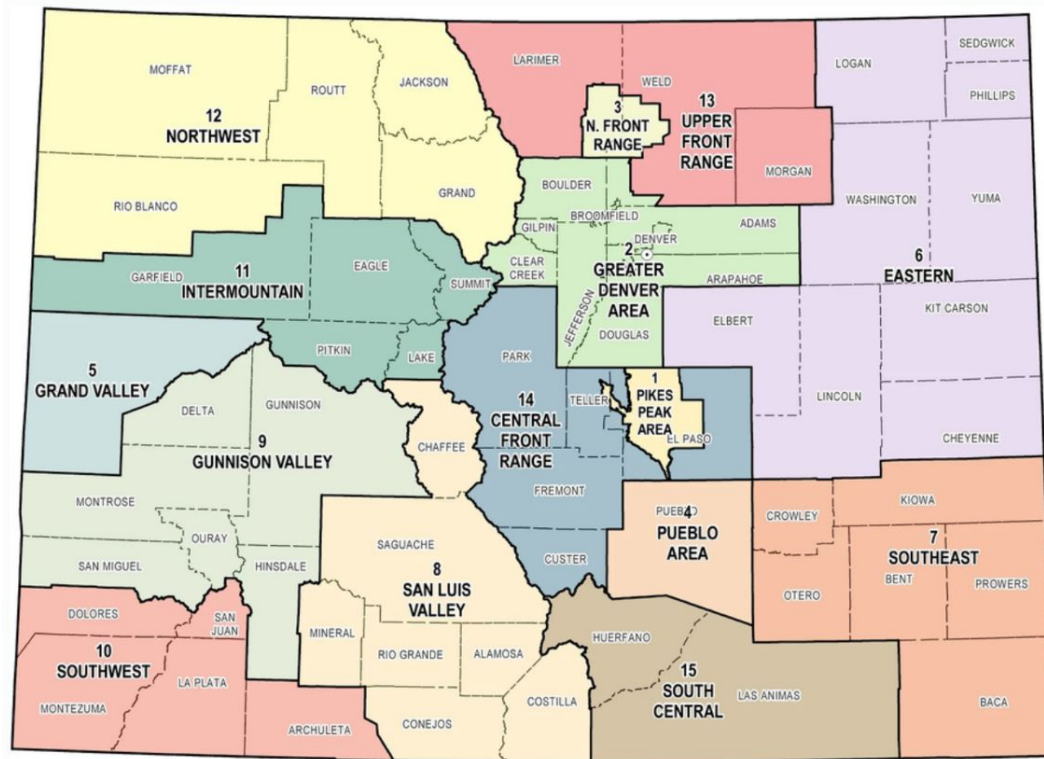
**COLORADO**  
Department of Transportation

# **HB23-1101 TPR Study**

## **CDOT Region 5 Public Meeting**

### **July 25, 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 5 TPR Specific Observations
6. Next Steps, Q & A and Public Comment
7. Links and 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).



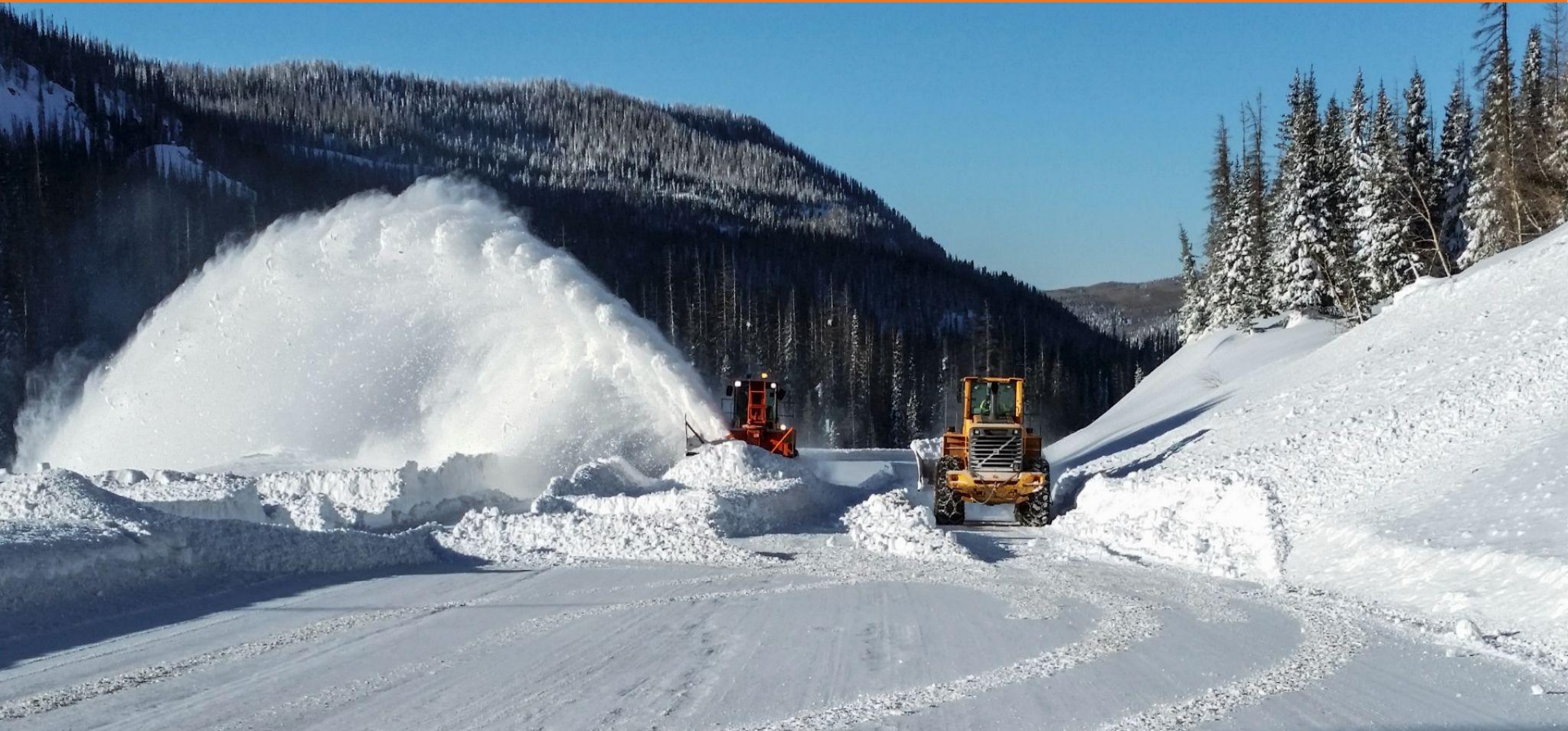
# Advisory Committee Members

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



# 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, transportation improvement programs, the statewide transportation improvement program, transportation plans, and state transportation policies.
  - They also shall review and provide comment to both the department and the commission on all regional transportation plans submitted for the transportation planning regions.





# STAC Member Duties

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

- Attending monthly STAC meetings, as well as other official STAC events.
- Serving as the communication liaison between the Department, the STAC and the members of the TPR.
- Providing advice to the Department 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 proposed TPR boundary changes.



# 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 which includes information about the upcoming meetings.
- The newsletters are archived on the website however, there does not appear to be a schedule of upcoming meetings, agendas, 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





# San Luis Valley TPR

## ➤ IGA

- Provides each member has one representative on the TPR board.
- IGA provides for election of a Chair for one-year renewable term who will also serve as the STAC representative (or can designate a representative).
- 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.

## ➤ Website

- [Website](#) says the TPR meets quarterly and has contact info, but does not appear to have meeting dates, times, agendas, minutes, etc posted publicly.

## ➤ MOA

- 2017 MOA between the TPR and San Luis Valley Development Resources Group (SLVDRG) states that the organization 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.



# Southwest TPR

## ➤ IGA

- IGA provides that Chair and Vice Chair are elected for renewable one-year terms and will attend STAC along with representatives from the two tribes. The Chair holds the vote at STAC.
- IGA provides that nine members is a quorum and they can return votes electronically. Includes the other standard \$ and termination/amendment language.
- 2008 IGA provides that each party gets one rep and one alternate.

## ➤ Website

- The [Southwest TPR site](#) is housed on the Southwest Colorado Council of Governments (SWCCOG) webpage and has a list of the representatives to the TPR and an archive of the meeting packets but the page doesn't appear to have been updated since August of 2022. TPR Meeting information is on the SWCCOG home page but the last meeting posted is December of 2022.

## ➤ Bylaws

- 2017 bylaws provide the TPR has 17 seats. Officers are Chair and Vice Chair for renewable one-year terms elected at the last regular TPR meeting of the year. They'll attend STAC and Chair holds the STAC vote, representing regional interests. Can't vote at TPR meeting while representing at STAC. A process for removal/vacancies is provided.
- Meetings are regularly scheduled and posted at SWCCOG office. There is a remote option. Votes are simple majority with quorum of nine. Member jurisdictions get one vote each. Bylaws can be amended by 2/3 majority of those present.

## ➤ MOA

- 2016 MOA with SWCCOG is much more detailed than others. Holds SWTPR responsible for having a Chair and Vice Chair. Any modification must be in writing and agreed by both parties.



# Observations

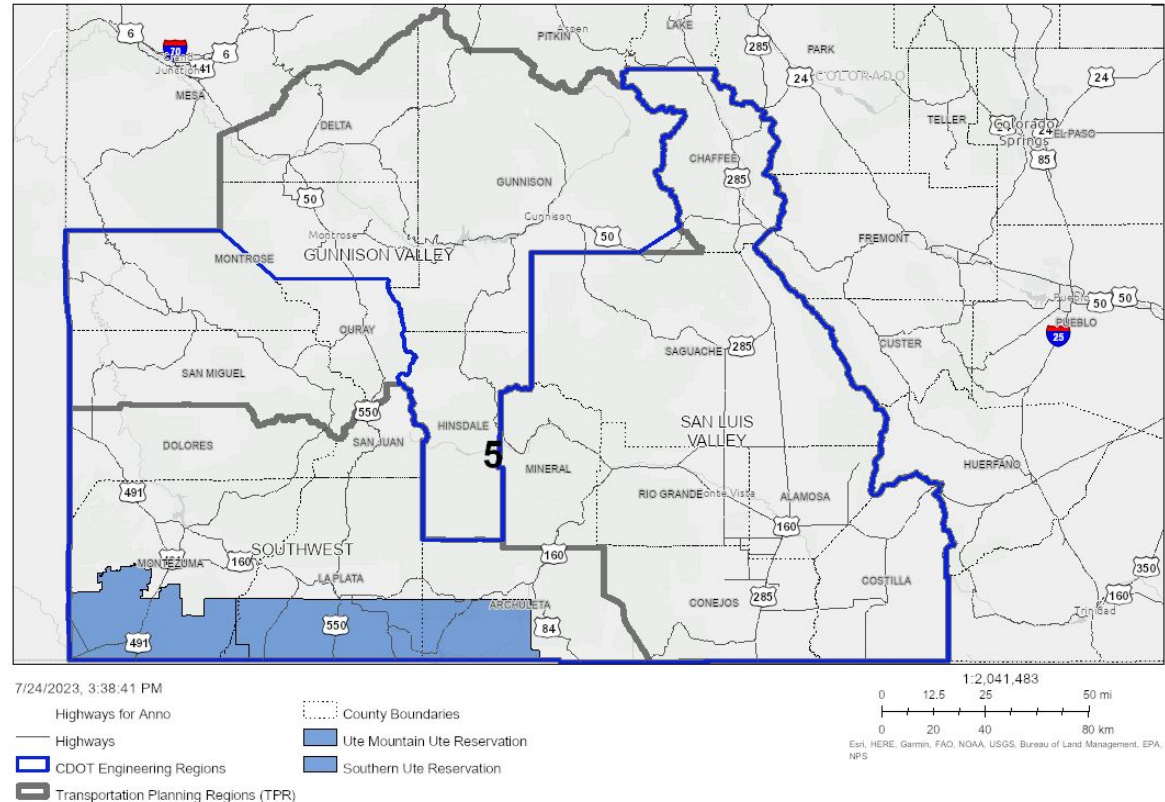






# Observations: Tribal Nations

- Southwest TPR is the only TPR in the state to include Tribal Nations as voting members.
- The Southern Ute Indian Tribe and the Ute Mountain Ute Tribe are both signatories of the SWTPR IGA.
- The Southern Ute Tribe and the Ute Mountain Ute Tribe are also members of the STAC.



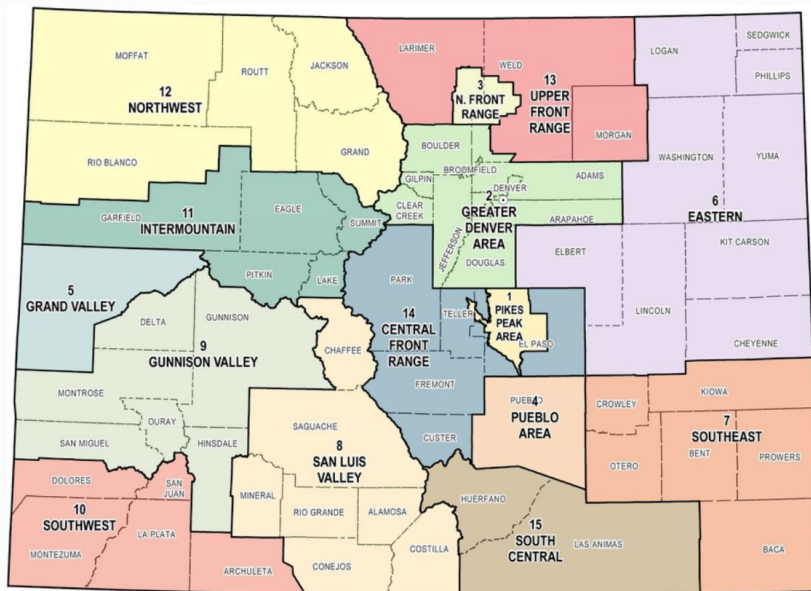




# Data Observations: Chaffee County in the San Luis Valley TPR

Chaffee County looks a bit out of place in the SLV TPR

- It is the only county in the San Luis Valley TPR that is not considered to be in the San Luis Valley.
- Geographically, it “looks” like a better fit in the Gunnison Valley TPR or the Central Front Range TPR.
- Chaffee County is also part of the Upper Arkansas Area Council of Governments with the Central Front Range TPR counties.
- The analysis of data/mapping also reveals some interesting data points.

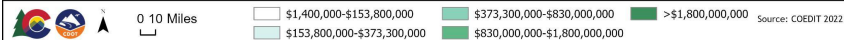
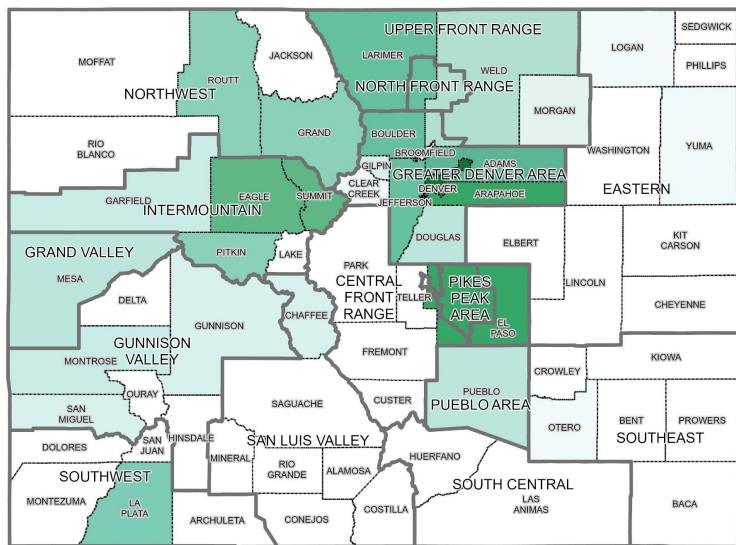




# Observations: Chaffee County Tourism and Commuters

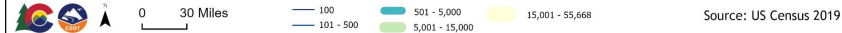
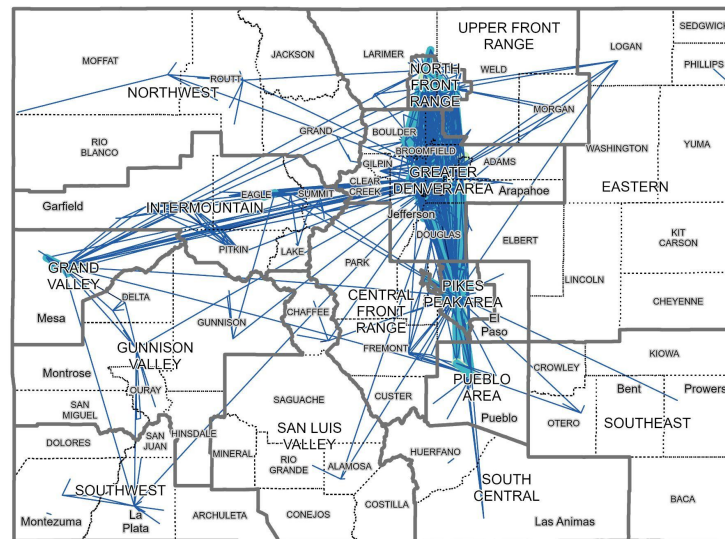
TPR Boundary Analysis - County Level Tourism Statistics (Direct Travel Spending)

Statutory Requirement: Tourism Impacts



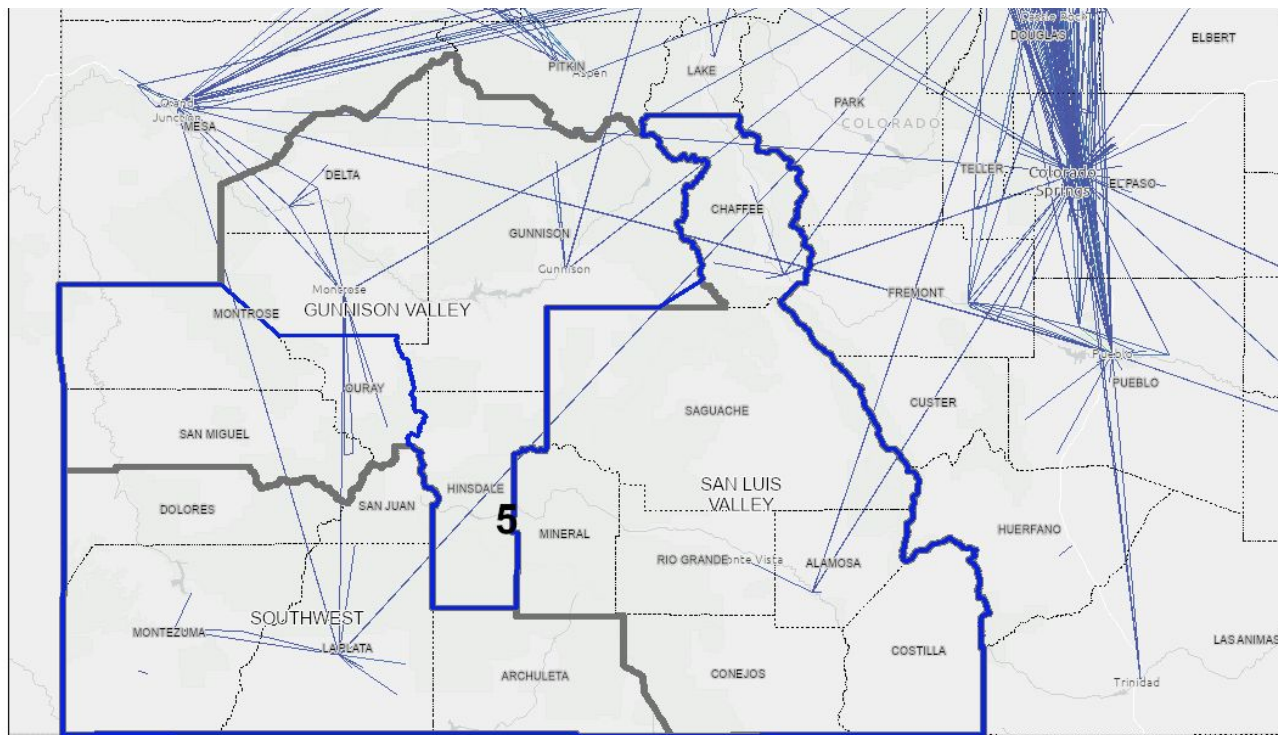
TPR Boundary Analysis - Commuter Origin and Destination (100+ Commuters)

Statutory Requirement: Commuting





# Observations: Chaffee County Commuters (Origin and Destination)



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

Commuter Origin and Destination (100+ Commuters)

100	10,000
1,000	100,000
5,000	100

1:2,162,106

0 12.5 25 50 mi

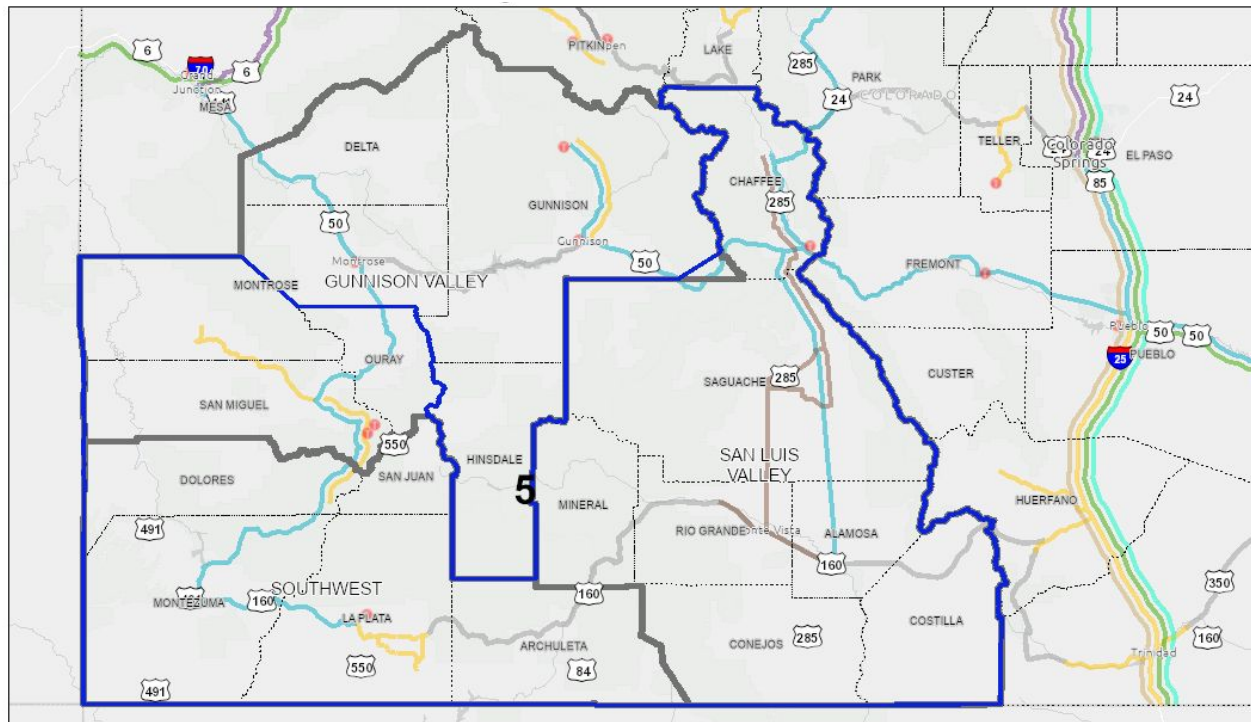
0 20 40 80 km

Esri, HERE, Garmin, FAO, NOAA, USGS, Bureau of Land Management, EPA, NPS



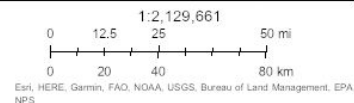
# Observations: Chaffee County Transit Corridors

Eagle Line  
([chaffeeshuttle.com](http://chaffeeshuttle.com))



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- Highways for Arroyo
- CDOT Engineering Regions
- Transportation Planning Regions (TPR)
- County Boundaries
- Local Transit Systems
- Bus Rapid Transit
- VelociRFTA: Aspen to Glenwood Springs
- Intercity Bus Routes
- Chaffee Shuttle
- El Paso-Los Angeles Limousine Express
- Greyhound







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

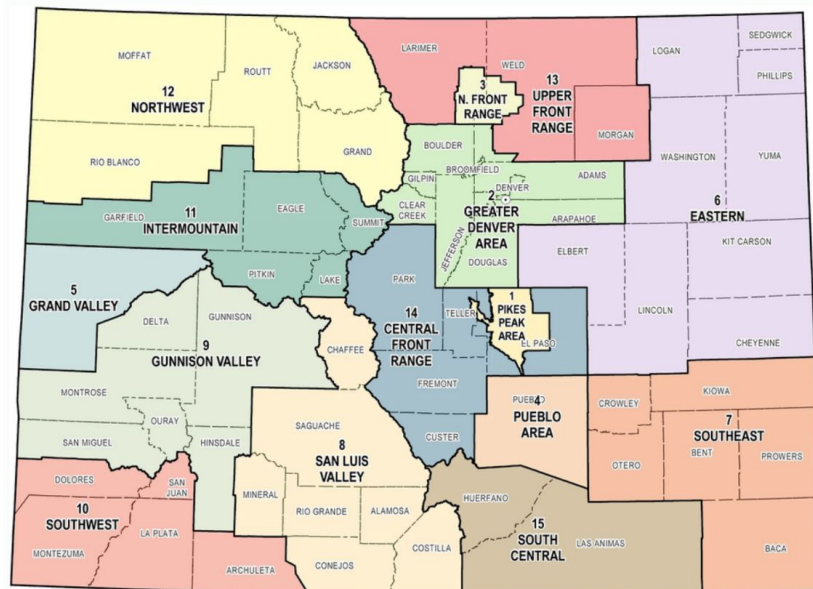
Gunnison Valley TPR is in two different CDOT Regions:

- Delta, Gunnison and Hinsdale Counties are in Region 3
- Montrose, Ouray and San Miguel Counties are in Region 5.
- 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.
- None of the data/mapping suggests an obvious change.

Montrose County is in two different CDOT Regions:

- Region 3 and Region 5

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

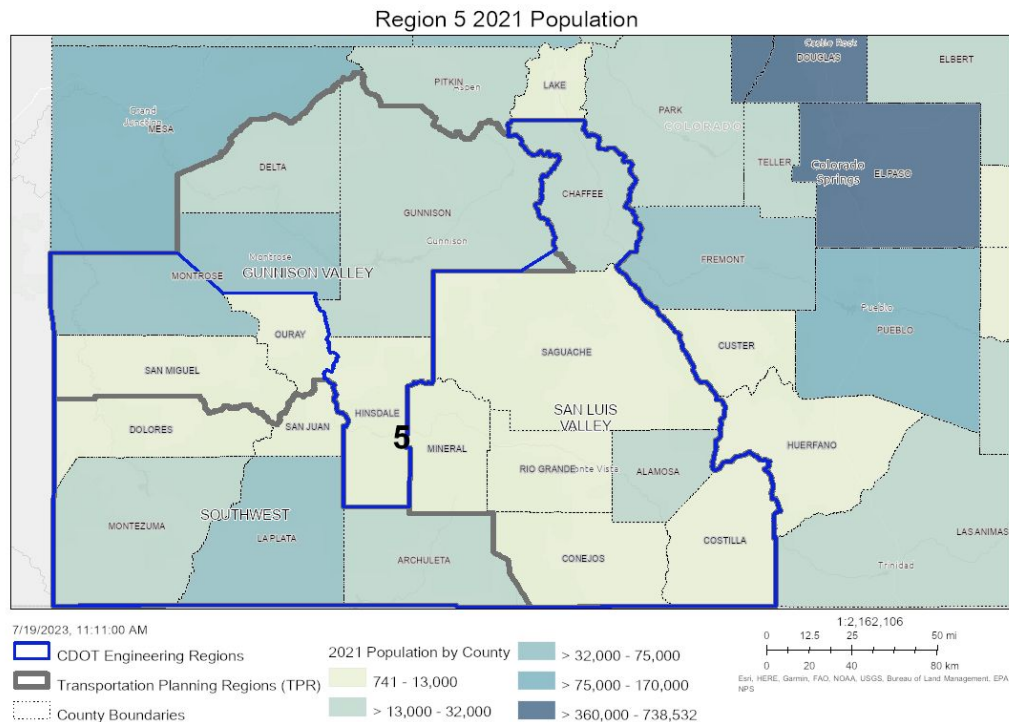




# Data Observations: La Plata and Montrose Counties

La Plata County (and Montrose County) stand out in a lot of the data analysis:

- With 56,278 people in La Plata County and Montrose County with 43,178, they are the two most populous counties among the Region 5 TPRs.
- A number of data points make these two counties- particularly La Plata County (because of Durango) stand out.



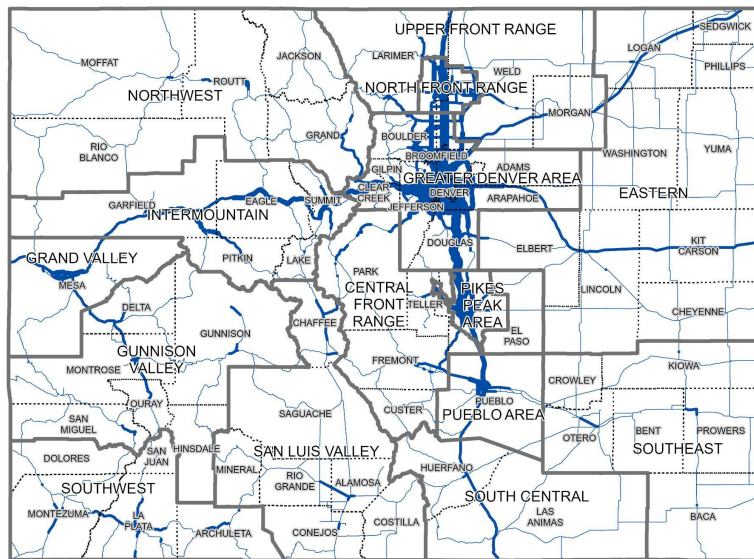


# Observations: La Plata and Montrose Counties

## VMT and Truck VMT

TPR Boundary Analysis - Vehicle Miles Traveled

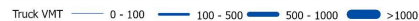
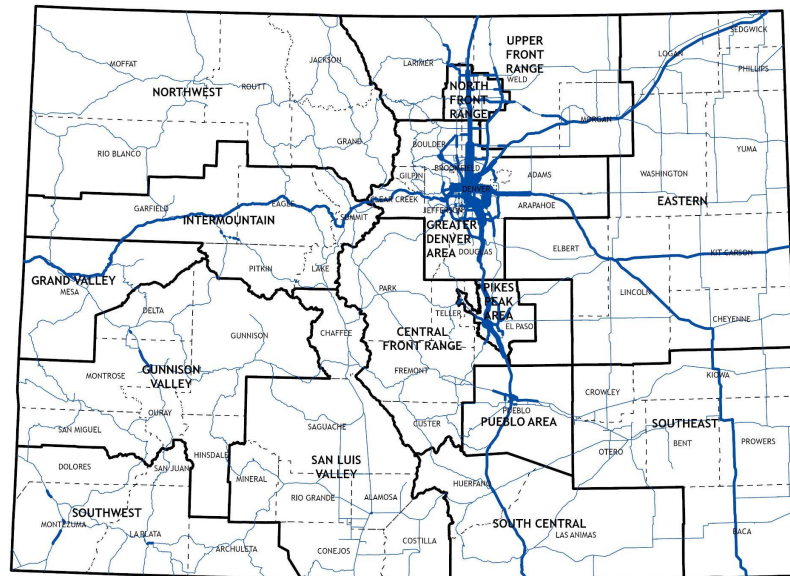
Statutory Requirement: Vehicle Miles Traveled



Source: CDOT 2021

TPR Boundary Analysis - Truck Vehicle Miles Travelled

Statutory Requirement: Truck Vehicle Miles Travelled

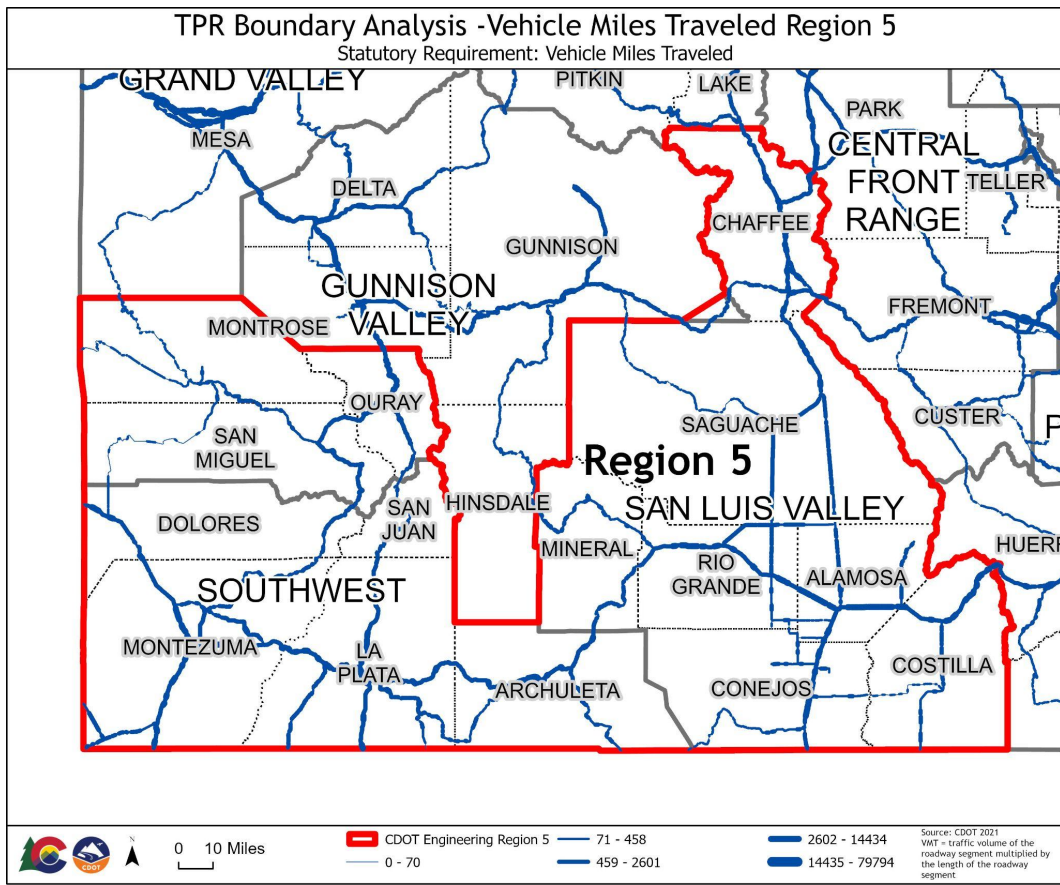


Source: CDOT 2021



# Observations: La Plata and Montrose Counties

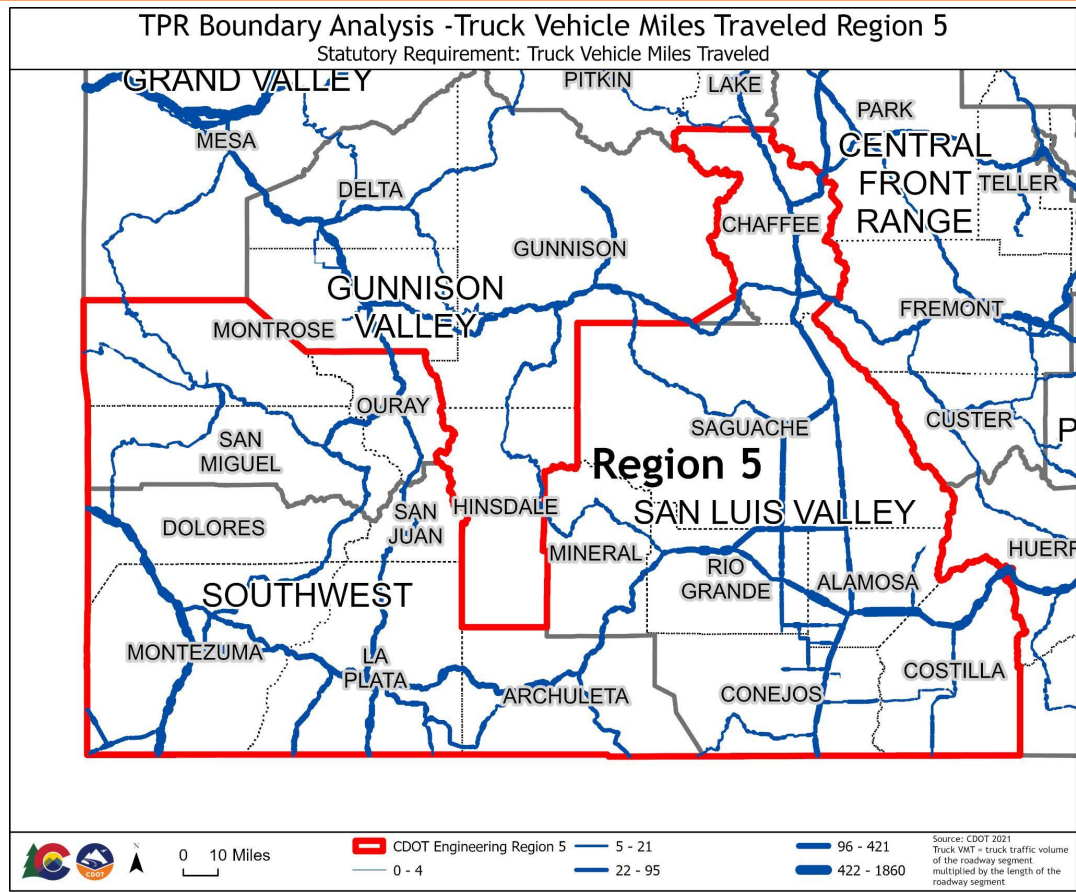
## VMT







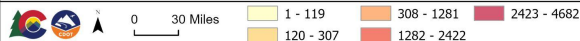
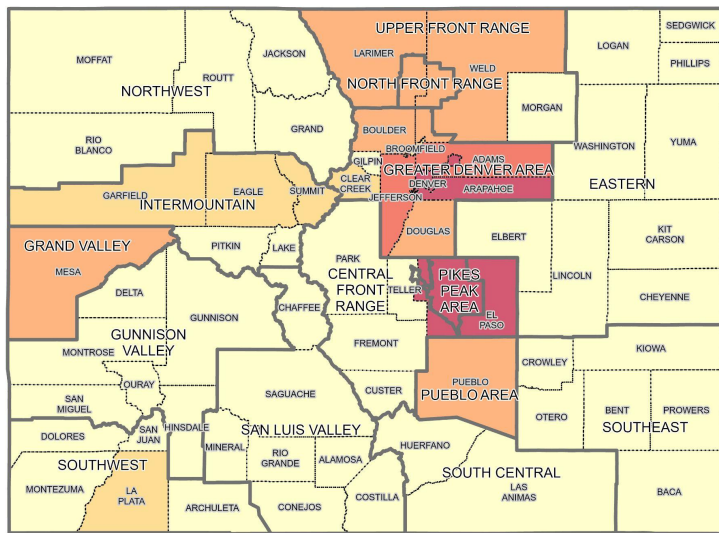
# Observations: La Plata and Montrose Counties Truck VMT





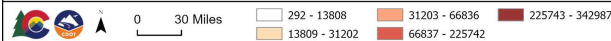
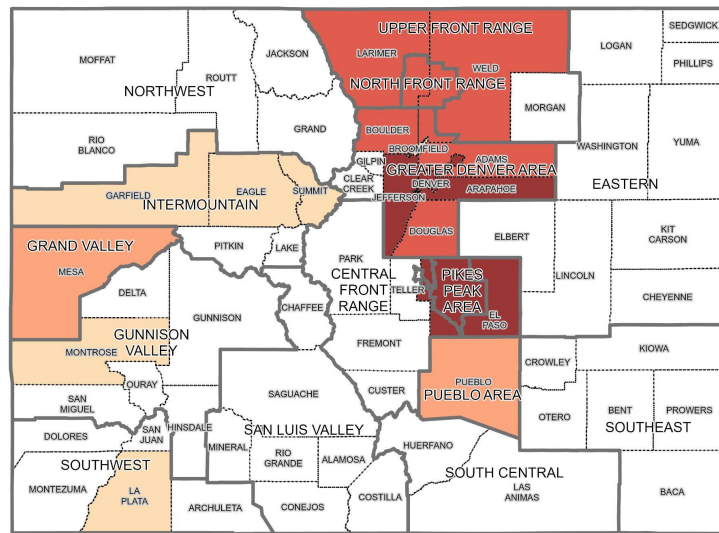
# Observations: La Plata and Montrose Counties Crashes and Commuters

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



Source: CDOT 2021

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



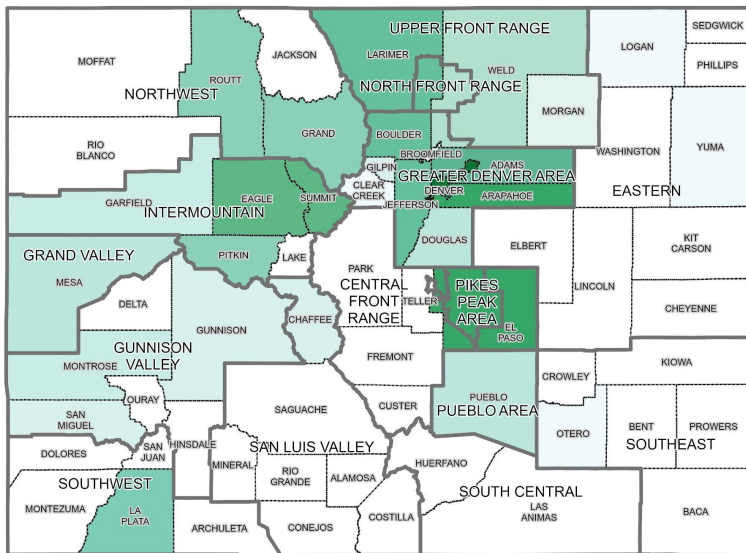
Source: Census 2021  
Data Represents  
Commuting Flow into the  
County



# Observations: La Plata and Montrose Counties Tourism and Movement of Goods

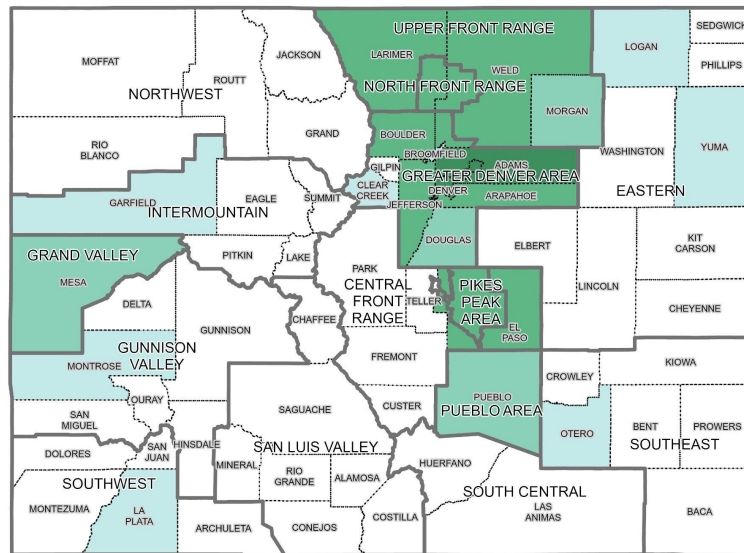
TPR Boundary Analysis - County Level Tourism Statistics (Direct Travel Spending)

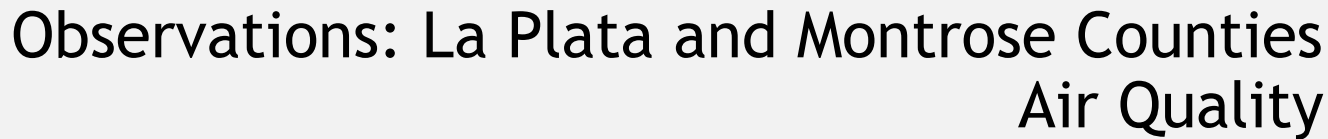
Statutory Requirement: Tourism Impacts



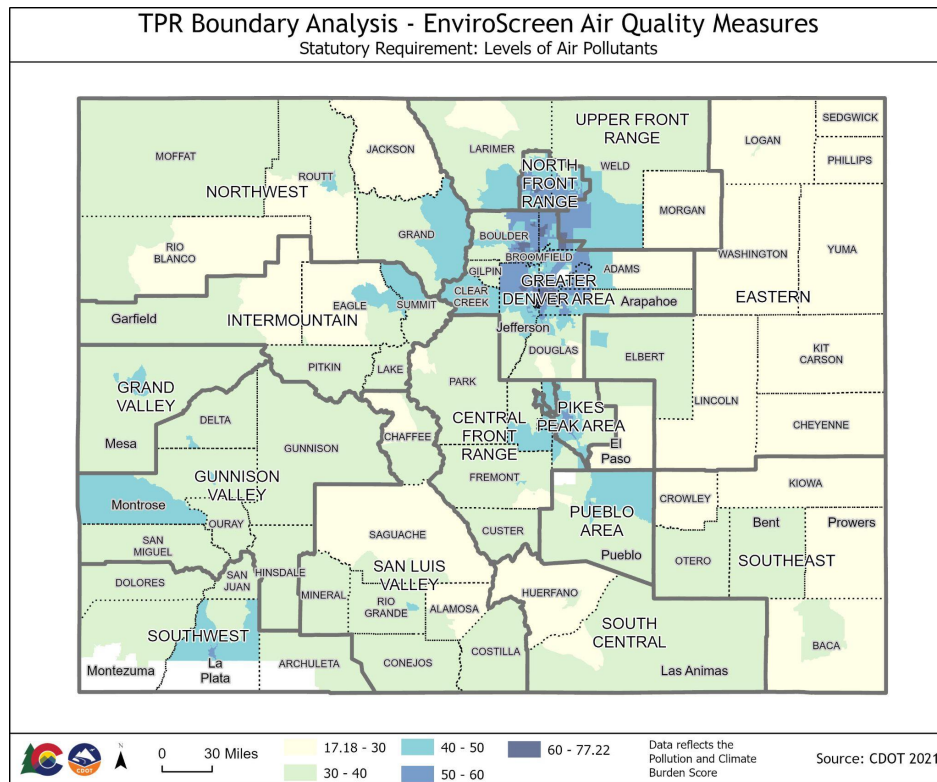
TPR Boundary Analysis - County Level Movement of Goods

Statutory Requirement: Freight Movement





While these observations are interesting and may be informative about their overall transportation needs, the data does not appear to indicate a change should be considered due to any of these factors.







# 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 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/Comments?

