



TRANSPORTATION NEWSLETTER

DATE: February 2020

Vince Rogalski, Chairman Gunnison Valley TPR vrogal@montrose.net

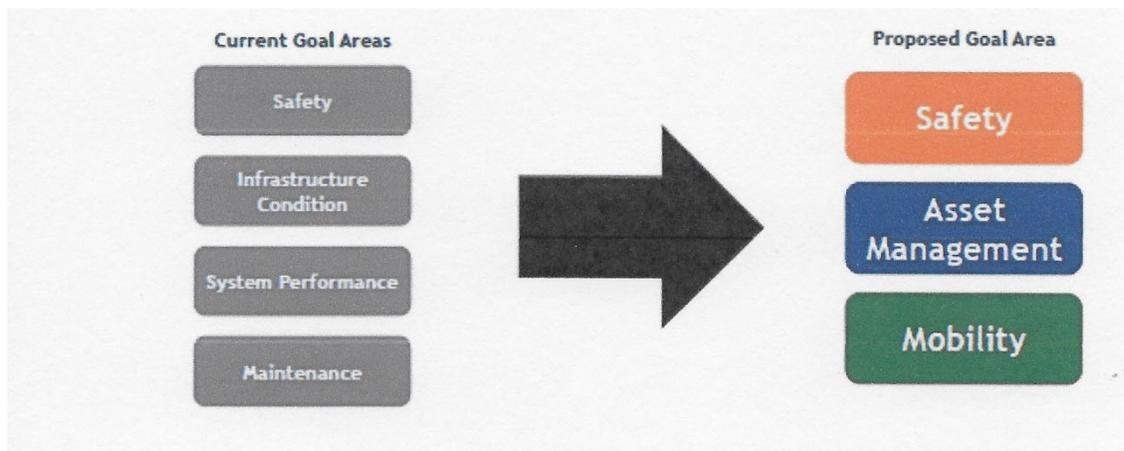
PD 14 Workshop (Rebecca White)

Purpose: This workshop is intended to provide a brief history of Policy Directive (PD) 14.0 “Policy Guiding Statewide Plan Development,” how its purpose and intent has evolved over the years, and lay out a framework for revising the policy directive with current Department goals and priorities.

Action: CDOT staff will provide an overview and framework for the TC to discuss. This workshop discussion will allow the Commission to comment on new proposed goal areas for the PD and give Staff direction on potential objectives that will be presented for Commission review at a future TC workshop.

Details: Staff has developed a framework to review Policy Directive 14 annually, which will incorporate goals from the Department’s Wildly Important Goals (WIGs), the TC Principles, the Governor’s “Bold Four” goals, and objectives required under the Fixing America’s Surface Transportation (FAST) Act of 2015. This framework creates a cadence of review of the objectives in the policy directive to allow for continuous improvement of the main goals of the department, inform funding decisions and projects, and measure the success of those initiatives.

In reviewing current, established CDOT goals, staff has provided a proposed consolidation of the goal areas (to three – safety, asset management, and mobility from four - in the policy directive. These goal areas align with the Department’s Statewide Plan and 10-year Pipeline of Projects, the Department’s annual budget, and the Department’s WIGs.



Discussion:

- Rebecca White explained that the TC Packet includes a PD 14 document and a report card.
- Annually, usually in the fall, DTD reports to the TC on performance measures in the report card.
- 70 Central structure – the viaduct is the worst structure in Colorado and is now rated poor, but will be torn down, so it is not included in data on the report card.
- How we set measures and what we data we use to measure is what we are requesting input on from the TC.
- CDOT DTD staff recommends a change to PD 14 and changing the report card as well.
- PD 14 is a key component of how investment decisions are made, from setting goals to measuring performance and influencing where funding goes.
- The TC was asked when and how frequently they would want to see results regarding performance targets and measures and how frequently revisions to PD 14 should occur.
- Proposed to PD 14 goal areas are displayed in the graphic above.
- Commissioner Stanton asked where system performance be included. Rebecca White responded that it would be included under Mobility.
- Commissioner Adams noted that system condition (Asset Management) is also a form of system performance.
- Commissioner Zink observed that Mobility is very broad term. Often mobility is aligned with transit.
- Commissioner Thiebaut noted that Mobility is also considered the modern approach. It is the modern way to transport yourself.
- Jeff Sudmeier, explained that system performance measures generally have been focused around movement – Planning Time Index (PTI), etc. Used term historically for how system is performing (not its condition). Both mobility and/or system performance challenging terms to convey. STAC Packet - February 2020 Page 32
- Commissioner Vasquez asked where sustainability would fit into these three areas. Would like to see sustainability conspicuously included. o Rebecca White responded that mobility is intended to include reliability and sustainability in reframing goal categories.
- Commissioner Bracke thanked Rebecca White for the explanation, and for teeing this up. Likes the idea of distilling down to three goal areas with sub topics.
 - o How we define these terms will be important.
 - o How we use this information; liked the cycle concept of results, decisions, monitor and so forth.
 - o Will need to tie back to the TC guiding principles.
 - o During a North Front Range Metropolitan Planning Organization (NFR MPO) meeting, regarding the TC Guiding Principles, the question of equity came up. Not sure where it did fit in – equitable and affordable transportation.
 - o A human-centric approach to transportation vs. a vehicle centric approach is desired. Need to determine how to do this also.
- Commissioner Zink commented that the current asset objectives are very vague, and that mobility is anything that isn't safety or asset management. Agreed with what had been said. Commissioner Zink also cautioned to make sure people outside of this circle could easily understand the information in PD 14.
- Commissioner Stuart stressed that equity should be a part of all three goal areas.
- Commissioner Vasquez was impressed with the wildlife discussion last month at the workshops. Need to fit wildlife into human-centric approach pertaining to sustainability.
- What documents use for guidelines for redrafting PD 14: staff recommends/suggested:

- o TC Guiding Principles.
- o CDOT Wildly Important Goals.
- o National Performance Measures.
- Commissioner Bracke observed that this is a great place to start. New state climate targets have been set. Include air quality goals.
- Commissioner Stanton noted that the Guiding Principles are not unchangeable. Whatever is easiest for the Department to do for reporting purposes is what should be done. Recommended to work backwards towards the principles, as they could be modified.
 - o Rebecca White commented that they do align well with other documents.
- Commissioner Adams stressed the importance of aligning principles with other planning partners. We want to minimize the effort. Make sure they align with others also.
 - o CDOT Executive Director Shoshana Lew explained that federal measures and targets compared to CDOT's are too flexible; however, some align well with federal requirements. Economic vitality does not fit into formula but does apply with discretionary grants. For mobility, the federal focus is on safety. Regional priority is something CDOT cares about but it is not emphasized in the federal requirements.
- Commissioner Adams – minimize and streamline work to comply and align across the board easily with state and federal regulations. These proposed changes to PD 14 should align and be the least amount of effort for complying with all relevant requirements.
- Commissioner Bracke suggested CDOT staff do a cross check against CDOT's and other regional planning partners' goals, strategies and requirements.
- PD 14 Changes for Asset Management
 - o Refer to Wildly Important Goals (WIGs). –
- Rebecca White explained that staff will bring back recommendations in three consecutive months, including this month. Next will be draft objectives.
- For next month, the TC was asked to think about aspirational targets. Staff will-bring two versions to TC next month – aspirational and realistic objectives.
- Rebecca White asked the TC members if they would want a TC internal tracking document with annual report out.
 - o Commissioner Stanton cautioned against too much information that could be misinterpreted could be problematic if shared too early. This is the first time for much technology, and whatever is made public we all need to be able to explain it to STAC and other professionals.
 - o Commissioner Adams agreed with Commissioner Stanton, and to check with the Attorney General's Office on level of information required for transparency. Need to be sure public-facing dashboard is appropriate information.
 - o Commissioner Bracke stressed the importance of showing our work, and to set ambitious targets. Better to error on side of transparency. Provide an annual or bi-annual report on progress at appropriate increments of time. Show how we roll up information and be clear.
 - o Commissioner Zink suggested the TC give some thought to the time requirement for this type of tracking. We need to spend time and effort in the right place.
 - o Commissioner Stuart commented that aspirational goals are part of the transparency. Put language in noting targets as aspirational. Sometimes an aspirational goal can be realized, as innovations, funding and partnerships change. Note and keep in aspirational target as part of public dashboard.
 - o Commissioner Bracke asked about how the TC would present information out to stakeholders before the adoption of a new PD14.

- o Commissioner Beedy asked if staff was considering moving back to more asset life or staying with drivability life. Asked if we are going to continue to look at volume of traffic related to condition treatment eligibility. Rural areas are low volumes with heavy truck use.
- o Steve Harelson, CDOT Chief Engineer, noted that there are lots of ways to adjust the pavement model – let it work and see how it plays out. In a few years, if we find a need for adjustments then we will.
- o Vince Rogalski, Statewide Transportation Advisory Committee (STAC) Chair, stressed the importance of PD 14 related to moving ahead in the future.

SWP Committee Statewide Transportation Plan (SWP)

Committee Members include: Commissioners Stuart (Chair), Gifford, Zink, Stanton, Bracke, and the STAC Chair, Vince Rogalski.

Attendees: Commissioners Thiebuat, Vasquez, Stanton, Zink, Gifford, Stuart, Bracke, Beedy, and Adams were present.

SWP Update (Rebecca White)

- **Ten-year Pipeline of Projects is currently under development and staff anticipates bringing the TC a draft in February or March 2020.**
- **2045 Regional Transportation Plans (RTPs) for 10 rural areas are anticipated to be ready for review the first week of April 2020; Metropolitan Planning Organizations (MPOs) for the five urban areas of the state do their own plans.**
- **The 2045 SWP will be released for public comment in May, staff will share plan for review in April and the TC is anticipated to adopt the 2045 SWP in June 2020.**

Program Distribution: (Tim Kirby)

A subcommittee of the Statewide Transportation Advisory Committee (STAC) met monthly from April to August 2018 to develop recommendations for allocation methodologies for Statewide Plan Formula Programs. The subcommittee presented their recommendations to the full STAC body for discussion at the September and October 2018 meetings in order to provide a recommendation to Commission. STAC's input are summarized below for the final three formula programs under consideration.

Regional Priority Program (RPP):

- **Program Goal: Flexible funding for regional priority projects**
- **Program Funding: ~\$50 million Annually STAC Packet - February 2020 Page 34**
- **STAC Discussion Highlights: Hard to identify appropriate formula inputs when the goal is program flexibility; Explore a new RPP formula; Subcommittee liked VMT, Population, Lane Miles and Truck VMT as formula inputs; STAC split on what the percentage for each formula input should be; Concern about fair share; Concern for broader implication of RPP formula usage as a surrogate for fair distribution of new funding statewide.**
- **STAC Recommendation: Support option B – 25% VMT, 20 % population, 40% Lane Miles, and 15% Truck VMT (Option B passed with 12 in favor and 3 against).**
- **Staff Recommendation: Discuss with the TC.**

RPP Formula Discussion:

- **Commissioner Stuart pointed out the old formula , and asked why we didn't keep the previous formula.**
- **Tim Kirby, CDOT Multimodal Planning Branch Manager, explained the historic and current RPP formulas.**
 - o **Commissioner Stuart noted that this program is not a lot of money or a big difference between formulas.**
 - o **Vince Rogalski explained that the historic formula looked at the usage of the road. Newer formula is focused on congestion. Need to understand what are trying to do with the money. There is an issue with using RPP elsewhere for other formulas. We may need to consider another formula besides RPP as a foundation.**
 - o **Commissioner Bracke appreciated Vince's description of the situation. Asked if the STAC has given a recent conversation since August 2018.**
 - o **Vince noted that the STAC would like to see a review of history and how we got here today.**
 - o **Commissioner Gifford noted that there is concern about RPP being used for other formulas, and that RPP is used for other formulas. RPP funds in the past have been higher than \$50 million. The RPP formula is a difficult discussion because giving money to one group takes away from another. Keeping a statewide perspective with this funding source is also difficult.**
 - o **Commissioner Thiebaut supported keeping current formula**
 - **RPP was \$10 million, and is now \$50 million.**
 - **Formula was driven by urban vs. rural. Consider myself a representative of rural Colorado.**
 - **This current formula is the right balance for a rural/urban mix.**
 - **Went to all 10 counties and they understood this rationale. A standoff could result in a worse situation for rural areas.**
 - o **Commissioner Zink mentioned that 50% on population favors urban areas. Didn't agree with Commissioner Thiebaut. The urban areas have other funding opportunities and this is for flexibility. Rural areas need more because they have less funding sources.**
 - o **Vince Rogalski explained that funding went to Regions and money was flexibly spent. Was supposed to fund Strategic Project fund, but that never came about.**
 - o **Commissioner Beedy covered history in 2014 that changed to the current formula. STAC did not agree but the TC decided on another formula. Region 4 rotates these funds to each Metropolitan Planning Organization (MPO) and rural Transportation Planning Regions (TPRs) to do something meaningful with the limited funds every four years. Suggested moving back to a compromise.**
 - o **Commissioner Vasquez noted the small amounts of dollars being discussed. They are not huge, but minor shifts, and are not big dollar differences between formulas.**
 - o **Commissioner Zink explained that \$200,000 makes a bigger difference in a rural area like Region 5.**
 - o **Commissioner Stuart observed that wear and tear on roads is an issue.**
 - o **Commissioner Bracke recommended more time to discuss this. Would be hard making decision today – need more information to make an informed decision. Provide an opportunity to get more input from those who were involved.**
 - o **Rebecca White noted that the STAC does not have a huge appetite to discuss this again. It was a difficult exercise and membership has not shifted significantly since the recommendation was made. Vince Rogalski agreed with Rebecca.**
 - o **Executive Director Shoshana Lew explained that SB 267 leveraged both options A and B – no one complained too much about that approach. There is some time-sensitivity with the 10-year pipeline of projects under development. If this discussion taken back to STAC, it would not be**

very likely the results would change. One perspective is focused on road miles and another on population, both are valid.

- o Commissioner Adams asked if used elsewhere and if there was any flexibility to revise the formulas annually.
- o Rebecca White explained that knowing one formula favored urban, and one formula favored rural, that there is no easy fix for this for statewide distribution of funds.
- o Commissioner Adams noted the variability between formulas is minimal.
- o Commissioner Stuart asked how long has the current formula been in place, and what the variation for distributions would be moving forward. Population growth is extreme in the Denver Metro area, and that is why population was a focus approved by the TC.
- o It was noted that using a population, it addresses extraordinary congestion in Front Range. The current formula has been in place for 5 years, since 2014.
- o Steve Harelson mentioned that SB 1 was set up to work on strategic corridors, with each Region getting their fair share. Idea was to do a lot of projects that benefit the entire state, e.g., I-70 also. SB 1 fell away and we lost some of that sentiment. We may need to take that in consideration. We all hang together or we hang separately.
- o Vince Rogalski explained that a few years back, the TC didn't want to hear about the seventh pot. The Central 70 project is the last of those projects.
- o Commissioner Zink supported what the STAC recommended and suggested giving the STAC credit for their decision. If Option B was the most reasonable to them that is it. Expressed reluctance to disagree with STAC.
- o Commissioner Beedy, regarding the STAC decision of Option B, some wanted to go back to the historic formula, quite a few, but they compromised by agreeing to Option B.
- o Commissioner Stuart supported the concept of choosing one of these and then agree not to use formula for other new funds.
- o Herman Stockinger, CDOT Deputy Executive Director, explained the reason it is a compelling formula, is that it is for the most flexible funding source and attempts to address geographic equity. It is as close to an equity formula we have and that is why it is used for other formulas.
- o Commissioner Thiebaut asked about the staff request from the TC on this. Bring all last three for a vote in February 2020? Also wondered what is driving the schedule.
- o Jeff Sudmeier explained that normally every 4-5 years we revisit formulas and readopt them. It provides funding forecasts for MPOs and TPRs that they use in their Long-Range Plans.
- o Tim Kirby noted that the MPOs need this information now for their long-range plans.
- o Rebecca White reiterated that three formulas are left to approve that are RPP, FASTER Safety, and CMAQ.
- o Commissioner Stuart recommended the group, give this more thought, and go over FASTER Safety now.

FASTER Safety:

- Program Goal: To reduce total highway crashes and the severity of highway crashes (fatality and injury)
- Program Funding: ~ \$67.5 million Annually
- STAC Discussion Highlights: None
- STAC Recommendation: N/A
- Staff Recommendation: Follow PD 1504.1
- Notes: The distribution formula for FASTER Safety regional allocation has been revised by staff. Staff shared these changes, and STAC agreed, at the September 2018 meeting. The existing formula is based on total crash data weighted according to National Safety Council estimates of

average economic cost per death, injury, and other crash. Per PD 1504.1, FASTER Safety Mitigation staff is tasked with analyzing crash data every four years for the purposes of reviewing and renewing funding distribution percentages. Staff conducted this review in 2018 and updated the FASTER Safety distribution percentages used to set regional planning budgets.

FASTER Safety Formula Discussion

- Vince Rogalski explained that this is a statewide program for safety.
- Commissioner Thiebaut expressed concerns over the program being reactive vs. proactive with crash data and solutions.
 - o Charles Meyer, CDOT Traffic Safety Manager, noted that statewide crash data is not just CDOT Roads.
 - o This share is only for Statewide FASTER revenues that covers crashes on city and county roads and state highways.
 - o Commissioner Beedy observed that there are much more urban crashes than rural ones and this is a concern for rural areas.
 - o Charles Meyer explained that the formula is similar to the Highway safety Improvement Program (HSIP) Federal Aid dollars, 60% can go to off-system roadways.
 - o Commissioner Bracke asked if it covers safety improvements for all modes of Transportation.
 - o Charles Meyer responded that more highway related crashes are recorded, but if another mode is captured by law enforcements then yes it is on the record and in the database.
 - o Tim Kirby mentioned that there are certain things data can't tell us, for example, near misses; however, our conversations with locals does cover this. This is our current focus on pre-emptive considerations.
 - o Commissioner Stuart asked if a consensus is obtained for this formula.
 - o Commissioner Beedy preferred to see numbers for the state highway system.
 - o Commissioner Thiebaut noted we need to move them forward – RPP and FASTER Safety. He recommended to bring the draft resolutions to the regular TC meeting to vote on. Commissioners can bring other resolutions forward also.
 - o TC agreed to have staff bring resolutions as planned to TC in February for RPP and FASTER Safety.

On February 20, 2020 the Transportation Commission took the following Action

Discuss and Act on Temporary Resolution #6, RPP Formula (Rebecca White) (Resolution Only, in Resolutions Folder) **NOT APPROVED**

Discuss and Act on Temporary Resolution #7, FASTER Safety Formula (Rebecca White) (Resolution Only, in Resolutions Folder) **APPROVED**

Discuss and Act on Temporary Resolution #8, CMAQ Formula (Rebecca White) (Resolution Only, in Resolutions Folder) **APPROVED**

Transportation TPR Meeting
NEXT MEETING NOTICE TPR meeting March 26, 2020
Region 10 at 10am to Noon
145 South Cascade, Montrose