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COLORADO STATE HIGHWAY COMMISSION
MEETING WITH THE GOVERNOR
DECEMBER 16, 1976

COLORADO STATE HIGHWAY COMMISSION
4201 EAST ARKANSAS AVENUE
DENVER, COLORADO

MEETING WITH THE GOVERNOR
DECEMBER 16, 1976
8:00 A.M. - 9:00 A.M.
IN THE GOVERNOR'S OFFICE

B. T. (Bud) Griffith, Chairman
District 8

H. Lee Ambrose, District 1	George W. Koenig, Jr., District 5
Andra Schmidt, District 2	Karl Mattlage, District 6
Charles L. Hanavan, Jr., District 3	Stanley L. Dodson, District 7
Laurence L. Bitner, District 4	John S. Gilmore, Member at Large
Jack Kinstlinger, Executive Director	Homer L. Bruton, Secretary
E. N. Haase, Chief Engineer	

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I-470 REPORT TO THE GOVERNOR BY THE I-470 AD HOC COMMISSION DECEMBER 17, 1976

PREFACE

I 470, a proposed circumferential highway around Southwest Metropolitan Denver, was added to the National System of Interstate and Defense Highways in 1968. In 1972 the Colorado Department of Highways submitted a Final Environmental Impact Statement for the I 470 Project. The statement was reviewed by the Federal Highway Administration and other governmental agencies. The conclusions of this review were that significant deficiencies and questions existed regarding air quality, alternative modes of transportation, alternate highway alignment and effects on land use. Because of these questions and concerns, the Department of Highways was directed by the Federal Highway Administration to revise the I 470 Environmental Impact Statement in June, 1975.

In July, 1975, Governor Richard D. Lamm appointed a 12-member panel to study the transportation needs of the southwest quadrant of the Denver Metropolitan Area and to determine whether the project known as "I 470", or some other alternative to that project should be built.

The panel, which became known as the I 470 Ad Hoc Commission was created in the midst of an emotionally charged debate, which was beginning to polarize the entire state. The issue was whether I 470 was needed and was socially and environmentally acceptable. The Commission was asked to search for and find compromise solutions and to consider dispassionately the various concerns and viewpoints regarding I 470 and its alternatives.

TO REPORT TO THE GOVERNOR

This report is submitted in response to the Governor's directive. The Commission, composed of Hal Anderson, Jefferson County Commissioner; Robert L. Tonsing, the 470 Task Force; Dennis M. Orr, Board of Directors, Denver Chamber of Commerce; Edward T. Lyons, Attorney; H. Lee Ambrose, Highway Commissioner; Paul W. Thompson, Lakewood City Councilman; Maggi Markey, Boulder County Commissioner; Sally Parsons, Littleton City Councilperson; Mike Moore, Co-Chairman FACTS (For Alternative Community Transportation Systems); Monte Pascoe, Attorney; Joanne Paterson, Jefferson County Commissioner, Co-Chairperson; Harold Patton, Mayor, Greenwood Village, Co-Chairperson. They have met over twenty (20) times over the period of July, 1975, to December, 1976. All meetings have been open to the public.

The Ad Hoc Commission's deliberations and the Highway Department's work has included a continual and comprehensive community involvement program. Over the last year, fifty (50) meetings and worksessions involving over 1200 people have been held with the general public, community groups, local government officials and staff.

The Highway Department working with the Denver Regional Council of Governments and the Regional Transportation District developed a work program to remedy the deficiencies in the Environmental Impact Statement and to provide staff support to the Ad Hoc Commission in its effort to recommend a proper course of action. The Commission's work has been carried on concurrently with the preparation of the I 470 Detailed Assessment Report, by the Highway Department. This report will provide technical analysis for the environmental impact statement which is required by the United States Department of Transportation under the National Environmental Policy Act before federal funding can be approved.

The Commission expresses gratitude to Governor Lamm for seeking an objective inquiry and allowing it to be carried on independently by Commission members.

The Commission appreciates the participation and cooperation of the locally elected officials and the public at large in this process. This painstaking, complex study would not have been possible without the support and financial assistance of the Highway Commission.

The Commission also wishes to acknowledge and express sincere appreciation for the dedicated efforts which have been brought to bear on the problem by the staff of the Colorado Department of Highways and by the other participating agencies. Without their assistance and the contributions which they have made, a solution to the problem would have been impossible.

RECOMMENDATIONS

The I 470 Ad Hoc Commission makes the following recommendations:

1. A CIRCUMFERENTIAL PARKWAY SHOULD BE CONSTRUCTED FROM I 25 TO I 70 GENERALLY ALONG THE CONFIGURATION OF ALTERNATE #7 IN THE I 470 DETAILED ASSESSMENT REPORT, SEPTEMBER, 1976. THE PARKWAY SHOULD HAVE CONTROLLED ACCESS, SHOULD ENCOMPASS MULTIMODAL AND RECREATIONAL CONSIDERATIONS, SHOULD COMPLIMENT PLANS FOR PARKS AND TRAILS IN THE SOUTHWEST METROPOLITAN DENVER AREA, AND SHOULD BE PLANNED TO CARRY TRAFFIC FROM AND TO I 25 AND I 70 AS WELL AS TO SERVE LOCAL TRANSPORTATION NEEDS.
2. THE EXISTING "GRID" IN THE SOUTHWEST METROPOLITAN DENVER AREA SHOULD, WHEN AFFECTED LOCAL GOVERNMENTS AGREE, BE IMPROVED BEYOND THE ALREADY PLANNED PRACTICAL GRID IMPROVEMENTS, WITH PARTICULAR ATTENTION BEING GIVEN, AT THE EARLIEST POSSIBLE DATE, TO IMPROVING SOUTH SANTA FE CORRIDOR AND RELATED RAIL CROSSING AND SOUTH KIPLING.

3. IN ORDER TO ACCOMPLISH BOTH RECOMMENDATIONS 1 AND 2, THE VARIOUS GOVERNMENTS INVOLVED SHOULD, UNDER APPLICABLE LAWS AND AT A TIME CONSISTENT WITH THE COLORADO HIGHWAY DEPARTMENT'S CASH FLOW REQUIREMENTS, CAUSE I 470 TO BE WITHDRAWN FROM THE INTERSTATE HIGHWAY SYSTEM AND THE SUMS AVAILABLE FROM SUCH WITHDRAWAL SHOULD BE USED FOR CONSTRUCTION OF THE HIGHWAYS AND STREETS DESCRIBED IN PARAGRAPHS 1 AND 2. AFTER FUNDS ARE MADE AVAILABLE FOR THE FACILITIES REFERRED TO ABOVE AS DESIRED BY THE AFFECTED LOCAL GOVERNMENTS, THE REMAINING "WITHDRAWAL" FUNDS SHOULD BE APPLIED WITH CONCURRENCE OF LOCAL ELECTED OFFICIALS TO WORTHY TRANSPORTATION PROJECTS WITHIN THE DENVER URBANIZED AREA.

4. WHEN ALL OF THE NECESSARY CONSENTS OF THE LOCAL GOVERNMENTS HAVE BEEN OBTAINED, THE ACTUAL PLANS FOR BOTH THE CIRCUMFERENTIAL PARKWAY AND THE ARTERIAL IMPROVEMENTS RECOMMENDED HEREIN SHOULD BE SUBMITTED TO THE U.S. DEPARTMENT OF TRANSPORTATION FOR FUNDING FROM THE FUNDS MADE AVAILABLE BY THE WITHDRAWAL OF THE INTERSTATE SEGMENT. THIS SUBMISSION SHOULD BE CONCURRENT WITH THE FORMAL REQUEST FOR WITHDRAWAL OF I 470 BY THE GOVERNOR AND THE NECESSARY LOCAL GOVERNMENTS; AND THE REQUEST FOR WITHDRAWAL SHOULD BE MADE CONTINGENT UPON THE SECRETARY OF TRANSPORTATION'S APPROVAL OF THESE SUBSTITUTE PROJECTS.

5. IN ANTICIPATION OF THE PARKWAY, LOCAL ZONING AUTHORITIES SHOULD ADOPT APPROPRIATE LAND USE REGULATIONS FOR THE AREA SURROUNDING INTERCHANGES AND AT GRADE ACCESS POINTS CONSISTENT WITH SOUND PARKWAY DESIGN CONSIDERATIONS AND THE LAND USE COMMISSION'S GUIDELINES. THE LOCAL REGULATIONS SHOULD BE DESIGNED TO FOSTER THE DEVELOPMENT OF INTERCHANGE AREAS IN A MANNER CALCULATED TO PRESERVE THE SMOOTH FLOW OF TRAFFIC AND ENSURE THE CONSISTENCY OF THE INTERCHANGE AREA DEVELOPMENT WITH DESIRABLE COMMUNITY PATTERNS.

THE CITIZEN'S ADVISORY COMMITTEE

The Citizen's Advisory Committee to the Colorado Highway Commission makes the following decisions and recommendations regarding the proposed link of I-70 through Glenwood Canyon:

The Committee is committed to fit an acceptable four lane highway design into the Canyon. We believe that the projections of traffic, if there are no alterations in current trends, will warrant that capacity in the future. We recommend therefore that a 56' minimum four lane concept be pursued into preliminary design. We further recommend that design alternatives be prepared, for purpose of comparison, meeting interstate design standards. We would encourage the immediate selection of an inspired designer who can match the magnificence of the Canyon in its natural state with his own sensitive and creative talents. We are concerned, however, that the technology and the design talent be committed to the process to make the fit without irreversible damage.

The Committee appreciates the excellent and timely technical assistance that has been provided on the many phases of highway construction and design to this point. We find many items yet unresolved. Any many of them will necessarily remain unresolved until the final design has been accomplished. We are looking forward to participating in and being of assistance in the design process. We would ask that this Committee be allowed to participate in the search and selection process for that design talent. We believe that our considerable exposure to the Canyon and the problems of fitting a highway into its narrow confines would be a valuable addition to that selection process.

We believe the 'Highline' alternative through the Canyon presents problems of increased grades and access problems, as well as imparting construction scars in areas difficult to revegetate. We recommend that it be dropped from further consideration.

We would recommend the minimum standard interstate highway concept be considered in the non-critical areas. The intrusion of that width of highway construction on the confined scale of the Canyon creates an undesirable loss of open space. Both the loss in traffic capacity and apparent decrease in safety caused by the reduced width is minor, as reflected in the highway statistics. Terraced, split level, cantilever, or elevated low line bridge structures where possible could allow for up to a 34' travel lane each direction.

We recommend the lowering of the design speed in critical sections of the Canyon to as low as 40 mph to reduce the impacts of the highway on both the rock walls and the river. We encourage the careful selection of landscaping and the separation of the traffic lanes to reduce the scale of the highway. We also recommend slowing the traffic with close planting on both sides of the highway. Induced curves and a continuous curvilinear highway design can reduce the speed of drivers throughout the 12 1/2 mile length of the Canyon and should be employed if practical.

To that end, we also recommend the separating of the traffic lanes on independent horizontal and vertical alignments to maximize the visual and esthetic continuity of the driver's experience. That will also allow more flexibility for the designer to minimize the highway's environmental impacts. Terraced, separated roadways, low line raised sections and cantilevers can reduce the scale of the roadway itself, and increase the visibility of the Canyon to all those traveling along the highway. Alternatives including crossing of the river to reduce specific impacts should be investigated.

The highway design should incorporate median and side guard rails for safety of auto travelers. The Committee expresses some concern for the tunnelization of driver vision as created by the New Jersey type barrier. Alternative designs more open and esthetic and more in keeping with the multitude of textures, colors and shapes that exist naturally in the Canyon should be pursued.

We believe that the ultimate design will have to be made sensitively to the existing materials, colors, scale, etc. of the Canyon. We are convinced that such a design concept will have to be all-encompassing, including signage, lighting, wall and ground surfaces and textures to fit appropriately into the natural context of the Canyon.

We believe the scale and visual impact of the Canyon can be destroyed by insensitive conventional interchanges. We believe that innovative low line approaches and reducing their scale should be employed. Where access between and beyond the other parallel lane is necessary, they should be limited to pedestrian only or pedestrian and service/emergency vehicle underpasses, such as at the Shoshone Power Plant.

We believe that the number of full interchanges should be kept at a minimum--perhaps only three--one each at Grizzly Creek, Hanging Lake and the Bair Ranch. We would like to see additional pull-offs approached with minimum one direction access, with pedestrian underpasses if necessary to cross under the traffic lanes.

The selection of recreational access pull-offs should be carefully made. The recreational opportunities that exist should be preserved. In the scale of the Canyon, we feel that the provision of additional vehicular access will in itself destroy much of the recreational opportunity which exists.

The purchase in fee or of development rights should be pursued of all privately owned lands within the Canyon. The Bair Ranch, in particular, should be secured to protect against inappropriate future development.

A major commitment needs to be made to the appropriate natural landscaping and revegetation of present and past highway damage to the Canyon. Landscaping should also be introduced to re-establish a harmonizing balance of nature within the Canyon, esthetically and ecologically. The natural energy cycles and flows should be carefully studied and preserved and where necessary, re-established.

Tunnels have been indicated in the alternative schemes. They should be used to help return critical portions of the Canyon back to their natural use. Tunnels can be used to remove the automobile from some of the outstanding promontories, such as east of Hanging Lake.

Linear recreation bike and fishermen access ways should be developed parallel to the highway and an investigation of alternative routes for recreation ways including the crossing of the river where necessary to gain adequate space should be made. The investigation of cooperative efforts with the railroad to retain talus runs and eliminate visual and maintenance problems could solve mutual problems.

We believe that a manned information and interpretation center (or centers) should be provided for in the design for the Canyon highway. The Canyon offers a great opportunity for geologic, ecologic and environmental study and education.

The Committee has expressed concern that adequate attention is addressed to snow and rock removal and the hazards created by their potential existence. Maintenance of the highway surfaces and emergency vehicle access remain major considerations in selection of the final highway design.

We believe that in recommending a 40 mph highway design, we should also be encouraging the strict enforcement of a 40 mph maximum speed limit throughout the Canyon as well as the establishment and enforcement of a minimum highway speed through the Canyon. That minimum has been suggested to be 30 mph.

MPO DRAFT AGREEMENT

ATTACHMENT A

WHEREAS, the Colorado Highway Commission is responsible for formulating the general policy with respect to the management, construction, and maintenance of public highways in this state, for adopting all state highway budgets and construction priorities and approving extensions or abandonments of the State Highway System, and for selecting or designating any highway, road, or street as part of the Federal-aid urban system or extension of the Federal-aid primary or secondary system in order to qualify the highway, road or street for expenditure of federal-aid funds apportioned to the State, and nothing contained in this agreement shall be construed to abrogate or delegate the exercise of the statutory powers and duties of the Highway Commission as the appropriate state agency under state and federal law to review and take action on all matters within the scope of its statutory responsibilities.

ATTACHMENT B

WHEREAS, the Board of Directors of the Regional Transportation District is empowered pursuant to Title 32, Article 9, Colorado Revised Statutes 1973 as amended, to develop, maintain and operate a mass transportation system for the benefit of the inhabitants of the District, including the adoption of a comprehensive plan for such system, and any amendments thereto, following statutorily required public hearings, and further including the adoption of budgets for the development and operation of such mass transportation system, and is the Public Transit Operator within its six-county geographical area, and is the designated recipient of federal mass transportation funds apportioned to the urbanized areas in the District, and nothing contained in this Agreement shall be construed to abrogate or delegate the exercise of the statutory powers and duties of the Regional Transportation District as the appropriate entity under state and federal law to review and take action on all matters within the scope of its statutory responsibilities.

ATTACHMENT C

WHEREAS, the Denver Regional Council of Governments is empowered pursuant to Title 30, Article 28, Colorado Revised Statutes 1973, As Amended, to make and adopt a Regional Plan for the physical development of the territory within its geographical area, including transportation, land use plan, population allocation and population control totals, and is the designated regional planning agency for the Denver-Boulder Standard Metropolitan Statistical Area by the federal government, and nothing contained in this Agreement shall be construed to abrogate or delegate the exercise of statutory powers and duties of a regional planning commission and as the Council of general purpose local governments as the appropriate entity under state and federal law to review and to take action on all matters within the scope of its statutory responsibilities.

//

PROPOSED MODIFICATION TO STEPS 17 AND 18

Replace the existing Step 17 with the following:

Step 17

The MPO shall be responsible for reviewing written comments submitted by the participating agencies. If an agency, pursuant to its statutory responsibilities, expresses its lack of commitment to a matter included in the Final Document, as revised by the MPO Policy Body, then said Document shall not be submitted for state or federal review until the outstanding issues are resolved between the MPO Policy Body and the Policy Body of the dissenting agency.

Make changes as noted below in Step 18:

Step 18

Submit Documents - The MPO staff shall submit the approved/endorsed document with any APPROPRIATE statements of ~~non-concurrence~~ by participating agencies to appropriate state or federal agencies for review and action as provided in the federal regulations. All submissions of MPO planning documents to the Federal Highway Administration (FHWA) shall be transmitted through the CDH.

12/02/76

ATTACHMENT E

MEMORANDUM OF AGREEMENT
BETWEEN
THE DENVER REGIONAL COUNCIL OF GOVERNMENTS
AND
THE STATE DEPARTMENT OF HIGHWAYS
AND
THE REGIONAL TRANSPORTATION DISTRICT
REGARDING
THE URBAN TRANSPORTATION PLANNING PROCESS

THIS MEMORANDUM OF AGREEMENT entered into this _____ day of _____, 1976, by and between the Denver Regional Council of Governments (DRCOG), the Colorado State Department of Highways (CDH), and the Regional Transportation District (RTD).

WITNESS THAT

WHEREAS, the Federal Highway Administration (FHWA) and the Urban Mass Transportation Administration (UMTA) have established guidelines pursuant to various federal statutes which call for a continuing, comprehensive, and co-operative transportation planning process to be carried on in a manner consistent with comprehensive urban regional planning within each urbanized area of the United States; and

WHEREAS, the Denver Regional Council of Governments is empowered pursuant to Title 30, Article 28, Colorado Revised Statutes 1973, As Amended, to make and adopt a Regional Plan for the physical development of the territory within its geographical area, including transportation, land use plan, population allocation and population control totals, and is the designated regional planning agency for the Denver-Boulder Standard Metropolitan Statistical Area by the federal government, and nothing contained in this Agreement shall be construed to abrogate or delegate the exercise of statutory powers and duties of a regional planning commission and as the Council of general purpose local governments as the appropriate entity under state and federal law to review and to take action on all matters within the scope of its statutory responsibilities.

WHEREAS, the DRCOG, the CDH, and the RTD, desire to participate in the comprehensive, cooperative, coordinated systems planning process for Planning and Management Region (PMR) 3 and further desire to conduct this process in a manner consistent with the State of Colorado's Action Plan, approved March 22, 1974, as amended; and

WHEREAS, the Action Plan establishes a process for accomplishment of transportation planning within each of the State's planning and management regions with the philosophy of planning from the local level upward through the structures of government; and

WHEREAS, the transportation planning process for the Denver and Boulder urbanized areas has heretofore been conducted by the member agencies of the Joint Regional Planning Program (JRPP) under a Memorandum of Agreement dated June 28, 1974, as amended February 3, 1976, which superseded a previous Memorandum of Agreement dated April 16, 1971; and

WHEREAS, the DRCOG is a forum for cooperative decision making by local elected officials with authority to carry on comprehensive planning activities for PMR 3; and

WHEREAS, the Office of Management and Budget has recognized the DRCOG as the A-95 clearinghouse for Planning and Management Region 3; and

WHEREAS, the pertinent federal regulations require that there be an agreement between each Metropolitan Planning Organization, the State, and publicly owned operators of mass transportation services which specifies cooperative procedures for carrying out transportation planning and programming which agreement may include procedures for the utilization of staff resources of the State, the mass transportation operator, or other local agencies to carry out selected elements of the planning process; and

WHEREAS, it is the desire and intent of the parties, through this agreement, to fulfill the requirements of the pertinent federal regulations in a manner consistent with the designation of the DRCOG, an organization of local elected officials, as the Metropolitan Planning Organization (MPO) for the Denver and Boulder urbanized areas, while at the same time recognizing and preserving the policies and the statutory responsibilities of the State and of the RTD under its enabling legislation; and

WHEREAS, it is the joint responsibility of local, regional, and State units of government to cooperatively conduct comprehensive urban planning for PMR 3; and

WHEREAS, the successful implementation of the region's comprehensive plans and programs requires the continuing cooperative effort of local, regional, and state governments; and

WHEREAS, the Denver Regional Council of Governments desires designation as the MPO to assume responsibilities in accordance with Section 450.112 of the joint UMTA-FHWA Transportation Improvement Program Regulations (40 FR 42976, et. seq., Wednesday, September 17, 1975); in cooperation with the State and in cooperation with RTD; and

WHEREAS, federal regulations require the urban transportation planning process to be coordinated with the State's air quality planning conducted pursuant to 42 USC 1857; and

WHEREAS, federal regulations require the urban area's transportation plans and programs to be consistent with the area's comprehensive long-range land use plan, urban development objectives, and the area's overall social economic, environmental, system performance, and energy conservation goals and objectives.

NOW, THEREFORE, BE IT RESOLVED THAT the parties hereto do mutually agree as follows:

A. PARTIES

The Denver Regional Council of Governments, the Colorado Department of Highways, and the Regional Transportation District hereby agree to carry out

the continuing, coordinated, comprehensive transportation systems planning process for Planning and Management Region 3 in a manner consistent with appropriate Federal guidelines and the Colorado State Department of Highways' Action Plan.

B. APPLICABILITY

The agreement applies to the continuing, cooperative, and comprehensive transportation planning process required to be carried out in the Denver region under 23 USC 134, and 49 USC 1601, et. seq. as implemented by the applicable regulations in order for the region to qualify for federal transportation funds. Further, this agreement applies to the transportation systems planning process defined as Phase I of the State of Colorado's Action Plan, approved March 22, 1974, as amended.

C. PROGRAM OBJECTIVES

The transportation planning program is intended to provide factual information, forecasts, plans, programs, and other data so that the full value of this planning information can be utilized in the transportation development process. It is intended that transportation planning be an integral part of the comprehensive areawide planning process of the Denver region. As such, the transportation planning process has the following specific objectives:

1. To meet the transportation planning requirements established by, or pursuant to, federal statutes so as to continue to qualify local, regional, and State agencies for federal capital and operating assistance.

2. To provide for appropriate integration of transportation planning efforts with the other elements of comprehensive areawide planning.
3. To develop, update, and adopt transportation plans to reflect changing conditions so that transportation facilities can be designed to serve development objectives and meet future travel demand with a level of service consistent with regional policies.
4. To translate these plans into action programs with priority recommendations for improvement of transportation systems and cooperate in the provision of necessary information for implementation of facilities and services.
5. To maintain a transportation planning capability within the framework of comprehensive planning activities of the DRCOG in order to achieve the above objectives and to serve the State and the RTD's future planning needs.

D. PARTICIPANT RESPONSIBILITY

Upon designation by the Governor, the DRCOG shall constitute the Metropolitan Planning Organization (MPO). As such, they shall be responsible for operation and maintenance of the comprehensive land use/transportation planning process, as described herein for preparing and adopting all plans, programs, and documents of the urban transportation planning process, as required by federal regulations.

It shall be the responsibility of the DRCOG (MPO), through the Transportation Committee (TC) to ensure that the necessary activities involving cooperative planning among the three participating agencies are carried out in order to develop the plans and programs in accordance with the process described in this Agreement, and preparation of any other documents required under the urban transportation planning process. As participants in the cooperative urban transportation planning process, the staffs of the DRCOG, the CDH, and the RTD shall be responsible for carrying out selected elements of the planning process.

Participation in this planning process carries with it a commitment of each party to:

1. Cooperatively take part in committee and other program activities including the formulation of work programs;
2. Contribute information, cooperative efforts, continuing financial support and services as described in the operations plan referenced in paragraph F below;
3. Endeavor to conduct each party's planning program in a fashion which complements the region-wide planning process;
4. Provide, as may be authorized by law and the actions of the governing bodies of the parties, continuing financial support for development and maintenance of a long-range comprehensive and transportation planning capability to carry out planning activities identified in future annual work programs.

E. COMPREHENSIVE LAND USE/TRANSPORTATION PLANNING PROCESS

The comprehensive land use and transportation planning process for the Denver region shall be carried out through a series of activities which produce five primary output documents. The process to be followed in producing or updating each document on an annual basis is illustrated in Figure 1.

There are ten major elements of the land use/transportation planning process which have been identified from the federal regulations as follows (as defined by federal regulations):

- o Air Quality
- o Public Involvement
- o Civil Rights
- o Socio-Economic Impacts
- o Energy
- o Elderly/Handicapped
- o Existing Conditions
- o Projections
- o Monitor Development
- o Activity Coordination/Organization

On an annual basis, work will be carried out on each of the planning process elements culminating at the end of the year in a review and evaluation of status in that area of activity. The MPO will conduct timely and appropriate public meetings to inform the public and obtain their input concerning the five primary documents. A brief description of the five primary documents follows:

Prospectus

The federal regulations require each Metropolitan Planning Organization (MPO) to "establish a multi-year framework within the unified planning work program is accomplished." Section 450.114 (40 FR 42976, et. seq., Wednesday,

September 17, 1975) provides details of the required content of the prospectus which should essentially spell out the transportation issues facing the area, a statement on status and anticipated accomplishments of each element, a description of procedures to be used in carrying out each element and "a description of the functional responsibilities of each participating agency."

Using the comprehensive planning coordination procedures outlined in later sections, a prospectus will be prepared in conformance with federal guidelines. It is anticipated that the prospectus would be updated through the annual transportation report. A completely revised prospectus would be prepared at least every five years or sooner if major changes in status or process are required. An annual review will be made for the prospectus with an update being included as part of the annual transportation report.

Annual Transportation Report

The primary purpose of the annual transportation report is to document status and anticipated activities with regard to each of the ten planning process elements identified above. A careful review will be made of activity and status with regard to each planning process element and also the contents of the prospectus. A document will be prepared which records the current status of each element and any update of the prospectus which may be required. The status of TIP/AE implementation and the performance of the transportation system in meeting the region's goals will be discussed.

Transportation Plan

Transportation Systems Management Element - A transportation systems management element of the transportation plan will be prepared and updated annually following the procedures outlined in the comprehensive planning coordination process. An annual review will be carried out to evaluate the results obtained from implementing TSM projects. A determination will be made as to whether or not changes in the TSM element need to be made. Such changes will be prepared as necessary in the program and taken through the approval process.

Long-Range Element - Following the procedures of the comprehensive planning coordination process, an annual review will be made of the long-range element of the transportation plan. An evaluation will be made of those projects which have been or are currently being implemented in order to assess their productivity and overall benefit to the region. Modifications to the long-range element will be formulated as necessary and appropriate and taken through the review and approval process.

Transportation Improvement Program

Once the TSM and long-range element of the Transportation Plan have been reviewed and updated, an annual update of the Transportation Improvement Program (TIP) will be carried out. This review will also be based on the annual review of the planning process elements described earlier in this report. The TIP will be maintained as a five-year transportation improvement program by deleting the annual element of the previous year, adding a new program for the fifth year and updating intermediate years as necessary and appropriate. The most important

REGIONAL COMPREHENSIVE LAND USE/TRANSPORTATION PLANNING PROCESS

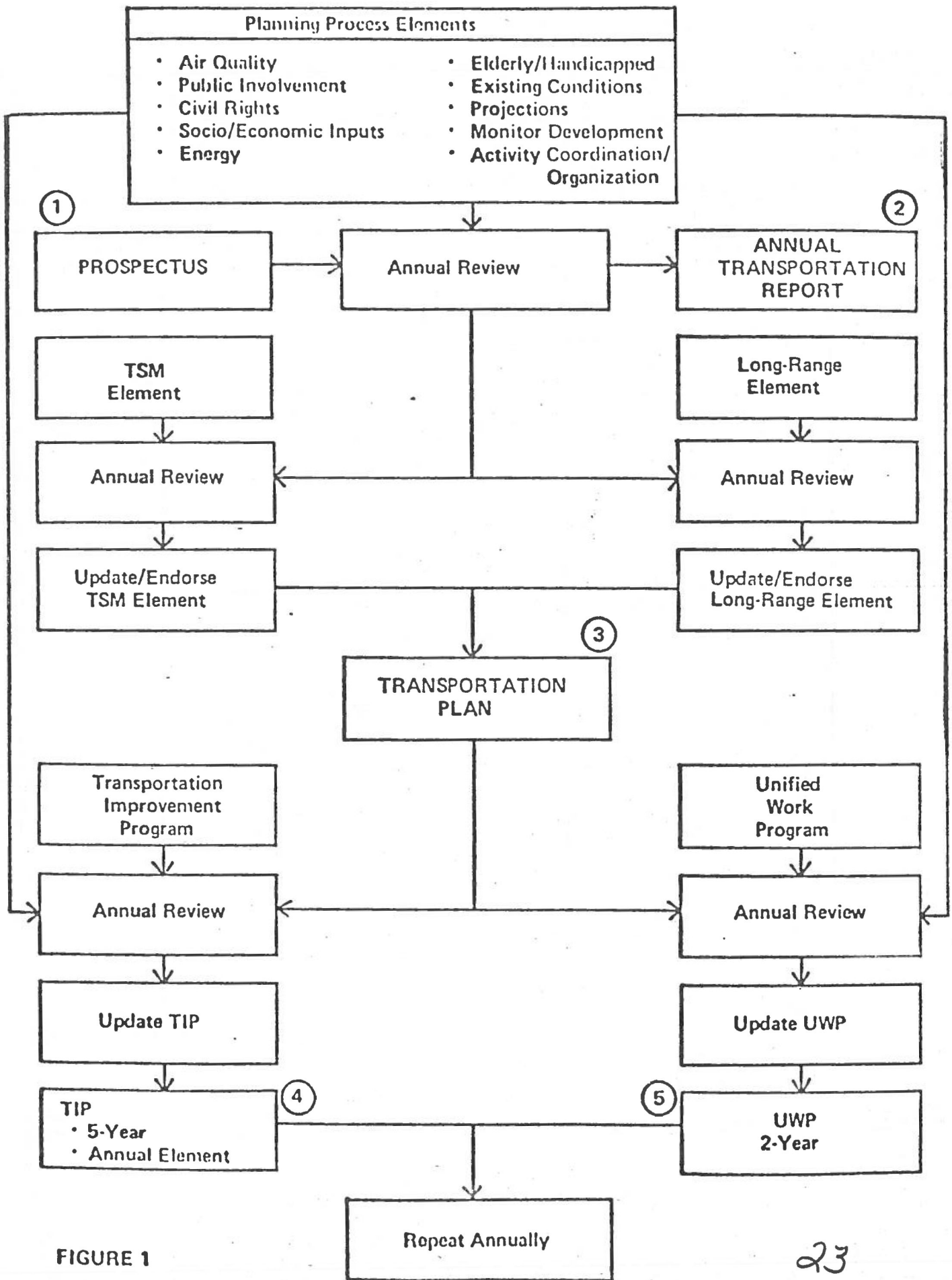


FIGURE 1

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activity in preparing the TIP will be to finalize the Annual Element (AE) including local and federal funding commitments for implementation. The comprehensive planning coordination procedures outlined later in this document are to be followed in preparing the TIP/AE on an annual basis.

Unified Work Program

A two-year Unified Work Program (UWP) will be established and maintained in order to organize planning activities for the land use/transportation planning process. The procedures outlined in the comprehensive planning coordination process will be followed in annually reviewing and updating the Unified Work Program. A new work program will be established each year by deleting the year currently accomplished, updating the second year of the previous program, and establishing appropriate activities for the second year of the new program.

F. ORGANIZATION AND ADMINISTRATION

1. Policy Body

Upon designation by the Governor, the full council, as prescribed in its Articles of Association, of the Denver Regional Council of Governments shall constitute the Metropolitan Planning Organization for PMR 3, as prescribed by the applicable federal laws and regulations and the State of Colorado's Action Plan, approved on March 22, 1974, as amended.

In its capacity as the Policy Body of the MPO the DRCOG Council shall include three non-voting representatives of the State. The state representatives shall be designated by the Governor and serve at his pleasure. The state representatives shall be entitled to all privileges, responsibilities, and powers ascribed to Council members under the DRCOG Articles of Association, except that of voting.

2. Policy Procedure

A generalized process for the approval, and annual endorsement, by the Denver Regional Council of Governments as the MPO, of the various documents which constitute products of the comprehensive regional transportation planning process is illustrated in Figures 2 and 3.

All policy actions, plans, programs, procedures, products, documents, and annual endorsements, including but not limited to the following, shall be subject to the approval process outlined below in order to be considered adopted, approved, or endorsed by the Metropolitan Planning Organization:

Unified Work Program;

Prospectus;

Annual Report;

Transportation Plan -

Transportation Systems Management Element

Long-Range Element

Transportation Improvement Program;

- Air Quality Assessment Statement;
- Land Use Plan;
- Population Allocation;
- Population Control Total;
- System Description;
- Other documents required by federal regulations.

3. Transportation Committee

It shall be the responsibility of the DRCOG (MPO) through the Transportation Committee (TC) to manage the urban transportation planning process for PMR 3 in accordance with the Action Plan and the applicable federal regulations.

The Transportation Committee shall be comprised of the following members or persons whom they designate in writing to represent them and/or vote on their behalf:

DENVER REGIONAL COUNCIL OF GOVERNMENTS

- o Council Chairman
- o Chairman of the Program Committee
- o Executive Director
- o Council's Designee

STATE OF COLORADO

- o Chairman of the Highway Commission
- o Governor's Designee
- o Executive Director CDH

REGIONAL TRANSPORTATION DISTRICT

- o Chairman of the Board
- o Executive Director
- o Board's Designee

Policy recommendations shall be considered as approved by the TC when affirmative action is taken by seven of its members. With the concurrence of the TC, the DRCOG will appoint a Director of Transportation Planning who will serve as Executive Secretary for the TC and will perform such staff duties as may be necessary and appropriate to the successful discharge of MPO responsibilities in accordance with direction from the TC and Council.

The responsibilities of the Transportation Committee shall include but not be limited to:

- 1) Overall direction of current work activities established by the Unified Work Program;
- 2) Review and approval of items to be submitted to the Policy Body for adoption;
- 3) Approval of all plans, programs, documents, and annual endorsements outlined in Subsection F-2 above;
- 4) Review and monitoring of planning activities being carried out by the staff of participating agencies as agreed to in the Unified Work Program.

G. COMPREHENSIVE LAND USE/TRANSPORTATION PLANNING COORDINATION

A generalized process for producing and/or updating the various documents which constitute products of the comprehensive regional land use/transportation planning process is illustrated in Figures 2 and 3. Each product will be generated in a series of steps as outlined in the flowcharts with provision for shortening the process where only minor revisions are involved which can go directly for policy action. Each step is briefly outlined below:

- Step 1: Planning Meeting - The MPO Staff shall call a planning meeting of the Regional Review Team as described in Section L of this Agreement. Invitations shall be extended to all other organizations or agencies who may be expected to participate in the planning activities required to produce or review the reports being prepared.
- Step 2: Schedule and Responsibility - At the planning meeting, the MPO staff shall propose a timetable and suggest responsibilities for preparation of the subject document. A written record of the meeting will be compiled to record agreements reached regarding schedule and responsibility.
- Step 3: Agreement on Approach - At the planning meeting it will be determined whether or not all agencies involved are in agreement with the proposed schedule and responsibility assignments. If agreement is reached then work flow will proceed to Step 5. If there is disagreement on either schedule or responsibility, the issues will be presented to the Transportation Committee (TC) for their review.
- Step 4: Resolve Schedule/Responsibility Differences - If agreement has not been reached by all parties relative to schedule and responsibility, a report on all differences shall be prepared by the MPO staff, or by

COMPREHENSIVE PLANNING COORDINATION PLAN PREPARATION

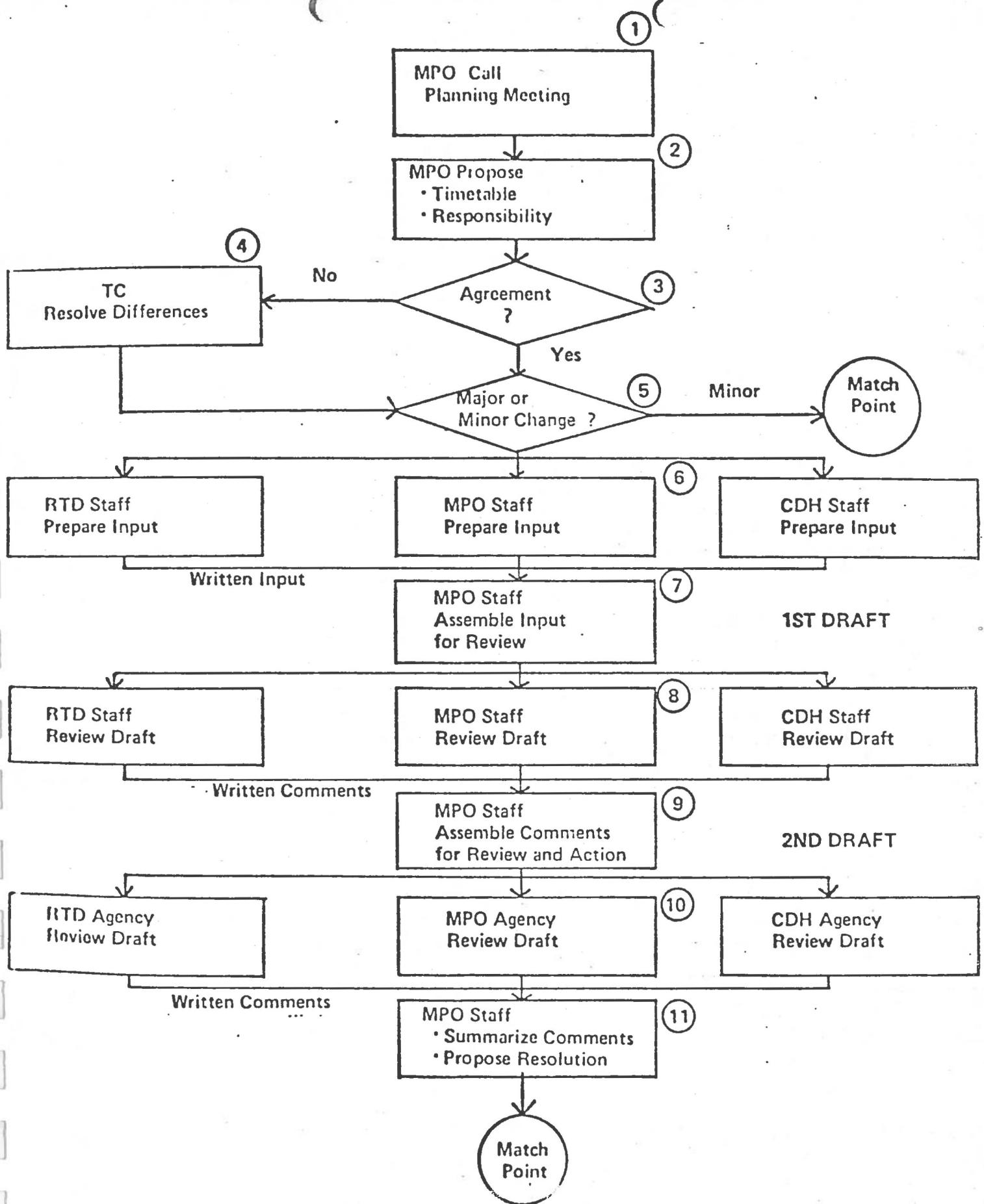
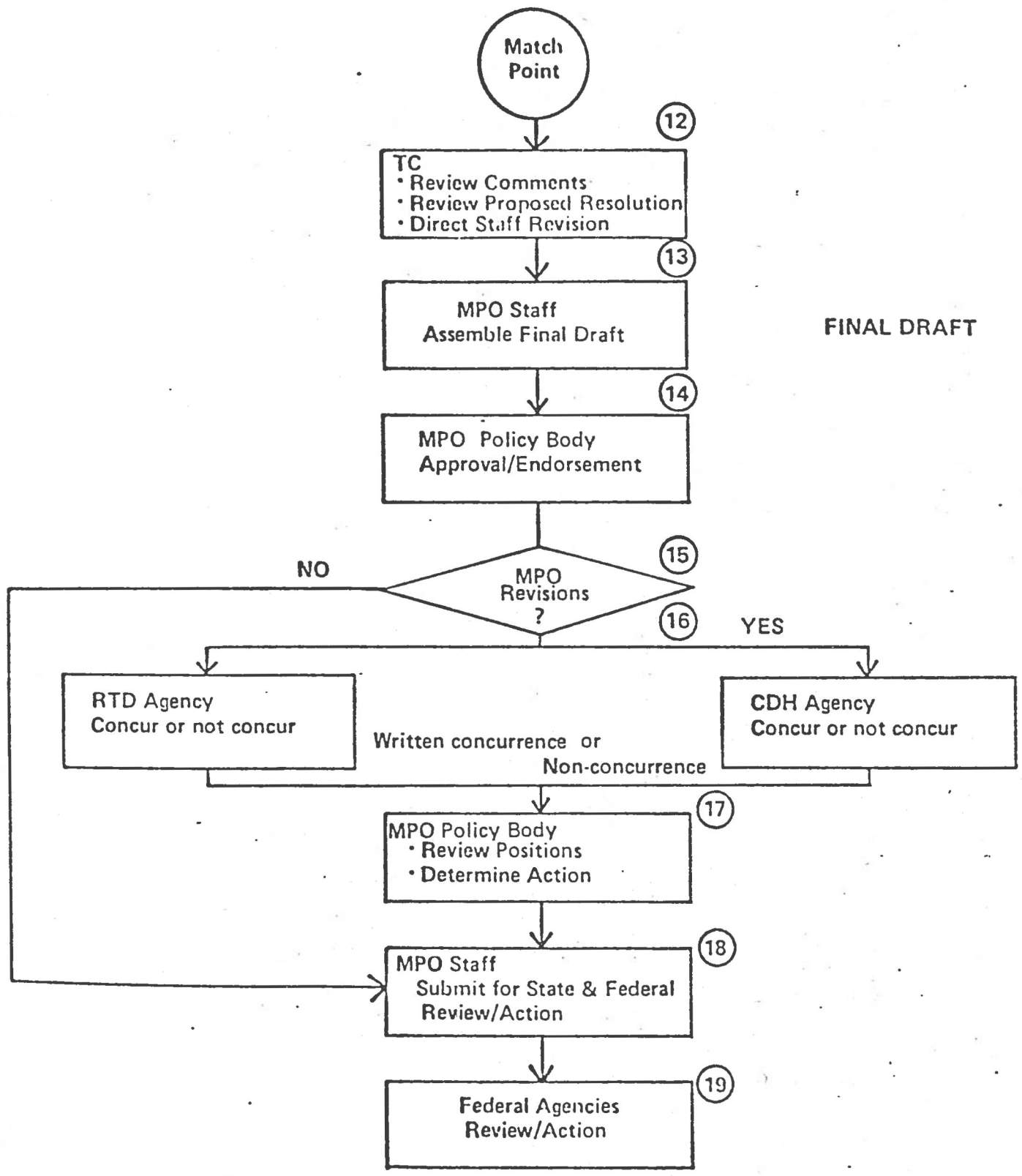


FIGURE 2 :



FINAL DRAFT

FIGURE 3

any other parties who may be aggrieved and a meeting of the Transportation Committee shall be called. At least one representative shall be present from each aggrieved agency. The Transportation Committee shall resolve all remaining differences and direct the MPO staff to issue a final version which shall be approved by the TC and distributed to all parties for implementation.

- Step 5: Minor Revisions - The TC shall determine whether or not suggested changes or modifications to any document constitute major or minor revisions. If major revisions and/or updates are involved, the full comprehensive planning coordination process shall be carried out. Upon TC determination that only minor revision is involved, MPO staff shall prepare appropriate support material for TC review and approval (Step 12).
- Step 6: Preparation of Staff Input - Based on the schedule and responsibilities agreed to in previous steps, the staff of each participating agency shall carry out the necessary planning studies and submit documented results of the work accomplished to the MPO staff.
- Step 7: Assemble First Draft - It will be the responsibility of the MPO to assemble all of the information prepared by the various agencies participating in the report preparation process as agreed to in previous steps. The product of this step shall constitute the first draft of the report being prepared.
- Step 8: Staff Review - Upon completion of the first draft, the MPO staff shall submit the draft to each participating agency for staff review and comment. It will be the responsibility of each participating agency to review the first draft then provide the MPO staff with written comments within the time schedule previously established.

- Step 9: Preparation of Second Draft - Based on the comments submitted by the staff of the participating agencies, the MPO staff shall revise the first draft and prepare a second draft in sufficient quantity for distribution for agency review.
- Step 10: Agency Review - The MPO staff shall distribute copies of the second draft to each participating agency for review and comment. It will be at the discretion of each agency to determine the appropriate level of policy action as this step of the review process is carried out. Written comment to the MPO staff could range from a staff position to formal motions or resolutions passed by the policy body of the respective agency. An appropriate formal action shall be taken by the policy body of any agency initiating projects to be carried out in the annual element of the TIP. Comment and/or agency position will be transmitted in writing to the MPO staff.
- Step 11: Summarize Comments and Propose Resolutions of Differences - Written comments with respect to the second draft shall be compiled and summarized by the MPO staff. Proposed revisions to the second draft responding to the comments of participating agencies will also be developed.
- Step 12: TC Review and Resolution - It shall be the responsibility of the TC to review agency comments on the second draft and the proposed resolution of any differences as summarized by the MPO staff. The TC shall be responsible for directing revision of the second draft by the MPO staff. Revisions of the second draft will continue under the direction of the TC until it approves a document to be known as the

third or final draft. In the event that the third and final draft is not approved by the TC (i.e., affirmative action taken by seven of its members) after 90 days from first consideration of the third and final draft, the third draft which is supported affirmatively by the largest number of TC members will be submitted to the MPO along with full documentation of dissenting opinions unless approval is given by the TC (seven affirmative votes) to withhold MPO consideration.

- Step 13: MPO Staff Assemble Final Draft - It shall be the responsibility of the MPO staff to assemble the final draft and provide copies to each party who commented on the second draft, and to the MPO policy body for action.
- Step 14: MPO Policy Body Approval/Endorsement - Upon receipt of and review of the third and final draft, the MPO policy body will consider approval action or direct revision by its normal processes at its regularly scheduled monthly meetings until final approval is achieved.
- Step 15: Review of Policy Body Revisions - If the final draft is approved by the MPO policy body without revisions, it shall be prepared for submittal to state and federal agencies for review/action. If revisions have been made to the final draft in the approval/endorsement process, copies will be sent to all participating agencies for their review.
- Step 16: Participating Agency Concurrence - The MPO staff shall distribute copies of revisions to the final draft which were made in the approval/endorsement process by the MPO policy body. Each participating agency will be given an opportunity to concur or not concur with the MPO policy body revisions. Concurrence or nonconcurrence will be forwarded in writing to the MPO for their review.

Step 17: Final MPO Review -

The MPO shall be responsible for reviewing written comments submitted by the participating agencies. If an agency, pursuant to its statutory responsibilities, expresses its lack of commitment to a matter included in the Final Document, as revised by the MPO Policy Body, then said Document shall not be submitted for state or federal review until the outstanding issues are resolved between the MPO Policy Body and the Policy Body of the dissenting agency.

Step 18: Submit Documents - The MPO staff shall submit the approved/endorsed document with any APPROPRIATE statements of ~~non-concurrence~~ by participating agencies to appropriate state or federal agencies for review and action as provided in the federal regulations. All submissions of MPO planning documents to the Federal Highway Administration (FHWA) shall be transmitted through the CDH.

Step 19: Federal Review/Action - The appropriate federal agency will review and take appropriate action on the final document as approved by the MPO in accordance with federal regulations.

H. MEETING FEDERAL AND STATE PLANNING REQUIREMENTS

The responsibility for meeting all federal and state systems planning requirements shall be upon the MPO, but the involvement and cooperation of the transit operating agency (RTD) and the State of Colorado will be necessary to insure implementation feasibility. Detailed descriptions of the activities required and stipulation of agency involvement on an annual basis are set forth and agreed upon each year in the Unified Work Program.

I. GEOGRAPHIC SCOPE

The transportation planning process shall be carried out within the State of Colorado, Planning and Management Region III, as established by the Governor of the State of Colorado, Executive Order dated November 17, 1972, and November 13, 1973. P & M Region III includes the entire geographic area of Adams, Arapahoe, Boulder, Clear Creek, Douglas, Gilpin, and Jefferson Counties, and the City and County of Denver.

J. CITIZEN'S ADVISORY COMMITTEE

Citizen involvement will be afforded at all stages of the planning process beginning with the definition of goals and objectives and extending through the choice of alternatives for both land use and transportation. Provision for appropriate citizens advisory committees, presentations, and public hearings shall be incorporated into the Prospectus and Unified Work Program.

K. TRANSPORTATION ADVISORY COMMITTEE

This committee will be established pursuant to the Prospectus to include representatives from municipalities, counties, and the implementing organizations within the region. Local offices of federal and state agencies with an expressed desire to participate will be invited to send ex-officio, nonvoting representatives. This committee will meet to review the transportation planning process and advise on methods of planning and implementation as well as to review and provide comments on plans as they are developed.

L. REGIONAL REVIEW TEAM

A Regional Review Team will be established pursuant to the Prospectus.

M. CHANGES IN AGREEMENT

Any alteration, extension, supplement, or modification of the terms of this Agreement as detailed herein shall be agreed in writing by the parties to this Agreement.

N. TERMINATION OF AGREEMENT

This Agreement was entered into by the parties to carry out the Urban Transportation Planning Process. Any one of the parties may terminate its interest and its obligations under this Agreement by giving at least 60 days' notice in writing to the other parties.

O. SUPERSESSION OF PREVIOUS AGREEMENTS

This Agreement supersedes the previous Memorandum of Agreement between these parties dated June 28, 1974, as amended February 3, 1976.

IN WITNESS WHEREOF, the parties hereto have executed this Agreement on the day first written above.

The effective date of this Agreement shall be January 1, 1977.

Jack Kinstlinger
Executive Director
State Department of Highways (CDH)

Robert Farley
Executive Director
Denver Regional Council of Governments (DRCOG)

John D. Simpson
Executive Director
Regional Transportation District (RTD)