



# Transportation Demand Management (TDM) Action Plan

December 2022



North Front Range  
Metropolitan  
Planning  
Organization



# **North Front Range MPO Transportation Demand Management (TDM) Action Plan**



North Front Range  
**Metropolitan  
Planning  
Organization**

## **Anticipated Adoption:**

December 1, 2022

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## LIST OF ACRONYMS

**CDPHE:** Colorado Department of Public Health & Environment

**CDOT:** Colorado Department of Transportation

**CSU:** Colorado State University

**ETRP:** Employee Traffic Reduction Program

**GHG:** Greenhouse Gas

**IJJA:** Infrastructure Investment & Jobs Act

**MPO:** Metropolitan Planning Organization

**NFRMPO:** North Front Range Metropolitan Planning Organization

**SOV:** Single-Occupant Vehicle

**TDM:** Transportation Demand Management

**TMA:** Transportation Management Area

**TMO:** Transportation Management Organization (also TMA, Transportation Management Association)

**UZA:** Urbanized Area

## EXECUTIVE SUMMARY

Communities, businesses, and residents in Northern Colorado should partner and collaborate on developing a regional Transportation Demand Management (TDM) program to address congestion, air quality, and provide additional options to individuals moving around the region.

TDM programs focus on providing options for individuals and are not a one-size-fits-all solution. TDM is a toolbox of strategies to increase the efficiency of the transportation system. TDM can include rewards, subsidies, additional investments, and individualized travel trainings and educational opportunities.

Because TDM is a toolbox, different strategies can be implemented by a range of stakeholders. Some actions may make sense on a regional level, while other strategies make more sense at a local or business level. Ultimately, the success of the TDM Action Plan is dependent on support and cooperation of stakeholders in the region.



### PLAN FOCUS:

The North Front Range Metropolitan Planning Organization (NFRMPO) and its partners identified the following goals for the TDM Action Plan and identified specific strategies to achieve the goals.



Enhance **partnerships** and collaboration between local communities, businesses, regional and State agencies, and other interested parties



Create and enhance **regional TDM programming** to optimize people throughput



Improve **data** collection to support new and expanded investments and programming



**Invest** in infrastructure and resources to provide additional options and help people make informed transportation choices



**Communicate** the purpose, benefits, and successes of providing mobility options

## CONTEXT

Between the 1990s and early 2010s, the North Front Range region of Colorado had a program called Smart Trips that focused on transportation demand management (TDM) strategies to reduce single-occupancy vehicle (SOV) trips. The program developed relationships with businesses throughout Northern Colorado and the Denver Metro regions, including through the long-standing VanGo™ Vanpools program. While the VanGo™ Vanpools program still exists, Smart Trips was retired by the mid-2010s.

In early 2022, the North Front Range Metropolitan Planning Organization (NFRMPO) Planning Council identified the development of a regional TDM program as a major annual goal. NFRMPO staff proposed a TDM Work Group and TDM Action Plan to include business and community stakeholders in development of a regional program.

The recent push for development of a regional TDM program stems from the Greenhouse Gas (GHG) reduction legislation and rulemakings occurring between 2019 and 2022. These solidify the longstanding focus on congestion, limited resources for capacity construction, and air quality. Important legislation and statewide initiatives that passed between 2019 and 2022 include:

- [HB19-1261](#), which set statewide goals for GHG reductions compared to 2005 levels
  - 26 percent reduction by 2025
  - 50 percent reduction by 2030
  - 90 percent reduction by 2050
- [Colorado GHG Pollution Reduction Roadmap](#), which identified a pathway to meet the HB19-1261 goals with strategies and GHG reduction targets by sector
- [SB21-260](#), which requires the Colorado Department of Transportation (CDOT) and Metropolitan Planning Organizations (MPOs) to account for GHG emissions
- [HB21-1076](#), which requires internet carpooling apps to register with CDOT, separating them from transportation network companies
- [HB22-1026](#), which restructured an existing tax deduction into a tax credit for employers providing alternative transportation options

Other initiatives were rescinded or not approved due to feedback or lack of support, including:

- **2021 Employee Traffic Reduction Program (ETRP) Rulemaking**, which would have required large employers to develop and implement a plan to reduce the number of SOV trips by employees to and from the work site (Air Quality Control Commission)
- **HB22-1138**, which would have required ETRP efforts by large employers and provided funding for Transportation Management Organizations (TMOs) to assist with implementation

As of summer 2022, TDM initiatives are voluntary. Although the NFRMPO is leading the regional [TDM Action Plan](#) effort, local communities have similar initiatives. Fort Collins and Colorado State University are actively developing TDM Plans.



TDM is a toolbox of strategies to increase efficiency of the transportation system, most often by reducing SOV trips. [Reports](#) from the Federal Highway Administration show improving the availability and awareness of mobility options, reducing the need to take trips, and providing flexibility can reduce congestion, improve health, and increase economic development.

Benefits of TDM include:

- reduced congestion
- road and parking facility cost savings
- personal/individual cost savings
- pollution reduction
- employee attraction and retention
- focus on people over cars
- increased choices for travel
- improved physical and mental health

The NFRMPO is the federally mandated and state designated MPO for the Fort Collins Transportation Management Area (TMA) and Greeley Urbanized Area (UZA). The NFRMPO carries out the federal transportation planning process, including awarding federal funds, setting regional transportation policy, and leading air quality planning with partner agencies. An estimated 535,000 residents live in the 675 square miles within the NFRMPO Planning Area. This number is expected to grow to almost 900,000 residents by 2050.

Commission, and the Colorado Department of Public Health and Environment-Air Pollution Control Division (CDPHE-APCD) set regional transportation policy via the North Front Range Transportation & Air Quality Planning Council (NFRT&AQPC).

[illegible]

<b>2022 Planning Council Members:</b>		
Will Karspeck - <b>CHAIR</b> Mayor, Berthoud	Scott James – <b>VICE-CHAIR</b> Commissioner, Weld County	Liz Heid Mayor Pro-Tem, Eaton
Mark Clark Mayor, Evans	Jeni Arndt Mayor, Fort Collins	Fil Archuleta Mayor, Garden City
Johnny Olson Councilmember, Greeley	Troy Mellon Mayor Pro Tem, Johnstown	Kristin Stephens Commissioner, Larimer County
Paula Cochran Trustee, LaSalle	Jon Mallo Councilmember, Loveland	Elizabeth Austin Mayor, Milliken
Frank Baszler Trustee, Severance	Lisa Laake Councilmember, Timnath	Paul Rennemeyer Mayor, Windsor
Kathleen Bracke Commissioner, Transportation Commission		Jessica Ferko Planning & Policy Program Manager, CDPHE-APCD

## PARTNER AGENCIES

The TDM Action Plan was developed with the guidance of a TDM Work Group, consisting of representation from:

- Colorado Division of Vocational Rehabilitation
- Colorado State University
- City of Fort Collins/FCMoves
- City of Loveland
- Fort Collins Chamber of Commerce
- Fort Collins Downtown Development Authority
- Greeley Downtown Development Authority
- Greeley Chamber of Commerce
- JBS USA
- Larimer County Board of County Commissioners
- Larimer County Economic Development
- Loveland Chamber of Commerce
- Regional Air Quality Council
- Town of Berthoud
- Upstate Colorado Economic Development
- Weld County Board of Commissioners



## VISION

People in Northern Colorado will have the resources, support, and mobility options to make informed choices about how they travel around the region.

## GOALS



Enhance **partnerships** and collaboration between local communities, businesses, regional and State agencies, and other interested parties.



Create and enhance regional TDM **programming** to optimize people throughput.



Improve **data** collection to support new and expanded investments and programming.



**Invest** in infrastructure and resources to provide additional options and help people make informed transportation choices.



**Communicate** the purpose, benefits, and successes of providing mobility options.

# EXISTING CONDITIONS

## TRENDS

The North Front Range region has seen fast growth in recent decades hastened by great outdoor recreational opportunities, climate, and growing economic opportunities. **Figure 2** shows population growth and **Figure 3** shows economic growth for the NFRMPO region between 2015 and 2020. Data is obtained from the State Demography Office (SDO). As shown in these charts, the rate of growth in Northern Colorado is higher than what is occurring throughout the State for both population and jobs.

The population growth rate is slowing, though remains consistently high. For jobs, estimates are provided by SDO in five-year increments, meaning the number of jobs is interpolated based on growth. In both cases, the regional growth rate surpasses the Statewide growth rate.

Impacts from the COVID-19 pandemic are still being analyzed for population and job growth. The decline in vanpool and transit users as well as the increase in telework, bicyclists, and pedestrians are indicators that the pandemic has impacted how people utilize and interact with the transportation system.



Figure 2: Population, 2015-2020

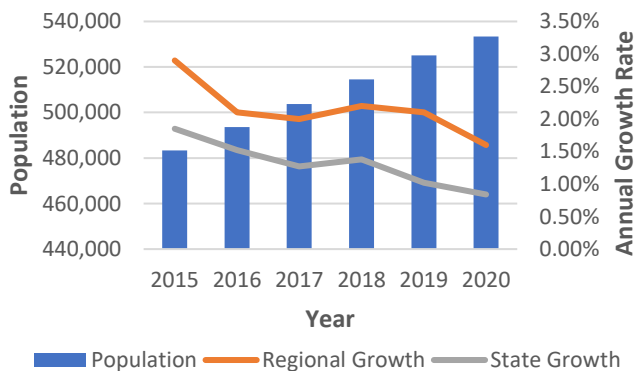
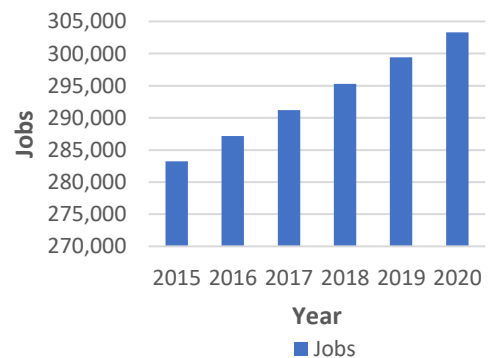
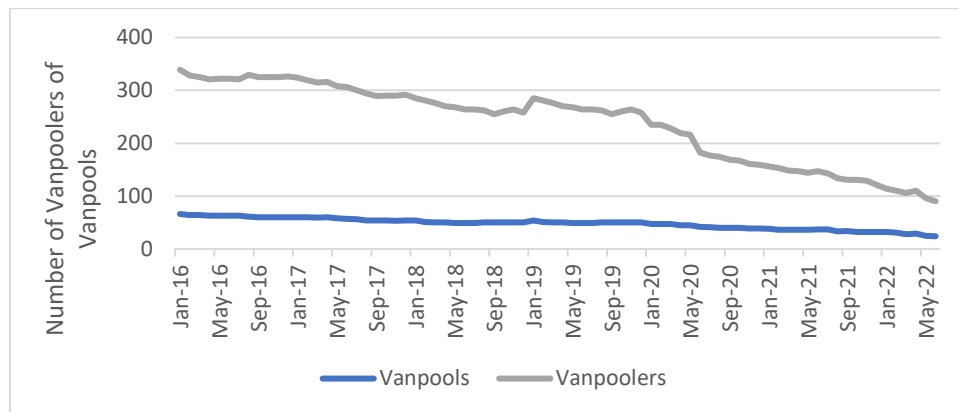


Figure 3: Jobs, 2015-2020



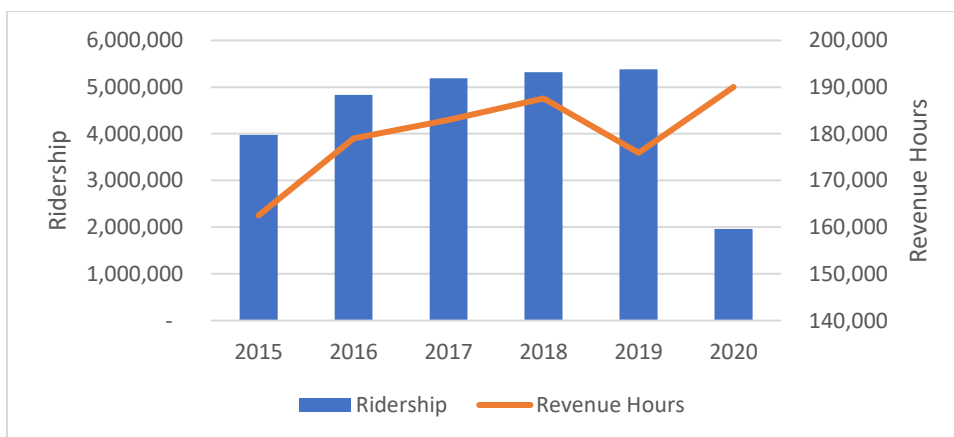
VanGo™ Vanpools, the vanpooling service hosted within the North Front Range MPO, experienced a drop in riders and active vanpools prior to the pandemic, as shown in **Figure 4**. More than 300 people used VanGo™ in January 2016, while fewer than 100 people used VanGo™ in May 2022. VanGo™ has introduced new policies to allow people to ride part-time to attract individuals who may be able to telework at least a few days per week. In addition, office closures and changing office budgets have made it hard for people to rely on the vanpooling option.

Figure 4: VanGo™ Active Vanpools and Vanpoolers, 2016-2022



Prior to the pandemic, transit in the region saw a significant increase in ridership and revenue hours. Fort Collins has invested in the MAX line along Mason Street, parallel to US287 and the Colorado State University (CSU) Campus. Fort Collins, Loveland, and Berthoud continuously invest in the FLEX service, which now serves Boulder in addition to Longmont. Greeley has implemented the Poudre Express, which began in January 2020. CSU supports FLEX and Poudre Express through student fees. Ridership across all agencies fell sharply in 2020, when transit agencies shut down, service was reduced, and many employers required employees to work from home, **Figure 5**. Revenue hours shown are the number of hours that transit buses are en route to their destination, providing trips to riders.

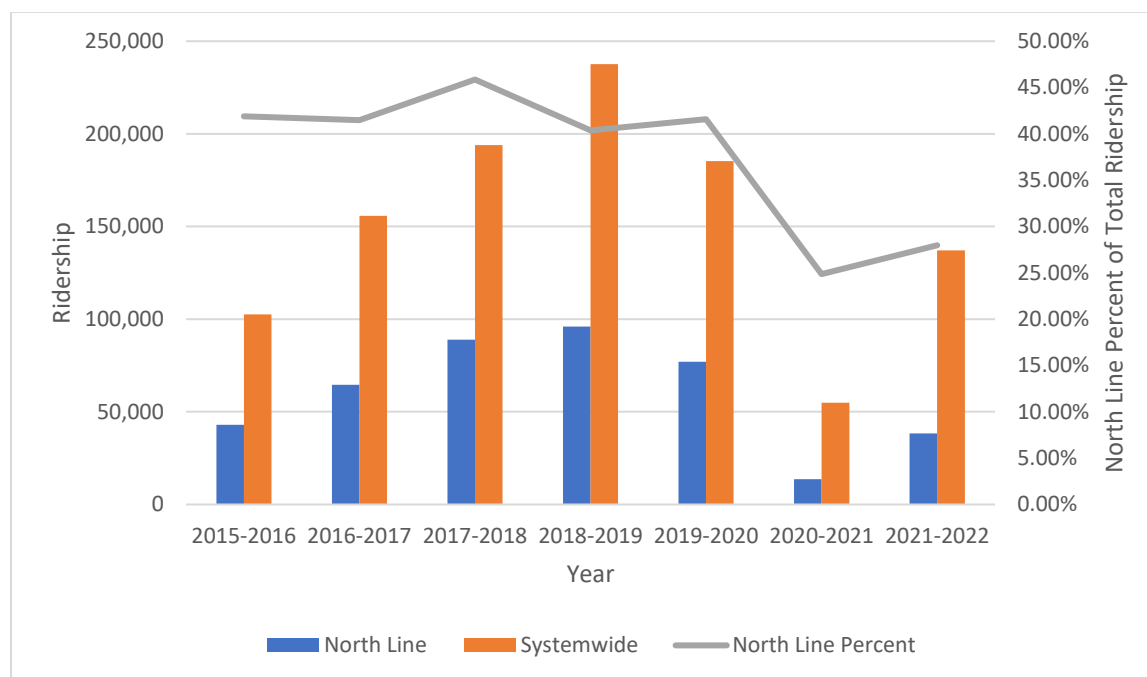
Figure 5: Fixed Route Transit Ridership and Revenue Hours, 2015-2020





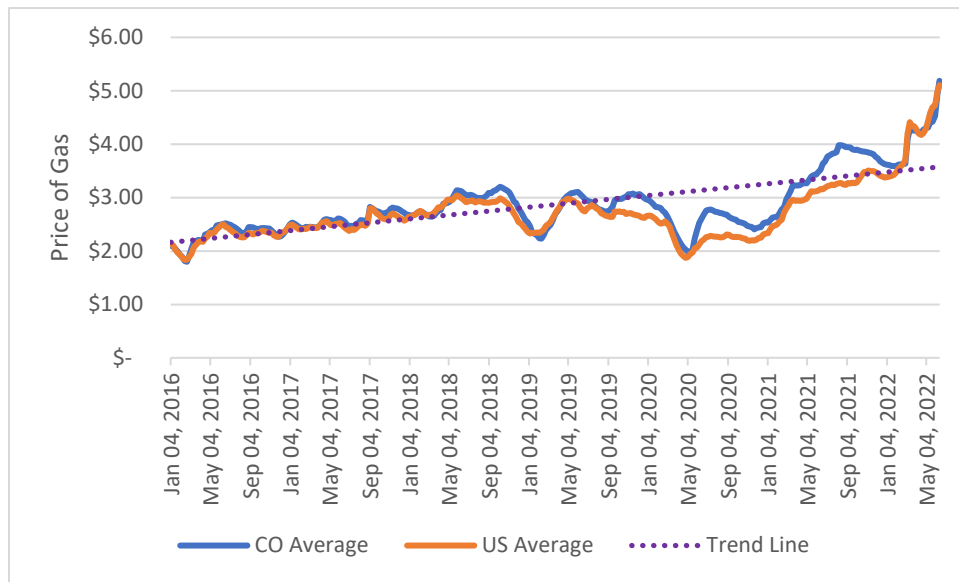
CDOT has also invested in intercity transit via the Bustang and Bustang Outrider programs. The North Line serves Fort Collins and Loveland, while the Bustang Outrider started service from Sterling to Greeley in November 2022. **Figure 6** shows the ridership for the North Line and Bustang overall from 2015 and 2022.

*Figure 6: Bustang Ridership, 2016-2022*



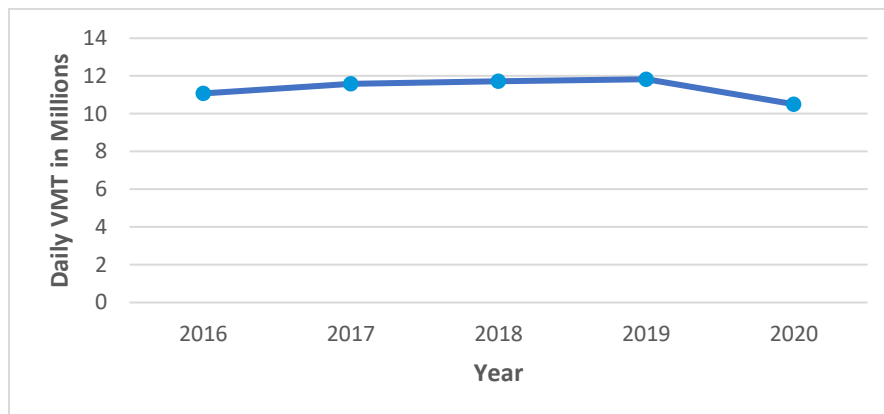
Further context for the development of active transportation is the variation in gas prices. Active transportation use tends to correlate to higher gas prices where individuals may search for ways to reduce expenses. A sharp increase in gas prices in Colorado and across the US may inspire more people to consider options like vanpooling, transit, or riding their bicycle. **Figure 7** shows the average gas price in Colorado and in the US between 2016 and 2022. Prior to mid-2018, Colorado and the US tended to trend similarly, though gas prices in the pandemic saw larger variation.

Figure 7: Average Gas Price in Colorado and US, 2016-2022



Vehicle miles traveled (VMT) had been increasing from 2016 to 2019 but saw a decline due to the pandemic in 2020, **Figure 8**. VMT is calculated using data from the NFRMPO's Regional Travel Demand Model and data from CDOT.

Figure 8: Daily VMT in Millions



## PARKING

Parking can be a major incentive or disincentive to driving. Much of the parking provided in the North Front Range region is free. Where parking costs money, like in parking garages, people may drive around looking for free on-street parking spots. Assumed free parking can influence people to drive out of convenience regardless of other incentives or options.

## COVID IMPACTS

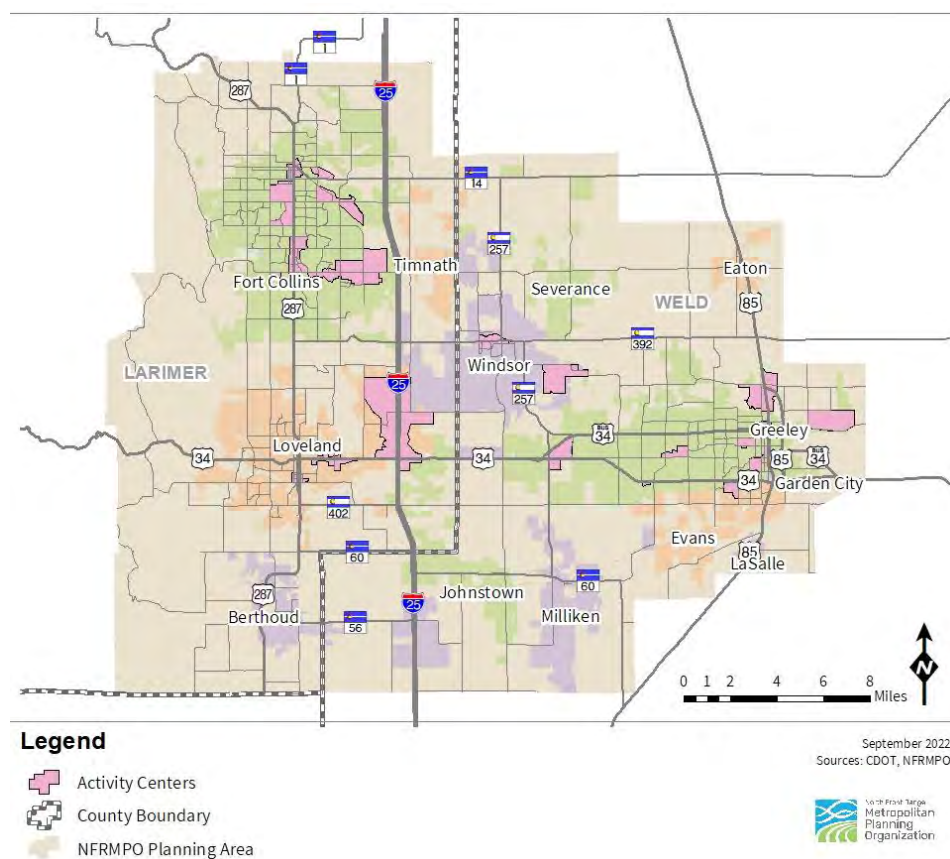
Travel trends have shifted since March 2020, when many offices, schools, and other destinations closed due to the COVID-19 pandemic. As recovery efforts have happened, there has been a wider acceptance of work-from-home, virtual meeting options, and a reluctance to return to the office. These trends can

positively influence implementation of TDM strategies and can benefit from additional resources explored in the [Strategies and Recommendations](#) section of this Plan. Partners implementing these strategies should recognize the everchanging recovery from the COVID-19 pandemic.

## ACTIVITY CENTERS

Job density and regional destinations have informed **Figure 9**, which shows the activity centers identified using the NFRMPO's Land Use Allocation Model. Activity centers include commercial districts like downtown Fort Collins, Loveland, and Greeley, and Centerra; regional destinations like Colorado State University and University of Northern Colorado; and other high-density locations. These activity centers may serve as a good focus for TDM activities.

*Figure 9: Activity Centers*





## CURRENT REGIONAL INITIATIVES



### BICYCLE FRIENDLY BUSINESS

Bike Fort Collins offers a Bicycle Friendly Business designation based on the national League of American Bicyclists' Bicycle Friendly America (BFA) program for businesses that meet certain criteria. Businesses are evaluated on the five Es: encouragement, engineering, education, evaluation and planning, and equity. [Make your business bike friendly!](#)



### PARKING MANAGEMENT

City of Greeley has instituted parking changes in the downtown area, including developing the Orange Zone. People looking to park for longer than two hours in this zone can pay using an app or must move their vehicle at least two blocks away. Turnover of vehicles can be good for businesses, but it also reduces the number of vehicles driving around looking for a parking space. [Learn more about Greeley's parking program.](#)



### MENU OF OPTIONS

CSU manages parking demand through a parking permit system while incentivizing active modes of transportation. Parking permits help offset the cost of transit, bicycle infrastructure, shared micromobility, and TDM programming and engagement. CSU students pay student fees which subsidize free transit trips and the purchase of additional service hours on Transfort routes, including the FLEX and Poudre Express. Faculty and staff also have access to transit and the [Get Back on the Bike](#) program.



### REVITALIZING MAIN STREETS

As part of the recovery from the COVID-19 pandemic, CDOT released funding for the [Revitalizing Main Streets program](#). The Towns of Berthoud, Eaton, and Johnstown, for example, have used these funds to create parklet programs, where the town provides resources to repurpose parking spaces into additional dining and entertainment areas.

## NFRMPO INITIATIVES



### RIDENOCO: [RIDENO.CO](https://rideno.co)

RideNoCo is a one-call, one-click center assisting older adults, individuals with disabilities, and other members of the public with accessing mobility options. RideNoCo works closely with transportation providers, including transit agencies, volunteer transportation providers, private and commercial services, and human service organizations. Currently, RideNoCo is developing a trip discovery tool to assist individuals with identifying their multimodal transportation options.



### LINKNOCO: [NFRMPO.ORG/TRANSIT/LINKNOCO/](https://nfrmpo.org/transit/linknoco/)

LinkNoCo is the regional transit plan, prioritizing transit corridors for implementation. Three corridors have been prioritized based on market analysis, public input, and previous local and regional plans. These corridors include premium transit, ranging from express buses to commuter rail, between Loveland and Greeley, Loveland and Windsor, and Fort Collins and Greeley.



### VANGO™ VANPOOL SERVICES:

[VANGOVANPOOLS.ORG](https://vangovanpools.org)

VanGo™ Vanpools is a vanpooling service for groups starting or ending their trips within the NFRMPO region. Individuals who start or end their commute in similar locations can join a van and pay one monthly fee that covers insurance, maintenance, and gas.

# STRATEGIES AND RECOMMENDATIONS



## 1 / PARTNERSHIPS

### STRATEGIES:

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#### **Provide forums for partners to support TDM.**

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- Support and expand the TDM Work Group to convene TDM stakeholders on a consistent basis.
- Provide additional opportunities for outreach and education with businesses, school districts, and other stakeholders.
- Synthesize efforts with Statewide TDM Work Group.
- Include community members from Environmental Justice, Communities of Concern (COC), and Disproportionately Impacted (DI) Communities.

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#### **Develop a Transportation Management Organization (TMO).**

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- Identify host agencies for Transportation Management Organizations in the region as need, demand, or interest grows.
- Support and fund programming to address reduction in SOV trips.
- Support and fund an incubation period to start new TMOs.

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#### **Create a regional TDM Toolkit for local communities and businesses.**

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- Identify needs and resources for a TDM Toolkit.
- Explore and identify funding incentives for employers to create or expand TDM programs.

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#### **Develop partnerships with non-commuting high-traffic locations.**

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- Partner with school districts, commercial areas, and other groups to address traffic, congestion, and parking issues outside of commuting.



Members of the Joint Mobility Committee, August 2021



## 2 / PROGRAMMING



### STRATEGIES:

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#### **Develop regional bicycle and transit education programs.**

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- Support local transit and bicycle agencies and organizations in providing and expanding education programs.
- Expand the audience of education programs by actively marketing regional bicycle and transit education programs through events like Bike to Work Day, Everybody Bike Day, and Shift Your Ride.
- Ensure educational materials and programming is available to people of different abilities, English-ability, or mobility.

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#### **Implement a regional Safe Routes program.**

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- Address safety and infrastructure issues for children to walk or bike to school or other destinations to reduce congestion at school pick-up and drop-off times.

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#### **Improve all-weather transportation options.**

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- Local communities should improve snow removal, drainage, and other issues like safety lighting that may hinder use of active transportation in winter.
- Consider deployment of FHWA/National Weather Service Pathfinder program at a local level.

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#### **Build support for investing in new and enhancing existing TDM strategies**

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- Support local community initiatives for parking management, tourism and large event transportation, and flex time and/or teleworking.
- Develop culturally responsive approaches to TDM with an eye to different concerns, resources, and impacts.





### 3 / DATA

#### STRATEGIES:

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##### **Perform ongoing Needs Assessments.**

- Evaluate policies, strategies, and travel behaviors on a consistent basis.
- Perform mobility assessments throughout the region.
- Share data among partners to evaluate focus areas and opportunities.

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##### **Develop an annual Regional Travel Survey or purchase more current data.**

- Draft and distribute a survey to residents and businesses around the region to get a better understanding of how people travel throughout the region and beyond.
- Purchase and analyze location-based data to understand people's movements into, around, and through the region.

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##### **Define rural needs.**

- Work with rural stakeholders to identify strategies and programs that fit the unique rural context.

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##### **Identify activity centers and growth areas.**

- Understand areas with higher densities of businesses, medical centers, shopping centers, homes, or pass-through trips to focus efforts.

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##### **Identify effectiveness of strategies for reducing congestion, VMT, and transportation emissions.**

- Evaluate policies, strategies, and behaviors on a consistent basis.
- Analyze data from the Customer Relations Management (CRM) and ridesharing tools.



Participants in the Severance Walk Audit, August 2022



## 4 / INVEST

### STRATEGIES:

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#### **Invest in and prioritize new and expanded multimodal transportation options.**

- Consider TDM strategies within roadway operations and maintenance, capacity, and other transportation investment projects throughout the project development process.
- Support transit agencies, bicycle and pedestrian groups, and other agencies or organizations working on multimodal transportation with letters of support, technical assistance, and other resources as needed.
- Review and revise the NFRMPO Call for Projects criteria to address TDM strategies specifically during the development of Call for Projects guidelines.
- Support existing programming like VanGo™ Vanpools with marketing, outreach, and partnership-building.
- Identify opportunities for micromobility and other first-mile/last-mile solutions.

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#### **Develop a regional list of projects for investment.**

- Establish and maintain a data-driven list of projects to improve access to jobs, schools, entertainment, tourism, and other destinations via a range of transportation modes.
- Review Transportation Improvement Program (TIP) and Capital Improvement Programs (CIPs) for opportunities for TDM strategies.

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#### **Support RideNoCo as an informational resource and TDM partner.**

- Expand capacity of RideNoCo from a focus on mobility for older adults and individuals with disabilities to also include commuters and the broader public across a spectrum of multimodal transportation options.
- Invest in programming led by RideNoCo staff, including the Trip Discovery and Trip Dispatching tools under development.
- Utilize RideNoCo as an integral partner in education and outreach.

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#### **Establish a regional Customer Relations Management (CRM) platform.**

- Develop tools that include trip planners, interactive dashboards, survey distribution, and comprehensive reporting and data analysis tools, and supports development of carpooling, vanpooling, schoolpooling, and other shared ride options.
- Share data with partners to enhance decision-making opportunities.
- Incentivize businesses to distribute CRM tool to their employees.

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#### **Invest in a regional Guaranteed Ride Home program.**

- Nominate agency to lead Guaranteed Ride Home program in the NFRMPO region.
- Establish funding to support Guaranteed Ride Home program.
- Develop policies for use, tracking, and other responsibilities.





NFRMPO staff talking with the public, Severance Days, August 2022

## 5 / COMMUNICATING STRATEGIES:



### Motivate new and different partners to participate by improving storytelling.

- A key theme heard through the TDM Action Plan process is the need to humanize the people who use active transportation and share their stories.
- Ensure storytelling and communication is done with an eye for language and environmental justice.

### Communicate the progress made toward additional mobility options in Northern Colorado.

- Keep community partners, stakeholders, and individuals moving across the region aware of opportunities, challenges, and successes in implementing TDM strategies in the region.
- Discuss progress at NFRMPO Planning Council, TAC, and Mobility Committee meetings.
- Ongoing community engagement as TDM strategies and implementation evolve.

### Initiate Regional Commuter Awards to celebrate people and businesses.

- Celebrate individuals, agencies, organizations, and businesses that have implemented TDM strategies.

### Communicate the benefit of investing in TDM during the development process.

- Proactively identify and include TDM strategies and implementation in new commercial, residential, and institutional developments to avoid retrofitting and maximize the impact on making the region's transportation system more efficient.
- Proactively review and outreach to new developments.
- Develop and distribute example development standards for transit-oriented development and location efficient development.



# IMPLEMENTATION

The NFRMPO will be a convenor, incubator, and implementer of certain strategies, but it is expected longer term implementation of the strategies and recommendations will require a community and regionwide partnership. Community partners that can help implement strategies include, but are not limited to:

- Advocacy organizations
- Business associations
- Chambers of Commerce
- Colorado Department of Transportation (CDOT)
- Downtown development authorities
- Human service agencies
- Local governments
- Neighborhood associations
- Nonprofits
- School districts and universities
- Transit agencies
- Transportation Management Organizations (TMO)

## FUNDING

No funding is currently attached to the proposed strategies, but the following funding sources can be used to implement a variety of strategies. This is not meant as an exhaustive list of funding sources.

- Local communities
- Congestion Mitigation Air Quality (CMAQ) Improvements
- Multimodal Transportation and Mitigation Funds (MMOF)
- Surface Transportation Block Grant (STBG)
- Transportation Alternatives (TA) Program
- Nonattainment Area Pollution Mitigation Enterprise (NAAPME)
- Community Access Enterprise
- Clean Transit Enterprise
- CDOT TDM Seed Grant
- CDOT TDM Innovation Grant
- Revitalizing Main Streets
- Carbon Reduction Program

## EVALUATION

The TDM Action Plan should be evaluated for success on implementation of the recommendations in the plan, as well as how the TDM Action Plan supports local, regional, and state level goals.

Each strategy should develop alongside specific evaluation mechanisms. For the overall implementation of the TDM Action Plan, it is proposed to align with the 2050 Regional Transportation Plan.

Additional evaluation metrics will be based on how many and which strategies are implemented. One measure of success will be the number of policies and strategies implemented within the region.

## 2050 REGIONAL TRANSPORTATION PLAN

The TDM Action Plan will support the performance measures set forth in the NFRMPO's long-range transportation plan.

- **PM3: System Performance**

- CMAQ Emissions Reductions (for projects funded using Congestion Mitigation and Air Quality Improvement funds)
- Non-SOV Travel
- Greenhouse Gas reductions
- Peak hour excessive delay (PHED)
- Percent of person-miles traveled on Interstate system that are reliable
- Percent of person-miles traveled on non-Interstate system that are reliable
- Truck travel time Reliability (TTTR) Index

- **Regional Performance Measures**

- Population within Publicly Operated Paratransit and Demand Response Service Area Within the NFRMPO Boundary
- Fixed-route Revenue Hours per Capita within Service Areas
- Non-Motorized Facility Miles
- Daily VMT per Capita

- **GHG Planning Standard**

- Reduction in GHG from transportation plans