Report
April 2025

TMO Guidebook - Implementation, Funding and Oversight of Transportation Management Organizations

North Front Range Metropolitan Planning Organization
24595101

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1 Introduction

The North Front Range Metropolitan Planning Organization (NFRMPO) plays a critical role in advancing regional Transportation Demand Management (TDM) by supporting strategies that reduce single-occupancy vehicle trips, improve air quality, and enhance mobility options. Transportation Management Organizations (TMOs) are vital partners in the North Front Range, **working at the community level to implement programs** that connect residents, commuters, and visitors to sustainable transportation solutions.

This guidebook provides comprehensive information to help the NFRMPO identify the role TMOs can play and how funding can be allocated to TMO programs and services via a Call for Projects process. It includes:

- **TMO Business Plan Framework** – Introduces TMO mission and operational framework to support the NRMPO with evaluating a TMO's long-term success.
  - TMO Services – Details TMO functions, partners, and typical strategies that TMOs would be expected to fulfill.
  - TMO Structure – Identifies organizational models, including stand-alone, partnership-based, and government-led TMOs.
  - Key Considerations – Outlines funding, staffing, program monitoring, and local context considerations for TMO operations.
- **Evaluation Metrics** – Highlights metrics for measuring TMO success and their contributions to regional goals.
- **Call for Projects Framework** – Provides eligibility criteria, scoring systems, and application guidance to align projects with NFRMPO's goals.

2 TMO Business Plan Framework

What Does a TMO Do?

A TMO is a collective effort comprising various community stakeholders collaborating to develop and implement strategies promoting sustainable transportation options and reducing congestion. TMOs act as the operational arm of TDM efforts and are responsible for outreach, marketing, events, advocacy, and programming/services.

TMO Services

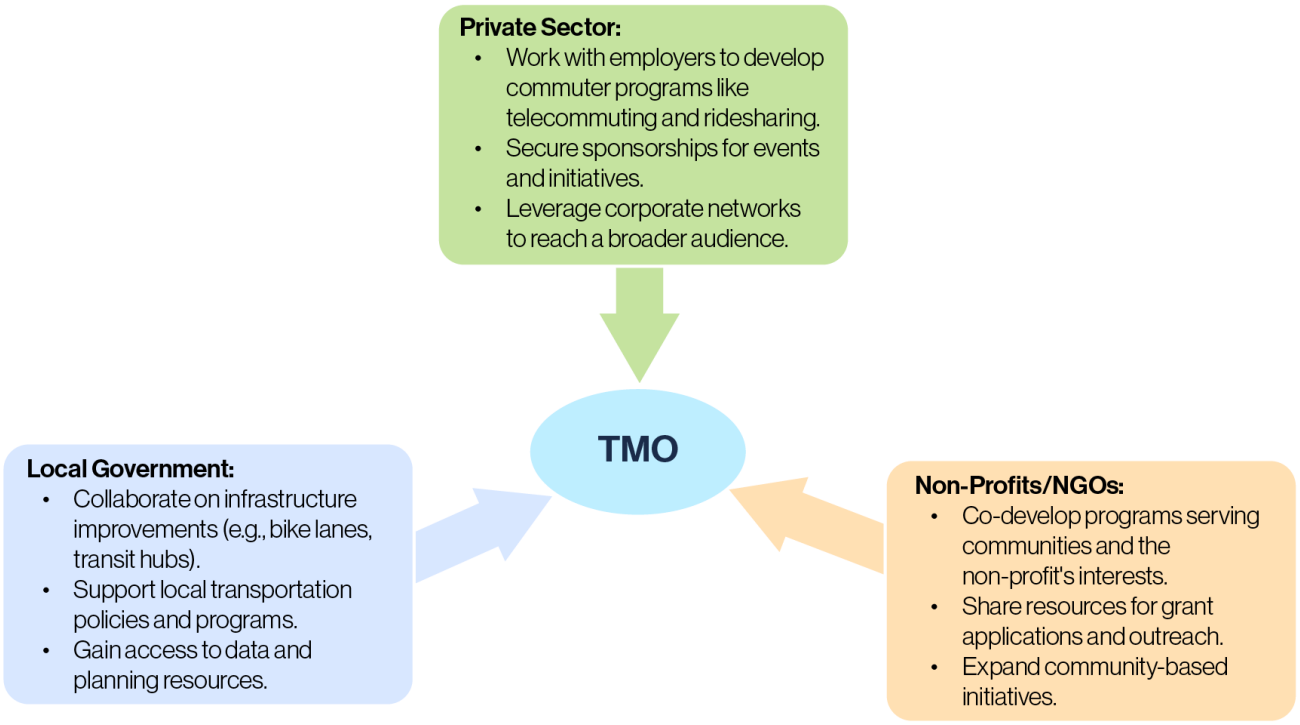
TMOs provide a variety of services tailored to the diverse needs of their audiences. Key Activities include:

- **Public Activities:** Open to all and funded by public or grant sources.
  - Examples: Hosting Bike-to-Work Day events, car-free campaigns, and public outreach on transit options.
- **Membership Activities:** Exclusive services for member organizations (e.g., employers, developers).
  - Examples: Exclusive networking events, on-site transportation tabling, member exclusive subsidies.
- **Fee-for-Service Activities:** Revenue-generating customized services for businesses or organizations.
  - Examples: Custom commuter surveys, site-specific transportation consulting, and tailored site-specific trip analysis.

Engagement with partners

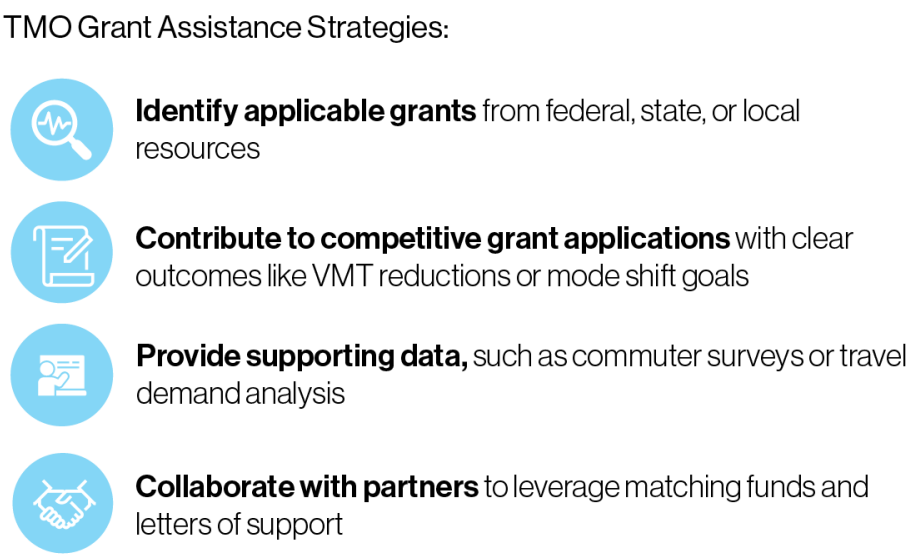
TMOs thrive through collaboration, forming partnerships that expand their reach and enhance their ability to provide impactful service. TMOs commonly form partnerships with local governments, non-profits/NGOs, and the private sector to deliver their programs and advocate for local and regional initiatives.

Figure 2.1: TMO Partnership Engagement Opportunities



To ensure TMOs' long-term financial sustainability, TMOs typically partner with local governments and non-profits in pursuing grant funding opportunities. Partnerships could range from support developing a grant application to implementation of grant funded activities. Grant funding is a key component of expanding TMO's programming and maximizing its impact.

Figure 2.2: TMO Grant Assistance Strategies



End User Audience

TMOs can tailor their services to meet the needs of specific audiences—commuters, residents, and visitors—or design mobility programs that benefit multiple groups simultaneously. Each audience has unique transportation needs, but there are overlapping opportunities where TMO services can provide universal benefits.

Commuters: Daily Travel Solutions

Commuters can get support from TMOs to help them utilize efficient, cost-effective alternatives to single-occupancy vehicle (SOV) travel for their daily commutes. TMOs primarily collaborate with employers to reach commuters to address work-related transportation challenges.

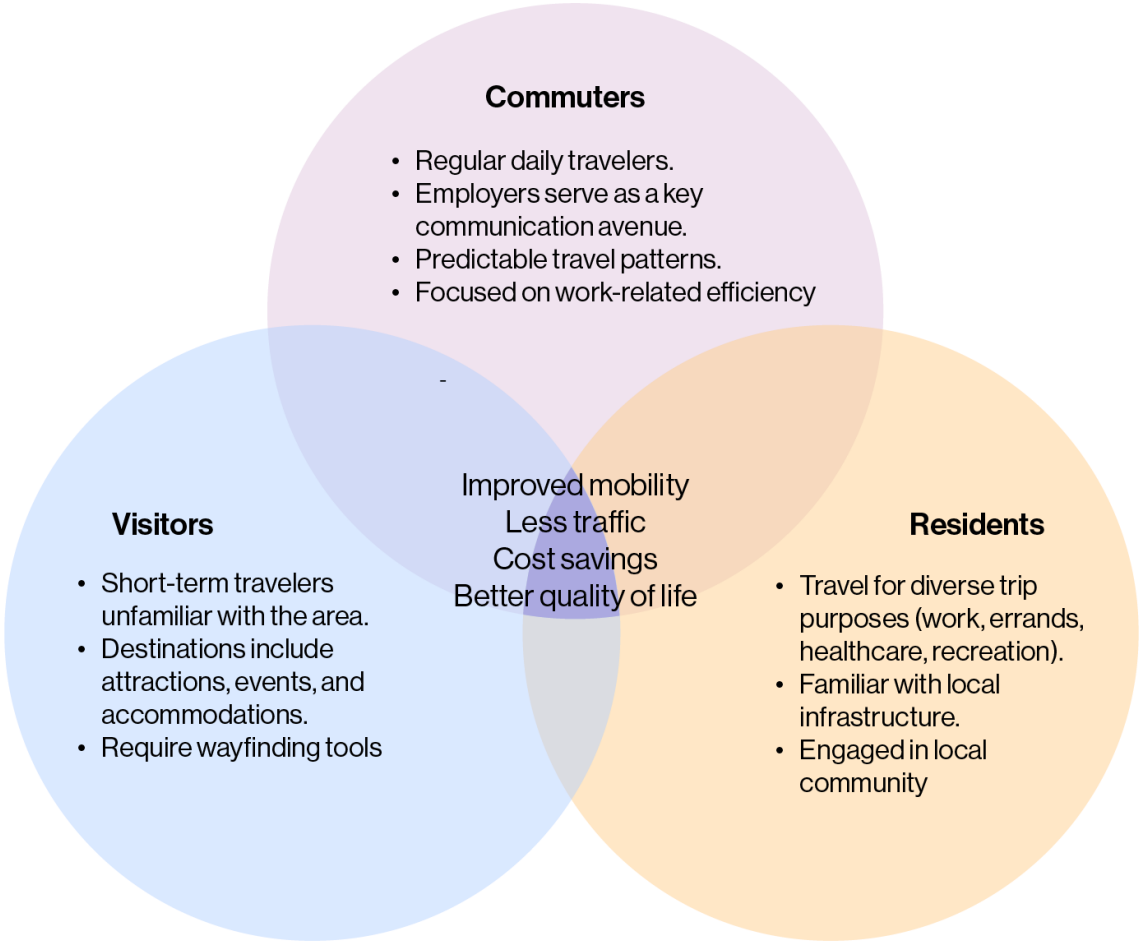
Residents: Community-Centered Solutions

Residents benefit from TMOs' efforts to improve transportation options and infrastructure within their communities. The focus is on creating safer, more sustainable, and accessible options for everyday activities, like leisure or entertainment, running errands, attending school, or visiting local parks.

Visitors: Enhancing Mobility for Short Term Visits

Visitors need seamless, easy-to-use transportation options to access shopping, attractions, events, and accommodations. Visitors are often short term and not familiar with the area, and therefore need support in navigating transportation systems and understanding their travel options.

Figure 2.3: Venn Diagram of Key Differences/Similarities between Audience Types



How is a TMO Structured?

Table 2.1 compares key features, advantages, challenges, and funding models of different TMO organizational structures, including stand-alone organizations, partnership-based programs, and government-led initiatives.

Table 2.1: TMO Organizational Structure Comparison Table

	Stand-Alone Organization	Part/Sub-Program of Larger Organization (e.g., Chamber, BID)	Local Government-Led
Organizational Type	Non-profit (501c3 or 501c4)	Non-profit (501c6)	Local government
Governance	Board of Directors	Parent organization's Board of Directors with a TMO sub-committee	Advisory Team/Committee
Primary Funding Sources	Membership dues; Grants (state, regional, and TMO-specific); Sponsorships	Membership dues; Grants (state, regional and TMO-specific; Sponsorships; Parent organization resources	Local government budget; Developer fees; Ordinances; Grants
Features	Operates independently with a focused transportation mission. Fully controls its funding, partnerships, and strategy.	Operates within a larger organization with a wider mission (typically a Chamber or Business District organization). Leverages resources from the parent organization, benefiting from cost-sharing and networks.	Operates as a Program of a local government entity. Integrated into government planning and policies.
Key Considerations for MPO	• Must establish operational capacity and maintain consistent funding. • Offers greater autonomy to align with specific MPO transportation priorities. • Limited resources compared to larger organizations	• Transportation goals may need to align with broader priorities of the parent organization. Organizations must demonstrate that funding will be distributed towards TDM-specific programming. • Leverages existing networks and administrative support to reduce costs and increase scalability.	• Requires alignment with government priorities, ordinances, and regulations. • Bureaucratic processes may impact flexibility and speed of implementation. • Leverages government's authority to increase credibility and engagement reach.

What Does a TMO Need to do to be Successful?

For an MPO to fund a successful TMO it must evaluate whether the organization has the foundational capacity, financial sustainability, and strategic alignment to effectively serve its community. The following considerations can help the MPO assess whether a TMO is well-positioned for long-term success.

Alignment with Local Context

Each community has unique transportation challenges, opportunities, and needs. The MPO should evaluate whether the TMO's goals, programs, and funding model are aligned with the specific characteristics of its service area. Key context considerations include:

- **Demographics and Equity:** Does the TMO address the needs of commuters, residents, and underserved communities? Are equity and inclusivity embedded in outreach and programming?
- **Land Use and Development:** Is the TMO's approach compatible with existing land use and planned growth areas?
- **Existing Infrastructure:** Does the TMO assess and support existing transit availability, bike/walk pathways, first/last-mile connections, and parking demand?
- **Policy Landscape:** Does the TMO align with local and regional transportation plans, congestion mitigation goals, VMT reduction targets, greenhouse gas reduction policies, and regulatory frameworks?

> *Example: A TMO in a dense urban area may focus on public transit and bike programs, while a suburban TMO might prioritize carpooling and vanpooling.*

Financial Sustainability & Funding Structure

A successful TMO must have a **diversified and transparent** funding portfolio to ensure long-term sustainability. The MPO should assess:

- **Diversified Funding Sources:** Relying on a single funding stream can leave a TMO vulnerable to budget cuts or economic shifts. A mix of funding sources provides financial stability. Different types of funding sources may include:
  - **Membership Dues:** Contributions from employers, developers, or other stakeholders.
  - **Grants:** Federal, state, MPO, and regional transportation grants.
  - **Fee-for-Service:** Revenue from services like commuter surveys, transportation consulting, or shuttle programs.
  - **Sponsorships:** Support from local businesses for events or initiatives.
  - **Ordinance/regulatory fees**[*If local government*]**:** Revenue collected via developers, employers, land owners can be used to fund TMOs as a congestion mitigation and economic development measure.

- **Community Reinvestment:** What percentage of funding is directly allocated to programs that serve the community versus administrative costs?

Tip: TMOs should demonstrate a funding strategy that balances predictable revenue (e.g. membership dues) with competitive funding opportunities (e.g., grants).

Program Monitoring and Strategies to Pivot

A funded TDM program will likely need to measure success, adapt to challenges, and align with regional transportation goals. The MPO should consider:

- **Data Collection and Reporting:** Does the program track metrics that align with MPO regional goals? For example:
  - VMT Reduction – Contribution to MPO goals (e.g., % reduction in VMT per capita).
  - Mode Shift Targets – Growth in sustainable mode shares
- **Flexibility:** Does the TMO adapt to underperforming programs and reallocate funding as needed?
- **Evaluation Framework:** What tools and methodologies do the TMO use to assess program impacts and provide recommendations?

Example: If a transit subsidy program underperforms, the TMO might shift funds to expand carpool matching services instead.

Staffing Strategies for Effective Delivery

TMOs must have the right personnel, expertise, and scalability to effectively deliver programs. The MPO should evaluate:

- **Capacity & Scalability** – Does the TMO have the right staffing levels for its initial launch, with a plan to scale as demand grows?
- **Local Knowledge & Expertise** – Do staff have a baseline understanding of TDM, local transportation options, and regulatory policies?

Tip: Collaborate with external organizations to share staffing resources for events or outreach and focus on hiring staff with cross-functional skills.

Prioritizing Spending and Strategic Adaptability

Given that TMOs often operate with limited budgets, MPOs should assess whether funding is allocated toward high-impact activities while maintaining flexibility for shifting priorities over time. The MPO should consider:

- **Return on Investment** –Does the TMO allocate funding to its highest-impact programs?
- **Financial Flexibility** – Is there enough flexibility within the funding model to adjust to evolving priorities?

> *Example: A TMO might allocate more funds to member recruitment during launch phases, then shift focus to program expansion as services gain traction.*

3 Evaluation Metrics

Regional Metrics

TMOs contribute to broader NFRMPO regional goals to improve regional health and enhance mobility and multimodal options as outlined in the **2050 Regional Transportation Plan**. These goals can only be achieved through a combination of efforts, including TMO programs, infrastructure improvements, policy changes, and behavioral shifts.

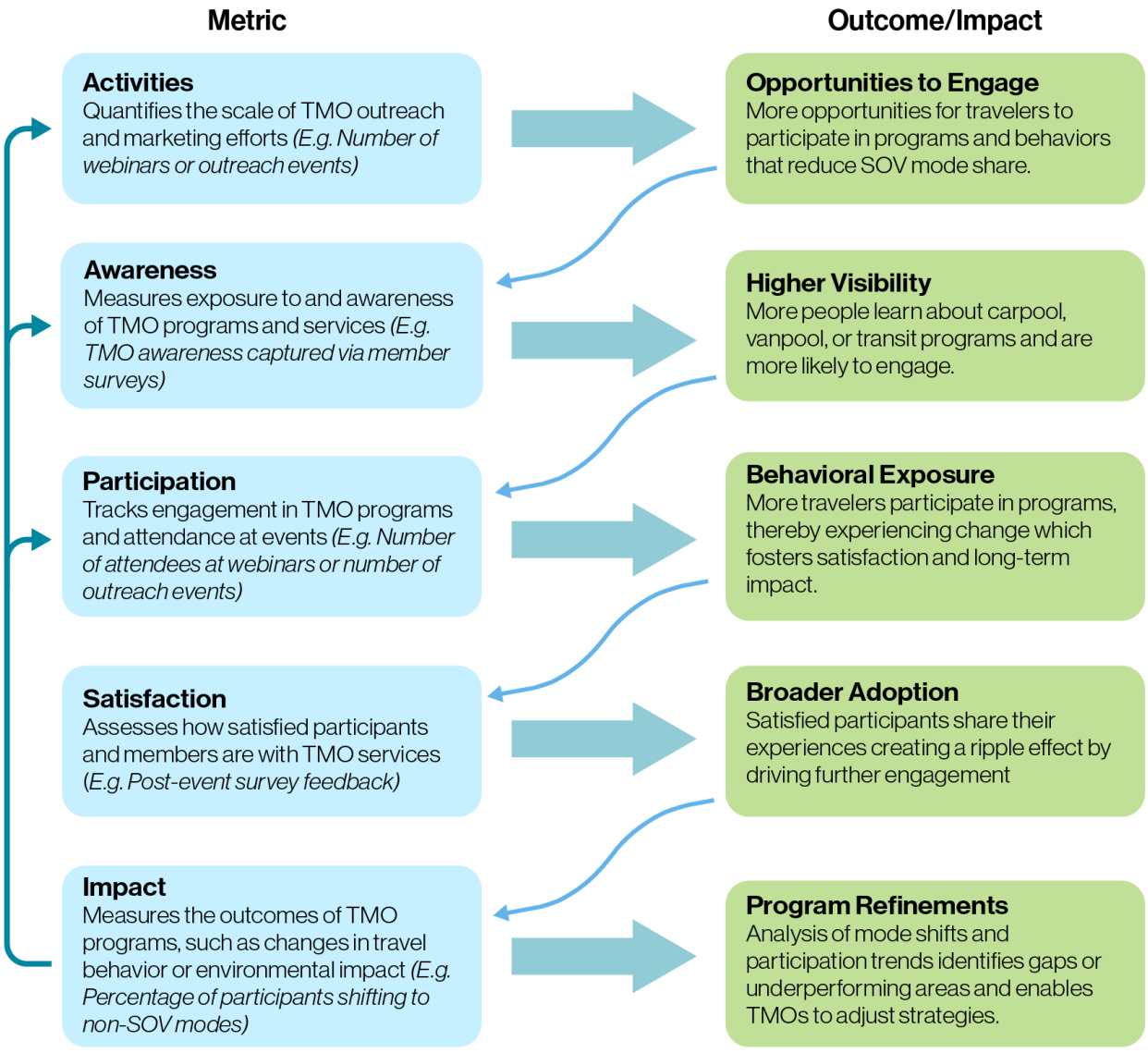
Table 3.1: Regional Metrics

Metric	Description	Related Regional Objectives & Targets (2050 RTP)
Percent of Non-SOV Commuter Trips	Reduction in the percentage of commuters driving alone, directly impacting air quality, road congestion and parking demand.	**Regional Health:** Improve economic development, residents' quality of life, and air quality *Related Target: Increase non-SOV mode share to at least 40%*
Daily Vehicle Miles Traveled (VMT) per Capita	Measures the reduction in total miles traveled by vehicles.	**Multimodal:** Improve accessibility of and access to transit and alternative modes of transportation *Related Target: Reduce weekday VMT per capita to 24 miles per person*
Reduction in Air Pollutants	Evaluates environmental and health benefits by estimating reductions in harmful air pollutants.	**Regional Health:** Improve economic development, residents' quality of life, and air quality *Related Target: Reduce statewide VOC, CO, and NOx by 482, 5393, and 1086 kg/day respectively*
Traffic Congestion During Peak Hours	Measures delays experienced by commuters during peak travel times.	**Mobility:** Move people and good safely, efficiently, and reliably on a continuous transportation system *Related Target: Reduce annual hours of peak hour excessive delay per capita on the NHS System to 3.7 annual hours*

TMO Metrics

TMO Metrics measure the success of the TMO's own activities, providing insight into how well the organization is performing. These metrics help TMOs evaluate the effectiveness of their programs and services. By improving internal performance (e.g., awareness, participation, and satisfaction), TMOs can directly contribute to broader regional metrics.

Figure 3.1: TMO Metrics & Expected Outcomes



Data Sources

Reliable data sources are critical for evaluating both regional metrics and TMO-specific metrics. They also play an essential role in designing and tailoring TMO programs and services to meet the unique needs of the communities served. How data is or will be collected and analyzed will allow MPOs to have a better understanding of how TMOs make informed decisions, track progress, and demonstrate program impact to funders and stakeholders.

Table 3.2: TMO Data Sources

Data Source	Description	Examples of Use
Surveys	Gather input from commuters, residents, visitors, and employers to understand travel behavior, preferences, and barriers to sustainable transportation.	Pre- and post-program surveys to measure shifts in travel behavior; Identify underserved areas.
TMO Participation Data	Track engagement with TMO programs, including attendance at events, enrollment in incentives, and use of carpool/vanpool matching services.	Measure participation in incentive programs; Analyze trends in engagement to refine strategies.
TMO Member Data	Collect data from member organizations (e.g., employers, developers) to understand employee commuting patterns and preferences.	Employer surveys to assess mode shares; Track workplace-based program participation.
TMO Communications Platforms	Use analytics from email campaigns, social media, and website interactions to evaluate outreach effectiveness and reach.	Monitor click-through rates on newsletters; Evaluate social media engagement for campaigns.
Public Sector Data	Leverage data from city, county, and regional agencies to understand infrastructure, land use, and transit availability.	Use GIS data to identify active transportation gaps; Analyze transit ridership trends.
External Data Partners	Collaborate with organizations like Replica, StreetLight, or other big data providers for detailed travel behavior and trip data.	Analyze VMT and mode shift potential; Evaluate infrastructure impacts.

4 Call for Projects Framework

This Call for Projects seeks to support TDM efforts in the region by funding initiatives that improve regional connectivity, reduce congestion by reducing SOV trips and VMT, improve regional air quality, and promote equitable access to transportation options.

The program will provide clear guidelines for applicants, prioritize accessibility and regional impact, and ensure financial and organizational sustainability.

Funding for this program is sourced from the Carbon Reduction Program (CRP), established through the Federal Bipartisan Infrastructure Law in 2021 with the intention to reduce greenhouse gas emissions from transportation sources. The NFRMPO Planning Council has approved setting aside $100,000 per year in CRP funds between 2024 and 2027 for TMO Incubator funding. Of this, $24,000 was allocated for setting up the Call for Projects and MPO TDM Program structure, leaving $376,000 available for FY24-27 funding to support TDM initiatives in the North Front region.

Program Goals

The Call for Projects aims to:

- **Reduce Congestion:** Encourage projects that reduce congestion by shifting single occupancy (SOV) trips to mass or low-impact transportation options.
- **Promote Regional Connectivity:** Support TDM programming that address transportation challenges in high-impact areas such as Regionally Significant Corridors (RSCs), Regional Transit Corridors (RTCs), and Regional Active Transportation Corridors (RATCs), and Short-Trip Opportunity Zones.
- **Advance Accessibility for all:** Prioritize projects that expands accessibility and incorporates inclusive community outreach approaches to better reflect the needs and priorities of the community.
- **Improve Air Quality:** Support initiatives that decrease SOV trips and Vehicle Miles Traveled (VMT), contributing to regional air quality improvements.
- **Encourage Local Commitment:** Incentivize collaboration from local jurisdictions and stakeholders to ensure community buy-in and support.

Eligibility Criteria

Eligible Applicants

Eligible Applicants will include:

- **Non-Profit TMOs:** Organizations dedicated to managing and implementing transportation solutions aligned with regional goals.
- **Non-Profit Organizations:** Other non-profits with a wide regional interest in transportation, sustainability or economic development with a dedicated arm/subsidiary focused on improving local or regional transportation and mobility options.
- **Governments:** Local government agencies that can implement TDM programming nested within government functions.

Project Types

Project types could include –

- TMO ongoing management
- TDM projects including but not limited to:
  - Educational and awareness-based campaigns
  - Incentives or subsidy program for sustainable travel options
  - Programs to promote bicycling, transit, carpooling, or vanpooling
- Pilots to promote expanded or new transit services or transportation options

Project Requirements

Geographic Relevance

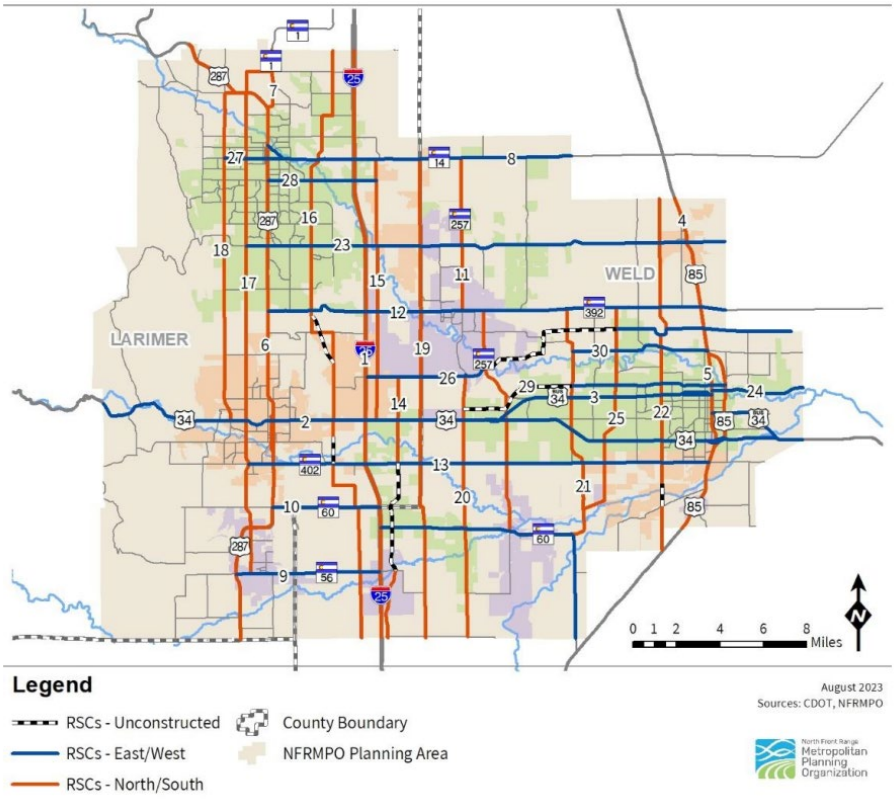
The geographic relevance of a TMO or TDM program's location is critical in determining its potential impact on regional mobility. Projects must serve one or more areas in the North Front Range region with significant transportation needs, including:

- **Corridors with Significant Multimodal Potential:** As identified in the NFRMPO's 2050 RTP[1] including:
  - **Regionally Significant Corridors (RSCs):** High-priority corridors critical for regional mobility that connect multiple jurisdictions or major activity centers. These corridors are also eligible for federal aid. Applicants along these corridors can leverage their strategic locations to improve connectivity across jurisdictions.
  - **Regional Transit Corridors (RTCs):** Corridors with existing or planned regional transit services, as identified in the 2050 RTP. Applicants should focus on supporting these corridors to improve transit accessibility, reliability, and ridership.
  - **Regional Active Transportation Corridors (RATCs):** Non-motorized corridors identified in the Action Transportation Plan (ATP). Applicants in these corridors can promote walking, biking, and micromobility through infrastructure and programming.

[1] Map of RTCs, RSCs, and RATCs can be found at **https://nfrmpo.org/wp-content/uploads/2050-regional-transportation-plan.pdf**

- **Short Trip Opportunity Zones (Optional):** Locations conducive to walking, biking, or transit trips due to proximity between residential, employment, and activity centers, according to the NFRMPO's Regional Travel Demand Model (RTDM).[2]

Figure 4.1: Regionally Significant Corridors (RSCs)



[2] Map of Average Daily Short Trips can be found at **https://nfrmpo.org/wp-content/uploads/2021-regional-active-transportation-plan.pdf** (pg 18)

Figure 4.2: Regional Transit Corridors (RTCs)

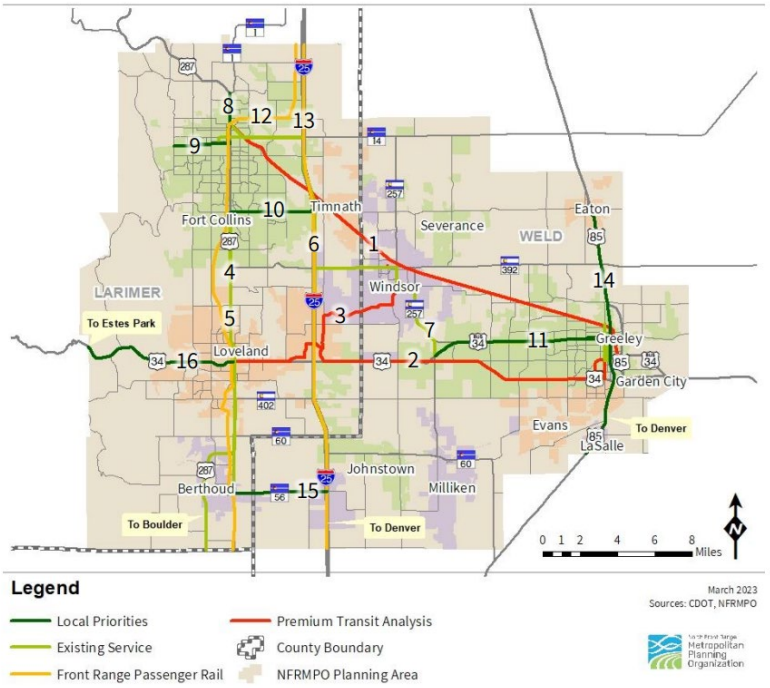


Figure 4.3: Regional Active Transportation Corridors (RATCs)

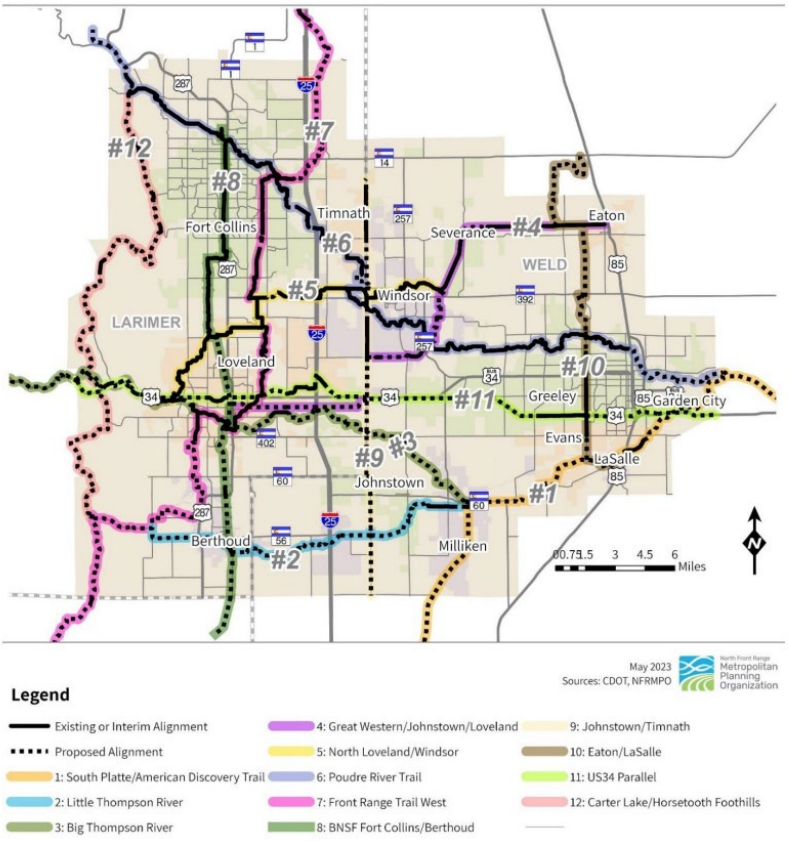
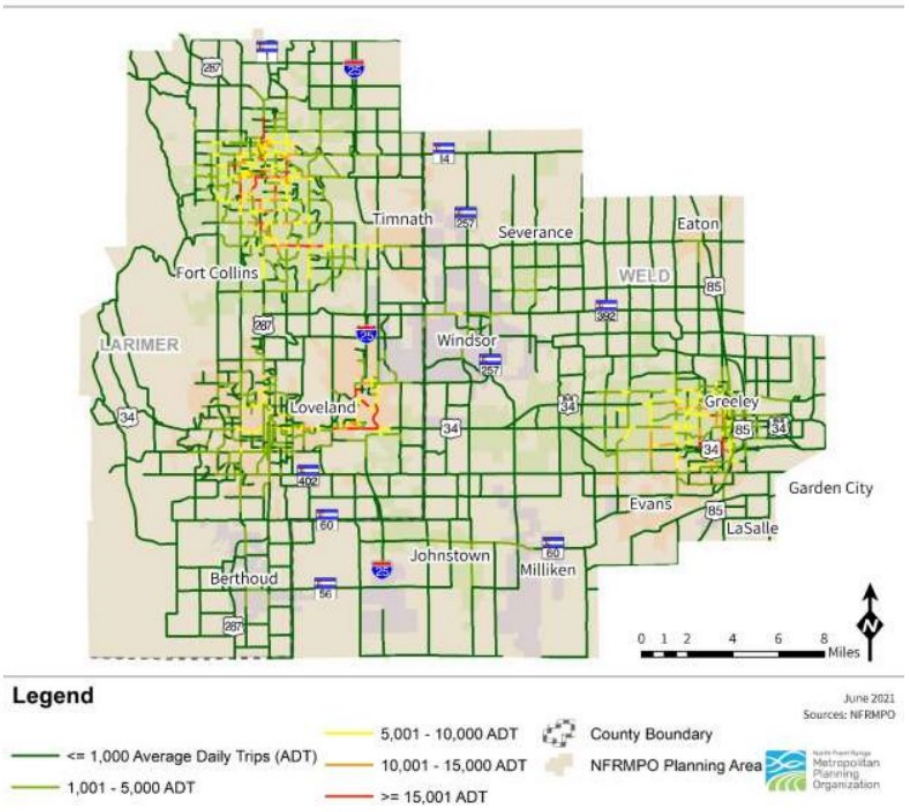


Figure 4.4: Short Trip Opportunity Zones



Accessibility

Accessibility is a focus in the evaluation of projects, ensuring that TMOs and TDM efforts prioritize work toward reducing transportation disparities by prioritizing safety and accessibility, especially in underserved communities and for vulnerable populations. Accessibility principles are critical for addressing historical biases in transportation planning, enhancing safe mobility options for all travelers, and fostering inclusive economic development. The following metrics will be considered:

- **Accessibility:** Projects will be evaluated based on the extent to which they improve access to multimodal options and employment opportunities.
- **Community Engagement & Outreach:** Projects that demonstrate proactive, wide-ranging outreach to improve safety and accessibility to sustainable travel options. Community engagement strategy should ensure that projects reflect the needs and priorities of the community.

Financial Viability & Technical Capacity

Applicants should demonstrate the financial viability of the organization or project. Applicants will be required to justify the grant in a manner consistent with the project narrative.

Projects requiring funding for TMO ongoing management should have a business plan for financial sustainability.

Projects should also demonstrate technical capacity to execute the project. As part of the staffing plan, key personnel should be identified with relevant TDM or transportation-related qualifications to deliver the work.

All projects will be evaluated on the following:

- **Project Budget**
  - Realistic cost estimates directly to support the project narrative
  - Local financial commitments
  - Business Plan for long-term financial sustainability
- **Technical capacity to execute the project**
  - Key personnel to implement the project
  - Resources and partnerships to optimize delivery

Project Readiness (Optional)

Projects that can demonstrate community buy-in and dedication via letters of support and other agreements will receive additional scoring.

- **Letters of Support:** from local governments or key stakeholders demonstrating support for TDM programs or initiatives.
- **Agreements:** Projects demonstrating signed or formal partnerships or funding agreements.

Scoring System

Evaluation Criteria

The evaluation criteria have been designed to evaluate projects that meet the program goals to ultimately leverage TDM as a tool to expand sustainable travel options awareness and utilization to improve overall mobility in the region. Projects that are likely to succeed will include novel approaches in TDM to meet NFRMPO's regional goals of reducing congestion and improving multimodal options with an ability to demonstrate strong technical and staffing capacity to implement.

Proposals will be evaluated using the following weighted scoring system:

Table 4.1: Call for Projects Scoring System

Category	Criterion	Specific Measure	Scoring	Weight (%)
Congestion Mitigation	**Reduce single-occupancy vehicle trips by shifting people to low-impact transportation options**			**25%**
	Ridership	Narrative of how the project will reduce congestion (SOV trips and VMT) by increasing utilization of low-impact travel options	1 - Low potential impact on SOV trips and VMT 3 - Moderate impact on SOV trips and VMT 5 - High, quantifiable reduction on SOV trips with supporting data	15%
	Awareness	Narrative of how the project will contribute to greater awareness of low-impact travel options	1 - Low potential for increasing awareness of low-impact travel options 3 - Moderate potential for increasing awareness of low-impact travel options 5 - High potential for increasing awareness of low-impact travel options	10%
Multimodal Options	**Promote low-impact travel options and services along multimodal transportation corridors**			**20%**
	Regional Corridor Coverage	Projects serving RSCs, RTCs, or RATCs as identified in the RTP and related plans	1 - Partial focus on designated corridors 3 - Fully focused on one corridor 5 - Fully aligned with and supporting multiple corridors	15%
	Short Trip Opportunity Zones	Projects promoting walking, biking, or transit within short trip zones with high potential for mode shifts.	0 - Minimal short trip zone impact 3 - Moderate alignment with short trip areas 5 - Strong integration with short trip opportunities	5%

Financial Viability & Technical Capacity	**Ensure projects have realistic budgets and technical capacity to deliver**			**20%**
	Project Budget	Realistic cost estimates detailing projected expenses and other existing and potential funding sources	1 – Minimal cost estimates are provided 3 – Moderate-level of cost estimates are provided 5 - Detailed breakdown of costs, including all labor, direct costs and other financial commitments from jurisdictions and stakeholders are provided	10%
	Technical Capacity	Staffing plan	1 – Staffing plan identifies key personnel 3 – Staffing plan identifies key personnel and resources to deliver and scale-up 5 - Staffing plan demonstrates strong key personnel and established partnerships for optimizing project delivery	10%
Accessibility	**Reduce impacts to disadvantaged communities by prioritizing TDM programming for underserved communities and vulnerable populations**			**20%**
	Accessibility	Narrative of how the project will improve access to multi-modal options and employment opportunities	1 – Minimal improvement of access to multimodal options and employment opportunities 3 – Moderate improvement of access to multimodal options and employment opportunities 5 – Strong improvement of access to multimodal options and employment opportunities	10%
	Community Engagement & Outreach	Narrative of how the project will capture and prioritize community needs	1 - Minimal engagement with underserved communities and vulnerable populations 3 - Moderate engagement with underserved communities and vulnerable populations 5 - Strong engagement with underserved communities and vulnerable populations	10%
Innovation	**Promote innovative approaches to deliver TDM programming**			**10%**
	Level of Innovation & Uniqueness	Narrative of how the project will incorporate novel approaches	1 - Continuation of existing programs 3 - Project demonstrates some innovation 5 - Project demonstrates unique approaches	10%
Project Readiness	**Demonstrate community buy-in and support for project delivery to ensure effective implementation**			**5%**
	Buy-in/Dedication from relevant local and regional stakeholders	Letters of support and other agreements	0 - No demonstrated buy-in 3 - Moderate commitment from stakeholders with letters of support 5 - Strong dedication with letters of support, signed agreements or formal commitments	5%

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