

**Operational Study of the Pueblo Area
Council of Governments**

PUEBLO, COLORADO

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1. INTRODUCTION AND EXECUTIVE SUMMARY

The Matrix Consulting Group was retained by the Pueblo Area Council of Governments (PACOG) to assess the operational and management processes of the organization. This study was designed to evaluate the organizational structure, service delivery, the efficiency and effectiveness of the overall processes and operations and to develop a future approach to maximize services for PACOG. This report summarizes the findings, conclusions, and recommendations from this engagement.

1. OVERVIEW OF THE STUDY.

PACOG initiated a process seeking a performance review of its organizational structure, bylaws, membership and other related activities. All operational functions associated with PACOG were studied and evaluated to ensure that they are efficient and compliant with policies, procedures, and government regulations.

This report provides specific recommendations to improve current processes and ensure that services are provided efficiently and effectively. By conducting this study, PACOG has committed to a process of continuous improvement. Implementing the recommendations contained in this report will aid PACOG in its ongoing effort to improve operations, implement best practices, and ensure a high level of service.

2. STUDY SCOPE AND METHODOLOGIES.

In this study, the Matrix Consulting Group's project team utilized a wide variety of data collection and analytical techniques. The project team conducted the following data collection and analytical activities:

- **Developed an in-depth understanding of the key issues impacting PACOG.** To evaluate PACOG's operational duties, the Matrix Consulting Group conducted interviews with employees within the organization. Interviews focused on the duties

performed by each position, the use of technology, the levels of service provided to the organization, and the resources available to provide those services and conduct operations.

- **Developed a profile of PACOG.** The Matrix Consulting Group conducted interviews with staff to document PACOG's current organization, its structure, and types of services offered, etc. This document was utilized as a "base" point of comparison for further analysis and comparison for all recommendations.
- **Identified key strengths and opportunities for improvement.** A comparative survey of similar organizations both within the state of Colorado and outside the state, assisted in identifying practices utilized by other public sector entities.
- **Conducted further analysis of issues identified and summarized analysis in the project report.** Based on initial findings, the project team evaluated additional data, analyzed issues, including alternatives to service delivery options. The analysis resulted in recommendations to services to assist PACOG meets its strategic goals and outcome.

The objective of the study was to examine the organization structure encompassing Board membership, voting structure, dues and fees, standing committees and staffing levels of PACOG to ensure ensure that work was being performed efficiently.

3. OVERALL SERVICE DELIVERY ASSESSMENT.

In conducting the review of the operations of PACOG, the project team focused on identifying opportunities and recommendations that would improve the delivery of services for the organization. There are many positive aspects of PACOG that were identified and recommendations were designed, to the extent possible, build upon existing strengths.

However, with these positives are areas in need of improvement, examples of which follow.

- Board voting structure is heavily weighted towards the City.
- MPO needs a succession plan in order to plan for the future transition of staff, in particular the MPO Manager.

- Prioritizing objective process should be established for prioritizing state-funded transportation improvement projects.
- There is a need for Advisory committees, in particular for transportation planning and water quality in order to provide in-depth discussions on issues to board members.
- Membership fees are inconsistent and not determined by a specific policy.
- High level of absenteeism at Board meetings could impact Board operations.

The following table outlines the specific recommendations and assigns a priority to each recommendation.

4. SUMMARY OF KEY RECOMMENDATIONS

The project team has taken all of the detailed recommendations provided in this report and consolidated them into a table for ease of reference. The following table shows each recommendation by functional area, the timeframe for when the recommendation should be implemented, and the page number of the report on which the recommendation can be found.

Section	Recommendation	Priority
1.1	With PACOG's service area only encompassing one county and many of the services that other larger COGs perform being handled by the City and/or the County of Pueblo, PACOG should pursue a more robust portfolio of duties for the COG functions including joint purchasing efforts and regional representation / lobbying efforts.	High
1.2	PACOG staff should have routine informational meetings as well as prepare annual reports detailing accomplishments, policy decisions and future goals.	Medium
1.3	PACOG should embrace a free-standing MPO as part of its organization. With an MPO Manager solely working on MPO related activities, this would eliminate any perception of partiality. The MPO Manager should be paid entirely from MPO funds.	Medium
1.4	The MPO should develop a staffing and succession plan, in particular for the MPO Manager position, in order to minimize the loss of institutional knowledge and to provide for a seamless transition.	Medium

Section	Recommendation	Priority
1.5	PACOG MPO should adopt an objective process for prioritizing state-funded transportation improvement projects. Criteria should include how well projects fulfill the goals of the RTP and their estimated impact according to the travel demand model.	High
1.6	In future planning efforts, the MPO should explore implementation of a partnership effort with local University resources to supplement the limited MPO staffing available.	Medium
2.1	PACOG should establish advisory committees for transportation planning and water quality as a venue for in-depth discussion so that board members can become highly informed on issues and generate recommendations for the board.	Medium
2.2	Committee meetings should result in a written summary, in layman’s terms, of the committee’s discussion and any conclusions reached, for inclusion in the board agenda packet.	Medium
2.3	The members of relevant advisory panels for each committee (TAC, EPAC) should be invited to attend all committee meetings of their respective policy areas, and their input should be included in the written summary of the committee’s discussion provided to the PACOG board.	Medium
2.4	PACOG should consider changing the time of its monthly meetings from 12:15 p.m. to a later start time such as 6:00 p.m. if it would enable greater participation from Board members.	Low
3.1	The PACOG board membership structure should be adjusted to include 4 City representatives, 3 County representatives, 2 representatives from Pueblo West, and 1 representative from each of the other existing members, for a total of 14 board members.	High
3.2	PACOG should develop a new membership fee structure incorporating a modified population based approach which will provide a detailed rationale in determining membership dues.	High
3.3	Membership in PACOG should remain limited to government agencies led by an elected board.	Medium
3.4	PACOG should encourage membership among government agencies in the County that have a stake in the policy issues frequently addressed by the board and should seek to include more entities to provide the regional voice that the PACOG / MPO is designed to serve as.	High
4.1	PACOG should place a concentrated effort on the development of citizen involvement and participation in advisory committees crucial to the effective operation of the MPO efforts.	High

Section	Recommendation	Priority
5.1	PACOG bylaws must be amended to change the number of Board Members based upon the new voting structure and any changes to the membership fee structure. Given the potential for increases board membership, as new entities join membership, the by-laws should be amended in a way that will accommodate future changes.	High
5.2	An amendment to the bylaws is needed to add descriptive responsibilities for the Technical Advisory Committee (TAC), the Transportation Technical Committee (TTC) and the Citizens Advisory Committee (CAC).	High

The following chapters provide the analysis and rationale supporting the recommendations that were developed.

2. PROFILE OF THE PUEBLO AREA COUNCIL OF GOVERNMENTS

This chapter provides a descriptive profile of the Pueblo Area Council of Governments (PACOG). The purpose of this profile is to document the project team's understanding of the current organization, staffing, service provision approaches, operations, and costs for PACOG, as well as key issues impacting and shaping service requirements for PACOG. The data contained in the profile was developed based on the work conducted by the project team, including:

- Interviews conducted with staff;
- Collection of data and service provision workload;
- Review of strategic documents and reports; and
- Documentation of budget data, organizational structure, and key practices.

The descriptive profile is not intended to include every organizational and operational facet of the organization, but rather to provide an overview and to serve as the “base line” or “status quo” against which any recommendations made at the conclusion of the study can be compared to demonstrate the change in role, organizational structure, or operational practice.

The structure of this descriptive profile is as follows:

- Summary of the PACOG's purpose and functions, including a brief description of each program area, a departmental organizational chart, budget summary, and listing of key technology applications in use by the department.
- Summary descriptions of key roles and responsibilities of staff in each program area. The position responsibility descriptions provided in the descriptive profile also summarize the major programs and service activities of staff assigned to each functional unit. The responsibility descriptions are not intended to be at the “job description” level of detail. Rather, the descriptions are intended to provide the

basic nature of each unit and assigned positions including deployment and work schedules, program targets and service descriptions.

Information contained in this descriptive profile will be employed in the analysis of issues during subsequent stages of the project.

The profile includes a summary of the organizational structure, membership and related fees, budget, services that are provided, current financial and voting arrangements, roles and responsibilities of staff, and key programs and operations of PACOG. As part of this review, the project team spoke directly with PACOG staff, and collected and reviewed various data describing the organization and work processes.

Information contained in this descriptive profile will be employed in the analysis of issues during subsequent stages of the project.

1. INTRODUCTION

The Pueblo Area Council of Governments (PACOG) is the federally recognized metropolitan planning organization (MPO) for the Pueblo, Colorado, urbanized area. As per the organization's by-laws, PACOG's purpose is *"to foster a cooperative effort in considering problems, coordinating policies, developing plans and assisting, advising and supervising the operation of cooperative projects approved by the local governmental bodies"*. PACOG is also recognized as the Regional Planning Commission (RPC) for the Pueblo Area Transportation Planning Region (TPR), which encompasses Pueblo County representing the region in statewide and regional transportation planning processes.

In addition to functioning as the MPO and the RPC for the Pueblo Area, PACOG is responsible, in its Council of Governments capacity, for coordinating environmental and water quality planning in the region. PACOG is authorized to receive Federal and State funds for programs including, but not limited to, regional land use, water quality, and

transportation planning. The County Department of Planning and Development, through the County's agreement with PACOG, administers its regional land use planning, administrative work tasks, and water quality planning.

2. ORGANIZATIONAL STRUCTURE

The following section outlines the current roster of PACOG membership, the guidelines for managing membership, a description of the organization's committees, and a summary of the organization's staffing allocation.

(1) Membership

The governing body of PACOG is known as the "Council", composed of sixteen officials from local units of government. Members do not serve terms and can remain on the Council as long as they remain in their elected or appointed position. PACOG's voting structure is that all members receive equal weight to their vote and can vote on any matter before the Council. The Council generally meets at 12:15 p.m. on the fourth Thursday of each month. A breakdown of the current Council follows:

Entity	# of Council Members
City of Pueblo	7
Pueblo County	3
Board of Water Works	1
School District No. 60	1
School District No. 70	1
Pueblo West Metropolitan District	1
Colorado City Metropolitan District	1
Salt Creek Sanitation District	1

PACOG's bylaws state that any governmental subdivision in Pueblo County, Colorado, desiring to become a member of PACOG may submit written application for membership. With the approval of a majority of the voting members, acceptance is granted. Each governmental subdivision accepted as a member of PACOG shall

designate, from the membership of its elected boards, one voting representative on the Council. The Council shall be increased by one for each additional governmental subdivision accepted as a member of PACOG. A governmental subdivision member of PACOG shall contribute so much of the funds required for the annual operation of PACOG as determined by the Council subject to approval by the governing body of such governmental subdivision.

As per PACOG's bylaws, "all cooperating and participating governmental entities shall contribute so much of the funds required for the annual operation of PACOG as shall be mutually agreed upon and separately approved by each of the participating governmental entities. Such contributions shall be disbursed only by action of the Council or pursuant to an annual line item budget approved by it". The organization's 2016 budget, including the contribution of each member, can be found in the following section.

PACOG's bylaws state that members shall contribute funds required for its annual operations as determined by the Council and subject to approval by the governing body of such governmental subdivision. It is not clear how original fees for member organizations were determined, so they appear to be somewhat arbitrary as a result. Membership fees are assessed annually, and can be found for each member entity in the budget section of this chapter.

(2) Committee Structure

The PACOG By-Laws set forth standing commissions and committees while also allowing the Council to establish other committees as needed. A summary of various commissions/committees follows.

- **The Land Use Committee** for PACOG is jointly composed of a) the members of the City of Pueblo Planning and Zoning Commission, and b) the members of the

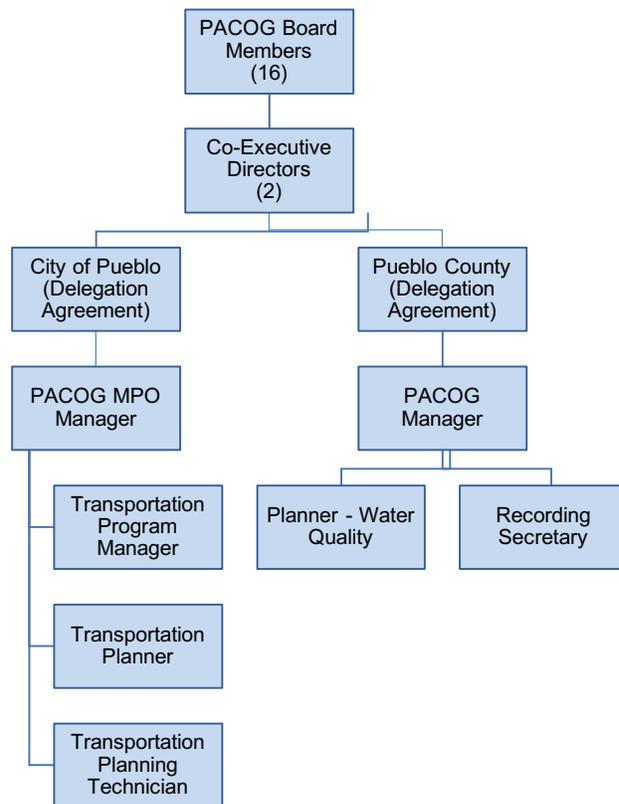
Pueblo County Planning Commission to plan and help regulate land use and to ensure orderly development and care for the environment consistent with protection of constitutional rights.

- **The Environmental Policy Advisory Committee (EPAC)** is composed of twelve members serving staggered three-year terms that represent stakeholders from the general public, private business, industry, and the public sector as well as two ex-officio members that provide PACOG with information and recommendations regarding environmental issues and policies.
- **The Transportation Advisory Commission (TAC)** was established to provide for integrated and comprehensive transportation planning in accordance with federal and state laws and regulations, and regional policies as adopted by PACOG for the county-wide region. TAC's agenda and support material is provided by the Urban Transportation Planning Division with the MPO Manager or his/her designee presiding at TAC meetings. The TAC is comprised of the following two standing committees:
 - **The Transportation Technical Committee (TTC)** consists of representatives from municipalities, counties, metropolitan districts, the Colorado Department of Transportation (CDOT) and other planning or implementing organizations within the PACOG region. The TTC is responsible for providing administrative and professional expertise and guidance for developing transportation policies, plans, and programs and serving as the technical information agent to PACOG and the TAC.
 - **The Citizens Advisory Committee (CAC)** consists of nine members; two from the Pueblo City Planning and Zoning Commission, two from the Pueblo County Planning Commission, and three at-large members selected from the Pueblo region community by the PACOG board. In addition, two ex-officio voting members are appointed to CAC. One representative from the Pueblo Economic Development Corporation and one from the volunteer citizen association - "2020 Commission".
- **The Budget Committee** is composed of one representative designated by and from the City Council, one representative designated by and from the County Commissioners, and the Treasurer and meets to discuss PACOG membership and dues, monitor revenue and expenditures, and approve the annual budget. The Budget Committee may designate a financial officer or employee of the City or the County, or some other qualified person, to keep the books and accounts of the Council and perform ministerial and bookkeeping functions on behalf of the Council. Such records are audited by a certified public accountant.

(3) **Staffing**

PACOG administration includes Co-Executive Directors, the Pueblo City Manager and the Pueblo County Attorney under separate delegation agreements between PACOG and the City, and PACOG and the County. The Director of the Pueblo County Department of Planning and Development serves as PACOG's Manager, while the Assistant City Manager of Community Investment serves as the MPO Manager. In addition, there are a number of City and County employees who provide support to PACOG operations. The following organizational chart shows the reporting structure of the organization's administrative and support staff.

PACOG ORGANIZATIONAL CHART



The following table provides a description of key roles and responsibilities to which staff in the PACOG are assigned. The table shows the title of each position, the number of staff in each position, their status as full-time or part-time, and their key roles and

responsibilities. These descriptions are not intended to provide the level of detail of an official job description, but to outline the basic responsibilities and reporting relationships within each department.

Position Title	Number	FT/PT	Key Roles and Responsibilities
Co-Executive Directors	2	PT	<ul style="list-style-type: none"> • City Manager and County Attorney. • Represents City government and citizens to the PACOG board. • Verifies that bylaws of PACOG are being followed and enacts appropriate ordinances as they impact PACOG.
PACOG Manager	1	PT	<ul style="list-style-type: none"> • Operates under a delegation agreement between the County and PACOG and reports to the Board of County Commissioners. • Presents the manager's report at PACOG board meetings and coordinates the presentation of other (sometimes technical) reports to the PACOG board. • Signs all checks and oversees the PACOG annual budget. • Supervises all non-MPO PACOG staff.
PACOG MPO Manager	1	PT	<ul style="list-style-type: none"> • Operates under a delegation agreement between the City of Pueblo and PACOG and reports to the City Manager. • Leads PACOG's operations as the federally recognized Metropolitan Planning Organization for the Pueblo region. • Serves as lead staff member and point of contact for the Transportation Advisory Commission (TAC). • Supervises all full time MPO Staff.
Recording Secretary	1	PT	<ul style="list-style-type: none"> • Reports to the PACOG Manager. • Records minutes for all PACOG meetings (board meetings, executive session, budget committee meetings, etc.) • Works with PACOG Manager to establish the PACOG annual budget. • Keeps members updated of their standing and makes sure that they meet their membership requirements. • Maintains PACOG checking accounts and funds. • Maintains the PACOG administrative portion of the County website.

Position Title	Number	FT/PT	Key Roles and Responsibilities
Planner – Water Quality	1	PT	<ul style="list-style-type: none"> • Reports to PACOG Manager. • Assists contracted consultant with the development of the Water Quality Management plan required by Section 208 of the Federal Clean Water Act. • Reviews state wastewater site applications that PACOG needs to make a recommendation on. Presents findings to PACOG board.
Transportation Program Manager	1	FT	<ul style="list-style-type: none"> • Reports to PACOG MPO Manager. • Manages the MPO's transportation planning program. • Oversees annual update and board approval of the MPO's annual Unified Planning Work Program. • Oversees edits and updates to the MPO's Long Range Transportation Plan (every 5 years) and Transportation Improvement Program (every 4 years). • Collaborates and provides direction to other full time MPO staff.
Transportation Planner	1	FT	<ul style="list-style-type: none"> • Reports to PACOG MPO Manager. • Develops infrastructure and transportation planning tools such as a pavement condition index. • Works in conjunction with contracted planning firm to develop the MPO's long range transportation plan, offers local planning knowledge. • Assists in updating Transportation Improvement Plan and coordinates with Colorado DOT staff to ensure sufficiency of the plan.
Transportation Planning Technician	1	FT	<ul style="list-style-type: none"> • Reports to PACOG MPO Manager. • Compiles vehicular accident reports and crash data for the City of Pueblo. • Conducts traffic counts in the City of Pueblo to gauge transportation infrastructure utilization. • Provides administrative support and records minutes for meetings of the Transportation Advisory Commission. • Maintains the PACOG Transportation portion of the County website.

3. BUDGET

The following table shows the revenues and expenditures of the PACOG budget as outlined in the Council's 2016 budget resolution.

2016 PUEBLO AREA COUNCIL OF GOVERNMENTS BUDGET	
Line Item	Amount
Revenues	
<u>Regional Planning and Administration</u>¹	
City of Pueblo	\$13,625
Pueblo County	\$13,625
Board of Water Works	\$2,945
School District No. 60	\$4,050
School District No. 70	\$1,840
Pueblo West Metropolitan District	\$370
Colorado City Metropolitan District	\$370
Salt Creek Sanitation District	\$370
Audits	
Urban Transportation Planning	\$2,250
Pueblo County	\$2,250
Accounting Services	
Urban Transportation Planning	\$5,400
Pueblo County	\$1,800
Total	\$48,895
<u>604(b) Program</u>	
Consultant Services	\$7,800
Personnel	\$3,000
Operating Costs	\$500
Total	\$11,300
<u>Region 07 Community Development 2016</u>	
State Grant	\$30,000
Total	\$30,000
<u>Urban Transportation Planning</u>	
Federal Consolidated Planning Grant	
2016 Funding	\$289,765
2015 Carryover	\$341,552
Local Matching Funds	
City of Pueblo	
2016 Funding	\$40,177
2015 Carryover	\$47,357
Pueblo County	
2016 Funding	\$20,058
2015 Carryover	\$23,643
Transportation Planning Region Grant	\$7,400
Total	\$769,952
REVENUES TOTAL	\$860,147
Expenditures	
Regional Planning and Administration	\$(48,895)
604(b) Program	\$(11,300)
Urban Transportation Planning	\$(739,952)
Region 07 Community Development 2016	\$(30,000)
Urban Transportation Planning Grant Match	\$(30,000)
EXPENDITURES TOTAL	\$(860,147)

¹ Line items in green text signify annual dues paid by member organizations.

As the table above shows, urban transportation planning is by far the greatest source of revenue and the largest expenditure. It accounts for 90% of both revenue and spending. This is due in large part to the fact that all of PACOG’s full-time salaried staff work on urban transportation planning. 82% of the revenue for this category (and 73% of PACOG’s revenue overall) comes from the annual Federal Consolidated Planning Grant (CPG).

In addition to the revenue listed above, PACOG receives about \$70,000 annually of in-kind services from Pueblo County and the City of Pueblo. These include the use of office space for PACOG staff, information technology support and infrastructure, the use of GIS map data, financial services, and staff time. About \$50,000 of this total is provided by the City, and about \$20,000 by the County.²

4. KEY ROLES AND SERVICES PROVIDED

PACOG's main functions relate to the following planning areas: urban transportation; environmental quality and water quality. These functions are accomplished through either the MPO or the PACOG organization in general. The following table differentiates the responsibilities for key processes between the two entities.

Responsibility	PACOG	MPO
Facilitate Land Use Committee	X	
Facilitate Environmental Policy Advisory Committee	X	
Facilitate Transportation Advisory Commission		X
Facilitate Budget Committee	X	
FHWA Obligation Report		X
Unified Planning Work Program		X
Long Range Transportation Plan		X
Transportation Improvement Program		X

² “In-kind Services” doc provided June 16th

Section 208 Water Quality Management Plan	X	
Consolidated Planning Grant		X
Annual Water and Wastewater Planning Grant	X	

The following sections provide summaries of the key roles and services provided in each of PACOG’s functional areas.

(1) Urban Transportation Planning

PACOG is the designated Metropolitan Planning Organization (MPO) for the Pueblo area as required by Title 23 of federal statutes for both long-term and short-term urban transportation planning. The PACOG transportation 3C (continuing, comprehensive, and coordinated) planning activities are carried out by the City of Pueblo’s Urban Transportation Planning Division, which utilizes the resources of the City of Pueblo’s Transportation Department, the Pueblo County Department of Planning and Development, and various external consulting firms. Contracts and agreements for the administration of the Federal Highway Administration (FHWA) and the Federal Transit Administration (FTA) Consolidated Planning Grant (CPG) funds are executed by CDOT and PACOG based on the program objectives of the current Unified Planning Work Program (UPWP) and implemented by the Urban Transportation Planning Division as authorized and directed by the PACOG Board of Directors.

In 2015, the staff of the MPO completed an update to the comprehensive travel demand model for the Pueblo region, which will serve as a basis for estimating infrastructure capacity needs in the coming years.

KEY DOCUMENTS	
Document Name	Notes
FHWA Obligation Report	<ul style="list-style-type: none"> Shows total federal transportation funding obligated through the MPO for the Pueblo region. Updated annually, most recently in 2015. Shows a total of \$29.5 million in federal funds obligated for highway and transit projects in the region.
Unified Planning Work Program	<ul style="list-style-type: none"> Outlines grant-related Pueblo MPO programs and goals for the next two upcoming fiscal years. Updated annually, most recently for 2016-2017. Continuing work includes implementation and monitoring the 2040 LRTP, TDM model upgrades and implementation, walking and bicycle mode data, and an emphasis on enhanced public transit services. Focuses on performance measurement related to FAST-ACT requirements.
Long Range Transportation Plan	<ul style="list-style-type: none"> Serves to identify broad goals to meet the transportation needs of the region on a 20-year horizon. Updated every 5 years, most recently in 2015. Addresses current and future community land use, economic development, environmental (natural, human, and cultural), traffic demand, public safety, health, and social needs, among other factors.
Transportation Improvement Program	<ul style="list-style-type: none"> Outlines priorities regarding local and state highways, as well as transit projects and services, for a period of four years. Updated annually, with amendments as frequently as one per month. Most recent update was in 2016. Included 26 major projects with combined estimated value of \$103.4 million over the next 4 years.

(2) Environmental Quality

An Environmental Policy Advisory Committee (EPAC) was created by PACOG for the purpose of providing information and recommendations regarding environmental policies and issues. The committee investigates issues, generates reports, formulates goals and objectives, and makes presentations and recommendations to PACOG regarding environmental policy. There are twelve members serving staggered three-year terms that represent stakeholders from the general public, private business, industry, and the public sector. In addition, the committee has two ex-officio members (the Environmental Coordinator at the Pueblo City-County Health Department and a CSU Extension office representative).

(3) Water Quality

PACOG is the designated Area wide 208 Water Quality Planning Agency for the Pueblo Region which is an element of the Federal Clean Water Act charged with facilitating and encouraging the development and implementation of area wide waste treatment management plans. The purpose of the Section 208 Water Quality Management Plan for the Pueblo Region is to establish water quality policies and parameters for the Pueblo Area and designate the lead planning and management agencies for implementing those policies and parameters. The City of Pueblo and Pueblo County are designated as the 208 Water Quality Management Agencies for their respective jurisdictional areas and are responsible for the management of water quality projects. The Department of Planning and Development performs staff support functions for both the County and PACOG in their respective roles of lead management agency and lead planning agency.

KEY DOCUMENTS	
Document Name	Notes
Water Quality Management Plan	<ul style="list-style-type: none"> • Establishes water quality policies and parameters for the Pueblo Area and designate the lead planning and management agencies for implementing those policies and parameters. • Published intermittently, most recently in 2012. • Aims to provide reasonable, feasible and economical wastewater service to any particular area. • Uses state demographic forecasts to calculate sizing and staging needs of treatment facilities.

3. COMPARATIVE SURVEY ANALYSIS

As part of the Matrix Consulting Group's study of the organizational structure for the Pueblo Area Council of Governments (PACOG), the project team conducted a survey of comparable organizations in order to determine how PACOG compares to its peers in terms of organizational structure, staffing, membership, voting rights and operating practices.

The survey was conducted in July and August 2016 by reaching out to key staff members in ten peer organizations, five of which are located in the state of Colorado. Survey respondents from Colorado included the Denver Regional Council of Governments (DRCOG), North Front Range Metropolitan Planning Organization (NFRMPO), Northwest Colorado Council of Governments (NWCCOG), Pikes Peak Area Council of Governments (PPACG) and, the Upper Arkansas Area Council of Governments (UUACOG). Survey participants from outside the state of Colorado included the Columbia Area Transportation Study Organization (CATSO), Community Planning Association of Southwest Idaho (COMPASS), Corridor Metropolitan Planning Organization (Corridor MPO), East Central Iowa Council of Governments (ECICOG) and North Central Illinois Council of Governments (NCICG).

The following sections summarize the responses received from these organizations and provide comparative analysis of the results.

1. BACKGROUND INFORMATION

The first section of the comparative survey asked peer organizations for general information such as the population served, annual budget, number of staff and specific responsibilities which is shown in the following chart.

BACKGROUND INFORMATION						
Organization	Population	Annual Budget	Number of Staff	Staff Per Capita (Per 1,000 Employees)	Mission and Vision Statement	Specific Responsibilities
DRCOG	2,798,757	\$18,550,763	96	.03	Yes	Area Agency on Aging, Regional Planning/20 year growth and development plan, Transportation Planning, Regional Maps and Modeling.
NFRMPO	460,000	\$3.7 million	11	.02	Yes	Transportation and Air Quality.
NWCCOG	143,942	\$4,798,930	37	0.26	Yes	Area Agency on Aging, Economic Development, Energy Management, Regional Transportation Coordinating Council, Watershed Services and Water Quality/Quantity.
PPACG	520,472	\$8,560,213	36	0.07	Yes	Transportation, Military Planning, Environmental Programs and Area Agency on Aging.
UAACOG	76,470	\$5.6 million	80	1.05	Yes	Area Agency on Aging, Transportation Advisory Committee, Social Services Coordination, Home ownership programs,

BACKGROUND INFORMATION						
Organization	Population	Annual Budget	Number of Staff	Staff Per Capita (Per 1,000 Employees)	Mission and Vision Statement	Specific Responsibilities
						Enterprise Zone administration, business loans, workforce investment and water quality planning coordination.
CATSO	134,592	\$434,041	4.15	.03	Yes	Transportation (MPO)
COMPASS	651,020	\$3,817,853	18	0.03	Yes	Transportation, air and water quality, economic development, land use, mapping and geographic information systems, public services and parks and recreation.
Corridor MPO	186,206	\$622,154	6	0.03	Yes	Land Use, open space and outdoor recreation, transportation, air quality, water and sewer systems, solid waste management and housing and community development.
ECICOG	426,861	\$2,787,894	12	0.03	Yes	Regional transportation planning, regional transit system, watershed planning, hazard mitigation, housing development and rehabilitation, zoning and site plan and business loans.
NCICG	224,000	N/A	7	0.03	Yes	Human Services Transportation

BACKGROUND INFORMATION						
Organization	Population	Annual Budget	Number of Staff	Staff Per Capita (Per 1,000 Employees)	Mission and Vision Statement	Specific Responsibilities
						Coordination, administer and operate a US Department of Commerce Economic Development Administrations (EDA) and an Economic Development District (EDD).

- The organizations serve a wide-range of populations with a low of 76,470 for UAACOG to high of 2,798,757 for DRCOG.
- Budgets vary significantly, however, not necessarily in relation to population. For example, ECICOG has a population of 426,861 with a budget of \$2,787,894 and 12 employees whereas PPACG's budget totals \$8,560,213 and has 36 employees serving a population of 520,472.
- Staffing per capita shows a high of 1.05 per thousand employees for UAACOG with the next closest organization, NWCCOG at 0.26 per thousand. Six organizations, DRCOG, CATSO, COMPASS, Corridor MPO, ECICOG and NCICG had identical per capita rates (0.03) with NFRMPO close at 0.02 per thousand employees.
- All organizations indicated that they have both mission and vision statements defining their strategic purpose.
- Regarding specific responsibilities, each organization listed transportation planning as one of their areas. Air and/or water quality were identified by five of the respondents as areas of primary responsibilities. Four of the five Colorado organizations are responsible for Area Agency on Aging services whereas none of the non-Colorado organizations provide such a program.

In addition, organizations were asked specifically if they provided regional transportation planning, what, if any, functions are outsourced, what entities have input into decisions and whether they received in-kind contributions. The following table highlights those responses.

FUNCTIONAL AREAS AND DECISION-MAKING				
Organization	Provide Regional Transportation Planning / Oversight?	Entities Having Decision Input on Transportation	Functions Outsourced	In-Kind Contributions Received
DRCOG	Yes, functions as an MPO and supports Regional Transportation Committee.	Committee members, CDOT, Regional Transportation District and some local agencies.	Occasionally, planning and modeling, website development.	None.
NFRMPO	Yes, manages the long range plan and the TIP.	TAC and staff, CDOT, FHWA and Federal Transit Administration.	Information technology.	Reduced cost workplace training and hosting council meeting (space and catering).
NWCCOG	No, do not function as an MPO.	N/A	Finance, communication, marketing, GIS, IT and legal counsel.	Occasional meeting space.
PPACG	Yes, have an MPO and a Transportation Advisory Committee.	Members of Pikes Peak Rural Transportation Authority and cities and towns.	A number of transportation planning tasks.	None.
UAACOG	Yes, has a transportation planning committee.	CDOT.	Bus service, legal services for seniors, facilities maintenance and custodial.	Office space, legal services, Head Start program and building permit fee reductions for COG-operated housing programs.
CATSO	Yes, functions solely as an MPO	Member agencies.	Development of Transit Master Plan and certain traffic modeling functions.	None.
COMPASS	Yes, has a transportation planning committee.	Member agencies and stakeholders.	Project development, model support and traffic counts.	None.
Corridor MPO	Yes, manages the long range plan and the TIP.	Iowa DOT, FHWA and FTA.	Transit studies.	Office space.
ECICOG	Yes, Through the Region 10 Regional Planning Affiliation (RPA), manages the	Iowa DOT, FHWA and FTA	Public transit.	None.

FUNCTIONAL AREAS AND DECISION-MAKING				
Organization	Provide Regional Transportation Planning / Oversight?	Entities Having Decision Input on Transportation	Functions Outsourced	In-Kind Contributions Received
	long range plan and the TIP.			
NCICG	No, only operate the Human Services Transportation Coordination Program.	N/A	Landscape architect, environmental engineers, GIS support and archaeologist, if needed.	None.

- Eight of the ten respondents indicated that they participate in regional transportation planning. NWCCOG stated that they do not act as an MPO and NCICG does not have a Rural Planning Organization. Five of the eight indicated that their state department of transportation has input into transportation decisions and three of those seven also receive input from the FHWA and FTA.
- All of the organizations outsource some type of functions with public transit and Informational Technology each noted by two respondents. NWCCOG outsources a significant amount of functions such as, finance, communication, marketing, GIS, IT and legal counsel whereas DRCOG stated that they only occasionally outsource for planning and modeling and website development.
- Regarding in-kind services, six of the survey respondents indicated that they did not receive any outside assistance. Of the remaining four, each stated that they receive some level of office space. UAACOG replied that they receive additional in-kind services to office space for areas related to legal services, a Head Start Program and building permit fee reductions for COG-operated housing programs.

2. MEMBERSHIP

The second section of the survey asked peer organizations to provide information about their current membership, membership eligibility, voting rights and which issues required voting approval. The following table summarizes the responses received.

MEMBERSHIP STRUCTURE				
Organization	Membership	Membership Eligibility	Membership Voting Rights	Issues Voted on by Members
DRCOG	<p>Nine counties and 46 municipalities.</p> <p>Each municipality, county and city and County in the Region shall be eligible to be a member of the Denver Regional County of Governments. Membership shall be contingent upon the adoption of these Articles of Association by the governing body of any such municipality, county or city and county, and upon the payment of an annual assessment as agreed upon by the Board.</p>	Counties and municipalities can be voting members, other public agencies can become non-voting members.	Counties and municipalities have voting rights, other local agencies do not.	Statutory plan documents, legislative issues, ballot initiatives, funding allocations budget and amendments to Articles of Association.
NFRMPO	Two counties and 13 municipalities.	Any public agency, must be requested by community and approved by board.	Voting rights for all members.	Budget, federal funding allocation, approving plans, financial reports and audits.
NWCCOG	Five counties and 22 municipalities.	Towns and counties only, special approval for cities outside planning region.	Members can vote on all issues.	Procedural items such as budget, minutes, policy changes and, applying for grants.
PPACG	Three counties and 12 municipalities.	Counties and municipalities can be voting members, other public agencies and major stakeholders can become non-voting members.	Counties and municipalities have voting rights, other local agencies do not. Each participating municipality shall be entitled to at least one voting representative or	<p>Allocation of state and federal funds, EPA proposals and, budget.</p> <p>On all matters related to the MPO, the voting privileges and rights of the</p>

MEMBERSHIP STRUCTURE				
Organization	Membership	Membership Eligibility	Membership Voting Rights	Issues Voted on by Members
		Participating membership in the Council shall be composed of, and limited to, elected representatives of and designation by, each of the governing boards of cooperating units of general municipal and county governments.	an alternative, which alternate shall meet all requirements of the voting representative.	participating members shall be as set out in the bylaws; provided, however, upon the request of any participating member entity within the Colorado Springs metropolitan area, voting on long-range plan or transportation improvement plan of the MPO shall be limited to those participating members of entities within the Colorado Springs metropolitan ara.
UAACOG	Four counties and five cities.	Counties and municipalities.	Voting rights for all members.	Grant requests, services and service levels, requests for funding, policies and procedures.
CATSO	Three jurisdictions, one city, one county and the Missouri DOT.	No requirements specified in bylaws.	Voting rights for all members.	Various transportation areas including funding and the long-range transportation plan.
COMPASS	Two counties, eleven municipalities and two highway districts.	Only public agencies that are an incorporated city, county or highway district.	Voting rights for all members. Depending on population size, general members can have between 1 and 3 seats on the board.	Annual state and federal legislative positions, grants, membership and dues, task forces, strategic plan and budget.
Corridor MPO	One county and seven municipalities.	Counties and municipalities.	Members can vote on all issues.	Budget, grant applications and minutes.

MEMBERSHIP STRUCTURE				
Organization	Membership	Membership Eligibility	Membership Voting Rights	Issues Voted on by Members
ECICOG	Six counties and 48 municipalities.	Counties and municipalities.	Each county receives a certain amount of votes. One county has 3 votes, a second has 4 votes and four have 3 votes.	Minutes, financial statements, budget, salary plan, executive director performance review, state and federal funding applications.
NCICG	Six counties and multiple municipalities.	Counties and municipalities.	Voting rights for all members.	Bylaw changes, board member elections.

- All ten respondents list their membership coming from counties and municipalities with CATSO also including its State DOT and COMPASS membership including two highway districts.
- Regarding membership eligibility, in addition to counties and municipalities, DRCOG, NFRMPO and PPACG allow for other public agencies to join their organization. PPACG is the only respondent to indicate that other major stakeholders can also become members; however, only in a non-voting capacity. NWCCOG requires special approval for cities outside their planning region whereas COMPASS requires their members to be an incorporated city, county or highway district.
- Regarding voting rights, six organizations allow all members to vote on all issues. DRCOG and PPACG however only allow county and municipality members to have voting privileges and do not provide such rights to members from other local agencies. ECICIG provides voting rights only to the six counties. One county receives three votes, a second four votes and the remaining four counties have three votes each.
- Generally, issues that are voted on by all members of responding organizations include budget, federal and state allocations and, grant requests.

The chart that follows represents responses to whether organizations had varied membership levels, how membership dues were calculated and whether they charged other fees unrelated to membership.

MEMBERSHIP DUES AND FEES			
Organization	Varied Membership Levels?	Calculation of Dues	Other Non-Membership Fees
DRCOG	No	Dues are based on population and assessed value of each member government.	Only "pay to play" fees. Examples include aerial mapping and testing firefighter candidates.
NFRMPO	No	Rather than dues, members have a "match". Budget shortfalls are made up by municipalities based on proportion of population.	None.
NWCCOG	No	Formula equals (Population times .52) plus (Assessed valuation times .000009).	Water quality and quantity committee assesses separate dues.
PPACG	No	Dues are based on percentage of assessed valuation.	None.
UAACOG	No	Only counties pay dues. Calculated by a weighted combination of population and assessed value.	Regional recycling program, regional broadband plan and water quality planning have an additional per capita fee.
CATSO	No	Do not charge dues.	None.
COMPASS	No	Dues are calculated using a formula based on population.	None.
Corridor MPO	No	Dues are calculated using a formula based on population.	None.
ECICOG	No	Dues are \$0.5974 per capita.	Separate solid waste planning assessment based on population and tonnage. Fees also for locally specific programs e.g. grant writing, plans and program administration.
NCICG	No	Dues are \$0.30 per capita.	None.

- Of the ten respondents, all organizations have only one membership level.

- For the calculation of membership dues, five organizations determine their fee based on population formulas. Three others, DRCOG, NWCCOG and UUACOG, base their dues on a formula that is based on both population and assessed valuation. PPACG bases dues on a percentage of assessed valuation with CATSO the only organization that does not charge dues.
- In response to whether organizations charge other fees unrelated to membership, four indicated they charged members for other fees with six stating they did not. DRCOG charges fees related to certain additional services such as aerial mapping and testing firefighter candidates. NWCCOG's water quality and quantity committee assesses separate dues and UAACOG charges a per capital fee for a regional recycling program, broadband plan and water quality planning. ECICOG charges for certain administrative needs such as grant writing and has a separate fee for solid waste planning assessment which is based on population and tonnage.

3. COMMITTEES

The third section of the survey asked peer organizations to identify their standing committees, the purpose of the committee, the number of members, the frequency of meetings and voting requirements. The following table summarizes the responses received.

COMMITTEE STRUCTURE AND OPERATION					
Organization	Committee	Purpose	Number of Members	Meeting Frequency	Voting Requirements
DRCOG	Executive	Leadership to Board and guidance to Executive Director	6	Twice per month	No votes.
	Advisory Committee on Aging	Focuses on issues that pertain to region's rapidly growing aging population	21	Monthly	No votes.
	Finance and Budget	Manage the administrative business concerning finances, contracts, etc.	13	Monthly	No votes.
	Performance and Engagement	Performance and evaluation of executive director, onboarding new Board members	14	Monthly	No votes.

COMMITTEE STRUCTURE AND OPERATION					
Organization	Committee	Purpose	Number of Members	Meeting Frequency	Voting Requirements
	Regional Transportation Committee	Administer region's transportation planning process	17	Monthly	No votes.
	Transportation Advisory Committee	Assist the Board of Directors and the RTC by reviewing work of transportation planning process and working with MPO staff on policy options.	32	Monthly	No votes.
NFRMPO	Transportation Advisory Committee	Transportation and Air Quality	14 voting, 6 non-voting.	As needed	One vote per member.
	Executive	Approve agenda	3	Monthly	Consensus
	Finance	Finances and budget	4	6-8 times per year	One vote per member.
NWCCOG	Full Council	Policy Issues	27	Every other month	One vote per member.
	Executive	Procedural and administrative functions, staffing and legal.	9	As needed	One vote per member.
	Water Quality and Quantity	Defend water rights of western slope communities and local communities that rely on the Colorado river and represent statewide interests	50	Quarterly	Consensus.
	Program Advisory	AAA, Regional Transportation Council, Homeland Security Steering Committee, Revolving Loan, Economic Development District	Varies	Varies	Varies.
PPACG	Transportation Advisory Committee	Technical advice on transportation issues, goals, plans and programs. Reviews Regional Transportation Plan.	17	Monthly	No votes.

COMMITTEE STRUCTURE AND OPERATION					
Organization	Committee	Purpose	Number of Members	Meeting Frequency	Voting Requirements
	Regional Advisory Council for the Area Agency on Aging	Represents interest of older adults in AAA region.	18	Monthly	No votes.
	Mobility Coordinating	Oversee the work of the Mobility Management Program by coordinating transit grants, advising on emerging issues.	16	Monthly	No votes.
	Air Quality	Provides advice on current and emerging issues, goals, plans and programs affecting air quality.	17	Monthly	No votes.
	Water Quality Management	Advises on water quality issues, reviews site applications for wastewater treatment and reviews all requirements for amending the 208 Water Quality Management Plan		Monthly	No votes.
	Joint Land Use Study	Identifies military-community compatibility issues and opportunities for resolution.	Policy:18; Technical:21	Policy is quarterly. Technical is every other month.	No votes.
UAACOG	Local Coordinating Council	Improve citizens access to health and human services.	12	Quarterly	No votes.
	Central Front Range Transportation Planning Region Committee	Responsible for the 2035 Central Front Range Transportation Plan.	30	Quarterly	No votes.
	Housing Rehab	Review applications for housing loans.	6	As needed.	No votes.
	Business Loan Committee	Review applications for business loans	6	As needed.	No votes.

COMMITTEE STRUCTURE AND OPERATION					
Organization	Committee	Purpose	Number of Members	Meeting Frequency	Voting Requirements
	Regional Advisory Council for Area Agency on Aging	Represents interest of older adults in AAA region.	4	Monthly.	No votes.
	Recycling	Advise the Board regarding recycling program.	6	Quarterly	No votes.
CATSO	Coordinating	Policy making and approval authority.	9	Quarterly	One vote per member.
	Technical	Review and development of technical aspects of transportation plans.	11	Quarterly	One vote per member.
COMPASS	Executive	Recommend task forces or work groups, review monthly status updates from Regional Transportation Advisory Committee, authorize local, state and federal agreements, approve UPWP, approve Transportation Improvement Program, performance review of executive director.	11	Monthly	One vote per member.
	Finance	Review and recommend internal financial controls, review revenues and expenditures, assess compliance with state and federal finance and procurement regulations.	7	As needed.	One vote per member.
	Regional Transportation Advisory Committee	Development and review of the regional long range transportation plan.	27	Monthly	One vote per member.
	Policy	Policy Issues	All	5 times per year	One vote per member.

COMMITTEE STRUCTURE AND OPERATION					
Organization	Committee	Purpose	Number of Members	Meeting Frequency	Voting Requirements
Corridor MPO	Executive	Discuss and review all MPO related areas	All	Monthly.	One vote per member.
ECICOG	Budget	Formulate operating budget	6	Twice per year.	One vote per member.
	Personnel	Formulate salary plan, conduct director performance review and approve personnel policies.	6	Twice per year.	One vote per member.
	Executive	Meet in lieu of full board.	5	Twice per year.	One vote per member.
	Transit Services Review	Review and recommend additional public transit services.	6	Quarterly.	One vote per member.
	RLF Loan	Review and recommend loan applications.	9	Monthly.	One vote per member.
	Solid Waste Technical Committee	Advise on solid waste plan and programs.	6	Monthly.	One vote per member.
NCICG	Economic Development District	Adopt and update economic development strategy.	15	Quarterly.	One vote per member.
	Human Services Transportation Committee	Develop human transportation plan, rank requests for funding.	Region 1 - 15 Region 3 - 24	Both are six times per year.	One vote per member.

- Of the various committees utilized by the responding organizations, the most widely used committees relate to Executive, Budget/Finance and Transportation. Three of the four Colorado organizations that have an Area Agency on Aging program also have a specific committee related to it.
- Only two organizations (NWCCOG and PPACG) list water quality committees with PPACG the only one to have an air quality committee.
- Three of the ten respondents (DRCOG, PPACG and UAACOG) do not include voting as part of their committee structures. The remainder typically include one vote per member for committee decisions.
- The MPO's (CATSO, NFRMPO and Corridor MPO) as well as NCICG have fewer committees and meet less frequently than the other organizations which have broader area of responsibility.

4. ANALYSIS OF THE PUEBLO AREA COUNCIL OF GOVERNMENTS

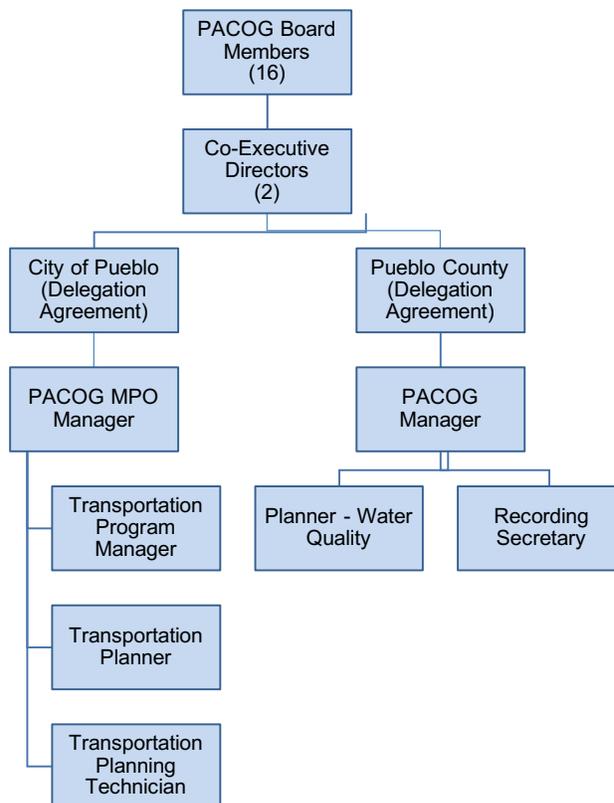
This chapter focuses on analyzing the improvement opportunities with the operations of the Pueblo Area Council of Governments (PACOG). As part of the evaluation process, there will be a focus on identifying issues and providing recommendations, including alternatives to the current operational system and modifications to processes.

1. OVERVIEW OF THE ORGANIZATIONAL STRUCTURE.

PACOG, as the federally recognized metropolitan planning organization (MPO) for the Pueblo, Colorado urbanized area and as the Regional Planning Commission (RPC) for the Pueblo Area Transportation Planning Region (TPR), which encompasses Pueblo County is authorized to receive Federal and State funds for programs including, but not limited to, regional land use, water quality, and transportation planning. Regional land use planning, administrative work tasks, and water quality planning are administered by the County Department of Planning and Development through a contractual agreement with PACOG.

PACOG administration is comprised of employees from both the City and County of Pueblo with the Pueblo City Manager and the Pueblo County Attorney jointly sharing duties as Co-Executive Directors. The Director of the Pueblo County Department of Planning and Development serves as PACOG's Manager, while the Assistant City Manager of Community Investment serves as the MPO Manager. In addition, there are a number of City and County employees who provide support to PACOG operations. The

following organizational chart shows the reporting structure of the organization's administrative and support staff.



(1) PACOG ROLE

PACOG's role is different from most other Council of Governments (COG) as their service area only encompasses a single county and has a narrower scope than all of the other Council of Governments (COG) surveyed both within the state of Colorado and outside the state. Of the organizations surveyed, all of the COGs had multiple counties (and municipalities) as part of their membership with one smaller MPO (Corridor) serving a single county and seven municipalities. Larger jurisdictional COGs included Denver Regional Council of Government (DRCOG) consisting of nine counties (and 46 municipalities). East Central Iowa Council of Governments (ECICOG) and North Central Illinois Council of Governments (NCICG) each with six counties as well as dozens of

municipalities. Of the smaller COGs within the state of Colorado, Northwest Colorado Council of Governments (NWCCOG), representing a population of 114,142, has five counties and 22 municipalities as members while the Upper Arkansas Area Council of Governments (UAACOG), representing a population of 76,552, has four counties and five cities as members.

The purpose and role of the other COGs surveyed showed that many of the functions they provide are coordinated between multiple counties and include programs related to Area Agency on Aging, bus service, tourism board, and other direct services like childcare, legal support, and housing. In particular, the four other Colorado COGs, DRCOG, NWCCOG, UAACOG and Pikes Peak Area Council of Governments (PPACG), all provide Area Agency on Aging programs (AAA). The AAA is responsible for planning, funding and providing services for adults 60 years of age and older and are targeted to frail older adults and those who are socially or economically most in need. Through the AAA, the COGs assist seniors in maintaining health, dignity, independence and quality of life through education, advocacy, coordination and delivery of services and programs. NWCCOG is also responsible for economic development and energy management while UAACOG coordinates programs for social services, home ownership, recycling, workforce investment, and business loans. With the additional responsibilities that these COGs provide, the number of employees for each organization is significantly higher than PACOG. The two smaller Colorado COGs, NWCCOG and UAACOG have 37 and 80 employees respectively to work on their varied programs; however, those positions are almost all dedicated to non-MPO type functions, unlike PACOG.

As noted, the types of programs that other COGs provide are coordinated by multiple counties within their jurisdiction. As a one county COG, this approach does not apply to PACOG as those other types of services are typically provided directly from other sources such as by the City and County. However, the COG should pursue the provision of additional services such as joint purchasing operations, and regional advocacy and lobbying that would benefit the entire region. The provision of these services may entice additional governmental entities to join the COG as members. The COG should develop a listing of commonly procured goods and services and serve as a regional purchasing entity for the member organizations to acquire a single bid / quote for commonly utilized items. Other entities that have utilized this approach have seen real dollar savings for members due to the higher volume purchasing. It is not being suggested that the COG play any role in the acquisition and distribution of the goods or services on behalf of members, only the procurement effort. All orders would be placed directly with the selected vendor and delivered by the vendor directly to the purchasing entity.

Separately, the role of PACOG is often unclear regarding which issues are PACOG versus the City or County. As a means of clarification and for better understanding for Board members and the public, PACOG staff should provide routine information meetings and or briefings on PACOG issues to the Board and public. In addition, staff should prepare an annual report of PACOG's accomplishments and policy decisions along with goals for the upcoming year which should be presented to the Board as a means of pointing out areas of effectiveness and clarifying scope of issues.

Recommendation 1.1: With PACOG's service area only encompassing one county and many of the services that other larger COGs perform being handled by the City and/or the County of Pueblo, PACOG should pursue a more robust portfolio of

duties for the COG functions including joint purchasing efforts and regional representation / lobbying efforts.

Recommendation 1.2: PACOG staff should have routine informational meetings to discuss PACOG issues with the Board and public as well as prepare annual reports detailing accomplishments, policy decisions and future goals.

(2) METROPOLITAN PLANNING ORGANIZATION (MPO)

A primary function of PACOG relates to transportation planning. PACOG is the federally recognized metropolitan planning organization (MPO) for the Pueblo, Colorado, urbanized area (UZA). As per federal law, any urbanized area with a population greater than 50,000 must have an MPO who are responsible for distributing federal transportation funds to their region. For PACOG, transportation planning issues are delegated to the MPO Manager and three other MPO staff members. The MPO Manager and staff manage the transportation planning process in the Pueblo region and are responsible for carrying out the following five major functions as per the Federal Highway Administration (FHWA).

- **Establish a setting:** Establish and manage a fair and impartial setting for effective regional decision-making in the metropolitan area (UZA).
- **Identify and evaluate alternative transportation improvement options:** Use data and planning methods to generate and evaluate alternatives, scaled to the size and complexity of the region, to the nature of its transportation issues, and to the realistically available options.
- **Prepare and maintain a Metropolitan Transportation Plan (MTP):** Develop and update a long-range transportation plan for the metropolitan area covering a planning horizon of at least twenty years that fosters (1) mobility and access for people and goods, (2) efficient system performance and preservation, and (3) good quality of life.
- **Develop a Transportation Improvement Program (TIP):** Develop a short-range (four-year) program of transportation improvements based on the long-range transportation plan; the TIP should be designed to achieve the area's goals, using spending, regulating, operating, management, and financial tools.
- **Involve the public:** Involve the general public and other affected constituencies in the four essential functions listed above.

PACOG is a relatively small MPO whose Manager, as noted, is a City of Pueblo employee that provides transportation-related services via an agreement between the City and the MPO. However, the three employees reporting to the Manager are solely dedicated to the MPO. PACOG (MPO) has a number of responsibilities and is charged with satisfying Federal transportation planning regulations to produce a Unified Planning Work Program (UPWP), Long Range Transportation Plan (LRTP) and a Transportation Improvement Plan (TIP), a summary of each follows.

- **UPWP:** A required document that shows the planning activities PACOG is charged with leading and developing (i.e., LRTP and TIP) as well as discussion of the planning priorities and challenges facing the Pueblo region. Development of the UPWP is developed by PACOG staff and officially adopted by the MPO Council following a recommendation of approval from the CDOT Multimodal Planning Branch, FHWA and Federal Transit Administration (FTA) based on a determination that the UPWP tasks are eligible for CPG funding.
- **LRTP:** Represents a long term plan that must cover at least a 20-year planning period and is updated every four to five years. The plan includes both long-term and short-term strategies to address future transportation needs.
- **TIP:** Represents a short-term capital programming document that is used to implement the LRTP.

In order to help PACOG develop these required transportation planning activities, the FHWA and FTA provide ongoing financial assistance via the Consolidated Planning Grant (CPG) program, which is administered by the Colorado Department of Transportation (CDOT) providing an annual allocation that the MPO seeks reimbursement of eligible expenses.

As shown above, the MPO has a significant level of responsibility and while the three subordinate employees' time is dedicated 100% to the MPO, the MPO Manager is not. As previously mentioned, the MPO Manager undertakes other responsibilities as a

City of Pueblo employee. Because of this arrangement, some have indicated that there can be the appearance of being biased towards the City's position on certain issues. In order to mitigate this perception and to place greater focus on MPO functions; longer-term, the MPO Manager position should be considered as a full employee of the MPO solely dedicated to MPO operations, especially with the impending implementation of FAST-ACT. As a dedicated MPO employee, the Manager will no longer be in the position of having their impartiality questioned, particularly when decisions are related to City issues, and can focus on the impending increase in workload with FAST-ACT. PACOG has developed a plan to transition the MPO position to a full-time employee of PACOG and this will be accomplished in early 2017. The approach developed will have the Program Manager assume the duties of the MPO Manager position. Until additional funds are identified to support a dedicated MPO Manager position, current funding limitations are unlikely to support this position as a full-time stand-alone position. PACOG will need to have further discussion of the need for a larger dedicated staff allocation versus a smaller allocation with some funding for specialized consultant services to support the staff.

FAST-ACT requires a number of measures including implementing performance-based planning, and asset management into the planning process. This act will require MPOs to address a host of new FAST-ACT requirements in FTA and FHWA programs that include implementing performance management, including performance measures and performance-based planning, as well as asset management into the planning process. Performance-based planning requires MPOs to develop transportation plans and TIPs through a performance-driven, outcome-based approach to planning and

requires DOTs and MPOs to establish performance targets that address both the surface transportation performance measures set forth in 23 U.S.C 150(c) in coordination with the state and public transportation performance measures in coordination with providers of public transportation to ensure consistency with performance targets related to transit asset management and transit safety as set forth in 49 U.S.C. 5326(c) and 5329(d). The MPO plans must include performance targets that address performance measures and standards and include a System Performance Report. The TIP must include a description of how performance targets are met with the implementation of the TIP projects.

Regarding Performance Management, FAST-ACT sets forth performance goals for federal aided highway programs for the following areas.

- Infrastructure
- Safety
- Congestion reduction
- System reliability
- Freight movement and economic vitality
- Environmental sustainability
- Reduced project delivery delays

In addition, FAST-ACT also requires a Transportation Asset Management Plan (TAMP) for pavement and bridges on the National Highway System (NHS). During the planning process, the TAMP prioritizes needs and documents the performance of the assets. With FAST-ACT, performance based planning and asset management must be incorporated into planning documents and be coordinated with CDOT for compliance.

Over the past few years, the MPO has experienced high turnover resulting in a

reduction in institutional knowledge of transportation planning processes. The Transportation Program Manager was hired in May 2016 and the Transportation Planner and Technician positions are relatively new hires. As such, PACOG should develop a staffing and succession plan addressing all MPO staff, but, in particular, the MPO Manager position. The staffing plan should identify strategies to minimize institutional knowledge loss as employees leave or retire as well as to enhance training for current staff.

A succession plan should focus on all positions within the MPO with the Manager taking on a mentor role in order to develop employee competencies. The ability for the Manager to share his knowledge with staff members, in particular the Transportation Program Manager, who might be assuming his duties prior to retiring is a critical part of succession planning. In addition, PACOG should explore potential local funding sources for the Manager position to cover the employee salary and benefit costs that are now borne by the City. Based on a review of salary and benefit levels for an MPO Manager, costs are projected at approximately \$100,000 to \$110,000. A review of other organizations shows various approaches utilized for funding their MPO Manger position, a summary of which follows.

- **Denver Regional COG** - Funded through a combination of funds including 62% federal, 21.7% from state and local, 7.3% from dues, 3.5% from General Fund allocation, and 5.5% from in-kind and service invoicing.
- **Pikes Peak Area COG** - Funded primarily through federal and state monies plus membership dues.
- **Eastern Central Iowa COG** - Funded primarily through the use of federal monies from the FHWA and FTA as well as State IDED funds and general assessments to participating members.
- **Corridor MPO (Iowa)** - Position is a city employee but fully funded by the MPO.

Funding is 80% federal (FHWA and FTA) and 20% local funds (membership dues).

- **Columbia Area Transportation Study Organization** - Funding is 80% federal (FHWA PL and FTA Section 5303 planning funds) with the remaining 20% through a local match.

With separately funding the MPO staff, the MPO function could be a free-standing part of PACOG. An independent MPO has the advantage of better work delineation and independence in policy formulation and administrative structure. According to a Federal Highway Administration survey of MPOs, a commonly cited advantage of being independent is clarity in the chain of command. Several MPOs indicated that independent status means there is no confusion for staff regarding which agency or supervisor they are taking direction from or whose policy directives they are implementing. This removes any potential for conflicts of interest, accusations of inconsistency, or contradictory policy directives. As shown above, federal grants provided by the Federal Highway Administration (FHWA) and the Federal Transit Administration (FTA) typically account for 80% of the funding source for MPOs with the remaining 20% from a combination of state and local monies, including membership dues.

Regarding staffing levels, PACOG MPO has a total of four, including the Manager. A review of staffing levels for a similar sized MPO program, shows Corridor MPO with four staff as well, a Manger and three planning positions. According to a staffing study by the Federal Highway Authority, the mean number of employees serving a population of between 100,000-200,000 was 4.3. As such, the number of current MPO staff seems appropriate.

Recommendation 1.3: PACOG should embrace a free-standing MPO as part of its organization. With an MPO Manager solely working on MPO related activities, this would eliminate any perception of partiality. The MPO Manager should be paid entirely from MPO funds.

Recommendation 1.4: The MPO should develop a staffing and succession plan, in particular for the MPO Manager position, in order to minimize the loss of institutional knowledge and to provide for a seamless transition in the future when changes occur.

(2) PRIORITIZATION OF TRANSPORTATION PROJECTS

Currently, the PACOG MPO does not have a formal process for prioritizing state transportation projects once funding becomes available. While the 4-year Transportation Improvement Plan (TIP) helps to move projects along by clarifying their funding source and sponsoring entity, it does not specifically determine which projects should be initiated first when funding becomes available.

To ensure that the transportation improvements which have the greatest benefit to the region are billed as highest-priority, the MPO should adopt an objective prioritization process for determining which projects will be built first.

- The Pikes Peak Area Council of Governments has a set of criteria for determining how well projects meet the goals of their long-range Regional Transportation Plan (RTP). These criteria include supporting the economic vitality of the metropolitan area, increasing the safety of the transportation system, increasing the security of the transportation system, increasing the accessibility and mobility of people and for freight, protecting and enhancing the environment, promoting energy conservation and improving the quality of life, enhancing the integration and connectivity of the transportation system, promoting efficient system management and operation, and emphasizing the preservation of the existing transportation system. Projects are scored based on how well they fulfill these criteria. A similar model could be useful for the PACOG MPO.
- The MPO is currently in the process of developing a travel demand model for the region. The estimated impact of transportation improvement projects, in terms of trips or miles traveled, should be calculated according to the travel demand model and used as a criterion in this process.

The development of an objective process for prioritizing state-funded transportation projects will help the PACOG MPO ensure that state transportation funding

is consistently applied to projects which yield the greatest benefit to the area's transportation system according to agreed-upon empirical guidelines.

The MPO has historically gone beyond the required level of planning required under federal legislation. While this has resulted in robust and well-developed planning documents, the MPO has struggled with the ability to fully implement the plans or do routine reports on their progress. In future planning efforts, the MPO should consider scaling back the planning documents to provide a more targeted effort designed to fully meet the federal requirements but at a level that is more feasible for the MPO to fully implement and conduct routine reporting on.

The MPO should consider partnerships with local institutions of higher education to determine if cooperative models can be developed that will provide technical support to the MPO planning efforts. This would provide not only additional resources (from the University) to support the MPO activities, but reduce some of the workload on the limited MPO staff.

Recommendation 1.5: The PACOG MPO should adopt an objective process for prioritizing state-funded transportation improvement projects. Criteria should include how well projects fulfill the goals of the RTP and their estimated impact according to the travel demand model.

Recommendation 1.6: In future planning efforts, the MPO should explore implementation of a partnership effort with local University resources to supplement the limited MPO staffing available.

2. PACOG BOARD

(1) COMMITTEE STRUCTURE

The PACOG Board currently meets once per month. Staff prepare board agenda packets ahead of time so that members can be informed on the technical aspects of the

issues to be discussed and voted upon. While this arrangement is traditional and straightforward, it comes with some drawbacks:

- It requires all members to spend time on issues that may not be relevant to them. While all members of the board are entitled to a vote, not every board member has an interest or a stake in every issue that comes before PACOG.
- Decision-making is conducted by all members, not all of which have had the time or opportunity to become highly informed on every issue. As a result, some board members feel that they do not always understand the full implications of their vote.

To address these issues, PACOG should establish advisory committees for the major policy areas routinely addressed by the board. The first committees created should be transportation planning and water quality, since those are the most common policy areas discussed. In months when discussions or votes will be had on those issues, the respective committees should meet at least one week prior to the board meetings. The committee meeting should serve as a venue for in-depth discussion so that board members with an interest and a stake in the issues at hand can become highly informed on those issues before the monthly board meeting. PACOG should create more committees for other specific policy topics that become common issues for discussion in the future.

The committees should be self-selecting so that representatives from any PACOG members who have a stake and an interest in the respective issues can attend. However, board members who commit to committee membership should be required to attend all the meetings of that committee, and their attendance record should reflect their participation in both committee meetings and general board meetings.

Committee meetings should result in a written summary of the discussion and any conclusions reached by the committee. These documents should be included in the board

agenda. In this way, the discussion at committee meetings will serve to inform all the members of the PACOG board before the actual voting occurs.

This proposed committee structure will address the issues which exist in the current arrangement.

- It will allow the members invested in each policy area to discuss and suggest a direction for PACOG on issues that affect them.
- It will provide access to in-depth discussion on each issue for every voting member.

The use of policy committees aligns with the practice of the majority of COGs surveyed by the project team. Most comparable organizations have regular meetings for their advisory committees to foster discussion and generate recommendations for their board as a whole. Some of them vote on issues to set policy direction. The table below summarizes the committees of comparable organizations:

COMPARABLE COMMITTEE STRUCTURES		
Organization	Policy Committees	Committee Structure
DRCOG	Regional Transportation, Area Agency on Aging	No votes, advisory only
NFRMPO	Transportation	One vote per member
NWCCOG	Area Agency on Aging, Regional Transportation, Homeland Security, Revolving Loan Fund, Economic Development District	Vary by committee
PPACG	Transportation, Area Agency on Aging, Regional Mobility, Air Quality, Water Quality, Land Use	No votes, advisory only
UAACOG	Regional Transportation Plan, Housing Rehab Loans, Business Loans, Area Agency on Aging, Recycling	No votes, advisory only
CATSO (MO)	Transportation (Technical)	One vote per member

COMPARABLE COMMITTEE STRUCTURES		
Organization	Policy Committees	Committee Structure
COMPASS (ID)	Regional Transportation	One vote per member
Corridor MPO (IA)	None	N/A
ECICOG (IA)	Transit, Revolving Loan Fund, Solid Waste	One vote per member
NCICG (IL)	Economic Development, Transportation	One vote per member

The committees should make a point of reaching out to the relevant advisory panels currently in place, such as the Technical Advisory Committee for transportation planning issues and the Environmental Policy Advisory Committee for water quality and other environmental issues. The members of these advisory panels should have a standing invitation to attend the committee meetings of their respective policy areas, and the input of attending members from these groups should be included in the written summary of the committee’s discussion provided to the PACOG board.

To ensure that the role and expectations of the policy area committees are clearly defined, the bylaws should be amended to outline their membership, the scope of their responsibilities, and the deliverables they provide to the Board.

Recommendation 2.1: PACOG should establish advisory committees for transportation planning and water quality as a venue for in-depth discussion so that board members can become highly informed on issues and generate recommendations for the board.

Recommendation 2.2: Committee meetings should result in a written summary, in layman’s terms, of the committee’s discussion and any conclusions reached, for inclusion in the board agenda packet.

Recommendation 2.3: The members of relevant advisory panels for each committee (TAC, EPAC) should be invited to attend all committee meetings of their respective policy areas, and their input should be included in the written summary of the committee’s discussion provided to the PACOG board.

(2) BOARD MEETING TIME

As per the PACOG bylaws, the "Council shall meet regularly at least monthly, and additionally as needed, on the 4th Thursday of any month at a time and place to be determined by the chairman". Typically, Board meetings are held at 12:15 p.m. on the last Thursday of the month. While there is no specific time that a meeting may be held, it is important that the Board hold its meetings at a time that would reasonably allow interested parties to attend since the law requires that every meeting of a public body be open to the general public.

The 12:15 p.m. meeting time appears to be an inconvenient for some PACOG Board members as there can be a significant number of absences from the monthly meeting. The following chart shows the number of absent members (out of 16) for monthly meetings between January 2015 through June 2016.

Meeting Date	Number of Absent Members
January 2015	4
February 2015	5
March 2015	3
April 2015	3
May 2015	5
June 2015	No meeting
July 2015	5
August 2015	3
September 2015	8
October 2015	4
November 2015	No meeting
December 2015	4
January 2016	6
February 2016	6
March 2016	3
April 2016	6
May 2016	5
June 2016	6

During this time period, the average number of absent members per meeting totaled 4.75. Based on the 16 Board Members, the rate of absenteeism was 29.7%.

Some Board members indicated the length of the meeting coupled with travel time to and from the meeting can present a challenge with their primary work responsibility. A review of other COG's meeting times shows a split between day time and night time meetings. The Denver Regional Council of Governments and Northwest Colorado Council of Governments begin their regular meetings at 6:30pm and 6:00pm respectively. With the high rate of absenteeism and the noted difficulty of the lunchtime meeting by some members, the meeting time should be changed to an evening time frame.

Recommendation 2.4: PACOG should consider changing the time of its monthly meetings from 12:15 p.m. to a later start time such as 6:00 p.m. if it would enable greater participation from Board members.

3. MEMBERSHIP

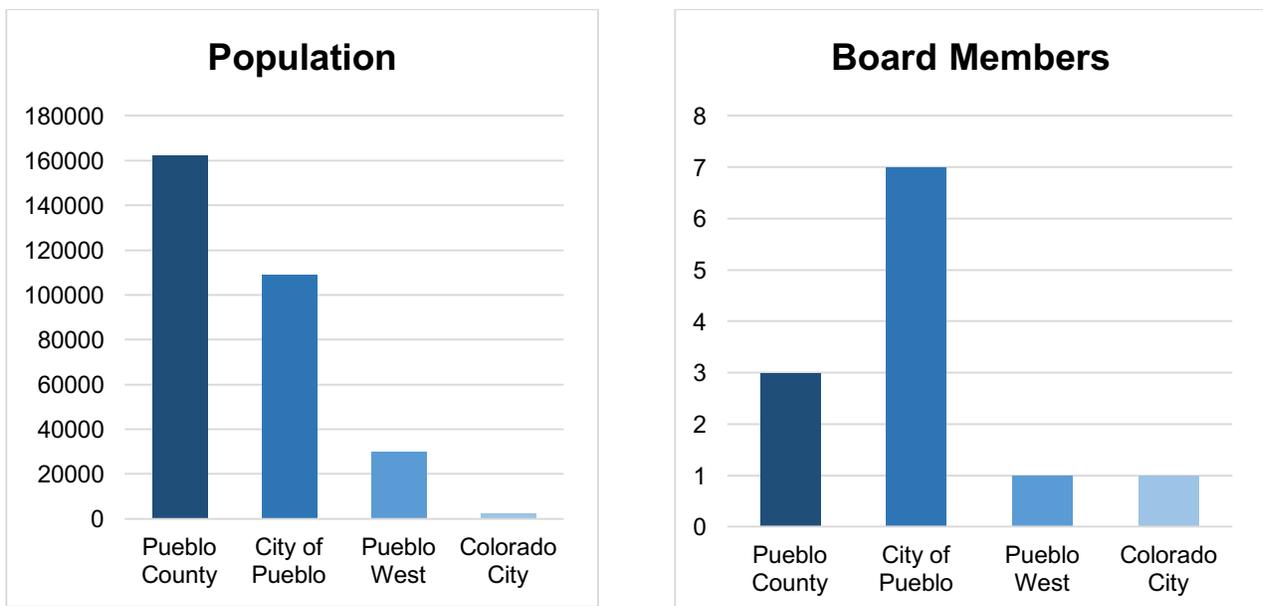
(1) VOTING MEMBERSHIP OF BOARD

The current makeup of the PACOG Board includes each member of the Pueblo City Council, each of the three Pueblo County Commissioners, and one representative from each of the other members, for a total of 16 board members. The following table lists the number of board members representing each PACOG member.

CURRENT BOARD MEMBERSHIP STRUCTURE	
Entity	# of Board Members
City of Pueblo	7
Pueblo County	3
Board of Water Works	1
School District No. 60	1
School District No. 70	1
Pueblo West Metropolitan District	1
Colorado City Metropolitan District	1
Salt Creek Sanitation District	1
Total	16

As a result of this arrangement, the distribution of votes on the board leans toward the City of Pueblo (and, to a lesser extent, toward the County as well). This allocation of

votes is inequitable in its current state because it does not reflect the respective population of each member. Pueblo County has a constituency of about 162,000, approximately 109,000 of which reside within the City of Pueblo. The population of the Pueblo West Metropolitan District is just over 30,000. So the County has about 5.4 times the population of the Pueblo West Metropolitan District, and the City has about 3.6 times the population of Pueblo West. Likewise, the Pueblo West MD has more than 10 times the population of the Colorado City MD (about 2,500). The current distribution of votes does not reflect these differences proportionally. The charts below depict the difference in population distribution and board member distribution.



Additionally, the project team’s comparative benchmark survey of COGs in Colorado and other states revealed that the arrangement in PACOG does not align with the practice of any other COG surveyed. These organizations allocate one vote per member, or they allocate votes based on the respective population of each member. The table below shows the board membership structure of comparable organizations.

COMPARABLE BOARD MEMBERSHIP STRUCTURES	
Organization	Membership Structure
DRCOG	One vote per member
NFRMPO	One vote per member
NWCCOG	One vote per member
PPACG	Votes range from 1 to 6 based on population
UAACOG	One vote per member
CATSO (MO)	One vote per member
COMPASS (ID)	Votes range from 1 to 3 based on population
Corridor MPO (IA)	Votes range from 1 to 8 based on population
ECICOG (IA)	Votes range from 3 to 5 based on population
NCICG (IL)	One vote per member

The membership of PACOG differs from that of comparable organizations because it includes metropolitan districts, school districts, the board of water works, and a sanitation district. Other COGs and MPOs do not include these types of entities. As a result, no comparable organization’s board membership structure presents a perfect template for PACOG. A school district, for example, may have 18,000 students, but this is different from governing a constituency of 18,000 citizens, so determining the appropriate number of board members for that school district cannot be accomplished by using the same methodology used for a city or county.

DRCOG’s bylaws provides an option, upon the request of any member representative, to implement weighted voting. If this is invoked, whether seconded or not, the vote taken must be weighted in accordance with the weighted vote resolution in effect at the time. DRCOG also provides a specific provision that requires different voting approaches for taking a position on a ballot measure or legislative issues. The Board can take a position on a ballot measure with an affirmative vote of a majority of member representatives. However, an affirmative vote of two-thirds of members present and voting is required for the Board to take a position on any legislative issue.

The bylaws for PPACG provide that upon the requires of any participating member entity with the Colorado Springs metropolitan area, voting on the long-range plan or transportation improvement plan of the MPO shall be limited to participating members of entities within the Colorado Springs metropolitan area.

A number of alternatives are available to be considered for PACOG board membership structure:

- **One vote per member** – This arrangement is used by the Denver Regional COG, the North Front Range MPO, the Northwest Colorado COG, and the Upper Arkansas Area COG. It provides equal representation for all members, but it overlooks the fact that some of PACOG’s members represent significantly larger constituencies than others.
- **Votes allocated by population** – This arrangement is used by the Pikes Peak Area COG, the Community Planning Association of Southwest Idaho, the Corridor MPO in the Cedar Rapids (IA) area, and the East Central Iowa COG. It would provide one vote to each member, with additional votes based on population. The following table shows how this would look if each member received one vote with an additional board member granted for approximately every 27,000 population in each entity.

POPULATION-BASED BOARD MEMBERSHIP STRUCTURE	
Entity	# of Board Members
City of Pueblo	5
Pueblo County	7
Pueblo West Metropolitan District	2
All Others (5)	1
Total	19

This created issues, however, when determining how to count City citizens, who are represented by both the City Council and the County Commissioners. If only unincorporated County citizens are counted toward the County’s total, their number of board members would drop to 3. And if citizens who live in Pueblo West and Colorado City were subtracted from the County’s total, it would leave them with fewer than 20,000 constituents. This methodology also raises the question described above of how to allocate votes for governmental entities other than the City and the County (sanitation districts, board of water works, and school districts).

In order to more accurately reflect the respective size of members' constituencies, PACOG should structure its board membership by population. The methodology should be streamlined, however, to avoid the pitfalls described in the bullet point above. To do this, PACOG should adopt a board membership structure with **votes allocated in four tiers**. The number of board members for each member should correspond roughly to the population represented by each member. The arrangement should provide 4 votes for the City of Pueblo, 3 votes for the County, 2 votes for Pueblo West, and 1 vote for each of the other members. The table below shows the modified voting distribution.

PROPOSED BOARD MEMBERSHIP STRUCTURE	
Entity	# of Board Members
City of Pueblo	4
Pueblo County	3
Board of Water Works	1
School District No. 60	1
School District No. 70	1
Pueblo West Metropolitan District	2
Colorado City Metropolitan District	1
Salt Creek Sanitation District	1
Total	14

This proposed distribution of voting membership will ensure that members representing greater populations are afforded greater representation on the board, while aligning that representation more proportionally with the size of members' respective constituencies. By creating a greater balance between the City and County in vote allocation, this arrangement generally acknowledges the relative size of the various organizations and will also require a greater focus on regional needs as no one entity has a majority of votes. The proposed structure is similar, though not identical, to those employed by PPACOG, COMPASS of Southwest Idaho, and ECICOG.

Initially, this adjustment will require the County and Pueblo West to each nominate additional representatives to the PACOG board, and it will require the City Council to determine which 4 individuals will represent the City on the board. The total number of board members would further increase when additional entities join PACOG as members.

It is anticipated that membership will remain designated individuals from the member entities who are elected officials. By way of comparison, DRCOG and PPACG both require that all designed member representatives must be local elected officials who are designated as the elected bodies representative to the COG.

Recommendation 3.1: The PACOG board membership structure should be adjusted to include 4 City representatives, 3 County representatives, 2 representatives from Pueblo West, and 1 representative from each of the other existing members, for a total of 14 board members.

(2) MEMBERSHIP FEES

While PACOG's bylaws state that *“all cooperating and participating governmental entities shall contribute so much of the funds required for the annual operation of PACOG as shall be mutually agreed upon and separately approved by each of the participating governmental entities”*, the bylaws do not provide a clear understanding of how membership fees are derived nor do current staff know how original fees for member organizations were determined. As part of the project team's review of how other organizations assess membership dues, we found that five organizations determine their fee based on population formulas. Three others, DRCOG, NWCCOG and UUACOG, base their dues on a formula that is based on both population and assessed valuation. PPACG dues are based on a percentage of assessed value for each county or municipality with CATSO the only organization that does not charge dues. A summary of the approaches utilized by other entities is shown in the following table.

Organization	Calculation of Dues
DRCOG	Dues are based on population and assessed value of each member government. Formula: (Population times .11) plus (assessed valuation times .01).
NFRMPO	Rather than dues, members have a "match". Budget shortfalls are made up by municipalities based on proportion of population.
NWCCOG	Formula equals (Population times .52) plus (Assessed valuation times .000009).
PPACG	Dues are based on a percentage of assessed value for each county and municipality.
UAACOG	Only counties pay dues. Calculated by a weighted combination of population and assessed value.
CATSO	Do not charge dues.
COMPASS	<p>Dues are calculated using a formula based on population. Formula as follows:</p> <p>a. County dues = (1/2 of the unincorporated county population + 1/3 of the population from incorporated portions of the county) x the dues per person rate.</p> <p>b. Highway district dues = (1/2 of the unincorporated county population within the highway district boundary + 1/3 of the population from incorporated portions of the county within the highway district boundary) x the dues per person rate.</p> <p>c. City dues = (1/3 of each city's population within incorporated boundaries) x the dues per person rate.</p>
Corridor MPO	Dues are calculated using a formula based on population. Population figure for counties is reduced by the population of participating members in their county.
ECICOG	Dues are \$0.5974 per capita. Each county pays on behalf of members that are in their jurisdiction.
NCICG	Dues are \$0.30 per capita. Counties pay only for the population that is unincorporated areas of their county.

Our assessment is that a formula utilizing assessed valuation would be too cumbersome given that there would most likely be varying degrees of full valuation in the various jurisdictions and one would need to apply the equalization rate to modify the formula to make it uniform.

As the chart above shows, various population figures were utilized by the surveyed organizations, particularly when it involved a county that had municipalities within its

boundaries that were also members. For example, a county's population figure for Corridor MPO is reduced by the population of each participating municipality within that particular county. For ECICOG, counties pay the membership dues on behalf of all COG members (i.e. municipalities) within their jurisdiction using the county population figure. For COMPASS, county dues equal one half of the unincorporated county population plus one third of the population from incorporated portions of the county. As one can see, while population figures are utilized, they are calculated in many different ways.

As previously stated, because there is no clear understanding of how membership fees were derived, PACOG should develop a membership fee structure that can be applied to existing members as well as potential new ones. For the purposes of developing such a fee structure, the population approach seems the most appropriate. However, PACOG will need a modified population based formula. Unlike other organizations, PACOG has non-municipal members, such as school districts, that serve the same population base, and thus it is not easily determinable what population figure would be used for the City nor the school district. For example, School District No. 60 serves a student population of almost 18,000 students, representing thousands of City of Pueblo residents. Since there is no clear way to separate School District No. 60 residents versus City residents, we have developed a formula that uses a Population Value (PV) multiplied by a consistent rate.

- The **Population Value (PV)** is calculated differently for the various types of members within PACOG. For the County of Pueblo, City of Pueblo, Pueblo West Metropolitan District and the Colorado Metropolitan District, a uniform percentage of their actual population is utilized for their PV in the calculation of membership dues, as depicted in the following table. For School Districts No. 60 and No.70, the PV is simply equal to their student population. For the Water Board and Salt Creek Sanitation District, the PV is 15% of their service population.

COMPARABLE BOARD MEMBERSHIP STRUCTURES	
Organization	Population Value Calculation
City of Pueblo	65% of population
Pueblo West MD	65% of population
Colorado City MD	65% of population
County of Pueblo	Total county population <i>minus</i> the 65% of cities and metropolitan areas' populations that were counted toward those entities
School District 60	Student population
School District 70	Student population
Board of Water Works	15% of service population
Salt Creek Sanitation District	15% of service population

- Each entity’s PV is multiplied by a **consistent rate** of 0.18 to determine their annual dues.
- The **minimum annual payment** is \$350. If the product of an entity’s PV multiplied by the rate of 0.18 results in an annual payment below this minimum amount, the entity’s default dues are \$350.

Using this model provides for an empirical method of determining membership dues, as any of the three variables (population multiplier, the rate, and the minimum dues) can be changed without compromising the model.

A summary of current membership fees, along with the recommended new fee structure (using the approach outlined) is shown in the following chart.

RECOMMENDED NEW FEE STRUCTURE					
Entity	Current Dues	Service Population	Population Value (PV)	Rate	New Dues
City of Pueblo	\$13,625.00	108,423	70,475	0.18	\$12,685.49
Pueblo West MD	\$370.00	29,637	19,264	0.18	\$3,467.53
Colorado City MD	\$370.00	2,193	1,425	0.18	\$350.00*
County of Pueblo	\$13,625.00	161,875	70,711	0.18	\$12,727.90
School District No. 60	\$4,050.00	17,665	17,665	0.18	\$3,179.70
School District No. 70	\$1,840.00	9,257	9,257	0.18	\$1,666.26
Board of Water Works	\$2,945.00	109,963	16,494	0.18	\$2,969.00
Salt Creek Sanitation District	\$370.00	800	120	0.18	\$350.00*
TOTAL	\$37,195.00	439,813	205,411		\$37,395.88

*as a result of the established minimum

Notes regarding establishment of Population Values (PV)

- 1) The County PV value is determined as follows: County population (161,875) minus 65% of the populations of the City of Pueblo, Pueblo West and Colorado Metropolitan District (65% times 140,253 = 91,164. This figure (91,164) is multiplied by 65% to arrive at County PV of 70,711.
- 2) PV for the City of Pueblo, Pueblo West Metropolitan District and the Colorado City Metropolitan Districts represents 65% of their respective population.
- 3) PV for both school districts is calculated as 100% of student population.
- 4) PV for the Board of Water Works and Salt Creek Sanitation District is calculated as 15% of population served.

The modified population based fee structure shown above will provide PACOG a rationale for determining membership dues for existing and new members. This population formula takes into consideration the uniqueness of certain members, such as school districts, which is unlike any of the surveyed organizations reviewed.

Recommendation 3.2: PACOG should develop a new membership fee structure incorporating a modified population based approach which will provide a detailed rationale in determining membership dues.

(3) MEMBERSHIP LIMITATIONS/EXPANSION

PACOG's membership roster differs from that of other councils of government because, unlike its peer organizations, its service area encompasses only one county and one major city within that county. As a result, the city and the county are the only municipalities among PACOG's members. The remaining members are metropolitan districts, school districts, and water and sanitation districts/boards. This is markedly different from other councils of government surveyed by the project team, nearly all of which limit their membership to cities and counties. All of PACOG's members are still governmental agencies, however, in the sense that they have an elected board.

In order to maintain PACOG's focus as a "council of governments", membership should be limited to governments. This means that cities and towns, metropolitan districts, fire protection districts, sanitation districts, and other agencies within the County which

have an elected board should be permitted to join PACOG as voting members. Other entities, such as CSU-Pueblo, the Pueblo Chamber of Commerce, the Pueblo Latino Chamber of Commerce, the Pueblo Economic Development Corp, and nonprofits who are active in the area should not become voting members. They should be welcome to attend meetings (and may be invited to present on relevant regional issues), but membership should be limited to actual governments.

- This will ensure that PACOG remains an “intergovernmental agency” as outlined in the bylaws.
- Limiting membership to government agencies is in keeping with common practice of other councils of government.

This approach is also generally consistent with the membership approaches utilized by other COGs in Colorado and the national included in the comparative assessment. For example, both the DRCOG and PPACGB limit membership to municipalities and counties within their service area.

PACOG should focus on encouraging membership among government agencies that have a stake in the issues frequently addressed by the organization, namely transportation planning, water quality, and environmental policy. For some government agencies in the County, the value of PACOG membership may be limited. For example, if an agency or municipality is located outside the boundaries of the MPO, decisions regarding transportation planning do not affect them nearly as much as they do communities located closer to the City of Pueblo. In addition to the primary policy areas, PACOG also functions as a community forum for the “discussion and resolution of community and regional needs and problems”, as the bylaws state. But any citizen or official from an outlying area is already welcome to attend board meetings to discuss and

learn about those issues, so acquiring board membership will bring them little additional benefit if the policy issues being voted upon do not directly impact them. Thus, PACOG should focus on government entities that are affected most by the issues discussed and voted upon at PACOG meetings.

Recommendation 3.3: Membership in PACOG should remain limited to government agencies led by an elected board.

Recommendation 3.4: PACOG should encourage membership among government agencies in the County that have a stake in the policy issues frequently addressed by the board and should seek to include more entities to provide the regional voice that the PACOG / MPO is designed to serve as.

(4) VOLUNTEER PARTICIPATION ON COMMITTEES.

PACOG has noted difficulties in gaining sufficient numbers of individuals to fill citizen vacancies on advisory boards and commissions. PACOG should make a concerted effort to more highly publicize the role of the COG and MPO functions that it provides, and seek nominations from all participating entities for names of residents that would have the background and interest in serving on these committees. To maintain compliance with federal regulations, volunteer participation on advisory committees is a critical component of ensuring appropriate public input. This effort should be given highest priority in the coming year to fully ensure that public input is being effectively sought and incorporated into the planning efforts.

Recommendation 4.1: PACOG should place a concentrated effort on the development of citizen involvement and participation in advisory committees crucial to the effective operation of the MPO efforts.

(5) BYLAW CHANGES

PACOG's bylaws need to be updated to reflect there are 16 voting members, not 15 as currently stated. The change to the board composition should be

written outlining how and when an entity that joins PACOG is provided a vote and membership on the Board rather than specifying a specific number of Board Members. This will prevent the need for frequent changes in the by-laws as new entities join PACOG. Any changes to the membership fee structure will also need to be updated within the by-laws.

In addition, while current bylaws provide membership terms for the Transportation Advisory Commission (TAC), the Transportation Technical Committee (TTC) and the Citizens Advisory Committee (CAC), they do not provide a description of committee responsibilities. An amendment to the bylaws should include descriptive language regarding the duties of each committee. To ensure that the role and expectations of the policy area committees are clearly defined, the bylaws should be amended to outline their membership, the scope of their responsibilities, and the deliverables they provide to the Board.

In a prior section of the report we noted the absenteeism rates at Board meetings. While this typically does not result in not having a quorum, the Northwest Colorado COG allows their Council to poll by telephone, not more than two of its members, with respect to a specific matter before the Council on motion or resolution and counts as though they were physically present at the meeting. This approach should be considered as a way for PACOG to increase participation at scheduled meetings.

Recommendation 5.1: PACOG bylaws must be amended to change the number of Board Members based upon the new voting structure and any changes to the membership fee structure. Given the potential for increases board membership, as new entities join membership, the by-laws should be amended in a way that will accommodate future changes.

Recommendation 5.2: An amendment to the bylaws is needed to add descriptive responsibilities for the Technical Advisory Committee (TAC), the Transportation

Technical Committee (TTC) and the Citizens Advisory Committee (CAC).