

Truck Parking Public-Private Partnership Project Development Playbook

Colorado Department of Transportation

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Contents

Acronyms and Abbreviations.....	v
1.0 Introduction	1
2.0 Project Background	1
2.1 Prior Studies and Plans	2
2.2 Outreach Efforts.....	3
2.2.1 Stakeholder Engagement.....	3
2.2.2 Truck Parking Peer Exchange.....	4
2.3 Truck Parking Ties to Other CDOT Initiatives.....	5
2.4 Putting Plans into Action.....	6
3.0 Document Purpose	7
3.1 How to Use this Playbook	7
3.2 Playbook Organization	7
4.0 Outreach	8
4.1 Partners.....	8
4.1.1 Federal Highway Administration	8
4.1.2 Resources within CDOT.....	8
4.1.3 External Governmental Agencies or Municipalities	8
4.1.4 Interested Stakeholders.....	9
4.1.5 Private Partners	9
4.2 Timing	9
5.0 Truck Parking Development Process	9
5.1 CDOT-Initiated Projects	10
5.1.1 Identify a Need.....	12
5.1.2 Identify Potential Locations and Engage Right-of-Way Specialists.....	12
5.1.3 Develop Concept.....	12
5.1.4 Engage Local Agency(ies)	12
5.1.5 Engage Private Entities	13
5.1.6 Formalize Agreements	13
5.1.7 Project Commencement	13
5.2 Agency/Municipality-Initiated Projects	14
5.2.1 Agency Approaches CDOT	16
5.2.2 Evaluate Proposal	16
5.2.3 Coordinate with Local Agency	16
5.2.4 Engage Private Entity	17
5.2.5 Formalize Agreements	17
5.2.6 Project Commencement	17
5.3 Private Entity-Initiated Projects	18
5.3.1 SOI Submitted to CDOT or Local Agency	18
5.3.2 Evaluate Proposal	19
5.3.3 Coordinate with Local Agency	19
5.3.4 Coordinate with Private Entity.....	19
5.3.5 Formalize Agreements	20
5.3.6 Project Commencement	20
6.0 CDOTs Truck Parking P3-like Pilot Project	20

6.1	Agency Approaches CDOT	20
6.2	Evaluate Proposal	20
6.3	Coordinate with Local Agency	21
6.4	Engage Private Entity and Formalize Agreements.....	21
7.0	Advancing Partnership Efforts	23
8.0	References.....	23

Figures

Figure 1. Example Process Flow Diagram for Truck Parking Partnerships Initiated by CDOT	11
Figure 2. Example Process Flow Diagram for Truck Parking Partnerships Initiated by Local Agencies/Municipalities	15
Figure 3. Example Process Flow Diagram for Truck Parking Partnerships Initiated by a Private Entity	18
Figure 4. Process Flow for P3-like Truck Parking Pilot Project in the Town of Bennett.....	22

Acronyms and Abbreviations

Acronym	Definition
CDOT	Colorado Department of Transportation
CMCA	Colorado Motor Carriers Association
DOT	Department of Transportation
FAC	Freight Advisory Council
FHWA	Federal Highway Administration
GHG	greenhouse gas
I-	Interstate
IGA	intergovernmental agreement
MOU	Memorandum of Understanding
MPO	Metropolitan Planning Organization
NHFP	National Highway Freight Program
P3	public-private partnership
ROW	right-of-way
SH	State Highway
SOI	statement of interest
TC	Transportation Commission
TPMIS	Truck Parking Management Information System

1.0 Introduction

The mission of the Colorado Department of Transportation (CDOT) is to provide the best multimodal transportation system for Colorado that safely and efficiently moves people, goods, and information. Ensuring the continued movement of products, packages, supplies, and inventories is critical to keep Colorado's economy moving. Yet, the freight transportation issues and needs of Colorado's industries and residents are constantly evolving in response to global forces, national trends, and Colorado's economic environment, diverse weather changes, and ever-growing population. CDOT, together with planning partners and industry stakeholders, is continually looking ahead and planning to meet current, future, and unforeseen needs.

The adoption of new federal mandates for electronic logging devices governing hours of service for commercial truck drivers limits the amount of time drivers may be on the road. This means that more drivers will be stopping and require safe truck parking in more places in Colorado. However, due to the geography and infrastructure limitations, Colorado does not currently have adequate safe and accessible truck parking facilities. Without investments and leveraging partnerships in truck parking facilities and technologies, Colorado risks greater safety issues for truck drivers.

2.0 Project Background

In 2021, CDOT set out to build upon the recent planning activities, truck parking analysis, extended industry, and planning partner engagement to help look at innovative solutions to address truck parking challenges and needs in Colorado. Based on these efforts, one clear and resounding message was echoed. To make an exponential improvement in meeting the parking needs and challenges in Colorado, CDOT needs to couple its improvements with outside agencies and industry partners. Thinking "outside the box" on solutions is key and partnerships must be established. CDOT was up for the challenge.

The purpose of this project was to make a substantial impact on addressing the needs and challenges associated with the lack of safe and convenient truck parking in Colorado. As part of moving truck parking initiatives forward, CDOT engaged a consultant to assist with the following:

- Identifying a list of challenges and issues CDOT may encounter in forming a public-private partnership (P3) and identifying appropriate levels of stakeholder engagement.
- Identifying any legal and/or regulatory obstacles and possible ways to overcome them.
- Providing a list of critical criteria and factors to be considered when identifying a viable P3.
- Identifying applicable best practices for similar types of ventures that have been implemented by other state Departments of Transportation (DOTs).
- Developing a consolidated list of potential short- and long-term public-private strategies and initiatives that could be explored based on all the relevant truck parking work completed to date and results of best practices research.

Replicating this effort could reap benefits not only for CDOT but key stakeholders and the freight industry. This document serves as a playbook to provide guidance on the process and lessons learned along the way.

In 2018, CDOT, in collaboration and coordination with the Federal Highway Administration (FHWA) Resource Center, conducted western and eastern truck parking workshops (rural and urban) with CDOT Regions, planning partners, and key freight industry stakeholders to identify specific strategies to address truck parking challenges that have been analyzed through CDOT's truck parking planning efforts. A number of strategies were discussed during the workshops; however, the strategy that rose to the top

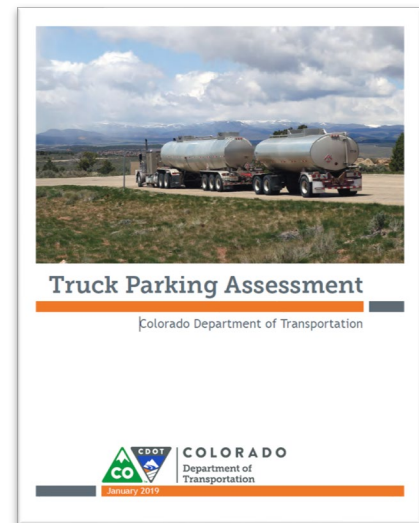
was the need for CDOT to consider the potential solution of pursuing P3s because it was recognized that CDOT alone cannot solve the truck parking challenges in Colorado.

2.1 Prior Studies and Plans

In recent years, CDOT has conducted a number of plans and studies regarding truck parking and freight needs in Colorado. The prior plans and studies described in this section served as the baseline for taking actionable steps to develop CDOT's P3-like Truck Parking Pilot Project.

Truck Parking Assessment

Between 2017 and 2019, CDOT conducted a *Truck Parking Assessment* (CDOT 2019b) to inventory available truck parking, conduct a needs-based analysis for key freight corridors, assess corridor closure impacts, evaluate detention and staging parking, and identify high-level parking solutions. The *Truck Parking Assessment* identified nearly 4,000 truck parking spaces along key freight corridors (Interstate [I]-25, I-70, I-76, US 40, US 50, US 160, US 287, and State Highway [SH] 71). Parking facility usage along the key freight corridors was analyzed to identify the current and future need for additional truck parking as well as potential strategies for addressing those needs. Adding truck parking through the expansion of existing private parking facilities is one strategy discussed in the *Truck Parking Assessment* implementation strategies. Other potential strategies included constructing new or expanding existing CDOT facilities, and CDOT playing an appropriate role in the development of new truck stop facilities by private entities. The *Truck Parking Assessment* represented the first phase of CDOT efforts to improve truck parking in Colorado and a starting point for future truck parking efforts to be undertaken by CDOT.



Statewide Rest Area Study

Although rest areas in Colorado account for only 10% of available truck parking, it is important to understand the link between a sustainable rest area program and the impact of rest area closures on the trucking community. In 2016, CDOT's Transportation Commission (TC) requested a framework to assess CDOT's network of rest areas to identify necessary improvements and potential closures. CDOT developed a statewide rest area study in response to this request (CDOT 2016). The goals of the rest area study were to research national standards and procedures that other states follow regarding rest areas, inventory the 27 CDOT rest area facilities, develop rest area policy guidance, review expenditures data to estimate maintenance costs for rest areas, and develop a recommendation for a sustainable rest area program.

The conclusion reached in the statewide rest area study (CDOT 2016) was that rest areas should remain open where possible because there are demonstrable linkages between rest areas and highway safety, tourism and economic vitality, and public perceptions. In 2018, the TTC established rest areas as a separate asset class and increased the overall asset management budget to ensure dedicated funding to implement the findings from the rest area study. Implementation of the Rest Area Program is slated to begin in fiscal year 2023, which will provide a dedicated funding stream to rest areas. In addition to fixing existing deficiencies at rest areas, strategies for use of this funding includes expansion and upgrades to truck parking at existing rest areas (mid-term strategy) and the addition of truck parking within the right-of-way (ROW) adjacent to existing truck stops (long-term strategy).

2.2 Outreach Efforts

CDOT's goal during the development of the Truck Parking Pilot Project was to identify partnership opportunities through robust outreach efforts and to identify methods for successful project development and implementation. The outreach efforts described in this section were critical in the development of pilot partnership efforts, leveraging opportunities to develop truck parking, and identifying industry best practices through information sharing opportunities.

2.2.1 Stakeholder Engagement

CDOT developed a robust engagement strategy during its efforts to successfully develop a pilot project for a P3-like truck parking partnership. The following stakeholders were involved during the pilot project:

- **FHWA Colorado Division.** CDOT engaged FHWA's Colorado Division at pilot project initiation. As a result, CDOT gained insight on potential funding streams such as the Interstate Oasis Program and resources that FHWA may be able to provide, such as signage, to aid with project implementation. Additionally, FHWA's Colorado Division connected CDOT with staff at the FHWA Freight Professional Capacity Building Program for additional resources. CDOT continued to provide updates to FHWA as the project progressed.
- **FHWA Freight Professional Capacity Building Program.** FHWA's Freight Professional Capacity Building Program was engaged to help CDOT plan and host a peer exchange. A summary of the peer exchange and key takeaways are discussed in Section 2.2.2. Peer exchange planning takes time to identify potential participants, develop discussion points and event agenda, and to allow participants to prepare information for exchange. As such, CDOT engaged the FHWA Freight Building Professional Capacity Building Program early in the project development to allow for the necessary time to develop the Peer Exchange Program and ensure participation by the appropriate parties.
- **Colorado Transportation Commission.** CDOT presented to the TC twice through the duration of the pilot project, early in the project to brief them on the potential P3-like pilot project partnership between CDOT, the Town of Bennett, and Love's, and later to request approval for CDOT to use National Highway Freight Program (NHFP) funds toward the bridge design for the reconstruction of the SH 79 bridge over I-70), which would contribute to pilot project implementation.
- **CDOT (Internal).** The CDOT Freight Safety and Mobility Branch initiated the project, however, extensive coordination within CDOT was responsible for the project's success. Cross-office coordination within CDOT began at project initiation and included staff from CDOT Region 1, Colorado Transportation Investment Office (formerly High Performance Transportation Enterprise), Intelligent Transportation Systems, Division of Transportation Development, and Division of Maintenance and Operations. Internal coordination occurred frequently throughout the development of the pilot project as project needs or ideas were identified.
- **Town of Bennett.** Coordination with the Town of Bennett began at pilot project initiation. As discussed in Section 6, the P3-like pilot project was proposed to CDOT by the Town of Bennett. CDOT continued regular coordination with the town throughout the process, from the development of a process flow for the project to the completion of a Memorandum of Understanding (MOU).
- **Love's.** The Town of Bennett served as the primary point of contact for Love's, which is a private entity. As the agency with approval authority for local developments by private entities, the Town of Bennett worked with CDOT to coordinate the proposed project from pilot project initiation through plan approval, and handled all coordination with Love's directly. Ongoing coordination was required to ensure that the project was progressing and that the milestones agreed upon in the MOU were being achieved.

- **Freight Advisory Committee.** CDOT values the input of its freight industry partners. To this end, CDOT felt it was critical to engage with the Freight Advisory Council (FAC) at project initiation to present the truck parking partnership project and gain critical industry feedback on the proposal.

2.2.2 Truck Parking Peer Exchange

On September 28 and 29, 2021, CDOT hosted a virtual peer exchange on public sector strategies to expand truck parking availability. FHWA sponsored the peer exchange through its Freight Professional Capacity Building Program. The peer exchange provided an opportunity for state DOTs interested in expanding their states' truck parking availability to meet and discuss lessons learned, challenges, and successes. Peers included representatives from the California, Idaho, Illinois, Minnesota, Ohio, and South Dakota DOTs with more than 20 practitioners in attendance.

Over the 2-day event, staff from CDOT and the invited peer agencies described their truck parking initiatives. Participants also discussed a range of topics that included stakeholder roles in truck parking, funding needs, operations and maintenance considerations, and overall lessons learned.

The following are key takeaways from the peer exchange:

- **Consider stakeholders' roles.** Typically local government agencies make decisions about land use planning and zoning rather than a state DOT. Several peer exchange participants suggested that state DOTs work closely with local stakeholders on truck parking projects to consider how truck parking can be integrated into existing planning and zoning processes. Additionally, state DOTs should consider the appropriate roles of both public and private sectors in truck parking. For example, the public sector can help identify truck parking needs and funding or other resources that aid in project development, as well as convene stakeholders to discuss needs.
- **Explore all possible funding options.** Truck parking is an eligible use of NHFP funding. Outside of these funds, several participants noted success in using state or other resources for truck parking expansion or rest area improvement projects. However, some participants noted that states may have requirements for how certain types of funds can be used, which can limit the use of these funds for truck parking projects.
- **P3s can be successful if used thoughtfully.** Several participants also noted that they are using P3s to advance truck parking projects. Successful use of P3s requires ongoing coordination within the agency initiating the P3 as well as between entities that are party to the P3. Some agencies have experienced challenges in identifying public funding sources to bring into P3 partnerships and obtaining buy-in from agency leadership to participate in a P3 for truck parking projects. Participants noted the importance of making sure that roles and responsibilities for entities involved in the P3 are explicit and clear.
- **Look for opportunities to integrate truck parking into existing agency priorities.** Several participants noted challenges in competing truck parking projects for already limited agency funds. Participants suggested that it is important to identify how truck parking projects can be integrated as part of already prioritized projects, on surplus public property, or in underused areas. For example, state DOTs may have success working with municipalities and other partners to develop truck parking on brownfields locations. Several participants also noted that using existing state DOT ROW for truck parking projects (or developing

Siting Truck Parking

Places that may offer the greatest potential for truck parking include areas:

- Where there is excessive geographic distance between rest areas
- That currently have low supply of truck parking and there is high demand
- Adjacent to corridors that experience high truck traffic flows
- Adjacent to corridors that experience high incidences of truck crashes
- Adjacent to compatible land uses, like warehousing

parking within an existing facility footprint) can streamline the project development process. In particular, public rest areas often present good opportunities to develop or expand truck parking facilities.

- **Reframe perceptions of truck parking.** Education or awareness campaigns might help to reframe truck parking not as a nuisance, but as a necessary resource that aids in safety and economic development. Some participants noted that public sector involvement in truck parking projects can lead to increased public scrutiny. Agencies should take a thoughtful and proactive approach to manage citizens' expectations about how public funds will be spent and what public benefit outcomes are anticipated from truck parking projects.
- **Cast the net wide.** Several participants noted success in engaging a broad set of stakeholders to identify truck parking needs and potential solutions (participants also noted the benefits of engaging stakeholders early and often throughout a project). For example, stakeholders might include truckers, truck facility operators, tollway operators, state Freight Advisory Committees, law enforcement, or metropolitan planning organizations. Seeking broad input can help determine where to site truck parking facilities, what resources are available, and how resources can be leveraged. Finally, this can help to foster buy-in and support for project implementation.
- **Consider appropriate uses of technology.** For example, several participants described the use of Truck Parking Management Information Systems (TPMISs) to help notify truckers of available parking spaces. TPMIS may be used to prepare information that can be displayed on signage along highway ROWs or pushed to truckers via mobile applications. It is important to identify who will maintain a TPMIS and funds that can support these activities. Additionally, agencies developing a TPMIS may need to engage in internal coordination or coordination with other states to ensure a common information systems architecture; this can help drive usage of a TPMIS.

In addition to using the information discussed during the peer exchange to move the truck parking partnership with the Town of Bennett forward, the key takeaways are included in this playbook to guide the development of future truck parking projects and partnerships.

2.3 Truck Parking Ties to Other CDOT Initiatives

A number of CDOT initiatives have connections to truck parking. Chief among these are greenhouse gas (GHG) and air pollution emissions reduction efforts. Transportation is the largest source of GHGs in Colorado with freight comprising 8% of global transportation emissions. Curbing that contribution through long-term planning for a sustainable supply chain strategy reduces costs and improves environmental and public health outcomes as discussed in CDOT's Future Freight Alternative Fuel Programs Aiming to Reduce Greenhouse Gas Emissions initiatives described in this section.

Experts project that the global freight transportation system emissions will surpass passenger vehicle emissions by 2050. More specifically, a recent development in Colorado related to GHG emission concerns is the "Severe Air Quality Violator" of federal ozone standards designation by the U.S. Environmental Protection Agency on April 13, 2022, for the Colorado Front Range area. As a result of both the impacts and projections, CDOT's Freight Safety and Mobility Branch wants to support mitigation and curb that contribution through sustainable supply chain programs. Therefore, CDOT will identify program strategies and communication plans to improve freight awareness and develop strategies about guidance & opportunities to move into alternative, renewable fuel trucks. In addition, address strategies and actions to consider in adjusting our freight network to accommodate the additional needs of these new vehicles. The current inputs include, but are not limited to:

2022 Colorado Clean Truck Strategy

The 2022 Colorado Clean Truck Strategy was released on May 6, 2022, by the Colorado Energy Office, CDOT, and the Air Pollution Control Division of the Colorado Department of Public Health &

Environment. The Clean Truck Strategy is part of a package of initiatives undertaken by Governor Jared Polis to improve air quality, reduce emissions, and save people and small businesses money. This plan focuses efforts in the near future on investing in charging infrastructure, creating incentives for truck fleets to start switching to zero emissions vehicles, helping school districts and transit agencies switch to electric buses, and helping replace some of the oldest, dirtiest trucks with cleaner alternatives. The strategy includes action items under the following categories that, together, reach the strategic outcomes:

- Procurement policies and programs
- Vehicle incentives and financing
- Infrastructure planning and investment
- Utility strategies
- Workforce development
- Regulatory actions
- Additional opportunities

Supply Chain Resources in Colorado

In the future it is expected there will be regulations to require manufacturers to sell clean fleet trucks in Colorado. Resources to make that conversion include the following:

- Clean Fleet Enterprise: Established by SB21-260 and governed by a Board of Directors, this new state enterprise will support the transition of commercial, public, school, and Transportation Network Company fleets (among others) to zero-emission options. It is anticipated to have approximately \$289 million in funding available over the next decade to execute its business purpose.
- Community Access Enterprise: Established by SB21-260 and governed by a Board of Directors, this new state enterprise will support the equitable expansion of electric motor vehicles and electric alternatives to motor vehicles across the state. It is anticipated to have approximately \$310 million in funding available over the next decade to execute its business purpose.
- Xcel Energy Transportation Electrification Plan: As required by SB19-77, this 3-year plan to support transportation electrification in the Xcel service territory has more than \$100 million available. A second Transportation Electrification Plan will be developed and released in 2023.

Other Alternative Fuel and GHG Reduction Resources in Colorado

- Clean Transit Enterprise: Established by SB21-260 and governed by a Board of Directors, this new state enterprise will support the transition of public transit agency fleets to zero-emission options. It is anticipated to have approximately \$134 million available over the next decade to execute its business purpose.
- Nonattainment Area Air Pollution Mitigation Enterprise: Established by SB21-260 and governed by a Board of Directors, this new state enterprise will support the mitigation of the environmental and health impacts of increased air pollution from motor vehicle emissions in nonattainment areas. It is anticipated to have approximately \$183 million in funding available over the next decade to execute its business purpose.

2.4 Putting Plans into Action

This playbook was developed as a result of pilot project efforts described in Section 6. The purpose of this playbook is to outline potential steps, actions, and considerations by CDOT to support a future truck parking partnership/project or development of a truck parking program within CDOT. The actions

described in this playbook assume that partnerships such as a P3 or P3-like approach will be an integral part of completing future truck parking initiatives.



3.0 Document Purpose

3.1 How to Use this Playbook

The playbook was developed to demonstrate potential process-flow options for trucking parking development by CDOT or partner entities (public or private). Although there is no “one-size-fit-all” approach to solving Colorado’s truck parking needs, the playbook is intended to be a guide for CDOT to help identify potential outreach and partner opportunities and steps to consider during project development. Future proponents of CDOT truck parking initiatives should also reference the numerous other published resources regarding trucking and freight. Suggested references available at the time the playbook was prepared include:

- CDOT Colorado Freight Plan (2019a)
- CDOT Truck Parking Assessment (2019b)
- CDOT Rest Area Plan (2016)
- FHWA Freight Management and Operations Truck Parking website (draft Truck Parking Development Handbook is currently under development) (2022)

3.2 Playbook Organization

The playbook is organized into the following sections:

- Section 2.0 – Background: This section summarizes the history of truck parking planning efforts in Colorado and how they were leveraged to develop CDOT’s first P3-like Truck Parking Pilot Project in Bennett, Colorado.
- Section 3.0 – Document Purpose: This section explains the purpose of the playbook and outlines the organization of the document.
- Section 4.0 – Outreach: This section describes the various stakeholders and partners CDOT may engage and methods of engagement to consider while developing a truck parking project.
- Section 5.0 – Truck Parking Development Process: This section describes the three most likely types of truck parking project initiation and outlines a project development process flow for each. This section represents the heart of the playbook’s “how-to” for developing new truck parking.
- Section 6.0 – CDOTs Truck Parking P3-like Pilot: This section provides a brief summary of the truck parking initiatives undertaken by CDOT, which served to inform the recommendation and processes described in the playbook.
- Section 7.0 – Advancing Partnership Efforts: This section summarizes the future steps that CDOT may undertake following the completion of the playbook.

4.0 Outreach

One of the most critical elements in the successful development of new truck parking opportunities is outreach. Given public agency budget shortages and rapid growth in metropolitan areas where land use policies are often not managed with freight movement in mind, it is clear a coordinated approach to the problem of truck parking shortages is necessary to achieve a successful outcome. This section discusses which partners to engage as well as the timing of outreach during the project development process.

4.1 Partners

A wide variety of potential partners exist when considering the development of new truck parking. The following, while not an exhaustive list, should be considered by CDOT for engagement when attempting to identify a new truck parking opportunity or as an existing opportunity is moved forward.

4.1.1 Federal Highway Administration

FHWA can provide various resources and support during the development of truck parking projects including but not limited to possible funding (e.g., grants, FHWA's Interstate Oasis Program), identification of potential partners, and other support such as an information exchange with other state DOTs regarding industry best practices and local initiatives to those states.

4.1.2 Resources within CDOT

Although the CDOT's Freight Safety and Mobility Branch serves as the lead for many freight-related issues and initiatives, CDOT Regions have unique insights into regional needs, partnership opportunities, and localized truck parking concerns and issues (for example, local agency concern over a CDOT decision to close a rest area). Additionally, CDOT Regions may have the resources to help provide support (for example, in-house design) if infrastructure projects are needed as part of a partnership opportunity being developed as part of a P3 or P3-like partnership. In almost all cases, CDOT Regions should be engaged early or at the initiation of a truck parking project. In some instances, the potential truck parking project or truck parking need may be identified by the CDOT Regions first.

CDOT freight staff first presented the project concept and key goals to the TC of Colorado in August of 2021. The TC fully acknowledged the need for CDOT to look at innovative solutions to address truck parking challenges and were intrigued about the realm of possibilities within the P3-like framework. After a few months, great strides were made by freight staff in working with the Town of Bennett, CDOT Region 1, Love's, and others to add additional truck parking spaces. In January 2022, staff provided an update to the TC and to request TC approval to fund the design of the SH 79 over I-70 bridge design, CDOT's contribution to the P3 with NHFP funding. The project accomplishments were well received by the TC and were demonstrated by unanimously approving the funding request.

4.1.3 External Governmental Agencies or Municipalities

External governmental agencies or municipalities such as cities or counties can make ideal partners when undertaking a truck parking partnership. Local municipalities can provide unique benefits to private partners in a truck parking partnership arrangement (for example, development plan approvals, waived development fees). Additionally, local municipalities are in the best position to work with CDOT to coordinate truck parking needs with land use planning considerations and policies.

Similar to local municipalities, Metropolitan Planning Organizations (MPOs) are important partners in the planning process. MPOs allocate funds, help set transportation planning priorities across multiple agencies/municipalities, and update the Transportation Improvement Plan to accommodate newly identified partnerships or priorities.

4.1.4 Interested Stakeholders

The Colorado FAC is an essential partner to engage during truck parking project development. The FAC serves as a forum for the private sector to advise CDOT and other public organizations on freight-related issues including priorities, projects, and funding needs.

The Colorado Motor Carriers Association (CMCA) serves as the voice of Colorado's trucking industry as a membership organization comprised of trucking industry stakeholders and professionals. CMCA represents the "pulse" of the trucking industry and can provide firsthand experiences, ideas, and potential insight into partnership opportunities regarding truck parking. CMCA should be engaged, at a minimum, to keep the trucking industry apprised of initiatives that affect the trucking industry.



4.1.5 Private Partners

Excess public ROW is often limited, and state/federal restrictions can prohibit the types of activities that can take place on these lands. Private partners, especially private landowners and truck stop concessionaires are important partners for CDOT to consider when looking for truck parking opportunities. In addition to providing services and amenities that public sector parking often cannot, truck stop concessionaires are often looking for opportunities to improve upon and expand their capacity. CDOT should actively seek out opportunities to engage private partners as part of P3 or P3-like truck parking initiatives.

4.2 Timing

Early outreach is critical during the truck parking project development process. Through outreach, it is possible to identify:

- Funding sources
- Synergies between public sector needs and private sector plans
- Opportunities for partnership
- Localized truck parking needs that may not be readily apparent from the priorities outlined in the CDOT Truck Parking Assessment (2019)

After initiation of a project by CDOT, ongoing coordination should be tailored to each individual project's needs. However, it is anticipated that all projects will require regular coordination with CDOT Regions and updates to the TC at various project milestones (initiation, progress updates, key decision points, project approval).

Truck parking projects may be identified by one of CDOT's partners discussed in Section 4.1. By "bringing their own project," the CDOT partner brings something valuable to the table, which serves as an excellent jumping off point for partnership opportunities, or resources (land, funding), which can help expedite implementation of new parking projects.

5.0 Truck Parking Development Process

Truck parking projects may be identified and implemented countless ways. However, CDOT has identified the three most likely scenarios as follows:

- **CDOT-Initiated Projects** – In this scenario, CDOT (at the regional or statewide level) identifies a potential project opportunity, partnership, or parking need and takes action to initiate a project and/or partnership.

- **Agency/Municipality-Initiated Projects** – In this scenario, an agency or local municipality identifies a potential project opportunity, partnership, or parking need and approaches CDOT about initiating a project or partnership. For consistency, agency/municipalities are referred to in the playbook as a “Local Agency.”
- **Private Entity-Initiated Projects** – In this scenario, a private entity (for example, truck stop concessionaire) approaches CDOT about a potential project opportunity. This type of initiation could be in response to a CDOT advertised solicitation for truck parking, or the private entity’s own identification of a potential project or partnership (P3 or P3-like).

The following subsections describe each of these project initiation scenarios including a suggested project initiation process flow chart and key issues to consider for each one.

5.1 CDOT-Initiated Projects

This section describes a potential process for CDOT-led truck parking partnership project initiation. The process flow steps are detailed in the following paragraphs, with a diagram indicating the step each correlates to on Figure 1.

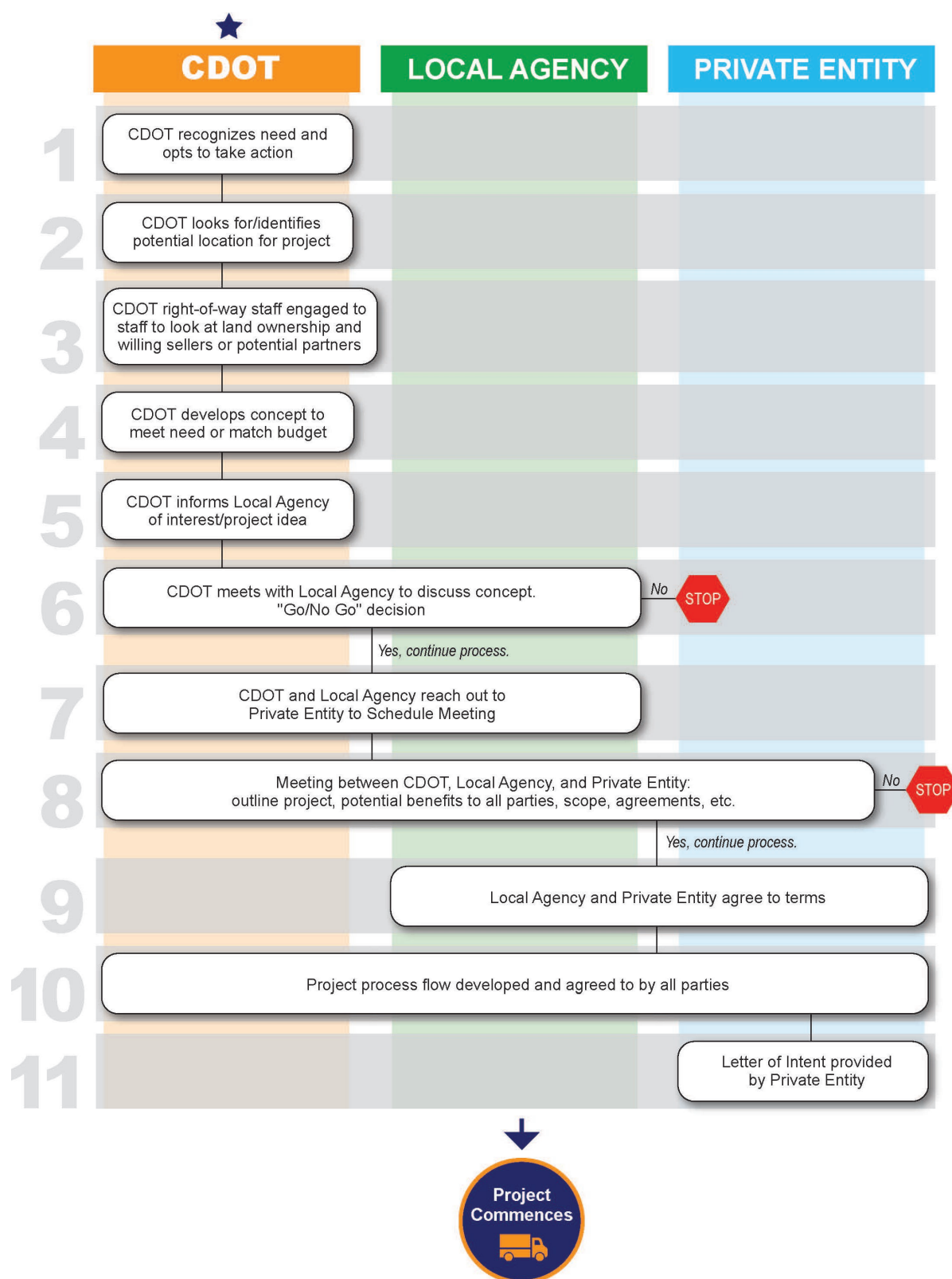


Figure 1. Example Process Flow Diagram for Truck Parking Partnerships Initiated by CDOT

5.1.1 Identify a Need

CDOT-initiated truck parking partnerships will likely begin when CDOT identifies a need and opts to take action to address that need. One potential for identifying needs is through the evaluation presented in the Truck Parking Assessment (CDOT 2019b). The assessment identifies potential needs and solutions for truck parking along eight corridors within Colorado. Although available truck parking fluctuates over time, this assessment serves as a good resource for current and future truck parking needs in Colorado. CDOT may also identify needs through feedback provided at the local level, either through public or freight industry concern/comments or through concern raised by local agencies or MPOs (for example, a city expressing concern about CDOT's decision to permanently close a rest area).

5.1.2 Identify Potential Locations and Engage Right-of-Way Specialists

After a need has been identified, CDOT should use resources to identify a potential location for the project. Locations could be identified by evaluating areas with public ROW, existing development, planned developments, and existing/future land uses. If not already involved at the need identification level (Step 1), CDOT should engage Region staff to assist in the process.

CDOT ROW specialists should also be engaged at this step. If a potential location has already been identified, then the CDOT ROW staff should be able to look at land ownership and begin to identify willing sellers or potential partners. If a location has not been determined at the time that CDOT ROW is engaged, they can help identify locations based on knowledge of the local area and landowners.

If a need has been identified but CDOT is unable to develop potential project locations internally, CDOT could consider issuing a statement of interest (SOI) to solicit proposals from potential private entity partners or landowners.

5.1.3 Develop Concept

CDOT should develop a concept for a project using information obtained while identifying locations and land ownership. At this stage, CDOT should identify potential project partners (local agency and private entity), potential funding sources, and potential partnering arrangements. Things to consider at this stage include what types of funding or improvements CDOT can provide as part of a partnership, which divisions within CDOT should be included, and what type of timeline for project implementation is necessary.

5.1.4 Engage Local Agency(ies)

After CDOT has developed a truck parking concept, potential partners should be approached. This subsection describes what a process would look like if CDOT is approaching a local agency to propose a P3-like partnership, where the local agency works directly with a private entity in the partnership. If CDOT issues an SOI as part of project location identification (Steps 2 and 3), then CDOT should work with the private entities that responded to the SOI in a process that would largely resemble the private entity-initiated process flow (Figure 3) described in Section 5.3.

When a potential project location and concept has been developed, CDOT should inform the appropriate local agency of CDOT's interest in developing a truck parking partnership to meet the need

that has been identified (Step 1). CDOT should work with the local agency to identify the appropriate agency staff to be involved in discussions. The project champion within CDOT should work with the local agency to set up a meeting to discuss local agency interest in the project concept, refine the concept as necessary, and plan the next steps for private entity engagement.

This step in the process concludes with a decision to go forward with initiating the project (go) or to abandon the project as developed (no-go). If both CDOT and the local agency agree to pursue the concept, the project initiation process should continue as shown on Figure 1.

5.1.5 Engage Private Entities



If CDOT and the local agency have decided to pursue the potential partnership, the next step is to engage the private entity into partnership discussions. It is anticipated that a local agency would take the lead in outreach and coordination with a private entity. CDOT, the local agency, and the private entity would schedule a meeting where the truck parking concept, timeline, potential partnership strategies, needs from each agency, funding scenarios, and necessary agreements would be discussed. Critical path actions and fatal flaws for each party should be identified. Lastly, each party should ensure that the appropriate representative within each party is included in discussions to streamline future agreements and approval processes.

This step in the process also concludes with a decision to go forward (go) with the concept as proposed as-is or modified based on discussions between the parties or to abandon the concept (no-go).

5.1.6 Formalize Agreements



If the entities all agree to move forward in pursuing the concept (as originally proposed or modified based on meeting discussions [Step 8]), the final step is to formalize the intent to pursue a partnership agreement. The following need to be put into place to finalize the agreement and commence project development:

- Project development process flow (Step 10) that outlines the expected process, timeline, and necessary approval steps for all entities. An example of a process flow used recently by CDOT to support the development of a truck parking partnership in the Town of Bennett is included in Section 6.
- Agreement between the local agency and private entity on the terms of the partnership (Step 9).
- A letter of intent (Step 11) should be provided by the private entity to the local agency to formalize the partnership agreement.

When these agreements are in place, the project can commence and CDOT and the local agency should pursue the development of the legal mechanism that will outline their partnership (likely an MOU or intergovernmental agreement [IGA]). The formalization of agreements may be a good time to use communications and public relations efforts within the entities to begin to build excitement and celebrate partnerships within the community.

5.1.7 Project Commencement

As the project commences, all entities should coordinate regularly at key milestones identified during the project process flow development (Step 10). Opportunities for the incorporation of emerging technologies should be identified as funding streams allow. The project champion within CDOT should continue to coordinate with the appropriate divisions within CDOT as outlined during the project

process flow. Throughout project development, CDOT should look for opportunities to use communications and public relations channels to celebrate successes and encourage future partnerships in service of meeting CDOTs identified truck parking needs.

5.2 Agency/Municipality-Initiated Projects

This section describes a potential process for a truck parking partnership project initiated by a local agency. The process steps are detailed in the following paragraphs, with diagram indicating the step each correlates to on Figure 2. In this scenario, an agency would approach CDOT with an idea for a project, rather than CDOT developing the idea themselves. CDOT should seek ways to inform local agencies about CDOT's truck parking priorities and willingness to partner to increase awareness in agency partners about this type of opportunity.

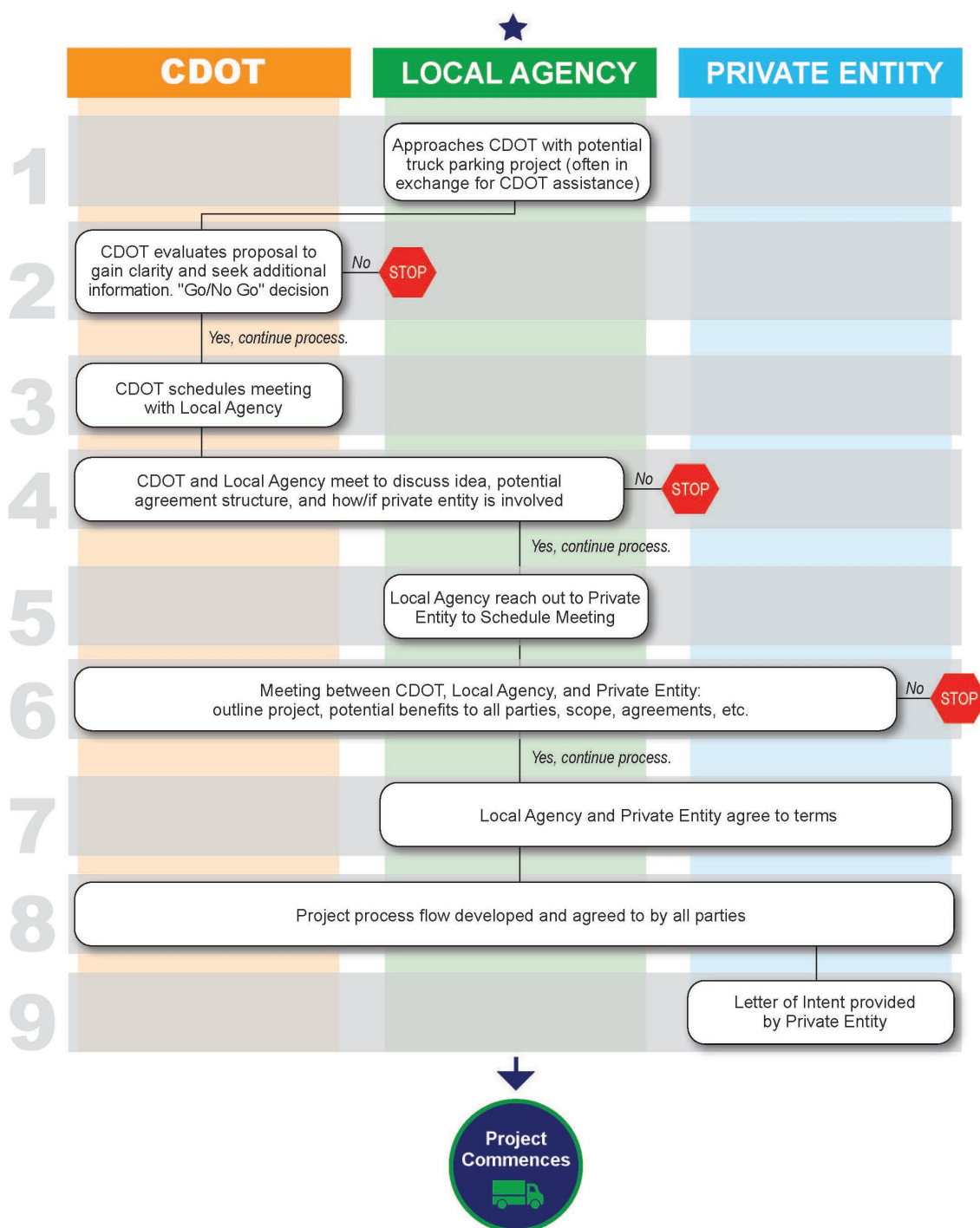


Figure 2. Example Process Flow Diagram for Truck Parking Partnerships Initiated by Local Agencies/Municipalities

5.2.1 Agency Approaches CDOT



Local agency-initiated truck parking partnerships will likely begin when a local agency approaches CDOT with a proposal or idea for a potential truck parking project. It is assumed the potential project that the agency is proposing would be offered in exchange for CDOT assistance (for example, infrastructure design or improvements).

5.2.2 Evaluate Proposal



After a potential project has been identified, CDOT should evaluate the proposal. It is likely that CDOT will need to seek additional information while evaluating the proposal to determine if they would like to move forward with the partnership. Information to seek clarity on includes but is not limited to the following:

- How the proposed project meets the needs identified in the Truck Parking Assessment (CDOT 2019b) or other CDOT planning priorities
- Who potential private entity partners (if any) may be
- If additional partners are necessary
- What type of commitment CDOT is able to provide
- Potential funding mechanisms
- Who should be engaged within CDOT to evaluate the proposal

This step in the process concludes with a decision to go forward with initiating the project (go) or to abandon the project as developed (no-go). If CDOT decides to pursue the local agency's proposal, the project initiation process should continue as shown on Figure 2.

5.2.3 Coordinate with Local Agency



If CDOT has decided to pursue the potential partnership, the next step is to coordinate with the local agency. CDOT should work with the local agency to set up a meeting to discuss the project concept, refine the concept as necessary, and plan the next steps for private entity engagement (if desired). At this stage, the project and partnership should be defined in more detail by both parties and outstanding questions raised during local agency coordination or during CDOT's evaluation of the proposal (Step 2) should be answered.

If the local agency-initiated the project but did not have sufficient information or planning to identify a project location and/or private entity partner, CDOT and the local agency should use resources to identify a potential location for the project. Locations could be identified by evaluating areas with public ROW, existing development, planned developments, and existing/future land uses. CDOT should engage Region staff to assist in the process. CDOT ROW specialists should also be engaged at this step to identify locations based on knowledge of the local area and landowners. If CDOT and the local agency are unable to identify a project location together, CDOT could consider issuing an SOI to solicit proposals from potential private entity partners or landowners. If CDOT issues an SOI to determine potential project locations, then CDOT should work with the private entities that responded to the SOI in a process that would largely resemble the private entity-initiated process flow (Figure 3) described in Section 5.3.

This step in the process concludes with a decision to go forward with initiating the project (go) as developed during discussions in this stage or to abandon the project (no-go). If both CDOT and the local agency agree to pursue the concept, the project initiation process should continue as shown on Figure 2.

5.2.4 Engage Private Entity



If CDOT and the local agency have decided to pursue the potential partnership, the next step is to engage the private entity into partnership discussions. It is anticipated that a local agency would take the lead in outreach and coordination with a private entity. CDOT, the local agency, and the private entity would schedule a meeting where the truck parking concept, timeline, potential partnership strategies, needs from each agency, funding scenarios, and necessary agreements would be discussed. Critical path actions and fatal flaws for each party should be identified. Lastly, each party should ensure that the appropriate representative within each party is included in discussions to streamline future agreements and approval processes.

This step in the process also concludes with a decision to go forward (go) with the concept as proposed as-is or modified based on discussions between the parties or to abandon the concept (no-go).

5.2.5 Formalize Agreements



If the entities all agree to move forward in pursuing the concept (as originally proposed or modified based on meeting discussions [Step 6]), the final step is to formalize the intent to pursue a partnership agreement. The following need to be put into place to finalize the agreement and commence project development:

- Project development process flow (Step 8) that outlines the expected process, timeline, and necessary approval steps for all entities. An example of a process flow used recently by CDOT to support the development of a truck parking partnership in the Town of Bennett is included in Section 6.
- Agreement between the local agency and private entity on the terms of the partnership (Step 7).
- A letter of intent (Step 9) provided by the private entity to the local agency to formalize the partnership agreement.

When these agreements are in place, the project can commence and CDOT and the local agency should pursue the development of the legal mechanism that will outline their partnership (likely an MOU or IGA). The formalization of agreements may be a good time to use communications and public relations efforts within the entities to begin to build excitement and celebrate partnerships within the community.

5.2.6 Project Commencement

As the project commences, all entities should coordinate regularly at key milestones identified during the project process flow development (Step 8). Opportunities for the incorporation of emerging technologies should be identified as funding streams allow. The project champion within CDOT should continue to coordinate with the appropriate divisions within CDOT as outlined during the project process flow. Throughout project development, CDOT should look for opportunities to use communications and public relations channels to celebrate successes and encourage future partnerships in service of meeting CDOTs identified truck parking needs.

5.3 Private Entity-Initiated Projects

This section describes a potential process for a truck parking partnership project initiated by a private entity. The process steps are detailed in the following paragraphs, with diagram indicating the step each correlates to on Figure 3. For the purposes of this playbook, it is assumed that this method of initiation would most likely begin in response to a SOI issued by CDOT.

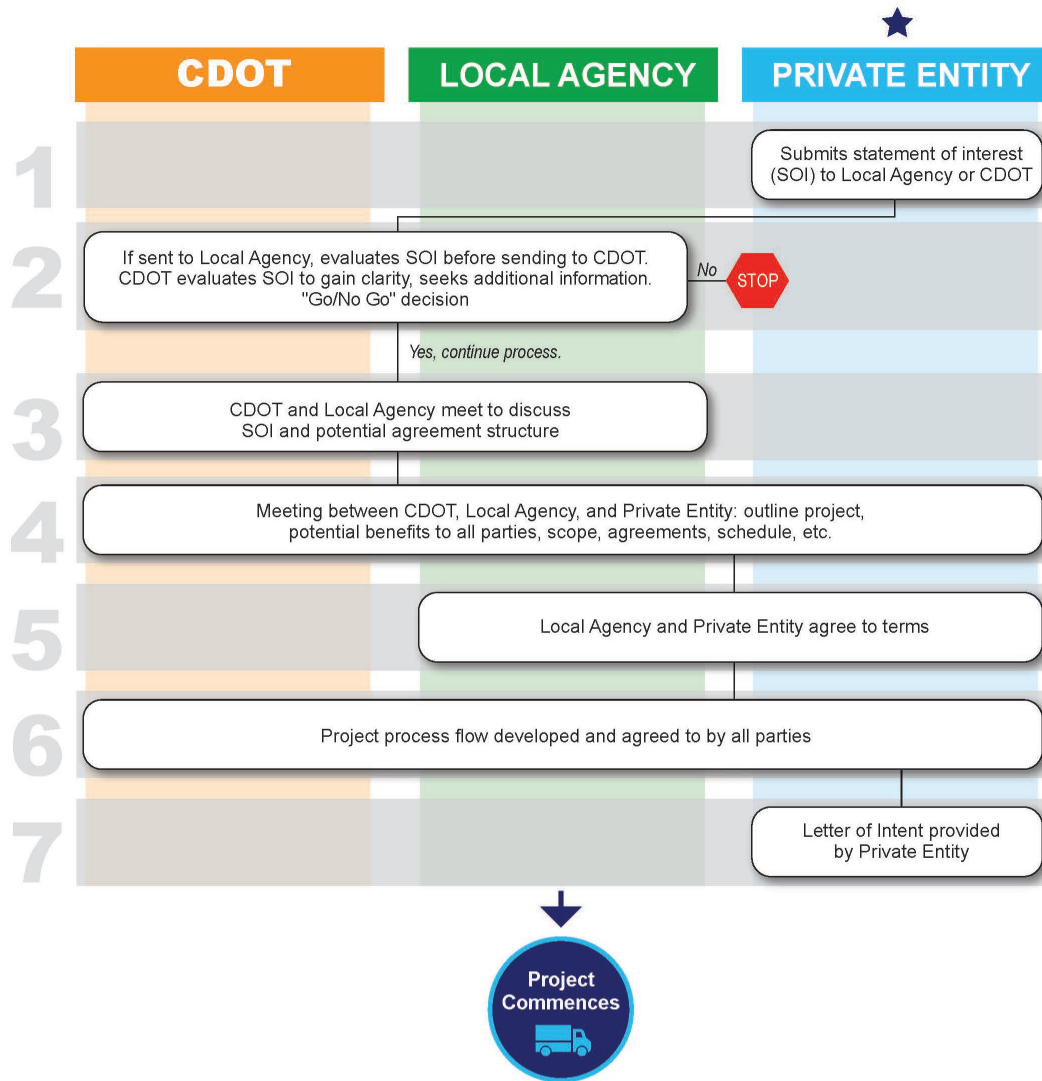


Figure 3. Example Process Flow Diagram for Truck Parking Partnerships Initiated by a Private Entity

5.3.1 SOI Submitted to CDOT or Local Agency



Private entity-initiated truck parking partnerships will likely begin when private entity responds to an SOI issued by CDOT for potential truck parking partnership opportunities (P3 or P3-like). If an SOI has not been issued by CDOT, then it is possible that a private entity may approach a local agency with a proposal for partnership.

5.3.2 Evaluate Proposal



The entity (CDOT or local agency) that receives the SOI from the private entity should review the project proposal and notify the other party of the receipt of the proposal.

After a potential project has been received, CDOT should evaluate the proposal. CDOT should engage the appropriate divisions within CDOT to ensure that the appropriate individuals are involved in decision-making and discussions moving forward. It is likely that CDOT will need to seek additional information while evaluating the proposal to determine if they would like to move forward with the proposal. Information to seek clarity on includes but is not limited to the following:

- How the proposed project meets the needs identified in the Truck Parking Assessment (CDOT 2019b) or other CDOT planning priorities
- Who potential partners (if any) may be and if additional partners not noted in the original proposal are necessary
- What type of commitment CDOT is able to provide
- Potential funding mechanisms
- Who should be engaged within CDOT to evaluate the proposal

This step in the process concludes with a decision to go forward with accepting the proposal (go) or to abandon the proposal (no-go). If CDOT decides to pursue the private entity's proposal, the project initiation process should continue as shown on Figure 3.

5.3.3 Coordinate with Local Agency



If CDOT has decided to pursue the potential partnership, the next step is to coordinate with the local agency. CDOT should work with the local agency to set up a meeting to discuss the SOI, identify whether the concept needs revisions, and a potential agreement structure. The partnership agreement should be defined in more detail by both parties and outstanding questions raised during local agency coordination or during CDOT's evaluation of the proposal (Step 2) should be identified for discussion with the private entity (Step 4). If both CDOT and the local agency agree to pursue the concept, the project initiation process should continue as shown on Figure 3.

It is possible that CDOT could choose to pursue a P3 partnership without the engagement of a local agency. If that were to occur, CDOT would follow the process flow outlined on Figure 3, taking ownership of the steps identified for local agency involvement.

5.3.4 Coordinate with Private Entity



If CDOT and the local agency have decided to pursue the partnership proposed by the private entity, the next step is to engage the private entity into detailed partnership discussions. The party responsible for leading coordination with the private entity would be determined based on discussions between CDOT and the local agency and influenced by who the private entity submitted the SOI to.

CDOT, the local agency, and the private entity would schedule a meeting where the truck parking concept and scope, timeline, benefits to all parties, roles of each party, funding scenarios, and necessary agreements would be discussed. Critical path actions and fatal flaws for each party should be identified.

Lastly, each party should ensure that the appropriate representative within each party is included in discussions to streamline future agreements and approval processes.

5.3.5 Formalize Agreements



If the parties all agree to move forward in pursuing the concept (as originally proposed or modified based on meeting discussions [Step 4]), the final step is to formalize the intent to pursue a partnership agreement. The following need to be put into place to finalize the agreement and commence project development:

- Project development process flow (Step 6) that outlines the expected process, timeline, and necessary approval steps for all entities. An example of a process flow used recently by CDOT to support the development of a truck parking partnership in the Town of Bennett is included in Section 6.
- Agreement between the private entity and local agency (or CDOT, if applicable) or on the terms of the partnership (Step 5).
- A letter of intent (Step 7) provided by the private entity to the local agency (or CDOT, if applicable) to formalize the partnership agreement.

When these agreements are in place, the project can commence. If a local agency is included in the partnership, CDOT should pursue the development of the legal mechanism that will outline their commitment (likely an MOU or IGA) from each agency. The formalization of agreements may be a good time to the communications and public relations efforts within the entities to begin to build excitement and celebrate partnerships within the community.

5.3.6 Project Commencement

As the project commences, all entities should coordinate regularly at key milestones identified during the project process flow development (Step 6). Opportunities for the incorporation of emerging technologies should be identified as funding streams allow. The project champion within CDOT should continue to coordinate with the appropriate divisions within CDOT as outlined during the project process flow. Throughout project development, CDOT should look for opportunities to use communications and public relations channels to celebrate successes and encourage future partnerships in service of meeting CDOTs identified truck parking needs.

6.0 CDOTs Truck Parking P3-like Pilot Project

This section describes the truck parking pilot project, which was initiated in 2021. As noted previously, the pilot project served the basis for the development of this playbook. Pilot project initiation largely followed the process detailed in Section 5.2 for Agency/Municipality-initiated projects.

6.1 Agency Approaches CDOT

In late 2020, the Town of Bennett wrote a letter of interest to CDOT regarding a potential partnership to expand available truck parking through a P3-like agreement in the town. Using the contract for Phase 2 of the Truck Parking Study in May 2021, CDOT decided to pursue a P3-like partnership with the town as a pilot study for how to conduct truck parking P3 or P3-like partnerships in Colorado.

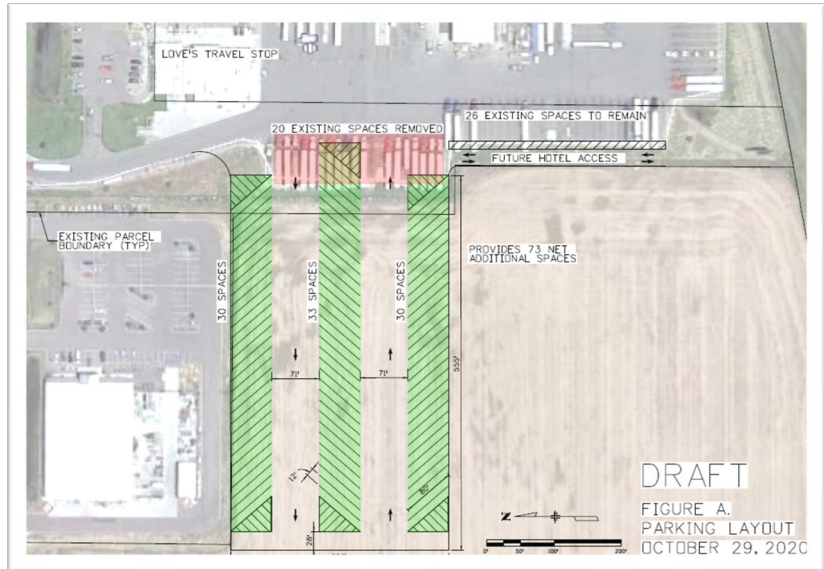
6.2 Evaluate Proposal

The first step for CDOT was to evaluate the proposal sent by the Town of Bennett. Initial project efforts began in May 2021. CDOT held internal coordination meetings to discuss ideas around truck parking partnerships and identify who within CDOT should be involved and what types of support CDOT could

provide (internally and externally). CDOT also engaged FHWA to determine what resources FHWA could provide and to discuss regulatory framework around this type of partnership. Outreach to FHWA led to information sharing opportunities through a peer exchange (discussed in Section 2.2.2). CDOT also engaged the FAC for feedback on the pilot project.

6.3 Coordinate with Local Agency

CDOT determined it would like to pursue the partnership based on internal discussions during the proposal evaluation stage, so they met with the Town of Bennett on May 27, 2021, to discuss background on CDOT's freight program and freight planning efforts, challenges with truck parking in Bennett, the opportunity for Love's (a private entity) to add additional truck parking in Bennett, brainstorm partnership opportunities, and define what a win-win looked like for both agencies. The discussions also considered how to engage Love's and determined next steps for both parties. At the time of this meeting it was estimated that approximately 70 new truck parking spaces could be added.



6.4 Engage Private Entity and Formalize Agreements

After meeting with the Town of Bennett, CDOT presented to the TC in July 2021 to inform them of opportunity and the direction that CDOT was heading with the pilot project. Also in July, CDOT developed an engagement plan to identify the timing and purpose for engaging the various parties that CDOT planned to engage through the duration of the pilot project.

In tandem, CDOT began to coordinate with FHWA in June 2021 to develop and hold a peer exchange to inform the development of the pilot project as well to help document industry best practices surrounding freight parking and partnership development. The peer exchange was held in September 2021.

As CDOT moved the concept of the pilot project forward, they conducted various internal discussions including meeting with Region 1 to discuss the Town of Bennett's proposal and determine potential contributions that CDOT could make to a P3-like partnership, Colorado Bridge Enterprise, and the Colorado Transportation Investment Office. By August 2021, the CDOT Freight Safety and Mobility Branch had identified funding that could be used towards CDOT's contribution to the pilot project.

While CDOT was conducting internal coordination and identifying funding, the Town of Bennett conducted informal discussions with Love's to gauge their interest regarding the potential for parking expansion in a partnership with the town and CDOT. On August 2, 2021, CDOT held a second meeting with the Town of Bennett to discuss progress by both parties and identify next steps in the pilot project. Both parties agreed that it was time to formally engage Love's. Following this meeting, CDOT began developing a process flow that identified roles/responsibilities, agreements, trigger points, timelines, and important milestones. The process flow chart that was developed is shown on Figure 4 and will be included as part of the MOU between CDOT and the Town of Bennett. At this time, the town formally began negotiations with Love's.

PROCESS FLOW CHART FOR P3 "LIKE" TRUCK PARKING PROJECT

DRAFT

FOR DISCUSSION PURPOSES ONLY;
NOT CONSIDERED FINAL UNTIL INCORPORATED INTO AN IGA

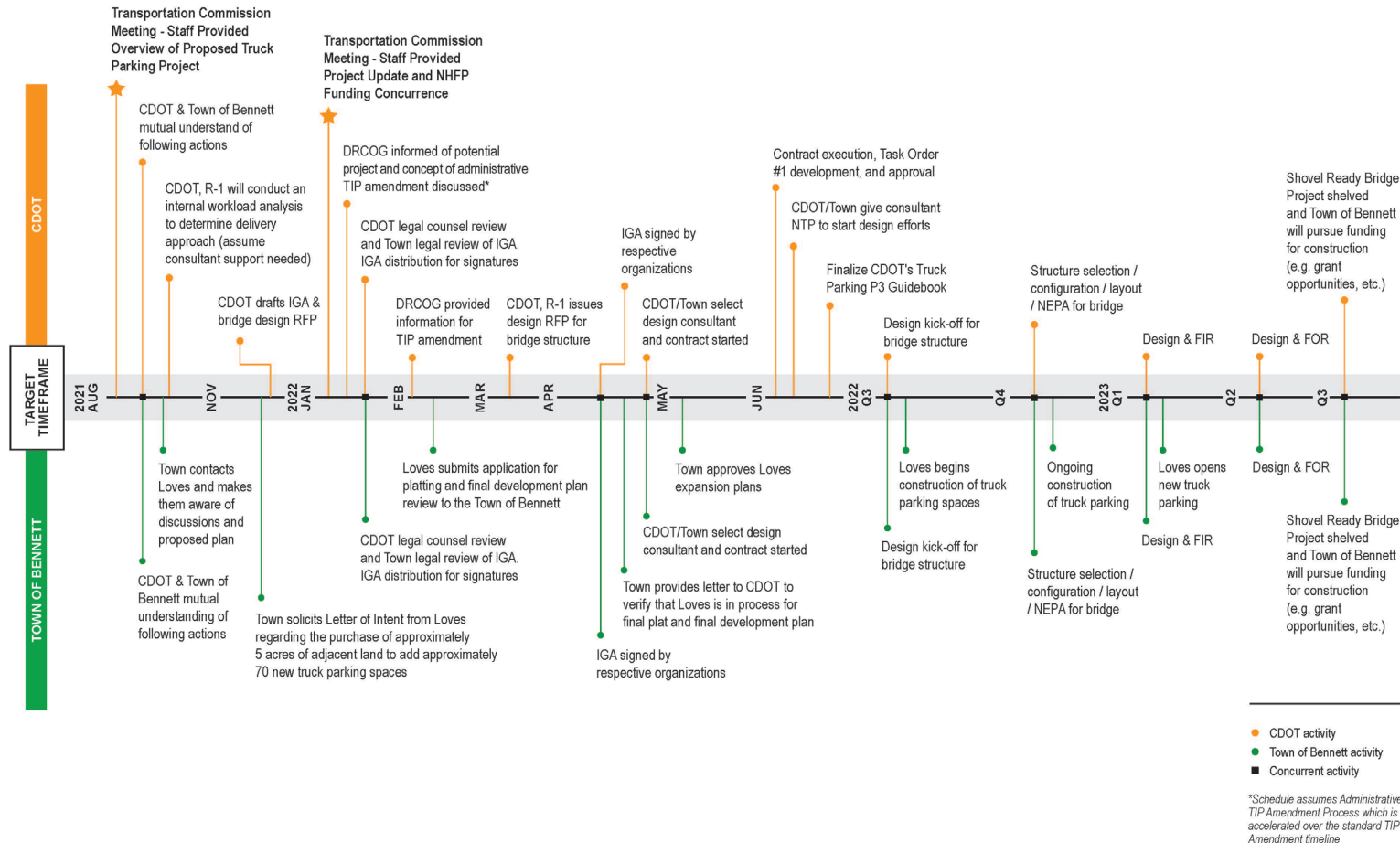


Figure 4. Process Flow for P3-like Truck Parking Pilot Project in the Town of Bennett

CDOT held a scoping meeting between the Town of Bennett, CDOT Region 1, and CDOT's Freight Safety and Mobility Branch on October 13, 2021. By this point, the estimate for truck parking spaces as part of the pilot project had increased to 90. During the scoping meeting all parties reviewed the process flow graphic and discussed the CDOT commitment to the pilot design for replacement of the SH 79 bridge over I-70. Responsibilities for the pilot project within CDOT were discussed and the Town of Bennett contribution was also considered.

In November 2021, CDOT brought the proposed process flow and funding request for design of the SH 79 bridge to the TC. The request for approval was granted and subsequently CDOT and the Town of Bennett began developing an MOU. CDOT initiated the process for modifying the Transportation Improvement Plan through the Denver Regional Council of Governments. The Town of Bennett coordinated with Love's to confirm Love's commitment to the project through a letter of intent, which was sent by Love's in February 2022. At this stage, the proposed parking spots stood at 110.

As of July 2022, the Town of Bennett is working to finalize project approval, and CDOT is working with the town to finalize the MOU. A groundbreaking ceremony with the agencies and Love's is planned for fall 2022 to celebrate the successful pilot project.

7.0 Advancing Partnership Efforts

CDOT's second phase of truck parking efforts centered around project implementation: putting prior plans into action. The P3-like pilot project developed by CDOT and the Town of Bennett in partnership with Love's allowed CDOT to identify numerous best practices, processes, and key criteria to consider regarding truck parking partnerships as documented in this playbook. The following actions should be considered as CDOT continues to advance partnership efforts in the future:

- Develop an SOI to solicit interest from the freight industry (for example, truck stop vendors) or local agencies regarding truck parking partnerships at other locations in Colorado.
- Engage in dialogue with Transportation Planning Regions to discuss the importance of land use considerations in regard to truck parking.
- Monitor potential future changes to FHWA regulations, such as rules for allowable use of highway ROW or development of new funding programs for truck parking opportunities.
- Seek opportunities to celebrate partnership successes and leverage the momentum and publicity around successful truck parking efforts.

8.0 References

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