



Transportation Commission

Prepared For: Transportation Interim Committee | June 18, 2025

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Purpose

This document was prepared in response to the Transportation Interim Committee’s request for information on the composition and geographic representation of the Transportation Commission. The committee requested information specifically related to Utah County’s historical representation on the Commission.

This research brief outlines the duties and current statutory provisions related to the Transportation Commission, as well as details on commissioners and their geographic regions over the past 50 years. The brief also includes information on population, amount of state roadways and vehicle traffic, and funding per geographic region.

Key Points

- The Transportation Commission is comprised of seven total members, expanded from five in 1996. Commissioners serve six-year terms with no term limits.
- Four commissioners represent one UDOT region each, and three commissioners represent the state at-large. At least one at-large member must represent a rural county (3rd through 6th class) and no more than two commissioners may be from the same county.
- The Commission is currently chaired by the Region 3 commissioner who lives in Utah County.
- Over the past 56 years, there have been nine chairs of the Commission, two of which have been from Utah County.
- Utah County has been consistently represented on the Transportation Commission over the past 50 years, with at least one commissioner residing in Utah County.

Overview

Current Statutory Requirements

The Transportation Commission (the Commission) was codified in 1975 as an independent advisory commission to the Utah Department of Transportation (UDOT). The Commission existed prior to 1975 as the State Road Commission, which was part-time and not in code.

Key provisions related to the commission include:

- Seven members, who must be Utah residents
- Six-year terms and serve on a part-time basis
- No term limits and may serve until a successor is appointed, confirmed, and takes the oath of office
- No compensation for service, but may receive travel expenses and per diem
- One member designated by the governor as chair
- Commission may select a vice chair to act in the chair’s absence
- Any four commissioners constitute a quorum
- Commissioners are subject to conflict of interest provisions
- Required to hold public meetings at least quarterly



Current Commissioner Selection

Transportation Commissioners are selected by the governor on a non-partisan basis and are subject to the Senate’s advice and consent process. Key provisions related to commissioners’ selection include:

- Four commissioners each representing one UDOT region
- Three at-large commissioners representing the state
- At least one at-large commissioner must represent a rural county (3rd - 6th class county)
- No more than two commissioners from any one UDOT region
- Regions are established administratively by UDOT

History of the Transportation Commission

From 1975 to 1996, the Commission was comprised of five members. In 1996, the Legislature expanded the Commission to seven members. (The geographic representation of the commissioners is explained on Page 4).

The Commission previously had partisan membership requirements, which were repealed in 2009. Additionally, from 1975 to 1996, at least one commissioner was required to be knowledgeable and interested in aviation.

Duties of the Transportation Commission as of July 1, 2025

The Commission is generally responsible for prioritizing UDOT projects and determining funding levels of state projects, including transit capital development, active transportation, and road projects. The Commission has administrative rule-making authority.

Other key duties of the commission include:

- Determining additions or deletions to the state highway system
- Advising UDOT on state transportation systems policy
- Approving settlement agreements of condemnation cases
- Reviewing orders issued by the executive director in adjudicative proceedings
- Reviewing, at least annually, short-term and long-range transit plans
- Determining priorities and funding levels of public transit innovation grants
- Approving grants administered by the Utah Broadband Center
- Reviewing administrative rules made by, amended, or repealed by UDOT



Table 1: List of current commissioners

Name	Region	Home Location	Year Appointed
Ronda Menlove*	Region 1	Box Elder County	2021
Natalie Gochnour	Region 2	Salt Lake County	2019
Jim Evans	Region 3	Utah County	2018
Bruce Adams	Region 4	San Juan County	2025**
Brad Dee	At-large	Weber County	2024
Kevin Van Tassell	At-large	Uintah County	2019
Tom Jacobson	At-large	Summit County	2025

Table 1
Chart: OLRGC; Data: UDOT

*Ronda Menlove resigned from the Transportation Commission in May 2025. The governor has not yet appointed a replacement. The Region 1 seat is currently vacant.

**Bruce Adams was originally appointed in 2024 to serve as an at-large commissioner. In 2025, he was confirmed as a Region 4 commissioner to replace outgoing commissioner Naghi Zeenati.

Table 2: Chairs of the Transportation Commission, 1969 - 2025

Name	Region*	Home Location	Years as Chair
Jim Evans	Region 3	Utah County	2025 - Present
Naghi Zeenati	Region 4	Washington County	2018 - 2025
J. Kent Millington	Region 3	Utah County	2016 – 2018
Jeffrey D. Holt	At-large	Weber County	2009 - 2015
J. Stuart Adams	At-large	Davis County	2007 - 2009
Glen E. Brown	At-large	Summit County	1994 - 2007
Samuel J. Taylor	At-large	Grand County	1985 - 1993
R. LaVaun Cox	Region 2	Sanpete County	1974 - 1985
Clem H. Church	Region 4	Garfield County	1969 - 1974

Table 2
Chart: OLRGC; Data: UDOT

*"Region" is based on the current four-region map created by UDOT and may not reflect the correct region name at the time of the commissioner's service.



Geographic Representation



Figure 1
Source: UDOT

Current UDOT Regions

UDOT regions are created administratively by UDOT and are not specified in statute. The current UDOT regions shown here have been in effect since 2009.

Region 1: Box Elder, Cache, Rich, Weber, Morgan, and Davis Counties (6 counties)

Region 2: Tooele, Salt Lake and Summit Counties (3 counties)

Region 3: Juab, Utah, Wasatch, Duchesne, Uintah, and Daggett Counties (6 counties)

Region 4: Millard, Beaver, Iron, Washington, Sanpete, Sevier, Piute, Garfield, Kane, Carbon, Emery, Wayne, Grand, and San Juan Counties (14 counties)

One commissioner is appointed from each of the four regions, and three additional commissioners are appointed to represent the state at-large. No more than two commissioners may be from the same region. At least one of the three at-large commissioners must represent a third through sixth-class county.

Table 3: Utah population by UDOT region

UDOT Region	Population (2024 Kem C. Gardner estimates)	Population as percentage of state total
Region 1	871,090	24.84%
Region 2	1,357,826	38.72%
Region 3	858,892	24.49%
Region 4	419,032	11.95%
Total	3,506,840	100%

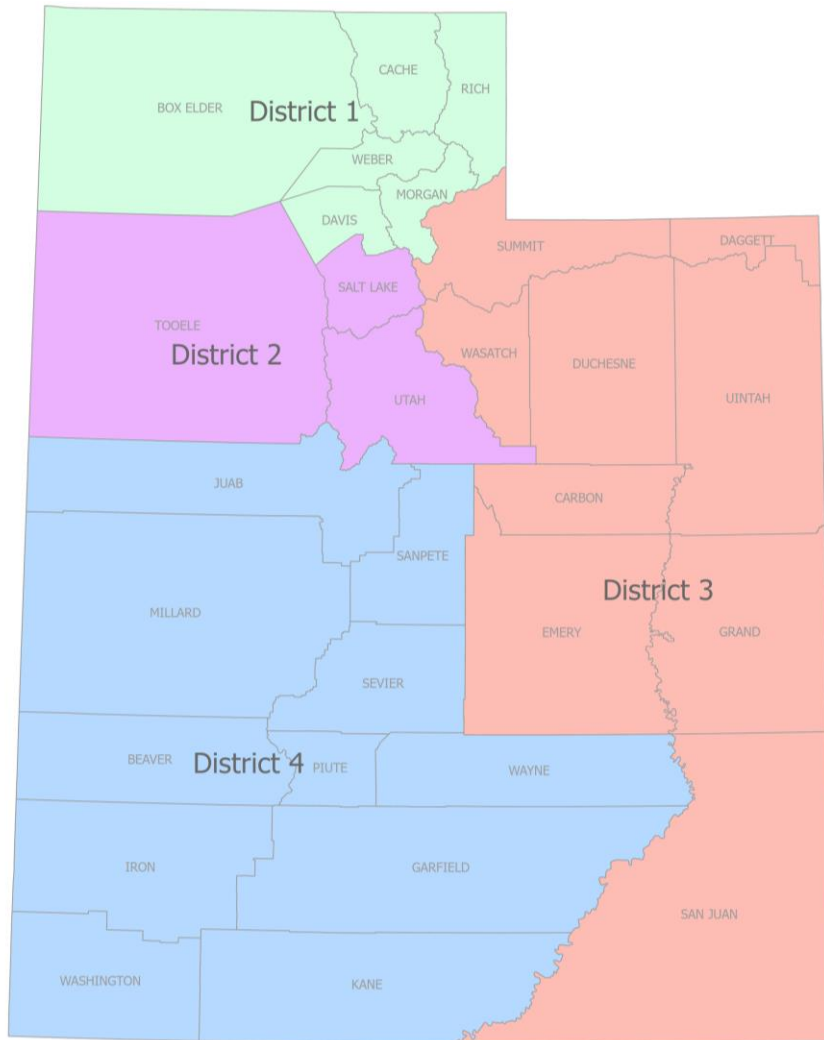
Table 3
Chart: OLRGC; Data: Kem C. Gardner Policy Institute



Historic commissioner representation

Prior to 2009, each commissioner served a specific group of counties as specified in Utah Code, which was not necessarily the same county groupings as UDOT's regions.

1975 – 1996: Five total commissioners



District 1: Box Elder, Cache, Davis, Morgan, Rich, and Weber Counties (6 counties)

District 2: Salt Lake, Tooele, and Utah Counties (3 counties)

District 3: Carbon, Daggett, Duchesne, Emery, Grand, San Juan, Summit, Uintah, and Wasatch Counties (9 counties)

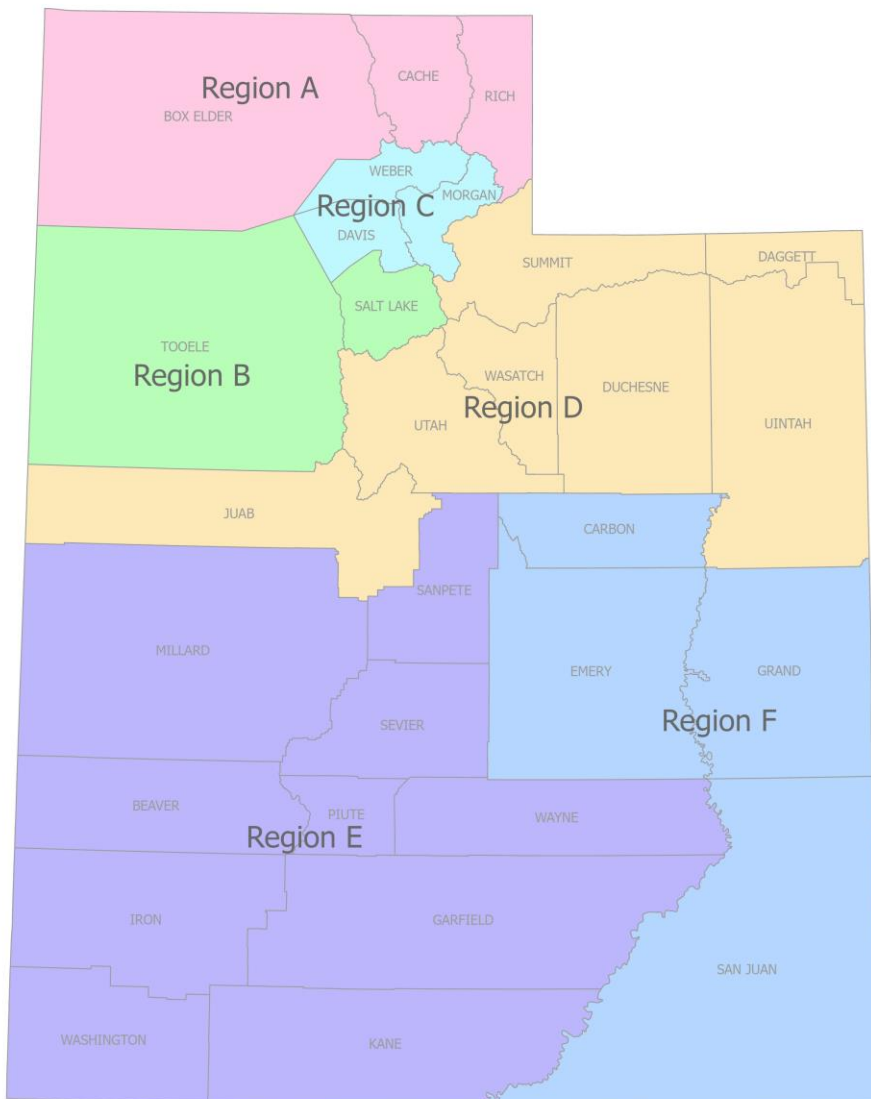
District 4: Beaver, Garfield, Iron, Juab, Kane, Millard, Piute, Sanpete, Sevier, Washington, and Wayne Counties (11 counties)

5: One at-large commissioner

Figure 2
Source: OLRGC



1996 – 2009: Seven total commissioners



Region A: Box Elder, Cache, and Rich Counties (3 counties)

Region B: Salt Lake and Tooele Counties (2 counties)

Region C: Weber, Davis, and Morgan Counties (3 counties)

Region D: Juab, Utah, Wasatch, Duchesne, Summit, Uintah, and Daggett Counties (7 counties)

Region E: Beaver, Garfield, Iron, Kane, Millard, Piute, Sanpete, Sevier, Washington, and Wayne Counties (10 counties)

Region F: Carbon, Emery, Grand, and San Juan Counties (4 counties)

G: One At-large commissioner

Figure 3 Source: OLRGC



Years of commissioner representation by county, 1975 - 2025

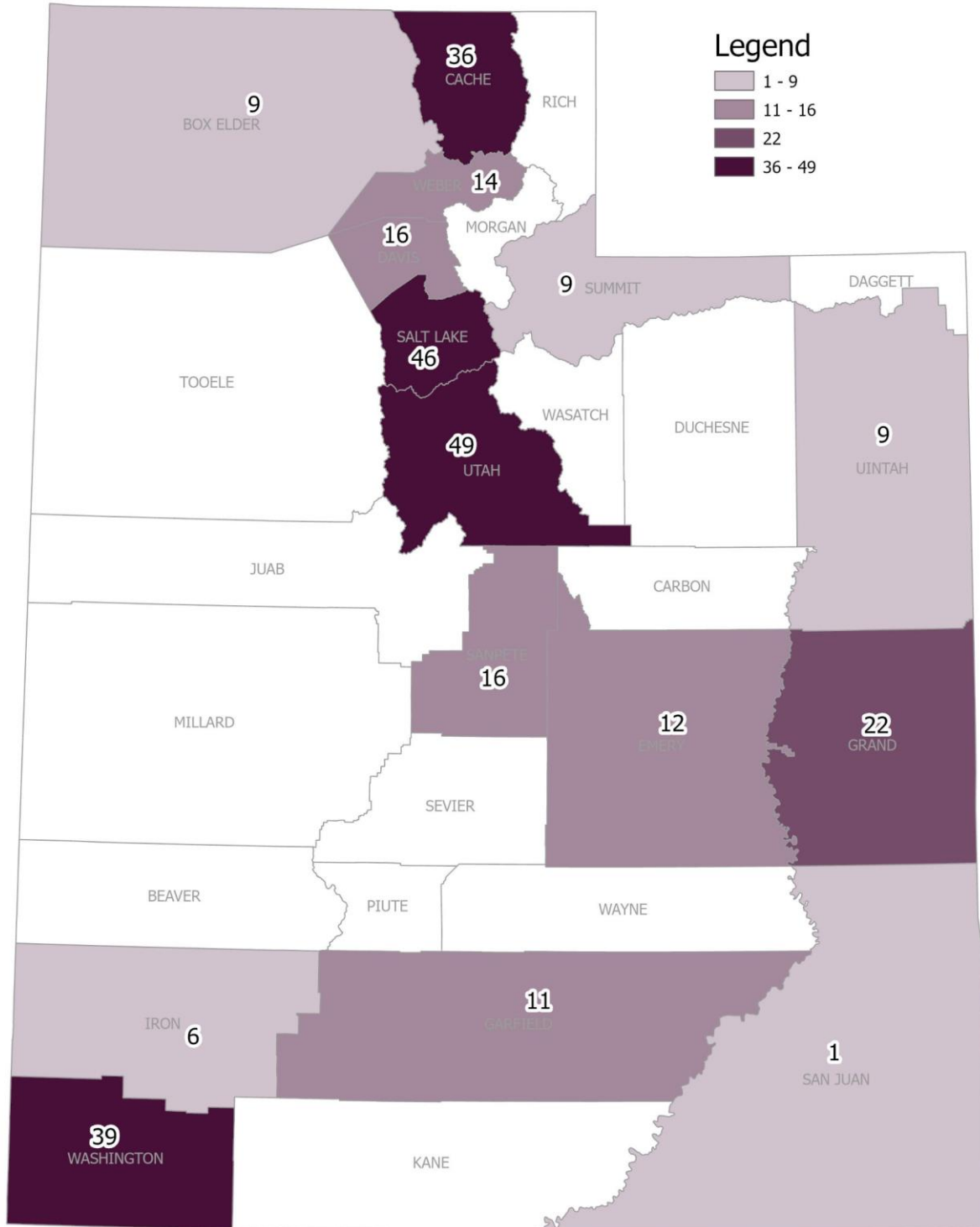


Figure 4
Source: OLRGC



Mileage of state roads per county and per region (2024)

UDOT lane miles by county and by region

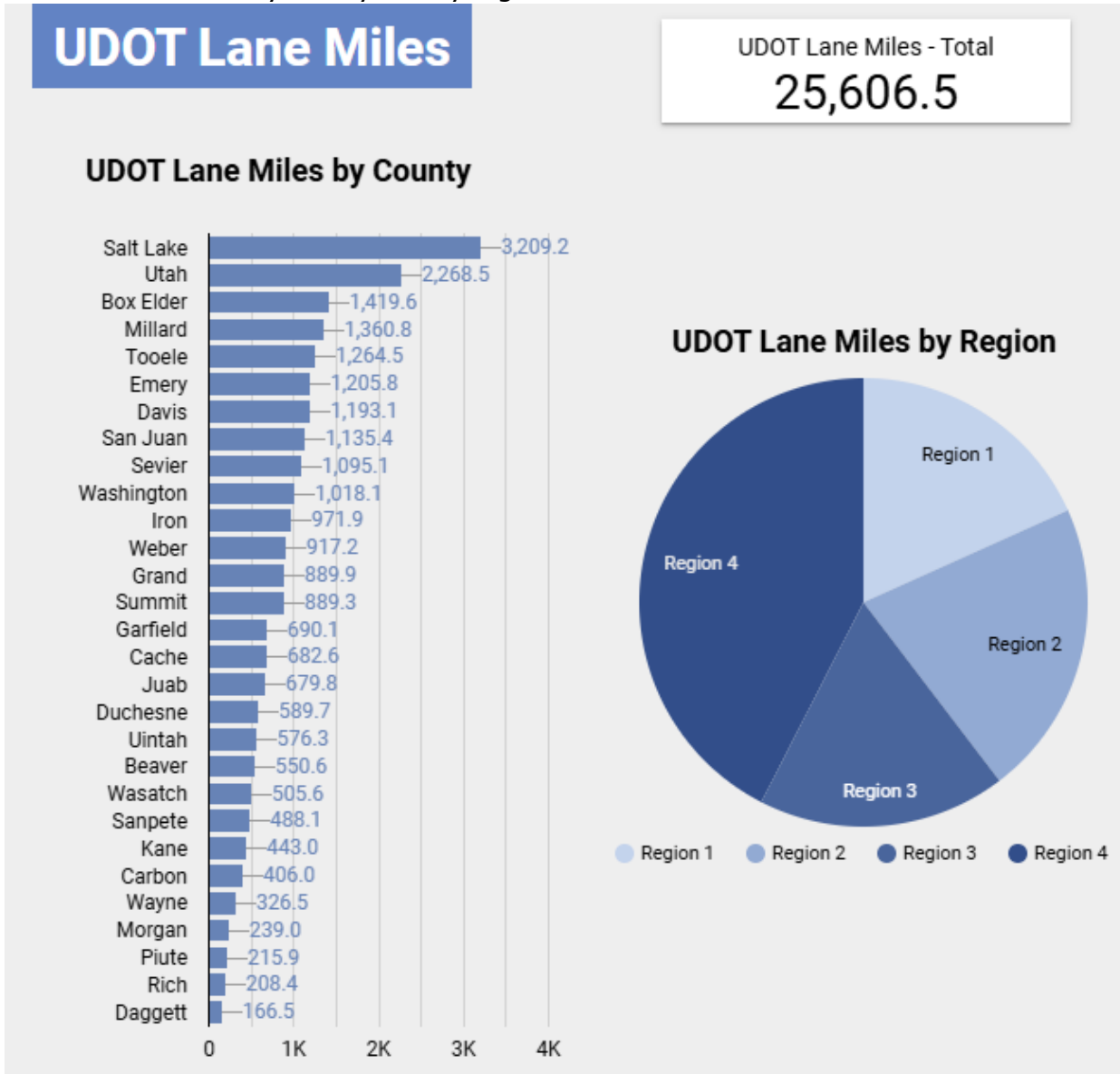


Figure 5
Source: UDOT

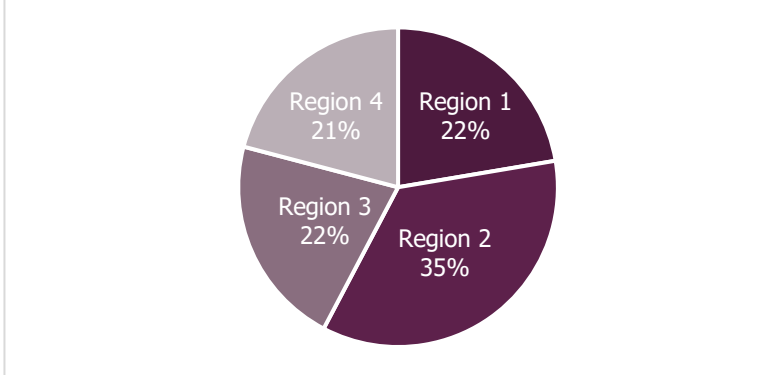
A "lane mile" is a section of pavement that is one mile by 12 feet (standard lane width) and includes shoulders and ramps.

As of 2024, Region 1 represented 18.2% of total UDOT lane miles, Region 2 represented 20.9%, Region 3 represented 18.7%, and Region 4 represented 42.2%.



Share of total state traffic on state roads per county and per region (2023)

Annual average vehicle miles traveled (VMT) on UDOT roads



Region 1: 7,855,814,838 miles

Region 2: 12,433,345,352 miles

Region 3: 7,517,591,636 miles

Region 4: 7,350,152,862 miles

Figure 6

Graph: OLRGC; Data: UDOT

Daily VMT on UDOT Roads by County (2023)

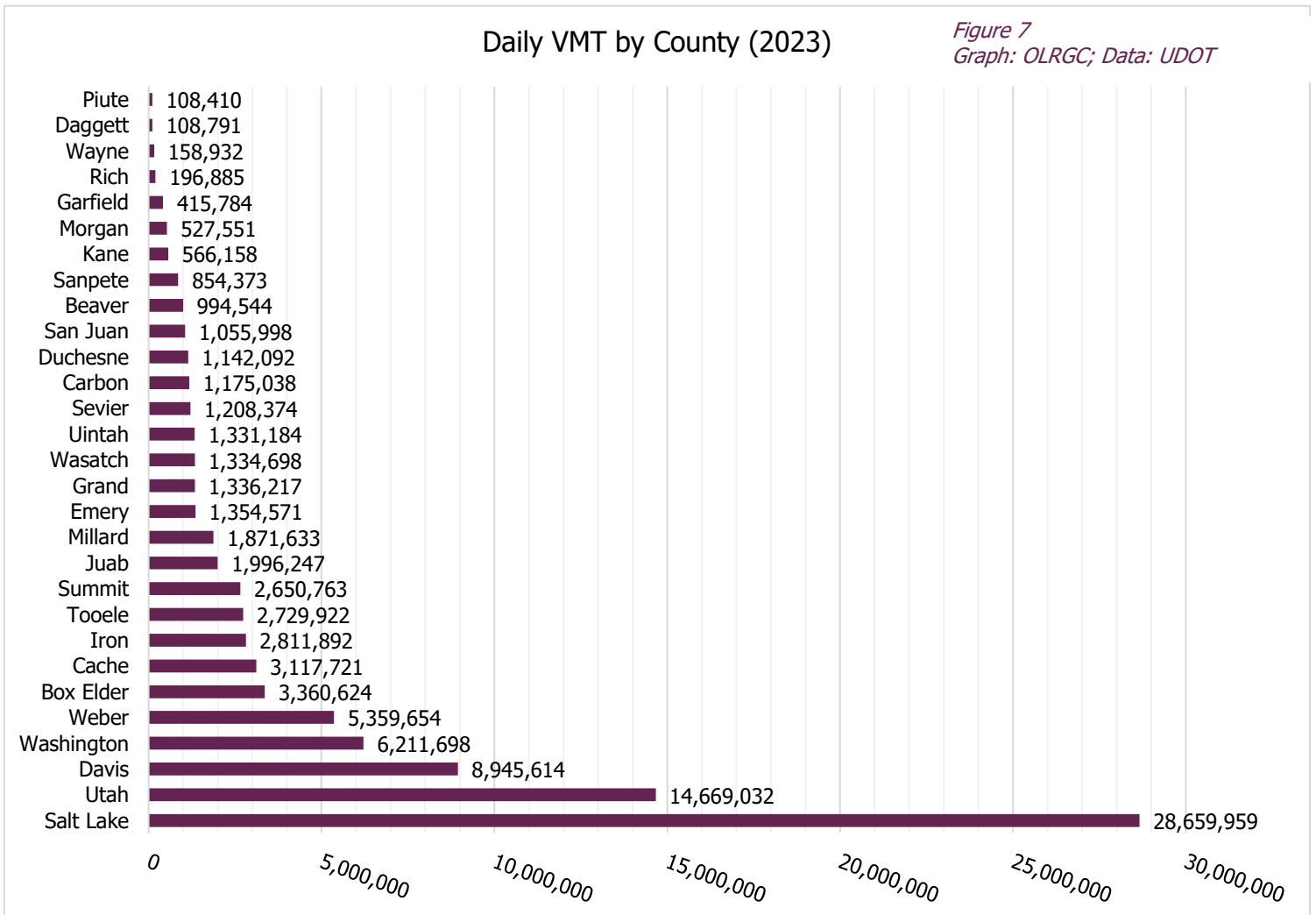


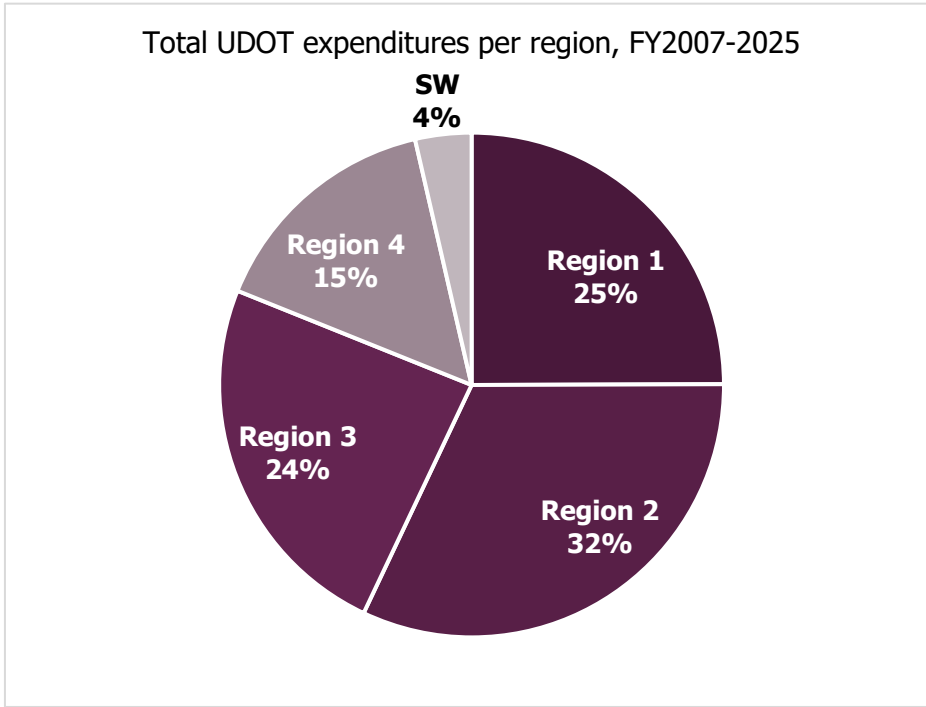
Figure 7

Graph: OLRGC; Data: UDOT



UDOT Expenditures per Region, Fiscal Year 2007-2025*

*2025 data includes July 1, 2024 to June 10, 2025 and is not a complete fiscal year.



Region 1:
\$5,511,980,325

Region 2:
\$7,088,510,456

Region 3:
\$5,314,334,920

Region 4:
\$3,381,487,045

Statewide:
\$796,175,260

Total: \$21,296,312,746

Figure 8
Graph: OLRGC; Data: UDOT

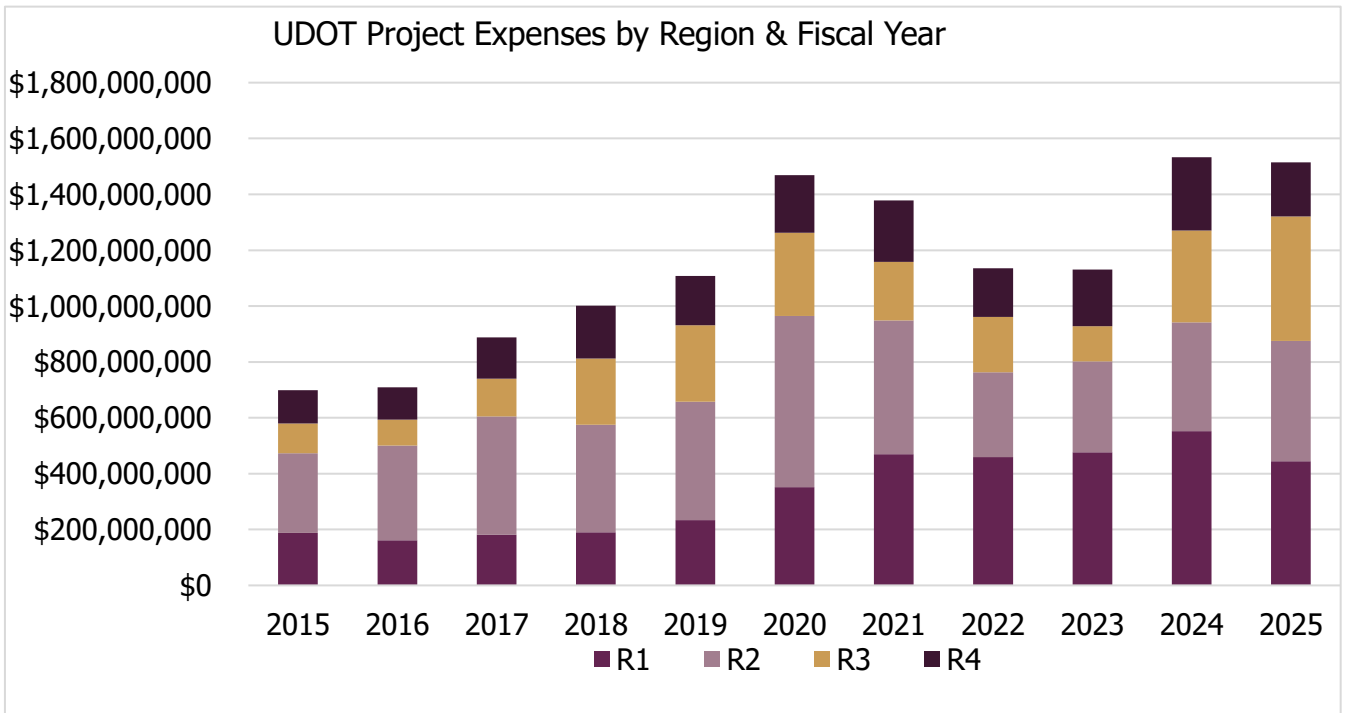


Figure 9
Graph: OLRGC; Data: UDOT



Table 4: Historic commissioners, 1965 – 2025

Name	Region	Home County	Years Served	Term Length
Tom Jacobson	At-large	Summit	2025 - Present	0+
Bruce Adams	Region 4	San Juan	2025 - Present	0+
Brad Dee	At-large	Weber	2024 - Present	1+
Bruce Adams	At-large	San Juan	2024 - 2025	1
Ronda Menlove	Region 1	Box Elder	2021 - 2025	4
Natalie Gochnour	Region 2	Salt Lake	2019 - Present	6+
Kevin Van Tassell	At-large	Uintah	2019 - Present	6+
Jim Evans	Region 3	Utah	2018 - Present	7+
Naghi Zeenati	Region 4	Washington	2013 - 2025	12
Lew Cramer	At-large	Salt Lake	2016 - 2024	8
Donna Law	At-large	Iron	2017 - 2023	6
Wayne Barlow	Region 1	Cache	2009 - 2021	12
Meghan Holbrook	Region 2	Salt Lake	2007 - 2019	12
Dannie McConkie	At-large	Davis	2009 - 2019	10
Gayle McKeachnie	At-large	Uintah	2014 - 2017	3
J. Kent Millington	Region 3	Utah	2005 - 2017	12
Jeffrey Holt	At-large	Weber	2009 – 2015	6
Eddie Cox	At-large	Sanpete	2011 - 2013	2
Jerry Lewis	Region 4	Washington	2002 - 2013	11
Bevan Wilson	At-large	Emery	1999 - 2011	12
J. Stuart Adams	At-large	Davis	2007 - 2009	2
Steve Bodily	Region 1	Cache	1999 - 2009	10
Ken Warnick	At-large	Weber	2000 - 2007	7
Hal Clyde	Region 3	Utah	1993 - 2005	12
Glen Brown	At-large	Summit	1994 - 2003	9
Grey Larkin	Region 4	Washington	1986 - 2002	16
Dan Eastman	At-large	Davis	1996 - 2000	4
Sherri Griffith	At-large	Grand	1996 - 1999	3
Ted Lewis	Region 2	Salt Lake	1992 - 1999	7
Todd Weston	Region 1	Cache	1985 - 1997	12
Sam Taylor	At-large	Grand	1973 - 1994	21
Wayne Winters	Region 3	Utah	1969 - 1993	24
Jack Dunlop	Region 2	Salt Lake	1989 - 1992	3
LaVaun Cox	Region 2	Sanpete	1968 - 1989	21
Clem Church	Region 4	Garfield	1965 - 1986	21
Charles Claybaugh	Region 1	Box Elder	1980 - 1985	5

Table 4
Chart: OLRGC; Data: UDOT