

Executive Summary

Statewide Transportation Improvement Program

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INTRODUCTION

Colorado has a wide-ranging landscape, from rolling plains, 14,000' mountains, to the high desert of the western slope. Diverging characteristics such as these mean that Colorado faces numerous challenges with maintaining its highways and transportation infrastructure. The Statewide Transportation Improvement Program, or STIP, is developed to help address Colorado's ever-changing needs and priorities.

Federal Regulations require State Departments of Transportation to develop a STIP detailing four years of programming for the Department. The STIP contains capital and non-capital transportation projects and programs proposed for funding under Title 23 (highways) and Title 49 (transit) of the U.S. Code.

This update of the STIP has been developed per the requirements included in the transportation authorization bill, the Infrastructure Investment and Jobs Act (IIJA), which was signed into law on November 15, 2021. As further rules and guidance are established at the federal level in the coming months, they will be modified into CDOT policies and guidance.

Federal legislation requires a new STIP be developed at least every four years, containing a minimum four-year listing of Federal-Aid Projects, for FHWA and FTA approval. Since 2016, CDOT has updated its STIP annually in order to always provide a full four-year plan of projects recognized by FHWA and FTA. This process allows for more flexibility in moving projects forward or backward to address shifting priorities or emergencies.

This FY2025 – FY2028 STIP is also linked to the 10-Year Vision for Colorado's Transportation System which contains a diversified project list that focuses on: Safety, Resilience, Fix it First, and Multimodal options. This list informs which projects move into the STIP as funding becomes available. The new STIP will be effective from July 1, 2024 through June 30, 2028 and will include state fiscal years 2025 through 2028 for the federally approved STIP.

OVERVIEW

The STIP is only one piece of the overall financial and planning picture for transportation throughout Colorado. The planning and budgeting process begins with the development of long-range transportation plans for each Transportation Planning Region (TPR). The Statewide Plan (SWP) provides a policy link to each of the Regional Plans and sets the

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goals and strategies for the state to work toward over a 20-plus year planning horizon. Once the long-range plans are developed and projects selected through the planning process, the STIP is developed in order to program the funds needed for those transportation projects. After a project has been included in the STIP, it may be budgeted within the appropriate fiscal year.

STIP development provides a short-term program of projects that the Department plans to initiate or complete within a four-year time frame. The STIP is linked to the long-range SWP with designated planning corridors. The planning corridors detail the goals, objectives, and priorities articulated in the SWP. The planning corridors are aligned to specific highway segments throughout Colorado but cover multimodal elements that are not restricted to the highway itself. For example, transit routes and bicycle/pedestrian elements can be included in a planning corridor but may not be located specifically on the highway itself. The SWP is generally updated every four years, along with revenue forecasts and Program Distribution.

STIP development includes detailed discussions with local planning partners, as well as with the rural TPRs and five Metropolitan Planning Organizations (MPOs). The FY2025 – FY2028 STIP, will be adopted in May 2024, and is a product of the outreach, goals and priorities set with the 2045 Statewide Transportation Plan (2045 SWP), which was adopted in August, 2020.

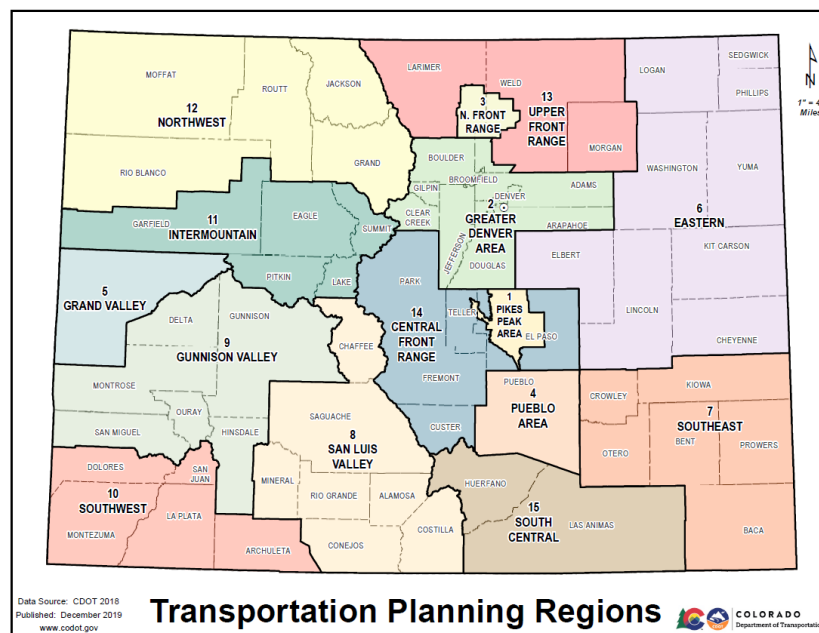
STIP DEVELOPMENT

To develop the STIP, CDOT follows an established set of guidelines laid out in the STIP Development Guidance and Project Priority Programming Process (4P). This guidance details the process for setting project priorities, the process for STIP development and adoption, and for public review and comment. A copy of this guidance is included in Chapter 2.

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During the 4P, CDOT coordinates with all 15 TPRs, which includes five MPOs. Together, CDOT and the MPOs/TPRs agree upon identified priorities on a regional and statewide level. CDOT Regions conduct county level meetings, TPR meetings, and joint TPR meetings to arrive at a draft list of projects for the STIP. For this STIP update, CDOT Regions met with each TPR and MPO to discuss remaining and ongoing projects for fiscal years 2025 through 2027, as well as those being added for FY2028. These activities occur on an annual basis for each new STIP adoption. Additionally, during the fall of 2021 through the spring of 2022, CDOT Planning Staff met with each TPR and MPO to review and update the list of projects included in the 10 Year Plan. The updated 10 Year Plan was re-adopted by the Transportation Commission in September, 2022. Further detail for MPO TIP development may be found at the bottom of this page.



Projects selected for the STIP are required to be consistent with the SWP. In August 2020, the Transportation Commission adopted the 2045 SWP. The projects selected for the FY2025 – FY2028 STIP are consistent with the goals, objectives, and priorities that are laid out in the 2045 SWP.

The consistency of the STIP and the SWP is achieved in several ways. The 2045 SWP includes goals, objectives, and performance measures for the transportation system. These goals, objectives, and performance measures guide the distribution of resources

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in Program Distribution and the annual budget. For applicable programs, such as Surface Treatment, Bridge, and Maintenance, funding levels are established based on the estimated funding needed to reach performance objectives. Specific projects for these programs are identified and included in the STIP.

The SWP incorporates Regional Transportation Plans (RTPs) developed by the rural TPRs, as well as the MPO Transportation Plans. The SWP also details goals, strategies, and priorities for modal (e.g., automobile, transit, bicycle and pedestrian, aviation) and functional (e.g., operations, safety, asset management) components of corridors and projects. The development of the STIP follows the development of the SWP and is informed by the priorities articulated in the SWP.

TIP Development

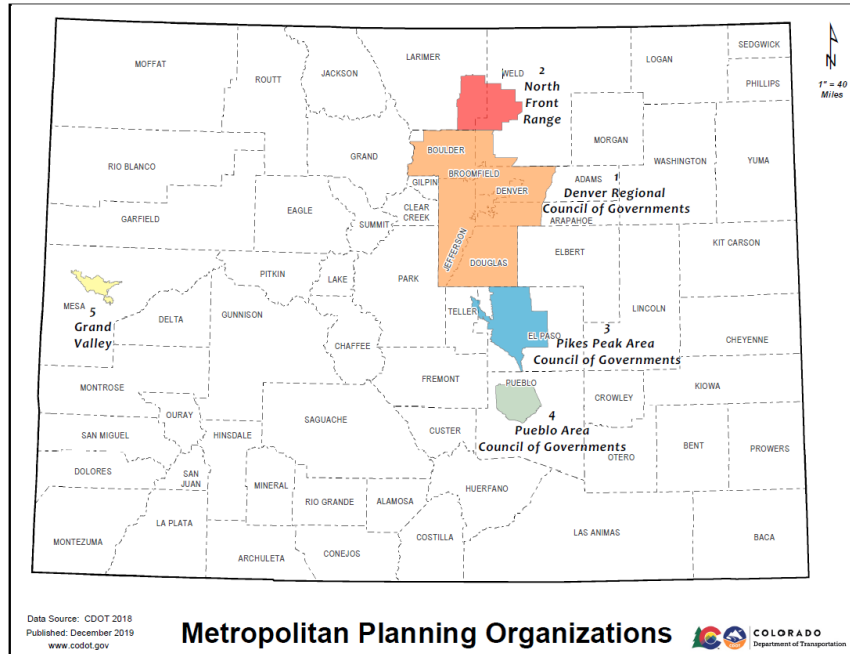
The five Metropolitan Planning Organizations in Colorado are in urban areas having populations greater than 50,000. Colorado's MPOs are:

- Denver Regional Council of Governments (DRCOG), comprised of the Denver metropolitan area
- Grand Valley MPO (GVMPO), comprised of the City of Grand Junction and Mesa County
- North Front Range MPO (NFRMPO), comprised of the cities of Fort Collins, Loveland, and Greeley
- Pikes Peak Area Council of Governments (PPACG), comprised of the Colorado Springs metropolitan area
- Pueblo Area Council of Governments (PACOG), comprised of the City of Pueblo and Pueblo County

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This map shows where the MPOs are located within Colorado.



Of the five MPOs, DRCOG, NFRMPO, and PPACG are designated as Transportation Management Areas (TMAs), having urban populations greater than 200,000. The TMA designation applies to the entire metropolitan area boundary. These three TMAs must comply with special requirements which may include air quality conformity, congestion management processes, project selection, and project certifications.

Federal regulations require the five MPOs in Colorado to develop Transportation Improvement Programs (TIPs), which comprise the urban portion of the STIP. TIP project selection at the MPO level follows a formal process adopted by each individual MPO. Each MPO uses its technical and policy committees and boards as a forum for TIP project selection. Public involvement may focus on people living or working within the boundaries of the MPO; however, anyone may participate in and submit comments during the MPO TIP development process. Federal regulations require that the TIPs be incorporated into the STIP without modification. The STIP and the TIPs will show the same projects; however, funding is sometimes shown in grouped totals in a TIP document where it is shown individually in the STIP, or vice versa. The funding totals will be the same. Though each MPO follows its own specific process for TIP development, the projects selected are required to be consistent with their long-range RTPs.

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Since the STIP is now updated annually, Colorado's MPOs have been working through the establishment of processes and timelines to similarly transition to an annual update or semi-annual update cycle. For links to view specific MPO TIPs, please see Chapter 8, Acronym List, page 9.

Tribal TIP Development

Federal regulations also require consultation with Tribal governments when developing the long-range Statewide Plan and the STIP. Colorado has two tribal governments: Southern Ute and Ute Mountain Ute, located in the southwest portion of the state. Each of these tribes has voting members on the Statewide Transportation Advisory Committee (STAC).

The primary source of transportation funding for both tribes come through Federal Lands. These dollars are used for road and multi-modal improvements on tribal lands. As such, the tribes are required to develop a Tribal Transportation Improvement Program (TTIP) to outline the projects that these federal dollars will be used for.

Currently, there are no tribal funds allocated to projects on the state-managed transportation system. However, a copy of the 2023 Southwest TTIP can be found [here](#).

STIP Projects and Programs

Based on federal regulation, and in partnership with the MPOs and TPRs in the state, the FY2025 - FY2028 STIP includes Regionally Significant Projects and STIP Pools. These are defined as:

- A **STIP Pool** is an assigned STIP number for grouping projects, typically based on a CDOT funding program, such as Surface Treatment, that typically includes Non-Regionally Significant projects grouped under that program for inclusion in the STIP.
- A **Regionally Significant Project** is a project serving regional transportation needs and of significant scale to be typically included in transportation demand modeling or air quality emissions modeling and identified individually in the STIP.

Some Regionally Significant Projects look similar to STIP Pools in that they list the various phases and portions of the project as sub-projects. The difference between these Regionally Significant projects and STIP pools is that all of the projects listed in this instance pertain to the larger overall project. For example,

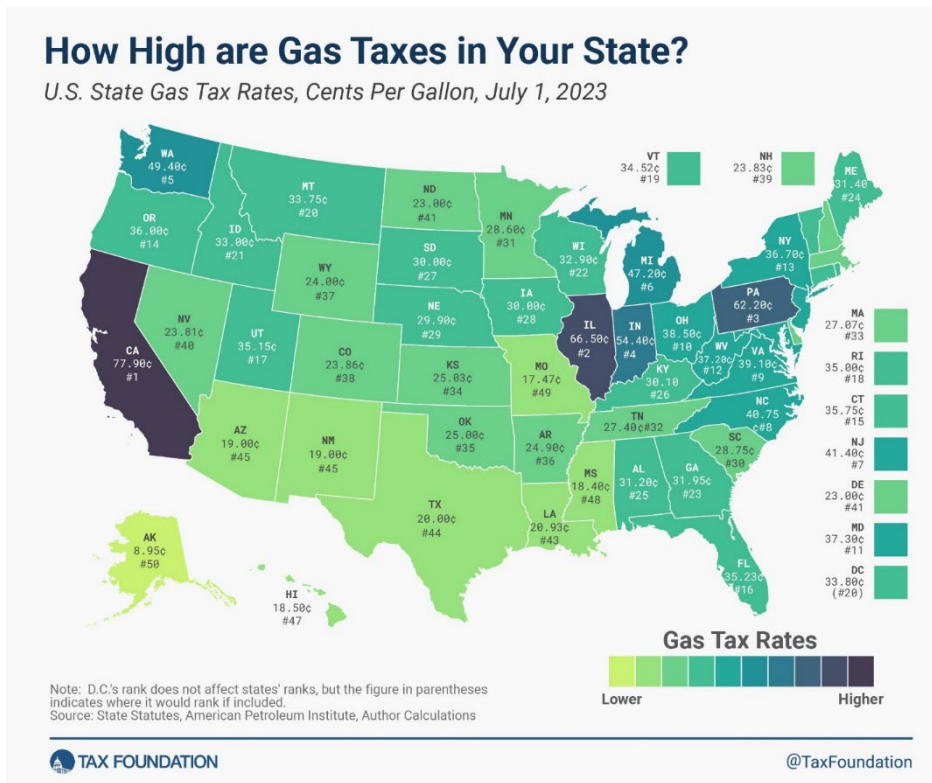
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the I-25 North project in Region 4 is a Regionally Significant Project, but it lists the various phases as sub-projects, which are part of the whole.

TRANSPORTATION FUNDING IN COLORADO

Balancing transportation needs with expected revenues is a challenge. In 1992, Colorado voters passed a state constitutional amendment limiting how the state and local governments could impose tax increases. The Taxpayer Bill of Rights, known as TABOR, requires all government agencies in Colorado to put any tax increases to a vote of the people. As a result, the state fuel tax rate has been frozen at 22 cents per gallon since 1992. As of July 2021, Colorado ranks 42nd in the nation when comparing tax rates with other states.



In order to comply with TABOR, while maximizing the power of the dollar, Colorado has been looking at various options to augment fuel tax revenues. During the 2021 Legislative Session, the Colorado General Assembly passed Senate Bill 21-260, an omnibus bill that creates new enterprises and establishes fee structures for various transportation related activities. Additionally, with the passage of the Infrastructure Investment and Jobs Act (IIJA) at the federal level, Colorado expects to receive at least

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\$716.5 million from FHWA and \$181.5 million from FTA for Federal Fiscal Year 2022 and each year after that over the life of the authorization. Below is a breakdown of expected total revenues for CDOT for FY2025.

The table below illustrates the revenues expected for use in the FY2025 – FY2028 STIP. These revenues are based on the updated revenue forecasts as of March 2024. The table also includes the total estimated project cost for those projects included in the FY2025 – FY2028 STIP.

Revenue / STIP Totals	FY2025	FY2026	FY2027	FY2028
Total Revenue	\$2,039,609,292	\$2,088,148,743	\$2,134,730,478	\$2,188,315,619
Total STIP'd	\$1,153,832,000	\$738,311,000	\$535,703,000	\$179,767,000
Percentage STIP'd	56.57%	35.36%	25.09%	8.21%

Funding and Programming

As seen in the graph above, CDOT has programmed approximately \$1.03 billion of projects in FY2024, while revenues total \$1.6 billion. The drop in STIP'd amounts in the last three years is primarily a reflection of projects that are not yet deemed ready. There are a number of factors that go into making a project “ready” that includes analysis of treatment needs, cost estimates, and prioritization. These projects will be filled in throughout the fiscal year.

REVENUE FORECASTS and PROGRAM DISTRIBUTION

Long Term Revenue Forecast

At the start of each long-range statewide plan update cycle, revenue forecasts are developed for the years included in the SWP time horizon. For the 2045 SWP, the revenue forecasts cover the SWP time horizon of 2021-2045. Revenue forecast options are developed based on varying potential future estimates and assumptions. These options are reviewed and discussed with the Transportation Commission and with the Statewide Transportation Advisory Committee (STAC) at meetings that are open to the public. A single forecast option is adopted by the Transportation Commission and used for the developing Program Distribution for the SWP and the 4-year STIP.

Program Distribution

Program Distribution is a tool to allocate funds to specific programs that the Department uses to fund transportation programs. Colorado’s transportation program

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is funded through a variety of federal, state, and local revenue sources. Federal law, state statute, and the Colorado State Constitution restrict how the Department can use the various funding sources.

At the beginning of each long-range plan development cycle, CDOT works with its planning partners to re-examine various components of Program Distribution to determine if any factors should be changed or whether new factors should be included. The committee, comprised of CDOT staff, TPR and MPO representatives, and staff from FHWA and FTA offices, looks at revenue sources, formula allocations, and any new legislation that may impact expected revenues.

The committee examines impacts to how revenues come in, such as dwindling gas tax revenues, primarily because the tax is not adjusted for inflation and has not been increased in Colorado since 1991. In addition, improving fuel economy and technology advancements in electric vehicles point to a future need for a new funding mechanism for transportation.

Finally, the committee selects various scenarios to take to the Transportation Commission for use in Program Distribution. The Commission will select a specific revenue projection scenario and then staff will run the variables through a revenue model to determine the numbers used as planning control totals.

Once the Transportation Commission selects a revenue scenario and control totals are set, Program Distribution can be finalized. The Colorado Transportation Commission has adopted various resolutions regarding the formula components for the adopted 2040 Program Distribution. These resolutions, along with the adopted 2040 Program Distribution plan can be found in Chapter 9.

Distributions for some programs, such as Surface Treatment and Bridge are based on [Asset Management performance systems](#), allowing CDOT to allocate the funds to the areas where it is needed most.

The following FHWA programs are funded with a mixture of “flexible” FHWA apportionments such as National Highway Performance Program (NHPP) and Surface Transportation Block Grants (STBG) as well as state Highway User Tax Funds (HUTF). Other federal programs, such as Transportation Alternatives (TAP), STP-Metro, and Congestion Mitigation and Air Quality (CMAQ), and Highway Safety Improvement (HSIP) are based on “inflexible” apportionments that must be used for designated purposes per federal authorization act requirements. Additionally, FHWA provides discretionary

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grants and Congressionally Directed Spending (earmarks) that must be used for the specific projects directed. Below you will find examples of the flexible and inflexible federal programs, with the corresponding CDOT funding programs.

Flexible or Inflexible	Federal Program Code and Description		Eligible CDOT Funding Programs
Flexible	NHPP	National Highway Performance Program	Surface Treatment; Bridge Program - includes Tunnels, Walls, Culverts; Signals; ADA Curb Program
Flexible	STBG	Surface Transportation Block Grants	Surface Treatment; Bridge Program - includes Tunnels, Walls, Culverts; Signals; ADA Curb Program; transit improvements
Inflexible	BRO	Bridge Off-System	Bridge Off-System – local roadway bridges
Inflexible	TAP	Transportation Alternatives	Transportation Alternatives Program for Statewide and Large MPOs >200,000
Inflexible	CRP	Carbon Reduction Program	Projects administered by both CDOT as well as MPOs and areas >50,000
Inflexible	PRT	PROTECT Program	Risk and resiliency projects as identified in the 10 Year Plan
Inflexible	EVP	National Electric Vehicle Program	Statewide projects in collaboration with Colorado Energy Office
Inflexible	CMAQ	Congestion Mitigation and Air Quality	Eligible multimodal activities
Inflexible	HSIP	Highway Safety Improvement Program	Hazard Elimination Program
Inflexible	RRX	Railway Highway Elimination of Hazards	Railroad Crossing Program

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Flexible or Inflexible	Federal Program Code and Description		Eligible CDOT Funding Programs
Inflexible	NHFP	National Highway Freight Program	FR8 – Freight Program
Inflexible	SPR	State Planning and Research	Funds utilized for planning and research activities at CDOT and with the rural Transportation Planning Regions
Inflexible	MPL	Metropolitan Planning	Funds utilized for planning and research activities at the MPOs
Inflexible	ER	Emergency Relief	Emergency Relief
Inflexible	GRNT	Grants and Congressional Directed Earmarks	Funds designated by Feds for specific projects

Many FTA and state programs are tied to a dedicated state or federal funding source. While the Transportation Commission could elect to supplement the funding in these programs with additional funds, or approve limited transfers, in general, the funding level is determined by formula allocation. These programs include:

State or Federal	Program Name and Description	
Federal - FTA	USC 5303, 5304, and 5305	Metropolitan and Statewide Planning and Non-Metropolitan Planning Funds
Federal - FTA	USC 5307	Urbanized Area Formula Grants – Includes CARES Act funding
Federal - FTA	USC 5309	Capital Investment Grant Program
Federal - FTA	USC 5310	Enhanced Mobility for Seniors & Individuals with Disabilities

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State or Federal	Program Name and Description	
Federal - FTA	USC 5311	Formula Grants for Rural Areas – Includes CARES Act funding
Federal - FTA	USC 5312	National Research & Technology Program
Federal - FTA	USC 5337	State of Good Repair
Federal - FTA	USC 5339	Bus & Bus Facilities Program
Federal - FTA	FTA – CDS	Community Project Funding – Funding is Congressionally Directed
Federal - FTA	FTA - ICAM	Innovative Coordinated Access and Mobility Grants
State	FASTER Safety	FSA – FASTER Safety Mitigation Program
State	FASTER Transit	STL – Transit & Rail Statewide Grants TRG – Transit & Rail Local Grants BUS – Bustang BOP – Bustang Outrider Program
State	BE	Bridge Enterprise
State	HPTE	High Performance Transportation Enterprise

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Some programs are primarily Transportation Commission directed programs with funding levels established by the Transportation Commission. These programs include:

Commission Directed	Program Name and Description
TC	HOT Hot Spots Program
TC	ITI Intelligent Transportation Systems Investments Program
TC	SGN Signals Program
TC	OIM Office of Innovative Mobility
TC	COR Congestion Relief Program
TC	RPP Regional Priority Program
TC	TCC Transportation Commission Contingency Program
TC	SIB State Infrastructure Bank

The state is required under 23 USC 450 to provide MPOs with an estimate of available federal and state funds which the MPOs may utilize in development of RTPs and TIPs. Planning estimates were developed for each MPO and outline estimated federal and state funds that might be reasonably anticipated to be available for transportation purposes within the MPO area for the time period of the TIP and Plan.

Additionally, there are specific programs that are sub-allocated to MPOs or direct recipients of FTA. These programs include CMAQ (Congestion Mitigation and Air Quality); STP-Metro (as part of the larger Surface Transportation Block Grant –STBG program), and the Transportation Alternatives (TA) program. Transit programs include

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FTA 5339, which are allocated to direct recipient transit agencies.

Colorado Transportation Enterprise Funding

State enterprises are self-supporting, government-owned businesses that receive revenue in return for the provision of a good or service. Five CDOT affiliated enterprises have been created since 2009: the Colorado Transportation Investment Office (High Performance Transportation Enterprise), the Bridge and Tunnel Enterprise, the Clean Transit Enterprise, the Nonattainment Area Air Pollution Mitigation Enterprise, and the Fuels Impact Enterprise. This section outlines the funding sources and operations for each enterprise.

Colorado Transportation Investment Office (CTIO):

The CTIO has the legal responsibility to aggressively seek out opportunities for innovative and efficient means of financing and delivering important surface transportation infrastructure projects in the state. CTIO has the statutory power, among others, to impose tolls and other user fees, to issue bonds, and to enter into contracts with public and private entities to facilitate Public-Private Partnerships. CTIO projects have focused on creating an express lane network but may expand to include front range and mountain rail projects in the future. Current revenue to CTIO primarily includes toll and fine revenue from the state's express lanes. CTIO is overseen by a separate Board of Directors that include external stakeholders from four geographic regions appointed by the Governor.

Bridge and Tunnel Enterprise (BTE):

The legacy Statewide Bridge Enterprise (BE) program was formed in 2009 by the FASTER legislation (SB09-108) to accelerate the repair, reconstruction, and replacement of rapidly deteriorating bridge infrastructure throughout the state. Subsequently, the passage of SB21-260 renamed the BE as the Statewide Bridge and Tunnel Enterprise (BTE) and expanded the scope of the Enterprise to include tunnel projects. In 2023, HB 23-1276 further expanded the scope of the Enterprise to include the completion of preventative maintenance bridge projects, and allowing the BTE to repair, reconstruct, replace, and maintain fair-rated bridges under certain circumstances.

Per C.R.S. 43-4-805, the BTE operates as an autonomous government-owned business within the Colorado Department of Transportation (CDOT) and the Colorado Transportation Commission serves as the Statewide Bridge and Tunnel Enterprise Board

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of Directors. The BTE constitutes an Enterprise per Article X, Section 20 of the Colorado Constitution which allows the BTE to impose a bridge safety surcharge fee and bridge and tunnel impact and retail delivery fees to accomplish its business purpose. The Enterprise serves as the state's primary program for bridge replacement projects and is a key strategic business partner and funding source for several major projects in CDOT's 10-year vision plan.

Clean Transit Enterprise (CTE):

The CTE was created to support public transit electrification planning efforts, facility upgrades, fleet motor vehicle replacement, as well as construction and development of electric motor vehicle charging and fueling infrastructure. The enterprise can issue grants, loans, or rebates to support the electrification of public transit. Revenue is generated through the clean transit retail delivery fee. CTE is overseen by a separate Board of Directors that includes six members appointed by the governor, and executive directors or their designees from CDOT, the Colorado Department of Public Health and Environment, and the Colorado Energy Office.

Nonattainment Area Air Pollution Mitigation Enterprise (NAAPME):

The NAAPME was created to mitigate the environmental and health impacts of increased air pollution from motor vehicle emissions in nonattainment areas that results from the rapid and continuing growth in retail deliveries made by motor vehicles and in prearranged rides provided by transportation network companies. Revenue is generated from the air pollution mitigation retail delivery fee and the air pollution mitigation per ride fee. NAAPME can issue grants for eligible projects that reduce traffic, including demand management projects that encourage alternatives to driving alone or that directly reduce air pollution, such as retrofitting of construction equipment, construction of roadside vegetation barriers, and planting trees along medians. NAAPME is overseen by a separate Board of Directors that includes seven members. These seven members include two representatives of disproportionately impacted communities, Executive Directors or designees from two state agencies, one elected official from a local government that is a member of the Denver Regional Council of Governments and one that is a member of the North Front Range Metropolitan Planning Organization, and an individual with expertise on environmental, environmental justice, or public health issues.

Fuels Impact Enterprise (FIE):

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The FIE was created to improve the transportation of fuel and monitor vehicle emissions. Revenue is generated by the Fuels Impact Reduction Fee on licensed fuel excise tax distributors and licensed fuel distributors. FIE administers the Fuel Impacts Reduction Grant Program, which makes grants to certain entities for improving hazardous mitigation corridors and projects related to emergency response, environmental mitigation, or fuel transportation. Adams, El Paso, Mesa, and Otero counties as well as the city of Aurora receive yearly grants from the enterprise. The funds that remain after these grants are issued can be awarded to other entities. The enterprise is overseen by the Transportation Commission.

2045 Program Distribution

In August of 2020, the TC adopted the 2045 Statewide Plan (SWP). Program Distribution outlines the assignment of projected revenues to program areas for the time period of the long range SWP. Program Distribution provides a baseline for financial constraint of SWP, Regional Transportation Plans (RTPs), and the Statewide Transportation Improvement Program (STIP) and Metropolitan Planning Organization (MPO) Transportation Improvement Programs (TIPs).

Revenues for Program Distribution are based on the investment strategy outlined in the SWP 10-Year Vision and the Long Range Revenue Projections adopted by the TC in February 2019 (See Appendix C: Resolution for Adoption of 2045 Long Range Revenue Projections). The investment strategy assumes a high revenue scenario and any new funding sources beginning in FY 2023 that would yield an additional \$550 million in revenue annually. This allows for the inclusion of potential funding, such as federal Rebuilding American Infrastructure with Sustainability and Equity (RAISE) grants that are typically awarded directly to local governments that apply through the federal grant program. The assumption of additional revenue will allow more projects to be included in fiscally constrained transportation plans, and allow more projects to complete the National Environmental Policy Act (NEPA) process, better preparing CDOT for funding opportunities such as discretionary grants and for the possibility of new revenue.

Additional information on Program Distribution can be found in Chapter 9. Additional information on the annual CDOT budget, including detailed information about individual funding programs can be accessed on [CDOT's website](#).

Fiscal Constraint and Annual Budget

Once the draft STIP has been developed, CDOT verifies fiscal constraint. Fiscal constraint

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is the analysis of expected forecasted revenues and the total amount of transportation projects programmed in the STIP against that total. To be constrained, the programmed total cannot exceed the revenues expected. Program Distribution provides the baseline for financial constraint of the SWP, RTPs, STIP, and MPO TIPs by detailing expected revenues and funding distributions to the various transportation programs that CDOT manages.

For Colorado, fiscal constraint is determined for each fiscal year in the STIP. CDOT staff has determined that this FY2025 – FY2028 STIP is fiscally constrained. The graph below shows the summary of the fiscal constraint formula. Further details for the fiscal constraint demonstration may be found in Chapter 5.

Fiscal Constraint	FY2025	FY2026	FY2027	FY2028
Total Revenue	\$2,039,609,292	\$2,088,148,743	\$2,134,730,478	\$2,188,315,619
Total STIP'd	\$1,153,832,000	\$738,311,000	\$535,703,000	\$179,767,000

The Transportation Commission typically adopts the CDOT annual budget in April of each year. The annual budget process results in updated funding levels for programs based on more current revenue information, and updated analysis of system performance and meeting performance objectives. For STIP purposes, the annual budget supersedes the Program Distribution funding levels for the year of the budget. This results in a modification to fiscal constraint. Corresponding changes to projects or programs in the STIP to account for the modified fiscal constraint are made through the STIP Amendment or Administrative Modification procedures, which are explained later in this document.

Advance Construction through FHWA

The Advance Construction process is used to help the state manage its cash flow and provide us with an opportunity to maximize the delivery of the federal program. Essentially, FHWA is preauthorizing projects so that CDOT may begin work.

After projects are prioritized and programmed into the STIP, they become part of the Construction Program. Projects are then budgeted and submitted to FHWA for authorization and reimbursement. CDOT effectively manages the limited amount of federal transportation dollars it receives by employing Federal Advance Construction provisions on virtually every federally authorized project. Under Advance Construction provisions, CDOT initially budgets projects with state dollars to demonstrate the

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Department's commitment to the project when requesting FHWA authorization of the project.

Federally eligible expenses are recorded as an accrued unbilled receivable in the state's accounting system. These receivables are reviewed on a regular basis by CDOT's Office of Financial Management and Budget (OFMB) staff and, through the federal financial database - Fiscal Management Information System (FMIS) - transactions, they initiate partial Advance Construction "conversion" actions until the federal funds are fully obligated and qualifying expenditures are reimbursed to the state by FHWA.

In addition, during the obligation of these projects OFMB prioritizes the appropriate federal program types to utilize the oldest and least flexible apportionments first in order to avoid any potential lapse of funds and ensure full obligation of all Federal funds by Federal fiscal year end.

FEDERAL TRANSPORTATION PERFORMANCE MEASURES AND TARGETS

About forty percent of the total number of projects included in the STIP are selected through data driven software and analyses, which are part of an overall performance and target-based program required under the federal transportation funding authorization act called the Infrastructure Investment and Jobs Act (IIJA). CDOT's Performance and Asset Management Branch oversees the development, implementation, and tracking of the various performance measures and asset programs for Colorado.

Transportation Performance Management (TPM)

The Moving Ahead for Progress in the 21st Century Act (MAP-21), signed into law in 2012, included several provisions that collectively transformed the Federal Surface Transportation program to be focused on the achievement of performance outcomes. Subsequent legislation, including the Fixing America's Surface Transportation (FAST) Act in 2015 and the Infrastructure Investment and Jobs Act (IIJA) in 2021, built upon the framework established by MAP-21, providing long-term funding certainty for surface transportation infrastructure planning and investment. These legislative efforts introduced Transportation Performance Management (TPM), a strategic data-driven approach that uses system information to make investment and policy decisions to achieve national performance goals. Under this approach, State Departments of Transportation (DOTs) are required to align their planning process and project prioritization towards the achievement of national performance measures. CDOT's

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Performance and Asset Management Branch (PAMB) oversees coordination of the Department’s Asset Management, Performance Management, Economic Analysis and Risk and Resiliency programs. This oversight includes the development, implementation, and tracking of national performance measures.

National Performance Framework

23 USC §150(b) established national goals and performance-management measures that transformed the Federal-aid highway program and provided a means to invest federal transportation funds most efficiently by focusing on performance. This focus has increased the accountability and transparency of the Federal-aid highway program and has improved project decision making through performance-based planning and programming. The seven national goals are outlined in Figure 1 below:

Figure 1 – National Federal-Aid Highway Program Performance Goals

National Goal	Outcome
Safety	To achieve a significant reduction in traffic fatalities and serious injuries on all public roads
Infrastructure Condition	To maintain the highway infrastructure asset system in a state of good repair
Congestion Reduction	To achieve a significant reduction in congestion on the National Highway System
System Reliability	To improve the efficiency of the surface transportation system
Freight Movement and Economic Vitality	To improve the national freight network, strengthen the ability of rural communities to access national and international trade markets, and support regional economic development
Environmental Sustainability	To enhance the performance of the transportation system while protecting and enhancing the natural environment
Reduced Project Delivery Delays	To reduce project costs, promote jobs and the economy, and expedite the movement of people and goods by accelerating project completion through eliminating delays in the project development and delivery process, including reducing regulatory burdens and improving agencies' work practices

23 CFR Part 490 outlines performance measures required for each state DOT to establish targets and report on a regular basis. Performance is monitored by the Federal

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Highway Administration (FHWA) and the Federal Transit Administration (FTA) on a periodic and ongoing basis, to determine whether the state DOT has made significant progress toward achievement of its targets. For most performance measures, Metropolitan Planning Organizations (MPOs) have 180 days after the establishment of state targets to either support the state targets or establish their own. Additionally, Colorado monitors its achievement toward many of the federal goals through its own performance framework, established in the current statewide transportation plan and in CDOT Policy Directive 14 (PD-14)—“Policy Guiding Statewide Plan Goals and Objectives.”

Colorado Performance Framework

PD-14 provides performance objectives to measure the success of the Department’s efforts to improve in the key goal areas of Safety, Asset Management, and Mobility. The performance objectives and targets inform the implementation of the Statewide Transportation Plan, 10- year Plan, transportation safety programs, and the asset management program through the Statewide Transportation Improvement Program (STIP) and the annual budget allocation. PD-14 aligns with goals and concepts from the Department’s Wildly Important Goals (WIGs), Governor’s “Key Priorities”, and national performance measures. Annually, staff reviews the performance of PD-14 objectives to measure the success and progress of those initiatives, identify strategies for continuous improvement, and to inform investment decisions.

Furthermore, CDOT produces a Performance Plan, required under Colorado Revised Statute C.R.S. § 2-7-204, known as the State Measurement for Accountable, Responsive and Transparent (SMART) Act. The Performance Plan is CDOT’s strategic roadmap that informs our employees, customers, and partners with our WIGs for the upcoming fiscal year. For more information on CDOT’s Performance Plan and other reports, please see CDOT’s [Performance Plan and Reports webpage](#).

Linking Investment to Performance Achievement

CDOT allocates revenue into major budget categories. These categories are:

- Capital Construction
- Maintenance & Operations
- Multimodal Services and Electrification
- Suballocated Programs
- Administration & Agency Operations

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- Debt Service
- Contingency Reserves
- Five enterprises (Colorado Bridge and Tunnel Enterprise, Colorado Transportation Investment Office, Clean Transit Enterprise, Nonattainment Area Air Pollution Mitigation Enterprise, and Fuels Impact Enterprise)
- Other Programs

Each of the Department’s programs falls into one of these categories, from which the program of projects is developed in consultation with the Department’s local partners, the public, and through the development of the Department’s 10-Year Plan.

The FY2025 – FY2028 STIP contains projects within these programs that contribute toward achievement of PD-14 and national performance measures targets. The table below illustrates how CDOT investment categories are linked to attain national performance measure targets for Safety (PM1), Asset Management (PM2), and System Performance/Freight/CMAQ (PM3).

Figure 3 – Investment to Performance Matrix

CDOT Investment Category	Anticipated Investment Allocation SFY 2025	Supported Performance Area
Capital Construction	\$826.9 million	PM1, PM2, PM3
Maintenance and Operations	\$530.5 million	PM1, PM2, PM3
Multimodal Services	\$67.8 million	PM3
Suballocated Programs	\$358.8 million	PM1, PM3
Other Programs	\$143.4 million	PM1
Colorado Bridge and Tunnel Enterprise	\$163.5 million	PM2

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CDOT Investment Category	Anticipated Investment Allocation SFY 2025	Supported Performance Area
Colorado Transportation Investment Office	\$127.4 million	PM3
Clean Transit Enterprise	\$18.1 million	PM3
Nonattainment Area Air Pollution Mitigation Enterprise	\$10.9 million	PM3
Colorado Fuels Impact Enterprise	\$15 million	PM3

PERFORMANCE MEASURES FOR TRANSIT

The federal FAST Act established rules regarding performance-based planning for transit and implemented by FTA Asset Planning rules 49 CFR Parts 625 and 630. CDOT has also adopted transit performance measures around mobility and asset management in its Policy Guiding Statewide Plan Goals and Objectives (PD 14.0).

Mobility

The mobility goal area includes transit measures and objectives in the areas of environmental impact and multimodal options. This goal area is intended to be achieved from 2021 to 2030.

Area	Measure	Objective
Environmental Impact	Percent and quantity of state transit fleet that are zero-emission vehicles (ZEV)	Work with other state departments, transit agencies, and electric utilities to meet the transit vehicle goals specified in the state's 2020 Electric Vehicle Plan to convert the state transit fleet to 100% ZEV by 2050, with an interim target of at least 1,000 ZEVs by 2030.

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Area	Measure	Objective
Multimodal Options	Bustang bus service ridership	Restore Bustang (I-25 and I-70 corridors) bus service ridership to pre-COVID-19 levels by the end of FY2020-21 and grow it 5% per year thereafter. A pre-COVID-19 level is defined as June 2021 ridership being equivalent to June 2019 ridership, knowing that an equivalent annual number was not attainable while COVID-19 was affecting service. June 2019 ridership was 19,189 passengers for the month, with a FY2018-19 total annual ridership of 238,000 riders.
Multimodal Options	Unlinked transit passenger trips for small urban and rural transit agencies	Increase unlinked passenger trips from small urban and rural transit agencies proportional to population growth levels from 2019 levels.

Progress Toward Achievement of Objectives

CDOT is undertaking efforts around the environmental impact goal area. With CDOT's leadership, education, and technical assistance regarding GHG emissions reductions and zero emission vehicles, transit agencies will play the central role in adopting new vehicle technologies when and where they make sense for their organizations and riders. Approximately 80 rubber-tired electric transit vehicles are in service across Colorado right now and dozens more are in the process of being funded and purchased.

The Bustang family of services recorded 279,834 boardings in 2023, a 25% increase over the previous calendar year. Notably, the Pegasus shuttle van service recorded 23,870 boardings in its first full year of operation between Denver and Avon. Daily service on the Bustang West Line and weekend service on the North and South Lines is expected to more than double by the end of 2024 in response to support from SB 22-180 and customer demand.

Unlinked passenger trips (UPT) for small urban and rural transit agencies is measured using data reported to the National Transit Database (NTD). COVID-19 related service changes caused declines in UPT when compared to pre-COVID-19 years. However, agencies saw significant increases in UPT in CY2022. There were 13.1 million UPT in

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CY2021. In CY2022, 18.2 million trips were provided by agencies in small urban and rural areas across Colorado. UPT is expected to increase again in CY2023 and return to pre-COVID-19 levels.

Safety

49 CFR Part 673 sets forth the standards for the FTA’s Public Transportation Agency Safety Plan. Such plans are completed by recipients of 5307 funds, some with the support of CDOT, and the safety performance measures and targets are reported in MPO TIPs.

Asset Management

This goal area includes small urban and rural agency assets as well as CDOT-owned Bustang and Bustang Outrider fleet vehicles. The performance measures and objectives are the same as those established by the FTA in its 2016 Transit Asset Management (TAM) Rule and incorporated into the 2018 Colorado DOT Transit Asset Management Group Plan (Group TAM Plan). The Group TAM Plan covers a four-year planning horizon (2018-2022); CDOT staff are updating it now for 2022-2026.

State of Good Repair (SGR) Performance Measures and Objectives for Capital Assets

Asset Category		Measure	Objective
Small Urban and Rural Assets	Rolling Stock	The percentage of revenue vehicles within an asset class that have either met or exceeded their useful life benchmark (ULB). ULB is the age at which an asset has reached the end of its economic useful life, specified in terms of asset age, mileage, and/or other factors	Less than or equal to performance levels in the Group TAM Plan
	Equipment	The percentage of service and maintenance vehicles (non-revenue) that have either met or exceeded their ULB	Less than or equal to performance levels in the Group TAM Plan
	Facilities	The percentage of facilities within an asset class rated below 3.0 on the FTA Transit Economic Requirements Model (TERM) scale	Less than or equal to performance levels in the Group TAM Plan
Bustang & Bustang Outrider Assets	Rolling Stock	The percentage of revenue vehicles within an asset class that have either met or exceeded their (ULB).	No more than 10%
	Facilities	To be determined and incorporated in the future	N/A

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Progress Toward Achievement of Objectives

For assets owned and operated by small urban and rural transit agencies, state of good repair performance is measured and calculated using data reported to the NTD. Performance is calculated for each asset class based on the total number of assets in a class and how many of those have met or exceeded the established useful life benchmark (ULB).

CDOT staff select projects and make funding decisions through a call for projects process. Projects funded in the FY2024-FY2027 STIP were selected and prioritized using the performance measures and targets in the Group TAM Plan and reported to the NTD. Generally, the projects selected are focused on the replacement or addition of transit buses, cutaways, minivans, and vans and transit facilities, which make up approximately 77% of the total assets. The projects selected for funding are improving performance in the largest asset classes.

Small Urban & Rural Area Agencies: Percentage (%) of Assets Beyond SGR

Asset Category	Asset Class	2021 Performance	2022 Performance	Total Assets 2022
Rolling Stock	AO – Automobile	34.38	33.33	21
	BR – Over-the-road Bus	12.86	11.67	41
	BU – Bus	26.68	28.24	340
	CU – Cutaway	23.89	22.32	327
	MV – Minivan	26.15	35.16	128
	SB – School Bus	100	100	1
	SV – Sports Utility Vehicle	12.5	15.15	33
	TR – Aerial Tramway	87.32	42.252	71
	VN – Van	14.42	19.672	61
Equipment	Automobiles	59.57	63.16	19
	Trucks and Other Rubber Tire Vehicles	27.66	32.05	78
Facilities	Passenger & Parking	2.78	0	36

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Asset Category	Asset Class	2021 Performance	2022 Performance	Total Assets 2022
	Administrative & Maintenance	10.26	11.11	36

The fleet vehicles used for Bustang and Bustang Outrider service are all model year 2015 and newer and, therefore, in a state of good repair. Funding decisions for Bustang and Bustang Outrider vehicles are currently based on service expansion needs and capital funds apportioned for the service.

Bustang & Bustang Outrider: Percentage (%) of Assets Beyond SGR

Asset Category	Asset Class	2021 Performance	2022 Performance	Total Assets 2022
Rolling Stock	BR – Over-the-road Bus	0	0	35
	CU – Cutaway	N/A	0	4
	VN – Van	N/A	0	12

PUBLIC REVIEW AND ADOPTION OF THE STIP

Public Involvement

The draft STIP document is released for public review and comment for a minimum of 30 days and includes a public hearing with the Transportation Commission. Any comments received during this period are incorporated, where appropriate, into the STIP prior to final adoption by the Commission. Once the STIP is adopted, it is forwarded to FHWA and FTA for final approval.

Copies of the draft STIP are made available on the CDOT website:

<https://www.codot.gov/programs/planning/transportation-plans-and-studies/stip>. In addition, an e-mail notification is sent to those people who have requested such notification for STIP development and amendment matters. Currently, there are over 700 recipients of this information. Public notices are also placed in local newspapers and county clerk offices. Written comments can be submitted via mail, e-mail, or through the CDOT website.

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CDOT utilizes [A Guide to the Transportation Planning and Programming Public Involvement Process](#) as its guidebook for implementing public involvement for the entire planning process, including the development of the STIP. During the development of the 2045 SWP, CDOT conducted multiple public meetings with each county and each Transportation Planning Region across the state to gather input on the various needs and priorities for each area. The information gathered has been used to determine the Goals and Strategies for the Statewide Plan, as well as select the projects for the 10-Year Vision for Colorado's Transportation System, and ultimately, this STIP document.

During development of this FY2025 – FY2028 STIP, CDOT Region Planning staff met regularly with TPRs and County officials in their areas. Additionally, staff met monthly with the TPRs and MPOs at the Statewide Transportation Advisory Committee (STAC) meeting and the Statewide MPO meeting. The STAC is comprised of representatives from each of the 10 rural TPRs, the five MPOs, plus the two Indian Tribes residing in Colorado, the Ute Mountain Ute Tribe and the Southern Ute tribe. These meetings allow communication amongst all of the TPRs and MPOs with CDOT and other planning partners. Discussions range from planning and policy issues to funding and environmental concerns for the state.

Also, during the fall of 2021 through late spring 2022, CDOT met with each TPR and MPO to discuss updates to the project priorities listed in the 10 Year Plan. During the same time frame, CDOT conducted multiple meetings for development of the Greenhouse Gas Rulemaking process. Each of these conversations in turn informed the planning process and project selection for the STIP.

Public Hearing and STIP Adoption

In addition to public involvement activities, the Commission conducts a public hearing to present information and to receive public comments on the draft STIP, per the public involvement guidelines and the 4P Guidelines. The hearing is held at the CDOT Headquarters Auditorium, during a regular Commission workshop or meeting. This allows the public another forum and opportunity to voice any concerns or submit comments on the draft STIP prior to its adoption. Any comments received are summarized for the Commission. Details regarding the public process can be found in Chapter 7.

After the public review and comment period closes, the Commission takes action to adopt the STIP. Once adopted by the Commission and approved by both FHWA and FTA,

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the FY2025 - FY2028 STIP will go into effect on July 1, 2024, and remain in effect until June 30, 2028, unless a new STIP is adopted prior to this date.

AMENDING THE ADOPTED STIP

Once adopted and approved, the STIP may be amended as needed. CDOT has developed amendment guidelines to provide consistency across the CDOT Regions. There are three types of changes that apply to the STIP: STIP Amendments, Administrative Modifications, and TIP Amendments and Modifications. Each type of change has a different set of criteria and requirements.

Adding a year to the STIP to maintain the four official STIP years recognized by FHWA and FTA constitutes a STIP update and will require re-adoption of the STIP by the Transportation Commission, and approval by FHWA, and FTA. This process typically takes place during the spring of each calendar year with the new STIP taking effect at the beginning of the state fiscal year on July 1.

STIP Amendments

A STIP Amendment is any major change to a Regionally Significant project, including addition to or deletion from the STIP, major change to cost, initiation dates, or scope, or a major change to STIP Program amounts or revenues. This type of change requires public review, re-demonstration of fiscal constraint and Transportation Commission approval. Once the STIP amendment is approved by the Commission, it is forwarded to FHWA and FTA for their concurrence.

STIP Amendments will be processed as needed; however, STIP Amendments themselves occur rarely, due to the fact that most of the major transportation projects in Colorado are located within MPO boundaries. This means that the MPO will process an amendment to their TIP, and CDOT will then include the change administratively in the STIP after the MPO has adopted the change.

Administrative Modifications

A STIP Administrative Modification is any minor change to a Regionally Significant project, including a minor change to cost, initiation dates, or scope, or a minor change to STIP Program or Regional Sub-Program amounts. This type of change does not require public review, re-demonstration of fiscal constraint, or Transportation Commission approval. Administrative Modifications occur on an as-needed basis.

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Changes to Non-Regionally Significant projects constitute neither a STIP Amendment nor STIP Administrative Modification. Program Lists identify the Non-Regionally Significant projects included within STIP Programs or Regional Sub-Programs.

TIP Amendments

A TIP amendment to a Regionally Significant project or to a STIP Program or Regional Sub-Program is processed as either an Amendment or Administrative Modification, depending on guidance set in place by the MPO where the project is located. All Amendments and Administrative Modifications processed by an MPO are then incorporated administratively into the STIP.

Reconciliation of the STIP

The Department consults with the FHWA, FTA, and MPOs as needed to reconcile the STIP, to show updated project and program information, as well as to verify that fiscal constraint has been maintained.

The STIP Amendment guidelines now incorporate procedures to ensure open communication between CDOT and its planning partners, especially with regard to matching STIP project information with TIP information. CDOT staff now meets regularly with MPO staff to verify and validate projects for both documents, including transit and multi-modal projects.

Detailed information regarding the amendment and modification process may be found [here](#).

STIP ACCOMPLISHMENTS and MAJOR PROJECTS

One of the primary purposes of the STIP is to provide transparency to the public for transportation projects across the state. More than just a list of projects, the STIP provides a bird's eye view of how vital a cohesive transportation system is for the movement of people and goods within and through Colorado. As we close out the FY2024 – FY2027 STIP it is important to note the accomplishments made during this STIP cycle.

Below are highlights from a few of the major projects and initiatives currently underway in Colorado.

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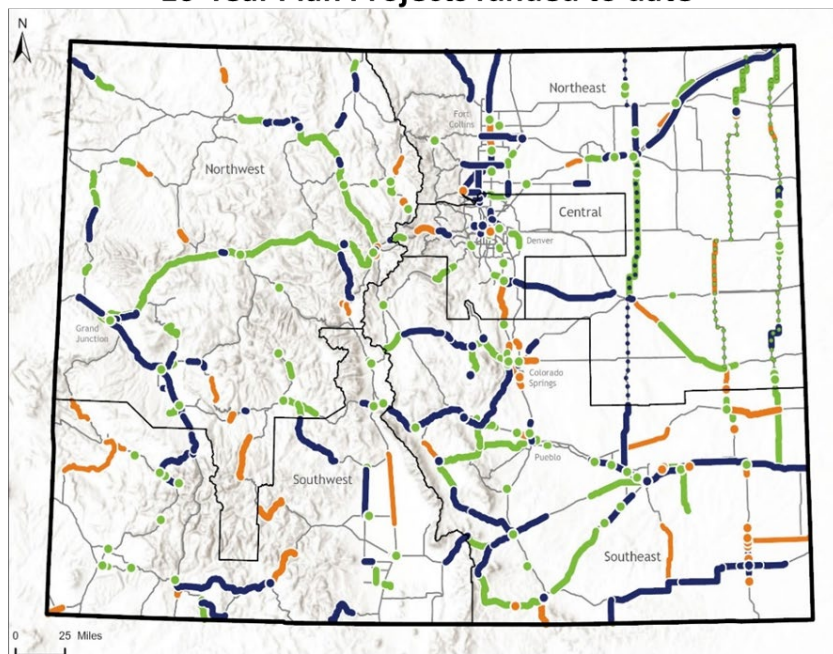
10-Year Plan

Since the creation of the 10-Year plan, CDOT has been hard at work delivering and planning the projects that our neighbors helped identify and made possible by legislative funding initially provided in SB267.

Going into the fifth year of CDOT's current 10-year plan:

- 100% of the projects in the first four years of the plan are complete or underway
- Over 50% of the full 10-year plan is now complete or in progress
- The department completed 23 projects from its 10 Year Plan in 2022 and put out 16 projects from the plan for bid.

10-Year Plan Projects funded to date



Under Construction or Complete Planned for 2022-2026 Planned for 2027 and Beyond

*Dotted line indicates rural paving improvements at targeted locations along the corridor.

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I-70 Floyd Hill

With construction scheduled to begin on the mainline in the spring of 2023, the project will make much-needed improvements along eight miles of I-70. In September 2022, CDOT was awarded a \$100 million grant from the Infrastructure Investment and Jobs Act (IIJA). This is more than CDOT has received through any prior single grant from the U.S. Department of Transportation. The project is also anticipated to receive funding through the Colorado Transportation Investment Office (CTIO) to explore additional funding options, such as Express Lanes.. Early action projects are underway, and these improvements will save users travel time for weekend trips and decrease the number and severity of crashes through more consistent traffic flow and speeds.

Major elements of the project include:

- Adding a third westbound travel lane on I-70
- Constructing a missing frontage road connection
- Adding an eastbound auxiliary lane to the uphill section of Floyd Hill
- Improving interchanges and intersections
- Improving design speeds
- Improving the Clear Creek Greenway
- Environmental mitigation for wildlife connectivity, air and water quality, stream conditions and recreation

I-25 North – Denver Union Station to SH14

The North Interstate 25 (I-25) Corridor Project is a 61-mile corridor that extends from Denver north to the Fort Collins/Wellington area. Improvements to the corridor are needed to enhance mobility, provide modal alternatives, correct geometric deficiencies, improve safety and accessibility, and replace aging and obsolete infrastructure. The project extends across the boundaries of the Denver Regional Council of Governments (DRCOG) Metropolitan Planning Organization (MPO), the Upper Front Range (UFR) Transportation Planning Region (TPR), and the North Front Range Metropolitan Planning Organization (NFRMPO).

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Additionally, communities along the I-25 North corridor are expanding rapidly, contributing to major economic growth in northern Colorado. The Colorado Department of Transportation is supporting this growth by delivering the expansion of I-25 North. Improvements are currently underway along I-25 between Berthoud and Fort Collins (with more to come from Mead to Berthoud), including:

- Construction of northbound and southbound Express Lanes with HOV option from CO 56 to just past Prospect Road.
- New interchange construction with lengthened bridges to accommodate additional I-25 lanes at Prospect Road, US 34, CO 402, CO 60, CO 56, and Weld County Road 34.
- Reconstruction of the Great Western Railroad bridges, bridges over the Cache la Poudre River, Hillsboro Frontage Road bridge, Little Thompson River bridges, Big Thompson River bridges, and Larimer County Road 20.
- Reconstruction of the Port of Entry 2,000 feet south of current location for improved interstate operations.
- Operational improvements of on- and off-ramps at Harmony Road.
- Replacement of the Kechter Road bridge and elevation of the I-25 crossing at Kechter to rebuild to city standards.
- New mobility hub with center lane bus slip ramps for Bustang, expanded Park-n-Ride lot, and creation of a new pedestrian and bicycle access under I-25 at Kendall Parkway.

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- Frontage Road improvements at CO 402 and CO 56, addition of roundabouts, and relocation and widening of the current Park-n-Rides.

Greenhouse Gas Rules

CDOT completed the process for developing rules for Greenhouse Gases. These Rules are codified in Section 8 of [2 CCR 601-22](#) – Rules Governing Statewide Transportation Planning Process and Transportation Planning Regions. These Rules were adopted by the Colorado Transportation Commission on December 16, 2021.

Completed and Discontinued/Delayed Projects

In Fiscal Year 2024, CDOT was able to complete 531 transportation projects with a total cost of \$1.3 billion. In addition, CDOT discontinued or delayed 5 projects. The reasons for discontinuing or delaying a project vary widely as priorities change or expected funding falls short.

CONCLUSION

Colorado has prided itself with having a grassroots planning process since 1992, when the Colorado General Assembly passed legislation to transition the Department of Highways to the Colorado Department of Transportation. This change coincided with the federal authorization bill titled the Intermodal Surface Transportation Efficiency Act, or ISTEA, which was passed by Congress in 1991.

Since that time, Colorado has strived to be a national leader in transportation planning and project selection in order to meet the state’s ever-changing needs. This goal takes on a greater meaning when you consider the input that CDOT seeks from its planning partners – the TPRs, MPOs, FHWA and FTA, and the general public.