



# COLORADO

## Transportation Commission

2829 W. Howard Place  
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**DATE:** February 12, 2020  
**TO:** Transportation Commission  
**FROM:** Herman Stockinger / Charles Meyer  
**SUBJECT:** FASTER Safety Mitigation Policy Update

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### Purpose and Action

To request that the Transportation Commission approve updates to Policy Directive 704.0 (Policy Governing the Efficient Use of FASTER Revenue) which reflect FASTER Safety Mitigation Program updates.

### Details

On January 26, 2016, Policy Directive 704.0 established the FASTER Safety Mitigation Program which is charged with improving highway safety through the use of FASTER Safety funds in accordance to § 43-4-802(2)(b), C.R.S.

On April 18, 2018, it was requested that the Commission approve FSM funding allocations to Regional funding pools instead of the past practice of allocating to a statewide funding pool. The Commission concurred and subsequently approved that the portion of FASTER Safety funds to the FASTER Safety Mitigation Program be maintained through regional pools. (Resolution #TC-18-05-04). It was also requested that the Commission allow the CDOT FSM program staff to reassess the program's project selection process, criteria, and program performance measures and make policy update recommendations, to which the Commission agreed.

Since then, the FSM program working group has evaluated the program from Fiscal Year (FY) 2015 through FY 2018 for potential areas of improvement within the process of selecting and approving projects for FSM funding. Through this evaluation process, the working group observed the following key potential areas for improvements:

- Project Scoring and Selection Criteria
- Criteria for Preventative and Systemic Safety Priorities

The current criteria can be limiting in measuring safety project effectiveness. The only measurable controlling metric is the minimum benefit to cost ratio, which is determined by the Executive Steering Committee. Although benefit-to-cost can be an effective measurement for selecting projects to address crash histories, our stakeholders and regions wanted to also address high-risk issues that did not necessarily have a crash history.

Many safety improvements that were preventative or systemic could not be allowed in the FASTER Program. Examples of those mitigations include:

- Pedestrian Improvements - signing, beacons, raised medians and islands
- Guardrail upgrades - complying with MASH
- Systemwide improvements - wrong way detection, signal backplates



- Corridor improvements - more extensive rumble strips, cable rail
- Enhanced Curve signing and delineation

Therefore, criteria were needed to equitably evaluate preventative and systemic projects with projects addressing crashes. In order to address this, it is proposed that section V(2)(c)(4) of Policy Directive 704.0 be modified from "*The proposed project meets the minimum benefit-to-cost ratio as determined by the FSM Executive Steering Committee.*" to "*The proposed project meets the minimum scoring criteria which includes a benefit to cost ratio as determined by the FSM Executive Steering Committee.*"

Updating this language removes benefit cost as the sole determining criteria for project eligibility. The updated scoring criteria will factor all metrics listed in section V(B)(1)(b) in the Procedural Directive 1504.1 (FASTER Safety Mitigation Program). This includes metrics that specifically address preventative and systemic safety priorities. This would allow FSM funding to be applied towards roadways that have higher risk factors (narrow shoulders, sharp curvature, limited sight distance, more exposure to vulnerable roadway users), but not necessarily the observed crash history that would meet the minimum benefit to cost ratio when evaluated for eligibility. This would lead to more roadside safety improvements (guardrail, signing, rumble strips, etc.) along low volume rural roads as well as more projects that can benefit pedestrian and bike safety (pedestrian crossing islands, rectangular rapid flashing beacons, road diets, etc.) in urban and suburban areas.

The working group determined that by improving these key areas of the program will better support CDOT's vision of *Zero Deaths* by providing a better process to select effective safety projects and by improving planning through setting appropriate performance measures. This was subsequently presented to the Executive Steering Committee which has since supported these proposed updates to the policy and procedures.

#### Attachments

Policy Directive 704.0 Update



<b>COLORADO DEPARTMENT OF TRANSPORTATION</b>		<input checked="" type="checkbox"/> <b>POLICY DIRECTIVE</b> <input type="checkbox"/> <b>PROCEDURAL DIRECTIVE</b>
<b>Subject</b> <b>Policy Governing the Efficient Use of FASTER Revenue</b>		<b>704.0</b>
<b>Effective</b> <del>02.19.2020</del> 01.26.16	<b>Supersedes</b> n/a	<b>Originating Office</b> OFMB/ <del>TSM&amp;O</del> Chief Engineer/DTD/DTR

### I. PURPOSE

The purpose of this Policy Directive is to allocate FASTER funding and set forth the criteria the Department must follow to select eligible projects in order to effectively and efficiently use FASTER revenue.

### II. AUTHORITY

Transportation Commission pursuant to § 43-1-106(8)(h), C.R.S.

§ 43-4-801, *et seq.*, C.R.S. “Funding Advancement for Surface Transportation and Economic Recovery” “FASTER”

§ 43-4-206(3), C.R.S.

§ 43-1-117.5, C.R.S.

§ 43-4-811, C.R.S.

§ 43-1-1104(1)(b), C.R.S.

### III. APPLICABILITY

This Policy Directive applies to all divisions, offices and regions of the Colorado Department of Transportation, and where applicable, to the Bridge Enterprise and the High Performance Transportation Enterprise.

### IV. DEFINITIONS

“Asset Management Executive Oversight Committee” shall mean an advisory committee comprised of members of CDOT executive management who advise on the Asset Management Program.

“DTR” shall mean the Division of Transit and Rail established pursuant to § 43-1-117.5, C.R.S. within the Colorado Department of Transportation.

“FASTER Safety Project” shall mean a construction, reconstruction, or maintenance project that enhances the safety of a state highway and may include all aspects of delivering a safety mitigation project: planning, financing, study, analysis, designing, engineering, mitigation, acquisition, contracting, installation, and construction activities that result in repair, reconstruction, new construction, maintenance, or operation of a highway to enhance safety. The definition of FASTER Safety Project shall apply to all road or road related improvements set forth in § 43-4-803(14), C.R.S.

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This definition shall include projects referred to as “FASTER Safety Asset Management Project” and “FASTER Safety Mitigation Project.”

“FASTER Safety Mitigation Executive Steering Committee” shall mean an advisory committee comprised of members of CDOT executive management who will review and approve FASTER Safety Mitigation projects.

“Statewide Transit Project” shall mean a Transit Project or Transit Related Project that provides services or benefits to a substantial portion of the state.

“Transportation Commission” or “Commission” shall refer to the Commission established pursuant to § 43-1-106, C.R.S.

~~“Transit and Intermodal Committee” or “T&I Committee”~~ **“Mobility Systems Committee”** shall mean the committee comprised of members of the Transportation Commission with oversight of the Division of Transit and Rail.

**Commented [DS1]:** This is changing to “Mobility Systems Committee”

## V. POLICY

A. The Transportation Commission (hereinafter “Commission”) shall determine the funding allocation and criteria by which projects eligible for FASTER funding are selected.

### 1. Office of Financial Management and Budget (“OFMB”) Oversight of FASTER Revenues

- a) The Commission shall oversee OFMB’s allocation of FASTER revenue by reviewing and approving the annual budget and budget supplements pursuant to § 43-1-106~~5~~(8)(h), C.R.S.
- b) The OFMB shall allocate and reconcile FASTER revenue provided to the Department of Transportation. The allocation shall be made to the following programs:
  - (1) Pursuant to § 43-4-811, C.R.S., \$5 million annually to the DTR to provide grants to local governments for local transit projects;
  - (2) Pursuant to § 43-4-206(3), C.R.S., \$10 million annually to statewide transit projects administered by the DTR;
  - (3) Pursuant to direction of the Commission, a portion of FASTER Safety revenue shall be allocated to safety-related Asset Management program; and
  - (4) Pursuant to direction of the Commission, the FASTER Safety Mitigation Program shall receive the balance of the FASTER Safety fund after distribution to the FASTER Transit Program and Asset Management program.
  - (5) All FASTER Bridge Safety surcharge revenues shall be distributed to the Statewide Bridge Enterprise.
- c) The OFMB shall use the process and methodology set forth in Procedural Directive 704.1 “Financial Management of FASTER Revenues” to accurately and efficiently track FASTER

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revenues from revenue forecasting, annual budget setting, program allocation, project budgeting, project funding and expenditure to reconciliation.

- d) The OFMB shall continue to utilize both SAP (CDOT’s financial management system) and CORE (the state financial management system) to account for all FASTER revenues received, allocated and budgeted throughout CDOT.
- e) For all projects using FASTER funding, if the project exceeds the approved budget by the amount specified in Policy Directive 703.0, the process set forth in Policy Directive 703.0 must be followed.

**2. FASTER Safety Mitigation Projects**

- a) The Commission herein creates the CDOT FASTER Safety Mitigation Program which is charged with improving highway safety through the use of FASTER Safety funds in accordance to § 43-4-802(2)(b), C.R.S.
- b) The Commission determines what types of projects and components of projects are considered eligible to be funded. Construction, reconstruction or maintenance projects that enhance the safety of a state highway by reducing the severity and number of highway crashes are considered eligible projects for the FASTER Safety Mitigation Program. The Commission further determines that eligible project components may include all aspects of delivering a safety mitigation project: planning, financing, study, analysis, designing, engineering, mitigation, acquisition, contracting, installation, and construction activities that result in repair, reconstruction, new construction, maintenance, or operation of a highway to enhance safety.
- c) The Commission further defines eligible FASTER Safety Mitigation Projects as projects that meet the following criteria:
  - (1) Applicant is either a CDOT region or an eligible public entity with authority to enter into a contract with CDOT;
  - (2) Sufficient information is provided in the application for analysis of the program criteria;
  - (3) The application demonstrates that the proposed project addresses a safety need related to Colorado’s state transportation system; and
  - (4) The proposed project meets the minimum ~~benefit to cost ratios~~ scoring criteria which includes a benefit to cost ratio as determined by the FSM Executive Steering Committee.
- d) The Commission directs the FASTER Safety Mitigation Program to select FASTER eligible projects with the goal of reducing the severity and number of highway crashes and working toward zero deaths for all users.

**Commented [DS2]:** This removes benefit cost as the sole determining safety criteria for project eligibility. Scoring will factor all metrics mentioned in PD 1504.1, including benefit cost.

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- e) The Commission further directs that the FASTER Safety Mitigation Program use the scoring metrics set forth in Procedural Directive 1504.1 to develop the projects for inclusion in the Statewide Safety Mitigation Plan.
- f) The Commission herein directs the FASTER Safety Mitigation Executive Steering Committee to review and approve projects to be funded under this program.
- g) The FASTER Safety Mitigation Program with the support of the Division of Accounting and Finance shall compile an annual report and provide it to the FASTER Safety Mitigation Executive Steering Committee and the Commission in order to assess the effectiveness of the FASTER Safety Mitigation Program.

**Commented [DS3]:** Clarification on how metrics are being used in PD 1504.1

**3. FASTER Safety Asset Management Projects**

- a) The Commission herein recognizes that a number of CDOT asset classes within the Asset Management Program have such a clear nexus to safety that it is appropriate for an amount of FASTER Safety funds to be utilized to fund projects within those asset classes.
- b) Eligible asset classes to use FASTER Safety funds include Geohazards, Signals, Culverts, Tunnels, and Surface Treatment. All projects that meet the definition of FASTER Safety Project are eligible for funding. Inspection programs within the asset classes are not eligible for FASTER Safety funds.
- c) The Commission herein directs the Asset Management Executive Oversight Committee to prioritize the eligible asset classes for FASTER Safety Asset Management Program funds.
- d) CDOT Division of Transportation Development with the support of the Division of Accounting and Finance will compile an annual report and present it to the Asset Management Executive Oversight Committee and the Commission in order to assess the effectiveness of the FASTER Safety Asset Management Program.

**4. FASTER Transit Projects**

- a) The Commission, having oversight of the DTR, determines what types of projects and components of projects are considered eligible to be funded.
- b) The Commission directs that the Department fund FASTER Transit Projects from the “local” or “statewide” pool of FASTER revenues based on the following sub-pool structure.

Local Pool

- \$4.1 Million small agency<sup>1</sup> capital expenses
- \$0.9 Million large urban<sup>2</sup> capital expenses

<sup>1</sup> This excludes Mountain Metropolitan Transportation in Colorado Springs, Transfort in Fort Collins, and RTD in the Denver Metro area.

<sup>2</sup> This includes only Mountain Metropolitan Transportation in Colorado Springs, Transfort in Fort Collins.

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\$5.0 Million Local Pool

Statewide Pool

\$1.0 Million for DTR Administration, Planning, Technical Assistance  
 \$3.0 Million for CDOT Interregional Express (IX) Bus Service (aka Bustang)  
 \$1.0 Million Operating Assistance for Other Regional / Interregional Bus Service  
 \$3.0 Million for large urban capital expenses (RTD)  
 \$2.0 Million Statewide Competitive Capital Pool

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\$10.0 Million Statewide Pool

c) Pursuant to Resolution TC#3167, the funding criteria set forth above must be reconsidered and approved or modified prior to the distribution of FY 2019 FASTER funding. The DTR shall recommend continuation or modification of the statewide and local pool allocations set forth above on or before April 30, 2017.

d) The Commission further directs that eligible FASTER Transit Projects must meet the following criteria:

Statewide Pool	Local Pool
Extent to which project provides statewide or interregional services or benefits.	Criticality
Extent to which project is multimodal in nature.	Financial capacity
Extent to which project provides regional services or benefits.	Financial need
Criticality	Project impacts
Financial capacity	Readiness
Financial need	
Project impacts	
Readiness	

e) The Commission directs the DTR to base its selection of FASTER Transit Projects on the metrics set forth in Procedural Directive 1608.1.

f) The DTR Director shall approve the FASTER Transit Projects following the procedure set forth in Procedural Directive 1608.1.

g) Procedural Directive 704.1 outlines CDOT's management of FASTER Transit funding. For projects that exceed the approved project budget by the amount specified in Policy Directive 703.0, DTR shall submit the FASTER Transit Project to the OFMB, which will then include the project in the budget supplement request and submit it to the Commission utilizing the process set forth in Policy Directive 703.0.

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h) The Transit and Intermodal Mobility Systems Committee (“~~T&I Committee~~”) shall advise the DTR on any proposed changes to the FASTER Transit metrics.

**Commented [NM4]:** This is changing to “Mobility Systems Committee”

i) The T&I Mobility Systems Committee shall review quarterly reports submitted by DTR which contain the expenditures and status of all FASTER funded projects and the reconciliation of FASTER funding.

j) DTR shall annually apprise the T&I Mobility Systems Committee of the Transit Projects recommended for FASTER funding for the next fiscal year.

k) DTR shall submit any proposed changes in funding for FASTER Transit Projects to the OFMB, which shall include the request in the budget supplement pursuant to Policy Directive 703.0.

l) FASTER Transit Projects shall be tracked by the DTR budget analyst and the OFMB in SAP as set forth in Procedural Directive 704.1 and 1608.1. The Commission directs DTR staff to work with the OFMB to routinely reconcile transit revenue expenditures and other transfers in and out of the Transit Fund.

**VI. IMPLEMENTATION PLAN**

A. This Policy Directive shall be effective immediately upon signature. The Office of Policy and Government Relations shall post this Policy Directive on CDOT’s intranet as well as on public announcements.

B. Each Originating Office shall provide within one week of the effective date a copy of this Policy Directive to all employees within their respective division/office. The Directive shall also be disseminated to all members of Executive Management Team to be provided to all staff impacted by its requirements.

**VII. Review Date**

This Policy Directive shall be reviewed on or before April 2017~~October 2024~~.

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Herman Stockinger  
Transportation Commission Secretary

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Date