Transportation Planning in Colorado:

CDOT Planning Manual

February 28, 2025





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COLORADO

Department of Transportation

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Introduction

This manual summarizes Colorado's transportation planning and decision-making processes, and provides detailed information on specific programs, funding, and resources. It introduces transportation planning processes and provides quick look-up information, web links, and references for transportation professionals.

Transportation Planning 101: Overview Of Transportation Planning

This section introduces the performance-based transportation planning process in Colorado including descriptions of transportation planning regions, agencies, and stakeholders involved in statewide and regional planning. This section includes links to online resources, tools, and planning products.

Transportation Planning 102: Transportation Funds and Programs

This section provides an overview of how Colorado finances transportation projects and how CDOT invests transportation funds, including descriptions of priorities, programs, and performance-based funding decisions.

Transportation Planning 103: Planning, Programming, and Project Selection

This section describes the major activities, plans, and planning products that CDOT is responsible for, including descriptions of statewide and regional priorities and project selection processes.

You do not have to read this entire document in order to properly understand the CDOT planning process. Please take advantage of the Table of Contents links to pertinent sections, and to links throughout this document to other CDOT & planning partner information.

Transportation Planning 101: Overview Of Transportation Planning

How do state and local agencies make multi-million-dollar decisions to fix a bridge, pave a roadway, improve highway safety, or connect communities by expanding active transportation and transit systems? Long before construction crews start work on a project, transportation planners at the Colorado Department of Transportation (CDOT) are looking ahead to solve transportation problems today and well into the future.

What is CDOT's Role in Planning?

CDOT's mission is to provide the best multimodal transportation system for Colorado that most effectively and safely moves people, goods, and information.

CDOT provides for the safe and efficient movement of people, goods, and information throughout Colorado. CDOT manages an annual budget of $1.7 billion dollars (as of 2024) with significant responsibilities for Colorado's extensive transportation system. CDOT is responsible for designing, constructing, operating and maintaining state highways, managing infrastructure assets, conducting multimodal planning, and improving highway safety.

Colorado's state highway system extends more than 23,000 highway lane miles, 3,447 bridges, and 22 tunnels. This system handles 33 billion vehicle miles of travel each year. CDOT manages grants and assists with planning for urban and rural public transit agencies and human service transportation providers. CDOT supports and operates the Bustang interregional bus transit service with over a quarter-million passenger trips each year. CDOT is also starting to plan for expanded passenger rail, both along the Front Range and into the northwest mountains.

Why Do We Plan?

CDOT plans for future investment so that the best solutions for transportation problems can be identified and because there are never enough funds for every project that is important in every community. CDOT and its planning partners must prioritize spending on projects that provide the greatest benefits at the lowest costs. Transportation planning is a deliberate, thoughtful, and structured process to help make these decisions. CDOT's plans are also performance-based, which ensures that its limited funding is applied to the right project, for the right purpose, at the right time.

Performance based planning is the process that identifies the objectives to measure the success of CDOT's efforts to improve Colorado's transportation system with a vision for the future. Performance objectives serve to measure progress in achieving that vision. Projects often take years of commitment, work, and funding to finish. Planning provides a starting point and steps necessary to implement those projects and improvements.

Plans also provide clear performance rationale for investment decisions. The public, partners, and elected officials can review performance objectives of a plan and understand how a project helps meet objectives and why it is important to fund. CDOT is constantly measuring progress toward plan goals and choosing projects that best support performance objectives.

What Is Transportation Planning?

Planning is a continual process to make better decisions that support CDOT's mission of efficiently moving people, goods, and information. This process starts by asking Coloradans how best can we make our transportation safer, fix priority problems, and expand transportation options for everyone. The answers are often complicated, but involving the public, local officials, and stakeholders in discussions about transportation helps CDOT learn what is important for Colorado communities.

Planning relies on comprehensive data to understand both current and future conditions on the transportation system and its surrounding environment. Planners work to forecast future economic conditions, where people will live and work, and how they might use a transportation system 20-25 years in the future. These broad trends identify needs for the current and future system, and highlight solutions to address those needs.

Once these needs are established and challenges identified, CDOT's performance-based planning process provides a transparent framework to decide which projects to fund. Using public input, data analysis, local context, and revenue projections, performance goals and objectives for transportation programs are established.

Funding is then distributed in a manner to best achieve those performance objectives. Planners and engineers examine how each project aligns with priorities and how well it helps solve a problem. The most efficient and effective projects rise to the top. There are many good projects, but not all can be funded. The planning process takes time and involves many people, but it results in an understandable and performance-based framework to make decisions and invest limited funds.

Planning is guided by a complex set of federal and state regulations and restricted by requirements on how, when, and where money is spent. This guidebook summarizes how planning is governed, conducted, and funded, CDOT's role, and who is involved in planning Colorado's future transportation system.

What Governs Transportation Planning?

Federal and state regulations guide the transportation planning process, but local goals and experiences shape the outcome. The role of the federal government is to provide funding, guidance, oversight, and standards.

CDOT's role is to comply with federal and state guidelines, conduct planning processes, lead local involvement, and make investment decisions. The State of Colorado provides substantial funding for transportation, while laws and policy govern how that money is invested.

In metropolitan areas, Metropolitan Planning Organizations (MPOs) receive federal funding, coordinate project selection, and make decisions about long-term planning and performance objectives.

In non-metropolitan areas, the Transportation Planning Regions (TPRs) provide input to CDOT on performance planning and project selection.

Federal Transportation Planning Laws

The U.S. Congress periodically authorizes transportation funding through legislation that also provides overall guidance for transportation planning: The U.S. Department of Transportation (DOT) implements legislation by establishing specific regulations and requirements. The Federal Highway Administration (FHWA) and Federal Transit Administration (FTA) then oversee the planning and investment activities of CDOT and the MPOs to ensure they comply with regulations.

President Biden signed the Infrastructure Investment and Jobs Act (IIJA), aka Bipartisan Infrastructure Law (BIL), into law in November 2021. This law authorizes $1.2 trillion for transportation and infrastructure spending, with $550 billion of that figure going toward "new" investments and programs.

CDOT and regional planning partners must also adhere to the requirements of other major federal laws including the following:

- the National Environmental Policy Act (NEPA),
- the Clean Air Act,
- the Clean Water Act,
- the Civil Rights Act,
- the Americans with Disabilities Act (ADA) and
- Metropolitan, Statewide and Non-Metropolitan Transportation Planning.

Colorado Transportation Planning Governance

The Colorado General Assembly enacts laws that guide state and regional planning. Colorado state statutes clarify some aspects of statewide and regional transportation planning and decision-making. State law provides the framework for the formation of regional planning commissions, emphasizes cooperation between CDOT and regional partners, sets public participation requirements, defines factors that must be considered in state and regional plans, and creates statewide transportation advisory committees.

The Governor-Appointed Transportation Commission of Colorado adopts policies and procedures for transportation planning within the state.

Greenhouse Gas (GHG) Transportation Planning Standard

In December 2021, the Transportation Commission voted to approve a groundbreaking new rule, the GHG Transportation Planning Standard, which will reduce pollution and greenhouse gas (GHG) emissions from the transportation sector, improve air quality and reduce smog, and provide more travel options for Coloradans. This standard is one of several transportation strategies identified in the state's Greenhouse Gas (GHG) Pollution Reduction Roadmap, and is a key requirement established in the 2021 state transportation funding bill (SB260).

The GHG Transportation Planning Standard requires CDOT and the state's five metropolitan planning organizations (MPOs) to create transportation plans that provide more travel choices, resulting in reduced GHG emissions. MPOs must use sophisticated travel models to make this determination for different years in the future, and the emission goals differ for each agency and metro region. CDOT's 10-Year Vision Plan is compliant with the new standard and helps lower GHG emissions while getting Coloradans where they need to go.

The Carbon Reduction Program was established by the Infrastructure Investment and Jobs Act (IIJA),and required CDOT and the state's MPOs to develop and submit a Carbon Reduction Strategy to FHWA by November 2023. FHWA has considered Colorado's strategy to be a model for other states to emulate.

Equity in Transportation Planning

Transportation Equity ensures that all individuals, regardless of socioeconomic status or location, have fair and equal access to transportation services and infrastructure, promoting inclusivity and reducing disparities in mobility opportunities. CDOT is creating a "Transportation Equity Assessment Map and Scorecard (TEAMs)" tool that will help stakeholders to look more holistically at disadvantaged areas within each region during the planning process. The TEAMs tool is still in development as of this writing, but please contact CDOT for more information: cdphe_ej@state.co.us

The CDOT Office of Environmental Justice & Equity collaborates with Region Civil Rights Offices throughout Colorado to foster equality in CDOT's transportation contracting processes. CDOT's Statewide Civil Rights Team promotes equal treatment of and access for all individuals to CDOT programs and activities. CDOT also makes reasonable modifications to policies, practices, and procedures in an effort to ensure CDOT programs are accessible to individuals with disabilities and to ensure nondiscrimination against persons with disabilities.

Managing For Performance at CDOT

The Moving Ahead for Progress in the 21st Century Act (MAP-21, and continued under the IIJA) introduced new guidelines for incorporating performance management into state and regional planning processes. Performance management links long-term planning and short-term project selection by setting performance objectives and applying performance data when making decisions.

Federal legislation requires CDOT to track and report on performance measures, set targets for those measures, and link investments to performance goals. CDOT must invest federal funds in projects that support those targets and ensure minimum performance thresholds and condition standards are met.

CDOT's current performance management system supports national goals as well as state priorities. Managing for performance helps CDOT make decisions that maximize limited transportation funding. CDOT's Annual Performance Plan links the Department's mission to national and state goals and describes short-term focus areas and long-term strategic policy initiatives. In summary, CDOT develops performance measures and tracks progress towards goals and objectives.

CDOT's current performance management system supports national goals as well as state priorities. Managing for performance helps CDOT make decisions that maximize limited transportation funding. CDOT's Annual Performance Plan links the Department's mission to national and state goals and describes short-term focus areas and long-term strategic policy initiatives. In summary, CDOT develops performance measures and tracks progress towards goals and objectives.

The Colorado Transportation Commission monitors CDOT's efforts to improve in key goal areas:

- **Advancing Transportation Safety** – No matter where you're going or how you're getting there, Colorado is committed to providing you a safe and efficient transportation network so you arrive at your destination safely.
- **Fix Our Roads** – Prioritize strategic investments in Colorado's highways to improve infrastructure conditions.
- **Sustainably Increase Transportation Choice** – Provide alternatives to single occupancy vehicle travel that increase choices and reduce air pollution from transportation.

CDOT's Policy Directive 14 (PD 14) aligns with goals and concepts from the Infrastructure Investment and Jobs Act (IIJA) of 2021, as well as Colorado's Greenhouse Gas Pollution Reduction Roadmap, Senate Bill (SB) 23-016, and House Bill (HB) 19-1261.

PD 14 establishes performance measures and target achievement levels for each goal area. The number and rate of traffic fatalities and serious injuries, for example, are performance measures for safety. The performance objectives and targets in these goal areas help implement the Statewide Transportation Plan and the 10-Year Vision Plan by guiding transportation investments in the Statewide Transportation Improvement Program (STIP) and the annual budget. CDOT reviews and updates PD 14 with each planning cycle.

CDOT's Transportation Planning Process

CDOT conducts transportation planning through a collaborative process that relies on data and public input to help determine where Colorado is now, where it's going in the future, what it wants to achieve, and how to get there. This process is continually improving and evolving as new data and tools become available, as new issues and challenges are encountered, and as new partners get involved.

CDOT conducts a comprehensive, multimodal, and performance-based transportation planning process that meets federal and state requirements. Members of the public are involved throughout the process, and state agencies, regional agencies, and local governments cooperate closely. The planning process results in key products and policies that determine what investments are made and where. In metropolitan areas, MPOs conduct the transportation planning process in cooperation with CDOT.

CDOT relies on a variety of partners in its planning process. These partners include federal agencies, other state agencies, Metropolitan Planning Organizations (MPOs) in urban areas, Transportation Planning Regions (TPRs) in rural areas, oversight and advisory committees, tribal governments, a wide variety of stakeholder groups, and the traveling public. Planning partners are discussed further in the Who is Involved in Planning? Section of this guide.

CDOT's planning cycle is a continuous process, as shown in Figure 1:

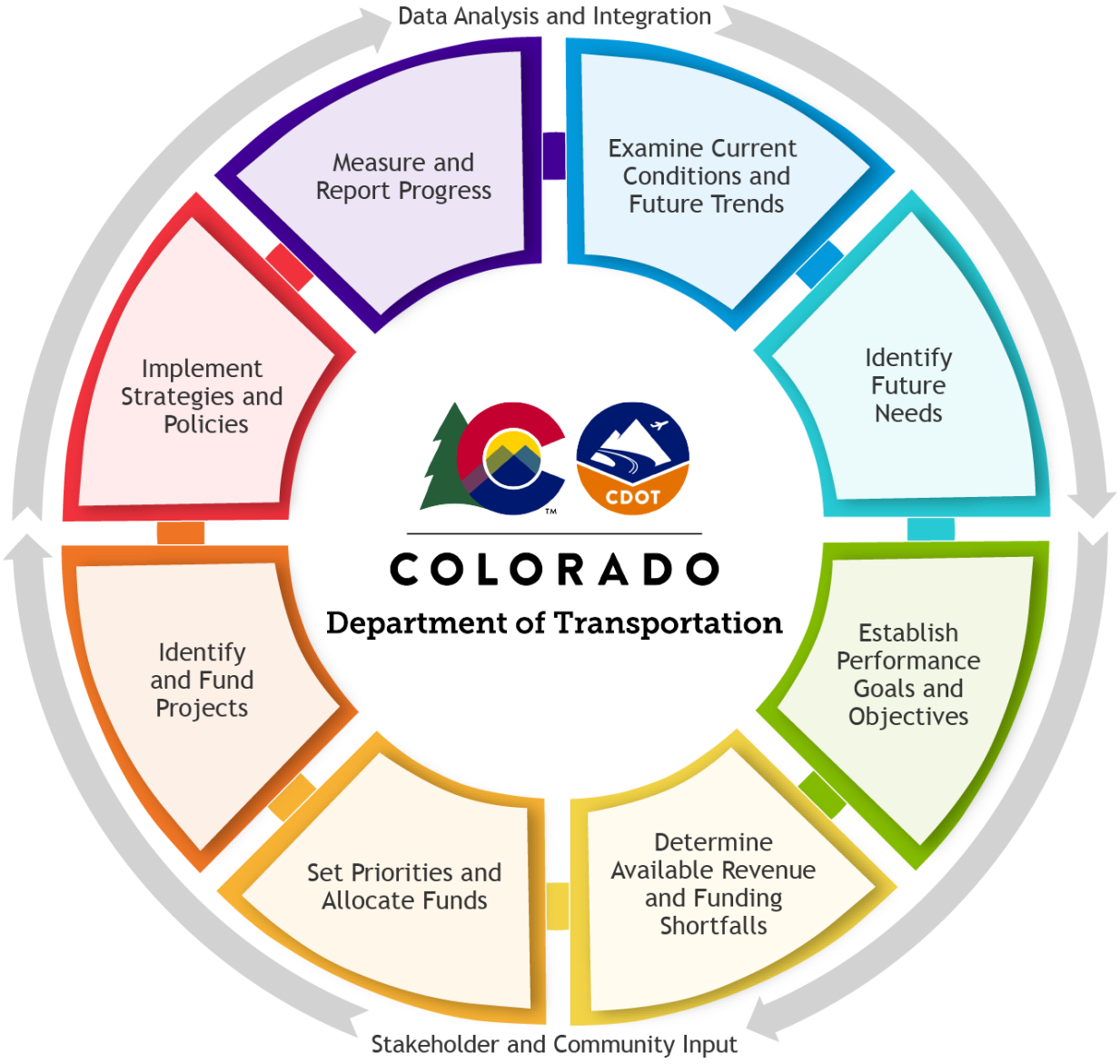


Figure 1: CDOT Planning Cycle

In general, CDOT adopts a new or updated Statewide Transportation Plan every four years. Throughout plan development, members of the public, elected officials, and planning partners participate and provide input. CDOT's Division of Transportation Development leads the planning process in partnership with CDOT Engineering Regions and other CDOT Divisions. Transportation Planning Regions throughout the state each have distinct roles and responsibilities in the transportation planning cycle, such as:

- Examine current conditions and future trends in travel, economic growth, freight movement, population growth, development patterns, safety, environmental context, and customer demands.
- Identify future needs such as capacity, mobility, reliability, safety, and maintenance and examine demands on the system for all transportation modes.
- Establish performance goals and objectives that address needs and support the public vision for the future of transportation.
- Determine available revenue and funding shortfalls. Estimates of funding levels and gaps determine what level of investment is possible in the future.
- Set priorities and allocate funds to programs and focus areas in support of overall performance goals and objectives. Many funds are restricted to certain uses by federal and state regulations.
- Identify and fund projects that support performance objectives. Projects are identified with input from the public and planning partners and evaluated for how well they meet future needs and support performance objectives.
- Implement strategies and policies that support performance goals and objectives. Not all investments are projects, some are programs and policies that improve decision-making.
- Measure and report progress toward performance goals and objectives. Performance measurement provides transparency and is a critical source of feedback in the next iteration of the planning cycle.

Each statewide planning cycle results in new or updated plans such as the following:

- Statewide Transportation Plan,
- Regional Transportation Plans,
- 10-Year Vision Plan, and
- Statewide Transportation Improvement Program.

Colorado's performance-based transportation planning process is covered in more detail in the Transportation Planning 101: Planning, Programming, and Project Selection section of this guide.

Who is Involved in Planning?

CDOT engages partners and stakeholders representing a wide range of interests in all regions of the state. Statewide and regional transportation planning depends on the active involvement of individuals, agencies, and organizations to guide decision-making. These stakeholders are summarized here and described in more detail in the Transportation Planning 102: Revenue and Funding Programs section of this guide. Figure 2 shows the key groups with whom CDOT coordinates planning activities.



Figure 2: CDOT and its Transportation Planning Partners

Local Governments and Regional Planning Partners

CDOT involves local officials, cities, counties, tribal governments, transportation planning organizations, and other stakeholders and agencies throughout the planning process. Needs and issues from all areas of the state, both rural and urban, are incorporated into statewide planning through local and regional stakeholder outreach.

Regional transportation planning in Colorado is conducted within each of 15 Transportation Planning Regions (TPRs), whose boundaries are determined in state planning rules and are based on having similar transportation needs and issues. Local governments within each TPR usually participate in a Regional Planning Commission (RPC)

that is incorporated through an Intergovernmental Agreement (IGA) for the purpose of conducting transportation planning in their region. CDOT coordinates with each RPC in statewide transportation planning. Details and contact information for each RPC and planning region is available through CDOT's TPR at a Glance document.

Metropolitan Planning Organizations (MPOs) - MPOs are federally mandated urban transportation planning organizations that serve the role of RPC for the five urban TPRs that include a Census urbanized area with a population of 50,000 or more people. MPOs are responsible for developing Long Range Regional Transportation Plans that guide the use of transportation funding within each region.

The five MPOs in Colorado include the following:

1. Pikes Peak Area Council of Governments (Colorado Springs)
2. Denver Regional Council of Governments (Greater Denver Area)
3. North Front Range MPO (Greeley, Fort Collins, Loveland)
4. Pueblo Area Council of Governments (Pueblo)
5. Grand Valley MPO (Grand Junction)

Rural Transportation Planning Organizations - Transportation planning within the rural TPRs are conducted by an RPC, whose members include the local governments within each TPR. These organizations provide CDOT with valuable understanding of regional context and local transportation concerns, and which help target public involvement activities and focus planning efforts. The ten Rural TPRs in Colorado include the following:

6. Eastern
7. Southeast
8. San Luis Valley
9. Gunnison Valley
10. Southwest
11. Intermountain
12. Northwest
13. Upper Front Range
14. Central Front Range
15. South Central

Colorado's Transportation Planning Regions (TPRs) as of Summer 2024 are shown in Figure 3. More information is available in the TPR at a Glance document.

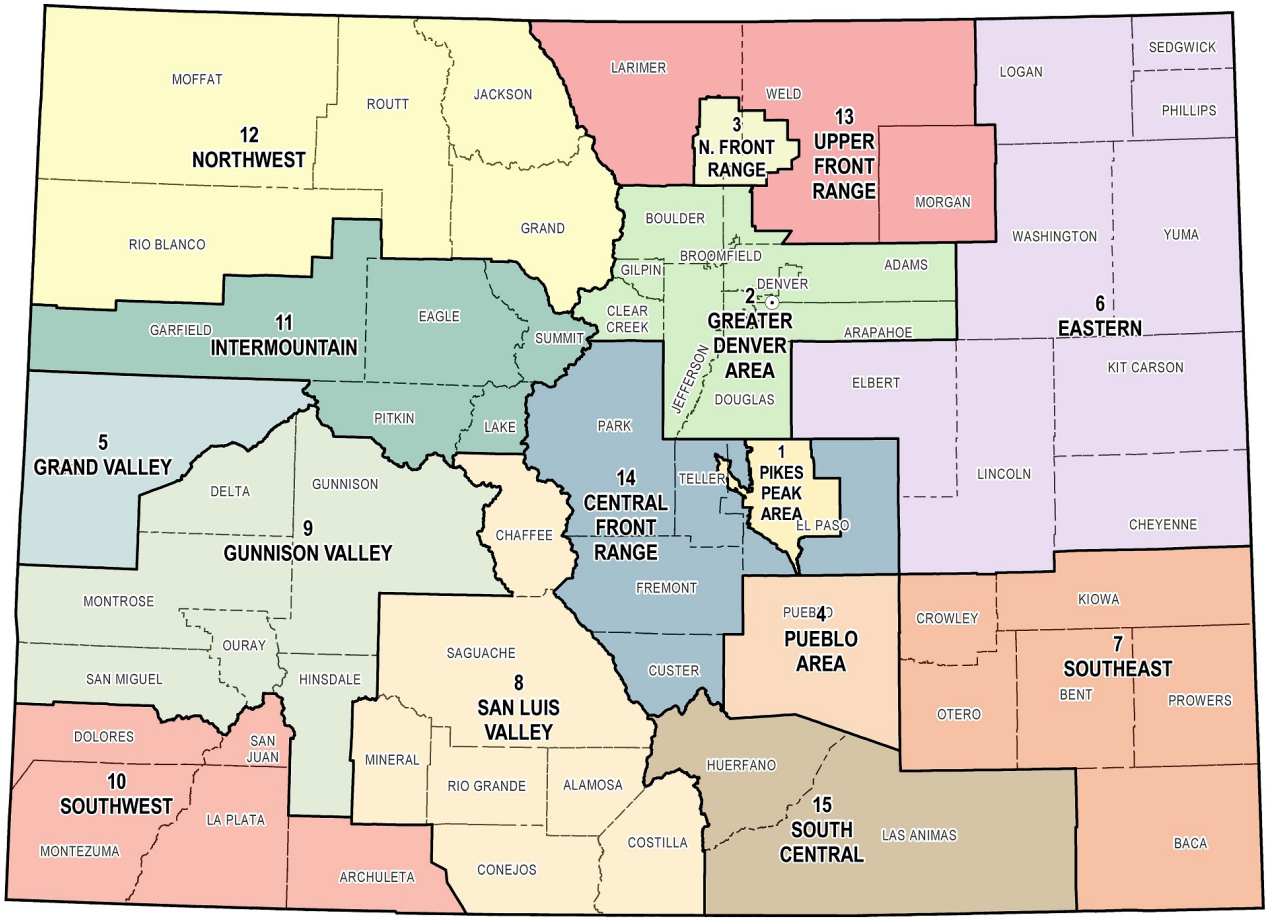


Figure 3: Map Of Colorado's Urban (1-5) and Rural (11-15) Transportation Planning Regions (TPRs)

Oversight and Advisory Committees

Transportation Commission of Colorado (TC) - CDOT manages the state's transportation system under the direction of the Colorado Transportation Commission. The commission includes 11 commissioners appointed by the Governor to represent both urban and rural areas of the state, as shown in Figure 4.

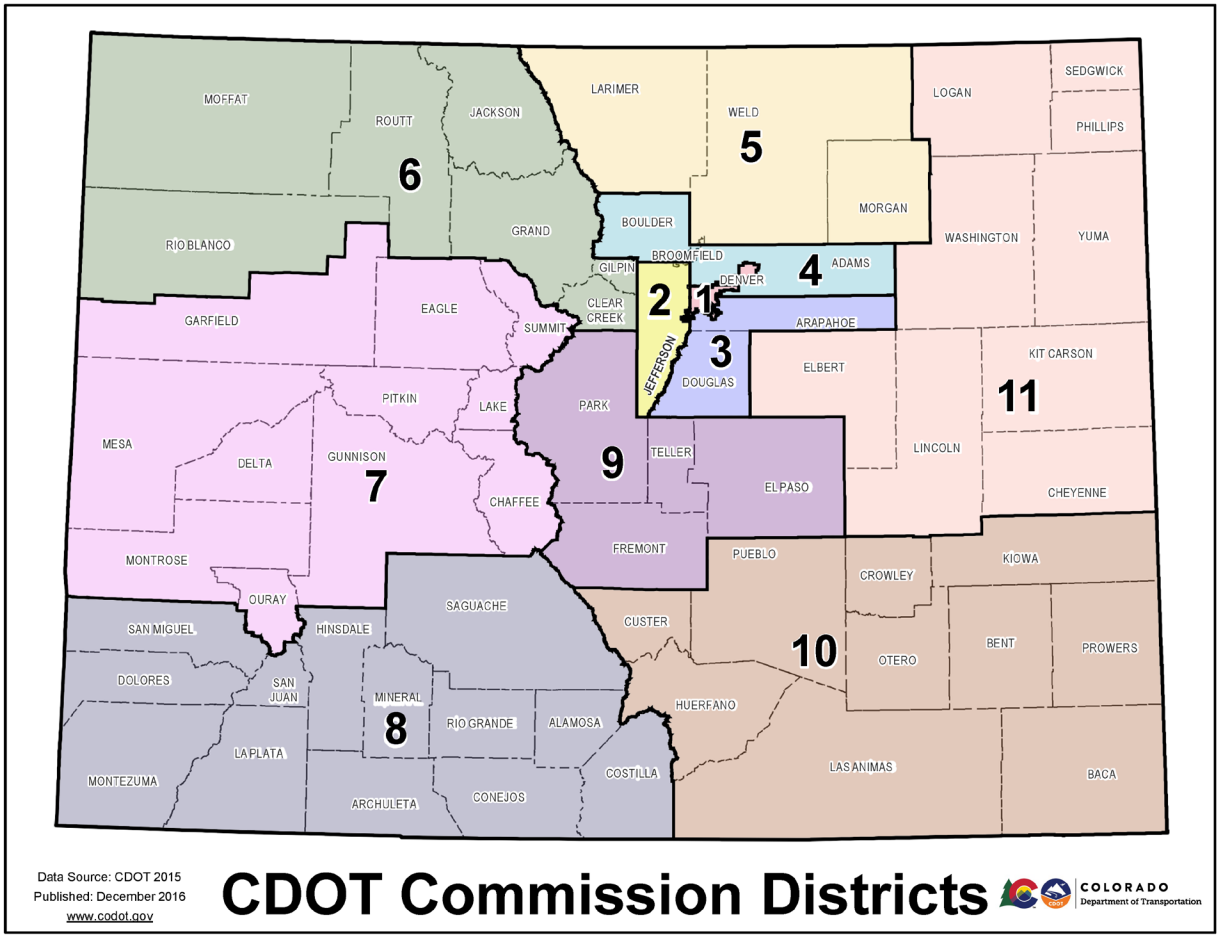


Figure 4: Map of Transportation Commission Districts of Colorado

Transportation Commission responsibilities include approval of the statewide transportation plan and statewide transportation improvement program; adopting CDOT budgets and approving expenditures; advising the Governor and Legislature on transportation issues; and, adopting policies on CDOT management and decision processes.

Statewide Transportation Advisory Committee (STAC) - Created in state statute, the STAC provides regional perspectives on transportation issues. STAC members include one representative from each TPR and Tribal Government. Representatives often include local elected officials and planning staff. The STAC provides a forum for discussion of state and regional transportation issues and a means to advise CDOT and the TC on policies and programs.

Statewide MPO Committee (SWMPO) - The Statewide MPO committee meets monthly to address topics that specifically pertain to metropolitan planning and transportation challenges and provides a forum for Colorado's MPOs to communicate and collaborate on beneficial initiatives.

Transit and Rail Advisory Committee (TRAC) - The TRAC was formed in 2011 to advise the Division of Transit and Rail. TRAC members include representatives from public and private transit providers, railroads, local agencies, and public stakeholders. The TRAC provides advice and decision-making on public transit and freight and passenger rail policies and priorities. A member of the TRAC serves as representative on STAC.

Freight Advisory Council (FAC) - Formed in 2015, the FAC guides CDOT on freight issues and coordinates with private sector partners. The FAC provides a platform for freight industry representatives, businesses, and the public to coordinate on freight issues and advise CDOT.

Transportation Environmental Resource Council (TERC) - CDOT and FHWA formed the TERC in 2002 to provide a forum for local, state, tribal, and federal agencies to discuss state transportation decisions and plan for environmental stewardship.

Colorado Aeronautical Board (CAB) - Created by state statute in 1991, the CAB includes seven members appointed from specific geographic areas of the state and defined aviation constituencies. Under the direction of the CAB, CDOT's Division of Aeronautics administers the Colorado Aviation Fund, which includes statutory aviation fuel tax reimbursements to airports, and a discretionary grant program to support aviation infrastructure, safety and education. The CAB also oversees the Division's preparation of the State Aviation Systems Plan.

Federal Agencies

The Federal Highway Administration (FHWA) administers federal highway funding programs and regulates transportation planning and investment activities. FHWA approves expenditure and reimbursement of federal funds by CDOT. State and regional transportation plans and planning activities are governed by federal laws and regulations and are reviewed by FHWA.

The Federal Transit Administration (FTA) administers federal transit funding and oversees planning and operations of transit agencies. FTA provides grants and distributes funds directly to transit agencies and approves funds that are passed through CDOT to local transit agencies.

CDOT involves other federal agencies throughout the planning process, including land management, environmental resource, and regulatory agencies. Planning activities are also coordinated with state agencies responsible for safety, trade, economic development, demographics, and energy.

Stakeholder Groups

Traveling Public includes all users of CDOT infrastructure: drivers, transit users, commercial transport and freight shippers, bicyclists, pedestrians, and others.

Local and Regional Organizations like the Colorado Municipal League, Colorado Counties, Inc., Club 20, and Progressive 15 are engaged in transportation planning and policy making.

Advocacy Organizations like Bicycle Colorado, Colorado Association of Transit Agencies (CASTA), Colorado Motor Carriers Association (CMCA), environmental organizations, Disproportionately Impacted (DI) Community Organizations, and others are often represented in planning efforts and are consulted on transportation issues specific to user groups.

CDOT Organization

CDOT's operations are organized into Divisions, Branches, Offices, and Regions that focus on specific functions and roles. CDOT is also organized into five Engineering Regions that are responsible for planning, design, construction, maintenance and operations of the state highways within that geographic area, as shown in Figure 5.

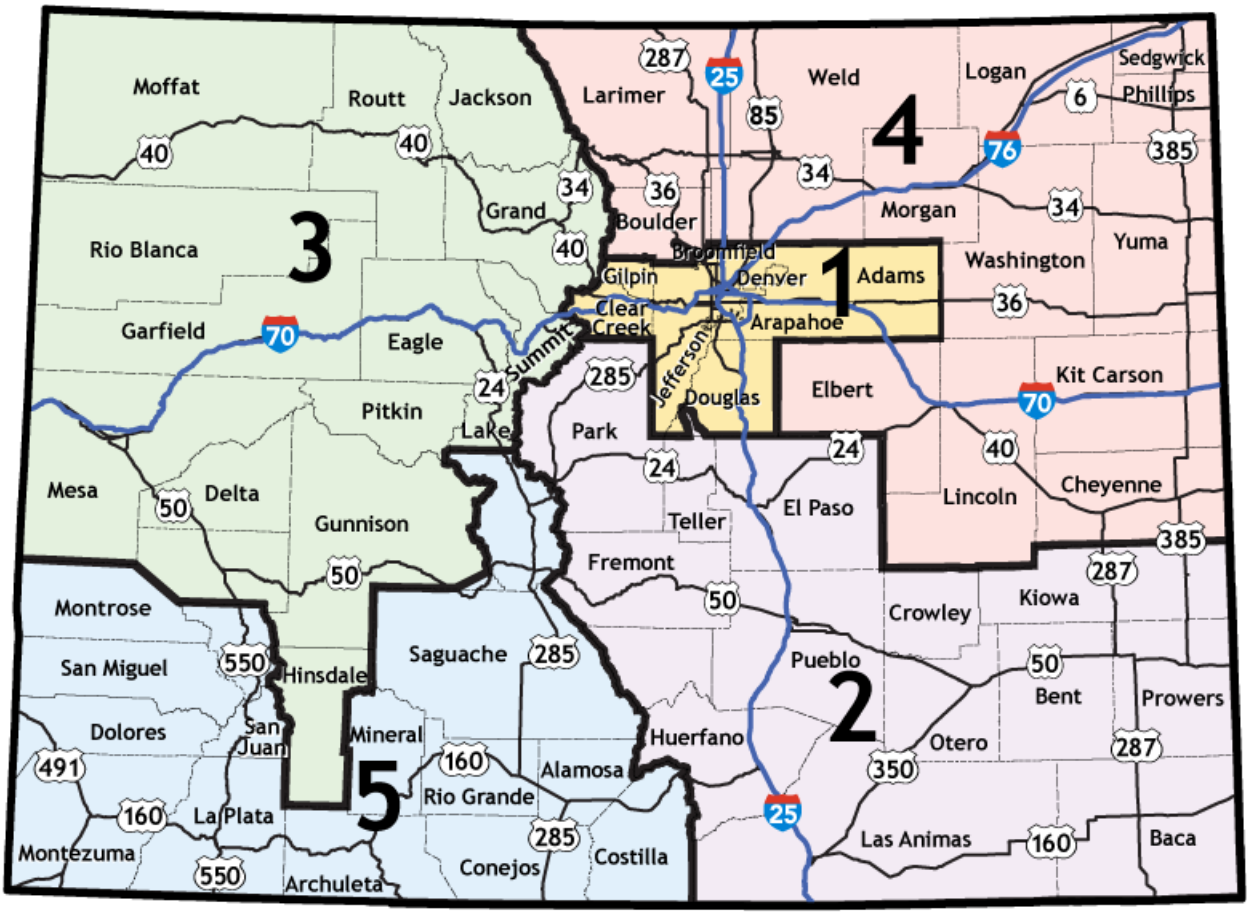


Figure 5: Map of CDOT Engineering Regions

CDOT is connected to several transportation enterprises (businesses owned by the State of Colorado), but each enterprise has its own structure and management.

Click here to view a current CDOT Organizational Chart.

CDOT Planning Roles

Colorado's multimodal transportation planning process relies on coordination with planning partners. Internal coordination on planning issues occurs among CDOT Regions and Divisions. Most statewide and regional planning processes are coordinated by the Multimodal Planning Branch within the Division of Transportation Development. Key CDOT divisions have various planning responsibilities:

- Division of Transportation Development (DTD) – Coordinates planning activities at all levels. DTD is responsible for integrating planning products from different regions and divisions, engaging the public and planning partners, providing data and analysis, and formulating policy.
- Office of Innovative Mobility (OIM) – Works to reduce pollution in Colorado's air and congestion on its roads by expanding multimodal transportation options and using traditional and emerging mobility technologies.
- Division of Transit and Rail (DTR) - Crafts policies and priorities on transit and rail issues. DTR is responsible for the planning, developing, operating, and integrating of transit and rail into the statewide transit system.
- Office of Transportation Safety (OTS) – Develops and manages programs to prevent crashes and injuries on Colorado's transportation system. OTS is responsible for the Strategic Transportation Safety Plan.
- Office Of Environmental Justice & Equity - Manages equity programs, small business certifications, and civil rights compliance requirements for engineers, contractors, consultants, local agencies, & transit agencies.
- Division of Aeronautics – Under the direction of the Colorado Aeronautical Board, the Division prepares the State Aviation Systems plan, and administers the Colorado Aviation Fund to provide discretionary grants to develop aviation infrastructure and to promote aviation safety and education.
- CDOT Engineering Regions – Engineering Regions coordinate the planning, design, construction, maintenance, and operations within their area of the state. Regional planning staff support planning efforts and communicate with citizens, local jurisdictions, and elected officials.

Planning Information and Tools

All public planning information is available through CDOT's "Your Transportation Priorities" website.

A screen capture of this website shown in Figure 6.

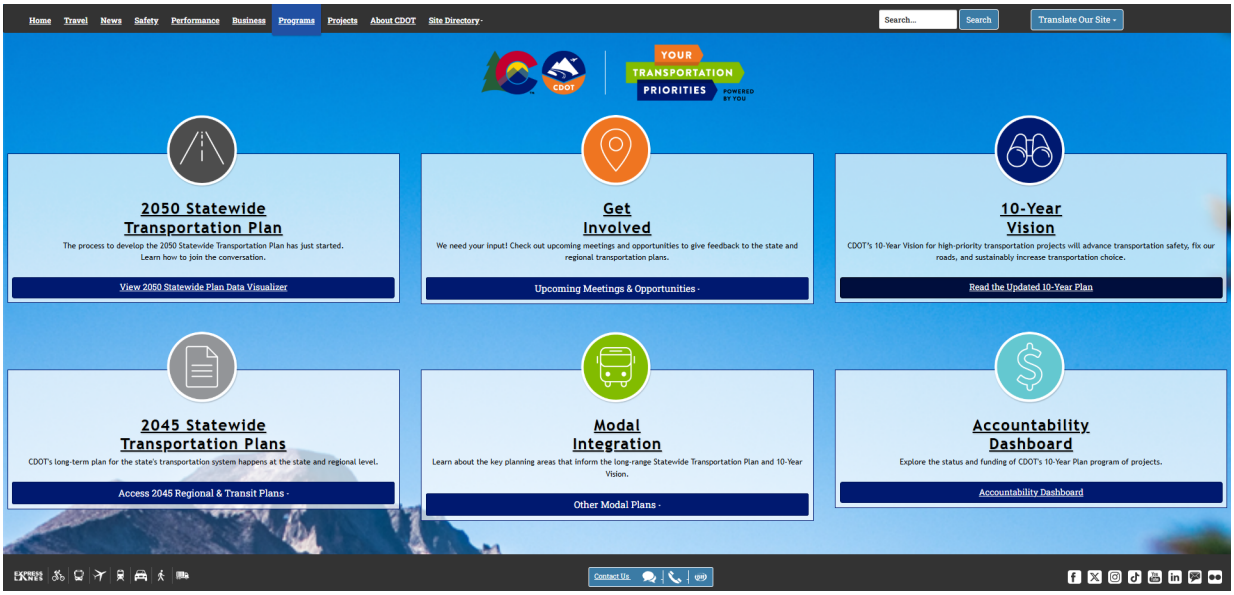


Figure 6: CDOT "Your Transportation Priorities" website

CDOT also makes data available for planning, infrastructure, maintenance, traffic & safety, boundaries, environmental, and other needs through its 2050 Long Range Transportation Plan Visualizer.

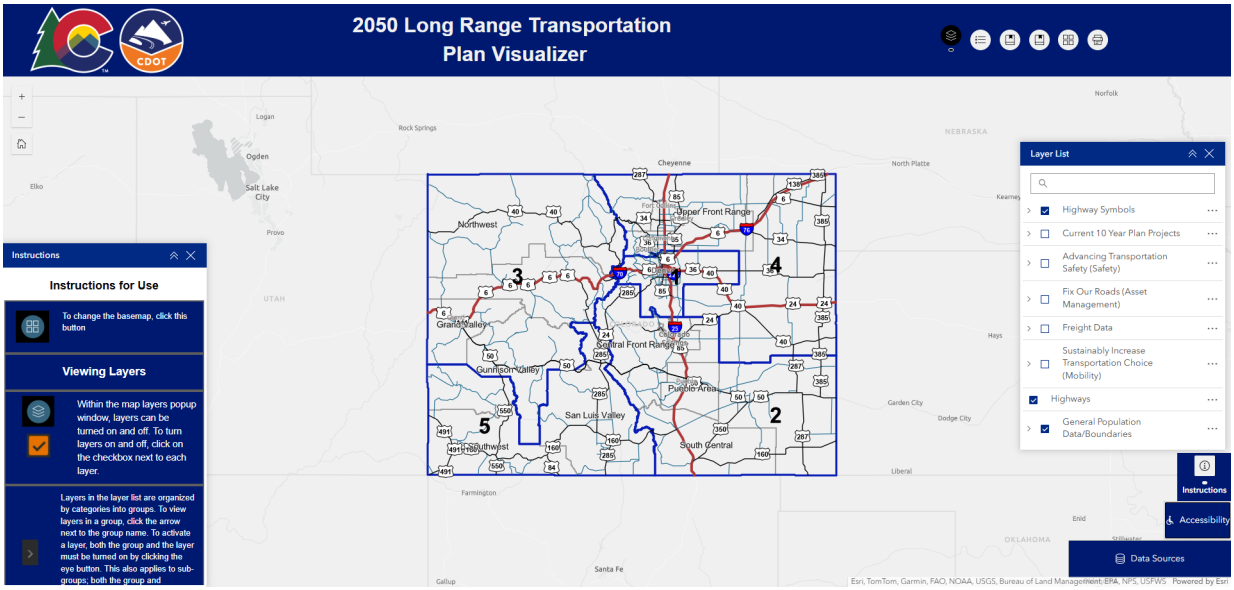


Figure 7: CDOT "2050 Long Range Transportation Plan Visualizer" website

Transportation Planning 102: Revenue and Funding Programs

This section provides an overview to help answer frequently asked questions on transportation finance:

- How does Colorado fund transportation?
- Where does CDOT invest?
- How are funding decisions made?

Further detail on transportation revenues, funding programs, and investments can be found in CDOT's Statewide Transportation Plan, Annual Budget Narratives, and Accountability Dashboard.

How Does Colorado Fund Transportation?

Funding for transportation in Colorado comes from taxes and fees paid by users of the state and national transportation system. Major sources of federal and state revenues include vehicle fuel taxes, vehicle registration fees, vehicle user fees, grants, and enterprise revenues.

Colorado has faced numerous transportation funding challenges in recent years. These challenges are a result of the declining purchasing power of flat fuel taxes, rising construction costs, and increasing demands on existing infrastructure. The Taxpayers Bill of Rights (TABOR) and other rules have placed notable restrictions on what Colorado can spend to maintain its transportation system since the early 1990s. Investments in future expansion projects have been limited by rising maintenance costs and preservation needs.

Federal Revenue Sources

CDOT's largest funding source is the federal Highway Trust Fund (HTF). This fund is appropriated by the U.S. Congress to support state projects on federal-aid highways and for transit projects. HTF revenue sources include gas tax, special fuel tax (mostly diesel), tire tax, heavy vehicle use tax, and federal vehicle sales tax. HTF funding is distributed by the Federal Highway Administration and Federal Transit Administration to the states.

HTF revenues have fallen short of funding all highway spending since the early 2000s. HTF currently requires transfers from the U.S. Treasury's general fund for full transportation funding of programs/grants, and now requires major legislation (e.g., MAP-21, FAST, IIJA/BIL, etc.).

Not all federal transportation funds are allocated to CDOT; some are provided directly to MPOs or to regional and local agencies as grants. Federal funds are assigned to various programs, each of which have different purposes and restrictions on how money is used. These restrictions are often referred to as the "color of money."

The largest source of revenue for transportation in Colorado are state and federal fuel taxes. The U.S. Congress last raised the federal fuel tax in 1993 to the current rate of 18.4 cents per gallon.

In Colorado, the current fuel tax rate is 22 cents per gallon and was last adjusted in 1992. Colorado's tax rate is below the national average and less than many neighboring states. As of 2022, the state with the highest tax rate is Pennsylvania and the lowest is Alaska. State fuel taxes are shown in Figure 8.

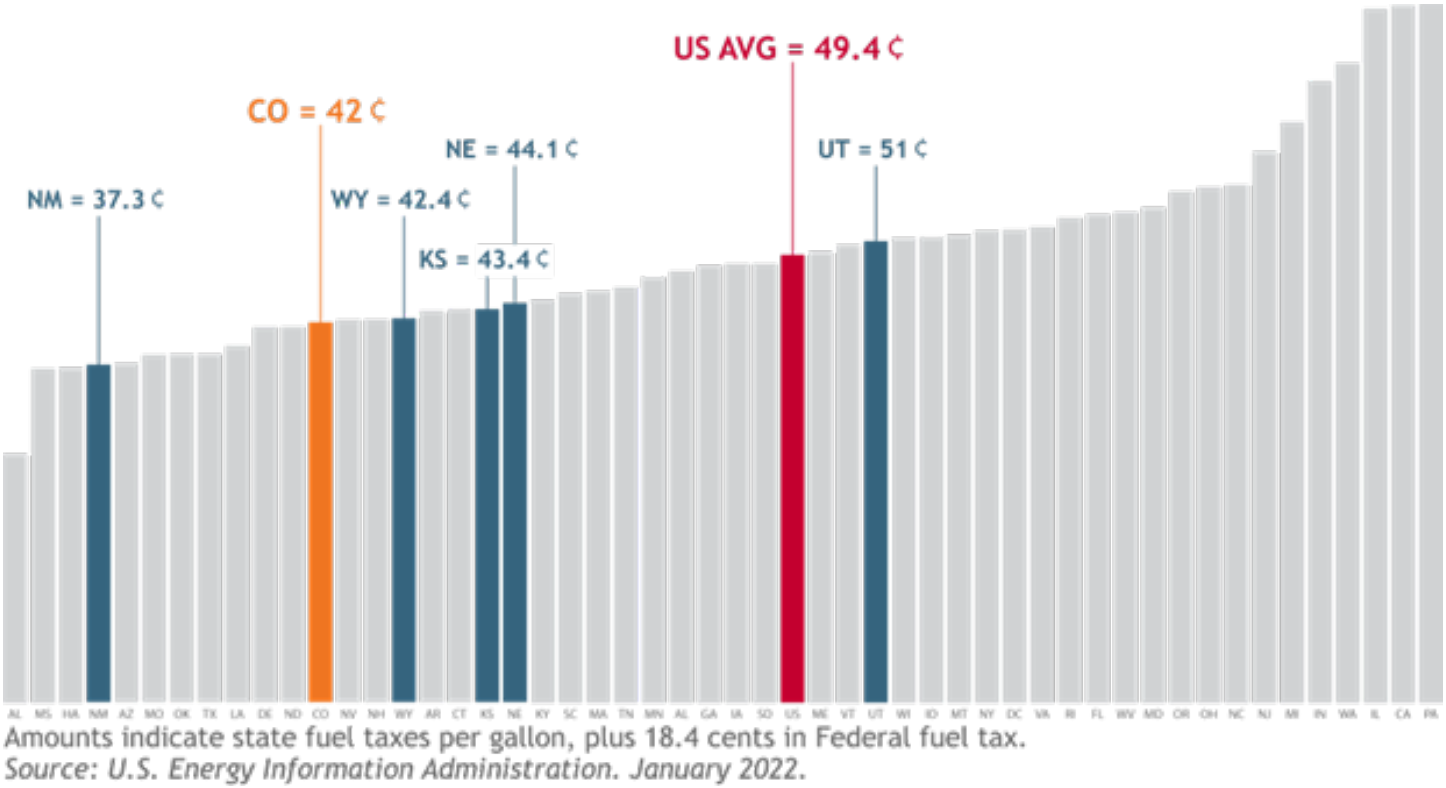


Figure 8: Federal and State Fuel Taxes (per gallon) as of 2022

Fuel taxes are based on the volume of fuel sold and do not adjust with changes in price per gallon paid at the pump. Colorado does not raise more revenue with increases in fuel prices. As today's vehicles become more fuel-efficient (and even electrified), less fuel is purchased even though people may be driving more. As a result, tax revenues grow more slowly than overall increases in travel volumes and infrastructure needs.

In response to these challenges, the Colorado General Assembly provided additional one-time funding for the maintenance and expansion of the state's highway system through several General Fund transfers and SB17-267 Lease-Purchase agreements. While this one-time funding helped fund critical projects statewide, it only provided temporary support to the CDOT budget.

Senate Bill 21-260 (Sustainability of the Transportation System, 2021) created several new fees to increase CDOT's funding and provide long-term support for construction and maintenance operations. These new revenue sources include fuel fees (on top of the fuel tax), electric vehicle fees, retail delivery fees, and ride-sharing fees, and are set to increase with inflation. SB21-260 also provides CDOT with a number of new General Fund transfers and funding from the American Rescue Plan Act.

Figure 9 shows CDOT's Final Budget Allocation Plan for FY 2024-25.

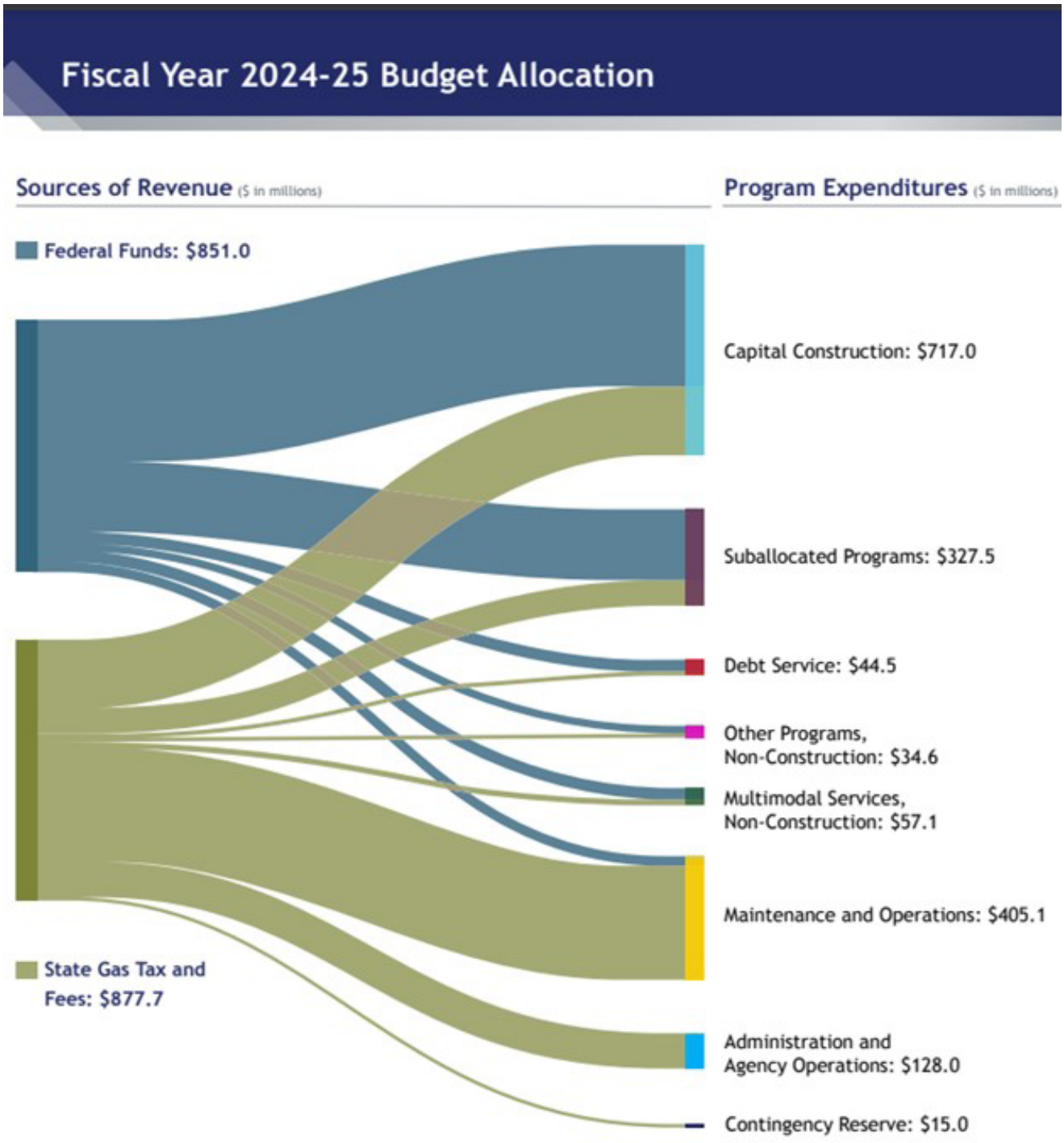


Figure 9: CDOT Final Budget Allocation Plan for FY 2024-25

Fuel Taxes Paid by Average Driver

2022 Average Miles Traveled Per Vehicle (FHWA data):	11,278 miles
2022 Average Fuel Consumption Per Vehicle (FHWA data):	608 gallons

Category	Rate ($ per gallon)	FY 25 Revenue
Federal Fuel Taxes (gasoline)	0.184	$111.94
State Fuel Taxes (gasoline)	0.22	$133.84
FY 25 State Road Usage Fees (gasoline)	0.04	$24.34
Federal		$111.94
State		$158.18
Total		**$270.12**

State Revenue Sources

Historically, CDOT's primary sources of state revenue have been state fuel taxes ($0.22 per gallon) and vehicle registration fees. This revenue is deposited into the Highway Users Tax Fund (HUTF) and is distributed between CDOT, counties, and municipal governments according to statutory formulas.

Over time, the declining purchasing power from fuel taxes and increasing vehicle fuel efficiency have diminished CDOT's ability to maintain Colorado's transportation system. In response, the Colorado General Assembly provided additional one-time funding for the maintenance and expansion of the state's highway system through several General Fund transfers and SB 17-267 Lease-Purchase agreements.

Senate Bill 21-260 (Sustainability of the Transportation System, 2021) created several new fuel and registration fees that will increase CDOT's funding and provide long-term support for construction and maintenance operations. It also allocated additional funding from the federal American Rescue Plan Act and the state General Fund.

CDOT also generates revenue by issuing permits, charging for services (including collection of tolls), sales of right-of-way and property, advertising, and other miscellaneous sources.

State Fuel Taxes and Fees

- The State of Colorado levies excise taxes on gasoline, diesel fuel, and all special fuels for motor vehicles. Current rates are 22 cents per gallon for gasoline and 20.5 cents per gallon for diesel. Fuel taxes are shared between CDOT, cities, and counties.
- The State of Colorado levies excise taxes of 4 cents per gallon on wholesale non-commercial jet fuel; 6 cents per gallon on aviation fuel sales; and a 2.9% sales tax on jet fuel sold in Colorado.
- The State of Colorado will begin levying additional Road Usage Fees on gasoline, diesel fuel, and special fuels beginning in July 2022. The fee will initially be set at 2 cents per gallon, and will gradually increase to 8 cents per gallon over 10 years. These fees will increase with inflation as of July 2032.

Registration Fees

- The State of Colorado assesses age- and weight-based vehicle registration fees, and then distributes this revenue to CDOT and local governments.
- Colorado's Funding Advancements for Surface Transportation and Economic Recovery (FASTER) legislation provides additional surcharges, fines and fees on motor vehicle registrations and drivers. Revenues are split between CDOT and local governments.
- Colorado assesses additional registration fees on Electric Vehicles. The state initially assessed a $50 fee at the time of vehicle registration, and in 2023 it began increasing annually by inflation. The State began assessing an additional annual fee of $4 on Electric Vehicles in July 2022. This fee will gradually increase to $96 over 10 years, and will then increase annually by inflation as of state fiscal year 2032-33.

Retail Delivery and Ride Sharing Fees

- In July 2022, Colorado began assessing retail delivery fees on all items that are ordered for delivery and subject to the state sales tax. The fee was initially 27 cents per delivery, and increases with inflation in future years. This revenue is shared between CDOT and transportation-related state enterprises.
- In July 2022, Colorado began assessing fees on passenger rides provided by transportation network companies. These fees are discounted for rides that are pooled or in an electric vehicle. The passenger ride fees will be collected by the new Clean Fleet Enterprise and the new Nonattainment Area Air Pollution Mitigation Enterprise. This fee was initially 30 cents per ride (or 15 cents if a ride is pooled or in an electric vehicle), and increases with inflation.

Other User Fee and Penalty Revenue

- CDOT generates revenue from fees by issuing oversize/overweight permits, access permits, and bid plans, as well as the sale of property and excess right-of-way.
- The State of Colorado generates revenues from penalties on drivers convicted of driving under the influence, from interest on Colorado State Infrastructure Bank funds, fees on rental vehicles, and other miscellaneous sources of income.
- SB24-184 allows for a $3/day fee on all rental cars in Colorado to help pay for transit, rail, and other transportation projects. This fee takes effect in 2025, and could bring in $50 million per year for these projects.
- SB24-230 requires all oil and gas producers operating in Colorado to pay a "production fee for clean transit" as of July 2025.

State General Fund

In addition to HUTF revenue, CDOT also receives funding from the state's General Fund, federal funding, and revenue from other smaller sources. Most of the Department's funding is deposited in the State Highway Fund (SHF), which is CDOT's primary cash fund. Most of the funding in the SHF is continuously appropriated and allocated at the discretion of the Transportation Commission. Senate Bill 21-260 transferred additional funding from the General Fund to CDOT in FY 2023-24. Figure 10 shows CDOT's Long-Range Revenue Forecast (FY 2025-2050).

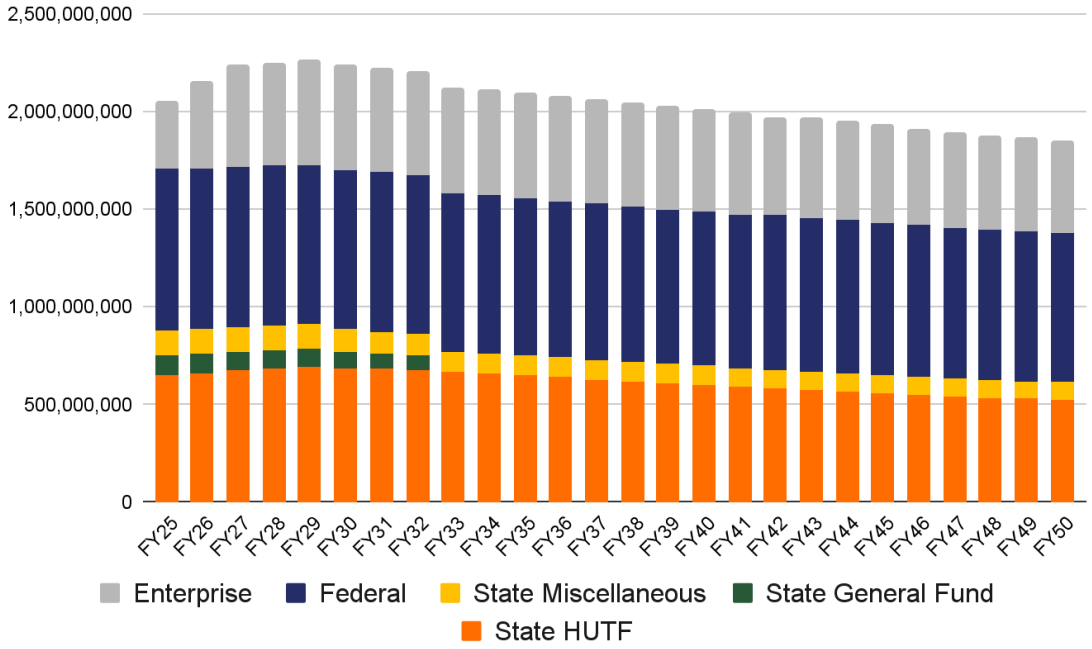


Figure 10: CDOT's Long-Range Revenue Forecast (FY 2025-2050, in 2024 dollars)

Additional Revenue Sources

Cities, counties, and regional transportation authorities also raise additional revenues from a wide variety of sources such as sales and use taxes, lodging taxes, local general funds, and federal grants.

CDOT also works with several transportation enterprises, which are self-supporting government-owned businesses that receive revenue in return for providing a good or service:

- Colorado Bridge and Tunnel Enterprise (BTE),
- Colorado Transportation Investment Office (CTIO),
- Clean Transit Enterprise (CTE),
- Nonattainment Area Air Pollution Mitigation Enterprise (NAAPME), and
- Fuels Impact Enterprise.

Enterprises are created through state legislation, and enterprise revenue is not subject to statewide revenue limits under TABOR.

FY 2024-25 Forecasted Revenue

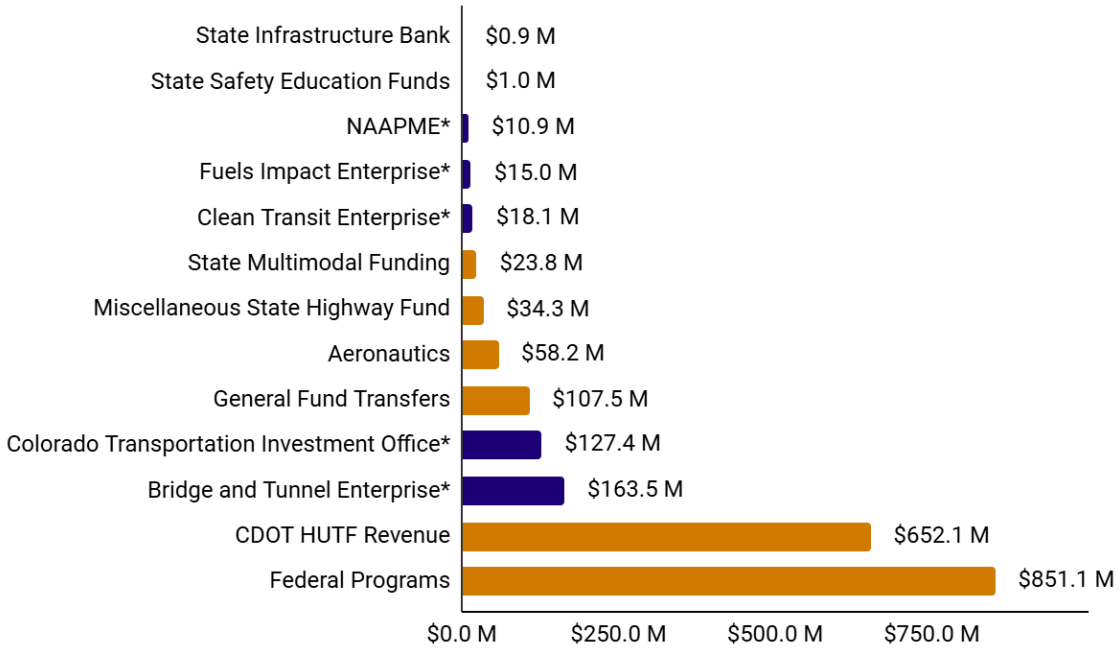


Figure 11 : CDOT Enterprises, which are self-supporting government-owned businesses that receive revenue in return for providing a good or service. This revenue is not subject to statewide revenue limits under TABOR

CDOT Revenue Summary (millions)

Category (millions)	FY 2021-22 Actual	FY 2022-23 Actual	FY 2023-24 Budgeted	FY 2024-25 Forecast
Highway Users Tax Fund	$445.2	$446.6	$489.5	$511.7
Highway Users Tax Fund - FASTER	$103.0	$83.3	$112.7	$135.4
Legislative Initiatives	$1,086.6	$59.1	$1.0	$107.5
Federal Revenue	$818.9	$768.0	$833.7	$851.1
Aeronautics Revenue	$46.4	$60.8	$68.7	$58.2
Miscellaneous Revenue	$29.3	$37.1	$34.1	$34.3
State Infrastructure Bank	$0.7	$0.9	$0.9	$0.9
State Multimodal Transportation Funding	$112.5	$122.9	$16.2	$28.8
State Safety Education Programs	$3.6	$3.4	$2.8	$1.0
Grand Total	**$2,646.1**	**$1,582.2**	**$1,559.8**	**$1,728.9**

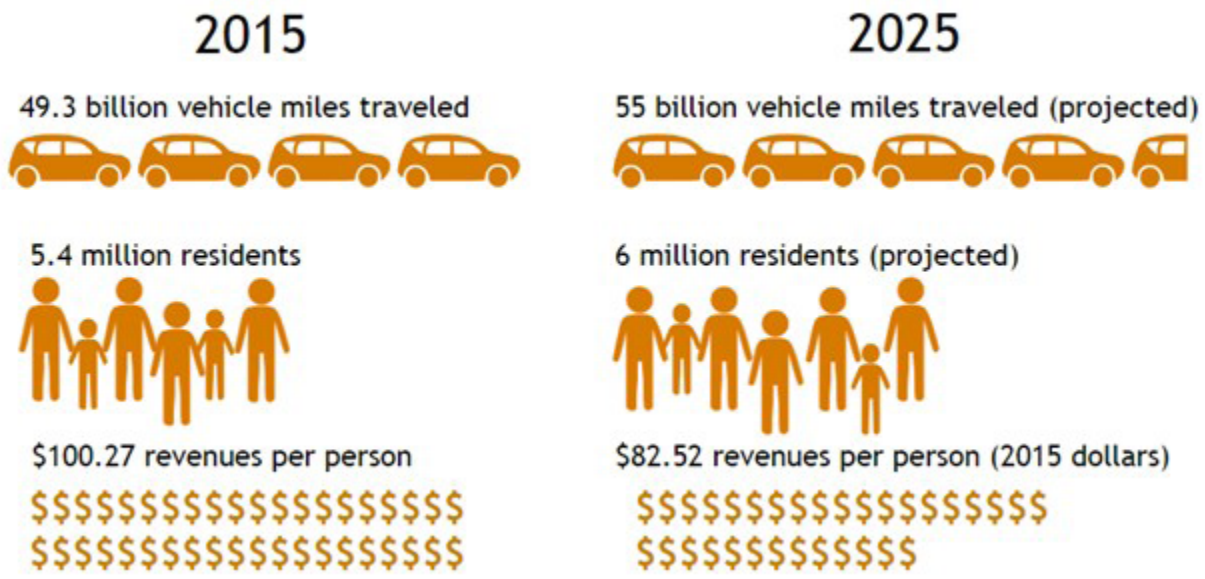
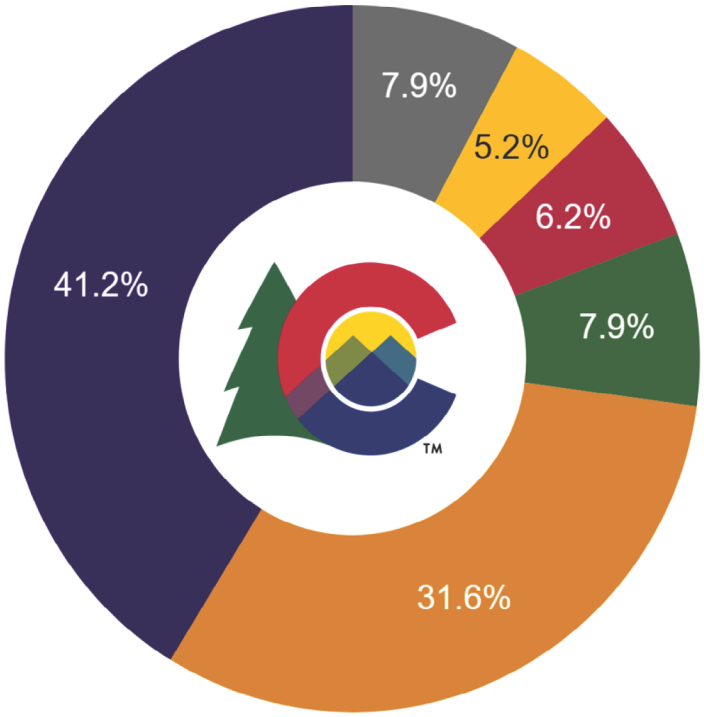


Figure 12: CDOT State Revenues per Colorado Resident, 2015 and 2025

Where do funds come from?

FY 2024-25

$2,063.8 M Total



Federal Programs 41.2%
$851.1 million
18.4 cents per gallon paid at the pump, and federal General Fund

Highway Users Tax Fund 31.6%
$652.1 million
Fuel Taxes and Fees, vehicle registrations, traffic penalty revenue, FASTER, Retail Delivery Fee

Bridge & Tunnel Enterprise 7.9%
$163.5 million
FASTER fees, Bridge Impact Fee, Retail Delivery Fees

Other State Funds 7.9%
$162.2 million
Aviation fuel taxes, appropriated special programs, miscellaneous revenue, Clean Transit Enterprise, Nonattainment enterprise, Clean Fuels Enterprise

Legislative Initiatives 5.2%
$107.5 million
General Fund Transfers to the State Highway Fund, Capital Development Committee funds

Colorado Transportation Investment Office 6.2%
$127.4 million
Tolling and managed lane revenue

Figure 13: Pie chart of where CDOT funds come from (FY 2024-25)

How Does CDOT Invest in Transportation?

A wide variety of federal and state highway, transit, aviation, safety, bridge, and cross-cutting funding programs are summarized in the previous section. The realities of these various programs result in complex financial arrangements, as certain funds are restricted to certain purposes and for certain areas. Many funding programs, however, provide flexibility for how CDOT and its planning partners distribute funds to meet Colorado's transportation needs and achieve performance objectives.

CDOT's performance-based planning process guides the allocation of resources and identifies investments that will result in the best possible performance outcomes. Financial planning and performance-based planning come together at CDOT through a process known as Program Distribution, which occurs whenever the long-range Statewide Transportation Plan and STIP are updated (see the Transportation Planning 103: Planning, Programming, and Project Selection section of this document for more information). CDOT reviews and updates the Program Distribution allocations for the budget and STIP years during CDOT's annual budget development cycle.

To complete this process, CDOT's Office of Financial Management & Budget (OFMB) provides financial analysis and support to CDOT Divisions, Engineering Regions and the Colorado Transportation Commission. Projected future revenues and formula apportionments are allocated to specific funding programs per federal and state regulations and according to Transportation Commission guidance.

To prioritize funding across programs and regions, DAF, DTD, and other CDOT Divisions, Branches, Offices, Regions, and MPOs work together to estimate future needs and required funding levels. CDOT's transportation planners in DTD and Engineering Regions coordinate with stakeholders, seek input from the public, use performance measures, and perform analyses to assess how spending in certain program areas will contribute to statewide performance objectives.

CDOT presents funding scenarios to the Transportation Commission so it can determine allocations to different program areas. DTD leads these efforts with support from DAF and CDOT Divisions and Engineering Regions. For example, models on the impact of funding levels on the condition of the state's pavement and bridges are used. The impact of congestion relief strategies such as operational improvements, technology, and capacity additions can also be estimated.

CDOT evaluates these impacts through statewide planning efforts such as the Transportation Asset Management Plan and Statewide Transportation Plan, and estimates future needs through statewide modal and regional plans. These plans and associated performance-based decisions are discussed in more detail in the Transportation Planning 103: Planning, Programming, and Project Selection section of this document.

Overall resource needs and performance impacts are balanced against available revenues. CDOT then allocates resources to its primary budget categories. Funding in CDOT's primary budget categories are distributed to CDOT Engineering Regions, MPOs, and/or statewide through performance-based decisions or formulae determined by federal and state regulations.

CDOT Investment Priorities

CDOT administers construction, maintenance & operations, multimodal services, and suballocated programs pursuant to state and federal statute and the policies of the Colorado Transportation Commission. CDOT uses these four main categories for its major core functions (each of which incorporate safety, mobility, and asset management):

Capital Construction - Construction contractors support CDOT to deliver an annual construction program focused on maintaining the condition of existing assets, improving the safety of the system, and enhancing mobility through major upgrades and expansion of the system. CDOT's construction program is organized into three categories: Asset Management, Safety, and Mobility. Funding for construction includes not only the work performed on the road by contractors, but also design, right of way acquisition, and related support costs.

Maintenance and Operations - CDOT maintenance and operations staff are responsible for daily maintenance and operation of the state transportation system. This includes 13 Maintenance Program Areas focused on activities like snow and ice removal and pavement repair. This also includes programs focused on ensuring the system operates efficiently, such as Safety Patrol and Heavy Tow services to remove inoperable vehicles from traffic, real-time travel information provided to travelers via Variable Message Signs, and the COTRIP.org website.

Multimodal Services - CDOT works to reduce air pollution and road congestion by providing multimodal transportation options through its Office of Innovative Mobility and Division of Transit and Rail. This includes the Bustang, Outrider, Pegasus, and Snowstang interregional bus services, strategic investment in multimodal infrastructure such as Mobility Hubs, support for transit and light-duty vehicle electrification, and other innovative programs focused on providing more choices to Coloradans.

Suballocated Programs - CDOT administers several suballocated programs, passing funds through to local agencies to prioritize and deliver transportation improvements. This includes transit and aeronautics grant programs, as well as flexible programs (like STP-Metro and CMAQ), used for a variety of highway and multimodal improvements. Suballocated programs are organized into Highways, Transit, and Aeronautics categories.

Administration and Agency Operations - These programs support CDOT's core functions through support services like contracting and procurement, developing specifications and standards, materials testing, finance and accounting, human resources, and others. Salaries and benefits make up the largest portion of Administration and Agency Operations costs, while other examples include software and IT infrastructure and legal expenses.

Debt Service - CDOT and related enterprises periodically issue debt and are responsible for annual debt service payments. The majority of this debt is associated with Certificates of Participation (COPs) issued under SB 17-267 for "strategic transportation projects," bonds issued under the federal Build America Bonds program to advance the replacement of poor bridges under the Funding Advancements for Surface Transportation and Economic Recovery (FASTER) Bridge program, and debt held by the Colorado Transportation Investment Office (CTIO) on major toll corridor projects.

Contingency Reserve - CDOT maintains a contingency fund to provide a source of funding for emergencies (such as major rock fall events or flooding), and for other unplanned or unanticipated needs like matching funds for grant opportunities. Most contingency funds are ultimately allocated to Construction or Maintenance and Operations programs.

Other Programs - CDOT administers several other programs that support its core functions and the achievement of the Department's mission to provide the best multi-modal transportation system for Colorado. This includes planning and research programs, and safety education programs focused on driver education and enforcement activities.

CDOT Budget Categories

CDOT administers construction, maintenance & operations, multimodal services, and suballocated programs pursuant to state and federal statute and the policies of the Colorado Transportation Commission. CDOT incorporates safety, mobility, and asset management into each of these core functions, as shown in Figure 13. Additional information on all of these programs can be found in the CDOT Budget Allocation Plan.

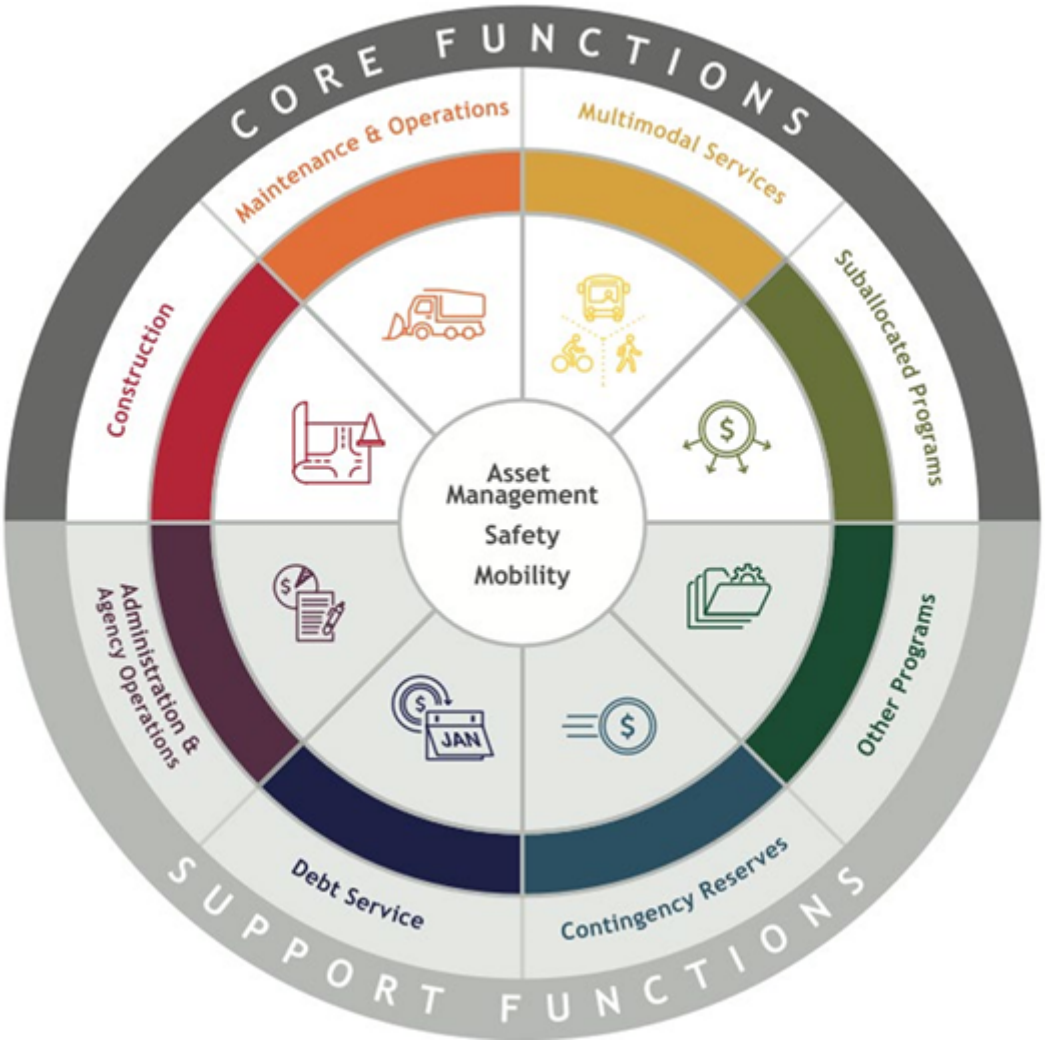


Figure 14: CDOT Budget Categories: Core and Support Functions

Where Does CDOT Invest?

CDOT administers funding programs according to federal and state laws and the policies of the Colorado Transportation Commission. Annual Budget Reports and related information are available on the CDOT website. To increase accountability and transparency to stakeholders and the public, the following major budget categories describe where CDOT invests limited transportation dollars.

FY 2024-25 Final Budget Allocation Plan - Colorado Department of Transportation

Colorado Department of Transportation	FY 2024-25 Final Budget (millions)
Capital Construction	$717.0
Asset Management	$423.5
Safety	$132.0
Mobility	$161.5
Maintenance and Operations	$405.1
Asset Management	$368.5
Safety	$12.2
Mobility	$24.4
Multimodal Services and Electrification	$57.1
Mobility	$57.1
Suballocated Programs	$327.5
Aeronautics	$57.4
Highway	$155,4
Transit and Multimodal	$114.7
Administration and Agency Operations	$128.0
Debt Service	$44.5
Contingency Reserve	$15.0
Other Programs	$34.6
Total - CDOT	**$1,728.8**

FY 2024-25 Final Budget Allocation Plan - Colorado Bridge and Tunnel Enterprise

Colorado Bridge and Tunnel Enterprise	FY 2024-25 Final Budget
Capital Construction	$109.8 M
Asset Management	$109.8 M
Maintenance and Operations	$2.1 M
Asset Management	$2.1 M
Administration & Agency Operations	$2.4 M
Debt Service	$49.3 M
Total - Bridge and Tunnel Enterprise	**$163.5 M**

FY 2024-25 Final Budget Allocation Plan - Colorado Transportation Investment Office

Colorado Transportation Investment Office	FY 2024-25 Final Budget
Maintenance and Operations	$123.4 M
Administration & Agency Operations	$4.1 M
Debt Service	$0.0 M
Total - Colorado Transportation Investment Office	**$127.4 M**

FY 2024-25 Final Budget Allocation Plan - Clean Transit Enterprise

Clean Transit Enterprise	FY 2024-25 Final Budget
Suballocated Programs	$16.6 M
Transit and Multimodal	$16.6 M
Administration & Agency Operations	$1.6 M
Debt Service	$0.0 M
Total - Clean Transit Enterprise	**$18.1 M**

FY 2024-25 Final Budget Allocation Plan - Nonattainment Area Air Pollution Mitigation Enterprise

Nonattainment Area Air Pollution Mitigation Enterprise	FY 2024-25 Final Budget
Multimodal Services & Electrification	$10.7 M
Mobility	$10.7 M
Administration & Agency Operations	$0.2 M
Debt Service	$0.0 M
Total - Nonattainment Area Air Pollution Mitigation Enterprise	**$10.9 M**

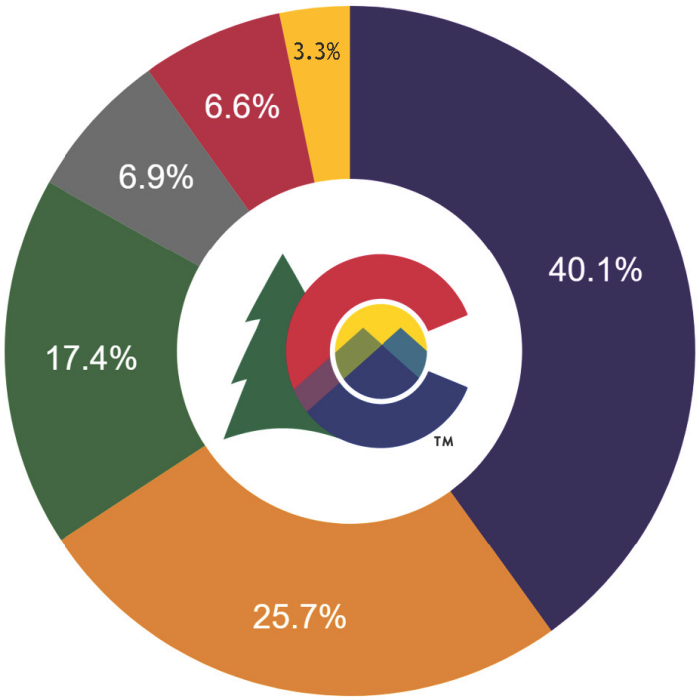
FY 2024-25 Final Budget Allocation Plan - Fuels Impact Enterprise

Fuels Impact Enterprise	FY 2024-25 Final Budget
Suballocated Programs	$14.8 M
Highway	$14.8 M
Administration & Agency Operations	$0.2 M
Debt Service	$0.0 M
Total - Fuels Impact Enterprise	**$15.0 M**
Total - CDOT and Enterprises	**$2,063.8 M**

How are funds allocated?

FY 2024-25

$2,063.8 M Total



Multimodal Services 3.3%
$67.8 million
Innovative Mobility, NEVI, 10-Year Plan Projects (Transit), Rail Commission, Bustang

Administration & Agency Operations 6.6%
$136.4 million
Appropriated administration budget, agency operations and project initiatives

Other Programs, Debt Service, Contingency Funding 6.9%
$143.4 million
State safety education, planning and research, State Infrastructure Bank, Debt Service, Contingency and Reserve funds

Capital Construction 40.1%
$826.9 million
Asset Management, Safety Programs, 10-Year Plan projects, Regional Priority Program

Maintenance & Operations 25.7%
$530.5 million
Maintenance Program Areas, Strategic Safety Program, Real-time Traffic Operations, ITS Investments

Suballocated Programs 17.4%
$358.8 million
Aeronautics funding, sub allocated federal programs, Revitalizing Main Streets

Figure 15: Pie chart of "How are CDOT funds allocated" (FY 2024-25)

Transportation Planning 103: Planning, Programming, and Project Selection

This section provides an overview of statewide transportation planning and programming processes – including the statewide long-range plan, intermediate program development, and short-term project programming. Further detail on CDOT's performance-based planning and project selection criteria for individual program areas can be found in its Statewide Transportation Plan.

How Does CDOT Plan for Performance?

CDOT applies its limited funding to the right project, for the right purpose, at the right time in order to support its performance goals and objectives. Performance-based planning is embedded in all of CDOT's activities, from policy to programs to project decisions.

At the policy level, CDOT develops a performance-based Statewide Transportation Plan and prepares an annual Performance Plan that aligns all planning and programming activities with agency and statewide goals. These objectives inform major funding program decisions that are data-driven and performance-based. These programs include asset management, maintenance, capacity, safety, operations, and others. Performance objectives and program requirements then direct funding to projects that have the greatest performance benefits. Individual projects are evaluated based on expected performance outcomes and how well they may help achieve statewide performance goals.

CDOT's performance-based planning process is led by the Multimodal Planning Branch (MPB) in the Division of Transportation Development (DTD), with extensive internal and external coordination. Primary internal partners include the following:

- CDOT Engineering Regions,
- Division of Accounting and Finance (DAF),
- Division of Transportation System Management & Operations (TSMO),
- Division of Transit & Rail (DTR),
- Division of Aeronautics,
- Staff Engineering Branches, and other branches within DTD.

External coordination includes regional planning partners (MPOs and TPRs), other state and federal agencies, public and private stakeholders, and the traveling public. MPB coordinates all multimodal planning activities, integrates planning products and plans from different CDOT Regions and Divisions, seeks and incorporates input from planning partners and the public, and provides analysis and policy development from a consolidated, statewide, and multimodal perspective.

CDOT's annual Performance Plan is built upon the agency's Vision and Mission, which create the framework for performance areas, including long-term strategic policy initiatives and shorter-term focus areas. Based on transportation priorities, CDOT establishes mid- to long-term performance goals and objectives. Policy Directive 14 (PD 14) guides investment decisions to reach desired performance levels in the key goal areas of safety, asset management, and mobility. The objectives in PD 14 help set strategic direction and funding levels for policies and programs in the long-range Statewide Transportation Plan, the 10-year Vision Plan, the four-year Statewide Transportation Improvement Program, and in CDOT's annual budget process.

National Performance Goals

The Infrastructure Investment and Jobs Act (IIJA), signed into law in 2021, authorizes $1.2 trillion for transportation and infrastructure. $550 billion of this funding is dedicated toward "new" investments and programs. This act creates a streamlined, performance-based, and multimodal federal funding program. These federal programs and requirements enhance transportation planning processes to incorporate performance goals, measures, and targets into the process of identifying transportation investments and selecting projects for funding.

Under current federal legislation, CDOT must invest resources in projects that help achieve statewide targets and make progress toward national goals. Federal highway programs have the following national performance goals:

- **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 work practices.

For each of these goal areas, the U.S. Department of Transportation (USDOT) establishes performance measures. Performance measures cover pavement conditions, system reliability, and performance for the Interstate and National Highway System (NHS), NHS bridge conditions, serious injuries and fatalities, traffic congestion, and CMAQ Program on-road mobile source emissions on the Interstate system. CDOT must then set performance targets in support of these measures and the statewide transportation plan must describe how programs and project selection practices help achieve performance targets. Colorado's MPOs and large transit agencies also set performance objectives for metropolitan areas in cooperation with CDOT.

Federal law requires CDOT to report on progress toward state and national performance goals. If progress is not met in some areas, CDOT must take corrective action. If no significant progress is made toward targets for fatalities or serious injuries, for example, then CDOT must dedicate additional funding to safety projects and prepare an annual implementation plan. States must also maintain minimum standards for Interstate pavement and NHS bridge conditions. If conditions fall below standards, then CDOT must invest in improving pavement and bridge conditions until the minimum standard is exceeded.

Federal transportation legislation also requires that new information be considered within state and regional long range transportation plans. The Statewide Transportation Plan must describe performance measures and targets used in assessing system performance. The State Transportation Improvement Program (STIP) and Transportation Improvement Programs (TIPs) prepared by MPOs must also link projects and investments to performance objectives and describe progress toward achieving targets.

CDOT's Performance Goals

CDOT must accomplish its mission and performance goals with very limited funding. Increasing fuel efficiency and construction cost inflation are weakening the ability of state and federal fuel taxes (which have not increased since the early 1990s) to provide sufficient funding for the transportation system. At the same time, population and economic growth means increasing wear and tear and congestion on the state transportation system. Current forecasts suggest that, even with CDOT's best efforts and targeted investments, Colorado will at most only slow future growth in congestion and will experience a decline in condition and maintenance levels on state highways within the next 10 years.

In 2015, CDOT developed Policy Directive 14.0 (PD-14), a strategic framework that includes statewide performance goals and measures for key policy initiatives. PD-14 was revised in 2024 to update the key goal areas, performance objectives, and performance targets. PD-14 provides performance goals and objectives to measure success of the Department's efforts to improve in the key goal areas of Safety, Asset Management, and Mobility.

The performance objectives and targets in these goal areas help inform implementation of the Statewide Transportation Plan and 10 Year Vision through the Statewide Transportation Improvement Program (STIP) and the annual budget. PD-14 aligns with goals and concepts from CDOT's Wildly Important Goals (WIGs), Transportation Commission Principles, Governor's "Bold Four" goals, and performance objectives required under the Fixing America's Surface Transportation (FAST) Act of 2015. CDOT's current statewide performance objectives from PD 14 include the following key goal areas (as shown in Figure 15):

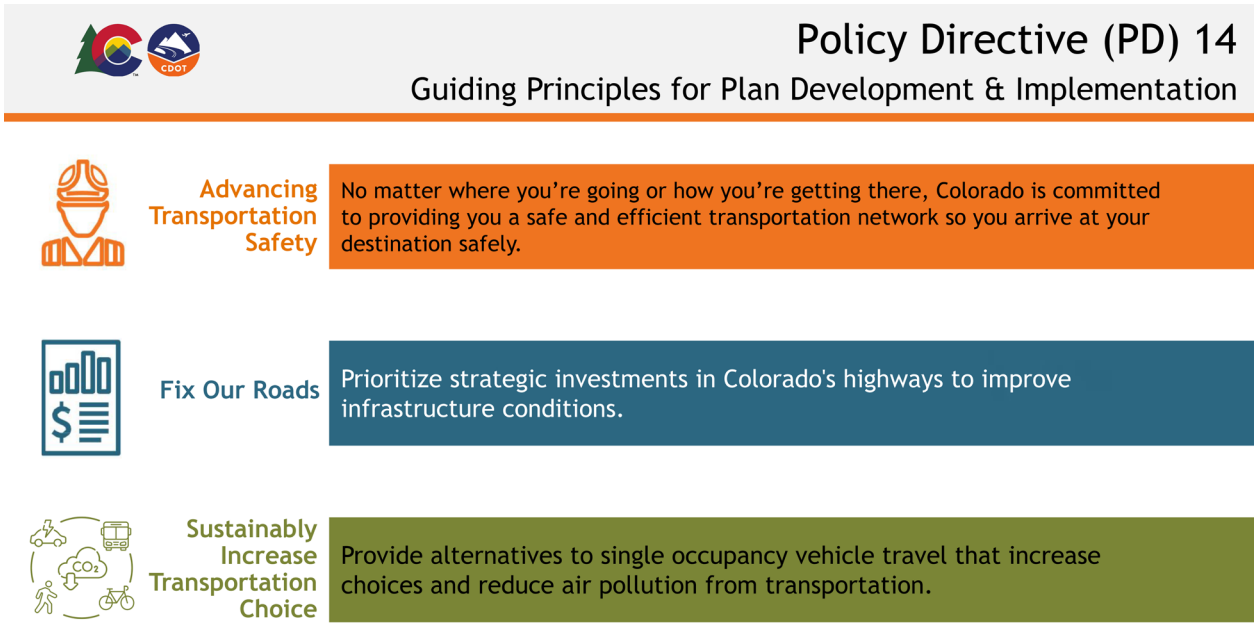


Figure 16: CDOT Policy Directive 14 (Guiding Principles for Plan Development & Implementation)

Key Statewide Planning Products

CDOT's statewide transportation planning cycle results in a number of products and plans used throughout the planning process. Several key documents guide major decisions throughout the typical four-year planning cycle, each of which are discussed in more detail in the following pages of this section.

Generally, the Statewide Plan provides a long-term vision and strategic framework for statewide transportation decision making. Statewide modal and functional plans along with regional transportation plans are incorporated within the SWP. Planning time horizons decrease and the level of detail on projects and programs increases as the planning cycle advances. Figure 16 shows how the 10-year Vision Plan and Statewide Transportation Investment Program are created following the SWP and RTPs to implement those plans.



Figure 17: CDOT Planning and Programming Process

The 10-Year Vision Plan and STIP work together to put into effect the statewide and regional long-range plans. As the planning cycle advances, the future period covered by each of these plans also progresses until the next major plan update and beginning of a new planning cycle, as shown in Figure 17.

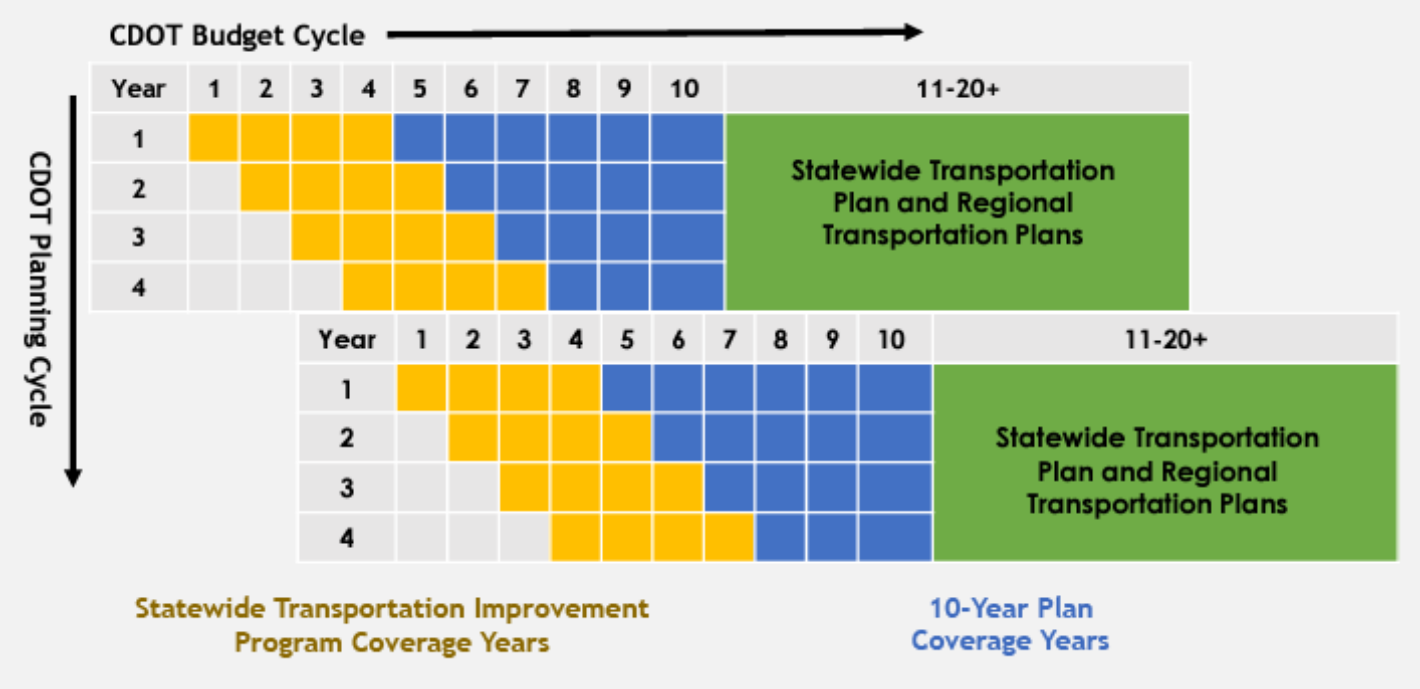
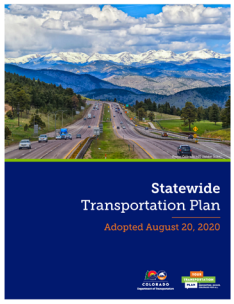


Figure 18: CDOT Budget Cycle vs. Planning Cycle

CDOT updates its budget annually, adding an additional year to the STIP. The full planning cycle is conducted every four years, resulting in a four-year STIP, 10-year Vision Plan and long range plan.

Statewide Transportation Plan (SWP)

The Statewide Transportation Plan (SWP) is the blueprint and vision for how CDOT will improve the state's transportation system over the next 10 to 25 years. The SWP is developed with input from local and regional stakeholders, multimodal transportation interests, and the traveling public.



The plan identifies future needs and outlines goals for Colorado's multimodal transportation system, including Mobility, Safety, and Asset Management. The SWP provides strategic direction to achieve these goals and a transparent framework to select investments. Rural and metropolitan long-range plans and other statewide modal plans (such as the Statewide Transit Plan) are integrated within the SWP to provide consistent strategic direction.

More information on the current Statewide Transportation Plans is available on the CDOT website.

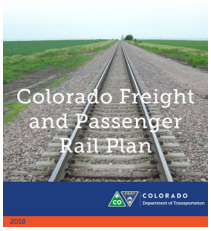
Statewide Modal and Functional Plans

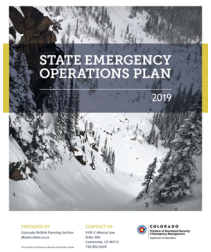
CDOT prepares new or updated multimodal or functional plans generally every four years:

- **Modal Plans** are developed or updated for transit, rail, aviation, freight, and bicycle and pedestrian modes and are integrated into the Statewide Transportation Plan. These plans help guide decisions and investments in each of these cross-cutting areas. Plans are led by CDOT Divisions or Offices and involve the public, stakeholders, and planning partners.
- **Functional Plans** are developed or updated for specific transportation functions, including the Strategic Highway Safety Plan, Statewide Transportation System Management & Operations Plan, and Risk-Based Asset Management Plan. CDOT Divisions lead these plans with input from the public, planning partners, and CDOT Engineering Regions. These plans identify strategic direction in each focus area, identify challenges and solutions, and prioritize investments and strategies for implementation.

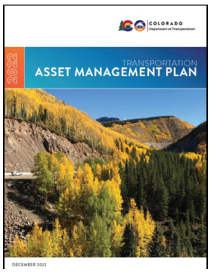
Plans are currently in place for the following transportation needs:

- Statewide Transit Plan;
- Strategic Transportation Safety Plan;
- Colorado's National Electric Vehicle Infrastructure (NEVI) Plan;
- Colorado State Freight Plan;
- Colorado State Freight and Passenger Rail Plan;
- Statewide Active Transportation (Bicycle and Pedestrian) Plan;
- Colorado Aviation System Plan Update;
- Colorado's Transportation Asset Management Plan;
- Colorado Statewide Intercity and Regional Bus Network Plan;
- Colorado Transportation Option: Statewide Transportation Demand Management Plan; and
- Colorado Downtown Streets: A Tool for Communities, Planners, and Engineers.

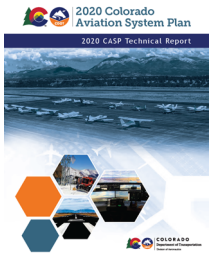






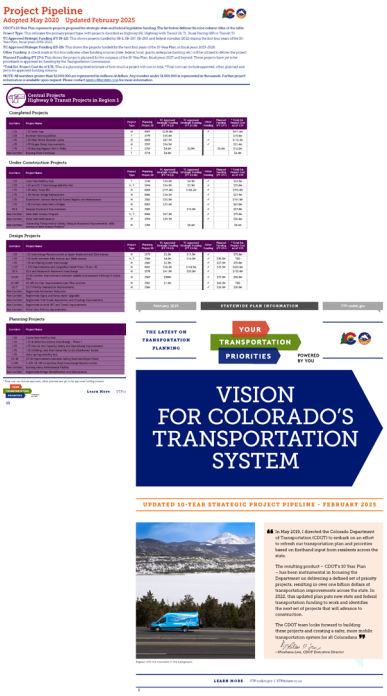






More information on the current Statewide Transportation Plans is available on the CDOT website.

10-Year Vision Plan & Strategic Project Pipeline



In 2019, CDOT began the process to build a 10-Year Vision Plan for Colorado's transportation system, meeting in every county and connecting with residents in their communities. The purpose of the 10-Year Vision Plan is to bridge the gap between the four-year STIP and the 20-year SWP by capturing major investment needs and priorities within a 10-year timeframe. Major investment needs in the 10-Year Vision Plan are identified through community outreach, statewide planning and development studies, and in metropolitan and rural Regional Transportation Plans.

The Transportation Commission of Colorado approved this plan in September 2022, and the resulting 10-Year Vision Plan document identifies strategic transportation improvements across the state. The current 10-Year Vision Plan includes nearly 400 highway, rural road, transit, and multimodal projects representing more than $5.5 billion in funding needs. The 10-Year Vision Plan is funded through strategic funding provided by SB-1, SB-267, SB-260, as well as federal stimulus funds.

SB 23-268 established new reporting transparency requirements in regards to CDOT's 10-Year Vision Plan, starting on September 1, 2023, outlining specific requirements in relation to reporting on 10-Year Vision Plan projects. CDOT updates the 10-Year Vision Plan on a quarterly basis with current project status and updated financial information.

The purpose of the 10-Year Vision Plan is to bridge the gap between the four-year STIP and the 20-year SWP by capturing major investment needs and priorities within a 10-year timeframe:

- Communicate the status of major investments to the public and stakeholders;
- Provide a resource for the prioritization of additional major investments if significant additional revenue were to become available and for other "list" development exercises;
- Provide a guide to previously identified transportation needs and priorities to inform updates to Regional Transportation Plans and Transportation Improvement Programs, as well as other statewide project selection, design, or development decisions;
- Provide an aid in quantifying identified transportation needs to support planning and programming processes.

Major investment needs in the 10-Year Vision Plan are identified through statewide planning and development studies and are also identified in metropolitan and rural Regional Transportation Plans. CDOT's 10-Year Vision Plan identifies roughly 130 highway projects representing more than $9 billion in funding need, and roughly 100 transit projects representing more than $2 billion in funding need. Additional bicycle and pedestrian investment needs will be incorporated in the future. While this far exceeds the revenue expected in this timeframe, the Development Program inventory does provide a menu of options for future investment.

Statewide Transportation Improvement Program (STIP)

The Statewide Transportation Plan is implemented by programming projects into the Statewide Transportation Improvement Program (STIP). The STIP is a federally required, four-year program of planned transportation projects. Per the requirements included in 23 CFR 450, a new STIP should be developed at least every four years, containing a minimum four-year listing of transportation projects.

CDOT updates the STIP annually so that it always includes a full four years of projects and is fiscally constrained based on current CDOT revenue projections. All federally funded programs and regionally significant projects for which funding has been identified are included in the STIP. The STIP is adopted by the Transportation Commission and approved by FHWA and FTA.

In metropolitan areas, MPOs are federally required to develop their own Transportation Improvement Programs (TIPs) in cooperation with CDOT and its Engineering Regions. TIPs must be consistent with the MPO long range RTP. Once adopted by their respective Boards, TIPs are included without modification into the STIP.

More information and current STIP documents are available on the CDOT website.

Regional Transportation Plans

CDOT gathers input from 10 rural Transportation Planning Regions (TPRs) to develop Regional Transportation Plans (RTPs). Regional plans look out 25 years into the future but focus on actions and investments within the first 10 years. Regional stakeholders identify priority projects that are critical to the regional transportation system. Each region's plan identifies their unique needs, priorities, and strategies for the future. RTPs are consolidated and integrated into the Statewide Transportation Plan.



Metropolitan Transportation Plans

In metropolitan regions, Long Range Transportation Plans (LRTPs) are prepared by Colorado's five Metropolitan Planning Organizations (MPOs). MPO plans are governed by federal regulations and developed through a comprehensive process similar to the statewide planning process. LRTPs result in a prioritized set of investments and a fiscally constrained list of regionally significant projects. These plans guide regional investments by aligning project selection with regional goals and performance objectives. MPO LRTPs are consolidated and integrated into the Statewide Transportation Plan.



How Can the Public Provide Input?

Citizens can bring transportation improvement needs to the planning process. Contacting your CDOT Region planning staff and/or attending a TPR or MPO meeting are good first steps. There are several ways to participate in the project selection processes:

- Through the CDOT Regions, via Regional Planning staff.
- Through TPR and MPO transportation planning processes. Opportunity for public comment is provided at regular meetings.
- Through meetings of the Transportation Commission, STAC, or other advisory bodies.
- Through public meetings for specific projects. Regional planning staff can provide information on current project opportunities.
- Through online surveys, websites, virtual meetings and other opportunities to provide comments at specific locations or regional and statewide priorities. Click here to subscribe to CDOT News Releases.

CDOT provides additional resources for local officials outside of metropolitan areas in its planning.

Project Selection

Project selection processes are typically tied to a specific funding source. Larger projects are often funded with multiple funding sources, and may move through multiple project selection processes in order to develop a complete funding package. Given limited funding, many needs or projects are not able to move forward to be funded. In general, project selection processes include the following:

- **TPR/Region Prioritization** - TPR and MPO input is incorporated into many processes. It is from these bodies that needs and improvements are prioritized for funding. A TPR may, for example, identify a specific corridor as being the highest priority for safety funding, and this input is then considered in selecting safety projects, or a TPR may identify their number one priority improvement, leading to its consideration as part of a statewide prioritization process. The CDOT Regions, in partnership with the TPRs and MPOs, also prioritize projects for funding with Regional Priority Program (RPP) funds. RPP is a flexible funding source allowing for a wide-variety of projects of importance to each Region. Funding Sources: RPP
- **Technical Evaluation** - Most asset management and safety projects are identified for funding based on recommendations from CDOT asset management and safety systems. These systems identify the location and type of treatment needed, and CDOT Region staff identify from those recommendations the priorities for funding in their area, and develop specific projects. The CDOT Engineering Regions consider the priorities of the TPRs in identifying the priorities for funding. Funding Sources: Asset Management (Surface Treatment, Structures, Geohazards, Equipment, Property, ITS Maintenance, Bridge), Traffic and Safety (Hot Spots, Traffic Signals, HSIP, FASTER Safety, ITS Investments)
- **Applications** - Many projects are selected through open calls for projects where eligible applicants submit project applications for consideration. Projects typically go through some sort of review and evaluation process that includes scoring projects based on criteria to identify which to fund. Several CDOT fund programs use a competitive application process for selecting projects to fund. Most projects selected by MPOs are identified through a call for projects. Funding Sources: STP-Metro, CMAQ, TAP, Safe Routes to School, Transit grants, Aeronautics grants, Rail-Highway Crossings, Bridge Off-System, Enterprises.

- **Statewide Prioritization** - Some large projects cannot be funded through traditional funding sources, or doing so would require spreading implementation over many years. Although these projects may be funded in part through traditional funding sources, some other sources are often necessary. These sources can include funding from the legislature, grant programs, or a special funding commitment from the Transportation Commission (TC). Decisions to advance these projects are typically made by the TC, relying on a combination of TPR/MPO input, and technical evaluation. The 10-year Vision Plan includes an inventory of these major investment needs, and the priorities for investments over the next decade. Funding Sources: Strategic Projects (i.e. SB 228), Discretionary Grants, Innovative Financing
- **Programs** - Some CDOT funding is allocated to a program category, rather than to specific projects. Typically a decision to fund these programs is made by the TC or mandated by federal or state statute. Some programs include funds for education or administration while others fund operational enhancement or minor improvements identified by staff. Funding Sources: Maintenance, Transportation Systems Management and Operations Programs, Traffic Incident Management, Safety Education, Congestion Relief, RoadX, Program Delivery/Administration, Metropolitan Planning, Regional Commuter Bus, Transit Administration and Operations, Infrastructure Bank, Debt Service

Once projects are identified for funding within the constrained revenue projection, the projects are listed by year within the STIP (or TIP if within an MPO area). When the STIP has been fully approved, then projects can proceed through the budgeting process so that implementation can begin.

Identifying Priorities and Projects

CDOT processes to identify priorities and select projects vary across funding programs due to federal and state restrictions and regulations on the use of funds. The common denominators of these processes are extensive public and partner involvement and performance-based planning. Investment priorities are identified in the Statewide Transportation Plan, statewide modal plans, Regional Transportation Plans, and MPO Long-Range Transportation Plans.

The investment priorities within these plans advance through state and regional prioritization processes that are data-driven and reflect public input. Based on statewide and regional priorities, projects are identified for inclusion in the 10-year Vision Plan and in the four-year STIP.

Transportation planners at CDOT, representing each Engineering Region and Transportation Planning Region, use data and analytical methods to determine potential performance outcomes of each project and to recommend projects that represent the best use of limited funding. The following sections describe how investment decisions are made.

- CDOT's Division of Transportation Development, the Colorado Bridge Enterprise, CDOT Staff Branches and Engineering Regions, TPRs, and MPOs identify and prioritize projects that maintain existing transportation system assets – primarily pavement and bridges. State and regional long-range plans and the statewide Risk-Based Asset Management Plan direct investments and project selection within this budget category. Examples of primary federal and state maintenance funding programs include the following:
    - National Highway Performance Program
    - Surface Transportation Block Grant Program
    - State Highway Fund
    - Regional Priority Program
    - Colorado Bridge and Tunnel Enterprise

- CDOT's Division of Management & Operations, CDOT Staff Branches and Engineering Regions, TPRs and MPOs identify and prioritize projects that maximize the existing transportation system. State and regional long-range plans and the Statewide Transportation System Management & Operations Plan direct investments and project selection within this budget priority. Examples of primary federal and state maximization funding programs include the following:
    - Surface Transportation Block Grant Program
    - Highway Safety Improvement Program
    - State Highway Fund (safety and operations programs)
- CDOT's Division of Transportation Development, the Colorado Transportation Investment Office (CTIO, fka the High-Performance Transportation Enterprise (HPTE)), CDOT Staff Branches and Engineering Regions, TPRs and MPOs prioritize projects that add capacity to Colorado's multimodal transportation system. The Statewide Transportation Plan and Regional Transportation Plans direct investments and project selection within this budget priority. Examples of primary federal and state expansion funding programs include the following:
    - National Highway Performance Program
    - Surface Transportation Block Grant Program
    - State Highway Fund
    - Senate Bill 228 – Strategic Projects
    - Regional Priority Program

Pass-Through, Multimodal, and Cross-Cutting Budget Priorities

Pass-through funds are allocated to external entities for project selection. CDOT provides contracting and regulatory oversight.

Examples of primary federal and state Pass-through, Multimodal, and Cross-Cutting funding programs include the following:

- National Highway Freight Program
- Highway Safety Improvement Program
- Federal Transit Administration formula grants and programs
- National Highway Traffic Safety Administration formula grants and programs
- Surface Transportation Block Grant Program (STP-Metro, Transportation Alternatives and Recreational Trails)
- Congestion Mitigation and Air Quality Program
- Safe Routes to School
- Colorado Funding Advancements for Surface Transportation and Economic Recovery (FASTER) Safety and Transit funds
- Senate Bill 228 – Strategic Projects
- Regional Priority Program
- MPO planning funds

More information on these Statewide Transportation Plans are available on the CDOT website.

Performance Outcomes and Reporting

Performance measurement provides transparency to the public and stakeholders and helps CDOT make better-informed decisions. CDOT is committed to making progress toward statewide performance objectives and to continuously monitoring performance measures and indicators. The Statewide Plan Performance Report, for example, tracks current performance compared to PD 14 performance objectives and reports status of implementation activities. CDOT also tracks performance outcomes and makes these results available on CDOT's Accountability Dashboard. Figure 18 shows some of the key performance measures tracked by CDOT.

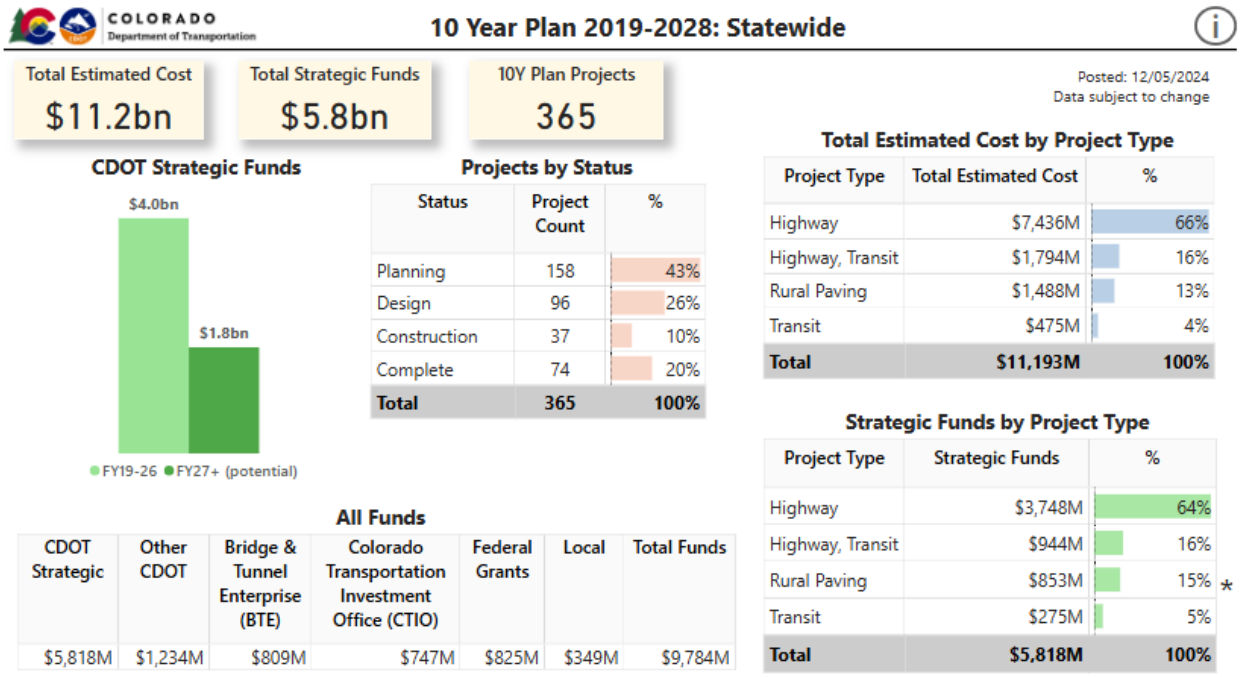


Figure 19: CDOT Accountability Dashboard (10-Year Plan - Project Status & Funding)

Contact CDOT for more information

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