

FY2023-2027 TRANSPORTATION IMPROVEMENT PROGRAM - DRAFT

Pikes Peak
Area Council
of
Governments



Pikes Peak Area
Council of Governments
Communities Working Together

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EXECUTIVE SUMMARY

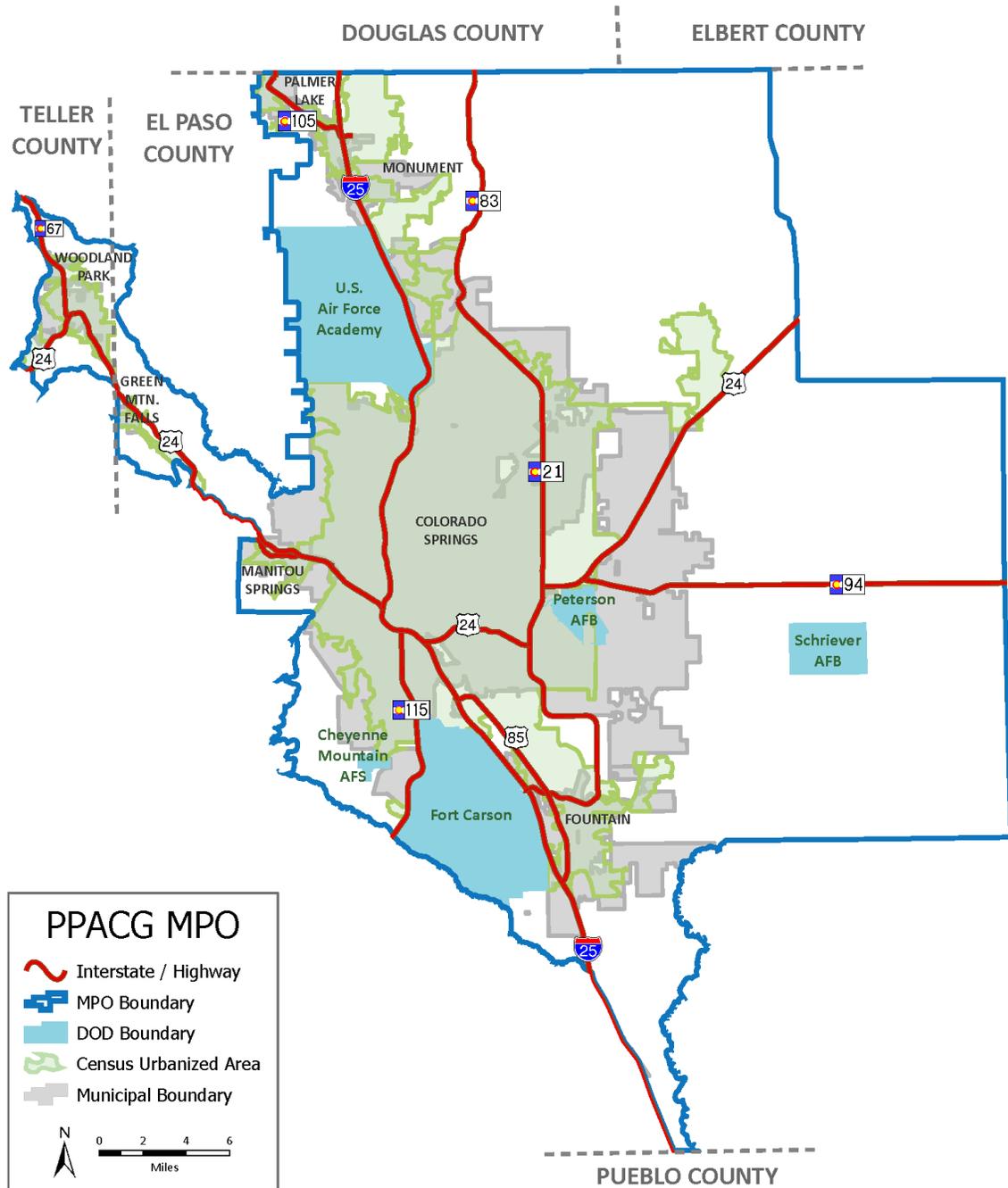
The Pikes Peak Area Council of Governments (PPACG) is the Pikes Peak region's designated Metropolitan Planning Organization (MPO). The MPO boundaries are shown in Figure 1 on the following page. PPACG is responsible for the coordination and programming of federal and state transportation and transit funds for transportation and transit projects throughout the Pikes Peak Region. PPACG collaboratively works with its member agencies, the Colorado Department of Transportation (CDOT), the Federal Highway Administration (FHWA), the Federal Transit Administration (FTA) and the Colorado Springs Mountain Metropolitan Transit (MMT) agency to coordinate transportation planning and funding resources for a variety of projects that address regional and local transportation needs and objectives.

The PPACG Transportation Improvement Program (TIP) is the region's short-range implementation plan of the vision and needs for the region that was identified in the Moving Forward 2045 Plan, the region's long-range (20-year) plan. This TIP was developed with direction from PPACG's Board of Directors (BOD) and input from its advisory committees.

Development of the PPACG TIP was done using the competitive project selection process from the region's long-range regional transportation plan. PPACG member agencies submitted projects that were essential to the region's transportation network. Projects submitted by member agencies were scored by PPACG staff and then further prioritized and selected by the Transportation Advisory Committee (TAC), with final approval by the PPACG BOD.

The TIP contains those projects selected and programmed with federal, state and local funding and is consistent with the region's Regional Transportation Plan and advances projects that enable the region to achieve the goals established by the regional transportation plan, FHWA, FTA and CDOT.

Figure 1 Pikes Peak Region Metropolitan Planning Organization Area



I. INTRODUCTION

The Pikes Peak Area Council of Governments (PPACG) was designated in April 1977 by the Governor of the State of Colorado as the Metropolitan Planning Organization (MPO) for the Pikes Peak region (Figure 1), responsible for carrying out the regional transportation planning process. PPACG serves as a regional forum for the discussion and coordination of local and regional transportation issues and for the development of transportation policies and programs.

As the designated MPO, PPACG is responsible for developing a 20-year regional transportation plan (RTP) every four years, and a four-year short-term transportation improvement program (TIP) at least every four years. PPACG updates the TIP every two years and starting with the Fiscal Year (FY) 2023-2027 TIP, will be shifting to a five-year TIP to maintain alignment with the Statewide Transportation Improvement Program (STIP). While the PPACG TIP has five years of projects listed in the document, the fifth year is considered illustrative. Per federal regulations, only the first four years are considered current. Once the first fiscal year of the document has passed (FY2023), the final year (FY2027) then becomes active. Every project included in the TIP must be consistent with the regional Long-Range Transportation Plan (LRTP). Decisions regarding the roadways, bike and pedestrian ways, and transit services in the Pikes Peak Metropolitan planning area are determined by the LRTP, which identifies specific transportation needs for the area. Those needs are translated into fundable projects and programmed for implementation with federal, state, or local funds by means of the TIP. While the LRTP establishes goals and a framework, the TIP serves as the tool for program implementation.

The final draft of the FY2023-2027 TIP was presented to the PPACG Board of Directors for release for public comment on October 13, 2021 and has planned approval for January 12, 2022. After approval by PPACG, the Governor and the Colorado Transportation Commission adopt the TIP into the STIP by reference. It includes all the transportation projects within the Pikes Peak MPO Region for which federal or state funds will be used, as well as those of regional significance that are to be funded by local or private sources during the FY2023-2027 time period (FY is the state fiscal year from July 2021 to June 2025). The FY 2023– 2027 TIP replaces the FY 2022–2025 TIP which was adopted on August 11, 2021.

After a TIP is adopted, it can be—and generally is—amended several times a year. There are several reasons for these modifications. Three of the more common include an addition or reduction in funding from federal, state, or local sources; a change in the scope and/or cost of a project; or a rollover to subsequent years. These amendments are generally done on a monthly basis and can be brought forward by any member entity. More information on TIP revisions can be found in the PPACG TIP Policies and Procedures document at the link in Appendix B.

II. FEDERAL REQUIREMENTS

A. Purpose of the TIP

This Transportation Improvement Program (TIP) identifies state and federally funded surface transportation projects to be implemented in the Pikes Peak region during current four federal fiscal is developed under the federal guidance and requirements contained within the FAST Act, the current federal transportation law. The TIP is intended to fulfill the following purposes:

- To serve as a short-range implementation tool to achieve compliance with the goals of the regional long-range transportation plan (LRTP);
- To provide continuity of current transportation improvement projects with those identified in previous TIPs;
- To identify transportation projects recommended for implementation by transportation mode, type of improvement, funding sources and geographic area;
- To establish a prioritization of projects proposed for federal and state funding. The project allocations are to be consistent with the funds reasonably anticipated to be available for such projects in the area;
- To establish a prioritization of projects to effectively utilize federal funds as they become available;
- To identify and implement transportation improvements which will reduce congestion, increase mobility and safety, and enhance the region's air quality; and
- To utilize performance-based planning and programming techniques by establishing and monitoring regional performance measures and targets.

B. Relationship to the LRTP

As the designated MPO, PPACG is responsible for developing a 20-year regional long range transportation plan (LRTP), updates to the LRTP every four years, and a four-year short-term transportation improvement program (TIP). Every project included in the TIP must be consistent with the Regional Long-Range Transportation Plan (LRTP), which is adopted every 4-5 years. Decisions regarding the roadways, bike and pedestrian ways, and transit services in the Pikes Peak Metropolitan planning area are determined by the LRTP, which identifies specific transportation needs for the area. Those needs are translated into fundable projects and programmed for implementation with federal, state, or local funds by means of the TIP. While the LRTP establishes goals and a framework, the TIP serves as the tool for program implementation.

C. Consistency with Other Plans

The transportation plans and programs of the MPO must be consistent with one another and with other related plans. In developing the TIP, the following plans were considered to ensure consistency.

- The Regional Non-Motorized Transportation Plan, which reflects current demand for bicycle and pedestrian facilities and the intermodal emphasis of federal surface transportation legislation.
- The Congestion Management Program, which evaluates projects that significantly increase capacity for single-occupancy vehicles.
- The Human Services Public Transportation Coordination Plan Update, included as an element of the 2045 RTP, which recommends an implementation program focusing on a fixed-route transit system for transportation-disadvantaged persons and improved coordination and gradual expansion of the existing private, nonprofit paratransit service.
- The Unified Planning Work Program, which presents two years of transportation planning activities proposed for the metropolitan planning region.
- The Mountain Metropolitan Transit Plan, which identifies a regional vision for transit and recommends an implementation strategy to meet future needs.

D. Air Quality Conformity

Under Section 176(c) of the Clean Air Act, as amended in 1990, MPOs are required to show conformity of its TIP with the State Implementation Plan (SIP) for air quality before it can be adopted if the region exceeds EPA standards for zone pollutants. In October 2019, PPACG's status as a maintenance area for Carbon Monoxide expired and therefore no longer has requirements as a maintenance area. In the future, if the region exceeds EPA standards for ozone pollutants, PPACG could go into non-attainment and will have to meet federal requirements. For additional information on Air Quality Conformity requirements, please see Appendix C.

E. Regionally Significant Projects

In addition to all federally funded projects, regionally significant projects must be included in the TIP in accordance with current federal planning regulations. Projects are defined as regionally significant if they are (1) projects, regardless of funding source, that require action by FHWA or FTA or (2) are funded with federal funds other than those administered by FHWA or FTA. See Appendix B (Policies and Procedures) for more information on determining regional significance.

F. Public Participation

Federal transportation legislation and MPO planning regulations require public involvement in the development of the long-range transportation plan and TIP. The MPO must provide the opportunity for citizens, affected public agencies, representatives of transportation agency employees, private providers of transportation, and other interested parties to review and comment on the proposed

program. PPACG's public participation process for the TIP is outlined in the Public Participation Plan (PPP) which can be found at:

<http://www.ppacg.org/wp-content/uploads/2020/01/2019-Approved-PPP.pdf>

Public Participation for the FY2023-2027 TIP, included committee and Board meetings that were open to the public, a 30-day public review period, 2 open houses and a public hearing. During the public review period, comments could be submitted in writing, via the PPACG web site (www.ppacg.org), submitted in person or via zoom at a PPACG committee meeting. PPACG advisory committees are given 30 days before recommended adoption to carefully evaluate all public comments before finalizing the TIP. Any comments received and their responses can be found in Appendix J.

G. Title VI and Environmental Justice Analysis

PPACG is guided by federal Title VI and environmental justice (EJ) mandates, and PPACG strives to not only meet these mandates, but to create an overall transparent, and inclusive planning process. This plan's guiding EJ principles, as outlined by the US Department of Transportation, are: To avoid, minimize, or mitigate disproportionately high and adverse human health and environmental effects, including social and economic effects, on minority populations and low-income populations. To ensure the full and fair participation by all potentially affected communities in the transportation decision-making process. To prevent the denial of, reduction in, or significant delay in the receipt of benefits by minority and low-income populations.

To ensure we are following these principals, PPACG typically completes an EJ analysis before and after project selection outlined in Section III b iii, to help identify any adverse impacts that may arise from projects prosed for funding in this document. The Environmental Justice Analysis can be found in appendix I. The full Title VI plan can be found here:

<http://www.ppacg.org/wp-content/uploads/2019/10/Append.-B-Title-VI-Plan.pdf>

H. Transportation Performance Management

The *Moving Ahead for Progress in the 21st Century Act (MAP-21)*, signed into law in 2012, included several provisions that collectively are transforming the Federal surface transportation program to be focused on the achievement of performance outcomes. The *Fixing America's Surface Transportation (FAST) Act*, signed in 2015, builds on the MAP-21. It changes and provides long-term funding certainty for surface transportation infrastructure planning and investment. Specific information regarding PPACG's performance measures, targets and project impact can be found in Section VI Performance Management.

III. PPACG TIP DEVELOPMENT

The TIP is prepared by PPACG staff in cooperation with the Colorado Department of Transportation (CDOT), Mountain Metropolitan Transit (MMT), and Fountain Municipal Transit in accordance with federal legislation (23 CFR 450.326). It is based on recommendations from these agencies as well as recommendations from PPACG's Transportation Advisory Committee, Community Advisory Committee and Board of Directors. The draft TIP is reviewed by each committee during regularly scheduled monthly meetings during the TIP development process. The goal of this process is to achieve a program that reaches consensus regarding regional priorities and consensus regarding the application of federal funds to regional priorities.

Committee members include representatives from:

- the Federal Highway Administration;
- the Federal Transit Administration;
- the Colorado Department of Transportation;
- the Colorado Air Pollution Control Division;
- El Paso and Teller Counties;
- the Cities of Colorado Springs, Fountain, Manitou Springs, and Woodland Park;
- the Towns of Green Mountain Falls, Monument, and Palmer Lake;
- Mountain Metropolitan Transit;
- Fountain Municipal Transit; and
- local military installations.

The Community Advisory Committee provides citizen input on the project selection process, the projects to be included in the TIP, and the public involvement process. The committee is composed of citizen representatives of local entities and community groups as well as citizens-at-large.

The PPACG Board of Directors considers the recommendations of PPACG's advisory committees and staff. The Board is comprised of elected officials from each local government in the urbanizing area, representatives from the Colorado Transportation and Air Quality Control Commissions, and individuals representing public transportation and the local military bases. The public is provided opportunities to comment on the TIP prior to the Board taking final action as outlined in PPACG's Public Involvement Plan (PPP).

A. Financial Plan

i. Funding Revenues and Expenditures

The financial plan is the mechanism for demonstrating financial constraint—showing that there will be sufficient funds to implement proposed improvements and to operate and maintain the transportation system. Funding for the five TIP years FY2023-2027 was identified through multiple steps. First, since this TIP is built upon the FY2022-2025 TIP, financial resources for fiscal years 2023, 2024 and 2025 were estimated and approved through the previous TIP cycle. For resource allocation estimates for Fiscal years 2026 and 2027 funding was approved after the new long-range plan “Moving Forward 2045” was adopted, which included updated allocation estimates provided by CDOT and Mountain Metro Transit (MMT).

The FY2023-2027 TIP is fiscally constrained, meaning estimated costs are not more than anticipated revenues in total or for any individual year. The table below outlines the federal Surface Transportation Program (STP) funds and Transportation Alternatives Program (TAP) funds available to the region. While the TIP shows other funding sources, PPACG has no authority in their programming and PPACG shows these numbers to provide a complete and transparent picture of how the project is funded. “Bridge” funds are for example programmed by a State process and PPACG has no knowledge of the total “Bridge” funds available statewide, nor do we have knowledge of much “Bridge” funds have been programmed by the state. Descriptions of funding sources can be found in Appendix D.

	2023	2024	2025	2026	2027
Total STP programmed	\$7,789,152	\$7,829,013	\$7,871,185	\$7,912,446	\$7,954,224
Funding identified in CDOT Program Distribution Document (STP + Match)	\$9,408,324	\$9,457,554	\$9,507,410	\$9,557,248	\$9,607,711
Total STP Available (Total distribution – match)	\$7,789,152	\$7,829,909	\$7,871,185	\$7,912,446	\$7,954,224
Difference	\$0	\$896	\$0	\$0	\$0

	2023	2024	2025	2026	2027
Total TAP programmed	\$512,175	\$514,736	\$517,312	\$519,904	\$522,504
Total TAP identified by CDOT	\$640,220	\$643,420	\$646,640	\$649,880	\$653,130
Total TAP Available (Total distribution – match)	\$512,176	\$514,736	\$517,312	\$519,904	\$522,504
Difference	\$1	\$0	\$0	\$0	\$0

B. TIP Project Prioritization and Selection

i. Project Screening

Each project proposed for the TIP must meet certain minimum requirements. The following eligibility criteria are posed as “yes/no/not applicable” questions in determining if a proposed project is even eligible to be included in the TIP. A “no” answer precludes the project from further consideration.

- Is the proposed project consistent with the LRTP in terms of scope and regional impact?
- Does the proposed project include a reasonable cost estimate and a funding plan that includes an inflation factor to accurately reflect Year of Expenditure (YOE)?
- Is the proposed project eligible for the requested federal aid program? In MPO boundary? Federal aid eligible roadway?
- Can the project meet NEPA, design, right-of-way and/or construction milestones within the TIP time frame?
- Will the completed project comply with ADA requirements?
- Will the project comply with Title VI and environmental justice requirements?

ii. Project Evaluation

As a management tool for monitoring progress in implementing the LRTP, PPACG staff evaluates each project’s ability to fulfill the goals of the LRTP. The eligible candidate projects for the TIP were evaluated using the same criteria as were used for the 2045 Transportation Plan. This is a direct indicator of how well a proposed project implements the goals of PPACG’s LRTP and helps the region meet the performance measures and targets as outlined in the LRTP and in section V-C of the TIP. Local jurisdictions are encouraged to use the evaluation system while they are preparing their projects for submission as a checklist to ensure their projects are fulfilling the goals of the LRTP. More detailed information on selection criteria can be found in the LRTP at:

<http://www.ppacg.org/2045-long-range-transportation-plan/>

iii. Project Selection

Competitive selection of projects for implementation is necessary to decide which projects receive funding in any particular fiscal year. Typically, there are more requests for funding than are available in each year. Therefore, projects scores are initially reviewed and then evaluated at a project selection workshop. The project prioritization workshop is made up of members of TAC and applicants which further refines the selected list by regional needs and priorities. Additionally, most projects on state facilities are selected by CDOT in cooperation with PPACG and committee members. Regardless, project selection does not exceed the total amount expected to be available for the years listed in the TIP. Additionally, each project cost estimate is expected to include an inflation factor to accurately reflect the Year of Expenditure (YOE) dollars.

- a. Inflation in the TIP: The Federal Highway Administration (FHWA) has provided guidance to planning organizations across the country to ensure that future years of the Transportation Improvement Program (TIP) document account for inflation. Sponsoring jurisdictions have been advised to account for the future costs of a project so that expenditures in the TIP reflect costs in the fiscal year of the expenditure. This accounting

for inflation is called “Year of Expenditure” (YOE). For the FY2023-2027 TIP development process, all fiscal years were to be programmed in YOE dollars. As such, jurisdictional funding requests needed to adjust current construction costs for inflation, using the project annual inflation rate from the World Economic Outlook Database or statista.com. Inflation rates are suggested as: FY2023 – 2.5%, FY2024 – 2.45%, FY2025 – 2.37%, FY2026 – 2.25% and FY2027 – 2.25%.

iv. Project Carry Forwards and Roll Forwards

- A. Carry Forward projects were listed in the last TIP but were not in the most recent current fiscal year. These projects do not need to be rolled forward but instead need to be made current by carrying forward into the new TIP adoption. For example, FY2023, FY2024 and FY2025 were in the previous FY2022-2025 TIP and will be made current by moving into the FY2023-2027 TIP.
- B. Roll-forwards from prior TIPs are projects that were listed in the most recent current TIP fiscal year of the last TIP but were not obligated (spent) in that year and needed additional time to complete. For example, FY2022 projects and their associated funds were rolled forward into the new fiscal year or FY23 in the new FY2023-2027 TIP.

v. FY2022-2025 TIP - Projects Completed or Significantly Delayed

Projects that were completed or significantly delayed from the previous FY2022-2025 TIP are listed in Appendix E. If projects were completed or the funds were obligated in the previous TIP than they are no longer required to be listed in the TIP. If a project did not obligate funds in the previous TIP and was delayed, it is typically rolled forward as outlined above. Occasionally a project will be cancelled, and funds will be returned to the region to be reallocated to another project. The Policies and Procedures Document in Appendix B goes into these processes in more detail.

vi. Maintenance and Operations of Regional Transportation System

The region and its jurisdictional partners are aware of the value of maintaining and operating (M&O) the existing transportation infrastructure in the region. With limited transportation dollars available now and into the foreseeable future, emphasis should be placed on infrastructure maintenance. It is more cost effective to do so than to replace facilities that have failed due to lack of maintenance.

Typical maintenance and operations type of activities include but are not limited to: adjustments due to inclement weather (closing flooded roads, de-icing bridges and snow plows at higher elevations), clearing sight-distances, traffic signal maintenance, signing and striping, and warrant studies and pavement management, from filling pot holes to full pavement overlays.

The chart below outlines what jurisdictions receive and pay in operations and maintenance in current and future fiscal years. Jurisdictions were asked to provide budget numbers as available for their transportation operations and maintenance activities system wide, so numbers would reflect both local roads as well as roads of regional significance.

PPACG FY2023-2027 Maintenance and Operations - Revenues and Expenses		
	FY23-27 Revenues	FY23-27 Expenses
HUTF	\$ 158,453,875	\$ 158,453,875
2C	\$ 285,934,450	\$ 285,934,450
PPRTA	\$ 218,688,642	\$ 218,688,642
CDOT	\$ 69,594,073	\$ 69,594,073
Totals	\$ 732,671,040	\$ 732,671,040

Each jurisdiction receives a portion of the state Highway Users Tax Fund (HUTF) and each spend it on M&O activities. The 2C funding is a voter approved tax for Colorado Springs only. PPRTA funding is a regional taxing authority approved by the voters and a portion of the revenues goes to M&O activities for Colorado Springs, El Paso County, Manitou Springs, Ramah and Green Mountain Falls. CDOT funds comes from their asset management program for M&O activities on the roadways they manage.

vii. Unscheduled Pool

Regional federal funds have a use it or lose it policy, unless CDOT expressly states that we may roll forward funds from previous years. Therefore, if those funds are not obligated in the year they are programmed, then that money could be lost from the region. To help mitigate the possibility of losing regional funds, the TIP shall have an appendix with a prioritized listing of regional projects for an additional 4 unfunded fiscal years, called the “Unscheduled Pool” which can be amended into the current TIP years if funding were to become available and other regional funding priorities have been met. The unscheduled pool will also allow the jurisdictions to plan and space out projects and phases of projects. Projects can include:

- Projects received during the ‘Call for Projects’ application submissions which did not fit within the fiscally constrained five-year program.
- The construction phases of projects listed in the first five years of the TIP.

The unscheduled pool is not a guarantee of funding nor does it guarantee a project will automatically advance into the first five years of the TIP when a new TIP is developed. Additional information regarding the unscheduled pool can be found in the TIP Policies and Procedures document linked in Appendix B. The unscheduled Pool List can be found in Appendix G.

