

JOINT BUDGET COMMITTEE



STAFF FIGURE SETTING FY 2018-19

DEPARTMENT OF TRANSPORTATION

JBC WORKING DOCUMENT - SUBJECT TO CHANGE
STAFF RECOMMENDATION DOES NOT REPRESENT COMMITTEE DECISION

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FEBRUARY 13, 2018

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CONTENTS

Department Overview	1
Summary of Staff Recommendations.....	1
Description of Incremental Changes.....	2
Major Differences from the Request.....	4
Decision Items Affecting Multiple Divisions	4
(1) Administration.....	5
Line Item Detail – Administration	6
Personal Services.....	6
Operating Expenses	7
Health, Life, and Dental.....	7
Short-term Disability	8
S.B. 04-257 Amortization Equalization Disbursement.....	9
S.B. 06-235 Supplemental Amortization Equalization Disbursement.....	9
Salary Survey.....	10
Merit Pay	10
Shift Differential	10
Statewide Indirect Cost assessment	11
Legal Services	11
Payments to Risk Management and Property Fund.....	11
Workers' Compensation	12
(2) Construction, Maintenance, and Operations	12
Line Item Detail – Construction, Operations, and Maintenance.....	12
(3) High Performance Transportation Enterprise	13
Line Item Detail – High Performance Transportation Enterprise	13
(4) First Time Drunk Driving Offenders Account.....	14
Line Item Detail – First Time Drunk Driving Offenders Account.....	14
(5) Statewide Bridge Enterprise	15
Line Item Detail – Statewide Bridge Enterprise.....	15
(6) Marijuana Impaired Driving Program.....	16
Line Item Detail – Marijuana Impaired Driving Program	16
(7) Southwest chief rail line	16
Line Item Detail – Southwest Chief Rail Commission.....	17

Long Bill Footnotes and Requests for Information	18
Long Bill Footnotes	18
Requests for Information.....	18
Indirect Cost Assessments.....	19
Indirect Cost Pool.....	19
Indirect Cost Base.....	19
Indirect Cost Rate.....	20
Numbers Pages.....	22

HOW TO USE THIS DOCUMENT

The Department Overview contains a table summarizing the staff recommended incremental changes followed by brief explanations of each incremental change. A similar overview table is provided for each division, but the description of incremental changes is not repeated, since it is available under the Department Overview. More details about the incremental changes are provided in the sections following the Department Overview and the division summary tables.

Decision items, both department-requested items and staff-initiated items, are discussed either in the Decision Items Affecting Multiple Divisions or at the beginning of the most relevant division. Within a section, decision items are listed in the requested priority order, if applicable.

DEPARTMENT OVERVIEW

The Colorado Department of Transportation (CDOT) is responsible for operating and maintaining Colorado's 9,146-mile state highway system, including 3,437 bridges, under the policy direction of the eleven-member Transportation Commission. The Department's responsibilities include managing highway construction projects, implementing the State's Highway Safety Plan, repairing and maintaining roads, providing technical support to local airports regarding aviation safety, and distributing aviation fuel tax revenues and discretionary grants to local airports. The structure of the Department shown in the Long Bill corresponds with the General Assembly's authority over particular areas of the Department's budget and does not exactly match the Department's administrative organization.

The General Assembly appropriates four percent of the Department's expenditures. These appropriations are contained in the following Long Bill line items:

- Administration,
- The First Time Drunk Driving Offenders Account,
- The Marijuana Impaired Driving Program, and
- The Southwest Chief Rail Commission.

The other appropriations in the Long Bill, which account for 96 percent of the Department's expenditures, are informational. Budget authority for most of these expenditures rests with the Transportation Commission, pursuant to Section 43-1-113 (1), C.R.S. Additional budget authority is vested in the boards of the High Performance Transportation Enterprise and the Statewide Bridge Enterprise, which were both created by S.B. 09-108.

SUMMARY OF STAFF RECOMMENDATIONS

DEPARTMENT OF TRANSPORTATION						
	TOTAL FUNDS	GENERAL FUND	CASH FUNDS	REAPPROPRIATED FUNDS	FEDERAL FUNDS	FTE
FY 2017-18 APPROPRIATION						
SB 17-254 (Long Bill)	\$1,578,506,823	\$0	\$851,844,882	\$8,552,189	\$718,109,752	3,326.8
TOTAL	\$1,578,506,823	\$0	\$851,844,882	\$8,552,189	\$718,109,752	3,326.8
FY 2018-19 RECOMMENDED APPROPRIATION						
FY 2017-18 Appropriation	\$1,578,506,823	\$0	\$851,844,882	\$8,552,189	\$718,109,752	3,326.8
Updated revenue projections	176,733,805	0	283,004,634	(79,781)	(106,191,048)	0.0
Centrally appropriated line items	2,482,675	0	2,592,641	(109,966)	0	0.0
Non-prioritized decision items	1,471,616	0	1,471,616	0	0	0.0
Annualize prior budget actions	287,602	0	277,391	10,211	0	0.0
Reduced funding for Construction, Maintenance, and Operations to pay for Administration Division increases	(4,243,977)	0	(4,243,969)	(8)	0	0.0
Close in-house print shop	(1,700,000)	0	0	(1,700,000)	0	0.0
TOTAL	\$1,753,538,544	\$0	\$1,134,947,195	\$6,672,645	\$611,918,704	3,326.8
INCREASE/(DECREASE)	\$175,031,721		\$283,102,313	(\$1,879,544)	(\$106,191,048)	0.0
Percentage Change	11.1%	n/a	33.2%	(22.0%)	(14.8%)	n/a

DEPARTMENT OF TRANSPORTATION						
	TOTAL FUNDS	GENERAL FUND	CASH FUNDS	REAPPROPRIATED FUNDS	FEDERAL FUNDS	FTE
FY 2018-19 EXECUTIVE REQUEST	\$1,753,538,544	\$0	\$1,134,947,195	\$6,672,645	\$611,918,704	3,326.8
Request Above/(Below) Recommendation	\$0	\$0	\$0	\$0	\$0	0.0

DESCRIPTION OF INCREMENTAL CHANGES

UPDATED REVENUE PROJECTIONS: The recommendation projects a \$176.7 million increase of the Department's revenue, which translates into a corresponding increase of expenditure. The increased (informational) appropriations reflect the spending of these additional revenues.

CENTRALLY APPROPRIATED LINE ITEMS: The staff recommendation for changes to centrally appropriated line items is pending the Committee's common policy decisions on these items. The \$2,482,675 total funds shown for "Centrally appropriated line items" in the preceding table is the Department's request.

Background on CDOT "Central Appropriations": The term "central appropriation" is well established in state budgeting and for this reason will be used by staff, but is not entirely appropriate for CDOT. Like all Departments, CDOT must pay the numerous expenditures that are established by common policies. In most Departments these appropriations appear as individual line items that are appropriated in a central location in the Long Bill, with the expenditures benefiting multiple divisions. As a consequence, these expenditures are collectively referred to as "Central Appropriations." CDOT pays the same expenses with two differences:

- In the CDOT Long Bill, most of the items commonly called central appropriations are divided between two divisions: the Administration Division and the Construction, Maintenance, and Operations Division; and
- In the CDOT Long Bill, these items are combined with other expenditures to form a single appropriation to an entire division. Thus there are no separately stated appropriations for AED, Payments to OIT, Short Term Disability Insurance, etc.

This treatment conforms to the requirements of Section 43-1-113 (2) (c) (III), C.R.S. More specifically, the items commonly called central appropriations appear in CDOT's budget as follows:

- Two items are paid entirely from the single appropriation to the Administration Division: payment to risk management and property funds; and CORE payments.
- The remaining items are partly paid from the single appropriation to the Administration Division and partly paid from the single appropriation to the Construction, Maintenance, and Operations Division. These are the state contributions for health, life, and dental benefits; short-term disability; supplemental state contributions to the Public Employees' Retirement Association (PERA) pension fund; salary survey; shift differential; workers' compensation, legal services, and payments to OIT.

Detail for requested changes of central appropriations that are paid by the Administration Division: The following table details the changes that CDOT has requested for the central appropriations that it pays as part of its single Administration Division appropriation. In most cases, the amount shown is about five percent of the Department's overall expenditure. For payments to OIT and for Legal Services, Administration pays about 60 percent. For Payments to risk management and property funds, and CORE payments, Administration pays 100 percent.

REQUESTED CHANGES TO CENTRALLY APPROPRIATED ITEMS THAT ARE PAID FROM THE ADMINISTRATION DIVISION APPROPRIATION						
Adjustment:	TOTAL FUNDS	GENERAL FUNDS	CASH FUNDS	REAPPROPRIATED FUNDS	FEDERAL FUNDS	FTE
Payments to OIT	\$2,795,793	\$0	\$2,795,793	\$0	\$0	0.0
Salary survey	134,805	0	141,860	(7,055)	0	0.0
Legal services	68,593	0	68,593	0	0	0.0
Workers' compensation	12,505	0	12,505	0	0	0.0
CORE	12,427	0	12,427	0	0	0.0
Statewide indirect cost assessment	8,063	0	8,055	8	0	0.0
Shift differential	3,785	0	4,668	(883)	0	0.0
Payment to risk management/property funds	(424,773)	0	(424,773)	0	0	0.0
Merit pay	(84,507)	0	(81,283)	(3,224)	0	0.0
AED	(14,961)	0	3,590	(18,551)	0	0.0
SAED	(14,961)	0	3,590	(18,551)	0	0.0
Health, life, and dental	(11,434)	0	49,573	(61,007)	0	0.0
Short-term disability	(2,660)	0	(1,957)	(703)	0	0.0
TOTAL	\$2,482,675	\$0	\$2,592,641	(\$109,966)	\$0	0.0

NON-PRIORITIZED DECISION ITEMS: The recommendation is also pending for three non-prioritized decision items that will, if approved, be paid from the single appropriation to the Administration Division. These items will be discussed in staff briefings by other analysts.

- **NP-1 CYBERSECURITY LIABILITY INSURANCE POLICY:** This request would fund an insurance policy to cover costs associated with cyber security breaches. It would make further changes to the Department's Payment to Risk Management/property funds expenditure.
- **NP-2 OPERATING SYSTEM AND MS OFFICE SUITE:** This request would fund the transition from department-by-department licensing for Microsoft software to centralized licensing managed by OIT. It would make further changes to Payments to OIT.
- **BA-NP 3 PROPERTY FUND ADJUSTMENT:** This request would make additional adjustments to the Payment to Risk Management/property funds expenditure.

The following table details the changes to the Administration appropriation that CDOT has requested for these non-prioritized decision items:

NON-PRIORITIZED DECISION ITEMS						
Adjustment:	TOTAL FUNDS	GENERAL FUNDS	CASH FUNDS	REAPPROPRIATED FUNDS	FEDERAL FUNDS	FTE
BA-NP 3 Property Fund	\$1,285,065	\$0	\$1,285,065	\$0	\$0	0.0
NP-2 Operating System Suite	97,954	0	97,954	0	0	0.0
NP-1 Cybersecurity Liability Insurance Policy	88,597	0	88,597	0	0	0.0
TOTAL	\$1,471,616	\$0	\$1,471,616	\$0	\$0	0.0

ANNUALIZE PRIOR BUDGET ACTIONS: The recommendation includes \$287,602 total funds to annualize prior year salary survey and merit pay.

REDUCED FUNDING FOR CONSTRUCTION, MAINTENANCE, AND OPERATIONS TO PAY FOR ADMINISTRATION DIVISION INCREASES: The increased appropriations to the Administration Division translate into less available funding for Construction, Maintenance, and Operations, necessitating an offsetting reduction of the informational appropriation to that Division. This occurs because the overall revenue estimate for the State Highway Fund does not change when appropriations to the Administration Line are increased, meaning that less is available for other activities. Conversely, if appropriations to the Administration Line are decreased, then the Construction, Maintenance, and Operations appropriation is increased.

CLOSE IN-HOUSE PRINT SHOP: The recommendation includes a reduction of \$1.7 million of reappropriated funds due to closure of the Department's in-house printing operation. CDOT expects to save money by sending print work to private-sector printers. Formerly, the print shop accepted jobs from other divisions of CDOT and those divisions paid the shop for the work performed. These payments were used to pay personal services and operating costs of the print shop, spending that was classified as expenditures of reappropriated funds and required a corresponding appropriation. With the closure of the print shop, payments that CDOT's divisions make for print work go to outside vendors and no longer require a reappropriation.

MAJOR DIFFERENCES FROM THE REQUEST

None.

DECISION ITEMS AFFECTING MULTIPLE DIVISIONS

None.

(1) ADMINISTRATION

This line item provides administrative support for the Department statewide.

Section 43-1-113 (3) (a), C.R.S., creates the Administration line item and Section 43-1-113 (2) (c) (III), C.R.S., specifies that it consist of the expenditures for the salaries and expenses of the following offices and divisions:

- Transportation Commission
- Executive Director
- Chief Engineer
- District engineers
- Budget
- Internal audits
- Public relations
- Equal employment
- Accounting
- Administrative services
- Building operations
- Management systems
- Personnel
- Procurement
- Insurance
- Legal
- Central data processing

Statute further requires that the specified Administration expenditures be contained in a single Long Bill line that “shall not be identified by project, program, or district.” This gives CDOT the discretion to move funds among the components of the Administration appropriation, for example from personal services to operating, without seeking approval from the General Assembly. (Though CDOT would still have to pay approved amounts for common policies like *Payment to risk management and property funds*.) Section 43-1-113 (6) (a), C.R.S., limits expenditures of the Administration line item to no more than 5.0 percent of the total CDOT budget.

As a consequence, none of the individual expenditures presented below for the Administration Division will be in the Long Bill. Instead the Long Bill will contain a single combined line item titled “Administration” that sums all of these individual items.

One way to set the Administration Division's single line item is to calculate the cost of the key components that make up the appropriation using the same incremental budgeting approach used for other Departments and then sum them. CDOT has in fact done this in its budget submission, though not as explicitly as other Departments do in their submissions. Computing Administration expenses in this way serves as a check on the reasonableness of CDOT's administrative cost requests and allows one to determine how much of an overall administrative cost increase is due to common policies and how much is due to decisions made by CDOT.

One must bear in mind that statute gives CDOT the freedom to restructure the Administration Division and alter the balance of personal services expenditures and operating expenditures within the Division without asking approval of the General Assembly. However, the increases for Health-life-dental, AED, SAED, and other common-policy items shown in CDOT's FY 2018-19 budget request indicate that it does not plan a substantial change of the division's personal services/operating mix.

The following table summarizes the request for the Division. This \$35.5 million cash funds request is 3.1 percent of the Department's total cash funds request, well within the Section 43-1-113 (6) (a),

C.R.S., requirement that the Administration appropriation not exceed 5.0 percent of the Department's total budget.

ADMINISTRATION					
	TOTAL FUNDS	GENERAL FUND	CASH FUNDS	REAPPROPRIATED FUNDS	FTE
FY 2017-18 Appropriation					
SB 17-254 (Long Bill)	\$33,057,657	\$0	\$31,194,630	\$1,863,027	183.5
TOTAL	\$33,057,657	\$0	\$31,194,630	\$1,863,027	183.5
FY 2018-19 RECOMMENDED APPROPRIATION					
FY 2017-18 Appropriation	\$33,057,657	\$0	\$31,194,630	\$1,863,027	183.5
Centrally appropriated line items	2,482,675	0	2,592,641	(109,966)	0.0
Non-prioritized decision items	1,471,616	0	1,471,616	0	0.0
Annualize prior budget actions	287,602	0	277,391	10,211	0.0
Close in-house print shop	(1,700,000)	0	0	(1,700,000)	0.0
TOTAL	\$35,599,550	\$0	\$35,536,278	\$63,272	183.5
INCREASE/(DECREASE)	\$2,541,893	\$0	\$4,341,648	(\$1,799,755)	0.0
Percentage Change	7.7%	n/a	13.9%	(96.6%)	0.0%
FY 2018-19 EXECUTIVE REQUEST	\$35,599,550	\$0	\$35,536,278	\$63,272	183.5
Request Above/(Below) Recommendation	\$0	\$0	\$0	\$0	0.0

LINE ITEM DETAIL – ADMINISTRATION

PERSONAL SERVICES

This line funds personnel expenses for the Department's Administration Division.

STATUTORY AUTHORITY: Section 43-1-113 (2) (c) (III), C.R.S.

REQUEST: As shown in the following table, the Department requests an appropriation of \$14,840,407 total funds and 183.5 FTE.

RECOMMENDATION: Staff recommends the Department's request.

ADMINISTRATION, PERSONAL SERVICES					
	TOTAL FUNDS	GENERAL FUND	CASH FUNDS	REAPPROPRIATED FUNDS	FTE
FY 2017-18 APPROPRIATION					
SB 17-254 (Long Bill)	\$15,105,305	\$0	\$14,513,016	\$592,289	183.5
TOTAL	\$15,105,305	\$0	\$14,513,016	\$592,289	183.5
FY 2018-19 RECOMMENDED APPROPRIATION					
FY 2017-18 Appropriation	\$15,105,305	\$0	\$14,513,016	\$592,289	183.5
Annualize prior budget actions	287,602	0	277,391	10,211	0.0
Close in-house print shop	(552,500)	0	0	(552,500)	0.0
TOTAL	\$14,840,407	\$0	\$14,790,407	\$50,000	183.5

ADMINISTRATION, PERSONAL SERVICES					
	TOTAL FUNDS	GENERAL FUND	CASH FUNDS	REAPPROPRIATED FUNDS	FTE
INCREASE/(DECREASE)	(\$264,898)	\$0	\$277,391	(\$542,289)	0.0
Percentage Change	(1.8%)	n/a	1.9%	(91.6%)	0.0%
FY 2018-19 EXECUTIVE REQUEST	\$14,840,407	\$0	\$14,790,407	\$50,000	183.5
Request Above/(Below) Recommendation	\$0	\$0	\$0	\$0	0.0

OPERATING EXPENSES

This line funds operating costs for the Department's Administration Division.

STATUTORY AUTHORITY: Section 43-1-113 (2) (c) (III), C.R.S.

REQUEST: The Department requests an appropriation of \$11,298,316 total funds.

RECOMMENDATION: Staff recommends the Department's request.

ADMINISTRATION, OPERATING EXPENSES					
	TOTAL FUNDS	GENERAL FUND	CASH FUNDS	REAPPROPRIATED FUNDS	FTE
FY 2017-18 APPROPRIATION					
SB 17-254 (Long Bill)	\$9,539,642	\$0	\$8,379,414	\$1,160,228	0.0
TOTAL	\$9,539,642	\$0	\$8,379,414	\$1,160,228	0.0
FY 2018-19 RECOMMENDED APPROPRIATION					
FY 2017-18 Appropriation	\$9,539,642	\$0	\$8,379,414	\$1,160,228	0.0
Centrally appropriated line items	2,808,220	0	2,808,220	0	0.0
Non-prioritized decision items	97,954	0	97,954	0	0.0
Close in-house print shop	(1,147,500)	0	0	(1,147,500)	0.0
TOTAL	\$11,298,316	\$0	\$11,285,588	\$12,728	0.0
INCREASE/(DECREASE)	\$1,758,674	\$0	\$2,906,174	(\$1,147,500)	0.0
Percentage Change	18.4%	n/a	34.7%	(98.9%)	n/a
FY 2018-19 EXECUTIVE REQUEST	\$11,298,316	\$0	\$11,285,588	\$12,728	0.0
Request Above/(Below) Recommendation	\$0	\$0	\$0	\$0	0.0

HEALTH, LIFE, AND DENTAL

This line item funds the employer's share of the cost of group benefit plans providing health, life, and dental insurance for Administration Division employees.

STATUTORY AUTHORITY: Pursuant to Section 24-50-611, C.R.S., and defined in Section 24-50-603 (9), C.R.S.

REQUEST AND RECOMMENDATION: The following table summarizes the request and the recommendation, which accords with Committee common policy.

ADMINISTRATION, HEALTH, LIFE, AND DENTAL					
	TOTAL FUNDS	GENERAL FUND	CASH FUNDS	REAPPROPRIATED FUNDS	FTE
FY 2017-18 APPROPRIATION					
SB 17-254 (Long Bill)	\$1,332,162	\$0	\$1,271,155	\$61,007	0.0
TOTAL	\$1,332,162	\$0	\$1,271,155	\$61,007	0.0
FY 2018-19 RECOMMENDED APPROPRIATION					
FY 2017-18 Appropriation	\$1,332,162	\$0	\$1,271,155	\$61,007	0.0
Centrally appropriated line items	(11,434)	0	49,573	(61,007)	0.0
TOTAL	\$1,320,728	\$0	\$1,320,728	\$0	0.0
INCREASE/(DECREASE)	(\$11,434)	\$0	\$49,573	(\$61,007)	0.0
Percentage Change	(0.9%)	n/a	3.9%	(100.0%)	n/a
FY 2018-19 EXECUTIVE REQUEST	\$1,320,728	\$0	\$1,320,728	\$0	0.0
Request Above/(Below) Recommendation	\$0	\$0	\$0	\$0	0.0

SHORT-TERM DISABILITY

This line item funds the cost of short term disability insurance for Administration Division employees. Short term disability coverage provides for a partial payment of an employee's salary if an individual becomes temporarily disabled and cannot work.

STATUTORY AUTHORITY: Pursuant to Section 24-50-611, C.R.S., and defined in Section 24-50-603 (13), C.R.S.

REQUEST AND RECOMMENDATION: The following table summarizes the request and the recommendation, which accords with Committee common policy.

ADMINISTRATION, SHORT-TERM DISABILITY					
	TOTAL FUNDS	GENERAL FUND	CASH FUNDS	REAPPROPRIATED FUNDS	FTE
FY 2017-18 APPROPRIATION					
SB 17-254 (Long Bill)	\$20,425	\$0	\$19,722	\$703	0.0
TOTAL	\$20,425	\$0	\$19,722	\$703	0.0
FY 2018-19 RECOMMENDED APPROPRIATION					
FY 2017-18 Appropriation	\$20,425	\$0	\$19,722	\$703	0.0
Centrally appropriated line items	(2,660)	0	(1,957)	(703)	0.0
TOTAL	\$17,765	\$0	\$17,765	\$0	0.0
INCREASE/(DECREASE)	(\$2,660)	\$0	(\$1,957)	(\$703)	0.0
Percentage Change	(13.0%)	n/a	(9.9%)	(100.0%)	n/a
FY 2018-19 EXECUTIVE REQUEST	\$17,765	\$0	\$17,765	\$0	0.0
Request Above/(Below) Recommendation	\$0	\$0	\$0	\$0	0.0

S.B. 04-257 AMORTIZATION EQUALIZATION DISBURSEMENT

This line item provides additional funding for the Public Employees' Retirement Association (PERA) for Administration Division employees.

STATUTORY AUTHORITY: Pursuant to Section 24-51-411, C.R.S.

REQUEST AND RECOMMENDATION: The following table summarizes the request and the recommendation, which accords with Committee common policy.

ADMINISTRATION, S.B. 04-257 AMORTIZATION EQUALIZATION DISBURSEMENT					
	TOTAL FUNDS	GENERAL FUND	CASH FUNDS	REAPPROPRIATED FUNDS	FTE
FY 2017-18 APPROPRIATION					
SB 17-254 (Long Bill)	\$538,703	\$0	\$520,152	\$18,551	0.0
TOTAL	\$538,703	\$0	\$520,152	\$18,551	0.0
FY 2018-19 RECOMMENDED APPROPRIATION					
FY 2017-18 Appropriation	\$538,703	\$0	\$520,152	\$18,551	0.0
Centrally appropriated line items	(14,961)	0	3,590	(18,551)	0.0
TOTAL	\$523,742	\$0	\$523,742	\$0	0.0
INCREASE/(DECREASE)	(\$14,961)	\$0	\$3,590	(\$18,551)	0.0
Percentage Change	(2.8%)	n/a	0.7%	(100.0%)	n/a
FY 2018-19 EXECUTIVE REQUEST	\$523,742	\$0	\$523,742	\$0	0.0
Request Above/(Below)					
Recommendation	\$0	\$0	\$0	\$0	0.0

S.B. 06-235 SUPPLEMENTAL AMORTIZATION EQUALIZATION DISBURSEMENT

This line item provides additional funding for the Public Employees' Retirement Association (PERA) for Administration Division employees.

STATUTORY AUTHORITY: Pursuant to Section 24-51-411, C.R.S.

REQUEST AND RECOMMENDATION: The following table summarizes the request and the recommendation, which accords with Committee common policy.

ADMINISTRATION, S.B. 06-235 SUPPLEMENTAL AMORTIZATION EQUALIZATION DISBURSEMENT					
	TOTAL FUNDS	GENERAL FUND	CASH FUNDS	REAPPROPRIATED FUNDS	FTE
FY 2017-18 APPROPRIATION					
SB 17-254 (Long Bill)	\$538,703	\$0	\$520,152	\$18,551	0.0
TOTAL	\$538,703	\$0	\$520,152	\$18,551	0.0
FY 2018-19 RECOMMENDED APPROPRIATION					
FY 2017-18 Appropriation	\$538,703	\$0	\$520,152	\$18,551	0.0
Centrally appropriated line items	(14,961)	0	3,590	(18,551)	0.0
TOTAL	\$523,742	\$0	\$523,742	\$0	0.0

ADMINISTRATION, S.B. 06-235 SUPPLEMENTAL AMORTIZATION EQUALIZATION DISBURSEMENT					
	TOTAL FUNDS	GENERAL FUND	CASH FUNDS	REAPPROPRIATED FUNDS	FTE
INCREASE/(DECREASE)	(\$14,961)	\$0	\$3,590	(\$18,551)	0.0
Percentage Change	(2.8%)	n/a	0.7%	(100.0%)	n/a
FY 2018-19 EXECUTIVE REQUEST	\$523,742	\$0	\$523,742	\$0	0.0
Request Above/(Below)					
Recommendation	\$0	\$0	\$0	\$0	0.0

SALARY SURVEY

This line item pays for annual increases for salary survey for Administration Division employees. The sources of cash funds are Correctional Industries sales and Canteen funds.

STATUTORY AUTHORITY: Pursuant to Section 24-50-104 (4)(c), C.R.S.

REQUEST: Department requests an appropriation of \$339,690 cash funds.

RECOMMENDATION: The staff recommendation is pending a Committee common policy decision on salary survey.

MERIT PAY

This line item provides funding for Administration Division employee pay that is tied to an employee's performance.

STATUTORY AUTHORITY: Pursuant to Section 24-50-104 (1)(c), C.R.S.

REQUEST: The Department requests no appropriation for Merit Pay.

RECOMMENDATION: The staff recommendation is pending a Committee common policy decision on salary survey and merit pay.

SHIFT DIFFERENTIAL

This line item is used to compensate employees for work performed outside the regular 8 a.m. to 5 p.m. work schedule as required by state personnel rules. This line item pays shift differential for administration division employees.

STATUTORY AUTHORITY: Pursuant to Section 24-50-104 (1)(a), C.R.S.

REQUEST AND RECOMMENDATION: The following table summarizes the request and the recommendation. The recommendation accords with Committee common policy.

ADMINISTRATION, SHIFT DIFFERENTIAL					
	TOTAL FUNDS	GENERAL FUND	CASH FUNDS	REAPPROPRIATED FUNDS	FTE
FY 2017-18 APPROPRIATION					
SB 17-254 (Long Bill)	\$23,490	\$0	\$22,607	\$883	0.0
TOTAL	\$23,490	\$0	\$22,607	\$883	0.0
FY 2018-19 RECOMMENDED APPROPRIATION					
FY 2017-18 Appropriation	\$23,490	\$0	\$22,607	\$883	0.0
Centrally appropriated line items	3,785	0	4,668	(883)	0.0
TOTAL	\$27,275	\$0	\$27,275	\$0	0.0
INCREASE/(DECREASE)	\$3,785	\$0	\$4,668	(\$883)	0.0
Percentage Change	16.1%	n/a	20.6%	(100.0%)	n/a
FY 2018-19 EXECUTIVE REQUEST	\$27,275	\$0	\$27,275	\$0	0.0
Request Above/(Below) Recommendation	\$0	\$0	\$0	\$0	0.0

STATEWIDE INDIRECT COST ASSESSMENT

Indirect cost assessments are charged to cash and federally-funded programs for departmental and statewide overhead costs. This line item pays the Administration Division's share of statewide indirect costs.

STATUTORY AUTHORITY: Colorado Fiscal Rules #8-3; Section 24-75-1401, C.R.S. [Indirect Costs Excess Recovery Fund]

REQUEST AND RECOMMENDATION: The Department requests a total funds appropriation of \$100,723 for statewide indirect costs for the Administration Division. The staff recommendation for this line item is pending the Committee's decision on indirect costs.

LEGAL SERVICES

This line item pays for legal services provided to the Department by the Department of Law.

STATUTORY AUTHORITY: Pursuant to 24-31-101 (1)(a), C.R.S., and defined in Section 24-75-112 (1)(i), C.R.S.

REQUEST AND RECOMMENDATION: The Department requests a cash funds appropriation of \$1,014,654. The staff recommendation for this line item is pending the Committee's common policy decision on legal services.

PAYMENTS TO RISK MANAGEMENT AND PROPERTY FUND

This line item provides funding for the Department's share of the statewide costs of two programs operated by the Department of Personnel and Administration: (1) the liability program and (2) the property program. The liability program pays liability claims and expenses brought against the State. The property program provides insurance coverage for state buildings and their contents.

STATUTORY AUTHORITY: Pursuant to Section 24-30-1510 and 24-30-1510.5, C.R.S.

REQUEST AND RECOMMENDATION: The Department requests a cash funds appropriation of \$5,253,995. The staff recommendation for this line item is pending the Committee's common policy decision on these payments.

WORKERS' COMPENSATION

This line item pays for workers' compensation for Administration-division employees. The workers' compensation program is administered by the Department of Personnel and Administration.

STATUTORY AUTHORITY: Pursuant to Section 24-30-1510.7, C.R.S.

REQUEST AND RECOMMENDATION: The Department requests a cash funds appropriation of \$338,513. The staff recommendation for this line item is pending the Committee's common policy decision on workers' compensation.

(2) CONSTRUCTION, MAINTENANCE, AND OPERATIONS

Expenditure of these funds is under the control of the Transportation Commission. The money pays for work performed by CDOT staff and its contracting partners to (1) repair and reconstruct the state highway system and to keep it in safe working order; (2) provide safety education; (3) provide flexible funding for cost-saving initiatives such as Intelligent Transportation Systems; (4) increase highway capacity; (5) pass funding through to other governmental units such as airports, local governments, and transit providers as formula or discretionary grants; and (6) pay for annual debt service for highway and bridge projects. These funds are shown in the Long Bill for informational purposes only.

LINE ITEM DETAIL – CONSTRUCTION, OPERATIONS, AND MAINTENANCE

STATUTORY AUTHORITY: Section 43-1-113 (2) (c), C.R.S.

REQUEST: The Department requests \$1,580,000,144 total funds and 3,132.3 FTE. The request reflects updated revenue projections and the cost of increased appropriations to the Administration Division, which leave less State Highway Fund money for Construction Maintenance, and Operations..

RECOMMENDATION: Staff recommends the Committee include the Department's requested informational appropriation in the Long Bill.

CONSTRUCTION, MAINTENANCE, AND OPERATIONS						
	TOTAL FUNDS	GENERAL FUND	CASH FUNDS	REAPPROPRIATED FUNDS	FEDERAL FUNDS	FTE
FY 2017-18 Appropriation						
SB 17-254 (Long Bill)	\$1,419,531,001	\$0	\$699,506,587	\$1,914,662	\$718,109,752	3,136.3
TOTAL	\$1,419,531,001	\$0	\$699,506,587	\$1,914,662	\$718,109,752	3,136.3
FY 2018-19 RECOMMENDED APPROPRIATION						
FY 2017-18 Appropriation	\$1,419,531,001	\$0	\$699,506,587	\$1,914,662	\$718,109,752	3,136.3
Updated Revenue Projections	164,713,120	0	271,403,949	(499,781)	(106,191,048)	(4.0)
Reduced funding for Construction, Maintenance, and Operations to pay for Administration Division increases	(4,243,977)	0	(4,243,969)	(8)	0	0.0
TOTAL	\$1,580,000,144	\$0	\$966,666,567	\$1,414,873	\$611,918,704	3,132.3
INCREASE/(DECREASE)	\$160,469,143	\$0	\$267,159,980	(\$499,789)	(\$106,191,048)	(4.0)
Percentage Change	11.3%	n/a	38.2%	(26.1%)	(14.8%)	(0.1%)
FY 2018-19 EXECUTIVE REQUEST						
Request Above/(Below) Recommendation	\$0	\$0	\$0	\$0	\$0	0.0

(3) HIGH PERFORMANCE TRANSPORTATION ENTERPRISE

The High Performance Transportation Enterprise (HPTE), created in S.B. 09-108, replaces the Statewide Tolling Enterprise created pursuant to S.B. 02-179 and H.B. 02-1310. In addition to taking over the responsibilities of the former Statewide Tolling Enterprise, the HPTE was established to pursue public-private partnerships and other means of completing surface transportation projects, including collecting tolls on existing roadways if such projects are approved by local transportation entities. These funds are shown in the Long Bill for informational purposes only.

LINE ITEM DETAIL – HIGH PERFORMANCE TRANSPORTATION ENTERPRISE

STATUTORY AUTHORITY: Section 43-4-806, C.R.S.

REQUEST: The Department requests \$19,148,850 total funds and 9.0 FTE.

RECOMMENDATION: Staff recommends the Committee include the Department's requested informational appropriation in the Long Bill.

HIGH PERFORMANCE TRANSPORTATION ENTERPRISE						
	TOTAL FUNDS	GENERAL FUND	CASH FUNDS	REAPPROPRIATED FUNDS	FEDERAL FUNDS	FTE
FY 2017-18 Appropriation						
SB 17-254 (Long Bill)	\$11,162,500	\$0	\$6,388,000	\$4,774,500	\$0	5.0

HIGH PERFORMANCE TRANSPORTATION ENTERPRISE						
	TOTAL FUNDS	GENERAL FUND	CASH FUNDS	REAPPROPRIATED FUNDS	FEDERAL FUNDS	FTE
TOTAL	\$11,162,500	\$0	\$6,388,000	\$4,774,500	\$0	5.0
FY 2018-19 RECOMMENDED APPROPRIATION						
FY 2017-18 Appropriation	\$11,162,500	\$0	\$6,388,000	\$4,774,500	\$0	5.0
Updated Revenue Projections	7,986,350	0	7,566,350	420,000	0	4.0
TOTAL	\$19,148,850	\$0	\$13,954,350	\$5,194,500	\$0	9.0
INCREASE/(DECREASE)	\$7,986,350	\$0	\$7,566,350	\$420,000	\$0	4.0
Percentage Change	71.5%	n/a	118.4%	8.8%	n/a	80.0%
FY 2018-19 EXECUTIVE REQUEST	\$19,148,850	\$0	\$13,954,350	\$5,194,500	\$0	9.0
Request Above/(Below) Recommendation	\$0	\$0	\$0	\$0	\$0	0.0

(4) FIRST TIME DRUNK DRIVING OFFENDERS ACCOUNT

The line item uses increased drivers' license reinstatement fees following drunk driving convictions to fund additional high visibility drunk driving enforcement events. Prior to the passage of H.B. 08-1194, the Department had conducted an average of seven high visibility events per year. These events were funded out of DUI fines paid into the Law Enforcement Assistance Fund (LEAF) for the Prevention of Drunken Driving created in Section 43-4-401, C.R.S. House Bill 08-1194 directs the Department to 12 high visibility events per year in addition to those required by LEAF, and allows a legislative appropriation of up to \$2 million.

The Department partners with the Colorado State Patrol and with local law enforcement agencies for the high visibility events. The program funds overtime expenses at local law enforcement agencies to increase enforcement efforts for defined periods of time, for example over holiday weekends. Local agencies apply to CDOT to receive funding and participate, and the Department targets areas with elevated enforcement needs. Program expenses also include advertising to inform the public of upcoming and ongoing enforcement events in an effort to prevent individuals from driving drunk in the first place, as well as costs to reach out to law enforcement agencies.

LINE ITEM DETAIL – FIRST TIME DRUNK DRIVING OFFENDERS ACCOUNT

STATUTORY AUTHORITY: Section 42-2-132 (4) (b) (II) (A), C.R.S.

REQUEST: The Department requests \$1,500,000 cash funds.

RECOMMENDATION: Staff recommends the Committee approve the Department's request.

FIRST TIME DRUNK DRIVING OFFENDERS ACCOUNT				
	TOTAL FUNDS	GENERAL FUND	CASH FUNDS	FTE
FY 2017-18 Appropriation				
SB 17-254 (Long Bill)	\$1,500,000	\$0	\$1,500,000	0.0
TOTAL	\$1,500,000	\$0	\$1,500,000	0.0
FY 2018-19 RECOMMENDED APPROPRIATION				
FY 2017-18 Appropriation	\$1,500,000	\$0	\$1,500,000	0.0
TOTAL	\$1,500,000	\$0	\$1,500,000	0.0
Percentage Change	0.0%	n/a	0.0%	n/a
FY 2018-19 EXECUTIVE REQUEST				
Request Above/(Below) Recommendation	\$0	\$0	\$0	0.0

(5) STATEWIDE BRIDGE ENTERPRISE

This line item was created by S.B. 09-108. It is funded through the bridge safety surcharge on vehicle registrations set forth in Section 43-4-805 (5) (g) (I), C.R.S. Use of these funds requires the approval of the Statewide Bridge Enterprise Board. The Enterprise's purpose is to facilitate the repair or replacement of bridges rated to be in poor condition and to be either structurally deficient or functionally obsolete. The Enterprise has the authority to issue revenue bonds and borrow funds from the Transportation Commission to be repaid from bridge safety surcharge revenues. The section can maintain enterprise status as long as it retains the authority to issue revenue bonds and receives less than 10.0 percent of its total revenues from grants from state and local governments. The revenues of the Enterprise are not subject to annual appropriation by the General Assembly; instead, the board of the Enterprise has the sole statutory responsibility for allocating the Enterprise's funding. The amounts are shown in the Long Bill for informational purposes only.

LINE ITEM DETAIL – STATEWIDE BRIDGE ENTERPRISE

STATUTORY AUTHORITY: Section 43-4-805 (5) (g) (I), C.R.S.

REQUEST: The Department requests \$116,240,000 total funds and 2.0 FTE.

RECOMMENDATION: Staff recommends the Committee include the Department's requested informational appropriation in the Long Bill.

STATEWIDE BRIDGE ENTERPRISE					
	TOTAL FUNDS	GENERAL FUND	CASH FUNDS	FEDERAL FUNDS	FTE
FY 2017-18 Appropriation					
SB 17-254 (Long Bill)	\$112,241,665	\$0	\$112,241,665	\$0	2.0
TOTAL	\$112,241,665	\$0	\$112,241,665	\$0	2.0
FY 2018-19 RECOMMENDED APPROPRIATION					
FY 2017-18 Appropriation	\$112,241,665	\$0	\$112,241,665	\$0	2.0
Updated Revenue Projections	3,998,335	0	3,998,335	0	0.0

STATEWIDE BRIDGE ENTERPRISE					
	TOTAL FUNDS	GENERAL FUND	CASH FUNDS	FEDERAL FUNDS	FTE
TOTAL	\$116,240,000	\$0	\$116,240,000	\$0	2.0
INCREASE/(DECREASE)	\$3,998,335	\$0	\$3,998,335	\$0	0.0
Percentage Change	3.6%	n/a	3.6%	n/a	0.0%
FY 2018-19 EXECUTIVE REQUEST	\$116,240,000	\$0	\$116,240,000	\$0	2.0
Request Above/(Below) Recommendation	\$0	\$0	\$0	\$0	0.0

(6) MARIJUANA IMPAIRED DRIVING PROGRAM

The Marijuana Impaired Driving Program provides CDOT with support from the Marijuana Tax Cash Fund that CDOT uses to fund marijuana-impaired driving prevention efforts, including public education campaigns and data collection efforts. One of the best known parts of this program is the Department’s “Drive High, Get a DUI” public awareness campaign.

LINE ITEM DETAIL – MARIJUANA IMPAIRED DRIVING PROGRAM

STATUTORY AUTHORITY: Section 39-28.8-501 (2) (b) (IV) (A), C.R.S.

REQUEST: The Department requests a continuation appropriation of \$950,000 cash funds from the Marijuana Tax Cash Fund.

RECOMMENDATION: Staff recommends approval of this request.

MARIJUANA IMPAIRED DRIVING PROGRAM				
	TOTAL FUNDS	GENERAL FUND	CASH FUNDS	FTE
FY 2017-18 Appropriation				
SB 17-254 (Long Bill)	\$950,000	\$0	\$950,000	0.0
TOTAL	\$950,000	\$0	\$950,000	0.0
FY 2018-19 RECOMMENDED APPROPRIATION				
FY 2017-18 Appropriation	\$950,000	\$0	\$950,000	0.0
TOTAL	\$950,000	\$0	\$950,000	0.0
Percentage Change	0.0%	n/a	0.0%	n/a
FY 2018-19 EXECUTIVE REQUEST	\$950,000	\$0	\$950,000	0.0
Request Above/(Below) Recommendation	\$0	\$0	\$0	0.0

(7) SOUTHWEST CHIEF RAIL COMMISSION

House Bill 14-1161 created the Southwest Chief Rail Line Economic Development, Rural Tourism, and Infrastructure Repair and Maintenance Commission to encourage Amtrak to continue the

existing Southwest Chief rail line service and expand service to include a stop in Pueblo, Colorado and potentially Walsenberg, Colorado.

Senate Bill 17-153 extended the Commission beyond its July 1, 2017 repeal date, expanded Commission duties, and renamed it the Southwest Chief and Front Range Passenger Rail Commission. The expanded duties include facilitating the future of Front Range passenger rail and, more specifically, drafting legislation to facilitate the development of a passenger rail system along the I-25 corridor. The Commission was required to present this draft legislation to the Local Government committees of the General Assembly no later than December 1, 2017.

The Commission's cash fund (the Southwest Chief Rail Line Economic Development, Rural Tourism, and Infrastructure Repair and Maintenance Fund) is annually appropriated by the General Assembly. It receives gifts, grants, and donations that the Commission can expend for administrative, staffing, and any other operating expenses and for the costs of any necessary studies. The Commission may also expend moneys from the fund for rail replacement or other improvements to the portion of the BNSF railway line used to provide existing Amtrak southwest chief rail line service in Colorado and to pay costs associated with the expansion of southwest chief rail line service to include a stop in Pueblo.

LINE ITEM DETAIL – SOUTHWEST CHIEF RAIL COMMISSION

STATUTORY AUTHORITY: Section 43-4-1002 (1), C.R.S.

REQUEST: The Department requests an appropriation of \$100,000 cash funds, an increase of \$36,000 compared with FY 2017-18.

RECOMMENDATION: Staff recommends approval of this request. The ending fund balance for the Southwest Chief Rail Line Economic Development, Rural Tourism, and Infrastructure Repair and Maintenance Fund equaled \$89,000 and the fund received \$50,000 of revenue during FY 2016-17. The fund receives gifts, grants, and donations that can be expended for administrative, staffing, and any other operating expenses and for the costs of any necessary studies. Thus a \$100,000 appropriation accords with the fund balance that is likely to be available.

SW CHIEF RAIL COMMISSION				
	TOTAL FUNDS	GENERAL FUND	CASH FUNDS	FTE
FY 2017-18 Appropriation				
SB 17-254 (Long Bill)	\$64,000	\$0	\$64,000	0.0
TOTAL	\$64,000	\$0	\$64,000	0.0
FY 2018-19 RECOMMENDED APPROPRIATION				
FY 2017-18 Appropriation	\$64,000	\$0	\$64,000	0.0
Updated revenue projections	36,000	0	36,000	0.0
TOTAL	\$100,000	\$0	\$100,000	0.0
INCREASE/(DECREASE)				
	\$36,000	\$0	\$36,000	0.0
Percentage Change	56.3%	n/a	56.3%	n/a
FY 2018-19 EXECUTIVE REQUEST				
Request Above/(Below) Recommendation	\$0	\$0	\$0	0.0

LONG BILL FOOTNOTES AND REQUESTS FOR INFORMATION

LONG BILL FOOTNOTES

The Department of Transportation did not have any footnotes in the FY 2017-18 Long Bill. Staff does not recommend any footnotes specific to the Department for the FY 2018-19 Long Bill.

REQUESTS FOR INFORMATION

There were no requests for information for the Department of Transportation as part of the FY 2017-18 budget. Staff does not recommend any requests for information for FY 2018-19.

INDIRECT COST ASSESSMENTS

INDIRECT COST POOL

The Department's indirect cost assessment methodology is calculated based on three components: an "Indirect Cost Pool", an "Indirect Cost Base", and an "Indirect Cost Rate". The Indirect Cost Pool is comprised of accumulated costs for activities chargeable to highway projects but not attributable to a single project that fall within the Construction, Maintenance, and Operations line. The Department incurs these indirect costs in Indirect Cost Centers that are established for each CDOT Region Program Engineering Unit. Total indirect costs accumulated in these centers for the 12 month period beginning on July 1 of the previous year and ending on June 30 of the current year make up the Indirect Cost Pool. For FY 2018-19 the Department's Indirect Cost Pool as requested is \$87,592,099. Table 1 outlines what is included in the department's Indirect Cost Pool (i.e. the total indirect cost center costs).

Table 1	
CDOT Indirect Costs Pool	
Item	FY 2018-19
Project Support Activities	\$ 42,191,542
Engineering Region Offices	\$ 41,171,490
DTD - Environmental	\$ 4,108,879
Travel	\$ 120,188
Total Indirect Costs	\$ 87,592,099

INDIRECT COST BASE

The Indirect Cost Base is comprised of all Indirect Eligible Expenditures for participating CDOT projects for the 12 month period beginning on July 1 of the previous year and ending on June 30 of the current year. For FY 2018-19 the Department's Indirect Cost Base as requested is \$960,273,924. Table 2 outlines what is included in the department's Indirect Cost Base (i.e. the total indirect eligible expenditures within the highway construction program).

Table 2	
CDOT Indirect Cost Base	
Item	FY 2018-19
Surface Treatment	\$ 225,400,000
Structures On-System Program	\$ 37,410,000
Geohazards	\$ 8,400,000
Highway Safety Improvement Program	\$ 43,054,370
Railway-Highway Crossings Program	\$ 3,395,698
Hot Spots	\$ 2,167,154
Traffic Signals	\$ 16,272,823
FASTER - Safety Projects	\$ 67,300,121
Permanent Water Quality Mitigation	\$ 6,500,000
Safety Education	\$ 11,044,000
TSM&O: Congestion Relief	\$ 6,450,000
Regional Priority Program	\$ 48,375,000
Road X	\$ 12,096,525
ADA Compliance	\$ -
Strategic Projects	\$ 342,000,000
National Freight Program	\$ 20,791,883
Bridge Enterprise Projects	\$ 95,662,000
HPTE - Projects	\$ 13,954,350
Total Indirect Cost Base	\$ 960,273,924

INDIRECT COST RATE

The Indirect Cost Rate is calculated by dividing the total indirect costs accumulated in all of CDOT's Indirect Cost Centers for the 12 month period beginning on July 1 of the previous year and ending on June 30 of the current year by the total Indirect Eligible Expenditures from the same 12 month period. Cost recoveries come from charging a fixed percentage (Indirect Cost Rate) of the Construction Engineering rate to a project, with the offset charged to the appropriate Indirect Cost Center. Projects that are not administered by CDOT are exempt from the allocation, and the Indirect Cost Rate in effect on the date of project award does not change for the life of that project. Table 3 illustrates how the Indirect Cost Rate is calculated.

Table 3	
CDOT Cost Rate	
Total Indirect Cost Pool	\$ 87,592,099
Total Indirect Cost Base	\$ 960,273,924
Indirect Cost Rate (Base/Pool)	9.12%

All departmental indirect costs are recovered from and allocated back to programs housed within the non-appropriated portion of the CDOT budget. Most policy and budget authority for CDOT rests with the Transportation Commission, pursuant to Section 43-1-113 (1), C.R.S. Funds controlled by the Transportation Commission are reflected for informational purposes in three Long Bill line items: Construction, Maintenance, and Operations; the High Performance Transportation

Enterprise (created by S.B. 09-108); and the Statewide Bridge Enterprise (created by S.B. 09-108). These line items are included in the Long Bill as estimates of the anticipated revenues available to the Commission.

