# COLORADO GENERAL ASSEMBLY JOINT BUDGET COMMITTEE



# FY 2013-14 STAFF FIGURE SETTING DEPARTMENT OF TRANSPORTATION

JBC Working Document - Subject to Change Staff Recommendation Does Not Represent Committee Decision

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# **DEPARTMENT OF TRANSPORTATION**

# **Department Overview**

The Department is responsible for operating and maintaining Colorado's 9,156 mile state highway system, including more than 3,700 bridges, and maintaining the aviation system plan, 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 administering the reimbursement of aviation fuel tax revenues and discretionary grants to local airports. The Department's section of the Long Bill corresponds with legislative authority over particular areas of the Department's budget and does not exactly match the Department's administrative organization.

The Department's primary workload activities are described in the following table.

	COLORADO DEPARTMI ATE HIGHWAY SYSTE				
Measure	Units	FY 2010- 11 Actual	FY 2011-12 Actual	FY 2012-13 Estimate*	FY 2013-14 Estimate*
Roadway maintained	Lane-miles	23,106	23,106	23,106	23,106
Roadway usage	Billion vehicle miles travelled	27.4	27.4	27.4	27.4
Roadway condition	Percent good or fair	48.0%	47.3%	44.4%	43.3%
Roadway striped	Miles of roadway striping	22,006	22,447	22,227	22,227
Snow & Ice removed	Million roadway miles plowed, sanded, or deiced	5.7	4.7	5.2	5.2
Snow fence repaired or installed	Linear feet of snow fence	300,231	348,130	324,181	324,181
Fence replaced, repaired or installed	Million linear feet of fence	20.8	19.2	20.0	20.0
Trash removal	Cubic yards of trash removed	93,683	92,828	93,256	93,256
Asphalt poured	Tons	203,728	232,041	217,885	217,885
Bridges maintained	Bridges	3,447	3,447	3,447	3,447
Bridge condition	Bridges that need replacement	127	127	127	127
Avalanche management	Avalanches triggered with explosives	283	509	396	396
Avalanche management	Road closure hours	841	350	596	596
Avalanche management	Hours mitigating avalanches	7,618	5,031	6,325	6,325

<sup>\*</sup> FY 2012-13 and FY 2013-14 figures are estimates based the average of the last two years of actual data, other than Roadway condition.

Most policy and budget authority for the Department rests with the Transportation Commission, pursuant to Section 43-1-113 (1), C.R.S. Funds controlled by the Transportation Commission are reflected in the Construction, Maintenance, and Operations line item for informational purposes. The High Performance Transportation Enterprise and the Statewide Bridge Enterprise (both created by S.B. 09-108) are controlled by their own Boards. These line items represent the "non-appropriated" portion of the budget and are included (for informational purposes) in the Long Bill as estimates of the anticipated revenues available to the Commission or Boards.

The General Assembly approves funding for two Long Bill line items: Administration (primarily from the State Highway Fund) and the First Time Drunk Driving Offenders Account (created pursuant to H.B. 08-1194 and funded with driver's license reinstatement fees). The General Assembly has statutory oversight of revenue-raising measures and the approval of the Governor's appointments to the Transportation Commission.

## DEPARTMENT REQUEST AND RECOMMENDATION SUMMARY

#### **Executive Request**

The Department requests a total appropriation of \$1.27 billion and 3,317.5 FTE. The request is primarily from the State Highway Fund and federal funds. Approximately 2.1 percent of the Department's request is appropriated by the General Assembly; the remainder of the budget is set by the Transportation Commission, the High Performance Transportation Enterprise (HPTE) Board, or the Statewide Bridge Enterprise (SBE) Board. Aside from adjustments due to revenue changes, the Department did not request any funding changes beyond common policy and non-prioritized (state-wide) changes.

#### **Committees of Reference SMART Act Recommendations**

The Senate Transportation Committee did not provide a recommendation on the Department's FY 2013-14 budget request.

The House Transportation and Energy Committee did not provide a recommendation on the Department' FY 2013-14 budget request.

#### **Staff Recommendation**

The staff recommendation is summarized in the table below, followed by brief description of each item listed.

Department of Transportation					
	<b>Total Funds</b>	Cash Funds	Reappropriated Funds	Federal Funds	FTE
FY 2012-13 Appropriation:					
HB 12-1335 (Long Bill)	\$1,119,353,686	\$706,181,582	\$3,763,059	\$409,409,045	3,308.8
FY 2012-13 Supplemental - Liability					
Premiums True-up	0	0	0	0	0.0
TOTAL	\$1,119,353,686	$$706,181,58\overline{2}$	$\$3,763,05\overline{9}$	$$409,409,04\overline{5}$	3,308.8

]	Department of	f Transporta	tion		
	Total Funds	Cash Funds	Reappropriated Funds	Federal Funds	FTE
FY 2013-14 Recommended Appropriation:					
FY 2012-13 Appropriation	\$1,119,353,686	\$706,181,582	\$3,763,059	\$409,409,045	3,308.8
Annualize FY 2012-13 Supplemental	0	0	0	0	0.0
NPI-1 Employee Engagement Survey	0	0	0	0	0.0
Centrally Appropriated Line Items	25,757	0	25,757	0	0.0
Updated Revenue Projections	148,381,433	53,647,494	16,000,000	78,733,939	0.0
FTE Adjustment	0	0	0	0	8.7
JBC Staff Common Policy Recommendations	(13,512)	<u>0</u>	(13,512)	<u>0</u>	<u>0.0</u>
TOTAL	\$1,267,747,364	\$759,829,076	\$19,775,304	\$488,142,984	3,317.5
Increase/(Decrease)	\$148,393,678	\$53,647,494	\$16,012,245	\$78,733,939	8.7
Percentage Change	13.3%	7.6%	425.5%	19.2%	0.3%
FY 2013-14 Executive Request:	\$1,267,760,876	\$759,829,076	\$19,788,816	\$488,142,984	3,317.5
Request Above/(Below) Recommendation	\$13,512	\$0	\$13,512	\$0	0.0

Appropriations to Administrative Line have an inverse effect on the Construction, Maintenance and Operations (CMO) Line. Since the overall revenue estimate for the State Highway Fund does not change, when appropriations to the Administration Line are increased, the appropriation to CMO line is decreased, and conversely, if appropriations to the Administration Line are decreased, then the CMO line appropriation is increased. Additional common policy decisions by the JBC will result in this line being adjusted to reflect those changes.

#### Elements of Recommended Appropriation:

- **FY 2012-13 Appropriation:** Current FY 2012-13 appropriation, with the assumption that the Department's supplemental bill will be enacted as recommended by the JBC.
- **Annualize FY 2012-13 Supplemental:** Annualization of the FY 2012-13 Supplemental, assuming that the Department's supplemental bill will be enacted as recommended by the JBC.
- NPI-1 Employee Engagement Survey: Non-prioritized statewide decision item.
- Centrally Appropriated Line Items: Includes adjustments for centrally appropriated line items.
- **Updated Revenue Projections:** The recommendation reflects updated revenue forecasts of both state funds and federal funds.
- **FTE Adjustment:** Adjustments to FTE to reflect Transportation Commission and SBE Board actions, as well as a true-up in the Administration Line Item to reflect reduced appropriations.
- **JBC Staff Common Policy Recommendations:** Reflects the approved JBC Staff recommendations and JBC initiated increase in Salary Survey. The JBC has approved the following common policy lines: (1) Health, life, and dental insurance; (2) Short-term disability insurance; (3) Amortization equalization and supplemental amortization

equalization disbursements; (4) Salary survey; (5) Merit pay; (6) Shift-differential; and (7) Statewide indirect cost assessments. The remaining common policy lines will be set by the JBC during the course of figure setting: (1) Workers' compensation; (2) Legal Services; (3) OIT Management and Administration; (4) Risk Management (General Insurance); and (5) COFRS Modernization.

# (1) Administration

Description: This line item was created by Section 43-1-113 (2) (III), C.R.S., and includes the salaries and expenses for a variety of offices and programs. The line supports the administrative expenditures for the Department, including the Executive Director, the Regional Directors, and budgeting, accounting, purchasing, and personnel. It is a "program" line, which gives the Department the discretion to move funds from personal services to operating (and vice versa) and also from one program or unit in the line to another without seeking approval from the General Assembly. Statute (Section 43-1-113 (6), C.R.S.) limits the Administration line item expenditures to no more than 5.0 percent of the total Department of Transportation budget.

This line item provides administrative support for the more than 3,000 FTE that work for the Department statewide. For FY 2013-14, the Department is requesting an appropriation of \$25,758,558 and 169.0 FTE, comprised of \$22,920,294 cash funds from the State Highway fund and \$1,838,264 reappropriated funds from internal cash funds. This represents an increase of \$986,941 (4.2 percent) above the FY 2012-13 appropriation, and is 2.0 percent of the Department's total request, well within the statutory requirement that the Administration line not exceed 5.0 percent of the Department's total budget.

Staff does not make individual recommendations for each organization within the Administration Long Bill line item. Rather, staff presents consolidated recommendations for the following components that make up the line: (1) total personal services; (2) health, life, and dental insurance; (3) short-term disability insurance; (4) amortization equalization disbursement; (5) supplemental amortization equalization disbursement; (6) salary survey; (7) merit pay; (8) shift differential; (9) workers' compensation; (10) operating expenses; (11) legal services hours; (12) legal services appropriation; (13) OIT management and administration; (14) risk management; (15) COFRS modernization; and (16) statewide indirect costs. The changes are summarized in the following table, which also includes the JBC staff recommendation:

**Request:** The Department requests \$25,275,885 in cash and reappropriated funds and 192.5 FTE for this line item in FY 2013-14. The budget request reflects an increase of \$787,332 total funds and zero FTE from FY 2012-13.

**Staff Recommendation:** Staff's recommendation is pending the approval of common policies for (1) risk management and general insurance; (2) workers' compensation; (3) legal services; (4) OIT Management and Administration; and (5) and COFRS Modernization by the Committee. While the numbers pages show a total for Administration, that funding level will increase or decrease with the approval of common policies for the pending items. **Staff requests** 

# permission to adjust the line item after the Committee has determined the common policy for these items.

The following table summarizes the request and Committee approved JBC Staff common policy recommendations. The recommendations for each component are discussed in greater detail following the table.

	Administration					
	Total Funds	General Fund	Cash Funds	Reappropriated Funds	FTE	
FY 2012-13 Appropriation:						
HB 12-1335 (Long Bill)	\$23,771,617	\$0	\$21,959,110	\$1,812,507	178.3	
FY 2012-13 Supplemental - Liability Premiums True-up	<u>586,795</u>	<u>0</u>	<u>586,795</u>	<u>0</u>	0.0	
TOTAL	\$24,358,412	\$0	\$22,545,905	\$1,812,507	178.3	
FY 2013-14 Recommended Appropriation:						
FY 2012-13 Appropriation	\$24,358,412	\$0	\$22,545,905	\$1,812,507	178.3	
Annualize FY 2012-13 Supplemental	(586,795)	0	(586,795)	0	0.0	
Centrally Appropriated Line Items	947,209	0	921,452	25,757	0.0	
NPI - Employee Engagement Survey	39,732	0	39,732	0	0.0	
FTE Adjustment	0	0	0	0	(9.3)	
JBC Staff Common Policy Recommendations	(227,852)	<u>0</u>	(214,340)	(13,512)	0.0	
TOTAL	\$24,530,706	\$0	\$22,705,954	\$1,824,752	169.0	
Increase/(Decrease)	\$172,294	\$0	\$160,049	\$12,245	(9.3)	
Percentage Change	0.7%	0.0%	0.7%	0.7%	(5.2%)	
FY 2013-14 Executive Request:	\$24,758,558	\$0	\$22,920,294	\$1,838,264	169.0	
Request Above/(Below) Recommendation	\$267,584	\$0	\$254,072	\$13,512	0.0	

#### **Personal Services**

**Request:** The Department's request is for a continuation level of spending for a total of \$12,332,539. The Department's request includes *reduction* of 6.9 FTE to better reflect actual FTE levels. The total FTE requested is 169.0 FTE.

**Staff Recommendation:** Pursuant to **Staff recommends an appropriation of \$12,332,539 total funds and 169.0 FTE.** This includes \$11,678,350 cash funds from the State Highway Fund and \$654,189 reappropriated funds transferred from the Construction, Maintenance, and Operations line. The Department's request and the JBC Staff recommendation are provided in the following table.

Personal Services				
	Total Funds	Cash Funds	Reappropriated Funds	FTE
FY 2012-13 Appropriation:				
HB 12-1335 (Long Bill)	12,332,539	11,678,350	654,189	<u>178.3</u>
TOTAL	\$12,332,539	\$11,678,350	\$654,189	178.3

Per	Personal Services				
	Total Funds	Cash Funds	Reappropriated Funds	FTE	
FY 2013-14 Recommended Appropriation:					
FY 2012-13 Appropriation	\$12,332,539	\$11,678,350	\$654,189	178.3	
FTE Adjustment	<u>0</u>	<u>0</u>	<u>0</u>	(9.3)	
TOTAL	\$12,332,539	\$11,678,350	\$654,189	169.0	
Increase/(Decrease)	\$0	\$0	\$0	(9.3)	
Percentage Change	0.0%	0.0%	0.0%	(5.2%)	
FY 2013-14 Executive Request:	\$12,332,539	\$11,678,350	\$654,189	169.0	
Request Above/(Below) Recommendation	\$0	\$0	\$0	0.0	

#### **Operating Expenses**

**Request:** The Department requests continuation of its FY 2012-13 appropriation, for a total of \$2,851,805, comprised of \$1,783,946 cash funds from the State Highway Fund and \$1,067,859 reappropriated funds transferred from the Construction, Maintenance, and Operations line.

Staff Recommendation: Staff recommends approval of the Department's request.

#### Health, Life, and Dental

**Request:** The Department requests an appropriation of \$1,294,989 total funds, comprised of \$1,229,507 cash funds and \$65,482 reappropriated funds.

Recommendation: Staff recommends reflecting the approved JBC common policy, which provides an appropriation of \$1,139,087 total funds, comprised of \$1,083,198 cash funds and \$55,889 reappropriated funds. The details of this appropriation are summarized in the following table:

Health, Life, and Dental					
	Total Funds	Cash Funds	Reappropriated Funds	FTE	
FY 2012-13 Appropriation:					
HB 12-1335 (Long Bill)	1,207,564	1,148,907	58,657	0.0	
TOTAL	1,207,564	1,148,907	58,657	0.0	
FY 2013-14 Recommended Appropriation:					
FY 2012-13 Appropriation	1,207,564	1,148,907	58,657	0.0	
Centrally Appropriated Line Item Adjustments	87,425	80,600	6,825	0.0	
JBC Approved Common Policy	(155,902)	(146,309)	(9,593)	<u>0.0</u>	
TOTAL	1,139,087	1,083,198	55,889	0.0	
Increase/(Decrease)	(68,477)	(65,709)	(2,768)	0.0	
Percentage Change	(5.7%)	(5.7%)	(4.7%)	0.0%	
FY 2013-14 Executive Request:	1,294,989	1,229,507	65,482	0.0	
Request Above/(Below) Recommendation	155,902	146,309	9,593	0.0	

#### **Short-term Disability**

**Request:** The Department requests an appropriation of \$22,030 total funds, comprised of \$21,131 cash funds and \$899 reappropriated funds.

Recommendation: Staff recommends reflecting the approved JBC common policy, which provides an appropriation of \$20,413 total funds, comprised of \$19,598 cash funds and \$815 reappropriated funds.

Short-term Disability					
	Total Funds	Cash Funds	Reappropriated Funds	FTE	
FY 2012-13 Appropriation:					
HB 12-1335 (Long Bill)	<u>20,116</u>	<u>19,294</u>	<u>822</u>	<u>0.0</u>	
TOTAL	20,116	19,294	822	0.0	
FY 2013-14 Recommended Appropriation:					
FY 2012-13 Appropriation	20,116	19,294	822	0.0	
Centrally Appropriated Line Item Adjustments	1,914	1,837	77	0.0	
JBC Approved Common Policy	(1,617)	(1,533)	<u>(84)</u>	0.0	
TOTAL	20,413	19,598	815	0.0	
Increase/(Decrease)	297	304	(7)	0.0	
Percentage Change	1.5%	1.6%	(0.9%)	0.0%	
FY 2013-14 Executive Request:	22,030	21,131	899	0.0	
Request Above/(Below) Recommendation	1,617	1,533	84	0.0	

#### S.B. 04-257 Amortization Equalization Disbursement

**Request:** The Department requests an appropriation of \$457,342 total funds, comprised of \$438,851 cash funds and \$18,491 reappropriated funds.

Recommendation: Staff recommends reflecting the approved JBC common policy, which provides an appropriation of \$386,766 total funds, comprised of \$371,441 cash funds and \$15,325 reappropriated funds. The details of this appropriation are summarized in the following table:

S.B. 04-257 Amortiza	S.B. 04-257 Amortization Equalization Disbursement					
	Total Funds	Cash Funds	Reappropriated Funds	FTE		
FY 2012-13 Appropriation:						
HB 12-1335 (Long Bill)	405,057	<u>388,539</u>	<u>16,518</u>	0.0		
TOTAL	405,057	388,539	16,518	0.0		
FY 2013-14 Recommended Appropriation:						
FY 2012-13 Appropriation	405,057	388,539	16,518	0.0		
Centrally Appropriated Line Item Adjustments	52,285	50,312	1,973	0.0		
JBC Approved Common Policy	(70,576)	<u>(67,410)</u>	(3,166)	<u>0.0</u>		
TOTAL	386,766	371,441	15,325	0.0		
Increase/(Decrease)	(18,291)	(17,098)	(1,193)	0.0		
Percentage Change	(4.5%)	(4.4%)	(7.2%)	0.0%		
FY 2013-14 Executive Request:	457,342	438,851	18,491	0.0		
Request Above/(Below) Recommendation	70,576	67,410	3,166	0.0		

#### S.B. 06-235 Supplemental Amortization Equalization Disbursement

**Request:** The Department requests an appropriation of \$409,725 total funds, comprised of \$393,172 cash funds and \$16,553 reappropriated funds.

Recommendation: Staff recommends reflecting the approved JBC common policy, which provides an appropriation of \$349,329 total funds, comprised of \$335,329 cash funds and \$13,835 reappropriated funds. The details of this appropriation are summarized in the following table:

S.B. 06-235 Supplemental A	S.B. 06-235 Supplemental Amortization Equalization Disbursement					
	Total Funds	Cash Funds	Reappropriated Funds	FTE		
FY 2012-13 Appropriation:						
HB 12-1335 (Long Bill)	<u>348,096</u>	333,901	14,195	<u>0.0</u>		
TOTAL	348,096	333,901	14,195	0.0		
FY 2013-14 Recommended Appropriation:						
FY 2012-13 Appropriation	348,096	333,901	14,195	0.0		
Centrally Appropriated Line Item Adjustments	61,629	59,271	2,358	0.0		
JBC Approved Common Policy	(60,561)	(57,843)	(2,718)	0.0		
TOTAL	349,164	335,329	13,835	0.0		
Increase/(Decrease)	1,068	1,428	(360)	0.0		
Percentage Change	0.3%	0.4%	(2.5%)	0.0%		
FY 2013-14 Executive Request:	409,725	393,172	16,553	0.0		
Request Above/(Below) Recommendation	60,561	57,843	2,718	0.0		

#### **Salary Survey**

The Department requests an appropriation of \$268,388 total funds, comprised of \$261,517 cash funds and \$6,871 reappropriated funds.

Recommendation: Staff recommends reflecting the approved JBC common policy, which provides an appropriation of \$325,628 total funds, comprised of \$316,466 cash funds and \$9,162 reappropriated funds. The recommendation includes the additional Committee initiated increase of 0.5 percent. The details of this appropriation are summarized in the following table:

	Salary Survey			
	Total Funds	Cash Funds	Reappropriated Funds	FTE
Centrally Appropriated Line Item Adjustments	268,388	261,517	6,871	0.0
JBC Approved Common Policy (Increase of 0.5% over Executive request)	<u>57,240</u>	<u>54,949</u>	<u>2,291</u>	0.0
TOTAL	325,628	316,466	9,162	0.0
Increase/(Decrease)	325,628	316,466	9,162	0.0
Percentage Change	N/A	N/A	N/A	0.0%
FY 2013-14 Executive Request:	268,388	261,517	6,871	0.0
Request Above/(Below) Recommendation	(57,240)	(54,949)	(2,291)	0.0

#### **Merit Pay**

The Department requests an appropriation of \$178,679 total funds, comprised of \$171,247 cash funds and \$7,432 reappropriated funds.

Recommendation: Staff recommends reflecting the approved JBC common policy, which provides an appropriation of \$178,678 total funds, comprised of \$171,247 cash funds and \$7,431 reappropriated funds. The details of this appropriation are summarized in the following table:

	Merit Pay			
	Total Funds	Cash Funds	Reappropriated Funds	FTE
Centrally Appropriated Line Item Adjustments	178,679	171,247	7,432	0.0
JBC Approved Common Policy	<u>(1)</u>	<u>0</u>	<u>(1)</u>	<u>0.0</u>
TOTAL	178,678	171,247	7,431	0.0
Increase/(Decrease)	178,678	171,247	7,431	0.0
Percentage Change	0.0%	0.0%	0.0%	0.0%
FY 2013-14 Executive Request:	178,679	171,247	7,432	0.0
Request Above/(Below) Recommendation	1	0	1	0.0

#### **Shift Differential**

**Request:** The Department requested an appropriation of \$29,704 total funds, comprised of \$29,216 cash funds and \$488 reappropriated funds. This was an increase of \$5,251 over the FY 2012-13 appropriation.

Staff Recommendation: Staff recommends reflecting the approved JBC common policy for an appropriation of \$33,269 total funds, including \$33,022 cash funds and \$247 reappropriated funds. The JBC approved JBC Staff's recommendation to fund this line item at 100 percent of FY 2011-12 actual expenditures, rather than at 80 percent as requested by the Department.

Shift Differential								
	<b>Total Funds</b>	Cash Funds	Reappropriated Funds	FTE				
FY 2012-13 Appropriation:								
HB 12-1335 (Long Bill)	<u>24,453</u>	<u>24,186</u>	<u>267</u>	<u>0.0</u>				
TOTAL	24,453	24,186	267	0.0				
FY 2013-14 Recommended Appropriation:								
FY 2012-13 Appropriation	24,453	24,186	267	0.0				
Centrally Appropriated Line Item Adjustments	5,251	5,030	221	0.0				
JBC Approved Common Policy	<u>3,565</u>	<u>3,806</u>	(241)	0.0				
TOTAL	33,269	33,022	247	0.0				
Increase/(Decrease)	8,816	8,836	(20)	0.0				
Percentage Change	36.1%	36.5%	(7.5%)	0.0%				
FY 2013-14 Executive Request:	29,704	29,216	488	0.0				
Request Above/(Below) Recommendation	(3,565)	(3,806)	241	0.0				

#### **Statewide Indirect Cost Assessments**

**Request:** The Department requests an appropriation of \$123,760 cash funds, which includes a common policy adjustment decreasing the request by \$1,559.

**Staff Recommendation: Staff recommends an appropriation of \$123,760 cash funds**. This represents the administrative portion of the Department's statewide assessment of \$1,756,205 cash funds, which the Committee has approved.

#### **Legal Services**

**Request:** The Department requests a continuation appropriation for the purchase of 6,580 hours of legal services hours from the Department of Law, with an appropriation of \$508,305 cash funds.

Staff Recommendation: Staff recommends approving the purchase of 6,508 hours of legal services hours from the Department of Law. Staff's recommendation for the appropriation is pending Committee action. Staff will ultimately reflect the Committee's common policy decision in the appropriation for this line.

#### **Risk Management (General Insurance)**

**Request:** The Department requests an appropriation of \$2,788,719 cash funds, which includes a common policy adjustment decreasing the request by \$112,006.

Staff Recommendation: Staff's recommendation for the appropriation is pending Committee action. Staff will ultimately reflect the Committee's common policy decision in the appropriation for this line.

#### **Workers' Compensation**

**Request:** The Department requested an appropriation of \$437,180 cash funds, which includes a common policy adjustment reducing the request by \$56,590.

Staff Recommendation: Staff's recommendation for the appropriation is pending Committee action. Staff will ultimately reflect the Committee's common policy decision in the appropriation for this line.

#### **COFRS** (Colorado Financial Reporting System) Modernization

**Request:** The Department requests an appropriation of \$214,620 cash funds, which includes a common policy adjustment increasing the request by \$107,310.

Staff Recommendation: Staff's recommendation for the appropriation is pending Committee action. Staff will ultimately reflect the Committee's common policy decision in the appropriation for this line.

#### **OIT Management and Administration**

**Request:** The Department requests an appropriation of \$2,840,773 cash funds, which includes a common policy adjustment increasing the request by \$394,215.

Staff Recommendation: Staff's recommendation for the appropriation is pending Committee action. Staff will ultimately reflect the Committee's common policy decision in the appropriation for this line.

# (2) Construction, Maintenance, and Operations

Description: These funds are appropriated by the Transportation Commission. The moneys pay 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.

**Request:** The Department's FY 2013-14 requests an informational appropriation of \$1,092,520,418 total funds and 3,142.5 FTE. The request is comprised of \$602,426,882 cash funds, \$1,950,552 reappropriated funds, and \$488,142,984 federal funds.

The Department's FY 2013-14 request, and the JBC approved common policies are described in the following table.

Construction Maintenance, And Operations						
	Total Funds	Cash Funds	Reappropriated Funds	Federal Funds	FTE	
FY 2012-13 Appropriation:						
HB 12-1335 (Long Bill)	998,555,592	587,195,995	1,950,552	409,409,045	3,126.5	
FY 2012-13 Supplemental - Liability						
Premiums True-up	(586,795)	(586,795)	<u>0</u>	<u>0</u>	0.0	
TOTAL	997,968,797	586,609,200	1,950,552	409,409,045	3,126.5	
FY 2013-14 Recommended Appropriation:						
FY 2012-13 Appropriation	997,968,797	586,609,200	1,950,552	409,409,045	3,126.5	
Annualize FY 2012-13 Supplemental	586,795	586,795	0	0	0.0	
Offset NPI-1 Employee Engagement						
Survey	(39,732)	(39,732)	0	0	0.0	
Offset Centrally Appropriated Line Items	(921,452)	(921,452)	0	0	0.0	
Offset JBC Staff Recommendations	214,340	214,340	0	0	0.0	
Updated Revenue Projections	94,926,010	16,192,071	0	78,733,939	0.0	
FTE Adjustment	<u>0</u>	<u>0</u>	<u>0</u>	<u>0</u>	<u>16.0</u>	
TOTAL	1,092,734,758	602,641,222	1,950,552	488,142,984	3,142.5	
Increase/(Decrease)	94,551,621	15,817,682	0	78,733,939	16.0	
Percentage Change	9.5%	2.7%	0.0%	19.2%	0.5%	
FY 2013-14 Executive Request:	1,092,520,418	602,426,882	1,950,552	488,142,984	3,142.5	
Request Above/(Below) Recommendation	214,340	214,340	0	0	0.0	

Staff Recommendation: Staff recommends reflecting an appropriation of \$1,092,734,758 total funds and 3,142.5 FTE, comprised of \$602,641,222 cash funds, \$1,950,552 reappropriated funds, and \$488,142,984 federal funds. The recommendation reflects the Department's request as adjusted by JBC Staff recommendation to date. Staff requests permission to adjust this line as necessary to reflect additional JBC common policy actions.

# (3) High Performance Transportation Enterprise

Description: This 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. The section is granted 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 amounts shown are revenue estimates from the existing toll lanes on Interstate 25.

Because the HPTE Board has sole statutory responsibility for allocating revenues, the appropriations shown in the Long Bill are for informational purposes only.

**Request**: For FY 2013-14, the Department requests \$33,500,000 cash funds and 4.0 FTE for the operation of the High Performance Transportation Enterprise. This dollar amount represents the Department's estimate of revenue from the HOV Express Lanes for FY 2012-13.

Staff Recommendation: Staff recommends the Committee reflect the Department's request to include \$33,500,000 total funds and 4.0 FTE, including \$32,500,000 cash funds and \$1,000,000 reappropriated funds for informational purposes in FY 2013-14.

# (4) First Time Drunk Driving Offender Account

*Description:* The General Assembly created the First Time Drunk Driving Offender Account, a subaccount within the Highway Users Tax Fund, with the enactment of H.B. 08-1194. The legislation made the account subject to annual appropriation and this line item was created in the FY 2009-10 Long Bill.

The line item uses increased fees to reinstate drivers' licenses following drunk driving convictions (from \$60 to \$95) to fund additional high visibility drunk driving enforcement events. Prior to the passage of H.B. 08-1194, which became effective during FY 2008-09, 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 conduct a total of 12 high visibility events per year, an increase of five events per year over the previous average. It is critical to note, however, that not all of the moneys used to fund these 12 high visibility events come from this line item. The Department also receives about \$1 million in reappropriated funds from the Department of Public Safety each year for this purpose. Thus, the 12 high visibility events actually cost about \$2.5 million annually. Overtime costs for law enforcement officers drive this cost.

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.

**Request:** For FY 2013-14, the Department requests \$1,500,000 cash funds from the First Time Drunk Driving Offenders Account, a continuation level from the FY 2012-13 appropriation. This appropriation was increased by \$500,000 in FY 2012-13 to account for a reduction in other funds used for the high visibility events.

Recommendation: Staff recommends approval of the Department's request for an appropriation of \$1,500,000 cash funds from the First Time Drunk Driving Offender Account in FY 2013-14.

# (5) Statewide Bridge Enterprise

Description: 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. The fee schedule is graduated by weight and phased in over the course of three fiscal years, FY 2009-10 to FY 2010-11. 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 as in poor condition and as 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. Because the revenues are continuously appropriated to the Department, the amounts are shown in the Long Bill for informational purposes only.

**Request:** For FY 2013-14, the Department requests \$115,481,900 cash funds and 2.0 FTE, reflecting the Department's estimate of revenues to the Statewide Bridge Enterprise. This request includes an FTE adjustment approved by the Bridge Enterprise Board.

Recommendation: Staff recommends the Committee reflect the Department's request and include \$115,481,900 cash funds and 2.0 FTE for informational purposes in FY 2013-14, reflecting the Department's anticipated revenues for the Bridge Enterprise.

# **Long Bill Footnotes and Requests for Information**

#### LONG BILL FOOTNOTES

The Department did not have any Long Bill footnotes in FY 2012-13, and staff does not recommend any new footnotes in FY 2013-14.

#### **REQUESTS FOR INFORMATION**

Staff recommends the continuation of the following request for information.

**Department of Transportation, Administration** -- The Department is requested to complete state budget forms for Administration personal services that provide information for each office or section within the Administration line item. This information should be sufficiently detailed to allow personal services calculations. PERA and Medicare should also be provided by the individual section or office. Additionally, the Department should include subtotals for salary and FTE for each of the offices within the Administration line item information currently supplied.

Staff recommends continuation of the following request for information (as amended below) to explain the Department's requested changes for the FY 2013-14 budget request.

**Department of Transportation, Administration** -- The Department is requested to submit, with the November 1, 2012 2013 budget request, decision items for any changes made within the Administration program line during either FY 2011-12 2012-13 or FY 2012-13 2012-13 that the Department wishes to have recognized during the FY 2012-13 2013-14 figure setting process.

# **Appendix A: Number Pages**

FY 2010-11	FY 2011-12	FY 2012-13	FY 2013-14	FY 2013-14
Actual	Actual	Appropriation	Request	Recomendation

# **DEPARTMENT OF TRANSPORTATION Donald Hunt, Executive Director**

#### (1) ADMINISTRATION

This line item was created to include the personal services and operating expenses for offices and programs that are the administrative piece of the Transportation Commission's non-appropriated functions. The lines below are included for figure setting purposes. Because the Administration line is a program line, the Department has discretionary flexibility over all amounts within Administration. The Transportation Commission has appropriations authority over both the Administration line and the Construction, Maintenance, and Operations line, and the combined annual request for these lines reflects anticipated revenues to the State Highway Fund, Federal Highways Administration funds and funds from local governments. The General Assembly sets an appropriated level for the Administration line as a total, and the balance of anticipated highway funds become the appropriation to the Construction, Maintenance, and Operation line.

#### (A) Administration

Personal Services	13,057,759	12,821,269	12,332,539	12,332,539	12,332,539
FTE	178.3	168.7	178.3	169.0	169.0
Cash Funds	12,434,825	12,381,006	11,678,350	11,678,350	11,678,350
Reappropriated Funds	622,934	440,263	654,189	654,189	654,189
Operating Expenses	<u>2,638,921</u>	3,413,175	2,851,805	2,851,805	2,851,805
Cash Funds	1,829,380	2,689,286	1,783,946	1,783,946	1,783,946
Reappropriated Funds	809,541	723,889	1,067,859	1,067,859	1,067,859
SUBTOTAL - (A) Administration	15,696,680	16,234,444	15,184,344	15,184,344	15,184,344
FTE	<u>178.3</u>	<u>168.7</u>	<u>178.3</u>	<u>169.0</u>	<u>169.0</u>
Cash Funds	14,264,205	15,070,292	13,462,296	13,462,296	13,462,296
Reappropriated Funds	1,432,475	1,164,152	1,722,048	1,722,048	1,722,048

	FY 2010-11 Actual	FY 2011-12 Actual	FY 2012-13 Appropriation	FY 2013-14 Request	FY 2013-14 Recomendation
(B) Centrally Appropriated Personal Services					
Health, Life, and Dental	937,810	952,974	1,207,564	1,294,989	1,139,087
Cash Funds	889,162	919,186	1,148,907	1,229,507	1,083,198
Reappropriated Funds	48,648	33,788	58,657	65,482	55,889
Short-term Disability	17,790	<u>18,412</u>	20,116	22,030	20,413
Cash Funds	16,942	17,798	19,294	21,131	19,598
Reappropriated Funds	848	614	822	899	815
S.B. 04-257 Amortization Equalization					
Disbursement	252,809	306,550	405,057	457,342	<u>386,766</u>
Cash Funds	240,383	294,587	388,539	438,851	371,441
Reappropriated Funds	12,426	11,963	16,518	18,491	15,325
S.B. 06-235 Supplemental Amortization					
Equalization Disbursement	<u>184,340</u>	<u>246,335</u>	<u>348,096</u>	<u>409,725</u>	<u>349,164</u>
Cash Funds	175,279	236,722	333,901	393,172	335,329
Reappropriated Funds	9,061	9,613	14,195	16,553	13,835
Salary Survey	<u>0</u>	<u>0</u>	<u>0</u>	<u>268,388</u>	325,628
Cash Funds	0	0	0	261,517	316,466
Reappropriated Funds	0	0	0	6,871	9,162
Merit Pay	<u>0</u>	<u>0</u>	<u>0</u>	178,679	178,678
Cash Funds	0	0	0	171,247	171,247
Reappropriated Funds	0	0	0	7,432	7,431

	FY 2010-11 Actual	FY 2011-12 Actual	FY 2012-13 Appropriation	FY 2013-14 Request	FY 2013-14 Recomendation
Shift Differential	27,389	27,528	24,453	29,704	33,269
Cash Funds	27,090	27,281	24,186	29,216	33,022
Reappropriated Funds	299	247	267	488	247
SUBTOTAL - (B) Centrally Appropriated	<u> </u>		<u> </u>		
Personal Services	1,420,138	1,551,799	2,005,286	2,660,857	2,433,005
FTE	<u>0.0</u>	<u>0.0</u>	<u>0.0</u>	<u>0.0</u>	<u>0.0</u>
Cash Funds	1,348,856	1,495,574	1,914,827	2,544,641	2,330,301
Reappropriated Funds	71,282	56,225	90,459	116,216	102,704
(C) Miscellaneous Administration Accounts					
Statewide Indirect Costs State Highway Funds	123,805	385,553	125,319	123,760	123,760
Cash Funds	123,805	385,553	125,319	123,760	123,760
Legal Services	416,206	498,858	<u>508,305</u>	<u>508,305</u>	<u>508,305</u>
Cash Funds	416,206	498,858	508,305	508,305	508,305
General Insurance - Property & Liability	1,042,310	2,533,779	3,487,520	2,788,719	2,788,719 *
Cash Funds	1,042,310	2,533,779	3,487,520	2,788,719	2,788,719
Workers' Compensation	428,136	412,636	493,770	437,180	437,180
Cash Funds	428,136	412,636	493,770	437,180	437,180
COFRS Modernization	<u>0</u>	<u>0</u>	<u>107,310</u>	214,620	<u>214,620</u>
Cash Funds	0	0	107,310	214,620	214,620
Reappropriated Funds	0	0	0	0	0
OIT Services	2,446,344	<u>2,212,331</u>	2,446,558	2,840,773	2,840,773
Cash Funds	2,446,344	2,212,331	2,446,558	2,840,773	2,840,773

	FY 2010-11 Actual	FY 2011-12 Actual	FY 2012-13 Appropriation	FY 2013-14 Request	FY 2013-14 Recomendation
SUBTOTAL - (C) Miscellaneous Administration					
Accounts	4,456,801	6,043,157	7,168,782	6,913,357	6,913,357
FTE	$\underline{0.0}$	<u>0.0</u>	<u>0.0</u>	<u>0.0</u>	<u>0.0</u>
Cash Funds	4,456,801	6,043,157	7,168,782	6,913,357	6,913,357
Reappropriated Funds	0	0	0	0	0
TOTAL - (1) Administration	21,573,619	23,829,400	24,358,412	24,758,558	24,530,706
FTE	<u>178.3</u>	<u>168.7</u>	<u>178.3</u>	<u>169.0</u>	<u>169.0</u>
Cash Funds	20,069,862	22,609,023	22,545,905	22,920,294	22,705,954
Reappropriated Funds	1,503,757	1,220,377	1,812,507	1,838,264	1,824,752

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#### (2) CONSTRUCTION, MAINTENANCE, AND OPERATIONS

This line item includes non-appropriated revenues to the Transportation Commission as well as the Division of Aeronautics. Totals in this line item represent non-appropriated funds.

Construction Maintenance, And Operations FTE Cash Funds Reappropriated Funds Federal Funds	1,425,775,296 2,645.7 741,528,655 1,805,735 682,440,906	1,457,708,884 2,959.3 868,776,369 1,775,387 587,157,128	997,968,797 3,126.5 586,609,200 1,950,552 409,409,045	1,092,520,418 3,142.5 602,426,882 1,950,552 488,142,984	1,092,734,758 * 3,142.5 602,641,222 1,950,552 488,142,984
TOTAL - (2) Construction, Maintenance, and					
Operations	1,425,775,296	1,457,708,884	997,968,797	1,092,520,418	1,092,734,758
FTE	2,645.7	<u>2,959.3</u>	<u>3,126.5</u>	<u>3,142.5</u>	<u>3,142.5</u>
Cash Funds	741,528,655	868,776,369	586,609,200	602,426,882	602,641,222
Reappropriated Funds	1,805,735	1,775,387	1,950,552	1,950,552	1,950,552
Federal Funds	682,440,906	587,157,128	409,409,045	488,142,984	488,142,984

FY 2010-11	FY 2011-12	FY 2012-13	FY 2013-14	FY 2013-14
Actual	Actual	Appropriation	Request	Recomendation

#### (3) HIGH PERFORMANCE TRANSPORTATION ENTERPRISE

This section, created in S.B. 09-108, replaced the Statewide Tolling Enterprise created pursuant to S.B. 02-179 and H.B. 02-1310 and pursues 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. The amounts shown are included for informational purposes only.

High Performance Transportation Enterprise FTE Cash Funds Reappropriated Funds	2,898,843 0.3 2,898,843 0	3,231,376 1.5 3,231,376 0	2,500,000 4.0 2,500,000 0	33,500,000 4.0 32,500,000 1,000,000	33,500,000 4.0 32,500,000 1,000,000
TOTAL - (3) High Performance Transportation					
Enterprise	2,898,843	3,231,376	2,500,000	33,500,000	33,500,000
FTE	<u>0.3</u>	<u>1.5</u>	<u>4.0</u>	<u>4.0</u>	4.0
Cash Funds	2,898,843	3,231,376	2,500,000	32,500,000	32,500,000
Reappropriated Funds	0	0	0	1,000,000	1,000,000

010-11 FY 2011-12	FY 2012-13	FY 2013-14	FY 2013-14
tual Actual	Appropriation	Request	Recomendation

#### (4) FIRST TIME DRUNK DRIVING OFFENDERS ACCOUNT

The line item is supported with fees paid to reinstate drivers' licenses following drunk driving convictions and provides funding for increased high visibility drunk driving law enforcement actions undertaken pursuant to H.B. 08-1194.

First Time Drunk Driving Offenders Account Cash Funds	967,183 967,183	934,952 934,952	1,500,000 1,500,000	1,500,000 1,500,000	1,500,000 1,500,000
TOTAL - (4) First Time Drunk Driving	,		,		
Offenders Account	967,183	934,952	1,500,000	1,500,000	1,500,000
FTE	<u>0.0</u>	<u>0.0</u>	<u>0.0</u>	<u>0.0</u>	<u>0.0</u>
Cash Funds	967,183	934,952	1,500,000	1,500,000	1,500,000

	FY 2010-11 Actual	FY 2011-12 Actual	FY 2012-13 Appropriation	FY 2013-14 Request	FY 2013-14 Recomendation	
(5) STATEWIDE BRIDGE ENTERPRISE  This section was created in S.B. 09-108 and is funded through the bridge safety surcharge created in that bill. The enterprise's purpose is to facilitate the repair of replacement of bridges rated as in poor condition and either structurally deficient or functionally obsolete.						
Statewide Bridge Enterprise	11,179,750	57,912,871	93,026,477	115,481,900 2.0	115,481,900 2.0	
Cash Funds	11,179,750	57,912,871	93,026,477	100,481,900	100,481,900	
Reappropriated Funds	0	0	0	15,000,000	15,000,000	
TOTAL (5) Statemide Builder Entermyise	11 170 750	57.012.971	02 026 477	115 401 000	115 401 000	
TOTAL - (5) Statewide Bridge Enterprise	11,179,750 0.0	57,912,871 0.0	93,026,477 0.0	115,481,900 2.0	115,481,900 2.0	
FTE Cash Funds	11,179,750	57,912,871	93,026,477	100,481,900	100,481,900	
Reappropriated Funds	0	0	93,020,477	15,000,000	15,000,000	
TOTAL - Department of Transportation	1,462,394,691	1,543,617,483	1,119,353,686	1,267,760,876	1,267,747,364	
FTE	<u>2,824.3</u>	<u>3,129.5</u>	<u>3,308.8</u>	<u>3,317.5</u>	<u>3,317.5</u>	
Cash Funds	776,644,293	953,464,591	706,181,582	759,829,076	759,829,076	
Reappropriated Funds	3,309,492	2,995,764	3,763,059	19,788,816	19,775,304	

587,157,128

409,409,045

488,142,984

488,142,984

682,440,906

Federal Funds

# **Appendix A: Indirect Cost Recovery Plan**

The Department participates in the Statewide Indirect Cost Assessment Plan (SWICAP) and for FY 2013-14 the JBC approved an assessment for the Department of Transportation of \$1,768,004, consisting of \$1,756,205 cash funds and \$11,799 reappropriated funds. These amounts are distributed among the divisions in the Department as follows:

Indirect Cost Assessment				
Division	FY 2012-13 Approp.	FY 2013-14 Recommend.		
Administration	125,319	123,760		
Construction, Maintenance, and Operations	1,440,072	<u>1,644,244</u>		
Total	1,565,391	1,768,004		

Since the Department of Transportation does not have any General Fund appropriations, the Department does not have a departmental indirect cost plan.