2020 - 2023 Transportation Improvement Program (TIP)

Pueblo Area Council of Governments

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INTRODUCTION and RESPONSIBILITIES

The Pueblo Area Council of Governments (PACOG) was officially formed in 1971. It was designated as the Pueblo Metropolitan Planning Organization (PACOG MPO) in 1977. Local government members of PACOG are City of Pueblo, Pueblo County, Pueblo West Metropolitan District, Colorado City Metropolitan District, Pueblo Board of Water Works, Pueblo City Schools, Pueblo School District #70, Town of Boone, and the Salt Creek Sanitation District.

The PACOG MPO is responsible for the creation and adoption of a Transportation Improvement Program (TIP) at least every four years. The Federal Highway Administration (FHWA) and Federal Transit Administration (FTA) determine that the TIP is consistent with the regional transportation plan and is produced by the continuing, cooperative, and comprehensive transportation process. FHWA and FTA are also responsible for approving conformity determinations in accordance with 40 CFR Part 93. The FHWA, FTA, and the Environmental Protection Agency (EPA) approve the TIP.

A Technical Advisory Committee (TAC) assists in the planning process, recommends projects for funding, and advises the Council on technical matters. The TAC is comprised of three at-large citizen appointees, two planning commissioners from both the city’s and county’s planning and zoning commissions, a representative from the 2020 Commission, a representative from PEDCO, and 22 staff members from the City of Pueblo, Pueblo County, Pueblo West Metropolitan District, Pueblo Transit, Pueblo Memorial Airport, and CDOT. The TAC reviews and makes recommendations on most matters considered by the Council.

The Governor of the State of Colorado is responsible for the final approval of the TIP, as shown in Figure 1 below. The TIP is incorporated into the Statewide Transportation Improvement Program (STIP) produced by CDOT.

While Figure 1 appears hierarchical, many of the identified groups work closely in the development and approval of the TIP in an iterative and collaborative process.
Figure 1: PACOG TIP Process

TIP Development

- Request of Projects
- Local Government and CDOT Project Submission
- PACOG MPO Project Selection
- Environmental Justice Analysis
- Technical Advisory Committee
- PACOG MPO Council

Public Comment

- Inclusion in CDOT STIP
- Governor / Designee Sign Off
- FHWA, FTA, and EPA Approval
TRANSPORTATION IMPROVEMENT PROGRAM DEVELOPMENT

The PACOG MPO, develops its transportation plans and programs using the "3C" (continuous, cooperative, and comprehensive) planning process, as required by FHWA 223 CFR § 450.306 and FTA in 23 CFR § 613.100. The Fixing Americans Surface Transportation (FAST Act) legislation, adopted December 4, 2015, is the most recent, comprehensive federal legislation addressing surface transportation guides the long-range planning process. FAST Act built on the MAP-21 eight planning factors addressed by the 3C metropolitan transportation planning process to include:

- improving transportation system resiliency and reliability;
- reducing (or mitigating) the storm water impacts of surface transportation; and
- enhancing travel and tourism. [23 U.S.C. 134(h)(1)(I) & (J)]

FAST ACT PLANNING FACTORS

1. Support the economic vitality of the metropolitan area, especially by enabling global competitiveness, productivity, and efficiency.

2. Increase the safety of the transportation system for motorized and non-motorized users.

3. Increase the security of the transportation system for motorized and non-motorized users.

4. Increase the accessibility and mobility of people and for freight.

5. Protect and enhance the environment, promote energy conservation, improve the quality of life, and promote consistency between transportation improvements and State and local planned growth and economic development patterns.

6. Enhance the integration and connectivity of the transportation system, across and between modes, people, and freight.

7. Promote efficient system management and operation.

8. Emphasize the preservation of the existing transportation system.

9. Improve the resiliency and reliability of the transportation system and reduce or mitigate storm water impacts of surface transportation

10. Enhance travel and tourism
The PACOG MPO’s 2040 Regional Transportation Plan Update (RTP), adopted by Resolution No. 2016-013 approved on May 26, 2016, includes consideration of these planning factors as required under the Fixing Americas Surface Transportation Act (FAST Act).

1. The 3C metropolitan transportation planning process requires the PACOG MPO to produce and maintain a multi-year TIP that is fiscally constrained by program and by year. This TIP presents a four-year program of multi-modal projects which use federal, state, and local funds. The period for this TIP is July 1, 2018 through June 30, 2022 (FY 2019 – FY 2022).

The TIP identifies the type of improvement, the funding source(s), the sponsoring entity(ies), and the implementation schedule. The TIP has a significant element of flexibility and projects may be moved administratively within the four years of the TIP if funds become available or if priorities change. In addition, amendments may be made as necessary, according to the adopted TIP amendment process described later in this document.

The TIP’s project list must be included without changes into the STIP developed by CDOT and approved by the Governor of the State of Colorado.

**PROJECT PRIORITIZATION AND SELECTION**

Projects in the TIP must come from an approved or consistent with the Goals of the Regional Transportation Plan (RTP) which are outlined in the 2040 RTP, updated in 2016. The TIP must be consistent with other transportation plans and programs within the region. The PACOG MPO must provide citizens, public agencies, and other interested parties an opportunity to review and comment on the projects identified in the TIP prior to its approval.

2. FAST Act requires that the TIP include:

- To the maximum extent practicable, a description of the anticipated effect of the TIP toward achieving the performance targets established in the RTP, linking investment priorities to those performance targets.
- A priority list of proposed federally supported projects and strategies to be carried out within each 4-year period after the initial adoption of the TIP.
- A financial plan that demonstrates how the TIP can be implemented, indicates resources from public and private sources that are reasonably expected to be available to carry out the program, and identifies financing techniques to finance projects, programs, and strategies.
- Be Performance-Based in development to achieve the established Performance Measures.
PACOG MPO and CDOT worked together to produce the financial plan for the TIP. On February 20, 2014, the Colorado Transportation Commission passed Resolution #TC-3139 approving Program Distribution for FY 2016-2040 which identifies federal sources anticipated to fund the various transportation programs. The PACOG MPO staff presented a table of Total Funding Allocation for the TAP Programs. The funding levels shown for these programs were considered by CDOT to be reasonable estimates of what will be available for the four years of the TIP.

These allocations are subject to change. Any further changes that exceed the PACOG MPO TIP policies would prompt subsequent TIP amendments. Transit operators are responsible for many of the projects shown in the “Transit” programs of the TIP. Funding levels shown for these programs are based on the anticipated allocations from federal (FTA) formulas or projections from past trends. The total amount available for a program is based on funding authorized under FAST ACT and is apportioned according to population. Pueblo Transit is the only provider that receives FTA funds based on FTA Section 5307 urban formula for urban areas between 50,000-199,000 population within the PACOG defined census urbanized area. Pueblo Transit uses the FTA funds to cover operating and capital expenses for the City of Pueblo and one route that extends to the community of Blende in Pueblo County.

Pueblo Transit also operates the City Lift transit service qualifying senior and disabled populations within the City of Pueblo. The Senior Resource Development Agency operates transit services for seniors, disabled, and transit dependent populations within the rural areas of Pueblo County including Pueblo West, St. Charles Mesa, Colorado City, Boone, Rye and Beulah. The FTA requires all projects to be included in the TIP and the STIP before funds can be obligated.

Since the PACOG MPO competes on a statewide basis for funding of Transportation Alternative Projects, the PACOG MPO does not pre-rank project applications. The PACOG MPO will prioritize projects submitted for the Transportation Alternatives Program (TAP) of the FHWA used the FY 2012-2017 PACOG Project Scoring Criteria and Process and no new TAP were added to the FY 2020-2023 TIP. Highway capacity projects to be programmed in the FY 2010 - 2023 TIP are required by the PACOG MPO, FHWA and FTA to be consistent with the 2040 RTP.

In 2018 the MPO adopted CDOT’s performance measures and targets for Safety, Infrastructure Condition, System Performance, and Transit Asset Management. In 2019, the MPO by resolution again adopted the 2019 Safety Targets developed by CDOT. The MPO will continue to partner with CDOT on project selection to work toward achieving those targets and believe projects contained in this TIP once implemented will positively impact the transportation system to reach for safety, system condition, and system reliability.
PUBLIC PARTICIPATION

The PACOG MPO follows FHWA and FTA requirements for public participation for all planning projects. The PACOG MPO carries out a process that is open to all desiring to participate, so that the public and private sectors have reasonable opportunities to comment on the TIP during its development. To notify the public, the PACOG MPO makes copies of the document available for public review at the PACOG MPO office and on the website and holds at least two meetings to take public comments.

The Public Involvement Plan (PIP) is the document that guides the PACOG MPO’s public participation activities for all plans and programs, including the TIP. The updated PIP was approved by the PACOG Board, Resolution No. 2017-019 on September 28, 2017.

FUNDING SOURCES

The project listings in Section 2 of the TIP are organized by project and further identified by corridor within the funding program, consistent with those found in the STIP. Federal/non-federal match ratios vary across the funding types. The abbreviations used in the TIP for specific funding types shown in the project tables labeled under “Funding Type/Program” are shown in Table 1 on the following page.

Funding types are subject to change. This list is current as of the publication of this policy document. New funding sources may emerge, or funding categories may change as new legislation is adopted and may be used for future projects in the TIP.
### Table 1: Funding Abbreviations

<table>
<thead>
<tr>
<th>State Funding Types</th>
</tr>
</thead>
<tbody>
<tr>
<td>ADA - Americans with Disabilities Act</td>
</tr>
<tr>
<td>AER - Aeronautics</td>
</tr>
<tr>
<td>BEC - FASTER Bridge Enterprise-Contingency</td>
</tr>
<tr>
<td>BEF - Bridge Enterprise Transfers from CDOT</td>
</tr>
<tr>
<td>BRO - Bridge-Off System</td>
</tr>
<tr>
<td>CBP - Construction Bridge Program</td>
</tr>
<tr>
<td>CCP - Construction Culvert Program</td>
</tr>
<tr>
<td>COR - Congestion Relief</td>
</tr>
<tr>
<td>CRI - Civil Rights Initiatives</td>
</tr>
<tr>
<td>CWP - Construction Wall Program</td>
</tr>
<tr>
<td>DSB - Bridge Enterprise – Debt Service</td>
</tr>
<tr>
<td>FBB - FASTER Bridge Enterprise Bond Issues</td>
</tr>
<tr>
<td>FED - Federal Lands</td>
</tr>
<tr>
<td>FSA - FASTER Safety</td>
</tr>
<tr>
<td>FTA - Flexed to FTA</td>
</tr>
<tr>
<td>HAZ - Hazard Elimination</td>
</tr>
<tr>
<td>HIS - Hot Spots Illustrative</td>
</tr>
<tr>
<td>HOT - Hot Spots</td>
</tr>
<tr>
<td>HQI Headquarters Initiatives</td>
</tr>
<tr>
<td>IAI - Interagency Initiatives</td>
</tr>
<tr>
<td>IBE - Bridge Enterprise Illustrative</td>
</tr>
<tr>
<td>IBO - Bridge Off-System Illustrative</td>
</tr>
<tr>
<td>IBR - Bridge On-System Illustrative</td>
</tr>
<tr>
<td>IFS - FASTER Safety Allocation Illustrative</td>
</tr>
<tr>
<td>IHE - Hazard Elimination Illustrative</td>
</tr>
<tr>
<td>IRM - Rockfall Mitigation Illustrative</td>
</tr>
<tr>
<td>IRP - Regional Priority Program Illustrative</td>
</tr>
<tr>
<td>ISE - Safety Enhancement Illustrative</td>
</tr>
</tbody>
</table>
IST - Surface Treatment Pool
Illustrative
ITI - ITS Investments
ITM - ITS Maintenance
MPT - Metro Planning, FTA (5303)
MSQ - Maintenance System Quality
MTC - Maintenance
MTO - Maintenance (Traffic Operations)
MTS - Maintenance (S&I)
OPS - Operations

PRI - Planning & Research Initiatives
PWQ - Permanent Water Quality Program
RAG - Railroad Crossing - At Grade
RCT - Recreational Trails

RDP - Region Design Program
RFM - Rockfall Mitigation
RGS - Railroad Crossing - Grade Separated
RMP - RAMP RPP Funds
RPP - Regional Priority Program

SAD - Safety Education
SAR - Safe Routes to School
SBY - Scenic Byways
SGA - Signal Asset Management

SGN - Signals
SPR - State Planning and Research

SSR - FASTER Bridge Enterprise
SUR - Surface Treatment Pool

TAP - Transportation Alternatives Program
TCC - TC Contingency
TRN - FTA Transit Programs

Note: CDOT is updating and using abbreviations associated with various funding programs. As those are assigned to specific projects and would replace the abbreviations used initially in the TIP, the TIP will be administratively amended to reflect the changes as needed.
TIP AMENDMENT PROCESS

Amendments to the TIP are necessary to facilitate project implementation, identify changes in funding and scheduling, and add or delete projects. The PACOG MPO forwards TIP amendments to CDOT upon approval at the appropriate organizational level, as described below. Amendments approved by PACOG are accompanied by a Resolution of Adoption. Subsequently, each administrative modification will be provided for informational purposes to both the TAC and the PACOG Board. Any member may request the Board review of any action taken by the PACOG MPO staff or the TAC. The two types of amendments are described below.

I. Policy Amendments
   An amendment to the STIP is defined as a policy amendment when:
   1. A project is added to or deleted from the first three years of the STIP, except projects listed in a pool.
      a) Projects that are listed in 23 CFR 771.117 (c) & (d) are pool eligible.
   2. There is a major scope change to a regionally significant project. A major scope change is described as:
      a) Adding a travel lane at least one centerline mile in length;
      b) Adding a new intersection or a major improvement to existing intersections (excluding turn lanes, auxiliary lanes, or median improvements);
      c) Adding new interchanges and grade separated intersections;
      d) Major improvements to existing interchanges excluding drainage improvements and ramp widening;
      e) A modification to a project that result in a re-evaluation of a NEPA document. (NOTE: STIP amendments documented during NEPA re-evaluation public involvement do not require further public involvement during STIP process.)
      f) Adding projects that require air quality conformity determinations, if applicable
   3. Adding a new pool or changes in pool totals due to resource allocation action by the Transportation Commission.
   4. Other amendments determined by CDOT (such as non-regionally significant individual projects)

II. Administrative Amendments
   STIP Administrative Actions include any projects that:
   1. Do not meet the above STIP policy amendment criteria, or
   2. Result from voter initiatives, or
   3. Are declared an emergency as defined by the Emergency Relief Program §668.105 or by the Governor or by the Executive Director (based on an event), or
4. Require an expedited action for special circumstances agreed to by CDOT Executive Director and FHWA Colorado Division Administrator or the FTA Regional Administrator that will go through an abbreviated public involvement process concluding with Transportation Commission action.

For the CDOT managed pools, the PACOG MPO TIP shows pool totals by year. CDOT will provide a list of the projects that comprise the pool. The PACOG MPO TIP table refers readers to the CDOT Daily STIP Report for the most up-to-date project-by-project funding within the CDOT-managed pools.

**ENVIRONMENTAL JUSTICE**

**Executive Order 12898 – 1994**

Executive Order 12898, Federal Action to address Environmental Justice (EJ) in minority and low-income Populations, requires the U.S. Department of Transportation (DOT) and the Federal Transit Administration (FTA), to make EJ part of the MPO's transportation planning mission by identifying and addressing, as appropriate, disproportionately high and adverse human health or environmental effects of our programs, policies and activities on minority populations and/or low-income populations (collectively "EJ populations"). EJ at FTA and FHWA includes incorporating environmental justice and non-discrimination principles into transportation planning and decision-making processes as well as project-specific environmental reviews.

**DOT Order 5610.2(a) – May 2012**

In May 2012, DOT issued an updated internal Order, Actions to Address EJ in Minority Populations and Low-Income Populations (DOT Order). The DOT Order updates the Department's original EJ Order, which was published April 15, 1997. The DOT Order continues to be a key component of their strategy to promote the principles of EJ in all DOT programs, policies, and activities.

**PACOG MPO Environmental Justice Process**

Since the PACOG MPO is not classified as a Transportation Management Area (TMA) are urbanized areas over 200,000 in population designated through the federal legislation, CDOT completes the EJ analysis for projects considered and/or included within the TIP. **Figure 2** below shows the location of projects included in the PACOG MPO TIP and shows the areas that are classified as EJ - Minority Populations and Low-Income Populations.
If a project included in an amendment lies within ¼ mile of, or adjacent to, an EJ
population, an EJ analysis must be considered on the project individually. If it does not, it is
considered Non-EJ. The benefits and burdens of each project must be examined individually
on all EJ and Non-EJ projects. An overall analysis on projects in the TIP determines if it
meets EJ requirements. The analysis process follows three guiding principles outlined in
DOT Order 5610.2(a):

1. To avoid, minimize, or mitigate disproportionately high and adverse human health and
   environmental effects, including social and economic effects, on minority and low-
   income populations in relation to transportation improvements.
2. To ensure the full and fair participation by all potentially affected communities in the
   transportation decision-making process.
3. To prevent the denial of, reduction in, or significant delay in the receipt of benefits by
   minority and low-income populations.

Under DOT order, an adverse effect means:

- Bodily impairment, infirmity, illness, or death;
- Air, noise, and water pollution and soil contamination;
- Destruction or disruption of man-made or natural resources;
- Destruction or diminution of aesthetic values;
- Destruction or disruption of community cohesion or a community’s economic vitality;
- Destruction or disruption of the availability of public and private facilities and
  services;
- Vibration;
- Adverse employment effects;
- Displacement of persons, businesses, farms, or non-profit organizations;
- Increased traffic congestion, isolation, exclusion, or separation of individuals within a
  given community or from the broader community;
- Denial of, reduction in, or significant delay in the receipt of benefits of DOT
  programs, policies, or activities.

An EJ analysis also includes a determination of whether the activity will result in a
"disproportionately high and adverse effect on human health or the environment" as
defined in DOT Order 5610.2(a) as:

- Being predominately borne by a minority population and/or low-income population,
or
- Suffered by the minority population and/or low-income population and is appreciably
  more severe or greater in magnitude than the adverse effect that will be suffered by
  the non-minority population and/or non-low-income populations.
Suffered by the minority population and/or low-income population and is appreciably more severe or greater in magnitude than the adverse effect that will be suffered by the non-minority population and/or non-low-income populations.

SECTION 2: FY 2020 – 2023 PROJECTS

PROJECT TABLES

The FY 2020 - 2023 TIP Projects are shown on the following pages below. Each project is broken down by funding source and by funding per year. A total of each project is shown on the furthest right column and a total sum of all projects is found at the bottom. In addition, projects are broken down by fund program. The table of project listings is updated as necessary with each approved amendment.
### Pueblo Area Council of Governments (PACOG)
SFY 2020-2023
Transportation Improvement Program (TIP)

#### Region 9 Surface Treatment Programs

<table>
<thead>
<tr>
<th>TIP</th>
<th>Description</th>
<th>Funding SFY 2020</th>
<th>SFY 2021</th>
<th>SFY 2022</th>
<th>SFY 2023</th>
<th>4 Year Period</th>
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<tbody>
<tr>
<td>S92516.100</td>
<td>Student - Englewood to Ridge Drive</td>
<td>$1,490,000</td>
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<td>S92516.110</td>
<td>Student - 147th - Dapitan Road</td>
<td>$1,490,000</td>
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<td>S92516.120</td>
<td>Reconstruction of Escalante</td>
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#### Surface Treatment Road Work

<table>
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<tr>
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</thead>
<tbody>
<tr>
<td>43rd through Pueblo</td>
<td>$1,000,000</td>
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<tr>
<td>Community Groper Park and A24457 shown as funds will be transferred to 35th Avenue for 35th Avenue</td>
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<tr>
<td>A24457.000</td>
<td>$1,000,000</td>
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<td>A514457.000</td>
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#### Regional Projects

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<thead>
<tr>
<th>Description</th>
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<tbody>
<tr>
<td>Pueblo Metro-VTA</td>
<td>$1,000,000</td>
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<tr>
<td>50th Street Bridge</td>
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<tr>
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<td>50th Street Bridge</td>
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#### Regional Transportation Alternative Program

<table>
<thead>
<tr>
<th>Description</th>
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</thead>
<tbody>
<tr>
<td>City of Pueblo North Ave. Phase III</td>
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</tr>
<tr>
<td>Salt Lake City - Pueblo</td>
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<tr>
<td>PHW 349 Salt Lake City - Pueblo</td>
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<tr>
<td>PHW 349 Salt Lake City - Pueblo</td>
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#### Regional Transportation Alternatives Sub Total

<table>
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<tr>
<th>Description</th>
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<tbody>
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<td>Salt Lake City - Pueblo</td>
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#### Total

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<thead>
<tr>
<th>Description</th>
<th>Funding</th>
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## Pueblo Area Council of Governments (PACOG)  
### SFY 2020-2023  
#### Transportation Improvement Program (TIP)  

<table>
<thead>
<tr>
<th>Fund Source</th>
<th>Project Description</th>
<th>Funding Program</th>
<th>Fund Source</th>
<th>Fund Type</th>
<th>SFY 2023</th>
<th>SFY 2022</th>
<th>SFY 2021</th>
<th>SFY 2020</th>
<th>Cost Year TIP Period</th>
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<tbody>
<tr>
<td>Local Urban Transit - Federal Funds</td>
<td></td>
<td>FTA 9807</td>
<td>City of Pueblo</td>
<td>Local</td>
<td>$2,850,000</td>
<td>$2,600,000</td>
<td>$1,950,000</td>
<td>$2,200,000</td>
<td>$14,850,000</td>
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<td></td>
<td></td>
<td>FTA 9807</td>
<td>City of Pueblo</td>
<td>Local</td>
<td>$2,850,000</td>
<td>$2,600,000</td>
<td>$1,950,000</td>
<td>$2,200,000</td>
<td>$14,850,000</td>
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<td>Enhanced Mobility of Seniors and Individuals with Disabilities</td>
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<td>FTA 5305</td>
<td>Local</td>
<td>Local</td>
<td>$3,500,000</td>
<td>$3,200,000</td>
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<td>$11,700,000</td>
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<td>$11,700,000</td>
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<td>Capital Projects - SBDA</td>
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<td>FTA 1010</td>
<td>SBDA</td>
<td>SBDA</td>
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<td>$2,200,000</td>
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<td>$8,200,000</td>
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<td></td>
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<td>FTA 1010</td>
<td>SBDA</td>
<td>SBDA</td>
<td>$2,500,000</td>
<td>$2,200,000</td>
<td>$2,000,000</td>
<td>$1,500,000</td>
<td>$8,200,000</td>
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<tr>
<td>Rural Area Formula Grants - SBDA</td>
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<td>FTA 9811</td>
<td>SBDA</td>
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<td>$2,000,000</td>
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<td>$6,000,000</td>
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<td>FTA 9811</td>
<td>SBDA</td>
<td>SBDA</td>
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<td>$1,000,000</td>
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<td>$6,000,000</td>
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<td>FTA 9811</td>
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<td>SBDA</td>
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<td>$6,000,000</td>
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</tbody>
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### TIP - 2020 - 2023  
#### Total Funding by Year  
<table>
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<tr>
<th>Program</th>
<th>SFY 2020</th>
<th>SFY 2021</th>
<th>SFY 2022</th>
<th>SFY 2023</th>
<th>4-Year Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Urban</td>
<td>$9,185,000</td>
<td>$8,460,000</td>
<td>$7,300,000</td>
<td>$7,200,000</td>
<td>$31,945,000</td>
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</tr>
<tr>
<td>Total Funding by Year</td>
<td>$11,185,000</td>
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<td>$8,300,000</td>
<td>$8,200,000</td>
<td>$37,945,000</td>
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