

# Colorado Transportation Commission

## Schedule & Agenda

April 15-16, 2026

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### Transportation Commission Workshops

Wednesday, April 15, 2026

Time	Topic	Speaker
12:00 p.m.	Optional TC/CTIO Joint Lunch	None
12:30 p.m.	Joint TC/CTIO Workshop on Joint Service	Lisa Kaufmann
1:15 p.m.	Joint TC/CTIO Workshop on Bustang	Paul DesRocher, Jeff Sudmeier, Piper Darlington, Emily Haddaway
2:15 p.m.	Condemnation Authorization Requests <ul style="list-style-type: none"><li>• ROW Condemnation Authorization Request - Region 3, Proj. Code: 24873, Frisco I-70 Exit 203</li><li>• ROW Condemnation Authorization Request - Region 4, Proj. Code: 25147, CO 52 &amp; CR 59 Intersection Improvements, Parcel RW-02, et. al.</li></ul>	Keith Stefanik, Jason Smith, Heather Paddock
2:45 p.m.	10 Year Plan Workshop Adjustments related to US 160 Elmore's East Project in Region 5	Darius Pakbaz, Julie Constan
3:00 p.m.	Budget Workshop <ul style="list-style-type: none"><li>• FY 2025-26 5th Budget Amendment</li><li>• FY 2025-26 7th Budget Supplement</li></ul>	Jeff Sudmeier, Bethany Nicholas
3:30 p.m.	Bridge and Tunnel Enterprise Budget Workshop <ul style="list-style-type: none"><li>• FY2025-26 9th Budget Supplement</li></ul>	Patrick Holinda
3:45 p.m.	Adjournment	

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### Transportation Commission Meeting

Thursday, April 16, 2026

Time	Topic	Speaker
8:00 a.m.	TC Breakfast	None
9:00 a.m.	Call to Order, Roll Call	Herman Stockinger
9:05 a.m.	Public Comments	Various
9:20 a.m.	Comments of the Chair and Commissioners	Commissioners
9:35 a.m.	Executive Director's Report	Shoshana Lew
9:40 a.m.	Chief Engineer's Report	Keith Stefanik
9:45 a.m.	CTIO Director's Report	Piper Darlington
9:50 a.m.	FHWA Report	John Cater
9:55 a.m.	STAC Report	Gary Beedy
10:00 a.m.	Legislative Report	Emily Haddaway

10:05 a.m.	Act on Consent Agenda:  Proposed Resolution #1: Approve the Regular Meeting Minutes of March 19, 2026  Proposed Resolution #2: IGA Approval >\$750,000  Proposed Resolution #3: FY 26 \$150-\$300k Maintenance Projects  Proposed Resolution #4: 10-Year Plan Changes Related to U.S. 160, Elmore's East	Herman Stockinger  Lauren Cabot  Shawn Smith  Darius Pakbaz, Julie Constan
10:10 a.m.	Discuss and Act on Proposed Resolution #5: ROW Condemnation Authorization Request - Region 3, Proj. Code: 24873, Frisco I-70 Exit 203	Keith Stefanik, Jason Smith
10:15 a.m.	Discuss and Act on Proposed Resolution #6: ROW Condemnation Authorization Request - Region 4, Proj. Code: 25147, CO 52 & CR 59 Intersection Improvements, Parcel RW-02, et. al.	Keith Stefanik, Heather Paddock
10:20 a.m.	Discuss and Act on Proposed Resolution #7: 7 <sup>th</sup> Budget Supplement of FY 2025-26	Jeff Sudmeier and Bethany Nicholas
10:25 a.m.	Discuss and Act on Proposed Resolution #8: 5th Budget Amendment of FY 2025-26	Jeff Sudmeier and Bethany Nicholas
10:30 a.m.	Recognition: 2025 CDOT Environmental Awards	Darius Pakbaz
10:50 a.m.	Other Matters: Appointment of Nominating Committee for FY 27 TC Officers	Chair Cook
10:55 a.m.	Adjournment	None

### Bridge and Tunnel Enterprise Board of Directors Meeting

Thursday, April 16, 2026

Time	Topic	Speaker
10:55 a.m.	Call to Order, Roll Call	Herman Stockinger
11:00 a.m.	Public Comments	Various
11:05 a.m.	Act on Consent Agenda: <ul style="list-style-type: none"> <li>Proposed Resolution #BTE1: Approve the Regular Meeting Minutes of March 19, 2026</li> </ul>	Herman Stockinger
11:10 a.m.	Discuss and Act on Proposed Resolution #BTE2: 9 <sup>th</sup> Budget Supplement to FY 2025-26	Patrick Holinda
11:15 a.m.	Other Matters	None
11:20 a.m.	Adjournment	None

## Information Only

- Project Budget/Expenditure Memo (Jeff Sudmeier)
- Approved Audit Review Committee (ARC) notes from December 17, 2025 (Frank Spinelli)
- Quarterly Revenue Forecast Update (Jeff Sudmeier)
- CDOT Annual GHG Mitigation Action Plan Report (Darius Pakbaz and Chris Laplante)
- DRCOG Annual GHG Mitigation Action Plan Report (Darius Pakbaz and Chris Laplante)
- April 2026 TC Grants Memo (Anna Dunn & Leslie Welch)
- Regional Transportation Authority Best Practices Study (Craig Secret)



# COLORADO

## Department of Transportation

### Transportation Commission Memorandum

**To:** Transportation Commission

**From:** Lisa Kaufmann, Senior Strategic Advisor, Governor Jared Polis

**Date:** April 15, 2026

**Subject:** Joint Service Financial Framework

#### Purpose

Provide an update on negotiations with BNSF Railroad over the term sheet.

#### Action

Adoption of a supporting resolution in a special session scheduled for April 28, 2026.

#### Background

Representatives of the Joint Service Executive Oversight Committee (JSEOC) have successfully negotiated a term sheet that will allow the use of freight rail lines operated by BNSF to implement passenger rail service from Denver Union Station to Fort Collins. The term sheet identifies specific improvements that are necessary to ensure the safety and mobility of both passenger and freight trains on BNSF rail lines.

Working with BNSF, the JSEOC negotiating team has determined the total one-time cost for the Project to be approximately \$329 million, with \$9 million being the initial costs to proceed with design for CTIO-funded projects and continue with design for Regional Transportation District (RTD)-funded projects. Support this month signals an intent to fund Joint Service to both BNSF and to the Front Range Passenger Rail District (FRPRD) so that as they consider a ballot question in 2026, it can be done knowing the pre-existing financial commitment to Joint Service.

#### Next Steps

On April 28, the TC and CTIO will convene to consider adoption of resolution that support the intent to fund the joint service project and return later in 2026 with a more comprehensive finance and implementation plan. The CTIO board will also be asked to approve funds for initial project design costs. The Clean Transit Enterprise (CTE) and the RTD Board will meet as well to consider similar resolutions.

#### Attachments

Joint Service Slide Deck

Draft Resolution for Adoption on April 28.

# Joint Service: Financial Framework



# Financial Plan Strawman

	<u>Estimated One-Time Costs</u>	<u>Design Costs</u>	<u>Estimated Operating Costs</u>
<b>RTD Costs</b>	<p><b>\$156M</b></p> <p><i>May be financed by RTD, dependent upon Board action.</i></p>	<p><b>\$5.58M</b></p> <p><i>(\$155M includes Design cost)</i></p>	<p><b>\$10M-12M Annually</b></p>
<b>CTIO Costs</b>	<p><b>\$176M</b></p> <p><i>Financed with SB184 revenue.</i></p>	<p><b>\$3.83M</b></p> <p><i>(\$173M includes Design cost)</i></p>	<p><b>\$10M-12M Annually</b></p>
<b>CTE</b>	-	-	<p><b>\$10M-12M Annually</b></p>

→ **What do these updated financials reflect?**

- ◆ Previously, RTDs portion of the project was \$177M, or \$162M if capital projects were evenly split between RTD and CTIO.
- ◆ Today, these numbers represent CTIO absorbing more than 50% of RTDs **PTC/CTC cost** while increasing station development by \$8M.

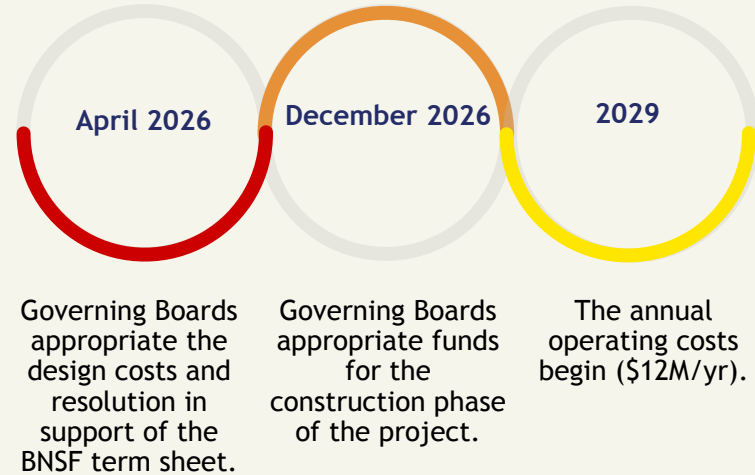
# RTD Financial Plan Strawman

<b><u>Overview of Cost Estimates</u></b> <b><u>RTDs Joint Service Expenses</u></b>	
<b>One-Time Costs</b>	<b>\$156M</b> <i>(May be financed with FISA, however, that is an RTD Board decision.)</i>
<b>Design Costs</b>	<b>\$5.58M</b> <i>(\$155M includes the design cost)</i>
<b>Operating Costs</b>	<b>\$10-12M Annually</b> <i>(Beginning 2029)</i>



# State Financial Plan Strawman

<u>Overview of Cost Estimates</u> <u>CTIOs Joint Service Expenses</u>	
<b>One-Time Costs</b>	<b>\$176M</b> <i>(Financed with SB24-184 funds)</i>
<b>Design Costs</b>	<b>\$3.83M</b> <i>(\$173M includes the design cost)</i>
<b>Operating Costs</b>	<b>\$10-12M Annually</b> <i>(Beginning 2029)</i>



# Proposed Implementation Timeline

## → April

- ◆ Early April: Public Term Sheet Announcement
- ◆ End of April: Board's adopt resolution in support of BNSF/CO Term Sheet
  - Appropriates the design costs
    - RTD Design Costs: \$5.58M
    - CTIO Design Costs: \$3.83M

## → March - June

- ◆ Work with local governments on station development → End result being an MOU and mile markers in Access Agreement

## → April - December

- ◆ Conceptual design work

## → June - July

- ◆ Finalize Access Agreement

## → Nov - December

- ◆ Receive 90% design and refined cost estimates for capital construction projects
- ◆ Boards appropriation made for all CapEx Projects and One time Costs
- ◆ Notice to proceed from design to construction, appropriation happens at the board

# Estimated Project Timeline

## Timeline:

- **Spring 2026**
  - ◆ Term sheet / board adopt resolution to support BNSF/CO Term Sheet
- **Spring 2026 - End of the Year**
  - ◆ Projects move through design until 60-90%
  - ◆ Platform design proceed through PUC preliminary design process
  - ◆ Negotiations with Amtrak to get operating costs
- **Summer 2026**
  - ◆ Finalize Access Agreement with BNSF
  - ◆ Finalize station development plans with local governments
- **November/December 2026**
  - ◆ Leases for platforms negotiated with BNSF
  - ◆ Boards make appropriation decisions based on further design work and updated costs
  - ◆ Boards make appropriations decisions based on result of Amtrak negotiations
  - ◆ Notice to Proceed with construction
- **January 2027 - January 2029**
  - ◆ Construction
  - ◆ Rolling stock secured, Amtrak crews hired, trained, qualified on route
  - ◆ FRA New Starts Matrix
  - ◆ Testing, lock in end-run and OTP metrics
- **2029**
  - ◆ Start service

## **Transportation Commission Proposed Resolution #9**

Advancing Joint Service.

**Approved by the Transportation Commission on April 28, 2026**

**Whereas**, the General Assembly of the State of Colorado approved Senate Bill 24-184 (“SB24-184”), which was signed by Governor Jared Polis on May 16, 2024, and which implemented, *inter alia*, § 32-22-103(5), C.R.S., which authorizes RTD, FRPRD, CDOT, and CTIO (the Parties) to develop an implementation plan for using their respective authorities to deliver, construct, and operate passenger rail service from Denver Union Station, located in Denver, Colorado, to Fort Collins, Colorado (the Project), as the first phase of front range passenger rail service; and

**Whereas**, § 43-1-117.5(3)(a)(II), C.R.S, authorizes CDOT to promote, plan, design, build, finance, operate, maintain, and contract for transit services, including passenger rail, and advanced guideway systems services through its Division of Transit and Rail; and

**Whereas**, the Colorado Transportation Commission (Commission) recognizes that advancing planning and development for the Project is consistent with statewide multimodal objectives; and

**Whereas**, the Project will help reduce congestion by shifting trips to fast, reliable train service while expanding travel options and reducing greenhouse gas emissions in support of the state’s broader climate goals; and

**Whereas**, § 43-1-106(8)(q.5), C.R.S. authorizes the Commission, on behalf of CDOT, to (among other things) enter into a standalone intergovernmental agreement (Agreement) to implement the completion of construction and operation of passenger rail service from Denver Union station to Fort Collins as the first phase of front range passenger rail service; and

**Whereas**, in June 2025 the Commission approved the Agreement to establish a Joint Service Executive Oversight Committee that includes the Parties as well as the CTE and the Governor’s Office for the purpose of investigating the combination of the Parties’ respective powers and resources to build and operate passenger rail service from Denver Union Station to Fort Collins; and

**Whereas**, representatives of the Parties have successfully negotiated a term sheet outlining the key details of an access agreement that will allow the use of certain

freight rail lines owned and operated by BNSF to implement passenger rail service from Denver Union Station to Fort Collins (Term Sheet); and

**Whereas**, the Term Sheet identifies certain improvements that are necessary to ensure the safety and mobility of both passenger and freight trains on BNSF rail lines; and

**Whereas**, the Term Sheet estimates a total one-time cost for the Project to be approximately \$329 million, with approximately \$9 million of the total cost being the initial design costs for the CTIO-funded portion of the Project and the RTD-funded portion of the Project (Initial Design Costs); and

**Now Therefore Be It Resolved**, the Commission agrees with the intent to fund the Project costs as enumerated in the Term Sheet, and anticipates that the JSEOC parties will return to their respective boards in late 2026 with a comprehensive finance and implementation plan for consideration and adoption by the Parties, including the Commission.

**Now Therefore Be It Further Resolved**, the Commission supports proceeding with funding for Initial Design Costs for the Project, utilizing funding from the CTIO and RTD that is to be set forth in either a separate intergovernmental agreement between CTIO and RTD, or an amendment to the Agreement.

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Herman Stockinger, Secretary  
Transportation Commission of Colorado



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**Department of Transportation**

Office of the Executive Director

2829 W Howard Place  
Denver, CO 80204

April 15, 2026

Transportation Commissioners and CTIO Directors,

As we have discussed at length during recent months, the Bustang family of services provides vital connections across the state, standing out as a national model of success for interregional transit. Bustang ensures that our infrastructure investments – ranging from managed lanes to general purpose lanes to mobility hubs – are truly multimodal. The frequency and reliability that we have added in recent years make it a service that Coloradans can turn to as an additional choice for travel, whether it is up and down the I-25 Corridor, across I-70 to our iconic mountains or to the Western Slope, or to a broadening network of rural destinations. Bustang connects to regional and local transit services, making them more versatile for statewide travel and linking growing transit destinations from Greeley to Summit County to interstate arterials.

As you know, SB 22-180 offered an important opportunity to experiment with operating Bustang's interstate arterial routes at significantly increased frequency. That experiment effectively demonstrated demand for more service and showed that "if you build it, they will come." On I-25, both the North and South lines grew from six daily round trips on weekdays to twelve round trips, while tripling service on the weekends from two daily round trips to six trips. On the I-70 West line, service grew from four daily round trips to fifteen. Ridership, which pre-COVID peaked in FY 2019 at 266,000 trips, has grown to 353,000 trips in FY 25, representing a year-over-year increase of 21%. Along with increased service, Bustang farebox revenue remains high, covering approximately 20% of our operating costs, well above the national average of 7%. However, as the SB 22-180 funding period comes to a close, we must – in a more constrained fiscal environment – chart a path forward to continue funding these important statewide transit routes at frequency, service levels, and quality that can compete for riders' demand. This is a top priority for our team.

Achieving this goal will require continued effort and creativity, as well as alignment with infrastructure investments along the corridors served by Bustang – including I-70 and I-25. To that end, we have engaged in extensive discussions about the feasibility of utilizing excess toll revenues to bolster Bustang operations. Excess toll revenue is the remaining revenue after all operations, maintenance and debt service is paid on the corridor.

This use was envisioned in the Colorado Transportation Investment Office's (CTIO) authorizing statute, and there is precedent for toll revenues funding both transit infrastructure and services. On I-25 segments 6/7/8, CTIO secured \$501 million for the corridor that was directly invested in the construction of two new \$30 million mobility hubs to improve mobility connections, including Bustang. As part of its Globeville and Elyria-Swansea Tolling Equity Program, CTIO is investing toll revenues to support transit ridership through bus passes and a new micro-mobility program, the Denver Connector. It would also be consistent with how many larger transit agencies collaborate with peer agencies to manage demand when highway capacity is expanded. For example, in Virginia, VDOT lacked a reliable,





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long-term, and substantial local funding source to cover the increasing capital costs of the Metrorail Silver Line extension. Through a partnership with the Metropolitan Washington Airport Authority, they were able to dedicate a portion of net toll revenue to finance new transit service extending to the airport. While this is just one prominent example, other innovative models aligning transit and tolling exist across the country that CTIO and CDOT can learn from to craft a solution that works for Colorado.

One particular point where we have engaged extensively with stakeholders was to better understand whether there would be support for a legislative change that allowed for some limited and scoped use of I-25 toll revenue on areas of I-70 that serve an overlapping user base. After careful consideration, and notwithstanding significant evidence of users whose regular trips incorporate many areas of overlap between these two key arterials, it appears that such a change would generate significant consternation among I-25 partners in particular.

We appreciate that our I-25 partners utilize Bustang and that many have taken the time to express their strong support for the Bustang family of services. We have also heard significant willingness to utilize excess toll revenues for Bustang's North and South lines, provided that doing so does not interfere with financing and completing projects already included and proposed in the Ten Year Plan. We appreciate our partners' engagement and candor in helping us refine our approach.

To that end, CTIO has put forth a financing plan to complete the suite of I-25 10 Year Plan projects that we will ask the Transportation Commission to approve at their May Board Meeting. We also intend to focus on developing a proposal to utilize existing authorities to holistically support the North and South Bustang lines, using excess toll revenues from I-25 managed lane operations, while allocating other current revenue sources – including, but not limited to, I-70 toll revenues – to augment I-70 West Line service.

As part of this process, we intend to seriously explore the possibility of moving Bustang operations to the CTIO to better align business functions with use of toll revenues as a significant funding source. We will conduct a management review of how Bustang could best integrate with CTIO business processes, which will increasingly include passenger rail over the coming years.

To that end, I wanted to provide you with this update and to put forward an advanced request for time on the calendar over the coming months for a series of workshops that will cover different aspects of our proposed approach.

Many thanks for your partnership on this critical priority.

Sincerely,

Shoshana Lew  
Executive Director





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**Department of Transportation**

Office of Innovative Mobility

## Transportation Commission Memorandum

**To:** Transportation Commission

**From:** Paul DesRocher, Director, Division of Transit and Rail

Jeffrey Sudmeier, Chief Financial Officer

Piper Darlington, Director, CTIO

Emily Haddaway, Legislative Liaison

**Date:** April 15, 2026

**Subject:** Bustang Overview and Financial Outlook

### Purpose

To continue dialogue with the Transportation Commission regarding a Bustang funding solution for Fiscal Year (FY) 27 and alternative revenue options.

### Action

Informational

### Background

CDOT staff previously provided presentations in February and March 2026, regarding Bustang's financial outlook in the short and long term. As the Bustang family of services continues to grow in popularity with additional service, new vehicles, and Mobility Hubs purposely built into CDOT infrastructure, Bustang's financial needs have also increased. This workshop will continue to iterate on Bustang's expected financial needs and offer suggestions for opportunities to close anticipated funding gaps. This month, staff will provide a focused presentation on a FY 27 funding solution and present feedback on several questions posed during the March 2026 TC Workshop on alternative revenue options related to advertising, fares and use of State Enterprise funds.





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## Next Steps

The proposed FY27 funding solution for Bustang will be presented during this month's Budget Workshop for TC consideration. Conversations will continue on the proposed next steps to address the long-term funding gap for Bustang.

## Attachments:

Presentation - April 2026 Bustang TC Workshop





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# Bustang Funding Joint TC/CTIO Workshop

April 15, 2026



# Agenda

- Fiscal Year (FY) 27 Funding Proposal
- Alternative Revenue Options
- Next Steps and FY 28+ Funding Considerations





# Bustang Revenues

## Current Bustang and Outrider Revenues

Funding Source	FY 27	FY 28	FY 29	FY 30
MMOF	\$3.2	\$3.4	\$3.5	\$3.7
10YP Capital	\$6.0	\$6.0	\$6.0	\$6.0
FASTER	\$6.0	\$6.0	\$6.0	\$6.0
FTA 5311(f)	\$2.9	\$3.0	\$3.1	\$3.1
Farebox	\$4.4	\$4.5	\$4.6	\$4.7
<b>Total</b>	<b>\$22.5</b>	<b>\$22.9</b>	<b>\$23.2</b>	<b>\$23.5</b>



# Bustang Expenses

## Current Bustang and Outrider Expenses (Based on “NO ACTION” Scenario)

Corridor/Service	FY 27	FY 28	FY 29	FY 30
I-25 North (North Line)	\$5.6	\$5.9	\$6.6	\$6.7
I-25 South (South Line)	\$6.0	\$6.3	\$6.6	\$6.8
I-70 West (West Line)	\$22.9	\$23.9	\$25.0	\$25.8
I-70 West (Pegasus)	\$5.3	\$5.6	\$5.8	\$6.0
Seasonal Service	\$0.6	\$0.7	\$0.7	\$0.7
Outrider	\$7.3	\$9.4	\$9.7	\$12.1
<b>Total</b>	<b>\$47.8</b>	<b>\$51.7</b>	<b>\$54.3</b>	<b>\$58.1</b>
<b>Surplus/Deficit</b>	<b>(\$25.3)</b>	<b>(\$28.8)</b>	<b>(\$31.1)</b>	<b>(\$34.6)</b>



# FY 27: Short-Term Funding Proposal

## Updated Bustang and Outrider Revenues

Funding Source	FY 27
Existing Funding Sources	\$22.5
Reallocate OIM Rollforward	\$11.9
Reallocate CMAQ Statewide Rollforward	\$4.1
Reallocate FY 27 CMAQ Statewide	\$2.2
<b>Total Revenue</b>	<b>\$40.7</b>

- Reallocate \$11.9 M in roll forward balances from Innovative Mobility Program via April CDOT Budget Amendment
- Reallocate \$4.1 M in rollforward balances from the CMAQ statewide set-aside via April CDOT Budget Amendment
- Reallocate \$2.2 M in FY 27 CMAQ statewide set-aside via July CDOT Budget Amendment



# FY 27: Short-Term Funding Reasoning

## Updated Bustang and Outrider Expenses

Corridor/Service	FY 27
I-25 North (North Line)	\$5.6
I-25 South (South Line)	\$6.0
I-70 West (West Line)	\$22.9
I-70 West (Pegasus)	\$5.3
Seasonal Service	\$0.6
Outrider	\$7.3
<b>Total</b>	<b>\$47.8</b>
<b>Surplus/Deficit</b>	<b>(\$7.1)</b>

- Approval of short-term funding measures will significantly reduce funding gap in FY 27 and provides additional time to secure long-term funding measures.
- If necessary, remaining FY 27 funding gap can be closed through a combination of service optimization, deferral of some capital costs, and an additional allocation from the TC Program Reserve.
- **Note:** Expenses based on the NO ACTION scenario presented at March meeting.



# Alternative Revenue Options - Advertising

## RTD Advertising

- Previous 10-year agreement with Lamar ended in 2025
- RTD currently manages their own advertising program
- Equivalent coach buses (e.g. Flatiron Flyer) valued at \$700/side/quarter
- Actual market value to Bustang may differ due to fleet size, markets served, and broader economic outlook.





# Advertising Considerations

- **Potential for Diminishing Bustang's Own Advertising:** Adding external advertisements may take attention away from Bustang's brand, which is a common way people find out about the service.
- **Operational Effects - Downtime and Fleet Size:** Buses will be out of service more often for advertising installation. May require re-design of existing wraps to accommodate advertising space.
- **Staffing or Partnerships:** The state would need to invest in the operational infrastructure, including staffing for selling ad space or a partnership with an advertising agency, reducing profit margin
- **Revenue Impact:** Amount of revenue raised from advertising nominal compared to long-term Bustang funding gap



# Alternative Revenue Options - Demand Elasticities

Variable	Elasticity	Statistical Significance	Implication
<b>Service Supply (Net Operating Expenses)</b>	A 10% increase in expenses (expanded frequency/routes) increases ridership by <b>6.5%</b>	Most statistically significant result in the study	Supply is a primary driver of demand, directly aligning operational growth with emission reduction targets.
<b>Gasoline Cross-Elasticity</b>	<b>0.40</b>	Statistically significant	A 10% increase in fuel prices results in a 4% organic growth in ridership.
<b>Price Elasticity of Demand</b>	<b>-2.69</b> (Preliminary)	Not statistically significant	Suggests highly elastic demand; a 1% fare increase could theoretically reduce ridership by 2.6%.
<b>Income Elasticity</b>	<b>0.39</b>	Not statistically significant	Bustang behaves as a "Normal Good," with demand reinforcing its value as a quality transit option as real median income grows.



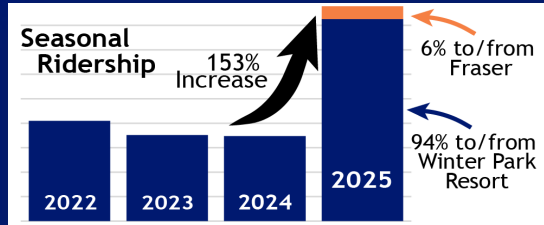
# Fare Change Considerations

- **Transit Demand Elasticities:** Elasticity of transit ridership dependant on multiple factors in addition to cost of transit fares including: cost of fuel, income and employment rates, and transit frequency among others.
- **WIG Targets:** Fare increases will likely influence State's progress towards WIG targets across Advancing Transportation Safety, Clean Transportation, and Statewide Transit.
- **Revenue Impact:** Revenue raised from fare increases may result in net loss due to Bustang customer price sensitivity and diminished demand.



# 2024-2025 Winter Park Express Case Study

## Ridership



-> Total Ridership: 43,919  
(153% increase over 2023-2024)



Metric	2023 - 2024	2024 - 2025	Variance
Capacity	21,673	55,596	157%
Load Factor	80%	79%	(1%)
Average Ticket Price	\$56	\$28	(50%)

## On-Time Performance

- > 0 canceled runs this season (vs. 1.5 in 2023-2024)
- > Outbound: Denver -> WPR: 89.9% on-time at WPR
- > Inbound: WPR -> Denver: 71% on-time at DEN





# Alternative Revenue Options - Clean Transit Enterprise (CTE)

- **Route Transfer:** Concern over legal nexus to SB24-230 if an existing Bustang route were transferred locally (not expansion)
- **Route Expansion:** SB24-230 funds could be available to local transit agencies or governments if they began a new Outrider route or expanded upon existing services.
- **Transit Connections Study (TCS) Implementation Example:** Winter Park Lift will soon implement a TCS recommendation of Granby to Grand Lake, growing transit network





# Long-Term Funding Strategies

## Updated Bustang and Outrider Expenses

Corridor/Service	FY 27	FY 28	FY 29	FY 30
I-25 North (North Line)	\$5.6	\$5.9	\$6.6	\$6.7
I-25 South (South Line)	\$6.0	\$6.3	\$6.6	\$6.8
I-70 West (West Line)	\$22.9	\$23.9	\$25.0	\$25.8
I-70 West (Pegasus)	\$5.3	\$5.6	\$5.8	\$6.0
Seasonal Service	\$0.6	\$0.7	\$0.7	\$0.7
Outrider	\$7.3	\$9.4	\$9.7	\$12.1
<b>Total</b>	<b>\$47.8</b>	<b>\$51.7</b>	<b>\$54.3</b>	<b>\$58.1</b>
<b>Surplus/Deficit</b>	<b>(\$7.1)</b>	<b>(\$26.8)</b>	<b>(\$29.1)</b>	<b>(\$32.6)</b>

- ~\$30 M annual deficit beginning in FY 28 which must be addressed through long-term funding strategies and/or service optimization



## Next Steps: Long-Term Funding Strategies

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- Any CDOT-CTIO funding partnership would be subject to Transportation Commission and CTIO Board approval.
- Staff will continue to work with the AG's Office, Transportation Commission and CTIO Board on the parameters of a potential partnership.
- Consideration of additional funding options, such as utilizing SB24-184 funds.



# Overall Next Steps

- Consideration of approval for FY 27 Bustang funding proposal in April Workshop
- Follow up with TC and CTIO Boards on defined long-term funding strategies

## Questions/Comments?





**COLORADO**  
**Department of Transportation**

Office of the Chief Engineer  
2829 W. Howard Place, Suite  
562 Denver CO 80204

MEMORANDUM

**TO:** Transportation Commission

**FROM:** Keith Stefanik, P.E., Chief Engineer

**DATE:** April 1, 2026

**SUBJECT:** Report Pursuant to Colorado Revised Statutes §43-1-208 Regarding Project Number NHPP 0702-422, I-70 Exit 203 & SH 9, Town of Frisco, Seeking Approval to Initiate and Conduct Condemnation Proceedings

Background

This written report to the Transportation Commission is pursuant to Colorado Revised Statutes (“C.R.S.”), Section 43-1-208(1). On February 12, 2025, the Right of Way Plans for NHPP 0702-422, I-70 EXIT 203 & SH 9 / Town of Frisco were authorized, which allowed CDOT to acquire land necessary for the project by purchase, exchange, or negotiations with the landowner listed below.

Project NHPP 0702-422 is necessary to improve Interstate 70 at Exit 203 and State Highway 9. The project includes enhancements to the westbound I-70 off-ramp and its terminal at Exit 203. The existing bridge over I-70 will be widened to increase vehicular capacity and to provide pedestrian access to the north. In addition, an underpass and a frontage road will be constructed between the eastbound ramp terminal and the Lusher Court / Dillon Dam Road intersection. The project also includes the construction of two new roundabouts—one on Dillon Dam Road and one on Lusher Court. The purpose of the project is to enhance level of service and improve transportation operations, safety, pedestrian connectivity, and overall traffic flow for the traveling public in Frisco and along the I-70 Mountain Corridor.

Overview of Property Previously Approved for Negotiation

Region 3 seeks to acquire through condemnation proceedings one (1) Fee Simple parcel RW-102 and one (1) Temporary Easement TE-102 under ownership of BMM AC Frisco, LLC according to the Title Commitment dated March 11, 2026 (as updated) and previously approved for negotiation.

Notice of Intent was mailed and emailed on March 12, 2025. Chris Manley, managing member of BMM AC Frisco, LLC, returned the Permission to Enter form for staking on April 14, 2025. On April 16, 2025, the appraisal inspection was completed. Present for the inspection was Chris Manley-landowner representative, Josh Stuhr-Marriott GM of location, Russ Berryman-LO appraiser (Bob Noesner), Bruce Buchan-CDOT appraiser, Kevin Sawyer-CDOT review appraiser, Elaine Kilpatrick-CDOT ROW Acquisition/Relocation Supervisor, Scott Harris-CDOT project manager, Darrell Burkhardt - ROW Specialist with TRS. We confirmed that the take areas were staked, walked the property with LO and answered questions.

The offer packet was sent on December 12, 2025, by FedEx to 270 Saint Paul St, #200, Denver CO 80206 and emailed to Chris Manley and their attorney Jeff Blackman. While the offer was predicated on a Fair Market Value of \$2,060,000, it stipulated a consideration involving the exchange of the 20REV-EX parcel.

BMM AC Frisco, LLC and CDOT remain significantly apart in their positions, with the primary challenges being the cost of parking lot reconstruction and damages to the remainder. BMM AC Frisco, LLC will be notified on or before April 3, 2026, by certified mail of the Transportation Commission meeting on April 16, 2026.

Resolution No. Approving Negotiation: N/A  
Address: 270 Saint Paul St, #200, Denver CO 80206  
Landowner's Name: BMM AC Frisco, LLC  
Current Size of Property: approximately 130,309 Square Feet  
Proposed Size of Acquisition: 11,872 Square Feet  
Purpose of Parcels Necessary for Project:  
RW-102: A fee simple parcel having an area of 11,872 sf. This parcel is necessary for frontage road construction.  
TE-102: A temporary easement having an area of 4,762 sf. This parcel is necessary for construction of roadway improvements.

Fair Market Offer Amount: \$2,060,000.00.  
Appraisal was completed by Bruce Buchan, MAI - Intermountain Appraisal Group  
Date of Offer: December 12, 2025.

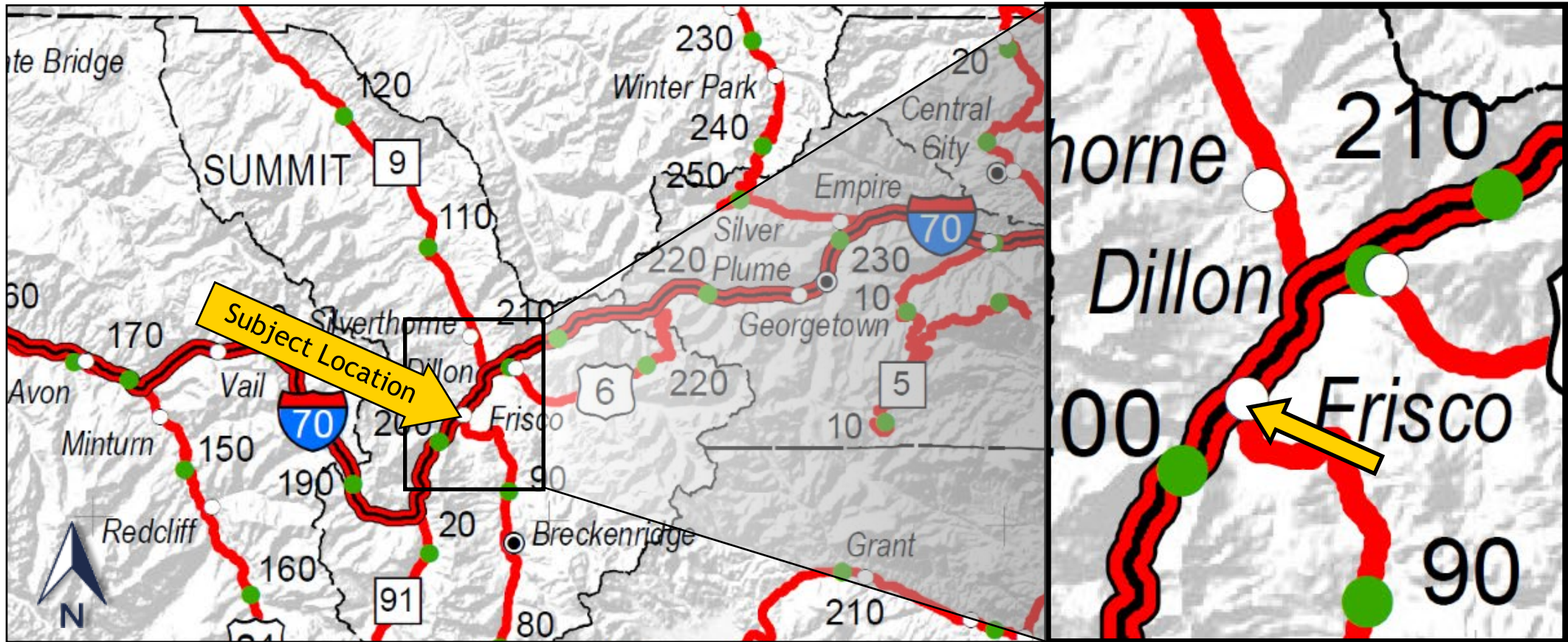
Summary of Counteroffers: BMM AC Frisco, LLC has made no formal counteroffers.  
Landowners' Appraisal Amount: \$16,795,789  
Appraisal was completed by Robert M. Noesner, MAI, and Janet M. Steuck, MAI - National Valuation Consultants

Attachments  
Proposed Resolution  
Right-of-Way Plans  
Legal Descriptions  
Contact Summary



# Condemnation Authorization I-70 Exit 203 Interchange Improvements

District: 7    Region: 3    Project: NHPP 0702-422    Project Code: 24873

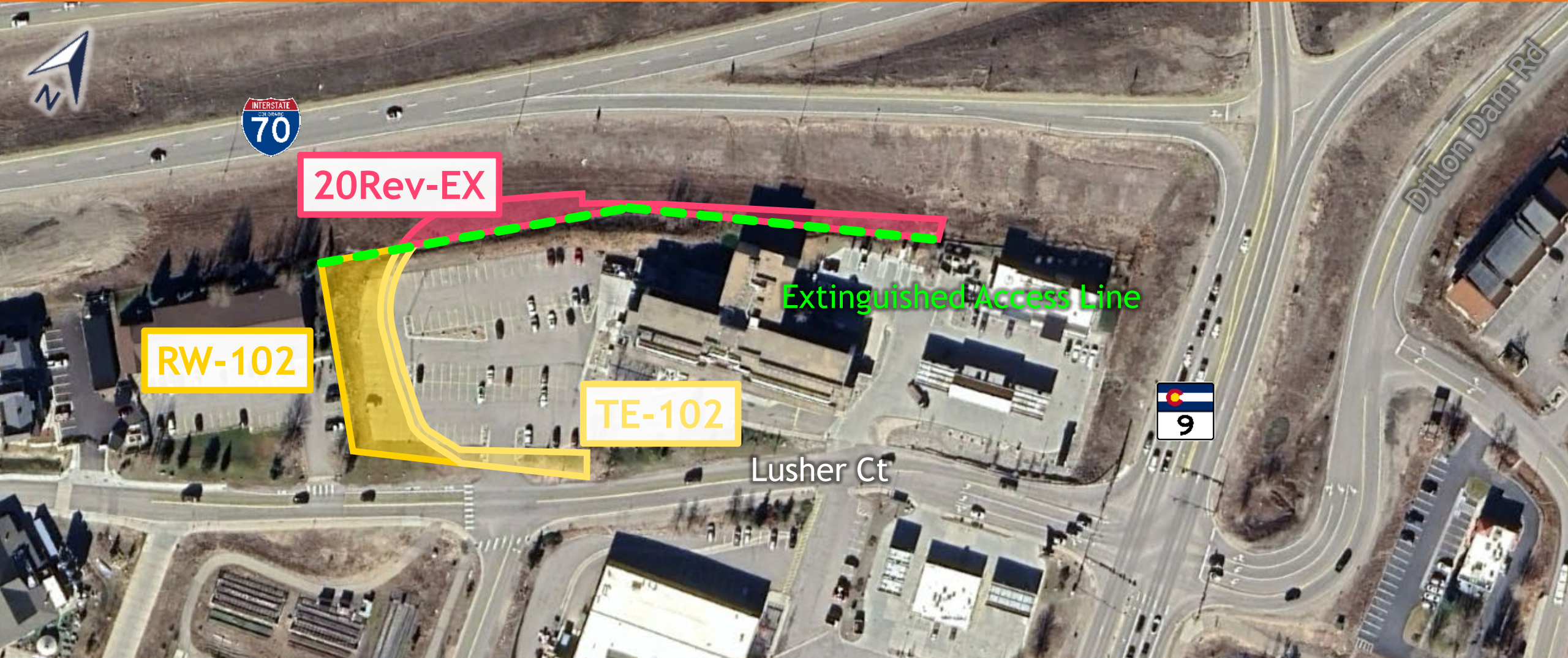


Owners: BMM AC Frisco, LLC

Project Purpose: Improve traffic flow and safety for the traveling public



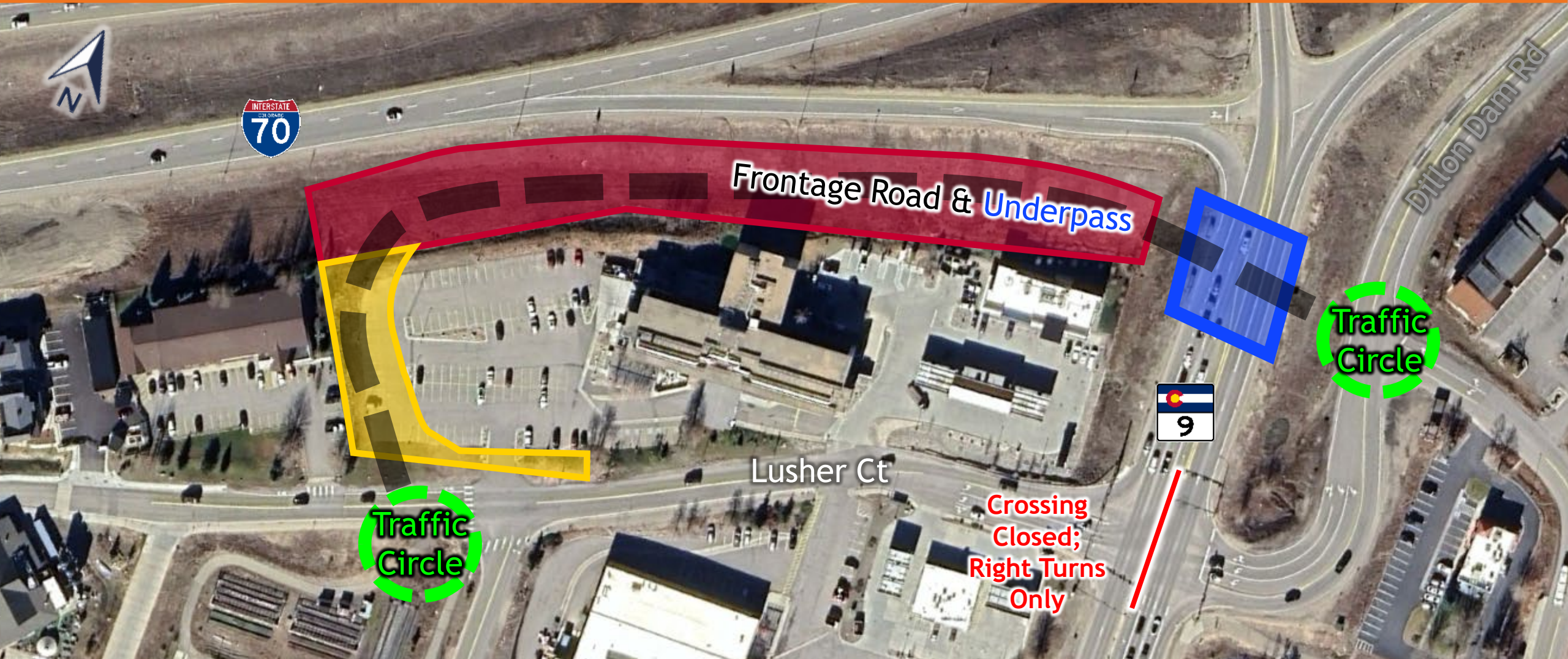
# Condemnation Authorization I-70 Exit 203 Interchange Improvements



Location of **Subject Parcels**, **EX Parcel (CDOT-owned)**



# Condemnation Authorization I-70 Exit 203 Interchange Improvements



Location of **Subject/EX Parcels**, other project elements



# Condemnation Authorization I-70 Exit 203 Interchange Improvements

OFFERS	DATE	AMOUNT
Notice of Interest to Acquire	March 12, 2025	N/A
Valuation*	July 1, 2025	\$2,060,000
CDOT Initial Offer**	December 12, 2025	\$1,419,050
Owner Appraisal***	December 22, 2025	\$16,795,789

\*CDOT's valuation includes the value of a potential exchange parcel, 20Rev-EX.

\*\*The actual offer presented to the landowner was the valuation amount (\$2,060,000) minus the value of 20Rev-EX (\$640,950), leaving an offer amount of \$1,419,050.

\*\*\*Owner has not made a counteroffer to date.

<b>Colorado Department of Transportation</b>  <b>Condemnation Authorization</b> <b>Contact Summary</b>	Project Code: 24873
	Parcel: RW-102, TE-102
	Owner: BMM AC Frisco, LLC

The following is a summary of communications which have taken place between CDOT and/or its representatives and the above referenced owner related to the acquisition of the above-described parcels. This summary is prepared to assist the Transportation Commission in considering CDOT's request for authorization to initiate and conduct condemnation proceedings.

Date	Contact Description	Amount/Description
03/05/2025	First Contact w/ Property Owner	Introductory Email
03/12/2025	Discussion of CDOT Project	Notice of Intent
12/12/2025	CDOT Offer	\$2,060,000.00
12/22/2025	Owner Appraisal	\$16,795,789.00
N/A	CDOT Last Offer	TBD
04/06/2026	Last Contact w/ Property Owner	TC Notice

Number of Property Owner Contacts Attempted:	<b>19</b>
Number of Successful Property Owner Contacts:	<b>17</b>

**Matters Discussed During Property Owner Contacts (check all that apply)**

- Access
- Valuation
- Owner Appraisal Reimbursement
- Project Timeline
- Design
- CDOT Processes
- Other      Specify here:

# Post-Amerco Real Property Condemnation Authorization Requests

## April 16, 2026 Transportation Commission Meeting

### Region 5 - Condemnation Authorization Requests

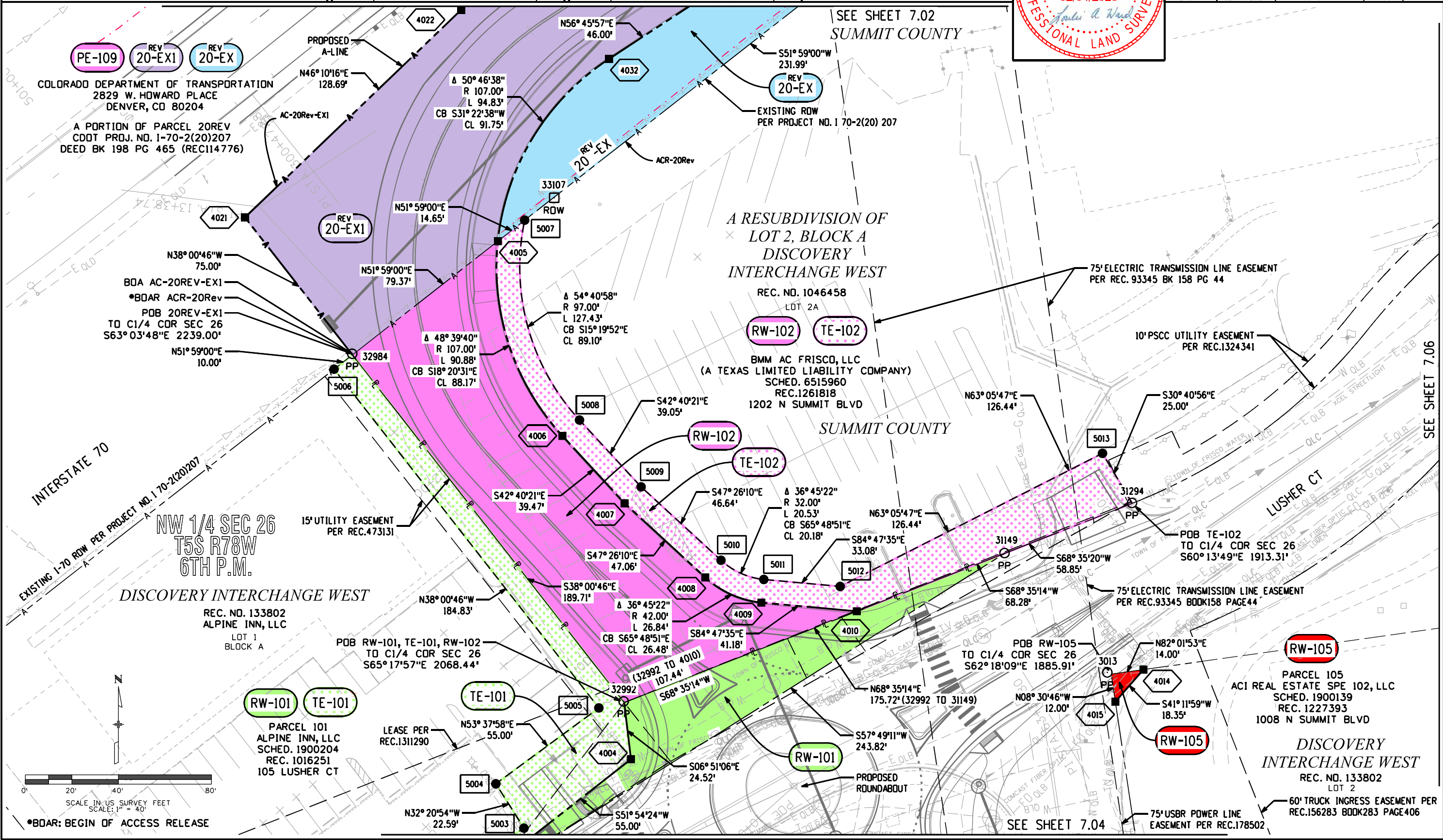
TC District	Project Name	Project #	Project Code	Parcel #	Parcel Size	Property Owner(s)	Valuation Amount	Appraisal (A) or Waiver Valuation (WV)	Date of Valuation	Owner's Current Counter-Offer	Prior TC Condemnation or Acquisition Resolution Number (if applicable)
7		NHPP 0702-422	24873	RW-102	11,872 sf	BMM AC Frisco, LLC	2,030,244.00	A	7.1.25	NA	NA
7		NHPP 0702-422	24873	TE-102	4,762 sf	BMM AC Frisco, LLC	28,572.00	A	7.1.25	NA	NA



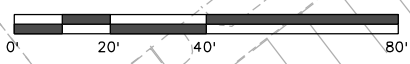
Sheet Revisions			Sheet Revisions		
Date	Description	Initials	Date	Description	Initials



Right of Way Plans			
Plan Sheet			
Project Number: NHP 0702-422		Project Location: I-70 EXIT 203	
Project Code: 24873	Last Mod. Date: 12-05-2024	Subset: 7.03 of 7.07	Sheet No.: 7.03



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SCALE IN US SURVEY FEET  
 SCALE: 1" = 40'  
 \*BDAR: BEGIN OF ACCESS RELEASE

SEE SHEET 7.04

SEE SHEET 7.06

SEE SHEET 7.02  
 SUMMIT COUNTY

A RESUBDIVISION OF  
 LOT 2, BLOCK A  
 DISCOVERY  
 INTERCHANGE WEST

NW 1/4 SEC 26  
 T5S R78W  
 6TH P.M.

DISCOVERY INTERCHANGE WEST

SUMMIT COUNTY

DISCOVERY INTERCHANGE WEST

REC. NO. 133802

LOT 2

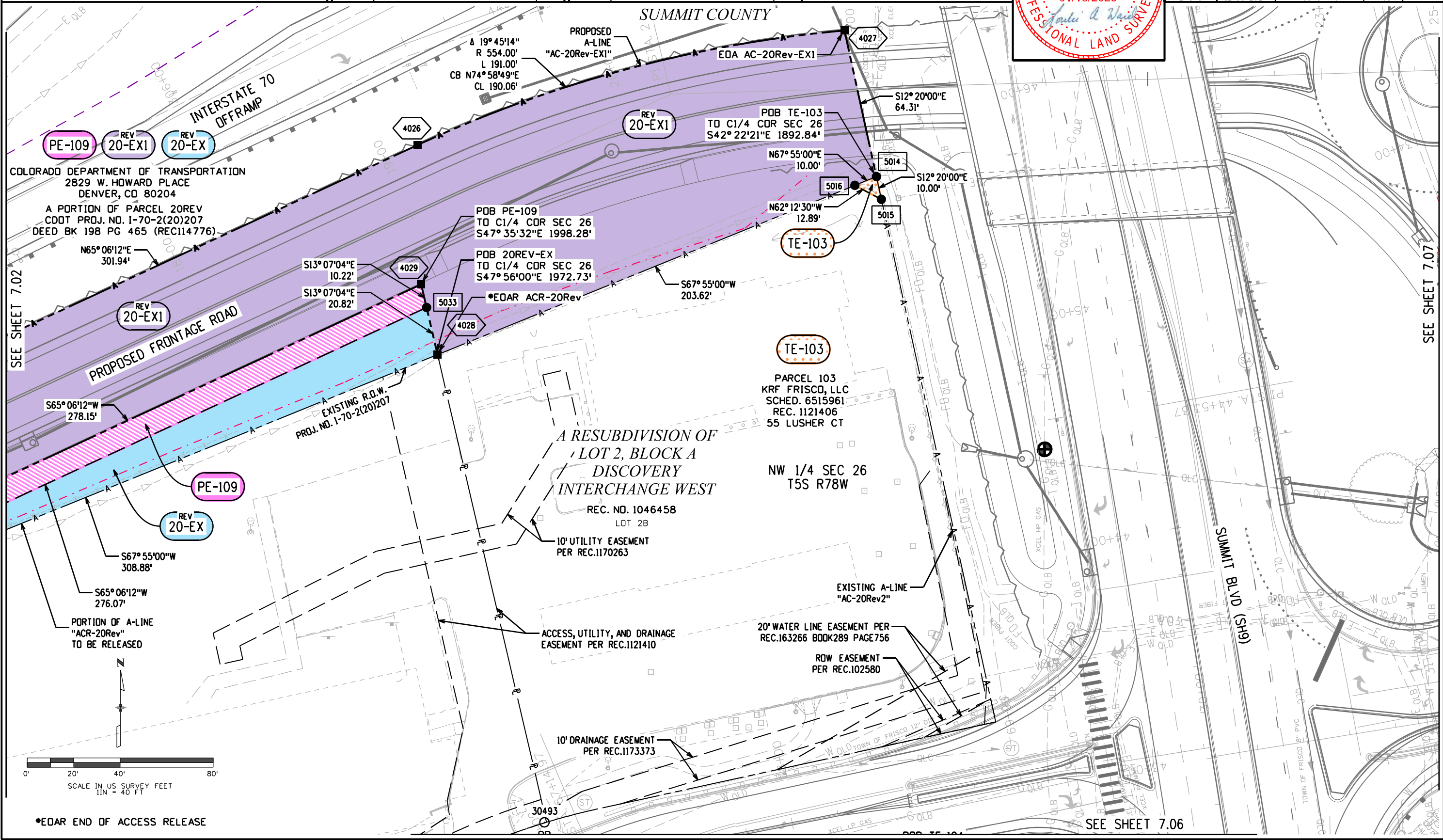
60' TRUCK INGRESS EASEMENT PER REC. 156283 BOOK 283 PAGE 406



Sheet Revisions			Sheet Revisions		
Date	Description	Initials	Date	Description	Initials



Right of Way Plans			
Plan Sheet			
Project Number: NHP 0702-422			
Project Location: I-70 EXIT 203			
Project Code:	Last Mod. Date:	Subset:	Sheet No.:
24873	12-05-2024	7.05 of 7.07	7.05



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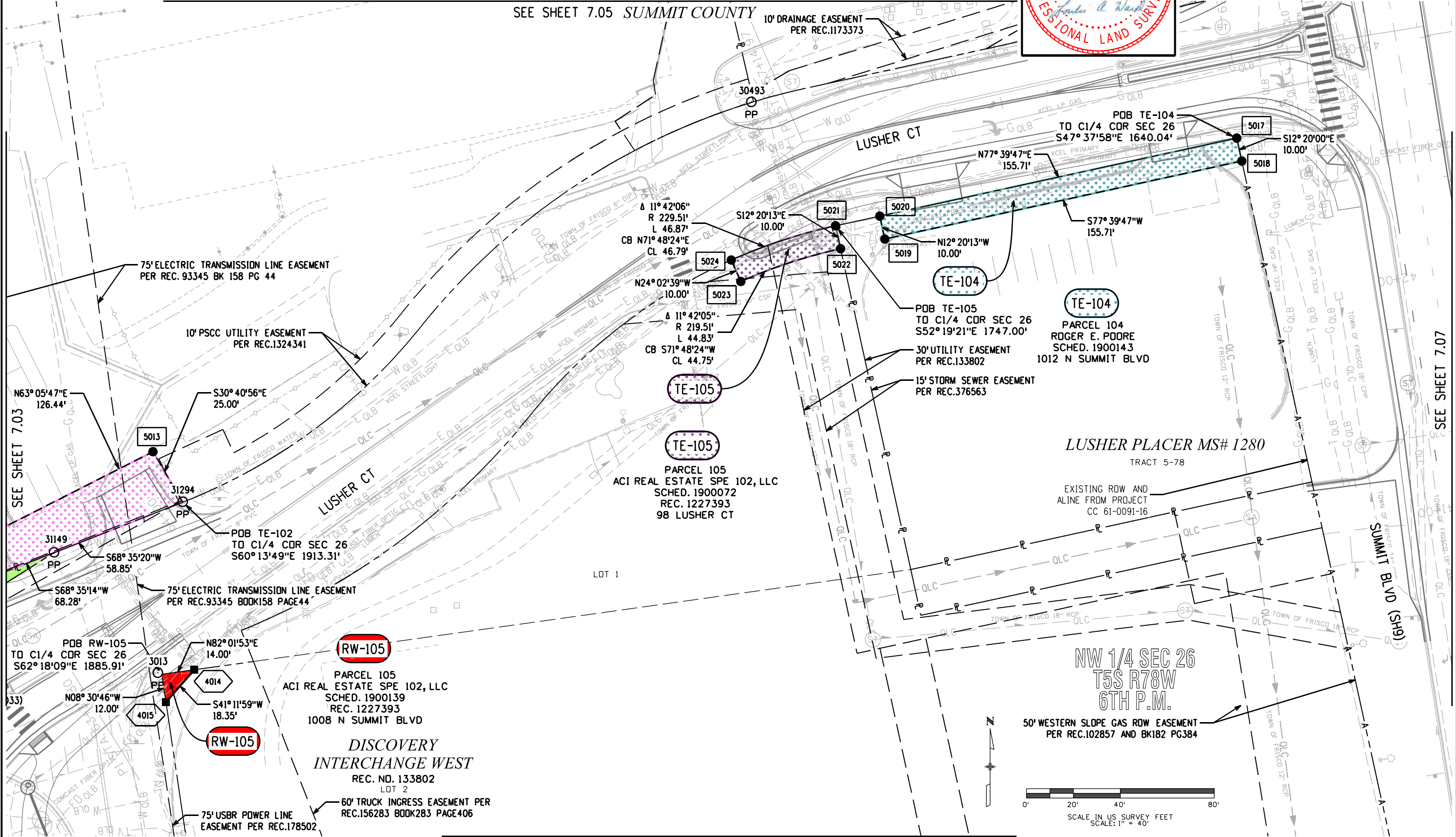
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Date	Description	Initials

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Date	Description	Initials



Right of Way Plans			
Plan Sheet			
Project Number: NHPP 0702-422			
Project Location: I-70 EXIT 203			
Project Code:	Last Mod. Date:	Subset:	Sheet No.:
24873	12-05-2024	7.06 of 7.07	7.06

SEE SHEET 7.05 SUMMIT COUNTY



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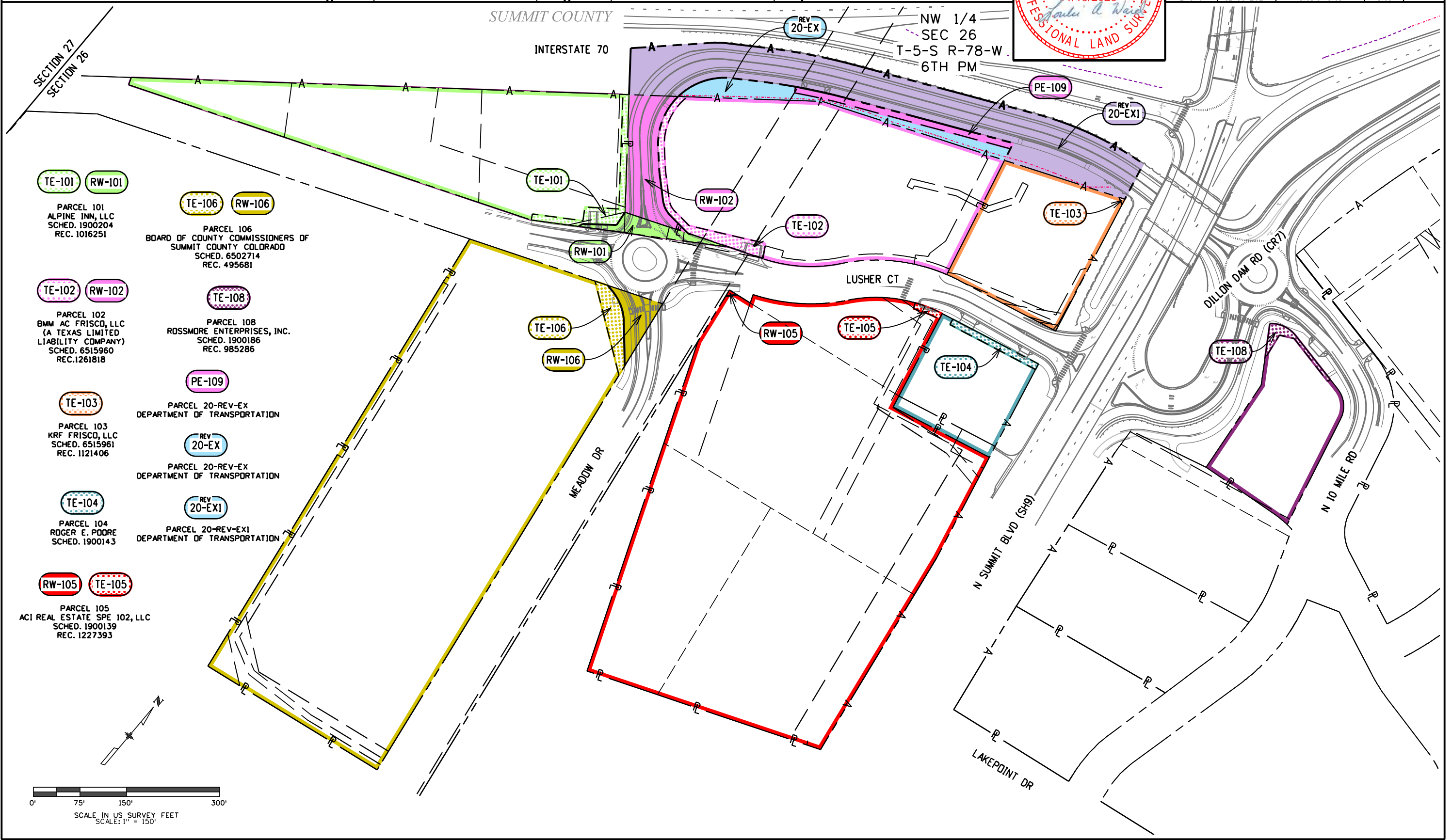
SEE SHEET 7.07

Sheet Revisions		
Date	Description	Initials

Sheet Revisions		
Date	Description	Initials



Right of Way Plans			
Ownership Map			
Project Number: NHPP 0702-422			
Project Location: I-70 EXIT 203			
Project Code:	Last Mod. Date:	Subset:	Sheet No.:
24873	12-05-2024	8.01 of 8.01	8.01



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Sheet Revisions		
Date	Description	Initials

Sheet Revisions		
Date	Description	Initials



Right of Way Plans			
Tabulation of Properties			
Project Number: NHPP 0702-422			
Project Location: I-70 EXIT 203			
Project Code:	Last Mod. Date:	Subset:	Sheet No.:
24873	2-04-2025	2.01 of 2.02	2.01

**R.O.W. TABULATION OF PROPERTIES IN SUMMIT COUNTY INTERSTATE 70 AT S.H. NO. 9**

Parcel No.	Ownership Name and Mailing Address	Site Address	Location	Area In Square Feet (Acres)					Book and Page No. And/Or Reception No.	Title Commitment No.	Schedule No.	Remarks
				Area Of Parcel	Existing ROW	Net Area	Remainder Left	Remainder Right				
RW-101	ALPINE INN LLC PO BOX 4473 FRISCO CO 80443-4473	105 LUSHER CT FRISCO CO 80443	NW 1/4 SEC. 26, T5S, R78W LOT 1 BLOCK A DISCOVERY INTERCHANGE WEST REC. 133802	3,505 SQ FT (0.080 AC)					103,600 SQ FT (2.378 AC)		09653A2023 1900204	FRONTAGE ROAD
TE-101	SAME	SAME	SAME	4,291 SQ FT (0.099 AC)							SAME SAME	CONSTRUCTION OF ROADWAY IMPROVEMENTS
RW-102	BMM AC FRISCO LLC 270 SAINT PAUL ST STE 200 DENVER CO 80206-5133	1202 N SUMMIT BLVD (SH9) FRISCO CO 80443	LOT 2A A RESUBDIVISION OF LOT 2, BLOCK A DISCOVERY INTERCHANGE WEST REC. 1046458	11,872 SQ FT (0.273 AC)					118,437 SQ FT (2.719 AC)		09654A2023 6515960	FRONTAGE ROAD
ACR-20Rev	SAME	SAME	SAME									PARTIAL RELEASE OF A-LINE- PARCEL 20REV - I-70-2(20)207
TE-102	SAME	SAME	SAME	4,762 SQ FT (0.109 AC)							SAME SAME	CONSTRUCTION OF ROADWAY IMPROVEMENTS
TE-103	KRF FRISCO LLC 1509 YORK ST #201 DENVER CO 80206-1408	55 LUSHER CT FRISCO CO 80443	LOT 2B A RESUBDIVISION OF LOT 2, BLOCK A DISCOVERY INTERCHANGE WEST REC. 1046458	49 SQ FT (0.001 AC)							09655A2023 6515961	CONSTRUCTION OF ROADWAY IMPROVEMENTS
TE-104	ROGER E. POORE C/O AD AVLOREM TAX DEPT PO BOX 690350 SAN ANTONIO TX 78269-0350	1012 N SUMMIT BLVD (SH9) FRISCO CO 80443	TRACT 5-78 SEC 26 QTR 2 MINING CLAIM CONTAINING 0.6000 AC LUSHER PLACER MS# 1280	1,557 SQ FT (0.036 AC)							1900143	CONSTRUCTION OF ROADWAY IMPROVEMENTS
RW-105	ACI REAL ESTATE SPE 102 LLC ALBERTSONS COMPANIES C/O PARADIGM T P.O. BOX 800729 DALLAS TX 75380-0729	1008 N SUMMIT BLVD (SH9) FRISCO CO 80443	LOT 1, PT LOT 2, BLOCK B DISCOVERY INTERCHANGE WEST REC. 133802	84 SQ FT (0.002 AC)					126,895 SQ FT (2.913 AC)		09656A2023 1900139	PERMANENT ROADWAY IMPROVEMENTS

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## **EXHIBIT "A"**

**PROJECT NUMBER: NHPP 0702-422**

**PARCEL NUMBER: RW-102**

**PROJECT CODE: 24873**

**DATE: JANUARY 15, 2025**

### **DESCRIPTION**

A tract or parcel of land, No. RW-102 of Summit County Project Number 24873, containing 11,872 sq. ft. (0.273 acres), more or less, being a portion of Lot 2A, A Resubdivision of Lot 2, Block A, Discovery Interchange West Subdivision, as described in the Office of the Summit County Clerk and Recorder at Reception No. 1046458 in Section 26, Township 5 South, Range 78 West, of the Sixth Principal Meridian, in Summit County, Colorado, said parcel being more particularly described as follows:

Commencing at a point on the west line of said Lot 2A, a found #4 rebar, from which the Center 1/4 Corner of said Section 26, (a 3.5" aluminum cap stamped "C1/4 S26 LS 33200) bears South 65°17'57" East, a distance of 2068.44 feet, said point also being the TRUE POINT OF BEGINNING;

1. Thence North 38°00'46" West, along the west line of said Lot 2A, a distance of 189.71 feet, to the north line of said Lot 2A;
2. Thence North 51°59'00" East, along the north line of said Lot 2A, a distance of 79.37 feet;
3. Thence on the arc of a curve to the left, a radius of 107.00 feet, a central angle of 48°39'40", a distance of 90.88 feet, (a chord bearing South 18°20'31" East, a distance of 88.17 feet);
4. Thence South 42°40'21" East, a distance of 39.47 feet;
5. Thence South 47°26'10" East, a distance of 47.06 feet;
6. Thence on the arc of a curve to the left, a radius of 42.00 feet, a central angle of 36°45'22", a distance of 26.84 feet, (a chord bearing South 65°48'51" East, a distance of 26.48 feet);
7. Thence South 84°47'35" East, a distance of 41.18 feet to the south line of Lot 2A.
8. Thence South 68°35'14" West, along said south line of Lot 2A, a distance of 107.44 feet, more or less, to the TRUE POINT OF BEGINNING.

The above described tract or parcel of land contains 11,872 sq. ft. (0.273 acres), more or less.

Basis of Bearings: All bearings are based on a line between the West 1/4 Corner of Section 26, Township 5 South, Range 78 West, of the Sixth Principal Meridian, (a 3.25" aluminum cap stamped "BUR LAND MANAGEMENT 1991") and the Center 1/4 Corner of said Section 26, (a 3.25" aluminum cap stamped "C1/4 S26 LS 33200") being South 87°34'54" East.

For and on Behalf of the Colorado Department of Transportation  
Lorelei A. Ward, PLS 34982  
Farnsworth Group Inc.  
5775 Mark Dabling Blvd. - Suite 190  
Colorado Springs, CO 80919



**EXHIBIT "B"**

**PROJECT NUMBER: NHPP 0702-422**  
**TEMPORARY EASEMENT NUMBER: TE-102**  
**PROJECT CODE: 24873**  
**DATE: NOVEMBER 15, 2024**

**DESCRIPTION**

A temporary easement, No. TE-102 of Summit County Project Number 24873, containing 4,762 sq. ft. (0.109 acres), more or less, being a portion of Lot 2A, A Resubdivision of Lot 2, Block A, Discovery Interchange West Subdivision, as described in the Office of the Summit County Clerk and Recorder at Reception No. 133802 in Section 26, Township 5 South, Range 78 West, of the Sixth Principal Meridian, in Summit County, Colorado, said temporary easement being more particularly described as follows:

Commencing at a point on the south line of said Lot 2A, from which the Center 1/4 Corner of said Section 26, (a 3.5" aluminum cap stamped "C1/4 S26 LS 33200") bears South 60°13'49" East, a distance of 1913.31 feet, said point also being the TRUE POINT OF BEGINNING;

1. Thence South 68°35'20" West, along the south line of said Lot 2A, a distance of 58.85 feet;
2. Thence South 68°35'14" West, along the south line of said Lot 2A, a distance of 68.28 feet;
3. Thence North 84°47'35" West, a distance of 41.18 feet;
4. Thence on the arc of a curve to the right, a radius of 42.00 feet, a central angle of 36°45'22", a distance of 26.84 feet, (a chord bearing North 65°48'51" West, a distance of 26.48 feet);
5. Thence North 47°26'10" West, a distance of 47.06 feet;
6. Thence North 42°40'21" West, a distance of 39.47 feet;
7. Thence on the arc of a curve to the right, a radius of 107.00 feet, a central angle of 48°39'40", a distance of 90.88 feet, (a chord bearing North 18°20'31" West, a distance of 88.17 feet);
8. Thence North 51°59'00" East, a distance of 14.65 feet;

9. Thence on the arc of a curve to the left, a radius of 97.00 feet, a central angle of 54°40'58", a distance of 127.43 feet, (a chord bearing South 15°19'52" East, a distance of 89.10 feet);
10. Thence South 42°40'21" East, a distance of 39.05 feet;
11. Thence South 47°26'10" East, a distance of 46.64 feet;
12. Thence on the arc of a curve to the left, a radius of 32.00 feet, a central angle of 36°45'22", a distance of 20.53 feet, (a chord bearing South 65°48'51" East, a distance of 20.18 feet);
13. Thence South 84°47'35" East, a distance of 33.08 feet;
14. Thence North 63°05'47" East, a distance of 126.44 feet;
15. Thence South 30°40'56" East, a distance of 25.00 feet, more or less, to the TRUE POINT OF BEGINNING.

The above-described Temporary Easement contains 4762 sq. ft. (0.109 acres), more or less.

The purpose of the above-described Temporary Easement is for the construction of roadway improvements.

Basis of Bearings: All bearings are based on a line between the West 1/4 Corner of Section 26, Township 5 South, Range 78 West, of the Sixth Principal Meridian, (a 3.25" aluminum cap stamped "BUR LAND MANAGEMENT 1991") and the Center 1/4 Corner of said Section 26, (a 3.25" aluminum cap stamped "C1/4 S26 LS 33200") being South 87°34'54" East.

For and on Behalf of the Colorado Department of Transportation  
Lorelei A. Ward, PLS 34982  
Farnsworth Group Inc.  
5775 Mark Dabling Blvd. - Suite 190  
Colorado Springs, CO 80919





**COLORADO**  
**Department of Transportation**

Office of the Chief Engineer  
2829 W. Howard Place, Suite 562  
Denver, CO 80204

Memorandum

**To:** Transportation Commission

**From:** Keith Stefanik, P.E., Chief Engineer

**Date:** March 25, 2026

**Subject:** Report Pursuant to Colorado Revised Statutes §43-1-208 Regarding Project Number STM 052A-060, CO 52 & CR 59 Intersection Improvements, 25147, Seeking Approval to Initiate and Conduct Condemnation Proceedings

Background

This written report to the Transportation Commission is pursuant to Colorado Revised Statutes (“C.R.S.”), Section 43-1-208(1). On 3/18/2025 an initial set of authorized Right of Way Plans was submitted for CO 52 & CR 59 Intersection Improvements, 25147, which allowed CDOT to acquire land necessary for the project by purchase, exchange or negotiations with the landowners listed below. A final set of Right of Way Plans was authorized on 2/18/2026.

Unfortunately, after engaging in negotiations, CDOT and the landowners were unable to reach a resolution. As a result, CDOT seeks Transportation Commission approval to initiate and conduct condemnation proceedings pursuant to Colorado Revised Statutes, Section 38-1-101 *et seq.* for the property listed below.

The project CO 52 & CR 59 Intersection Improvements are necessary for the construction of a roundabout at the CO 52 and CR 59 Intersection. This will improve the safety of the intersection by slowing traffic at that roundabout and is therefore desirable.

Overview of Property Previously Approved for Negotiation

There are three temporary easements and two fee simple acquisitions previously approved for negotiation.

Property owners will be informed of the Transportation Commission meeting for Condemnation Authorization.

On February 26, 2026, Property owner was sent a Last Written Offer letter which notified him that if he did not respond by March 9, 2026 that condemnation procedures would be initiated.

Date of ROW Plan Authorization: Initial authorized ROW plan set 3/18/2025,

Final authorized ROW plan set 2/18/2026  
 Address: 5028 County Road 59, Keenesburg, CO 80643  
 Landowner's Name: Ross Allen Pankow  
 Current Size of Property: 182,971 sf/ 4.2 acres  
 Proposed Size of Acquisition: 45,400 sf/ 1.042 acres  
 Purpose of Parcels Necessary for Project:

- RW-02: \$72,845.00, 35,534 sf Fee simple acquisition is the area needed to construct the eastern and northern portion of the roundabout. This portion of the fee acquisition also includes a home and three grain bins that will be demolished.
- RW-02A: \$4,045.00, 9,866 sf Fee simple acquisition is the current CR 59 roadway. This portion is needed to connect the roundabout to head north bound.
- TE- 02: \$2,030.00, 6,600 sf temporary easement. The temporary easement is needed to construct a west access to the property. The easement will be needed for 18 months.
- TE- 02A: \$1,076.00, 3,498 sf temporary easement. The temporary easement is needed to remove the existing leach field on the property. The easement will be needed for 18 months.
- TE- 02B: \$1,384.00, 4,500 sf temporary easement. The temporary easement is needed to construct a south access to the property. The easement will be needed for 18 months.

Estimated Property Value, Damages and Benefits:

House	\$133,097.00
Well	\$30,000.00
3 Grain Bins	\$6,712.00
Trees	\$6,240.00
Bushes/Junipers	\$135.00
Bushed/Deciduous	\$440.00
Drip Line	\$30.00
Grass seed	\$240.00
Garden Bed	\$189.00
Sidewalk	\$167.00
Total Improvements contributory value of part taken:	\$197,250.00
Total offer of Fair Market Value:	\$291,130.00

Method to Determine Property Value, Damages and Benefits: Value was based on comparable sales of similar properties near the location of the Property. Value was based on appraisal of CDOT, Theresa Miller, dated 11/19/2025.

Date of Initial Offer: 1/15/2026

Summary of Counteroffers:

1<sup>st</sup> Counter offer: On 2/11/26 the first counter offer was presented as a verbal counter offer when Agent Valerie Grube was on site with Mr. Pankow reviewing the utility easement with staff from Utility and Henrylyn. Mr. Pankow stated he had a counter offer of \$650,000.00 for CDOT.

2<sup>nd</sup> counter offer: The second counter offer occurred on 2/19/2026 at a meeting in Hudson with Mr. Pankow and his Appraiser, Agents Kellye Bolton and Valerie Grube. The counter offer proposed was \$429,800.00. CDOT countered with \$375,317.00.

3<sup>rd</sup> Counter offer: On 2/25/2026 Kellye Bolton and Valerie Grube called Mr. Pankow. He presented his third counter offer of:

- a Clayton Home of his choice (probably below \$300,000)
- a 2 car cement floor garage with electric service
- a 12' x 24' tool shed in addition to all the site preparation
- landscaping, well, septic system and related relocation eligible expenses

The counter offers from Mr. Pankow were deemed unacceptable to CDOT because he included relocation expenses as part of the offer which we explained would be eligible for reimbursement as part of the Relocation package. The last counter offer on 2/25/2026 was rejected because there was no direct value attached to the replacement Clayton home and Mr. Pankow does not currently own a 2 car garage or a 12 X 24 shed, therefore we are not obligated to replace it. And lastly, he included other relocation expenses that will be handled in the Relocation package.

On 2/26/2026, CDOT presented a Last Written Offer of \$385,000.00.

At the time of offer, Mr. Pankow was presented with an owner occupant housing of last resort 90 day notice with a commercial move expense of \$12,137.13 based on 2 move bids and a replacement housing payment of \$100,204.00. This payment is based on the difference of the cost of the comparable of the replacement dwelling (\$233,301.00) and the acquisition price of the home \$133,097.00. Mr. Pankow will also be eligible for actual, reasonable and necessary relocation expenses associated with site preparation and utilities to accommodate the replacement housing to be built on the remainder property. We have accompanied the property owner to inspect homes at Clayton Homes who has provided CDOT with draft sales agreements that include all the necessary services and work to be performed. We have requested actual bids for each of these line items which Clayton Homes has not yet produced.

After the Last Written Offer was presented, Mr. Pankow retained an attorney to represent him. CDOT has met with the Attorney several times to discuss and explain the Acquisition and Relocation Packages. To date we have not received any further counter offers.

#### Attachments

Right-of-Way Plans Legal

Descriptions See

Negotiation Log



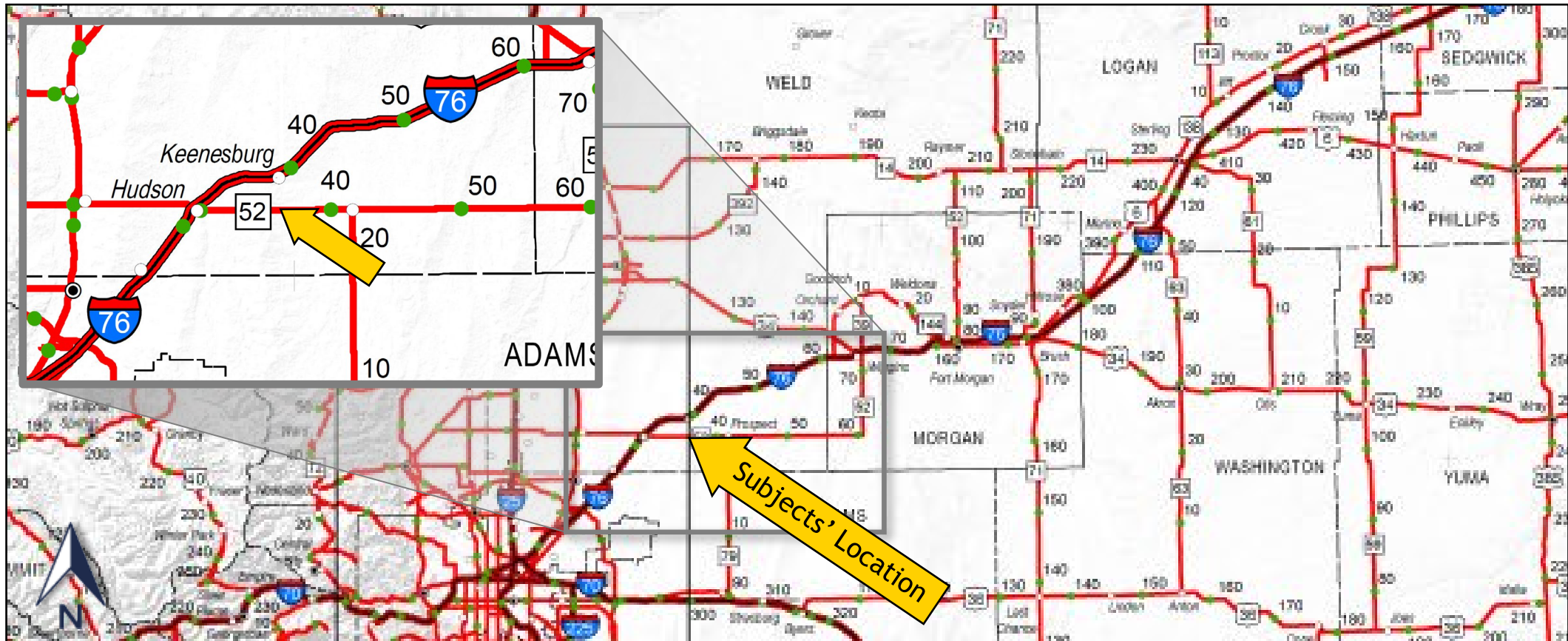
# Condemnation Authorization CO 52 & CR 59 Intersection Improvements

District: 5

Region: 4

Project: STM 052A-060

Project Code: 25147



Owner: Ross Allen Pankow

Project Purpose: Improve traffic flow and safety for the traveling public



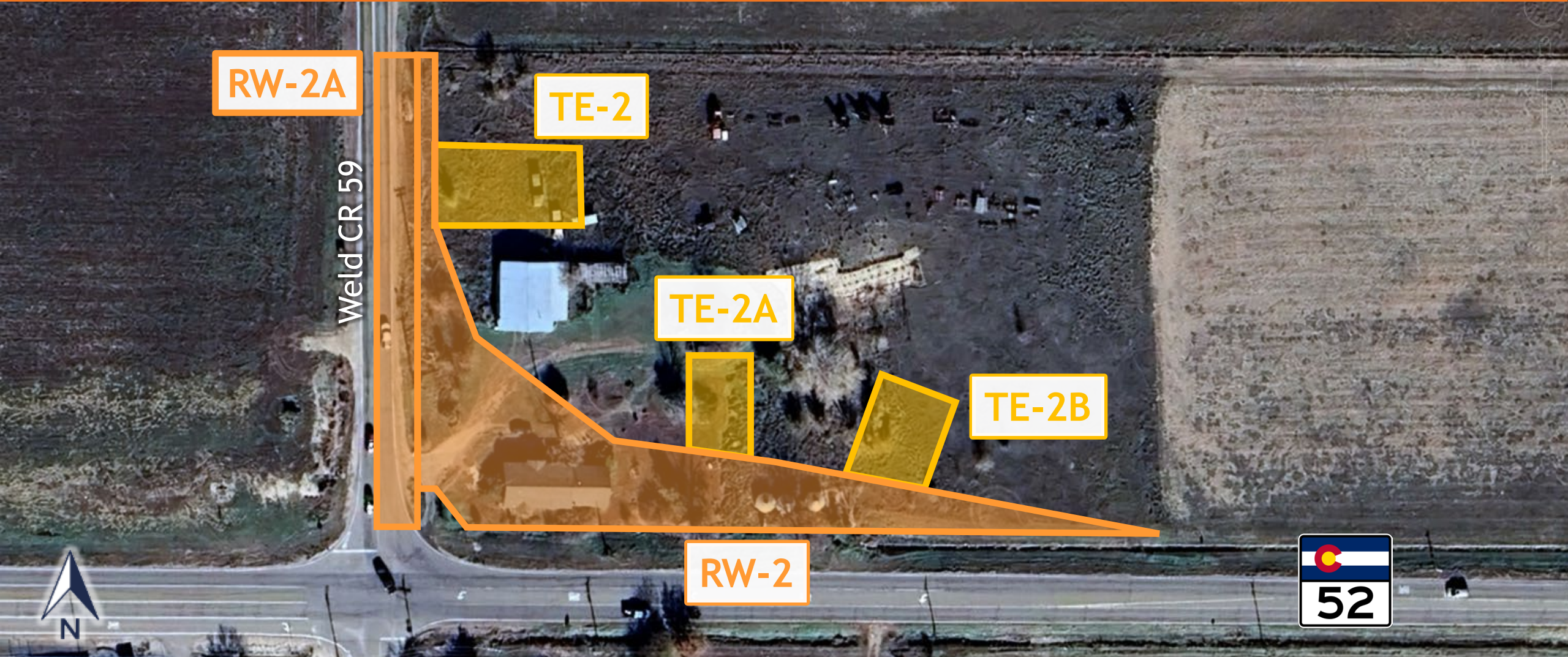
# Condemnation Authorization CO 52 & CR 59 Intersection Improvements



Location of Subject Parcels



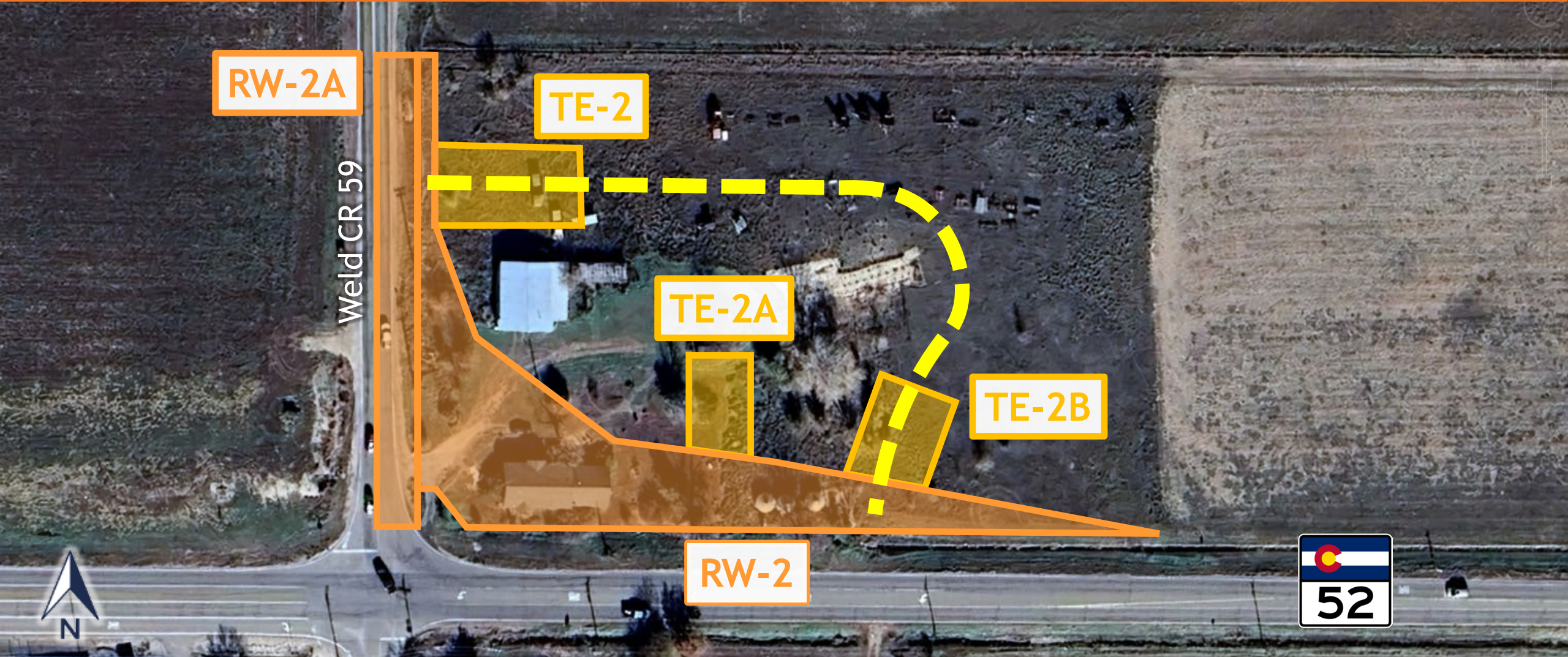
# Condemnation Authorization CO 52 & CR 59 Intersection Improvements



Detail of Parcels



# Condemnation Authorization CO 52 & CR 59 Intersection Improvements



Detail of Parcels



# Condemnation Authorization CO 52 & CR 59 Intersection Improvements

Owner: Ross Allen Pankow

OFFERS	DATE	AMOUNT
Notice of Interest to Acquire	March 7, 2023	N/A
Valuation	January 15, 2026	\$291,130
CDOT Initial Offer	January 15, 2026	\$291,130
Owner Counteroffer	February 19, 2026	\$429,000
CDOT Final Written Offer	February 26, 2026	\$385,000

<b>Colorado Department of Transportation</b>  <b>Condemnation Authorization</b> <b>Contact Summary</b>	Project Code: 25147
	Parcel: RW-2, RW-2A, TE-2, TE-2A, TE-2B
	Owner: Ross Allen Pankow

The following is a summary of communications which have taken place between CDOT and/or its representatives and the above referenced owner related to the acquisition of the above-described parcels. This summary is prepared to assist the Transportation Commission in considering CDOT's request for authorization to initiate and conduct condemnation proceedings.

Date	Contact Description	Amount/Description
03/07/2023	First Contact w/ Property Owner	Notice of Intent
04/05/2024	Discussion of CDOT Project	Meeting with Property Owners
01/15/2026	CDOT Offer	\$291,130.00
02/19/2026	Owner Appraisal	\$429,000.00
02/26/2026	CDOT Last Offer	\$385,000.00
04/06/2026	Last Contact w/ Property Owner	TC Notice

Number of Property Owner Contacts Attempted: <b>48</b>
Number of Successful Property Owner Contacts: <b>32</b>

<b>Matters Discussed During Property Owner Contacts (check all that apply)</b>	
<input checked="" type="checkbox"/> Access <input checked="" type="checkbox"/> Valuation <input checked="" type="checkbox"/> Owner Appraisal <input checked="" type="checkbox"/> Reimbursement Project <input checked="" type="checkbox"/> Timeline <input checked="" type="checkbox"/> Design <input checked="" type="checkbox"/> CDOT Processes <input checked="" type="checkbox"/> Other	Specify here: Residential relocation benefits

# Post-Amerco Real Property Condemnation Authorization Requests

## April 16, 2026 Transportation Commission Meeting

Region 4 - Condemnation Authorization Requests

TC District	Project Name	Project #	Project Code	Parcel #	Parcel Size	Property Owner(s)	Valuation Amount	Appraisal (A) or Waiver Valuation (WV)	Date of Valuation	Owner's Current Counter-Offer	Prior TC Condemnation or Acquisition Resolution Number (if applicable)
5	CO 52 & CR 59 Intersection Improvements	STM 052A-060	25147	RW-02, RW-02A, TE-02, TE-02A, TE-02B	35,534 sf, 9,866 sf, 6,600 sf, 3,498 sf, 4,500 sf	Ross Allen Pankow	\$ 385,000.00	A	5/30/2025	\$429,800.00	N/A



J:\1\2015 -\mstis B\1110\_A01\_psr\1\101\pub\ability.com\del-pr-01p\Documents\02\_Misc Projects\001\_Colaboration Projects\12117 - co 52 & cr 59 intersection improvements\01 Pre-Construction Drawings\01pl U1\_12117\_001\_rn\_52a\_Pk\_01.dwg

Colorado Department of Transportation



10601 10th Street  
 Greeley, CO 80634  
 Phone: 970-350-2154

Region 4

PFK

Sheet Revisions

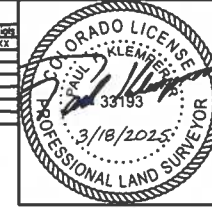
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Sheet Revisions

Date	Description	Initials
mm/dd/yy	XXXXXXXX	xxx

Sheet Revisions

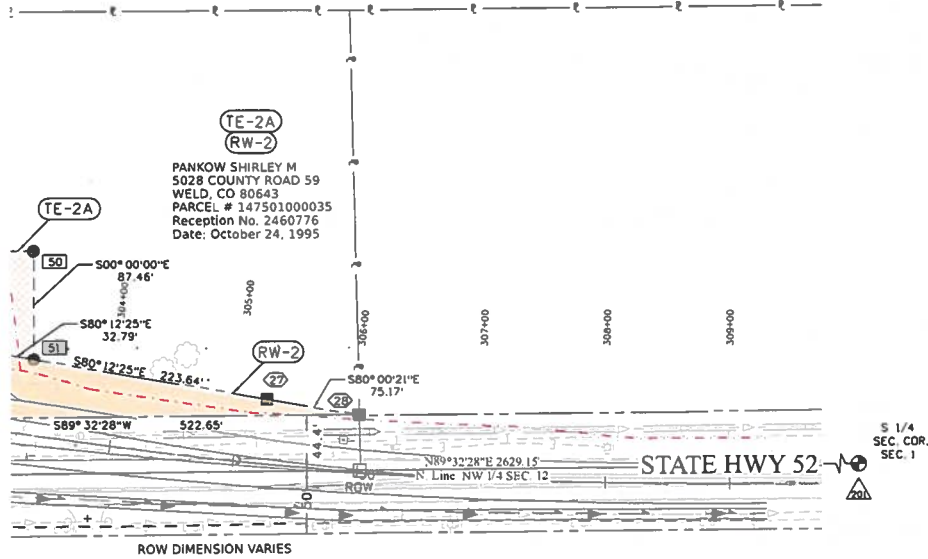
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Right of Way Plans

Plan Sheet			
Project Number: STM 052A-060			
Project Location: CD 52 & CR 59			
Intersection Improvements			
Project Code	Last Mod. Date	Subseq	Sheet No.
25147	03/02/25	7.01 to 7.03	7.02

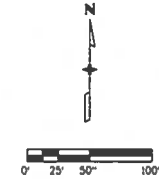
SW 1/4 SEC. 1  
 T1 North, R 64 W  
 6TH P.M.



ROW DIMENSION VARIES

NW 1/4 SEC. 12  
 T1 North, R 64 W  
 6TH P.M.

X ZONE  
 AREA OF MINIMAL FLOOD HAZARD  
 08123C2160E  
 Map Effective Date: 1/19/2016 5:00 PM





3/17/2025 2:57:28 PM p:\1\cddt-pra\benley.com\cddt-pra\Documents\02 Minor Projects\CDDT Collaboration Projects\25147 - co 52 & cr 59 Intersection Improvements\01 Pre-Construction\Drawings\Right of Way\25147\_RW\_52a\_NW\_DR\_01.RC

Colorado Department of Transportation

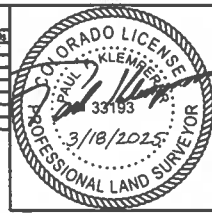


10601 10th Street  
Greeley, CO 80634  
Phone: 970-350-2154

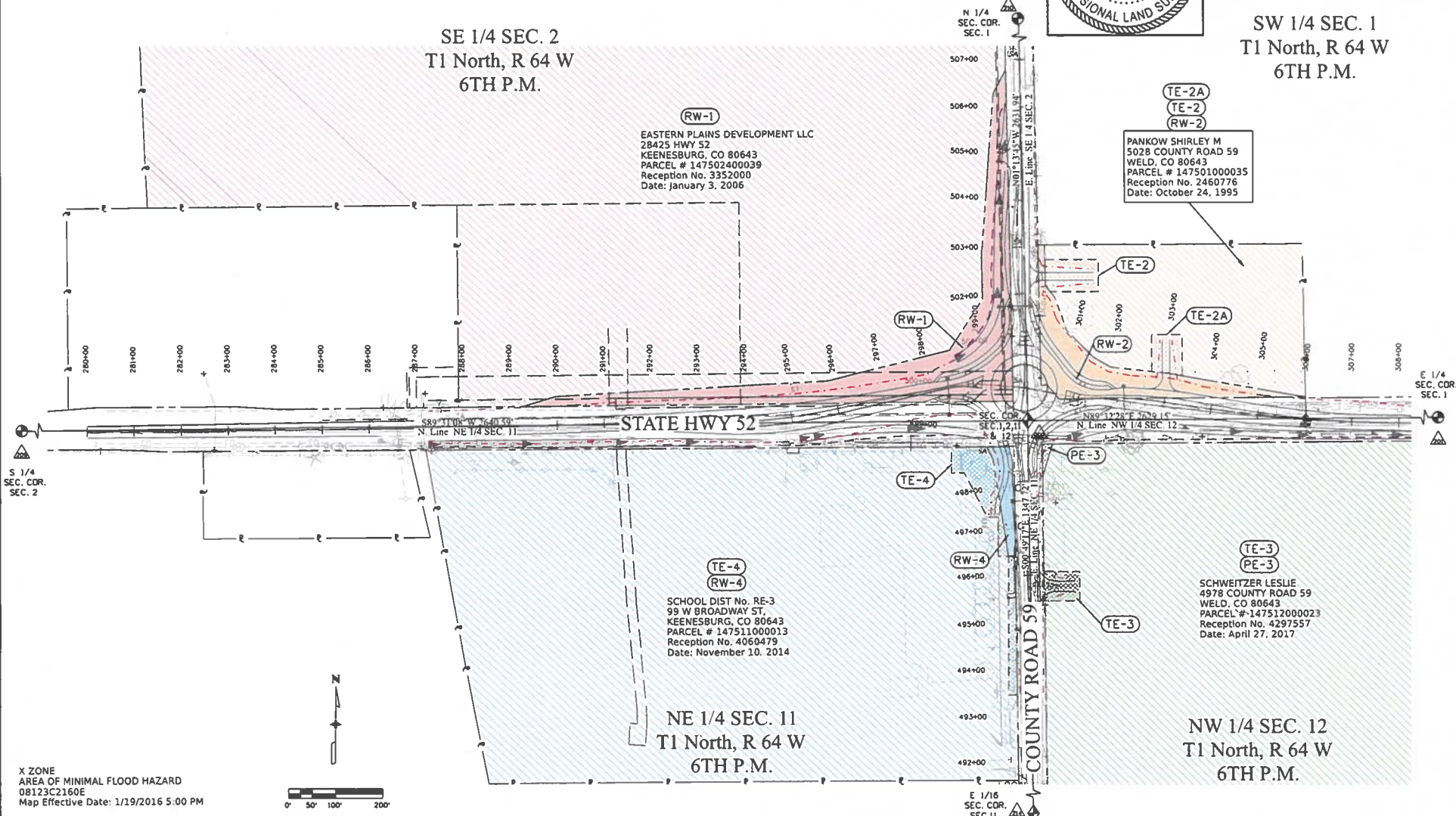
Region 4

PFK

Sheet Revisions			Sheet Revisions			Sheet Revisions		
Date	Description	Initials	Date	Description	Initials	Date	Description	Initials
mm/dd/yy	XXXXXXXX	XXX	mm/dd/yy	XXXXXXXX	XXX	mm/dd/yy	XXXXXXXX	XXX



Right of Way Plans			
Ownership Map			
Project Number:	STM 052A-060		
Project Location:	CO 52 & CR 59		
Intersection Improvements			
Project Code	Last Mod. Date	Sheet	Sheet No.
25147	03/12/25	6.01 to 8.01	8.01



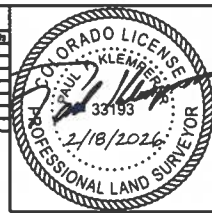
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AREA OF MINIMAL FLOOD HAZARD  
08123C2160E  
Map Effective Date: 1/19/2016 5:00 PM



2/18/2026 10:51:33 AM per:\local\paw.bentley.com\cdot\paw\Documents\02\_Misc\Projects\CDOT\_Collaboration\Projects\25167 - eo 52 & cr 59 Intersection Improvements\01\_Pre-Construction\Drawings\08gh1.D1\Fig12167\_0001\_rw\_52a\_rw\_dr\_01.dwg

Colorado Department of Transportation  
  
 10601 10th Street  
 Greeley, CO 80643  
 Phone: 970-350-2154  
 Region 4 PFK

Sheet Revisions			Sheet Revisions			Sheet Revisions		
Date	Description	Initials	Date	Description	Initials	Date	Description	Initials
07/29/25	REVISED PARCELS RW-1, RW-4, TE-4 REVISED & RENAMED PARCELS TE-2A (TE-2B) & TE-3 (TE-3A)	TAW	09/05/25	INCREASED SIZE OF PARCEL TE-3A ADDED PARCEL TE-3C	TAW	mm/dd/yy	XXXXXXXX	xxx
	ADDED PARCELS RW-1A, RW-1B, RW-2A TE-2A, TE-2A, TE-2B, TE-2C, RW-4A & RW-5		10/18/25	EDITED COORDS FOR ROW MOUNTMENT #8	PFK			
			02/17/26	UPDATED PARCEL RW-1 OWNERSHIP NAME	TAW			



**Right of Way Plans**  
**Plan Sheet**  
 Project Number: STM 052A-060  
 Project Location: CD 52 & CR 59  
 Intersection Improvements  
 Project Coord. Last Mod. Date: 25167 02/15/26 2.01 to 2.02  
 Sheet No. 2.01

R.O.W. TABULATION OF PROPERTIES IN WELD COUNTY						STATE HIGHWAY NO. 052A				Title Commitment Company and Commitment No.	Purpose of Parcel	
Parcel No.	Ownership Name	County Parcel Id	Sec. Twn, Rng Subdivision	Area Of Parcel	Whole Property (WP) Sq Ft/Acre per Assessor	Existing ROW	Net Area (RL+RR)	WP Remainder Left (RL) of Project Alignment	WP Remainder Right (RR) of Project Alignment			CDOT Purchase Reception No. Date
	Mailing Address City, State Zip									Site Address	Area In Square Feet (do not add alpha letters below)	
RW-1	RIO GRANDE, LLC A COLORADO LIMITED LIABILITY COMPANY 28425 HWY 52 KEENESBURG, CO 80643	147502400039	SECTION 2 1 North, 64 W	81,859 1,879	3,517,472 80.750	0.000	0.000	0.000	0.000		383-F08250-23	PERMANENT HIGHWAY WIDENING & ASSOCIATED APPURTENANCES
RW-1A	same as above	same as above		6,131 0.141								PERMANENT HIGHWAY WIDENING & ASSOCIATED APPURTENANCES PARCEL TO BE TRANSFERRED TO WELD COUNTY UPON PROJECT COMPLETION
RW-1B	same as above	same as above		15,072 0.346								PERMANENT HIGHWAY WIDENING & ASSOCIATED APPURTENANCES
RW-2	PANKOW ROSS ALLEN 5028 COUNTY ROAD 59 KEENESBURG, CO 80643	147501000035	SECTION 1 1 North, 64 W	35,534 0.816	182,971 4.200	0.000	0.000	0.000	0.000		383-F08247-23	PERMANENT HIGHWAY WIDENING & ASSOCIATED APPURTENANCES
RW-2A	same as above	same as above		9,866 0.226								PERMANENT HIGHWAY WIDENING & ASSOCIATED APPURTENANCES
TE-2	same as above	same as above		6,600 0.152								ACTIVITIES ASSOCIATED WITH ROADWAY CONSTRUCTION
TE-2A	same as above	same as above		3,498 0.080								ACTIVITIES ASSOCIATED WITH ROADWAY CONSTRUCTION
TE-2B	same as above	same as above		4,500 0.103								ACTIVITIES ASSOCIATED WITH ROADWAY CONSTRUCTION

**Colorado Department Of Transportation  
Real Property**

**To Be Acquired**

Parcel Number: RW-2

**From**

Pankow  
5028 County Road 59  
Weld County, CO 80643

**For**

Project Code: 25147  
Project Number: STM 052A-060  
Location: State Highway 52 and County Road 59

**Exhibit "A"**  
**Project Code: 25147**  
**Project Number: STM 052A-060**  
**Parcel Number: RW-2**  
**DATE: July 29, 2025**

**Property Description**

A parcel of land No. RW-2 of the Department of Transportation, State of Colorado, Project Code 25147, Project Number STM 052A-060, containing 35,534 square feet (0.816 acres), more or less, being a part of the Southwest Quarter (SW1/4) of Section 1, Township 1 North, Range 64 West of the Sixth Principal Meridian (6<sup>th</sup> P.M.), County of Weld, State of Colorado, being a portion of Lot A of Amended Recorded Exemption No. 1475-1-3-RE379 recorded October 24, 1995 at Reception No. 2460776 in the records of the Weld County Clerk and Recorder, said parcel being more particularly described as follows:

**COMMENCING** at the Southwest Corner of said Section 1, thence North 05°28'55" East, a distance of 375.11 feet to a point on the northerly boundary of said Lot A, said point being the **POINT OF BEGINNING**.

- 1) Thence South 01°13'45" East, a distance of 99.88 feet;
- 2) Thence South 21°03'50" East, a distance of 89.95 feet;
- 3) Thence South 54°11'13" East, a distance of 130.98 feet;
- 4) Thence South 83°52'49" East, a distance of 119.52 feet;
- 5) Thence South 80°09'23" East, a distance of 298.81 feet to a point on the northerly right-of-way of State Highway 52;
- 6) Thence along said northerly right-of-way South 89°32'28" West, a distance of 522.65 feet;
- 7) Thence along an existing ROW dedication recorded at reception #3987030, North 40°43'07" West, a distance of 39.31 feet;
- 8) Thence continuing along said ROW dedication, South 89°32'32" West, a distance of 13.10 feet to a point on the easterly right-of-way of County Road 59;
- 9) Thence along said easterly right-of-way, North 01°13'45" West, a distance of 298.77 feet;
- 10) Thence leaving said easterly right-of-way of County Road 59, North 89°44'22" East, a distance of 13.84 feet to the **POINT OF BEGINNING**.

The above-described parcel contains 35,534 sf. (0.816 ac.), more or less.

The purpose of the above-described parcel of land is for permanent highway widening and associated appurtenances.

Basis of Bearings: All bearings are based on the south line of the southeast quarter of Section 2, Township 1 North, Range 64 West as having a grid bearing of South 89°31'08" West, based on the

location of monuments recovered at the Southeast Corner of said Section 2 and the South Quarter Corner of said Section 2, as obtained from a Global Positioning System (GPS) survey based on the Colorado High Accuracy Reference Network (CHARN).

For and on behalf of the  
Colorado Department of Transportation  
Paul F. Klemperer, PLS 33193  
10601 10<sup>th</sup> Street, Greeley, CO 80634



**Colorado Department Of Transportation  
Real Property**

**To Be Acquired**

Parcel Number: RW-2A

**From**

Pankow

5028 County Road 59

Weld County, CO 80643

**For**

Project Code: 25147

Project Number: STM 052A-060

Location: State Highway 52 and County Road 59

**Exhibit "A"**  
**Project Code: 25147**  
**Project Number: STM 052A-060**  
**Parcel Number: RW-2A**  
**DATE: July 29, 2025**

**Property Description**

A parcel of land No. RW-2A of the Department of Transportation, State of Colorado, Project Code 25147, Project Number STM 052A-060, containing 9,866 square feet (0.226 acres), more or less, being a part of the Southwest Quarter (SW1/4) of Section 1, Township 1 North, Range 64 West of the Sixth Principal Meridian (6<sup>th</sup> P.M.), County of Weld, State of Colorado, being a portion of Weld County Road 59, said parcel being more particularly described as follows:

**COMMENCING** at the Southwest Corner of said Section 1, thence North 03°22'19" East, a distance of 373.98 feet to a point on the easterly right-of-way County Road 59, said point being the **POINT OF BEGINNING**.

- 1) Thence along said easterly right-of-way, South 01°13'45" East, a distance of 328.77 feet;
- 2) Thence South 89°32'28" West, a distance of 30.00 feet to a point on the westerly line of said Southwest Quarter of Section 1;
- 3) Thence along said westerly line, North 01°13'45" West, a distance of 329.01 feet;
- 4) Thence South 90°00'00" East, a distance of 30.00 feet to the **POINT OF BEGINNING**.

The above-described parcel contains 9,866 sf. (0.226 ac.), more or less.

The purpose of the above-described parcel of land is for transfer of Weld County permanent County Road 59 easement to Colorado Department Of Transportation.

Basis of Bearings: All bearings are based on the south line of the southeast quarter of Section 2, Township 1 North, Range 64 West as having a grid bearing of South 89°31'08" West, based on the location of monuments recovered at the Southeast Corner of said Section 2 and the South Quarter Corner of said Section 2, as obtained from a Global Positioning System (GPS) survey based on the Colorado High Accuracy Reference Network (CHARN).

For and on behalf of the  
Colorado Department of Transportation  
Paul F. Klemperer, PLS 33193  
10601 10<sup>th</sup> Street, Greeley, CO 80634





**COLORADO**

**Department of Transportation**

Region 5

## Transportation Commission Memorandum

**To:** Colorado Transportation Commission

**From:** Julie Constan, Region 5 Transportation Director & Darius Pakbaz, Director, Division of Transportation Development

**Date:** April 15, 2026

**Subject:** Final Revisions to Region 5 10-Year Plan

### Purpose

This memorandum outlines the proposed changes to the 10-Year Plan in Region 5 to fully fund Project 1334: US 1601 Elmore's Corner East. This project received an approximately \$60 million federal INFRA grant and staff wants to ensure that this project can proceed without delay to ensure that this grant is not rescinded by the Federal Highway Administration. The Commission will be asked to approve the changes outlined below and per-approve the usage of fiscal year 2027-2030 funds on Project 1334 to meet deadlines outlined in the background section of this memorandum.

### Action

Request to approve the changes outlined in this memorandum and adopt the planning figures for Project 1334: US 160 Elmore's Corner East through resolution, allowing for staff to STIP and budget 10-Year Plan funds for this project.

### Background

#### Revision 1 - Add \$22,910,000 to Project 1334: US 160 Elmore's Corner East

This is the largest planned project in Region 5 and the highest ranked project in the 2050 Southwest Regional Transportation Plan. In 2024 CDOT received a \$58,940,000 INFRA grant through the Federal Highway Administration (FHWA) for this project. Region 5 also has another \$55,680,606 of various funding types planned for this project. The previous draft of the 10-Year Plan presented to the Transportation Commission (TC) included \$6,900,000 in Fiscal Years 2027-2030 to fully fund the project; however, based on the current engineer's

estimate, the project has an approximately \$30,000,000 funding shortfall. The federal funds from the INFRA grant must be obligated or returned by September 2027. In order to meet this deadline, maintain the current schedule, and not lose the \$58,940,000, Region 5 must fully fund the project based on the current estimates so that it can issue a Request for Proposal for this design-build project in April 2026. With no other funding available, adding \$22,910,000 to this project for a total of \$29,840,000 of strategic funding in FY27-30 is the only realistic option to save this project.

#### **Revision 2 - Remove \$13,530 from Project 1338: US 160 Dry Creek Passing and Mobility**

This project is located immediately to the east of the US 160 Elmore's East project described above. The previous draft of the 10-Year Plan presented to the TC included \$13,530,000 for this project in FY 27-30, which Region 5 intended to add to the US 160 Elmore's East project budget so that the contractor could also address some of the project elements of the Dry Creek project. Given that traffic densities increase from west to east along this corridor, we believe that it makes the most sense to finish the Elmore's East Project prior to initiating the Dry Creek project. Therefore, Region 5 proposes to move all \$13,350,000 from the Dry Creek project to the Elmore's East project. However, we propose to keep this project on the 10-Year Plan (albeit unfunded) so that any project savings from Elmore's East or other 10 Year Plan projects can be moved into this project.

#### **Revision 3 - Remove Project 3330: CO 151 Resurfacing between Old Gellegos Rd. and US 160 from 10-Year Plan**

The previous draft of the 10-Year Plan included \$9,380,000 in FY 31+ for this resurfacing project. A review of proposed 10-Year Plan projects located within the Southwest Transportation Planning by Region 5 staff indicated that this project is the lowest priority, and therefore, it is proposed that this project is removed from the 10-Year Plan and the \$9,380,000 is moved into the Elmore's East project to close the funding gap. This is also a project that would be potentially eligible for surface treatment asset dollars at some point in the FY31-36 time horizon, so is not dependent upon strategic dollars to be completed within the next 10 years.

#### **Revision 4 - Move \$9,380,000 of Project 1051: US 285 Safety and Mobility Improvements between Center and Saguache from FY27-30 to FY31+**

Since the \$9,380,000 from the CO 151 project was previously allocated in FY31+ time horizon, an equal amount of funds from another project must be pushed back from FY27-30 to FY31+. The only project within Region 5 that was already proposed to receive funding in both cycles is the US 285 Center to Saguache project, so this is the only project where this shift could occur and not disrupt a planned project delivery date. This project will still

retain \$1,771,000 in funding in the FY27-30 time period, which will fully cover anticipated design costs. The remaining funds will be available in FY31, when construction is anticipated to begin. This is also the next project where Region 5 plans to apply for federal grant funding, and this shift allows more time to apply for those funds so that we can potentially deliver the entire project as opposed to a project with a reduced scope, which is all we can afford with the current dollars planned for this project.

### Summary

The table below indicates proposed strategic funding for these four projects after all of the proposed changes:

Project Number	Project Name	FY27-30	FY31+
1334	US 160 Elmores Corner East	\$29,840,000	0
1051	US 285 Safety and Mobility Improvements between Center and Saguache	\$1,771,000	\$11,309,000
1338	US 160 Dry Creek Passing and Mobility Improvements	\$0	\$0
3330	CO 151 Resurfacing between Old Gellegos Rd. US 160	\$0	\$0

### Next Steps

If this proposal is adopted by the Commission, Region 5 staff will have the Request for Proposal for Project 1334 out for bid by the April deadline. DTD staff will incorporate these changes into the overall 10-Year Plan documents when it is brought forth for final review and adoption at a future Transportation Commission Meeting.

### Attachments

B - Presentation: Proposed R5 10-Year Plan Revisions



**COLORADO**

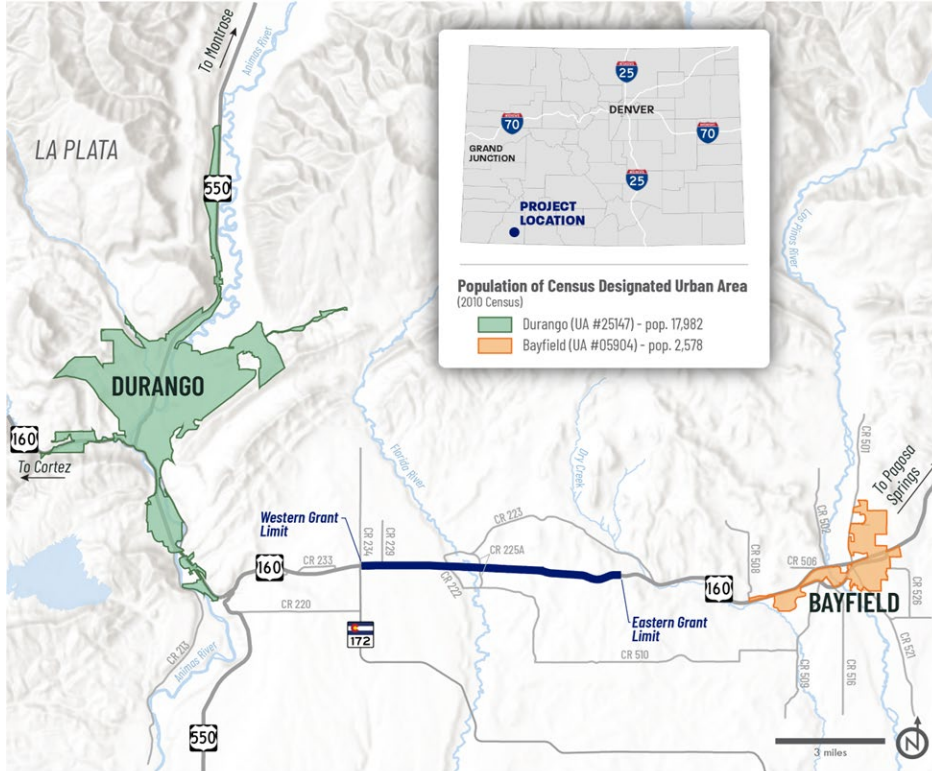
Department of Transportation

# Proposed R5 10-Year Plan Revisions

April 15, 2026



# US 160 Elmores East - Project Vicinity



- Located on US 160 between Durango and Bayfield



# US 160 Elmore's East Project History



- Priority Corridor for Region 5 since early 2000's
- Received INFRA Grant Award - \$59M in February 2024
- Original Grant Agreement Executed - December 2024
- Amendment to Grant Agreement Stalled - Jan 2026



# US 160 Elmore's East Project Scope



## Advancing Transportation Safety



- Elmore's Section - 4 miles
  - The two-lane facility from Elmore's Corner to the County Road 225 intersection will be upgraded to a 4-lane section with a two-way left-turn lane
- Florida River Bridge will be replaced and widened with BTE Funds
- Intersection of US 160 and CR 225 intersection will be improved with a roundabout
- Passing Lanes on East End of Project - 3 miles
  - Alternating passing lanes will be installed from the CR 225 intersection to the intersection of CR 223.
- Wildlife vehicle collisions will be addressed throughout via wildlife fencing and wildlife underpasses.



# US 160 Elmore's East - Funding Problem

- After cost estimation with ICE (independent cost estimators) and owners rep consultant, approximately \$30M over budget.
- Need to have full funds budgeted before we release final Request for Proposals.



# US 160 - Reductions to Scope for Base Configuration

- Elmore's Section – 4 miles
  - Reduce paved shoulders to 8' from 10'
  - Reduce two way left turn lane to 14' from 16'
  - Reduce side slopes from 6:1 to 4:1 – allow steeper side slopes
  - Reduce height of wildlife under pass by 1'
- Florida River Bridge: Remove end monuments
- Walls: Allow segmented panel facing
- Passing Lanes on East End of Project – 3 miles:
  - Reduce shoulders to 6' from 10' – current 1' or less
  - Reduce side slopes from 6:1 to 4:1 – allow steeper side slopes



# 10 Year Plan Impact - Request to Move Funds



## Advancing Transportation Safety



## US 160 Dry Creek Passing Lanes and Mobility

- Project Location: 1.6 mile highway segment Immediately east of Elmore's East Project
- Project Scope:
  - Realignment of intersection with County Road 223
  - Adding lanes (2-lane to 4-lane)
  - Replacement of structure over Dry Creek
  - Wildlife fencing and wildlife underpass
- Project Cost: \$70M
- Current Funding: **\$13.5M** FY 27-30 Strategic Funds (original request)
- **New Proposal: Move all funding to Elmore's East, keep in 10-Year Plan with \$0, fund elements of project with project savings from other 10YP projects, as available.**



# 10 Year Plan Impact - Request for Project Removal



## Fix Our Roads



## CO 151 Resurfacing Between Old Gellegos Rd. & US 160

- Project Location: CO 151 near Chimney Rock National Monument
- Project Scope: 8 miles of rural road pavement resurfacing.
- Project Cost: \$9.4M
- Current funding: **\$9.4M** FY31-36 Strategic Funds (original request).
- **New Proposal: Remove from 10 year Plan, move \$9.4M to Elmore's East Project, address this project through the Region 5 Surface Treatment Program within the FY31-36 timeframe.**



# Request for Funding Shift from FY 27-30 to FY 31+



## Advancing Transportation Safety



## US 285 Safety and Mobility from Center to Saguache

- Project Scope: Widen shoulders, widen travel lanes, add north and southbound passing lanes
- Project Cost \$70M
- Current Funding: \$33.6M Strategic Funding
  - FY19-26 - \$20.6M
  - FY27-30 - \$11.1M (original request)
  - FY31-36 - \$1.9M (original request)
- **New Proposal: to stay within fiscal constraint, move \$9.4M from FY27-30 to FY31-36 so funding for US 160 Elmore's can be available in the appropriate year.**



# US160 Elmores East - 10 year plan impacts summary

- Current Elmore's Strategic Funds - \$33,689,782
  - Move Dry Creek Funds – but keep on the plan - \$13,350,000
  - Remove SH 151 RRST Paving from the plan - \$9,380,000
  - Total: \$22,730,000
- New Proposed Elmore's Strategic Funds - \$56,419,782



# US 160 Elmores East Current Project Schedule

Budget Action	April 20, 2026
Draft RFP	April 27, 2026
Submit 1180	May 18, 2026
Final RFP	June 6, 2026
Proposals Due	October 2026
Selection Notification	November 2026
Anticipated Const. Start	Summer 2027
Anticipated Const. End	Winter 2029 (3-years)



# US 160 Elmores East Request

Request to approve the changes outlined in this presentation and adopt the planning figures for Project 1334: US 160 Elmore's Corner East through resolution, allowing for staff to STIP and budget 10-Year Plan funds for this project.



# Questions

Questions



# US 160 Elmore's East Additional Funding Needed



Advancing  
Transportation  
Safety



- **Current Funding: \$137M**
  - \$59M INFRA grant
  - \$28M FY19-26 Strategic Funds
  - \$16M Bridge & Tunnel Enterprise
  - \$19M FASTER Safety
  - \$6M Regional Priority Program (RPP)
  - \$4M Other Funds (Freight, Wildlife, Hazard)
  - \$6.9M FY27-30 Strategic Funds (Old Proposal)
- **Current Project Estimate:**
- **New Proposal: \$29.8M FY27-30 Strategic Funds.**



# Target and Proposed TPR Allocations

## R5 Strategic Funding Distribution

TPR	% RPP	FY27- FY30 Target Planning Totals	FY27-FY30 Proposed Totals	FY31- FY36 Target Planning Totals	FY 31-36 Proposed Totals
SWTPR	40%	\$27,600,000	\$30,840,000 (45%)	\$41,200,000	\$21,280,000 (21%)
SLVTPR	40%	\$27,600,000	\$27,600,000 (40%)	\$41,200,000	\$62,911,000 (61%)
GVTPR	20%	\$13,800,000	\$10,560,000 (15%)	\$20,600,000	\$18,809,000 (18%)
		<b>\$69,000,000</b>		<b>\$103,000,000</b>	



## Transportation Commission Memorandum

**To:** The Transportation Commission

**From:** Jeff Sudmeier, Chief Financial Officer

Bethany Nicholas, Deputy Chief Financial Officer

**Date:** April 15, 2026

**Subject:** Fiscal Year (FY) 2025-26 Budget Amendment

### Purpose

To review the fifth budget amendment to the FY 2025-26 Annual Budget in accordance with Policy Directive (PD) 703.0.

### Action

The Division of Accounting and Finance (DAF) is requesting the Transportation Commission (TC) to review and adopt the fifth budget amendment to the FY 2025-26 Annual Budget, which consists of three items that require TC approval. The fifth budget amendment includes the following actions:

1. Reallocates \$11.9 million from the Innovative Mobility Programs line (Line 44) to the Bustang line (Line 48) to maintain expanded Bustang service levels;
2. Reallocates \$4.1 million from the Congestion Mitigation and Air Quality line (Line 54) to the Bustang line (Line 48) to maintain expanded Bustang service levels; and
3. Authorizes the Division of Maintenance and Operations to use \$10.0 million from the Maintenance Reserve Fund (Line 36) for roadside wildfire fuel mitigation activities along critical state highway corridors.

### Budget Amendments

The fifth budget amendment contains three items that require TC approval. These items reallocate funding between lines and do not impact the TC Program Reserve.

### Bustang Funding Gap

The Division of Transit and Rail is requesting the reallocation of \$16.0 million in unspent funds from prior fiscal years to address projected funding shortfalls within the Bustang Family of Services. Specifically, this request reallocates \$11.9 million from the Innovative Mobility Program and \$4.1 million from the Congestion Mitigation and Air Quality (CMAQ) program. While the Bustang network has seen record ridership



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and successful expansion since 2015, the exhaustion of one-time ARPA and expansion pilot funds, combined with inflationary pressures, has created a significant long-term funding gap. This reallocation serves as a critical bridge to maintain current expanded service levels during FY 2025-26 and FY 2026-27 while permanent, sustainable funding mechanisms are finalized. More information can be found in the Bustang Funding Joint TC / CTIO Workshop in this month's packet.

The fifth budget amendment reallocates 1) \$11.9 million from the Innovative Mobility Programs line (Line 44) and 2) \$4,106,930 million from the Congestion Mitigation and Air Quality line (Line 54) to the Bustang line (Line 48) to maintain expanded Bustang service levels.

### Roadside Wildfire Fuel Mitigation

The Division of Maintenance and Operations (DMO) is requesting to use \$10.0 million from the Maintenance Reserve Fund for roadside wildfire fuel mitigation. DMO received an emergency determination to procure multiple tree service companies to remove high-risk wildfire fuels—specifically diseased trees, timber with greater than 50% mortality, and ladder fuels, along critical state highway corridors.

Current data indicate a critical and immediate risk of catastrophic roadside wildfire starts:

- **Extreme Drought & Moisture Deficits:** 57% of Colorado is currently in drought (3.6 million Colorado residents in areas of drought), with "Extreme" (D3) to "Exceptional" (D4) conditions along the I-70 mountain corridor and in the Denver Metro area. Statewide snowfall from October through February was significantly below average.
- **Elevated Fire Activity:** Colorado has recorded 79 Red Flag Warnings between January 1 and March 26, 2026—the highest count for this period since at least 2009 (data first started tracking).
- **High Fuel Loads:** Ongoing pine beetle outbreaks and warmer temperatures have resulted in a massive accumulation of dead and diseased timber.
- **Projected Outlook:** The Seasonal Drought Outlook predicts drought will persist or worsen across southern Colorado and the plains through June 2026.

With \$10.0 million from the Maintenance Reserve Fund, DMO will direct crews to remove trees identified by the Division of Fire Prevention and Control (DFPC) Burn Probability Map that are diseased or greater than 50% dead, and remove ladder fuels (lower branches) up to five feet from the ground. While Policy Directive 703.0 currently authorizes the use of the Maintenance Reserve Fund for wildfire reimbursements, it does not explicitly cover prevention activities. Therefore, staff is



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requesting Transportation Commission approval to utilize the Reserve for proactive mitigation and prevention efforts.

The fifth budget amendment authorizes the Division of Maintenance and Operations to use \$10.0 million from the Maintenance Reserve Fund (Line 36) for roadside wildfire fuel mitigation activities along critical state highway corridors. A portion of these funds may be reallocated to the Maintenance Program Areas, Roadside Appearance line (Line 26) to reimburse the maintenance sections for work completed.

### Information Only - CDOT Supplemental Bill

The Legislature voted to approve the Department's supplemental appropriation bill (HB26-1170). The supplemental reduced CDOT's initial appropriation in the Administration Line by \$2,635,221. This reduction includes a large refund from the Office of Information Technology (OIT) for Real-Time Billing (\$2,741,494) and an increase in Health, Life, and Dental (HLD) rates (\$106,273). These Administration funds will be returned to the TC Program Reserve. Per PD 703.0, this specific transfer does not require formal Commission approval.

### Next Steps

April 2026 - Staff will complete any actions for approved budget amendments.

### Attachments

Attachment A - Amended FY 2025-26 Revenue Allocation Plan

Attachment B - Budget Amendment Presentation

**Attachment A: Fiscal Year (FY) 2025-26 CDOT Amended Annual Budget (April 2026)**

Line	Budget Category / Program	Estimated Rollforward from FY 2024-25*	FY 2025-26 Final Allocation Plan	Proposed TC Amendments	Approved TC Amendments	EMT and Staff Approved Adjustments	Total FY26 Program Budget Available Including Changes	Directed By	Funding Source
<b>Colorado Department of Transportation (CDOT)</b>									
2	Capital Construction	\$1,109.6 M	\$612.0 M	\$0.0 M	\$89.3 M	\$127.2 M	\$1,938.1 M		
3	Asset Management	\$303.4 M	\$398.3 M	\$0.0 M	\$89.3 M	-\$90.5 M	\$700.6 M	-	-
4	Surface Treatment	\$66.2 M	\$229.7 M	\$0.0 M	\$82.7 M	\$2.8 M	\$381.4 M	TC	FHWA / SH / SB 09-108
5	Structures	\$76.6 M	\$60.9 M	\$0.0 M	\$4.2 M	\$0.3 M	\$142.0 M	TC	FHWA / SH / SB 09-108
6	System Operations	\$9.4 M	\$25.9 M	\$0.0 M	\$1.1 M	-\$0.1 M	\$36.3 M	TC	FHWA / SH
7	Geohazards Mitigation	\$3.3 M	\$8.1 M	\$0.0 M	\$1.3 M	\$0.3 M	\$13.0 M	TC	SB 09-108
8	Permanent Water Quality Mitigation	\$1.5 M	\$6.5 M	\$0.0 M	\$0.0 M	\$0.0 M	\$8.0 M	TC	FHWA / SH
9	Emergency Relief	\$0.0 M	\$0.0 M	\$0.0 M	\$0.0 M	\$5.9 M	\$5.9 M	FR	FHWA
10	10 Year Plan Projects - Capital Asset Management	\$146.5 M	\$67.2 M	\$0.0 M	\$0.0 M	-\$99.6 M	\$114.0 M	TC / FR	FHWA
11	Safety	\$140.4 M	\$121.8 M	\$0.0 M	\$0.0 M	\$1.0 M	\$263.1 M	-	-
12	Highway Safety Improvement Program	\$52.3 M	\$41.0 M	\$0.0 M	\$0.0 M	-\$4.2 M	\$89.0 M	FR	FHWA / SH
13	Railway-Highway Crossings Program	\$1.0 M	\$3.5 M	\$0.0 M	\$0.0 M	-\$0.2 M	\$4.4 M	FR	FHWA / SH
14	Hot Spots	\$2.5 M	\$2.7 M	\$0.0 M	\$0.0 M	\$0.0 M	\$5.2 M	TC	FHWA / SH
15	FASTER Safety	\$66.4 M	\$67.4 M	\$0.0 M	\$0.0 M	\$5.3 M	\$139.2 M	TC	SB 09-108
16	Americans with Disabilities Act Compliance	\$18.1 M	\$7.2 M	\$0.0 M	\$0.0 M	\$0.0 M	\$25.3 M	TC	FHWA / SH
17	Mobility	\$665.7 M	\$91.9 M	\$0.0 M	\$0.0 M	\$216.7 M	\$974.4 M	-	-
18	Regional Priority Program	\$67.1 M	\$50.0 M	\$0.0 M	\$0.0 M	\$2.1 M	\$119.2 M	TC	FHWA / SH
19	10 Year Plan Projects - Capital Mobility	\$56.7 M	\$19.3 M	\$0.0 M	\$0.0 M	\$204.8 M	\$787.8 M	SL	FHWA / SB 17-267 / SB 21-260
20	Freight Programs	\$34.9 M	\$22.6 M	\$0.0 M	\$0.0 M	\$9.8 M	\$67.4 M	FR	FHWA / SH / SL
21	Maintenance and Operations	\$42.9 M	\$419.9 M	\$0.0 M	\$17.6 M	\$12.0 M	\$491.3 M		
22	Asset Management	\$33.0 M	\$384.2 M	\$0.0 M	\$17.6 M	\$20.0 M	\$453.6 M	-	-
23	Maintenance Program Areas	\$1.2 M	\$312.8 M	\$0.0 M	\$1.1 M	\$19.2 M	\$333.1 M	-	-
24	Roadway Surface	\$0.0 M	\$41.7 M	\$0.0 M	\$0.0 M	\$0.0 M	\$41.7 M	TC	SH
25	Roadside Facilities	\$0.0 M	\$24.3 M	\$0.0 M	\$0.0 M	\$0.0 M	\$24.3 M	TC	SH
26	Roadside Appearance	\$0.0 M	\$8.6 M	\$0.0 M	\$0.0 M	\$0.0 M	\$8.6 M	TC	SH
27	Structure Maintenance	\$0.0 M	\$6.3 M	\$0.0 M	\$0.0 M	\$0.0 M	\$6.3 M	TC	SH
28	Tunnel Activities	\$0.0 M	\$4.8 M	\$0.0 M	\$0.0 M	\$0.0 M	\$4.8 M	TC	SH
29	Snow and Ice Control	\$0.0 M	\$103.8 M	\$0.0 M	\$0.0 M	\$0.0 M	\$103.8 M	TC	SH
30	Traffic Services	\$0.0 M	\$81.8 M	\$0.0 M	\$0.0 M	\$0.0 M	\$81.8 M	TC	SH
31	Materials, Equipment, and Buildings	\$0.0 M	\$21.4 M	\$0.0 M	\$0.0 M	\$0.0 M	\$21.4 M	TC	SH
32	Planning and Scheduling	\$0.0 M	\$20.0 M	\$0.0 M	\$0.0 M	\$0.0 M	\$20.0 M	TC	SH
33	Express Lane Corridor Maintenance and Operations	\$2.5 M	\$13.2 M	\$0.0 M	\$0.0 M	\$1.8 M	\$17.5 M	TC	SH
34	Property	\$0.8 M	\$22.8 M	\$0.0 M	\$2.3 M	\$5.3 M	\$31.2 M	TC	SH
35	Capital Equipment	\$28.5 M	\$23.4 M	\$0.0 M	\$0.0 M	\$1.7 M	\$53.6 M	TC	SH
36	Maintenance Reserve Fund	\$0.0 M	\$12.0 M	\$0.0 M	\$14.2 M	-\$8.0 M	\$18.2 M	TC	SH
37	Safety	\$2.5 M	\$11.4 M	\$0.0 M	\$0.0 M	-\$7.9 M	\$6.0 M	-	-
38	Strategic Safety Program	\$2.5 M	\$11.4 M	\$0.0 M	\$0.0 M	-\$7.9 M	\$6.0 M	TC	FHWA / SH
39	Mobility	\$7.4 M	\$24.4 M	\$0.0 M	\$0.0 M	-\$0.1 M	\$31.7 M	-	-
40	Real-Time Traffic Operations	\$0.5 M	\$14.4 M	\$0.0 M	\$0.0 M	-\$0.1 M	\$14.8 M	TC	SH
41	Intelligent Transportation System Investments	\$6.9 M	\$10.0 M	\$0.0 M	\$0.0 M	\$0.0 M	\$16.9 M	TC	FHWA / SH
42	Multimodal and Mobility Programs	\$164.0 M	\$56.9 M	\$4.1 M	\$5.0 M	\$27.1 M	\$192.8 M		
43	Mobility	\$164.0 M	\$56.9 M	\$4.1 M	-\$5.0 M	-\$27.1 M	\$192.8 M	-	-
44	Innovative Mobility Programs	\$18.6 M	\$9.4 M	-\$11.9 M	-\$4.2 M	-\$1.9 M	\$10.0 M	TC	FHWA / SH
45	National Electric Vehicle Program	\$0.0 M	\$14.5 M	\$0.0 M	\$0.0 M	\$0.0 M	\$14.5 M	FR	FHWA
46	10 Year Plan Projects - Multimodal	\$95.2 M	\$9.6 M	\$0.0 M	-\$3.8 M	-\$27.7 M	\$73.3 M	TC	FHWA / SB 17-267, SB 21-260
47	Rail Program	\$9.8 M	\$0.0 M	\$0.0 M	\$3.0 M	\$2.5 M	\$15.3 M	SL	SL
48	Bustang	\$40.4 M	\$23.3 M	\$16.0 M	\$0.0 M	\$0.0 M	\$79.7 M	TC	SB 09-108 / Fare Rev. / SB 21-260
49	Suballocated Programs	\$525.2 M	\$358.8 M	\$4.1 M	\$0.0 M	\$110.6 M	\$769.3 M		
50	Aeronautics	\$41.5 M	\$56.1 M	\$0.0 M	\$0.0 M	-\$14.4 M	\$83.2 M	-	-
51	Aviation System Program	\$41.5 M	\$56.1 M	\$0.0 M	\$0.0 M	-\$14.4 M	\$83.2 M	AB	SA
52	Highway	\$195.6 M	\$148.6 M	-\$4.1 M	\$0.0 M	-\$29.8 M	\$310.2 M	-	-
53	Surface Transportation Block Grant - Urban	\$98.8 M	\$63.8 M	\$0.0 M	\$0.0 M	-\$18.6 M	\$144.1 M	FR	FHWA / LOC
54	Congestion Mitigation and Air Quality	\$52.7 M	\$51.4 M	-\$4.1 M	\$0.0 M	-\$10.4 M	\$89.6 M	FR	FHWA / LOC
55	Metropolitan Planning	\$1.0 M	\$11.4 M	\$0.0 M	\$0.0 M	-\$0.3 M	\$12.1 M	FR	FHWA / FTA / LOC
56	Off-System Bridge Program	\$43.1 M	\$22.0 M	\$0.0 M	\$0.0 M	-\$0.5 M	\$64.5 M	TC / FR	FHWA / SH / LOC
57	Transit and Multimodal	\$288.1 M	\$154.2 M	\$0.0 M	\$0.0 M	-\$66.4 M	\$375.9 M	-	-
58	Recreational Trails	\$1.0 M	\$1.6 M	\$0.0 M	\$0.0 M	-\$0.7 M	\$1.8 M	FR	FHWA
59	Safe Routes to School	\$11.1 M	\$3.1 M	\$0.0 M	\$0.0 M	-\$0.7 M	\$13.5 M	TC	FHWA / LOC
60	Transportation Alternatives Program	\$37.4 M	\$21.8 M	\$0.0 M	\$0.0 M	-\$1.0 M	\$58.3 M	FR	FHWA / LOC
61	Transit Grant Programs	\$143.3 M	\$43.0 M	\$0.0 M	\$0.0 M	\$0.0 M	\$186.3 M	FR/SL/TC	FTA / LOC / SB 09-108
62	Multimodal Options Program - Local	\$64.7 M	\$68.2 M	\$0.0 M	\$0.0 M	-\$54.6 M	\$78.4 M	SL	SB 21-260
63	Carbon Reduction Program - Local	\$13.8 M	\$9.4 M	\$0.0 M	\$0.0 M	-\$2.3 M	\$21.0 M	FR	FHWA / LOC
64	Revitalizing Main Streets Program	\$16.8 M	\$7.0 M	\$0.0 M	\$0.0 M	-\$7.2 M	\$16.6 M	SL / TC	SB 21-260
65	Administration & Agency Operations	\$13.6 M	\$138.8 M	\$0.0 M	\$6.0 M	\$1.4 M	\$156.9 M		
66	Agency Operations	\$10.7 M	\$83.8 M	\$0.0 M	\$6.0 M	\$0.5 M	\$101.0 M	TC / AB	FHWA / SH / SA / SB 09-108
67	Administration	\$0.0 M	\$53.3 M	\$0.0 M	\$0.0 M	-\$2.9 M	\$50.4 M	SL	SH
68	Project Initiatives	\$2.9 M	\$1.7 M	\$0.0 M	\$0.0 M	\$1.0 M	\$5.5 M	TC	SH
69	Debt Service	\$125.1 M	\$44.5 M	\$0.0 M	\$0.0 M	\$0.0 M	\$169.6 M		
70	Debt Service	\$125.1 M	\$44.5 M	\$0.0 M	\$0.0 M	\$0.0 M	\$169.6 M	DS	SH
71	Contingency Reserve	\$87.7 M	\$18.9 M	\$0.0 M	\$96.7 M	\$90.6 M	\$100.5 M		
72	Contingency Fund	\$30.6 M	\$15.0 M	\$0.0 M	-\$2.2 M	\$0.9 M	\$44.3 M	TC	FHWA / SH
73	Commission Reserve Funds	\$57.1 M	\$3.9 M	\$0.0 M	-\$94.5 M	\$89.7 M	\$56.2 M	TC	FHWA / SH
74	Other Programs	\$60.1 M	\$38.9 M	\$0.0 M	\$2.8 M	\$10.2 M	\$91.6 M		
75	Safety Education and Enforcement	\$41.2 M	\$19.5 M	\$0.0 M	\$0.0 M	\$0.3 M	\$61.1 M	TC/FR	NHTSA / SSE
76	Planning and Research	\$6.0 M	\$18.2 M	\$0.0 M	\$0.0 M	-\$2.3 M	\$21.8 M	FR	FHWA / SH
77	State Infrastructure Bank	\$12.8 M	\$1.2 M	\$0.0 M	\$2.8 M	-\$8.2 M	\$8.7 M	TC	SIB
78	<b>Total - CDOT</b>	<b>\$2,128.0 M</b>	<b>\$1,688.7 M</b>	<b>\$0.0 M</b>	<b>\$14.0 M</b>	<b>\$80.6 M</b>	<b>\$3,911.3 M</b>	<b>-</b>	<b>-</b>
<b>Colorado Bridge &amp; Tunnel Enterprise (BTE)</b>									
80	Capital Construction	\$0.0 M	\$110.6 M	\$0.0 M	\$0.0 M	\$0.0 M	\$110.6 M		
81	Asset Management	\$0.0 M	\$110.6 M	\$0.0 M	\$0.0 M	\$0.0 M	\$110.6 M	-	-
82	10-Year Plan Projects- BTE	\$0.0 M	\$110.6 M	\$0.0 M	\$0.0 M	\$0.0 M	\$110.6 M	BTEB	SB 09-108, SB 21-260
83	Maintenance and Operations	\$1.2 M	\$2.4 M	\$0.0 M	\$1.0 M	\$0.0 M	\$2.6 M		
84	Asset Management	\$1.2 M	\$2.4 M	\$0.0 M	-\$1.0 M	\$0.0 M	\$2.6 M	-	-
85	Maintenance and Preservation	\$1.2 M	\$2.4 M	\$0.0 M	-\$1.0 M	\$0.0 M	\$2.6 M	BTEB	SB 09-108
86	Administration & Agency Operations	\$5.2 M	\$2.2 M	\$0.0 M	\$0.0 M	\$0.0 M	\$7.3 M		
87	Agency Operations-BTE	\$5.2 M	\$2.2 M	\$0.0 M	\$0.0 M	\$0.0 M	\$7.3 M	BTEB	SB 09-108, SB 21-260
88	Debt Service	\$1.7 M	\$66.2 M	\$0.0 M	\$11.6 M	\$25.5 M	\$54.1 M		
89	Debt Service-BTE	\$1.7 M	\$66.2 M	\$0.0 M	\$11.6 M	-\$25.5 M	\$54.1 M	BTEB	FHWA / SH

90	Total - Bridge & Tunnel Enterprise (BTE)	\$8.2 M	\$181.4 M	\$0.0 M	\$10.7 M	-\$25.5 M	\$174.7 M	-	-
<b>91 Colorado Transportation Investment Office (CTIO)</b>									
92	Capital Construction	\$0.0 M	\$83.3 M	\$0.0 M	\$0.0 M	\$0.0 M	\$83.3 M	-	-
93	Mobility	\$0.0 M	\$83.3 M	\$0.0 M	\$0.0 M	\$0.0 M	\$83.3 M	-	-
94	Capital Construction-CTIO	\$0.0 M	\$83.3 M	\$0.0 M	\$0.0 M	\$0.0 M	\$83.3 M	HPTEB	Tolls / Managed Lanes Revenue
95	Maintenance and Operations	\$160.0 M	\$8.7 M	\$0.0 M	\$0.0 M	\$0.0 M	\$168.7 M	-	-
96	Asset Management	\$160.0 M	\$8.7 M	\$0.0 M	\$0.0 M	\$0.0 M	\$168.7 M	-	-
97	Express Lanes Operations	\$160.0 M	\$8.7 M	\$0.0 M	\$0.0 M	\$0.0 M	\$168.7 M	HPTEB	Tolls / Managed Lanes Revenue
98	Multimodal and Mobility Programs	\$0.0 M	\$57.0 M	\$0.0 M	\$0.0 M	\$0.0 M	\$57.0 M	-	-
99	Rail Projects	\$0.0 M	\$57.0 M	\$0.0 M	\$0.0 M	\$0.0 M	\$57.0 M	HPTEB	SB 24-230
100	Administration & Agency Operations CTIO	\$4.4 M	\$57.6 M	\$0.0 M	\$0.0 M	\$0.0 M	\$62.0 M	-	-
101	Agency Operations-CTIO	\$4.4 M	\$57.6 M	\$0.0 M	\$0.0 M	\$0.0 M	\$62.0 M	HPTEB	Tolls / Fee for Service / SB 24-230
102	Debt Service CTIO	\$0.0 M	\$29.1 M	\$0.0 M	\$0.0 M	\$0.0 M	\$29.1 M	-	-
103	Debt Service-CTIO	\$0.0 M	\$29.1 M	\$0.0 M	\$0.0 M	\$0.0 M	\$29.1 M	HPTEB	Tolls / Managed Lanes Revenue
104	Total - Colorado Transportation Investment Office (CTIO)	\$164.4 M	\$235.7 M	\$0.0 M	\$0.0 M	\$0.0 M	\$400.1 M	-	-
<b>105 Clean Transit Enterprise (CTE)</b>									
106	Suballocated Programs	\$0.0 M	\$27.7 M	\$0.0 M	\$0.0 M	\$0.0 M	\$27.7 M	-	-
107	Transit and Multimodal	\$0.0 M	\$27.7 M	\$0.0 M	\$0.0 M	\$0.0 M	\$27.7 M	-	-
108	Zero Emissions Transit Grant Programs	\$0.0 M	\$11.3 M	\$0.0 M	\$0.0 M	\$0.0 M	\$11.3 M	CTB	SB 21-260
109	Local Transit Operations Formula Program	\$0.0 M	\$11.0 M	\$0.0 M	\$0.0 M	\$0.0 M	\$11.0 M	CTB	SB 24-230
110	Local Transit Grant Program	\$0.0 M	\$5.5 M	\$0.0 M	\$0.0 M	\$0.0 M	\$5.5 M	CTB	SB 24-230
111	Multimodal and Mobility Programs	\$0.0 M	\$38.4 M	\$0.0 M	\$0.0 M	\$0.0 M	\$38.4 M	-	-
112	Mobility	\$0.0 M	\$38.4 M	\$0.0 M	\$0.0 M	\$0.0 M	\$38.4 M	-	-
113	Rail Grant Program	\$0.0 M	\$38.4 M	\$0.0 M	\$0.0 M	\$0.0 M	\$38.4 M	CTB	SB 24-230
114	Administration & Agency Operations	\$0.5 M	\$1.1 M	\$0.0 M	\$2.6 M	\$0.0 M	\$4.1 M	-	-
115	Agency Operations-CTE	\$0.5 M	\$1.1 M	\$0.0 M	\$2.6 M	\$0.0 M	\$4.1 M	CTB	SB 21-260/SB 24-230
116	Contingency Reserve	\$0.0 M	\$1.3 M	\$0.0 M	\$0.0 M	\$0.0 M	\$1.3 M	-	-
117	Contingency Reserve-CTE	\$0.0 M	\$1.3 M	\$0.0 M	\$0.0 M	\$0.0 M	\$1.3 M	CTB	SB 21-260
118	Debt Service	\$0.0 M	\$0.0 M	\$0.0 M	\$0.0 M	\$0.0 M	\$0.0 M	-	-
119	Debt Service-CTE	\$0.0 M	\$0.0 M	\$0.0 M	\$0.0 M	\$0.0 M	\$0.0 M	CTB	SB 21-260
120	Total - Clean Transit Enterprise (CTE)	\$0.5 M	\$68.5 M	\$0.0 M	\$2.6 M	\$0.0 M	\$71.5 M	-	-
<b>121 Nonattainment Area Air Pollution Mitigation Enterprise (NAAPME)</b>									
122	Suballocated Programs	\$29.9 M	\$13.2 M	\$0.0 M	\$0.0 M	\$0.7 M	\$43.9 M	-	-
123	Mobility	\$29.9 M	\$13.2 M	\$0.0 M	\$0.0 M	\$0.7 M	\$43.9 M	-	-
124	NAAPME Projects	\$29.9 M	\$13.2 M	\$0.0 M	\$0.0 M	\$0.7 M	\$43.9 M	NAAPMEB	SB 21-260
125	Administration & Agency Operations	\$0.1 M	\$0.2 M	\$0.0 M	\$0.0 M	\$0.0 M	\$0.3 M	-	-
126	Agency Operations-NAAPME	\$0.1 M	\$0.2 M	\$0.0 M	\$0.0 M	\$0.0 M	\$0.3 M	NAAPMEB	SB 21-260
127	Contingency Reserve	\$0.2 M	\$0.0 M	\$0.0 M	\$0.0 M	\$0.0 M	\$0.2 M	-	-
128	Contingency Reserve-NAAPME	\$0.2 M	\$0.0 M	\$0.0 M	\$0.0 M	\$0.0 M	\$0.2 M	NAAPMEB	SB 21-260
129	Debt Service	\$0.0 M	\$0.0 M	\$0.0 M	\$0.0 M	\$0.0 M	\$0.0 M	-	-
130	Debt Service-NAAPME	\$0.0 M	\$0.0 M	\$0.0 M	\$0.0 M	\$0.0 M	\$0.0 M	NAAPMEB	SB 21-260
131	Total - Nonattainment Area Air Pollution Mitigation Enterprise (NAAPME)	\$30.3 M	\$13.4 M	\$0.0 M	\$0.0 M	\$0.7 M	\$44.4 M	-	-
<b>132 Fuels Impact Enterprise (FIE)</b>									
133	Suballocated Programs	\$18.2 M	\$14.9 M	\$0.0 M	\$0.0 M	\$6.3 M	\$39.4 M	-	-
134	Highway	\$18.2 M	\$14.9 M	\$0.0 M	\$0.0 M	\$6.3 M	\$39.4 M	-	-
135	Fuels Impact Grants	\$18.2 M	\$14.9 M	\$0.0 M	\$0.0 M	\$6.3 M	\$39.4 M	FIEB	SB 23-280
136	Administration & Agency Operations	\$0.1 M	\$0.1 M	\$0.0 M	\$0.0 M	\$0.1 M	\$0.1 M	-	-
137	Agency Operations-FIE	\$0.1 M	\$0.1 M	\$0.0 M	\$0.0 M	-\$0.1 M	\$0.1 M	FIEB	SB 23-280
138	Contingency Reserve	\$0.1 M	\$0.0 M	\$0.0 M	\$0.0 M	\$0.0 M	\$0.1 M	-	-
139	Contingency Reserve-FIE	\$0.1 M	\$0.0 M	\$0.0 M	\$0.0 M	\$0.0 M	\$0.1 M	FIEB	SB 23-280
140	Debt Service	\$0.0 M	\$0.0 M	\$0.0 M	\$0.0 M	\$0.0 M	\$0.0 M	-	-
141	Debt Service-FIE	\$0.0 M	\$0.0 M	\$0.0 M	\$0.0 M	\$0.0 M	\$0.0 M	FIEB	SB 23-280
142	Total - Fuels Impact Enterprise (FIE)	\$18.5 M	\$15.0 M	\$0.0 M	\$0.0 M	\$6.2 M	\$39.6 M	-	-
143	Total - CDOT and Enterprises	\$2,349.8 M	\$2,202.6 M	\$0.0 M	\$27.2 M	\$62.0 M	\$4,641.6 M	-	-

\* Roll forward budget is budget from a prior year that hasn't been committed to a project or expended from a cost center prior to the close of the fiscal year.

Key to Acronyms:  
 - = Empty Cell With No Applicable Data or Description  
 AB = Aeronautics Board  
 BTEB = Bridge and Tunnel Enterprise Board  
 CTB = Clean Transit Board  
 DS = Debt Service  
 FR = Federal  
 FIEB = Fuel Impact Enterprise Board  
 HPTEB = High Performance Transportation Enterprise Board  
 LOC = Local  
 M = millions in dollar amount  
 NAAPMEB = Nonattainment Area Air Pollution Mitigation Enterprise Board  
 SA = State Aviation  
 SB = Senate Bill  
 SH = State Highway  
 SI = State Infrastructure Bank  
 SL = State Legislature  
 TC = Transportation Commission



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Department of Transportation

# April 2026 Budget Workshop FY 2025-26 Budget Amendment



# Agenda

## Agenda:

- FY26 Budget Amendment Summary
  - Reallocating funds to Bustang from:
    - Innovative Mobility Programs
    - Congestion Mitigation and Air Quality (CMAQ)
  - Roadside Wildfire Fuel Mitigation
- Next Steps



Colorado Mountains



# FY26 Budget Amendment Summary

The following transfers require TC Approval per PD 703.0\*

From Budget Line	to Budget Line:	FY26 Budget Amendment Summary	Amount
Innovative Mobility Programs (Line 44)	Bustang (Line 48)	Bustang Funding Gap	\$11.9M
Congestion Mitigation and Air Quality (Line 54)	Bustang (Line 48)	Bustang Funding Gap	\$4.1M
Maintenance Reserve Fund (Line 36)	Roadside Appearance (Lines 26)*	Roadside Wildfire Fuel Mitigation	\$10.0M

\*The Budget Amendment authorizes the Division of Maintenance and Operations (DMO) to use \$10.0M in the Maintenance Reserve Fund for roadside wildfire fuel mitigation. A portion of the \$10.0M may be reallocated to Roadside Appearance.

\*Transportation Commission Policy Directive 703.0 establishes the policy by which CDOT will determine and submit the annual budget, project budgets, or any other relevant budgetary matters to the Colorado Transportation Commission. The Commission will focus on substantive budget matters, i.e. those budget matters that involve material change or significant risk, and will exercise oversight on routine budget matters by deferring lesser decisions to Executive Management or Staff according to risk.



# Bustang Funding Gap

## Request:

1. Transfer \$11.9 million in roll forward funds from the Innovative Mobility Programs line to Bustang
2. Transfer \$4.1 million in roll forward funds from the Congestion Mitigation and Air Quality line to Bustang

Please see the Bustang Funding Joint TC / CTIO Workshop for more details!



Bustang at I-70 Stop, 2024



# Roadside Wildlife Fuel Mitigation

**Budget Line:** Maintenance Reserve Fund (Line 36) and Roadside Appearance (Line 26)

**Amount:** \$10.0 million

**Summary of Request:**

- DMO is requesting to use \$10.0 million from the Maintenance Reserve Fund for roadside wildfire fuel mitigation. Current data indicate a critical and immediate risk of catastrophic roadside wildfire starts.
- DMO received an emergency determination to procure multiple tree service companies to remove high-risk wildfire fuels—specifically diseased trees, timber with greater than 50% mortality, and ladder fuels, along critical state highway corridors.
- A portion of these funds may be reallocated to the Maintenance Program Areas, Roadside Appearance line (Line 26) to reimburse the maintenance sections for work completed.



High Park Fire



# Next Steps



Interstate through the Mountains

## Next Steps:

- April 2026 - Staff will complete any actions for approved budget amendments.



**COLORADO**

**Department of Transportation**

## **Bridge and Tunnel Enterprise Board of Directors Memorandum**

**To:** The Bridge and Tunnel Enterprise Board of Directors

**From:** Patrick Holinda, Bridge and Tunnel Enterprise Managing Director

**Date:** April 16, 2026

**Subject:** Ninth Supplement to the Fiscal Year 2025-26 Bridge and Tunnel Enterprise Budget

### **Purpose**

This month, the Bridge and Tunnel Enterprise (BTE) Board of Directors (Board) is being asked to approve a budget supplement request for five projects.

Region 1 requests a budget supplement to increase the design phase to fund the final design for the Eisenhower Johnson Memorial Tunnels (F-13-Y and F-13-X) LED Lighting Upgrade Project

Region 3 requests budget supplements to increase the design phase for the US 40 over Eagle River - Red Cliff Arch Rehabilitation (F-11-T) project and to initiate the construction phase for the SH 348 over Ironstone Canal (J-04-X) project.

Region 4 requests a budget supplement to initiate the construction phase for the I-76 Phase IV project, which will replace two BTE eligible bridges (C-22-AY & C-22-BG).

Region 5 requests a budget supplement to initiate the construction phase for the US 160 Elmore's Corner East project, which will replace one BTE eligible bridge (P-05-B).

### **Action**

Staff requests Board approval of Proposed Resolution #BTE2, the ninth supplement to the Fiscal Year (FY) 2025-26 BTE budget.

### **Background**

**Region 1: Eisenhower Johnson Memorial Tunnels (F-13-Y & F-13-X) LED Lighting Upgrade**

Staff is requesting \$1,417,337 to increase the design phase budget for the Eisenhower Johnson Memorial Tunnels (EJMT) LED Lighting Upgrade project in Clear Creek County to

fully fund the design phase. To date, the Board has approved a total of \$1,803,600 in design funds for the project (BTE# 24-11-02). Additional design funds are being requested at this time due to the completion of the 30% design milestone. The scope of this complex project has now been fully defined, allowing staff to accurately estimate the level of effort and cost to advance the project to advertisement. Additionally, the scope of the design phase has been modified to include the analysis of back-of-house lighting and lidar survey to accurately capture existing conditions. This project is included in the CDOT 10-Year Plan under the Eisenhower Johnson Memorial Tunnel Repairs and Maintenance project (Planning ID# 2583) and was referenced in the June 2022 resolution committing \$100M in revenue from the bridge and tunnel fees created by SB21-260 to the EJMT (BTE# 22-06-16).

The project will replace the existing aged lighting system with energy-efficient LED lighting fixtures, emergency lighting, and related electrical distribution systems in the tunnels. The project will replace light fixtures in the Eisenhower and Johnson bores that were installed in 2007 and 2003, respectively. The lights have a typical life span of 20 years. This project will decrease maintenance costs, reduce energy costs, and implement work items identified in January 2024 Eisenhower & Johnson Memorial Tunnels Capital Investment & Maintenance Plan (CIMP). The CIMP reviewed current safety and maintenance items and developed a roadmap for system replacement, including these critical systems.

**I-70 Eisenhower Johnson Memorial Tunnel LED Lighting Upgrade in Clear Creek County  
(F-13-X and F-13-Y) (SAP Project # 26276)  
Budget Request by Phase, Funding Program, Fiscal Year**

Phase of Work	Funding Program	Current Budget	FY2026 Budget	Total Budget Request	Total Project Budget
Design	SB260 - 10 Year Plan	\$1,803,600	\$1,417,337	\$1,417,337	\$3,220,937
<b>Total of Project Phases</b>	<b>All Funding Sources</b>	<b>\$1,803,600</b>	<b>\$1,417,337</b>	<b>\$1,417,337</b>	<b>\$3,220,937</b>

**I-70 Eisenhower Johnson Memorial Tunnel LED Lighting Upgrade in Clear Creek County  
(F-13-X and F-13-Y) (SAP Project # 26276)  
Forecast Project Expenditure by Phase, Funding Program, Fiscal Year**

Phase of Work	Funding Program	Expenditures To-Date	FY2026 Forecasted Expenditure	FY2027 Forecasted Expenditure	Total Request Expenditure
Design	SB260 - 10 Year Plan	\$1,464,664	\$438,637	\$978,700	\$1,417,337
<b>Total of Project Phases</b>	<b>All Funding Sources</b>	<b>\$1,464,664</b>	<b>\$438,637</b>	<b>\$909,714</b>	<b>\$1,417,337</b>

### **Region 3: US 40 over Eagle River - Red Cliff Arch Rehabilitation (F-11-T) project**

Staff is requesting \$1,114,840 to increase the design phase budget for the US 24 over the Eagle River project to rehabilitate structure F-11-T. To date, the Board has approved \$2,496,294 in design funds for the project (BTE# 24-08-02). Additional design funds are being requested, as part of a planned incremental funding process, in advance of the Construction Manager (CM) procurement process, to fund the CM management fee, independent cost estimating fee, and consultant and staff time. The decision was made to fund this highly complex project incrementally, as the project scope will not be fully defined until inspection, preliminary analysis and design, and testing are completed and the CM has the opportunity to provide input on the proposed repairs. Construction Manager/General Contractor (CM/GC) delivery was selected for this project through the project delivery selection process, and approved by the Chief Engineer, due to the benefits of having contractor input on the feasibility of rehabilitation methods, phasing and traffic control, and construction access for the duration of the design phase.

F-11-T (Red Cliff Arch) is a steel arch bridge over the Eagle River, Water St., and the Denver and Rio Grande Western Railroad, constructed in 1940. The structure is located at mile point 9.97 on US 24 in the Town of Red Cliff, in Eagle County. US 24 in this area functions as an unpublished detour for Vail Pass during I-70 closures. Continued deterioration of F-11-T could impact the public's ability to rely on this corridor as a detour route for I-70 and rehabilitating this structure will improve redundancy of the highway system through Region 3. The Red Cliff Arch is listed in the National Register of Historic Places. This structure is the only remaining steel arch bridge in Colorado and is recognized nationally as a prominent example of this uncommon structure type. The Colorado Historic Bridge Management Plan, dated June 2023, classified the Red Cliff Arch on the list of "Group A - Continue to Support Ongoing Preservation" structures. This project, in conjunction with a previous 2004 rehabilitation project, illustrates CDOT and BTE's commitment to preserving this structure while maintaining its historic integrity.

F-11-T has a superstructure condition rating of poor due to the extent of widespread moderate to major corrosion in the spandrel columns in the main arch span, which has affected the overall strength of the affected components, and resulted in a load posting. The substructure rating of F-11-T is also poor due to corrosion in some columns, bulging in column webs, and spalling of the concrete thrust blocks at some piers. Due to its current rating of poor, F-11-T is eligible for BTE bridge major rehabilitation funds. The bridge is ranked in the top tier of the BTE Quarter 3 (Q3) FY2026 Bridge Prioritization Plan.

**US 24 Red Cliff Arch Rehabilitation Project in Eagle County  
(F-11-T) (SAP Project # 27145)  
Budget Request by Phase, Funding Program, Fiscal Year**

Phase of Work	Funding Program	Current Budget	FY2026 Budget	Total Budget Request	Total Project Budget
Design	FASTER Bridge Funds	\$2,496,264	\$1,114,840	\$1,114,840	\$3,611,104
<b>Total of Project Phases</b>	<b>All Funding Sources</b>	<b>\$2,496,264</b>	<b>\$1,114,840</b>	<b>\$1,114,840</b>	<b>\$3,611,104</b>

**US 24 Red Cliff Arch Rehabilitation Project in Eagle County  
(F-11-T) (SAP Project # 27145)  
Forecast Project Expenditure by Phase, Funding Program, Fiscal Year**

Phase of Work	Funding Program	Expenditures To-Date	FY2027 Forecasted Expenditure	FY2028 Forecasted Expenditure	Total Request Expenditure
Design	FASTER Bridge Funds	\$55,907	\$685,000	\$429,840	\$1,114,840
<b>Total of Project Phases</b>	<b>All Funding Sources</b>	<b>\$55,907</b>	<b>\$685,000</b>	<b>\$429,840</b>	<b>\$1,114,840</b>

**Region 3: SH348 over Ironstone Canal (J-04-X) project**

Staff is requesting \$1,156,162 to initiate the construction phase for the SH 348 over Ironstone Canal project to replace structure J-04-X. This project will be delivered as part of the SH 348 Delta-Olathe Rural Road Resurfacing project in Montrose County that is being delivered with CDOT funds.

J-04-X is a skewed single-span steel stringer, metal plank floor bridge that carries SH 348 over the Ironstone Canal at mile point 11.51, west of Olathe. The curb-to-curb width is 29'-6" with two 11-foot lanes, one 5-foot shoulder and one 2'-6" shoulder. The out-to-out width of the bridge is 30 feet and the length is 30 feet, with a 20-degree skew. The current structure inspection report records the average annual daily traffic (AADT) for this portion of SH 348 as 910 vehicles with truck traffic representing 7% of the traffic volume. The structure was originally constructed in 1963. While the original timber substructure remains, in 1977, corrugated steel decking and riveted built-up girders were constructed to replace the original superstructure and deck.

J-04-X has a condition rating of poor due to the superstructure and substructure ratings in the latest inspection (2024). When the structure was rebuilt in 1977, the riveted girders were salvaged and made 7 feet longer by butt welding with a web transfer plate without a flange splice plate, a fatigue-prone detail. The girders also have original holes that have been plug-welded, creating internal residual stresses, another fatigue-prone detail. These

fatigue-prone details have resulted in multiple fatigue cracks in some welds and a splice plate. All the timber piles have significant decay and checking; some are leaning, at least one is hollow, and one is buckling at the ground line. While timber planking has been installed to address these issues, the substructure remains in poor condition due to the extensive core rot in all the piles. Due to its current rating of poor, J-04-X is eligible for BTE bridge replacement funds. Although the bridge is ranked in the second tier of the BTE Q3 FY2026 Bridge Prioritization Plan, BTE is requesting construction funding at this time to capitalize on the economies of scale offered by packaging the replacement of J-04-X with the SH 348 Delta-Olathe Rural Road Resurfacing project, which is expected to result in cost savings to BTE, as well as acceleration of the bridge’s replacement.

**SH 348 over Ironstone Canal Replacement Project in Montrose County  
(Old J-04-X) (New J-04-BC) (SAP Project # 26992)  
Budget Request by Phase, Funding Program, Fiscal Year**

Phase of Work	Funding Program	Current Budget	FY2026 Budget	Total Budget Request	Total Project Budget
Construction	FASTER Bridge Funds	\$0	\$1,156,162	\$1,156,162	\$1,156,162
<b>Total of Project Phases</b>	<b>All Funding Sources</b>	<b>\$0</b>	<b>\$1,156,162</b>	<b>\$1,156,162</b>	<b>\$1,156,162</b>

**SH 348 over Ironstone Canal Replacement Project in Montrose County  
(Old J-04-X) (New J-04-BC) (SAP Project # 26992)  
Forecast Project Expenditure by Phase, Funding Program, Fiscal Year**

Phase of Work	Funding Program	Expenditures To-Date	FY2027 Forecasted Expenditure	Total Request Expenditure
Construction	FASTER Bridge Funds	\$0	\$1,156,162	\$1,156,162
<b>Total of Project Phases</b>	<b>All Funding Sources</b>	<b>\$0</b>	<b>\$1,156,162</b>	<b>\$1,156,162</b>

**Region 4: I-76 Phase IV project (C-22-AY & C-22-BG)**

Staff is requesting \$18,303,556 to initiate the construction phase for the replacement of two BTE eligible bridges, I-76 WBND over BNSF RR, Beaver Creek (C-22-AY) and I-76 EBND over US 34 Spur (C-22-BG), as part of the I-76 Phase IV project (CDOT 10-Year Plan Project, Planning ID# 1428.2), in Morgan County. The project was awarded a \$29.19M fiscal year (FY) 2023-2024 USDOT Infrastructure for Rebuilding America (INFRA) grant under the name of the I-76 Phase IV Regional Improvements for Safety and Efficiency (RISE) project. The grant award was contingent on a state funding match commitment, including a BTE commitment of \$18 million in state funds (#BTE 2023-02-03). As described in the supporting

documentation for the Resolution, Staff are returning to the Board with a formal request to allocate these funds through the monthly budget supplement process.

Bridge C-22-AY is a skewed 8-span concrete post tensioned girder bridge that carries I-76 WBND over the BNSF RR and Beaver Creek at mile point 91.113 between the City of Brush and Julesburg. The curb-to-curb width is 30-feet with two 12-foot lanes, one 4-foot shoulder, and one 2-foot shoulder. The out-to-out width of the bridge is 34-feet, and the length is 605.3-feet, with a 99-degree skew. The current structure inspection report records the AADT for this portion of I-76 as 13,000 vehicles, with truck traffic representing 18% of the traffic volume. The structure was constructed in 1960.

C-22-AY has a condition rating of poor due to deck, superstructure, and substructure ratings in the latest inspection (2025), making the bridge eligible for BTE bridge replacement funding. Due to the condition of the structure, it is on an increased 12-month inspection cycle (vs. a typical 24-month cycle). While the structure is not currently load-restricted, it is likely to require a load restriction if the deterioration of the superstructure continues to advance. Corrosion was found in the post tension strands in girder 2A, a high moment location. In addition, a spall in girder 5A exposed multiple corroded post tension ducts and broken tendons. The bridge is ranked in the top tier of the BTE Q3 FY2026 Bridge Prioritization Plan

Bridge C-22-BG is a skewed 3-span concrete girder bridge that carries I-76 EBNB over the US 34 Spur at mile point 91.673 between the City of Brush and Julesburg. The curb-to-curb width is 42-feet with two 12-foot lanes, one 12-foot accel/decel lane, one 3-foot shoulder, and one 3-foot shoulder. The out-to-out width of the bridge is 46-feet, and the length is 171-feet, with a 43-degree skew. The current structure inspection report records the AADT for this portion of I-76 as 13,000 vehicles with truck traffic representing 18% of the traffic volume. The structure was constructed in 1961.

C-22-BG has a condition rating of fair based on the latest inspection (2025), however, the bridge was rated poor due to the condition of the deck as recently as 2023, making the bridge eligible for BTE bridge replacement funding. The change is due to the condition definitions in the new Standards for National Bridge Inspection (SNBI), which increased the deck rating from poor to fair. Despite this administrative change, the underlying conditions that resulted in the recommendation to replace the bridge still exist. The deck has map cracking and efflorescence, transverse cracks, active leakage and stalactites in near abutment 1 and span 3. These defects indicate that the structure has experienced heavy moisture and chloride intrusion. Although the bridge is ranked in the second tier of the BTE Q3 FY2026 Bridge Prioritization Plan, BTE is requesting construction funding at this time to capitalize on the economies of scale offered by packaging the replacement of C-22-BG with the I-76 Phase IV project, which is expected to result in cost savings to BTE, as well as acceleration of the bridge's replacement. Additionally, leaving this bridge in-place while reconstructing the interstate adjacent to the bridge and replacing the companion bridge carrying I-76 WBND would create significant inefficiencies and challenges for the project.

**I-76 Phase IV Reconstruction from Fort Morgan to Brush in Morgan County  
(Old C-22-AY & C-22-BG) (New C-22-CD & C-22-CI) (SAP Projects # 26378)  
Budget Request by Phase, Funding Program, Fiscal Year**

Phase of Work	Funding Program	Current Budget	FY2026 Budget	Total Budget Request	Total Project Budget
Construction	BTE IRB Interest Earnings	\$0	\$2,520,214	\$2,520,214	\$2,520,214
Construction	SB260 - 10 Year Plan	\$0	\$15,783,342	\$15,783,342	\$15,783,342
<b>Total of Project Phases</b>	<b>All Funding Sources</b>	<b>\$0</b>	<b>\$18,303,556</b>	<b>\$18,303,556</b>	<b>\$18,303,556</b>

**I-76 Phase IV Reconstruction from Fort Morgan to Brush in Morgan County  
(Old C-22-AY & C-22-BG) (New C-22-CD & C-22-CI) (SAP Projects # 26378)  
Forecast Project Expenditure by Phase, Funding Program, Fiscal Year**

Phase of Work	Funding Program	Expenditures To-Date	FY2027 Forecast Expenditures	FY2028 Forecast Expenditures	FY2029 Forecast Expenditures	Total Request Expenditures
Construction	BTE IRB Interest Earnings	\$0	\$2,520,214	\$0	\$0	\$2,520,214
Construction	SB260 - 10 Year Plan	\$0	\$4,069,066	\$8,785,707	\$2,928,569	\$15,783,342
<b>Total of Project Phases</b>	<b>All Funding Sources</b>	<b>\$0</b>	<b>\$6,589,280</b>	<b>\$8,785,707</b>	<b>\$2,928,569</b>	<b>\$18,303,556</b>

**Region 5: US 160 Elmore’s Corner East (P-05-B) project**

Staff is requesting \$16,106,248 to initiate the construction phase for the replacement of one BTE eligible bridge, US 160 over the Florida River (P-05-B), as part of the US 160 Elmore’s Corner East Project (CDOT 10-Year Plan project, Planning ID# 1334) in La Plata County. The project was awarded a \$58.94 million FY 2023-2024 INFRA grant under the name of the US 160 East of Durango Safety and Mobility Improvement project. The grant award was contingent on a state funding match commitment, including a BTE commitment of \$14 million in state funds (#BTE 2023-02-03). As described in the supporting documentation for the Resolution, Staff are returning to the Board with a formal request to allocate these funds through the monthly budget supplement process.

P-05-B is a skewed 3-span rolled steel beam bridge that carries US 160 over the Florida River at mile point 93.131 between Durango and Bayfield. The curb-to-curb width is 30 feet with two 12-foot lanes and two 3-foot shoulders. The out-to-out width is 34 feet, and the length is 103.6 feet. The bridge was constructed in 1953. The current inspection report

records the AADT for this portion of US 160 as 10,000 vehicles, with truck traffic representing 5% of the traffic volume. The highway is a critical east-west route for the southwest part of Colorado and is regionally significant to access the four corners regions of New Mexico, Arizona and Utah for freight and tourism.

Although the structure is currently in fair condition, the structure is eligible for BTE bridge replacement funds under legacy eligibility criteria. P-05-B has a historical functionally obsolete (FO) designation and a sufficiency rating less than 50 (48.1 based on the 2017 inspection report). As a result, the bridge became eligible prior to the BTE Board ratifying new eligibility criteria in 2018 to align with changes to the definition of a poor-rated bridge by FHWA (Resolution #BE 18-06-02 “Adoption of New Bridge Eligibility Criteria”). In addition to being classified as functionally obsolete due to its substandard geometry, P-05-B currently has inventory and operating ratings of 16.2 tons and 27.1 tons, below the current standards of 36 tons and 45 tons, respectively. The substructure also has exposed rebar and corrosion on the piers.

Currently, the bridge is in the third tier of the Q3 FY 2026 BTE Bridge Prioritization Plan. BTE is requesting construction funding at this time to capitalize on the economies of scale offered by packaging the replacement of this BTE replacement eligible structure with the US 160 Elmore’s Corner East project, which is expected to result in cost savings to BTE. This approach will also allow BTE to accelerate the replacement of this structure and widen the structure to match the typical section of the proposed US 160 Elmore’s Corner East project, addressing existing geometric deficiencies and improving safety for the traveling public.

**US 160 Elmore's Corner Project in La Plata County  
(Old P-05-B) (New P-05-BC) (SAP Projects # 26704)  
Budget Request by Phase, Funding Program, Fiscal Year**

Phase of Work	Funding Program	Current Budget	FY2026 Budget	Total Budget Request	Total Project Budget
Right-of-Way	SB260 - 10 Year Plan	\$1,975,061	\$0	\$0	\$1,975,061
Design	SB260 - 10 Year Plan	\$662,427	\$0	\$0	\$662,427
Construction	SB260 - 10 Year Plan	\$0	\$9,961,992	\$9,961,992	\$9,961,992
Construction	FASTER - 10 Year Plan	\$0	\$6,144,256	\$6,144,256	\$6,144,256
<b>Total of Project Phases</b>	<b>All Funding Sources</b>	<b>\$2,637,488</b>	<b>\$16,106,248</b>	<b>\$16,106,248</b>	<b>\$18,743,736</b>

US 160 Elmore's Corner Project in La Plata County  
(Old P-05-B) (New P-05-BC) (SAP Projects # 26704)  
Forecast Project Expenditure by Phase, Funding Program, Fiscal Year

Phase of Work	Funding Program	Expenditures To-Date	FY2027 Forecast Expenditures	FY2028 Forecast Expenditures	FY2029 Forecast Expenditures	FY2030 Forecast Expenditures	Total Request Expenditures
Construction	SB260 - 10 Year Plan	\$0	\$308,525	\$1,663,178	\$7,990,289	\$0	\$9,961,992
Construction	FASTER - 10 Year Plan	\$0	\$0	\$0	\$4,745,311	\$1,398,946	\$6,144,256
<b>Total of Project Phases</b>	<b>All Funding Sources</b>	<b>\$0</b>	<b>\$308,525</b>	<b>\$1,663,178</b>	<b>\$12,735,600</b>	<b>\$1,398,946</b>	<b>\$16,106,248</b>

**Available Funding**

If the Board approves the requested budget supplements outlined above, the remaining FY 2025-26 BTE Capital Construction Program balance, across all funding sources, will be \$40,878,313. The table below provides high-level transaction details for the BTE Capital Construction Program.

**Bridge and Tunnel Enterprise Capital Construction Funding Balance,  
Fiscal Year 2026**

Starting FY Budget Balance	\$110,627,357
Year-to-Date Roll Forwards and Project Savings	\$34,339,612
Approved Project Transactions (BOD, EMT, or Staff Authority per PD 703)	-\$65,990,513
Pending Budget Supplements	-\$38,098,143
<b>Remaining Available Balance</b>	<b>\$40,878,313</b>

## Next Steps

1. Approval of Proposed Resolution #BTE2 will provide the funding necessary for staff to move forward with the following activities:
  - a. Region 1 will proceed with the final design for the EJMT LED Lighting Upgrade project.
  - b. Region 3 will proceed with the design and CM/GC procurement for the US 40 over Eagle River - Red Cliff Arch Rehabilitation, and initiate the construction phase for the SH 348 over Ironstone Canal project.
  - c. Region 4 will initiate the construction phase for the I-76 Phase IV project, including the replacement of C-22-AY and C-22-BG.
  - d. Region 5 will initiate the construction phase for the US 160 Elmore's Corner East project, including the replacement of P-05-B.
2. Staff will return to the Board with additional budget supplement requests as necessary.



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Department of Transportation

# Statewide Bridge and Tunnel Enterprise Budget Workshop

April 15, 2026



# Introduction

- An approval action for the 9<sup>th</sup> Budget Supplement to the FY 2025-26 BTE Budget will be requested at the April Board meeting
- This month's budget supplement includes requests for five projects across four CDOT Engineering Regions totaling \$38.1 million





# Region 1 Budget Supplement Request

Structure ID	Route/Crossing	Total Budget Supplement Request	Project Phase
F-13-X F-13-Y	I-70 ML	\$1,417,337	Design

**Project:** Eisenhower Johnson Memorial Tunnels LED Lighting Upgrade  
**Location:** Clear Creek County  
**BTE Eligibility:** CDOT-owned Tunnel  
**CDOT 10-Year Plan Planning Project ID:** 2583  
**Previously approved design funding via Res. #BTE 2024-11-02**



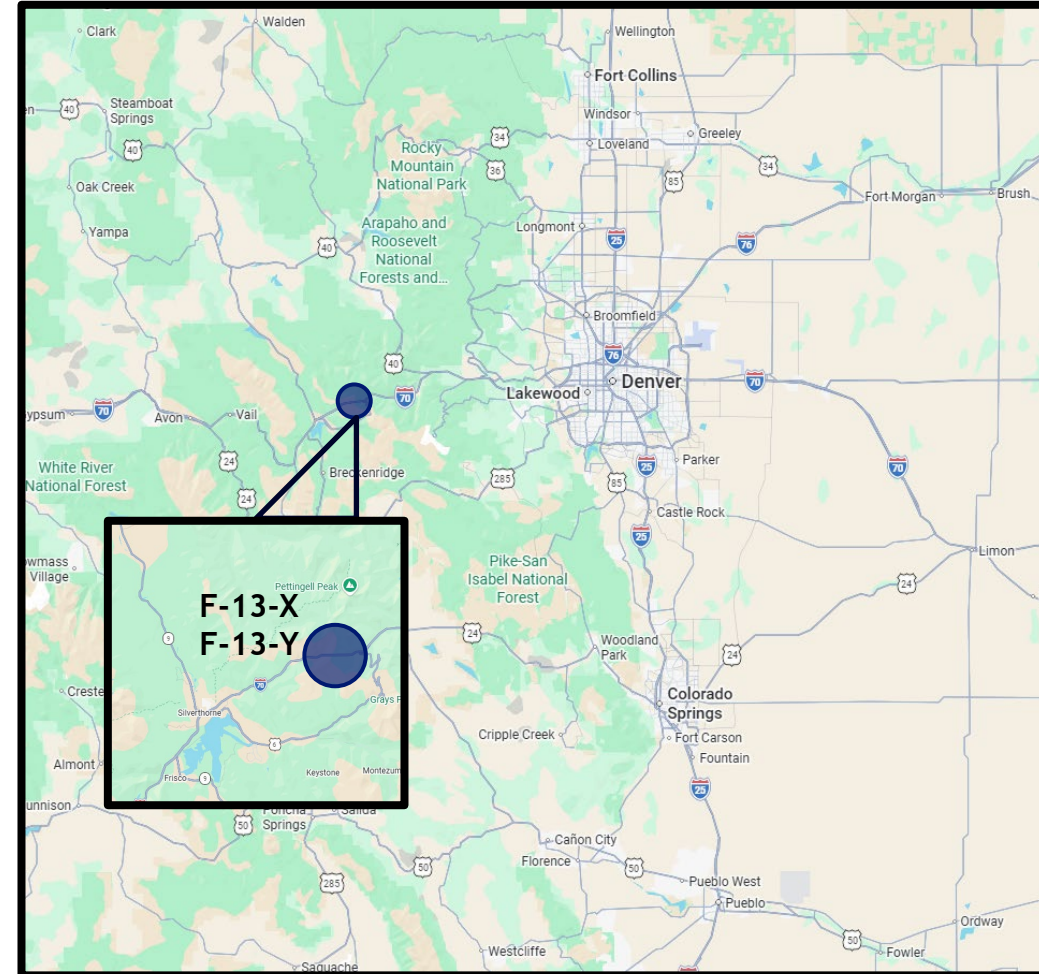
Lighting in EJMT during inspection

**Total Design Phase Budget: \$3,220,937**  
**Previously Approved Design Budget: \$1,803,600**  
**Design Supplement Request: \$1,417,337**

Additional design funds are being requested because the scope of this complex project has now been fully defined, allowing staff to accurately estimate the level of effort and cost to advance the project to advertisement.



EJMT Tunnel



● Design ● Construction



# Region 3 Budget Supplement Request

Structure ID	Route/Crossing	Condition Rating	Total Budget Supplement Request	Project Phase
F-11-T	US 24 over Eagle River, Water St., Denver and Rio Grande Western RR	Poor	\$1,114,840	Design



Spandrel column at Red Cliff Arch



**Project:** Red Cliff Arch Rehabilitation F-11-T  
**Location:** Eagle County  
**BTE Eligibility:** Poor Rated  
**BTE Prioritization:** Top Tier  
 Previously approved design funding via Res. #BTE 2024-08-02

**Total Design Phase Budget:** \$3,611,104  
**Previously Approved Design Budget:** \$2,496,264  
**Design Supplement Request:** \$1,114,840

Additional design funds are being requested, as part of a planned incremental funding process, in advance of the Construction Manager (CM) procurement, to fund the CM management fee, independent cost estimating fee, and consultant and staff time.

Underside looking south Red Cliff Arch

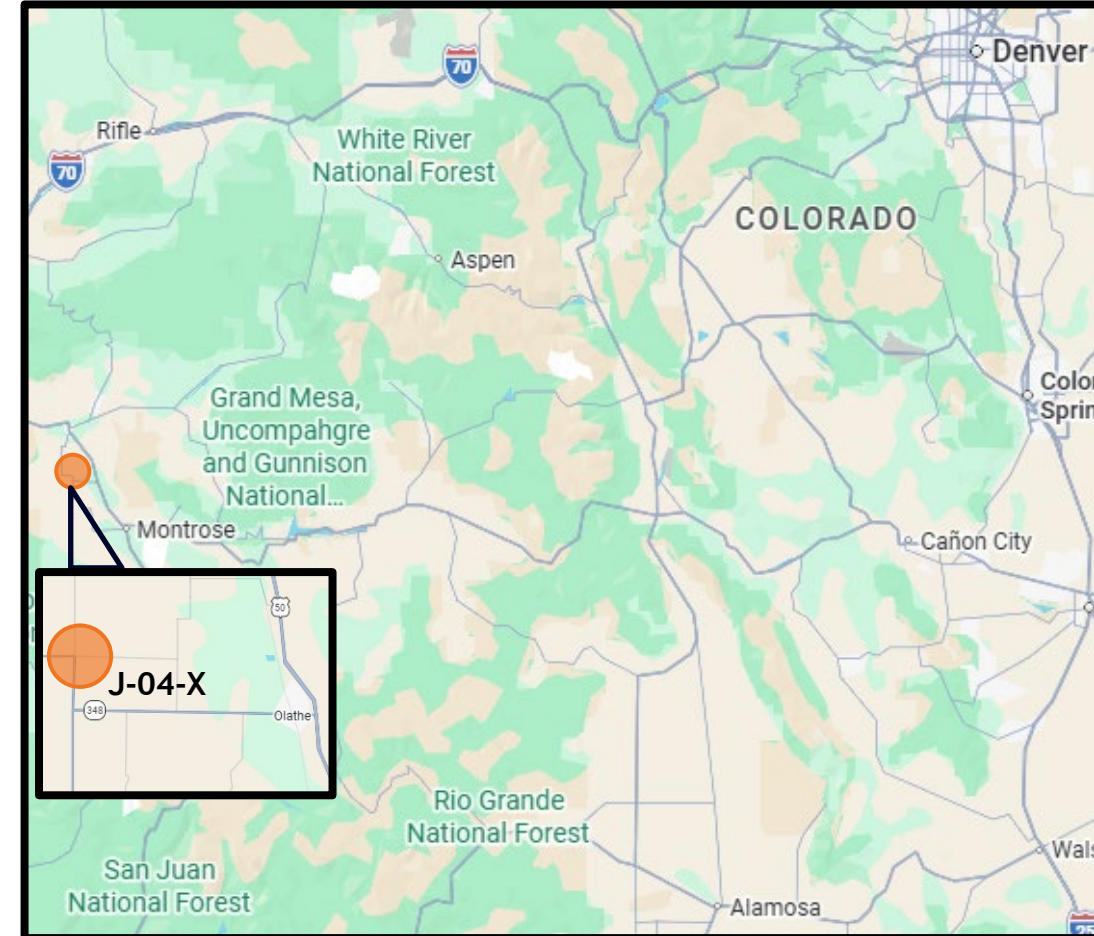


Load posting sign at Red Cliff Arch



# Region 3 Budget Supplement Request

Structure ID	Route/Crossing	Condition Rating	Total Budget Supplement Request	Project Phase
J-04-X	SH 348 over Ironstone Canal	Poor	\$1,156,162	Construction



**Project:** SH 348 over Ironstone Canal J-04-X Replacement  
**Location:** Montrose County  
**BTE Eligibility:** Poor Rated  
**BTE Prioritization:** 2nd Tier

BTE is requesting construction funding at this time to capitalize on the economies of scale offered by packaging the replacement of J-04-X with the SH 348 Delta-Olathe Rural Road Resurfacing project, which is expected to result in cost savings to BTE, as well as acceleration of the bridge's replacement.



Girders and abutment at J-04-X



Corrosion along riveted girder bottom flange at J-04-X



# Region 4 Budget Supplement Request

Structure ID	Route/Crossing	Condition Rating	Project Phase
C-22-AY	I-76 ML WBND over BNSF RR, Beaver Creek	Poor	Construction
C-22-BG	I-76 ML EBND over US 34 Spur	Fair	Construction

**Project:** I-76 Phase IV Reconstruction Fort Morgan to Brush

**Location:** Morgan County

**BTE Eligibility:** C-22-AY Poor Rated /C-22 BG Previously Poor Rated (2023)

**BTE Prioritization:** C-22-AY Top Tier/C-22-BG Second Tier

**CDOT 10-Year Plan Planning Project ID:** 1428.2

**Funding commitment pre-approved via Res. #BTE 2023-02-03**



Deteriorated girder end at C-22-BG



Broken PT strands in girder at C-22-AY

**Total Estimated Construction Cost: \$62,612,427**

INFRA grant award: \$29,190,000

CDOT 10-Year Plan funding: \$15,188,871

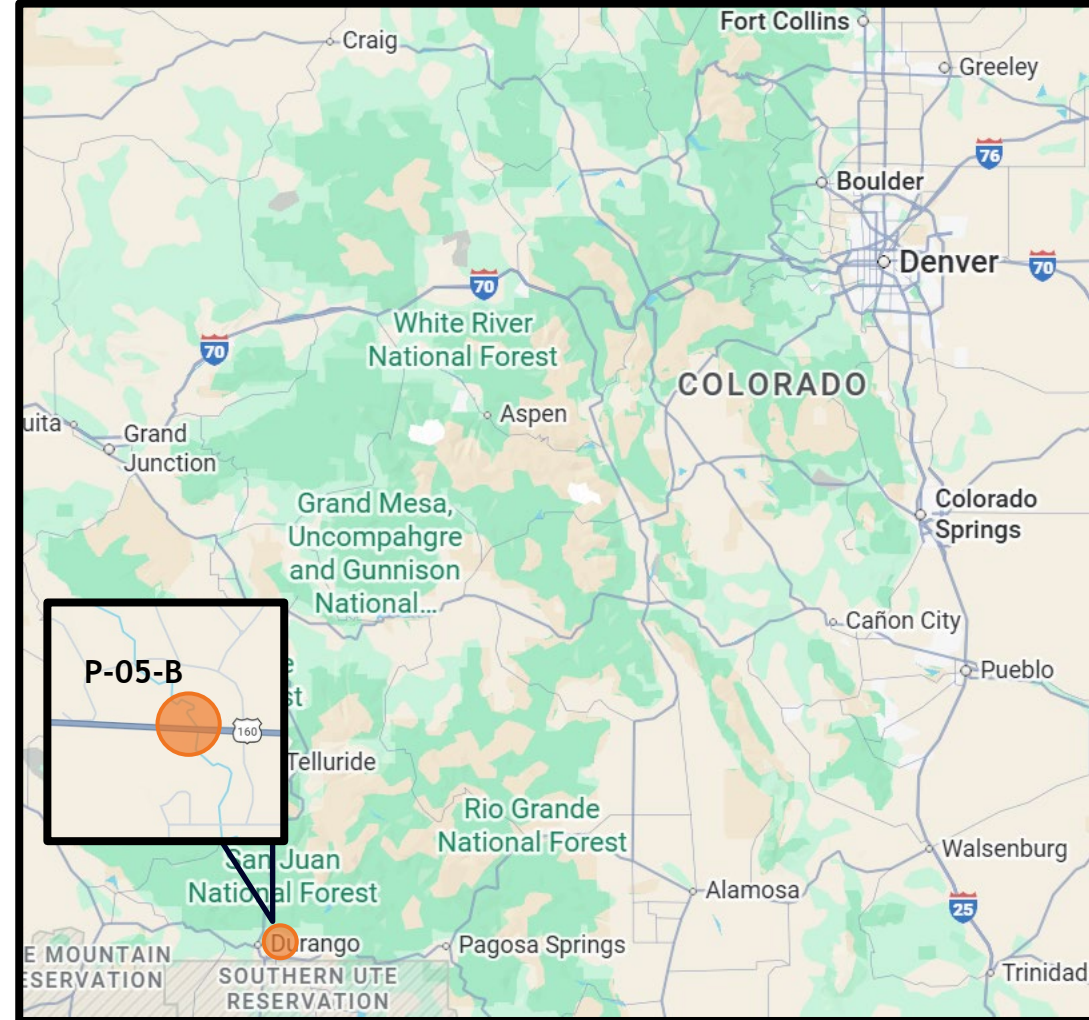
**BTE State funding: \$18,303,556**

BTE is formally requesting construction funding to provide the budget necessary to advertise the project.



# Region 5 Budget Supplement Request

Structure ID	Route/Crossing	Condition Rating	Total Budget Supplement Request	Project Phase
P-05-B	US 160 over Florida River	Fair	\$16,106,248	Construction



**Project:** US 160 Elmore's Corner East  
**Location:** CDOT Region 5, La Plata County  
**BTE Eligibility:** Functionally Obsolete and Sufficiency Rating below 50  
**BTE Prioritization:** 3rd Tier  
**CDOT 10-Year Plan Planning Project ID:** 1334  
**Funding commitment pre-approved via Res #BTE 2023-02-03**



Pier cap spalling on P-05-B

**Requested BTE Funding: \$16.1M;**  
**See 10-Year Plan Workshop for Total Project Cost Estimate**

BTE is formally requesting construction funding to provide the budget necessary to advertise the project. Note this funding is pending TC and BTE Board approval.



# Available Funding

## Bridge and Tunnel Enterprise Capital Construction Funding Balance, Fiscal Year 2026

Starting FY Budget Balance	\$110,627,357
Year-to-Date Roll Forwards and Project Savings	\$34,339,612
Approved Project Transactions (BOD, EMT, or Staff Authority per PD 703)	-\$65,990,513
Pending Budget Supplements	-\$38,098,143
<b>Remaining Available Balance</b>	<b>\$40,878,313</b>



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# Questions or comments?



# Transportation Commission Meetings

## March 18-19, 2026

### Transportation Commission Workshop (TC) Notes

Wednesday, March 18, 2025 - 12:30 PM - 4:00 PM Workshops

12:30 - 4:15 PM Attendance:

Eleven Transportation Commissioners were present: Chair: Shelley Cook, Vice Chair: Barbara Bowman, Cecil Gutierrez, Elise Jones, Barbara McLachlan, Juan Marcano, Rick Ridder, Terry Hart, Diane Barrett, Hannah Parsons, and Todd Masters

#### Joint TC/CTIO Workshop on Bustang - Jeff Sudmeier, Kay Kelly, Piper Darlington and Emily Haddaway

**Purpose and Action:** To continue dialogue with the TC regarding Bustang's operational impact, and to explore revenue options and efficiency measures to support continued service. No action was requested, informational only.

For more details regarding this workshop please see the [March 2026 TC Packet](#) (Pages 4-29).

#### Discussion

- Commissioner Parsons asked about the status of a \$20 million Congestion Mitigation Air Quality (CMAQ) program reallocation. It was explained that it has not been reallocated yet, but may be an agenda item at the April TC meeting and could potentially be allocated to Bustang.
- Commissioner Bowman inquired about the expenses for administration. The expense for administration was noted to be as follows: Outrider is \$7 million, Pegasus is \$5 million, and expenses for seasonal services are about \$500,000.
- Commissioner Parsons asked if operating costs for the mobility hubs come from Bustang operations. It was noted that costs come from the overall budget.
- A question regarding if Outrider uses one contractor to provide service was raised, and it was noted that Outrider has multiple contractors providing service.
- Commissioner Jones asked if there is a calculation or number in the role of transit in managing congestion in a corridor. It was explained that while there

is not a number now, DTD staff is doing research into this. Commissioner Jones expressed interest in a calculation of equivalent fare box recovery of taxes for motorists. Commissioner Jones also asked if there is data on how corridors benefit from tolling or Bustang in other corridors. The response was that from a tolling perspective, corridors are treated as a network.

- Commissioner Marcano asked how many qualified operators exist in CO. The response was that there are about 60 transit agencies and private companies in Colorado. Commissioner Marcano also expressed interest in presentations of costs and positive/negative externalities for all modes of transportation.
- Commissioner Bowman inquired if there are any state transit systems in the US that finance themselves completely from the farebox, to which the response was no.
- Commissioner Gutierrez expressed appreciation for this presentation and would also like to see a 10-Year Plan review, along with looking further into how SB 24-184 funds could be used.
- Commissioner Ridder mentioned that private enterprises and sponsors could be one options to help increase funds.
- Commissioner Cook highlighted a few ideas. Because CDOT outsources some operations to local communities, she wondered if accessing SB 24-230 funds to operate one of the CDOT provided services might be an option. In addition, Commissioner Cook noted that there might be ways to get more cost savings based on fare and vehicle pricing.

## Pueblo Area Council of Governments Greenhouse Gas (GHG) Transportation Report - Darius Pakbaz and Eva Cosyleon

**Purpose and Action:** CDOT staff recommends approval by the TC of the 2026 Pueblo Area Council of Governments (PACOG) GHG Transportation Report for the 2050 Long Range Transportation Plan. Staff recommended acceptance of the March 2026 PACOG GHG Transportation Report through resolution at the March 19, 2026 Transportation Commission Meeting.

For more details regarding this workshop please see the [March 2026 TC Packet](#) (Pages 30-228).

### Discussion

- Commissioner Hart thanked Eva and Darius for their work on the PACOG GHG Transportation Report, and expressed that timing traffic lights better could reduce greenhouse gas emissions as well.
- Commissioner Bowman expressed support for the roundabout projects.
- Commissioner Marcano also noted his support for roundabouts and expressed the importance of transportation options being available before the the launch of new high-density land use developments.

## Condemnation Authorization Request- US 160 Elmore's East Project

**Purpose and Action:** CDOT Region 5 seeks condemnation authorization for 1 ownership consisting of 2 fee parcels, 1 Wildlife Habitat parcel and 2 temporary easements necessary for Project Number FBR 1602-193. CDOT staff is recommending TC approval of a resolution, in accordance with Colorado Revised Statute §43-1-208, granting approval to CDOT to initiate and conduct condemnation proceedings for this project.

For more details regarding this workshop please see the [March 2026 TC Packet](#) (Pages 229-254).

### Discussion

- No discussion

## Budget Workshop

### Draft FY 2026-27 Final Budget Allocation Plan - Jeff Sudmeier and Bethany Nicholas

**Purpose and Action:** The Division of Accounting and Finance (DAF) is presenting and then requesting that the TC adopt the FY 2026-27 Final Annual Budget Allocation Plan.

For more details regarding this workshop please see the [March 2026 TC Packet](#) (Pages 255-266).

### Discussion

- No discussion.

## Sixth Budget Supplement to FY 2025-26 - Jeff Sudmeier and Bethany Nicholas

**Purpose and Action:** To request the TC approval of the March Budget Supplement for the reallocation of 10-Year Plan funding from bid savings from the US350A Overlay MP 46-63, Otero County (ID 2627, Project Code 24703) to the CO71 Ordway Intersection Improvements County Road G and CO96 (ID 1625, Project Code 25539). This transfer is needed to fully fund the construction phase for the intersection improvement project.

This topic was not presented at the TC Workshops, but was part of the TC packet. For more details regarding this topic, please see the [March 2026 TC Packet](#) (Pages 368-370).

## Roadside Fire Mitigation Update - Bob Fifer and Jim Fox

For more details regarding this workshop please see the [March 2026 TC Packet](#) (Pages 312-322).

### Discussion

- Commissioner Masters asked about the rationale for the permitting process to work along roadways. The response was there is either an access or maintenance requirement to work along any highway, and that there are a lot of technical utility and environmental reasons for the permitting.
- Commissioner Cook also asked if the county needed permits as well, to which the answer is yes. The permits are important for safety.
- Commissioner Bowman noted that the office of tourism has messaging about fire safety and CDOT could use this messaging as well.
- Chair Cook wanted to clarify when mowing is done by contractors versus CDOT maintenance crews. Mowing is conducted by CDOT crews, after a prioritization discussion occurs. Contracted services are for trash removal and trimming of trees along the roadways.

## 10-Year Plan Workshop - Darius Pakbaz and Marissa Gaughan

**Purpose and Action:** Staff is continuing the process of presenting the 10-Year Plan for consideration and adoption. 10-Year Plan public engagement and results from the two-week public comment period will be featured in this workshop, along with a discussion about how the 10-Year Plan achieves PD-14 performance targets. No action is requested of the TC this month, this is for information only.

For more details regarding this workshop please see the [March 2026 TC Packet](#) (Pages 267-311).

### **Discussion**

- Commissioner Jones asked how the public comments are used. It was explained that the Commissioners can use the comments to inform their approval of the Plan. The comments may be used in the future when projects are developed further. Commissioner Jones also noted that it would be helpful to see the percentages of funding allocated for each PD 14 goal.
- Commissioner Ridder agreed the funding would be helpful to know, as there is a public perception that not enough money is going to roads.
- Commissioner Marcano highlighted that projects marked as safety, such as highway widening may cause drivers to speed, and that safety is mostly related to behavior.
- Commissioner Cook asked if we are addressing culverts in the 10-Year Plan. The response was that the majority of the money for culverts is programmed or expended already under the asset management program.
- Commissioner Hart would like to see scorecards compared against other years and ways to see trends/impacts associated with previous funding decisions.

### **Audit Review Committee - Frank Spinelli**

For more details regarding this workshop please see the [March 2026 TC Packet](#) (Page 323).

ARC Members: Rick Ridder, Chair; Diane Barrett, Shelly Cook, and Todd Masters

### **Agenda**

1. Call to Order
2. Motion to Approve December 17, 2025, Minutes - Minutes were approved by Commissioner Ridder and seconded by Commissioner Barrett, and passed unanimously.
3. Motion to Approve FY 2027 Internal Audit Plan - Audit Plan was approved by Commissioner Ridder and seconded by Commissioner Barrett, and passed unanimously.

# Transportation Commission (TC) Board Meeting

**Thursday, March 19, 2026 - 9:00 AM**

## Call to Order, Roll Call

Ten Transportation Commissioners were present: Chair: Shelley Cook, Vice Chair: Barbara Bowman,, Elise Jones, Barbara McLachlan, Juan Marcano, Rick Ridder, Terry Hart, Diane Barrett, Hannah Parsons, and Todd Masters

Excused: Commissioner Cecil Gutierrez

## Public Comments

Public Commenters YouTube Video <https://www.youtube.com/live/kV8akLWsfY>  
Timestamp 0:50 to 12:12.

- Julie Duran Mullica - Adams County Commissioner - The 10-Year Plan must adhere to its core purpose of capital investment to improve safety, reliability, and modernize corridors - Adams County corridors are in immediate need include: I-270, I-25 North and US 36. These corridors carry lots of freight and experience high crash rates. Adams County has concerns with how much funds are being expended for transit, when CDOT has such limited funds. Adams County supports transit, but other priorities need to take precedence to enhance safety and economic growth.
- Robert Greer submitted an email with comments.
- Ean Tafoya - Green Latinos - Expressed support for Bustang and specific support for more rural routes and increased service. Sees climate as the top concern vs. the economy.
- Jamie Valdez - Green Latinos - Supported a new Supplemental Draft Environmental Impact Statement (DEIS) for I-270 that compares the, “Healthy Communities No Widening Alternative (HCNW),” against alternatives to widening. Valdez is vehemently opposed to the widening of I-270. Widening only increases traffic. The previous DEIS created a false binary (widening vs. nothing). A new DEIS needs to adopt real mitigation alternatives. Toll lanes are one such option. The HCNW alternative should be included in the NEPA analysis and be the preferred alternative of the new DEIS, as it meets all of CDOT’s project goals. See the Design Assistance Team (DAT) report proposed previously. Several sustainable improvements were included as part of the alternative.

For more details on public commenters who signed up and any written comments that may have been submitted to the TC, please reach out to the TC Secretary, Herman

Stockinger at [herman.stockinger@state.co.us](mailto:herman.stockinger@state.co.us).

## Comments of the Chair and Commissioners

- Commissioner Masters: No comment.
- Commissioner Hart: Expressed gratitude for the hard work CDOT put into the workshop presentations. He also wanted to remind everyone that he both supports Transit and Fix Our Roads projects. Recognized the presentation from the Pueblo Area Council of Governments. Conversations regarding the 10-Year Plan are meaningful and helpful. that CDOT can only implement projects with the funding that is allocated and in compliance with the statutes that are laid out through Colorado law.
- Commissioner Bowman: Wanted to give thanks to the other western and Inter Mountain Commissioners for coming to the Club 20 meeting in Grand Junction in March. Also wanted to thank CDOT for the informed discussion on the future of Bustang. Congratulations to the PACOG Long-Range Transportation Plan. Bridge and Tunnel Enterprise focused on bridge improvements. Tagging along County meetings with CDOT Region 3 RTD Jason Smith.
- Commissioner Jones: wanted to thank CDOT for workshop presentations, especially on fire mitigation, Bustang, and the 10-Year Plan. TC is having the right conversations and analysis on projects for the 10-Year Plan.
- Commissioner McLachlan: wanted to echo here the Commissioners thanks for the workshop presentations and also wanted to thank the RTD's for their help. She also attended the Club 20 meeting. She wanted to thank our federal partners for their help in re obtaining federal funds for the Elmore's Corner US 160 East project. Also of note - there will be a professional bike race in Durango in 2030 and there is a portion of the race route that would benefit from a bike/ped underpass to address safety concerns.
- Commissioner Ridder: attended the club 20 meeting in March and has traveled over 1,000 miles in the past month to attend various CDOT meetings around the state and his district. Also wanted to thank CDOT for the wildfire mitigation presentation and the efforts that will follow.
- Commissioner Parsons: Wanted to thank CDOT staff for the workshop presentation specially the 10-Year Plan and the wildfire mitigation presentations.
- Commissioner Marcano: attended a working group meeting for Gun Club Road in Aurora. He also wanted to highlight the new improvements to road infrastructure in Pueblo. Also wanted to highlight how Transit ridership has struggled in other parts of the country specifically with the Bay Area Rapid Transit (BART) attemptng to pass a tax to help with funding. He gleaned from this sentiment that transit is not federally subsidized to the same degree as

highways and other road infrastructure. Stressed the need to be efficient with limited funds available.

- Commissioner Barrett: Echoed her fellow Commissioners comments about the workshop presentations and various other items.
- Chair Cook: Thanked CDOT for their efforts regarding wildfire mitigation. Cook attended the Jefferson County Commissioner Meeting as well wanted to give recitation to the commissioners that attended the Club 20 meeting. The Commissioner also attended the ribbon cutting of the US 40 project in and near Empire and specifically commented on the new pedestrian bulbouts in the town of Empire along US 40.

### **Executive Director's Report - Shoshana Lew**

- The ribbon cutting for the US-40 project in Empire emphasized that one of the perks of a warm dry winter is that CDOT can continue working on projects in the winter.
- Due the dry winter more fire danger is possible leading to fire mitigation needed along CDOT's highways.
- Concerning the legislative session, the Multimodal Transportation and Mitigation Options Fund (MMOF) program funding will most likely be cut by \$10.5 million (of a general fund transfer) and there is a bill that is looking to set guidelines for Autonomous Vehicles.
- Colorado Transportation Investment Office (CTIO) and the Clean Transit Enterprise (CTE) are growing in their respective duties and wanted to give a shout out to Piper Darlington for her work on Mountain Rail.
- Mountain Rail just reached a rate-limiting factor agreement with Amtrak.
- FHWA and John Cater were thanked and recognized for helping with getting federal funding back for the US160 Elmore's Corner Project in Region 5.
- John Davis, who works in CDOT Region 5, Maintenance Section 2 is retiring.

### **Chief Engineer's Report - Keith Stefanik**

- Stefanik presented on the Speed Enforcement program along CO-119 and 1-25 North Segment 5.

### **Colorado Transportation Investment Office (CTIO) Director's Report - Piper Darlington**

- Darlington thanked the Commissioners for the inclusion of the CTIO board in the Bustang funding discussion. CTIO has a new new hire: a new Multimodal Financial Deputy, Meredith Moon.
- Tolling on Segments 6-8 of I-25 North are live. There is an extensive ad campaign about tolling violations, and the campaign is in partnership with Colorado State University. This work is believed to have resulted in lower violation rates.

## **FHWA Report - John Cater**

- Excused

## **STAC Report - STAC Chair, Gary Beedy**

- STAC is supporting the FY26-27 Budget and gave a formal recommendation for approval by the TC.
- STAC got a demonstration on the new STIP online project tracking tool.
- There will be a new interstate connecting Texas to New Mexico (I-27) in addition, New Mexico is interested in connecting to the future Front Range Passenger Rail.
- Our Federal partners are starting a new interstate creation/funding pool.
- STAC members, while they supported Bustang, were generally hesitant to fund Bustang with such a large funding gap for pavement maintenance projects.

## **Legislative Report - Emily Haddaway**

### CDOT Supports:

- [SB26-141: Wildlife Crossing Bill](#)
- [HB26-1237: Transportation Safety Modifications](#)
- [HB26-1127: Reporting after fatal car crashes](#)

### Bills to be Amended:

- [HB26-1076: Transportation statutory cleanup](#)
  - CDOT suggests repealing the need for noise mitigations and a few other small clean up's to the bill
- [HB26-1286: Autonomous Vehicles](#)
- [HB26-1318: Traffic Safety near Schools](#)

### Bill Postposed:

- [HB26-1248:Overweight Freight Bill](#)

## **Discuss and Act on Consent Agenda - Herman Stockinger**

- Proposed Resolution #1: Approve the Regular Meeting Minutes of February 19, 2026
- Proposed Resolution #2: IGA Approval >\$750,000
- Proposed Resolution #3: Disposal Parcel 140R-Rev1, Steamboat Springs, US 40
- Proposed Resolution #4: John "Jack" Thurman Memorial Highway Designation Approval
- Proposed Resolution #5: R4 Access Appeal Access Application #425127 on SH 85

A motion by Commissioner Jones was raised to approve, and seconded by Commissioner Marcano and passed unanimously.

**Discuss and Act on Proposed Resolution #6: Condemnation Authorization Request - US 160 Elmore's East Project - Keith Stefanik and Julie Constan**

A motion by Commissioner McLachlan was raised to approve, and seconded by Commissioner Cook, and passed unanimously.

**Discuss and Act on Proposed Resolution #7: 6th Budget Supplement of FY 2025-26 - Jeff Sudmeier and Bethany Nicholas**

A motion by Commissioner Bowman was raised to approve, and seconded by Commissioner Hart, and passed unanimously.

**Discuss and Act on Proposed Resolution #8: FY 2026-27 Final Annual Budget Allocation Plan - Jeff Sudmeier and Bethany Nicholas**

A motion by a Commissioner was raised to approve, and seconded by another Commissioner, and passed unanimously.

**Discuss and Act on Proposed Resolution #9: Pueblo Area Council of Governments GHG Transportation Report - Darius Pakbaz**

A motion by Commissioner Hart was raised to approve, and seconded by Commissioner Jones, and passed unanimously.

**Discuss and Act on Proposed Resolution #10: CDOT GHG Transportation Report - Darius Pakbaz**

A motion by Commissioner Jones was raised to approve, and seconded by Commissioner Bowman, and passed unanimously.

**Recognitions and Other Matters**

**Adjournment**

The TC Board Meeting was adjourned at approximately 10:20 am.

The next Transportation Commission Workshops and Board Meeting are scheduled for Wednesday - Thursday, April 15-16, 2026.



**COLORADO**  
Department of Transportation

## Transportation Commission Memorandum

**To:** Transportation Commission

**From:** Lauren Cabot

**Date:** March 31, 2026

**Subject:** Intergovernmental Agreements over \$750,000.00

### Purpose

Compliance with CRS §43-1-110(4) which requires intergovernmental agreements involving more than \$750,000 must have approval of the Commission to become effective. In order stay in compliance with Colorado laws, approval is being sought for all intergovernmental agencies agreements over \$750,000 going forward.

### Action

CDOT seeks Commission approval for all IGAs contracts identified in the attached IGA Approved Projects List each of which are greater than \$750,000. CDOT seeks to have this approval extend to all contributing agencies, all contracts, amendments, and option letters that stem from the original project except where there are substantial changes to the project and/or funding of the project.

### Background

CRS §43-1-110(4) was enacted in 1991 giving the Chief Engineer the authority to negotiate with local governmental entities for intergovernmental agreements conditional on agreements over \$750,000 are only effective with the approval of the commission.

Most contracts entered into with intergovernmental agencies involve pass through funds from the federal government often with matching local funds and infrequently state money. Currently, CDOT seeks to comply with the Colorado Revised Statutes and develop a process to streamline the process.

### Next Steps

Commission approval of the projects identified on the IGA Project List including all documents necessary to further these projects except where there are substantial changes to the project and/or funding which will need re-approval. Additionally, CDOT will present to the Commission on the Consent Agenda every month listing all the known projects identifying the region, owner of the project, project number, total cost of the project, including a breakdown of the funding source and a brief description of the project for their approval. CDOT will also present any IGA Contracts which have already been executed if there has been any substantial changes to the project and/or funding.

## **Attachments**

IGA Approved Project List



**COLORADO**  
Department of Transportation

## Transportation Commission Memorandum

**To:** Transportation Commission

**From:** Shawn Smith, Director of Maintenance and Operations

**CC:** Herman Stockinger, Deputy Executive Director

**Date:** April 16, 2026

**Subject:** FY 26 Maintenance Project List

### Purpose

The Maintenance Sections have identified projects valued at between \$150,000 and \$300,000 for construction in FY 26. The resolution details additions to project locations, type, and dollar value.

### Action

Per CRS 24-92-109 and PD 703.0 CDOT is required to prepare estimates of proposed work exceeding \$150,000 up to \$300,000 for Transportation Commission approval prior to undertaking the work.

### Background

The program allows the Maintenance Sections the flexibility to react to current needs by treating individual segments of highways showing distress.

Sufficient funds exist within the appropriate MPA's to pursue these projects. The projects are in accordance with the directive and all other requirements. The Division of Maintenance & Operations recommends approval of the projects on the FY26 \$150K-300K list.

### Next Steps

Upon approval, the Maintenance forces will proceed with construction of these projects in FY 26.

### Attachments

Resolution for Transportation Commission Approval - Includes Project List



**COLORADO**

Department of Transportation

# Transportation Commission Memorandum

**To:** The Transportation Commission

**From:** Jeff Sudmeier, Chief Financial Officer  
Bethany Nicholas, Deputy Chief Financial Officer

**Date:** April 16, 2026

**Subject:** April Budget Supplement

## 10 Year Plan Transfer

### Region 1

Region 1 requests to transfer \$16,689,799 in 10 Year Plan project savings from the Safer Main Streets Program (Plan ID #6) to Plan ID #2 (I-270 Improvements and Congestion Relief from I-76 to I-70). The reallocation is intended to address the CDOT goal to Sustainably Increase Transportation Choice principles including new ADA ramps and lighting, filling in sidewalk gaps, new pedestrian bridge with walls, and addresses uncompliant intersections along the roadway. There will also be environmental remediation suggestions incorporated into the project scope. See attached memo #1 for more details.

## Project Budget Increase

### Region 3

Region 3 requests \$13,124,833 in additional project funds for the I-70 Vail Pass Safety and Operations Improvements Construction Package 4. Several items need to be added to the scope, including repairs of metal culverts, guardrail replacement, and additional asphalt. \$1M of the budget increase is a requested 10 Year Plan transfer of project savings from Plan ID #2777 US 24 North of Leadville to Plan ID #0042 I-70 West: Vail Pass Safety Improvements - Phase 1. The remaining \$12,124,833 will be sourced from savings in the utilities phase of the project and various Region 3 pools. See attached memo #2 for more details.

**Balances of TC Funds are as follows:**

**Transportation Commission Contingency Reserve Fund Reconciliation**

<b>Date</b>	<b>Transaction Description</b>	<b>Amount</b>	<b>Balance</b>
July-25	Balance 1S25		\$35,029,753
August-25	Balance 2S25		\$35,029,753
September-25	Balance 2S25		\$35,188,319
October-25	Balance 3S25		\$36,442,757
November-25	Balance 4S25		\$31,487,915
December-25	Balance 5S25		\$31,487,915
January-26	Balance 5S26		\$31,487,915
February-26	Balance 5S26		\$35,188,120
March-26	Balance 6S26		\$35,188,120
	Region 1 Bridge Strike Damage Claims	\$900,000	
April-26	Pending Balance 7S26		\$36,088,120

**Cost Escalation Fund Reconciliation**

<b>Date</b>	<b>Transaction Description</b>	<b>Amount</b>	<b>Balance</b>
July-25	Balance 1S25		\$1,811,571
August-25	Balance 2S25		\$3,997,457
September-25	Balance 2S25		\$3,997,457
October-25	Balance 3S25		\$4,090,752
November-25	Balance 4S25		\$4,090,752
December-25	Balance 5S25		\$4,090,752
January-26	Balance 5S26		\$3,181,767
February-26	Balance 5S26		\$1,352,960
March-26	Balance 6S26		\$1,352,960
April-26	Pending Balance 7S26		\$1,352,960

### Transportation Commission Program Reserve Fund Reconciliation

Date	Transaction Description	Amount	Balance
July-25	Balance 1S25		\$56,915,262
August-25	Balance 2S25		\$56,915,262
September-25	Balance 2S25		\$147,101,951
October-25	Balance 3S25		\$144,753,872
November-25	Balance 4S25		\$145,753,872
December-25	Balance 5S25		\$48,450,185
January-26	Balance 5S26		\$48,450,185
February-26	Balance 5S26		\$49,826,329
March-26	Balance 6S26		\$50,363,521
	Supplement Bill Reduct, Transf. to TC Reserve	\$2,741,494	
April-26	Pending Balance 7S26		\$53,105,015

### Transportation Commission Maintenance Reserve Fund Reconciliation

Date	Transaction Description	Amount	Balance
June-25	Balance 12S25		\$3,719,556
	FY26 Allocation		\$12,000,000
July-25	Balance 1S25		\$15,719,556
August-25	Balance 2S25		\$15,719,556
September-25	Balance 2S25		\$12,000,000
October-25	Balance 3S25		\$12,000,000
November-25	Balance 4S25		\$12,000,000
December-25	Balance 5S25		\$26,200,000
January-26	Balance 5S26		\$24,711,218
February-26	Balance 5S26		\$22,493,941
March-26	Balance 6S26		\$20,176,566
	Feb Special Pay Dist. #4	-\$2,005,182	\$0
April-26	Pending Balance 7S26		\$18,171,384



**COLORADO**

**Department of Transportation**

## Transportation Commission Memorandum

**To:** Colorado Transportation Commission

**From:** Jessica Myklebust, Region 1 Transportation Director

**Date:** April 16, 2026

**Subject:** Region 1 10-Year Plan Strategic Funding Project Reallocation Request

### Purpose

Periodically, modifications to projects in the 10-Year Plan are necessary during its current cycle. Since the Transportation Commission (TC) is responsible for approving the initial plan, any subsequent changes must also be submitted for approval. Therefore, Region 1 seeks the TC's approval of the March Budget Supplement to reallocate Region 1 10-Year Plan dollars to an existing 10 year plan project.

### Background

Region 1 staff continue to work closely with the members of Denver Regional Council of Governments (DRCOG) to ensure regional funding is allocated to the highest priority projects.

In 2018, during the creation of the original 10-Year Plan, the following project was allocated with Strategic funding.

- Safer Main Streets (SMS) Program (Plan ID# 6) with \$67,300,000 in Fiscal Years (FY) 2019 to FY 2022.

37 (SMS) projects were selected through a competitive call for projects in 2019 and 2020. The TC allocated \$67.3M in 2019 to the program via strategic funding sources. This 10 year plan project included various non-10 year plan

funding sources and funding contributions via STBG funds that enhanced the total program amount to \$76.8M. Region 1, coordinating with Region 4 and DTR, has allocated the entire \$76.8M program and has completed the majority of the projects to date. The original CDOT total allocations of strategic funding ended up being more than what was needed to deliver the entirety of the 10-year plan projects for the program noted above, partially because other additional non-strategic funding sources came together during the delivery of the program to further assist in delivering the collective projects for this program. Region 1 requests approval to reallocate the total unallocated remainder (\$16,689,799) in strategic funding to I-270 Improvements and Congestion Relief from I-76 to I-70 for the following reasons:

- addresses Fix It First principles due to low drivability rating.
- addresses Advancing Transportation Safety principles and addresses the CDOT goal to Sustainably Increase Transportation Choice principles including new ADA ramps and lighting, filling in sidewalk gaps, new pedestrian bridge with walls, and addresses uncompliant intersections along the roadway.

This project is anticipated to be further refined into five (5) phases of the I-270 Corridor project in the next 10 Year Plan. The funds transfer requested today will move to Plan ID 0002.5 when approval for that later action occurs. Additionally, the I-270 project combines environmental remediation suggestions from the environmental impact statement (EIS) to be finalized in Fall 2026.

#### **Action**

The TC is requested to approve the reallocation of \$16,689,799 in 10-Year Plan Strategic Funding (FY 2019 - FY 2026) from existing project savings to another 10 Year Plan Project, I-270 Improvements and Congestion Relief from I-76 to I-70 (Plan ID: 0002.0).

#### **Recommendation**

Region 1 recommends approving the reallocation of FY 2019 - FY 2026 10-Year Plan Strategic Funding as detailed above.

#### **Next Steps**

If approved, the Region 1 Business Office will work with the Office of Financial Management and Budget (OFMB) to adjust the funding for the project. The

Region will continue with final design and planned advertisement in late June 2026.





## Memorandum

**To:** Transportation Commission  
**From:** Jason Smith, Region 3 Transportation Director  
**Date:** March 25, 2026

### **Subject: Budget supplement for 24567 I-70 Vail Pass Safety and Operations Improvements Construction Package (CP) 4**

#### **Purpose**

Region 3 requests to add an additional \$13,124,833 to the I-70 Vail Pass Aux Phase 1 CP 4 project.

#### **Action**

Per CDOT Procedural Directive 703, Transportation Commission Approval is needed when additional funds are added to a project which exceeds \$5,000,000 above the original approved funding. A previous funding letter, completed in August 2025, approved an additional \$2,898,451 for the project for added scope including avalanche fence and surface treatment, raising the total approved from \$151,155,893 to \$154,054,344. With this action, the Commission is asked to approve an additional \$13,124,833 funds, raising the total to \$167,179,177. The \$13,124,833 budget increase includes a \$1M transfer of 10 Year Plan project savings from the US 24 N of Leadville project.

#### **Background**

The 24567 I-70 Vail Pass Aux Phase 1 CP4 Project started construction in 2024 as part of the larger I-70 Vail Pass Safety and Operations INFRA Grant Project. The CP4 safety improvements include the addition of a 3<sup>rd</sup> lane, wildlife underpasses, additional truck parking, curve smoothing, ITS components, sediment collection ponds as well as other improvements aimed at improving the safety and operations of West Vail Pass. Funding has been identified for the requested budget supplement of \$13,124,833 and broken into three different categories; \$6,244,833 in requested additional scope added to the project with specific funding; \$2,900,000 in Construction Management and utility savings for refined scope; and \$3,980,000 in refined project scope. Please see additional details as follows.



Description	Funding Source	Added Scope	Project Savings	Refined Existing Scope
Added scope to repair additional metal culverts in project limits.	Critical Culvert Repair (CCR)	\$2,718,833		
Added scope to repair additional culverts in project limits over 48"	Culvert funding (CCP)	\$700,000		
Wildlife fence length had been reduced in Spring 2024 before AD to match budget. CPW partnered and funded additional fence length.	Colorado Wildlife Alliance	\$300,000		
The INFRA grant scope originally included an overhead VMS sign, which was removed to reduce costs. The USDOT requested the sign be added back.	Freight	\$1,500,000		
Additional striping and signage related to SB24-100 and HB 23-167 (no trucks in left lane) CMV signage	Freight	\$126,000		
Additional night work and temp concrete barrier to minimize traffic impacts like were experienced in 2024.	RPP	\$750,000		
Winter lane configuration - 3rd lane open 1 year early	10 year plan	\$150,000		
<b>SUBTOTAL ADDED SCOPE</b>		<b>\$6,244,833</b>		
Replace additional guardrail to bring to standard	CM savings		\$1,800,000	
Shifted work from the Uphase contract with Xcel to the C phase contract with Kiewit. Prevented a 1 year delay and \$10M in additional construction cost.	U phase savings		\$1,100,000	
<b>SUBTOTAL REFINED EXISTING SCOPE WITH PROJECT SAVINGS</b>			<b>\$2,900,000</b>	
Asphalt Quality Payments were higher than funded. It's typical to only fund a percentage of what the contractor will earn but they earned more than funded.	Resurfacing			\$650,000
Higher than expected unsuitable subgrade. The team value engineered the method to repair subgrade, but the quantity was 3 times the estimated quantity.	Resurfacing & 10 year plan			\$700,000
Variability in existing asphalt for the widening and slope corrections led to a 14% increase in the required asphalt to meet design criteria.	RPP, 10 year plan, Resurfacing			\$2,380,000
More rockfall scaling was needed than estimated in the area of the avalanche fence.	10 year plan			\$250,000
<b>SUBTOTAL REFINED EXISTING SCOPE WITH ADDED FUNDS</b>				<b>\$3,980,000</b>
<b>TOTAL REQUESTED FUNDS TO BE ADDED TO PROJECT</b>				<b>\$13,124,833</b>

Table 1 - Descriptions, funds and funding sources for each of the categories of requested additional funds.

## Recommendation

Upon approval, CDOT Region 3 will add the funding to the project and complete a change order to add additional funds to the construction contract to implement the above-mentioned changes.



**COLORADO**  
Department of Transportation

## Transportation Commission Memorandum

**To:** Colorado Transportation Commission

**From:** Darius Pakbaz, Director, Division of Transportation Development; Troy Halouska, Senior NEPA Specialist and PEL Program Manager

**Date:** April 16, 2026

**Subject:** TC Environmental Awards Presentation

### Purpose

The 23rd annual CDOT Environmental Awards sponsored by the Division of Transportation Development's Environmental Programs Branch have been chosen. The purpose of the awards is to help foster an environmental ethic through recognition of transportation projects, maintenance activities, and staff that exemplify CDOT's commitment to environmental excellence.

### Action

Informational Only

### Background

We had 14 total submittals in four categories. The selection panel comprised of seven individuals. They were representatives from Region 1, the Environmental Programs Branch, and property management and included a broad range of experience and disciplines.

### Innovative Environmental Process

*Floor is Lava: Completing Complex Bridge Work While Avoiding Sensitive Resources Below*

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Submitted by: Summer Slama, Region 2 Environmental Protection Specialist  
Team Members Involved: R2 South Program Design: Jennifer Sparks, Laurel Jones, James Sawaya, Jesse Valdez, and Kevin Pilgrim (Hydraulics); R2 South Program Construction: Roger Graham, Zach Bay, Troy Branom, and Kelly Melgoza; CDOT Environmental: Summer Slama (R2), Becky Pierce (EPB), Kristin Salamack (EPB), Hannah Braun (EPB), Greg Wolff (EPB), Nicole Peavey (EPB), and Craig Clark (R2); CDOT Staff Bridge: Joel Johnson and Johan Bjorkquist; Myers and Sons Construction: Tony Strain and Sebastian Hayes

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Summary: This project utilized an incredibly innovative approach to accomplish some especially challenging objectives while avoiding sensitive environmental resources. The needed project was to rehabilitate and provide essential repairs to two major bridge structures along US 50B over the Arkansas River. The bridges provide the area's

only crossing over the river. While the planned repairs were logistically complex, the project was further complicated by the environmental setting. Beneath the two bridges, the Arkansas River channel featured expanses of herbaceous wetlands which provide habitat for the federally threatened Eastern Black Rail (a species of small bird). The structures themselves provide nesting opportunities for migratory birds and roosts for potentially threatened bat species. A survey at the bridges revealed that bats, indeed, use the structures as a night roost, foraging along the Arkansas River during their active hours. Given the evidence of bat use, it was assumed that the Tricolored Bat, a species newly proposed for federal listing, was present within the project area. In addition to the sensitive environmental resources present, the bridge girders featured lead-based paint, presenting concerns for both worker safety and for environmental contamination.

Accomplishing this work was no easy feat with the active river flowing directly below. Initial plans for access involved constructing temporary dirt berms within the Arkansas River channel and diverting water within the channel. This presented flood and safety risks, concerns for Clean Water Act compliance, and threatened to adversely affect federally listed species. Further, the levees paralleling and containing the river receive oversight from the US Army Corps of Engineers. Other possible construction methods, including hydro demolition, were proposed, but each had its own set of drawbacks and potential environmental impacts.

An innovative approach was employed to evaluate construction methods prior to clearing the project and putting it out for advertisement: the CDOT Region 2 South Program held a constructability review. This was an all-hands-on-deck event which included CDOT Engineering and Specialty Units, as well as Contractors who could provide insight into how the work could feasibly be accomplished within the given parameters. Through that process, a clear solution was eventually identified which could efficiently achieve the goals of the project while entirely avoiding impacts to the surrounding environment.

Instead of building structures within the river channel or off the two levees, an intricate scaffold structure was erected beneath the bridge deck. The platform was built from the bridge deck and access within the river channel below was limited to foot traffic only. The scaffolding, built by Myers and Sons provided access to the rocker bearings, acted as a catchment system during deck and paint removal, and allowed workers to conduct nest removal operations.

Because of this innovative approach to construction, obtaining the appropriate environmental clearances was a more straightforward process. Endangered Species Act compliance was completed via an informal consultation with US Fish and Wildlife Service since no sensitive habitat was impacted. All work was completed in daytime hours, so neither the Eastern Black Rail nor the Tricolored Bat (both nocturnal species) were adversely affected by construction. No Section 408 permissions were required from the US Army Corps of Engineers (though the Corps was made aware of the project), and no Clean Water Act permits were necessary since there were no

discharges into the Arkansas River or associated wetland habitat. All lead-based paint and other materials from the bridge deck were captured, contained, and properly disposed of. No detours were required since traffic was able to flow on one bridge while the other bridge received the necessary repairs. The unique approach to planning the construction phase resulted in a highly collaborative project with open lines of communication throughout all phases. The project finished ahead of schedule in the summer of 2025 and was under budget. Both bridges had been successfully restored and made much safer for the traveling public, and yet there was no real evidence in the surrounding environment that any work had taken place there - aside from the new blue girders. This was truly a standout project which exemplified that if things are done just right, no one will notice you've done anything at all.

Reasons for Choosing: The unique constructability review that was employed by Region 2 was a truly innovative approach to solving a complex problem. The innovation did not stop there. The sensitive and constrained work environment necessitated some out of the box thinking. The unique scaffolding structure not only kept workers and equipment out of the river and the sensitive environment surrounding it, but it also acted as a catchment system to keep contamination and other debris contained. This was truly amazing how impacts could be completely avoided. This approach also saved money compared to more traditional solutions and saved time with easier consultations and permitting. It was a very impressive solution that can now be duplicated on other projects that require work on bridges over environmentally sensitive areas.

## **Maintenance**

### *Cache la Poudre River Emergency Remediation*

Submitted by: Vanessa Santisteven, Region 4 Environmental Program Manager  
Team Members Involved: Region 4 Maintenance: Rocky Winters, TMII; John Mahin, TMIII; Macgregor Wright, EOIII; Justin Allbrandt, EMIII; Sean Smeltzer, TMI; Eric McCall, TMII; Matt Vogel, TMI; Shawn Sears, TMI; Mandy Williams, TMI; Zach Girard, TMI; Jesse Ross, LTC Ops; Region 4 Environmental: Jason Roth, EPS.

Summary: In October 2025, the Region 4 King Area Maintenance team demonstrated extraordinary environmental leadership by self-performing a high-risk, unbudgeted remediation of Colorado's only designated Wild and Scenic River. By bypassing traditional contracting in favor of internal innovation, the team removed over 10 tons of non-biodegradable debris from the Cache la Poudre corridor, restoring ecological integrity while saving significant taxpayer funds.

A late-2010s embankment stabilization project along CO 14 utilized a "burrito-wrap" design—encasing riprap in non-biodegradable landscape fabric and plastic Turf Reinforcement Matting (TRM). Recent extreme runoff events exceeded the design's capacity, shredding the fabric and dispersing tons of saturated plastic and debris into the river. The site posed three major hurdles:

- **Regulatory Complexity:** The "Wild and Scenic" designation meant that mobilizing heavy equipment in-river would trigger exhaustive permitting and high mobilization costs.
- **Ecological Timing:** Cleanup had to occur within a narrow low-water window to protect critical trout spawning beds.
- **Fiscal Constraints:** No emergency funds were budgeted for this remediation.

The King Area LTC OPS Jesse Ross and his team developed a low-impact, manual-entry strategy. Over two days in icy-cold water, the team navigated the following challenges:

- **Tactical Pivot:** When standard cutting tools failed to penetrate the saturated, rock-laden fabric, the team innovated using arborist ropes and a crane truck to provide mechanical leverage from the bank.
- **In-Water Recovery:** Four crew members worked submerged in the river to manually tie off debris, while Jason Roth and the remaining crew managed extraction and disposal.
- **Regulatory Stewardship:** By keeping heavy equipment on the roadway and off the riverbed, the team eliminated the need for complex federal permits, ensuring completion before the spawning season.

The success of this operation extends far beyond the highway shoulder, providing direct benefits to the community and the regional economy:

- **Protection of Recreation:** The Poudre River is a premier destination for fly-fishing and rafting. The team removed shredded fabric that had become a "sink" for anglers' lures and a physical entanglement hazard for rafters and wildlife.
- **Economic Stewardship:** By self-performing the work, the team ensured that limited CDOT funds remained available for other critical regional infrastructure needs.
- **Preserving Scenic Value:** As Colorado's only Wild and Scenic River, the Poudre is a point of immense local pride. The removal of "industrial trash" (black plastic and fabric) restored the pristine, natural aesthetic that draws thousands of tourists to the CO 14 corridor annually.
- **Community Trust:** This proactive response demonstrated to local residents and conservation groups that CDOT is not just a road-building agency, but a committed neighbor invested in the long-term health of the watershed.

In conclusion, the King Area Maintenance team went beyond their traditional scope of work to act as environmental first responders. Their grit, creative problem-solving, and commitment to the Poudre River ecosystem embody the highest standards of CDOT's mission.

Reasons for Choosing: This maintenance project revealed a strong demonstration of care for the state's only designated wild and scenic river. This team went above and beyond what is typically expected. It was a very tough undertaking in brutal conditions to clean-up the environment. Not only was substantial money saved by the CDOT maintenance team, but the effort also showcased the talent, ingenuity and grit employed by our own staff. Truly a standout maintenance activity this year.

## **Special Contributor**

*Jane Hann as Special Environmental Contributor*

Submitted by: Susie Hagie, R1 Environmental Program Manager

Summary: Jane Hann deserves the Special Environmental Contributor award because of her long-lasting and substantial positive impact to CDOT's environmental program. Jane began her career at CDOT in the old Region 6, but ended up moving to headquarters to run the Environmental Programs Branch, which she did for nearly two decades. Over her years at CDOT, Jane left a lasting legacy on many aspects of the environmental program at CDOT. During her tenure at CDOT, she had her hands in many innovative environmental endeavors. She shepherded the US 36 EA and FONSI to completion, which included an innovative wetland mitigation project. She led the efforts to create the permanent water quality pooled fund which reduced construction of small permanent water quality features in lieu of larger facilities which are more efficient to maintain. She brought groups together to create the Post Construction Establishment program and subsequent fund. She also had her hands in the effort to recreate the sustainability, air quality and greenhouse gas emissions programs. All of these examples are just to name a few specific efforts.

One of the most significant and important impacts Jane had at CDOT was where she had the ability to work within a regulatory context to support project delivery. She was able to negotiate with regulators, FHWA, and internal CDOT staff to find common ground to deliver projects AND protect the environment. Jane was heavily involved with various environmental committees in the AASHTO organization where she built relationships nationwide and learned valuable information about other DOTs' best practices. With this knowledge, one of Jane's most impressive accomplishments was that she spent many years representing CDOT on the Transportation Environmental Resource Committee where she both gave and received very useful knowledge to help improve and streamline state and federal regulatory processes by working directly with the environmental regulators.

Jane retired from CDOT earlier this year. The innumerable and lasting marks that she left on CDOT environmental are too many to describe here. She was a thoughtful leader who has guided the regions through complicated NEPA questions and quandaries. Most of all Jane gave generously of her time to people at CDOT; a smile, a genuine interest and thoughtful creativity. A true legacy that will not be forgotten at CDOT or in the environmental planning world as a whole.

## **Project**

*Geologic Point of Interest Trails*

Submitted by: Jamie Shapiro, R1 Senior Historian

Team Members Involved: Andrew Malewski - CDOT PM at CDOT R1 West Program; Tom DiNardo PE - CDOT R1 West Program Resident Engineer; Molly McCray, PE - Consultant

PM, David Evans and Associates, Inc; Adam Barnard, PLA, ASLA - Landscape Architect Goodbee & Associates; Mariko Tominaga ASLA - Senior Landscape Architect Goodbee & Associates; Jamie Shapiro - Environmental Project Manager and Historian, Region 1 Environmental; Nathan Rogers, Geologist, Colorado Geological Survey; James Hagadorn, Tim & Kathryn Ryan Curator of Geology; Cal Ruleman, USGS; Donna Anderson, CO School of Mines (retired) / Independent Geologist

Summary: When CDOT constructed the I-70 interstate through the Dakota Hogback in 1969, incredible geological layers were revealed. After a special committee of environmentalists, architects, landscape architects, educators, and geologists formed to assist the project team (a rare multidisciplinary team for that time) CDOT designed the roadcut in a unique benched manner to showcase the geology. CDOT also built parking lots (T-Rex on north and Stegosaurus on south) with trails along the benches. CDOT also added educational signs explaining the geology. These trails have had a bare minimum of maintenance over the years and have been badly in need of repair. Colorado School of Mines, Denver Museum of Nature and Science, National Park Service, USGS, Dinosaur Ridge, and others use the trails often as a teaching tool and have been advocating CDOT to rehabilitate them. CDOT Region 1 Environmental worked with Jefferson County Open Space to locate funds (a TAP grant, Region 1 funds, and Jefferson County Open Space funds) and created a project to rehabilitate the trails. The historic aspects, including the railings and pyramidal posts, will be retained. New educational signs were written by a committee of experts from Denver Museum of Nature and Science, USGS, Dinosaur Ridge, Hawk Watch and designed by Goodbee & Associates, who also did landscape architecture for the project. David Evans & Associates led the design from the consultant side. The project completed Top Part 128 clearance on December 11, 2025 and is nearing final design. It will be constructed in 2026. There were SO many people that have helped and continue to help this project.

Reasons for Choosing: This is a great example of CDOT listening to users of our facilities and creating a multi-disciplinary and collaborative team to tackle a highly visible and needed project. This collaboration helped secure non-traditional funding to undertake rehabilitation of a well-used historic and educational site. This project is the epitome of teamwork, communication, and strong will of a group of professionals to undertake a highly impactful endeavor which otherwise may not have been on the radar to complete. A true enhancement to, and preservation of, a popular historic and educational site that can continue to be enjoyed by generations to come.

## Next Steps

Informational Only

## Attachments

B - Presentation - CDOT Environmental Awards 2025



**COLORADO**

Department of Transportation

# CDOT 2025 Environmental Awards

April 16, 2025



# Environmental Awards Categories

## Four Award Categories

- Innovative Environmental Process
- Environmental Support by Maintenance
- Special Environmental Contributor
- Best Environmental Project





# Environmental Awards - Innovative Process

## Innovative Environmental Process

*Floor is Lava: Completing Complex Bridge Work While Avoiding Sensitive Resources Below*

Team Members Involved: R2 South Program Design: Jennifer Sparks, Laurel Jones, James Sawaya, Jesse Valdez, and Kevin Pilgrim (Hydraulics); R2 South Program Construction: Roger Graham, Zach Bay, Troy Branom, and Kelly Melgoza; CDOT Environmental: Summer Slama (R2), Becky Pierce (EPB), Kristin Salamack (EPB), Hannah Braun (EPB), Greg Wolff (EPB), Nicole Peavey (EPB), and Craig Clark (R2); CDOT Staff Bridge: Joel Johnson and Johan Bjorkquist; Myers and Sons Construction: Tony Strain and Sebastian Hayes





# Environmental Awards - Maintenance

## Environmental Support by Maintenance

*Cache la Poudre River Emergency Remediation*

Main Team Members Involved: Region 4  
Maintenance: Rocky Winters, TMII; John Mahin, TMIII; Macgregor Wright, EOIII; Justin Allbrandt, EMIII; Sean Smeltzer, TMI; Eric McCall, TMII; Matt Vogel, TMI; Shawn Sears, TMI; Mandy Williams, TMI; Zach Girard, TMI; Jesse Ross, LTC Ops; Region 4 Environmental: Jason Roth, EPS





# Environmental Awards - Special Contributor

## Special Environmental Contributor

*Jane Hann,  
Environmental Programs Branch Manager (Retired)*



# NEPA



### **CDOT's Environmental Ethics Statement**

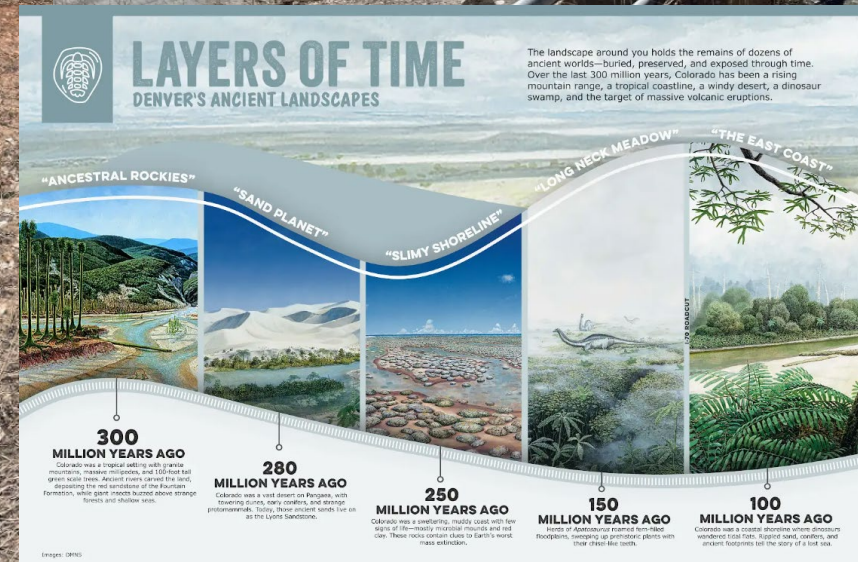
CDOT will support and enhance efforts to protect the environment and quality of life for all of Colorado's citizens in the pursuit of providing the best transportation systems and services possible.



# Environmental Awards - Best Project

## Best Environmental Project *Geologic Point of Interest Trails*

Main Team Members Involved: Andrew Malewski - CDOT PM; Tom DiNardo - CDOT Program Resident Engineer; Molly McCray - Consultant PM, David Evans and Associates, Inc; Adam Barnard - Landscape Architect Goodbee & Associates; Mariko Tominaga - Senior Landscape Architect Goodbee & Associates; Jamie Shapiro - Environmental PM and Historian, R1; Nathan Rogers, Geologist, Colorado Geological Survey; James Hagadorn, Tim & Kathryn Ryan Curator of Geology; Cal Ruleman, USGS; Donna Anderson, CO School of Mines (retired) / Independent Geologist



**Bridge and Tunnel Enterprise Board**  
**Meeting Minutes**  
**March 18-19, 2026**

Present: Diane Barrett, District 1  
Shelley Cook, Chair, District 2  
Juan Marcano, District 3  
Elise Jones, District 4  
Rick Ridder, District 6  
Barbara Bowman, District 7  
Barbara McLachlan, District 8  
Hannah Parsons, District 9  
Terry Hart, District 10  
Todd Masters, District 11

Excused: Cecil Gutierrez, District 5

And: Staff members, organization representatives, and broadcast publicly

An electronic recording of the meeting was made and filed with supporting documents in the Transportation Commission office.

In February, the Bridge and Tunnel Enterprise Board of Directors met approved the following Resolutions:

- BTE1: Regular Meeting Minutes of February 19, 2026
- BTE2: Final FY2026-27 BTE Budget Allocation Plan



## Transportation Commission Memorandum

**To:** The Transportation Commission

**From:** Jeff Sudmeier, Chief Financial Officer

**Date:** April 15, 2026

**Subject:** Monthly Cash Balance Update

### Purpose

To provide an update on cash management, including forecasts of monthly revenues, expenditures, and cash balances for the State Highway Fund, SB 17-267 Trustee Account, and American Rescue Plan Act funds.

### Action

No action is requested at this time.

### Summary

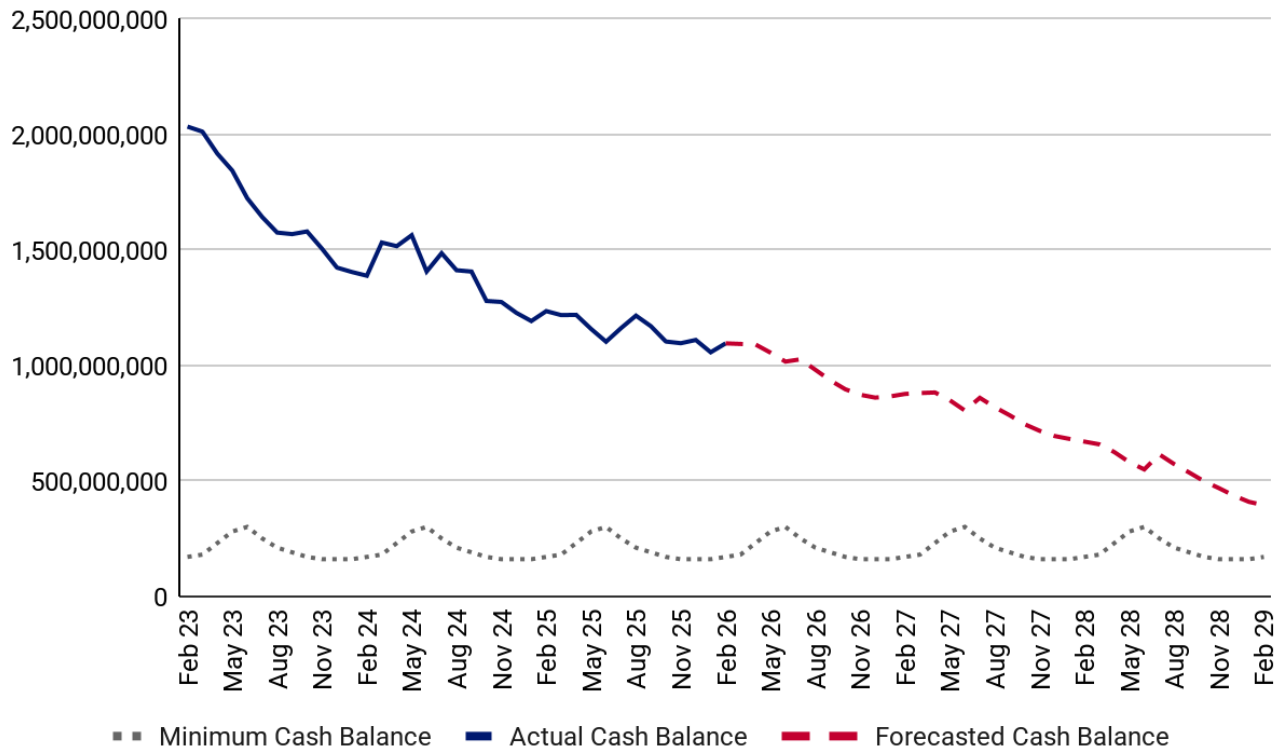
The actual cash balance for February 2026 was \$1.09 billion; \$924.77 million above that month's minimum cash balance target of \$170.00 million. January's cash balance includes \$644.62 million in the State Highway Fund, \$29.51 million in ARPA Refinance funding, and \$420.64 million in the Senate Bill 267 trustee account.

Figure 1 below outlines the Department's 36-month cash forecast. The primary drivers in this forecast include revenue from the state Highway Users Tax Fund (HUTF), federal reimbursements, payments to contractors, and General Fund transfers made pursuant to SB 21-260.

The Fund 400 Cash Balance is expected to gradually decrease over the forecast period as projects funded with SB 17-267 and other legislative sources progress through construction. The sections below provide additional information on the revenues and expenditures forecasted for this memo.



**Figure 1 - Fund 400 Cash Forecast**



### Cash Balance Overview

The Transportation Commission’s directive (Policy Directive 703.0) outlines targeted minimum cash balances to limit the risk of a cash overdraft at the end of a month to, at most, a probability of 1/1,000 (1 month of 1,000 months ending with a cash overdraft). The forecasted cash balance is expected to remain above the targeted minimum cash balance through the forecast period.

The cash balance forecast is limited to the State Highway Fund (Fund 400 and affiliated funds and trustee accounts). This forecast does not include other statutory Funds, including the Multimodal Mitigation and Transportation Options Fund and funds associated with CDOT enterprises.

### Revenue Sources Forecasted

The State Highway Fund revenues forecasted in this cash balance include:

- Highway Users Tax Fund - This primarily includes Motor Fuel Taxes, Vehicle Registration Fees, Road Usage Fees, and Retail Delivery fees.
- Miscellaneous State Highway Fund Revenue - This revenue includes proceeds from the sale of state property, interest earned on balances in the cash fund,



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## Department of Transportation

the issuance of oversize/overweight permits, and revenue from various smaller sources.

- SB 17-267 - This bill directed the State Treasurer to execute lease-purchase agreements on existing state facilities to generate revenue for priority transportation projects.
- General Fund Transfers- Pursuant to SB 21-260, annual General Fund transfers will be made to the State Highway Fund between FY 2024-25 to FY 2031-32. This cash forecast assumes these transfers will be made in July of each year.

### Expenditure Sources Forecasted

The State Highway Fund expenditures forecasted in this cash balance include:

- Payments to construction contractors (described in more detail in the section below)
- Staffing expenses and program-related professional services
- Right of Way Acquisition
- Debt Service
- Transfers between CDOT and other state entities
- Maintenance and facilities expenditures
- Grant expenditures
- Other expenditures related to services and equipment.

### Cash Payments to Construction Contractors

The current forecast of payments to construction contractors under state contracts (grants paid out under inter-government agreements for construction are accounted for elsewhere in the expenditure forecast) from Fund 400 is shown in Figure 2 below.

**Figure 2 - Cash Payments to Construction Contractors (millions)**

CY 2019 (actual)	CY 2020 (actual)	CY 2021 (actual)	CY 2022 (actual)	CY 2023 (actual)	CY 2024 (actual)	CY 2025 (actual)	CY 2026 (forecast)
\$669	\$774	\$615	\$841	\$860	\$882	\$962	\$960 *

\*This is a preliminary baseline that will be updated as additional project schedule detail becomes available.

Figure 3 details the final CY25 actual expenditures for the State Highway Fund (see Figure 2 above) as well as Bridge and Tunnel Enterprise. CDOT sets the CY baseline in January each year, using the best estimates, forecast, and schedule information available at the time.

Including Bridge Enterprise, February 2026 month end expenditures were corresponding to an Expenditure Performance Index (XPI) of 0.66 (actual expenditures vs. baseline). There



# COLORADO

## Department of Transportation

were \$70.1M actual expenditures YTD vs. the baseline of \$105.9M. The CY 25 baseline included expenditures from 219 projects, while the CY 26 baseline includes expenditures from 205 projects. Figure 4 details the CY26 baseline and forecasted expenditures.

Figure 3 - Dashboard View, CY 25 Year End

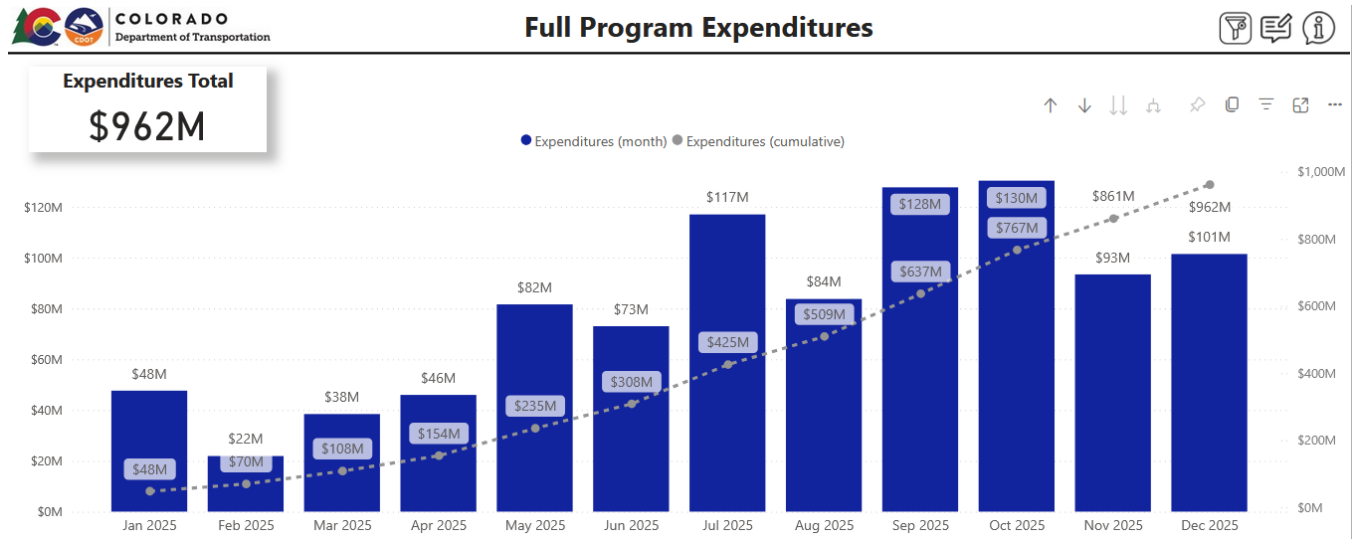
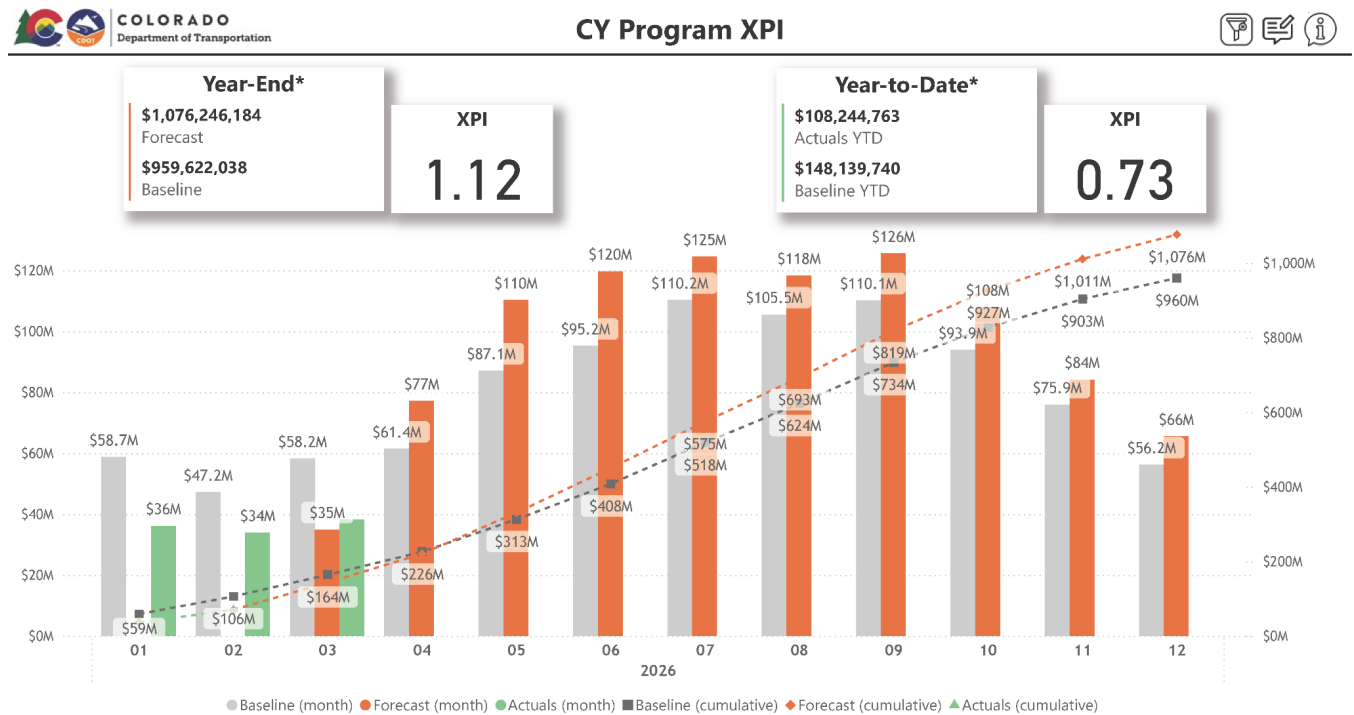


Figure 4 - Dashboard View, CY 26



\* Defaulted to current year but will adjust based on dates selected in the filter pane.



# COLORADO

Department of Transportation

Division of Audit

**Colorado Transportation Commission  
Audit Review Committee Meeting  
December 17, 2025  
1:57 p.m. - 2:23 p.m.  
Zoom Meeting**

**Audit Review Committee (ARC) December 17, 2025, meeting minutes approved at  
March 18, 2026, ARC meeting**

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**Audit Review Committee Members:** Rick Ridder, Chair; Commissioners Diane Barret, Shelly Cook, and Todd Masters.

**Transportation Commissioners:** Terry Hart, Elise Jones, Barbara McLachlan, Cecil Gutierrez, Hannah Parsons, and Barbara Bowman.

**Executive Management Team:** Herman Stockinger, Deputy Director; Jeffrey Sudmeier, Chief Financial Officer (CFO); Jason Smith, Region 3 Transportation Director; Julie Constan, Region 5 Transportation Director; Heather Paddock, Region 4 Transportation Director; Jessica Myklebust, Region 1 Transportation Director; Darius Pakbaz, Division of Transportation Development Director; Matthew Inzeo, Communications Director; Robert Hays, Deputy Chief Engineer; and Bob Fifer, Deputy Director of Operations.

**Audit Team:** Frank Spinelli, Audit Director; Jim Ballard, Deputy Audit Director; Robyn Lamb, External Team Manager; Brooke Boyle, Internal Audit Supervisor.

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## Call to Order

Chair Ridder called the meeting to order at 1:57 p.m. All Audit Review Committee (ARC) members were present.

## Motion to Approve the Capital Asset and Storeroom Inventory Processes and Internal Controls Internal Audit Report

Mr. Spinelli reviewed the four report release motion options. Chair Ridder made a motion to release the report and thereafter discuss it, which was seconded by Commissioner Cook. All voted in favor of releasing the report and discussing it.

## Capital Asset and Storeroom Inventory Audit



Ms. Boyle provided an overview of the Capital Asset and Storeroom Inventory Audit report, including the objective, conclusions, effects, causes, recommendations, and management responses.

Ms. Boyle stated that the objective of the audit was to assess CDOT's capital asset and storeroom inventory processes and internal controls that support reliable recording and reporting of assets and efficient and effective inventory management. Ms. Boyle stated that the audit was initiative based on our risk assessment that found that capital assets were high risk. Additionally, the audit was conducted with the cooperation and support of Chief Financial Officer Jeff Sudmeier as part of the Division of Accounting and Finance's (DAF's) strategy for continuous improvement.

Ms. Boyle stated the audit found multiple deficiencies, some of which are significant, in CDOT's processes and internal controls used to maintain and report capital assets and storeroom inventory. Ms. Boyle stated that the reason this audit matters is that improved processes for capital assets and storeroom inventory will increase operational efficiency, support accurate financial reporting, and help ensure regulatory compliance.

Ms. Boyle stated that the audit was primarily focused on capital assets. Audit findings were organized into the following areas:

#### **Capital Assets**

1. Annual Inventory Counts
2. Asset Reconciliations
3. Construction Project Configuration
4. Authorization and Record Keeping Procedures

#### **Storeroom Inventory**

5. Manually Intensive Processes
6. Training and Development

Ms. Boyle stated that the audit found that not all capital assets were included in the 2024 annual inventory count directed by DAF, and for the assets that were counted, there was not sufficient documentation of how count variances were resolved.

The audit also examined assets reconciliations. Reconciliations are used to ensure that the data is reliable both for use by other CDOT departments as well as for reporting purposes. The audit found that DAF did not regularly conduct reconciliations to other records, such as building records maintained by Property Management. Audit found numerous differences between DAF and building records.

Ms. Boyle stated the audit looked at construction project configurations and found that incorrect project fields are sometimes being used that can have an impact on capital asset reporting. These types of errors can require significant effort to resolve if not corrected timely.

Ms. Boyle stated the final area the audit examined with respect to capital assets was the authorization and record keeping procedures that help ensure effective accounting control over these assets. Audit found that supporting documentation was not always readily available or prepared in sufficient detail to explain the work performed by the previous fixed asset accountant.

Ms. Boyle stated that in relation to storeroom inventory processes, the audit identified two areas that affect the effectiveness and efficiency. Audit found that many storeroom processes are manually intensive, such as the receiving and issuing of goods. The second storeroom inventory issue was training and development. The audit found that training could be expanded and formalized as more experienced storeroom personnel retire and are replaced with less experienced staff.

Ms. Boyle stated that these findings are largely driven by a lack of internal control documentation and supervisory review and monitoring. The lack of internal control documentation refers to the lack of training and desk guides or standard operating procedures and support documentation. Ms. Boyle stated that relevant to the context of the findings is the fact that the fixed asset accountant of 16 years retired in December 2024, just before the commencement of this audit. His departure was followed by the retirement of his supervisor six months later. As a result, the fixed asset accountant directly responsible for capital assets was not available to respond to audit questions, produce records, or assist in the audit, nor was his supervisor for much of the period during which the audit was conducted. However, Ms. Boyle noted that the absence of the fixed asset account could have been mitigated by better documentation of internal control processes.

Ms. Boyle stated that the following recommendations are made:

1. Update annual inventory count controls to better ensure that all capital assets are included in the annual count.
2. Design and implement periodic and annual reconciliation controls to compare asset accounting records to other CDOT asset records.
3. Reconcile and resolve any differences between the population of building assets in the SAP accounting records to building records maintained by Property Management.
4. Reconsider roles and perhaps centralize some responsibilities in the project creation and adjustment process and redesign internal controls.
5. Reassess what level of record-keeping detail is adequate to support effective accounting control over capital assets.
6. Design and implement monitoring and review controls to ensure that capital asset transactions are properly authorized and recorded.

Ms. Boyle also stated the Audit made the following four suggestions:

1. Implement a process to record "Memo Assets" in the Fixed Asset Module of SAP to assist with maintaining inventory control over significant assets that do not meet monetary capitalization thresholds. This process is further described in the

Fiscal Rules and Procedures Manual in Chapter 4: Section 2.6 Recording of Capital Assets.

2. Design the future ERP system to automatically track changes to key project data fields and restrict (or route for additional review) any changes to personnel with full knowledge of the downstream accounting impacts.
3. Use barcode scanners for storeroom activities such as receiving, issuing and inventorying of stock.
4. Annual in-person training in storeroom procedures and SAP reports.

Ms. Boyle stated that DAF has already implemented corrective actions that include:

- Form 130, Inventory Changes, has been moved to OnBase, where it is completed electronically and is now completed in OnBase rather than emailed to the FA accountant.
- The State Office of Risk Management informed CDOT in mid-2025 that a vendor has been engaged to appraise all state properties for the purpose of obtaining sufficient insurance coverage.

In addition, one corrective action was implemented by DAF prior to our audit, which was an email notification system that was put into place that alerts appropriate DAF personnel when there are changes to project configuration in SAP that must be reviewed.

Ms. Boyle also stated that DAF has taken other actions to address these deficiencies since the beginning of the audit. Examples include:

- A more qualified and experienced fixed asset manager was hired by DAF in the fall of 2025.
- An additional fixed asset accounting position was created to provide additional support for fixed asset processes.
- An SAP consultant was hired in October 2025 to provide additional support for fixed asset processes and SAP configuration.
- DAF has initiated cross-training of multiple staff on fixed asset processes, controls, and reports.

Ms. Boyle asked if there were any questions. There were no questions.

CFO Sudmeier thanked the audit team for their efforts. CFO Sudmeier stated that the audit was timely and when it was identified as a risk area by the Audit team, DAF was supportive of pursuing the audit. DAF had identified some process gaps and was preparing for the departure of the fixed asset accountant. CFO Sudmeier continued by stating that the staff departures experienced during the audit made the audit more challenging. CFO Sudmeier stated that as DAF hires replacement staff and trains that staff, DAF will realize the benefit of the audit work and recommendations. CFO Sudmeier stated that DAF has already moved forward with implementing some corrective actions and will be focused more on implementing the recommendations in the coming year. CFO Sudmeier states he believes that DAF is off to a very good start

in implementing the audit recommendations. Mr. Spinelli added that during this audit, DAF was very cooperative, and forthcoming with providing information, which helps with driving improvements. Mr. Spinelli stated that DAF and CDOT should be commended for welcoming Audit's work.

Chair Ridder commented that when we discuss different counts for different assets, this creates a concern regarding the proper accounting and reporting of assets. Chair Ridder also stated that he is pleased that DAF is narrowing the discrepancies and is optimistic that there will be no discrepancies in the future as a result of DAF's actions. Chair Ridder thanked the audit team for pursuing this audit endeavor. Commissioner Cook stated that she appreciates that DAF was very forthcoming and cooperative and not defensive, which was very commendable.

### **External Audit Team Results**

Ms. Lamb stated the external teams' work is primarily performed on behalf of and for the use of other CDOT divisions such as DAF, Engineering, and the Division of Transportation and Rail. Ms. Lamb stated that in FY 2025, the external audit team completed 559 of the two types of Master Pricing Agreement reviews, which included 226 direct salary and indirect cost rate evaluations as well as 333 "add employee" direct salary evaluations that had an associated estimated cost saving of \$4.9 million. The purpose of these reviews is to ensure Architectural and Engineering (A&E) firms' proposed salaries and indirect costs are fair and reasonable, which are subsequently incorporated in the Master Pricing Agreements. A&E firms are required to use these approved rates when billing CDOT for projects in the coming year. In addition, the external team monitored 178 subrecipients for 2023 Single Audit compliance, including assessing 105 Single Audits and performing two monitoring assessments on subrecipients without Single Audits, and completed 13 local agency and non-profit organization indirect cost rate evaluations, and 13 contractor prequalification financial reviews. All these activities accounted for 22 percent of CDOT's budget.

Ms. Lamb also stated that the external team completed 6 special projects with an associated savings estimate of about \$400 thousand dollars. These special projects included allegations of fraud, waste and abuse in labor billing practices, conflict of interest, consulting on the eligibility of construction project dispute cost reimbursement types, and an indirect cost rate adjustment impact assessment.

Ms. Lamb asked if there were any questions. There were no questions.

### **Outstanding Recommendations Status**

Mr. Ballard presented the outstanding recommendations. Mr. Ballard stated that during our last update in February 2025, there were 12 outstanding recommendations made by the Audit Division and 1 made by the Office of the State Auditor (OSA). Mr. Ballard stated there are currently 10 outstanding recommendations comprised of nine made by the Audit Division and one from the OSA. Mr. Ballard stated that of the nine open Audit Division recommendations, three were from the January 2025 DAF Year-End Close

Processes and Statutory Violations audit and six from the recently concluded Capital Asset and Storeroom Inventory Processes and Internal Controls audit. DAF also closed nine Audit Division recommendations and five OSA recommendations.

Mr. Ballard stated that most of these recommendations are directed at DAF, and DAF has been very responsive in closing these recommendations to drive improvement. Many times, DAF closes these recommendations ahead of the scheduled implementation date and even closes some while the audit is still in progress.

CFO Sudmeier stated he appreciated Mr. Ballard's comments and wanted to provide an update on some of the outstanding recommendations. The one outstanding OSA recommendation related to the Single Audit should be completed by June and the three remaining Audit Division findings from the DAF Year-End Close Processes and Statutory Violations audit will all be resolved no later than September.

Chair Ridder commended the team for a very concise presentation and digestible report. Chair Ridder recognizes that mistakes happen but emphasized what is important is correcting them. Chair Ridder is encouraged by the audit team's work in identifying issues and management's willingness to correct the errors.

### **Closing Remarks and Adjournment**

Chair Ridder adjourned the meeting at 2:23 p.m.



# COLORADO

## Department of Transportation

### Transportation Commission Memorandum

**To:** The Transportation Commission

**From:** Jeff Sudmeier, Chief Financial Officer

Ryan Long, OFMB Revenue and Policy Director

**Date:** April 15, 2026

**Subject:** FY 2025-26 Q3 Highway Users Tax Fund Forecast

#### Purpose

To provide a quarterly update to the annual Highway User Tax Fund (HUTF) revenue forecast.

#### Action

This is for information purposes only. No action is requested from the Transportation Commission at this time.

#### Background

The Office of Financial Management and Budget (OFMB) maintains an annual revenue model to inform the budget-setting process. The OFMB updates this model quarterly to monitor the current fiscal year's performance and project revenue for future fiscal years. The data inputs for this model include, but are not limited to, the following:

- Historical performance of fee revenues
- National economic performance indicators, such as the year-over-year percent change in real U.S. GDP growth
- Inflation estimates based on data from Moody's and the National Highway Cost Construction Index (NHCCI)
- State population and demographic data from the Department of Local Affairs
- Data on annual vehicle miles traveled (VMT) in Colorado from the CDOT Division of Transportation Development
- Estimated vehicle costs, including federal or state rebates for certain vehicles
- Vehicle sales and energy consumption data from the Energy Information Administration
- State fleet data from the Colorado Department of Revenue
- Colorado Clean Cars standard as baseline for estimation of electric vehicle adoption

The Department develops the Annual Revenue Allocation Plan using outputs from this model. During the annual budget development process, CDOT staff reconcile annual projected

revenues with approved requests for expenditures. Staff provides draft and final versions of the Revenue Allocation Plan for formal review and approval by the Transportation Commission. The final plan becomes CDOT’s official budget for the next fiscal year.

### Current Forecast Compared to FY 2025-26 Budget

The table below compares this forecast with the forecast used to set the FY 2025-26 budget. Compared to the FY 2025-26 budget, the projected revenue from fuel taxes and motor fuel registrations has decreased.

#### Changes to CDOT HUTF Revenue (millions)

Revenue Source	CDOT FY 2025-26 Budget	FY 26 Q3 Forecast	Variance
CDOT First Stream	\$112,369,862	\$116,933,900	\$4,564,038
CDOT Second Stream	\$415,820,341	\$398,314,100	-\$17,506,241
CDOT FASTER	\$122,359,750	\$122,995,200	\$635,450
CDOT Retail Delivery Fee	\$10,267,421	\$10,194,500	-\$72,921
FASTER Transit and Rail	\$5,000,000	\$5,000,000	\$0
CDOT Other Distribution	\$61,200	\$61,200	\$0
<b>CDOT HUTF Revenue Total</b>	<b>\$665,878,574</b>	<b>\$653,498,900</b>	<b>-\$12,379,674</b>

### Summary

The tables below summarize CDOT’s FY 2025-26 Q3 statewide HUTF forecast. A more detailed forecast narrative can be found on CDOT’s website.

Revenue increases in future years are primarily attributed to increased revenue from FASTER fees, the Road Usage Fee, Electric Vehicle fees, and the Retail Delivery Fee.

Revenues from fuel taxes are forecasted to continue declining through the forecast period. While overall fuel revenue is expected to keep increasing, this increase is entirely attributable to the increasing Road Usage Fee rate in future years.

## Statewide HUTF Forecasted Revenue (millions)

Revenue Source	FY 2024-25	FY 2025-26	FY 2026-27	FY 2027-28
Motor Fuel Taxes	\$644.3	\$637.2	\$634.1	\$630.1
Vehicle Registration Fees	\$244.4	\$253.0	\$264.8	\$279.8
FASTER Collections	\$232.5	\$217.0	\$219.2	\$242.3
Road Usage Fee	\$120.1	\$147.1	\$175.7	\$203.7
Miscellaneous Collections	\$26.5	\$32.3	\$32.3	\$32.3
Retail Delivery Fee	\$22.6	\$25.5	\$28.4	\$31.7
<b>Statewide HUTF Revenue</b>	<b>\$1,290.5</b>	<b>\$1,312.1</b>	<b>\$1,354.6</b>	<b>\$1,419.9</b>

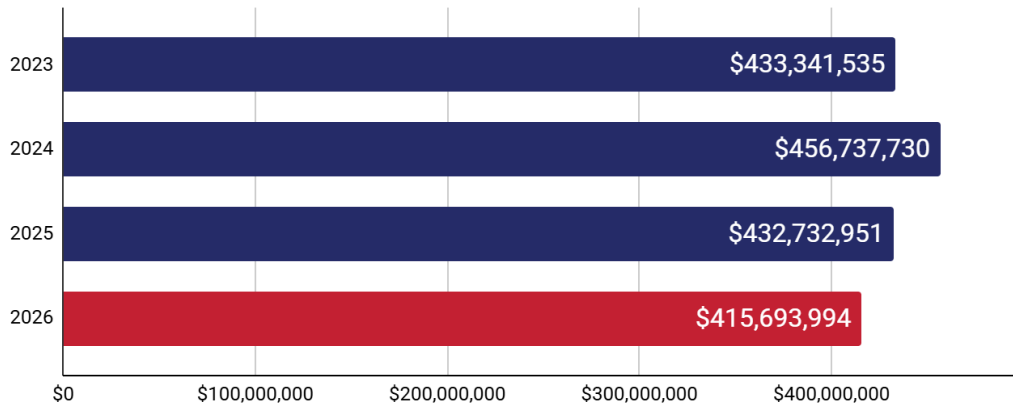
## Statewide HUTF Forecasted Distributions (millions)

Recipient	FY 2024-25	FY 2025-26	FY 2026-27	FY 2027-28
Off-the-Top Appropriations	\$212.7	\$225.3	\$238.6	\$252.6
CDOT	\$656.2	\$653.5	\$668.3	\$704.1
DNR Capital Construction	\$0.3	\$0.3	\$0.3	\$0.3
Counties	\$244.3	\$250.0	\$257.0	\$264.9
Municipalities	\$176.9	\$183.0	\$190.4	\$198.0
<b>Total HUTF Distributions</b>	<b>\$1,290.5</b>	<b>\$1,312.1</b>	<b>\$1,354.6</b>	<b>\$1,419.9</b>

## Economic and Transportation Trends Impacting the Forecast

There are several economic trends that could impact CDOT's overall revenue forecast. Some of the trends the Department is tracking include:

- **Consumer Price Index (CPI) and National Highway Construction Cost Index (NHCCI):** Several CDOT fees are adjusted annually based on either the CPI or the NHCCI. CDOT's current forecast expects baseline inflation to be higher than average over the next several months, which could impact future rate adjustments. While higher inflation could lead to an increase in overall fee revenue, it is expected that construction costs will continue to outpace any revenue adjustments made to existing fees.
- **Motor fuel revenue:** The combined revenues from first and second stream distributions are lagging behind expectations. This is largely being driven by lower than expected motor fuel revenue. The chart below shows how motor fuel vehicle revenue through February compares to the same time period in



previous fiscal years.

- Electric vehicle adoption:** Electric vehicle registrations in Colorado have been growing at a fast pace over the last several years. While the state has experienced exceptionally strong growth in electric vehicle adoption, changes to federal tax policy may have an impact on future consumer behavior. The Department will continue to monitor any trends in electric vehicle adoption.
- Vehicle rentals:** The state saw a year-over-year decrease in vehicle rentals for much of 2025. While vehicle rentals have started to rebound in the first few months of 2026, OFMB reduced its forecast for the FASTER Daily Rental Fee and the Congestion Impact Fees to reflect the decreased number of vehicle rentals in the first half of the fiscal year.

### Legislative Actions Impacting HUTF Revenue

Senate Bill 25-258 temporarily reduces the Road Safety Surcharge by \$3.70 for all weight classes. This is expected to reduce statewide revenue by approximately \$17.8 million in FY 2025-26 and \$21.6 million FY 2026-27. This bill adjusted the FASTER distribution formula to minimize the revenue impact on counties and municipalities. The table below outlines the expected changes to CDOT’s FASTER revenue for FY 2025-26.

#### CDOT Road Safety Surcharge Reduction

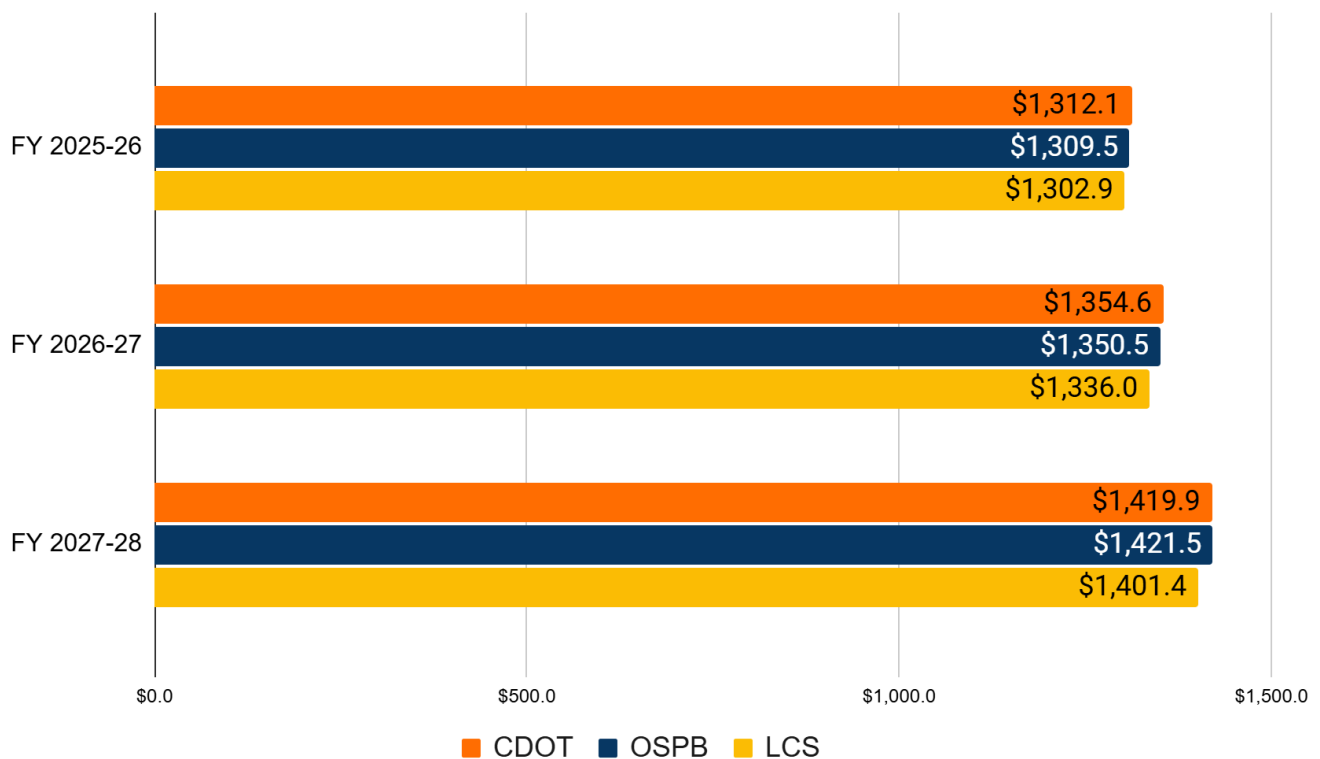
FASTER Fee	FY 26	FY 27	FY 28
CDOT Road Safety Surcharge Reduction	-\$17,840,000	-\$21,580,000	-\$5,630,000

## Statewide Forecast Comparison

The forecasts prepared by the Governor’s Office of State Planning and Budgeting (OSPB) and Legislative Council Staff (LCS) are used as the basis for statewide budget planning, and both forecasts estimate statewide transportation revenue.

CDOT’s budget is primarily driven by the Revenue Allocation Plan approved by the Transportation Commission, which is developed using CDOT’s independent quarterly forecast. The chart below provides a comparison of CDOT’s forecast to the other statewide forecasts.

### Statewide HUTF Forecast Comparison (millions)



## Transportation Revenue and TABOR

The Taxpayer’s Bill of Rights (TABOR), approved by voters in 1992, imposes a constraint on the amount of revenue that the state may retain and spend. Each year, the total revenue collected by the state can only grow by the combined increase of population growth and inflation. The statewide revenue forecasts provided by the Office of State Planning and Budgeting (OSPB) and the Legislative Council Staff (LCS) project that state revenue will exceed the TABOR cap in FY 2026-27.

The state’s General Fund is currently constrained by two factors: increasing cash fund revenue and expenditures that increase faster than inflation. Since TABOR refunds are paid out of the General fund, increasing cash fund revenue can constrain the amount of General Fund revenue that is available within the TABOR limit. Additionally, several state expenses

related to health care and education have been growing at a rate that is faster than inflation. Since the state's revenue growth is largely constrained by inflation, these growing expenses are taking up an increasingly larger portion of the budget.

While surpassing the TABOR cap does not directly impact CDOT's revenue, which is primarily funded through cash fund revenue, there is a risk that the decreasing availability of General Funds may impact future General Fund transfers to State Highway Fund.



# COLORADO

## Department of Transportation

### Transportation Commission Memorandum

**To:** Transportation Commission

**From:** Darius Pakbaz - Director of Transportation Development, Chris Laplante - Air Quality and Climate Section Manager, Libba Rollins - Greenhouse Gas Program Manager, and Taylor Bartlett - GHG Specialist

**Date:** April 1, 2026

**Subject:** CDOT and DRCOG Mitigation Action Plan 2026 Annual Status Report Updates

#### Purpose

Following the submission of a GHG Transportation Report that contains a Mitigation Action Plan, agencies are required to submit an annual status report update for each mitigation measure contained in the Mitigation Action Plan. The annual status report update is due to the Transportation Commission by April 1st each year as required by the GHG Reduction Planning Standard regulation (2 CCR 601-22, Section 8.02.7) and Policy Directive 1610 (effective June 15, 2023; Section VI.E.1).

#### Action

Informational item only.

#### Background

These status reports are the fourth annual status updates to the Transportation Commission for CDOT's Mitigation Action Plan and DRCOG's Mitigation Action Plan. CDOT updated their GHG Mitigation Action Plan, which was accepted by the Transportation Commission in March 2026 and is now associated with CDOT's updated FY27-36 10-Year Plan. DRCOG's Mitigation Action Plan was originally accepted by the Transportation Commission in August 2022. A copy of CDOT's [first](#), [second](#), and [third](#) status reports are available online. For each annual status report, an agency must provide details on the implementation timeline and the current status of implementation for each GHG mitigation measure.

Per PD 1610 (Section VI.E.1), "If an agency fails to implement or find a substitute for a delayed or canceled GHG Mitigation Measure, the Commission will need to consider whether an Applicable Planning Document is in compliance, as per subsection 8.02.6.4 of the Rule. The Commission shall consider failure to submit reports and any analysis therein in subsequent review of future plans presented for consideration".

#### Next Steps

No additional next steps needed.

## **Attachments**

B - CDOT 2026 Greenhouse Gas Mitigation Action Plan Status Report

C - DRCOG 2026 Greenhouse Gas Mitigation Action Plan Status Report



# CDOT 2026 Greenhouse Gas Mitigation Action Plan Status Report

Submitted April 1, 2026

## Executive Summary

### Background

Following the submission of a Greenhouse Gas (GHG) Transportation Report that contains a Mitigation Action Plan (MAP), CDOT is required to submit an annual status report update for each mitigation measure contained in the Mitigation Action Plan. The annual status report update is due to the Transportation Commission (TC) by April 1st each year as required by the GHG Reduction Planning Standard regulation (2 CCR 601-22, Section 8.02.7) and Policy Directive 1610 (effective June 15, 2023; Section VI.E.1).

The GHG Planning Standard outlines requirements for content of a Mitigation Action Plan under Section 8.02.6.3. This status report is the fourth annual status update for CDOT's Mitigation Action Plan. The first three annual MAP updates were associated with the GHG MAP accepted by the TC with the [GHG Transportation Report](#) amended on September 7, 2022. A copy of the first annual status report from March 30, 2023 may be obtained online [here](#), the second annual status report from April 1, 2024 may be obtained [here](#), and the third annual status report from April 1, 2025 may be obtained [here](#). This fourth annual update is associated with the CDOT's updated Mitigation Action Plan contained in the [GHG Transportation Report](#) accepted by the TC in March 2026 and associated with CDOT's updated FY2027-2036 10-Year Plan. The March 2026 GHG Transportation Report and Mitigation Action Plan represented a major revision to the mitigation strategies contained therein. Some strategies from



the previous MAP were carried forward, some eliminated and new strategies were added. Additionally, in the updated MAP, CDOT is only required to achieve GHG mitigations for the 2040 compliance year rather than for 2030, 2040 and 2050. However, since CDOT is already making progress on implementing strategies that will provide benefit in all three horizon years, CDOT intends to provide updates on the progress achieving those voluntary reductions as well. Moving forward, annual updates will include progress as it relates to the March 2026 GHG MAP.

For each annual status report CDOT must provide details on the implementation timeline and the current status of implementation. In addition, for measures that are in progress or have been completed, the annual status report should quantify the benefit or the impact of each measure. Finally, if a measure has been delayed, canceled, or substituted, the update must provide an explanation of why that decision was made and, if located in a Disproportionately Impacted (DI) Community, how an equivalent benefit may be achieved.

Per PD 1610 (Section VI.E.1), “If an agency fails to implement or find a substitute for a delayed or canceled GHG Mitigation Measure, the Commission will need to consider whether an Applicable Planning Document is in compliance, as per subsection 8.02.6.4 of the Rule. The Commission shall consider failure to submit reports and any analysis therein in subsequent review of future plans presented for consideration”.

The Mitigation Action Plan is a tool for CDOT and MPOs to reach GHG compliance outside of modeling alone. This allows an additional mechanism to account for transportation projects ability to reduce GHG emissions. Providing updates on a yearly basis ensures that mitigation measures are being effectively implemented in working towards an organization’s GHG compliance.

For reference, CDOT’s GHG Transportation Report from March 2026 relied on Mitigation Action Plan measures to support demonstration of compliance in 2040 as detailed in million metric tons (MMT) in Table 1 below. As noted above, CDOT has



maintained additional mitigation measures that will also provide GHG reduction benefits in 2030 and 2050. However, these are considered voluntary since CDOT was able to demonstrate compliance for each of these years through modeling alone. Total GHG reductions projected to be achieved (both mandatory and voluntary) are represented in Table 1 below which represents information provided in CDOT’s updated MAP within the March 2026 GHG Transportation Report.

**Table 1 - CDOT’s GHG Reduction Results and Compliance**

Compliance Year	2030 (MMT <sup>1</sup> )	2040 (MMT)	2050 (MMT)
GHG Reductions Achieved through Modeling	0.391	0.254	0.188
Required GHG Reductions Achieved through Mitigations	-	0.046	-
Voluntary GHG Reductions Achieved through Mitigations	0.038	0.002	0.031
Total GHG Reductions Achieved	0.429	0.302	0.219
2 CCR 601-22 Table 1 Required GHG Reduction Amount	0.360	0.300	0.170
Compliance Achieved?	Yes	Yes	Yes

## Annual Status Update Summary

Based on the FY2027-2036 10 Year Plan adopted along with the Greenhouse Gas Transportation Report and associated Mitigation Action Plan accepted by the TC in March 2026, CDOT relies on modeling to demonstrate compliance in 2030 and 2050 and both modeling and a mitigation action plan to achieve compliance with the GHG Planning Standard reduction levels in 2040. This Mitigation Action Plan status report is the fourth report to the TC, but the first for the updated MAP. The updates provided

<sup>1</sup> MMT = Million Metric Tons



herein are the latest information on progress implementing the mitigation measures. Variables and concerns with each measure implementation are addressed under the current status discussion as needed. At this time, CDOT does not have a final GHG mitigation measure equity benefits standard document available for measuring DI community benefits related to GHG mitigation measures, per PD 1610. A tool for this purpose remains in the draft stages of development. Additionally, many of the planned mitigation measures do not yet have the specificity to measure potential DI benefits.

As discussed above, the updated March 2026 Greenhouse Gas Transportation Report also includes an updated MAP that offers updates to existing mitigation strategies while also establishing new and eliminating some previous strategies. In CDOT's previous MAPs, the following mitigations were utilized: Transportation Demand Management, transit strategies like the Bustang service expansion and rural transit service recovery, Built Environment, Heavy Duty Electrification, and roundabouts as an operational strategy. While TDM projects continue to be supported at CDOT, the TDM mitigation strategy has been removed from the updated MAP and substituted out for other mitigations. This decision was made, in part, due to one project not being successful and others offering limited GHG reduction benefit. Only one of the four previously proposed TDM projects received a DI community benefit score. That project received three out of thirty possible points because it serviced a DI Community that was cost burdened and improved access to community services, improved livability through design and the reduction of pollutants, and improved transit service in the area. Through CDOT's updated MAP and revised mitigation strategies, CDOT will continue to work to emphasize benefits to DI Communities where possible. For example, land use changes can provide more housing and reduced transportation costs. Bustang and Outrider services allow for better access to daily needs for DI Communities. MD/HD vehicle replacement improves air quality throughout Colorado, and especially in communities most affected by high traffic in their neighborhoods.

The majority of the mitigation measures remain in process of development and implementation. Others, such as benefits from the new Clean Transit Enterprise (CTE) Formula Grants Program and traffic operations strategies such as signal retiming are just beginning to be accounted for. Bustang service expansion was completed based on the goals of the pilot project. Rural transit service recovery continues to make significant progress as detailed below. Support for electrifying transit buses has expanded and increased through funding efforts from the Clean Transit Enterprise. Work on measures to influence the built environment remains in the early phases of development, but is now more fully supported by recent legislation. Traffic operational strategies are making good progress with a number of roundabouts constructed and completion of various signal retiming efforts.



## Status of CDOT Mitigation Action Plan Measures

For detailed information on the mitigation measures discussed below including the projected benefits see Appendix A of the March 2026 CDOT GHG Transportation Report.

### Transit Strategies

#### Bustang and Outrider Service Expansion

##### Measure Description

Bustang and Outrider both provide intercity bus service across Colorado. Bustang connects urban areas across the state, from Fort Collins, to Grand Junction, all the way to Colorado Springs. Outrider expands on transit service to connect rural areas to priority corridors and larger cities and towns.

CDOT developed this measure based on Bustang and Outrider service expansions. The Bustang service expansions were, in part, supported by SB22-180 which provided \$30 million in direct funding for a three-year pilot program. CDOT estimated associated increases in vehicle revenue miles (VRM) that would result above the baseline service VRM that existed prior to the pilot program in non-MPO areas.

##### Implementation Timelines

The expansion was proposed to occur in three phases, with the first phase implemented in the fall of 2022. The additional set of expansions occurred in late fall/early winter 2023, and the final third expansion occurred in the fall/winter of 2024.

##### Current Status

As of the fall/winter of 2024, the final phase of Bustang expansion was achieved. While Bustang and Outrider routes may continue to change to fit the needs of



travelers, we assume that vehicle revenue miles will remain relatively equivalent into the future. Please see past MAP status updates for detailed information on the incremental Bustang and Outrider service expansions since 2022.

As of March 2026 the following tables summarize the expanded Bustang main lines.

**Table 2: Bustang Service**

Route/Line	Days of Week	Round Trips Per Day
North & South Line	Monday-Friday	12
North & South Line	Saturday-Sunday	6
West Line	Monday-Sunday	15

Since 2022, Outrider service has increased the number of days of the week that that service is provided, with most routes providing service every day of the week. It has also included the addition of a second daily round trip for the route between Crested Butte and Denver. As of March 2026 the following tables summarize Outrider service levels.



**Table 3: Outrider Service**

Route/Line	Days of Week	Round Trips Per Day
Craig-Denver	Monday-Sunday	1
Durango-Grand Junction	Monday-Sunday	1
Crested Butte-Denver	Monday-Sunday	2
Alamosa-Pueblo	Monday-Sunday	1
Lamar-Colorado Springs	Monday-Sunday	1
Sterling-Denver	Monday-Sunday	1
Trinidad-Pueblo	Monday-Friday	2

Maintaining service levels of Bustang and Outrider into the future is an important component of CDOT’s GHG mitigation action plan. Currently CDOT is developing strategies to support future funding of these regional bus services.

**Quantification of Benefit**

As documented in PD1610, the lifetime benefit resulting from new or increased fixed-route transit service vehicle revenue miles is one year. CDOT is projecting GHG benefits in the compliance years 2030, 2040 and 2050. Reporting on the revenue service miles achieved will be important in the years closely preceding and during each compliance year. This measure is projected to achieve 9,355 metric tons of GHG reduction in 2030, 4,678 metric tons GHG in 2040 and 4,678 metric tons GHG in 2050. As of this status report, Bustang and Outrider vehicle revenue miles are still being assessed relative to the baseline services levels.



## Rural Transit Recovery following the COVID Pandemic

### Measure Description

Following the COVID-19 pandemic, traffic in many parts of the state returned to pre-pandemic levels while transit ridership and service remained low. Through state and federal funds, CDOT aims to return the intercity, local, and demand response service levels of the state's rural transit agencies to pre-COVID levels by 2030 or earlier.

### Implementation Timelines

This recovery started to occur upon the adoption of the 2022 Mitigation Action Plan and is expected to achieve pre-COVID levels by 2030 or earlier.

### Current Status

As of February 2026, the most recent year for which National Transit Database data exists is 2024. Updates tracking progress for this mitigation measure will be based on 2024 National Transit Database (NTD) data. Some rural transit lines have recovered or even exceed pre-pandemic service and ridership levels, while others are still rebuilding to pre-pandemic levels. Local transit routes have exceeded 2019 pre-pandemic service levels by 54%. Demand response service levels in the non-MPO areas have exceeded pre-pandemic service levels by 22%. Intercity transit routes are still on their way to recovery, with 65% of service recovered compared to pre-pandemic, 2019 service. Notably, unlinked passenger trips (the number of passengers who board public transportation vehicles) for intercity transit service has steadily increased between 2021 and 2024. The number of unlinked passenger trips for intercity transit has nearly recovered compared to pre-pandemic ridership, with 99% recovered. Demand response ridership is 92% recovered compared to 2019 levels and local transit ridership has exceeded 2019 ridership by 126%.



**Quantification of Benefit**

Recovery of intercity transit service is projected to reduce GHG emissions in 2030 by 4,121 metric tons and 2,060 metric tons in both 2040 and 2050. Based on the most recent data from NTD, 2,708 MT were avoided in 2024.

**Table 4: Intercity Transit**

Tracking Indicator	Mitigation Action Plan Target <sup>2</sup>	2021 Progress Update	2022 Progress Update	2023 Progress Update	2024 Progress Update
Vehicle Revenue Miles (VRM)	2,060,742 needed to recover	541,716 still needed	917,607 still needed	908,105 still needed	706,716 still needed
Unlinked Passenger Trips	8,450,910 total trips	3,248,786 still needed	1,223,778 still needed	52,093 still needed	60,253 still needed

Table 2 provides a summary of the recovery of intercity transit service in the non-MPO areas compared to 2019 service levels, which established the Mitigation Action Plan target for this measure. Previous iterations of this table erroneously labeled the VRM that had recovered as VRM that still needed to be recovered, also using this VRM to report the GHG calculations. This version of the table correctly reports the remaining VRM to be recovered to reach 2019 levels and associated GHG reductions achieved each year reported. As noted in the MAP, the lifetime benefit of this measure is 1 year. Therefore, GHG reduction benefits only apply in the year in which they are achieved. While unlinked passenger trips are not the unit by which the GHG savings of

<sup>2</sup> This column represents the amount of VRM that needs to be recovered by Intercity Transit since the VRM reduction that occurred between 2019 and 2020 (i.e. the COVID effect). Unlinked passenger trips are provided as a reference point for ridership recovery.



this mitigation measure are calculated, ridership of rural transit lines is an important datapoint to track the recovery of rural transit service.

Recovery of local transit service is projected to reduce GHG emissions in 2030 by 336 metric tons, 420 metric tons in 2040 and 588 metric tons in 2050. Based on the most recent data from NTD, 518 MT were avoided in 2024.

**Table 5: Local Transit**

Tracking Indicator	Mitigation Action Plan Target <sup>3</sup>	2021 Progress Update	2022 Progress Update	2023 Progress Update	2024 Progress Update
Vehicle Revenue Hours (VRH)	84,004 needed to recover	125,172 restored	131,447 restored	125,475 restored	129,447 restored
Unlinked Passenger Trips	5,927,845 total trips	1,122,690 still needed	6,423,981 restored	7,125,325 restored	7,494,584 restored

Table 3 provides a summary of the recovery of local transit service in the non-MPO areas compared to 2019 service levels, which established the Mitigation Action Plan target for this measure. As noted in the MAP, the lifetime benefit of this measure is 1 year. Therefore, GHG reduction benefits only apply in the year in which they are achieved. While unlinked passenger trips are not the unit by which the GHG savings of this mitigation measure are calculated, ridership of rural transit lines is an important datapoint to track the recovery of rural transit service.

Recovery of demand response transit is projected to reduce GHG emissions by 694 MT in 2040 and 1,390 MT in 2050.

<sup>3</sup> This column represents the amount of VRH that needs to be recovered by Intercity Transit since the VRM reduction that occurred between 2019 and 2020 (i.e. the COVID effect). Unlinked passenger trips are provided as a reference point for ridership recovery.



**Table 6: Demand Response Transit**

Tracking Indicator	Mitigation Action Plan Target <sup>4</sup>	2021 Progress Update	2022 Progress Update	2023 Progress Update	2024 Progress Update
Vehicle Revenue Miles (VRM)	695,128 needed to recover	584,922 still needed	364,723 still needed	30,512 still needed	846,445 recovered
Unlinked Passenger Trips	433,855 total passenger trips	232,484 still needed	232,256 still needed	105,670 still needed	35,077 still needed

Table 4 provides a summary of the recovery of demand response transit service in the non-MPO areas to 2019 service levels, which established the Mitigation Action Plan target for this measure. While unlinked passenger trips are not the unit by which the GHG savings of this mitigation measure are calculated, ridership of rural transit lines is an important datapoint to track the recovery of rural transit service. GHG savings are represented in metric tons (MT).

## CTE SB24-230 Formula Grant Program

### Measure Description

This measure focuses on the expansion of non-MPO transit service due to Senate Bill 24-230, which expanded the business purpose of the Clean Transit Enterprise (CTE) by setting up the Local Transit Operations Formula Program. This program establishes a new funding source to expand transit operations throughout the state by investing in public transit, including vehicles, infrastructure, equipment, materials, supplies,

<sup>4</sup> This column represents the amount of VRH that needs to be recovered by Intercity Transit since the VRM reduction that occurred between 2019 and 2020 (i.e. the COVID effect). Unlinked passenger trips are provided as a reference point for ridership recovery.



maintenance, and operations and staffing, to achieve the level of frequent, convenient and reliable transit that is known to increase ridership by replacing car trips with bus and rail trips and forms of transit known to support denser land use patterns that future reduce pollution due to shorter trip lengths and greater walking and cycling mode share.

### Implementation Timelines

The program sets up funding in perpetuity through the establishment of the Oil and Gas Production fee, which requires every producer of oil and gas in the state to pay quarterly production fees to the CTE based on quarterly average spot prices of oil and gas. 70% of proceeds from the fees are allocated to the SB230 Formula Program. For FY26, limitations on CTE funding levels resulting from Proposition 117 will result in SB230 Formula Program funding of about \$37 million. For FY27 and beyond, CTE projects annual funding levels will average \$70 to 80 million. However, because program funding levels are tied to oil and gas prices, they are likely to fluctuate over time. The first Notice of Funding Availability was released on September 29, 2025 with applications due by December 5, 2025.

### Current Status

The first Notice of Funding Availability was released on September 29, 2025 with applications due by December 5, 2025. As of February 2026, the program has made 15 awards totaling \$15.1 million in FY26 across both the MPO and non-MPO areas, with more awards to come this year. Tables X and Y below lists the agencies specifically in the non-MPO areas that have been awarded funding as of February 2026, divided by local and intercity transit, as well as the projected increase in VRM or VRH as a result of this increase in funding. Most grant awardees will not achieve their projected maximum increase in transit service until 2030, although some agencies will begin to ramp up service in 2026.



**Table 7: SB230 Formula Program Grant Awards, Intercity Transit Expansion**

Agency	FY26 Award	2026 VRM	2027 VRM	2028 VRM	2029 VRM	2030 VRM
Roaring Fork Transportation Authority (RFTA)	\$2,100,000	352,029	352,029	352,029	352,029	352,029
Breck Free Ride	\$582,072	21,983	21,983	57,702	57,702	57,702
Winter Park The Lift	\$443,157	45,734	46,800	53,144	53,144	53,144
PATs (Parachute)	\$101,617	32,918	32,918	32,918	32,918	32,918
Lake County	\$62,112	0	21,900	21,900	21,900	21,900
CORE (Eagle Valley Transportation Authority)	\$1,000,000	105,520	216,315	337,663	337,663	337,663

**Table 8: SB230 Formula Program Grant Awards, Local Transit Expansion**

Agency	FY26 Award	2026 VRH	2027 VRH	2028 VRH	2029 VRH	2030 VRH
Vail Transit	\$938,499	6,948	10,041	13,979	16,062	16,062
Mountain Express (Crested Butte)	\$244,204	0	646	2,414	2,414	2,414
Steamboat Springs	\$896,117	2,400	2,400	6,000	6,000	6,000
Avon	\$320,490	1,800	1,800	1,800	1,800	1,800
Durango Transit	\$617,676	0	7,940	9,744	0	9,744
Estes Park	\$147,307	1,200	1,250	1,300	1,350	1,400

**Quantification of Benefit**

While the CTE formula grant program has made awards, the resulting service expansions have yet to occur. Once the program has been implemented and transit



agencies begin to expand their service, CDOT will track progress towards the VRM and VRH goals established in the GHG Mitigation Action Plan. The goal is to achieve 4,438,000 VRM in expanded intercity transit service and 34,000 new VRH in expanded local transit service by 2030, which will reduce GHG emissions by 8,664 MT in 2030, 4,435 MT in 2040, and 4,503 MT in 2050.

## Land Use

### CDOT Multimodal Investments and Internal Policies to Encourage High-Density Rezonings

#### Measure Description

This mitigation measure focuses on increasing residential density and mixed use transit-oriented development (TOD) through rezoning. Two recent pieces of legislation, “State Land Use Criteria for Strategic Growth Act” (House Bill 24-1313) and the “Sustainable Affordable Housing Assistance” (Senate Bill 24-174) provide the policy framework by which CDOT can identify and support communities which are striving to meet smart growth principles in the non-MPO areas of the state, areas called Neighborhood Centers. In order for a local government to officially designate an area as a Neighborhood Center, the area must meet criteria established by the Department of Local Affairs (DOLA). Broadly speaking, Neighborhood Centers will be areas designated by local governments outside of MPOs that have zoning and other local policies that support mixed-used, pedestrian-oriented neighborhoods, the development of affordable housing, and increased public transit ridership.

It is entirely voluntary for a local government to officially designate an area as a Neighborhood Center, but doing so opens those areas to millions of dollars in grant funding, making them eligible for the Transit Oriented Communities Infrastructure Grant Program (established in HB 24-1313) and Affordable Housing Tax Credits from the Colorado Housing and Finance Authority. Further, SB 24-174 directs CDOT and



other state agencies to update appropriate grant programs to prioritize projects in, or supporting, Neighborhood Centers.

It is important to note that these designations and any rezonings to support them are currently within the authority of local governments. Any rezonings that occur will be voluntary, and responsive to local policy, market, and demographic factors. Where local governments do have this vision, CDOT can be responsive by providing infrastructure. These investments will create synergies that will not only increase the attractiveness of multimodal options, but provide the infrastructure necessary for successful high-density development in downtowns, Neighborhood Centers, and Transit-Oriented Developments (TODs). CDOT's strategies will include:

- Prioritizing scoring for [Strategic Growth Compliant Local Governments](#) for certain CDOT funding opportunities, [per Executive Order D 2025 011](#)
- Per SB24-174, identify applicable and appropriate grand fund opportunities that will prioritize scoring for locations designated as Neighborhood Centers
- Development of a network of Mobility Hubs (particularly along I-70 Bustang routes)
- Transit investments in Bustang, Pegasus, Outrider, and regional transit agency partners
- First-last mile ped/bike connections
- Build “complete” projects in 10-Year Plan, where roadway projects include supportive multimodal elements

CDOT is using acres of TOD as a proxy for acres that may decide to become designated as Neighborhood Centers. The Neighborhood Centers concept most closely mirrors TOD, with a focus on mixed-use qualities, dense housing, and proximity to transit - but it is not a perfect match. Given the relative newness of the Neighborhood Centers program, CDOT plans to add a Neighborhood Centers specific mitigation measure to PD 1610 once the criteria have been further defined following the current pilot round.



## Implementation Timelines

The following milestones are scheduled to support the implementation of HB 24-1313 and SB24-174:

- In June of 2025, DOLA officially released [Version 1 of the criteria for Neighborhood Centers](#).
- In 2026 (and possibly earlier) CDOT and other state agencies will determine incentives and other initiatives that could encourage Neighborhood Centers to be designated by local governments.
- CDOT staff will report metrics on Neighborhood Centers in non-MPO areas to the Transportation Commission annually with the MAP Report.

## Current Status

Throughout the latter half of 2025 and early 2026, DOLA has been implementing a Neighborhood Center pilot program to further refine and finalize the Neighborhood Centers criteria. Five municipalities participated in the pilot program: Crested Butte, Avon, Frisco, Castle Rock, and Berthoud. Notably, three of these communities are in the non-MPO areas of the state. DOLA expects to publish the Version 2.0 of the criteria in the spring of 2026 and certify the pilot communities as the first Neighborhood Centers. Following this, all local governments will be eligible to submit an application to be designated as a Neighborhood Center.

To meet the requirements of [E.O. D 2025 11](#), which requires certain grant programs across several state agencies to prioritize scoring for [strategic growth compliant local governments](#), CDOT's Office of Innovative Mobility has updated the [2026 NOFA for the TMO Seed Funding Grant](#) to include criteria for strategic growth compliant local governments. The 2026 Transportation Alternatives Program (TAP) and Safe Routes to School (SRTS) call for new grantees in the fall of 2026 will integrate strategic growth compliant governments and neighborhood centers into the scoring rubric to decide awarded projects, fulfilling the E.O. as well as voluntarily including neighborhood



centers as part of the scoring criteria. Four of the five other other grant programs referenced by the E.O. D 2025 11 requirements (E-Mobility Education and Awareness Grants, TDM Innovation Grants, Roadside and On-Board Unit In-Kind Grant, and Revitalizing Main Streets) do not currently have funding available for FY25-26 or FY26-27. The final grant program referenced by the E.O. is the Multimodal Transportation and Mitigation Options Fund (MMOF), which is not applicable since awards for the MMOF program are not determined by CDOT.

#### Quantification of Benefit

These measures are projected to achieve 18,850 metric tons of GHG reduction in 2040 and 8,950 metric tons of GHG reduction in 2050. As of this status report residential rezoning progress since 2020 is still being assessed and no Neighborhood Centers have yet been designated.

## Medium-Duty and Heavy-Duty Electrification

### Electric Transit Buses

#### Measure Description

This strategy involves CDOT support for replacement of diesel transit buses with electric transit buses in non-MPO areas.

#### Implementation Timelines

CDOT has been delivering EV transit bus replacement grants through several funding streams since 2020 which represents the baseline year for which CDOT takes credit for GHG reduction benefits for this strategy. Most recently the Clean Transit Enterprise (CTE) has developed the public transit electrification program to provide routine funding for EV transit bus transition. From the grants that CTE has awarded or is anticipated to award based on projections outlined in the MAP, additional buses will be placed into service, helping us meet our GHG reduction goals. To reach our GHG



target for 2030, between 2020 and 2030, 70 buses need to be placed into service. Between the years 2028 and 2040, an additional 78 buses will need to be placed into service to meet our 2040 GHG reduction goals. Finally, between the years 2038 and 2050, 66 additional buses will need to be placed into service.

### Current Status

Between 2020 and 2026 18 grants have been awarded in non-MPO areas of the state. These grants include requests for 49 buses anticipated to be placed into service before 2030, with 15 already in service as of January of 2026. The latest information since last year's update is that between 2025 and 2026, the Town of Vail placed two new vehicles into service. Compared to CDOT's last update, there were no grants awarded as of this update in 2026.

There are numerous challenges transit agencies which receive CDOT grants face when procuring electric buses. Procurement of vehicles can be a slow process because there are currently only two original equipment manufacturers that are Buy America certified that can produce the buses. Additionally many buses require special wraps, seating arrangements, cameras, and other special features which slows down manufacturing. Predictability is another challenge faced when procuring zero emissions buses. There is no master purchasing agreement in the State of Colorado for EV buses, so each batch of vehicles is purchased independently leaving room for potential complications with vehicle capabilities, build quality and cost consistency.

The next annual MAP update will include any new awards as well as an update on procurement status.



**Table 9: Electric Transit Bus Implementation**

Transit Agency	Number of EV bus grants awarded (2020-2026)	Total number of EV buses requested by grants awarded (2020-2026)	Number EV buses placed into Service (2020-2026)
Eagle County	3	9	4
Summit County	1	3	3
Avon	2	3	0
Town of Breckenridge	4	10	0
Town of Vail	3	8	8
City of Durango	1	1	0
Town of Winter Park	2	3	0
Archuleta County	1	2	0
Roaring Fork Transportation Authority (RFTA)	1	10	0
<b>Total</b>	<b>18</b>	<b>49</b>	<b>15</b>

**Quantification of Benefit**

As documented in PD1610, replacing diesel transit buses with battery-electric buses has a lifetime benefit of 12 years. This measure is projected to achieve 5,950 metric tons of GHG reduction in 2030, 8,360 metric tons in 2040 and 6,438 metric tons in 2050. There are 15 buses that have been placed into service as of 2026 which will result in GHG reduction benefits in 2030, but not in later compliance years given the 12 year lifetime benefit of these bus operations. These buses will result in 1,275 MT reduction of GHG emissions. This is over 21% of the GHG emissions reduction goals by 2030.



## Traffic Operations

### Replace Signalized Intersection with Roundabout

#### Measure Description

Roundabouts have long been recognized for their safety and mobility benefits. In addition, the increased efficiency they provide at intersections benefits air quality by reducing GHG emissions. In developing CDOT's updated Mitigation Action Plan we assessed more fully both local agency and CDOT funded projects since the adoption of CDOT's 2020 baseline 10-Year Plan. PD 1610 states, "A locally-driven project, not otherwise prompted or developed as a result of CDOT or MPO action (e.g. funded or directly incentivized) may be included in the MAP if it is a GHG Mitigation Measure contained in Appendix A of this Policy." The statewide travel model does not distinguish between a roundabout and traditional signalized intersection. Therefore, CDOT has included roundabout construction in the MAP to capture the additional air quality benefits the newly added roundabout projects provide. The lifetime GHG reduction benefit of constructing a roundabout is considered to be 30 years. Therefore, any roundabouts constructed in 2020 and beyond will have a GHG reduction benefit through the last 2050 compliance year of the Standard. The scale of this measure is statewide for projects located outside of MPO areas.

#### Implementation Timelines

During development of this strategy CDOT assessed available information on what roundabouts were in design or constructed between 2021 and 2025 and planned through 2030. This includes information on both local agency projects and CDOT projects outside of MPO areas and not included in the baseline CDOT 10-Year plan from April 2020. Beyond 2030 CDOT was not able to specifically identify projects, but established aspirational goals between 2031 and 2040.



Current Status

The following table provides a summary of roundabout projects for which construction was completed through 2025.

**Table 10: Roundabout Projects**

Region	Location	Year Completed	Estimated AADT	2030 GHG Reduction (MT)	2040 GHG Reduction (MT)	2050 GHG Reduction (MT)
2	I-25 Exit 11 (S. of Trinidad)	2023	3,400	75	45	19
2	US 50 EB Off Ramp & CO 115 (Penrose)	2024	4,536	100	60	25
3	I-70 FR & Evergreen Access (Vail)	2021	N/A	-	-	-
3	CO-9 (009C) & 8th Ave (Frisco)	2021	23,100	511	307	127
3	CO-9 (009C) & Peak One Blvd (Frisco)	2021	25,300	559	336	139
3	CO-9 (009C) & Watson Ave (Breckenridge)	2022	19,800	438	263	109
3	US-6 (006E) & Hillcrest Dr (Edwards)	2024	12,100	267	161	67
3	US-6 (006E) & Arrowhead Dr (Edwards)	2024	14,300	316	190	79



Region	Location	Year Completed	Estimated AADT	2030 GHG Reduction (MT)	2040 GHG Reduction (MT)	2050 GHG Reduction (MT)
3	I-70 & Exit 140 WB Ramps (Gypsum)	2024	13,000	287	173	72
3	US-6 (006D) & Castle Valley Blvd (New Castle)	2025	6,000	133	80	33
3	US 6 (006D) and Post Blvd (Avon)	2024	11,000	243	146	61
4	US 36/Community Drive Roundabout	2024	9,200	203	122	51

### Quantification of Benefit

Through 2025 twelve roundabout construction projects were completed outside of MPO areas. One project in Vail we do not yet have AADT data for to calculate the GHG reduction benefit. However, for the eleven completed projects for which CDOT has data to calculate GHG benefit CDOT achieves a total of 3,132 metric tons of GHG in 2030 and 1,883 metric tons in 2040 and 782 metric tons in 2050. This represents 56% of the MAP GHG reduction goal achieved for the 2030 compliance year and 27% of the MAP GHG reduction goal achieved for the 2040 compliance year and 27% of the MAP GHG reduction goal achieved for the 2050 compliance year.



## Traffic Signal Retiming

### Measure Description

Retiming traffic signals improves air quality and reduces emissions by smoothing traffic flow, which leads to less stop-and-go driving and less idling time. This results in less fuel consumption and fewer air pollutants such as GHGs. Additionally, these efforts provide cost savings to travelers by improving travel time reliability and reducing fuel costs. Minimizing stop and go traffic also increases safety by reducing the potential for crashes. The lifetime GHG reduction benefit of retiming traffic signals is considered to be 5 years. Therefore, any traffic signals retimed within 5 years of a compliance year will have a GHG reduction benefit for that specific compliance year in the Standard. The scale of this measure is statewide for projects located outside of MPO areas.

### Implementation Timelines

Any signals retimed between 2025 and the end of 2030 will have a GHG reduction benefit in the 2030 compliance year of the Standard. To receive GHG reduction credit in the 2040 compliance year signals would need to be retimed between 2035 and the end of 2040.

### Current Status

The following table provides a summary of signal retiming completed during 2025.

**Table 11: 2025 Signal Retiming**

Region	Location	Year Completed	# of Signals	AADT per Signal	Total AADT	2030 GHG Reduction (MT)
2	285 & 43A (Bailey)	2025	1	16,000	16,000	80
2	285 & 9C (Fairplay)	2025	1	10,400	10,400	52
2	50B & Conley (La Junta)	2025	1	13,300	13,300	67



Region	Location	Year Completed	# of Signals	AADT per Signal	Total AADT	2030 GHG Reduction (MT)
2	24A & 67F (Divide)	2025	1	21,500	21,500	108
2	50B & Elm (Rocky Ford)	2025	1	6,500	6,500	33
2	50A & Evans (Canon City)	2025	1	17,800	17,800	89
2	50A & 67B (Florence)	2025	1	17,800	17,800	89
2	115 & Broadway (Penrose)	2025	1	9,000	9,000	45
2	50A Corridor (Canon City)	2025	8	19,100	152,800	764
5	160A & CR G (Cortez)	2025	1	10,096	10,096	50
5	160A & 7th St (Cortez)	2025	1	13,248	13,248	66
5	160A & 491B (Cortez)	2025	1	16,000	16,000	80
5	160A & SH145 (Cortez)	2025	1	12,995	12,995	65
5	160A & SH184 (Mancos)	2025	1	5,971	5,971	30
5	550B & SH62 (Ridgway)	2025	1	7,247	7,247	36
5	160A & CR 501 (Bayfield)	2025	1	9,800	9,800	49
5	160A & Maple St - Hawkins St Corridor (Cortez)	2025	8	17,000	136,000	680
5	SH 172 & Casino Pkwy - SH 151 Corridor (Ignacio)	2025	5	7,000	35,000	175
5	US160A & Pagosa Blvd - 4th St Corridor (Pagosa Springs)	2025	7	16,000	112,000	560



### Quantification of Benefit

During 2025 nineteen locations had a signal retiming project implemented encompassing a total of 43 traffic signals outside of MPO areas. Based on the estimated combined AADT CDOT will achieve a total of 3,117 metric tons of GHG in 2030. This represents 75% of the MAP GHG reduction goal achieved for the 2030 compliance year. Credit for reductions in 2040 will not be generated until projects are implemented in 2035 and beyond.

## Benefits to Disproportionately Impacted Communities

In 2021, Governor Polis enacted HB21-1266 which focuses on prioritizing a reduction in environmental health disparities to DI communities. A DI community as defined in CRS 24-4-109 (2)(b)(II), is a community in a census block group that meets one of the following criteria:

- The proportion of households that are at or below 200% of the federal poverty line is greater than forty percent,
- The proportion of households that are housing cost-burdened is greater than forty percent
- Communities with cumulative environmental and socioeconomic impacts, which can be identified by having a Colorado EnviroScreen score above the 80th percentile,
- The Southern Ute and Ute Mountain Ute reservations
- Mobile home communities
- And historically marginalized communities

At this time, CDOT does not have a final GHG Mitigation Measure equity benefits standards document available for measuring DI Community benefits of GHG Mitigation Measures, per PD 1610. A tool for this purpose remains in the draft stages of development. Previous versions of the annual MAP update included some DI benefit



scores. However, this scoring process and methodology is currently being reviewed and updated to enhance its ability to measure the relative benefits and impacts of GHG Mitigations Measures and prioritize local benefits to DI communities.

Additionally, many GHG mitigations established in the MAP are in the early stages of development and are programmatic in nature. Meaning, CDOT has projected project oriented goals, but not specific locations yet. Therefore, CDOT does not have enough details to determine and measure potential benefits to DI communities. However, their potential benefits for DI Communities is described below.

Land use changes like increased residential densities can lead to increased total housing availability and reduced transportation costs, especially when these residential areas are transit efficient and associated with affordable housing. Because the main goal of land use strategies is to help provide multimodal infrastructure resulting in shorter and fewer trips by single occupancy vehicles, land use changes lead to decreased need for single occupancy vehicles altogether and, in turn, lead to savings for families in DI communities. Also, if a community is designated as a Neighborhood Center, that community will receive funding for more multimodal options and other GHG reduction efforts. This funding can significantly improve DI communities.

Increasing public transit options in both urban and rural areas leads to transit-efficient communities that can create better access to education, community services, health care, and affordable housing for community members. Both Bustang and Outrider intersect with DI communities within Colorado. These public transit services help create better access to jobs, hospitals, grocery stores, among other destinations, positively benefiting these communities and decreasing the cost of transportation.

Electrifying MD/HD buses that intersect with DI communities not only has the potential to create the positive impacts listed above, but also will reduce emissions



from the buses that are providing improved access. Eliminating tailpipe emissions from transit buses that are typically diesel fueled substantially decreases localized pollution in communities including at bus stops. Emissions reductions lead to improved air quality in DI communities resulting in improved public health and wellness.

Roundabouts and signal retiming are operational mitigation measures that are recognized for their safety improvements and mobility benefits. These operational strategies reduce vehicle crashes leading to reduced cost for individuals. They also create increased efficiency at intersections by reducing vehicle idling and therefore fuel use which benefits air quality in DI communities where they are located.

CDOT intends to work to quantify GHG mitigation benefits to DI communities through annual MAP updates to the TC as project specifics become more clear.



# Greenhouse Gas Mitigation Action Plan 2026 Report

Denver Regional Council of Governments

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Preparation of this report has been financed in part through grants from the Federal Transit Administration and the Federal Highway Administration of the United States Department of Transportation.



# Introduction

The Denver Regional Council of Governments has prepared this Greenhouse Gas Mitigation Action Plan 2026 Report to comply with the State [Greenhouse Gas Transportation Planning Standard](#) (known as the Greenhouse Gas rule) adopted by the Colorado Transportation Commission in December 2021.

Because DRCOG prepared a Greenhouse Gas Mitigation Action Plan as part of its strategy framework to comply with the Greenhouse Gas rule, the rule requires annual reports addressing the implementation status of the Mitigation Action Plan. The Colorado Department of Transportation developed its Policy Directive 1610, which specifies the following information to include in the annual Greenhouse Gas Mitigation Action Plan Report for each mitigation measure:

- The implementation timelines.
- The current status.
- For measures that are delayed, canceled, or substituted, an explanation of why that decision was made and, how these measures or the equivalent will be achieved.
- For measures located in a Disproportionately Impacted Community that are delayed, canceled, or substituted, an explanation of why that decision was made and, how these measures or the equivalent will still be achieved in Disproportionately Impacted Communities.

## Summary of Mitigation Action Plan measures

The Greenhouse Gas rule allows adopting a Mitigation Action Plan as part of meeting the rule's required emission reduction levels. Through its [2022 Greenhouse Gas Transportation Report](#), DRCOG determined a Mitigation Action Plan was needed for the 2030, 2040, and 2050 analysis compliance years as shown in Table 1. The original strategies and concepts developed to meet the state greenhouse gas emission reduction levels have been carried forward without changes into the 2024 Amended 2050 RTP.

DRCOG staff are currently in the process of updating the 2050 Regional Transportation Plan and assessing the 2050 RTP's framework for GHG rule compliance, including updating and reassessing the Mitigation Action Plan.



**Table 1: Greenhouse gas emission reduction results (in million metric tons per year)**

Analysis Components	2025	2030	2040	2050
2050 Regional Transportation Plan 2022 update modeling (network updates, programmatic funding and observed data)	0.68	0.68	0.57	0.35
Additional programmatic transportation investments (active transportation, complete street retrofits, signal timing and CDOT Bustang)	N/A	0.07	0.05	0.03
Mitigation Action Plan (commitment to further action)	N/A	0.10	0.12	0.08
Total greenhouse gas reductions	0.68	0.85	0.74	0.46
Reduction level requirement from Table 1 of the greenhouse gas rule (citation: 2 CCR 601-22, Section 8.02.6)	0.27	0.82	0.63	0.37
Reduction level achieved	<b>Yes</b>	<b>Yes</b>	<b>Yes</b>	<b>Yes</b>

The Mitigation Action Plan details the region’s approach to using mitigation measures to help achieve the greenhouse gas reduction levels required for the DRCOG metropolitan planning organization area for 2030, 2040, and 2050. DRCOG’s mitigation measures are regional, policy-based, and represent the sum of potential local government voluntary actions related to:

- Increasing residential and employment densities.
- Mixed-use transit-oriented development.
- Reducing or eliminating minimum parking requirements while also setting maximum levels.
- Adopting local complete streets standards.

Table 2 shows the Greenhouse gas emission reductions associated with the mitigation measures for each measure and each analysis year (in estimated metric tons):



**Table 2: Greenhouse gas emission reductions from Mitigation Action Plan strategies**

Mitigation Measures	Greenhouse gas reduction in metric tons by 2030	Greenhouse gas reduction in metric tons by 2040	Greenhouse gas reduction in metric tons by 2050
Increase residential density from less than 10 units per acre to at least 15 to 25 units per acre	13,548	16,011	10,557
Increase job density from less than 0.5 floor area ratio to at least 1.0 floor area ratio	2,309	2,822	1,833
Mixed-use transit-oriented development higher intensity: Area rezoned for mixed-use transit-oriented development at least 25 units per acre and 150 jobs per acre	8,588	9,814	6,510
Mixed-use transit-oriented development moderate intensity: Area rezoned for mixed-use transit-oriented development at least 15 units per acre and 100 jobs per acre	18,397	21,157	14,455
Reduce or eliminate minimum parking requirements and set low maximum levels (residential)	37,750	43,795	29,573
Reduce or eliminate minimum parking requirements and set moderate maximum levels (residential)	18,332	21,281	14,347
Reduce or eliminate minimum parking requirements and set maximum levels (commercial)	4,373	3,940	3,511
Adopt local complete streets standards	369	243	44
<b>Grand total</b>	<b>103,666</b>	<b>119,063</b>	<b>80,829</b>

At the local government level, mitigation measures are voluntary, and the Mitigation Action Plan does not require local jurisdictions to implement any mitigation measure in any specific location or within any specific timeframe. However, these mitigation measures were specifically chosen to build on the Denver region’s foundation of integrated transportation-land use planning, particularly around the region’s existing and planned rapid transit system (light/commuter rail and Bus Rapid Transit), urban centers, and related planning initiatives.



# Tracking implementation

## Local government outreach

DRCOG staff maintain relationships with local government planners to understand, anticipate and coordinate local and regional growth priorities.

- Between January 1 and September 30, 2025, Regional Planning and Development staff held 83 meetings with local government staff to provide support on growth and development topics. This included support on increased housing density and transit-oriented development.

The August 27, 2025, DRCOG Awards Celebration honored, recognized, and elevated eight initiatives in the region that advanced the Metro Vision regional plan. Projects that advance Metro Vision support the implementation of the Mitigation Action Plan as they foster increased residential density, mixed-use transit-oriented development, efficient land use strategies, and complete streets projects.

- The City of Longmont was awarded for their parking code amendments. Longmont is the first city in Colorado and the first non-coastal western city in the United States to eliminate minimum parking requirements for new developments. This policy direction reflects a desired future of increasing alternative transportation mode share and reducing greenhouse gas emissions. By removing requirements for developers to provide large parking lots, this policy change allows communities and property owners to have more flexibility in the design phase, resulting in community spaces that are more reflective of community needs and demands.
- Boulder County was awarded for their Mobility and Access for All Ages Plan. The plan expands accessible, affordable, and equitable travel options, emphasizing non-auto modes. It promotes complete streets concepts and aligns with multimodal infrastructure and accessibility goals central to complete streets standards.
- East Colfax Community Collective was awarded for their project, East Colfax Mixed-Income Neighborhood Trust. Their efforts support transit-oriented development and residential density. The East Colfax corridor is a major transit corridor in metro Denver. Their efforts preserved and stabilized housing in a transit-rich corridor, supported transit-oriented development goals and helped prevent displacement from high-opportunity areas.
- The City of Lafayette and Boulder County were awarded for the Willoughby Corner Affordable Housing Project. Affordable and sustainable accurately describe Willoughby Corner, a 400-unit, all-electric housing community in Lafayette, that includes rental and for-sale homes for families, older adults and people with disabilities earning 30 to 120 percent of the area median income. Willoughby Corner transformed a site into a thoughtfully designed neighborhood



close to pedestrian and bike trails, public transit and charging stations for electric vehicles. The project achieves net-zero energy with solar photovoltaics, all-electric appliances and geothermal heating and cooling.

Additionally, DRCOG staff routinely engage with local government staff as part of the agency's transportation planning, program, and project-based work. Highlights of this engagement in 2025 include:

- Advanced six projects through procurement and contracting for the Livable Centers Small-Area Planning Set-Aside, which focused on increasing housing, promoting mixed-use transit-oriented development, and implementing complete streets.
  - The East Midtown Centennial Small Area Plan project kicked off in October 2025. It will provide a framework for the evolution of the area around Dry Creek Station, guiding its development into a transit-oriented district with housing, commercial spaces and enhanced multimodal transportation options.
  - The Arvada Livable Centers in Transit Oriented Communities project kicked off in December 2025 and is studying housing density along RTD's G Line.
- Initiated several Innovative Mobility Set-Aside projects with local government partners related to the mitigation measures, including two shared micromobility-related studies, one focused on mobility hubs.
- Continued activities relating to the US Environmental Protection Agency's Climate Pollution Reduction Grant program.
- Engaged local governments and stakeholders in developing the Regional Housing Strategy (Housing-Transportation Coordination Plan) through focus groups, interviews, and participation in a Steering Committee and Advisory Group. The strategy promotes residential density, particularly in infill and transit-served areas. By prioritizing infill, co-locating housing and jobs, and improving location efficiency, the strategy promotes compact, walkable communities that reduce vehicle miles traveled, lower emissions, support transit-accessible housing, and encourage efficient infrastructure use.
- Completed, initiated, and continued several studies under the agency's new Corridor Planning Program and Community Based Planning Program, including the [Colfax BRT Next](#) project in Aurora which began in October 2024.

DRCOG staff conducts and participates in numerous local government outreach activities beyond those highlighted here, from participating in local government-led studies to trainings, data sharing, and other activities. A comprehensive list is contained in reporting associated with DRCOG's Unified Planning Work Program activities; the most recent [Unified Planning Work Program activities report](#) is available on DRCOG's website, which covers most of 2025.



## Land use strategies

DRCOG maintains a portfolio of regionally comprehensive datasets for use in allocating county-level household and job growth forecasts across over 2,800 transportation analysis zones. DRCOG refers to this as its small-area forecast. DRCOG relies on UrbanSim, a predictive model, to simulate household and employment location choices within the natural and regulatory constraints of each of over 50,000 census blocks. This work connects to the land use strategies in the Mitigation Action Plan because of the work DRCOG does to represent regulatory constraints and up to date demographic and economic forecasts within this modeling framework. Relevant portions of this process are described below and are further detailed in [Appendix F](#) of the [2050 Metro Vision Regional Transportation Plan](#).

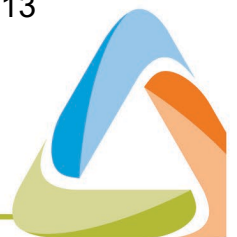
DRCOG staff collect geospatial data from local governments annually, harvesting it from public geographic information systems data portals and through direct requests. These include addresses, parcels, open space, bicycle facilities/trails, municipal boundaries, special district boundaries, bicycle counts and, most importantly, zoning. Attributes in zoning data do not include allowable densities. Consistently, this zoning data only includes jurisdiction name (zoning district) and an abbreviated zoning type name (known as a shorthand notation).

DRCOG then uses observable, point-level housing and employment data it licenses, collects and compiles from a variety of sources to understand the range of densities currently observed in different blocks throughout these different zoning districts.

This observation-based approach to estimating zoning capacity has limited ability to capture new or novel zoning that represents greater future densities than can be observed today. DRCOG staff currently rely on local government planning staff feedback on a draft small-area forecast to identify where capacity overrides may be necessary in the modeling process.

The [Colorado Zoning Atlas](#) has now been completed as part of the National Zoning Atlas. Based on initial analysis, this effort does not yet allow for a bulk download that could facilitate analysis of existing zoning across the DRCOG region. Additionally, the data schema followed from the National Zoning Atlas effort may not allow for a dwelling unit per acre calculation. There are currently no plans to update the dataset for future year comparisons; the current work is just a point in time calculation. However, DRCOG staff will continue to track this work and assess its feasibility in tracking zoning-based mitigation measures.

Another related potential near-term approach involves tracking year-over-year changes based on requirements of Colorado House Bill 24-1313 (HB24-1313) discussed in more detail in a subsequent section. The transit-oriented communities calculation model finalized by the state in early 2025 to help implement the requirements of HB24-1313



will allow for a uniform set of assumptions to calculate zoning capacity in terms of dwelling units per acre based on a given zoning district's dimensional standards.

Preliminary local transit-oriented community assessment reports were due to the state by June 30, 2025. DRCOG staff can reference these reports to understand where existing zoning may fall short of the density thresholds under its mitigation measures and may be able to gain a preliminary understanding of the increases to be expected under the locally calculated Housing Opportunity Goal in the report.

HB24-1313 requires local governments to work towards Housing Opportunity Goal compliance by adopting zoning changes and designating transit centers on or before December 31, 2027, which is prior to the Mitigation Action Plan's first compliance year of 2030.

## Parking strategies

["Best Practices in Parking Management Strategies for Colorado Communities,"](#) was prepared by the state Department of Local Affairs in partnership with the Colorado Energy Office and the Colorado Department of Transportation in fulfillment of House Bill 24-1304 (HB24-1304), discussed in a subsequent section of this report. Additionally, HB24-1304 may replace a planned DRCOG effort to conduct a regional parking utilization study to determine the feasibility of lowering parking standards.

Given this changed framework, DRCOG staff focused on inventorying local government parking policy update activities. Of DRCOG's 59 local government members, several have recently taken – or are considering – actions relating to parking standards, paid parking, parking fees, residential parking permit districts, or related strategies. A few specific examples most directly related to the Mitigation Action Plan's measure to reduce or eliminate minimum parking requirements and set low maximum levels include:

- The City of Boulder is currently considering eliminating parking minimums, adding new requirements for developers to create transportation plans, and encouraging more on-street parking availability.
- The City and County of Broomfield reduced parking minimums for most land uses, established parking maximums at 125% of the parking minimum, reduced parking requirements for developments near transit, and established bicycle parking requirements.
- The City and County of Denver is currently considering eliminating minimum parking requirements from development regulations.
- The City of Longmont eliminated minimum parking requirements for new development and replaced them with parking maximums.

Additionally, HB24-1304 removes parking minimums in a number of situations. DRCOG staff will also monitor local government reporting to the state required by HB24-1304. The first annual report is due December 31, 2026.



DRCOG hosted a Metro Vision Idea Exchange on July 9, 2025 focused on “[Modernizing parking requirements: demystifying parking policy in the Denver region.](#)” This event featured planners from the City of Longmont, City and County of Denver, City and County of Broomfield and the City of Boulder. Fifty-four local government staff attended the event to foster knowledge sharing and collaboration around innovative parking standards, including elimination of minimum parking requirements.

## Complete streets standards

DRCOG adopted a [Regional Complete Streets Toolkit](#) in 2021 and subsequently developed an interactive complete streets webmap and Geographic Information System-based location prioritization tool. In 2024, DRCOG staff began informally inventorying local governments’ efforts to develop, adopt, and apply local complete streets standards.

- In late 2023, the City of Lafayette adopted its Multimodal Transportation Plan which included several elements of DRCOG’s Regional Complete Streets Toolkit relating to street typology and design.

In its informal inventory, DRCOG staff found that several jurisdictions have adopted complete streets plans or policies in the last few years, and over time have conducted complete streets-related planning or project activities.

- The City of Englewood has multiple complete streets projects underway.
- The City of Boulder and City of Edgewater have plans that call out the need to develop a street design guide or complete streets approach.
- The City of Littleton has a “Safer Streets” program, though it is not specifically a complete streets program.
- The City of Lakewood in 2024 adopted Lakewood Moves, which includes specific guidance that “Lakewood will continue to work towards the full implementation of a Complete Streets system.”
- Adams County is in the process of updating its functional classifications and standard roadway cross sections.

DRCOG learned that a “state of the practice” report would be helpful to local government staff and have begun researching what this report should include and plan to complete it in 2026. Accordingly, DRCOG staff will also be working with local governments over time to track not just the status of adopting complete streets standards, but their application to multimodal project design and implementation, which is one of the mitigation measures in the Mitigation Action Plan.



## Mitigation Action Plan success

All mitigation measures contained in DRCOG's Mitigation Action Plan are dependent on direct, but voluntary, action by local governments to implement. Because the mitigation measures are qualitative, policy-based, and local government-driven, tracking their implementation is more difficult, as is measuring success over time.

As discussed, the current methods available to DRCOG staff to track zoning changes in the region do not provide the information necessary to efficiently "crosswalk" all zoning changes to the mitigation measures to accurately assess implementation compliance. The difficulty in tracking zoning changes means that efforts towards transportation-efficient zoning are not accounted for in measuring the success of the Mitigation Action Plan.

Additionally, limited staff resources are focused on tracking and interpreting often ambiguous zoning changes instead of being focused on identifying geographies and communities where targeted planning work could have the most impact in reducing greenhouse gas emissions.

However, DRCOG maintains a wide array of data as part of the regional transportation planning process that can be leveraged to measure regional reductions in greenhouse gas emissions:

- Historical and current point-level housing unit and employment data can identify locations of new, observable development and increased densification.
- Several license-restricted data sources DRCOG utilizes can help identify near-term future developments.
- Tracking current and future development in this manner better fits DRCOG's existing workflows and data capabilities than tracking local policy changes,

Pursuing this approach would require changes to CDOT's Policy Directive 1610 (PD 1610), which includes the official mitigation measures and associated assessment methodologies under the Greenhouse Gas Rule. DRCOG staff continue to discuss with CDOT staff about the need and process to update PD 1610 to provide for this proposed approach.



# Implementation timeline

The DRCOG Board adopted the Mitigation Action Plan in September 2022 as part of the updated 2050 Metro Vision Regional Transportation Plan. Since the measures in the Mitigation Action Plan are not required until 2030, the initial Mitigation Action Plan Reports have focused on developing an implementation tracking framework for the mitigation measures.

Tables 3 through 6 illustrate an anticipated implementation timeline that makes increasing progress towards the first required horizon year (2030) for the land use strategies, as outreach and implementation assistance activities are resourced and developed over time.

**Table 3: Land use strategies anticipated cumulative implementation; acres rezoned**

Land Use Strategies	2026	2028	2030
Increase residential density	154	339	616
Increase job density	32	70	128
Mixed-use transit-oriented development: moderate intensity	115	253	460
Mixed-use transit-oriented development: higher intensity	44	96	175

**Table 4: Residential parking strategies anticipated cumulative implementation, dwelling units allowed**

Parking Strategies	2026	2028	2030
Eliminate minimum and set low maximum parking levels – urban core	3,382	7,439	13,526
Eliminate minimum and set low maximum parking levels – urban	3,043	6,695	12,173
Eliminate minimum and set low maximum parking levels – suburban	752	1,653	3,006
Eliminate minimum and set moderate maximum parking levels – urban core	4,233	9,313	16,933
Eliminate minimum and set moderate maximum parking levels – urban	1,954	4,298	7,815
Eliminate minimum and set moderate maximum parking levels – suburban	814	1,791	3,256



**Table 5: Commercial parking strategies anticipated cumulative implementation, 10,000 square feet of floor area**

Reduce or eliminate minimum and set maximum parking levels	2026	2028	2030
maximum two-and-a-half spaces per 1,000 square feet	153	337	613
maximum two spaces per 1,000 square feet	18	39	70
maximum one-and-a-half spaces per 1,000 square feet	43	94	170
maximum one space per 1,000 square feet	43	94	170

**Table 6: Local complete streets anticipated cumulative implementation, miles**

Adopt local complete streets standards	2026	2028	2030
Urban	3	7	14
Suburban	8	17	32

These timelines are dependent on resources for outreach and implementation assistance that have been included in the Unified Planning Work Program. They also rely on the interest, capacity, priorities, and actions of local governments to ultimately implement, since specific local actions are voluntary.

## Mitigation Action Plan Fulfillment

DRCOG’s Fiscal Years 2026-2027 Unified Planning Work Program includes a specific activity (Activity 2.4 - Greenhouse Gas Mitigation Action Plan Implementation Assistance) and associated tasks to provide assistance, tools, and resources to local agencies to implement the mitigation measures identified in DRCOG’s Mitigation Action Plan. The specific tasks included as part of the two-year work program are:

- Convene a workshop series with local agencies covering Mitigation Action Plan strategies.
  - DRCOG hosted a Metro Vision Idea Exchange on July 9, 2025 focused on [“Modernizing parking requirements: demystifying parking policy in the Denver region.”](#) This event featured planners from the City of Longmont, City and County of Denver, City and County of Broomfield and the City of Boulder. Fifty-four local government staff attended the event to foster knowledge sharing and collaboration around innovative parking standards, including elimination of minimum parking requirements.

As discussed previously, the HB24-1304-required *Best Practices in Parking Management Strategies for Colorado Communities* dovetails with a planned effort by DRCOG to develop a report on parking strategies for smart growth. As HB24-1304 is implemented over time, DRCOG staff may assess the need for additional work that builds on these efforts to provide more local context in the areas of parking policies and strategies.



HB24-1304, along with the other legislation profiled in the next section, will also contribute towards implementing and tracking several of the mitigation measures through the legislations' action and tracking/progress reporting requirements.

## State legislation

The 2024 legislative session resulted in multiple bills becoming law that have significantly influenced planning for and tracking of several mitigation measures. Municipalities are still working toward the requirements of the 2024 legislation, which includes progressive requirements with deadlines ranging from 2025 to 2027.

- **HB24-1304:** Certain jurisdictions located within a metropolitan planning organization (MPO) area, including the DRCOG MPO area, are prohibited from establishing or enforcing minimum parking requirements for certain types of residential buildings, including multifamily residential developments, buildings redeveloped for residential purposes, and buildings redeveloped for mixed use in which at least 50 percent of the new use is residential. The measure took effect June 30, 2025. **This bill supports the Mitigation Action Plan strategies related to eliminating minimum parking requirements.**
- **HB24-1313:** Known as the “transit oriented communities” bill, it requires certain local governments to change their zoning laws to allow for greater residential densities (a cumulative average of 40 units per acre) near major rail and bus corridors. Applicable jurisdictions are required to set a “housing opportunity goal” and make zoning changes to allow for the goal to be achieved. Local governments were required to submit preliminary reports to the state by the end of June 2025. By December 31, 2026, municipalities are required to submit a Housing Opportunity Goal Report to DOLA. By December 31, 2027, communities must complete the zoning and strategies associated with their Housing Opportunity Goal Report. **This bill supports the Mitigation Action Plan strategies related to increased residential density and transit-oriented development.**
- **HB 24-1152:** Known as the “Accessory Dwelling Unit” bill, it applies to most municipalities in the DRCOG region (based on population of 1,000+ residents with special consideration for populated unincorporated areas). The bill requires municipalities to allow one accessory dwelling unit (ADU) where single family detached units are allowed. The bill also streamlines the approval process for ADUs and prohibits jurisdictions from using excessive size or setback restrictions as a means of preventing ADUs. It also prevents parking requirements for ADUs. **This bill supports the Mitigation Action Plan strategies related to increased residential density (and, to a certain extent, parking requirements).**

While these and other related housing and transportation bills do not affect current efforts related to implementing or reporting on DRCOG’s Mitigation Action Plan, they will likely affect both in future years.



# Adjusting mitigation measures

DRCOG has not adjusted any mitigation measures included in the Mitigation Action Plan. Because DRCOG does not need mitigation measures for compliance purposes until the 2030 analysis year, the Mitigation Action Plan is meant to be dynamic. If DRCOG makes changes to its mitigation measures, it will also provide an explanation in the applicable annual report of why those decisions were made and whether or how achievement of the mitigation measures would be affected as required by the Greenhouse Gas Rule.

Additionally, DRCOG is currently preparing a federally required major update to its 2050 Regional Transportation Plan. This process, which started in fall of 2024, will result in adopting an updated 2050 RTP in fall of 2026. Part of this major update will include re-assessing the 2050 RTP's framework for GHG rule compliance, including updating and reassessing the Mitigation Action Plan. These actions could result in significant changes to the 2050 RTP's overall compliance framework, the MAP and its mitigation measures, or potentially even no longer needing a MAP for compliance.



# Disproportionally Impacted Communities

As DRCOG has not adjusted any mitigation measures, including delaying, cancelling, or substituting any, there have not been changes to benefits to Disproportionally Impacted Communities.

The Greenhouse Gas Rule requires a Mitigation Action Plan to describe benefits (of the mitigation measures) to Disproportionately Impacted Communities, including an estimate of the total mitigation project spent in or designed to serve Disproportionately Impacted Communities. The Rule also requires a Mitigation Action Plan annual report to address (if applicable) how any mitigation measures (or their equivalent) that are delayed, cancelled, or substituted in Disproportionally Impacted Communities could be achieved.

Because DRCOG's mitigation measures are policy-based and not project- or location-based, they cannot be directly assessed within the context of the Disproportionally Impacted Communities provisions of the Greenhouse Gas rule or Policy Directive 1610. Even so, this is a critically important topic to DRCOG in its Mitigation Action Plan and greenhouse gas work (and its overall transportation planning process). DRCOG's Mitigation Action Plan includes an analysis of the mitigation measures by mapping the disproportionately impacted community geographies within the DRCOG metropolitan planning organization area.

## Regional Transportation Plan Equity Analysis

During the latest update to DRCOG's Regional Transportation Plan, staff implemented a new equity analysis. This included a proximity analysis, region-wide statistics, and best practices guide. Each county received a list of submitted projects with information on:

- If the project touched an area of high equity concern, according to the DRCOG equity index.
- What key environmental features were nearby the project.
- What key resources were near the project.

This project information was accompanied by an equity best practices guide. Project applicants could compare the information in the spreadsheet with information on how to move forward. The hope is that this will inspire project leaders to think about equity more critically.



# Conclusion

This 2026 Greenhouse Gas Mitigation Action Plan Report is the fourth annual report required by the Transportation Commission's Greenhouse Gas Transportation Planning Standard. This report is required to address the implementation of DRCOG's Mitigation Action Plan prepared as part of its updated 2050 Metro Vision Regional Transportation Plan amended by the DRCOG Board in May 2024.

This 2026 Report shares local government coordination activities and local government actions relating to the mitigation measures. Through the required annual reporting process, DRCOG will continue to work in partnership with its local governments to optimize the greenhouse gas reductions through the mitigation measures in the Mitigation Action Plan.

DRCOG staff are currently in the process of updating the 2050 Regional Transportation Plan and assessing the 2050 RTP's framework for GHG rule compliance, including updating and reassessing the Mitigation Action Plan.





**COLORADO**  
Department of Transportation

## Transportation Commission Memorandum

**To:** Colorado Transportation Commission

**From:** Leslie Welch and Anna Dunn, Grants Coordinators

**Date:** April 1st, 2026

**Subject:** Update to the Transportation Commission on CDOT's submitted, in progress, and forthcoming grant applications

### Purpose

To share progress on submitted applications, as well as current and future coordination of proposals to anticipated federal discretionary programs, primarily under the Infrastructure Investment Jobs Act (IIJA).

### Action

Per PD 703.0, when the department intends to apply for grants with a match consisting of previously approved funding, no action is necessary by the Commission, but we provide the Commission with the projects we intend to pursue. If the match requires an additional commitment of funds not already approved by the Commission, or Bridge & Tunnel Enterprise (BTE), staff brings the projects to the Commission as an action item, with the additional funding being made contingent on a successful application and grant award.

As always, Commissioners and CDOT staff are encouraged to contact CDOT's in-house grant team with questions, comments, and suggestions.

### Background

For information on closed 2022, 2023, 2024, and 2025 grant programs and awarded proposals, please refer to archived TC Grants Memos from December 2025 or prior.

The following discretionary grant programs have closed, but applications are still being reviewed:

1. BRIDGE INVESTMENT PROGRAM (BIP) - LARGE BRIDGE
  - I-270 Corridor Improvements Bridge Bundle, R1
2. BRIDGE INVESTMENT PROGRAM (BIP) - OTHER than LARGE BRIDGE (>\$100M)
  - US50 Blue Mesa Bridges Emergency Repairs, R3
3. BRIDGE INVESTMENT PROGRAM (BIP) - PLANNING
  - I-70 West Applewood to Lakewood Critical Bridges Planning, R1
4. National Scenic Byways Program
  - Mount Blue Sky Scenic Byway: Interpretation Corridor Management Plan, R1
  - Roadside Markers Improvements on Colorado Byways, Statewide
5. BRIDGE INVESTMENT PROGRAM (BIP) - LARGE BRIDGE
  - I-270 Critical Bridges, R1
6. Rural and Tribal Assistance Pilot Program

- Grants Team has submitted the Small Slope Alternative Avalanche Mitigation Feasibility Analysis, which will affect locations across Region 3 and 5. Notice has been delayed due to the federal shutdown.
7. National Railroad Partnership Program (formerly known as Federal State Partnership Program) - Response expected August 2026
    - Denver Union Station Improvements- Track and equipment improvements to reduce passenger rail delays at Union Station, Region 1
    - SAFER Travel- Rockfall mitigation, grade crossing improvements, hazmat caching along key passenger rail routes (e.g., California Zephyr), Region 3.
  8. Better Utilizing Investments to Leverage Development (BUILD) (formerly known as RAISE) - Response expected August 2026
    - 23rd Avenue Bridge Improvements Project - Replacement of the 23rd Avenue bridge and corresponding multimodal improvements, Region 1
    - US Highway 50 Safety Improvements West of Cañon City (aka the '8 Mile Grant' - Installation of median and other safety improvements along US 50 west of Cañon City, Region 2
    - I-70 Tourism/Recreation Access and Interstate Longevity (TRAIL) - Replacement of the Mt. Garfield Trailhead access culvert, Region 3
    - Morgan County Building Opportunities for Optimized Safety and Transportation (BOOST) - Reconstruction of I-76 near Fort Morgan and elimination of dangerous interchange, Region 4

#### IN PROGRESS

CDOT is actively pursuing the following discretionary grant program(s):

1. PROTECT
  - CDOT is pursuing grants for State-Wide Avalanche Mitigation (SWAP) in Regions 3 and 5 and a Culvert package in Region 3
2. CRISI
  - CDOT intends to pursue a grant for a sidings project in R1 to improve freight movement and railyard congestion
3. Railroad Crossing Elimination (RCE)
  - CDOT is investigating potential application opportunities for this grant opportunity.
4. Wildlife Crossings Pilot Program
  - CDOT intends to pursue resubmissions for the R2 I-25 Raton Pass project, R1 US 40 Empire Overpass, as well as a new submission for US 160 East of Cortez.
5. Bridge Investment Program: Planning
  - CDOT is preparing to submit:
    - I-70 West Applewood to Lakewood Critical Bridges Replacement Planning Project, Region 1
    - Colorado Eastern Plains Timber Bridge Replacement Planning Project, Region 1
6. Bridge Investment Program: Medium Bridge
  - CDOT is preparing grants to submit:
    - US 85 Fountain Creek Critical Bridge Replacement for Community Connectivity and Safety, Region 2
    - US 550 Animas Bridge Replacement, Region 5

#### CDOT DISCRETIONARY GRANT SUCCESS BY THE NUMBERS

Since the IIJA was signed into law in November 2021...

- CDOT has been awarded \$612M\*, including both direct and indirect via local agency partnerships
- 19 priority projects featured in our 10 Year Plan have won a federal discretionary grant
- The Floyd Hill to Veterans Memorial Tunnels Improvements Project received CDOT's largest award to date at \$100M

## Next Steps

Grants Team is expecting updated NOFOs to drop soon for the following programs:

- BIP Medium and Other Bridge: Deadline has been delayed by FHWA. No updated NOFO out at this time
- Consolidated Rail Infrastructure and Safety Improvements (CRISI) Program: No updated NOFO, but expected to follow NRPP.
- Wildlife Crossings Pilot Program. Expected Spring 2026

\*Amount includes now rescinded EVCRAA and CRISI grants



**COLORADO**

**Department of Transportation**

## Transportation Commission Memorandum

**To:** Colorado Transportation Commission

**From:** Craig Secrest, CTE Executive Director

**Date:** April 3, 2026

**Subject:** Regional Transportation Authorities: Best Practices Report

### Purpose

To provide the Transportation Commission with the final Regional Transportation Authority: Best Practices Report that CDOT was required to produce as part of SB 25-161, the Transit Reform Bill.

### Action

Information Only

### Background:

Regional Transportation Authorities (RTAs) are organizations enabled by Colorado state statute (Title 43, Article 4, Part 6) that can plan, finance, implement, and operate a regional transportation system within a defined boundary. There are currently eight RTAs in Colorado, with the most recent one being approved by the voters in the Yampa Valley during the November 2025 election. RTAs vary in size, location, function, and services, but most provide (or fund) some level of transit service.

In assessing RTA best practices, this report addresses:

- How Colorado RTAs have helped increase transit funding, services, and ridership.
- What national research tells us about RTA and regional transit best practices.
- How new RTAs should structure their formation, funding, ballot, governance, and coordination processes to be set up for success.
- What strategies may help to increase new RTA formation.
- What support can be given to existing RTAs to evolve and improve.

## **Attachments**

Regional Transportation Authorities: Best Practices Report

# Regional Transportation Authorities: Best Practices Report



March 31, 2026

**COLORADO**  
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# Acronyms

BRT	Bus Rapid Transit
ADA	Americans with Disabilities Act
ARTA	Roaring Fork Transportation Authority
BRRTA	Baptist Road Regional Transportation Authority
C.R.S.	Colorado Revised Statutes
CASTA	Colorado Association of Transit Agencies
CCR	Colorado Code of Regulations
CDOT	Colorado Department of Transportation
CTE	Colorado Transportation Enterprise
CTIO	Colorado Transportation Investment Office
DIA	Denver International Airport
DOLA	Colorado Department of Local Affairs
DOT	Department of Transportation
DRCOG	Denver Regional Council of Governments
EPA	U.S. Environmental Protection Agency
EVTA	Eagle Valley Transportation Authority
FTA	Federal Transit Administration
IGA	Intergovernmental Agreement
JOA	Joint Operating Agreement
MMT	Mountain Metropolitan Transit
NECALG	Northeast Colorado Area Local Governments
PPRTA	Pikes Peak Rural Transportation Authority
RFTA	Roaring Fork Transportation Authority
RTA	Regional Transportation Authority
RTD	Regional Transportation District
SMART	San Miguel Authority for Regional Transportation
SPVRTA	South Platte Valley Regional Transportation Authority
SST	Steamboat Springs Transit
TABOR	Taxpayer's Bill of Rights
TPO	Transportation Planning Organization

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# Executive Summary

Regional Transportation Authorities (RTAs) are organizations that plan, finance, implement, and operate regional transportation systems. RTAs were authorized by Colorado statute in 1997 and the first RTA, Roaring Fork Transportation Authority (RFTA), officially formed in 2000. Today, RFTA is the largest rural transit authority in the United States and is among a diverse set of eight RTAs operating across Colorado.

In 2025, the Colorado Senate authorized the Transit Reform Bill (Senate Bill 25-161) to strengthen transit funding and services across the state. In compliance with that bill the Colorado Department of Transportation (CDOT) developed this report to lay the groundwork for future RTA expansion. This report provides RTA best practices that are built on legislative review, local and national research, case studies, and interviews with RTA staff.

## Key Findings

*RTA formation requires a clear vision and committed champions.*

Interviews with RTA leaders in Colorado, as well as state and national research, revealed that formation often hinged on leaders who capitalized on moments of political will or private funding to spearhead the effort. These leaders clearly identify transportation issues, provide bureaucratic navigation, and direct attention toward the transportation issues that RTAs can address. Furthermore, these leaders play an important role in shaping public opinion.

*The impetus for RTA formation varies.*

While RTAs typically form to increase potential funding for delivery of services and projects, there is no consistent stimulus for RTA formation. Some communities used RTAs as a tool to launch new services and projects from scratch, while other communities used RTAs to grow existing regional transit services that outgrew singular municipal or county operations. While consolidating existing transit services may be a partial motivation, it was not found to be a primary driver for RTA formation (new increased funding and a forum for regional transportation cooperation were).

*Voters have direct control over RTA formation and funding.*

Colorado RTA legislation gives voters control over RTA formation and taxation. RTAs have been successful at the ballot when they invest in public outreach, research, and polling. For an RTA to be successful, public outreach and ballot language should clearly communicate project priorities and direct benefits to voters, while allowing flexibility and adaptability for RTA operations post-formation. If voters do not understand RTA impacts, the ballot measure is unlikely to pass.

*Financing can be tailored by jurisdiction and structured to maximize funds for transit.*

RTAs have access to a diverse set of funding mechanisms and early decisions on potential mechanisms can have long-term impacts on revenue prospects. Most Colorado RTAs establish funding mechanisms and “de-Bruce” through initial ballot language. De-Brucing refers to the

process of removing revenue limits for RTAs that are in place due to Colorado Taxpayer's Bill of Rights (TABOR).

Furthermore, the application of tax mechanisms and rates appropriate for each of the RTA member communities may make residents more likely to vote in favor of RTA membership. Property and sales tax rates, the most common RTA funding mechanisms, can be tailored to consider the interests of each jurisdiction's tax base in relation to the larger RTA district. For example, a mountain town with a strong tourist tax base may have a higher sales tax rate than a small, rural community with a resident-only tax base.

*The board provides transparent visioning that prioritizes regional over local interests.*

All RTA powers are exercised through a board established in the initial intergovernmental agreement (IGA). Interviews and case studies reveal that collaborative visioning among member jurisdictions should center on tangible outcomes that ensure RTA success. Successful boards understand the RTA is a regional effort to support regionally beneficial projects and services, not a taxing mechanism to support individual jurisdictions' priorities.

*RTAs may struggle ahead of ballot initiative and just after formation.*

Research into RTA formation showed that communities struggled most with finding resources, both technical and financial, for RTA formation and ballot preparation. Recently formed RTAs highlighted the need for more help conducting feasibility analyses, planning for ballot initiatives, and navigating the legal and statutory steps required ahead of an RTA vote. Additionally, RTAs need more financial support to stand up the agency in the first year or two, when voter expectations are high, but financial resources and organizational structure may lag.

*RTAs have been successful in Colorado and nationally in increasing transit impact.*

Throughout the case studies herein, RTAs were found to increase transit funding, build higher service levels, and bolster ridership. RTAs have clearly been a successful tool throughout the state and nationally for developing more robust public transit networks.

*There is no singular approach to RTA formation and development.*

It is hard to identify singular best practices, as RTAs vary widely in their approach to planning, formation, implementation, and operations. There is no one best model for where an RTA will work best, which funding mechanism is most appropriate, what services should be funded, how transportation services and projects will be implemented, and how an RTA should evolve over time. The main takeaway is that each community and set of communities considering an RTA must determine what is right for them, given unique circumstances and local needs.

*RTAs are not always the right tool and exist on a continuum of regional cooperation.*

In many cases, RTAs resulted from years of evolution and growth of regional services and project needs through tools such as cooperative agreements, resource sharing, and collaboration outside of the RTA framework. In some cases, RTAs may not be the right tool long-term (for example, in rural areas with lower RTA revenue generation potential and

challenging voter dynamics). Local communities should explore all options for regional transit development in addition to a possible RTA.

## Recommendations

Based on research detailed herein, the legislature, state (CDOT), local communities, and supporting organizations can take action to strengthen RTA formation and long-term success statewide.

### For the State Legislature

- Create a standing RTA coordination forum.
- Continue to explore how RTAs support desired land use.
- Update legislation, as necessary.

### For the State (CDOT)

- Clarify and formalize the state's role in RTA development.
- Fund early-stage planning and initial formation.
- Provide technical assistance and practical toolkits.
- Strengthen grant competitiveness and delivery capacity.
- Align funding formulas and grant structures with different regional contexts.
- Develop a shared performance and data framework.
- Support long-term capacity building.

### For Prospective and New RTAs

- Consider incremental regional cooperation opportunities first, before (or possibly instead of) pursuit of RTA formation.
- Apply best practices and the decision framework herein as a formation roadmap.
- Seek mentoring from existing RTAs.

### For Supporting Organizations

- Provide peer-learning opportunities.
- Promote shared resources and templates.
- Continue to build understanding of effective regional transit strategies.

# Chapter 1: Introduction

## Report Purpose

On May 13, 2025, Governor Polis signed [Senate Bill 25-161](#), the Transit Reform bill, into law. The bill includes action items for studying, planning, reporting, and coordinating more transit services throughout the state. Although a significant focus of the bill revolves around the requirements for the Regional Transportation District (RTD), Section 5 of the bill requires the Colorado Transportation Commission, which directs the Colorado Department of Transportation (CDOT), to “develop and publish best practices and technical assistance materials concerning the creation of regional transportation authorities... to increase funding for transit and to provide additional transit services within the state” on or before March 31, 2026. This report fulfills that requirement and is intended to serve as a resource to support both the creation of new regional transportation authorities in Colorado and the evolution of existing ones.

Regional Transportation Authorities (RTAs) are organizations enabled by Colorado state statute (Title 43, Article 4, Part 6) that can plan, finance, implement, and operate a regional transportation system within a defined boundary. There are currently eight RTAs in Colorado, with the most recent one being approved by the voters in the Yampa Valley during the November 2025 election. RTAs vary in size, location, function, and services, but most provide (or fund) some level of transit service. RTAs are aligned with SB25-161’s goals to increase funding and provide additional transit services.

In assessing RTA best practices, this report addresses:

- How Colorado RTAs have helped increase transit funding, services, and ridership.
- What national research tells us about RTA and regional transit best practices.
- How new RTAs should structure their formation, funding, ballot, governance, and coordination processes to be set up for success.
- What strategies may help to increase new RTA formation.
- What support can be given to existing RTAs to evolve and improve.

## Report Overview

This report is organized into the following chapters:

- **Chapter 1: Introduction** details the reasons communities form RTAs, how RTAs have evolved over time, and the key elements communities must consider prior to establishing an RTA. The chapter concludes with an overview of this report’s research approach.
- **Chapter 2: Enabling Legislation** describes the current enabling legislation and formation process, as well as special considerations affecting Colorado RTAs.
- **Chapter 3: RTAs in Colorado** presents detailed case studies of new, existing, and emerging RTAs.

- **Chapter 4: National RTA Research** details the findings of the literature review, peer state legislation, and detailed case studies of RTAs and other regional cooperation examples.
- **Chapter 5: Analysis and Identified Best Practices** exhibits the results of the thematic analysis, key factors to establishing RTAs, and topic-specific considerations.
- **Chapter 6: RTA Decision Framework and Recommendations** presents a decision-making framework for communities considering pursuing an RTA effort, as well as recommendations to better support RTA formation and development.

## RTA Overview

An RTA is formed with the approval of a majority of voters within a clearly defined geographic boundary (district). The authority is effectively an agreement between at least two governmental entities that forms a third governmental entity to administer a designated transportation system and/or deliver transportation services. These systems and services can include transit, bicycle, pedestrian, roadway, airport ground transportation, air service, and rail.

### Purposes and Benefits of RTAs

RTAs can be established to address a variety of needs and challenges. The most common motivations for RTA creation include one or more of the following:

- Transportation demand (either in terms of expanded geographical coverage or increased extent of service) outgrows the capacity of existing resources to deliver it, especially with respect to funding.
- More formal and/or expanded coordination is needed across services, providers, and government entities to provide a more cohesive regional network and better aligned services.
- Existing transit providers who focus on local services struggle to create or continue regional services for political, logistical, or financial reasons.
- Large capital projects require local match funding mechanisms that currently don't exist.
- Establishing dedicated financial resources would help an area better meet transportation need.

The benefits RTA-delivered systems and services can provide cover a wide range of transportation, financial/economic, and political considerations. A brief description of these potential benefits is provided in **Table 1**.

Table 1: Benefits of RTAs

Transportation	Financial/Economic	Political
<ul style="list-style-type: none"> <li>• Improve transit options for getting to work, school, and activities</li> <li>• Enhance transportation connectivity</li> <li>• Reduce traffic, parking, and environmental pressures</li> <li>• Improve and safer roadway conditions</li> <li>• More regional recreational and commuter access</li> <li>• Improve pedestrian and bicycle access</li> <li>• Funding for capital projects</li> <li>• Support for expanded commercial air service, typically through minimum revenue guarantees.</li> </ul>	<ul style="list-style-type: none"> <li>• New sustainable funding sources for transportation</li> <li>• Access to more grant funding opportunities at the federal and state level</li> <li>• Support for transit-oriented development by funding and delivering the transit service needed to make higher-density housing near transit viable and attractive</li> <li>• Resource efficiency through shared facilities, vehicles, equipment, and maintenance</li> </ul>	<ul style="list-style-type: none"> <li>• Improve regional transportation coordination</li> <li>• Long-term alignment on a regional transportation vision</li> <li>• Cooperative decision-making framework</li> <li>• Shared community representation on regional transportation issues</li> </ul>

## History and Evolution of RTAs in Colorado

The Colorado RTA law was adopted in 1997, although regional transportation coordination existed before the law. Since its adoption, nine RTAs have formed statewide and eight remain in operation today. While the existing RTAs vary in their organizational structure and the activities they pursue, they all share a common purpose of improving regional coordination and delivering regional transportation solutions.

Most of Colorado’s RTAs have stayed closely aligned with their original purposes, but a few have evolved as travel patterns, modes, and community priorities have changed. In most of these cases, changes in investment priorities have required returning to voters for continued or increased funding. Where RTAs have demonstrated progress and accountability, these follow-up ballot measures have been passed. A prominent example is the Roaring Fork Transportation Authority (RFTA), which has returned to the ballot multiple times and has grown into a large, mature organization serving the Roaring Fork and Colorado River Valleys.

## Key RTA Considerations

The existing Colorado RTAs vary considerably in size, purpose, services provided, communities served, local economic drivers, operating models, and funding strategies. Most Colorado RTAs have historically formed in rural resort communities where transit services support tourism-fueled economies and solve related transportation challenges linked to affordable housing. A smaller number of RTAs, however, focus on funding roadway and multimodal improvements in more diversified economic bases (such as military, industrial, logistics, or other general regional employment centers). Additionally, one RTA also focuses on providing transit in a rural, non-resort setting.

Despite the wide variations in the role and settings of Colorado's RTA, there are four key considerations that are common to the development and administration of all of them which can serve as a structure for documenting and assessing best practices:

- **Formation:** The processes through which communities develop their vision, mission, and rationale for pursuing an RTA at the ballot box. Formation considerations also include identifying key partners and champions of the effort, geographic scope, and the committees through which they will coordinate.
- **Funding & Financing Strategies:** The approaches used to evaluate potential funding sources, financing tools, and long-term sustainability. These considerations include understanding how these strategies align with the community context, how revenues can match the proposed activities, and how to clearly communicate financial impacts to voters.
- **Governance:** The organizational structure of the RTA, including clarity of roles, responsibilities, and necessary partnerships. This also includes planning for the transition period between voter approval and commencement of services.
- **Services & Activities:** The types of projects and programs the RTA intends to deliver, and the ways through which they are implemented and evaluated. This consideration includes determining the best-fit operating model, ongoing assessment of services against the vision and goals, and public communication methods.

## Research Approach

To evaluate the best practices in RTA formation and operations, CDOT conducted research in three areas:

- Existing Colorado RTAs and Associated Enabling Legislation
- Comparative Peer Examples of Enabling Legislation and Regional Transit Agencies
- National Literature Review

By exploring existing documentation, conducting investigative interviews, and reviewing relevant regional transportation literature, the project team explored different scales of magnitude, operating models, and local environments. The findings from research in each of

these areas were then incorporated into an analysis that identified general RTA best practices and assessed their applicability in Colorado.

## Chapter 2: Enabling Legislation

This chapter details how RTAs in Colorado form and operate, informed by a series of profiles on existing RTAs in the state. The purpose of this chapter is to document Colorado RTA legislation and identify common themes.

### Formation

In Colorado, an RTA is an independent organization, enabled by Colorado state statute, formed with clearly defined geographic boundaries (district) and governed by a board of elected officials representing each member community. Under Colorado law (Colorado Statutes 43-4 Part 6), municipalities, counties, and special districts can form a single, independent regional authority with governmental and funding powers to address transportation needs within a specific geographic region.

RTA formation may be initiated by either an intergovernmental agreement (IGA) between government entities or Transportation Planning Organization (TPO) resolution. **Figure 1** illustrates the Colorado RTA formation process via IGA or TPO resolution.

*Figure 1: Colorado RTA Formation Process*



According to Colorado law, the RTA formation process includes:

- 1. IGA or TPO Resolution:** To initiate RTA formation, two or more governmental entities can enter into an IGA, which defines the terms, members, functions, and boundaries of the potential RTA. A TPO can also self-designate as an RTA through the formal adoption of a resolution. Additional details are provided in the following section.
- 2. Public Hearings:** Prior to the actual adoption of a TPO resolution or IGA contract, at least two public hearings must be held in each member jurisdiction with at least ten days' advance notice.
- 3. State and Affected Entity Review:** The RTA members must then submit the IGA to CDOT and any other affected entities, such as existing transit agencies, neighboring municipalities, highway authorities, and/or existing RTAs. The IGA or resolution is not valid until the state and local agency reviews are complete, confirming the RTA does not present any conflicts. If any reviewing entities identify safety, operational, service, or other authority conflicts, then the IGA must be revised to address identified issues, or a new IGA must be made to address affected entities. Additionally, although the statute does not require formal approval from Metropolitan Planning Organizations (MPOs) or Transportation Planning Regions (TPRs), coordination with these regional planning entities may help long-term funding and project

implementation alignment. Finally, at this point in the process, a TPO is legally empowered to act as an RTA (although without taxation authority), whereas non-TPO governmental entities that have entered an IGA must go to the voters to legally be considered an RTA.

4. **Voter Approval:** An IGA is not valid until a simple majority (more than 50 percent) of the voters in each jurisdiction within the boundaries of the proposed authority area approve a ballot measure. The vote may be put forth during a general or special election cycle. Additionally, regardless of how the RTA is formed (IGA or resolution), voter approval is also required to impose sales taxes, lodging taxes, registration fees, or property taxes, as well as to issue bonds.
5. **Official Formation:** Once approved by voters, an RTA must be recognized by the Colorado Department of Local Affairs (DOLA), specifically its Division of Local Government, which is responsible for issuing the formal certificate that establishes the RTA and formalizes the existence of the RTA as an organized multi-governmental agency. RTAs can then finance, build, operate, and maintain regional transportation systems and levy voter-approved taxes and fees within the bounds of the ballot language and IGA.

Appendix A describes the RTA roadmaps and includes a summarized list of formation steps, as well as pre- and post-formation considerations for easy reference.

## RTA Contract & Resolution Requirements

### Intergovernmental Agreement

The IGA for forming an RTA must include the following elements and information:

- **Members:** The name of the authority and all member jurisdictions.
- **Regional Transportation Systems:** The purpose of the authority and a description of the transportation systems the authority will provide to member jurisdictions.
- **Contractual Terms:** How long the IGA lasts and how it may be ended or amended. The contract cannot end while bonds are outstanding.
- **Assets:** How assets will be handled if the authority dissolves.
- **Powers:** Any limits on the authority's powers.
- **Directors:** A board of at least five directors with each member jurisdiction represented by at least one director, all of which shall be elected officials from the members. The contract must also specify the qualifications for directors, how they are appointed and replaced, and whether directors will receive compensation.
- **Voting:** The voting requirements for board action; except that, unless provided otherwise in the contract, a board majority constitutes a quorum and is necessary for board action.
- **Officers:** Any officers of the authority, such as an Executive Director, how those officers are appointed, and their duties and responsibilities.

A more detailed review of IGA requirements is provided in **Appendix B**.

## TPO Resolution

A TPO initiates RTA formation by adopting a resolution, not by forming a new entity. The required information for the resolution is thus less than that of an IGA because it is an existing entity. This option is authorized in C.R.S. § 43-4-622 and serves the same functional role as an RTA formation IGA.

A TPO RTA resolution must define services and boundaries, go through public hearings and agency reviews, receive state certification, and, if taxes or debt are proposed, go to the voters for approval. At a minimum, the resolution must clearly state:

- **Boundaries:** The geographic boundaries where the TPO will exercise RTA powers.
- **Services:** Which regional transportation systems the TPO intends to provide.

## Funding

Colorado RTAs have several mechanisms available through which operation and capital transportation activities may be funded. The exercise of any funding power must be approved by voters within the RTA. State and federal grants may also fund projects or operations.

### Funding Mechanisms

Under Colorado Revised Statutes, many local funding mechanisms are available to RTAs, as shown in **Table 2**.

*Table 2: Colorado RTA Funding Mechanisms*

Funding Mechanism	Provisions	Statutory Citation
Sales or Use Tax	RTAs may levy a sales or use tax, or both, of not more than 2 percent upon every transaction with respect to which a sales or use tax is levied by the state. If a member of the RTA is located within more than one authority, the total sales and/or use tax may not exceed two percent. The RTA may levy a sales or use tax at differing rates in designated parts of the authority. However, if the authority includes territory within the RTAs boundaries, the rate of tax must be levied in such a way that the rate of tax within the territory of any single member of the combination is uniform.	Section 43-4-605 (1)(j)(l), C.R.S.

Funding Mechanism	Provisions	Statutory Citation
Annual Motor Vehicle Registration Fee	RTAs may impose an annual motor vehicle registration fee of not more than \$10 for each motor vehicle registered within any or all portions of the RTA boundaries. If a motor vehicle is registered in a county that is a member of more than one RTA, the total motor vehicle registration fees for that vehicle may not exceed \$10.	Section 43-4-605 (1)(i), C.R.S.
Bonds	Pursuant to a resolution of its board, an RTA may issue bonds for any of its corporate purposes.	Section 43-4-609, C.R.S.
Visitor Benefit Tax	RTAs may levy a visitor benefit tax on those purchasing overnight rooms or accommodations within the RTA's boundaries. The visitor benefit tax may not exceed 2 percent of the price of the overnight room or accommodation. Further, at least 75 percent of the revenue derived from the tax must be used by the RTA to finance, construct, operate, and maintain the RTA's regional transportation system and to provide incentives to overnight visitors to use public transportation. No more than one-third of the RTA's total revenues may be derived from this tax.	Section 43-4-605 (1)(i.5), C.R.S.
Mill Levy	RTAs may impose a uniform mill levy of up to five mills on all taxable property within the territory of the authority. Imposing such a levy does not affect the power of an authority to establish Local Improvement Districts (LIDs) and impose special assessments.	Section 43-4-605 (1)(j.5)(l), C.R.S.
Regional Transportation Activity Enterprises	RTAs may establish one or more enterprises. The enterprise must be owned by the entire authority and may not be combined with another enterprise owned by a separate RTA. Enterprises may issue or reissue revenue bonds, and contract with other governmental or private entities for loans and grants related to the enterprise's functions.	Section 43-4-606, C.R.S.

Funding Mechanism	Provisions	Statutory Citation
Annual Motor Vehicle Registration Fee	RTAs may impose an annual motor vehicle registration fee of not more than \$10 for each motor vehicle registered within any or all portions of the RTA boundaries. If a motor vehicle is registered in a county that is a member of more than one RTA, the total motor vehicle registration fees for that vehicle may not exceed \$10.	Section 43-4-605 (1)(i), C.R.S.
Bonds	Pursuant to a resolution of its board, an RTA may issue bonds for any of its corporate purposes.	Section 43-4-609, C.R.S.
Visitor Benefit Tax	RTAs may levy a visitor benefit tax on those purchasing overnight rooms or accommodations within the RTA's boundaries. The visitor benefit tax may not exceed 2 percent of the price of the overnight room or accommodation. Further, at least 75 percent of the revenue derived from the tax must be used by the RTA to finance, construct, operate, and maintain the RTA's regional transportation system and to provide incentives to overnight visitors to use public transportation. No more than one-third of the RTA's total revenues may be derived from this tax.	Section 43-4-605 (1)(i.5), C.R.S.
Mill Levy	RTAs may impose a uniform mill levy of up to five mills on all taxable property within the territory of the authority. Imposing such a levy does not affect the power of an authority to establish Local Improvement Districts (LIDs) and impose special assessments.	Section 43-4-605 (1)(j.5)(l), C.R.S.

Source: Colorado Legislative Council Staff Memos dated 12/30/2025 and 9/14/2017, as well as Colorado statute review.

### TABOR & De-Brucing

Approved in 1992, the Taxpayer’s Bill of Rights (TABOR) is Article X Section 20 of the Colorado Constitution. It generally limits the amount of revenue that can be retained and spent by governmental entities. These limits are typically tied to the previous fiscal year’s limits, inflation rate, and population growth. It also requires voter approval for tax increases or financing measures. As governmental entities, RTAs are subject to TABOR by default.

However, some governmental entities, including RTAs, can ask voters to authorize the agency to be “de-Bruced”. De-Brucing, a term coined in reference to the author of TABOR, allows

governmental entities to exempt themselves from the revenue cap and requirement to return excess revenues.

Most RTAs in Colorado are currently de-Bruced and have done this through their initial ballot language. In other words, communities who have formed an RTA have typically asked the voters to establish the RTA taxation/financing mechanism and to not require excess revenues to be capped and returned to voters. TABOR still requires RTAs to return to voters when asking for changes to the taxation/financing mechanisms or rates. Additionally, the TABOR status of an RTA's member jurisdictions does not directly impact the TABOR status of the RTA because they are separate taxation districts.

An RTA may face several challenges if not de-Bruced, including service planning issues when demand exceeds available revenues; capital project limitations that require voter approval for debt issuance and future revenue pledges; constraints on fare and certain grant revenue collection; and the need to return to voters to de-Bruce if it was not included in the founding ballot measure.

Note: Although not related to TABOR, the RTA law does not allow "stacking" of a Visitor Benefit Tax in excess of a combined 2 percent. This means that if a member jurisdiction collects an existing Visitor Benefit Tax, the RTA may not collect a new Visitor Benefit Tax of more than 2 percent total, in combination with what the jurisdiction already collects.

## Grants

RTAs can also pursue federal and state grant funding for capital projects or operations such as transit grants, multimodal planning funds, or clean transportation grants. Although the scale of these grants varies and may not be consistent, they can reduce the local financial burden. Examples of potential grant opportunities for Colorado RTAs include, but are not limited to:

- **Federal Transit Administration (FTA): 5310, 5311 and 5339 Rural Area Formula Grants:** Communities in rural areas under 50,000 in population may apply to fund operations, capital projects, planning activities, or administrative costs.
- **Colorado State Bill 17-267:** This bill established CDOT funding for multimodal and transit projects. The funds can be used for large capital projects, transit improvements, and highway or multimodal infrastructure. This funding source originally had \$2 billion in bonds available, but has now used up all of those funds
- **Colorado Multimodal Transportation and Mitigation Options Fund (MMOF):** The MMOF is a state fund that supports transportation projects that reduce traffic congestion and improve safety and mobility. RTAs may use these state funds as a local match for federal grants.
- **Colorado Senate Bill 09-108 - Funding Advancements for Surface Transportation and Economic Recovery Act of 2009 (FASTER):** The bill established transportation funds through vehicle registration fees and car rental fees, some of which are available for transit projects.

- **Clean Transit Enterprise (CTE):** An independent, government-owned business within CDOT that provides planning and capital grants to support transit agency transition to zero emission vehicles (e.g., battery electric buses) through SB21-260 funding. The CTE also provides formula grants to support service expansion and discretionary grants to incentivize creation of RTAs or support multimodal projects, through funding from SB24-230.

An RTA can also contract with any other governmental or private source of funding for loans and grants related to regional transportation activity enterprise functions.

## Governance

### Board of Directors

All RTA powers are exercised through decisions by a board of directors. The board must determine how it will operate and adopt policies that provide meaningful opportunities for public input. Though some responsibilities may be delegated to staff, the board is responsible for key decisions, including but not limited to the approval of land purchases, decisions to use eminent domain, budget development, determining service priorities, setting fee policies, and the pursuance and defense of lawsuits. Unless otherwise stated, a majority of the board forms a quorum, and a majority vote is required for the board to act.

### Powers

An RTA may exercise the following powers, enabled by Enabled by CRS §§ 43-4-601, Part 6:

- Finance, build, operate, and maintain transportation systems inside its boundaries
- Exist indefinitely unless the contract says otherwise
- Sue and be sued
- Enter into contracts and agreements
- Set and change fees, tolls, and charges for using transportation facilities it builds or operates
- Pledge revenues to repay bonds
- Buy, sell, lease, exchange, or encumber property
- Acquire easements and rights-of-way
- Accept donated property or gifts under terms approved by the board

### Boundaries

RTA boundaries are established within the IGA and typically follow existing political boundaries. An RTA may not build or operate transportation systems outside of its boundaries without applicable city or county consent. Furthermore, an RTA may not alter state highways or interstates unless allowed by an IGA with CDOT.

## Key Takeaways

- **Colorado emphasizes the voter:** Colorado legislation provides direct voter control, especially on formation of an RTA and collection of revenue. Ballot measures are required to form, tax, and de-Bruce.
- **The formation process is important to understand:** The process to form an RTA is highly prescriptive and statutorily defined, including IGA development/approval or TPO resolution. Furthermore, if not de-Bruced during formation, TABOR will constrain an RTA's revenue growth.
- **The size of an RTA can vary widely:** An RTA can be formed by two or more public entities (e.g. towns/cities, counties, school districts, metro districts, etc.) without limitation on the number of members. For example, the South Platte Valley RTA (SPVRTA) has two members and the Roaring Fork Transportation Authority (RFTA) has eight members.
- **Local sales and property taxes are important funding mechanisms:** Although there are many financing sources, local sales tax and property tax are most viable and typical.

# Chapter 3: RTAs in Colorado

Informed by research and interviews with RTA leaders throughout the state, this chapter reviews the RTAs in Colorado and describes how they function. This section also summarizes key attributes of Colorado RTAs and documents the lessons learned.

## Overview

**Table 3** summarizes the RTAs that currently operate in Colorado, highlighting the year of formation, member jurisdictions and service structure (how transit and/or transportation services are delivered, either by the agency with agency employees or with a third-party contractor, or for funding projects and services only). **Figure 2** is a map of each RTA and the corresponding member jurisdictions. This list, map, and subsequent agency case studies within this chapter illustrate the variety of ways in which RTAs across Colorado have been formed and structured.

There are eight current RTAs operating in Colorado, including the newly formed Yampa Valley RTA. However, in total nine RTAs have been formed in Colorado with only one RTA having been dissolved, the Baptist Road RTA (BRRTA). BRRTA was formed for parts of the Town of Monument to construct the I-25 interchange at Baptist Road and related projects. Once these projects were complete, the RTA dissolved.

Figure 2: Colorado RTA Entities

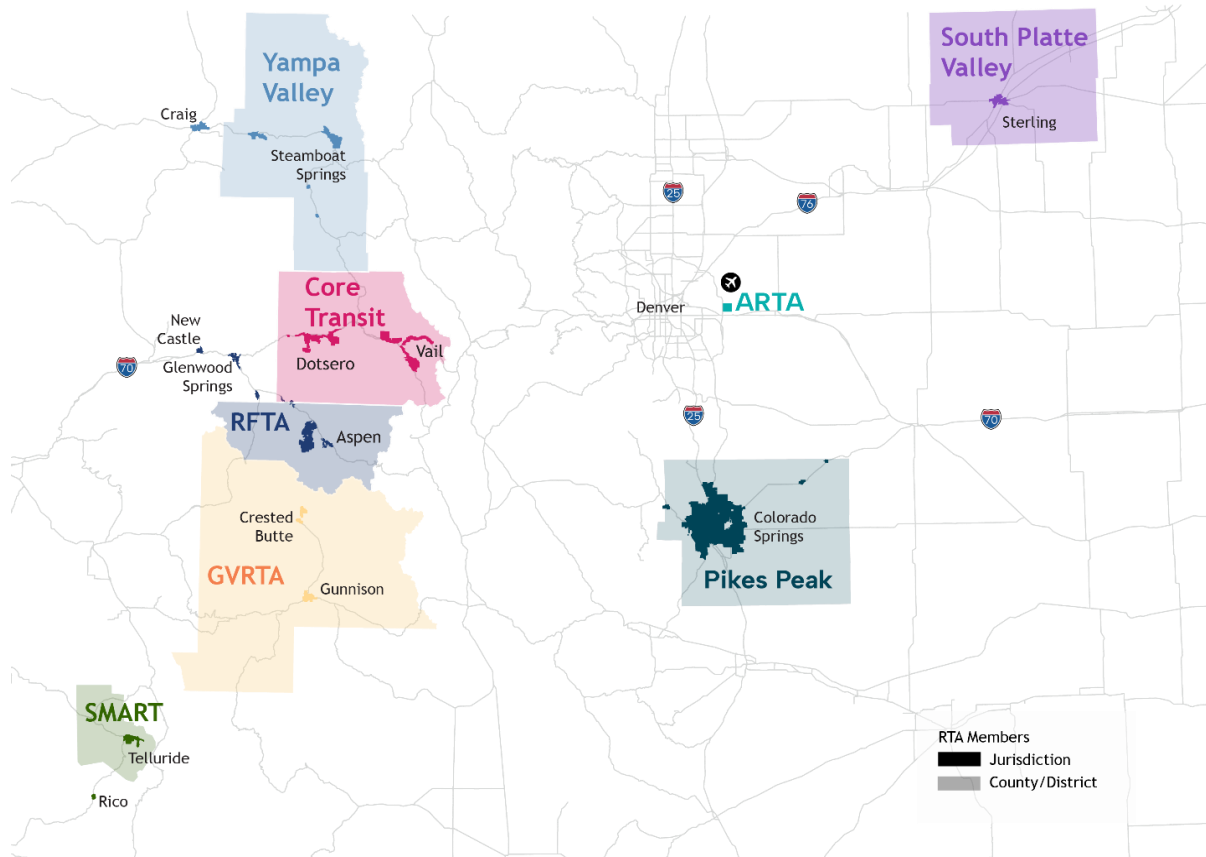


Table 3: Existing Colorado RTAs

RTA	Formed	Member Jurisdictions	Services Funded	Taxation Mechanism
<b>Roaring Fork Transportation Authority (RFTA)</b>	1983 (2000)*	Aspen, Snowmass, Basalt, Carbondale, Glenwood Springs, New Castle, Pitkin County, and a portion of Eagle County	Regional and local bus, bus rapid transit, Rio Grande Trail, paratransit, skier shuttles, support for bike share, and multimodal programs	0.4% -1.0% sales tax, varied by community in the IGA; 2.65 mill levy property tax
<b>Gunnison Valley RTA (GVRTA)</b>	2002	City of Gunnison, Crested Butte, Mount Crested Butte, and unincorporated Gunnison County	Regional bus, support for air service, senior bus	1% sales tax
<b>Pikes Peak Rural Transportation Authority (PPRTA)</b>	2004	Colorado Springs, El Paso County, Manitou Springs, Green Mountain Falls, Ramah, and Calhan	Mountain Metro Transit in Colorado Springs (10% of total RTA revenue)	1% sales tax (0.45% ongoing for maintenance/transit; 0.55% for capital projects, renewed every ten years)
<b>San Miguel Authority for Regional Transportation (SMART)</b>	2016	Telluride, Mountain Village, and Telluride R-1 School District	Regional and local bus, gondola, support for trails for commuting, vanpools, paratransit	0.25% sales tax; 0.75 mill levy on properties; Real Estate Transfer Assessment
<b>Aerotropolis RTA (ARTA)</b>	2017	Adams County, Aurora, and the Aerotropolis Area Coordinating Metropolitan District (AACMD)	Roadway projects	Sales and property taxes
<b>Core Transit</b>	2022	Avon, Eagle, Minturn, Red Cliff, Vail, Beaver Creek Metro District, and unincorporated Eagle County	Regional and intercounty bus service	0.5% sales tax; 0.5% county-wide transportation sales tax

RTA	Formed	Member Jurisdictions	Services Funded	Taxation Mechanism
<b>Yampa Valley RTA</b>	2025	Craig, Steamboat Springs, Routt County, Hayden, Oak Creek, and Yampa	None**	None; RTA ballot measure was for formation only
<b>South Platte Valley RTA (SPVRTA)</b>	Unknown	Sterling and Logan County	Regional and local bus service	0.1% sales tax

\* Originally created in 1983 as the Roaring Fork Transit Agency, it was later restructured to become an RTA, merging with the Roaring Fork Railroad Holding Authority (RFRHA) in 2001.

\*\*Assumed to take over the regional bus route from Craig to Steamboat in the future.

## Colorado Case Studies

RTAs across the state vary widely in structure, funding mechanisms, service types, and regional priorities, reflecting Colorado's diverse geography and travel demands. To demonstrate the varying scale and history of successful RTA systems, this report describes how four of the eight RTAs are formed, governed, and implemented in practice. This section summarizes research and interviews with each RTA to document lessons learned, best practices, and other relevant considerations.

Although RFTA has been a particularly successful RTA and is now the largest rural transit agency in the U.S, it is not included as a case study. This is because RFTA's long operating history and scale make it less comparable to early-stage formation for newer or emerging RTAs. This report emphasizes lessons learned and best practices that are most relevant to communities considering RTA formation today.

### Gunnison Valley Regional Transportation Authority

#### Formation

The Gunnison Valley Transportation Authority (GVRTA) was originally established in 2002 by voters in the City of Gunnison, Town of Crested Butte, Town of Mt. Crested Butte, and most of unincorporated Gunnison County (specifically along Highway 135). GVRTA initially was formed to fund air service in the short-term with a sunset provision that provided voters with a sense of accountability. Beginning in 2007, GVRTA expanded to include transit service. Today, GVRTA provides a fare-free commuter bus route, support for air service, and senior transportation services. In 2008, GVRTA returned to the ballot to reauthorize the sales tax with another sunset provision.

#### Funding

GVRTA is primarily funded by sales taxes and grants but also receives state and federal funds to pay for operations and capital needs. According to the original IGA, the RTA can additionally use bonds, impact fees, and member contributions as funding mechanisms, although these have generally not been utilized. In November 2015, the RTA went to the ballot to increase the sales tax to 1 percent to fund senior transportation services and eliminate the sunset provision. Prior to the election, the RTA spent about nine months engaging with the public through professional polling activities, surveying, and other community outreach methods. The ballot initiative passed with 52 percent approval.

#### Governance and Organization

The GVRTA Board is comprised of eight directors. Each of the four member jurisdictions is represented by two directors. Upon RTA formation, the County Manager was staffed to run transit operations. The first Executive Director was hired in 2004. A private contractor delivers all transit service operations and maintenance.

## Service & Activities

GVRTA provides a fare free commuter service along the Highway 135 corridor between Gunnison, Crested Butte, and Mt. Crested Butte; senior bus service in Gunnison and Crested Butte; and support for air service through minimum revenue guarantees. Minimum revenue guarantees are a contract between local entities and airlines, to guarantee a minimum revenue amount for the airlines, typically used for launching new routes or infrequent routes. Future projects will focus on increasing commuter bus frequency and the construction of a new transfer center/station.

## Lessons Learned

- **Understanding public opinion ahead of any ballot initiative is important:** Consider a consulting firm to conduct polling and understand public perception.
- **A sunset provision can provide voters with a sense of accountability:** But it creates the requirement for one or more future ballot initiatives. In 2008, GVRTA went to the voters to reauthorize the RTA and approve a sales tax. The measure included a sunset to provide the RTA with another opportunity to demonstrate their value to voters.
- **Focusing on delivering results helps earn public trust and demonstrate value:** Beyond the 2008 voter reauthorization, GVRTA also successfully returned to the ballot in 2015 to remove the sunset instituted at formation. The passage is attributed to success of the RTA in delivering on the goals they set out to accomplish with the first ballot, and how they were able to effectively communicate those accomplishments to the voters in promoting the passage of the second ballot.

## San Miguel Authority for Regional Transportation

### Formation

The San Miguel Authority for Regional Transportation (SMART) was formed by the Town of Telluride, the Town of Mountain Village, and the R-1 School District area of San Miguel County in November 2016. SMART was expanded to include the Town of Rico in November of 2019. SMART non-members include Nucla, Naturita, and Norwood - SMART connects the Telluride area to these communities with transit service that has historically existed to connect affordable housing locales to tourism-centered jobs.

RTA formation offered SMART members a collaborative approach to funding which eliminated local jurisdictional duplication of efforts funding services and competing for grants. As a single jurisdiction did not want to operate or manage regional services, an RTA offered a tool for cooperation and representation. The SMART RTA ballot language was specific enough to demonstrate what voters could expect but broad enough to provide the RTA flexibility to accomplish goals. For example, SMART ballot language outlined specific funding scenarios to demonstrate how funding would be used and included multiple funding sources.

SMART has discussed that they are open to expanding its RTA membership to communities who currently receive transit services but are not members yet. However, many of the

smaller jurisdictions are hesitant to join because of the additional taxes it would impose on its residents.

## Funding

SMART worked to understand potential RTA funding mechanisms through consideration and testing of several funding scenarios before going to ballot. SMART considered different tax rate scenarios for increasing sales tax, property tax, and lodging tax to account for varying jurisdiction priorities and taxation preferences.

SMART's original funding established during formation in 2016 was a 0.25 percent sales tax and 0.75 mill levy on properties for the Town of Telluride, Mountain Village, and eastern San Miguel County (excluding the towns of Ophir and Sawpit). SMART also receives funding through a grandfathered Real Estate Transfer Assessment (RETA), which is a one-time fee imposed on the sale or transfer of property ownership. Funds generated from RETA are inconsistent, so SMART saves those funds in a capital reserve fund.

In 2023, the SMART Board of Directors decided to accept responsibility for the funding and operations of the gondola between Telluride and Mountain Village beginning in 2028, currently operated by the Town of Mountain Village. In 2024, SMART pursued gondola funding through a new ballot initiative, which passed and raised sales tax by 0.82 percent to 1.07 percent and increased the mill levy by 1.336 to 2.086. The RTA chose to focus on a mill levy increase first by framing the property tax increase very simply - residents will pay \$100 more in property tax per \$1 million of property valuation. This allowed the taxpayers to understand exactly how their property taxes would increase. The 2025 ballot question also included a visitors benefit tax of 1.25 percent which passed and is the first time an RTA in Colorado has used this mechanism. A separate successful 2025 ballot initiative in Mountain Village included a new 5 percent lift ticket tax to fund the replacement of the gondola and maintain the new one.

## Governance

Once originally formed, SMART leveraged existing Telluride staff resources to quickly get the RTA set-up and running. Today, the board has eight directors and three staff members. The board is composed of two members from each of the four jurisdictions (Telluride, Mountain Village, San Miguel County, and Town of Rico). SMART employs an Executive Director, an Operations Manager, and a Business and Communications Manager, and all other transit service delivery responsibilities are contracted out.

## Service & Activities

SMART primarily focuses on providing regional and local transit operations within San Miguel County, Telluride, and Mountain Village with its transit routes stretching from Nucla and Naturita to the east, Rico to the south, and Montrose to the north. SMART also has authority over "trails for commuting" which are transportation-related improvements to bicycle and

pedestrian facilities. As mentioned, SMART is currently taking over responsibilities for the gondola between Telluride and Mountain Village.

## Lessons Learned

- **De-Bruce the RTA upon formation:** SMART, like most Colorado RTAs, de-Bruced through the initial ballot language. This allowed voters to establish the RTA taxation/financing mechanism and remove limits to the revenues raised through these mechanisms.
- **Develop a track record of quality service and transparency:** SMART has widespread support from the community because of their record of good service, transparency, and communication. The first SMART operating plan laid out practical goals to achieve in a timely manner, which provided the foundation for more funds.
- **Assemble board members that can separate their local interests from the regional focus of an RTA:** SMART board members focus on the RTA goals and avoid getting fixated on the interests of their individual jurisdiction. These members are invested in the overall success of SMART, which has contributed to a record of exclusively unanimous board votes.
- **Evolve incrementally and opportunistically:** SMART is much different today than when it first formed, but the evolution has been steady with step-by-step growth and natural expansion as opportunities have been identified.

## Core Transit

### Formation

In November 2022, voters in Eagle County, Avon, Eagle, Minturn, Red Cliff, Vail, and the Beaver Creek Metro District approved the creation of the Eagle Valley Transportation Authority (EVTA), now called Core Transit (Gypsum voters also considered the measure but did not pass it). The measure included 0.5 percent sales tax which was in addition to the existing 0.5 percent sales tax that had been in place since 1996 to support ECO Transit, an agency that was operated by Eagle County and transitioned into Core Transit over 18 months following voter approval.

Core Transit was born out of a coordinated effort led by local business leaders who came together starting in 2019 to discuss the economic impact of insufficient public transit, specifically for commuters and airport travelers. Eagle County business leaders and elected officials were also inspired by the success of RFTA in building partnerships, growing services, and increasing funding for and use of regional transit. Additionally, the County that operated ECO Transit no longer wanted responsibility for operating regional service and associated decision-making.

The most significant challenge to formation was crafting ballot language. The prospective RTA conducted two rounds of formal polling with outreach to community leaders. The first round of polling aimed to identify the highest priorities for the RTA. The second round of polling contextualized the 0.5 percent sales tax for voters and communicated the benefits of the RTA

(fare free transit service, support for air service, environmental benefits, and enhanced regional connections).

## Funding

Core Transit is primarily funded through two dedicated sales taxes, which account for approximately 98 percent of its revenue. The RTA formation committee considered a variety of taxes available to fund RTAs, but ultimately decided the sales tax option was the simplest, most effective, and most likely to be supported by voters. Remaining funding comes from fare revenue collected in Gypsum and Leadville (non-member jurisdictions), and a combination of state and federal grants. Gypsum contributes funding to Core Transit via the original 0.5 percent sales tax but declined to join the RTA or levy the new 0.5 percent sales tax that came from the 2022 ballot question.

## Governance

Core Transit is governed by a board of seven with one representative each from the member jurisdictions. There was discussion about weighted voting based on the amount of member revenue generated, but it was ultimately decided that each representative receive one vote with equal weighting. As the system continues to expand and evolve, the board will navigate how to balance different local priorities in service of regional effectiveness.

## Service & Activities

Core Transit operates commuter bus routes throughout Eagle County along 1-70, Highway 6, and Highway 24 to Minturn and Leadville. Service is also provided for non-RTA members Gypsum and Leadville as part of the continuation of service from ECO Transit and the original sales tax. Routes within RTA boundaries are fare-free, whereas riders in Gypsum and Leadville are charged a fare. Core Transit funding, services, and ridership have grown exponentially over the last three years since formation. The RTA now serves nearly 1.9 million annual riders compared to 2019 ridership of 1 million.

## Lessons Learned

- **Clearly and publicly communicate the benefits:** Advertise the direct benefits to the voter, such as a fare-free transit system.
- **Frame RTA discussions as regional connections:** Emphasize that RTAs are regional authorities supporting regional transit needs, not a taxing mechanism to support individual jurisdictions' local priorities.
- **Take advantage of strong political will:** Local political leaders viewed the RTA as their legacy and were personally invested in seeing it through. These leaders, in combination with champions from the business community, kept the process moving and kept key people engaged.
- **Remain focused on the highest priority items likely to receive voter support:** Focus on what needs to be addressed to pass the measure, not on providing everything to everyone.

Doing so requires intentionally discussing trade-offs to define a focused, achievable set of priorities.

- **Document early agreements:** Handshake agreements are critical but need to be documented early to reduce misunderstandings and misinterpretations.
- **Plan to quickly shift from ballot to implementation:** Develop a day-after plan to begin implementing after the ballot measure passes. Start-up resources from private entities can enable a prospective RTA to parallel the political process with early planning stages. This allows a new RTA to demonstrate value to voters on day one.

## Pikes Peak Rural Transportation Authority

### Formation

The Pikes Peak Rural Transportation Authority (PPRTA) is a collaborative effort among six regional governments to improve and maintain roads and support public transit. Established by voters in November of 2004, the members of PPRTA are the cities of Colorado Springs and Manitou Springs, unincorporated El Paso County, and the towns of Green Mountain Falls, Ramah and Calhan.

PPRTA formation efforts, led by the local chamber of commerce, started with a 2002 study that revealed many roads and bridge deficiencies. Initially, Colorado Springs and El Paso County went to all seven local municipalities to join the RTA, but only the City of Manitou Springs and the Town of Green Mountain Falls opted to join and craft the original IGA. The Towns of Ramah and Calhan later went to the ballot and voters approved of joining the RTA. The City of Fountain attempted to join in 2023, but voters did not approve of the measure. City of Fountain staff and council are in talks to go back to the voters on the ballot to ask to join in 2027.

### Funding

PPRTA is primarily funded by a 1 percent sales tax across El Paso County, but the municipalities of Calhan, Fountain, Monument, and Palmer Lake are excluded from it. Four revenue sources received voter approval during initial formation, including a \$10 vehicle registration fee and a 2 percent hotel/motel tax.

The capital budget, which is 55 percent of PPRTA funding, has a ten-year sunset that has been consistently reapproved by voters. Maintenance comprises 35 percent of the PPRTA budget, and the capital and maintenance budgets are allocated to member jurisdictions proportionate to population. Ten percent of PPRTA funding goes towards Mountain Metropolitan Transit (Mountain Metro or MMT), which is a division of the City of Colorado Springs.

Because only 10 percent of PPRTA's funding goes towards funding MMT, the suburban members get back 90 percent of what they put in through capital projects and maintenance projects, which are distributed according to population. While the sales tax is even across all member jurisdictions (1 percent), the distribution of funds back to jurisdictions is not always equal. The capital and maintenance project funding is based on the jurisdiction's retail base

and population. Each jurisdiction handles their own bidding and selection process for capital projects with PPRTA as a third-party to the selected contract, which means PPRTA has liability during contractual disputes.

## Governance

PPRTA is governed by a board of ten directors. Colorado Springs and El Paso County each have three directors and City of Manitou Springs, Town of Green Mountain Falls, Town of Ramah, and Town of Calhan, each have one director. Although there are ten directors on the board, the RTA voting comprises only nine votes in weighted format. Colorado Springs and El Paso County each have three votes and the remaining three votes are split amongst the four other jurisdictions. The IGA states that any new jurisdiction that joins the RTA will share three votes, while Colorado Springs and El Paso County will maintain three votes each. This was a change to the original IGA in response to the addition of the Town of Ramah to ensure that the larger jurisdictions had representation comparable to their populations. Overall, the board members work together well in a cohesive group, with fewer than ten votes that were not unanimous amongst the board over the last 20 years.

## Services & Activities

PPRTA does not provide transportation services, instead acting as a conduit to fund transportation projects. The 10 percent of funding for Mountain Metro helps support its fixed-route service, Americans with Disabilities Act (ADA) complementary paratransit service, fuel, maintenance, and administrative costs.

## Lessons Learned

- **Consider whether roadway projects may pair well with transit on the ballot:** PPRTA has consistently passed ballot measures by large margins because the RTA's operations are tied to roadway projects. PPRTA believes the original ballot would not have passed if roadways improvements had not been included.
- **Communicate RTA priorities with clear ballot language:** Voters were clear on what projects they were voting on and how they would be prioritized.
- **Consider weighted voting:** When larger urban communities and smaller suburban or rural communities are all members, weighted voting may help address funding and voting party concerns.

## Emerging RTAs

### Yampa Valley Regional Transportation Authority

In November 2025, voters overwhelmingly approved the formation of the Yampa Valley Regional Transportation Authority. Member jurisdictions are Routt County, Town of Yampa, the Town of Oak Creek, the Town of Hayden, the City of Steamboat Springs, and the City of Craig.

The ballot measure did not include a funding mechanism and was for the formation of the RTA only. Steamboat Ski & Resort Corporation has committed to contributing \$1 million annually over the next 20 years to support RTA start-up and to provide matching funds for additional grants. Long-term operational funding through a tax measure will likely be determined by voters in the future.

Steamboat Springs Transit (SST) currently serves as the local and regional bus provider in the area. SST will continue to operate within Steamboat while the U.S. 40 service provided by SST will transition to the RTA. One of the newly formed RTA goals is to increase the number and frequency of buses on Highway 40 between Craig and Steamboat Springs, establish a new circulator bus route within Craig, and expand bus service to areas such as Oak Creek, Yampa, and South Routt County, and unincorporated areas along Highway 40.

Future tax measures could also be utilized to support Mountain Rail, a future intercity passenger rail service. The State believes that there is opportunity for local service in the Yampa Valley, should local governments and the Yampa Valley RTA support delivering the service. The local passenger rail service pattern in Yampa Valley is subject to local funding as the State of Colorado does not provide local transit or rail service, only regional and statewide transportation solutions. While the Mountain Rail Near-Term Service Development Plan (SDP) evaluated three round trips, actual frequency of the Yampa Valley Local service could vary and would be determined by local governments at implementation.

## Summit County

According to multiple news articles in the *Summit Daily* in 2025, Summit County and other partners began to consider forming a new RTA in August of 2025 to serve the Summit County area and nearby communities such as Kremmling and Fairplay. Initial discussions explored benefits, funding mechanisms, RTA success examples, and process for formation. However, study of a possible RTA was paused in fall of 2025 after “the Board of County Commissioners received a recommendation from county staff to ‘not proceed with a regional transportation authority at this time,’” according to the October 12, 2025, *Summit Daily* article. The article noted that costs the county would have to incur was part of the decision to pause exploration of an RTA. Additionally, the article stated that consideration of an RTA was only on hold for now and may be explored again in the future.

## Other Areas of Colorado

Based on review of various transportation plans and discussions with existing and emerging RTAs in Colorado, RTAs have been discussed and considered informally within recent years in various parts of Colorado including the north Front Range, Grand County, Boulder County, and southwestern Colorado. It is possible that with more technical and financial support the formation of new RTAs in the state could be accelerated.

## Other Examples

### Baptist Road RTA

Out of the nine RTAs created in Colorado, the one RTA that has been dissolved is the Baptist Road RTA (BRRTA). BRRTA was formed in 1999 for parts of the Town of Monument and unincorporated El Paso County and levied a 1 percent sales and use tax from 2006 to 2016. This tax helped fund the \$21.5 million bond issued in 2007 to construct the I-25 interchange at Baptist Road and related projects on both sides of the interstate. Once these projects were complete and bonds paid down, the RTA dissolved at the end of 2016.

The BRRTA example demonstrates an alternative approach to RTA development: using the RTA structure as a time-limited, purpose-driven organization with a defined scope and clear sunset. In doing so, the RTA was able to deliver on a specific voter-approved promise and to end the associated tax once the project was complete. This approach is well-suited for discrete capital programs where accountability is a community priority.

### Aerotropolis RTA

The Aerotropolis Regional Transportation Authority (ARTA) encompasses roughly 3,000 acres south of Denver International Airport (DEN), just northeast of the E-470 and I-70 interchange. ARTA was formed in 2018 between Adams County, the City of Aurora, and the Aerotropolis Area Coordinating Metropolitan District (AACMD) to support growth and development within the district by developing critical regional transportation infrastructure and financing regional transportation improvements needed to improve access across Aurora and Adams County, including additional connections from Interstate 70 to DEN, new interchanges on E-470, and extensions of several critical arteries throughout the district.

When ARTA was first formed, there was little development within the RTA boundary, but it has grown significantly in recent years with over 20,000 housing units planned at full build-out. ARTA has only funded roadway projects to date through property and sales tax that are used to pay down bonds issued for capital projects. ARTA has no agency staff but instead develops, manages, and carries out projects through external contracts. ARTA is an example of an RTA facilitating new development in a relatively undeveloped area by funding transportation infrastructure such as new roads, interchanges, intersections, roadway widening, and roadway realignment. ARTA credits its success to transparency, cooperation, clear goals, public education, and delivery of quality projects.

### Mountain Express

Mountain Express is a transit agency serving Crested Butte and Mt. Crested Butte in south central Colorado that was established under a joint powers agreement (JPA), not an RTA IGA. Under the Mountain Express JPA, an intergovernmental agency was formed between the two towns with two board members each per town plus one at-large board member. Mountain Express is funded by the two towns through a 0.95 percent sales tax, as well as a portion of the ski resort lift admissions tax.

The advantages of this arrangement include relatively quick and easy establishment (no ballot measure required), more oversight and decision-making power for the two towns, more flexibility in how to fund (each town can increase or decrease its funding of Mountain Express without voter approval), and ability to plan transit services holistically in a way that provides the best services to meet the needs, regardless of where that need is. Some disadvantages include less agency control of funding (town councils make funding decisions, not Mountain Express board), no ability to directly tax, limited organizational autonomy, and potential funding variability (towns have minimum defined contribution but not required to give more).

## South Platte Valley Regional Transportation Authority

The South Platte Valley Regional Transportation Authority (SPVRTA) collects sales tax from the City of Sterling and provides funding for the Northeast Colorado Association of Local Governments (NECALG). SPVRTA funds the Prairie Express fixed route bus service in Sterling, operated by NECALG. Prairie Express operates two fixed routes, connecting major employers, medical facilities, retail centers, and educational institutions within the City of Sterling and surrounding areas.

## Key Takeaways

Key takeaways highlighting lessons from the Colorado RTAs case studies show that while each RTA reflects its unique regional priorities and constraints, common themes emerge around the importance of elements like public opinion, clear ballot language, and project prioritization. These takeaways can inform future RTA planning and implementation.

## Formation

- **Find leaders to champion the effort:** Take advantage of the momentum of political will and find the leaders who will champion the effort. RTAs report that this helped with keeping the RTA formation process moving and consistent attention on the issue.
- **Remain disciplined during negotiations:** Prospective RTAs should focus on what needs to be addressed to pass the measure, not on providing everything to everyone. The early conversations will require making some tough trade-offs. Handshake agreements are critical but need to be documented early to reduce misunderstandings and misinterpretations.
- **Understand public opinion before going to the ballot:** The Colorado RTA process centers on the will of voters. If voters do not understand the benefits of an RTA, then the ballot measure is unlikely to pass. Consider hiring experts to conduct polling and understand public perception before going to the ballot. For example, the inclusion of roadway projects may capture the attention of voters who may not use transit.
- **Communicate RTA priorities and benefits with clear ballot language:** Successful ballot measures provide plain language on what projects the public is voting on and how they would be prioritized. Additionally, a sunset on RTA measures can provide voters with a sense of accountability.

## Funding

- **Consider de-Bruicing the RTA upon formation:** Most Colorado RTAs de-Bruice through the initial ballot language. This allows voters to establish the RTA taxation/financing mechanism and remove limits to the revenues made off these mechanisms. However, in some contexts, TABOR obligations may also be seen as a tool for public accountability.
- **Focus funds on delivering against activities outlined in the ballot to establish public trust and demonstrate immediate value:** RTAs have fiscal success when they stay focused on making investments in alignment with their promises. This additionally allows the future passing of funding mechanisms on the ballot when they accomplish what they said they would and clearly communicate the value of that funding to voters.

## Governance

- **Assemble board members that can separate their local interests from the regional focus of an RTA:** Board members should be able to focus on the goals of the RTA and avoid getting fixated on the interests of their individual jurisdiction. These members are invested in the overall success of the RTA and frame RTAs as a regional effort, rather than a taxing mechanism to support individual jurisdictions' local priorities.

## Services & Activities

- **Plan to quickly shift from ballot to implementation.** Develop a day-after plan to begin implementing after the ballot measure passes. Start-up resources from private entities can enable a prospective RTA to parallel the political process with early planning stages. This allows a new RTA to demonstrate value to voters on day one, while also keeping focused on the long-term goals.

## Chapter 4: National RTA Research

Although Colorado’s RTAs are bound by Colorado law, there are national examples and resources helpful to informing development of new RTAs and continued evolution of regional transit. This section describes literature review findings, provides a review of peer state legislation and frameworks, and includes case studies of similar transportation entities in peer states.

### Literature Review

The literature review was conducted to identify applicable RTA best practices and lessons learned. The review focuses on governance, funding, service coordination, and state technical assistance relevant to rural, small-urban, and mountain contexts in Colorado.

Sources were selected to represent:

- National best-practice guidance for rural regional mobility and consolidation (National Cooperative Highway Research Program (NCHRP) 861; NCHRP 20-65 Task 69)
- Governance and organizational model frameworks (Transit Cooperative Research Program (TCRP) J-11/Task 10)
- Early-stage feasibility evaluation of RTA formation (La Crosse, Wisconsin RTA Feasibility Study RFP)
- Evaluation of a mature statewide RTA system and reform efforts (Massachusetts, 2019 and 2021 studies)

### Source Summaries

#### *NCHRP Report 861 (2017): Best Practices in Rural Regional Mobility*

NCHRP 861 defines “rural regional mobility” as scheduled, general-public service that crosses jurisdictional boundaries and fills the middle ground between local rural transit and intercity bus. Rather than prescribing a specific governance model, the report focuses on enabling conditions and lessons learned across different regional approaches. It emphasizes that coordinated service delivery, using tools such as joint scheduling, branding, and interagency agreements, can achieve regional mobility without requiring formal consolidation. The report also highlights the enabling role of state DOTs through supportive policies, flexible funding rules, pilot program support, and capacity-building. Services designed for multiple trip purposes (e.g., medical, education, employment, general) are noted as more resilient over time. Local champions and sustained state support consistently emerge as success factors.

#### *NCHRP 20-65 Task 69 (2017): Guidebook for Consolidation of Rural Public Transportation Services*

This guidebook examines consolidation as one end of a broader integration continuum, alongside coordination and partnership strategies. It emphasizes that consolidation is typically

more complex and slower to implement than coordination and most effective when state-supported but initiated and led locally. Common motivations include improving efficiency, service quality, and cross-boundary travel options. Documented benefits range from expanded capacity and improved compliance to stronger performance tracking. However, the guidebook also flags risks such as concerns about local control, political resistance, staff disruption, and potential loss of service identity. It underscores the importance of a staged approach that starts with feasibility assessments and stakeholder roadmaps to evaluate legal, operational, and financial implications before restructuring. Local leadership and stakeholder consensus are noted as critical to success.

#### *La Crosse Area, WI (2025-2026): RTA Feasibility Study RFP*

The La Crosse RFP provides an example of a small-urban and rural region exploring the formation of an RTA. It outlines a study process to evaluate whether an RTA would be legally authorized, financially sustainable, operationally feasible, and politically supported. Governance reform is framed as a hypothesis to assess rather than a foregone conclusion. The RFP structures the study around four feasibility dimensions: legal authority, governance and representation, funding viability, and service integration. It embeds robust stakeholder engagement and decision-maker input as key evaluation elements. The RFP also calls for scenario-based analysis, including near- and long-term pathways, to help determine whether a formal RTA, a coordinated overlay, or enhanced partnerships would best suit the region's needs.

#### *Massachusetts Regional Transit Reform Studies (2019; 2021)*

These studies reflect efforts to modernize and strengthen Massachusetts' mature RTA system. They emphasize that predictable, stable operating funding is foundational and that the structure and timing of funding can impact agency performance as much as the funding level itself. The reports also call for context-sensitive performance metrics that reflect the value of service in rural or low-density areas, where traditional measures such as farebox recovery (the share of costs covered by passenger fares) may understate the full public benefit of providing essential transportation services. The reports also call for context-sensitive performance metrics that reflect the value of service in rural or low-density areas, where traditional measures such as farebox recovery (the share of costs covered by passenger fares) may understate the full public benefit of providing essential transportation services. Both studies highlight the importance of ongoing state technical assistance, planning capacity, and support for innovation (e.g., microtransit, demand-response). Coordination tools such as MOUs, joint frameworks, and interagency working groups are presented as means to improve statewide transit connectivity without mandating consolidation. The reports further suggest that local funding mechanisms (e.g., tax referenda) require enabling legislation and technical support to be successful and equitable.

#### *TCRP J-11/Task 10 (2011): Regional Organizational Models for Public Transportation*

This study offers a framework for understanding transit governance options across five common models: state agency, general-purpose authority or district, special-purpose regional authority, municipal operation, and joint powers/intergovernmental agreements. It argues that governance reforms are context-dependent and often evolve over time. A central insight is that governance and funding must be aligned; the primary barrier to expanded service is often not geography but the absence of scalable, durable funding across the service area. The report promotes incremental steps such as shared branding, fare integration, and formal coordination agreements (sometimes referred to as "overlay" models) as practical interim strategies. It also highlights that local leadership, representation concerns, and state legal frameworks fundamentally shape what governance structures are possible or politically viable.

## Key Takeaways

Collectively, the literature strongly aligns with Colorado's mix of urban, rural, and mountain contexts and its current emphasis on improving cross-county connectivity. Several themes are directly applicable for policymakers and communities considering RTAs or regional transit solutions:

- **Regionalization is a spectrum, not a binary choice:** The literature supports a "spectrum" approach, where communities can pursue coordination, overlays, or formal authorities depending on local readiness and legal/funding conditions. This can meaningfully improve regional mobility without requiring immediate consolidation.
- **No single governance and funding model fits all regions:** Governance and funding models must match local statutory authority, political culture, institutional history, and funding capacity. Because governance and finance are closely linked, structural changes, such as consolidation to form an RTA, are most sustainable when the funding model is revised along with the governance model to align with the scope of consolidated regional service responsibilities.
- **Predictable operating funding is foundational:** Unstable funding constrains service span and innovation; funding approach and structure can be as consequential as funding level.
- **State enablement and technical assistance can be critical:** Across sources, state policy recognition, flexible funding rules, structured technical assistance, and coordination frameworks reduce barriers for regions with limited institutional capacity to pursue regional transit governance or coordination. Specifically, feasibility studies, roadmaps, and structured implementation support are repeatedly cited as enabling conditions—especially for smaller communities.
- **Use feasibility studies as decision-support tools:** Strong feasibility frameworks test legal, financial, operational, and political readiness without assuming the outcome. Such studies can help leaders assess whether to pursue an RTA, an overlay coordination structure, or other regionalization strategies.
- **Design regional services for multiple markets:** Services that support diverse trip purposes (work, education, medical, general trips) are more resilient over time.

- **Adopt context-sensitive performance measures:** Metrics should reflect access, connectivity, and service purpose (particularly for long-distance, low-density routes), rather than relying primarily on farebox recovery or raw ridership.
- **Stakeholder engagement is essential:** Concerns about losing locally branded or community-prioritized services should be addressed through sustained engagement to build political and community support.
- **Sustained leadership matters:** Local champions plus continued state support consistently appear as decisive success factors.
- **Incremental coordination can deliver value:** Fare/schedule alignment, shared branding, coordinated information, and interagency agreements are repeatedly identified as effective early steps, especially where consolidation is politically challenging.

## Peer State RTA Legislation, Frameworks, etc.

Four states were chosen as peer states due to their similar, yet unique approaches to coordinating regional transportation efforts: California, Idaho, Washington, and Oregon. This section provides a comparative summary and analysis of each state’s enabling legislation, focusing on elements including:

- **Legal frameworks**, including statutes that authorize the creation, structure, and operation of RTAs or similar regional transit entities.
- **Governance models**, including board composition, representation, appointment methods, and the scope of organizational powers (e.g., operating transit services, owning assets, entering contracts, and coordinating across jurisdictions).
- **Revenue and financing authorities**, such as taxing authority (where permitted), bonding capacity, debt limitations, fare-setting authority, and access to state or federal funding.
- **Formation and approval requirements**, including voter approval processes, eligible jurisdictions, petition or ordinance requirements, and any state-level oversight.
- **Statutory limitations and safeguards**, including required audits, reporting obligations, accountability measures, and any unique provisions or constraints embedded in state law.

The analysis offers a structured comparison of how each peer state enables regional transit governance and finance.

### Basic Enabling Elements

Enabling elements include how transit authorities are authorized and formed. The four peer states are compared in **Table 4**.

*Table 4: Basic Enabling Elements Matrix*

Category	California	Idaho	Washington	Oregon
Enabling	Local Transportation	Regional Public Transportation	Regional Transit Authorities	Mass Transit Districts;

Category	California	Idaho	Washington	Oregon
<b>Legislation</b>	Authority & Improvement Act; optional Joint Powers Authority	Authority (RPTA)		Transportation Districts
<b>Formation Requirements</b>	Counties/cities may form by ordinance; no voter approval required unless imposing taxes	Cities or counties initiate process, but formation of RPTA requires voter approval; ballot must list all cities/counties included	Counties ≥400k may form an RTA by resolution; voter approval required for all taxes	District created by ordinance or petition followed by formation election
<b>Voting Requirement to Form</b>	Formation by ordinance; voter approval required for taxes	Yes, simple majority required	None (voter approval only for revenue measures)	Generally, voter approval to form a district
<b>Boundary Requirements</b>	Very flexible; JPAs allow multi-county	County-wide authorities must include entire counties; regional authorities may include precincts; resolutions required from all members	Must include urban growth areas; boundaries are county-based	Must align with statutory district boundaries; may cross counties for transportation districts

**Enabling Elements Key Takeaways**

- **States differ most in formation thresholds and voter involvement:** California and Washington allow regional transit entities to form by ordinance or resolution, while Idaho and Oregon generally require voter approval to establish an authority (with limited statutory exceptions).
- **Idaho’s formation process is more restrictive than peers:** Idaho requires both governing-body resolutions and a voter-approved formation election, and limits each county to a single RPTA, reducing flexibility compared to California’s Joint Power Authority (JPA) model or Oregon’s multiple district types.

- **Flexibility in setting RTA boundaries differs:** California offers the greatest boundary flexibility through JPAs, while Washington and Oregon impose clearer geographic constraints tied to counties, urban growth areas, or statutory district definitions. In fact, Washington only allows large urban adjacent counties to form an RTA.

## Board Structure & Governance

As most RTAs or transit organizations are governed by a board, **Table 5** compares the types, structures, powers, and limits.

*Table 5: Board Structure & Governance Matrix*

Category	California	Idaho	Washington	Oregon
<b>Board Type</b>	Mostly elected officials from counties/cities; JPAs vary widely	Statutorily defined mix of county commissioners, highway district reps, and city reps	Appointed board of elected officials; appointed by county executives and confirmed by county councils	Governor-appointed boards OR locally elected boards
<b>Term Lengths</b>	Typically 2-4 years	Determined by member jurisdictions	Board members serve staggered 4-year terms	4-year terms; transportation district board members elected to 4-year terms
<b>Membership Limits</b>	Determined locally	Minimum structure required by statute; board may modify with 2/3 vote	Statutory population-based formula	7-member boards by statute; mass transit districts use subdistricts; transport districts elect 7 at-large members
<b>Representation Structure</b>	Often population-weighted or	Based on county, city size, and	Proportional to county population; includes local elected officials	Mass transit districts: Subdistrict representation based on

Category	California	Idaho	Washington	Oregon
	jurisdiction-based	highway district representation	from each county and transit boards	geography and population
<b>Voting Powers</b>	Defined by ordinance/JPA agreement; may include population-weighted voting	Board adopts fares, budgets, contracts, resolutions	Approves tax proposals, adopts budgets; major actions require 2/3 vote	Boards adopt payroll tax, set strategic direction, approve budgets

## Board Structure & Governance Key Takeaways

- **All four states rely on elected officials for governance, but appointment methods vary:** Boards are composed of elected officials in all states, though California and Oregon allow greater structural variation, while Idaho and Washington prescribe board composition in statute. Boards in Oregon, however, are governor-appointed or locally elected.
- **Idaho emphasizes jurisdictional representation over population weighting:** Idaho’s required mix of counties, cities, and highway districts contrasts with Washington’s population-based allocation and California’s optional weighted voting models.
- **Decision-making authority is strongest where taxing power exists:** Washington and Oregon boards hold significant authority over budgets and revenue measures, while Idaho boards focus more narrowly on fares, contracts, and service delivery.

## Funding Authority

Legislation in the peer states provides guidance on the ways in which funding is authorized and sought out. The differences are shown in **Table 6**.

*Table 6: Funding Authority Matrix*

Category	California	Idaho	Washington	Oregon
<b>General Taxing Authority</b>	Yes - local transportation sales tax with voter approval	No general taxing authority	Yes - multiple regional taxes authorized	Yes - payroll/income taxes; property taxes

Category	California	Idaho	Washington	Oregon
<b>Types of Taxes Authorized</b>	Transactions & use tax; countywide transportation taxes	None under RPTA statute (limited resort-city taxes outside RPTA law)	Sales & use tax, Motor Vehicle Excise Tax (MVET), property tax, rental-car tax, employer tax, parking tax	Employer payroll or net-income; property taxes; no fuel-tax use for transit
<b>Voter Approval Threshold</b>	Supermajority for special transportation taxes	Simple majority to form RPTA; no tax authority to approve	Simple majority for transit taxes	Payroll tax by board action; property taxes and General Obligation (GO) require voter approval
<b>Bonding Authority</b>	Yes - revenue bonds backed by voter-approved taxes	Yes - revenue bonds, but no taxing authority	Yes - bonds supported by regional tax revenues	Yes - general obligation and revenue bonds (voter approval)
<b>Reliance on Federal Funding</b>	Moderate - supplements strong local sales-tax base	High - federal grants fund most capital and a large share of operations	Moderate - complements substantial local tax revenues	Moderate - federal funds supplement payroll/property taxes and state programs
<b>Funding Stability</b>	High - long-term sales taxes enable predictable revenues	Low - dependent on voluntary local support and grants	High - diversified tax toolbox supports long-range capital programs	Moderate-high - payroll tax provides stability; constitutional limits restrict options

**Funding Authority Key Takeaways**

- **Dedicated taxing authority is the clearest point of divergence:** California, Washington, and Oregon authorize dedicated taxes for transit, while Idaho RPTAs lack any general taxing authority under statute.
- **Revenue diversity can improve funding stability:** Washington’s multi-tax framework and Oregon’s payroll tax provide long-term fiscal stability, whereas Idaho’s reliance on voluntary local contributions and federal funds creates higher risk. Washington has the most similar tax mechanisms to Colorado.

- **Voter thresholds can affect ballot success:** Higher voter thresholds can significantly affect feasibility, particularly in California, while Washington’s simple-majority standard lowers barriers for revenue measures.

## Authorized Activities & Service Scope

The activities and services RTAs in peer states are authorized to provide and the way they are implemented differs from state to state, as indicated in **Table 7**.

*Table 7: Authorized Activities Matrix*

Category	California	Idaho	Washington	Oregon
<b>Primary Functional Scope</b>	Multimodal transportation funding and, in some cases, operations	Public transit services only	Regional high-capacity transit systems	Mass transit systems
<b>Transit Services Authorized</b>	Bus, rail, paratransit, demand-response	Fixed-route bus, ADA paratransit, demand-response, vanpools, carpools, event shuttles	Rail, express bus, bus rapid transit, ferries	Bus, light rail, commuter rail, paratransit
<b>Roadway &amp; Highway Role</b>	May fund roadway and highway projects	No authority over roads or highways	May build transit facilities in rights-of-way but not roadways	No authority over highways; coordination only
<b>Aviation Role</b>	May fund airport access projects indirectly through plans; no direct aviation authority	None (coordination only, e.g., airport bus routes)	None (except transit access facilities)	None
<b>Capital Facilities Authorized</b>	Transit centers, rail infrastructure, road improvements, bike/ped facilities	Transit centers, bus stops, maintenance and support facilities	Rail lines, stations, busways, terminals, parking facilities	Rail infrastructure, bus facilities, terminals, parking

Category	California	Idaho	Washington	Oregon
Operating Model	Varies: funding-only agencies to fully integrated operators	Direct operation or contracted service delivery	Direct regional operator	Direct operation in metros; contracted service in rural districts

## Authorized Activities & Service Scope Key Takeaways

- **Idaho RPTAs are statutorily limited to transit services only:** Unlike other states, Idaho authorities have no authority to fund or manage roadway, highway, or aviation infrastructure beyond coordination.
- **California authorizes the broadest multimodal role:** California entities may fund transit, roadways, and active transportation, reflecting a more integrated transportation approach.
- **Operational responsibility aligns with funding authority:** States with stable, dedicated revenue sources (Washington and Oregon metros) support direct operation of large systems, while Idaho and some California agencies rely more heavily on contracted service delivery.

## Case Studies

### Overview

Agencies were selected for case study development to provide context relevant to Colorado, particularly with respect to voter approval requirements, revenue limitations, and governance constraints similar to those imposed by TABOR. A two-fold approach was used to develop case studies, combining interviews with targeted desktop research.

Interviews were conducted with staff and leadership from the following agencies:

- **Merced County Association of Governments (MCAG):** Merced County, California
- **Ventura County Transportation Commission (VCTC):** Ventura County, California
- **Valley Regional Transit (VRT):** Boise/Treasure Valley, Idaho

Two additional agencies were examined through desktop research to supplement the interview findings and broaden the range of institutional and geographic contexts:

- **Pierce Transit:** Pierce County, Washington
- **Tillamook County Transportation District (TCTD):** Tillamook County, Oregon

The individual case study summaries below illustrate a range of institutional models, funding approaches, and governance structures. **Table 8** provides a comparison of the five agencies to

support cross-agency comparison and highlight key contextual differences, formation pathways, and core lessons.

*Table 8: Key Characteristics from Case Studies*

Agency	Context	How It Was Formed	Funding Model	Primary Role
<b>MCAG / YARTS (CA)</b>	Rural, multi-county, tourism-driven	Joint Powers Agreements (no voter approval)	Grants + partner contributions	Regional coordination of intercounty service
<b>Valley Regional Transit (ID)</b>	Growing bi-county metro	Voter-approved RTAs merged regionally	Annual local contributions + grants	Regional transit authority
<b>Ventura County Transportation Commission (CA)</b>	County in multi-county rail corridors	Created by state statute	Cost-sharing + state/federal rail funds (commuter and inter-city)	Rail governance and coordination
<b>Pierce Transit (WA)</b>	Urban/suburban countywide	Voter-approved sales tax	Dedicated local sales tax (capped)	Direct transit operator
<b>Tillamook County Transportation District (OR)</b>	Rural, tourism-based	County-created district + voter-approved property tax	Small tax base + grants	Rural transit provider and connector

## Merced County Association of Governments (MCAG) / Yosemite Area Regional Transportation System (YARTS) – California

### Overview

The Merced County Association of Governments (MCAG) is a countywide Joint Powers Authority formed in 1967 to provide regional transportation planning and administrative coordination for Merced County jurisdictions. MCAG does not operate transit directly, but serves as the administrative lead with operating contract oversight for the Yosemite Area Regional Transportation System (YARTS), YARTS, a multi-county interregional bus network established in 1999 through a joint powers agreement without taxing authority and did not require voter approval. Launched in 2000 following multi-agency planning in the 1990s, YARTS connects rural communities and gateway towns to Yosemite National Park, supporting

resident mobility and seasonal employment while helping manage congestion, air quality, and parking impacts associated with high visitation.

## **Funding**

MCAG and YARTS have no independent taxing authority and rely on a combination of grants, allocations, partner contributions, and contractual revenues that must be renewed on an ongoing basis. The absence of dedicated operating revenue limits long-term capital planning and requires frequent reassessment of service levels.

## **Governance and Operating Model**

MCAG provides centralized planning, grant administration, and compliance oversight, while transit operations are delivered through contracted providers and partner agencies. Sustaining multi-county service requires ongoing coordination among jurisdictions with differing priorities and fiscal capacities.

## **Valley Regional Transit (VRT) – Idaho**

### **Overview**

Valley Regional Transit (VRT) is a bi-county regional public transportation authority serving Idaho's Treasure Valley, including Ada and Canyon counties. The authority was formed following voter approval in both counties in 1998 and a subsequent merger into a single regional entity in 1999. VRT provides fixed-route and intercounty transit services across a rapidly growing metropolitan region and functions as the area's primary transit authority, balancing urban, suburban, and intercounty travel needs.

### **Funding**

VRT operates without a single, dedicated operating tax and relies on annually negotiated city and county contributions, federal transit assistance, fare revenue, and auxiliary sources such as advertising and partnerships. The lack of predictable, long-term operating revenue limits service expansion and makes it difficult for service levels to keep pace with rapid population growth.

### **Governance and Operating Model**

VRT is governed by a large representative board with 29 seats for participating jurisdictions and supported by a smaller executive board focused on budget, operations, and legislative issues. The agency uses a hybrid model that combines regional governance and public asset ownership with contracted operations and partnership-based service delivery.

## Ventura County Transportation Commission (VCTC) – California (Rail governance case)

### Overview

The Ventura County Transportation Commission (VCTC) is a county transportation commission created by state law to coordinate transportation planning, funding, and policy for Ventura County. VCTC manages and oversees regional bus service, supports regional transit coordination, and supports passenger rail. Although VCTC does not operate rail service directly, it plays a vital role in regional rail outcomes by representing the county in multi-agency joint powers authorities and corridor governance structures for both commuter and inter-city passenger rail. VCTC participates in the governance of regional rail through organizations such as the Southern California Regional Rail Authority (Metrolink) and the LOSSAN Rail Corridor Agency, which manages the state-supported Pacific Surfliner corridor. Through these roles, VCTC manages Ventura County's rail funding commitments and participates in regional decision-making affecting service levels and costs.

### Funding

Rail funding is shaped primarily by regional cost-sharing formulas for commuter rail, state-supported corridor programs for inter-city passenger rail, and federal funding flows. VCTC contributes to commuter rail through its share of regional operating and capital funding commitments, while state-supported intercity passenger rail is primarily funded by the State of California with regional agencies participating in corridor governance and specific capital or program partnerships. The interviewee noted that cost allocation formulas can require remaining partners to absorb higher costs when one agency reduces its subsidy, while rising operating costs and ridership uncertainty further increase fiscal pressure. The interviewee also described state-supported corridors as more stable than purely member-funded models.

### Governance and Operating Model

VCTC contributes to rail outcomes through governance, negotiation, and coordination rather than direct operation. Coordination with state-supported intercity passenger rail occurs primarily through VCTC's participation in LOSSAN corridor governance and related intergovernmental agreements. Through this structure, VCTC works with state agencies, rail operators, and other corridor partners to coordinate service planning, funding commitments, and regional priorities. The core Pacific Surfliner service is funded by the State of California and operated by Amtrak under the LOSSAN governance structure, while regional partners such as VCTC may contribute funding through cooperative agreements to support specific capital projects, service enhancements, or pilot programs within their jurisdictions. With limited staff capacity, the agency's effectiveness depends on maintaining interagency relationships, managing cost-sharing agreements, and participating in corridor-level decision-making processes. The interviewee noted that when new commuter rail services or service expansions are considered, regional partners may fund or subsidize service operated by an existing rail

operator rather than operating service directly, with VCTC participating as a funding and governance partner.

## Pierce Transit – Washington

### Overview

Pierce Transit is a countywide public transportation authority serving much of Pierce County, Washington, including Tacoma and surrounding communities. The agency was formed in 1979 following voter approval of a countywide sales tax and later received voter authorization to increase that tax in 2002. Pierce Transit provides fixed-route bus service, paratransit, vanpools, microtransit, and regional express bus service operated under contract for Sound Transit.

### Funding

Pierce Transit is part of a Public Transportation Benefit Area (PTBA) under Washington law, which authorizes a local sales tax of up to 0.9 percent with voter approval. Pierce Transit's primary operating revenue comes from this sales tax, which provides structural stability but fluctuates with economic cycles and is capped by statute. Additional revenue is generated through contracted regional express service, fares, and targeted state and federal programs, though service expansion continues to depend on local fiscal capacity and competitive grants.

### Governance and Operating Model

Pierce Transit is governed by a board of elected officials representing jurisdictions across the county, supported by standing committees and a chief executive officer responsible for operations. The agency balances local accountability with regional obligations, particularly those associated with contracted express service and shared facilities.

## Tillamook County Transportation District (TCTD) – Oregon

### Overview

The Tillamook County Transportation District (TCTD), known as “The Wave,” is a rural transit district serving a tourism-driven coastal county in Oregon. The district was established by county action in 1997 under Oregon special district law and secured a local property tax through voter approval in 1998 after an initial unsuccessful ballot attempt. TCTD provides deviated fixed-route service, demand-response transportation, intercity connections, and partner-supported services tailored to low-density rural travel needs.

### Funding

TCTD relies on a modest local property tax levy supplemented by state and federal grants and variable revenues, including contracts and timber receipts—revenue generated from the sale

of timber harvested on federal lands. While voter approval provided a stable local base, the limited tax revenue generation of a rural county constrains expansion and increases reliance on grants and other unpredictable revenue sources.

## Governance and Operating Model

TCTD is governed by an elected district board and managed by a general manager responsible for planning, operations, and administration. The service model emphasizes flexibility and partnerships to extend connectivity, share resources, and address the challenges of serving dispersed rural populations.

## Key Takeaways

### Funding

Across all case studies, funding limitations, not governance structure, were the most consistent constraint on long-term service sustainability. The cases illustrate the limits of grant-dependent funding models and highlight the importance of predictable, dedicated, ongoing operating revenue for regional transit systems (Table 9).

Table 9: Funding Lessons Learned

Issue	Observed Impact	Transferable Insight for Colorado
<b>No dedicated operating revenue</b>	Annual uncertainty; staff time diverted to grants writing; limited service growth	Pair RTA formation with voter-approved, dedicated operating revenue
<b>Grant dependence</b>	Service levels tied to grant cycles; disadvantage vs. large metros	Use grants for startup and capital, not core operations
<b>Member contributions not indexed</b>	Inflation erodes purchasing power; burden shifts to largest members	Include automatic escalators or indexed contribution formulas
<b>Limited rural tax base</b>	High cost per rider; constrained expansion despite voter approval	Guarantee minimum funding for basic rural service, even with low ridership.
<b>Revenue volatility</b>	Economic cycles disrupt service and staffing	Build reserves, smoothing policies, and multi-year financial planning into RTA design

Issue	Observed Impact	Transferable Insight for Colorado
<b>Misaligned classifications</b>	Medium/small regions compete with major metros	Align state funding categories or create non-metro set-asides

## Governance and Structure

Governance challenges across the case studies were less about board size or representation and more about alignment between authority, responsibility, and resources. Agencies with clear roles, simple decision-making structures, and early planning for assets and funding were better positioned to adapt over time (Table 10).

Table 10: Governance and Structure Lessons Learned

Issue	Observed Impact	Transferable Insight for Colorado
<b>Large or complex boards</b>	Slower decisions; diluted transit focus	Keep governance simple with a clear transit mission
<b>Authority-responsibility mismatch</b>	Agencies accountable without fiscal control	Align revenue authority with service responsibility
<b>Deferred asset planning</b>	Later service cuts; costly transitions	Decide fleet ownership and capital strategy at formation
<b>Ballot language misalignment</b>	Reduced flexibility or weakened trust	Use clear project categories rather than fixed lists
<b>Startup funding gap</b>	Early instability; reliance on legacy systems	Secure 12-24 months of bridge funding
<b>Local-regional funding tension</b>	Regional services underfunded	Use explicit cost-sharing tied to regional benefits
<b>Limited state role clarity</b>	Innovation stalled across agencies	Define state responsibilities for regional transit support
<b>Accountability demands</b>	Higher administrative burden	Pair accountability structures with sustained engagement
<b>Rural access underfunded</b>	Essential services operate at minimal levels	Explicitly fund essential access, not just ridership
<b>Limited service flexibility</b>	Ridership gains without new funding	Build operational flexibility into RTA authority

## Rail Governance and Funding

Given Colorado’s continued exploration of potential inter-city passenger rail opportunities (most prominently through Mountain Rail and Front Range Passenger Rail efforts), the rail-focused case study highlights how multi-jurisdictional services introduce additional governance and funding complexity. This discussion draws from interview insights from VCTC, which participates in regional rail governance through Metrolink commuter rail and the LOSSAN intercity rail corridor (Pacific Surfliner).

Interview findings indicate that rail outcomes are strongly influenced by cost-sharing design, state participation, and the durability of interagency agreements, rather than by whether a local agency directly operates rail service. Summarized lessons learned are displayed in **Table 11**.

*Table 11: Rail Governance and Funding Lessons Learned*

Issue	Observed Impact	Transferable Insight for Colorado
<b>Long-term fiscal commitment</b>	Hard to exit services	Treat rail as a long-term regional investment, including cost-stabilization mechanisms in rail agreements
<b>State role and staffing variability</b>	Member-funded corridors face conflict and outcomes depend on relationships	State participation and institutional continuity improve rail stability
<b>Governance without operation</b>	Small staff size still shapes outcomes	Direct operation is not required for effective rail governance
<b>Misaligned authority</b>	Slow decisions; unclear accountability	Align who pays, governs, and is accountable

# Chapter 5: Analysis and Identified Best Practices

This chapter compiles research from Colorado’s enabling legislation, Colorado RTA case studies, national literature review, and national RTA case studies. The research team utilized an analytical framework to identify trends and best practices.

## Analytical Framework

To drive consistency and reduce bias, the research team created a typology of topic areas and RTA characteristics to organize findings and compare RTA approaches, as detailed in **Table 12**.

*Table 12: Analytical Framework Evaluation Categories and Metrics*

Evaluation Category	Metrics
<b>Overview</b>	Travel market served, jurisdictional make up
<b>History and Formation</b>	Formation requirements, formation purposes, relationships with existing transit agencies
<b>Funding</b>	Types of funding sources the IGA allows vs. the ones the RTA pursues
<b>Services and Activities</b>	Types of services/activities the IGA allows vs. the ones the RTA pursues
<b>Organization</b>	Contents of strategic plan, board structure, voting splits between members, voting requirements, organizational role of RTA, funding and implementation partners, role of state, staff roles and responsibilities
<b>Lessons Learned</b>	Elements which RTA staff describe as successful vs. challenging
<b>SB161 Assessment</b>	Level of success in increasing funding and services since RTA formation

For each metric, the team documented whether it is required by law, included in their IGA, or implemented voluntarily by the RTA. Because of the importance of local context, many metrics combine quantitative and qualitative measurements. The framework was primarily used to identify patterns and variations across RTAs, rather than to score or rank the RTAs.

## Best Practices

Based on the analytical framework, the best practices are organized into four operational categories: formation, funding & financing strategies, governance, and service & activities. These best practices are intentionally presented as universally applicable practices, designed to be relevant across different RTA contexts, while recognizing that the specific implementation tools and approaches may differ from one community to another.

### Formation

When communities undergo RTA development, they must consider the reasons for their formation in intentional vision and mission development and how to best ensure formation through a successful ballot initiative development. These discussions are typically facilitated through formation and technical committees.

#### Establish Formation and Technical Committees with Champions

Although not required by law, a formation committee and a technical committee (or one that can cover both) can provide a forum for negotiating the IGA, service plan, or other administrative documents. These committees are typically made up of elected officials from the future member jurisdictions, technical staff, and other community partners. Having champions from each of the future member jurisdictions is often indicative of likely formation success because these individuals make time to work through difficult issues and lead regional conversations to ensure success at the ballot and as the organization develops post-formation.

#### Develop Relatable and Accountable Vision and Mission Statements

RTAs who have a clearly stated vision and mission that defines the direction for their transportation activities and states the benefits to member communities are seemingly more likely to succeed with voters. This clarity comes from both a statement of goals and a follow-through with goal-aligned, community-driven projects/activities. Although not legislatively required, including the formation purposes within the IGA document can be a helpful accountability step.

In the formation process, crafting vision and mission statements for the future organization means identifying a single (or select few) guiding principles. These statements are typically tangible and relatable, including the overarching services the RTA will provide and for what community purpose. The vision and mission may evolve over time but always connect back to specific community needs. Sample missions from the case study RTAs are displayed in **Table 13**.

*Table 13: Examples of RTA Missions*

Case Study RTA	Current Vision/Mission
GVRTA	The mission of the Gunnison Valley Transportation Authority (RTA) is to provide and improve air transportation to and from the Gunnison-Crested Butte Regional Airport on a year-round basis, to

Case Study RTA	Current Vision/Mission
	provide a long term and energy efficient public transit system between the north and south ends of the Highway 135 corridor, and to provide senior and human services transportation in Gunnison County.
<b>SMART</b>	The San Miguel Authority for Regional Transportation strives to deliver safe and reliable transit services and to consistently advocate and promote the use of multi-modal transit systems.
<b>Core Transit</b>	Core Transit will provide everyone in our community with user-friendly transportation solutions that are safe, rewarding, and reliable.
<b>PPRTA</b>	The Pikes Peak Rural Transportation Authority is a collaborative effort among six regional governments to improve and maintain roads and support public transit.

As resources are typically constrained, especially at the initial stages of post-ballot formation, the vision and mission can keep the RTA focused on fulfilling the promises made to voters. Even as resources increase, vision and mission statements guide RTA decision making. Successful RTAs typically remain focused on these values unless they go through an intentional evaluation of the vision and mission, typically to build on the previous vision and mission.

### **Craft a Context-Sensitive Ballot Initiative through Public Outreach**

A successful ballot initiative starts long before voters choose to be for or against an RTA. To be successful at the ballot, communities have invested in comprehensive public outreach, statistically significant polling, and careful ballot language structuring. Using these strategies, a formation committee will better grasp the community’s needs and project preferences, political perceptions, financial willingness, and feasible funding mechanisms that will garner voter support. Understanding the following questions leads to greater potential for successful RTA formation.

- **Community Needs and Project Specificity:** Which transportation improvements have the most impact on the daily lives of the region’s residents?

Proposed transportation improvements must resonate with voters. Even when the vision of the RTA may be limited in scope, the services must either directly improve the way people interact with the transportation network or it must impact people they know - their family, friends, neighbors, coworkers, customers, etc. Some communities may consider explicitly spelling out the projects or project categories they will pursue on the ballot or within the IGA, while others will have an IGA appendix with a specific service plan. Either way, the public should be aware and informed of specifics like the new bus routes, frequency of routes, number of roadways miles to improve, number of intersections improved, etc. Notably, these details help the community understand what

they are being asked to support, while allowing flexibility so as to not limit adaptability. Using project categories with clear outcomes rather than fixed project lists can strike the right balance of public clarity with organizational flexibility.

- **Political Perceptions:** What would entice the public to vote for establishing a new governmental entity?

The public's trust in governmental agencies can vary widely depending on the community. Because an RTA establishes another governmental entity, formation committees must understand what organizational measures must be in place for the public to trust that the RTA will manage its duties responsibly. These may include oversight committees, community advisory committees, or transparent performance reporting.

- **Financial Willingness and Feasible Funding Mechanisms:** Which funding and financing mechanisms are the public most likely to support?

Especially with growing concerns over the rising cost of living, the public must know that their dollars will be used to directly improve their lives. This often comes with an educational element on how the RTA plans to leverage local tax funds for additional funding such as through federal, state, and other regional grant opportunities. The mechanisms may also need to be tailored to communities within the proposed boundaries. Some RTAs have been successful at convincing smaller communities to buy into an RTA when their taxation rate will be lower than their partner member jurisdictions.

## Funding & Financing Strategies

A diverse yet targeted set of revenue sources tailored to the community's context is key to fiscal sustainability. This includes aligning grant opportunities with appropriate transportation investments, as well as clearly communicating how taxation mechanisms will personally impact consumers' wallets. Similarly, it may be appropriate to tailor taxation or sunseting mechanisms in a way that aligns with resources, transportation priorities, and political perceptions. Finally, long-term financial policies can ensure strategic creation of reserve funds.

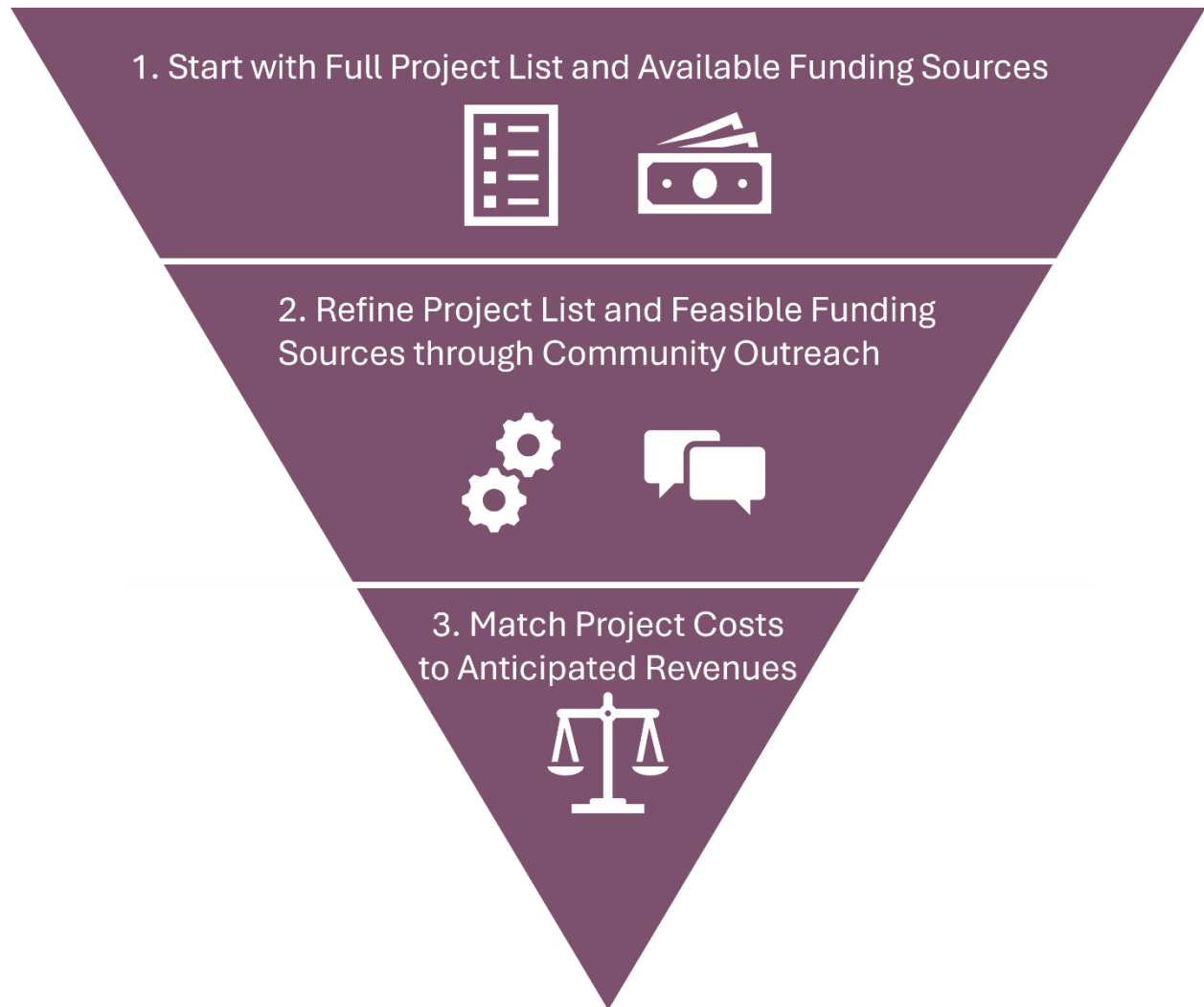
## Match Project Costs to Anticipated Revenues

In alignment with publicly communicating the service promises an RTA makes, communities should identify a feasible project list matched to anticipated revenues, as shown in **Figure 3** and described below.

1. Start with all possible projects and associated costs aligned with the established RTA vision and mission. Projects should have a spectrum of possible investment scenarios and associated effectiveness (less frequent buses will generally have lower costs but also lower ridership) so that communities can understand the tradeoffs of the investments. Communities should then also identify the maximum revenues that could be collected in the future member jurisdictions.
2. Refine the project list and feasible funding sources through community outreach. Community polling can help refine the types of projects and associated funding sources and rates the community is willing to support.

3. Narrow the project list to a point where the highest priority projects can be funded with likely anticipated revenues. Once communities identify project priorities and anticipated revenues, balancing the project list to the anticipated revenues can ensure long-term sustainability and public transparency.

Figure 3: Match Project Costs to Anticipated Revenues



## Align Grant Funding

Grants are a crucial RTA funding source and can expand the scale and pace of transportation investments. However, grants (specifically federal and state grants) vary in predictability, competitiveness, and duration, so RTAs should consider grant opportunities carefully in alignment with investment needs. Grants also often require match funding from the local community, which may limit an RTA's ability to participate in those grant programs. The match requirements vary largely, but typical federal grants require a 50% local match for operating costs and 20% local match for capital costs; these match requirements differ greatly at the state and regional level.

Discretionary or competitive grants are often tied to policy objectives and are not always evergreen, which makes them better suited for start-up activities, capital investments, or pilot programs, rather than for sustaining core services. These grants may also be the most available to communities looking to fund formation efforts or their initial services before being eligible to pursue formula funding.

Formula funding (e.g., FTA 5311 or CTE SB230 Formula funding), on the other hand, is typically more predictable and can be incorporated into multi-year financial plans. While these grants can still be unpredictable long-term, formula funding may be more appropriate to supplement ongoing operations or capital programs when paired with the stability of local revenue sources. As mentioned previously, new RTAs may not be immediately eligible for formula funding, so they may need to first use discretionary grants and then transition to formula funding.

By aligning grant opportunities with the appropriate needs, RTAs can leverage external funding sources effectively while maintaining service stability and public trust.

### **Communicate Personal Impact on Consumers' Wallets**

Depending on the RTA and the context, project costs and associated revenue needs can range from tens of thousands of dollars to millions of dollars. As necessary as these costs are from a planning and economic perspective, the numbers are not typically relatable to voters. As such, it is important to put costs and revenues into personal impact terms, such as “a 1 percent sales tax will cost you \$1 on a \$100 shopping trip, not including groceries or utilities” or “1 mill on taxable property will cost you \$100 annually on your \$500,000 home.” This relatable communication can help build trust and show the true cost of improving regional transportation.

### **Tailor Taxation Strategies to Community Context**

As important as it is to match project costs to potential revenues, there is also a need to match potential revenues to the community context. As described in the formation section, some RTAs have been successful at convincing smaller communities to buy into an RTA when their taxation rate will be lower than their partner member jurisdictions. This can be especially effective in mountain resort regions where one or two municipalities have a tourist-based tax base, but other municipalities in the RTA boundary have a more local tax base. To both offset the local cost burden and strategically generate buy-in from the smaller communities, it may make sense to have different tax rates (specifically sales tax) in the different communities.

Including a sunset provision may be needed in communities where need for high government accountability and aversion to new permanent taxes exist. Although not required by law, some RTAs have either historically or currently included a sunset provision that causes a taxation mechanism to expire on a set date, unless voters approve its continuation. This can help a ballot measure pass by assuring voters the tax mechanism will not continue in perpetuity without voter reauthorization. It can also reinforce accountability over time, since continued funding depends on the RTA demonstrating performance and delivering on its

commitments. However, sunset provisions come with increased risk and uncertainty since RTAs cannot plan long-term and require more administrative work to go back to the ballot to continue operations.

## Plan for Long-Term Financial Success with Reserves

Because RTA revenues and expenses fluctuate with economic cycles and policy changes, RTAs should establish financial reserve policies. These policies define how much funding the RTA sets aside to manage financial risks and plan for long-term needs, and it clarifies under what conditions the reserves can be used. Through multi-year financial forecasting, RTAs can define target reserve levels for operating stability, capital replacement, and contingencies. These reserves can help RTAs maintain consistent service levels during downturns, manage timing gaps between revenues and expenditures, and avoid abrupt staffing or service cuts that undermine public trust. Formal reserve policies also support disciplined decision-making by clarifying when funds are used for ongoing operations versus expanding operations.

## Governance

A governance plan for organizational structure provides clear roles and responsibilities for RTA members and partners as soon as voters approve the RTA, establishes key organizational partnerships, and accounts for the administrative functions and expenses.

### Set Clear Roles and Responsibilities

Like the other key considerations and best practices, future members should spend time ahead of formation to define how the organization will function. While many governance elements are required by law to be addressed in the IGA, success from day one depends on clear decision-making roles and responsibilities in the following categories.

- **Operating and Service Delivery Model:** Who delivers services/projects (RTA as operator vs. turn-key contractor vs. funder/administrator) and who owns day-to-day performance.
- **Delegation and Approval Thresholds:** Roles for each board member, what decisions/signatures are delegated to officers/board committees/staff/agents, what requires board action, and clear spending/contract/change-order thresholds.
- **Financial Stewardship:** Who serves as fiscal agent/treasurer, manages cash/reserves, produces financial reporting/audits, and owns grant administration/compliance.
- **Procurement and Contracting Roles:** Who runs procurements and contract management, what procurement rules apply, and how contractor performance (if applicable) is managed.
- **Program Accountability:** How the RTA sets standards, tracks performance, reports publicly, enforces remedies/escalation when performance or delivery falls short, and the role of community advisory groups.
- **Risk and Change Management:** How liability/insurance/indemnification is allocated and how the RTA coordinates decision-making with member jurisdictions and key external partners, including dispute resolution and formal amendments to plans/agreements/IGA.

## Establish Key Organizational Partnerships

In alignment with roles and responsibilities discussed above, establishing organizational partnerships facilitates service delivery, infrastructure access, funding eligibility, and public accountability. These partnerships can vary widely in purpose, so establishing organized relationships and defined forums for interaction helps accelerate implementation and supports long-term credibility with voters. A comprehensive but non-exhaustive list of key partnerships is described in **Table 14**.

*Table 14: Key Partnerships*

Partners	Key Functions
<b>Federal Agencies</b>	Discretionary and formula funding, service standards, and technical assistance materials.
<b>State Agencies</b>	State funding programs, alignment with statewide plans, approvals/coordination for state facilities, and technical assistance materials.
<b>Regional Agencies</b>	Planning/programming alignment, project prioritization, and integration across jurisdictions and services.
<b>County Agencies</b>	Enable tax collection interfaces (where relevant), unincorporated area coordination, roadway coordination, administrative support.
<b>Local Agencies</b>	Service integration, capital infrastructure siting, permitting, operations coordination, and public communications.
<b>Business Communities</b>	Key for workforce mobility needs, pass programs, last-mile solutions, sponsorships, political support, and marketing support.
<b>Community and Social Organizations</b>	Connect the RTA to local initiatives and populations, such as schools, senior centers, community resource centers, advocacy organizations
<b>Recreation Districts and Tourism Entities</b>	Align visitor mobility, event peaks, special transportation networks, parking management, and marketing.
<b>Regional and National Associations</b>	Peer learning, templates/toolkits, training, procurement practices, vendor access, and policy awareness.

## Account for Administrative Functions and Expenses

Overhead expenses are often overlooked in newer RTAs, yet they are critical to successfully standing up the organization. New RTAs are typically under pressure to demonstrate visible service or project delivery quickly, but success depends on foundational administrative functions. Underfunding these functions can slow implementation, increase risk, and decrease public trust. Administrative capacity enables the RTA to execute contracts, procure vehicles,

start services on schedule, comply with grant requirements, manage financial resources, maintain insurance and delegate liability, track and report performance, and keep decision-making efficient. These tasks do not need to be performed by RTA board members nor in-house staff, especially in the early years, but the RTA should clearly define how they will be delivered (e.g., through contracted support, shared services, or another partnership agreement). Administrative capacity helps the RTA scale service delivery without compliance failures, contract delays, or governance bottlenecks and should not be viewed as an optional overhead expense.

## Services & Activities

RTA services and activities are the visible way a community perceives success. In thinking about how to best deliver its services RTAs should consider the operating model that best fits their context, a routine evaluation of the organization and the performance of its activities, and a proactive communication effort of its progress.

### Determine Operating Model

A foundational best practice for RTAs is determining the best-suited operating model. It shapes how quickly the authority can launch transportation programs, projects, and services; how much control the organization has over service quality and customer experience; what administrative capacity it needs; and where operational and financial risk sits. RTAs generally choose between three models: 1) agency-implemented operations where the RTA directly manages implementation, 2) turn-key contracted operations where the RTA sets standards and a provider delivers under contract, or 3) a fund administrator/grantor approach where the RTA primarily collects and allocates revenue to member agencies and partners. The most successful approach is not universal. Rather, the best practice is selecting the model that matches the RTA's mission and local capacity, then clearly documenting decision responsibilities and accountability/performance measures. The different operating models are described in **Table 15**.

Table 15: Operating Model Comparison

Operating Model	Current Colorado RTAs	Advantages	Tradeoffs	Best Fit Context
<b>Agency-Implemented (RTA-operated)</b>	RFTA, Core Transit	Highest control over service design and standards, consistent brand and policies, easier to adapt quickly	Highest overhead costs, higher liability exposure, slower to start from scratch	Need strong control over delivery outcomes (often in transit operations), no existing provider who can scale, market needs frequent adjustments, or complex capital program that needs centralized management
<b>Turn-Key Operator (Contracted Operations)</b>	GVRTA, SMART	Faster launch, scalable, keeps the RTA lean, can shift day-to-day operations to the operator	Less direct control, risk of misaligned goals, requires strong contract management	Need early wins, have capable local operators and implementors, RTA wants to focus on planning and oversight
<b>Fund Administrator/ Grantor</b>	PPRTA, ARTA, SPVRTA	Lowest overhead, leverages existing providers, preserves local implementation capacity	Harder to ensure consistency/integration, weaker direct control, risk of weaker outcomes without accountability	Strong existing providers, goal is funding and coordination, often capital-heavy or multimodal investments are the largest priority.

## Routinely Evaluate Organization Roles, Activities, and Performance

As RTAs establish their activities and refine organizational roles, they will identify opportunities to adapt and improve. This may include taking over existing services, creating new programs, shifting between operating models, or formalizing new partnerships. Best practice in this evaluation space is recognizing that RTAs are not static organizations and should plan for evolution, renewal, or additions/removals of programs or funding mechanisms. Because these changes can impact costs, risks, organizational roles, and public expectations, a best practice is to routinely evaluate whether the RTA’s roles and activities remain aligned with its adopted vision, mission, and funding commitments. Through formal processes, including performance measuring, financial audits, and community-driven processes for updating plans or agreements, RTAs can ensure new investments are strategic, accountable, and sustainable as community needs evolve.

To inform potential changes, RTAs should set reasonable goals and track performance measures across multiple categories such as compliance, financial sustainability, budgeting and grant success, service outcomes, employee satisfaction, and customer satisfaction.

### Proactively Communicate Progress of RTA Activities

Since RTAs depend on voter approval and ongoing public trust, proactively communicating progress and how taxpayer funds are used is a best practice. Routine communication helps residents see the connection between what they approved at the ballot, what the RTA is delivering, and what outcomes those investments are producing. This is especially important as RTAs add partnerships, adjust projects, or add services. Transparent reporting also reduces confusion, limits misinformation, and builds credibility ahead of future ballot measures, revenue changes, or other major activity decisions. Some tools and best practices in communicating include:

- **Public Accountability Dashboard.** A public-facing reporting system that ties ballot commitments, specific projects/services delivered, dollars spent, and quantifiable outcomes with clear status, timeline, and plain-language budget summaries.
- **Predictable Information Distribution.** A consistent reporting schedule shared across different media channels (website, email, social media, partner sites) so that transparency seems inherent and not reactive. RTAs can often leverage their partner communications for shared messaging so that member jurisdictions, operators, and partner agencies can communicate consistent information.
- **Transparency on Changes.** Short, standardized communications when scope, cost, timelines, service plans change can maintain public trust.

### Summary

The best practices described throughout this chapter cover the four topic areas of Formation, Funding & Financing Strategies, Governance, and Services & Activities. Each best practice is summarized in **Table 16**.

*Table 16: RTA Best Practices*

Formation	Funding & Financing Strategies	Governance	Services & Activities
<ul style="list-style-type: none"> <li>● Establish Formation and Technical Committees with Champions</li> <li>● Develop Relatable and Accountable Vision and</li> </ul>	<ul style="list-style-type: none"> <li>● Match Project Costs to Anticipated Revenues</li> <li>● Align Grant Funding</li> <li>● Communicate Personal Impact</li> </ul>	<ul style="list-style-type: none"> <li>● Set Clear Roles and Responsibilities</li> <li>● Establish Key Organizational Partnerships</li> <li>● Account for Administrative</li> </ul>	<ul style="list-style-type: none"> <li>● Determine Operating Model</li> <li>● Routinely Evaluate Organization Roles and Activities</li> <li>● Proactively Communicate</li> </ul>

Formation	Funding & Financing Strategies	Governance	Services & Activities
<p>Mission Statements</p> <ul style="list-style-type: none"> <li>• Craft a Context-Sensitive Ballot Initiative through Public Outreach</li> </ul>	<p>on Consumers' Wallets</p> <ul style="list-style-type: none"> <li>• Tailor Taxation Strategies to Community Context</li> <li>• Plan for Long-Term Financial Success with Reserves</li> </ul>	<p>Functions and Expenses</p>	<p>Progress of RTA Activities</p>

# Chapter 6: RTA Decision Framework and Recommendations

## Decision Framework

To consider whether an RTA is an appropriate tool, there are a series of questions with associated implications that should be explored before moving ahead with a more formalized approach. These questions can be grouped into five categories:

- Define the Need
- Define the People & Members
- Define the Services & Activities
- Define the Funding
- Test Feasibility

### Define the Need

#### **What problem(s) is the future RTA trying to solve?**

Knowing why pursuing an RTA can be a regional solution and establishing a clear purpose is critical. As previously mentioned, having a clear vision and purpose that is ambitious, yet achievable and focused, supports successful formation. Trying to do too much or too little can create barriers to successful RTA establishment.

#### **What benefits could an RTA provide to member jurisdictions and their citizens?**

Related to purpose clarity, communities considering an RTA should be able to articulate clear benefits and outcomes for potential members and their constituents who will ultimately vote for or against the RTA's creation. These benefits should be crafted so that all potential member jurisdictions can see value for them in the projects and services an RTA would deliver.

### Define the People & Members

#### **Who should be part of a possible RTA and why?**

Typically, RTAs are formed by two or more entities that share common transportation problems within a defined area. Being able to build an RTA within an easy-to-understand geographic area with shared goals usually results in better cooperation. RTA members and associated boundaries usually fall along existing political, geographical, or travel-shed (e.g., one or more roadway corridors) boundaries, which helps align members and voters.

## **Are possible member jurisdictions willing to support the formation effort with financial resources, staff time, or in other ways?**

Each potential member jurisdiction should be prepared to support the RTA formation effort with people, funding, and/or in-kind contributions. RTA formation usually requires hiring of experts to plan and support the steps associated with successful passage of a ballot measure. Additionally, elected officials and municipal staff time is required for months or years ahead of RTA formation.

## **Are there champions willing to lead, support, and coordinate an RTA formation effort?**

As previously mentioned, finding at least one champion (and ideally one per potential member jurisdiction) is necessary to move RTA formation forward. Without champions, RTA formation may not be possible.

## **Define the Services and Activities**

### **What projects, transportation modes, and services would an RTA provide?**

Identifying transportation challenges and associated project or modal solutions helps center the discussion on priorities that will most resonate with local constituents. These potential projects and services may be to solve long-standing challenges such as traffic, safety, tourism impacts, workforce mobility, or access to critical services; or they may be more opportunistic based on a potential grant, an existing transit operator wanting to stop operating a service, or a new mandate.

### **How does this fit with existing transit services and providers?**

In many examples of new RTA formation in Colorado, there are existing transit services and associated providers. Coordination with these existing providers is important to RTA success. Potential members should explore the benefits and considerations to existing service providers if a new RTA were to be pursued. In some cases, a new RTA might assume some existing regional services, while the existing agency focuses more on local services. In other cases, an existing provider might be assumed into the new RTA under a transition plan.

## **Define the Funding**

### **What funding mechanisms might be appropriate to support possible projects or services?**

Typically, RTA formation includes voter approval of a funding mechanism such as a sales or property tax. It is important to explore which mechanisms and associated taxation rates may be appropriate for each potential member based on voter sentiment, and historic support or rejection of other non-transportation taxation measures. Once possible mechanisms and rates are determined, anticipated revenue should be aligned with estimated service and project costs to define what an RTA could realistically deliver.

## Test Feasibility

### What is the likelihood of success with voters? How can we understand that better?

Since RTA formation depends on voter approval, it is essential to evaluate voter sentiment through focus groups, polling, and survey. This research will help gauge the likelihood of voter support for RTA formation and taxation measures under various scenarios. If voter sentiment is unsupportive, it may not be prudent to proceed.

### Can tax revenue support potential services?

If potential revenue generation is overly constrained, such as in rural areas with a limited tax base, an RTA may not be viable even with voter support. Most RTAs in Colorado have formed in areas with robust tax bases that can generate enough revenue to support delivery of impactful transportation services and projects. If RTA formation is unlikely to generate enough revenue to support envisioned services, communities may need to consider other avenues for building new transportation options. These may include heavier reliance on state and federal grants with low match requirements.

### What other resources or partnerships may be needed?

Potential member jurisdictions should understand early on what additional resources or partnerships may be necessary. This includes local, regional, and state partnerships and resources. In many cases, potential RTA members will coordinate with communities that may not ultimately be a part of the RTA, but may still receive services or benefits from an RTA. These non-members can still support RTA formation through education and coordination. Organizations such as CDOT and Colorado Association of Transit Agencies (CASTA) can also provide helpful resources.

## Recommendations for Supporting RTA Formation

Even with best practices for RTA formation and a decision framework in place, communities may still find it daunting to move from exploration to implementation. Based on the research, the following recommendations are offered across four levels of influence (legislative, state (CDOT), RTA-led, and supporting organizations) to strengthen RTA formation and long-term success statewide.

### State Legislature

- **Create a standing RTA coordination forum:** Establish a formal venue (like a standing committee or a “Day at the Capitol”) where RTAs can collaborate on shared priorities, monitor proposed legislation, and advance targeted statutory updates. Examples from recent legislative changes include clarifying tax implications affecting RTA projects or adjusting statutory limits such as the sales and use tax limit.

- **Continue to explore how an RTA can help support desired land use changes:** Statewide efforts to increase affordable housing are linked to strong public transportation options, many of which are or could be delivered by RTAs.
- **Update legislation as necessary:** As circumstances change, the state’s RTA enabling statute may need to evolve to better support RTA creation and expansion. This may include refining eligible uses under one or more state transit funding programs.

## State (CDOT)

- **Continue to expand the state’s role in RTA development:** As the CTE stands up the RTA support portion of the SB230 Discretionary Program, CDOT will have opportunities to better define the types and magnitude of support it can provide emerging RTAs and define a path for new RTAs to graduate to other funding programs.
- **Fund early-stage planning and initial formation:** Explore opportunities to provide dedicated resources for feasibility and service planning; governance and funding analysis; and formation readiness.
- **Provide technical assistance and practical toolkits:** Offer templates, best-practice guides (e.g., this study), decision frameworks, and access to technical experts who can advise on governance design, funding strategy, operating models, and implementation steps.
- **Strengthen grant competitiveness and delivery capacity:** While maintaining objectivity in grant award processes, support RTAs with grant strategy development, application assistance, compliance readiness, and organizational capacity-building to improve long-term success in competitive programs.
- **Align funding formulas and grant structures with different regional contexts:** Ensure state funding programs, and administration of federal programs, recognize baseline access needs and higher per-unit costs in rural and mountain contexts. Consider context-sensitive funding categories or set-asides so smaller or emerging RTAs can compete equitably.
- **Develop a shared performance and data framework:** Establish standardized (but scalable) performance reporting expectations and data tools that allow RTAs to benchmark outcomes, improve transparency, and strengthen grant competitiveness.
- **Support long-term capacity building:** Encourage shared-service models, regional technical assistance, or workforce development initiatives that help smaller or newer RTAs access expertise in grant writing, financial management, project delivery, and compliance.

## Prospective and New RTAs

- **Apply best practices and the decision framework as a formation roadmap:** Use the recommended practices herein to guide formation, funding & financing, governance, and services & activities.

- **Seek support from existing RTAs:** The existing RTAs throughout the state have proven to be a willing resource with a wealth of knowledge and experience. Many newer RTAs have cited support from existing RTAs as a key to success.

## Supporting Organizations (such as CASTA, Regional and National Transit Associations, National Research Institutes)

- **Provide peer-learning opportunities:** Convene regular forums for RTAs and prospective RTAs to share tools, lessons learned, governance approaches, contracting models, performance reporting practices, and grant strategies.
- **Promote shared resources and templates:** Facilitate the development of model IGAs, reporting dashboards, financial policy templates, and other operational guides to increase awareness and learning across different regions.
- **Continue to build understanding of effective regional transit strategies.** While much research has been done, there is a continuous need to assess how best to increase regional transit, whether it be through RTAs or other mechanisms. This is especially important with significant recent changes to travel patterns and transit funding. Most research predates the COVID-19 pandemic and may have less applicability to current conditions.

# Appendix A - RTA Formation Roadmap

Based on research, interviews, and identification of best practices, the three phases for development of an RTA are: preparation, formation, and post formation.

<b>Pre-Formation</b> 2-3 years ahead of ballot initiative	<b>Formation</b> 0-18 months ahead of ballot	<b>Post Formation</b> 0-12 months after ballot initiative passes
<ul style="list-style-type: none"> <li>• Identify potential RTA members</li> <li>• Designate leaders from each jurisdiction</li> <li>• Create formation and technical committees</li> <li>• Explore electoral feasibility</li> <li>• Develop and define possible RTA services</li> <li>• Perform polling and public outreach to understand public needs and opinions about possible funding mechanisms</li> </ul>	<ul style="list-style-type: none"> <li>• Negotiate and develop IGA with future members</li> <li>• Hold at least two public hearings for info and comments in each RTA proposed member jurisdiction</li> <li>• Execute the IGA (each jurisdiction signs on)</li> <li>• Submit IGA to CDOT and adjacent counties/ municipalities for review and comment period</li> <li>• Follow referred measures process for ballot initiative</li> <li>• Coordinate election matters and processes including coordination of members</li> <li>• Perform public outreach, education, and advocacy (performed by non-governmental entity)</li> <li>• Plan for post formation including development of an implementation plan</li> </ul>	<ul style="list-style-type: none"> <li>• Submit IGA for certification by Colorado Division of Local Affairs (DOLA)</li> <li>• Convene the RTA Board; adopt by-laws</li> <li>• Finalize implementation plan</li> <li>• Hire/contract executive, administrative, other staff</li> <li>• Plan for ongoing operations and maintenance</li> <li>• Transition services, responsibilities (if applicable)</li> <li>• Develop long-term funding sources</li> <li>• Begin providing services and/or delivering projects</li> </ul>

# Appendix B - RTA Intergovernmental Agreement Requirements

The Intergovernmental Agreement (IGA) establishes an RTA and must contain, per statute:

1. Name, purpose, and systems to be provided
  - a. The name and broad purpose of the RTA.
  - b. The services or systems to be provided (an RTA can include any property, transportation, administrative and maintenance facilities, service areas, improvement or system designed to be compatible with established state and local transportation plans that transports people within a region by auto, truck, bus, rail, air or gondola).
2. Board of Directors
  - a. The establishment and organization of the board of directors, including the number of directors, which must be at least five, all of which shall be elected officials from the members (with at least one elected official from each member).
  - b. The manner of the appointment, the qualifications, and the compensation, if any, of the directors and the procedure for filling vacancies on the board.
  - c. The officers of the authority, the manner of their appointment, and their duties.
  - d. The voting requirements for action by the board if other than a majority of the directors of the board by a quorum.
3. Assets
  - a. The provisions for the distribution, disposition, or division of the assets of the authority.
4. Boundary
  - a. The boundaries of the RTA, which is limited to the boundaries of each member of the combination and may not include territory within the boundaries of any municipality or unincorporated area of any county that is not a member of the combination without consent of the governing body.
5. Term
  - a. The term of the IGA, which may be definite or until rescinded or terminated, but cannot be rescinded or terminated while the RTA has bonds outstanding.
6. Amendment
  - a. The provisions for amendment of the contract.
7. Limitations
  - a. The limitations, if any, on the powers granted by statute that may be exercised by the authority.
8. Addition or deletion of IGA members
  - a. The conditions required when adding or deleting parties to the contract.