Chapter 10: FTA NEPA Processes and Compliance

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This chapter discusses the coordination process and timelines for environmental compliance on projects using Federal Transit Administration (FTA) funds administered through the Colorado Department of Transportation’s (CDOT) Division of Transit and Rail (DTR). Note that the majority of major transit projects receive funding directly from FTA and are not administered and managed by CDOT. These projects, like the Regional Transportation District’s (RTD) FasTracks program and the Fort Collins Mason Bus Rapid Transit (BRT) system, are coordinated directly with FTA by the agency for the planning, design, engineering, environmental, construction and funding processes as required. This chapter solely focuses on those projects that receive state and federal transit funds administered by DTR; the majority of which are Categorical Exclusions (CatExs).

This chapter also discusses the FTA process and procedures for NEPA compliance. FTA’s processes for Environmental Impact Statements (EIS), CatExs, and Environmental Assessments (EA) have similarities and differences compared to the Federal Highway Administration (FHWA) processes that are discussed in Chapters 4, 5, and 6, respectively. For the most part, FTA follows the same regulations and guidance as FHWA with the differences noted throughout this chapter as appropriate. The regulations found in 23 CFR 771 are issued jointly by FHWA and FTA and apply to projects funded by either agency. Currently, there is no Stewardship Agreement between FTA and CDOT as there is between FHWA and CDOT. For all FTA-funded projects, NEPA approval is granted by FTA only.

10.1 DTR Grant Application Process

CDOT’s DTR is responsible for awarding and administering state and federal transit funds for public transit and human service transportation providers throughout Colorado. State transit funds are provided through the Funding Advancement for Surface Transportation and Economic Recovery (FASTER) Act passed by the state legislature in 2009. FASTER provides a fixed $15 million per year for statewide, interregional, regional and local transit projects.

On the federal side, FTA provides funding for transit services through various grant programs. The FTA provides several grant programs directly to designated recipients, primarily in urbanized areas. For rural areas FTA transit funds are allocated by formula to the state and are administered by DTR through a competitive application process. These grant programs provide funding assistance for administrative, planning, capital and operating needs. For more information on the various FTA grant programs, visit the FTA website at: https://www.transit.dot.gov/grants.
To begin the grant application process, DTR issues a Notice of Funding Availability (NOFA) also known as a “call for projects” for FASTER and FTA funds annually or bi-annually. Capital and operating/administrative calls for projects are conducted separately and at different times during the year. Applications for FASTER and FTA capital funds (e.g., vehicles, stations, equipment, etc.) are solicited every year, generally in the fall, in a single application process; DTR determines the appropriate source of funds (FASTER or FTA) for the capital project. Applications for FTA operating and administrative funds are solicited every two years, generally in the spring.

From the date of the NOFA, grant applicants have 45 days to apply. The application process is administered online through DTR’s CoTRAMS grant management system and all applications are processed electronically. Before applying in CoTRAMS, each grant applicant must provide an agency profile and inventory of their capital assets. Applications will not be reviewed until this is complete. Grant applicants are encouraged to do this prior to a call for projects.

In addition to the agency profile and capital inventory, the application for funds includes several other sections that the grant applicant must complete. This includes a description and cost of the project for which funds are being requested, project purpose and how the funds will be used, who will be served, how the project ties into other services, whether the project is consistent with the planning process, and whether the project is compatible with state and regional coordinated transit plans and any coordination activities.

Following the 45-day grant application period, applications are reviewed and scored by a team of DTR staff and staff from CDOT’s Division of Transportation Development, Office of Policy and Governmental Relations, and Office of Civil Rights. Applications for capital funds are evaluated primarily based on performance metrics (e.g., age, mileage, and condition).

DTR provides a list of recommended projects to the Transportation Commission for award of FASTER funds. Transportation Commission approval is not necessary for FTA awarded funds. All awards require a local match—50% local match for operating funds and 20% for administrative and capital funds. All funds are awarded on a reimbursement basis—that is, grant recipients must first incur expenses before seeking reimbursement from CDOT.

Once funding awards are made, a scope of work for each awarded project is developed and negotiated between DTR and the grant recipient. During this time, the project must be included in the Transportation Improvement Program (TIP) and/or State Transportation Improvement Program (STIP).

For state-funded projects, once the scope of work is complete, the project has been included in the TIP/STIP, NEPA documentation is complete and permits have been applied for and/or obtained, a contract is offered. For FTA-funded projects, DTR applies to FTA through a program of projects (POP) on behalf of the grant applicant prior to issuing a contract. DTR will not apply to FTA until the project is included in the TIP/STIP, any required NEPA documentation is completed and approved by FTA, and all necessary permits have been applied for and/or obtained. Once a contract is fully executed by both DTR and the grant recipient, a notice to proceed is issued by DTR.
10.2 FTA NEPA Compliance

As discussed in Chapter 2, to address the NEPA responsibilities established by the Council on Environmental Quality (CEQ), FHWA and FTA jointly issued regulations, *Environmental Impact and Related Procedures* (23 CFR 771). The regulations set forth the agencies’ policy of combining all environmental analyses and reviews into a single process. It defines the roles and responsibilities of FTA and its grant applicants in preparing documents, and in managing the environmental process within the various project development phases.

For all categories of NEPA documentation (EIS, CatEx, or EA), FTA makes the class of action determination (Section 2.4 and 23 CFR 771.115) and the approval. The NEPA document and any other required environmental documentation should be complete prior to applying for or approval of federal assistance. Grant applicants intending to apply for CDOT-administered FTA funds should work with DTR during the application process to ensure that all information required by FTA is complete. For these funds, DTR will submit an application, along with any required NEPA documentation, on behalf of the grant applicant in FTA’s grant management system, TrAMS.

The vast majority of projects that DTR administers on behalf of FTA are non-construction projects and qualify as a CatEx. These include routine vehicle and equipment acquisition, rehabilitation and maintenance; planning, administration, training, and operating activities; and safety, security and communication equipment. These types of projects are typically approved as a c-list CatEx by FTA and, unless unusual circumstances exist, require no formal documentation by DTR or FTA (see Section 10.2.2 for more information on FTA CatEx requirements). The CatEx determination and approval occur in TrAMS for these types of projects. While a project involving construction may be considered a CatEx, it is not exempt from other environmental laws that may apply to the project, such as Section 106 of the National Historic Preservation Act, Section 4(f) of the US Department of Transportation Act of 1966, Section 404 of the Clean Water Act, or Section 7 of the Endangered Species Act. Applicants need to apply and obtain applicable environmental permits and approvals even for projects that qualify as a CatEx. If a project has unusual circumstances, such as the presence of wetlands, historic buildings or structures, parklands, or floodplains in the project area, the grant applicant must work with FTA to determine what documentation may be required.

10.2.1 Class I – Environmental Impact Statement (EIS)

The introduction of Chapter 4 provides general information about Class I. If an EIS is deemed necessary, the FTA process is similar to the FHWA/CDOT process described in Chapter 4 and can generally be followed with coordination and guidance from FTA.
FTA projects typically requiring an EIS are:

- New construction or extension of fixed rail transit facilities (e.g., rapid rail, light rail, commuter rail, automated guideway transit)
- New construction or extension of a separate roadway for buses or high occupancy vehicles not located within an existing highway facility

Unless it is a joint EIS process among FTA, FHWA, CDOT and a transit agency, such as RTD, CDOT will not be involved in the development, review or signing of the EIS. The Southeast Corridor EIS (TREX) is an example of a joint EIS process, where all parties were involved and signatories on the document. While CDOT staff may be part of a project team and provide input, the document will not be processed through CDOT for review or signature.

Differences to note between the FTA and FHWA/CDOT processes include:

- FTA conducts all contact and consultation with resource and regulatory agencies, and Tribes.
- Requirements for some analyses can be different. For example, noise and vibration should be assessed for proposed mass transit projects using FTA’s *Transit Noise and Vibration Impact Assessment* guidance (2006). Some transit projects are exempt from air quality conformity and/or regional air quality emissions analyses.
- FTA issues Letters of Intent to indicate the intention to obligate future funds for multi-year capital transit projects. FTA will not issue Letters of Intent until the NEPA process is complete.
- CDOT is typically not a signatory on FTA EIS documents. The exception occurs when it is a joint project, such as the Southeast Corridor EIS (TREX). On these documents FHWA, FTA, RTD and CDOT signed the signature page.
- FTA does not have a stewardship agreement with CDOT and does not delegate environmental review and approval to CDOT.

### 10.2.2 Class II – Categorical Exclusion (CatEx)

The majority of transit projects funded through DTR-administered FTA funds qualify as a CatEx, including many of the construction projects. FTA is responsible for determining whether the action described by the grant applicant falls within the CatEx category (i.e., the action meets all conditions listed in the CatEx regulations), whether the action is impermissibly segmented from a larger project, and whether there are unusual circumstances (e.g., substantial controversy on environmental grounds, significant impact to properties protected by Section 4(f) or Section 106) that would make a CatEx determination inappropriate.

Grant applicants should include sufficient project information for FTA to make a class of action determination (see Section 2.4 for more information on classes of action). For non-construction projects a description of the project in the grant application is sufficient for FTA approval. The CatEx category is selected and approved directly in TrAMS and no further documentation is required.
While most transit projects processed through DTR are non-construction projects and fall within c-list CatExs requiring no formal documentation, a few involve construction and require additional environmental review. Documentation demonstrating compliance with other environmental requirements, such as Section 106 or Section 7, may be necessary for construction projects. This information is required before DTR will submit an application to FTA on behalf of the grant applicant.

Before submitting an application for capital construction projects (e.g., facilities, stations, etc.), the grant applicant will initiate the design phase (conceptual design, preliminary engineering), the environmental review/clearance process, utility/3rd party coordination; determine right-of-way requirements; identify the amount and source of local match, and other related activities, as applicable. Applicants cannot undertake final design or construction prior to completion of NEPA and compliance with other environmental laws.

FTA and DTR require a grant applicant to complete the following activities before an application will be submitted to FTA on their behalf:

- Complete Agency Profile and Capital Asset Inventory in CoTRAMS.
- Complete CoTRAMS application, providing information on project description, amount of funding needed, purpose and need for project, project location, consistency with planning process, and any coordination activities.
- Completion and approval of the Region 8 Categorical Exclusion Worksheet (CatEx worksheet) for construction projects. Projects that do not lead to or involve construction do not need to complete the CatEx worksheet. FTA will review the CatEx worksheet to determine whether the project qualifies as a CatEx and if compliance with other environmental laws is required.
  - Upon receipt of applications in CoTRAMS, DTR will identify all construction projects requiring completion of the CatEx worksheet. Primarily these are facility construction projects. Non-construction projects seeking funding will not require completion of the CatEx worksheet. FTA can assist the grant applicant with completing the CatEx worksheet.
  - The draft CatEx worksheet should be submitted to FTA at least 45 days prior to submitting a grant application. FTA will review the draft CatEx worksheet and provide to CDOT Region environmental staff for their review. The worksheet is used to determine if any unusual circumstances exist and if additional work or permits may be required.
  - Final CatEx worksheet will be submitted as part of the grant application to FTA by DTR on behalf of the grant applicant, along with the CatEx approval letter from FTA.
  - All required environmental permits must be obtained.
  - For capital equipment projects, technical specifications and a procurement plan for once funding is secured.

The FTA Region 8 Categorical Exclusion Worksheet and Instructions are located on the Region 8 page of the FTA website:
https://www.transit.dot.gov/about/regional-offices/region-8/revised-categorical-exclusion-worksheet-and-instructions
Differences to note between the FTA and FHWA/CDOT processes include:

- The list of projects that qualify for FTA CatExs is found in 23 CFR Part 771.118. FHWA CatExs listed in 23 CRT Part 771.117 or as added or changed by the Programmatic Agreement CDOT has with FHWA do not apply to FTA projects.
- FTA conducts all contact and consultation with resource and regulatory agencies and with Tribes as needed.
- Requirements for some of the analyses can be different. For example, noise and vibration should be assessed for proposed mass transit projects using FTA’s *Transit Noise and Vibration Impact Assessment* guidance. Some transit projects are exempt from air quality conformity and/or regional air quality emissions analyses.
- FTA CatExs for construction projects should be submitted using the *FTA Region 8 Categorical Exclusion Worksheet* at least 45 days before submitting a grant application.
- CDOT is not a signatory on FTA CatExs.
- FTA does not have a stewardship agreement with CDOT and does not delegate environmental review and approval to CDOT.

**FTA CatEx Regulations**

In February 2013, as 23 CFR 771.118, FTA published new CatExs tailored specifically to transit projects (separate from FHWA CatExs found in 23 CFR 771.117) to provide a more straightforward and efficient environmental review process. A year later, in February 2014, FTA issued, *Guidance for Implementation of FTA’s Categorical Exclusions (23 C.F.R. § 771.118)*, which was updated in June 2016, to assist FTA region staff and grant applicants in applying specific CatExs to FTA projects. CatExs included in 23 CFR 771.117 (FHWA CatExs) should no longer be used for FTA’s actions on projects. However, multimodal projects containing both FHWA-funded and FTA-funded elements (such as the reconstruction of a highway lane within existing right-of-way for express bus service) should be processed under both, as appropriate. *Chapter 5* includes information about CatExs in general and about FHWA/CDOT CatEx processes.

Per the CEQ’s *Establishing, Applying, and Revising Categorical Exclusions under the National Environmental Policy Act* guidance (November 2010), the CatExs in 23 CFR 771.118 are presented as general categories that include limitations, as appropriate, and provide an informative (but not exhaustive) list of examples. CatExs added pursuant to the Moving Ahead for Progress in the 21st Century Act (MAP-21) do not follow the same format because they were created pursuant to specific statutory criteria.

If an action could fall under multiple CatExs listed in section 771.118(c) due to their broad nature and/or one or more of the examples under section 771.118(d), then the best option (only one) is chosen (i.e., the CatEx that most closely fits the proposed activities) for the particular project in consultation with the FTA Region 8 Office. Ultimately, the selected Cat Ex must cover all aspects of the proposed project’s scope, and the project description should include all project elements.
23 CFR 771.118 FTA Categorical Exclusions

“(a) Categorical exclusions (CEs) are actions which meet the definition contained in 40 CFR 1508.4, and, based on experience with similar actions, do not involve significant environmental impacts. They are actions which: do not induce significant impacts to planned growth or land use for the area; do not require the relocation of significant numbers of people; do not have a significant impact on any natural, cultural, recreational, historic or other resource; do not involve significant air, noise, or water quality impacts; do not have significant impacts on travel patterns; or do not otherwise, either individually or cumulatively, have any significant environmental impacts.”

“(b) Any action which normally would be classified as a CE but could involve unusual circumstances will require FTA, in cooperation with the applicant, to conduct appropriate environmental studies to determine if the CE classification is proper. Such unusual circumstances include:

1. Significant environmental impacts;
2. Substantial controversy on environmental grounds;
3. Significant impact on properties protected by Section 4(f) of the DOT Act or Section 106 of the National Historic Preservation Act; or
4. Inconsistencies with any Federal, State, or local law, requirement or administrative determination relating to the environmental aspects of the action.”

“(c) Actions that FTA determines fall within the following categories of FTA CEs and that meet the criteria for CEs in the CEQ regulation (40 CFR 1508.4) and paragraph (a) of this section normally do not require any further NEPA approvals by FTA.

1. Acquisition, installation, operation, evaluation, replacement, and improvement of discrete utilities and similar appurtenances (existing and new) within or adjacent to existing transportation right-of-way, such as: utility poles, underground wiring, cables, and information systems; and power substations and utility transfer stations.
2. Acquisition, construction, maintenance, rehabilitation, and improvement or limited expansion of stand-alone recreation, pedestrian, or bicycle facilities, such as: a multiuse pathway, lane, trail, or pedestrian bridge; and transit plaza amenities.
3. Activities designed to mitigate environmental harm that cause no harm themselves or to maintain and enhance environmental quality and site aesthetics, and employ construction best management practices, such as: noise mitigation activities; rehabilitation of public transportation buildings, structures, or facilities; retrofitting for energy or other resource conservation; and landscaping or re-vegetation.
4. Planning and administrative activities which do not involve or lead directly to construction, such as: training, technical assistance and
research; promulgation of rules, regulations, directives, or program guidance; approval of project concepts; engineering; and operating assistance to transit authorities to continue existing service or increase service to meet routine demand.

(5) Activities, including repairs, replacements, and rehabilitations, designed to promote transportation safety, security, accessibility and effective communication within or adjacent to existing right-of-way, such as: the deployment of Intelligent Transportation Systems and components; installation and improvement of safety and communications equipment, including hazard elimination and mitigation; installation of passenger amenities and traffic signals; and retrofitting existing transportation vehicles, facilities or structures, or upgrading to current standards.

(6) Acquisition or transfer of an interest in real property that is not within or adjacent to recognized environmentally sensitive areas (e.g., wetlands, non-urban parks, wildlife management areas) and does not result in a substantial change in the functional use of the property or in substantial displacements, such as: acquisition for scenic easements or historic sites for the purpose of preserving the site. This CE extends only to acquisitions and transfers that will not limit the evaluation of alternatives for future FTA-assisted projects that make use of the acquired or transferred property.

(7) Acquisition, installation, rehabilitation, replacement, and maintenance of vehicles or equipment, within or accommodated by existing facilities, that does not result in a change in functional use of the facilities, such as: equipment to be located within existing facilities and with no substantial off-site impacts; and vehicles, including buses, rail cars, trolley cars, ferry boats and people movers that can be accommodated by existing facilities or by new facilities that qualify for a categorical exclusion.

(8) Maintenance, rehabilitation, and reconstruction of facilities that occupy substantially the same geographic footprint and do not result in a change in functional use, such as: improvements to bridges, tunnels, storage yards, buildings, stations, and terminals; construction of platform extensions, passing track, and retaining walls; and improvements to tracks and railbeds.

(9) Assembly or construction of facilities that is consistent with existing land use and zoning requirements (including floodplain regulations) and uses primarily land disturbed for transportation use, such as: buildings and associated structures; bus transfer stations or intermodal centers; busways and streetcar lines or other transit investments within areas of the right-of-way occupied by the physical footprint of the existing facility or otherwise maintained or used for transportation operations; and parking facilities.

(10) Development of facilities for transit and non-transit purposes, located on, above, or adjacent to existing transit facilities, that are not part of a larger transportation project and do not substantially enlarge such facilities, such as: police facilities, daycare facilities, public service
facilities, amenities, and commercial, retail, and residential development.

(11) The following actions for transportation facilities damaged by an incident resulting in an emergency declared by the Governor of the State and concurred in by the Secretary, or a disaster or emergency declared by the President pursuant to the Robert T. Stafford Act (42 U.S.C. 5121):

(i) Emergency repairs under 49 U.S.C. 5324; and

(ii) The repair, reconstruction, restoration, retrofitting, or replacement of any road, highway, bridge, tunnel, or transit facility (such as a ferry dock or bus transfer station), including ancillary transportation facilities (such as pedestrian/bicycle paths and bike lanes), that is in operation or under construction when damaged and the action:

(A) Occurs within the existing right-of-way and in a manner that substantially conforms to the preexisting design, function, and location as the original (which may include upgrades to meet existing codes and standards as well as upgrades warranted to address conditions that have changed since the original construction); and

(B) Is commenced within a 2-year period beginning on the date of the declaration.

(12) Projects, as defined in 23 U.S.C. 101, that would take place entirely within the existing operational right-of-way. Existing operational right-of-way refers to right-of-way that has been disturbed for an existing transportation facility or is maintained for a transportation purpose. This area includes the features associated with the physical footprint of the transportation facility (including the roadway, bridges, interchanges, culverts, drainage, fixed guideways, mitigation areas, etc.) and other areas maintained for transportation purposes such as clear zone, traffic control signage, landscaping, any rest areas with direct access to a controlled access highway, areas maintained for safety and security of a transportation facility, parking facilities with direct access to an existing transportation facility, transit power substations, transit venting structures, and transit maintenance facilities. Portions of the right-of-way that have not been disturbed or that are not maintained for transportation purposes are not in the existing operational right-of-way.

(13) Federally-funded projects:

(i) That receive less than $5,000,000 (as adjusted annually by the Secretary to reflect any increases in the Consumer Price Index prepared by the Department of Labor, see www fhwa dot gov or www fta dot gov) of Federal funds; or

(ii) With a total estimated cost of not more than $30,000,000 (as adjusted annually by the Secretary to reflect any increases in the Consumer Price Index prepared by the Department of Labor, see www fhwa dot gov or www fta dot gov) and Federal funds comprising less than 15 percent of the total estimated project cost.
(14) Bridge removal and bridge removal related activities, such as in-channel work, disposal of materials and debris in accordance with applicable regulations, and transportation facility realignment.

(15) Preventative maintenance, including safety treatments, to culverts and channels within and adjacent to transportation right-of-way to prevent damage to the transportation facility and adjoining property, plus any necessary channel work, such as restoring, replacing, reconstructing, and rehabilitating culverts and drainage pipes; and, expanding existing culverts and drainage pipes.

(16) Localized geotechnical and other investigations to provide information for preliminary design and for environmental analyses and permitting purposes, such as drilling test bores for soil sampling; archeological investigations for archeology resources assessment or similar survey; and wetland surveys.”

“(d) Additional actions which meet the criteria for a CE in the CEQ regulations (40 CFR 1508.4) and paragraph (a) of this section may be designated as CEs only after FTA approval. The applicant shall submit documentation which demonstrates that the specific conditions or criteria for these CEs are satisfied and that significant environmental effects will not result. Examples of such actions include but are not limited to:

(1) Modernization of a highway by resurfacing, restoring, rehabilitating, or reconstructing shoulders or auxiliary lanes (e.g., lanes for parking, weaving, turning, climbing).

(2) Bridge replacement or the construction of grade separation to replace existing at-grade railroad crossings.

(3) Acquisition of land for hardship or protective purposes. Hardship and protective buying will be permitted only for a particular parcel or a limited number of parcels. These types of land acquisition qualify for a CE only where the acquisition will not limit the evaluation of alternatives, including shifts in alignment for planned construction projects, which may be required in the NEPA process. No project development on such land may proceed until the NEPA process has been completed.

   (i) Hardship acquisition is early acquisition of property by the applicant at the property owner's request to alleviate particular hardship to the owner, in contrast to others, because of an inability to sell his property. This is justified when the property owner can document on the basis of health, safety or financial reasons that remaining in the property poses an undue hardship compared to others.

   (ii) Protective acquisition is done to prevent imminent development of a parcel which may be needed for a proposed transportation corridor or site. Documentation must clearly demonstrate that development of the land would preclude future transportation use and that such development is imminent. Advance acquisition is not permitted for the sole purpose of reducing the cost of property for a proposed project.
(4) Acquisition of right-of-way. No project development on the acquired right-of-way may proceed until the NEPA process for such project development, including the consideration of alternatives, has been completed.

(5) [Reserved]

(6) Facility modernization through construction or replacement of existing components.

(7) Minor transportation facility realignment for rail safety reasons, such as improving vertical and horizontal alignment of railroad crossings and improving sight distance at railroad crossings.

(8) Modernization or minor expansions of transit structures and facilities outside existing right-of-way, such as bridges, stations, or rail yards.”

“(e) Where a pattern emerges of granting CE status for a particular type of action, FTA will initiate rulemaking proposing to add this type of action to the appropriate list of categorical exclusions in this section.”

10.2.3 Class III – Environmental Assessment (EA)

As stated previously, FTA determines the class of action (Section 2.4 and 23 CFR 771.115). General information about Class III is included in the introduction of Chapter 6. If an EA is deemed necessary, the FTA process is similar to the FHWA/CDOT process described in Chapter 6 and the process described in that chapter can generally be followed with coordination and guidance from FTA.

While CDOT staff may be part of a project team and provide input on an EA, the document will not be processed through CDOT for review or signature.

Differences to note between the FTA and FHWA/CDOT processes include:

- FTA conducts all contact and consultation with resource and regulatory agencies and with Tribes.
- Requirements for some of the analyses can be different. For example, noise and vibration should be assessed for proposed mass transit projects using FTA’s Transit Noise and Vibration Impact Assessment guidance. Some transit projects are exempt from air quality conformity and/or regional air quality emissions analysis.
- FTA issues letters of Intent to indicate the intention to obligate future funds for multi-year capital transit projects. FTA will not issue Letters of Intent until the NEPA process is complete.
- CDOT is typically not a signatory on FTA EA documents.
- FTA does not have a stewardship agreement with CDOT and does not delegate environmental review and approval to CDOT.
10.3 References


