



# Final Report to the General Assembly

*Transportation Legislation Review Committee*  
December 2024 | Research Publication 828





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December | 2024





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December 2024

To Members of the Seventy-fourth General Assembly:

Submitted herewith is the final report of the Transportation Legislation Review Committee (TLRC). This committee was created pursuant to Section 43-2-145, Colorado Revised Statutes. The purpose of this committee is to give guidance and direction to the Colorado Department of Transportation on the development of the state transportation system, and to provide legislative oversight of and input into such development. The TLRC is granted statutory oversight responsibilities for certain activities of the state's regional transportation and public highway authorities, as well as the Regional Transportation District in the Denver metropolitan area. The TLRC also monitors the activities of the Colorado Department of Revenue relating to the regulation of motor vehicles and driver control, the impact of Colorado's transportation system on air quality, and the effect of traffic law enforcement on transportation in the state.

At its meeting on October 15, 2024, the Legislative Council reviewed the report of this committee. A motion to forward this report and the bills therein for consideration in the 2025 session was approved.

Sincerely,

/s/ Rep. Julie McCluskie  
Chair



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The text of the approved bill is included as Attachment A through E after the list of meetings and topics discussed.

**This report is also available online at:**

**<https://leg.colorado.gov/committees/transportation-legislation-review-committee/2024-regular-session>**





## Committee Charge

Pursuant to state law, the TLRC must meet at least once a year to:

- provide guidance and direction to the Colorado Department of Transportation (CDOT) on the development of the state transportation system;
- provide legislative oversight of and input into such state transportation system development;
- provide guidance and direction to the Department of Revenue (DOR) or any other state agency or political subdivision of the state that regulates motor vehicles or traffic;
- examine the problem of uninsured motorists; and
- review all transportation, traffic, and motor vehicle legislation, and make recommendations for additional legislation as necessary.

During the 2024 legislative interim only, the TLRC was required to study the issues of:

- enforcement of impaired driving offenses, including situations involving a driver who refuses to take or complete a blood or breath test as required by law;
- careless driving that results in accidental death; and
- the appropriate penalty for failing to maintain motor vehicle or low-powered scooter insurance and present evidence of insurance to a requesting officer.

## Committee Activities

The committee held three meetings at the State Capitol during the 2024 interim and went on a one-day field trip.

**Committee Meetings.** Briefings and presentations were made by the following organizations:

- Alliance for Automotive Innovation;
- Amalgamated Transit Union Local 1001;
- American Automobile Association;
- American Disabled for Accessible Public Transit;
- Bicycle Colorado;
- Boulder Chamber Transportation Connections;
- Boulder County District Attorney;
- Clean Air Colorado;
- Colorado Association of the Chiefs of Police;
- Colorado Association of Transit Agencies;
- Colorado Bike Law;
- Colorado Department of Revenue;
- Colorado Department of Transportation;
- Colorado District Attorneys' Council;
- Colorado Energy Office;
- Colorado Motor Carriers Association;
- Colorado State Patrol;
- Colorado State Public Defender;

- Colorado Task Force on Drunk & Impaired Driving;
- Colorado Wyoming Petroleum Marketers Association;
- Common Sense Institute;
- Cross Disability Coalition;
- Denver Regional Council of Governments;
- Denver Streets Partnership;
- E-470 Public Highway Authority;
- EarthJustice;
- El Paso County;
- Front Range Passenger Rail;
- Greater Denver Transit;
- GreenLatinos;
- Larimer County;
- Minnesota Department of Transportation;
- National Conference of State Legislatures;
- Natural Resources Defense Council;
- Northwest Parkway Public Highway Authority;
- People for Bikes;
- Public Utilities Commission;
- Regional Air Quality Council;
- Regional Transportation District;
- Roaring Fork Transportation Authority;
- Southwest Energy Efficiency Project;
- Utah Transit Authority;
- Washington State Department of Transportation;
- West Corridor Transportation Management Association; and
- White Line Foundation.

**TLRC Tour.** As part of the committee’s September 10 tour, the committee undertook discussions and tours of the following projects and facilities:

- Federal Boulevard Bus Rapid Transit (BRT) project;
- CDOT Region 1 I-25 safety and operations;
- RTD N line station;
- CDOT Region 1 State Highway 7 Mobility Hub;
- Berthoud Mobility Hub;
- Centerra Mobility Hub;
- Loveland Transit Center;
- CDOT Region 4 119 Safety, Mobility, and Bikeway project; and
- AirCare Colorado Broomfield.

The following sections discuss the committee’s activities during the 2024 interim.

## Vulnerable Road Users and Active Transportation Funding

Representatives from People for Bikes and the Denver Streets Partnership provided information on the need for transportation infrastructure that improves access and safety for bicyclists and pedestrians. The representatives discussed how fatalities for vulnerable road users have increased over the last decade. The presenters explained that vehicle speeds, increasing vehicle size, and the lack of safe street infrastructure are responsible for this rise in fatalities and also discourage people from adopting active transportation methods. They argued that active transportation infrastructure is a cheaper investment than other transportation projects, is good for job growth, and reduces air pollution and emissions. The representatives asked the committee to consider a statewide active transportation needs assessment and to reassess how the state government allocates transportation funding dollars. Their presentation can be found here: [Active Transportation Funding Presentation](#).

**Committee Recommendations.** As a result of its discussions, the committee recommended Bill C, which authorizes local governments to impose fees on the registration of light trucks and passenger cars to fund vulnerable road user protection strategies.

## Automotive Emissions

Representatives from Clean Air Colorado, the Colorado Wyoming Petroleum Marketers Association, and the Colorado Motor Carriers Association provided an update on sustainability and reducing emissions in the petroleum and trucking industries.

**Clean Air Colorado.** A representative from Clean Air Colorado provided information on the emissions testing program. There have been few changes to the program in the last 30 years, and fees have never been increased. New stations are needed in multiple locations, especially in areas further from the Denver metro area. The representative provided ideas for how to improve the program, such as installing testing areas in more convenient locations, like near grocery stores, and having mobile emissions testing.

**Colorado Wyoming Petroleum Marketers Association.** A representative from the Colorado Wyoming Petroleum Marketers Association (CWPMA) discussed a funding request to relocate and improve the Department of Labor and Employment's Division of Oil and Public Safety fuel laboratory. The CWPMA relies on the fuel testing laboratory to comply with reformulated gasoline (RFG) fuel specifications and its representative asked that funding from the Petroleum Tank Storage Program be set aside to support the capital needs associated with the laboratory's relocation. The CWPMA's presentation can be found here: [CWPMA Presentation](#).

**Colorado Motor Carriers Association.** A representative from the Colorado Motor Carriers Association (CMCA) discussed how the trucking industry has significantly reduced emissions since 1988, and how the CMCA in particular is undergoing numerous environmental and sustainability efforts that have lowered nitrous oxide emissions in the Denver region since 2011. The trucking industry is moving toward zero-emission vehicles but there are technological limitations that will make phasing in these vehicles a slow process. CMCA explained that various short-term solutions can help reduce emissions while older diesel trucks are being phased out. The CMCA's presentation can be found here: [CMCA presentation](#).

**Committee Recommendations.** As a result of its discussions, the committee recommended a bill be drafted allowing the Division of Oil and Public Safety to use money in the Petroleum Storage Tank Fund for costs related to relocation or redevelopment of the division's petroleum laboratory. The bill was not approved by the committee.

## Transit

Several organizations presented to the committee on public transit and provided information on the benefits of reliable public transit, current issues with transit services, transit access for disabled riders, safety of transit workers and riders, and successful examples of public transit across the state and the country.

**Southwest Energy Efficiency Project.** A representative from the Southwest Energy Efficiency Project (SWEET) provided information on how better public transit can advance equity, improve safety, and help Colorado address its greenhouse gas (GHG) reduction targets and climate goals. The presentation discussed how "frequency is freedom" and that only 17 percent of Regional Transportation District (RTD) bus routes are considered frequent enough to meet its users' daily needs. However, SWEET argued that there are public-transit success stories, such as CDOT's Bustang service, and there are various ways the Legislature can help fund more public-transit opportunities. SWEET's presentation can be found here: [SWEET Presentation](#).

**Greater Denver Transit.** Representatives from Greater Denver Transit discussed issues with the RTD and how the RTD is falling behind its peers and failing to prioritize the needs of riders. The light rail system in particular has numerous issues related to safety and reliability. The representatives recommended the state legislature assist the RTD by modifying laws related to accident investigations, consumer regulations, accountability, the RTD board, and service planning. The organization's presentation can be found here: [Greater Denver Transit Presentation](#).

**ADAPT.** Representatives from ADAPT encouraged the committee to pursue legislation related to equity for disabled and non-disabled transit riders with discount fare programs, "legacy" status to areas that might otherwise lose transit access under cuts to service, and holding public transit services accountable to provide adequate and equal services to the elderly and disabled in their communities. ADAPT's presentation can be found here: [ADAPT Presentation](#).

**Colorado Cross Disability Coalition.** A representative from the Colorado Cross Disability Coalition (CCDC) discussed the challenges faced by transit workers, especially since the COVID-19 pandemic. The representative encouraged the committee to craft legislation that supports transit workers and ensures individuals who assault workers or make the system dangerous are held accountable for their actions. The committee should also consider legislation that requires transit agencies to have alternative route plans for emergency situations, and publicly support RTD's efforts to eliminate the TABOR revenue cap. The CCDC's presentation can be found here: [CCDC Presentation](#).

**Utah Transit Authority.** Representatives from the Utah Transit Authority (UTA) discussed the authority's structure, operations, and strategic plan. The UTA is having mixed success in meeting sustainability goals, though it did go from 3 to 31 electric buses from 2022 to 2023. Ridership is

also increasing across all methods of transit. The UTA's presentation can be found here: [UTA Presentation](#).

**Roaring Fork Transit Authority.** The Roaring Fork Transit Authority (RFTA) presented a video providing basic information about the status of the RFTA. The RFTA is the largest rural transportation system in the country and provides transit services between Aspen and Rifle. In 2023, the RFTA transported 4.8 million riders, a 15 percent increase from 2022. The RFTA is anticipating a 20 percent increase in riders by 2036 and is currently engaged in extending bus priority lanes, expanding transit service along the I-70 corridor, and incorporating electric buses into its fleet. The RFTA is working on the \$72 million Glenwood Springs Maintenance Facility Expansion project and the \$17.9 million 27<sup>th</sup> Street Pedestrian Underpass project in Glenwood Springs. The RFTA's video can be found here: [RFTA Overview Video](#).

**Colorado Association of Transit Agencies.** The director of the Colorado Association of Transit Agencies (CASTA), a trade association for agencies and employees who work in transportation, provided information on local transit funding and priorities across the state. The Zero Fare for Better Air Program had 13 agencies participating in summer 2024 and helped increase ridership and mobility in those agencies' communities. The presentation also addressed difficulties finding senior and non-emergent medical transportation providers. CASTA's presentation can be found here: [CASTA Presentation](#).

**Common Sense Institute.** A representative from the Common Sense Institute provided information on RTD. RTD ridership fell 46 percent between 2019 and 2022, while RTD's operating budget increased only 3 percent. Fares are only recovering about 4.4 percent of operating costs. The presentation also touched on a potential increase in crimes occurring in airport, bus, and train terminals, though specific data on these crimes is unreliable.

**Public Utilities Commission.** The director of the Public Utilities Commission (PUC) discussed the PUC State Safety Oversight Program, which has the authority to inspect RTD activities, tell RTD how to operate the light-rail system or control light-rail movement, and perform work on the RTD system. In June 2024, the PUC submitted plans for a proposed Risk Based Inspection Program to meet Federal Transit Administration requirements. The program would refine how the PUC collects data on RTD and prioritize PUC inspections based on risk profiles. The director also discussed corrective action plans (CAPs) and how the PUC moves forward serious CAP proposals from RTD so RTD can begin implementing proposed CAPs immediately. The PUC presentation can be found here: [PUC Presentation](#).

**Bustang and Bus Rapid Transit (CDOT).** Representatives from CDOT provided information on the Bus Rapid Transit (BRT) and Bustang transit programs. CDOT introduced the BRT program in 2023 to enhance transportation options on state highways and improve connections to passenger rail systems. By 2030, CDOT hopes to have construction completed on BRT on State Highway 119, Federal Boulevard, and Colorado Boulevard. These areas were selected for BRT because they are high-ridership bus routes where buses currently experience significant delays and long travel times, and there is a high potential for federal funding support.

Bustang launched in 2015 with commuter-focused service along the Front Range I-25 corridor, and rural-focused and seasonal lines with its Snowstang and Pegasus services. Ridership is increasing, and [Senate Bill 22-180](#) provided \$30 million over three years to expand Bustang

services. The representatives also discussed the statewide mobility hubs along the I-25 corridor, with construction in progress at the Centerra-Loveland, Berthoud, and Firestone hubs north of Denver. CDOT's presentation can be found here: [CDOT Bustang and BRT Presentation](#).

**Committee Recommendations.** As a result of its discussions, the committee recommended Bill A, which aims to increase mode choice targets by enacting a number of requirements on CDOT, metropolitan planning organizations, certain transit providers, and certain local governments. In addition, based on testimony from the PUC, the committee recommended Bill D, which repeals the requirement that investigative reports of railroads made for the PUC be kept confidential and gives the PUC authority to create rules making certain ongoing investigations and security information confidential.

## Colorado Department of Transportation

CDOT provided an update to the committee on maintenance and operations. Agency directors detailed CDOT's progress on its 10-year plan, pollution reduction standards, and various construction projects. The directors also provided information on the Colorado Transportation Investment Office and results of a study on Transportation Planning Regions. The department's presentation may be found here: [CDOT Presentation](#).

## Division of Motor Vehicles

The senior director of the Division of Motor Vehicles (DMV) within DOR provided information about the organization and structure of the division and discussed operational statistics, including average wait time, the number of vehicles registered, and the number of appointments serviced daily. The director updated the committee on efforts to improve customer experience; the ongoing Colorado Driver License, Record, Identification and Vehicle Enterprise Solution (DRIVES) upgrade; and sales numbers on new special license plates. The division's presentation may be found here: [DMV Presentation](#).

**Committee Recommendations.** Based on recommendations from the DMV, the committee included sections in Bill B on allowing any responsible adult to sign a minor's driving log, authorizing an advanced practice registered nurse to issue written medical opinions, consolidating the effective dates of new rules on immigrant identification issuance, and removing some retired license plates from statute.

## Specific Ownership Tax

Representatives from the DMV and two Colorado counties provided information on the specific ownership tax (SOT), which is a tax on the value of a vehicle and is paid each year that vehicle is registered in Colorado.

**Division of Motor Vehicles.** Representatives from the DMV provided information on how the SOT is calculated and who collects the tax. DOR retains \$0.50 of each SOT payment, which varies based on vehicle class and age of the vehicle. There are some exemptions and exceptions, including for rental companies, electric/plug-in hybrid Class A trucks, farm vehicles, and certain military personnel. Finally, the division presented on annual SOT collections since 2019, with a total of \$772 million in SOT collected in 2023. The DMV's presentation may be found here: [DMV SOT Presentation](#).

**El Paso County and Larimer County.** Representatives from El Paso and Larimer Counties presented on the distribution of the SOT. In 2023, El Paso County collected \$79.4 million in SOT, which is distributed based on a percentage of overall mill levy. El Paso County explained that recipients can choose how they want to use SOT revenue and that it is a historically stable revenue source at a time where construction and transportation costs are increasing faster than revenue is increasing.

## Commute Trip Reduction

Several organizations presented on strategies to address GHG emissions and congestion by reducing commutes and providing alternative transportation options.

**Washington State Department of Transportation.** Representatives from the Washington State Department of Transportation (WSDOT) presented on transportation demand management and the Washington Commute Trip Reduction (CTR) Program. CTR participants carpool or commute through "none-drive-alone methods" – such as van pools, public transit, and private transit – at much higher rates than other commuters. However, this only accounts for 4 percent of total commute trips, so WSDOT is seeking to address the 96 percent of other trips, including trips for family and personal errands or social and recreational activities. WSDOT's presentation may be found here: [WSDOT Presentation](#).

**Denver Regional Council of Governments.** Representatives from the Denver Regional Council of Governments (DRCOG) presented on programs to incentivize alternative transportation options and cleaner commutes in the Denver area, including the Way to Go Program, the Alternative Transportation Options Tax Credit, and the Colorado Clean Commute Campaign. The representatives also discussed the Transportation Demand Management Strategic Plan, how it was developed, and the scale and scope of the plan. DRCOG's presentation may be found here: [DRCOG Presentation](#).

**Transportation Management Associations.** Representatives from the West Corridor Transportation Management Association (TMA) and Boulder Chamber Transportation Connections presented on the Way to Go transportation partnership, which is made up of eight TMAs along the Front Range. The representatives asked the committee to consider increased



funding for TMAs and commit to net-zero GHG emissions. The TMAs presentation may be found here: [TMAs presentation](#).

## Indirect Source Emissions

Representatives from the Regional Air Quality Council (RAQC) and EarthJustice provided information on indirect source emissions, which are emissions related to activities associated with certain facilities and structures.

**Regional Air Quality Council.** The director of the RAQC presented on sources of GHG emissions. They explained that while there has been progress in lowering some emissions, increases in oil and gas production, overall population, and vehicle miles traveled have kept ozone levels high, especially along the Front Range. RAQC is addressing the problem through ozone planning, micro-mobility, anti-idling policies, and vehicle repair programs and incentives. Legislative recommendations include mandating mobile source emissions reductions, authorizing state commissions to adopt requirements for sources that attract or generate vehicle trips, and improving the vehicle emissions testing program. RAQC's presentation may be found here: [RAQC presentation](#).

**EarthJustice.** Representatives from EarthJustice provided an overview of indirect source emissions related to warehouses. EarthJustice explained that despite advocacy led by the RAQC, the state declined to include an indirect-source reduction strategy in its 2023 State Implementation Plan (SIP). EarthJustice suggested that one approach Colorado could consider to reduce indirect source emissions is something similar to the South Coast Warehouse Indirect Source Rule, which is a points-based system that covers new and existing warehouses over 100,000 square feet, creates certain reporting and truck trip data requirements, and provides a flexible set of options to comply with emissions reductions standards. There have already been regulatory and legislative efforts in states such as New York and California to reduce warehouse emissions.

## Transportation Greenhouse Gas Emissions

Representatives from the Natural Resources Defense Council (NRDC) and the Minnesota Department of Transportation (MnDOT) provided information on strategies to reduce GHG emissions.

**Natural Resources Defense Council.** A representative from the NRDC discussed GHG emissions from transportation and ways to reduce GHG emissions in Colorado. While Colorado is a leader in transportation policy, an NRDC report found it has the biggest deficit in public transit investment relative to other states. The NRDC explained that overbuilding highways in urban areas has led to more driving, and the state should instead focus on increasing transit service to spur ridership and expand safe walking and biking infrastructure. The NRDC's presentation may be found here: [NRDC Presentation](#).

**Minnesota Department of Transportation.** A representative from the MnDOT discussed emissions and vehicle-miles-traveled (VMT) reduction targets. Since 1994, total VMT has grown twice as fast as population, so MnDOT is prioritizing various strategies to reduce total VMT. These strategies include considering land use in transportation investments, planning and



modeling for VMT impacts, road pricing, and walking and biking infrastructure improvements. By 2040, MnDOT hopes to reduce GHG emissions by 80 percent and VMT per capita by 14 percent compared to the 2019 baseline. The state is supporting these goals through legislation that establishes an assessment process for all expansion projects to make sure the project is conforming to GHG and VMT targets. MnDOT’s presentation may be found here: [MnDOT Presentation](#).

**Colorado Energy Office.** The Colorado Energy Office provided an update on the Colorado Clean Car Standard and the GHG Pollution Reduction Roadmap. The office provided data about transportation emissions and outlined a plan for reducing emissions by 2030. Representatives from the office also discussed the electric vehicle plans and incentives. The presentation can be found here: [Colorado Energy Office Presentation](#).

**GreenLatinos.** GreenLatinos spoke on the environmental and public health impacts of new highway construction in the Front Range corridor. Representatives also mentioned the lack of communication for new highway projects from different entities. A copy of the presentation can be found here: [GreenLatinos Presentation](#).

## Offenses Related to Operating a Motor Vehicle Panel

As required by [House Bill 24-1135](#), representatives from several organizations provided information on certain penalties for careless or impaired driving, driving with no proof of insurance, and refusals to take chemical driving under the influence (DUI) tests.

**Colorado State Patrol.** Representatives from the Colorado State Patrol provided information on issues related to impaired and careless driving, and penalties for driving with no proof of insurance. Since 2015, about 34 percent of all traffic fatalities in Colorado are related to impaired drivers, with about 31 percent of fatalities being vulnerable road users. The representatives also presented on DUI chemical test refusals and interlock devices. The State Patrol’s presentation may be found here: [State Patrol presentation](#).

**Colorado Association of the Chiefs of Police.** A representative from the Colorado Association of Chiefs of Police supported enhancing DUI laws and presented on DUI case filings. They explained that an increasing number of drivers refuse to take chemical tests and choose to take their chances of beating a DUI case in court.

**Colorado Task Force on Drunk and Impaired Driving.** Representatives from the task force presented on chemical test refusals. An increasing number of people – up to almost 50 percent by 2023 – refuse to provide chemical samples. Consequences could include being required to have an interlock device, which is expensive to install and lease. The task force recommends future improvements to DUI enforcement including rapid oral fluid testing and a statewide standardized DUI form. The task force’s presentation may be found here: [Colorado Task Force on Drunk and Impaired Driving presentation](#).

**Bicycle Colorado.** Representatives from Bicycle Colorado argued that the state should update penalties for careless or reckless driving to reflect the seriousness of the consequences and deter people from unsafe behavior. This includes increasing penalties for repeat offenders and

imposing mandatory minimums for certain categories of penalties. Bicycle Colorado's presentation may be found here: [Bicycle Colorado presentation](#).

**The White Line Foundation.** A representative from the White Line Foundation told the story of Magnus White, a 17-year-old cyclist who was killed by a reckless driver while on his bicycle. They described the foundation's mission to transform driving culture and eliminate careless and reckless driving behavior. They further discussed the penalties for careless driving as a traffic offense in comparison to the penalties for DUIs as felonies.

**Office of the State Public Defender.** A liaison from the Office of the State Public Defender (OSPD) provided information on definitions of key mental states in Colorado statute, such as acting "intentionally and with intent," "knowingly or willfully," "recklessly," and with "criminal negligence," including with a low-powered electric scooter. The liaison also presented on the crime of having no proof of insurance and that the OSPD believes the state should reevaluate the use of high fines and jail time as penalties for no proof of insurance. The OSPD presentation may be found here: [OSPD presentation](#).

**Colorado District Attorneys' Council.** The Colorado District Attorneys' Council presented on how District Attorneys can prosecute careless driving cases.

**American Automobile Association.** The American Automobile Association (AAA) presented on moving from spiking traffic deaths to providing safe mobility for all. They discussed the pandemic's impact on traffic safety and state policy measures to reduce speeding. AAA's presentation may be found here: [AAA presentation](#).

## Public Highway Authorities

Representatives from the E-470 and Northwest Parkway Public Highway Authorities (PHAs) provided an overview of agency activities.

**E-470.** The E-470 PHA is a 47-mile corridor that serves as a beltway for Denver's east side. The highway was completed in 2003, and rolled out all-electronic tolling in 2009. Representatives of E-470 updated the committee on the authority's work over the past year. The authority spoke on toll reduction rates, adjustments, and usage levels over the last few years. They also presented on road widening and trail expansion projects, local partnerships, sustainability, and safety standards. The authority's presentation may be found here: [E-470 Presentation](#).

**Northwest Parkway.** Representatives from the Northwest Parkway PHA provided an overview of the authority, which was established in 1999 to connect E-470 to US 36 over nine miles. The representatives provided an update on the Northwest Parkway Concession; traffic statistics, including the growth of traffic after the pandemic; toll revenue; and toll rates. They also gave an overview of sustainability projects and their environmental governance strategy. A copy of their presentation may be found here: [Northwest Parkway Presentation](#).

## National Transportation Funding

A representative from the National Conference of State Legislatures (NCSL) provided an overview of national funding for transportation. National trends show that funding from gas taxes has been in decline and states have increased their gas taxes. Many states have also increased fees on electric vehicles to raise revenue. Charges for usage on the road by drivers and rideshare and food delivery companies have also been proposed. A copy of the presentation can be found here: [NCSL Presentation](#).

## Regional Transportation District

**Regional Transportation District.** RTD provides transit for 8 counties and 40 municipalities. RTD gave an overview of their finances including \$9 billion in assets, strategic initiatives, and the status of their repair projects. They also spoke on their employment levels, safety initiatives, partnerships, and customer feedback process, including their response rates and methodology for customer input. RTD's presentation can be found here: [RTD Presentation](#).

**ATU Local 1001 Union.** The union that serves RTD workers presented on the need for more resources, pay, and governance opportunities for workers. The presentation can be found here: [ATU Local 1001 Presentation](#).

## Vehicle Recalls

**Alliance for Automobile Innovation.** The Alliance gave a presentation on the number of vehicles on the roads with open recalls. Apathy for recall repairs and lack of awareness lead to many owners not servicing their recalls. The Alliance gave recommendations on solutions for vehicle recall repairs. A copy of the presentation can be found here: [Alliance for Automobile Innovation Presentation](#).

## Summary of Recommendations

As a result of the committee's activities, the committee recommended five bills to the Legislative Council for consideration in the 2025 session. At its meeting on October 15, 2024, the Legislative Council approved all five recommended bills for introduction. The approved bills are described below.

### ***Bill A — Increase Transportation Mode Choice Reduce Emissions***

The bill enacts a number of requirements for CDOT, MPOs, transit providers that provide transit to a population of 100,000 or more, and local governments with populations of 25,000 or more aimed at increasing mode choice targets. Mode choice targets are the share of total trips within a specific area completed using biking, carpooling, public transit, single-occupancy vehicles, or walking. The bill allows award grants to MPOs, transit providers, and local governments for the development of mode choice implementation plans.

### ***Bill B — Motor Vehicle Regulation Administration***

The bill makes various changes to policy on motor vehicle registration and state identification credentials, and establishes vehicular document piracy as a new civil infraction.

### ***Bill C — Local Funding for Vulnerable Road User Protection***

For motor vehicle registration periods beginning on or after January 1, 2026, the bill allows local governments to impose fees on the registration of light trucks and passenger cars to fund vulnerable road user protection strategies. Fees must defray only the costs of funding vulnerable road user protection strategies, must impose higher fees on heavier motor vehicles, and may impose higher fees on less fuel-efficient vehicles.

### ***Bill D — Railroad Investigative Report Confidentiality***

The bill repeals the requirement that investigative reports of railroads made for the PUC in the Department of Regulatory Agencies be kept confidential, and gives the PUC authority to create rules making certain ongoing investigations and security information confidential. These rules cannot make final reports of investigations confidential and must require timely release of information for the protection of public safety.

### ***Bill E — Paratransit Services***

Beginning on January 1, 2026, the bill places additional duties on political subdivisions, public entities, or nonprofit corporations who provide paratransit services in Colorado. Paratransit is complementary parallel transit services for individuals with disabilities who cannot use regular or fixed route transit for some or all of their needs. The bill also creates the Paratransit Task Force, which must study and make recommendations on standardization and best practices for paratransit services.

## Resource Materials

Meeting summaries are prepared for each meeting of the committee and contain all handouts provided to the committee. The summaries of meetings and attachments are available at the Division of Archives, 1313 Sherman Street, Denver (303-866-2055). The listing below contains the dates of committee meetings and the topics discussed at those meetings. Meeting summaries are also available on our website at:

<https://leg.colorado.gov/content/committees>

## Meetings and Topics Discussed

### July 23, 2024

- Presentation from People for Bikes & Denver Streets Partnership
- Presentation from Colorado Wyoming Petroleum Marketers Association
- Presentation from Colorado Motor Carriers Association
- Presentation from Southwest Energy Efficiency Project
- Presentation from Greater Denver Transit
- Presentation from ADAPT
- Presentation from Colorado Cross Disability Coalition
- Presentation from Front Range Passenger Rail
- Presentation from Utah Transit Authority
- Presentation from Roaring Fork Transportation Authority
- Presentation from Colorado Association of Transit Agencies
- Presentation from Common Sense Institute
- Presentation from Public Utilities Commission
- Presentation from Colorado Department of Transportation on Bustang and BT
- Presentation from Clean Air Colorado

### August 16, 2024

- Presentation from Colorado Department of Transportation
- Presentation from Department of Revenue
- Presentation from El Paso County & Larimer County
- Presentation from Washington State Department of Transportation
- Presentation from Denver Regional Council of Governments
- Presentation from West Corridor Transportation Management Association
- Presentation from Boulder Chamber Transportation Connections
- Presentation from Regional Air Quality Council
- Presentation from Earthjustice
- Presentation from Natural Resources Defense Council
- Presentation from Colorado State Patrol
- Presentation from Colorado Association of the Chiefs of Police
- Presentation from Colorado Task Force on Drunk & Impaired Driving

- Presentation from Bicycle Colorado
- Presentation from the White Line Foundation
- Presentation from Colorado Bike Law
- Presentation from Boulder District Attorney
- Presentation from Office of the State Public Defender
- Interim bill draft requests

### **September 10, 2024 Offsite Tour**

- Tour and discussion of the Federal Boulevard BRT project
- Discussion of CDOT Region 1 I-25 safety and operations
- Tour of an RTD N line station
- Tour of the CDOT Region 1 State Highway 7 Mobility Hub
- Tour of the Berthoud Mobility Hub
- Tour of the Centerra Mobility Hub
- Tour of the Loveland Transit Center
- Discussion of the CDOT Region 4 119 safety, mobility, and bikeway project
- Tour of AirCare Colorado Broomfield

### **September 25, 2024**

- Presentation from E-470 Public Highway Authority
- Presentation from Northwest Parkway Public Highway Authority
- Presentation from National Conference of State Legislatures
- Presentation from Regional Transportation District
- Presentation from Amalgamated Transit Union (ATU) Local 1001
- Presentation from Colorado Energy Office
- Presentation from GreenLatinos
- Presentation from Colorado District Attorneys Council
- Presentation from AAA
- Presentation from Alliance for Automotive Innovation
- Interim bill draft approval

**First Regular Session  
Seventy-fifth General Assembly  
STATE OF COLORADO**

**BILL A**

LLS NO. 25-0231.02 Sarah Lozano x3858

**SENATE BILL**

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**SENATE SPONSORSHIP**

**Winter F. and Hinrichsen,**

**HOUSE SPONSORSHIP**

**Vigil and Froelich, Lindsay**

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**Senate Committees**

**House Committees**

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**A BILL FOR AN ACT**

101 **CONCERNING MEASURES TO INCREASE TRANSPORTATION MODE**  
102 **CHOICE TO REDUCE EMISSIONS.**

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**Bill Summary**

*(Note: This summary applies to this bill as introduced and does not reflect any amendments that may be subsequently adopted. If this bill passes third reading in the house of introduction, a bill summary that applies to the reengrossed version of this bill will be available at <http://leg.colorado.gov/>.)*

**Transportation Legislation Review Committee.** The bill requires the department of transportation (department), no later than October 31, 2025, to present a statewide mode choice assessment to the transportation legislation review committee, the transportation commission, and the Colorado energy office, which assessment must include recommendations for targets for 2030, 2035, 2040, 2045, and

Shading denotes HOUSE amendment. Double underlining denotes SENATE amendment.  
*Capital letters or bold & italic numbers indicate new material to be added to existing law.  
Dashes through the words or numbers indicate deletions from existing law.*

2050 for the department, metropolitan planning organizations, and transit providers that provide public transit to a population of 100,000 individuals or more (subject transit provider) for the share of total trips within a specified geographic area completed using certain transportation methods (mode choice targets).

No later than June 1, 2026, using certain criteria, the department must adopt rules establishing mode choice targets. The department must reassess the mode choice targets before each statewide plan development cycle.

No later than October 31, 2026, and every 3 years thereafter, the department, in coordination with the metropolitan planning organizations, must present a report to the transportation legislation review committee that provides certain information about the mode choice targets and the entities' plans to implement the mode choice targets (mode choice implementation plans).

No later than December 31, 2026, and every 5 years thereafter, the department, metropolitan planning organizations, subject transit providers, and local governments with a population of 25,000 individuals or more must each prepare a mode choice implementation plan, which must include certain information about the mode choice targets, a multimodal transportation gaps summary, and an analysis of certain projected greenhouse gas emissions.

The bill also allows:

- The nonattainment area air pollution mitigation enterprise to award grants for the development of mode choice implementation plans; and
- The multimodal transportation options fund to be used for the development of mode choice implementation plans.

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1 *Be it enacted by the General Assembly of the State of Colorado:*

2 **SECTION 1.** In Colorado Revised Statutes, **add** 43-1-138 as  
3 follows:

4 **43-1-138. Mode choice targets - mode choice implementation**  
5 **plans - grants - report - rules - definitions.** (1) AS USED IN THIS  
6 SECTION, UNLESS THE CONTEXT OTHERWISE REQUIRES:

7 (a) "DISPROPORTIONATELY IMPACTED COMMUNITY" HAS THE  
8 MEANING SET FORTH IN SECTION 24-4-109 (2)(b)(II).

9 (b) "MODE CHOICE TARGET" MEANS THE SHARE OF TOTAL TRIPS



1        WITHIN A SPECIFIED GEOGRAPHIC AREA COMPLETED USING BIKING,  
2        CARPOOLING, PUBLIC TRANSIT, SINGLE-OCCUPANCY VEHICLES, OR  
3        WALKING.

4            (c) "SUBJECT LOCAL GOVERNMENT" MEANS A HOME RULE OR  
5        STATUTORY CITY, COUNTY, OR CITY AND COUNTY WITHIN THE  
6        JURISDICTION OF A METROPOLITAN PLANNING ORGANIZATION WITH A  
7        POPULATION OF TWENTY-FIVE THOUSAND INDIVIDUALS OR MORE.

8            (d) "SUBJECT TRANSIT PROVIDER" MEANS A LOCAL OR REGIONAL  
9        TRANSPORTATION DISTRICT OR REGIONAL TRANSPORTATION AUTHORITY  
10       PROVIDING PUBLIC TRANSIT TO A POPULATION OF ONE HUNDRED  
11       THOUSAND INDIVIDUALS OR MORE.

12           (2) (a) NO LATER THAN OCTOBER 31, 2025, THE DEPARTMENT  
13        SHALL PRESENT A STATEWIDE MODE CHOICE ASSESSMENT THAT INCLUDES  
14        RECOMMENDATIONS FOR MODE CHOICE TARGETS FOR THE DEPARTMENT,  
15        METROPOLITAN PLANNING ORGANIZATIONS, AND SUBJECT TRANSIT  
16        PROVIDERS FOR 2030, 2035, 2040, 2045, AND 2050 TO THE  
17        TRANSPORTATION LEGISLATION REVIEW COMMITTEE CREATED IN SECTION  
18        43-2-145 (1)(a), THE COMMISSION, AND THE COLORADO ENERGY OFFICE  
19        CREATED IN SECTION 24-38.5-101 (1).

20           (b) NO LATER THAN JUNE 1, 2026, THE DEPARTMENT SHALL ADOPT  
21        RULES ESTABLISHING MODE CHOICE TARGETS FOR THE DEPARTMENT,  
22        METROPOLITAN PLANNING ORGANIZATIONS, AND SUBJECT TRANSIT  
23        PROVIDERS FOR 2030, 2035, 2040, 2045, AND 2050. IN ESTABLISHING THE  
24        MODE CHOICE TARGETS, THE DEPARTMENT SHALL CONSIDER THE  
25        FOLLOWING CRITERIA:

26            (I) CURRENT MODE SHARE;

27            (II) POPULATION AND JOB DENSITY;

1 (III) CURRENT AND PROJECTED POPULATION AND JOB GROWTH;  
2 (IV) TRANSIT PROPENSITY; AND  
3 (V) OTHER RELEVANT CRITERIA DETERMINED BY THE  
4 DEPARTMENT.

5 (c) THE DEPARTMENT SHALL ESTABLISH THE MODE CHOICE  
6 TARGETS TO:

7 (I) IN CONJUNCTION WITH OTHER STRATEGIES, ADDRESS:

8 (A) THE GAP IN MEETING THE 2030 GREENHOUSE GAS EMISSION  
9 REDUCTION TARGET FOR THE TRANSPORTATION SECTOR ESTABLISHED BY  
10 THE AIR QUALITY CONTROL COMMISSION BY RULE; AND

11 (B) THE TRANSPORTATION SECTOR'S PORTION OF THE STATEWIDE  
12 GREENHOUSE GAS EMISSION REDUCTION TARGETS FOR 2035, 2040, 2045,  
13 AND 2050 DESCRIBED IN SECTION 25-7-102 (2)(g);

14 (II) REDUCE THE TRANSPORTATION COST BURDEN FOR  
15 INCOME-QUALIFIED COLORADANS BY IMPROVING ACCESS TO AFFORDABLE  
16 TRANSPORTATION OPTIONS, INCLUDING IN DISPROPORTIONATELY  
17 IMPACTED COMMUNITIES;

18 (III) IMPROVE MOBILITY AND ACCESS TO JOBS AND SERVICES FOR  
19 COLORADANS WHO ARE UNABLE TO DRIVE OR DO NOT HAVE ACCESS TO A  
20 VEHICLE; AND

21 (IV) IMPROVE SAFETY FOR VULNERABLE ROAD USERS.

22 (d) THE DEPARTMENT SHALL REASSESS THE MODE CHOICE  
23 TARGETS BEFORE EACH STATEWIDE PLAN DEVELOPMENT CYCLE PURSUANT  
24 TO SECTION 43-1-1103.

25 (e) THE DEPARTMENT MAY CONSIDER INCLUDING ADDITIONAL  
26 TARGETS TO INCREASE MODE CHOICE THROUGH LAND USE STRATEGIES  
27 THAT PLACE HOUSING CLOSER TO JOBS, PUBLIC TRANSIT, SERVICES, AND

1 OTHER DESTINATIONS.

2 (f) LOCAL GOVERNMENTS AND LOCAL OR REGIONAL  
3 TRANSPORTATION DISTRICTS AND REGIONAL TRANSPORTATION  
4 AUTHORITIES THAT ARE NOT SUBJECT TRANSIT PROVIDERS MAY  
5 COORDINATE WITH THE DEPARTMENT TO ESTABLISH MODE CHOICE  
6 TARGETS FOR THE APPLICABLE ENTITY'S AREA.

7 (g) NO LATER THAN OCTOBER 31, 2026, AND EVERY THREE YEARS  
8 THEREAFTER, THE DEPARTMENT, IN COORDINATION WITH THE  
9 METROPOLITAN PLANNING ORGANIZATIONS, SHALL PRESENT A REPORT TO  
10 THE TRANSPORTATION LEGISLATION REVIEW COMMITTEE THAT PROVIDES:

11 (I) THE MODE CHOICE TARGETS FOR THE DEPARTMENT,  
12 METROPOLITAN PLANNING ORGANIZATIONS, SUBJECT TRANSIT PROVIDERS,  
13 AND OTHER ENTITIES THAT HAVE ESTABLISHED MODE CHOICE TARGETS  
14 PURSUANT TO SUBSECTION (2)(f) OF THIS SECTION;

15 (II) A SUMMARY OF THE MODELING USED TO DEVELOP THE MODE  
16 CHOICE TARGETS;

17 (III) AN ANALYSIS OF THE PROGRESS TOWARD MEETING THE MODE  
18 CHOICE TARGETS; AND

19 (IV) A SUMMARY OF THE MODE CHOICE IMPLEMENTATION PLANS  
20 THAT HAVE BEEN PREPARED PURSUANT TO SUBSECTION (3)(a) OF THIS  
21 SECTION.

22 (h) THE DEPARTMENT, METROPOLITAN PLANNING ORGANIZATIONS,  
23 SUBJECT TRANSIT PROVIDERS, AND OTHER ENTITIES THAT HAVE  
24 ESTABLISHED MODE CHOICE TARGETS PURSUANT TO SUBSECTION (2)(f) OF  
25 THIS SECTION SHALL USE THE APPLICABLE ENTITY'S MODE CHOICE  
26 TARGETS TO INFORM STATE AND REGIONAL TRANSPORTATION PLANS,  
27 TRANSPORTATION IMPROVEMENT PROGRAMS, AND TRANSIT SERVICE

1 PLANS.

2 (3) (a) NO LATER THAN DECEMBER 31, 2026, AND EVERY FIVE  
3 YEARS THEREAFTER, THE DEPARTMENT AND EACH METROPOLITAN  
4 PLANNING ORGANIZATION, SUBJECT TRANSIT PROVIDER, AND SUBJECT  
5 LOCAL GOVERNMENT SHALL PREPARE A MODE CHOICE IMPLEMENTATION  
6 PLAN, WHICH MUST INCLUDE, AT A MINIMUM:

7 (I) IF APPLICABLE, THE APPLICABLE ENTITY'S MODE CHOICE  
8 TARGETS ESTABLISHED BY THE DEPARTMENT PURSUANT TO SUBSECTION  
9 (2)(b) OF THIS SECTION AND A DESCRIPTION OF THE APPLICABLE ENTITY'S  
10 CURRENT AND FUTURE POLICIES AND PROGRAMS DESIGNED TO MEET THE  
11 MODE CHOICE TARGETS, INCLUDING IMPLEMENTATION TIMELINES FOR THE  
12 POLICIES AND PROGRAMS;

13 (II) A MULTIMODAL TRANSPORTATION GAPS SUMMARY THAT  
14 DESCRIBES THE APPLICABLE ENTITY'S CURRENT MULTIMODAL  
15 TRANSPORTATION NETWORK; THE GAPS IN PEDESTRIAN, BICYCLE, AND  
16 TRANSIT NETWORKS; AND A LIST OF PROPOSED PROJECTS TO FILL THE GAPS,  
17 INCLUDING ESTIMATED COSTS OF THE PROPOSED PROJECTS;

18 (III) USING THE DEPARTMENT'S POLICY DIRECTIVE CONCERNING  
19 GREENHOUSE GAS MITIGATION MEASURES, EFFECTIVE MAY 19, 2022, AN  
20 ANALYSIS OF PROJECTED GREENHOUSE GAS EMISSION REDUCTIONS  
21 RESULTING FROM THE PROPOSED PROJECTS DESCRIBED IN SUBSECTION  
22 (3)(a)(II) OF THIS SECTION AND, IF APPLICABLE, FROM THE POLICIES AND  
23 PROGRAMS DESCRIBED IN SUBSECTION (3)(a)(I) OF THIS SECTION; AND

24 (IV) OTHER REQUIREMENTS DETERMINED BY THE DEPARTMENT BY  
25 RULE.

26 (b) THE DEPARTMENT SHALL POST THE MODE CHOICE  
27 IMPLEMENTATION PLANS ON THE DEPARTMENT'S WEBSITE.

1 (c) THE NONATTAINMENT AREA AIR POLLUTION MITIGATION  
2 ENTERPRISE CREATED IN SECTION 43-4-1303 (1) MAY AWARD GRANTS  
3 PURSUANT TO SECTION 43-4-1303 (9) TO METROPOLITAN PLANNING  
4 ORGANIZATIONS, SUBJECT TRANSIT PROVIDERS, AND SUBJECT LOCAL  
5 GOVERNMENTS THAT QUALIFY AS AN ELIGIBLE ENTITY PURSUANT TO  
6 SECTION 43-4-1302 (9) FOR THE DEVELOPMENT OF MODE CHOICE  
7 IMPLEMENTATION PLANS.

8 **SECTION 2.** In Colorado Revised Statutes, 43-4-1102, **amend**  
9 (5) as follows:

10 **43-4-1102. Definitions.** As used in this part 11, unless the context  
11 otherwise requires:

12 (5) "Multimodal projects" means capital or operating costs for  
13 fixed route and on-demand transit, transportation demand management  
14 programs, THE PREPARATION OF MODE CHOICE IMPLEMENTATION PLANS  
15 PURSUANT TO SECTION 43-1-138 (3)(a), multimodal mobility projects  
16 enabled by new technology, multimodal transportation studies, modeling  
17 tools, greenhouse gas mitigation projects, and bicycle or pedestrian  
18 projects.

19 **SECTION 3. Act subject to petition - effective date.** This act  
20 takes effect at 12:01 a.m. on the day following the expiration of the  
21 ninety-day period after final adjournment of the general assembly; except  
22 that, if a referendum petition is filed pursuant to section 1 (3) of article V  
23 of the state constitution against this act or an item, section, or part of this  
24 act within such period, then the act, item, section, or part will not take  
25 effect unless approved by the people at the general election to be held in  
26 November 2026 and, in such case, will take effect on the date of the  
27 official declaration of the vote thereon by the governor.

**First Regular Session  
Seventy-fifth General Assembly  
STATE OF COLORADO**

**BILL B**

LLS NO. 25-0232.01 Jery Payne x2157

**HOUSE BILL**

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**HOUSE SPONSORSHIP**

**Boesenecker and Lindsay**, Froelich, Jodeh, Mauro, Vigil

**SENATE SPONSORSHIP**

**Cutter and Simpson**, Winter F.

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**House Committees**

**Senate Committees**

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**A BILL FOR AN ACT**

101      **CONCERNING DOCUMENTS RELATED TO THE DIVISION OF MOTOR**  
102      **VEHICLES.**

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**Bill Summary**

*(Note: This summary applies to this bill as introduced and does not reflect any amendments that may be subsequently adopted. If this bill passes third reading in the house of introduction, a bill summary that applies to the reengrossed version of this bill will be available at <http://leg.colorado.gov/>.)*

**Transportation Legislation Review Committee. Section 1** of the bill prohibits making, distributing, advertising, selling, promoting, completing, altering, or producing or causing to be made, distributed, advertised, sold, promoted, completed, altered, or produced a document or item that simulates or closely resembles an official document related to the administration of the motor vehicle or identification statutes. A

Shading denotes HOUSE amendment. Double underlining denotes SENATE amendment.  
*Capital letters or bold & italic numbers indicate new material to be added to existing law.*  
*Dashes through the words or numbers indicate deletions from existing law.*

person does not commit vehicular document piracy if the person received the express written permission of the department of revenue (department). A violation is punishable by a fine of not more than \$1,000.

**Sections 2 and 3** make the "Uniform Power of Attorney Act" apply to the motor vehicle statutes.

**Section 4** repeals the requirement that a service-connected disability be permanent in order for a veteran to be eligible to register a motor vehicle without paying fees. **Section 4** also repeals the license plates issued to foreign governments, consuls, or other official representatives of a foreign government. **Section 5** repeals the Navy SEAL special license plate and the North American aerospace defense command special license plate, and **section 6** repeals the "Alive at Twenty-five" special license plate.

Under current law, a minor who is under 18 years of age must submit a log showing the minor drove at least 50 hours with a driving supervisor to be issued a driver's license. **Section 7** authorizes any responsible adult to sign the log. **Section 8** corrects a provision that describes a minor as being 21 years of age or older.

Under current law, the department may require a person to obtain a written medical opinion from certain medical professionals concerning medical criteria for driver licensing. **Section 9** authorizes an advanced practice registered nurse to issue such an opinion.

Under current law, a person who is not lawfully present may, to obtain an identification document, use an identifying document issued by an agency of the United States government or its contractors or subcontractors in accordance with rules promulgated by the department, but this provision is scheduled to take effect on January 1, 2027. **Section 10** changes this effective date to the earlier of January 1, 2027, or when the department is able to implement it.

**Section 11** authorizes the use of a mobile driver's license, which is an official electronic extension of a department-issued physical identification document, to verify age or identity. The provider of a mobile driver's license must comply with the standards adopted by department rule. The department is given rule-making authority to approve and implement mobile driver's licenses. **Section 11** takes effect January 1, 2026.

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1 *Be it enacted by the General Assembly of the State of Colorado:*

2           **SECTION 1.** In Colorado Revised Statutes, **add** 18-5-121 as  
3 follows:

4           **18-5-121. Division of motor vehicles official product protection**

1     **- vehicular document piracy - applicability - penalty - definitions.**

2     (1) AS USED IN THIS SECTION, UNLESS THE CONTEXT OTHERWISE  
3     REQUIRES:

4             (a) "DOCUMENT" MEANS A THING THAT USES WRITING TO SERVE  
5     AS EVIDENCE OR PROOF.

6             (b) (I) "OFFICIAL DOCUMENT" MEANS A DOCUMENT CREATED FOR  
7     THE PURPOSES OF ADMINISTERING ARTICLE 1, 2, 3, 4, 6, OR 12 OF TITLE 42  
8     BY THE DEPARTMENT OF REVENUE OR THE DEPARTMENT'S AGENTS.

9             (II) "OFFICIAL DOCUMENT" INCLUDES THE FOLLOWING  
10    DOCUMENTS CONCERNING AN INDIVIDUAL'S IDENTIFICATION, A MOTOR  
11    VEHICLE, OR AN OFF-HIGHWAY VEHICLE:

- 12             (A) A LICENSE PLATE;
- 13             (B) A TEMPORARY LICENSE PLATE;
- 14             (C) A DRIVER'S LICENSE;
- 15             (D) AN IDENTIFICATION CARD;
- 16             (E) AN IDENTIFYING PLACARD;
- 17             (F) A CERTIFICATE OF TITLE;
- 18             (G) EVIDENCE OF AN EMISSIONS TEST; OR
- 19             (H) A REGISTRATION.

20             (2) A PERSON COMMITS VEHICULAR DOCUMENT PIRACY IF THE  
21    PERSON MAKES, DISTRIBUTES, ADVERTISES, SELLS, PROMOTES,  
22    COMPLETES, ALTERS, OR PRODUCES OR CAUSES TO BE MADE, DISTRIBUTED,  
23    ADVERTISED, SOLD, PROMOTED, COMPLETED, ALTERED, OR PRODUCED A  
24    DOCUMENT THAT:

- 25             (a) SIMULATES AN OFFICIAL DOCUMENT; OR
- 26             (b) CLOSELY RESEMBLES AN OFFICIAL DOCUMENT.
- 27             (3) A PERSON DOES NOT COMMIT VEHICULAR DOCUMENT PIRACY



1 IF THE PERSON RECEIVED THE EXPRESS WRITTEN PERMISSION OF THE  
2 DEPARTMENT OF REVENUE TO MAKE, DISTRIBUTE, ADVERTISE, SELL,  
3 PROMOTE, COMPLETE, ALTER, OR PRODUCE THE OFFICIAL DOCUMENT.

4 (4) A VIOLATION OF THIS SECTION MAY BE CHARGED IN ADDITION  
5 TO ANY OTHER VIOLATION COMMITTED BY THE PERSON IN THE COURSE OF  
6 VIOLATING THIS SECTION.

7 (5) THIS SECTION DOES NOT APPLY TO AGENTS OF THE  
8 DEPARTMENT OF REVENUE THAT ARE ENGAGING IN BUSINESS ON BEHALF  
9 OF THE DEPARTMENT AS PART OF THE PERSON'S OFFICIAL RESPONSIBILITIES  
10 AS AN AGENT.

11 (6) VEHICULAR DOCUMENT PIRACY IS A CIVIL INFRACTION AND IS  
12 PUNISHABLE BY A FINE OF NOT MORE THAN ONE THOUSAND DOLLARS.

13 **SECTION 2.** In Colorado Revised Statutes, 15-14-703, **add** (2)  
14 as follows:

15 **15-14-703. Applicability.** (2) NOTWITHSTANDING SUBSECTION  
16 (1)(d) OF THIS SECTION, THIS PART 7 APPLIES TO POWER OF ATTORNEY  
17 FORMS CREATED BY THE DEPARTMENT OF REVENUE UNDER ARTICLE 1, 3,  
18 6, OR 12 OF TITLE 42.

19 **SECTION 3.** In Colorado Revised Statutes, **add** 42-1-237 as  
20 follows:

21 **42-1-237. "Uniform Power of Attorney Act" applies to motor**  
22 **vehicle documents.** THE "UNIFORM POWER OF ATTORNEY ACT", PART 7  
23 OF ARTICLE 14 OF TITLE 15, APPLIES TO POWER OF ATTORNEY FORMS  
24 CREATED BY THE DEPARTMENT UNDER ARTICLE 1, 3, 6, OR 12 OF THIS  
25 TITLE 42.

26 **SECTION 4.** In Colorado Revised Statutes, 42-3-304, **amend** (3)  
27 introductory portion and (3)(a); and **repeal** (3)(b) as follows:

1           **42-3-304. Registration fees - passenger-mile taxes - clean**  
2 **screen fund - pilot program - report - rules - definitions.** (3) No fee  
3 ~~shall be~~ IS payable for the annual registration of a vehicle when:

4           (a) The owner of ~~such~~ THE vehicle is a veteran who in an  
5 application for registration shows that the owner has established such  
6 owner's rights to benefits under the provisions of ~~Public Law 663, 79th~~  
7 ~~Congress~~ PUB.L. 79-663, as amended, and ~~Public Law 187, 82nd~~  
8 ~~Congress~~ PUB.L. 82-187, as amended, or is a veteran of the armed forces  
9 of the United States who incurred a disability and who is, at the date of  
10 ~~such~~ application, receiving compensation from the veterans  
11 administration or any branch of the armed forces of the United States for  
12 a fifty percent or more, service-connected ~~permanent~~ disability, or for loss  
13 of use of one or both feet or one or both hands, or for permanent  
14 impairment or loss of vision in both eyes that constitutes virtual or actual  
15 blindness. The exemption provided in this ~~paragraph (a) shall apply~~  
16 SUBSECTION (3)(a) APPLIES to the original qualifying vehicle and to any  
17 vehicle subsequently purchased and owned by the same veteran but ~~shall~~  
18 DOES not apply to more than one vehicle at a time.

19           (b) ~~The application for registration shows that the owner of such~~  
20 ~~vehicle is a foreign government or a consul or other official representative~~  
21 ~~of a foreign government duly recognized by the department of state of the~~  
22 ~~United States government. License plates for the vehicles qualifying for~~  
23 ~~the exemption granted in this paragraph (b) shall be issued only by the~~  
24 ~~department and shall bear such inscription as may be required to indicate~~  
25 ~~their status.~~

26           **SECTION 5.** In Colorado Revised Statutes, 42-3-213, **repeal**  
27 (1)(a)(XVIII), (1)(a)(XXV), (19), and (26) as follows:

1           **42-3-213. License plates - military veterans - rules -**  
2 **retirement.** (1) (a) The department shall issue one or more sets of license  
3 plates to the following persons who own a truck that does not exceed  
4 sixteen thousand pounds empty weight, a passenger car, a motorcycle, or  
5 a noncommercial or recreational vehicle:

6           ~~(XVIII) A person who supports the North American aerospace~~  
7 ~~defense command;~~

8           ~~(XXV) An honorably discharged or discharged LGBT veteran or~~  
9 ~~a retired, reserve, or active member of the Navy SEALs;~~

10           **(19) North American aerospace defense command**  
11 **commemorative special license plate.** ~~(a) The North American~~  
12 ~~aerospace defense command commemorative special license plate shall~~  
13 ~~be designed to indicate that the owner of the motor vehicle to which the~~  
14 ~~license plate is attached wishes to commemorate the North American~~  
15 ~~aerospace defense command's fiftieth anniversary.~~

16           ~~(b) The department shall issue North American aerospace defense~~  
17 ~~command commemorative special license plates until January 1, 2010, or~~  
18 ~~when the available inventory is depleted, whichever is later. This~~  
19 ~~paragraph (b) shall not be deemed to prohibit the use of the plate after~~  
20 ~~January 1, 2010, nor to require the plate to be recalled by the department.~~

21           **(26) Honorably discharged or discharged LGBT veteran or**  
22 **retired, active, or reserve member of the Navy SEALs.** ~~(a) The~~  
23 ~~department shall design the Navy SEAL license plate to indicate that an~~  
24 ~~owner of a motor vehicle to which the plate is attached is a veteran, a~~  
25 ~~reserve member, or an active member of the United States Navy SEALs.~~

26           ~~(b) A natural person who has received an honorable discharge, is~~  
27 ~~a discharged LGBT veteran, is retired, or is an active or reserve member~~

1 of the United States Navy SEALs may use a United States Navy SEALs  
2 license plate. To qualify for the license plate, an applicant must submit a  
3 DD214 form issued by the United States government and a certification  
4 from the UDT/SEAL association, inc., the Rocky Mountain chapter of the  
5 UDT/SEAL association, inc., or a successor organization that the  
6 applicant has an honorable discharge from, is retired from, or is currently  
7 an active or reserve member of the Navy SEALs.

8 **SECTION 6.** In Colorado Revised Statutes, **repeal** 42-3-230.

9 **SECTION 7.** In Colorado Revised Statutes, 42-2-104, **amend as**  
10 **it will become effective April 1, 2026,** (4)(a)(II)(A) as follows:

11 **42-2-104. Licenses issued - denied.** (4) (a) The department shall  
12 not issue a driver's license, including a temporary driver's license under  
13 section 42-2-106 (5), to an individual under eighteen years of age unless  
14 the individual has:

15 (II) Submitted a log or other written evidence on a standardized  
16 form approved by the department certifying that the individual has  
17 completed not less than fifty hours of actual driving experience with a  
18 driving supervisor listed in section 42-2-106 (2)(b)(II) of which not less  
19 than ten hours must have been completed while driving at night, which  
20 form must be signed by:

21 (A) ~~The individual who signed the affidavit of liability for the~~  
22 ~~individual to obtain an instruction permit~~ THE INDIVIDUAL'S PARENT OR  
23 GUARDIAN OR A RESPONSIBLE ADULT;

24 **SECTION 8.** In Colorado Revised Statutes, 42-2-106, **amend as**  
25 **it will become effective April 1, 2026,** (1)(d) as follows:

26 **42-2-106. Instruction permits and temporary licenses -**  
27 **penalty.** (1) (d) The department shall issue an instruction permit to a

1 ~~minor~~ AN INDIVIDUAL who is twenty-one years of age or older and who  
2 meets the requirements to be issued an instruction permit in accordance  
3 with sections 42-2-107 and 42-2-108.

4 **SECTION 9.** In Colorado Revised Statutes, 42-2-112, **amend** (1),  
5 (2), and (3) as follows:

6 **42-2-112. Medical advice - use by department - provider**  
7 **immunity - rules.** (1) In order to determine whether ~~any~~ A licensed  
8 driver or ~~any~~ AN applicant for a driver's license is physically or mentally  
9 able to operate a motor vehicle safely upon the highways of this state, the  
10 department is authorized, ~~pursuant to this section and~~ upon the adoption  
11 of rules concerning medical criteria for driver licensing, to seek and  
12 receive a written medical opinion from any physician, physician assistant,  
13 ADVANCED PRACTICE REGISTERED NURSE, or optometrist licensed in this  
14 state. ~~Such written medical opinion may also be used by~~ The department  
15 MAY USE THE WRITTEN MEDICAL OPINION in regard to the renewal,  
16 suspension, revocation, or cancellation of ~~drivers'~~ DRIVER'S licenses  
17 pursuant to this ~~article.~~ No ARTICLE 2. THE DEPARTMENT SHALL NOT  
18 REQUIRE A PERSON TO OBTAIN A written medical opinion ~~shall be sought~~  
19 ~~pursuant to this section~~ unless the department has reason to believe that  
20 the driver or applicant is physically or mentally unable to operate a motor  
21 vehicle safely upon the highways of this state.

22 (2) In addition to the written medical opinion sought and received  
23 pursuant to subsection (1) of this section, the department may consider a  
24 written medical opinion received from the personal physician, physician  
25 assistant, ADVANCED PRACTICE REGISTERED NURSE, or optometrist of an  
26 individual driver or applicant. ~~Any~~ A written medical opinion requested  
27 by the applicant or driver from a personal physician, physician assistant,

1     ADVANCED PRACTICE REGISTERED NURSE, or optometrist ~~shall~~ MUST be  
2     provided to the department at the expense of the applicant or driver. ~~Any~~  
3     A written medical opinion required by the department ~~shall~~ MUST also be  
4     at the expense of the applicant or driver.

5             (3) ~~No~~ A PERSON SHALL NOT BRING A civil or criminal action ~~shall~~  
6     ~~be brought~~ against ~~any~~ A physician, physician assistant, ADVANCED  
7     PRACTICE REGISTERED NURSE, or optometrist licensed to practice in this  
8     state for providing a written medical ~~or optometric~~ opinion pursuant to  
9     subsection (1) or (2) of this section if the physician, physician assistant,  
10    ADVANCED PRACTICE REGISTERED NURSE, or optometrist acts in good faith  
11    and without malice.

12            **SECTION 10.** In Colorado Revised Statutes, 42-2-505, **amend**  
13    **as it will become effective March 31, 2025,** (1)(e)(II) as follows:

14            **42-2-505. Identification documents - individuals not lawfully**  
15    **present - rules. (1) Documents issued.** An individual who is not  
16    lawfully present in the United States may apply for an identification  
17    document in accordance with this part 5. The department shall issue an  
18    identification document to an applicant who:

19            (e) Presents one of the following documents that is unexpired or  
20    has expired less than ten years before the date of the individual's  
21    application for an identification document:

22            (II) On and after THE EARLIER OF January 1, 2027, OR WHEN THE  
23    DEPARTMENT IS ABLE TO IMPLEMENT THIS SUBSECTION (1)(e)(II), an  
24    identifying document or a combination of identifying documents issued  
25    by an agency of the United States government or its contractors or  
26    subcontractors in accordance with rules promulgated by the department  
27    in accordance with subsection (4) of this section.

1           **SECTION 11.** In Colorado Revised Statutes, **add** 42-2-145 as  
2 follows:

3           **42-2-145. Electronic identification documents - rules -**  
4 **applicability - definitions.** (1) AS USED IN THIS SECTION, UNLESS THE  
5 CONTEXT OTHERWISE REQUIRES:

6           (a) "MOBILE IDENTIFICATION DOCUMENT" MEANS A VERIFIABLE  
7 ELECTRONIC EXTENSION OF A DEPARTMENT-ISSUED PHYSICAL  
8 IDENTIFICATION DOCUMENT ISSUED UNDER THIS ARTICLE 2 THAT RESIDES  
9 IN A NATIVE MOBILE DEVICE WALLET.

10           (b) "PHYSICAL IDENTIFICATION DOCUMENT" MEANS A PHYSICAL  
11 DRIVER'S LICENSE OR INSTRUCTION PERMIT ISSUED UNDER THIS PART 1 OR  
12 A PHYSICAL IDENTIFICATION CARD ISSUED UNDER PART 3 OF THIS ARTICLE  
13 2.

14           (2) THE PROVIDER OF A MOBILE IDENTIFICATION DOCUMENT MUST  
15 COMPLY WITH THE STANDARDS ADOPTED BY THE DEPARTMENT BY RULE,  
16 WHICH MAY INCLUDE THE STANDARDS ADOPTED BY THE AMERICAN  
17 ASSOCIATION OF MOTOR VEHICLE ADMINISTRATORS OR THE STANDARDS  
18 ADOPTED BY THE INTERNATIONAL ORGANIZATION FOR STANDARDIZATION  
19 AND THE INTERNATIONAL ELECTROTECHNICAL COMMISSION.

20           (3) THE DEPARTMENT SHALL PROMULGATE RULES SETTING  
21 CRITERIA FOR THE APPROVAL AND IMPLEMENTATION OF MOBILE  
22 IDENTIFICATION DOCUMENTS.

23           (4) MOBILE IDENTIFICATION DOCUMENTS MAY BE ACCEPTED TO  
24 VERIFY AN INDIVIDUAL'S AGE OR IDENTITY IN COLORADO, BUT A PERSON  
25 MAY REQUIRE A PHYSICAL IDENTIFICATION DOCUMENT TO VERIFY THE  
26 INDIVIDUAL'S AGE OR IDENTITY.

27           (5) THIS SECTION TAKES EFFECT JANUARY 1, 2026.

1           **SECTION 12. Act subject to petition - effective date -**

2           **applicability.** (1) This act takes effect at 12:01 a.m. on the day following  
3           the expiration of the ninety-day period after final adjournment of the  
4           general assembly; except that, if a referendum petition is filed pursuant  
5           to section 1 (3) of article V of the state constitution against this act or an  
6           item, section, or part of this act within such period, then the act, item,  
7           section, or part will not take effect unless approved by the people at the  
8           general election to be held in November 2026 and, in such case, will take  
9           effect on the date of the official declaration of the vote thereon by the  
10          governor.

11          (2) This act applies to offenses committed or to the issuance,  
12          acceptance, or use of identification documents on or after the applicable  
13          effective date of this act.



First Regular Session  
Seventy-fifth General Assembly  
STATE OF COLORADO

BILL C

LLS NO. 25-0233.01 Jason Gelender x4330

HOUSE BILL

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HOUSE SPONSORSHIP

**Boesenecker and Vigil**, Froelich, Jodeh, Lindsay, Mauro

SENATE SPONSORSHIP

**Winter F. and Cutter**,

---

House Committees

Senate Committees

---

A BILL FOR AN ACT

101 CONCERNING AUTHORIZATION FOR LOCAL GOVERNMENTS TO  
102 GENERATE ADDITIONAL FEE-BASED FUNDING FOR LOCAL  
103 VULNERABLE ROAD USER PROTECTION STRATEGIES.

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**Bill Summary**

*(Note: This summary applies to this bill as introduced and does not reflect any amendments that may be subsequently adopted. If this bill passes third reading in the house of introduction, a bill summary that applies to the reengrossed version of this bill will be available at <http://leg.colorado.gov/>.)*

**Transportation Legislation Review Committee.** The bill authorizes a county, city and county, or municipality or a Taxpayer's Bill of Rights exempt enterprise created by a city, city and county, or municipality (local government) to generate additional fee-based funding for local transportation system strategies that improve safety for

Shading denotes HOUSE amendment. Double underlining denotes SENATE amendment.  
Capital letters or bold & italic numbers indicate new material to be added to existing law.  
Dashes through the words or numbers indicate deletions from existing law.

vulnerable road users (vulnerable road user protection strategies). Specifically, the bill:

- Authorizes a local government to impose additional local motor vehicle registration fees, up to specified maximum amounts that are annually adjusted for inflation or deflation, on passenger cars and light trucks (fees);
- Allows fees to be first imposed beginning with a motor vehicle registration period beginning on January 1, 2026, or January 1 of a later year, with adjustments to fee amounts only taking effect beginning on a subsequent January 1, and imposed in amounts that are:
  - Based on the weight of a passenger car or light truck, and, in the sole discretion of a local government, fuel-efficiency, with fees being higher for heavier motor vehicles and, for motor vehicles in the same weight class, light trucks and, if applicable, less fuel-efficient motor vehicles; and
  - Reasonably calculated based on the impacts to vulnerable road users caused by fee payers and the costs of remediating those impacts by funding vulnerable road user protection strategies;
- Requires fee revenue to be credited to a dedicated local cash fund or account and expended only for vulnerable road user protection strategies, which include infrastructure projects, including active transportation network projects that meet specified criteria, and local transit improvements and enhancements;
- Authorizes and encourages local governments to consider equity, meaning fairness in mobility and accessibility to meet the needs of all community members through the provision of equitable levels of access to affordable and reliable transportation options based on the needs of the populations being served;
- Requires each local government that imposes fees to provide its fee schedule to the department of revenue so that the department can collect the fees on behalf of the local government and distribute fee revenue to the local government; and
- Allows a local government, in its sole discretion and pursuant to written criteria adopted by the local government, to reduce or waive fees for a motor vehicle owner who establishes economic hardship.

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1 *Be it enacted by the General Assembly of the State of Colorado:*



1           (A) TEN PERCENT IF THE MOTOR VEHICLE IS TRAVELING AT  
2 SIXTEEN MILES PER HOUR;

3           (B) FIFTY PERCENT IF THE MOTOR VEHICLE IS TRAVELING AT  
4 THIRTY-ONE MILES PER HOUR; AND

5           (C) NINETY PERCENT IF THE MOTOR VEHICLE IS TRAVELING AT  
6 FORTY-SIX MILES PER HOUR;

7           (II) THE LIKELIHOOD THAT A COLLISION BETWEEN SUCH A MOTOR  
8 VEHICLE AND A PEDESTRIAN WILL RESULT IN DEATH TO THE PEDESTRIAN  
9 IS:

10          (A) TEN PERCENT IF THE MOTOR VEHICLE IS TRAVELING AT  
11 TWENTY-THREE MILES PER HOUR;

12          (B) FIFTY PERCENT IF THE MOTOR VEHICLE IS TRAVELING AT  
13 FORTY-TWO MILES PER HOUR; AND

14          (C) NINETY PERCENT IF THE MOTOR VEHICLE IS TRAVELING AT  
15 FIFTY-EIGHT MILES PER HOUR;

16          (III) BECAUSE FORCE EQUALS MASS TIMES ACCELERATION, AT THE  
17 SAME SPEED, THE FORCE TRANSMITTED TO A VULNERABLE ROAD USER  
18 DURING A COLLISION WITH A MOTOR VEHICLE, AND THE ATTENDANT  
19 LIKELIHOOD THAT THE COLLISION WILL RESULT IN SERIOUS INJURY OR  
20 DEATH TO THE VULNERABLE ROAD USER, INCREASES AS THE WEIGHT OF  
21 THE MOTOR VEHICLE INCREASES. IN ADDITION, THE INSURANCE INSTITUTE  
22 FOR HIGHWAY SAFETY AND THE HIGHWAY LOSS DATA INSTITUTE FOUND  
23 THAT MOTOR VEHICLES WITH HOOD HEIGHTS OF MORE THAN FORTY INCHES  
24 ARE ABOUT FORTY-FIVE PERCENT MORE LIKELY TO CAUSE FATALITIES IN  
25 COLLISIONS WITH PEDESTRIANS THAN MOTOR VEHICLES WITH HOOD  
26 HEIGHTS OF THIRTY INCHES OR LESS, IN PART BECAUSE THEY CAUSE MORE  
27 HEAD AND TORSO INJURIES, AND AN ANALYSIS BY CONSUMER REPORTS

1 FOUND THAT THE AVERAGE HOOD HEIGHT OF PASSENGER TRUCKS HAS  
2 INCREASED BY ELEVEN PERCENT SINCE 2000 AND THE WEIGHT OF NEW  
3 TRUCKS INCREASED BY TWENTY-FOUR PERCENT BETWEEN 2000 AND 2018.

4 (e) THE FEDERAL HIGHWAY ADMINISTRATION SUPPORTS THE  
5 VISION OF HAVING ZERO TRAFFIC FATALITIES AND PROVIDES A LIST OF  
6 PROVEN SAFETY STRATEGIES THAT WERE SELECTED BASED ON PROVEN  
7 RESEARCH THAT DEMONSTRATES THEIR EFFECTIVENESS. THESE  
8 STRATEGIES ARE DESIGNED TO IMPROVE SAFETY FOR ALL ROAD USERS, NOT  
9 ONLY VULNERABLE ROAD USERS, AND THE FEDERAL HIGHWAY  
10 ADMINISTRATION STRONGLY ENCOURAGES TRANSPORTATION AGENCIES TO  
11 CONSIDER WIDESPREAD IMPLEMENTATION OF THESE MEASURES TO  
12 ACCELERATE THE ACHIEVEMENT OF LOCAL, STATE, AND NATIONAL SAFETY  
13 GOALS.

14 (f) ACCORDINGLY, IT IS NECESSARY AND APPROPRIATE TO BETTER  
15 FUND THE TRANSPORTATION SYSTEM, IN PARTICULAR THOSE LOCAL  
16 PORTIONS OF THE TRANSPORTATION SYSTEM THAT ARE USED PRIMARILY  
17 FOR SHORT TRIPS AND ARE REGULARLY SHARED BY MOTOR VEHICLES THAT  
18 ENCLOSE PASSENGERS AND ALL KINDS OF VULNERABLE ROAD USERS, AND  
19 TO MAKE THE TRANSPORTATION SYSTEM SAFER FOR VULNERABLE ROAD  
20 USERS AT THE LOCAL LEVEL BY ADDRESSING LOCAL SAFETY PRIORITIES  
21 AND MORE EQUITABLE FOR ALL USERS BY:

22 (I) AUTHORIZING LOCAL GOVERNMENTS, DIRECTLY OR THROUGH  
23 THE CREATION OF LOCAL ENTERPRISES THAT ARE EXEMPT FROM THE  
24 REVENUE LIMITATIONS OF THE TAXPAYER'S BILL OF RIGHTS, SECTION 20  
25 OF ARTICLE X OF THE STATE CONSTITUTION, TO IMPOSE ADDITIONAL  
26 LOCAL MOTOR VEHICLE REGISTRATION FEES AND USE THE FEE REVENUE TO  
27 PROVIDE FUNDING FOR VULNERABLE ROAD USER PROTECTION STRATEGIES,

1 INCLUDING TRANSPORTATION SYSTEM INFRASTRUCTURE IMPROVEMENTS  
2 SUCH AS ROADWAY SAFETY ENHANCEMENTS AND ACTIVE  
3 TRANSPORTATION NETWORK PROJECTS AND OTHER DATA-DRIVEN  
4 STRATEGIES SUCH AS ENHANCED TRANSIT SERVICE, THAT REDUCE THE  
5 NUMBER OF COLLISIONS WITH MOTOR VEHICLES THAT RESULT IN DEATH OR  
6 SERIOUS INJURY TO VULNERABLE ROAD USERS; AND

7 (II) REQUIRING SUCH FEES TO BE REASONABLY CALCULATED  
8 BASED ON BOTH THE BENEFITS OF A SAFER LOCAL TRANSPORTATION  
9 SYSTEM THAT THE LOCAL GOVERNMENT OR ENTERPRISE PROVIDES TO ALL  
10 FEE PAYERS, INCLUDING THE LARGE NUMBER OF FEE PAYERS WHO BOTH  
11 REGISTER MOTOR VEHICLES AND USE OR HAVE THE OPPORTUNITY TO USE  
12 ROADS AS VULNERABLE ROAD USERS, AND THE VARYING IMPACTS OF  
13 DIFFERENT WEIGHTS AND TYPES OF MOTOR VEHICLES ON VULNERABLE  
14 ROAD USERS; AND

15 (g) THE EXPENDITURE OF FEES BY LOCAL GOVERNMENTS TO FUND  
16 VULNERABLE ROAD USER PROTECTION STRATEGIES CONSTITUTES  
17 CONSTRUCTION, MAINTENANCE, AND SUPERVISION OF THE PUBLIC  
18 HIGHWAYS OF THIS STATE FOR PURPOSES OF SECTION 18 OF ARTICLE X OF  
19 THE STATE CONSTITUTION.

20 (2) THE GENERAL ASSEMBLY FURTHER FINDS AND DECLARES THAT:

21 (a) A LOCAL GOVERNMENT OR LOCAL GOVERNMENT ENTERPRISE  
22 PROVIDES BENEFITS TO ALL FEE PAYERS BECAUSE, WHEN IT PROVIDES  
23 DEDICATED FUNDING FOR VULNERABLE ROAD USER PROTECTION  
24 STRATEGIES, IT:

25 (I) MAKES IT LESS LIKELY THAT ANY GIVEN FEE PAYER'S MOTOR  
26 VEHICLE WILL BE INVOLVED IN SUCH A COLLISION, WHICH:

27 (A) REDUCES THE RISKS THAT THE FEE PAYER OR OTHER

1 OPERATOR OF THE MOTOR VEHICLE OR A PASSENGER IN THE MOTOR  
2 VEHICLE WILL BE KILLED OR INJURED IN OR THAT THE MOTOR VEHICLE OR  
3 PROPERTY IN OR ATTACHED TO THE MOTOR VEHICLE WILL BE DAMAGED IN  
4 SUCH A COLLISION;

5 (B) REDUCES THE RISKS THAT THE OWNER OR OPERATOR OF THE  
6 MOTOR VEHICLE WILL BE LEGALLY LIABLE FOR THE DEATH OF OR INJURY  
7 TO SUCH AN OPERATOR OR PASSENGER OR THE DEATH OF OR INJURY TO A  
8 VULNERABLE ROAD USER OR FOR DAMAGE TO THEIR PROPERTY, SOME OF  
9 WHICH RISKS ARE GREATER FOR HEAVIER MOTOR VEHICLES AND MOTOR  
10 VEHICLES WITH CONFIGURATIONS THAT ARE MORE DANGEROUS TO  
11 VULNERABLE ROAD USERS ON WHICH THE ENTERPRISE WILL IMPOSE  
12 HIGHER MOTOR VEHICLE REGISTRATION FEES; AND

13 (C) LOWERS THE COSTS OF MOTOR VEHICLE INSURANCE,  
14 ESPECIALLY FOR HEAVIER MOTOR VEHICLES AND MOTOR VEHICLES WITH  
15 CONFIGURATIONS THAT ARE MORE DANGEROUS TO VULNERABLE ROAD  
16 USERS, ON WHICH THE ENTERPRISE WILL IMPOSE HIGHER MOTOR VEHICLE  
17 REGISTRATION FEES; AND

18 (II) MAKES IT LESS LIKELY THAT A VULNERABLE ROAD USER, WHO  
19 IN MANY CASES IS ALSO A FEE PAYER, WILL BE KILLED OR SERIOUSLY  
20 INJURED IN SUCH AN ACCIDENT;

21 (b) IN ADDITION TO THE DIRECT BENEFITS THAT IT PROVIDES TO FEE  
22 PAYERS, A LOCAL GOVERNMENT ALSO PROVIDES IMPACT REMEDIATION  
23 SERVICES WHEN, IN EXCHANGE FOR THE PAYMENT OF MOTOR VEHICLE  
24 REGISTRATION FEES THAT IT IMPOSES ON MOTOR VEHICLES IN AMOUNTS  
25 THAT INCREASE AS THE POTENTIAL HARM TO VULNERABLE ROAD USERS  
26 FROM SUCH MOTOR VEHICLES INCREASES, IT MAKES THE LOCAL  
27 TRANSPORTATION SYSTEM SAFER SPECIFICALLY FOR VULNERABLE ROAD

1 USERS AND MORE GENERALLY FOR ALL ROAD USERS;

2 (c) BY PROVIDING DIRECT AND INDIRECT BENEFITS AND IMPACT  
3 REMEDIATION SERVICES AS AUTHORIZED BY THIS ARTICLE 38, A LOCAL  
4 GOVERNMENT PROVIDES A BENEFIT TO FEE PAYERS AND THEREFORE  
5 OPERATES AS A BUSINESS IN ACCORDANCE WITH THE DETERMINATION OF  
6 THE COLORADO SUPREME COURT IN *COLORADO UNION OF TAXPAYERS*  
7 *FOUNDATION V. CITY OF ASPEN*, 2018 CO 36;

8 (d) IT IS THE CONCLUSION OF THE GENERAL ASSEMBLY THAT THE  
9 REVENUE COLLECTED BY A LOCAL GOVERNMENT THAT IMPOSES MOTOR  
10 VEHICLE REGISTRATION FEES IS GENERATED BY FEES, NOT TAXES, BECAUSE  
11 SUCH MOTOR VEHICLE REGISTRATION FEES ARE:

12 (I) IMPOSED FOR THE SPECIFIC PURPOSES OF PROVIDING DIRECT  
13 AND INDIRECT BENEFITS TO FEE PAYERS AND ALLOWING THE LOCAL  
14 GOVERNMENT TO DEFRAY THE COSTS OF PROVIDING THE REMEDIATION  
15 SERVICES SPECIFIED IN THIS SECTION, SPECIFICALLY THE FUNDING OF  
16 VULNERABLE ROAD USER PROTECTION STRATEGIES THAT ARE DESIGNED  
17 TO MITIGATE THE HARM TO VULNERABLE ROAD USERS CAUSED BY THE  
18 OPERATION OF THE MOTOR VEHICLES ON WHICH THE FEES ARE ASSESSED,  
19 AND CONTRIBUTE TO THE IMPLEMENTATION OF THE COMPREHENSIVE  
20 REGULATORY SCHEME REQUIRED FOR THE PLANNING, FUNDING,  
21 DEVELOPMENT, CONSTRUCTION, MAINTENANCE, AND SUPERVISION OF A  
22 SUSTAINABLE AND SAFE TRANSPORTATION SYSTEM; AND

23 (II) COLLECTED AT RATES THAT ARE REASONABLY CALCULATED  
24 BASED ON THE DIRECT AND INDIRECT BENEFITS PROVIDED TO AND IMPACTS  
25 CAUSED BY FEE PAYERS AND THE COSTS OF PROVIDING THOSE BENEFITS  
26 AND REMEDIATING THOSE IMPACTS; AND

27 (e) IF A LOCAL GOVERNMENT ESTABLISHES AN ENTERPRISE TO



1 IMPOSE FEES AS AUTHORIZED BY THIS ARTICLE 38, THEN, SO LONG AS THE  
2 ENTERPRISE QUALIFIES AS AN ENTERPRISE FOR PURPOSES OF SECTION 20  
3 OF ARTICLE X OF THE STATE CONSTITUTION, THE REVENUE FROM THE  
4 MOTOR VEHICLE REGISTRATION FEES COLLECTED BY THE ENTERPRISE IS  
5 NOT LOCAL GOVERNMENT FISCAL YEAR SPENDING AND DOES NOT COUNT  
6 AGAINST THE LOCAL GOVERNMENT'S FISCAL YEAR SPENDING LIMIT  
7 IMPOSED BY SECTION 20 OF ARTICLE X OF THE STATE CONSTITUTION.

8 **29-38-102. Definitions.** AS USED IN THIS ARTICLE 38, UNLESS THE  
9 CONTEXT OTHERWISE REQUIRES:

10 (1) "ENTERPRISE" MEANS AN ENTERPRISE, AS DEFINED IN SECTION  
11 20 (2)(d) OF ARTICLE X OF THE STATE CONSTITUTION, THAT IS FORMED BY  
12 A LOCAL GOVERNMENT FOR THE PURPOSE OF IMPOSING FEES AND FUNDING  
13 VULNERABLE ROAD USER PROTECTION STRATEGIES AS AUTHORIZED BY  
14 THIS ARTICLE 38.

15 (2) "FEES" MEANS MOTOR VEHICLE REGISTRATION FEES IMPOSED  
16 BY A LOCAL GOVERNMENT AS AUTHORIZED BY SECTION 29-38-103.

17 (3) "INFLATION OR DEFLATION" MEANS THE ANNUAL PERCENTAGE  
18 CHANGE IN THE UNITED STATES DEPARTMENT OF LABOR, BUREAU OF  
19 LABOR STATISTICS, CONSUMER PRICE INDEX FOR  
20 DENVER-AURORA-LAKEWOOD FOR ALL ITEMS AND ALL URBAN  
21 CONSUMERS, OR ITS APPLICABLE PREDECESSOR OR SUCCESSOR INDEX.

22 (4) "LIGHT TRUCK" MEANS A MOTOR VEHICLE THAT HAS TWO  
23 AXLES AND AT LEAST FOUR WHEELS AND IS A PICKUP TRUCK, A SPORT  
24 UTILITY VEHICLE, A VAN, OR A MINIVAN.

25 (5) "LOCAL GOVERNMENT" MEANS A COUNTY, A CITY AND  
26 COUNTY, OR A MUNICIPALITY AND, IF A LOCAL GOVERNMENT CREATES AN  
27 ENTERPRISE, ALSO INCLUDES THAT ENTERPRISE.

1           (6) "PASSENGER CAR" MEANS A MOTOR VEHICLE THAT HAS TWO  
2 AXLES AND FOUR WHEELS, IS MANUFACTURED PRIMARILY FOR USE IN THE  
3 TRANSPORTATION OF NOT MORE THAN TEN INDIVIDUALS, AND IS NOT A  
4 PICKUP TRUCK, A SPORT UTILITY VEHICLE, A VAN, OR A MINIVAN.

5           (7) "TRANSPORTATION EQUITY" MEANS FAIRNESS IN  
6 TRANSPORTATION SAFETY, MOBILITY, AND ACCESSIBILITY TO MEET THE  
7 NEEDS OF ALL COMMUNITY MEMBERS FOR THE PURPOSE OF FACILITATING  
8 SOCIAL AND ECONOMIC OPPORTUNITY BY PROVIDING EQUITABLE LEVELS  
9 OF ACCESS TO SAFE, AFFORDABLE, AND RELIABLE TRANSPORTATION  
10 OPTIONS BASED ON THE NEEDS OF THE POPULATIONS BEING SERVED,  
11 PARTICULARLY POPULATIONS THAT ARE TRADITIONALLY UNDERSERVED.

12           (8) "VULNERABLE ROAD USER" MEANS AN INDIVIDUAL WHO IS  
13 UNPROTECTED BY AN OUTSIDE SHIELD WHEN USING A ROAD INCLUDING,  
14 BUT NOT LIMITED TO, A PEDESTRIAN, A BICYCLIST, AND AN INDIVIDUAL  
15 USING ANY OTHER NONMOTORIZED OR MOTORIZED PERSONAL  
16 CONVEYANCE THAT DOES NOT ENCLOSE THE INDIVIDUAL.

17           (9) "VULNERABLE ROAD USER PROTECTION STRATEGY" MEANS A  
18 STRATEGY THAT IS DESIGNED TO REDUCE THE NUMBER OF COLLISIONS  
19 WITH MOTOR VEHICLES THAT RESULT IN DEATH OR SERIOUS INJURY TO  
20 VULNERABLE ROAD USERS THROUGH:

21           (a) THE FUNDING OF CONSTRUCTION, IMPROVEMENT, OR  
22 ENHANCEMENT OF TRANSPORTATION SYSTEM INFRASTRUCTURE,  
23 INCLUDING ACTIVE TRANSPORTATION NETWORK INFRASTRUCTURE, WHICH  
24 INCLUDES:

25           (I) THE FOLLOWING TYPES OF INFRASTRUCTURE DRAWN FROM THE  
26 FEDERAL HIGHWAY ADMINISTRATION'S LIST OF PROVEN SAFETY  
27 COUNTERMEASURES:

- 1 (A) WALKWAYS SUCH AS SIDEWALKS AND SHARED-USE PATHS;
- 2 (B) BICYCLE LANES, WITH A PREFERENCE FOR BICYCLE LANES
- 3 THAT WILL BE DEVELOPED, DESIGNED, AND DELIVERED IN ACCORDANCE
- 4 WITH GUIDELINES AND PROCESSES SET FORTH IN THE FEDERAL HIGHWAY
- 5 ADMINISTRATION'S BIKEWAY SELECTION GUIDE;
- 6 (C) MEDIANS AND PEDESTRIAN REFUGE ISLANDS;
- 7 (D) LIGHTING ALONG PEDESTRIAN AND BICYCLE FACILITIES,
- 8 INTERSECTIONS, AND CROSSINGS;
- 9 (E) CROSSING SAFETY FEATURES SUCH AS CROSSWALK VISIBILITY
- 10 ENHANCEMENTS, LEADING PEDESTRIAN INTERVALS, PEDESTRIAN HYBRID
- 11 BEACONS, AND RECTANGULAR RAPID FLASHING BEACONS;
- 12 (F) ROAD DIETS AND OTHER ROADWAY RECONFIGURATIONS THAT
- 13 IMPROVE SAFETY;
- 14 (G) TRAFFIC CIRCLES AND OTHER TRAFFIC-CALMING OR SPEED
- 15 MANAGEMENT DEVICES;
- 16 (H) THE SYSTEMIC APPLICATION OF MULTIPLE LOW-COST
- 17 COUNTERMEASURES AT STOP-CONTROLLED INTERSECTIONS;
- 18 (I) THE IMPLEMENTATION OF APPROPRIATE SPEED LIMITS FOR ALL
- 19 ROAD USERS;
- 20 (J) SPEED SAFETY AND RED LIGHT CAMERAS;
- 21 (K) CORRIDOR ACCESS MANAGEMENT; AND
- 22 (L) LONGITUDINAL RUMBLE STRIPS AND STRIPES;
- 23 (II) OTHER PROJECTS DESIGNED TO PROTECT VULNERABLE ROAD
- 24 USERS THAT ARE PROPOSED BY PERSONS OR ENTITIES SEEKING GRANT
- 25 FUNDING FROM A LOCAL GOVERNMENT AND ARE APPROVED BY THE LOCAL
- 26 GOVERNMENT; AND
- 27 (III) PROJECTS THAT ARE PARTLY LOCATED IN OR BENEFIT A LOCAL

1 GOVERNMENT IN WHICH FEES ARE IMPOSED BUT ARE ALSO LOCATED IN OR  
2 BENEFIT ONE OR MORE ADJACENT LOCAL GOVERNMENTS;

3 (b) THE FUNDING OF LOCAL TRANSIT INFRASTRUCTURE OR SERVICE  
4 IMPROVEMENTS OR ENHANCEMENTS THAT IMPROVE THE UTILITY OR  
5 ACCESSIBILITY OF TRANSIT FOR LOCAL USERS; OR

6 (c) THE FUNDING AND IMPLEMENTATION OF ANY OTHER  
7 DATA-DRIVEN STRATEGY THAT IS DESIGNED TO REDUCE MOTOR VEHICLE  
8 MILES TRAVELED OR OTHERWISE PROTECT VULNERABLE ROAD USERS.

9 (10) "WEIGHT", WITH RESPECT TO A MOTOR VEHICLE, MEANS  
10 DECLARED EMPTY VEHICLE WEIGHT.

11 **29-38-103. Vulnerable road user protection strategies - local**

12 **funding - fees - grants.** (1) FOR MOTOR VEHICLE REGISTRATION PERIODS  
13 COMMENCING ON OR AFTER JANUARY 1, 2026, A LOCAL GOVERNMENT  
14 MAY, EITHER DIRECTLY OR THROUGH AN ENTERPRISE, IMPOSE FEES ON THE  
15 REGISTRATION OF LIGHT TRUCKS AND PASSENGER CARS FOR THE PURPOSE  
16 OF FUNDING VULNERABLE ROAD USER PROTECTION STRATEGIES. A LOCAL  
17 GOVERNMENT MAY, AND IS ENCOURAGED TO, TAKE TRANSPORTATION  
18 EQUITY INTO CONSIDERATION WHEN DETERMINING WHICH VULNERABLE  
19 ROAD USER PROTECTION STRATEGIES TO PURSUE AND THE AMOUNT OF  
20 FUNDING TO ALLOCATE IN TOTAL AND TO EACH FUNDED VULNERABLE  
21 ROAD USER PROTECTION STRATEGY.

22 (2) A LOCAL GOVERNMENT THAT CHOOSES TO IMPOSE FEES MUST  
23 IMPOSE THE FEES IN ACCORDANCE WITH THE FOLLOWING REQUIREMENTS  
24 AND LIMITATIONS:

25 (a) THE TOTAL AMOUNT OF FEES IMPOSED MUST BE REASONABLY  
26 CALCULATED TO DEFRAY ONLY THE COSTS OF FUNDING THE VULNERABLE  
27 ROAD USER PROTECTION STRATEGIES TO BE IMPLEMENTED BY THE LOCAL

1 GOVERNMENT;

2 (b) THE FEES MUST BE IMPOSED BASED ON A SCHEDULE ADOPTED  
3 BY THE LOCAL GOVERNMENT THAT:

4 (I) CLASSIFIES MOTOR VEHICLES ON WHICH THE FEES ARE IMPOSED  
5 BY WEIGHT AND IMPOSES HIGHER FEES ON HEAVIER MOTOR VEHICLES;

6 (II) FOR MOTOR VEHICLES WITHIN THE SAME WEIGHT CLASS,  
7 IMPOSES HIGHER FEES ON LIGHT TRUCKS THAN ON PASSENGER CARS; AND

8 (III) IF THE LOCAL GOVERNMENT, IN ITS SOLE DISCRETION,  
9 CHOOSES TO CONSIDER FUEL EFFICIENCY, FOR MOTOR VEHICLES WITHIN  
10 THE SAME WEIGHT CLASS, IMPOSES HIGHER FEES, SUBJECT TO THE  
11 MAXIMUM FEE LIMITS FOR EACH PASSENGER CAR AND LIGHT TRUCK  
12 WEIGHT CLASS SET FORTH IN SUBSECTIONS (2)(c) AND (2)(d) OF THIS  
13 SECTION, ON LESS FUEL-EFFICIENT MOTOR VEHICLES;

14 (c) FEES IMPOSED BY A LOCAL GOVERNMENT FOR MOTOR VEHICLE  
15 REGISTRATION PERIODS COMMENCING ON OR AFTER JANUARY 1, 2026, BUT  
16 BEFORE JANUARY 1, 2027, MAY NOT EXCEED:

17 (I) FOR A MOTOR VEHICLE THAT IS A PASSENGER CAR:

18 (A) ZERO DOLLARS IF THE MOTOR VEHICLE WEIGHT IS LESS THAN  
19 THREE THOUSAND FIVE HUNDRED POUNDS;

20 (B) THREE DOLLARS AND SIXTY CENTS IF THE MOTOR VEHICLE  
21 WEIGHT IS AT LEAST THREE THOUSAND FIVE HUNDRED POUNDS BUT NO  
22 MORE THAN FOUR THOUSAND FOUR HUNDRED NINETY-NINE POUNDS;

23 (C) FIVE DOLLARS AND THIRTY CENTS IF THE MOTOR VEHICLE  
24 WEIGHT IS AT LEAST FOUR THOUSAND FIVE HUNDRED POUNDS BUT NO  
25 MORE THAN FIVE THOUSAND FOUR HUNDRED NINETY-NINE POUNDS;

26 (D) SEVEN DOLLARS AND SEVENTY CENTS IF THE MOTOR VEHICLE  
27 WEIGHT IS AT LEAST FIVE THOUSAND FIVE HUNDRED POUNDS BUT NO MORE

1 THAN SIX THOUSAND FOUR HUNDRED NINETY-NINE POUNDS;

2 (E) ELEVEN DOLLARS AND TWENTY CENTS IF THE MOTOR VEHICLE  
3 WEIGHT IS AT LEAST SIX THOUSAND FIVE HUNDRED POUNDS BUT NO MORE  
4 THAN SEVEN THOUSAND FOUR HUNDRED NINETY-NINE POUNDS;

5 (F) SIXTEEN DOLLARS AND THIRTY CENTS IF THE MOTOR VEHICLE  
6 WEIGHT IS AT LEAST SEVEN THOUSAND FIVE HUNDRED POUNDS BUT NO  
7 MORE THAN EIGHT THOUSAND FOUR HUNDRED NINETY-NINE POUNDS;

8 (G) TWENTY-THREE DOLLARS AND NINETY CENTS IF THE MOTOR  
9 VEHICLE WEIGHT IS AT LEAST EIGHT THOUSAND FIVE HUNDRED POUNDS  
10 BUT NO MORE THAN NINE THOUSAND FOUR HUNDRED NINETY-NINE  
11 POUNDS; AND

12 (H) THIRTY-FOUR DOLLARS AND NINETY CENTS IF THE MOTOR  
13 VEHICLE WEIGHT IS NINE THOUSAND FIVE HUNDRED POUNDS OR MORE;

14 (II) FOR A MOTOR VEHICLE THAT IS A LIGHT TRUCK:

15 (A) ZERO DOLLARS IF THE MOTOR VEHICLE WEIGHT IS LESS THAN  
16 THREE THOUSAND FIVE HUNDRED POUNDS;

17 (B) FIVE DOLLARS AND FORTY CENTS IF THE MOTOR VEHICLE  
18 WEIGHT IS AT LEAST THREE THOUSAND FIVE HUNDRED POUNDS BUT NO  
19 MORE THAN FOUR THOUSAND FOUR HUNDRED NINETY-NINE POUNDS;

20 (C) SEVEN DOLLARS AND NINETY CENTS IF THE MOTOR VEHICLE  
21 WEIGHT IS AT LEAST FOUR THOUSAND FIVE HUNDRED POUNDS BUT NO  
22 MORE THAN FIVE THOUSAND FOUR HUNDRED NINETY-NINE POUNDS;

23 (D) ELEVEN DOLLARS AND FIFTY CENTS IF THE MOTOR VEHICLE  
24 WEIGHT IS AT LEAST FIVE THOUSAND FIVE HUNDRED POUNDS BUT NO MORE  
25 THAN SIX THOUSAND FOUR HUNDRED NINETY-NINE POUNDS;

26 (E) SIXTEEN DOLLARS AND EIGHTY CENTS IF THE MOTOR VEHICLE  
27 WEIGHT IS AT LEAST SIX THOUSAND FIVE HUNDRED POUNDS BUT NO MORE

1 THAN SEVEN THOUSAND FOUR HUNDRED NINETY-NINE POUNDS;

2 (F) TWENTY-FOUR DOLLARS AND FIFTY CENTS IF THE MOTOR  
3 VEHICLE WEIGHT IS AT LEAST SEVEN THOUSAND FIVE HUNDRED POUNDS  
4 BUT NO MORE THAN EIGHT THOUSAND FOUR HUNDRED NINETY-NINE  
5 POUNDS;

6 (G) THIRTY-FIVE DOLLARS AND NINETY CENTS IF THE MOTOR  
7 VEHICLE WEIGHT IS AT LEAST EIGHT THOUSAND FIVE HUNDRED POUNDS  
8 BUT NO MORE THAN NINE THOUSAND FOUR HUNDRED NINETY-NINE  
9 POUNDS; AND

10 (H) FIFTY-TWO DOLLARS AND THIRTY CENTS IF THE MOTOR  
11 VEHICLE WEIGHT IS NINE THOUSAND FIVE HUNDRED POUNDS OR MORE;

12 (d) FEES IMPOSED BY A LOCAL GOVERNMENT FOR MOTOR VEHICLE  
13 REGISTRATION PERIODS COMMENCING ON OR AFTER JANUARY 1, 2027,  
14 MAY NOT EXCEED THE APPLICABLE MAXIMUM AMOUNT FOR MOTOR  
15 VEHICLE REGISTRATION PERIODS COMMENCING DURING THE PRIOR MOTOR  
16 VEHICLE REGISTRATION YEAR ADJUSTED FOR INFLATION OR DEFLATION  
17 AND ROUNDED TO THE NEAREST ONE-HUNDREDTH OF A DOLLAR;

18 (e) THE FEES MUST FIRST BE IMPOSED FOR A REGISTRATION PERIOD  
19 THAT BEGINS ON JANUARY 1 OF A CALENDAR YEAR, AND ANY SUBSEQUENT  
20 ADJUSTMENTS TO THE AMOUNT OF FEES MUST BEGIN ON JANUARY 1 OF A  
21 CALENDAR YEAR SO THAT THE FEE SCHEDULE IS THE SAME FOR ALL  
22 REGISTRATION PERIODS THAT COMMENCE DURING THE SAME CALENDAR  
23 YEAR. THE LOCAL GOVERNMENT MUST, IN ACCORDANCE WITH DEADLINES  
24 AND PROCEDURES ESTABLISHED BY THE DEPARTMENT OF REVENUE,  
25 ANNUALLY REPORT ITS FEE SCHEDULE TO THE DEPARTMENT SO THAT THE  
26 DEPARTMENT AND ITS AUTHORIZED AGENTS CAN COLLECT THE FEE ON  
27 BEHALF OF THE LOCAL GOVERNMENT AND TRANSMIT ALL NET REVENUE

1 FROM THE FEES TO THE LOCAL GOVERNMENT.

2 (f) ALL NET REVENUE FROM FEES RECEIVED BY A LOCAL  
3 GOVERNMENT MUST BE DEPOSITED TO A DEDICATED CASH FUND OR  
4 ACCOUNT AND EXPENDED SOLELY TO FUND VULNERABLE ROAD USER  
5 PROTECTION STRATEGIES; AND

6 (g) THE LOCAL GOVERNMENT SHALL NOT IMPOSE FEES ON ANY  
7 MOTOR VEHICLE THAT IS OWNED OR LEASED BY THE STATE OR ANY  
8 DEPARTMENT, AGENCY, OR POLITICAL SUBDIVISION OF THE STATE.

9 (3) A LOCAL GOVERNMENT MAY, IN ITS SOLE DISCRETION AND  
10 PURSUANT TO WRITTEN CRITERIA ADOPTED BY THE LOCAL GOVERNMENT,  
11 REDUCE OR WAIVE FEES FOR A MOTOR VEHICLE OWNER WHO ESTABLISHES  
12 ECONOMIC HARDSHIP.

13 (4) A LOCAL GOVERNMENT MAY USE FEE REVENUE TO IMPLEMENT  
14 VULNERABLE ROAD USER PROTECTION STRATEGIES DIRECTLY, DEVELOP A  
15 PROGRAM TO ISSUE GRANTS TO ENTITIES THAT PROPOSE AND CAN  
16 COMPLETE PROJECTS OR OPERATIONS THAT IMPLEMENT VULNERABLE  
17 ROAD USER PROTECTION STRATEGIES, OR BOTH. IF A LOCAL GOVERNMENT  
18 DEVELOPS A GRANT PROGRAM, IT SHALL, WHEN EVALUATING GRANT  
19 APPLICATIONS, CONSIDER AND GIVE PRIORITY TO PROJECTS AND  
20 OPERATIONS THAT:

21 (a) ARE EXPECTED TO IMPROVE SAFETY MORE RELATIVE TO THEIR  
22 COST THAN OTHER PROJECTS AND OPERATIONS FOR WHICH APPLICATIONS  
23 HAVE BEEN SUBMITTED;

24 (b) WILL BE COMPLETED ON OR NEAR A HIGH-INJURY OR HIGH-RISK  
25 NETWORK, INCLUDING A HIGH-INJURY OR HIGH-RISK NETWORK THAT HAS  
26 BEEN IDENTIFIED BY A METROPOLITAN PLANNING ORGANIZATION OR  
27 LOCAL JURISDICTION, OR THAT PROVIDES ALTERNATIVE ROUTES FOR



1 VULNERABLE ROAD USERS;

2 (c) TAKE PLACE IN TRANSIT-ORIENTED CORRIDORS OR THAT  
3 IMPROVE CONNECTIVITY BETWEEN HOUSING, JOBS, TRANSIT, AND OTHER  
4 DESTINATIONS FOR VULNERABLE ROAD USERS;

5 (d) IMPROVE ACCESSIBILITY FOR INDIVIDUALS WITH DISABILITIES;  
6 AND

7 (e) WILL USE GRANT FUNDING TO SUPPLEMENT AND NOT SUPPLANT  
8 OTHER FUNDING FOR RELATED PROJECTS OR OPERATIONS.

9 **SECTION 2. Safety clause.** The general assembly finds,  
10 determines, and declares that this act is necessary for the immediate  
11 preservation of the public peace, health, or safety or for appropriations for  
12 the support and maintenance of the departments of the state and state  
13 institutions.

**First Regular Session  
Seventy-fifth General Assembly  
STATE OF COLORADO**

**Bill D**

LLS NO. 25-0234.01 Jery Payne x2157

**SENATE BILL**

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**SENATE SPONSORSHIP**

**Winter F. and Hinrichsen**, Cutter

**HOUSE SPONSORSHIP**

**Valdez and Lindsay**, Froelich, Vigil, Mauro, Boesenecker

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**Senate Committees**

**House Committees**

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**A BILL FOR AN ACT**

101 **CONCERNING THE CONFIDENTIALITY OF INFORMATION RELATED TO**  
102 **THE REGULATION OF RAILROAD OPERATIONS.**

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**Bill Summary**

*(Note: This summary applies to this bill as introduced and does not reflect any amendments that may be subsequently adopted. If this bill passes third reading in the house of introduction, a bill summary that applies to the reengrossed version of this bill will be available at <http://leg.colorado.gov/>.)*

Current law requires investigative reports of railroads made for the public utilities commission to be kept confidential. The bill repeals this requirement and replaces it with a grant of rule-making authority to make ongoing investigations and security information confidential. The confidentiality rules must not make final reports of investigations confidential and must require the timely release of information if public

Shading denotes HOUSE amendment. Double underlining denotes SENATE amendment.  
*Capital letters or bold & italic numbers indicate new material to be added to existing law.*  
*Dashes through the words or numbers indicate deletions from existing law.*

knowledge of the information would protect the public safety, health, or welfare.

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1 *Be it enacted by the General Assembly of the State of Colorado:*

2           **SECTION 1.** In Colorado Revised Statutes, **amend** 40-18-104 as  
3 follows:

4           **40-18-104. Confidential investigative reports.** ~~Investigative~~  
5 ~~reports of the commission compiled under this article shall be confidential~~  
6 ~~and shall not be discoverable nor used as evidence in any court or~~  
7 ~~administrative action~~ THE COMMISSION MAY PROMULGATE RULES MAKING  
8 ONGOING INVESTIGATIONS, AS DESCRIBED IN SECTION 24-72-204  
9 (2)(a)(IX), OR SECURITY INFORMATION, AS DESCRIBED IN SECTION  
10 24-72-204 (2)(a)(VIII), CONFIDENTIAL. IF THE COMMISSION ADOPTS THE  
11 CONFIDENTIALITY RULES, THE RULES MUST NOT MAKE FINAL REPORTS OF  
12 INVESTIGATIONS CONFIDENTIAL AND MUST REQUIRE THE TIMELY RELEASE  
13 OF INFORMATION IF PUBLIC KNOWLEDGE OF THE INFORMATION WOULD  
14 PROTECT THE PUBLIC SAFETY, HEALTH, OR WELFARE.

15           **SECTION 2. Safety clause.** The general assembly finds,  
16 determines, and declares that this act is necessary for the immediate  
17 preservation of the public peace, health, or safety or for appropriations for  
18 the support and maintenance of the departments of the state and state  
19 institutions.

**First Regular Session  
Seventy-fifth General Assembly  
STATE OF COLORADO**

**BILL E**

LLS NO. 25-0235.02 Rebecca Bayetti x4348

**HOUSE BILL**

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**HOUSE SPONSORSHIP**

**Froelich and Valdez**, Boesenecker, Jodeh, Lindsay, Mauro, Soper, Vigil

**SENATE SPONSORSHIP**

**Winter F. and Simpson**, Cutter

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**House Committees**

**Senate Committees**

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**A BILL FOR AN ACT**

101 **CONCERNING PARATRANSIT SERVICES.**

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**Bill Summary**

*(Note: This summary applies to this bill as introduced and does not reflect any amendments that may be subsequently adopted. If this bill passes third reading in the house of introduction, a bill summary that applies to the reengrossed version of this bill will be available at <http://leg.colorado.gov/>.)*

**Transportation Legislation Review Committee.** Beginning on January 1, 2026, the bill imposes the following duties on any political subdivision of the state, public entity, or nonprofit corporation that provides paratransit services in the state, in addition to those duties otherwise provided by law:

- To establish, in coordination with local public entities providing emergency services, a plan to communicate information and provide paratransit services during

Shading denotes HOUSE amendment. Double underlining denotes SENATE amendment.  
Capital letters or bold & italic numbers indicate new material to be added to existing law.  
Dashes through the words or numbers indicate deletions from existing law.

- emergencies;
- To ensure that fare collection technology for paratransit services is comparable to that offered for regular or fixed route services; and
- Before reducing the service area for paratransit services, to consult with affected community members and conduct an impact analysis.

The bill also creates the paratransit task force (task force) in the department of transportation. The purpose of the task force is to study and make recommendations regarding the standardization of and best practices for paratransit services in the state. The task force consists of 16 members as follows:

- 3 legislative members, jointly appointed by the president of the senate and the speaker of the house of representatives, with 2 members of the majority party and one member of the minority party;
- 4 members representing disability advocacy organizations, with one member appointed by and from each of the following organizations:
  - Atlantis Community, Inc.;
  - American Disabled for Attendant Programs Today;
  - The Colorado Cross-Disability Coalition; and
  - The National Federation of the Blind;
- 5 members representing transit organizations, with one member appointed by and from each of the following organizations:
  - The department of transportation;
  - The Colorado Association of Transit Agencies;
  - The regional transportation district;
  - AARP; and
  - The Denver regional council of governments;
- One member representing a private company that partners with a transit agency to provide paratransit services, appointed by the governor;
- One member representing the Colorado disability opportunity office, appointed by the governor;
- One member determined by the governor to enhance and expand the expertise of the task force, appointed by the governor; and
- The lieutenant governor or the lieutenant governor's designee.

The task force is required to meet at least 3 times in 2025 to study and make recommendations on the standardization of and best practices for paratransit services in the state. On or before October 15, 2025, the task force must submit a report to the transportation legislation review

committee that includes a summary of the work accomplished by the task force and any recommendations to the general assembly concerning matters studied by the task force. The department of transportation must include a summary of the report and the recommendations of the task force in its annual presentation to the general assembly in January 2026.

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1 *Be it enacted by the General Assembly of the State of Colorado:*

2 **SECTION 1.** In Colorado Revised Statutes, **add** 43-1-604 and  
3 43-1-605 as follows:

4 **43-1-604. Paratransit services - duties - definitions.** (1) As  
5 USED IN THIS SECTION, UNLESS THE CONTEXT OTHERWISE REQUIRES:

6 (a) "EMERGENCY" MEANS:

7 (I) A FIRE, RESCUE CALL, OR HAZARDOUS MATERIALS INCIDENT;

8 (II) A NATURAL OR HUMAN-CAUSED DISASTER SUCH AS AN  
9 EARTHQUAKE, WILDFIRE, FLOOD, OR SEVERE WEATHER EVENT; OR

10 (III) AN INCIDENT REASONABLY DETERMINED TO BE AN  
11 EMERGENCY BY A PUBLIC ENTITY PROVIDING EMERGENCY SERVICES.

12 (b) "PARATRANSIT SERVICES" MEANS COMPLEMENTARY PARALLEL  
13 TRANSIT SERVICES FOR INDIVIDUALS WITH DISABILITIES WHO ARE UNABLE  
14 TO UTILIZE REGULAR OR FIXED ROUTE TRANSIT SERVICES FOR SOME OR ALL  
15 OF THEIR TRANSIT NEEDS.

16 (c) "PUBLIC ENTITY PROVIDING EMERGENCY SERVICES" MEANS  
17 ANY POLITICAL SUBDIVISION OF THE STATE OR AGENCY OF A POLITICAL  
18 SUBDIVISION OF THE STATE THAT RESPONDS IN A PROFESSIONAL CAPACITY  
19 TO AN EMERGENCY, INCLUDING A LAW ENFORCEMENT AGENCY, FIRE  
20 DEPARTMENT, OR FIRE PROTECTION DISTRICT.

21 (d) "TRANSIT AGENCY" MEANS ANY POLITICAL SUBDIVISION OF THE  
22 STATE, PUBLIC ENTITY, OR NONPROFIT CORPORATION THAT PROVIDES  
23 PARATRANSIT SERVICES IN THE STATE.

1           (2) (a) EACH TRANSIT AGENCY HAS THE FOLLOWING DUTIES  
2 RELATED TO ACCESSIBILITY AND PARATRANSIT SERVICES, IN ADDITION TO  
3 THOSE DUTIES OTHERWISE PROVIDED BY LAW:

4           (I) ON AND AFTER JANUARY 1, 2026, IN COORDINATION WITH  
5 LOCAL PUBLIC ENTITIES PROVIDING EMERGENCY SERVICES, ESTABLISH A  
6 PLAN TO COMMUNICATE INFORMATION AND PROVIDE PARATRANSIT  
7 SERVICES DURING EMERGENCIES;

8           (II) ON AND AFTER JANUARY 1, 2026, ENSURE THAT FARE  
9 COLLECTION TECHNOLOGY FOR PARATRANSIT SERVICES IS COMPARABLE  
10 TO THAT OFFERED FOR REGULAR OR FIXED ROUTE SERVICES; AND

11           (III) ON AND AFTER JANUARY 1, 2026, BEFORE REDUCING THE  
12 SERVICE AREA FOR PARATRANSIT SERVICES, CONSULT WITH AFFECTED  
13 COMMUNITY MEMBERS AND CONDUCT AN IMPACT ANALYSIS THAT:

14           (A) IDENTIFIES THE NUMBER OF EXISTING PARATRANSIT SERVICE  
15 USERS WHO WILL BE IMPACTED BY THE PROPOSED REDUCTION;

16           (B) ESTIMATES THE TOTAL NUMBER OF INDIVIDUALS RESIDING IN  
17 THE AREA IMPACTED BY THE PROPOSED REDUCTION;

18           (C) ASSESSES ALTERNATIVE TRANSIT OPTIONS IN THE AREA  
19 IMPACTED BY THE PROPOSED REDUCTION;

20           (D) ASSESSES THE SUSTAINABILITY OF PARATRANSIT FUNDING AND  
21 THE POTENTIAL FOR INCREASED FUNDING; AND

22           (E) EVALUATES THE USE OF DIFFERENT VEHICLES FOR DIFFERENT  
23 PASSENGER AND TRANSIT NEEDS.

24           (b) EACH TRANSIT AGENCY SHALL MONITOR COMPLIANCE WITH  
25 THE DUTIES SET FORTH IN SUBSECTION (2)(a) OF THIS SECTION.

26           **43-1-605. Paratransit task force - creation - membership -**  
27 **meetings - report - definitions - repeal. (1) Definitions.** AS USED IN

1 THIS SECTION, UNLESS THE CONTEXT OTHERWISE REQUIRES:

2 (a) "PARATRANSIT SERVICES" MEANS COMPLEMENTARY PARALLEL  
3 TRANSIT SERVICES FOR INDIVIDUALS WITH DISABILITIES WHO ARE UNABLE  
4 TO UTILIZE REGULAR OR FIXED ROUTE TRANSIT SERVICES FOR SOME OR ALL  
5 OF THEIR TRANSIT NEEDS.

6 (b) "STUDY" MEANS THE STUDY ON THE STANDARDIZATION OF AND  
7 BEST PRACTICES FOR PARATRANSIT SERVICES CONDUCTED PURSUANT TO  
8 SUBSECTION (3) OF THIS SECTION.

9 (c) "TASK FORCE" MEANS THE PARATRANSIT TASK FORCE CREATED  
10 IN THIS SECTION.

11 (2) **Membership and meetings.** (a) THERE IS CREATED IN THE  
12 DEPARTMENT THE PARATRANSIT TASK FORCE. THE PURPOSE OF THE TASK  
13 FORCE IS TO STUDY AND MAKE RECOMMENDATIONS ON THE  
14 STANDARDIZATION OF AND BEST PRACTICES FOR PARATRANSIT SERVICES  
15 IN THE STATE.

16 (b) THE TASK FORCE CONSISTS OF SIXTEEN MEMBERS AS FOLLOWS:

17 (I) THREE LEGISLATIVE MEMBERS, JOINTLY APPOINTED BY THE  
18 PRESIDENT OF THE SENATE AND THE SPEAKER OF THE HOUSE OF  
19 REPRESENTATIVES, WITH TWO MEMBERS OF THE MAJORITY PARTY AND ONE  
20 MEMBER OF THE MINORITY PARTY;

21 (II) FOUR MEMBERS REPRESENTING DISABILITY ADVOCACY  
22 ORGANIZATIONS, WITH ONE MEMBER APPOINTED BY AND FROM EACH OF  
23 THE FOLLOWING ORGANIZATIONS:

24 (A) ATLANTIS COMMUNITY, INC.;

25 (B) AMERICAN DISABLED FOR ATTENDANT PROGRAMS TODAY;

26 (C) THE COLORADO CROSS-DISABILITY COALITION; AND

27 (D) THE NATIONAL FEDERATION OF THE BLIND;



1 (III) FIVE MEMBERS REPRESENTING TRANSIT ORGANIZATIONS,  
2 WITH ONE MEMBER APPOINTED BY AND FROM EACH OF THE FOLLOWING  
3 ORGANIZATIONS:

4 (A) THE DEPARTMENT;

5 (B) THE COLORADO ASSOCIATION OF TRANSIT AGENCIES;

6 (C) THE REGIONAL TRANSPORTATION DISTRICT ESTABLISHED IN  
7 ARTICLE 9 OF TITLE 32;

8 (D) AARP; AND

9 (E) THE DENVER REGIONAL COUNCIL OF GOVERNMENTS;

10 (IV) ONE MEMBER REPRESENTING A PRIVATE COMPANY THAT  
11 PARTNERS WITH A TRANSIT AGENCY TO PROVIDE PARATRANSIT SERVICES,  
12 APPOINTED BY THE GOVERNOR;

13 (V) ONE MEMBER REPRESENTING THE COLORADO DISABILITY  
14 OPPORTUNITY OFFICE CREATED IN PART 1 OF ARTICLE 88 OF TITLE 8,  
15 APPOINTED BY THE GOVERNOR;

16 (VI) ONE MEMBER DETERMINED BY THE GOVERNOR TO ENHANCE  
17 AND EXPAND THE EXPERTISE OF THE TASK FORCE, APPOINTED BY THE  
18 GOVERNOR; AND

19 (VII) THE LIEUTENANT GOVERNOR OR THE LIEUTENANT  
20 GOVERNOR'S DESIGNEE.

21 (c) (I) THE APPOINTING AUTHORITIES SHALL MAKE THE  
22 APPOINTMENTS DESCRIBED IN SUBSECTION (2)(b) OF THIS SECTION NO  
23 LATER THAN JUNE 15, 2025.

24 (II) THE LIEUTENANT GOVERNOR, OR THE LIEUTENANT  
25 GOVERNOR'S DESIGNEE, SHALL SERVE AS THE CHAIR OF THE TASK FORCE  
26 AND THE MEMBER REPRESENTING THE COLORADO DISABILITY  
27 OPPORTUNITY OFFICE SHALL SERVE AS THE VICE-CHAIR OF THE TASK

1 FORCE.

2 (III) EACH MEMBER OF THE TASK FORCE SERVES AT THE PLEASURE  
3 OF THE APPOINTING AUTHORITY. THE TERM OF APPOINTMENT IS FOR THE  
4 DURATION OF THE TASK FORCE'S EXISTENCE.

5 (IV) IF A VACANCY OCCURS ON THE TASK FORCE FOR ANY REASON,  
6 THE ORIGINAL APPOINTING AUTHORITY SHALL APPOINT AN INDIVIDUAL  
7 WHO MEETS THE REQUIREMENTS OF THE VACANT POSITION TO FILL THE  
8 VACANCY AS SOON AS POSSIBLE AFTER THE VACANCY OCCURS.

9 (d) (I) EACH LEGISLATIVE MEMBER OF THE TASK FORCE IS  
10 ENTITLED TO RECEIVE PAYMENT OF PER DIEM AND REIMBURSEMENT FOR  
11 ACTUAL AND NECESSARY EXPENSES AS AUTHORIZED IN SECTION 2-2-326.

12 (II) EACH NONLEGISLATIVE MEMBER OF THE TASK FORCE SERVES  
13 WITHOUT COMPENSATION BUT IS ENTITLED TO RECEIVE REIMBURSEMENT  
14 FOR ACTUAL AND NECESSARY TRAVEL EXPENSES INCURRED IN THE  
15 PERFORMANCE OF THE MEMBER'S DUTIES ON THE TASK FORCE.

16 (e) MEMBERS OF THE TASK FORCE MAY PARTICIPATE REMOTELY IN  
17 TASK FORCE MEETINGS AND OTHER ACTIVITIES.

18 (f) THE CHAIR AND VICE-CHAIR OF THE TASK FORCE SHALL  
19 CONVENE THE FIRST MEETING OF THE TASK FORCE NO LATER THAN  
20 SEPTEMBER 1, 2025. THE TASK FORCE SHALL MEET AT LEAST THREE TIMES  
21 IN 2025 TO COMPLETE THE DUTIES SPECIFIED IN SUBSECTION (3) OF THIS  
22 SECTION. THE CHAIR MAY CALL ADDITIONAL MEETINGS AS NECESSARY FOR  
23 THE TASK FORCE TO COMPLETE ITS DUTIES.

24 (g) THE DEPARTMENT SHALL BE AVAILABLE TO ASSIST THE TASK  
25 FORCE IN CARRYING OUT ITS DUTIES.

26 (3) **Study and report.** (a) THE PURPOSE OF THE TASK FORCE IS TO  
27 STUDY AND MAKE RECOMMENDATIONS ON THE STANDARDIZATION OF AND

1 BEST PRACTICES FOR PARATRANSIT SERVICES IN THE STATE.

2 (b) IN COMPLETING THE STUDY REQUIRED BY THIS SUBSECTION (3),  
3 THE TASK FORCE SHALL, AT A MINIMUM:

4 (I) IDENTIFY BEST PRACTICES FOR PARATRANSIT SERVICES IN THE  
5 STATE;

6 (II) EXAMINE SOLUTIONS TO INCREASE CONTINUITY IN  
7 PARATRANSIT SERVICES OFFERED ACROSS SERVICE AREAS;

8 (III) ASSESS THE SUSTAINABILITY OF PARATRANSIT FUNDING AND  
9 THE POTENTIAL FOR INCREASED FUNDING; AND

10 (IV) EVALUATE THE USE OF DIFFERENT VEHICLES FOR DIFFERENT  
11 PASSENGER AND TRANSIT NEEDS.

12 (c) (I) ON OR BEFORE OCTOBER 15, 2025, THE TASK FORCE SHALL  
13 SUBMIT A REPORT TO THE TRANSPORTATION LEGISLATION REVIEW  
14 COMMITTEE THAT INCLUDES A SUMMARY OF THE WORK ACCOMPLISHED BY  
15 THE TASK FORCE, THE FINDINGS OF THE STUDY, AND ANY  
16 RECOMMENDATIONS TO THE GENERAL ASSEMBLY CONCERNING MATTERS  
17 STUDIED BY THE TASK FORCE.

18 (II) THE DEPARTMENT SHALL INCLUDE A SUMMARY OF THE REPORT  
19 AND RECOMMENDATIONS IN ITS ANNUAL PRESENTATION TO THE GENERAL  
20 ASSEMBLY IN JANUARY 2026.

21 (4) **Repeal.** THIS SECTION IS REPEALED, EFFECTIVE JULY 1, 2026.

22 **SECTION 2. Act subject to petition - effective date.** This act  
23 takes effect at 12:01 a.m. on the day following the expiration of the  
24 ninety-day period after final adjournment of the general assembly; except  
25 that, if a referendum petition is filed pursuant to section 1 (3) of article V  
26 of the state constitution against this act or an item, section, or part of this  
27 act within such period, then the act, item, section, or part will not take

1 effect unless approved by the people at the general election to be held in  
2 November 2026 and, in such case, will take effect on the date of the  
3 official declaration of the vote thereon by the governor.