



Capital Development Committee

Legislative Council Staff

Nonpartisan Services for Colorado's Legislature

FISCAL YEAR 2026-27 CAPITAL CONSTRUCTION REQUEST

Department of Personnel and Administration
Capitol Complex Renovation and Footprint Reduction

2024-024

Project Status

This is the third request for funding. Funding for the project was first requested, and received, for FY 2023-24.

Total appropriations. \$14.8 million in cash funding was requested and received in FY 2023-24 as part of the capital construction section of the Long Bill. The project also received \$26.7 million in FY 2022-23 as part of [Senate Bill 22-239](#) and \$20.5 million in FY 2023-24 as part of [Senate Bill 23-306](#). The project received \$18.2 million CF for FY 2024-25 and \$16.0 million CF for FY 2025-26.

Discrepancies in itemized costs. The project submission from the Department of Personnel and Administration (DPA) included discrepancies between the budget request information and the itemized cost information. CDC Staff has reflected these discrepancies in this analysis.-.

Table 1
Prioritization

Prioritized By	Priority	Notes
Department of Personnel and Administration	1 of 3	
Office of State Planning and Budgeting	5 of 7	Recommended for funding from cash sources.

Table 2
Prior Appropriation and Request Information

Fund Source	Prior Appropriation	Budget Year FY 2026-27	Out Year FY 2027-28	Future Requests	Total Costs
CCF	\$0	\$0	\$15,845,730	\$15,845,730	\$31,691,460
CF	\$96,187,757	\$41,450,138	\$23,683,590	\$23,683,590	\$185,005,075
Total	\$96,187,757	\$41,450,138	\$39,529,320	\$39,529,320	\$216,696,535

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Table 3
Itemized Cost Information

Fund Source	Prior Appropriation	Budget Year FY 2026-27	Out Year FY 2027-28	Future Requests	Total Costs
Land Acquisition	\$0	\$0	\$0	\$0	\$0
Professional Services	\$7,592,558	\$2,952,002	\$450,725	\$271,000	\$11,266,285
Construction	\$69,607,729	\$48,848,759	\$34,720,000	\$35,950,741	\$189,127,229
Equipment	\$1,130,552	\$339,340	\$1,350,360	\$0	\$2,820,252
Miscellaneous	\$709,244	\$0	\$880,552	\$0	\$1,589,796
Contingency	\$5,035,595	\$1,422,116	\$2,784,672	\$2,650,590	\$11,892,973
Total	\$84,075,678	\$53,562,217	\$40,186,309	\$38,872,331	\$216,696,535

Program Plan Status

Approved Program Plan: 12/31/2015

FCI: Various

Project Description/Scope of Work

DPA is requesting cash funds spending authority for the third phase of a four-phase project to renovate buildings in the Capitol Complex. The project will contribute to the Governor's initiative that reduces the state's footprint by 800,000 feet by FY 2029-30 by allowing state agencies to consolidate into renovated, state-owned buildings and vacate leased space. This funding request includes construction for Phase 3 and continues the design of Phase 4.

Phase 3 sets aside resources for the General Assembly to renovate legislative spaces in the Capitol Complex, including the State Capitol, as required by [Senate Bill 22-239](#). The scope focuses on historic restoration of the Office of the Governor and ADA upgrades to the café and public seating area.

Phase 1, which was funded for both FY 2023-24 and FY 2024-25, designed renovations in the Capitol Annex, the 1570 Grant Building, and the Centennial Building. The phase renovated the Capitol Annex and made security improvements to allow the Colorado State Patrol, the General Assembly, and the Executive Branch to occupy the space.

Phase 2 renovates the 1570 Grant Street Building, including replacing all restroom plumbing, remodeling restrooms to address ADA issues, replacing all plumbing fixtures, remodeling all of the building's floors to Office of the State Architect's standards in order to host new tenants, and replacing the building's entire HVAC system. The HVAC replacement will feature a high-efficiency, variable refrigerant flow system. The phase also relocates an agency to the Capitol Annex Building.

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Phase 4 will renovate the Centennial Building, which includes asbestos remediation, installation of new windows and new interior doors, life safety updates for code compliance, and installation of new, gender neutral restrooms. The project will completely remodel each floor with new interior finishes. In addition, the project will replace the HVAC distribution system including humidity controls for archive areas.

Cost assumption. The Office of the State Architect’s statewide planning consultant provided cost estimates, which account for inflation at 10 percent in the outyear. The project complies with Art in Public Places and High Performance Certification Program requirements.

Table 4
Project Schedule: Phase 3*

Project Component	Start Date	Completion Date
Design	July 2024	April 2025
Construction	May 2025	November 2025
Equipment	October 2025	November 2025
Occupancy	January 2026	

*Overall project completion: 2030

Project Justification

The project is consistent with the Governor’s initiative to reduce the state’s footprint and SB 22-239, which sets aside cash funds for Capitol Complex renovation projects. The renovations are expected to decrease operating costs from improved buildings systems (e.g. HVAC, windows), and allow the state to reduce leased space.

Regarding Phase 3, the State Capitol has been updated over the years depending on specific needs. The historic restoration activities will bring the Office of the Governor to the same preservation standard as other recent restoration activities in the building, such as the legislative chambers or the Old Supreme Court chambers. ADA improvements will bring public areas up to code while upgrading the furniture, millwork, and electrical infrastructure to better meet the needs of the public and vendors that utilize those spaces.

Program Information

The Capitol Complex is comprised of approximately 1.3 million square feet over five campuses. This project focuses on the Denver Campus, which encompasses the State Capitol Building and surrounding state buildings. DPA manages housekeeping, grounds maintenance, and property management on behalf of building users.

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Source of Cash Funds

The source of cash funds for this project is the Capitol Complex Renovation Fund, which was created by SB 22-239 and consists of annual depreciation-lease equivalent (ADLE) payments from existing, state-funded capital projects.

Operating Budget

DPA expects the project to result in reduced operating costs due to the installation of energy-efficient systems and reduced maintenance calls.

Staff Questions and Issues

1. The phasing of this project is a little unusual, in that the four projects represented by the phased are rolling out in a staggered order. The last phase, the Centennial Building, is currently in the design phase despite there being three years of appropriations required yet for the project (including this request). The amount of funding required for the first three phases is \$98.7 million, and the amount previously appropriated is \$96.2 million. The Centennial Building requires \$117.3 million, and the remaining appropriations required total \$120.5 million, including \$31.7 million in state funds. If this year's request for cash funds spending authority is approved, what happens if state funds are not appropriated in future years? How will future funding decisions affect the Centennial Building renovation if this year's request is approved?

The planned approach to the Centennial Building Renovation involves phasing both the design and construction based on anticipated/requested funding. Current requests anticipate design, preconstruction, and due diligence taking place in 2026, followed by two phases of construction.

The first construction phase is scheduled to begin in early 2027, utilizing the FY 2026-27 requested funds for demolition and initial construction. This phase is projected to last approximately 18 months, requiring an FY 2027-28 funding appropriation to transition from demolition into construction.

Phase 2 is anticipated to commence in summer 2028, leveraging the remaining FY 2027-28 appropriation and the anticipated FY 2028-29 appropriation. Phase 2 is also expected to run for approximately 18 months, with a target completion date of early 2030.

The Capitol Complex Architect will work with the Architects and Engineer Team, a Construction Manager/General Contractor, and an Owner's Representative/Construction consultant. This team will ensure that construction phasing and procurement align with

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funding availability and allow for a reasonable stoppage of work, if funding is not appropriated, while still permitting the continued and reasonable use of the facility should funding halt.

Construction can be phased according to funding and the cost of specific elements. Prioritized phasable tasks include building-wide mechanical and electrical systems, life safety systems, and elevator replacement. Exterior envelope improvements (window replacement, enhanced insulation, aesthetic improvements) can be phased separately. Similarly, tenant improvement and office level build-out can be phased per floor or on a multi-floor basis, depending on funding appropriation and anticipated tenant needs. The specific schedule and scope of each phase will require input from the CMGC and Construction Owners Representative.



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FISCAL YEAR 2026-27 CAPITAL CONSTRUCTION REQUEST

Department of Personnel and Administration
Capital Grounds Renovations (Capital Renewal)

2026-018

Project Status

This is the second request for funding for the project. It was first requested for FY 2025-26.

**Table 1
Prioritization**

Prioritized By	Priority	Notes
Department of Personnel and Administration	2 of 4	
Office of State Planning and Budgeting	23 of 47	Not recommended for funding.

**Table 2
Prior Appropriation and Request Information**

Fund Source	Prior Appropriation	Budget Year FY 2026-27	Out Year FY 2027-28	Future Requests	Total Costs
CCF	\$0	\$1,300,115	\$2,498,645	\$2,289,096	\$6,087,856
CF	\$0	\$0	\$2,498,644	\$2,289,095	\$4,787,739
Total	\$0	\$1,300,115	\$4,997,289	\$4,578,191	\$10,875,595

**Table 3
Itemized Cost Information**

Fund Source	Prior Appropriation	Budget Year FY 2026-27	Out Year FY 2027-28	Future Requests	Total Costs
Land Acquisition	\$0	\$0	\$0	\$0	\$0
Professional Services	\$0	\$1,181,923	\$0	\$0	\$1,181,923
Construction	\$0	\$0	\$4,542,990	\$4,161,992	\$8,704,982
Equipment	\$0	\$0	\$0	\$0	\$0
Miscellaneous	\$0	\$0	\$0	\$0	\$0
Contingency	\$0	\$118,192	\$454,299	\$416,199	\$988,690
Total	\$0	\$1,300,115	\$4,997,289	\$4,578,191	\$10,875,595

FISCAL YEAR 2026-27 CAPITAL CONSTRUCTION REQUEST

Department of Personnel and Administration
Capitol Grounds Renovations (Capital Renewal)

2026-018

Program Plan Status

Approved Program Plan: Yes

Date Approved: 2015

FCI: 57

Project Description/Scope of Work

The Department of Personnel and Administration (DPA) is requesting state funds for the first phase of a three-phase capital renewal project to improve the State Capitol grounds in accordance with a water-efficient landscaping policy for state facilities established by executive order. The capital renewal approach focuses on upgrading building systems, infrastructure, and the basic building components within existing state-owned properties on a larger scale, rather than the project-by-project approach used for controlled maintenance. Specifically, the project:

- addresses drainage, erosion, and grading issues;
- improves pedestrian, bicycle, and vehicle circulation and accessibility;
- repairs site paving, walls, and steps;
- installs a new irrigation system;
- replaces turf with a xeric meadow composed of native and hardy plants; and
- plants trees.

This year's request for Phase 1 designs the project.

The scope of Phase 2 includes rebuilding the inner circle parking/driving area to include an improved shared route, clear pedestrian routes, bicycle parking, accessible spaces and routes, EV charging stations, and improved drainage. This phase paves the inner circle with concrete for durability and improves the west entry steps. The turf portions within the circle will be xeriscaped and the irrigation system serving these portions will be replaced.

Phase 3 includes reinstallation and regrading of granite paving and steps, installation of handrails, and repair of west-side sandstone walls to address deterioration and erosion. A low wall and accessible route will be built into landscaping on the east side of the Capitol for school group access, drop-offs, and gathering space. The west-side slope will be regraded and replanted to allow it to continue as a large gathering spot. All remaining landscaping will be completed and irrigated.

Cost assumption. Project costs were established by a landscape architectural firm, and the project accounts for inflation at a rate of 5.0 percent for the design phase and a flat factor of 12.0 percent for the construction phases. The project is exempt from the Art in Public Places and High Performance Certification program requirements.

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Department of Personnel and Administration
Capitol Grounds Renovations (Capital Renewal)

2026-018

Table 4
Project Schedule: Phase 1

Project Component	Start Date	Completion Date
Design	May 2026	March 2027

*Overall project completion: 2031

Project Justification

The project will make the State Capitol grounds a more resilient, aesthetically pleasing, and functional site, and it aligns with best practices for water conservation. Further, the project addresses deterioration from years of heavy use and improves safety for visitors, staff, and legislators. Once the project is complete, DPA says the grounds surrounding the Capitol will represent the state's premier landscape, preserve the site's historic importance and integrity, and present a model for other property owners and landscapers in terms of climate-appropriate design and resource conservation.

The last large-scale improvement of the Capitol grounds took place in 1997 when granite and sandstone paving, terraces, and steps were installed. The department says that these are in poor condition despite regular maintenance, and other features, such as the Capitol parking circle, are even older and require constant repair. Poor drainage is damaging paved surfaces and walls while channeling water toward the building, increasing the risk of foundation damage. The irrigation system is outdated and lacks metering, resulting in excessive water use. DPA says that the project will decrease water usage by about 25 percent.

The department also notes that the site presents challenges for vehicle, bicycle, and pedestrian circulation, particularly during legislative sessions. Parking is not adequate for modern vehicles, and vehicle-pedestrian conflicts are common. Pedestrian routes, including accessible routes, are limited. Outdoor spaces currently used for permitted activities are not designed for gatherings.

Program Information

The Colorado State Capitol Building and grounds opened in the fall of 1894. The building was certified LEED Gold in 2008 and in 2013 became the first state capitol building cooled by geothermal power, exemplifying the state's commitment to green infrastructure and resource conservation. DPA worked with the Department of Natural Resources to develop and implement a "water-wise landscaping" policy. The project follows the policy's water-efficient criterion, which restricts the use of high-water grass to high-traffic areas such as parks, sports fields, and common areas while requiring the installation of drought-tolerant landscaping in areas where

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Department of Personnel and Administration
Capitol Grounds Renovations (Capital Renewal)

2026-018

turf grass is not necessary, such as medians, parking lot islands, sloped surfaces, and areas not used for water quality.

Source of Cash Funds

The outyear project phases have cash-funded components. DPA proposes legislation during the 2027 legislative session to use the Legislative Cash Fund for Phase 2. DPA's Sustainability Office will seek grants for Phase 3.

Operating Budget

Beginning in July 2027, the project will drive the need for an additional 2.0 FTE for additional grounds attention beyond current maintenance.

Staff Questions and Issues

1. What is the relationship, if any, between this project and the recent project that landscaped grounds surrounding the Legislative Services Building and 1525 Sherman Street? What was the source of funding for that project?

The two projects are not related. The North and South Sherman Street landscape projects were designed as part of a Department Water Conservation goal and funded by the Capitol Complex Facilities Fund from utility energy conservation savings. The Capitol Landscaping project focuses on the Capitol Building grounds, including the parking circle and Capitol lawn. The final portion of the north and south landscape project will be completed by the end of November 2025.

Water consumption analysis identified excessive water usage at the property along Sherman Street. The irrigation system was past its useful life and improperly watering the area, resulting in tree root surfacing, trip hazards, and water infiltration issues caused by drainage towards the building. To assess the magnitude of the situation, \$82,000 of Controlled Maintenance Emergency Funds were utilized to pay for design services for xeriscaping design, proper soil grading, and irrigation system replacement. In addition, the Division of Capitol Assets bid out and awarded the construction services contract. The winning vendor was awarded the contract for approximately \$308,000 from utility savings in the Capitol Complex Facilities Fund. The project is nearly complete.



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FISCAL YEAR 2026-27 CAPITAL CONSTRUCTION REQUEST

Department of Personnel and Administration
Electric Vehicle Charging Infrastructure

2007-004

Project Status

This is a new, never-before-requested project. A similar, smaller project was requested for FY 2020-21 but was not funded or requested in subsequent years.

Table 1
Prioritization

Prioritized By	Priority	Notes
Department of Personnel and Administration	3 of 3	
Office of State Planning and Budgeting	38 of 47	Not recommended for funding.

Table 2
Prior Appropriation and Request Information

Fund Source	Prior Appropriation	Budget Year FY 2026-27	Out Year FY 2027-28	Future Requests	Total Costs
CCF	\$0	\$4,341,476	\$0	\$0	\$4,341,476
CF	\$0	\$0	\$0	\$0	\$0
Total	\$0	\$4,341,476	\$0	\$0	\$4,341,476

Table 3
Itemized Cost Information

Fund Source	Prior Appropriation	Budget Year FY 2026-27	Out Year FY 2027-28	Future Requests	Total Costs
Land Acquisition	\$0	\$0	\$0	\$0	\$0
Professional Services	\$0	\$823,886	\$0	\$0	\$823,886
Construction	\$0	\$1,829,817	\$0	\$0	\$1,829,817
Equipment	\$0	\$1,520,269	\$0	\$0	\$1,520,269
Miscellaneous	\$0	\$0	\$0	\$0	\$0
Contingency	\$0	\$167,504	\$0	\$0	\$167,504
Total	\$0	\$4,341,476	\$0	\$0	\$4,341,476

FISCAL YEAR 2026-27 CAPITAL CONSTRUCTION REQUEST

Department of Personnel and Administration
Electric Vehicle Charging Infrastructure

2007-004

Program Plan Status

Approved Program Plan: N/A

FCI: N/A

Project Description/Scope of Work

The Department of Personnel and Administration (DPA) is requesting state funds to install electric vehicle chargers. The project supports the electrification of the state fleet by bringing the number of charging units in line with the scheduled number of electric vehicles.

The department anticipates a charging capacity shortfall of 195 units by FY 2026-27. The project installs 98 new dual-port chargers to eliminate the shortfall. This includes 88 Level 2 chargers and 10 Level 3 chargers. Level 2 chargers are significantly less expensive but charge a vehicle in 4 to 10 hours, compared with up to 1 hour for Level 3 chargers.

Cost assumption. The costs to procure and install the chargers are based on information provided by the Colorado Energy Office, and account for labor, utility upgrades, and maintenance. The project is exempt from the High Performance Certification Program and is a candidate for exemption from Art in Public Places requirements. The request also includes funding for two project management positions.

Project Schedule. The project consists of construction and equipment installation at various locations over the three years of spending authority, with the goal of completion by June 2029. Current installation time ranges from 10 to 18 months.

Project Justification

The project is consistent with the Governor's Executive Order D 2025 003, which, among other requirements, directs DPA to continue electrifying the state fleet. An internal analysis determined that a lack of charging infrastructure is a limiting factor toward meeting this goal. DPA recommends this mix of Level 2 and Level 3 charging units to balance routine charging needs with occasional rapid charging needs.

Project alternatives. DPA evaluated the cost of relying on existing public or private charging infrastructure and determined that it would result in logistical challenges and potential delays of state services. It could also increase costs, which depend on what types of chargers are available.

Program Information

There are over 5,000 electric vehicle charging stations in Colorado, including both public and private stations. The state owns nearly 700 electric vehicle charging ports across 13 agencies.

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Department of Personnel and Administration
Electric Vehicle Charging Infrastructure

2007-004

The state fleet consists of about 6,500 vehicles; about 550 are replaced annually and 780 are electric vehicles. The number of electric vehicles in the fleet is expected to increase to 1,250 by 2027.

Operating Budget

The project increases workload in the Office of Sustainability by 2.0 FTE over five years to coordinate between agencies and vendors and conduct other planning activities. Funding for these positions for three years is included in this capital budget request. These positions may become permanent in future years, which would need to be addressed through the budget process.

Increased electrification of the state fleet is expected to decrease operating costs compared to using gasoline-powered vehicles.

Staff Questions and Issues

1. The project meets the scheduled demand for chargers for FY 2026-27. Will the number of electric vehicles increase in subsequent years, and will additional chargers be needed later?

Yes, continued electric vehicle purchases will require additional chargers in subsequent years.

2. Regarding the project's timeline: this is a five-year plan but a three-year appropriation. Will that be an issue? When will all the charging stations will be installed and operational?

The State is currently experiencing a deficit in charging infrastructure, with the number of electric vehicles exceeding the current capacity of chargers. The goal is to backfill the necessary number of chargers. The process of installing the chargers will begin immediately, with a goal of completion within three years. Installation timelines depend on site specific needs (i.e. some facilities may need parking lot replacements or electrical upgrades). The current installation time for chargers ranges from 10-18 months. Charging infrastructure installation delays, past the three year goal, would have to be addressed through the annual budget process.

3. CDC staff notes that the inclusion of staff costs in a capital budget request is novel. In certain circumstances, IT budget requests include contracted or term-limited staff. If this project is approved for funding, it may be more appropriate to site staff costs in DPA's operating budget. The staff cost is \$0.8 million of the total \$4.3 million budget.