



Final Report to the General Assembly

Transportation Legislation Review Committee
December 2025 | Research Publication 837



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December 2025



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December 2025

To Members of the Seventy-fifth 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 November 14, 2025 the Legislative Council reviewed the report of this committee. A motion to forward this report and the bills therein for consideration in the 2026 session was approved.

Sincerely,

/s/ Sen. James Coleman
Chair

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This report is also available online at:

<https://leg.colorado.gov/committees/2025A/interim/TransportationLegislationReviewCommittee>

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.

Committee Activities

The committee held three meetings during the 2025 interim on a wide range of subjects, including: air quality, transit services, vulnerable road users, and public highway authorities. Briefings and presentations were made by:

- Amalgamated Transit Union Local 1001;
- American Concrete Pipe Association;
- Bicycle Colorado;
- Colorado Asphalt Pavement Association;
- Colorado Association of Transit Agencies;
- Colorado Department of Public Health and Environment;
- Colorado Department of Regulatory Agencies;
- Colorado Department of Revenue;
- Colorado Department of Transportation;
- Colorado Energy Office;
- Colorado Motor Carriers Association;
- Colorado Office of Economic Development and International Trade;
- Colorado State Public Defender;
- Colorado Wyoming Petroleum Marketers Association;
- Confluence PSG;
- CoPIRG;
- Denver International Airport;
- District Attorney Michael Dougherty;
- Common Sense Institute;
- E-470 Public Highway Authority;
- Front Range Passenger Rail;
- Mothers Against Drunk Driving;
- MxV Rail;
- Northwest Parkway Public Highway Authority;
- Public Utilities Commission;
- Regional Air Quality Council;
- Regional Transportation District;
- Southwest Energy Efficiency Project;
- Vitu;
- Way to Go Program; and
- the White Line Foundation.

The following sections discuss the committee's activities during the 2025 interim.

Air Quality and Automotive Emissions

Several organizations presented to the committee on air quality issues and how Colorado is addressing ozone pollution and reducing vehicle-miles traveled.

Colorado Department of Public Health and Environment

Representatives from the Colorado Department of Public Health and Environment demonstrated the EnviroScreen 2.0 tool, which gives communities a cumulative burden score based on environmental and socioeconomic factors. CDPHE performs enhanced air quality modeling and increases community outreach and engagement in areas with higher EnviroScreen scores, and requires environmental justice summaries for air permit applicants in these areas. The representatives also discussed the state's Environmental Justice Grant Program and Advisory Board.

Regional Air Quality Council

Representatives from the Regional Air Quality Council (RAQC) discussed the role of the RAQC, the factors behind Colorado's ozone problem, and what Colorado can do to begin meeting federal ozone standards. The RAQC has a number of research, voluntary, and incentive programs to help reduce ozone pollution. The representatives discussed some of these programs and presented ozone reduction strategies the RAQC is investigating and developing.

Southwest Energy Efficiency Project

A representative from the Southwest Energy Efficiency Project (SWEET) discussed the challenges facing Colorado's transportation system, including affordability, safety, pollution, and infrastructure. Finally, the representative discussed the benefits of reducing vehicle-miles traveled and scenarios modeling for potential future transportation systems.

Colorado-Wyoming Petroleum Association

A representative from the Colorado/Wyoming Petroleum Marketers Association discussed a proposal to create a diesel scrappage and replacement grant program.

Committee recommendations

As a result of discussion, the committee recommends Bill B, which expands the authority of Clean Fleet Enterprise to support public and private fleet operators to update their fleets.

Transit Funding

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.

Regional Transportation District

The Regional Transportation District (RTD) provides transit for eight counties and 40 municipalities. Representatives from RTD provided information on RTD's primary revenue sources, explaining the near-term revenue outlook is stable while there are looming challenges in the long-term outlook due to a widening gap between revenue and costs. New transit police and fare check strategies have helped reduce the number of security-related calls and illicit drug activity on RTD trains and busses. However, ridership is still down from 2024 despite an increase in service.

Regional Transportation District Authority

[Senate Bill 25-161](#) established the RTD Accountability Committee. The committee highlighted their legislative charge, membership, and work plan. Representatives discussed their charge to make recommendations related to governance of the RTD Board of Directors, paratransit services, and workforce retention by January 30, 2026.

Amalgamated Transit Union Local 1001

The union that serves RTD workers presented on the need for more resources, pay, and governance opportunities for workers.

CoPIRG

A representative from CoPIRG presented on the Alliance to Transform Transportation and the role of quality transit systems. They emphasized the importance of frequent service as part of attracting more ridership to transit. They also discussed bus rapid transit, the success of FasTracks, progress on transit service in the Denver metro area, and a vision for the future of transit on the Front Range.

Colorado Association of Transit Agencies

Colorado Association of Transit Agencies (CASTA) discussed recent data on transit funding, which showed local sources make up the majority of funding for transit in Colorado. Regional transit authorities (RTAs) are operating in many rural parts of the state, though some areas lacking tourism are struggling. The agency also discussed how uncertainty at the federal level is creating staffing and grant money challenges. Finally, a representative from SETran discussed the Ozone Season Grant Program and how it has increased transit ridership.

Vulnerable Road Users

Representatives from several organizations provided information on automotive accidents involving fatalities and discussed potential solutions to address the issue.

Bicycle Colorado

Representatives from Bicycle Colorado presented on "active transportation," described as human-scale, human-powered transportation. Some people who do not drive are reliant on active transportation, and there are many barriers to reliable active transportation methods like biking or walking. Safety is a concern as injuries and deaths to cyclists and pedestrians has been

on the rise. The representative provided examples of potential legislative solutions to these issues.

District Attorney Michael Dougherty

Michael Dougherty, District Attorney for the 20th Judicial District, presented on ways to reduce vehicular crashes. He offered that our laws should reflect societal values and discussed charges for those cause vehicular crashes.

Colorado State Patrol

The Colorado State Patrol (CSP) presented recent data on vehicular crashes. According to the CSP, impaired driving is the most common causal factor in fatal crashes, though careless driving is also a serious issue. [Senate Bill 24-065](#) has helped achieve some progress in enforcing careless driving laws.

Mothers Against Drunk Driving

Representatives from Mothers Against Drunk Driving (MADD) discussed the mission of MADD, provided an overview of crash statistics, and shared a story of a victim of intoxicated driving. They offered some potential technological and legislative solutions to address the issue.

The White Line

The White Line presented on the foundation's efforts to end vulnerable road user deaths by 2035. They demonstrated the foundation's tool showing vulnerable road user fatalities, and discussed public views on driver behavior and penalties for careless and impaired driving.

Denver International Airport

Denver International Airport presented an overview of statistics on passengers, employees, and the airport's economic impact. The presentation discussed the airport's finances as it anticipates receiving 100 million annual passengers by 2032. The airport is coordinating with the City and County of Denver and the Regional Transportation District on various projects, including clean energy projects and improving airport transit. Other airport projects include a consolidated rent-a-car facility, terminal expansions, and accessibility improvements.

Colorado Department of Transportation

CDOT provided an update to the committee on maintenance and operations, including updates on Bustang, rural roads and paving projects, and wildlife crossings. Agency directors detailed CDOT's progress on its 10-year plan and discussed the impacts of recent legislation on CDOT's budget. They also provided information on the Colorado Transportation Investment Office and results of a study on Transportation Planning Regions.

Committee recommendations

The committee recommended that a bill on the Colorado Scenic and Historic Byways Commission be drafted, but the draft bill was not approved by the committee. The bill would have resumed accepting and evaluating letters of interest and nominations for new scenic and historic byways, ending a moratorium on new designations and nominations that has been in effect since 2014.

The committee also recommended that a bill that would make several changes to clarify transportation statutes be drafted, but the draft bill was not approved by the committee.

Public Utilities Commission

Public Utilities Commission (PUC) gave an overview of the PUC's role in rail safety. The State Safety Oversight (SSO) Program was established by Congress to require states' participation in ensuring the safety of passenger light rail systems. The PUC has served as the home of the SSO Program for Colorado since 1997. The director discussed the program timeline, funding, and the implications of not increasing the transportation safety spending cap.

Committee recommendations

The committee requested that a bill be drafted to increase the statutory cap on revenue that the PUC may spend to match federal grants for railway system oversight, but the bill was not approved by the committee.

Division of Motor Vehicles

Division of Motor Vehicles (DMV) within the Department of Revenue (DOR) provided information about the organization and structure of the division and discussed operational statistics, organizational structure, license plates, and the implementation of recent legislation that impacts the division. They updated the committee on efforts to improve customer experience including the mobile driver license, DMV2GO, and electronic titling.

In partnership with the Department of Revenue, a representative from VITU discussed electronic vehicle titling and requested changes to statute to facilitate the implementation.

Committee recommendations

As a result of its discussions, the committee recommends Bill A, which allows for the use of electronic vehicle titles in all circumstances.

Public Highway Authorities

Representatives from the E-470 and Northwest Parkway Public Highway Authorities (PHAs) provided overviews 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 about toll reduction rates, adjustments, and usage levels over the last few years. They also presented on their stewardship initiatives, customer service, and safety standards.

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 company's new ownership, tolls revenue, including the impact of toll evasion, traffic statistics, and license plate enforcement efforts.

Colorado Contractors

Representatives from the Colorado Contractor Association and the Colorado Asphalt Pavement Association discussed their organizational objectives and the state of Colorado's construction industry. They spoke about employment challenges, increases in construction costs, deteriorated road conditions, decreased safety, traffic congestion, and the lack of adequate funding. The organizations stated that Colorado motorists lose \$11.4 billion per year and fatalities have increased 49 percent from the previous decade due to driving on roads that are deteriorated, congested, or lack safety features.

A representative from the American Concrete Pipe Association provided an overview of the organization's work. The association supports using concrete pipes for construction, which they have found to be one of the most resilient, durable, and long-lasting materials for infrastructure. They also spoke about natural disasters, wildfires, and the significance of evacuation route planning.

Summary of Recommendations

As a result of the committee's activities, the committee recommended two bills to the Legislative Council for consideration in the 2026 session. At its meeting on November 14, 2025, the Legislative Council approved both recommended bills for introduction. The approved bills are described below.

Bill A – Electric Vehicle Records

Current law allows the use of electronic certificates of title in all vehicle transactions except for two instances: when either party is located outside Colorado, or when the purchaser pays for a vehicle entirely with cash. The bill repeals these exceptions to allow the use of an electronic certificate of title in all vehicle transactions.

Bill B – Clean Fleet Enterprise Replace Aging Diesel Trucks

The bill expands the authority of Clean Fleet Enterprise to support public and private fleet operators to update their fleets. It repeals deadlines for the existing authority to provide financial support to public and private fleet operators who acquire electric vehicles or recovered methane vehicles. It also establishes new requirements for providing financial support to public and private fleet operators who replace certain aging, heavy-duty diesel trucks with newer heavy-duty trucks.

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/committees>

Meetings and Topics Discussed

September 8, 2025

- Presentations on Colorado Transportation Funding
- Presentations on Colorado Air Quality and Transportation
- Transit Updates from the Colorado Department of Transportation

September 9, 2025

- Annual Update from Northwest Parkway
- Annual Update from E-470
- Annual Update from Denver International Airport
- Annual Update from Colorado Contractors
- Annual Update from Colorado Asphalt Pavement Association
- Annual Update from MxV Rail
- Annual Update from American Concrete Pipe Association
- Annual Update from Colorado-Wyoming Petroleum Marketers Association
- Annual Update from Colorado Motor Carriers Association
- Annual Update from Vitu

October 21, 2025

- Presentations on Vehicular and Fatal Crashes
- Presentation from Denver Regional Council of Governments on an Alternative Transportation Options Tax Credit
- Annual Update from the Colorado Division of Motor Vehicles
- Regional Transportation District FasTracks Report Update

- Presentation from the Colorado Department of Transportation on Automated Driving
- Joint Rail Service Overview
- Annual Update from Front Range Passenger Rail
- Presentation from Colorado Clean Commute Program
- Update from the RTD Accountability Committee
- Presentation from the Public Utilities Commission on the State Safety Oversight Program