Fiscal Year 2020-21 Capital Construction Request

Natural Resources — Parks and Wildlife

Infrastructure and Real Property Maintenance

PROGRAM PLAN STATUS

Approved Program Plan? N/A Date Approved:

PRIORITY NUMBERS

Prioritized By Priority
DeptInst 2 of 2
OSPB 14 of 14 Recommended for funding from cash sources.

PRIOR APPROPRIATION AND REQUEST INFORMATION

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PROJECT STATUS

This is an ongoing request. From FY 2010-11 to FY 2018-19, cash funds spending authority was granted separately for wildlife and state park maintenance projects. Beginning with FY 2019-20, Colorado Parks and Wildlife (CPW) in the Department of Natural Resources has requesting cash funds spending authority for both wildlife and state park projects as a single line item. Because CPW merged its wildlife and state parks divisions in 2011, it says combining the requests better reflects the integrated nature of CPW. Also beginning with its FY 2019-20 request, and in accordance with the recommendations from a 2017 state audit, CPW will no longer seek cash funds spending authority for capital construction projects funded through Great Outdoors Colorado (GOCO) or lottery funds. Instead, CPW plans to submit an annual memorandum summarizing projects funded through these sources. This year’s memo is included as Attachment A.

PROJECT DESCRIPTION / SCOPE OF WORK

CPW is requesting cash funds spending authority to rehabilitate and improve infrastructure and facilities at several state wildlife areas (SWAs), state fishing units (SFUs), and a state administrative area. This project includes maintenance, enhancement, or replacement of a variety of existing physical assets, including:

- completing design work for dam repairs and renovation at Alberta Park ($750,000);
• demolishing and replacing four vault toilets in Flagler, Hugo, and Kinney Lake SWAs ($293,000);
• expanding CPW shooting ranges ($1,000,000);
• constructing a water collection system at Crystal River SFU ($354,000);
• replacing the modular office structure serving the Grand Junction State Administrative Area ($603,000);
• replacing the Gunnison area office building ($2,670,000);
• replacing more than 263,000 square feet of pond liner at Las Animas SFU ($344,000);
• completing geotechnical investigations, hydrology study, spillway structural examination, and investigation of dam hydraulics in advance of repairs at Meadow Creek Dam ($450,000);
• performing geothermal investigations at and designing a new seepage filter for Rito Hondo Dam ($500,000);
• relocating a well to an area adequate to sustain fish production at Roaring Judy SFU ($212,000);
• purchasing machinery to perform habitat maintenance and improvement, trail development, and moderate excavation ($105,000);
• replacing 2.75 miles of wildlife trespass fence along the western boundary of Spinney Mountain SWA ($250,000);
• developing a design plan to address dam failure and make structural repairs at Tarryall SWA Dam ($500,000);
• updating and reviewing hydrology information for all high and significant hazard dams located on SWAs ($400,000);
and
• performing regular maintenance on CPW’s 110 dams around the state ($600,000).

The project also includes funding for miscellaneous road projects ($300,000) and contingency funding for CPW’s wildlife-related projects ($538,600).

Cost assumption. The cost assumption is based on CPW staff estimates and previous maintenance project costs. The project is not required to meet the Art in Public Places or High Performance Certification Program requirements.

PROJECT JUSTIFICATION

According to CPW, funding for ongoing maintenance needs at its facilities statewide is essential to meeting its critical customer service goals. CPW explains that a reduction in customer service could lead to fewer hunting and fishing recreation opportunities. Reduced hunting and fishing recreation would not only negatively impact revenues, but may impact state and local economic tourism benefits associated with these activities. Hunting, fishing, and wildlife viewing activities provide a total economic impact to the state of approximately $5 billion annually and support an estimated 46,500 jobs in Colorado. CPW also emphasizes that delays in funding these projects could result in further deterioration, loss in property values, and increased safety hazards.

This year’s request does not include any projects for state parks. However, this request may address state park infrastructure and maintenance in future years. CPW says maintaining and improving basic park facilities is an important part of sustaining a solid visitation base and generating the revenue necessary to cover the majority of regular operating expenses for the state park system.

PROGRAM INFORMATION

CPW manages more than 1,400 facilities at over 350 SWAs and 42 state parks. The projects included in this request are selected based on mission priorities, the nature of the work, and the impact of delaying or not repairing infrastructure. This year’s request does not include any appropriated state park projects. In FY 2016-17, CPW sold more than 1.75 million hunting and fishing licenses and state park visitation exceeded 14 million visitor days.
Fiscal Year 2020-21 Capital Construction Request

Natural Resources — Parks and Wildlife

Infrastructure and Real Property Maintenance

PROJECT SCHEDULE

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The department explains that the time frame for completion of each project under this line item is dependent on factors such as location, weather, and length of construction season.

SOURCE OF CASH FUNDS

The source of cash funds for the project is the Wildlife Cash Fund ($9,569,600), created in Section 33-1-112 (1)(a), C.R.S., and the Highway Users Tax Fund ($300,000), created in Section 43-4-201 (1)(a), C.R.S., and appropriated to CPW per Section 33-10-111 (4), C.R.S. The division has statutory authority to receive and expend grants, gifts, and bequests, including federal funds, for authorized purposes pursuant to Section 33-10-107 (1)(e), C.R.S. Should federal funds become available for the project, the division may replace its cash funds spending authority with federal funds so long as the total appropriation for the line item is not exceeded.

OPERATING BUDGET

This project has no impact on state operating costs.

STAFF QUESTIONS AND ISSUES

All responses to staff questions were incorporated into the project write-up.

Prepared by Legislative Council Staff
In a November 1, 2018, memo to Joint Budget Committee staff, Colorado Parks and Wildlife (CPW) proposed a new format for the agency’s annual capital budget submission. In order to meet the recommendations of a 2017 legislative audit, while remaining transparent and presenting legislators with a comprehensive picture of the agency’s capital program and the full scope of its activity in a given year, CPW proposed the following:

- CPW will submit regular legislative requests to the Capital Development Committee, using standard Office of State Architect request templates, for projects that are funded with wildlife cash, Habitat Stamp revenue, and HUTF funding (CPW does not anticipate funding any projects with state parks cash). These funding sources require legislative spending authority and these requests will appear in the Long Bill as such.

- For projects funded with Great Outdoors Colorado (GOCO), Colorado Lottery, or federal funding, CPW will submit a memo to the Capital Development Committee at the same time that the agency submits the rest of its (appropriated) capital request. This memo will contain essentially the same information as the appropriated portion of the agency’s request (brief project summaries, dollar amounts, estimated timelines, etc.) but will be presented as an informational item rather than a request for spending authority.

- CPW occasionally completes “out of cycle” capital projects for emergency repairs or other unanticipated circumstances. These projects are funded with non-appropriated funding sources including GOCO, Colorado Lottery, and federal funds. CPW will submit a memo to the Capital Development Committee, updating the Committee about any new projects that have begun since the agency’s last capital submission.

Consistent with this Audit Committee recommendation, this memo contains information about the portion of CPW’s FY 2020-21 Infrastructure and Property Maintenance program that is funded with non-appropriated funding sources. For information about projects that are funded with appropriated cash and therefore require legislative spending authority, please see the Colorado Parks and Wildlife FY 20-21 CC/CR-N Infrastructure and Property Maintenance submission.

Infrastructure and Property Maintenance (Non-appropriated)

The Division of Parks and Wildlife (CPW) is planning a FY 2020-21 non-appropriated infrastructure and property maintenance program totaling $16,571,220, for dam
maintenance, facility and infrastructure rehabilitation/improvements, and a variety of construction projects on Colorado’s 41 state parks and more than 350 wildlife areas.

The CPW Capital Development Program manages construction that supports operations at facilities division-wide, including more than 1,400 total facilities. The division also has responsibility for more than 100 dams. Taken as a whole, CPW’s capital construction projects supports every program and activity managed by the division. This includes:

- Division supervision and management, including licensing, engineering, accounting, purchasing, contracts, human resources, and education and training of new park managers and wildlife officers.
- Ongoing operations and administration at all state parks and central offices. CPW hosted more than 15,300,000 visitor days at state parks in FY 2017-18. (FY 2018-19 numbers are still being finalized as of this submission.)
- Managing hunting and fishing opportunities within Colorado. CPW sold more than 1,760,000 hunting and fishing licenses in FY 2017-18. (FY 2018-19 numbers are still being finalized as of this submission.) CPW also manages 19 hatchers that breed, hatch, rear, and stock 90 million fish per year.
- Maintaining healthy wildlife populations and ecosystems.
- Preserving and enhancing Colorado’s wildlife habitat.
- Heightening public awareness of CPW’s wildlife management role and efforts through educational and outreach programs.

Colorado’s state parks system is over 50 years old and requires continuous maintenance, restoration, and improvement of facilities and infrastructure. Maintaining and improving basic park facilities is an important part of sustaining a solid visitation base and generating the revenue necessary to cover the majority of day-to-day operating costs for the state park system. Infrastructure on state parks is designed to enhance the outdoor recreation experience of visitors. Non-appropriated funding sources available for state park purposes are used to support maintenance, enhancement, or replacement for a wide variety of existing physical assets including dam safety projects for the 10 jurisdictional dams (dams that exceed a certain height and/or surpass certain regulatory thresholds for the quantity of water stored by the dam) located on state parks, primitive and improved roads, bridges, irrigation conveyance infrastructure, and maintenance on other Division property infrastructure. Each year, projects are selected and prioritized based on risk assessments, mission priorities, the nature of the work, and the impact of delaying or not repairing the structure.

Wildlife areas in general contain fewer physical assets than state parks, but the division must conduct regular maintenance, enhancement, or replacement on a wide variety of existing physical assets including dam safety projects for the Division’s dams not located on state parks. More than 80 of these are classified as jurisdictional dams. Most of the dams owned by Colorado Parks and Wildlife are at least 50 years old and several are over 100 years in age. Because of their age and other factors, nearly all of the Division’s dams require some level of annual maintenance, as shown in the State Engineer’s Office Inspection Reports. Inspections are performed yearly on high hazard dams, and every two years on significant hazard dams. CPW also funds enhancement or replacement of fish hatchery pipeline and rearing container infrastructure, primitive and improved roads, bridges, irrigation conveyance infrastructure, and maintenance on other Division infrastructure.

These projects will be supported with a mix of GOCO, Colorado Lottery, and federal funding.
The exact breakdown of project funding is yet to be determined and depends on several variables, including actual revenue earned from each of these funding sources. CPW’s FY 2020-21 GOCO investment proposal (the mechanism through which GOCO funding is awarded to CPW) will not be approved by the GOCO Board until spring 2020, and other changes to CPW’s finances could also affect this funding mix.

Proposed FY 2020-21 non-appropriated capital projects include the following:

Cameo Shooting Range and Education Complex Access Road, $750,000: The Cameo Shooting and Education Complex Recreation Area is the newest addition to Colorado’s state park/state recreation area system. The complex currently includes ranges for rifle, shotgun, pistol, and archery, as well as picnic pavilions and a retail shop; planned future amenities include a central customer service center and office space. This project will result in a year-round access road to the south end of the complex, which will open up more area for future development.

Cherry Creek State Park Road Improvements (phase 1 of 12), $2,762,000: Cherry Creek is one of the most popular parks in the CPW system and its roads experience extremely heavy use, including a large number of heavy recreational vehicles and boat trailers. This project is the first phase in a comprehensive overhaul of the park’s road system. Specific components of this project include repairs to the east entrance exit lane and repair/rehabilitation of another 1.02 miles of park road.

Eldorado Canyon State Park Road Improvements, $300,000: Eldorado Springs is a very popular park that experiences a large volume of vehicle traffic. The access roads to the park undergo wear and tear every year from vehicles and weather conditions. In conjunction with the local Artesian Springs community (and possibly Boulder County), CPW will improve the park’s main access road to create a permanent, established roadway that provides both vehicle and pedestrian access to Eldorado Springs, the Eldorado Spring Pool complex, and Eldorado Canyon State Park. The project also includes designated parking and storm water management infrastructure.

Golden Gate Canyon State Park Monitoring Wells, $250,000: This project includes the construction of three groundwater wells to monitor the total dissolved solids concentration of wastewater released by the park’s wastewater treatment facility. The project also includes 1,200 linear feet of access road and the installation of pumps. This project is necessary to meet Colorado Department of Public Health and Environment requirements for wastewater.

John Martin Reservoir State Park Point Campground Pilot Phase, $310,000: The campground at John Martin currently offers no shelter from the elements. Given the potential for extreme conditions (both hot and cold) in southeastern Colorado, this limits the use of the campground at certain times of the year. The campground also does not meet ADA accessibility requirements. This project includes the installation of shade and wind shelters for approximately 25 camping sites and other improvements that will make the campground fully ADA compliant. Additional phases will include the installation of water and electrical infrastructure to the campground.
John Martin Reservoir State Park Road Rehabilitation (phase 2 of 2), $1,670,000: John Martin’s roads are badly in need of repair and this project will continue work started with a previous capital project. Approximately 5,500 linear feet of road will be rehabilitated, focused on the parking area for the park’s west boat ramp and the Lake Hasty Campground Road. The project also includes centerline and edge lines, shoulder adjustments with aggregate base course, and drainage modifications.

Lake Pueblo State Park Back Hoe, $189,000: State parks and wildlife areas are in constant need of heavy equipment to maintain habitat and facilities. Lake Pueblo is one of the largest parks in the CPW system and must frequently manipulate large habitat areas. This back hoe will be used primarily at Lake Pueblo but could also be used at other regional parks and wildlife areas.

Navajo State Park Mooring Ball Grid, $147,000: The marina at Navajo is extremely popular and sees high usage in the summer and shoulder months. The marina’s existing mooring ball grid system is at the end of its expected design life; some mooring balls have broken off in high winds, creating a potential safety issue. This project include an inspection of the current system, including some underwater diving; the development of a repair plan and actual repair work; and development of a long-term maintenance plan for the newly rehabilitated mooring ball system.

Ridgway State Park Lift Station Replacement (phase 1 of 2), $613,000: The lift stations at Ridgway are nearly 30 years old and are not functioning well. The pumps and controls require constant maintenance and upkeep, and at times simply do not function. When the pumps malfunction, the controls (which are located underground) become flooded, forcing staff to conduct repairs in unhealthy and unsafe conditions. This project will replace four above-ground packaged duplex lift stations and their associated controls.

Stagecoach State Park Visitor Center Design (phase 2 of 3), $203,000: Stagecoach State Park has a park office but not a true visitor center. This project will develop a new visitor center with space for interpretive exhibits and retail sales, a classroom, restrooms, improved customer contact, and staff offices. The design will be based on a standard model used for CPW offices in the western part of the state. This phase includes conceptual planning, scoping, and site selection; the development of operational, programming, and staffing plans; and a schematic design.

State Forest State Park North Michigan Dam Rehabilitation, $7,000,000: This dam is currently under a ten-foot pool restriction by the State Engineer’s Office because of a seepage issue on the right abutment. In 2015, an engineering investigation was completed based on the problems with the dam, and an alternatives report was completed to determine the alternative to carry forward to design and construction. This request will fund further engineering work and actual construction on the dam. Work includes the construction of a two-stage filter, with a buttress, spillway improvements, and rehabilitation of the outlet works.
State Park Capital Projects Programmatic Contingency, $1,474,220: CPW calculates contingency on a per project basis, based on a number of factors including project scope, complexity, location, and potential for delays. Based on this review of the agency’s slate of FY 2020-21 capital projects, CPW requests $1,474,220 in contingency funding for the agency’s state park-related projects.

State Parks Dams Hydrology Update, $200,000: CPW owns and operates 110 dams around the state, including 35 dams rated as high hazard or significant hazard. With this funding CPW will hire a consultant to review and update hydrology information for all the high and significant hazard dams located on state park property. This information can then be used to prioritize repair and maintenance schedules.

State Parks Dam Maintenance, $600,000: CPW owns and operates 110 dams around the state. Dams are like any other manmade infrastructure in that conditions slowly deteriorate over time and regular maintenance and minor repairs are necessary for continued safe and efficient operation. High and significant hazard dams also present a hazard to the downstream public so timely maintenance is a critical risk reduction activity for the agency. Major dam repair and renovation projects are funded through the agency’s regular project selection process. CPW maintains this budget for smaller, regular maintenance projects and for repair projects that emerge mid-fiscal year.

Staunton State Park Stream Measuring Structure, $103,000: Staunton includes three small ponds for the enjoyment of park visitors. CPW is developing an augmentation plan that will provide more certainty for the park’s water supply; this plan will likely include pumping water from as many as eight wells to maintain the water level in the ponds. This funding will support the purchase and installation of measuring/recording devices on Jones Creek and possibly Elk Creek to help the implementation of the augmentation plan.
Fiscal Year 2020-21 Capital Construction Request

Natural Resources — Parks and Wildlife
Property Acquisition and Improvements

PROGRAM PLAN STATUS

2020-041

Approved Program Plan? N/A Date Approved: 

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PROJECT DESCRIPTION / SCOPE OF WORK

Colorado Parks and Wildlife (CPW), within the Department of Natural Resources, is requesting cash funds spending authority to acquire interests in real property through a competitive bidding process. The purpose of the ongoing request is to protect, preserve, enhance, and manage wildlife and the environment for the use, benefit, and enjoyment of the people of Colorado and its visitors. In addition to protecting critical wildlife habitat for game species, CPW's efforts also include protecting the habitat of species of concern, preserving wildlife diversity, and acquiring public access for wildlife-related recreation. The request also allows CPW to option land and water in order to hold...
Property Acquisition and Improvements

Natural Resources — Parks and Wildlife

Fiscal Year 2020-21 Capital Construction Request

property until it can be acquired through the statutorily authorized process or through a separate bill.

Under the Colorado Wildlife Habitat Protection Program, CPW invites property owners to submit proposals through a request for proposals (RFP) process to convey property to CPW. CPW identifies the locations and types of habitat land in which it is interested. Proposals are then reviewed and evaluated by CPW. Proposals are also reviewed by the Habitat Stamp Committee if these proposals involve the use of Habitat Stamp funds. The Parks and Wildlife Commission reviews the proposals, decides which proposals should be pursued, and authorizes CPW to proceed to negotiate a purchase and sale agreement. Before entering into a contract for purchases costing more than $100,000 or exceeding 25 years in duration, the Parks and Wildlife Commission is statutorily required to present the proposal to the Capital Development Committee (CDC) for its review and comment. The Parks and Wildlife Commission may not complete the transaction without considering the recommendations of the CDC, as long as the CDC comments within 30 days of receiving the proposal. Third-party easements are not reviewed by the CDC.

Request to waive six-month encumbrance deadline. This project includes a request to waive the six-month encumbrance deadline. CPW explains that the RFP process and prioritization take several months to generate a project list that is presented to the Parks and Wildlife Commission in November of each year. Subsequently, the due diligence and negotiations with landowners can take six months to over a year. This waiver is required for fee title acquisitions only.

Cost assumption. The cost assumption is based on CPW staff estimates and past acquisition costs. The project is not required to meet the Art in Public Places or High Performance Certification Program requirements.

PROJECT JUSTIFICATION

CPW says changes in Colorado’s demographics and population growth, with associated impacts caused by development, have and will continue to present the division with challenges in managing wildlife and wildlife habitats. Energy exploration and development have added to these challenges. Protecting, preserving, enhancing, and managing wildlife and their environment is a major objective of its FY 2016-17 Performance Plan. CPW says land and water acquisitions play an important role in protecting and maintaining the habitat and population of a variety of Colorado’s game and non-game species. It also says that wildlife-related recreation is an important part of Colorado’s tourism economy. Specific goals associated with this request include:

⦁ minimizing listings under the federal Endangered Species Act;
⦁ ensuring that game species meet specific population targets; and
⦁ ensuring Colorado hunting and fishing opportunities remain attractive to both resident and non-resident hunters and anglers.

PROGRAM INFORMATION

CPW manages over 350 state wildlife areas and 42 state parks. Acquisitions are prioritized based on habitat needs and available funding. This year’s request does not include any appropriated state park projects. Examples of appropriated wildlife acquisitions being considered by CPW for FY 2020-21 include conservation and access easements in Chaffee, Conejos, and Routt Counties.

During FY 2018-19, CPW closed on the following transactions that were approved by the CDC: Hale River Ranch Conservation and Access Easements; Flanders Ranch Public Access Easement; and Pothook Ranch Conservation and Access Easements.
Fiscal Year 2020-21 Capital Construction Request
Natural Resources — Parks and Wildlife
Property Acquisition and Improvements

PROJECT SCHEDULE

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The completion of land and water transactions will vary depending on the outcome of the negotiations for each individual property.

SOURCE OF CASH FUNDS

The source of cash funds for the project is the Wildlife Cash Fund ($11,000,000), created in Section 33-1-112 (1)(a), C.R.S. The division has statutory authority to receive and expend grants, gifts, and bequests, including federal funds, for authorized purposes pursuant to Section 33-10-107 (1)(e), C.R.S. Should federal funds become available for the project, the division may replace its cash funds spending authority with federal funds so long as the total appropriation for the line item is not exceeded.

OPERATING BUDGET

This project has no impact on state operating costs.

STAFF QUESTIONS AND ISSUES

All responses to staff questions have been incorporated into the project write-up.