



COLORADO  
MUNICIPAL  
LEAGUE

# NEWSLETTER

Vol. 47, No. 6, March 12, 2021

## CML Special Conference 2021



The Colorado Municipal League will be holding a Special Conference **Sept. 22-24, 2021** at the Westin in Westminster. We are disappointed that we are unable to hold our regular Annual Conference in Snowmass Village in June, but we could not be happier to have the opportunity to hold an in-person Special Conference in 2021!

We anticipate opening registration in late spring or early summer. Room blocks will open once registration opens. More

information will be sent once registration opens and will also be available on our website at [cml.org/conference](http://cml.org/conference).

In addition to our in-person event in Westminster **Sept. 22-24**, we will be holding a Virtual

Special Conference on **Sept. 30-Oct. 1** (please note the date has changed from the original announcement). This virtual event will re-broadcast some of the sessions from the in-person event, in addition to new, exciting content. All in-person conference registrants will receive a complimentary registration for the Virtual Conference. Separate virtual conference registration will also be available.

CML's Special Conference is the premiere training event for Colorado municipal officials. It is an opportunity to learn from experts and each other, as well as to network with your colleagues from around the state. We hope to see you at one or both of these events!

### **CML Annual Business Meeting and CML Board elections – Save the date**

To ensure consistency of CML Board terms, the Annual Business Meeting will be held virtually at **10 a.m. on June 24, 2021**.

More information about this meeting and how to register will be provided closer to the meeting date. The Annual Business Meeting is your municipality's opportunity to vote on board members, the CML policy statement, and receive the announcement of 2022 dues.

## Colorado well represented in NLC



*By Kevin Bommer, CML executive director*

Over the years, Colorado elected officials have been very active on committees, councils, and constituency groups within the National League of Cities (NLC), ensuring Colorado's perspective contributes to NLC's National Municipal Policy and federal advocacy.

Currently, Centennial Mayor Stephanie Piko is in the second year of her term as an at-large member of the NLC Board of Directors. The board is comprised of four officers (president, first vice president, second vice president, and immediate past president), all past presidents still in local government service; eight state league directors; seven

advocacy committee chairs; and 40 at-large members. The officers are elected to one-year terms during the annual business meeting, and 20 local elected officials are elected to serve two-year terms as at-large members of the board.

Also a member of the NLC Board is Loveland City Councilor John Fogle, by virtue of his selection this year as chair of the Information Technology and Communications (ITC) Committee – one of the seven NLC advocacy committees. ITC is responsible for developing policy positions and advocacy on issues involving broadband access and affordability, net neutrality, cable TV, phone services, spectrum issues, wireless facilities siting, smart cities, and cybersecurity.

Northglenn Council Member Joyce Downing is vice chair of the Small Cities Council and another 40 Colorado municipal officials serve on NLC advocacy committees, councils, and constituency groups. Later in 2021, NLC members will have the opportunity to submit applications to serve in leadership positions on committees and councils, followed by applications to serve as regular members. For more information, go to [bit.ly/3c8ITHo](http://bit.ly/3c8ITHo).

**Empowered cities and towns, united for a strong Colorado**

## Congratulations

CML congratulates Karen Rosen, who celebrated her work anniversary in March.



**Karen Rosen**  
Meetings and  
Events Planner  
1 year

## In memory



### Woodland Park Mayor Val Carr

James Val Carr, Jr., mayor of Woodland Park, passed away on Feb. 16. Born in Sheridan,

Wyo. on May 6, 1948, Val eventually made his way to Colorado, starting as an aerospace engineer, then working for the Colorado Department of Transportation and Lockheed before going into business for himself as a software engineer for his own communication software company. He retired at 45 and chose public service. Val served on the Woodland Park city council as a councilman, mayor pro tem, and was elected to mayor in April 2020 and was very active in the community.

"Val was passionate about public service, and he cared deeply about Woodland Park," said Kevin Bommer, CML executive director. "I was honored to get to know him better over the past couple of years."

Val is survived by his wife, Sherry, and three children, Shana Carr of San Diego, Calif.; James Carr of San Diego; Calif. and Jason Carr of Bakersfield, Calif., as well as four step-children, Danille Noonan, Jacquelyn Noonan, Cory Noonan and Chadd Noonan. CML extends condolences to the entire family and Val's friends. A celebration of life will be held on **June 19** in Woodland Park. In lieu of flowers, donations may be sent to: Teller County Senior Coalition at [bit.ly/3ehTQsZ](https://bit.ly/3ehTQsZ) or to the local animal shelter, TCRAS, at [bit.ly/3t5Z92R](https://bit.ly/3t5Z92R).



### Former Leadville Mayor Bud Elliott

Bud Elliott, who served on the Leadville city council from 2000 to 2004 before

becoming mayor from 2005 to 2013, passed away on Feb. 21 after suffering complications from COVID-19.

Mayor Elliott moved to Leadville in 1994, and he was well known for always being in a good mood, his spirit of volunteerism in the community, and his deep commitment to making Leadville a better place.

"We used to have some fairly animated conversations," Leadville Mayor Greg Labbe recently told the *Denver Post*. "The good thing about Elliot was that we'd have those

political conversations and put it behind us," Labbe said. "We were always of a like mind when it came to the local community's needs and we discussed it very often."

"He loved to come to anything CML put on," said Kevin Bommer, CML executive director. "Sam Mamet, CML's last executive director, and I were talking about how much pride he took in hosting district meetings in Leadville and making sure everyone had a good time."

An outdoor memorial service will be held sometime in the future in Leadville. Those wishing to make contributions St. George's Church, or to Advocates of Lake County, a nonprofit support network for victims of domestic violence and sexual assault.

He remained engaged in the community the entire time he was in Green Mountain Falls, including a plea at town board meeting a couple of days before his passing for proper safety signage at Catamount Falls so that hikers were aware of dangerous ice conditions. Bratton was also known for supporting community needs with donations out of his own pocket, and had most recently been involved in forming Green Mountain Falls' new Fire Mitigation Committee.

Mayor Bratton's family will have a celebration of Dick's life later in the year in Green Mountain Falls.



### Former Green Mountain Falls Mayor Dick Bratton

Dick Bratton, former mayor of Green Mountain Falls, passed away suddenly on Feb. 18 at the age of 84.

Bratton loved the outdoors and loved public service. He served as a planning commissioner and was a four-term mayor from 1996-2004. He continued to serve as a town trustee after he was mayor. His deepest passion was expanding the trail network in the region, which he undertook after retiring from the Air Force Academy and settling in Green Mountain Falls.



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# Deadline for Sam Mamet Good Governance Award nominations is March 31



*CML Executive Director Kevin Bommer presents the 2020 Sam Mamet Good Governance Award to Colorado Springs Mayor John Suthers*

Applications close March 31 for the 2021 Sam Mamet Good Governance Award. To apply, please visit [bit.ly/Mamet21](http://bit.ly/Mamet21).

In 2019, CML announced the creation of the Sam Mamet Good Governance Award in honor of retired CML Executive Director Sam Mamet. Beginning in 2020, the award

is given annually to one to three individuals who exemplify and seek to expand the application of principles of good governance, which may include:

1. Efficiency and effectiveness of government
2. Responsiveness to need
3. Openness and transparency
4. Respect for the rule of law
5. Accountability to self and others
6. Inclusivity
7. Ethical behavior and conduct
8. Innovation
9. Representation of all constituencies
10. Fiscal accountability

The award will be presented during the CML Special Conference. Recipients will be given a complimentary registration to the following year's Annual Conference and invited to assist in presentation of the award to their successor or successors. A plaque containing the names of all recipients and the year of the award will be maintained at CML.

Any municipal elected official, staff member, or other individual in public service who exemplifies principles of good governance is eligible to receive the award. Eligible individuals may be presented for consideration through the completion and submission of the form at [bit.ly/Mamet21](http://bit.ly/Mamet21), or CML Board members and the CML executive director, with approval from the CML Board president, may also add nominees for consideration.

Final selection of the recipient will be made by the CML Executive Board at its regular April meeting prior to the Annual Conference, and recipients will be notified and provided with a per diem reimbursement for expenses and one night of lodging, if not already registered to attend the conference.

Information about last year's winner, Colorado Springs Mayor John Suthers, is available at [bit.ly/3aKawpp](http://bit.ly/3aKawpp).

## Spring municipal election preview

Six municipal elections will be held in April to elect city and town councilmembers. Voters in Colorado Springs, Durango, Fort Collins, Glenwood Springs, Grand Junction, and Ward will select their municipal leaders on **April 6**. Aspen held its regular election on March 2.

Mountain Village voters go to the polls in **June**. Georgetown and Ridgway canceled their elections, citing a lack of competitive races.

Voters will also decide the fate of several ballot questions:

### • Tax and bond issues

Durango voters are being asked to increase the city lodging tax.

### • Marijuana

Grand Junction has two marijuana-related questions on the ballot. One question would allow the operation of marijuana businesses, contingent upon approval of a second question authorizing both a sales and use tax and an excise tax on marijuana.

### • Charter amendments

Fort Collins has five charter amendments on the ballot. The amendments pertain to organizational matters of council, campaign contributions for city elections, city council appropriations, publication of the annual independent audit, and updating obsolete language. A question on the Colorado Springs ballot will allow ballot titles for tax or bonded debt increases to exceed 30 words.

### • Other issues

Fort Collins voters will consider a ban on large grocers from providing disposable plastic bags and a fee on the use of disposable paper bags.

Additionally, Fort Collins and Grand Junction each have questions related to land use and zoning on the ballot.

## Recognition



CML recognizes Fort Collins Mayor Wade Troxell, who will leave office next month after serving as mayor of Fort Collins for the past six years and councilmember for the previous eight years.

Mayor Troxell also served on the CML Executive Board from 2015-2020 – the last six years as an executive officer, including serving as president from 2018-2019.

CML also recognizes Ridgway Mayor Pro Tem Eric Johnson and Aspen Councilmember Ann Mullins. Johnson will be leaving office at the conclusion of his current term after serving the town for 18 years. Mullins' final term ends following Aspen's election earlier this month. During her time on council, Mullins represented Aspen on the CML Policy Committee.

Public service through elected office at the municipal level is the highest calling, and CML is honored to know these individuals. While this article highlights longer-serving municipal officials leaving office, we recognize the work being done by all elected officials serving their communities and we appreciate their support of CML. If you or someone you know also deserves recognition, please email Melissa Mata at [mmata@cml.org](mailto:mmata@cml.org).

# Colorado Department of Local Affairs awards \$2.6M to support Colorado students and affordable housing in February

The Colorado Department of Local Affairs (DOLA) Division of Housing (DOH) awarded \$1.7 million for Next Step 2-Generational Rapid Re-housing (2-Gen RRH) and \$907,000 through the Colorado State Housing Board (SHB) for affordable housing in February.

Next Step 2-Gen RRH is an ongoing program funded through Colorado's Marijuana Tax Cash Fund to provide move-in assistance, temporary rent subsidies and case management services to families with school-aged children and unaccompanied students 18 years or older who are experiencing housing insecurity.

"Every student deserves a safe place to call home and the chance to gain a meaningful education," said DOLA Office of Homeless Initiatives Director Kristin Toombs. "Next Step 2-Gen helps Colorado schools stay focused on their students' education, while supporting their families in securing housing as quickly as possible."

An interagency review team consisting of staff from DOH and the Colorado

Departments of Human Services and Education recommended eight local nonprofits partnered with school districts receive a total of \$1.7 million to serve 183 families over the next two years.

- Grand Junction Housing Authority and Mesa County School District received \$494,000 to help 51 families.
- Greeley Family House and Weld County District 6 received \$50,000 to help five families.
- Housing Resources of Western Colorado and Montrose County School District received \$62,000 to help five families.
- Almost Home, Inc. and Adams 27J, with Westminster Public Schools received \$202,000 to help 20 families.
- Aurora @ Home and Aurora Public Schools, with Cherry Creek School District received \$167,000 to help 12 families.
- Family Tree, Inc. and Jefferson County School District received \$350,000 to help 35 families.

- The Salvation Army and Denver Public Schools received \$300,000 to help 40 families.

DOLA, through SHB, awarded Chaffee County Housing Trust \$907,000 in subsidies to bridge the gap of affordability to qualified low-income homebuyers for up to 32 homes. The program will make homeownership affordable by offering long-term land leases to families with incomes at or below 80% of the Area Median Income (AMI).

"The collaborative efforts of state agencies in the Next Step 2-Gen program to address homelessness among youth is an important complement to the work of SHB to provide more affordable housing in Colorado," Toombs added.

The State Housing Board and DOLA's Division of Housing continue to support the creation of affordable housing that is accessible, safe and secure for all Coloradans. For complete information, visit [bit.ly/2O5aiCf](https://bit.ly/2O5aiCf).



## Upcoming opportunities to develop understanding of energy codes

By Beauclarine Thomas, CML legislative and policy advocate

Colorado Code

Consulting and Xcel Energy invite municipal leaders to three free energy code-related trainings in March. These trainings will be a great opportunity for the building community to develop their skills. They will also be helpful for elected and municipal officials looking to gain an understanding of energy efficiency and compliance. More information on the trainings can be found below, including session descriptions and participation links.

### Webinar 1: Friday, March 19, noon-1 p.m.: Commercial Air Barriers, Hope Medina, Colorado Code Consulting - a Shums Coda Associates Company

This session will be focused on how to increase parity between residential and commercial air barriers. In this session, participants will discuss and learn about how to control the movement of air in commercial projects and develop a roadmap for compliance. Participants will also discuss the requirements of the 2018 IECC for commercial air barriers and brainstorm the future of air barriers in the 2021 IECC. Lastly, participants will leave with the knowledge to assist plans examiners with the information to verify compliance and best practices. Register for the webinar at [bit.ly/30mf3tD](https://bit.ly/30mf3tD).

### Webinar 2: Monday, March 22, noon-1 p.m. How the Energy Code is a Benefit for Your Community, Hope Medina, Colorado Code Consulting - a Shums Coda Associates Company

This presentation will demonstrate how adopting and gaining compliance with the

energy code is a benefit for your current community and your future constituents. Participants will discuss how the energy code is a health, safety, and welfare code, and needs the same attention as the other codes. Presenters will provide participants with information on existing programs and tools to assist them in supporting their building community with programs and rebates to assist with costs. Register for the webinar at [bit.ly/3ekxxTn](https://bit.ly/3ekxxTn).

### Webinar 3: Monday, March 29, noon-1 p.m. Resources for Energy Compliance, Hope Medina, Colorado Code Consulting - a Shums Coda Associates Company

This presentation will be focused on how to build a structure to foster energy compliance. Participants will leave with a deep knowledge of the resources and entities available to support municipal energy compliance. There will also be a discussion of some of the tools necessary to develop and encourage a framework of energy compliance. Register for the webinar at [bit.ly/3esWiwy](https://bit.ly/3esWiwy).



# General Assembly approves legislation providing funding to two transportation grant programs

By Meghan MacKillop CML legislative and policy advocate

Last week, the General Assembly passed Senate Bill 21-110 ([bit.ly/3qxAlPj](https://bit.ly/3qxAlPj)), which provided additional funding for two successful transportation grant programs administered by the Colorado Department of Transportation—the Safer Main Streets Program and the Revitalizing Main Streets Program. These two programs were both created in 2020 to provide funding to local governments to improve public safety and encourage economic development in our communities.

## Safer main streets program

The Colorado Department of Transportation partnered with the Denver Regional Council of Governments (DRCOG) to develop the Safer Main Streets Program to support infrastructure projects that improve safety and accessibility along urban roadways. CDOT and DRCOG formed the program in the summer of 2020 as part of CDOT's 10-year strategic plan to improve transportation infrastructure throughout the state. The Safer Main Streets Program focused on the Denver Metro area and called on local governments to submit creative solutions to reduce fatal and serious injury crashes, increase support of all modes

of travel, and improve access and mobility for residents. Other goals of the program include supporting the development of connected urban and employment centers and multimodal corridors and helping communities adjust to new travel patterns that were caused by COVID-19.

Following a review process, CDOT, in partnership with DRCOG selected 30 transportation projects worth about \$59 million in the Denver and Boulder regions. Some approved projects include intersection improvements in Arapahoe County, improvements on US 36 from Lyons to Boulder, continuation of bike lanes in Centennial, safety improvements on West Colfax in Denver, and intersection multimodal safety improvements in Longmont. A list of approved Safer Main Street Projects can be found at [bit.ly/3v1hlah](https://bit.ly/3v1hlah).

## Revitalizing main streets program

In response to COVID-19, CDOT launched another grant program to help support communities and small businesses to find ways to remain open and thriving through the COVID-19 response. The Revitalizing Main Streets Program was developed to support infrastructure projects that provide open spaces for mobility, community

activities, and economic development in the wake of COVID-19. These smaller scale, shovel-ready projects are meant to help improve safety and create new community spaces to encourage healthy activity and mobility in towns and cities throughout the state. Projects include the installation of benches on a downtown street; installation of bike racks; creation of a buffered or protected bike lane; and improvements to intersections to improve safety for pedestrians. To date, 66 projects have been funded through the program. The full list of approved projects can be found at [bit.ly/2O555ub](https://bit.ly/2O555ub).

## 2021 funding of grant programs

Senate Bill 21-110 is a supplemental bill that transfers \$30 million to CDOT for the funding of the Safer Main Streets and Revitalizing Main Streets Programs. In addition to providing funding to the two programs, the bill will expand the Safer Main Streets Program to communities in all parts of the state, not just the Denver Metro Area. As a result of the influx in funding, more communities will be able to apply for grant funding to complete projects that will improve public safety and promote economic development. For further updates and more information, please contact Meghan MacKillop at [mmackillop@cml.org](mailto:mmackillop@cml.org).

# Census Bureau beginning collection for Census of Governments



The U.S. Census Bureau conducts a Census of Governments (CoG) of all state and local government organization units every five years, for years ending in two and seven, as required by law under Title 13, U.S. Code, Section 161. The collection of these data will be part of a three-phase effort to document the size, structure, and finances of all state and local governments.

CoG is the most comprehensive, comparable and precise measure of public sector activity within the U.S. economy.

The infographic available at [bit.ly/3kEVqGc](https://bit.ly/3kEVqGc) provides an at-a-glance look at the planning and dissemination for the upcoming 2022 CoG. With the release of each data product, the CoG provides policy analysts, researchers and the general public with a more complete and clearer picture of the public sector.

The first phase of data collection for the 2022 CoG begins this month and will continue throughout 2022. Data products from the CoG will be available in 2023.

# CML LEGAL CORNER



## Creating a more accessible, affordable, equitable Colorado for all residents

By Samantha Byrne, CML law clerk

Over the past decade, the demand for affordable housing has been a familiar call consistently echoed throughout Colorado. The need for cost-sensitive alternatives has been exacerbated by the state's steady increase in population, the diminishing middle class, and the toll the COVID-19 pandemic has taken on employment security for many Colorado residents. Reform to municipal zoning codes, specifically provisions regarding occupancy limits of residential properties, have been contemplated by elected bodies as a means to alleviate the strain put on housing and offer more affordable options for residents. Allowing multiple unrelated adults to reside together allows for shared costs of housing, can be an efficient use of property, and is a way to promote socioeconomic diversity.

### Increasing occupancy limits

One method of reform that has seen a great deal of press coverage over the past year is increasing the limit of non-related adults permitted to live in one single-family household together. After three years of city council conversations, due diligence, and community outreach Denver raised their unrelated single-family occupancy limit from just two to five by text amendment to their zoning code on February 8, 2021. Meanwhile, in Boulder petitioners are pursuing an initiated law that would require the city to permit residential units to be occupied by a number of people equal to the number of bedrooms in that home, plus one, regardless of their relation to one another. The petitioners are aiming for a November 2021 vote on the measure.

### Redefining "family"

Some municipal zoning codes include a definition of what constitutes a "family,"

and restrict single-family occupancy to a group of people that fit within those parameters. As recent as 1988, in *Zavala v. City and County of Denver*, the Colorado Supreme Court sanctioned a zoning code provision that prohibited "unmarried unrelated couples" from cohabitating in an upscale Denver neighborhood. Today, the majority of cities no longer impose an absolute blood-relation requirement for non-married, cohabitating individuals and family is often defined as individuals related by blood, marriage, adoption, guardianship, or custodial relationship. Still, these characterizations may be outdated and fail to reflect the varying nature of modern family makeups. Some reform efforts call for eliminating the use of the term "family" in zoning codes altogether or rewriting codes to better reflect the increasingly prevalent "functional family," one in which several unrelated adults come together to share household expenses and duties. Loveland's City Council is currently debating whether to add a definition of family into their zoning code. While defined in previous renditions, officials are unsure if it was omitted purposefully or inadvertently in the current iteration of the home rule municipality's Unified Development Code. Nevertheless, the term family is referenced within the code and city staff has recommended that a definition be added to the code for clarity and utilized to set residential occupancy limits. However, councilors have hesitated to move ahead with the change due to the potential impact it may have on residents' existing living situations.

### Community tension

This issue has not been an easy one for municipal leaders to solve. Not only are options somewhat limited, but altering residential occupancy limits has proven to be a contentious topic for communities to

discuss. Denver's revised policy of allowing up to five unrelated adults to live in a single-family home is already facing repeal through an effort for a citywide referendum less than one month after passing. Elected officials have been tasked with finding housing solutions that offer an array of equitable options for their residents while balancing the wishes and needs of their constituents, which have proven to vary widely across the spectrum.

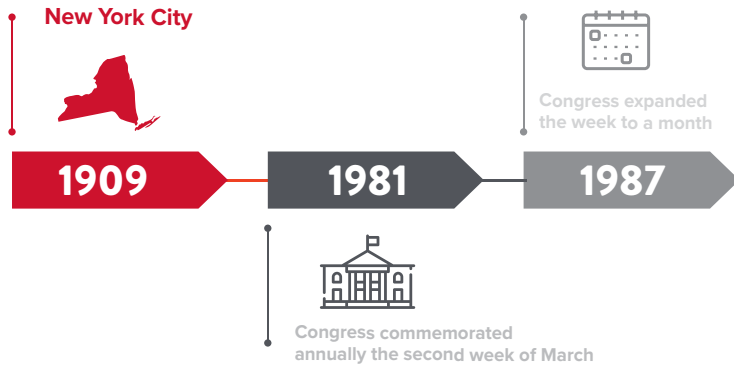
### Alternative affordable housing options

The demand for affordable housing inventory in Colorado persists, and municipal council and board members continue to navigate alternatives to find creative solutions to support their communities. Another trend that has gained some traction has been municipal zoning code reform to allow for single family residential homes to build accessory dwelling units on their property which can then be used to house family members or be rented. Another course of action taken by some communities is reform of zoning requirements that can have a cost prohibitive effect on the development of affordable housing options, such as relaxing robust parking requirements for higher density housing developments. When a developer is required to give up a portion of their property to meet such requirements the value lost is often recovered in the sale price of the housing unit. This option can make sense for residential zones that have easy access to public transportation.

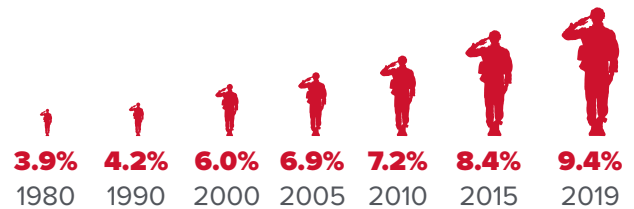
*Note: This column is not intended and should not be taken as legal advice. Municipal officials are always encouraged to consult with their own attorneys.*

## Research Corner: Women in public service

The first Women's Day celebration in the United States was in New York City in 1909, but Congress did not establish National Women's History Week until 1981 to be commemorated annually the second week of March. In 1987, Congress expanded the week to a month.



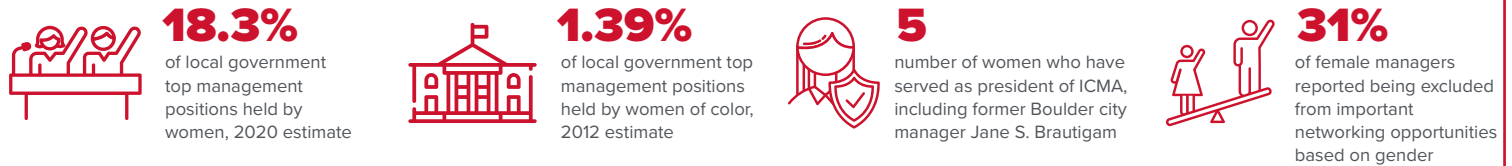
### PERCENT OF U.S. VETERANS WHO ARE WOMEN



Source U.S. Census Bureau [bit.ly/3roSyQx](https://bit.ly/3roSyQx).

## UNDERSTANDING GENDER IMBALANCE IN LOCAL GOVERNMENT MANAGEMENT

Local Government Review: Putting Research into Practice, ICMA, 2020, [bit.ly/3qtk8ei](https://bit.ly/3qtk8ei)



## WHERE DO WOMEN SERVE?

A Comprehensive Analysis of the Gender Gap in U.S. Government. Nathan Lee, 2020. Source: [bit.ly/30mppcO](https://bit.ly/30mppcO).



## PUBLIC ADMINISTRATION GRADUATE ENROLLMENT AND DEGREES

Council of Graduate Schools, 2020 [bit.ly/3kUYTRo](https://bit.ly/3kUYTRo)

Public administration and services graduate degrees awarded by gender, 2018-2019

### MASTER'S DEGREES

**31,120**  
AWARDED

**78.7%**  
women

**21.3%**  
men

### DOCTORAL DEGREES

**1,391**  
AWARDED

**73.6%**  
women

**26.4%**  
men

Average annual change in enrollment in public administration and services graduate program, 2009-2019

**Men**  
**1.2%**  
decrease

**Women**  
**1.1%**  
increase





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