



## Fiscal Note

### Legislative Council Staff

Nonpartisan Services for Colorado's Legislature

## HB 26-1132: PRACTICES TO SUPPORT POLLINATORS

**Prime Sponsors:**

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Sen. Kipp

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**Published for:** House Ag., Water, & Natural Res.

**Drafting number:** LLS 26-0091

**Version:** Initial Fiscal Note

**Date:** February 23, 2026

**Fiscal note status:** This initial fiscal note reflects the introduced bill.

### Summary Information

**Overview.** The bill requires that certain state agencies prioritize in-state sources of native plant material that supports pollinator habitat when planning or executing projects, and train land managers and maintenance crews to identify native plants and use best practices. The bill also requires the state forest service to conduct a study on the availability of native plant material, funded with private donations.

**Types of impacts.** The bill is projected to affect state expenditures on an ongoing basis and conditionally increases revenue until 2031:

- State Expenditures
- State Revenue

**Appropriations.** No appropriation is required. Costs in the CPW and CDOT are paid from continuously appropriated funding sources. See State Expenditures section for additional detail.

**Table 1**  
**State Fiscal Impacts**

Type of Impact	Budget Year FY 2026-27	Out Year FY 2027-28
State Revenue	\$256,738	\$0
State Expenditures	\$1,262,186	\$938,613
Transferred Funds	\$0	\$0
Change in TABOR Refunds	\$0	\$0
Change in State FTE	2.0 FTE	2.3 FTE

State revenue from gifts, grants, and donations is shown here as a budget year impact for informational purposes. The timing of this revenue and associated expenditures may vary and could occur through FY 2030-31.

**Table 1A  
State Revenue  
(Conditional)**

<b>Fund Source</b>	<b>Budget Year FY 2026-27</b>	<b>Out Year FY 2027-28</b>
General Fund	\$0	\$0
Cash Funds (Gifts, Grants, and Donations)	\$256,738	\$0
<b>Total Revenue</b>	<b>\$256,738</b>	<b>\$0</b>

**Table 1C  
State Expenditures**

<b>Fund Source</b>	<b>Budget Year FY 2026-27</b>	<b>Out Year FY 2027-28</b>
General Fund	\$0	\$0
Cash Funds	\$1,192,774	\$885,576
Federal Funds	\$0	\$0
Centrally Appropriated	\$69,412	\$53,037
<b>Total Expenditures</b>	<b>\$1,262,186</b>	<b>\$938,613</b>
<b>Total FTE</b>	<b>2.0 FTE</b>	<b>2.3 FTE</b>

## Summary of Legislation

The bill encourages the Colorado State Forest Service (CSFS), the Department of Natural Resources (DNR), the Department of Personnel (DPA), and the Colorado Department of Transportation (CDOT) to prioritize in-state sources of native plant material that supports pollinator habitat. In doing so, the bill requires the agencies to:

- use collective purchasing power to reduce the costs and increase the supply of native plants and seeds;
- integrate mowing and grazing based on recommendations from a [2022 DNR study](#);
- establish pollinator habitat zones on roadways and public lands; and
- incorporate interseeding, overseeding, and transplanting of native plants.

Each agency is required to establish a training program for land managers and maintenance crews that includes identification of native plants, best practices for pollinator conservation.

By August 1, 2031, the CSFS must study and report the availability of native plant material in Colorado. The study must:

- analyze the supply of native plant materials in the state;
- analyze the demand for, and distribution of and access to, native plants and seeds;
- consider education, technical assistance, and knowledge gaps; and,
- include best practices and incentives for acquiring and using native plants and seeds in the state.

The CSFS is not required to perform the study until sufficient funds from gifts, grants, or private donations are received.

## Background

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[Senate Bill 22-199](#) directed DNR to study and develop recommendations to address pollinator decline and increase pollinator health in the state. The DNR is required to consult with federal agencies, independent scientists and experts, and other state agencies in the course of the study. [The study](#) was published in January 2024.

## State Revenue

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The bill potentially increases state revenue to CSFS in Colorado State University by about \$260,000 from gifts, grants, or donations; however, no sources have been identified at this time. The study is due August 1, 2031, so revenue may be received in future budget years until this date. Gifts, grants, and donations are exempt from TABOR revenue limits.

## State Expenditures

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The bill increases state expenditures by about \$1.3 million in FY 2026-27 and by about \$740,000 in FY 2027-28 and future years. These costs are in Colorado Parks and Wildlife (CPW) in DNR and in CDOT. The bill conditionally increases costs for the CSFS in Colorado State University, subject to receipt of sufficient gifts, grants, and donations. Costs in CPW are paid from the various continuously appropriation cash fund sources, while costs in CDOT are assumed to be paid from the State Highway Fund, which is continuously appropriated to the department. All costs are shown in Table 2 and described below.

**Table 2  
State Expenditures  
All Departments**

<b>Department</b>	<b>Budget Year FY 2026-27</b>	<b>Out Year FY 2027-28</b>
Department of Natural Resources	\$785,408	\$743,573
Department of Transportation	\$256,738	\$195,040
Colorado State Forest Service (Conditional Impact)	\$220,040	\$0
<b>Total Costs</b>	<b>\$1,262,186</b>	<b>\$743,573</b>

**Colorado Parks and Wildlife, Department of Natural Resources**

CPW will require about \$785,000 and 2.0 FTE in FY 2026-27 and \$743,000 and 2.3 FTE in FY 2027-28 and future years to expand practices to support pollinator habitat and native seed supply and to implement the bill’s training requirements. Costs are discussed below and outlined in Table 2A. These costs will be paid from various continuously appropriated funds, which includes revenue from the Colorado Lottery, Great Outdoors Colorado, Climate Resilient Wildlife and Land Cash Fund fees, and donations.

**Staff**

CPW requires 1.7 FTE in FY 2027-28 and 2.0 FTE in FY 2027-28 and in future years for two Native Plant Coordinators to operate and maintain seed storage, inventory, purchases, mixing, shipping, and delivery, in coordination with agency partners. Additionally, CPW will require an ongoing 0.3 FTE beginning in FY 2026-27 for resource stewardship staff to administer the operations, planning, and capital construction for incorporating native plants into CPW managed lands. Standard operating and capital outlay costs are included, and first-year costs are prorated for a September 2026 start date.

**Native Plant Use and Land Management**

**Native Plant Incorporation**

CPW requires \$150,000 annually beginning in FY 2026-27 to incorporate native plants into existing seed mixes. CPW currently has a restoration goal of 1,500 acres per year. Incorporating native plants will result in a cost of an additional \$100 per acre compared to current practice.

**Seed Shipping and Mixing**

Additionally, CPW will need to ship native plant seeds across the state. Increased shipping and handling costs are estimated to be about \$60,000 per year. CPW will also need to increase its capacity to mix seeds to include native plants, which results in a cost of about \$50,000 annually.

**Pollinator Habitat Areas**

CPW will spend about \$75,000 every ten years to maintain and update native revegetation specifications and pollinator habitat specifications for all state parks and recreation areas.

**Temporary Staff**

CPW will require four temporary/seasonal staff each year. These staff are estimated to be paid \$23 per hour for about 1,300 hours of work assisting the Native Plant Coordinators.

**Native Plant Training**

CPW staff will establish a training program for land managers and maintenance crews. Staff will attend the Native Plant Master Training program offered through CSU Extension at a cost of \$17,400 for 30 staff to attend annually. CPW will also develop a specific pollinator training delivered online to land managers and maintenance crews at a cost of \$10,000 per year.

**Centrally Appropriated Costs**

Pursuant to a Joint Budget Committee policy, certain costs associated with this bill are addressed through the annual budget process and centrally appropriated in the Long Bill or supplemental appropriations bills, rather than in this bill. These costs, which may include employee insurance, supplemental employee retirement payments, indirect cost assessments, and other costs, are shown in the table above.

**Table 2A  
State Expenditures  
Colorado Parks and Wildlife, DNR**

<b>Cost Component</b>	<b>Budget Year FY 2026-27</b>	<b>Out Year FY 2027-28</b>
Personal Services	\$183,544	\$211,650
Operating Expenses	\$2,560	\$2,944
Capital Outlay Costs	\$14,000	\$0
Native Plant Use & Land Management Costs	\$385,000	\$313,500
Temporary Staff Costs	\$107,804	\$107,804
Native Plant Training	\$27,400	\$27,400
Vehicle Costs	\$19,028	\$27,238
Centrally Appropriated Costs	\$46,072	\$53,037
<b>Total Costs</b>	<b>\$785,408</b>	<b>\$743,573</b>
<b>Total FTE</b>	<b>2.0 FTE</b>	<b>2.3 FTE</b>

## Department of Transportation

CDOT requires about \$220,000 in FY 2026-27 and about \$195,000 in FY 2027-28 and future years, paid from the State Highway Fund, to implement the training requirements in the bill. These costs are discussed below and outlined in Table 2B.

### Native Plant Training

About 45 current CDOT maintenance staff will require in-person weed mitigation and mowing training which includes costs for travel and lodging. The training equates to about \$390 in training costs and \$250 in travel costs per person, equaling about \$23,000 annually beginning in FY 2026-27. Additionally, about 1,300 maintenance staff will receive a less extensive, virtual training. At \$130 per person, training will result in costs of about \$170,000 annually beginning FY 2026-27.

### Training Development

CDOT requires \$25,000 to develop the training materials for maintenance staff and to update department land management guidelines.

**Table 2B**  
**State Expenditures**  
**Department of Transportation**

<b>Cost Component</b>	<b>Budget Year FY 2026-27</b>	<b>Out Year FY 2027-28</b>
Digital Training	\$171,990	\$171,990
In-Person Training	\$23,050	\$23,050
Training Development	\$25,000	\$0
<b>Total Costs</b>	<b>\$220,040</b>	<b>\$195,040</b>
<b>Total FTE</b>	<b>0.0 FTE</b>	<b>0.0 FTE</b>

## Colorado State Forest Service, Colorado State University

The bill conditionally increases expenditures in the CSFS, contingent on the receipt of about \$250,000 in gifts, grants, or donations to perform the study and report on native plant materials. These conditional costs are discussed below and outlined in Table 2C.

### Research Staff

CSFS requires three staff to conduct the study, including one Research Faculty, one Extension State Specialist, and one Graduate Research Assistant. Total staff cost equal about \$226,000 for the duration of the study.

## Technology Costs

Technology costs include technical editing, copy editing, graphics, and web design and hosting. These costs equal \$3,500 for the duration of the study.

## Travel

Staff conducting the study will be required to travel across Colorado for field research. Assuming \$0.33 per mile, plus fuel costs, for about 1,700 total miles, equals about \$2,300 for the duration of the study.

## Focus Groups

CSFS will conduct seven focus groups as part of the study across Colorado. It costs \$150 per focus group, equaling \$1,050 for the duration of the study.

**Table 2C**  
**Conditional State Expenditures**  
**Colorado State Forest Service, CSU**

<b>Cost Component</b>	<b>Budget Year FY 2026-27</b>	<b>Out Year FY 2027-28</b>
Research Staff	\$226,512	\$0
Technology Costs	\$3,500	\$0
Travel	\$2,337	\$0
Focus Groups	\$1,050	\$0
Indirect Costs	\$23,340	\$0
<b>Total Costs</b>	<b>\$256,738</b>	<b>\$0</b>

## Effective Date

The bill takes effect 90 days following adjournment of the General Assembly sine die, assuming no referendum petition is filed.

## State and Local Government Contacts

Agriculture	Higher Education	Personnel
Forest Service	Natural Resources	Transportation

The revenue and expenditure impacts in this fiscal note represent changes from current law under the bill for each fiscal year. For additional information about fiscal notes, please visit the [General Assembly website](#).