



Fiscal Note

Legislative Council Staff

Nonpartisan Services for Colorado’s Legislature

SB 26-141: WILDLIFE COLLISION PREVENTION

Prime Sponsors:

Sen. Roberts; Simpson
Rep. McCluskie; Taggart

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Fiscal note status: The revised fiscal note reflects the introduced bill, as amended by the Senate Transportation and Energy Committee and the Senate Finance Committee. It has also been updated to correct cash funds for Department of Motor Vehicle-related programming.

Summary Information

Overview. The bill expands the scope of the Bridge and Tunnel Enterprise in the Department of Transportation to include wildlife safe passage projects, and creates an optional collision prevention fee on motor vehicle registrations.

Types of impacts. The bill is projected to affect the following areas on an ongoing basis:

- State Revenue
- State Expenditures
- State Transfer

Appropriations. The bill requires appropriations of \$54,294 to the Department of Revenue and the Department of Natural Resources. All other state expenditures in FY 2026-27 are paid from the Collision Prevention Fund, which is continuously appropriated to the Bridge and Tunnel Enterprise.

**Table 1
State Fiscal Impacts**

Type of Impact	Budget Year FY 2026-27	Out Year FY 2027-28
State Revenue	\$1,967,575	\$3,935,150
State Expenditures	\$2,021,869	\$3,935,150
Transferred Funds	\$610,000	\$635,000
Change in TABOR Refunds	\$0	\$0
Change in State FTE	0.9 FTE	1.1 FTE

Fund sources are shown in the tables below.

**Table 1A
State Revenue**

Fund Source	Budget Year FY 2026-27	Out Year FY 2027-28
General Fund	\$0	\$0
Cash Funds	\$1,967,575	\$3,935,150
Total Revenue	\$1,967,575	\$3,935,150

**Table 1B
State Expenditures**

Fund Source	Budget Year FY 2026-27	Out Year FY 2027-28
General Fund	\$0	\$0
Cash Funds	\$2,002,934	\$3,909,068
Federal Funds	\$0	\$0
Centrally Appropriated	\$18,935	\$26,082
Total Expenditures	\$2,021,869	\$3,935,150
Total FTE	0.9 FTE	1.1 FTE

**Table 1C
State Transfers**

Fund Source	Budget Year FY 2026-27	Out Year FY 2027-28
Collision Prevention Fund	\$610,000	-\$635,000
State Highway Fund	-\$610,000	\$635,000
Net Transfer	\$0	\$0

Summary of Legislation

Beginning January 1, 2027, the bill authorizes an optional \$5 Collision Prevention Fee. The fee is collected by the Division of Motor Vehicles (DMV) in the Department of Revenue (DOR) at the time an individual registers a motor vehicle. The fee may be adjusted for inflation every July starting in 2028.

Fee revenue is credited to two enterprise funds:

- 75 percent to the newly created Collision Prevention Fund, which is continuously appropriated to the statewide Bridge and Tunnel Enterprise (BTE) in the Department of Transportation (CDOT) to fund wildlife safe passage projects, provide matching funding for federal grant programs, cover administrative costs, and promote the fee; and

- 25 percent to the Wildlife Cash Fund, which the bill continuously appropriates to Colorado Parks and Wildlife (CPW) to provide services related to wildlife connectivity and wildlife crossing-related conservation efforts.

The BTE must collaborate with DOR and county clerks to notify individuals of the optional fee, and with involved departments and stakeholders to conduct a public outreach and education campaign. By December 1, 2026, the bill requires the BTE to develop customer-facing educational materials and deliver them to county clerks.

In determining which wildlife safe passage projects to fund, the BTE must consult with relevant state agencies, the Wildlife and Transportation Alliance, local governments, local organizations engaging in work to reduce vehicle collisions, and, where applicable, tribal governments. The enterprise must also consider studies concerning wildlife prioritization, whether a wildlife safe passage project is related to a bridge or tunnel project, and opportunities for landowner agreements or conservation efforts. The BTE must also follow provisions of the state procurement process.

For FY 2026-27, the BTE may receive a loan from the State Highway Fund to defray costs prior to collection of the fee, including funding to conduct a public outreach campaign or to develop language to notify individuals about the optional fee. Money from the Collision Prevention Fund may be used to reimburse the State Highway Fund for the loan amount and interest.

Finally, the bill modifies the process for opting out of the Keep Colorado Wild Pass Fee to align with the process for the Collision Prevention Fee by requiring individuals to affirmatively opt out of the payment of both fees each year that they register a motor vehicle.

Background

Statewide Bridge and Tunnel Enterprise

The [Statewide Bridge and Tunnel Enterprise](#) in CDOT was established in 2009 and expanded in 2021. The enterprise finances, repairs, reconstructs, and replaces designated bridges and completes tunnel projects in the state. The enterprise is authorized to impose a bridge safety surcharge, bridge and tunnel impact fee, and bridge and tunnel retail delivery fee at rates reasonably calculated to defray the costs of completing bridge and tunnel projects. Members of the Transportation Commission serve as the board of directors of this enterprise.

Colorado Wildlife Safe Passages Fund

[Senate Bill 22-151](#) created the Colorado Wildlife Safe Passages Fund in CDOT and transferred \$5 million from the General Fund to the cash fund to support wildlife safe passage projects and reduce wildlife-vehicle collisions. The original transfer has been fully expended.

State Revenue

The bill increases state revenue by about \$2.0 million in FY 2026-27 (half-year impact) and \$3.9 million in FY 2027-28 and ongoing years, credited to the Collision Prevention Fund in the Bridge and Tunnel Enterprise and the Wildlife Cash Fund in the CPW. This revenue is from the collection of the new Collision Prevention Fee. Enterprise revenue is not subject to TABOR.

**Table 2
 State Revenue**

Fund	Budget Year FY 2026-27	Out Year FY 2027-28
Collision Prevention Fund (75%)	\$1,475,681	\$2,951,363
Wildlife Cash Fund (25%)	\$491,894	\$983,787
Total Revenue	\$1,967,575	\$3,935,150

Optional Fee Impact on Vehicle Registrations

Legislative Council Staff is required to estimate the fee impact of bills that create or increase any fee collected by a state agency. Beginning in FY 2028-29, fee amounts may be annually adjusted for inflation. The fee impact is outlined below and shown in Table 2A.

Assumptions

In FY 2024-25, about 5.6 million individuals registered new vehicles or renewed their vehicle registration. In recent years, about 28 percent of registered vehicle owners purchased the \$29 Keep Colorado Wild (KCW) pass with vehicle registrations, meaning about 1.57 million individuals opt-in annually to receive the pass. The fiscal note assumes fewer individuals will opt in to paying the Collision Prevention Fee, as the KCW pass offers residents free access to Colorado State Parks, while the Collision Prevention Fee does not offer a material benefit. Therefore, assuming half of vehicle owners who opt to purchase the KCW pass also opt to pay the Collision Prevention Fee, an estimated 393,515 individuals will pay the fee in FY 2026-27 (half-year impact) and 787,030 will pay the fee in FY 2027-28, with similar amounts ongoing.

**Table 2A
 Fee Impact on Vehicle Registrations**

Fiscal Year	Type of Fee	Fee Amount	Estimated Payers	Total Fee Impact
FY 2026-27	Collision Prevention Fee	\$5	393,515	\$1,967,575
FY 2027-28	Collision Prevention Fee	\$5	787,030	\$3,935,150

State Transfer

In FY 2026-27, the bill allows a one-time transfer from the State Highway Fund to the Collision Prevention Fund to cover CDOT's start-up costs, which are estimated at \$610,000.

This transfer is a loan to an enterprise and must be repaid with interest to the State Highway Fund. The fiscal note assumes that the loan will be repaid in FY 2027-28 with an interest rate of approximately 4.1 percent; therefore, loan repayment is expected to be approximately \$635,000.

The State Highway Fund is allocated by the Transportation Commission. The commission will reallocate spending from the SHF in FY 2026-27 to accommodate the loan.

State Expenditures

The bill increases state expenditures by about \$2.0 million in FY 2026-27 and \$3.9 million in FY 2027-28 and future years. These costs are in the Departments of Transportation, Revenue, and Natural Resources as shown in Table 3 and described in the sections below. Costs in FY 2026-27 are paid from the Collision Prevention Fund, DRIVES Cash Fund, Parks and Outdoor Recreation Cash Fund, and Wildlife Cash Fund. Ongoing CDOT and CPW expenditures are paid from the Collision Prevention Fund and the Wildlife Cash Fund.

Table 3
State Expenditures
All Departments

Department	Budget Year FY 2026-27	Out Year FY 2027-28
Department of Transportation	\$1,475,681	\$2,951,363
Department of Revenue	\$53,516	\$0
Colorado Parks and Wildlife	\$492,672	\$983,787
Total Costs	\$2,021,869	\$3,935,150

Department of Transportation

The bill increases costs in CDOT by about \$1.5 million in FY 2026-27, and \$3.0 million in FY 2027-28 and future years, paid from the Collision Prevention Fund. These costs are shown in Table 3A and described below.

**Table 3A
 State Expenditures
 Colorado Department of Transportation**

Cost Component	Budget Year FY 2026-27	Out Year FY 2027-28
Personal Services	\$78,861	\$108,923
Operating Expenses	\$1,024	\$1,408
Capital Outlay Costs	\$7,000	\$0
Outreach Campaign Consultant	\$100,000	\$0
Outreach Campaign Costs	\$382,500	\$0
Legal Services	\$19,940	\$0
Loan Interest Repayment	\$0	\$25,000
Wildlife Safe Passage Projects	\$867,421	\$2,789,950
Centrally Appropriated Costs	\$18,935	\$26,082
FTE – Personal Services	0.8 FTE	1.1 FTE
FTE – Legal Services	0.1 FTE	0.0 FTE
Total Costs	\$1,475,681	\$2,951,363
Total FTE	0.9 FTE	1.1 FTE

Staff

CDOT requires 1.1 FTE annually to provide support to the enterprise for the fee and related projects. First-year impacts are prorated for an October 2026 start date, and standard operating and capital outlay costs are included. This staff includes:

- a professional engineer at 0.5 FTE to assist the enterprise in selecting and designing projects, consulting with relevant agencies and stakeholders, and performing other work related to the program;
- a budget and policy analyst at 0.3 FTE to assist the enterprise in developing payment processing and procurement support before implementation of the fee, and performing project tracking and reporting tasks once the fee is established; and,
- an accountant at 0.3 FTE to assist the Division of Accounting and Finance in developing initial accounting architecture and performing day-to-day accounting activities.

Outreach Campaign

CDOT requires \$100,000 in FY 2026-27 for a marketing consultant to assist with the outreach campaign required by the bill. The campaign also requires \$382,500 for marketing materials, advertising costs, and customer-facing educational materials for county clerks.

Legal Services

CDOT will require 144 hours of legal services to provide general counsel support on the implementation and administration of the new fee. Legal services are provided by the Department of Law at a rate of \$138.47 per hour.

Wildlife Safe Passage Projects

After accounting for administrative costs and the interest from the loan repayment, the BTE will have about \$867,000 in FY 2026-27 and \$2.8 million in FY 2027-28 and ongoing for wildlife safe passage projects.

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.

Department of Revenue

DRIVES Programming

The DOR requires \$53,516 in FY 2026-27 for programming to update the DRIVES system for the new fee. Programming costs include \$40,300 for 155 hours of programming at a rate of \$260 per hour, plus \$7,708 for an estimated 188 hours of testing and ISD programming support at a rate of \$41 per hour. The Office of Information Technology (OIT) support requirements are an estimated \$5,508 at a rate of \$108 per hour for 51 hours.

Department of Natural Resources

Keep Colorado Wild Pass Programming

Per an agreement between the DOR and the DNR, costs of \$778 for DRIVES programming expenditures related to changes to the payment process for the Keep Colorado Wild pass will be paid with reappropriated funds from the Parks and Outdoor Recreation Cash Fund.

Wildlife Cash Fund

The Wildlife Cash Fund will have additional funding of about \$492,000 in FY 2026-27 and \$984,000 in FY 2027-28 and future years for wildlife connectivity and crossing-related conservation efforts.

Cash Fund Creation—Departments of Personnel and Treasury

Workload will increase for the Departments of Personnel and Administration (DPA) and Treasury to manage and perform accounting for the cash fund created in the bill. While no appropriation is required at this time, these departments may seek additional funding through the annual budget process based on the cumulative impact of all cash funds created through legislation.

Local Government

The bill increases workload for certain local governments to collaborate with the BTE on proposed wildlife safe passage projects. It also increases workload for county clerks to accept and remit revenue from the new Collision Prevention Fee, as well as notify customers about the optional fee and distribute materials provided by the BTE.

Effective Date

The bill takes effect October 1, 2026, assuming no referendum petition is filed.

State Appropriations

For FY 2026-27, the bill requires:

- an appropriation of \$53,516 from the DRIVES Cash Fund to the Department of Revenue; and
- an appropriation of \$778 from the Parks and Outdoor Recreation Cash Fund to the Department of Natural Resources, which is fully reappropriated to the Department of Revenue.

State and Local Government Contacts

Counties	Transportation
County Clerks	Treasury
Local Affairs	Personnel
Natural Resources	Revenue

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](#).