



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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Fiscal note status: This revised fiscal note reflects the reengrossed bill.

Summary Information

Overview. The bill requires certain state agencies to prioritize in-state sources of native plant material that supports pollinator habitat when planning or executing projects, and train relevant staff to identify native plants and use best practices. The bill also requires the Colorado State University 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 Revenue
- State Expenditures

Appropriations. No appropriation is required. Costs in Colorado Parks and Wildlife are paid from continuously appropriated funding sources.

Table 1
State Fiscal Impacts

Type of Impact	Budget Year FY 2026-27	Out Year FY 2027-28
State Revenue	\$193,141	\$0
State Expenditures	\$978,549	\$743,573
Transferred Funds	\$0	\$0
Change in TABOR Refunds	\$19,028	\$27,238
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
Conditional State Revenue

Fund Source	Budget Year FY 2026-27	Out Year FY 2027-28
General Fund	\$0	\$0
Cash Funds (Gifts, Grants, and Donations)	\$193,141	\$0
Total Revenue	\$193,141	\$0

Table 1B
State Expenditures

Fund Source	Budget Year FY 2026-27	Out Year FY 2027-28
General Fund	\$0	\$0
Cash Funds	\$914,918	\$690,536
Federal Funds	\$0	\$0
Centrally Appropriated	\$63,631	\$53,037
Total Expenditures	\$978,549	\$743,573
Total FTE	2.0 FTE	2.3 FTE

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 relevant staff that includes identification of native plants and best practices for pollinator conservation.

By August 1, 2031, Colorado State University (CSU) Extension 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 CSU Extension is not required to perform the study until sufficient funds from gifts, grants, or private donations are received.

Background

[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

The bill potentially increases state revenue to CSU Extension by about \$193,000 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

The bill increases state expenditures by about \$978,000 in FY 2026-27 and by about \$744,000 in FY 2027-28 and future years in Colorado Parks and Wildlife (CPW) in DNR, paid from various continuously appropriated cash fund sources. The bill conditionally increases costs for CSU Extension, subject to receipt of sufficient gifts, grants, and donations. Expenditures in CDOT increase minimally in FY 2026-27 and future years. All costs are shown in Table 2 and described below.

**Table 2
 State Expenditures
 All Departments**

Department	Budget Year FY 2026-27	Out Year FY 2027-28
Department of Natural Resources	\$785,408	\$743,573
Colorado State University (Conditional Impact)	\$193,141	\$0
Total Costs	\$978,549	\$743,573

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 include 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**

Cost Component	Budget Year FY 2026-27	Out Year FY 2027-28
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
Total Costs	\$785,408	\$743,573
Total FTE	2.0 FTE	2.3 FTE

Colorado State University Extension

The bill conditionally increases expenditures in CSU, contingent on the receipt of about \$193,000 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 2B.

Research Staff

CSU 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 \$170,000 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

CSU 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 2B
Conditional State Expenditures
CSU Extension

Cost Component	Budget Year FY 2026-27	Out Year FY 2027-28
Research Staff	\$168,696	\$0
Technology Costs	\$3,500	\$0
Travel	\$2,337	\$0
Focus Groups	\$1,050	\$0
Indirect Costs	\$17,558	\$0
Total Costs	\$193,141	\$0

Department of Transportation

Expenditures in CDOT will increase to establish a training program for relevant land managers and maintenance crews. This increase can be accomplished within existing appropriations.

TABOR Refunds

As a general matter, revenue collected and retained or spent by a TABOR-exempt enterprise is not subject to the state revenue limit. However, when an enterprise uses its revenue to purchase services from state government outside the enterprise (e.g., legal services, fleet management, information technology support), these payments become subject to the TABOR revenue limit.

The bill is expected to increase the amount of state revenue required to be refunded to taxpayers by \$19,028 in FY 2026 27 and \$27,400 in FY 2027-28 from enterprise payments to DPA for fleet management. This estimate assumes the March 2026 LCS revenue forecast. A forecast of state revenue subject to TABOR is not available beyond FY 2027 28. Because TABOR refunds are paid from the General Fund, increased cash fund revenue will reduce the amount of General Fund available to spend or save in FY 2026 27, FY 2027-28, and any future years when the state is over its revenue limit.

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

Natural Resources

Forest Service

Personnel

Higher Education

Transportation