



Fiscal Note

Legislative Council Staff

Nonpartisan Services for Colorado’s Legislature

BILL 3: MOTOR VEHICLE REGULATION ADMINISTRATION

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Fiscal note status: The fiscal note reflects the bill draft requested by the Transportation Legislation Review Committee.

Summary Information

Overview. The bill makes various changes to policy on motor vehicle registration and state identification credentials, and establishes vehicular document piracy as a new civil infraction.

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

- Minimal State Workload
- State Revenue
- Local Government

Appropriations. No appropriation is required.

Table 1
State Fiscal Impacts

Type of Impact¹	Budget Year FY 2025-26	Out Year FY 2026-27
State Revenue	\$0	\$0
State Expenditures	\$0	\$0
Transferred Funds	\$0	\$0
Change in TABOR Refunds	\$0	\$0
Change in State FTE	0.0 FTE	0.0 FTE

Summary of Legislation

The bill makes adjustments to Department of Revenue (DOR) and Department of Motor Vehicles (DMV) policy regarding motor vehicle registration and state identification credentials.

Specifically, the bill:

- prohibits a person from making or distributing a document that simulates an official document related to an individual's identification or the administration of motor vehicles, unless the person received written permission from the DOR. The bill establishes vehicular document piracy as a civil infraction and a fine of no more than \$1,000;
- makes the "Uniform Power of Attorney Act" apply to motor vehicle documents;
- repeals the requirement that a service-connected disability be permanent in order for a veteran to be eligible to register a motor vehicle without paying fees;
- repeals various license plates, including plates issued to foreign governments, consuls, or other official representatives of a foreign government, the Navy SEAL special license plate, the North American Aerospace Defense Command special license plate, and the "Alive at Twenty-five" special license plate;
- beginning April 1, 2026, allows any responsible adult to authorize a minor's driving log;
- adds advanced practice registered nurse to the list of medical professionals able to write an opinion on whether an applicant for a driver license is physically or mentally able to safely operate a motor vehicle;
- beginning January 1, 2026, authorizes the use of a mobile driver's license, which is an official electronic extension of a physical identification document, to verify age or identity. The bill requires the DOR to set criteria for the approval and implementation of mobile identification documents; and
- adjusts the effective date of a provision allowing an individual not lawfully present in the United States to apply for an identification document. This was scheduled to take effect on January 1, 2027, while the bill changes the effective date to the earlier of January 1, 2027, or whenever the DOR is able to implement the provision.

Comparable Crime Analysis

Legislative Council Staff is required to include certain information in the fiscal note for any bill that creates a new crime, changes the classification of an existing crime, or creates a new factual basis for an existing crime. The following section outlines crimes that are comparable to the offense in this bill and discusses assumptions on future rates of criminal convictions resulting from the bill.

Prior Conviction Data

This bill creates the new offense of vehicular document piracy, a civil infraction. To form an estimate on the prevalence of this new crime, the fiscal note analyzed the existing offense of photographing, duplicating, or reproducing any identification card in such a manner that it could be mistaken for a valid license as a comparable crime. From FY 2020-21 to FY 2022-23, two individuals have been convicted and sentenced for this existing offense. Of the persons convicted, both were male. Demographically, one was White and one was Black/African American. As a result, the fiscal note assumes the bill will result in a minimal increase in case filings or convictions. Visit leg.colorado.gov/fiscalnotes for more information about criminal justice costs in fiscal notes.

State Revenue

Beginning in FY 2025-26, the bill has a minimal impact on state revenue in to the Judicial Department and Department of Transportation, as described below.

Judicial Department

The bill minimally increases revenue in the Judicial Department from new court filing fees and fines attributed to the new crime of vehicular document piracy. The fiscal note assumes a low number of new convictions and that any revenue increase will be minimal.

Department of Transportation

The bill minimally decreases revenue to the Highway Users Tax Fund (HUTF) in the Department of Transportation by repealing three special license plates. Applicants for special license plates are required to pay a one-time \$50 fee, of which \$25 is credited to the HUTF and \$25 is credited to the Licensing Services Cash Fund. However, demand for the NAVY Seal plate is currently low, and the North American Aerospace Defense Command special license plate and the "Alive at Twenty-five" special license plates are no longer available. Therefore, this fiscal note assumes a minimal revenue impact.

The bill may also marginally impact revenues from registration fees, including additional revenue to the HUTF, to the extent those with service-connected disabilities who currently do not qualify for a fee exemption would no longer be required to pay a registration fee.

State Expenditures

Beginning in FY 2025-26, the bill has a minimal impact on state workload for the Judicial Department and the Department of Revenue, as described below.

Judicial Department

The bill increases workload and costs in trial courts to process new cases associated with the new crime of vehicular document piracy. This fiscal note assumes any increase in workload to the trial courts will be minimal and no change in appropriations is required.

Department of Revenue

The bill makes a number of minor administrative changes that affect the DOR. Any training, form changes, and website updates associated with the changes can be addressed with existing resources.

Local Government

The bill may decrease the amount of HUTF revenue distributed to counties and municipalities from waiving registration fees for additional persons with service-connected disabilities. Any impact is assumed to be minimal.

Effective Date

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

- the section authorizing the use of a mobile driver license takes effect January 1, 2026; and,
- the section authorizing any responsible adult to authorize a minor's driving log takes effect April 1, 2026.

State and Local Government Contacts

Counties	Law	Transportation
County Clerks	Regulatory Agencies	
Judicial	Revenue	