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Nonpartisan Services for Colorado's Legislature

FINAL FISCAL NOTE

Drafting Number: LLS 18-0684 Date: August 15, 2018
Prime Sponsors: Sen. Fenberg; Coram Bill Status: Signed into law
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Bill Topic: PARKS & WILDLIFE MEASURES TO INCREASE REVENUE

- Summary of Fiscal Impact:
[x] State Revenue [ ] TABOR Refund
[x] State Expenditure [ ] Local Government
[ ] State Transfer [ ] Statutory Public Entity

This bill increases fees for the Colorado Parks and Wildlife Division for certain hunting and fishing licenses and park passes. The bill increases state revenue on an ongoing basis.

Appropriation Summary: No appropriation is required.

Fiscal Note Status: The fiscal note reflects the enacted bill.

Table 1
State Fiscal Impacts Under SB 18-143

Table with 3 columns: Category, FY 2018-19, FY 2019-20. Rows include Revenue (Cash Funds: \$8,774,970 vs \$19,366,758), Expenditures (- vs -), and Transfers (- vs -).

## **Summary of Legislation**

This bill raises the fees for certain hunting and fishing licenses, stamps, and surcharges for the Colorado Parks and Wildlife (CPW) division in the Department of Natural Resources. In addition the bill:

- authorizes the CPW to apply a consumer price index to hunting and fishing licenses;
- codifies current nonresident big game license fees;
- creates a new annual resident youth fishing license;
- allows for the creation of a resident low-income hunting license;
- authorizes the CPW to create a license for young adult hunters and anglers
- increases the amount CPW can charge for replacement licenses and park passes;
- increases the fee for license processing from \$3 to a maximum of \$10 for residents and \$20 for nonresidents;
- removes a cap on the CPW's authority to raise park fees and puts in place a \$1 limit on daily passes and a \$10 limit on annual passes;
- allows for the proceeds of migratory waterfowl stamps to be used for projects outside of Colorado;
- requires the CPW to prepare annual reports on the impact of the fee increases to a joint session of the agriculture committees on or before March 1, 2022;
- removes the cap on the CPW Stores Revolving Fund;
- authorizes the CPW to receive and expend sponsorships, contributions and donations;
- renames the Wildlife Management Public Education Advisory Committee to the Wildlife Council;
- removes the requirement that annual and lifetime park passes be affixed to a vehicle;
- increases the resident low-income senior lifetime fishing license from free to \$8.00; and
- requires the CPW to require individuals entering state parks by means other than motor vehicles to purchase an entrance pass.

## **Assumptions**

The fiscal note includes the following assumptions:

- the CPW will begin collecting the increased fees January 1, 2019;
- processing fees will increase by \$7.00 for residents and \$17 for nonresidents;
- fee increases will not reduce the number of licenses sold;
- the Public Education Advisory Committee (PEAC) surcharge will increase by \$.75;
- and
- the commission will increase park fees by \$1.00 for a daily pass and \$10 for an annual pass.

## **State Revenue**

This bill will increase revenue to the CPW by approximately \$8.8 million in FY 2018-19 and approximately \$19.4 million in FY 2019-20. These will be deposited into the funds shown in Table 2 below. By changing the fee charged for senior fishing licenses from free to \$8.00, the CPW will be eligible for a federal match of up to \$1.7 million from the federal Pittman-Robertson Act. It is not clear at the present time how much federal funding will be received, so no figure is included in the fiscal note. The bill requires the CPW to develop a pass program for people entering state parks by a means other than a vehicle (walking, biking) which will result in an increase in revenue.

Because the CPW does not measure the number of people to whom this applies, the fee amount will depend on the result of stakeholder meetings and commission decisions; no amount has been estimated for the fiscal note. The CPW will also have an increase in revenue from replacement licenses, but because the charge applies to a wide range of license costs, the amount has not been estimated for the fiscal note. CPW is an enterprise so revenue increases are not subject to TABOR.

**Table 2**  
**Revenue Distribution by Fund**

<b>Fund Name</b>	<b>FY 2018-19</b>	<b>FY 2019-20</b>
Wildlife Cash Fund	\$7,186,837	\$16,247,873
State Parks Cash Fund	\$1,083,193	\$2,166,385
PEAC Fund	\$504,940	\$952,500
<b>Total</b>	<b>\$8,774,970</b>	<b>\$19,366,758</b>

**Fee impact on parks and wildlife consumers.** Colorado law requires legislative service agency review of measures which create or increase any fee collected by a state agency. Most fee increases are included in the bill. The Parks and Wildlife Commission will set other fees through rulemaking. The following tables identify the fee impact of this bill on hunters, anglers, and park users.

**Table 3  
Fee Impact on Resident and Nonresident Anglers**

<b>Fiscal Year</b>	<b>Type of Fee</b>	<b>Proposed Fee Increase</b>	<b>Number Affected</b>	<b>Total Fee Impact</b>
FY 2018-19	Fishing - 1 day - Resident	\$4.00	43,100	\$172,400
	Fishing - Annual - Resident	\$8.00	158,000	\$1,264,000
	Fishing - Annual (Sr.) - Resident	\$8.00	43,100	\$344,800
	Youth Fishing Annual New - Resident*	\$8.00	7,100	\$56,800
	Youth Fishing Annual - Resident*	(\$25.00)	5,250	(\$131,250)
	Youth Fishing 1-Day - Resident*	(\$8.00)	1,850	(\$14,800)
	Fishing - 1 day - Nonresident	\$7.00	81,350	\$569,450
	Fishing - 5 days - Nonresident	\$10.00	32,900	\$329,000
	Fishing - Annual - Nonresident	\$40.00	17,450	\$698,000
	Extra Rod Stamp - Resident and Nonresident	\$4.00	107,500	\$430,000
	Fishing Small Game Combo - Resident	\$8.00	39,850	\$318,800
	Low-income Senior Lifetime Fishing	\$8.00	404	\$3,232
			<b>FY 2018-19 Total</b>	<b>\$4,040,432</b>
FY 2019-20	Fishing - 1 day - Resident	\$4.00	86,200	\$344,800
	Fishing - Annual - Resident	\$8.00	316,000	\$2,528,000
	Fishing - Annual (Sr.) - Resident	\$8.00	86,200	\$689,600
	Youth Fishing Annual New - Resident*	\$8.00	14,200	\$113,600
	Youth Fishing Annual - Resident*	(\$25.00)	10,500	(\$262,500)
	Youth Fishing 1-Day - Resident*	(\$8.00)	3,700	(\$29,600)
	Fishing - 1 day - Nonresident	\$7.00	162,700	\$1,138,900
	Fishing - 5 days - Nonresident	\$10.00	65,800	\$658,000
	Fishing - Annual - Nonresident	\$40.00	34,900	\$1,396,000
	Extra Rod Stamp - Resident and Nonresident	\$4.00	215,000	\$860,000
	Fishing Small Game Combo - Resident	\$8.00	79,700	\$637,600
	Low-income Senior Lifetime Fishing	\$8.00	808	\$6,464.00
			<b>FY 2019-20 Total</b>	<b>\$8,080,864</b>

\*New annual youth fishing license replaces daily and annual adult fishing licenses that youth have been purchasing.

**Table 4  
Fee Impact on Resident Hunters**

<b>Fiscal Year</b>	<b>Type of Fee</b>	<b>Proposed Fee Increase</b>	<b>Number Affected</b>	<b>Total Fee Impact</b>
FY 2018-19	Small Game - 1 Day	\$2.00	600	\$1,200
	Small Game (youth)	\$0.25	6,650	\$1,663
	Furbearer	\$3.00	500	\$1,500
	Turkey (youth)	\$4.00	1,800	\$7,200
	Big Game (youth)	\$4.00	-	\$0
	Turkey (fall)	\$8.00	-	\$0
	Turkey (spring)	\$8.00	18,500	\$148,000
	Pronghorn, Deer, Elk	\$8.00	-	\$0
	Bear (fall)	\$8.00	-	\$0
	Mountain Lion	\$8.00	-	\$0
	Small Game	\$8.00	20,950	\$167,600
	Mountain Goat, Moose, Big Horn	\$50.00	-	\$0
	3-year possession/hunting raptor	\$50.00	34	\$1,700
	Peregrine falcon capture license	\$100.00	2	\$200
			<b>FY 2018-19 Total</b>	<b>\$329,063</b>
FY 2019-20	Small Game - 1 Day	\$2.00	1,200	\$2,400
	Small Game (youth)	\$0.25	13,300	\$3,325
	Furbearer	\$3.00	1,000	\$3,000
	Turkey (youth)	\$4.00	3,600	\$14,400
	Big Game (youth)	\$4.00	27,000	\$108,000
	Turkey (fall)	\$8.00	5,500	\$44,000
	Turkey (spring)	\$8.00	18,500	\$148,000
	Pronghorn, Deer, Elk	\$8.00	215,600	\$1,724,800
	Bear (fall)	\$8.00	14,900	\$119,200
	Mountain Lion	\$8.00	1,900	\$15,200
	Small Game	\$8.00	41,900	\$335,200
	Mountain Goat, Moose, Big Horn	\$50.00	720	\$36,000
3-year possession/hunting raptor	\$50.00	68	\$3,400	
Peregrine falcon capture license	\$100.00	4	\$400	
			<b>FY 2019-20 Total</b>	<b>\$2,557,325</b>

**Table 5  
 Fee Impact on Nonresident Hunters**

<b>Fiscal Year</b>	<b>Type of Fee</b>	<b>Proposed Fee Increase</b>	<b>Number Affected</b>	<b>Total Fee Impact</b>
FY 2018-19	Small Game - 1 Day	\$5.00	2,350	\$11,750
	Small Game Hunting	\$25.00	2,350	\$58,750
	Turkey (youth)	\$25.00	-	\$0
	Annual possession/hunting raptor	\$25.00	2	\$50
	Furbearer	\$50.00	75	3,750
	Turkey (fall)	\$50.00	-	0
	Turkey (spring)	\$50.00	660	33,000
			<b>FY 2018-19 Total</b>	<b>\$107,300</b>
FY 2019-20	Small Game - 1 Day	\$5.00	4,700	\$23,500
	Small Game Hunting	\$25.00	4,700	\$117,500
	Turkey (youth)	\$25.00	0	\$0
	Annual possession/hunting raptor -	\$25.00	4	\$100
	Furbearer	\$50.00	150	\$7,500
	Turkey (fall)	\$50.00	160	\$8,000
	Turkey (spring)	\$50.00	660	\$33,000
			<b>FY 2019-20 Total</b>	<b>\$189,600</b>

**Table 6  
 Fee Impact for Special Licences**

<b>Fiscal Year</b>	<b>Type of Fee</b>	<b>Proposed Fee Increase</b>	<b>Number Affected</b>	<b>Total Fee Impact</b>
FY 2018-19	Scientific collection license	\$8.00	60	\$480
	Wildlife importation license	\$25.00	19	\$475
	Field trial license	\$8.00	9	\$68
	Commercial lake license	\$50.00	3	\$150
	Private lake license	\$4.00	3	\$12
	Commercial wildlife park license	\$50.00	46	\$2,300
	Noncommercial bird park license	\$8.00	4	\$32
	Wildlife sanctuary license	\$50.00	3	\$125
			<b>FY 2018-19 Total</b>	<b>\$3,642</b>
FY 2019-20	Scientific collection license	\$8.00	120	\$960
	Wildlife importation license	\$25.00	38	\$950
	Field trial license	\$8.00	17	\$136
	Commercial lake license	\$50.00	6	\$300
	Private lake license	\$4.00	6	\$24
	Commercial wildlife park license	\$50.00	92	\$4,600
	Noncommercial bird park license	\$8.00	8	\$64
	Wildlife sanctuary license	\$50.00	5	\$250
			<b>FY 2019-20 Total</b>	<b>\$7,284</b>

**Table 7  
Fee Impact on Parks and Wildlife Consumers**

<b>Fiscal Year</b>	<b>Type of Fee</b>	<b>Proposed Fee Increase</b>	<b>Number Affected</b>	<b>Total Fee Impact</b>
FY 2018-19	Waterfowl Stamp	\$5.00	17,600	\$88,000
	PEAC Surcharges	\$0.75	673,253	\$504,940
	Application Processing - Resident	\$7.00	190,700	\$1,334,900
	Application Processing - Nonresident	\$17.00	75,500	\$1,283,500
	Daily Park Passes	\$1.00	489,858	\$489,858
	Annual Park Passes	\$10.00	59,334	\$593,335
<b>FY 2018-19 Total</b>				<b>\$4,294,532</b>
FY 2019-20	Waterfowl Stamp	\$5.00	35,200	\$176,000
	PEAC Surcharges	\$0.75	1,270,000	\$952,500
	Application Processing - Resident	\$7.00	381,400	\$2,669,800
	Application Processing - Nonresident	\$17.00	151,000	\$2,567,000
	Daily Park Passes	\$1.00	979,715	\$979,715
	Annual Park Passes	\$10.00	118,667	\$1,186,670
<b>FY 2019-20 Total</b>				<b>\$8,531,685</b>

**State Expenditures**

The bill will increase workload for the CPW in a number of ways. First, the Parks and Wildlife Commission will conduct rulemaking to make the changes to license fees as part of its regular rulemaking schedule. The CPW will conduct outreach with stakeholder groups and local communities to develop a recommendation to the commission on a fee for people entering a park by a means other than in a vehicle. CPW staff will update printed and electronic materials to reflect the new fees. The IPAWS licensing system will be updated to reflect the new license costs. Finally, the CPW will collect data to analyze the impact of the fee increases and report the results to the General Assembly. No new appropriations are required for those efforts.

**Effective Date**

This bill was signed into law by the Governor on May 4, 2018, and took effect on August 8, 2018.

**State and Local Government Contacts**

Information Technology  
Local Affairs

Judicial  
Natural Resources

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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: [leg.colorado.gov/fiscalnotes](http://leg.colorado.gov/fiscalnotes).