



Fiscal Note
Legislative Council Staff
Nonpartisan Services for Colorado’s Legislature

SB 25-057: NONCITIZEN VOTER REGISTRATION CANCELLATION

Prime Sponsors:

Sen. Baisley
Rep. Richardson

Fiscal Analyst:

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Bill Outcome: Postponed Indefinitely
Drafting number: LLS 25-0608

Version: Final Fiscal Note
Date: June 17, 2025

Fiscal note status: The final fiscal note reflects the introduced bill. This bill was postponed indefinitely by the Senate State, Veterans, & Military Affairs Committee on February 4, 2025; therefore, the impacts identified in this analysis do not take effect.

Summary Information

Overview. The bill would have required the Department of State to collect citizenship status information from other state agencies to remove noncitizens from voter rolls.

Types of impacts. The bill would have affected the following areas on an ongoing basis:

- State Expenditures
- Minimal State Workload
- State Revenue
- Local Government

Appropriations. For FY 2025-26, the bill would have required an appropriation of \$238,658 to various state agencies.

Table 1
State Fiscal Impacts

Type of Impact	Budget Year FY 2025-26	Out Year FY 2026-27
State Revenue	\$0	\$0
State Expenditures (Cash Funds)	\$238,658	\$26,578
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 requires the Department of State (DOS) to collect citizenship status information from other state agencies to remove noncitizens from voter rolls. Specifically, the Department of Revenue (DOR), the Department of Public Health and Environment (CDPHE), the Department of Corrections (DOC), and the State Court Administrator must report any non-citizen records to DOS as soon as is practical at the end of each quarter. The DOS must send the information to country clerks, and clerks must remove all noncitizens from voter rolls. The DOS may also directly cancel the registration of any noncitizens. DOS is responsible for securing all information in the reports. The reports are not subject to public record disclosure under the Colorado Open Records Act.

Background

The Division of Motor Vehicles (DMV) in the DOR uses its Driver License, Record, Identification and Vehicle Enterprise Solution (DRIVES) information technology system for all driver license and motor vehicle transactions. The DRIVES system requires an extensive 18-month upgrade, which is scheduled to take place until March 31, 2026. As a result, the DOR has requested that any new legislation requiring DRIVES programming have an effective date of July 1, 2027, with roll-forward spending authority through FY 2028-29, noting that each programming requirement during the system upgrade period may increase the overall project timeline. Based on the current effective date in the bill, the fiscal note includes costs for the DRIVES programming to take place twice—in the existing and new system.

State Revenue

Colorado law requires legislative service agency review of measures which create or increase any fee collected by a state agency. Under current law, the DOS is authorized to adjust fees so that the revenue generated approximates its direct and indirect costs. The DOS is primarily funded through business filing fees. To cover the costs described in the State Expenditures section below, fees may need to be raised to cover all or some of the costs of this bill. The fees affected and the actual amount of fee charges will be set administratively by the DOS based on cash fund balance, total program costs, and the estimated number of professional activities subject to fees. This revenue is subject to TABOR.

State Expenditures

The bill increases state expenditures by about \$239,000 in FY 2025-26 and by about \$27,000 in FY 2026-27. These costs are in the DOS and the DOR as shown in Table 2 and described in the sections below. Costs are paid from the Department of State Cash Fund and the DRIVES Cash Fund respectively. Workload will minimally increase on an ongoing basis for all affected departments to produce the noncitizen reports quarterly.

Table 2
State Expenditures
Department of State and Department of Revenue

Department	Budget Year FY 2025-26	Out Year FY 2026-27
Department of State	\$212,800	\$0
Department of Revenue	\$25,858	\$26,578
Total Costs	\$238,658	\$26,578

Department of State

The Statewide Voter Registration System (SCORE) will require updates to receive additional information from other state agencies regarding individuals who are noncitizens. This information will be used to flag any noncitizens who are registered to vote, and this information will be sent to county clerks. These system changes are estimated to require 1,600 hours of programming time at a rate of \$133 per hour. These are one-time costs in FY 2025-26 only, paid from the Department of State Cash Fund.

Department of Revenue

The bill requires of around \$26,000 for DRIVES programming in FY 2025-26 and FY 2026-27 (see technical note) to allow the system to produce the quarterly report. Programming costs include 80 hours at a rate of \$252 per hour in FY 2025-26, and \$261 per hour in FY 2026-27, plus 90 hours for ISD development, Office of Information Technology support, and additional testing at a cost of around \$35 per hour. These costs are paid from the DRIVES Cash Fund

Local Government

Workload will increase for county clerks to receive the quarterly reports and remove noncitizens from their voter rolls. Overall, this workload is assumed to be minimal, as county clerks currently have existing processes to receive information on ineligible voters and to remove them from the voting roles.

Technical Note

The fiscal note currently includes a duplicative programming cost and upgrade extension for the DOR's DRIVES system, as discussed in the Background section. These costs would be removed if the bill's effective date were amended to July 1, 2027, when the DRIVES upgrade is complete. The fiscal note assumes that increased costs for the bill will be paid from the DRIVES Cash Fund, and that the DOR will raise fees as necessary to ensure that it has sufficient funds to pay for program expenses. However, the DOR reports that recent cash fund consolidations have placed the fund above the allowable statutory reserve and it is unable to raise fees currently. At the same time, current spending from the fund is projected to deplete the available fund balance within the next two years. If the DOR is unable or unwilling to raise fees, the General Fund may be required, either in this bill or through the annual budget process, to ensure cash fund solvency

Effective Date

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

State Appropriations

For FY 2025-26, the bill requires the following appropriations

- \$212,800 from the Department of State Cash Fund to the Department of State; and
- \$25,858 from the DRIVES Cash Fund to the Department of Revenue.

State and Local Government Contacts

Corrections	Public Health and Environment
County Clerks	Revenue
Information Technology	Secretary of State
Judicial	

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](#).