



**Colorado  
Legislative  
Council  
Staff**

**HB16-1047**

**FISCAL NOTE**

**FISCAL IMPACT:**  State  Local  Statutory Public Entity  Conditional  No Fiscal Impact

<b>Drafting Number:</b> LLS 16-0498	<b>Date:</b> February 1, 2016
<b>Prime Sponsor(s):</b> Rep. Buck; Winter Sen. Newell; Roberts	<b>Bill Status:</b> House Health, Insurance, and Environment
	<b>Fiscal Analyst:</b> Bill Zepernick (303-866-4777)

**BILL TOPIC:** INTERSTATE MEDICAL LICENSURE COMPACT

<b>Fiscal Impact Summary</b>	<b>FY 2016-2017</b>	<b>FY 2017-2018</b>	<b>FY 2018-2019</b>
<b>State Revenue</b>	<b>\$323,100</b>	<b>\$269,100</b>	<b>\$269,100</b>
Cash Funds	323,100	269,100	269,100
<b>State Expenditures</b>	<b>\$319,042</b>	<b>\$268,708</b>	<b>\$227,508</b>
Cash Funds	300,740	240,081	198,881
Centrally Appropriated Costs	18,302	28,627	28,627
<b>TABOR Impact</b>	\$ 292,050	\$238,050	Not estimated.
<b>FTE Position Change</b>	1.1 FTE	2.0 FTE	2.0 FTE
<b>Appropriation Required:</b> \$300,740 - Multiple agencies (FY 2016-17).			
<b>Future Year Impacts:</b> Ongoing state revenue and expenditures increase.			

**Summary of Legislation**

This bill enacts the Interstate Medical Licensure Compact (compact) and authorizes the Governor to enter into the compact on behalf of Colorado. Under the compact, physicians licensed in a member state may obtain an expedited license in other member states, allowing them to practice in Colorado or in another member state. The compact is governed by the Interstate Medical Licensure Commission (interstate commission). The compact outlines the process for obtaining an expedited license, including:

- eligibility requirements;
- the designation of a state of principal licensure;
- the application, issuance, and renewal processes; and
- the fees charged by member states.

The compact allows member states to investigate and discipline physicians, including as part of joint investigations with other member states. The interstate commission is required to maintain a database of all licensed physicians in member states. Member states are required to report certain disciplinary actions and complaints against licensed physicians to the interstate commission. In addition, member states are required to share information about disciplinary actions and complaints at the request of another member state.

The compact becomes effective and binding upon enactment of the compact by at least seven states. The compact outlines the processes for member states to withdraw from the compact voluntarily, or for the interstate commission to terminate the membership of a state that defaults on its obligations under the compact.

## Background

As of January 2016, the following 12 states have enacted the compact: Alabama, Idaho, Illinois, Iowa, Minnesota, Montana, Nevada, South Dakota, Utah, West Virginia, Wisconsin, and Wyoming. The interstate commission has begun its work and held meetings in October and December 2015. The interstate commission consists of two voting representatives from each member state and is required to meet at least once per year. Among its various duties, the interstate commission may:

- levy and collect an annual assessment on member states to fund its operations;
- employ an executive director and other staff;
- promulgate rules;
- enforce compliance with compact provisions;
- issue advisory opinions; and
- perform other duties necessary for administration of the compact.

## Assumptions and Data

Information on the exact number of physicians in Colorado who would apply for an interstate compact license with Colorado as their principal state of licensure is unknown. It is also unknown how many physicians in other compact states will apply for expedited Colorado licenses. To prepare this estimate, the fiscal note considers the following data on current physician licensing in Colorado:

- approximately 23,000 physicians are currently licensed in Colorado, of which about 16,000 reside in Colorado and about 7,000 reside in other states;
- each year about 1,500 physicians seek a new license in Colorado and an additional 500 physicians licensed in other states seek licensure through endorsement in Colorado; and
- about 70 percent of licensed physicians in Colorado hold an active medical license in another state.

Using this baseline information, the fiscal note makes the following assumptions:

- about 80 percent of Colorado-based physicians (13,000 physicians) will meet the stricter requirements to apply for an interstate compact license;
- one-third of new license applications (500 applicants per year) will also seek an interstate compact license to facilitate obtaining medical licenses in other states;
- 10 percent of existing license holders (1,300 physicians) will seek an interstate compact license each year; and
- Colorado will begin participating in the interstate compact on January 1, 2017, after state-level implementation tasks have been completed and the interstate commission is fully operational.

## State Revenue

Under the bill, state cash fund revenue from fees will increase by **\$323,100 in FY 2016-17 and \$269,100 in FY 2017-18 and future years**. Fee revenue will go to the Department of Regulatory Agencies (DORA) for in-state compact licenses and to the Department of Public Safety (DPS) for background checks. These revenue impacts are discussed below.

**Interstate compact license.** Under the bill, DORA will have new revenue to the Division of Professions and Occupations Cash Fund of \$252,000 in FY 2016-17 and \$198,000 in FY 2017-18 and future years. This revenue is based on the assumptions above and will be used to cover the direct and indirect costs in DORA from Colorado's participation in the interstate compact. Under the bill, revenue to DORA will be affected in several ways.

- First, based on the assumptions above, about 1,800 Colorado-based physicians are projected to seek an interstate compact license with Colorado as their principal state of licensure. These physicians will pay a fee for this new license in addition to their standard medical license fee.
- Second, an unknown, but presumably small number of physicians will move to Colorado in order to gain residency in a compact state. Fees paid by this population will also be new revenue to the state.
- Third, some percentage of physicians seeking licensure by endorsement will instead seek an expedited license in Colorado through their home state's licensing authority via the interstate compact. This will reduce revenue to DORA, but will be offset by fees transferred to DORA from the physician's home state under the compact.
- Fourth, new revenue will be received from physicians with no prior Colorado license seeking an expedited license in Colorado through their home state under the compact.

Of the revenue impacts listed above, the first is assumed to be the primary source of revenue to the state under the compact. For the purposes of the fiscal note, new fee revenue to DORA is calculated based solely on fees paid by Colorado-based physicians for an interstate compact license, based on the costs outlined in the State Expenditure section. To the extent revenue is received from other states or the population of licensed physicians in Colorado changes due to participation in the interstate compact, these revenue impacts will be accounted for by DORA through the annual budget process.

**Background checks.** Assuming 1,800 physicians per year seek an interstate compact license with Colorado as the principal state of licensure, background checks must be performed for these applicants. These background checks will generate \$71,100 per year in revenue to the DPS, of which \$40,050 is deposited into the Colorado Bureau of Investigations (CBI) Identification Unit Cash Fund, and \$31,050 is passed through to the federal government.

**Fee impact on individuals and business.** State law requires legislative service agency review of measures which create or increase any fee collected by a state agency. Table 1 shows the estimated fee impact for physicians seeking licensure under the compact. The projected fee in this fiscal note is an estimate only; actual fees will be set by DORA and adjusted based on actual participation in the interstate compact by physicians in Colorado and in other states.

<b>Table 1. Fee Impact on Individuals or Business under HB 16-1047</b>			
<b>Type of Fee</b>	<b>Proposed Fee</b>	<b>Number Affected</b>	<b>Total Fee Impact</b>
<b>FY 2016-17</b>			
Interstate Compact License	\$140	1,800	\$252,000
CBI/FBI Background Check	\$39.50	1,800	\$71,100
<b>FY 2016-17 TOTAL</b>			<b>\$323,100</b>
<b>FY 2017-18</b>			
Interstate Compact License	\$110	1,800	\$198,000
CBI/FBI Background Check	\$39.50	1,800	\$71,100
<b>FY 2017-18 TOTAL</b>			<b>\$269,100</b>

**TABOR Impact**

This bill increases state cash fund revenue from fees, which will increase the amount of money required to be refunded under TABOR. TABOR refunds are paid out of the General Fund. Background check fee revenue passed through to the federal government for an FBI background check is not subject to TABOR.

**State Expenditures**

The bill is estimated to increase costs by **\$319,042 and 1.1 FTE in FY 2016-17, \$268,708 and 2.0 FTE in FY 2017-18, and \$227,508 and 2.0 FTE in FY 2018-19**. These costs, paid from cash funds, are in DORA and DPS. Costs are summarized in Table 2 and discussed below.

<b>Table 2. Expenditures Under HB 16-1047</b>			
<b>Cost Components</b>	<b>FY 2016-17</b>	<b>FY 2017-18</b>	<b>FY 2018-19</b>
<b><i>Department of Regulatory Agencies</i></b>	<b><u>\$248,734</u></b>	<b><u>\$198,335</u></b>	<b><u>\$157,135</u></b>
Personal Services	\$38,143	\$94,983	\$94,983
FTE (DORA)	0.7 FTE	1.6 FTE	1.6 FTE
FTE (Dept. of Law for legal services)	0.1 FTE	0.1 FTE	0.1 FTE
Temporary Staff	26,895	0	0
Operating Expenses and Capital Outlay Costs	10,024	1,520	1,520
Information Technology Costs	113,300	47,200	6,000
Legal Services	14,252	14,252	14,252
Compact Dues	27,000	15,000	15,000
Travel	8,000	4,000	4,000
Centrally Appropriated Costs*	11,120	21,380	21,380

<b>Table 2. Expenditures Under HB 16-1047 (Cont.)</b>			
<b>Cost Components</b>	<b>FY 2016-17</b>	<b>FY 2017-18</b>	<b>FY 2018-19</b>
<b><i>Department of Public Safety</i></b>	<b><u>\$70,309</u></b>	<b><u>\$70,373</u></b>	<b><u>\$70,373</u></b>
Personal Services	\$15,678	\$15,678	\$15,678
FTE	0.3 FTE	0.3 FTE	0.3 FTE
Miscellaneous Background Check Costs	16,398	16,398	16,398
FBI Background Check Pass-Through	31,050	31,050	31,050
Centrally Appropriated Costs*	7,183	7,247	7,247
<b>TOTAL</b>	<b>\$319,043</b>	<b>\$268,708</b>	<b>\$227,508</b>

\* Centrally appropriated costs are not included in the bill's appropriation.

**Personal services — DORA.** DORA requires 1.6 FTE per year to implement the bill, prorated to 0.7 FTE in the first year to reflect the assumed implementation date of the compact. Staff will be responsible for promulgating rules, interacting and sharing information with the interstate commission, performing outreach to physicians, investigating complaints concerning physicians both inside and outside of Colorado, and coordinating with licensing authorities in other states. Staff includes 0.3 FTE for a program manager, 1.0 FTE for a program technician, and 0.3 FTE, beginning in the second year, for a criminal investigator. Costs for these staff will be \$38,143 in the first year and \$94,983 in the second and future years.

**Temporary staff.** During the first year, \$26,895 is required for temporary staff in DORA to handle the initial wave of applications and inquiries concerning the interstate compact (1,500 hours of at an hourly rate of \$17.93).

**Operating expenses and capital outlay costs.** DORA will have costs of \$10,024 in the first year and \$1,520 per year in future years for standard operating expenses and capital outlay costs associated with the new staff required under the bill. These costs cover items such as furniture, computers, office software, telephones, and supplies.

**Information technology costs.** DORA will have information technology costs to create new license and renewal types in its licensing system. These changes will accommodate the new interstate compact license for Colorado-based physicians and the expedited license for out-of-state physicians seeking to practice in Colorado. The licensing system must also be modified to report data to, and receive data from, the interstate commission. While the exact nature of the technology systems that will be used by the interstate commission are not known at this time, information technology costs for licensing system modifications in DORA are estimate to be \$113,300 in the first year and \$41,200 in the second year. These estimates assume that 110 hours of programming and system testing will be done in the first year and 400 hours in the second year at a rate of \$103 per hour. In addition, beginning in the second year, \$6,000 per year is required for ongoing system maintenance.

**Legal services.** At a minimum, the bill increases legal service costs in DORA by \$14,252 per year beginning in FY 2016-17. These costs are for 150 hours of legal services provided by the Department of Law, who will require an additional 0.1 FTE to provide this work. In the first year, legal services will focus on rule promulgation. In the second year and beyond, it is assumed that 50 hours per year is required for general counsel to Colorado Medical Board and 100 hours per year is required for legal services concerning cross-state enforcement actions and hearings.

While the exact number of complaints concerning Colorado-based physicians for activities in other states and physicians based in other states for activities occurring in Colorado is unknown, the expanded cross-state activity by physicians is expected to increase the number of complaints received by DORA. If complaint-driven activity requires more legal services than estimated in the fiscal note, it is assumed DORA will seek additional funding through the annual budget process.

**Compact dues.** As a compact member, Colorado must pay dues to the interstate commission. The exact amount of dues owed is not known at this time and will depend on costs at the interstate commission and the number of participating states in the compact. At this time, based on other multi-state licensing compacts, the fiscal note estimates that dues will be \$27,000 in the first year and \$15,000 in the second and future years.

**Travel.** Each state in the compact is required to have two representatives on the interstate commission. Assuming the commission holds an all-member meeting two times in FY 2016-17 and once per year in future years, travel costs and expenses are estimated to be \$8,000 in the first year and \$4,000 per year in future years. Actual costs may vary depending on how often the interstate commission meets.

**Personal services — DPS.** To conduct the estimated number of background checks under the bill, the DPS requires 0.3 FTE for a fingerprint examiner and data specialist. This staffing will cost \$15,678 per year.

**Other background check costs.** The DPS will have costs of \$16,398 for various background check costs such as printing, postage, data access, and system maintenance. In addition, \$31,050 will be passed through the federal government to cover the costs of the FBI background check.

**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. The centrally appropriated costs subject to this policy are estimated in the fiscal note for informational purposes and summarized in Table 3.

<b>Table 3. Centrally Appropriated Costs Under HB 16-1047</b>			
<b>Cost Components</b>	<b>FY 2016-17</b>	<b>FY 2017-18</b>	<b>FY 2018-19</b>
Employee Insurance (Health, Life, Dental, and Short-term Disability)	\$7,696	\$15,279	\$15,279
Supplemental Employee Retirement Payments	7,175	9,916	9,916
Indirect Cost Recoveries	3,432	3,432	3,432
<b>TOTAL</b>	<b>\$18,303</b>	<b>\$28,627</b>	<b>\$28,627</b>

**Effective Date**

The bill takes effect upon signature of the Governor, or upon becoming law without his signature.

**State Appropriations**

For FY 2016-17, the bill requires the following appropriations:

- \$237,614 to the Department of Regulatory Agencies from the Division of Professions and Occupations Cash Fund and an allocation of 0.7 FTE; and
- \$63,126 to the Department of Public Safety from the CBI Identification Unit Cash Fund and an allocation of 0.3 FTE, of which \$31,050 is passed through to the federal government for FBI background checks.

From the appropriation to DORA, the following reappropriations of funds are required:

- \$113,300 to the Office of Information Technology; and
- \$14,252 to the Department of Law with an additional allocation of 0.1 FTE.

**State and Local Government Contacts**

Governor's Office  
Judicial  
Personnel

Public Safety  
Law

Regulatory Agencies  
Health Care Policy and Financing

**Research Note Available**

An LCS Research Note for HB 16-1047 is available online and through the iLegislate app. Research notes provide additional policy and background information about the bill and summarize action taken by the General Assembly concerning the bill.