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SB 19-181

REVISED FISCAL NOTE

(replaces fiscal note dated March 5, 2019)

Drafting Number: LLS 19-0973
Prime Sponsors: Sen. Fenberg, Rep. Becker

Date: March 11, 2019
Bill Status: Senate Second Reading
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Bill Topic: PROTECT PUBLIC WELFARE OIL & GAS OPERATIONS

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

The bill expands the regulatory charge of the Department of Natural Resources related to oil and gas production, and allows local governments to also regulate oil and gas operations within their jurisdictions. The bill increases state government revenue and expenditures and may also impact local government revenue and expenditures on an ongoing basis.

Appropriation Summary: For FY 2019-20, the bill requires an appropriation of \$846,127 to the Department of Natural Resources.

Fiscal Note Status: This fiscal note is reflects the introduced bill, as amended by the Senate Transportation and Senate Finance committees.

Table 1
State Fiscal Impacts Under SB 19-181

Table with 4 columns: Category, Sub-category, FY 2019-20, FY 2020-21. Rows include Revenue (Cash Funds, Total), Expenditures (Cash Fund, Centrally Appropriated, Total, Total FTE), Transfers, and TABOR Refund (General Fund).

Summary of Legislation

This bill modifies the composition and the regulatory charge of the Colorado Oil and Gas Conservation Commission (COGCC) in the Department of Natural Resources (DNR), expands the regulatory charge of the Colorado Department of Public Health and Environment (CDPHE), imposes new requirements on oil and gas operators, and provides additional regulatory authority over oil and gas operations to local governments.

Colorado Oil and Gas Conservation Commission. Under current law, the Oil and Gas Conservation Act declares that it is in the public interest to *foster* the responsible, balanced development, production, and utilization of natural resources of oil and gas in a manner that is consistent with public health, safety, and welfare, including protection of wildlife resources. Current law also requires that the COGCC take into consideration cost-effectiveness and technical feasibility when making decisions or taking actions to minimize the adverse impacts of oil and gas development. This bill modifies the legislative declaration to direct the COGCC to *regulate* the development of oil and gas in a manner that protects public health, safety, and welfare, including protection of wildlife resources, and removes the cost-effectiveness and technical feasibility test. The bill also modifies the composition of COGCC membership, changes some of the appointing authorities, and requires that the DNR hire up to two deputy directors.

COGCC rules. The bill requires that the COGCC review and, if necessary, amend existing rules related to flowlines and inactive, temporarily abandoned, and shut-in wells. The commission must adopt new rules for drilling application fees, estimating financial assurances provided by operators, conducting alternative location analysis, ensuring proper wellhead integrity for production wells, and certifying various compliance officers. The director of the COGCC may deny permit applications in lieu of additional environmental analysis while the commission adopts newly required rules.

The COGCC must review leak detection and repair rules for oil and natural gas well production facilities and compressor stations, and specifically consider adopting more stringent provisions, including a requirement that all production facilities conduct semi-annual leak detection and repair inspections, that owners and operators of oil and gas transmission pipelines and compressor stations inspect and maintain equipment and pipelines on a regular basis, and that operators install and operate continuous methane emissions monitors at facilities with large emissions potential, at multi-well facilities, and at facilities in close proximity to occupied dwellings.

The COGCC must adopt rules to ensure proper wellbore integrity of production wells, which must consider incorporating recommendations from the State Oil and Gas Regulatory Exchange. Wellbore integrity rules must address the permitting, construction, operation, and closure of production wells, require that wells be constructed using current standards that protect water zones and prevent blowouts, enhance safety and environmental protections during operations, require regular integrity assessments, and address the use of nondestructive testing of well joints.

COGCC fees. The bill removes existing monetary caps on permitting fees, and allows the COGCC to charge a permit application fee in an amount sufficient to cover all direct and indirect costs.

Reporting. The director of the COGCC must submit a report to the General Assembly by January 1, 2021, regarding any recommended structural changes to the commission, a summary of relevant information learned from other states' gas commissions, and an analysis of the commission's scientific expertise in the areas of oil and gas mineral resource development.

Statutory pooling of mineral interests. The bill permits the COGCC to authorize more than one drilling unit in a statutory pooling order only if more than 50 percent of the mineral interests consent to be pooled. The bill prohibits an operator from using the surface property of a non-consenting owner without the owner's permission.

Colorado Department of Public Health and Environment. The bill requires that the Air Quality Control Commission (AQCC) in the CDPHE adopt rules to minimize emissions of methane and other hydrocarbons and nitrogen oxides, and to regulate air pollution from oil and gas facilities during all segments of the oil and natural gas supply chain. The AQCC must also review leak detection and repair rules for oil and natural gas production facilities and compressor stations, and consider adopting more stringent provisions.

Oil and natural gas operators. The bill requires that an operator of an oil and gas facility install continuous monitoring equipment for hazardous air pollution. Depending on rules adopted by regulatory agencies, operators may also be required to conduct semi annual leak detection and repair inspections and inspect and maintain transmission pipelines and compressor stations on a regular basis. The bill creates additional permitting requirements for operators, including a requirement that operators file applications with affected local governments before applying to the COGCC.

Local governments. The bill removes the state preemption of oil and gas regulation and expands the authority of local governments to regulate oil and gas development within their jurisdictions, including the local government's ability to zone land use for mineral resource development, to site, monitor, and inspect oil and gas facilities, and to impose fees and fines.

If there is a conflict between the regulations or standards of a local government and any state agency, or between state agencies regarding the exercise of authority over oil and gas development, this bill requires that the regulation that is rationally designed to be more protective of public health and the environment takes primacy over the conflicting regulation.

Background

State and local taxes from oil and gas development. Companies that extract mineral resources, including oil and natural gas, pay severance taxes to the state and property taxes to local governments. In FY 2016-17, the industry paid a total of \$473.6 million in taxes, including \$469.6 million in property taxes and \$4.0 million in severance taxes. In FY 2017-18, total taxes were \$813.7 million, including \$687.1 million in property taxes and \$126.6 million in severance taxes. Severance tax revenue is split between state programs and local governments. These estimates do not include revenue from corporate income taxes, individual income taxes, sales taxes, use taxes or the contribution in state trust land revenue or federal mineral leasing payments attributable to oil and gas development.

State revenue in FY 2017-18 is calculated based on production values in 2016 and 2017, when production was increasing. A significant portion of severance and property taxes come from new oil and gas wells, since production from these wells is highest during the first 2-3 years.

Total production of oil and gas and related tax collections are a product of multiple macroeconomic factors, including the global price of oil and natural gas, technological advances, and production trends. Oil and gas regulations are only one consideration for the industry when deciding to develop resources; other factors include the cost of extraction, the existence of supporting infrastructure, the ability to market extracted resources, tax rates, existing business commitments, and prevailing prices.

Table 2 shows 2018 oil and gas production for the 10 highest producing counties of each resource.

Table 2
2018 Oil and Gas Production by County

Oil Production			Natural Gas Production		
County	Barrels		County	Mcf (1,000 Cu Ft)	
Weld County	149,189,227	89.0%	Weld County	778,383,212	43.0%
Rio Blanco County	3,759,105	2.2%	Garfield County	491,425,909	27.1%
Larimer County	3,734,852	2.2%	La Plata County	294,038,344	16.2%
Adams County	2,938,384	1.8%	Rio Blanco County	51,493,890	2.8%
Arapahoe County	2,105,223	1.3%	Mesa County	56,571,338	3.1%
Garfield County	1,450,385	0.9%	Las Animas County	50,951,440	2.8%
Jackson County	1,286,617	0.8%	Yuma County	17,374,297	1.0%
Cheyenne County	949,707	0.6%	Archuleta County	15,714,674	0.9%
Lincoln County	685,524	0.4%	Larimer County	10,712,314	0.6%
Washington County	430,934	0.3%	Moffat County	9,647,938	0.5%
Remainder of State	1,131,292	0.7%	Remainder of State	34,462,195	1.9%
Total	167,661,250	100.0%	Total	1,810,775,551	100.0%

Source: Colorado Oil and Gas Conservation Commission.

Local property taxes and school finance. The money to fund the school finance act comes from a combination of local and state sources. In FY 2017-18, the cost of school finance was about \$6.6 billion. Local property and specific ownership taxes contributed 38 percent of this funding, and state tax revenue contributed 62 percent. These percentages vary widely among individual school districts due to local differences in property wealth and tax rates. State aid provides the difference between a district's total school finance act funding and the local share. In school finance, this concept of state assistance backfilling local resources is called "equalization."

State Revenue

This bill increases state revenue from application fees to the COGCC by \$3.0 per year starting in FY 2019-20, and may impact severance tax revenue in the future.

Fee impact on oil and gas operators. Colorado law requires legislative service agency review of measures which create or increase any fee collected by a state agency. These fee amounts are estimates only, actual fees will be set administratively by DNR based on cash fund balance, program costs, and the number of permits subject to the fee.

Currently, the COGCC's estimated cost to process a request for a new oil and gas location is approximately \$1,000, and the estimated cost to process an application for a permit to drill is approximately \$300. Current law caps fee amounts at \$200. This bill permits the DNR to establish fee amounts in rule. The DNR estimates that the COGCC processes about 600 new oil and gas location applications, and 8,000 permit to drill applications annually. Based on this volume of applications and an anticipated increase in fee amounts, the bill will increase state revenue. State revenue from fees is subject to the TABOR revenue limits in the state constitution. Table 3 identifies the estimated fee impact of this bill.

**Table 3
 Fee Impact on Oil and Gas Operators**

Fiscal Year	Type of Fee	Proposed Fee	Number Affected	Total Fee Impact
FY 2019-20	Oil & gas location assessment	\$1,000	600	\$600,000
	Application to drill	\$300	8,000	\$2,400,000
FY 2019-20 Total				\$3,000,000
FY 2020-21	Oil & gas location assessment	\$1,000	600	\$600,000
	Application to drill	\$300	8,000	\$2,400,000
FY 2020-21 Total				\$3,000,000

Severance tax revenue. Because severance taxes are calculated in arrears, currently producing wells determine the amount of severance taxes collected in FY 2019-20 and FY 2020-21. This bill will not affect production of currently operating wells during this time, and therefore has no anticipated impact on tax revenue in these fiscal years.

The measure's future impact on tax revenue will depend on the type of regulations that state agencies and local governments implement, and the effects those regulations have on business decisions to develop oil and gas resources. Since the future actions of state agencies, local governments and business operators are unknowable, a change in state tax revenue cannot be estimated.

State Expenditures

The bill increases state expenditures by \$995,132 and 7.0 FTE in FY 2019-20, and by \$879,486 and 7.0 FTE in FY 2020-21. State expenditures are in the Department of Natural Resources, including Colorado Parks and Wildlife (CPW), and the Department of Law. The bill also increases workload for the Colorado Department of Public Health and Environment. The bill potentially impacts state funding for school finance in the future. New expenses are displayed in Table 4 and described below.

**Table 4
 Expenditures Under SB 19-181**

Cost Components	FY 2019-20	FY 2020-21
Department of Natural Resources		
Personal Services	\$524,369	\$524,369
Operating and Capital Outlay	\$33,918	\$5,700
Travel	\$15,288	\$12,528
Staff Technical Training	\$2,500	\$1,350
Rule Making / Member Travel & Contractor	\$83,518	-
Legal Services - Department of Law	\$186,534	\$186,534
Centrally Appropriated Costs*	\$149,005	\$149,005
FTE – Personal Services	6.0 FTE	6.0 FTE
FTE – Legal Services	1.0 FTE	1.0 FTE
TOTAL	\$995,132	\$879,486
Total FTE	7.0 FTE	7.0 FTE

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

Personal services - Department of Natural Resources. Beginning in FY 2019-20 and ongoing, the bill increases personal services costs for the DNR. The bill requires that DNR hire 2.0 FTE additional deputy directors. New rulemaking and modified regulatory requirements necessitate 1.0 FTE for administrative support, 1.0 FTE for a toxicologist to assist with rulemaking and ongoing environmental regulation and 1.0 FTE for a financial assurance specialist to assist with estimating necessary surety. Depending on the rules adopted by the COGCC, the DNR may require additional FTE beginning in FY 2020-21 and FY 2021-22 to implement new regulatory requirements. This cost has not been estimated.

The CPW will also require 1.0 FTE new staff to assist those counties and local governments that choose to regulate oil and gas operations more stringently than the COGCC. Assuming up to 20 local governments choose some form of regulation over oil and gas, CPW expenditures increase to consult and advise governing boards and staff, to assist with local implementation, and for travel.

Personal services - Department of Public Health and Environment. For FY 2019-20 only, the bill increases workload in the Colorado Department of Public Health and Environment to assist the Board of Health to adopt rules to minimize emissions of methane and other hydrocarbons and oxides of nitrogen, and to regulate air pollution from oil and gas operations. This workload is estimated at 1,040 hours, or the equivalent of 0.5 FTE; however, the CDPHE can accomplish this workload within existing appropriations. Depending on the rules adopted by the state board, the department may require additional FTE beginning in FY 2020-21 and FY 2021-22 to regulate air pollution. This cost has not been estimated.

Travel and technical training. New DNR staff will incur travel expenses as part of their routine duties, including mileage reimbursement, vehicle lease, hotel and meals. State costs also increase to reimburse COGCC members for travel expenses for additional rule making sessions. Regulatory staff at DNR will require additional training and professional development to understand and implement the modified charge of the COGCC.

Rule making- travel reimbursement and contracted services. The bill requires the COGCC to modify existing rules and also adopt new ones. The required rules will be highly technical, and due to necessary stakeholder engagement, will likely require a minimum of 22 days of rule making. This effort increases state costs for travel reimbursement for COGCC members and staff, and to contract for an engineering consultant and a certified industrial hygienist to assist the COGCC with the adopted rules specified in the bill.

Legal services. The Attorney General's office will assist the DNR with rule making and related legal services estimated at 1,800 hours annually, or the equivalent of 1.0 FTE.

School finance. When local sources of school finance are reduced, such as a potential reduction in property taxes from limited oil and gas production, pressure is created for the state to equalize that reduction in local share; however, since FY 2010-11, the General Assembly has used the budget stabilization factor to proportionally reduce the amount of state equalization to address state budgetary demands. The budget stabilization factor imposes a uniform percentage reduction on total and per pupil funding for all districts not fully funded with local sources.

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 include employee insurance, supplemental employee retirement payments, and leased space, are estimated to be \$149,005 in both FY 2019-20 and FY 2020-21.

TABOR refunds. The bill is expected to increase state General Fund obligations for TABOR refunds by \$3.0 million in FY 2019-20. Under current law and the December 2018 forecast, the bill will correspondingly increase the amount refunded to taxpayers via sales tax refunds on income tax returns for tax year 2020. The state is not expected to collect a TABOR surplus in FY 2020-21.

Local Government

The measure's impact on local revenue and expenditures will depend on the type of regulations, if any, a local government chooses to adopt. Local regulatory programs will increase a local government's expenditures and could also impact the amount of property taxes collected by counties, school districts, and special districts. Regulations that contribute to decisions to reduce new drilling will reduce future local property tax collections, since producing well sites have higher assessed value than non-producing areas. Since the type and location of potential regulations adopted at the local level are unknowable, the change in local revenue and expenditures cannot be estimated. The bill potentially impacts the amount of severance tax revenue that state government collects and then shares with those local governments most directly impacted by oil and gas development.

Effective Date

The bill takes effect upon signature of the Governor, or upon becoming law without his signature, and applies to conduct occurring on or after that date, including determinations of applications pending on the effective date.

State Appropriations

For FY 2019-20, the bill requires total cash funds appropriations of \$846,127 in the following amounts:

- \$753,599 from the Oil and Gas Conservation and Environmental Response Fund to the Department of Natural Resources and 5.0 FTE;
- \$186,534 of the above amount in reappropriated funds to the Department of Law and 1.0 FTE; and
- \$92,528 from the Wildlife Cash Fund to Colorado Parks and Wildlife and 1.0 FTE.

State and Local Government Contacts

Counties	Information Technology	Judicial
Law	Local Affairs	Municipalities
Natural Resources	Public Health	Revenue