

First Regular Session
Seventy-third General Assembly
STATE OF COLORADO

ENGROSSED

*This Version Includes All Amendments Adopted
on Second Reading in the House of Introduction*

LLS NO. 21-0301.01 Gregg Fraser x4325

SENATE BILL 21-033

SENATE SPONSORSHIP

Sonnenberg and Winter,

HOUSE SPONSORSHIP

Roberts and Will,

Senate Committees

Finance
Appropriations

House Committees

A BILL FOR AN ACT

101 **CONCERNING THE ADOPTION OF STATUTORY CHANGES RELATED TO**
102 **CONSERVATION EASEMENTS THAT WERE RECOMMENDED BY THE**
103 **CONSERVATION EASEMENT WORKING GROUP CONVENED IN**
104 **ACCORDANCE WITH HOUSE BILL 19-1264, AND, IN CONNECTION**
105 **THEREWITH, MAKING AN APPROPRIATION.**

Bill Summary

(Note: This summary applies to this bill as introduced and does not reflect any amendments that may be subsequently adopted. If this bill passes third reading in the house of introduction, a bill summary that applies to the reengrossed version of this bill will be available at <http://leg.colorado.gov>.)

A working group was convened over the 2019 interim pursuant to House Bill 19-1264 to develop proposed statutes to address certain issues

Shading denotes HOUSE amendment. Double underlining denotes SENATE amendment.
Capital letters or bold & italic numbers indicate new material to be added to existing statute.
Dashes through the words indicate deletions from existing statute.

SENATE
Amended 2nd Reading
May 26, 2021

affecting the creation, valuation, tax treatment, and stewardship of conservation easements in the state. The bill implements the recommendations of the working group by creating a new state income tax credit (new credit) for certain taxpayers who were denied state income tax credits for conservation easements donated between 2000 and 2013 (original credit) if the federal internal revenue service allowed a federal income tax deduction for the same donation. The amount of the new credit is based upon the amount of the original credit that could have been claimed at the time of the original donation based upon the value of the donation accepted by the internal revenue service. The amount of the new credit is reduced by any amount that was allowed to be claimed against Colorado income tax or otherwise reinstated to the claimant of the original credit. The new credit is not refundable but may be carried forward or transferred in the same manner as original credits. New credits allowed count against a portion of the existing cap on the total amount of original conservation easement credits that may be claimed each year. The department of revenue is required to make information about the new credit available online.

The bill establishes a process for applying to the division of conservation to claim the new credit. If the original credit that was denied was transferred to another taxpayer as transferee, the bill provides a process for all parties to the transaction to submit a mutual application to claim the new credit or, if there is objection, an ombudsman process to resolve disputes about the distribution of the credit.

1 *Be it enacted by the General Assembly of the State of Colorado:*

2 **SECTION 1.** In Colorado Revised Statutes, **add** 39-22-522.7 as
3 follows:

4 **39-22-522.7. Conservation easement tax credits - credit for**
5 **previously denied claims - rules - legislative declaration - intent -**

6 **definition.** (1) THE GENERAL ASSEMBLY HEREBY FINDS AND DECLARES
7 THAT:

8 (a) IT IS THE INTENT OF THE GENERAL ASSEMBLY TO PROVIDE
9 RELIEF THAT WILL REPAIR THE HARM CAUSED BY THE DEPARTMENT OF
10 REVENUE'S DISALLOWANCE OF COLORADO CONSERVATION EASEMENT TAX
11 CREDITS TO LANDOWNERS WHO IN GOOD FAITH, SUBJECT TO SUBSECTION

1 (5) OF THIS SECTION, CONVEYED CONSERVATION EASEMENTS TO
2 QUALIFIED CONSERVATION EASEMENT HOLDERS BETWEEN JANUARY 1,
3 2000, AND DECEMBER 31, 2013;

4 (b) STATE REPRESENTATIVE KIMMI LEWIS FROM HOUSE DISTRICT
5 64, WHO PASSED AWAY IN DECEMBER 2019, WORKED TIRELESSLY DURING
6 HER CAREER AS A LEGISLATOR TO PROVIDE HELP TO LANDOWNERS WHO
7 HAD CONSERVATION EASEMENT CREDITS ARBITRARILY DISALLOWED; AND

8 (c) RESOLUTION OF THIS HARM BY ALLOWING A LANDOWNER TO
9 CLAIM A TAX CREDIT FOR A CONSERVATION EASEMENT DONATION THAT
10 WAS ACCEPTED BY THE FEDERAL INTERNAL REVENUE SERVICE AND
11 CONVEYED IN GOOD FAITH SUBJECT TO SUBSECTION (5) OF THIS SECTION,
12 BUT ULTIMATELY DENIED BY THE STATE, WILL END THE NEARLY
13 TWO-DECADES-LONG CONFLICT OVER COLORADO'S CONSERVATION
14 EASEMENT TAX CREDIT PROGRAM, RESTORE THE INTEGRITY OF THE
15 PROGRAM, AND ALLOW THE PROGRAM TO MOVE FORWARD TO CONTINUE
16 THE GOOD WORK OF CONSERVING COLORADO'S INCREASINGLY LIMITED
17 OPEN SPACE AND NATURAL RESOURCES.

18 (2) NOTWITHSTANDING ANY OTHER PROVISION OF LAW, A
19 LANDOWNER SHALL BE ALLOWED TO CLAIM A TAX CREDIT WITH RESPECT
20 TO THE INCOME TAXES IMPOSED BY THIS ARTICLE 22 FOR EACH PERPETUAL
21 CONSERVATION EASEMENT IN GROSS DONATED IN GOOD FAITH BETWEEN
22 JANUARY 1, 2000, AND DECEMBER 31, 2013, FOR WHICH A TAX CREDIT
23 WAS CLAIMED PURSUANT TO SECTION 39-22-522 AND WAS DENIED IN
24 WHOLE OR IN PART IF A FEDERAL CONSERVATION EASEMENT TAX
25 DEDUCTION WAS ACCEPTED BY THE FEDERAL INTERNAL REVENUE SERVICE
26 FOR THE SAME DONATION. FOR PURPOSES OF THIS SECTION:

27 (a) THE AMOUNT OF THE CREDIT ALLOWED FOR EACH DONATION

1 SHALL BE EQUAL TO THE FULL AMOUNT OF THE CREDIT THAT COULD HAVE
2 BEEN CLAIMED FOR THE DONATION PURSUANT TO THE APPLICABLE LAW IN
3 EFFECT AT THE TIME OF THE DONATION;

4 (b) THE FAIR MARKET VALUE OF THE DONATION SHALL BE THE FAIR
5 MARKET VALUE OF THE CONSERVATION EASEMENT CONTRIBUTION
6 ACCEPTED BY THE INTERNAL REVENUE SERVICE AS REFLECTED ON THE
7 FEDERAL INCOME TAX FORM 8283 OR AMENDED BY A SUBSEQUENT
8 FEDERAL APPEAL PROCESS, FEDERAL COURT, OR UNITED STATES TAX
9 COURT RULING; AND

10 (c) THE AMOUNT OF ANY CREDIT ALLOWED PURSUANT TO THIS
11 SECTION SHALL BE DECREASED BY ANY AMOUNT OF CREDIT THAT WAS
12 OTHERWISE ALLOWED TO BE CLAIMED AGAINST THE TAXES IMPOSED BY
13 THIS ARTICLE 22 OR OTHERWISE REINSTATED, AND BY ANY AMOUNT THAT
14 WAS REIMBURSED OR OTHERWISE ALLOWED TO THE TRANSFEREE AS A
15 RESULT OF A SETTLEMENT, LITIGATION, OR OTHER MEANS THAT PROVIDED
16 COMPENSATION TO THE TRANSFEREE.

17 (3) BY AUGUST 15, 2021, THE DEPARTMENT OF REVENUE SHALL
18 MAKE INFORMATION READILY AVAILABLE ONLINE FOR TAXPAYERS WHO
19 HAD A TAX CREDIT DENIED IN WHOLE OR IN PART FOR A CONSERVATION
20 EASEMENT DONATED BETWEEN JANUARY 1, 2000, AND DECEMBER 31,
21 2013, THAT THE TAXPAYER MAY BE ELIGIBLE TO APPLY FOR A CREDIT
22 PURSUANT TO THIS SECTION. SUCH INFORMATION SHALL INCLUDE THE
23 APPLICATION FORM AND PROCESS CREATED BY THE DIVISION PURSUANT TO
24 SUBSECTION (4) OF THIS SECTION. THE ONLINE INFORMATION MUST
25 OUTLINE THE PROCESS FOR APPLYING FOR A CREDIT AND THE CRITERIA
26 USED TO DETERMINE THE AMOUNT OF THE CREDIT.

27 (4) A TAXPAYER MUST SUBMIT A CLAIM FOR A CREDIT TO THE

1 DIVISION OF CONSERVATION IN THE DEPARTMENT OF REGULATORY
2 AGENCIES NO LATER THAN SEPTEMBER 30, 2022. THE CLAIM MUST BE
3 SUBMITTED USING A FORM AND PROCESS CREATED BY THE DIVISION AND
4 IN COORDINATION WITH THE WORKING GROUP CONVENED IN ACCORDANCE
5 WITH SECTION 12-15-106 (14.5). THE CLAIM MUST BE ACCOMPANIED BY
6 THE FOLLOWING:

7 (a) A COPY OF THE FEDERAL INCOME TAX FORM 8283 USED TO
8 SUBSTANTIATE A FEDERAL DEDUCTION FOR THE DONATED CONSERVATION
9 EASEMENT;

10 (b) IF THE ORIGINAL AMOUNT OF DEDUCTION CLAIMED ON THE
11 FEDERAL INCOME TAX FORM 8283 WAS ADJUSTED, DOCUMENTATION
12 CONFIRMING THE AMOUNT ULTIMATELY ALLOWED BY THE INTERNAL
13 REVENUE SERVICE, A FEDERAL COURT, OR THE UNITED STATES TAX COURT
14 AND CLAIMED BY MEANS OF AN ADJUSTED FEDERAL TAX RETURN
15 ACCEPTED BY THE INTERNAL REVENUE SERVICE; AND

16 (c) DOCUMENTATION CONFIRMING SETTLEMENT OF THE CREDIT
17 AMOUNT ALLOWED BY THE DEPARTMENT OF REVENUE.

18 (5) (a) THE DIVISION OF CONSERVATION SHALL ESTABLISH A
19 PROCESS BY RULE IN COORDINATION WITH THE WORKING GROUP
20 CONVENED IN ACCORDANCE WITH SECTION 12-15-106 (14.5) FOR
21 DETERMINING WHETHER A LANDOWNER CONVEYED AN EASEMENT IN GOOD
22 FAITH AND OTHERWISE MEETS THE REQUIREMENTS SET FORTH IN THIS
23 SECTION FOR RECEIVING A CREDIT.

24 (b) AS USED IN THIS SECTION, "GOOD FAITH" MEANS THAT A
25 PERSON OR ENTITY HONESTLY RELIED UPON A LICENSED PROFESSIONAL TO
26 ESTABLISH THE VALUE OF A CONSERVATION EASEMENT, DID NOT
27 KNOWINGLY MISREPRESENT THE VALUE OF THE CONSERVATION

1 EASEMENT, AND FOLLOWED THE APPLICABLE LAWS AND REGULATIONS SET
2 FORTH IN STATUTE, DEPARTMENT OF REVENUE RULES, AND THE FEDERAL
3 INTERNAL REVENUE CODE AND FEDERAL DEPARTMENT OF TREASURY
4 REGULATIONS IN EFFECT AT THE TIME OF THE CONVEYANCE OF THE
5 CONSERVATION EASEMENT.

6 (6) (a) THE DIVISION OF CONSERVATION SHALL ISSUE A
7 CERTIFICATE FOR THE CLAIMS RECEIVED IN THE ORDER SUBMITTED NO
8 LATER THAN NINETY DAYS AFTER AN APPLICATION IS RECEIVED UNLESS A
9 DISPUTE ARISES PURSUANT TO SUBSECTION (10) OF THIS SECTION. CREDITS
10 ISSUED PURSUANT TO THIS SECTION COUNT AGAINST THE AGGREGATE
11 ANNUAL CAP FOR ALL CONSERVATION EASEMENT TAX CREDITS SET FORTH
12 IN SECTION 39-22-522 (2.5) AND THE AGGREGATE AMOUNT OF CREDITS
13 ISSUED PURSUANT TO THIS SECTION AND SECTION 39-22-522 SHALL NOT
14 EXCEED THE AGGREGATE ANNUAL CAP.

15 (b) EXCEPT AS PROVIDED IN SUBSECTION (6)(c) OF THIS SECTION,
16 THE DIVISION OF CONSERVATION SHALL RESERVE A PORTION OF THE
17 AGGREGATE ANNUAL CAP SET FORTH IN SECTION 39-22-522 (2.5) TO
18 ISSUE CERTIFICATES. THE PORTION OF THE AGGREGATE ANNUAL CAP
19 RESERVED SHALL BE AS FOLLOWS:

- 20 (I) FIFTEEN MILLION DOLLARS IN 2021;
- 21 (II) FIFTEEN MILLION DOLLARS IN 2022; AND
- 22 (III) TEN MILLION DOLLARS IN 2023.

23 (c) IF THE TOTAL AMOUNT OF CREDITS ENCUMBERED AND THE
24 TOTAL AMOUNT OF CREDITS PROJECTED TO BE ENCUMBERED PURSUANT TO
25 THIS SECTION AND SECTION 39-22-522 (2.5) IS LESS THAN FORTY-FIVE
26 MILLION DOLLARS AT THE END OF A CALENDAR YEAR, ADDITIONAL
27 CERTIFICATES MAY BE ISSUED PURSUANT TO THIS SECTION AS LONG AS THE

1 TOTAL AMOUNT OF CREDITS ISSUED PURSUANT TO THIS SECTION AND
2 SECTION 39-22-522(2.5) DOES NOT EXCEED FORTY-FIVE MILLION DOLLARS
3 FOR THE CALENDAR YEAR. THE ALLOWANCE FOR THE ISSUANCE OF
4 ADDITIONAL CERTIFICATES PROVIDED FOR UNDER THIS SECTION SHALL
5 CONTINUE UNTIL ALL VALID CLAIMS MADE PURSUANT TO SUBSECTION (4)
6 OF THIS SECTION HAVE BEEN SATISFIED.

7 (d) ANY CLAIMS FOR A TAX CREDIT MADE PURSUANT TO THIS
8 SECTION THAT EXCEED THE AMOUNT ALLOWED FOR A SPECIFIED
9 CALENDAR YEAR SHALL BE PLACED ON A WAIT LIST IN THE ORDER
10 SUBMITTED AND A CERTIFICATE SHALL BE ISSUED FOR THE USE OF THE
11 CREDIT IN THE NEXT YEAR FOR WHICH THE DIVISION HAS NOT ISSUED
12 CREDIT CERTIFICATES IN EXCESS OF THE AMOUNTS ALLOWED PURSUANT
13 TO THIS SECTION.

14 (7) IF A PERSON ELIGIBLE TO RECEIVE A CREDIT PURSUANT TO THIS
15 SECTION IS NO LONGER LIVING, THE CREDIT MAY BE CLAIMED BY THE
16 APPROPRIATE ESTATE, HEIR, SUCCESSOR, OR ASSIGN.

17 (8) IF MORE THAN ONE PERSON OR ENTITY HAS A CLAIM TO A
18 CREDIT RELATED TO A PARTICULAR DONATION OF A CONSERVATION
19 EASEMENT, CLAIMANTS MAY WORK TOGETHER TO COORDINATE THE
20 APPROPRIATE DISTRIBUTION OF CREDITS.

21 (9) IF A TAXPAYER TRANSFERRED ALL OR A PORTION OF A TAX
22 CREDIT FOR A CONSERVATION EASEMENT DONATION THAT QUALIFIES FOR
23 A CREDIT PURSUANT TO THIS SECTION TO ANOTHER TAXPAYER AS
24 TRANSFEREE PURSUANT TO SECTION 39-22-522 (7), THEN THE TRANSFEREE
25 MAY CLAIM A CREDIT PURSUANT TO THIS SECTION. THE TRANSFEROR AND
26 ANY TRANSFEREES MAY SUBMIT CLAIMS FOR CREDITS PURSUANT TO THIS
27 SECTION INDIVIDUALLY OR MUTUALLY AS A GROUP IF THEY AGREE UPON

1 THE TERMS FOR DIVIDING THE CREDIT. APPLICANTS MUST ATTEMPT TO
2 NOTIFY ANY OTHER TAXPAYER OR TRANSFEREE THAT WAS A PARTY TO THE
3 TRANSFER THAT AN APPLICATION IS BEING MADE TO CLAIM A CREDIT
4 PURSUANT TO THIS SECTION. ANY PARTY WHO RECEIVES SUCH NOTICE HAS
5 NINETY DAYS FROM RECEIPT OF THE NOTICE TO FILE AN OBJECTION TO THE
6 CLAIM FOR THE CREDIT. AN OBJECTION SHALL BE SUBMITTED IN THE FORM
7 OF AN APPLICATION FOR A CREDIT AND SHALL SET FORTH THE PROPOSED
8 ALTERNATIVE AMOUNT OR DISTRIBUTION OF THE CREDIT. IN NO EVENT
9 SHALL THE AMOUNT OF COMPENSATION PROVIDED TO A TRANSFEREE
10 EXCEED THE AMOUNT PAID BY THE TRANSFEREE FOR THE CREDIT, LESS
11 ANY AMOUNT THAT WAS REINSTATED, REIMBURSED, OR OTHERWISE
12 ALLOWED TO THE TRANSFEREE AS A RESULT OF A SETTLEMENT,
13 LITIGATION, OR OTHER MEANS THAT PROVIDED COMPENSATION TO THE
14 TRANSFEREE UNLESS OTHERWISE MUTUALLY AGREED UPON BY THE
15 PARTIES.

16 (10) IF AN OBJECTION TO A CLAIM FOR A CREDIT IS FILED
17 PURSUANT TO SUBSECTION (9) OF THIS SECTION, THE DIVISION OF
18 CONSERVATION SHALL REFER THE MATTER TO THE OMBUDSMAN
19 DESIGNATED PURSUANT TO SECTION 12-15-108 FOR FINAL RESOLUTION OF
20 ANY DISPUTES RELATED TO AMOUNTS TO BE ALLOWED PURSUANT TO THIS
21 SECTION.

22 (11) CREDITS ALLOWED PURSUANT TO THIS SECTION ARE NOT
23 REFUNDABLE, BUT MAY BE TRANSFERRED OR CARRIED FORWARD IN THE
24 SAME MANNER AS CREDITS ALLOWED PURSUANT TO SECTION 39-22-522
25 (4)(a) FOR A PERIOD OF TIME BEGINNING AT THE TIME OF THE ISSUANCE OF
26 THE CREDIT.

27 **SECTION 2.** In Colorado Revised Statutes, **add** 12-15-108 as

1 follows:

2 **12-15-108. Disputed credit claims - ombudsman.** THE DIRECTOR
3 OF THE DIVISION SHALL DESIGNATE A PERSON TO SERVE AS AN
4 OMBUDSMAN TO MEDIATE OR OTHERWISE ASSIST CLAIMANTS OF TAX
5 CREDITS IF AN OBJECTION TO A CLAIM FOR A TAX CREDIT HAS BEEN
6 REFERRED TO THE OMBUDSMAN PURSUANT TO SECTION 39-22-522.7 (10).
7 THE OMBUDSMAN MAY BE AN EMPLOYEE OF THE DIVISION OR ANOTHER
8 PROFESSIONAL WITH KNOWLEDGE OF CONSERVATION EASEMENT
9 TRANSACTIONS. IF THE PARTIES ARE UNABLE TO RESOLVE THEIR
10 OBJECTIONS TO A CLAIM FOR A TAX CREDIT WITH THE ASSISTANCE OF THE
11 OMBUDSMAN, THE OMBUDSMAN MAY REFER THE MATTER TO AN
12 ARBITRATOR, AT THE EXPENSE OF THE DEPARTMENT OF REVENUE, TO
13 COME TO A FINAL RESOLUTION OF THE DISPUTE. UPON FINAL RESOLUTION
14 OF THE DISPUTE, THE OMBUDSMAN SHALL NOTIFY THE DEPARTMENT OF
15 REVENUE OF THE TERMS OF THE RESOLUTION AND THE DEPARTMENT OF
16 REVENUE SHALL ALLOW THE TAX CREDIT TO BE CLAIMED IN ACCORDANCE
17 WITH SUCH TERMS AND SECTION 39-22-522.7.

18 **SECTION 3. Appropriation.** (1) For the 2021-22 state fiscal
19 year, \$1,173,012 is appropriated to the department of revenue. This
20 appropriation is from the general fund. To implement this act, the
21 department may use this appropriation as follows:

22 (a) \$21,266 for use by the taxation business group for personal
23 services related to taxation services, which amount is based on an
24 assumption that the group will require an additional 0.4 FTE;

25 (b) \$4,898 for use by the taxation business group for operating
26 expenses related to taxation services;

27 (c) \$214,831 for tax administration IT system (GenTax) support;

1 (d) \$917,308 for the purchase of legal services; and

2 (e) \$14,709 for the purchase of document management services.

3 (2) For the 2021-22 state fiscal year, \$326,988 is appropriated to
4 the department of regulatory agencies. This appropriation is from the
5 general fund. To implement this act, the department may use this
6 appropriation as follows:

7 (a) \$78,862 for use by the division of conservation for
8 conservation easement program costs, which amount is based on an
9 assumption that the division will require an additional 0.9 FTE; and

10 (b) \$248,126 for the purchase of legal services.

11 (3) For the 2021-22 state fiscal year, \$1,165,434 is appropriated
12 to the department of law. This appropriation is from reappropriated funds
13 received from the department of revenue and the department of regulatory
14 agencies under subsections (1)(d) and (2)(b) of this section and is based
15 on an assumption that the department of law will require an additional 6.1
16 FTE. To implement this act, the department of law may use this
17 appropriation to provide legal services for the department of revenue and
18 the department of regulatory agencies.

19 (4) For the 2021-22 state fiscal year, \$14,709 is appropriated to
20 the department of personnel. This appropriation is from reappropriated
21 funds received from the department of revenue under subsection (1)(e) of
22 this section. To implement this act, the department of personnel may use
23 this appropriation to provide document management services for the
24 department of revenue.

25 **SECTION 4. Act subject to petition - effective date.** This act
26 takes effect at 12:01 a.m. on the day following the expiration of the
27 ninety-day period after final adjournment of the general assembly; except

1 that, if a referendum petition is filed pursuant to section 1 (3) of article V
2 of the state constitution against this act or an item, section, or part of this
3 act within such period, then the act, item, section, or part will not take
4 effect unless approved by the people at the general election to be held in
5 November 2022 and, in such case, will take effect on the date of the
6 official declaration of the vote thereon by the governor.