HOUSE COMMITTEE OF REFERENCE REPORT

	March 15, 2018
Chairman of Committee	Date
Committee on <u>Transportation & Energy</u> .	
After consideration on the merits, the Cofollowing:	ommittee recommends the
HB18-1291 be amended as follows, and as the Committee on Appropries recommendation:	so amended, be referred to priations with favorable
Amend printed bill, page 2, after line 1 insert:	
"SECTION 1. In Colorado Revised Statutes, 12-61-702, add (6.5)	
as follows:	
12-61-702. Definitions. As used in this part 7, unless the context	
otherwise requires:	
(6.5) "DEPARTMENT" MEANS THE DEP	PARTMENT OF REGULATORY
AGENCIES.	
SECTION 2. In Colorado Revised Statutes, 12-61-724, amend (1)	
introductory portion, (1)(b), (2) introductory portion, (2)(e), (3), (6), (7)	
introductory portion, (8), (9), (10), (11), and (13) as follows:	
12-61-724. Certification of conservation easement holders -	
rules - definition - repeal. (1) The divis	-
consultation with the commission created in s	
and administer a certification program for qualified organizations under	
section 170 (h) of the federal "Internal Revenue Code of 1986", as	
amended, that hold conservation easements for which a tax credit is	
claimed pursuant to section 39-22-522. C.R.S. The purposes of the	
program are to:	
(b) Identify fraudulent or unqualified applicants, as determined	
under the rules of the division DEPARTMENT, to prevent them from	
becoming certified by the program.	
(2) The division DEPARTMENT sl	hall establish and accept

applications for certification. The division DEPARTMENT shall conduct a

review of each application and consider the recommendations of the commission before making a final determination to grant or deny certification. In reviewing an application and in granting certification, the division and the commission may consider:

- (e) Any other information deemed relevant by the division DEPARTMENT or the commission; and
- (3) At the time of submission of an application, and each year the entity is certified pursuant to this section, the applicant shall pay the division DEPARTMENT a fee, as prescribed by the division DEPARTMENT, to cover the costs of the division DEPARTMENT and the commission in administering the certification program for entities that hold conservation easements for which tax credits are claimed pursuant to section 39-22-522. The division DEPARTMENT shall have the authority to accept and expend gifts, grants, and donations for the purposes of this section. The state treasurer shall credit fees, gifts, grants, and donations collected pursuant to this subsection (3) to the division of real estate DEPARTMENT OF REGULATORY AGENCIES CONSERVATION EASEMENT CERTIFICATION cash fund created in section 12-61-111.5. On or before each January 1, the division shall certify to the general assembly the amount of the fee prescribed by the division DEPARTMENT pursuant to this subsection (3).
- (6) The commission shall meet at least quarterly and make recommendations to the division regarding the certification program. The division DEPARTMENT is authorized to determine whether an applicant for certification possesses the necessary qualifications for certification required by the rules adopted by the division DEPARTMENT. If the division DEPARTMENT determines that an applicant does not possess the applicable qualifications for certification or that the applicant has violated any provision of this part 7, the rules promulgated by the division DEPARTMENT, or any division DEPARTMENT order, the division DEPARTMENT may deny the applicant a certification or deny the renewal of a certification, and, in such instance, the division DEPARTMENT shall provide the applicant with a statement in writing setting forth the basis of the division's DEPARTMENT'S determination. The applicant may request a hearing on the determination as provided in section 24-4-104 (9). C.R.S. The division DEPARTMENT shall notify successful applicants in writing. An applicant that is not certified may reapply for certification in accordance with procedures established by the division DEPARTMENT.
- (7) The division DEPARTMENT shall implement the certification program in a manner that either commences accepting applications for certification:
 - (8) A conservation easement tax credit certificate application may

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be submitted pursuant to section 12-61-727 only if the entity has been certified in accordance with this section at the time the donation of the easement is made. The division DEPARTMENT shall make information available to the public concerning the date that it commences accepting applications for entities that hold conservation easements and the requirements of this subsection (8).

- (9) The division DEPARTMENT shall maintain and update an online list, accessible to the public, of the organizations that have applied for certification and whether each has been certified, rejected for certification, or had its certification revoked or suspended in accordance with this section.
- (10) The division DEPARTMENT may investigate the activities of any entity that is required to be certified pursuant to this section and to impose discipline for noncompliance, including the suspension or revocation of a certification or the imposition of fines. The division DEPARTMENT may promulgate rules in accordance with article 4 of title 24 C.R.S., for the certification program and discipline authorized by this section.
- (11) The division DEPARTMENT may subpoen persons and documents, which subpoens may be enforced by a court of competent jurisdiction if not obeyed, for purposes of conducting investigations pursuant to subsection (10) of this section.
- (13) This section is repealed, effective July 1, 2018 SEPTEMBER 1, 2025. Prior to the repeal, the department of regulatory agencies shall review the certification requirement as provided for in section 24-34-104. C.R.S.".
- 27 Renumber succeeding sections accordingly.
- Page 2, line 3, strike "(8)" and substitute "(1) introductory portion, (3)(a),
- 29 (4), (6), and (8); and **add** (6.5)".

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- 30 Page 2, strike lines 5 through 8 and substitute "created repeal.
- 31 (1) There is hereby created in the division DEPARTMENT a conservation
- 32 easement oversight commission. The commission shall exercise its
- 33 powers and perform its duties and functions under the division
- DEPARTMENT as if transferred thereto by a **type 2** transfer, as defined in
- 35 the "Administrative Organization Act of 1968", article 1 of title 24.
- 36 C.R.S. The commission consists of nine members as follows:
- 37 (3) (a) At the request of the division DEPARTMENT or the department of revenue, the commission shall advise the division

DEPARTMENT and the department of revenue regarding conservation easements for which a state income tax credit is claimed pursuant to section 39-22-522. C.R.S.

- (4) The commission shall meet not less than once each quarter. The division DEPARTMENT shall convene the meetings of the commission and provide staff support as requested by the commission. A majority of the members of the commission constitutes a quorum for the transaction of all business, and actions of the commission require a vote of a majority of the members present in favor of the action taken. The commission may delegate to the EXECUTIVE director OF THE DEPARTMENT OR HIS OR HER DESIGNEE the authority to act on behalf of the commission on occasions and in circumstances that the commission deems necessary for the efficient and effective administration and execution of the commission's responsibilities under this part 7.
- (6) (a) The commission shall advise and make recommendations to the EXECUTIVE director OF THE DEPARTMENT OR HIS OR HER DESIGNEE regarding the certification of conservation easement holders in accordance with section 12-61-724. The division DEPARTMENT may determine whether an applicant for certification possesses the necessary qualifications for certification required by the rules adopted by the division DEPARTMENT.
- (b) If the division DEPARTMENT determines that an applicant does not possess the applicable qualifications for certification or that the applicant has violated any provision of this part 7, the rules promulgated by the division DEPARTMENT, or any division DEPARTMENT order, the division DEPARTMENT may deny the applicant a certification or deny the renewal of a certification. In such instance, the division DEPARTMENT shall provide the applicant with a statement in writing setting forth the basis of the division's DEPARTMENT'S determination. The applicant may request a hearing on the determination as provided in section 24-4-104 (9). C.R.S.
- (c) The division DEPARTMENT shall notify successful applicants in writing.
- (d) An applicant that is not certified may reapply for certification in accordance with the procedure established by the division DEPARTMENT
- (6.5) THE COMMISSION SHALL PROMULGATE RULES TO EFFECTUATE THE DUTIES OF THE COMMISSION PURSUANT TO ARTICLE 4 OF TITLE 24. SUCH RULES SHALL SPECIFICALLY ADDRESS THE FOLLOWING:
- (a) A PROCESS FOR EXPEDITED OR AUTOMATIC CERTIFICATION OF AN ENTITY THAT IS CURRENTLY ACCREDITED BY NATIONAL LAND

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CONSERVATION ORGANIZATIONS THAT ARE BROADLY ACCEPTED BY THE CONSERVATION INDUSTRY;

- (b) A STREAMLINED AND LOWER-COST PROCESS FOR CONSERVATION EASEMENT HOLDERS THAT DO NOT INTEND TO ACCEPT NEW DONATIONS OF CONSERVATION EASEMENTS FOR WHICH TAX CREDITS WOULD BE CLAIMED THAT FOCUSES ON THE HOLDER'S STEWARDSHIP CAPABILITIES;
- (c) The fees charged pursuant to section 12-61-724 (3) or 12-61-727 (6), specifically ensuring that the fees are adequate to pay for administrative costs but not so high as to act as a disincentive to the creation of conservation easements in the state; and
- (d) THE ADOPTION OF BEST PRACTICES, PROCESSES, AND PROCEDURES USED BY OTHER ENTITIES THAT REGULARLY REVIEW CONSERVATION EASEMENT TRANSACTIONS, INCLUDING A PRACTICE, PROCESS, OR PROCEDURE DEEMING CONSERVATION EASEMENT APPRAISALS APPROVED BY THESE ENTITIES BASED ON THEIR INDEPENDENT REVIEWS AS CREDIBLE FOR PURPOSES OF THE CONSERVATION EASEMENT TAX CREDIT.
- 19 (8) This section is repealed, effective July 1, 2018 SEPTEMBER 1, 20 2025. Prior to the repeal, the department of regulatory agencies shall review the commission as provided in section 24-34-104. C.R.S.".
- Page 2, line 12, strike "DIVISION" and substitute "DEPARTMENT".
- Page 2, line 15, strike "DIVISION" and substitute "DEPARTMENT".
- Page 4, after line 5 insert:

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- "SECTION 5. In Colorado Revised Statutes, 12-61-726, amend (1) introductory portion, (2), and (3) as follows:
- 12-61-726. Conservation easement tax credit certificates rules. (1) The division DEPARTMENT shall receive tax credit certificate
 applications from and issue certificates to landowners for income tax
- credits for conservation easements donated on or after January 1, 2011, in accordance with section 39-22-522 (2.5) C.R.S., and this part 7.
- Nothing in this section restricts or limits the authority of the division
- 33 DEPARTMENT to enforce this part 7. The division DEPARTMENT may
- promulgate rules in accordance with article 4 of title 24 C.R.S., for the
- 35 issuance of the certificates. In promulgating rules, the division
- 36 DEPARTMENT may include provisions governing:
- 37 (2) The division DEPARTMENT shall apply the amount claimed in

a completed tax credit certificate application against the annual tax credit limit in the order that completed applications are received. The division DEPARTMENT shall apply claimed tax credit amounts that exceed the annual limit in any year against the limit for the next available year and issue tax credit certificates for use in the year in which the amount was applied to the annual limit.

(3) The division DEPARTMENT shall not issue tax credit certificates that in aggregate exceed the limit set forth in section 39-22-522 (2.5) C.R.S., during a particular calendar year.

SECTION 6. In Colorado Revised Statutes, 12-61-727, **amend** (1)(e), (2)(a) introductory portion, (3)(a), (4), (5) introductory portion, (6), (7)(a), (8)(c), (10), (11), (12)(b), (12)(c), (12)(d), (13)(a) introductory portion, (13)(b), (14)(a), (14)(b), (14)(d), (15), and (16); and **add** (18) as follows:

- 12-61-727. Conservation easement tax credit certificate application process definitions rules. (1) For purposes of this section:
- (e) "Director" means the EXECUTIVE director of the division of real estate DEPARTMENT or his or her designee.
- (2) (a) The division DEPARTMENT shall establish and administer a process by which a landowner seeking to claim an income tax credit for any conservation easement donation made on or after January 1, 2014, must apply for a tax credit certificate as required by section 39-22-522 (2.5) and (2.7). C.R.S. The purpose of the application process is to determine whether a conservation easement donation for which a tax credit will be claimed:
- (3) For the purpose of reviewing applications and making determinations regarding the issuance of tax credit certificates, including the dollar amount of the tax credit certificate to be issued:
- (a) Division DEPARTMENT staff shall review each application and advise and make recommendations to the director and the commission regarding the application;
- (4) The department of revenue is not authorized to disallow a conservation easement tax credit based on any requirements that are under the jurisdiction of the division DEPARTMENT, the director, or the commission pursuant to this section.
- (5) A complete tax credit certificate application must be made by the landowner to the division DEPARTMENT and must include:
- (6) A landowner submitting an application for a tax credit certificate pursuant to this section or an application for an optional preliminary advisory opinion pursuant to subsection (14) of this section

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shall pay the division DEPARTMENT a fee as prescribed by the division DEPARTMENT. The application fee for an optional preliminary advisory opinion may be a different dollar amount than the application fee for a tax credit certificate. The fees must cover the costs of the division DEPARTMENT and the commission in administering the requirements of this section. The state treasurer shall credit the fees collected pursuant to this subsection (6) to the division of real estate DEPARTMENT OF REGULATORY AGENCIES CONSERVATION EASEMENT CERTIFICATION cash fund created in section 12-61-111.5 SUBSECTION (18) OF THIS SECTION. On or before January 1, 2014, and on or before each January 1 thereafter, the division DEPARTMENT shall certify to the general assembly the amount of any fees prescribed by the division DEPARTMENT pursuant to this subsection (6).

- (7) (a) If, during the review of an application for a tax credit certificate, the director or the commission identifies any potential deficiencies, the director or commission shall document the potential deficiencies in a letter sent to the landowner by first class mail. The division DEPARTMENT shall send letters documenting potential deficiencies to landowners in a timely manner so that the average number of days between the date a completed application is received by the division DEPARTMENT and the mailing date of the division's DEPARTMENT'S letter to the landowner does not exceed one hundred twenty days.
- (8) The director or the commission may deny an application if the landowner:
- (c) Fails to timely respond to any written request or notice from the division DEPARTMENT, the director, or the commission.
- (10) If the director and the commission do not identify any potential deficiencies with an application, the director and the commission shall approve the application, and the division DEPARTMENT shall issue a tax credit certificate to the landowner pursuant to section 12-61-726 in a timely manner so that the average number of days between the date a completed application is received by the division DEPARTMENT and the date the tax credit certificate is issued does not exceed one hundred twenty days. Once a tax credit certificate is issued, the landowner may claim and use the tax credit subject to any other applicable procedures and requirements under title 39. C.R.S.
- (11) (a) If all potential deficiencies that have been identified are subsequently addressed to the satisfaction of the director and the commission, the director and the commission shall approve the application, and the division DEPARTMENT shall issue a tax credit

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certificate to the landowner pursuant to section 12-61-726. Once a tax credit certificate is issued, the landowner may claim and use the tax credit subject to any other applicable procedures and requirements under title 39. C.R.S.

- (b) If any potential deficiencies that have been identified are not subsequently addressed to the satisfaction of the director and the commission, the division DEPARTMENT shall issue a written denial of the application to the landowner documenting those deficiencies that were the specific basis for the denial. The division DEPARTMENT shall date the written denial and send it by first class mail to the landowner at the address provided by the landowner on the application. The director DEPARTMENT may act on behalf of the commission for purposes of administering the process for issuing approvals and denials of applications and for administering subsection (12) of this section.
- (12) (b) If the landowner fails to appeal the denial of an application within thirty days after the issuance of the denial, the denial becomes final, and the division DEPARTMENT shall not issue a tax credit certificate to the landowner.
- (c) Administrative hearings must be conducted in accordance with section 24-4-105. C.R.S. At the discretion of the director, hearings may be conducted by an authorized representative of the director or the commission or an administrative law judge from the office of administrative courts in the department of personnel. All hearings must be held in the county where the division DEPARTMENT is located unless the director designates otherwise. The decision of the director or the commission is subject to judicial review by the court of appeals and is subject to the provisions of section 24-4-106. C.R.S.
- (d) In conducting settlement discussions with a landowner, the director and the commission may compromise on any of the deficiencies identified in the application and supporting documentation, including the dollar amount of the tax credit certificate to be issued. The director shall place on file in the division DEPARTMENT a record of any compromise and the reasons for the compromise.
- (13) (a) Commencing with the 2014 calendar year, and for each calendar year thereafter, the division DEPARTMENT shall create a report, which shall be made available to the public, containing the following aggregate information:
- (b) The division DEPARTMENT may include additional easement-specific information in the public report that, notwithstanding the provisions of this part 7 or any other law to the contrary, would otherwise be publicly available.

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- (14) (a) In addition to the tax credit certificate application process set forth in this section, a landowner may submit a proposed conservation easement donation to the division DEPARTMENT to obtain an optional preliminary advisory opinion regarding the transaction. The opinion may address the proposed deed of conservation easement, appraisal, conservation purpose, or other relevant aspect of the transaction.
- (b) The division DEPARTMENT, the director, and the commission shall review the information and documentation provided in a manner consistent with the scope of their authority and responsibilities for reviewing tax credit certificate applications as outlined in subsection (3) of this section and issue either a favorable opinion or a nonfavorable opinion.
- (d) A nonfavorable opinion shall set forth any potential deficiencies identified by the director or the commission and that fall within the scope of the director's and the commission's review of the conservation easement transaction. The preliminary opinion is advisory only and is not binding for any purpose upon the division DEPARTMENT, the director, the commission, or the department of revenue.
- (15) The division DEPARTMENT may promulgate rules to effectuate the purpose, implementation, and administration of this section pursuant to article 4 of title 24. C.R.S. The authority to promulgate rules includes the authority to define further in rule the administrative processes and requirements, including application processing and review time frames, for obtaining and issuing an optional preliminary advisory opinion pursuant to subsection (14) of this section. The AUTHORITY TO PROMULGATE RULES FURTHER INCLUDES THE AUTHORITY TO ESTABLISH, AFTER CONSULTATION WITH THE COMMISSION, MONTHLY CAPS ON THE NUMBER OF APPLICATIONS FOR TAX CREDIT CERTIFICATES AND PRELIMINARY ADVISORY OPINIONS ACCEPTED BY THE DEPARTMENT.
- (16) Notwithstanding the provisions of the "Colorado Open Records Act", part 2 of article 72 of title 24, C.R.S., the division DEPARTMENT, the director, and the commission shall deny the right of public inspection of any documentation or other record related to information obtained as part of an individual landowner's application for a tax credit certificate or an optional preliminary advisory opinion pursuant to the requirements of this section, including documentation or other records related to administrative hearings and settlement discussions held pursuant to subsection (12) of this section. The division DEPARTMENT, the director, and the commission may share documentation or other records related to information obtained pursuant to this section with the department of revenue.

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- (18)ALL FEES AND OTHER MONEY COLLECTED BY THE DEPARTMENT PURSUANT TO THIS SECTION AND SECTION 12-61-724 SHALL BE TRANSMITTED TO THE STATE TREASURER, WHO SHALL CREDIT THE SAME TO THE DEPARTMENT OF REGULATORY AGENCIES CONSERVATION EASEMENT CERTIFICATION CASH FUND, WHICH FUND IS HEREBY CREATED. ALL MONEY CREDITED TO THE FUND SHALL BE USED AS PROVIDED IN THIS SECTION OR IN SECTION 12-61-724 AND SHALL NOT BE DEPOSITED IN OR TRANSFERRED TO THE GENERAL FUND OF THE STATE OR ANY OTHER FUND.
 - **SECTION 7.** In Colorado Revised Statutes, 12-61-727, **amend** (7)(a) and (10) as follows:
 - **12-61-727.** Conservation easement tax credit certificate application process definitions rules. (7) (a) If, during the review of an application for a tax credit certificate, the director or the commission identifies any potential deficiencies, the director or commission shall document the potential deficiencies in a letter sent to the landowner by first class mail. The division shall send letters documenting potential deficiencies to landowners in a timely manner so that the average number of days between the date a completed application is received by the division and the mailing date of the division's letter to the landowner does not exceed one hundred twenty days.
 - (10) If the director and the commission do not identify any potential deficiencies with an application, the director and the commission shall approve the application, and the division shall issue a tax credit certificate to the landowner pursuant to section 12-61-726 in a timely manner so that the average number of days between the date a completed application is received by the division and the date the tax credit certificate is issued does not exceed one hundred twenty days. Once a tax credit certificate is issued, the landowner may claim and use the tax credit subject to any other applicable procedures and requirements under title 39 CRS."
- 31 Renumber succeeding sections accordingly.
- Page 4, after line 17 insert:

- 33 "SECTION 9. In Colorado Revised Statutes, 39-22-522, amend (2.5), (2.7), (3.5)(b), and (3.6)(b) as follows:
- **39-22-522.** Credit against tax conservation easements. 36 (2.5) Notwithstanding any other provision of this section and the
- 37 requirements of section 12-61-727, C.R.S., for income tax years

commencing on or after January 1, 2011, a taxpayer conveying a conservation easement and claiming a credit pursuant to this section shall, in addition to any other requirements of this section and the requirements of section 12-61-727, C.R.S., submit a claim for the credit to the division of real estate in the department of regulatory agencies. The division DEPARTMENT shall issue a certificate for the claims received in the order submitted. After certificates have been issued for credits that exceed an aggregate of twenty-two million dollars for all taxpayers for the 2011 and 2012 calendar years, thirty-four million dollars for the 2013 calendar year, and forty-five million dollars for each calendar year thereafter, any claims that exceed the amount allowed for a specified calendar year shall be placed on a wait list in the order submitted and a certificate shall be issued for use of the credit in the next year for which the division DEPARTMENT has not issued credit certificates in excess of the amounts specified in this subsection (2.5); except that no more than fifteen million dollars in claims shall be placed on the wait list in any given calendar year. The division DEPARTMENT shall not issue credit certificates that exceed twenty-two million dollars in each of the 2011 and 2012 calendar years, thirty-four million dollars for the 2013 calendar year, and forty-five million dollars for each calendar year thereafter. No claim for a credit is allowed for any income tax year commencing on or after January 1, 2011, unless a certificate has been issued by the division DEPARTMENT. If all other requirements under section 12-61-727 C.R.S., and this section are met, the right to claim the credit is vested in the taxpayer at the time a credit certificate is issued.

(2.7) Notwithstanding any other provision, for income tax years commencing on or after January 1, 2014, no claim for a credit shall be allowed unless a tax credit certificate is issued by the division of real estate DEPARTMENT OF REGULATORY AGENCIES in accordance with sections 12-61-726 and 12-61-727 C.R.S., and the taxpayer files the tax credit certificate with the income tax return filed with the department of revenue.

(3.5) (b) For conservation easements donated on or after January 1, 2014, and subject to the restrictions of section 12-61-727 (4), C.R.S., the executive director shall have the authority, pursuant to subsection (8) of this section, to require additional information from the taxpayer or transferee regarding the amount of the credit and the validity of the credit. In resolving disputes regarding the validity or the amount of a credit allowed pursuant to subsection (2) of this section, the executive director shall have the authority, for good cause shown, to review and accept or reject, in whole or in part, the amount of the credit and the validity of the

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credit based upon the internal revenue code and federal regulations in effect at the time of the donation, except those requirements for which authority is granted to the division of real estate DEPARTMENT OF REGULATORY AGENCIES, the EXECUTIVE director of the division of real estate DEPARTMENT OF REGULATORY AGENCIES, or the conservation easement oversight commission pursuant to section 12-61-727. C.R.S.

- (3.6) For conservation easements donated on or after January 1, 2014, in order for any taxpayer to qualify for the credit provided for in subsection (2) of this section, the taxpayer must submit the following in a form, approved by the executive director, to the department of revenue at the same time as the taxpayer files a return for the taxable year in which the credit is claimed:
- (b) Notwithstanding any other provisions of law, the executive director retains the authority to administer all issues related to the claim or use of a tax credit for the donation of a conservation easement that are not granted to the EXECUTIVE director of the division of real estate DEPARTMENT OF REGULATORY AGENCIES or the conservation easement oversight commission under section 12-61-727. C.R.S.".
- 19 Renumber succeeding sections accordingly.

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Page 4, line 19, strike "section 2" and substitute "section 4".

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