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Fiscal Note

Drafting Number: LLS 21-0452 **Date:** March 22, 2021
Prime Sponsors: Rep. Benavidez; Valdez A. **Bill Status:** House Energy & Environment
 Sen. Gonzales; Moreno **Fiscal Analyst:** Christina Van Winkle | 303-866-6289
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Bill Topic: **REGULATE AIR TOXICS**

Summary of Fiscal Impact:

<input checked="" type="checkbox"/> State Revenue	<input type="checkbox"/> TABOR Refund
<input checked="" type="checkbox"/> State Expenditure	<input checked="" type="checkbox"/> Local Government
<input type="checkbox"/> State Transfer	<input type="checkbox"/> Statutory Public Entity

The bill adds news requirements for certain stationary sources of hazardous air pollutants, including monitoring, community outreach, and corrective actions. Beginning in FY 2021-22, the bill increases state revenue, and state and local government expenditures, on an ongoing basis.

Appropriation Summary: The bill requires an appropriation of \$1.2 million to the Department of Public Health and Environment.

Fiscal Note Status: The fiscal note reflects the introduced bill.

**Table 1
State Fiscal Impacts Under HB 21-1189**

		Budget Year FY 2021-22	Out Year FY 2022-23	Out Year FY 2023-24
Revenue	Cash Funds	\$1,395,051	\$1,505,628	\$1,529,597
	Total Revenue	\$1,395,051	\$1,505,628	\$1,529,597
Expenditures	Cash Funds	\$1,210,083	\$1,242,928	\$1,258,339
	Centrally Appropriated	\$184,968	\$262,700	\$271,258
	Total Expenditures	\$1,395,051	\$1,505,628	\$1,529,597
	Total FTE	1.9 FTE	1.9 FTE	2.2 FTE
Transfers		-	-	-
TABOR Refund		-	-	-

Summary of Legislation

This bill expands the monitoring requirements for certain stationary sources of air pollutants and authorizes the Air Quality Control Commission to list additional hazardous air pollutants as covered air toxics in rule.

Covered air toxics. Under current law, covered facilities are defined as stationary sources that reported at least one of the following amounts of a hazardous air pollutants (covered air toxics) in the federal toxics release inventory filing:

- 10,000 pounds of hydrogen cyanide;
- 5,000 pounds of hydrogen sulfide; and
- 1,000 pounds of benzene.

The bill directs the Air Quality Control Commission to consider, at least every 5 years beginning in 2027, adding new covered air toxics and adjusting the applicable emissions thresholds.

Fenceline monitoring. The bill requires covered facilities to conduct fenceline monitoring of covered air toxics beginning July 1, 2024, except for petroleum refineries that must begin fenceline monitoring beginning January 1, 2023. One year prior to conducting fenceline monitoring, the facility must submit a draft plan, including translations of the plan in relevant languages, to the Colorado Department of Public Health and Environment (CDPHE) for approval. In considering the draft fenceline monitoring plan, CDPHE is required to:

- post the draft plan on their website;
- allow 90 days for public comment, and respond to each in writing;
- consult with local governments and community members in relevant areas;
- consult with communities and hold at least two public hearings within two months near the covered facility;
- allow for remote participation; and
- provide interpretation and child care services.

Covered facilities are responsible for covering the costs of fenceline monitoring, and must provide a processing fee to CDPHE for the costs of reviewing and approving monitoring plans, in addition to the facility's share of CDPHE's costs of conducting community-based monitoring.

Community-based monitoring. The bill requires CDPHE, beginning no later than January 1, 2023, to conduct community-based monitoring of covered air toxics for at least 30 cumulative days each quarter. Beginning July 1, 2022 and every three years thereafter CDPHE must publicly post a list of the intended community-based equipment locations and allow 90 days for public comment. CDPHE is required to consider local government and school district input in relevant areas, and make monitoring data available to the public.

Background

Air toxics regulation. The Air Pollution Control Division within CDPHE is responsible for implementing air quality programs as directed by the Air Quality Control Commission. The Federal Clean Air Act and Colorado law are incorporated into rules regulating hazardous air pollutants, or air toxins. These air pollutants differ from the six common air pollutants, known as criteria pollutants, which are regulated through National Ambient Air Quality Standards based on human health and/or environmental criteria. Air toxics are pollutants that are known or suspected to cause cancer or other serious health effects, and are regulated through technology-based standards known as Maximum Achievable Control Technology (MACT) standards. Colorado, by adopting the corresponding federal regulation, is the delegated authority to regulate air toxics through these MACT standards. CDPHE performs special projects for covered air toxics, including hydrogen cyanide, hydrogen sulfide, and benzene, but does not have routine monitoring in place as no ambient air standards are specified for them.

Assumptions

This fiscal note assumes that covered facilities will submit the processing fee in advance of the department incurring any costs related to the provisions of this bill, and that the fee will be deposited into the Stationary Source Control Fund.

State Revenue

This bill will increase state revenue by an estimated \$1.4 million in FY 2021-22 and \$1.5 million in FY 2022-23 and FY 2023-24 to the Stationary Source Control Fund in CDPHE. This fiscal note assumes that the processing fee will be paid by the one facility that meets the definition of a covered facility under current law. If the Air Quality Control Commission amends its rules to include additional facilities, the processing fee revenue to cover the facility's pro rata share of CDPHE's costs of reviewing fence-line monitoring plans and conducting community-based monitoring will be adjusted. This revenue is subject to TABOR. Table 2 below identifies the fee impact of this bill.

Table 2
Fee Impact Under HB 21-1189

Fee Type	FY 2021-22	FY 2022-23	FY 2023-24
Processing Fee	\$1,395,051	\$1,505,628	\$1,529,597

State Expenditures

This bill will increase state expenditures by approximately \$1.4 million and 1.9 FTE in FY 2021-22, \$1.5 million and 1.9 FTE in FY 2022-23, and \$1.5 million and 2.2 FTE in FY 2023-24 from the Stationary Source Control Fund in CDPHE. These expenditures are listed in Table 3 and are discussed below.

**Table 3
 Expenditures Under HB 21-1189**

	FY 2021-22	FY 2022-23	FY 2023-24
Department of Public Health and Environment			
Personal Services	\$146,749	\$146,749	\$168,911
Standard Operating and Capital Outlay	\$14,965	\$2,565	\$2,970
Technology Software/Database	\$310,478	\$50,303	\$53,147
Monitoring Equipment Capital Costs	\$399,000	-	-
Monitoring Equipment – Operating Costs	\$303,891	\$1,018,311	\$1,018,311
Public Outreach	\$35,000	\$25,000	\$15,000
Centrally Appropriated Costs ¹	\$184,968	\$262,700	\$271,258
Total Cost	\$1,395,051	\$1,505,628	\$1,529,597
Total FTE	1.9 FTE	1.9 FTE	2.2 FTE

¹ Centrally appropriated costs are not included in the bill's appropriation.

Staffing and operating costs. CDPHE will have an increase in staff to support fenceline plan review and to develop and implement the community-based monitoring plan. The fiscal note assumes that the fenceline monitoring plan will require two draft plans prior to the final plan, with each plan requiring public participation and input. The costs presented here include 1.9 FTE in FY 2021-22 and FY 2022-23 to support development of the fenceline monitoring plan. Beginning in FY 2023-24, the department will require 0.3 FTE additional staff to develop and implement the community-based monitoring plan.

Public outreach. CDPHE will incur interpretation, child care, and translation services, and venue rental costs, to hold public hearings to consult community members on fenceline monitoring plans. The fiscal note assumes four public hearings.

Air quality monitoring equipment. CDPHE will incur one-time costs to purchase monitoring equipment and technology solutions before community-based monitoring operations can begin on January 1, 2023, as required in the bill. Monitoring equipment costs are estimated to be \$399,000 in FY 2021-22, with equipment operation and maintenance costs of \$1,018,311 for a full-year of implementation beginning in FY 2022-23.

Technology costs. CDPHE will incur costs to develop applications and database systems to manage and distribute data from community-based monitoring to the public. The applications and databases will be developed by the Office of Information Technology. Costs are estimated at \$310,478 in FY 2021-22 and approximately \$50,000 annually on an ongoing basis.

Legal services. CDPHE will require legal services from the Department of Law when disapproving or unilaterally modifying a fenceline monitoring plan. This is expected to require less than 80 hours of legal services, so can be accomplished within the existing legal services appropriation. If a covered facility seeks judicial review of any disapproved or unilaterally modified plan, legal services costs will be determined by the scope and specific nature of the action and, if needed, will be addressed through the annual budget process.

Enforcement. CDPHE will incorporate fenceline monitoring requirements into the covered facility's operating permit if the facility is a major stationary source. It is assumed that incorporation will occur the next time the permit is opened or modified by the department. Once incorporated, the data can result in a permit violation which would require the facility to take corrective action as outlined in the bill. This fiscal note assumes that the cost for enforcement can be funded within existing appropriations or if existing appropriations are not sufficient, addressed through the annual budget process.

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 indirect cost recoveries, are estimated to be \$184,968 in FY 2021-22, \$262,700 in FY 2022-23, and \$271,258 in FY 2023-24.

TABOR refunds. The bill increases state revenue subject to TABOR. For FY 2022-23, the March 2021 LCS forecast projects revenue to fall short of the TABOR limit by \$28.6 million, or 0.2 percent of the limit. If actual revenue exceeds the limit, the bill will increase the amount required to be refunded to taxpayers from the General Fund in FY 2023-24.

Local Government

Local governments and school districts will have workload impacts, to participate in public meetings concerning fenceline monitoring plans and monitoring equipment locations under the community-based monitoring plan.

Effective Date

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

State Appropriations

For FY 2021-22, the bill requires a cash funds appropriation of \$1,210,083 from the Stationary Source Control Fund to the Department of Public Health and Environment, and 1.9 FTE.

State and Local Government Contacts

District Attorneys

Judicial

Public Health and Environment

Information Technology

Law