

INTERIM REPORT

to the 87th Texas Legislature



HOUSE COMMITTEE ON LAND AND RESOURCE MANAGEMENT



DECEMBER 2020

HOUSE COMMITTEE ON LAND AND RESOURCE MANAGEMENT TEXAS HOUSE OF REPRESENTATIVES INTERIM REPORT 2020

A REPORT TO THE HOUSE OF REPRESENTATIVES 87TH TEXAS LEGISLATURE

TOM CRADDICK CHAIRMAN

COMMITTEE CLERK ABBY L. RAINES



Committee On Land and Resource Management

December 18, 2020

Tom Craddick Chairman P.O. Box 2910 Austin, Texas 78768-2910

The Honorable Dennis Bonnen Speaker, Texas House of Representatives Members of the Texas House of Representatives Texas State Capitol, Rm. 2W.13 Austin, Texas 78701

Dear Mr. Speaker and Fellow Members:

The Committee on Land and Resource Management of the Eighty-sixth Legislature hereby submits its interim report including recommendations and drafted legislation for consideration by the Eighty-seventh Legislature.

Respectfully submitted,

Tom Craddick

Sergio Munoz Ir

Kyle Biedermann

Terry Canales

Cecil Bell, Jr.

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INTRODUCTION

At the beginning of the 86th Legislative Session, the Honorable Dennis Bonnen, Speaker of the Texas House of Representatives, appointed nine members to the House Committee on Land and Resource Management ("the Committee").

The Committee membership includes the following appointees:

Tom Craddick, Chair Sergio Munoz, Vice Chair Cecil Bell, Jr. Kyle Biedermann Terry Canales Ben Leman Ina Minjarez Jonathan Stickland Shawn Thierry

Pursuant to House Rule 3, Section 22 (86th Legislature), the Committee shall have jurisdiction over all matters pertaining to:

- (1) the management of public lands;
- (2) the power of eminent domain;
- (3) the creation, modification, and regulation of municipal utility districts;
- (4) annexation, zoning, and other governmental regulations of land use; and
- (5) the following state agencies: the School Land Board, the Board for Lease of University Lands, and the General Land Office.

During the interim, Speaker Dennis Bonnen issued four interim charges to the Committee to study and report back with facts, findings, and recommendations. The House Committee was unable to hold a public hearing due to the worldwide pandemic in 2020, however, the Committee did accept written testimony via a request for production in August 2020. Appreciation is extended to those who submitted written responses and materials.

House Committee on Land and Resource Management Interim Study Charges

- 1. Monitor the agencies and programs under the Committee's jurisdiction and oversee the implementation of relevant legislation passed by the 86th Legislature. Conduct active oversight of all associated rulemaking and other governmental actions taken to ensure intended legislative outcome of all legislation, including the following:
 - **HB 347** which eliminates the distinction between Tier 1 and Tier 2 counties and municipalities so that all cities are prohibited from using forced annexation. Determine if there is a need for further annexation legislation in Texas. Study how implementation of voter-approved annexation impacts the need for extraterritorial jurisdiction.
- 2. Review, in coordination with the Office of the Attorney General, the efficacy of the Landowner's Bill of Rights (LBoR) in explaining to landowners the eminent domain condemnation process and their rights and responsibilities under Chapter 21 of the Property Code. Identify any omitted information which can enhance the landowner's understanding of the condemnation process and determine whether any other changes should be made to the document to make it more user friendly. Determine whether it would be beneficial for the legislature to be more prescriptive in statute with the mandatory contents of the LBoR.
- 3. Study property owner's rights in eminent domain to examine and make recommendations on what should and should not constitute an actual progress to ensure the right of property owners to repurchase property seized through eminent domain by a condemning entity.
- 4. Monitor the State Auditor's review of agencies and programs under the Committee's jurisdiction. The Chair shall seek input and periodic briefings on completed audits for the 2019 and 2020 fiscal years and bring forth pertinent issues for full committee consideration.

Charge 1

Monitor the agencies and programs under the Committee's jurisdiction and oversee the implementation of relevant legislation passed by the 86th Legislature. Conduct active oversight of all associated rulemaking and other governmental actions taken to ensure intended legislative outcome of all legislation, including the following:

• **HB 347**, which eliminates the distinction between Tier 1 and Tier 2 counties and municipalities so that all cities are prohibited from using forced annexation. Determine if there is a need for further annexation legislation in Texas. Study how implementation of voter-approved annexation impacts the need for extraterritorial jurisdiction.

Scope of Committee Work

The Committee accepted written submissions from interested parties via a request for production during the 86th Legislature interim. Written responses were received from 502d Air Base Wing - Joint Base San Antonio, City of Austin, City of Conroe, City of Dripping Springs, City of Fate, City of Georgetown, City of Houston - Planning and Development Department, City of San Antonio - Office of Military and Veteran Affairs, El Paso County, Ellis County Annexation Reform Director, Greater Edwards Aquifer Alliance, North Austin Municipal Utility District #1, Sierra Club, South Texas Military Task Force, Stop Forced Annexation in Atascosa County, Stop Involuntary Annexation in Parker County, Terry Harper - GOP Guadalupe County, Texas Association of Builders, Texas Farm Bureau, Texas Mayors of Military Communities, Texas Municipal League, Texas Public Policy Foundation, Texas Realtors, Travis County Fire Rescue - Emergency Services Districts 11/15, William Dever - Kendall County, and Wise Citizens for Property Rights, Inc.

Background Information

During the 85th Legislative Session, via Senate Bill 6, major reforms were made to annexation in Texas. Senate Bill 6 stopped forced annexation in the 11 largest counties in Texas. During the 86th Legislative Session, the Legislature passed House Bill 347 which removed the county designations for annexation reform. The end result was property owners in all counties, regardless of population size, were extended the same property rights in annexation. The legislation only allows for consensual annexation.

Written Submission Testimony

Military Focused Responses

- 1. 502d Air Base Wing Joint Base San Antonio
- 2. City of San Antonio Office of Military and Veteran Affairs
- 3. South Texas Military Task Force
- 4. Texas Mayors of Military Communities

The primary focus of these written submissions was on the limitations annexation reforms have put on military bases and their operations. These military institutions were afforded protections in Senate Bill 6 that they need and want to keep in place. In light of potential future Base Realignment and Closure (BRAC), these entities have requested continued relief to protect the space around bases which includes air space. The inability to protect these spaces could limit training missions and other military activity. There is concern these limitations could lead to further closure of military operations/bases in Texas. These institutions are the source of jobs and local economic drivers.

City, County, and Special District Responses

- 1. City of Austin
- 2. City of Conroe
- 3. City of Dripping Springs
- 4. City of Fate
- 5. City of Georgetown
- 6. City of Houston
- 7. El Paso County
- 8. Greater Edwards Aquifer Alliance
- 9. North Austin Municipal Utility District #1
- 10. Travis County Fire Rescue Emergency Services Districts 11/15

The city responses addressed the portion of this charge relating to whether or not there is a further need for a city to have an Extraterritorial Jurisdiction (ETJ). The interested parties have responded they use these areas to provide vital services to areas not in the city limits. In addition, these areas are important to flood planning, water pollution and abatement, transportation and infrastructure costs, as well as future voluntary and mutually beneficial annexation agreements.

The response from the Municipal Utility Districts (MUD) indicates they would like the option to leave the ETJ after a reasonable period if no annexation process has been started or if an annexation has been declined after a vote. This could potentially save the cities money as unannexed ETJ areas represent an unfunded tax base. There is also an emphasis in these area the new legislation can potentially create a loophole for those living in an existing MUD. They are left with the impression they can have a voice in annexation when in fact, they may have previously consented to annexation when the MUD was created and they became a member. The relief requested is an option for MUDs to have a voice in their future annexations.

Annexation Reform Organizations

- 1. Ellis County Annexation Reform Director
- 2. Stop Forced Annexation in Atascosa County
- 3. Stop Forced Annexation in Johnson County
- 4. Stop Involuntary Annexation in Parker County
- 5. Terry Harper GOP Guadalupe County
- 6. William Dever Kendall County
- 7. Wise Citizens for Property Rights, Inc.

Each of these organization submitted similar responses in support of the changes made in House Bill 347. Their requests for the future included (i) protecting the spirit of the legislation in House Bill 347, (ii) void any landowner agreement prior to this allowing for annexation, (iii) requiring ETJ boundary changes to trigger notice to property owners being added to an ETJ, (iv) mandate voting on annexation is not a right to be waived, (v) make improvements to the balance between municipal and regulatory authority in the ETJ, and (vi) make the statutory framework clear and concise between the authority between cities and counties.

Association Responses

- 1. Sierra Club
- 2. Texas Association of Builders
- 3. Texas Farm Bureau
- 4. Texas Municipal League
- 5. Texas Public Policy Foundation
- 6. Texas Realtors

The associations listed above have varied interests and with such, there is also varied responses. These submissions can be broken down into smaller sub groups.

First, the Sierra Club and Texas Municipal League both asserted in their responses the need for an ETJ in the future was important for the ability to plan for infrastructure and water control issues. The Sierra Club even went so far as to say these ETJs are the key to protecting our natural resources. Texas Municipal League also raised the issue of annexation across a road and how House Bill 347, in their opinion, removed such an option.

The remaining associations on the list replied with similar support of House Bill 347 and its protection of an individual's rights to be annexed or not into a city limit. However, there is a distinguishable response in these remaining associations which must be addressed. The City of Celina, a city in north Texas, has interpreted the new statutory language and issued a 13 page voluntary annexation agreements to many individuals in their ETJ. The agreement is represented on its face to these residents as a voluntary agreement in which the landowner will be allowed to stay in the ETJ for up to fifteen years. The communication from the city and their attorney goes on to state if the landowner chooses not to sign the agreement by a date specified by the city which "may result in the commencement of annexation proceedings." Such an agreement or offer of an agreement subverts the intention and spirit of House Bill 347. These landowners are entitled to a vote on their annexation, and the City of Celina is deliberately attempting to usurp such rights from the landowners in this ETJ. Texas Municipal League and other associations have corresponded with the City of Celina regarding their attempts to sidestep the intent of the legislation and have indicated they will continue with same communications to residents in the ETJ.

Recommendations

The majority of the Committee remains silent on recommendations due to the complaints being isolated to a specific city within the state. If the intentional actions by a select few are continually usurping the spirit and letter of the law, the Committee supports a local legislative response to those specific situations.

Charge 2

Review, in coordination with the Office of the Attorney General, the efficacy of the Landowner's Bill of Rights (LBoR) in explaining to landowners the eminent domain condemnation process and their rights and responsibilities under Chapter 21 of the Property Code. Identify any omitted information which can enhance the landowner's understanding of the condemnation process and determine whether any other changes should be made to the document to make it more user friendly. Determine whether it would be beneficial for the legislature to be more prescriptive in statute with the mandatory contents of the LBoR.

Scope of Committee Work

The Committee accepted written submissions from interested parties via a request for production during the 86th Legislature interim. Written responses were received from City of Georgetown, Coalition for Critical Infrastructure, Gene and Cheryl Smith, Greater Houston Partnership, Molly Rooke, Permian Basin Petroleum Association, Sierra Club, Tarrant Regional Water District, Texas Alliance for Energy Producers, Texas and Southwestern Cattle Raisers Association, Texas Department of Transportation, Texas Farm Bureau, Texas Independent Producers and Royalty Owners Association, Texas Land & Mineral Owners Association, Texas Landowners for Eminent Domain Reform, Texas Oil and Gas Association, Texas Pipeline Association, Texas Real Estate Advocacy and Defense Coalition, Tom Truitt, and Wimberley Valley Watershed Association.

Background Information

The Landowner Bill of Rights (LBoR) is a required document in the Texas Property Code. This requirement was added by House Bill 1495 in 2007 after the 80th Legislative Session, and became effective February 1, 2008. Under Section 402.031 of the Texas Government Code, the Office of the Attorney General is directed to prepare a written statement for landowners regarding the eminent domain process. This document is prescribed to include notices the property owner has a right to (i) a notice of the proposed acquisition, (ii) a bona fide good faith effort to negotiate, (iii) an assessment of damages to the owner for the taking, (iv) a hearing under Chapter 21 of the Texas Property Code with a hearing on the assessment of damages, and (v) an appeal of a judgment in a condemnation proceeding. The document must also include a description of the condemnation process, the condemning entity's obligations, and the property owner's options during a condemnation. The Office of the Attorney General is instructed to write the document in plain language and make the statement available on their website.

The Office of the Attorney General issued a Landowner Bill of Rights after the passage of House Bill 1495. Thereafter, the document had not been updated since its adoption.

In the 81st Legislative Session, 2009, via House Bill 2685, this newly added section was amended to state an entity with eminent domain authority must provide the landowner the LBoR "not later than the seventh day before the date" a final offer is made. It also added a requirement the LBoR be provided "before or at the same time as the entity first represents" they possess the power of eminent domain.

In the 85th Legislative Session, 2017, there were three pieces of legislation filed which would have again amended Section 402.031 of the Texas Property Code, but none of these efforts were signed into law.

In the 86th Legislative Session, 2019, there were seven bills filed which would have amended Section 402.031 of the Texas Property Code, but none of these efforts were signed into law.

Written Submission Testimony

Public Infrastructure Responses

- 1. City of Georgetown
- 2. Greater Houston Partnership
- 3. Tarrant Regional Water District
- 4. Texas Department of Transportation

These entities in their responses agreed the Landowner Bill of Rights could be simplified to more plain language rather than legal terms. This would make it easier for landowners to quickly understand the process before them and their rights. In addition, there was support from the City of Georgetown to make the language of the Landowner Bill of Rights more prescriptive in the Texas Property Code.

The Texas Department of Transportation (TxDOT), has requested in this document to be prescribed a right of entry for surveying, environmental assessments, and inspection purposes. TxDOT goes on to outline they are many times having to seek court relief to gain initial entry to the property. If a right of entry was outlined in the LBoR, this would relieve the courts and TxDOT funds of this litigation hurdle.

Independent Landowners and Landowner Organizations

- 1. Gene and Cheryl Smith
- 2. Molly Rooke
- 3. Sierra Club
- 4. Texas and Southwestern Cattle Raisers
- 5. Texas Farm Bureau
- 6. Texas Land & Mineral Owners Association
- 7. Texas Landowners for Eminent Domain Reform
- 8. Texas Real Estate Advocacy and Defense Coalition
- 9. Tom Truitt
- 10. Wimberley Valley Watershed Association

The written submissions from these interested parties varied greatly. However, there is consensus amongst these groups on a few recommendations. The first is to provide the LBoR at the start of the process rather than towards the end of the condemnation process. The second was the need for a clearer outline of the total process, including condemnation. The third was the need for more information from Chapter 21 of the Texas Property Code to be captured within the actual LBoR document.

There were a few submissions with distinguishable comments. The first was from the Texas Farm Bureau. In their submission, they state the LBoR "is not an avenue to address the deficiencies in the statute," and "it's [sic] impossible for an information document to protect property owners...". The organization goes on to conclude there is no manner in which the LBoR can be sufficient based on statutory deficiencies at this time. ²

The second distinguishable submission is from the Texas and Southwestern Cattle Raisers Association. They indicated in their submission the document is not properly named. The inclusion of "Bill of Rights" indicates to a landowner this is something similar to the Bill of Rights in the United States Constitution. As such, a recommendation for a name change was made.³ In addition, this organization requests a disclosure at the beginning of the LBoR regarding the landowner's right to consult an attorney. The organization akins the LBoR to a Texas Real Estate Commission promulgated form.⁴ There is not clarification in their written submission as to the parallel between a promulgated form and the LBoR.

The final distinguishable response comes from Tom Truitt. Mr. Truitt indicates in his written submission clear and concise changes he believes would be beneficial changes to the LBoR. He requests clearer definitions for legal terms, an outline of timelines for the process, a definition of a *bona fide* offer, and the various methods that could be used for notice.

Production and Business Organizations

- 1. Coalition for Critical Infrastructure
- 2. Permian Basin Petroleum Association
- 3. Texas Alliance for Energy Producers
- 4. Texas Independent Producers and Royalty Owners Association
- 5. Texas Oil and Gas Association
- 6. Texas Pipeline Association

There is consensus amongst these organizations there is a need for clarification in the LBoR and for the document to be simplified. Many of these organizations aligned behind the comments from the Coalition for Critical Infrastructure. As a result, these comments are notable. The coalition indicated they have worked during the past two legislative sessions for simplification of the LBoR. This simplification includes outlining the process in straightforward and non-technical language. Also, there has been work to provide the documentation earlier in the condemnation process. In addition, the coalition and many others support adding prescribed language to Chapter 21 of the Texas Property Code for the LBoR. Reducing the language to the statute is would "provide enhanced transparency for both landowners and entities seeking to acquire right-of-way for infrastructure development...". The organization goes so far to detail if the LBoR is added to the Texas Property Code then the removal of the instructions to the Texas Attorney General in Section 402.031 of the Texas Government Code could be removed.

Recommendations

The Office of the Attorney General issued a redraft of the Landowner Bill of Rights in September 2020. In the written submissions there was consensus on a more specified framework of time to deliver the Landowner Bill of Rights. If there is consensus amongst state elected officials on a definitive timeline, the Committee would support such a statutory change.

Charge 3

Study property owner's rights in eminent domain to examine and make recommendations on what should and should not constitute an actual progress to ensure the right of property owners to repurchase property seized through eminent domain by a condemning entity.

Scope of Committee Work

The Committee accepted written submissions from interested parties via a request for production during the 86th Legislature interim. Written responses were received from City of Georgetown, Coalition for Critical Infrastructure, Donovan Maretick, El Paso County, Gene and Cheryl Smith, Jennifer Carloye and Corky Kuhlmann, Jennifer Catherine Oines, Kay Pence, Permian Basin Petroleum Association, Tarrant Regional Water District, Texas Alliance for Energy Producers, Texas and Southwestern Cattle Raisers, Texas Association of Manufacturers, Texas Farm Bureau, Texas Independent Producers and Royalty Owners Association, Texas Pipeline Association, Texas Real Estate Advocacy and Defense Coalition, Tracy Sites, and Wimberley Valley Watershed Association.

Background Information

The Texas Property Code was amended to add Section 21.101 in 2003, 78R, Senate Bill 1708. This legislation added the concept of repurchase to the Texas Property Code. The legislation was then amended to add the parameters of actual progress and the right to repurchase in 2011, 82R, Senate Bill 18. This change in 2011 allowed for a condemnor to prove actual progress via two of seven factors. Below is the current statutory language regarding actual progress:

- (b) In this section, "actual progress" means the completion of two or more of the following actions:
- (1) the performance of a significant amount of labor to develop the property or other property acquired for the same public use project for which the property owner's property was acquired;
- (2) the provision of a significant amount of materials to develop the property or other property acquired for the same public use project for which the property owner's property was acquired;
- (3) the hiring of and performance of a significant amount of work by an architect, engineer, or surveyor to prepare a plan or plat that includes the property or other property acquired for the same public use project for which the property owner's property was acquired;
- (4) application for state or federal funds to develop the property or other property acquired for

the same public use project for which the property owner's property was acquired;

- (5) application for a state or federal permit to develop the property or other property acquired for the same public use project for which the property owner's property was acquired;
- (6) the acquisition of a tract or parcel of real property adjacent to the property for the same public use project for which the owner's property was acquired; or
- (7) for a governmental entity, the adoption by a majority of the entity's governing body at a public hearing of a development plan for a public use project that indicates that the entity will not complete more than one action described by Subdivisions (1)-(6) before the 10th anniversary of the date of acquisition of the property.
- (c) A district court may determine all issues in any suit regarding the repurchase of a real property interest acquired through eminent domain by the former property owner or the owner's heirs, successors, or assigns.

Written Submission Testimony

Public Infrastructure Responses

- 1. City of Georgetown
- 2. El Paso County
- 3. Tarrant Regional Water District

These public entities have expressed strongly the ongoing need for use of eminent domain to plan for and create public infrastructure. The submissions supported the current statutory language and even went on to state ten years is more than a reasonable time period to establish actual progress. The Tarrant Regional Water District states the statute could even be "expanded generally" but if there is a need for changes seen by the Legislature it should be tailored to affect specific types of entities differently.

Independent Landowners and Landowner Organizations

- 1. Donovan Maretick
- 2. Gene and Cheryl Smith
- 3. Jennifer Carloye and Corky Kuhlmann
- 4. Jennifer Catherine Oines
- 5. Kay Pence
- 6. Texas and Southwestern Cattle Raisers Association
- 7. Texas Farm Bureau
- 8. Texas Real Estate Advocacy and Defense Coalition
- 9. Tracy Sites
- 10. Wimberley Valley Watershed Association

Many of the written submissions on this interim charge were not on point to the charge at hand. Rather, they focused more broadly on changes to the overall eminent domain process. The two responses which were focused on the actual progress requirements in the Texas Property Code came from the Texas and Southwestern Cattle Raisers Association and the Texas Farm Bureau.

In the Texas and Southwestern Cattle Raisers Association response they acknowledged the need for eminent domain in large infrastructure projects and acknowledged these projects require "extensive planning and lengthy completion timelines...". They also stated, "Such projects can face unforeseen pitfalls that result in interminable delays or even total abandonment." However, the organization in the same response asked for multiple changes in Section 21.101 of the Property Code.⁵ Their recommendations for changes include changing the definition of actual progress by raising the bar from demonstrating two of the elements to demonstrating three. However, the organization also recommended removing multiple elements used to demonstrate actual progress from the statute. These recommended removals include four of the limited number of actual progress benchmarks. Moreover, the organization recommends a formula for repurchase to take into account prior valuations and lost productivity. The organization does not provide any detail as to how such calculations could occur.

In the Texas Farm Bureau response there is a more broad stroke recommendation offered. They indicate support for House Bill 1253 (86th Leg, 2019) and "additional actions be taken to prove actual progress." This includes physical construction benchmarks rather than just planning.

Production and Business Organizations

- 1. Coalition for Critical Infrastructure
- 2. Permian Basin Petroleum Association
- 3. Texas Alliance for Energy Producers
- 4. Texas Association of Manufacturers
- 5. Texas Independent Producers and Royalty Owners Association
- 6. Texas Pipeline Association

Each of these organizations timely submitted responses stating no changes were required or needed in the statute regarding actual progress at this time.⁶

Recommendations

The Committee remains silent on recommendations for this charge.

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Monitor the State Auditor's review of agencies and programs under the Committee's jurisdiction. The Chair shall seek input and periodic briefings on completed audits for the 2019 and 2020 fiscal years and bring forth pertinent issues for full committee consideration.

Scope of Committee Work

The Committee reviewed frequent reports from the Texas State Auditor's Office during the 86th legislative interim. During this time there were no audit reports generated regarding The School Land Board, The Board of Lease of University Lands or The General Land Office. The Texas State Auditor's Office does issue a report in August of each year regarding incentive compensation and the General Land Office is included in this report. However, the report issued on August 21, 2019 and August 24, 2020 reported the General Land Office issued incentive compensation in accordance with its policies and procedures.

Background Information

The Committee on Land and Resource Management oversees the following state agencies:

- a. the School Land Board
- b. the Board for Lease of University Lands
- c. the General Land Office.

Committee Findings

As no audits were issued during the 86th legislative interim, no findings have been made.

Recommendation

The Committee remains silent on recommendations for this charge.

ENDNOTES

- ¹ A list of the entities who testified or registered in support of, on or against the timeline added to the statute via House Bill 2685 in the 81st Legislature, 2009, can be found here https://tlis/tlis/docs/81R/witlistbill/html/HB02685H.htm.
- ² Witness lists from HB1495 in the 80th regular Session indicate the Texas Farm Bureau spoke in favor the legislation establishing a Landowner Bill of Rights during the Texas House of Representatives Hearing and registered in favor of the legislation during the Senate Committee hearing process.
- ³ Witness lists from HB1495 in the 80th regular Session do not indicate the Texas and Southwestern Cattle Raisers Association participated in either the House or Senate hearings. The organization does not appear on either witness list.
- ⁴ The term "Promulgated forms", as used by the Texas Real Estate Commission, is a term used only for approved contracts or other legally binding documentation.
- ⁵ Texas and Southwestern Cattle Raisers is shown as registering for Senate Bill 18 changes when it was heard in the Senate Committee and also registering for the legislation when it was later heard in the House Committee.
- ⁶ Senate Bill 18 documentation reflects the Texas Independent Producers and Royalty Owners Association registered for the bill in the Senate Committee. The Texas Pipeline Association testified on the bill in the Senate Committee process. In the House Committee the Texas Pipeline Association testified for the bill.