Severance Tax Permanent Fund: History, Performance and Projections

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STATE INVESTMENT COUNCIL Fund Values 6/30/22 & FY23 Distributions

Land Grant Permanent Fund \$24.38 billion



LGPF Beneficiary Distributions FY23: \$1,014.32M

Severance Tax <u>Permanent Fund</u> \$6.83 billion



General Fund Distributions FY23: \$265.79M

state investment council Presentation Overview

- History and background of the Severance Tax Permanent Fund (STPF)
- STPF inflows and distributions to the general fund
- STPF investment performance
- Scenario analysis of additional inflows into the STPF, as requested by RSTP

New Mexico State Investment Council Severance Tax Permanent Fund



The Severance Tax Permanent Fund (STPF) was established by the legislature as a constitutionally-protected permanent endowment in 1976, to receive and invest severance taxes collected on natural resources extracted from New Mexico lands.



Most of the fluctuation in severance tax revenue is due to wide and frequent swings in the market price of oil and gas. States that rely on revenue from severance taxes face volatility in production, demand and price changes.

INFLOWS A severance tax is imposed on oil, natural gas, other liquid hydrocarbons, carbon dioxide and hard rock minerals severed from the land. Collected by Tax & Revenue Department



	Taxes are transfe	administered by the State Treasurer's Office for Debt Service Requirements on Senior and Supplemental Bonds issued under the						
\$2,500 SEVERANCE TAXES COLLECTED	administered Requirements or					atute Changes	eposits	
\$2,000	Severa	ance Tax Bonding Act for capital pro	bjects	1976-1999		50/50		
S		↓		1999	62	2.5/37.5		
Q \$1,500				2000	87	7.5/12.5		
⊒ \$1,000	Amounts in the Bond	aing Fund in excess of the amounts	necessary to service	2004		95/5		
	bond principal and	bond principal and interest payments are transferred twice a year to the						
\$0 \$0 1 1 1 1 1 1 1 1 1 1		La construction de la constructi	(phased-in thru FY22)					
000 000 011 011 011 000 000 011 000 000	000 0000							
202 202 202 202 202 202 202 202 202 202		Severance Tax		1 Year	3 yrs	5yrs	10yrs	
*unaudited		Pormanont Fund	STPF Return	s -4.39%	5.16%	5.85%	7.21%	
		Permanent Punu	(net of fees 6/3	0/22)				
INFLOWS TO STPF FROM SEVERANCE TAXES		Distributions to the Consered Fund				- /		
\$1,200		Distributions to the General Fund	TPF Net Asset Value as of 6/30/22					
\$1,000	Constitutional	FY 2014 \$ 170,472,647	\$8.0					
\$1,000	distribution formula to	FY 2015 \$ 182,772,980	67.0					
\$800	the state general fund	FY 2016 \$ 193,509,941	\$7.0					
¥ \$600	4.7% of 5-year average	FY 2017 5 200,442,527	\$6.0					
Ē	market value	FY 2019 \$ 220,577,045	OI \$5.0					
\$400		FY 2020 \$ 225,258,444						
\$200		FY 2021 \$ 234,040,104	\$4.0					
<u>s</u>		FY 2022 \$ 246,398,028	\$3.0					
221 222 222 222 222 222 222 222 222 222		Averages 3% of state budget	62.0					
FISCAL YEAR		<u> </u>	\$2.0 2010 2011	2012 2013 2014 20	015 2016 2017	2018 2019 202	0 2021 2022	
4		\$3.88 \$4.15 \$4.74 \$4.	.72 \$4.54 \$4.91	\$4.95 \$5.59 \$5.4	4 \$6.33 \$6.83			

STPF History and Background

Severance Taxes & Relationship to the Severance Tax Bonding Fund

- The Severance Tax Permanent Fund (STPF) was created by the New Mexico Legislature in 1973 to save and invest the severance taxes not being used to bond capital projects.
- The severance tax is one of three production taxes the state levies on oil, natural gas, and other natural resources as they are "severed" from lands in New Mexico.
 - Tax rate on oil and natural gas = 3.75% of the taxable value*
 - Tax rate on other natural resources: potash (2.5%), copper (0.5%), timber (0.125%), nonmetalic materials (0.125%), metals (0.125%), gold and silver (0.2%), surface coal (\$0.57 + surtax), underground coal (\$0.55 + surtax), uranium (3.5%)
- Severance tax revenue is deposited into the Severance Tax Bonding Fund and is used to issue and service debt for severance tax bonds each year.
 - By law, total debt is limited to set percentages of the lesser of current-year or prior-year bonding fund revenue (Section 7-27-17 NMSA 1978).
 - For decades, the amount of total debt was limited to 50 percent of prior-year revenue.
 - Beginning in 1999, the state began issuing short-term "supplemental severance tax bonds" and increased the limits on the amount of bonding fund revenue that could be used for debt. By 2004, the limit had grown to 95 percent.
 - In 2015, the Legislature adopted a plan to phase-in lower limits and stabilize contributions to the permanent fund.
 - Under the plan, total debt was limited to 92.8 percent in FY16 and was phased down to 86.2 percent in FY22.
 - Uncommitted money in the bonding fund is transferred twice a year to the Severance Tax Permanent Fund, which is
 invested by the State Investment Council.

STPF History and Background Fund Inflows from the Severance Tax Bonding Fund



- In the 20 years between 2002-2021, the STPF received a total of \$1.082 billion of inflows into the fund.
- In 2022, the STPF received a contribution of \$1.032 billion due to the statutory limitation of bonding against the lesser of current- or prior-year severance tax revenues.
 - Oil and gas taxable values more than doubled from FY21 to FY22, limiting bonding capacity to FY21 revenues.
 - The August 2022 consensus revenue estimates project oil and gas taxable values will increase again in FY23, limiting bonding capacity to FY22 revenues and likely resulting in another large contribution to the STPF in 2023.

Calendar Year	Contributions						
	to	STPF (\$mm)					
2002	\$	32.0					
2003	\$	1.0					
2004	\$	16.3					
2005	\$	12.4					
2006	\$	123.2					
2007	\$	24.1					
2008	\$	41.4					
2009	\$	30.2					
2010	\$	3.5					
2011	\$	7.6					
2012	\$	103.9					
2013	\$	5.3					
2014	\$	124.7					
2015	\$	0.8					
2016	\$	7.7					
2017	\$	0.0					
2018	\$	123.4					
2019	\$	270.9					
2020	\$	29.3					
2021	\$	123.8					
2022	\$	1,031.9					
2023 est.	\$	766.6					
2024 est.	\$	118.9					
2025 est.	\$	122.4					
2026 est.	\$	137.4					
2027 est.	\$	173.6					

STPF History and Background Distributions to the General Fund

- In 1976, voters approved constitutional protections for the STPF that restrict the ability to appropriate from the corpus of the fund.
 - Under these original provisions, distributions from the STPF to the general fund were limited to the income generated from investments (i.e. investment earnings only).
- In 1996, voters passed a constitutional amendment to allow for a general fund distribution of 4.7 percent of the five-year average value of the STPF.
 - Annual distributions from the STPF flow to the general fund in equal monthly installments and are not earmarked for any specific purpose, allowing STPF revenues to broadly support general fund budgets.



STPF Distributions to the General Fund Distribution Formula Reduces General Fund Revenue Volatility

- Basing distributions on the 5-year average reduces annual volatility in the STPF caused by market swings.
 - For example, in 2008 the value of the STPF fell nearly 32% during the Global Financial Crisis
 - However, general fund distributions from the STPF grew by 3.6% in FY08 and by 8% in FY09.
- A 2019 LFC volatility analysis found that distributions from the permanent funds are the state's most stable (i.e. least volatile) source of general fund revenue.



STPF Performance Growth Relative to the Land Grant Permanent Fund (LGPF)

Permanent Fund Growth, 1989-2022



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STPF Performance Difference in Fund Inflows

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Permanent Fund Contributions (\$mm)



STPF Performance Investment Returns

Returns, net of fees, annualized, as of 6/30/22

	1-year	3-year	5-year	7-year	10-year
Land Grant Permanent Fund	-2.22	7.21	7.14	6.92	7.99
Benchmark	-1.72	7.54	7.37	6.97	8.07
Severance Tax Permanent Fund	-4.39	5.16	5.85	5.99	7.21
Benchmark	-3.73	6.43	6.74	6.54	7.77
Peer Median, public funds > \$1B*	-7.56	6.11	6.41	6.33	7.49
LGPF Total Fund Rank*	11	21	27	28	36
STPF Total Fund Rank*	23	77	72	58	65

*RVK public fund universe Long-term investment return targets: LGPF (7.0%), STPF (6.75%)

STPF Performance Economically Targeted Investments (ETIs)

 Various statutes authorize below market rates of return for STPF investments intended to stimulate the economy of New Mexico – these are known as ETIs or "differential rate" investments.

Small Business Investment Corporation (SBIC)

- Statute requires 2% of the STPF to be committed to the SBIC for the purpose of creating new job opportunities in the state.
- Made venture capital equity investments in the past, but now focuses on small business lending.

Small Business Recovery and Stimulus Act (2021)

• Statute provides for up to \$500 million for small business loans at a very low interest rate.

STPF Performance Economically Targeted Investments (ETIs)

New Mexico Private Equity Investment Program (NMPEIP)

- Statute allows up to 11% of the STPF to be allocated toward NM private equity and business investments.
 - Created in 1993, the statutory limits began at 3% and were later increased to 6% in 2003, to 9% in 2006, and to 11% in 2021.
 - NMPEIP performance since inception has generated a 1.6% internal rate of return (IRR), compared with the National Private Equity Program which has generated a 13.1% IRR since inception.

	NIV	IPEIP IRR Horiz	zon Performano	ce			
As of March 31, 2022 (\$ in millions)							
	Quarter	1-year	3-year	5-year	10-year	Inc	eption
Portfolio	IRR	IRR	IRR	IRR	IRR	IRR	Net Gain/Loss
Catalyst Fund	0.0%	1.8%	1.5%	3.8%	N/A	1.5%	\$ 0.2
Co-Investment Funds	0.0%	(7.8%)	(8.4%)	(1.1%)	3.3%	0.6%	15.9
Recovery Fund	1.0%	4.0%	N/A	N/A	N/A	1.6%	1.9
Fund Investments	1.3%	21.4%	20.1%	12.2%	7.0%	2.5%	62.5
2008 and Before	(3.5%)	(12.3%)	2.2%	(0.5%)	1.8%	(0.2%)	(4.4)
2016 and After	2.3%	32.4%	31.0%	26.7%	N/A	26.2%	66.9
Grand Total	0.6%	2.0%	(0.8%)	2.8%	4.7%	1.6%	\$ 80.5

Source: Invien

Note that fund investments are divided by vintage year representing a removal in the requirement for a fund manager to open an office in New Mexico which increased the number of fund investments beginning in 2016.

STATE INVESTMENT COUNCIL Outlook & Investment Strategy

- In 2017, the Council recognized the potential for weaker returns from the largest investment market that we invest in—the global stock markets:
 - Began lowering exposure to those markets and diversifying into investments in real estate, real assets, credit and private equity.
 - Since that time, the global stock index that we use to measure returns from stocks has underperformed long history, providing less than 7% returns annually
- The economic underpinnings for investment markets over the next 7-10 year period look weaker than average:
 - We have a recession in our forecast in the nearer-term.
 - We believe inflation will be much more of an issue over the next ten years than it was in the past ten.
 - We believe that interest rates will move higher over our forecast period.
 - We believe that current global economic issues of supply chain disruption/rebuilding, trade, energy and increasing food security concerns will continue to play out in the period.

STPF Modeled Scenarios

At RSTP's request, SIC staff along with our consultant RVK, have modeled several scenarios illustrating the estimated change in general fund distributions through FY50 if the STPF received additional inflows into the fund.

- 1. Investing future Oil and Gas Emergency School Tax and Federal Mineral Leasing revenues above <u>FY23</u> levels that would otherwise flow into the general fund
- 2. Investing future Oil and Gas Emergency School Tax and Federal Mineral Leasing revenues above <u>FY24</u> levels that would otherwise flow into the general fund
- 3. A one-time investment of <u>\$250 million</u>, versus an investment of \$250 million every year for five years
- 4. A one-time investment of <u>\$500 million</u>, versus an investment of \$500 million every year for five years
- 5. A one-time investment of <u>\$1 billion</u>, versus an investment of \$1 billion every year for five years

STPF Scenario Assumptions

The baseline projection and all scenarios assume the following:

- Expected Arithmetic Return: 6.2%
- Expected Standard Deviation: 10.6%
- Expected Compound Return: 5.7%
- Contributions to the STPF consistent with the August 2022 severance tax bonding fund projections from the Board of Finance for FY23-FY27
- Contributions to the STPF of \$50 million/year from the severance tax bonding fund in FY28 and beyond, consistent with the historical 20-year average
- Distributions to the general fund of 4.7% of the five-year average market value of the STPF, consistent with current law
- All data is shown in nominal terms

STPF Scenarios 1 & 2 - Inputs

Investing Select Oil and Gas Revenues above FY23 and FY24 Levels

To perform this analysis, SIC staff used general fund estimates of oil and gas school tax and federal mineral leasing revenue provided in the August 2022 consensus revenue estimate for FY23-FY27 and estimates from LFC staff for FY28-FY50, as shown below.



Note, these scenarios only assume the amount of estimated general fund revenues from these two sources. The excess of the five-year averages for the school tax and federal mineral leasing revenues are still assumed to be distributed to the tax stabilization reserve or the early childhood trust fund per statutory requirements.

					Char	nge in STPF Pro	jected Distribu	tions
ГD	F Sconarios 1 & 7 - Results				Seenario	to the Genera	Seenario	
	r Stellarios I & Z - Results				School Tax		School Tax	
		Curre	nt Ectim	hated	& FMI			
vesti	ng Select Oil and Gas Revenues above FY23 and FY24 Levels)istrihut	ion to	above FY23	Difference	above FY24	Differenc
		Gei	neral Fu	nd	Levels	from Current	Levels	from Curre
		FY20	Ś	225.3	<u>\$</u> -	\$ -	\$ -	\$ -
	Scenarios 1 & 2: STPF Distributions to the General Fund	FY21	\$	234.0	\$ -	\$ -	\$ -	\$
	(dollars in millions)	FY22	\$	246.4	\$ -	\$ -	\$ -	\$
3,500 -	(101110)	FY23	\$	265.8	\$ 265.8	\$ -	\$ 265.8	\$
	Current Estimated CTDE Distribution to Conoral Fund	FY24	\$	283.6	\$ 283.6	\$ -	\$ 283.6	\$
	Current Estimated STPF Distribution to General Fund	FY25	\$	311.8	\$ 311.8	\$ -	\$ 311.8	\$
2 000		FY26	\$	336.8	\$ 343.5	\$ 6.7	\$ 336.8	\$
,000 -		FY27	\$	361.9	\$ 386.8	\$ 25.0	\$ 366.6	\$
	Scenario of STPF Distribution to General Fund if Invested School	FY28	\$	381.8	\$ 441.3	\$ 59.5	\$ 400.7	\$ 1
	Tax and Federal Mineral Leasing GF Revenue Above FY23 Levels	FY29	\$	401.1	\$ 517.8	\$ 116.7	\$ 448.5	\$ 4
,500 -		FY30	\$	412.7	<u>\$ 613.1</u>	\$ 200.4	\$ 506.9	\$ 9
	Scenario of STPF Distribution to General Fund if Invested School	FY31	Ş	423.7	\$ 727.3	\$ 303.6	\$ 583.0	\$ 15
	Tax and Federal Mineral Leasing GF Revenue Above FY24 Levels	FY32	Ş	433.3	<u>\$ 854.1</u>	\$ 420.8	\$ 6/3.9	\$ 24
000		F133	ې د	442.0	<u>\$ 989.7</u>	\$ 547.8 \$ 695.7	\$ //1.2 ¢ 975 /	\$ 34 ¢ 47
,000 -		F154	ې د	440.0	\$ 1,134.3 \$ 1,281.2	> 000.7 \$ 975.9	\$ 075.4 \$ 082.1	γ 42 ζ 5'
		FY36	ς ζ	455.5	\$ 1,281.2	\$ 970.5	\$ 1.092.9	\$ 63
		FY37	Ś	467.9	\$ 1.586.1	\$ 1.118.2	\$ 1,203.6	\$ 73
,500 -		FY38	\$	474.5	\$ 1.734.4	\$ 1,259.9	\$ 1.309.4	\$ 83
		FY39	\$	480.5	\$ 1,884.7	\$ 1,404.2	\$ 1,419.1	\$ 93
		FY40	\$	488.3	\$ 2,021.0	\$ 1,532.7	\$ 1,519.2	\$ 1,03
000		FY41	\$	493.4	\$ 2,152.4	\$ 1,659.0	\$ 1,608.6	\$ 1,11
,000 -		FY42	\$	501.2	\$ 2,279.5	\$ 1,778.3	\$ 1,693.1	\$ 1,19
		FY43	\$	508.4	\$ 2,394.0	\$ 1,885.6	\$ 1,763.2	\$ 1,2
		FY44	\$	514.5	\$ 2,496.1	\$ 1,981.6	\$ 1,821.7	\$ 1,30
\$500 -		FY45	\$	519.6	\$ 2,586.7	\$ 2,067.1	\$ 1,868.2	\$ 1,34
		FY46	\$	525.6	\$ 2,668.7	\$ 2,143.1	\$ 1,907.2	\$ 1,38
		FY47	\$	531.2	\$ 2,743.6	\$ 2,212.5	\$ 1,942.8	\$ 1,41
		FY48	\$	541.4	\$ 2,816.4	\$ 2,275.0	\$ 1,972.7	\$ 1,43
Ş	0 1 0 1 0 0 1 0 1 0 0 1 0 0 1 0 0 0 0 0	FY49	Ş	548.7	\$ 2,894.3	\$ 2,345.6	\$ 2,007.6	\$ 1,4
	FY2 FY2 FY2 FY2 FY2 FY2 FY2 FY2 FY3 FY3 FY3 FY3 FY3 FY3 FY4 FY4 FY4 FY4 FY4 FY4 FY4	F420	Ş	559./	\$ 2,952.7	\$ 2,393.0	\$ 2,032.8	\$ 1,4/
					Subtotal	\$ 30,218.5	Subtotal	\$ 19,39



2.4

5.0

7.7

			Cha	nge in STPF Pro	jected Distribu	tions
חחי	Scononia 1			to the Genera	al Fund (\$MM)	
PF	Scenario 4				Coonorio	
		Current Estimated	Scenario -		\$500M one	
sting	\$500 million for 5 years vs \$500 million one-time	STPE Distribution to	\$500M for	Difference	time in	Differen
Stille	, φ 500 mmon for 5 years, vs. φ 500 mmon one time	General Fund	5 Years	from Current	2023	from Curr
		FY20 \$ 225.3	Ś -	Ś -	\$ -	Ś
		FY21 \$ 234.0	\$ -	\$ -	\$ -	\$
	Scenario 4: STPF Distributions to the General Fund –	FY22 \$ 246.4	\$ -	\$ -	\$ -	\$
	\$500M for 5 years vs. \$500M One-time	FY23 \$ 265.8	\$ 265.8	\$ -	\$ 265.8	\$
	(dollars in millions)	FY24 \$ 283.6	\$ 283.6	\$ -	\$ 283.6	\$
\$1.200 -	(2000-0)	FY25 \$ 311.8	\$ 316.7	\$ 4.9	\$ 316.7	\$
. ,	Current Estimated STPF Distribution to General Fund	FY26 \$ 336.8	\$ 351.7	\$ 14.9	\$ 346.8	\$ 1
	Scenario of STPF Distribution to General Fund if Invested \$500M for 5 years	FY27 \$ 361.9	\$ 392.1	\$ 30.3	\$ 377.2	Ş :
		FY28 \$ 381.8	\$ 432.2	\$ 50.4	\$ 402.4	<u>Ş</u>
\$1,000 -		FY29 \$ 401.1	\$ 4/8.3	\$ 77.2	\$ 427.4	<u>Ş</u>
		FY3U \$ 412.7	\$ 512.4 ¢ 541.5	\$ 99.7 \$ 117.0	\$ 440.1 \$ 451.7	\$ ¢
		F131 5 423.7 EV32 \$ 433.3	\$ 564.3	\$ 117.8 \$ 131.0	\$ 451.7 \$ 461.8	ې د
\$800 -		FY33 \$ 442.0	\$ 579.6	\$ 137.6	\$ 471.1	<u> </u>
		FY34 \$ 448.8	\$ 590.0	\$ 141.2	\$ 477.8	\$
		FY35 \$ 455.3	\$ 598.4	\$ 143.0	\$ 484.6	\$
		FY36 \$ 461.6	\$ 606.0	\$ 144.4	\$ 490.9	\$
\$600 -		FY37 \$ 467.9	\$ 614.9	\$ 147.1	\$ 497.2	\$
		FY38 \$ 474.5	\$ 620.8	\$ 146.3	\$ 504.4	\$
		FY39 \$ 480.5	\$ 630.2	\$ 149.7	\$ 510.6	\$
\$400 -		FY40 \$ 488.3	\$ 637.6	\$ 149.3	\$ 519.2	\$
		FY41 \$ 493.4	\$ 647.9	\$ 154.4	\$ 524.1	<u>Ş</u>
		FY42 \$ 501.2	\$ 655.9	\$ 154.7	\$ 532.5 \$ 540.2	<u>ې</u> د
1		F145 5 508.4 EVΔΔ \$ 514 5	\$ 672.9	\$ 152.0	\$ 540.3 \$ 545.7	γ ¢
\$200 -		FY45 \$ 519.6	\$ 675.8	\$ 156.3	\$ 551.1	\$
		FY46 \$ 525.6	\$ 680.6	\$ 155.1	\$ 557.1	\$
		FY47 \$ 531.2	\$ 689.3	\$ 158.2	\$ 562.8	\$
\$-		FY48 \$ 541.4	\$ 700.3	\$ 158.9	\$ 574.1	\$
	(2) (2) (2) (2) (2) (2) (2) (2) (2) (2)	FY49 \$ 548.7	\$ 711.6	\$ 162.8	\$ 581.5	\$
		FY50 \$ 559.7	\$ 723.0	\$ 163.3	\$ 592.5	\$
						A 7



STPF Scenario Summary

STPF Scenario Observations

- Under every scenario, the cumulative value of the long-term general fund distributions is larger than the additional amount contributed to the fund – the power of compound interest!
 - E.g. under Scenario 5, a one-time contribution of \$1 billion could result in a cumulative additional GF distribution of \$1.4 billion between FY24-FY50
- Recurring inflows into the STPF have a greater positive impact to general fund distributions than one-time contributions
- Scenarios 1 & 2 of recurring investments of additional oil and gas revenues into the fund would position the STPF distributions more in line with the expected growth rates of Land Grant Permanent Fund distributions

