MINUTES OF THE MEETING TAXATION COMMITTEE MONTANA STATE SENATE

February 4, 1.31

The nineteenth meeting of the committee was called to order at 8:05 a.m., Chairmar Pat Goodover presiding, in room 415 of the State Capitol Builćing.

ROLL CALL: All members were present except for Senator Bob Brown.

CONSIDERATION OF SENATE BILL 208:

"AN ACT TO AUTHORIZE THE COAL BOARD TO CONSIDER APPLICATIONS FOR LOANS FROM THE LOCAL IMPACT AND EDUCATION TRUST FUND ACCOUNT; AMENDING SECTIONS 90-6-205, 90-6-206, AND 90-6-208, MCA."

Sen. Towe said this bill would grant the coal board loan authority. They now have authority to make grants. A new section on page 4 requests that the loan not exceed 40 years, that the board hold all contracts within its office, and that contracts cannot be reassigned or pledged in another market. Local government units must use or commit loan money within a year. In Sec. 5, the board "may" require the pledge of mill levy revenues sufficient to guarantee repayment of the loan as a condition of the board making the loan. He said this would increase flexibility of the Coal Board. Sen. Towe called on Paul Palm, Montana Coal Board. Mr. Palm's statement is incorporated herein as Attachment #1.

Dale Tash, Montana Coal Board, felt this bill would help impact, especially in "fringe areas" where criteria prevent an outright grant.

Mr. Jim Mockler, Montana Coal Council, said the bill allows some leverage on the coal funds.

OPPONENTS: Pat Wilson, MONTCO, said they felt the bill calls for cities and towns to indebt themselves for 40 years and places the coal company in a peculiar situation as they pay severance tax and part goes into the community. If loans made available must be paid back within 40 years and those funds are acquired from property tax, the company will be paying the loan back. She asked that limitations not be placed on loan funds.

Sen. Towe closed saying that the purpose of the bill is to give more flexibility and assist communities. He referred to a brochure, Attachment #2, showing what the Coal Board has done in terms showing the amount of money awarded, amount denied, amount reduced, and amount requiring a local match. He said this bill will supplement that list, because there may be some that aren't entitled to a grant because of mill levies. The hearing was closed on Senate Bill 208.

CONSIDERATION OF SENATE BILL 207:

"AN ACT TO ESTABLISH A METHOD TO DETERMINE COAL DEVILOPM NT IMPACT COSTS TO LOCAL GOVERNMENT UNITS AND TO FIX THE MAXIMUM APPROPRIATION AVAILABLE FOR SUCH COSTS FROM THE COISTITUTIONAL TRUST INCOME EARNINGS."

Sen. Towe said this is the formula bill designed to cover situations where existing money is not enough for impact. If one of the synfuel applicants started one plant it could bring in 25,000 people and require governmental assistance at the rate of \$8,800 per person. Sen. Towe said his original request was to take money needed out of the income of the coal tax trust fund, but revenue committee changed that and requested it be taken out of the principle. This bill will require a 3/4 vote in both houses of the legislature. Computations to determine whether money is needed for an impact area are on Attachment #3. He felt the formula bill would not only help by providing money needed by a great influx of people but would help the coal tax position in Congress. It would show Congress, if they are serious about synfuel plants, that we will need the coal money we have to take care of that.

PROPONENTS: Tom Harrison, representing Montana Association of Coal, Gas, and Oil Producing Counties, and Senator Dorothy Eck.

OPPONENTS: Jim Mockler, Executive Director Montana Coal Council. Pat Wilson, MONTCO.

There were no further proponents or opponents and questions were called for from the committee.

Sen. Crippen asked Sen. Towe if he was prepared for handling the precedent that going into the trust fund might establish. Sen. Towe said he felt that if ever there were a reason for going into it, this would be it.

CONSIDERATION OF SENATE BILL 206:

"AN ACT TO REVISE THE UNDERGROUND MINING COAL SEVERANCE TAX RATE; AMENDING SECTION 15-35-103, MCA."

Senator Towe said this bill doesn't relate directly to the coal board or coal impact funds. He said while the tax for surface mining of coal is 30% on a base that doesn't include state, local, or federal taxes, there is a different figure for the underground mining of coal-4%, rather than 30%. The underground rate was always ignored when dealing with severance rate for surface coal. He felt Montana was several years away from being faced with underground mining, but that to be fair the tax rate should be set so that those coming in would know what to expect. Senator Towe passed out a paper setting out underground vs. surface mining costs, Attachment #4.

OPPONENTS: Jim Mockler asked that the tax not be so high as to discourage underground mining in the state. He disagreed with the figures and the logic of Sen. Towe's argument.

Bill Robinson, Western Energy, Attachment #5 Pat Wilson, MONTO

Sen. Towe closed by saying he would hope that all bills dealing with this matter could be read together as he agreed 8 3/4% wasn't enough for all needs. He thought that when the existing law was read along with this bill there would be enough information for an adequate determination of monies.

Sen. Steve Brown wondered if ROC would consider the constitutionality of making distinctions within a class. He questioned Sen. Towe's statement that coal is a class. He felt if mining is done underground it can be taxed at a certain rate and if above ground at a certain rate. He suggested looking up a law regarding dredging.

Sen. Severson commented that we have very little coal being mined underground and with imposition of the suggested rate it looked as though we never would have. Sen. Severson said one of the places he thought of was Roundup where there would be a positive impact from underground mining. He felt the legislature is addressing the problem of encouraging business.

Sen. Crippen suggested that if we had a policy to encourage mining of coal in Montana wouldn't we be better able to approach taxation on a gradual basis. We could always increase tax on underground mining, but he felt if we started too high we might be closing the door before we wanted to.

Sen. Towe wondered what our objective should be. Should people be asked to come in even though it costs the state money or should we say they should consider impacts as a part of doing business.

At Senator Eck's suggestion that philosophy be saved for an executive session, the hearing was closed on Senate Bill 206.

DISPOSITION OF SENATE BILL 30:

Senator McCallum moved that Senate Bill 30 be passed; this is the 10% surtax repealer. He said the Governor has come out with his program and since it is in the mill this bill should go also so both can be worked on at the same time.

A motion was made to amend dates in the bill. The amendments passed by unanimous vote.

Senator McCallum moved that the bill be given a DO PASS, AS AMENDED. The motion passed 11-2, Senators Towe and Norman dissenting.

Sen. Goodover announced, for the benefit of those sitting in and concerned with the license bill, that a subcommittee had been requested to discuss potential approaches to the liquor revenue bills to see

if they could come up with anything that would get committee approval, the idea being a committee bill would have to be adopted. He said there would be no action unless the committee decided they wanted to pursue it, but that if there is a committee bill it would be published for hearing.

The meeting was adjourned at 1(:00 a.m.

PAT M. GOODOVER, CHAIRMAN

ROLL CALL

TAXATION COMMITTEE

47th LEGISLATIVE SESSION - - 1981 Date 2/04/8/

NAME	PRESENT	ABSENT	EXCUSED
Goodover, Pat M., Chairman	/		
McCallum, George, Vice	/		
Brown, Bob	~		
Brown, Steve	/		
Crippen, Bruce D.	/		
Eck, Dorothy	~		
Elliott, Roger H.	V		
Hager, Tom	/		
Healy, John E. "Jack"	~		
Manley, John E.	/		
Norman, Bill	/.		
Ochsner, J. Donald	/		
Severson, Elmer D.	/		
Towe, Thomas E.	/		

Each day attach to minutes.

COMMITTEE ON TAXATION

	VISITORS' REGISTER	Senal & BILLS#		Chec	ck	One	<u></u>	_
NAME	REPRESENTING	BILLS#		ogo	rt	qO	oos	e E
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Climy Polumson	Western Energy Co.	706				V		
	Mont Coal Council	206,207		A	1	~	V	44
Jack Wilson	Montco	306.367				Y	V	1
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aren strickler	League of Women Voters	206 207						
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Summary of Coa. Board Activity By Eligible Governmental Unit Through Dec. 1980 - In Millions of Dollars \$1.4 Denled COUNTIES \$6.8 Awarded \$2.1 CITIES 34 Alter. Energy 2.5% Land Use Planning Montaf . s Severance Tax 5% Schools 8.75% Assistance **Distribution Formula** Public lmpact . Constitutional Trust Fund 50% (\$54M) Trust Fund (\$28M) 10% Educational Resource 1.25% Renewable General Fund Parks, Art & ' Aesthetics 2.5% Libraries .5%

\$7.3

106,565,070 \$129,376,980 64,688,490 24,581,626 1,320,486 2,937,698 6,468,849 3,234,425 3,234,425 646,885 1,617,212 646,885 Severance Tax Income Projections* 532,825 532,825 53,282,535 20,247,363 9,324,444 10,656,507 5,328 254 1,332,063 2,664,127 2,664,127 \$80,251,710 401,259 ource: Office Budget Program Planning. ,003,146 401,259 40,125,855 15,247,825 7,022,025 8,025,171 4,012,586 2,006,293 2,006,293

cal Impact 8.75%

nst. Trust 50%

ita

en. Fund 19%

b. Schools 5%

lu. Trust 10%

i. Energy 2.5%

in. Res. 1.25%

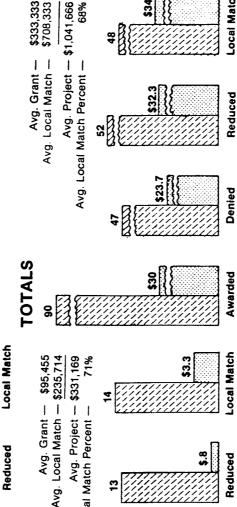
rks 2.5%

anning 0.5% oraries .5%

\$8.3

Local Match \$321,429 81% \$12.5 Avg. Local Match - \$1,388,888 Avg. Project - \$1,710,317 Avg. Grant — Avg. Local Match Percent -Reduced SPECIAL DISTRICTS & STATE AGENCIES Denied Awarded Avg. Grant - \$200,000 Avg. Local Match - \$200,000 Avg. Project — \$400,000 \$2.6

Avg. Local Match Percent -



Avg. Local Match Percent -

Reduced

\$333,333 \$708,333

68%



Avg. Grant — \$830,000 Avg. Local Match — \$1,300,000 Avg. Project — \$2,130,000

8; *

Reduced

Denied

Awarded

Avg. Local Match Percent --

DISTRICTS

\$16.6

SCHOOL

Local Match

Dec	Dec 1980
Collected\$32,176,808	176,808
Earned Interest	1,643,000
Grants to Local Government 30,C	30,048,959
Reversion to Ed. Trust Fund 2,9	2,966,829
Educational Trust Fund	
Balance	\$28,190,172
	3,237,606
	2,596,445

\$15.6

865,509

'Source - Dept. of Community Affairs/Centralized Services

Local Match

Reduced

Denled

Awarded

To Board of Regents

STANDING COMMITTEE REPORT

	February 4	19
MR. President		
We, your committee on Taxation		
naving had under consideration	Senate	Bill No. 30
Respectfully report as follows: That	Senate	Bill No. 30
l. Page 3, line 25 Following: "January 1," Strike: "1982" Insert: "1981"		
2. Page 4, line 1 Following: "December 31," Strike: "1981" Insert: "1980"		
And, as so amended,		
DO PASS	796	
•	Senator Pat M. Goodover	

.....

Chairman.

STATE PUB. CO. Helena, Mont.

Date_	Feb. 4, 1981	58 Bill No. <u>20</u>	Time 9:40 a
NAME		YES	NO_
SEN.	McCALLUM (Vice-Chairman)	V	
SEN.	BOB BROWN	absent	4
SEN.	STEVE BROWN		
SEN.	CRIPPEN		
SEN.	ECK	/	
SEN.	ELLIOTT	V	
SEN.	HAGER	V	
SEN.	HEALY	V	
SEN.	MANLEY	V	
SEN.	NORMAN		~
SEN.	OCHSNER	V	
SEN.	SEVERSON	V	
SEN.	TOWE		V
SEN.	GOODOVER (CHAIRMAN)		, , , , , , , , , , , , , , , , , , , ,
		Pat M. Goodover Chairman	~

(include enough information on motion--put with yellow copy of committee report.)

Rationale for S.B. 208 - Authorizing the Coal Board to make loans from the local impact trust fund account.

Within the enabling legislation creating the Montana Coal Board, to assist local governmental units which have been required to expand the provision of public services as a consequence of large scale development of coal mines and coal using energy complexes, the mechanism was established to give grants to such agencies. The enabling legislation did not mention the ability to loan money to such agencies, but it did not exclude by statute, the loan concepts.

During the early years of coal mining operations, the coal impacted communities desperately needed the grants provided by the Coal Board.

More recently, because of the taxation mechanism and because the grants awarded by the Coal Board seemed to particularly satisfy some of the most urgent and obvious needs, the Coal Board has been wrestling with

- (1) more applications dealing with indirect impact
- (2) government entities with increased taxable valuation
- (3) conflicts in population growth expectations
- (4) Yearly mill levy variations
- (5) grant requests for more social types of programs and projects.

With the passage of Senate Bill 208, the Loan Program would address the following areas:

BETTER UTILIZATION OF IMPACT AID FUNDS

Senate Bill 208:

- (1) would provide an option to the established grant program to provide a more complete impact aid program.
- (2) would be able to provide better interagency involvement to better utilize Federal impact money.
- (3) would provide a better method of dealing with "indirect" impact on

- neighboring communities.
- (4) would serve to streamline Coal Board time and staff efficiency in dealing with yearly bond relief requests.

MORE LOCAL ASSISTANCE AND RESPONSIBILITY

Senate Bill 208:

- (1) would provide an option to local government units when:
 - (A) mill levies are not equal to the average mill levy as defined by the Coal Boards Local Assessment System.
 - (B) mill levies are above the average mill levy but the population is down.
 - (C) there is no history of bonded indebtedness.
 - (D) when mill levies are low and taxable valuation is high because of other types of industry.
- (2) would provide a better way of handling cost over-runs on construction projects.

LOWERING OF PROPERTY TAX

Senate Bill 208:

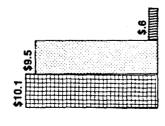
- (1) would provide for less bonding necessity on local tax payers.
- (2) would distribute local assistance over a longer period of time.

BETTER UTILIZATION OF AID FOR PLANNING OF POTENTIAL IMPACT

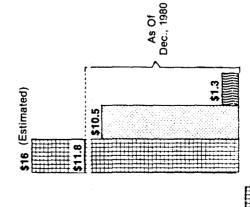
Senate Bill 208:

- (1) could provide immediate assistance to areas that have not been able to plan for specific types of impacts.
- (2) would provide an option in dealing with special improvement districts and local developers in potential impacts areas.

in Milliogs of Dollay ∰ \$8.6 Biennium



Biennium



Biennium

1979

Collections - Severance Tax

Committed Funds — C.B. Grants

Remaining Funds — Reversions

1,000 copies of this publication were produced at a unit cost of 10¢ per copy for a total printing and assemb-ling cost of \$100.00.



GRAND TOTAL

1975 1080 Coal Board Grante

1975

COUNTY/LAW ENFORCEMENT COMM. EQUIP. H S/REMODELING & ADDITIONS

P SCHOOLS/EDUCATIONAL FACILITIES PLAN HARDIN CAPITAL COUPAGE, THE RESURE COUNTY PLANNING COLSTRIP COMMUNITY SERVICES FACILITY CONSTRUCES FACILITY SERVICES FACILITY SERVICES FACILITY SERVICES FACILITY SERVICES FACILITY SERVICES FACILITY BUT AND WATER & SEWER BOND CORPORTY SCHOOLS/REMODELING & EQUIP FACILITY BUT SERVICES FACILITY SCHOOLS/REMODELING & EQUIP FACILITY SCHOOLS/REMODELING & EQUIP FACILITY SCHOOLS/COMPREHENSIVE PLAN MILES CITY PUBLIC LIBRARY CITY OF BILLITHOS/PLANNING GRANT CITY OF BILLITHOS/PLANNING GRANT HADDIN WATER LINE RETRINGUN & EQUIP HASHAM WATER REMOVATION

Local Impact Assistance GRANT PROGRAM 1975 - 1980

Purpose:

Units Which Have Been Required to Expand the Provision of Public Services as a Consequence of Coal Using Energy Large Scale Development of Coal "To Assist Local Governmental Complexes — 90-6-201 MCA." Mines and

The Montana Coal Board Administered By

5B 207 (Formula Bill)

Assume: 1) Number of new employees (in mining, construction, plant operation + cont transportation) is 1000 employees.

Multiplier to determine number of people who will move into an area from number of new employees is 3. (Radio of Votal increase in population to take I new employees.)

Here I new employees)

3) The held operating costs of local government is 1200 for new person, and taket cogital cost is 2100 for new person.

1000 engloyees new

3000 = increase in fogulation

x 8800 (1700 + 7100)

*36,460,000 = total allowable impact costs

less 17.500,000 = \$\frac{1}{2} \text{80-83 biennium allocation from local impact fund.}

8,900,000 = excess under the formula - to be made available from principal of Coul Tax Constitutional Trast Fund.

1500 = increase in fogulation

1500 = increase in fogulation

13,200,000 = Yeral allowable impact cost

17,500,000 - Coal board allocation

13 200,000 - amount coal board should

rever to Educational Hour Said

attackment #4

UNDERGROUND VS. SURFACE MINING COSTS

Value of Coal (dollars per ton) 1

	Underground	Surface
Total (U.S.)	\$30.94	\$16.53
Wyoming	\$20.88	\$ 8.97
Colorado	\$26.20	\$12.70

Average Tons Produced per Miner per Day²

Underground	Surface
8.38	25.78

Capital Costs or a Percentage of Labor Costs

Underground	Surface
21%	54%

Bituminous Coal and Lignite Production and Mine Operations - 1978 U.S. Department of Energy Publication DOE/EIA-0118(78) p. 16.

² Ibid. Dept. of Energy, p. 19.

Table 5. Production and Value of Bituminous Coal and Lignite - 1978

	Produ (thousand	Production sand short tons)	8)	(doll	Value .ars per ton)	
State	Underground	Surface	Total a/	Underground	Surface	Total
Alabama	6,169		10	\$39.22	\$27.94	\$ 31.33
Alaska		73	73		M	3
Arizona	1	9,054	9,054	ı	A	*
Arkansas	က	5	51	2	3	9.8
Colorado	4,511	0		26.20	2.7	7.1
Georgia	ı	\vdash	11	ı	2.2	2.2
Illinois .	24,841	9	\circ		19.27	20.46
Indiana	552	3,63	4,18	۲.	8.1	8.1
Iowa	108	√	\sim	3	2	6.1
Kansas	ı	1,226	1,226	i	20.28	0.2
Kentucky:						
Eastern	41,624	4,6	6,23	8.8	2.5	5.3
Western	17,860	21,596	39,456	22.78	18.35	20.36
Total	59,484	6,2	5,68	7.0	1.3	3.8
Maryland	382	,61	99	24.16	. 7	4
Missouri	I.	994	994	1	17.89	7.8
Montana	1	6,60	6,60	ı	۳.	ω,
New Mexico	576	12,056	12,632	3	7	10.08
North Dakota	ı	4,02	4,02	ı		4
Ohio	11,897	9,34	1,23	5.	7.8	1.7
Oklahoma	2	90,9	,07	4.	21.41	7.
Pennsylvania	32,925	,55	1,47		1.1	7.8
Tennessee	4,150	5,88	,03	3,3	3.1	3.2
Texas	,	,02	0,02	ı	0	6.0
Utah	9,141	ſ	,14	21.52	•	1.5
Virginia	21,511	,43	,94	0	.2	s.
Washington	i	,70	,70	ı	2.0	2.0
West Virginia	65,216	20,099	,31	5.4	25.70	3.1
Wyoming	708	7,62	8,32	20.88	ο.	d.
Total U.S. a/	242,177	422,950	665,127	30.94	16.53	21.78

Data may not add to totals shown due to independent rounding. a/ Data may not add the Estimated.
 Withheld to avoid Source: Form EIA-7.

16

Estimated. Withheld to avoid disclosing individual company data.

attickment # 5

SENATE BILL 206

Prepared Testimony: Bill Robinson
Western Energy Company

My name is William Robinson. I represent Western Energy Company and would like to make a few comments regarding Senate Bill 206.

In section 15-35-101, MCA, the legislative findings and declaration of purpose are stated. I think it would be beneficial to review several statements made in this section:

- (1) 15-35-101(1)(g) "Coal produced in underground mines has higher production costs and underground producers are able to pay lesser amounts of royalty and production tax than strip mine producers can pay."
- (2) 15-35-101(2)(d) The purpose of the coal severance taxes are to be accomplished by "establishing categories of taxation which recognize the unique character of coal as well as the variations found within the coal industry."

Underground mining is not half as expensive or half as difficult as strip mining. A good measure of mining ability is productivity. A typical strip mine can average between 145--175 tons per man shift while an underground coal mine averages between 10--25 tons per man shift. A median average shows strip mining to be about 9 times more productive than underground mining for coal.

Underground coal mining is important for the State of Montana. Not only is it important for new industry, but it is also important to revitalize some of the older communities like Belt, Red Lodge, and Roundup.

An increase in severance tax of 233% or 225% does not create an atmosphere conducive to underground coal mining investments. In fact, this rate of taxation would prohibit underground coal mining.

Western Energy Company opposes Senate Bill 206 and believes that in a time of bad economy, rising costs, high inflation and interest, an increase of over 200% is unreasonable. This increase will add more financial burdens to an already heavily taxed industry. The Bill is not in the best interest of the majority of the people in the State of Montana.