MINUTES OF THE MEETING TAXATION COMMITTEE MONTANA STATE SENATE

March 6, 1985

The forty-second meeting of the Senate Taxation Committee was called to order by Chairman Thomas E. Towe at 8:04 am, in Room 413-415 of the Capitol Building.

ROLL CALL: Senator Mazurek was excused until 8:15 am. All other members of the committee were present.

MOTION: Senator Hager moved that SB 346 be tabled. He explained that he had this bill drafted as a back-up to SB 72, should it not pass. SB 346 was no longer necessary. The motion carried unanimously.

CONSIDERATION OF SB 386: Senator Ed Smith was recognized as chief sponsor of the bill. He said the bill would move motor vehicles back into the property tax base and remove them from the flat fee system. He submitted his testimony in writing (Exhibit 1). He said he has always opposed taking anything out of the property tax base. He said the value of older vehicles makes the fee higher than their taxes would be. All property owners should be sharing that burden, he said. He discussed the drop in block grant program funding resulting from decreased property tax revenues. He discussed the charts in his hand-out. He said in comparison to other kinds of property, motor vehicles are used the most and taxed the least.

PROPONENTS

Mr. John Shontz, representing Richland County, said that the state had made a mistake by becoming an "oil revenue junkie". He said the bill is necessary to cover a revenue short fall. He submitted his testimony in writing (Exhibit 2).

Mr. Alex Hansen, representing the Montana League of Cities and Towns, said the problems in local government funding go back to 1981 when the Legislature took the most progressive of taxes and froze it into a fee system. He said something must be done to avoid further increases in property taxes. He suggested that the committee pass this bill, reinstate the business inventory tax and "go nome".

Mr. Gordon Morris, Montana Association of Counties, said that equity is the compelling argument for the bill.

Mr. Phil Campbell, Montana Education Association, said passage of this bill would be consistent with the MEA position of funding the school foundation program. He said he is not sure this bill is the best way, and knows many of his members would oppose it individually, but the bill should not be dismissed.

OPPONENTS

Mr. Jim Manion of the Montana Automobile Association said the fee system was more than politically expedient. He said that motorists

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are already the most over-taxed. He said well over 64 percent of the membership opposes return of the motor vehicle to the property tax system. He said bills proposing increased taxes and fees on the motorist are numerous and that this single segment should not be expected to fund these programs.

Mr. Tom Harrison, representing the Montana Automobile Dealers Association, said excessive taxation impacts that industry. He said this bill would cost \$500 to maintain a moderately priced vehicle. One area people felt overtaxed in excess of other areas is with automobiles, he said. He said if the bill is not passed, possible some of the money would not be spent. He added that the press is favorable to the fee system.

Mr. Dennis Burr, Montana Taxpayers Association, said that return to the old system would not be fair as people would again register their vehicles in low mill levy areas.

Questions from the committee were called for.

Senator Lybeck asked why certain counties were excluded from the per capita distribution. Senator Smith said that they receive no dollars back because of high oil tax revenues in those counties.

Senator Smith closed saying this tax shift will benefit property owners. He said the tax base can be equalized by this bill. He said that additional taxes on the oil industry would not be acceptable. He said it would be a hard decision to make, but encouraged the committee to pass the bill.

Vice Chairman Mazurek assumed the chair.

CONSIDERATION OF SB 455: Senator Tom Towe was recognized as chief sponsor of the bill. He first gave the committee an amendment to the bill (Exhibit 3). After explaining the amendments he said that the bill would do three things: First, it would redistribute the taxation from financial institutions. Second, it would eliminate the 243 dividend deduction for corporations. Third, it would bring more equity to local businesses by allowing them to file a consolidated return.

Senator Towe explained that the 243 dividend deduction allowed taxation only once of dividends paid from one corporation to another. He said that was okay for federal law, but that it left a state at a disadvantage when the second corporation or the shareholder was living in another state.

Currently he said Montana law has very limited provisions for the filing of a consolidated return. He said to disallow this deduction, and broaden the scope of the consolidated return would bring about a more equitable situation.

The balance of the bill adds to the allocation of local revenues.

He noted that the fiscal note suggested a more administrable effective date. He said the fiscal note indicated a positive effect on

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revenues for the state. While the block grants will come out nearly the same, the general fund increase will be about \$2 million a year.

Senator Towe said that he would like local government funding tied to all corporate taxation, rather than solely to the bank shares tax. He felt this would eliminate some of the fluctuation in local government financing.

PROPONENTS

Mr. John LaFaver, Director of the Department of Revenue, spoke in favor of SB 455. He said they had opposed SB 203 because of reduced revenue, but this bill is structured with a wash for local governments. He said this would give local government a predictable and dynamic revenue source. He distributed Exhibit 3a which showed distribution of the block grant funding by county.

SB 455, he said, closes an unintended loophole. He said that 243 dividends should be taxed by the state.

Mr. Phil Campbell of the Montana Education Association said that while the foundation program percentage decreased with this bill, the combining of all corporate taxes would increase the revenue to that program.

Ms. Louise Kunz, Montana Low Income Coalition, said they supported the bill and felt it was time to direct attention to individual rather than corporate welfare. She submitted a written statement (Exhibit 4).

Mr. George Bennett of the Montana Bankers Association said they support the bill with the amendment offered by Senator Towe. He said that to piggyback on the federal system allows certainty for the Department and the taxpayer in addition to taking advantage of the resources of federal codes, regulations, case law and audit capability. He said that the status quo is discriminatory to the banking industry particularly when consolidated returns are not allowed.

Mr. Tom Harrison, representing the Montana Society of CPAs, said the bill needs the amendments. He said an attempt to decouple from the federal system would require corporations to keep two sets of books. He said the more computations that are the same for federal and state returns, the less unnecessary work and hours will be spent by accountants in behalf of their clients.

Mr. Don Judge of the AFL-CIO spoke in favor of the bill. He did not necessarily favor the amendment, however. He said that it was important to maintain the state's integrity and not to let the federal government be making these decisions for the state. He submitted written testimony (Exhibit 5).

Mr. Gordon Morris, the Montana Association of Counties representative, spoke to the differences between SB 203 and SB 455. First, he said that SB 203 would adversely affect about 30 counties and that only 16 counties would show a loss under SB 455. He said that would be offset by the fact that the local governments would be offered a more stable source of revenue.

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Second, Mr. Morris said that the bill would remove a threat of taxes paid under protest. He said that had been a problem for some of the counties in the past with the "Schwinden vs. BN" case which put local governments in the position of making refunds.

Mr. Alex Hansen of the Montana League of Cities and Towns said that local government funding had been very difficult to anticipate and budget ever since the connection to the bank tax was established. He said it was important to note, however, that SB 455 had winners and losers. He suggested that the committee consider a "hold harmless" provision at least for the first biennium.

Mr. John Cadby of the Montana Bankers Association said they support the bill for three reasons: First, he said banks now pay 11 percent of all total tax paid by corporations. He said that as the rural banks are adversely affected by the agricultural economy local governments would be on a more solid basis with this bill. Second, he said that banks have lost about 40 percent of their market to competitors and that at least 80 percent of these currently do not support local government. Third, he said the distribution of the money would be more fair on a per capita basis than it is currently.

Mr. Ken Parris, an economist for the Montana Alliance, said that a tax deduction is an incentive to a certain behavior and that now the incentive allows a benefit to flow to corporations whether or not they are in Montana.

OPPONENTS

Mr. John Alke, representing Montana Dakota Utilities, said that Senator Towe's amendments cure 90 percent of the problems with the bill. He said that MDU has a great deal of tax accounting work and as the cost of that is passed on to the customer, it was essential that the deductions be coupled. He did not think the coupling should be fixed to the January 1, 1985, date. He said that as federal code and regulation changed it would decouple from itself and create the same problem. He said the mass of federal law, case law and regulations should be useful material to the Montana piggybacking.

Mr. Mike Zimmerman of the Montana Power Company said that they opposed the bill for the same reason as Mr. Alke.

Questions from the committee were called for.

When asked if piggybacking was a delegation of legislative prerogative, Mr. Alke said there would be no problem with tracking federal law. He said that a regulated utility already has a nightmarish problem with tax accounting and that decoupling would compound that.

Mr. Zimmerman agreed that there would be no problem if the amendments were amended to strike the January 1, 1985, date.

Senator Brown said that if the bill would increase revenue by \$2 million, where would those dollars come from. He was curious that no one was opposing the bill on that basis. Senator Towe explained that

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the 243 dividend deduction was currently used by very large corporations and that would account for the increased revenue.

Senator Hirsch asked about the losses to counties in eastern Montana. Senator Towe said that if the agriculturally dependent banks had decreased earnings that would also result in even more loss to those counties. Senator Hirsch said that, nonetheless, when one mill raises only \$6,000, the impact is substantial.

Mr. Cadby said the earnings would be less in 1985 than in 1984 for those banks as revenues are down.

Senator Goodover asked if a formula could compensate those counties. Senator Towe said, yes.

Senator Goodover asked if credit unions were included here. Mr. Bennett said that federal law exempted credit unions.

Senator Towe closed saying that he did not want to decouple from the ACRS. He said the bill would redistribute financial institution income, eliminate the 243 dividend deduction and give more equity to Montana business needed to file consolidated returns.

Vice Chairman Mazurek asked Senator Towe about the amendment proposed by MDU. Mr. LaFaver answered that it is better to look at federal law and piggyback where appropriate, than to piggyback and have to fix what does not work. He said that it is easier to kill a bill than to pass one. He said the question is, who shall have primary guidance over Montana tax laws? He said the state, not the federal government, should retain that control.

CONSIDERATION OF SB 67: Senator Towe presented the committee with amendments discussed during the last consideration of the bill. Mr. Lear, committee staff, explained that the substantive amendment was number four which defined and exempted down-hole equipment.

There was some discussion on the salvage value of down-hole equipment. Senator Goodover asked if the amendment was worth it. Senator Towe said that currently there is discrepancy from county to county and that without this bill there would not be uniform taxation within the state.

MOTION: Senator Halligan moved that SB 67 be amended per Exhibit 6. With Senators Goodover and Hirsch voting no, and all other members voting yes, the motion carried.

MOTION: Senator Mazurek moved that SB 67 do pass as amended. With Senator Severson abstaining and all other members of the committee voting yes, the motion carried.

The meeting was adjourned at 9:55 am.

Thomas E love

Chairman

ROLL CALL

SENATE TAXATION COMMITTEE

49th Legislative Session -- 1985

Date	& March 1985	, 8:04am	

Location -- Room 413-415

Name	Present	Absent	Excused
Senator Brown	V	·	
Senator Eck	i		
Senator Goodover	V		
Senator Hager	V		
Senator Halligan	v		
Senator Hirsch	L'		
Senator Lybeck	V		
Senator Mazurek	8.16		
Senator McCallum	ν		
Senator Neuman	L.		
Senator Severson	L.		
Senator Towe			

DATE March 6, 145

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(This sheet to be used by those testifying on a bill.)

NAME: GEORGE T. BENNETT DATE: 3/6/85
ADDRESS: P.O. Box 1705
PHONE: 442-8950
REPRESENTING WHOM? MONT. BANKERS ASS N
APPEARING ON WHICH PROPOSAL: S. B. 455
DO YOU: SUPPORT? AMEND? OPPOSE?
COMMENT:

PLEASE LEAVE ANY PREPARED STATEMENTS WITH THE COMMITTEE SECRETARY.

Mr. Chairman, Members of the Committee, for the record I am

Senator Ed Smith, representing the people of District 10, sponsor

of Senate Bill 386.

I have several reasons for sponsoring this piece of legislation.

I expected to get a lot of opposition to this proposal - but

believe it or not I only saw one letter to the editor critizing

the bill after my answer. I received many favorable comments and

several letters in support of the bill.

I am sure some of you on this committee remember four years ago when legislation was introduced to remove vehicles from the tax base I opposed it, and I voted against it. I said then that it was a mistake and I look at this bill as a way to correct that mistake. Sure it was politically popular when we had the money to do it, but now it is a different story.

I have always opposed taking any personal property out of the tax base--especially after the State Department of Revenue was directed to reappraise all other property in the State and make the value more equitable.

We spent millions of dollars to do that and at the same time took vehicles out and put them on a very low flat fee and I will point out later how that was unfair to not only the people who had older, less expensive vehicles--but also other personal property.

We all must realize that it cost a certain amount of money to fund education and provide services to the people who live in our cities and counties. In most counties, over 60% of the property taxes go to educate our children. Cities and towns need a considerable amount of property tax revenue to repair streets, provide police and fire protection and many other services. Counties also need property tax dollars to provide a variety of services. All of these services benefit everyone. Why then shouldn't all property owners including vehicles pay their fair share of property taxes.

I have with me an article from the Sunday edition of the Independent Record. Read comments made before Senate Local Government Committee. Read.

If the city and county officials (and I might add schools) want some funding I am sure this is the only way they are going to get it.

I serve on the Senate Finance and Claims Committee. I also serve on the Legislative Finance and Claims Committee. I know funding from the General Fund is in even worse shape than anyone wants to admit.

Montana cities and counties depend on oil revenue to fund the motor vehicle replacement fees as called for in the Local Government Block Grant program which was set up to reimburse cities, counties and school districts for tax loss.

It is projected that that program will be short approximately \$10 million dollars for the biennium. This was caused when oil income dropped and it may even go down further. This not only affected the Block Program, but had an even greater impact on the General Fund, which is predicted to be over \$30 million dollars out of balance.

I am sure we are going to see cuts in federal block grant programs for cities, counties and education.

Let's be realistic -- we just don't have the money to fund the Local Government Block Grant Program.

The question is—does this legislature and this committee want to say to the local school officials to cut out educational programs, or tell the cities and towns to cut out such things as police and fire protection and other services. Or better yet, tell the local taxpayers that you are going to shift a greater burden of taxes onto their homes and other property so vehicle owners can get by with a low flat fee.

I have a hand-out just to show you how unfair and unreasonable the flat fee system is compared to other property. I also have a sheet which shows approximately what each city and county will receive in property tax base if SB 386 passes. Approximately \$32 million dollars over the biennium.

MOTOR VEHICLE FEE SYSTEM SCHEDULF OF REIMBURSEMENTS DUE COUNTIES ON MARCH 1, 1984

	Total Certified	Reimbursement	1984
	County	Rate	Reimbursement
County	Vehicles	County	Amount
Beaverhead	7,528	\$ 13.88	\$ 104,488.64
Big Horn	5,562	0	0.00
Blaine	4,365	0	0.00
Broadwater	3,105	12.29	38,160.45
Carbon	7,739	18.33	141,855.87
Carter	1,702	14.84	25,257.68
Cascade	59,193	28.09	1,662,731.37
Chouteau	6,924	5.10	35,312.40
Custer	9,653	31.77	306,675.81
Daniels	2,713	9.74	26,424.62
Dawson	10,476	25.60	268,185.60
Deer Lodge	9,492	45.50	431,886.00
Fallon	3,282	0	0.00
Fergus	11,210	25.00	280,250.00
Flathead	50,242	23.58	1,184,706.36
Gallatin	35,170	33.66	1,183,822.20
Garfield	1,555	12.10	18,815.50
Glacier	5,844	14.59	85,263.96
Golden Valley	1,000	5.87	5,870.00
Granite	2,632	11.84	31,162.88
Hill	14,004	16.50	231,066.00
Jefferson	6,037	30.30	183,102.21
Judith Basin	2,688	6.65	17,875.20
Lake	14,039	12.94	181,664.66
Lewis and Clark	37,121	30.21	1,121,425.41
Liberty	2,376	•30	712.80
Lincoln	13,870	13.03	180,726.10
Madison	5,691	10.91	62,088.81
McCone	2,933	7.62	22,349.46

MOTOR VEHICLE FEE SYSTEM SCHEDULE OF REIMBURSEMENTS DUE COUNTIES ON MARCH 1, 1984

	Total Certified	Reimbursement	1984
	County	Rate	Reimbursement
County	Vehicles	County	Amount
Meagher	2,111	21.34	45,048.74
Mineral	2,851	35.13	100,155.63
Missoula	54,653	43.40	2,371,940.20
Musselshell	4,232	8.34	35,294.88
Park	12,344	19.38	239,226.72
Petroleum	678	0	0.00
Phillips	4,582	2.27	10,401.14
Pondera	5,830	13.33	77,713.90
Powder River	2,835	O	0.00
Powell	5,305	23.26	123,394.30
Prairie	1,821	11.80	21,487.80
Ravalli	19,188	11.44	219,510.72
Richland	11,938	0	0.00
Roosevelt	6,416	9.07	58,193.12
Rosebud	0	0	0.00
Sanders	7,149	18.85	134,758.65
Sheridan	5,919	0	0.00
Silver Bow	26,502	47.26	1,252,484.52
Stillwater	5,820	11.61	67,570.20
Sweet Grass	3,147	17.89	56,299.83
Teton	6,695	17.94	120,108.30
Toole	6,547	7.81	51,132.07
Treasure	1,014	7.64	7,746.96
Valley	8,204	33.40	274,013.60
Wheatland	2,404	23.10	55,532.40
Wibaux	1,367	4.66	6,370.22
Yellowstone	97,402	30.61	2,981,475.22
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PLEASE				ITTEE SECRETARY.

Proposed Amendments to Senate Bill 455

1. Amend Title, Line 15.
 Following: "MCA"
 Insert: "AND THOSE DEDUCTIONS PROVIDED FOR IN THE INTERNAL REVENUE CODE AS OF JANUARY 1, 1985, EXCEPT FOR CERTAIN DEDUCTIONS FOR DIVIDENDS"

2. Page 2, line 23. Following: "MCA" Insert: "and those deductions provided for in the Internal Revenue Code as of January 1, 1985 except for certain deductions for dividends"

3. Page 2, line 24
 Following: "income"
 Strike: the remainder of lines 24 and 25 in their entirety
 Insert: "."

4. Page 3, line 1 Strike: "31 MCA."

Page 8, line 14.
Following: "15-31-114"
Strike: "the remainder of lines 14 and 16 in their entirety.
Insert: "and for deductions not included in 15-31-114, those deductions provided for in the Internal Revenue Code as of January 1, 1985, except for the special dividend deductions provided for by Section 243 a(1) and (3), 244, and 245 of the Internal Revenue Code, (or as those sections may be amended or renumbered), which are specifically denied as deductions. Those deductions in 15-31-114 that reference the Internal Revenue Code shall use the Internal Revenue Code in effect for the taxable year."

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COMPARISON OF SB455, DISTRIBUTION

Exhibit 3a -- SB 455 March 6, 1985

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NAME: 11055 TUNZ DATE: 3/1/85
ADDRESS: 189 LAWRENCE
PHONE: 445-8801
REPRESENTING WHOM? MT. Low Income Coalition
APPEARING ON WHICH PROPOSAL: SB 455
DO YOU: SUPPORT? AMEND? OPPOSE?
COMMENT: We wish the on record as supporting S B. 455. It's no secret that the try INT is hard Dressed & find
It's no secret that the try MT is hard pressed & hid funds find that human services are suffering because of this lack of funding.
The issue for attacking to this bill anticipates a pevenue of \$4,000,000 \$2,331,272 of which Ever to the general fund.
we have the osportunity with this bill to address two roblem of welling to individuals and also essent pong of the corportate we are now providing.
song of the Coportale we are now fromany.

PLEASE LEAVE ANY PREPARED STATEMENTS WITH THE COMMITTEE SECRETARY.

- (This sheet to be used by those testifying on a bill.) NAME: DATE: 3/6/85 ADDRESS: P.O. Box 1176 Helena 59624 PHONE: 442-1708 REPRESENTING WHOM? Montana State AFL-CIO APPEARING ON WHICH PROPOSAL: 5/3 455 DO YOU: SUPPORT? ____ AMEND? ____ OPPOSE?____ 1) Montana law should be decoupled from the federal codes to assure that tax increases and/or creation of tox luopholes is decided upon by the State, not the federal government. 2) MT is hurting for revenue to fund needed public services --- SB 455 allows Montanans a way to recoup some of the tax revenue lost through our passive acceptance of the federal tax codes applicable to MT by vivtue of our state — Exhibit 5 -- SB 455 March 6, 1985 3) local property toxpayers cannot continue to bear the brunt of funding needed public Services: education, streets, water, sewer, police, five, etc. The small amount of money PLEASE LEAVE ANY PREPARED STATEMENTS WITH THE COMMITTEE SECRETARY. valsed in SB 455 is a step towards equality in our tax System. 4) SB 455 is one of a number of bills introduced in this session intended to revamp our tax codes, providing velief to local property taxpayers and closing tax loophole's which

have allowed profitable corporations and wealthy individuals

- 4- to avoid paying on the basis of puoguessive income.
- s) Most tax loopholes created in the lost few years were touted as weeded to spur corporate investment and create Jobs ... A study done by the Citizens for tax Tustice of over 230 profitable corporations in the country over a two year period of time (D believe it was 1982-1983) found: a. These corporations received over \$90 billion in tax breaks in this two year period of time.
 - b. these same corporations had a net reduction of more than 158 in their reinvestments into the creation of jobs, expansion of business, etc.

6) Conquess is now considering the closure of Many buints tax bushs, primarly because there is a quowing realization that middle income tax payers cannot fund a needed government services, growth in military spending and reduction of the hugh federal debt without assistance. They are also becoming increasingly aware that meetileade tax incontines to expand industry have been a dismal failure.

Montana should be allowed to make its own mistakes - we don't need conquess doing it for us.

we vige your adoption of SB 455 as a measure to provide formers and State control of our fax system --- and as one step in avoiding the spectre of a soler tax.

Thork you

Amend SB 67, introduced copy:

1. Title, line 6. Before: "DOWN-HOLE"

Insert: "EXEMPTING CERTAIN"

2. Page 1, line 18.

Following: "."

Strike: "All down-hole"
Insert: "Down-hole"

3. Page 1, line 19.
Following: "taxation"

Insert: "as provided in 15-23-611"

4. Page 1.

Following: line 19

Insert: "Section 3. Section 15-23-611, MCA, is amended to read:

"15-23-611. Surace ground and improvements not exempt

--down-hole equipment exempt. (1) Nothing in this part

must be construed so as to exempt from taxation the surface
ground, improvements, buildings, erections, structures, or
machinery placed upon any mine oil or gas well or supplies
used in connection therewith.

"(2) Down-hole equipment in oil or gas wells constituting casing installed in the ground and machinery installed below ground in the casing of a producing oil or gas well, except that machinery which has a salvage value upon extraction from the casing, is not considered to have a value separate and independent of the well and is excempt."

Renumber: subsequent sections

Insert: "NEW SECTION." as appropriate

STANDING COMMITTEE REPORT Page One of Two

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MR. PRESIDEN	т							
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March 6,

7. Page 1, line 19. Pollowing: "taxation" Insert: "as provided in 15-23-611"

A. Page 1, line 20. Following: line 19

Insert: Section 3. Section 15-23-611, MCA, is amended to read:

15-23-611. Surface ground and improvements not exempt

--down-hole equipment exampt. (1) Nothing in this part must
be construed so as to exempt from taxation the surface ground,
improvements, buildings, erections, structures, or machinery
placed upon any mine oil or gas well or supplies used in connection therewith.

*(2) Down-hole equipment in oil or gas wells constituting casing installed in the ground and machinery installed below ground in the casing of a producing oil or gas well, except that machinery which has a salvage value upon extraction from the casing, is not considered to have a value separate and independent of the well is exampt.

Renumber: subsequent sections

Insert: "NEW SECTION." appropriately before Sections 1 and 2 and 4 through 6

9. Page 1, lines 24 and 23. Pollowing: "instruction." on line 24 Strike: "Sections 1 and 2 are" Insert: "Section 1 is"

10. Page 2, line 1.
Following: "chapter"
Strike: "6"
Insert: "7"
Following: "to"
Strike: "sections"
Insert: "section"

ll:. Page 2, line 2. Following: "1" Strike: "and 2"

Policying: "."

Insert: "Section 2 is intended to be codified as an integral part of Title 15, Chapter 6, and the provisions of Title 15 apply to Section 2."

12. Paya 2, line 5. Strike: "1984" Insert: "1985

AND AS AMENDED DO PASS