## MINUTES OF THE MEETING TAXATION COMMITTEE MONTANA STATE SENATE

#### March 11, 1985

The forty-sixth meeting of the Senate Taxation Committee was called to order by Chairman Thomas E. Towe at 8:05 am in Room 413-415 of the Capitol Building.

<u>ROLL CALL</u>: Senators Halligan, Hager and Mazurek were intially absent. Senators Halligan and Hager joined the committee later. Other members were present, but Senators Brown and Towe left to carry bills in other committees. Chairman Towe noted that the meeting would proceed appropriately despite that members would be absent to carry bills elsewhere.

FURTHER CONSIDERATION OF HB 122: Because this hearing was not completed on Friday, March 8, it continued at this time.

**OPPONENTS** 

Mr. Chip Erdmann of the Montana School Boards Association said they are concerned with the bill in its present form as it binds schools to the decisions of other local government jursidictions. He said the school districts should be allowed an independent option.

Mr. Ken Peres, economist for the Montana Alliance, said that this is an investment decision being allowed local government. He said the return on the investment should be related to cost effectiveness, return on the investment and stability and uniformity for the entity of local government. He said some of the new industry contemplated would cost local government many dollars up front with no dollars to cover those costs. He felt new projects should not be treated favorably in relationship to existing businesses. He said that inter-county tax incentive wars could result with a lack of uniformity. He concluded saying that if local governments were allowed to give the tax breaks they should also be given an opportunity to have guidelines and criteria so the decisions could be made wisely.

Questions from the committee were called for.

Senator Eck asked Gordon Morris about school board involvement in the decision making process. Mr. Morris said the Montana Association of Counties, which he represents, did not testify on the bill because of concerns regarding the administration and need for county commissions to have ultimate authority over their own decision making processes.

Representative Dave Brown, chief sponsor of HB 122, said that he would offer the amendment allowing school districts a voice in the decision as it affects their own levy.

In response to a question by Senator Towe, Representative Brown said the incentive could include anything that local government considered appropriate so long as it involved a construction permit. Local government control he said is the essence of the bill.

#### Page 2

In response to a question by Senator Severson it was clarified that the decisions would be made on a case by case basis by local government governing bodies. He said the Legislature takes and demands from local government and this represents an effort to return some flexibility to those units of government.

Senator Lybeck asked Mr. Dan Bucks of the Department of Revenue if they felt the scope was too broad. Mr. Bucks said their concern was that the incentive could extend to personal as well as real property. He used the example of an insurance company adding on to an existing building and claiming the desks, phone systems, etc. as part of the incentive deduction.

Senator Goodover suggested that local government would not act favorably in that case. Mr. Bucks responded saying that the bill would allow that to happen.

Discussion clarified that the bill could not be used retroactively.

Senator Towe asked Representative Brown to respond to the allegation that existing business would be at a competitive disadvantage. Representative Brown said that decision could be made locally. He said the bill is tightly drawn to give local government control.

In closing Representative Brown said that this is an attempt to provide economic development tools to local government. He said there are arguments on both sides of the tax incentive effectiveness issue. He said much is made of the possibility of abuse but all of the arguments boil down to trusting local government and local control.

FURTHER CONSIDERATION OF SB 330: Senator Goodover was recognized to close on the bill. He said this is not a repeal of the unitary tax, but is a major revision. He referred to a letter written by Judy Curtiss Waldron of the Legislative Fiscal Analyst's office (Exhibit 1). "How much potential revenue are we keeping out?" he asked. He focused his argument on the issues of jobs and the negative business image. He noted that after Oregon repealed their unitary tax \$300 million of Japanese investment and 2000 new jobs came to Oregon. He compared SB 330 to getting married, saying that one didn't know how that would work out either. He used a series of examples of Japanese, Saudi, Scandanavian and Canadian companies all investigating ventures in Montana. He said we should remove the road blocks to business investment in Montana.

Senator Eck asked how much of the revenue impact would be dollars to oil companies. Mr. Jerry Foster of the Department of Revenue said that he would estimate in excess of 50 percent. He noted that in New Mexico the only benefit had been a chopsticks factory employing eight people and that Florida had experienced no new business since the repeal. Senator Eck asked about the delayed effective date and Mr. Foster said it would put existing companies at a disadvantage.

In response to questions about a foreign parent, Mr. LaFaver said that amending the bill in this way would have no fiscal impact and would allow Japanese firms to come in if they wanted to. He said that the hope would be for positive fiscal impact as a result of that.

#### March 11, 1985

Page 3

Senator Neuman asked if the Japanese would accept more grain and meat imports if this bill passed. Mr. Mike Fitzgerald of the Montana Trade Commission said it was their policy not to invest in states with unitary taxation because of their California experience. He said that generalizing is useless and it would be on a company by company negotiation. Further questioning by Senator Neuman clarified that Florida, following repeal of the unitary taxation, had increased both corporate license tax and excise tax.

(Senator Hager joined the committee at 8:58 am.)

Senator Neuman asked how we would replace the lost revenue? Senator Goodover answered that with a delayed effective date, no impact would be felt until we knew that it would have a positive impact or the act could be repealed at that time. Senator Neuman noted that Montana had climbed from 14th to 38th in the small business category and that probably this wasn't necessary.

In response to a question by Senator Eck, Mr. Foster clarified that with the amendments being discussed the foreign parent would be excluded from combination.

(Senator Towe left the committee at 9:03 and Senator Eck assumed the chair.)

Mr. Fitzgerald said the amendment would give foreign companies some comfort level. He preferred the delayed effective date, but the limitation to a foreign parent is, he said, better than nothing.

(Senator Halligan rejoined the committee at 9:05 am.)

Senator Brown spoke to the amendments saying they were intended to narrow the application to attracting a foreign parent to invest and yet have no fiscal impact in Montana.

Mr. Fitzgerald urged the committee again not to exclude the possibility of increased interest by domestic corporations which have a shorter decision making lag than have Japanese companies. He didn't think any investment should be excluded.

Senator Brown said that stability is needed in the tax code and that changing it again in two years was not as desireable as going slowly with the changes contemplated here. He said quick change is not good tax policy. He said that Montana cannot be compared to resource-poor states like Florida. He concluded saying "I have trouble with a concept that is gonna cost us a whole bunch of money."

(Senator Severson was excused from the committee at 9:24 am.)

Senator Brown said his amendment is not a gamble, but allows for a slow change. He did not want to run the risk of giving Exxon a tax break to the disadvantage of his own constituents.

(Senator Towe rejoined the committee at 9:30 am and resumed the chair.)

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Senator Halligan said that the proposed amendment to limit it to foreign parents would allow the concept to be cautiously eroded. He spoke against a delayed effective date.

MOTION: Senator Eck moved that SB 330 be amended per Exhibit 2.

Senator Goodover spoke again against the amendments and in favor of the delayed effective date.

There was some discussion about the domestic investment in Oregon since their repeal of the unitary taxation method of accounting. No one could cite any domestic investment there.

The committee also discussed the U.S. balance of payments and whether this bill could favorably affect that.

Senator Brown closed on Senator Eck's motion saying that this amendment kept by bird in the hand, rather than letting it into the bush.

Question was called. Senators Brown, Eck, Halligan, Hirsch, Lybeck, Towe, and Mazurek by written direction, voted yes; Senators Goodover, Hager, McCallum and Neuman voted no; Senator Severson was excused. The motion carried.

MOTION: Senator Eck moved that SB 330 do pass as amended. Senators Brown, Eck, Goodover, Hager, Halligan, Hirsch, Lybeck, Mazurek (by written direction), and Towe voted yes. Senators McCallum and Neuman voted no. Senator Severson was excused. The motion carried.

CONSIDERATION OF SB 436: Amendments to the bill were presented by the chairman in Exhibit 3. Mr. Jim Lear, committee researcher, said that the amendments raised the cap and the amounts from the 1974 figures used when the bill was passed to account for inflation. He said the fiscal impact of the bill came in raising of the cap.

MOTION: Senator McCallum moved the amendments in Exhibit 3 to SB 436.

The committee discussed that without the amendments the bill would still correct a cumbersome reporting mechanism. With Senators Goodover, and Neuman voting no; Senators Halligan and Severson excused; and all other members voting yes, the motion carried.

MOTION: Senator McCallum moved that SB 436 do pass as amended.

With Senator Goodover voting no; Senators Mazurek and Halligan recorded as yes; Senator Severson excused, and all other members voting yes, the motion carried.

Senator Towe adjourned the meeting at 10:03 am.

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Chairman

## ROLL CALL

### SENATE TAXATION COMMITTEE

49th Legislative Session -- 1985

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Date March 11, 1985, 8:05am

Location -- Room 413-415

Present Absent Excused Name  $\checkmark$ Senator Brown Senator Eck  $\checkmark$ Senator Goodover Senator Hager 1  $\checkmark$ Senator Halligan  $\checkmark$ Senator Hirsch  $\checkmark$ Senator Lybeck  $\checkmark$ Senator Mazurek  $\checkmark$ Senator McCallum  $\checkmark$ Senator Neuman  $\bigvee$ Senator Severson  $\checkmark$ Senator Towe



STATE OF MONTANA

Office of the Legislative Piscal Analyst

STATE CAPITOL HELENA. MONTANA 59620 406/449-2986

JUDY RIPPINGALE LEGISLATIVE FISCAL ANALYST

February 16, 1985

Senator Pat Goodover Montana State Senate State Capitol Helena, MT 59620

Dear Senator Goodover:

The fiscal note on Senate Bill 330 assumes that tax collections from multinational corporations will fall in proportion to the decline in net income taxed. This assumption is incorrect and causes an overestimate of the fiscal impact.

As defined in Section 15-31-302, MCA,

A business is unitary when the operation of the business within the state is dependent on or contributory to the operation of the business outside the state or if the units of the business within and outside the state are closely allied and not capable of separate maintenance as independent businesses.

A business classified as unitary apportions its income to Montana based on the average proportion of its total worldwide property, payroll, and sales in Montana. As an example, consider a hypothetical Company A which has worldwide net income of \$1,000,000 and the amounts of property, annual payrolls, and annual sales shown in Table 1.

Table 1Property, Payroll, and Sales of Hypothetical Company A (Millions)			
	Montana	<u>U.S.</u>	Worldwide
Property Value	\$10	\$60	\$100
Annual Payroll	1	. 8	12
Annual Sales	2	20	30

Under current Montana law, the Montana tax liability is based on the average proportions of total worldwide property, payroll, and sales attributable to Montana if Company A is unitary. In the case of Company A,

> Exhibit 1 -- SB 330 March 11, 1985

the average proportion is 0.0833.<sup>1</sup> Multiplying the average proportion by net income and the tax rate gives a tax liability of \$5623. (=0.0833 X \$1,000,000 X 6.75%).

Now suppose the law were changed so the Montana tax liability were determined by the average proportion of total U.S. property, payroll, and sales attributable to Montana. The unitary method still applies but the apportionment factor is determined by U.S., not worldwide, property, payroll, and sales. The fiscal note assumes that U.S. net income of the 50 corporations with the largest Montana tax liabilities is 50 percent of their worldwide net income. If Company A's U.S. net income is \$500,000 or 50 percent of its worldwide total, its Montana tax liability would fall to 4,408 based on the numbers in Table 1<sup>2</sup> or by 22 percent. Although net income has fallen 50 percent, Company A's tax liability has declined only 22 percent. This happens because total taxable net income declines but Montana's share of the smaller total increases; the larger share compensates to some extent for the reduced taxable income. The Montana tax liability would fall by the same percentage as the decline in net income (the assumption of the fiscal note to SB 330) when the multinational has no property, payroll, or sales outside the U.S.. In this case, taxable income declines with the exclusion of foreign income and the apportionment factor remains the same. Thus, Montana taxes the same share of a smaller total and experiences a tax loss proportional to the drop in taxable income.

As the proportion of worldwide property, payroll, and sales in the U.S. declines with other things equal, the revenue loss due to limiting application of the unitary method falls and may become a revenue gain for

1	Property factor =	$\frac{\$10}{100} = \frac{1}{10}$
	Payroll factor =	$\frac{\$1}{12} = \frac{1}{12}$
	Sales factor =	$\frac{\$2}{30} = \frac{1}{15}$
	Apportionment factor= (1/10 + 3	(12 + 1/15) - 3 = 0.0833
2	Property factor =	$\frac{\$10}{60} = \frac{1}{6}$
	Payroll factor =	$\frac{\$1}{8} = \frac{1}{8}$
	Sales factor =	$\frac{\$2}{20} = \frac{1}{10}$
	Apportionment factor=	(1/6 + 1/8 + 1/10) - 3 = .1306 (.1306) x \$500,000 x 6.75% = \$4408

individual corporations. For example, if in the place of the amounts in Table 1, Company A had U.S. property valued at \$50 million, U.S. payroll of \$6 million, and U.S. sales of \$15 million, its Montana tax liability would be \$5,623 under either the worldwide or U.S. alone unitary method of tax-ation.

The \$10 million annual revenue loss from passage of Senate Bill 330 shown in the fiscal note is probably the upper limit on the potential revenue loss. A revenue loss of that magnitude would occur under the circumstances described previously where all multinationals have foreign income but no property, payroll, or sales outside the U.S. Under more realistic assumptions about the apportionment of income as shown above, the revenue loss would be less. If income from foreign sources is less than 50 percent of total for large corporations as the fiscal note assumes, the revenue loss would also be reduced.

If I can provide additional information, please contact me again.

Sincerely,

Judith Curtis Waldron Senior Analyst Econornic Precision on the one of HELENA (AP) - Montana's hopes for long-term economic health hang on the state's ability to re-cre-ate lost good-paving, basic-industry jobs, but that is not an easy matter, a new report released by some investment bankers and state economic

But the report repeats that the crucial question with respect to income is the replacement of the 7,000

The job losses since 1979 have occurred mostly in mining, smelting, railroads and wood products - industries that provide some of the best-paying jobs in the state," the re-

"So if our goal for economic growth is to improve the individual economic welfare of as many Montanans as possible, it makes a differ-

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## Forest Service regional office cuts jobs

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MISSOULA (AP) - The Forest Service has just completed a threeyear reorganization of the agency's Northern Region headquarters here, involving the elimination of 104 jobs, said Tom Coston, regional forester.

Abolishing the positions reduced annual payroll for the headquarters by \$2.4 million, he said Friday.

However, he said no employees

lost their jobs in the reorganization. since the positions were eliminated through retirements, resignations, promotions and reassignments to other regions.

The process reduced the number of regional office directors from 20 to 11 and the number of deputy regional foresters from three to one. Overall, the number of jobs was reduced by 24 percent

6-F **Great Falls Tribune** 

LY INDUSTRY

## **Boom may bypass Montana**

ays Montana and Wyoming are "too desolate and too tightly intertwined with decaying industries" to benefit from the economic boom that has oc-

curred in other parts of the Rocky Mountain region.

"The 21st century may pass them (Montana and Wyoming) by," John Gilmore, senior economist at the told the Wall Street Journal.

The Journal article said cities

HELENA (AP) — An economist such as Butte that rely on traditional /s Montana and Wyoming are "too "engines of growth" — including copper, oil, natural gas and agriculture are struggling for survival.
 Meanwhile, the Journal said other

Sunday, August 26, 19

cities such as Colorado Springs, Colo.; Albuquerque, N.M.; and Provo, Utah, are taking advantage of the high-tech and service industries and are "riding a wave of prosperity Denver Research Institute, recently that may guarantee them surging growth far into the future.

Buchanan conceded that Montana has lost many primary jobs to declining industries. But, he said, there is renewed interesti in the state's precious metals among smallscale miners who will provide a more stable employment base.



In other words, the creation of 1,000 new manufacturing jobs would generate a total of 2,000 jobs across the Oregon economy.

This increased economic activity also will stimulate construction jobs and heighten demand for housing.

Studies have shown growth in industrial jobs results in broad increases in personal income and in reductions in individual property-tax bills because of a broadened tax base.

#### AMENDMENTS TO INTPODUCED SENATE BILL #330

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*i*.

I. Amend Title, lines 4 and 5. Following: "EXCLUDE" Strike: "CERTAIN INCOME DERIVED FROM SOURCES OUTSIDE THE UNITED STATES" "FOREIGN PARENT CORPORATIONS" Insert: Title 2. Page 1, line 7. Following: "Sections" Strike: "15-31-302" Insert: "15-31-301, 15-31-305" 3. Page 1, Itne 8 Following "MCA." Insert: "EXTENDING RULEMAKING AUTHORITY, 4. Page 1, following line 8. Insert: WHEREAS, the United States Supreme Court in the Container case held that the states could apportion the income of unitary corporations on a worldwide basis in order to determine the fair and reasonable tax owed to a certain state; and WHEREAS \ the United States Supreme Court in Container, while approving worldwide apportionment, reserved judgment as to the constitutionality of including the income and activities of a foreign parent corporation in the unitary group; and WHEREAS, Montana's use of the unitary concept, applied on a worldwide basis, for purposes of calculating Montana corporate license taxes has attracted some recent public interest; and WHEREAS, representatives of certain foreign countries, most notably Japan, United Kingdom, and Germany have characterized such practice as a deterrent to investment in Montana; and WHEREAS, Montana welcomes out-of-state and foreign investment in Montana's economy, THEREFORE, it is the purpose of this act and the intent of the legislature to remove this problem by limiting consideration of foreign parent corporation activities and net income for purposes of corporate license tax. 5. Page 1, line 11 through the the page 2. Strike: Section 1 in its entirety. Insert: "Section 1. Section 15-31-301, MCA, is amended to read:

> Exhibit 2 -- SB 330 March 11, 1985

15-31-301. Corporations subject to allocation and apportionment. (1) Any corporation having income from business activity which is taxable both within and without this state shall allocate and apportion its net income as provided in this part.

(2) A corporation engaged in a unitary business within and without Montana must apportion its business income as provided for under 15-31-305. A business is unitary when the operation of the business within the state is dependent upon or contributory to the operation of the business outside the state or if the units of the business within and without the state are closely allied and not capable of separate maintenance as independent businesses.

combining corporations engaged in a unitary business In within and without Montana, the income, expenses, and activities of a parent corporation, incorporated under the laws of a foreign country shall not be considered in calculating the tax. However, to the extent such parent corporations are subject to tax as separate corporate entities, such corporations remain subject to tax as provided for in this chapter.

33(3) A corporation not engaged in a unitary business must allocate its business income by means of separate accounting methods, provided its books and records are so kept that the income and expenses attributable to business operations within the state can be properly segregated from total income and expense. If the corporation's books and records do not permit such proper segregation, its business income must be apportioned according to the provisions of 15-31-305.

#### -6 .-- Page 2, following line 16.

Insert: Section 2. Section 15-31-305 is amended to read: 15-31-305. Apportionment of business income. All business income shall be apportioned to this state by multiplying the income by a fraction, the numerator of which is the property factor plus the payroll factor plus the

sales factor and the denominator of which is 3...

Neither the income or the factors of a fore	
corporation shall be considered for purpos	es of these
calculations unless such corporation is subje	ect to tax
in this state as a separate taxable entity.	<del>,</del>

Renumber: Subsequent sections.

7. Page 3, lines 19 2/2000 Following: "business" on these

Insert: "activities of a foreign parent corporation unless such corporation is subject to tax in Montana as a separate entitye"

Strike: Remainder of lines 19 through 21 in their entirety.

8. Page 3, following line 21.

Insert: NEW SECTION. Section 4. Extension of authority. Any existing authority of the department of revenue to rules on the subject of the provisions of this act make is extended to the provisions of this act. Fulemaking may begin upon passage and approval. Renumber: Subsequent sections.

Amend SB 436, introduced copy, as follows:
1. Page 3, line 19.
Strike: "\$4,800"
Insert: "\$9,000"
2. Page 4, line 4.
Strike: "\$2,400"
Insert: "\$4,500"
3. Page 4, line 5.
Strike: "\$3,600"
Insert: "\$6,750
4. Page 4, line 7.
Strike: "\$4,800"
Insert: "\$9,000"
5. Page 4, lines 10 and 14.
Strike: "\$18,000"

**STANDING COMMITTEE REPORT** 

Page 1 of 2. Regentrackska

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MR. PRESIDEN	т		
We, your co	mmittee on	Taxation	
		Senate Bill	. 330
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Respectfully re	port as follows: That	Senate Bill	
	ed as follows:		
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Chairman.

March 11, 19.85

in calculating the tax. However, to the extent such parent corporations are subject to tax as separate corporate entities such corporations remain subject to tax as provided for in this chapter.

(3) A corporation not engaged in a unitary business must allocate its business income by means of separate accounting methods, provided its books and records are so kept that the income and expenses attributable to business operations within the state can be properly segregated from total income and expense. If the corporation's books and records do not permit such proper segregation, its business income must be apportioned according to the provisions of 15-31-305."

Section 2. Section 15-31-305 is amended to reads

\*15-31-305. Apportionment of business income. All business income shall be apportioned to this state by multiplying the income by a fraction, the numerator of which is the property factor plus the payroll factor plus the sales factor and the denominator of which is 3. Neither the income or the factors of a foreign parent corporation shall be considered for purposes of these calculations unless such corporation is subject to tax in this state as a separate taxable entity."

Renumber: Subsequent sections

4. Page 3, lines 19 through 21.

Following: "business" on line 19

Strike: remainder of line 19 through "States" on line 21

Insert: "activities of a foreign parent corporation unless such corporation is subject to tax in Montana as a separate entity"

5. Page 3, line 22.

Polloving: line 21

Insert: "NEW SECTION. Section 4. Extension of authority. Any existing authority of the department of revenue to make rules on the subject of the provisions of this act is extended to the provisions of this act. Rulemaking may begin upon passage and approval.

Renumber: Subsequent section

AND AS AMENDED

Thomas R. Mours . Phateman

## ROLL CALL VOTE

SENATE TAXATION 49 th Legislative Se		_	
Time 9:51 am Date Man	N 11, 1985	Room	413-415
Motion: to amend SB 32 Eek motion.	30 per -	exhibit	2.
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Name	Yes	No	Excused
Senator Brown	V		
Senator Eck			
Senator Goodover		V	
Senator Hager		V	
Senator Halligan			
Senator Hirsch	~		
Senator Lybeck	~		
Senator Mazurek	~		
Senator McCallum			
Senator Jeuman			
Senator Severson			
Senator Towe	V		

# **STANDING COMMITTEE REPORT**

	March 1	<b>1</b> , <b>65</b>
MR. PRESIDENT		
. We, your committee on	Taxation	
having had under consideration	Sonate Bill	<sub>No</sub> <b>435</b>
reading copy ( col		
REVISES HOUSEHOLD AND DEPEND	HAT CARE EXPENSE DEDUCTIO	m for income tax

Respectfully report as follows: That	Senate Bill	<sub>No</sub> <b>43</b> 5
be amended as follows:		
1. Page 3, line 19. Strike: "\$4,900"		
Insert: "\$9,000"		
2. Page 4, line 4. Strike: " <u>\$2,400</u> " Insert: " <del>\$4,500</del> "		
3. Paga 4, line 5. Strike: " <u>\$3,600</u> " Insert: "\$6,750"		,
4. Page 4, line 7. Strike: " <u>\$4,300</u> " Insert: " <del>\$9,000</del> "	. •	· · ·
5. Page 4, lines 10 and 14. Strike: * <u>\$18,000</u> Insert: *\$34,000*		

AND AS AMENDED

DO PASS

**DOWNER AS**S

Thomas E. Towe,

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Chairman.

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