#### MINUTES

## MONTANA SENATE 52nd LEGISLATURE - REGULAR SESSION

#### COMMITTEE ON TAXATION

Call to Order: By Senator Mike Halligan, Chairman, on February 8, 1991, at 8:00 a.m.

#### ROLL CALL

#### Members Present:

Mike Halligan, Chairman (D)
Dorothy Eck, Vice Chairman (D)
Robert Brown (R)
Steve Doherty (D)
Delwyn Gage (R)
John Harp (R)
Francis Koehnke (D)
Gene Thayer (R)
Thomas Towe (D)
Fred Van Valkenburg (D)
Bill Yellowtail (D)

Members Excused: None

Staff Present: Jeff Martin (Legislative Council).

Please Note: These are summary minutes. Testimony and

discussion are paraphrased and condensed.

Announcements/Discussion: None

#### **HEARING ON SENATE BILL 236**

## Presentation and Opening Statement by Sponsor:

Senator Harp, District 4, sponsor, said the bill extends tax increment financing for five years. The bill is due to sunset after 12 years and some communities are still in the process of utilizing the tax increment and need to have the provisions extended. Senator Harp said the Kalispell mall is a good example of the successful application of the program. The mall property was formerly 20 acres of railroad tracks and 1900 vintage buildings that brought in a total of \$68,000 in taxes. With the help of the tax increment financing program the mall and motel have created 554 new jobs and taxes are now paid in excess of \$271,000.

Senator Harp pointed out Title 1 HUD and industrial development bonds are gone. The only tool left for development of core areas is tax increment financing. Billings is in the process of sunsetting their program as it has been very successful. Missoula is still utilizing tax incrementing and Flathead just has a good start. He said there are plans for large scale development in the Flathead area and it is necessary to keep the tax increment financing plan active for another five years in order to complete those programs.

## Proponents' Testimony:

Larry Gallagher, real estate counselor and advisor to the City of Kalispell, said he has been involved in the program since it was first presented to the legislature. He said tax increment financing is the only financing available for development of urban areas. He presented a map of the Kalispell area showing planned development and noted the work that needs to be done to issue a bond cannot be finished by July in order to secure financing before the tax increment financing program sunsets in September, 1991.

Bill Cooper, Superintendent of School, Kalispell, presented his enthusiastic testimony in support of the bill (Exhibit #2).

Alec Hansen, Montana League of Cities and Towns, said the most important public policy is economic development and tax increment financing is the most important tool presently in place in Montana. Since the law was enacted in the late 1970's, there has been over \$20 million in development in seven Montana cities. Kalispell, as well as several other cities, have some great projects in the planning and development stages and they need to have the tax increment financing tool in place for five more years.

Larry Fasbender, Montana Council of Cooperatives, presented a letter in support of the bill from Nathan Byrd, General Manager, Equity Supply Co. of Kalispell (Exhibit #3).

James Tutweiler, Montana Chamber of Commerce, said the Chamber continues its support of the tax increment financing program. It represents a continuation of already existing economic development programs. Creative self-help financing raises the tax base, creates jobs, and makes a solid contribution to economic development. He urged support of the bill.

Bruce Williams, Kalispell City Manager, said the two cities he worked for in Oregon both had tax increment financing with no sunset provision. The sunset provision poses a major problem for Kalispell with the burgeoning community development ongoing there. He urged the committee to support the bill and economic development for all local communities.

## Opponents' Testimony:

There were no opponents.

## Questions From Committee Members:

Senator Halligan asked if there was any reason to have a sunset provision at all.

Senator Harp said he would be happy to have the sunset repealed. He thought there might be concern from other jurisdictions about taxing consequences, but he said he was not aware of any specifics.

Senator Van Valkenburg asked what the effects would be, in terms of property tax collections, on the foundation programs and university system six mill levy under the provisions of this bill. He also asked about the consequences of eliminating the sunset altogether.

Terry Johnson, LFA, said he would have to research the questions before he could give an informed response.

## Closing by Sponsor:

Senator Harp closed by presenting proposed amendments to the bill which would hold harmless any new development in the five year "window of opportunity" period that would exclude any cost to the state (Exhibit #4).

## HEARING ON SENATE BILL 238

## Presentation and Opening Statement by Sponsor:

Senator Crippen, District 45, said the bill would revise the Municipal Finance Consolidation Act of 1983 to allow participation by the Board of Regents. The bill would allow the Regents and units to apply for specific short term loans, with the approval of the Board of Investments and with specific underwriting criteria. The requesting body should be able to show that it has sufficient funds to adequately repay the loan. The obligation constitutes a debt of the local government. Terms of the borrowing generally cannot exceed five years. These loans can be used for equipment purchases and construction and maintenance subject to approval by the Board. The Board of Investments would like to be able to provide this same

opportunity to the Board of Regents. Currently, entities can borrow these funds only on three year financing or a lease basis. This would allow for longer term financing of equipment that is too costly to buy on a one or two year basis.

## Proponents' Testimony:

Ken Hikus, Montana University System, and Administrative Vice President of Eastern Montana College, said the Regents currently have the authority to borrow money but not from the Board of Investments. The bill includes the Board of Regents in the list of local government units. It would give the Regents the flexibility to borrow for short term needs.

Dave Lewis, Director, Board of Investments, said this is bond pool for local government agencies and the proceeds are used to lend money to the units for equipment purchases. He said \$11.5 million has been used for financing since 1983. The largest loans allowable are \$500,000, and repayment is limited to five years. Currently, \$8.5 million is outstanding in loans to over 50 Montana local government entities. He noted the interest rate is much lower than local lending organizations. They loaned money for a computer program at 7.5% when the lending institution rate was 13.5%.

## Opponents' Testimony:

There were no opponents.

## Questions From Committee Members:

Senator Gage asked if lending institutions object to the small loans at this low interest rate.

Mr. Lewis said they have had no complaints

#### Closing by Sponsor:

Senator Crippen closed.

#### EXECUTIVE ACTION ON SENATE BILL 238

## Recommendation and Vote:

Senator Thayer moved SB 238 Do Pass.

The motion CARRIED unanimously with Senators Yellowtail and Brown absent.

#### HEARING ON SENATE BILL 235

## Presentation and Opening Statement by Sponsor:

Senator Towe, District 46, said the Clean Air Act of 1990, sponsored by Senator Baucus, is a comprehensive and complex programs. Senator Towe noted the reference in the title of the bill to Title VI should be Title IV. Title IV of the Clean Air Act contains a provision for credits, the purpose of which is to encourage companies to do a better job than the standards for clean air emissions require. The standards have been set by the 1985, 1986, and 1987 years and the standard of 1.1 pounds per million BTU's. There are also discretionary credits. The credits are the entitlement portion of the bill. The credits can be obtained by if the emission is less than the standard. The credit can be used to bring in another plant, the credit can be sold to another party, or the credit can be sold to another party in another state. The credit, in effect, is property and this bill taxes it as Class A property at 9% of market value.

## Proponents' Testimony:

Dennis Olson, Northern Plains Resource Council and the Yellowstone Valley Citizens Council, presented his testimony in support of the bill (Exhibit #5).

## Opponents' Testimony:

Ken Williams, Entech and Montana Power, presented his testimony in opposition to the bill (Exhibit #6).

Gene Phillips, Pacific Power and Light, expressed opposition to the bill and agreed with Mr. Williams. He said if they were to sell any allowance, they would pay a tax on any gain they would realize at the time of sale. He noted no allowances of this nature exist at present and will not exist until after the year 2000. He noted the value cannot be determined if the allowance does not exist, so it cannot be taxed at this point.

Dan White read a letter from Ward Shanahan in opposition to the bill (Exhibit #7).

## Questions From Committee Members:

Senator Harp and Senator Doherty asked questions about the drafting of the Clean Air Act. Both Mr. Williams and Mr. Raisch said they had no knowledge of the negotiations and the process which produced the Clean Air Act.

Senator Doherty asked if the Clean Air Act forbids or preempts states from taxing the credits.

Mr. Raisch said there is no specific statement in the Act that he is aware of that prohibits the tax.

Senator Doherty said at the point of sale there would be created a taxable event. How would the value be determined?

Mr. Williams said he was not sure, but he assumed it would be treated as ordinary income.

Senator Doherty asked Dan White what the emission level is from the Stillwater facility.

Mr. White said he did not know, but he would ask Mr. Shanahan and see that the Committee received an answer.

## Closing by Sponsor:

Senator Towe closed by saying the credits can be traded or exchanged or bought and sold not unlike other property and, therefore, technically they can be taxed. He conceded there is no rush to implement the tax provision as the Act is new and the credits do not go into effect until the year 2000.

## EXECUTIVE ACTION ON SENATE BILL 236

## Amendments, Discussion, and Votes:

Senator Harp moved to adopt the amendments as per Exhibit #4 in order to enable the Department of Revenue to amend the fiscal note.

The motion CARRIED unanimously with Senators Yellowtail and Brown absent.

#### EXECUTIVE ACTION ON SENATE BILL 207:

## Recommendation and Vote:

Senator Van Valkenburg moved SB 207 Do Not Pass. He said his reason for the motion is his concern that the units of the University system are a state responsibility. He said they should not be treated as "woeful governments". There are benefits to the local community where the unit is located, but

there are also very significant local expenses associated with providing additional police, fire protection, and other services that the local people do not get reimbursed for by the state government. He did not feel it would be good tax policy for units of the University system to become dependent on local levies. He did, however, feel that was appropriate for junior colleges. He said it is very likely that if the levies were passed and monies were collected, that money would then be eliminated from the general appropriation for the respective unit.

The motion CARRIED with Senators Brown and Harp voting no and Senators Yellowtail and Towe absent.

## EXECUTIVE ACTION ON HOUSE BILL 53:

## Recommendation and Vote:

Senator Thayer moved HB 53 Do Pass.

The motion CARRIED unanimously with Senators Yellowtail and Towe absent.

## **EXECUTIVE ACTION ON SENATE BILL 213:**

## Recommendation and Vote:

Senator Harp moved SB 213 Do Not Pass.

Senator Gage felt the provision for notice on the property is a good feature.

Senator Van Valkenburg felt the taxpayer has to assume a certain amount of responsibility for payment of their taxes and it is not up to the local government to go to such extra lengths to ensure notification.

The motion CARRIED with Senator Yellowtail voting no and the Chairman casting a no vote for Senator Towe who was away from the committee.

## EXECUTIVE ACTION ON SENATE BILL 235:

## Recommendation and Vote:

Senator Koehnke moved to Table SB 235.

Senator Towe said he had no problem with tabling the bill. He felt the legislature needed to be aware of the problem as the year 2000 approaches.

The motion CARRIED unanimously.

## ADJOURNMENT

Adjournment At: 10:00 a.m.

SENATOR MIKE HALLIGAN, Chairman

JILL D. ROHYANS, Secretary

MH/jdr

## ROLL CALL

## SENATE TAXATION COM

COMMITTEE

DATE 2/8/9/

52 LEGISLATIVE SESSION

NAME	PRESENT	ABSENT	EXCUSED
SEN. HALLIGAN	X		
SEN. ECK	X		
SEN. BROWN	X'		
SEN. DOHERTY	X		
SEN. GAGE	X		
SEN. HARP	X		
SEN. KOEHNKE	X		
SEN. THAYER	у		
SEN. TOWE	X		
SEN. VAN VALKENBURG	X		
SEN. YELLOWTAIL	X		

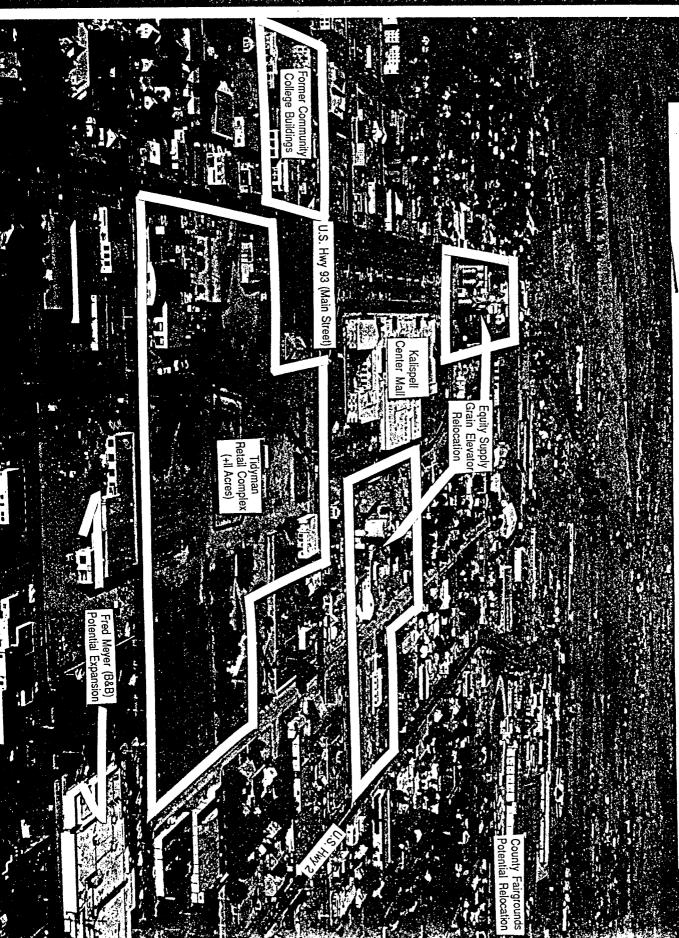
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COMMITTEE ON\_

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JAMES TURNILEL	MT Chauber	SR236		
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Robert Dausch	MIT Dept of Health	58235		
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**Kalispell Redevelopment Projects** 



BILL COOPER Superintendent CATHRYN McDEVITT Asst. Superintendent EXHIBIT NO.  $\frac{2}{8/9/}$ DATE  $\frac{2}{8/9/}$ BILL NO.  $\frac{5}{8}$   $\frac{2}{3}$ 

TOM TRUMBULL
Director of Business
GARY ROSE
Administrative Asst.
PAT LEE
Dir. of Special Services

# SCHOOL DISTRICT NO. 5

PHONE (406) 756-5015 · 233 1ST. AVE. EAST · KALISPELL, MONTANA 59901

FLATHEAD HIGH SCHOOL Principal, William Vogt 758-5075

KALISPELL JUNIOR HIGH Principal, Patrick Feeley 756-5030

LINDERMAN SCHOOL Principal, Larry Schulz 756-5024

RUSSELL SCHOOL Principal, Michael Anderson 756-5052

PETERSON SCHOOL Principal, Steve Rasor 756-5067

HEDGES SCHOOL Principal, Gayle Vidal 758-5048

ELROD SCHOOL Principal, Russell Winters 756-5043

EDGERTON SCHOOL Principal, Rick Davis 756-5059 February 8, 1991

Senator Halligan and Committee Members:

Thank you for the opportunity to provide testimony on S.B. 236.

I speak as an enthusiastic proponent of the Bill. Others, such as Larry Gallagher can speak to the intricacies of Tax Increment Financing and the financial ramifications. I can only speak to the success of the past and potential for the future.

This Bill is good for Kalispell and what is good for Kalispell is good for School District #5. We both benefit from a stabilized and enhanced tax base over the long haul. Some times short term losses of potential taxes are necessary to ensure long term gains. When jobs are created, our enrollment is higher and stability is enhanced. The atmosphere in our older school buildings is enhanced by being in revitalized as opposed to blighted surroundings.

All our schools are community centers and our playgrounds are community parks. The stronger the sense of pride in our neighborhood communities, the stronger the sense of pride in the schools.

Kalispell has a history of the public and private sector working side by side in a cooperative effort for the good of the entire community. City, County and School Government work together whenever possible with full knowledge that the same citizens are paying our bills. School District #5 is actively represented in and listened to by the Kalispell Development Corporation, Chamber of Commerce and a special community oriented ad hoc committee.

In short and in conclusion, we in Kalispell believe that the "whole is greater than the sum of all its parts." This Bill is good for Kalispell. School District #5 is Kalispell. I urge your support of SB 236.

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P.O. BOX 579 • KALISPELL, MONTANA 58901 • PHONE 755-7400

February 5, 1991

Senator Mike Halligan Chairman - Senate Taxation Committee Room 413-415

RE: SB 236

Dear Senator Halligan,

I am writing to request your support and the support of the Senate Taxation Committee for SB 236, "An Act To Amend the Urban Renewal Law to Provide For the Undertaking of Certain Redevelopment Activities Pursuant to a Development Agreement, to Eliminate the Termination of Tax Increment Financing and to Change the Period of the Annual Report." My name is Nathan L. Byrd, I reside at Kalispell, Montana. I am General Manager and Secretary of Equity Supply Company, a farmerowned cooperative with facilities to include two grain elevators, bulk fertilizer blending, bulk petroleum products, feed manufacturing, creamery processing and general hardware located within the Kalispell redevelopment district and adjacent to the Kalispell Center Mall.

Our cooperative has been actively pursuing the possibility of relocating our business out of the downtown Kalispell area. We realize it is in everyones best interest if our facilities were located in an industrial area and away from the downtown shopping district. The relocation of our facilities could very well determine the development potential of the downtown area.

A preliminary feasbility study to relocate our elevators, feed mill and fertilizer facility has shown that assistance in the form of tax increment financing from the City of Kalispell is necessary if any relocation is to take place. We are in need of additional time to plan for the relocation and to solicit potential developers to occupy our vacated premises with businesses more conducive to retail trade. The passage of SB 236 will give our cooperative and the City of Kalispell time to consider all options available and to make the necessary contacts.

## SENATE TAXATION

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In my opinion, the goals of both our cooperative the City of Kalispell are very similar.

- 1. To enhance the downtown business district.
- 2. To plan for orderly development within the city.
- 3. To relocate the cooperatives facilities to an industrial area.
- 4. To eliminate heavy grain and fertilizer truck traffic from the downtown area.
- 5. To eliminate potential safety hazards, such as grain dust explosions, fires and anhydrous ammonia leaks, to the general public.
- 6. To increase the property tax base by utilizing property within the business district to the highest and best use.
- 7. To increase the tax base of Flathead County by building a new and modern agricultural facility on industrial land that is currently vacant and underdeveloped.

Our Board of Directors and Stockholders, representing 588 residents, are in support of SB 236 and respectfully request your active support to insure the passage of this bill.

Sincerely yorus,

EQUITY SUPPLY CO.

Nathan L. Byrd General Manager

NLB/ras

cc: Senator John Harp Senator Bob Brown Senator Ed Kennedy Mr. Larry Fasbender

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## Proposed Amendment SB236

Add subsection (5) to Section 7-15-4292 as proposed to be amended by SB236.

(5) If a municipality issues bonds secured in whole or in part by a tax increment provision after the 10th anniversary of a tax increment provision adopted after January 1, 1980, or the 12th anniversary of a tax increment provision adopted prior to January 1, 1980, it shall not be entitled to the full distribution provided in section 20-9-360(2). For such a municipality, the state treasurer shall reduce the distribution for each fiscal year after the fiscal year in which such bonds are issued by an amount equal to the "increased taxable value" for the fiscal year of "the project property" (both as hereinafter defined) multiplied by the aggregate tax levies, expressed in mills, for the fiscal year of all taxing bodies levying ad valorem taxes against the project property or any part thereof. The department of revenue shall certify to the state treasurer by \_ \_\_ of each fiscal year the increased taxable value of the project property, if any, for the fiscal year for each municipality which has created an urban renewal area and adopted a tax increment provision therefor. If a municipality issues more than one issue of bonds after the date referred to in the first sentence of this subsection, the distribution to the municipality under section 29-9-360(2) shall be reduced by the sum of the amounts determined hereunder for each bond issue.

For purposes of this subsection (5), "project property" is all taxable property within an urban renewal area, certified by the municipality to the department of revenue at the time of issuance of such bonds and identified by tax identification number, affected by an urban renewal project to be financed in whole or in part from proceeds of such bonds. Property is affected by an urban renewal project if (i) the property is to be acquired or improved as part of the urban renewal project, (ii) the property is located on property to be acquired or improved as part of the urban renewal project or is contiguous to, or located on property contiguous to, property so acquired or improved, including property that would be abutting but for the interposition of a road, stream, street or similar property, or (iii) the property is the subject of an agreement entered into by a private party and the municipality in connection with the urban renewal project or the issuance of the bonds and under the agreement the private party undertakes to develop or redevelop the property. For purposes of this subsection (5), "increased taxable value" means, with respect to project property for a fiscal year, the difference, if any, between the taxable value of the project property for the fiscal year and the taxable value of the project property for the fiscal year in which the bonds were issued.

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EXHIBIT NO. 6

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## Testimony for

SB-235

Mr. Chairman, members of the Committee, my name is Ken Williams. I am appearing here today on behalf of Entech and our parent The Montana Power Company.

We oppose Senate Bill 235. This bill attempts to classify emission allowances as property for taxation purposes. Let me quote Section 403(f) of the Clean Air Act Amendments of 1990. " - An allowance allocated under this title is a limited authorization to emit sulfur dioxide in accordance with the provisions of this title. Such allowance does not constitute a property right." Since an allowance is not a property right, we fail to see how they can be taxed as property.

An allowance is essentially a permit to operate an SO<sub>2</sub> emitting regulated facility. Permits are authorizations to engage in certain activities with the concurrence of the government. The granting of a permit is not a taxable event.

The Clean Air Amendments of 1990 established a nation-wide cap on SO<sub>2</sub> emissions. These allowances were allocated to existing operating and permitted plants. The allowances may have a value in the future, but that value cannot be determined until a sale takes place. At that time, should a gain be recognized, the state would receive taxes on the income from any sale.

Furthermore, this bill is retroactive to January 1, 1991. No allowances will exist for Montana until the year 2000 when the Phase II requirements of Title IV are effective.

Since allowances are not a property right, the value of these allowances are unknown until the time of a sale and no allowances technically exist until after January 1, 2000, we believe SB-235 is unnecessary and should be defeated.

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Statement of Chevron Corporation, Stillwater Mining, 58 2 \_\_\_\_\_ Stillwater PGM Resources in Opposition to SB 235

For the record Mr. Chairman and members of the Committee, my name is Ward Shanahan, I am the registered lobbyist for Chevron Corporation, Stillwater Mining, and Stillwater PGM Resources, and I am submitting this statement as a preliminary response in opposition to SB 235 because our tax department has not yet completed its evaluation of this bill.

Senate Bill 235, which is intended to make "emission allowances resulting from Title VI of the Federal Clean Air Act Amendments of 1990" taxable, was introduced in the Montana Senate on January 31, 1991. These are some of the reasons that I don't believe this bill should be placed on a "fast track":

- 1. The Federal Clean Air Act Amendments of 1990 were adopted by the Congress in late October 1990. The Act, Public Law 101-549, with which our own Senator Max Baucus was deeply involved, is 313 pages long. The effects of this legislation on state government, and on various industrial companies, are just beginning to be appreciated.
- 2. My first impression from looking at the Clean Air Act Amendments of 1990 is that the so called "emission allowances" are the so called "dirty air exceptions" which Eastern Congressmen were able to place in the bill to give their industries some breathing room. Some think that a "dirty" company after having cleaned up its act would then sell its "emission allowances" to another company that needed them, or to a new industry just starting out.
- The problem that may face industries operating in a state like Montana, is that the Clean Air Act Amendments of 1990 may "cap" their ability to expand their plants. For example, in the case of the Stillwater Mining smelter at Columbus, Montana, the design capacity of the smelter is far below the limits prescribed in the Clean Air Act of 1990. However, if we wish to expand the smelter to add additional capacity, because of the Clean Air Act Amendments of 1990, it is possible that our company may have to "buy" emission allowances from some eastern

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company which has actually been exceeding the limits of the Clean Air Act, but which was granted an "allowance" in the Clean Air Act of 1990.

Thus, the eastern polluter which has been granted a special exception because of the action of its more powerful Congressional Delegation, would benefit by selling these rights to a company like ours which has always been in compliance with the law, but which has a need to expand its plant.

In making this statement, I am not pretending to be an expert on the Federal Clean Air Act Amendments of 1990, I am merely pointing out some of its possible effects. I have talked to Senator Baucus about the act, and I am positive that it was not his intent to cause any harm to a plant like the brand new Stillwater smelter at Columbus. However, it is my clear perception that SB 235 may have this effect. SB 235 seems to be a rather frantic attempt to rush in and tax us on something we have not yet had an opportunity to evaluate.

We respectfully submit that this bill is very premature. We think the sponsor should explain the valuation method that he would have the Department of Revenue use in establishing a value for these emission allowances. We would also ask the sponsor to explain why this property should be placed in Class 8 instead of Class 5 which covers other air and water pollution equipment on new industrial property. Both of these issues are directly relevant to the subject matter and SB 235 is silent with respect to their effect.

We respectfully submit that there is no rational basis at this time requiring a rush to classify Clean Air Act "emission allowance." We think you should give SB 235 a "DO NOT PASS."

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## SENATE STANDING COMMITTEE REPORT

Page 1 of 1 February 13, 1991

MR. PRESIDENT:

We, your committee on Taxation having had under consideration Senate Bill No. 238 (first reading copy - white), respectfully report that Senate Bill No. 238 do pass.

Signed:

Mike Halligan, Chairman

And. Coord.

3-15-7/
3-16-17-00

Sec. of Senate

## SENATE STANDING COMMITTEE REPORT

Page 1 of 1 February 8, 1991

MR. PRESIDENT:

We, your committee on Taxation having had under consideration House Bill No. 53 (third reading copy -- blue), respectfully report that House Bill No. 53 be concurred in.

Signed: Mike Halligan, Chairman

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## SENATE STANDING COMMITTEE REPORT

Page 1 of 1 February 8, 1991

HR. PRESIDENT:

We, your committee on Taxation having had under consideration Senate Bill No. 207 (first reading copy -- white), respectfully report that Senate Bill No. 207 do not pass.

Signed:

Mike Halligan, Chairman

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Sec of Senate

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