### MINUTES

### MONTANA SENATE 54th LEGISLATURE - REGULAR SESSION

### COMMITTEE ON FINANCE & CLAIMS

### Call to Order: By SENATOR GARY AKLESTAD, CHAIRMAN, on Thursday, January 19, 1995, at 5:00 P.M., Room 108.

### ROLL CALL

### Members Present:

Sen. Gary C. Aklestad, Chairman (R) Sen. Thomas F. Keating, Vice Chairman (R) Sen. Thomas A. "Tom" Beck (R) Sen. James H. "Jim" Burnett (R) Sen. Loren Jenkins (R) Sen. Ethel M. Harding (R) Sen. Arnie A. Mohl (R) Sen. Charles "Chuck" Swysgood (R) Sen. Daryl Toews (R) Sen. Larry J. Tveit (R) Sen. B.F. "Chris" Christiaens (D) Sen. Eve Franklin (D) Sen. Judy H. Jacobson (D) Sen. Greg Jergeson (D) Sen. John "J.D." Lynch (D) Sen. Mignon Waterman (D)

Members Excused: None.

Members Absent: None.

**Staff Present:** Clayton Schenck, Legislative Fiscal Analyst Lynn Staley, Committee Secretary

**Please Note:** These are summary minutes. Testimony and discussion are paraphrased and condensed.

Committee Business Summary: Hearing: SB 27, SB 83 Executive Action: None.

### HEARING ON SB 27

### Opening Statement by Sponsor:

SENATOR LORENTS GROSFIELD, Senate District 13, Big Timber, sponsor, said Sections 1 and 6 of SB 27 clarify the coal tax allocations that have been confusing, as well as clarifying the true percentages, making the numbers straightforward and

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understandable. Section 2 expresses the true percentage of the bed tax, and he noted it does not change the amount of money received by anyone. Sections 3 and 4 dealing with the coal tax interest income makes it comply with SB 378 that passed the legislature last session. Another area of the bill responds to an Attorney General's opinion in 1980 that said, "this problem should be presented to the legislature as soon as possible". He commented that now there is an attempt to fix the problem. The proceeds from the gas dealers' license tax is supposed to be paid out of that total account. He said there are refunds coming out of that money, and there is the question of whether it is being taken out of the total before the refunds or the total after the The Attorney General's opinion and the statutes state refunds. that even though legislative intent was the opposite, it has to be taken out before the refunds are made. He referred to the fiscal note showing that \$79,844 would divert from the four accounts and go into the highway earmarked revenue, which represents about 4.92 percent of those budgets. He concluded that this is an attempt to comply with the Attorney General's opinion of 1980.

Proponents' Testimony:

None.

Opponents' Testimony:

None.

Questions From Committee Members and Responses:

None.

<u>Closing by Sponsor</u>:

SENATOR GROSFIELD closed.

### HEARING ON SENATE BILL 83

Opening Statement by Sponsor:

SENATOR LORENTS GROSFIELD, Senate District 13, Big Timber, sponsor, said state finances would be simplified with the passage of SB 83, as well as making it easier for the legislature to scrutinize, prioritize, monitor taxpayers' money and make the budget more understandable. He described charts showing general fund revenues and expenditures for the 1995 biennium **EXHIBIT 1**. He related that earmarked funds and statutory appropriations was discussed by a subcommittee of the Legislative Finance Committee. The subcommittee recommendations presented to the Legislative Finance Committee passed the Finance Committee unanimously. He explained that de-earmarking does not mean the elimination of a program, but rather that the program is on equal footing with

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other programs and that there is competition within the general fund for funding for a particular program. He said that SB 83 is not targeting any one group. He noted that the Legislative Finance Committee reviewed 364 earmarked accounts. At the beginning of the 1993 session there were 264 earmarked accounts. In 1991 there were 197 which shows the dramatic growth in earmarked accounts. He presented to the committee a study done by the National Conference of State Legislatures regarding the percentage of budgets that are earmarked. He indicated that the last study done was in 1988 **EXHIBIT 2**. He related that Montana currently is at approximately 53 percent in earmarked budgets.

At this point **SENATOR GROSFIELD** explained SB 83 section by section.

SENATOR GROSFIELD said the first year that the bed tax collections were made was in 1988, and the amount was \$3.3 million. In 1989, \$5.4 million; 1990, \$6.1 million, and in 1994 it was \$8.0 million. He said that the initial purpose of the bed tax was to advertise so that people would discover Montana, noting that now Montana has been discovered. He added that a motion was made in the full Legislative Finance Committee to deearmark the entire bed tax to the general fund, which motion he thought passed unanimously. While tourism has helped the economy, the Finance Committee felt it was time to put the money into the general fund to help pay for some of the impacts that come from tourism.

SENATOR GROSFIELD presented to the committee a document depicting increases in the general appropriations act for fiscal year 1986 to fiscal year 1994 as well as increases in appropriations and budget amendments from fiscal 1986 to fiscal 1994 EXHIBIT 3.

**SENATOR GROSFIELD** presented a Legislative Finance Committee summary of all accounts affected by the bill including statutory appropriations that are eliminated **EXHIBIT 4**.

**SENATOR GROSFIELD** presented a document characterizing sections of SB 83 and their intent **EXHIBIT 5**.

SENATOR GROSFIELD presented documents relative to statutory appropriations from fiscal 1986 to fiscal 1994 EXHIBIT 6 and explained there was an increase in eight years of 800 percent, going from \$105.7 million in fiscal 1986 to \$945 million of statutory appropriations in Montana.

**SENATOR GROSFIELD** distributed proposed amendments to SB 83 **EXHIBIT 7**, noting that many of the amendments respond to technical issues in the fiscal note.

### Proponents' Testimony:

Dennis Burr, Montana Taxpayer's Association, testifying in support of SB 83 said if the earmarked revenue source doesn't

### SENATE FINANCE & CLAIMS COMMITTEE January 19, 1995 Page 4 of 10

raise enough money to fund the program, it is superfluous to earmark it in the first place, which was the situation with education funds. He added that a revenue source can bring in more money than is needed for a program which is a mis-allocation of resources. Some of that money should be used for a higher priority. The earmarked source brings in the correct amount of money for a particular program because the rate is adjusted to get the amount that is needed. He questioned if the revenue from this particular tax was not dedicated to the particular purpose it is dedicated to, would the tax exist at all. Looking at some of the taxes that way, they would not have existed if it had not been dedicated for that purpose. He concluded that SB 83 is a good step in straightening out Montana's system of accounts.

### Informational Testimony by Senator Jacobson:

SENATOR JACOBSON pointed out that when a program is de-earmarked, taken from a special revenue account and put into the general fund, it does not mean there will be no money in the next legislative session allotted for that program in the budget book. They will be treated like everyone else. While it is being accounted for in a different fund, they will have a base budget in the budget book like every other program in state government.

### Proponents' Testimony (continuing)

Beth Baker, Department of Justice, stated they support the general concept of de-earmarking, adding that the Department of Justice receives much of their funding from the general fund and the services they provide are a good use of that money. SB 83 affects two accounts administered by the Department of Justice; one being for breathalizer equipment and the other is the state drug forfeiture account. She presented a proposed amendment to page 42 of SB 83, striking section 49 in its entirety EXHIBIT 8. She stated the money being discussed is proceeds of or property used in drug crimes. The drug forfeiture act is modeled after federal law and is intended to take money from drug dealers and used for drug enforcement efforts. In the last five fiscal years, it has averaged about \$35,000 yearly in revenues. The expenditures vary from \$3,000 to approximately \$84,000. She added that the Department of Justice is authorized to spend up to \$125,000 yearly. Each of those expenditures must be approved by the Attorney General. She said the fines are critical to the There is the problem of being unable to drug enforcement effort. anticipate how much revenue will be brought in from forfeitures or how much and when they will be required to spend the money. Without the statutory appropriation, they do not have the needed flexibility and will be forced to come before the legislature and ask for the full \$125,000 each fiscal year to handle drug busts. SB 83 allows local law enforcement agencies to use their share of the forfeiture money for drug enforcement efforts. She concluded that it doesn't make sense to allow local agencies to use this money but remove the flexibility from the statewide drug enforcement agency. She added that Mike Batista, Law Enforcement SENATE FINANCE & CLAIMS COMMITTEE January 19, 1995 Page 5 of 10

Services, Department of Justice, could answer any specific questions about the account.

Linda Reed, Senior Economic Development Advisor, Governor's Office, presented testimony in support of SB 83 with the exception of Section 8 EXHIBIT 8A.

Mike Volesky, Executive Director, Montana Association of Conservation Districts, stated his support of SB 83 on behalf of Montana's 58 conservation districts. He read into the record the list of projects that 223 program money is used for. He said a citizens group of conservation district supervisors oversees the grants and funds projects that are important to the conservation projects. He concluded that the districts are nervous about giving up these grants, but they are willing to take the chance to let the projects speak for themselves and receive the grant funding in the future based on the merits of the projects.

SENATOR SWYSGOOD went on the record in support of SB 83.

SENATOR LYNCH asked if it could be determined how many people are opposed to SB 83 and how many are opposed only to Section 8 of SB 83.

With a show of hands from the audience as to those opposed only to Section 8, SENATOR AKLESTAD said most in opposition are speaking to the bed tax portion of SB 83.

{Tape: 1; Side: b; Approx. Counter: ; Comments: .}

### **Opponents' Testimony:**

Robert Dunlop, Helena valley resident, stated his opposition to Section 8 of SB 83, noting that the bed tax is working very well, is successful and is a very good program. He added that the \$8 million is spent over the entire state and not concentrated in one particular area. Tourists bring money to Montana and create jobs in the state.

Eric Feaver, Montana Education Association, stated his support of amendments to be offered to SB 83. He said SB 83 is a good idea but questioned why lottery is not being de-earmarked. He presented an amendment for consideration that would delete on page 36, Section 44, subsection (3), lines 11-12, noting there is no connection between the lottery and public schools. **EXHIBIT 9** 

Kathy Fabiano, Office of Public Instruction, presented testimony in opposition to SB 83 EXHIBIT 10.

Keith Colbo, Executive Director, Montana Tourism Coalition, stated his opposition to Section 8 and Section 23 of SB 83. He said the tourism promotion program is very important. Over the

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last six years the industry has responded to the comments and concerns of the legislature. He said it is expressed in the Governor's recommendations to the legislature and work done during the interim with local governments trying to assess the tourism impact on local communities. He indicated his support for the Governor's recommendation and the tourism advisory council recommendation in terms of the program and its future. Regarding tax philosophy, he agreed with the comments made by **Dennis Burr**, adding that the accommodations tax in Section 17 would qualify. He concluded that in good and bad times, the tourist industry must perform; it is revenue, economic development and jobs.

Greg Bryan, President, Montana Tourism Coalition, spoke in opposition to the accommodation tax in SB 83 EXHIBIT 11.

Ken Hoovestol, representing the Montana Boating Association, stated his opposition to Title 23-2-507 which transfers approximately \$6,000 yearly from the boating enforcement fund. Also representing the Montana Snowmobile Association, he stated his opposition to Section 23-2-644 which takes about \$6,000 a year from the safety education funds. The Snowmobile Association also is opposed to the bed tax inclusion in SB 83.

Candace Torgerson, Montana Innkeepers Association, speaking in opposition, said they would like to have the bed tax exempted from SB 83. She presented testimony to the committee EXHIBIT 12.

Michael Jaworsky, Executive Vice President, Missoula Chamber of Commerce, stated his opposition to de-earmarking the bed tax. He stated his support of reviewing a fund such as this. He said sectors of the Montana economy are impacted by tourism and natural resources, and a small and agreeable reallocation of funds to address tourism impacted parts of economy are in order.

Ernie Nunn, Helena Area Chamber of Commerce, stated that a letter was sent to all Finance and Claims Committee members regarding de-earmarking accommodation funds. De-earmarking the funds would affect a program that is highly effective in Helena and throughout the state.

David Owen, Montana Chamber of Commerce, stated he is in agreement with the comments made by Dennis Burr but that he is opposed to the sections related to the room tax. He said he was also speaking for Connie Kenney, Butte Chamber of Commerce, Nick Herrin, Kalispell Chamber of Commerce and Webb Brown, Lewistown Chamber of Commerce.

Art Shaw, representing the Montana Alfalfa Seed Committee and program officer for the Seed Committee, having served in this capacity since the committee was created by the 1981 legislature, said the proposal to remove the statutory appropriation from the Alfalfa Seed Committee should be made only after review of the committee's operations and concerns. He presented to the SENATE FINANCE & CLAIMS COMMITTEE January 19, 1995 Page 7 of 10

committee the 1994 and 1995 budgets of the Seed Committee as well as a summary of income and expenditures from fiscal year 1987 through fiscal year 1994 **EXHIBIT 13**.

Brad Griffin, Executive Vice President, Montana Retail Association, stated his opposition to Section 8 for the same reasons as stated by previous opponents.

Darlene Staffeldt, Montana State Library, speaking on behalf of Richard Miller, State Librarian, stated her objection to Section 7 relating to money coming into the State Library for networking and the greater portion going out to the six library federations across the state for benefit to libraries. She presented to the committee the distribution to the libraries **EXHIBIT 14** and a map showing libraries in Montana and which federation they are in **EXHIBIT 15**.

Nancy Silliman, Deer Lodge public librarian, representing the Montana Library Association, said the federation system and the funds that are funneled to it are essential to meet the expectations of patrons in 1995. The funds pay for continuing education expenses as well as inter-library loan listings on CD rom disks, service enhancements, and services that could not be replicated elsewhere. She concluded that the federation system is necessary to support attempts to have good library services in her area.

Deborah Schlesinger, a member of the Governmental Affairs Committee of the Montana Library Association, presented testimony in opposition to SB 83 EXHIBIT 15A.

Peggy Guthrie, Choteau, Montana, member of the State Library Commission, stated her opposition to repeal of Section 7 subsection (f) that establishes the amount of funding for basic public library services. She felt the proposed change would jeopardize the present funding level for public libraries in Montana. She said SENATOR GROSFIELD did not address library funding in his opening statement. She concluded that it is important to see that monies are secured for libraries.

Dan Purcell, Montana Traffic Education Association, offered written testimony in opposition to SB 83 EXHIBIT 16.

Tom Ebzery, Billings attorney, representing Montana Airport Management Association, submitted written testimony in opposition to Section 8 of SB 83 EXHIBIT 17.

Connie Kenney, representing Butte Chamber of Commerce and Gold West County (nine counties in southwestern Montana), in opposition to Section 8, said they would like to keep the bed tax funds in its current place. She stated her agreement with the comments made by Linda Reed that Travel Montana is doing an excellent job. Doug Abelin, Montana Trail Vehicle Riders Association, stated he was opposed to Sections 40 and 41 of SB 83. He said their organization worked hard for it and they would like to protect it.

Maureen Averill, Flathead Lake Lodge, stated her opposition to de-earmarking the bed tax, adding that it needs to continue to be maintained because it is a strong and important economic impact for the state.

Larry McRae, Outlaw Inn, Kalispell, stated he was in agreement with comments opposing Section 8. He noted that \$1.2 billion is not only spent on food, beverage, hotel rooms but also is spread across communities in Montana.

Lorna Frank, Montana Farm Bureau, stated her concern regarding the Montana Growth Through Agriculture Act. She said without this Act that was implemented in 1987, projects that were funded in this state probably would not currently be there.

### Questions From Committee Members and Responses:

SENATOR SWYSGOOD said the subcommittee in discussing the issue had recommended that the bed tax money go into a state special revenue account and then the expenditures would have to be justified to the legislature. He questioned how the tourism industry felt about that idea.

Greg Bryan, Montana Tourism Coalition, said they questioned why the statutory appropriation would be removed if there was not a desire and effort to later approve or adjust those funds and use them. The statutory appropriation asked for initially was because the amounts continually changed, and there was no ability to create long term marketing plans. Currently there is the ability to have the budget and fund expenditures brought before appropriations committee and explained, comments received and adjustments made.

SENATOR SWYSGOOD asked if they were not satisfied with that method either.

**Greg Bryan** said there was a lack of security of the funds being used in the way they were intended.

When questioned by **SENATOR SWYSGOOD** why they were afraid of a lack of security, **Greg Bryan** said at times political elements get in the way, and he felt results speak for themselves.

SENATOR JACOBSON said the subcommittee discussions relative to this were public meetings but had no public participation. The subcommittee suggested this approach because this fund is growing tremendously; it is not only taxing the tourists but also Montanans who also pay the bed tax. Approximately seven years ago the Travel Promotion Bureau in the Department of Commerce was SENATE FINANCE & CLAIMS COMMITTEE January 19, 1995 Page 9 of 10

at \$1.3 million, then \$3 million and is now at \$7 million a year with no oversight from the legislature. She added that the account is so fast growing that it needs review. She noted that it was not the intent of the subcommittee to say that there was not a good job being done with travel promotion. She explained that infrastructure could be looked at, with the idea of possibly moving some of the money out of Helena and into the hinterlands. That was the approach taken by the subcommittee in wanting to set up a special revenue account that could only be used for tourism promotion.

**Greg Bryan** said every legislative session Travel Montana gives the Department of Commerce a presentation about the budgeting process. This is presented to the legislature for review, and comments and input are welcome to make expended funds more effective and efficient. The fact that the fund is growing shows it is working well, generating more jobs and income for the state of Montana.

Senator Jergeson said he received a communication that insinuated that he made comments that he did not make, adding that the arrogance apparent in this type of letter EXHIBIT 18 is an indication why the legislature should have closer review and scrutiny over how money raised from the taxpayers is spent. He said he would appreciate a comment relative to this from someone from the tourism industry.

**Greg Bryan** said he was not aware of the letter and added that the tourism industry tries to be polite, respectful and appreciative.

SENATOR JERGESON said the letter was from the Missoula Hospitality Association.

**Greg Bryan** said he would follow up on the letter **EXHIBIT 18**. He asked that the committee not blame the entire industry for one segment.

### Closing by Sponsor:

SENATOR GROSFIELD, in closing, said people that are really worried about the ability to compete in the general fund have to consider what that says about the legislature's ability to prioritize the spending of people's money. He said that the effect of earmarking and statutory appropriations over a long period of time really means that previous legislatures have tied the hands of this legislature. He added that SB 83 does not stop any programs. He urged the committee to work with the Office of Public Instruction to resolve any technical issues. He said tourism is a very important and growing industry but needs discussion in this legislature.

SENATE FINANCE & CLAIMS COMMITTEE January 19, 1995 Page 10 of 10

### ADJOURNMENT

Adjournment: 7:00 p.m.

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SENATOR GARY AKLESTAD, Chairman

LYNN

STALFY, Secretary

GCA/LS

### MONTANA SENATE 1995 LEGISLATURE FINANCE AND CLAIMS COMMITTEE

ROLL CALL

DATE

1/19/95

NAME	PRESENT	ABSENT	EXCUSED
SWYSGOOD, CHUCK	V	•	
BURNETT, JIM		·	
MOHL, ARNIE			
JERGESON, GREG			
FRANKLIN, EVE			
TVEIT, LARRY			
JENKINS, LOREN	~		
JACOBSON, JUDY			
LYNCH, J.D.			
HARDING, ETHEL			
TOEWS, DARYL			
CHRISTIAENS, B.F. "CHRIS"			
WATERMAN, MIGNON			
KEATING, TOM - VICE CHAIRMAN			
BECK, TOM			
AKLESTAD, GARY - CHAIRMAN			
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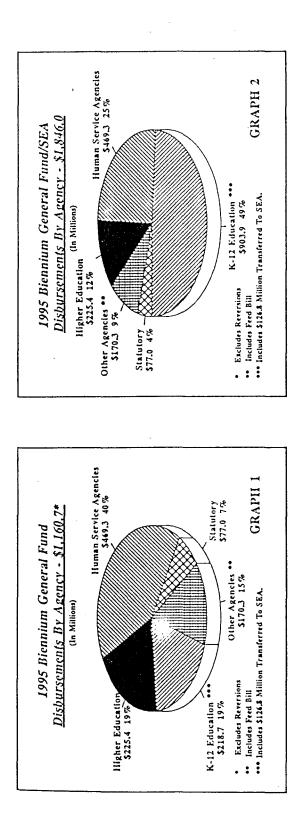
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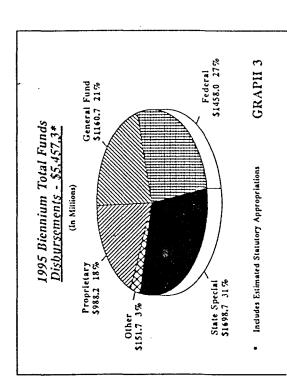
SENATE FINANCE AND CLAIMS
EXHIBIT NO.
DATE 1/19/95
BILL NO. So 83

### SB 83

### EXHIBIT 1

GENERAL FUND REVENUES AND EXPENDITURES





STRATE FINANCE AND CLAIMS
EAHIBIT NO.
DATE 1/19/94
BILL NO. SBF3

### SB 83

### EXHIBIT 2

### DISTRIBUTION REQUESTED BY:

Sm. Grosfield

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SB 378

### Proportion of Tax Revenue Earmarked by State Fiscal Years 1954, 1963, 1979, 1984, and 1988

State	1954	1963	1979	1984	1988
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### Note: N/A - Not available.

Source: 1954 and 1963, Tax Foundation, Eannarked State Taxes; 1979, Montana, Office of the Legislative Fisca Analyst, memo (March 19, 1930); 1984, NCSL surveys conducted in 1985, 1986; and 1988, NCSL survey conducted in 1989.

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15th 18th National Conference of State Legislatures 5th 3th Ind Ind only 7 other states over 1/3 earmark cold only 2 other states over 1/3 earmark cold 18 -

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SENATE FINANCE AND CLAIMS EXHIBIT NO.\_\_\_\_\_ 19/95

## SB 83

### EXHIBIT 3

Increases in Appropriations General Appropriations Act Fiscal 1986 to Fiscal 1994					
Fund Type	Fiscal 1986	Fiscal 1994	Dollar Increase	Percent Increase	
		1100011004	mereuse		
General Fund	\$347,906,629	\$456,553,722	\$108,647,093	31.23%	
State Special	308,032,335	346,305,060	38,272,725	12.42%	
Federal	392,596,546	701,011,703	308,415,157	78.56%	
Proprietary/Other	55,180,325	174,711,502	119,531,177	216.62%	
Total	\$1,103,715,835 \$	\$1,678,581,987	\$574,866,152	52.08%	

Increases in Appropriations Budget Amendments Fiscal 1986 to Fiscal 1994					
Fund Type	Fiscal 1986	Fiscal 1994	Dollar Increase	Percent Increase	
Типитуре	1 ISCAI 1900	1 ISCAI 1 554	Increase	Increase	
General Fund	\$O	\$O	\$0	0.00%	
State Special	277,439	780,596	503,157	181.36%	
Federal	6,562,461	8,039,040	1,476,579	22.50%	
Proprietary/Other	239,749	5,059,843	4,820,094	2010.48%	
Total	\$7,079,649	\$13,879,479	\$6,799,830	96.05%	

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SEMATE FINANCE AND CLAIMS EXHIBIT NO.\_\_\_\_\_ DATE\_\_\_\_\_\_ BILL NO. STOR \$3

### SB 83

### EXHIBIT 4

### Legislative Finance Committee Summary of SB 378 Recommendations

November 18, 1994

State Special Revenue Accounts			
Action/Account	Agency	Fiscal 1994 Revenue	Accounts Eliminated
SSR Accounts Not Used		NA	-61
De-earmark to the General Fund			
School Equalization Aid Account			
02403-School Equalization Aid	OPI	(280,489,269)	0
Accommodation Tax	0		
02116Accommodation Tax	Commerce	(5,341,777) (1,698,083)	-1
02254–Regional Accommodation Tax 02274–DFWP Accommodation Tax	Reg. Nonprofit Tourism Corps. Fish, Wildlife and Parks	(1,098,083) (509,113)	1
02111-Accommodation Tax	Commissioner of Higher Ed.	(195,499)	-1
02123-Sites and Signs	Montana Historical Society	(78,321)	-1
02110-Collection & Disbursement Costs	Revenue	(89,968)	-1
Fines & Forfeitures			
02402-Traffic & safety education	OPI	(1,006,511)	0
02011-MBCC-crime victims benefits	Board of Crime Control	(472,639)	-1
02422Highways special revenue	Transportation	(349,574)	0
02416-Warden ret-fines	Fish, Wildlife and Parks	(247,676)	-1
02128-Battered spouse-special rev.	Family Services Livestock	(27,942) (16,944)	-1.
02425–Inspection and control 02409–General license	Fish, Wildlife and Parks	(48,567)	0
02413-F&G motorboat cert ID	Fish, Wildlife and Parks	(7,643)	ŏ
02414-Snowmobile reg	Fish, Wildlife and Parks	(9,023)	ŏ
02115-Off-highway vehicle fines	Fish, Wildlife and Parks	(2,933)	0
02238-Off-highway vehicle acct (Coned)	Fish, Wildlife and Parks	(2,933)	0
02207-Water quality rehab account	DHES	(18,000)	-1
02204 – Public drinking water	DHES	0	0
02143–Drug forfeitures–state 02010–Oil & gas damage mitigation	Justice DNRC	(39,783) (24,179)	-1 0
02029-Board of horse racing	Commerce	(6,650)	ő
02128-Battered spouse-special rev.	Family Services	(2,065)	õ
02133–Dangerous drug tax admin.	Revenue	(1,163)	-1
02096-Reclamation-bond forfeitures	State Lands	(76,599)	-1
Total		(\$290,762,851)	-13
Combine into one Account			
Coal Severance Tax	_		
02445-Local Impact	Commerce	(2,785,078)	-1
02132-Growth Through Agriculture	Agriculture	(318,295)	-1
02444–County Land Planning 02405–State Library Commission	Commerce State Library	(159,147) (159,147)	1 1
02405-State Library Commission 02434-Conservation Districts	DNRC	(79,574)	<u> </u>
Total	51110	(\$3,501,241)	$\frac{-1}{-5}$
Clean – up			
02403–School Equalization Aid	OPI	(6,203,056)	0
Total		(\$6,203,056)	<u>0</u>
New Accounts			
New-Coal Severance Tax		3,501,241	1
Total		\$3,501,241	<u>1</u> 1
Totals	·	(\$296,965,906)	- 78

### Statutory Appropriations Eliminated Fiscal 1994 M.C.A. Expenditure Citation Purpose Agency Appellate defender program 100,000 03-05-901 Judiciary 15-25-123 15-65-121 Dangerous drug tax administration Revenué 0 Commerce 5,090,993 Travel promotion 98,463 15-65-121 Historical sites and signs Historical Society 15-65-121 15-65-121 76,591 Travel research University of Montana 294,570 State parks maintenance Fish, Wildlife and Parks Microbusiness finance program administration Commerce 139,547 17-06-409 71,559 20-04-109 Research projects Board of Public Education Safety education programs Fish, Wildlife and Parks 0 23-02-823 Judiciary 27-12-206 Chiropractic panel 8,840 Drug law enforcement Justice 2,980 44-12-206 61-02-107 49,826 Forensics science equipment purchase Justice 4,131 75-05-507 Water quality rehabilitation DHES 77-01-808 Improve state owned lands State Lands 37,110 23,110 80-11-310 Agriculture Improve alfalfa seed culture & markets \$5,997,720 Tota! 01/19/9.

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SENATE FINANCE AND CLAIMS
EXHIBIT NO.
DATE
BILL NO. 2883

### SB 83

### EXHIBIT 5

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Legislative Fiscal Analyst CLAYTON SCHENCK



Room 105 - State Capito P.O. Box 201711 Helena, Montana 59620-1711 (406) 444-298€ FAX (406) 444-303€

STATE OF MONTANA Office of the Legislative Fiscal Analyst (From Reger Lleyd)

January 10, 1995

Senator Lorents Grosfield Seat No. 23 Montana Senate Helena MT 59620

Dear Senator Grosfield:

As you requested, attached is a summary of each section contained in LC0200. The sections can be categorized in the following way, as well.

- A. Elimination of statutory appropriations: sections 2, 8, 21, 22, 25, 41, 43-45, 49, 52, 66, and 69.
- B. De-earmarking of state special revenue accounts to the general fund:
  - 1. fines and forfeitures: sections 3, 5, 6, 28, 38-40, 42, 49-51, 60-64, 70-72;
  - 2. SEA: section 34 (section 21 also addresses the SEA statutory appropriation); and
  - 3. coal tax interest and earnings: section 21
- C. Separation of constitutionally protected revenue from non-protected revenue sources: sections 4, 9-12, 53, 55-59
- D. Combining coal severance tax accounts for legislative funding based on priorities: sections 7, 65, 73, 75-78

Other sections eliminate statutory references, or provide clean-up, clarification, or administrative procedures.

Sections 13-19 clarify Legislature (and other agency) approach to earmarking and statutory in The fature Annonmations

SENATE FIN	IANCE AND CLAIMS
EXHIBIT NO	6-1-
DATE	1119195
BILL NO	56 83

# SB 83 EXHIBIT 6

Legislative Fiscal Analyst CLAYTON SCHENCK



Room 105 · State Capitol P.O. Box 201711 Helena, Montana 59620-1711 (406) 444-2986 FAX (406) 444-3036

### STATE OF MONTANA Office of the Legislative Fiscal Analyst

January 16, 1995

Senator Lorents Grosfield Seat No. 23 Montana Senate Helena, MT 59620

Dear Senator Grosfield:

This letter is in response to your recent request for information concerning statutory appropriations. Please note that the figures used are not actual expenditures, but estimates used for the purpose of establishing spending authority in each year.

In fiscal 1986, a total of \$105.72 million in authority was established for statutory appropriations. In fiscal 1994, a total of \$945.04 million in authority was established. Table 1 shows the increase by fund type. As shown, the largest increase, both in total dollars and as a percentage, occurs in state special revenue.

Increases	•	Table 1 y Appropriat: 986 to Fiscal	ions by Fund ' 1994	Гуре
	· · · · · · · · · · · · · · · · · · ·		Dollar	Percent
			Increase	Increase
Fund Type	Fiscal 1986	Fiscal 1994	(Decrease)	(Decrease)
General Fund	\$14,789,010	\$38,817,517	\$24,028,507	162.5%
State Special	53,960,729	604,077,427	550,116,698	1019.5%
Federal	8,672,382	17,562,533	8,890,151	102.5%
Proprietary/Other	28,294,966	284,584,077	256,289,111	905.8%
Total	<u>\$105,717,087</u>	<u>\$945,041,554</u>	<u>\$839,324,467</u>	793.9%

The increase in statutory appropriations is primarily due to three factors: 1) change to statutory appropriation of three major state expenditures; 2) addition of new programs; and 3) growth in statutory appropriations already in place

in fiscal 1986. These factors account for 96.2 percent of the total increase, and are shown in Table 2.

		-	Table 2 easons for Ir 986 to Fisca		
Agency	Statutory Citation	Fund Source	Fiscal 1986 Authorized	Fiscal 1994 Authorized	Description
Change to Statutory					•
OPI	20-09-361	State	\$0.00	\$403.00	School equalization
Labor/State Fund*	39-71-503	State/Prop	0.00	250.00	State Fund
Judiciary		General Fund	0.00	3.80	Dist Court reimbursement
Total Change to St	atutory		<u>\$0.00</u>	<u>\$656.80</u>	
New Programs					
Revenue	15-01-111	General Fund	\$0.00	\$18.39	Property tax reimbursment
Justice*	23-05-136	State	0.00	22.23	Gambling taxes/fees
Commerce	23-07-402	Proprietary	0.00	34.19	Lottery
Health	75-11-313	State	0.00	5.00	Petro tank cleanup
Revenue	15-36-112	State	<u>\$2.00</u>	\$32.00	Local Government
Total New Program	15		\$2.00	<u>\$111.81</u>	
Growth of Expenditure	<u>s</u>				
Admin*	17-05-404	Various	0.01	7.96	Capital projects fund
Retirements	Various	State/Prop	25.31	<u>58.35</u>	Various retirement
Total Growth of Expenditures			<u>\$25.32</u>	\$66.31	
Total Selected Stat	utory Appropri	ations	<u>\$27.32</u>	<u>\$834.92</u>	
*Other statutory cites,	a a su s 11				

1) <u>Change to Statutory Appropriation of Major Expenditures</u> - The school equalization account (SEA), the State Mutual Compensation Fund (State Fund), and district court reimbursement were made statutory appropriations during this time period. These additions account for over 78 percent of the increase.

2) <u>Addition of New Programs or Functions</u> - During the period of fiscal 1986 to fiscal 1994, the state began several new programs, the expenditures for which were made by statutory appropriation: a) reimbursement to local taxing jurisdictions for the loss in property tax revenues due to changes in effective tax rates for classes 8 and 12 property; b) the local government severance tax on oil and gas, which replaced certain property taxes and is collected through the state; c) various gambling operations, with resultant fines and fees (only that portion allocated to the counties is statutorily appropriated); d) the state lottery; and e) the petroleum tank cleanup fund. These programs account for 13 percent of the increase.

3) <u>Growth of Existing Programs</u> - The final major cause of increase in statutory appropriations is the growth in statutory appropriations that existed in fiscal 1986. The major increase is in various retirement programs for government employees, including judges, firefighters, and police officers. The table includes capital project funds. However, no major change has occurred

EXHIBIT\_ 1-19-95 DATE\_\_\_\_ . SB 83

in this fund. Rather, the increase appears to be an anomaly in the base year of fiscal 1986.

As an appendix, I have included a final table showing all statutory appropriations in fiscal 1986 and fiscal 1994, for your reference.

I hope this information is useful. Please call if you have any questions.

Sincerely,

Taryn Purdy Principal Fiscal Analyst

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	Sta	tutory Appr		pendix A vith Expend:	iture Authorizations
Fiscal 1986 and Fiscal 1994					
Agency	Statutory Number	Accounting Entity	Fiscal 1986 Authorized	Fiscal 1994 Authorized	Purpose
Administration	02-09-302	Proprietary	\$8,000,000	\$3,356,445	Proceeds of self-insurance reserve fund.
Administration	02-17-105	State	155,000	699,887	Indemnification for damage to state buildings
Administration	' 02-18-812	Proprietary	19,005,001	48,023,000	State employee group benefit claims
Judiciary	03-05-901	Gen Fund	0	3,797,526	Dist Court reimbursement
Military Affairs	10-03-202*	Gen Fund Federal	204,001 2,150,000	175,008 85,830	Gifts, etc., disasters, community disaster loans
Administration	10-04-301	State	0	1,613,666	911
Revenue	13-37-304	State	4,000	0	Public campaign fund
Revenue	15-01-111	Gen Fund	0	18,356,000	Property tax reimbursment
Revenue	15-23-706	State	0	2,020,000	Redistribution of coal gross proceeds
Revenue	15-31-702	State	5,750,000	10,200,000	Corp license taxes collected from banks or s&ls
Revenue	15-36-112	State	2,000,000	32,000,000	Oil and gas severance taxes
Revenue Sector Vib	15-37-117	State State	0 0	1,620,000	Motal mines Bed Tax
State Lib, etc.	15-65-121	State Cur. Unrestr.	0	306,000 215,000	DCUIAX
Transportation	15-70-101	State	14,000,000	215,000 16,766,000	To local counties and towns for const. and maint. of hwy
Revenue	16-01-404*	State	2,630,000	2,805,000	Allocation of liquor license tax to counties, cities
State Auditor	17-03-212	Federal	2,030,000	15,000,001	Forest reserve to counties
Administration	17-05-404*	Other	7,874	10,000,001	Capital projects fund
		Proprietary	0	2,750,000	p
		Other	Ō	5,210,000	
Administration	17-06-101*	Gen Fund	0	600,000	
Administration	17-07-304	Gen Fund	14,585,009	15,808,983	Bonds, etc.
Admin, et.al.		State	20,998,831	19,614,820	,
Fish, Wildlife, Parks		Federal	522,382	434,953	
Admin/Military Afrs.		Other	1,282,091	0	
Commerce		Proprietary	0	10,475,000	
Six Units		Plant	0	328,902	
Judiciary	19-05-404	State	0	580,000	Judge's retirement
Fish, Wildlife, and Parl		State	0	275,000	FWP board members' salaries?
State Auditor	19-10-205*	State	5,343,613	7,950,000	Police retirement
State Auditor	19-11-512	State	959,100	1,150,000	Fire department relief association
Bd of Pub Ed	20-04-109	State	0	78,000	Advisory council research
OPI CHE	20-09-361 20-26-1403	State 08	0	403,000,000 97,000	School equalization Rural physician trust
Justice	23-05-136*	State	0	22,231,200	Gambling taxes/fees
Crime Control	23-07-301	State	0	600,873	Juvenile detention
Commerce	23-07-402	Proprietary	0	34,186,399	Lottery
Chiropractic	27-12-206	State	0	14,000	Chiropractic legal panel
Commerce	37-51-501	State	200,000	100,000	Real estate recovery
Labor/State Fund	39-71-503*	State	0	73,088,638	State Fund
		Proprietary	0	176,910,931	
Labor	39-71-907	Proprietary	0	697,400	Subsequent Injury - Not in statute
Justice	44-12-206	State	0	125,000	State Forfeitures
	44-13-102	Federal	0	125,000	Fed forfeitures
DCHS	53-24-206	State	1,837,973	1,000,000	Chemical dependency to counties
Justice	61-02-107	GF	0	50,000	Intoxilizer maintenance
Justice	19-06-709	State	0	650,000	H.P. Retirement transfer
Transportation	67-03-205	State	0	243,000	Aircraft reg county distribution
DNRC Health	75-01-1101	State	0	20,000	Park Cty environmental cont
Health Health	75-05-507*	State	. 0	60,000	Water rehab account Petro tank cleanup
State Lands	75-11-313 77-01-103	State State	· U	5,000,000 58,906	Admin of ag irust assests
Agriculture	08-02-228	Proprietary	ő	2,334,000	Hail board reserve fund
Agriculture	80-11-310	State	0	2,334,000	Alfalfa seed
DNRC	82-11-136*	State	ŏ	175,000	Oil and gas damage mitigation
DNRC	85-02-707	Federal	ŏ	43,000	Yellowstone groundwater nps
SRS	90-04-215	Federal	Ō	1,000,000	Stripper energy, etc
Agriculture	90-09-306	State	0	0	Ag council
Governor's Office	90-14-107	Federal	ō	873,749	MCC, CNCS
Library Commission	**	State	82,212	<u>0</u>	Not on list
			\$10E 717 000	\$945,041,553	

\*\*Not on statutory list of statutory appropriations in the 1987 biennium.

Amendments to Senate Bill No. 83 Introduced Copy

SENATE FINANCE AND CLAIMS EXHIBIT NO. DATE 5 BILL NO.

Requested by Senator Grosfield For the Committee on Senate Finance and Claims

> Prepared by Roger Lloyd January 18, 1995

Page 2, line 21.
 Following: "funding the"
 Insert: "expenses listed in subsection (1)(f) and, to the extent that funds remain, the"

2. Page 2, line 25. Strike: "<u>to</u>" through "<u>and</u>"

3. Page 2, line 28.
Following: "and"
Insert: "the appellate defender commission and the office of appellate defender must be funded first and"

The above amendments are necessary to include the appellate defender program as the first priority for funding from revenue available under 61-3-509 before the district court expenses. As HB 83 reads before this amendment, district courts would be funded first. (Reference technical note #7 in the fiscal note.)

4. Page 20, line 26. Strike: "75-5-507;"

The above amendment strikes the reference to a section being deleted by the bill in the list of statutory appropriations.

5. Page 32, line 10. Following: "is" Strike: "statutorily appropriated, as provided in 17-7-502, to"

6. Page 32, line 11. Following: "<del>(1)</del>" Strike: "the superintendent of public instruction"

The above amendments remove the remaining statutory appropriation of revenue for support of public schools that would become a general fund statutory appropriation

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under SB 83 as introduced. To maintain funding at present law levels, authority must be appropriated in HB 2. (Reference technical note #2 in the fiscal note.)

7. Page 15, lines 10 and 11. Following: "appropriated" on line 10 Strike: "the revenue from an account" Insert: "revenue from sources de-earmarked"

8. Page 15, line 11. Following: "<del>31 1 602</del>" Strike: "<u>terminated pursuant to legislative review</u>" Insert: "by the legislature"

9. Page 15, line 14.
Following: "<del>31 1-602</del>"
Strike: "<u>pursuant to legislative review</u>"
Insert: "by the legislature"

The above amendments clarify the intent that appropriations of de-earmarked state special revenue would become general fund appropriations. (Reference technical note #5 in the fiscal note.)

10. Page 29, line 7.Following: "means"Strike: "the account in the state special revenue fund that receives"

Page 29, line 8.
 Following: "section"
 Strike: "plus any legislative appropriation of money from other sources"

The above amendments removes reference to a state special revenue account the bill eliminates. (Reference technical note #6 in the fiscal note.)

12. Page 32, line 25.
Strike: "The"
Following: "the"
Strike: "department <u>may use appropriations</u> for enforcement of this part"

13. Page 32, line 26. Strike: "." 14. Page 33, lines 4 and 5.
Following: "the"
Strike: "<u>The</u> department"
Following: "only"
Strike: "may use appropriations for snowmobile safety and education."

15. Page 36, lines 11 and 12. Following: "<u>fund</u>" Strike: "for distribution as state equalization aid to the public schools of Montana"

The above amendments remove reference to appropriations that would become general fund appropriations, thus clarifying that the revenue is not earmarked within the general fund. (Reference technical note #4 in the fiscal note.)

{Office of Legislative Fiscal Analyst

444-2986}

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### Amendment to Senate Bill 83 First Reading Copy

Requested by Department of Justice Prepared by Beth Baker, Department of Justice

SENATE FINANCE AND CLAIMS EXHIBIT NO. DATE BILL NO

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 Page 42, line 1. Strike: Section 49 in its entirety. Renumber: Remaining sections.

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SENATE FINANCE AND CLAIMS EXHIBIT NO\_ BILL NO.

### Senate Bill 83 An Act Generally Revising Laws Concerning Dedicated Revenue and Statutory Appropriations

Testimony January 19, 1995 Senate Finance and Claims

Mr. Chairman and members of the Committee, I am Linda Reed and I represent the Governor's Office where I am the Senior Economic Development Advisor. I am here as a proponent of Senate Bill 83 with the exception of Section 8. We agree with the general principle that revenue generated in the course of administering the laws and regulations of the State of Montana should become a part of the general fund for reallocation by the Legislature. We believe that such a practice will provide more accountability to the People of Montana by clearly identifying all funds available for agency and program support and make the process of fiscal planning and budget administration simpler and clearer.

We take exception to Section 8 which proposes to deposit the accommodations tax to the general fund. The accommodations tax was imposed specifically to underwrite the cost of implementing and maintaining a program to promote Montana as a tourist destination and location for the production of motion pictures and commercials.

The Travel Montana program is an identifiable business unit, one which is responsible for generating a product, in this case tourists and whose revenue is generated in direct proportion to its success. As a matter of public policy it was deemed beneficial to the State to encourage tourists to visit Montana because they would create demands for goods and services which would be met by new or expanding businesses. The result was to be more dollars circulating within the State and more people working.

Quite appropriately some of our communities have said "STOP!" we can't keep up with the impacts from the tourists. The Travel Montana program responded by changing the focus of Montana's image from our majestic mountains in the northwest to that of scenic vistas from the east. In addition, the regional tourism districts have voluntarily begun to equalize distribution of their portion of the accommodations tax in order to provide financial support to promote less known areas of the State.

Travel Montana has plans to allocate a portion of its budget to two grant programs. One will be specifically focused on developing tangible infrastructure improvements to accommodate the impacts of tourists and a second will assist small communities implementing programs to encourage tourism.

Montana has been discovered, but will it be remembered? Well, we can all debate the merits of advertising, but in the back of my mind there is always this question, "why do I continually see Coca Cola ads?" We have a program to be implemented in the coming biennium which will take the focus from advertising to marketing and by doing so will provide better services to potential visitors and allow us to market less known areas of the state. This will reduce the need to spend so much on advertising and will create opportunities for increasing funding to the grants programs.

The program is producing. We have more tourists in Montana than at any time, spending more money than ever. This is now our second largest industry. I think that depositing the accommodations tax in the general fund is rather like punishing your children for good behavior, you'll likely not get such good behavior in the future and I would like to think that we can count on the \$1.1 billion contributed to the economy by tourists in 1993 and the 32,000 direct jobs supported by the industry as part of our on going economy.

We think leaving the accommodations tax within the Travel Montana program makes common sense. Governor Racicot and Lt. Governor Rehberg both believe this and have publicly committed to preserving the integrity of the program.

There may be other programs with direct revenue and service links that need to be excluded from the general arena of de-earmarking. We trust that the deliberations of this committee will provide opportunities for these to be discovered.

With the exception of Section 8, we request your favorable consideration of SB83.

There are representatives from various agencies here to answer specific questions for you regarding their programs.

Thank you.

SENATE FINANCE AND CLAIMS 9 EXHIBIT NO. DATE BILLE NO 3

January 19, 1995

To: Members, Senate Finance and Claims From: Eric Feaver

Re: SB 83 (Grosfield)

Please consider amending SB 83, page 36, Section 44, subsection (3), lines 11-12, by deletion:

Delete: "for distribution as state equalization aid to the public schools of Montana"

As amended, the last sentence in subsection (3) would read: "Except for the amount required to be paid under subsection (5), net revenue must be transferred quarterly from the enterprise fund established by 23-7-401 to the state general fund.

In the spirit of de-earmarking, there is no reason not to de-earmark lottery revenue.

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Office of Public Instruction January 1**9**, 1995

SENATE FINANCE AND CLAIMS
EXHIBIT NO. 10
DATE 1/19/95
BULC NO. 5883

Senate Bill 83 Senator Lorents Grosfield

School districts lose two ways in this bill - they lose the State Equalization Aid account and with it, the last of the revenues earmarked for funding public education, and they lose \$500,000 of revenue that's used to help pay for their driver education programs.

A number of the revenue sources presently earmarked for public school education were originally imposed for the specific purpose of funding our schools. The 55 mill county equalization levy, the 40 mill state equalization levy, lottery revenues, and revenues generated from common school trust lands are all revenue sources that the public associates with the state's commitment to education and taxpayer effort to ensure adequate funding for Montana's public school system.

The 55 county mill and the 40 state mill property tax levies generate over \$180 million a year for public school equalization aid. Every year the Office of Public Instruction receives a number of requests from school administrators and the public about the contribution of these levies towards funding our public schools. The de-earmarking of the state equalization aid account essentially divorces these statewide tax levies from state support for public schools.

Public school funding from the lottery came about from a 1986 voter initiative to create a Montana lottery and use the lottery profits to fund teachers' retirement. The lottery was promoted to the public as a means of supporting our public schools. This revenue source generates \$8-9 million annually to partially fund state guaranteed tax base support for county retirement levies. As with state equalization levies, the Office of Public Instruction receives a number of requests each year for information about how lottery monies contribute to the funding of our public schools. Re-directing these revenues from the state equalization aid account to the state general fund again essentially divorces the lottery revenues from funding for public education.

The most sacred of the revenue sources earmarked for public school education is the monies received from leases and natural resource production on state lands. These monies are protected in Article X, Section 5 of the Montana Constitution and generate approximately \$40 million annually for the support of public schools. Again, the Office of Public Instruction receives numerous requests each year for information about how state land revenues contribute to the funding of schools. As a member of the state land board, Superintendent Keenan knows first-hand that the Montana public is very interested and protective of the state's duty to maximize revenues from state school trust lands. Re-directing the revenue from the public school equalization account to the state general fund breaks the link between state school trust land revenues and support for education.

In addition to these concerns, we have a few technical concerns with the bill, some of which are also discussed in the fiscal note.

1. Section 16 says if the legislature has appropriated revenue from an account and that account is later terminated pursuant to legislative review, the appropriation becomes a general fund appropriation. This section doesn't address what happens to statutory appropriations, and appropriations in accounts like the State Equalization Aid account, that are terminated by this bill.

2. We currently have statutory appropriations in the SEA for equalization aid and bonus payments to schools and for district audit fees paid to the Department of Commerce. These appropriations should remain statutory approps in the general fund since they're formula driven and the formulas are set in law.

The Budget Office initially establishes these appropriations in the state's accounting system at an amount that's our best guess of what we will be required to pay in a given year. Because the appropriations are statutory, we know we can adjust them later if we need to because our estimate missed the mark. The best example of this is payments we make based on the number of kids enrolled in our public schools. For budgeting purposes, we're estimating today what district enrollments will be in SY's 96 and 97. If our estimates are off - and it's impossible to forecast district enrollments with 100% accuracy - a fixed appropriation amount that's based on those estimates could easily end up being less than what the law requires us to pay school districts.

3. The bill needs to make clear exactly when the balances in a terminated account are transferred to the general fund. The effective date of the bill is 7/1/95, which to us means the State Equalization Aid account is gone on that day. If that's true, there's a problem because the State doesn't close its books until the third or fourth week in July. That week in late July is the earliest in FY96 that the SEA account's balances should be transferred to the General Fund - and that's provided that our FY95 reverted appropriations are reestablished in the general fund. Under current law agencies are allowed to record adjustments to prior year's expenditures using reverted appropriation authority. OPI frequently has a need to use reverted appropriations for payment adjustments that we don't find out about, and consequently aren't made, until the following year.

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DATE	1-19-95
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4. There are four sources of revenue that, under this bill are deposited in the general fund, but the wording in the bill is such that the monies are still dedicated for public school funding - they are Interest and income on state lands, lottery profits, the statewide 40 mill levy and county equalization moneys. We can understand the need to continue the dedication of interest and income monies - since those monies are earmarked for schools by the constitution - and it may be necessary to continue earmarking county equalization monies in the general fund so as to not jeapordize federal impact aid monies. But the language that continues to earmark the 40 mills and lottery profits in the general fund should be deleted. It does nothing but complicate the accounting for these monies.

5. Finally, there needs to be an amendment in Section 26, changing the term "BASE aid" to "the state's share of the perstudent entitlement". The term "BASE aid" would require that, where applicable, we adjust a district's GTB payment and basic entitlement as well as the per-student entitlement - that's a change to current practice that we don't believe was intended in this bill.

SENATE FINANCE AND CLAIMS
EXHIBIT NO DATE/19/95
BILLE NO. 5883

#### TESTIMONY IN OPPOSITION TO SB #83 SENATE FINANCE & CLAIMS COMMITTEE JANUARY 19, 1995

#### GREG BRYAN, President, Montana Tourism Coalition

Chairman Aklestad and Committee Members - My name is Greg Bryan and I am President of the Montana Tourism Coalition. I am here today to speak on behalf of it's wide variety of industry members in opposition to having the Accommodation Tax's Statutory Appropriation and distribution designation removed by SB 83. As you know the Bed Tax was requested by the tourism industry, was designed with their help and passed by the Legislature, thus creating a partnership with the private sector for Montana's benefit. The statutory provision was a purposeful condition to assure the ability of Travel Montana and the tourism Regions/CVB's to provide effective and efficient marketing programs to attract The process has worked very well, visitors to our state. utilizing the expertise and guidance of the private sector to administer the funds and be sure they are used properly and effectively.

Prior to the creation and dedication of this revenue stream, the marketing efforts of the state were annually impacted by the political winds of the legislature. The State's marketing efforts had to fight and rob from other beneficial programs funded by the General Fund. By creating a dedicated revenue stream, the industry freed up over \$1 million a year for other programs from the general fund. The return on the investment is one of the best any of Montana's programs. The efficiency rate of the funds generated exceeds any other program, with a very low administration cost to manage and direct the marketing efforts. The dollar return in direct benefits exceeds a half a billion dollars and the cumulative impact does exceed \$2.2 Billion/year to the state of Montana.

These are just a few of the reasons to leave the program alone, but they are ones that should make fiscal sense to you as a legislator. The tourism industry and Travel Montana are cognizant of the responsibility that was created by the Bed Tax and it's importance to the economy of Montana. We have and will continue to be worthy of the trust you have placed upon us. We are aware of the uniqueness of the partnership that was created by this tax at the request of an industry. We hope that by honoring that pact and the success that it has brought to the economy of this great state in many ways, other industries will find ways to create workable trusting partnerships with the state and step up to the plate. Please continue to honor that pact and do not remove the statutory appropriation of the bed tax and it's effective uses. It is not broke! Please do not try to fix it! Remove the bed tax from SB 83. Thank you!



SENATE FINANCE AND CLAIMS EXHIBIT NO. DATE BILL NO

#### TESTIMONY SB 83 - SENATE FINANCE & CLAIMS JANUARY 19, 1995

The Montana Innkeepers Association has reviewed SB 83 and is opposed to the section which would divert the tax to the General Fund and eliminate the statutory language which directs how the tax is allocated.

The passage of this bill as it stands now, would have far reaching implications and could greatly impact our state's ability to attract tourist. Members of the Montana Innkeepers and proud of their efforts in 1987 to help create the Bed Tax. The revenue that it has generated has been used wisely and as a result the Montana Tourism Industry is the only industry to show significant growth in the last several years.

Our organization is also pleased that the Governor's Tourism Advisory Council, along with several tourism leaders, are looking at new ways to improve how to Bed Tax Collections are spent. For example, we support the Tourism Advisory Council's new three point plan to refocus some of the Bed Tax Collections on, #1 - Creating a grants program for tourism-related infrastructure, such as visitor facilities, #2 - Designing and implementing a new and more efficient customer service program that will work to connect tourist with private services all across Montana, # 3 - The idea to provide more funds to rural communities who have completed the Tourism Assessment Program.

In all the Bed Tax has worked for the purpose it was intended. Further the industry along with the Governor's Tourism Advisory Council is looking down the road and bringing forth changes to encourage economic development throughout the state. Thank you for the opportunity to provide these comments.

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	ALFALFA SEED C nancial Statemen June 30,1994	OMMITTEFEXHIBIT	FINITE NO CLAIMS NO. 13 19 1/19/95 SR 83
Cash in Treasury STIP balance <b>BEGINNING CASH</b> (July'1, 1993)		6,030.22 <u>57,600.00</u> \$63,630.22	\$45,598.11
EXPENSES	FY 94 Budget	FY 94 Actual	FY 95 Budget
Personal services Operating expenses	10,789.00	2,396.19	12,333.00
Contracted services Other services	16,155.00	15,790.00 414.71	15,925.00
Supplies/materials	7.00	-0-	10.00
Communications	1,405.00	710.43	1,405.00
Travel Rent	3,314.00 640.00	2,896.70 650.00	3,314.00 700.00
Repair & maintainanc		050.00	300.00
Other expenses (conf		252.00	300.00
Prior Year Expense A		19.25	
Indirect expenses		1,861.00	
Accruals (FY 93)		7,998.30	`
Accruals (FY 94)		(8,958.79)	
Ag Statistics		947.00	
Total Expenses	\$32,437.00	\$24,976.79	\$33,987.00
REVENUE (FY 94)		\$6,944.68	
<b>Ending balance</b> Cash in treasury		479.84	
STIP balance		46,700.00	
Fiscal Year End Adjustmen <b>Total</b> (June 30, 1994)	t	<u>(1,581.73)</u> \$45,598.11	

Anticipated Expenses

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Indirect Costs

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FY95= \$1,886.00

#### MONTANA ALFALFA SEED COMMITTEE Montana Department of Agriculture Helena, Montana

A summary of Income vs. expenditures beginning with the 1987 Fiscal Year through FY '94. The committee was officially authorized during the 1981 Montana Legislative session, with the passage of the ALFALFA SEED INDUSTRY Act.

Fiscal Year	Income	Expenditures
1994	\$ 6,944.63	\$24,976.79
1993	22,904.65	22,613.11
1992	36,682.00	13,836.19
1991	34,486.93	12,468.38
1990	10,351.42	7,198.45
1989	27,560.54	5,486.82
1988	15,232.08	5,135.59
1987	8,338.84	13,781.16

SENATE FINANCE AND CLAIMS SENATE FINANCE AND ULTIMO EXHIBIT NO. 14 DATE 1/19/95 NOVEMBER 21, NO1994 DB 83 Montana State Libray.

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#### CST PAYMENTS TO FEDERATIONS FY 95

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	PMTS TO
	FEDERATS
TOTAL RECEIPTS:	89,916.00
State Library Share:	0.00
	********
BALANCE FOR FEDERATIONS	89,916.00
Less: Excess over \$250,000	0.00
x	
	89,916.00

DISTRIBUTION TO FEDERATIONS:

EN DIVISION TO FEDERATIONS:	Tamarack	Path- finder	Broad Valleys	Sage- brush	South Central	Golden Plains Total
50% DIVIDED EQUALLY= 44,958.00	7,493.00	7,493.00	7,493.00	7,493.00	7,493.00	7,493.00 44,958.00
50% DIVIDED BY POPULATION= 44,958.00						
0.2538	11,410.34					11,410.34
0.1825	•	8,204.84				8,204.84
0.2351			10,569.63			10,569.63
0.0811				3,646.09		3,646.09
0.2038					9,162.44	9,162.44
0.0437						1,964.66 1,964.66
	18,903.34 ========	15,697.84 =======	18,062.63	11,139.09	16,655.44 =======	9,457.66 89,916.00

### FEDERATION HEADQUARTERS LIBRARIES OF THE MONTANA FEDERATIONS OF LIBRARIES

Mart State Libra!

#### **BROAD VALLEYS FEDERATION**

Deborah Schlesinger Federation Coordinator Lewis & Clark Public Library 120 South Last Chance Gulch Helena, MT 59601 Phone: 406-442-2380 Fax: 406-442-2476 Internet Address: dschlesi@wln.com

#### **GOLDEN PLAINS FEDERATION**

Emory Robotham Federation Coodinator Glasgow City County Library 408 3rd Avenue South Glasgow MT 59230-2498 Phone: 406-228-2731 Fax: 406-228-8193 Internet Address: gccl-ref@wln.com

#### PATHFINDER FEDERATION

Jim Heckel Federation Coodinator Great Falls Public Library 301 2nd Avenue North Great Falls MT 59401-2593 Phone: 406-453-0349 Fax: 406-453-0181 SAGEBRUSH FEDERSENTEN FINANCE AND CLAIR

EXHIGIT NO. DATE

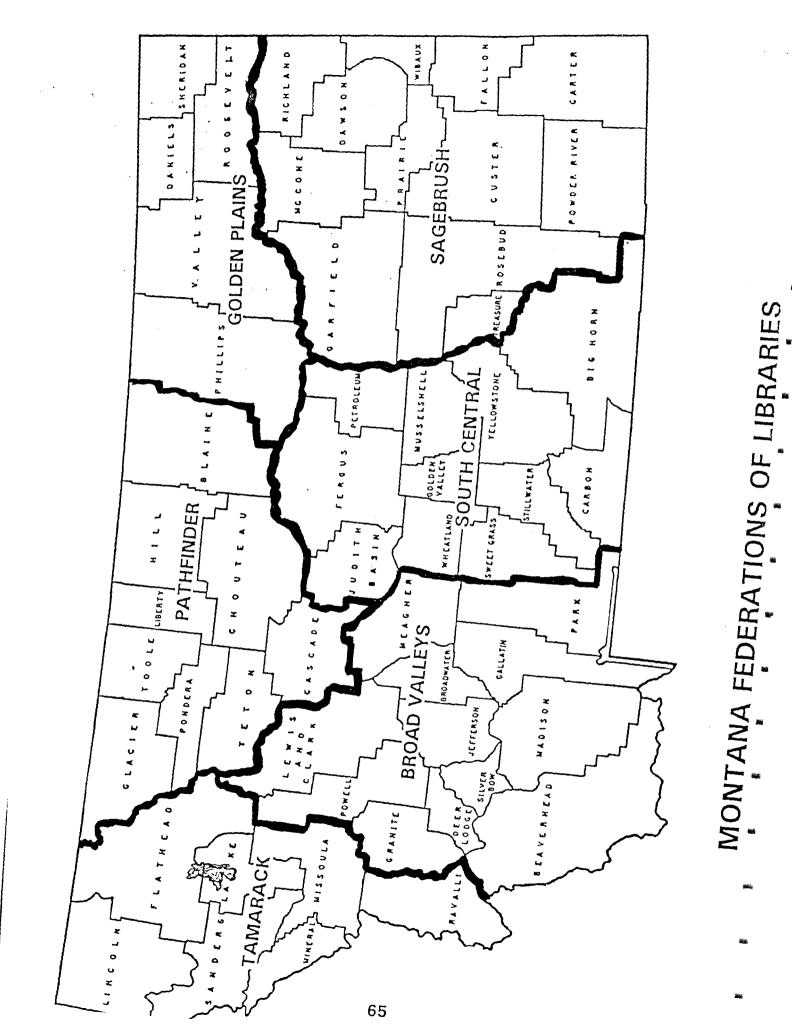
Delores Drennen Federation Coodinator Miles City Public Library 1 South 10th Street Miles City MT 59301-3398 Phone: 406-232-1496 Fax: 406-232-2095

#### SOUTH CENTRAL FEDERATION

William Cochran Federation Coodinator Parmly Billings Library 510 North Broadway Billings MT 59101-1196 Phone: 406-657-8257 Fax: 406-657-8293 Internet Address: scfol@wln.com

#### TAMARACK FEDERATION

David Pauli Federation Coodinator Missoula Public Library 301 East Main Missoula MT 59802-4799 Phone: 406-721-2665 Fax: 406-728-5900



#### MONTANA FEDERATIONS OF LIBRARIES

#### BROAD VALLEYS FEDERATION

Beaverhead County Dillon City Library

Broadwater County Townsend, Broadwater School/Community Library

Deer Lodge County Anaconda, Hearst Free Library

Gallatin County Belgrade Public Library Bozeman Public Library Manhattan Community Library Three Forks Community Library West Yellowstone Public Library

Granite County Drummond Public Library Philipsburg Public Library

Jefferson County Boulder Community Library Whitehall, John Gregory Memorial Library

Lewis & Clark County Helena, Lewis & Clark Library (HEADQUARTERS LIBRARY) Augusta Community Library Lincoln Community Library

Madison County Ennis, Madison Valley Public Library Sheridan Public Library Twin Bridges Public Library Virginia City, Thompson-Hickman County Library

Meagher County White Sulphur Springs, Meagher County Library

Park County Livingston-Park County Library

Powell County Deer Lodge, William K. Kohrs Memorial Library Silver Bow County Butte, Butte-Silver Bow Public Library

#### **GOLDEN PLAINS FEDERATION**

Daniels County Scobey, Daniels County Library

Phillips County Malta, Phillips County Library Dodson Branch Library Saco Branch Library

Roosevelt County Wolf Point, Roosevelt County Library Bainville Branch Library Culbertson Branch Library Froid Branch Library Poplar Branch Library

Sheridan County Plentywood, Sheridan County Library

Valley County Glasgow City-County Library (HEADQUARTERS LIBRARY) Opheim Community Library

#### PATHFINDER FEDERATION

Blaine County Chinook, Blaine County Library Harlem Public Library

Cascade County Belt Public Library Cascade, Wedsworth Memorial Library Great Falls Public Library (HEADQUARTERS LIBRARY)

Chouteau County

Fort Benton, Chouteau Co. Free Library Big Sandy Branch Library Geraldine Branch Library Highwood Branch Library

Glacier County Cut Bank, Glacier County Library Browning Branch Library East Glacier Branch Library Hill County Havre-Hill County Library

Liberty County Chester, Liberty County Library

Pondera County Conrad Public Library Valier Public Library

Teton County Choteau Public Library Dutton Public Library Fairfield Public Library

Toole County Shelby, Toole County Library Sunburst, North Toole Co. Branch Library

#### SAGEBRUSH FEDERATION

Carter County Ekalaka Public Library

Custer County Miles City Public Library (HEADQUARTERS LIBRARY)

Dawson County Glendive Public Library Richey Branch Library

Fallon County Baker, Fallon County Library

Garfield County Jordan, Garfield County Free Library

McCone County Circle, George McCone Memorial County Library

Powder River County Broadus, Henry Malley Memorial Library

Prairie County Terry, Prairie County Library

Richland County Sidney Public Library Rosebud County Forsyth, Rosebud County Library Colstrip, Bicentennial Library

Wibaux County Wibaux Public Library

#### SOUTH CENTRAL FEDERATION

Big Horn County Hardin, Big Horn County Library

Carbon County Bridger Public Library Joliet Community Library Red Lodge Carnegie Library

Fergus County Denton Public Library Lewistown City Library Moore Memorial Library

Judith Basin County Stanford, Judith Basin County Free Library

Musselshell County Roundup Community Library

Petroleum County Winnett, Petroleum County Community Library

Stillwater County Columbus, Stillwater County Library

Sweet Grass County Big Timber, Carnegie Public Library

Wheatland County Harlowton Public Library

Yellowstone County Billings, Parmly Billings Library (HEADQUARTERS LIBRARY) Worden, Sunnyside Library Laurel Public Library

#### TAMARACK FEDERATION

#### Flathead County

Kalispell, Flathead County Library Bigfork Branch Library Columbia Falls Branch Library Marion Branch Library Whitefish Branch Library

#### Lake County

Arlee, Jocko Valley Public Library Polson City Library Ronan City Library St. Ignatius Public Library Swan Lake Library

#### Lincoln County

Libby, Lincoln County Public Library Eureka Branch Library Troy Branch Library

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#### Mineral County

Superior, Mineral County Library Alberton Branch Library St. Regis Branch Library

#### Missoula County

Missoula, Missoula Public Library (HEADQUARTERS LIBRARY) Condon, Swan Valley Branch Library Seeley Lake Branch Library

#### Ravalli County

Darby Public Library Hamilton, Bitterroot Public Library Stevensville Public Library

#### Sanders County

Heron, Laurie Hill Library Hot Springs Public Library Plains Public Library Thompson Falls Public Library

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SENATE FINANCE AND CLAIMS EXHIBIT NO. 15 a DATE //19/95

# Testimony of Deborah L. Schlesinger, Schlesinger,

## SB83, Senate Finance and Claims Committee,

January 19, 1995

Mr. Chairman for the record, my name is Deborah Schlesinger, I am a member of the Governmental Affairs Committee of the Montana Library Association and I am speaking in opposition to SB83 I am also the Federation Coordinator of the Broad Valley's Library Federation which is a recipient of earmarked Coal Severance Tax funds distributed by The State Library Commission.Library Federations have made extraordinary use of the steadily dwindling Coal Severance Tax funds that we receive. We have used it to fund resource sharing, grants to libraries to buy new materials, provide electronic access, continuing education, to buy equipment, and for all kinds of cooperative projects across the State.Among the State Wide projects that we have funded are an Interactive Video Conference, and a Technology Fair. What was once over 85,000 dollars of CST monies in my Federation has reached an all time low of 16,196 this past year.. But we have managed to work wonders with this money. In our Federation we fund equipment for our 20 libraries, continuing education, recourses to allow cooperative borrowing like Laser Cats and new material purchases, as well as reference and consulting services and a means for Librarians and Trustees to meet at least twice a year for intensive technical training and to air common concerns and solve common problems. The Legislature in its wisdom funded, as part of Access Montana, a base grant to each Library in the Federation of 1000. per Library for Federation activities. This was partly in recognition that the Coal Tax was no longer keeping up with needs. We have managed to use these monies wisely and to the benefit of our patrons. We would

ask that in a time of rising costs, almost stagnant book budgets, and uncertain Federal programs, that you not take this very little bit of much needed and so well used monies from us. In fact the Library Community will be asking for increases in aid to Federations and for a funding of the State Wide Library Card. I urge you to vote against SB83. Thank you.

## The Montana Traffic Education Association

**Testimony in Opposition to SB83** 

## presented to

SENATE FINANCE AND CLAIMS EXHIBIT NO. DATE BILL NO.

## Senate Finance and Claims Committee January 19, 1995

Mr. Chairman, committee members, for the record my name is Dan Purcell; I live in Senate District ## and work in Helena. I've been involved in Traffic Education for over # years.

I would like to register our strong opposition to SB83. We oppose this bill for several reasons not solely because it would eliminate the funds earmarked to the very critical traffic education program.

Currently the state only provides roughly 50% of the funding for traffic education, the remainder comes from local schools, and user fees. The source of the state money is **not** the general fund, but rather a small percentage of traffic fines and drivers licensing fees which is directed into the traffic education account.

Since 1967, traffic education has been funded from a portion of drivers license fees and fines. It seems appropriate to us that these dollars from traffic related revenue sources be re-invested in our youth -- to ensure that young people of today become the safe drivers of tomorrow.

Last year, of the 12,699 students who were eligible to enroll, the Traffic Education Program served 12,246 students. That translates to a participation rate of over 96%. This outstanding level of participation is testimony to the quality of the program.

It is crucial, however, that we maintain equal access to the Traffic Education program. Already in some areas of the state user fees are as high \$145.00. If SB83 is passed in its present form, thus eliminating the funds earmarked to the traffic education account, we can expect the user fees to increase by up to 100% or more. The result of such exorbitant fee increases is easily predicted: the program will become one which only the well-to-do student has access. Those student less able to afford the higher fees will be left with no recourse, but to take to the highways, avenues, and boulevards of our fine state without the benefit and protection of thorough education on how to be safe, intelligent, and law abiding drivers.

Research shows that young people who complete a quality driver education program have fewer and less costly accidents. In addition, they are more likely to buckle up and less likely to drink and drive. Drivers education programs make the streets safer for all of us, this demonstrated by the fact that many insurance companies, based on their actuarial analyses offer discounts to students who successfully complete a certified driver education course. Driver education is much more than learning to steer, start, and stop a vehicle. It includes the study of human factors', analysis of the driving task, development

EXHIBIT_	16			
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of proper visual / perceptual techniques; and practice in critical thinking and decision making necessary to safe driving behavior.

In closing, I would like to reiterate that Traffic Education is an integral part of our public school's vocational and practical arts curriculum. To eliminate state support for this program, thus causing participation in the program to become contingent on a student's family's ability to pay a user fee -- is to do a great injustice to the youth of this state. Traffic Education is **not** funded by state tax revenue, but it is funded a by small portion of motor vehicle fines, and driver's license fees. The state should continue to re-invest this collected money in our youth.

SENATE FINANCE AND CLAIMS EXISIBIT NO.\_\_\_ Mr. CHAIRMAN + Members of the DATE SB BILL NO.\_\_\_ Committee For the record my name is Tom EBZery, an attorney from Billing and I appear today in opposition to Jec. 8 of SB83 by Senator Grosfield. This legislation address Earmarking of fiends which admittedly has been overund in Mt and other states. My comments are focused on only (section of the bul (8) which address the lodging or accomodutions tax.

The Montana Airport Management Association itself and as a member of the Montana Tourism Coalition takes the strong position that the Accommodations Tax revenue should not be "de-earmarked". We point to the valuable role that the specified uses of this tax have played in the growth and in the broad economic impact of the tourism industry in the state. This certainly includes the aviation industry and airlines and airports. The GGG press to the state of the provide th January 17, 1995

SEMATE FINANCE AND CLAIMS
EXHIBIT NO.
DATE_ 1/19/95
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Sen. Greg Jergeson Democrat / Chinook

Dear Sen. Jergeson:

Your support of de-earmarking the "bed tax" to the general fund, has raised much discussion among those of us in the hospitality industry. Foremost, we question your suggestion that "it's time to do something different with the state's 4 percent bed tax".

Created in 1987 the bed tax has made non resident tourist a 2.4 billion dollar contributor to our state's annual economy. Further tourism provides over 33,000 jobs, and generates an annual payroll in Montana that exceeds \$700 million. On top of these outstanding figures is the fact that tourism is a clean industry.

Many of us in the hospitality industry agree that directing the entire bed tax into the General Fund is like pouring the money into a black hole. But your suggestion that the lion's share go towards tourism-related infrastructure is misguided. The reason, like all successful business operations the key is marketing, marketing, and marketing. Clearly, if we want tourist to continue bringing their dollars to Montana, which in turn support the businesses that pay the tax bills, the water bills, and make payroll for local residents, then we need to continue our promotional efforts.

Yes, the bed tax has been successful in making tourism the fastest growing industry in our state. But diverting the tax to other uses would be a shortsighted thing to do. Tourism numbers have greatly leveled off in the last two years, and a change to dilute the current marketing plan would work to diminish what is now Montana's only thriving industry.

Sincerely,

Sherice K. Hedden

Sherrill K. Tedder, President Missoula Hospitality Association

DATE ains SENATE COMMITTEE ON BILLS BEING HEARD TODAY; 17,95 PLEASE PRIN <

Check One

Name	Representing	Bill No.	Support	Oppose
Nancy Silliman	Mont. Library Assr	. 83		
M.Ke Labr	MLA	83		
GREG BRYAN	MONTANA TOURISM CODITION	83		~
CANDACE DEGERSON	Montanetinteepers	83		~
ERic Feaver	MEA	83		$\sim$
Steve Tolhemus	Muscula Charle	83		
Maureen Avericc	Horkead Lake Lodge STITITER	F3		Ľ
MICHAEL NAWORSKY	MISSOULA & F COMMERCE	83		
LARRY MC RAE	OUTLAN INM, KANSPER	83		
Katly Fabiano	OPT MT. Snowinob, Ye Alsy	33		$\checkmark$
Hen Hoovestol	MT. Snowmobite Alsy MT. Boating Assn-	83		L
Brad Griffi	MT Retail Assoc	F3		
TOM EBZEry	MT AIRPORT MANAGEMENT AS	\$ 83		$\bigvee$
DanPurcell	MT Traffic Ed. ass			

VISITOR REGISTER

PLEASE LEAVE PREPARED STATEMENT WITH COMMITTEE SECRETARY

19. DATE 0 SENATE COMMITTEE ON BILLS BEING HEARD TODAY:

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Check One

Name	Representing	Bill No.	Support	Oppose
Robert Dunlop	mypelf	83		$\checkmark$
Huma HC Meloy	2 AVIT	83	V	
Kein J. Colld	fourism			bemens
beth faker	Popt of Justice	83	Amend.	
GENE TUSER	MBCC			
DEBOKAH SCHUSINGER	InT LIBRANTASS.	83		V
CONNIE KENNEY	Butte CHAINEBER GOLD West GUNTRY	83		~
Bruce Perker	Butte Chamber	28		
Deggy Autrice	ME. St. Jil Comm	83		
CAN'I NUNN	Helenn Chamber	83		
Michael Steele	motels of America	93		-
Richard Miller	State Library	83		~
Darlene Statteraf				~
Januar Stinu	MI Halle Sur Comme	83		Ľ

VISITOR REGISTER

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Name	Representing	Bill No.	Support	Орроѕе
Poor AbELIN	MTURA	83		
Stuart Doggett.	MTURA MTInnkorpers	83		$\checkmark$
Stuart Doggett. Lunder Pad	Anis office	83	<u> </u>	
David dury	Int Chamber	83		~
Mille Volesky	MAT Assoc. of Conservation Districts	83		-
Chris Jinhoff	League Alcomen When of mT	83	L	

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