Approved: January 23,1996

MINUTES OF THE SENATE COMMITTEE ON COMMERCE.

The meeting was called to order by Chairperson Alicia Salisbury at 8:00 a.m. on January 19, 1996, in Room 123-S of the Capitol.

Members present: Senators Salisbury, Burke, Downey, Gooch, Harris, Hensley, Jordan, Ranson, Reynolds, Steffes and Vidricksen.

Committee staff present: Lynne Holt, Legislative Research Department

Bob Nugent, Revisor of Statutes Betty Bomar, Committee Secretary

Conferees appearing before the committee:

Gary Sherrer, Secretary, Department of Commerce and Housing

Others attending: See attached list

SB 458: Reorganizing Kansas Economic Opportunity Initiatives Fund

Lynne Holt, Legislative Research Department, briefed the Committee on the history of the Kansas Economic Opportunity Initiatives fund (KEOIF). She stated the intent of SB 458 is to change the function of the five-member panel comprised of the Secretary of Commerce and Housing, the President of Kansas, Inc., the President of KTEC, the private sector chairperson of the Kansas, Inc. Board and the private sector chairperson of KTEC. Under existing law, the panel, by a majority vote, has to determine that an economic emergency or unique opportunity exists to warrant funding for a KEOIF project. The panel, in the proposed legislation would have to waive, by a majority vote, the prohibition against a facility relocating within the state, as a precondition for that facility to receive KEOIF funding. The panel would be replaced by the Secretary of Commerce and Housing and would assume an advisory function of reviewing annually the propriety of KEOIF projects and report its finding to the Governor.

Gary Sherrer, Secretary, Department of Commerce and Housing, advised the Committee the proposed legislation provides the Secretary the authority to authorize the use of the KEOIF funds under certain conditions without the statutory requirement of the approval of a panel. KEIOIF is a marketing tool to recruit new business. It fortifies any incentive package the state may be preparing for such entities, as it contributes significantly to off-set the high cost of relocation.

Secretary Sherrer explained the process to obtain approval to use these funds is cumbersome. It is necessary, at the present time, for a five member panel to meet and vote for approval or disapproval on all projects. It is burdensome to convene the panel, discuss the project, and finally vote on it when time is of the essence and confidentiality is a concern. SB 458 expedites the negotiating process in the use of KEOIF funds and provides for a five member review panel. The Legislature would still maintain accountability of KEOIF expenditures through the budget process and its performance measures. (Attachment 1)

In response to questioning, Secretary Sherrer stated it is extraordinary for an agency head to have decisions radified for administering a \$4 million program.

Senator Burke moved, seconded by Senator Reynolds, that **SB 458** be amended oconceptually to eliminate the restriction that "private financing cannot adequately fund the intervention strategy". The vote by a show of hands was unanimously in favor of the motion.

Senator Burke moved, seconded by Senator Reynolds, that SB 458 be amended on Page 3, by striking the following: "shall review annually the propriety of projects funded under this section. The panel shall report its findings to the governor." The vote by a show of hands was not in favor of the amendment.

Senator Burke moved, seconded by Senator Hensley, that **SB 458** be reported favorably as amended. The recorded vote was unanimous in favor of the motion.

CONTINUATION SHEET

MINUTES OF THE SENATE COMMITTEE ON COMMERCE, Room 123-S Statehouse, at 8:00 a.m. on January 19, 1996.

Senator Burke moved, seconded by Senator Steffes, a bill be introduced relating to tax increment financing for municipalities. The voice vote was in favor of the motion.

<u>Upon motion by Senator Reynolds, seconded by Senator Jordon, the Minutes of the January 18, 1996, meeting were unanimously approved.</u>

The Chair informed the Committee the written testimony of Blake Schreck, President, Kansas Industrial Developers Association, distributed, is incorporated in these minutes. (Attachment 2)

SB 459: Creating the Kansas Investments in major projects and comprehensive training act (IMPACT)

Bob Nugent, Revisor of Statutes Office, explained to the Committee proposed amendments.

Senator Burke moved, seconded by Senator Gooch, that SB 459 be amended as reflected in the "balloon" submitted to the Committee. The voice vote was unanimous in favor of the motion. (Attachment 3)

<u>Senator Burke moved, seconded by Senator Reynolds, that SB 459</u> be reported favorably as amended. The recorded vote was unanimous in favor of the motion.

The next meeting is scheduled for January 22, 1996.

SENATE COMMERCE COMMITTEE GUEST LIST

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HEARING BEFORE THE SENATE COMMERCE COMMITTEE THE KANSAS DEPARTMENT OF COMMERCE AND HOUSING GARY SHERRER, SECRETARY **JANUARY 18, 1996**

Madam Chairperson and members of the Committee, I appreciate the opportunity to seek your support for Senate Bill 458. After a brief explanation of this legislation, I would welcome any questions and comments.

Senate Bill 458 - Functional Changes to the KEOIF Review Panel.

The Kansas Economic Opportunity Initiatives Fund (KEOIF) is a tremendous marketing tool in the State's efforts to recruit new business. It fortifies any incentive package we may be preparing for such entities, as it contributes significantly to the high cost of relocation. As an incentive, KEOIF has been a key factor in strengthening the Kansas economy.

Unfortunately, the process by which these funds are approved is cumbersome. Under current law, a five member panel must meet and vote for approval or disapproval on all projects. This requirement severely limits the program's effectiveness, as many business relocation decisions are made in an atmosphere of extremely short, but critical, deadlines. As Secretary of Commerce and Housing, I must be prepared to negotiate with business executives on rather short notice. It is extremely burdensome to convene the panel, discuss the project, and finally vote on it.

As the statute currently reads, responsibility for these funds is placed with the Secretary of Commerce and Housing. However, the panel takes away the Secretary's authority to access these funds. Within my agency are other programs of similar size that do not require an approval committee. Further, other agencies operate grant programs that are larger than KEOIF, yet they do not require committee approvals prior to distribution. For example, the Kansas Technology Enterprise Corporation (KTEC) administers large sums of money from similar programs, and I have no direct role in their allocation.

As a negotiating tool, KEOIF funds should be immediately available as a component in this process. Senate Bill 458 allows just that. These funds would be used for this purpose, at the Secretary's discretion. The five member review panel would still be in place. However, they would periodically review past projects for appropriateness and propriety, prepared in a report to the Governor. The Legislature would still maintain accountability of KEOIF expenditures through the budget process and its performance measures. This budget accountability did not exist when the KEOIF panel was formed.

The bottom line to this bill is that it expedites the negotiating process, as new businesses consider Kansas as a future home. We have to move fast when these opportunities arise, and having KEOIF available as an immediate bargaining chip would make the process significantly Denaty 19, 1996

Celtaelment! more responsive and effective.



TO: FROM: Members of the Senate Economic Development Committee

Blake Schreck, President, Kansas Industrial Developers Association

Creating economic development programs for the state of Kansas is as difficult, as you well know, as creating legislation for the state of Kansas, because of the diversity of our state. We have for years had in place programs which have given economic developers the basic compliment of tools in our toolbox to keep Kansas generally competitive.

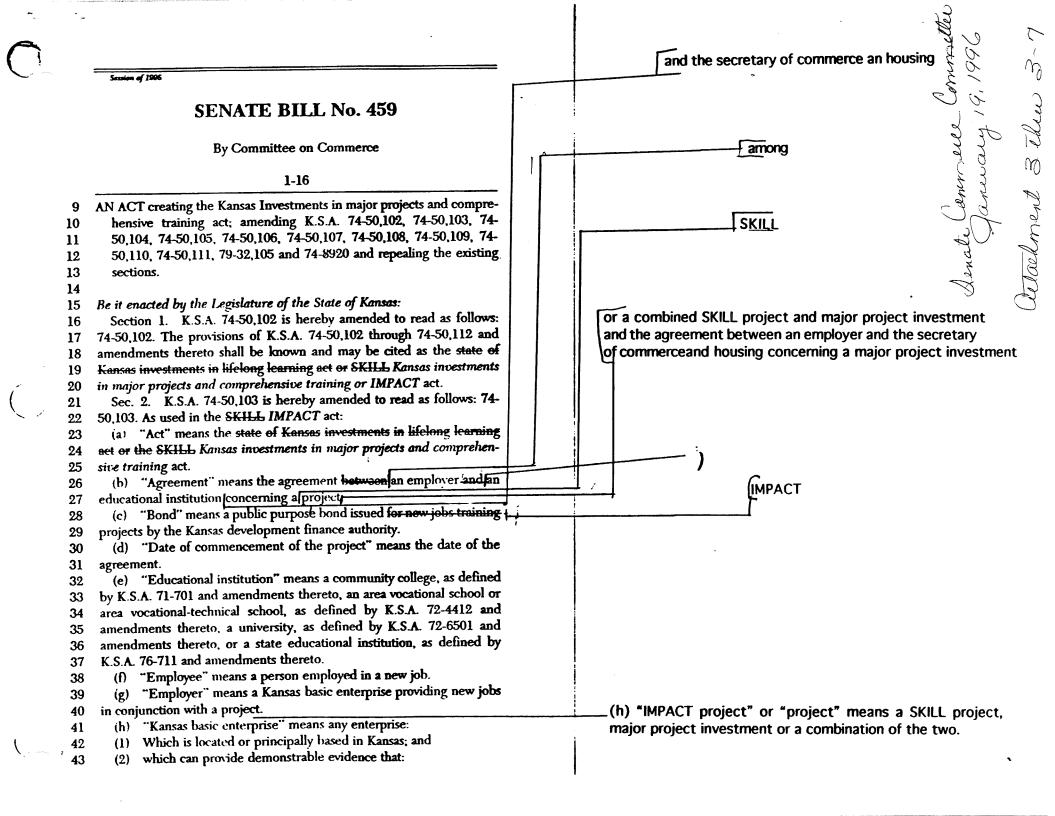
Competition however has increased dramatically nation-wide in the economic development arena, as over 15,000 economic development agencies vie for maybe 100 or so major locations each year. Retaining existing companies and helping them grow has become a major focus as a result, and states and cities have begun to allocate resources toward that end. Also, the evolution of the very process of doing business and manufacturing products, which emphasizes new technology and a skilled work force, has necessitated some fine tuning of available programs. We then must change, we must adapt, we must celebrate our diversity and in fact use it as a selling point as we market Kansas. We must move away from the one-size-fits all programs, and recreate initiatives that allow room for creativity and flexibility for quick response time, and that address retention and expansion, as well as today's need for maintaining a skilled work force. That is why we as members of the Kansas Industrial Developers Association are excited about the initiatives that have been proposed by the Kansas Department of Commerce and Housing (KDOC&H).

SB 459, which would create the Kansas Impact program, is a fine example of a measure which uses creativity as its main foundation. Opening the pool of available SKILL funds beyond just training to include potential infrastructure improvements and equipment purchases more fully utilizes these funds and gives us the ability to craft packages unique to the prospect, which dramatically increases our competitiveness. All of the sudden, the pool of funding that addressed only one element of economic development now becomes market driven.

Likewise, SB 458 also addresses the changing climate and needs in economic development. The KEOIF fund has worked well in the past and present. However, as competition becomes more ferocious the ability to put an offer on the table with a prospect without having to qualify it by saying "if approved" or incurring long delays before a committee can be convened can "make the deal" with that prospect. The KEOIF fund is the epitome of the kind of program we need today, because it is flexible, allows for creativity in structuring packages and, with the changes included in SB 458, will become an even more effective and a better tool.

Thank you for allowing me to present these thoughts to you. I look forward to visiting with you in the future on other economic development issues.

Denate Commerce Commetter January 19, 1996 Cettachment 2



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(A) It is primarily engaged in any one or more of the Kansas basic industries; or

(B) it is primarily engaged in the development or production of goods

or the provision of services for out-of-state sale; or

- (C) it is primarily engaged in the production of goods or the provision of services which will attract out-of-state buyers or consumers into the state; or
 - (D) it is primarily engaged in the production of raw materials, ingredients, or components for other enterprises which export the majority of their products from the state; or

(E) it is a national or regional enterprise which is primarily engaged in interstate commerce or an affiliated management company of such an

enterprise; or 13

- (F) it is primarily engaged in the production of goods or the provision of services which will supplant goods or services which would be imported into the state; or
- 16 (G) it is the corporate or regional headquarters of a multistate enter-17 prise which is primarily engaged in out-of-state industrial activities. 18
 - (i) "Kansas basic industry" means:
 - (1) Agriculture;
 - mining;
 - manufacturing;

interstate transportation;

- 23 wholesale trade which is primarily multistate in activity or which 24 has a major import supplanting effect within the state;
 - financial services which are provided primarily for interstate or international transactions:
 - (7) business services which are provided primarily in out-of-state
 - (8) research and development of new products, processes, or technologies; or
 - (9) tourism activities which are primarily engaged in for the purpose of attracting out-of-state tourists.
 - (j) "Major project investment" or "investment" means financial assistance to an employer to defray business costs including, but not limited to, relocation expenses, building and equipment purchases, labor recruitment and other expenses.
 - (i) (k) "Primarily engaged" means engagement in an activity by an enterprise to the extent that not less than 51% of the gross income of the enterprise is derived from such engagement.
 - (k) (l) "New job" means a job in a new or expanding Kansas basic enterprise not including jobs of recalled workers, or existing jobs that are vacant or other jobs that formerly existed in the Kansas basic enterprise

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(1) (m) "SKHLL program" or "program" means the project or projects established by educational institutions to provide education and training af workers for new jobs for a new or expanding Kansas basic enterprise.

(m) (n) "Program costs" means all necessary and incidental costs of

(m) (n) "Program costs" means all necessary and incidental costs of providing program services, except that program costs shall not include:

(1) Any wages paid to persons receiving education or training under a project, (2) any costs for purchase or lease of training equipment that exceed 50% of total program costs for the project, and (3) any costs for administrative expenses of educational institutions that exceed 10% of total program costs for the project.

(n) (o) "Program services" means:

- (1) New jobs training, including training development costs, except that the actual training period for any new job shall not exceed 36 months from the date the job is first filled by an employee;
 - (2) adult basic education and job-related instruction;
- (3) vocational and skill-assessment services and testing;
- (4) training equipment for education institutions;

19 (5) material and supplies;

(6) administrative expenses of educational institutions for new jobs training programs;

(7) subcontracted services with other educational institutions, private colleges or universities or other federal, state or local agencies; and

(8) contracted or professional service.

(e) (p) "SKILL project" or "project" means a training arrangement which is the subject of an agreement entered into between the educational institution and an employer to provide program services.

Sec. 3. K.S.A. 74-50,104 is hereby amended to read as follows: 74-50,104. (a) The secretary of commerce and housing shall administer the provisions of this act and the SKHLL IMPACT program established thereunder. The secretary of commerce and housing shall encourage Kansas basic enterprises with similar training needs to cooperate in establishing SKILL projects. The secretary of commerce and housing shall coordinate the SKILL program with other job training programs administered by the department of commerce and housing. The secretary of commerce shall provide opportunities for coordination and cooperation of SKILL projects with other job training activities in Kansas.

(b) The secretary of commerce and housing shall adopt rules and regulations (1) prescribing review standards and priorities for approval of proposed agreements under this act, including appropriate incentives for cooperation among projects, in order to maximize the number of new jobs created with respect to individual Kansas basic enterprises, which will remain in Kansas, and (2) prescribing limits on program costs and on

IMPACT

major project investments and SKILL projects undertaken by the department of commerce and housing in accordance with the provisions of this act.

(9) major project investments

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project and program size in relation to the number of new jobs created or the wages of new jobs created. No agreement shall be approved which provides for program costs of a project under the agreement of more than 90% of the amount equal to the estimated rate of withholding tax applied to the estimated amount of gross wages of all the new jobs under the project over a ten-year period.

(c) The secretary of commerce and housing may adopt such other rules and regulations as may be required for the implementation and

administration of this act.

- Sec. 4. K.S.A. 74-50,105 is hereby amended to read as follows: 74-50,105. (a) Subject to the approval of the secretary of commerce and housing, an educational institution may enter into an agreement to establish a project and provide program services to an employer. As soon as possible after initial contact between an educational institution and an employer regarding the possibility of entering into an agreement, the educational institution shall inform the secretary of commerce and housing about the potential project. If an agreement is entered into, the educational institution and the employer shall notify the secretary of revenue with 15 calendar days.
 - (b) Among other provisions, an agreement shall include:
- (1) Provisions regarding payment of program costs, including deferred costs, which may be paid from one or a combination of the following sources:
 - (A) The SKILL IMPACT program services fund;
- (B) tuition, student fees, or special charges fixed by the educational institution to defray program costs in whole or in part; and
- (C) grants or donations available from federal agencies or other public or private sources;
- (2) a provision requiring each Kansas basic enterprise under the agreement to submit information to the secretary of commerce and housing regarding the numbers of new jobs and the wages and withholding taxes paid therefor;
- (3) a provision which fixes any tuition and fee payments which shall be paid for program costs; and
- (4) a provision which fixes an amount that shall be paid by an employer if an agreement is terminated or any provision of the agreement is breached by the employer prior to satisfaction of all of the employer's obligations under the agreement and which prescribes that any such payment shall be deposited in the state treasury to the credit of the SKILL IMPACT program services fund.
- (c) Any payment required to be made by an employer shall be a lien upon the employer's business property until paid and has equal precedence with ordinary taxes and shall not be divested by a judicial sale.

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Property subject to the lien may be sold for sums due and delinquent at a tax sale, with the same forfeitures, penalties and consequences as for the nonpayment of ordinary taxes. The purchasers at tax sale obtain the property subject to the remaining payments.

(d) The payment of program costs incurred under any agreement shall not be deferred for a period longer than 10 years from the date of

the commencement of the project.

Sec. 5. K.S.A. 74-50,106 is hereby amended to read as follows: 74-50,106. (a) The secretary of commerce and housing shall review applications for proposed agreements submitted by employers in accordance with the standards and guidelines prescribed by this act and by rules and regulations adopted under K.S.A. 74-50,104 and amendments thereto. Each application for approval of a proposed agreement shall be accompanied by information about the number and wages of the new jobs created by the employer, documentation of existing training activities of the employer and such other information as may be required by the secretary of commerce and housing.

(b) The secretary of commerce and housing may pool the funding requirements of projects which are the subject of proposed agreements to determine the funding requirements of the SKILL projects under consideration to facilitate the issuance of bonds by the Kansas development

finance authority.

(c) The secretary of commerce and housing is hereby authorized to expend funds raised pursuant to this act on major project investments. The secretary shall adopt guidelines consistent with this act concerning firm eligibility for major project investments and shall otherwise administer the major project investment portion of the IMPACT act.

(d) In order for an employer to be eligible for a major project invest-

ment, the employer must:

(1) Annually make an investment in training and education of the firm's employees that exceeds 2% of the firm's total annual payroll costs;

(2) agree to expend a portion of any major project investment directly on employee education and training.

(e) (e) Prior to obtaining financing from the Kansas development finance authority for any project or a group of projects or major project investment for one or more employers, the secretary of commerce and housing shall present each such project to the governor's council on work force training and investment for review and approval. No agreement shall be approved by the secretary of commerce and housing unless each project under the agreement has been reviewed and finally approved by the governor's council on work force training and investment.

Sec. 6. K.S.A. 74-50,107 is hereby amended to read as follows: 74-

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50,107. (a) The secretary of commerce shall certify at least once each six months to the secretary of revenue the estimates of the number and wages of all new jobs that have been created in Kansas since the effective date of this act.

(b) (a) The secretary of commerce and housing shall determine and from time to time shall redetermine the rate at which moneys shall be credited to the SKILL IMPACT program repayment fund in order to satisfy all bond repayment obligations which have been incurred to finance program costs for SKILL IMPACT programs (which shall be referred to as the debt service rate) and the rate at which moneys shall be credited to the SKILL IMPACT program services fund in order to finance program costs that are not financed by bonds (which shall be referred to as the direct funding rate). The total of the debt service rate and the direct funding rate shall be the combined rate. Each rate so determined shall be certified to the secretary of revenue. The combined rate determined under this subsection shall not exceed the rate which, when applied to the moneys withheld from the wages of individuals and received under the Kanses withholding and declaration of estimated tax act, K.S.A. 479-3294 et seq. and amendments thereto, and attributable to individuals in new jobs, yields an amount equal to the amount which results when the rate of 1% is applied to all moneys withheld from the wages of individuals and received under the Kansas withholding and declaration of estimated tax act.

(e) (b) Upon receipt of the rates determined and certified under subsection (b) (a), the secretary of revenue shall apply daily the combined rate to that portion of the moneys withheld from the wages of individuals and collected under the Kansas withholding and declaration of estimated tax act that is attributable to individuals in new jobs ereated as determined by the secretary of revenue in accordance with the current certification of estimates of the number and wages of all new jobs ereated in Kansas under subsection (a) by the secretary of commerce. The amount so determined shall be credited as follows: (1) The portion attributable to the debt service rate shall be credited to the SKHLL IMPACT program repayment fund, and (2) the remaining portion shall be credited to the SKHLL IMPACT program services fund.

(d) The secretary of human resources shall provide such information and estimates regarding employment; payrolls; numbers of new jobs and other matters as may be requested by the secretary of commerce for the purposes of the SKILL act.

Sec. 7. K.S.A. 74-50,108 is hereby amended to read as follows: 74-50,108. There is hereby created in the state treasury the SKILL IMPACT program services fund. The secretary of commerce shall administer the SKILL IMPACT program services fund. All moneys credited to the

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K.S.A. 79-3294, et seq., aat

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SKILL program services fund shall be for all or part of the program costs of projects or major project investments approved by the secretary of commerce and housing under this act, except that moneys in the SKILL IMPACT program services fund which are not required to pay program costs or major projects investments may be transferred to the state general fund in accordance with provisions of appropriation acts. All expenditures from the SKILL IMPACT program services fund shall be for the purposes of paying program costs or major project investments and shall be made in accordance with appropriations acts upon warrants of the director of accounts and reports issued pursuant to vouchers approved by the secretary of commerce and housing or the secretary's designee. The secretary of commerce and housing shall remit to the state treasurer all moneys received under this act, including the proceeds of bonds issued by the Kansas development finance authority for the purposes of this act. Upon receipt of each remittance the state treasurer shall deposit the entire amount in the state treasury to the credit of the SKHLL IMPACT program services fund.

Sec. 8. K.S.A. 74-50,109 is hereby amended to read as follows: 74-50,109. (a) There is hereby created in the state treasury the SKILL IM-PACT program repayment fund. The secretary of commerce shall administer the SKILL IMPACT program repayment fund. Except as provided in subsection (c), all moneys credited to the SKILL IMPACT program repayment fund shall be to make payments to the Kansas development finance authority for payment of costs relating to the retirement of bonds issued to finance projects or major project investments approved by the secretary of commerce and housing under this act, including but not limited to the principal of and interest on such bonds and the expenses of issuance. All expenditures from the SKILL IMPACT program repayment fund shall be made in accordance with appropriations acts upon warrants of the director of accounts and reports issued pursuant to vouchers approved by the secretary of commerce and housing or the secretary's designee.

(b) Upon request of the secretary of commerce and housing, the director of accounts and reports shall establish one or more reserve accounts in the SKILL IMPACT program repayment fund to secure one or more issues of bonds issued by the Kansas development finance authority for the purposes of this act.

(c) On June 30 of each year, any unencumbered balance in the SKHLL IMPACT program repayment fund which is not required for payment of such expenses during the ensuing fiscal year, including any such expenses associated with proposed investments agreements and bond issues under consideration for such fiscal year, and which is not credited to any reserve account in the fund, as certified by the secretary of com-

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