

March 22, 2016

The Honorable Ralph Ostmeyer, Chairperson
Senate Committee on Federal and State Affairs
Statehouse, Room 136-E
Topeka, Kansas 66612

Dear Senator Ostmeyer:

SUBJECT: Fiscal Note for SB 458 by Senate Committee on Federal and State Affairs

In accordance with KSA 75-3715a, the following fiscal note concerning SB 458 is respectfully submitted to your committee.

SB 458 would amend the Liquor Control Act by putting in a procedure that would allow off-premise cereal malt beverage (CMB) retailers to apply for a newly created beer retailer license to allow the sale of beer at convenience and grocery stores. CMB manufacturers would be required to notify the Department of Revenue at least 180 days prior to ceasing the manufacture of any brand registered in Kansas. Once the actual amount of CMB gallonage tax for the brand has declined by at least 25.0 percent, the Department of Revenue would be required to notify the Governor, who would declare that CMB is no longer available in an economically viable quantity. After the Governor's declaration, an off-premise CMB retailer could apply for a newly created beer retailer license.

The bill would set the minimum age requirement for employees to sell beer for a beer retailer license to at least 18 years old and would require an employee who is under the age of 21 to be supervised by the licensee or an employee of the licensee who is at least 21 years of age. The Director of Division of Alcoholic Beverage Control (ABC) of the Department of Revenue would be authorized to issue a beer retailer license with a biannual license fee set at \$500. The bill would create the Local Cereal Malt Beverage Sales Tax Fund, which would be used for liquor enforcement purposes, and would require 3.0 percent of liquor enforcement taxes to be deposited in this fund with quarterly distributions to each city and county which levied a local sales tax. The amount distributed would be determined based on a weighted population average. The Department of Revenue would have the authority to adopt rules and regulations to implement the new beer retailer license.

Passage of SB 458 would have an indeterminate fiscal effect on state and local tax revenues. It is unknown if the actual amount of CMB gallonage tax would decline by at least

25.0 percent to trigger the Governor's declaration that off-premise CMB retailers could apply for the newly created beer retailers license. If a beer retailer license would become available, it could result in a decrease in CMB gallonage tax receipts, decrease in CMB stamp fees, decrease in state and local sales tax receipts, increase in beer gallonage tax receipts, increase in liquor enforcement tax receipts, increase in drinking establishment license fees, and new fee revenue from the newly created beer retailer license. If the beer retailer license would become available, it is assumed that the decrease in CMB gallonage tax would be offset by the increase in beer gallonage tax.

CMB licenses are issued by cities and counties for both on-premise consumption (i.e. taverns and restaurants) and off-premise consumption (i.e. grocery stores and convenience stores) and are subject to state and local sales tax. The state does not charge a fee for a CMB license; however, each CMB license holder must pay a \$25 CMB stamp fee. Currently there are 1,954 off-premise CMB and 1,485 on-premise CMB licenses issued, which generates a total of \$85,975. If CMB no longer existed, the \$85,975 in CMB stamp fee revenue would be eliminated.

Currently, the Department indicates the sale of cereal malt beverages generates approximately \$7.5 million in state sales tax and approximately \$1.9 million in local sales tax. The Department indicates if businesses switch from selling cereal malt beverages to beer, sales tax revenue would decrease and liquor enforcement tax revenue would increase. Since the bill would provide 3.0 percent of liquor enforcement tax remittances credited to the Local Cereal Malt Beverage Sales Tax Fund, distributions to cities and counties would increase to help recoup the loss of local sales tax. If the bill were to take effect at the beginning of FY 2017, it is estimated that approximately \$2.2 million in liquor enforcement tax revenue would be transferred to cities and counties and overall liquor enforcement tax revenue would increase by approximately 4.6 percent.

If CMB no longer existed, the 1,485 on-premise CMB licensees would be forced to convert to a drinking establishment license or cease alcohol sales. Assuming that 50.0 percent of the current on-premise CMB retailers applied for a drinking establishment license, a total of approximately \$1.5 million in revenue would be generated from license and registration fees. Each biannual drinking establishment license is \$2,000 and the registration fee for a new license is \$50. Assuming that each current off-premise CMB license was replaced with a beer retailer license, the biannual \$500 license fee and \$50 registration fee would generate approximately \$1.1 million in revenue.

The Department of Revenue indicates the bill would require \$2.3 million from the State General Fund in FY 2017 for administrative costs to implement the bill, including changes to ABC forms and publications and modifications to the Department's licensing computer system. The bill would require 26.00 new FTE positions to issue the new beer retailer license and enforce liquor laws. The required programming for this bill by itself would be performed by existing staff of the Department of Revenue. However, if the combined effect of implementing this bill and other enacted legislation exceeds the Department's programming resources, or if the time for

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implementing the changes is too short, expenditures for outside contract programmer services beyond the Department's current budget may be required.

The Kansas Department of Transportation (KDOT) indicates that the bill has the potential to reduce state revenues to the State Highway Fund from the reduction or elimination of CMB that are currently subject to state and local sales taxes. KDOT indicates that when the state receives lower State Highway Fund dollars it may be required to make corresponding reductions to planned expenditures for projects funded under the comprehensive transportation plan, known as T-WORKS.

The Kansas Association of Counties and the League of Kansas Municipalities indicate that the bill would provide a new source of revenues for local governments by distributing 3.0 percent of liquor enforcement taxes from the Local Cereal Malt Beverage Sales Tax Fund. However, the transfers from the Local Cereal Malt Beverage Sales Tax Fund would be restricted to the enforcement of the Liquor Control Act at the local level. The bill has the potential to reduce local sales tax collections that are used in part to finance local governments from the reduction or elimination of sales of CMB. However, the Kansas Association of Counties and the League of Kansas Municipalities do not have data to provide an estimate of the amount of transfers that local governments would receive from the Local Cereal Malt Beverage Sales Tax Fund or the amount of decreased local sales tax revenues from the enactment of the bill. Any fiscal effect associated with SB 458 is not reflected in *The FY 2017 Governor's Budget Report*.

Sincerely,

A handwritten signature in black ink, appearing to read "Shawn Sullivan", with a horizontal line extending to the right.

Shawn Sullivan,
Director of the Budget

cc: Jack Smith, Department of Revenue
Melissa Wangemann, Association of Counties
Larry Baer, League of Municipalities
Ben Cleaves, Transportation