

March 9, 2020

REVISED

The Honorable Caryn Tyson, Chairperson
Senate Committee on Assessment and Taxation
Statehouse, Room 123-E
Topeka, Kansas 66612

Dear Senator Tyson:

SUBJECT: Revised Fiscal Note for SB 369 by Senate Committee on Assessment and Taxation

In accordance with KSA 75-3715a, the following revised fiscal note concerning SB 369 is respectfully submitted to your committee.

SB 369 would require marketplace facilitators to start collecting Kansas retail sales and compensating use taxes on sales to Kansas customers. The bill defines a “marketplace facilitator” as a person or their affiliate that contracts with marketplace sellers to facilitate sales through a physical or electronic marketplace. Marketplace facilitators would also include platforms that offer short term rentals for lodging or sleeping accommodations that are not regulated under the Lodging Inspection Act. A marketplace facilitator would not include advertising services, payment processing services, or commodity futures. The bill would require marketplace facilitators with at least \$100,000 in total gross sales in Kansas in the preceding calendar year to start collecting retail sales and compensating use taxes on sales in Kansas on July 1, 2020. Marketplace facilitators would not be responsible to remit any taxes from sales occurring prior to July 1, 2020. The bill would allow the Department of Revenue to grant a waiver to a marketplace facilitator under certain conditions and if all of its marketplace sellers are already collecting and remitting retail sales and compensating use taxes. The Department of Revenue would be allowed to audit sales of marketplace facilitators. The bill would relieve the liability of a marketplace facilitator to collect and remit the correct amount of the tax if an error was due to incorrect or insufficient information from the marketplace seller.

The bill would amend the definition of “retailer doing business in this state” in the Kansas Compensating Tax Act by establishing a *de minimus* threshold of \$100,000 before a business is defined as a retailer doing business in this state, requiring the business to start collecting and remitting retail sales and compensating use taxes on sales to Kansas. The bill would also set up a procedure that would require future out-of-state retailers to start collecting and remitting retail sales and compensating use taxes on sales to Kansas after the threshold is reached.

Estimated State Fiscal Effect				
	FY 2020 SGF	FY 2020 All Funds	FY 2021 SGF	FY 2021 All Funds
Revenue	--	--	\$16,600,000	\$19,900,000
Expenditure	--	--	\$357,067	\$357,067
FTE Pos.	--	--	--	4.00

The Department of Revenue estimates that SB 369 would increase state revenues by \$19.9 million in FY 2021. Of that total, the State General Fund is estimated to increase by \$16.6 million in FY 2021, while the State Highway Fund is estimated to increase by \$3.3 million. This bill also is estimated to increase local sales tax revenues; however, the specific estimate of higher local sales tax revenues was not calculated by the Department of Revenue. The fiscal effect to state revenues during subsequent years would be as follows:

	<u>FY 2022</u>	<u>FY 2023</u>	<u>FY 2024</u>	<u>FY 2025</u>
State General Fund	\$19,000,000	\$19,200,000	\$19,400,000	\$19,500,000
State Highway Fund	<u>3,800,000</u>	<u>3,800,000</u>	<u>3,800,000</u>	<u>3,800,000</u>
	\$22,800,000	\$23,000,000	\$23,200,000	\$23,300,000

To formulate the estimates for increased sales tax authority from remote sellers, the Department of Revenue reviewed data from the U.S. Government Accountability Office (GAO) that released a study on sales taxes in November 2017. The report shows that Kansas has the potential to receive an additional \$113.0 million to \$170.0 million each year in increased state and local sales tax collections with expanded collection authority with out-of-state remote sellers. The formation of this fiscal note used the lower estimate from GAO. The numbers quoted from GAO include both state and local sales tax collections and the amounts that the state already receives from Streamlined Sales Tax Volunteer Filers. Making these adjustments, the Department of Revenue estimates that Kansas could potentially receive \$70.9 million with expanded sales tax collection authority, including \$59.4 million to the State General Fund and \$11.5 million to the State Highway Fund. However, it could be a number of years before the state would increase collections to those levels. The Department indicates that the state would likely collect \$30.4 million in FY 2021 specifically from marketplace facilitators, including \$25.4 million from the State General Fund and \$5.0 million from the State Highway Fund.

To formulate the estimates for establishing a threshold for out-of-state retailers, the Department of Revenue reviewed data on compensating use tax collections from calendar year 2019. The Department indicated that 6,890 out-of-state retailers reported taxable sales of less than \$100,000 in Kansas. These retailers collectively had total net sales of \$151.0 million that resulted in \$9.9 million in state compensating use tax liability in calendar year 2019. The Department indicates that under the provisions of the bill, these out-of-state retailers would no longer be required to collect compensating use taxes on sales in Kansas resulting in \$10.5 million in lower state compensating use tax collections in FY 2021, including \$8.8 million from the State General Fund and \$1.7 million from the State Highway Fund. The estimates assume compensating use tax collections would grow approximately 3.0 percent each year.

The Department indicates that the bill would require \$349,463 from the State General Fund in FY 2021 to implement the bill and to modify the automated tax system. The bill would require the Department to hire 4.00 new FTE positions to answer questions from taxpayers and to review, process, and audit retailer's compliance with the \$100,000 threshold. The required programming for this bill by itself would be performed by existing staff of the Department of Revenue. In addition, if the combined effect of implementing this bill and other enacted legislation exceeds the Department's programming resources, or if the time for implementing the changes is too short, additional expenditures for outside contract programmer services beyond the Department's current budget may be required. Since the original fiscal note was issued, the Department of Revenue increased its estimate on administrative costs needed to implement the bill.

The Kansas Department of Transportation indicates that the bill would increase state revenues to the State Highway Fund as noted above. The Kansas Association of Counties and the League of Kansas Municipalities indicate that the bill would provide a net increase to local sales tax collections that are used in part to finance local governments. Any fiscal effect associated with SB 369 is not reflected in *The FY 2021 Governor's Budget Report*.

Sincerely,

A handwritten signature in cursive script that reads "L. L. Campbell". The signature is written in black ink and is positioned above the printed name and title.

Larry L. Campbell
Director of the Budget

cc: Trey Cocking, League of Municipalities
Jay Hall, Association of Counties
Lynn Robinson, Department of Revenue
Ben Cleaves, Transportation