LEGISLATIVE COMMITTEE MINUTES

SB54

Bill as Introduced

SB 54-FN - AS INTRODUCED

2019 SESSION

19-0851 11/10

SENATE BILL

54-FN

AN ACT

relative to the road toll bond requirements for licensed fuel distributors.

SPONSORS:

Sen. Bradley, Dist 3; Sen. Watters, Dist 4; Sen. Giuda, Dist 2; Sen. Feltes, Dist

15; Sen. Morse, Dist 22; Rep. Major, Rock. 14; Rep. Abrami, Rock. 19

COMMITTEE:

Transportation

ANALYSIS

This bill allows for an exemption for certain licensed fuel distributors from obtaining a surety bond for road toll liability.

Explanation:

Matter added to current law appears in bold italics.

Matter removed from current law appears [in-brackete and struckthrough.]

Matter which is either (a) all new or (b) repealed and reenacted appears in regular type.

STATE OF NEW HAMPSHIRE

In the Year of Our Lord Two Thousand Nineteen

AN ACT

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relative to the road toll bond requirements for licensed fuel distributors.

Be it Enacted by the Senate and House of Representatives in General Court convened:

- 1 New Section; Licensed Distributors Exempt from Bond Requirement. Amend RSA 260 by 2 inserting after section 37 the following new section: 3 260:37-a Licensed Distributors Exempt from Bond Requirement.
 - I. The commissioner shall approve any distributor that has complied with all applicable requirements of this chapter for the immediately preceding 3 consecutive years as exempt from the bond requirement in RSA 260:37, provided that such distributors first provide audited financial statements for the immediately preceding 3 years and have been licensed as distributors in good standing in New Hampshire for the immediately preceding 5 consecutive years.
 - II. In the event a distributor exempt under paragraph I fails to remain in compliance with this chapter, the commissioner may reimpose the bond requirement under RSA 260:37 if he or she determines that a material change in circumstances has occurred and that state road toll revenue will be unreasonably jeopardized without imposition of the bond. The commissioner shall notify a distributor of the requirement to obtain a new bond under this paragraph in writing, and shall provide the distributor 30 days to secure a new bond.
 - III. A distributor aggrieved by a decision of the commissioner under paragraph II may appeal the decision pursuant to RSA 260:6.
 - 2 Effective Date. This act shall take effect 60 days after its passage.

SB 54-FN- FISCAL NOTE AS INTRODUCED

AN ACT

relative to the road toll bond requirements for licensed fuel distributors.

FISCAL IMPACT:

[X] State

[] County

[X] Local

[] None

	Estimated Increase / (Decrease)				
STATE:	FY 2020	FY 2021	FY 2022	FY 2023	
Appropriation	\$0	\$0	\$0	\$0	
Revenue	Indeterminable	Indeterminable	Indeterminable	Indeterminable	
Expenditures	\$0	Indeterminable	Indeterminable	Indeterminable	
Funding Source:	[X] General [] Education [] Highway []	Other	

LOCAL:

Revenue	\$0	Indeterminable	Indeterminable	Indeterminable
Expenditures	\$0	\$0	\$0	\$0

METHODOLOGY:

This bill allows for an exemption from obtaining a surety bond for road toll liability for licensed fuel distributors, if certain qualifications are met. To the extent a distributor were to qualify, no longer carry a surety bond, and default on paying their road toll liability, there could be a decrease in state revenue. The Department has collected a total of four bonds (all during FY 2010 and FY 2011) from defaulted companies, which would have been deemed in good standing under the provisions of this bill.

Also, pursuant to RSA 235:23, not less than 12 percent of the total road toll and motor vehicle fee revenue collected in the previous year is distributed to municipalities as highway block grants. Therefore, this bill may result in an indeterminable decrease in state highway fund expenditures and local revenue in FY 2021 and each year thereafter.

AGENCIES CONTACTED:

Department of Safety

SB 54-FN - AS AMENDED BY THE SENATE

02/14/2019 0194s

2019 SESSION

19-0851 11/10

SENATE BILL

54-FN

AN ACT

relative to the road toll bond requirements for licensed fuel distributors.

SPONSORS:

Sen. Bradley, Dist 3; Sen. Watters, Dist 4; Sen. Giuda, Dist 2; Sen. Feltes, Dist 15;

Sen. Morse, Dist 22; Rep. Major, Rock. 14; Rep. Abrami, Rock. 19

COMMITTEE:

Transportation

AMENDED ANALYSIS

This bill allows for the release or reduction of the surety bond for road toll liability for certain licensed fuel distributors and provides for the revocation or suspension of such fuel distributors' license in certain instances.

Explanation:

Matter added to current law appears in bold italics.

Matter removed from current law appears [in brackets and struckthrough.]

Matter which is either (a) all new or (b) repealed and reenacted appears in regular type.

19-0851 11/10

STATE OF NEW HAMPSHIRE

In the Year of Our Lord Two Thousand Nineteen

AN ACT

relative to the road toll bond requirements for licensed fuel distributors.

Be it Enacted by the Senate and House of Representatives in General Court convened:

- 1 New Section; Licensed Distributors Exempt from Bond Requirement. Amend RSA 260 by inserting after section 37 the following new section:
 - 260:37-a Licensed Distributors Exempt from Bond Requirement.
- I. A distributor may request a release or reduction of the bond required pursuant to RSA 260:37 if the distributor has complied with all licensing, reporting, and payment requirements of this chapter for the immediately preceding 3 consecutive years, provided that such distributors first provide audited financial statements for the immediately preceding 3 years and have been licensed as distributors in good standing in New Hampshire for the immediately preceding 5 consecutive years. If the commissioner or his or her designee determines that release or reduction of the bond will not unreasonably jeopardize state revenues, the bond shall be released or reduced.
- II. In the event a distributor exempt under paragraph I fails to remain in compliance with this chapter, the commissioner may reimpose the bond requirement under RSA 260:37 if he or she determines that a material change in circumstances has occurred and that state road toll revenue will be unreasonably jeopardized without imposition of the bond. The commissioner shall notify a distributor of the requirement to obtain a new bond under this paragraph in writing, and shall provide the distributor 30 days to secure a new bond.
- III. A distributor aggrieved by a decision of the commissioner under paragraph II may appeal the decision pursuant to RSA 260:6.
- 2 New Section; Power to Suspend or Revoke Licenses of Distributors Exempt from Bond Requirement. Amend RSA 260 by inserting after section 39 the following new section:
 - 260:39-a Power to Suspend or Revoke Licenses of Distributors Exempt from Bond Requirement.
- I. If a distributor that has been granted a released or reduced bond pursuant to RSA 260:37a files a false monthly report or willfully fails, neglects, or refuses to file a monthly report or pay the
 full amount of the road toll as required by this subdivision, the commissioner or his or her designee
 may immediately revoke or suspend the distributor's license.
- II. The commissioner shall provide written notification of his or her decision to revoke or suspend the distributor's license. Such notification shall provide a date, time, and place at the department's bureau of hearings where the distributor may appear and show cause as to why the license should be reinstated, provided that the license shall remain revoked or suspended until otherwise ordered by a hearings examiner. Such hearing shall be held within 10 days of the date on the notification of suspension or revocation.

SB 54-FN - AS AMENDED BY THE SENATE - Page 2 -

III. The written notification of suspension or revocation shall be presumed to have been
served if sent to the last known recorded address of the licensee.
IV. Any distributor whose license remains revoked or suspended after a hearing conducted
pursuant to paragraph II may appeal the hearing examiner's decision to the superior court of
Merrimack County within 30 days of the date of such decision.
3 Effective Date. This act shall take effect January 1, 2020

SB 54-FN- FISCAL NOTE

AS AMENDED BY THE SENATE (AMENDMENT #2019-0194s)

AN ACT

relative to the road toll bond requirements for licensed fuel distributors.

FISCAL IMPACT:

[X] State

[] County

[X] Local

[] None

	Estimated Increase / (Decrease)				
STATE:	FY 2020		FY 2021	FY 2022	FY 2023
Appropriation	\$0		\$0	\$0	\$0
Revenue	Indeterminable		Indeterminable	Indeterminable	Indeterminable
Expenditures	\$0		Indeterminable	Indeterminable	Indeterminable
Funding Source:	[] General [Cost of Collections] Education	[X] Highway	[X] Other -

^{*}Pursuant to Part II, article 6-a of the New Hampshire constitution, any costs associated with the collection and administration of Highway Funds by the Department of Safety shall be deducted by the Department before such funds are credited to the Highway Fund as unrestricted revenue.

LOCAL:

Revenue	\$0	Indeterminable	Indeterminable	Indeterminable
Expenditures	\$0	\$0	\$0	\$0

METHODOLOGY:

This bill allows for an exemption from obtaining a surety bond for road toll liability for licensed fuel distributors, if certain qualifications are met. To the extent a distributor were to qualify, no longer carry a surety bond, and default on paying their road toll liability, there could be a decrease in state revenue. The Department has collected a total of four bonds (all during FY 2010 and FY 2011) from defaulted companies, which would have been deemed in good standing under the provisions of this bill.

Also, pursuant to RSA 235:23, not less than 12 percent of the total road toll and motor vehicle fee revenue collected in the previous year is distributed to municipalities as highway block grants. Therefore, this bill may result in an indeterminable decrease in state highway fund expenditures and local revenue in FY 2021 and each year thereafter.

AGENCIES CONTACTED:

Department of Safety

SB 54-FN FISCAL NOTE AS AMENDED BY THE SENATE (AMENDMENT #2019-0194s)

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relative to the road toll bond requirements for licensed fuel distributors.

FISCAL IMPACT:

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[X] Local

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Revenue	Indeterminable		Indeterminable	Indeterminable	Indeterminable
Expenditures	\$0		Indeterminable	Indeterminable	Indeterminable
Funding Source: [] General		[] Education	[X] Highway	[X] Other - Cost
runuing Source:	of Collections			- An	

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AGENCIES CONTACTED:

Department of Safety

SB 54-FN - FINAL VERSION

02/14/2019 0194s

2019 SESSION

19-0851 11/10

SENATE BILL

54-FN

AN ACT

relative to the road toll bond requirements for licensed fuel distributors.

SPONSORS:

Sen. Bradley, Dist 3; Sen. Watters, Dist 4; Sen. Giuda, Dist 2; Sen. Feltes, Dist 15;

Sen. Morse, Dist 22; Rep. Major, Rock. 14; Rep. Abrami, Rock. 19

COMMITTEE:

Transportation

AMENDED ANALYSIS

This bill allows for the release or reduction of the surety bond for road toll liability for certain licensed fuel distributors and provides for the revocation or suspension of such fuel distributors' license in certain instances.

Explanation:

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STATE OF NEW HAMPSHIRE

In the Year of Our Lord Two Thousand Nineteen

AN ACT

relative to the road toll bond requirements for licensed fuel distributors.

Be it Enacted by the Senate and House of Representatives in General Court convened:

- 1 New Section; Licensed Distributors Exempt from Bond Requirement. Amend RSA 260 by inserting after section 37 the following new section:
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- I. A distributor may request a release or reduction of the bond required pursuant to RSA 260:37 if the distributor has complied with all licensing, reporting, and payment requirements of this chapter for the immediately preceding 3 consecutive years, provided that such distributors first provide audited financial statements for the immediately preceding 3 years and have been licensed as distributors in good standing in New Hampshire for the immediately preceding 5 consecutive years. If the commissioner or his or her designee determines that release or reduction of the bond will not unreasonably jeopardize state revenues, the bond shall be released or reduced.
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- III. A distributor aggrieved by a decision of the commissioner under paragraph II may appeal the decision pursuant to RSA 260:6.
- 2 New Section; Power to Suspend or Revoke Licenses of Distributors Exempt from Bond Requirement. Amend RSA 260 by inserting after section 39 the following new section:
 - 260:39-a Power to Suspend or Revoke Licenses of Distributors Exempt from Bond Requirement.
- I. If a distributor that has been granted a released or reduced bond pursuant to RSA 260:37-a files a false monthly report or willfully fails, neglects, or refuses to file a monthly report or pay the full amount of the road toll as required by this subdivision, the commissioner or his or her designee may immediately revoke or suspend the distributor's license.
- II. The commissioner shall provide written notification of his or her decision to revoke or suspend the distributor's license. Such notification shall provide a date, time, and place at the department's bureau of hearings where the distributor may appear and show cause as to why the license should be reinstated, provided that the license shall remain revoked or suspended until otherwise ordered by a hearings examiner. Such hearing shall be held within 10 days of the date on the notification of suspension or revocation.

SB 54-FN - FINAL VERSION - Page 2 -

III. The written notification of suspension or revocation shall be presumed to have been
served if sent to the last known recorded address of the licensee.
IV. Any distributor whose license remains revoked or suspended after a hearing conducted
pursuant to paragraph II may appeal the hearing examiner's decision to the superior court of
Merrimack County within 30 days of the date of such decision.

3 Effective Date. This act shall take effect January 1, 2020.

SB 54-FN- FISCAL NOTE

AS AMENDED BY THE SENATE (AMENDMENT #2019-0194s)

AN ACT

relative to the road toll bond requirements for licensed fuel distributors.

FISCAL IMPACT:

[X] State

[] County

[X] Local

[] None

Estimated Increase / (Decrease)				
FY 2020	FY 2021	FY 2022	FY 2023	
\$0	\$0	\$0	\$0	
Indeterminable	Indeterminable	Indeterminable	Indeterminable	
\$0	Indeterminable	Indeterminable	Indeterminable	
[] General Cost of Collections	[] Education	[X] Highway	[X] Other -	
	\$0 Indeterminable \$0 [] General	FY 2020 FY 2021 \$0 \$0 Indeterminable Indeterminable \$0 Indeterminable [] General [] Education	FY 2020 \$0 \$0 \$0 \$0 \$1 Indeterminable \$0 Indeterminable \$0 Indeterminable \$1 Indeterminable \$2 Indeterminable \$3 Indeterminable \$4 Indeterminable \$5 Indeterminable \$6 Indeterminable \$6 Indeterminable \$7 Indeterminable \$8 Indeterminable \$8 Indeterminable \$8 Indeterminable \$8 Indeterminable	

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LOCAL:

Revenue	\$0	Indeterminable	Indeterminable	Indeterminable
Expenditures	\$0	\$0	\$0	\$0

METHODOLOGY:

This bill allows for an exemption from obtaining a surety bond for road toll liability for licensed fuel distributors, if certain qualifications are met. To the extent a distributor were to qualify, no longer carry a surety bond, and default on paying their road toll liability, there could be a decrease in state revenue. The Department has collected a total of four bonds (all during FY 2010 and FY 2011) from defaulted companies, which would have been deemed in good standing under the provisions of this bill.

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AGENCIES CONTACTED:

Department of Safety

CHAPTER 188 SB 54-FN - FINAL VERSION

02/14/2019 0194s

2019 SESSION

19-0851 11/10

SENATE BILL

54-FN

AN ACT

relative to the road toll bond requirements for licensed fuel distributors.

SPONSORS:

Sen. Bradley, Dist 3; Sen. Watters, Dist 4; Sen. Giuda, Dist 2; Sen. Feltes, Dist 15;

Sen. Morse, Dist 22; Rep. Major, Rock. 14; Rep. Abrami, Rock. 19

COMMITTEE:

Transportation

AMENDED ANALYSIS

This bill allows for the release or reduction of the surety bond for road toll liability for certain licensed fuel distributors and provides for the revocation or suspension of such fuel distributors' license in certain instances.

Explanation:

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02/14/2019 0194s 19-0851 11/10

STATE OF NEW HAMPSHIRE

In the Year of Our Lord Two Thousand Nineteen

AN ACT

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relative to the road toll bond requirements for licensed fuel distributors.

Be it Enacted by the Senate and House of Representatives in General Court convened:

- 1 188:1 New Section; Licensed Distributors Exempt from Bond Requirement. Amend RSA 260 by 2 inserting after section 37 the following new section:
 - 260:37-a Licensed Distributors Exempt from Bond Requirement.
 - I. A distributor may request a release or reduction of the bond required pursuant to RSA 260:37 if the distributor has complied with all licensing, reporting, and payment requirements of this chapter for the immediately preceding 3 consecutive years, provided that such distributors first provide audited financial statements for the immediately preceding 3 years and have been licensed as distributors in good standing in New Hampshire for the immediately preceding 5 consecutive years. If the commissioner or his or her designee determines that release or reduction of the bond will not unreasonably jeopardize state revenues, the bond shall be released or reduced.
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 - III. A distributor aggrieved by a decision of the commissioner under paragraph II may appeal the decision pursuant to RSA 260:6.
 - 188:2 New Section; Power to Suspend or Revoke Licenses of Distributors Exempt from Bond Requirement. Amend RSA 260 by inserting after section 39 the following new section:
 - 260:39-a Power to Suspend or Revoke Licenses of Distributors Exempt from Bond Requirement.
 - I. If a distributor that has been granted a released or reduced bond pursuant to RSA 260:37-a files a false monthly report or willfully fails, neglects, or refuses to file a monthly report or pay the full amount of the road toll as required by this subdivision, the commissioner or his or her designee may immediately revoke or suspend the distributor's license.
 - II. The commissioner shall provide written notification of his or her decision to revoke or suspend the distributor's license. Such notification shall provide a date, time, and place at the department's bureau of hearings where the distributor may appear and show cause as to why the license should be reinstated, provided that the license shall remain revoked or suspended until

CHAPTER 188 SB 54-FN - FINAL VERSION - Page 2 -

- otherwise ordered by a hearings examiner. Such hearing shall be held within 10 days of the date on the notification of suspension or revocation. III. The written notification of suspension or revocation shall be presumed to have been served if sent to the last known recorded address of the licensee.
- IV. Any distributor whose license remains revoked or suspended after a hearing conducted pursuant to paragraph II may appeal the hearing examiner's decision to the superior court of Merrimack County within 30 days of the date of such decision.
 - 188:3 Effective Date. This act shall take effect January 1, 2020.

Approved: July 10, 2019

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Effective Date: January 01, 2020

Amendments

Senate Transportation January 30, 2019 2019-0194s 11/10

Amendment to SB 54-FN

Amend RSA 260:37-a, I as inserted by section 1 of the bill by replacing it with the following:

7.

I. A distributor may request a release or reduction of the bond required pursuant to RSA 260:37 if the distributor has complied with all licensing, reporting, and payment requirements of this chapter for the immediately preceding 3 consecutive years, provided that such distributors first provide audited financial statements for the immediately preceding 3 years and have been licensed as distributors in good standing in New Hampshire for the immediately preceding 5 consecutive years. If the commissioner or his or her designee determines that release or reduction of the bond will not unreasonably jeopardize state revenues, the bond shall be released or reduced.

Amend the bill by replacing all after section 1 with the following:

2 New Section; Power to Suspend or Revoke Licenses of Distributors Exempt from Bond Requirement. Amend RSA 260 by inserting after section 39 the following new section:

Requirement. Amend RSA 250 by inserting after section of the telephone.

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260:39-a Power to Suspend or Revoke Licenses of Distributors Exempt from Bond Requirement.

I. If a distributor that has been granted a released or reduced bond pursuant to RSA 260:37-a files a false monthly report or willfully fails, neglects, or refuses to file a monthly report or pay the full amount of the road toll as required by this subdivision, the commissioner or his or her designee may immediately revoke or suspend the distributor's license.

II. The commissioner shall provide written notification of his or her decision to revoke or suspend the distributor's license. Such notification shall provide a date, time, and place at the department's bureau of hearings where the distributor may appear and show cause as to why the license should be reinstated, provided that the license shall remain revoked or suspended until otherwise ordered by a hearings examiner. Such hearing shall be held within 10 days of the date on the notification of suspension or revocation.

III. The written notification of suspension or revocation shall be presumed to have been served if sent to the last known recorded address of the licensee.

IV. Any distributor whose license remains revoked or suspended after a hearing conducted pursuant to paragraph II may appeal the hearing examiner's decision to the superior court of Merrimack County within 30 days of the date of such decision.

3 Effective Date. This act shall take effect January 1, 2020.

Amendment to SB 54-FN - Page 2 -

2019-0194s

AMENDED ANALYSIS

This bill allows for the release or reduction of the surety bond for road toll liability for certain licensed fuel distributors and provides for the revocation or suspension of such fuel distributors' license in certain instances.

Committee Minutes

SENATE CALENDAR NOTICE Transportation

Sen David Watters, Chair Sen Regina Birdsell, Vice Chair Sen Martha Hennessey, Member Sen Melanie Levesque, Member Sen Ruth Ward, Member

Tuesday

Date: January 23, 2019

01/29/2019

HEARINGS

	(Day)	(Date)
Transport	ation	LOB 103 1:00 p.m.
(Name of	Committee)	(Place) (Time)
1:00 p.m.	SB 52-FN	relative to certain department of transportation projects.
1:20 p.m.	SB 54-FN	relative to the road toll bond requirements for licensed fuel distributors.
1:35 p.m.	SB 55	authorizing the Harris Center for Conservation Education to issue decals for multi-use decal plates.
1:50 p.m.	SB 132	naming a lake in Meredith as Lake Wicwas.
2:05 p.m.	SB 133-FN	relative to the definition of emergency vehicles.
2:15 p.m.	SB 185-FN-A	establishing a rail trail corridors advisory committee to assist the department of transportation in updating the state trails plan and making an appropriation therefor.

EXECUTIVE SESSION MAY FOLLOW

<u>Sponsors;</u> SB 52-FN			
Sen. Bradley	Rep. Buco	Rep. Marsh	Rep. Woodcock
SB 54-FN	O W	G G' 1	2 5.
Sen. Bradley Sen. Morse	Sen. Watters Rep. Major	Sen. Giuda Rep. Abrami	Sen. Feltes
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Sen. Ward	Sen. Birdsell	Rep. Luneau	
SB 132			0 111.0
Sen. Giuda	Sen. Bradley	Sen. Ward	Sen. Watters

Rep. Jurius Rep. Mackie Rep. Bean

Rep. Aldrich SB 133-FN

Sen, D'Allesandro Sen. French Sen. Watters

SB 185-FN-A

Sen. Kahn Sen. Birdsell Sen. Feites Sen. Carson Sen. Hennessey Rep. Fenton Rep. Beaulieu Sen. Watters Rep. Gould

Rep. Hennessey

Sonja Caldwell 271-2117

David H Watters Chairman

Senate Transportation Committee

Griffin Roberge 271-2878

SB 54-FN, relative to the road toll bond requirements for licensed fuel distributors.

Hearing Date:

January 29, 2019.

Time Opened:

1:30 p.m.

Time Closed:

1:49 p.m.

Members of the Committee Present: Senators Watters, Birdsell, Hennessey, Levesque and Ward.

Members of the Committee Absent: None.

Bill Analysis: This bill allows for an exemption for certain licensed fuel distributors from obtaining a surety bond for road toll liability.

Sponsors:

Sen. Bradley

Sen. Watters

Sen. Giuda

Sen. Feltes

Sen. Morse

Rep. Major

Rep. Abrami

Who supports the bill: Senator Jeb Bradley (Senate District 3), Senator Chuck Morse (Senate District 22), Senator Bob Giuda (Senate District 2), Thomas J. Frawley (Summit Distributing, LLC), Jonathan Shaer (New England Convenience Store & Energy Marketers Association).

Who opposes the bill: None.

Who is neutral on the bill: Scott Bryer (Department of Safety).

Summary of testimony presented in support:

Senator Jeb Bradley NH Senate District 3

- SB 54-FN was filed at the request of fuel distributors. The bill allows for an exemption for certain licensed fuel distributors from obtaining a surety bond for road toll liability.
- As long as a distributor has complied with the applicable statues for three consecutive years, a
 fuel distributor does not have to take out an expensive bond per RSA 260:37. If a distributor
 fails to meet those requirements, the distributor would be obligated to take out a bond.
- The expense of the bonds is high. All fuel distributors meet the requirements. SB 54-FN provides a cost savings that may be reflected in the prices they charge to the public.

Jonathan Shaer - provided written testimony

Executive Director, New England Convenience Store & Energy Marketers Association (NECSEMA)

 NECSEMA represents single site convenience store and gasoline retailers, chain convenience store and gasoline retailers, independent transportation fuel distributors, and the businesses

- which supply them. Their members touch roughly 75% of the transportation fuel sold in NH.
- SB 54-FN creates an exemption for certain qualifying licensed fuel distributors from obtaining a bond to guaranty the payment of the road toll liability they collect and remit to the state. The bond requirement is an excessive burden.
- Today, many underwriters classify gasoline excise tax bonds as financial guaranty bonds and
 many companies will not write them. With fewer companies willing to sell them, the premiums
 are expensive, often exceeding 1% of the bond limit.
- In addition to the premium of the bond, some bond underwriters require additional financial security in the form of a letter of credit. Therefore, a distributor may have hundreds of thousands of dollars of working capital tied in a letter of credit preventing further investment in their business.
- The state's collection of payments on a monthly basis requires distributors to send the total tax collected via an electronic funds transfer to NHDOS. Because of the immediacy of payment, the state's ability to identify an issue is exceedingly enhanced.
- SB 54-FN was written in such a way as to filter through only those companies that can and have demonstrated their ability to pay the tax consistently, responsibly, and in a timely fashion. In addition, it empowers the NHDOS Commissioner to reinstitute the bond requirements in the case of a material change in any company's circumstances.

Thomas J. Frawley - provided written testimony President, Summit Distributing, LLC

- There are real costs associated with the bond for Mr. Frawley's company:
 - o The company pays the bonding company roughly \$9,600 per year to obtain the bond.
 - o In addition, the bonding companies require the bond to be secured with a bank letter of credit. This eliminates \$650,000 from the company's working line of credit.
- The dollars spent on the bonding requirement would be better used improving the business.
 - o The company canceled a project in Keene that required \$600,000 in working capital to start, but delayed it due to the bank letter of credit. The new facility would have employed 30 new employees.
- Mr. Frawley had no objections to the amendment language offered by NHDOS.
- Senator Watters asked if the distributors were content with the language provided by NHDOS.
 - o Both Mr. Frawley and Mr. Shaer are content with the language.

Summary of testimony presented in opposition: None.

Neutral Information Presented:

Scott Bryer - provided written testimony

Administrator, Road Toll Bureau, NH Department of Safety (NHDOS)

- The Road Toll Bureau is required to collect motor fuel taxes and enforcing toll compliance with the Motor Vehicle Road Toll Law through its Field Audit Bureau.
- In FY 2018, NHDOS collected roughly \$187.5 million in unrestricted and restricted highway revenue from licensed distributors through the Road Toll Bureau.
- Road Toll Bureau surety bond records were reviewed over the last ten years (2008-2018) to determine the number of distributors who defaulted on their road toll liability. A total of four surety bonds from three different licensed motor fuel distributors were seized in that time period, ranging from a low of \$55,744.99 to a high of \$517,470.01. The total amount of these bonds amounted to \$810,796.94. These three distributors were in good standing up to the month in which they defaulted. There was no early or advance indications of prior financial distress.
- The Road Toll Bureau raises two possible financial risks regarding the elimination of the bond requirement:
 - o Distributors can rack up 30 days worth of liability before the account can be shut off.
 - NHDOS is allowed to put a lien in place if a distributor gives a false payment. Some distributors may or may not have assets that NHDOS could attach to a lien. A surety bond provides protection in case the distributor does not have assets in the state.

- NHDOS offered an amendment to address their concerns.
 - o The amendment would allow NHDOS to review a fuel distributor's audited financial statements and determine if a release or reduction of a bond will affect state revenues.
 - o Sets up a power to suspend or revoke the license of a distributor who is exempt from the bond requirement if they submit a false monthly report.
 - o Change the effective date to January 1st, 2020. NHDOS must go through the rulemaking process to allow for the amendment changes.
- Senator Watters asked if NHDOS has shared the proposals with the prime sponsor and the fuel distributor representatives.
 - o Mr. Bryer said he shared the amendment with the industry representative, but is willing to share it with the prime sponsor.

GJR, edited by Megan English. Date Hearing Report completed: January 29, 2019.

Speakers

SENATE TRANSPORTATION COMMITTEE

<u>Date</u>	1/29/1	<u>9</u>	Time 1:20 p.m.	Public Hearing on	SB 54-FN
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Testimony

New Hampshire Department of Safety Legislative Position Paper On SB 54 - relative to the road toll bond requirements for licensed distributors

Prepared By: Scott Bryer, Administrator - Road Toll Bureau

Date: 1/14/2019

Department Position: None / Neutral

The Department of Safety, Division of Administration, Road Toll Bureau is statutorily responsible for collecting motor fuel tolls (tax), and enforcing toll compliance with the Motor Vehicle Road Toll Law through its Field Audit Bureau. The Field Audit Bureau is responsible for auditing:

- Motor Fuel Distributor licensees, IFTA licensees, and Motor Fuel & Petroleum Products
 Transporter licensees for the Road Toll Bureau;
- International Registration Plan registrants for the Department of Safety's Division of Motor Vehicles; and
- Oil Discharge and Pollution Control licensees for the Department of Environmental Services.

Road Toll Operations is also responsible for New Hampshire related administration of the International Fuel Tax Agreement (IFTA). IFTA, a multi-jurisdictional agreement, establishes and maintains the concept of one fuel use license, and administering base jurisdiction, for each licensee. In fiscal year 2018 the Department collected approximately \$187.5 million in unrestricted and restricted highway revenue from licensed distributors through the Road Toll Bureau.

As a revenue collecting entity, the Department of Safety takes no position on the proposed legislation. Our testimony today is presented to provide the legislature with information to help identify the risks and mitigating factors associated with any changes to existing bonding requirements.

The Federation of Tax Administrators (FTA) in the model legislation checklist strongly encourages States to require effective licensing and bonding requirements. Below is an excerpt from the FTA, Motor Fuel Tax Section, Uniformity Guide, Version: September 2018 pages 254-255.

"7. Licensing and Bonding Requirements.

Effective licensing and bonding of motor fuel taxpayers helps ensure financial responsibility and protects the millions of dollars of tax liability with which licensees are entrusted each month. Taxpayers are likely to become more trustworthy and reliable when the licensing body performs thorough background checks on potential licensees and requires surety for tax liabilities. These measures will help to identify potential tax evaders and places the necessary safeguards on entities that are licensed...

- ...Surety bonds protect taxing authorities from major tax dollar losses resulting from bankruptcy or tax evasion. The following bonding requirements and issues should be considered when bonding provisions are written.
- A. Dollar amount of the surety bond.
- B. Issued by a surety company approved by the taxing authority.
- C. Bond must name the applicant as the principal and the taxing authority as the obliged.

- D. Be on forms approved by the taxing authority.
- E. New or increase in bond requirements if the liability on the previous bond is discharged or reduced by a judgment rendered, payment made, or if any surety on the previous bond becomes unsatisfactory.
- F. Provision to release an existing surety bond.
- G. Allowance for cash deposits or an irrevocable letter of credit to be used in lieu of a Surety bond.
- H. Taxpayer's prior payment and audit history.

Note: Be cognizant of federal bankruptcy statutes. In almost all instances, the approval of a bankruptcy declaration by a Federal Bankruptcy Court will cause ANY security you may have received (except for a third party surety bond) to revert to the Court. The state will then have no coverage."

In preparation for this testimony, Road Toll Bureau surety bond records were reviewed for the last ten years (2008 – 2018) to determine the number of distributors who defaulted on their road toll liability. A total of four surety bonds from three different licensed motor fuel distributors were sized during this time. These bonds ranged in value from a low of \$55,744.99 to a high of \$517,470.01. The total cumulative amount of all the bonds that were paid out was \$810,796.94. All these were seized during calendar year 2010 which overlapped fiscal years 2010 and 2011. It is important to note that all three distributors were in good standing up to the month in which they defaulted. There were no early or advance indications of prior financial distress. Without these bonds, the Highway Fund would have lost this revenue.

The Department would like to make the committee aware of two possible financial risks regarding the elimination of the bond requirement on certain distributors.

- 1. The Distributor is required to file and remit their Motor Fuel Distributor return and payment on the 20th day of the month for the preceding month. In addition to this RSA 260:39 Power to Suspend, Revoke, or Cancel licenses; Surrender of Bond requires that 10 days of written notification by certified mail be directed to the last known address appearing on the files of the department. Currently, a distributor that failed to file or defaulted on the payment could run up approximately a month's worth of road toll revenue liability before the distributor account could be suspended or revoked.
- 2. RSA 260:63 Statutory Lien Powers allows a lien to be put in place in favor of the State of New Hampshire upon all property and rights to property whether real or personal. Some distributors that are licensed in New Hampshire may not have assets that could be attached by a lien. A surety bond provides protection to State revenues in these cases.

The Department recommends the following proposed amendment to mitigate these potential risks.

AN ACT relative to the road toll bond requirements for licensed fuel distributors.

Be it Enacted by the Senate and House of Representatives in General Court convened:

1 New Section; Licensed Distributors Exempt from Bond Requirement. Amend RSA 260 by inserting after section 37 the following new section:

260:37-a Licensed Distributors Exempt from Bond Requirement.

I. A distributor may request a release or reduction of the bond requirement under RSA 260:37, if the distributor has complied with all licensing, reporting and payment requirements of this chapter of this chapter for the immediately preceding 3 consecutive years, [as exempt from the bond requirement in RSA 260:37,] provided that such distributors first provide audited financial statements for the immediately preceding 3 years and have been licensed as distributors in good standing in New Hampshire for the immediately preceding 5 consecutive years. If the commissioner or his or her designee determines that release or reduction of the bond will not unreasonably jeopardize State revenues, the bond shall be released or reduced.

II. In the event a distributor exempt under paragraph I fails to remain in compliance with this chapter, the commissioner may reimpose the bond requirement under RSA 260:37 if he or she determines that a material change in circumstances has occurred and that state road toll revenue will be unreasonably jeopardized without imposition of the bond. The commissioner shall notify a distributor of the requirement to obtain a new bond under this paragraph in writing, and shall provide the distributor 30 days to secure a new bond.

III. A distributor aggrieved by a decision of the commissioner under paragraph II may appeal the decision pursuant to RSA 260:6.

2 New Section: Power to Suspend or Revoke Licensed Distributors Exempt From Bond Requirement Amend RSA 260 by inserting after section 39 the following new section:

260-39-a Power to Suspend or Revoke Licensed Distributors Exempt From Bond Requirement

- I (a) If a distributor who is exempt or has a reduced bond as required by RSA 260:37-a files a false monthly report, or willfully fails, neglects, or refuses to file the monthly report, or to pay the full amount of the road toll as required by this subdivision, the commissioner of his or her designee may immediately revoke or suspend the distributor's license.
- (b) Shall fix a time and place at the department's bureau of hearing, within 10 days of the written notification, where the licensee may appear and show cause why such license should be reinstated. The license shall remain revoked or suspended until a hearing is conducted and a decision is rendered by the hearings examiner.
- (c) The written notification shall be presumed to have been served if sent to last known address on record of the licensee.
- (d) Any distributor whose license remains suspended or revoked by the commissioner after a hearing may, within 30 days from the date of such decision, appeal to the superior court of Merrimack county.
- 32 Effective Date. This act shall take effect January 1, 2020. 60 days after its passage.

The Department recommends changing the effective date from 60 days after passage to January 1, 2020 to enable the Department enough time to make the necessary changes to the Saf-C 300 Road Toll administrative rules that are subject to RSA 541-a to enable the Department adequate time to go through the JLCAR committee process.



January 29, 2019

New Hampshire General Court Transportation Committee Legislative Office Building, Room 103

SB 54 Relative to the Road Toll Bond Requirements for Licensed Fuel Distributors

Testimony in Support

Dear Chairman Watters, Vice Chairwoman Birdsell, and members of the committee.

My name is Jonathan Shaer, and I'm the Executive Director of the New England Convenience Store & Energy Marketers Association (NECSEMA). NECSEMA represents single site convenience store and gasoline retailers, chain convenience store and gasoline retailers, independent transportation fuel distributors, and the businesses which supply them. NECSEMA's members touch approximately 75% of the transportation fuel sold in the state of New Hampshire.

Senate Bill 54 creates an exemption for certain <u>qualifying licensed fuel distributors</u> from obtaining a bond to guaranty the payment of the road toll liability they collect and remit to the state. NECSEMA supports this bill because it relieves distributors of an excessive burden while the state remains well protected and retains ample recourse should such action become necessary.

Historically, these bonds were relatively available and inexpensive. Today, bond underwriters classify gasoline excise tax bonds as *financial guaranty bonds*, and many companies will not write them. With fewer companies willing to write the bond, the premiums are expensive often exceeding 1% of the bond limit. With the state bonding requirement being an amount equal to approximately 2 times the monthly road toll liability of the distributor, for a distributor selling 1 million gallons per month this would equate to a bond of nearly \$500,000 costing \$5,000 or more. But the cost to the distributor doesn't stop there as bond underwriters are conservative and it is not uncommon for them to require additional financial security in the form of a letter of credit. Therefore, in addition to the premium for the bond, a distributor may have hundreds of thousands of dollars of working capital tied up in a letter of credit preventing that business owner from investing in his or her business, hiring additional employees or securing outside investment capital as the businesses debt to capital ratio increases.

1044 Central Street, Suite 203 Stoughton, MA 02072 (781) 297 – 9600 In spite of the cost and challenges associated with procuring these bonds, it is very important the state receive payment on a monthly basis. By the 20th of the following month, distributors send the total tax collected, via electronic funds transfer (EFT), to the Department of Safety. Up until just a few years ago, this process was done with a check introducing latency risk which no longer exists to nearly the same degree. Because of the immediacy of payment, the state's ability to identify an issue is exceedingly enhanced.

This bill was written in such a way as to filter through only those companies that can and have demonstrated their ability to pay the tax consistently, responsibly and in a timely fashion. Qualifications include 3 years of filing excellence, providing 3 years of audited financials and 5 years of being a licensed distributor in good standing. In addition, it empowers the Commissioner of DOS the ability to reinstitute the bond requirements in the case of a material change in any company's circumstances.

I encourage you to vote SB 54 "ought to pass" and thank you for your consideration.

Very truly yours,

Executive Director jon@necsema.net

781-297-9600 x3



Tuesday, January 29, 2019

Thomas J. Frawley 30 Union Street Lyme, NH 03768 1-800-743-7606 tomf@sumd.com

New Hampshire General Court Transportation Committee Legislative Office Building, Room 103

SB 54 -Relative to the Road Toll Bond Requirements for Licensed Fuel Distributors

Testimony in Support

Dear Chairman Watters, Vice Chairwoman Birdsell, and members of the committee, my name is Tom Frawley, I am a resident of Lyme, NH, my company, Summit Distributing, LLC is located in Lebanon, NH. We own, operate, and distribute to retail gasoline stations in NH/MA/VT and ME. On behalf of the State, we collect gasoline excise taxes. I have been a NH licensed distributor for the past 13 years.

I am here today in hopes that along with testimony already provided, you will consider modifications to Chapter 260 Section 37, more specifically the licensed distributor bonding requirement for the collection of state motor fuel excise taxes.

Since the advent of electronic filing, and electronic funds transfers, the exposure by the state for a default, has been significantly diminished. The days of paper tax returns and mailed bank checks are gone.

There are real costs associated with the bond for my company and they are twofold:

- 1.) We pay the bonding company approximately \$9,600 per year to obtain the bond;
- 2.) In addition, the bonding companies require the bond be secured with a bank letter of credit. In Summit's case this eliminates \$650,000 from my working line of credit.

These dollars would be better served investing in improvements in our NH properties.

I appreciate your time on this matter and would be more than willing to answer any questions.

Sincerely,

Thomas J Frawley

President

Summit Distributing 240 Mechanic St.

Lebanon, NH 03766

Voting Sheets

Senate Transportation Committee EXECUTIVE SESSION RECORD

2019-2020 Session

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Hearing date: 139 16	1	Ļ		
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Executive Session date	: 01/29 /2019	·	•	ů.
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Committee Report

STATE OF NEW HAMPSHIRE

SENATE

REPORT OF THE COMMITTEE FOR THE CONSENT CALENDAR

Tuesday, January 29, 2019

THE COMMITTEE ON Transportation

to which was referred SB 54-FN

AN ACT

relative to the road toll bond requirements for licensed fuel distributors.

Having considered the same, the committee recommends that the Bill

OUGHT TO PASS WITH AMENDMENT

BY A VOTE OF: 5-0

AMENDMENT # 0194s

Senator David Watters For the Committee

This bill originally allowed for an exemption for certain licensed fuel distributors from obtaining a surety bond for road toll liability. The expense of a surety bond for fuel distributors can be an excessive burden that prevents a business from expanding and investing in its employees. An amendment was offered by the New Hampshire Department of Safety to allow for the release and reduction of the surety bond for road toll liability on certain licensed fuel distributors and provides for the revocation or suspension of such fuel distributors' license in certain instances. This amendment was supported by representatives from the fuel distribution industry.

Griffin Roberge 271-7875

FOR THE CONSENT CALENDAR

TRANSPORTATION

SB 54-FN, relative to the road toll bond requirements for licensed fuel distributors. Ought to Pass with Amendment, Vote 5-0. Senator David Watters for the committee.

This bill originally allowed for an exemption for certain licensed fuel distributors from obtaining a surety bond for road toll liability. The expense of a surety bond for fuel distributors can be an excessive burden that prevents a business from expanding and investing in its employees. An amendment was offered by the New Hampshire Department of Safety to allow for the release and reduction of the surety bond for road toll liability on certain licensed fuel distributors and provides for the revocation or suspension of such fuel distributors' license in certain instances. This amendment was supported by representatives from the fuel distribution industry.

General Court of New Hampshire - Bill Status System

Docket of SB54

Docket Abbreviations

Bill Title: relative to the road toil bond requirements for licensed fuel distributors.

Official Docket of SB54.:

Date	Body	Description
1/17/2019	5	Introduced 01/03/2019 and Referred to Transportation; SJ 4
1/23/2019	S	Hearing: 01/29/2019, Room 103, LOB, 01:20 pm; SC 8
2/4/2019	S	Committee Report: Ought to Pass with Amendment #2019-0194s, 02/14/2019; Vote 5-0; CC; SC 10
2/14/2019	S	Committee Amendment #2019-0194s, AA, VV; 02/14/2019; SJ 5
2/14/2019	S	Ought to Pass with Amendment 2019-0194s, MA, VV; OT3rdg; 02/14/2019; SJ 5
3/21/2019	Н	Introduced 03/20/2019 and referred to Transportation HJ 11 P. 69
4/16/2019	Н	Public Hearing: 04/23/2019 11:30 am LOB 203
4/23/2019	Н	Executive Session: 04/30/2019 01:30 pm LOB 203
5/1/2019	Н	Committee Report: Ought to Pass for 05/23/2019 (Vote 16-0; CC) HC 25 P. 7
5/23/2019	Н	Ought to Pass: MA VV 05/23/2019 HJ 16 P. 19
6/12/2019	Н	Enrolled 06/06/2019 HJ 18 P. 47
6/12/2019	s	Enrolled (In recess 06/06/2019); SJ 20
7/15/2019	S	Signed by the Governor on 07/10/2019; Chapter 188; Effective 01/01/2020

NH House	NH Senate

Other Referrals

Senate Inventory Checklist for Archives

Bill N	umber: 38 54-FN Senate Committee: 1 (2015)00(12)1100
	e include all documents in the order listed below and indicate the documents which have been ed with an "X" beside
X	Final docket found on Bill Status
Bill H	earing Documents: {Legislative Aides}
X	Bill version as it came to the committee
X	All Calendar Notices
<u>X</u>	Hearing Sign-up sheet(s)
X	Prepared testimony, presentations, & other submissions handed in at the public hearing
<u>_X</u> _	Hearing Report
<u> </u>	Revised/Amended Fiscal Notes provided by the Senate Clerk's Office
Comr	nittee Action Documents: {Legislative Aides}
All an	nendments considered in committee (including those not adopted):
	X - amendment # 0194 amendment #
	amendment # amendment #
<u>*</u>	Executive Session Sheet
<u>*</u>	Committee Report
Floor	Action Documents: {Clerk's Office}
All flo	or amendments considered by the body during session (only if they are offered to the senate):
	amendment # amendment #
	amendment # amendment #
Post	Floor Action: (if applicable) {Clerk's Office}
	Committee of Conference Report (if signed off by all members. Include any new language proposed by the committee of conference):
	Enrolled Bill Amendment(s)
	Governor's Veto Message
All ay	vailable versions of the bill: {Clerk's Office}
	x as amended by the senate as amended by the house
Comp	pleted Committee Report File Delivered to the Senate Clerk's Office By:
Com	mittee Aide Date