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HOUSE BILL 2994

State of Washington

64th Legislature

2016 Regular Session

By Representatives Robinson, Walkinshaw, Gregerson, Farrell, Jinkins, Frame, Riccelli, Tharinger, Moscoso, Kuderer, Cody, Bergquist, Pollet, Sells, Stanford, Appleton, Ryu, Reykdal, Ortiz-Self, Hudgins, Wylie, S. Hunt, Van De Wege, Moeller, Tarleton, Santos, Kirby, Ormsby, and Peterson

- AN ACT Relating to providing accountability and transparency for aerospace-related tax incentives; amending RCW 82.04.4461; amending 3 2013 3rd sp.s. c 2 s 1 (uncodified); reenacting and amending RCW 4 82.04.260; adding a new section to chapter 82.04 RCW; creating a new 5 section; and providing an effective date.
- 6 BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF WASHINGTON:
- 7 **Sec. 1.** 2013 3rd sp.s. c 2 s 1 (uncodified) is amended to read 8 as follows:
- (1) The legislature finds that the people of Washington have 9 10 benefited enormously from the presence of the aerospace industry in 11 Washington state. The legislature further finds that the industry continues to provide good wages and benefits for the thousands of 12 13 engineers, mechanics, and support staff working directly in the 14 industry throughout the state. The legislature further finds that suppliers and vendors that support the aerospace industry in turn 15 16 provide a range of well-paying jobs. In 2003, and again in 2006, and 17 2007, the legislature determined it was in the public interest to encourage the continued presence of the aerospace industry through 18 the provision of tax incentives. To this end, and in recognition of 19 importance of the aerospace industry 20 the continuing extreme 21 Washington, it is the legislature's intent to reaffirm and build upon

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1 prior aerospace tax incentive legislation in a fiscally prudent 2 manner.

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- (2) The legislature categorizes the tax preferences extended in this act as intended to create or retain jobs, as indicated in RCW 82.32.808(2)(c).
- 6 (3) It is the legislature's specific public policy objective to 7 maintain and grow Washington's aerospace industry workforce to one hundred thousand five hundred employment positions by 2040. To help 8 achieve this public policy objective, it is the legislature's intent 9 to conditionally extend aerospace industry tax preferences until July 10 11 1, 2040, in recognition of intent by the state's aerospace industry 12 sector to maintain and grow its workforce within the state. It is also the legislature's specific public policy objective to provide 13 tangible taxpayer accountability for Washington's largest aerospace 14 company by adopting a minimum employment baseline that must be met by 15 16 the company to fully qualify for aerospace tax incentives, similar to 17 aerospace job standards created in other states such as Alabama, South Carolina, and Missouri. 18
 - (4) The joint legislative audit and review committee must review the tax preferences provided in this act and report to the legislature by December 1, 2019, and every five years thereafter. As part of its tax preference reviews, the committee must specifically assess changes in aerospace industry employment in Washington in comparison with other states and internationally, assess whether aerospace industry employment within Washington is on target to reach an employment level of one hundred thousand five hundred by 2040, and assess growth in high-wage employment, as defined by an annual or hourly wage equal or greater than the state median wage. To the extent practicable, the committee must use occupational data statistics provided by the bureau of labor statistics and state agencies responsible for administering unemployment insurance to perform this assessment.
 - Sec. 2. RCW 82.04.260 and 2015 3rd sp.s. c 6 s 602 and 2015 3rd sp.s. c 6 s 205 are each reenacted and amended to read as follows:
- 35 (1) Upon every person engaging within this state in the business 36 of manufacturing:
- 37 (a) Wheat into flour, barley into pearl barley, soybeans into 38 soybean oil, canola into canola oil, canola meal, or canola by-39 products, or sunflower seeds into sunflower oil; as to such persons

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the amount of tax with respect to such business is equal to the value of the flour, pearl barley, oil, canola meal, or canola by-product manufactured, multiplied by the rate of 0.138 percent;

- (b) Beginning July 1, 2025, seafood products that remain in a raw, raw frozen, or raw salted state at the completion of the manufacturing by that person; or selling manufactured seafood products that remain in a raw, raw frozen, or raw salted state at the completion of the manufacturing, to purchasers who transport in the ordinary course of business the goods out of this state; as to such persons the amount of tax with respect to such business is equal to the value of the products manufactured or the gross proceeds derived from such sales, multiplied by the rate of 0.138 percent. Sellers must keep and preserve records for the period required by RCW 82.32.070 establishing that the goods were transported by the purchaser in the ordinary course of business out of this state;
- (c)(i) Beginning July 1, 2025, dairy products; or selling dairy products that the person has manufactured to purchasers who either transport in the ordinary course of business the goods out of state or purchasers who use such dairy products as an ingredient or component in the manufacturing of a dairy product; as to such persons the tax imposed is equal to the value of the products manufactured or the gross proceeds derived from such sales multiplied by the rate of 0.138 percent. Sellers must keep and preserve records for the period required by RCW 82.32.070 establishing that the goods were transported by the purchaser in the ordinary course of business out of this state or sold to a manufacturer for use as an ingredient or component in the manufacturing of a dairy product.
- 28 (ii) For the purposes of this subsection (1)(c), "dairy products" 29 means:
 - (A) Products, not including any marijuana-infused product, that as of September 20, 2001, are identified in 21 C.F.R., chapter 1, parts 131, 133, and 135, including by-products from the manufacturing of the dairy products, such as whey and casein; and
 - (B) Products comprised of not less than seventy percent dairy products that qualify under (c)(ii)(A) of this subsection, measured by weight or volume.
 - (iii) The preferential tax rate provided to taxpayers under this subsection (1)(c) does not apply to sales of dairy products on or after July 1, 2023, where a dairy product is used by the purchaser as

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an ingredient or component in the manufacturing in Washington of a dairy product;

- (d)(i) Beginning July 1, 2025, fruits or vegetables by canning, preserving, freezing, processing, or dehydrating fresh fruits or vegetables, or selling at wholesale fruits or vegetables manufactured by the seller by canning, preserving, freezing, processing, or dehydrating fresh fruits or vegetables and sold to purchasers who transport in the ordinary course of business the goods out of this state; as to such persons the amount of tax with respect to such business is equal to the value of the products manufactured or the gross proceeds derived from such sales multiplied by the rate of 0.138 percent. Sellers must keep and preserve records for the period required by RCW 82.32.070 establishing that the goods were transported by the purchaser in the ordinary course of business out of this state.
- 16 (ii) For purposes of this subsection (1)(d), "fruits" and 17 "vegetables" do not include marijuana, useable marijuana, or 18 marijuana-infused products;
 - (e) Until July 1, 2009, alcohol fuel, biodiesel fuel, or biodiesel feedstock, as those terms are defined in RCW 82.29A.135; as to such persons the amount of tax with respect to the business is equal to the value of alcohol fuel, biodiesel fuel, or biodiesel feedstock manufactured, multiplied by the rate of 0.138 percent; and
 - (f) Wood biomass fuel as defined in RCW 82.29A.135; as to such persons the amount of tax with respect to the business is equal to the value of wood biomass fuel manufactured, multiplied by the rate of 0.138 percent.
 - (2) Upon every person engaging within this state in the business of splitting or processing dried peas; as to such persons the amount of tax with respect to such business is equal to the value of the peas split or processed, multiplied by the rate of 0.138 percent.
 - (3) Upon every nonprofit corporation and nonprofit association engaging within this state in research and development, as to such corporations and associations, the amount of tax with respect to such activities is equal to the gross income derived from such activities multiplied by the rate of 0.484 percent.
 - (4) Upon every person engaging within this state in the business of slaughtering, breaking and/or processing perishable meat products and/or selling the same at wholesale only and not at retail; as to

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such persons the tax imposed is equal to the gross proceeds derived from such sales multiplied by the rate of 0.138 percent.

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- (5) Upon every person engaging within this state in the business of acting as a travel agent or tour operator; as to such persons the amount of the tax with respect to such activities is equal to the gross income derived from such activities multiplied by the rate of 0.275 percent.
- (6) Upon every person engaging within this state in business as an international steamship agent, international customs house broker, international freight forwarder, vessel and/or cargo charter broker in foreign commerce, and/or international air cargo agent; as to such persons the amount of the tax with respect to only international activities is equal to the gross income derived from such activities multiplied by the rate of 0.275 percent.
- (7) Upon every person engaging within this state in the business of stevedoring and associated activities pertinent to the movement of goods and commodities in waterborne interstate or foreign commerce; as to such persons the amount of tax with respect to such business is equal to the gross proceeds derived from such activities multiplied by the rate of 0.275 percent. Persons subject to taxation under this subsection are exempt from payment of taxes imposed by chapter 82.16 RCW for that portion of their business subject to taxation under this subsection. Stevedoring and associated activities pertinent to the conduct of goods and commodities in waterborne interstate or foreign commerce are defined as all activities of a labor, service or transportation nature whereby cargo may be loaded or unloaded to or from vessels or barges, passing over, onto or under a wharf, pier, or similar structure; cargo may be moved to a warehouse or similar holding or storage yard or area to await further movement in import or export or may move to a consolidation freight station and be stuffed, unstuffed, containerized, separated or otherwise segregated or aggregated for delivery or loaded on any mode of transportation for delivery to its consignee. Specific activities included in this definition are: Wharfage, handling, loading, unloading, moving of cargo to a convenient place of delivery to the consignee or a convenient place for further movement to export mode; documentation services in connection with the receipt, delivery, checking, care, custody and control of cargo required in the transfer of cargo; imported automobile handling prior to delivery to consignee; terminal stevedoring and incidental vessel services, including but not limited

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to plugging and unplugging refrigerator service to containers, trailers, and other refrigerated cargo receptacles, and securing ship hatch covers.

(8) Upon every person engaging within this state in the business of disposing of low-level waste, as defined in RCW 43.145.010; as to such persons the amount of the tax with respect to such business is equal to the gross income of the business, excluding any fees imposed under chapter 43.200 RCW, multiplied by the rate of 3.3 percent.

If the gross income of the taxpayer is attributable to activities both within and without this state, the gross income attributable to this state must be determined in accordance with the methods of apportionment required under RCW 82.04.460.

- (9) Upon every person engaging within this state as an insurance producer or title insurance agent licensed under chapter 48.17 RCW or a surplus line broker licensed under chapter 48.15 RCW; as to such persons, the amount of the tax with respect to such licensed activities is equal to the gross income of such business multiplied by the rate of 0.484 percent.
- (10) Upon every person engaging within this state in business as a hospital, as defined in chapter 70.41 RCW, that is operated as a nonprofit corporation or by the state or any of its political subdivisions, as to such persons, the amount of tax with respect to such activities is equal to the gross income of the business multiplied by the rate of 0.75 percent through June 30, 1995, and 1.5 percent thereafter.
- (11)(a) Beginning October 1, 2005, upon every person engaging within this state in the business of manufacturing commercial airplanes, or components of such airplanes, or making sales, at retail or wholesale, of commercial airplanes or components of such airplanes, manufactured by the seller, as to such persons the amount of tax with respect to such business is, in the case of manufacturers, equal to the value of the product manufactured and the gross proceeds of sales of the product manufactured, or in the case of processors for hire, equal to the gross income of the business, multiplied by the rate of:
- 36 (i) 0.4235 percent from October 1, 2005, through June 30, 2007; 37 and
- 38 (ii) Except as provided in (f) of this subsection (11), 0.2904 39 percent beginning July 1, 2007.

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(b) Beginning July 1, 2008, upon every person who is not eligible to report under the provisions of (a) of this subsection (11) and is engaging within this state in the business of manufacturing tooling specifically designed for use in manufacturing commercial airplanes or components of such airplanes, or making sales, at retail or wholesale, of such tooling manufactured by the seller, as to such persons the amount of tax with respect to such business is, in the case of manufacturers, equal to the value of the product manufactured and the gross proceeds of sales of the product manufactured, or in the case of processors for hire, be equal to the gross income of the business, multiplied by the rate of 0.2904 percent.

- (c) For the purposes of this subsection (11), "commercial airplane" and "component" have the same meanings as provided in RCW 82.32.550.
- 15 (d) In addition to all other requirements under this title, a 16 person reporting under the tax rate provided in this subsection (11) 17 must file a complete annual report with the department under RCW 18 82.32.534.
- 19 (e)(i) Except as provided in (e)(ii) of this subsection (11), 20 this subsection (11) does not apply on and after July 1, 2040.
 - (ii) With respect to the manufacturing of commercial airplanes or making sales, at retail or wholesale, of commercial airplanes, this subsection (11) does not apply on and after July 1st of the year in which the department makes a determination that any final assembly or wing assembly of any version or variant of a commercial airplane that is the basis of a siting of a significant commercial airplane manufacturing program in the state under RCW 82.32.850 has been sited outside the state of Washington. This subsection (11)(e)(ii) only applies to the manufacturing or sale of commercial airplanes that are the basis of a siting of a significant commercial airplane manufacturing program in the state under RCW 82.32.850.
 - (f) Beginning January 1, 2017, a significant aerospace firm, as defined in section 4 of this act, may not claim the preferential rate under this subsection (11) if an education legacy contribution is required under section 4 of this act and it has not been remitted to the department.
 - (12)(a) Until July 1, 2024, upon every person engaging within this state in the business of extracting timber or extracting for hire timber; as to such persons the amount of tax with respect to the business is, in the case of extractors, equal to the value of

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- products, including by-products, extracted, or in the case of extractors for hire, equal to the gross income of the business, multiplied by the rate of 0.4235 percent from July 1, 2006, through June 30, 2007, and 0.2904 percent from July 1, 2007, through June 30, 2024.
- б (b) Until July 1, 2024, upon every person engaging within this 7 state in the business of manufacturing or processing for hire: (i) Timber into timber products or wood products; or (ii) timber products 8 9 into other timber products or wood products; as to such persons the amount of the tax with respect to the business is, in the case of 10 11 manufacturers, equal to the value of products, including by-products, manufactured, or in the case of processors for hire, equal to the 12 gross income of the business, multiplied by the rate of 0.4235 13 14 percent from July 1, 2006, through June 30, 2007, and 0.2904 percent from July 1, 2007, through June 30, 2024. 15

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- (c) Until July 1, 2024, upon every person engaging within this state in the business of selling at wholesale: (i) Timber extracted by that person; (ii) timber products manufactured by that person from timber or other timber products; or (iii) wood products manufactured by that person from timber or timber products; as to such persons the amount of the tax with respect to the business is equal to the gross proceeds of sales of the timber, timber products, or wood products multiplied by the rate of 0.4235 percent from July 1, 2006, through June 30, 2007, and 0.2904 percent from July 1, 2007, through June 30, 2024.
- (d) Until July 1, 2024, upon every person engaging within this state in the business of selling standing timber; as to such persons the amount of the tax with respect to the business is equal to the gross income of the business multiplied by the rate of 0.2904 percent. For purposes of this subsection (12)(d), "selling standing timber" means the sale of timber apart from the land, where the buyer is required to sever the timber within thirty months from the date of the original contract, regardless of the method of payment for the timber and whether title to the timber transfers before, upon, or after severance.
- (e) For purposes of this subsection, the following definitions
 apply:
- 38 (i) "Biocomposite surface products" means surface material products containing, by weight or volume, more than fifty percent

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recycled paper and that also use nonpetroleum-based phenolic resin as a bonding agent.

- (ii) "Paper and paper products" means products made of interwoven 3 cellulosic fibers held together largely by hydrogen bonding. "Paper 4 and paper products" includes newsprint; office, printing, fine, and 5 6 pressure-sensitive papers; paper napkins, towels, and toilet tissue; 7 kraft bag, construction, and other kraft industrial papers; paperboard, liquid packaging containers, containerboard, corrugated, 8 solid-fiber containers including linerboard and corrugated 9 medium; and related types of cellulosic products containing 10 primarily, by weight or volume, cellulosic materials. "Paper and 11 12 paper products" does not include books, newspapers, magazines, periodicals, and other printed publications, advertising materials, 13 14 calendars, and similar types of printed materials.
 - (iii) "Recycled paper" means paper and paper products having fifty percent or more of their fiber content that comes from postconsumer waste. For purposes of this subsection (12)(e)(iii), "postconsumer waste" means a finished material that would normally be disposed of as solid waste, having completed its life cycle as a consumer item.
 - (iv) "Timber" means forest trees, standing or down, on privately or publicly owned land. "Timber" does not include Christmas trees that are cultivated by agricultural methods or short-rotation hardwoods as defined in RCW 84.33.035.
 - (v) "Timber products" means:

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- (A) Logs, wood chips, sawdust, wood waste, and similar products obtained wholly from the processing of timber, short-rotation hardwoods as defined in RCW 84.33.035, or both;
- 29 (B) Pulp, including market pulp and pulp derived from recovered 30 paper or paper products; and
- 31 (C) Recycled paper, but only when used in the manufacture of 32 biocomposite surface products.
 - (vi) "Wood products" means paper and paper products; dimensional lumber; engineered wood products such as particleboard, oriented strand board, medium density fiberboard, and plywood; wood doors; wood windows; and biocomposite surface products.
- (f) Except for small harvesters as defined in RCW 84.33.035, a person reporting under the tax rate provided in this subsection (12) must file a complete annual survey with the department under RCW 82.32.585.

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- 1 (13) Upon every person engaging within this state in inspecting, 2 testing, labeling, and storing canned salmon owned by another person, 3 as to such persons, the amount of tax with respect to such activities 4 is equal to the gross income derived from such activities multiplied 5 by the rate of 0.484 percent.
- 6 (14)(a) Upon every person engaging within this state in the 7 business of printing a newspaper, publishing a newspaper, or both, 8 the amount of tax on such business is equal to the gross income of 9 the business multiplied by the rate of 0.35 percent until July 1, 10 2024, and 0.484 percent thereafter.
- 11 (b) A person reporting under the tax rate provided in this 12 subsection (14) must file a complete annual report with the 13 department under RCW 82.32.534.
- 14 **Sec. 3.** RCW 82.04.4461 and 2013 3rd sp.s. c 2 s 9 are each 15 amended to read as follows:

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- (1)(a)(i) In computing the tax imposed under this chapter, a credit is allowed for each person for qualified aerospace product development. For a person who is a manufacturer or processor for hire of commercial airplanes or components of such airplanes, credit may be earned for expenditures occurring after December 1, 2003. For all other persons, credit may be earned only for expenditures occurring after June 30, 2008.
- 23 (ii) For purposes of this subsection, "commercial airplane" and "component" have the same meanings as provided in RCW 82.32.550.
 - (b) Before July 1, 2005, any credits earned under this section must be accrued and carried forward and may not be used until July 1, 2005. These carryover credits may be used at any time thereafter, and may be carried over until used. Refunds may not be granted in the place of a credit.
- 30 (2) The credit is equal to the amount of qualified aerospace 31 product development expenditures of a person, multiplied by the rate 32 of 1.5 percent.
 - (3) Except as provided in subsection (1)(b) of this section the credit must be claimed against taxes due for the same calendar year in which the qualified aerospace product development expenditures are incurred. Credit earned on or after July 1, 2005, may not be carried over. The credit for each calendar year may not exceed the amount of tax otherwise due under this chapter for the calendar year. Refunds may not be granted in the place of a credit.

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(4) Any person claiming the credit must file a form prescribed by the department that must include the amount of the credit claimed, an estimate of the anticipated aerospace product development expenditures during the calendar year for which the credit is claimed, an estimate of the taxable amount during the calendar year for which the credit is claimed, and such additional information as the department may prescribe.

- (5) <u>Beginning January 1, 2017, a significant aerospace firm, as</u> <u>defined in section 4 of this act, may not claim the credit authorized in this section if an education legacy contribution is required under section 4 of this act and it has not been remitted to the department.</u>
- (6) The definitions in this subsection apply throughout this section.
 - (a) "Aerospace product" has the meaning given in RCW 82.08.975.
- (b) "Aerospace product development" means research, design, and engineering activities performed in relation to the development of an aerospace product or of a product line, model, or model derivative of an aerospace product, including prototype development, testing, and certification. The term includes the discovery of technological information, the translating of technological information into new or improved products, processes, techniques, formulas, or inventions, and the adaptation of existing products and models into new products or new models, or derivatives of products or models. The term does not include manufacturing activities or other production-oriented activities, however the term does include tool design and engineering design for the manufacturing process. The term does not include surveys and studies, social science and humanities research, market research or testing, quality control, sale promotion and service, computer software developed for internal use, and research in areas such as improved style, taste, and seasonal design.
- (c) "Qualified aerospace product development" means aerospace product development performed within this state.
 - (d) "Qualified aerospace product development expenditures" means operating expenses, including wages, compensation of a proprietor or a partner in a partnership as determined by the department, benefits, supplies, and computer expenses, directly incurred in qualified aerospace product development by a person claiming the credit provided in this section. The term does not include amounts paid to a person or to the state and any of its departments and institutions, other than a public educational or research institution to conduct

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- qualified aerospace product development. The term does not include capital costs and overhead, such as expenses for land, structures, or depreciable property.
- (e) "Taxable amount" means the taxable amount subject to the tax imposed in this chapter required to be reported on the person's tax returns during the year in which the credit is claimed, less any taxable amount for which a credit is allowed under RCW 82.04.440.
- (((+6))) (7) In addition to all other requirements under this 9 title, a person claiming the credit under this section must file a 10 complete annual report with the department under RCW 82.32.534.
- $((\frac{7}{}))$ (8) Credit may not be claimed for expenditures for which 12 a credit is claimed under RCW 82.04.4452.
- $((\frac{8}{}))$ (9) This section expires July 1, 2040.

- NEW SECTION. Sec. 4. A new section is added to chapter 82.04
 RCW to read as follows:
 - (1)(a) Except as provided in (b) of this subsection (1), if a significant aerospace firm has an employment level that is below the employment baseline, as determined in October of the current calendar year by the department, the significant aerospace firm must make the education legacy contribution determined under subsection (2) of this section before the firm can claim the preferential rate under RCW 82.04.260(11) or the credit in RCW 82.04.4461 in the subsequent calendar year.
 - (b) If Washington's average employment for the first quarter of the current calendar year is thirty-three percent or more of the total average employment for the first quarter of the current calendar year for the states of Washington, California, Texas, Arizona, Missouri, Alabama, Pennsylvania, and South Carolina, the significant aerospace firm is not required to make the education legacy contribution as provided in (a) of this subsection (1). In making the determination under this subsection (1)(b), the department must use the quarterly census of employment and wages, as reported to the federal bureau of labor statistics, for all aerospace product and parts manufacturing.
 - (2) If an education legacy contribution is required under subsection (1) of this section, the contribution is calculated by multiplying two thousand five hundred dollars by the difference of the employment baseline and the employment level. Education legacy contributions received by the department under this section must be

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- 1 deposited in the education legacy trust account created in RCW 2 83.100.230.
- 3 (3) The definitions in this subsection apply throughout this 4 section unless the context clearly requires otherwise.
- 5 (a) "Employment baseline" means eighty-three thousand two hundred 6 ninety-five employment positions.
- 7 (b) "Employment level" means the average number of employment 8 positions reported to the employment security department for the 9 months of January through September.
- 10 (c) "Employment position" means a job with a significant 11 aerospace firm that is reported to the employment security 12 department.
- 13 (d) "Significant aerospace firm" means a manufacturer that has 14 made a final decision to site a significant commercial airplane 15 manufacturing program in the state under RCW 82.32.850.
- NEW SECTION. Sec. 5. This act may be known and cited as the aerospace tax incentive accountability act.
- 18 <u>NEW SECTION.</u> **Sec. 6.** This act takes effect August 1, 2016.

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