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**Testimony in Support of Senate Bill 202  
An Act Concerning Tribal-State Compacts**

**Presented to the Senate Committee on Federal and State Affairs  
By Assistant Attorney General Jordan Brewer, Tobacco Enforcement Unit**

**March 7, 2017**

Chairman LaTurner and Members of the Committee:

The Office of the Attorney General respectfully submits the following testimony to the Committee in support of Senate Bill 202, An Act Concerning Tribal-State Compacts.

Under the Master Settlement Agreement (“MSA”), the State of Kansas is tasked with “diligently enforcing” its “qualifying statute.” In 2012, Kansas settled a 2003 dispute regarding “diligent enforcement” of the MSA (the “2003 NPM Adjustment Settlement”) and avoided the potential of having to repay hundreds of millions of dollars received from the MSA. By virtue of this settlement, Kansas agreed to make certain changes regarding “diligent enforcement” of the MSA. Several of these changes were made by this Legislature during the 2015 session in passing Senate Substitute for House Bill 2124, including amending the definition of “units sold” to include all federal excise tax paid cigarettes (expanded from the previous standard of state excise tax paid), the basis for which Kansas must account for and collect escrow payments from manufacturers that are not a party to the MSA, known as Non-Participating Manufacturers (“NPM”). In particular, and relevant to Senate Bill 202, Kansas must account for *all* cigarette sales on “qualified tribal lands,” regardless of whether state-excise tax is paid. The purpose of these compacts is to help provide Kansas with the information necessary to “diligently enforce” the MSA statutes, K.S.A. § 50-6a01, *et seq.*

“Qualified tribal lands,” as defined in K.S.A. 2015 Supp. § 50-6a07(o), include the reservations and trust lands of the Kickapoo Tribe in Kansas as well as those lands of the Iowa Tribe of Kansas and Nebraska, the Prairie Band Potawatomi Nation and the Sac and Fox Nation of Missouri in Kansas and Nebraska. In 2016, the Legislature approved similar compacts with the Iowa and Prairie Band. An agreement on a compact with the Sac and Fox was reached and a bill is expected to be introduced this session.

Kansas, along with 51 other states and territories, have entered into the MSA with certain tobacco manufacturers, known as Participating Manufacturers (“PM”), in part due to the fact that the states were incurring costs derived from the use and sale of cigarettes (healthcare costs among others) by the PMs and the taxpayers were bearing those costs. The MSA settled disputes regarding these past and future costs with the PMs, however, absent a different obligation, NPMs would have been able to sell in the states without any potential compensation for similar costs incurred on the states and taxpayers. Thus the MSA escrow statutes require the NPMs to place money in escrow so that it is available for the states if they elect to pursue a claim for damages. The term “escrow” for purposes of the MSA refers to a bank

account held by the NPM to hold the money for satisfaction of a damage (costs) lawsuit if Kansas chooses to pursue such an action, otherwise the money is released back to the NPM after 25 years. The escrow amount owed is based on the calculation per individual cigarette and is approximately equal to what the PMs annually pay into the MSA per cigarette. The problem for Kansas and other states is the fact that NPMs have been hiding behind the veil of tribal sales to avoid paying escrow. These compacts would remove that veil and allow for proper escrow collection. **Failing to collect all required escrow puts Kansas at risk of being subject to a downward adjustment in its annual MSA payment.**

When negotiating these compacts, Kansas focused on several basic needs for enforcement: (1) **the collection of sales data to be used for escrow assessment**, (2) **the ability to audit/inspect/verify the reliability and accuracy of such data** and (3) **the ability to prevent manufacturers that are violating the MSA escrow statutes from selling in Kansas.**

Currently in Kansas, brand-specific sales data is received through monthly tax reports supplied by state-licensed wholesalers and distributors to the Department of Revenue (“KDOR”). The Office of the Attorney General (“OAG”) reports the sales data to the manufacturers for MSA purposes and, regarding NPMs, quarterly escrow collection. If an NPM fails to comply with its escrow obligation (or other statutory obligations), it is removed from the directory, a lawsuit is filed and its cigarettes are no longer legal for sale in Kansas. If non-compliant cigarettes are found offered for sale in Kansas, they are seized as contraband. All manufacturers are required to maintain annual certification with the OAG including the submission of statutorily required documentation.

*Without* the compacts, Kansas is unable to calculate and assess the exact amount of escrow required by NPMs on tribal sales because the necessary sales data is not provided to the KDOR. *With* the compacts, KDOR will collect the data, track the sales (through stamping) and allow the OAG to properly collect escrow owed by NPMs and maintain certifications and the directories.

The nuts and bolts of the Kickapoo compact provide Kansas with the information necessary to enforce the escrow requirements, the ability to verify sales data and provide documentation to the PMs, and the ability to require continued certification and compliance of the Kansas MSA statutes by manufacturers all while considering the sovereign status of the Kickapoo. The following are highlights of sections of the Kickapoo compact and how this compact will aide Kansas in “diligent enforcement.”

- **Article I Definitions.** Most of the stated definitions are pulled directly from Kansas MSA statutes and the Kansas Cigarettes and Tobacco Products Act, K.S.A. § 79-3301. Others are specifically tailored to meet the requirements of the compact. “Approved Manufacturer” maintains OAG authority to regulate cigarette brands legal for sale in Kansas. “Compact Lands” defines Kickapoo lands for which this compact is applicable, namely the reservation and specific parcels of trust land.
- **Article III Effective Date; Term. Section 3.02 Term.** The term of the compact is ten (10) years, subject to renewal or termination as provided. Subsection “b” provides for termination if Kansas is deemed non-compliant in a MSA arbitration due to this compact and the parties are unable to renegotiate an agreement.
- **Article IV Master Settlement Agreement Provisions. Section 4.01 Nation Obligations.** The Kickapoo are obligated to control (through licensing) who sells cigarettes and where retailers purchase cigarettes, verify and account for all sales of cigarettes on “Compact Lands,” ensure that tax stamps are affixed to every pack of cigarettes offered for sale, collect brand specific sales data and remit such data to KDOR on a monthly basis (as required by every state-licensed wholesaler/distributor) and seize/prevent the sale of contraband (unstamped and off the OAG directory) cigarettes.

- Article IV Section 4.02 State Obligations. In return for its compliance, Kansas is obligated to make quarterly payments to the Kickapoo in an amount \$50,000 for the term of the compact.
- Article V Tax provisions. Section 5.01 Exercise of Tax Jurisdiction. The Kickapoo will have exclusive tax jurisdiction over cigarette and tobacco products excise taxes. Under the compact, the cigarette excise tax rate would be \$0.17 per pack: the same as other compacting tribes and Missouri. The tobacco products excise tax rate for roll-your-own tobacco would be at least 1% of the wholesale price.
- Article V Section 5.02 Indicia of Tax; Distribution and Transport. Kansas requires all packs of cigarettes to be stamped. This allows for verification of legally sold cigarettes and, most importantly, the ability to track the numbers of sales through corresponding tax reports. A unique state-tribal stamp will be created for the Kickapoo. Contraband is defined and, in order to provide for the ability to receive shipments of cigarettes yet be stamped, certain exceptions to contraband are set forth.
- Article VI Audits and Inspections. Important to Kansas is the ability to obtain accurate brand-specific sales data. Kansas will be allowed to inspect retail, wholesale and distributor locations on “Compact Lands” to verify brands being sold, proper stamping and other evidence of compact compliance as provided. Additionally, an independent auditor will conduct an annual audit of all cigarette and tobacco products records, documentation and processes used by the Kickapoo and its retailers and distributors and issue a report. This report can be used in order to help demonstrate diligent enforcement.
- Article VII Dispute Resolution. This Article provides for arbitration for disputes arising under the compact and provides limited waivers of sovereign immunity for each party.
- Article VIII Miscellaneous. Section 8.02 Confidentiality. Like tax reports supplied to Kansas by state-licensed wholesalers/distributors, all reports provided by Prairie Band will be confidential. Kansas is permitted to provide this information for purposes of MSA compliance.

In recent years, Kansas has received approximately \$60,000,000 per year from the MSA, although that figure is expected to trend lower due to decreased tobacco sales and other factors. In order to help ensure that Kansas continues to receive its annual payment under the MSA, Kansas needs to continue to “diligently enforce” its “qualifying statutes.” These compacts allow the KDOR to account for all cigarette sales on “qualified tribal lands,” provide accurate brand-specific sales data, and preserve the OAG’s ability to prevent non-compliant cigarette sales.

As we work with the Kickapoo under the terms of this compact as well as the compacts already approved with the Iowa Tribe and Prairie Band, we will continue to further strengthen MSA “diligent enforcement” efforts in Kansas. Other states, including Oklahoma, have taken a similar approach with resident tribes to ensure the state continues to receive reliable and necessary sales data. The sovereign status of the Kickapoo places them in unique situations as compared to state-licensed wholesalers and distributors. Therefore, a different approach to collecting the data is required. I believe these compacts, if put into proper use, will benefit all parties involved and help Kansas achieve what it needs for MSA compliance and protect the receipt of annual MSA payments going forward.

Thank you for the opportunity to present this testimony on behalf of the Office of the Attorney General.

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