HOUSE BILL No. 2087

By Committee on Insurance

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9 AN ACT enacting the Kansas professional employer organization licens10 ing act.
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12 Be it enacted by the Legislature of the State of Kansas:

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Section 1. The provisions of this act shall be known and may be cited as the professional employer organization licensing act.

Sec. 2. As used in this act:

- (a) "Client" means any person who enters into a professional employer agreement with a professional employer organization.
- (b) "Co-employer" means either a professional employer organization or a client, except under the provisions of the Kansas workers compensation act, wherein the client is deemed the employer.
- (c) "Co-employment relationship" means a relationship which is intended to be an ongoing relationship rather than a temporary or project specific one, wherein the rights, duties and obligations of an employer which arise out of an employment relationship have been allocated between co-employers pursuant to a professional employer agreement and this act. In a co-employment relationship:
- (1) The professional employer organization is entitled to enforce only employer rights and is subject to only those obligations specifically allocated to the professional employer organization by the professional employer agreement or this act;
- (2) the client is entitled to enforce those rights and obligated to provide and perform those employer obligations allocated to the client by the professional employer agreement and this act; and
- (3) the client is entitled to enforce any right and obligated to perform any obligation of an employer not specifically allocated to the professional employer organization by the professional employer agreement or this act.
 - (d) "Commissioner" means the commissioner of insurance.
- (e) "Covered employee" means an individual having a co-employment relationship with a professional employer organization and a client where:
- (1) The individual has received written notice of co-employment with the professional employer organization; and

- (2) the individual's co-employment relationship is pursuant to a professional employer agreement subject to this act. Individuals who are officers, directors, shareholders, partners and managers of the client will be covered employees to the extent the professional employer organization and the client have expressly agreed in the professional employer agreement that such individuals would be covered employees and provided the individuals meet the criteria of this paragraph and act as operational managers or perform day-to-day operational services for the client.
- (f) "Department" means the insurance department.
- (g) "Direct purchase basis" means an arrangement in which all contractual obligations under the insurance policy run directly between the insurer and the client without the involvement of the professional employer organization, whether the arrangement is negotiated solely between the client and the insurer or is negotiated with the assistance of the professional employer organization.
- (h) "Independent certified public accountant" means a person who has been certified by a state examining board as having met the state's legal requirements for the practice of public accounting and conforms to the standards as contained in the code of professional ethics of the American institute of certified public accountants.
- (i) "Multiple coordinated policy basis" means an arrangement under which a separate policy is issued to or on behalf of each client but payment obligations and certain policy communications are coordinated through the professional employer organization.
- (j) "PEO group" means two or more professional employer organizations that are majority owned or commonly controlled by the same entity, parent or controlling persons.
- (k) "Person" means any individual, partnership, corporation, limited liability company, association or any other form of legally recognized entity.
- (l) "Professional employer agreement" means a written contract by and between a client and a professional employer organization that provides:
 - (1) For the co-employment of covered employees;
- (2) for the allocation of employer rights and obligations between the client and the professional employer organization with respect to the covered employees; and
- (3) that the professional employer organization and the client assume the responsibilities required by this act.
- (m) "Professional employer organization" or "PEO" means any person engaged in the business of providing professional employer services.A person engaged in the business of providing professional employer

services shall be subject to licensing and regulation under this act regardless of its use of the term or conducting business as a professional employer organization, PEO, staff leasing company, licensed staff leasing company, employee leasing company, administrative employer or any other name.

- (n) "Professional employer services" shall mean the service of entering into co-employment relationships under this act in which all or a majority of the employees providing services to a client or to a division or work unit of a client are covered employees.
 - (o) "Licensee" means a PEO licensed under this act.
 - (p) "Temporary help services" means services consisting of a person:
 - Recruiting and hiring its own employees;
- (2) finding other organizations that need the services of those employees;
- (3) assigning those employees to perform work at or services for the other organizations to support or supplement the other organizations' workforces or to provide assistance in special work situations such as, but not limited to, employee absences, skill shortages, seasonal workloads or to perform special assignments or projects; and
- (4) customarily attempting to reassign the employees to other organizations when they finish each assignment.
- Sec. 3. (a) Nothing contained in this act or in any professional employer agreement shall affect, modify or amend any collective bargaining agreement, or the rights or obligations of any client, PEO or covered employee under the federal national labor relations act, the federal railway labor act or K.S.A. 44-614, and amendments thereto.
- $\mbox{\ensuremath{(b)}}$ Nothing in this act or in any professional employer agreement shall:
- (1) Diminish, abolish or remove rights of covered employees to a client or obligations of the client to a covered employee existing prior to the effective date of the professional employer agreement;
- (2) affect, modify or amend any contractual relationship or restrictive covenant between a covered employee and any client in effect at the time a professional employer agreement becomes effective. Nor shall it prohibit or amend any contractual relationship or restrictive covenant that is entered into subsequently between a client and a covered employee. A PEO shall have no responsibility or liability in connection with, or arising out of, any existing or new contractual relationship or restrictive covenant unless the PEO has specifically agreed otherwise in writing; or
- (3) create any new or additional enforceable right of a covered employee against a PEO that is not specifically provided by the professional employer agreement or this act.
- (c) Nothing contained in this act or any professional employer agree-

ment shall affect, modify or amend any state, local or federal licensing, registration or certification requirement applicable to any client or covered employee.

- (d) A covered employee who must be licensed, registered or certified according to law or regulation is deemed solely an employee of the client for purposes of any license, registration or certification requirement.
- (e) A PEO shall not be deemed to engage in any occupation, trade, profession or other activity that is subject to licensing, registration or certification requirements, or is otherwise regulated by a governmental entity solely by entering into and maintaining a co-employment relationship with a covered employee who is subject to such requirements or regulation.
- (f) A client shall have the sole right of direction and control of the professional or licensed activities of covered employees and of client's business. Covered employees and clients shall remain subject to regulation by the regulatory or governmental entity responsible for licensing, registration or certification of the covered employees or clients.
- (g) With respect to a bid, contract, purchase order or agreement entered into with the state or a political subdivision of the state, a client company's status or certification as a small, minority-owned, disadvantaged or woman-owned business enterprise or as a historically underutilized business is not affected because the client company has entered into an agreement with a PEO or uses the services of a PEO.
- Sec. 4. No person shall open, operate or maintain a professional employer organization for the purpose of providing professional employer services or use the names PEO, professional employer organization, staff leasing company, licensed staff leasing company, employee leasing, administrative employer or other title representing professional employer services without first obtaining a license from the department pursuant to this act.
- Sec. 5. (a) Each applicant for a license under this act shall provide the department with the following information:
 - (1) The name or names under which the PEO conducts business;
- (2) the address of the principal place of business of the PEO and the address of each office it maintains in this state:
 - (3) the PEO's taxpayer or employer identification number;
- (4) a list by jurisdiction of each name under which the PEO has operated in the preceding five years, including any alternative names, names of predecessors and, if known, successor business entities;
- (5) a statement of ownership, which shall include the name and evidence of the business experience of any person that, individually or acting in concert with one or more other persons, owns or controls, directly or indirectly, 25% or more of the equity interests of the PEO;

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- a statement listing the names and contact information of other PEO's that stockholders have had an interest in during the preceding 10 years;
- the name and address of the PEO's registered agent for the pur-(7)pose of accepting service of process in the state;
- (8) a statement of management, which shall include the name and evidence of the business experience of any person who serves as president, chief executive officer or otherwise has the authority to act as senior executive officer of the PEO, including any previous PEO's management has worked for; and
- (9) (A) if the PEO has had at least 12 months of operating history a copy of the annual audit from an independent certified public accountant licensed to practice in the jurisdiction where the accountant is located; or
- (B) If the PEO has not had sufficient operating history to have had an audit performed on financial statements that are based upon at least 12 months of operating history then the PEO shall provide an interim financial report:
- (b) the annual audit under (9)(A) or the financial report under (9)(B) shall indicate that:
- (1) The PEO is in compliance with the requirements of section 9, and amendments thereto, of this act; and
- (2) all liabilities for wages, employee benefit plan premiums, federal, state and local withholding taxes, unemployment insurance taxes and workers' compensation premiums have been paid in a timely manner.
- (c) Each PEO operating within this state as of the effective date of this act shall complete its initial application for a license not later than 60 days after the effective date of this act. Such initial license shall be valid until June 30 of the year following the effective date of this act.
- (d) All financial and business records of the PEO and client shall be open to and subject to inspection by the department. Such records may be used and disclosed for official business.
- The PEO shall report their client list with the beginning date of coverage for each client and immediately notify the department of the end date of any professional employer agreement.
- Each PEO not operating within this state as of the effective date of this act shall complete its initial application for license prior to commencement of operations within this state.
- Sec. 6. (a) By July 1 of each year, a PEO or PEO group shall renew its license by:
- (1) Notifying the department of any changes in the information provided in the licensee's most recent application for license or license re-43 newal; and

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- (2) providing the department with a copy of the annual audit for the latest fiscal year from an independent certified public accountant licensed to practice in the jurisdiction where the accountant is located that:
- (A) The PEO has financial statements that present the financial condition of the PEO or PEO group fairly and accurately in accordance with generally accepted accounting principles;
- (B) the PEO is in compliance with the requirements of section 9, and amendments thereto, of this act; and
- (C) that all liabilities for wages, employee benefit plan premiums, federal, state and local withholding taxes, unemployment taxes and workers' compensation premiums incurred during the previous fiscal year have been paid.
- (b) An applicant may apply with the department for an extension of time to comply with the requirements of subsection (a)(2) of this section, but any such request must be accompanied by a letter from the independent certified public accountant stating the reasons for the delay and the anticipated date at which the attestation required by this subsection will be submitted to the department.
- (c) The department shall audit the bank accounts of the PEO at least annually to verify that funds are maintained to cover all client obligations.
- Sec. 7. (a) The department shall maintain a list of professional employer organizations licensed under this act.
- (b) The department may prescribe forms necessary to promote the efficient administration of this act.
- (c) All records, reports and other information obtained from a PEO under this act, except to the extent necessary for the proper administration of this act by the department shall be open to public inspection.
- Sec. 8. (a) No fee charged pursuant to this act shall exceed the amount reasonably necessary for the administration of this act. The amount of such fees shall be set by the commissioner as follows:
- (1) Upon filing an initial license application under this act, a PEO shall pay an initial fee in an amount not to exceed \$5,000.
- (2) Upon each annual renewal of a license under this act, a PEO shall pay a renewal fee in an amount not to exceed \$5,000.
- (b) There is hereby established in the state treasury the professional organization licensing fund which shall be administered by the commissioner. All expenditures from the fund shall be made in accordance with appropriation acts upon warrants of the director of accounts and reports issued pursuant to vouchers approved by the commissioner.

All moneys received by the commissioner under this section shall be deposited in the state treasury at least monthly in accordance with provisions of K.S.A. 75-4215, and amendments thereto, and shall be credited to the professional organization licensing fund.

- Sec. 9. (a) Except as provided in subsections (b), (c) and (d) of this section, a PEO or a PEO group shall maintain, at all times, \$100,000 in working capital, that is current assets minus current liabilities, as defined by generally accepted accounting principles.
 - (b) A PEO or PEO group shall provide to the department a bond, irrevocable letter of credit or securities in an amount determined to be sufficient by the department.
 - (c) A PEO that has not had sufficient operating history to have required an audit of its financial statements shall provide to the department a bond, irrevocable letter of credit or securities in an amount determined to be sufficient by the department.
 - (d) Any PEO or PEO group that does not have positive working capital shall provide to the department a bond, irrevocable letter of credit or securities in an amount determined to be sufficient by the department plus an amount sufficient to cover the deficit in working capital.
 - (e) Any bond submitted pursuant to this subsection shall be held by a depository designated by the department securing payment by the PEO of all taxes, wages, benefits or other entitlement due to or with respect to covered employees, if the PEO does not make such payments when due.
 - Sec. 10. (a) Except as otherwise provided in this act or in the professional employer agreement, in each co-employment relationship:
 - (1) The client shall be entitled to exercise all rights and shall be obligated to perform all duties and responsibilities otherwise applicable to an employer in an employment relationship; and
 - (2) the PEO shall be entitled to exercise only those rights and obligated to perform only those duties and responsibilities specifically required by this act or set forth in the professional employer agreement. The rights, duties and obligations of the PEO as co-employer with respect to any covered employee shall be limited to those arising pursuant to the professional employer agreement and this act during the term of co-employment by the PEO of the covered employee.
 - (b) Unless otherwise agreed by the PEO and the client in a professional employer agreement, the client retains the exclusive right to direct and control the covered employees as is necessary to conduct the client's business, to discharge any of the client's fiduciary responsibilities, or to comply with any licensure requirements applicable to the client or to the covered employees.
 - (c) Except as otherwise provided in this act, the co-employment relationship between the client and the PEO, and between each co-employer and each covered employee, shall be governed by the professional employer agreement. Each professional employer agreement shall include the following:

- (1) The allocation of rights, duties and obligations as described in subparagraph (a);
- (2) provisions stating that the PEO shall have responsibility to pay wages to covered employees; to withhold, collect, report and remit payroll-related and unemployment taxes; and, to the extent the PEO has assumed responsibility in the professional employer agreement, to make payments for employee benefits for covered employees. As used in this section, the term "wages" does not include any obligation between a client and a covered employee for payments beyond or in addition to the covered employee's salary, draw or regular rate of pay, such as bonuses, commissions, severance pay, deferred compensation, profit sharing or vacation, sick or other paid time off pay, unless the PEO has expressly agreed to assume liability for such payments in the professional employer agreement;
- (3) provisions stating that the PEO shall have a right to hire, discipline and terminate a covered employee, as may be necessary to fulfill the PEO's responsibilities under this act and the professional employer agreement. The client shall have a right to hire, discipline and terminate a covered employee; and
- (4) provisions allocating the responsibility to obtain workers' compensation coverage for covered employees, from a carrier holding a certificate of authority to do business in this state pursuant to K.S.A. 40-201 et seq., and amendments thereto, and otherwise in compliance with all applicable requirements, to either the client or the PEO.
- (d) With respect to each professional employer agreement entered into by a PEO, the PEO shall provide written notice to each covered employee affected by the agreement of the terms of the co-employment relationship between and among the PEO, the client and the covered employee, within seven days of the effective date of the agreement and the PEO shall provide written notice to each covered employee of any changes, modifications or amendments, including termination of the agreement, within seven days of the effective date of such change, modification, amendment or termination.
- (e) Notwithstanding any other provision in this act or in the professional employer agreement, any requirement under state or federal law that imposes a duty on an employee to take action to secure their rights or to provide notice to their employer is deemed satisfied if the employee takes such action with or provides such notice to either the PEO or the client.
- (f) Notwithstanding any other provision in this act or in the professional employer agreement, co-employers are jointly and severally liable for acts of the PEO and the acts of the client, except that the professional employer agreement may provide a right of indemnity to the PEO for

the errors and omissions of the client and a right of indemnity to the client for the errors and omissions of the PEO.

- (g) Except to the extent otherwise expressly provided by the applicable professional employer agreement:
- (1) A client shall be solely responsible for the quality, adequacy or safety of the goods or services produced or sold in client's business;
- (2) a client shall be solely responsible for directing, supervising, training and controlling the work of the covered employees with respect to the business activities of the client and solely responsible for the acts, errors or omissions of the covered employees with regard to such activities; and
- (3) nothing in this subsection shall serve to limit any contractual liability or obligation specifically provided in the written professional employer agreement.
- (h) Covered employees whose services are subject to sales tax shall be deemed the employees of the client for purposes of collecting and levying sales tax on the services performed by the covered employee. Nothing contained in this act shall relieve a client of any sales tax liability with respect to its goods or services.
- (i) Any tax assessed on a per capita or per employee basis shall be assessed against the client for covered employees.
- (j) In the case of tax imposed or calculated upon the basis of total payroll, the professional employer organization shall be eligible to apply any small business allowance or exemption available to the client for the covered employees for purpose of computing the tax.
- Sec. 11. (a) A professional employer organization or its representative shall not sell, solicit or negotiate insurance unless licensed as an insurance agent or insurance producer pursuant to K.S.A. 2008 Supp. 40-4901 et seq., and amendments thereto.
- (b) A PEO that provides insurance to clients is selling, soliciting and negotiating insurance. Such insurance must be provided on separate policies in the client's name.
- Sec. 12. (a) A client and a PEO shall each be deemed a co-employer for purposes of sponsoring retirement and welfare benefit plans for its covered employees.
- (b) A professional employer agreement may not require the participation of a client in a plan of workers' compensation coverage under a multiple coordinated policy provided by a professional employer organization for the covered employees and nothing in this act shall require the participation of a client in any retirement or welfare benefit plan sponsored by a PEO for the benefit of covered employees.
- 42 (c) Any welfare benefit plan providing medical, surgical, hospital, 43 sickness, accident or health benefits that is offered to the covered em-

ployees of a single PEO shall be underwritten by an insurer authorized to transact the business of accident and health insurance in the state of Kansas and shall be treated as if it were a trust agreement or an association of small employers pursuant to K.S.A. 40-2209 et seq., and amendments thereto. Nothing herein shall allow a PEO to treat all covered employees as a single employer group or to self-insure covered employees as a single employer group.

- Sec. 13. (a) The responsibility to obtain workers' compensation coverage for covered employees from an insurer licensed to do business in this state pursuant to K.S.A. 40-201 et seq., and amendments thereto, and in compliance with all applicable law shall be specifically allocated in the professional employer agreement to either the client or the PEO.
- (b) Nothing in this act shall require the participation of a client in any plan of workers' compensation coverage provided by a professional employer organization for the benefit of covered employees, if the client has obtained workers' compensation coverage for the covered employees and employees of the client who are not covered employees subject to a professional employer agreement on a direct purchase basis from an insurer licensed to do business in this state pursuant to K.S.A. 40-201 et seq., and amendments thereto.
- (c) If covered employees are covered by a workers' compensation policy purchased by a client on a direct purchase basis, and are not covered by a workers' compensation policy issued in the name of the PEO, the client shall provide a certificate of insurance to the PEO evidencing that workers' compensation coverage has been obtained for covered employees by the client.
- (d) The requirements contained in subsection (a) of this section shall be fulfilled in one of the following ways:
- (1) The client obtains workers' compensation coverage on a direct purchase basis pursuant to K.S.A. 44-501 et seq., and amendments thereto, covering all of the client's covered employees, subject to the same requirements and conditions as if the client were the sole employer of its PEO co-employees; or
- (2) the PEO purchases a separate workers' compensation policy, issued pursuant to K.S.A. 44-501 et seq., and amendments thereto, from an insurer holding a certificate of authority to do business in this state providing workers' compensation coverage for the covered employees of each client on a multiple coordinated policy basis listing the PEO as "labor contractor for" each client or group of affiliated clients.
- (e) The PEO shall provide any information requested by the department relating to its contractual provisions including, but not limited to, inception and termination of PEO agreements with clients, the methods by which its workers' compensation costs are determined and allocated

and any other information relevant to the PEO's workers' compensation coverage arrangements and any other insurance provided by the PEO to its clients.

- (f) PEO's shall separately bill their clients for each type of insurance provided, reflecting the premium charged by the insurers for that client.
- (g) All records, reports and other information obtained from a PEO under this subsection, for the proper administration of this act by the department shall be open to public inspection.
- (h) The Kansas workers' compensation insurance plan shall issue workers' compensation policies for the covered employees of a PEO on a multiple coordinated policy basis in accordance with plan rules.
- Sec. 14. (a) For the purposes of K.S.A. 44-701 et seq., and amendments thereto, covered employees of a licensed PEO are considered the employees of the PEO, which shall be responsible for the payment of contributions, penalties and interest on wages paid by the PEO to its covered employees during the term of the applicable professional employer agreement, except that an individual proprietor, partner or corporate officer, who is a shareholder or member of the board of directors of the client company, shall not be considered a covered employee of the PEO.
- (b) A professional employer organization shall be liable for contributions on wages paid by the professional employer organization to covered employees.
- (c) The professional employer organization shall keep separate records and submit separate quarterly contributions and wage reports for each client company.
- (d) The PEO shall report and pay all required contributions for covered employees to the unemployment compensation fund using the state employer account number and the contribution rate of the PEO.
- (e) On the termination of a contract between a PEO and a client company or the failure by a PEO to submit reports or make tax payments as required by K.S.A. 44-701 et seq., and amendments thereto, the client shall be treated as a new employer without a previous experience record unless that client is otherwise eligible for an experience rating.
- (f) The provisions of this section shall not be applicable to temporary help services which provide temporary workers to employers on a temporary help basis, provided the temporary help services agencies are liable as employers for the payment of contributions on wages paid to temporary workers so employed.
- (g) This section shall be construed as part of the employment security law.
- Sec. 15. The following shall not be deemed to be professional employer organizations or the providing of professional employment services

for purposes of this act:

- (a) Arrangements wherein a person, whose principal business activity is not entering into professional employer arrangements and which does not hold itself out as a PEO, shares employees with a commonly owned company within the meaning of section 414(b) and (c) of the internal revenue code of 1986, as amended;
- (b) independent contractor arrangements by which a person assumes responsibility for the product produced or service performed by the person or agents of such persons and retains and exercises primary direction and control over the work performed by the individuals whose services are supplied under the arrangements; or
 - (c) persons providing temporary help services.
- Sec. 16. (a) It shall be the duty of the department when informed of any violation of section 4, and amendments thereto, of this act, to investigate the allegation of the complaint.
- (b) The commissioner may, after notice and an opportunity for a hearing pursuant to the Kansas administrative procedure act, refuse to renew or may suspend or revoke a professional employer organization's license, or may place the licensee on probation for a period not to exceed one year, or may impose an administrative penalty in an amount not to exceed \$10,000 for each material violation of this act, and may issue a cease and desist order if it is found after a hearing that:
- (1) The professional employer organization has knowingly provided false or fraudulent information, or has knowingly made a material misrepresentation to the department, or other governmental agency in conjunction with any license, renewal, or in any report required under this act:
- (2) the professional employer organization or a controlling person of a PEO has been convicted of a crime that relates to the operation of a PEO, relates to fraud or deceit, or the ability of the licensee or a controlling person of a licensee to operate a PEO; or
- (3) the professional employer organization has committed a willful violation of this act or any order or rule and regulation issued by the department under this act.
- Sec. 17. The commissioner may adopt, amend and revoke rules and regulations governing the administration and enforcement of this act.
- Sec. 18. If any provision of this act or the application thereof to any person or circumstance is held invalid, the invalidity does not affect other provisions or applications of this act which can be given effect without the invalid provision or application, and to this end the provisions of this act are severable.
- Sec. 19. This act shall take effect and be in force from and after its publication in the Kansas register.