First Regular Session Seventy-second General Assembly STATE OF COLORADO

PREAMENDED

This Unofficial Version Includes Committee Amendments Not Yet Adopted on Second Reading

LLS NO. 19-0670.01 Jennifer Berman x3286

HOUSE BILL 19-1033

HOUSE SPONSORSHIP

Tipper and Kennedy,

Fields and Priola,

SENATE SPONSORSHIP

House Committees Health & Insurance **Senate Committees**

A BILL FOR AN ACT

101 CONCERNING A LOCAL GOVERNMENT'S AUTHORITY TO REGULATE

102 **PRODUCTS CONTAINING NICOTINE.**

Bill Summary

(Note: This summary applies to this bill as introduced and does not reflect any amendments that may be subsequently adopted. If this bill passes third reading in the house of introduction, a bill summary that applies to the reengrossed version of this bill will be available at <u>http://leg.colorado.gov</u>.)

Sections 1 through 3 of the bill authorize a county to enact a resolution or ordinance that prohibits a minor from possessing or purchasing cigarettes, tobacco products, or nicotine products. Sections 1 and 2 also authorize a county to impose regulations on cigarettes, tobacco products, or nicotine products, or nicotine products that are more stringent than statewide regulations, including prohibiting sales to a person under 21 years of age,

and section 3 expressly authorizes a county to enact a resolution or ordinance regulating the sale of cigarettes, tobacco products, or nicotine products.

From state income tax money, the state currently apportions an amount equal to 27% of state cigarette tax revenues to cities, towns, and counties in proportion to the amount of state sales tax revenues collected within their boundaries. In order to receive their allocation of this money, cities, towns, and counties are prohibited from imposing their own fees, licenses, or taxes on cigarette sales or from attempting to impose a tax on cigarettes. Section 4 removes this prohibition, thus allowing cities, towns, and counties to impose fees, licenses, or taxes on cigarette sales without losing their apportioned state cigarette tax revenues.

Section 5 authorizes a county, if approved by a vote of the people within the county, to impose a special sales tax on the sale of cigarettes, tobacco products, or nicotine products and provides a mechanism by which a county's special sales tax applies to a municipality within the boundary of the county unless the municipality, if approved by a vote of the people within the municipality, enacts its own such special sales tax; however, the county and municipality may then enter into an intergovernmental agreement authorizing the county to continue to levy, collect, and enforce its special sales tax within the corporate limits of the municipality.

- 1 Be it enacted by the General Assembly of the State of Colorado: 2 SECTION 1. In Colorado Revised Statutes, 18-13-121, amend 3 (3) as follows: 4 18-13-121. Furnishing cigarettes, tobacco products, or nicotine 5 products to minors. (3) Nothing in this section prohibits a statutory or 6 home rule municipality, COUNTY, OR CITY AND COUNTY from enacting an 7 ordinance OR RESOLUTION that prohibits a person under eighteen years of 8 age MINOR from purchasing any cigarettes, tobacco products, or nicotine 9 products or imposes requirements more stringent than provided in this 10 section. 11 SECTION 2. In Colorado Revised Statutes, 25-14-301, amend 12 (3)(c) and (4) as follows: 13
 - 25-14-301. Possession of cigarettes, tobacco products, or

1 nicotine products by a minor prohibited - definitions. (3) As used in 2 this section, unless the context otherwise requires: 3 (c) "Tobacco product" shall have HAS the same meaning as set 4 forth in "CIGARETTE, TOBACCO PRODUCT, OR NICOTINE PRODUCT", AS 5 DEFINED IN section 18-13-121 (5). C.R.S. 6 (4) Nothing in this section shall be construed to prohibit any 7 PROHIBITS A statutory or home rule municipality, COUNTY, OR CITY AND 8 COUNTY from enacting an ordinance OR RESOLUTION that prohibits the 9 possession of cigarettes, or tobacco products, OR NICOTINE PRODUCTS by 10 a person who is under eighteen years of age MINOR or imposes 11 requirements more stringent than provided in this section. 12 SECTION 3. In Colorado Revised Statutes, add article 30 to title 13 29 as follows: 14 **ARTICLE 30** 15 **Regulation of Cigarettes, Tobacco Products, and** 16 **Nicotine Products** 17 29-30-101. Regulation of cigarettes, tobacco products, and 18 nicotine products. The CITY COUNCIL OF A STATUTORY OR HOME RULE 19 CITY OR THE TOWN COUNCIL OF A STATUTORY TOWN MAY ADOPT AN 20 ORDINANCE TO REGULATE THE POSSESSION OR PURCHASING OF 21 CIGARETTES, TOBACCO PRODUCTS, OR NICOTINE PRODUCTS, AS DEFINED 22 IN SECTION 18-13-121 (5), BY A MINOR OR TO REGULATE THE SALE OF 23 CIGARETTES, TOBACCO PRODUCTS, OR NICOTINE PRODUCTS TO MINORS. 24 SECTION 4. In Colorado Revised Statutes, 30-15-401, amend 25 (1.5) as follows: 26 **30-15-401.** General regulations - definitions. (1.5) In addition 27 to any other powers, the board of county commissioners has the power to

adopt a resolution or an ordinance prohibiting minors from possessing TO
 REGULATE THE POSSESSION OR PURCHASING OF cigarettes, or tobacco
 products, OR NICOTINE PRODUCTS, as defined by section 39-28.5-101 (5),
 C.R.S. 18-13-121 (5), BY A MINOR OR TO REGULATE THE SALE OF
 CIGARETTES, TOBACCO PRODUCTS, OR NICOTINE PRODUCTS TO MINORS.

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SECTION 5. In Colorado Revised Statutes, 39-22-623, **amend** (1) introductory portion and (1)(a)(II)(A) as follows:

39-22-623. Disposition of collections - definition. (1) The
proceeds of all moneys MONEY collected under this article ARTICLE 22,
less the reserve retained for refunds, shall be credited as follows:

11 Effective July 1, 1987, an amount equal to (a) (II) (A) 12 twenty-seven percent of the gross state cigarette tax shall be apportioned 13 to incorporated cities and incorporated towns which THAT levy taxes and 14 adopt formal budgets and to counties. For the purposes of this section, a 15 city and county shall be IS considered as a city. The city or town share 16 shall be apportioned according to the percentage of state sales tax 17 revenues collected by the department of revenue in an incorporated city 18 or town as compared to the total state sales tax collections that may be 19 allocated to all political subdivisions in the state; the county share shall 20 be the same as that which the percentage of state sales tax revenues 21 collected in the unincorporated area of the county bears to total state sales 22 tax revenues which THAT may be allocated to all political subdivisions in 23 the state. The department of revenue shall certify to the state treasurer, at 24 least annually, the percentage for allocation to each city, town, and 25 county, and such THE DEPARTMENT SHALL APPLY THE percentage for 26 allocation so certified shall be applied by said department in all 27 distributions to cities, towns, and counties until changed by certification

1 to the state treasurer. In order to qualify for distributions of state income 2 tax moneys, units of local government are prohibited from imposing fees, 3 licenses, or taxes on any person as a condition for engaging in the 4 business of selling cigarettes or from attempting in any manner to impose 5 a tax on cigarettes. For purposes of this paragraph (a) SUBSECTION 6 (1)(a)(II), the "gross state cigarette tax" means the total tax before the 7 discount provided for in section 39-28-104 (1). FOR ANY CITY, TOWN, OR 8 COUNTY THAT WAS PREVIOUSLY DISQUALIFIED FROM THE APPORTIONMENT 9 SET FORTH IN THIS SUBSECTION (1)(a)(II)(A) BY REASON OF IMPOSING A 10 FEE, LICENSE, OR TAX RELATED TO THE SALE OF CIGARETTES, THE CITY, 11 TOWN, OR COUNTY IS ELIGIBLE FOR ANY ALLOCATION OF MONEY THAT IS 12 BASED ON AN APPORTIONMENT MADE ON OR AFTER THE EFFECTIVE DATE 13 OF THIS SUBSECTION (1)(a)(II)(A), AS AMENDED, BUT NOT FOR AN 14 ALLOCATION OF MONEY THAT IS BASED ON AN APPORTIONMENT MADE 15 BEFORE THE EFFECTIVE DATE OF THIS SUBSECTION (1)(a)(II)(A), AS 16 AMENDED.

SECTION 6. In Colorado Revised Statutes, amend 39-28-112 as
follows:

19 39-28-112. Taxation of cigarettes, tobacco products, or 20 nicotine products by municipalities, counties, and city and counties 21 - definitions. (1) No provision of This article shall be construed to 22 ARTICLE 28 DOES NOT prevent the A STATUTORY OR HOME RULE 23 MUNICIPALITY, COUNTY, OR CITY AND COUNTY IN THIS STATE FROM 24 imposing, levying, and collecting of any SPECIAL SALES tax upon sales of 25 cigarettes, TOBACCO PRODUCTS, OR NICOTINE PRODUCTS, or upon the 26 occupation or privilege of selling cigarettes, by any city or town in this 27 state TOBACCO PRODUCTS, OR NICOTINE PRODUCTS, nor shall the

-5-

provisions of DOES this article be interpreted to ARTICLE 28 affect any
 existing authority of local municipalities GOVERNMENTS to impose a
 SPECIAL SALES tax on cigarettes, TOBACCO PRODUCTS, AND NICOTINE
 PRODUCTS to be used for local and municipal GOVERNMENTAL purposes.

5 (2) (a) EACH COUNTY IN THE STATE IS AUTHORIZED TO LEVY,
6 COLLECT, ENFORCE, AND ADMINISTER A COUNTY SPECIAL SALES TAX UPON
7 ALL SALES OF CIGARETTES, TOBACCO PRODUCTS, OR NICOTINE PRODUCTS
8 UNDER THE FOLLOWING CIRCUMSTANCES:

9 (I) A COUNTY MAY LEVY, COLLECT, ENFORCE, AND ADMINISTER A
10 COUNTY SPECIAL SALES TAX UPON ALL SALES OF CIGARETTES, TOBACCO
11 PRODUCTS, OR NICOTINE PRODUCTS PURSUANT TO THIS SUBSECTION (2) IN
12 THE UNINCORPORATED AREAS OF THE COUNTY;

13 (II) A COUNTY MAY LEVY, COLLECT, ENFORCE, AND ADMINISTER 14 A COUNTY SPECIAL SALES TAX UPON ALL SALES OF CIGARETTES, TOBACCO 15 PRODUCTS, OR NICOTINE PRODUCTS PURSUANT TO THIS SUBSECTION (2) IN 16 THE MUNICIPALITIES WITHIN THE BOUNDARIES OF THE COUNTY, IN WHOLE 17 OR IN PART, THAT DO NOT LEVY A MUNICIPAL SPECIAL SALES TAX ON THE 18 SALE OF CIGARETTES, TOBACCO PRODUCTS, OR NICOTINE PRODUCTS. THE 19 COUNTY MAY LEVY A SPECIAL SALES TAX IN A MUNICIPALITY PURSUANT 20 TO THIS SUBSECTION (2)(a)(II) ONLY UNTIL THE MUNICIPALITY OBTAINS 21 VOTER APPROVAL TO LEVY A MUNICIPAL SPECIAL SALES TAX ON 22 CIGARETTES, TOBACCO PRODUCTS, OR NICOTINE PRODUCTS. IF THE 23 MUNICIPALITY OBTAINS SUCH VOTER APPROVAL, THE COUNTY SPECIAL 24 SALES TAX AUTHORIZED BY THIS SUBSECTION (2)(a)(II) IS INVALID WITHIN 25 THE CORPORATE LIMITS OF THE MUNICIPALITY UNLESS THE COUNTY 26 ENTERS INTO AN INTERGOVERNMENTAL AGREEMENT WITH THE 27 MUNICIPALITY PURSUANT TO SUBSECTION (2)(a)(III) of this section

-6-

THAT AUTHORIZES THE COUNTY TO CONTINUE TO LEVY, COLLECT,
 ENFORCE, AND ADMINISTER THE SPECIAL SALES TAX ON CIGARETTES,
 TOBACCO PRODUCTS, OR NICOTINE PRODUCTS WITHIN THE CORPORATE
 LIMITS OF THE MUNICIPALITY.

5 (III) A COUNTY MAY LEVY, COLLECT, ENFORCE, AND ADMINISTER 6 A COUNTY SPECIAL SALES TAX UPON ALL SALES OF CIGARETTES, TOBACCO 7 PRODUCTS, OR NICOTINE PRODUCTS PURSUANT TO THIS SUBSECTION (2) IN 8 EACH MUNICIPALITY WITHIN THE BOUNDARIES OF THE COUNTY, IN WHOLE 9 OR IN PART, THAT LEVIES A MUNICIPAL SPECIAL SALES TAX ON THE SALE 10 OF CIGARETTES, TOBACCO PRODUCTS, OR NICOTINE PRODUCTS, IF THE 11 GOVERNING BODY OF THE COUNTY AND THE GOVERNING BODY OF THE 12 MUNICIPALITY ENTER INTO AN INTERGOVERNMENTAL AGREEMENT 13 PERTAINING TO THE COUNTY'S LEVY, COLLECTION, ENFORCEMENT, AND 14 ADMINISTRATION OF A COUNTY SPECIAL SALES TAX UPON ALL SALES OF 15 ALL CIGARETTES, TOBACCO PRODUCTS, OR NICOTINE PRODUCTS WITHIN 16 THE CORPORATE LIMITS OF THE MUNICIPALITY. AN INTERGOVERNMENTAL 17 AGREEMENT PURSUANT TO THIS SUBSECTION (2)(a)(III) MAY INCLUDE A 18 PROVISION FOR THE APPORTIONMENT OF A SPECIFIED PERCENTAGE OF THE 19 GROSS COUNTY CIGARETTES, TOBACCO PRODUCTS, OR NICOTINE PRODUCTS 20 SPECIAL SALES TAX REVENUE COLLECTED BY THE COUNTY TO THE 21 MUNICIPALITY.

(b) NOTWITHSTANDING SECTION 29-2-103 (2), A COUNTY MAY
LEVY, COLLECT, ENFORCE, AND ADMINISTER A SPECIAL SALES TAX
PURSUANT TO THIS SUBSECTION (2) IN LESS THAN THE ENTIRE COUNTY
WHEN THE COUNTY SATISFIES ONE OR MORE OF THE CONDITIONS OF THIS
SUBSECTION (2).

27 (c) NO SPECIAL SALES TAX SHALL BE LEVIED PURSUANT TO THIS

-7-

1033

1 SUBSECTION (2) UNTIL THE PROPOSAL HAS BEEN REFERRED TO AND 2 APPROVED BY THE ELIGIBLE ELECTORS OF THE COUNTY IN ACCORDANCE 3 WITH ARTICLE 2 OF TITLE 29. ANY PROPOSAL FOR THE LEVY OF A SPECIAL 4 SALES TAX IN ACCORDANCE WITH THIS SUBSECTION (2) SHALL BE 5 SUBMITTED TO THE ELIGIBLE ELECTORS OF THE COUNTY ONLY ON THE 6 DATE OF THE STATE GENERAL ELECTION OR ON THE FIRST TUESDAY IN 7 NOVEMBER OF AN ODD-NUMBERED YEAR. ANY ELECTION ON THE 8 PROPOSAL MUST BE CONDUCTED BY THE COUNTY CLERK AND RECORDER 9 IN ACCORDANCE WITH THE "UNIFORM ELECTION CODE OF 1992", ARTICLES 10 1 TO 13 OF TITLE 1.

11 (3) IF A COUNTY LEVIES, COLLECTS, ENFORCES, AND ADMINISTERS 12 A SPECIAL SALES TAX IN A MUNICIPALITY THAT HAS ALREADY OBTAINED 13 VOTER APPROVAL TO LEVY A MUNICIPAL SPECIAL SALES TAX ON THE SALE 14 OF CIGARETTES, TOBACCO PRODUCTS, OR NICOTINE PRODUCTS, THE 15 COUNTY SPECIAL SALES TAX IS INVALID WITHIN THE CORPORATE LIMITS OF 16 THE MUNICIPALITY UNLESS THE COUNTY ENTERS INTO AN 17 INTERGOVERNMENTAL AGREEMENT WITH THE MUNICIPALITY PURSUANT 18 TO SUBSECTION (2)(a)(III) OF THIS SECTION THAT AUTHORIZES THE 19 COUNTY TO CONTINUE TO LEVY, COLLECT, ENFORCE, AND ADMINISTER THE 20 SPECIAL SALES TAX ON CIGARETTES, TOBACCO PRODUCTS, OR NICOTINE 21 PRODUCTS WITHIN THE CORPORATE LIMITS OF THE MUNICIPALITY.

(4) (a) EACH MUNICIPALITY IN THE STATE IS AUTHORIZED TO LEVY,
COLLECT, ENFORCE, AND ADMINISTER A MUNICIPAL SPECIAL SALES TAX
UPON ALL SALES OF CIGARETTES, TOBACCO PRODUCTS, OR NICOTINE
PRODUCTS.

26 (b) A SPECIAL SALES TAX SHALL NOT BE LEVIED PURSUANT TO
27 SUBSECTION (4)(a) OF THIS SECTION UNTIL THE PROPOSAL HAS BEEN

1033

-8-

1 REFERRED TO AND APPROVED BY THE ELIGIBLE ELECTORS OF THE 2 MUNICIPALITY IN ACCORDANCE WITH ARTICLE 10 OF TITLE 31. ANY 3 PROPOSAL FOR THE LEVY OF A SPECIAL SALES TAX IN ACCORDANCE WITH 4 SUBSECTION (4)(a) OF THIS SECTION MUST BE SUBMITTED TO THE ELIGIBLE 5 ELECTORS OF THE MUNICIPALITY ON THE DATE OF THE STATE GENERAL 6 ELECTION, ON THE FIRST TUESDAY IN NOVEMBER OF AN ODD-NUMBERED 7 YEAR, OR ON THE DATE OF A MUNICIPAL BIENNIAL ELECTION. ANY 8 ELECTION ON THE PROPOSAL MUST BE CONDUCTED BY THE CLERK OF THE 9 MUNICIPALITY IN ACCORDANCE WITH THE "COLORADO MUNICIPAL 10 ELECTION CODE OF 1965", ARTICLE 10 OF TITLE 31.

11 (5) IF A COUNTY OR MUNICIPALITY OBTAINED APPROVAL FROM THE 12 ELIGIBLE ELECTORS OF THE COUNTY OR MUNICIPALITY PRIOR TO THE 13 EFFECTIVE DATE OF THIS SUBSECTION (5), TO LEVY, COLLECT, ENFORCE, 14 AND ADMINISTER A SPECIAL SALES TAX ON THE SALE OF CIGARETTES, 15 TOBACCO PRODUCTS, OR NICOTINE PRODUCTS, THE SPECIAL SALES TAX IS 16 VALID AND THE COUNTY OR MUNICIPALITY IS AUTHORIZED TO CONTINUE TO LEVY, COLLECT, ENFORCE, AND ADMINISTER THE SPECIAL SALES TAX; 17 18 EXCEPT THAT, IN THE CASE OF A COUNTY, THE COUNTY IS AUTHORIZED TO 19 CONTINUE TO LEVY, COLLECT, ENFORCE, AND ADMINISTER THE SPECIAL 20 SALES TAX SO LONG AS THE COUNTY COMPLIES WITH SUBSECTION (2) OF 21 THIS SECTION. IF A COUNTY LEVIES, COLLECTS, ENFORCES, AND 22 ADMINISTERS A SPECIAL SALES TAX IN A MUNICIPALITY THAT HAS 23 ALREADY OBTAINED VOTER APPROVAL TO LEVY A MUNICIPAL SPECIAL 24 SALES TAX ON THE SALE OF CIGARETTES, TOBACCO PRODUCTS, OR 25 NICOTINE PRODUCTS, THE COUNTY SPECIAL SALES TAX IS INVALID WITHIN 26 THE CORPORATE LIMITS OF THE MUNICIPALITY UNLESS THE COUNTY 27 ENTERS INTO AN INTERGOVERNMENTAL AGREEMENT WITH THE

-9-

MUNICIPALITY PURSUANT TO SUBSECTION (3) OF THIS SECTION THAT
 AUTHORIZES THE COUNTY TO CONTINUE TO LEVY, COLLECT, ENFORCE, AND
 ADMINISTER THE SPECIAL SALES TAX ON CIGARETTES, TOBACCO
 PRODUCTS, OR NICOTINE PRODUCTS WITHIN THE CORPORATE LIMITS OF THE
 MUNICIPALITY.

6 (6) (a) NOTWITHSTANDING ARTICLE 2 OF TITLE 29, A SPECIAL
7 SALES TAX IMPOSED BY A COUNTY OR MUNICIPALITY PURSUANT TO THIS
8 SECTION SHALL NOT BE COLLECTED, ADMINISTERED, OR ENFORCED BY THE
9 DEPARTMENT OF REVENUE, BUT SHALL INSTEAD BE COLLECTED,
10 ADMINISTERED, AND ENFORCED BY THE COUNTY OR MUNICIPALITY
11 IMPOSING THE SPECIAL SALES TAX.

12 (b) A COUNTY OR MUNICIPALITY IN WHICH A SPECIAL SALES TAX 13 IS IMPOSED PURSUANT TO THIS SECTION MAY AUTHORIZE A RETAILER 14 SELLING CIGARETTES, TOBACCO PRODUCTS, OR NICOTINE PRODUCTS TO 15 RETAIN A PERCENTAGE OF THE SPECIAL SALES TAX COLLECTED PURSUANT 16 TO THIS SECTION TO COVER THE EXPENSES OF COLLECTING AND REMITTING 17 THE SPECIAL SALES TAX TO THE COUNTY OR MUNICIPALITY. THE COUNTY 18 OR MUNICIPALITY SHALL DETERMINE THE PERCENTAGE THAT A RETAILER 19 MAY RETAIN PURSUANT TO THIS SUBSECTION (6)(b).

20 (7) A COUNTY OR MUNICIPALITY IN WHICH THE ELIGIBLE ELECTORS 21 HAVE APPROVED A SPECIAL SALES TAX PURSUANT TO THIS SECTION MAY 22 CREDIT THE REVENUES COLLECTED FROM THE SPECIAL SALES TAX TO THE 23 GENERAL FUND OF THE COUNTY OR MUNICIPALITY OR TO ANY SPECIAL 24 FUND CREATED IN THE COUNTY'S OR MUNICIPALITY'S TREASURY. THE 25 GOVERNING BODY OF A COUNTY OR MUNICIPALITY MAY USE REVENUES 26 COLLECTED FROM THE SPECIAL SALES TAX IMPOSED PURSUANT TO THIS 27 SECTION FOR ANY PURPOSE AS DETERMINED BY THE GOVERNING BODY.

(8) AS USED IN THIS SECTION, UNLESS THE CONTEXT OTHERWISE
 REQUIRES:

3 (a) "CIGARETTES, TOBACCO PRODUCTS, OR NICOTINE PRODUCTS"
4 HAS THE SAME MEANING AS SET FORTH IN SECTION 18-13-121 (5).

5 (b) "SPECIAL SALES TAX" MEANS A SALES TAX IMPOSED BY A
6 LOCAL GOVERNMENT THAT IS SEPARATE FROM A GENERAL SALES TAX
7 IMPOSED PURSUANT TO SECTION 29-2-102 OR 29-2-103, AS APPLICABLE,
8 AND MAY BE IMPOSED IN ADDITION TO THE TAXES IMPOSED PURSUANT TO
9 THIS PART 1.

SECTION 7. In Colorado Revised Statutes, amend 39-28.5-109
as follows:

12 **39-28.5-109. Taxation by cities and towns.** No provision of This 13 article shall be construed to ARTICLE 28.5 DOES NOT prevent the A 14 STATUTORY OR HOME RULE MUNICIPALITY, COUNTY, OR CITY AND COUNTY 15 FROM imposing, levying, and collecting of any SPECIAL SALES tax upon 16 sales of CIGARETTES, tobacco products, OR NICOTINE PRODUCTS, AS THAT 17 TERM IS DEFINED IN SECTION 18-13-121 (5), or upon the occupation or 18 privilege of selling such CIGARETTES, TOBACCO PRODUCTS, OR NICOTINE 19 products. by any city or town in this state, nor shall the provisions of This 20 article be interpreted to ARTICLE 28.5 DOES NOT affect any existing 21 authority of local municipalities GOVERNMENTS to impose a SPECIAL 22 SALES tax on CIGARETTES, tobacco products, OR NICOTINE PRODUCTS, IN 23 ACCORDANCE WITH SECTION 39-28-112, to be used for local and 24 municipal GOVERNMENTAL purposes.

SECTION 8. Effective date. This act takes effect July 1, 2019.
 SECTION 9. Safety clause. The general assembly hereby finds,

-11-

- 1 determines, and declares that this act is necessary for the immediate
- 2 preservation of the public peace, health, and safety.