



Legislative Council Staff

Nonpartisan Services for Colorado's Legislature

Revised Fiscal Note

(replaces fiscal note dated February 17, 2023)

Drafting Number: LLS 23-0463 Date: March 6, 2023
Prime Sponsors: Rep. Daugherty, Sen. Zenzinger Bill Status: House Appropriations
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Bill Topic: ALCOHOL BEVERAGE RETAIL ESTABLISHMENT PERMIT

- Summary of Fiscal Impact: State Revenue, State Expenditure, State Transfer, TABOR Refund, Local Government, Statutory Public Entity

The bill expands the art gallery permit to include retail establishments that meet certain criteria. The bill increases state and local revenue and expenditures on an ongoing basis.

Appropriation Summary: For FY 2023-24, the bill requires an appropriation of \$98,744 to the Department of Revenue.

Fiscal Note Status: The revised fiscal note reflects the introduced bill, as amended by the House Business Affairs and Labor and Finance Committees.

Table 1
State Fiscal Impacts Under HB 23-1061

Table with 4 columns: Category, Sub-category, Budget Year FY 2023-24, and Out Year FY 2024-25. Rows include Revenue (General Fund, Cash Funds, Total Revenue), Expenditures (Cash Funds, Centrally Appropriated, Total Expenditures, Total FTE), Transfers, and Other Budget Impacts (TABOR Refund).

Summary of Legislation

Under current law, an art gallery permit allows a gallery to offer complimentary alcohol beverages for consumption on the premises. Among other requirements, a permitted art gallery may not serve alcohol more than 4 hours a day on up to 15 days per year, and may not sell alcohol by the drink.

The bill expands the art gallery permit into a retail establishment permit that is available to art galleries, and any business that:

- sells goods or services to the public;
- has a physical location in Colorado;
- receives less than 50 percent of its gross sales from food;
- has no more than 25 employees and retail sales of no more than \$5 million per year; and
- does not educate children, provide child care, hold a liquor license, or sell firearms, motor vehicles, marijuana, gasoline, or diesel fuel.

The bill also changes the permit to allow the establishment to serve alcohol up to 24 days per year, prohibit the sale of alcohol in any form, and establish requirements related to serving size, hours of sale, and the ages of employees dispensing alcohol. It also increases the maximum local application fee from \$100 to \$200, and the state permit fee from \$50 to up to \$200.

Background and Assumptions

As of January 3, 2023, there are 78 art gallery permits statewide. Art gallery permits are dually issued by the Liquor Enforcement Division (LED) in the Department of Revenue and local licensing authorities.

Based on North American Industry Classification System data, there are approximately 26,500 retailers in Colorado that are eligible for the retail establishment permit and in industries assumed to be potentially pursue the permit. The fiscal note assumes that 10 percent (2,650) in FY 2023-24 and 15 percent (3,975) in FY 2024-25 will obtain the permit.

The fiscal note further assumes that due to the large expansion of eligible businesses and the additional number of days in which alcohol can be served, the LED will conduct compliance checks at 10 percent of permittees, and that current rates of art gallery complaints will apply to the expanded permit.

Comparable Crime Analysis

Legislative Council Staff is required to include certain information in the fiscal note for any bill that creates a new crime, changes the classification of an existing crime, or creates a new factual basis for an existing crime. Using Judicial Department data, the following section outlines crimes that are comparable to the offense in this bill and discusses assumptions on future rates of criminal convictions resulting from the bill.

Prior conviction data and assumptions. This bill modifies a factual basis for the existing offense of public consumption of alcohol by expanding the exemption for art gallery permittees to include retail establishment permittees. From FY 2019-20 to FY 2021-22, 24 offenders have been sentenced and convicted for this offense. The fiscal note assumes that these cases did not occur at retail establishments; therefore, there will be minimal or no change in criminal case filings or convictions for this offense under the bill. Because the bill is not expected to have a tangible impact on criminal justice-related revenue or expenditures at the state or local levels, these potential impacts are not discussed further in this fiscal note. Visit leg.colorado.gov/fiscalnotes for more information about criminal justice costs in fiscal notes.

State Revenue

The bill increases state revenue by \$247,113 in FY 2023-24 and \$370,669 in FY 2024-25 from permit fees paid to the LED Cash Fund, Old Age Pension Fund, and General Fund.

Fee impact on retail establishment permittees. Colorado law requires legislative service agency review of measures which create or increase any fee collected by a state agency. The bill sets the permit fee in statute at up to \$200, of which \$50 is deposited in the LED Cash Fund and the remainder is split between the Old Age Pension Fund and the General Fund. The fiscal note assumes an initial permit fee of \$72. The state also receives a portion of the local permit fee, which is deposited in the Old Age Pension Fund, for a total of \$93.25 in state revenue for each permit. Actual revenue will be based on the actual number of permits issued. Table 2 below identifies the fee impact of this bill.

Table 2
Fee Impact on Retail Establishment Permittees

Fiscal Year	Type of Fee	Actual Fee	Number Affected	Total Fee Impact
FY 2023-24	Retail Establishment Permit Fee	\$93.25	2,650	\$247,113
FY 2024-25	Retail Establishment Permit Fee	\$93.25	3,975	\$370,669

Fine revenue. The expanded permit may result in additional fine revenue from violations. The fiscal note assumes that most permittees will comply with the permit requirements, and that any fine revenue will be minimal.

State Expenditures

The bill increases state expenditures in DOR by \$121,387 in FY 2023-24 and \$139,642 in FY 2024-25 and each year thereafter, paid from the LED Cash Fund. Expenditures are shown in Table 2 and detailed below.

**Table 3
 Expenditures Under HB 23-1061**

	FY 2023-24	FY 2024-25
Department of Revenue		
Personal Services	\$77,154	\$99,744
Operating Expenses	\$1,890	\$2,295
Capital Outlay Costs	\$13,340	-
Minor Contractors	\$6,360	\$9,540
Centrally Appropriated Costs ¹	\$22,643	\$28,063
Total Cost	\$121,387	\$139,642
Total FTE	1.4 FTE	1.7 FTE

¹ Centrally appropriated costs are not included in the bill's appropriation.

Department of Revenue. LED requires 1.4 FTE in FY 2023-24 and 1.7 FTE in FY 2024-25 and ongoing to handle permit applications, administer online trainings, log additional event dates, conduct compliance checks, and enforce complaints. Staffing levels in the first year are prorated for a September 1 start date, and standard operating and capital outlay expenses are included. In addition, LED will require minor contractors for underage service checks at permittee locations, paid at a rate of \$24 per check. Should compliance checks reveal a high level of non-compliance, resources for additional compliance checks may be requested through the annual budget process. Finally, in FY 2023-24 only, DOR will require additional hours of legal services for rulemaking, which can be accomplished within current resources. Legal services are provided by the Department of Law.

Judicial Department. To the extent the bill increases cases challenging an agency permit decision, workload for the trial courts will increase by a minimal amount. No change in appropriations is required.

Centrally appropriated costs. Pursuant to a Joint Budget Committee policy, certain costs associated with this bill are addressed through the annual budget process and centrally appropriated in the Long Bill or supplemental appropriations bills, rather than in this bill. These costs, which include employee insurance and supplemental employee retirement payments, are shown in Table 3.

Other Budget Impacts

TABOR refunds. The bill is expected to increase the amount of state revenue required to be refunded to taxpayers by the amounts shown in the State Revenue section above. This estimate assumes the December 2022 LCS revenue forecast. A forecast of state revenue subject to TABOR is not available beyond FY 2024-25. Because TABOR refunds are paid from the General Fund, increased cash fund revenue will reduce the amount of General Fund available to spend or save. The revenue that is deposited in the General Fund will increase the TABOR refund obligation, but result in no net change to the amount of General Fund available to spend or save.

Local Government

The bill increases workload for local licensing authorities to process additional permit applications, and will increase revenue from the new, higher application fee (up to \$200), and the portion of permit fee (\$3.75) that is retained by the local licensing authority. The impact will vary among jurisdictions based on the number of new permit applications received.

Effective Date

The bill takes effect 90 days following adjournment of the General Assembly sine die, assuming no referendum petition is filed.

State Appropriations

For FY 2023-24, the bill requires an appropriation of \$98,744 from the Liquor Enforcement Division Cash Fund to the Department of Revenue, and 1.4 FTE.

Departmental Difference

The Department of Revenue estimates that 3.2 FTE and \$312,114 will be required to implement the bill. The estimate is based on the assumption that the population of potential permit applicants is 43,427, for a population of 4,343 permit applications in the first year. The DOR assumes compliance checks will be completed at 25 percent of permittees, a complaint rate of 5 percent, and that 30 minutes of training and outreach will be provided to each permittee. Costs also include equipment and vehicles for 2.0 FTE Criminal Investigator I.

The fiscal note estimates that 1.4 FTE in FY 2022-23 and 1.7 FTE in subsequent years are required to implement the bill. This estimate assumes a smaller population of businesses that are likely to apply for the permit (26,500), for a population of 2,650 permit applications in the first year. The fiscal note also assumes the LED will adopt a virtual webinar model for training as a least cost implementation, the current complaint rate for art gallery permittees, and that compliance checks will be completed at 10 percent of permittees. Equipment and vehicle costs for Criminal Investigator are not included, as the required investigator FTE is less than 0.5 FTE.

State and Local Government Contacts

Counties
Law

Information Technology
Municipalities

Judicial
Revenue