

Legislative Council Staff

Nonpartisan Services for Colorado's Legislature

Fiscal Note

| Drafting Number: Prime Sponsors: | LLS 22-0571 Rep. Mullica; Bacon Sen. Priola; Fields | Bill Status: | March 2, 2022 House Health and Insurance Anna Gerstle 303-866-4375 anna.gerstle@state.co.us Elizabeth Ramey 303-866-3522 elizabeth.ramey@state.co.us |
|-------------------------------------|---|---------------|---|
| Bill Topic: | PROHIBIT FLAVORED | TOBACCO REGUL | ATE SYNTHETIC NICOTINE |
| Summary of | State Revenue | | |

| Summary of | 🛛 State Revenue | ☑ TABOR Refund |
|----------------|---------------------|---------------------------|
| Fiscal Impact: | ☑ State Expenditure | 🛛 Local Government |
| | □ State Transfer | □ Statutory Public Entity |

The bill prohibits retailers from selling, advertising, displaying, or marketing flavored cigarettes, tobacco products, and nicotine products, and creates a grant program for communities disproportionately impacted by such products. The bill decreases state revenue, increases expenditures, and reduces transfers and local government revenue.

AppropriationFor FY 2022-23, the bill requires an appropriation of \$14.3 million to multiple state
agencies.

Fiscal Note Status: The fiscal note reflects the introduced bill.

Table 1State Fiscal Impacts Under HB 22-1064

| | FY 2022-23 | FY 2023-24 |
|-------------------------|--|--|
| General Fund | (\$4.5 million) | (\$4.5 million) |
| Cash Funds ¹ | (\$32.5 million) | (\$34.1 million) |
| Total Revenue | (\$37.1 million) | (\$38.6 million) |
| General Fund | \$13.8 million | \$13.7 million |
| Cash Funds | (\$8.8 million) | (\$8.7 million) |
| Centrally Appropriated | \$110,968 | \$120,483 |
| Total Expenditures | \$5.1 million | \$5.2 million |
| Total FTE | 6.2 FTE | 6.6 FTE |
| Various Cash Funds | (\$32.3 million) | (\$33.8 million) |
| General Fund | (\$272,533) | (\$268,560) |
| Reduced Transfers | (\$32.6 million) | (\$34.1 million) |
| TABOR Refund | (\$4.5 million) | (\$4.5 million) |
| General Fund Reserve | \$2.2 million | \$2.1 million |
| | Cash Funds ¹ Total Revenue General Fund Cash Funds Centrally Appropriated Total Expenditures Total FTE Various Cash Funds General Fund Reduced Transfers TABOR Refund | General Fund(\$4.5 million)Cash Funds1(\$32.5 million)Total Revenue(\$37.1 million)General Fund\$13.8 millionCash Funds(\$8.8 million)Centrally Appropriated\$110,968Total Expenditures\$5.1 millionTotal FTE6.2 FTEVarious Cash Funds(\$32.3 million)General Fund(\$272,533)Reduced Transfers(\$4.5 million)TABOR Refund(\$4.5 million) |

¹Reduced revenue to the Tobacco Tax Cash Fund and 2020 Tax Holding Fund decreases transfers to the General Fund and several cash funds, including health-related funds, the State Education Fund, and Preschool Programs Fund.

² Includes a decrease in expenditures due to reduced cigarette, tobacco, and nicotine tax revenue, and an increase in expenditures to replace a portion of the decrease in cash fund revenue, fund the grant program, and enforce the ban on flavored products.

Summary of Legislation

Beginning July 1, 2022, this bill prohibits retailers from selling or advertising flavored cigarettes, tobacco, or nicotine products. Flavored products impart a taste or smell other than that of tobacco, including menthol, mint, wintergreen, fruit, herb, candy, and spice, among other flavors.

The bill establishes a rebuttable presumption that a cigarette, tobacco product, or nicotine product is flavored if the retailer, manufacturer, employee, or agent has made a public statement, uses any text or image on the product label or packaging, or takes action directed to consumers that would indicate that the product has a taste or smell other than that of tobacco.

Fines. The bill aligns the penalties for selling flavored products with the penalties for selling cigarettes, tobacco, and nicotine products to a minor. Those penalties are as follows, for violations within a 24 month period:

- First violation fine of \$250 to \$275;
- Second violation fine of \$500 to \$750 and a 7 day prohibition on selling cigarettes, tobacco products, and nicotine products;
- Third violation fine of \$750 to \$1,000 and a 30 day prohibition on selling products; and
- Fourth violation fine of \$1,000 to \$15,000, and a prohibition of up to 3 years.

Definitions. The bill adds synthetic nicotine to the definition of tobacco products that may not be sold to minors.

Grant program. The bill requires the Division of Prevention Services in the Colorado Department of Public Health and Environment (CDPHE) to convene a working group to create and administer a grant program for communities disproportionately impacted by the prevalence of tobacco and nicotine use. The working group must be convened by August 1, 2022, develop the grant program by January 15, 2023, and award grants by April 15, 2023, and each year thereafter.

In FY 2022-23, the General Assembly must appropriate \$10.0 million from the General Fund for the program. Any money not expended or encumbered at the end of FY 2022-23 remains available in the subsequent years without further appropriation.

Background

Taxes. Colorado has three taxes on cigarettes, tobacco products, and nicotine products – a statutory tax, and taxes adopted through Amendment 35 and Proposition EE. Table 2 shows the tax amounts, estimated revenue collections for FY 2022-23 under current law, and how that revenue is distributed.

| | Statutory Tax | Amendment 35 Tax | Proposition EE Tax |
|--------------------------------|--|---|---|
| Cigarettes | \$0.01 per cigarette (\$0.20 per pack) | \$0.032 per cigarette (\$0.64 per pack) | \$0.055 per cigarette (\$1.10 per pack) |
| Tobacco Products | 20% excise tax | 20% excise tax | 10% excise tax |
| Nicotine Products | - | - | 35% excise tax |
| Subject to TABOR | Yes | No | No |
| Estimated Revenue ¹ | \$57.3 million | \$128.1 million | \$204.9 million |
| FY 2022-23 | General Fund | Tobacco Tax Cash Fund | 2020 Tax Holding Fund |
| Distributions ² | local governments (27%), based on cigarette sales in each jurisdiction | Health Care Expansion Fund (46%) Primary Care Fund (19%) Tobacco Education Programs Fund (16%) Prevention, Early Detection, and Treatment Fund (15%) General Fund (3%), distributed for: health services local governments CHP+ other programs. | Several cash funds and the General Fund (amounts specified in statute) The remainder is deposited in the: State Education Fund (in FY 2022-23) Preschool Programs Cash Fund (starting in FY 2023-24) |

 Table 2

 Cigarette, Tobacco Product, and Nicotine Product Taxes

¹ FY 2022-23 estimated revenue, based on December 2021 Legislative Council Staff Forecast

² In FY 2022-23, the Eviction Legal Defense Fund, Tobacco Tax Cash Fund, Housing Development Grant Fund, Rural Schools Cash Fund, and General Fund receive specific distribution amounts. In subsequent years, the General Fund, Tobacco Education Programs Fund, or Tobacco Tax Cash Fund receive specific distributions amounts.

Minimum price. Proposition EE also set a minimum price for cigarettes. Of the additional sales tax revenue resulting from the minimum price, 27 percent is deposited in the General Fund and 73 percent is deposited in the Preschool Programs Fund.

Licensing. The Department of Revenue (DOR) regulates cigarette, tobacco, and nicotine retailers, which are required to obtain a license to operate. There are currently about 6,000 licensed retailers. The DOR is required to complete at least two compliance checks per year at each licensed location.

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. This section outlines data on crimes comparable to the offense in this bill and discusses assumptions on future rates of criminal conviction for this offense.

Prior conviction data and assumptions. This bill creates a new factual basis for the existing offense of selling nicotine products to minors under 21 years old for synthetic nicotine products. To estimate the prevalence of this new offense, the fiscal note looks at the existing offense of selling a nicotine product to minor under 21 years old. From January 1, 2017 through December 31, 2021, zero offenders have been sentenced and convicted for this offense; therefore, the fiscal note assumes that there will continue to be minimal 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. Beginning March 1, 2022, this crime is classified as a civil offense.

Assumptions

Market share of flavored products. Based on available data on consumption patterns of cigarettes, other tobacco products, and nicotine products, as well as research on flavor bans in other jurisdictions, the revenue estimates in this fiscal note are based on the following assumptions:

- menthol cigarettes account for 22 percent of cigarette sales in Colorado;
- flavored tobacco products account for 27 percent of sales of other tobacco products in Colorado; and
- flavored nicotine products account for 73 percent of nicotine product sales in Colorado.

Changes in consumption. Banning flavored tobacco and nicotine products will reduce overall consumption of these products. While a portion of flavored product consumers are expected to migrate to unflavored products, others are expected to stop consuming tobacco/nicotine products completely if flavored products are unavailable or will purchase flavored products from sources in other jurisdictions. The resulting impacts on Colorado sales of these products are assumed to be:

- 7 percent decline in cigarette sales;
- 10 percent decline in sales of other tobacco products; and
- 22 percent decline in sales of nicotine products.

To the extent that more consumers migrate to unflavored products and fewer consumers quit or purchase flavored products elsewhere, revenue will decrease by less than the estimated amounts. On the other hand, if more consumers quit or purchase products in other jurisdictions than assumed above, revenue will decrease by more than estimated in this fiscal note.

State Revenue

The bill is expected to decrease state revenue by \$37.1 million in FY 2022-23 and \$38.6 million in FY 2023-24. This revenue change is primarily the result of decreased cigarette and tobacco tax revenue, offset to a small degree by increased fine and fee revenue.

Tax revenue. The bill is expected to decrease state tax revenue by \$37.1 million in FY 2022-23 and \$38.7 million in FY 2023-24 and future years by reducing cigarette, tobacco, and nicotine product consumption. This reduced consumption will decrease revenue from excise taxes levied on these products, as well as sales tax collected from the minimum price of cigarettes. The revenue decrease will affect statutory tax revenue credited to the General Fund, along with Amendment 35 and Proposition EE tax revenue credited to the Tobacco Tax Cash Fund and the 2020 Tax Holding Fund, respectively. Table 3 lists the tax impact of the bill. General Fund revenue from cigarette and tobacco products tax is subject to TABOR, while cash fund revenue is voter-approved, TABOR-exempt revenue.

| | FY 2022-23 | FY 2023-24 |
|---|----------------|----------------|
| General Fund | | |
| Cigarette Tax | (\$2,044,474) | (\$1,979,808) |
| Tobacco Products Tax | (\$2,475,589) | (\$2,549,713) |
| Sales Tax | (\$12,955) | (\$5,587) |
| General Fund Total | (\$4,533,018) | (\$4,535,108) |
| Tobacco Tax Cash Fund | | |
| Cigarette Tax | (\$6,568,592) | (\$6,360,828) |
| Tobacco Products Tax | (\$2,515,843) | (\$2,591,172) |
| Tobacco Tax Cash Fund Total | (\$9,084,435) | (\$8,952,000) |
| 2020 Tax Holding Fund | | |
| Cigarette Tax | (\$10,867,898) | (\$10,524,148) |
| Tobacco Products Tax | (\$1,605,906) | (\$1,698,364) |
| Nicotine Products Tax | (\$11,000,272) | (\$12,971,461) |
| 2020 Tax Holding Fund Total | (\$23,474,076) | (\$25,193,973) |
| Preschool Programs Cash Fund ¹ | | |
| Sales Tax | (\$35,027) | (\$15,104) |
| Preschool Programs Cash Fund | (\$35,027) | (\$15,104) |
| Total Tax Revenue Impact ² | (\$37,126,556) | (\$38,696,185) |

Table 3State Tax Revenue Impacts of HB 22-1064

¹ A portion of the 2020 Tax Holding Fund is also transferred to the Preschool Programs Cash Fund. See Transfer section below

² Totals may not sum due to rounding.

Fine revenue. The bill increases fine revenue from violations of the prohibition on the sale of flavored tobacco, cigarette, and nicotine products by at least \$45,000. The fiscal note assumes that most retailers will comply with the bill's provisions. Under current law, about 3 percent of compliance checks of tobacco and nicotine product license holders result in a violation. Assuming the same percentage of retailers pay the minimum fine of \$250 for a first time violation, revenue will increase by \$45,000. Revenue will increase in subsequent years if retailers commit subsequent violations within a 24 month period. Fine revenue is deposited in the Tobacco Education Programs Fund.

Fee impact on retailers. Colorado law requires legislative service agency review of measures which create or increase any fee collected by a state agency. These fee amounts are estimates only, actual fees will be set administratively by DOR based on cash fund balance, estimated program costs, and the estimated number of licenses. The table below identifies the fee impact of this bill, which will cover DOR implementation costs and be deposited in the Liquor Enforcement Division Cash Fund.

| Fiscal Year | Type of Fee | Proposed Fee Increase | Number Affected | Total Fee Impact |
|-------------|---------------------------------|--------------------------|--------------------|---------------------|
| FY 2022-23 | License Application/Renewal Fee | \$4 | 6,000 | \$24,000 |
| FY 2023-24 | License Application/Renewal Fee | \$4 | 6,000 | \$24,000 |

 Table 4

 Fee Impact on Cigarette, Tobacco, and Nicotine Retailers

Tobacco Master Settlement Agreement. Colorado receives annual payments from tobacco manufacturers under the Tobacco Master Settlement Agreement (MSA). Payments to the state depend in part on national cigarette consumption. The bill is expected to decrease national cigarette consumption by a minimal amount. Therefore, any decrease in Tobacco MSA payments due to the bill is assumed to be minimal.

Department of Public Safety. The bill will minimally decrease revenue to the Fire Safe Cigarettes program in the Department of Public Safety, as one brand family that receives a certificate exclusively sells menthol cigarettes and likely will not apply for certification.

State Transfers

Under current law, cigarette and tobacco excise tax revenue credited to the Tobacco Tax Cash Fund are distributed to two cash funds in the Department of Health Care Policy and Financing (HCPF), two cash funds in CDPHE, and the General Fund. In addition, the portion of cigarette, tobacco, and nicotine excise tax revenue remaining in the 2020 Tax Holding Fund after statutorily required transfers is transferred to the State Education Fund in FY 2022-23, and to the Preschool Programs Cash Fund beginning in FY 2023-24. Because the bill reduces revenue to the Tobacco Tax Cash Fund and the 2020 Tax Holding Fund, it is expected to correspondingly reduce these transfers, shown in the table below.

| | FY 2022-23 | FY 2023-24 |
|---|----------------|----------------|
| Transfers from the Tobacco Tax Cash Fund | | |
| Health Care Expansion Fund (HCPF) | (\$4,178,840) | (\$4,117,920) |
| Primary Care Fund (HCPF) | (\$1,726,043) | (\$1,700,880) |
| Tobacco Education Programs Fund (CPDHE) | (\$1,453,510) | (\$1,432,320) |
| Prevention, Detection, and Treatment Fund (CDPHE) | (\$1,453,510) | (\$1,432,320) |
| General Fund | (\$272,533) | (\$268,560) |
| Subtotal | (\$9,084,435) | (\$8,952,000) |
| Transfers from 2020 Tax Holding Fund | | |
| State Education Fund (CDE) | (\$23,474,076) | - |
| Preschool Programs Fund | - | (\$25,193,973) |
| Subtotal | (\$23,474,076) | (\$25,193,973) |
| Total Transfer Reduction | (\$32,558,511) | (\$34,145,973) |

Table 5State Transfer Reductions under HB22-1064

State Expenditures

The bill results in a net increase in state expenditures of \$5.1 million in FY 2022-23 and \$5.2 million in FY 2023-24. The change is the result of a decrease in tax revenue discussed above, increased expenditure from the General Fund to replace a portion of reduced cash fund revenue transferred to HCPF, and increased expenditures in CDPHE and DOR to implement the bill. It also minimally increases workload for the Judicial Department, Department of Law, and Department of Public Safety. Specific impacts are listed in Table 6 and discussed below.

| Table 6 |
|---|
| Summary of Expenditures Under HB22-1064 |

| | FY 2022-23 | FY 2023-24 |
|---|---------------|---------------|
| Reduced Cash Fund Expenditures | | |
| HCPF – Health Care Expansion Fund | (\$4,178,840) | (\$4,117,920) |
| HCPF – Primary Care Fund | (\$1,726,043) | (\$1,700,880) |
| CDPHE – various programs | (\$2,907,019) | (\$2,864,640) |
| Reduced General Fund Expenditures | | |
| General Fund – local government distributions | (\$554,225) | (\$536,695) |
| Increased General Fund Expenditures | | |
| HCPF – replace revenue for health services | \$4,342,360 | \$4,279,056 |
| CDPHE – grant program (Table 7) | \$10,000,000 | \$10,000,000 |
| Increased Cash Fund Expenditures | | |
| DOR – Enforcement Costs (Table 8) | \$17,660 | \$21,362 |
| Centrally Appropriated Costs ¹ | \$110,968 | \$120,483 |
| Total Cost | \$5,104,861 | \$5,200,766 |
| Total FTE | 6.2 FTE | 6.6 FTE |

³ Centrally appropriated costs are not included in the bill's appropriation.

Department of Health Care Policy & Financing. As listed in Table 5, HCPF receives transfers from the Tobacco Tax Cash Fund that fund a portion of several programs, including Medicaid, CHP+, and services funded through the Primary Care Fund. The bill will reduce funding available for those programs by at least \$5.9 million in FY 2022-23. Of that amount, \$4.2 million is from the Health Care Expansion Fund or for Old Age Pension and CHP+ services, which will require additional funding from the General Fund to replace lost revenue. In future years, it is assumed that this funding will be adjusted through the annual budget process based on the actual revenue reduction.

Distributions to local governments. The bill decreases state cigarette rebate distributions to local governments by \$554,225 in FY 2022-23 and \$536,695 in FY 2023-24 and subsequent years. Under current law, 27 percent of statutory cigarette tax revenue credited to the General Fund is distributed to local governments. Because the bill decreases cigarette tax revenue, it also decreases this distribution. The distribution occurs pursuant to statute and no change in appropriations is required.

Education programs. As described in the State Transfers section above, a portion of Proposition EE tax revenue is transferred to the State Education Fund in FY 2022-23 and the Preschool Programs Cash Fund beginning in FY 2023-24. A reduction in these transfers will reduce funding available for education-related programs. It is assumed that any change to appropriations will occur through the budget process.

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Department of Public Health and Environment. The bill increases General Fund expenditures in CDPHE for a new grant program, and decreases cash fund expenditures in various programs

• **Grant program.** The bill provides \$10.0 million for a grant program to provide resources to communities disproportionately impacted by marketing, sale, and prevalence of tobacco and nicotine product use. Of that amount, \$457,136 is required for administrative expenses, estimated at 5.9 FTE in FY 2022-23 and 6.3 FTE in subsequent years. Administrative expenses are based on the current staffing levels for similar grant programs, and also include working group costs. The remaining \$9.5 million will be distributed as grants. If 25 grants are awarded, each grant will average \$382,000. Actual grant amounts will be determined by CDPHE.

| | FY 2022-23 | FY 2023-24 |
|---|--------------|--------------|
| Department of Public Health & E | nvironment | |
| Personal Services | \$398,441 | \$434,663 |
| Operating Expenses | \$8,505 | \$8,505 |
| Capital Outlay Costs | \$37,200 | - |
| Working Group Costs | \$12,990 | \$12,990 |
| Travel | - | \$3,186 |
| Grants | \$9,542,864 | \$9,539,606 |
| Centrally Appropriated Costs ¹ | \$106,379 | \$115,562 |
| Total Cost | \$10,106,379 | \$10,114,512 |
| Total FTE | 5.9 FTE | 6.3 FTE |

Table 7CDPHE Expenditures

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

• Various programs. As discussed in the State Transfers section above, CDPHE receives transfers from the Tobacco Tax Cash Fund that fund all or a portion of several programs. The bill will reduce funding available for the following programs by \$2.9 million per year starting in FY 2022-23, varying by program: the State Tobacco Education and Prevention Partnership, the Cancer Cardiovascular and Pulmonary Disease Grants Program, the Office of Health Equity Grants Program, the Immunization Program, and the Women's Wellness Connection Breast and Cervical Cancer Screening Program.

Department of Revenue. The bill increases expenditures for the DOR to handle violations of the ban on flavored products. The DOR currently conducts two compliance checks at each licensed retailer in the state. The fiscal note assumes that the department will pursue violations found in the course of current compliance checks. The department will require 0.3 FTE to handle violations, estimated to occur at 3 percent of compliance checks. Costs are paid from the Liquor Enforcement Division Cash Fund.

| | FY 2022-23 | FY 2023-24 |
|---|------------|------------|
| Department of Revenue | | |
| Personal Services | \$17,660 | \$21,362 |
| Centrally Appropriated Costs ¹ | \$4,589 | \$4,921 |
| Total Cost | \$22,249 | \$26,283 |
| Total FTE | 0.3 FTE | 0.3 FTE |

Table 8 DOR Expenditures

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

Department of Law. CDPHE and the DOR will require additional legal services hours to conduct rulemaking and handle administrative actions related to violations (DOR) and to establish the grant program (CDPHE). No change in appropriations for either agency is required.

Judicial Department. The bill increases the trial court workload in the Judicial Department by a minimal amount. Additional cases will occur if retailers challenge an agency decision to assess a fine or a prohibition on sale, or if there are additional criminal cases filed for the sale or provision of synthetic nicotine products to minors. No change in appropriations is required.

Department of Public Safety. The bill will minimally increase workload for the Fire Life and Safety Division, which administers the Fire Safe Cigarettes program, to remove menthol products from and reissue twenty-six brand certifications. 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 2.

Other Budget Impacts

TABOR refunds. The bill is expected to decrease the amount of state revenue required to be refunded to taxpayers by \$4.5 million per year in FY 2022-23 and FY 2023-24. This estimate assumes the December 2021 LCS revenue forecast. A forecast of state revenue subject to TABOR is not available beyond FY 2023-24. Because TABOR refunds are paid from the General Fund, decreased General Fund revenue will lower the TABOR refund obligation, but result in no net change to the amount of General Fund otherwise available to spend or save.

General Fund reserve. Under current law, an amount equal to 15 percent of General Fund appropriations must be set aside in the General Fund statutory reserve beginning in FY 2022-23. Based on this fiscal note, the bill is expected to increase the amount of General Fund held in reserve by \$2.2 million per year starting in FY 2022-23, which will decrease the amount of General Fund available for other purposes.

Local Government

The bill decreases distributions to local governments from the General Fund via the statutory cigarette tax rebate by an estimated \$554,225 in FY 2022-23 and \$536,695 in FY 2023-24. Distributions are allocated based on consumption in the local jurisdiction. Thus, the revenue impact to specific local governments will vary based on changes in consumption patterns.

The bill will also decrease revenue for municipal governments that impose excise taxes on cigarettes and tobacco products. Individual local governments may also experience revenue decreases or increases as local economies respond to the ban on flavored tobacco products.

Effective Date

The bill takes effect upon signature of the Governor, or upon becoming law without his signature.

State Appropriations

In FY 2022-23, the bill requires the following General Fund appropriations:

- \$10,000,000 and 5.9 FTE to the Colorado Department of Public Health and Environment for the new grant program created by the bill; and
- \$4,342,360 to the Department of Health Care Policy and Financing to replace funding currently appropriated from the Health Care Expansion Fund and for CHP+ and Old Age Pension services.

In addition, the bill requires an appropriation of \$17,660 from the Liquor Enforcement Division Cash Fund to the Department of Revenue, and 0.3 FTE, for additional enforcement costs.

Other departments that receive transfers may require adjustments to various line items in the Long Bill.

State and Local Government Contacts

Counties Health Care Policy & Financing Human Services Judicial Municipalities Public Health & Environment Revenue Education Higher Education Information Technology Law Personnel Public Safety

The revenue and expenditure impacts in this fiscal note represent changes from current law under the bill for each fiscal year. For additional information about fiscal notes, please visit: <u>leg.colorado.gov/fiscalnotes</u>.