LC 2964 2019 Regular Session 1/15/19 (CMT/ps)

DRAFT

SUMMARY

Increases rates of taxation on cigarettes and tobacco products. Applies increase to cigarettes and tobacco products distributed on or after January 1, 2020, and to existing inventories of cigarettes not yet acquired by consumers as of January 1, 2020.

Imposes tax on inhalant-form nicotine at point of retail sale, based on concentration of nicotine. Directs proceeds of tax to Oregon Health Plan Fund.

Applies to inhalant-form nicotine sold on or after January 1, 2020. Takes effect on 91st day following adjournment sine die.

1

A BILL FOR AN ACT

2 Relating to taxation of products containing nicotine; creating new pro-3 visions; amending ORS 323.031, 323.457 and 323.505; prescribing an effec-

- 4 tive date; and providing for revenue raising that requires approval by a
- 5 three-fifths majority.

6 Be It Enacted by the People of the State of Oregon:

7 **SECTION 1.** ORS 323.031 is amended to read:

8 323.031. (1) Notwithstanding ORS 323.030 (2) and in addition to and not 9 in lieu of any other tax, every distributor shall pay a tax upon distributions 10 of cigarettes at the rate of [30] **130** mills for the distribution of each cigarette 11 in this state.

(2) Any cigarette for which a tax has once been imposed under ORS
323.005 to 323.482 may not be subject upon a subsequent distribution to the
taxes imposed by ORS 323.005 to 323.482.

15 **SECTION 2.** ORS 323.457 is amended to read:

16 323.457. (1) Moneys received under ORS 323.031 shall be paid over to the

NOTE: Matter in **boldfaced** type in an amended section is new; matter [*italic and bracketed*] is existing law to be omitted. New sections are in **boldfaced** type.

State Treasurer to be held in a suspense account established under ORS
 293.445. After the payment of refunds:

(a) [29.37/30] 127.27/130 of the moneys shall be credited to the Oregon
Health Plan Fund established under ORS 414.109;

(b) [0.14/30] 0.61/130 of the moneys are continuously appropriated to the
Oregon Department of Administrative Services for distribution to the cities
of this state;

8 (c) [0.14/30] **0.61/130** of the moneys are continuously appropriated to the 9 Oregon Department of Administrative Services for distribution to the coun-10 ties of this state;

(d) [0.14/30] 0.61/130 of the moneys are continuously appropriated to the
Department of Transportation to be distributed and transferred to the Elderly and Disabled Special Transportation Fund established under ORS
391.800; and

(e) [0.21/30] 0.9/130 of the moneys shall be credited to the Tobacco Use
Reduction Account established under ORS 431A.153.

(2)(a) Moneys distributed to cities and counties under this section shall
be distributed to each city or county using the proportions used for distributions made under ORS 323.455.

(b) Moneys shall be distributed to cities, counties and the Elderly and Disabled Special Transportation Fund at the same time moneys are distributed to cities, counties and the Elderly and Disabled Special Transportation Fund under ORS 323.455.

<u>SECTION 3.</u> (1) In addition to and not in lieu of any other tax, for the privilege of holding or storing cigarettes for sale, use or consumption, a floor tax is imposed upon every dealer at the rate of 100 mills for each cigarette in the possession of or under the control of the dealer in this state at 12:01 a.m. on January 1, 2020.

(2) The tax imposed by this section is due and payable on or before
 January 20, 2020. Any amount of tax that is not paid within the time
 required shall bear interest at the rate established under ORS 305.220

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per month, or fraction of a month, from the date on which the tax is
due to be paid, until paid.

(3) By January 20, 2020, every dealer must file a report with the 3 Department of Revenue in such form as the department may prescribe. 4 The report must state the number of cigarettes in the possession of 5 or under the control of the dealer in this state at 12:01 a.m. on January 6 1, 2020, and the amount of tax due. Each report must be accompanied 7 by a remittance payable to the department for the amount of tax due. 8 (4) As used in this section, "dealer" has the meaning given that 9 term in ORS 323.010. 10

SECTION 4. Notwithstanding ORS 323.030 (3), for the privilege of 11 12distributing cigarettes as a distributor, as defined in ORS 323.015, and for holding or storing cigarettes for sale, use or consumption, a floor 13 tax and cigarette adjustment indicia tax is imposed upon every dis-14 tributor in the amount of \$2.50 for each Oregon cigarette tax stamp 15 bearing the designation "25," and in the amount of \$2 for each Oregon 16 cigarette tax stamp bearing the designation "20," that is affixed to any 17package of cigarettes in the possession of or under the control of the 18 distributor at 12:01 a.m. on January 1, 2020. 19

20 <u>SECTION 5.</u> (1) Every distributor as defined in ORS 323.015 must 21 take an inventory as of 12:01 a.m. on January 1, 2020, of all packages 22 of cigarettes to which are affixed Oregon cigarette tax stamps and of 23 all unaffixed Oregon cigarette tax stamps in the possession of or under 24 the control of the distributor.

(2) Every distributor must file a report with the Department of
 Revenue by January 20, 2020, in such form as the department may
 prescribe, showing:

(a) The number of Oregon cigarette tax stamps, with the designation
nations of the stamps, that were affixed to packages of cigarettes in
the possession of or under the control of the distributor at 12:01 a.m.
on January 1, 2020; and

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1 (b) The number of unaffixed Oregon cigarette tax stamps, with the 2 designations of the stamps, that were in the possession of or under the 3 control of the distributor at 12:01 a.m. on January 1, 2020.

4 (3) The amount of tax required to be paid with respect to the affixed 5 Oregon cigarette tax stamps shall be computed pursuant to section 4 6 of this 2019 Act and remitted with the distributor's report. Any 7 amount of tax not paid within the time specified for the filing of the 8 report shall bear interest at the rate established under ORS 305.220 per 9 month, or fraction of a month, from the due date of the report until 10 paid.

11 <u>SECTION 6.</u> All moneys received by the Department of Revenue 12 from the taxes imposed by sections 3 and 4 of this 2019 Act shall be 13 paid over to the State Treasurer to be held in a suspense account es-14 tablished under ORS 293.445. After payment of refunds, the balance 15 shall be credited to the General Fund.

SECTION 7. The amendments to ORS 323.031 and 323.457 by sections
 1 and 2 of this 2019 Act apply to distributions of cigarettes occurring
 on or after January 1, 2020.

19 **SECTION 8.** ORS 323.505 is amended to read:

323.505. (1) A tax is hereby imposed upon the distribution of all tobacco products in this state. The tax imposed by this section is intended to be a direct tax on the consumer, for which payment upon distribution is required to achieve convenience and facility in the collection and administration of the tax. The tax shall be imposed on a distributor at the time the distributor distributes tobacco products.

26 (2) The tax imposed under this section shall be imposed at the rate of:

(a) [Sixty-five] Ninety percent of the wholesale sales price of cigars, but
not to exceed 50 cents per cigar;

(b) [One dollar and seventy-eight] **Two dollars and forty-six** cents per ounce based on the net weight determined by the manufacturer, in the case of moist snuff, except that the minimum tax under this paragraph is [\$2.14]

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1 **\$2.96** per retail container; or

2 (c) [Sixty-five] Ninety percent of the wholesale sales price of all tobacco
3 products that are not cigars or moist snuff.

(3) For reporting periods beginning on or after July 1, 2022, the rates of 4 tax applicable to moist snuff under subsection (2)(b) of this section shall be 5adjusted for each biennium according to the cost-of-living adjustment for the 6 calendar year. The Department of Revenue shall recompute the rates for each 7 biennium by adding to the rates in subsection (2)(b) of this section the 8 product obtained by multiplying the rates in subsection (2)(b) of this section 9 by a factor that is equal to 0.25 multiplied by the percentage (if any) by 10 which the monthly averaged U.S. City Average Consumer Price Index for the 11 1212 consecutive months ending August 31 of the prior calendar year exceeds the monthly averaged U.S. City Average Consumer Price Index for the 12 13 consecutive months ending August 31, 2020. 14

(4) If the tax imposed under this section does not equal an amount calculable to a whole cent, the tax shall be equal to the next higher whole cent.
However, the amount remitted to the Department of Revenue by the taxpayer
for each quarter shall be equal only to 98.5 percent of the total taxes due
and payable by the taxpayer for the quarter.

(5) No tobacco product shall be subject to the tax if the base product orother intermediate form thereof has previously been taxed under this section.

22 SECTION 9. As used in sections 9 to 20 of this 2019 Act:

(1) "Consumer" means any person who purchases inhalant-form
 nicotine in this state for the person's use or consumption or for any
 purpose other than reselling the inhalant-form nicotine to another
 person.

27 (2) "Inhalant-form nicotine" means nicotine that:

(a) Is in a form that allows the nicotine to be delivered into a
person's respiratory system;

30 (b) Is inhaled for the purpose of delivering the nicotine into a
 31 person's respiratory system; and

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(c)(A) Is not approved by, or emitted by a device approved by, the
 United States Food and Drug Administration for a therapeutic pur pose; or

(B) If approved by, or emitted by a device approved by, the United
States Food and Drug Administration for a therapeutic purpose, is not
marketed and sold solely for that purpose.

7 (3) "Nicotine retailer" means any person who is engaged in the 8 business of selling or otherwise dispensing inhalant-form nicotine to 9 consumers. The term also includes the operators of or recipients of 10 revenue from all places such as smoke shops, cigar stores and vending 11 machines, where inhalant-form nicotine is made or stored for ultimate 12 sale to consumers.

(4) "Sale" means any transfer, exchange or barter, in any manner
or by any means, for a consideration, and includes and means all sales
made by any person. It includes a gift by a person engaged in the
business of selling inhalant-form nicotine, for advertising, as a means
of evading the provisions of sections 9 to 20 of this 2019 Act or for any
other purpose.

(5) "Taxpayer" includes a nicotine retailer or other person required
 to collect a tax imposed under sections 9 to 20 of this 2019 Act.

(6) "Untaxed inhalant-form nicotine" means inhalant-form nicotine
for which the tax required under sections 9 to 20 of this 2019 Act has
not been paid.

24 <u>SECTION 10.</u> (1) A tax is hereby imposed upon the retail sale of 25 inhalant-form nicotine in this state. The tax imposed by this section 26 is a direct tax on the consumer, for which payment upon retail sale 27 is required. The tax shall be collected at the point of sale of inhalant-28 form nicotine by a nicotine retailer at the time at which the retail sale 29 occurs.

30 (2) The tax imposed under this section shall be imposed at the rate
 31 of 0.05 cents per milligram per milliliter of nicotine.

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1 (3) If the tax imposed under this section does not equal an amount 2 calculable to a whole cent, the tax shall be equal to the next higher 3 whole cent.

4 (4) Except as otherwise provided by the Department of Revenue by
5 rule, the amount of the tax shall be separately stated on an invoice,
6 receipt or other similar document that the nicotine retailer provides
7 to the consumer at the time at which the retail sale occurs.

(5) A person may not knowingly sell, purchase, install, transfer or
possess electronic devices or software programs for the purposes of:
(a) Hiding or removing records of retail sales of inhalant-form
nicotine; or

12 (b) Falsifying records of retail sales of inhalant-form nicotine.

(6) A nicotine retailer may not discount inhalant-form nicotine or
 offer inhalant-form nicotine for free if the retail sale of the inhalant form nicotine is made in conjunction with the retail sale of any other
 item.

17 <u>SECTION 11.</u> (1) Except as otherwise provided in sections 9 to 20 18 of this 2019 Act, the tax imposed upon the consumer under section 10 19 of this 2019 Act shall be collected at the point of sale and remitted by 20 each nicotine retailer that engages in the retail sale of inhalant-form 21 nicotine. The tax is a tax upon the nicotine retailer that is required 22 to collect the tax, and the nicotine retailer is a taxpayer.

(2) The nicotine retailer shall file a return with the Department of
Revenue on or before the last day of January, April, July and October
of each year for the previous calendar quarter.

(3) The nicotine retailer shall pay the tax to the department in the
form and manner prescribed by the department, but not later than
with each quarterly return, without regard to an extension granted
under subsection (5) of this section.

30 (4) Nicotine retailers shall file the returns required under this sec 31 tion regardless of whether any tax is owed.

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1 (5) For good cause, the department may extend the time for filing 2 a return under this section. The extension may be granted at any time 3 if a written request is filed with the department during or prior to the 4 period for which the extension may be granted. The department may 5 not grant an extension of more than 30 days.

6 (6) Interest shall be added at the rate established under ORS 305.220
7 for each month, or fraction of a month, from the time the return was
8 originally required to be filed to the time of payment.

9 (7) If a nicotine retailer fails to file a return or pay the tax as re-10 quired by this section, the department shall impose a penalty in the 11 manner provided in ORS 314.400.

(8) Except as provided in subsections (9) and (10) of this section, the
period prescribed for the department to allow or make a refund of any
overpayment of tax paid under sections 9 to 20 of this 2019 Act is as
provided in ORS 314.415.

(9)(a) The department shall first apply any overpayment of tax by
a nicotine retailer to any tax imposed under sections 9 to 20 of this
2019 Act that is owed by the nicotine retailer.

(b) If after any offset against any delinquent amount the overpayment of tax remains greater than \$1,000, the remaining refund shall
be applied as a credit against the next subsequent calendar quarter as
an estimated payment.

(10) The department may not make a refund of, or credit, any overpayment of tax under sections 9 to 20 of this 2019 Act that was credited to the account of a nicotine retailer under subsection (9)(b) of this section if the return for that tax period is not filed within three years after the due date of that return.

28 <u>SECTION 12.</u> (1) Every person who collects any amount under sec-29 tion 11 of this 2019 Act shall hold the same in trust for the State of 30 Oregon and for the payment thereof to the Department of Revenue in 31 the manner and at the time provided in section 11 of this 2019 Act.

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1 (2) At any time a nicotine retailer fails to remit any amount col-2 lected, the department may enforce collection by the issuance of a 3 distraint warrant for the collection of the delinquent amount and all 4 penalties, interest and collection charges accrued thereon. The war-5 rant shall be issued, recorded and proceeded upon in the same manner 6 and shall have the same force and effect as is prescribed with respect 7 to warrants for the collection of delinquent income taxes.

(3)(a) In the case of a nicotine retailer that is assessed pursuant to 8 the provisions of ORS 305.265 (12) and 314.407 (1), the department may 9 issue a notice of liability to any officer, employee or member of the 10 nicotine retailer within three years from the time of assessment. 11 12Within 30 days from the date the notice of liability is mailed to the officer, employee or member, the officer, employee or member shall 13 pay the assessment, plus penalties and interest, or advise the depart-14 ment in writing of objections to the liability and, if desired, request a 15 conference. A conference shall be governed by the provisions of ORS 16 305.265 pertaining to a conference requested from a notice of defi-17 ciency. 18

(b) After a conference or, if no conference is requested, a determi-19 nation of the issues considering the written objections, the department 20shall mail the officer, employee or member a conference letter af-21firming, canceling or adjusting the notice of liability. Within 90 days 22from the date the conference letter is mailed to the officer, employee 23or member, the officer, employee or member shall pay the assessment, 24plus penalties and interest, or appeal to the Oregon Tax Court in the 25manner provided for an appeal from a notice of assessment. 26

(c) If the department does not receive payment or written objection
to the notice of liability within 30 days after the notice of liability was
mailed, the notice of liability becomes final. In that event, the officer,
employee or member may appeal the notice of liability to the tax court
within 90 days after it became final in the manner provided for an

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1 appeal from a notice of assessment.

(4)(a) In the case of a failure to file a return on the due date, gov- $\mathbf{2}$ erned by the provisions of ORS 305.265 (10) and 314.400, the department, 3 in addition to any action described in the provisions of ORS 305.265 (10) 4 and 314.400, may send notices of determination and assessment to any 5officer, employee or member any time within three years after the 6 assessment. The time of assessment against the officer, employee or 7 member is 30 days after the date the notice of determination and as-8 sessment is mailed. Within 30 days from the date the notice of deter-9 mination and assessment is mailed to the officer, employee or 10 member, the officer, employee or member shall pay the assessment, 11 12plus penalties and interest, or advise the department in writing of objections to the assessment and, if desired, request a conference. A 13 conference shall be governed by the provisions of ORS 305.265 per-14 taining to a conference requested from a notice of deficiency. 15

(b) After a conference or, if no conference is requested, a determi-16 nation of the issues considering the written objections, the department 17 shall mail the officer, employee or member a conference letter af-18 firming, canceling or adjusting the notice of determination and as-19 sessment. Within 90 days from the date the conference letter is mailed 2021to the officer, employee or member, the officer, employee or member shall pay the assessment, plus penalties and interest, or appeal in the 22manner provided for an appeal from a notice of assessment. 23

(c) If the department does not receive payment or written objection to the notice of determination and assessment within 30 days after the notice of determination and assessment was mailed, the notice of determination and assessment becomes final. In that event, the officer, employee or member may appeal the notice of determination and assessment to the tax court within 90 days after it became final in the manner provided for an appeal from a notice of assessment.

31 (5)(a) More than one officer or employee of a corporation may be

1 held jointly and severally liable for payment of taxes.

(b) Notwithstanding the confidentiality provisions of section 19 of $\mathbf{2}$ this 2019 Act, if more than one officer or employee of a corporation 3 may be held jointly and severally liable for payment of taxes, the de-4 partment may require any or all of the officers, members or employees 5who may be held liable to appear before the department for a joint 6 determination of liability. The department shall notify each officer, 7 member or employee of the time and place set for the determination 8 of liability. 9

(c) Each person notified of a joint determination under this sub-10 section shall appear and present such information as is necessary to 11 12establish that person's liability or nonliability for payment of taxes to the department. If a person who was notified fails to appear, the de-13 partment shall make its determination on the basis of all the infor-14 mation and evidence presented. The department's determination is 15binding on all persons notified and required to appear under this sub-16 section. 17

(d)(A) If an appeal is taken to the tax court pursuant to section 19 18 of this 2019 Act by any person determined to be liable for unpaid taxes 19 under this subsection, each person required to appear before the de-2021partment under this subsection shall be impleaded by the plaintiff. The department may implead any officer, employee or member who may 22be held jointly and severally liable for the payment of taxes. Each 23person impleaded under this paragraph shall be made a party to the 24action before the tax court and shall make available to the tax court 25the information that was presented before the department, as well as 26other information that may be presented to the tax court. 27

(B) The tax court may determine that one or more persons
impleaded under this paragraph are liable for unpaid taxes without
regard to any earlier determination by the department that an
impleaded person was not liable for unpaid taxes.

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1 (C) If a person required to appear before the tax court under this subsection fails or refuses to appear or bring such information in part $\mathbf{2}$ or in whole, or is outside the jurisdiction of the tax court, the tax 3 court shall make its determination on the basis of all the evidence 4 introduced. Notwithstanding section 19 of this 2019 Act, the evidence 5constitutes a public record and shall be available to the parties and the 6 tax court. The determination of the tax court is binding on all persons 7 made parties to the action under this subsection. 8

9 (e) This section may not be construed to preclude a determination 10 by the department or the tax court that more than one officer, em-11 ployee or member is jointly and severally liable for unpaid taxes.

12 SECTION 13. (1) A nicotine retailer shall keep receipts, invoices and other pertinent records related to retail sales of inhalant-form nicotine 13 in the form required by the Department of Revenue. Each record shall 14 be preserved for five years from the time to which the record relates, 15or for as long as the nicotine retailer retains the inhalant-form 16 nicotine to which the record relates, whichever is later. During the 17 retention period and at any time prior to the destruction of records, 18 the department may give written notice to the nicotine retailer not to 19 destroy records described in the notice without written permission of 2021the department. Notwithstanding any other provision of law, the department shall preserve reports and returns filed with the department 22for at least five years. 23

(2) The department or its authorized representative, upon oral or
written demand, may make examinations of the books, papers, records
and equipment of persons making retail sales of inhalant-form
nicotine and any other investigations the department deems necessary
to carry out the provisions of sections 9 to 20 of this 2019 Act.

29 <u>SECTION 14.</u> (1) The Department of Revenue has authority, by or-30 der or subpoena to be served with the same force and effect and in the 31 same manner as a subpoena is served in a civil action in the circuit

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court, or the Oregon Tax Court, to require the production at any time and place the department designates of any books, papers, accounts or other information necessary to carry out sections 9 to 20 of this 2019 Act. The department may require the attendance of any person having knowledge in the premises, and may take testimony and require proof material for the information, with power to administer oaths to the person.

(2) If a person fails to comply with a subpoena or order of the de-8 partment or to produce or permit the examination or inspection of any 9 books, papers, records and equipment pertinent to an investigation or 10 inquiry under sections 9 to 20 of this 2019 Act, or to testify to any 11 12matter regarding which the person is lawfully interrogated, the department may apply to the Oregon Tax Court or to the circuit court 13 of the county in which the person resides or where the person is for 14 an order to the person to attend and testify, or otherwise to comply 15 with the demand or request of the department. The department shall 16 apply to the court by ex parte motion, upon which the court shall 17 make an order requiring the person against whom the motion is di-18 rected to comply with the request or demand of the department within 19 10 days after the service of the order, or within the additional time 20granted by the court, or to justify the failure within that time. The 21order shall be served upon the person to whom it is directed in the 22manner required by this state for service of process, which service is 23required to confer jurisdiction upon the court. Failure to obey any 24order issued by the court under this section is contempt of court. The 25remedy provided by this section is in addition to other remedies, civil 26or criminal, existing under the tax laws or other laws of this state. 27

28 <u>SECTION 15.</u> Notwithstanding the confidentiality provisions of sec-29 tion 19 of this 2019 Act, the Department of Revenue may disclose in-30 formation received under sections 9 to 20 of this 2019 Act to the Oregon 31 Health Authority to carry out the provisions of ORS 431A.175, 431A.183

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1 and 433.835 to 433.875.

SECTION 16. Except as otherwise provided in sections 9 to 20 of this $\mathbf{2}$ 2019 Act, a person aggrieved by an act or determination of the De-3 partment of Revenue or its authorized agent under sections 9 to 20 of 4 this 2019 Act may appeal, within 90 days after the act or determi-5nation, to the Oregon Tax Court in the manner provided in ORS 305.404 6 to 305.560. These appeal rights are the exclusive remedy available to 7 determine the person's liability for the tax imposed under sections 9 8 to 20 of this 2019 Act. 9

<u>SECTION 17.</u> For the purpose of compensating nicotine retailers for expenses incurred in collecting the tax imposed under section 10 of this 2019 Act, each nicotine retailer is permitted to deduct and retain two percent of the amount of taxes that are collected by the nicotine retailer from all retail sales of inhalant-form nicotine conducted by the nicotine retailer.

<u>SECTION 18.</u> The Department of Revenue shall administer and enforce sections 9 to 20 of this 2019 Act. The department is authorized to establish rules and procedures for the implementation and enforcement of sections 9 to 20 of this 2019 Act that are consistent with sections 9 to 20 of this 2019 Act and that the department considers necessary and appropriate to administer and enforce sections 9 to 20 of this 2019 Act.

SECTION 19. Except as otherwise provided in sections 9 to 20 of this 232019 Act or where the context requires otherwise, the provisions of 24ORS chapters 305 and 314 as to the audit and examination of returns, 25periods of limitation, determination of and notices of deficiencies, as-26sessments, collections, liens, delinquencies, claims for refund and re-27funds, conferences, appeals to the Oregon Tax Court, stays of 28collection pending appeal, confidentiality of returns and the penalties 29relative thereto, and the procedures relating thereto, apply to the de-30 terminations of taxes, penalties and interest under sections 9 to 20 of 31

1 this 2019 Act.

SECTION 20. (1) All moneys received by the Department of Revenue $\mathbf{2}$ under sections 9 to 20 of this 2019 Act shall be deposited in the State 3 Treasury and credited to a suspense account established under ORS 4 293.445. The department may pay expenses for the administration and 5enforcement of sections 9 to 20 of this 2019 Act out of moneys received 6 from the tax imposed under section 10 of this 2019 Act. Amounts nec-7 essary to pay administrative and enforcement expenses are contin-8 uously appropriated to the department from the suspense account. 9

10 (2) After the payment of administrative and enforcement expenses 11 and refunds or credits arising from erroneous overpayments, the de-12 partment shall credit the balance of the moneys received by the de-13 partment under this section to the Oregon Health Plan Fund 14 established under ORS 414.109.

15 <u>SECTION 21.</u> Sections 9 to 20 of this 2019 Act apply to inhalant-form
 16 nicotine sold on or after January 1, 2020.

17 <u>SECTION 22.</u> This 2019 Act takes effect on the 91st day after the
 18 date on which the 2019 regular session of the Eightieth Legislative
 19 Assembly adjourns sine die.

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