# 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. 19-0538.01 Ed DeCecco x4216

**HOUSE BILL 19-1245** 

#### **HOUSE SPONSORSHIP**

**Weissman,** Arndt, Buckner, Caraveo, Duran, Exum, Galindo, Garnett, Gonzales-Gutierrez, Herod, Jackson, Jaquez Lewis, Kennedy, McCluskie, Michaelson Jenet, Mullica, Roberts, Singer, Sirota, Tipper

#### SENATE SPONSORSHIP

Gonzales and Foote,

### **House Committees**

Finance Appropriations

#### **Senate Committees**

Finance Appropriations

### A BILL FOR AN ACT

101	CONCERNING AN INCREASE IN AFFORDABLE HOUSING FUNDING FROM
102	INCREASED STATE SALES TAX REVENUE THAT RESULTS FROM A
103	MODIFICATION TO THE STATE SALES TAX VENDOR FEE, AND, IN
104	CONNECTION THEREWITH, ENACTING THE "AFFORDABLE
105	HOUSING ACT OF 2019" AND MAKING AN APPROPRIATION.

### **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 <a href="http://leg.colorado.gov">http://leg.colorado.gov</a>.)

The state treasurer is required to credit an amount equal to the increase in sales taxes attributable to the vendor fee changes that result

HOUSE rd Reading Unamended April 22, 2019

HOUSE Amended 2nd Reading April 19, 2019 from the bill to the housing development grant fund, which the division of housing in the department of local affairs (division) uses to make grants and loans to improve, preserve, or expand the supply of affordable housing in the state. The division is required to annually award at least 1/3 of this money for affordable housing projects for households whose annual income is less than or equal to 30% of the area median income.

The increase in sales taxes attributable to the vendor fee changes that result from the bill are excluded from the definition of "state sales tax increment revenue" for purposes of the "Colorado Regional Tourism Act" so that the increase is payable to the state and not an applicable financing entity.

A retailer who collects state sales tax is currently allowed to retain 3 1/3% of the state sales taxes collected as compensation for the retailer's expenses incurred in collecting and remitting the tax (vendor fee). Beginning January 1, 2020, the bill increases the vendor fee to 4% and establishes a \$1,000 monthly cap on the vendor fee. This limit applies regardless of the number of the retailer's locations. A vendor with multiple locations is required to register all locations under one account with the department of revenue. The changes to the state vendor fee do not apply to a local government that imposes a sales tax and permits a vendor fee that is based on the state's vendor fee.

The sales and use tax revenue that is deposited in the housing development grant fund for the state fiscal year 2019-20 is reduced by a specified amount to cover the department of revenue's expenses to make the IT changes necessary to implement the bill, which results in a corresponding increase in the general fund. In turn, this amount is appropriated from the general fund to the department of revenue for this purpose.

Be it enacted by the General Assembly of the State of Colorado:

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2 **SECTION 1. Short title.** The short title of this act is the "Affordable Housing Act of 2019".

**SECTION 2. Legislative declaration.** (1) The general assembly hereby finds and declares that:

- (a) According to a 2017 centennial state survey by Colorado Mesa university, "Coloradans rank housing and real estate as the number one problem facing their communities today.";
- (b) Metro area rents and home prices have increased nearly fifty

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1	percent since 2011 and nonmetro area home prices have increased
2	twenty-eight percent, while wages have increased only eleven percent
3	during this time;
4	(c) Fifty percent of Colorado rental households statewide are
5	cost-burdened, spending thirty percent or more of total household income
6	on housing;
7	(d) During the 2017-18 school year, the department of education
8	counted over twenty-four thousand children in Colorado's public schools
9	that at some point during the year were homeless-either unsheltered or
10	living in shelters, motels, or cars-due to economic hardship, domestic
11	violence, or other familial instability;
12	(e) In both 2017 and 2018, Colorado had at least one thousand
13	homeless veterans, according to the annual homeless assessment report
14	to congress;
15	(f) Home prices in Colorado have increased three hundred
16	sixty-six percent since 1991, which is more than any other state,
17	according to the federal housing finance agency;
18	(g) The Colorado association of REALTORS affordability index
19	reached its lowest level ever in November 2018;
20	(h) Independent analysis of Colorado demographic data projects
21	a deficit of over twenty thousand housing units until at least 2025;
22	(i) Among all states that allow retailers to retain a vendor fee,
23	Colorado is among a minority of such states that do not impose an upper
24	limit on the amount of the vendor fee allowance;
25	(j) The purpose of the state sales tax vendor fee is to assist
26	Colorado retailers in complying with the obligation to collect and remit
27	sales tax, but fewer than two percent of all retailers retain nearly

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two-thirds of all vendor fees retained, an amount exceeding fifty million dollars annually; and

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(k) By aligning state sales tax vendor fee policy with national norms, Colorado can increase funding for affordable housing without raising taxes.

**SECTION 3.** In Colorado Revised Statutes, 24-32-721, **amend** (1) and (2)(a) as follows:

24-32-721. Colorado affordable housing construction grants and loans - housing development grant fund - creation - housing assistance for a person with a behavioral or mental health disorder in the criminal or juvenile justice system - cash fund - definition. (1) There is hereby created in the state treasury the housing development grant fund, which fund shall be IS administered by the division and is referred to in this section as the "fund". The fund shall consist CONSISTS of moneys Money Credited to the fund in accordance with Section 39-26-123 (3)(b); MONEY appropriated to the Colorado affordable housing construction grants and loan fund by the general assembly; all moneys MONEY collected by the division for purposes of this section from federal grants, from other contributions, gifts, grants, and donations received from any other organization, entity, or individual, public or private; and from any fees or interest earned on such moneys MONEY. The division is hereby authorized and directed to solicit, accept, expend, and disburse all moneys MONEY collected for the fund from the sources specified in this subsection (1) for the purpose of making grants or loans and for program administration as provided in this section. All such moneys MONEY shall be transmitted to the state treasurer to be credited to the fund. The moneys MONEY in the fund are hereby IS continuously

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appropriated to the division for the purposes of this section. The moneys MONEY in the fund may be expended for the purpose of funding activities initiated during the current state fiscal year that are to be completed in subsequent state fiscal years.

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(2) (a) Subject to the requirements of this section, upon the approval of the board, the division may make a grant or loan from moneys MONEY in the fund to improve, preserve, or expand the supply of affordable housing in Colorado as well as to fund the acquisition of housing and economic data necessary to advise the board on local housing conditions. In making loans of moneys or grants from the fund, the division shall give priority to owners of property that was either destroyed or incurred substantial damage as a result of one or more state or federally declared natural disasters where the property owner has received the maximum insurance proceeds and public disaster assistance. THE DIVISION SHALL ANNUALLY ALLOCATE, WITH OR WITHOUT BOARD APPROVAL, AT LEAST ONE-THIRD OF THE MONEY CREDITED TO THE FUND IN ACCORDANCE WITH SECTION 39-26-123 (3)(b) TO IMPROVE, PRESERVE, OR EXPAND AFFORDABLE HOUSING FOR HOUSEHOLDS WHOSE ANNUAL INCOME IS LESS THAN OR EQUAL TO THIRTY PERCENT OF THE AREA MEDIAN INCOME, AS PUBLISHED ANNUALLY BY THE UNITED STATES DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT.

SECTION 4. In Colorado Revised Statutes, 24-46-303, amend
(12) as follows:

**24-46-303. Definitions.** As used in this part 3, unless the context otherwise requires:

(12) "State sales tax increment revenue" means the portion of the revenue derived from state sales taxes, including any revenue attributable

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1	to the baseline growth rate and not including any sales taxes for remote
2	sales as specified in section 39-26-104 (2), C.R.S., collected within a
3	designated regional tourism zone in excess of the amount of base year
4	revenue. "STATE SALES TAX INCREMENT REVENUE" DOES NOT INCLUDE
5	ANY ADDITIONAL REVENUE DERIVED FROM STATE SALES TAXES THAT ARE
6	Due to the changes set forth in section $39-26-105$ (1)(d), enacted
7	IN 2019, TO THE AMOUNT RETAINED BY A VENDOR TO COVER THE
8	VENDOR'S EXPENSES IN COLLECTING AND REMITTING SALES TAX.
9	SECTION 5. In Colorado Revised Statutes, 39-26-105, amend
10	(1)(c) and (5)(c); and <b>add</b> (1)(d) as follows:
11	39-26-105. Vendor liable for tax - repeal - definitions.
12	(1) (c) (I) (A) Except as provided in sub-subparagraph (B) of this
13	$\frac{\text{subparagraph }(I)}{\text{SUBSECTION }(1)(c)(I)(B)} \text{ of This Section, every retailer}$
14	shall remit, along with the return required in paragraph (b) of this
15	subsection (1) SUBSECTION (1)(b) OF THIS SECTION, an amount equivalent
16	to the percentage on sales as specified in subparagraph (I) of paragraph
17	(a) of this subsection (1) SUBSECTION (1)(a)(I) OF THIS SECTION to the
18	executive director of the department of revenue, less an amount as set
19	forth in subparagraph (II) of this paragraph (c) SUBSECTION (1)(c)(II) OR
20	(1)(d) OF THIS SECTION to cover the retailer's expense in the collection and
21	remittance of said tax.
22	(B) Every remote seller shall remit, along with the return required
23	in paragraph (b) of this subsection (1) SUBSECTION (1)(b) OF THIS
24	SECTION, the amounts specified in section 39-26-104 (2)(a), less an
25	amount as set forth in subparagraph (H) of this paragraph (c) SUBSECTION
26	(1)(c)(II) OR (1)(d) OF THIS SECTION to cover the retailer's expense in the
27	collection and remittance of said tax.

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1	(II) Except as provided in section 39-26-105.3 (8)(b)(III):
2	(II) (A) Except as provided in sub-subparagraph (B) SUBSECTION
3	(1)(c)(II)(B) OF THIS SECTION, FOR SALES MADE PRIOR TO JANUARY 1,
4	2020, the amount retained by a retailer to cover the retailer's expense in
5	collecting and remitting tax pursuant to this section shall be IS three and
6	one-third percent of all sales tax reported.
7	(B) For a twelve-month period commencing upon the first day of
8	the third month following the effective date of any act of congress
9	authorizing states to require certain retailers to pay, collect, or remit state
10	or local sales tax, the percentage of all sales tax reported as specified in
11	sub-subparagraph (A) of this subparagraph (II) shall be SUBSECTION
12	(1)(c)(II)(A) OR (1)(d) OF THIS SECTION IS reduced by one hundred five
13	one-thousandths percentage points.
14	(III) If any retailer is delinquent in remitting said tax, other than
15	in unusual circumstances shown to the satisfaction of the executive
16	director of the department of revenue, the retailer shall not be allowed to
17	retain any amounts UNDER THIS SUBSECTION (1)(c) OR SUBSECTION (1)(d)
18	OF THIS SECTION to cover such retailer's expense in collecting and
19	remitting said tax, and an amount equivalent to the said percentage, plus
20	the amount of any local vendor expense that may be allowed by the local
21	government to the vendor, shall be remitted to the executive director by
22	any such delinquent vendor. Any local vendor expense remitted to the
23	executive director shall be deposited to the state general fund.
24	(d) (I) EXCEPT AS PROVIDED IN SUBSECTION (1)(c)(II)(B) OF THIS
25	SECTION, FOR SALES MADE ON OR AFTER JANUARY 1, 2020, THE AMOUNT
26	RETAINED BY A RETAILER TO COVER THE RETAILER'S EXPENSE IN

COLLECTING AND REMITTING TAX IN ACCORDANCE WITH THIS SECTION IS

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1	FOUR PERCENT OF THE TAX REPORTED; EXCEPT THAT A RETAILER SHALL
2	NOT RETAIN MORE THAN ONE THOUSAND DOLLARS IN ANY FILING PERIOD.
3	(II) A RETAILER WITH MULTIPLE LOCATIONS IS TREATED AS A
4	SINGLE RETAILER FOR PURPOSES OF THIS SUBSECTION (1)(d) AND IS
5	REQUIRED TO REGISTER ALL LOCATIONS UNDER ONE ACCOUNT WITH THE
6	DEPARTMENT OF REVENUE.
7	(III) IF A RETAILER IS PERMITTED TO RETAIN AN AMOUNT TO COVER
8	THE RETAILER'S EXPENSE IN COLLECTING AND REMITTING LOCAL SALES
9	TAX THAT IS THE SAME AMOUNT AS PERMITTED BY THE STATE UNDER THIS
10	SECTION, THEN SUCH AMOUNT IS THE AMOUNT THAT WAS PERMITTED AS
11	OF DECEMBER 31, 2019, UNLESS MODIFIED AS PROVIDED IN SUBSECTION
12	(1)(c)(II)(B) of this section.
13	(5) (c) From the amount of the tax required to be remitted
14	pursuant to paragraph (a) of this subsection (5) SUBSECTION (5)(a) OF THIS
15	SECTION, a qualified purchaser shall be entitled to retain the amount
16	specified in subparagraph (II) of paragraph (c) of subsection (1)
17	SUBSECTION (1)(c)(II) OR (1)(d) of this section that a retailer would
18	otherwise be entitled to retain to cover the retailer's expense in collecting
19	and remitting the tax imposed by this article ARTICLE 26 if the qualified
20	purchaser had not provided a direct payment permit number to the
21	retailer.
22	SECTION 6. In Colorado Revised Statutes, 39-26-105, amend
23	(1)(c)(III) and (5)(c); amend as amended by House Bill 19-1240
24	(1)(c)(I) and $(1)(c)(II)$ ; and add $(1)(d)$ as follows:
25	39-26-105. Vendor liable for tax - repeal. (1) (c) (I) Every
26	retailer shall remit, along with the return required in subsection (1)(b) of
27	this section, an amount equivalent to the percentage on sales as specified

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1	in subsection (1)(a)(I) of this section to the executive director of the
2	department of revenue, less an amount as set forth in subsection (1)(e)(II)
3	SUBSECTION (1)(c)(II) OR (1)(d) of this section to cover the retailer's
4	expense in the collection and remittance of said tax.
5	(II) FOR SALES MADE PRIOR TO JANUARY 1, 2020, the amount
6	retained by a retailer to cover the retailer's expense in collecting and
7	remitting tax pursuant to this section is three and one-third percent of all
8	sales tax reported.
9	(III) If any retailer is delinquent in remitting said tax, other than
10	in unusual circumstances shown to the satisfaction of the executive
11	director of the department of revenue, the retailer shall not be allowed to
12	retain any amounts UNDER THIS SUBSECTION (1)(c) OR SUBSECTION (1)(d)
13	OF THIS SECTION to cover such retailer's expense in collecting and
14	remitting said tax, and an amount equivalent to the said percentage, plus
15	the amount of any local vendor expense that may be allowed by the local
16	government to the vendor, shall be remitted to the executive director by
17	any such delinquent vendor. Any local vendor expense remitted to the
18	executive director shall be deposited to the state general fund.
19	(d) (I) FOR SALES MADE ON OR AFTER JANUARY 1, 2020, THE
20	AMOUNT RETAINED BY A RETAILER TO COVER THE RETAILER'S EXPENSE IN
21	COLLECTING AND REMITTING TAX IN ACCORDANCE WITH THIS SECTION IS
22	FOUR PERCENT OF THE TAX REPORTED; EXCEPT THAT A RETAILER SHALL
23	NOT RETAIN MORE THAN ONE THOUSAND DOLLARS IN ANY FILING PERIOD.
24	(II) A RETAILER WITH MULTIPLE LOCATIONS IS TREATED AS A
25	SINGLE RETAILER FOR PURPOSES OF THIS SUBSECTION (1)(d) AND IS
26	REQUIRED TO REGISTER ALL LOCATIONS UNDER ONE ACCOUNT WITH THE
27	DEPARTMENT OF REVENUE.

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1	(III) IF A RETAILER IS PERMITTED TO RETAIN AN AMOUNT TO COVER
2	THE RETAILER'S EXPENSE IN COLLECTING AND REMITTING LOCAL SALES
3	TAX THAT IS THE SAME AMOUNT AS PERMITTED BY THE STATE UNDER THIS
4	SECTION, THEN SUCH AMOUNT IS THE AMOUNT THAT WAS PERMITTED AS
5	<u>OF DECEMBER 31, 2019.</u>
6	(5) (c) From the amount of the tax required to be remitted
7	pursuant to paragraph (a) of this subsection (5) SUBSECTION (5)(a) OF THIS
8	SECTION, a qualified purchaser shall be entitled to retain the amount
9	specified in subparagraph (II) of paragraph (c) of subsection (1)
10	SUBSECTION (1)(c)(II) OR (1)(d) of this section that a retailer would
11	otherwise be entitled to retain to cover the retailer's expense in collecting
12	and remitting the tax imposed by this article ARTICLE 26 if the qualified
13	purchaser had not provided a direct payment permit number to the
14	<u>retailer.</u>
15	SECTION 7. In Colorado Revised Statutes, 39-26-123, amend
16	(1)(a) and (3); and <b>add</b> (1)(a.7) as follows:
17	39-26-123. Receipts - disposition - transfers of general fund
18	surplus - sales tax holding fund - creation - definitions - repeal.
19	(1) As used in this section, unless the context otherwise requires:
20	(a) "Net revenue" means the gross amount of sales and use tax
21	receipts collected under the provisions of this article, less a fee retained
22	by vendors for the collection and remittance of the tax pursuant to section
23	39-26-105 (1) and less refunds and adjustments made by the department
24	of revenue in conjunction with its collection and enforcement duties
25	under this article "Increase in sales and use tax revenue
26	ATTRIBUTABLE TO THE VENDOR FEE CHANGES" MEANS AN AMOUNT EQUAL
27	TO THE NET REVENUE FOR A FISCAL YEAR MINUS WHAT THE NET REVENUE

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1	WOULD HAVE BEEN FOR THE FISCAL YEAR IF THE AMOUNT RETAINED BY A
2	VENDOR TO COVER THE VENDOR'S EXPENSES IN COLLECTING AND
3	REMITTING SALES TAX HAD NOT BEEN MODIFIED BY HOUSE BILL 19-1245,
4	ENACTED IN 2019.
5	(a.7) "NET REVENUE" MEANS THE GROSS AMOUNT OF SALES AND
6	USE TAX RECEIPTS COLLECTED UNDER THIS ARTICLE 26, LESS A FEE
7	RETAINED BY VENDORS FOR THE COLLECTION AND REMITTANCE OF THE
8	TAX PURSUANT TO SECTION 39-26-105 (1) AND LESS REFUNDS AND
9	ADJUSTMENTS MADE BY THE DEPARTMENT OF REVENUE IN CONJUNCTION
10	WITH ITS COLLECTION AND ENFORCEMENT DUTIES UNDER THIS ARTICLE $26$ .
11	(3) For any state fiscal year commencing on or after July 1, 2013,
12	the state treasurer shall credit eighty-five percent of all net revenue
13	collected under the provisions of this article ARTICLE 26 to the old age
14	pension fund created in section 1 of article XXIV of the state constitution.
15	The state treasurer shall credit to the general fund the remaining fifteen
16	percent of the net revenue, less:
17	(a) Ten million dollars, which the state treasurer shall credit to the
18	older Coloradans cash fund created in section 26-11-205.5 (5); C.R.S.;
19	AND
20	(b) (I) EXCEPT AS SET FORTH IN SUBSECTION (3)(b)(II) OF THIS
21	SECTION, AN AMOUNT EQUAL TO THE INCREASE IN SALES AND USE TAX
22	REVENUE ATTRIBUTABLE TO THE VENDOR FEE CHANGES, WHICH AMOUNT
23	THE STATE TREASURER SHALL CREDIT TO THE HOUSING DEVELOPMENT
24	GRANT FUND CREATED IN SECTION 24-32-721 (1).
25	(II) THE AMOUNT CREDITED TO THE HOUSING DEVELOPMENT
26	GRANT FUND CREATED IN SECTION 24-32-721 (1) UNDER SUBSECTION
27	(1)(b)(I) OF THIS SECTION IS REDUCED BY THE FOLLOWING AMOUNTS:

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1	(A) FIFTEEN MILLION THREE HUNDRED THIRTY-FIVE THOUSAND
2	SEVEN HUNDRED EIGHTY-ONE DOLLARS FOR THE STATE FISCAL YEAR
3	<u>2019-20;</u>
4	(B) FORTY MILLION THREE HUNDRED TWENTY-THREE THOUSAND
5	ONE HUNDRED FIFTY-EIGHT DOLLARS FOR THE STATE FISCAL YEAR
6	<u>2020-21; AND</u>
7	(C) Nine hundred eighty-five thousand three hundred
8	THIRTY-FIVE DOLLARS FOR THE STATE FISCAL YEAR 2021-22 AND EACH
9	STATE FISCAL YEAR THEREAFTER.
10	
11	<b>SECTION 8.</b> In Colorado Revised Statutes, 39-26-703, amend
12	(2)(c) and (2)(c.5) as follows:
13	<b>39-26-703. Disputes and refunds.</b> (2) (c) A refund shall be made
14	or a credit allowed by the executive director of the department of revenue
15	to any person entitled to an exemption where the person establishes: That
16	a tax was paid by another on a purchase made on behalf of such person
17	or that a tax was paid by an independent contractor on or before July 1,
18	1979, on tangible personal property incorporated into realty for the sole
19	use, benefit, and ownership of any person entitled to an exemption; that
20	a refund has not been granted to the person making the purchase; and that
21	the person entitled to exemption paid or reimbursed the purchaser for
22	such tax. No such refund shall be made or credit allowed in an amount
23	greater than the tax paid. less the expense allowance on the purchase
24	retained by the vendor pursuant to section 39-26-105 (1).
25	(c.5) The executive director of the department of revenue shall
26	make a refund or allow a credit to any person who establishes that he or
27	she has overpaid the tax due pursuant to this article ARTICLE 26. No such

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1	refund shall be made or credit allowed in an amount greater than the tax
2	paid. less the expense allowance on the purchase retained by the vendor
3	pursuant to section 39-26-105 (1).
4	<b>SECTION 9.</b> Appropriation. (1) For the 2019-20 state fiscal
5	year, \$42,798 is appropriated to the department of local affairs for use by
6	the division of housing. This appropriation is from the general fund. To
7	implement this act, the division may use this appropriation for affordable
8	housing program costs.
9	(2) For the 2019-20 state fiscal year, \$286,408 is appropriated to
10	the department of revenue. This appropriation is from the general fund.
11	To implement this act, the department may use this appropriation as
12	follows:
13	(a) \$186,436 for use by the taxpayer services division for personal
14	services, which amount is based on an assumption that the division will
15	require an additional 0.4 FTE;
16	(b) \$5,368 for use by the taxpayer services division for operating
17	expenses; and
18	(c) \$94,604 for the tax administration IT system (GenTax)
19	support.
20	SECTION 10. Act subject to petition - effective date.
21	(1) Except as set forth in subsection (2) of this section, this act takes
22	effect at 12:01 a.m. on the day following the expiration of the ninety-day
23	period after final adjournment of the general assembly (August 2, 2019,
24	if adjournment sine die is on May 3, 2019); except that, if a referendum
25	petition is filed pursuant to section 1 (3) of article V of the state
26	constitution against this act or an item, section, or part of this act within
27	such period, then the act, item, section, or part will not take effect unless

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1	approved by the people at the general election to be held in November
2	2020 and, in such case, will take effect on the date of the official
3	declaration of the vote thereon by the governor.
4	(2) (a) Section 5 of this act takes effect only if House Bill 19-1240
5	does not become law.
5	(b) Section 6 of this act takes effect only if House Bill 19-1240
7	becomes law, in which case section 6 of this act takes effect on the
3	effective date of this act or House Bill 19-1240, whichever is later.

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