LEGISLATIVE HISTORY CHECKLIST Compiled by the NJ State Law Library

NJSA: 54:40B-1 et seq.

(Cigarette tax-increase surtax)

LAWS OF: 1990

CHAPTER: 39

Bill No:

A 3608

Sponsor(s):

Zangari & Brown

Date Introduced: June 14, 190

Committee: Assembly: Appropriations

Senate:

A mended during passage:

No

Assembly Committee Substitute

enacted

Date of Passage: Assembly:

June 19, 1990

Senate:

June 20, 1990

Date of Approval: June 27, 1990

Following statements are attached if available:

Sponsor statement:

Yes

Committee Statement: Assembly: Yes

Senate:

No

Fiscal Note:

No

Veto Message:

No

Message on signing:

Νo

Following were printed:

Reports:

No

Hearings:

Νo

See newspaer clippings--attached:

KBG/SLJ

"Smokers fuming over new taxes on Tshace.". Philadelphia Inquirer 6/21/1990 "Assembly Tax Vote Nears" Trenton Times June 20, 1990 "Assembly Dems Labor to pass sales tax hike " Nwk Star Ledger June 20, 1990 "Tobacco, liquor tax hikes advance" Record, June 20, 1990 "Assembly agrees to raise liquor, agarette taxes"
Asbury Park Press June 20, 1990

ASSEMBLY COMMITTEE SUBSTITUTE FOR

ASSEMBLY, No. 3608 and 3613

STATE OF NEW JERSEY

ADOPTED JUNE 14, 1990

Sponsored by Assemblymen ZANGARI and BROWN

AN ACT concerning the taxation of cigarettes and other tobacco products, supplementing Title 54 of the Revised Statutes, amending P.L.1982, c.40, amending and supplementing P.L.1948, c.65 and repealing section 4 of P.L.1982, c.40.

BE IT ENACTED by the Senate and General Assembly of the State of New Jersey:

- 1. (New Section) Sections 1 through 14 of this act shall be known and may be cited as the "Tobacco Products Wholesale Sales and Use Tax Act."
- 2. (New Section) As used in sections 2 through 14 and section 20 of this act:

"Consumer" means a person except a distributor, manufacturer or wholesaler who acquires a tobacco product for consumption, storage or use in this State;

"Director" means the Director of the Division of Taxation in the Department of the Treasury;

"Distributor" means a person, wherever resident or located, who brings or causes to be brought into this State a tobacco product purchased directly from the manufacturer thereof and receives, stores, sells or otherwise disposes of the same after it reaches this State;

"Manufacturer" means a person, wherever resident or located, who manufactures or produces, or causes to be manufactured or produced, a tobacco product and sells, uses, stores or distributes the product regardless of whether it is intended for sale, use or distribution within or without this State;

"Person" means an individual, firm, corporation, copartnership, joint venture, association, receiver, trustee, guardian, executor, administrator, or any other person acting in a fiduciary capacity, or an estate, trust or group or combination acting as a unit, the State Government and any political subdivision thereof, and the plural as well as the singular, unless the intention to give a more limited meaning is disclosed by the context;

"Place of business" means a place where a tobacco product is sold or where a tobacco product is brought or kept for the purpose of sale or consumption, including so far as may be applicable a vessel, vehicle, airplane, train or vending machine;

"Receipt" means the sale price of a tobacco product valued in

EXPLANATION—Matter enclosed in bold-faced brackets [thus] in the above bill is not enacted and is intended to be omitted in the law.

 $\label{eq:matter_matter} \textbf{Matter underlined } \underline{\textbf{thus}} \ \text{is new matter.}$

money, whether received in money or otherwise, including early payment discounts, and without any deduction or exclusion for expenses or costs whatsoever;

"Retail dealer" means a person who is engaged in this State in the business of selling any tobacco product at retail. A person placing a tobacco product vending machine at, or on any premises shall be deemed to be a retail dealer for each vending machine;

"Sale" means any sale, transfer, exchange, barter, or gift, in any manner or by any means whatsoever;

"Tobacco product" means any product containing any tobacco for personal consumption including, but not limited to, cigars, little cigars, cigarillos, chewing tobacco, pipe tobacco, smoking tobacco and their substitutes, and snuff, but does not include cigarette as defined in section 102 of the "Cigarette Tax Act," P.L.1948, c.65 (C.54:40A-1 et seq.);

"Treasurer" means the State Treasurer;

"Use" means the exercise of any right or power incidental to the ownership of a tobacco product, including a sale at retail; and "Wholesaler" means a person, wherever resident or located, other than a distributor as defined herein, who:

- a. purchases tobacco products from any other person who purchases from the manufacturer and who acquires tobacco products solely for the purpose of bona fide resale to retail dealers or to other persons for the purposes of resale only; or
- b. services retail outlets by the maintenance of an established place of business for the purchase of tobacco products including, but not limited to, the maintenance of warehousing facilities for the storage and distribution of tobacco products.
- 3. (New Section) a. There is imposed a tax of 24% upon the receipts from every sale of a tobacco product by a distributor or a wholesaler to a retail dealer or consumer.
- b. Unless a tobacco product has already been or will be subject to the wholesale sales tax imposed in subsection a. of this section, if a distributor or wholesaler uses a tobacco product within this State, there is imposed upon the distributor or wholesaler a compensating use tax of 24% measured by the sales price of a similar tobacco product to a retail dealer.
- c. Unless a wholesale use tax is due pursuant to subsection b. of this section, if a distributor or wholesaler has not collected the wholesale sales tax imposed in subsection a. of this section upon a sale that is subject to the wholesale sales tax imposed in that subsection a., there is imposed upon the retail dealer or consumer chargeable for the sale a compensating use tax of 24% of the price paid or charged for the tobacco product, which shall be collected in the manner provided in subsection b. of section 5 of this act.
- 4. (New Section) Every distributor or wholesaler required to collect the tax shall collect the tax from the retail dealer or

consumer when collecting the receipt to which it applies. The retail dealer or consumer shall be given an invoice, receipt or other statement or memorandum of the charge and the tax shall be stated, charged and shown separately on the document given to the retail dealer or consumer. The tax shall be paid to the distributor or wholesaler required to collect it as trustee for and on account of the State.

The director may provide by regulation that the tax upon receipts paid in installments may be paid and the return filed on the amount of each installment.

- 5. (New Section) a. Every distributor or wholesaler required to collect the tax imposed by this act shall be personally liable for the tax imposed, collected or required to be collected under this act. A distributor or wholesaler shall have the same right in respect to collecting the tax from the retail dealer or consumer or in respect to non-payment of the tax by the retail dealer or consumer as if the tax were a part of the sales price for the tobacco product and payable at the same time; except the director shall be joined as a party in any action or proceeding brought to collect the tax.
- b. If a retail dealer or consumer fails to pay the tax imposed by this act to the distributor or wholesaler required to collect the same, then in addition to all other rights, obligations and remedies provided, the compensating use tax imposed in subsection c. of section 3 shall be payable by the retail dealer or consumer directly to the director, and it shall be the duty of the retail dealer or consumer to file a return, on a form prescribed by the director, with the director and to pay the tax to the director within 20 days of the date the tax was required to be paid or at other times as specified by the director.
- 6. (New Section) Within 15 days from the effective date of this act, or in the case of distributors or wholesalers commencing business or opening new places of business after that date, within 3 days after the commencement or opening, every distributor or wholesaler required to collect the taxes imposed by this act shall file with the director a certificate of registration in a form prescribed by the director unless a certificate of authority has been previously issued to any distributor or wholesaler. director shall issue, without charge, to each registrant a certificate of authority empowering the registrant to collect the tax and a duplicate thereof for each additional place of business of the registrant. Each certificate or duplicate shall state the place of business to which it is applicable. The certificate of authority shall be prominently displayed in the place of business of the registrant. Certificates shall be nonassignable and nontransferable and shall be surrendered to the director immediately upon the registrant's ceasing to do business at the place named.

- 7. (New Section) Every distributor or wholesaler required to collect any tax imposed by this act shall keep records of every charge and of all amounts paid, charged or due thereon and of the tax payable thereon, in such form as the director may require. Records shall include a true copy of each invoice, receipt, statement or memorandum upon which the provisions of section 4 of this act require that the tax be stated separately. Records shall be available for inspection and examination at any time upon demand by the director or duly authorized agent or employee and shall be preserved for a period of three years. except that the director may consent to their destruction within that period or may require that they be kept longer.
- 8. (New Section) a. Every distributor or wholesaler required to collect or pay tax under this act shall on or before August 20, 1990, and on or before the twentieth day of each month thereafter, make and file a return for the preceding month with the director. The return shall show the receipts of the distributor or wholesaler and the amount of taxes required to be collected with respect to such receipts. The return shall also reflect any use tax due.
- b. The director may permit or require returns to be made covering other periods and upon such dates as the director may specify. In addition, the director may require payments of tax liability at such intervals and based upon such classifications as the director may designate. In prescribing other periods to be covered by the return or intervals or classifications for payment of tax liability, the director may take into account the dollar volume of tax involved as well as the need for ensuring the prompt and orderly collection of the taxes imposed.
- c. The form of returns shall be prescribed by the director and shall contain such information as the director may deem necessary for the proper administration of this act. The director may require amended returns to be filed within 20 days after notice and to contain the information specified in the notice.
- 9. (New Section) Every distributor or wholesaler required to file a return under this act shall, at the time of filing the return, pay to the director the taxes imposed by this act. Taxes for the period for which a return is required to be filed or for a lesser interval as shall have been designated by the director, shall be due and payable to the director on the date limited for the filing of the return for the period, or on the date limited for such lesser interval as the director has designated, without regard to whether a return is filed or whether the return which is filed correctly shows the amount of receipts or the taxes due thereon. If the director deems it necessary to protect the revenues to be obtained under this act, the director may require a distributor or wholesaler required to collect the tax imposed by this act to file with the director a bond, issued by a surety company authorized

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to transact business in this State as to solvency responsibility, in an amount as the director may fix, to secure the payment of any tax or penalties or interest due or which may become due from the distributor or wholesaler under this act. If the director determines that a distributor or wholesaler is to file a bond, the director shall give notice to the distributor or wholesaler to that effect specifying the amount of the bond required. The distributor or wholesaler shall file the bond within five days after the giving of notice unless within the five days the distributor or wholesaler requests in writing a hearing before the director at which the necessity, propriety and amount of the bond shall be determined by the director. The determination shall be final and shall be complied with within 15 days after the giving of notice thereof. In lieu of bond, securities approved by the director or cash in an amount as the director may prescribe, may be deposited, which shall be kept in the custody of the director who may at any time without notice to the depositor apply them to any tax or interest or penalties due, and for that purpose the securities may be sold by the director at public or private sale without notice to the depositor thereof.

- 10. (New Section) If a return required by this act is not filed, or if a return when filed is incorrect or insufficient, the amount of tax due shall be determined by the director from such information as may be available. If necessary, the tax may be estimated on the basis of external indices, such as purchases, location, scale of charges, comparable charges, number of employees or other factors. Notice of the determination shall be given to the distributor, wholesaler, retail dealer or consumer liable for the collection or payment of the tax. determination shall finally and irrevocably fix the tax unless the wholesaler, distributor, retail dealer or consumer against whom it is assessed, within 30 days after the notice date of the determination, shall apply to the director for a hearing, or unless the director on the director's motion shall redetermine the same. After the hearing the director shall give notice of the determination to the wholesaler, distributor, retail dealer or consumer against whom the tax is assessed.
- 11. (New Section) The taxes imposed by this act shall be governed in all respects by the provisions of the State Tax Uniform Procedure Law, R.S.54:48-1 et seq., except only to the extent that a specific provision of this act may be in conflict therewith.
- 12. (New Section) In addition to the powers granted in this act, the director may:
- a. Make, adopt and amend rules and regulations appropriate to the carrying out of this act.
- b. Extend, for cause shown by general regulation or individual authorization, the time of filing any return for a period not

exceeding three months on such terms and conditions as the director may require; and for cause shown, remit penalties and interest as provided for in the State Tax Uniform Procedure Law, R.S.54:48-1 et seq.

- c. Delegate functions and powers to any officer or employee of the division, and such of the director's powers as the director may deem necessary to carry out efficiently the provisions of this act, and the person or persons to whom such power has been delegated shall possess and may exercise all of the power and perform all of the duties as delegated.
- d. Require any distributor or wholesaler required to collect tax to keep detailed records of all receipts, charged or accrued, and names and addresses of wholesalers, distributors, retail dealers and consumers, and other facts relevant in determining the amount of tax due and to furnish such information upon request to the director.
- e. Assess, determine, revise and readjust the taxes imposed by this act.
- f. Enter into agreements with other states and the District of Columbia, providing for the reciprocal enforcement of similar tax laws imposed by the states entering into such an agreement. The agreement may empower the duly authorized officer of any contracting state, which extends like authority to officers or employees of this State, to sue for the collection of that state's taxes in the courts of this State.
- 13. (New Section) Any person failing to file a return or to pay or pay over any tax to the director within the time required by this act shall be subject to such penalties and interest as are provided in the State Tax Uniform Procedure Law, R.S.54:48-1 et seq. Unpaid penalties and interest may be determined, assessed, collected and enforced in the same manner as the tax imposed by this act.
- 14. (New Section) a. Any aggrieved taxpayer may, within 90 days after any decision, order, finding, assessment or action of the director made pursuant to the provisions of this act, appeal therefrom to the tax court in accordance with the provisions of the State Tax Uniform Procedure Law, R.S.54:48-1 et seq.
- b. The appeal provided by this section shall be the exclusive remedy available to any taxpayer for review of a decision of the director in respect of the determination of the liability of the taxpayer for the taxes imposed by this act.
- 15. Section 301 of P.L.1948, c.65 (C.54:40A-8) is amended to read as follows:
- 301. Tax imposed; rate. A tax is hereby imposed on the sale, use or possession for sale or use within this State of all cigarettes at the rate of [\$0.09 1/2] \$0.02 for each [10 cigarettes or fraction thereof] cigarette [and a surtax equal to a percent of the average wholesale price, which percent shall be the same as the

rate of tax imposed on retail sales pursuant to the "Sales and Use Tax Act," P.L.1966, c.30 (C.54:32B-1 et seq.), rounded to the next highest cent but not less than \$0.02 1/2 for each 10 cigarettes or fraction thereof. For packs containing 25 cigarettes the total tax and surtax shall be 125% of the tax and surtax on packs containing 20 cigarettes].

(cf: P.L.1985, c.341, s.1)

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16. Section 401 of P.L.1948, c.65 (C.54:40A-11) is amended to read as follows:

401. Director to provide revenue stamps. The taxes imposed and levied by this act shall be paid through the use of stamps, except as provided in section 205 (Consumers) of this act. The director shall secure stamps of such designs and denominations as he shall prescribe, suitable to be affixed to packages, and provide for the sale thereof to licensed distributors. Only licensed distributors shall affix and cancel stamps and no distributor shall affix or cancel any stamp except at the tax rate in effect on the date of such affixing or cancellation; except that on the effective date of a tax rate increase [or of a surtax or of an increase in a surtax,] imposed under this act, licensed distributors and wholesale dealers must take a physical inventory of cigarettes on hand at the close of business prior to the date of the tax increase [or surtax or surtax increase] imposed under this act and must pay any additional tax for all cigarettes bearing stamps at the rate in effect prior to the tax increase. The director shall prescribe the method of collecting the additional tax. The director shall not authorize any person to sell revenue stamps except his duly constituted agents and assistants. On sales of revenue stamps the director shall allow, as compensation for the services and expenses of the distributor in affixing and handling of such stamps, a discount of 1.80% of the face amount of any sale of 1,000 stamps or more; provided, that the distributor has complied with all the provisions of this act [, and provided, however, that the director shall be empowered to adjust such discount whenever an increase in the surtax is required under section 4 of P.L.1982, c.40 (C.54:40A-8.2)]; and, provided, further, however, that the director shall be empowered to adjust such discount to provide equivalent compensation with respect to the face value of each 1,000 stamps or more [required for packages of cigarettes which contain 25 cigarettes]. No discount shall be allowed on any sale of less than 1,000 stamps and stamps shall not be sold in blocks of less than 100 stamps.

(cf: P.L.1987, c.37, s.2)

17. (New section) Each retail licensee under P.L.1948, c.65 (C.54:40A-1 et seq.) shall, on or before the 1st day of the 2nd month after the effective date of P.L., c. (C.) (now pending before the Legislature as this bill), file a return under oath or certified under the penalties of perjury, with the director

on forms furnished by the director, showing the amount of cigarettes in the retail licensee's possession in the State at 12:01 a.m. on the effective date of P.L., c. (C.) (now pending before the Legislature as this bill), and shall at the time of filing that return pay the tax to the director. Failure to obtain such forms shall not be an excuse for the failure to make a return containing the information required by the director.

- 18. Section 5 of P.L.1982, c.40 (C.54:40A-37.1) is amended to read as follows:
- 5. The sum of \$1,000,000.00 of the [surtax collected under the provisions of this 1982 amendatory and supplementary act] the tax collected pursuant to section 301 of P.L.1948, c.65 (C.54:40A-8), shall be deposited by the State Treasurer in a special account to be known as the Cancer Research Fund, except that for Fiscal Year 1983 only \$500,000.00 shall be deposited in that account. Moneys in the Cancer Research Fund shall be annually appropriated toward the funding of the New Jersey State Commission on Cancer Research [(to be] established pursuant to [Assembly Bill No. 531 or Senate Bill No. 390 of 1982)] P.L.1983, c.6 (C.52:9U-1 et seq.), or to projects authorized and approved by the commission.
- (cf: P.L.1982, c.40, s.5)
 - 19. Section 4 of P.L.1982, c.40 (C.54:40A-8.2) is repealed.
- 20. Sections 1 through 14 and section 20 of this act shall take effect immediately and shall apply to tobacco products delivered to retail dealers or consumers on and after July 1, 1990, even if rendered under a contract entered into prior to that date and sections 15 through 19 shall take effect at 12:01 a.m. on July 1, 1990.

STATE TAXATION

 Establishes a wholesale sales and use tax of 24% upon certain tobacco products, levies the cigarette excise tax on a per cigarette basis at a rate equal to \$0.40 per pack of 20 cigarettes and repeals the cigarette surtax.

STATEMENT

 This bill increases the surtax on the wholesale price of cigarettes from 6% to 16.4% effective July 1, 1990. It also makes a technical adjustment to the law in order to levy taxes per cigarette rather than per quantities of ten. This will allow for ease of calculation if cigarettes ever are sold in quantities other than packs of 20. The bill also makes certain technical adjustments to the law concerning cigarette revenue stamp discounts for distributors and provides collection and payment transitional provisions to ensure payment of the higher rate by licensed distributors, wholesale dealers and retail licensees upon the effective date of the bill.

STATE TAXATION

Increases cigarette surtax rate from 6% to 16.4% and levies tax and surtax per cigarette.

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ASSEMBLY APPROPRIATIONS COMMITTEE

STATEMENT TO

ASSEMBLY, Nos. 3608 and 3613

STATE OF NEW JERSEY

DATED: JUNE 14, 1990

The Assembly Appropriations Committee reports favorably the Assembly Committee Substitute for Assembly Bill Nos. 3608 and 3613.

The Assembly Committee Substitute for Assembly Bill Nos. 3608 and 3613 changes the taxation of cigarettes and other tobacco products.

The committee substitute imposes a 24% wholesale sales tax upon the receipts from the sale of tobacco products by a distributor or a wholesaler to a retail dealer or consumer. Tobacco products are defined to include, but not be limited to, cigars, chewing tobacco, pipe tobacco, smoking tobacco and snuff. The definition specifically excludes cigarettes taxed under the "Cigarette Tax Act," P.L.1948, c.65 (C.54:40A-1 et seq.). Each wholesaler or distributor will be required to file a return and pay the tax on a monthly basis. The bill provides for the payment of a compensating use tax at the same rate as the wholesale sales tax if a taxable sale of the product, as defined by the bill, does not take place. The tax will apply to wholesale transactions made on and after July 1, 1990.

Tobacco products are currently subject to the retail sales and use tax but not to wholesale sales or excise taxes.

Cigarettes are currently taxed in two ways under the "Cigarette Tax Act," P.L.1948, c.65 (C.54:40A-1 et seq.). An excise tax is imposed at the rate of \$0.095 per each ten cigarettes (\$0.19 per 20-pack). There is also a 6% surtax on the average wholesale price of cigarettes, rounded to the next highest cent. The Director of the Division of Taxation may adjust the surtax every six months, based on changes in average wholesale prices. Taken together, the current excise tax and surtax on a pack of 20 cigarettes is \$0.27. There is currently no retail sales tax imposed on cigarettes.

This committee substitute repeals the cigarette wholesale surtax and increases the excise tax to the equivalent of \$0.40 per pack, effective July 1, 1990. It also amends the law to levy the excise tax on a per-cigarette basis, rather than per each 10 cigarettes. This allows for a simplified tax calculation when cigarettes are sold in quantities other than packs of 20. Certain technical adjustments are made concerning cigarette revenue stamp discounts for distributors, and collection and payment transitional provisions are included to ensure payment of the higher tax rate by licensed distributors, wholesale dealers and retail licensees upon the effective date of the bill.

COMMITTEE SUBSTITUTE

As referred to the committee, Assembly Bill No. 3608 increased the surtax on the wholesale price of cigarettes from 6% to 16.4%, effective July 1, 1990. The committee substitute increases the per-unit excise tax instead, but in an amount that is nearly equivalent to the proposed surtax increase. Assembly Bill No. 3613 imposed a 24% wholesale sales tax on other tobacco products. That bill's provisions have been incorporated into this committee substitute.

FISCAL IMPACT

A fiscal note has not been completed on this committee substitute. However, the committee estimates that the increase in the cigarette excise tax will raise approximately \$90 million in fiscal year 1991 and the imposition of a wholesale sales tax on other tobacco products will raise approximately \$10 million, for a total of \$100 million in additional revenues to the General Fund. In fiscal year 1990, it is estimated that approximately \$195 million will be collected from the cigarette excise tax and surtax.