

**First Regular Session  
Sixty-eighth General Assembly  
STATE OF COLORADO**

**PREAMENDED**

*This Unofficial Version Includes Committee  
Amendments Not Yet Adopted on Second Reading*

LLS NO. 11-0829.01 Ed DeCecco

**SENATE BILL 11-184**

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**A BILL FOR AN ACT**

101 **CONCERNING TAX REPORTING.**

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**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 <http://www.leg.state.co.us/billsummaries>.)*

The bill establishes a tax amnesty program that is similar to the tax amnesty program conducted in June 2003. The tax amnesty program will be conducted during August and September 2011 and apply to taxes for which a return was required to be filed before December 31, 2010. Eligible taxpayers who owe specified taxes are able to report the taxes owed and pay such amount plus 1/2 of the interest owed thereon or enter into an agreement with the department of revenue (department) to pay the

Shading denotes HOUSE amendment. Double underlining denotes SENATE amendment.  
Capital letters indicate new material to be added to existing statute.  
Dashes through the words indicate deletions from existing statute.

taxes and all interest owed. A taxpayer who pays the full amount owed pursuant to the tax amnesty program would not be subject to any fines or civil or criminal penalties. Moneys received prior to January 1, 2012, pursuant to the tax amnesty program related to the income tax and the sales and use tax that would otherwise be deposited in the general fund shall instead be deposited in the tax amnesty cash fund.

The bill requires the department to prepare an annual tax expenditure report (report). The report includes information for every state tax and federal income tax regarding each tax expenditure, which is a tax provision that provides a gross or taxable income definition, deduction, exemption, credit, or rate for certain persons, types of income, transactions, or property that results in reduced tax revenue for the state. Among the information that will be included in the report is the decrease in revenue that results from the tax expenditure and the effect of the tax expenditure on the distribution of the tax burden by various income and business classes.

The department is required to:

- ! Provide copies of the report to each member of the general assembly;
- ! Present the report to the finance committees of the house of representatives and the senate;
- ! Make the report available for public inspection; and
- ! Publish the report on the department web site.

On and after January 1, 2012, any bill that creates a new tax expenditure or extends an expiring tax expenditure shall include a legislative declaration stating the intended purpose of the tax expenditure.

The moneys in the tax amnesty cash fund are to be used to pay for the department's costs in administering the tax amnesty program and for the department's costs in preparing the first tax expenditure report. Any leftover moneys will be transferred primarily to the state education fund.

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

2 **SECTION 1.** 39-21-201 (1), (2), (3) (a), (3) (b), (3) (d), and (4),  
3 Colorado Revised Statutes, are amended to read:

4 **39-21-201. Program established.** (1) Notwithstanding any other  
5 provision of this title, title 29, title 32, or title 42, C.R.S., the executive  
6 director shall conduct a tax amnesty program for any taxpayer liable for  
7 the payment of any of the taxes specified in subsection (2) of this section  
8 for which a return was required to be filed before ~~December 31, 2002~~

1 DECEMBER 31, 2010, including returns for which the department has  
2 granted an extension beyond said date. The taxpayer amnesty program  
3 shall be conducted during ~~June 2003~~ AUGUST AND SEPTEMBER 2011 and  
4 shall not extend to any other period.

5 (2) A taxpayer eligible to participate in the tax amnesty program  
6 shall include any taxpayer liable for payment of income taxes imposed  
7 pursuant to article 22 of this title, ~~estate taxes imposed pursuant to article~~  
8 ~~23.5 of this title, inheritance taxes imposed pursuant to article 24 of this~~  
9 ~~title, gift taxes imposed pursuant to article 25 of this title,~~ sales and use  
10 taxes imposed pursuant to article 26 of this title, gasoline and special fuel  
11 taxes imposed pursuant to article 27 of this title, cigarette taxes imposed  
12 pursuant to article 28 of this title, taxes on tobacco products imposed  
13 pursuant to article 28.5 of this title, severance taxes imposed pursuant to  
14 article 29 of this title, ~~waste tire fees collected by the department pursuant~~  
15 ~~to section 25-17-202, C.R.S.,~~ county or municipal sales taxes collected by  
16 the executive director pursuant to article 2 of title 29, C.R.S., local  
17 marketing and promotion taxes collected by the department pursuant to  
18 section 29-25-112, C.R.S., county lodging taxes collected by the  
19 department pursuant to section 30-11-107.5, C.R.S., county rental taxes  
20 collected by the department pursuant to section 30-11-107.7, C.R.S., local  
21 improvement district sales taxes collected by the department pursuant to  
22 section 30-20-604.5, C.R.S., regional transportation district sales and use  
23 taxes imposed pursuant to article 9 of title 32, C.R.S., Denver  
24 metropolitan scientific and cultural facilities district sales and use taxes  
25 imposed pursuant to article 13 of title 32, C.R.S., ~~Denver metropolitan~~  
26 ~~major league baseball stadium district sales and use taxes imposed~~  
27 ~~pursuant to article 14 of title 32, C.R.S.,~~ metropolitan football stadium

1 district sales and use taxes imposed pursuant to article 15 of title 32,  
2 C.R.S., and regional transportation authority sales and use taxes collected  
3 by the department pursuant to section 43-4-605 (1) (j), C.R.S.

4 (3) (a) Subject to the provisions of subsection (4) of this section,  
5 the tax amnesty program shall permit any taxpayer liable for payment of  
6 any taxes specified in subsection (2) of this section to ~~pay~~ REPORT the full  
7 amount of the taxes for which the taxpayer is liable AND TO PAY THE FULL  
8 AMOUNT OF SUCH ~~including one-half of any interest due, as computed~~  
9 ~~without the reduction pursuant to section 39-21-109 (1.5).~~ TAXES on or  
10 before ~~June 30, 2003~~ SEPTEMBER 30, 2011, without the imposition of any  
11 INTEREST, fine, or other civil or criminal penalty otherwise provided by  
12 law.

13 (b) Subject to the provisions of subsection (4) of this section, the  
14 tax amnesty program shall permit any taxpayer liable for payment of any  
15 taxes specified in subsection (2) of this section to REPORT THE AMOUNT  
16 OF THE TAXES FOR WHICH THE TAXPAYER IS LIABLE AND TO sign an  
17 agreement to pay that shall be printed on the tax amnesty application form  
18 and deliver the application and signed agreement to pay to the department  
19 on or before ~~June 30, 2003~~ SEPTEMBER 30, 2011, without the imposition  
20 of any INTEREST, fine, or other civil or criminal penalty otherwise  
21 provided by law. If the taxpayer fails to pay the full amount of taxes  
22 owed ~~and all interest for which the taxpayer is liable~~ pursuant to the  
23 terms of the tax amnesty agreement to pay, the waiver provision of this  
24 paragraph (b) is void.

25 (d) If a taxpayer fails to pay the full amount of the tax liability by  
26 ~~June 30, 2003~~ SEPTEMBER 30, 2011, or fails to sign and file the agreement  
27 to pay on the tax amnesty application by ~~June 30, 2003~~ SEPTEMBER 30,

1 2011, and remain in compliance with the agreement to pay, or commits  
2 willful fraud in filing pursuant to the terms of the tax amnesty program,  
3 the taxpayer shall be subject to civil or criminal penalty, or both.

4 (4) (a) A taxpayer liable for the payment of any taxes specified in  
5 subsection (2) of this section shall not be permitted to satisfy such  
6 liability through the tax amnesty program if a notice of deficiency for the  
7 liability has been mailed to the taxpayer before ~~June 1, 2003~~ AUGUST 1,  
8 2011.

9 (b) A taxpayer who is under investigation or being prosecuted for  
10 criminal or fraudulent activity as of ~~June 1, 2003~~ AUGUST 1, 2011, for  
11 crimes related to any taxes collected by the department is not eligible to  
12 participate in the tax amnesty program, regardless of whether the taxes  
13 owed for which the taxpayer seeks amnesty are the taxes on which the  
14 investigation or prosecution is based.

15 **SECTION 2.** Part 2 of article 21 of title 39, Colorado Revised  
16 Statutes, is amended BY THE ADDITION OF A NEW SECTION to  
17 read:

18 **39-21-202. Tax amnesty cash fund - creation - uses - repeal.**

19 (1) THERE IS HEREBY CREATED IN THE STATE TREASURY THE TAX  
20 AMNESTY CASH FUND, REFERRED TO IN THIS SECTION AS THE "FUND".  
21 NOTWITHSTANDING ANY PROVISION OF LAW TO THE CONTRARY, ANY  
22 PAYMENT RECEIVED BY THE DEPARTMENT PRIOR TO JANUARY 1, 2012, FOR  
23 INCOME TAX OR SALES AND USE TAX FROM A TAXPAYER THAT IS MADE IN  
24 ACCORDANCE WITH SECTION 39-21-201 THAT WOULD OTHERWISE BE  
25 REQUIRED TO BE DEPOSITED IN THE GENERAL FUND SHALL INSTEAD BE  
26 DEPOSITED IN THE FUND.

27 (2) (a) THE MONEYS IN THE FUND SHALL BE SUBJECT TO

1 APPROPRIATION BY THE GENERAL ASSEMBLY TO THE DEPARTMENT FOR  
2 THE 2011-12 FISCAL YEAR FOR THE DIRECT AND INDIRECT COSTS  
3 ASSOCIATED WITH THE ADMINISTRATION OF THIS PART 2 AND PART 3 OF  
4 THIS ARTICLE. ANY MONEYS IN THE FUND NOT EXPENDED FOR SUCH  
5 PURPOSES MAY BE INVESTED BY THE STATE TREASURER AS PROVIDED BY  
6 LAW. ALL INTEREST AND INCOME DERIVED FROM THE INVESTMENT AND  
7 DEPOSIT OF MONEYS IN THE FUND SHALL BE CREDITED TO THE FUND.

8 (b) THE STATE TREASURER SHALL TRANSFER THE BALANCE OF THE  
9 FUND AS OF DECEMBER 31, 2011, MINUS THE AMOUNT APPROPRIATED TO  
10 THE DEPARTMENT PURSUANT TO PARAGRAPH (a) OF THIS SUBSECTION (2),  
11 AS FOLLOWS:

12 (I) AN AMOUNT EQUAL TO THE MONEYS EXPENDED FROM THE  
13 GENERAL FUND BY THE DEPARTMENT FOR THE ADMINISTRATION OF  
14 SECTION 39-21-201 SHALL BE TRANSFERRED TO THE GENERAL FUND.

15 (II) ANY MONEYS REMAINING AFTER THE TRANSFER SET FORTH IN  
16 SUBPARAGRAPH (I) OF THIS PARAGRAPH (b) SHALL BE TRANSFERRED TO  
17 THE STATE EDUCATION FUND CREATED IN SECTION 17 (4) OF ARTICLE IX  
18 OF THE STATE CONSTITUTION.

19 (c) THE STATE TREASURER SHALL TRANSFER THE UNEXPENDED  
20 AND UNENCUMBERED MONEYS IN THE FUND AS OF JUNE 30, 2012, TO THE  
21 GENERAL FUND.

22 (3) THIS SECTION IS REPEALED, EFFECTIVE JANUARY 1, 2013.

23 **SECTION 3.** Article 21 of title 39, Colorado Revised Statutes, is  
24 amended BY THE ADDITION OF A NEW PART to read:

25 PART 3

26 TAX EXPENDITURE REPORT

27 **39-21-301. Legislative declaration.** (1) THE GENERAL

1 ASSEMBLY HEREBY FINDS AND DECLARES THAT:

2 (a) THE GENERAL ASSEMBLY USES BOTH DIRECT EXPENDITURE OF  
3 GOVERNMENT FUNDS AND SPECIAL OR SELECTIVE TAX RELIEF, WHICH IS  
4 KNOWN AS A TAX EXPENDITURE, TO FURTHER VARIOUS PUBLIC POLICY  
5 GOALS;

6 (b) A TAX EXPENDITURE DIFFERS FROM A DIRECT SPENDING  
7 PROGRAM BECAUSE A DIRECT SPENDING PROGRAM CONTINUES ONLY IF  
8 FUNDS ARE APPROPRIATED FOR EACH BUDGET PERIOD, WHILE THE  
9 CONTINUATION OF A TAX EXPENDITURE GENERALLY DOES NOT REQUIRE  
10 ANY LEGISLATIVE ACTION;

11 (c) IN ADDITION, A DIRECT SPENDING PROGRAM IS GENERALLY  
12 DETAILED ON THE EXPENDITURE SIDE OF THE BUDGET, BUT A TAX  
13 EXPENDITURE IS SIMPLY INCLUDED ON THE REVENUE SIDE OF THE BUDGET  
14 WITHOUT ITEMIZATION;

15 (d) A TAX EXPENDITURE SHOULD RECEIVE A PERIODIC AND  
16 COMPREHENSIVE REVIEW AS TO ITS TOTAL COST AND EFFECTIVENESS IN  
17 ACHIEVING ITS OBJECTIVES; AND

18 (e) IT IS IMPORTANT THAT STATE GOVERNMENT BE ACCOUNTABLE  
19 AND TRANSPARENT IN SUCH A WAY THAT THE GENERAL PUBLIC CAN  
20 UNDERSTAND THE VALUE OF TAX EXPENDITURES GIVEN BY THE STATE.

21 (2) IN ENACTING THIS PART 3, IT IS THE INTENT OF THE GENERAL  
22 ASSEMBLY TO CREATE A MEANS FOR PROVIDING THE GENERAL ASSEMBLY  
23 AND THE PUBLIC WITH THIS VITAL TAX-RELATED INFORMATION IN AN  
24 ANNUAL TAX EXPENDITURE REPORT.

25 **39-21-302. Definitions.** AS USED IN THIS PART 3, UNLESS THE  
26 CONTEXT OTHERWISE REQUIRES:

27 (1) "TAX EXPENDITURE" MEANS A TAX PROVISION THAT PROVIDES

1 A GROSS OR TAXABLE INCOME DEFINITION, DEDUCTION, EXEMPTION,  
2 CREDIT, OR RATE FOR CERTAIN PERSONS, TYPES OF INCOME,  
3 TRANSACTIONS, OR PROPERTY THAT RESULTS IN REDUCED TAX REVENUE.

4 (2) "TAX EXPENDITURE REPORT" OR "REPORT" MEANS THE ANNUAL  
5 REPORT THAT THE DEPARTMENT IS REQUIRED TO PREPARE PURSUANT TO  
6 SECTION 39-21-303 (1).

7 (3) "TAX OF INTEREST" MEANS THE FEDERAL INCOME TAX AND  
8 ANY TAX LEVIED AND COLLECTED BY THE STATE.

9 **39-21-303. Tax expenditure report.** (1) ON OR BEFORE JULY 1,  
10 2012, AND EACH JULY 1 THEREAFTER, THE DEPARTMENT SHALL PREPARE  
11 A TAX EXPENDITURE REPORT FOR THE STATE THAT INCLUDES THE  
12 INFORMATION SET FORTH IN SUBSECTION (2) OF THIS SECTION.

13 (2) (a) TO THE EXTENT DATA OR INFORMATION IS AVAILABLE, A  
14 TAX EXPENDITURE REPORT MUST INCLUDE THE FOLLOWING INFORMATION  
15 FOR EACH TAX EXPENDITURE FOR EACH TAX OF INTEREST:

16 (I) A CITATION OF THE STATUTORY OR OTHER LEGAL AUTHORITY  
17 FOR THE TAX EXPENDITURE;

18 (II) THE YEAR THAT THE TAX EXPENDITURE WAS ENACTED;

19 (III) A DESCRIPTION OF THE TAX EXPENDITURE;

20 (IV) AN ESTIMATE OF THE DECREASE IN STATE REVENUE THAT  
21 RESULTS FROM THE TAX EXPENDITURE FOR THE CURRENT TAX YEAR AND  
22 FOR THE NEXT THREE TAX YEARS;

23 (V) FOR A TAX EXPENDITURE THAT IS SUBJECT TO THE  
24 REQUIREMENT SET FORTH IN SECTION 39-21-304, A STATEMENT OF THE  
25 INTENDED PURPOSE OF THE TAX EXPENDITURE;

26 (VI) THE EFFECT OF THE TAX EXPENDITURE ON THE DISTRIBUTION  
27 OF THE TAX BURDEN BY INCOME CLASS AND INDUSTRY OR BUSINESS CLASS,



1 AS APPROPRIATE; AND

2 (VII) THE EFFECT OF THE TAX EXPENDITURE ON TOTAL INCOME BY  
3 CLASS.

4 (b) THE INCOME CLASSES TO BE INCLUDED IN THE REPORT  
5 PURSUANT TO SUBPARAGRAPHS (VI) AND (VII) OF PARAGRAPH (a) OF THIS  
6 SUBSECTION (2) SHALL:

7 (I) AT A MINIMUM, USE QUINTILES OF THE INCOME DISTRIBUTION,  
8 WITH THE HIGHEST QUINTILE OR OTHER PROPORTIONAL CATEGORY  
9 SUBDIVIDED INTO THE TOP ONE PERCENT OF INCOME, THE NEXT FOUR  
10 PERCENT OF INCOME, AND THE REMAINDER OF THE INCOME WITHIN THE  
11 QUINTILE OR CATEGORY; AND

12 (II) SEPARATELY CONSIDER CORPORATE AND INDIVIDUAL INCOME  
13 TAXPAYERS.

14 (c) THE REPORT SHALL ALSO INCLUDE AN ESTIMATE OF THE TOTAL  
15 DECREASE IN STATE REVENUE THAT RESULTS FROM ALL TAX  
16 EXPENDITURES FOR EACH SEPARATE TAX OF INTEREST FOR THE CURRENT  
17 TAX YEAR AND FOR THE NEXT THREE TAX YEARS.

18 (3) (a) THE DEPARTMENT SHALL PROVIDE A COPY OF THE REPORT  
19 TO ALL MEMBERS OF THE GENERAL ASSEMBLY IN ACCORDANCE WITH  
20 SECTION 24-1-136 (9), C.R.S.

21 (b) NO LATER THAN FEBRUARY 1, 2013, AND EACH FEBRUARY 1  
22 THEREAFTER, THE EXECUTIVE DIRECTOR, OR HIS OR HER DESIGNEE, SHALL  
23 PRESENT THE ANNUAL TAX EXPENDITURE REPORT TO THE FINANCE  
24 COMMITTEES OF THE HOUSE OF REPRESENTATIVES AND THE SENATE, OR  
25 ANY SUCCESSOR COMMITTEES.

26 (c) THE DEPARTMENT SHALL MAKE THE TAX EXPENDITURE REPORT  
27 AVAILABLE FOR PUBLIC INSPECTION AND SHALL PUBLISH THE REPORT ON

1 THE DEPARTMENT WEB SITE.

2 (4) THE REPORTING REQUIREMENT SET FORTH IN THIS SECTION IS  
3 EXEMPT FROM THE PROVISIONS OF SECTION 24-1-136 (11), C.R.S., AND  
4 THE ANNUAL REPORTING REQUIREMENT SHALL REMAIN IN EFFECT UNTIL  
5 CHANGED BY THE GENERAL ASSEMBLY ACTING BY BILL.

6 **39-21-304. Tax expenditure - statement of intended purpose.**

7 ON AND AFTER JANUARY 1, 2012, ANY BILL THAT CREATES A NEW TAX  
8 EXPENDITURE OR EXTENDS AN EXPIRING TAX EXPENDITURE SHALL  
9 INCLUDE A LEGISLATIVE DECLARATION STATING THE INTENDED PURPOSE  
10 OF THE TAX EXPENDITURE.

11 **SECTION 4. Safety clause.** The general assembly hereby finds,  
12 determines, and declares that this act is necessary for the immediate  
13 preservation of the public peace, health, and safety.