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REPORT ON THE TOBACCO ENFORCEMENT SPECIAL FUND

Fiscal Year 2009 - 2010

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I. INTRODUCTION

Section 28-15(d), Hawaii Revised Statutes (HRS), requires the Department of the Attorney General to submit a report to the Legislature, no later than twenty days prior to the convening of each regular session, providing an accounting of the receipts and expenditures of the Tobacco Enforcement Special Fund.

On July 1, 2000, the Department's Tobacco Enforcement Unit was created to enforce the Tobacco Master Settlement Agreement, the state Tobacco Liability Act, and the state Cigarette Tax and Tobacco Tax Law. The Unit is composed of a unit supervisor, a Master Settlement Agreement civil prosecutor, a cigarette tax prosecutor, an auditor, seven criminal investigators, a legal assistant, and a legal clerk.

II. TOBACCO MASTER SETTLEMENT AGREEMENT

A. Background

On November 23, 1998, leading United States tobacco manufacturers entered into the Tobacco Master Settlement Agreement with forty-six states, including Hawaii. In consideration for a release of past, present, and certain future claims against them, the Master Settlement Agreement obligates these manufacturers to pay substantial sums to the settling states (tied in part to the volume of tobacco product sales). The Attorney General of each state is responsible for enforcing the provisions of the Master Settlement Agreement.

B. Master Settlement Agreement Payments

There are three types of Master Settlement Agreement payments:¹

- (1) Initial Payments were received annually from January 10, 1999 through January 10, 2003.

| <u>Fiscal Year</u> | <u>Amount of Initial Payment</u> |
|--------------------|----------------------------------|
| 1999-2000 | 27,804,177.13 |
| 2000-2001 | 11,659,558.77 |
| 2001-2002 | 12,701,627.03 |
| 2002-2003 | <u>12,864,378.74</u> |
| Total | \$ 65,029,741.67 |

- (2) Annual Payments began on April 15, 2000, and are scheduled to be received on

¹ In reports to the Legislature before FY 2003-2004, Master Settlement Agreement payments were reported on a calendar year basis. Since FY 2003-2004, Master Settlement Agreement payments have been reported on a cash basis as received in each fiscal year.

April 15 of each year in perpetuity.

| <u>Fiscal Year</u> | <u>Amount of Initial Payment</u> |
|--------------------|----------------------------------|
| 1999-2000 | 20,811,042.90 |
| 2000-2001 | 24,471,822.21 |
| 2001-2002 | 32,674,220.28 |
| 2002-2003 | 31,845,690.90 |
| 2003-2004 | 37,793,157.48 |
| 2004-2005 | 38,357,998.54 |
| 2005-2006 | 35,212,822.31 |
| 2006-2007 | 36,857,166.01 |
| 2007-2008 | 37,299,996.79 |
| 2008-2009 | 41,132,845.88 |
| 2009-2010 | <u>34,230,792.73</u> |
| Total | \$ 370,687,556.03 |

- (3) Strategic Contribution Payments began on April 15, 2008, and are scheduled to be received on April 15 of each year through 2017.

| <u>Fiscal Year</u> | <u>Amount of Strategic Contribution Payment</u> |
|--------------------|---|
| 2007-2008 | 18,762,802.27 |
| 2008-2009 | 19,225,534.21 |
| 2009-2010 | <u>16,691,299.06</u> |
| Total | \$ 54,679,635.54 |

In fiscal year (FY) 2009-2010, the State received \$50,922,091.79 in Master Settlement Agreement moneys. The total amount of Master Settlement Agreement payments received by Hawaii as of the end of FY 2009-2010 is as follows:

| | |
|---------------------------------|----------------------|
| Initial Payments | 65,029,741.67 |
| Annual Payments | 370,687,556.03 |
| Strategic Contribution Payments | <u>54,679,635.54</u> |
| Total | \$ 490,396,933.24 |

C. Tobacco Liability Act (Chapter 675, HRS)

The Master Settlement Agreement requires the State to diligently enforce the requirements of the “model statute,” which was enacted as the Tobacco Liability Act. The Master Settlement Agreement and the Tobacco Liability Act represent affirmative steps toward holding tobacco manufacturers accountable for the harm caused by the sale of cigarettes to citizens of Hawaii. Section 675-1(d), HRS, states:

It is the policy of the State that financial burdens imposed on the

State by cigarette smoking be borne by tobacco product manufacturers rather than by the State to the extent that such manufacturers either determine to enter into a settlement with the State or are found culpable by the courts.

Section 675-1(f), HRS, states:

It would be contrary to the policy of the State if tobacco product manufacturers who determine not to enter into such a settlement could use a resulting cost advantage to derive large, short-term profits It is thus in the interest of the State to require that such manufacturers establish a reserve fund to guarantee a source of compensation and to prevent such manufacturers from deriving large, short-term profits and then becoming judgment-proof before liability may arise.

The Tobacco Liability Act requires any tobacco product manufacturer selling cigarettes to consumers in Hawaii – whether directly or through a distributor, retailer, or similar intermediary or intermediaries – to either participate in and perform its financial obligations under the Master Settlement Agreement, or place funds in an escrow account to establish a reserve fund to guarantee a source of compensation to the State if the tobacco product manufacturer is found culpable by the courts. A non-participating manufacturer (NPM) is a tobacco product manufacturer who has not entered into the Master Settlement Agreement.

NPMs who fail to comply with the escrow requirements enjoy a price advantage over those who comply. This price advantage lures consumers away from and decreases the market share of participating manufacturers. In a recent Master Settlement Agreement disbursement, the amounts due to the states were reduced because of a national increase in NPM market share.

In 2003, the Department created a directory of compliant cigarettes and roll-your-own tobacco products. The directory has been posted on the Department’s website since October 31, 2003, and has been revised and updated through FY 2009-2010. At the end of FY 2009-2010, 27 compliant tobacco product manufacturers (21 participating manufacturers and six NPMs) were listed in the directory, along with a list of 157 authorized brands of cigarettes and roll-your-own tobacco products.

D. Enforcement

Failure to diligently enforce the Tobacco Liability Act may result in a state losing a significant portion of its Master Settlement Agreement payments. “Diligent enforcement” in the context of the Master Settlement Agreement enforcement has not been clearly defined, but we believe that it includes identifying NPMs and the number of NPM cigarettes sold in Hawaii; notifying NPMs of their obligation to establish and fund an escrow in accordance with chapter 675; and filing complaints in court against NPMs who fail to comply with chapter 675. The Department has developed a system that:

- (1) Identifies NPMs and their products;
- (2) Gathers and tracks information on NPM products;
- (3) Notifies NPMs of their obligations under the Tobacco Liability Act and under chapter 486P, HRS, and related statutes (the Department sends letters to tobacco product manufacturers worldwide to advise them of these obligations);
- (4) Provides assistance to effectuate compliance; and
- (5) Provides the information-gathering and certification protocols necessary to establish and publish the directory of tobacco product manufacturers whose cigarettes and roll-your-own tobacco products are authorized for sale in Hawaii.

The Tobacco Products Reporting statutes (chapter 486P, HRS) facilitate the time-consuming process of identifying individual manufacturers and their respective brands. When a tobacco product manufacturer is identified as having or intending to have sales in Hawaii, the Department notifies the tobacco product manufacturer that it must comply with chapter 486P, including the requirement to register with the Department pursuant to section 486P-5, HRS.

The Department mails a reporting form to wholesalers and distributors, and gathers information from the responses and invoices submitted by the wholesalers and distributors. Based on this information, the Department has compiled a list of NPMs and their brands sold (directly or through distributors, retailers, or similar intermediaries) in Hawaii. The list is supplemented from time to time by lists of NPMs and brands provided by other states. In addition, the Department identifies NPMs that sell cigarettes in Hawaii by investigating cigarette brands on store shelves.

The Department sends formal demands to NPMs that have sales in Hawaii, requiring that they place appropriate sums in a qualified escrow fund in compliance with the Tobacco Liability Act. In FY 2009-2010, while six NPMs were listed in the directory, only three NPMs sold cigarettes to consumers in Hawaii. These three NPMs placed \$29,605.54 in qualified escrow funds – a compliance rate of 100 percent.

II. CIGARETTE TAX AND TOBACCO TAX LAW (Chapter 245, HRS)

A. Background

In 2000, the Legislature recognized the need for a mandatory cigarette tax stamp system “to assess, collect, and enforce the cigarette and tobacco tax.” The Conference Committee on S.B. No. 2486, S.D. 2, H.D. 2, C.D. 1 (2000) (Act 249, Session Laws of Hawaii 2000), reported:

[E]nforcement of the current system of collecting cigarette and tobacco taxes is sporadic, haphazard, and ineffective, resulting in uncollected potential tax revenue. The current system of filing of returns by licensed dealers is in effect a system of voluntary compliance. Persons may try to sell cigarettes and tobacco products without obtaining a license, or could have a license and not file a return or understate the income on the return.

The Legislature recognized that obtaining proof of large-scale black market cigarette

sales is nearly impossible because the activity is surreptitious and the State's resources are limited. Nonetheless, the Legislature concluded, "judging from the anecdotal evidence existing and continuing over a fifteen-year period that a black market exists." With these concerns in mind, chapter 245 was amended by Act 249 to require that the tax on the sale or use of cigarettes under section 245-3, HRS, shall be paid by licensees through the use of stamps. Beginning on January 1, 2001, a licensee or its authorized agent or designee is required to affix a stamp to the bottom of each individual package of cigarettes prior to distribution. Beginning on April 1, 2001, no individual package of cigarettes shall be sold or offered for sale to the public unless affixed with the stamp as required by chapter 245. In 2001, the Department worked closely with licensed wholesalers and dealers and the Department of Taxation to facilitate the implementation of the cigarette stamp program. In January 2001, the Department began conducting inspections for compliance with the program.

In 2005, the Attorney General proposed a bill to amend chapter 245 to require a permit for the retail sale of cigarettes and other tobacco products, and to require retailers to keep adequate records. These amendments became effective on December 1, 2006 (Act 131, Session Laws of Hawaii 2005). The Retail Tobacco Permit program addresses the problem of cigarettes and other tobacco products being imported to Hawaii by entities other than known wholesalers and distributors; for example, consumers and retail stores often order cigarettes by Internet, telephone, or mail. The record-keeping requirements of the Retail Tobacco Permit program help law enforcement officers determine the sources of cigarettes and other tobacco products sold at retail, and thus help prevent evasion of state taxes.

B. Cigarette Tax Revenues

Since the implementation of the tax stamp program on January 1, 2001, cigarette tax revenues have increased significantly. Cigarette tax revenues increased from \$40,049,539 in FY 1999-2000 to \$51,739,469 in FY 2000-2001 (an increase of \$11,689,930 or approximately 29 percent) even though the tax stamp program was in effect for only half of FY 2000-2001 and effective enforcement began at the retail level only three months before the end of FY 2000-2001. In FY 2009-2010, cigarette tax revenues increased by \$15,493,164 (approximately 12.9 percent) over FY 2008-2009.

Cigarette Tax Revenues by Fiscal Year

| | |
|--------------|----------------|
| FY 1999-2000 | \$ 40,049,539 |
| FY 2000-2001 | \$ 51,739,469 |
| FY 2001-2002 | \$ 62,609,477 |
| FY 2002-2003 | \$ 70,586,392 |
| FY 2003-2004 | \$ 77,541,843 |
| FY 2004-2005 | \$ 83,135,360 |
| FY 2005-2006 | \$ 85,702,483 |
| FY 2006-2007 | \$ 88,771,666 |
| FY 2007-2008 | \$ 101,560,051 |
| FY 2008-2009 | \$ 104,433,576 |
| FY 2009-2010 | \$ 119,926,741 |

C. Enforcement

The Department conducts inspections, including unannounced inspections, of wholesalers and distributors, retail establishments, and cigarette vending machines for compliance with the Cigarette Tax and Tobacco Tax Law. Approximately 1,588 retailers hold Retail Tobacco Permits: 973 on Oahu, 218 on Hawaii, 208 on Maui, 94 on Kauai, 15 on Molokai, 11 on Lanai, and 67 mobile vendors. Inspections have been conducted on all of these islands.

- In FY 2009-2010, 844 compliance inspections were conducted statewide and four Internet investigations were conducted.
- Since April 1, 2001, inspections have resulted in more than 160 felony arrests and seizure of more than 2,371,473 illegal cigarettes. Felony arrests have been made on Hawaii, Kauai, Maui, Molokai, and Oahu.
- In FY 2009-2010, four criminal tobacco investigations were conducted and 134 cartons (the equivalent of 26,800 cigarettes) were seized. The four investigations resulted from cooperative efforts between the Department and United States Customs and Border Protection, and led to seizures at the Honolulu International Airport.
- Since April 1, 2001, the Department has prosecuted 134 tobacco cases, resulting in criminal fines of \$192,100.
- In FY 2009-2010, the Department successfully prosecuted 20 tax cases, which resulted in criminal fines of \$105,080 and restitution in the amount of \$792,384.92.
- In total, 70 cigarette prosecutions have resulted in court-ordered forfeiture of cigarettes. In addition, the Department has secured 67 civil administrative forfeiture orders for, or stipulations to, the forfeiture of confiscated cigarettes.

D. Gray Market

Gray market cigarettes cut into the market share of participating manufacturers. Gray market cigarettes include cigarettes that have been imported illegally into the United States in violation of federal law, fail to meet federally mandated labeling requirements, or bear an unauthorized brand or trademark. Gray market cigarettes are manufactured overseas in such places as China, Colombia, the Philippines, Southeast Asia, and Switzerland, representing a multitude of brands and cigarette manufacturers. These cigarettes are often smuggled into Hawaii from Asia, the Philippines, Southeast Asia, and the South Pacific, and are often found in small grocery and liquor stores. Some mainland distributors attempt to mask or re-label "Tax Exempt" cigarettes to avoid prosecution for sale of gray market cigarettes.

To address the gray market problem, the Department has established relationships and shares information with the taxing and regulatory authorities of Alaska, Arizona, California, Florida, Michigan, Oregon, Utah, Vermont, Washington, and Canada. The Department also coordinates with the Bureau of Alcohol, Tobacco, Firearms, and Explosives; Internal Revenue

Service; United States Customs and Border Protection; United States Postal Service; and Royal Canadian Mounted Police with regard to gray market cigarettes and other cigarette-related issues.

The Department has worked with United States Customs and Border Protection in joint investigations of persons smuggling contraband cigarettes to Hawaii from foreign countries. This cooperative effort has resulted in more than thirty investigations of individuals attempting to bring undeclared or under-declared cigarettes to Hawaii. Gray market cigarettes have been seized at airports in these joint interdiction efforts. In 2001, the Department confiscated 209 cartons of gray market cigarettes that were clearly marked "For Export Only".

E. Counterfeit Tax Stamps

Counterfeit tax stamps cost as little as \$0.03 to \$0.50 per stamp, and therefore create a significant price advantage over vendors who sell properly stamped cigarettes. The Department searches for counterfeit Hawaii tax stamps in order to prevent their circulation.

F. Half-Stamping

Some vendors attempt to evade the cigarette tax by placing a half-stamp on the bottom of a package of cigarettes, thus stamping two packs for the price of one. Investigations have resulted in arrests for selling half-stamped or partially stamped packs. In November 2001, the Department made arrests for half-stamping and seized 12,879 packs, of which 2,639 packs were half-stamped and 10,240 packs were unstamped.

G. Sales by Internet and Mail

Efforts continue in Hawaii and across the nation to address the problem of Internet sales of cigarettes. In addition, the Department contacted approximately 925 individuals concerning the purchase of cigarettes via the Internet, mail order, or telephone order, advising the individuals of the potential criminal sanctions and tax responsibilities attendant to untaxed cigarettes. Hawaii cooperates with other states to facilitate agreements between states and major credit card companies to prohibit the use of credit cards to purchase cigarettes on the Internet and through the mail. Significant federal regulation in the form of the Prevent All Cigarette Trafficking Act of 2009 (PACT ACT) was passed in March 2010.

IV. FY 2009-2010 DEPOSITS TO TOBACCO ENFORCEMENT SPECIAL FUND

| | |
|---|------------------|
| Master Settlement Agreement funds | 350,000 |
| Cigarette tax stamp fees/interest/fines | <u>1,760,915</u> |
| Total | \$ 2,110,915 |

V. FY 2009-2010 APPROPRIATIONS AND EXPENDITURES

The Legislature appropriated \$1,304,558 for Master Settlement Agreement and cigarette tax stamp enforcement for FY 2009-2010. The appropriation was funded by \$350,000 from moneys received from the Master Settlement Agreement and \$954,558 from cigarette tax stamp fees.

Expenses for FY 2009-2010 totaled \$1,159,051.92. The appropriation balance of \$145,506.07 includes savings from budget restrictions and furloughs, which took place in FY 2009-2010, and personnel costs savings from unfilled positions. As a result, funds that might otherwise have been expended reverted to the Tobacco Enforcement Special Fund and State General Fund.

| | | |
|--|-------------------|-----------------------------|
| APPROPRIATION | | \$ 1,304,558.00 |
| PERSONNEL COSTS | | |
| Salaries and fringe | | \$836,512.18 |
| OPERATIONAL EXPENSES AND OVERHEAD COSTS | | |
| Lease rent | 107,204.11 | |
| Cable installation for data system | 8,366.05 | |
| Travel | 15,340.01 | |
| Phones | 10,821.66 | |
| Office equipment | 3,381.63 | |
| Supplies | 1,741.79 | |
| Investigation equipment | 1,320.83 | |
| Mileage | 5,889.70 | |
| Miscellaneous expenses | 1,488.00 | |
| Litigation expenses | 27,657.59 | |
| Administration expenses (estimated allocation) | <u>139,328.38</u> | |
| TOTAL | | <u>\$322,539.75</u> |
| TOTAL COSTS | | \$1,159,051.93 |
| APPROPRIATION BALANCE | | \$ <u>145,506.07</u> |