



CITY COUNCIL STAFF REPORT

TO: Honorable Mayor and City Council **DATE:** May 20, 2019

FROM: Matthew Bronson, City Manager

PREPARED BY: Matthew Bronson, City Manager

SUBJECT: Measure X-06 Oversight Committee Information

RECOMMENDATION

Receive information about the status of the Measure X-06 half-cent sales tax oversight committee and annual report and provide direction to staff.

BACKGROUND

At the March 18, 2019 Council meeting, a member of the public (Terry Wingate) spoke on the Measure X-06 half-cent sales tax oversight committee and annual report. Mr. Wingate indicated that the last oversight committee was held in 2016 and the last annual report submitted in 2015 for this tax measure and that half the funding from the measure was to be allocated for street maintenance. Mr. Wingate asked the Council to reinstate the oversight committee and annual report requirement and subsequently submitted his application to serve on the committee.

At Council's request, staff has conducted additional research into the Measure X-06 requirements and shown in Attachment 1 is the adopted Ordinance 06-12. The measure was approved by voters in November 2006 and established a new 0.5% Transactions and Use Tax in addition to City's base 1% sales tax rate. This new 0.5% tax was estimated to generate approximately \$600,000 in new funding to support City services and needs. The tax was approved as a general tax that needed only a simple majority of voters for approval and as such, the proceeds were general revenues and could be allocated by the City Council for any purpose rather than required to be allocated for a specific purpose such as street maintenance.

Section 15013 of Ordinance 06-12 calls for preparation and public availability of an annual report to summarize expenditures from revenue generated from the Transactions and Use Tax while Section 15014 calls for appointment of a citizen committee to review this annual report and prepare a report on these expenditures. The "Citizen Oversight Committee" was established following approval of the tax measure with annual reports produced as required. From 2010 to 2016, the committee met six times with the most recent meeting held on March 30, 2016. Mr. Wingate is correct that the committee has not met since 2016 and an annual report not produced since then as required in Ordinance 06-12. The transition in City Managers in 2016 coupled with significant work program items at that time inhibited staff from continuing to engage the committee and put together the required annual report for this general tax measure. Staff was working on establishing a similar oversight committee for Measure K-14 as this committee began meeting in April 2016 and has met annually in 2017 and 2018 with completion of an annual report approved by the City Council. As a point of reference, Mr. Wingate is currently a member of the Measure K-14 oversight committee.

Moving forward, staff is seeking direction from the Council in the continued engagement of the Measure X-06 oversight committee and development of an annual report. If the Council wished to continue the work of the Measure X-06 oversight committee, all five committee positions would

need to be filled as the previous terms expired between 2014 and 2016 and staff would need to allocate time and resources to support this committee. Given that this was a general tax measure approved 13 years ago, there may be less need for a separate oversight committee and annual report for a general revenue source that funds general City services similar to other general revenues such as property taxes and transient occupancy taxes. The City is expecting to generate approximately \$850,000 in Measure X-06 revenue in 2019-20 with the Council ultimately determining the use of these funds similar to other general revenues. The City's annual budget and audit both provide financial information about the use of all City expenditures and the revenue generated by Measure X-06.

If the Council did not believe there is sufficient need to continue with the Measure X-06 oversight committee and annual report, staff would bring a code amendment to the Council to remove Sections 15013 and 15014 from Ordinance 06-12 and remove the requirements for a separate committee and annual report. As an alternative, the Council could consider incorporating this oversight role of Measure X-06 tax revenues into the Measure K-14 oversight committee responsibility on a temporary or long-term basis since this oversight committee is currently operating and meets each fall to produce an annual report. Staff is seeking the Council's direction on this matter to implement accordingly.

FISCAL IMPACT

There is no fiscal impact related to this item.

ALTERNATIVES

The City Council has the following alternatives to consider:

1. Provide direction to continue with the Measure X-06 oversight committee and development of an annual report and start a recruitment to fill all five expired seats on the committee; or
2. Provide direction to bring a code amendment to remove Sections 15013 and 15014 from Ordinance 06-12 and thus remove the requirement for an oversight committee and annual report for Measure X-06; or
3. Provide direction to incorporate the Measure X-06 oversight committee role as part of the Measure K-14 oversight committee process and annual report on a temporary or short-term basis; or
4. Provide alternative direction to staff.

PUBLIC NOTIFICATION

The agenda was posted in accordance with the Brown Act.

ATTACHMENTS

1. Ordinance 06-12

FULL TEXT OF MEASURE X-06

ORDINANCE NO. 06-12

**AN ORDINANCE OF THE CITY OF GROVER BEACH ADDING CHAPTER 15
TO ARTICLE X OF THE GROVER BEACH MUNICIPAL CODE ESTABLISHING
A TRANSACTIONS AND USE TAX TO BE ADMINISTERED BY THE STATE
BOARD OF EQUALIZATION**

BE IT ORDAINED BY THE VOTERS OF THE CITY OF GROVER BEACH, AS FOLLOWS:

SECTION 1. FINDINGS.

- A. One of the primary roles of City government is to provide vital public services such as public safety, street and sidewalk maintenance, parks and recreation programs, and many other essential city services.
- B. The State continues to take revenues away from local governments. Over the past ten years, the State has taken over three million dollars in Grover Beach local city funds. As a result, the City needs additional resources for vital public services, such as public safety and road repair.
- C. Grover Beach has been forced to use reserve funds to cover budget shortfalls. City reserve funds are limited and without new revenue it is likely that in the future important services, such as pothole repair, public safety or recreational programs, will be cut.
- D. Last year, more than ten thousand calls were placed to the City's emergency dispatch center related to police, fire or medical emergencies -- and many of these calls come from Grover Beach's most vulnerable population, seniors.
- E. In addition, it is estimated that 30 million dollars is needed to repair Grover Beach's local infrastructure. Main city streets and roads covered with potholes and many city streets have not been paved for 20 years.
- F. Without additional money to support local police officers and maintain our full-time Grover Beach Fire Department or maintain recreation programs and facilities for seniors and youth, our City will not be able to offer the kind of public safety services we need, deserve and count on.

SECTION 2. AMENDMENT OF CODE.

Grover Beach Municipal Code Article X is hereby amended to add Chapter 15 to read as follows:

CHAPTER 15. TRANSACTIONS AND USE TAX.

15000. TITLE.

This Ordinance shall be known as the "Transactions and Use Tax Ordinance of the City of Grover Beach". The City of Grover Beach hereinafter shall be called "City." This Ordinance shall be applicable in the incorporated territory of the City.

15001. PURPOSE.

This Ordinance is adopted to achieve the following, among other purposes, and directs that the provisions hereof be interpreted in order to accomplish those purposes:

15001.1. To impose a retail transactions and use tax in accordance with the provisions of Part 1.6 (commencing with Section 7251) of Division 2 of the Revenue and Taxation Code and Section 7285.9 of Part 1.7 of Division 2 which authorizes the City to adopt this tax Ordinance which shall be operative if a majority of the electors voting on the measure vote to approve the imposition of the tax at an election called for that purpose.

15001.2. To adopt a retail transactions and use tax Ordinance that incorporates provisions identical to those of the Sales and Use Tax Law of the State of California insofar as those provisions are not inconsistent with the requirements and limitations contained in Part 1.6 of Division 2 of the Revenue and Taxation Code.

15001.3. To adopt a retail transactions and use tax Ordinance that imposes a tax and provides a measure therefore that can be administered and collected by the State Board of Equalization in a manner that adapts itself as fully as practicable to, and requires the least possible deviation from, the existing statutory and administrative procedures followed by the State Board of Equalization in administering and collecting the California State Sales and Use Taxes.

15001.4. To adopt a retail transactions and use tax Ordinance that can be administered in a manner that will be, to the greatest degree possible, consistent with the provisions of Part 1.6 of Division 2 of the Revenue and Taxation Code, minimize the cost of collecting the transactions and use taxes, and at the same time, minimize the burden of record keeping upon persons subject to taxation under the provisions of this Ordinance.

15002. OPERATIVE DATE.

"Operative Date" means the first day of the first calendar quarter commencing more than 110 days after the adoption of this Ordinance, the date of such adoption being as set forth below.

15003. CONTRACT WITH STATE.

Prior to the operative date, the City shall contract with the State Board of Equalization to perform all functions incident to the administration and operation of this transactions and use tax Ordinance; provided, that if the City shall not have contracted with the State Board of Equalization prior to the operative date, it shall nevertheless so contract and in such a case the operative date shall be the first day of the first calendar quarter following the execution of such a contract.

15004. TRANSACTIONS TAX RATE.

For the privilege of selling tangible personal property at retail, a tax is hereby imposed upon all retailers in the incorporated territory of the City at the rate of one-half percent (0.5%) of the gross receipts of any retailer from the sale of all tangible personal property sold at retail in the City on and after the operative date of this Ordinance.

15005. PLACE OF SALE.

For the purposes of this Ordinance, all retail sales are consummated at the place of business of the retailer unless the tangible personal property sold is delivered by the retailer or his agent to an out-of-state destination or to a common carrier for delivery to an out-of-state destination. The gross receipts from such sales shall include delivery charges, when such charges are subject to the state sales and use tax, regardless of the place to which delivery is made. In the event a retailer has no permanent place of business in the State or has more than one place of business, the place or places at which the retail sales are consummated shall be determined under rules and regulations to be prescribed and adopted by the State Board of Equalization.

15006. USE TAX RATE.

An excise tax is hereby imposed on the storage, use or other consumption in the City of tangible personal property purchased from any retailer on and after the operative date of this Ordinance for storage, use or other consumption in said territory at the rate of one-half percent (0.5%) of the sales price of the property. The sales price shall include delivery charges when such charges are subject to state sales or use tax regardless of the place to which delivery is made.

15007. ADOPTION OF PROVISIONS OF STATE LAW.

Except as otherwise provided in this Ordinance and except insofar as they are inconsistent with the provisions of Part 1.6 of Division 2 of the Revenue and Taxation Code, all of the provisions of Part 1 (commencing with Section 6001) of Division 2 of the Revenue and Taxation Code are hereby adopted and made a part of this Ordinance as though fully set forth herein.

15008. LIMITATIONS ON ADOPTION OF STATE LAW AND COLLECTION OF USE TAXES.

In adopting the provisions of Part 1 of Division 2 of the Revenue and Taxation Code:

15008.1. Wherever the State of California is named or referred to as the taxing agency, the name of this City shall be substituted therefor. However, the substitution shall not be made when:

A. The word "State" is used as a part of the title of the State Controller, State Treasurer, State Board of Control, State Board of Equalization, State Treasury, or the Constitution of the State of California;

B. The result of that substitution would require action to be taken by or against this City or any agency, officer, or employee thereof rather than by or against the State Board of Equalization, in performing the functions incident to the administration or operation of this Ordinance.

C. In those sections, including, but not necessarily limited to sections referring to the exterior boundaries of the State of California, where the result of the substitution would be to:

D. Provide an exemption from this tax with respect to certain sales, storage, use or other consumption of tangible personal property which would not otherwise be exempt from this tax while such sales, storage, use or other consumption remain subject to tax by the State under the provisions of Part 1 of Division 2 of the Revenue and Taxation Code, or;

E. Impose this tax with respect to certain sales, storage, use or other consumption of tangible personal property which would not be subject to tax by the state under the said provision of that code.

F. In Sections 6701, 6702 (except in the last sentence thereof), 6711, 6715, 6737, 6797 or 6828 of the Revenue and Taxation Code.

15008.2. The word "City" shall be substituted for the word "State" in the phrase "retailer engaged in business in this State" in Section 6203 and in the definition of that phrase in Section 6203.

15009. PERMIT NOT REQUIRED.

If a seller's permit has been issued to a retailer under Section 6067 of the Revenue and Taxation Code, an additional transactor's permit shall not be required by this Ordinance.

15010. EXEMPTIONS AND EXCLUSIONS.

15010.1. There shall be excluded from the measure of the transactions tax and the use tax the amount of any sales tax or use tax imposed by the State of California or by any city, city and county, or county pursuant to the Bradley-Burns Uniform Local Sales and Use Tax Law or the amount of any state-administered transactions or use tax.

15010.2. There are exempted from the computation of the amount of transactions tax the gross receipts from:

A. Sales of tangible personal property, other than fuel or petroleum products, to operators of aircraft to be used or consumed principally outside the county in which the sale is made and directly and exclusively in the use of such aircraft as common carriers of persons or property under the authority of the laws of this State, the United States, or any foreign government.

B. Sales of property to be used outside the City which is shipped to a point outside the City, pursuant to the contract of sale, by delivery to such point by the retailer or his agent, or by delivery by the retailer to a carrier for shipment to a consignee at such point. For the purposes of this paragraph, delivery to a point outside the City shall be satisfied:

i. With respect to vehicles (other than commercial vehicles) subject to registration pursuant to Chapter 1 (commencing with Section 4000) of Division 3 of the Vehicle Code, aircraft licensed in compliance with Section 21411 of the Public Utilities Code, and undocumented vessels registered under Division 3.5 (commencing with Section 9840) of the Vehicle Code by registration to an out-of-City address and by a declaration under penalty of perjury, signed by the buyer, stating that such address is, in fact, his or her principal place of residence; and

ii. With respect to commercial vehicles, by registration to a place of business out-of-City and declaration under penalty of perjury, signed by the buyer, that the vehicle will be operated from that address.

C. The sale of tangible personal property if the seller is obligated to furnish the property for a fixed price pursuant to a contract entered into prior to the operative date of this Ordinance.

D. A lease of tangible personal property which is a continuing sale of such property, for any period of time for which the lessor is obligated to lease the property for an amount fixed by the lease prior to the operative date of this Ordinance.

E. For the purposes of subparagraphs (3) and (4) of this section, the sale or lease of tangible personal property shall be deemed not to be obligated pursuant to a contract or lease for any period of time for which any party to the contract or lease has the unconditional right to terminate the contract or lease upon notice, whether or not such right is exercised.

15010.3. There are exempted from the use tax imposed by this Ordinance, the storage, use or other consumption in this City of tangible personal property:

A. The gross receipts from the sale of which have been subject to a transactions tax under any state-administered transactions and use tax Ordinance.

B. Other than fuel or petroleum products purchased by operators of aircraft and used or consumed by such operators directly and exclusively in the use of such aircraft as common carriers of persons or property for hire or compensation under a certificate of public convenience and necessity issued pursuant to the laws of this State, the United States, or any foreign government. This exemption is in addition to the exemptions provided in Sections 6366 and 6366.1 of the Revenue and Taxation Code of the State of California.

C. If the purchaser is obligated to purchase the property for a fixed price pursuant to a contract entered into prior to the operative date of this Ordinance.

D. If the possession of, or the exercise of any right or power over, the tangible personal property arises under a lease which is a continuing purchase of such property for any period of time for which the lessee is obligated to lease the property for an amount fixed by a lease prior to the operative date of this Ordinance.

E. For the purposes of subparagraphs (3) and (4) of this section, storage, use, or other consumption, or possession of, or exercise of any right or power over, tangible personal property shall be deemed not to be obligated pursuant to a contract or lease for any period of time for which any party to the contract or lease has the unconditional right to terminate the contract or lease upon notice, whether or not such right is exercised.

F. Except as provided in subparagraph (7), a retailer engaged in business in the City shall not be required to collect use tax from the purchaser of tangible personal property, unless the retailer ships or delivers the property into the City or participates within the City in making the sale of the property, including, but not limited to, soliciting or receiving the order, either directly or indirectly, at a place of business of the retailer in the City or through any representative, agent, canvasser, solicitor, subsidiary, or person in the City under the authority of the retailer.

G. "A retailer engaged in business in the City" shall also include any retailer of any of the following: vehicles subject to registration pursuant to Chapter 1 (commencing with Section 4000) of Division 3 of the Vehicle Code, aircraft licensed in compliance with Section 21411 of the Public Utilities Code, or undocumented vessels registered under Division 3.5 (commencing with Section 9840) of the Vehicle Code. That retailer shall be required to collect use tax from any purchaser who registers or licenses the vehicle, vessel, or aircraft at an address in the City.

15010.4. Any person subject to use tax under this Ordinance may credit against that tax any transactions tax or reimbursement for transactions tax paid to a district imposing, or retailer liable for a transactions tax pursuant to Part 1.6 of Division 2 of the Revenue and Taxation Code with respect to the sale to the person of the property the storage, use or other consumption of which is subject to the use tax.

15011. AMENDMENTS.

All amendments subsequent to the effective date of this Ordinance to Part 1 of Division 2 of the Revenue and Taxation Code relating to sales and use taxes and which are not inconsistent with Part 1.6 and Part 1.7 of Division 2 of the Revenue and Taxation Code, and all amendments to Part 1.6 and Part 1.7 of Division 2 of the Revenue and Taxation Code, shall automatically become a part of this Ordinance, provided however, that no such amendment shall operate so as to affect the rate of tax imposed by this Ordinance.

15012. ENJOINING COLLECTION FORBIDDEN.

No injunction or writ of mandate or other legal or equitable process shall issue in any suit, action or proceeding in any court against the State or the City, or against any officer of the State or the City, to prevent or enjoin the collection under this Ordinance, or Part 1.6 of Division 2 of the Revenue and Taxation Code, of any tax or any amount of tax required to be collected.

15013. ANNUAL REPORT.

City shall prepare and make available to the public an annual report, which presents in summary form expenditures from the prior fiscal year from revenue generated from the Transactions and Use Tax and budgeted expenditures for the upcoming fiscal year.

15014. PERIODIC REVIEW.

The City Council shall appoint a citizen committee to review the annual report, and who will provide a report on expenditures of the revenues generated from the Transaction and Use Tax to the City Council.

SECTION 3. USE OF TAX PROCEEDS.

All proceeds of the tax levied and imposed hereunder shall be accounted for and paid into the City of Grover Beach General Fund, and may be used for any lawful purpose as designated by the City Council.

SECTION 4. SEVERABILITY.

If any provision of this Ordinance or the application thereof to any person or circumstance is held invalid, the remainder of the Ordinance and the application of such provision to other persons or circumstances shall not be affected thereby.

SECTION 5. STATUTORY AUTHORITY FOR TAX.

This Ordinance is adopted pursuant to Revenue and Taxation Code Section 7285.9.

SECTION 6. ELECTION REQUIRED.

This Ordinance shall not become operative unless and until a majority of the electors voting on this measure vote to approve the imposition of the tax at the General Municipal Election to be held on Tuesday, November 7, 2006.

SECTION 7. EFFECTIVE DATE.

If this Ordinance is approved by a majority of the electors voting on the issue at the November 7, 2006 General Municipal Election, pursuant to Elections Code Section 9217, the tax shall become effective ten (10) days after the City Council accepts the certified results of the election.

INTRODUCED at a regular meeting of the City Council held Tuesday, September 5, 2006 and **ADOPTED** by the City Council on _____, 2006 on the following roll call vote, to wit:

AYES:	Council Members -
NOES:	Council Members -
ABSENT:	Council Members -
ABSTAIN:	Council Members -

PASSED, APPROVED, and ADOPTED by the Voters of the City of Grover Beach on Tuesday, November 7, 2006.

LARRY VERSAW, MAYOR

ATTEST:

DONNA L. McMAHON, CITY CLERK

APPROVED AS TO FORM:

MARTIN D. KOCZANOWICZ, CITY ATTORNEY